



## FIRE DEPARTMENT

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Steve Howard, Fire Chief

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March 16, 2017

Ald. Joseph Pieper, Chair  
Finance Committee  
1011 West Glenn Drive  
Waukesha, WI 53188

Dear Ald. Pieper,

Per your request, the fire department is providing your committee and Council additional information regarding the request to amend the 2015 Capital Improvement Budget by \$421,700 to complete the construction of fire station #3 and a police department substation on the property purchased from St. John Neuman church. This project has been very difficult due to the lack of suitable land, resulting in a delayed timeline as well as an increase in the total cost of the project.

Attached you will find an overview/timeline of the strategic planning process to ensure all areas of the City are within a 5-minute drive time from a fire station. This process started in 2002 and the relocation of fire station #3 will complete the process, allowing us to be able to meet our response time goals for the southwestern area of the community (see attached response time maps that have been presented to the Council at past meetings).

The department has been very fortunate in the past that fire stations 1, 2 and 5 were substantially under budget. However, due to timing delays, change in the bid environment and increased cost of land, the current project budget estimates are not sufficient to complete the project. (See attached summary sheet prepared by former Finance Director Steve Neuman showing that fire stations #2 and #5 were \$1,058,426.58 under budget. This summary also shows that \$424,612.77 was not spent for the land purchase for fire station #3.)

The design of fire station 3 was completed by Fischer-Fischer-Theis, Inc., which allowed the City to reuse many of the design elements that were successfully incorporated into fire stations #2 and #5, keeping the design and engineering costs low. We have been cost conscious in selecting materials that will be durable and minimize future operating costs. Additionally, the fire department has decreased the square footage of the building by 2,120 square feet by eliminating 2 apparatus bays.

Fire Department staff will attend your next meeting to answer any additional questions you may have.

Sincerely,

Steve Howard, Fire Chief  
City of Waukesha

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Attachments



## **Strategic Planning Process**

In 2002, the Common Council was confronted with escalating response times and gaps in acceptable fire and EMS coverage on the southeast, south, and west sides of the city, as the city grew to 24 square miles with 67,000 citizens. A variety of recommendations were identified to correct this situation. The Tri-Data Corporation advised that fire station #1 should be relocated to Buchner Park, and 27 firefighters should be added to increase the daily minimum staffing level from 23 to 30 (these suggestions were not funded by the Common Council). The Common Council then asked for a plan that would meet the recommended service delivery guidelines as outlined by the National Fire Protection Association (NFPA), Wisconsin Department of Commerce, Insurance Service Organization (ISO), and Occupational Safety and Health Association (OSHA).

The plan presented, identified the need to relocate fire station #3, build two new fire stations (one in the southeast corner of the city and one on the west side), and add 27 firefighters. After lengthy discussions, the fire department was asked to provide alternatives to that plan. The Fire Chief then presented a proposal that would achieve most of the desired improvements in service delivery by relocating fire station #2 to the center of its response area, which would result in a substantial improvement in response times, eliminating the need to build a sixth fire station. The relocation of fire station #2 would allow the relocation of fire station #3 further to the south, ultimately creating a balance in that response area. The final component of the plan was to build a fifth fire station on Summit Avenue and hire 18 additional firefighters.

After lengthy public debate, the Common Council accepted this proposal with the limitation that only nine firefighters be added. With this guidance, the purchase of land to relocate fire stations #2 and #3 was undertaken, construction of fire station #5 on Summit Avenue began, and 9 firefighters were hired. The completion of this 25-year public safety initiative will enable the Waukesha Fire Department to provide reliable service through the year 2033.

## Timeline

The purpose of this timeline is to summarize major milestones and City of Waukesha Common Council actions regarding Fire Department response times and fire station locations. It does not include details after the Common Council approved the start of a project, and is not all inclusive of all Common Council actions.

- Spring of 2002 – Recently appointed Fire Chief Allen LaConte met with Fire Department Executive Staff and established Fire Department goal of conducting a comprehensive study of fire station locations and response time analysis; The results of this study were to be used to establish a 25-year strategic plan for fire and EMS service for the community.
- March 2003 – Common Council approved the contract to hire Tri-Data Corporation to conduct a fire station location and resource deployment study, and Plunkett Raysich Architects to conduct a space needs analysis of fire station #1.
- May 2004 – Fire Department staff presented the findings of the Tri-Data Corporation study and the results of the space needs analysis of former Fire Station #1 completed by Plunkett & Raysich Architects. The Tri-Data study recommended increasing staffing levels by 27 people to enhance service, and identified that response times were increasing in the southeastern, southwestern, and western areas of the city. The study further recommended that fire station #1 be relocated to the vicinity of Broadway and Porter Avenue to decrease response times to the southeastern section of the community. This study provided the basis for Fire Department staff to conduct further response time analysis, and identified the future need to relocate fire stations to better serve the community.
- June 2004 – Common Council voted unanimously to construct a new Fire Station #1, at its present location (vs. an addition and remodeling).
- March 2005 – At a Committee of the Whole meeting, City of Waukesha Fire Department staff provided a presentation entitled, “Response Time – It’s a Local Decision.” The presentation gave an overview of the need for rapid responses to fire and critical emergency medical services incidents, response time factors, and provided the basis of knowledge for the Common Council to establish a response time goal for the community, using current and historical response time data. Fire Department staff was then tasked with presenting options to meet various response time goals.
- June 2005 – At a Committee of the Whole meeting, Fire Department staff provided the Common Council with a review of municipal comparisons, fire and EMS response standards established by NFPA 1710, response time components, and maps generated using the city’s GIS system outlining various response time scenarios.
  - Scenario A - Establish a nine-minute response time goal that would require no action.

- Scenario B - Develop a plan that meets the NFPA 1710 response time goal, which would require the construction of two new fire stations and the hiring of 27 additional firefighters.
  - Scenario C - Identified as a “combination scenario,” establish a seven-minute response time goal, which would require the relocation of fire stations #2 and #3, the construction of a new fire station on the west side of the community, and the hiring of 18 additional personnel. After considerable discussion, a strong majority of the Common Council expressed support of the combination scenario.
- November 2005 – Common Council approved the 2006 budget, which included \$937,500 for land acquisitions for the relocation of fire stations #2 and #3, and the construction of fire station #5.
  - April 2006 – Staffs of the Fire Department, Engineering Department, and Community Development Department met with the Common Council in closed session to discuss issues related to fire station land acquisition. Initial site recommendations were made to the Common Council, with Fire Department staff directed to utilize city owned property when feasible for locating fire stations. A presentation provided by the Fire Department identified several sites that were available and that met the needs of the Fire Department. Staff was given direction to further explore the costs associated with obtaining these sites and to return with final recommendations.
  - Summer of 2006 – Fire Department staff had numerous conversations with members of the Common Council regarding staffing for fire station #5. Based on input, Fire Department staff revised its staffing plan to include the hiring of only nine additional personnel, creating a daily minimum staffing level of 26 to staff five fire stations. This plan would involve selective redistribution of personnel and apparatus.
  - September 2006 – Staffs of the Fire Department, Engineering Department, and Community Development Department met with the Common Council in closed session and presented the following updated information with regards to the identification of the best available sites for the construction of fire stations:
    - Property formerly owned by Jack Griffin Ford on Pearl Street
    - Property owned by Waukesha School District on Oakdale Drive
    - Property owned by City of Waukesha “William Oliver Park”

The Common Council directed city staff to complete the necessary appraisals and environmental assessments to purchase the land on Pearl Street and the land on Oakdale Drive, and further provided feedback confirming the earlier directive to utilize city owned property using William Oliver Park for fire station #5.

- November 2006 - At a Committee of the Whole meeting, as part of the Common Council’s discussion regarding the 2007 capital improvement projects, Fire Department staff presented information concerning the costs associated with the relocation/construction of fire stations #2 and #3, and construction of a new fire station. After lengthy discussion, the Common

Council identified the construction of fire station #5 as the top priority and ultimately approved the funding for the engineering and design phases.

- March 2007 – The Common Council approved retaining Fischer- Fischer-Theis, Inc. for architectural and engineering services for the design of fire station #5, with a goal of having the design and engineering work completed so accurate construction costs could be presented as part of the Fire Department's 2008 budget proposal.
- Spring 2007 – Fire Station #1 opened after some construction delays. Project completed approximately \$700,000 under authorized budget.
- May 2007 – City completed the purchase of the land to relocate fire station #2 to Pearl Street. Staff of the Community Development Department continued discussions with representatives of the Waukesha School District with regards to the Oakdale Drive property.
- September 2007 – At a Committee of the Whole Meeting, Fire Department staff presented detailed information on the design and cost of fire station #5. This presentation included a detailed financial summary that was included in the Department's 2008 budget request under capital improvements.
- November 2007 – As part of the 2008 budget, funding was approved to construct fire station #5, hire nine additional firefighters, and obtain the necessary vehicles and equipment to staff five fire stations based on a daily minimum staffing level of 26. Budget approval also provided funding to conduct the initial design of relocated fire stations #2 and #3.
- Spring of 2008 – Staffs of the Fire Department, Engineering Department, and Community Development Department worked with Fischer-Fischer-Theis, Inc. to complete initial engineering and design work to obtain construction cost estimates for inclusion in the Fire Department's 2009 budget request. The Community Development Department continued to negotiate with the Waukesha School District the purchase of the Oakdale Drive property.
- May 2008 – Construction began on Fire Station #5. Fischer-Fischer-Theis Architects, Stadler Brothers Construction, General Contractor.
- July 2008 – Fire Department staff submitted 2009 budget requests, which included an initial capital improvement request of \$6,906,000 for the construction of fire stations #2 and #3.
- October 2008 – Nine (9) firefighters hired in preparation to staff new Fire Station #5. The fire stations relocation project was reviewed by the City Administrator, Mayor, and Finance Department, and was included in the 2009 executive budget. At the direction of the City Administrator, Fischer-Fischer-Theis, Inc. continued to work on final designs for the fire stations to refine costs and to have final designs completed by early 2009.
- November 2009 – The 2009 approved capital improvement budget did not include approval for the construction of Fire Stations #2 & #3; however, Council provided funding for the fire department to complete final design of Fire Stations #2 and #3 to obtain accurate cost estimates for the 2010 budget.

- February 2009 – Fire Station #5 opens, reducing response times to the West side of the City of Waukesha.
- February 2009 – City staff working with the City Administrator completes final designs for Fire Stations #2 and #3 and construction estimates are updated.
- July 2009 – The City of Waukesha Fire Department, with the approval of the City Administrator, submitted the Assistance to Firefighters Fire Station Construction Grant to the U.S. Department of Homeland Security. The total project cost for the relocation of Fire Station #2 was \$3,317,424. This project budget reflected city funding of \$1,030,818 and a Federal Grant of \$2,286,606.
- August 2009 – The City of Waukesha Fire Department submitted its capital improvement budget to the City Administrator, which reflected the fire station construction grant being completed in 2010 and the relocation of Fire Station #3 to be completed in 2011. The submitted capital improvement plan was approved as part of the 2010 budget.
- Spring 2010 – The City of Waukesha Fire Department received formal denial notification for the fire station construction grant. City staff continued to explore options for land acquisition for the relocation of Fire Station #3, including negotiations with the City of Waukesha School District.
- July 2010 - The City of Waukesha Fire Department submitted its capital improvement budget to the City Administrator, which reflected the construction of Fire Stations #2 and #3 in 2011.
- Summer 2010 - City staff met with the Waukesha School Board in closed session to discuss the sale of school district land to the City of Waukesha for Fire Station #3 and park land. During the discussions, the value of the land was disputed and the School Board wanted to attach multiple “strings” to the sale of the property that would obligate the city to approvals and purchases of additional land. Based on the negative outcome of this meeting, city staff evaluated other locations for the fire station.
- November 2010 – As part of the 2011 budget, the City of Waukesha Common Council approved the construction of Fire Station #2.
- Fall 2010 – City staff evaluated several possible locations for the fire station with engineers from Fischer-Fischer-Theis. The best site was identified and Community Development began the process of contacting the property owner regarding the possible sale of the land.
- Spring 2011 – The bid to construct Fire Station #2 was awarded to Tri-North Construction. The project was to start in May.
- Fall 2011 - Fire Station #2 opened. Response time goals for southeast section of the City achieved.

- Spring/Summer 2012 - Following City's surplus property policy, old Fire Station #2 was designated to be used by Engineering. Land was for storm water management and building was raised.
- Summer/Fall 2012 - Commercial property identified in 2010 determined to not be a viable option due to cost, location on site, and developer requirements. City staff further explored more than 10 additional sites for possible location for Fire Station #3.
- Fall/Winter 2012 - City staff met with DOT to explore using possible surplus property from bypass project (Saylesville Rd.) Option not selected due cost, no guarantee land will be available, no direct access to bypass or HWY 59 and other issues.
- Fall, Winter, and Spring 2012/2013 - Local manufacturer expressed interest in purchasing existing Fire Station #3 for expansion. City contracts for appraisal of fire station and continues discussions. No deal reached to sell property.
- Summer/Fall 2013 - Property owned by St. John Neumann Congregation was identified as a possible location and church was willing to explore sale of land.
- Spring/Summer 2014 - Conversations and meetings continued with City staff and St. John Neumann Staff. City and church agreed to independently have land appraised.
- Spring/Summer 2014 - Fischer-Fischer-Theis, Inc., prepared initial design and cost estimates for St. John Neumann.
- Summer 2014 - Soil and environmental assessment conducted by City, which verified the property was suitable for a fire station.
- July 2014 - City received appraisal that valued land at \$237,500.00.
- Summer/Fall 2014 - As Part of preparing the fire department's 2015 CIP request, fire department and finance department agreed to close out fire stations #2 and #5 projects and sought new approvals for completing the relocation of fire station #3. **See attached summary sheet** prepared by former Finance Director Steve Neaman that shows \$424,612.77 is still approved for the land purchase for fire station #3 and that fire stations #2 and #5 were \$1,058,426.58 under budget.
- Fall 2014 – Fire Station #3 project expanded to include WPD and possible future WPR site based on request from Common Council during CIP budget process.
- November 2014 – Common Council presented with multiple options for St. John Neuman's site. Council approved budget for "Option E", which included the construction of a police department substation with building infrastructure to support a possible future addition of Park Rec Garage. Council approved total project budget of \$4,561,328.
- December 2014 - City received Church appraisal of \$555,000, substantially higher than the appraisal obtained by the City.

- Winter 2015 - City and St. John Neuman legal counsel continued to negotiate land purchase. Unable to reach an agreement on purchase price.
- Winter 2015 - City staff asked to reexamine DOT land. It was again determined that DOT land was not the best fit due to issues identified previously (cost, no guarantee land will be available, no direct access to bypass or HWY 59 and other issues).
- June 2015 Resolution of Necessity passed by Council.
- October 2015 – City Council met in closed session to discuss negotiations with St. John Neuman. Staff was given direction by Council.
- Fall 2015 – Due to issues identified in prior appraisals, City contracted for a second appraisal conforming to all statutory requirements for section 32.09.
- January 2016 - City receives 2<sup>nd</sup> appraisal, valuing land at \$385,000.
- March 1 2016 – City Council met in closed session to discuss negotiations with St. John Neuman.
- Spring 2016 - City and St. John Neuman legal counsel continued to negotiate land purchase.
- July 19, 2016 – City Council met in closed session to discuss purchase of land with St. John Neuman legal counsel.
- August 16, 2016 - Approved land purchase for \$420,000.
- September 2016 - Fischer-Fischer-Theis, Inc. contracted to complete engineering and design work with the goal of project going to bid early 2017. Contract with Fischer-Fischer-Theis, Inc. is for \$168,000.
- September to December 2016 – Staff from Engineering, Police and Fire Departments work with architect and engineers to complete design work.
- December 14, 2016 – Project received Plan Commission approval.
- January 2017 – Building and site plans finalized. Appropriate applications made to DNR and DOT for storm water management and highway access.
- February 2017 - Public bidding process started per Board of Public Works policies and procedures.
- March 3, 2017 – City received six (6) qualified bids. Lowest bid received from Absolute Construction Enterprises, Inc. with a bid of \$3,438,000.



Summary

	Budget	Borrowing	Expense	Borrowing & Expense Difference	Funding Reprogramming	Budget & Expense Difference
Land Acq. Study, Design	\$ 937,500.00	\$ 659,371.50	\$ (512,887.23)	\$ 146,484.27	\$ (146,484.27)	\$ 424,612.77
Station 5	\$ 4,529,144.00	\$ 4,259,105.00	\$ (4,115,565.10)	\$ 143,539.90	\$ (143,539.90)	\$ 413,578.90
Station 2	\$ 3,392,299.00	\$ 2,481,870.20	\$ (2,747,451.32)	\$ (265,581.12)	\$ 290,024.17	\$ 644,847.68
	\$ 8,858,943.00	\$ 7,400,346.70	\$ (7,375,903.65)	\$ 24,443.05	\$ -	\$ 1,483,039.35