



Report on Consolidation Study for the Hazardville and Shaker Pines Fire Districts



Shoreline Associates, Inc
1-6-2022

Consolidation Study Report

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Chapter 1 - Executive Summary

The Town of Enfield has been protected by five (5) independent fire districts for many years. As such, each fire district operates almost completely independent of the others with differing numbers of paid and volunteer firefighters.

When the combined budget and personnel count of the fire districts is compared to other communities the size of Enfield, one could argue that it appears the fire services are overstaffed and fiscally inefficient. Consolidation of the independent fire districts in Enfield has been periodically discussed, studied and/or otherwise pursued over the past fifty years without success. Over that time, there has been a significant decrease in the number of active volunteer firefighters both across the country and in the fire districts.

During 2020, the Hazardville and Shaker Pines Fire Districts decided to fund a consulting study to determine if the two (2) fire districts could be consolidated and, if so, what steps needed to be completed to affect that consolidation. A request for proposals was published and Shoreline Associates, Inc. was selected to complete that consulting project. This document is the final project report.

The project report provides an overview of the procedures performed, the results of those procedures, our recommendation to consolidate the two (2) fire districts, a plan of consolidation and a post-consolidation financial projection.

Throughout the report we will use the term consolidation, with the intent of it being perceived as a coming together of two (2) equals to create a new fire district. The overriding intent is to integrate the fire districts to enhance service delivery without increasing costs.

There is projected to be a modest cost savings associated with this consolidation. Should additional Enfield fire districts choose to also consolidate into this new district, we believe that substantial cost reductions and service improvements may be expected. Our focus for this project was the viability and process of consolidating the Hazardville and Shaker Pines Fire Districts.

As a result of the procedures performed, results obtained and research conducted, our recommendation is for those fire districts to undergo a full consolidation. Our proposed consolidation provides for the following:

- **Phased Approach** – We have proposed a three (3) phased approach to full consolidation of the Hazardville and Shaker Pines Fire Districts. This will be a combination of equals in that the two (2) present fire districts will combine legally, operationally and administratively to form one (1) new legal entity. Legal counsel will have to be consulted to determine the most appropriate form of legal entity and the path necessary to achieve that organizational format.
- **Planning Approach** – It is envisioned that this document will serve as the initial plan of consolidation and guide for the next three (3) years. After that, it is

recommended that a full strategic plan be developed to guide the combined fire district after that. This document provides an orderly approach to combining the two (2) fire districts. In addition, it provides a blueprint that can be used for the eventual consolidation of the other Enfield fire districts, if there is an interest in doing so.

- **Eliminate 1 Chief Position** – Elimination of one (1) of the Fire Chief positions. This is the only personnel reduction from the current employee headcounts and is offset by the addition of the Volunteer Coordinator referenced below.
- **Chief and Fire Marshal/Head of the Community Risk Reduction Division** – Identify an Interim Fire Chief to guide the two (2) fire districts through the consolidation process. The permanent Fire Chief may or may not be the same person as the Interim Fire Chief, and there will be one (1) Fire Marshal/Head of the Community Risk Reduction Division that will be responsible for that area for the entire new district
- **Combine Volunteers** – Create one (1) corps of volunteer firefighters who are trained and compensated the same.
- **Volunteer Coordinator** – Support the volunteer firefighters by adding the position to supervise, recruit, train, retain and mentor the volunteer firefighters in the hopes of growing their ranks.
- **SAFER Grant Potential** – The Staffing for Adequate Fire and Emergency Response (SAFER) Grant program was designed to provide funding to fire departments for new positions or to convert part-time firefighters to 24/7 staffing. While application doesn't guarantee a grant award, information in the Federal Grant Guidance leads us to believe that there is a high probability that a SAFER Grant can be secured to cover the costs of the Volunteer Coordinator and possibly also the conversion of the Shaker Pines part-time fire coverage to 24/7 coverage after Phase III (if deemed necessary). If a SAFER Grant award is obtained, it fully funds the position(s) identified in the Grant Application for 36 months.
- **Station Captains** – Implement the concept of Station Captains who have operational responsibility for all shifts at their stations. This design can easily be expanded if or when additional Enfield fire districts choose to consolidate.
- **Service Delivery Without Additional Cost** – The proposed approach will work toward improving cost effectiveness and value for the taxpayer dollar, without increasing tax rates for other than inflation and cost-of-living increases during the transition period.
- **Pay and Benefits Equalization** – We will not know the salary and benefit structure until it is fully negotiated with the bargaining units sometime in the future. We did, however, take the conservative approach of selecting the highest cost in each category for financial projection purposes.
- **Retirement Plans and LOSAP** – Fortunately, both fire districts have similar defined contribution retirement plans where the employer contributes five or six percent of eligible payroll to the retirement program so no equalization was

required there. The Length of Service Plans (LOSAPs) differ, so we conservatively included the higher cost approach in the financial projections.

- **Eliminate Surplus Apparatus** – With the consolidation of the two (2) fire districts, we believe that there will be the opportunity to eliminate 1 or 2 engines. That, in turn, will reduce insurance, maintenance, fuel and other operating costs.
- **Cost Impact/Cost Savings** – The recommendations, implementation plan and financial projection assumptions combine to provide a plan where services are expanded, and total projected post-consolidation expenses are reduced slightly. We believe that this situation could transition to significant cost savings if multiple other Enfield fire districts choose to participate in this consolidation in the future.

The methodology of implementing the consolidation includes the following:

- **Recommendations** – Consolidation-related recommendations generated and listed throughout the document, which have also been included in Appendix B of this document.
- **Written Consolidation Plan** – The steps necessary to implement the three (3) phase consolidation plan have been included in Chapter 5 – Proposed Consolidation Plan.
- **Working Groups** – We have recommended that Working Groups for the major areas of the consolidation task areas (Governance/Legal, Administrative & Finance, Operations/Deployment/Staffing, Fire Marshal/Community Risk Reduction, Benefits/Contractual and Volunteers & Cadets) be created using members, company officers, chief officers, fire commissioners and other potential key stakeholders.
- **Transition Steering Committee** – To manage the overall process, we are recommending that a Transition Oversight Committee be created. That Committee should include all of the current Hazardville and Shaker Pines Fire Commissioners. With the Working Groups reporting directly to the Transition Steering Committee, adequate management and administration of the consolidation process should take place.
- **Project Plan Timetable** – Appendix C provides a roadmap to the consolidation in Gantt Chart format. It lists what tasks need to be completed in what order throughout the three (3) phases of the consolidation.

During our fieldwork, we had the opportunity to meet with thirteen (13) commissioners, chief officers, company officers, union leadership, paid staff and volunteer/part-time from both fire districts. In those “interviews”, we sought to better understand their concerns, expectations and/or goals related to fire district consolidation.

From those conversations and our other procedures, it became clear that one of the most important actions that will need to take place will be the cultural integration of the two (2) fire districts if the consolidation is to be successful. From those sessions it became clear that not only do the two (2) fire districts have differing perceptions of their strengths and weaknesses, they also have somewhat unclear perceptions of the other district. These

differences manifested themselves mostly in the areas of training, leadership, on-scene operations and management styles.

We believe that a strong focus on the integration of the membership of the two (2) fire districts must begin soon. Only that way will we be able to develop a shared vision of the future and convert the two (2) cultures into one (1) new one will be by getting the rank-and-file members to start working together in areas that will support that vision and also contribute to the potential success of the consolidation. That can be accomplished through an early combined focus on things like vehicle orientation, training, target hazards & district orientation, SOPs and rolling procedures.

Finally, there needs to be communication between the two (2) sets of chief officers and fire commissioners with respect to major decision making and/or purchase decisions. We recommend complete transparency between the fire districts. While we appreciate the rationale of both fire districts in making promotions during our project work, it may make for some difficult conversations if certain of our recommendations are implemented and those that were recently promoted are moved to a different rank or position responsibilities.

One subject area that has not been included in our project report is that of a previously proposed town wide training facility. Even though there has been a significant amount of discussion and design ideas regarding a large, combined training facility to be located within the current Shaker Pines district, little progress appears to have been made. While we support the idea, we believe that the significant construction cost estimates and apparent lack of commitment on the part of some of the other fire districts dictate leaving that project out of our proposed consolidation plan at this time.

The balance of the report follows. Because it will be used as a guide for this consolidation and likely may have an impact on whether additional fire district consolidations take place, it is thorough and detailed. As you read through the report, please consider that the recommendations and proposed consolidation plan were developed based on the facts and circumstances that existed and information we had available when our project fieldwork was conducted. With the passage of time and as the fire districts work through the consolidation process, facts and circumstances may indicate that something other than what we have recommended be considered.

We would like to thank the Hazardville and Shaker Pines Fire Commissioners for entrusting us with this important project and remain available should there be any questions or assistance is needed with the consolidation process.

Chapter 2 Overview & Background

Overview of Fire Protection and EMS in Enfield

The Town of Enfield, Connecticut, is a suburban town located in Hartford County, 18 miles north of Hartford, Connecticut and 8 miles south of Springfield, Massachusetts. Enfield was named and incorporated by the Colony of Massachusetts in 1683 and annexed to Connecticut in 1749.

The Town of Enfield resulted from the consolidation of what were then Enfield, Thompsonville and Hazardville. It is bordered by Longmeadow, Massachusetts and East Longmeadow, Massachusetts, to the north, Somers to the east, East Windsor and Ellington to the south, and the Connecticut River (Towns of Suffield and Windsor Locks) to the west.

Fire protection and first responder emergency medical services (EMS) response in the town of Enfield is provided by five (5) independent fire districts. Information on the fire protection districts is included in Table 1 below.

Table 1 - Fire District Key Statistics

<u>Name</u>	<u>Organized</u>	<u>Paid Staffing</u>	<u>Volunteers & Cadets</u>	<u>Mill Rate</u>	<u>Apparatus</u>
Enfield Fire District #1 https://enfieldfire.org/	1896	Chiefs 3 Officers 2 FFs 4 Total = 9	30+	3.30	1 Ladder 2 Quints 2 Engines 2 Rescues
Thompsonville Fire District #2 https://enfield-ct.gov/301/Thompsonville-Fire-Department	1828	Chiefs 2* Officers 5 FFs 12 Total = 19	0	6.86	1 Ladder 2 Engines
Hazardville Fire #3 http://www.hazardvillefire.org/	1893	Chiefs 2 Officers 3 FFs 6 Total = 11	8	3.34	1 Ladder 2 Engines
North Thompsonville Fire District #4 https://www.ntfd.net/	1914	Chiefs 2 Officers 2 FFs 0 Total = 4	40+	3.15	1 Ladder 3 Engines

<u>Name</u>	<u>Organized</u>	<u>Paid Staffing</u>	<u>Volunteers & Cadets</u>	<u>Mill Rate</u>	<u>Apparatus</u>
Shaker Pine Fire District #5 https://www.spfd.net/	1942	Chiefs 2 Officers 0 <u>FFs 3</u> Total = 5	11	4.40	3 Engines

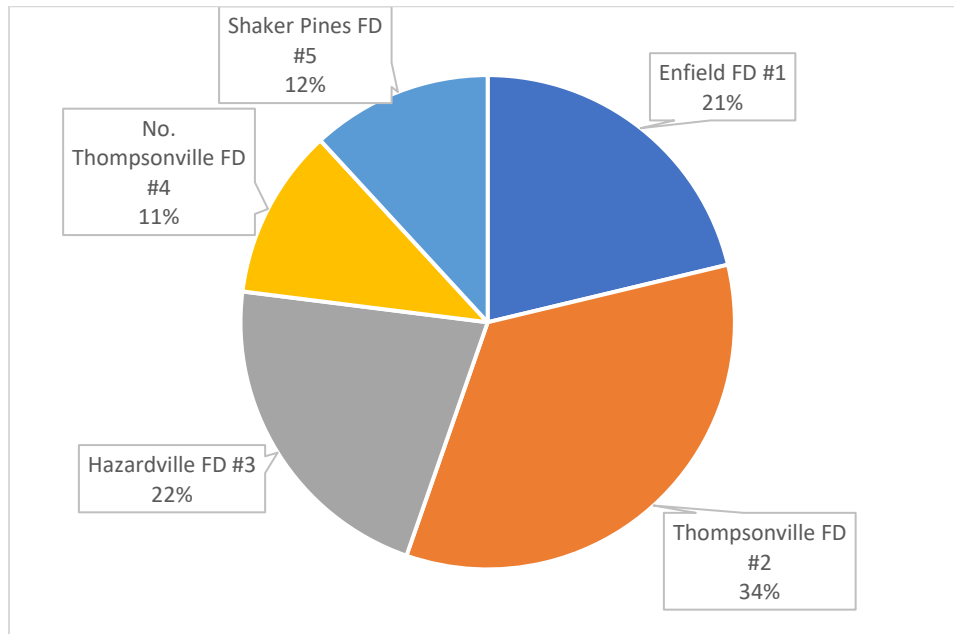
* During fieldwork, the Hazardville Captain was promoted to Deputy Chief and the process began to promote one of the firefighters to the Captain position, and then hire an additional firefighter. All references to Hazardville Fire District paid staffing have been updated to reflect this change.

** At the end of fieldwork, it was announced that the Shaker Pines Deputy Chief/Fire Marshal would be promoted to Chief/Fire Marshal, that one of the Firefighters would be promoted to Deputy Chief and that an additional Firefighter had been hired, all effective coincidental with the retirement of the current Shaker Pines Fire Chief on December 31, 2021. As will be seen in a later section, we are recommending that one (1) of the fire district Chief positions be eliminated. This promotion of the current Deputy Chief to Chief may or may not be impacted by the final decision regarding leadership of the consolidated fire district and the timing of its implementation.

While fire protection is provided by the five (5) independent fire districts, Enfield EMS a division of the Town of Enfield, Department of Public Safety is the ambulance service provider for the Town of Enfield. To meet the needs of the community, they staff three (3) ambulances during peak periods and two (2) ambulances after midnight. First responder services are provided by the Enfield Police and the five (5) fire districts. Given the structure and status of the provision of emergency medical services in the town, no assessment of or recommendations related to patient transport services are deemed necessary for inclusion in this report.

The distribution of incident response by fire district is included in Figure 1 below.

Figure 1 – Town Wide Incident Responses By Fire District



Rationale For Fire District Consolidation(s)

As can be seen in Table 1, there are 42 career fire fighters and a total of 12 engines, 4 ladder trucks, 2 quints and 2 rescue trucks serve the Town of Enfield. One might reasonably ask why that level of personnel and apparatus is needed to support a community of less than 50,000 people. The best way to address that situation is to consolidate some or all of the fire districts.

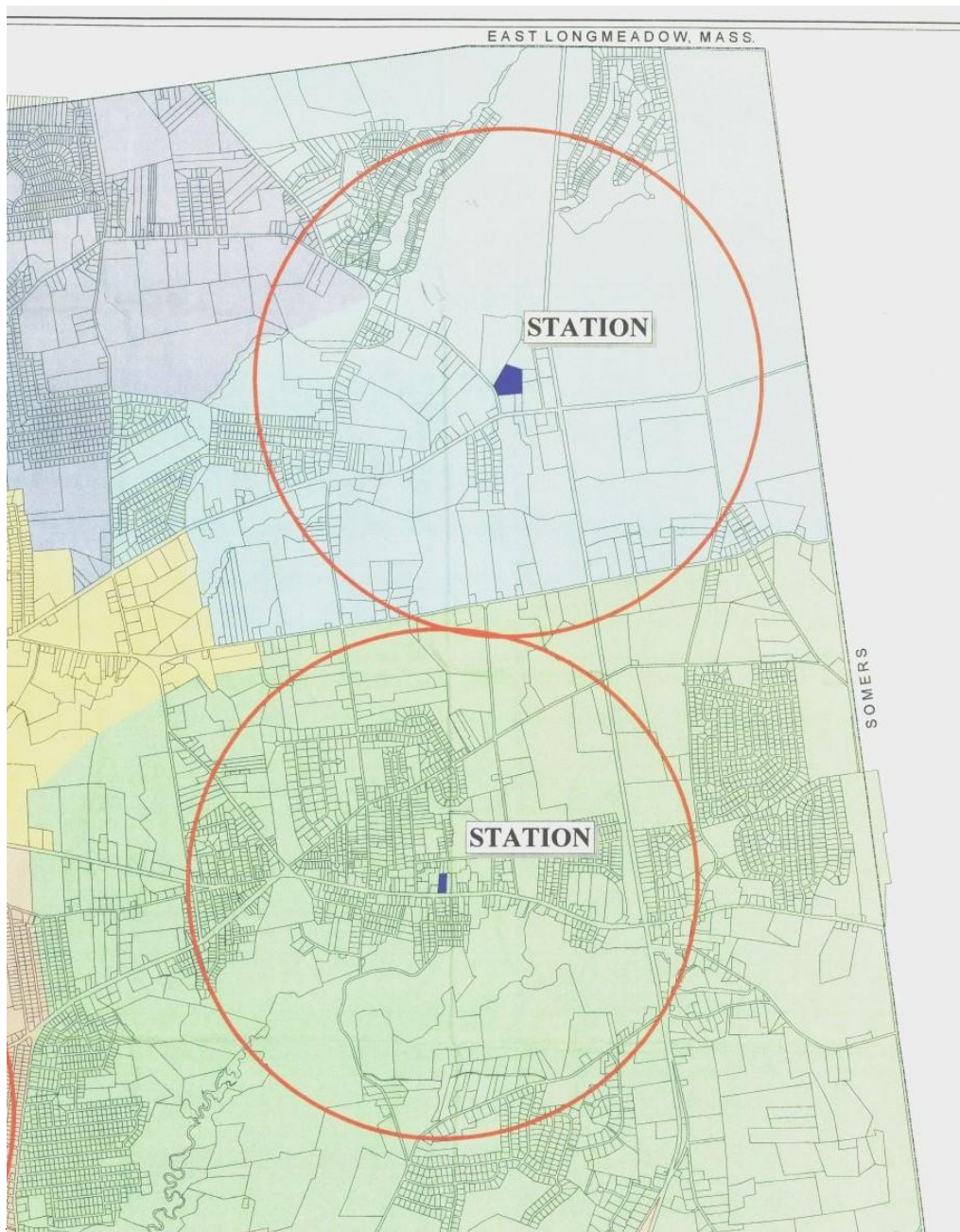
Consolidation of the fire districts in Enfield has been periodically discussed, studied and/or otherwise pursued for many years without success. The latest being an aborted study in 2019 to consolidate all five (5) fire districts. After that study was halted, the Shaker Pines and Hazardville Fire Districts decided to pursue a consolidation of their fire districts. Shoreline Associates, Inc. was selected to perform the study of current status and develop a consolidation plan for them.

We understand that there are several District Fire Chiefs that are approaching retirement age. As a result, the next few years may be the right timing for consolidations of the Enfield fire districts.

Areas of Coverage

Figure 2 below provides a map of the Shaker Pines and Hazardville Fire Districts, showing the fire district boundaries and the one-mile service areas. As can be seen, the Shaker Pines and Hazardville Fire Districts comprise the eastern section of the town.

Figure 2 - Map of Shaker Pines and Hazardville Fire Districts



Overview of Procedures Performed

This report summarizes the work performed and recommendations generated by Shoreline Associates, Inc. (SAI). The report is separated into various sections, to reflect the following:

- We performed the necessary background research to document the current status of the Hazardville and Shaker Pines Fire Districts in various areas. The results of

that process are included in Chapter 3 - Evaluation of Current Conditions of this report.

- That information was reviewed with the Hazardville and Shaker Pines chief officers and Fire Commissioners to ensure that it was accurate before other procedures were performed and recommendations developed.
- From that all of that information, the SAI project team considered various approaches to, levels of and methods to combine the two (2) fire districts. That information is included in Chapter 4 - Potential Consolidation Approaches & Recommendation.
- We ultimately decided on a phased-in full consolidation, consisting of a planning phase, transition phase and full implementation phase. We expect that the completion of the three (3) phases will take a total of approximately three (3) years. The steps in that process are included in Chapter 5 – Proposed Consolidation Plan section of this report.
- Finally, we developed financial projections to reflect what we believe to be the financial results on an ongoing basis after the consolidation has been completed. Those are included in Chapter 6 – Financial Projections.

Chapter 3 – Evaluation of Current Conditions

Before any ideas can be considered regarding the consolidation of the Hazardville and Shaker Pines Fire Districts, a clear understanding of their current status needed to be gained. This section of our report discusses the procedures performed and the results of those procedures.

We have provided details on the results of this phase of our work so as to allow any reader of this document to gain a working understanding of the operations, administration, strengths and challenges of each of the fire districts before being introduced to our recommendations and plan of consolidation. This approach should allow the reader to gain an accurate perspective from which to understand the conclusions drawn and consider the recommendations being made.

At the end of each section of this portion of our report, we have identified how the contents of that section will impact the consolidation of the fire districts, as well as any recommendations being made. For ease of identifying them, both have been included in blue text.

Staffing – Volunteer and Paid

Before we discuss how personnel are deployed for emergency response purposes, it is appropriate to review full-time, part-time and volunteer staffing in the two (2) fire districts. As can be seen in Table 2 below, the districts are staffed with a mix of full-time, paid and volunteer personnel. Both districts utilize a combination of part-time employees and fire commission members to complete certain administrative tasks associated with running their fire districts. Our primary focus will be to maintain full-time firefighter staffing and increase volunteer firefighter levels over time.

Table 2 – Hazardville and Shaker Pines Staffing

Position	Hazardville	Shaker Pines
Chief	1	1
Deputy Chief	1	1
Captain	1	0
Lieutenants	2	0*
Career Firefighters	<u>6</u>	<u>3</u>
Total Full-Time Staff	11	5
Volunteers, Probationary & Cadets	8	11
PT Administrative Assistant	1	
PT Treasurer		1

* The Shaker Pines company officers are paid as FFs

The addition of the Hazardville Deputy Chief described above has been included in the table above.

Impacts on Consolidation

- A solution will be needed to address three (3) Shaker Pines company officers who are compensated as firefighters
- Combined coverage of administrative tasks will need to be addressed, including some of the tasks currently administered by Fire Commissioners

Recommendations

- Develop a solution to address the Shaker Pines company officers who are compensated as firefighters
- Transition from a part-time administrative assistant and part-time treasurer to one (1) full-time position

Organization Charts

To provide a better picture of current staffing, organizational charts have been provided. The Hazardville Fire District organizational chart has been included as Figure 3 and the organizational chart for Shaker Pines is included as Figure 4.

Figure 3 - Hazardville Organizational Chart

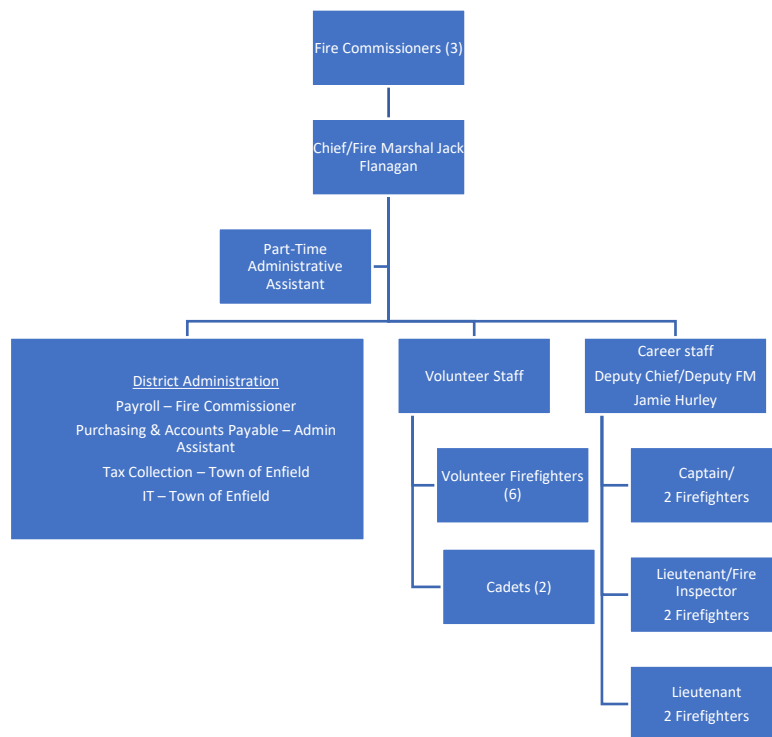
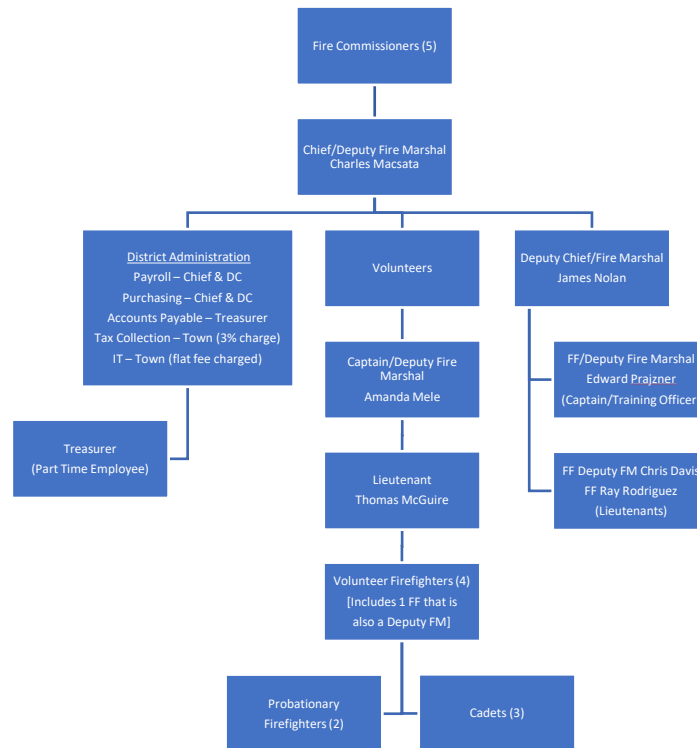


Figure 4 - Shaker Pines Organizational Chart



Impacts on Consolidation

- The significant number of current Deputy Fire Marshals should provide a cadre of individuals who can perform inspections, potentially while working on their on-duty shift
- The low numbers of active volunteers will partially drive a need for additional compensated staff

Recommendations

- Consider utilizing on duty shifts to perform facility preplans while their assigned Deputy Fire Marshal performs inspections at the same location
- Attempt to secure additional volunteers from new sources (see Decline in Volunteers section for details)

Current Emergency Response Deployment Model

Currently, the fire districts staff and deploy for emergency responses as follows:

The Hazardville Fire District provides 24/7 coverage with a company officer and two (2) firefighters who work a 24 hour shift, followed by 48 hours off. The Chief and Deputy

Chief work a weekday schedule and are available to respond directly to incidents while on duty and from home when off duty. Supplemental weekend staffing (1 additional firefighter on duty) is provided on Friday evenings, all day on Saturday and on Sunday morning. The Hazardville shift coverage has been included in Figure 5 below.

Figure 5 - Hazardville Shift Coverage

	Monday		Tuesday		Wednesday		Thursday		Friday		Saturday		Sunday															
	Career	Volunteer	Career	Volunteer	Career	Volunteer	Career	Volunteer	Career	Volunteer	Career	Volunteer	Career	Volunteer														
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12:00 PM																												
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2:00 PM																												
3:00 PM																												
4:00 PM	Company Officer & 2 FFs Work 24/48 Shift, Chief Works Weekdays	Members respond to fire and EMS calls Vol Members Cover Sick & Vacation and Are Paid as PT	Company Officer & 2 FFs Work 24/48 Shift, Chief Works Weekdays	Members respond to fire and EMS calls Vol Members Cover Sick & Vacation and Are Paid as PT	Company Officer & 2 FFs Work 24/48 Shift, Chief Works Weekdays	Members respond to fire and EMS calls Vol Members Cover Sick & Vacation and Are Paid as PT	Company Officer & 2 FFs Work 24/48 Shift, Chief Works Weekdays	Members respond to fire and EMS calls Vol Members Cover Sick & Vacation and Are Paid as PT	Company Officer & 2 FFs Work 24/48 Shift	Members respond to fire and EMS calls	Company Officer & 2 FFs Work 24/48 Shift, Chief Works Weekdays	1 Vol Member Works PT	Company Officer & 2 FFs Work 24/48 Shift, Chief Works Weekdays	Vol Members Respond To Fire & EMS Calls and Cover Vacation & Sick Time														
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The Shaker Pines Fire District provides weekday (8:00 AM to 5:00 PM) coverage with three (3) firefighters. The Chief and Deputy Chief work a standard weekday schedule and are available to respond directly to incidents while on duty and from home when off duty. Weekend staffing (3 firefighters on duty) is provided on Friday and Saturday evenings. The Shaker Pines shift coverage has been included in Figure 6 below.

Figure 6 - Shaker Pines Shift Coverage

	Monday		Tuesday		Wednesday		Thursday		Friday		Saturday		Sunday															
	Career	Volunteer	Career	Volunteer	Career	Volunteer	Career	Volunteer	Career	Volunteer	Career	Volunteer	Career	Volunteer														
8:00 AM																												
9:00 AM	DC, Capt & 2 LTs, Plus Chief (Tot of 5) On Duty for fire and EMS calls	Vol Members respond to fire calls only	DC, Capt & 2 LTs, Plus Chief (Tot of 5) On Duty for fire and EMS calls	Vol Members respond to fire calls only	DC, Capt & 2 LTs, Plus Chief (Tot of 5) On Duty for fire and EMS calls	Vol Members respond to fire calls only	DC, Capt & 2 LTs, Plus Chief (Tot of 5) On Duty for fire and EMS calls	Vol Members respond to fire calls only	DC, Capt & 2 LTs, Plus Chief (Tot of 5) On Duty for fire and EMS calls	Vol Members respond to fire & EMS calls	Available For Callback for fire calls only	3 Vol Work PT from 5:00 to 11:00 PM	Available For Callback for fire calls only	Vol Members respond to fire & EMS calls														
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Impacts on Consolidation

- *The current shift/coverage schedules afford a stream of income to volunteers who choose to cover open or weekend shifts.*
- *There appears to be a general consensus amongst the fire district personnel and officers that the consolidated fire district should have four (4) shifts instead of three (3) and staffing of apparatus be four (4) firefighters on duty 24/7/365 at both stations. Unfortunately, the impact of those changes would place a financial burden on the taxpayers that they would likely reject. We believe that such an action would jeopardize the overall approval of the consolidation plan. As a result, we have not made such a recommendation at this time.*
- *It should also be noted that our collective recommendations should result in a crew size of at least four (4) arriving at approximately the same time during weekday work hours when chief officers and Fire Marshal staff are considered.*
- *We are however, recommending that 24/7 staffing for the Shaker Pines fire station be considered at the end of Consolidation Phase III, possibly funded by a successful SAFER Grant. If the staffing at the Shaker Pines fire station is expanded to 24/7, there may be savings by not needing the part-time firefighter coverage on weekends and other similar types of part-time staffing.*

Recommendation

- *During Phase III, evaluate the need for 24/7 staffing at the Shaker Pines fire station and funding through a SAFER Grant, if it is deemed necessary.*

Volunteer Recruiting & Retention

Although both Hazardville and Shaker Pines Fire Districts employ career firefighters with the goal of providing a consistent response model, they both recognize the need and strive for a more robust volunteer force to ensure adequate staffing for low frequency – high-risk incidents (structure fires, technical rescue, hazardous materials incidents, etc.).

Recruitment

Each district has actively participated in traditional volunteer firefighter recruitment methods including television ads, newsletters, pamphlets, door hangers, and yard signs. Shaker Pines, as part of community outreach used an annual holiday event to hand out 98 applications to join the volunteer force which resulted in no applications being returned. Like many volunteer fire departments, both districts attract their most reliable new volunteers through their existing members such as family members and friends. Recruitment of cadets (volunteers under 18 years of age) shows the most activity in recent

years. Unfortunately, cadets remain difficult to retain due to college and other competing life interests.

The process for onboarding new volunteer staff appears stable with limited or no administrative delays. Expectations of new members are safe and realistic. The districts invest in the training cost only asking the new member to provide their time.

Impact on Consolidation – See Decline in Volunteerism Section

Recommendations– See Decline in Volunteerism Section

Volunteer Firefighter Benefits and Incentives

The fire districts have been extremely aggressive with incentives to retain and attract new volunteers. In addition to a town wide tax abatement program (up to \$1,000), volunteers from both districts are eligible for additional service payments.

- Volunteers can earn part time pay by filling in for career staff members or increasing staffing to four (4) firefighters on duty during weekend shifts. Hazardville included \$23,500 in their 2022 budget for this incentive, while Shaker Pines has allocated \$28,700 in their 2022 budget for staffing of three (3) firefighters on weekend afternoon/evening shifts.
- Hazardville volunteers can work open career shifts when career firefighters are on vacation, personal or sick leave.
- The Shaker Pines Pay Call System provides volunteer compensation calculated based on the amount budgeted by the Board of Fire Commissioners, using a point system that is calculated as follows:
 - The payout formula is $\text{total funds}/(\text{total calls} + \text{total drills}) = \text{payout amount per point}$
 - One point is given for each call and drill (regular and mandatory) that was attended
 - Payout to the member is their points earned times the payout dollar amount per point
 - Some accommodations for cadets and those who make 100% of mandatory drills are provided
 - The payouts under this program are done semi-annually

Impact on Consolidation – It is important to note that the Shaker Pines volunteers are, in essence, part-time paid firefighters. In addition, they seem to prefer that nomenclature. It should also, however, be noted that the full-time firefighters remarked that they often have to work the weekend shifts meant for the volunteers/part-time staff because there are either not enough volunteers/part-time firefighters or they are unavailable to work.

Recommendation

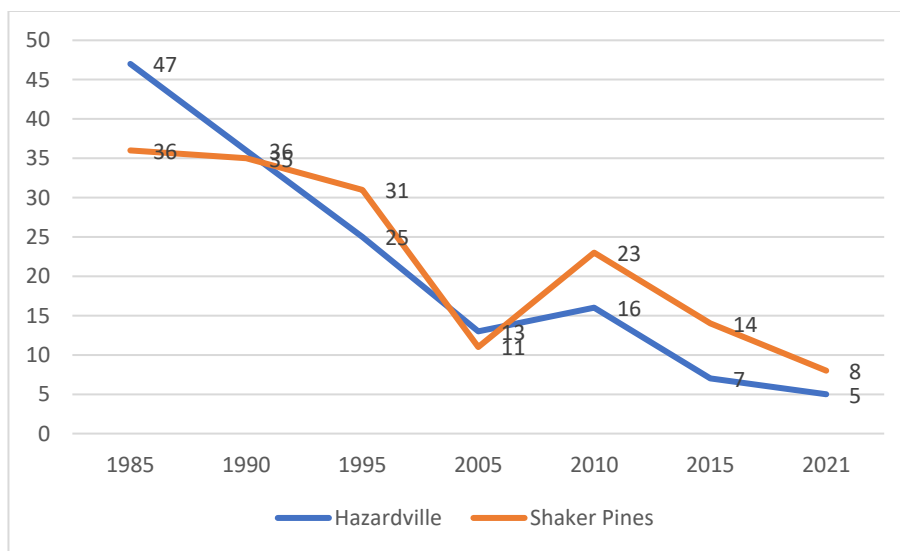
- *Make volunteer incentive & compensation systems the same for both districts*
- *Additional recommendations related to this area have been included in Decline in Volunteerism section.*

Decline in Volunteerism

Despite their best efforts, the fire districts have experienced a significant reduction in volunteer firefighters over the years. This is consistent with what has been the experience of volunteer and combination fire departments across the nation.

As an example of the impact, Figure 7 below shows the decline in volunteers that the Hazardville and Shaker Pines Fire Districts have experienced since 1985. Hazardville has experienced an 89% decline in active volunteers while Shaker Pines' decline as 78%.

Figure 7 – Active Volunteer Firefighter History



Changing demographics, work habits, job locations and personal living lifestyles have had a negative impact on both recruitment and retention of volunteer firefighters. Busy lifestyles do not afford the “extra time” needed to volunteer in the community. In many families, both adults are working outside of the home, and there are wide varieties of activities and opportunities that did not exist previously that make volunteering for fire or emergency services difficult.

It isn't just fire and emergency services that are experiencing declining volunteers. All service organizations are suffering recruitment and retention difficulties. Rotary, Lions, Elks, Knights of Columbus, Masons and others are all suffering from declining membership. All are competing for the same shrinking pool of people to volunteer.

The sharp increase in mandated training for becoming and remaining a volunteer firefighter are necessary for the safety and health of the volunteer and his or her colleagues, but they place an additional burden on the time a volunteer must spend providing service to the community. These have exacerbated the decline in volunteers.

As stated above, the steady decline in volunteers is consistent with what has been seen across the country, especially in departments that utilize a combination of volunteers and paid staffing. As is explained in the next section, that decline has a significant impact on emergency response operations.

Impact on Consolidation

- *The dramatic decrease in active volunteers over the years reinforces not only the need for the current levels of paid staffing, but potentially additional staff, which is partially solved by the proposed fire district consolidation*

Recommendations

It is clear that both fire districts could benefit from additional volunteer firefighters. The following recommendations aim to gradually increase the number of volunteers and provide a sustainable source of volunteers in the future.

- *Utilize administrative savings from district consolidation (elimination of 1 Fire Chief position) to hire a Volunteer Fire Coordinator with dual responsibilities as an EMS responder. Work hours can cover some of the peak EMS responses in the afternoons and be available for volunteer support/development on the evenings and weekends. Consider applying for a Staffing For Adequate Fire Response (SAFER) Grant to initially fund this position. Effective utilization of this position to mentor volunteer firefighters might result in them feeling more engaged and increase the likelihood of retention of the volunteers.*
- *Consolidate the volunteer personnel in each fire district into one force assigned to a station based on the location of their home or their temporary staff designation. Allow volunteer staff to move between stations as needed and determined by the Volunteer Fire Coordinator or command staff. Volunteer staff should attend unified training to promote a unified force.*
- *Recruit volunteer Emergency Medical Technicians (EMTs) from State Community College programs (Capital Community College, Asnuntuck Community College) and private training centers to work as EMS only responders. These EMTs could sign up for scheduled shifts and initially ride with the Volunteer Fire Coordinator. EMTs could work independently after field training program with Volunteer Fire Coordinator. Recruit EMS only responders with the hope they will transition to full firefighter duties.*

- *Engage the Capital Region Educational Cooperative (CREC) Public Safety Academy to adapt Fire Emergency Services Higher Education (FESHE) Pathways Model. This would provide college level fire and EMS courses to be offered jointly between the high school and college. Students receive transferable college credits and are introduced to the fire science curriculum. The Fire Districts should market their cadet programs aggressively to these students, coordinated by Volunteer Fire Coordinator.*
- *Augment career and volunteer staff with local college and university students who commit to temporary service periods for a number of years in return for free dormitory benefits in the fire station with eligibility for pay call (see Shaker Pines Pay Call Policy). These students may be recruited from area colleges and universities as Firefighter/EMTs or simply as EMTs that respond only to EMS calls.. Some may already have firefighter or EMS certifications; however, the fire district could send them for training the first year and then benefit for a minimum of three more years of service. Enfield's location makes it an attractive site for college students to live with its proximity to:*
 - *UCONN*
 - *Springfield Technical College*
 - *Springfield College*
 - *Bay Path University*
 - *University of Hartford*
 - *Western New England University*
 - *Trinity College*
 - *University of Saint Joseph*
 - *Goodwin College*
 - *Several Community Colleges*

Impact of Declining Volunteerism/NFPA Standards

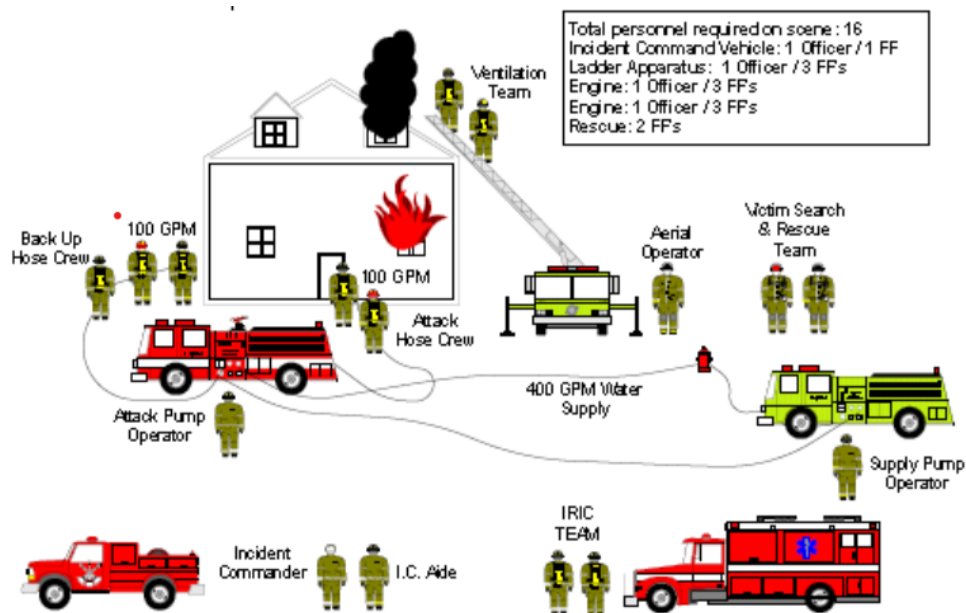
National Fire Protection Association (NFPA) Standard 1710 is the Standard that is applicable to paid or primarily paid fire departments. Given that both fire districts have had to shift their reliance for most incidents onto paid staff, NFPA 1710 is the applicable Standard for both fire districts.

NFPA 1710 stipulates that a minimum of 16 firefighters (including officers) respond to a fire in a residential structure. A graphic and description of NFPA 1710 staffing requirements is shown below in Figure 8. For a working fire, this staffing does not include a Safety Officer and two additional firefighters to upgrade the Initial Rapid Intervention Crew (IRIC) to the required Firefighter Assist and Search (or Safety) Team (FAST). The

aerial operator needs to be two firefighters if the unit is a tower ladder. The following are a few excerpts from NFPA 1710:

- Paragraph 5.2.4.2.1 - The fire department shall have the capability to deploy an initial full alarm assignment within an 8-minute response time to 90 percent of the incidents
- Paragraph 5.2.4.2.2* - The initial full alarm assignment to a structural fire in a typical 2,000 square foot, two-story, single-family occupancy without a basement and with no exposures (detached home)
- Paragraph 5.3.3.3.2 - The fire department's EMS first responders with AED shall be deployed to provide for the arrival of a first responder company with AED within a 4-minute response time to 90 percent of the incidents

Figure 8 - NFPA Stipulated Staffing



a.	Incident Commander*	1 ff	e.	SAR Team	2 ff
b.	Pump Operator	1 ff	f.	Vent Team	2 ff
c.	Attack & Backup Lines	4 ff	g.	Aerial Operator	1 ff
d.	Line Support/Hydrant etc.	2 ff	h.	IRIC Team (2in/2out team)	2 ff

Impacts on Consolidation

- *NFPA 1710 response expectations illustrate that the fire districts are unable to assemble an adequate structural fire response without outside assistance*
- *Even with outside assistance, that adequate response may not assemble in time to be truly effective*

Recommendations

- *Ensure that automatic aid is activated in conjunction with initial dispatch to any structural fire*
- *Assuming that the consolidation of the Hazardville and Shaker Pines Fire Districts is successful, consider adding other Enfield fire districts to the consolidation*

NIST Report on Residential Fireground Field Experiments

One might ask, can't we just respond with fewer firefighters? In April 2010, the U.S. Department of Commerce's National Institute of Standards and Technology (NIST) released a [Report on Residential Fireground Field Experiments](#) based on a groundbreaking study funded by the Department of Homeland Security/FEMA. It was conducted by NIST with the assistance of the International Association of Fire Chiefs (IAFC); the International Association of Fire Fighters (IAFF), the Worcester Polytechnic Institute (WPI); the Commission on Fire Accreditation International (CFAI); the Montgomery County (Maryland) Fire Department and the Fairfax County (Virginia) Fire Department.

The report recognized that service expectations placed on the fire service have steadily increased, however, local decision-makers are challenged to balance these community service expectations with finite financial resources. Given that, and without a solid technical foundation for evaluating the impact of staffing and deployment decisions on the safety of the public and firefighters, fire departments in many communities are understaffed.

For the first time, this study investigated the effect of varying crew size, first apparatus arrival time, and response time on firefighter safety, overall task completion, and interior residential occupant tenability using realistic residential fires. The structure used in the field experiments included customized instrumentation, all related industry standards were followed and appropriate research methods were used.

The report presented the results of more than 60 laboratory and residential fireground experiments designed to quantify the effects of various fire department deployment configurations on the most common type of fire - a 2,000 square foot, two story residential structure fire.

During each evolution, the firefighters performed a series of 22 tasks that were timed, while the thermal and toxic environment inside the structure was measured. The report results quantify the effectiveness of crew size, first-due engine arrival time, and staggered apparatus arrival on the duration and time to complete the key 22 fireground tasks as well as the effect on occupant and firefighter safety.

The results found that four-person (NFPA 1710) crews performed the following functions faster than two-person crews:

- **Overall Scene Time:** The four-person crews operating on a structure fire completed all the tasks on the fireground (on average) seven minutes faster (nearly 30%) than the two-person crews
- **Time to Water on Fire** – 16% improvement
- **Ground Ladders and Ventilation** – had a 30% improvement
- **Primary Search** – 30% improvement (the equivalent of more than three minutes)
- **Hose Stretch Time** – 87 seconds faster
- **Average Heart Rates** – Were higher for members of small crews, particularly two-person crews. Danger is increased for small crews because the stress of firefighting keeps heart rates elevated beyond the maximum heart rate for the duration of a fire response, and so the higher heart rates were maintained for sustained time intervals.
- **Firefighter Injuries** - 54% higher with three firefighters per apparatus compared to four fighters per apparatus

While these times and percentages may not appear significant, the study report included two (2) key statements in the report are worth noting:

“The fire modeling showed clearly that two-person crews cannot complete essential fireground tasks in time to rescue occupants without subjecting either firefighters or occupants to an increasingly hazardous atmosphere”

“The (results) show that survival is more likely following a standard of four firefighter per apparatus even if the apparatus take up to three minutes and thirty seconds longer to respond. This means fewer and better staffed apparatus reduces the cost and improves the safety of residents and firefighters.”

In 1992, National Fire Protection Association (NFPA) Standard 1500 was implemented to improve the health, wellness and safety of firefighters. It had a dramatic impact on the way fire service personnel must operate at fire scenes because it established the standard for two (2) personnel fully equipped and available to act as a rapid intervention (firefighter rescue) team for personnel inside a burning structure or other high-risk incident.

The NFPA 1500 requirement for a rapid intervention/fire fighter rescue team is nearly identical to the 2 In, 2 Out rule implemented by OSHA. Together these mandates increased the staffing level requirements for fire departments across the country. Smaller fire departments historically have extinguished structural fires, possibly with three firefighters on the scene, whereas four (4) personnel became required to make entry.

It should be noted that our review of the National Fire Incident Reporting System (NFIRS) reports for structure fires showed that it took an extended period of time to assemble the number of firefighters on scene stipulated by NFPA 1710.

The NFPA 1710 preference is for the four (4) firefighters to arrive on the same apparatus, but that is not considered a requirement. Our staffing recommendation will not be to staff each engine with four (4) firefighters, rather, we believe that the combined fire district will be able to meet the core requirements of NFPA 1710 using the staffing and deployment models we recommend.

Impacts on Consolidation

- *As will be seen in the next section, both fire districts respond with 2 or 3 person crews. Based on the information presented above, that results in:*
 - *Longer times to locate and rescue trapped occupants, which reduces their chances of survival*
 - *Increased chances of firefighter injury or heart attack*
 - *A longer time to complete standard fireground tasks*
 - *Failure to comply with NFPA 1500/OSHA 2 In – 2 Out rule*
- *Most importantly, the current response model results in less effective rescue of trapped occupants*
- *The overall result of the analysis conducted indicates that the Hazardville and Shaker Pines Fire Districts take well beyond the timeframes identified in NFPA 1710 to assemble the stipulated number of firefighters at a structure fire. The Fire Districts both suffer from understaffing in their current configuration. While there is mutual aid assistance available from the other independent fire districts in town, we were unable to evaluate whether those districts respond with enough personnel and within the timeframe of NFPA 1710.*

Recommendation

- *A combined deployment model, which includes automatic aid for structure fires, will improve structure fire response*

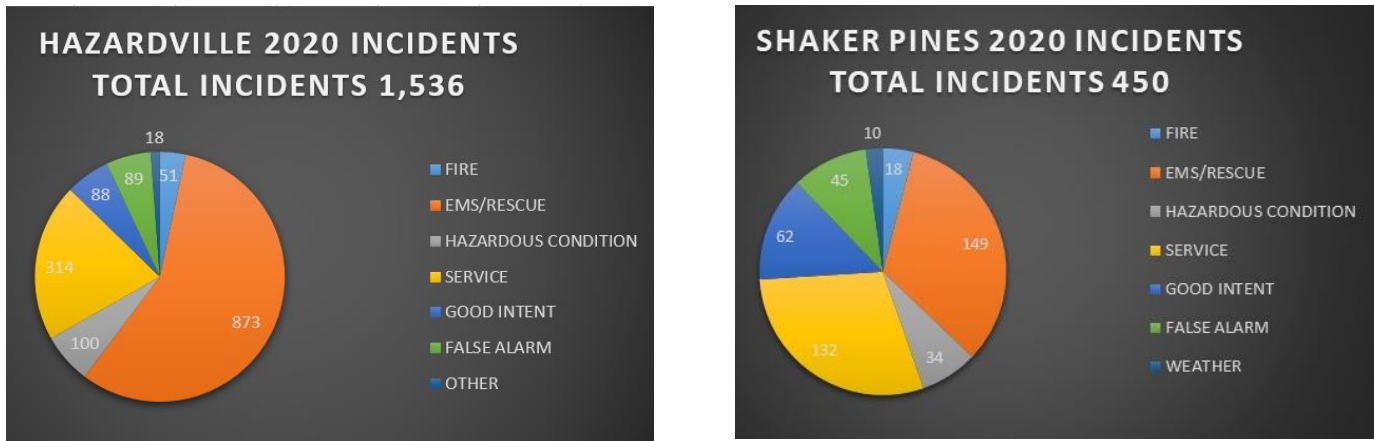
Incident Responses

Figure 9 below provides the 2020 incident history for each fire district.

When it comes to evaluating the incident responses, it is appropriate that we consider two (2) types of incidents, structure fires and emergency medical services (EMS) calls. Typically, structure fires comprise substantially all of the low frequency/high hazard responses. EMS calls comprise the largest share of responses for most departments. Given that, we analyzed the Hazardville and Shaker Pines District structure fires from

January 1, 2019 through December 31, 2020 and EMS incidents for the calendar year 2020.

Figure 9 - 2020 Incident History



Impacts on Consolidation

- The previous records management system (RMS) was unable to provide the level of incident response details and mapping that was needed to conduct in-depth analysis of incidents from which to draw conclusions about the future response model design.
- The recently implemented RMS reportedly has those capabilities

Recommendation

- Utilize the new RMS software to track the time and location of responses, especially EMS responses

Structure Fire Responses

To analyze structure fires for the two (2) year period of time, we reviewed the NFIRS fire incident reports for all responses that were classified as structural fires. Those fires could have taken place within the fire district or the fire district may have provided mutual aid response to another fire district or community. Table 3 below provides a summary of the data collected and analyzed for these low frequency high consequence incidents.

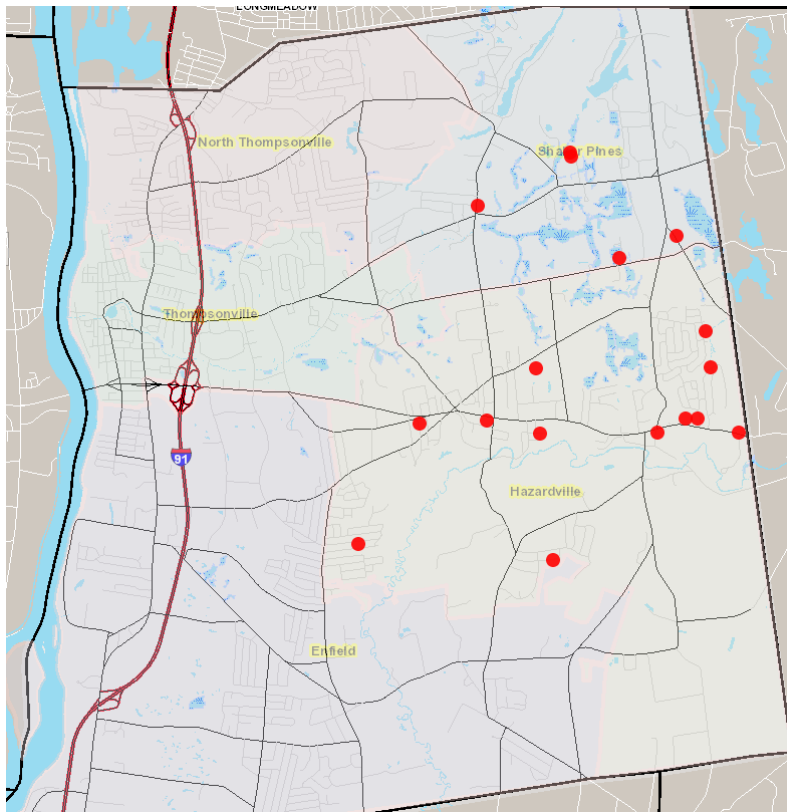
The Shaker Pines and Hazardville chief officers expressed concerns about the accuracy of the information included in Table 3. This information was obtained and summarized from the NFIRS reports. Unfortunately, if NFIRS reports were not prepared for any structure fire responses, or if dispatchers were busy and delayed CAD entries of unit arrival times, the summary information in Table 3 could be inaccurate.

Table 3 - Structure Fire Information

	Hazardville	Shaker Pines
Number of Structure Fire Responses	16	26
Responses Within District	12 (75%)	5* (19%)
Mutual Aid To Another District or Town	4 (25%)	21 (71%)
Average Response Time to Structure Fires In District	4:44 Minutes	1:37 Minutes
Time To Assemble 4 FFs (after 1st unit arrival)	4:22 Minutes	Unable To Determine
Time To Assemble 16 FFs**	2 Incidents - 5 Minutes or Less 4 Incidents – 9 FFs Assembled Between 5 and 10 Minutes	Unable To Determine
*3 of the 5 mutual aid responses came from Hazardville	** There was a total of 6 Hazardville incidents that required interior operations	

Figure 10 below is a map of the structural fire locations.

Figure 10 - Structure Fire Locations



Impacts on Consolidation (based on the information in Table 3)

- Fortunately, the fire stations are centrally located and there is no need to consider any near-term station relocation or an additional station
- Shaker Pines responds to many more out-of-district structure fires than Hazardville
- Hazardville responds to more than double the in-district structure fires than Shaker Pines

Recommendation

- As previously mentioned, ensure automatic aid is activated upon initial dispatch of a structure fire

EMS Responses

Figure 11 below shows the EMS responses for 2020 for each fire district. Those graphs show the distribution of EMS responses by time of day.

In both cases, the distribution by time of day generally follows what is consistent with the distribution we routinely see. As such, the EMS response volume increases from the morning, peaks mid-day and then decreases through the evening and is lowest at that point.

Figure 11 - 2020 EMS Response Data

• SHAKER PINES 2020 EMS INCIDENTS BY TIME OF DAY (149 Incidents)

• HAZARDVILLE 2020 EMS INCIDENTS BY TIME OF DAY (873 Incidents)

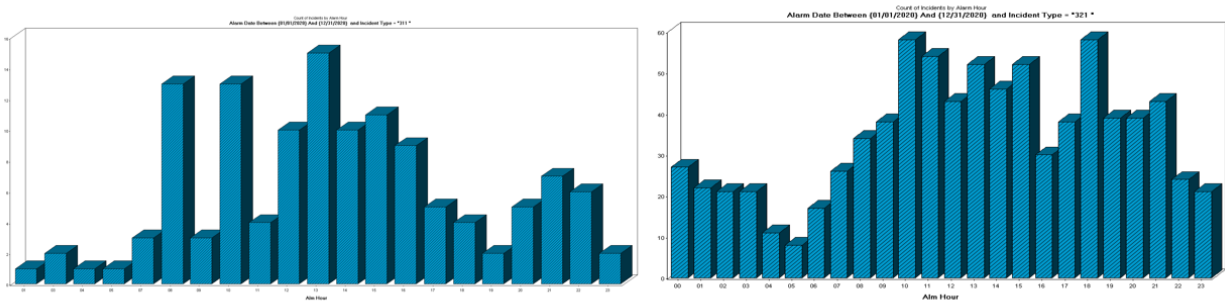


Table 4 - EMS Responses

	<u>Hazardville</u>	<u>Shaker Pines</u>
Number of 2020 EMS Calls	873	149
Peak Hours	Mid-Day	Mid-Day

	<u>Hazardville</u>	<u>Shaker Pines</u>
Comparison	Total EMS responses are significantly more (5.86 times) the number of incidents handled by Shaker Pines	Total EMS responses are significantly less than Hazardville compounded by being only staffed during the day
Response Model	Responds to EMS Incidents 24/7	Only responds to night EMS incidents when a staffed crew is available or needed at a critical call to assist Enfield EMS
Other	N/A	Lower volume and lack of nighttime staffing reflected during the overnight hours

Impacts on Consolidation

- *Shaker Pines EMS response volume is limited by responding to very few EMS calls at night*
- *Nighttime EMS calls have an extended response time, which presents somewhat of a disservice to patients in that fire district*

Recommendation

- *Identify an EMS deployment model that allows for 24/7 EMS response in the Shaker Pines Fire District at no or a minimal cost increase, one option might be to utilize fire science college students for nighttime EMS response out of the Shaker Pines fire station.*

Deployment Model Analysis

Enfield GIS Zoning maps indicate that the two fire districts are a mix of residential, industrial and business occupancies. The Shaker Pines Fire District has a large area of industrial zoning and residential. It also appears to have less residential occupancies than Hazardville, which may help to explain the lower volume of EMS incidents. Hazardville is predominately residential with business occupancies along the Hazard Avenue corridor. The square miles of the Hazardville Fire District are larger and contain open space making travel distances longer for emergency response.

Given the hazards of the primary response area and the staffing on the apparatus being substantially career, NFPA 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the

Public by Career Fire Departments (National Fire Protection Association 2020 edition) is the recommended deployment model. That is consistent with the recommendation included in the Incident Response section above. The following link provides an example of staffing required for full compliance with NFPA 1710, Section 5.2.4 Deployment - [Key Requirements For Emergency Services In NFPA 1710](#)

Shaker Pines and Hazardville Fire Districts depend on automatic or requested mutual aid to deploy enough firefighters on the incident to complete the tasks identified in NFPA 1710. In addition to mutual aid, both fire districts utilize chief officers, Fire Marshal Division staff and volunteers in an attempt to deploy sufficient personnel to the incident scene on a timely basis.

Key Observations That Impact a Consolidation

- *Both departments currently operate essentially as two separate engine companies*
- *Most in-district structure fires occur within 1 mile of either station*
- *Station locations appear to be well positioned to cover the first due districts*
- *Use of chief officers and code enforcement staff are critical to effective fireground operations*

Recommendations

The following recommendations identify areas where the Shaker Pines and Hazardville Fire Districts can jointly improve the deployment model.

- *Mutual aid between the districts (or combined districts) should be automatic on all structure fire responses and should include the other departments in Enfield to ensure required staffing levels.*
- *Standard operating procedures/guidelines should be standardized between the two (2) districts at a minimum and preferably between all of the fire districts in Enfield to maximize multicompany effectiveness.*
- *Implementation of a daytime light rescue for EMS calls in both districts would reduce out of service times for engines and improve availability for high-risk low frequency events such as structure fires and technical rescues.*
- *Consider the standard deployment of Shaker Pines responding with one (1) engine and Hazardville responding with a quint (vs. engine and ladder truck) to structure fires and a quick response EMS vehicle to medical calls.*
- *Future apparatus purchases should maximize limited staffing models and apparatus should be designed so personnel can arrive on scene to a majority of incidents together. This will be based on what is ultimately decided to be staffing per apparatus and deployment model.*

- *Continue and expand use of volunteers who can work in both districts to ensure volunteer staffing levels are maintained and improved*
- *Consider SAFER Grant to convert Shaker Pines station weekday fire fighter positions to 24/7 positions, if deemed necessary at the end of Consolidation Phase III*
- *Develop a set of rolling procedures to be used by the combined fire district, which includes automatic aid, where appropriate*
- *Develop a combined set of Standard Operating Procedures or Guidelines to be used by the combined fire district*

ISO Rating Information

ISO Public Protection Classification (PPC)

The ISO Public Protection Classification (PPC) program is an objective review of a community's fire protection services. This information is used to assist insurance companies in establishing appropriate fire insurance premiums for residential and commercial properties. The PPC also provides a national standard that helps communities in planning and budgeting for their fire service facilities, equipment, and training. Lower fire insurance premiums and a safer community are incentives to improve firefighting services.

The ISO collects information on 34,000 fire departments servicing more than 47,000 municipal fire response jurisdictions throughout the United States and analyzes the relevant data using its Fire Suppression Rating Schedule. The ISO evaluates and assigns an overall percentage in the following three categories: 10% for communications, 40% for water supply and 50% for fire department.

Within the fire department category, ISO requires at least two engines and one ladder or one rescue, and a minimum staffing of 12 firefighters and one incident commander (chief) on every structure fire, regardless of how minor. The number of apparatus is based on four firefighters (including a company officer) operating each piece of apparatus. ISO standards are based on property conservation only; they do not consider the life safety of either civilians or firefighters.

Based on their research and analysis, ISO then assigns a PPC from 1 to 10, where Class 1 generally represents the highest level of property fire protection, and Class 10 indicates that the area's fire suppression program is well below ISO's minimum criteria. The last ISO review for the fire districts was conducted in 2015. Both received a rating of 4/4X. The details of those ratings have been included in Table 5 below.

Table 5 - ISO Rating

	<u>Shaker Pines</u>		<u>Hazardville</u>	
	<u>Class 4/4X</u>		<u>Class 4/4X</u>	
	<u>Earned Credit</u>	<u>Credit Available</u>	<u>Earned Credit</u>	<u>Credit Available</u>
<u>Emergency Communications</u>				
414 Credit For Emergency Reporting	2.40	3.00	2.40	3.00
422 Credit for Telecommunicators	2.00	4.00	2.00	4.00
432 Credit for Dispatch Circuits	<u>0.00</u>	<u>3.00</u>	<u>0.75</u>	<u>3.00</u>
Credit for Emergency Communications	4.40	10.00	5.15	10.00
<u>Fire Department</u>				
513 Credit For Engine Companies	6.00	6.00	5.98	6.00
523 Credit for Reserve Pumpers	0.00	0.50	0.00	0.50
532 Credit for Pump Capacity	3.00	3.00	3.00	3.00
549 Credit for Ladder Service	3.03	4.00	4.00	4.00
553 Credit for Reserve Ladder & Service Truck	0.00	0.50	0.00	0.50
561 Credit for Deployment Analysis	6.66	10.00	6.69	10.00
571 Credit for Company Personnel	3.43	15.00	2.85	15.00
581 Credit for Training	2.77	9.00	3.51	9.00
730 Credit for Operational Considerations	<u>2.00</u>	<u>2.00</u>	2.00	<u>2.00</u>
590 Credit For Fire Department	26.89	50.00	28.03	50.00
<u>Water Supply</u>				
616 Credit for Supply System	30.00	30.00	21.92	30.00
621 Credit for Hydrants	2.97	3.00	2.97	3.00
631 Credit for Inspection & Flow Testing	<u>3.08</u>	<u>7.00</u>	<u>2.40</u>	<u>7.00</u>
640 Credit for Water Supply	36.05	40.00	27.29	40.00
Divergence	-7.27	0.00	-2.43	0.00
1050 Community Risk Reduction	<u>4.30</u>	<u>5.50</u>	<u>2.10</u>	<u>5.50</u>
Total Credit	64.37	105.50	60.14	105.50

Impacts on Consolidation

- Last ISO Rating Reviews were performed in 2015
- Given their Earned Credit score on the last ISO Review, either fire district would have had to achieve significant improvement to improve their ISO rating
- Nothing in our analysis work led us to believe that a consolidation of the fire districts would result in a lower ISO rating, or a higher one

Recommendation

- *If possible, have an ISO Rating Review conducted in 2022 and then make a request to ISO to estimate what the ISO rating of the combined fire district would or will be*

Review of Dispatch Agreement

Both fire districts utilize Enfield Emergency Dispatch and have a written agreement in place for emergency dispatch services. The SAI project team reviewed agreements and fee invoices for dispatching services from the Enfield Police Department. One of the primary reasons for those procedures was to determine if a fire district consolidation might have any impact on the agreement(s) and fee structure for dispatching services. Based on our review, there would likely need to be a revision to the agreements, but no cost increase is expected based on the contractual methodology used to invoice for dispatch services.

Impact on Consolidation

- *It appears that a consolidation of Hazardville and Shaker Pines Fire Districts would have a minimal impact on the dispatch agreement and result in no change in the annual cost for fire service and EMS dispatching.*

Recommendation

- *Notify Enfield Police of the likelihood of the two fire districts consolidating and that a modification of the agreement will be necessary and confirm that no increase in dispatch costs will result.*
- *It will be necessary to review and edit dispatch/response algorithms as needed and edit response algorithm to meet deployment models, as needed*

Apparatus and Other Vehicles

The SAI project team observed the condition of the apparatus and vehicles, in addition we gathered certain information, including mileage and engine hours, where available. We were, however, unable to obtain maintenance records by vehicle.

Overall, the majority of the apparatus and vehicles appear to be in well-maintained condition. The only apparatus that should be considered for immediate replacement is the 20 year-old tower ladder truck. Capital Asset Replacement Plan is included as Appendix B to this report. Table 6 below provides information on apparatus and other vehicles.

Table 6 - Apparatus & Other Vehicles

<u>Type or Description</u>	<u>Hazardville</u>	<u>Shaker Pines</u>
Engines	2013 Seagrave (1,500/500/20) 2004 Seagrave (1,500/500/20)	2018 Sutphen (1,500/1,000) 2012 Ferrara (2,000/1,000) 2003 HME/Central States (1,500/750)
Ladder Trucks	2001 Pierce 95' tower ladder (No pump)	None
Utility	Ford pick-up with cap (Tac-35)	2015 Chevy pickup
Staff Vehicles	2014 Ford Explorer	2010 Ford Expedition, 2017 Chevy Tahoe,
ATV/Boat	2012 Polaris Ranger (fire & rescue) with trailer	Rescue boat, 2021 Can Am ATV

Impact on Consolidation

- *Frontline engines appear to be in excellent condition*
- *Final analysis may indicate that there are 1 or 2 excess engines*
- *Tower ladder is 20 years old and in need of replacement*

Recommendations

- *Consider disposing of 1 or 2 excess engines (2006 Seagrave & 2003 HME/Central States)*
- *Replace the tower ladder – consider purchasing a single axle quint (which has a 100' aerial ladder, pump, water tank and supply hose)*

Facilities & Other Capital Assets

The SAI project team walked through and observed the condition of the two (2) fire stations. The Shaker Pines station is in the final stages of a complete renovation and expansion. The Hazardville station was built in 1958 and remodeled in 1992. That building is currently in need of a new roof and HVAC equipment replacement, which have been included in the Capital Asset Replacement Plan mentioned in the previous section.

We also observed the condition of various other capital assets, which have been included in Table 7 below. Those assets, with the exception of the turnouts washers and dryers are either in new or excellent condition.

Table 7 - Facilities & Other Capital Assets

Type or Description	Hazardville	Shaker Pines
Fire Station	4 Bays, 1958 (renovated in 1992) Needs new roof, resurface apron & new HVAC/boiler	\$4.5 million renovation in process, adding 4,200 sq/ft
Back-Up Generator	2014 63 KW	2018 Kohler 80KW
SCBA	New Air-Paks (April 2021)	New in 2015, 2016, 2017 & 2018
SCBA Air Compressor	Shared with Shaker Pines	2016 Bauer U3-25
Turnouts Washer/Dryer	2001 turnouts washer 2006 Unimac dryer	Turnouts washer Turnouts dryer
Hydraulic Rescue Tools	Amkus (battery operated)	Hurst (battery operated)
Radio System/Portables	New Kenwood portables	New Kenwood portables (AFG)

Impacts on Consolidation

- *With the exception of the turnouts washers and dryers, the capital assets are in new or excellent condition and will not need to be replaced in the near future*
- *Shaker Pines renovation and expansion is nearly complete so that facility should not need work for many years*
- *The Hazardville station is in need of new HVAC equipment and a new roof and longer-term, will need a renovation to fit the use model associated with the combined fire district*

Recommendation

- *The identified roof and HVAC repairs to the Hazardville station should be completed soon, and that fire station should be considered for a complete renovation at the end of the fire district consolidation process.*

Public Fire Education & Fire Marshal’s Office

As can be seen in Table 8 below, the Fire Marshal office duties for both fire districts are covered by a mix of full-time and part-time personnel. The Chief of the Hazardville Fire District also serves as the District’s Fire Marshal. The Fire Inspector is a Lieutenant who is assigned to an apparatus and the new Deputy Fire Chief is also a Deputy Fire Marshal. Shaker Pines has five certified Deputy Fire Marshals including the Chief of the Department. The Deputy Fire Chief serves as the Fire Marshal. Subsequent to the end of

our project fieldwork, the Shaker Pines Deputy Chief/Fire Marshal was promoted to Chief/Fire Marshal.

The Hazardville and Shaker Pines Fire Districts have a long history of providing public education. Both districts participate in a town wide fire prevention program with all of the fire districts in town and the Enfield Public Schools. The Grade 3 Fire Prevention Program covers a variety of safety topics encompassing seven (7) major areas (Exit Drills in the Home, 9-1-1, Matches and Lighters, Electrical Hazards/Safety, Burns, Flammable Liquids, and Home Hazards).

The Shaker Pines Fire District conducts child car seat checks and installations, which appears to be very successful and popular with the public (over 2.5 years there were 465 public service – other related incidents appear to be car seat assistance recorded in NFIRS data). Hazardville also conducts child car seat checks and installation, but the total number of inspections were not available. Hazardville also provides basic guidance to personnel for conducting pre-school fire safety education.

Table 8 - Fire Marshal's Office Staffing

<u>Position</u>	<u>Hazardville</u>	<u>Shaker Pines</u>
Fire Marshal	1 (Chief)	1 (Deputy Chief)
Deputy Fire Marshal(s)	1 (Deputy Chief)	5 (Chief, FF/Captain, FF/Lieutenant, Volunteer Captain & Volunteer Firefighter)
Fire Inspector	2 (Lieutenants)	0

Impacts on Consolidation

- *Car seat installation program is very successful at getting people into the fire stations*
- *There are nine (9) officers and members of the fire districts that are qualified to perform inspections and code enforcement work*

Recommendations

- *Utilize the certified Fire Marshals and the Fire Inspector to conduct inspections during their on-duty shifts, while the other members of their shift develop the preplan for the same location/facility*

- *The Hazardville and Shaker Pines Fire Districts could benefit from a more formalized administrative approach to public education, fire safety inspections, and fire investigations. Given the number of certified staff and the similar duties they perform, this is a logical area for merging resources. The National Fire Protection Association (NFPA) 1730 Standard on Organization and Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations establishes industry standards for fire departments.*
- *NFPA 1730 recommends that organizations base their programs for fire prevention inspection and code enforcement, plan review, investigation, and public education operations on a community risk assessment. While the two (2) districts demonstrate a commitment to fire prevention, it is hard to assess the outcomes of the programs unless there are defined metrics. While the existing programs are likely to continue, there may be other areas that will yield greater return on investment of time that are not yet known. Annex B (Community Risk Assessment Guide) of NFPA 1730 will guide the districts through a community risk assessment. Annex C (Sample Staffing Exercises) of NFPA 1730 will help the districts identify what outputs should be expected of existing staff.*
- *The following recommendations are the framework for a new Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations Division hereinafter referred to as the Fire Marshal's Office/Community Risk Reduction (FMO/CRR) Division. The steps recommended below can be done with or without consolidation:*
 - *Conduct a community risk assessment using NFPA 1730 as the basis for programs needed to reduce risk to citizens and property. This will provide guidance as to where to place FMO/CRR Division resources and how many will be needed. Fortunately, there does not seem to be a shortage of qualified individuals to conduct those activities.*
 - *Appoint one Fire Marshal to head the FMO/CRR Division for the consolidated fire district, who will also oversee the Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations Division.*

Firefighter Contract Comparisons

A detailed comparison of the firefighters' union contracts from the fire districts was conducted. Comparisons have been included in Table 9 below. The key differences included:

- Expiration dates are different

- Job duties are included in the Shaker Pines contract
- Staffing language – Hazardville union has right of first refusal
- Sick Leave – Paid Leave – Are significantly different (components and terms)
- Health Insurance & Other Comprehensive Benefits – Plans are substantially different
- SPFD – Chief able to assign one (1) FF additional duties
- Substance Abuse – Need common language

Table 9 - Firefighter Contract Comparison

<u>Hazardville</u>	<u>Shaker Pines</u>	<u>Analysis</u>
Contract Dates	Contract Dates	
7/1/20 - 6/30/25	7/1/20 - 6/30/24	Negotiate to align dates under common contract
Preamble	Preamble	No differences
Article 1 Recognition, Security, and Business	Article 1 Recognition, Security, and Business	
Paragraph 1	Section A	Hazardville excludes Administrative Assistant and part time employees from union representation
Paragraph 2	Section B	No differences
Paragraph 3	Section C	No Differences
Paragraph 4	Section D	No Differences
Paragraph 5	Section E	No Differences
Paragraph 6	Section F	No Differences
	Section G	Shaker Pines provides copy of SOPs to each member, add language to Hazardville
Article 2 Bulletin Boards	Article 2 Bulletin Boards	Slight wording difference not substantial
Article 3 Probationary Period	Article 3 Probationary Period	No Differences
	Article 4 Job Duties	Job description in contract, negotiate to remove from contract easier to keep current
Article 4 Management Rights	Article 5 Management Rights	
Section A	Section A	No Differences
Section B	Section B	No Differences
Section C	Section C	Hazardville Staffing language gives union giving first right of refusal to maintain 3 person minimum shift
Section D	Section D	No Differences
Section E		Matches Shaker Pines Section C
Article 5 Discipline	Article 6 Discipline	No Differences
Article 6 Grievance Procedure	Article 7 Grievance Procedure	Minor differences in timelines should be negotiated to align language
Article 7 Sick Leave	Article 8 Paid Leave	Articles are substantially different and should be renegotiated along with a consistent shift schedule

<u>Hazardville</u>	<u>Shaker Pines</u>	<u>Analysis</u>
Article 7A Family Sick Bank		Negotiate contracts to contain common family sick bank
Article 8 Funeral Leave	Article 9 Funeral leave	Contracts differ with Hazardville in hours and Shaker Pines in days. Should be renegotiated along with a consistent shift schedule
Article 9 Jury Duty	Article 10 Jury Duty	No Differences
Article 10 Uniforms/Equipment	Article 11 Uniforms	Articles are substantially different and should be renegotiated to provide consistent language
Article 11 Fitness for Duty	Article 13 Fitness for Duty	Articles should be negotiated and combined in new combined contract
	Article 12 Tobacco Use	Negotiate contracts to contain common language on tobacco use
Article 12 Health Insurance	Article 14 Health Insurance	Health insurance plans are substantially different. Cost/benefit analysis should be done on both plans with the intent on having one plan
Article 12A Other Comprehensive Benefits	Article 14A Other Comprehensive Benefits	Other benefits are substantially different. Cost/benefit analysis should be done on both plans with the intent on having one plan
Article 13 Vacation	Article 15 Vacation	Vacation benefit is defined as hours for Hazardville and days for Shaker Pines. Work schedule should be negotiated in a common contract.
Article 14 Wages	Article 16 Wages	Articles are substantially different and should be renegotiated to provide consistent language. This area along with health insurance may increase cost for one of the fire districts.
Article 15 Certification Stipend	Article 17 Certification Stipend	Negotiate contracts to contain common language on stipends
Article 16 Holidays	Article 18 Holidays	Should be renegotiated along with a consistent shift schedule
Article 17 Hours of Work	Article 19 Hours of Work	Hazardville is 24hr/per day while Shaker Pines is M-F days. Should be renegotiated along with a consistent shift schedule, possible to keep both work schedules depending on staffing model.
Article 18 Acting Officer		Both contracts address differential pay for supervisory roles
Article 19 Pension & Deferred Compensation Plan	Article 20 Pension	Both contract plans are similar, are they the same pension fund?
	Article 21 Compensation Plan	Both contract plans are similar, are they the same 457 fund?
Article 20 Tuition Reimbursement	Article 22 Tuition Reimbursement	No Differences
Article 21 Seniority	Article 23 Seniority	No Differences
Article 22 Non-Medical Leave	Article 24 Non-Medical Leave	No Differences
Article 23 Mileage	Article 25 Mileage	No Differences

<u>Hazardville</u>	<u>Shaker Pines</u>	<u>Analysis</u>
Article 24 Vacancies	Article 26 Vacancies	Negotiate contracts to contain common language, Hazardville language recommended
Article 25 Miscellaneous	Article 27 Miscellaneous	
	Section C	Shaker Pines allows Fire Chief to assign one firefighter to additional duties
Article 26 No Strike/Lockout	Article 28 No Strike/Lockout	No Differences
	Article 29 Extent of Agreement	Miscellaneous can be combined
Article 27 Savings Clause	Article 30 Savings Clause	No Differences
Article 28 Duration	Article 31 Duration	Only difference in dates
	Appendix A - Substance Abuse Testing	Negotiate contracts to contain common language

Impact on Consolidation

- *Many of the components of the contracts are quite similar, however, a number of differences exist in the areas referenced in this section*
- *There appears to be a good working relationship between the chief officers and the firefighters' union*

Recommendation

- *The differences between the collective bargaining agreements will need to be negotiated with the firefighter union membership to standardize into one contract*

Compensation Comparison

A detail comparison of the compensation earned by the various levels and groups of employees was conducted. As can be seen in Table 10, there are some significant differences between the positions which will have to be reconciled if the fire districts are to be combined.

Table 10 - Compensation Comparison

Compensation As of January 1, 2022

	<u>Hazardville</u>	<u>Shaker Pines</u>
Chief	\$105,448	\$103,768
Deputy Chief	\$89,798	\$84,000
Captain	\$81,634	N/A
Lieutenant	\$78,819	N/A
Acting Officer	\$78,819	N/A
Firefighter - Probationary	\$52,678	N/A

Compensation As of January 1, 2022

	Hazardville	Shaker Pines
Firefighter - 1st Class/Step 1	\$53,403	\$58,172
Firefighter - 2nd Class/Step 2	\$62,590	\$59,062
Firefighter - Senior FF/Step 3	\$66,103	\$61,776
Firefighter - Master FF/Step 4	\$73,472	\$68,164
EMR Stipend	\$0	\$750
EMT Stipend	\$400	\$1,000
Paid Leave Days/Year	48 Hrs./2 Shifts	10
Sick Leave	72 Hrs./3 Shifts/Yr.	
Funeral Leave	24 or 48 Hrs.	
Vacation	1 - 4 Yrs. 120 Hrs./5 Shifts 5 - 9 Yrs. 216 Hrs./9 Shifts 10 - 18 Yrs. 240 Hrs./10 Shifts 19+ Yrs. 312 Hrs./13 Shifts	1 - 4 Yrs. 10 Days 5 - 9 Yrs. 15 Days Over 10 Yrs. 20 Days
Paid Holidays	11	13
Tuition Reimbursement	Yes	Yes
College Degree Stipends	A.S. \$400 B.S. \$600 M.S. \$800	N/A

Impact on Consolidation

- *The significant differences in time off will need to be negotiated*
- *There will be no need to have 2 Fire Chiefs in the combined fire district, one Chief should be adequate*
- *Promotion of Hazardville Captain to Deputy Chief during the project fieldwork was reflected in the current year budget, so there is no impact on the consolidation*

Recommendations

- *Eliminate one (1) of the two (2) Fire Chief positions*
- *Develop job description and retain or appoint an Interim Fire Chief through Phase II – Transition and then develop job description and hire permanent Fire Chief for Phase III. The permanent Fire Chief may or may not be the same person as the Interim Fire Chief.*
- *If the Shaker Pines firefighters work open shifts at the Hazardville station during Phase I and II, the firefighter pay rate differential will have to be addressed*
- *Negotiate and work toward consistency of paid time off, stipends, etc.*

Benefits & Retirement Plans

There are a number of significant differences between the benefits offered by the fire districts. As can be seen in Table 11 below, the Shaker Pines Fire District participates in a State of Connecticut group health plan, while Hazardville Fire District employees are in a high deductible health plan. As a result, the annual cost of health insurance per covered employee for Shaker Pines is higher than that of Hazardville.

Table 11 – Benefit Comparison

	Hazardville	Shaker Pines
Health Plan	ConnectiCare Small Group Flex POS (High Deductible Health Plan)	Anthem State of CT Partnership Plan District pays 85% \$2,372.31 (\$363/mo) - 5 FFs
Dental (Monthly)	\$108.12	\$169.27
Vision (Monthly)	N/A	\$23.56
Deductibles	\$11,200 (Before District Reimbursement)	\$1,400
Maximum Member Out of Pocket Cost	\$2,000	\$4,000
District Health Cost/Year	\$178,800	\$143,200
Life insurance	\$125,000/\$150,000	\$50K, paid for by district
Short term disability	None	Paid for by district
Long term disability	None	Paid for by district
Pension/Retirement	Defined Contribution Plan for all Full-Time Firefighters - Contribution is ~6% of Eligible Payroll	Defined Contribution Plan - District Contributes ~5% of Eligible Payroll
District Pension Contribution/Year	\$70,000	\$27,500

Impact on Consolidation

- *The high deductible health insurance plan in Hazardville costs approximately \$137,700 per year (10 covered employees) vs. a cost of approximately \$143,200 (5 covered employees) per year for the Shaker Pines employees' traditional health*

insurance. The end result is that the cost per covered employee for Shaker Pines is nearly double that in Hazardville. The lower cost does, however, result in a higher maximum out-of-pocket cost per employee.

- *We expect that the negotiation of and gaining consensus on the specific components and design of the benefit package for the consolidated fire district will be one of the most challenging facets of the consolidation process.*

Recommendations

- *Negotiate with union members regarding which form of medical benefits and other health benefits and coverages to adopt for the consolidated fire district.*

Retirement Plans

Both fire districts have Defined Contribution Retirement Plans where the employer's contributions amount to 5% to 6% of eligible payroll. Hazardville pays approximately \$106,050 for retirement coverage for ten (10) employees (\$10,605 per employee per year), while Shaker Pines pays approximately \$22,664 per year, for five (5) covered employees (\$4,533 per employee per year).

Impact on Consolidation

- *Both districts have defined contribution plans, and nearly the same contribution rates (5% or 6% of eligible payroll)*

Recommendation

- *Maintain retirement programs as currently designed and then merge after the consolidation of the fire districts, as long as there are no tax implications for the members.*

Financial Results & Revenues/Mill Rates

We were provided with financial information for both fire districts that was based on different charts of accounts and software programs used to maintain their accounting records. To develop a financial foundation from which the consolidated fire district financial projections could be based off of, we first had to develop comparable financial results from which to build off of. We chose the 2021-2022 Fiscal Year Budget for this purpose and the results have been included in Table 12, below.

We developed the projected financial results for the consolidated fire district after the impact of the consolidation and included them in Chapter 6 of this report.

Table 12 - 2021-2022 Budgets

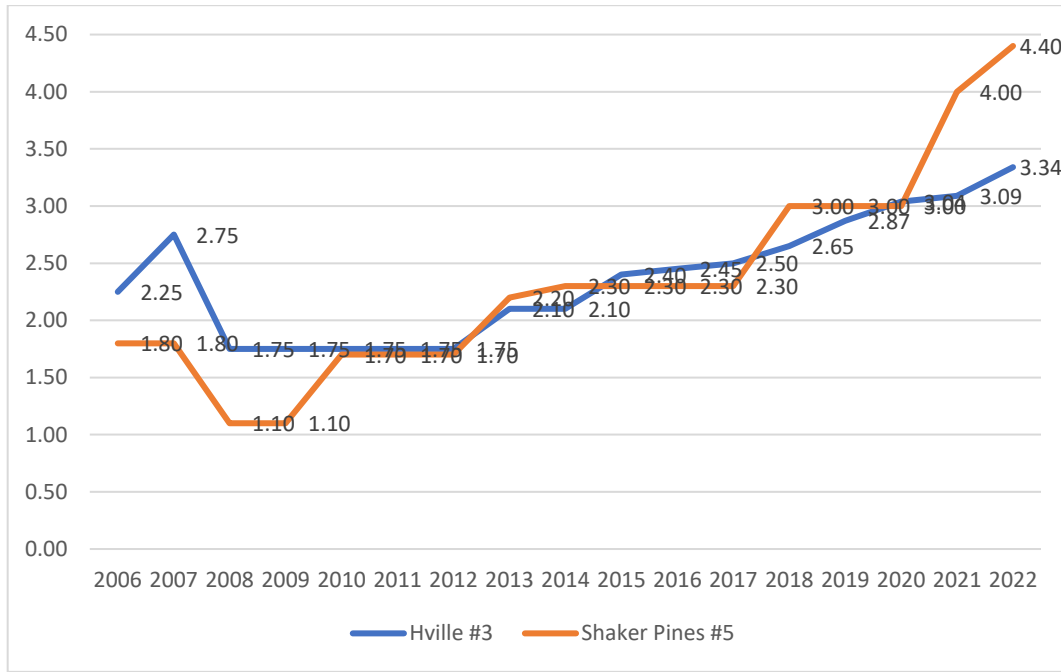
	<u>Hazardville</u>		<u>Shaker Pines</u>	
	<u>Dollars</u>	<u>% of Revenues</u>	<u>Dollars</u>	<u>% of Revenues</u>
Tax Revenues	\$2,095,636	100.0%	\$1,705,552	96.8%
Cell Tower Revenues	\$0	0.0%	\$30,000	1.7%
Other Revenues	\$0	0.0%	\$26,500	1.5%
Total Revenues	\$2,095,636	100.0%	\$1,762,052	100.0%
		% of Total Operating Expenses		% of Total Operating Expenses
Payroll & Salaries	\$1,067,011	54.1%	\$526,694	43.5%
Payroll Taxes	\$85,000	4.3%	\$90,500	7.5%
Other Compensation	\$0	0.0%	\$48,700	4.0%
Retirement & LOSAP	\$75,000	3.8%	\$31,000	2.6%
Benefits Expense	\$178,800	9.1%	\$143,200	11.8%
Training & Professional Development	\$11,700	0.6%	\$32,000	2.6%
Other Staff Costs	\$30,525	1.5%	\$15,000	1.2%
Operating Expenses & Fees	\$80,000	4.1%	\$61,000	5.0%
Equipment Expense	\$76,000	3.9%	\$43,200	3.6%
Other Operating Expenses	\$7,250	0.4%	\$6,000	0.5%
Apparatus Related Expenses	\$78,500	4.0%	\$26,000	2.1%
Fire Hydrant Expense	\$12,500	0.6%	\$10,000	0.8%
Building Expenses	\$33,500	1.7%	\$10,000	0.8%
IT & Communications	\$60,500	3.1%	\$29,500	2.4%
Utilities Expense	\$35,000	1.8%	\$35,000	2.9%
Insurance & Professional Fees	\$109,000	5.5%	\$56,500	4.7%
Office & Administrative Expenses	\$30,500	1.5%	\$47,500	3.9%
Total Operating Expenses	\$1,970,786	100.0%	\$1,211,794	100.0%
	94.0%		68.8%	
Capital Items				
Engine Lease Payments	\$67,950			
Building Projects - Interior	\$33,000			
Building Projects - Exterior	\$10,000			
Debt Service Payment			\$412,107	
Training Facility			\$40,000	
Building FF&E			\$40,000	
Total Capital Items	\$110,950		\$492,107	
	5.3%		27.9%	
Excess of Revenues Over Expenditures	\$13,900		\$58,151	
	0.7%		3.3%	

Tax Mill Rates

The Hazardville Fire District has experienced a gradual, but steady increase in tax rates over the past 15 years. The current tax rate of 3.34 mills represents an increase of 48% over that period of time.

The Shaker Pines District tax rate also experienced a similar gradual rise until 2020, and then was raised to cover the debt service payments associated with the fire station renovation and expansion. That has resulted in a mill rate of 4.40. See Figure 12.

Figure 12 - Fire District Tax Mill Rate History



Impact on Consolidation

- Historically, the most significant opposition to consolidations of fire districts has been when they have been projected to result in tax increases.
- Shaker Pines Fire District has increased its mill rate in recent years to cover the costs and debt service for the fire station renovation and expansion.
- The eventual renovation of the Hazardville fire station could result in a tax increase if alternate funding is not identified.
- Expected construction projects in the fire districts should result in an increase in the Grand List, somewhat offsetting increased future expenses.

Recommendations

- The fire district tax rates should be stabilized for both fire districts during the transition to a new consolidated fire district.
- During Phase III and beyond, every attempt should be made to transition to a tax rate of no more than 4.40 mills. The justification for the tax increase for the former Hazardville Fire District taxpayers could be that their fire station will be given a complete renovation.

- *Grants such as the Assistance to Firefighters Grant (AFG) should be pursued, which might offset some or a substantial part of the Hazardville fire station renovation, thus allowing tax rates to be maintained or increased only slightly.*

Boards of Fire Commissioners

Both fire districts are overseen by a Board of Fire Commissioners. The Hazardville Board of Fire Commissioners consists of three (3) members, while the Shaker Pines Fire Commission has five (5) members. The minutes of both Fire Commissions were reviewed to provide background information related to this project.

Transition Steering Committee

A Transition Steering Committee is recommended to oversee the consolidation and implementation of our recommendations. That Committee should consist of all of the present Fire Commissioners from the two (2) fire districts to be consolidated. The Working Groups would report directly to the Transition Steering Committee.

During Phases I and II, it may be more efficient to have the two (2) existing Boards of Fire Commissioners meet on a sequential basis – as such, one Fire Commission would hold their meeting, then the Working Groups would report out to the Transition Steering Committee. After that, the other Fire Commission would hold their meeting.

Impact on Consolidation

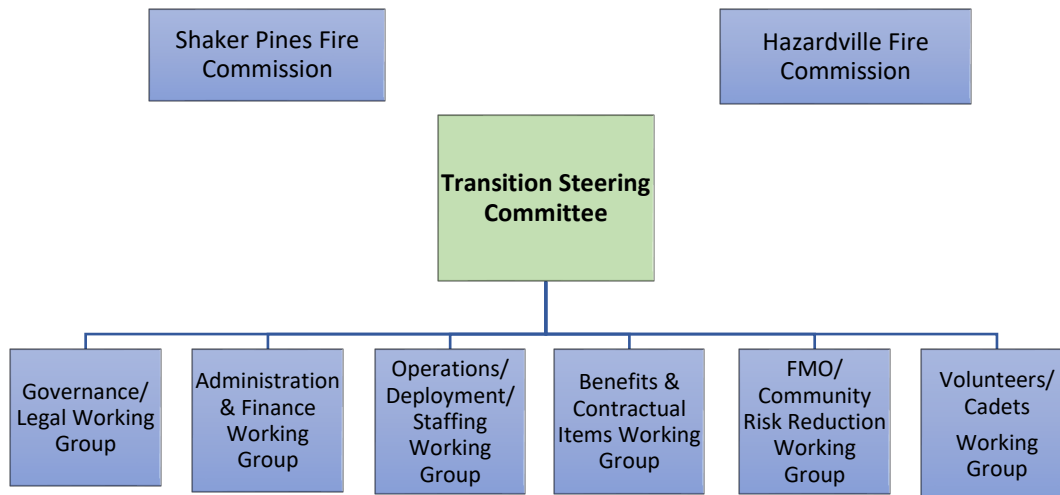
- *The Fire Commissioners will be the ones who will have overall responsibility to implement the plan to consolidate the fire districts.*
- *The Hazardville and Shaker Pines Fire Districts have different numbers of Fire Commissioners which will need to be addressed in connection with the consolidation of the fire districts.*

Recommendations

- *Working Groups comprised of members, officers and commissioners should be established to facilitate the consolidation of the fire districts. The following Working Groups are recommended to be established:*
 - *Governance/Legal*
 - *Administration & Finance*
 - *Operations/Deployment/Staffing*
 - *Benefits & Contractual Items*
 - *FMO/Community Risk Reduction*
 - *Volunteers/Cadets*

- A Transition Steering Committee should be established, comprised of all of the current Hazardville and Shaker Pines Fire Commissioners. This Committee would have overall responsibility for the implementation of the Consolidation Plan. The primary way of managing that process will be to supervise the Working Groups listed above.
- The Board of Fire Commissioners of the combined fire district should have seven (7) members, three (3) Hazardville Commissioners, three (3) Shaker Pines Commissioners and one (1) businessperson from the combined fire district area.

Figure 13 - Transition Steering Committee



Information Technology

Both fire districts purchase their IT services from the Town of Enfield IT Department. The Town of Enfield provides computers, software and peripherals at a flat cost per year. This arrangement appears to work well.

Impact on Consolidation

- Both fire districts have recently switched from Firehouse Software (which is being discontinued) to another vendor for their records management systems (RMS).
- Both fire districts contract with the Town of Enfield IT Department for computer hardware and software support. Fire district management seems to be happy with the arrangement and it appears to be working well.

Recommendations

- *Apply for a single Fire Department Identification (FDID) number for incident reporting and then combine the RMS systems.*
- *Continue to contract with the Town of Enfield IT Department for computer hardware and software support.*

District & Grand List Growth Expectations

We reviewed the Town of Enfield Economic & Community Development website where we noted that the Plan of Conservation and Development is currently in the process of being updated. The most current available Plan was from 2011. Due to its age, it was not deemed worthwhile to review in detail.

We also contacted the Town of Enfield Deputy Director of Economic and Community Development and were able to receive some information from the Fire District Chiefs regarding potential large building projects that would increase the Hazardville and Shaker Pines Grand Lists. That list is included below:

- 118 Hazard Avenue – An adult assisted living facility on nearly 20 acres
- 113 North Maple Street – 500,000 square foot distribution and warehouse facility. Agri-Mark appears to be one of the two anchor tenants. A tax abatement has been agreed to for this property.
- 35 Bacon Road – Winstanley Enterprises is planning to build a 900,000 square foot distribution center. A tax abatement is being considered for this project.
- There are a number of other, smaller projects which should increase the Grand List of the consolidated fire district.

Over the past three (3) years, the Hazardville Fire District has experienced a 3.2% total increase in their Grand List, while the Shaker Pines Grand List increased by a total of 4.1% during the same time period. In our financial projections, we have taken the conservative approach of assuming no increase to the Grand List from the current levels. As can be seen, major construction projects often receive substantial tax abatements.

Impact on Consolidation

- *The Hazardville and Shaker Pines Fire Districts have experienced what appears to be a steady growth in their Grand Lists in recent years. All other things being equal, this should result in increased tax revenues for the combined fire district even if mill rates are maintained at current levels.*
- *Depending on the type of occupancy being constructed, there may be an associated increase in fire department responses and/or workload associated with the new building project. For example, we expect that the new assisted*

living facility will somewhat increase the life safety inspection workload, but result in a significant increase in EMS responses.

Recommendations

- Throughout each Phase of the consolidation process, town and district growth and development plans should be monitored and both their revenue generation and cost of servicing should be estimated. That information should be used to update the post consolidation financial projections.

Chapter 4 – Potential Consolidation Approach & Recommendation

In this section, we will review certain factors that would support and work against a combination of the Hazardville and Shaker Pines Fire Districts, the rationale for consolidation, our consolidation recommendation and the recommended post-consolidation organization.

Potentially Favorable & Unfavorable Conditions Impacting The Consolidation

Before reviewing the recommended approach to consolidation of the fire districts, it is appropriate to discuss the strengths and favorable conditions that will facilitate the consolidation, as well as weaknesses and other potential factors that will need to be addressed.

Strengths & Potentially Favorable Conditions

- The fire districts are well managed fiscally, with no areas of excess spending identified
- Substantially all frontline apparatus and equipment are either nearly new or in excellent condition, except the ladder truck and turnouts washers/dryers which will likely need to be replaced in the short-term
- Both fire stations are well located to effectively respond to incidents on a timely basis
- A complete renovation and expansion of the Shaker Pines station is substantially complete
- The net result of the assumptions on the projected post-consolidation financial statements is a slight additional cost savings before consideration of any potential grant fund awards
- The bargaining unit personnel from both fire districts are represented by the same International Association of Firefighters Union Local
- Labor and management both appear to be in support of the consolidation

Weaknesses & Potentially Unfavorable Conditions

- Similar to the situation existing throughout the rest of the country, there has been a dramatic reduction in the number of active volunteer firefighters over the past 30 years that has left both fire districts in the position of being unable to field the number of firefighters stipulated in NFPA 1710, and to respond to other types of emergency incidents at times.
- The Hazardville fire station (built 1958/remodeled in 1992) is in need of some significant repairs (HVAC/boiler, roof, driveway/apron), but is otherwise in good

condition. It, however, will likely need a complete renovation during or after Phase III of the fire district consolidation.

- Administrative tasks are completed by part time personnel and Fire Commissioners, which will need to be replaced with 1 full-time administrative position
- The most recent ISO rating review was conducted in 2015 and should be updated
- The process of equalizing salaries and benefits for paid and volunteer fire fighters has the potential future result of overall cost increases
- Significant cost savings will likely not take place unless or until additional Enfield fire districts are also combined

Rationale For Consolidation

Based on the research and analysis we performed, combining the Hazardville and Shaker Pines Fire Districts is recommended. That recommendation is primarily being generated to:

- Improve the efficiency and effectiveness of response – While there is mutual aid between the Enfield fire districts, there is a lack of common SOPs/SOGs, what appears to be inconsistent automatic aid procedures and other factors that indicate that the present operating model of five (5) independent fire districts is not efficient or optimally effective.
- Move toward achieving NFPA 1710 compliance, while improving the survivability of fire victims and decreasing the chances of firefighter injuries
- Curb the impact of the declining number of volunteers
- Gain efficiencies from consolidating administrative and certain other functions
- Certain cost savings may be achieved, but the most significant cost reductions will be achieved as other Enfield fire districts are hopefully consolidated as well

Potential Consolidation Approaches

There are various ways that the Hazardville and Shaker Pines Fire Districts could be combined. Those options provide varying levels of consolidation and integration. The most common types of consolidation include:

- **Administrative** – In an administrative consolidation, the individual departments consolidate their administrative/staff functions, but remain legally separate.

- **Functional** – A functional consolidation is where the departments agree to perform certain functions (training, maintenance, etc.), but remain legally separate. Most fire departments already have mutual/automatic aid agreements with their neighbors. Functional consolidation just expands the concept of mutual/automatic aid to an everyday concept.
- **Operational** – In an operational consolidation, the departments remain legally separate but join together both administrative and operation functions, delivering services as if they were one with boundaries becoming invisible.
- **Merger** – A merger takes place when one fire department is absorbed into the other and no longer exists after the merger. One department simply absorbs the other and provides protection to both areas. A merger is in fact the quickest, most practical, and often the least expensive method. The downside is that it is not appropriate when you are combining two “equals” because of the impact that it has on the membership of the merged fire department. Sometimes that impact can be significant enough to derail the entire process.
- **Full Consolidation** – In a full consolidation, the two departments legally become a single legal agency (with taxing authority) whose boundaries become invisible.

Consolidation Recommendation

Hazardville and Shaker Pines have already achieved a small level of functional consolidation by sharing things like the breathing air compressor and hose testing.

At first glance, this situation might seem like a candidate for a functional or operational consolidation, however, such consolidations tend to suffer over time because of disagreements about the cost allocations and usage of shared assets.

After determining that a full consolidation was the most appropriate approach, we completed the following research:

- First, we reviewed the following:
 - Connecticut General Statutes (CGS) – A general review of CGS that might be applicable was conducted. No significant statutes directly related to this fire district consolidation were identified. Legal counsel should conduct a full review of existing legislation to identify those that may impact this consolidation and the extent of their impact.
 - Enfield Fire District Interlocal Agreement
 - Pending/introduced legislation, including CT 21-12 (An Act to Identify Barriers & Obstacles to Fire District Consolidations)

- The results of those reviews included:
 - Subject to legal opinion and necessary governmental or public approvals needed, no material impediments to consolidation of the fire districts were identified
 - Proposed or pending legislation might facilitate consolidation, but it is likely too early to tell

Potential Obstacles include the following:

- Lack of consent amongst the rank-and-file members of all fire companies
- Lack of consent from the Town
- Unexpected legal or administrative hurdles could be identified by legal counsel

Recommended Consolidation Approach

- A three (3) phase full consolidation of the two (2) fire districts into a new combined fire district (form of legal combination and new legal entity to be determined at a later date)
- Given the historical public outcry against tax rate increases with similar transactions in other parts of the country, significant focus should be placed on keeping tax rates the same (except for COLA & inflation increases, assuming no decrease in Grand List) at least throughout the consolidation process
- Maintain the current work schedules for both fire districts
- Eliminate 1 fire chief position and have a Deputy Chief of Operations at the Hazardville station and a Fire Marshal heading the FMO/CRR Division at the Shaker Pines fire station
- Appoint an Interim Fire Chief during Phase I and guide/coordinate the consolidation process through to the end of Phase III when a permanent fire chief should be appointed
- Obtain SAFER Grant to fund a Volunteer Fire Coordinator to recruit, mentor and manage volunteers, be available to assist with EMS calls and assist with department administrative duties
- Add college/live-in students at Shaker Pines station for nighttime EMS response and either convert the existing utility vehicle (pickup) to respond to BLS EMS calls or purchase an SUV or pickup for those responses
- Transition from a part-time administrative assistant and part-time treasurer to one (1) full-time position reporting to the Fire Chief

- Conduct a Risk Assessment (NFPA 1730) to determine the deployment of the FMO/CRR Division and transition to a single Fire Marshal in Phase III and dedicated FM/CRR Office for the combined district
- During Phase III, evaluate whether the weekday firefighter positions at the Shaker Pines station be converted to 24/7 positions. If deemed necessary, and assuming that the SAFER Grant program is still in effect, consider applying for a SAFER Grant to have fund those 24/7 positions.
- Given the steady decline in volunteers, the typical approach would be to increase paid staff and taxes. The proposed approach achieves better service, without the added cost of more paid firefighters
- If a quicker result is needed, it may be possible to implement some of the benefits of consolidation through negotiation and development of MOUs

Overall/Assumptions

- We recommend no tax rate increases during Phase I and II, except possibly for inflation and/or cost of living adjustments
- See Chapter 6 for the specific assumptions being proposed and the projected financial statements

Interlocal Agreement

We reviewed the Interlocal Agreement which was originally created in 2006 and most recently updated in 2020. The Agreement appears to have been designed to facilitate cooperation between the Enfield fire districts. While it might facilitate an eventual consolidation of all Enfield fire districts, it is of limited usefulness when consolidating only two (2) of the fire districts.

Savings, Cost Avoidance & Transition Costs

- Both fire districts are run quite lean and there were no significant areas where costs could immediately be eliminated
- Eliminate the now excess apparatus and save on insurance, fuel, maintenance and other related operating costs
- Eliminate 1 Fire Chief position, and related benefits
- A successful SAFER Grant award would postpone the impact of hiring the Volunteer Fire Coordinator for multiple years

- More significant cost savings and/or efficiency improvements come from the follow-on consolidations
- Included in the Assumptions in Chapter 6 are various one-time expenses that will likely be incurred in connection with the consolidation. Those expenses are estimated to total approximately \$187,000, with the major expenditures being for repairs to the Hazardville fire station (\$75,000), legal fees (\$75,000) and the rebranding of the new fire district (\$50,000). Those expenses are partially offset by the revenue generated by the sales of the excess engine(s). Some of these expenses may take place throughout the consolidation process while others will likely take place at specific points in the process. If a SAFER Grant is received, those funds could be used to offset the majority of the one-time expenses.

Stakeholder “Interviews” and Cultural Integration

During our fieldwork, we had the opportunity to meet with twelve (12) commissioners, chief officers, company officers, union leadership, paid staff, volunteer/part-time from both fire districts and a member of the Enfield Town Council. In those “interviews”, we sought to better understand their concerns, expectations and/or goals related to fire district consolidation.

From those conversations, our research and other procedures, it became clear that one of the most important actions that will need to take place if the consolidation is to be successful will be the cultural integration of the two (2) fire districts. From those sessions it became clear that not only do the two (2) fire districts have differing perceptions of their strengths and weaknesses, they also have somewhat unclear perceptions of the other district. These differences manifested themselves mostly in the areas of training, leadership, on-scene operations and management styles.

We believe that a concerted effort on the integration of the membership of the two (2) fire districts must begin soon. Only that way will they be able to develop a shared vision of the future and convert the two (2) cultures into a shared new one. It is imperative that the rank-and-file members begin working together in areas that will support that vision and contribute to the potential success of the consolidation.

We believe that integration can best be accomplished through an early combined focus on things like vehicle orientation, training, target hazards & district orientation, SOPs and rolling procedures. Here are some detail ideas of what can be done in those areas:

- In another section of this project report, we recommend immediate combination of the volunteers/cadets. The recommendation in that section should be implemented early in the consolidation process.
- Dispatch both fire districts to incidents that would typically require more than a single engine response to promote working together and provide additional on-scene staffing. Examples would include indoor gas odor or leak calls, Carbon

Monoxide with symptoms calls, smoke in the building, Motor Vehicle Accidents (MVAs) with injuries and other similar responses.

- Conduct combined Monday night training sessions open to all volunteer, part-time and career members.
- Conduct combined on-duty shift training, once a month but with all three (3) shifts of Hazardville, on three (3) separate days.
- Conduct apparatus and equipment familiarization to facilitate on scene operations, when needed.
- Conduct district familiarization, target hazard properties, streets, ideal response routes, water supply, alarm panels, sprinkler systems, building walk throughs, etc.
- Develop shared response expectations of the first and second due apparatus when responding to incidents of certain types.
- SOP/SOG review for familiarization and finding commonality. Focus should be the development and implementation of one (1) set of SOPs.
- Cross staffing between fire district personnel.
- Dispatch the other fire district for second calls in district, including EMS responses.
- When structure fires are reported in the Hazardville low water supply volume areas, dispatch one (1) or both Shaker Pines engines (which have 1000-gallon water tanks) to bolster water supply before mutual aid tankers arrive.
- Conduct combined special operations training monthly to increase proficiency.
- Train together for out-of-town responses such as setting up and using the ladder truck for Rapid Intervention Team (RIT) purposes.

It should be noted that most of the ideas listed above came from the members. That is a positive indication that they are thinking of ways to ensure the success of the consolidation through a major focus on cultural and operational integration early in the consolidation process.

Recommendation

- A major focus on the cultural integration of the membership of the two (2) fire districts must begin early in Phase I. That integration can best be accomplished through an early combined focus on things like vehicle orientation, training, target hazards & district orientation, SOPs, rolling procedures, etc.

Finally, there needs to be communication between the two (2) sets of chief officers and fire commissioners with respect to major decision making and/or purchase decisions. We recommend complete transparency between the fire districts. That can be facilitated by implementing our recommendation on holding consecutive Fire Commission meetings and the Working Group updates on the same day or evening.

While we appreciate the rationale of both fire districts in making promotions during our project work, it may make for some difficult conversations if certain of our recommendations are implemented and those that were recently promoted are moved to a different rank or position responsibilities.

Marketing & Rebranding Plan

It will be critical for a marketing plan to be developed during Phase I. Another of the biggest impediments to fire department consolidations is the communication with the taxpayers and public relations. If information and communications are not forthcoming on a regular basis throughout the consolidation process, there tends to be a public concern about transparency. To ensure timely and adequate communications with taxpayers and other stakeholders will require the development and implementation of a marketing/public communications plan.

One of the decisions that will have to be made is the new name of the consolidated fire district. The decision process will surely be filled with emotion. While we have some ideas for the name of the consolidated fire district, we believe that the membership and officers would be better suited to develop and gain consensus on the name of the new fire district without outside influence.

Once the new name has been agreed to, rebranding will be required. That will likely include the following:

- New signage for the fire stations
- Stationery and form redesign
- New patches and badges for uniforms
- Apparatus lettering – Apparatus renumbering should not be required

Based on our research, we expect the rebranding will cost approximately \$50,000.

Recommendations

- Develop and implement a marketing and (internal and external) communications plan during Phase I to provide taxpayers and other stakeholders information and updates on a regular basis that ensures transparency throughout the consolidation process.
- Involve all stakeholder groups in the decision to choose the new name for the consolidated fire district and plan for the rebranding process.

Recommended Organization Charts & Staffing

Transitional Organization (Phases I & II)

We recommend that a transitional organization be adopted as early as possible during Phase I and continue through Phase II. That organization would have the following:

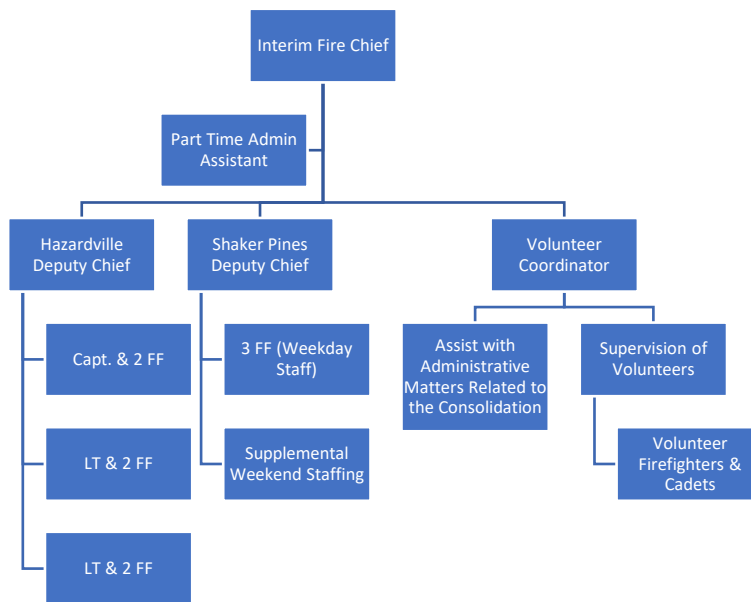
- **Interim Fire Chief Serving Both Fire Districts** – We recommend that one fire district hire or contract with the Interim Chief and a MOU be executed to provide that person with authority over both fire districts and a portion of their salary be

reimbursed by the other fire district. Legal counsel should be contacted to confirm that this is possible and the proper methodology of doing so.

- **Deputy Fire Chiefs** – Maintain the two (2) existing Deputy Chiefs during Phase I..
- **Volunteer Fire Coordinator** – Recruit and hire the Volunteer Fire Coordinator, who initially will report directly to the Interim Fire Chief. The volunteers and cadets from the two (2) fire districts will be placed under the command of that individual.

The transitional organizational chart has been provided in Figure 14 below. While not shown, the current design and logistics of the Fire Marshal’s Office in each fire district should be maintained through at least Phase I.

Figure 14 - Transitional Organizational Chart - Phases I & II



Consolidated Organization (Phase III)

As recommended in this report, the a “permanent” Fire Chief would be identified and hired to take over the combined fire district during Phase III. That person may or may not be the Interim Fire Chief. In addition to the Fire Chief, the following organizational changes are also recommended:

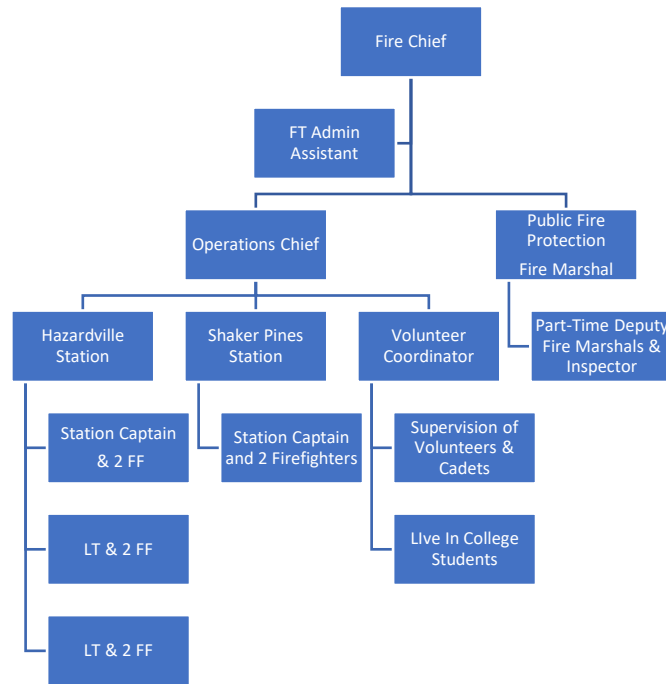
- **Administrative Assistant** – Convert from two (2) part-time to one (1) full-time Administrative and Payroll Assistant. This might happen earlier, if appropriate.
- **Operations Chief** – Assign one (1) Deputy Chief to the position of Operations Chief with responsibility of paid staff, live-in college students and the Volunteer Coordinator
- **Fire Marshal/Head of the Community Risk Reduction Division** – Assign one of the Fire Marshals to lead the Community Risk Reduction efforts as the Fire

Marshal. He/she would be assisted by part-time Deputy Fire Marshals and the Inspector.

- **Station Captains** – Promote one (1) of the company officers at each fire station to the position of Station Captain, with responsibility for all activities and operations at their station.
- **Training Officer** – While we believe that the position of Training Officer is extremely important and needs to be filled, we have not made a recommendation as to who should hold that position on an interim or permanent basis. In situations such as this one, it might be recommended that separate Training Officers be identified for the full time and volunteer/part-time firefighters. If, however, all members are to be treated as one firefighting force then there should be only one (1) designated Training Officer for the combined fire district.

This organizational design is not only efficient for the combined fire district, it also can be expanded if or when additional Enfield fire districts are added to the consolidation. The Phase III organizational chart is included in Figure 15 below.

Figure 15 - Final Organization Chart - Phase III



If it is deemed necessary to convert Shaker Pines weekday staffing to 24/7 positions, and a SAFER Grant application is submitted and successful, this organization can be expanded accordingly.

Chapter 5 – Proposed Consolidation Plan

The following is our proposed consolidation plan. Steps are identified as needing to be completed in Phase I, II or III based on our judgement. The nature and/or timing of these steps could change based on changes in circumstances and/or needs as the consolidation progresses. Attachment C to this report is the Consolidation Roadmap in GANTT Chart format. It provides greater detail on the timing of the consolidation action steps included in this section of the report.

<u>Focus</u>	<u>General Area</u>	<u>Phase I</u>	<u>Phase II</u>	<u>Phase III</u>
P1 - Working Groups	Plan Implementation	<ul style="list-style-type: none"> Establish Working Groups to address planning for changes, review/revision of merger plan, assist with implementation of the merger plan in the areas of governance/legal, operations, Fire Marshal's Office, finance/administration, volunteers/cadets, and legal/contractual and report to a Transition Steering Committee comprised of both Boards of Fire Commissioners Review plan of consolidation, expand or make changes, assist with implementation in areas of responsibility 	Working Groups: <ul style="list-style-type: none"> Develop and implement detail plans and make various decisions related to the merger plan Assist with transition Report regularly to the Transition Planning Committee 	<ul style="list-style-type: none"> Assist with final transition changes Working Groups dissolved after transition to a combined fire of district takes place Transition Steering Committee converts to new Board of Fire Commissioners

<u>Focus</u>	<u>General Area</u>	<u>Phase I</u>	<u>Phase II</u>	<u>Phase III</u>
P2 - Legal Issues	Plan Implementation	<ul style="list-style-type: none"> • Ensure there are no significant legal issues that would preclude the consolidation of the 2 fire districts 	<ul style="list-style-type: none"> • Additional follow up to ensure that no significant legal issues were identified and/or those that were have been resolved • Legal counsel should determine what the best form of the new fire district will be and how the consolidation should take place 	<ul style="list-style-type: none"> • Prepare for district votes • Develop documents to execute the fire district consolidations • Implement final changes for legal entities
P3 - Consolidation Plan	Plan Implementation	<ul style="list-style-type: none"> • Preliminary approval from the taxpayers should be obtained to pursue a consolidation • Plan developed by the consultants will need to be expanded to cover numerous details to implement the Consolidation Plan – Working Groups and chief officers should assist with this process 	<ul style="list-style-type: none"> • Implement the Consolidation Plan as per the revised plan 	<ul style="list-style-type: none"> • Obtain final approval from taxpayers to complete the consolidation • Execute final steps to complete the Consolidation Plan
P4 – Expected Benefits/ Savings	Plan Implementation	<ul style="list-style-type: none"> • Develop list of benefits to be achieved from combining the districts, additional costs and any savings expected 	<ul style="list-style-type: none"> • Update the list of benefits being achieved from combining the districts, additional costs and any savings obtained 	<ul style="list-style-type: none"> • Finalize the list of the financial and other benefits that were achieved by combining the fire districts

<u>Focus</u>	<u>General Area</u>	<u>Phase I</u>	<u>Phase II</u>	<u>Phase III</u>
P5 - Tax	Plan Implementation	<ul style="list-style-type: none"> Develop estimates to determine the potential of maintaining the current tax rates for the near term 	<ul style="list-style-type: none"> Attempt tax rate stabilization (except for inflation and COLA) until the legal consolidation of the fire districts takes place Using the projected Grand List and district expenses, develop proposed post-consolidation tax rate 	<ul style="list-style-type: none"> Using projected Grand List and district expenses, develop proposed post-consolidation tax rate Tax rate of ~4.00 mills would likely be needed to fund \$3 to \$4 million for Hazardville station
P6 - MOU/LOI	Plan Implementation	<ul style="list-style-type: none"> Develop a memorandum of understanding or letter of intent related to the intention of the 2 fire districts to consolidate 	<p>At the end of Phase II:</p> <ul style="list-style-type: none"> Ensure that the letter of intent (LOI) is agreed to by the individual parties 	<ul style="list-style-type: none"> MOU/LOI converted to consolidation agreements, which are finalized and (hopefully) ratified by the taxpayers
P7 - Marketing Plan	Plan Implementation	<ul style="list-style-type: none"> Develop and implement initial marketing plan that focuses on both internal and external communications Focus on declining volunteerism, benefits to be achieved, little to no tax increase, etc. 	<ul style="list-style-type: none"> Expand the marketing plan and fully implement it Expand to include community organizations, neighborhood groups, politicians, etc. 	<ul style="list-style-type: none"> Review efficiency of marketing plan, and make any necessary changes

<u>Focus</u>	<u>General Area</u>	<u>Phase I</u>	<u>Phase II</u>	<u>Phase III</u>
C1 - Pay Rates	Contractual	<ul style="list-style-type: none"> Conduct detailed analysis to compare pay rates by rank, for each district 	<ul style="list-style-type: none"> After analysis and contractual changes, negotiate and implement a pay rate equalization process 	<ul style="list-style-type: none"> Finalize the implementation of the pay rate equalization process
C2 - Benefits	Contractual	<p>Analyze differences and costs associated with each of the following:</p> <ul style="list-style-type: none"> Format and coverages of health insurance Equalized compensated absences Other benefits 	<p>Negotiate and arrange to have the following implemented at the beginning of Phase III:</p> <ul style="list-style-type: none"> Format and coverages of health insurance Equalized compensated absences Other benefits 	<p>Implement the following at the beginning of Phase III:</p> <ul style="list-style-type: none"> Format and coverages of health insurance Equalized compensated absences Other benefits
C3 - Labor Contracts	Contractual	<ul style="list-style-type: none"> Review labor contracts in detail and begin the process of negotiating toward a single labor contract for the new consolidated fire district 	<ul style="list-style-type: none"> After negotiating wage/salary equalization, health insurance and other contractual differences, develop MOUs to reflect the changes to the existing contracts 	<ul style="list-style-type: none"> Execute the MOUs to the existing labor contracts, which continue in effect until the legal consolidation of HFD and SPFD takes place New contract will likely be needed for the consolidated fire district

<u>Focus</u>	<u>General Area</u>	<u>Phase I</u>	<u>Phase II</u>	<u>Phase III</u>
D1 - Volunteer Fire Coordinator Position	Deployment Model & Operations	<ul style="list-style-type: none"> Develop the job description for a position to supervise the volunteers and cadets, and assist with EMS responses and administration Apply for SAFER Grant to fully fund the Volunteer Fire Coordinator position for 36 months 	<ul style="list-style-type: none"> Implement the SAFER funded position Volunteer Fire Coordinator Convert utility unit to an EMS response vehicle Ensure that emergency medical dispatching (EMD) is being used 	<ul style="list-style-type: none"> Review progress and make any necessary changes to improve efficiency After 3 years, 100% SAFER Grant expires and combined fire district then covers the cost of the Volunteer Fire Coordinator position
D2 - Utilize Live In Fire Science College Students for Nighttime SPFD EMS Response	Deployment Model & Operations	<ul style="list-style-type: none"> Develop position description and requirements/ expectations for live-in fire science college students who will respond to EMS (and other) incidents from SPFD in return for living accommodations Meet with area colleges to identify potential partnerships and candidates 	<ul style="list-style-type: none"> Recruit, interview and select college students as live-in nighttime EMS responders Implement live-in program 	<ul style="list-style-type: none"> If program is successful, maintain it If a SAFER Grant is obtained for 24/7 coverage at Shaker Pines station, the live-in college student program may be discontinued

<u>Focus</u>	<u>General Area</u>	<u>Phase I</u>	<u>Phase II</u>	<u>Phase III</u>
D3 - Deployment Model	Deployment Model & Operations	<ul style="list-style-type: none"> • Meet with town Economic Development Commission to identify expectations for growth, construction, increases in district tax base, etc. • Review response times, evaluate and make modifications to the deployment model recommended by the consultants • Implement automatic aid on all structure fire incidents • Compare planned deployment to NFPA 1710 and the NIST Fireground Field Experiments 	<ul style="list-style-type: none"> • Review the impact of the combined rolling procedures, live-in college students, etc. for possible changes to the weekend supplemental SPFD staffing 	<ul style="list-style-type: none"> • Determine if Shaker Pines station weekday FF positions should be converted to 24/7 positions. If so, apply for SAFER Grant to fund those positions.
D4 - ISO Reviews	Deployment Model & Operations	<ul style="list-style-type: none"> • Have ISO reviews conducted for both fire districts, then develop a proforma estimate of the ISO Rating for a consolidated fire district 	<ul style="list-style-type: none"> • Plan and implement any needed changes resulting from the proforma ISO review 	<ul style="list-style-type: none"> • If there is the expectation that the consolidated fire district will have an improved rating, request an ISO rating review

<u>Focus</u>	<u>General Area</u>	<u>Phase I</u>	<u>Phase II</u>	<u>Phase III</u>
D5 - Rolling Procedures	Deployment Model & Operations	<ul style="list-style-type: none"> Develop a set of rolling procedures to be used by the combined fire district, which includes automatic aid, where appropriate 	<ul style="list-style-type: none"> Implement revised rolling procedures 	<ul style="list-style-type: none"> Review rolling procedures during Phase III for any necessary changes
D6 – SOPs/SOGs	Deployment Model & Operations	<ul style="list-style-type: none"> Develop a combined set of Standard Operating Procedures/Guidelines to be used by the combined fire district 	<ul style="list-style-type: none"> Implement revised SOPs 	<ul style="list-style-type: none"> Review SOPs during Phase III for any necessary changes
S1 - Organization	Staffing	<ul style="list-style-type: none"> Finalize transitional and final organization charts 	<ul style="list-style-type: none"> Interim organization/org chart implemented 	<ul style="list-style-type: none"> Final organization/org chart implemented
S2 - Fire Chief	Staffing	<ul style="list-style-type: none"> Develop job description and appoint an Interim Fire Chief 	<ul style="list-style-type: none"> Recruit for and hire the permanent Fire Chief for the combined fire district at the end of Phase II 	Transition from interim to permanent Fire Chief, if necessary
S3 - Administrative Staffing	Staffing	<ul style="list-style-type: none"> Develop the job description for a full-time administration/payroll position Develop and implement cost sharing agreement between SPFD and HFD 	<ul style="list-style-type: none"> Transition from 2 PT positions (PT admin and PT Treasurer) to 1 FT administrative position 	

<u>Focus</u>	<u>General Area</u>	<u>Phase I</u>	<u>Phase II</u>	<u>Phase III</u>
S4 - Vacancy Coverage	Staffing		<ul style="list-style-type: none"> If or when any HFD career FF positions open up, the SPFD FFs would have priority in the hiring process 	<ul style="list-style-type: none"> Allow SPFD FF to work HFD vacation, sick, personal time off shifts
S5 – Station Captains			<ul style="list-style-type: none"> Negotiate Station Captain Position 	<ul style="list-style-type: none"> Interview and Promote Station Captains
S6 – Fire Chief			<ul style="list-style-type: none"> Develop job description for the post-transition Fire Chief 	<ul style="list-style-type: none"> Recruit & hire post-transition Fire Chief
V1 - Volunteers & Cadets	Volunteers	<ul style="list-style-type: none"> Combine volunteers/cadets for training, etc. Assign a company officer the responsibility for their management and training until the Volunteer Fire Coordinator position is filled 		<ul style="list-style-type: none"> Transition responsibility for volunteer recruiting, retention and day-to-day management to new Volunteer Fire Coordinator position
V2 - Volunteer Compensation	Volunteers	<ul style="list-style-type: none"> Analyze differences (costs and benefits) of the volunteer incentive & compensation systems for both districts 	<ul style="list-style-type: none"> Make volunteer incentive & compensation systems the same for both districts 	

<u>Focus</u>	<u>General Area</u>	<u>Phase I</u>	<u>Phase II</u>	<u>Phase III</u>
FM1 - FMO Deployment Model	FMO	<ul style="list-style-type: none"> Develop a list of all properties in each district that should be inspected, summarize inspections completed by each district FMO in the past 3 years and compare the 2 lists Conduct a Risk Assessment (internally) as outlined in NFPA 1730 	<ul style="list-style-type: none"> Using the results of the Risk Assessment and comparison of inspectable properties vs. inspections completed, develop a plan to Address the highest risk areas/properties Develop combined approach for fire investigations 	<ul style="list-style-type: none"> Evaluate the effectiveness of the risk-based approach during Phase II and make any necessary improvements
FM2 - Combine FMO Operations	FMO		<ul style="list-style-type: none"> Develop a plan to consolidate the FMOs – physically & operationally 	<ul style="list-style-type: none"> Finalize changes to FMO, including 1 FM and a dedicated FMO/CRR Division office
FM 3 - Inspection Process	FMO		<ul style="list-style-type: none"> Investigate the potential of having on-duty fire companies visit occupancies, the DFMs conduct inspections while the other FFs develop a preplan 	<ul style="list-style-type: none"> If feasible, implement the system of on-duty DFMs conducting inspections (at occupancies identified through the Risk Analysis) while the other FFs develop preplans

<u>Focus</u>	<u>General Area</u>	<u>Phase I</u>	<u>Phase II</u>	<u>Phase III</u>
Cap1 - Apparatus, Other Vehicles and Capital Assets	Apparatus, Capital Assets & Facilities	<ul style="list-style-type: none"> Revise/refine the Multi-Year Year Capital Plan developed by the consultants to reflect any changes that are needed in connection with the finalization of the deployment plan 	<ul style="list-style-type: none"> Commence implementation of Capital Plan 	Finalize implementation of the Capital Plan
Cap2 – Facilities - SPFD	Apparatus, Capital Assets & Facilities	<ul style="list-style-type: none"> Complete SPFD construction 		
Cap3 – Facilities - HFD	Apparatus, Capital Assets & Facilities	<ul style="list-style-type: none"> Repair HFD station roof and HVAC/boiler 	<ul style="list-style-type: none"> Evaluate the facility needs of the consolidated fire district and develop a renovation plan for the HFD station 	<ul style="list-style-type: none"> Implement the facilities plan for renovation of the Hazardville station
Cap4 - Apparatus & Vehicle Replacement	Apparatus, Capital Assets & Facilities	<ul style="list-style-type: none"> Initiate the process to replace 2001 HFD tower ladder with a quint If possible, begin an apparatus reserve to fund the replacement cost of apparatus and staff vehicles 	<ul style="list-style-type: none"> Replace staff vehicles, as necessary If necessary, new staff vehicle could be provided to a chief officer and the quick response vehicle for Volunteer Coordinator would be provided with the former staff vehicle 	<ul style="list-style-type: none"> Replace staff vehicles, as necessary

<u>Focus</u>	<u>General Area</u>	<u>Phase I</u>	<u>Phase II</u>	<u>Phase III</u>
F&A1 - Chart of Accounts	Financial & Administrative	<ul style="list-style-type: none"> Develop a common Chart of Accounts 	<ul style="list-style-type: none"> Implement the common Chart of Accounts for Budget and reporting purposes 	
F&A2 - LT Planning	Financial & Administrative	<ul style="list-style-type: none"> Consultant report and consolidation plan serve as initial strategy and planning document covering ~3 years 		<ul style="list-style-type: none"> Strategic Plan developed to plot strategy for the next 3 to 5 years
F&A3 – Information Technology & Software	Financial & Administrative	<ul style="list-style-type: none"> Continue arrangement with Town of Enfield IT Dept. Complete transition to new RMS/NFIRS software 	<ul style="list-style-type: none"> Implement computers in apparatus and staff vehicles, including AVL & GPS 	
F&A4 - Fire Commission	Financial & Administrative		<ul style="list-style-type: none"> Identify what the composition of the combined Board of Fire Commissioners will be Candidates identified and elected to the combined BoFC 	<ul style="list-style-type: none"> New BoFC takes over

Chapter 6 – Financial Projections

Approach & Assumptions

To illustrate what we believe to be the annual financial results of the consolidated fire district, we started with the 2021 to 2022 Budgets of the Hazardville and Shaker Pines Fire Districts. The first step in the development of the financial projections was to convert the two (2) Budgets into a consistent format, which was done and has been presented in Table 12.

Once that was accomplished, we developed assumptions and adjustments to reflect implementation of the consolidation recommendations and any resulting cost increases or decreases. Not knowing if or how much the Grand List might increase and/or the tax mill rates in effect at the time, we took the conservative approach of showing no increase in tax revenues over those budgeted by the fire districts for the 2021 to 2022 fiscal year.

Also, details of the specific components of the budgeted Salaries Expense, including the split between Salaries, Overtime and Other Compensation were not available, so we have not included any cost of living or contractual increases. Those would be offset by a modest increase that could be expected to the Grand List.

The Assumptions used have been included in Figure 16 below. As can be seen, the financial impact of the consolidation and recommendations results in approximately \$76,000 operating expense savings. If a SAFER Grant is received to fund the Volunteer Coordinator position savings of an additional \$120,000 are possible.

The Assumptions included in Figure 16 also include a column for one-time expenses that primarily relate to the consolidation process. Those expenses could either be incurred at one time or ratably throughout Phases I, II and III. If a SAFER Grant award is received, it might be used to cover most of those expenses.

Figure 16 - Assumptions Used for Financial Projections

Number	Area or Account	Description of Assumption	One Time Cost Increase or (Decrease)	Recurring Costs Increase or (Decrease)	Impact of SAFER Grant for Vol Mgmt Position
1	Management Salaries	Eliminate 1 Fire Chief salary	\$0	(\$110,000)	
2	Management Salaries	Eliminate 2 Deputy Chief positions and replace them with Operations Chief and Fire Marshal/ Community Risk Reduction Head (net Salaries Increase)	\$0	\$16,000	
3	Firefighter Salaries	Hire a Volunteer Coordinator to supervise volunteers and be an EMS responder (would be \$0 if SAFER Grant is successful)	\$0	\$80,000	(\$80,000)
4	Firefighter Salaries	Implement Station Captain positions at Hazardville and Shaker Pines stations	\$0	\$16,000	
5	Firefighter Salaries	Equalize FF salaries by raising Shaker Pines salaries to the level of the Hazardville Master FF/Step 4 (net of stipends for EMR/EMT)	\$0	\$13,400	
6	Payroll Taxes	Net increase in Payroll Taxes resulting from the salary increases and hiring of the Volunteer Coordinator	\$0	\$2,464	(\$9,200)
7	Vacation, Paid Holidays & Other Time Off	The net effect of equalizing the vacation, paid holidays, sick time and other time off is assumed to result in no net increase in costs	\$0	\$0	
8	Equipment	EMS equipment and outfitting of vehicle (department pickup or SUV) to handle EMS responses and purchase supplies, then supplies expense for additional future EMS responses	\$12,000	\$2,000	
9	Office Salaries	Replace 2 part-time office staff with 1 full time person	\$0	\$0	
10	LOSAP	Provide same LOSAP for both fire district volunteers	\$0	\$2,000	
11	Health & Medical Insurance	Assume that benefits are equalized across both fire districts, with an annual premium cost of \$30,800 per covered employee (17 employees)	\$0	\$201,600	(\$30,800)
12	Training	Eliminate Directors' Training	\$0	(\$16,700)	
13	Equipment	FMO Detection devices considered a one time expense in 2022, not repeated in future years	\$0	(\$4,000)	
14	Apparatus	Sale of oldest engine (possibly two)	(\$50,000)	\$0	
15	Apparatus	Replacement of tower ladder with a quint		Bonded or Leased	
16	Maintenance	Replacement of tower ladder and sale of oldest engine will decrease apparatus maintenance costs	\$0	(\$15,000)	
17	Radios	Assume that 2022 was the last year of purchase of new Kenwood portable radios for Hazardville and expenditure will not be recurring	\$0	(\$10,000)	
18	Insurance	Expected 10% reduction in property and casualty insurance resulting from consolidation, fewer vehicles and shopping the coverage	\$0	(\$13,000)	
19	Professional Fees	Assume that combined audit fee will be \$17,500	\$0	(\$8,000)	
20	Consultant Fees	Assume that consultant fees in 2022 Budget will not be recurring	\$0	(\$65,500)	
21	Professional Fees	Legal fees and other professional services related to the consolidation - estimate only	\$75,000	\$0	
22	Building FF&E	Furniture, fixtures and equipment for Shaker Pines station considered a one-time expense for 2022, and not recurring	\$0	(\$40,000)	
23	Training Facility	\$40,000 budgeted in 2022 for initial work and plans, assume that all construction costs will be capitalized (by all Enfield fire districts) and annual operating costs to be \$10,000	\$0	(\$40,000)	
24	Staffing	Utilization of fire science college students to staff nighttime EMS calls from the Shaker Pines station	\$5,000	\$0	
25	Firefighter Salaries	Shaker Pines staffing will only be expanded to 24/7/365 if SAFER Grant application is successful	\$0	\$0	
26	Building Repairs	Replace HVAC systems and new roof for Hazardville station	\$75,000	\$0	
27	Building Repairs	New Shaker Pines station should not need previous level of repairs		(\$10,000)	
28	Admin Expenses	Eliminate portion of Admin Expenses	\$0	(\$5,000)	
29	Equipment Expense	Update 20 SCBA to latest NFPA Standard (requirement for interoperability)	\$20,000	\$0	
30	Admin Expenses	Rebranding of new fire district	\$50,000	\$0	
		Totals	\$187,000	(\$3,736)	(\$120,000)
		Total Savings if SAFER Grant Received		(\$123,736)	

Financial Projections

Figure 17 provides the components that make-up our estimated financial projections. The impact of the Assumptions is included along with a reference back to the Assumption number.

Figure 17 - Projected Financial Results - Post Consolidation

	<u>Hazardville</u>	<u>Shaker Pines</u>	<u>Post Consolidation</u>		
	<u>Dollars</u>	<u>Dollars</u>	<u>Assumption #</u>	<u>Increase/ (Decrease) in Expenses</u>	<u>Consolidated Results</u>
Tax Revenues	\$2,095,636	\$1,705,552		\$0	\$3,801,188
Cell Tower Revenues	\$0	\$30,000		\$0	\$30,000
Other Revenues	\$0	\$26,500		\$0	\$26,500
Total Revenues	\$2,095,636	\$1,762,052		\$0	\$3,857,688
Payroll & Salaries	\$1,067,011	\$526,694	1, 2, 3, 4, 5 & 9	\$15,400	\$1,609,105
Payroll Taxes	\$85,000	\$90,500	6	\$2,464	\$177,964
Other Compensation	\$0	\$48,700			\$48,700
Retirement & LOSAP	\$75,000	\$31,000	10	\$2,000	\$108,000
Benefits Expense	\$178,800	\$143,200	11	\$201,600	\$523,600
Training & Professional Development	\$11,700	\$32,000	12	(\$16,700)	\$27,000
Other Staff Costs	\$30,525	\$15,000			\$45,525
Operating Expenses & Fees	\$80,000	\$61,000			\$141,000
Equipment Expense	\$76,000	\$43,200	8 & 13	(\$2,000)	\$117,200
Other Operating Expenses	\$7,250	\$6,000			\$13,250
Apparatus Related Expenses	\$78,500	\$26,000	16	(\$15,000)	\$89,500
Fire Hydrant Expense	\$12,500	\$10,000			\$22,500
Building Expenses	\$33,500	\$10,000	27	(\$10,000)	\$33,500
IT & Communications	\$60,500	\$29,500	17	(\$10,000)	\$80,000
Utilities Expense	\$35,000	\$35,000			\$70,000
Insurance & Professional Fees	\$109,000	\$56,500	18, 19, 20 & 21	(\$86,500)	\$79,000
Office & Administrative Expenses	\$30,500	\$47,500	28	(\$5,000)	\$73,000
Total Operating Expenses	\$1,970,786	\$1,211,794		\$76,264	\$3,258,844
	94.0%	68.8%			
Capital Items					
Engine Lease Payments	\$67,950				\$67,950
Building Projects - Interior	\$33,000				\$33,000
Building Projects - Exterior	\$10,000				\$10,000
Debt Service Payment		\$412,107			\$412,107
Training Facility		\$40,000	25	(\$40,000)	\$0
Building FF&E		\$40,000	24	(\$40,000)	\$0
Total Capital Items	\$110,950	\$492,107		(\$80,000)	\$523,057
	5.3%	27.9%			
Total Operating & Capital Expenses	\$2,081,736	\$1,703,901			\$3,781,901
Amount That Expenses are (Below) Revenues	(\$13,900)	(\$58,151)		(\$3,736)	(\$75,787)
	-0.7%	-3.3%			-2.0%

Appendix A – Capital Asset Overview and Replacement Plan Apparatus & Other Vehicles

<u>Type or Description</u>	<u>Hazardville</u>	<u>Shaker Pines</u>
Engines	2013 Seagrave (1,500/500/20) 2006 Seagrave (1,500/500/20)	2018 Sutphen (1,500/1,000) 2012 Ferrara (2,000/1,000) 2003 HME/Central States (1,500/750)
Ladder Trucks	2001 Pierce 95' tower ladder (No pump)	None
Utility	Ford pick-up with cap (Tac-35)	2015 Chevy pickup
Staff Vehicles	2014 Ford Explorer	2010 Ford Expedition, 2017 Chevy Tahoe
ATV/Boat	2012 Polaris Ranger (fire & rescue) with trailer	Rescue boat, 2021 Can Am ATV

Facilities & Other Capital Assets

<u>Type or Description</u>	<u>Hazardville</u>	<u>Shaker Pines</u>
Fire Station	4 Bays, 1958 (renovated in 1992) Needs new roof, resurface apron & new HVAC/boiler	\$4.5 million renovation in process, adding 4,200 sq/ft
Back-Up Generator	2014 63 KW	2018 Kohler 80KW
SCBA	New Air-Paks (April 2021 - AFG)	New in 2015, 2016, 2017 & 2018
Air Compressor	Shared with Shaker Pines	2016 Bauer U3-25

<u>Type or Description</u>	<u>Hazardville</u>	<u>Shaker Pines</u>
Turnouts Washer/Dryer	2001 Turnouts washer 2006 Unimac dryer	Turnouts washer Turnouts dryer
Rescue Tools	Hurst (battery operated)	Amkus (battery operated)
Radio System/Portables	New Kenwood portables	New Kenwood portables (AFG)

Vehicle & Other Capital Replacements

<u>2022</u>	<u>2023</u>	<u>2024</u>	<u>2025</u>	<u>2026</u>	<u>2027</u>	<u>2028</u>	<u>After 2030</u>
Truck 31	U56 – 2015 Chevy Pickup SP 2010 Expedition	SP – 2014 Explorer Car 31 – 2014 Explorer	Tac 35 – Ford Pick Up	Engine 33 – 2013 Seagrave	Turnouts Washer(s) and Dryer(s)	Engine 34 – 2006 Seagrave (if not retired as excess before then)	Engine 51 – 2018 Sutphen (replace in 2028 if 2006 Seagrave is retired as excess) Engine 52 – 2012 Ferrara

Overview of Apparatus & Other Vehicles

<u>District</u>	<u>Type/Unit Designation</u>	<u>Description</u>	<u>Mileage/Hours</u>	<u>Proposed Action</u>
Hazardville	Truck 31 – Tower Ladder	2001 Pierce mid-mount 95' tower ladder truck (This apparatus is not equipped with a fire pump)	16,583 Miles 3,303 Hours	Replace in 2022, consider a single axle quint with similar height and compartment space
Hazardville	Engine 33	2013 Seagrave Pumper with 1,500 gallon per minute pump and 500 gallon tank, 125 gallon per minute foam system which holds 20 gallons of foam concentrate	62,277 Miles 6,080 Hours	Becomes front line engine responding from the Hazardville station – At current usage rate, will reach 100,000 miles in 2026, replace then
Shaker Pines	Engine 51	2018 Sutphen Monarch 1,500 GPM pump and 1,000 gallon tank	15,110 Miles 927 Hours	Becomes front line engine from Shaker Pines station – Replace in 2038
Shaker Pines	Engine 52	2012 Ferrara Ember 2,000 GPM pump and 1,000 gallon tank	48,280 Miles 3,692 Hours	Reserve engine – Replace in 2032
Hazardville	Engine 34	2006 Seagrave Pumper with 1,500 gallon per minute pump and 500 gallon tank, 125 gallon per minute foam system which holds 20 gallons of foam concentrate	68,097 Miles 6,530 Hours	Consider selling off as excess
Shaker Pines	Engine 54	2003 HME/Central States 1,500 GPM pump and 750 gallon tank	Unknown mileage and hours	Excess – To be sold off
Shaker Pines	Utility 56	2015 Chevy pickup	Unknown mileage and hours	Replace in 2023

<u>District</u>	<u>Type/Unit Designation</u>	<u>Description</u>	<u>Mileage/Hours</u>	<u>Proposed Action</u>
Shaker Pines	Staff Vehicles	2014 Ford Explorer, 2010 Ford Expedition, 2017 Chevy Tahoe, 2015 Chevy	Car 5 – Unknown Car 6 – 65,000 miles	Replace Expedition in 2023 Replace Explorer in 2024 Verify accuracy of the information and use of others, replace staff vehicles every 10 years or 100,000 miles
Hazardville	Car 31	2014 Ford Explorer	33,166 Miles 2,477 Hours	Replace in 2024
Hazardville	Tac-35 Ford pickup	Ford pick-up with cap	Unknown	Replace in 2025
Hazardville	Polaris Ranger ATV	2012 Polaris Ranger with 2017 Big Tex trailer	290 Miles 116 Hours	No change – Replace after 2025
Shaker Pines	Utility 53	2021 Can-Am Defender Max 8LMA ATV	365 Miles 48 Hours	No Change – Replace after 2030
Shaker Pines	Boat	Rescue Boat	N/A	No Change – Replace after 2025

Appendix B – Recommendations

Our overall recommendation for fire district consolidation is located on Page 49. In this Appendix, we have listed all of the Recommendations included throughout the report. They have, however, been classified and grouped by the Working Group that should have responsibility for implementing them.

<u>Working Group Assignment</u>	<u>Recommendation</u>
Governance & Legal	<p>Working Groups comprised of members, officers and commissioners should be established to facilitate the consolidation of the fire districts. The following Working Groups are recommended to be established:</p> <ul style="list-style-type: none"> • Governance/Legal • Administration & Finance • Operations/Deployment/Staffing • Benefits & Contractual Items • FMO/Community Risk Reduction • Volunteers/Cadets
Governance & Legal	<p>A Transition Steering Committee should be established, comprised of all of the current Hazardville and Shaker Pines Fire Commissioners. This Committee would have overall responsibility for the implementation of the Consolidation Plan. The primary way of managing that process will be to supervise the Working Groups listed above.</p>
Governance & Legal	<p>Develop and implement a marketing and Internal and external communications plan during Phase I to provide taxpayers and other stakeholders information and updates on a regular basis to ensure transparency throughout the consolidation process.</p>
Governance & Legal	<p>Develop job description and retain or appoint an Interim Fire Chief through Consolidation Phase II (this will be followed by the appointment of a “permanent” Fire Chief during Phase III – the Interim Fire Chief and the “permanent” Fire Chief may or may not be the same person)</p>

<u>Working Group Assignment</u>	<u>Recommendation</u>
Governance & Legal	The fire district tax rates should be stabilized for both districts during the transition to a combined fire district.
Governance & Legal	Involve all stakeholder groups in the decision to choose the new name for the consolidated fire district and plan for the rebranding process.
Governance & Legal	The Board of Fire Commissioners of the combined fire district should have seven (7) members, three (3) Hazardville Commissioners, three (3) Shaker Pines Commissioners and one (1) business person from the combined fire district.
Governance & Legal	After the consolidation, every attempt should be made to transition to a tax rate of no more than 4.40 mills. The justification for the tax increase for the former Hazardville Fire District taxpayers could be that their fire station will be given a complete renovation.
Governance & Legal	Assuming that the consolidation of the Hazardville and Shaker Pines Fire Districts is successful, consider adding other Enfield fire districts to the consolidation
Operations/Deployment/Staffing	Ensure that automatic aid is activated in conjunction with initial dispatch to any structural fire
Operations/Deployment/Staffing	Mutual aid between the districts (or combined districts) should be automatic on all structure fire responses and should include the other departments in Enfield to ensure required staffing levels.
Operations/Deployment/Staffing	A combined deployment model, which includes automatic aid for structure fires, will improve structure fire response
Operations/Deployment/Staffing	Continue and expand use of volunteers who can work in both districts to ensure volunteer staffing levels are maintained and improved

<u>Working Group Assignment</u>	<u>Recommendation</u>
Operations/Deployment/Staffing	Standard operating procedures or guidelines should be unified between the districts at a minimum and preferably between all of the fire districts in Enfield to maximize multicompartment incident effectiveness.
Operations/Deployment/Staffing	Develop a set of rolling procedures to be used by the combined fire district, which includes automatic aid, where appropriate
Operations/Deployment/Staffing	A solution will be needed to address three (3) Shaker Pines company officers who are compensated as firefighters
Operations/Deployment/Staffing	Identify an EMS deployment model that allows for 24/7 EMS response in the Shaker Pines Fire District at no or a minimal cost increase, one option might be to utilize fire science college students for nighttime EMS response out of the Shaker Pines fire station.
Operations/Deployment/Staffing	Implementation of a daytime light rescue for EMS calls in both districts would reduce out of service times for engines and improve availability for high-risk low frequency events such as structure fires and technical rescues.
Operations/Deployment/Staffing	It will be necessary to review and edit EMS dispatch/response algorithms as needed and edit the response algorithm to meet deployment models, as needed
Operations/Deployment/Staffing	Consider the standard deployment of Shaker Pines responding with one (1) engine and Hazardville responding with a quint (vs. engine and ladder truck) to structure fires and a quick response EMS vehicle to medical calls.
Operations/Deployment/Staffing	Recommend disposing of 1 or 2 excess engines
Operations/Deployment/Staffing	Replace the tower ladder – consider purchasing a single axle quint (which has an aerial ladder, pump, water tank and supply hose)

<u>Working Group Assignment</u>	<u>Recommendation</u>
Operations/Deployment/Staffing	Future apparatus purchases should maximize limited staffing models and design apparatus so personnel can arrive on scene to a majority of incidents together. This will be based on what is ultimately decided to be staffing per apparatus and deployment model.
Operations/Deployment/Staffing	Apply for a single Fire Department Identification (FDID) number for incident reporting and then combine the RMS systems.
Operations/Deployment/Staffing	Utilize the new RMS software to track the time and location of responses, especially EMS responses
Operations/Deployment/Staffing	Notify Enfield Police of the likelihood of the two fire districts consolidating and that a modification of the agreement will be necessary, and to reaffirm that no increase in dispatch costs will result.
Operations/Deployment/Staffing	If possible, have an ISO Rating Review conducted in 2022 and then ask ISO to estimate what the ISO rating of the combined fire district would or will be
Administrative & Finance	A major focus on the integration of the membership of the two (2) fire districts must begin early in Phase I. That integration can best be accomplished through an early combined focus on things like vehicle orientation, training, target hazards & district orientation, SOPs, rolling procedures, etc.
Administration & Finance	Eliminate one (1) of the two (2) Fire Chief positions, coincident with his planned retirement
Administration & Finance	Transition the two (2) part-time administrative employees to one (1) full-time position (hopefully, one of the current part-time employees can become that full-time person)

<u>Working Group Assignment</u>	<u>Recommendation</u>
Administrative & Finance	The identified roof and HVAC repairs to the Hazardville station should be completed soon, and longer-term will need a complete renovation to fit the use model of the consolidated fire district
Administrative & Finance	Continue to contract with the Town of Enfield IT Department for computer hardware and software support.
Administrative & Finance	Throughout each Phase of the consolidation process, town and district growth and development plans should be monitored and both their revenue generation and cost of servicing should be estimated. That information should be used to update the post consolidation financial projections.
Administrative & Finance	Grants such as the Assistance to Firefighters Grant (AFG) should be pursued, which might offset some or a substantial part of the Hazardville fire station renovation, thus allowing tax rates to be maintained or increased only slightly.
Administration & Finance	During Consolidation Phase III determine if Shaker Pines station weekday firefighter positions need to be converted to 24/7 positions. If so, consider funding through a SAFER Grant.
Benefits & Contractual	If the Shaker Pines firefighters work open shifts at the Hazardville station during Phase I and II, the firefighter pay rate differential will have to be addressed
Benefits & Contractual	The differences between the collective bargaining agreements will need to be negotiated with the firefighter union membership to standardize onto one contract
Benefits & Contractual	Negotiate with union members regarding which form of medical benefit plan along with other health benefits and coverages to adopt for the combined fire district
Benefits & Contractual	Work toward consistency of paid time off, stipends, etc.

<u>Working Group Assignment</u>	<u>Recommendation</u>
Benefits & Contractual	Maintain retirement programs as currently designed and then merge after the consolidation of the fire districts, as long as there are no tax implications for the members
Fire Marshal Office/ Community Risk Reduction Division	Conduct a community risk assessment using NFPA 1730 as the basis for programs needed to reduce risk to citizens and property. This will provide guidance as to where to place FMO/CRR Division resources and how many will be needed. Fortunately, there does not seem to be a shortage of qualified individuals to conduct those activities.
Fire Marshal Office/ Community Risk Reduction Division	NFPA 1730 recommends that organizations base their programs for fire prevention inspection and code enforcement, plan review, investigation, and public education operations on a community risk assessment. While the two (2) fire districts demonstrate a commitment to fire prevention, it is hard to assess the outcomes of the programs unless there are defined metrics. While the existing programs are likely to continue there may be other areas that will yield greater return on investment of time that are not yet known. Annex B (Community Risk Assessment Guide) of NFPA 1730 will guide the districts through a community risk assessment. Annex C (Sample Staffing Exercises) of NFPA 1730 will help the districts know what outputs should be expected of existing staff.
Fire Marshal Office/ Community Risk Reduction Division	The Hazardville and Shaker Pines Fire Districts could benefit from a more formalized administrative approach to public education, fire safety inspections, and fire investigations. Given the number of certified staff and the similar duties they perform, this is a logical area for merging resources. The National Fire Protection Association 1730 Standard on Organization and Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations establishes industry standards for fire departments.

<u>Working Group Assignment</u>	<u>Recommendation</u>
Fire Marshal Office/ Community Risk Reduction Division	Utilize the certified Fire Marshals and Fire Inspector to conduct inspections during their on-duty shifts, while the other members of their shift develop the preplan for the same location/facility
Fire Marshal Office/ Community Risk Reduction Division	Appoint one Fire Marshal to head the Community Risk Reduction Division for the consolidated fire district, who will also oversee the Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations Division.
Volunteers & Cadets	Consolidate the volunteer personnel in each fire district into one force assigned to a station based on the location of their home or their temporary staff designation. Allow volunteer staff to move between stations as needed and determined by the Volunteer Fire Coordinator or command staff. Volunteer staff should attend unified training to promote a unified force.
Volunteers & Cadets	Make volunteer incentive & compensation systems the same for both districts
Volunteers & Cadets	Utilize administrative savings from district consolidation to hire a Volunteer Fire Coordinator with dual responsibilities as an EMS responder. Work hours can cover some of the peak EMS responses in the afternoons and be available for volunteer support/development in the evenings and weekends. Consider applying for a SAFER grant to initially fund this position. Effective utilization of this position to mentor volunteer firefighters might result in them feeling more engaged and increase the likelihood of volunteer retention.

<u>Working Group Assignment</u>	<u>Recommendation</u>
Volunteers & Cadets	<p>Recruit volunteer Emergency Medical Technicians from State Community College programs (Capital Community College, Asnuntuck Community College, etc.) and private training centers to work as EMS only responders. These EMTs would sign up for scheduled shifts and initially ride with the Volunteer Fire Coordinator. EMTs could work independently after field training program with Volunteer Fire Coordinator. Recruit EMS only responders with the hope they will transition to full firefighter duties.</p>
Volunteers & Cadets	<p>Augment career and volunteer staff with local college and university students who commit to temporary service periods from 4 to 6 years in return for free dormitory benefits in the fire station with eligibility for pay call (see Shaker Pines Pay Call Policy). These students may be recruited from area colleges and universities. Some may already have firefighter or EMS certifications; however, the fire district could send them for training the first year and then benefit for a minimum of three more years of service. Enfield's location makes it an attractive site for college students to live with its proximity to:</p> <ul style="list-style-type: none"> UCONN Springfield Technical College Springfield College Bay Path University University of Hartford Western New England University Trinity College University of Saint Joseph Goodwin College Several Community Colleges

<u>Working Group Assignment</u>	<u>Recommendation</u>
Volunteers & Cadets	Engage Capital Region Educational Cooperative (CREC) Public Safety Academy to adapt Fire Emergency Services Higher Education (FESHE) Pathways Model. College level fire and EMS course offered jointly between the high school and college. Students receive transferable college credits and are introduced to fire science. The Fire Districts should market their cadet programs aggressively to these students, coordinated by Volunteer Fire Coordinator

Appendix B - Fire District Combination Plan

Start Date **Jan 1, 2022**

Timing/Dates Are Estimates That May Change Based On Future Conditions, Decisions and/or Events

Area	Task	Phase I - Planning												Phase II - Transition												Phase III - Full Implementation												Responsibility
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	13	14	15	16	17	18	19	20	21	22	23	24	Working Group(s) Responsible For This Task
		Jan '22	Feb '22	Mar '22	Apr '22	May '22	Jun '22	Jul '22	Aug '22	Sep '22	Oct '22	Nov '22	Dec '22	Jan '23	Feb '23	Mar '23	Apr '23	May '23	Jun '23	Jul '23	Aug '23	Sep '23	Oct '23	Nov '23	Dec '23	Jan '24	Feb '24	Mar '24	Apr '24	May '24	Jun '24	Jul '24	Aug '24	Sep '24	Oct '24	Nov '24	Dec '24	
P l a n I m p l e m e n t a t i o n	P1 - Working Groups	Establish Working Groups												Develop and implement detail plans in areas of responsibility												WGs assist with transition												
		Review plan of consolidation, expand or make changes, assist with implementation in areas of responsibility																								WGs Dissolved												
	P2 - Legal Issues	Engage legal counsel & ensure no legal issues												Plan for and provide update to taxpayers at annual meeting												Prep for final district votes/get approval												Governance/Legal Admin/Finance
		Obtain approval to pursue consolidation												Continue to ensure that no legal issues have arisen and Evaluate and determine best form of legal entity the combined fire district should take												Develop documents to effect the combination of the fire districts						Implement final changes for legal entities						Governance/Legal Admin/Finance
	P3 - Merger Plan	Expand and/or modify the plan developed by consultants to cover additional details or changing circumstances												Finalize and implement the merger plan, revising as needed												Obtain Final Taxpayer Approval												All
	P4 - Expected Benefits/Savings	Develop list of benefits to be achieved from combining the districts, additional costs and any savings expected												Update the list of benefits being achieved from combining the districts												Finalize the list of the financial and other benefits												Admin/Finance
	P5 - Tax	Develop estimates to determine the potential of maintaining the current tax rates for the near term												Attempt tax rate stabilization (except for inflation and COLA) until the legal combination of the fire districts takes place												Use existing or projected Grand List to, develop proposed post-combination tax rate						Tax rate of ~4.00 mills would likely be needed to fund \$3 to \$4 million for Hazardville station						Admin/Finance Governance/Legal
	P6 - MOU/LOI	Develop a MOU or LOI on the intent to combine the 2 fire districts												Ensure that the LOI is fully agreed to by the parties												MOU/LOI converted to combination agreements, which are finalized and (hopefully) ratified												Governance/Legal
P7 - Marketing Plan	Develop and implement initial marketing plan												Expand the marketing plan and fully implement it												*Review efficiency of marketing plan, and make any necessary changes												Governance/Legal Admin/Finance	
P8 - Integration of Personnel	It became clear that one of the most important actions that will need to take place if the consolidation is to be successful will be the cultural integration of the two (2) fire districts												Continuation of the integration of the Hazardville and Shaker Pines personnel and operations continues through the end of Phase II												It is critical that the integration continued through the end of Phase II													
C o n t r a c t s	C1 - Pay Rates	Conduct detailed analysis to compare pay rates by rank, for each district												Negotiate and implement a pay rate equalization process												Finalize the implementation of the pay rate equalization process												Admin/Finance Benefits/Contractual
	C2 - Benefits	Analyze differences and costs associated with each benefit												Negotiate and arrange to have the changes implemented in Phase III												Implement the benefits equalization changes												Admin/Finance Benefits/Contractual
	C3 - Labor Contracts	Review labor contracts in detail and begin the process of negotiating toward a single labor contract for the new consolidated fire district												After negotiating contractual differences, develop MOUs												Execute the MOUs						New contract will likely be needed for the combined fire district						Governance/Legal Admin/Finance

Area	Task	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	Working Group(s) Responsible For This Task
		Jan '22	Feb '22	Mar '22	Apr '22	May '22	Jun '22	Jul '22	Aug '22	Sep '22	Oct '22	Nov '22	Dec '22	Jan '23	Feb '23	Mar '23	Apr '23	May '23	Jun '23	Jul '23	Aug '23	Sep '23	Oct '23	Nov '23	Dec '23	
		Jan '24	Feb '24	Mar '24	Apr '24	May '24	Jun '24	Jul '24	Aug '24	Sep '24	Oct '24	Nov '24	Dec '24	Jan '25	Feb '25	Mar '25	Apr '25	May '25	Jun '25	Jul '25	Aug '25	Sep '25	Oct '25	Nov '25	Dec '25	
Deployment & Monitoring	D1 - Volunteer Fire Coordinator Position	Develop the job description for a position to supervise and mentor the volunteers and cadets					Apply for SAFER Grant		Ensure that emergency medical dispatching (EMD) is being used					Implement the SAFER funded position		Review progress and make any necessary changes to improve efficiency					Volunteers/Cadets Ops/Deployment/Staff Admin/Finance					
														Convert utility unit to an EMS response vehicle												
	D2 - FS Students for Nighttime SPFD EMS						Develop position description and requirements/expectations		Meet with area colleges to identify potential partnerships		Recruit, interview and select college students					Implement live-in plan		Evaluate the effectiveness of the college student lie-in program					Volunteers/Cadets Ops/Deployment/Staff			
	D3 - Deployment Model	Meet with town Economic Development Commission to identify expectations for growth			Implement automatic aid on all structure fire incidents							Review the impact of the changes and expended EMS response		Consider SAFER Grant to convert Shaker Pines station weekday FF positions					Ops/Deployment/Staff Admin/Finance							
		Review response times, evaluate and make modifications to the deployment model					Compare planned deployment to NFPA 1710 and NIST					Review the impact of the combined rolling procedures and SOPs										Ops/Deployment/Staff				
	D4 - ISO Reviews	ISO reviews conducted for both fire districts, then develop a proforma					Plan and implement any needed changes resulting from the proforma ISO review										Plan and implement any needed changes resulting from the proforma ISO review					Ops/Deployment/Staff				
D5 - Rolling Procedures	Develop a set of rolling procedures to be used by the combined fire district					Implement revised rolling procedures										Review rolling procedures for any necessary changes					Ops/Deployment/Staff					
D6 - SOPs	Develop combined SOPs for the combined fire district										Implement revised SOPs					Review SOPs during final consolidation implementation for any necessary changes					Ops/Deployment/Staff					
Staffing	S1 - Organization	Finalize transitional and post consolidation org charts			Interim organization/org chart implemented					Final organization/org chart implemented					Governance/Legal Admin/Finance Benefits/Contractual FMO/CRR											
	S2 - Interim Fire Chief	Develop job description and appoint an Interim Fire Chief					Recruit for and hire the permanent Fire Chief					Transition from Interim to post-transition Fire Chief, if necessary					Governance/Legal Admin/Finance									
	S3 - Admin Staffing	Determine and implement cost sharing agreement			Develop the job description for a full-time admin position		Transition from 2 PT positions to 1 FT administrative position										Admin/Finance Benefits/Contractual									
	S4 - Vacancy & Coverage											If or when any HFD career FF positions open up, the SPFD FFs would have priority in the hiring process										Ops/Deployment/Staff Benefits/Contractual				
	S5 - Station Captains						Negotiate Station Captain Position					Interview and Promote Station Captains					Benefits/Contractual Ops/Deployment/Staff									
	S6 - Fire Chief						Develop job description for the post-transition Fire Chief					Recruit & hire post-transition Fire Chief					Governance/Legal Admin/Finance									
Volunteers	V1 - Volunteers & Cadets	Assign a company officer responsibility for their mgmt and training of volunteers			Combine volunteers/cadets for training, etc.							Transition responsibility for volunteer recruiting, retention and day-to-day management to volunteer coordinator					Volunteers/Cadets Ops/Deployment/Staff Benefits/Contractual									
	V2 - Volunteer Compensation	Analyze differences between the vol incentive & comp for both districts					Make vol incentive & comp systems the same										Volunteers/Cadets Admin/Finance									
FMO	FM1 - FMO Deployment Model	Conduct NFPA 1730 Risk Assessment (internally)			Develop a list of all properties in each district that should be inspected, summarize inspections completed in the past 3 years and compare the lists		Develop a plan to address the highest risk areas/properties					Develop combined approach for fire investigations		Implement and evaluate the effectiveness of the risk-based approach and make necessary changes					FMO/CRR Governance/Legal Benefits/Contractual							
	FM2 - Combine FMO Operations											Develop a plan to combine the FMOs – physically & operationally					Finalize changes to FMO, including 1 FM and a dedicated office					FMO/CRR Governance/Legal Benefits/Contractual				
	FM3 - Inspection Process						Investigate having on-duty fire companies/DFMs conduct inspections										If feasible, implement the system of on-duty companies conducting inspections and preplanning					FMO/CRR Governance/Legal Benefits/Contractual				

Area	Task	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	Working Group(s) Responsible For This Task												
		Jan '22	Feb '22	Mar '22	Apr '22	May '22	Jun '22	Jul '22	Aug '22	Sep '22	Oct '22	Nov '22	Dec '22	Jan '23	Feb '23	Mar '23	Apr '23	May '23	Jun '23	Jul '23	Aug '23	Sep '23	Oct '23	Nov '23	Dec '23		Jan '24	Feb '24	Mar '24	Apr '24	May '24	Jun '24	Jul '24	Aug '24	Sep '24	Oct '24	Nov '24	Dec '24
A & P C a p a r a i t u a l	Cap1 - Apparatus, Vehicles and Capital								Revise/refine the 5 Year Capital Plan				Commence implementation of the 5 Year Capital Plan						Finalize implementation of the 5 Year Capital Plan						Governance/Legal Admin/Finance Ops/Development/Staff													
	Cap2 - Facilities - Shaker Pines	Complete SPFD construction																																				Admin/Finance
	Cap3 – Facilities - Hazardville							Replace HVAC system and new roof for the HFD station																														Admin/Finance
	Cap4 - Apparatus & Vehicle Replacement					If possible, begin an apparatus reserve fund				Initiate process to replace 2001 ladder truck with quint												Evaluate the facility needs of the combined fire district and develop a renovation plan for the HFD station												Implement the facilities plan for renovation of the Hazardville station			Admin/Finance Ops/Deployment/Staff Volunteers/Cadets	
F i n a n c i e &	F&A1 - Chart of Accounts		Develop Common Chart of Accounts											Implement common Chart of Accounts for Budget and reporting purposes																								Admin/Finance
	F&A2 - LT Planning	Consultant report and combination plan serve as initial strategy and planning document																										Strategic Plan developed to plot plan for next 3 to 5 years				All						
	F&A3 – IT & Software			Continue arrangement with Town of Enfield IT Dept.																																		Admin/Finance
				Complete transition to new RMS/NFIRS software																	Implement computers in apparatus and staff vehicles, including AVL & GPS																	
F&A4 - Fire Commission																Identify what the composition of the combined Board of Fire Commissioners will be											Candidates identified and elected to the combined BoFC			New BoFC takes over								Governance/Legal