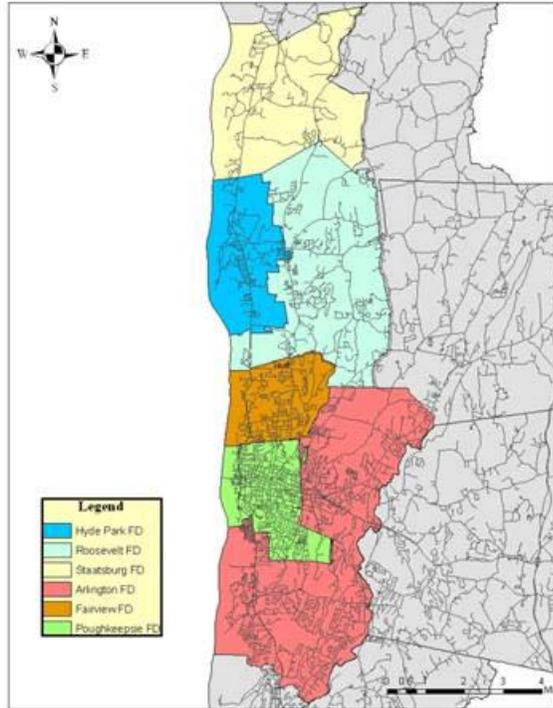


Fairview Fire District (Dutchess County) Consolidation and Efficiency Study



This study was funded by New York State Department of State



Local Government Efficiency Grant, Contract No. T-098804

Pace University



**Edwin G. Michaelian Institute
for Public Policy and Management
June 21, 2012**

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Commissioned by



Fairview Fire District Board of Fire Commissioners

Conducted by



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Introduction

This study was funded by a Local Government Efficiency Grant awarded by the New York State Department of State, Contract No. T-098804.

The purpose of this study is to explore the feasibility of enhancing cooperation or of consolidating the services provided by the Fairview Fire District in Dutchess County with one or more of the following: the Arlington Fire District, the Hyde Park Fire District, the City of Poughkeepsie (Fire Department), the Roosevelt Fire District and the Staatsburg Fire District.

It is important to note that **this study is a *feasibility study*, not a *planning or implementation study***. This study provides the Board of Fire Commissioners and the public an opportunity to evaluate the Fairview Fire District's property, services and obligations to determine if a consolidation with one or more contiguous and non-contiguous fire districts (and/or the City of Poughkeepsie) is *feasible* and in the best interest of the District and its residents and taxpayers. This feasibility study provides the Board of Fire Commissioners and the public with a comprehensive understanding of the current services and responsibilities of the District.

Should the Board of Fire Commissioners and the public decide that a consolidation is feasible; the next step in the process would be an *implementation study*, which would include the necessary information and plan for *consolidation or functional consolidation*. A consolidation involves the re-organization of one or more local government entities, in this case the fire districts and/or the City of Poughkeepsie. The complexity of a re-organization implementation is often dependent on the complexity of the entities and the consolidation agreement and/or dissolution plan. A functional consolidation is when a local government entity completely provides a service or function for one or more other local government entities that will no longer engage in

that service or function. If it is determined that full re-organization is not in the best interest of the Fairview Fire District, the Board of Fire Commissioners may consider a functional consolidation of certain services with one or more of the other fire districts and/or the City of Poughkeepsie.

The Edwin G. Michaelian Institute for Public Policy & Management (“Michaelian Institute”) was retained by the Board of Fire Commissioners of the Fairview Fire District to examine the operational and logistical, financial and legal dimensions of the possibility of creating one consolidated district among participating communities, and to determine what, if any, cost and/or service sharing opportunities may exist that would result in increased effectiveness and/or efficiencies in the event that consolidation was not accepted as an option.

The Board of Fire Commissioners desires to improve the cost-effectiveness of fire services in the district and is seeking an objective assessment of the issues associated with consolidation and enhanced sharing of services.

Fire Protection Areas Studied

Fire prevention and suppression services contiguous and non-contiguous to the Fairview Fire District include Arlington Fire District, Hyde Park Fire District, City of Poughkeepsie Fire Department, Roosevelt Fire District and Staatsburg Fire District.

Square mileages of the fire service areas, as provided by Dutchess County, are as follows: Arlington Fire District – 21.7; Fairview Fire District – 5.0; Hyde Park Fire District – 6.7; City of Poughkeepsie – 5.7; Roosevelt Fire District – 15.9 and Staatsburg Fire District – 12.6. It should be noted that the square mileage as provided by Dutchess County may be different from the square mileage reported by individual districts or departments. This is not an uncommon occurrence in mapping.

The potential operational consolidations have been separated into options including the Fairview Fire District and those that are south of the District, and the Fairview Fire District and those north of the District. This does not mean that consolidation is the only option, nor does it mean that the options presented are the only ones that could be considered. The consolidation scenarios presented were selected because of the career and/or volunteer staffing opportunities and the availability or unavailability of hydrant service.

Arlington Fire District

The Arlington Fire District is located in the Town of Poughkeepsie, operating out of four fire stations staffed with 78 career and 85 volunteer members. The District also provides advanced life support (ALS) with career firefighters/paramedics. Arlington operates seven frontline engines, two ladders, one rescue, three BLS ambulances and three ALS “fly cars”. The Arlington Fire District borders on Fairview Fire District’s south and eastern borders. Staffing is the major challenge faced by the Arlington Fire District, and is exacerbated by the cross staffing of fire apparatus and ambulances.

Hyde Park Fire District

The Hyde Park Fire District is located in the town of Hyde Park. According to the District’s website, it is staffed with 29 volunteer members operating out of one fire station. The Hyde Park Fire District operates one engine, one rescue pumper, one ladder and one brush truck. The Hyde Park Fire District is less than one mile north of Fairview Fire District’s northern border along the Hudson River. A narrow section of Roosevelt Fire District is between the Hyde Park Fire District and the Fairview Fire District, indicating that the Hyde Park Fire District is not contiguous to the Fairview Fire District. This strip of Roosevelt Fire District property does not appear in some maps in circulation. This is most likely due to the fact such maps are displaying the

boundaries of the former Hyde Park Fire *and Water* District, which at the time of its existence was contiguous to the Fairview Fire District. When the district split into two separate districts (the Hyde Park Fire District and the Hyde Park Water District), the boundaries of the two districts were not coterminous.

The District has nationally significant historic properties to protect: President Franklin Delano Roosevelt's home and the Vanderbilt Mansion National Historic Site. Both sites have a large life hazard along with the many motels and restaurants that support these sites. These properties present a significant life safety and property conservation challenge.

City of Poughkeepsie Fire Department

The City of Poughkeepsie Fire Department is staffed by 64 career firefighters protecting an area of 5.7 square miles and operating out of three fire stations with ten on-duty firefighters, one lieutenant and one captain. The department operates three engines, two ladders, one rescue vehicle and one fire/rescue boat. The City of Poughkeepsie is on Fairview Fire District's southwestern border. The two major challenges facing the Poughkeepsie Fire Department are staffing and a high fire load.

Roosevelt Fire District

The Roosevelt Fire District protects approximately 16 square miles in the Town of Hyde Park, operating with 108 volunteer members out of three fire stations. The District operates six pumpers, one ladder, one rescue, one air unit and one ambulance. The Roosevelt Fire District is on Fairview Fire District's northeastern border. The biggest challenge faced by the Roosevelt Fire District is staffing (particularly daytime), and it does not have a fleet designed for rural water supply and attack, using a system that relies on the entire fleet of engines responding at the outset of a fire call. This

system rarely passes the ISO flow test, unless staffing and training is very good and water sources are exceptional.

Located in the district is the Culinary Institute of America, a nationally significant facility with and very large life hazard. This property presents a significant life safety and property challenge, as it is located in the far southwest corner of the District, and the local road network requires personnel and equipment to leave the District when responding to calls from the facility.

Staatsburg Fire District

The Staatsburg Fire District is located in the town of Hyde Park along the Hudson River, bordering the Hyde Park and Roosevelt Fire Districts. It is the northernmost district included in this study, and is comprised of the Dinsmore Hose Company No. 1 and Staatsburg Engine Company No. 2, each of which operate out of their own fire stations. Dinsmore operates two engines, one rescue and one brush unit. Staatsburg operates two engines. Both companies are staffed with volunteers. Staffing is the most significant challenge faced by the Staatsburg Fire District. While the District has a fleet designed for semi-hydranted areas, the fleet is not configured for rural water supply and attack. This is not uncommon for a fire service that covers this type of service area.

Budgets and Financial Information

It is important to note that in terms of budgeting, accounting and financial reporting, a fire district is a single-purpose government where the entire costs of operating and maintaining the district, including long-term capital and debt costs, must be accounted for and supported through property taxes and other revenues. Conversely, the City of Poughkeepsie is a general-purpose municipal government that provides a variety of services other than fire prevention and suppression, and some of these costs are accounted for in other areas of the city budget. As such, the costs for the City of Poughkeepsie fire department as presented in this report may not be the complete cost of operating and maintaining that department. Amounts presented in this

report are based on adopted 2012 budgets, and for the City of Poughkeepsie, the amounts presented in the city's 2012 adopted budget along with projections for certain items based on reasonable estimates.

Real Property Assessed Valuations

Information concerning 2011 real property assessments was provided by the Dutchess County Real Property Tax Service Agency. The City of Poughkeepsie and the Town of Poughkeepsie have a New York State equalization rate of 100% and the Town of Hyde Park has a New York State equalization rate of 54%. Essentially, the estimated market value of a property should approximate the total assessed value for that property as determined by the town or city assessor divided by the equalization rate. More information concerning real property assessed valuations and the equalization rate can be obtained from the New York State Office of Real Property Services (ORPS) at <http://www.orps.state.ny.us/>.

Tax Exempt Properties

A particular interest is the impact of tax exempt properties as found in the Fairview Fire District when compared to the other districts included in this study. Essentially, tax exempt properties do not help fund the cost of services provided by fire districts, and the Fairview Fire District has a comparatively high percentage of tax exempt properties when compared with the other districts.

When adjusted for the New York State equalization rate, almost 52% of the properties in the Fairview Fire District are tax exempt. The following chart summarizes the equalized total assessed valuation, tax exempt assessed valuation and percentage of tax exempt properties to total assessed valuation.

Fire Service Area	Total Assessed Value	Tax Exempt Assessed Value	Tax Exempt Percentage
Arlington Fire District	\$3.8 billion	\$640 million	16.9%
Fairview Fire District	\$1 billion	\$534 million	51.7%
Hyde Park Fire District	\$570 million	\$150 million	26.4%
City of Poughkeepsie	\$2.7 billion	\$707 million	26.6%
Roosevelt Fire District	\$969 million	\$174 million	17.9%
Staatsburg Fire District	\$372 million	\$83 million	22.3%
Total	\$9.4 billion	\$2.3 billion	24.3%

Response Time Mapping

The response times presented in this report are the theoretical “drive times”, calculated using ESRI’s Arcview 9.3 with Network Analysis, a Geographic Information System (GIS) program. The road network was obtained from the New York State GIS Clearinghouse after the Director of Dutchess County GIS suggested that the State data was more accurate. Dutchess County GIS provided the fire district boundaries and the fire station location coordinates. The road network is made up of road segments. Generally each segment runs from one intersection to the next. Each segment has a speed limit assigned to it and a direction of travel (one way or two way) and each intersection has speed assigned based on right of way and control (stop sign or traffic light).

The assumption for mapping is that these drive times are strictly from the station, as if all personnel were present and awake when the call was received.

National Fire Protection Association Standard 1710, *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments* (NFPA 1710) defines response time as alarm time(s), turnout time and travel time:

- 1) Alarm time is the time from when 9-1-1 is contacted, until the fire station and/or emergency responders are notified of the call. There are a number of

subcategories that break down the different components of the dispatch center functions.

- 2) Turnout time is the time interval between the notification of emergency response facilities (or individual members if not in the fire house) and emergency response units (fire apparatus and/or ambulances) by an audible alarm and/or visual annunciation and the beginning point of travel time. It includes the time to get to the apparatus (including driving to the fire station if applicable), dressing time, opening station doors, getting in the apparatus and checking to ensure all members are wearing seat belts. It also includes clearing the station and closing the station doors.
- 3) Travel time (drive time) is the time interval that begins when a unit is en route to the emergency incident, and ends when the unit arrives at the scene.

For purposes of this study we are not considering the alarm times. With the exception of the City of Poughkeepsie, all of the departments are dispatched by the Dutchess County Department of Emergency Response. Thus, alarm times for the various fire departments should be the same or very similar. Turnout times were not studied, but the basic concepts will be discussed, as they are critical to the overall response. The mapping included in this section is based on the GIS drive times, as they are measurable and repeatable, even though individual actual drive times may vary due to road conditions, weather, traffic and other factors. They also are excellent for comparison from one section of a community to another and one department to another. This makes them a critical tool in evaluating station locations and equipment placement.

The major factor not addressed in travel times is traffic. Daytime traffic will slow the response, but at night as the traffic level drops off, responses can speed up and exceed the listed speeds for some road segments.

The most significant factor affecting turnout time is the starting point for response. A responder who is awake and “on-duty” (or in the station) needs only to move to the apparatus. A responder who is sleeping when the call comes in will require time to wake up and dress. A responder “on-call” (or not at the fire station) will require additional time to travel to the fire station. There are other factors that would require additional time, such as clearing a vehicle of snow in the winter.

Career and combination departments utilizing “off-duty” career members for backfill or augmenting the “on-duty” staff often experience the same additional delay that all-volunteer departments do with “on-call” volunteer responders.

Some volunteers or off duty career members may respond directly to the incident location instead of the fire station. While this may get members to the incident faster, the additional private vehicles close to the scene can create additional hazards, reduce accountability and complicates the organization of effective emergency operations.

Again, the assumption for mapping is that these drive times are strictly from the station, as if all personnel were present and awake when the call was received.

Insurance Services Office (ISO) Public Protection Classification (PPC)

History

The history of the Insurance Services Office (ISO) dates back to 1889 when the National Board of Fire Underwriters (NBFU) expanded their practice of basing insurance rates solely on the risks of a business to include improved fire prevention and suppression. ISO’s rating system is the oldest fire service standard, established shortly after the Great Baltimore Conflagration of 1904¹. The NBFU created a formalized grading schedule for municipal fire protection in 1916 and consolidated this grading

¹ Diamantes, David (2011). Principles of Fire Prevention, 2nd Ed. Clifton Park, NJ: Delmar, Cengage Learning.

system under one organization in 1971 with the formation of the ISO². It has been periodically updated to reflect changes in technology, construction and the fire service.

The ISO is an advisory and rating organization for the property and casualty insurance industry to provide statistical and actuarial services, to develop insurance programs, and to assist insurance companies in meeting state regulatory requirements. The ISO became a member of the Verisk Analytics family of companies in October 2009³.

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. It should be noted that life safety issues are not addressed by the ISO. Life and safety issues are addressed in NFPA standards 1710 and 1720.

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.⁴ The ISO then assigns a PPC from 1 to 10, where Class 1 generally represents superior property fire protection,

² O'Connell, Thomas J. (1998). *An Evaluation of Fire Service Accreditation and ISO Grading Processes as Organizational Service Quality Tools*, an applied research project submitted to the National Fire Academy as part of the Executive Fire Officer Program. Retrieved March 2012 from <http://www.usfa.fema.gov/pdf/efop/efo29047.pdf>.

³ *Verisk Analytics 2010 Annual Report*, page 65. Retrieved March 2012 from <http://investor.verisk.com/phoenix.zhtml?c=224676&p=irol-financial>.

⁴ ISO PPC ISO's Public Protection Classification Program. Retrieved March 2012 from <http://www.isomitigation.com/ppc/0000/ppc0001.html>.

and Class 10 indicates that the area's fire suppression program is below ISO's minimum criteria. A Class 9 is automatically issued to a fire service area that does not have a municipal water supply system (hydrants), and a Class 10 is issued to fire service areas that are beyond five miles from a fire station, regardless of the department's rating.

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.

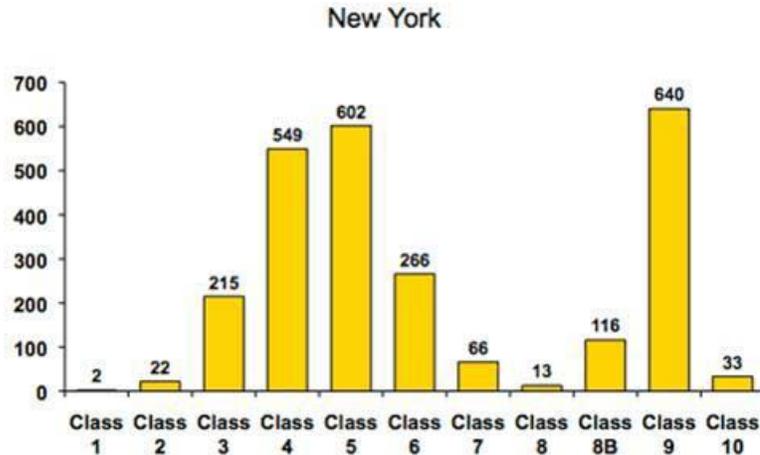
ISO Evaluation Categories



Of almost 46,000 fire districts evaluated under the PPC program, some 14,000 (30%) have achieved only a Class 9 rating – the lowest recognized protection. More than 1,300 (3%) have a Class 10 rating – no recognized protection, and only 43 communities are rated as PPC Class 1.⁵

For private residential properties, New York State is one of only three states that uses its own grouping of PPC numbers, with Class 1 through Class 3 a residential Class A; Class 4 through Class 6 a residential Class B and Class 7 through Class 10 a residential Class C. Thus, residential property in New York State improving from a Class 3 to a Class 2 may not result in residential fire insurance savings, as both would fall within residential Class A. The ISO prefers that such groupings be eliminated and that New York and other states follow the national ISO standard. ISO PPC ratings in New York State are as follows:

⁵ ISO Properties Inc. (2004). *Effective Fire Protection – A National Concern*, page 4.



Excluding the Hyde Park Fire District, the majority of the Town of Hyde Park does not have a hydrant system, and is therefore rated Class 9. This affects about 40% of the Fairview Fire District. However, a PPC rating of Class 9 has been successfully challenged by a number of fire departments who lack municipal water systems. The ISO offers communities an opportunity to improve their rating by proving that they can successfully attack fires in non-hydrant areas. The most effective demonstrations of such ability result in a PPC change from Class 9 to Class 4. Currently, the departments in this study do not have the appropriate systems or equipment to allow for the ISO testing necessary to seek a more beneficial PPC. Improving a PPC rating will lead to reduced fire insurance premiums while improving the fire protection of the communities served and the safety of those providing fire services.

A Class 8B is a rating issued only to residential properties. The addition of 3,000 gallons of water in a tanker or engine that automatically responds to every call in a Class 9 area would receive a Class 8B rating. The Fairview Fire District has an automatic aid agreement with the Pleasant Valley Fire District, which is located northeast of the Fairview Fire District. Under this arrangement, the Pleasant Valley Fire District

automatically dispatches a 3,300 gallon tanker to all fire calls in the Fairview Fire District's non-hydrant areas.

Split ratings are issued when municipal water service is provided to only some area(s) of a community, as is the case with the Fairview Fire District. In such cases, the area(s) not being supplied with municipal water service are issued a Class 9 rating, and the area(s) being supplied with water receive a PPC rating based on all of the performance factors in the rating system.

A PPC rating is performed like an open book test and the score determines the rating. The ratings of the five districts and one fire department included in this study range from Class 4 to Class 9. The ISO standard is only concerned with limiting property damage and does not concern itself with life safety. However, studies have indicated that departments with better PPC ratings have reduced death and injury rates of both fire service personnel and civilians.

The ISO requires all insured properties to be within a range of five driving miles of the closest engine company to receive fire protection credit, and strongly recommends a range of 1.5 driving miles of the closest engine company and 2.5 driving miles of the closest ladder or service company. These calculations are made by driving outward from each fire station for a maximum of 1.5 or 2.5 miles without going the wrong way on any one-way street.

ISO maps presented in this report indicate the driving distances from engine and/or ladder companies. The red circles with horizontal line indicate the location of firehouses and the light blue dots indicate the location of ladder companies. The shaded areas outlined in red cover the roads that can be driven within 1.5 miles by engines and within 2.5 miles by ladders. The surrounding road network shows all areas beyond those driving distances. Some of the areas not covered by the shading are due to a lack of roads. If no roads are visible it is undeveloped land.

ISO has announced that in its next revision it will automatically make any fire department/district a PPC 9 if it does not meet the six responder minimum on all fire calls. Their reasoning is that with fewer responders it is illegal for firefighters to enter a structure fire (the Immediately Dangerous to Life & Health Atmosphere standard), and the inability to enter a structure will result in total property damage.

ISO Rating Criterion 1997 vs. 2012

FSRS Features	1997 Earned Credit	Credit Available	1997 ISO Rating	2012 Earned Credit	2012 ISO Rating
Receiving & Handling Alarms ^{6,7}	8.03 (80.03%)	10	Class 2	8.70 (87%)	Class 2
Fire Department	31.55 (63.1%)	50	Class 4 ⁸	33.79 (67.58%)	Class 4 ⁹
Water Supply	35.99 (89.97%)	40	Class 2	29.72 (74.3%)	Class 3
Divergence	-5.38	FD Worst than Water	n/a	-1.34	n/a
Total	70.19	100	Class 3 ^{10/9}	70.87	Class 3 ^{11/9}

Personnel	1997 Earned Credit	Credit Available	2012 Earned Credit
ISO recognizes an average of 3 on-duty firefighters and 3.5 volunteers on average response in 2008.	4.47	15	5.09
Training	1997 Earned Credit	Credit Available	2012 Earned Credit
Multi Company Drills (12hrs/yr)	0.80	1	0.87
Company Training	9.50	25	16.25
Officer Training	9.34	15	15
Driver & Operator Training	Not listed	2	1

⁶ 1997 Dispatch Circuits and Generator testing 4.35 of 5, Credit for Operators 1.98 of 3 (1.7 additional dispatchers needed) and Phone Listings 1.7 of 2.

⁷ 2012 Dispatch Circuits and Generator testing 3.9 of 5, Credit for Operators 3 of 3 and Phone Listings 1.8 of 2.

⁸ 63.1% (1997) on an open book test – FD Score.

⁹ 67.58% (2012) on an open book test – FD Score.

¹⁰ 70.19% on an open book test – City Score.

¹¹ 70.19% on an open book test – City Score.

New Driver & Operator Training	Not Listed	2	2
Hazmat Training	0.17	1	0.67
New Recruit Training	3.84	5	3.76
Pre-Fire Planning	0.24	15	0.36
Total	5.31	9	5.30

Full credit for facilities (minus pump & hydrant cutaways), but only 24% credit for use of them; 0.0 point reduction for poor record keeping; full credit for facilities, but only 65% credit for use of them.

	1997 Earned Credit	Credit Available	2012 Earned Credit
Engine Companies	8.09 ¹²	10	9.39 ¹³
Reserve Pumpers	0.40 ¹⁴	1	0.61 ¹⁵
Pumper Capacity	5.00	5	5.00
Ladder Companies	4.80 ¹⁶	5	4.72 ¹⁷
Reserve Ladder	0.03 ¹⁸	1	0.18 ¹⁹
Distribution	3.45 ²⁰	4	3.50 ²¹
Personnel	4.47 ²²	15	5.09 ²³
Training	5.31	9	5.30
Total	31.55	50	33.79

¹² Deduction for insufficient equipment & no annual pump tests

¹³ Deduction for insufficient equipment & no annual pump tests

¹⁴ No reserve pumper, partial credit for quint, but insufficient equipment & no annual pump tests

¹⁵ No reserve pumper, partial credit for quint, but insufficient equipment & no annual pump tests

¹⁶ Deduction for insufficient equipment & no annual ladder tests

¹⁷ Deduction for insufficient equipment & no annual ladder tests

¹⁸ No reserve ladder

¹⁹ No reserve ladder

²⁰ Coverage based on 1.5 mile engine response & 2.5 mile ladder response to hydrant section of district.

²¹ Coverage based on 1.5 mile engine response & 2.5 mile ladder response to hydrant section of district.

²² Additional on-duty staff = 0.83, for recall = 0.27

²³ Additional on-duty staff = 0.83, for recall = 0.27

Of the 268 hydrants, no points were deducted for the following: no hydrant operated opposite the majority, none had different size operating nuts from the majority and none had different size threads from the majority. Hydrant inspections and maintenance received 1.17 out of 3.0.

The ISO Public Protection Classification (PPC) ratings for the fire service areas included in this study are as follows:

- The Arlington Fire District is rated PPC 3
- The Fairview Fire District is dual rated with PPC 3 for areas covered by fire hydrants and PPC 9 for non-hydrant areas
- The Hyde Park Fire District is rated PPC 4
- The City of Poughkeepsie is rated PPC 3
- The Roosevelt Fire District is predominantly rated PPC 8B (residential) with a small portion covered by the hydrants rated a PPC4
- The Staatsburg Fire District is dual rated with PPC 6 in a small section near the Hyde Park Water District and PPC 9 in all other areas of the District

Impact of PPC Rating on Fire Insurance Premiums

The following four components add up to the total cost of fire protection: 1) the water supply, 2) the fire department, 3) building construction and code enforcement, and 4) fire insurance. Following are some examples of how increasing the spending in one category result in savings in another category that may more than offset the increased spending:

Example #1:

Adding automatic fire sprinklers to a single family dwelling will result in a decrease in the fire insurance premium. Generally the savings equal the sprinkler cost after seven years, otherwise known as a seven year “payback period.” If the owner occupies the structure for 30 years (most first time homeowners assume a 30 year mortgage), the owner will continue to save on fire insurance premiums for 23 years beyond the payback period.

Example #2:

Improving the fire department may cost millions, but community-wide the savings on insurance premiums often offsets the costs of improving the fire department.

Example #3:

Failing to maintain the water supply at the American Water Works Institute (AWWI) standards may save the cost of hiring an inspector, but it can decrease the ISO PPC rating, resulting in significantly higher fire insurance premiums community-wide.

A major question often asked is, "How much is the cost of fire insurance affected by a change in ISO PPC rating?" The ISO itself does not provide such information and will refer those asking to insurance agents. Information from insurance consultants, brokers and agents is non-specific, as the ISO PPC rating is just one of many factors considered in the development of a fire insurance premium quote. However, there appears to be some consistency in the information received that a five-step change in ISO PPC (for instance, from an 8 to a 3) would generate at least a 20% to 25% reduction in premium. A document published by the IAFF Local L-0955 of Uniontown, Pennsylvania entitled *What Every Property Owner Needs to Know About Their Fire Insurance Rates* quotes an article concerning the ISO rating change in the City of Hahira, Georgia as follows: "A home value of \$200,000 will reduce the estimated annual premium from \$1,124 under the ISO Class 7 rating to \$868 with a Class 4 rating." This three-step rating change would represent a 23% reduction in annual fire insurance costs for such a home.

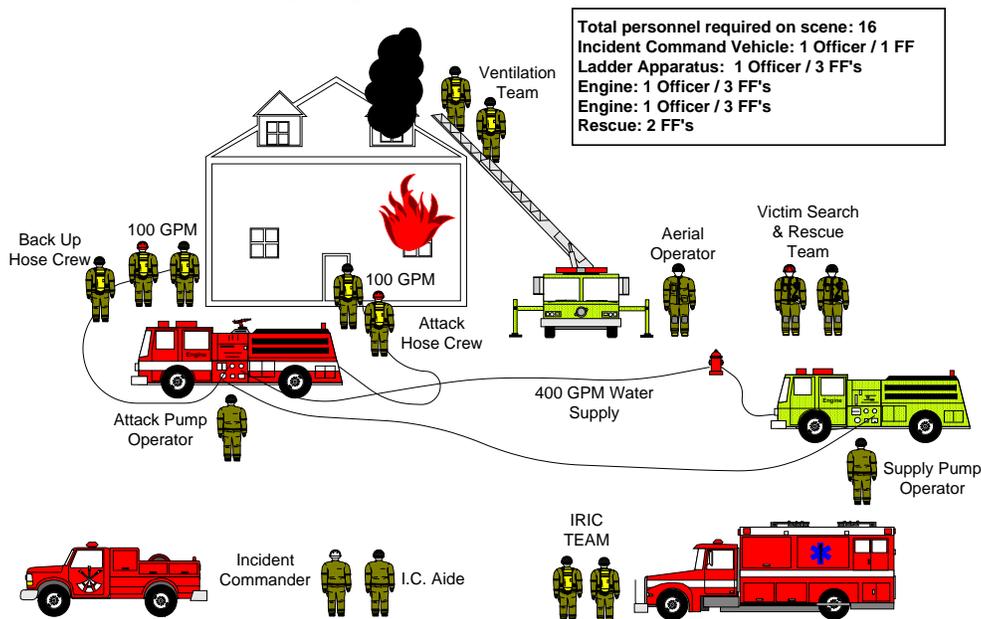
Fire Service Staffing

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.

National Fire Protection Association (NFPA) Standard 1710 requires a minimum of 16 firefighters (including officers) respond to a fire in a structure that is smaller than most of the structures that exist in the study area. A graphic and description of NFPA 1710 staffing requirements is shown below. 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.

5.2.4.2.1 Initial Full Alarm Assignment Capability Deployed Within 8 Minutes



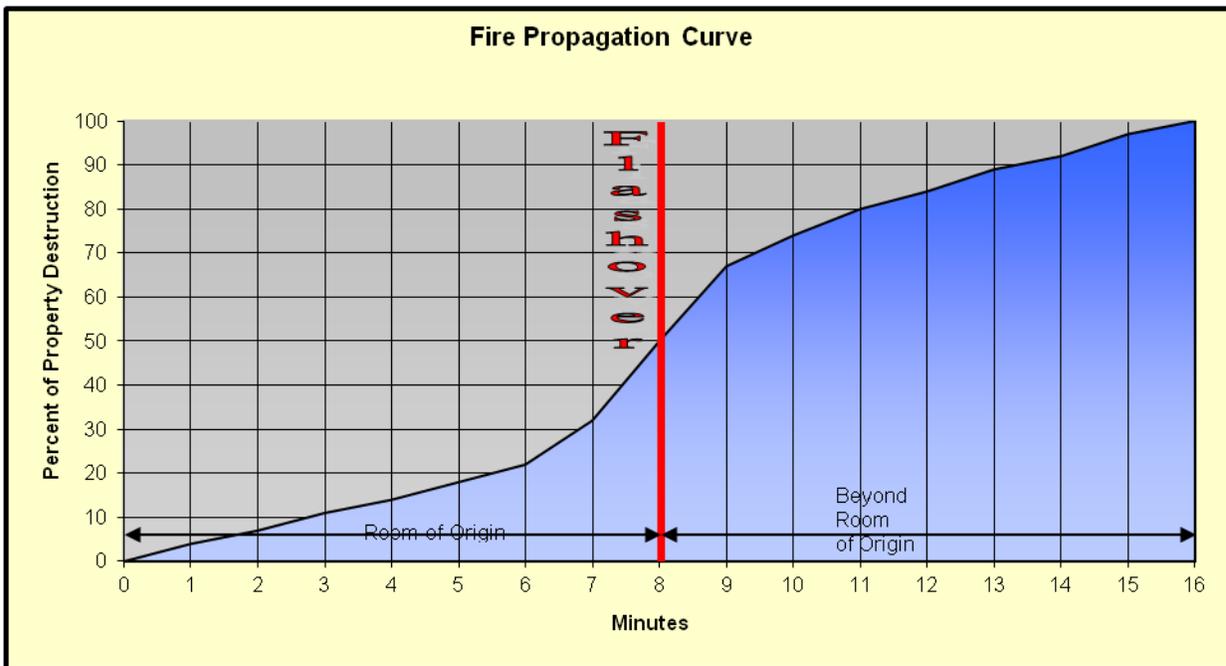
a.	Incident Commander*	1 ff	e.	SAR Team	2 ff	
b.	Pump Operator	1 ff	f.	Vent Team	2 ff	
c.	Attack & Backup Lines	4 ff	g.	Aerial Operator	1 ff	
d.	Line Support/Hydrant etc.	2 ff	h.	IRIC Team (2in/2out team)	2 ff	
* (5.2.2.2.5) IC shall have an aid assigned & is not counted in the above numbers					Total	16 ff's

Note: The above staffing is based on a structure fire in a typical 2,000 square foot, two story; single-family occupancy without a basement and with no exposures. (NFPA 1710 A.5.2.4.2.2). This is smaller than most structures in the Fairview Fire District.

NFPA 1710 Excerpts

5.2.2.2.1* The fire department shall identify minimum company staffing levels as necessary to meet the deployment criteria required in 5.2.4 to ensure that a sufficient number of members are assigned, on duty, and available to safely and effectively respond with each company.

FIGURE A.5.2.2.2.1 Fire Propagation Curve



A.5.2.2.2.1 An early aggressive and offensive primary interior attack on a working fire, where feasible, is usually the most effective strategy to reduce loss of lives and property damage. In Figure A.5.2.2.2.1 the line represents a rate of fire propagation, which combines temperature rise and time. It roughly corresponds to the percentage of property destruction. At approximately 10 minutes into the fire sequence, the hypothetical room of origin flashes over. Extension outside the room

begins at this point. Consequently, given that the progression of a structural fire to the point of flashover (i.e., the very rapid spreading of the fire due to superheating of room contents and other combustibles) generally occurs in less than 10 minutes, two of the most important elements in limiting fire spread are the quick arrival of sufficient numbers of personnel and equipment to attack and extinguish the fire as close to the point of its origin as possible. For more information, refer to *Fire Service Today*, “Reduced Staffing: At What Cost,” and NIST, “Hazard I Fire Hazard Assessment Method.” Also, refer to National Fire Academy, “Fire Risk Analysis: A Systems Approach,” and Office of the Ontario Fire Marshal, *Shaping the Future of Fire Ground Staffing and Delivery Systems Within a Comprehensive Fire Safety Effectiveness Model*. The ability of adequate fire suppression forces to greatly influence the outcome of a structural fire is undeniable and predictable. Data generated by NFPA provides empirical data that rapid and aggressive interior attack can substantially reduce the human and property losses associated with structural fires (see Table A.5.2.2.2.1).

Table A.5.2.2.2.1(a) Fire Extension in Residential Structures 1994–1998

Extension	Rate per 1000 Fires		
	Civilian Deaths	Civilian Injuries	Dollar Loss per Fire
Confined to the room of origin	2.32	35.19	3,185
Beyond the room but confined to the floor of origin	19.68	96.86	22,720
Beyond the floor of origin	26.54	63.48	31,912

Note: Residential structures include dwellings, duplexes, manufactured homes (called mobile homes), apartments, row houses, townhouses, hotels and motels, dormitories, and barracks.

Source: *NFPA Annual Fire Experience Survey and National Fire Incident Reporting System*.

5.2.2.2.2 Each company shall be led by an officer who shall be considered a part of the company.

5.2.2.2.3* Supervisory chief officers shall be dispatched or notified to respond to

all full alarm assignments.

A.5.2.2.2.3 The assignment of specific response districts to command officers should be based on the number of companies, workload, and response distances. Department administrative procedures should indicate clearly the jurisdiction of command officers.

5.2.2.2.4 The supervisory chief officer shall ensure that the incident management system is established as required in Section 6.2.

5.2.2.2.5* Supervisory chief officers shall have staff aides deployed to them for purposes of incident management and accountability at emergency incidents.

A.5.2.2.2.5 For further information on staff aides, see 3.3.48.

5.2.3.1 Fire companies whose primary functions are to pump and deliver water and perform basic fire fighting at fires, including search and rescue, shall be known as engine companies.

5.2.3.1.1 These companies shall be staffed with a minimum of four on-duty personnel.

5.2.3.1.2 In jurisdictions with tactical hazards, high hazard occupancies, high incident frequencies, geographical restrictions, or other pertinent factors as identified by the authority having jurisdiction, these companies shall be staffed with a minimum of five or six on-duty members.

5.2.3.2 Fire companies whose primary functions are to perform the variety of services associated with truck work, such as forcible entry, ventilation, search and rescue, aerial operations for water delivery and rescue, utility control, illumination, overhaul, and salvage work shall be known as ladder or truck companies.

5.2.3.2.1 These companies shall be staffed with a minimum of four on-duty personnel.

5.2.4.1.1 The fire department's fire suppression resources shall be deployed to provide for the arrival of an engine company within a 4-minute response time and/or the initial full alarm assignment within an 8-minute response time to 90 percent of the incidents as established in Chapter 4.

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 as established in Chapter 4.

5.2.4.2.2* The initial full alarm assignment to a structural fire in a typical 2000 square foot, two-story, single-family occupancy without a basement and with no exposures (detached home).

A.5.2.4.2.2 The hazards presented by this scenario are not unusual, as all communities respond to fire incidents in this type of structure on a regular basis.

A.5.2.4.2.3 Other occupancies and structures in the community that present greater hazards should be addressed by additional fire fighter functions and additional responding personnel on the initial full alarm assignment. For further information on the classification of hazards, see *NFPA Fire Protection Handbook*, 18th edition.

5.3.3.3.2 The fire department's EMS for providing first responder with AED shall be deployed to provide for the arrival of a first responder with AED company within a 4-minute response time to 90 percent of the incidents as established in Chapter 4.

NFPA 1710 is clearly based on many previous studies of fire ground manning for both safety of responders and effectiveness of fire suppression and rescue efforts. All of these studies, including, but not limited to, Dallas, Texas; Providence, Rhode Island; Columbus, Ohio; Phoenix, Arizona; Seattle, Washington; the American Insurance Association; the Insurance Services Office; the International Fire Chiefs Association; the International Association of Fire Fighters and the International City/County Managers Association all agree that staffing levels are the key to fireground safety and survival.

The staffing proposed above provides a greater margin of safety and allows a community to justify the additional resources that are needed to meet NFPA 1710.

Emergency Medical Services (EMS)

Each of the fire districts provides EMS transport services while the City of Poughkeepsie contracts with a commercial ambulance service. In addition to basic life support (BLS) ambulance service, the Arlington Fire District provides advanced life support (ALS) paramedic service. The other districts provide BLS or an emergency medical technician (EMT), and contract with commercial ambulance services to provide ALS. Both the Hyde Park and Staatsburg fire districts have replaced their ambulance service with commercial ambulance services due to staffing shortages. More specifically, BLS and ALS are provided as follows:

- The Arlington Fire District has one BLS and two ALS ambulances and one ALS (paramedic) quick response vehicle (commonly referred to as a “fly car”). Fire and ambulance response is managed with cross staffing, meaning that firefighters/EMTs or firefighters/paramedics are assigned to fire apparatus or ambulances as needed. When an ambulance is committed to a call, the fire staffing drops or may not be available, and when there is a fire there may be no ambulances available.
- The Fairview Fire District has two BLS ambulances. The District also utilizes cross staffing, which presents the same issue of not having a fire or ambulance staff available for calls if firefighters/EMTs and/or firefighters/paramedics are already responding to a fire or EMS call.
- The Hyde Park Fire District utilizes a commercial ambulance service with no dedicated units, meaning that an ambulance will respond as available, but the

commercial service has not been contracted to dedicate at least one ambulance specifically for service in the Hyde Park Fire District.

- The City of Poughkeepsie utilizes a commercial service with no dedicated units.
- The Roosevelt Fire District has one BLS ambulance. Staffing is comprised of volunteer EMTs as available. It has been reported that daytime volunteer staffing is extremely difficult and it is common that mutual aid is needed to cover a single call when other local departments are responding to EMS calls. The issue of staffing with volunteers and depending on mutual aid to provide coverage when volunteers are not available is the primary reason why the Hyde Park Fire District and the Staatsburg Fire District discontinued volunteer ambulance services and contracted out for EMS. This appears to be a universal problem throughout New York State. For example, Volunteer Fire Departments in Nassau and Suffolk counties (Long Island) collectively hire more than 750 EMTs and paramedics to cover the volunteer ambulances.
- The Staatsburg Fire District utilizes a commercial service with no dedicated units.

Currently, fire districts in New York State are the only ambulance providers that are prohibited by state law from billing patients or insurance companies for the service. Taxpayers are therefore paying for the service that would otherwise be the responsibility of the patient, Medicare, Medicaid and/or a health insurance company. The only fire service area included in this study that can legally bill for EMS is the City of Poughkeepsie, and they contract out for those services. The Fire District Association of the State of New York has been trying without success to have state law changed. If state law was changed to allow for the billing of EMS, it would provide an opportunity for fire districts to employ dedicated EMS personnel.

There are six dedicated ambulances in the Arlington Fire District, the Fairview Fire District and the Roosevelt Fire District, and contracts for ambulances that are not dedicated in the Hyde Park Fire District, the City of Poughkeepsie and the Staatsburg Fire District.

In the communities with a dedicated ambulance, a BLS or ALS ambulance is physically stationed in a fire station. However, EMTs may or may not be available to respond as they may be committed to fire service events.

In communities where there is no dedicated ambulance, the ambulance itself may not be available at any given time, as the service is basically a contract with a commercial ambulance provider that has agreed to send one or more ambulance(s) as available. Under this arrangement, the community does not pay or guarantee payment for the service, and the commercial ambulance service bills and collects payment from the patient and/or his/her insurance. In some communities around the state, the commercial ambulance service is paid a subsidy or guaranteed a minimum return on investment if patient and/or third party billings and/or collections fall short of a given target.

Every week in Dutchess County, instances occur when all four commercial ambulances are not available and there are extended delays waiting for a response. There are recent examples of up to an hour delay for an unconscious child in a community that borders the study area and uses the commercial services that are covering but not dedicated to the area.

All ambulance providers must get a license to operate (called a Certificate of Need or CON) in a specific county or region from the New York State Department of Health. Currently there are four commercial ambulance providers that are licensed to operate in Dutchess County: Care 1, Mobile Life, Northern Dutchess Paramedics and Transcare.

Fire and EMS services are very different in one major staffing aspect. EMS responds to life safety (people) emergencies only, while fire calls respond to both life safety and property safety (buildings, facilities and other assets such as vehicles) emergencies.

EMS calls have a predictable cycle, which varies from community to community. Larger communities (generally with populations of at least 50,000) can be mapped and staffing adjusted based on peak times. Generally, EMS is busiest during the day. Communities the size of any of those studied here are too small to make these adjustments, as they would result in delayed responses based on no available ambulances. Communities with a large number of commuters either coming in or leaving will have a large increase or a large decrease in EMS call volume during certain hours of the day. Communities with college campus dormitories tend to have a large increase in calls on Thursday nights through Sunday mornings. Communities with skilled nursing facilities (nursing homes) have a large increase in calls at the morning shift change. Some busy EMS systems move ambulances around based on call patterns and traffic conditions. Because of these variables, many communities have the ability to schedule and staff their ambulances to match call volume.

While EMS data for the Fairview Fire District can be collected and used for a variety of purposes, the size of the District both in terms of geographic coverage and population is not large enough to provide meaningful information for use in determining or developing staffing schedules based on activity.

In addition to protecting people, fire services are designed to protect properties and other major assets. Call patterns are not as predictable and fire hazards exist whether or not there is a flow of people entering or leaving a community, or occupying buildings and facilities. An uncontrolled fire in a vacant structure can endanger

occupied adjacent properties and can cause large economic losses to a community in terms of job loss or loss of tax generation.

A separate and more in-depth study specific to EMS needs and opportunities would be required to properly review and analyze the current EMS structure of the fire service areas included in this study. Data, including but not limited to call times, locations, patient complaints and how many ambulances are currently providing service would be required. However, the following EMS scenarios are offered as just two possible models, and it should be noted that there are other models available for consideration that are currently being used in other communities in New York State and nationally.

Fairview, Hyde Park Roosevelt and Staatsburg

Two BLS ambulances 24 hours a day; one BLS ambulance 12 hours a day (during peak demand times) and one ALS quick response unit or fly car could properly cover the area comprised of these four fire districts.

Fairview, Arlington and City of Poughkeepsie

Six to eight BLS ambulances, two ALS ambulances and three to four ALS fly cars would be needed to cover these three fire service areas.

If a consolidation of Fire Departments were to occur, EMS could be a component of the consolidation; remain as is, or extracted and reconfigured as one or more separate EMS consolidated districts. Options include:

- 1) Keep the existing system. This is a fragmented system that is costly to some communities, no guaranteed coverage in all communities and reduces the ability to provide sufficient EMS and/or fire protection.
- 2) Expand the existing cross trained Arlington and Fairview fire districts' units. This is a high quality, but very expensive model, particularly if the state law does not change to allow cost recovery. Without major expansion it will also continue

to reduce fire protection and safety to the public and firefighters during EMS calls.

- 3) Contract with a single commercial ambulance service that will provide service to an entire new consolidated entity. This may or may not provide better service and may or may not generate cost savings or efficiencies. Commercial services traditionally have higher turnover and the average employee experience levels are often much lower than EMS employees of a municipality, including special districts. While this will allow EMS to bill for service, the commercial services may still require a guarantee of minimum funding and/or municipal subsidy to ensure adequate coverage. This would improve fire service response, as firefighters who are also EMTs or paramedics would no longer be required to respond to EMS calls. It should be noted that both Arlington and Fairview firefighters are opposed to this option as they are very committed to this essential community service.
- 4) Create an EMS District to operate and/or contract EMS service. An EMS district cannot be formed by a fire district; it can be formed only by citizen referendum or the governing board(s) of one or more towns. EMS districts are legally authorized to bill for services. Unlike the current arrangements, this would generate revenues dedicated to EMS district operations from patients, Medicare, Medicaid and health insurance companies. The EMS district could start its own service or contract with one or more existing services. There are some legal issues that need to be considered. To begin with, the New York State Office of State Comptroller (OSC) has ruled that it is illegal for fire districts to create EMS “companies” to allow for patient billing. At the same time, an EMS district that is a legally separate and distinct entity may contract for any service, including the services of a fire district. Second, there is no clear opinion from OSC as to

whether or not the pay received by a firefighter for his/her performance of emergency medical services as part of an EMS district/fire district agreement would be creditable towards that firefighter's pension. Similarly, it is unclear as to whether or not the provisions of Section 207-a of the General Municipal Law for the "payment of salary, medical and hospital expenses of firemen with injuries or illness incurred in performance of duties" would apply to injuries or illness incurred while a firefighter was performing emergency medical services under a EMS district/fire district agreement. If EMS transport (ambulance) was removed from the Fairview Fire District, the firefighters should still respond to medical emergencies as part of a first responder program. This means that there would be minimal cost savings to the fire district, as there would be no reduction in fire personnel with the elimination of ambulances. The current firefighters/EMTs and paramedics would continue in their dual role whether or not the Fairview Fire District continued to provide EMS transport.

Regardless of who provides BLS and/or EMS, the fire service should continue to maintain a BLS first response program using the staffed engines and/or ladders. This type of service is essential to saving lives and it is practiced in one form or another in many communities. If it is maintained as a fire service based system, there are some additional deployment strategies, particularly if it is funded with user fees or from a change in state law:

- 1) Many systems run without fly cars and place the paramedics on every ambulance, a method that guarantees the highest level of care on every call.
- 2) Many systems run without fly cars and place the paramedics on every engine or ladder. This method gives additional personnel to the fire response when not responding to medical calls.

These alternative staffing arraignments cannot be considered until call information is more thoroughly evaluated and the number of transport rigs determined. Both of the above methods can be either more or less expensive. There are too many variables to be considered without a thorough review of available and additional data.

Current EMS Cost Considerations

The Arlington Fire District itemizes some of its EMS costs in the budget, listing \$197,000 for EMS salaries and overtime, and \$111,000 for other EMS costs. The Hyde Park Fire District lists EMS costs at \$37,235, and the Staatsburg Fire District lists EMS costs at \$26,000.

Assuming the costs of the above are all-inclusive (which they may not be considering employee benefits and other costs), Arlington has a per capita EMS cost of \$9.19 (\$308,000 total EMS costs/33,532 population); Hyde Park has a per capita EMS cost of \$7.83 (\$37,235/4,755) and Staatsburg has a per capita cost of \$8.93 (\$26,000/2,910). Assuming an average \$8.65 per capita cost extrapolated over the 92,085 population of the fire service areas included in this study, the total cost of providing adequate EMS over the entire service area would approximate \$800,000. As with staffing and equipment needs, there are too many variables to be considered and analyzed before coming to an appropriate estimate of cost.

While the scope of this Study did not include a detailed analysis of EMS for the affected areas, it would probably be beneficial to have such a study conducted for the areas involved in this study and perhaps an even further expansion to include other neighboring districts and/or Dutchess County as a whole. Consolidating several individual EMS areas into a single EMS district providing 24/7 BLS and ALS would most likely produce significant efficiencies and cost savings, and be more readily accepted by the public.

Non-Hydrant Response

The Hyde Park section of the Fairview Fire District and the majority of both the Roosevelt and Staatsburg fire districts do not have hydrants, requiring a completely different response in terms of apparatus and tactics. The three districts neither have the apparatus nor the tactics in place to properly address structure fires in the non-hydrant areas. ISO automatically has rated any area that is more than 1,000 feet from hydrants as PPC 9, on a scale of 1 through 10, with 10 being the lowest and having no fire department. ISO takes the position that without sufficient water supply every fire will result in major or total loss. It is possible to demonstrate to ISO that the department is capable of providing sufficient water supply for firefighting, and successful departments have improved their PPC from a PPC 9 to between a PPC 6 and PPC 4.

ISO Rural Water Supply

To demonstrate sufficient water supply to the ISO, the following targets must be achieved: within five minutes of arrival at the test location, the department must flow a minimum of 250 gallons per minute (gpm) through 200 foot attack hose without interruption for two hours (three hours if the required flow is greater than 2,500 gpm). If flow is increased in 250 gpm increments within 10 minutes, credit is given for the total flow. If there is a loss of flow, ISO will stop the test and a re-test cannot be conducted for one year.

There are many techniques that can be used to improve the water supply, and thus, the ISO PPC. These include but are not limited to the use of relays and/or tanker shuttles, dry hydrants, ponds, tanks, hydrants and/or cisterns. ISO has already determined the minimum required flow for every property in every district. The average required fire flow is 1,000 gpm which means to be successful the first alarm fire response will require 8,200 gallons on wheels (tankers and engines) for responses up to five miles from the fire station to meet that 1,000 gpm flow before establishing either a

tanker shuttle or hose relay. Water supply units (tankers, hose wagons, draft or relay units) do not count towards the second engine and first service or ladder company.

Conducting a successful test requires planning, training and the proper equipment. Concern about the ISO PPC rating aside, the above drill is necessary for a department to be properly prepared to successfully attack and suppress a structure fire.

Occupational Safety and Health Administration (OSHA)

A legal standard that requires minimum staffing at an incident is OSHA's "two in/two out" clause in the respiratory protection standard (29CFR1910.134), which is enforced by the New York State Department of Labor's Public Employee Safety & Health Bureau (PESH). This standard requires that when a firefighter enters a burning structure, he/she must be part of a team of at least two trained and interior certified firefighters. Two additional trained and interior certified firefighters must be standing by outside of the burning structure to be able to rescue the first team. Other critical positions at the fire scene, such as the pump operator and the incident commander (chief), cannot be counted as part of the exterior "two out." Based on this requirement, it is illegal for firefighters to enter a hazardous atmosphere (fire, hazardous material, confined space, carbon monoxide incident) until at least six qualified members have arrived on-scene. A challenge for the Fairview Fire District is how to make up for the shortfall in available personnel, which can be as few as two and as many as six, when both ambulances are already committed to another response.

NIST Report on Residential Fireground Field Experiments

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* (http://www.nist.gov/manuscript-publication-search.cfm?pub_id=904607), based on a ground-breaking 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.

An abstract of the report noted the following:

“Service expectations placed on the fire service, including Emergency Medical Services (EMS), response to natural disasters, hazardous materials incidents, and acts of terrorism have steadily increased. However, local decision-makers are challenged to balance these community service expectations with finite resources without a solid technical foundation for evaluating the impact of staffing and deployment decisions on the safety of the public and firefighters.

For the first time, this study investigates the effect of varying crew size, first apparatus arrival time, and response time on firefighter safety, overall task completion, and interior residential tenability using realistic residential fires. This study is also unique because of the array of stakeholders and the caliber of technical experts involved. Additionally, the structure used in the field experiments included customized instrumentation; all related industry standards were followed; and robust research methods were used. The results and conclusions will directly inform the NFPA 1710 Technical Committee, who is responsible for developing consensus industry deployment standards.

This report presents 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 low hazard residential structure fire. For the fireground experiments, a 2,000 square foot (186 square meter), two story residential structure was designed and built at the Montgomery County Public Safety Training Academy in Rockville, MD. Fire crews from Montgomery County, MD and Fairfax County, VA were deployed in response to live fires within this facility. In addition to systematically controlling for

the arrival times of the first and subsequent fire apparatus, crew size was varied to consider two-, three-, four-, and five-person staffing.

Each deployment performed a series of 22 tasks that were timed, while the thermal and toxic environment inside the structure was measured. Additional experiments with larger fuel loads as well as fire modeling produced additional insight. Report results quantify the effectiveness of crew size, first-due engine arrival time, and apparatus arrival stagger on the duration and time to completion of the key 22 fireground tasks and the effect on occupant and firefighter safety.”

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

- Time to Water on Fire – 16%
- Ground Ladders and Ventilation – 30%,
- Primary Search – 30% (the equivalent of more than three minutes)
- Hose Stretch Time – 87 seconds faster.

While these times and percentages may not appear significant, the study noted that, *“The fire modeling showed clearly that two person crews cannot complete essential fireground tasks in time to rescue occupants without subjecting them to an increasingly toxic atmosphere.”*

NIST also reviewed other studies over the last 30 years. All have shown similar time concepts and did not consider staffing as low as two per fire truck. However, the major difference in the NIST study is that previous studies did not evaluate the spread of fire and the time it takes for toxic gases in a residence to become lethal in relation to a fire department’s staffing. Another finding was that the rate of firefighter injuries was 54% higher with three firefighters per apparatus compared to four fighters per apparatus, and decreased another 33% when five firefighters per apparatus responded to an incident.

Physiological Effects of Crew Size on Firefighters:

Information about the effect of crew size on physiological strain is very valuable. *“Reports on firefighter fatalities consistently document overexertion/overstrain as the leading cause of line-of-duty fatalities. There is strong epidemiological evidence that heavy physical exertion can trigger sudden cardiac events”* (Mittleman et al. 1993; Albert et al. 2000).

- Average heart rates were higher for members of small crews, particularly two-person crews.
- Danger is increased for small crews because the stress of fire fighting 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.

NIST Study Conclusions:

“Of the 22 fireground tasks measured during the experiments, the following were determined to have especially significant impact on the success of fire fighting operations. Their differential outcomes based on variation of crew size and/or apparatus arrival times are statistically significant at the 95% confidence level or better.”

“Overall Scene Time: The four-person crews operating on a low-hazard structure fire completed all the tasks on the fireground (on average) seven minutes faster, nearly 30%, than the two-person crews.”

“The “industry standard achieved” time started from the first engine arrival at the hydrant and ended when 15 firefighters were assembled on scene. An effective response force was assembled by the five-person crews three minutes faster than the four-person crews. According to study deployment protocol, the two- and three-person crews were unable to assemble enough personnel to meet this standard.”

“Independent of fire size, there was a significant difference between the toxicity, expressed as fractional effective dose (FED), for occupants at the time of rescue depending on arrival times for all crew sizes. Occupants rescued by crews starting tasks two minutes earlier

had lesser exposure to combustion products. 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. Even for a slow-growth rate fire, the FED was approaching the level at which sensitive populations, such as children and the elderly are threatened. For a medium-growth rate fire with two-person crews, the FED was far above that threshold and approached the level affecting the median sensitivity in general population.”

The times and FED levels 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.

Mandated Fire Service Training

All career firefighters in New York State are required to complete firefighter recruit class and pass a physical agility exam. The law requires the recruit class to be at least 229 hours, but current classes which are offered in Westchester County, Utica and Montour Falls run between 480 and 520 hours. Emergency Medical Technicians (EMTs) are required to complete between 130 and 160 hours of training.

Volunteer firefighters are required to complete 78 hours of training to become certified for interior operations. Volunteer training is conducted statewide by state and county instructors at county fire training centers. The Dutchess County Fire Training Center is located in the Fairview Fire District. Volunteers who wish to become EMTs attend the same course as career members. EMT training is conducted at Dutchess County Community College.

Annual in-service training is also required by New York State law and by the Insurance Services Office (ISO) standards. New York State requires an annual minimum

of 100 hours training for career firefighters and eight hours training for volunteers. The ISO requires close to 300 hours per member (both volunteer and career).

The most valuable training is “live burn” training, and the only such training facility in Dutchess County is located within the Fairview Fire District. State law requires that approximately 20 firefighters hold such training annually in addition to on-duty staff. Dutchess County might consider holding periodic live burn training for multiple departments, as is offered in Westchester County by the Municipal Training Officers Association.

There is also a 160 hour first line supervisors training that all newly promoted officers must attend, conducted at the New York City Fire Department (FDNY) Fort Totten training facility in Queens, New York.

Volunteerism

Volunteer recruitment and retention has dropped to crisis levels. This is not unique to the fire service areas included in this study; it is a regional, state and national issue. Various factors are identified as the cause(s) of this decrease. Potential and/or current volunteers are required to work longer hours at their regular jobs and/or have longer commutes to and from work. There have also been cultural shifts where people tend to spend more time with the family than committing to community volunteer activities. The sharp increase in mandated training for becoming and remaining a volunteer 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.

Many departments have been attempting to use a number of incentives to recruit and retain volunteers, such as a Length of Service Award Program (LOSAP), which is a form of pension plan; property tax exemptions; meals; housing; pay-per call and many

others. Most have meet with little success, and some have even created more problems than they have solved.

The housing incentive has been successful in a small number of communities, and there are generally two housing options that have been offered. The first option, often called a “bunking in” program, provides dorm style housing to college students in exchange for volunteer time. These students are often part of a fire science or other public safety degree program. The other program offers housing to volunteers in a multiple dwelling unit, where the volunteers receive housing at reduced or no rent in exchange for hours of on-duty coverage.

Mutual Aid Analysis

The Fairview Fire District received aid from the Arlington Fire District seven times, and provided it 50 times. This is due to the fact that under an automatic aid agreement, the Fairview Fire District is better situated to provide a faster and more effective response to certain areas of the Arlington Fire District.

The Fairview Fire District received aid from the Hyde Park Fire District once and provided it 23 times. This is also rather one sided, which indicates that the Hyde Park Fire District may not have enough resources.

The Fairview Fire District received aid (in the form of tanker response) from the Pleasant Valley Fire District seven times and provided it twice. As mentioned elsewhere in this report, these few calls for a tanker are an indication that it would not make operational or financial sense for the Fairview Fire District to add a tanker to its fleet for such a low number of calls.

The Fairview Fire District received aid from the City of Poughkeepsie 63 times and provided it 41 times. Twice every week the two departments are working together, as neither department has sufficient staffing without working together.

The Fairview Fire District received aid from the Roosevelt Fire District 13 times and provided it 21 times. Approximately every 10 days these two departments need to work together to ensure sufficient staffing.

Mobile Life Support Services, a nationally accredited paramedic ambulance service serving the Hudson Valley Region of New York State, provided service 24 times. While Mobile Life Support Services is a commercial EMS and not part of the mutual aid plan, the majority of the calls they responded to were when the Fairview Fire District was already committed to other fire or EMS calls.

In comparing 2011 and 2002, the Fairview Fire District receives less and provides more mutual aid in 2011 than in 2002. The trend indicates that surrounding districts are relying on the Fairview Fire District more and the Fairview Fire District relies on the surrounding districts less. The remaining mutual aid cases are minor miscellaneous calls that are rare enough that they cannot be analyzed.

Mutual Aid and Automatic Aid Summary			
January 1, 2011 - December 31, 2011			
Arlington Fire District			
Mutual Aid Received	7	Mutual Aid Given	38
Automatic Aid Received	0	Automatic Aid Given	12
Total	7	Total	50
Hyde Park Fire District			
Mutual Aid Received	1	Mutual Aid Given	18
Automatic Aid Received	0	Automatic Aid Given	5
Total	1	Total	23
Pleasant Valley Fire District			
Mutual Aid Received	1	Mutual Aid Given	2
Automatic Aid Received	6	Automatic Aid Given	0
Total	7	Total	2
Poughkeepsie Fire Dept.			
Mutual Aid Received	47	Mutual Aid Given	40
Automatic Aid Received	16	Automatic Aid Given	1
Total	63	Total	41

Roosevelt Fire District			
Mutual Aid Received	7	Mutual Aid Given	14
Automatic Aid Received	6	Automatic Aid Given	7
Total	13	Total	21
Hughsonville Fire District		Dutchess County Emergency Response	
Mutual Aid Received	1	Mutual Aid Received	1
Total Received	92	Total Given	138
2002 Total Received	64	2002 Total Given	153
Town Of Poughkeepsie Police		Dutchess County Sheriff	
Mutual Aid Received	2	Mutual Aid Received	1
Mobile Life Support Ambulance		Northern Dutchess Paramedics	
Mutual Aid Received	24	Mutual Aid Received	1
Mutual Aid Given	3	Mutual Aid Given	0

Past Studies

Town of Hyde Park (August 2003)

In 2002 four fire districts in the Town of Hyde Park (Fairview Fire District, Hyde Park Fire District, Roosevelt Fire District and Staatsburg Fire District) formed the “Joint Fire District Emergency Response Task Force” to explore issues and options for providing emergency services to the Town of Hyde Park. Many of their conclusions are repeated here, and a number of additional issues are addressed in this study. In August 2003 they produced a report entitled, *Current Issues and Alternatives for the Future*.

The report determined that the four departments were all suffering from a serious shortage of responders and the trend was accelerating. This was particularly problematic between 6am and 6pm, due to fewer responders and an increase in call volume during those hours.

This decrease in the number of responders was due to a number of different issues including:

- 1) Lack of available personnel due to changing career and personal responsibilities.

- 2) Fewer local employers are able or willing to release workers to volunteer, which is particularly problematic as more small local businesses are replaced with larger corporations.
- 3) As the population ages, there are fewer new responders and the current roster of responders eventually ages out of service due to physical and/or health limitations. EMS service requests will increase as the “baby boomers” enter age 65 and above. Other demographic changes affecting the ability to recruit and retain responders are the increased number of people commuting long distances to work and the movement of people from urban areas, where fire and other emergency services are provided by career professionals, and individuals are not asked to volunteer.
- 4) Increased call volume, particularly those of a “minor nature” or the “nuisance alarms” put a huge strain on all departments, and the responses from the volunteers clearly suffers.
- 5) In-house issues, which include interpersonal relationships, internal politics, management style and general differences in opinion as to the goals and direction the department.

The primary goal of the study was how to resolve the staffing shortage. Of particular concern was that the primary department may not be able to get its first due engine to respond 100% of the time.

At the time the report determined that the following options existed:

- 1) Do nothing.
- 2) Employ part time firefighters/EMTs. This would reduce the number of volunteers, as the Federal Fair Labor Standards Act (FLSA) prohibits volunteering where you work.

- 3) Each of the four districts could hire its own firefighters. This would be very expensive and result in a reduction of volunteers (as in 2 above).
- 4) Multiple districts could hire and share personnel.
- 5) The other districts could contract with the Fairview Fire District. The study determined that at the time this was the least expensive option.
- 6) Consolidate existing resources "as is". The study determined that this "doesn't make sense at the present time, as we can still not provide the service adequately during daytimes. Should be reevaluated at a future date."

The report determined that the least expensive option was for the other districts to contract with the Fairview Fire District (Option 5 above). The suggested proposal was that if the Fairview Fire District were to hire five additional firefighters/EMTs, they could cover Monday through Friday 6am to 6pm with a minimum of four on-duty firefighters. The cost for each district (Hyde Park Fire District, Roosevelt Fire District and Staatsburg Fire District) at the time (2002) was \$115,000 per district.

The report concluded that the consolidation option would not solve the problem for two reasons: 1) consolidation alone would not increase the number of volunteers, and 2) a consolidated district would maintain the same number of apparatus to staff. Part of that conclusion is flawed, as a reduction in fleet size due to a comprehensive consolidation would allow the consolidated district to more easily staff the remaining fleet. Further, increasing the number of apparatus available to cross the previous borders, while not increasing the number of volunteers, allows better utilization of the existing ones.

Basically, the task force decided, or by lack of decision selected, to do nothing (Option 1). Options similar to the above still exist 10 years later and are explored in this 2012 study. For EMS they listed the following options:

- 1) Discontinue EMS.

- 2) Hire EMS only personnel (full or part time). The same issues as above apply.
- 3) Use a commercial service.

International Association of Firefighters (2004)

In 2004 the Fairview Professional Firefighters Association (Local 2623) requested that the International Association of Firefighters (IAFF) perform a geographic information system (GIS) study evaluating the response capabilities in relation to NFPA 1710 response standards and the OSHA “two in/two out” standard.

IAFF determined that Fairview was not in compliance with NFPA 1500, *Standard on Fire Department Occupational Safety and Health Program* and 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*, and OSHA 1910.134.

They also determined that *“the practice of cross-staffing emergency response units further compounds existing staffing deficiencies. Cross-staffing is the practice whereby emergency responders staff several types of emergency response vehicles simultaneously in a work period. In order to affect a response of the ambulance, fire department personnel are required to abandon their primary (frontline) apparatus and deploy the ambulance.”*

The general duty clause of the Occupational Safety and Health Administration Act (OSHA) states: *“If Congress fails to pass legislation setting industrial safety standards, then employers nationwide are mandated to follow standards promulgated by an industry wide trade group (like NFPA).”* New York State agreed to adopt the entire OSHA Act as its minimum standard so that it could receive Federal labor funding. NFPA standards are commonly used in civil litigation to prove a defendant breached their duty of care to the plaintiff. Failure to follow such standards might result in costly litigation.

The report lists the fireground tasks/objectives for the first and second due engines and the ladder (as these are the minimum response under ISO and NFPA).

First Due Engine

Fireground Task	No. of Fairview Firefighters	Comments
1. Charge initial interior attack hose line and advance it.	Two firefighters (one could be an officer).	These two firefighters have to perform this OR perform #3 (Search & Rescue)
2. Secure a water supply	One pump operator One firefighter	
3. Locate & Rescue Victims	Two firefighters*	These two firefighters have to perform this OR perform #1 (Attack Hose)

* Currently, Fairview Fire District firefighters have to make a choice of either attacking the fire or rescuing a victim. They do not have the personnel to do both at the same time and they physically can only handle a single victim (assuming the victim is not very heavy). If they choose rescue the conditions will continue to rapidly deteriorate. If they choose a hose line those in need of rescue may not have enough time before they are overcome.

Second Due Engine

The Fairview Fire District does not staff a second due engine. Through Mutual Aid, the most common second due engine is currently provided by the City of Poughkeepsie.

Fireground Task	No. of Fairview Firefighters	Comments
4. Charge back-up interior attack hose line and advance it.	No Fairview firefighters Three PFD firefighters	
5. Charge exterior exposure protection hose line.	No firefighters. Not performed until additional mutual aid is dispatched.	

Number 4 is critical to the safety of anyone inside the structure, while number 5 prevents the fire from jumping to adjacent structures.

First Due Ladder

Fireground Task	No. of Fairview Firefighters	Comments
6. Forcible Entry	Two firefighters (one could be an officer)	These two firefighters are included in #1 or #3 above. This must be performed before those tasks can be started.
7. Horizontal Ventilation	No firefighters	Not being performed. Needed for life safety of firefighters and civilians. Needed for extinguishment.
8. Laddering Structure for second means of egress	No firefighters	Not being performed. Needed for life safety of firefighters and civilians.
9. Roof Ventilation	No firefighters	Not being performed. Needed to reduce back draft and toxic gases.
10. Search & Rescue	No firefighters	Not being performed. Ladder crew is assisting #1 and #2 above. Minimum two firefighters per floor needed.
11. Checking Exposure for Fire Extension.	No firefighters	Not being performed. Needed to prevent spread to other structures.

All of these functions are critical to the safety of both fire fighters and civilians. Ventilation performed at the wrong time or location will rapidly draw the fire towards victims and firefighters. This is commonly seen when untrained, but well meaning civilians attempt to help.

Description of the Fire Service Areas

Fairview Fire District

The Fairview Fire District is located in Dutchess County, New York, protecting an area of five square miles and servicing a population of 6,765 that includes the northern portion of the Town of Poughkeepsie and the southern portion of the Town of

Hyde Park. The fire protection complexities of the District include a number of large buildings and/or complexes including two colleges, a culinary institute, two hospitals, multiple state and county facilities and three miles of the Hudson River.

The impact of the two colleges; two hospitals and the Culinary Institute of America on the fire and emergency medical services provided by the Fairview Fire District cannot be overstated. According to their respective websites, the main campus of Marist College in the Town of Poughkeepsie hosts 5,349 students, of which 3,273 live in campus housing; Dutchess County Community College has a published enrollment of 8,244 students, and is opening a 465 bed dormitory in the fall of 2012. According to collegeprofiles.com, the Culinary Institute of America is a 170 acre facility located in the Town of Hyde Park with an enrollment of 2,800 students, providing dormitory housing for 1,700 of those students. According to the New York State Department of Health, the St. Francis Hospital provides 333 beds, and the Vassar Brothers Medical Center (commonly referred to as the “Vassar Brothers Hospital”) provides 365 beds. In addition to any other large facilities, these five major tax exempt educational and health care institutions increase the population serviced by the Fairview Fire District from 6,765 to almost 24,000.

The District also protects major public facilities, including but not limited to the Poughkeepsie water treatment plant and the Dutchess County Emergency Response (911) Center. It should also be noted that St. Francis Hospital is a New York State regional trauma center.

The Fairview Fire District operates with a combination of career and volunteer personnel. The 16 career staff work 24-hour shifts and are divided into four working groups or shifts of three firefighters and an officer (captain or lieutenant). The career and volunteer staff appear to complement each other and work well together. The 2010 volunteer roster shows 17 volunteers, but on average, six volunteers managed to

respond to five to ten percent of the calls. The remaining 11 volunteers responded to fewer than two percent of the calls, and for all practical purposes should not be considered to be “active” volunteers.

The Fairview Fire Department is a full service department. In addition to responding to fire emergency calls, the Department covers EMS transport (ambulance service), hazmat (hazardous materials) and rescue services. When not responding to emergencies, firefighters actively train and provide CPR, fire safety and fire extinguisher training to the public. Firefighters also conduct child safety seat inspections and installations, fire safety inspections, and have the ability to provide baby sitter, first aid and other training.

The Fairview Fire District is comprised of a Board of Fire Commissioners, a volunteer fire company and the career staff.

The Board of Fire Commissioners is made up of five publicly elected officials who are responsible for oversight of District operations. Commissioners are elected to five year terms with one member’s term expiring each year.

The fire company is comprised of volunteers, and includes volunteer firefighters/EMTs, the ladies auxiliary and the fire police (no longer active). Volunteers are not compensated and turnover rate is high.

The career staff consists of 12 full-time firefighters, four full-time officers and a Fire Chief. The District also employs a part-time secretary/bookkeeper. All full-time staff members are New York State certified Emergency Medical Technicians (EMTs). The career firefighters and officers are members of the International Association of Firefighters (IAFF) Local 2623. They are contracted with the district under a collective bargaining agreement (CBA).

Snapshot – Fairview Fire District	
Square Miles	5.0
Population	6,765
Stations	1
Career Firefighters	16
Volunteer Firefighters	17
2012 Tax Levy	\$2,856,725
Assessed Value	\$499,425,925
2012 Tax Rate/\$1,000	\$5.720
Full Assessed Value	\$499,425,925
2012 Full Tax Rate	\$5.720
Per Capita Cost	\$452

Operations

The Department maintains an on-duty staff of three firefighters and one officer, 24 hours per day, 365 days per year. The Fire Chief is on-duty during business hours, Monday through Friday. All of the career staff can and do get recalled as needed to handle emergency responses. Volunteers respond when available.

The department operates two engines, a quint (ladder truck with pump, water tank and hose) and two Basic Life Support (BLS) ambulances. The District contracts with a commercial service for Advanced Life Support (ALS) services. The ALS responds with paramedics to calls that need a higher level of medical care, and the paramedics ride in the Fairview Fire Department ambulance with the Fairview firefighters/EMTs to treat and transport patients to a hospital. The Department responds to approximately 1,700 calls for service each year out of a single centrally located fire station. The Department's average response times from 2008 through 2011 are as follows:

- Fire: 4:20 minutes
- EMS: 4:25 minutes
- Other: 4:12 minutes
- Overall: 4:34 minutes
- 75% EMS to tax exempt properties
- 80% false alarms to tax exempt properties

Staffing

The District utilizes cross-staffing to maximize the use of only four personnel on duty, which means that two firefighters are assigned to the first due engine or the first due ambulance as needed, and the other two members (one firefighter and one officer) are assigned to the ladder or second due ambulance as needed. National standards for responding to structure fires have been established by a number of different organizations and have been in existence for over 100 years. The standards do vary slightly, but for a single family home, all require at a minimum a response of two engines (one for attack and one for water supply) and a ladder company with a minimum of 13 to 16 firefighters. The standards require an even greater number of apparatus and personnel for larger facilities where there is greater potential for loss of life or large property loss. The District's cross-staffing of ambulances with fire apparatus diminishes its ability to respond to fires, as there are times when all fire personnel are on ambulance calls and unavailable for fire response. The District experiences more than one request for service at the same time in 10% to 15% of all incidents.

The Fairview Fire District is currently operating at very low staffing levels that are considered substandard by the National Fire Protection Association (NFPA), the Federal Emergency Management Agency (FEMA), the Federal Occupational Safety and Health Administration (OSHA), the New York State Department of Labor Public Employee Safety and Health Bureau (PESH) and the insurance industry.

According to a report prepared by the Fairview Fire Department entitled, *A Report of Facts and Findings of the Relationship between Marist College and the Department* (Gallante, Tory and O'Conner, Timothy. February 2004.), Fairview Fire District's salaries run 2% to 20% lower than the other career salaries in Dutchess County and are 10% to 30% below those in neighboring Westchester County. There is an ongoing

“badge drain” from the Fairview Fire District to the better paying departments in Dutchess and Westchester counties. In short, the Fairview Fire District makes a significant investment of its time and taxpayer dollars training personnel that ultimately goes to the benefit of other departments and districts.

Training

The District requires career members to be EMTs and requires new employees to continue training in-house before being assigned a regular shift. Over the past 25 years, training in the Fairview Fire District has suffered as call volume has grown. It is not possible to perform meaningful training when such training is constantly being interrupted with emergency calls. It is also very difficult and inefficient to have adequate training for only four members at a time, since many facets of the training require more than four responders to perform all of the simultaneous tasks.

Fleet

The District fleet is composed the following apparatus/vehicles:

Unit ID	Year	Manufacturer	Type of Unit	Features
41-11	2007	Marion/Spartan	Rescue Pumper	1,500 gpm pump/500 gal. tank
41-12	1996	E-One /International	Pumper	1,250 gpm pump/500 gal. tank
41-45	2002	E-One	100’ Rear Mount Ladder/ Quint	2,000 gpm pump/500 gal. tank
41-71	2001	Wheeled Coach/Ford	Ambulance	
41-72	2004	Wheeled Coach/Ford	Ambulance	
41-96	2009	Chevrolet	Tahoe	
41-97	2002	Ford	Explorer	
41-98	2004	Dodge	Ram Pick Up Truck	

The fleet appears to be well maintained and overall in good condition. Unit #41-12 is 16 years old, and while it is not used in front line (daily) service, it will need to be carefully evaluated for replacement over the next four years. Unit #41-71 is 11 years old and should be considered for replacement within the next three years.

Fire apparatus are designed for different types of communities (inner city/urban, suburban, rural, mountain, etc.) and with different capabilities based on building size/type and water supply. Apparatus built for one type of community will often not work well in another community. The District’s fire apparatus are well suited for the municipal or hydrant portion of the District, but does not carry the amount of water and water delivery system equipment needed for the non-hydrant portion of the District.

The District does have an automatic aid agreement for a 3,300 gallon tanker for all fire calls in the non-hydrant section. This is a good method for addressing the needed water delivery, and allows the District the ability to demonstrate to the ISO that it can move sufficient quantities of water as effectively in the non-hydrant area as it can in the hydrant area.

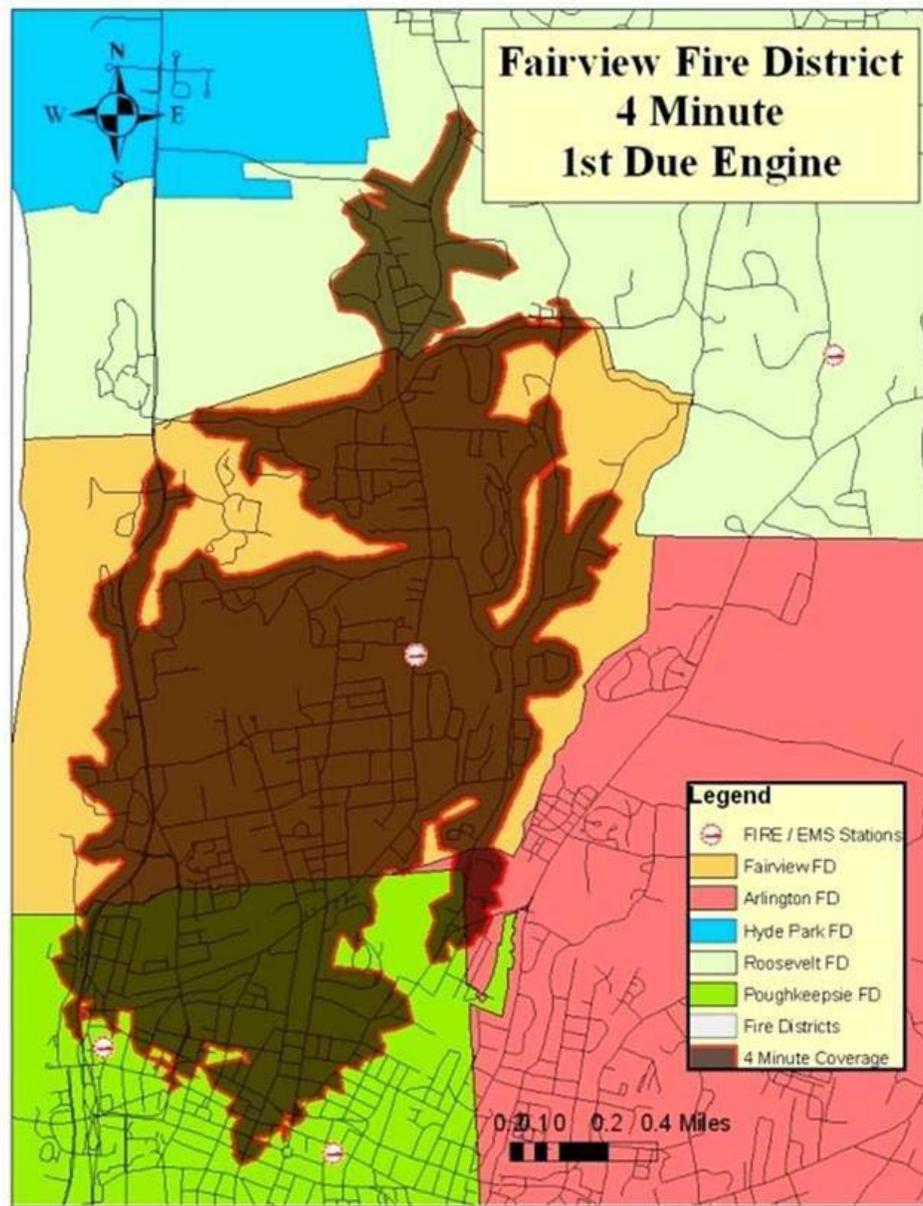
The apparatus needed to provide sufficient water supply in the non-hydrant area would be much larger than needed for the hydrant area. Such apparatus may not fit into the fire station, is harder to maneuver in traffic, slower to respond and more expensive to purchase and maintain. The apparatus would also require more personnel than the District currently utilizes. Since the majority of the District does have hydrants and both the Roosevelt Fire District and the Staatsburg Fire District have few, if any hydrants, a consolidation could better address this issue for all three districts. Additional details about rural water delivery are presented later in this document.

Staffing of Career Apparatus

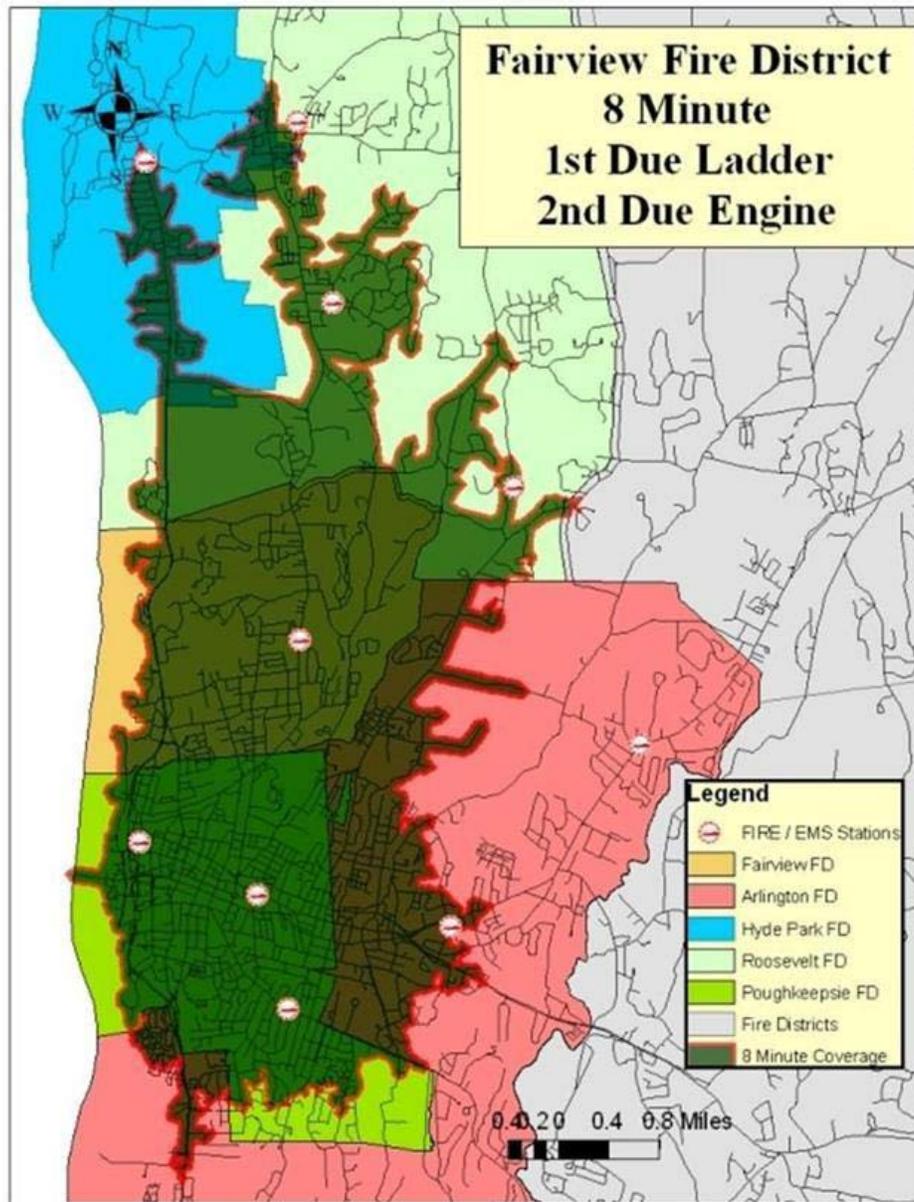
	Engine	Engine	Ladder	Ambulance	Ambulance	Total
Fairview	#41-11	#41-12	#41-45	#41-71	#41-72	
Firefighters	1	0	2	0	0	3
Officers	1	0	0	0	0	1
					Total	4

As a standalone department, proper staffing for Fairview Fire District's two engines, ladder and two ambulances should be three firefighters and an officer for each engine and ladder and two firefighters/EMTs per ambulance, for a total of 13 firefighters and three officers. This does not include the Incident Commander and his aide.

Providing the funding for such staffing may not be economically feasible, and there may be other staffing options that might be addressed. The current staffing impairs the ability of responders to adequately address working fires and EMS calls, and the cross-staffing for EMS exacerbates the situation.

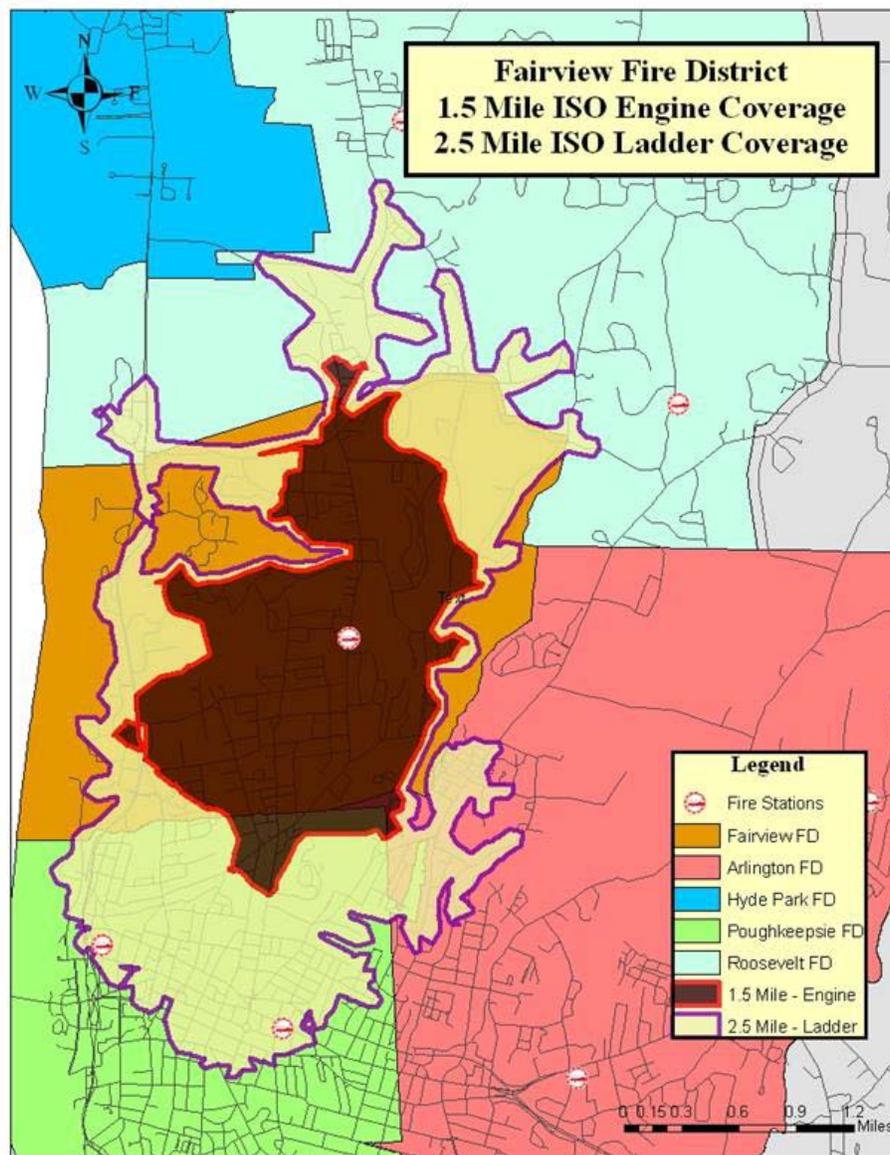


This map shows the four minute driving distance for the first due engine company responding from the Fairview fire station. A few streets are beyond the four minute driving distances, which is very common. As a single district this station is very well located for community coverage. It can be seen that a large portion of the City of Poughkeepsie falls within the driving distance standard as does a small section of the Roosevelt Fire District.



This map shows the eight minute driving distance for the first due ladder and/or second due engine company responding from the Fairview fire station. Since the Fairview Fire District does not operate as a second due engine, what this shows is the ability for Fairview’s engine to respond as a second due engine beyond its borders, covering most of the City of Poughkeepsie and small portions of the Arlington Fire District, the Hyde Park Fire District and Roosevelt Fire District. The ladder response

completely covers the Fairview Fire District and could still be considered as a potential primary truck in areas beyond its borders.



The Insurance Services Office (ISO) requires all insured properties to be within five driving miles of the closest engine company to receive fire protection credit. Beneficial insurance rates are based on the response site being within 1.5 driving miles of the closest engine company and 2.5 driving miles of the closest ladder company. The

calculations are made by driving outward from each fire station for a maximum of 1.5 or 2.5 miles without going the wrong way on any one-way streets.

The red logo is the District's one fire station, where both engine and ladder companies are located. The shaded areas outlined in red cover the roads that can be driven in 1.5 miles by an engine while the lighter shaded area outlined in purple is the 2.5 miles driven by ladders. The surrounding road network shows all homes beyond those driving distances.

Almost every road is covered, and based on distance coverage could still meet the ISO standards with the single station. Coverage by automatic aid in small portions in the southwest and northeast corners would reduce the size of the gaps, but only by a very small amount. Some of the areas not covered by the shading are due to a lack of roads. If no roads are visible, it is undeveloped land.

Operating Budget

The total operating budget of the Fairview Fire District is \$3,230,725. Of this amount \$1,761,100 is provided for salaries; \$1,037,025 for employee benefits (of which \$427,125 represents pension costs); \$28,000 for equipment and \$379,600 for contracted and other expenses. As can be determined from these amounts, salaries represent 55% and employee benefits represent 32% of total costs. Offsetting these costs are estimated revenues of interest income (\$9,000), donations (\$125,000), payments in lieu of taxes ("PILOTs" - \$40,000) and a \$200,000 appropriation of available fund balance, for a total \$374,000 estimated revenues other than property taxes and other resources requiring a total tax levy of \$2,856,725.

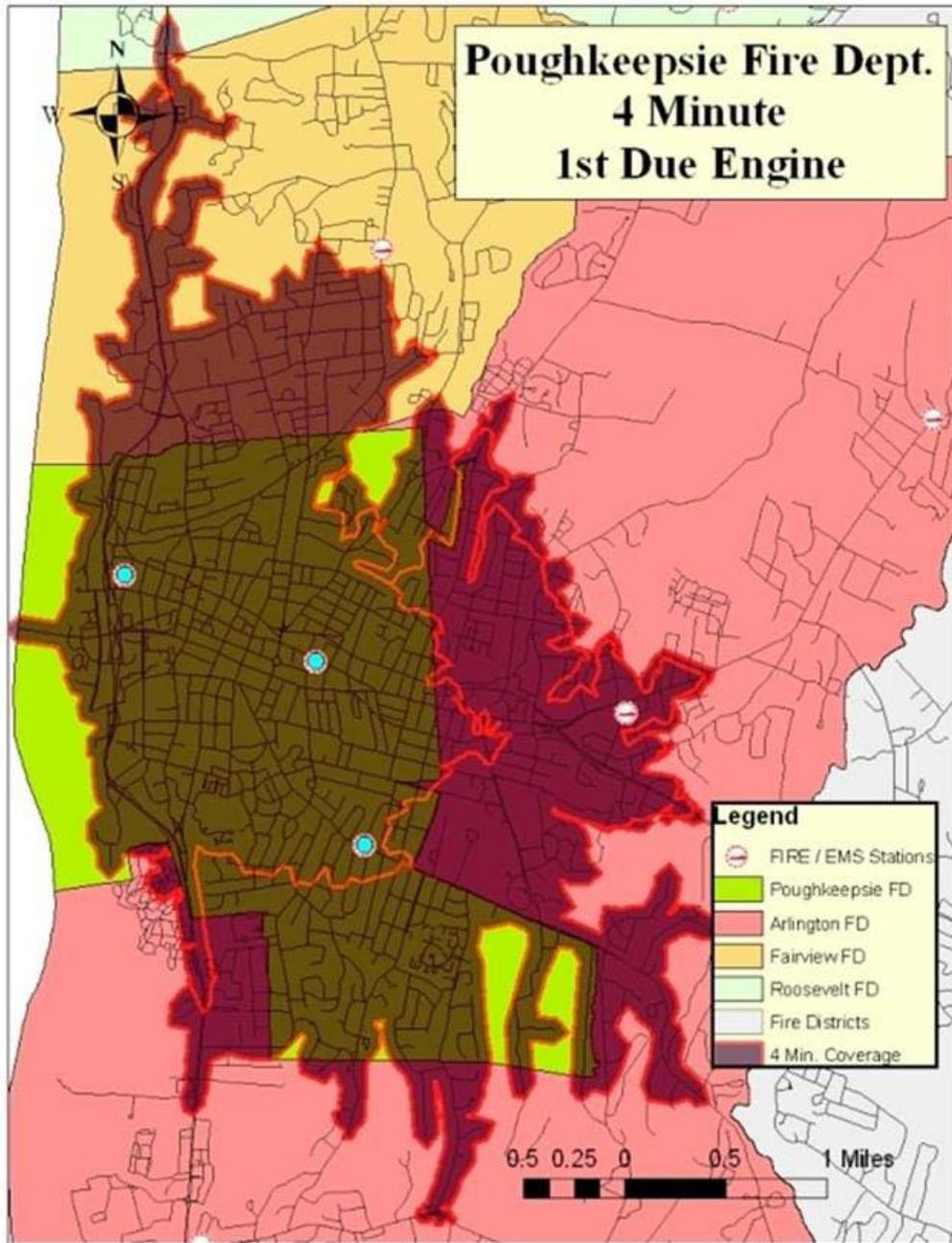
The \$2,856,725 tax levy is further allocated by taxable assessed valuation (after adjusting for the New York State equalization rates) between the Towns of Poughkeepsie and Hyde Park, resulting in a tax rate per one thousand taxable assessed valuation of \$5.720 for the Town of Poughkeepsie and \$10.593 for the Town of Hyde

Park. Equalized, both towns have a tax rate of \$5.720 per one thousand taxable assessed valuation.

City of Poughkeepsie Fire Department

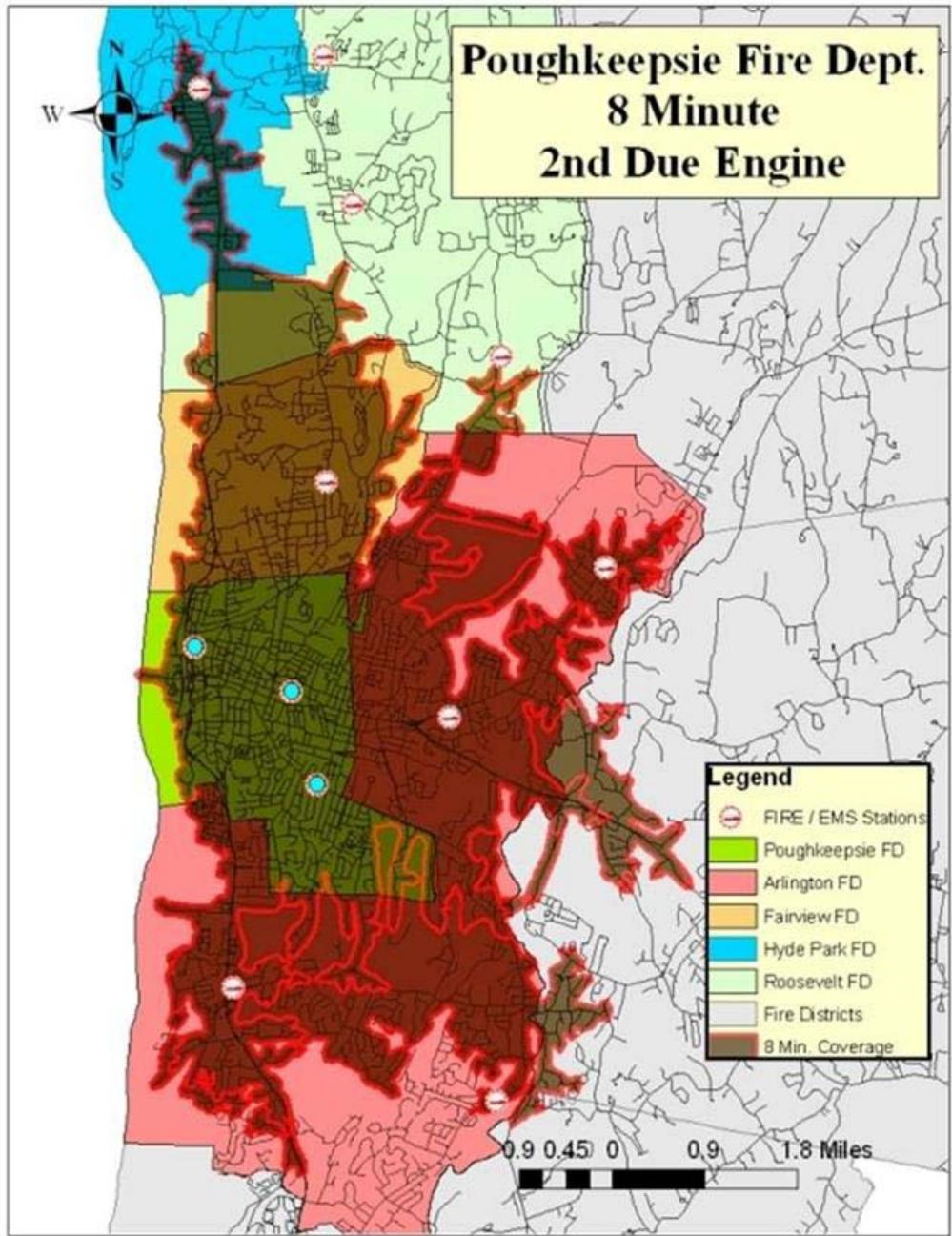
The City of Poughkeepsie is located along the southwestern border of the Fairview Fire District. The City of Poughkeepsie Fire Department is staffed by 64 career firefighters, and protects a population of 32,736 in an area of 5.7 square miles. The fire department operates three fire stations with 10 on-duty firefighters, one lieutenant and one captain. Firefighting apparatus includes three engines, one ladder, one rescue vehicle and a fire/rescue boat.

Snapshot – City of Poughkeepsie Fire Services	
Square Miles	5.7
Population	32,736
Stations	3
Career Firefighters	64
Volunteer Firefighters	-
2012 Tax Levy	\$7,780,864
Assessed Value	\$1,954,424,460
2012 Tax Rate/\$1,000	\$3.981
Full Assessed Value	\$1,954,424,460
2012 Full Tax Rate	\$3.981
Per Capita Cost	\$238



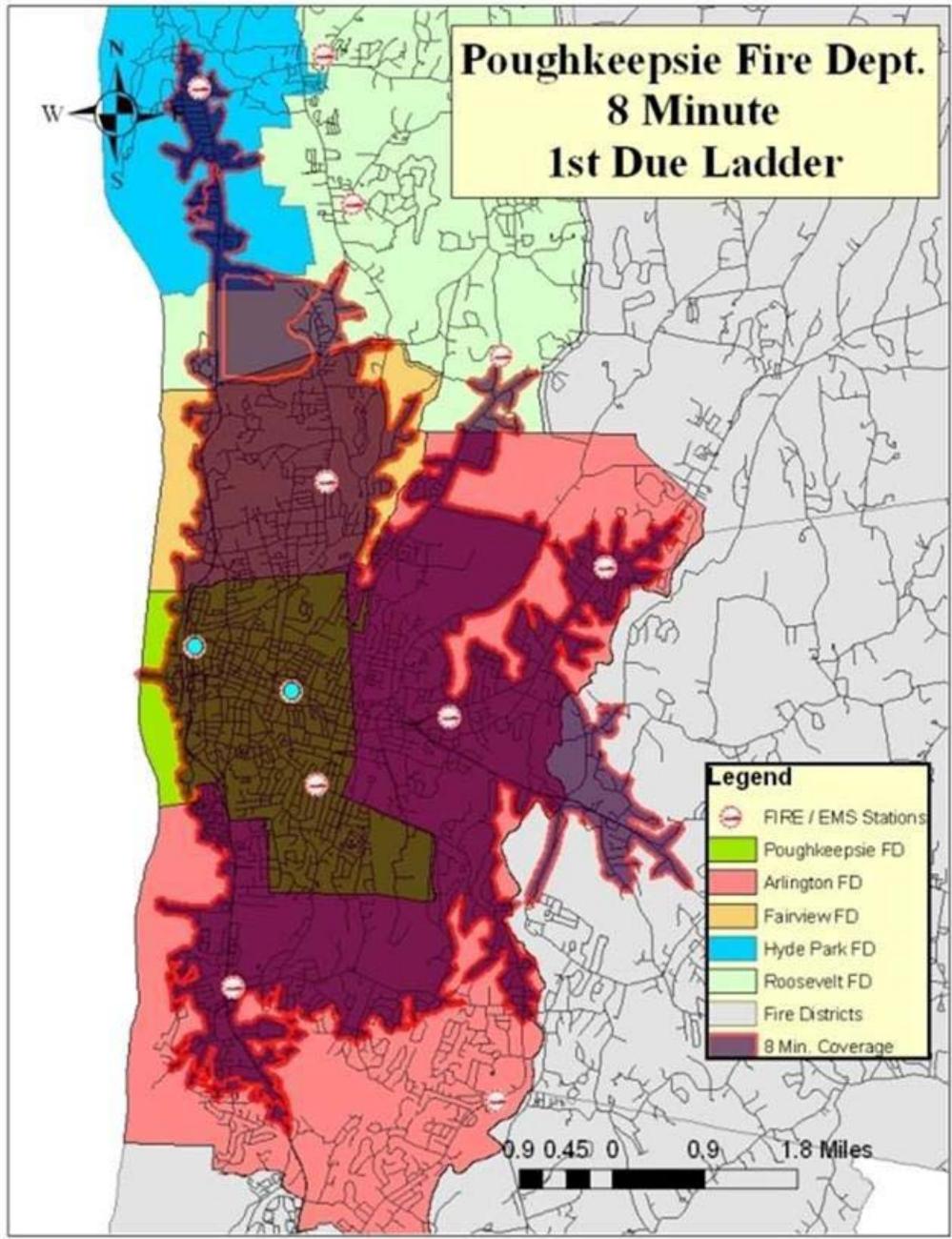
This map shows the four minute driving distance for the first due engine company responding from each of the three City of Poughkeepsie fire stations. All neighborhoods are within the four minute driving distances. As a single district these stations are well located for community coverage. It can be seen that a small portion of

both the Fairview Fire District and Arlington Fire District fall within the City of Poughkeepsie driving distances.



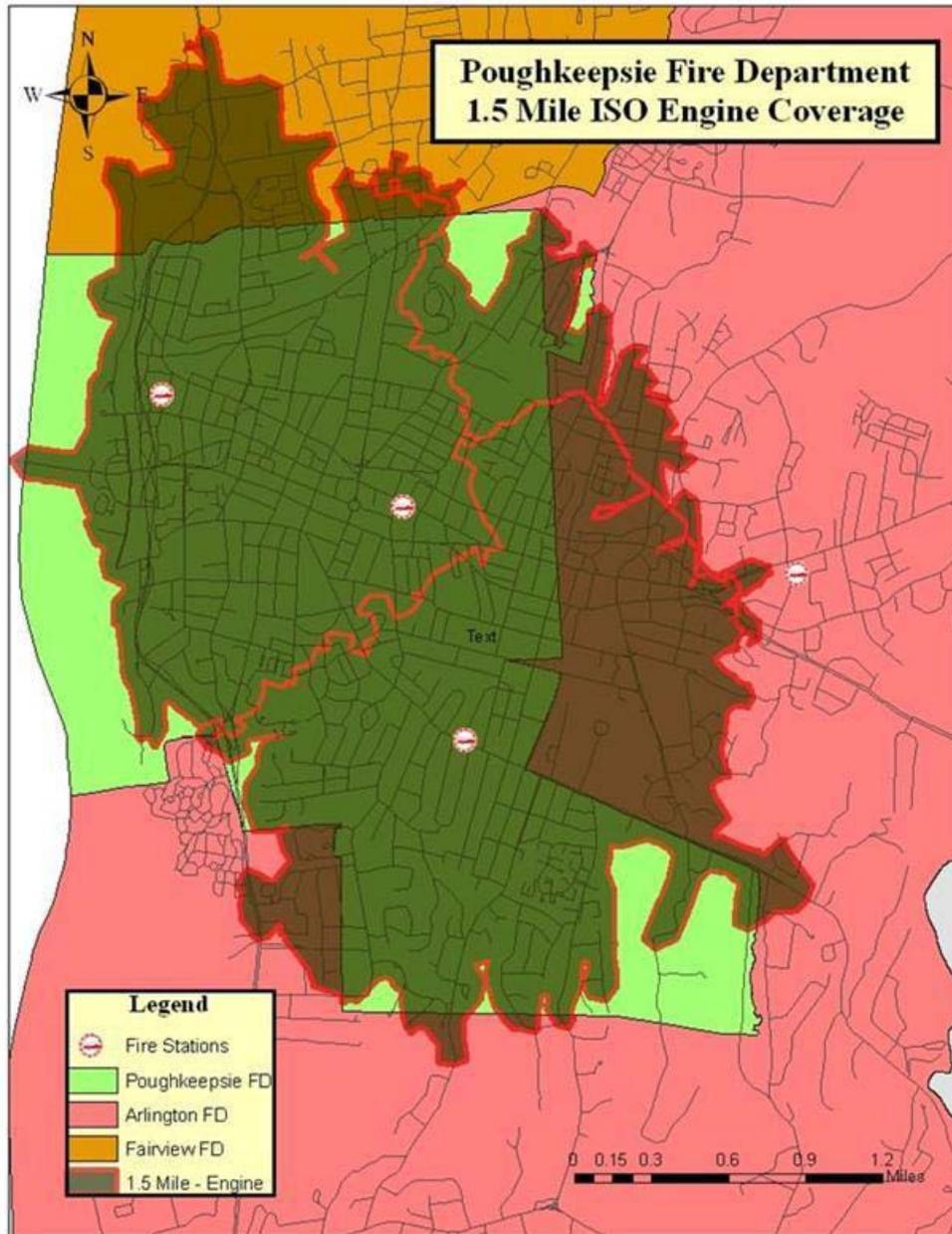
This map shows the eight minute driving distance for the second due engine company responding from each of the three City of Poughkeepsie fire stations. All neighborhoods are within the eight minute driving distances. As a single district these

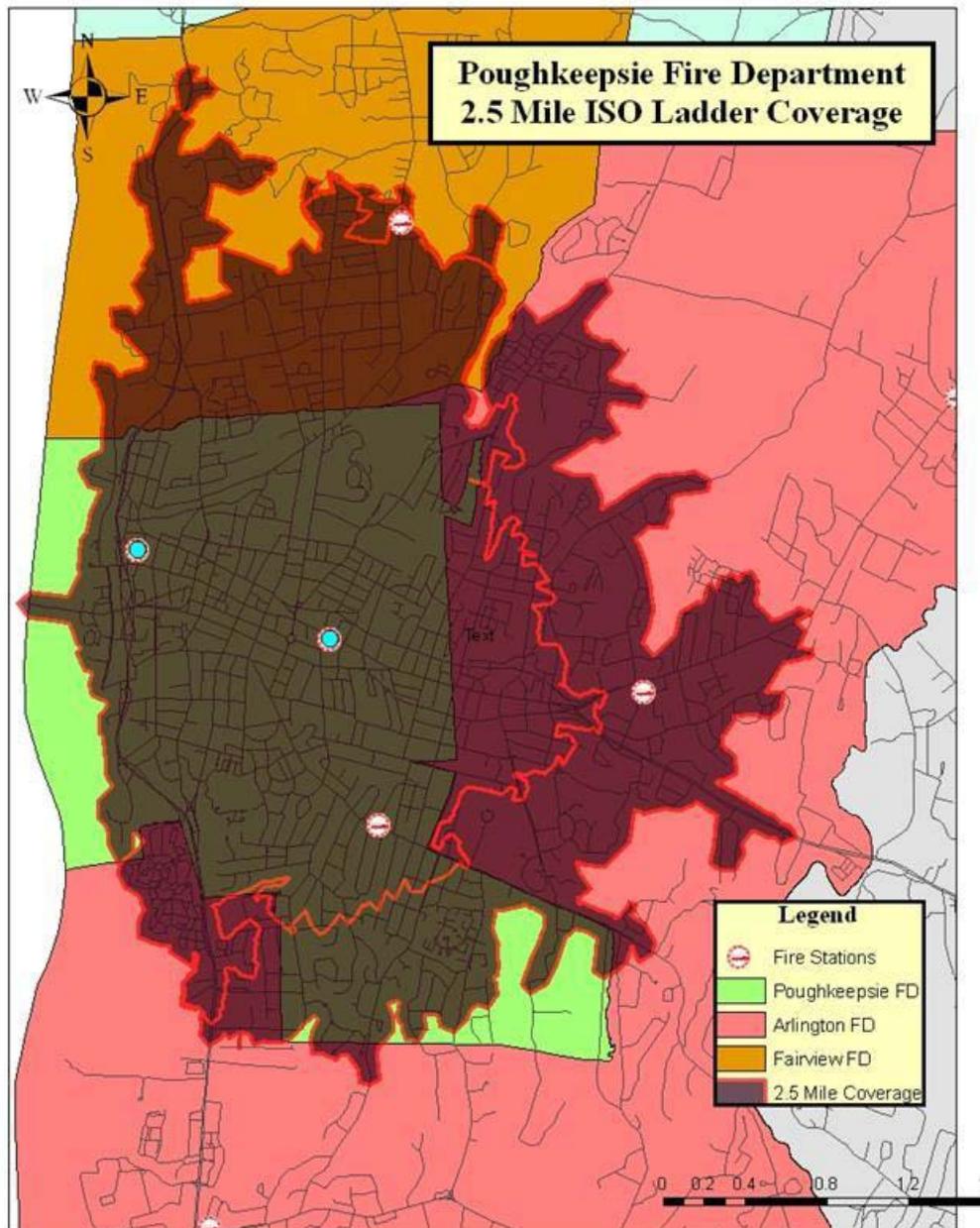
stations are well located for community coverage. It can be seen that all of the Fairview Fire District, most of the Arlington Fire District and a small portion of the Roosevelt and Hyde Park fire districts fall within the second due driving distance standard.



This map shows the eight minute driving distance for the first due ladder company responding from one of the three City of Poughkeepsie fire stations. All

neighborhoods are within the eight minute driving distances as the ladder is well located for community coverage. It can be seen that all roads in the City of Poughkeepsie falls within the eight minute driving distance standard.





The Insurance Services Office (ISO) requires all insured properties to be within five driving miles of the closest engine company to receive fire protection credit. Within 1.5 driving miles of the closest engine company and 2.5 driving miles of the closest ladder company are the goal and what insurance rates are based on. The calculations

are made by driving outward from each fire station for a maximum of 1.5 or 2.5 miles without going the wrong way on any one-way streets.

The red logos are firehouses; the light blue dots have ladder companies. The shaded areas outlined in red cover the roads that can be driven in either 1.5 by engines or 2.5 miles by ladders. The surrounding road network shows all homes beyond those driving distances.

Almost every road is covered and based on distance coverage the City could still meet the ISO standards with only two stations. Only one properly staffed ladder, if centrally located would be needed, but a spare would still be required.

Some of the areas not covered by the shading are due to a lack of roads. If no roads are visible, it is undeveloped land.

Staffing of Career Apparatus

Poughkeepsie	Engine	Engine	Ladder	Rescue	Command	
No. Clover	E-2	n/a	L-2	R-2	n/a	Total
Firefighters	2	n/a	2	0	n/a	4
Officers	1	n/a	0	0	n/a	1
Main St	E-1	n/a	L-1	n/a	Car 10	Total
Firefighters	2	n/a	2	n/a	0	4
Officers	0	n/a	0	n/a	1	1
Hooker	E-3	E-4 (spare)	n/a	n/a	n/a	Total
Firefighters	2	n/a	n/a	n/a	n/a	2
Officers	0.5	n/a	n/a	n/a	n/a	0.5
Total						12.5

North Clover has an engine, ladder and rescue. This requires eight firefighters and two officers for a total of 10 responders, and they currently have five.

Main Street has an engine, ladder and command. This requires six firefighters, two officers, one commander and one aide for a total of 10 responders, and they currently have five.

Hooker has an engine. This requires three firefighters and one officer for a total of two responders, and they currently have 2.5 (the officer position is not part of minimum staffing).

To staff the above apparatus they require 17 firefighters, five officers, one command officer and an aide, for a total of 24 responders, and they currently have 12.5.

As in the Fairview Fire District chart, full staffing may not be economically feasible, and staffing must be addressed through other means. The current staffing is considered substandard.

EMS

The City of Poughkeepsie currently contracts out for EMS. A review of their needs would indicate that if the City were to provide its own EMS, two BLS ambulances and one ALS fly car would be needed at the lowest call volume times; three BLS ambulances and one ALS fly car would be needed at moderate call volume times, and four BLS ambulances and two ALS fly cars would be needed at peak call volume times.

Operating Budget

The operating budget of the City of Poughkeepsie fire department, as presented in the City of Poughkeepsie general fund budget, is \$5,743,528. This amount does not include an allocation of some significant expenses, such as pension costs, health insurance, capital costs and debt service. Of the \$5,743,528 presented for the fire department budget, \$5,175,999 is provided for salaries; \$395,971 for employee benefits (again, this does not include pension or health insurance); \$52,600 for equipment and \$118,958 for contracted and other expenses. As can be determined from these amounts, salaries represent 90% and employee benefits represent 7% of the costs allocated to fire department activity. The City of Poughkeepsie budget presents only \$5,069 in estimated revenues from fees as directly attributable to fire department activities and \$4,000 to be realized from the sale of surplus equipment.

For purposes of this study, a projected budget, tax levy and tax rate applicable only to the fire service have been projected based on the published 2012 Adopted Budget of the City of Poughkeepsie and estimates of certain costs based on similar municipal averages. Applying projections for items not included or readily available from the adopted budget, such as pension and health insurance costs, the projected 2012 appropriations budget for the fire department totals \$7,789,933. Offsetting this amount by the aforementioned \$9,069 of estimated revenues, we arrive at a projected property tax levy of \$7,780,864. When divided by the taxable assessed value of \$1,954,424,460 we arrive at a projected tax rate of \$3.981 per one thousand taxable assessed valuation.

Arlington Fire District

The Arlington Fire District is located in the Town of Poughkeepsie along the southern and eastern border of the Fairview Fire District, covering an area of 21.7 square miles and population of 33,532. The Arlington Fire District operates out of four fire stations staffed with a combination department of 78 career and 85 volunteer firefighters. The District also provides advanced life support (ALS) with paid firefighters/paramedics. The District operates seven frontline engines, two ladders, one rescue, three BLS ambulances and three ALS vehicles (commonly referred to as “fly cars”).

Snapshot – Arlington Fire District	
Square Miles	21.7
Population	33,532
Stations	4
Career Firefighters	78
Volunteer Firefighters	85
2012 Tax Levy	\$15,436,384
Assessed Value	\$3,155,094,574
2012 Tax Rate/\$1,000	\$4.893
Full Assessed Value	\$3,155,094,574
2012 Full Tax Rate	\$4.893
Per Capita Cost	\$460

Staffing of Career Apparatus

Arlington	Engine	Engine	Ladder	Rescue	Medic	Ambulance	Command	Total
HQ (Sta. No. 1)	#32-11	n/a	#32-46	#32-55	#32-89	#32-71	#32-09	
Firefighters	1	n/a	0	0	1	2	0	4
Officers	1	n/a	0	0	0	0	1	2
Sta. No. 3 Red Oaks Mills	#32-13	#32-18	n/a	n/a	n/a	#32-72	n/a	Total
Firefighters	1	n/a	0	0	0	2	0	3
Officers	1	n/a	0	0	0	0	0	1
Sta. No. 4 Rochdale	#32-16	#32-14	n/a	n/a	n/a	n/a	n/a	Total
Firefighters	2	n/a	n/a	n/a	n/a	n/a	n/a	2
Officers	0	n/a	n/a	n/a	n/a	n/a	n/a	0
Sta. No. 5 (Croft Corners)	#32-15	#32-17	#32-45	n/a	n/a	#32-73	n/a	Total
Firefighters	2	n/a	0	n/a	n/a	0	n/a	2
Officers	0	n/a	0	n/a	n/a	0	n/a	0
							Total	14

The above chart only shows the career staffing and does not indicate if or how many qualified volunteers actually respond. Note that Station No. 3 drops from three firefighters and one officer in the daytime to two firefighters at night. Station No. 5 has no career staffing nights or weekends.

The response time maps show four engines and two ladders available to respond, but due to cross staffing some of these units may not be available to respond. Even without cross staffing the number of firefighters/officers is below standards.

Headquarters (Station No. 1) has an engine, ladder, rescue, ambulance, medic unit and command unit. This requires eight firefighters and two officers, a paramedic and two EMTs (all three may be firefighters or civilians), a command officer and an aide, for a total of 15 responders, and they currently have six.

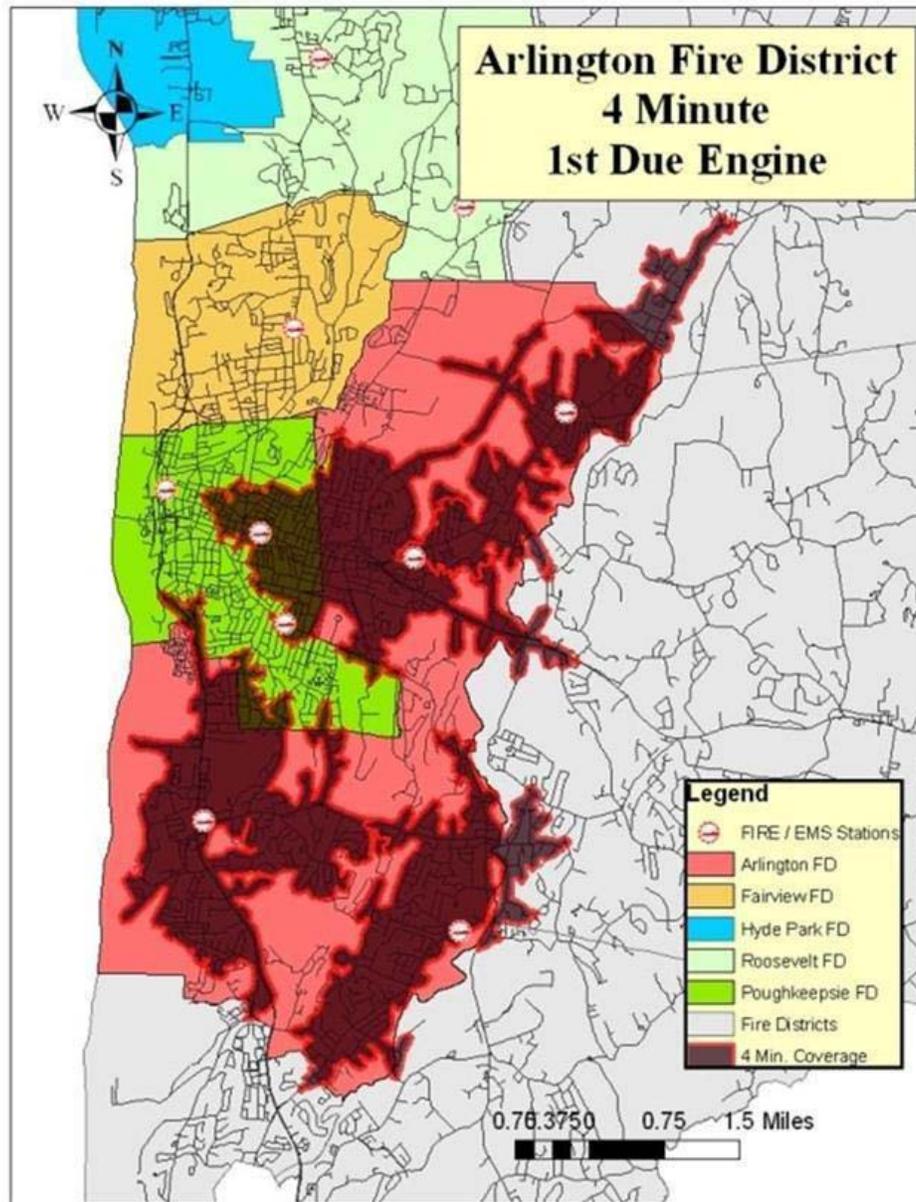
Station No. 3 has an engine and an ambulance, which requires three firefighters and an officer and two firefighter or civilian EMTs, for a total of six responders, and they currently have four, with two assigned during the day and two assigned at night.

Station No. 4 has an engine that requires three firefighters and an officer for a total of four responders, and they currently have two.

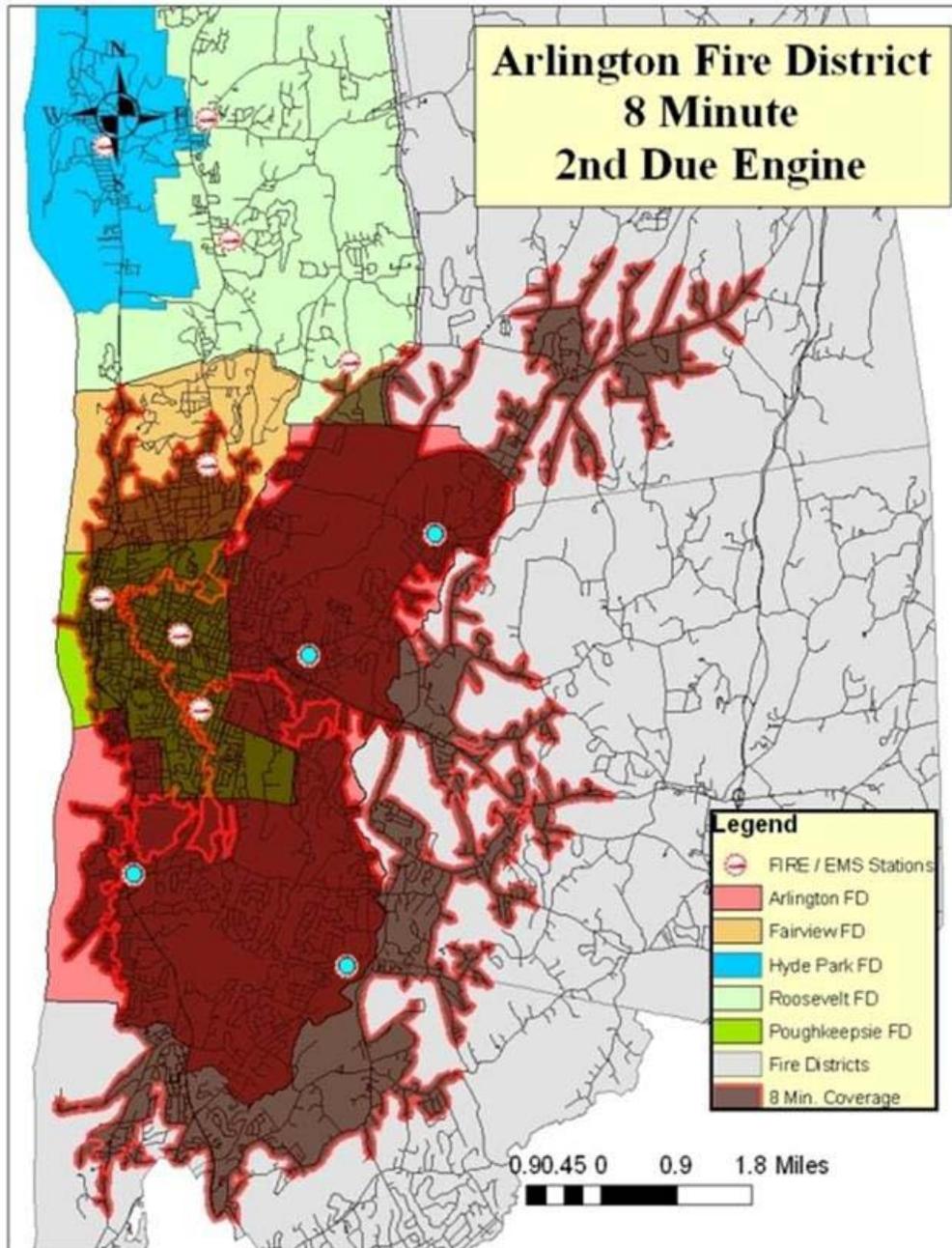
Station No. 5 has an engine, ladder and an ambulance. This requires six firefighters, two officers and two firefighter or civilian EMTs for a total of 10 responders, and they currently have two assigned to day time hours.

Twenty firefighters, six officers, a paramedic, six firefighter or civilian EMTs, a command officer and an aide, for a total of 35 responders are required to properly staff the above apparatus. The current staffing provides for 14 responders, with 10 assigned at night.

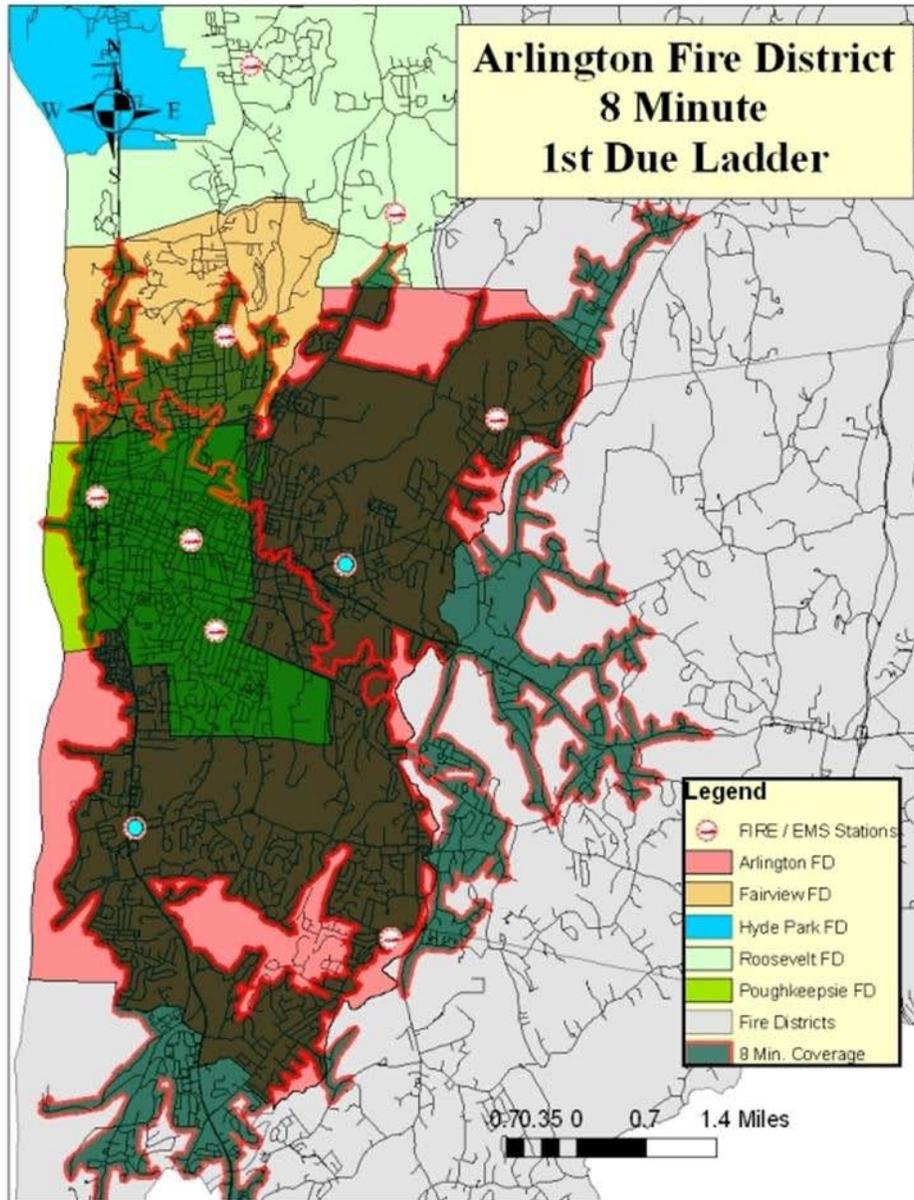
As with the Fairview Fire District, full staffing may not be economically feasible. The current staffing is substandard and cross staffing for EMS exacerbates the situation.



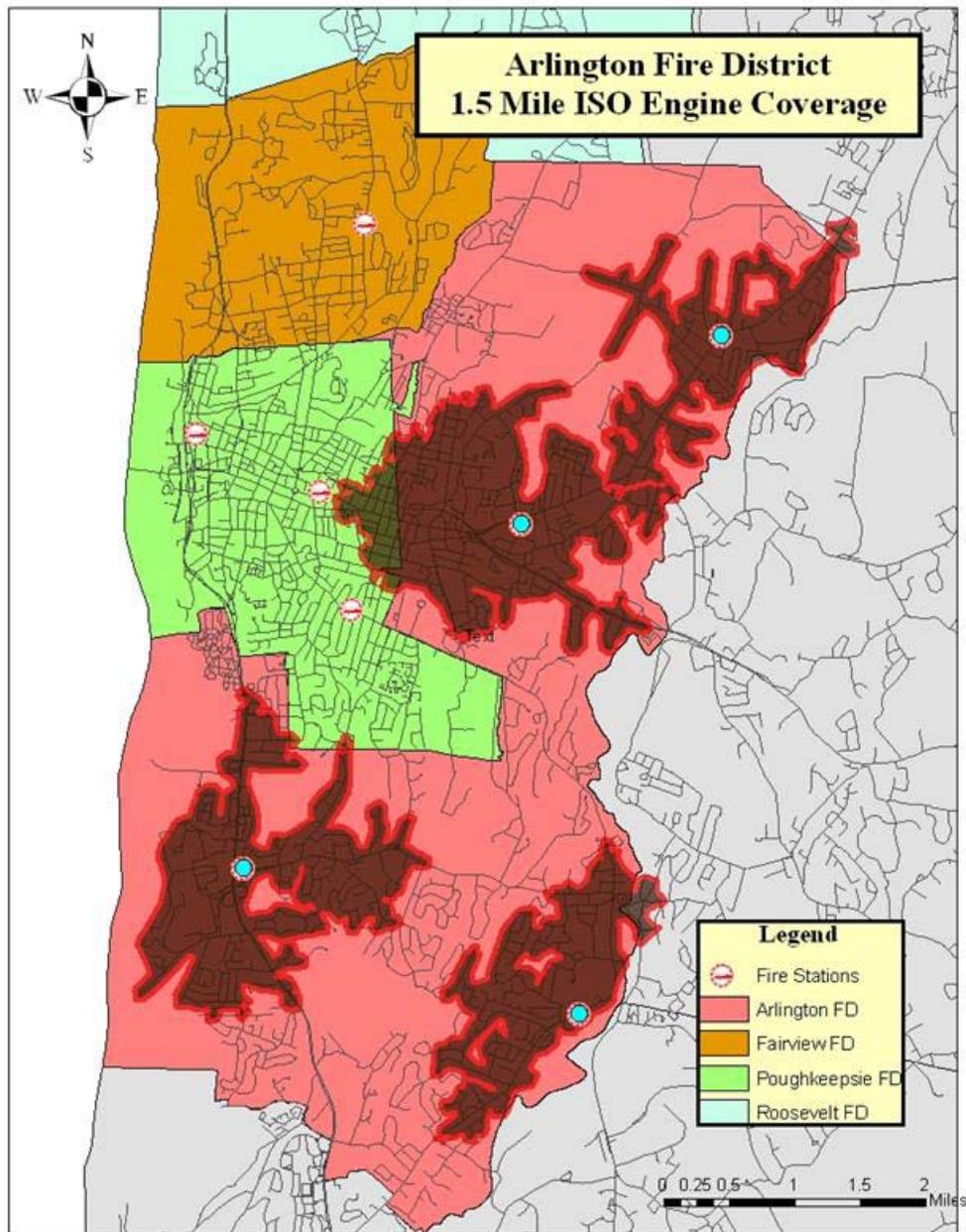
This map shows the four minute driving distance for the first due engine company responding from each of the four Arlington fire stations. A few neighborhoods are beyond the four minute driving distances, which is not uncommon. As a single district these stations are reasonably located for community coverage. A small portion of the City of Poughkeepsie falls within the driving distance standard.

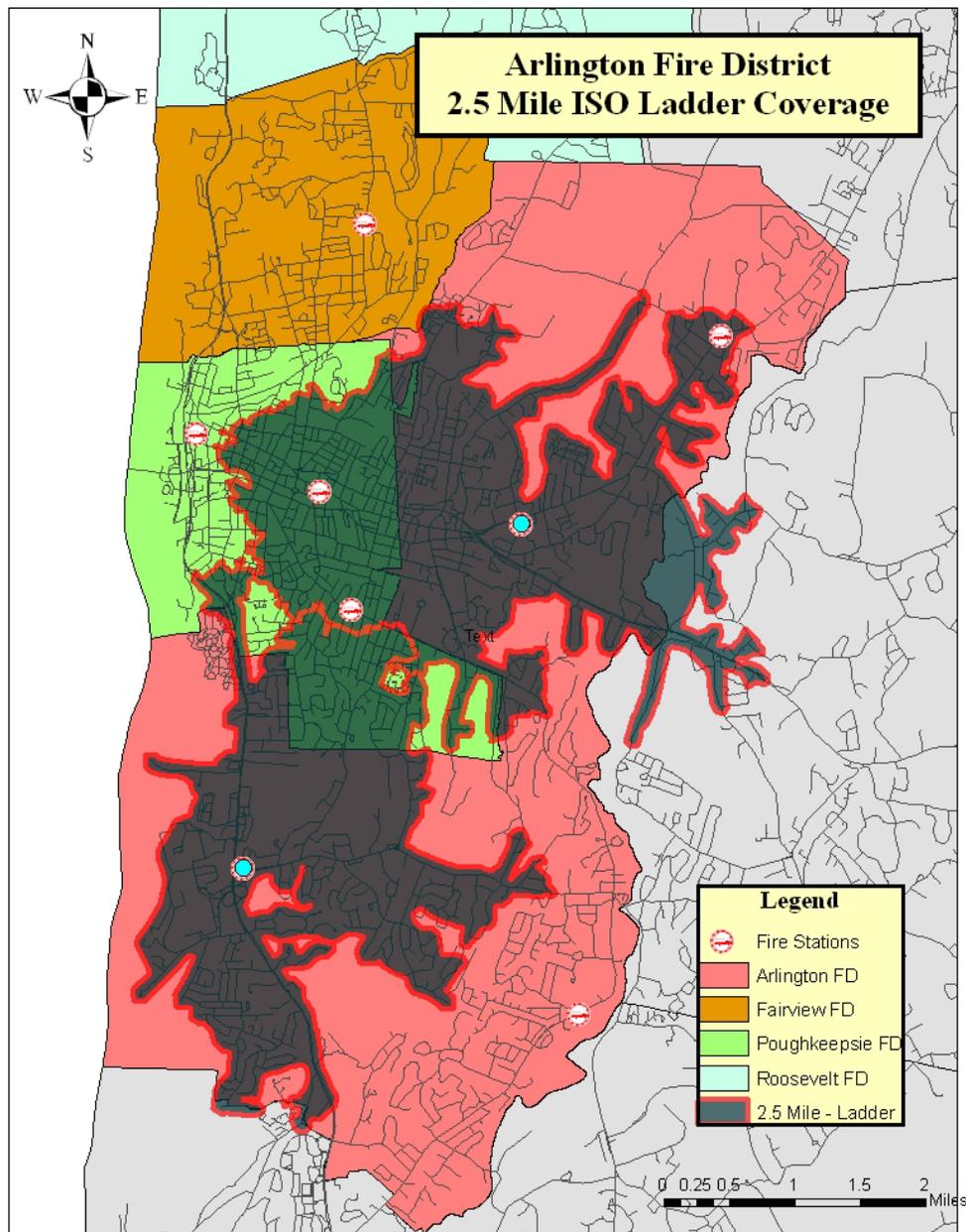


This map shows the eight minute driving distance for the second due engine company responding from each of the four Arlington fire stations. All neighborhoods are within the eight minute driving distances. These stations are reasonably located for community coverage. All roads in the City of Poughkeepsie fall within the eight minute driving distance standard.



This map shows the eight minute driving distance for the first due ladder company responding from one of the four Arlington fire stations. Most neighborhoods are within the eight minute driving distances as stations are reasonably located for community coverage. All roads in the City of Poughkeepsie fall within the eight minute driving distance standard.





The Insurance Services Office (ISO) requires all insured properties to be within five driving miles of a fire station to be rated (beyond that the rating is a 10), with 2.5 driving miles of the closest ladder or service company the goal and what insurance rates are based on. The calculations are made by driving outward from each fire station for a maximum of 2.5 miles without going the wrong way on one-way streets.

The red logos are firehouses; the light blue dots have ladder companies. The pink area is the Arlington Fire District. The shaded areas outlined in red cover the roads that can be driven in 2.5 miles by ladders. The surrounding road network shows all homes beyond those driving distances.

It is clear from this map that while the southeast and northern neighborhoods are outside the 2.5 miles, they are still within the five mile ISO standard and thus rated at the same ISO PPC rate as the rest of the District. The primary problem with these ISO coverage gaps is that they lower the *overall district* ISO PPC score. While it is not feasible, the District would need to add one additional station and two additional ladders with personnel to improve the District score. A small portion near the borders of the Fairview Fire District and the City of Poughkeepsie (near Route 9) could be covered by automatic aid that would reduce the size of the gaps, but only slightly.

Some of the areas not covered by the shading are due to a lack of roads. If no roads are visible, it is undeveloped land.

EMS

The Arlington Fire District currently provides for one BLS ambulance, two ALS ambulances and one ALS fly car, which appears to be sufficient. However, the possible need for an additional BLS unit 12 hours a day should be considered.

Operating Budget

As adopted, the total 2012 operating budget for the Arlington Fire District is \$15,474,500. Of this amount \$8,697,200 is provided for salaries; \$5,481,000 for employee benefits (of which \$2,139,000 represents pension costs); \$1,113,300 for contracted and other expenses and \$183,000 for reserve funds. As can be determined from these amounts, salaries represent 56% and employee benefits represent 35% of total costs, respectively.

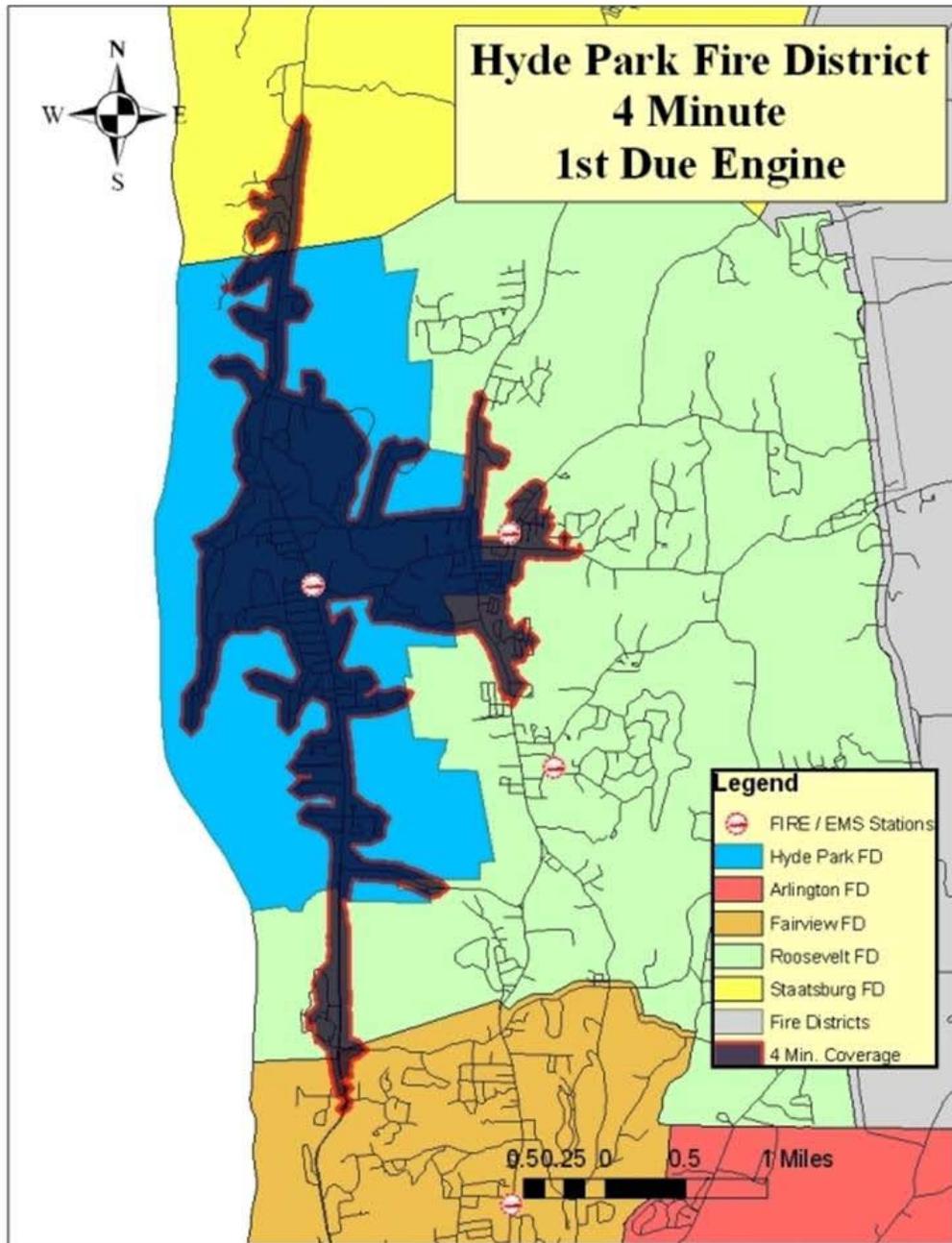
Offsetting these costs is estimated revenue of \$110,926, requiring a total tax levy of \$15,363,574. This results in an adopted tax rate per one thousand taxable assessed valuation of \$4.869 when levied against the Town of Poughkeepsie’s \$3,155,137,574 taxable assessments.

Subsequent to the adoption of the 2012 budget by the Arlington Fire District Board of Fire Commissioners, Dutchess County required the addition of \$72,810 in appropriations for tax certiorari claims settlements and/or judgments, and a revised taxable assessed valuation of \$3,155,094,574, resulting in an official 2012 tax levy of \$15,436,384 and tax rate of \$4.893 per one thousand taxable assessed valuation.

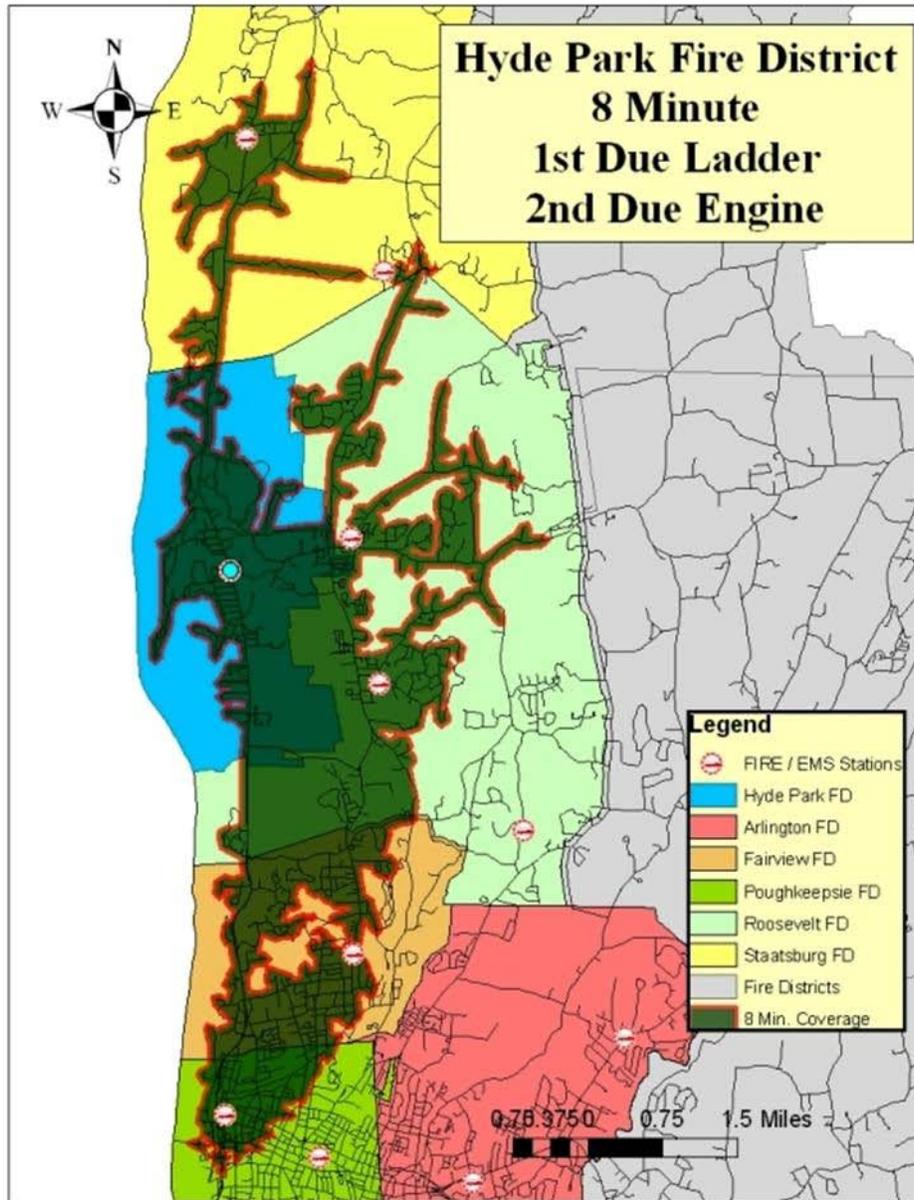
Hyde Park Fire District

The Hyde Park Fire District is located in the town of Hyde Park, its western boundaries bordering the Hudson River and its southern boundaries situated north of the Fairview Fire District. It protects an area of 6.7 square miles and a population of 4,755. The department website reports that they have 29 volunteer members operating out of one fire station. The Hyde Park Fire District operates one engine, one rescue pumper, one ladder and one brush truck.

Snapshot of Hyde Park Fire District	
Square Miles	6.7
Population	4,755
Stations	1
Career Firefighters	-
Volunteer Firefighters	29
2012 Tax Levy	\$467,626
Assessed Value	\$226,691,953
2012 Tax Rate/\$1,000	\$2.063
Full Assessed Value	\$419,799,913
2012 Full Tax Rate	\$1.114
Per Capita Cost	\$113

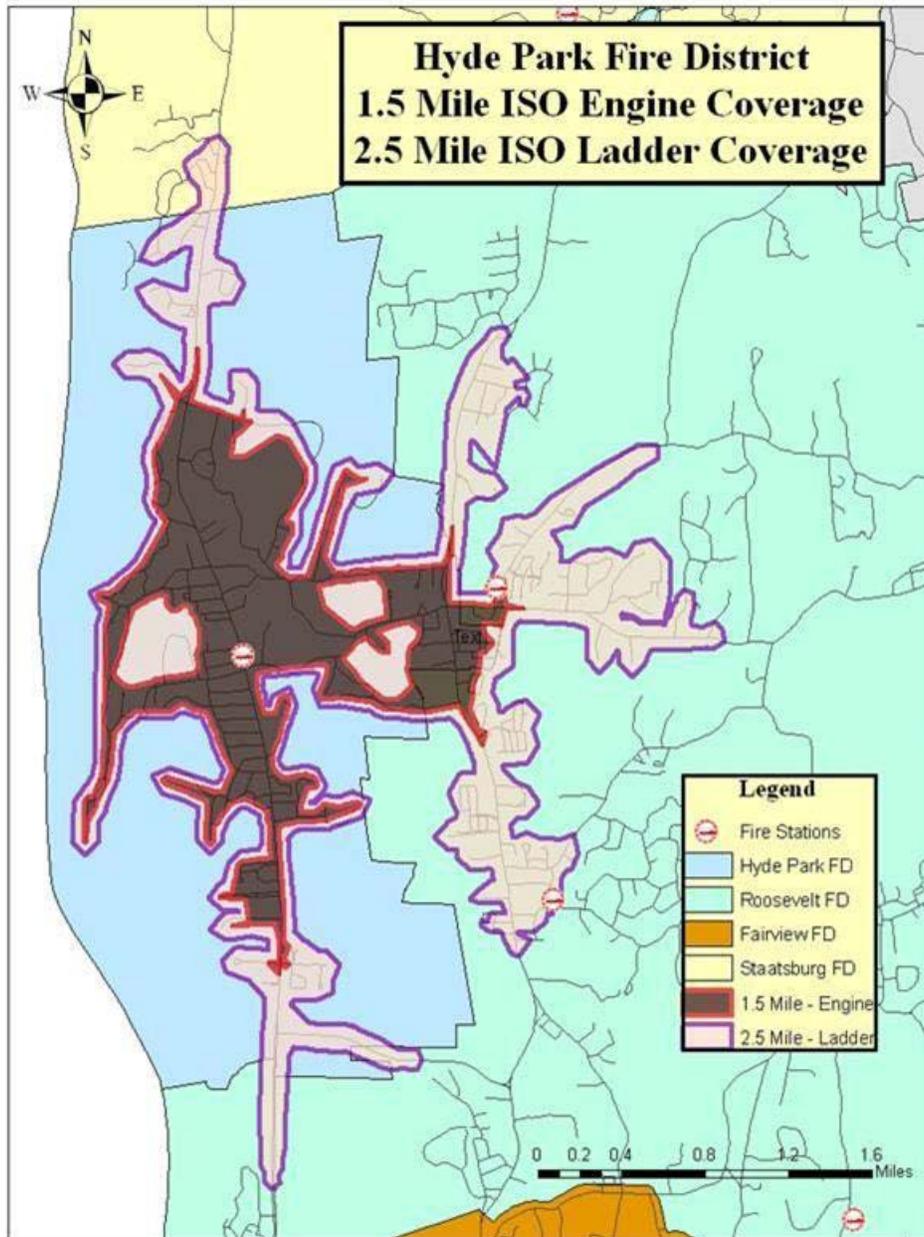


This map shows the four minute driving distance for the first due engine company responding from the Hyde Park fire station. Almost every property is within the four minute driving distances. As the only firehouse this station is very well located for community coverage. It can be seen that portions of the Fairview, Roosevelt and Staatsburg fire districts fall within the driving distance standard.



This map shows the eight minute driving distance for the first due ladder and/or second due engine company responding from the Hyde Park fire station. Since the Fairview Fire District does not operate a second due engine in its district, this demonstrates the ability of an engine located at Hyde Park's fire station to act as a second due engine to the Fairview Fire District and portions of the Roosevelt and Staatsburg fire districts. The ladder response also covers much of these three

communities. While the mapping indicates these vehicles can meet the response time/distance calculations, the ability to staff these units is tenuous at best.



The Insurance Services Office (ISO) requires all insured properties to be within five driving miles of the closest engine company to receive fire protection credit. Beneficial insurance rates are based on the response site being within 1.5 driving miles

of the closest engine company and 2.5 driving miles of the closest ladder company. The calculations are made by driving outward from each fire station for a maximum of 1.5 or 2.5 miles without going the wrong way on any one-way streets.

The red logo is the firehouse; both engine and ladder companies are located in that one station. The shaded areas outlined in red cover the roads that can be driven in 1.5 miles by an engine while the lighter shaded area outlined in purple is the 2.5 miles driven by ladders. The surrounding road network shows all homes beyond those driving distances.

Almost every road is covered, and based on distance coverage the Hyde Park Fire District could still meet ISO standards with the single station. Small portions in the southern and northern Route 9 corridor are within the 2.5 miles standard, but not the 1.5 miles. Automatic aid would not reduce the size of these coverage gaps.

Some of the areas not covered by the shading are due to a lack of roads. If no roads are visible, it is undeveloped land.

Operating Budget

The total operating budget of the Hyde Park Fire District is \$548,926. There are nominal amounts allocated to salaries and benefits, primarily to the district secretary, the treasurer, the collector and laborers. As such, \$71,100 is provided for salaries and \$38,664 for employee benefits. Other amounts detailed in this budget include equipment costs of \$45,300; contractual costs of \$302,015; debt service costs of \$61,847; contingency of \$10,000 and transfers of \$20,000 to a capital reserve.

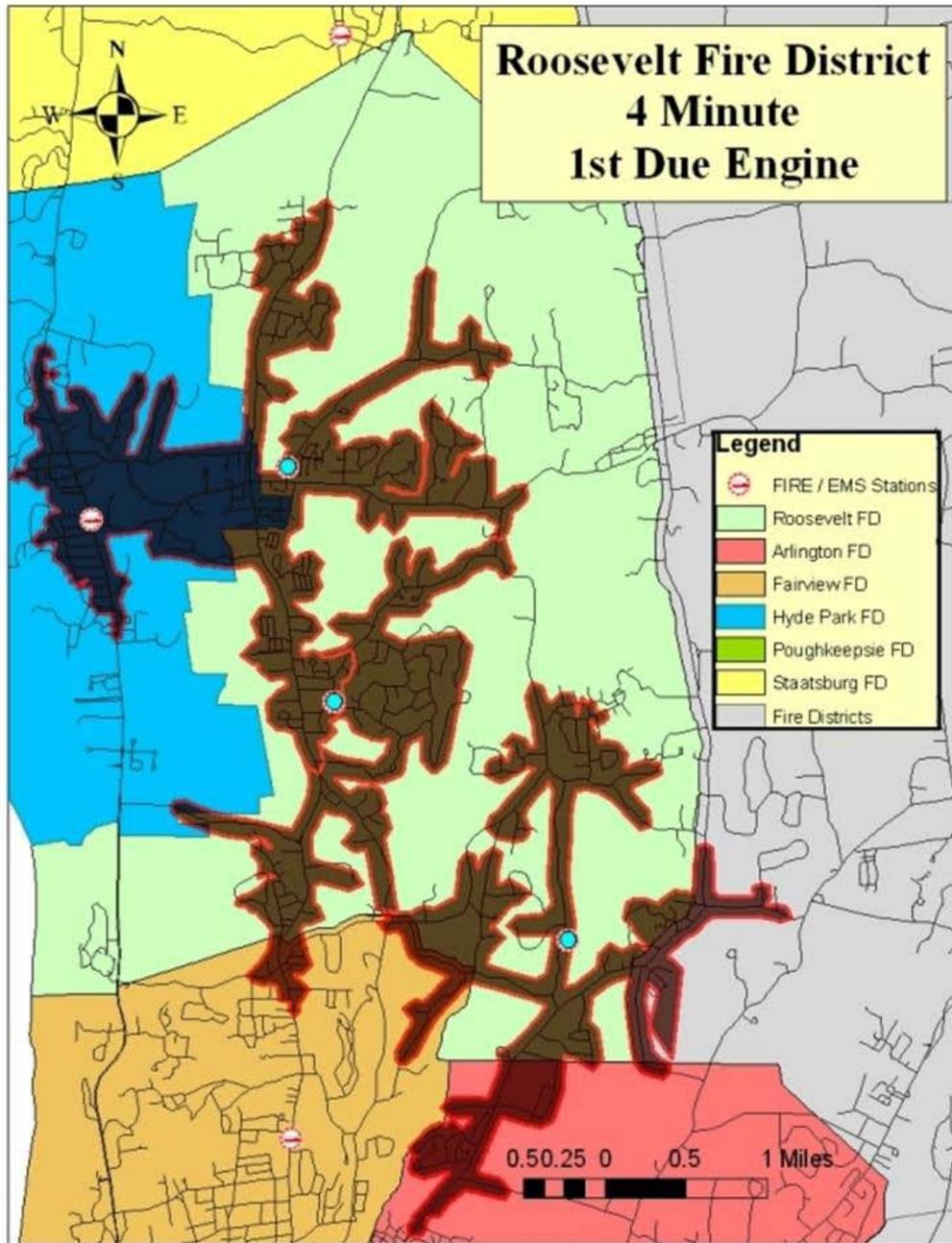
Offsetting these costs are estimated revenues from interest income (\$2,500), tax penalties (\$1,000), and miscellaneous revenues (\$5,800). Together with a \$72,000 appropriation of available fund balance, the 2012 tax levy is calculated at \$467,626. The entire \$467,626 tax levy is charged to the Town of Hyde Park, resulting in a tax rate per one thousand taxable assessed valuation of \$2.063.

The District lies within the Town of Hyde Park, which has a New York State equalization rate of 54%. As will be seen later in this report, the inclusion in the District in various consolidation scenarios will require that the taxable assessed valuation of the District be “equalized” to estimated full market value (taxable assessed valuation divided by 54%), which will in turn result in an “equalized” property tax rate.

Roosevelt Fire District

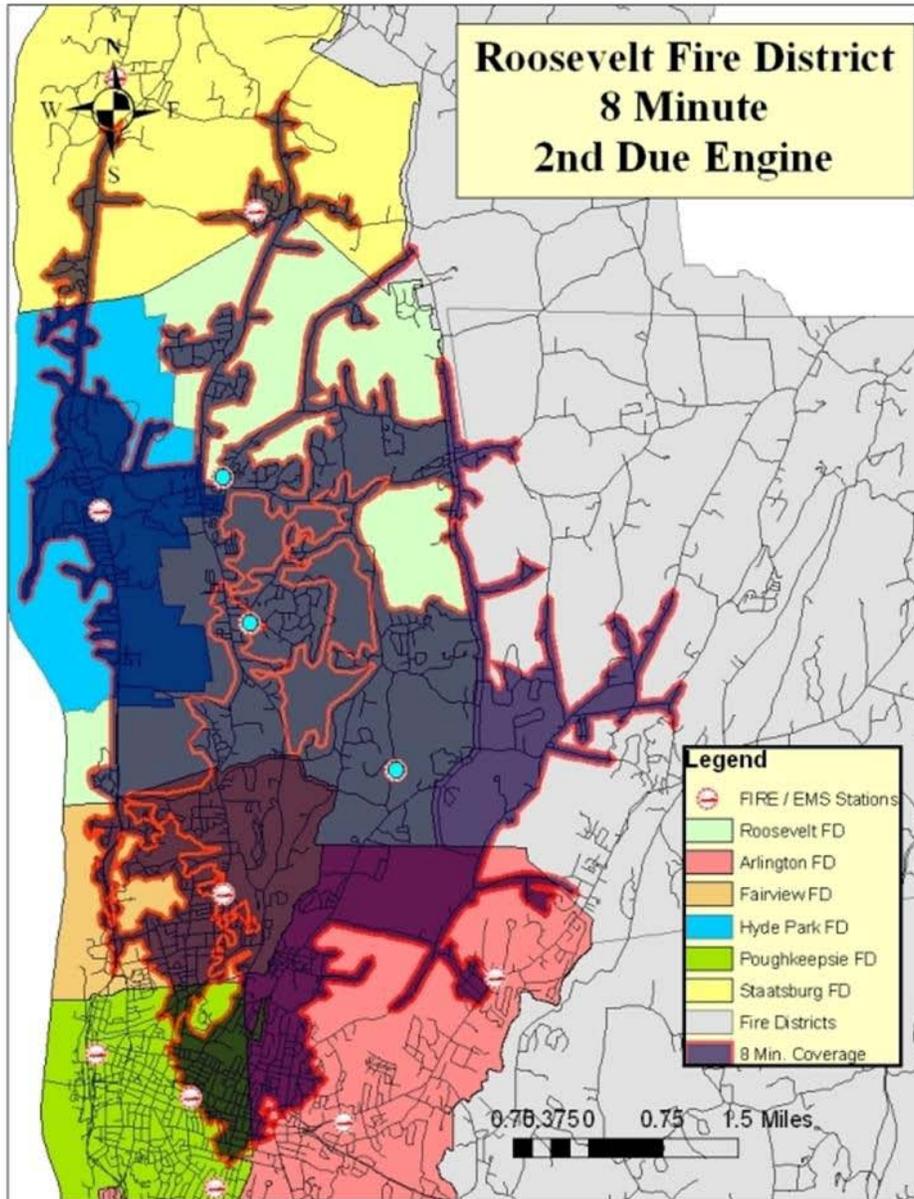
The Roosevelt Fire District is located in the town of Hyde Park, covering approximately 16 square miles along the northeastern border of the Fairview Fire District and protecting a population of 11,387. The department website states that they have 108 volunteer members operating out of three fire stations. The Roosevelt Fire District operates six pumper tankers, one ladder, one rescue, one air unit and one ambulance.

Snapshot – Roosevelt Fire District	
Square Miles	15.9
Population	11,387
Stations	3
Career Firefighters	-
Volunteer Firefighters	108
2012 Tax Levy	\$977,264
Assessed Value	\$429,351,808
2012 Tax Rate/\$1,000	\$2.276
Full Assessed Value	\$795,095,941
2012 Full Tax Rate	\$1.229
Per Capita Cost	\$86



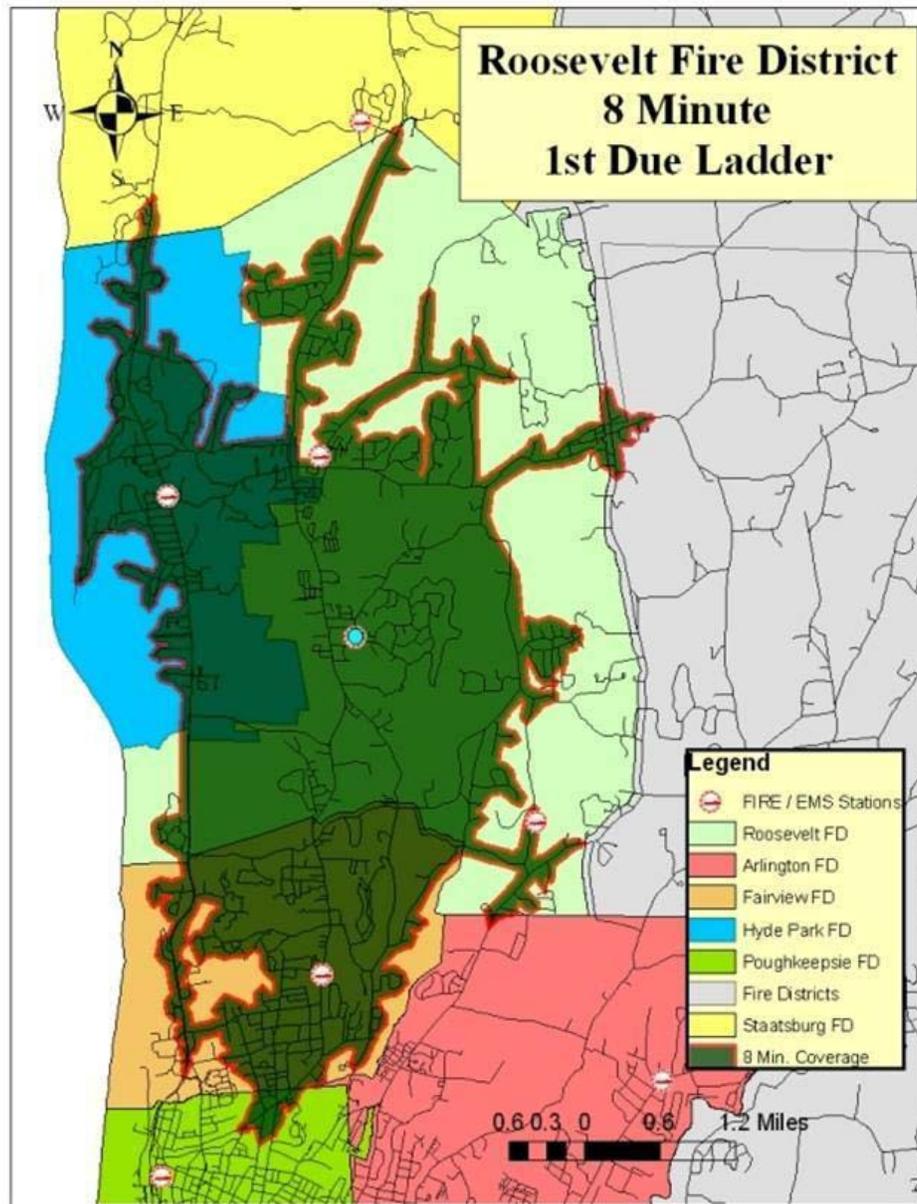
This map shows the four minute driving distance for the first due engine company responding from each of the three Roosevelt fire stations. About 35% of the road network is beyond the four minute driving distances, which indicates that either an additional station or station relocation is needed. Small portions of the Arlington and Fairview fire districts and a large portion of Hyde Park Fire District fall within the

driving distance standard. This indicates either suboptimal (too close to borders) placement or duplication of stations.



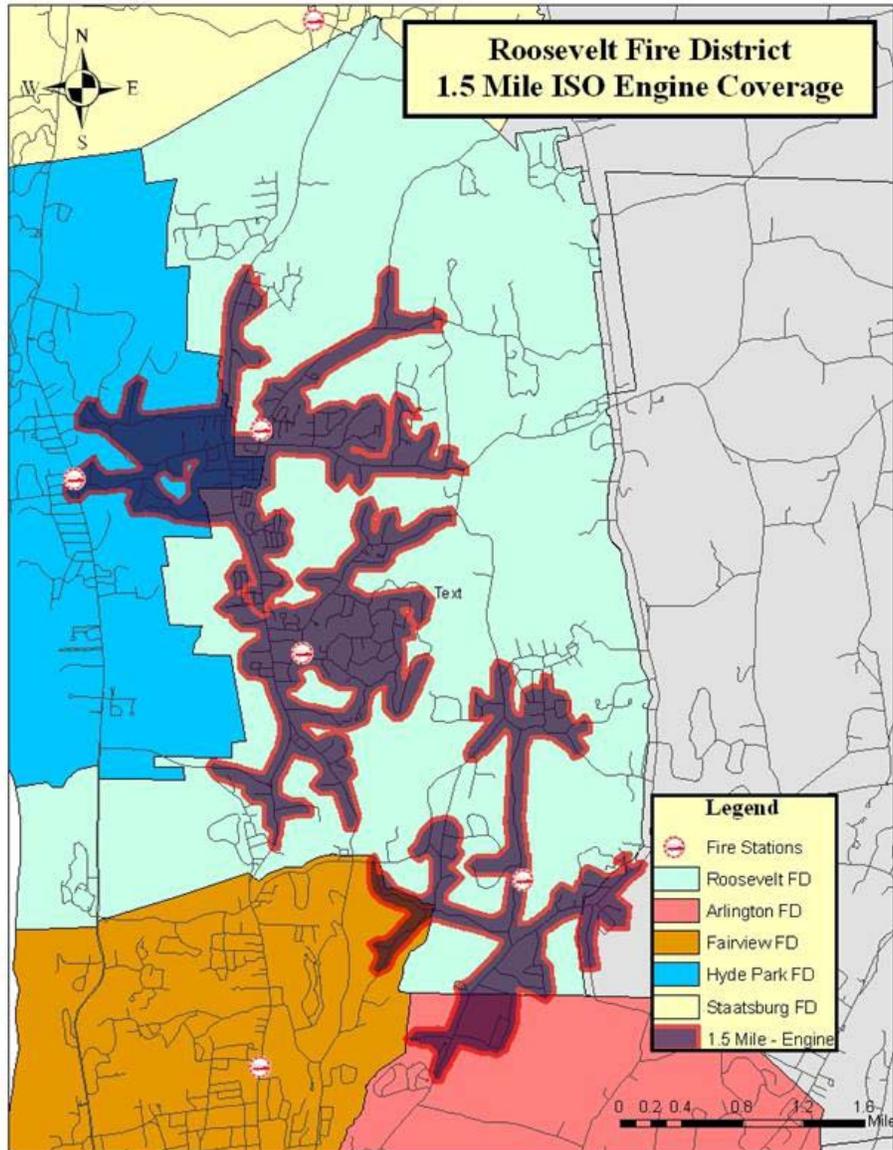
This map shows the eight minute driving distance for the second due engine company responding from each of the three Roosevelt fire stations. All roads are within the eight minute driving distances. Small portions of the Arlington and Staatsburg fire

districts; most of the Fairview Fire District and all of the Hyde Park Fire District fall within the driving distance standard, indicating suboptimal placement or duplication.



This map shows the eight minute driving distance for the first due ladder company responding from the one Roosevelt fire station. Most roads are within the eight minute driving distances. Most of the Fairview Fire District and all of the Hyde

Park Fire District fall within the driving distance standard, indicating suboptimal placement or duplication of stations.



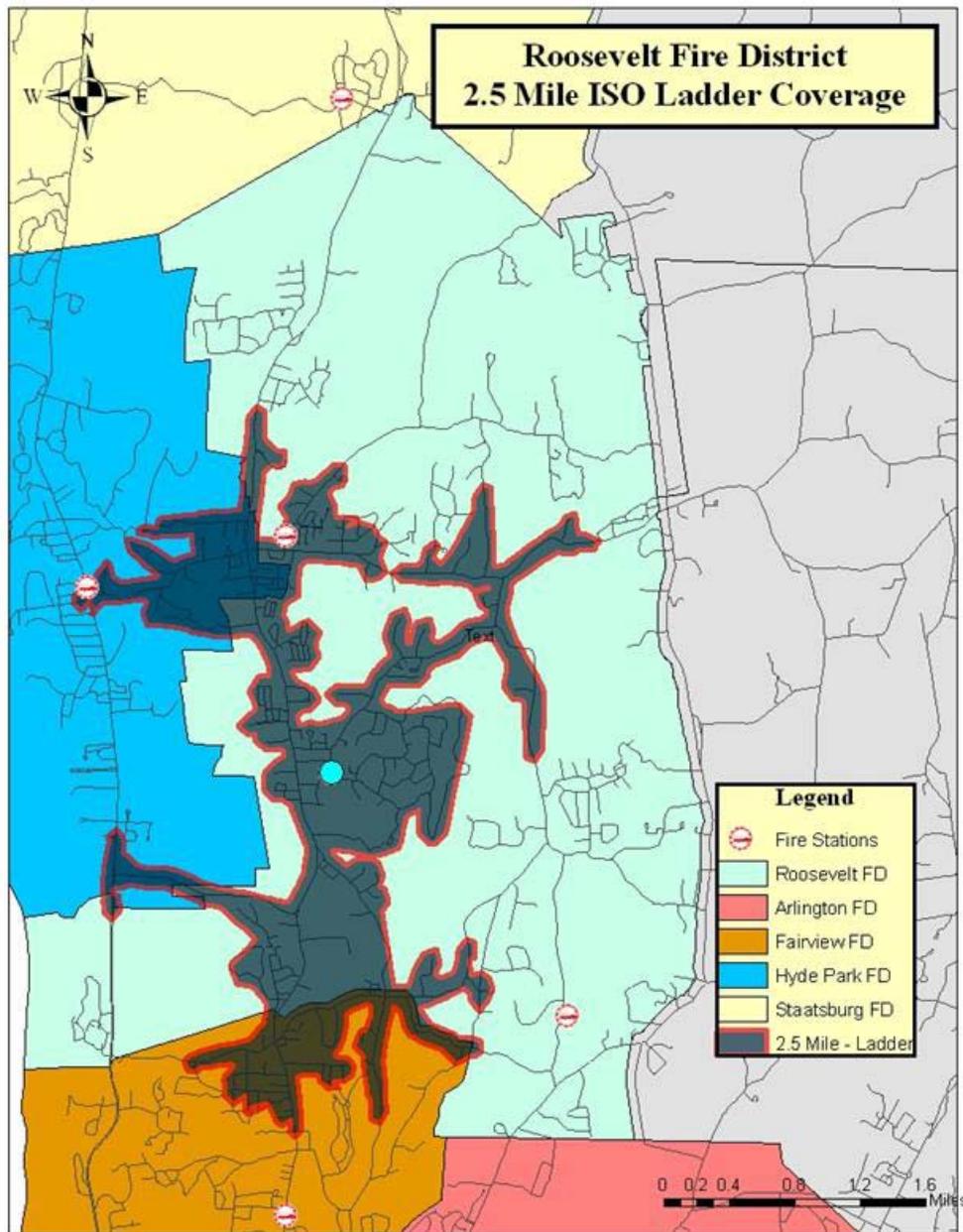
The Insurance Services Office (ISO) requires all insured properties to be within five driving miles of a fire station to be rated (beyond that the rating is a 10), where 1.5 driving miles of the closest engine company is the goal and the basis for insurance rates.

The calculations are made by driving outward from each fire station for a maximum of 1.5 miles without going the wrong way on one-way streets.

The red logos are firehouses. The turquoise area is the Roosevelt Fire District. The brownish shaded areas outlined in red are the roads driven in 1.5 miles by engines. The surrounding road network shows all homes beyond the 1.5 mile driving distance.

It is clear from this map that while a number of neighborhoods are outside the 1.5 miles, they are still within the ISO five miles standard, so they are covered at the same ISO PPC rate as the rest of the district. The primary problem with these ISO coverage gaps is it lowers the overall district score for ISO. Since these areas are scattered, the district would need two to three additional stations with engines and personnel. This is not economically feasible, as some of these areas could be covered by automatic aid and that would reduce the size of the gaps. The Roosevelt Fire District does have automatic aid agreements with both the Staatsburg Fire District and the West Clinton Fire District. It was not determined by this study as to what areas are covered by the agreements or if these agreements meet the requirements of ISO for credit.

Some of the areas not covered by the shading are due to a lack of roads. If no roads are visible, it is undeveloped land.



The Insurance Services Office (ISO) requires all insured properties to be within five driving miles of a fire station to be rated, with 2.5 driving miles of the closest ladder or service company being the goal and what insurance rates are based on. The calculations are made by driving outward from each fire station for a maximum of 2.5 miles without going the wrong way on one-way streets.

The red logos are firehouses; the light blue dot has a ladder company. The turquoise area is the Roosevelt Fire District. The shaded areas outlined in red cover the roads that can be driven in 2.5 miles by the ladder company. The surrounding road network shows all homes beyond those driving distances.

It is clear from this map that while the southeast Route 9 corridor and northern neighborhoods are outside the 2.5 miles, they are still within the required five miles and thus provided the same ISO PPC rate as the rest of the district. However, these ISO coverage gaps lower the overall district ISO PPC score. To correct this deficiency, the District would need one additional ladder or service company and additional personnel at Station No. 2. The northern neighborhoods might receive credit if the rescue is equipped as a service company. The Route 9 corridor could be covered by automatic aid and that would reduce the size of the gaps, but only by a very small amount.

Some of the areas not covered by the shading are due to a lack of roads. If no roads are visible, it is undeveloped land.

Operating Budget

The total operating budget of the Roosevelt Fire District is \$977,264. A nominal \$38,000 is provided for salaries and \$227,552 for benefits. Included in the cost of benefits is \$125,000 for a local service award program (LOSAP) and \$95,685 for Workers Compensation. Equipment costs are budgeted at \$83,000 and contractual costs \$453,712. The budget also provides a \$175,000 transfer to a reserve fund. There are no revenues to offset the appropriations, resulting in a tax levy of \$977,264 and a tax rate per one thousand taxable assessed valuation of \$2.276 charged to the Town of Hyde Park.

As with the Hyde Park Fire District, the Roosevelt Fire District lies within the Town of Hyde Park. Various consolidation scenarios involving the District will require that the taxable assessed valuation of the District be “equalized” to estimated full

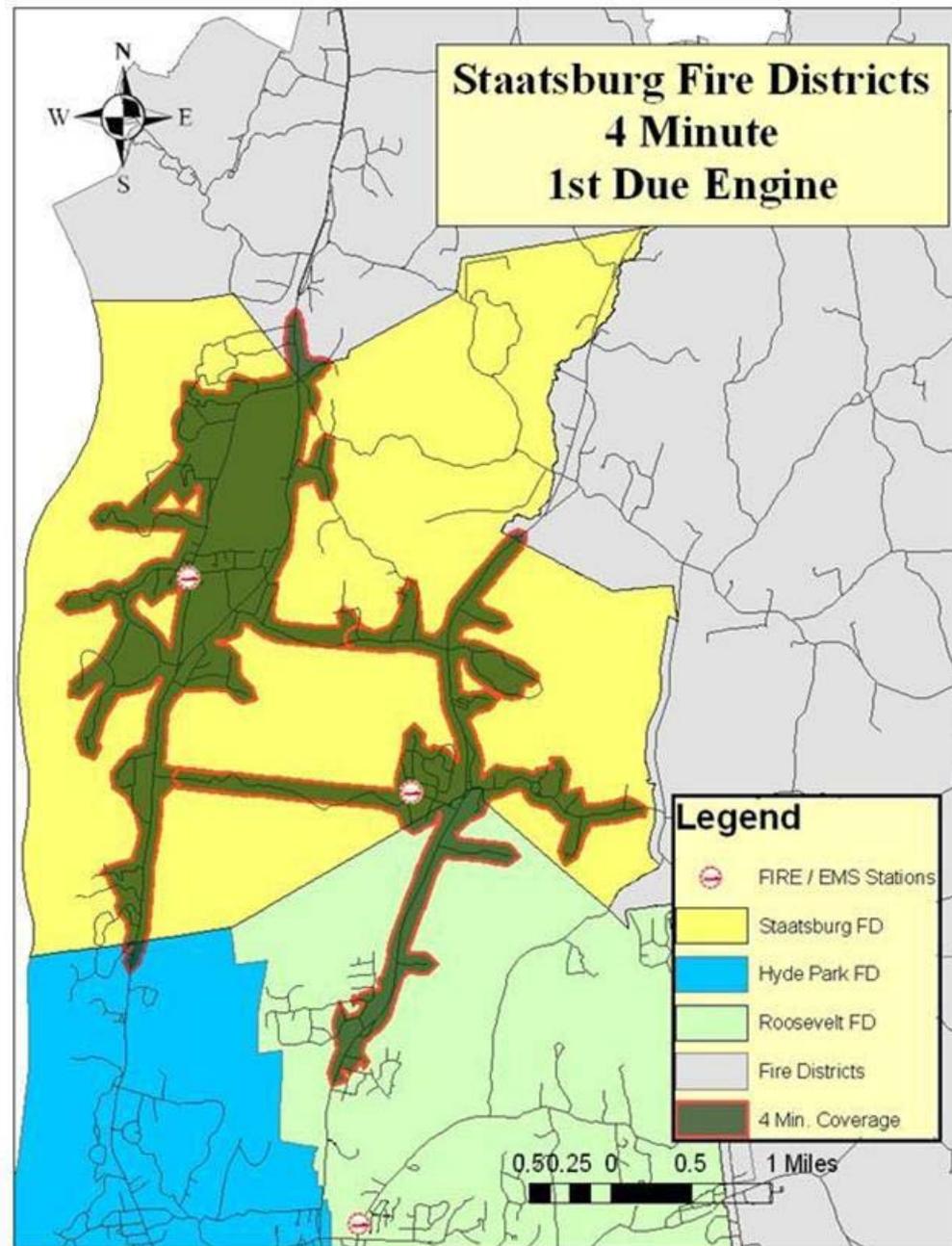
market value (taxable assessed valuation divided by 54%), which will in turn result in an “equalized” property tax rate.

Staatsburg Fire District

The Staatsburg Fire District is located in the town of Hyde Park, its western borders along the Hudson River and its southern border along the northern borders of the Hyde Park Fire District and the Roosevelt Fire District. The Staatsburg Fire District is not contiguous to the Fairview Fire District, but its geographical proximity to the Fairview Fire District makes it a candidate for consolidation with the Fairview Fire District and one or more other fire districts/departments. The district protects an

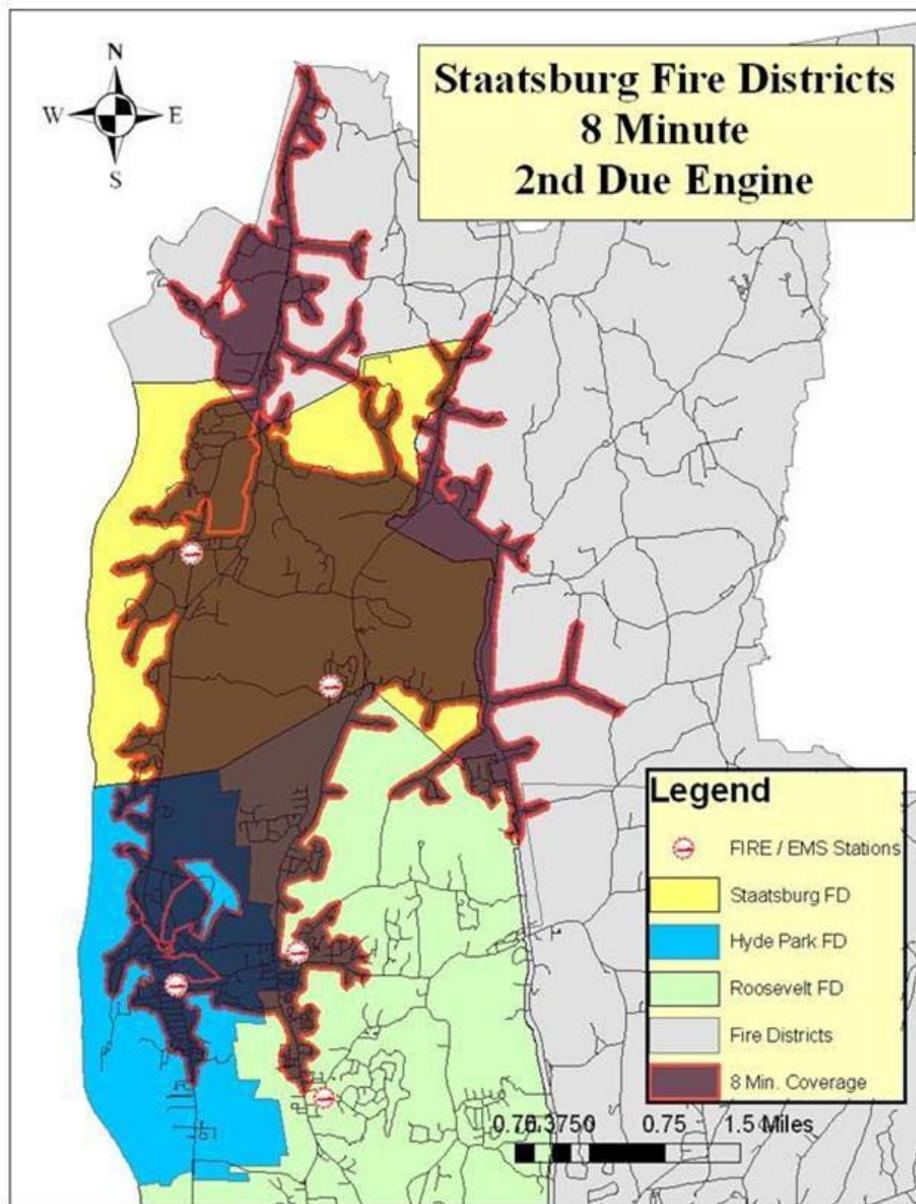
Snapshot – Staatsburg Fire District	
Square Miles	12.6
Population	2,910
Stations	2
Career Firefighters	-
Volunteer Firefighters	53
2012 Tax Levy	\$235,357
Assessed Value	\$156,033,441
2012 Tax Rate/\$1,000	\$1.508
Full Assessed Value	\$288,950,817
2012 Full Tax Rate	\$0.815
Per Capita Cost	\$81

area of 12.6 square miles and a population of 2,910. The district is comprised of the Dinsmore Hose Company No. 1 and Staatsburg Engine Company No. 2, each of which operates out of their own fire station. Dinsmore Hose Company No. 1 operates two engines, one rescue and one brush unit. Staatsburg Engine Company No. 2 operates two engines. Both companies are staffed with volunteers.



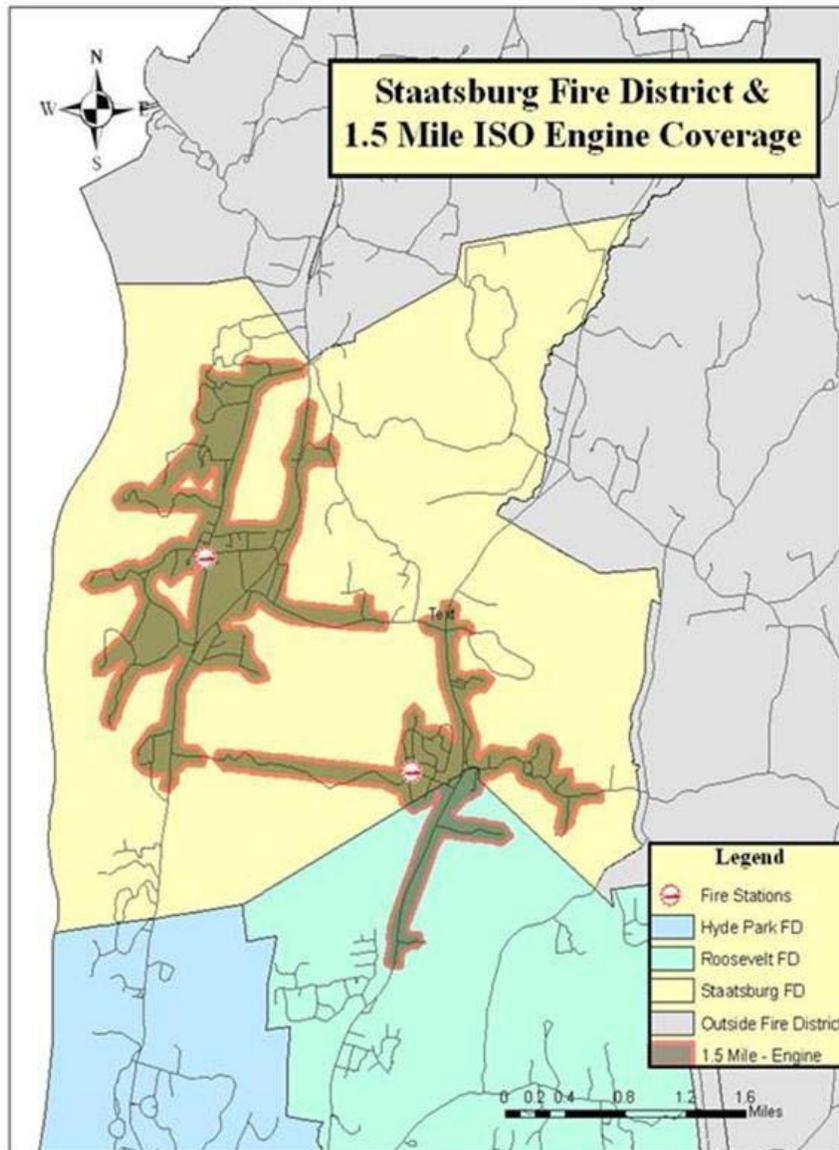
This map shows the four minute driving distance for the first due engine company responding from either of Staatsburg’s two fire stations. About 20% of the road network is beyond the four minute driving distances, an indication that either an additional station or station relocation is needed. Small portions of the Roosevelt Fire District fall within the driving distance standard, indicating suboptimal or duplicate

station placement. Both District fire stations are needed in a consolidation involving the Roosevelt and/or Hyde Park fire district(s), as there is no duplication of coverage.



This map shows the eight minute driving distance for the second due engine company responding from either of Staatsburg's two fire stations. The entire road network is within the four minute driving distances. It can be seen that small portions

of the Roosevelt Fire District and a large portion of Hyde Park Fire District fall within the driving distance standard.



The Insurance Services Office (ISO) requires all insured properties to be within five driving miles of the closest engine company to receive fire protection credit, and insurance rates are based on the response site being within 1.5 driving miles of the closest engine company and 2.5 driving miles of the closest ladder company. The

calculations are made by driving outward from each fire station for a maximum of 1.5 or 2.5 miles without going the wrong way on any one-way streets. The Staatsburg Fire District does not operate a ladder company, but it does operate a rescue that could possibly receive credit if equipped and staffed as a service company.

The red logos are the firehouses and an engine company is located in each station. The shaded areas outlined in red cover the roads that can be driven in 1.5 miles by each engine. The surrounding road network shows all homes beyond those driving distances.

It is clear from this map that while both the southwest and northeast sections are beyond the 1.5 mile standard, they are still within the five mile standard and thus rated at the same ISO PPC rate as the rest of the district. Due to lack of hydrants, the District is rated PPC 9, so changes in the coverage area will not change the rating. However, the PPC can be dramatically improved if the District could demonstrate to the ISO that the department can develop and maintain the needed fire flow. Automatic aid would not change the size of the gaps, but it may improve the overall response. Some of the areas not covered by the shading are due to a lack of roads. If no roads are visible, it is undeveloped land.

Since Staatsburg does not have a ladder company only the engine map is shown. The brown shaded area outlined in red covers the 1.5 miles of roads that can be driven by engines. A service (rescue) company can be used in place of a ladder, but preliminary reports indicate that this company is often not available. The surrounding road network shows all homes beyond those driving distances. Also note that a portion of the area within the 1.5 miles distance is in the Roosevelt Fire District.

Operating Budget

The total 2012 adopted operating expense budget of the Staatsburg Fire District is \$320,270. Of this amount, \$35,570 is appropriated for salaries and wages and \$25,500 for

employee benefits. Equipment is budgeted at \$35,000; contractual costs are budgeted at \$201,700 and \$22,500 is budgeted as a transfer to a reserve fund.

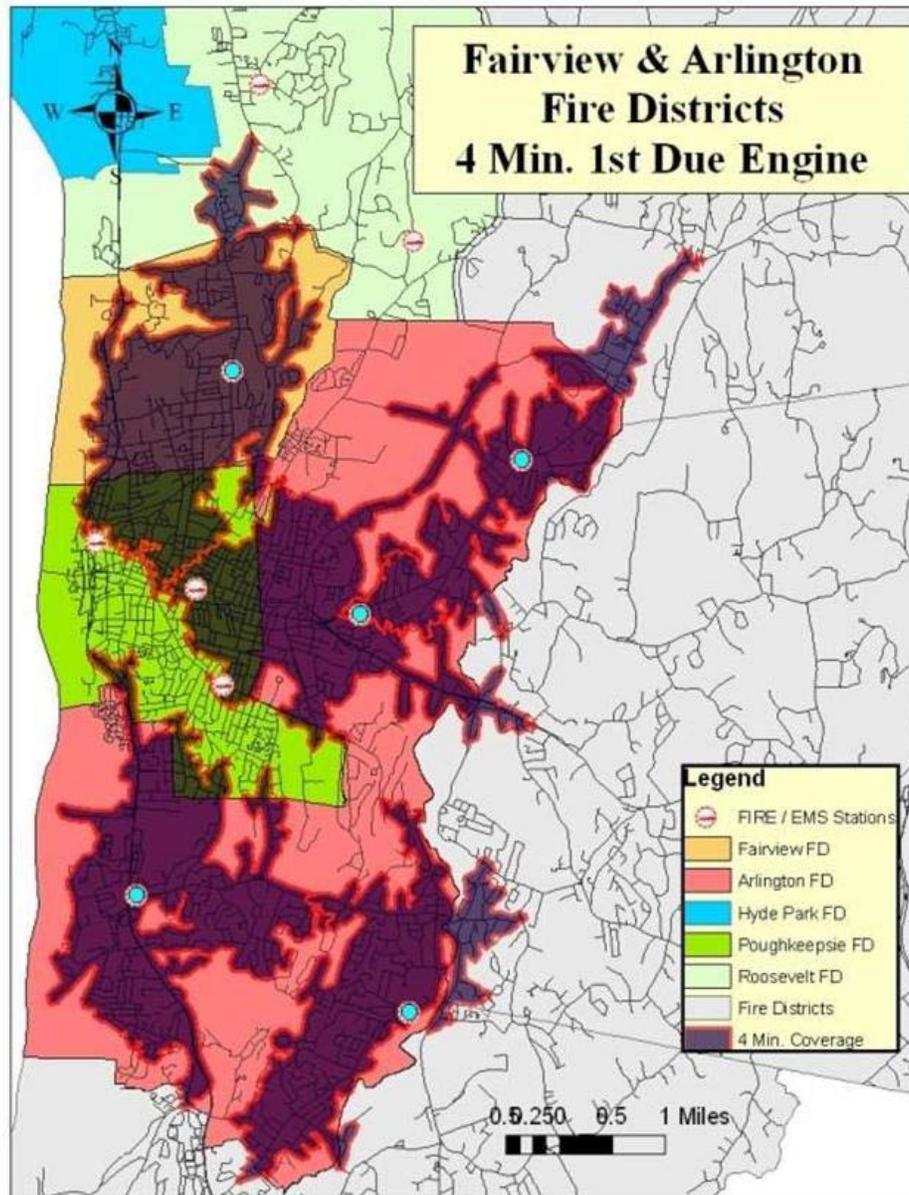
The funding of the annual operating budget is financed primarily by a tax levy of \$235,320 after taking into account anticipated revenues of \$82,450 from prior year tax overpayments; a \$1,000 Payment in Lieu of Taxes (PILOT); \$1,000 in refunds of prior year expenses and gifts and donations of \$500. The entire \$235,320 tax levy is charged to the Town of Hyde Park, resulting in a tax rate per one thousand taxable assessed valuation of \$1.508.

Subsequent to the adoption of the 2012 budget by the Staatsburg Fire District Board of Fire Commissioners, Dutchess County made an immaterial adjustment, increasing operating expenses by \$37. This adjustment increased the tax levy to \$235,357 and had no impact on the adopted tax rate.

As with the Hyde Park and Roosevelt fire districts, the Staatsburg Fire District lies within the boundaries of the Town of Hyde Park. Various consolidation scenarios involving the District will require that the taxable assessed valuation of the District be “equalized” to estimated full market value (taxable assessed valuation divided by 54%), which will in turn result in an “equalized” property tax rate.

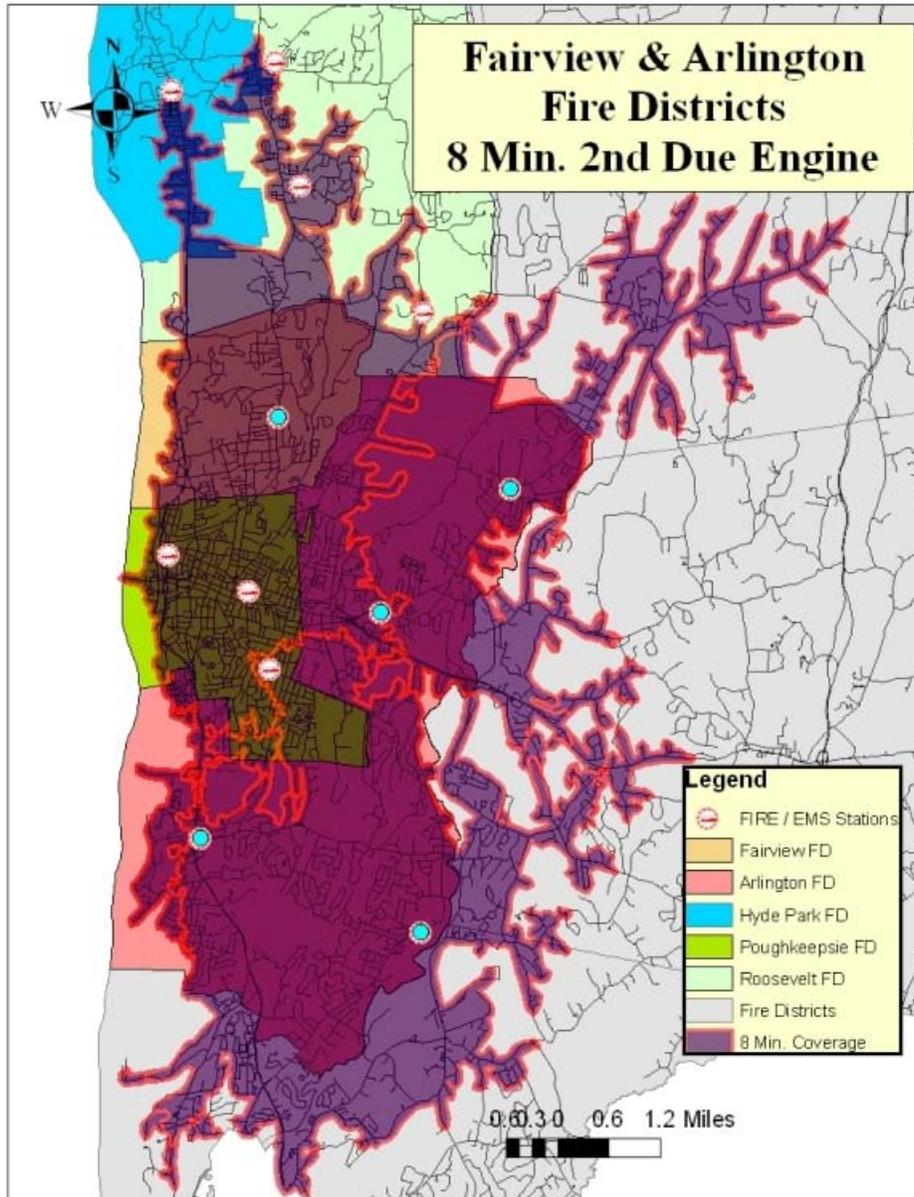
Potential Consolidation Scenarios

Fairview and Arlington



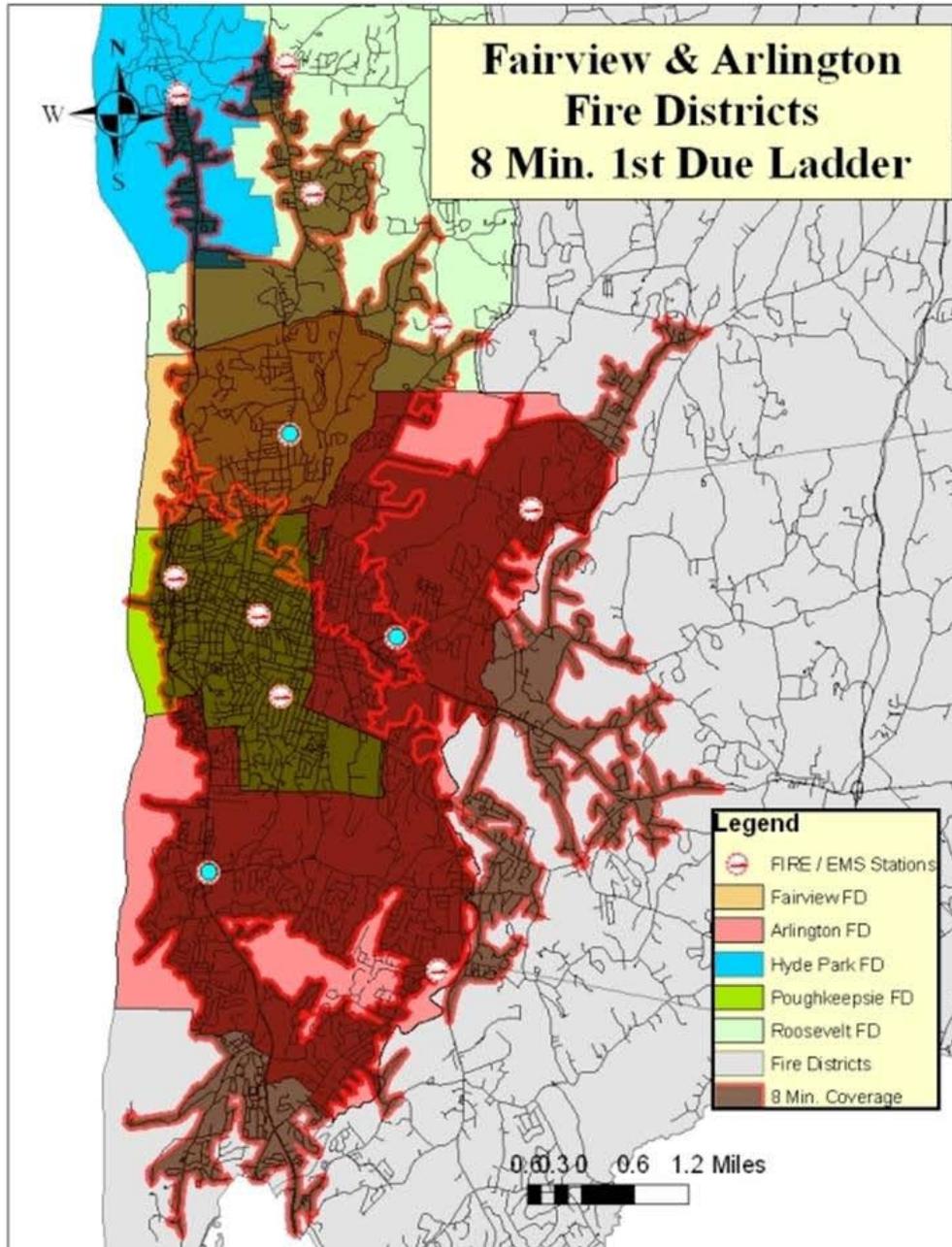
This map shows the four minute driving distance for the first due engine company responding from a consolidated Fairview/Arlington District fire station. A

number of streets are beyond the four minute driving distances. The response coverage for the first due engine does not improve based on this consolidation; all stations are needed and no reduction in engines is appropriate. It can be seen that a large portion of the City of Poughkeepsie falls within the driving distance standard. This will be discussed later in an Arlington/Fairview/City of Poughkeepsie consolidation scenario.



The preceding map shows the eight minute driving distance for the second due engine company responding from one of the five consolidated Fairview/Arlington District fire stations. All streets are within the eight minute driving distances. The response coverage for the second due engine improves in Arlington's northwest quadrant and Fairview's entire district based on this consolidation.

It can be seen that all of the City of Poughkeepsie falls within the driving distance standard and will be discussed with an Arlington/Fairview/City of Poughkeepsie consolidated district scenario. A consolidation of the Fairview and Arlington fire districts would not reduce the need for any stations or engine companies, and staffing would still be below proper staffing levels.



This map shows the eight minute driving distance for the first due ladder company responding from three of the five consolidated Fairview/Arlington District fire stations. All streets are within the eight minute driving distances. The response coverage for the first due ladder does not improve based on this consolidation.

It can be seen that all of the City of Poughkeepsie falls within the driving distance standard and will be discussed within the context of a consolidated Arlington/Fairview/City of Poughkeepsie Fire District. It would not be possible to reduce the number of stations or ladders, and staffing would still not be at proper levels given these driving distances.

Operating Budget

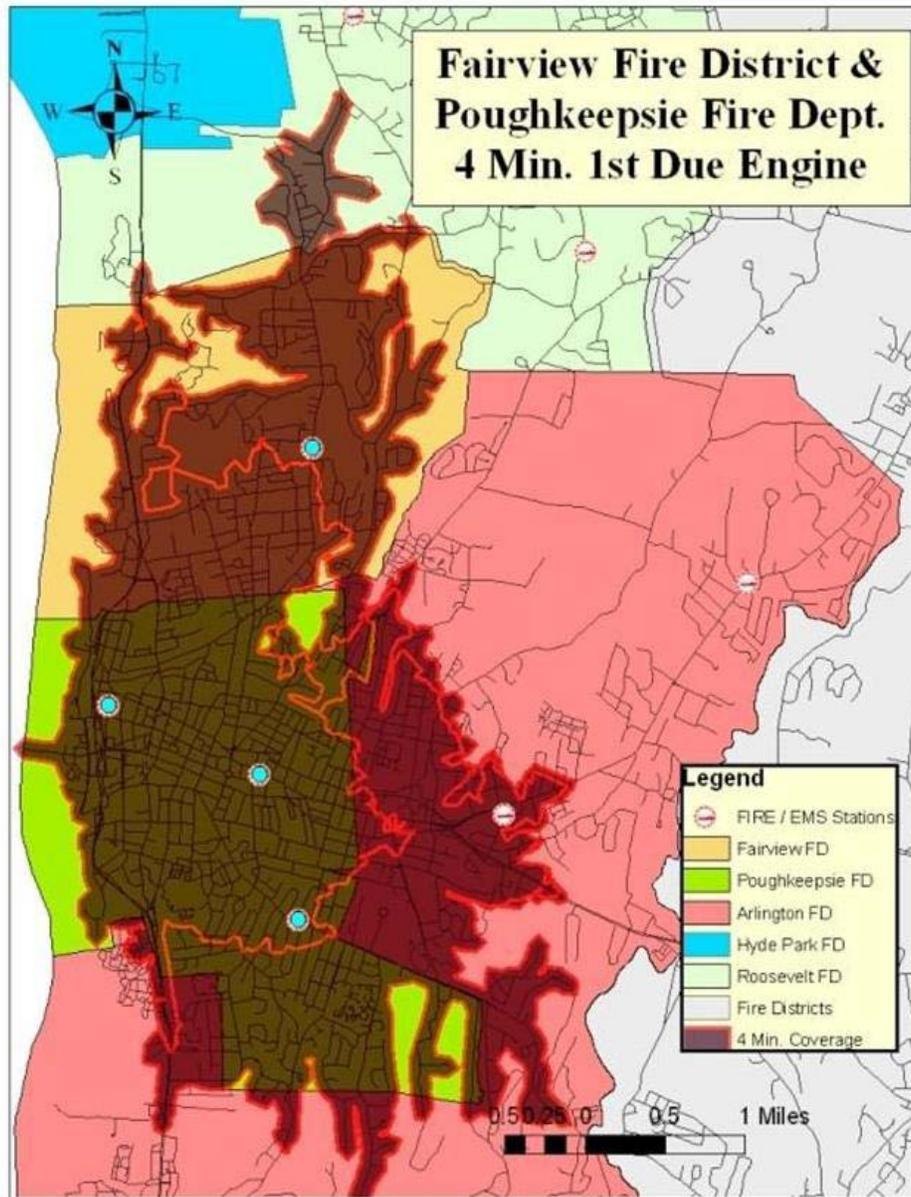
Unadjusted, \$18.8 million would be needed to fund a combined Fairview/Arlington Fire District with approximately \$285,000 available in revenues from PILOTs and other revenues. Assuming the availability of \$200,000 of fund balance to help offset costs, the tax levy for the combined district would be \$18.3 million.

Since both districts have an equalization rate of 100%, the combined district would have a taxable assessed value of \$3.7 billion, resulting in an estimated property tax rate of \$5.006 per \$1,000 taxable assessed value. This compares to the current \$4.893 and \$5.720 rates for the Arlington and Fairview fire districts, respectively. Assuming a 2011 median sale price of \$245,950, the median priced single family home would pay on average approximately \$1,231 per year in fire district property tax. The current estimated annual fire district property taxes on a single family home in the Arlington Fire District is \$1,276, and the current annual fire district property taxes on a single family home in the Fairview Fire District is \$1,321.

For purposes of this analysis, net per capita cost is the net cost (total appropriations less total estimated revenues, not including any appropriation of fund balance) divided by the district population. On a per capita basis, a combined Arlington/Fairview Fire District would have a population of 40,297 and a net per capita cost of \$459, compared to \$460 for the Arlington Fire District (population 33,532) and \$452 for the Fairview Fire District (population 6,765).

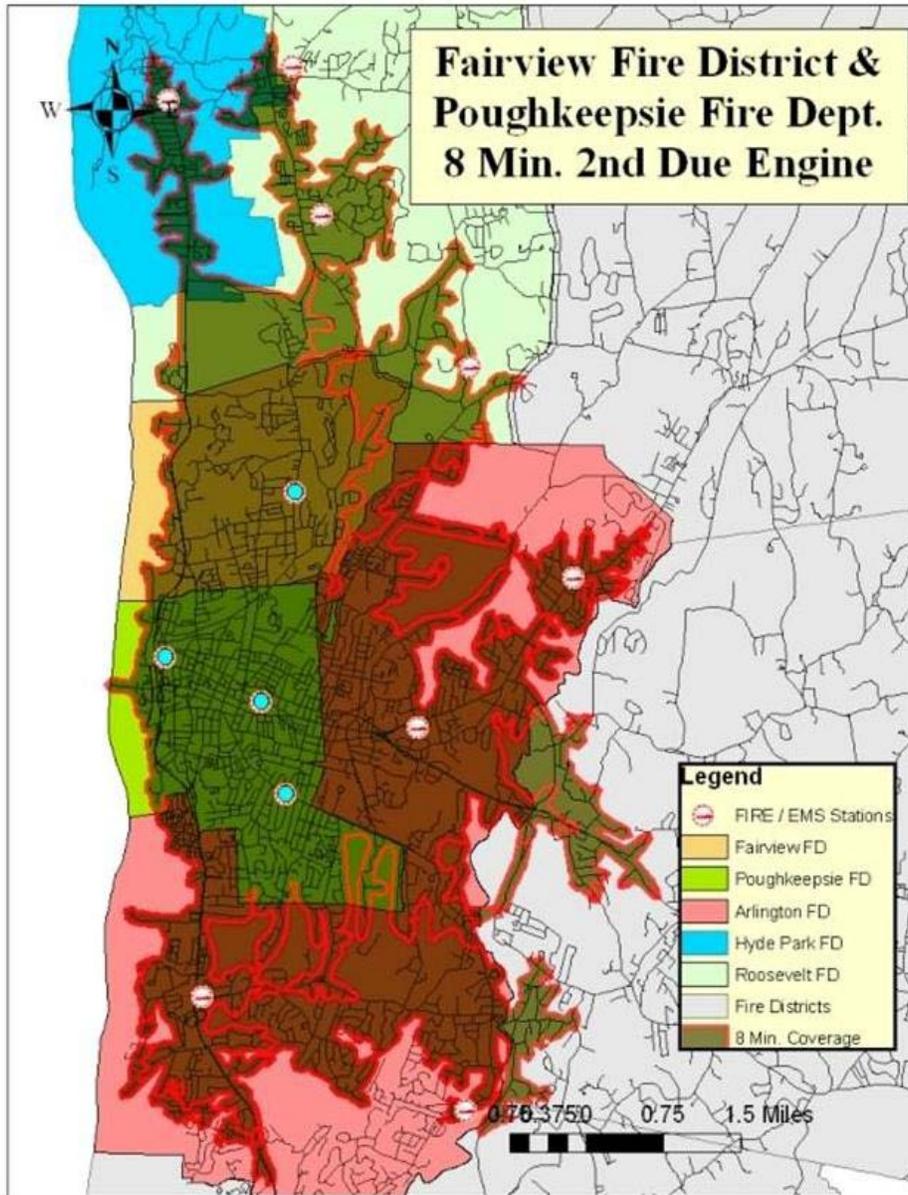
Snapshot – Arlington/Fairview Fire District			
	Arlington	Fairview	Combined
Career Firefighters	78	16	94
Volunteer Firefighters	85	17	102
Square Miles	21.7	5.0	26.7
Population	33,532	6,765	40,297
Fire Stations	4	1	5
Gross per capita cost	\$460	\$452	\$459
Tax Levy	\$15,436,384	\$2,856,725	\$18,293,109
Taxable Assessed Valuation	\$3,155,094,574	\$499,425,925	
Fire Services Tax Rate	\$4.893	\$5.720	
Equalization Rate	100%	100%	
Full Taxable Assessed Value	\$3,155,094,574	\$499,425,925	\$3,654,520,499
Full Value Fire Svc Tax Rate	\$4.893	\$5.720	\$5.006
Full Total Assessed Value	\$3,795,192,374	\$1,033,615,229	\$4,828,807,603
Full Tax Exempt Value	\$640,097,800	\$534,189,304	\$1,174,287,104
Full Tax Exempt Percent	16.9%	51.7%	24.3%
Median Home Price	\$260,900	\$231,000	\$245,950
Estimated Taxes Median Home	\$1,276	\$1,321	\$1,231

Fairview and City of Poughkeepsie



This map shows the four minute driving distance for the first due engine company responding from a consolidated Fairview/City of Poughkeepsie Fire District fire station. Only a few streets are beyond the four minute driving distances. The response coverage for the first due engine does not improve based on this consolidation. There is the ability to eliminate one engine from a City of Poughkeepsie

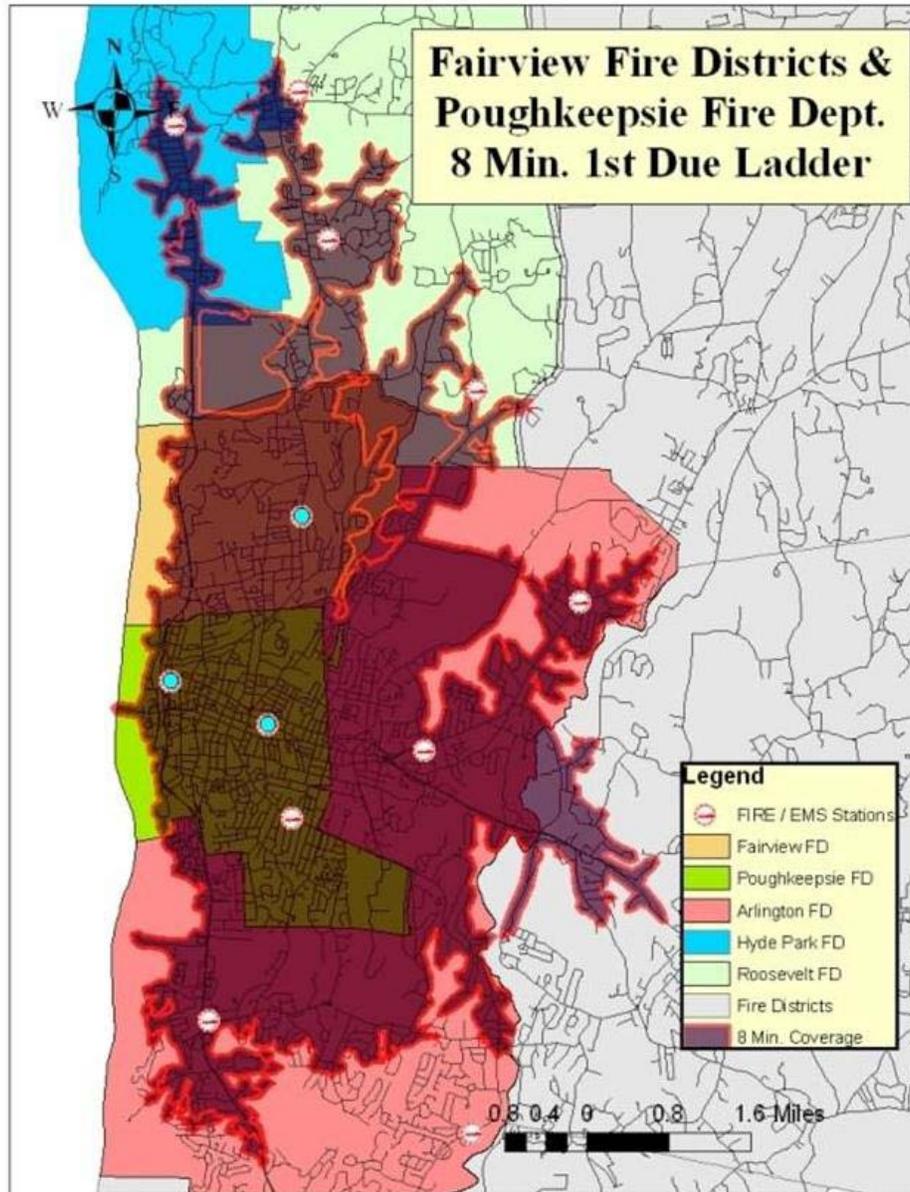
Fire Station and transfer the members to another apparatus to bring it closer to compliance. The level of fire protection would improve, but may require less personnel commitment to Fairview's second ambulance.



This map shows the eight minute driving distance for the second due engine company responding from a consolidated Fairview/City of Poughkeepsie Fire District fire station. All streets are within the eight minute driving distances. The City of

Poughkeepsie is currently providing this to the Fairview Fire District, and while the Fairview Fire District repays this with significant mutual aid, neither department is benefitting from the major system improvements that could be realized with a consolidation.

As with the first due engine analysis, there is the ability to eliminate one engine from a City of Poughkeepsie fire station and transfer the members to another apparatus to bring it closer to compliance. The level of fire protection would improve, but may require less personnel commitment to Fairview's second ambulance.



This map shows the eight minute driving distance for the first due ladder company responding from a consolidated Fairview/City of Poughkeepsie Fire District fire station. All streets are within the eight minute driving distances. There is the ability to eliminate the Fairview Fire District ladder and transfer the members to the engine to bring it closer to compliance. Combined with a City of Poughkeepsie engine reduction, this would bring the City of Poughkeepsie's ladder to the proper staffing level. The

level of fire protection would improve, but may require less personnel commitment to Fairview's second ambulance.

Operating Budget

Approximately \$11 million would be needed to fund a combined Fairview/City of Poughkeepsie Fire District, with approximately \$183,000 available in revenues from PILOTs and other revenues. Assuming the availability of \$200,000 of fund balance to help offset costs, the tax levy for the combined district would be \$10.6 million.

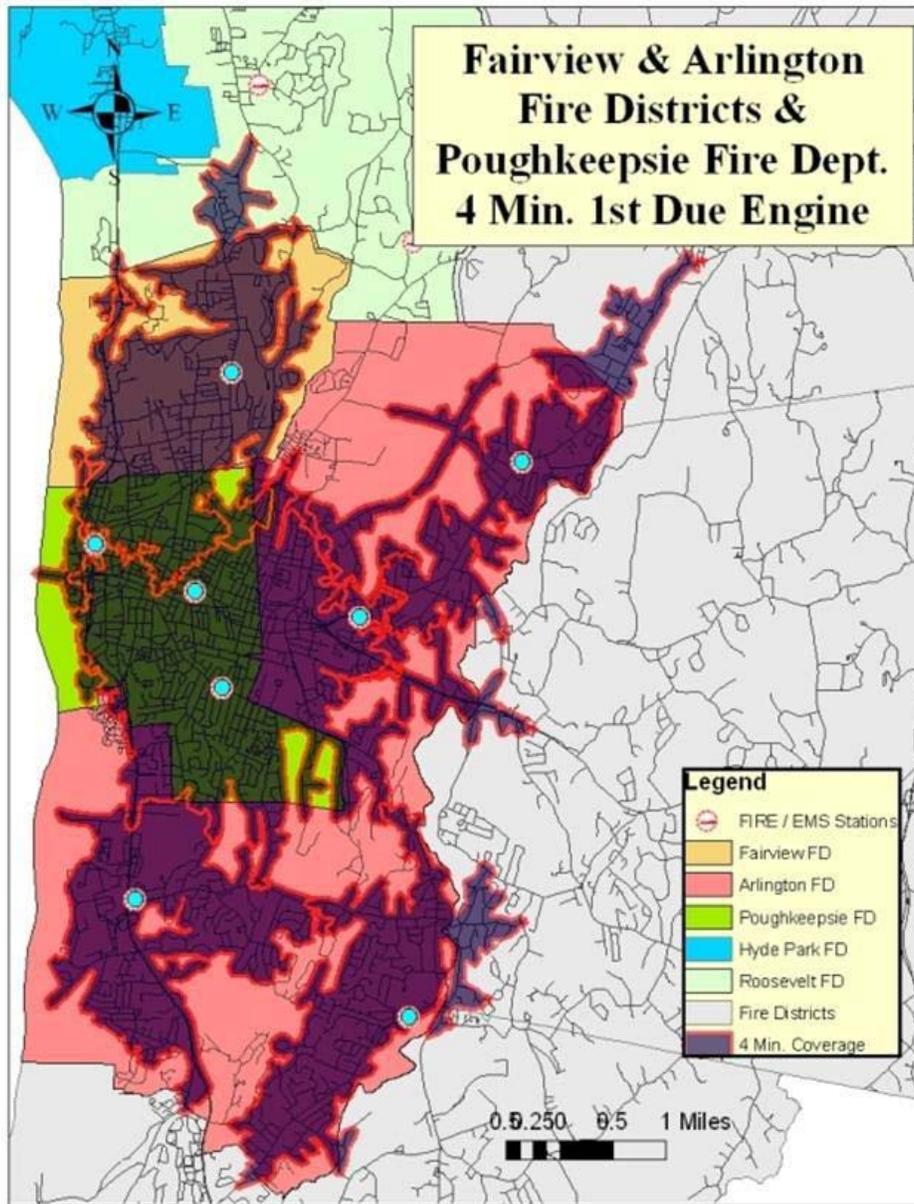
As noted earlier in this report, the City of Poughkeepsie fire department is just one of many functional units included in the City of Poughkeepsie budgets and financial reports, and some of the significant costs, including but not limited to pensions, health care and insurance are not incorporated in the city's budgets and financial reports of the fire department. As such, certain assumptions were made to arrive at reasonable estimates of these costs and the resulting pro forma calculation of a property tax levy and tax rate for fire service.

Based on the assumptions and estimates made for the City of Poughkeepsie fire department concerning its budget, and noting that both fire service areas have a 100% equalization rate, a combined Fairview/City of Poughkeepsie Fire District would have a taxable assessed value of \$2.5 billion, resulting in an estimated property tax rate of \$4.335 per \$1,000 taxable assessed value. This compares to the current \$5.720 rate for the Fairview Fire District and \$3.981 estimated rate for the City of Poughkeepsie. Assuming a 2011 median sale price of \$247,050, the median priced single family home would pay on average approximately \$1,071 per year in fire district property tax. The current annual fire district property taxes on a single family home in the Fairview Fire District is \$1,321. The current estimated annual fire district property taxes on a single family home for fire services in the City of Poughkeepsie is \$1,047.

On a per capita basis, a combined Fairview/City of Poughkeepsie Fire District would have a population of 39,501 and a net per capita cost of \$274, compared to \$452 for the Fairview Fire District (population 6,765) and an estimated \$238 for City of Poughkeepsie fire services.

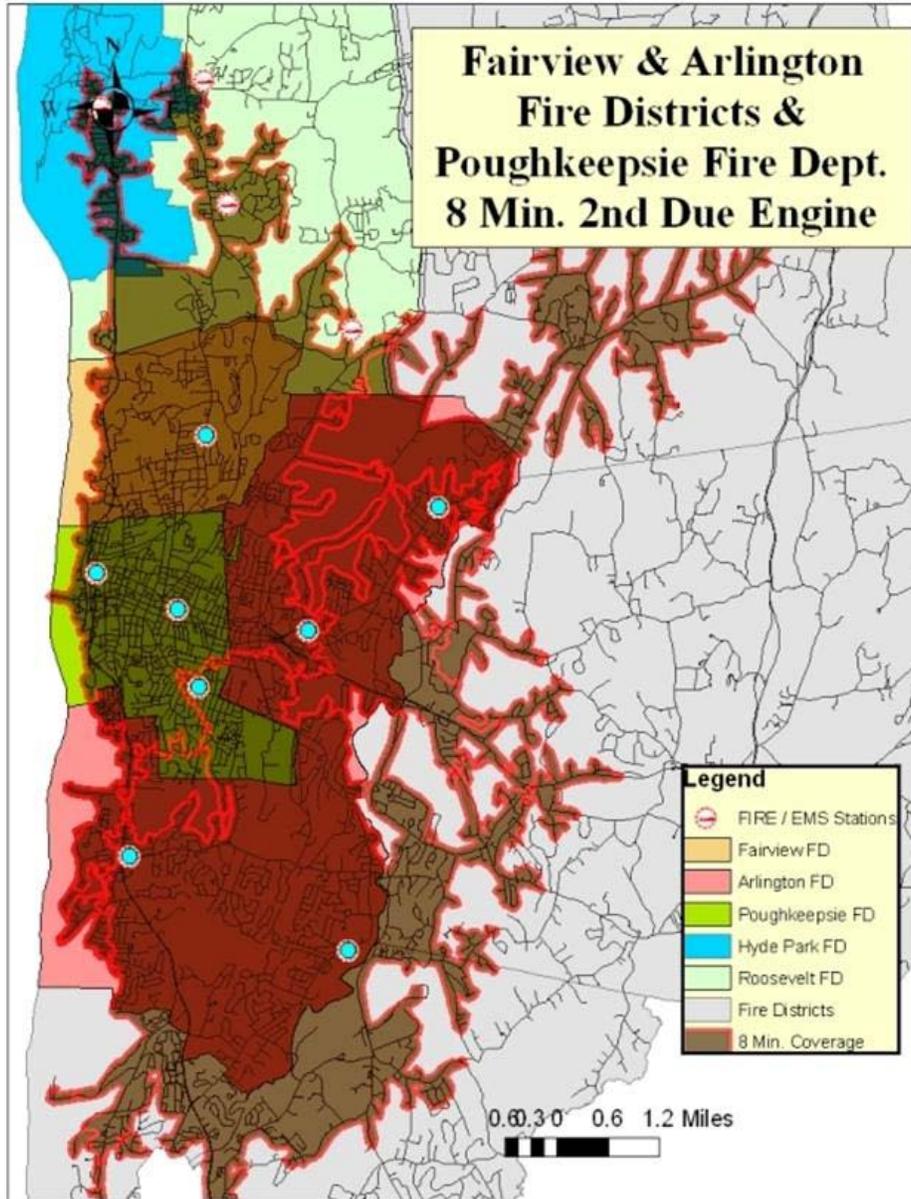
Snapshot – Fairview/Poughkeepsie City Fire District			
	Fairview	Poughkeepsie City	Combined
Career Firefighters	16	64	80
Volunteer Firefighters	17	-	17
Square Miles	5.0	5.7	10.7
Population	6,765	32,736	39,501
Fire Stations	1	3	4
Gross per capita cost	\$452	\$238	\$274
Tax Levy	\$2,856,725	\$7,780,864	\$10,637,589
Taxable Assessed Valuation	\$499,425,925	\$1,954,424,460	
Fire Services Tax Rate	\$5.720	\$3.981	
Equalization Rate	100%	100%	
Full Taxable Assessed Value	\$499,425,925	\$1,954,424,460	\$2,453,850,385
Full Fire Svc Tax Rate	\$5.720	\$3.981	\$4.335
Full Total Assessed Value	\$1,033,615,229	\$2,657,143,458	\$3,690,758,687
Full Tax Exempt Value	\$534,189,304	\$706,523,040	\$1,240,712,344
Full Tax Exempt Percent	51.7%	26.6%	33.6%
Median Home Price	\$231,000	\$263,100	\$247,050
Estimated Taxes Median Home	\$1,321	\$1,047	\$1,071

Fairview, Arlington and City of Poughkeepsie



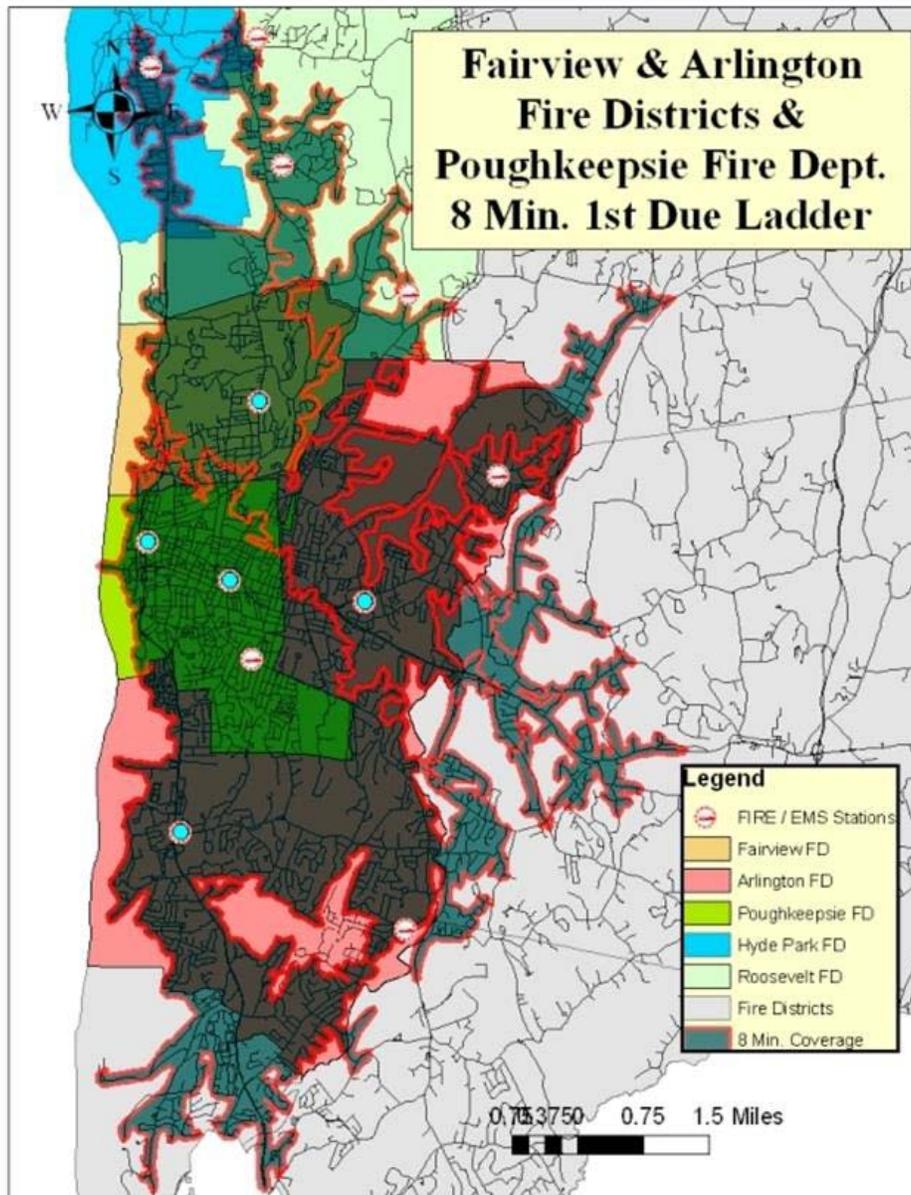
This map shows the four minute driving distance for the first due engine company responding from one of the eight consolidated Fairview/Arlington/City of Poughkeepsie Fire District fire stations. A few streets are beyond the four minute driving distances in the northwest quadrant of the Fairview Fire District and scattered throughout the Arlington Fire District. The response coverage for the first due engine

does not improve based on this consolidation. However there is the ability to eliminate two fire stations and two engines, transferring the members to another apparatus to bring it closer to compliance. Call volume and fire load would need to be evaluated to determine what cuts can be effective without increasing life safety risks.



This map shows the eight minute driving distance for the second due engine company responding from one of eight consolidated Fairview/Arlington/City of

Poughkeepsie Fire District fire stations. All streets are within the eight minute driving distances. The response coverage for the second due engine does improve based on this consolidation, and there is still the ability to eliminate two fire stations and two engines, transferring the members to other apparatus to bring them closer to compliance. Call volume and fire load would need to be evaluated to determine what reductions can be effective without increasing life safety risks.



The preceding map shows the four minute driving distance for the first due ladder company responding from one of four consolidated Fairview/Arlington/City of Poughkeepsie Fire District fire stations. All streets are within the eight minute driving distances. The response coverage for the ladder does improve based on this consolidation, and there is still the ability to eliminate two fire stations, two engines and one ladder transferring the members to other apparatus to bring them closer to compliance. Call volume and fire load would need to be evaluated to determine what reductions can be effective without increasing life safety risks.

The level of fire protection would improve, but may require less personnel commitment to Fairview's second ambulance.

Operations

The three fire service providers (Fairview Fire District, Arlington Fire District and City of Poughkeepsie) are attempting to staff nine engines, five ladders, two rescues, one medic unit, five ambulances and two command units with 46 firefighters, 14 officers, one paramedic and 10 EMTs (all 11 may be firefighters or civilians), two command officers and two aides.

To properly staff this fleet they would need a total of 75 responders per shift. They currently have 28.5 (24 at night). Staffing is inadequate, even when including a roster of volunteers. It is apparent that none of the three fire service providers will be increasing staff to recommended numbers anytime soon. However, significant improvements and cost reductions can be achieved with a re-deployment of current apparatus and staffing. National Institute of Standards and Technology (NIST) studies have shown that fewer but better staffed apparatus is more effective at fighting fires.

If the three fire service providers with career staffing were to operate as one consolidated fire district, the fleet needs (not including EMS/ambulance) would include six engines, two ladders, one rescue and two command units. This would result in a

reduction of three engines, three ladders and one rescue, having a total replacement value of approximately five million dollars plus maintenance, and a potential housing reduction of two stations. Staffing standards based on this smaller fleet would require 27 firefighters, nine officers, two commanders and two aides for a total of 40 responders, based on all engines, ladders and the rescue being staffed with three firefighters and an officer. Excluding 11 EMS positions would reduce required staffing to 17.5 responders.

While not meeting staffing standards, it is very common to staff primary rigs with two firefighters and an officer. While not in compliance with the standard, this configuration would require 18 firefighters, nine officers, two commanders and two aides, for a total of 31 responders. Excluding 11 EMS positions would reduce required staffing to 17.5 responders.

	Engines	Ladders	Rescue	Ambulance	Medic	Command	Total
Total Apparatus	13	5	2	5	1	2	
Total Partially Staffed Apparatus	8	3	0	2	1	2	
Total Firefighters	12	5	0	4	1	0	22
Total Officers	3.5	1	0	0	0	2	6.5
						Total	28.5
Standards for Staffed Apparatus	8	3	1	2	1	2	Total
Firefighters	24	9	3*	4	1	2	43
Officers	8	3	1	0	0	2	14
						Total	57

Rescue's staffing varies from one to five firefighters and one officer depending on mission.

Operating Budget

Unadjusted, \$26.6 million would be needed to fund a combined Fairview/Arlington/City of Poughkeepsie Fire District, with approximately \$294,000 available in revenues from PILOTs and other revenues. Assuming the availability of

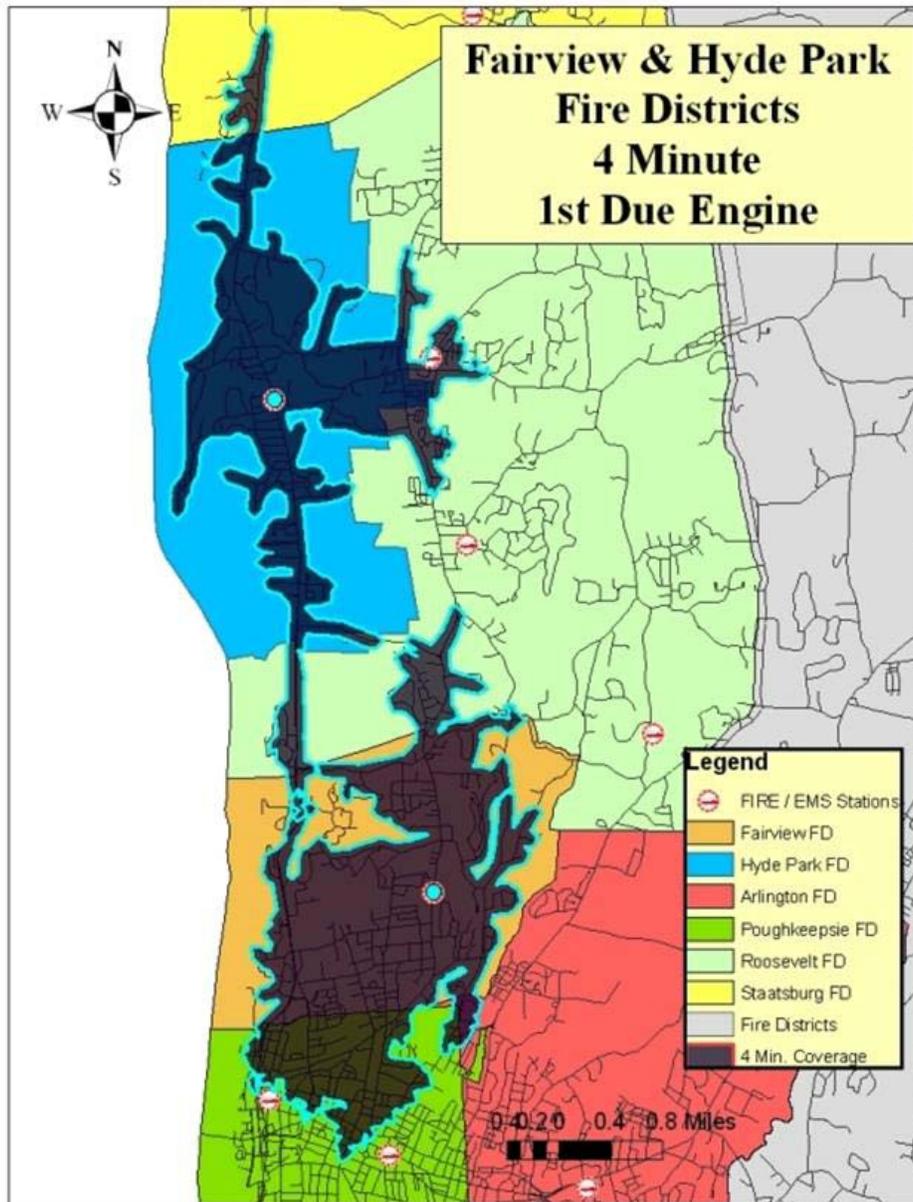
\$200,000 of fund balance to help offset costs, the tax levy for the combined district would be \$26.1 million.

Since all three districts have an equalization rate of 100%, the combined district would have a taxable assessed value of \$5.6 billion, resulting in an estimated property tax rate of \$4.649 per \$1,000 taxable assessed value. This compares to the current \$4.893, \$5.720 and the estimated \$3.981 rates for the Arlington Fire District, the Fairview Fire District and the projected City of Poughkeepsie (fire services only), respectively. Assuming a 2011 median sale price of \$251,667, the median priced single family home would pay on average approximately \$1,170 per year in fire district property tax. The current estimated annual fire district property taxes on a single family home in the Arlington Fire District is \$1,276; the current annual fire district property taxes on a single family home in the Fairview Fire District is \$1,321 and the estimated current annual property tax component for fire services in the City of Poughkeepsie is \$1,047.

On a per capita basis, a combined Arlington/Fairview/City of Poughkeepsie Fire District would have a population of 73,033 and a net per capita cost of \$360, compared to \$460 for the Arlington Fire District (population 33,532); \$452 for the Fairview Fire District (population 6,765) and \$238 for the fire services provided in the City of Poughkeepsie (population 32,736).

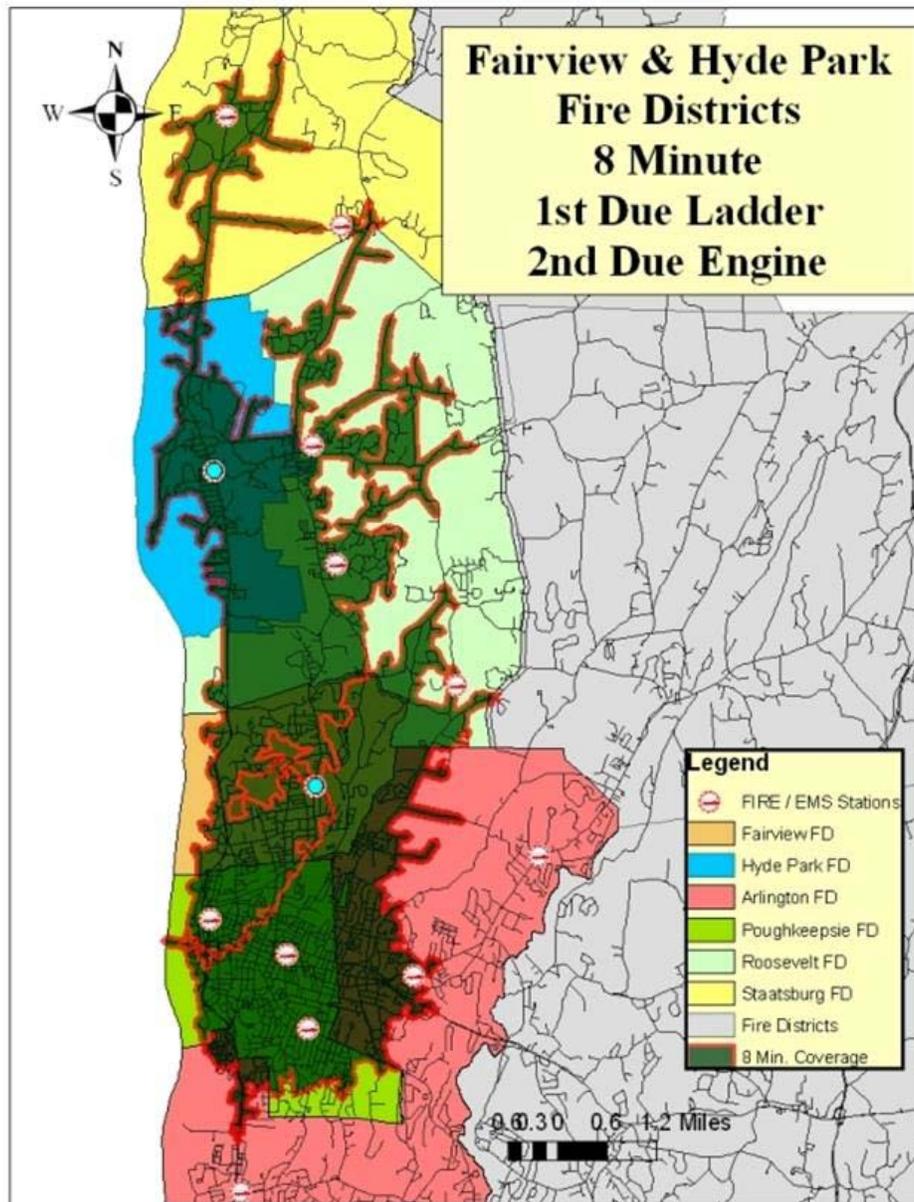
Snapshot – Arlington/Fairview/Poughkeepsie City Fire District				
	Arlington	Fairview	Poughkeepsie City	Combined
Career Firefighters	78	16	64	158
Volunteer Firefighters	85	17	-	102
Square Miles	21.7	5.0	5.7	32.4
Population	33,532	6,765	32,736	73,033
Fire Stations	4	1	3	8
Gross per capita cost	\$460	\$452	\$238	\$360
Tax Levy	\$15,436,384	\$2,856,725	\$7,780,864	\$26,073,973
Taxable Assessed Valuation	\$3,155,094,574	\$499,425,925	\$1,954,424,460	
Fire Services Tax Rate	\$4.893	\$5.720	\$3.981	
Equalization Rate	100%	100%	100%	
Full Taxable Assessed Value	\$3,155,094,574	\$499,425,925	\$1,954,424,460	\$5,608,944,959
Full Fire Svc Tax Rate	\$4.893	\$5.720	\$3.981	\$4.649
Full Total Assessed Value	\$3,795,192,374	\$1,033,615,229	\$2,657,143,458	\$7,485,951,061
Full Tax Exempt Value	\$640,097,800	\$534,189,304	\$706,523,040	\$1,880,810,144
Full Tax Exempt Percent	16.9%	51.7%	26.6%	25.1%
Median Home Price	\$260,900	\$231,000	\$263,100	\$251,667
Estimated Taxes Median Home	\$1,276	\$1,321	\$1,047	\$1,170

Fairview and Hyde Park



This map shows the four minute driving distance for the first due engine company responding from a consolidated Fairview/Hyde Park Fire District fire station. Only a few streets are beyond the four minute driving distances. The response coverage for the first due engine does not improve based on this consolidation. There is the ability to eliminate stations or apparatus based on this map. Staffing in both

communities is a major concern, which could be improved slightly in this consolidation. Additional staffing considerations will be listed under a staffing section.



This map shows the eight minute driving distance for the first due ladder company and/or the second due engine company responding from a consolidated Fairview/Hyde Park Fire District fire station. No streets are beyond the eight minute driving distances. The response coverage for the first due ladder/second due engine

would not improve based on this consolidation, due to inadequate staffing, which is a major concern for both districts. Station relocation would improve response coverage, but there is no ability to eliminate stations or apparatus based on the current configuration. Additional staffing considerations are noted under a staffing section.

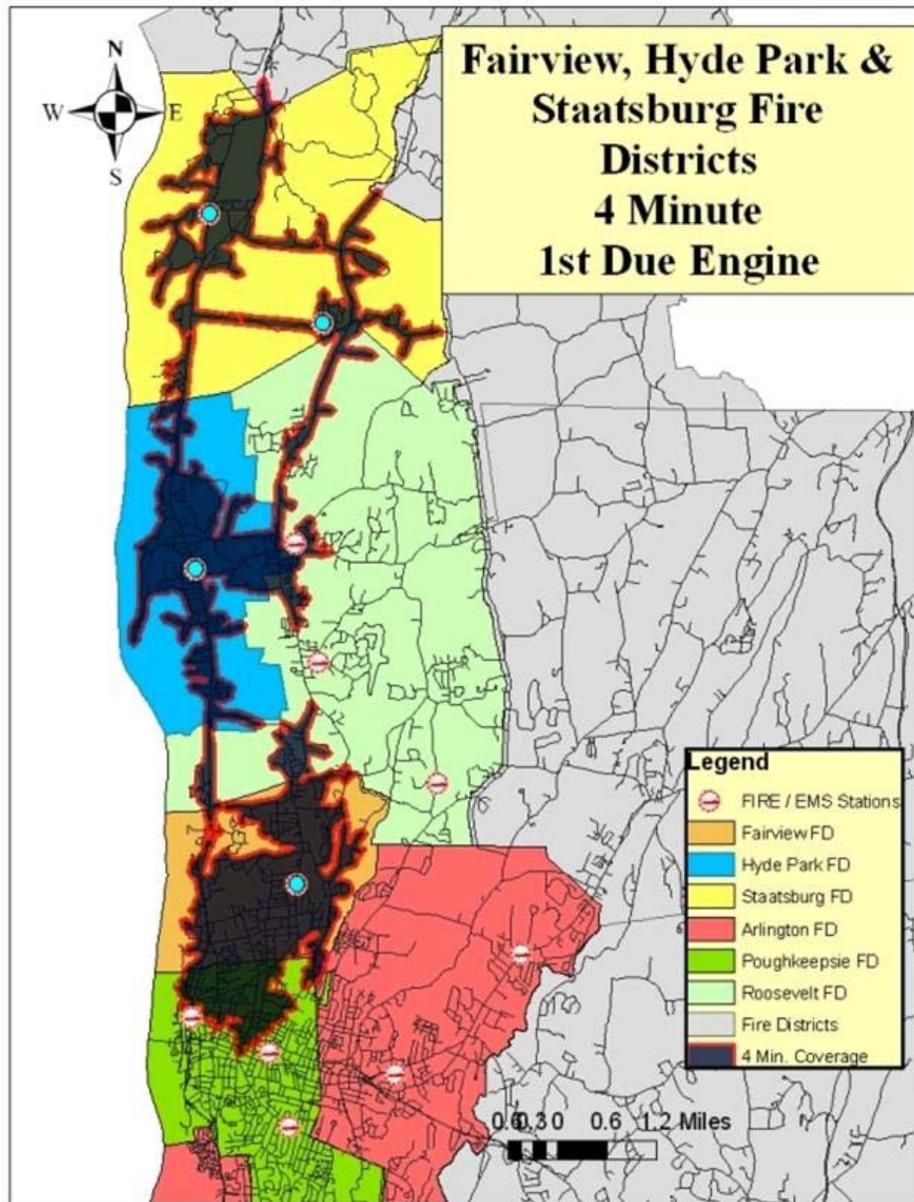
Operating Budget

Unadjusted, \$3.8 million would be needed to fund a combined Fairview/Hyde Park Fire District, with approximately \$183,000 available in revenues from PILOTs and other revenues. Assuming the availability of \$272,000 of fund balance to help offset costs, the tax levy for the combined district would be \$3.3 million.

Equalizing for the Town of Hyde Park 54% equalization rate, the combined District would have an equalized taxable assessed value of \$919 million, resulting in an estimated property tax rate of \$3.616 per \$1,000 taxable assessed value. This compares to the current \$5.720 and \$1.114 equalized rates for the Fairview and Hyde Park fire districts, respectively. Assuming a 2011 median sale price of \$246,700, the median priced single family home would pay on average approximately \$892 per year in fire district property tax. The current estimated annual fire district property taxes on a single family home in the Fairview Fire District is \$1,321, and \$292 for the Hyde Park Fire District. On a per capita basis, a combined Fairview/Hyde Park Fire District would have a population of 11,520 and a net per capita cost of \$312, compared to \$452 for the Fairview Fire District (population 6,765) and \$113 for the Hyde Park Fire District (population 4,755).

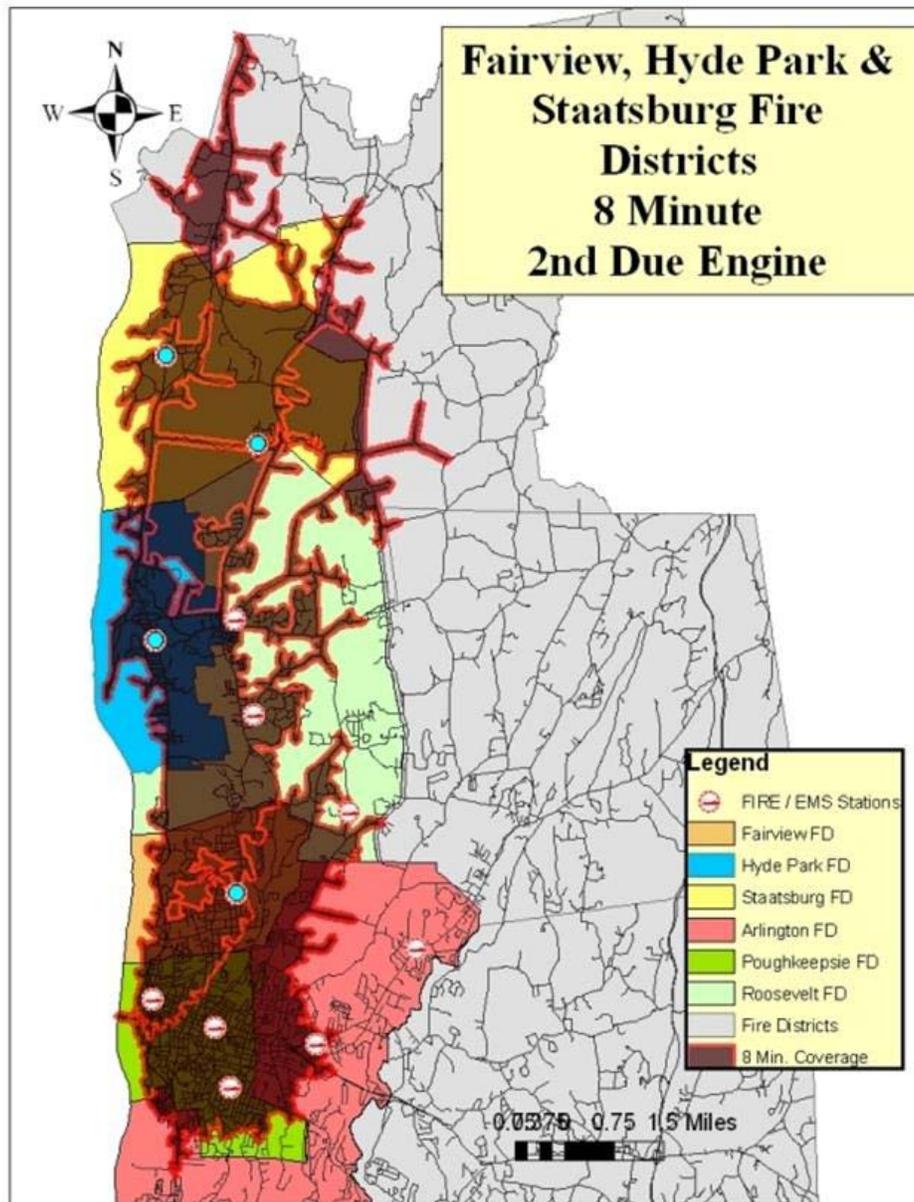
Snapshot – Fairview/Hyde Park Fire District			
	Fairview	Hyde Park	Combined
Career Firefighters	16	-	16
Volunteer Firefighters	17	29	46
Square Miles	5.0	6.7	11.7
Population	6,765	4,755	11,520
Fire Stations	1	1	2
Gross per capita cost	\$452	\$113	\$312
Tax Levy	\$2,856,725	\$467,626	\$3,324,351
Taxable Assessed Valuation	\$499,425,925	\$226,691,953	
Fire Services Tax Rate	\$5.720	\$2.063	
Equalization Rate	100%	54%	
Full Taxable Assessed Value	\$499,425,925	\$419,799,913	\$919,225,838
Full Fire Svc Tax Rate	\$5.720	\$1.114	\$3.616
Full Total Assessed Value	\$1,033,615,229	\$570,191,730	\$1,603,806,959
Full Tax Exempt Value	\$534,189,304	\$150,391,817	\$684,581,121
Full Tax Exempt Percent	51.7%	26.4%	42.7%
Median Home Price	\$231,000	\$262,400	\$246,700
Estimated Taxes Median Home	\$1,321	\$292	\$892

Fairview, Hyde Park and Staatsburg



This map shows the four minute driving distance for the first due engine company responding from a consolidated Fairview/Hyde Park/Staatsburg Fire District fire station. Only a few streets are beyond the four minute driving distances. The response coverage for the first due engine does not improve, and there is no ability to eliminate stations or apparatus based on this consolidation. Staffing in all three

communities is a major concern, which could be improved slightly with this consolidation. Additional staffing considerations are noted under a staffing section.



This map shows the eight minute driving distance for the second due engine company responding from a consolidated Fairview/Hyde Park/Staatsburg Fire District fire station. All streets are within the eight minute driving distances. The response coverage for the second due engine does not improve based on this consolidation due

to inadequate staffing, which is a major concern for all three communities. Station relocation would improve response coverage. Stations or apparatus could not be eliminated based on the current configuration. Additional staffing considerations are noted under a staffing section. A ladder response evaluation was not conducted as no ladder company exists in Staatsburg (see Fairview/Hyde Park District scenario).

Operating Budget

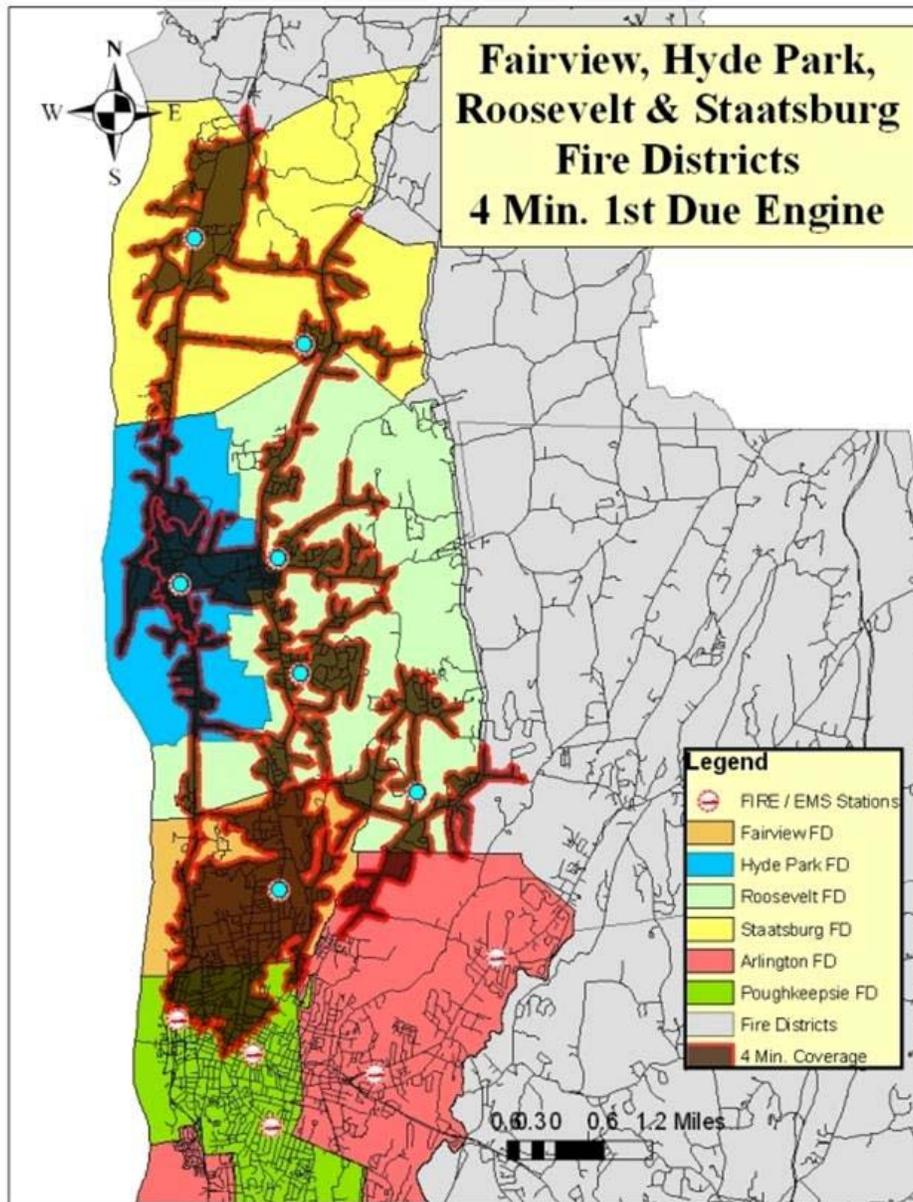
Unadjusted, \$4.1 million would be needed to fund a combined Fairview/Hyde Park/Staatsburg Fire District, with approximately \$268,000 available in revenues from PILOTs and other revenues. Assuming the availability of \$272,000 of fund balance to help offset costs, the tax levy for the combined district would be \$3.6 million.

Applying the 54% Town of Hyde Park equalization rate for both the Hyde Park and Staatsburg fire districts, the combined district would have an equalized taxable assessed value of \$1.2 billion, resulting in an estimated property tax rate of \$2.946 per \$1,000 taxable assessed value. This compares to the current \$5.720, \$1.114 and \$0.815 equalized rates for the Fairview, Hyde Park and Staatsburg fire districts, respectively. Assuming a 2011 median sale price of \$239,300, the median priced single family home would pay on average approximately \$705 per year in fire district property tax. The current estimated annual fire district property taxes on a median single family home is \$1,321; \$292 and \$183 for Fairview, Hyde Park and Staatsburg fire districts, respectively.

On a per capita basis, a combined Fairview/Hyde Park/Staatsburg Fire District would have a population of 14,430 and a net per capita cost of \$266, compared to \$452 for the Fairview Fire District (population 6,765), \$113 for the Hyde Park Fire District (population 4,755) and \$81 for the Staatsburg Fire District (population 2,910).

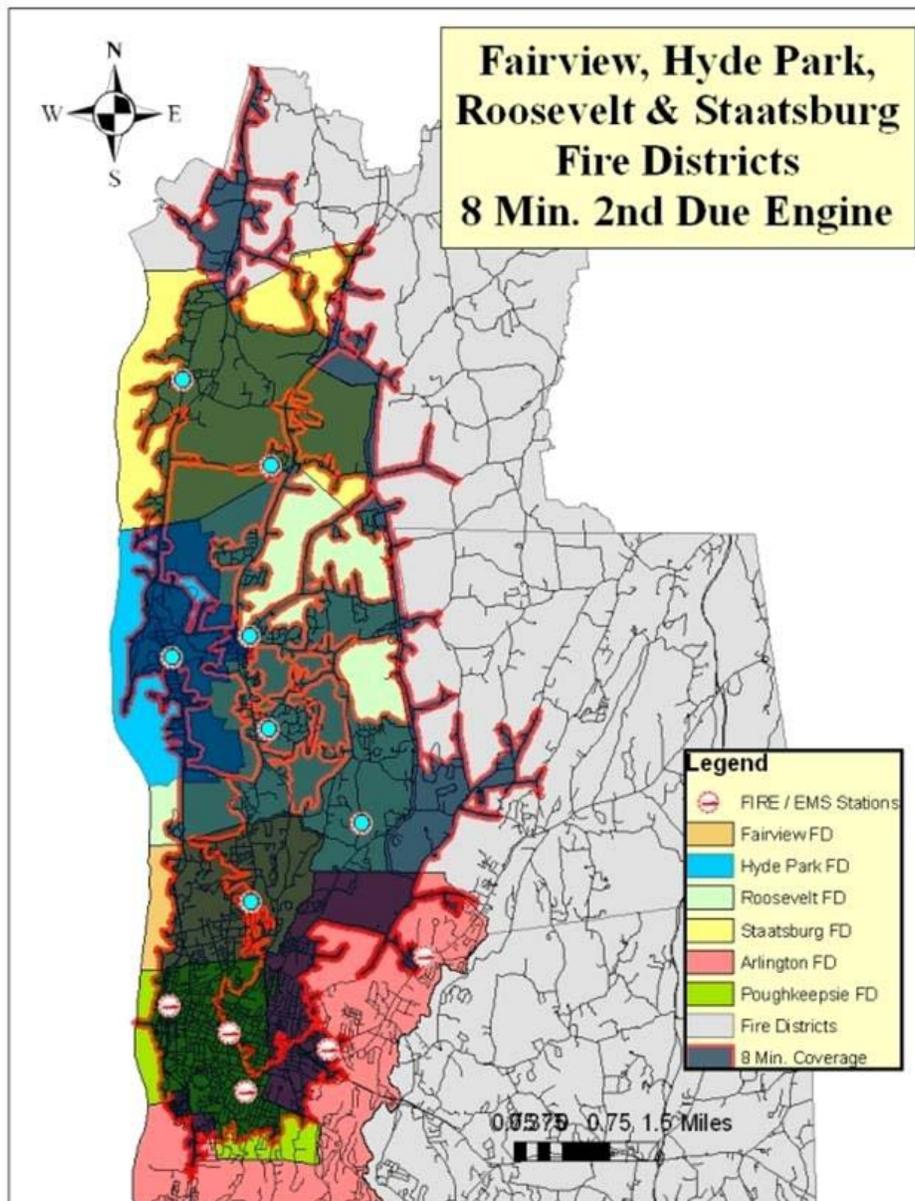
Snapshot – Fairview/Hyde Park/Staatsburg Fire District				
	Fairview	Hyde Park	Staatsburg	Combined
Career Firefighters	16	-	-	16
Volunteer Firefighters	17	29	53	99
Square Miles	5.0	6.7	12.6	24.3
Population	6,765	4,755	2,910	14,430
Fire Stations	1	1	2	4
Gross per capita cost	\$452	\$113	\$81	\$266
Tax Levy	\$2,856,725	\$467,626	\$235,357	\$3,559,708
Taxable Assessed Valuation	\$499,425,925	\$226,691,953	\$156,033,441	
Fire Services Tax Rate	\$5.720	\$2.063	\$1.508	
Equalization Rate	100%	54%	54%	
Full Taxable Assessed Value	\$499,425,925	\$419,799,913	\$288,950,817	\$1,208,176,655
Full Fire Svc Tax Rate	\$5.720	\$1.114	\$0.815	\$2.946
Full Total Assessed Value	\$1,033,615,229	\$570,191,730	\$371,947,615	\$1,975,754,574
Full Tax Exempt Value	\$534,189,304	\$150,391,817	\$82,996,798	\$767,577,919
Full Tax Exempt Percent	51.7%	26.4%	22.3%	38.8%
Median Home Price	\$231,000	\$262,400	\$224,500	\$239,300
Estimated Taxes Median Home	\$1,321	\$292	\$183	\$705

Fairview, Hyde Park, Roosevelt and Staatsburg

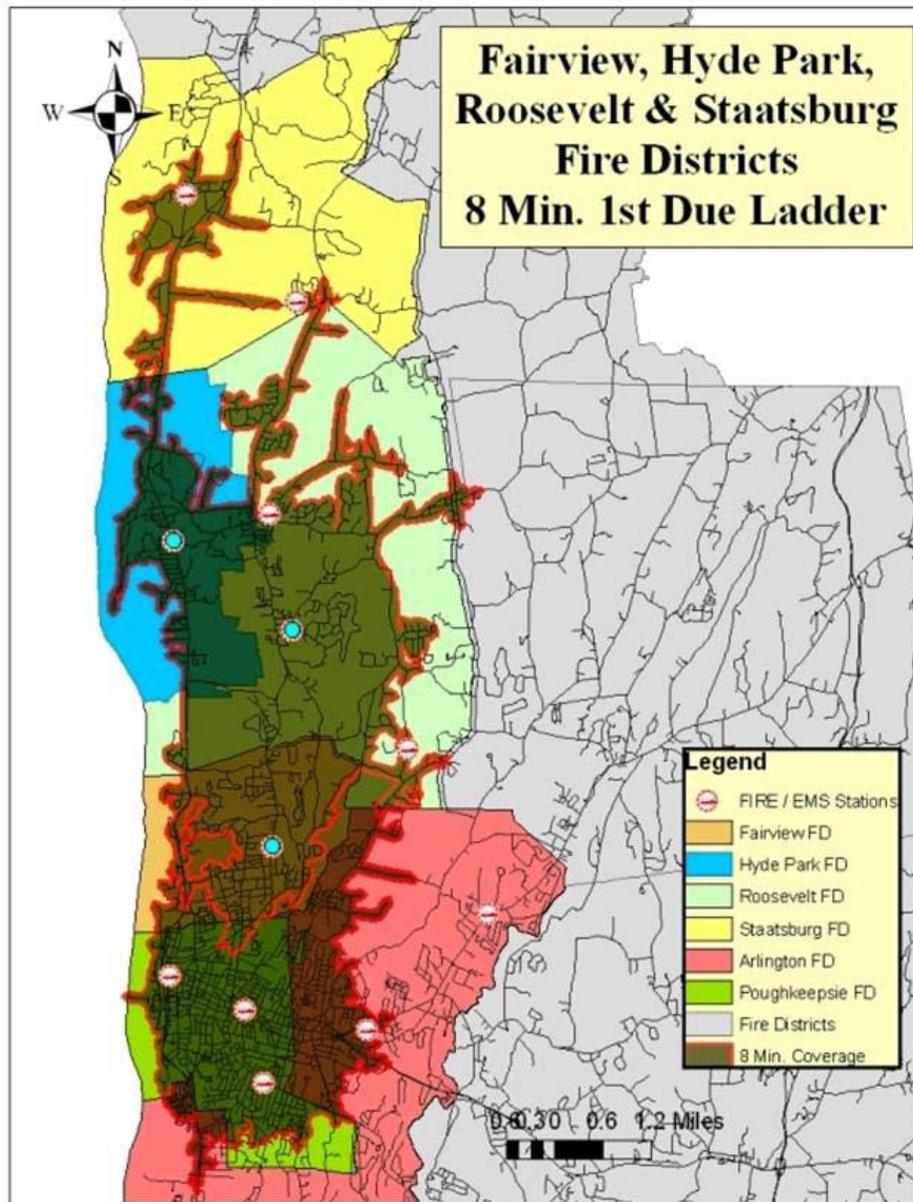


This map shows the four minute driving distance for the first due engine company responding from each of the seven stations in a consolidated Fairview/Hyde Park/Roosevelt/Staatsburg Fire District. A number of streets are beyond the four minute driving distances. The response coverage for the first due engine would improve on the

Route 9 corridor and in the north end of the Roosevelt Fire District based on this consolidation. There is no ability to eliminate stations or apparatus based on this configuration, but three stations could be relocated to provide better overall coverage. Staffing in all four communities is a major concern, which could be improved slightly with this consolidation. Additional staffing considerations are listed under a staffing section.



The preceding map shows the eight minute driving distance for the second due engine company responding from each of the seven stations in a consolidated Fairview/Hyde Park/Roosevelt/Staatsburg Fire District. All streets are within the eight minute driving distances. The response coverage for the second due engine indicates that there is an ability to eliminate or relocate one station, which would improve the four minute response area. Based on this map there are potentially three engines more than needed. Staffing in all four communities is a major concern, which could be improved slightly with this consolidation. Additional staffing considerations are discussed under a staffing section.



This map shows the eight minute driving distance for the first due ladder company responding from each of the three stations (with current ladders) in a consolidated Fairview/Hyde Park/Roosevelt/Staatsburg Fire District. The majority of streets are within the eight minute driving distances.

The response coverage in this consolidation shows minimal improvement for the first due ladder and the potential to reduce one ladder, but only if staffing can be

improved on the other two ladders. Staffing in all four communities is a major concern, which could be improved slightly with this consolidation. Additional staffing considerations will be listed under a staffing section.

Two major issues arise upon review of the Fairview Fire District and the departments on its southern border: 1) inadequate staffing and 2) too many apparatus and stations. Looking north to the Hyde Park, Roosevelt and Staatsburg fire districts, staffing is also a major issue, station placement is a minor issue, and the type of apparatus is not the correct type for the non-hydrant areas which make up most of this sector.

Staffing issues were a concern nine years ago with a previous study and the situation has not improved. The potential fixes are similar to what was noted in the earlier study: consolidation with those departments south of the Fairview Fire District will only improve the situation.

Some of the apparatus issues were touched on with the aforementioned water supply/ISO analysis. The main issue is that the three departments that have non-hydrant sections do not operate tankers and have committed to too many engines. Engines cannot take the place of tankers, unless they are also set up for rural water supply.

Operating Budget

Unadjusted, \$5.1 million would be needed to fund a combined Fairview/Hyde Park/Roosevelt/Staatsburg Fire District, with approximately \$268,000 available in revenues from PILOTs and other revenues. Assuming the availability of \$272,000 of fund balance to help offset costs, the tax levy for the combined district would be \$4.5 million.

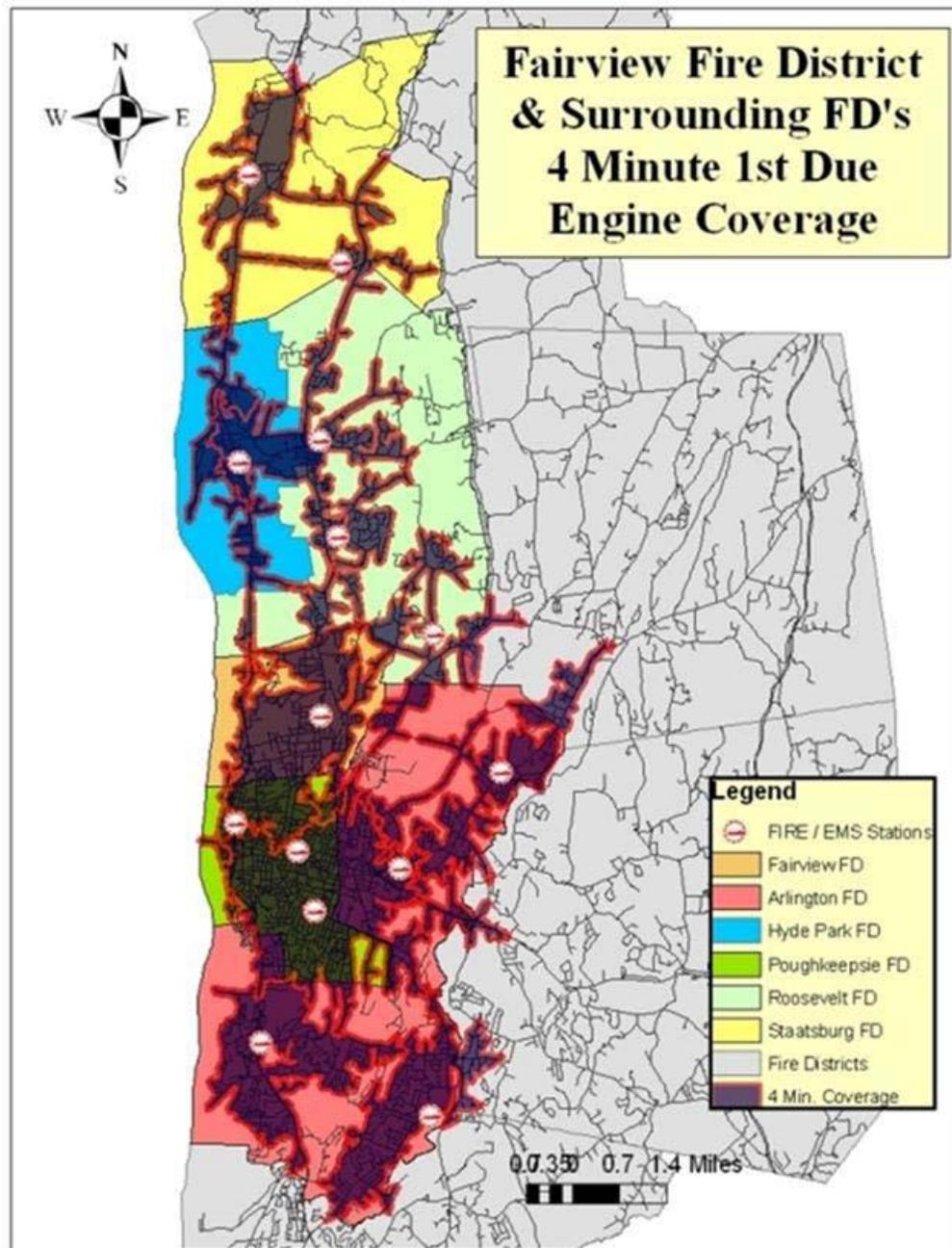
Adjusting for the 54% equalization rate of Hyde Park, Roosevelt and Staatsburg, the combined district would have an equalized taxable assessed value of \$2 billion,

resulting in an estimated property tax rate of \$2.265 per \$1,000 taxable assessed value. This compares to the current \$5.720, \$1.114, \$1.229 and \$0.815 equalized rates for Fairview, Hyde Park, Roosevelt and Staatsburg, respectively. Assuming a 2011 median sale price of \$245,075, the median priced single family home would pay on average approximately \$555 per year in fire district property tax. The current estimated annual fire district property taxes on a median single family home is \$1,321; \$292; \$323 and \$183 for Fairview, Hyde Park, Roosevelt and Staatsburg, respectively.

On a per capita basis, a combined Fairview/Hyde Park/Roosevelt/Staatsburg Fire District would have a population of 25,817 and a net per capita cost of \$186, compared to \$452 for the Fairview Fire District (population 6,765), \$113 for the Hyde Park Fire District (population 4,755), \$86 for the Roosevelt Fire District (population 11,387) and \$81 for the Staatsburg Fire District (population 2,910).

Snapshot – Fairview/Hyde Park/Roosevelt/Staatsburg Fire District					
	Fairview	Hyde Park	Roosevelt	Staatsburg	Combined
Career Firefighters	16	-	-	-	16
Volunteer Firefighters	17	29	108	53	207
Square Miles	5.0	6.7	15.9	12.6	40.2
Population	6,765	4,755	11,387	2,910	25,817
Fire Stations	1	1	3	2	7
Gross per capita cost	\$452	\$113	\$86	\$81	\$186
Tax Levy	\$2,856,725	\$467,626	\$977,264	\$235,357	\$4,536,972
Taxable Assessed Valuation	\$499,425,925	\$226,691,953	\$429,351,808	\$156,033,441	
Fire Services Tax Rate	\$5.720	\$2.063	\$2.276	\$1.508	
Equalization Rate	100%	54%	54%	54%	
Full Taxable Assessed Value	\$499,425,925	\$419,799,913	\$795,095,941	\$288,950,817	\$2,003,272,596
Full Fire Svc Tax Rate	\$5.720	\$1.114	\$1.229	\$0.815	\$2.265
Full Total Assessed Value	\$1,033,615,229	\$570,191,730	\$968,701,268	\$371,947,615	\$2,944,455,842
Full Tax Exempt Value	\$534,189,304	\$150,391,817	\$173,605,327	\$82,996,798	\$941,183,246
Full Tax Exempt Percent	51.7%	26.4%	17.9%	22.3%	32.0%
Median Home Price	\$231,000	\$262,400	\$262,400	\$224,500	\$245,075
Estimated Taxes Median Home	\$1,321	\$292	\$323	\$183	\$555

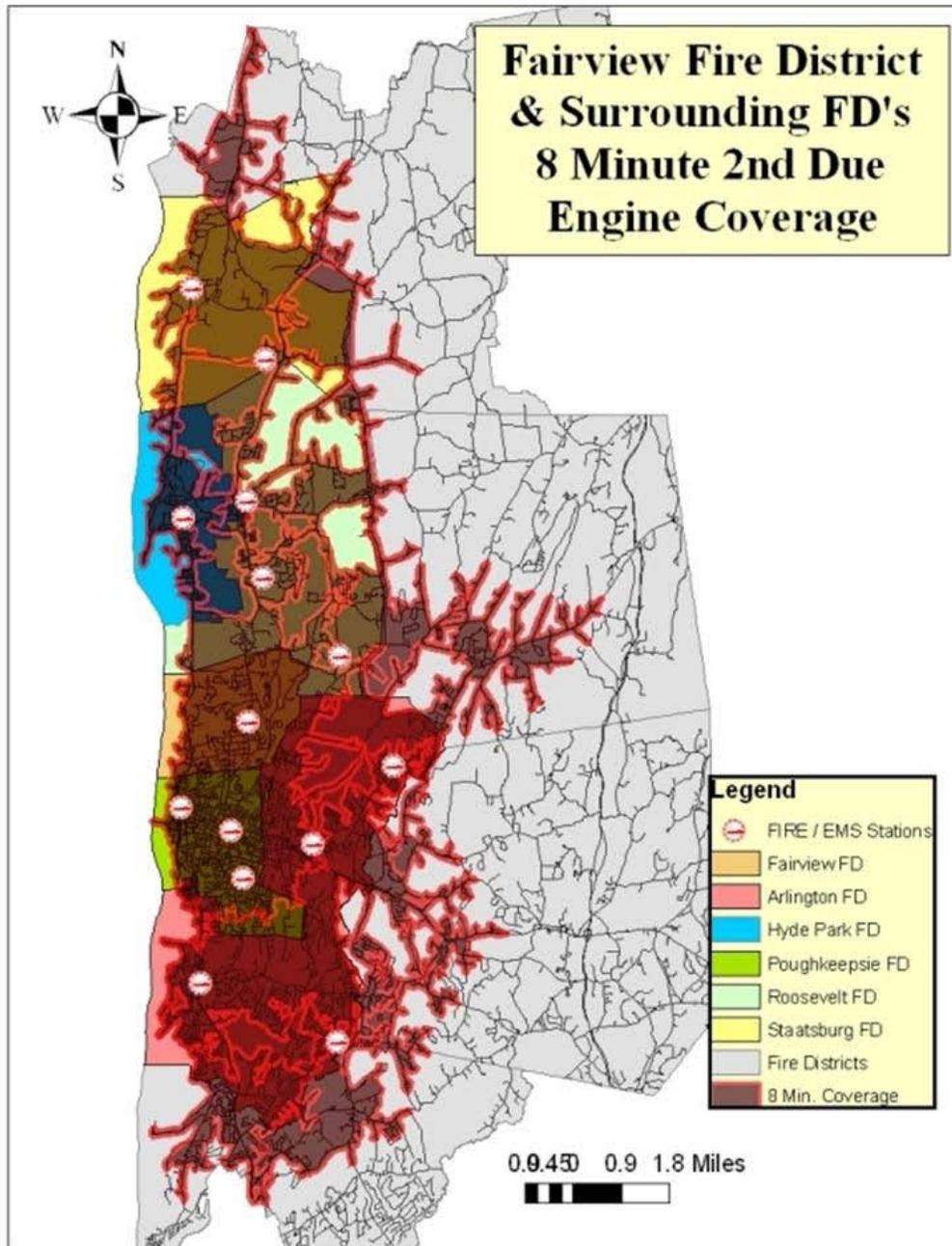
All Fire Service Areas



This map shows the four minute driving distance for an engine company from the 14 fire stations in the six communities that were studied. In a perfect world all streets would be shaded. A few areas are beyond the four minute driving distances.

This map assumes that there are no municipal boundaries between the six communities. In some cases the area shaded is within the four minutes distance of a fire station that does not respond to it (because they are not in its district).

If there was a consolidation to this level, some of the stations in the southern end of the study area become redundant and potentially could be eliminated, but only if the personnel were utilized to bring the remaining companies up to proper staffing levels. In the northern section, one station at most might be redundant, but the coverage areas are not as adequate and may require relocation. More details are listed in the following maps.



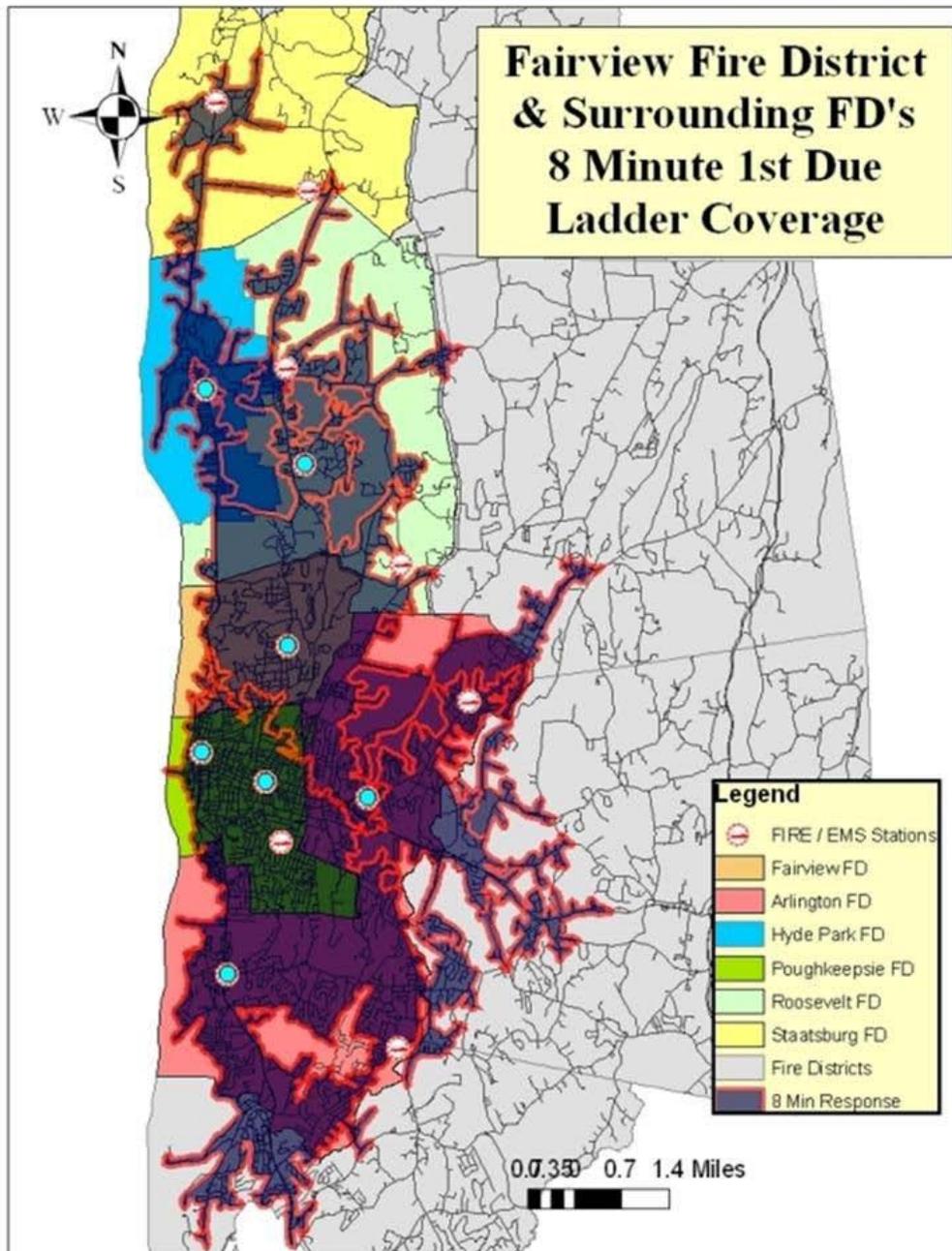
This map shows the eight minute driving distance for an engine company from the 14 fire stations in the six communities that were studied. The eight minute mark is the maximum time that the second due engine and other apparatus and personnel (depending on the alarm assignment) need to arrive. The ISO standard requires that a minimum of two engines and one ladder make a structural response with a minimum

of 12 on-duty firefighters/officers and one incident commander. For each member that is not on-duty, ISO requires three on-call responders (volunteers or call back) to equal 36 firefighters/officers and one incident commander. The ISO uses distance to the call site and a maximum driving speed, not time, as the standard for the response. ISO then calculates response time based on distance and maximum driving speed.

The NFPA 1710 standard requires that the first due engine have a four minute travel time. That first due engine must arrive with three firefighters and one officer on board. The standard allows for more than one unit to be paired meeting the three and one staffing objective. NFPA 1710 requires that the minimum balance of 15 responders must arrive within eight minutes (90% of the time). NFPA does not specify how many units are required to meet this staffing, but that each engine and/or ladder company have the minimum three firefighters and one officer.

The preceding map shows that every property is within the eight minute drive distance for the second due engine. However, in a number of cases the second due engine is from another department, which currently is not dispatched. In some cases the second engine, while within driving distance does not respond because there are no on-duty or on-call members available to respond.

The red lines are part of each station's maximum distance. Since this study is focused on the Fairview Fire District, we did not break down the maps to show which stations can or should cover the second due position. This could easily be completed in a subsequent study once departments determine an appropriate consolidation scenario.



This map shows the eight minute driving distance for a ladder company from six of the 14 fire stations in the six communities that were studied. The eight minute mark is the maximum time that the first due ladder needs to arrive. The ISO standard requires that a minimum of two engines and one ladder makes up a structural response. The Staatsburg Fire District does not have a ladder company, but its rescue can meet the

ISO standard if it is properly equipped and staffed. This is based on the size of the buildings in the district, and would be referred to as a “service company” by ISO.

The preceding map shows that almost all properties are within the eight minute’s drive distance for a ladder. However, in a number of cases the ladder would be from another department, which currently is not dispatched. In some cases the ladder, while within driving distance, does not respond because on-duty or on-call responders are not available.

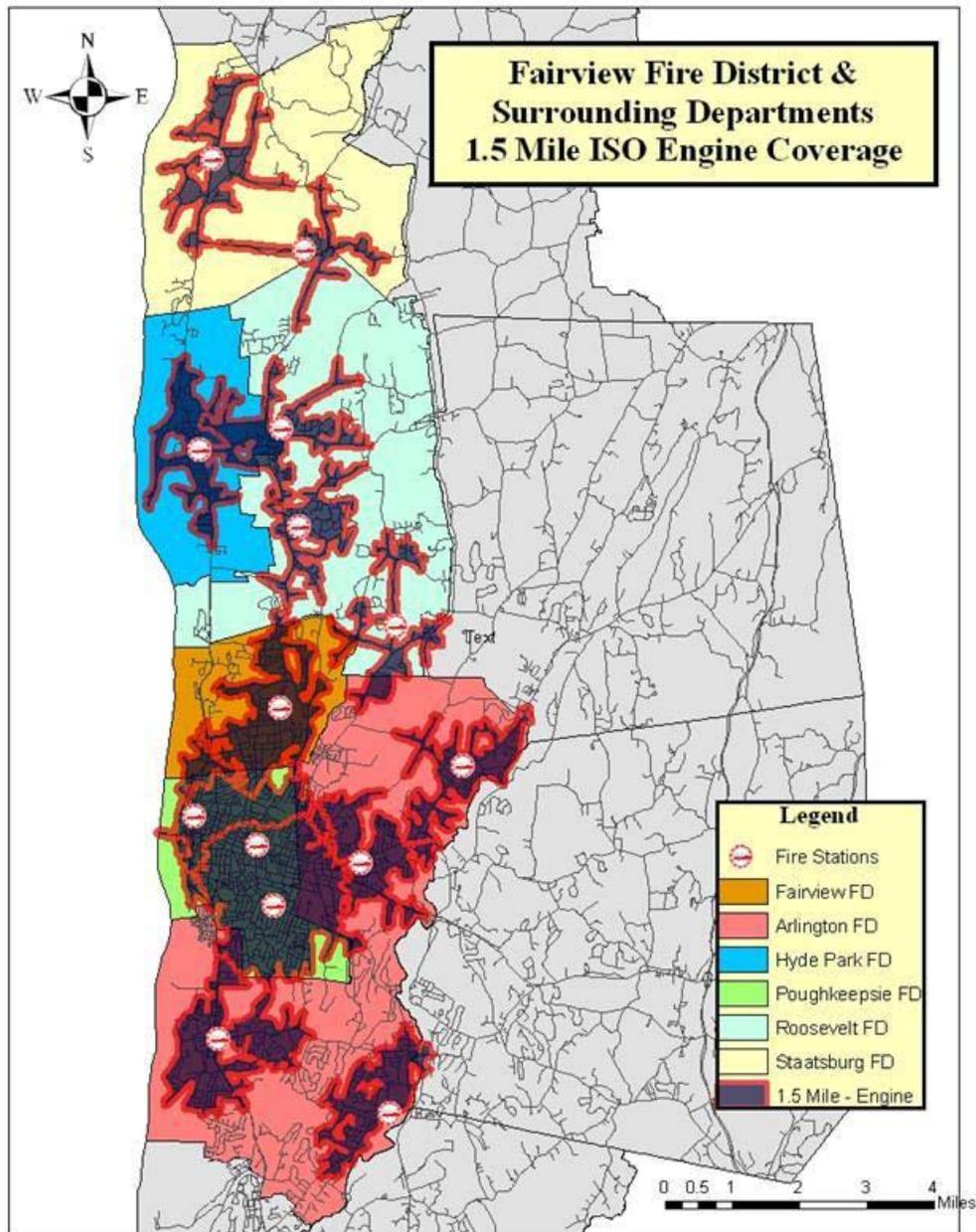
The red lines are part of each station’s maximum distance. Since this study is focused on the Fairview Fire District, we did not break down the maps to show which stations can or should cover the ladder position. This could easily be completed in a subsequent study once departments determine an appropriate consolidation scenario.

The map shows the current coverage for all ladder companies in the six districts studied. This map assumes that no district borders exist and that the closest unit can respond for coverage. A service company can replace a ladder, unless the district has five or more buildings three stories tall or higher, five or more buildings or facilities with a needed fire flow of greater than 3,500 gpm, or a combination of five or more of the two.

Each district/department has a rescue with the exception of the Fairview Fire District. The rescue vehicles for the Arlington and Hyde Park fire districts and the City of Poughkeepsie are in the same stations as a ladder, so the ladder coverage is preferred. To be considered a service company, a rescue must carry all ladder company equipment (excluding an aerial). This includes ground ladders.

The Staatsburg Fire District needs to get multiple engines on the road before getting its rescue on the road, and current staffing indicates that the rescue is not able to be staffed consistently enough to be considered a service company. Roosevelt Fire District’s ladder is located in the center of its district, while the rescue is located further

north in Station No. 1. If this rescue has the proper staffing and equipment and the properties that are north and east of Station No. 1 are under the height and flow requirements, they can also be considered covered for ladder service up to 2.5 road miles. We did not show this coverage in the mapping.



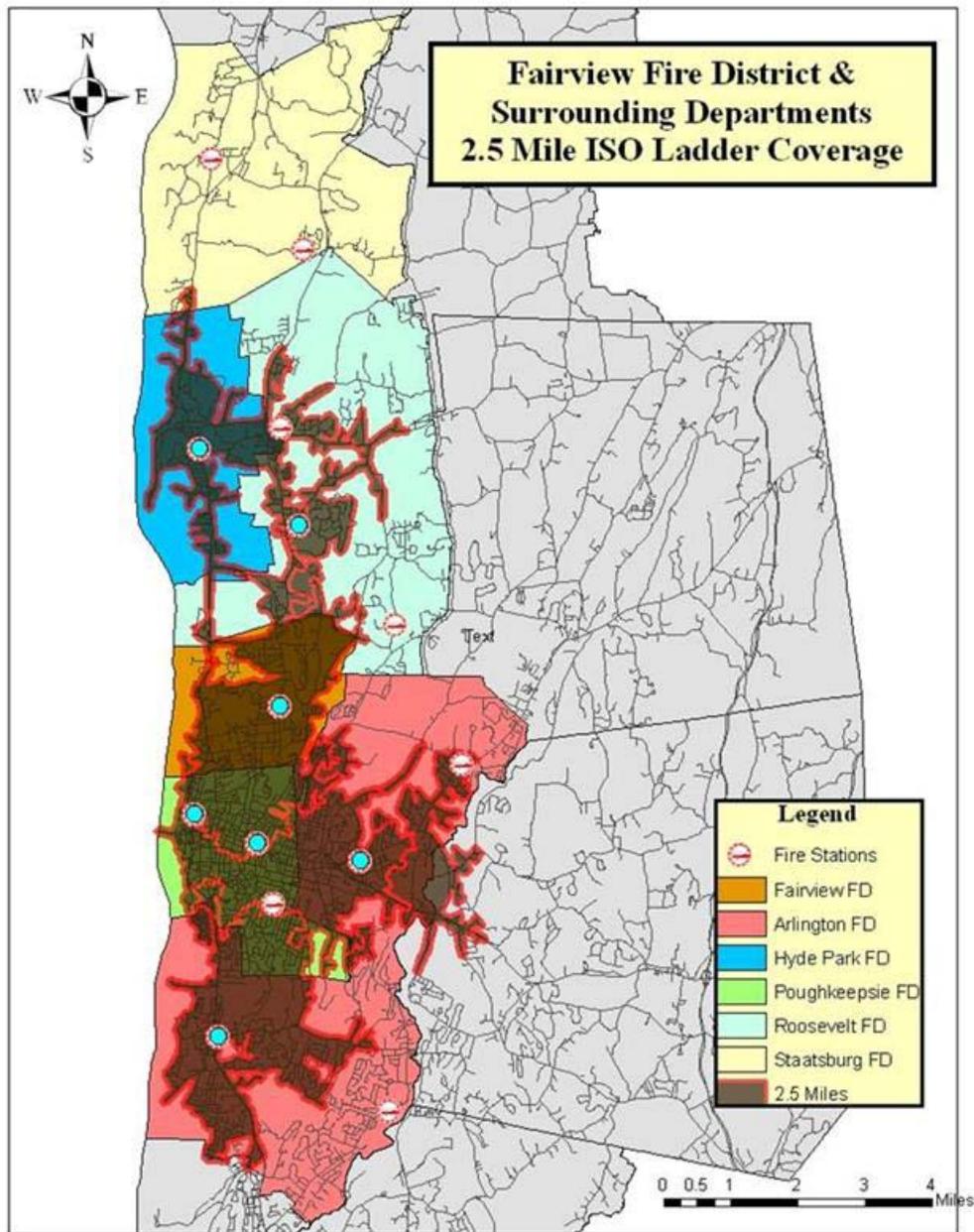
The Insurance Services Office (ISO) requires all insured properties to be within five driving miles of a fire station to be rated (beyond that the rating is a 10), with 1.5 driving miles of the closest engine company the goal. The calculations are made by driving outward from each fire station for a maximum of 1.5 miles without going the wrong way on one-way streets.

The preceding map shows the current coverage for all engine companies in the six districts studied. This map assumes that no district borders exist and the closest unit can respond for coverage in any district.

Each fire station has at least one engine. A second engine in a station is not considered by ISO for distance calculations. Engine company coverage for ISO is deficient in a few neighborhoods in every district except within the City of Poughkeepsie. Additional stations and personnel would be needed to cover these gaps, but a risk analysis would show that the areas are too small to consider this as a proper course of action. ISO mapping is based on the stationing of these apparatus and considers the staffing separately. It appears that all engines are understaffed either part or most of the time.

The red logos are firehouses. The green/gray shaded areas outlined in red are the roads driven in 1.5 miles by engines. The surrounding road network shows all homes beyond the 1.5 mile driving distance.

Some of the areas not covered by the shading are due to a lack of roads. If no roads are visible, it is undeveloped land.



The Insurance Services Office (ISO) requires all insured properties to be within five driving miles of the closest station to be rated (beyond that the rating is a 10), with 2.5 driving miles of the closest ladder or service company the goal and the basis for insurance rates. The calculations are made by driving outward from each fire station for a maximum of 2.5 miles without going the wrong way on one-way streets.

The preceding map shows the current coverage for all ladder companies in the six districts studied. This map assumes that no district borders exist and the closest unit can respond for coverage. A service company (or rescue company) can replace a ladder, unless the district has five or more buildings three stories tall or higher; five or more buildings or facilities with a needed fire flow of greater than 3,500 gpm, or a combination of five or more of the two.

Each district/department has a rescue with the exception of the Fairview Fire District. The Arlington and Hyde Park fire districts and City of Poughkeepsie have rescue vehicles in the same stations as ladders, so the ladder coverage is preferred. To be considered a service company, a rescue must carry all ladder company equipment, excluding an aerial but including ground ladders.

The Staatsburg Fire District needs to get multiple engines on the road before its rescue vehicle can be put into operation, and current staffing indicates that the rescue is not able to be staffed consistently enough to be considered a service company. Roosevelt Fire District's ladder is located in the center of its District, while the rescue is located further north in Station No. 1. Properly staffed and equipped, and assuming that the properties north and east of Station No. 1 are under the height and flow requirements, this rescue can also be considered covered for ladder service up to 2.5 road miles. This coverage is not shown on the map.

Ladder company coverage for ISO is deficient in the Arlington Fire District's northern and southeastern sections; the Roosevelt Fire District's southeast and possibly northeast sections and in the Staatsburg Fire District. ISO mapping is based on the stationing of these apparatus and considers the staffing separately. It appears that all ladders are understaffed either part or most of the time.

The red logos are firehouses; and the light blue dots are those with ladder companies. The green/gray shaded areas outlined in red are the roads driven in 2.5

miles by ladders. The surrounding road network shows all homes beyond the 2.5 mile driving distance.

Some of the areas not covered by the shading are due to a lack of roads. If no roads are visible, it is undeveloped land.

Operating Budget

Unadjusted, \$28.4 million would be needed to fund a combined fire district consolidating all fire service areas (the Fairview, Arlington, Hyde Park, Roosevelt and Staatsburg fire districts and the City of Poughkeepsie), with approximately \$388,000 available in revenues from PILOTs and other revenues. Assuming the availability of \$272,000 of fund balance to help offset costs, the tax levy for the combined district would be \$27.8 million.

Adjusting for the 54% equalization rate of the Hyde Park, Roosevelt and Staatsburg fire districts, the combined district would have an equalized taxable assessed value of \$7.1 billion, resulting in an estimated property tax rate of \$3.902 per \$1,000 taxable assessed value. This compares to the current \$5.720, \$4.893, \$1.114, \$3.981, \$1.229 and \$0.815 equalized rates for the Fairview Fire District, the Arlington Fire District, the Hyde Park Fire District, the City of Poughkeepsie, and the Roosevelt and Staatsburg fire districts, respectively. Assuming a 2011 median sale price of \$250,717, the median priced single family home would pay on average approximately \$978 per year in fire district property tax. This compares to the current estimated annual fire district property taxes on a median single family home of \$1,321; \$1,276; \$292; \$1,047; \$323 and \$183 for the Fairview, Arlington, and Hyde Park fire districts, the City of Poughkeepsie, and the Roosevelt and Staatsburg fire districts, respectively.

On a per capita basis, a combined Fairview/Hyde Park/Staatsburg Fire District would have a population of 92,085 and a net per capita cost of \$304, compared to \$452 for the Fairview Fire District (population 6,765), \$460 for the Arlington Fire District

(population 33,532), \$113 for the Hyde Park Fire District (population 4,755), \$238 for the City of Poughkeepsie (population 32,736), \$86 for the Roosevelt Fire District (population 11,387) and \$81 for the Staatsburg Fire District (population 2,910).

Snapshot – All Fire Service Areas Consolidated District	
Career Firefighters	158
Volunteer Firefighters	292
Square Miles	67.6
Population	92,085
Fire Stations	14
Gross per capita cost	\$304
Tax Levy	\$27,754,220
Full Taxable Assessed Value	\$7,112,791,630
Full Fire Svc Tax Rate	\$3.902
Full Total Assessed Value	\$9,400,595,716
Full Tax Exempt Value	\$2,287,804,086
Full Tax Exempt Percent	24.3%
Median Home Price	\$250,717
Estimated Taxes Median Home	\$978

Legal Issues

The legal issues review pertinent to this study included New York State Town Law, the Mutual Aid Plan for the County of Dutchess for Fire, Rescue and Emergency Medical Services, the Fairview Fire District Rules and Regulations and the Fairview Fire District Collective Bargaining Agreement with the International Association of Firefighters AFL-CIO Local 2623.

The Fairview Fire District was established in 1929. All fire districts are local government entities authorized by Article 11, §170 of the New York State Town Law. Under §170, the Town Board or Boards of a geographic area may establish a fire district by majority vote. After the Town Board or Boards act, an election must take place for

five district commissioners. Each year a different fire district commissioner is elected for a term of five years. Once constituted, the Board of Fire Commissioners becomes the governing board of a local government entity with all the powers and duties authorized by various sections of the Town Law. These include the power to raise revenue through taxation; appropriate funds through a budget; elect officers such as a Chairman; hire a Secretary, Treasurer, attorneys, accountants and other professionals; enter into labor contracts; contract to provide services outside of the district, and other powers and duties.

Accordingly, the Fairview Fire District is empowered to authorize this study and take those additional steps the Board may deem to be in the best interests of the taxpayers of the District. Should the governing board of the Fairview Fire District decide that consolidation of the District with one or more fire district(s) would be in the best interests of the taxpayers, it will find that the process is governed by the recently-enacted New York Government Reorganization and Citizens Empowerment Act, which is found in New York State General Municipal Law Article 17-A. The law specifically includes local government entities created pursuant to Article 11 of the Town Law (See §750 (13) of the General Municipal Law).

The process of consolidating fire districts is easier than consolidation or dissolution of other local governmental entities such as towns and villages because a voter referendum is not required. All that is necessary is a joint resolution by the governing body or bodies or elector initiative of the district(s) to be consolidated endorsing a proposed joint consolidation agreement (General Municipal Law §751 (a)). The joint consolidation agreement must be negotiated by the affected boards and comply with statutory requirements (General Municipal Law §752). A descriptive summary of the proposed joint consolidation agreement and a reference to the public place or places within the entities where a copy thereof may be examined must be

published (General Municipal Law §753). One or more public hearings must be publicly noticed and held (General Municipal Law §754). All of the above must be completed before the governing boards vote to enter into such an agreement.

The joint consolidation agreement must specify:

1. the name of each local government entity to be consolidated;
2. the name of the proposed consolidated local government entity, which name shall be such as to distinguish it from the name of any other like unit of government in the state of New York (except the name of any one of the entities to be consolidated);
3. the rights, duties and obligations of the proposed consolidated local government entity;
4. the territorial boundaries of the proposed consolidated local government entity;
5. the type and/or class of the proposed consolidated local government entity;
6. the governmental organization of the proposed consolidated local government entity insofar as it concerns elected and appointed officials and public employees, along with a transitional plan and schedule for elections and appointments of officials;
7. a fiscal estimate of the cost of and savings that may be realized from consolidation;
8. each entity's assets, including, but not limited to, real and personal property, and the fair value thereof in current money of the United States;
9. each entity's liabilities and indebtedness, bonded and otherwise, and the fair value thereof in current money of the United States;

10. terms for the disposition of existing assets, liabilities and indebtedness of each local government entity, either jointly, separately or in certain defined proportions;
11. terms for the common administration and uniform enforcement of local laws, ordinances, resolutions, orders and the like, within the proposed consolidated local government entity, consistent with section seven hundred sixty-nine of this title;
12. the effective date of the proposed consolidation; and,
13. the time and place or places for the public hearing or hearings on such proposed joint consolidation agreement pursuant to section seven hundred fifty-four of this title.

A review of the Mutual Aid Plan for the County of Dutchess for Fire, Rescue and Emergency Medical Services, the Fairview Fire District Rules and Regulations and the Fairview Fire District Collective Bargaining Agreement with the International Association of Firefighters AFLCIO Local 2623 indicates that there are no legal or contractual prohibitions to consolidation of the Fairview Fire District with any other fire district.

Accordingly, although it is a detailed and possibly time consuming process, consolidation of the Fairview Fire District with one or more fire districts is legally possible. This study also includes the possibility of cost-sharing or consolidation with the City of Poughkeepsie fire department. While current laws do not allow for the consolidation of a city fire department with other fire departments or districts, there are provisions under current laws to share costs, effectiveness and efficiency through properly-designed intermunicipal agreements (IMAs).

As noted in the introduction, this study is a feasibility study, not a planning or implementation study. The more comprehensive detailed research involved in a

planning or implementation study would explore the appropriate formats for IMAs and describe the barriers presented by current laws, as well as the framework legislation that would allow for the consolidation of a city fire department with one or more fire departments and/or districts.

Real Property Tax Levy Cap

On June 24, 2011 Governor Andrew Cuomo signed into law Chapter 97 of the Laws of 2011 and what is commonly referred to as the “real property tax levy cap” legislation. Under this law local, governments, including fire districts, may not adopt a budget that requires a tax levy that exceeds the prior year’s levy by more than two percent or the rate of inflation (whichever is lower), unless the governing board (such as a Board of Fire Commissioners) first adopts a local law or resolution to override the tax levy limitation. It is important to note that the two percent limit is on the tax *levy*, not the tax *rate*. A tax rate may exceed the prior year’s tax rate by more than two percent even though the tax levy is well within the two percent levy limit, simply because taxable assessed values decreased from the prior year.

Another factor important to this study concerning the new tax levy cap legislation is that a new consolidated district is not subject to any tax levy cap in its first year of existence.

Governmental Accounting Standards

On March 7, 2012 the Governmental Accounting Standards Board (GASB), the recognized accounting and financial reporting standard-setting body for state and local governments in the United States, issued an Exposure Draft (ED) of a proposed statement entitled *Government Combinations and Disposals of Government Operations*. An ED is part of the due process procedures followed by the GASB before issuing standards and other communications, and is designed to encourage broad public

participation in the standards-setting process. Any person or entity may provide written comments concerning the ED to the GASB by addressing them to the GASB Director of Research and Technical Activities and referencing Project No. 3-17. The comment deadline was June 15, 2012. More information concerning the GASB may be accessed at www.gasb.org.

While the new GASB statement would not affect the ability of the Fairview Fire District to consolidate or share services with other fire districts and/or the City of Poughkeepsie, those involved in the accounting and financial reporting process must be aware of the content of the proposed statement. The text of the ED's Summary page follows, providing a comprehensive overview of the proposed statement:

“This proposed Statement addresses accounting and financial reporting issues related to government combinations and disposals of government operations. As used in this Statement, the term government combinations refers to a variety of transactions referred to as mergers, acquisitions, and transfers of operations.

This Statement would provide guidance for identifying government combinations. This Statement would require identification of whether a government combination is a government merger or a government acquisition. The distinction between a government merger and a government acquisition would be based upon whether an exchange of significant consideration is present within the combination transaction. Government mergers include combinations of legally separate entities without the exchange of significant consideration. This Statement would require the use of carrying values to measure the assets and liabilities in a government merger. Conversely, government acquisitions are transactions in which a government acquires another entity, or its operations, in

exchange for significant consideration. This Statement would require measurements of assets acquired and liabilities assumed generally to be based upon their acquisition values.

This Statement also would provide accounting and financial reporting guidance for combinations that occur in the government environment that do not involve combinations of legally separate entities and in which no significant consideration is provided. These arrangements are combinations that include transfers of operations to continuing governments or that form the basis of new governments. This Statement would define the term operations for purposes of determining the applicability of this Statement. This Statement would require the use of carrying values to measure the assets and liabilities in a transfer of operations.

Because disposals of a government's operations result in the removal of those specific activities of a government, this Statement would provide accounting and financial reporting guidance for disposals of government operations that have been transferred or sold.

This Statement would require disclosures to be made about government combinations and disposals of government operations to enable financial statement users to evaluate the nature and financial effects of those transactions.

The requirements of this Statement would be effective for financial statements for periods beginning after December 15, 2013, and would be applied on a prospective basis. Earlier application is encouraged."

Membership and Citizen Surveys

Survey Objectives

A set of surveys in line with the study objective of investigating the potential operational/managerial issues associated with the delivery of fire services as currently provided by the Fairview Fire District, as well as the delivery of those services if the Fairview Fire District were to be consolidated with one or more other fire district(s) contiguous and/or non-contiguous to the Fairview Fire District were developed and implemented.

These surveys were designed to identify the current capacity and perceived effectiveness of the Fairview Fire District's programs and services, and to gauge the consequential and emotional impact that may be perceived as a result of a possible consolidation of fire prevention and suppression and emergency medical services with contiguous and non-contiguous districts and/or departments.

The goals of these surveys were to identify strengths and opportunities that exist and ultimately build an informed hypothesis around the feasibility and effectiveness of a merged fire and BLS/ALS emergency services division.

The populations to participate in these surveys were identified as follows:

1. Fire District Career and Volunteer Staff (one fire chief, one district secretary, 14 career and 26 volunteer staff)
2. Fire Chief (one)
3. Fire District Administration Staff (one fire chief and four fire commissioners)
4. District Citizens (estimated between 10,000 and 50,000)

Surveys were distributed to the career and volunteer staff, the Fire Chief, the Fire and the District administrative staff of the Fairview Fire District.

Career and Volunteer Staff Survey

The Fire District Career and Volunteer Staff Survey prompted the participant to reflect upon perceived opportunities, challenges and concerns that may exist amongst career and volunteer staff, as to the concept of consolidating the Fairview Fire District with one or more neighboring districts. District commissioners were excluded from this survey so as to provide insight from those not charged with district oversight and budgetary responsibilities. Rather, the survey's objective was to obtain input from personnel that would most likely be affected by the organizational structure changes that might result from a consolidation. It has been examined amongst researched accounts of fire district and department consolidations that participation and perceptions specifically from this population have been an important determining factor in the success or failure of mergers of this nature. The following questions were amongst those posed to participants:

1. How would you rank the current level of service provided by your fire department?
2. How might consolidation affect your level of service?
3. As personnel of the fire department - what would be your top two greatest concerns if you found out your department was consolidating with your neighboring department?
4. How important do you regard the matter of local control and identity?
(1 being least important & 10 being very important)

(See Appendix B - Fairview Fire Department Personnel Survey for a complete list of questions)

Fire Chief Survey

Survey input from the Fire Chief and the Fire District administrative staff was collected by Fire Chief, resulting in the submission of one completed survey. Information requested by the survey was quantitative in nature, and the submitted survey satisfied data collection needs.

This Fire Chief Survey prompted the participant to reflect upon perceived opportunities, challenges and concerns specific to the charges of the Fire Chief position and in connection to the concept of consolidation of the Fairview Fire District with one or more neighboring districts. As the direct supervisor of District staff, it was intended to gain the insight of this person's perception of the effects that such a merger would have on staff as well as services.

The following questions were amongst those posed to the participant:

1. What effect do you think a consolidation would have on you? Your district and union members? The elected officials?
2. Do you think the community would gain a better service with a consolidated department?
3. Reducing the duplication of efforts and services, uniformed training and greater purchasing power are some of the benefits that have been documented as a result of consolidation. What would you consider a benefit and why?

(See Appendix C - Fairview Fire District Chief Survey for a complete list of questions.)

Fire District Administrative Staff Survey

The Fire District Administration Staff Survey prompted the participant to provide narrative and statistical information about the Fairview Fire District's current level of services and program structures. Data collected from this survey is intended to

generate a picture of the level and impact of current services provided by the District. The following questions were amongst those posed to the participant:

1. Give an overview of the fire prevention programs in place in your district. This narrative summary should give the reader an understanding of what each Prevention Division does on a day to day basis before getting into the details of the different work units.
2. In your opinion, are building/fire safety issues (including annual inspections, re-inspections, permit inspections and/or night inspections), handled by local building and fire inspectors being addressed adequately? Please provide as much narrative as possible to support your response.
3. Does your division generate any other income for the district? If yes, please describe.
4. Describe any contracts, partnerships or relationships that you have with any cities, county or other public agencies. These could be agreements for plan review, contracts for inspections, etc.

(See Appendix D - Fairview Fire District Administration Survey for a complete list of questions.)

Citizen Survey

A Citizen Survey was launched in March 2012. The purpose of the Citizen Survey was to identify the public's perceived effectiveness of the current capacity of the Fairview Fire District's programs and services as well as gauge the consequential and emotional impact that may be perceived as a result of a possible consolidation of fire and emergency medical services with contiguous districts.

The Citizen Survey was made available online with a live launch on March 13, 2012. It was also distributed by mail between March 28, 2012 and April 27, 2012 to a

representative sample of 1,166 residents of the City of Poughkeepsie and the contiguous and non-contiguous fire districts of Arlington, Hyde Park, Roosevelt and Staatsburg and 1,324 residents of the Fairview Fire District. The representative sample of mail recipients was derived from a list of registered voters. Survey responses were accepted through May 21, 2012.

Background

This survey analysis presents selected results from Citizen Survey. While fire protection in the City of Poughkeepsie is served by a city fire department, for purposes of this report we shall include the City of Poughkeepsie Fire Department when referring to the “fire districts” covered by this study. The survey collected citizen opinions on characteristics of the respective fire districts. Survey methods included both electronic on-line surveys and mail surveys designed to capture attitudes around efficiency and capacity of the current level of service as well as attitudes around any opportunities to consolidate services with neighboring fire districts. The data will be used to inform decision makers on the ensuing impact that alterations to levels and methods of fire protection service delivery may have on residents as well as identify strengths and opportunities that exist, and ultimately build an informed hypothesis around the feasibility and effectiveness of a merged fire and emergency medical services division.

All data collection activities conformed to standard procedures for conducting household citizen surveys. The sampling, survey design, and reporting methodologies are recognized by major research organizations, including the International City/County Management Association (ICMA), the American Association of Public Opinion Research (AAPOR) and the Council of American Survey Research organizations (CASRO).

Survey Objective

The objective of the Citizen Survey was to provide attitudinal data about the public's perceived effectiveness of the current capacity of the Fairview Fire District's programs and services, and to gauge the consequential and emotional impact that may be perceived as a result of a possible consolidation of fire and emergency medical services with contiguous and/or non-contiguous fire districts. In order to achieve this objective, the citizen survey had the following goals:

- Capture a random sample of households within the Arlington, Fairview, Hyde Park, Roosevelt and Staatsburg fire districts and the City of Poughkeepsie
- Collect demographic data about all persons in households
- Capture data on residents' assessments of the current level of fire service delivery
- Capture data on residents' opinions on strategies to address citizens' concerns and cost-savings measures

Survey Methodology

Survey data collection was conducted in two phases, one in the Spring of 2011 and the other in the Spring of 2012. In May 2011, the *Fairview Fire District Personnel Survey* was launched electronically on-line. The survey universe was defined as all 43 career and volunteer personnel of the Fairview Fire District. In March 2012, the *Fairview Fire District Consolidation and Efficiency Study Citizen Survey* was administered electronically on-line and by first class mail. The survey universe was defined as citizens residing within the Fairview Fire District and residents of the contiguous and non-contiguous fire districts of Arlington, Hyde Park, Roosevelt, and Staatsburg and the City of Poughkeepsie. According to data from the Dutchess County Board of Elections, there were 17,622 total registered voter households served by the fire districts

as of February 2012 targeted by this study. The sample for the Citizen Survey was drawn from this universe. Within the respective fire districts, the entire population of registered voter households within the Fairview Fire District was targeted, while a random sample of households with registered voters was selected from the five contiguous and non-contiguous fire districts. The sample size for the five contiguous and non-contiguous fire districts was dictated by the percentage of registered voter households represented by the Fairview Fire District to the total registered voter household population. The goal of identifying the sample size in this manner was to make the random samples from each sub-population equivalent in percentage. (See Table 1).

Table 1: Sample Size and Outcomes

Fire District	Registered Voter Household Population	Targeted HH Population %	Sample Size	Sample Outcomes
Fairview	1,324	100%	1,324	234
Arlington	7,800	7.2%		
Hyde Park	975	7.2%		
City of Poughkeepsie	4,084	7.2%		
Roosevelt	2,717	7.2%		
Staatsburg	722	7.2%		
Total	17,622		2,496	426

Findings represented herein are based on aggregated data, totaling 426 respondents from a total of 2,496 sampled households. This survey effort sought a response rate of 40%, and achieved a response rate of 17%.

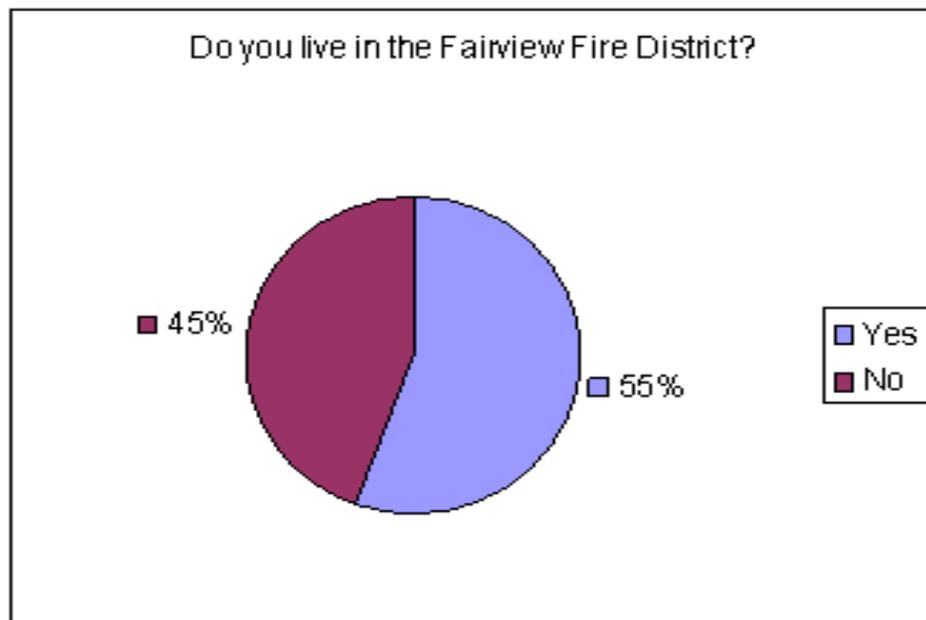
At a confidence level of 95% and based on the sample size of 2,496, the margin of error for the response rate of 426 is between 15.5% and 18%.

In theory, one can say with 95% certainty that the results based on the entire sample differ by no more than between 15% and 18% in either direction from what would have been obtained by surveying all registered voter households in the targeted communities.

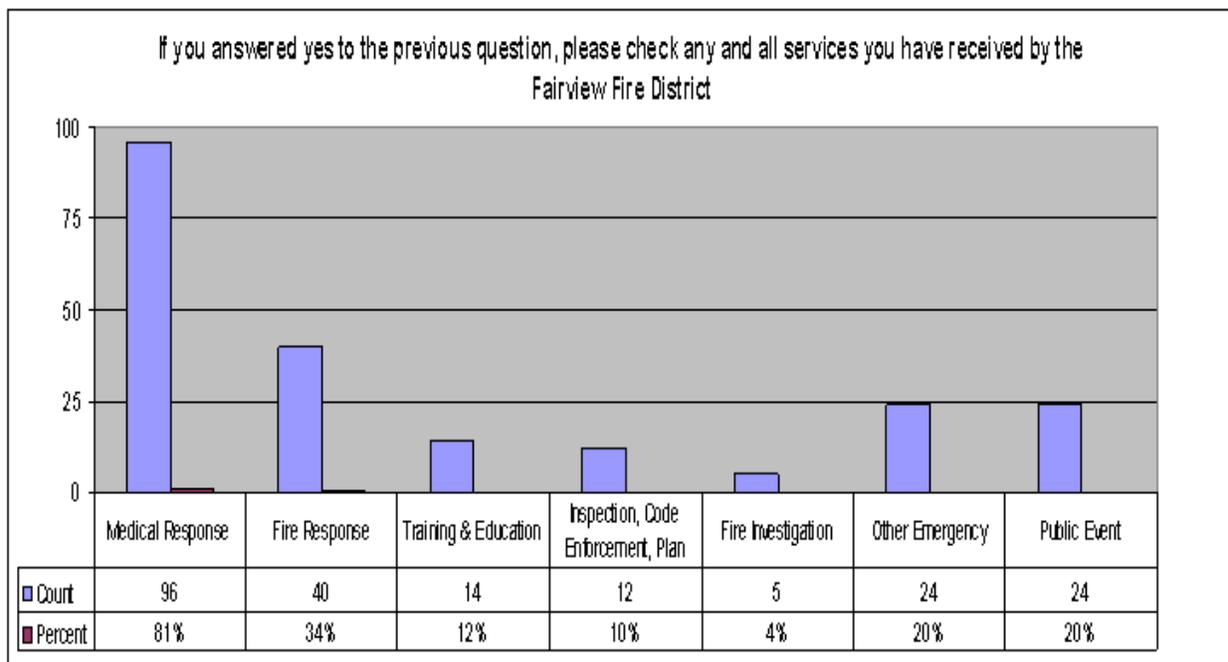
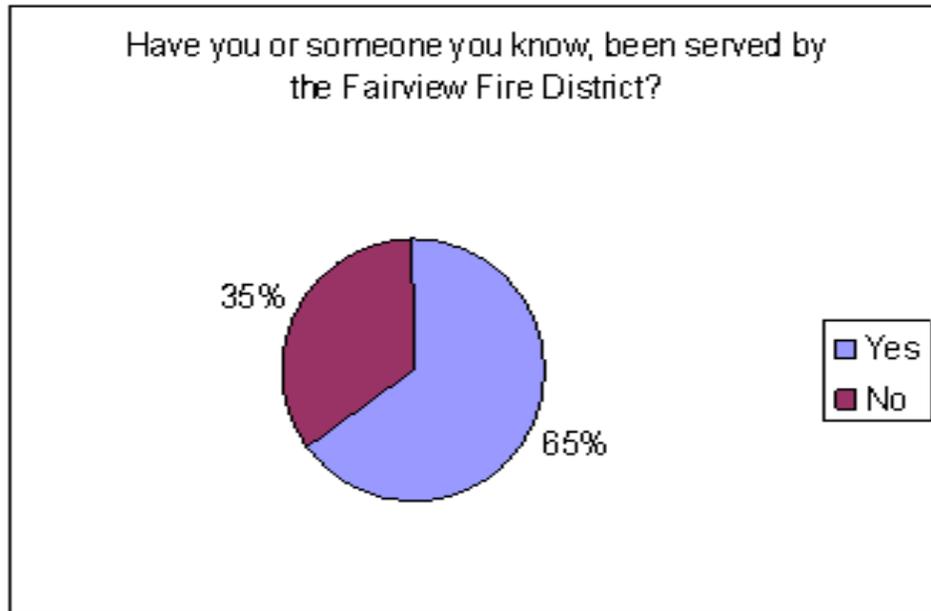
Citizen Survey Key Findings

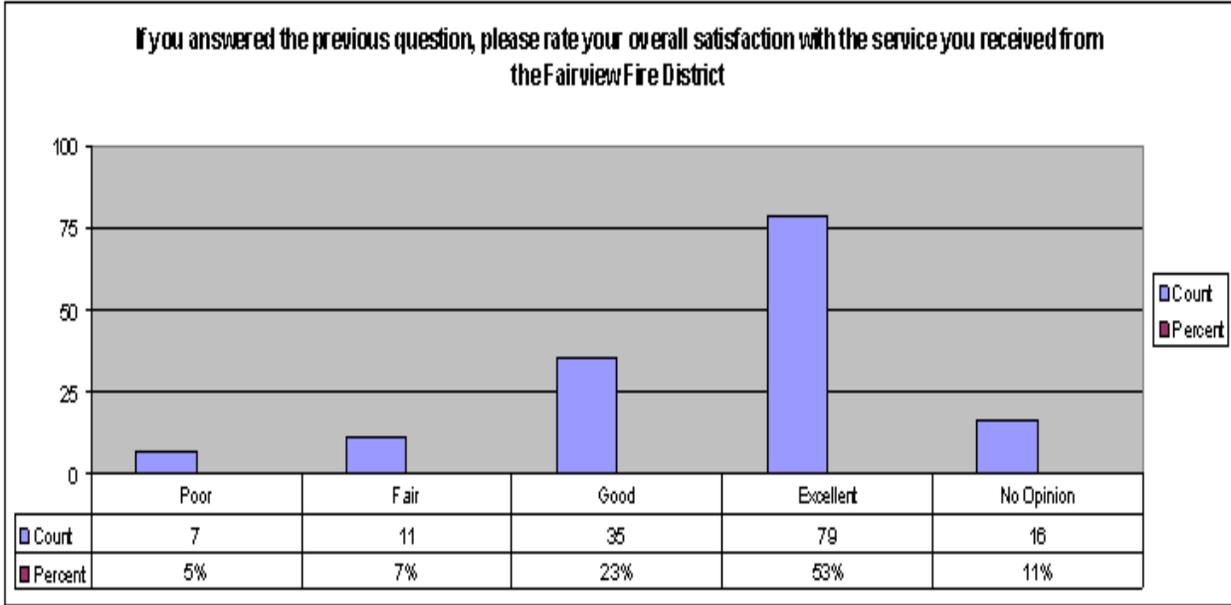
Current Services

Of the over 50% of respondents that indicated they lived in the Fairview Fire District, over 60% reported that they or someone they knew had been serviced by the Fairview Fire District.



“Medical response” was indicated as being the most frequent service experienced amongst these respondents, and over 50% of these respondents reporting their overall satisfaction with the service received as “excellent”.





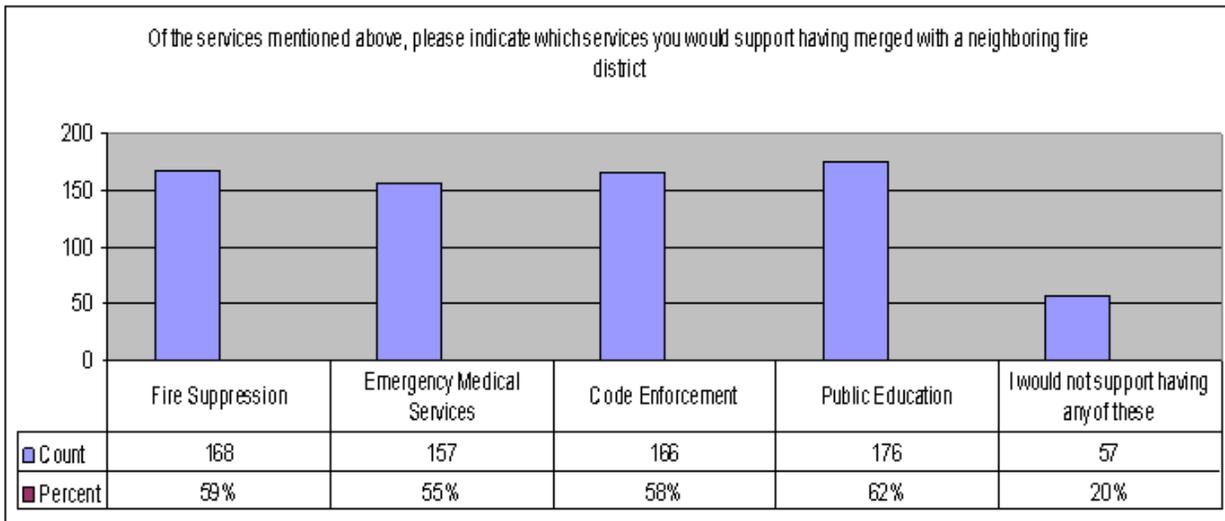
Perceived Value of Services

While 76% and 61% of respondents reported “fire suppression” and “emergency medical services” respectively as being “essential services provided by their fire district”, 34% and 31% reported “code enforcement” and “public education” respectively as being “important.”

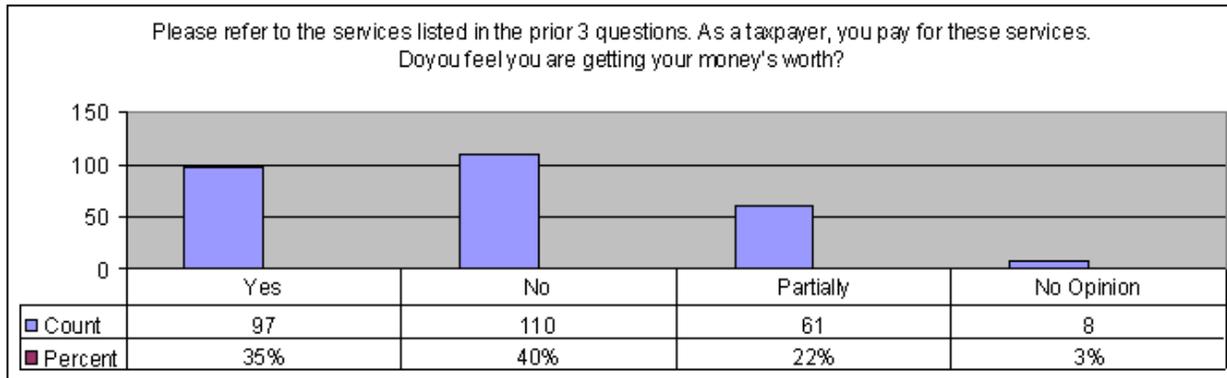
When asked which of the aforementioned services respondents would support having merged with a neighboring fire district, 20% of respondents indicated that they would “not support having any of these services merged with another district.”

Please rate your opinion on the level of importance of the following services provided by your fire district

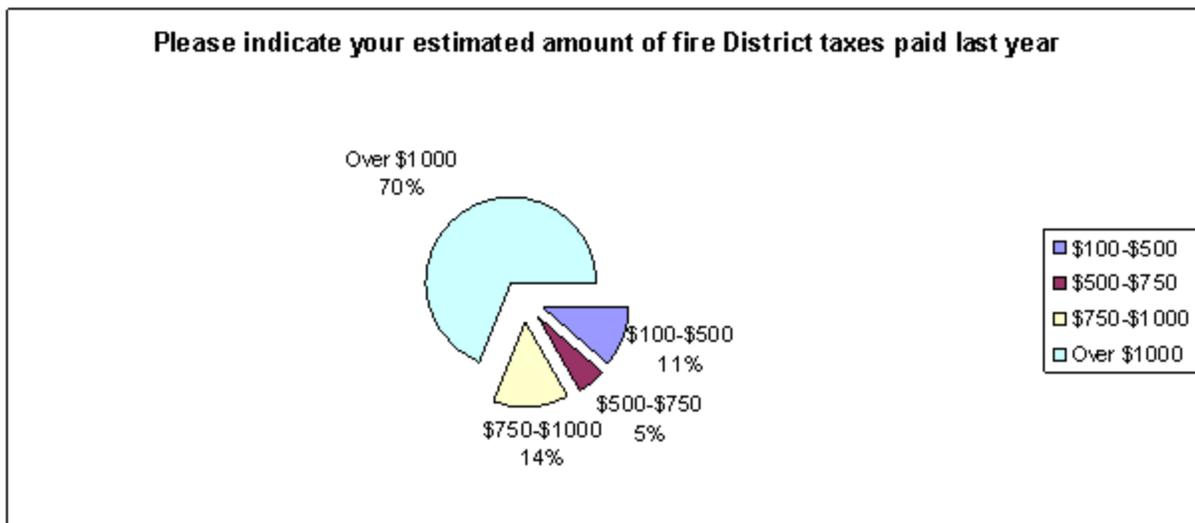
Importance	Fire Suppression	Emergency Medical Services	Code Enforcement	Public Education
Essential	217	181	59	35
	76%	61%	23%	13%
Important	49	65	89	82
	17%	22%	34%	31%
Nice to Have	11	24	61	89
	4%	8%	23%	33%
Not Important	5	24	47	52
	2%	8%	18%	19%
Not Applicable	3	1	5	9
	1%	0%	2%	3%
Responses	285	295	261	267



Participants were asked if as a taxpayer, they felt they “were getting their money’s worth” for these services. 35% of respondents reported “yes.”



Approximately 70% of respondent households reported paying over \$1,000 in Fire District taxes last year.



Flexibility of Citizenry and Taxation

Participants were asked to what extent they would support or oppose a series of statements about fire district characteristics. Respondents indicated the greatest level of support for the consolidation/merger of their fire district with a neighboring fire district at 31% (91 out of 296 respondents). Respondents also indicated strongly supporting the

“sharing of facilities, equipment and/or operations” with neighboring fire districts at 51% (93 out of 184 respondents).

To what extent would you support or oppose each of the following characteristics in your fire district/department?							
	Strongly Support	Somewhat Support	Support	Somewhat Oppose	Strongly Oppose	No Opinion	Responses
Establishment of a special district improvement tax	12	28	29	55	149	27	300
	4%	9%	10%	18%	50%	9%	
Consideration of a tax increase to exclusively support round the clock career staffing	29	12	27	52	171	13	304
	10%	4%	9%	17%	56%	4%	
Institution of fees or increased fees exclusively for prevention related services such as community education and training and standby at special events	19	18	50	57	145	12	301
	6%	6%	17%	19%	48%	4%	
Increase in local sales or property tax to fund all fire district services	21	27	23	52	167	11	301
	7%	9%	8%	17%	55%	4%	

	Strongly Support	Somewhat Support	Support	Somewhat Oppose	Strongly Oppose	No Opinion	Responses
Institution of a fire protection subscription program (Note: Emergency medical services and fire protection are being provided in some jurisdictions using subscriptions. These are annual fees paid by participating households or businesses for fire and EMS services. Non-members are charged by the hour for fire department related services and emergency calls if they use the service.)	22	26	44	36	134	21	283
	8%	9%	16%	13%	47%	7%	
Institution of an emergency medical service subscription program	22	26	47	35	132	22	284
	8%	9%	17%	12%	46%	8%	

	Strongly Support	Somewhat Support	Support	Somewhat Oppose	Strongly Oppose	No Opinion	Responses
Consolidation/ Merger of your Fire District with a neighboring fire district (note: this may result in longer emergency response times)	91	31	43	35	87	9	296
	31%	10%	15%	12%	29%	3%	
Institution of a completely volunteer fire district	44	28	34	52	123	23	304
	14%	9%	11%	17%	40%	8%	
Sharing of facilities, equipment and/or operations with neighboring fire districts	93	0	91	0	0	0	184
	51%	0%	49%	0%	0%	0%	
Sharing of facilities, equipment and/or operations with neighboring fire districts, even if this meant a lower level of service to your community	110	0	0	91	96	0	297
	37%	0%	0%	31%	32%	0%	

Comments

Respondents were given the opportunity to include comments as a part of their answer for select questions, as well as leave general feedback at the close of the survey. These comments are summarized here, with sample comments in these three categories:

1. Positive Comments
2. Negative Comments
3. Editorial Comments

Positive Comments

- Fairview Fire Department's quick response saved our lives!
- Professional, Knowledgeable, Superb Services, Excellent Response.
- All fire districts should be made to hold up to Fairview's standards-career and volunteer!
- I am very happy with the service in the Arlington Fire District. You get what you pay for.
- I like that my fire department is under the jurisdiction of the mayor and City Council and with the City's annual budget process. I think this leads to more efficient and transparent budget.
- Thank God for the career staff and their expertise!

Negative Comments

- Too expensive, Do away with EMS service not required, equipment cost and employee contracts are not in line with household incomes.
- Service is good. Taxes are way too high. Budget has been out of control for years. Over 150% increase since year 2000.

- Excessive spending along with continued seminars, equipment purchases, and in reality no public oversight should be curtailed.
- Over spending, poor management and fire commissioners who show little regard for public sentiment, and the whole concept of fire commissioners
- When is enough? Costs need to be contained there is NO benefit for Arlington FD combining with Fairview FD. It would put more burden on AFD since Fairview district taxpayers pay much more in taxes because of all the tax exempt properties within their district. Why should AFD absorb that burden to its taxpayers??
- I pay my taxes and get my services. They are MY services not a neighboring area's services. I should not have to sacrifice MY life so they can save a few bucks because they can't run THEIRS correctly.
- Considering that the recent fires in Fairview have been fatal, and our taxes were already raised, it seems the Fairview Fire Dept is a liability and misuse of tax payer dollars.

Editorial Comments

- This questionnaire is poorly designed and poorly proofread. It is therefore unlikely to provide accurate or useful information. "Ask a stupid question, get a stupid answer."
- Some of the questions are unanswerable due to the lack of detailed information as to how my tax money is spent.
- Why in question 12, do you ask the same questions 2-3 times? And nowhere do you explain what 'fire protection subscription program is". Nowhere in this questionnaire do you ask about the non-profits paying their share of fire and emergency services. You are clearly slanted at having the taxpayer

continue to carry the burden of the non-profits (especially, Marist, DCC). Clearly you are NOT looking for a workable solution. Just going through the paces! What a waste of MY tax money to be spent on a grant to create a bias survey. Yikes!

- Question 13 is very misleading and totally inappropriate. It states: Consolidation/Merger of your Fire District with a neighboring fire district (note: this may result in longer emergency response times?) By giving the sense of losing the response time of an emergency by consolidation when having more emergency services available is not actually true. It will have more available members (staff) and will certainly enhance services and cut response times in practically every case. This should be clarified when presenting this accurately to the public. In my opinion.
- Some questions (e.g. Item #12) presume there is a choice between cost (i.e. taxes) and/or merger with lower service and response time. This should not be a choice. This eliminates the obvious idea of controlling costs without decreasing service. Lay people responding to this survey do not have enough information to assess the management of costs.

Demographics

Overall, respondents tend to be educated, mature, with middle class incomes:

- 70% are college graduates
- 59% are 55 years-old or older
- 50% have an annual household income of \$75,000 or higher

Demographics			
	Count	Percent	Total Responses
Gender			
Male	155	51%	303
Female	148	49%	
Age			
18-24 years	1	0%	267
25-34 years	22	8%	
35-44 years	36	13%	
45-54 years	52	19%	
55-64 years	63	24%	
65 years or older	93	35%	
Education			
12th grade or less, no diploma	3	1%	269
High school graduate	31	12%	
Some college, no degree	48	18%	
Associate degree	50	19%	
Bachelor's Degree	67	25%	
Graduate or professional degree	70	26%	
Income			
less than \$14,999	3	1%	226
\$15,000 to \$24,999	9	4%	
\$25,000 to \$34,999	17	8%	
\$35,000 to \$49,999	28	12%	
\$50,000 to \$74,999	57	25%	
\$75,000 to \$99,999	36	16%	
\$100,000 or more	76	34%	

Citizen Survey Conclusions

Overall findings based on the survey results:

- Most respondents are satisfied with the types and quality of service received from their fire district.
- Most respondents are dissatisfied with the level of taxation they pay and hold tax-exempt properties in their community responsible.
- Respondents living fewer than five years in the community expressed the same level of dissatisfaction with taxation levels as those having lived over 20 years in the community.
- Most respondents reported interest in consolidation of fire district services and/or sharing of equipment and facilities with neighboring districts.
- Most respondents are not willing to pay additional taxes and/or monies to maintain current or increase levels of service.

The survey results indicate that most respondents differentiated effectively between their perception of the current quality of the fire district services they receive and their perception around issues concerning taxation for these services. From that standpoint, the survey tool was effective for determining citizen attitudes around the consequential and emotional impact that may be perceived as a result of a possible consolidation of fire and emergency medical services with contiguous and non-contiguous districts.

Overall, respondents expressed their feelings regarding current levels of taxation in narrative form, overwhelmingly reflecting a unanimous disregard for their current tax burden for fire district related services, and calling for an immediate solution to provide relief on this issue.

Our current interpretation is that residents of the Fairview Fire District as well as residents of the contiguous and non-contiguous fire districts are feeling overwhelmingly burdened by fire district related taxes. An opportunity exists for the fire districts of the communities targeted by this survey to collaborate on a solution to this concern. Forty-three percent of respondents reported that it was “not at all important” to maintain a jurisdiction-specific fire district. Additionally, over 50% of respondents reported supporting the merger of fire suppression, emergency medical services, code enforcement and public education services with a neighboring fire district.

In conclusion, there appears to be a general yet significant public inclination towards options associated with consolidation and other cost-saving measures to citizens for fire protection services as indicated by this survey’s results. Citizens’ concerns around service delivery and taxation would be a key component in the planning and/or implementation of a consolidation of the Fairview Fire District with one or more contiguous and/or non-contiguous fire districts.

What If There Is No Consolidation?

The Fire Commissioners of the Fairview Fire District have the responsibility of providing an adequate response to fires and other emergencies within the District. The lives and properties of residents, visitors and the firefighters who are employed by the district (both career and volunteer) depend on such adequate response. The difficulty is in balancing this responsibility while minimizing the burden on property taxpayers for funding. OSHA regulations, NFPA Standards and multiple studies have shown that the minimum response to fire calls requires six trained and certified firefighters. Based on this, the Fairview Fire District is clearly understaffed. Consolidation with one or more

of the surrounding fire districts and/or the City of Poughkeepsie would ameliorate many of the issues.

In the event that there is no consolidation, there are a few opportunities that the District should consider exploring, albeit some of them are more achievable than others.

If the pension and injury/illness issues of firefighters performing services for an EMS district can be satisfactorily resolved, the town boards of the towns of Poughkeepsie and Hyde Park could create an EMS district that would contract with and pay the Fairview Fire District for EMS (both BLS and ALS). The EMS district would recover these costs through patient and insurance billing and collection.

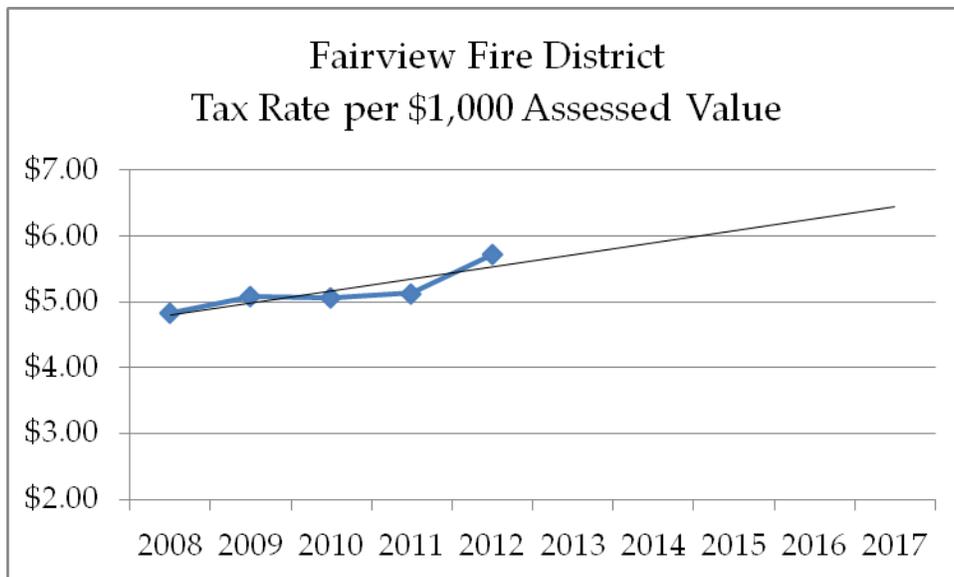
Another opportunity lies in reviewing and establishing or improving, where appropriate, new and/or existing automatic aid agreements that would provide for automatic response to areas within the Fairview Fire District and other districts.

While it is unlikely to happen, the area fire districts could consider joint capital improvement and major equipment planning and purchasing to eliminate duplicative purchases. This would benefit all districts and their taxpayers and constituents. The major barrier to such an arrangement is the fact that each district must first provide for the life and property safety of its constituents. Further, to be successful, joint major planning and purchasing decisions require consistency in the process in terms of both the goals and the results.

Then Fairview Fire District, along with the Fire Districts Association, needs to continue lobbying the state to change the funding mechanisms and restrictions placed on them by the state. The substandard staffing needs to be addressed and will still exist with or without the fire district providing the ambulance transport services. The reduction in volunteer fire service at all levels as shown in the Hyde Park study and

other reports will make the staffing situation worse until a long term regional solution is found. Fairview needs to plan for additional firefighters at all emergencies and while not directly studied, the physical facilities at the fire station will need to be expanded to accommodate the additional firefighters that are needed without consolidation. The District can also lobby for legislation that would allow some form of funding to be derived from tax-exempt properties, whether it is in the form of payments in lieu of taxes (PILOTs), or some other fee or charge. As noted in this study, almost 52% of the properties in the Fairview Fire District are tax exempt, having a total assessed value of \$534 million and if taxed would bring in \$3.1 million of additional revenue to the District. Even a nominal percentage (10% to 20%) of this amount would significantly reduce the burden on the property taxpayer.

The Fairview Fire District tax rate has increased on average 4.4% each year from 2008 through 2012. A linear regression of the past five years going forward indicates that by 2017 the tax rate would approximate \$6.50 per \$1,000 taxable assessed valuation. As such, and all things being equal, the median home would expect to see their fire service property tax to rise from \$1,321 per year to \$1,502 in 2017.



Conclusion and Acknowledgements

Our thanks to former Fire Chief Tory Gallante and current Fire Chief Christopher Maeder for their assistance in obtaining data necessary for this study, and to the Fairview Fire District Consolidation and Efficiency Study Committee, consisting of Commissioners Bob Gephard and Ginny Buechele; Fire Chief Maeder and Firefighter Tim Gilnick.

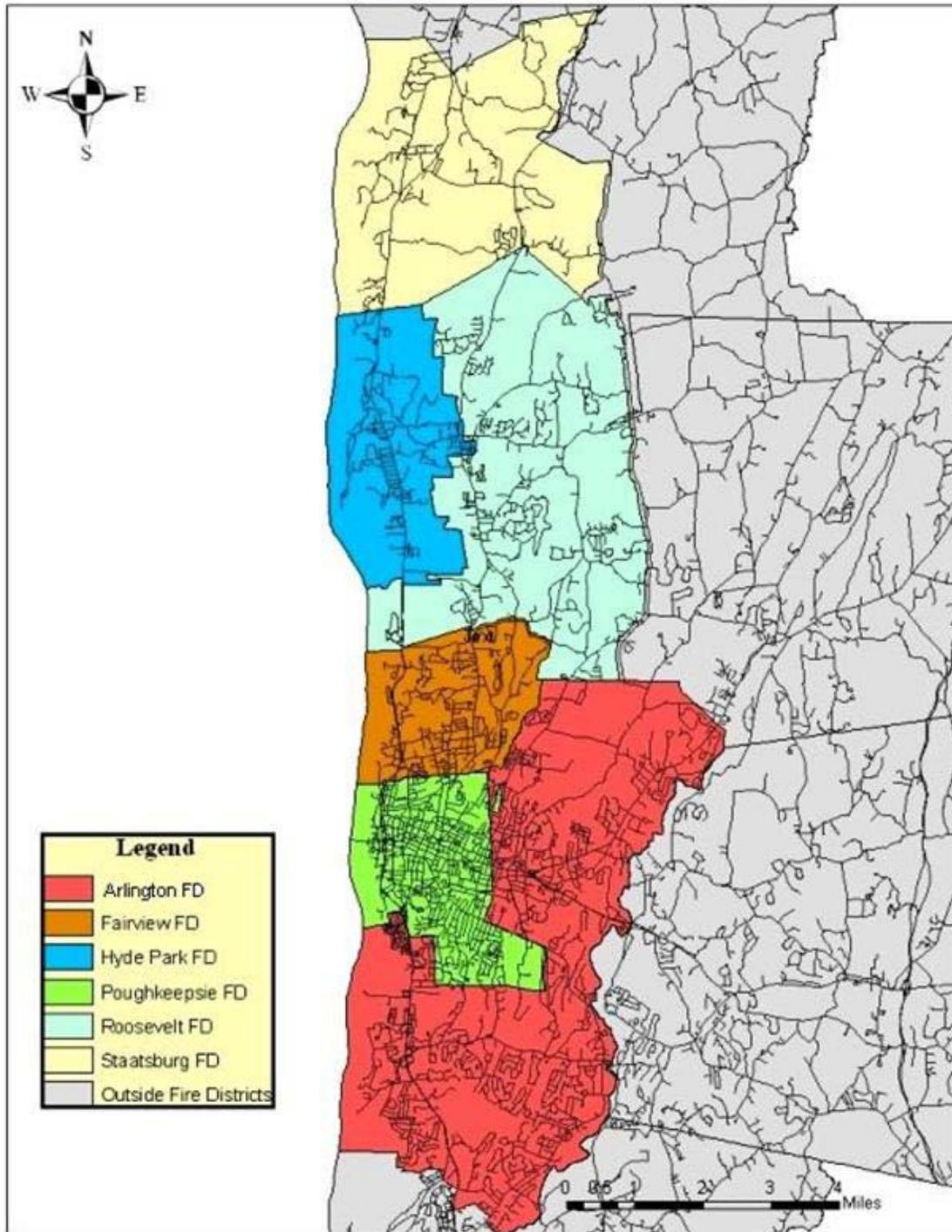
We also thank the members of the public who attended the public presentations and submitted questions and comments on the information presented, and especially those who participated in the Citizen Survey.

Thanks also to Mr. Carl Ublacker, Downstate Regional Representative of the Department of State, for his invaluable guidance and work on this project with members of the Michaelian Institute Study Team and the Fairview Fire District Consolidation and Efficiency Study Committee.

Finally, we would like to thank the entire Board of Fire Commissioners for their support of this project, and to the New York State Department of State, which provided the funding for this study through its Local Government Efficiency Grants Program.

*- The Edwin G. Michaelian Study Team
June 21, 2012*

Appendix A – Map of Relevant Fire Districts and Departments



Appendix B – Fairview Fire Department Personnel Survey

- 1.) How would you rank the current level of service provided by your fire department?
 Poor
 Fair
 Average
 Good
 Very Good
 Exceptional

- 2.) In which of the following areas, if any, do you think there is room for improvement within your department? Please select as many as applicable.
 equipment
 increased staff
 new technology
 Other (Please specify)
 None of the above

- 3.) Are you familiar with the concept of consolidation?
 Yes
 No

- 4.) If consolidation was to be considered, who do you think should be involved in the decision process?
1: _____
2: _____
3: _____
4: _____

- 5.) As personnel of the fire department - what would be your top two greatest concerns if you found out your department was consolidating with your neighboring department?
1: _____
2: _____

- 6.) How important do you regard the matter of local control and identity?
(1 being least important & 10 being very important)
 1
 2

- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10

7.) Do you feel there are services in your area that are duplicated, and that could be consolidated?

- Yes
- No

8.) If you answered yes to the above question, what services do you think could be consolidated?

9.) How might consolidation affect your level of service?

10.) How do you think the attitude within the "Troops" would be if they were told your department was going to consolidate with a neighboring department?

11.) As a community tax-payer - would you favor consolidation as a way to cut your tax bill if your level of service went down?

- Yes
- No

12.) As a tax paying citizen - what would be your greatest concern if you found out your fire department was being consolidated with another?

13.) What is your position or rank?

14.) Additional Information/Comments?

Appendix C – Fairview Fire District Chief Survey

- 1.) What are your feelings about fire department consolidations in general?
- 2.) Have you ever considered consolidation as an option? Why or why not?
- 3.) What would be a driving factor for you to roll out a proposal and start the consolidation process in this community?
- 4.) What roadblocks do you think would be encountered?
- 5.) What do you think has to happen in order to get the idea of consolidation out on the table?
- 6.) How do you think consolidation would affect this community? Financially, emotionally?
- 7.) Do you think the community would gain a better service with a consolidated department?
- 8.) Reducing the duplication of efforts and services, uniformed training and greater purchasing power are some of the benefits that have been documented as a result of consolidation. What would you consider a benefit and why?
- 9.) What do you think would be the concerns of the firefighters in your department?
- 10.) What effect do you think a consolidation would have on you? Your district and union members? The elected officials?
- 11.) Additional Information / Comments?

Appendix D – Fairview Fire District Administration Survey

1.) What is the approximate population of citizens served by your district?

- less than 10,000
- 10,000-50,000
- 50,000-100,000
- 100,000-150,000
- 150,000-200,000
- over 200,000

2.) What is the approximate size of your district, include both paid and volunteer personnel?

- less than 50
- 51-100
- 101-150
- 151-200
- more than 200

3.) What is the approximate area of your service area in square miles?

4.) Total number of FIRE related responses for 2010.

5.) Total number of EMS related responses for 2010.

6.) Does your district provide EMS Transport to other communities in your area?

- Yes
 - No
 - Other
- Programs

7.) Give an overview of the fire prevention programs in place in your district. This narrative summary should give the reader an understanding of what each Prevention Division does on a day to day basis before getting into the details of the different work units.

Personnel

8.) List the number of personnel assigned to the fire prevention division. This does not include public education, but should include any secretarial personnel that are specific to the division. Please include ranks or titles, and whether they are represented by the bargaining unit.

9.) Do you require/encourage any certifications for your personnel?

Inspections

10.) In your opinion, are building/fire safety issues (incl. annual inspections, re-inspections, permit inspections and/or night inspections), handled by local building and fire inspectors being addressed adequately? Please provide as much narrative as possible to support your response.

Fees

11.) Describe your fee structure for fire prevention services. (If possible, forward the fee structure adopted by the commissioners to this evaluator.) This includes fees for UFC permits such as public assembly, open flames, etc.

12.) Describe your fee structure for plans review.

13.) If your budget includes estimates for projected income from these fees for 2011 please list here.

14.) Does your division generate any other income for the district? If yes, please describe.

Computer Systems

15.) What computer software are you using for:
your inspection program: _____
fire incident reports: _____
aid reports: _____
Investigations

16.) Who conducts Origin and Cause investigations within your district?

17.) Who conducts criminal follow-ups for fires in your district?

18.) What level of training or certification do your investigators have?
City/County Relationships

19.) Describe any contracts, partnerships or relationships that you have with any cities, county or other public agencies. These could be agreements for plan review, contracts for inspections, etc.

Disaster Preparedness

20.) Describe any programs for improving your ability to survive a major disaster such as an earthquake or winter storm.

21.) Do you have, or is your district developing a mitigation plan as required by FEMA for future grants after a federally declared disaster?

22.) Additional Information?

Appendix E – Fairview Fire District Consolidation and Efficiency Study Citizen Survey

1.

Do You live in Fairview Fire District

Value	Count	Percent	Statistics	
Yes	157	55%	Total Responses	284
No	126	45%		

2.

Have you or someone you know, been served by the Fairview Fire District?

Value	Count	Percent	Statistics	
Yes	139	65%	Total Responses	215
No	76	35%		

3.

If you answered yes to the previous question, please check any and all services you have received by the Fairview Fire District

Value	Count	Percent	Statistics	
Medical Response	96	81%	Total Responses	118
Fire Response	40	34%		
Training & Education	14	12%		
Inspection, Code Enforcement, Plan Review	12	10%		
Fire Investigation	5	4%		
Other Emergency	24	20%		
Public Event	24	20%		

4.

If you answered yes to the previous question, please check any and all services you have received by the Fairview Fire District

Value	Count	Percent	Statistics	
Medical Response	96	81%	Total Responses	118
Fire Response	40	34%		
Training & Education	14	12%		
Inspection, Code Enforcement, Plan Review	12	10%		
Fire Investigation	5	4%		
Other Emergency	24	20%		
Public Event	24	20%		

5.

If you answered the previous question, please rate your overall satisfaction with the service you received from the Fairview Fire District

Value	Count	Percent	Statistics	
Poor	7	5%	Total Responses	149
Fair	11	7%		
Good	35	23%		
Excellent	79	53%		
No Opinion	16	11%		

Comments:

- FFD quick response saved our lives!
- Professional, Knowledgeable, Superb Services, Excellent Response.
- What service?
- very professional.

6.

In response to the prior question, please rate your overall impression of the quality of these services

	Fire Suppression	Emergency Medical Services	Code Enforcement	Public Education
Excellent	133	137	42	48
	38%	50%	16%	19%
Good	92	98	93	93
	26%	36%	36%	36%
Fair	80	17	47	49
	23%	6%	18%	19%
Poor	31	7	21	20
	9%	3%	8%	8%
Not Applicable	17	15	52	45
	5%	5%	20%	18%
Responses	353	274	255	255

7.

Of the services mentioned above, please indicate which services you would support having merged with a neighboring fire district

Value	Count	Percent	Statistics	
Fire Suppression	168	59%	Total Responses	285
Emergency Medical Services	157	55%		
Code Enforcement	166	58%		
Public Education	176	62%		
I would not support having any of these services merged with another district	57	20%		

8.

Please refer to the services listed in the prior 3 questions. As a taxpayer, you pay for these services. Do you feel you are getting your money's worth?

Value	Count	Percent	Statistics	
Yes	97	35%	Total Responses	276
No	110	40%		
Partially	61	22%		
No Opinion	8	3%		

Comments:

- Add the cost of home owners insurance makes no sense
- Code enforcement should be done by the Town Building Depts.
- Contract AFD ambulance
- I have never knowingly used any of these services.
- I just do not want these services, would rather eat!
- I'm alive today because of Fairview staff!
- Marist College is the only one getting my money's worth
- Not enough staffing serving my area of Arlington.
- The non-profits get all the services and the taxpayers get absolutely NOTHING! They seem to have an irresponsible attitude toward budget & expenses
- Too Much Overtime, Padding of Pensions 1 Uncontrolled spending
- We need to vote on the budget just as we do for the library.
- critical calls do not match the excessive budget
- fire tax rate too high 1 not for what I pay in taxes
- required services are small compared to the workforce that is carried by district
- too expensive taxes
- The governing body of the Arlington Fire District continues to operate with NO consideration to the overburdened tax payer.
- Code enforcement is lacking mostly due to Town of Poughkeepsie failing in accountability of Code enforcement. People renting to others with no regard to codes.
- I'm paying a "gold plated" price for a service that could be done as well in a more economical way. e.g. Different business model. EMS is costing taxpayers in AFD a fortune in wages and benefits for career staff.
- the tax burden lies on the not for 48% profit entities with in FFD. They should be paying their fair share!
- amount of fires is very low and emergency services can be provided by contacted ambulance services

- North end of the fire district has 24hr a day coverage while the south end (South road area) has only coverage until 5pm mon-fri and no paid coverage at night and weekend
- I have health insurance so why should I pay for EMS service in my taxes. I essentially pay twice for one service. Contract EMS service out and sell the equipment. Fund only fire suppression.

9.

Please indicate your estimated amount of Fire District taxes paid last year

Value	Count	Percent	Statistics	
\$100-\$500	24	11%	Total Responses	209
\$500-\$750	11	5%		
\$750-\$1000	30	14%		
Over \$1000	144	69%		

10.

Would you be willing to be taxed at a higher rate for those services that you consider essential?

Value	Count	Percent	Statistics	
Yes	62	23%	Total Responses	266
No	204	77%		

Comments:

- \$300 is fair
- Already get great service for low taxes, don't mess with that formula
- Already paying too much.
- As long as staffing is increased in my area, yes.
- By contracting EMS, insurance could be billed for service, saving taxpayers money
- Consolidation may spread the cost more evenly
- Current spending should be reviewed by town officials with probably a couple of citizens. How about cut by 3/4??
- I cannot put a price tag on my life.
- I haven't found justification for the current expenses!
- I pay enough as it is.
- I pay way too much already.
- I'm already paying one of the top rates in the state!!
- If proven worth it

- Less services please, less taxes
- Need better management of budget, and accountability
- Only if ambulance is privatized and "public education" reduced.
- Pay too much already for Marist's coverage
- They are already well compensated for these services.
- We are paying far too much as it is 1 already too costly for services delivered
- already too damn high
- can't afford more
- cut out the waste by the commissioners
- far less
- no questions asked.
- taxes high - senior on Social Security and small pension
- the same can be done for much less money
- Fire service is the only required service. Contract out EMS like the City of Poughkeepsie and allow the Town Board to create a budget for the fire district just like it does for the police department.
- How about getting everyone who uses the services (i.e. not for profits) to pay for the services first
- When services are cut, so is my chances of surviving an emergency. Nobody wants to pay more yet when those emergencies are required all would pay any price to keep from hurting loved ones or others.
- When is enough enough? Costs need to be contained there is NO benefit for Arlington FD combining with Fairview FD. It would put more burdens on AFD since Fairview district taxpayers pay much more in taxes because of all the tax exempt properties within their district.
- Why should AFD absorb that burden to its taxpayers??

11.

The Fairview Fire District strongly feels that it should be providing the highest level of service to it's community. An increased level of service will require an increase in funding. Would you support a tax increase if you had a voice in how the funds were spent?

Value	Count	Percent	Statistics	
Yes	39	25%	Total Responses	157
No	118	75%		

Comment:

- Adequate staffing for the volume of calls
- Are you kidding?
- Highest in NYS now

- Maybe, but this is an inappropriate choice (see comment below)
- Optional???
- The Commissioners do a fine job and I support their decisions.
- currently, too much done without the general public's awareness
- cut taxes
- no price on safety
- stop the insanity
- Just because you offer me a "voice" does not mean anyone will listen or act upon a taxpayer's "voice"
- How about getting everyone who uses the services (i.e. not for profits) to pay for the services first
- Remove some of the tax exempt properties and have them pay their fair share, stop burdening the homeowners with high taxation.
- The biggest line items are salaries and benefits. That has nothing to do with service. The union contract has nothing to do with the tax payers and has everything to do with the employees self interest.
- Keeping my family safe-priority 1. Keeping others safe should remain for all to bear the burden whether coming in or out of the District. Examples: the Hospitals, Colleges and other Not For Profit facilities and agencies who use those same services yet pay nearly nothing and gain the benefits? Surely those same entities must/should financially acknowledge and reconsider the liabilities they are putting on everyone else.

12.

How important to you, if at all, is each of the following statements:

	Very Important	Important	Somewhat Important	Not at all Important	No Opinion	Responses
Important to maintain a jurisdiction specific fire district (ex. Fairview Fire District):	53	49	42	114	6	264
	20%	19%	16%	43%	2%	
Important to maintain volunteer fire department	92	87	49	38	4	270
	34%	32%	18%	14%	1%	
Important to meet national response time guidelines	110	117	27	12	5	271
	41%	43%	10%	4%	2%	
Important that fire station be staffed with a minimum of 6 firefighters 24/7	63	46	66	70	22	267
	24%	17%	25%	26%	8%	
Maintaining low property tax more important than maintaining or increasing level of service	96	47	72	50	8	273
	35%	17%	26%	18%	3%	
Maintaining low property tax more important than quick response times	58	50	62	88	12	270
	21%	19%	23%	33%	4%	

13.

To what extent would you support or oppose each of the following characteristics in your fire district/department

	Strongly Support	Somewhat Support	Support	Somewhat Oppose	Strongly Oppose	No Opinion	Responses
Establishment of a special district improvement tax	12	28	29	55	149	27	300
	4%	9%	10%	18%	50%	9%	
Consideration of a tax increase to exclusively support round the clock career staffing	29	12	27	52	171	13	304
	10%	4%	9%	17%	56%	4%	
Institution of fees or increased fees exclusively for prevention related services such as community education/training and standby at special events	19	18	50	57	145	12	301
	6%	6%	17%	19%	48%	4%	
Increase in local sales or property tax to fund all fire district services	21	27	23	52	167	11	301
	7%	9%	8%	17%	55%	4%	

Institution of a fire protection subscription program (Note: Emergency medical services and fire protection are being provided in some jurisdictions using subscriptions. These are annual fees paid by participating households or businesses for fire and EMS services. Non-members are charged by the hour for fire department related services and emergency calls if they use the service.)	22	26	44	36	134	21	283
	8%	9%	16%	13%	47%	7%	
Institution of an emergency medical service subscription program	22	26	47	35	132	22	284
	8%	9%	17%	12%	46%	8%	
Consolidation/Merger of your Fire District with a neighboring fire district (note: this may result in longer emergency response times)	91	31	43	35	87	9	296
	31%	10%	15%	12%	29%	3%	
Institution of a completely volunteer fire district	44	28	34	52	123	23	304
	14%	9%	11%	17%	40%	8%	

Sharing of facilities, equipment and/or operations with neighboring fire districts	93	0	91	0	0	0	184
	51%	0%	49%	0%	0%	0%	
Sharing of facilities, equipment and/or operations with neighboring fire districts, even if this meant a lower level of service to your community	110	0	0	91	96	0	297
	37%	0%	0%	31%	32%	0%	

14. How many years have you lived in Fairview Fire District

Count	# of years
74	less than 5
15	5 - 10 years
44	11-20 years
98	over 21 years

15. What best describes your residence

Value	Count	Percent	Total responses
One family house detached from other houses	260	94%	276
One family house attached to one or more houses	10	4%	
Building with 2 or more apartments	4	1%	
Mobile home	1	0%	
Other	1	0%	

16. Please list the number of household members in each age category

Value	Count
0 to 5 years	33
6 to 12 years	53
13 to 17 years	31
18 to 24 years	43
25 to 34 years	57
35 to 44 years	61
45 to 54 years	101
55 to 64 years	115
65 years or more	144

17. Is this home?

Value	Count	Percent	Total Responses	
Owned by you or someone in this house with a mortgage free and clear	267	98%	273	
Rented for cash or occupied without cash payment	6	2%		

18. How many people (including yourself) live in your household?

Count	# of people
176	1-2 people
97	3 - 5 people
4	over 6 people

19. Does any member of your household have a physical disability?

Value	Count	Percentage	Total Responses
Yes	42	16%	268
No	226	84%	

20. What is the highest degree or level of education you have completed?

Value	Count	Percent	Total Responses
12th grade or less, no diploma	3	1%	269
High school graduate	31	12%	
Some college, no degree	48	18%	
Associate degree	50	19%	
Bachelor's Degree	67	25%	
Graduate or professional degree	70	26%	

21. What is the closest estimate of your household's total income before taxes for 2011?

Value	Count	Percent	Total Responses
less than \$14,999	3	1%	226
\$15,000 to \$24,999	9	4%	
\$25,000 to \$34,999	17	8%	
\$35,000 to \$49,999	28	12%	
\$50,000 to \$74,999	57	25%	
\$75,000 to \$99,999	36	16%	
\$100,000 or more	76	34%	

22. In which category is your age?

Value	Count	Percent	Total Responses
18-24 years	1	0%	267
25-34 years	22	8%	
35-44 years	36	13%	
45-54 years	52	19%	
55-64 years	63	24%	
65 years or older	93	35%	

23. Your gender

Value	Count	Percent	Total Responses
Male	155	51%	303
Female	148	49%	

General Feedback

- All fire districts should be made to hold up to Fairview's standards-career and volunteer!
- Arlington Fire District Budget is \$15.5 million, taxes are too high.
- FFD are the best.
- I am very happy with the service in the Arlington Fire District. You get what you pay for.
- Lower taxes!! Consolidate.
- Lower the taxes! Time to cut!
- Merge with Arlington as soon as possible
- Mergers to the North would benefit everyone!
- Thank God for the career staff and their expertise!
- There is no reason for a fire districts tax levy to be astronomical, such as Arlington's is.
- We are being abused by the gross uncontrolled spending of the fire district
- Would like to see my property taxes stabilized and emergency services on a county wide basis.
- none
- 6 relatives pay \$300 to \$400 a year for fire/EMS. I pay \$1500, and also pay for EMS on my health insurance. That is RIDICULOUS!!! EMS should be private enterprise...
- Seems suspicious that others (FL, UT, OR) pay 1/4 or less what I pay for fire protection. Also, EMT-service should be private enterprise; e.g., Alamo
- I hope that consolidation of basic life saving services by itself will be investigated, as well as consolidation of all services.
- I strongly believe that consolidation with public voting of funding would be a strong motivator to our good ole boy, what I say goes regardless of what you think attitude that appears to be in place now. If our whole town and or County can run with less funding, something is wrong
- Spending habits and poor management should be closely looked out. The concept of commissioners should be eliminated. Fire companies should be governed by elected town or county legislatures where fire companies would have more fiscal accountability.
- The last two questions make the assumption that consolidation would reduce response times that would appear misleading without any detail to back it up. Has an analysis been done that shows response times from stations and if caps or overlaps exist?
- This questionnaire is poorly designed and poorly proofread. It is therefore unlikely to provide accurate or useful information. "Ask a stupid question, get a stupid answer."
- If all services were this expensive no one would have any money. Think about the fire tax. It is more than the town tax. The town provides many other services, police, courts, planning, etc. and the cost is lower. This is a group of people that only have theirself in mind.
- Dutchess county should explore a county wide fire dept. Money could be saved by sharing equipment.
- Support a regional combination fire/ems service that is a paid organization assisted by volunteers.
- Arlington Fire District taxes are out of control. The budget and resulting taxes have swelled dramatically since year 2000. For one thing, the EMS model has to change: it is 100% funded

through tax dollars and the career staff has very good pay and benefits. It can't continue that way. AFD commissioners have not held the line on spending. They have created and passed very robust budgets and if they don't spend it all, they sweep it into the reserve funds. They never use it for taxpayer relief. There are also conflicts of interest with the union contracts, where retired career firefighters (on the board) are voting on contracts for the career staff (union firefighters). Also, Vassar College needs to hire their own EMS services. They account for about 10% of the AFD calls, with very little or no offset for taxpayers. (I realize they are tax exempt - but they could do something about it to offset what they put on taxpayers.)

- Some of the questions are unanswerable due to the lack of detailed information as to how my tax money is spent.
- I am for Fairview being compensated for services provided to Hyde Park and Staatsburg. I am against any merger. Too many legal issues.
- I believe quick response time is more important than lower taxes - but something has to be done about the tax situation - maybe Marist could "donate" some of the millions grant they received instead of prettying up the campus!
- Do away with EMS and sell the equipment, health insurance already covers individuals and families. Revise lower union pay, raise health insurance premiums and adjust raise age at which individual can receive a pension.(change calculation for pension do not include overtime.) Allow voters to vote on the Budget. Change the working hours to 40 hours. 3 shifts. No more getting paid to sleep on the job.
- Some questions (e.g. Item #12) presume there is a choice between cost (i.e. taxes) and/or merger with lower service and response time. This should not be a choice. This eliminates the obvious idea of controlling costs without decreasing service. Lay people responding to this survey do not have enough information to assess the management of costs.
- FFD career staff are the most professional team I've encountered. They can only enhance training fire fighters by voluntarily merging with all volunteer companies.
- The concept of fire commissioners running everything is obsolete. The Town of Poughkeepsie should now take it over and the Chief should now report to the town elected officers who will do a much better job of managing expenses.
- We do not need to help bail out Fairview Fire District. They should not merge with anyone to increase other districts taxes. Let the State bail them out. Get the State to allow billing of EMS services. That's the big solution.
- Why not split up Fairview, let Roosevelt cover some of the district (north) and the rest can be covered by Arlington and City of POK.
- Why in question 12, do you ask the same questions 2-3 times? And nowhere do you explain what 'fire protection subscription program is". Nowhere in this questionnaire do you ask about the non-profits paying their share of fire and emergency services. You are clearly slanted at having the taxpayer continue to carry the burden of the non-profits (especially, Marist, DCC). Clearly you are NOT looking for a workable solution. Just going through the paces! What a waste of MY tax money to be spent on a grant to create a bias survey. Yikes!
- We greatly appreciate Doreen's vigilance in reporting on the Arlington Fire Dep't meetings. It is outrageous that so much money is spent for under used SUV's, reserve funds and those trips

to Florida. Taxpayers are struggling with foreclosures, unemployment, and other effects of a poor economy. Why can't the fire dept's budget be voted on by the taxpayers?

- I like that my fire department is under the jurisdiction of the mayor and City Council and with the City's annual budget process. I think this leads to more efficient and transparent budget.
- I have the upmost respect for our fire district, however, consolidation into one district, I believe would save the taxpayer money.
- I believe Arlington Fire district expenses need to be reined in, their expenses and resulting taxes are not sustainable for most seniors & retirees in the district!
- Thank you AFD reporter for bringing to light the corruption that is so prevalent in the Arlington Fire District governing body.
- The combination of the FFD Union and the constant growth of big tax exempts like Marist, Dutchess Community College, and St Francis Hospital are killing our taxpayers. Needs change NOW.
- District elections and commissioners have to be more responsible to the tax payers and much less ambivalent.
- Arlington's fire taxes are too high. All occupations have been affected by downsizing, except the Arlington Fire District. We do not need the ambulance service, it can be provided by a private company. We need less personnel and a rein in on the fire budget. You are pricing residents out of their homes.
- I would like the fire dept. to be a fire dept. I would like the ambulance service to be privatized. We do not need Santa on a fire truck. We do not have a town center so we don't need fire trucks on overtime taking part in parades in various places. Meetings should be open, the public should be allowed to speak, and minutes need to record all that goes on. This fire dept. is a group with little respect for the public. The number one thing I would like is the right of the public to approve the annual fire dept. budget. That would make the commissioners much more accountable and responsive.
- Question 13 is very misleading and totally inappropriate. It states: Consolidation/Merger of your Fire District with a neighboring fire district (note: this may result in longer emergency response times? By giving the sense of losing the response time of an emergency by consolidation when having more emergency services available is not actually true. It will have more available members (staff) and will certainly enhance services and cut response times in practically every case. This should be clarified when presenting this accurately to the public. In my opinion.
- Consolidation might help control and contain costs. I would favor something to lower costs. I pay more for fire taxes than for county taxes, town taxes. My house is modest in size -- 1300 square feet -- and on a tiny lot -- 1/7 of one acre, but my fire taxes are super-sized!
- This is a poor survey. These questions are not well thought out. Several questions could have been broken into more than one (question 11 for example). In question #2 there is no Town of Poughkeepsie Fire District. In question 5; Fairview does not provide code enforcement so how can I rate something that is not provided? 9 & 10 leave out the biggest problem with funding the district. How do you know the people answering the questions as Fairview residents are actually Fairview residents? I hope this survey is not an indication as to the quality of the

study as there is no way anyone can honestly use the results of this survey to prove or disprove anything.

- Why aren't the non taxpayer schools paying Fairview more money because Fairview is constantly running to calls at their buildings?
- Would very much like to see an increase in staffing numbers 24/7 to support both fire and ems response. i believe at a minimum 6 career personnel should be on shift thus to support 2 ambulances and at least response on
- fire apparatus should there be multiple ems calls in the district and then a fire call.
- I pay my taxes and get my services. They are MY services not neighboring areas services. I should not have to sacrifice MY life so they can save a few bucks because they can't run THEIRS correctly.
- Fire service is essential but EMS is not since private service is available or could be made available with the user being charged for the service. If outside service is provided, most health insurance policies will pay this bill. Thereby reducing the equipment and personnel in all districts reducing fire taxes in all districts. 1
- All fire districts should operate as paid professionally trained team with immediate response time.
- Private companies charge much less for emergency medical services. This alternative should be examined as well.