



Town of Irondequoit Fire Districts

An Analysis of Existing Conditions and Options for the Future

May, 2021

Prepared for:

The Laurelton, Point Pleasant, Ridge Culver, Saint Paul Boulevard and Sea Breeze Fire Districts

Prepared by:

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Summary

In the Fall of 2019, CGR was engaged by the five fire districts (Laurelton, Point Pleasant, Ridge Culver, Sea Breeze and St. Paul Boulevard) to conduct a comprehensive study to evaluate the operations of the districts and identify potential options for future service improvements. This work is being partially funded by a grant from the New York State Department of State Local Government Efficiency Fund. Guiding this project is a steering committee that involves members from each district, typically at least one member of the commission and at least one chief officer.

This report is structured to give a brief background and summarize the findings of an extensive baseline review. The report then describes several potential options for change to the governance and delivery of the fire service in the Town. Several of the likely options have implementation plans that have been developed. The latter sections of the report provide detailed profiles of the five fire districts, comparisons of calls for service in the Town and results of a survey of the workforces for the five departments.

The Town of Irondequoit is a mature inner ring suburb to the City of Rochester with a population of about 50,000. The Town population has been relatively level for several decades and there is little development occurring in the Town. The five fire districts were each established in the early decades of the 20th century when the Town's population was a quarter or less what it is now.

Overview of Findings

- The typical on-duty staffing in the Town is 11. There are four on duty at both Ridge Culver and St. Paul. There are two on duty at Laurelton and one dedicated firefighter on duty at Point Pleasant 17 hours per day.
- Each department relies on the active participation of volunteers and mutual aid to mitigate larger incidents such as building fires and complex rescues.
- The number of interior-qualified volunteers is reported to be about 120. Laurelton (LFD) reports 20, Point Pleasant (PPFD) has 28, Ridge Culver (RCFD) has 24, Saint Paul Boulevard (SPBFD) has 20, and Sea Breeze (SBFD) has 28. Their availability to respond to incidents is variable.
- There are a total of 16 active frontline fire apparatus in the Town.

	Quint	Engine	Rescue	Other
Laurelton	1	1	1	
Point Pleasant	0	2	1	Mini, Squad, Reserve Engine
Ridge Culver	1	2	1	
Sea Breeze	0	2	0	Ambulance, Hovercraft

St. Paul Blvd	1	2	1	
Total	3	9	4	

- There are about 15 calls for service per day in the town. Two-thirds are in Ridge Culver and St. Paul. About 60% of calls are for emergency medical services events. The table below shows the annual average number of calls by type from 2016 to 2019 for each department.

NIFRS Incident Type Group	Laurelton	Point Pleasant	Ridge-Culver	Sea Breeze*	St. Paul Blvd	Total
1-Fire	46	35	59	17	58	215
2-Overpressure Rupture, Explosion, Overheat	2	1	10	1	2	16
3-Rescue & Emergency Medical Service Incident	393	458	1,258	175	1,196	3,480
4-Hazardous Condition	120	37	151	22	158	488
5-Service Call	51	27	234	24	156	492
6-Good Intent Call	74	65	192	37	136	504
7-False Alarm & False Call	76	46	214	7	198	541
8-Severe Weather & Natural Disaster	15	11	20	2	38	86
9-Special/Other	1	3	5	5	4	18
Total	778	682	2,144	290	1,946	5,840

- The combined cost of the operation of the fire districts in the Town is about \$10.6 million. The three departments with full-time staffing account for about \$9.6 million of the cost. They respond to 8 out of 10 calls and provide primary service to 86% of the residents. The cost of the fire service has increased about 27% in the whole Town since 2016.

Agency	2020 Expense Budget	Increase Since 2016	2020 Tax Rate
Laurelton	\$1,672,295	41%	\$3.30
Point Pleasant	\$836,721	30%	\$2.33
Ridge-Culver	\$4,104,027	18%	\$5.29
Sea Breeze*	\$145,207	13%	\$2.09
St. Paul Blvd	\$3,818,714	31%	\$2.82
Full Town	\$10,576,964	27%	

- There are a variety of future challenges for the fire districts. All of the fire districts are all facing pressures related to declining volunteer activity, increased service demands and the growing costs of providing fire service. These concerns are common across the volunteer and combination fire service in the United States. Particular concerns focused on continuing the engagement of volunteers, developing the next generation of volunteer leaders, and providing adequate service to the community through a combination of career and volunteer staff.

Several districts have had to increase their budgets substantially in the last few years as they have added career staff. There is concern that this trend will continue with more staff being added to ensure adequate response. Collectively, the districts have done a good job maintaining an appropriate array of apparatus and firefighting equipment, although there will need to be continuous investments in this area. There is some additional growth in demand that will be expected as additional health care facilities and senior care communities are built in the Town.

Options and Possible Implementation

Potential Options for Addressing Future Concerns include both structural service changes and making other smaller changes to operations. The options are listed below and explored in greater detail in the body of the report.

1. Maintain the Status Quo
2. Create a Single District with either
 - a. A Single Fire Department
 - b. Multiple Fire Departments
3. Create Two Districts – Central (LFD, RCFD, SPBFD) and Northeast (PPFD and SBFD)
4. Develop an Office of Volunteer Support
5. Develop Standard Responses based on closest units and on-duty staffing
6. Create a Town Training Department
7. Develop Town Purchasing Standards and Process

The project steering committee reviewed the above options and identified several that they would like to consider for implementation. After some additional research, CGR identified some initial steps for implementation for the following options:

- Maintain the Status Quo
- Coordinate Training
 - Create a Training Committee
 - Develop a Master Training Calendar
 - Host a Firefighter 1 Course
 - Plan Purchases for Training Props and Materials
- Coordinate Purchasing of Materials
- Support Volunteers by assigning volunteers to career groups, support volunteer leadership development, and develop a bunk-in program¹
- Investigate Potential Implications of a Merger of Ridge Culver and Laurelton Fire Districts

¹ This item was identified during project interviews with district personnel outside of the steering committee process

Conclusions

Looking at the complete picture, the fire service in Irondequoit is successful in meeting the immediate needs of its residents through a growing career staff supplemented by a shrinking pool of volunteers. The costs for providing the service have gone up more than 25% in the last five years while the call volume has had minimal growth and population has remained level. Each district is addressing the needs of their geography through different methods of staffing and operations based on the direction of their commissions and the operations of their fire companies. There is a substantial amount of collaboration among the departments on emergency responses that benefits all residents of the Town, but the costs of that collaboration are not shared equally. In particular, the availability of career resources through mutual aid allows SBFD and to a lesser extent PPFD to operate primarily with volunteers at a lower cost than their neighbors that have chosen to hire full-time career staff.

If Irondequoit had to create a new system of fire protection in 2021, it is doubtful that it would choose to develop one with five separate districts operating in distinct manners. The biggest challenge faced by the current system is one faced by a number of fire departments (and many other civic organizations): a decline in the number of volunteers. Some of the departments, notably PPFD, are holding their own in the volunteer ranks and activity. Every reasonable effort should be made to support the existing volunteers and grow their ranks. However, the long-term trend suggests that additional career staff will be needed in the next several years. LFD, PPFD, RCFD and SPBFD have all made decisions in recent years to change their career staffing models to ensure an adequate response and there is a possibility they will need to do so again in the future.

As the fire districts consider the key findings and the options for the future in this report, they must be certain that their decisions are focused on providing the best services to their residents even if the decisions might force changes to traditions and current practices.

Staff Team

James Harrington assisted with multiple interviews and analysis of the fire operations. Katherine Bell performed the mapping of calls. Mike Silva conducted the calls for service and budgetary analysis. Kieran Bezilia and David Riley assisted with projecting interviews as well as writing and editing of the report.

Project Steering Committee

The following individuals served on the project steering committee at some point during the project and development of the report. Most served for the entire process and provided valuable input throughout the engagement.

- Rick Faro, Laurelton
- Paul Groat, Laurelton
- Chas Ingersoll, Laurelton
- George Nalivyko, Laurelton
- Peter Clarcq, Point Pleasant
- Kevin Doran, Point Pleasant
- Mark Thomas, Point Pleasant
- Kenny Wuest, Point Pleasant
- Jayson Boehl, Ridge Culver
- Mark Lipari, Ridge Culver
- Steve Sessler, Ridge Culver
- Tim Warth, Ridge Culver
- Dave DeRoller, Sea Breeze
- Ray Walker, Sea Breeze
- Dan Cooke, St. Paul Blvd. Fire
- William Dyrland, St. Paul Blvd. Fire Christopher Harvey, St. Paul Blvd. Fire
- John Semmler, St. Paul Blvd. Fire
- James Turner, St. Paul Blvd. Fire

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Introduction

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The scope of work included extensive interviews with an array of members of each department, gathering financial and operational data from a variety of sources and a survey of the existing workforce, both career and volunteer. CGR staff also interviewed officials from the Town and Monroe County to obtain an outside perspective.

This report is structured to give a brief background and summarize the findings of an extensive baseline review. The report then describes several potential options for change to the governance and delivery of the fire service in the Town. Several of the likely options have implementation plans that have been developed. The latter sections of the report provide the detailed profiles of the five fire districts, comparisons of calls for service in the town and a survey of the workforces for the five departments.

Background

The Town of Irondequoit is a mature inner ring suburb to the City of Rochester with a population of about 50,000. The town population has been relatively level for several decades and there is little development occurring in the town. The five fire districts were each established in the early decades of the 20th century when the town's population was a quarter or less what it is now. Then, the area was full of seasonal homes and farms, particularly in the northern portions. The addition of an expressway the buildout of numerous single family residences and the growth of a substantial commercial corridor along East Ridge Road occurred in the middle of the 20th century leading to the community that exists today.

During that time, the volunteer fire service became well established and served as both an essential service provider and social organization for the community. While St. Paul Boulevard Fire District (SPBFD) has had paid staff for many years, the others were essentially volunteer until the 1980s and 2000s when Laurelton (LFD) and Ridge Culver (RCFD), respectively, both began to add career staff. Three of the departments (SPBFD), Point Pleasant (PPFD), and Sea Breeze (SBFD)) provided EMT level ambulance service beginning in the 1960s and into the 2010s. SBFD is the only department still providing the ambulance service.

While the fire service is provided by five separate districts that are each single purpose governments, most other services in the Town are provided by the Town or on a regional level. Police, highway, library, and administrative services are all provided by the Town. County based authorities provide water and sewer services, except the Sea Breeze water district that provides water service in Sea Breeze and parts of Point Pleasant and Ridge Culver. There are two school districts that provide services to the Town.

Section I: Findings

This section is intended to highlight key characteristics and conditions identified during the project. The fire districts are working hard to meet the needs of their communities and provide effective service when emergencies occur in Town. The levels of service vary from one district to another. The amount of inter-department cooperation varies depending on the parties involved and the particular topic. However, in emergency situations, the departments exhibit effective cooperation and work

Workforce

- The typical on duty staffing in the Town is 11. There are four on duty at both Ridge Culver and St. Paul. There are two on duty at Laurelton and one dedicated firefighter on duty at Point Pleasant 17 hours per day. At each career department there are officers and administrators at work during the day that can provide additional staffing. Minimum staffing might reduce the number to nine.
- Each department relies on the active participation of volunteers and mutual aid to mitigate larger incidents such as building fires and complex rescues.
- The number of interior qualified volunteers is about 120. Laurelton reports 20, PPFD has 28, RCFD has 24, SBFD has 28, and SPBFD has 20. Their availability to respond to incidents is variable.
- Anecdotally, this group has seen a decrease in activity in recent years and this decrease has led to an expansion of paid staff.
- Call data indicates that about 3 to 5 volunteers support the combination departments on Fire incidents while. PPFD has between 6 and 8 volunteers on their Fire incidents. Sea Breeze reports between 4 and 5 volunteers on fire calls.
- Ridge-Culver and Laurelton's Collective Bargaining Agreements (CBAs) appear to draw on the same template and are substantially similar in many regards, while differing on a number of important details. St. Paul Blvd's CBA is more dissimilar to the other two. The St. Paul Blvd contract predates the other two by many years.

- Salaries for firefighters in the three departments start less than \$300 apart. SPBFD and Ridge-Culver's final salaries at the highest step are just slightly more than \$300 apart, but Ridge-Culver achieves this sooner, with five steps, versus six for SPB. Laurelton's final salary step is about \$2,000 more than the other departments' final salary steps. Most benefits are similar between the contracts.
- More than 90% of all volunteer respondents would recommend volunteer fire service to a friend.
- Volunteers are more personally motivated by a desire to give back to the community than by any other reason, with material incentives such as tax credits ranking last as reasons for volunteering.
 - Volunteers also say the feeling of belonging to a 'team' or a 'family' is the biggest positive factor in retention of volunteers.
 - However, they believe that better benefits or incentives such as tax breaks is the best way to improve recruitment.
- Time pressures from work and personal life are the biggest barriers to more volunteering.
- 63% of all staff say the training burden is just right.
- Favorability to a merger with one or more neighboring organizations is almost evenly split, with 41% favorable to a possible merger, 18% neutral, and 40% unfavorable.
 - There is a clear division between career and volunteer staff, with 76% of career staff being favorable, while 54% of volunteer staff are unfavorable.
 - The exception to volunteer un-favorability is Ridge-Culver, where 79% of volunteers are favorable to a possible merger.
- Volunteer and career staff rated their department's leadership on a 5-point scale from very strong to very weak. Overall, 47% rated leadership as strong or very strong, 26% rated leadership as average and 28% rated leadership as weak or very weak.

Operations

The Town meets the definition of a dense urban environment as set forth by the National Fire Protection Administration (NFPA) standards with a population density of 3040 residents per square mile. This exceeds the Dense Urban standard of 3,000 residents per square mile and the Urban standard of 1,000 residents per square mile.

When taken separately, the three smaller districts fall just below the Dense Urban standard while the two larger ones just exceed it.

Table 1. District Population and Density

	Square Miles	Population Est	Density
Laurelton Fire District	3.2	8,815	2,732
Point Pleasant Fire District	2.7	5,520	2,070
Ridge-Culver Fire District	4.3	14,891	3,477
St. Paul Fire District	5.7	19,272	3,368
Sea Breeze Fire District	0.5	1,217	2,693
Total	16.3	49,715	3,041

Sea Breeze meets the NFPA definition of a Volunteer Department. The other four fall into the definition of a Combination Fire Department having at least 15% of their firefighters as paid personnel. All fall short of the definition of a Career Fire Department as they do not have enough personnel to meet the requirement of 50% of full first alarm assignment with full time staff. (If the automatic aid agreements are considered, then it could be argued that jointly Laurelton, Ridge Culver and Saint Paul do immediately respond at least eight personnel including officers. This could be used to argue that those three should fall under the stricter NFPA Standard 1710 for Career Departments.) For this project, NFPA Standard 1720 -Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments is considered to be the appropriate benchmark for all of the departments involved.

Table 2. Summary of Fire Department Personnel

	Laurelton	Point Pleasant	RCFD	Saint Paul	Sea Breeze	Total
Volunteers	39	45	25	40	40	189
Volunteers, Interior	21	28	24	21	28	122
Volunteers, EMT	9	6	16	7	10	48
Career, Total Firefighters	8	10	20	17	0	55
Full Time	4	0	12	12	0	28
Part Time	0	10	0	0	0	10
Officers	4	0	8	5	0	17

	Laurelton	Point Pleasant	RCFD	Saint Paul	Sea Breeze	Total
On Duty, Days & Eves (*min)	2	2	4	3	0	11
On Duty, Overnights	2	0	3	3	0	8
Total Personnel	47	55	45	57	40	244
Percent of Personnel Paid	17%	18%	44%	30%	0%	23%

NFPA 1720 describes a response standard of 15 personnel arriving on a scene within 9 minutes on 90 percent of the low hazard structural firefighting incidents such as a single-family home. The standard describes a number of other benchmarks and guidelines related to organization and operation of fire departments such as training, reporting, quality management and planning. This report is not a full assessment of how the five fire districts meet the 1720 Standard, but several are used as reference in this report. Data on number of personnel and apparatus arriving at a scene was not consistent across the departments

Table 3. Fire Apparatus

	Quint	Engine	Rescue	Other
Laurelton	1	1	1	
Point Pleasant	0	2	1	Mini, Squad, Reserve Engine
RCFD	1	2	1	
Saint Paul	1	2	1	
Sea Breeze	0	2	0	Ambulance, Hovercraft
Total	3	9	4	

There are about 15 calls for the fire service per day in the Town. RCFD and SPBFD are the busiest departments and account for two-thirds of the calls in the town. Sea Breeze has the highest number of calls by population (21.7 per 100 residents). This is substantially higher than the others likely driven both by them responding to all EMS calls in their district and the increased seasonal population. In 2017, there was a substantial ice storm event that led to an increase in calls for service in SPBFD and PPF. Otherwise, the demand for service has been slowly growing for the last four years.

Table 4. Summary of Calls for Service in the Town

	2013	2014	2015	2016	2017	2018	2019	Avg	Per Day	Per 100 Residents
Laurelton	715	666	710	758	795	741	800	741	2.03	8.4
Point Pleasant	674	671	666	652	705	644	726	677	1.85	12.3
Ridge-Culver	1,794	1,978	1,781	1,958	2,162	2,291	2,139	2,015	5.52	13.5

	2013	2014	2015	2016	2017	2018	2019	Avg	Per Day	Per 100 Residents
Sea Breeze*	195	223	288	293	289	282	276	262	0.72	21.7
St. Paul Blvd	1,567	1,609	1,589	1,942	2,204	1,683	1,951	1,792	4.91	9.3
Town Total	4,945	5,147	5,034	5,603	6,155	5,641	5,616	5,488	15.2	11
<i>*Sea Breeze responds to all EMS calls, the others only to a portion of the EMS calls</i>										

Four of the fire districts are rated as a Public Protection Classification 3 by the Insurance Services Organization. Sea Breeze is the sole department rated lower at a 4 and did not provide the ISO report for review. Those rated at a 3 are in the top 20% of fire departments in New York State.

Table 5. Comparison of ISO Ratings

ISO Ratings	Available Credit	RCFD (2019)	Laurelton (2017)	St Paul Blvd (2014)	Point Pleasant (2014)	Sea Breeze
Communications	10	7.86	8.82	7.15	7.95	n/a
Engine Cos.	6	5.67	6	5.4	4.62	n/a
Reserve Pumpers	0.5	0	0	0.29	0.46	n/a
Pump Capacity	3	3	3	3	3	n/a
Ladder Service	4	1.66	3.44	4	2.85	n/a
Reserve Ladder	0.5	0	0	0	0	n/a
Deployment Analysis	10	9	8.84	6.8	6.83	n/a
Company Personnel	15	7.48	7.94	10.89	9.09	n/a
Training	9	5.26	2.64	1.51	1.86	n/a
Operational Considerations	2	2	2	2	2	n/a
Water Supply	40	30.69	35.56	31.29	29.49	n/a
Divergences		-1.72	-4.24	-2.09	-2.46	n/a
Risk Reduction	5.5	3.98	3.97	3.67	4.36	n/a
Total Credit	105.5	74.88	77.97	73.92	70.05	n/a
Rating		3	3	3	3	4

Finances

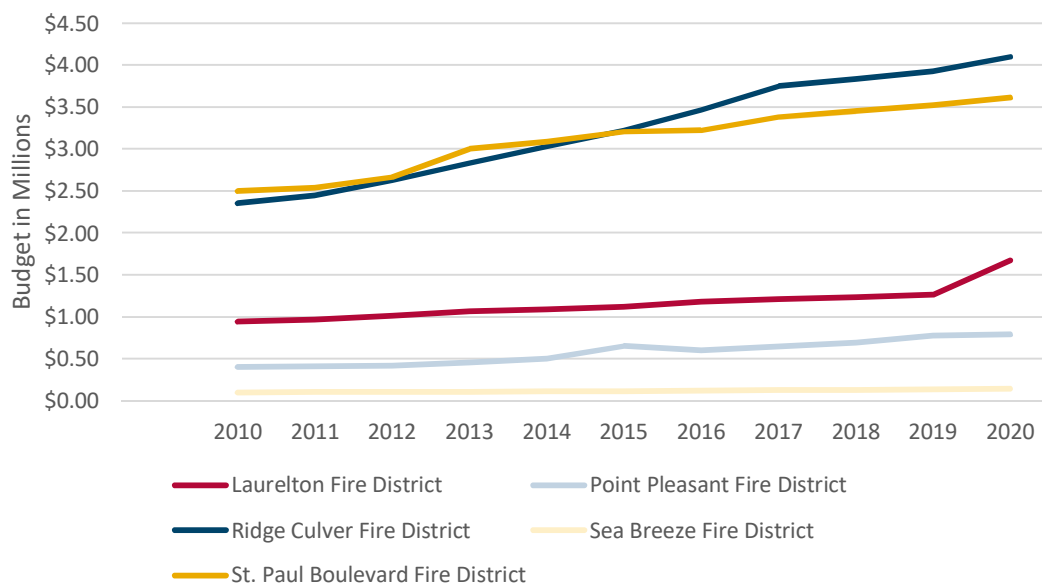
The total cost of the fire service in Irondequoit in 2020 is \$10.6 million. About 70% of the expenses are related to career firefighting staff, although the shares vary substantially based on the district and the presence of career personnel.

Table 6. Summary of 2020 Fire District Budgets

	Laurelton	Point Pleasant	Ridge Culver	St. Paul Blvd	Sea Breeze	Total
Income						
Misc Income	\$300	\$0	\$0	\$0	\$0	\$300
Interest Income	\$800	\$500	\$0	\$0	\$0	\$1,300
Tax Levy	\$1,671,195	\$789,984	\$4,104,027	\$3,611,493	\$145,207	\$10,321,906
Total Income	\$1,672,295	\$790,484	\$4,104,027	\$3,611,493	\$145,207	\$10,323,506
Expenses						
Payroll Expenses	\$644,800	\$238,000	\$2,225,077	\$1,959,987	\$0	\$5,067,864
Benefits	\$159,700	\$6,560	\$350,000	\$317,768	\$3,500	\$837,528
Retirement	\$144,000	\$75,000	\$395,500	\$290,000	\$0	\$904,500
Insurance	\$104,100	\$57,261	\$186,000	\$310,700	\$21,000	\$679,061
Equipment / Apparatus	\$64,000	\$28,200	\$261,400	\$296,414	\$46,100	\$696,114
Facilities	\$40,825	\$0	\$378,750	\$136,000	\$15,000	\$570,575
Administrative	\$57,200	\$260,753	\$0	\$104,400	\$19,400	\$441,753
Training	\$39,600	\$0	\$0	\$42,000	\$5,700	\$87,300
FF / Fire Related	\$135,600	\$0	\$22,000	\$88,195	\$17,000	\$262,795
Supplies	\$10,100	\$0	\$15,000	\$42,250	\$4,250	\$71,600
Debt	\$216,870	\$90,947	\$270,300	\$0	\$13,257	\$591,374
Additions to Reserves	\$55,500	\$80,000	\$0	\$225,000	\$0	\$360,500
Total Expenses	\$1,672,295	\$836,721	\$4,104,027	\$3,818,714	\$145,207	\$10,576,964

The costs for fire service in the town have increased by about 27% since 2016. LFD growing 41%, SPBFD 31%, PPF 30 %, RCFD 18% and SBFD by 13%.

Figure 1: Change in Fire District Expenses (2010-2020)



Twenty years ago, the tax rates for the five fire districts were considerably lower and closer together than they are today. As the districts have responded to the increase in demand for service and a shift in the ability of volunteers to respond to calls, there has been a growth in the tax rate for all districts. However, Ridge Culver's has grown the most driven by the expansion in their career staff and the limited growth in the assessed value in their district.

Table 7. Property Tax Rates

	2002	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
LFD	\$1.57	\$2.04	\$2.11	\$2.27	\$2.35	\$2.39	\$2.46	\$2.60	\$2.64	\$2.71	\$2.48	\$3.30
PPFD	\$1.10	\$1.30	\$1.33	\$1.36	\$1.49	\$1.62	\$1.80	\$1.94	\$2.42	\$2.23	\$2.27	\$2.33
RCFD	\$1.58	\$2.98	\$3.15	\$3.44	\$3.71	\$3.97	\$4.46	\$4.80	\$5.34	\$5.32	\$5.03	\$5.29
SBFD	\$1.54	\$1.59	\$1.75	\$1.74	\$1.77	\$1.85	\$1.93	\$2.03	\$2.54	\$2.20	\$1.95	\$2.09
SPBFD	\$1.70	\$2.14	\$2.18	\$2.30	\$2.58	\$2.66	\$2.77	\$2.76	\$2.88	\$2.99	\$2.76	\$2.82

While the fire district taxes have all been growing, they are smaller than the three other property taxes levied by the school districts, county and town. The share of the districts on the total tax bill ranges from 5% in PPFD and SBFD to 11% in RCFD.

Table 8. Share of Overall Tax Burden

	2020 Rate	Cost to Median Home	Full Tax Rate	Fire Districts	County	Town	School
County	\$8.51	\$1,021.56	Share of full tax bill				
Town	\$6.17	\$740.45					
East Irondequoit CSD	\$29.18	\$3,501.36					
West Irondequoit CSD	\$27.59	\$3,310.75					
Laurelton	\$3.30	\$395.86	\$47.16	7%	18%	13%	62%
Point Pleasant *	\$2.33	\$279.01	\$44.60	5%	19%	14%	65%
Ridge Culver *	\$5.29	\$635.35	\$49.16	11%	17%	13%	59%
Sea Breeze	\$2.09	\$250.56	\$45.95	5%	19%	13%	64%
St. Paul FD	\$2.82	\$338.90	\$45.10	6%	19%	14%	61%
*Shows all of RCFD and PPFD in East Irondequoit while a few addresses are actually in West Irondequoit							

LFD, PPFD and RCFD all reported some debt to the NYS Comptroller at the end of 2019 as seen in the table below. SPBFD reported no debt while SBFD apparently did not file a report.

Table 9. Fire District Debt

Debt at End of 2019		
	Outstanding Debt	Ratio to Annual Budget
Laurelton	\$ 1,705,000	102%
Point Pleasant	\$973,081	119%
Ridge Culver	\$265,000	6%
St. Paul Blvd	\$0	0
Sea Breeze	\$64,232	27%

Community

The population of the Town has held level at about 50,000 for the past few decades. The population of residents over 65 has grown in the last 20 years.

Table 10. Fire District Population Estimates

	Sq. Miles	Total Population	Under 5	Under 18	18 to 64	Over 65	Over 85
Laurelton	3.2	8,815	555	1,573	5,840	1,500	370
Point Pleasant	2.7	5,520	144	938	3,248	1,370	188
Ridge-Culver	4.3	14,891	898	3,011	8,525	3,464	877
St. Paul	5.7	19,272	1,066	4,338	11,488	3,497	529
Sea Breeze	0.5	1,217	74	279	788	170	37
Total	16.3	49,715	2,738	10,140	29,888	10,003	2,000

Of the five districts serving Irondequoit, St. Paul is the largest in geographic terms and in terms of residents served. Areas along the waterfront, particularly in Sea Breeze and Point Pleasant see increased population and visitors during warmer months.

The Town's 2014 Comprehensive Master Plan update notes that as a first-ring suburb, Irondequoit was substantially built out in the 1970s. There is, however, some ongoing development of note in portions of the Town that may drive future demand for fire services.

Future Challenges

The fire districts are all facing pressures related to declining volunteer activity, increased service demands and the growing costs of providing fire service. These concerns are common across the volunteer and combination fire service in the United States. Particular concerns focused on continuing the engagement of volunteers, developing the next generation of volunteer leaders, and providing adequate service to the community through a combination of career and volunteer staff. Several districts have had to increase their budgets substantially in the last few years as they

have added career staff. There is concern that this trend will continue with more staff being added to ensure adequate response. Collectively, the districts have done a good job maintaining an appropriate array of apparatus and firefighting equipment, although there will need to be continuous investments in this area. There is some additional growth in demand that will be expected as additional health care facilities and senior care communities are built in the town.

Section II: Options for the Future

There are a variety of options for changes to the governance and operations of the fire service in the Town of Irondequoit. This section of the report is a high-level exploration that identifies several options for change, the probable changes necessary to achieve the options and their impacts. Irondequoit, as a town, is in a stage of infill and redevelopment with limited expansion of the tax base. There are also shifting demographics as older residents leave single-family homes and move toward apartments or senior care facilities.

The following options for the future of the fire service in Irondequoit have been developed based on the existing conditions and options that seem reasonably likely to provide a similar or improved level of service. The first three options relating to the district structuring are mutually exclusive. However, the other options could each be combined with each other and one of the options related to structural service delivery. Options related to dissolving fire districts or contracting for service from another municipality were not considered to be viable in the current situation.

The five fire districts are all rated as providing an adequate level of service by the ISO and appear to meet minimum standards of NFPA 1720, especially through utilization of automatic and mutual aid. The districts all have opportunities for improvement identified through this project that were reported directly to the districts. The three departments (LFD, RCFD and SPBFD) that employ around the clock career staff have more robust initial response. PPFD also has career staff during 71% of the time which improves their initial response, particularly to EMS events. The four fire districts (LFD, PPFD, RCFD and SPBFD) with staff dedicated administrative functions are more readily able to meet the demands of fire service administration such as financial information and operational records requests. While the fire service generally meets the needs of the community, there are opportunities to improve both the governance and the service delivery to better serve the Town of Irondequoit.

Structural Service Changes

The three structural service options are outlined below. The changes can all be made through actions by the fire districts' board of commissioners. The options that change

the districts represent the opportunities for the largest improvements in services and also the best chance to reduce ongoing costs for the districts.

1. Maintain the Status Quo

The presumption of the Status Quo is that all five fire districts would remain in operation and all five fire departments would continue to serve as they do today. Key features in the future include maintaining current governance structure and staffing levels. The districts have been regularly investing in necessary capital equipment. However, there are several older apparatus that will need to be replaced in the near future. Additionally, both SBFD and SPBFD are considering substantial improvements to their stations. It is likely in the next five years that there will be expansion of career staff including the possibility of one or more paid fire chiefs. Also, the RCFD taxable assessment may be reduced as several large parcels are planned to be developed by non-profit organizations and would then come.

The total expense for the fire service in the town has climbed 20% in the last five years from \$8.6 million to \$10.2 million. The cost has increased every year in the last decade. It has increased more substantially in districts that have added career staff during that time. The tax rates have not increased by the same amount because there was a revaluation that was completed for the 2019 tax year that resulted in a decline for all districts that year.

Under a status quo situation, the residents of each district will likely continue to see expenses rise to maintain the current levels of service. If one or more departments choose to add career staff, the growth of expenses will accelerate for that district. .

2. Create a Single District

Creating a single fire district for the entire town would be the most dramatic change that could be pursued as part of this process.

Nearly all public services in the town of Irondequoit are handled by a single governance structure. The Town of Irondequoit provides law enforcement, public works, a library, courts, and a myriad of general services to the entire town. County authorities provide water and manage waste water for large geographies including the town. There are two school districts that divide the town. Fire protection and ambulance transport are the only services in the town managed by a political subdivision at a level smaller than a town. A change to create a town-wide fire district would be a dramatic shift for the fire service, but would bring the fire service more in line with nearly every other service received by the residents of Irondequoit.

A single fire district encompassing the current boundaries could be accomplished through the use of Article 17A of General Municipal Law looking at consolidations. The process requires the affirmative vote of each of the district commissions in support of

a consolidation, but not a referendum of the electors of the districts. There are a variety of factors that must be considered as part of a consolidation agreement including continuation of employment, forecasting cost and savings, the listing of assets, the liabilities and the effective date. There must be public hearings on any proposed consolidation. The consolidation plan, which would be adopted by each of the commissions, would include the following items:

- Name of each district involved;
- Name of the new district;
- The boundaries of the new district;
- The new organizational structure including elected officials and number of employees, as well as a transitional plan to move to that new structure;
- The estimate of the cost of and savings of which may be realized from consolidation;
- The assets of each district include the real and personal property and their fair market value;
- The liabilities and indebtedness, bonded and otherwise, and the fair market value;
- The plan and terms for disposition of existing assets, liabilities and indebtedness of each district, either jointly, separately or in certain proportions;
- The effective date of the proposed consolidation; and
- The time and places for the public hearing or hearings.

The consolidation plans are typically developed over a period of months and can be modified after presentation to the public before final adoption by the commissions.

Impact on Taxes

The simplest model to estimate the impact on taxes is to add the tax levies and assessed values for the five districts together and then calculate a new rate.

Using this method and 2020 data, the new forecast rate would be \$ 3.50 per thousand. This rate is lower than RCFD but higher than the rest. In order for a consolidated district to be cost neutral to all of the other districts, there would need to be savings in the area of 40%. Realistic savings on ongoing operations would be closer to 5% annually from more efficient operations. However, in real dollar terms, the annual additional tax for a consolidated district would be \$170 a year, or less than 50 cents a day for a median home owner in Sea Breeze, the hardest hit district.

Table 11. Potential Change in Tax Rate with Consolidation

Merged District	Current Tax Rate	Change to new rate	Cost/(Savings)
Laurelton	\$3.30	\$0.20	\$ 24
Point Pleasant	\$2.33	\$1.17	\$ 141
Ridge Culver	\$5.29	-\$1.79	\$ (215)
Sea Breeze	\$2.09	\$1.41	\$ 169
St. Paul FD	\$2.82	\$0.68	\$ 81
Consolidated	\$3.50	\$0.00	

One Fire Department

The operating model that would lead to the greatest efficiency would be the creation of a single fire department to serve the unified district. Under this model, a single chief would oversee a department that would likely have one or two deputy chiefs, at least one battalion chief on each group, several civilian administrative staff, a career line firefighting similar in size to today and a volunteer firefighting component. Any staffing changes would likely occur among administrative staff, but this would require additional analysis to identify. Another factor to be considered is the harmonization of collective bargaining agreements. There are differences in pay scale and retirement that would need to be addressed through negotiation and might lead to an increase in personnel costs.

There might be the reduction in the fleet of vehicles as the need to keep all the reserve apparatus, heavy rescue trucks and possibly one aerial device might not be necessary. Also, the number and location of stations would be evaluated to identify potential overlap. Initially, one station might not be necessary, based on overlapping response areas. One probable benefit could be the closer coordination with the Irondequoit Police Department on special operations functions such as tactical EMS response. Also, a larger department would likely be able to dedicate more resources to recruiting and retaining volunteer firefighters which would hopefully slow the decline of volunteerism that the town's fire departments have been facing.

These substantial changes would all need further discussion by district leadership and a cross section of members of the fire departments. A move to a single fire district and single department would require workgroups to consider all aspects of the fire department operations from the color of the vehicles to the impact of seniority, but not every decision needs to be made before the decision is made to consolidate.

Multiple Fire Departments

Creating multiple fire departments to serve a single district, or keeping all five, would limit the number of operational decisions that need to be made after a consolidated district. Moving to a single commission and administrative staff would lead to some cost savings and operational efficiencies while allowing the departments that remain

to retain their organizational structures and identity. Keeping multiple departments would be more important to keep the engagement of the volunteers as the career staff have indicated an overwhelming support for a single district. It would limit some of the efficiencies that might be gained operationally.

Cost and Benefit Considerations

There would be limited budget savings in moving toward a single fire district because the town's districts would not likely reduce their largest expense – the line firefighters. However, looking at the town as a whole, a single district might be able to slow the tax levy growth by stemming the growth of the career staff. In short, the number of career firefighters employed by the fire districts in the first quarter of 2020 is able to manage the current demands of the fire service, although there might be need to expand the numbers in the future. There could be revenue from selling of excess apparatus and potential operational savings if one or more fire stations was closed and sold.

There would be additional costs with a single district related to rebranding, work of attorneys and accountants to harmonize documents and finances, and leveling the collective bargaining agreements. There would be grant money from New York State that could offset those costs associated with reorganization.

Likely improvements to the level of service would include immediate dispatch of closest appropriate resource regardless of district lines, expanded administrative support for planning and budgeting, and a unified training program leading to more effective response. It is likely that the ISO ratings in Sea Breeze would improve as part of this transition.

3. Create Two Districts – Central and Northeast

Another option for consolidation would be creating two districts among the five. The consolidations that would make the most sense in current conditions is District # 1 LFD, RCFD and SPBFD and District # 2 PPF and SBFD joining together. The primary rationales for these pairings are geographic proximity, interconnectedness of road network, activity of level of volunteers and similarity in district tax rates and budgeting.

Two fire districts encompassing the current boundaries could be accomplished through the use of Article 17A of General Municipal Law looking at consolidations. The process requires the affirmative vote of each of the districts in support of a consolidation but not a referendum of the electors of the districts. There are a variety of factors that must be considered as part of a consolidation agreement including to continuation of employment, forecast cost and savings, the list of assets, the liabilities and the effective date. There must be public hearings on any proposed consolidation. The section above outlines all the factors that need to be considered in the consolidation plan.

District # 1 Laurelton, Ridge Culver and Saint Paul Blvd.

These three departments are all combination departments with union workforces that serve. There are existing automatic aid agreements between the three. There are joint training evolutions between them. Their service areas are similar with a mix of commercial and residential properties. RCFD and SPBFD are substantially bigger than LFD in terms of population and geography. All three share substantial borders with the City of Rochester. Consolidating these three departments could lead to a variety of operational benefits, but very little cost savings as they each rely on career staff for a substantial portion of their response force.

A combined budget for the three districts would be about \$9.4 million and the new tax rate would be an estimated \$3.70. This is a \$ 0.40 increase for LFD, \$0.88 for SPBFD and a decrease of -\$1.59 for RCFD. In terms of a median home, this is a \$48 increase for LFD, \$105 for SPBFD and a \$191 decrease for RCFD.

A detailed analysis of the operations of the three districts, with a focus on identifying both potential efficiencies and opportunities to enhance services, would need to be undertaken. As part of this project, initial overlaps include, the need for only two aerial devices and one heavy rescue between the three districts, and one extra reserve engine than would be needed for coverage. Also, there could be reduction in the amount of administrative staff. Opportunities to enhance service include expanding the response of career line officers to calls and expanded training opportunities. Challenges to the consolidation include re-negotiating a collective bargaining agreement, considering adjustments to the response model and securing a role for volunteer firefighters.

District # 2 Point Pleasant and Sea Breeze

PPFD effectively surrounds SBFD on its entire land border, except in winter months when a bridge provides access to West Webster. The two departments are more similar than the others in the town. They both remain primarily volunteer organizations. PPFD has invested in having paid administrative staff and part time firefighters, while SBFD has only volunteers. SBFD operates a BLS ambulance.

In 2020, the two districts are relatively close in tax rate at \$2.33 for PPFD and \$2.09 for SBFD. A combined budget between the two would be about \$935,000 and the new tax rate would be an estimated \$2.30. This is an increase of \$0.21 for SBFD and a decrease of -\$0.03 for PPFD, which equals an increase of \$25.44 for a SBFD median resident and a decrease of \$3 for a PPFD resident.

A detailed analysis of the operations of the two districts, with a focus on identifying both potential efficiencies and opportunities to enhance services would need to be undertaken. As part of this project, initial opportunities include availability of paid staff 17 hours per day for SBFD to provide support as needed, the possible expansion of the ambulance territory into PPFD. The district could continue to use all three stations for

operational purposes or look to reduce one of them as a cost savings measure. The district could likely eliminate one or two of its engines as well. PPF's administrative and training staff could likely absorb the relatively smaller operations at SBFD with little additional effort.

Other Options for Change

While the previous options focused on the structure of the fire districts and would require substantial effort and time to effectively implement, the following options are less intrusive yet would still serve to either improve service or decrease cost for the residents of the Town.

4. Develop Office of Volunteer Support

The number of volunteers across the town has shrunk in the last twenty years. While some of the departments can still rely on volunteers to provide an effective firefighting force, others view volunteers in more of a supportive role. Regardless, they provide an essential source of work and their efforts should be supported. The districts have differing strategies related to integrating their volunteers into their departments and an evaluation of those strategies is outside the scope of the project. However, the volunteers are capable of serving in an active response role with each of the departments. A consolidated recruiting and retention effort in the town might have a greater impact than the disjointed effort that exists today.

Dozens of volunteers are active in the town fulfilling roles ranging from chief to firefighter to administrative support. Many of the volunteers are of an age that suggests they might service the community for several decades and this would continue to provide a valuable resource to the Town. Their involvement should be fostered and their ranks should be expanded through a concerted effort. More than 90% of the volunteers who answered the survey would recommend volunteering to a friend.

Suggestions for retention that are in play in Irondequoit include having volunteers work shoulder to shoulder with career staff, having volunteers staff an apparatus and respond to calls on a duty shift, developing a "bunk-in" program, and assisting with career development. It is also important for volunteer components to cultivate a social aspect to build comradery among the volunteers and with the career staff. There was a noticeable division among the departments during interviews related to volunteer culture and those with success in recruiting and retaining might be able to share best practices with their neighbors.

5. Develop standard responses based on closest units and on-duty staffing

In general, the stations in the town are well located for their response districts. The five districts are generally all within a 4 minute drive of at least one station. There are

three areas of overlap. Nearly, all of SBFD is within a 4 minute drive of PPFD Station 1. PPFD Station 2 can also respond in under 4 minutes to substantial sections of the RCFD and SPBFD districts. RCFD can also respond to significant areas of PPFD's district within 4 minutes. Based on response time mapping, there are likely addresses that are closer by at least a minute of travel time to a station in another district. These addresses should be considered for a joint dispatch on higher priority events to ensure the best response to the public. The departments do generally request automatic aid for higher risk events such as dispatches of structure fires.

The City of Rochester has a substantial land border with three of the departments and is generally not requested on an initial alarm except at high rise buildings and other large structures. Similarly, the City doesn't typically request units from Irondequoit until their resources are taxed. Both municipalities should consider expanding responses across the border, especially since in most cases the responding units from Irondequoit will be staffed by career firefighters.

6. Create Town Training Department

Developing coordinated training programs for career and volunteer firefighters with the goal of providing a uniform training that is convenient and consistent to all firefighters in the town would be another step toward a more effective and efficient firefighting force. The departments already conduct some joint drills and share the use of fire training props, particularly the training grounds at PPFD Station # 1.

There are several individuals that have the job responsibility to coordinate their own department's training and maintain the requisite records. Additionally, volunteer and career officers are tasked with delivering training to their respective departments.

A central training office for the town would have the benefit of creating a central training curriculum that would include multiple offerings of the same topic so individuals would be able to attend at different locations for convenience, have a single point of contact for training and other essential records, and increase the familiarization between the members and staff of the departments. This department could be staffed by individuals assigned from their existing departments.

7. Develop town purchasing standards and process

The districts make numerous purchases for capital equipment, sundry items and operational materials that are purchased to ensure the effective operation of the departments. Some of these materials are rather expensive and recurring costs that might benefit from purchasing large quantities at a reduced cost than any district would undertake alone. A recommendation would be for a work group consisting of the key personnel in each district to evaluate what materials might benefit from group purchasing.

Identifying Appropriate Options

Each of the options outlined above have the opportunity to improve the service received from the fire service by the residents in the town of Irondequoit. There are costs associated with any of the options suggested, varying from additional time spent planning the changes to the potential increased costs for labor as a result of renegotiated contracts. While maintaining the status quo may appear to be the easiest and least expensive option, the opportunity to improve the service to the community through a more cohesive response and training model with one of the consolidated district options does deserve further exploration because of the opportunities it presents. A steering committee of the five districts identified the following options for additional exploration: *Maintaining the Status Quo*, *Developing Town-Wide Purchasing Standards*, *Create a Town-Wide Training Department*, and *Expand Volunteer Support*. Representatives from Ridge-Culver and Laurelton requested that an exploration of a consolidation of those two departments also be explored. The Expand Volunteer Support option had several elements that were developed by CGR based on interviews rather than suggestions from the Steering Committee.

Pathways to Implementation of Options

Taking any of the options from hypothetical to operational will require work of commissioners, volunteers and career staff. This next section discusses some of the initial steps that should be considered and the factors that will influence the implementation of these selected options.

Maintain the Status Quo

Maintaining the status quo is continuing to operate the fire service in Irondequoit as five separate districts. The fire service in Irondequoit does meet the needs of the community regarding responding to emergencies, although this requires extensive cooperation for incidents of consequence like house fires where the career staff often take a leading role. Leaders of the districts indicated that residents are generally pleased with the services they receive, although like many public services, residents don't give it much thought until there is a need for the service. Many of the district leaders (although not a uniform opinion) believe that the fire service in Irondequoit will unite into a single department at some point in the future, but it may be many years from now. The districts in the town manage their own affairs seeking to meet the needs of their residents through supporting their volunteer and career workforces, purchasing and maintaining firefighting apparatus and equipment, and ensuring an appropriate response. The different districts have unique organizational cultures and communities that they serve that lead them to approach challenges in distinct ways.

In maintaining the status quo, the districts will continue to make incremental changes to their operations with a focus on their portion of the town. The financial benefits of the status quo are not equally distributed. Three of the districts have had to raise their

tax rates to fund full-time career staff as their volunteer activity has declined in the last fifteen years. PPFD has also had to increase its spending to support its part-time staff and district administrator.

In addition to the incremental changes in funding and staffing, departmental operations have shifted. Automatic dispatch of several departments for a reported structure fire is routine and based on geography and resource availability, neighboring departments sometimes arrive first to call. This sharing is necessary because the presence of sufficient volunteers to suppress a fire is now uncommon, although some districts perform better than others. The trend of volunteer involvement across the town and fire service industry has been toward fewer resources being available. However, PPFD and SBFD both report that they are able to maintain the necessary volunteer involvement at the current time to not need additional career staff. All departments include adding additional or some career staff as a likely scenario in the next five years. This possible growth in staffing would be in response to a drop in service because volunteers not being available or if the existing aid agreements no longer meet the needs of the departments.

In addition to the potential for additional staff, the districts have a variety of large capital costs ranging from new apparatus to renovation of fire stations. There are not concrete plans at the time of the report. Multiple departments discussed the need to replace heavy rescue trucks either with a similar vehicle or possibly with a less expensive and smaller vehicle. There was acknowledgement that the fire service has evolved away from those vehicle types and that there was duplication in the town such that there probably only needs to be one heavy rescue truck for the whole town, rather than one in each district as there is today.

The keys for the status quo to remain viable for the future are maintaining and redeveloping the volunteer base at the same time as working to reduce the growth of costs associated with capital expenditures. Also, the continued use of automatic aid is essential to the status quo continuing to provide appropriate service to the town. The districts could further consider some of the options outlined below.

Coordinated Training

Each of the districts expressed interest in coordinating training activities across the town. There are several existing efforts to coordinate training including the development of a training facility at PPFD's Station 2 and most of the volunteer drills occurring on Wednesday evenings. There have also been numerous recent incidents of joint training activities where two departments will invite each other to drills to gain familiarity with each other's personnel and equipment. The following implementation steps are suggested.

Create a Training Committee

Each district has a designated training officer who reports to their chief. Those with full time career staff have a designated municipal training officer, PPFd has a full time employee with a primary responsibility for training and safety, and SBFD has a volunteer officer. The training committee could include the above individuals. They could meet on a minimum of a monthly basis to coordinate their activities and plan for future trainings. The committee would not absolve any of the departments of their responsibilities to provide required training, but it could assist each in accomplishing their goals. The committee could then develop a list of internal subject matter experts that would be available to assist the other departments, an inventory of available training materials and conduct a gap analysis to identify needed training for both volunteer and career personnel.

Develop a Master Training Calendar

The Training Committee could develop a master training calendar going out at least 24 months to plot out offerings for all firefighters in the Town. The calendar is clearly subject to change, but developing a long-term vision of the offerings allows departments to ensure that needs are met for all audiences. Offerings could indicate if they are department specific or if they are available for all firefighters in the town. A central repository of attendance and course materials should be maintained. As a result of regulatory requirements, it is likely that firefighters and their individual agencies will remain responsible for tracking their own activity. However, it is possible that an agreement could be reached to share record keeping responsibilities.

Host a Firefighter 1 Course

The training facility at PPFd has the appropriate instructional space, props and materials to support the offering of a Firefighter 1 course for the recruit volunteer firefighters in the Town and potentially neighboring communities. (Additional classroom space might be needed for a larger course, but other spaces could accommodate that if needed.) Offering it in Irondequoit is a benefit for the firefighters by saving time on the commute to the Public Safety Training Facility, fostering familiarity with local equipment and building a bond with the local instructors.

Plan Purchases for Training Props and Materials

PPFD has made capital investment in the development of a training center and maintains the training facility. Recently, RCFD purchased a window training prop for installation at the facility. This is a good example of sharing the responsibility across the departments. The departments can coordinate efforts to purchase additional props for the facility.

Coordinated Purchasing of Materials

This option was suggested by numerous people who were interviewed as part of the project as a way to save money for the districts. A centralized purchasing agent would be the most comprehensive solution to ensure that appropriate materials were purchased at the best price. Individual districts would retain the ability to influence and approve the purchases, but would rely on the purchasing agent to research the best situation. This agent would likely be an employee of one of the districts that would be tasked to work with each district on purchases above a certain threshold in price.

An alternative to a single purchasing agent would be having representatives from each district coordinate larger purchases and contracts that would serve all the districts. Suggested opportunities include joint contracting for services such as landscaping, facilities maintenance and office supplies. Coordinated purchasing of firefighting gear such as turnout gear, helmets, gloves, and hoods has the potential to save money among the departments. However, these purchases make up a small percentage of the budgets for the combination departments and are a relatively small amount for SBF. It is unlikely that the departments will have enough volume to save a substantial figure and coordination of the efforts might reduce the degree of the savings.

Support Volunteers

Although their overall number has shrunk dramatically in the last 20 years, volunteers still provide an essential resource to the town's fire districts. The districts have differing strategies related to integrating their volunteers into their departments and a full evaluation of those strategies is outside the scope of the project. However, the volunteers are capable of serving in an active response role with each of the departments. A consolidated recruiting and retention effort in the town might have a greater impact than the disjointed effort that exists today.

Dozens of volunteers are still active in the town, fulfilling roles ranging from chief to firefighter. Many of the volunteers are of an age that suggests they might service the community for a decade or more. Their involvement could be fostered and their ranks could be expanded through a concerted effort. Based on interviews with stakeholders of the districts and outside research, the following possibilities were identified. Suggestions that are in play in Irondequoit include having volunteers work shoulder to shoulder with career staff, having volunteers staff an apparatus and respond to calls on a duty shift, developing a "bunk-in" program, and assisting with career development. It is also important for volunteer components to cultivate a social aspect to build comradery among the volunteers and with the career staff.

Volunteers have also served as a key recruiting ground for future firefighters for the Irondequoit fire districts. More than two-thirds of all career staff were volunteer firefighters before they began their career. Suggested activities for implementation are

included below and where noted, some of these programs are already in place at some of the districts.

Assign Volunteers to Career Groups

One of the perpetual concerns with combination departments is fostering a strong relationship between volunteer and career staff. One technique that has had anecdotal success in this area is assigning volunteers to work regularly with one of the career groups. The volunteers are present for a block of time during the group's shift and they participate in all activities with the group, including training, responding to calls and completing station duties. This regular commitment enhances the familiarity and teamwork between the groups. The volunteers would still respond to the station for certain events regardless of the group that is on duty.

Support Volunteer Leadership Development

One need that was noted during interviews and the survey is for the development of the volunteer leadership. An unintended consequence of the presence of career officers and firefighters is to limit the opportunities for volunteers to lead in routine or emergency situations. The combination departments should encourage interested and able volunteers to take leadership roles such as acting as an officer for an apparatus during a shift or planning a training exercise. Volunteers should be encouraged to take leadership development courses either specific to the fire service or more generic business leadership programs. There is also a benefit in assigning inexperienced volunteer officers to a career officer to serve as a mentor. It must be a clear directive from the commission that the development of volunteer officers is not intended to supplant career officers, but rather to help foster the needed volunteer ranks and benefit the department as a whole.

Develop a Bunk In Program

A bunk-in program is a situation where a fire district provides housing for volunteer firefighters in college in return for them providing volunteer service to the community. Irondequoit is located within a 25-minute drive of seven college or university campuses with over 40,000 students. A residential program in exchange for service can take a variety of shapes for the district, from owning a building with apartments to paying rent to a landlord on behalf of the volunteers in the program. Participants typically are already firefighters and are required to work a certain number of shifts, respond to a percentage of other calls and maintain academic standards while in the program. Districts that support a program like this do need to dedicate someone to coordinate it and make the investments to support the housing and/or scholarships. This could be explored either on an individual district level or for multiple districts together.

Investigate Potential Implications of Merger of Ridge Culver and Laurelton Fire Districts

The potential of a merger between these districts has been discussed for a number of years, the two commissions are having ongoing discussions related to this possibility but there have been no final decisions at this time.. The two districts share a significant common border running northeast from Culver Road to Irondequoit Bay, crossing through several neighborhoods, an expressway and undeveloped land overlooking the bay. The two districts already rely on each other for mutual aid and automatic aid on a routine basis.

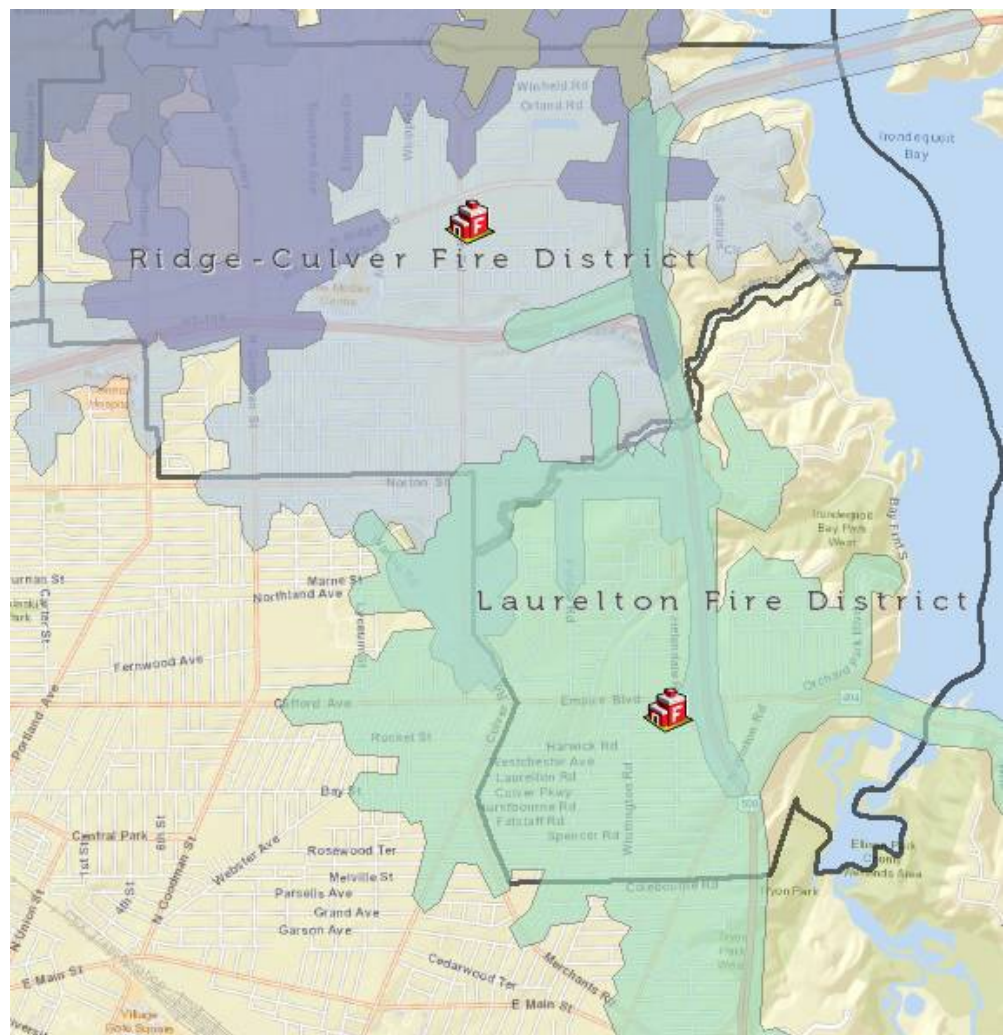
The joining of these two districts would likely improve the service to citizens in both districts with a slight increase in overall costs, and a slight shift in tax burden from RCFD to LFD. To model the changes in operations and costs, we consider what the situation would like if the merger had occurred in 2021. However, there is the likelihood that either or both districts might change their staffing models in the next 12 to 18 months.

Facilities

In order to effectively serve the full district, both existing fire stations would need to be retained. Both have been renovated or rebuilt to meet the needs of a modern fire department. There are maintenance needs for each station, but they would need to be undertaken regardless of the merger. It is unlikely that there would be any substantial changes as a result of the merger in this area.

Apparatus

Between the two districts, there are two quints, three engines,



two rescue trucks and a squad. A unified department could effectively operate with a single quint, two engines, a rescue and a squad. This potentially allows for one of the quints, an engine and a rescue truck to be sold. An argument could be made to retain all of the engines, however, and have one of them designated primarily for use by the volunteers.

Type	Designation	Year	Manufacturer	Features
Quint	160	2016	Pierce	107' Aerial, 1500 GPM pump, 5" x 1000', 1.75" x 825', multiple ladders, AED, TIC, Gas Meter
Engine	162	2018	Pierce	1500 GPM pump, 500 gal tank, 5" x 1000', 1.75" x 825', multiple ladders, AED, TIC, Hydraulic Tool, Gas Meter
Rescue	168	2004	Saulsbury	3" x 400', 1.75" x 300', 18 spare air tanks, Hydraulic Tool
Quint	180	2017	Rosenbauer	109' Aerial, 1500 GPM pump, 500 gal tank, 5" x 500', 1.75" x 500', 2.5" x 300', multiple ladders, AED, TIC, Gas Meter
Engine	182	2020	Pierce	1500 GPM pump, 750 gal tank, 5" x 1000', 1.75" x 500', 2.5" x 400', multiple ladders, AED, TIC, Hydraulic Tool, Gas Meter, Class A Foam
Engine	183	2015	Rosenbauer	1500 GPM pump, 750 gal tank, 5" x 1000', 1.75" x 500', 2.5" x 400', multiple ladders, AED, TIC, Hydraulic Tool, Gas Meter
Rescue	188	1999	Saulsbury	Hydraulic tool, 30k generator, 15 spare tanks
Squad	1817	2015	Ford	AED, EMS gear and SCBA

Career Staff

Combined, there is a career workforce of 28. The vast majority are firefighters or lieutenants assigned to a group that works a rotation that has them working seven 24 hour shifts every four weeks. They are on the same rotation with each other. The existing minimum manning is for three on a shift at RCFD and two on a shift at LFD. Both districts are considering growing their career workforces in the next few years, but there are no definitive plans. This growth might include LFD needing to add a career fire chief or assistant chief.

Under a merged district, the combined career staff would not need to be increased to meet the demands of the joint district. There would likely be a lieutenant assigned to each group at each station. The practice of having a captain on duty each day and a single career chief would remain sufficient for the size of the department. There would likely be a realignment of duties among the officers.

Rank	LFD	RCFD	Combined
Firefighter	4	12	16
Lieutenant	4	5	9
Captain		2	2
Chief		1	1

Contract Comparison

The two workforces are represented by a single local that was formed by the recent merger of their standalone organizations. RCFD's contract runs through 2022 and LFD's would expire in 2024. The section below compares the two union contracts. The two agreements are relatively close in all areas noted below and harmonization could be accomplished through a normal bargaining process.

- Firefighter Salaries
 - LFD's 2021 firefighter salary starts about 1% higher than RCFD's (\$44,285 vs. \$43,856) and ends 2.7% higher (\$84,851 vs. \$82,624) after 4 years.
- Lieutenant Salaries
 - LFD's 2021 lieutenant salary starts 1% higher than RCFD's (\$91,746 vs. \$90,832) and ends 1% higher (\$95,946 vs. \$95,017) after 3 years.
- Lieutenant Maximum Pay
 - LFD lieutenants' time to maximum pay is a year longer.
 - RCFD lieutenants receive maximum pay after two years of service, while LFD lieutenants receive maximum pay after three years of service.
- Longevity Bonuses
 - RCFD's longevity bonuses are below LFD's scale through 25 years of service. RCFD offers an extra \$500 for each 5 years beyond 25, while LFD does not.
 - LFD pays \$250 more than Ridge-Culver for years 5-14 and \$500 more for years 15-19 and years 21-24.
 - In year 20 and years 25-29, the bonus is equal for both departments. From year 30+, RCFD pays an additional \$500 per five years of service.
- The following scale indicates the additional amount earned under the LFD standard:
 - With 10 years of service: \$1,250
 - With 15 years of service: \$2,750
 - With 20 years of service: \$5,250
 - With 25 years of service: \$7,250
- Overtime

-
- LFD's \$25,000 overtime compensation budget minimum is 40 % of RCFD's \$60,000 overtime budget minimum.
 - Caps on banking compensatory time are currently different, but are scheduled to equalize in 2022, per the current contracts:
 - LFD currently caps comp time banking at 120 hours at all times.
 - RCFD caps comp time banking at 160 hours in 2021 and 120 hours in 2022.
 - Health Benefits
 - RCFD and LFD offer similar health benefits, covering 80% of premiums for the Simply Blue Plus Gold 6 plan, with the exception that LFD pays 100% of the premium for a single-person health plan, while RCFD pays 80%
 - Retirement Plan
 - LFD and Ridge Culver appear to offer comparable NYS 384-d retirement plans.
 - LFD's tiers offered for those employed since 1/9/10 are not specified, making it unclear if they match RCFD's (Tiers V & VI).
 - Retirement Incentive
 - For the 2018-2022 contract period, RCFD employees with no less or more than 20 years of cumulative service are eligible for a retirement incentive of \$10,000 in cash or \$12,500 to their health insurance premium bank.
 - LFD does not offer this incentive, but this may be moot given its restricted eligibility period and requirements.
 - EMT Certification
 - RCFD requires all employees to be EMT-certified, without any additional compensation from the district. The contract does not specify whether any training is provided or whether members must seek it out on their own time.
 - LFD requires all employees to be EMT-certified and pays each employee \$1,200 annually for recertification outside of regular work hours.
 - Paid Holidays
 - Both RCFD and LFD offer 8 paid holidays; 6 out of 8 are the same.
 - Both give: New Year's Day, Memorial Day, Independence Day, Labor Day, Thanksgiving Day and Christmas Day. RCFD also gives: President's Day and Columbus Day. LFD also gives: Easter and Veteran's Day.

Volunteers

There are two potential pathways for the volunteers during this merger. They could form a single joint company or they could continue to operate under two companies. Both models have been used in other district mergers. There are risks and benefits associated with each of the options. Rather than suggest a pathway that might serve to alienate volunteers, we suggest that a group of representatives from each of the volunteer companies and the commissions meet to discuss the prospects related to a merger and develop a plan that would be most beneficial.

Associations

There are independent volunteer associations that exist to support the activities of the volunteers at each district. They are governed under New York's non-profit laws and would need to follow a proscribed pathway if they merged. Their continued separate existence would not hamper a merger of the two districts.

Commissions

After a merger, there would only be a single five-person commission that would govern the entire area. The newly formed commission would be elected as provided for under Town Law Fire Districts and Consolidation. The current commissions would be responsible for governance until the day of consolidation.

Finances

As noted above, the consolidated fire district would still need all the existing firefighting personnel, both stations, nearly all the apparatus and equipment. In short, there would be only marginal savings for the consolidation. However, the merger might help both districts avoid upcoming costs such as expanding their career departments, hiring additional supervision, or purchasing new rescue apparatus. Also, there might be the possibility to sell one or more newer apparatus that could bring in one time revenue of between \$500,000 and \$750,000.

The table below shows a model of what would happen with \$100,000 in savings from efficiencies found in the merger, but all other costs remaining equal as if the merger had occurred in 2021.

	LFD	RCFD	Potential Change	Combined Costs	Explanation
Personnel Services	\$756,132	\$2,305,000	-\$15,000	\$3,046,132	Reduction in Treasurer Position and Civilian Administrator
Equipment	\$179,000	\$323,000	-\$75,000	\$427,000	Reduction in funding for apparatus reserve and decline in maintenance costs

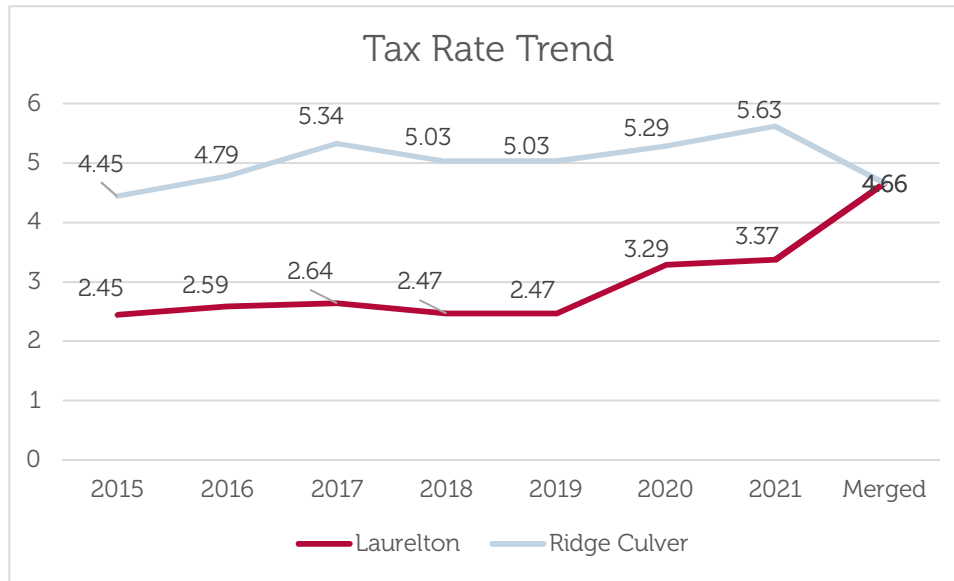
	LFD	RCFD	Potential Change	Combined Costs	Explanation
Contractual	\$155,175	\$395,800	-\$10,000	\$540,975	Reduction in legal fees, payroll contract and accountant
Benefits	\$413,000	\$1,336,700	\$0	\$1,749,700	No changes assumed
Debt Service	\$218,370	\$0		\$218,370	No changes assumed
Total Expenses	\$1,721,677	\$4,360,500		\$5,982,177	

One of the greatest concerns with a consolidation of the two fire districts is how would tax rates be impacted. The model below assumes that all current costs, including debt service would be rolled into the future district as is with all properties sharing in the costs.

	Current LFD	Current RCFD	Hypothetical Combined
Property Tax Assessment	\$1,720,577	\$4,360,500	\$5,982,177
Assessed Valuation (millions)	\$509.4 m	\$773.9 m	\$1,283.4 m
Tax Rate Per Thousand	\$3.38	\$5.63	\$4.66
Annual Cost for \$125,000 home	\$422	\$704	\$583
Annual Change for New District for \$125k home	\$160	-\$122	

Using this model, the new tax rate would be an estimated \$4.66 per \$1,000 of assessed value. This is slightly more than a dollar less than the RCFD rate and about \$1.30 more than the LFD rate. The result is that property owner for a \$125,000 property would see an annual increased cost in LFD of about \$160 and in RCFD, the cost would drop by about \$122.

The chart below shows how the tax rate trend would be impacted by a consolidation. RCFD's rate would return to where it was about 5 years ago, while LFD's rate would be at a level that would not be reached for several years at the current rate of growth.



Impact of Additional Expenses

Both districts are considering additional hires to their workforces in the near future if a consolidation does not occur. The need for the additional manpower at RCFD is to ensure the availability of a second apparatus and in LFD to ensure an effective response as they continue to see a decline in volunteers. The addition of a single firefighter position requires four fulltime employees (FTE). Each FTE costs about \$135,000 including benefits, therefore adding a new position costs an estimated \$540,000. This cost for a property in LFD is an additional \$1.06 per 1000 in assessed value, \$0.70 for RCFD and \$0.42 for a potentially combined department.

	LFD	RCFD	Joint
Estimated Cost for firefighter	\$135,000	\$135,000	\$135,000
Per position (4 FTE)	\$540,000	\$540,000	\$540,000
Possible Tax Rate with 1 more FF per shift per \$1,000	\$4.44	\$6.33	\$5.08
Difference per \$1,000	+\$1.06	+\$0.70	+\$0.42

Consolidation Process

In New York, fire districts are separate municipalities governed by their own elected board of commissioners. Article 17-A of General Municipal Law governs the reorganization of municipalities, including fire districts. The information provided is a high-level summary and more detailed planning would be necessary before creating a

single district. The process can begin either with a board initiated process or with a citizen petition requesting a consolidation or dissolution of certain districts. This report will focus on the board-initiated process of consolidation of several departments into a single district.

Step 1: Creation of a Joint Consolidation Agreement

The fire commissions would work together to develop a joint consolidation agreement that outlines a number of items, such as the names of each entity and the new name, territorial boundaries, estimated fiscal cost and type of consolidated entity. The agreement would specify what assets and debts of the districts would transfer to the new district. This agreement would specify how the district would be governed, how the initial commissioners will be selected, and when the transition would occur.

The consolidation agreement needs to be supported by a majority of the members of each of the involved boards. Once passed by the boards, it moves to the mandated public engagement. However, a good practice would be for the involved boards to hold hearings on draft plan before voting to adopt it.

Step 2: Public Engagement

After the joint consolidation agreement is passed by the governing bodies, they must publish the agreement and a descriptive summary in public places and on their websites. A summary must also be published for four successive weeks in a newspaper. One or more hearings must be held on the agreement between 35 and 90 days of adopting it. The agreement could be modified as long as it met the requirements set forth in statute. A final version of the agreement would need to be approved within 180 days of the final hearing and then be publicized again.

There is no requirement for a public referendum to create a consolidated fire district.

Step 3: Potential Implementation Timeline

Aside from the required public meeting guidelines under Article 17-A, there is little guidance established for the time for the work toward consolidation to be undertaken. In previous efforts in New York, there has been at least a year between the decision to consolidate and the action taking effect. This year allows for the department leadership and municipal officials to work through the myriad of issues ranging from the selection of officers to the adoption of policies to the response protocols and hundreds of decisions in between.

Conclusions

Looking at the complete picture, the fire service in Irondequoit is successful in meeting the immediate needs of its residents through a growing career staff supplemented by a shrinking pool of volunteers. The costs for providing the service

have gone up more than 25% in the last five years while the call volume has had minimal growth and population has remained level. Each district is addressing the needs of their geography through different methods of staffing and operations based on the direction of their commissions and the operations of their fire companies. There is a substantial amount of collaboration between the departments on emergency responses that benefits all residents of the town, but the costs of that collaboration are not shared equally. In particular the availability of career resources through mutual aid allows SBFD and to a lesser extent PPFD to operate primarily with volunteers at a lower cost than their neighbors that have chosen to hire full time career staff.

If Irondequoit had to create a new system of fire protection in 2021, it is doubtful that they would choose to develop one with five separate districts operating in distinct manners. The biggest challenge faced by the current system is one faced by a number of fire departments (and many other civic organizations), a decline in the number of volunteers. Some of the departments, notably PPFD, are holding their own in the volunteer ranks and activity. Every reasonable effort should be made to support the existing volunteers and grow their ranks. However, the long term trend suggests that additional career staff will be needed in the next several years. LFD, PPFD, RCFD and SPBFD have all made decisions in recent years to change their career staffing models to ensure an adequate response and there is a possibility they will need to do so again in the future.

As the fire districts consider the key findings and the options for the future in this report, they must be certain that their decisions are focused on providing the best services to their residents even if the decisions might force changes to traditions and current practices.

Section III: District Profiles

This section is designed to provide a high-level overview of the five fire districts and their operating fire departments. Information is based on interviews, call reports filed with the New York State Office of Fire Prevention and Control (OFPC) based on the National Fire Incident Reporting System (NFIRS), financial information from the districts and the NYS Comptroller, and the Insurance Service Organization. In some cases, data was summarized to facilitate comparison between the districts. Some of the information has changed since the initial draft of the report was completed in October of 2020.

Laurelton Fire District

Overview

The Laurelton Fire District is located in the southeast corner of the town. It is bordered to the north by Ridge-Culver, the south and west by the City and the east by the West Webster Fire District in Penfield. LFD operates out of a single station on Empire Boulevard. The district is a combination fire department that doubled the size of its paid workforce in January 2020 to enable it to meet the needs of the district. The department's budget has increased 50% in the last 5 years with much of the increase occurring between 2019 and 2020. The district responds to an average of 2.0 calls per day and half are related to EMS.

Career Workforce

For several decades, LFD operated with a single EMT/firefighter on duty, working a 24 hour shift. However, the Commissioners voted to hire four new firefighters to start work in early 2020 to meet the combination of the increasing demand and declining availability of volunteers. This brought the total workforce to eight, once they complete the necessary training. The senior firefighters were all promoted to lieutenants effective with the appointment of the new firefighters. Each lieutenant has responsibilities to help the department operate such as managing training, coordinating vehicle checks, and reviewing medical reports.

Volunteer Workforce

LFD reports 39 volunteer firefighters are active with the department. Roughly half of the volunteers are interior qualified. A third are qualified to drive the large apparatus and a quarter are certified as EMTs. There are two volunteer captains and there is a volunteer chief.

Volunteers are required to participate in a minimum of 15 two hour long drills each year. They also are required to respond to 10 percent of non-EMS calls to earn credit

for the LOSAP program. All volunteers who are interior firefighters have physicals based on an aged based scheduled. Those over 50 are required annually, below 50 they may have one or two years between physicals.

The department reports that the volunteer workforce has been stable in total numbers in the last several years with enough new recruits to replace those that leave the department. However, there has been a shortage in the number of members willing to serve as volunteer officers including in the position of deputy chief.

The volunteers are members of the separate Laurelton Volunteer Fireman's Association which maintains a social room at the fire station. The association has a series of activities to support the members.

Administration and Governance

LFD is governed by five commissioners that are elected on a rotating basis for five year terms. The commissioners set many of the policies for the department, are responsible for hiring of staff and making numerous decisions on behalf of the district as established by state law. There have been several new commissioners elected in the last few years resulting with three of the five commissioners being in their first five year terms.

LFD also has a paid administrator who works 80 hours per month in that role. He manages purchasing, contractors, fleet maintenance and property maintenance. There is also a secretary/treasurer who works for the commission and is paid a salary for those tasks.

Operating Budget

Laurelton's budget has grown by 49% over the past six years from \$1.11 million to \$1.67 million. The largest increase was in Payroll, Benefits and Retirement Expenses (80%). These categories account for most of the increase. Debt and Firefighting Supplies increase by 41% and 94% respectively. Equipment / Apparatus spending decreased by 8% over the 6-year period, along with Facilities (-6%) and Insurance (-3%).

Table 12. Summary of Laurelton's Operating Budget 2015 to 2020

	2015	2016	2017	2018	2019	2020 Budget
Income						
Grants	-	-	-	-	-	-
Misc. Income	300	300	300	300	300	300
Interest Income	500	500	500	500	800	800
Sale of Assets	-	-	-	-	-	-
Tax Levy	1,118,189	1,182,913	1,209,273	1,233,914	1,279,518	1,671,195
Total Income	1,118,989	1,183,713	1,210,073	1,234,714	1,280,618	1,672,295

	2015	2016	2017	2018	2019	2020 Budget
Expenses						
Payroll Expenses	359,781	355,855	369,900	396,942	453,717	644,800
Benefits	89,350	90,500	96,000	107,000	91,000	159,700
Retirement	80,000	80,000	75,000	75,000	75,000	144,000
Insurance	107,000	110,800	105,800	110,500	105,500	104,100
Equipment / Apparatus	69,250	68,950	69,100	111,100	60,100	64,000
Facilities	43,600	43,600	43,800	38,800	40,825	40,825
Administrative	48,700	51,700	53,700	53,000	58,000	57,200
Training	32,800	32,800	32,800	32,800	34,800	39,600
FF / Fire Related	69,800	69,800	80,800	80,800	80,800	135,600
Supplies	10,100	10,100	10,100	10,100	10,100	10,100
Debt	153,608	219,608	223,073	218,672	215,276	216,870
Additions to Reserves	55,000	50,000	50,000	-	55,500	55,500
Total Expenses	1,118,989	1,183,713	1,210,073	1,234,714	1,280,618	1,672,295
						-
Net Income	-	-	-	-	-	-

Fiscal Situation

LFD has \$1.7 million in debt at the end of 2019. This amount is related to bonds issued to construct the new station as well as debt issued to fund the purchase of the two newest apparatus. Reflecting back over the last five years, the peak debt load was \$2.4 million at the end of 2015. The district paid \$170,000 toward this debt in each of the last three years reported or around 10% of their annual budget.

Table 13. Summary of Laurelton's Debt 2015 to 2020

	2015	2016	2017	2018	2019
Beginning Balance	1,745,000	2,380,000	2,215,000	2,045,000	1,875,000
New Debt	750,000	0	0	0	0
Payments	115,000	165,000	170,000	170,000	170,000
Ending Balance	2,380,000	2,215,000	2,045,000	1,875,000	1,705,000

LFD had a fund balance of \$334,495 at the end of 2019. \$196,547 was unassigned while \$77,559 was restricted in a capital reserve. The unassigned fund balance is about 12% of the annual expenditures for the department. At the end of 2018, the fund balance was \$226,385.

Tax Rate and Levy

The 2020 tax rate for LFD is \$3.30 per thousand of assessed value and the levy is \$1.7 million. The tax levy has increased annually by more than \$110,000 over the past 5

years. The levy has increased annually by 7% on average. Most of the increase occurred between 2019 and 2020 when the commission chose to add additional career staff resulting in a 33% tax rate increase in one year.

Calls for Service

LFD has averaged about 780 CFS over the last three full years. The call volume has averaged over 700 CFS per year for the last 7 years, although it has varied as much as 10 percent in a given year. Over half of all the calls in the district are EMS responses. The district had a CFS rate of about 9.1 per 100 residents in 2019, down slightly from 8.1 per 100 residents in 2013. The response time average is 5 minutes, and 90 percent of calls are responded to in less than 7 minutes. LFD responds to only high priority EMS calls.

The tables and graphs below give a brief summary of the calls for service in the district and more details are available in the appendix.

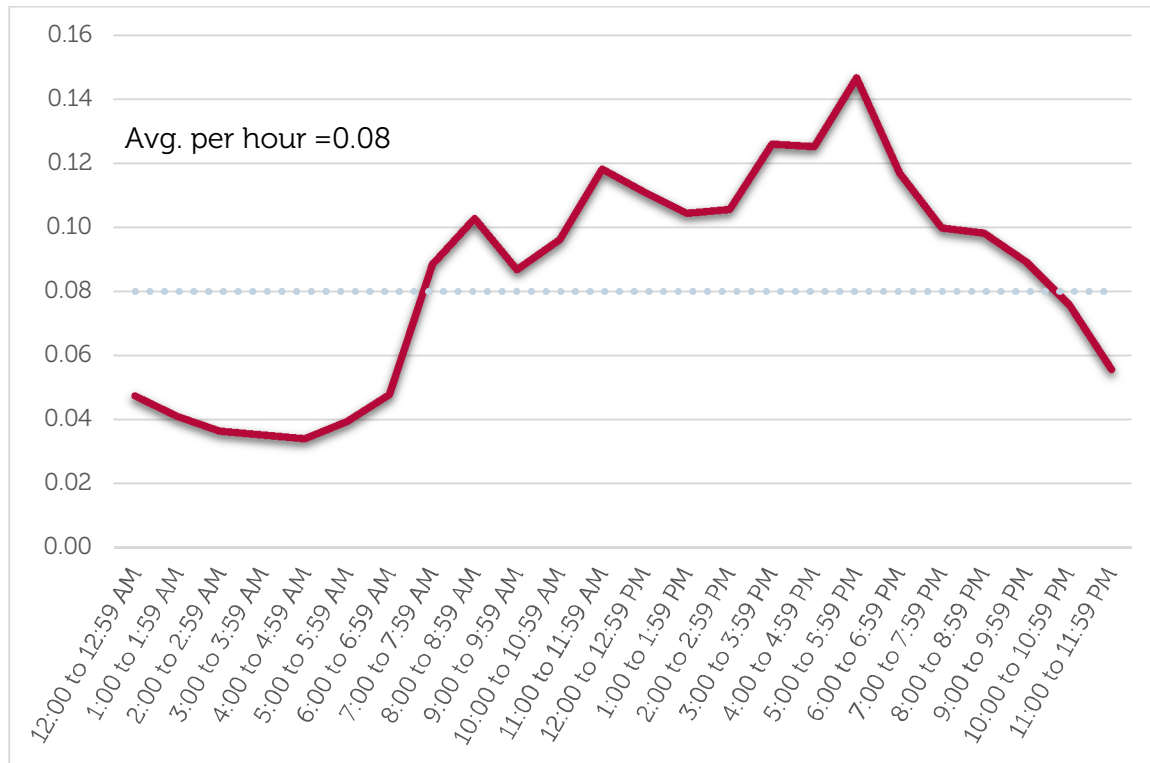
Table 14. Laurelton Calls for Service by Type

	2013	2014	2015	2016	2017	2018	2019	Avg	50th Percentile	90th Percentile
1-Fire	58	39	40	56	43	40	44	46	5	7
2-Overpressure Rupture, Explosion, Overheat	2	NA	1	2	NA	2	2	2	6	7
3-Rescue & Emergency Medical Service Incident	373	376	381	439	380	354	400	386	5	7
4-Hazardous Condition	92	89	90	109	151	111	110	107	5	8
5-Service Call	46	40	52	34	55	54	61	49	5	11
6-Good Intent Call	68	57	69	46	73	83	96	70	5	9
7-False Alarm & False Call	73	62	77	71	64	89	80	74	5	8
8-Severe Weather & Natural Disaster	3	3	NA	NA	29	8	7	10	5	15
9-Special/Other	NA	NA	NA	1	NA	NA	NA	1	6	6
Total	715	666	710	758	795	741	800	741	5	7

Source: NFIRS Reports filed with NYSOFPC and department records

One method to gauge service demand is to look at the calls that occur during a given hour of the day during an extended period of time. LFD averaged 0.08 calls during each hour of the day. The busiest hours were in the mid to late afternoon into the early evening peaking at 0.15 calls in an hour. The calls tapered off during the overnight hours to 0.03 or lower.

Figure 2. Laurelton Average Calls for Service by Hour of the Day



Stations

Laurelton operates out of a single fire station. It is located at 405 Empire Blvd. The building is approximately 13,000 square feet on 1.2 acres. It was newly built in 2004 at the location of their prior station. The station has four back in bays and opens directly onto Empire Blvd. The station has a day room with an area for the radio, a kitchenette, and work space for the staff. There is a small bunk room with space for two firefighters to sleep. The station has three offices that are used by volunteer officers, the commission and administrative support. There is also a large training and function room at the back of the station. The association maintains a room for social events at the station as well.

Apparatus and Equipment

LFD has replaced both its front line engine and quint in the last five years with new apparatus meeting current standards for safety and performance. The engine is typically the first due apparatus for most responses and is driven by the on duty career staff. The quint is generally used when requested as mutual aid to another jurisdiction or as a second apparatus to a scene. The rescue truck is typically operated by the volunteers

Table 15. Laurelton Apparatus

Type	Designation	Year	Manufacturer	Features
Quint	160	2016	Pierce	107' Aerial, 1500 GPM pump, 5" x 1000', 1.75" x 825', multiple ladders, AED, TIC, Gas Meter
Engine	162	2018	Pierce	1500 GPM pump, 500 gal tank, 5" x1000', 1.75" x 825', multiple ladders, AED, TIC, Hydraulic Tool, Gas Meter
Rescue	168	2004	Saulsbury	3" x 400', 1.75"x300', 18 spare air tanks, Hydraulic Tool

The department has been keeping up to date with the equipment needs of modern firefighting such as properly certifying its hoses and ladders on regular basis, replacing turnout gear according to manufacturer's recommendations and testing all components of the SCBAs.

ISO Rating

LFD was evaluated by the Insurance Services Office (ISO)² in 2017 to determine the Public Protection Classification (PPC). LFD received a rating of 3, which places it in the top 19% of fire departments in New York State. LFD's ratings places only a few points below a score of 2. The department is well rated in many of the areas under its purview including engine companies, ladder service and operational consideration Areas where they might improve the score is in regards to Company Personnel and Training. Company Personnel has been partially addressed by the addition of another paid firefighter. Training could be addressed through improved record keeping and expanding the offerings to the volunteers.

Table 16. Laurelton ISO Ratings

ISO Ratings	Available Credit	2017
Communications	10	8.82
Engine Cos.	6	6
Reserve Pumpers	0.5	0
Pump Capacity	3	3
Ladder Service	4	3.44
Reserve Ladder	0.5	0
Deployment Analysis	10	8.84
Company Personnel	15	7.94
Training	9	2.64
Operational Considerations	2	2
Water Supply	40	35.56

² A full description of the ISO program is in Appendix 1.

ISO Ratings	Available Credit	2017
Divergences		-4.24
Risk Reduction	5.5	3.97
Total Credit	105.5	77.97

Point Pleasant Fire District

Overview

The Point Pleasant Fire District is located in the northeast portion of the town. It is bordered to the north by Sea Breeze (which it surrounds), the south by Ridge Culver the west by the St. Paul Blvd and the east by the Irondequoit Bay. The City also has jurisdiction to the north for Durand Eastman Park. PPFDD operates out of a station on North Kings Highway and Ewer Avenue. The district is a primary volunteer department with part time firefighters on duty 17 hours per day and paid administrators available to assist with coverage from 5:00 am to 3:30 pm on weekdays. The department's budget has increased 30% in the last 5 years with much of the increase occurring between 2018 and 2019. The district responds to an average of 1.9 calls per day and two-thirds are related to EMS.

Career Workforce

PPFD uses part time firefighters to cover 17 hours a day seven days a week. The firefighters work shifts from 7 am to 5 pm and from 5 pm to midnight. There are two firefighters on each shift stationed at the North Kings Highway station. The career workforce is not unionized and is paid an hourly amount. All of the current part time firefighters work as full-time firefighters for another department in Monroe County. This program has been in place since 2008, although initially it was just the daytime hours. During daytime hours, part time firefighters and administrative staff will respond to the call for service immediately, followed by additional volunteer personnel. All of the career personnel are EMTs or higher. There are a total of 10 part time firefighters that fill this schedule.

Volunteer Workforce

There are about 45 volunteer firefighters that are active with the department. 28 of them are qualified as interior firefighters. Six of the volunteers are certified as EMTs or higher. Among the volunteer ranks, there are two lieutenants, two captains, a deputy chief and a chief. The department reports that the number of volunteer firefighters has remained level for the last ten years with a little bit of turnover. Volunteers must live in the Town, but necessarily the district. Members of the department report that there is a strong social aspect including participation on the firefighting skills drill team and the softball team. There is also a concerted effort to ensure that the volunteers are involved in all aspects of department operations including firematic needs.

In an effort to support and retain the volunteer workforce, the district has a LOSAP program, discounted membership to LA Fitness and regular social events.

Administration and Governance

The district has two full time positions that support the operations of the department. There is a full-time paid administrator that is responsible for budgeting, contracts, purchasing and general administrative management. There is a full time Director of Fire and Life Safety who is responsible for planning drills, implementing the fire district's fire education program and life & work safety programs for members.

Operating Budget

Point Pleasant's budget has grown by 40% from 2015 to 2019. It increased from about \$0.6 million to \$0.8 million. The largest increase was in Retirement (LOSAP) (24%), Administrative Expenditures (33%) and Payroll Expenses (38%). The increase in payroll expenses is related to hiring of the Director of Fire and Life Safety. Spending in all categories increased over the five years analyzed. Many expenses appear to be combined in the Administrative (Contractual) line as there are no expenses separated out onto the liens associated with facilities, training or equipment. The additional detail is not required by law. Point Pleasant Fire District has consistently budgeted a \$45,000 expenses in excess of revenue that has been covered by an a carryover from previous years. Actual expenditures were not reviewed for this engagement.

Table 17. Summary of Pleasant Point's Operating Budget 2015 to 2019

	2015	2016	2017	2018	2019 Budget	2020 Budget
Income						
Grants	-	-	-	-	-	-
Misc. Income	-	-	-	-	-	-
Interest Income	1000	1000	1000	1000	500	500
Sale of Assets	-	-	-	-	-	-
Tax Levy	552,308	598,557	645,604	691,159	774,582	789,984
Total Income	553,308	599,557	646,604	692,159	775,082	790,484
						-
Expenses						-
Payroll Expenses	158,658	163,299	170,300	177,400	219,682	238,000
Benefits	1,000	600	1,000	2,800	5,600	6,560
Retirement	50,000	50,000	51,000	55,000	62,000	75,000
Insurance	105,000	113,000	77,000	106,500	71,221	57,261
Equipment / Apparatus*	38,750	34,250	28,150	40,000	20,700	28,200
Facilities	-	-	-	-	-	-
Administrative**	204,900	145,000	239,456	221,886	271,607	260,753

	2015	2016	2017	2018	2019 Budget	2020 Budget
Training	-	-	-	-		-
FF / Fire Related	-	-	-	-		-
Supplies	-	-	-	-		-
Debt	-	98,408	84,698	83,573	87,341	90,947
Additions to Reserves	40,000	40,000	40,000	50,000	82,431	80,000
Total Expenses	598,308	644,557	691,604	737,159	820,582	836,721
						-
Net Income	(45,000)	(45,000)	(45,000)	(45,000)	(45,500)	(46,237)

* Might include FF / Fire Related spending. Not enough detail to determine.

** Includes all contractual spending

Fiscal Situation

PPFD has a debt balance of \$973,081 at the end of 2019. This was a reduction of close to \$105,000 during the year. The district issued \$1,050,000 in debt in 2015 and \$209,500 in 2018 to make repairs to improve the training grounds complex with a modern burn building and replace a 23 year old apparatus. The department has eight additional years of lease payments of \$22,000.

Table 18. Summary of Pleasant Point's Debt 2015 to 2019

	2015	2016	2017	2018	2019
Beginning Balance	0	1,050,000	995,000	940,000	1,055,573
New Debt	1,050,000	0		209,500	0
Payments	0	55,000	55,000	93,927	104,984
Ending Balance	1,050,000	995,000	940,000	105,573	973,081

PPFD had a fund balance of \$429,321 at the end of 2019. \$51,783 was unassigned while \$338,721 was restricted, split between a capital reserve and a reserve for repairs. The unassigned fund balance is about 6% of the annual expenditures for the department. At the end of 2018, the fund balance was \$159,290.

Tax Rate and Levy

The 2020 tax rate for PPFD is \$2.31 per thousand of assessed value. The tax levy has increased \$140,000 from 2015 to 2020. The levy has increased annually by 6% on average. The changes have been consistently in the area of 6% over the last 5 years.

Calls for Service

PPFD has averaged about 700 CFS over the last three full years. The call volume has averaged slightly less than 700 CFS per year for the last 7 years. It has varied as much

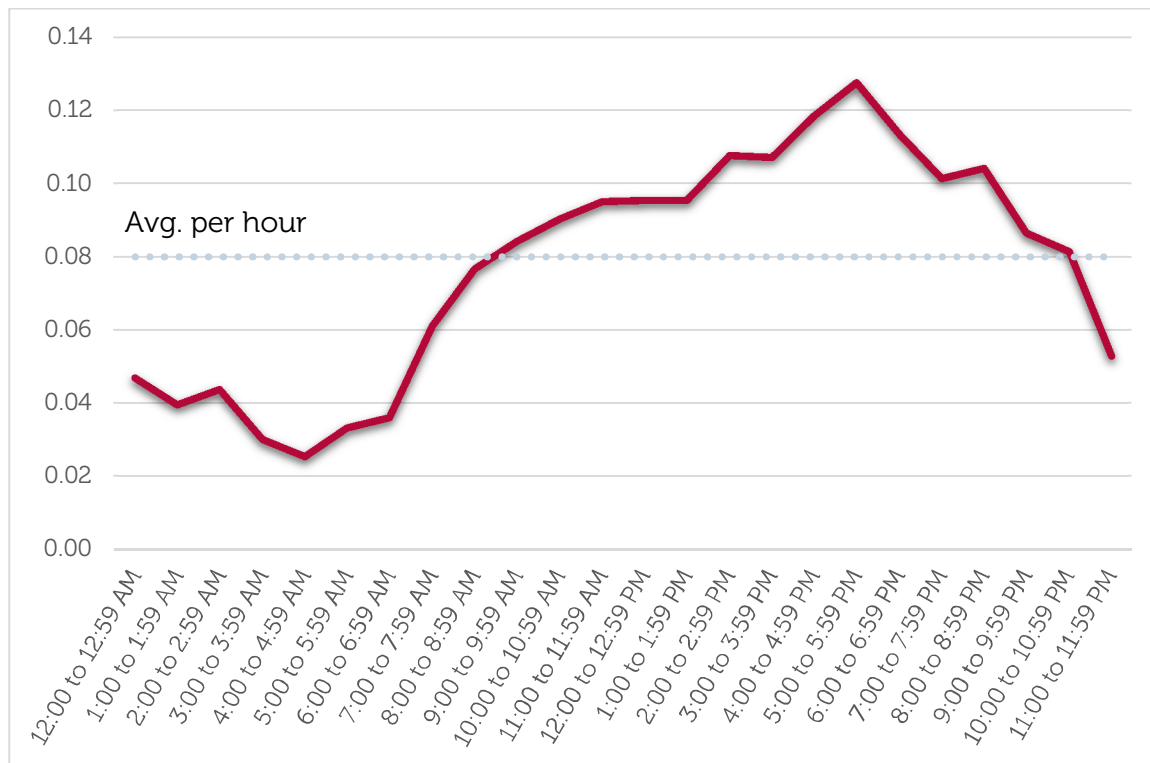
as 7 percent in a given year. Almost two-thirds of all the calls in Point Pleasant's district are EMS responses. The response time average is 6 minutes, and 90 percent of calls are responded to in less than 10 minutes. The district had a CFS rate of about 13 per 100 residents in 2019, up slightly from 12 per 100 residents in 2013. Again, the tables and graphs below give a brief summary of the calls for service with more details available in the appendix.

Table 19. Point Pleasant Calls for Service by Type

	2013	2014	2015	2016	2017	2018	2019	Avg	50th Percentile	90th Percentile
1-Fire	56	39	33	37	35	38	29	38	5	12
2-Overpressure Rupture, Explosion, Overheat	1	NA	NA	1	1	1	NA	1	8	10
3-Rescue & Emergency Medical Service Incident	382	409	420	446	433	437	514	434	7	10
4-Hazardous Condition	37	39	52	41	40	31	37	40	6	11
5-Service Call	38	44	32	22	37	22	27	32	6	12.7
6-Good Intent Call	102	95	76	41	69	69	82	76	5	10
7-False Alarm & False Call	55	42	51	59	50	42	32	47	7	11
8-Severe Weather & Natural Disaster	1	2	2	1	39	1	2	7	0	3
9-Special/Other	2	1	NA	4	1	3	3	2	5	8.7
Total	674	671	666	652	705	644	726	677	6	10

One method to gauge service demand is to look at the calls that occur during a given hour of the day during an extended period of time. PPFD averaged 0.08 calls during each hour of the day. The busiest hours were in the mid to late afternoon into the early evening peaking at 0.13 calls in an hour. The calls tapered off during the overnight hours to 0.03 or lower.

Figure 3. Point Pleasant Average Calls for Service by Hour of the Day



Stations

PPFD operates out of two stations – 257 Kings Highway North (Station 1) and 55 Ewer Ave (Station 2). Station 1 is a 4,400 sq. ft. building located on 12.8 acres of land. The station was originally built in 1950 and underwent addition in 1990. Behind the station is a fire training grounds that is used by all departments in the town and an area that is used for drill team competition. The property is owned by the Fire District. The station has four back in apparatus bays. There is an administration office, a classroom, a lounge and a radio room. There are also two restrooms and three storage closets. The bay is equipped with an exhaust capture system. There is a cascade system for refilling breathing apparatus. If needed, crew can bunk in at the station using temporary beds in the classroom. The paid staff utilizes this station for their responses, although they also have some duties at the other station.

Station 2 at 55 Ewer Avenue is an approximately 7,500 sq. ft. building on 0.5 acres of land that is owned by the Point Pleasant Fireman's Association. The district pays rent to the Association for use of the front half of the building. There are three back in bays used for the apparatus. The front portion of the building also includes a radio room, a chiefs offices, small lounge and a storage/generator room. The Association controls the other portions of the building including a large meeting room with an entertainment area that is used for department meetings and events. The meeting room is occasionally rented to the public for events. There is a commercial grade

kitchen attached to the meeting room. The bays have an exhaust capture system. There is a natural gas powered generator.

Apparatus and Equipment

PPFD has replaced a front line engine and mini pumper in the last five years with new apparatus meeting current standards for safety and performance. The mini pumper (116) is typically the first due apparatus for EMS responses and is driven by the on duty career staff. Engines 112 or 115 are typically the first due engine for structure fire assignments and are usually staffed by volunteers,

Table 20. Point Pleasant Apparatus

Type	Designation	Sta.	Year	Manufacturer	Features
Engine	112	1	2004	Pierce	1500 GPM pump, 750 gal tank, 5" x1000', 1.75" x 400', 24'ladders, AED, TIC, Gas Meter
Engine	115	2	2015	Pierce	1500 GPM pump, 750 gal tank, 5" x1000', 1.75" x 400', 24'ladders, AED, TIC, Gas Meter
Mini	116	1	2017	Pierce	750 GPM pump, 250 gal tank, 3" x800', 1.75" x 400', 14'ladders, AED, Hydraulic Tool, TIC, Gas Meter
Rescue	118	2	1991	Pierce	Hydraulic tool, gas meter, space SCBA, cribbing and extrication supplies
Squad	117	2	2004	Ford	First aid and support equipment
Van	1117	1	2019	Chevy	12 Passenger van
Engine	R-115	1	1991	Pierce	Reserve Engine

PPFD has been keeping all required maintenance schedules for its firefighting equipment such as ladders, hoses and SCBAs. Interior firefighters are all issued a set of turnout gear that is less than ten years old and there is a cache of spare gear to lend out as needed. Recruits may be assigned gear that is over ten years old until they finish their in-house training then they are issued a set that is under ten years or a new set is purchased. Exterior firefighters have gear that is older than ten years.

ISO Rating

PPFD reports that it received a rating of 3, which places it in the top 19% of fire departments in New York State. The actual PPC report was not available for review. The point scores are noted below. The department is well rated in many of the areas under its purview including engine companies and operational consideration Areas where they might improve the score is in regards to Company Personnel and Training. Training could be addressed through improved record keeping and expanding the offerings to the volunteers.

Table 21. Point Pleasant ISO Ratings

ISO Ratings	Available Credit	2014
Communications	10	7.95
Engine Cos.	6	4.62
Reserve Pumpers	0.5	0.46
Pump Capacity	3	3
Ladder Service	4	2.85
Reserve Ladder	0.5	0
Deployment Analysis	10	6.83
Company Personnel	15	9.09
Training	9	1.86
Operational Considerations	2	2
Water Supply	40	29.49
Divergences		-2.46
Risk Reduction	5.5	4.36
Total Credit	105.5	70.05

Other Activities

PPFD has an active Explorer Post with about 18 members. This group of youth 14 to 18 is seen as a source for future members in the organization. This group meets regularly and exposes the youth members to the activities of the fire service.

Ridge-Culver Fire District

Overview

The Ridge Culver Fire District is located in the eastern portion of the town. It is bordered to the north by Point Pleasant, the south by Laurelton, and the west by the City and St. Paul Blvd. RCFD operates out of a single station on Culver Road. The district is a combination fire department that doubled the size of its paid workforce in the last decade to enable it to meet the needs of the district. The department's budget has increased 22% in the last 5 years with much of the increase occurring between 2019 and 2020. The district responds to an average of 5.9 calls per day and 59% are related to EMS.

Career Workforce

Ridge Culver operates with a career workforce of 20. There are 12 firefighters, five lieutenants, two captains and a chief. The line firefighters work in four groups with three firefighters and a lieutenant. There is a staff lieutenant that is the designated municipal training officer. The two captains work static days that ensure there is

coverage of a captain seven days a week. The captains each have a portfolio of administrative tasks in addition to supporting responses while they are on duty.

The chief is responsible for the operations and leadership of the entire department. He typically works five days a week, but attends necessary meetings and will respond to major incidents. He is a credentialed Chief Fire Officer by the Commission on Professional Credentialing.

The career chief position was added in January 2017. A second captain position was added in November 2019.

Volunteer Workforce

There are 25 volunteers with RCFD. Of the total, 24 are qualified as interior firefighters. Two-thirds are certified as EMTs and about one-third are qualified as apparatus drivers. There is a volunteer lieutenant, captain and assistant chief that help supervise and lead the volunteer component. The volunteer training is supervised by the career training officer.

To remain active and qualified with the department, volunteers must either respond to 10% of calls in a month or complete 12 hours of duty shifts at the station. About two thirds of the volunteers meet the requirement through shifts at the station. There is a push to have a volunteer staffed engine on duty for one or two weeknights every week. Volunteers must also maintain training requirements on an annual basis that works out to about 60 hours in total for the year.

The number of volunteers has held level for the last five years or so, but there has been regular turnover and replacement with new volunteers. There is a requirement that volunteers must live within one mile of the district borders. About four volunteers have been with the department for more than 10 years, while the rest have less experience.

Administration and Governance

RCFD is governed by five commissioners that are elected on a rotating basis for five year terms. The commissioners set many of the policies for the department, are responsible for hiring of staff and making numerous decisions on behalf of the district as established by state law. The commission does not have a formal capital improvement plan, but has been setting aside funds each year for major purchases. There is a part time treasurer that performs numerous tasks for the district and department in financial manners.

Operating Budget

Ridge Culver's budget has grown by 22% from 2015 to 2020. It increased by \$0.9 million over the 6 years, from about \$3.2 million in 2015 to \$4.1 million in 2020. This

follows a trend that has existed for nearly 20 years of annual increases of greater than 5% annually.

Table 22. Summary of Ridge Culver's Operating Budget 2015 to 2020

	2015	2016	2017	2018	2019 Bdgt	2020
Income						
Grants	-	-	-	-	-	
Misc. Income	-	-	-	-	-	
Interest Income	-	-	-	-	-	
Sale of Assets	-	-	-	-	-	
Tax Levy	3,227,084	3,469,707	3,748,450	3,830,466	3,928,805	4,104,027
Total Income	3,227,084	3,469,707	3,748,450	3,830,466	3,928,805	4,104,027
Expenses						
Payroll Expenses	1,614,503	1,837,912	1,975,227	1,943,136	2,044,655	2,225,077
Benefits	195,500	235,592	287,355	313,200	371,200	350,000
Retirement	380,000	405,500	410,500	395,500	395,500	395,500
Insurance	186,751	202,586	233,000	238,000	180,000	186,000
Equipment / Apparatus	190,667	205,667	505,067	328,067	303,000	261,400
Facilities	123,750	110,600	150,600	154,800	153,100	378,750*
Administrative	37,070	47,250	47,250	47,250	50,450	~*
Training	51,000	51,500	49,200	55,500	45,500	~*
FF / Fire Related	18,000	29,000	31,000	32,000	44,000	22,000*
Supplies	45,750	95,100	59,250	62,000	52,000	15,000*
Debt	243,000	234,000	-	261,013	265,400	270,300
Additions to Reserves	15,000	15,000	-	-	-	
Total Expenses	3,100,992	3,469,707	3,748,450	3,830,466	3,904,805	4,104,027
Net Income	126,092	-	-	-	24,000	
*Breakdown in categories are needed in 2020						

Fiscal Situation

RCFD has a debt balance of \$265,000 at the end of 2019. This was a reduction of \$255,000 during the year. The district issued \$766,000 in debt in 2017 to replace its quint. They were able to fund about a quarter of the cost out of their operating fund at the time.

Table 23. Summary of Ridge Culver's Debt

	2015	2016	2017	2018	2019
Beginning Balance	450,000	225,000	0	766,000	520,000
New Debt	0	0	766,000		
Payments	225,000	225,000	0	246,000	255,000
Ending Balance	225,000	0	766,000	520,000	265,000

For RCFD had a fund balance of \$1.47 million at the end of 2019. \$294,374 was unassigned while \$915,612 restricted, the majority of that for a capital reserve. The unassigned fund balance is about 7% of the annual expenditures for the department. At the end of 2018, the fund balance was \$1.3 million.

Tax Rate and Levy

The 2020 tax rate for RCFD is \$5.29 per thousand of assessed value, the highest of all the fire districts service Irondequoit. The tax levy has increased by over \$876,000 during the last 5 years. The levy increases on average by 5% annually. There has been a recent trend of properties in the district converting to tax exempt properties leading to tax base that is stagnating.

Calls for Service

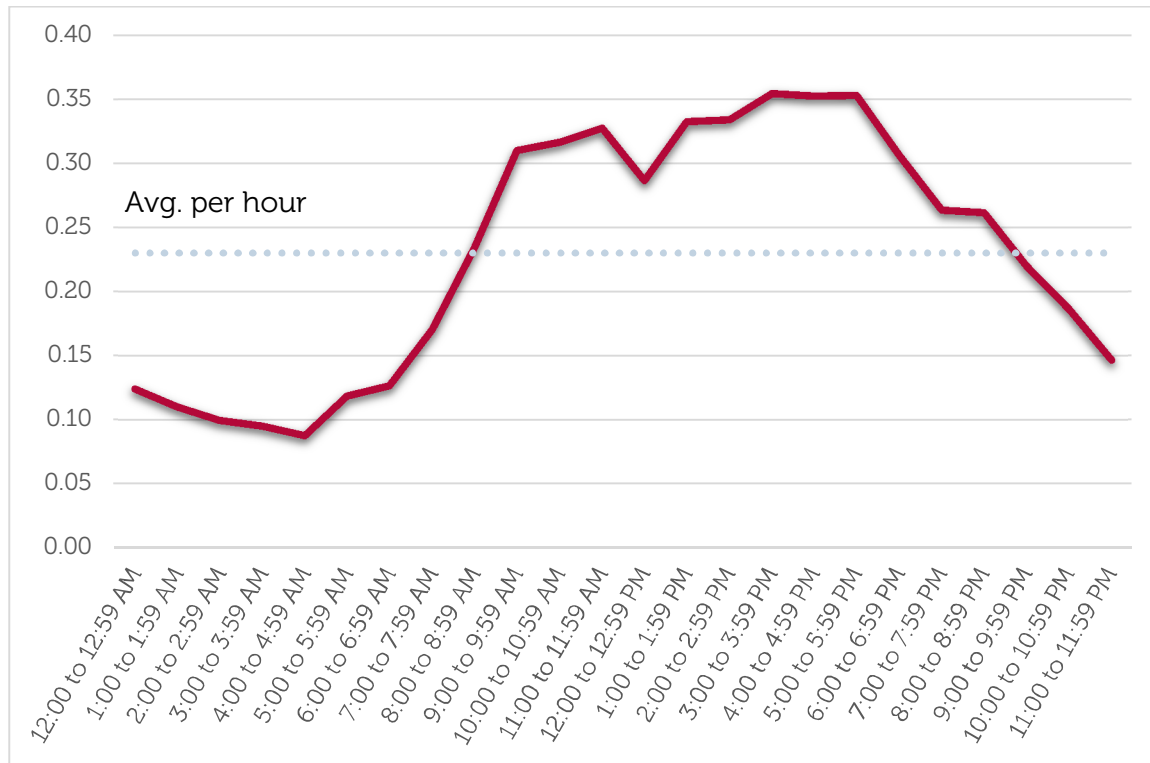
RCFD has averaged about 2,200 CFS over the last three full years. The call volume has averaged about 2,000 CFS per year for the last 7 years, the highest of all the agencies serving Irondequoit. Rescue and EMS responses makes up the largest category (57%), followed by Service Calls (12%). The response time average is 5 minutes, and 90 percent of calls are responded to in less than 8 minutes. The district had a CFS rate of about 14 per 100 residents in 2019, up from 12 per 100 residents in 2013.

Table 24. Ridge-Culver Calls for Service by Type

	2013	2014	2015	2016	2017	2018	2019	Avg	50th Percentile	90th Percentile
1-Fire	70	50	58	80	61	55	39	59	5	9
2-Overpressure Rupture, Explosion, Overheat	2	1	12	10	7	8	14	8	5	8
3-Rescue & Emergency Medical Service Incident	1,005	1,012	1,056	1,151	1,177	1,443	1,261	1,158	5	7
4-Hazardous Condition	137	116	163	145	191	137	131	146	6	8
5-Service Call	199	383	139	237	262	215	224	237	0	9
6-Good Intent Call	207	208	182	134	184	226	224	195	5	9
7-False Alarm & False Call	169	204	166	201	230	186	241	200	5	7
8-Severe Weather & Natural Disaster	2	2	NA	NA	46	14	1	13	5	10
9-Special/Other	3	2	5	NA	4	7	4	4	5	10.8
Total	1,794	1,978	1,781	1,958	2,162	2,291	2,139	2,015	5	8

One method to gauge service demand is to look at the calls that occur during a given hour of the day during an extended period of time. Ridge-Culver averaged 0.23 calls during each hour during 2013 to 2019. Their busiest time of day is the afternoon (12 to 4 pm) reaching call rates over 0.35 per hour while the middle of the night drops to less than 0.10 for any given hour.

Figure 4. Ridge-Culver Average Calls for Service by Hour of the Day



Stations

RCFD operates from a single station at 2960 Culver Road. The building is approximately 19,000 square feet on 1.5 acres. The original building was built in 1963, it was substantially renovated in 2004. The station has six back in bays and opens directly onto Culver Road. The station has a day room with an area for the radio, a kitchenette, and work space for the staff. There is a small bunk room with space for six firefighters to sleep. The station has seven offices that are used by the career chief, volunteer officers, the commission and administrative support. There is also a large training and function room at the back of the station. The association maintains an office in the building. There is also a room available for some meetings and social activities in the basement.

In addition to the RCFD apparatus, the Monroe County Fire Bureau keeps a special operations truck with a focus on building collapse and a boat at the station that would be driven, on request, by the RCFD staff on a mutual aid basis.

Apparatus and Equipment

RCFD has replaced both its front line engine and quint in the last five years with new apparatus meeting current standards for safety and performance. The engine is typically the first due apparatus for most responses and is driven by the on duty career

staff. The quint is generally used when requested as mutual aid to another jurisdiction or as a second apparatus to a scene. The second engine and the rescue truck are typically operated by the volunteers. The squad is typically used for EMS only events.

Table 25. Ridge-Culver Apparatus

Type	Designation	Year	Manufacturer	
Quint	180	2017	Rosenbauer	109' Aerial, 1500 GPM pump, 500 gal tank, 5" x 500', 1.75" x 500', 2.5" x 300', multiple ladders, AED, TIC, Gas Meter
Engine	182	2020	Pierce	1500 GPM pump, 750 gal tank, 5" x 1000', 1.75" x 500', 2.5" x 400', multiple ladders, AED, TIC, Hydraulic Tool, Gas Meter, Class A Foam
Engine	183	2015	Rosenbauer	1500 GPM pump, 750 gal tank, 5" x 1000', 1.75" x 500', 2.5" x 400', multiple ladders, AED, TIC, Hydraulic Tool, Gas Meter
Rescue	188	1999	Salisbury	Hydraulic tool, 30k generator, 15 spare tanks
Squad	1817	2015	Ford	AED, EMS gear and SCBA.

In addition to the vehicles above, RCFD staffs 1C48 during most days from 0700 to 1700 for responses as a duty officer and also for EMS events. It has EMS gear, an AED and SCBA

RCFD has been keeping all required maintenance schedules for its firefighting equipment such as ladders, hoses and SCBAs. Career firefighters are issued two sets of turnout gear. Volunteer interior firefighters are all issued a set of turnout gear that is less than ten years old and there is a cache of spare gear to lend out as needed.

ISO Rating

RCFD was evaluated by the Insurance Services Office (ISO)³ in 2019 to determine the Public Protection Classification (PPC). RCFD received a rating of 3, which places it in the top 19% of fire departments in New York State. RCFD's ratings places only about six points below a score of 2. The department is well rated in many of the areas under its purview including engine companies, pumper capacity, deployment analysis and operational consideration. Areas where they might improve the score is in regards to company personnel and training. Company personnel could be enhanced through increased volunteer participation or expanding career staff. Training could be addressed through improved expanding the offerings to the volunteers and developing pre-plans of large structures. The risk reduction program is supervised by one of the career captains and is administered mostly by off-duty paid staff, working in a different title/pay rate, as well as some volunteers who work as CRR staff on an as-

³ A full description of the ISO program is in Appendix 1.

needed basis. Our program includes a Child Safety Seat installation and inspection, Community Blood Pressure check clinics at Senior housing locations, School fire-safety programs at all schools, including annual visits, Community standbys with static apparatus displays at the town farmers market, Smoke Detector/CO Detector program for residents and Social Media campaigns.

Table 26. Ridge-Culver ISO Rating

ISO Ratings	Available Credit	2019
Communications	10	7.86
Engine Cos.	6	5.67
Reserve Pumpers	0.5	0
Pump Capacity	3	3
Ladder Service	4	1.66
Reserve Ladder	0.5	0
Deployment Analysis	10	9
Company Personnel	15	7.48
Training	9	5.26
Operational Considerations	2	2
Water Supply	40	30.69
Divergences		-1.72
Risk Reduction	5.5	3.98
Total Credit	105.5	74.88

Sea Breeze Fire District

Overview

The Sea Breeze Fire District is the smallest district in Irondequoit and one of the smallest in New York. It is located in the north-easternmost corner of the town, bordered to Point Pleasant Fire District, Lake Ontario and in the six months of the year the bridge is open, the West Webster Fire District in Webster. The district operates out a single station at 4657 Culver Road that is more than 100 years old. The department is fully volunteer and responds to 0.8 calls per day, or about 280 per year. 2/3rds of calls are for EMS. Sea Breeze is the only department to operate an ambulance.

Volunteer Workforce

Sea Breeze has 40 volunteers that are active with the department and 70% of them are qualified as interior firefighters. They have ten EMTs and 1 CFR among their ranks. About a third of the volunteers are qualified to drive the large apparatus. The officer ranks include three lieutenants, two captains, an assistant chief and a chief. There is also an EMS captain and EMS lieutenant.

Training requirements for the firefighters include newer firefighters (under 5 years) participating in 24 drills annually and those beyond that in experience, 20 drills a year. They also need to participate in live fire training annually as well as fit testing. Firefighters must also have physicals done on an annual basis. In general, the department follows training guidelines put forth by the state.

Administration and Governance

SBFD is governed by a board of five fire commissioners that are elected for five years terms on a rotating basis. The commission has a part time treasurer that assists them in carrying out the financial duties of the district. The fire district had its own independent commissioners after it was created from a preexisting fire district governed by the Town Board in 2012. Prior to that time, the Town Board served as the commission for this fire district. Throughout the history of the district, the Sea Breeze Volunteer Fireman's Association has served as the provider of fire protection and EMS response.

Operating Budget

Only the last four years of budgets were made available for the study and previous years were not on file with the State Comptroller. Over the four years, the overall budget has risen 13%. The biggest increases are in the equipment/apparatus area and debt at 54% and 22%. Also, the expense related to the mandatory cancer insurance is also an addition to the budget. The rent paid to the SBVFA for the building has been steady at \$15,000 for last three years.

Table 27. Summary of Sea Breeze's Budget 2019 to 2020

	2017	2018	2019	2020
Income				
Grants	-	-	-	
Misc. Income	4,541	-	-	
Interest Income	-	-	-	
Sale of Assets	-	-	-	
Tax Levy	128,889	130,178	132,550	145,207
Total Income	133,430	130,178	132,550	145,207
Expenses				
Payroll Expenses	-	-	-	
Benefits	-	-	5,000	3,500
Retirement	-	-	-	-
Insurance	-	21,000	21,000	21,000
Equipment / Apparatus	-	31,200	31,100	46,100
Facilities	21,000	15,000	15,000	15,000

	2017	2018	2019	2020
Administrative	29,900	22,789	21,650	19,400
Training	16,000	6,200	5,200	5,700
FF / Fire Related	22,400	17,000	16,500	17,000
Supplies	6,000	6,100	4,250	4,250
Debt	17,000	10,889	12,850	13,257
Additions to Reserves	5,700	-	-	-
Total Expenses	128,889	130,178	132,550	145,207
Net Income	4,602	-		

Fiscal Situation

The only year for which there is a report on file with the NYS Comptroller for debt is 2017. The district began that year with \$58,989 in debt and paid \$9,387 during the year resulting in \$49,602 at the end of the year. According to the budget, the district has budgeted to pay an additional \$37,000 toward that debt over the last three fiscal years and interviews indicate they did not add to the debt.

For 2017, the NYS Comptroller lists a fire district unassigned fund balance of \$69,073. This is about 53% of the operating budget that year.

Tax Rate and Levy

The 2020 tax rate for SBFD is \$2.09 per thousand of assessed value, the lowest of all the fire districts service Irondequoit. The tax levy has increased by only \$30,000 during the last 5 years. The levy increases on average by 3% annually over the last five years.

Calls for Service

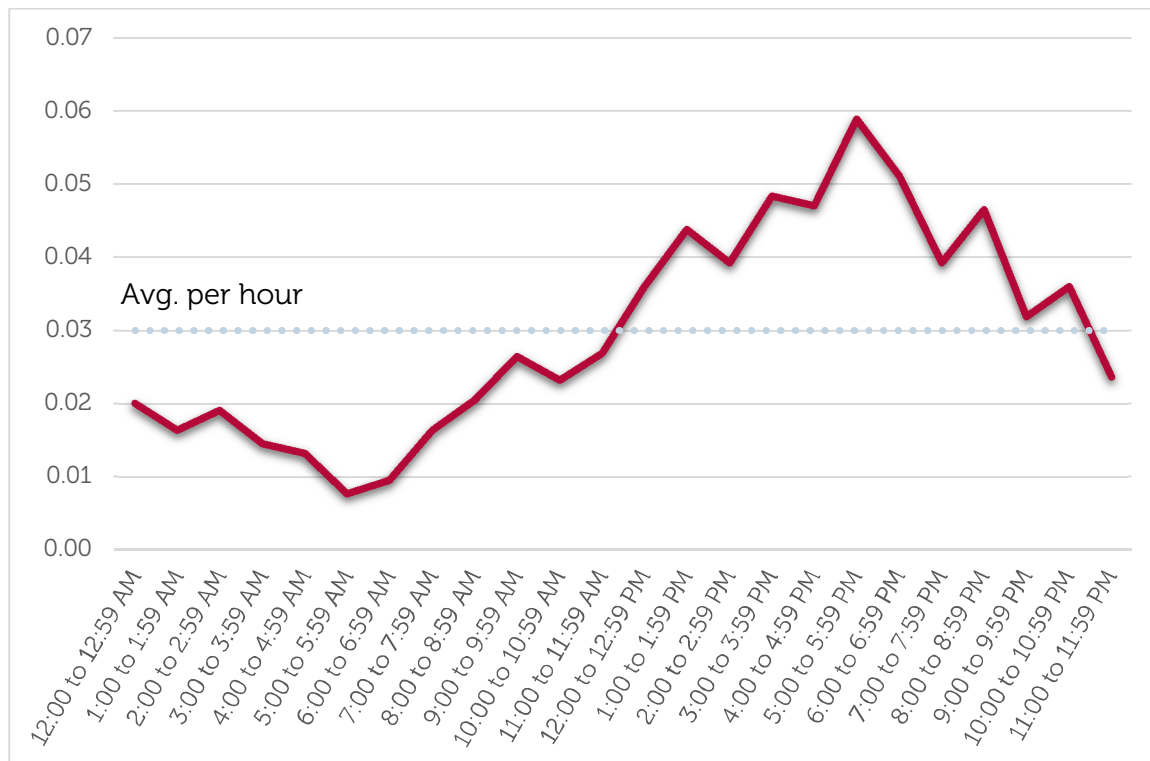
SBFD has averaged about almost 290 CFS over the last three full years with data available. The call volume has averaged slightly more than 260 CFS per year from 2013 to 2018, the least of all agencies in Irondequoit. Rescue and EMS responses makes up the largest category of calls (64%), followed by Good Intent Calls (11%). The response time average is 6 minutes, and 90 percent of calls are responded to in less than 8 minutes although a data entry error prevented analysis by call type. The district had a CFS rate of about 1.5 per 100 residents in 2018, up slightly from 1.0 per 100 residents in 2013.

Table 28. Sea Breeze Calls for Service by Type

	2013	2014	2015	2016	2017	2018	Avg	50th Percentile
1-Fire	2	16	22	11	13	27	15	6
2-Overpressure Rupture, Explosion, Overheat	NA	NA	NA	NA	1	1	1	1.5
3-Rescue & Emergency Medical Service Incident	132	157	186	134	188	203	167	6
4-Hazardous Condition	8	14	11	20	36	10	16	5
5-Service Call	18	20	17	25	24	23	21	6
6-Good Intent Call	14	13	45	90	12	9	30	0
7-False Alarm & False Call	7	NA	7	7	7	7	7	6
8-Severe Weather & Natural Disaster	5	3	NA	NA	2	NA	3	2
9-Special/Other	9	NA	NA	6	6	2	6	0
Total	195	223	288	293	289	282	262	5

One method to gauge service demand is to look at the calls that occur during a given hour of the day during an extended period of time. SBFD averaged 0.03 calls during each hour of the day. The busiest hours were in the mid to late afternoon into the early evening peaking at 0.06 calls in an hour. The calls tapered off during the overnight hours to 0.01 or lower.

Figure 5: Sea Breeze Average Calls for Service by Hour of the Day



Stations

SBFD operates out of a single fire station at 4657 Culver Road. The station was built in 1920 and had an expansion in 2006. The main station has two back in bays facing Culver Road that are used for the first due engine (195) and the ambulance. A third bay along the Nixon Road is used to store the hovercraft and extra supplies for the department. The expansion is effectively a pole barn that requires a person to leave the main building and walk outdoors several feet to access it. There are two additional back in bays that are used for the second due engine (194) and storage for the SBVFA. The entire building is about 9,000 square feet and is located on half an acre of land. There is a small ready room on the first floor near the apparatus bay, two administrative offices on the second floor, a large meeting room on the second floor and a third floor that is used for administrative offices and storage. There are no sleeping quarters in the station, although some are being added in 2020. There is no generator, gear wash, exhaust capture or security system.

Apparatus and Equipment

SBFD's first due engine is 13 years old and its other engine is over 25 years old. The newer apparatus was purchased with the assistance of a Federal Grant. The older apparatus was purchased used from another fire company. The district put about \$15,000 a year in a reserve fund for a new engine beginning in 2020.

Table 29. Sea Breeze Apparatus

Type	Designation	Year	Manufacturer	
Engine	195	2007	E-One	1500 GPM pump, 1000 gal tank, 5" x1000', 3" x 1000', multiple ladders, AED, TIC, Hydraulic Tool, Gas Meter, 20 spare air tanks
Engine	194	1994	Sutphen	2000 GPM pump, 500 gal tank, 5" x1000', 3" x 1000', multiple ladders, AED, TIC, Hydraulic Tool, Gas Meter, 10 spare air tanks
Hovercraft	196	1997	Hovertechnic	
Ambulance	199	2010	Ford	AED

The department has been keeping up to date with the equipment needs of modern firefighting such as properly certifying its hoses and ladders on regular basis, replacing turnout gear according to manufacturer's recommendations and testing all components of the SCBAs.

Ambulance Service

SBFD is the last remaining fire district based ambulance in Monroe County. As recently as 2010, both St. Paul and Point Pleasant operated BLS ambulance services. SBFD is prohibited by law from billing for its ambulance services. The ambulance is dispatched on all EMS calls and working fires. They have a memorandum of understanding with

the Irondequoit Volunteer Ambulance Service, Inc. (IVA), a combination career/volunteer paramedic service, to provide advanced life support services and cover calls they are not able to cover. IVA has an operating certificate for Advance Life Support for the Sea Breeze Fire District.

ISO Rating

SBFD reports they have a 4 rating from ISO. They did not provide the report for review.

St. Paul Blvd. Fire District

Overview

The St. Paul Boulevard Fire District (SPBFD) is located in the western portion of the town. It is bordered to the east by Point Pleasant and Ridge Culver, the south by Rochester, the north by Lake Ontario and the west by the Genesee River. SPBFD operates out of a single station on Cooper Road. The district is a combination fire department that has level staffing for the last decade, but has added career officers on each group. The department's budget has increased 17% in the last 5 years. The district responds to an average of 4.9 calls per day and 61% are related to EMS.

Career Workforce

SPBFD operates with a career workforce of 17. There are 12 firefighters, four lieutenants, and a captain. The line firefighters work in four groups with three firefighters and a lieutenant. The one captain works static days with a focus on overseeing the career staff and providing a command presence during his shift. All of the career firefighters are certified as EMTs.

In addition to the career firefighters, SPBFD employs a number of part time employees that assist with fire safety programs and conducting child passenger seat safety checks. SPBFD often recruits its career workforce from its volunteers. Seven of the most recent new hires in the department were previously volunteers.

Volunteer Workforce

SPBFD has 40 volunteers that are active with the department and half of them are qualified as interior firefighters. They have seven EMTs among their ranks. Only four of the volunteers are qualified to drive the large apparatus. The officer ranks include six lieutenants, three captains, an assistant chief and a chief.

Interior firefighters are required to participate in a minimum of 12 two hour long drills, receive physicals (based on NFPA recommendations) and fit testing to retain their qualifications. Other training for volunteers is scheduled based on plans established by a volunteer training officer to meet recommendations set forth by the state. SPBFD has established training standards for all the volunteer positions in the organization.

Administration and Governance

SPBFD has a part time administrator who is salaried at 18 hours per week, a part time treasurer salaried at 16 hours per week and a deputy treasurer at 22 hours per week. Together, they conduct many of the day to day management tasks for the district. The district is governed by five commissioners that are elected to five year terms on a rotating basis. The commission has had little turnover in recent years with many of the current commissioners serving for at least one full term prior to this election.

Operating Budget

Saint Paul's budget has grown by 17% from 2015 to 2020. It increased by \$0.6 million over the 6 years, from about \$3.2 million in 2015 to \$3.8 million in 2020. On a dollar basis the largest increases were in Payroll Expenses (\$320,000) and Benefits (\$70,000).

Table 30. Summary of St. Paul Blvd. Operating Budget 2015 to 2020

	2015	2016	2017	2018	2019	2020 Budget
Income						
Grants	3,000	-	5,000	4,000	2,500	-
Misc. Income	233,641	234,395	85,862	112,181	124,867	-
Interest Income	-	-	-	-	-	-
Sale of Assets	-	-	23,000	-	125,979	-
Tax Levy	3,220,909	3,211,897	3,384,544	3,453,401	3,523,964	3,611,493
Total Income	3,457,550	3,446,292	3,498,406	3,569,582	3,777,310	3,611,493
Expenses						
Payroll Expenses	1,671,224	1,526,992	1,507,719	1,601,951	1,863,950	1,959,987
Benefits	244,767	266,954	260,126	232,052	276,792	317,768
Retirement	27,465	310,794	499,504	261,359	2,395	290,000
Insurance	269,569	234,677	432,729	295,383	205,617	310,700
Equipment / Apparatus	135,384	154,394	207,893	829,825	233,012	296,414
Facilities	229,536	126,103	123,700	151,549	128,141	136,000
Administrative	109,709	68,128	61,325	33,048	67,914	104,400
Training	-	780	31,782	29,625	46,840	42,000
FF / Fire Related	53,708	4,403	61,817	80,256	51,906	88,195
Supplies	4,556	50,039	26,063	41,881	48,540	42,250
Debt	505,450	175,546	162,824	0		-
Additions to Reserves	-	-		0	-	225,000
Total Expenses	3,251,367	2,918,809	3,375,482	3,561,588	2,931,172	3,818,714

	2015	2016	2017	2018	2019	2020 Budget
Net Income	206,183	527,483	122,924	7,994	846,138	(207,221)

Fiscal Situation

SPBFD had no debt at the end of 2019. The most recent year they had debt was in 2017 as they paid off an installment loan on the quint.

Table 31. Summary of St. Paul's Debt

	2015	2016	2017	2018	2019
Beginning Balance	500,000	330,000	160,000	0	0
New Debt	0	0	0	0	0
Payments	170,000	170,000	160,000	0	0
Ending Balance	330,000	160,000	0	0	0

As of December 31, 2019, the total fund balance of the SPBFD was \$3.4 million dollars. Of this total, the use of \$2.4 million dollars was either assigned or restricted to three reserve funds: Repair reserve, Equipment replacement and the Facility improvement reserve fund. The balance of the recently created Facility reserve fund totals just under \$1.5 million dollars for use in future renovations to their facility. Unrestricted fund balance totaled \$770,365 which represented approximately 20% of the district's annual expenditures. Total fund balance as of the end of 2018 was \$2.9 million dollars.

Tax Rate and Levy

The 2020 tax rate for SPBFD is \$2.82 per thousand of assessed value, second highest of all the fire districts service Irondequoit. The tax levy has increased by about \$400,000 during the last 5 years. The levy increased, on average, 1 % a year over the last five years.

Calls for Service

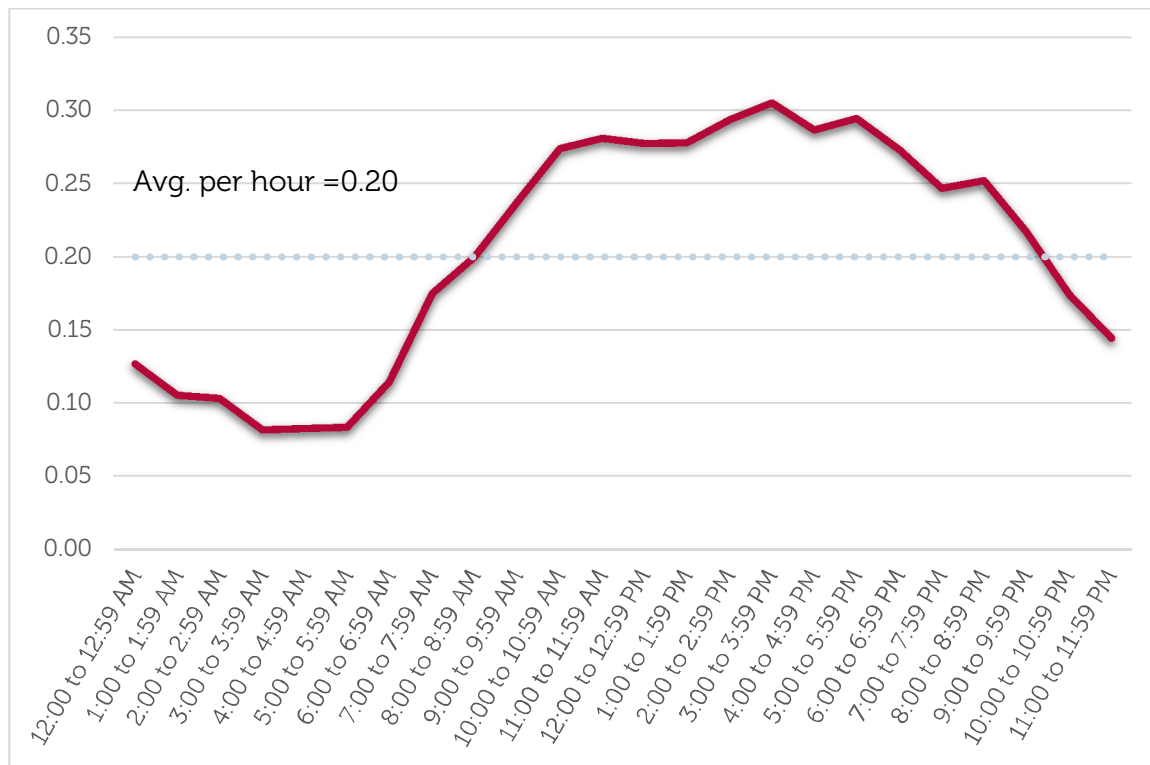
SPBFD has averaged about 1,900 CFS over the last three full years. The call volume has averaged around 1,800 CFS per year for the last 7 years, although it has varied as much as 23 percent in a given year. 61% of all the calls in the district are EMS responses. The district had a CFS rate of about 10 per 100 residents in 2019, up from 8.1 per 100 residents in 2013. The response time average is 4 minutes, 54 seconds and 90 percent of calls are responded to in less than 7 minutes. The following tables give a brief summary of the calls for service with more detail available in the appendix.

Table 32. St. Paul Blvd. Calls for Service by Type

	2013	2014	2015	2016	2017	2018	2019	Avg	50th Percentile	90th Percentile
1-Fire	76	55	44	69	53	65	44	58	5	7.67
2-Overpressure Rupture, Explosion, Overheat	4	6	3	2	2	2	NA	3	5	6
3-Rescue & Emergency Medical Service Incident	903	946	1,024	1,254	1,264	1,050	1,214	1,094	4.65	7
4-Hazardous Condition	150	162	134	167	219	117	128	154	5	7.44
5-Service Call	120	143	121	117	137	117	252	144	5	8
6-Good Intent Call	118	112	118	133	153	132	128	128	4.91	7.75
7-False Alarm & False Call	181	183	141	193	238	185	178	186	5	7
8-Severe Weather & Natural Disaster	13	1	NA	2	136	9	5	28	5	2,885
9-Special/Other	2	1	4	5	2	6	2	3	4.92	8.18
Total	1,567	1,609	1,589	1,942	2,204	1,683	1,951	1,792	4.9	7

One method to gauge service demand is to look at the calls that occur during a given hour of the day during an extended period of time. Over the seven years reviewed, SPBFD averaged 0.20 calls during each hour of the day. The busiest hours were in the mid to late morning into the early evening peaking at 0.31 calls in an hour. The calls tapered off during the overnight hours to 0.08 or lower.

Figure 6. St. Paul Blvd. Average Calls for Service by Hour of the Day



Stations

SPBFD operates out of a single fire station at 433 Cooper Road. The station was built in 1990 and has only had minor upgrades in the ensuing decades. There are six back in bays and one pull through bay at the station that is capable of holding all of the department's apparatus. Also, Monroe Ambulance is allowed to keep an ambulance at the station to help provide service to the district. The station is about 17,000 square feet on 3.5 acres of land. The building has five offices, a small conference room and a large training room. There is sleeping space for a crew of 4 in a bunk room and 3 murphy beds in one of the conference rooms. There is a day room and small kitchen area for use by the duty crews. There is a natural gas generator and a gear wash in the station. There is no exhaust capture system or security system for the building.

Apparatus and Equipment

SPBFD has replaced both its front-line engine and quint in the last six years with new apparatus meeting current standards for safety and performance. The newer engine is typically the first due apparatus for most responses and is driven by several of the on-duty career staff. The quint is generally staffed by one firefighter and is used for structure assignments or as a unit responding to a second call in the district.

Table 33. St. Paul Blvd. Apparatus

Type	Designation	Year	Manufacturer	
Quint	Q-150	2014	E-One	100' Aerial with bucket, 1750 GPM pump, 500 gal tank, 5" x 600', 1.75" x 700', 3"x400', multiple ladders, AED, TIC, Gas Meter
Engine	E-153	2018	Sutphen	1250 GPM pump, 500 gal tank, 5" x1000', 1.75" x 500', 3"x400', multiple ladders, AED, TIC, Hydraulic Tool, Gas Meter
Engine	E-152	2009	Rosenbauer	1500 GPM pump, 800 gal tank, 5" x1000', 1.75" x 800', 3"x600', multiple ladders, AED, TIC, Hydraulic Tool, Gas Meter
Rescue	R-158	2013	E-One	AED, TIC, Hydraulic Tool, Gas Meter, 20 spare SCBA tanks

SPBFD has been keeping all required maintenance schedules for its firefighting equipment such as ladders, hoses and SCBAs. Career firefighters are issued two sets of turnout gear. Volunteer interior firefighters are all issued a set of turnout gear. All gear is less than 10 years old.

ISO Rating

SPBFD was evaluated by the Insurance Services Office (ISO)⁴ in 2014 to determine the Public Protection Classification (PPC). SPBFD received a rating of 3, which places it in the top 19% of fire departments in New York State. SPBFD's ratings places it about six points below a score of 2. The department is well rated in many of the areas under its purview including engine companies, pumper capacity, ladder service and operational consideration Areas where they might improve the score is in regards to company personnel and training. Training could be addressed through improved expanding the offerings to the firefighters and developing pre-plans of large structures. Additionally, SPBFD received no credit for inspection and flow testing under the water supply category.

Table 34. St. Paul Blvd. ISO Rating

ISO Ratings	Available Credit	2014
Communications	10	7.16
Engine Cos.	6	5.4
Reserve Pumpers	0.5	0.29
Pump Capacity	3	3
Ladder Service	4	4
Reserve Ladder	0.5	0
Deployment Analysis	10	6.8
Company Personnel	15	10.89
Training	9	1.51

⁴ A full description of the ISO program is in Appendix X.

ISO Ratings	Available Credit	2014
Operational Considerations	2	2
Water Supply	40	31.29
Divergences		-2.09
Risk Reduction	5.5	3.67
Total Credit	105.5	73.92

Section IV: Calls for Service Comparison

Long Term Trends

The number of calls for service in Irondequoit increased slightly over the last seven years. In 2013 through 2015, the fire districts responded to about 5,000 calls for service. In 2016, that number increased by roughly 500, and has remained at that level through 2019. 2017 was an outlier year as the windstorm in March caused a spike in the calls for service. All Irondequoit agencies experience an increase in the volume of calls over the time period analyzed. In total, the agencies responded to about 15 calls per day on average.

Figure 7. Total Calls for Service by Year

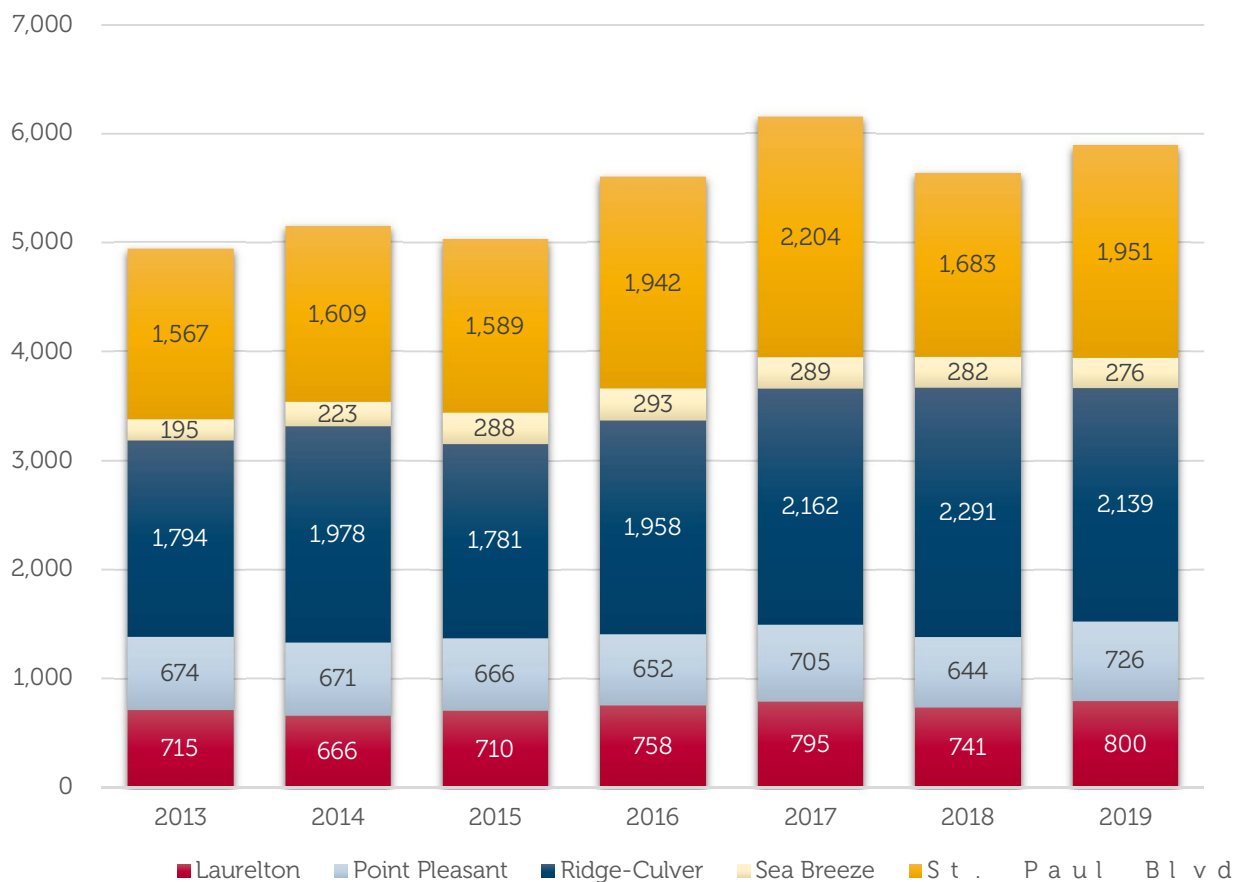


Table 35. Annual Calls for Service and Response Time Percentiles

Agency	2013	2014	2015	2016	2017	2018	2019	Avg	50th Percentile	90th Percentile
Laurelton	715	666	710	758	795	741	800	741	5	7
Point Pleasant	674	671	666	652	705	644	726	677	6	10
Ridge-Culver	1,794	1,978	1,781	1,958	2,162	2,291	2,139	2,015	5	8
Sea Breeze*	195	223	288	293	289	282	276	262	5	9
St. Paul Blvd	1,567	1,609	1,589	1,942	2,204	1,683	1,951	1,792	4.9	7

* 2019 calls for service were not provided by Sea Breeze

Agency Comparisons

Looking at the call volume for three recent years, the five fire districts have a similar composition of calls for service, with the exception of Hazardous Conditions calls for Laurelton. This category made up 15% of their total call volume. Other agencies had about 8% of their calls in this category. Most of the calls are for Rescue and EMS incidents. They make up 51% to 67% of the call volume for an agency. Sea Breeze operates the only ambulance among the five fire districts and is dispatched to all EMS calls in the district. Other fire departments only responded to those deemed life threatening.

Table 36. Summary Calls for Service – Annual Average 2017-2019

NIFRS Incident Type Group	Laurelton	Point Pleasant	Ridge-Culver	Sea Breeze*	St. Paul Blvd
1-Fire	46	35	59	17	58
2-Overpressure Rupture, Explosion, Overheat	2	1	10	1	2
3-Rescue & Emergency Medical Service Incident	393	458	1,258	175	1,196
4-Hazardous Condition	120	37	151	22	158
5-Service Call	51	27	234	24	156
6-Good Intent Call	74	65	192	37	136
7-False Alarm & False Call	76	46	214	7	198
8-Severe Weather & Natural Disaster	15	11	20	2	38
9-Special/Other	1	3	5	5	4
Total	778	682	2,144	290	1,946

* 2019 calls for service were not provided by Sea Breeze

Response Times

Response times provide glimpse into the operations of a fire department and are helpful for the public and agencies to evaluate the service they receive. However, measuring response times does not provide a full picture of how a department performs and can be akin to only measuring a person's height to evaluate how healthy they are while ignoring weight, pulse, temperature and blood pressure. For this report, we used data provided by the NFIRS reports. The response time is calculated from the time the call was dispatched to the agency to the time the first unit arrived on the scene. The first apparatus could be a chief's vehicle, engine, quint or other type of

apparatus. In addition to the response times here, there is a typical 90 second time to process the call at the Emergency Communications Department.

Table 37 presents the 50th percentile or median response time. The grid shows the time at which half of calls had longer response times and half of calls had shorter response times.

Table 37. 50th Percentile Response Time by Agency and Type of Call

NIFRS Incident Type Group	Laurelton	Point Pleasant	Ridge-Culver	Sea Breeze	St. Paul Blvd
1-Fire	5	5	5	6	5
2-Overpressure Rupture, Explosion, Overheat	6	8	5	1.5	5
3-Rescue & Emergency Medical Service Incident	5	7	5	6	5
4-Hazardous Condition	5	6	6	5	5
5-Service Call	5	6	0	6	5
6-Good Intent Call	5	5	5	0	5
7-False Alarm & False Call	5	7	5	6	5
8-Severe Weather & Natural Disaster	5	0	5	2	5
9-Special/Other	6	5	5	0	5

Table 38 presents the 90th percentile response time. The grid shows the time at which nine out of ten calls had shorter response times than that which is shown. This analysis is recommended by the NFPA Standard 1720⁵ for fire department operations. The goal to have an initial first alarm assignment on scene of a fire in 8 minutes 90% of the time for volunteer and combination departments in suburban areas is based on NFPA 1720 guidance.

Table 38. 90th Percentile First Unit Response Times by Agency and Type of Call

NIFRS Incident Type Group	Laurelton	Point Pleasant	Ridge-Culver	St. Paul Blvd
1-Fire	7	12	9	7.67
2-Overpressure Rupture, Explosion, Overheat	7	10	8	6
3-Rescue & Emergency Medical Service Incident	7	10	7	7
4-Hazardous Condition	8	11	8	7.44
5-Service Call	11	12.7	9	8
6-Good Intent Call	9	10	9	7.75
7-False Alarm & False Call	8	11	7	7

⁵ See Appendix 1 for explanation of NFPA Standards

NIFRS Incident Type Group	Laurelton	Point Pleasant	Ridge-Culver	St. Paul Blvd
8-Severe Weather & Natural Disaster	15.2	3.3	9.6	Excl*
9-Special/Other	6	8.7	10.8	8.18

A data entry error with multiple Sea Breeze records prevented an analysis of 90th percentile by call type. For their total volume in 2019 and 2020, they responded to 90% 8 minutes or less.

People on Scene

Data from the districts was used to evaluate the average people on the scene of different types of calls based. As expected, Fire and Severe weather incidents involve more personnel than other types that are typically handled by a single company. Sea Breeze did not provide data sufficient for analysis, but reports that they have 4 or 5 on scene per fire call. In 2019, Ridge Culver and St. Paul typically had 3 or 4 paid staff on duty, while Laurelton had one firefighter on duty. Point Pleasant also typically had one or two paid firefighters during most hours.

Table 39. Average People on Scene by Call Type (2019)

NIFRS Incident Type Group	Laurelton	Point Pleasant	Ridge-Culver	St. Paul Blvd
1-Fire	8.2	9.3	9.5	8.8
2-Overpressure Rupture, Explosion, Overheat	3.5	NA	8	NA
3-Rescue & Emergency Medical Service Incident	4.9	4.9	4.7	5.2
4-Hazardous Condition	6.1	7.1	5.3	6.5
5-Service Call	4.6	5.1	4	5
6-Good Intent Call	4.9	6.4	5.6	5.6
7-False Alarm & False Call	5	5.9	4.9	5.4
8-Severe Weather & Natural Disaster	5.9	11.5	4	14.6
9-Special/Other	NA	7.7	3.8	2
Average	5.2	5.5	4.9	5.4

Mutual Aid

The NFIRS reports record if mutual aid was given or received on a call. This could be for additional units to mitigate an incident such as a fire or because the requesting department was unavailable. In fact, every department requests mutual aid automatically for structure fires. Giving and Receiving Mutual Aid makes up 11% of the annual call volume. There is considerable variation between the fire districts in both the amount of aid they give and the amount they receive. The data used for this analysis did not indicate which departments gave or received the aid, only that it was exchanged with another department. 82 percent of Sea Breeze's aid is related to EMS calls and the dispatch of advanced life support.

Table 40. Average Calls by Type of Mutual Aid (2013-2018)

Agency	Given		No Aid Given or Received		Received	
Laurelton	28	4%	692	95%	10	1%
Point Pleasant	83	12%	579	87%	6	1%
Ridge-Culver	97	5%	1,845	93%	52	3%
Sea Breeze*	17	7%	157	60%	88	33%
St. Paul Blvd	81	5%	1,621	92%	64	4%
*Includes EMS Calls						

Mutual Aid Received

LFD, PPF, RCFD and SPBFD receive mutual aid on between 1% and 7% of their calls. Sea Breeze Fire District has a significantly larger share of calls receiving mutual aid because of the classification of advanced life support as mutual aid. 82% of their mutual aid events are for EMS calls, mostly for ALS requests. If mutual aid for EMS events is excluded, Sea Breeze receive aid for about 20% of non EMS calls.

Table 41. Mutual Aid Received by Year and Agency

Agency	2013	2014	2015	2016	2017	2018	Avg	Percent over six years
Laurelton	14	6	18	13	7	5	10	1%
Point Pleasant	12	10	6	3	5	3	6	1%
Ridge-Culver	98	53	27	29	47	60	52	3%
Sea Breeze*	69	42	95	124	115	80	88	33%**
St. Paul Blvd	106	52	56	62	54	53	64	4%
*Includes ALS for ambulance calls								
** For non EMS calls, SBFD received aid on about 20% of events								

Table 42. Mutual Aid Received by Time of Day and Agency

	Laurelton	Point Pleasant	Ridge-Culver	Sea Breeze*	St. Paul Blvd
00:00-07:59	2	8	46	112	58
08:00-15:59	27	12	135	217	166
16:00-23:59	34	19	133	196	159
*Includes all request ALS for Sea Breeze ambulance calls					

Table 43. Mutual Aid Received by Type and Agency

NIFRS Incident Type Group	Laurelton	Point Pleasant	Ridge-Culver	Sea Breeze	St. Paul Blvd
1-Fire	24	19	78	8	102
2-Overpressure Rupture, Explosion, Overheat	1	NA	5	NA	8
3-Rescue & Emergency Medical Service Incident	9	7	98	429*	88
4-Hazardous Condition	16	3	37	4	49
5-Service Call	3	3	24	5	46
6-Good Intent Call	9	6	64	77	68
7-False Alarm & False Call	1	1	8	1	20
8-Severe Weather & Natural Disaster	NA	NA	NA	NA	1
9-Special/Other	NA	NA	NA	1	1
*Includes ALS for ambulance calls					

Mutual Aid Given

Point Pleasant fire district tends to provide more mutual aid than any other agency on a percentage of all calls basis at 12% of their calls being a request from a neighboring department. This more than double a percentage than any other district.

Table 44. Mutual Aid Given by Year and Agency

Agency	2013	2014	2015	2016	2017	2018	Avg	% of Calls
Laurelton	39	19	10	18	37	46	28	4%
Point Pleasant	108	110	77	49	57	96	83	12%
Ridge-Culver	108	95	102	100	78	97	97	5%
Sea Breeze	37	21	12	9	15	9	17	6%
St. Paul Blvd	118	81	59	81	63	82	81	4%

Calls for Service per Resident

Calls for Service per resident vary significantly between the fire districts. Sea Breeze has the highest concentration (about 22 per 100 residents) driven by the fact that all EMS calls are included in this district. The following table summarizes the calls for service per 100 residents:

Table 45. Calls per 100 Residents by Agency and Year

Agency	2013	2014	2015	2016	2017	2018	2019	Average
Laurelton	8.1	7.6	8.1	8.6	9.0	8.4	9.1	8.4
Point Pleasant	12	12	12	12	13	12	13	12.3
Ridge-Culver	12	13	12	13	15	15	14	13.5
Sea Breeze*	16	18	24	24	24	23	23	21.5
St. Paul Blvd	8.1	8.3	8.2	10	11	8.7	10	9.3

Fire Incidents in Irondequoit

The Town of Irondequoit averages about 23 unique building fire calls for service by year. Most of the calls tend to be in the Ridge-Culver fire district. This data was drawn from the NFIRS reports and comparing addresses and times of calls for all districts to identify the unique incidents. The response times are for the first unit as recorded by the district on the NFIRS.

Table 46. Unique Building Fire Incidents

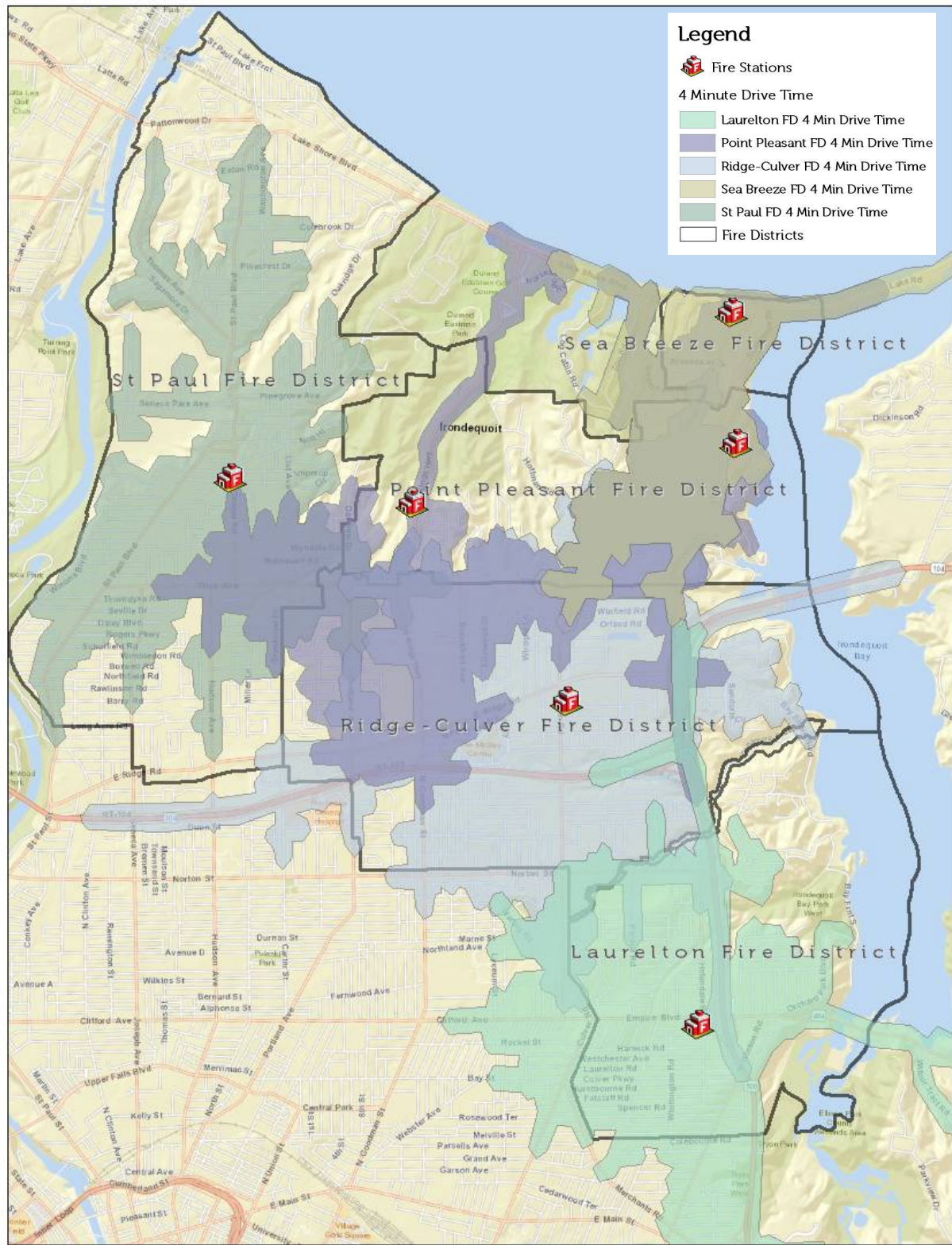
Agency	2013	2014	2015	2016	2017	2018	Avg	Response Time 50th Percentile	Response Time 90th Percentile
Laurelton	1	2	2	5	1	NA	2	4	6
Point Pleasant	3	2	2	2	2	1	2	4	6
Ridge-Culver	8	9	10	12	13	9	10	5	6
Sea Breeze	1	2	1	1	2	4	2	6	11
St. Paul Blvd	8	11	6	4	7	6	7	4	6

Calls for Service Distribution

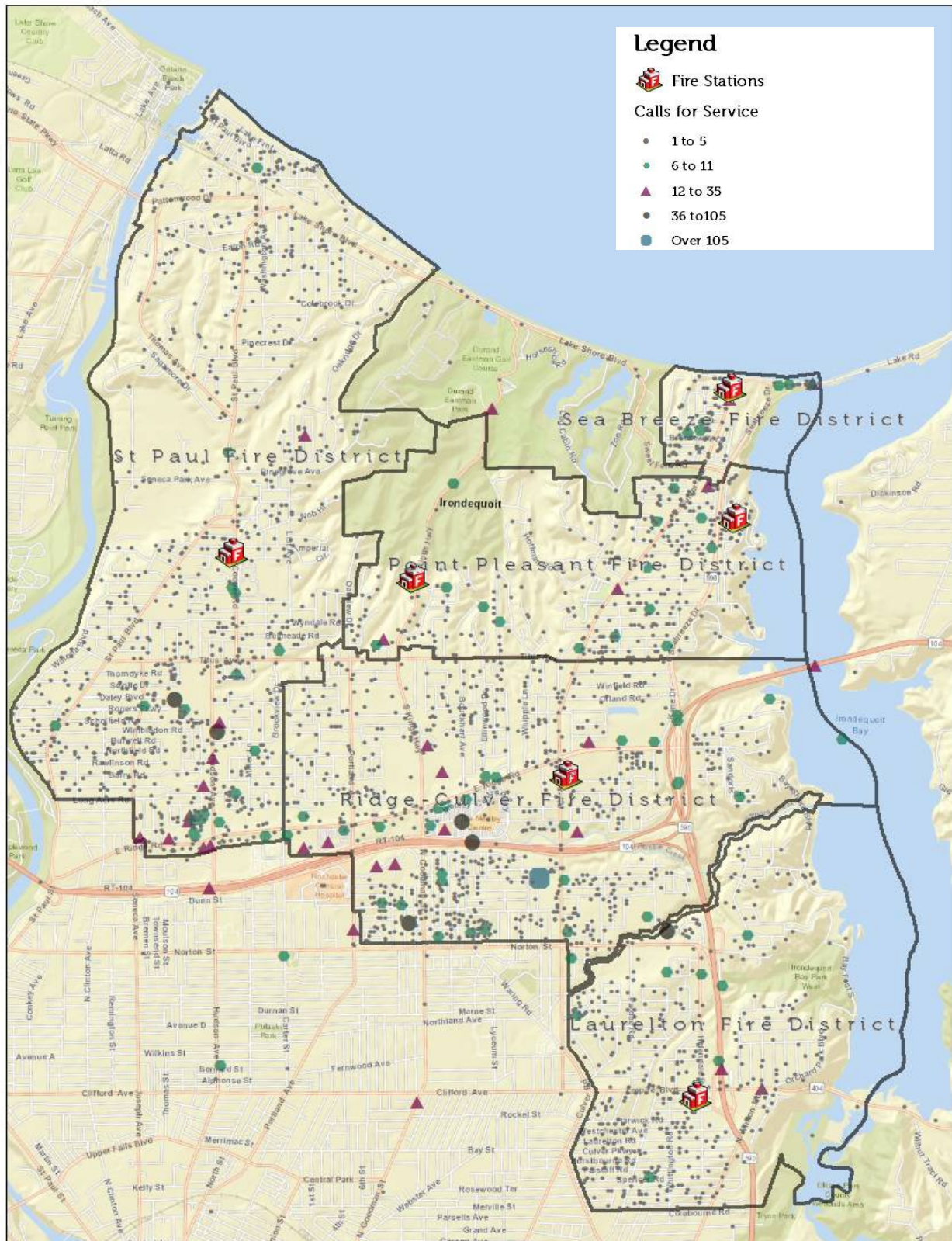
The maps on the following pages indicate the approximate locations of calls for the Town and then for each of the fire districts.

The Map 1 shows the four minute drive time for each of the five fire districts and six stations as different shaded covers. Map 2 shows the locations of calls in the town in 2018. Locations with multiple calls are shown with different symbols and colors. Map 3 plots out the locations of incidents identified as Fires using the NFIRS reports.

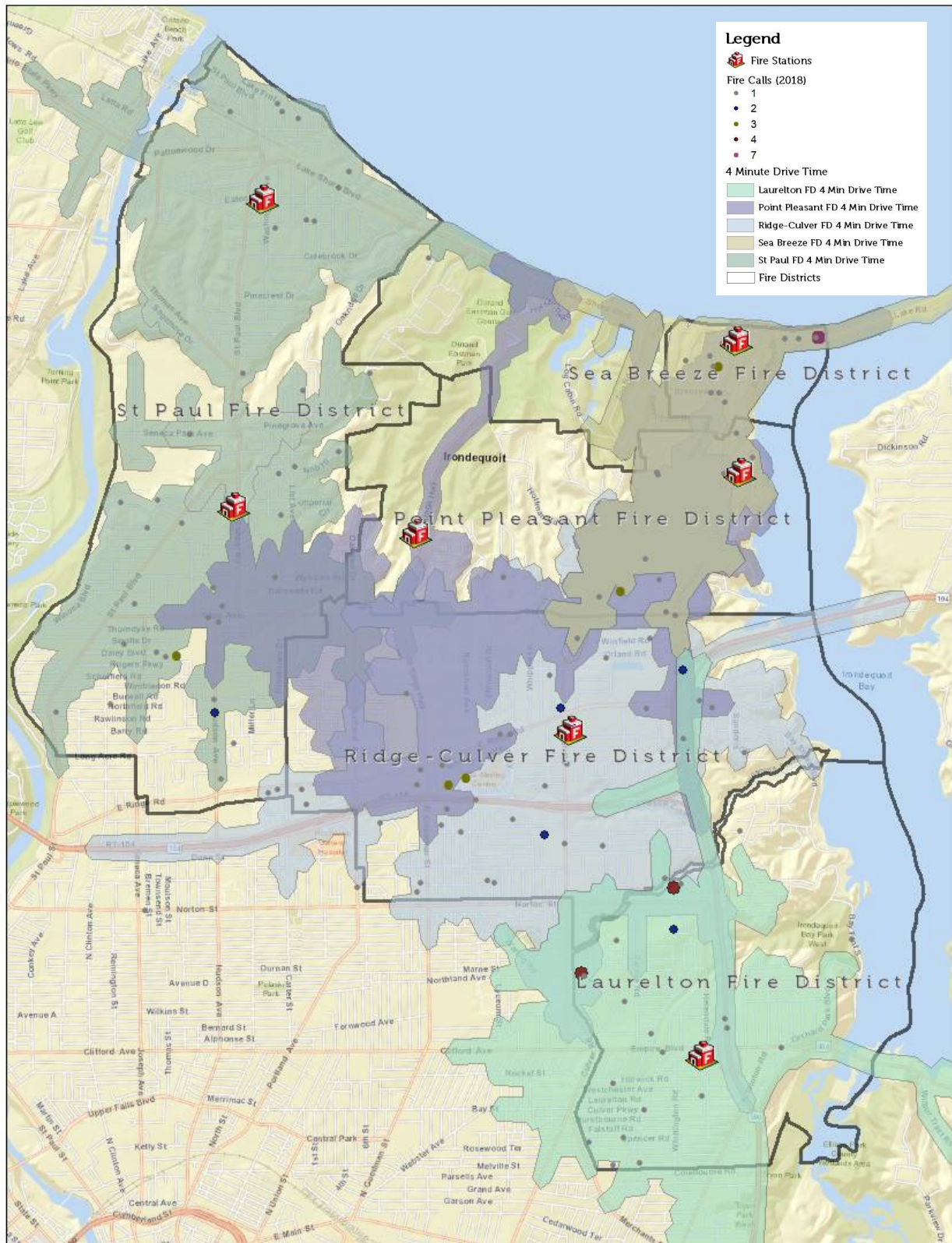
Map 1. Four Minute Drive Distance



Map 2. Locations of Calls in 2018



Map 3. Locations of Fires and 4 Minute Drive Distance, 2018



Section V: Workforce Survey

Survey of Irondequoit Firefighters

As part of the study, CGR distributed a survey to all active fire personnel in the Town of Irondequoit. The goal of the survey was to gain a broader perspective on the ideas and concerns of Irondequoit firefighters by gathering and analyzing individual responses and opinions on a number of issues.

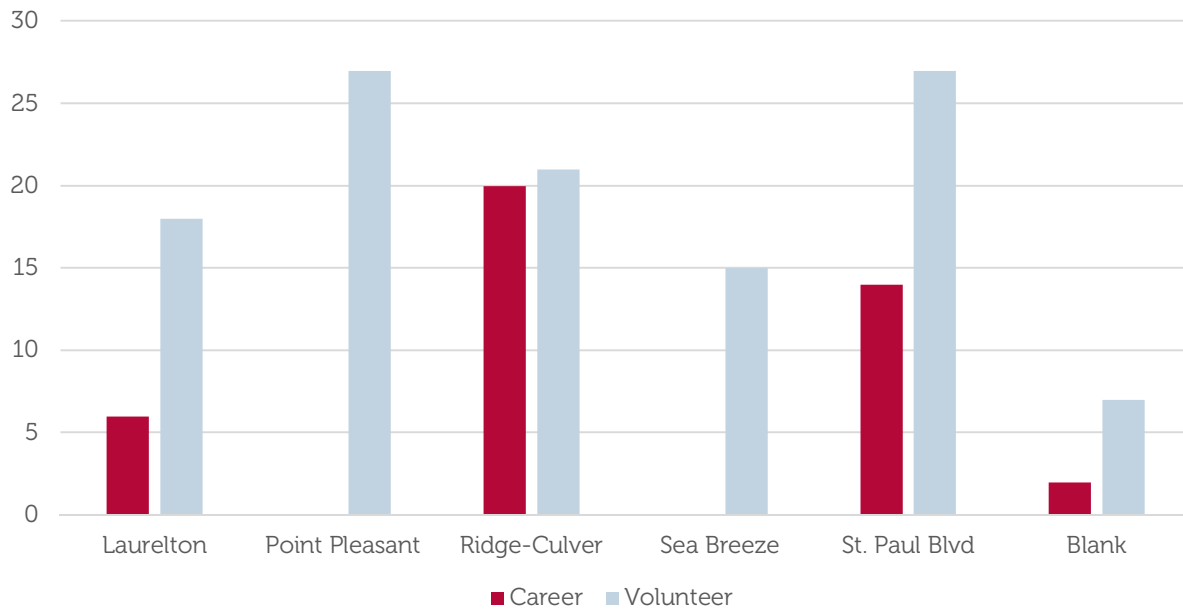
The survey was made available online via SurveyMonkey and departments were given links to share with their members. 155 active firefighters responded to the survey.

As some questions were just for volunteer or career firefighters, and because not every respondent chose to answer every question, the results of an individual question represent only those who answered it, not every person who took the survey. Therefore, totals on most questions are less than 155 and the information on demographics presented below does not represent every firefighter in Irondequoit.

Career/Volunteer Split

Forty-two respondents, 27% of the sample, were career firefighters. 115 respondents, 73%, were volunteer firefighters. Three firefighters identified as both career and volunteer firefighters.⁶

⁶ Because of this double-identity, some overall totals will be one or two less than the combined total career and volunteer responses.

Figure 8. Career/Volunteer Splits by Department

Volunteer Staff: Length of Service, Year Joined, and Age

Volunteers: Length of Service

Volunteers were asked how many years they had been in the fire service, including time outside of their current department. The average length of service for all volunteer respondents in the Town of Irondequoit is 20 years, with the respective averages being 29 years for Laurelton, 22 years for Point Pleasant, 14 years for Ridge-Culver, 12 years for Sea Breeze and 21 years for St. Paul Boulevard.

Table 47. Volunteer Length of Service by Department

Years of Service	Laurelton	Point Pleasant	Ridge-Culver	Sea Breeze	St. Paul Boulevard
Average	28.9	22.4	14.1	12.4	20.8
Min	1	1	2	3	4
Max	72	50	45	25	52

Volunteers: Year Joined

About 46% of the volunteer respondents have joined in the last 10 years while 25% joined prior to 1990.

Table 48. Year Volunteer Staff Joined by Department

Volunteer Staff: Year Joined	Laurelton	Point Pleasant	Ridge-Culver	Sea Breeze	St. Paul Boulevard
Before 1990	6	10	3	4	3
1990s	1	1	0	2	3
2000 to 04	3	2	0	1	4
2005 to 09	5	1	1	4	3
2010 to 14	2	4	8	4	6
2015 to 19	1	7	9	3	4

Volunteers: Age Distribution

Of the respondents who indicated their age, none were below 20 years old and 38% are over the age of 50.

Table 49. Volunteer Age Distribution by Department

Volunteer Age Range	Laurelton		Point Pleasant		Ridge-Culver		Sea Breeze		St. Paul Boulevard		All Departments	
20-29	3	18%	8	36%	4	21%	5	36%	1	4%	21	21%
30-39	0	0%	2	9%	6	32%	2	14%	7	27%	17	17%
40-49	1	6%	2	9%	5	26%	3	21%	3	12%	14	14%
50-59	5	29%	5	23%	2	11%	3	21%	7	27%	22	22%
60-69	4	24%	1	5%	2	11%	0	0%	4	15%	11	11%
70+	1	6%	2	9%	0	0%	0	0%	2	8%	5	5%
I choose not to answer	3	18%	2	9%	0	0%	1	7%	2	8%	8	8%
Total answered	17		22		19		14		26		98	

Forty-seven volunteers who responded have joined Irondequoit fire departments since 2010. Of the 42 who answered a question about their age, 16 are in their 20s, 12 are in their 30s, 7 are in their 40s, and 7 are in their 50s.

Volunteers: Interior Certification

Seventy-seven percent of volunteer respondents have interior certification.

Table 50. Interior Certification of Volunteers by Department

Interior certification	Laurelton		Point Pleasant		Ridge-Culver		Sea Breeze		St. Paul Blvd	
Yes	12	67%	19	70%	18	86%	13	87%	21	78%
No	6	33%	8	30%	3	14%	2	13%	6	22%
Total	18		27		21		15		27	

Volunteers: Recruitment and Retention

Volunteers: Recommend Service to a Friend

Overall, more than 90% of all volunteer respondents would recommend volunteer fire service to a friend.

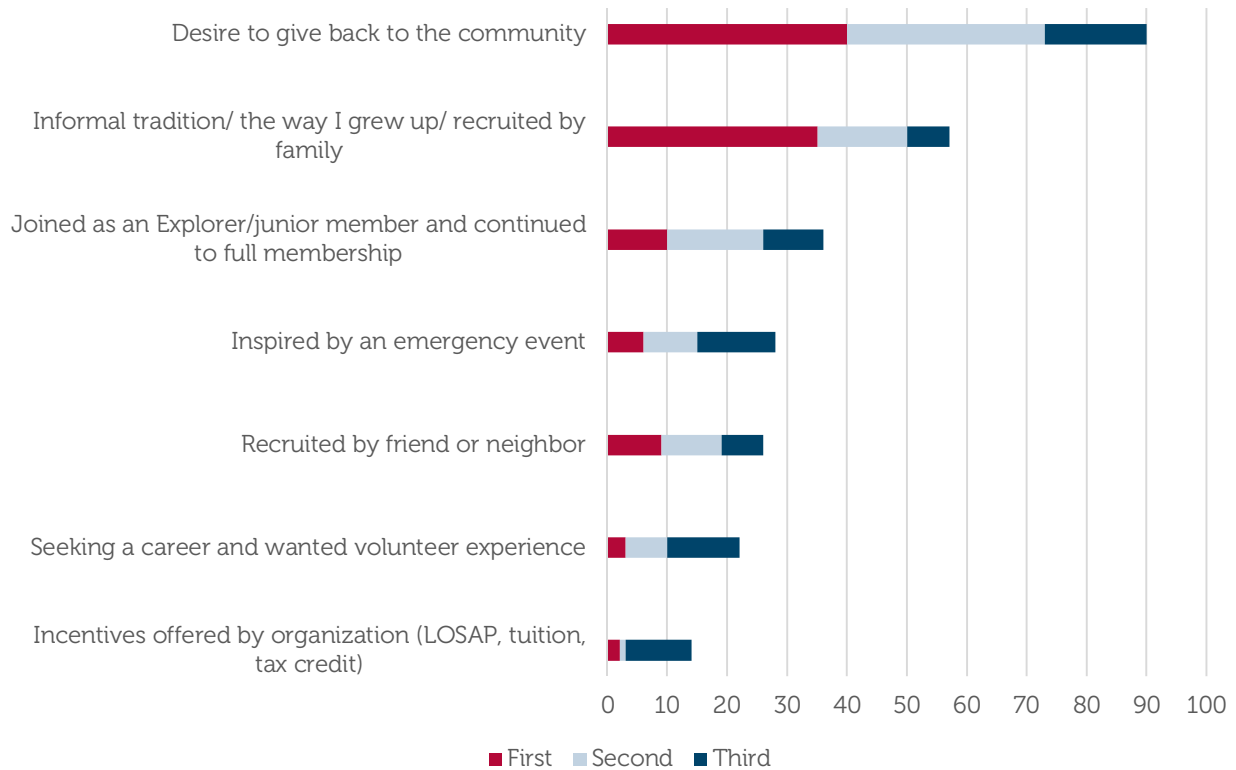
Table 51. Volunteers Recommend Service to a Friend by Department

Recommend service to a friend	Laurelton		Point Pleasant		Ridge-Culver		Sea Breeze		St. Paul Blvd	
Very likely	14	78%	24	89%	9	43%	14	93%	17	63%
Somewhat likely	2	11%	2	7%	8	38%	1	7%	7	26%
Neither likely nor unlikely	1	6%	1	4%	0	0%	0	0%	1	4%
Somewhat unlikely	0	0%	0	0%	1	5%	0	0%	1	4%
Very unlikely	1	6%	0	0%	3	14%	0	0%	1	4%
Total	18		27		21		15		27	

Volunteers: Why You Began Volunteering

Volunteers were asked to rank the top three reasons they began volunteering from a set of options. "Desire to give back to the community" was the top choice with 40 first-choice rankings and 90 top-three rankings, and "Incentives offered by the organization", such as LOSAP or tax credits, was rated at as the bottom choice with only 2 first-choice rankings and 14 top three rankings.

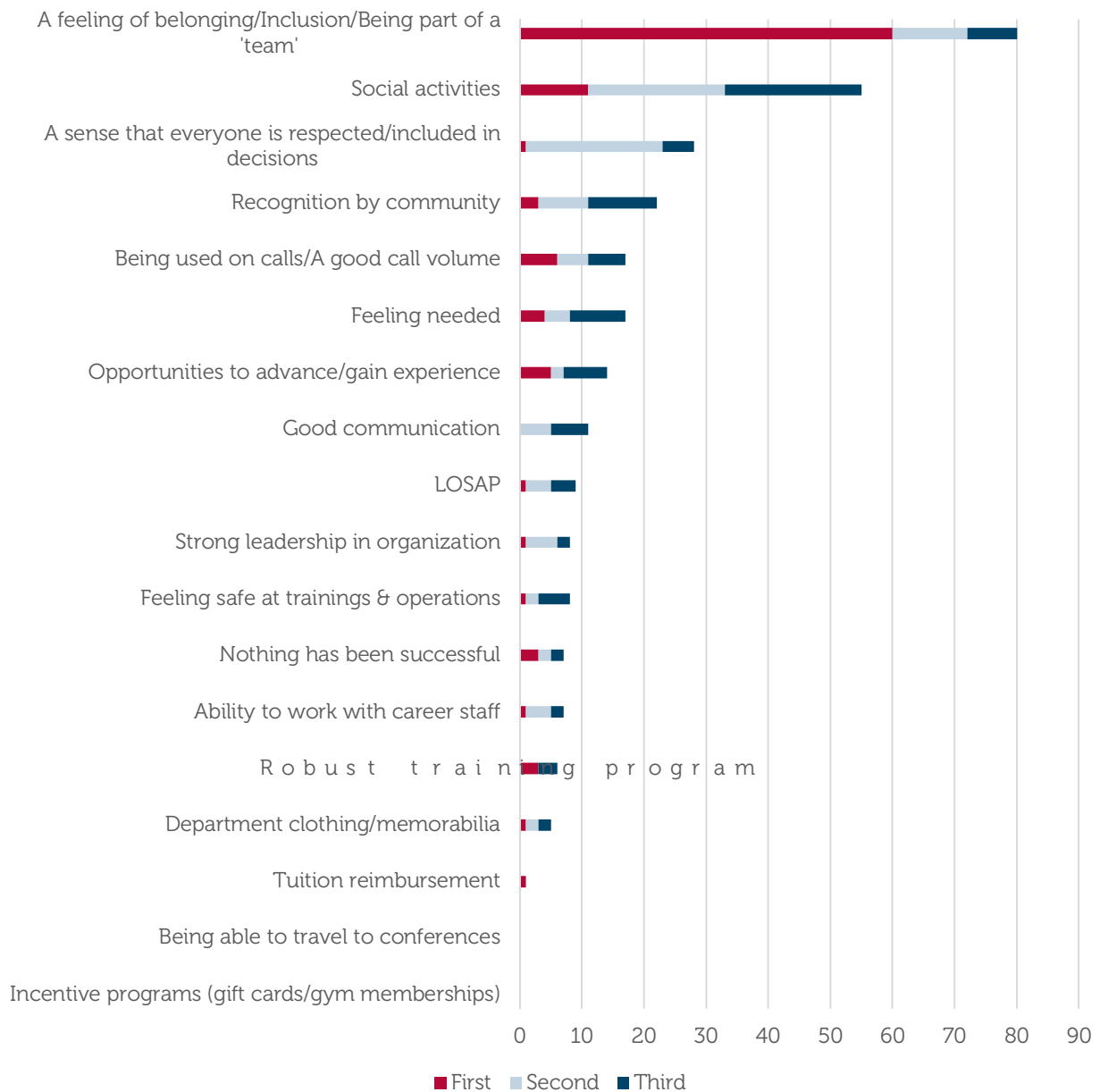
Figure 9. Volunteers: Top 3 Reasons Began Volunteering



Volunteers: Retention

Volunteers were asked to rank, from a set of options, the top three actions that have proven successful in retaining volunteers. The top choice was “A feeling of belonging/Inclusion/Being part of a ‘team’,” with 60 first-choice rankings, and 80 top-three rankings in total. The two lowest ranked options were “Being able to travel to conferences” and “Incentive programs (gift cards/gym membership),” neither of which received any choice rankings.

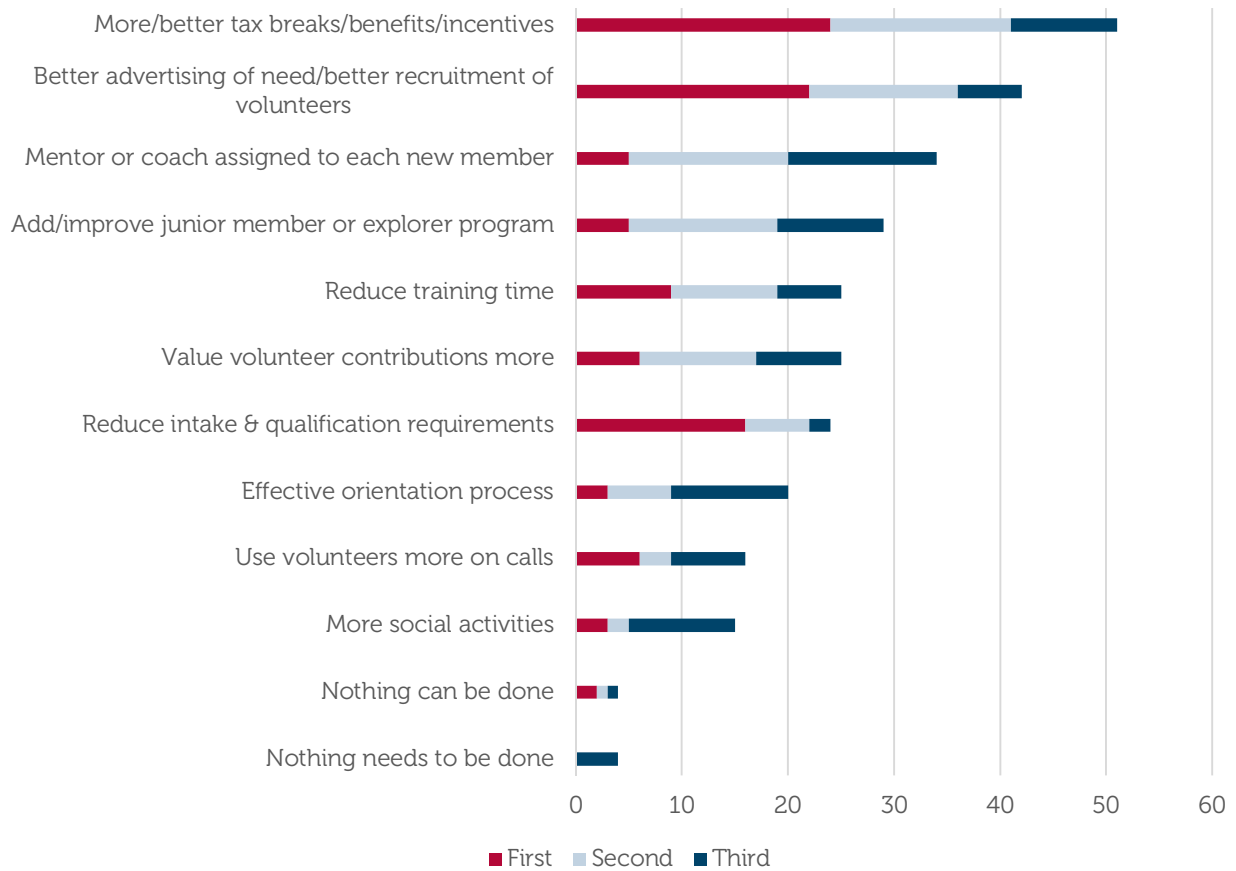
Figure 10. Volunteers: Top 3 Volunteer Retention Actions



Volunteers: Improving Recruitment

Volunteers were asked to rank the top three ways to improve recruitment of new volunteers from a set of options. The top choice was “More/better tax breaks/benefits/incentives,” with 24 first-choice rankings, and 51 top-three rankings in total. The lowest ranked option was “nothing needs to be done,” with four third-choice rankings.

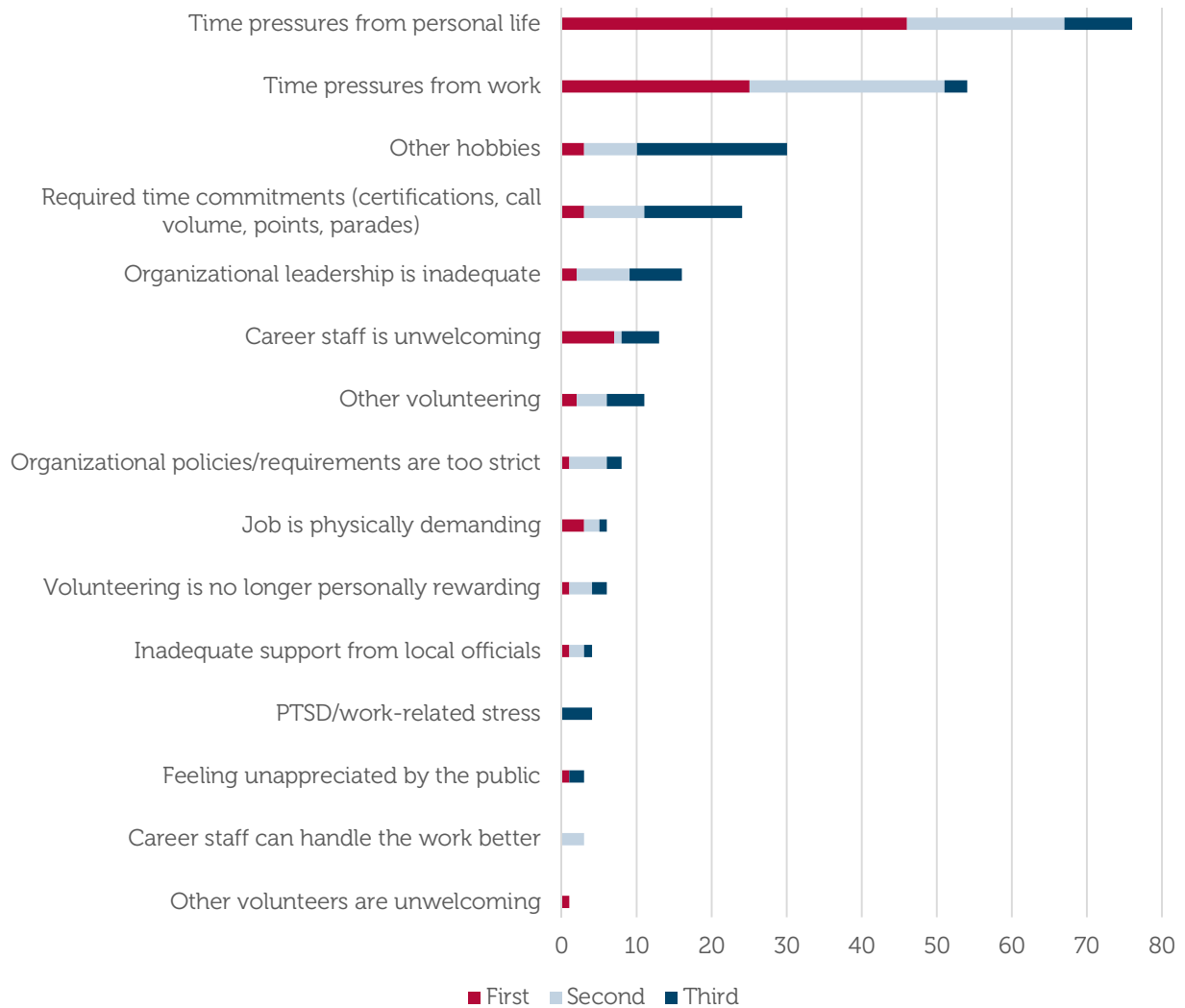
Figure 11. Volunteers: Top 3 Ways to Improve Recruitment



Volunteers: Barriers to Giving More Time

Volunteers were asked to rank the top three barriers to giving more time as a volunteer. The top choice was "Time pressures from personal life," with 46 first-choice rankings, and 76 top-three rankings in total. The lowest ranked barrier was "Other volunteers are unwelcoming," with one first-choice ranking.

Figure 12. Volunteers: Top 3 Barriers to Giving More Time



Volunteers: Likelihood of Continuing

Volunteers were asked how likely they were to continue volunteering over the next five years. 69% were somewhat or very likely to continue, 12% were unsure and 19% were some or very unlikely to continue.

Table 52. Likelihood of Volunteers Continuing by Department

Continue volunteering over next 5 years	Laurelton		Point Pleasant		Ridge-Culver		Sea Breeze		St. Paul Blvd	
Very likely	7	41%	17	63%	6	32%	12	86%	15	56%

Somewhat likely	1	6%	3	11%	6	32%	0	0%	5	19%
Neither likely nor unlikely	3	18%	3	11%	1	5%	2	14%	3	11%
Somewhat unlikely	1	6%	0	0%	2	11%	0	0%	3	11%
Very unlikely	5	29%	4	15%	4	21%	0	0%	1	4%
Total	17		27		19		14		27	

Volunteers: Likelihood of Continuing if Paid Staff Added

Volunteers were asked how likely they were to continue volunteering at their current level if paid staff were added. 52% were somewhat or very likely to continue, 17% were unsure and 32% were some or very unlikely to continue.

Table 53. Likelihood of Volunteers Continuing if Paid Staff Added by Department

Continue volunteering over next 5 years	Laurelton		Point Pleasant		Ridge-Culver		Sea Breeze		St. Paul Blvd	
Very likely	4	25%	9	35%	6	33%	4	29%	10	37%
Somewhat likely	2	13%	2	8%	8	44%	0	0%	7	26%
Neither likely nor unlikely	7	44%	3	12%	2	11%	2	14%	3	11%
Somewhat unlikely	1	6%	3	12%	1	6%	0	0%	4	15%
Very unlikely	2	13%	9	35%	1	6%	8	57%	3	11%
Total	16		26		18		14		27	

Volunteers: Relations with Career Staff

Volunteers: Paid/Career Staff and Volunteer Cooperation

Volunteers were asked their opinion of how well paid/career staff and volunteers work together on a 5-point scale. Overall, 66% believe that they work together either somewhat well or very well. 14% rate the cooperation as neutral and 19% said that career and volunteer staff work together somewhat poorly or very poorly.

Table 54. Paid/Career Staff and Volunteer Cooperation by Department

Volunteers: Career and Volunteer work together	Laurelton		Point Pleasant		Ridge-Culver		St. Paul Blvd	
Very well	11	61%	7	26%	5	24%	7	26%
Somewhat well	6	33%	4	15%	7	33%	15	56%
Neutral	1	6%	7	26%	4	19%	1	4%
Somewhat poorly	0	0%	7	26%	4	19%	3	11%
Very poorly	0	0%	2	7%	1	5%	1	4%
Total	18		27		21		27	

Volunteers: Paid/Career Staff and Volunteer Training Together

Laurelton is the one department where the majority of volunteers report training with career staff at least monthly. Ridge-Culver is evenly split between those who claim to train with career staff at least monthly and those who say training with career staff occurs a few times a year or rarely. Both Point Pleasant and St. Paul Boulevard have majorities who say training with career staff occurs a few times a year or rarely.

Table 55. Paid/Career Staff and Volunteer Training Together by Department

Career & Volunteer Train Together	Laurelton		Point Pleasant		Ridge-Culver		St. Paul Blvd	
Weekly	8	44%	2	7%	6	29%	6	22%
Monthly	7	39%	3	11%	4	19%	4	15%
Quarterly	1	6%	0	0%	1	5%	2	7%
A few times a year	1	6%	6	22%	4	19%	10	37%
Rarely	1	6%	16	59%	6	29%	5	19%
Total	18		27		21		27	

Volunteers: Ride with Career

Volunteers were asked whether their department encourages volunteer members to ride on shift with career members. 79% said yes, 13% said no, and 8% were unsure.

Table 56. Ride with Career by Department

Does Dept Shift Calls to Career Staff?	Laurelton		Point Pleasant		Ridge-Culver		St. Paul Blvd	
Yes	17	94%	13	54%	17	81%	24	89%
No	1	6%	7	29%	3	14%	1	4%
Unsure	0	0%	4	17%	1	5%	2	7%
Total	18		24		21		27	

Volunteers: Calls Shifted to Paid Staff

The majority of volunteers (77%) reported that their department did not reduce calls volunteers are assigned to in an effort to shift the burden toward paid staff. 8% reported that it did and 15% were unsure.

Table 57. Calls Shifted to Paid Staff by Department

Does Dept Shift Calls to Career Staff?	Laurelton		Point Pleasant		Ridge-Culver		St. Paul Blvd	
Yes	0	0%	0	0%	6	29%	1	4%
No	16	89%	25	93%	11	52%	20	74%
Unsure	2	11%	2	7%	4	19%	6	22%
Total	18		27		21		27	

Career Staff: Length of Service, Year Joined, and Age

Career: Length of Service

The average length of service for all career respondents in the Town of Irondequoit is 12 years, with the respective averages being 12 years for Laurelton, 11 years for Ridge-Culver, and 13 years for St. Paul Boulevard.

Table 58. Career Length of Service by Department

Years of Service	Laurelton	Ridge-Culver	St. Paul Boulevard
Average	11.5	10.6	13.4
Min	3	0	0
Max	21	21	33

Career: Year Joined

About 39% of the career respondents have joined in the last 10 years while 3% joined prior to 1990.

Table 59. Year Career Joined by Department

Career Staff: Year Joined	Laurelton	Ridge- Culver	St. Paul Boulevard
Before 1990	0	0	1
1990s	1	1	5
2000 to 04	0	7	0
2005 to 09	2	4	2
2010 to 14	0	1	1
2015 to 19	1	7	5

Career: Age Distribution

Of the respondents who indicated their age, none were below 20 years old and 28% are over the age of 50.

Table 60. Career Age Distribution by Department

Career Age Range	Laurelton		Ridge- Culver		St. Paul Boulevard		All Departments	
20-29	1	17%	2	12%	1	8%	4	11%
30-39	0	0%	5	29%	5	38%	10	28%
40-49	1	17%	6	35%	5	38%	12	33%
50-59	4	67%	4	24%	1	8%	9	25%
60-69	0	0%	0	0%	1	8%	1	3%
70+	0	0%	0	0%	0	0%	0	0%
I choose not to answer	0	0%	0	0%	0	0%	0	0%
Total answered	6		17		13		36	

Sixteen career staff who responded have joined Irondequoit fire departments since 2010.

Career: Previous Volunteer Experience

Ninety-three percent of career staff indicated they were volunteer firefighters before they were hired. The majority had been volunteers at their own department before hiring. This includes five of five at Laurelton, ten of the nineteen at Ridge-Culver, and seven of the twelve at St. Paul Boulevard. There were a large variety of other departments where some career firefighters had previously volunteered, including Brockport, Chili, Fairport, Gates Chili, Honeoye Falls, Spencerport, Webster and West

Webster, but none of these departments contributed more than two volunteer firefighters to the Irondequoit departments.

Career: Relations with Volunteer Staff

Career: Paid/Career Staff and Volunteer Cooperation

Career staff were asked their opinion of how well paid/career staff and volunteers work together on a 5-point scale. Overall, 87% believe that they work together either somewhat well or very well. 11% rate the cooperation as neutral and 2% said that career and volunteer staff work together somewhat poorly or very poorly.

Table 61. Career and Volunteer Work Together by Department

Career: Career and Volunteer work together	Laurelton		Ridge-Culver		St. Paul Blvd	
Very well	4	67%	2	11%	2	14%
Somewhat well	2	33%	7	37%	6	43%
Neutral	0	0%	6	32%	4	29%
Somewhat poorly	0	0%	4	21%	2	14%
Very poorly	0	0%	0	0%	0	0%
Total	6		19		14	

Career: Paid/Career Staff and Volunteer Training Together

All of the career staff at Laurelton report training with volunteers at least monthly. A majority of Ridge-Culver career staff say training with volunteers occurs a few times a year or rarely. St. Paul Boulevard is evenly split between those who say training occurs at least monthly and those who say it occurs quarterly or less.

Table 62. Career and Volunteer Train Together

Career & Volunteer Train Together	Laurelton		Ridge-Culver		St. Paul Blvd	
Weekly	1	17%	4	21%	5	36%
Monthly	5	83%	3	16%	2	14%
Quarterly	0	0%	1	5%	2	14%
A few times a year	0	0%	5	26%	5	36%
Rarely	0	0%	6	32%	0	0%
Total	6		19		14	

Career Staff: Strengths and Weakness of Organization and Barriers to Improvement

Career Staff: Strengths of Organization

Career staff were asked to rank the top three strengths of their organization from a variety of choices. The top choice was “Professionalism of staff,” with 20 first-choice rankings, and 26 top-three rankings in total. The lowest ranked strength was “Internal communication” with no choice rankings.

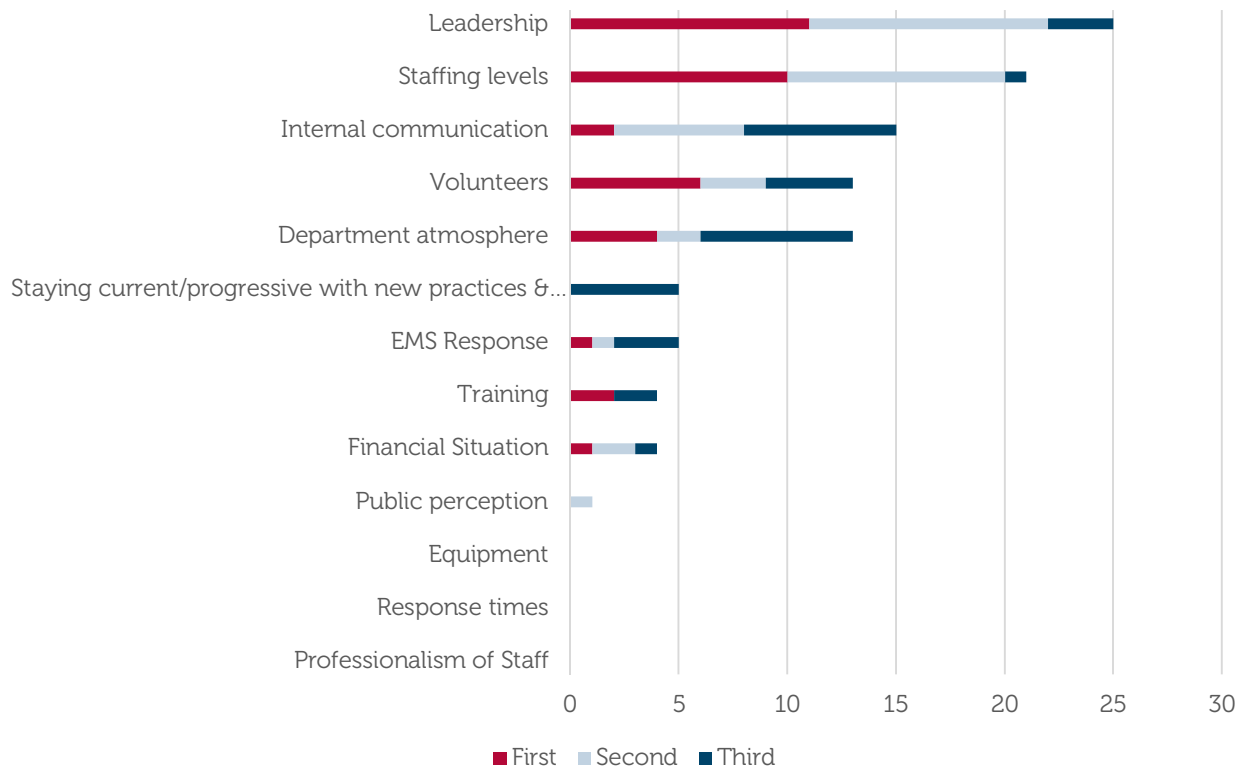
Figure 13. Career: Top 3 Fire Service Strengths



Career Staff: Weaknesses of Organization

Career staff were asked to rank the top three weaknesses of their organization from a variety of choices. The top choice was “Leadership,” with 11 first-choice rankings, and 25 top-three rankings in total. The lowest ranked weaknesses were equipment, response times and professionalism of staff, all of which received no ranked choices.

Figure 14. Career: Top 3 Fire Service Weaknesses



Career Staff: Barriers to Improvement

Career staff were asked to describe what barriers they see to improving fire service in their organization. The written responses were grouped by theme. Ten responses emphasized that leadership in general was a problem, and five additional responses stated that fire commissioners are making poor decisions that are hurting the organization. Eight responses focused on the problem of diminishing numbers of volunteers and a perceived lack of commitment among existing volunteers. Four responses pointed to a lack of departmental cooperation and fragmentation in Irondequoit between the five departments as a problem that was negatively affecting the whole town.

Volunteer and Career: Merger Favorability

Both volunteer and career respondents were asked whether they favored their organization merging with one or more neighboring agencies. In total, this was almost evenly split, with 41% favorable to a possible merger, 18% neutral, and 40% unfavorable. There is a clear division between career and volunteer staff, with 76% of career staff being favorable, while 54% of volunteer staff are unfavorable. The

exception to volunteer unfavorability is Ridge-Culver, where 79% of volunteers are favorable to a possible merger.

Table 63. Favorability to Possible Merger by Department

Favorable to possible merger?	Laurelton		Point Pleasant		Ridge-Culver		Sea Breeze		St. Paul Blvd	
Volunteer										
Favorable	6	35%	1	4%	15	79%	1	7%	7	26%
Neutral	4	24%	2	7%	3	16%	2	14%	7	26%
Unfavorable	7	41%	24	89%	1	5%	11	79%	13	48%
Career										
Favorable	2	33%			16	89%			10	77%
Neutral	3	50%			2	11%			3	23%
Unfavorable	1	17%			0	0%			0	0%

Volunteer and Career: Department Leadership

Volunteer and career staff were asked to rate their department's leadership on a 5-point scale from very strong to very weak. Overall, 47% rated leadership as strong or very strong, 26% rated leadership as average and 28% rated leadership as weak or very weak.

Table 64. Department Leadership

Rate your department's leadership	All		Volunteer		Career	
Very strong	26	19%	25	24%	2	5%
Strong	39	28%	32	31%	8	22%
Average	36	26%	30	29%	6	16%
Weak	23	17%	11	11%	12	32%
Very weak	15	11%	6	6%	9	24%

Volunteer and Career: Training Burden

In general, both volunteers and career staff find the training burden appropriate, with 63% rating it just right.

Table 65. Training Burden by Department

Rate your department's training burden	All		Volunteer		Career	
Too much	1	1%	1	1%	0	0%
A lot	27	19%	25	24%	2	5%
Just right	88	63%	63	61%	26	70%
A little	15	11%	8	8%	6	16%
Too little	8	6%	6	6%	3	8%

Volunteer and Career: Department Ability to Meet Financial Obligations

The overwhelming majority of all respondents and each department felt that their department was well prepared to meet with financial obligations.

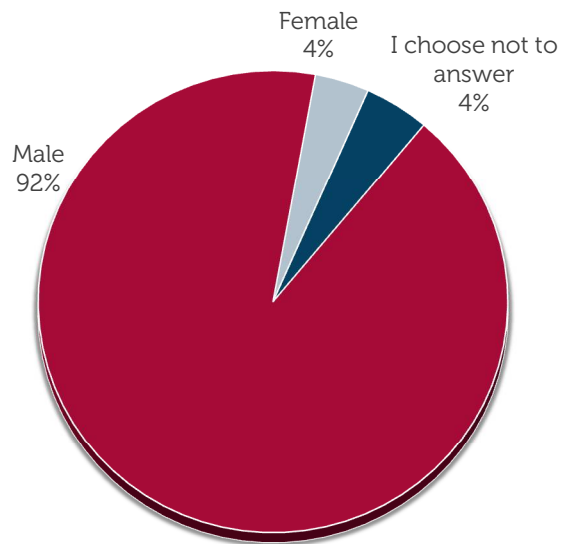
Table 66. Ability to Meet Financial Obligations by Department

Rate your department's ability to meet financial obligations	All		Volunteer		Career	
Very well prepared	52	37%	42	40%	11	30%
Well prepared	56	40%	43	41%	13	35%
Neutral	22	16%	16	15%	7	19%
Underprepared	9	6%	3	3%	6	16%
Very underprepared	0	0%	0	0%	0	0%

All Staff: Gender

Of the 134 respondents who answered a question on their gender, 123 identified as male, five as female, and six selected "I choose not to answer".

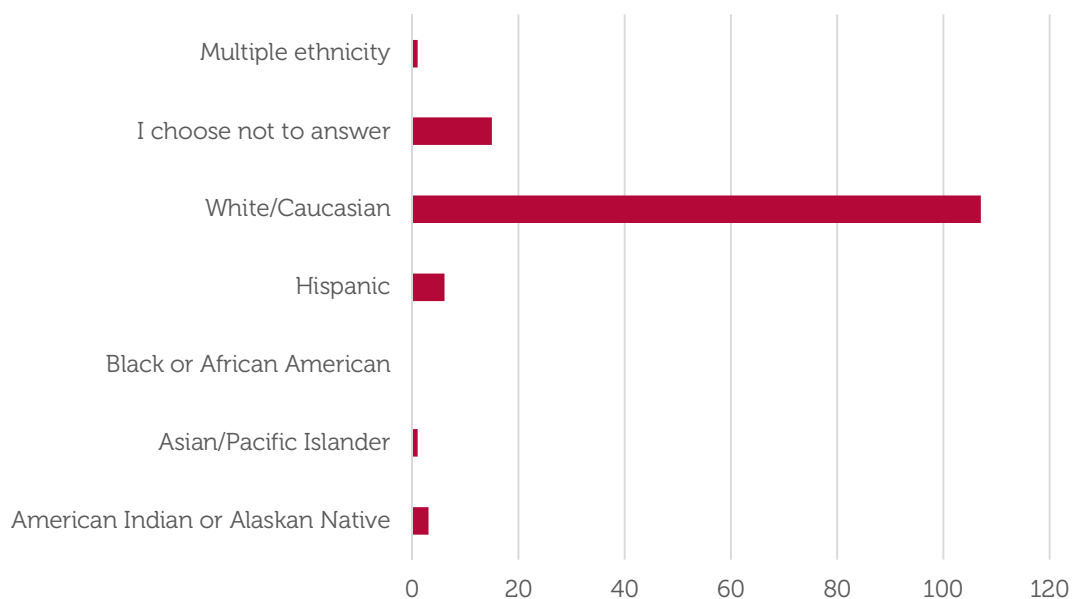
Figure 15. All Staff: Gender



All Staff: Race/Ethnicity

When asked to identify their race/ethnicity, 80% of respondents chose White/Caucasian, 11% selected "I choose not to answer", 5% selected Hispanic, 2% selected American Indian or Alaskan Native and 1% selected Asian/Pacific Islander and "Multiple ethnicity".

Figure 16. All Staff: Race/Ethnicity



All Staff: Zip Code

Respondents were asked their home zip code. Three zip codes – 14622, 14617, and 14609 – together accounted for 85% of responses.

Section VI: Collective Bargaining Comparison

Ridge-Culver and Laurelton's CBAs appear to draw on the same template and are substantially similar in many regards, while differing on a number of important details. St. Paul Blvd's CBA is more dissimilar to the other two. The St. Paul Blvd contract predates the other two by many years.

Salary

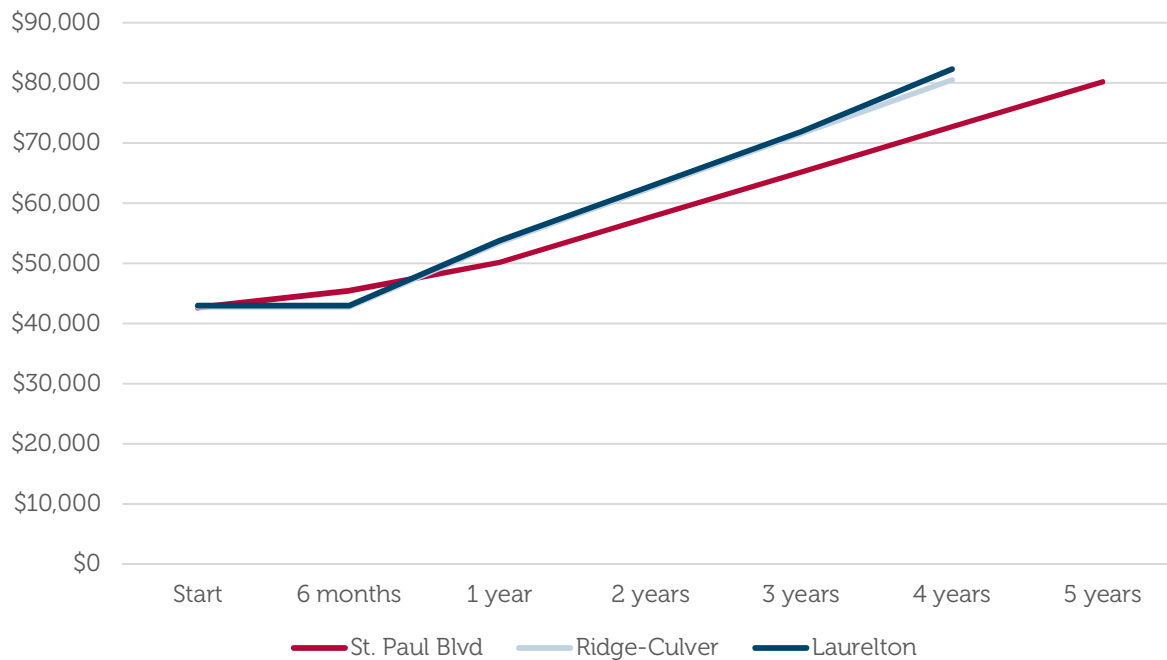
Salaries for firefighters in the three departments start less than \$300 apart. SPBFD and Ridge-Culver's final salaries at the highest step are just slightly more than \$300 apart, but Ridge-Culver achieves this sooner, with five steps, versus six for SPB. Laurelton's final salary step is about \$2,000 more than the other departments' final salary steps.

Firefighter salaries

St. Paul Blvd has six steps from start to the fifth year, for maximum salary. Ridge-Culver and Laurelton both have five steps, culminating after the fourth year.

- **St. Paul Blvd 2020 salary** starts at \$42,718 and climbs to \$80,288 after five years of service.
- **Ridge-Culver 2020 salary** starts at \$42,786 and climbs to \$80,609 after four years of service.
- **Laurelton 2020 salary** starts at \$42,995 and climbs to \$82,379 after four years of service, 2.2% above Ridge-Culver's max salary.

Figure 17. 2020 Pay Scales for Irondequoit Firefighters



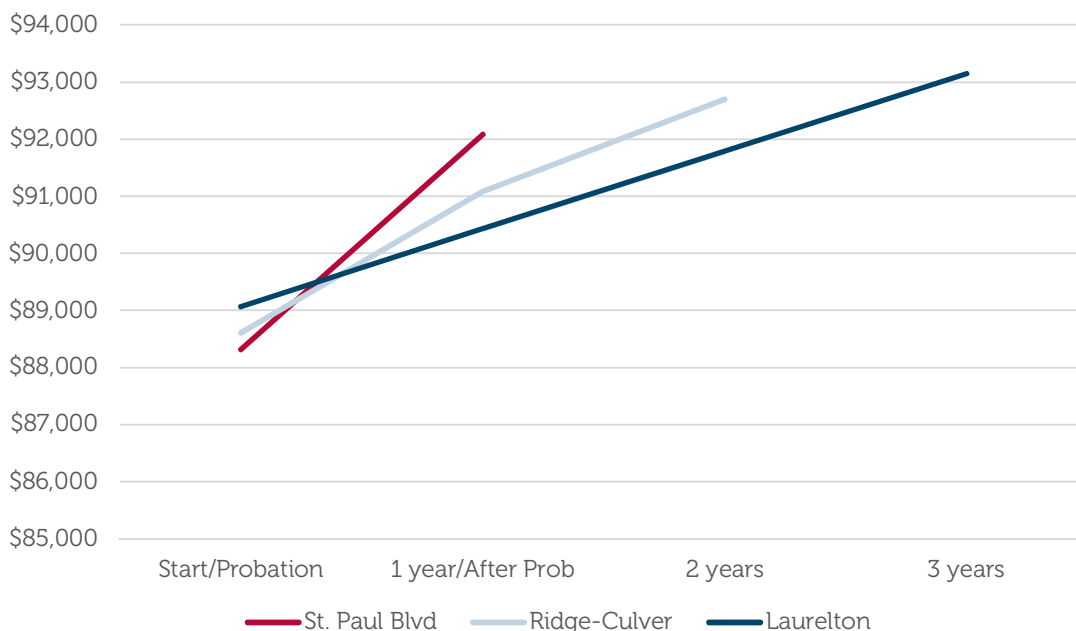
Lieutenant salaries

Each department has a different structure to Lieutenant salaries. St. Paul Blvd has a two-step structure – different pay rates during and after the probationary period. Ridge Culver has a three-step structure, from start to after two years. Laurelton has a four-step structure, from start to after four years.

The difference between starting and final step salaries for lieutenants is within a thousand dollars for the three departments. Laurelton's starting and final salaries are again higher, but there are more steps specified.

- **St. Paul Blvd 2020 lieutenant salary** starts at \$88,317 in a probationary period and climbs to \$92,090 after probation ends. The contract does not specify the length of the probationary period.
- **Ridge-Culver 2020 lieutenant salary** starts at \$88,617 and climbs to \$92,699 after two years of service.
- **Laurelton 2020 lieutenant salary** starts at \$89,074 and climbs to \$93,152 after three years of service, 0.5% above Ridge-Culver's max salary.

Figure 18. 2020 Lieutenants Pay Scales



Longevity

Each department has a slightly different longevity pay scheme, resulting in no exact overlap for all three departments for any length of service:

- **St. Paul Blvd** pays an extra \$500 during years 6-10, and another \$500 for each additional five years.
- **Ridge-Culver** adds \$500 for every five years of service.
- **Laurelton** starts with \$750 after the first five years, adds \$500 at 10 years, \$750 at 15 years, and one last \$500 increment for 21+ years of service.

Overtime

For all depts., overtime is compensated at 1.5x for hours worked. Ridge-Culver and Laurelton have similar rules around specifics, and St. Paul Blvd is different.

- **St. Paul Blvd** pays 1.5x for overtime, and has a specific formula designating overtime:
 - **Overtime in a week:** any hours exceeding 53 in a work week.
 - **Overtime in a month:** any hours exceeding 212 in a 28 day period
- **Ridge-Culver** offers either 1.5x pay rate or Comp Time at 1.5x overtime hours worked. Overtime is simply defined as "hours worked by an Employee in excess of

his/her regular work schedule." Other rules about availability of OT compensation apply:

- The Fire District will annually budget a minimum OT budget of **\$60,000**. Once the District's OT budget has been exhausted, the employees will have the option of compensation at regular pay or Compensatory time.
- Comp time can be accrued in a "Comp Bank" across multiple years, subject to **different yearly caps**.
- **Laurelton** offers either 1.5x pay rate or Comp Time at 1.5x overtime hours worked. Overtime is simply defined as "hours worked by an Employee in excess of his/her regular work schedule." Other rules about availability of OT compensation apply:
 - The Fire District will annually budget a minimum OT budget of **\$25,000**. Once the District's OT budget has been exhausted, the employees will have the option of compensation at regular pay or Compensatory time.
 - Comp time can be accrued in a "Comp Bank" across multiple years, subject to a **120 hour cap** at all times.

Retirement Benefits

- **St. Paul Blvd** opts for 384 f, g & h as the main plan and 375 e, g & i as the backup plan. 384 f, g & h is 50% of final average salary (FAS) with at least 25 years of service, plus 1.66% of FAS for each year over 25.
- **Ridge-Culver** and **Laurelton** have 384 d, which gives 50% of FAS with at least 20 years of service. Members employed before 1/9/10 are Tier 2 for both departments, while those employed after are Tier 5 & 6 for Ridge-Culver. Laurelton's CBA does not specify what tier those employed after the date are.

Health Benefits

The three districts have very similar health benefits. Each pay 80% of the premium, with the exception of Laurelton paying 100% of a one-person plan, but 80% of any larger (2-person, family, etc.) plan.

Deductibles and copays are all fully covered by the districts, through HRAs in Laurelton and Ridge-Culver and an unclear system in St. Paul Blvd – what may be either an HRA system or simply a bank account that members draw on when needed.

Dental

St. Paul Blvd pays 100% of the dental premium; Ridge-Culver and Laurelton pay 80%.

Vision

Ridge-Culver and Laurelton pay 80% of a vision plan. St. Paul Blvd's CBA makes no mention of vision coverage.

Retiree coverage

Ridge-Culver and Laurelton pay 80% of retiree coverage, up to Medicare eligibility. St. Paul Blvd pays 80% up to age 62, and 100% between 62 and Medicare eligibility.

Work Schedule

All three districts use a 24-hour schedule.

- **St. Paul Blvd** uses 24-hour “Canadian” schedule
- **Ridge-Culver** uses 24-hour schedule, with a 28-day pattern:
 - Week 1: Friday
 - Week 2: Sunday, Wednesday, Saturday
 - Week 3: Tuesday
 - Week 4: Monday, Thursday
- **Laurelton** uses 24-hour schedule
 - Week 1: Friday
 - Week 2: Sunday, Wednesday, Saturday
 - Week 3: Tuesday
 - Week 4: Monday, Thursday

Minimum Staffing

St. Paul Blvd and Ridge-Culver are the same three-person minimum, while Laurelton has a two-person minimum:

- **St. Paul Blvd** has a minimum staffing requirement of 2 firefighters and 1 lieutenant on duty
- **Ridge-Culver** has a minimum staffing requirement of 2 firefighters and 1 lieutenant on duty
- **Laurelton** has a minimum staffing requirement of 1 firefighter and 1 lieutenant on duty

Holidays

The three districts each have slightly different holiday patterns. The *italicized holidays* are the ones *in common* for all three.

- **St. Paul Blvd** has 10 paid holidays for all unit members: *New Year’s Day*, Martin Luther King Day, President’s Day, Easter Sunday, *Memorial Day*, *Independence Day*, *Labor Day*, Veteran’s Day, *Thanksgiving Day* and *Christmas Day*.
 - Firefighters and Lieutenants also receive Good Friday and Columbus Day as time off.

- Firefighters and the Lieutenants shall have the option of working zero (0), five (5), or ten (10) Holidays.
- **Ridge-Culver** has 8 paid holidays: *New Year's Day, Presidents Day, Memorial Day, Independence Day, Labor Day, Columbus Day, Thanksgiving Day, and Christmas Day.*
 - Employees may receive paid compensation for all 8 Holidays, 4 Holidays, or no Holidays.
- **Laurelton** has 8 paid holidays: *New Year's Day, Easter, Memorial Day, Independence Day, Labor Day, Veterans Day, Thanksgiving Day, and Christmas Day.*
 - Employees may receive paid compensation for all 8 Holidays, 4 Holidays, or no Holidays.

EMT Certification

All departments require (almost) all unit members to be certified. The arrangements differ:

- **St. Paul Blvd Fire District** *must provide EMT recertification training during normal shift hours.* This certification is required for all unit members hired after 1991.
- **Ridge-Culver** *requires all employees to be EMT certified, without any additional compensation from the district.* The contract does not specify whether any training is provided or whether members must seek it out on their own time.
- **Laurelton** *pays each employee \$1,200 annually for recertification outside of regular work hours.* Certification is required for all employees.

Section VII: Profile of Town of Irondequoit

With an estimated 50,900 residents, Irondequoit is the ninth largest town in New York State outside the New York City metropolitan area. It is the third largest municipality in Monroe County after the City of Rochester, with an estimated population of 209,500, and the Town of Greece, at 96,800.

There are nearly 22,000 occupied housing units in Irondequoit. With about 3,400 residents per square mile, Irondequoit is one of the most densely populated towns in Monroe County, second only to East Rochester (5,017 residents per square mile).

The Town of Irondequoit's population decreased slightly in recent years. Between 2000 and 2010, the Town lost about 660 residents, a 1.3% decrease. Since 2010, the

Town's population fell by another estimated 800 residents, a 1.6% decline. Monroe County's overall population has increased slightly, about 2%, since 2000.

The Town has a median age of 44, compared to a median of 39 for Monroe County. About 20% of Irondequoit residents are under age 18, and 20% over age 65.

To understand the population, demographics and housing stock in each of the Irondequoit fire districts, CGR gathered data from the 2010 decennial U.S. Census and the Census Bureau's American Community Survey (5-year estimates for 2013-17) and used geographical information systems (GIS) to estimate the share of the Town's population and housing stock within each of the five fire districts.

Fire District Populations and Density

Of the five fire districts in Irondequoit, St. Paul is the largest in both land area and population. The district spans 5.7 square miles and is home to about 19,270 residents, according to 2013-17 estimates. St. Paul's population is about 29% greater than the second largest district, Ridge-Culver, which has an estimated 14,890 residents in a 4.3-square-mile area. Ridge-Culver and St. Paul are similar in population density, with about 3,480 and 3,370 residents per square mile, respectively.

The other districts are quite a bit smaller and less dense. Laurelton, with an estimated 8,815 residents, is about 3.2 square miles. Point Pleasant has about 5,520 residents within 2.7 square miles. Sea Breeze is the smallest district by far, with about 1,220 residents in a 1/2-square-mile area.

Table 67. Fire District Population Estimates

	Sq. Miles	Total Population	Under 5	Under 18	18 to 64	Over 65	Over 85
Laurelton	3.2	8,815	555	1,573	5,840	1,500	370
Point Pleasant	2.7	5,520	144	938	3,248	1,370	188
Ridge-Culver	4.3	14,891	898	3,011	8,525	3,464	877
St. Paul	5.7	19,272	1,066	4,338	11,488	3,497	529
Sea Breeze	0.5	1,217	74	279	788	170	37

Of the five districts serving Irondequoit, Ridge-Culver is the largest in geographic terms, but St. Paul is largest in terms of residents served.

Recent Growth

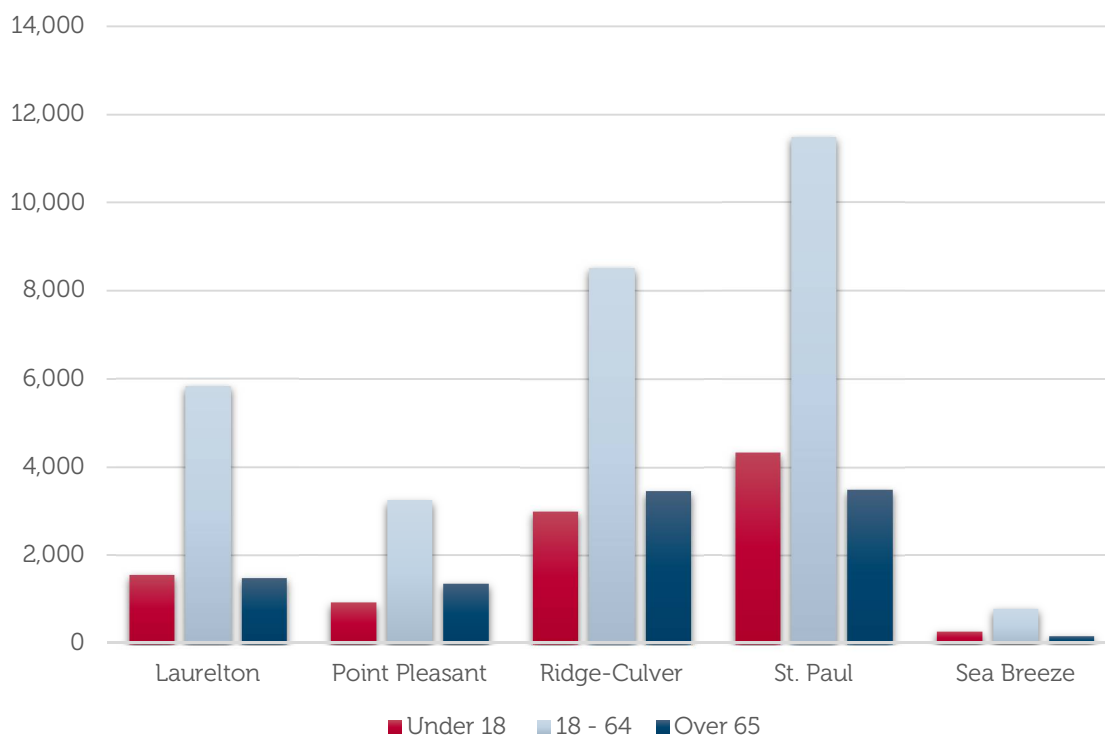
St. Paul was the only fire district in Irondequoit whose population grew since 2010. It gained more than 800 residents (a 4.5% increase). Sea Breeze had the largest percentage decrease (12.4%), or a decline of about 170 residents. In raw numbers,

Ridge-Culver lost the most residents – about 400 people, a 2.6% decline. Point Pleasant lost about 180 residents (3.2%), while Laurelton lost about 60 (0.7%).

Age of Residents

Residents' ages differed slightly across the five districts. Children under 18 were a relatively small part of the population in Point Pleasant and Laurelton (17% and 18%, respectively). Ridge-Culver and Point Pleasant had the largest shares of residents over age 65 (23% and 25%). Sea Breeze had the smallest concentration of seniors (14%), and along with St. Paul, it had one of the largest shares of children (23%).

Figure 19. Fire District Resident Population Shares



Fire District Housing Stock

Age of Housing Stock

Irondequoit as a whole has seen little new housing built since 2010. The age of housing stock across the five districts differs.

Sea Breeze has the oldest homes. Of all the districts, it had the most construction activity before 1939, and more than half its homes (59%) were built before 1950. Point Pleasant saw substantial construction before 1950, but it had more homes built in the

1950s and '60s than Sea Breeze did. St. Paul and Laurelton also had substantial pre-1950 housing, but continued to see new builds well into the '60s and '70s.

Ridge-Culver differs substantially from the districts with older housing stock. It is the only district where more than half of homes were built since 1960. Ridge-Culver also has the largest percentage of homes built since 1980 (19%).

Figure 20. Share of Housing Units by Decade Built and Fire District

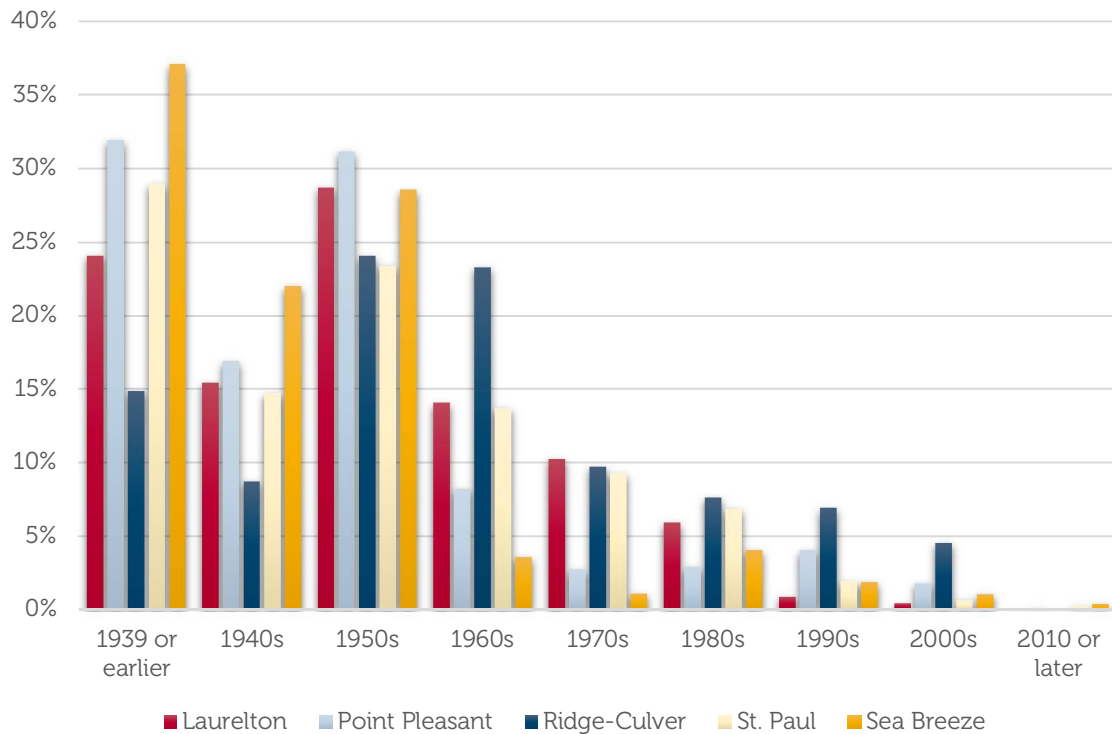


Table 68. Housing by Decade Built

	Total	1939 or earlier	1940s	1950s	1960s	1970s	1980s	1990s	2000s	2010 or later
Laurelton	4,190	1,011	647	1,204	590	431	250	38	19	0
Point Pleasant	2,536	810	429	791	209	70	75	103	46	4
Ridge-Culver	7,351	1,094	643	1,771	1,714	718	564	510	336	0
St. Paul Blvd.	8,184	2,371	1,206	1,918	1,122	761	563	162	57	24
Sea Breeze	670	248	148	191	24	8	27	13	7	3

Areas of Continued Growth

The Town's 2014 Comprehensive Master Plan update notes that as a first-ring suburb, Irondequoit was substantially built out in the 1970s. There is, however, some ongoing

development of note in portions of the Town that may drive future demand for fire services.

This includes the redevelopment of the former Medley Centre mall in the Ridge-Culver Fire District between Route 104, East Ridge Road, Culver Road and Kings Highway. The owner of the site, now known as Skyview on the Ridge, is working to substantially redevelop the property for mixed uses. In July 2019, Irondequoit voters approved plans to construct a new community center at the site.⁷ St. Ann's Community plans to expand an adult day care program to the site, and PathStone Corp. intends to construct senior housing there as well.⁸

Other development is mainly concentrated on major corridors, including East Ridge Road, Culver Road, and Hudson Avenue. East Ridge Road largely falls into Ridge-Culver and St. Paul; Hudson Avenue is within St. Paul; Culver Road cuts through Ridge-Culver, Point Pleasant and Sea Breeze. Recently constructed or proposed projects include several senior housing developments and a limited number of conversions of existing buildings into market-rate apartments. Commercial development continues along East Ridge and Hudson. A mixed-use development called Lighthouse Pointe is expected to eventually bring 125 apartments to the waterfront area of the St. Paul district off Thomas Avenue during its first phase of construction.

No drastic changes to land use priorities or zoning are expected in the Town in the immediate future. The Town is planning to update its Local Waterfront Revitalization Program in the near future and is considering minor clarifications to its zoning code, along with allowing mixed uses in a limited number of appropriate areas that already have village or neighborhood-scale development.

⁷ Cleveland, W., & McDermott, M. July 31, 2019. "Irondequoit voters approve community center plan at former Medley Centre site." Rochester Democrat and Chronicle.

<https://www.democratandchronicle.com/story/news/2019/07/30/irondequoit-ny-voters-approve-community-center-plan-medley-centre/1872928001/>

⁸ Greenwood, M. July 25, 2019. "St. Ann's Community signs lease at former Medley Centre." Rochester Democrat and Chronicle. <https://www.democratandchronicle.com/story/news/2019/07/25/st-anns-community-signs-lease-at-former-medley-centre-irondequoit-rochester-ny/1824765001/>

Appendix 1: ISO PPC Explanation

Excerpted from the Insurance Service Organization Public Protection Classification Website. <https://www.isomitigation.com/ppc/program-works/>

How the PPC Program Works

The Public Protection Classification (PPC®) program provides important, up-to-date information about municipal fire protection services in each community we survey. ISO's expert staff collects information about the quality of public fire protection in more than 39,000 fire protection areas across the United States.

In each of those protection areas, ISO analyzes the relevant data and assigns a Public Protection Classification — a grading from 1 to 10. Class 1 generally represents superior property fire protection, and Class 10 indicates that the area's fire suppression program does not meet ISO's minimum criteria.

Most U.S. insurers of home and business properties use ISO's PPC in calculating premiums. In general, the price of insurance in a community with a good PPC is lower than in a community with a poor PPC, assuming all other factors are equal.

A community's PPC depends on:

- emergency communications systems, including facilities for the public to report fires, staffing, training, certification of telecommunicators, and facilities for dispatching fire departments
- the fire department, including equipment, staffing, training, and geographic deployment of fire companies
- the water supply system, including the inspection and flow testing of hydrants and a careful evaluation of the amount of available water compared with the amount needed to suppress fires
- community efforts to reduce the risk of fire, including fire prevention codes and enforcement, public fire safety education, and fire investigation programs

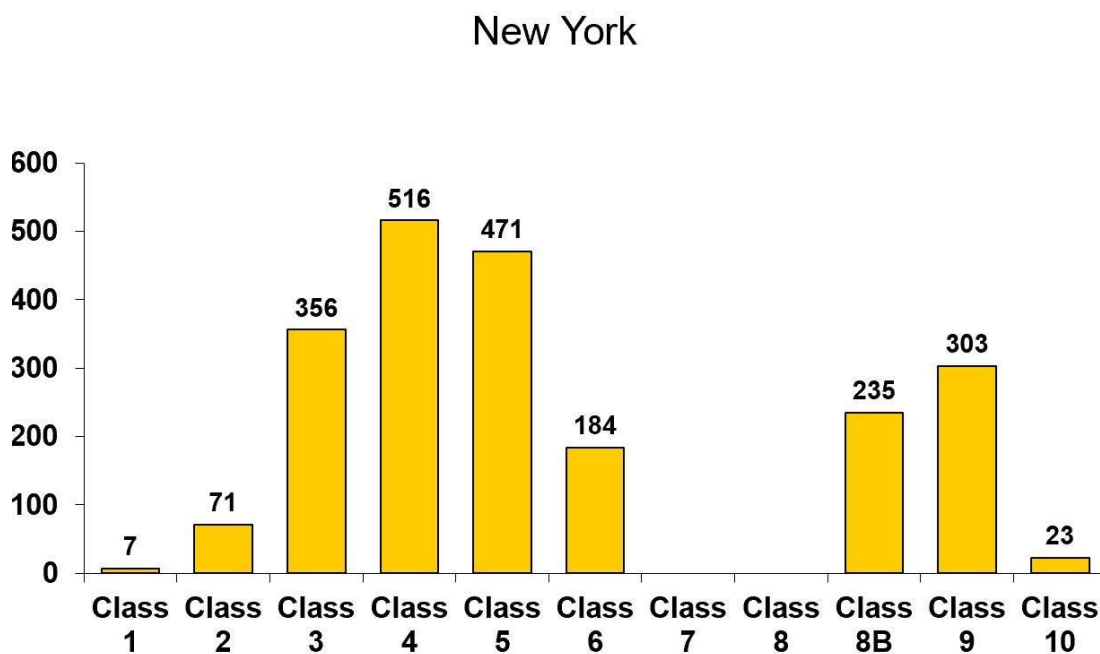
Scope of the PPC Evaluation

The purpose of an ISO public protection survey is to gather information to determine a Public Protection Classification (PPC®), which insurers use for underwriting and to calculate premiums for fire insurance. The Fire Suppression Rating Schedule (FSRS) recognizes fire-protection features only as they relate to suppression of fires in structures.

In many communities, fire suppression may be only a small part of the fire department's overall responsibility. ISO recognizes the dynamic and comprehensive duties of a community's fire service. We understand the complex decisions a community must make in planning and delivering emergency services. However, we evaluate only features related to reducing property losses from fire.

Distribution of Communities by PPC Class Number within Classification

Number within Classification



Scores and PPC Ratings

ISO's Fire Suppression Rating Schedule (FSRS) lists a large number of items a community should have to fight fires effectively and assigns credit points for each item. Using those credit points and various formulas, ISO calculates a total score on a scale of 0 to 105.5.

To receive certain Public Protection Classification (PPC®) ratings, a community must meet minimum criteria:

- minimum facilities and practices to get a PPC rating
- minimum criteria for Class 9
- minimum criteria for Class 8B

- minimum criteria for Class 8 or better

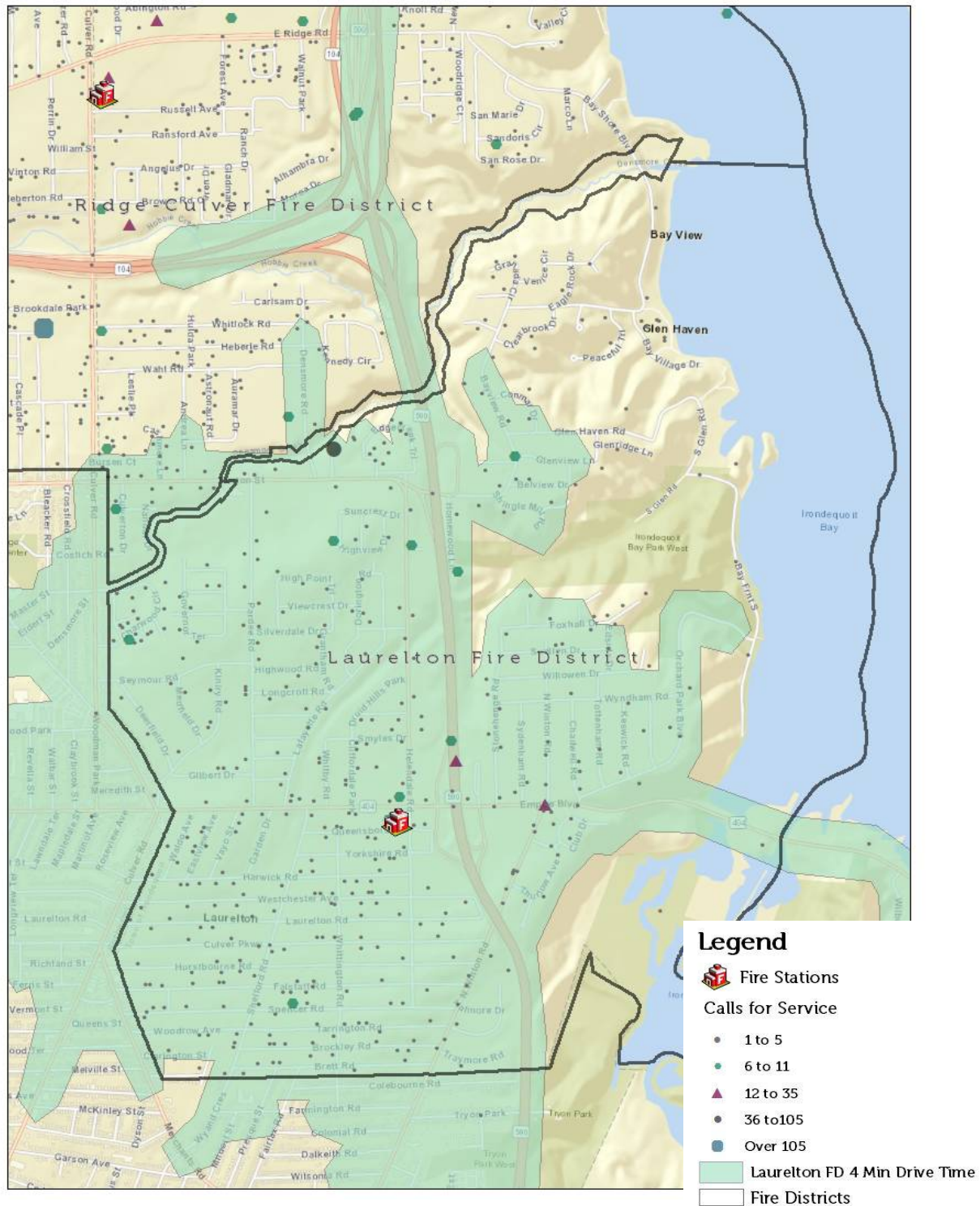
After a community meets those criteria, the PPC depends on the community's score on the 100-point scale: PPC Points

1. 90.00 or more
2. 80.00 to 89.99
3. 70.00 to 79.99
4. 60.00 to 69.99
5. 50.00 to 59.99
6. 40.00 to 49.99
7. 30.00 to 39.99
8. 20.00 to 29.99
9. 10.00 to 19.99
10. 0.00 to 9.99

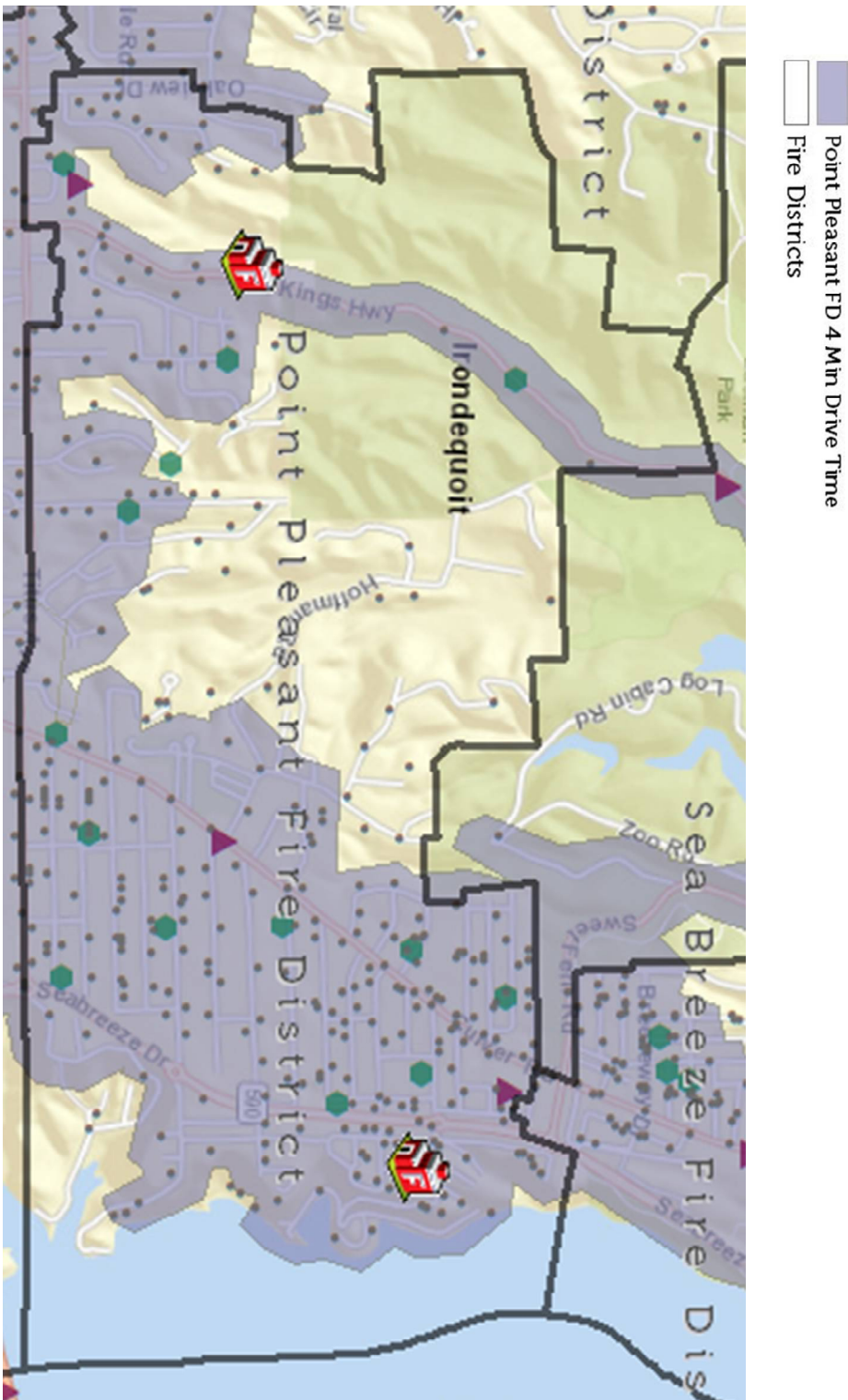
Appendix 2: Calls for Service Maps

The following maps were generated using data from the 2018 National Fire Incident Reporting System (NFIRS) data as reported to the New York State Office of Fire Prevention and Control. The address data provided in those reports was then used to plot the call locations using ArcGIS software.

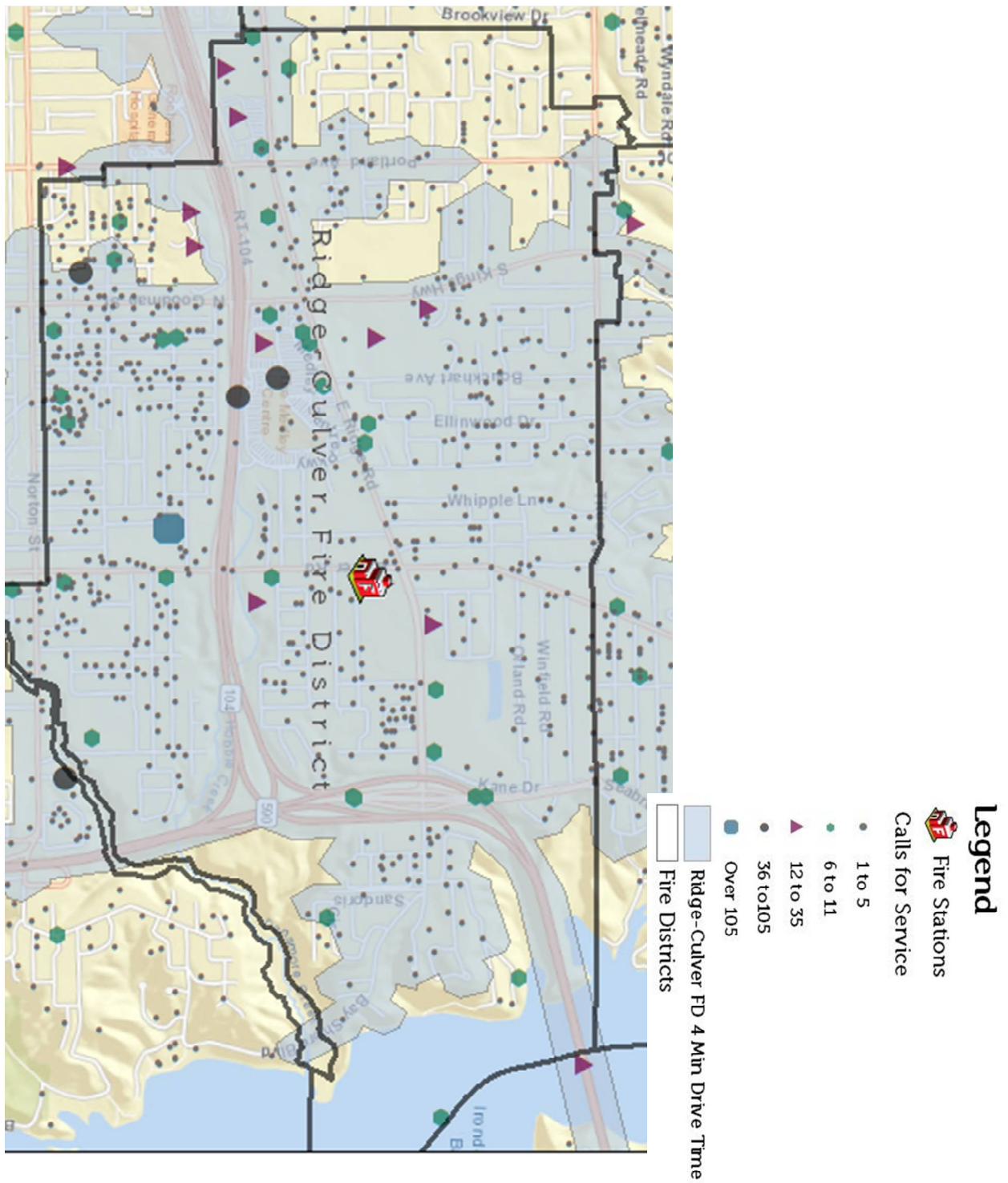
Laurelton Fire District



Point Pleasant Fire District



Ridge Culver Fire District



Sea Breeze Fire District



St. Paul Boulevard Fire District

