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Final Report

Fire Services Review Special Committee

July 2025

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	Page
1.0 Executive Summary	1
2.0 Introduction	2
3.0 Fire Services History	3
4.0 Demographic Information	9
5.0 Findings and Discussion	11
5.1 Emergency Response Types and Frequencies	11
5.2. Capital Plan	14
5.3 Staffing Findings	14
5.4 Fleet Management Findings	19
5.5 Communications Findings	21
5.6 <i>Waterford Ambulance Findings</i>	21
5.7 Mutual Aid Findings	22
6.0 Five Fire Stations - History and Structure of Waterford's Fire Stations	24
6.1 Why Five Stations Matter	26
6.2 The Case for a New Oswegatchie Fire Station	27
7.0 A Strategic Vision	29
8.0 A Strategic Path Forward for Fire Services	32
8.1 General Framework	32
8.2 Staffing: Strategic Management for Waterford Fire Services	35
8.3 Capital Plan	40
8.4 Infrastructure Management: Respecting All Districts and Building a Strong Future	41
8.5 Recommended Strategies for Fleet Management and Budgeting	41
8.6 Overall Strategic Plan	43
9.0 Closing Comment	43
Bibliography	44

Appendices

- A. Capital / Facilities Plan
- B. Staffing Plan 2025
- C. Fleet Plan
- D. Letter from Director of Emergency Services
- E. Town of Waterford – Fire Station Agreements

1.0 Executive Summary

Firefighting has occurred in Waterford from the earliest days of its villages as more structures were built which needed to be protected from the destructive damage caused by intermittent fire events. This largely community-based private firefighting effort took on a more organized form about a hundred years ago when four private firefighting companies all started by volunteers were established in the 1920's and the fifth was created in the early 1940s. The Town had financially supported these efforts in various ways for decades, which support was codified in a formal agreement with the Companies in 1978. The Town established a Fire Commission under state statute ordinance and charter provisions to oversee the Town's financial participation of this private community driven firefighting model. As the costs associated with firefighting in Waterford grew, for large, specialized fire trucks, equipment, gear and training, the Town contributed millions to Waterford's private fire service operation. In the early 2000s more and more discussion occurred about a larger Town role in the management of community fire services, culminating in a 2010 change in Waterford's charter moving from the management of fire service by the Fire Commission to a Town Fire Department supervised by a Fire Administrator. Serving as a department head in Town government, the Fire Administrator works under the supervision of the First Selectman as chief executive. A Paid Fireman Ordinance was adopted at the same time in recognition of an emerging need to have Town staff supplement the efforts of volunteers in the reliable provision of fire services across Waterford. Over the last fifteen years the Town has administered this emergent "combination" model of both paid and volunteer efforts with new issues arising constantly regarding the health and safety of firefighters, technological development and effective resource deployment strategies.

The Fire Services Review Committee was charged with studying this historic evolution of fire services in Waterford from a largely private endeavor to an increasing Town managed, staffed and funded effort. The Committee has reviewed extensive documentation provided by Town staff (primarily the previous Director of Fire Services), engaged in vigorous discussion over 25 meetings within the Committee and with members of the Committee. The Committee has identified numerous issues the Town will need to address as Waterford's fire service continues to evolve.

The Committee's objective is for the deliberative effort described above to be reflected in this report to the RTM and through them to the community so Waterford's decision-makers can make better informed decisions going forward about the Waterford's fire service, which performs a critical government function by protecting lives and the Towns 4.4 billion dollars' worth of taxable property.

The precise path of the continuing evolution of Waterford's fire service will be largely driven by collaborative decisions made each year in the budget process by the Board of Selectmen, Board of Finance and RTM as informed by input and recommendations from the Fire Administrator and First Selectman regarding both annual operations and current as well as projected capital requirements.

2.0 Introduction

2.1 At the June 7, 2021, meeting, under new business initiated by the Chair of the Public Protection and Safety Standing Committee, the RTM voted to create a special committee, "Fire Services Review Special Committee". The charter of the new committee was "to review issues including performance, policies, and staffing, and present their findings / recommendations of any changes needed to enhance public safety, creating a steering document and strategic plan". Per the approved motion, the committee shall consist of five full voting members as follows:

- 2 RTM Members (appointed by the RTM)
- 1 Public Protection and Safety Committee Member (appointed by the Public Protection and Safety Committee)
- 1 Board of Finance Member (appointed by the Board of Finance)
- 1 Board of Selectmen Member (appointed by the Board of Selectmen)

And five advisory non/ voting members as follows:

- Fire Services Director
- Emergency Services Director
- Waterford Ambulance Manager
- One Volunteer Fire Chief (appointed by consensus of the 5 Waterford Fire Companies or the 5 chiefs)
- One Full Time Career Fire Fighter (appointed by the consensus of the Waterford Full-time Firefighters)

It is noteworthy to highlight that there was a recent compilation of fire services studies entitled "Fire Service Study, 2018" which is a collection of Fire Services related information dating back to 1995 including *Task Force 95 Study*, and *Fire Service Study, 2001*. This compendium is a very valuable and relevant historical reference, covering substantial portions of Waterford's rich and diverse Fire Services history.

The balance of information surveyed is listed in the bibliography.

The process then, that the committee followed in generating this report and the findings / recommendations herein was one of deliberate discussion and debate on the topics of interest, as well as solicitation and retention of both quantitative and qualitative information as primarily provided by the Director of Fire Services, other advisory members, and the public as captured in meeting minutes. All information used by this committee (including various revisions based upon year / time) and used in this report has been originally presented to the committee. The source materials used to create this report are provided on the Waterford Town website under the Fire Services Special Review Committee title.

In January of 2023, an Interim Report was prepared and approved in a 3-0-1 vote and delivered to the RTM.

The report recommended that the Oswegatchie Fire Station, described as being in “extensively deteriorated condition”, be demolished and that a new Fire Station be built to replace it. The findings of the interim report were presented at the February 3rd, 2023, RTM Meeting by the chairman, at which time, partly because of the findings, the RTM unanimously voted to create the Oswegatchie Fire Station Building Committee.

3.0 Fire Services History

Prior to the incorporation of the private fire stations which occurred between 1920-1940, according to *An Illustrated History of Waterford Connecticut*, a bucket brigade was organized to put out the Baptist minister’s neighbors’ house fire, and housewives used brooms to put out stubborn brush fires... Since the early 1900s the five private fire stations listed in Table 1 have served the Town of Waterford. Along the way, changes were made in how fire services were managed and administrated to grow with community changes.

In 2010, the RTM voted to disband the Fire Commission and replace it with a Director of Fire Services administering fire services for the Town of Waterford. The Waterford Fire Department was created via the Code of Ordinances (Chapter 2.36) and the board of fire chiefs was established representing each of the five volunteer companies. charged the RTM with appointing one person from each fire district to serve on a board of five commissioners. The commission had the authority to elect officers, establish rules of procedure, set meeting frequency; and possessed authority as vested by State Statute.

The board oversaw the funding of fire services. It worked with each fire station in determining equipment and operation needs, although it did not have direct control over the day-to-day

operation of the individual fire districts. The board set policies for fire and rescue services and coordinated the provision of those throughout the Town.

The board had oversight of the over the Fire Marshalls office and the Town Communications Center.

The Town is divided into 5 fire districts, each with its own fire department and fire station. Each fire department is incorporated as a non-profit corporation under the General Statutes of the State of Connecticut. Each fire department has an individually signed legal agreement with the Town stipulating that they will provide fire services in exchange for an annual funding appropriation from the Town. Each fire department was required to prepare and submit a budget to the Board of Fire Commissioners, who then would tabulate it with input from the other fire departments, the Fire Marshalls Office, and the Emergency Communications Center, and submit this to the Board of Finance for review. Each fire department is independently managed and operated, in accordance with bylaws established by each, and has its own hierarchy of officers. Each department provided volunteer fire-fighting activities to the Town, and there were provisions made to provide mutual aid among companies.

In essence, with funding provided by the Town, the Board of Fire Commissioners managed Fire Services for Waterford. The organization was largely distributed with multiple levels of volunteer oversight, few if any checks and balances, and no direct Town accountability. But it was a step towards a more centralized organization to better address Waterford needs.

The Board of Fire Commissioners was replaced in 2010 by Charter revision by a more centralized management structure, featuring a Director of Fire Services. This position eliminated the second tier of management over the private fire departments, instead creating a direct line of reporting and accountability from the individual fire departments to a professional Town administrator. This change in organization established accountability for the efforts of the fire companies as well as the full and part-time paid fire fighters by the Director and ultimately the First Selectman of the Town, as Chief Executive. It also centralized the budget creation and allocation process. The current Director of Fire Services is responsible for all fire service-related functions including:

- Policy development and management
- Equipment, procurement and maintenance
- Hiring of paid firefighters
- Training of personnel and maintenance of standards
- Maintenance of the firefighting infrastructure
- Staffing
- Volunteer recruitment and retention
- Emergency Communications

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- Fire Marshalls Office
- Budget development and long-range planning
- Fleet Management

In addition to creating a leaner more accountable fire services organization, it also consolidated data collection and management. It formalized and centralized record retention. This information, including examples like response type and frequency, volunteer participation, training, expenditures, fleet maintenance, capital planning, equipment inventories, etc. were collected and tabulated for management review and use as opposed to being mined periodically from the sourced department or the Commission. The formal collection and tracking of these streams of data contributed to a greater ability to evaluate current fire services activity overall performance and forecast future needs. This evolution in fire services management structure was the single most impactful step taken by the Town in recent history regarding Fire Services. It was essential to unify policy and practice. This change also encouraged the use of data-driven decisions, supplanting previous decision making that depended on the Board of Fire Commissioners' consensus for recommendations.

Along with this change came vertical organization and consistency in policies and practices.

As a result of the Community's decision through revising the Charter to move to a different management structure, Fire services today is more organized and in a better position to deliver firefighting services to the Waterford taxpayer in a safer and more cost-effective manner.

Fire protection in the Town of Waterford was originally provided by volunteers, working out of the five stations. At one time there were hundreds of registered volunteers. The town was flush with people looking to give back and to provide public service. The stations thrived based upon local fund raising and were in essence self-supporting.

Volunteers were the backbone of Fire Services until 1961, when the first part time firefighter was hired by the Town of Waterford. Over time and for a variety of reasons, the ranks of volunteers have shrunk. The reasons are mainly economic, with fewer people able to take time off from work to provide service. The drop in volunteers has resulted in the need to hire paid fire fighters as replacements to provide acceptable levels of fire service to the Town. Currently there is an active list of 30 volunteers, as characterized by responding to at least one incident annually. Going forward, a metric to comprehensively characterize volunteer corps strength may be helpful for future staffing determinations. Some fire departments have a more robust level of volunteer support while others are nearly at risk of becoming non-functional due to their limited volunteer participation.

In general, the volunteer fire fighting corps of the past has dramatically declined, and the future is pointing to the need for more paid firefighters.

The Town of Waterford now functions as a “combination” fire service composed of both paid and volunteer firefighters. Due to similar economic issues nationally, this is becoming the normal situation for many municipal fire services. What cannot be achieved historically with volunteers is being supplemented by paid fire fighters.

Combination fire services have consequences, some good and some not so good. Among the upside consequence is that coverage of certain parts of Town can be provided part or full time by paid fire fighters. They can also be deployed to various stations as need dictates. They are independent of a specific fire station. Among the downsides is that the additional coverage comes with increases in operational costs and unfortunately has resulted in occasional chafing between the paid and unpaid ranks, despite all firefighters being trained to the exact same standards. The failure to sometimes get along is a potential distraction and if unaddressed a possible detriment to Waterford’s fire services.

At the other end of the fire services spectrum, there are some towns, for example New London, which have fire services composed entirely of paid fire fighters. Moving to an all-paid firefighter service will come with a large cost that will only grow with time, based upon annual increases in salary, benefits, and retirement costs.

The Town has historically benefited greatly from depending on an all-volunteer service for many decades. *The only financial burden previously borne by the Town was associated with training, materials and equipment, and maintenance (vehicles and buildings); Salaries, and the associated benefits, were not part of the equation.*

A significant takeaway from the change in composition of fire services is the focus on performance and cost. The use of data, emergency response type, time, frequency and from which part of town, now become important in conducting cost/benefit analysis by the Town. Are there adequate responders to address the risks? Does the Town have adequate funding to provide adequate staffing of fire services?

Not having significant numbers of volunteers to augment the efforts of paid staff creates ongoing resource allocation decisions for the Director and ultimately the First Selectman. These staff resource decisions should be based on quality data properly utilized. If possible, it is in the best interest of the Town to continue to recruit and maintain a corps of volunteer firefighters to not only maintain the rich history of the town, but more importantly help manage growth in fire services costs.

The town is supported by 5 fire companies, described in Table 1, located on the map provided in Figure 1, and depicted in Figures 2-6.

Fire Company	Fire Company Name	Street Address	Date of Incorporation
1	Waterford Fire Engine Co., No. 1 Inc.	89 Rope Ferry Road	1923
2	Quaker Hill Fire Company, Inc.	17 Old Colchester Road	1927
3	Goshen Fire Department, inc.	63 Goshen Road	1928
4	Oswegatchie Fire Company, No. 4, Inc.	441 Boston Post Road	1930
5	Cohanzie Fire Company No. 5, Inc.	53 Dayton Road	1942

Table 1- Fire Company Demographic Data

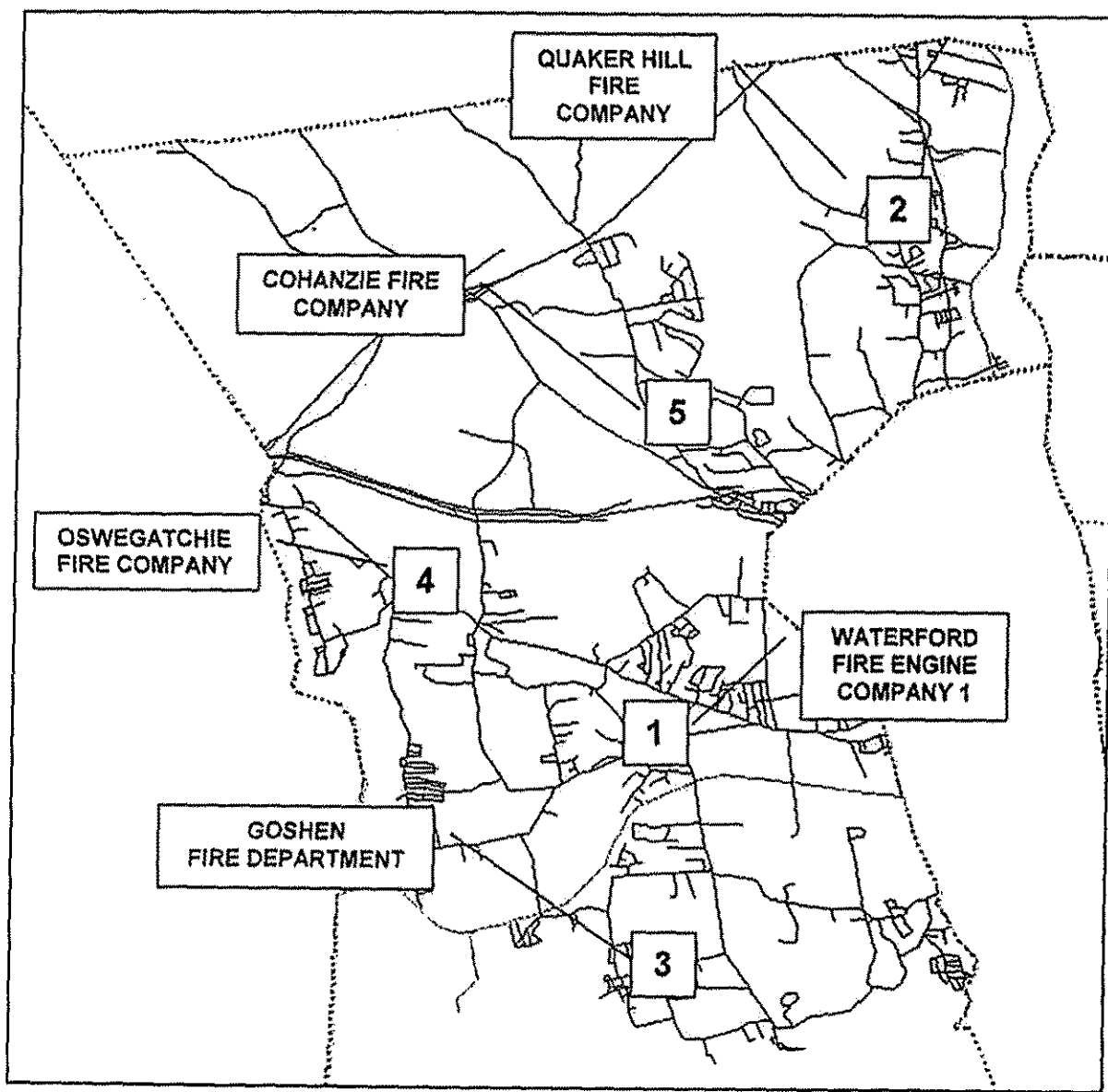


Figure 1- Map of the Town of Waterford Depicting Locations of Fire Stations and Fire Districts



Figure 2- Cohanzie Fire Station

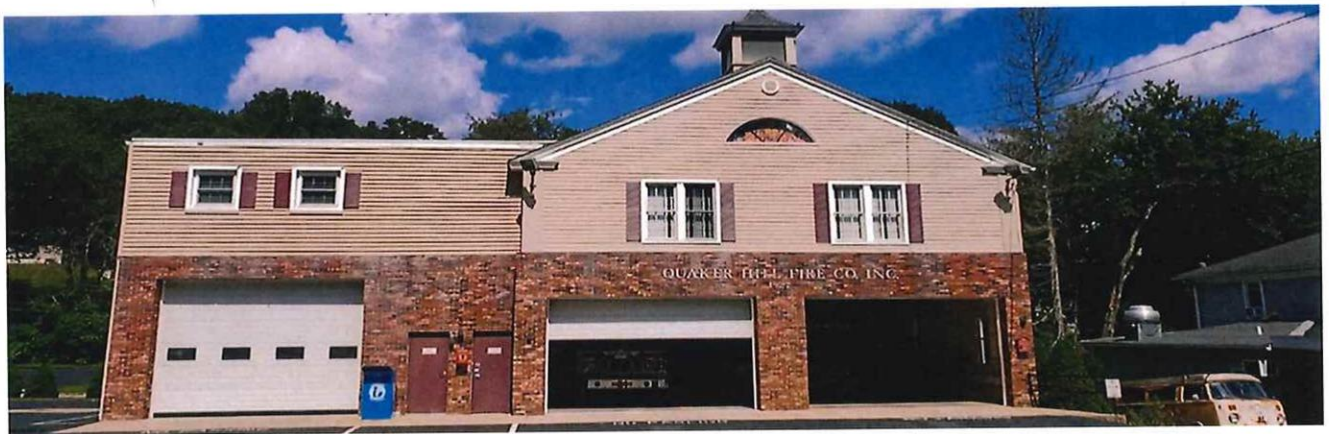


Figure 3-Quaker Hill Fire Station

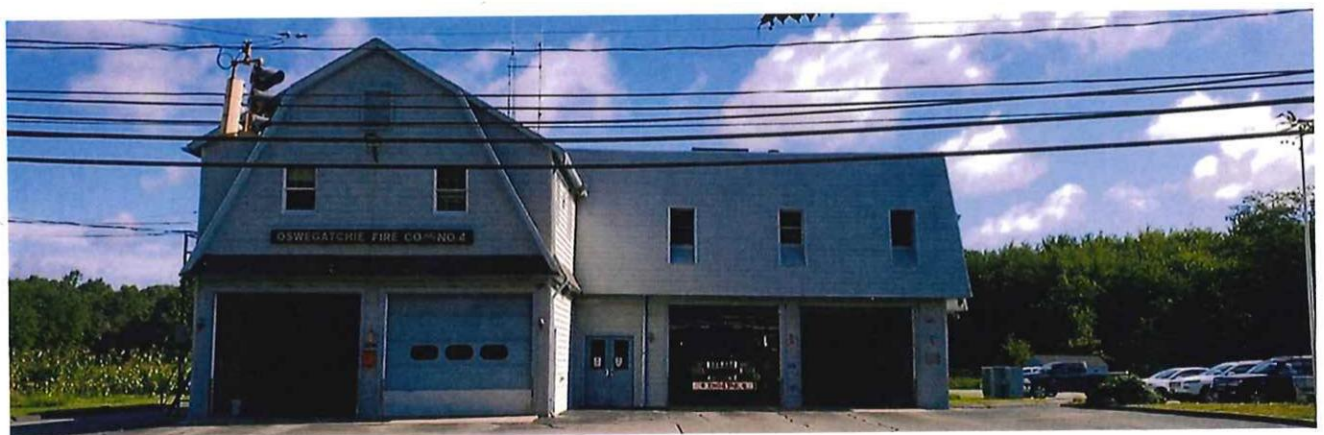


Figure 4- Oswegatchie Fire Station



Figure 5-Jordan Fire Station



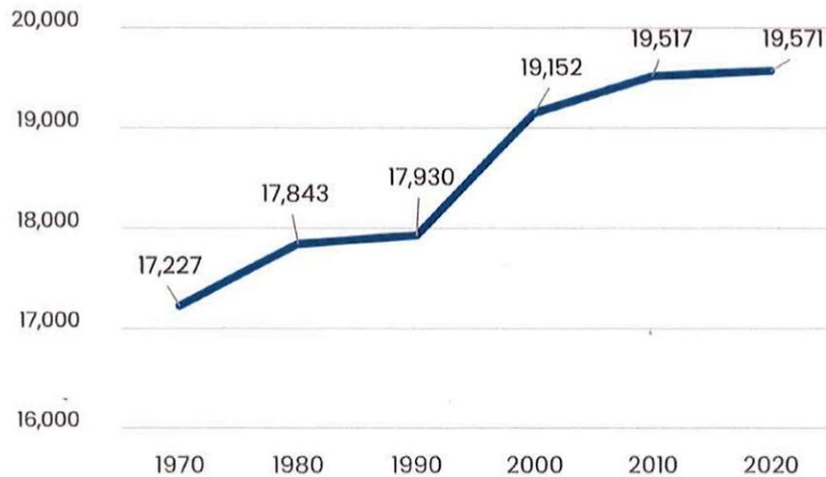
Figure 6- Goshen Fire Station

4.0 Demographic Information

The Town of Waterford was incorporated on October 8, 1801. It is a partly rural/partly suburban town 36.7 sq. miles in size, with 23 miles of coastline and a population of 19,554 +/- and is part of New London County. Waterford has grown at a steady rate since the 1970's, although State projections completed in 2016 expect Waterford's population to decline through 2040. Despite these projections, the population continues to enjoy modest growth, and recent employment announcements from local businesses (for example Electric Boat) suggest that area populations including Waterford could increase. The Town's Director of Planning and Zoning notes that the population appears to be increasing slightly. Figure 6 demonstrates the census trend; Table 2 depicts current development underway as of March 2025. Additional

commercial growth is likely with the revitalization of the Crystal Mall and the potential for the eventual development of the airport property on Crossroads South and a possible data center on the Dominion property.

Figure 3.1. Population Change by Decade (1970 - 2020)



Source: U.S. Decennial Census 1970 - 2020

Figure 6-Population Change by Decade

(Town of Waterford, Key Demographics and Trends)

Recent Newly Constructed, Approved & Pending Housing									
Development	Status	Total Units	Affordable Units	Single Family	Townhome / Duplex	Studio	1 BD	2BD	3BD
Waterford Heights	Approved	284				30	122	100	32
Brookside Apartments	Constructed	40	35				16	24	
Kathryn Court Estates	Constructed	10		10					
Waterford Woods	Constructed	204					126	78	
Ivy Hill Village	Under Construction	40	4	32	8				
Waterford Central	Under Construction	216	44				144	72	
Clark Lane Community	Under Construction	47	15	47					
Roberts Village	Pending	24	8	16	8				
Total		665	108	105	8	30	408	274	32

Source: Town of Waterford Planning & Development Department, Sept. 2024

Table 2-Summary of Current Residential Building Units as of September 2024

The population density is 435 residents per square mile, less than the state average of 648 residents per square mile, but more than New London County, 348 residents per square mile. More resident workers commute out of Town for employment than the number of employees who travel to Waterford for work.

The number of workers commuting into Town and share of residents working in Town has decreased since 2010.

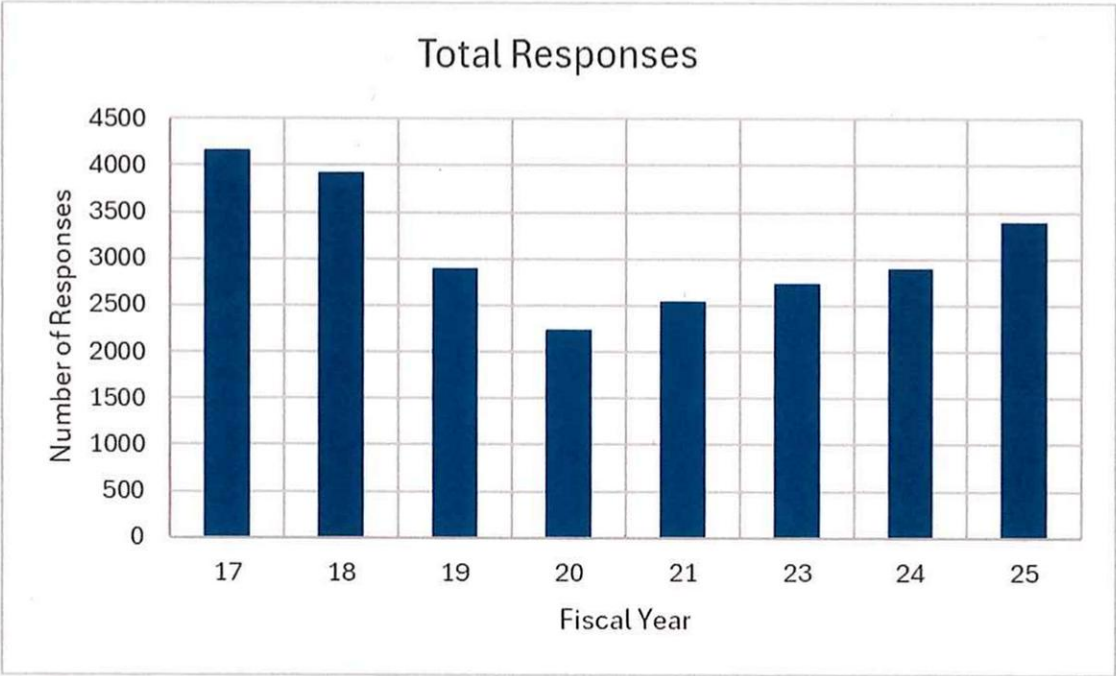
Waterford is nestled between Montville to the North, East Lyme to the west, and New London to the east. The former two are like Waterford demographically, while New London is a small city with approximately one third more residents (approx. 28,000) than Waterford.

5.0 Findings and Discussion

5.1 Emergency Response Types and Frequencies

Data on types and frequencies of responses as well as response times was provided by the Department of Fire Services to the Fire Services Ad Hoc Committee and was distilled into graphs to better display pertinent information.

Response types and frequencies are depicted in Figures 7-11.



Note: Responses for year 2025 have been extrapolated based upon responses through March)

Figure 7- Eight Year Trend of Responses

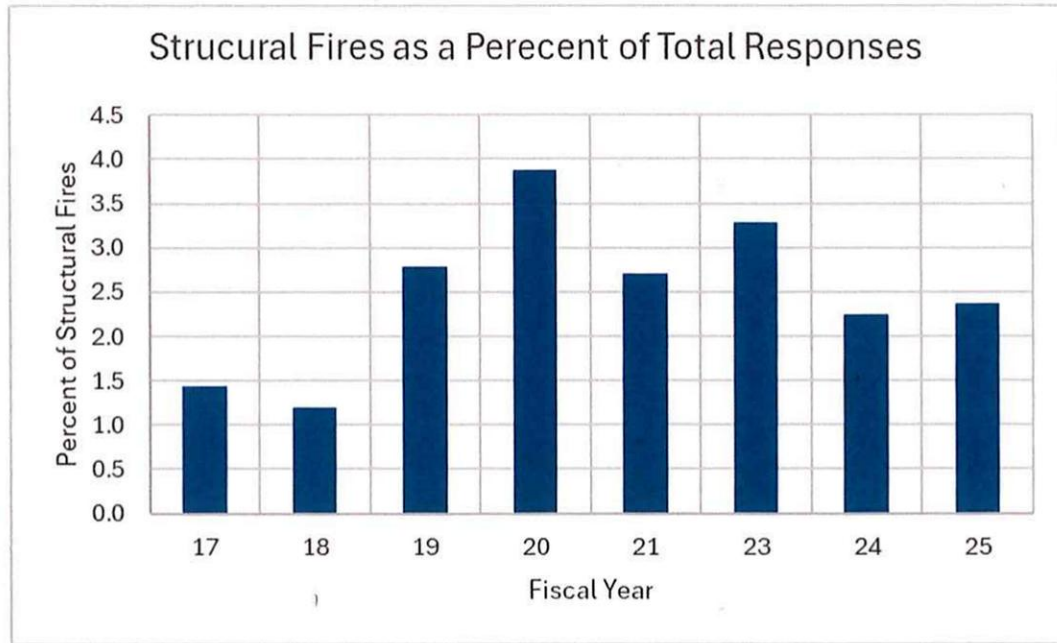


Figure 8- Percent of Total Responses that Are Structural Fires

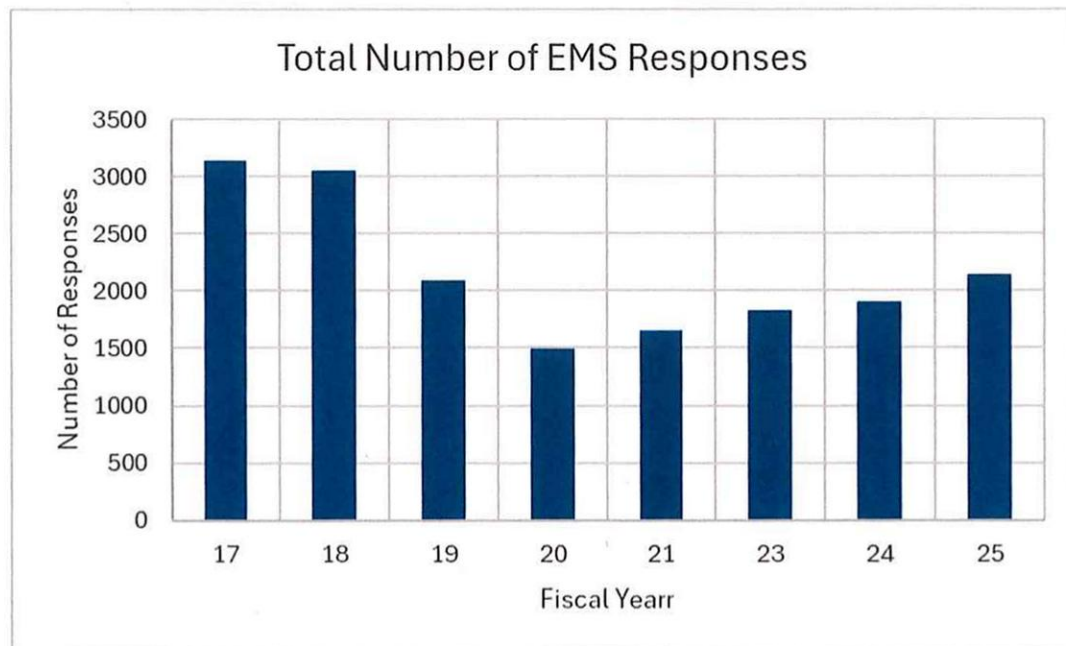


Figure 9- Eight Year Trend of EMS Responses

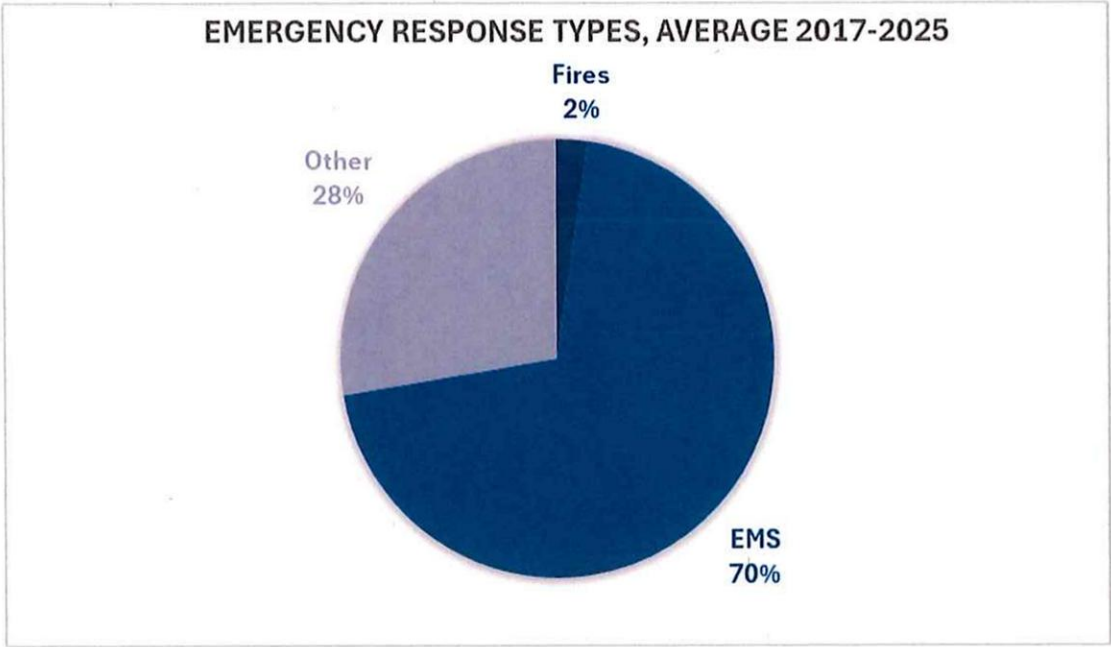


Figure 10-Summary Percentage of Structural Fires, EMS, and Other Incident Types

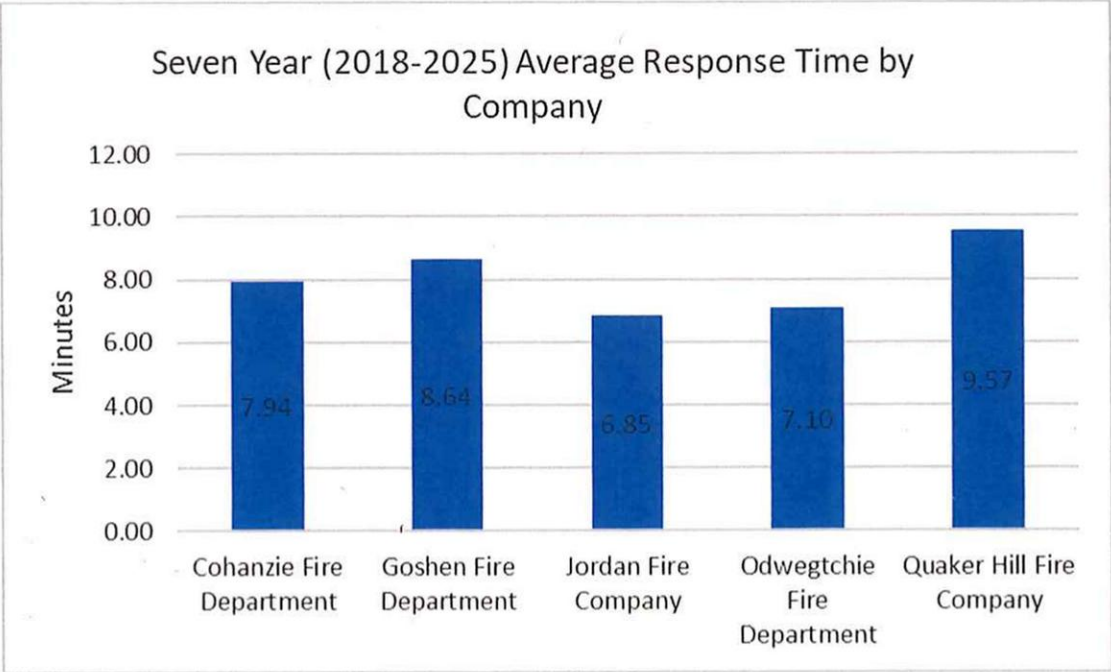


Figure 11- Average Response Times by Company

As seen from the data, most responses are responses to EMS calls throughout town as well as motor vehicle accidents with and without injuries, structural fires hazardous conditions, service calls, good intent calls, false alarms, severe weather incidents,

5.2 Capital Plan

An abbreviated capital / facilities plan was provided by the previous Director of Fire Services. A copy is attached as Appendix A, and is distilled here in Table 2

STATION	YEAR					Totals	COMMENTS
	24	25	26	27	28		
Jordan	\$ 100,000.00			\$ 65,000.00	\$ 55,000.00	\$ 220,000.00	Kitchen in 2027
Quaker Hill		\$ 150,000.00				\$ 150,000.00	Bunk Room Renovations, Bathroom Renovations
Goshen		\$ 150,000.00				\$ 150,000.00	Includes items pushed out from 2023 and 2025, Roof replacement 2030
Oswegatchie	\$ 80,000.00					\$ 80,000.00	On hold pending new building
Cohanzie		\$ 30,000.00				\$ 30,000.00	Bunk room, bathroom, day room renovations, new windows and doors
						\$ 630,000.00	

Table 2- Outyear Maintenance Planning of Existing Stations

5.3 Staffing Findings

The Town of Waterford Fire Services are currently staffed full-time as shown in Figure 12.

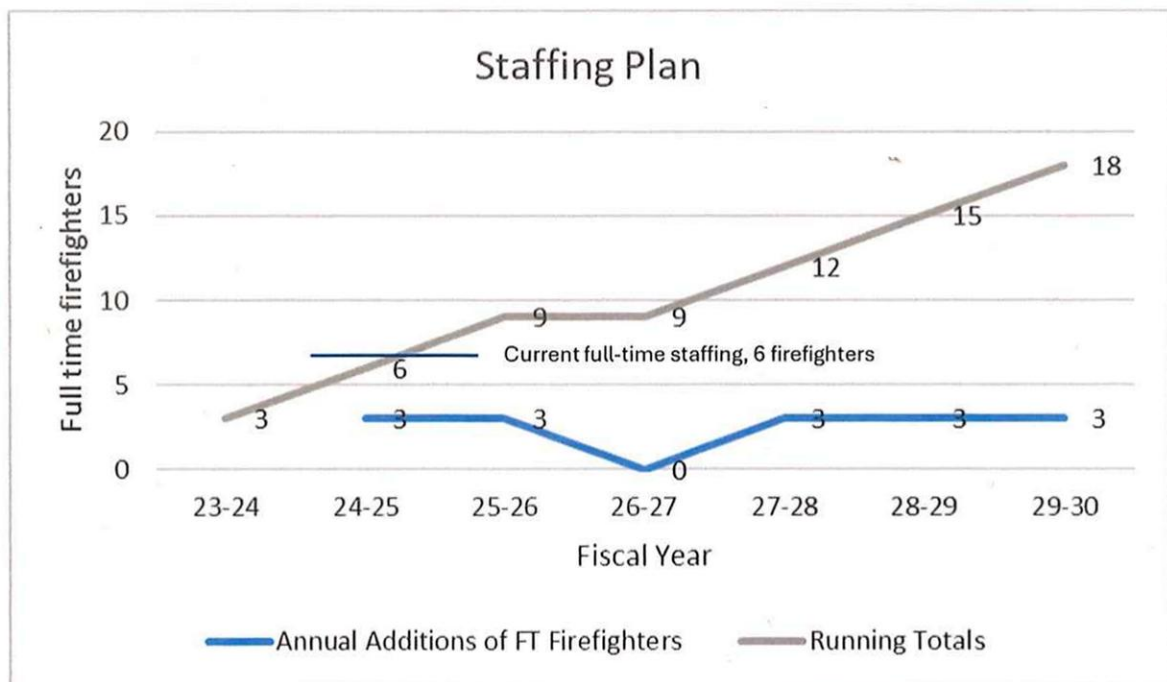


Figure 12- Current and Projected Staffing

This is an increase in the previous numbers of firefighters from the previous year. Appendix B outlines the previous Director of Fire Services' recommendation for staffing the fire stations in Waterford over the next 5 years. A summary of his assessment is provided herein. Figure 12 also graphically depicts the proposed increase. *The dip in hiring reflects a pause to assess needs.*

It is important to underscore that staffing levels for the Waterford Fire Department have increased since the inception of the Ad Hoc Fire Services Committee.

The previous Director of Fire Services has expressed a strong belief that staffing should continue to grow to meet both the current and future demands facing the community. Increased construction, population growth, and rising call volumes *will require additional response capabilities to maintain Waterford's public safety standards.*

Key Takeaways from the Director's January 2025 Staffing Report

- Full-Time Staffing of Three Fire Stations

The Director recommends that three fire stations should be staffed full-time with career (paid) firefighters:

- Company 1 (Jordan)
- Company 4 (Oswegatchie)
- Company 5 (Cohanzie)

Although specific justifications are not explicitly listed, it is presumed that these companies were selected because they have:

- The largest call volumes
- Strategic geographic distribution: one station near each east and west end of Town and one centrally located station providing rapid access across Waterford.

- Part-Time Staffing of Two Fire Stations

The remaining two stations, Quaker Hill and Goshen should be staffed with part-time paid firefighters to ensure broad coverage while managing costs.

- Importance of Maintaining Adequate Staffing

Maintaining sufficient staffing is critical to:

- Protecting personal safety and property.
- Maintaining a high Insurance Services Office (ISO) rating, which directly affects residents' insurance premiums.

- **Review of Staffing Growth Every Three Years**
Staffing levels and the pace of growth should be formally revisited on a three-year cycle to adapt to changing community needs.
- **Competitive Salaries**
Until 2024, Waterford's starting firefighter salaries were below the state average. However, the most recent labor contract addressed this disparity, helping facilitate the hiring of 3 new firefighters.
- **Pursuit of SAFER Grants**
The Director recommends aggressively applying for SAFER (Staffing for Adequate Fire and Emergency Response) grants to offset hiring and personnel costs.
- **Projected Staffing Model for FY 2030–2031**
The Director's plan envisions:
 - 10 career firefighters on duty always (requiring 30 career firefighters total)
 - A 24/48 schedule (24 hours on, 48 hours off)
 - A blend of part-time staffing seven days per week
 - Full operations from all five fire stations
 - Deployment of a variety of apparatus tailored to incident needs.
- **Standards of Response Coverage (SOC) Analysis**
The Department should consider conducting a Standards of Response Coverage (SOC) analysis to formally evaluate operational efficiency and identify opportunities for improvement.

In presenting his Staffing Plan, the Director also provides a brief history of the Waterford Fire Department's staffing evolution. The trend reflects a slow but steady migration toward paid firefighters, driven by challenges in retaining and recruiting sufficient volunteer personnel.

The Director identifies four critical factors justifying the continued expansion of paid staffing:

1. **Nationwide Decline in Volunteer Firefighters**
Recruitment and retention challenges mirror a broader national trend.
2. **Increased Calls for Service**
Higher call volumes place additional strain on the fire response system.

3. Commercial and Residential Development

Development in Waterford is progressing at a pace that threatens to outstrip current service capabilities.

4. Service Response Times and Their Impact

Variations in response times can have serious consequences for life safety, property protection, and insurance costs.

Establishing staffing levels of fire stations can be a challenging task. There are no definitive legal requirements, whether federal or state that dictate the specific number of firefighters each town or station must have. There are two primary organizations whose standards influence fire departments throughout the state and nation. These are:

OSHA (Occupational Safety and Health Administration)- a federal agency under the U. S. Department of Labor responsible for setting and ensuring safe and healthy working conditions for employees, through the issuance of enforced standards.

NFPA (National Fire Protection Association)- a global not-for-profit organization that develops and publishes over 300 standards and codes that target the elimination of economic loss, injury, and death due to fire, electrical or related hazards. Their standards are widely recognized and commonly adopted but not mandated.

Two primary organizations, OSHA (Occupational Safety and Health Administration) and NFPA (National Fire Protection Association), publish many standards that significantly influence fire department operations and fire service deployment. Among these are several overarching standards that impact fire department staffing, either directly or indirectly. The most referenced include:

- OSHA 29 CFR 1910.156 – Fire Brigade Standard

This standard establishes requirements for fire brigades, including organizational structure, training and education, personnel requirements, and the use of personal protective equipment (PPE). It specifically applies to fire brigades performing interior structural firefighting.

- OSHA 29 CFR 1910.156 Revision – Emergency Response Standard

A proposed revision of the Fire Brigade Standard, this updated Emergency Response Standard—once approved—will impose a significant number of new requirements. These will largely focus on expanded training, qualifications, and safety procedures for fire stations. The revision has completed its public comment period and is pending final issuance. However, the official effective date remains uncertain as of the publication of this report.

- OSHA 29 CFR 1910.134 – Respiratory Protection Standard
These standard addresses requirements for respiratory protection in hazardous environments. Critically, it establishes the “Two-in / Two-out Rule,” which mandates that two personnel must remain outside a hazardous environment to monitor and assist two personnel operating inside an IDLH (Immediately Dangerous to Life or Health) environment.
- NFPA 1710 – Standard for Career Fire Departments
NFPA 1710 sets standards for the organization and deployment of fire suppression operations, emergency medical operations, and special operations provided by career fire departments.
- NFPA 1720 – Standard for Volunteer Fire Departments
NFPA 1720 outlines similar standards tailored for volunteer fire departments, focusing on deployment expectations based on community demographics.

Neither OSHA nor NFPA directly prescribes exact staffing levels for fire departments. However:

- OSHA influences staffing indirectly by establishing mandatory safety standards, including equipment, working conditions, and training requirements.
- NFPA affects staffing through its emphasis on response times and the minimum number of personnel required based on population density.

For example, NFPA 1720 sets the following staffing guidelines:

- Rural areas (population density of 500 or fewer people per square mile): A minimum of six personnel should respond within 14 minutes or less for 80% of incidents.
- Suburban areas (population density between 500 and 1,000 people per square mile): A minimum of 10 personnel should respond within 10 minutes or less for 80% of incidents.

The Town of Waterford contains both Rural and Suburban areas, meaning it must plan accordingly to meet both standards.

In addition to the regulatory standards and guidelines outlined above, fire department staffing is determined by a combination of critical factors:

- Community Needs: Including call volume, types of emergencies encountered, and population density.
- Budgetary Constraints: Municipal governments operate within limited financial resources, primarily based on tax revenues.

- Risk Assessment: Considering the hazardous nature of buildings, presence of industrial facilities, building sizes, and related factors.
- Authority Having Jurisdiction (AHJ): The individual, office, or organization empowered to make and enforce regulations affecting fire services (e.g., fire marshal, building official, or other regulatory authority).

In the Town of Waterford, the Authority Having Jurisdiction is the Waterford Fire Department.

Staffing Determination Process

The exact determination of appropriate staffing levels is a multi-faceted exercise. It requires balancing objective data, expert judgment, and available financial resources.

- Objective Data:
The importance of data collection, trending, and reporting—as depicted in Figures 6-11 cannot be overstated. This data serves as a key indicator of departmental performance and represents the only consistently quantifiable, objective factor available for staffing evaluation.
- Subject Matter Expertise:
Local fire service experts, notably the Director of Fire Services and his team of experienced professionals, play a vital role in assessing staffing needs based on operational demands and evolving community risks.
- Municipal Leadership and Financial Oversight:
The Town's Chief Executive (First Selectman), along with the Board of Selectmen (BOS), Board of Finance (BOF), and Representative Town Meeting (RTM), are responsible for reviewing staffing recommendations, balancing financial realities, and ensuring that fire service funding decisions align with the broader interests of Waterford residents.

5.4 Fleet Management Findings

Waterford's Fire Services maintains a substantial fleet of emergency vehicles—currently 26 in total—primarily designed to support fire suppression operations. This fleet includes:

- Fire engines
- Ladder trucks
- Specialized apparatus
- Support vehicles

A detailed inventory and status assessment of the fleet is provided in Table 3 and the Appendix C.

Fleet Asset ID	Town Asset ID	Model Year	YEAR					Mileage	Hours	5-Year Total Repair Cost	Years of Service	Replacement / Refurbishment Point System
			2025	2026	2027	2028	2029					
W-51	101405	2016						30,589	2461	\$ 37,991.00	9	16
W-53	100515	2009				\$ 31,500.00		10449	1419	\$ 2,943.00	16	16
W-55	100079	2004	\$ 2,200,000.00					41812	4816	\$ 132,074.00	21	28
W-56	101032	2011	\$ 73,000.00					54224		\$ 4,925.00	14	18
W-57	101011	2010							2512	\$ 40,740.00	15	18
W-16	101615	2018						22833	1180	\$	7	6
Car 115	101354	2018						35500		\$ 1,250.00	7	13
Car 55	101209	2013	\$ 64,000.00					117000		\$ 2,489.00	12	24
Car 85	101409	2016	\$ 84,000.00					118000		\$ 3,001.00	9	20
New				\$ 65,000.00				0				
W-31	101236	2014						16669	1539	\$ 25,046.00	11	13
W-32	100203	1998						39230	4295	\$ 49,062.00	27	33
W-34	101127	2012						9183	701	\$ 2,778.00	13	14
W-36	100310	2007			\$ 74,000.00			53206	2355	\$ 28,619.00	18	25
W-93	100376	2007						1139	1028	\$ 25,601.00	18	21
W-94								218	20			
W-11	101321	2014						38156	3287	\$ 50,574.00	11	18
W-15	101536	2016						32844	2866	\$ 66,333.00	9	16
W-41	101809	2018						9105	822	\$ 11,901.00	7	8
W-42	100433	2007						43720	4831	\$ 61,882.00	18	25
W-43	100256	2006	\$ 226,206.00					12834	1294	\$ 13,930.00	19	20
W-46		2020						15127	566	\$ 840.00	5	5
W-21	100311	2006				\$ 925,000.00		35488	3503	\$ 59,406.00	19	26
W-23	100257	2006						8374	1329	\$ 15,545.00	19	20
W-25	101432	2018						7808	1075	\$ 24,608.00	7	11
A19	100216	2006			\$ 72,000.00			54800	3373	\$ 6,232.00	19	
W-26		2021						2150				2
			\$ 64,000.00	\$ 2,563,206.00	\$ 211,000.00	\$ 996,500.00	\$					
										\$ 27,823.54	Average 5-Yr Repair Cost per Vehicle	
										\$ 667,765.00	Total 5-Yr Cost	
										\$ 133,553.00	Average Cost Per Year	

Table 3- Summary of Fleet Maintenance and Capital Acquisition Costs

As fire suppression now represents only a small percentage of emergency call responses, Waterford's current fleet, geared heavily toward traditional firefighting, may warrant strategic realignment over time to better match the evolving mission of an Emergency Services or First Responder organization.

Regardless of future adjustments, effective fleet management today remains essential to ensure the reliability, safety, and fiscal responsibility of this critical public asset.

Using *Fleetio* Software: A Modernized Approach to Fleet Management

To optimize fleet performance, Waterford utilizes *Fleetio*, a modern fleet management software platform designed specifically to:

- Track vehicle condition and maintenance
- Monitor vehicle utilization
- Manage repair records and costs
- Improve budgeting and forecasting accuracy
- Support asset replacement planning

Fleetio provides real-time, centralized data that allows the Fire Services leadership, Town executive staff, and financial officials to make data-driven decisions about asset maintenance, replacement, and allocation.

This technology represents a significant advantage for Waterford, enabling the Town to extend the useful life of its vehicles, improve operational efficiency, and strengthen long-term financial planning.

Existing Town Resources: Building a Collaborative Maintenance Model

In addition to *Fleetio*, Waterford has internal resources that can be leveraged for fleet management efficiency:

- Department of Public Works: Potential to expand the use of Public Works mechanics and facilities for standard maintenance tasks, achieving economies of scale.
- Shared Procurement: By coordinating purchases of routine parts, supplies, and service contracts across departments, the Town can further control costs.
- Cross-Departmental Asset Review: Collaboration between Fire Services, Public Works, and the Finance Department can ensure objective evaluations of fleet needs, promoting smarter capital investments.

A central component of this effort is the use of a maintenance score, a tool designed to evaluate the operational integrity of each vehicle. This scoring system assists in proactive planning for maintenance needs, scheduling repairs, and determining appropriate timelines for vehicle replacement.

5.5 Communications Findings

The Town purchased new pagers for the volunteers, and the Town is in the process of transitioning to the state radio system to replace the current one. Appendix D is a letter provided by the Director of Emergency Services summarizing the state of emergency communications in the Town of Waterford. In short, plans laid in place years ago are being fulfilled to the Director's satisfaction.

5.6 Waterford Ambulance Findings

Waterford Ambulance is a private contractor operating out of its privately owned building located at 454 Boston Post Road. They operate their ambulances out of this one location, providing one ambulance 24 hours a day. And one ambulance for 16 hours from 08:00-00:00. Waterford Ambulance is a private contractor whose employees are not employed by the town of Waterford. The Waterford ambulance service pays Waterford an annual fee for using our radios, radio system, and dispatching services.

The extent to which the Town will enter into providing ambulance service via Fire Services is a TBD topic for the future to be assessed by the new Fire Services Director.

5.7 Mutual Aid Findings

Mutual aid refers to a formalized agreement between neighboring fire departments and emergency services to assist one another during incidents that exceed the immediate capacity of a single department.

In practical terms, mutual aid means that if Waterford's Fire Services are fully engaged in an incident—or if a particular incident demands specialized resources or additional manpower—neighboring towns such as New London, East Lyme, Montville, or others can be requested to assist. Similarly, Waterford is obligated to respond to aid requests from neighboring communities when called upon.

Mutual aid covers a wide range of situations, including but not limited to:

- Structure fires
- Hazardous material (HAZMAT) incidents
- Major vehicle accidents
- Emergency medical situations
- Natural disasters and severe weather emergencies
- Large-scale public safety events (e.g., mass casualty incidents)

Legal Basis and Responsibilities

Mutual aid arrangements are typically codified in formal agreements or memoranda of understanding (MOUs) between municipalities. These agreements clarify roles, expectations, operational procedures, and financial responsibilities when one jurisdiction assists another.

In the case of Waterford:

- The Town has entered into mutual aid agreements that bind Waterford legally to provide reasonable assistance when requested.
- Assistance must be provided to the extent possible without compromising Waterford's own public safety obligations.
- Waterford retains discretion—typically via the Fire Services Director or Chief Officer on duty—to determine the level of aid that can be safely offered without endangering its own residents.

Key Legal Considerations:

1. Duty to Provide Aid Once Dispatched

Once Waterford dispatches resources under a mutual aid request, there is a legal and operational expectation that those resources will perform professionally and safely under the requesting jurisdiction's incident command structure.

2. Risk to Waterford's Assets

When Town personnel, vehicles, or equipment are sent outside of Waterford's jurisdiction, the Town assumes certain liabilities and risks, including:

- Potential damage to equipment

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- Potential injury to personnel
 - Potential exposure to legal claims (though many agreements include indemnification clauses)
3. *Workers' Compensation and Insurance Coverage*
Firefighters, whether paid or volunteer, remain covered under Waterford's workers' compensation insurance while operating under mutual aid, ensuring protection in the event of injury or death while assisting another community.
 4. *Cost Recovery (Rare but Possible)*
Generally, mutual aid is provided without direct financial compensation. However, in certain extraordinary situations (especially extended deployments), Waterford may have the right to seek reimbursement for extraordinary costs under disaster declarations (e.g., FEMA reimbursements after federally declared emergencies).
 5. *Right of Refusal Based on Capacity*
Importantly, mutual aid agreements do not require a town to endanger itself to aid another. If Waterford's available resources are insufficient to safely respond to both local needs and a mutual aid request, the Fire Director (or highest-ranking officer) has the legal and ethical duty to prioritize

What Mutual Aid Is Not

- Mutual aid is not a replacement for adequate staffing and equipping Waterford's own fire and emergency services.
- Mutual aid is not guaranteed: other towns might not be available at critical times, especially during widespread regional emergencies (e.g., hurricanes, major storms).
- Mutual aid does not absolve Waterford of its primary legal responsibility to independently and adequately protect its residents

Strategic Importance for Waterford

Given the Town's legal obligations and operational realities, mutual aid should be understood as:

- *A valuable supplemental tool, not a core component of service delivery.*
- *A safety net for rare, high-demand incidents, not a routine staffing solution.*
- *An obligation of reciprocity means that Waterford must be equally prepared to both request and provide aid without compromising its own community's safety.*

As Waterford continues to modernize its fire services and evolve toward a combination department structure, mutual aid will remain critical—but it must be managed wisely, with full recognition of its benefits, limitations, and legal responsibilities.

6.0 Five Fire Stations - History and Structure of Waterford's Fire Stations

Waterford has a long-standing tradition of volunteer fire service, dating back to the early 20th century. The Town's five volunteer fire stations emerged as a direct response to growing local needs, with each station strategically located in areas experiencing population development. Notably, all five stations were constructed by volunteers, using funds they independently raised.

To formalize and distribute responsibilities, a series of fire districts were created, providing an organized framework for managing the growing fire services system.

Since 1942, Waterford has maintained five fire stations, all incorporated within a span of 19 years. These five stations remain operational today.

Waterford's population continues to grow steadily, and the current infrastructure of fire stations remains largely supportive of existing development patterns. According to the most recent census, Waterford's population stands at 19,554.

While census projections suggest the population may stabilize or even decline slightly in the future, recent development activity—as illustrated in Table 2—indicates the potential for continued population growth, which could influence future demand for fire services.

Waterford's proud tradition of volunteer fire service has evolved over decades to meet the needs of a growing and changing community. Originally founded around local volunteer efforts, the Town's five fire stations—established through a historic agreement (Appendix E)—provided critical coverage and protection. This agreement, whereby volunteers deliver fire protection services in exchange for maintaining stations, equipment, and training, remains foundational today, granting Waterford access to a network of five strategically located stations.

As Waterford grows, the Town has a unique opportunity to honor its rich legacy while thoughtfully planning the next generation of emergency services—services designed not only for today's challenges but for tomorrow's vision.

While census projections suggest that Waterford's overall population (currently 19,554) may remain stable or decline slightly, other trends paint a more dynamic picture:

- Growth in the Senior Population:
An increasing proportion of older residents will drive greater demand for emergency medical services.

- Recent Development Activity (Table 2):
Despite broader forecasts, recent residential and commercial building activity suggests a blossoming population.
- Town Size and Diversity:
Spanning 37 square miles, Waterford features a mix of rural, suburban, and commercial properties, each requiring thoughtful, responsive fire and emergency service coverage.

Several factors are shaping the evolving mission of Waterford's Fire Services:

- Significant Commercial Entities:
 - Dominion Energy's Nuclear Power facility
 - The proposed Data Center
 - The Crystal Mall complexThese assets represent critical infrastructure requiring specialized response capabilities.
- Changing Building Patterns:
Newer construction often features:
 - Higher population densities
 - Multi-story structures
 - Fire-resistant materialsThese improvements enhance safety but also introduce new challenges, such as greater exposure to hazardous synthetic materials in fires.
- Expanded Scope of Emergency Responses:
Today, structural fires represent a small fraction of calls. Firefighters are now routinely responding to:
 - Hazardous material incidents
 - Severe weather events
 - Service calls
 - Medical emergencies
 - False alarms
- Distribution of Service:
Analysis of call data indicates that emergency call volume is distributed across the Town, reinforcing the critical value of maintaining all five fire stations.

6.1 Why Five Stations Matter

Maintaining a five-station model continues to provide tangible, town-wide benefits:

1. Response Times

The current station locations enable fast, reliable service delivery in alignment with National Fire Protection Association (NFPA) standards.

2. Volunteer Retention

Reducing or closing stations could diminish volunteer participation and necessitate more career staff, increasing costs.

3. Strategic Coverage

Stations are located near high-density neighborhoods and key assets such as the Crystal Mall, Dominion Nuclear Power Station, Interstate 95, Interstate 395, Route 85 and Waterford's schools, Town Hall, Community Center, Beaches, Niantic River, and Thames River all spread over 37 square miles.

4. Insurance Rates and ISO Ratings

Maintaining five stations helps preserve Waterford's favorable Insurance Services Office (ISO) rating, protecting residents from higher insurance premiums.

5. Resiliency and Emergency Sheltering

Each station provides a critical location for resident sheltering during townwide emergencies and supports Waterford's integrated Task Force emergency management approach.

6. Infrastructure Readiness

Except for Oswegatchie (which requires replacement), the other stations are maintainable through repair.

7. Emergency Operations

As Waterford's Fire Services evolve into a broader Emergency Services Organization, each station will play a key role in housing resources, personnel, and shelter facilities across the community.

8. A Proven, Successful Model

The five-station approach has effectively served Waterford for over 100 years—providing life-saving protection, community reassurance, and continuity.

Looking Forward: Waterford's Vision for Emergency Services

As Waterford embraces the future, its fire services must continue to evolve and potentially into a modern Emergency Services and First Responder Organization, ready to address a broader range of public safety needs. As noted earlier, such a change may warrant a charter update. A suitable name could be Waterford Fire and Rescue.

Key elements of this future vision should include:

- Investing smartly in facility upgrades, apparatus modernization, and training.
- Expanding partnerships with local and regional agencies.
- Applying for grants (such as SAFER grants) to enhance staffing and resilience.
- Adapting tactics to meet the challenges of changing construction patterns, population shifts, and evolving threats.

By recognizing the value of its current infrastructure and proactively planning for the future, Waterford is charting an exciting and responsible course—one that builds on its proud past while preparing for a bright, resilient future.

The future of Waterford's fire services is not about standing still. It's about growing, adapting, and leading—and the Town is ready.

6.2 The Case for a New Oswegatchie Fire Station

In January 2023, the Ad Hoc Fire Services Committee released an interim report recommending the replacement of the Oswegatchie Fire Station due to extensive structural and mechanical deficiencies. At the same time, the Committee strongly reaffirmed the Town's five-station fire service delivery model as the most effective and strategic approach for meeting Waterford's emergency response needs.

In addition to the broader reasons supporting the five-station model, the following specific points highlight why replacing the Oswegatchie Fire Station is critical to Waterford's future:

a. Strengthens Public Safety

- Ensures continued fire and emergency support for the Oswegatchie Elementary School and surrounding neighborhoods.

- Provides a modern, safe, and secure facility for housing part of the Town's paid firefighter workforce.
- Creates an ideal location for a future command center for Waterford's growing team of career firefighters.

b. Supports the Town's Vision for a Combination Fire Department

- Advances Waterford's transition toward a combination fire services model, blending career firefighters and volunteer support—consistent with national best practices and Waterford's evolving needs.
- Positions the Town for a stronger, more resilient fire service well into the 21st century.

c. Enhances Recruitment and Retention

- A new, state-of-the-art station will boost the recruitment and retention of both career and volunteer firefighters.
- A modern facility focused on firefighter safety, training, and well-being demonstrates the Town's serious commitment to public safety services.

d. Protects Waterford's Long-Term Financial Interests

- Repairing and renovating the existing station is not cost-effective according to the Town's architect and construction project manager. The construction program manager provided an estimate of \$11.1 million to renovate the building as new, while a new building could cost \$12.6 million, with contingencies and soft costs included in both.
- Delaying construction would significantly escalate costs—potentially requiring \$15–20 million within 7–10 years for new construction and interim repairs.
- Building the new station now is the fiscally responsible choice for taxpayers.

e. Continues a Century-Long Success Story

- Oswegatchie Fire Company has served Waterford from its current location for over 94 years.
- Maintaining a station at this location honors a proven, historic model that effectively covers all 37 square miles of the Town.
- Every major study and both recent Directors of Fire Services have strongly supported the five-station model for Waterford.

f. Enhances Townwide Emergency Preparedness

- Provides a local shelter for residents during emergencies.
- Maintains a strategic outpost for the staging of apparatus and personnel for rapid, effective responses to any emergency.

g. Aligns with Town Plans and Community Values

- Building a new station at Oswegatchie is consistent with both the existing and proposed draft Plan of Conservation and Development (POCD).
- Reflects the Town's values of community investment, public safety, and smart growth.

h. Reinforces Waterford's Commitment to Public Safety

- Waterford protects a community of 19,554 residents and a \$4.4 billion grand list of residential, commercial, and industrial property.
- A new, centrally located fire station will significantly strengthen life and property protection across the Town.

i. Demonstrates Strong Community Leadership

- In February 2022, the Representative Town Meeting (RTM) took decisive action:
 - Established a Building Committee charged with constructing a new Oswegatchie Fire Station.
 - Committed to maintaining the old station only as necessary until a replacement is built.

The preservation and modernization of Waterford's five-station fire services model is critical to meeting current and future community needs.

Building a new Oswegatchie Fire Station is more than a construction project—it is a clear investment in:

- Public safety
- Community resilience
- Long-term financial responsibility
- Waterford's future growth and success

Waterford's vision is bold, responsible, and clear: continuing to invest in the systems that protect its people, its property, and its proud tradition of excellence.

7.0 A Strategic Vision

Evolution of Waterford's Fire Services

Like many small towns, Waterford's fire services have evolved over time—shifting from a fully volunteer model to today's combination fire department and moving steadily toward greater professionalization.

In the early 1900s, fire protection was provided by a network of privately owned, independently operated stations. Over time, these private companies were managed collectively by a Board of Fire Commissioners. Today, Waterford benefits from a centralized management model, led by a Director of Fire Services, ensuring professional oversight and strategic coordination.

This transition has been driven by necessity: a combination of the need for greater efficiency, declining volunteer availability, and the increasing complexity of emergency services. Importantly, consolidation of management has improved operational effectiveness without sacrificing public safety.

Historically, the cost of maintaining an all-volunteer fire service was substantially lower than the costs associated with a combination or career fire service. Early expenses, largely captured through Town agreements (Appendix E), were focused on station maintenance, volunteer training, and equipment provision.

However, as the fire service evolved:

- Buildings and equipment aged, requiring greater maintenance investment.
- Volunteer staffing declined significantly, forcing the Town to hire part-time and then full-time firefighters.
- Annual fire service costs have steadily increased, see Figure 13, reflecting both broader operational demands and necessary modernization efforts.

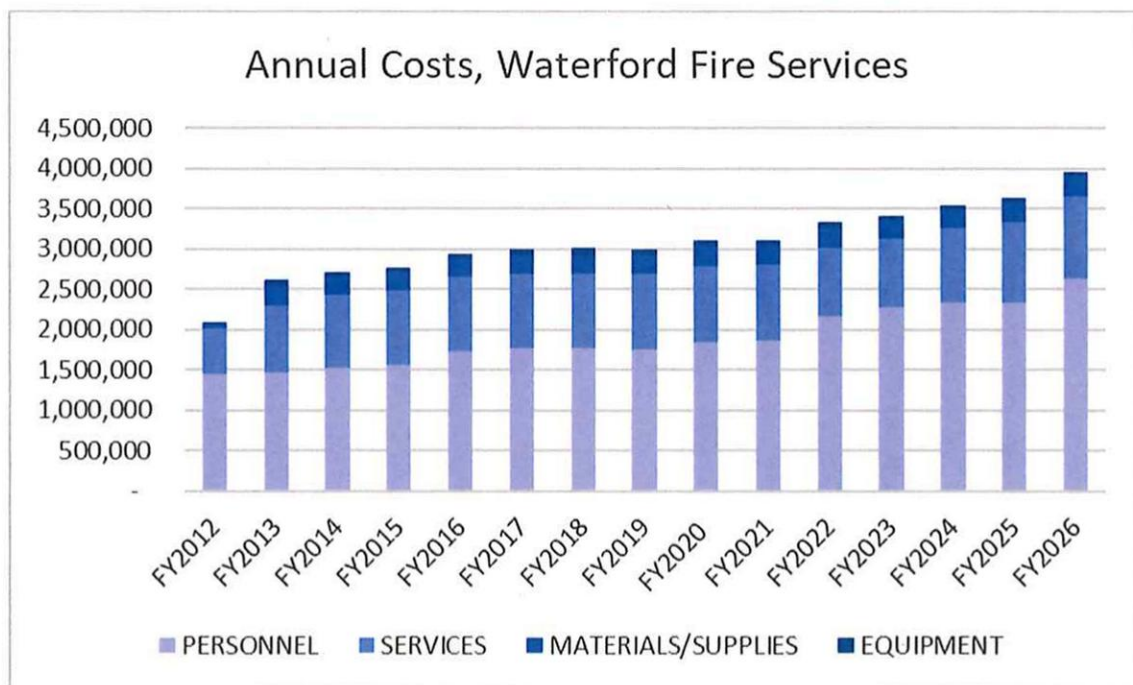


Figure 13-Waterford Fire Services Annual Costs, 2012-2026

Today, while many stations remain crucial geographic and operational assets, they are no longer community hubs filled with volunteers during downtime. Instead, they serve primarily as deployment outposts for paid staffing and critical equipment.

Since the late 1990s, volunteer recruitment and retention have faced major challenges—consistent with national trends. As volunteer numbers declined, Waterford responded proactively by:

- Hiring part-time and full-time firefighters to maintain service levels
- Strategically deploying full-time paid firefighters to Oswegatchie, Jordan, and Cohanzie
- Assigning part-time paid firefighters to Goshen and Quaker Hill

Today:

- Full-time paid staffing covers the Town's busiest districts.
- Part-time staffing supports areas where volunteer activity has declined but where service demands remain critical.

Deployment patterns reflect careful use of demographic, call volume, and risk data (see Figures 7-10), *aligning staffing levels with service needs to ensure efficient and economical operations.*

Given the challenges associated with sustaining the original volunteer agreements, and with volunteers becoming increasingly scarce, rethinking the model for fire and emergency services in Waterford is both timely and necessary.

Key questions for strategic evaluation include:

- How can existing data be used more proactively to optimize resource deployment?
- Should staffing levels be customized to call volume and risk patterns rather than uniformly distributed?
- Can Waterford maximize the use of all five stations while adapting staffing and equipment strategies?
- How can service delivery evolve to balance cost-effectiveness, public safety, and taxpayer value?

Any new model must reflect the Town's underlying obligations to its residents and taxpayers, including:

- Uniform and consistent provision of emergency services
- Effective and efficient utilization of equipment, apparatus, and buildings
- Strategic deployment of both volunteer and career personnel

- Responsiveness to current and future risks associated with development and population changes
- Prudent and transparent management of operational costs
- Alignment with a defined and forward-looking vision for public safety

Emergency Services: A Broader Mission

Based on the data provided (Figure 6-8), Waterford's emergency services landscape has dramatically shifted:

- Emergency medical and other non-fire calls outnumber structural fire responses by a ratio of 35:1.
- Structural fire responses now represent only a small fraction of total incidents.

This important trend suggests that Waterford Fire Services is evolving into a broader Emergency Services or First Responder organization—a change that reflects national practice. A formal change of this type may require a charter change.

While the reduction in structural fires is a positive public safety outcome, the Town's new mission must focus on:

- Providing agile, community-wide emergency response capabilities
- Equipping and training personnel for a diverse range of incidents
- Maintaining strategically located stations to optimize response times and service delivery

8.0 A Strategic Path Forward for Fire Services

8.1 General Framework

Waterford's fire services model must evolve in response to changing demographics, emergency trends, and fiscal realities. By building upon the historic five-station framework—and adapting it through data-driven decision making, flexible staffing, and strategic investment, the Town can protect its residents, support its first responders, and deliver outstanding emergency services well into the future.

The future of Waterford Fire Services is rooted in tradition—but shaped by innovation, efficiency, and a bold commitment to public safety.

a. Development of a 5-Year Strategic Plan

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In coordination with the Town's executive leadership, Fire Services administration, and other emergency management personnel, the Town should create a comprehensive 5-Year Strategic Plan.

Modeled after Waterford's Plan of Conservation and Development (POCD), or potentially crafted as a subset of it, the Strategic Plan would address:

- Staffing plans
- Capital improvement programs
- Growth and/or contraction projections
- Facility and resource development plans
- The agreements between the Town and the private volunteer companies
- Other essential aspects of Fire Services operations

This effort should be an exercise in critical thinking, strategic forecasting, and self-examination, designed to establish a Townwide vision for Fire Services.

The resulting Plan would serve as a codified framework to guide decision-making, align leadership thinking, and provide visible evidence to taxpayers that the Town is actively planning for both the current and future state of public safety.

b. Periodic Fire Services Review

Waterford should establish a formal periodic review process to ensure continuous evaluation of Fire Services operations and policy.

Options include:

- Creation of a public volunteer oversight board with a clear charter
- Scheduled reactivation of a Fire Services Special Review Committee to independently review operations, data, and policy every three to five years

Three prior Fire Services reports (including this one) have built an increasingly detailed and referenceable foundation for future strategic reviews, ensuring that successive evaluations benefit from historical continuity and prior lessons learned.

c. Redefining Fire Services as Emergency Services

The Town should consider redefining Waterford Fire Services to better align with its actual service delivery model.

- Historical Context: When the original stations were built, fire suppression was the primary (and nearly sole) function.
- Current Reality: Over the last seven years, structural fires account for only 2% of calls, while Emergency Medical Services (EMS) account for nearly 70%.

Given this transformation, rebranding Fire Services as Emergency Services or First Responder Services would:

- Require a revised Mission Statement that accurately reflects new operational objectives.
- Realign policies, procedures, equipment, and training priorities around broader emergency response needs.

- Lower the training barrier for volunteers, enabling more participation by focusing on non-fire services for those not seeking full firefighter certifications.
- Stimulate broader community interest and better resource the Town for evolving threats and challenges.
- Allow for a reassessment of apparatus, vehicle mix, and infrastructure needs, potentially reducing dependence on expensive, specialized fire-only equipment.

This rebranding positions Waterford as a forward-thinking leader in modern public safety service delivery.

d. Strengthen Data-Driven Decision Making

Maintaining robust Fire Services data systems is critical to evaluating performance and driving continuous improvement.

Data applications include:

- Optimizing vehicle and equipment placement based on call trends
- Analyzing staffing adequacy and deployment strategies
- Supporting strategic updates to the 5-Year Plan
- Demonstrating service success to the public through objective, believable statistics

Data-driven decision-making also helps validate investment decisions and promotes transparency with taxpayers.

e. Prepare for New OSHA Standards

The pending revision of OSHA CFR 1910.156, retitled *Emergency Response Standard*, represents a transformational shift in regulatory requirements for fire services.

Key anticipated impacts:

- Dramatic increase in required qualifications and training for career fire departments
- New mandates for:
 - Incident and Exposure Recordkeeping
 - Medical Evaluations
 - Standard Operating Procedures (SOPs)
- Expanded compliance with 22 NFPA standards, which will now carry regulatory—not just advisory—weight

The new OSHA standard is expected to create:

- Significant new costs for equipment, training, facilities, PPE, and recordkeeping
- Substantial operational complexity for towns like Waterford
- Potential volunteer recruitment challenges, as barriers to entry for service increase

Notably, volunteer-only fire departments will not be subject to these new standards, introducing an important strategic consideration for Waterford's combination department model.

Given the complexity and comprehensiveness of the change, the Town's legal counsel must scrutinize the final rule to:

- Determine specific applicability to Waterford's Fire Services

- Identify operational and financial impacts
- Advise on compliance strategies

Proactive planning now will ensure that Waterford remains compliant while continuing to provide high-quality, efficient emergency services to its residents. The Town should prepare for these changes.

f. Strengthen and Redefine Mutual Aid

Mutual aid strengthens regional resilience and fosters inter-town collaboration. However, it is not a substitute for a strong, properly staffed, and equipped Fire and Emergency Services Department within Waterford itself. Strategic planning, staffing, and resource deployment must continue to prioritize Waterford's primary duty to its own residents, while maintaining respectful and responsible participation in regional mutual aid agreements.

Waterford's future depends on smart investment in its people, its facilities, and its readiness—because when seconds matter, mutual aid should be a backup plan, not the first line of defense. The Town should continue to investigate how best to utilize mutual aid, including the creation of new models that better suit the needs of Waterford, such as mutual aid for specific incident types.

8.2 Staffing: Strategic Management for Waterford Fire Services

Overview

Staffing is consistently the most expensive element in the provision of fire services for any municipality in Connecticut, including Waterford. Figure 13 depicts this fact.

These costs are driven by:

- Salaries for full-time and part-time personnel
- Health insurance, workers' compensation, and related benefits
- Pension obligations (firefighters often retire after relatively short careers compared to other public employees)
- Ongoing training requirements to maintain certifications, safety standards, and operational readiness

Financial Impact of Staffing

Assuming a typical municipal fire service career trajectory:

- Average hiring age: 20–25 years

- Average retirement age: 50–55 years
- Average years of service: 20–25 years

At any given time, the Town could be financially responsible for one current salary and up to two pensions per active firefighter when factoring in past retirees. This underscores the long-term budgetary impact staffing decisions have and highlights why municipal governments must *approach staffing planning with careful strategic consideration.*

Challenges in Staffing Decisions

Determining appropriate staffing levels is highly complex, involving a blend of:

- Objective data: such as call volumes, response times, and mutual aid frequency
- Subjective factors: such as organizational culture, volunteer availability, and emerging community risks

Both types of information must be analyzed continuously to adjust staffing models appropriately over time.

To meet current and future needs in a cost-effective, resilient manner, the following recommendations are advanced:

a. Data-Driven Staffing Evaluations

- Maintain comprehensive databases tracking:
 - Frequency and type of emergency responses by station and townwide
 - Response times by station
 - Frequency of mutual aid requests provided and received
 - Active volunteer participation. A refinement of the definition of volunteer participation may help with better judging of staffing needs.
- Use this information to:
 - Evaluate the operational health of the Fire Services Department
 - Inform adjustments to staffing patterns
 - Ensure equitable mutual aid contributions among neighboring towns
 - Identify opportunities for reallocating personnel or equipment based on actual demand

Data should be periodically and systematically reviewed and correlated to staffing levels to support continuous improvement and fiscal responsibility.

b. Specific Strategic Staffing Approach

Recognizing the realities of volunteer availability, call volumes, and community needs, Waterford's staffing model must adapt to optimize service while honoring its five-district tradition.

The strategic approach includes:

i. Full-Time Paid Firefighters at Three Central Stations

- Jordan Fire Station (Company 1)
- Oswegatchie Fire Station (Company 4)
- Cohanzie Fire Station (Company 5)

These three locations serve as primary operational hubs due to their:

- Central or strategic geographic locations
- Higher emergency call volumes
- Rapid access to major corridors and population centers

By staffing these three stations with full-time career firefighters, Waterford ensures a strong, reliable core of professional emergency response throughout the Town.

ii. Part-Time Paid Staff, First Responders, and Volunteers at Two Stations

- Goshen Fire Station (Company 3)
- Quaker Hill Fire Station (Company 2)

These stations continue to play a vital role in:

- Maintaining neighborhood-based emergency response
- Serving lower-density areas
- Providing critical backup during larger incidents

By staffing Goshen and Quaker Hill with a blend of part-time firefighters, trained first responders, and community volunteers, the Town can:

- Sustain service coverage without unnecessary costs
- Provide local familiarity and rapid local response
- Preserve the community roots and pride associated with these historic stations

c. Recommend Renewing and invigorating the Commitment to Volunteerism

Volunteers have been the historic backbone of Waterford Fire Services and remain a potentially critical resource for sustaining cost-effective service delivery.

However, volunteerism has declined due to:

- Increasingly complex and time-intensive training requirements
- Competing family and career obligations

Restoring a strong volunteer corps is imperative both to:

- Strengthening organizational culture and community engagement
- Control long-term operational costs

To achieve this:

i. Explore Expanding Volunteer Roles Beyond Firefighting

Recognizing the significant barrier to entry posed by full fire training, Waterford should create and promote alternative volunteer roles that contribute meaningfully to the department's mission that require less training, including:

- Public outreach: Educational programs in schools, safety demonstrations, and community engagement activities.
- Administrative support: Assisting with scheduling, data entry, equipment inventory management, and logistics.
- Emergency Support Roles: Establishing a specialized volunteer unit trained like Waterford's Fire Police for non-fire emergency responses, such as:
 - Traffic control at accident scenes
 - Assistance during severe weather events (tree clearing, welfare checks)
 - Support during shelter activations
 - Basic EMS support under supervision (if legally permitted)

This new corps of Emergency Service Volunteers would not need full firefighter certifications but would still significantly bolster Town resilience.

ii. Promote On-the-Job Training Opportunities

- Continue to partner with local educational institutions and public programs to offer hands-on fire service internships or ride-along opportunities for young adults.
- Establish a junior volunteer program to expose younger residents (ages 16–18) to emergency services careers.

iii. Rebuild Fire Station Culture

Historically, Waterford's fire stations were community hubs where young people gathered, trained, and socialized.

Reinvigorating this station culture can:

- Promote pride and team identity
- Encourage volunteer recruitment

- Bridge generational gaps between volunteers and paid staff

Ideas include:

- Hosting open houses, family nights, and training events
- Encouraging team-building exercises across stations
- Establishing peer mentoring between career and volunteer members
- Explore new incentives to promote volunteer service

iv. Integrate Volunteers and Paid Staff into a Unified Team

- Foster a single organizational identity, emphasizing that both volunteers and career firefighters are essential to the Town's success.
- Crosstrain volunteers and paid staff together where feasible to ensure operational consistency and mutual respect.

d. Staffing Cost Monitoring

- Annually assess the costs associated with staffing changes, including:
 - Salaries and benefits
 - Training expenditures
 - Recruitment and onboarding costs
 - Volunteer incentive program expenses
- Use these cost evaluations as part of a broader fiscal forecast model to guide sustainable growth in staffing aligned with Town revenue projections.

Principles Guiding the Staffing Recommendation and Facility Use

This staffing model is guided by the following principles:

- **Respect for All Neighborhoods:**
No district is abandoned; all five stations remain critical parts of the Town's emergency services network.
- **Equity of Response:**
Residents in every part of Waterford will continue to receive professional emergency services.
- **Efficient Resource Deployment:**
Full-time staff are concentrated where the demand is highest, while part-time and volunteer resources are leveraged effectively where appropriate.

- **Community Connection:**
Volunteer involvement and neighborhood fire stations help maintain civic pride, local engagement, and disaster resilience.
- **Fiscal Responsibility:**
Staffing and operational decisions are made with care for taxpayer resources, balancing quality service with sustainable costs.

Recommended Future Considerations

As Waterford continues to evolve:

- Staffing patterns should be reviewed periodically, ensuring alignment with population changes, development patterns, and service demands.
- The Town should continue supporting volunteer recruitment and retention efforts, recognizing that volunteers remain an important part of the Town's public safety model.
- All fire stations should be maintained as critical community assets, providing not only emergency response capability but also shelter, training, outreach, and resiliency functions.

Waterford's approach honors its proud history of neighborhood-based fire protection while modernizing for the realities of today and tomorrow.

Every resident matters. Every neighborhood counts.

By embracing a balanced staffing model—full-time professionals at three central stations, part-time and volunteers at two—Waterford demonstrates its deep commitment to fairness, readiness, and community pride across all five districts.

A strong, unified, and resilient emergency services network will continue to be one of Waterford's greatest strengths.

Waterford's future emergency services success depends on maintaining a flexible, responsive, and cost-conscious staffing model.

By embracing data-driven decision-making and restoring a vibrant culture of volunteerism, the Town can deliver outstanding service, manage long-term costs, and build a new generation of civic pride and public safety excellence.

The right people, trained, integrated, and committed, will ensure Waterford's continued success for decades to come.

8.3 Capital Plan

There is an important opportunity to strengthen the planning and management of maintenance for the privately owned fire stations. Specifically, providing more detailed work scopes and more refined cost estimates would significantly enhance the process. Additionally, establishing a more formal, codified procedure for tracking repairs and ongoing maintenance activities is recommended. This would ensure greater consistency and accountability over time.

While the current rough estimates offer a helpful starting point, the Town would greatly benefit from improving the quality, precision, and consistency of these repair numbers. More accurate estimates would align with the proven practices used successfully by other Town departments, such as Utilities and Public Works, where repair and modification projects are consistently managed on an annual basis.

By adopting these improvements, the Town can ensure that fire station maintenance is planned and executed with the same high standard of care and efficiency seen across its other critical services.

8.4 Infrastructure Management: Respecting All Districts and Building a Strong Future

Waterford has long valued the principle that every resident, in every neighborhood, deserves timely, professional, and reliable emergency services.

This commitment is reflected in the Town's historic support for five fire districts, each with its own station, developed by community members working to protect their neighborhoods.

Today, as the Town continues its transition to a combination fire service model, it remains critical that respect for all five districts—and the residents they serve—remains at the heart of strategic planning. The future of Waterford Fire Services must balance operational efficiency with the core value of equitable service across the entire Town.

As discussed earlier, a detailed engineering assessment of each fire station is warranted to determine the condition of each fire station, so to better catalogue, assess and prioritize pending repairs and to populate short- and long-term capital plans. This is especially important given the contractual relationship between the Town and each privately owned fire station.

8.5 Recommended Strategies for Fleet Management and Budgeting

To maximize the benefit of *Fleetio* and Town resources, the following strategic actions are recommended:

a. Standardize Maintenance Services

- Evaluate the feasibility of using Public Works for routine fire apparatus maintenance where qualified, or establishing an in-house capability
- Centralize fleet maintenance standards across Town departments for consistency and cost savings.

b. Fully Implement a Comprehensive Fleet Management Plan

Using *Fleetio*'s capabilities, build a complete operational profile for every vehicle, including:

- Department of Transportation (DOT) condition characterization
- Usage frequency tracking
- Designation of active vs. backup status
- Routine and corrective maintenance records, with actual cost tracking per vehicle per year
- Mileage tracking by usage type (e.g., emergency response, training, routine movement), providing actionable data for future planning

c. Assess Equipment Needs Based on Data

- Use call volume, incident type, and geographic service needs to determine optimal apparatus types and numbers. For example, establishing a goal of how many and what types of trucks would be an optimal fleet for Waterford
- Consider transitioning toward smaller, more flexible vehicles if Emergency Services activities continue to dominate responses.
- Consider rotating equipment to insure mileage is uniformly distributed between vehicles to minimize wear and tear and obtain better warranty support.

d. Plan for Asset Replacement

- Establish and adhere to an active service life policy of approximately 15–20 years for major apparatus unless chronic maintenance issues suggest otherwise.
- Routinely retire and liquidate outdated or unnecessary vehicles, using sales proceeds to offset new equipment purchases—keep only those vehicles which are necessary.

e. Buy Standardized Equipment

- Prioritize purchasing "off-the-shelf" apparatus where feasible, avoiding unnecessary customization that adds cost without improving core functionality.

f. Strategically Position Assets

- Match vehicle deployment to population density, risk profile, and response data to optimize readiness (e.g., assigning lighter, quicker vehicles to suburban or low-density areas, retaining heavy apparatus in high-risk commercial zones).

Waterford's investment in *Fleetio* software and its commitment to strategic asset management positions the Town to:

- Improve emergency response readiness
- Extend the life of critical apparatus
- Make smarter, data-informed budget decisions
- Strengthen overall operational efficiency

As Waterford's Fire Services continues to evolve into a modern Emergency Services operation, fleet management will be a key pillar of success—ensuring that both the community's safety and the taxpayers' investments are protected for the long term.

Waterford's future is not just about owning more vehicles—it's about owning the right vehicles, maintaining them properly, and deploying them smartly.

8.6 Overall Strategic Plan

The Fire Administrator and First Selectman shall annually monitor and evaluate the effectiveness of fire services in Waterford and recommend appropriate revisions to departmental operations including but not limited to staffing adjustments, policy changes and capital expenditures to meet the ongoing requirements of an evolving hybrid department. The respective funding authorities (BOS, BOF, RTM) with input from the community, shall respond to these recommendations each year through the budget process. The RTM shall re-appoint a *Fire Services Review Committee to perform an assessment function like the Plan of Conservation and Development* to identify trends and suggest strategies to be considered by the Town to improve or enhance Waterford's fire services at a frequency decided by the RTM.

9.0 Closing Comment

Our hope is that the Committee's review of Waterford's fire service will provide important information to assist Town decision-makers understand how firefighting works in Waterford. The Committee's objective is to assist the Town in addressing the 21st century fire service needs in a manner which best protects the people and property of Waterford.

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NFPA 1720, Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Departments

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Appendix A. Capital / Facilities Plan

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Chief, Michael J. Howley
Director Fire Services

C. C. File



Office of Fire Services
Waterford Fire Department
204 Boston Post Road
Waterford CT. 06385

Waterford Fire Stations

Status of Facilities

January 2025

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A report for the Fire Services Ad-Hoc

Committee

DRAFT

Prepared by Director of Fire Services Chief Michael J. Howley

Waterford's five fire stations are privately owned by the five companies with agreements to operate and respond to emergencies. There locations are in great geographical locations in Town. This is a benefit as the Town changes, grows with further developments and increased of residents and businesses, the Town will be able to handle the increase services needed from Fire Services without building additional stations. We have room to grow and make changes in these facilities, both with personnel and apparatus as WAS move to a separate facility gives us room in stations. At the time of this document, the Town and Company 4 are in talks to turn Company 4 over to the Town to construct a new Town owned station. **It is recommended to maintain all five stations.** Considerations have been thought of, with a reduction in stations, but would cost a significant amount to reduce stations, rebuild new in new locations. Cost of land acquisitions, in the right areas for optimal response times is a key factor. Reduction in stations would have a significant impact on the Towns ISO rating. And with future developments will require more staffing at our stations.

This section of this report will discuss the conditions of each company and potential work/capital projects needed to maintain facilities. Some of which are already in the Towns Capital Improvement Plan (CIP). This will show what is in the plan and what is needed long term at each company. At the time of this report the Fire Ad-Hoc Committee has recommended to the Town that Company 4 be rebuilt, as the facility is in poor condition with structural and mechanical issues.



Waterford, Co. 1 Jordan Fire Department
89 Rope Ferry Road, Waterford
Est. 1920

Current projects in the CIP/CNR:

Electrical Service Upgrade FY 2023 \$25,000 Completed

Window Replacement FY 2024 \$60,000 pushed out

Flooring replacement FY 2024 \$40,000 pushed out

Bathroom renovations FY 2027 \$65,000
Bunkroom renovations FY 2028 \$55,000

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Not in CIP and Recommended:
Kitchen renovation FY 27



Waterford Co. 2 Quaker Hill Fire Department
17 Old Colchester Rd, Quaker Hill
Est. 1927

Current projects in the CIP/CNR:

Fire Alarm System FY 2025 \$16,000 completed
Generator replacement FY 2023 \$50,000 pushed out
Flat Roof Replacement FY 2025 \$100,000 pushed out
Rear Parking lot FY 2025 \$ 50,000 pushed out

Not in CIP/CNR and Recommended:

Bunk Room Renovations
Bathroom Renovations



Waterford Co. 3 Goshen Fire Department
63 Goshen Road, Waterford
Est. 1927

Current projects in the CIP/CNR:

Apparatus Floor Drainage FY 2023 \$25,000 pushed out

Air condition system FY 2023 \$25,000 Completed
Flat Roof replacement FY 2025 \$75,000
Bunkroom renovations FY 2025 \$50,000 pushed out

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Not in CIP/CNR and Recommended:

Roof Replacement Rear Building FY 2030



Waterford Co. 4 Oswegatchie Fire Department
441 Boston Post Rd. Waterford
Est. 1929

Current projects in the CIP/CNR:

Cascade Air System FY 2024 \$80,000 on hold for new building
Maintain current operations and repairs to keep running

REBUILD NEW STATION in progress with Building Committee



Waterford Co. 5 Cohanzie Fire Department
53 Dayton Road, Waterford
Est. 1942

Current projects in the CIP/CNR:

Roof replacement FY 2023 \$110,000 completed
Generator Replacement FY 2024 \$55,000 completed
Skylights in apparatus Bay FY 2025 \$30,000

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Not in CIP/CNR and Recommended:

Bunkroom Renovations
Bathroom Renovations
Dayroom Renovations
New windows and doors

Summary

This plan is intended to help the Fire Ad-Hoc Committee and Town Leaders navigate the critical needs of the fire department. The fire department understands that there are competing interests for the Town's finances, but believes that this is the single most critical public safety issue facing the Town of Waterford today. When it comes to the facilities, the concerns of some Boards that the Town does not own the buildings and we struggle to maintain proper funding for these capital projects.

As the fire department leadership identified in the early stages of the Ad-Hoc meetings staffing was needed, as the lack of volunteers continues to be a shortfall here in Waterford and across this state. There are gaps in the fire department's personnel resources and capabilities. These gaps include response time performance with proper staffing to mitigate an incident that affects approximately half of the residences and business population of Waterford. This plan helps close these gaps and allows the fire department to better meet the risks and issues identified. This plan will help bring the fire department much closer to meeting the needs of Waterford and creating a safer environment for the community, our Volunteers, and career staff.

Chief Michael J. Howley

Director Waterford Fire Services

C.C. File:

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Appendix B. Staffing Plan 2025

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Office of Fire Services
Waterford Fire Department
204 Boston Post Road
Waterford CT. 06385

Waterford Fire Staffing Plan **January 2025**

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**A report for the Fire Services Ad-Hoc
Committee**

**Prepared by Director of Fire Services
Chief Michael J. Howley**

Executive Summary

This document is intended to serve as a guide for the Fire Service Ad-Hoc Committee and our Town leaders, as an informational document to help keep the community informed of the needs and the proposed process to close identified gaps. This plan identifies a path forward that the fire department Director thinks addresses the gaps in as fiscally conservative a way as possible. It is important to understand Waterford Fire Services has been falling behind with staffing for the last ten to fifteen years as volunteer numbers have decreased at all five companies, some at critical points of no return.

Waterford has been deeply embedded and supported with volunteer firefighters with some of the five volunteer companies having history going back over 100 years. Unfortunately the fire service has changed. This change has been building for many years, 15-20 here in Waterford. These changes with the fire department's

five companies should have been looked at closer over the last five to ten years evaluating how many volunteers are active and compliant as interior and or support volunteers. Waterford Fire Department (WFD) has had many challenges and changes in the last ten years and very little has been done to address these changes. The need has been there with very minimal or no action taken. Looking at data from fire reports here in Waterford, the response times for our volunteer companies range from above average to no response at all in some cases. This requires staff from a covered station to respond making longer response times. The result is that homes, businesses, and citizens in those neighborhoods and zones are at some risk due to being outside of the nationally recognized standard of four to six minute drive times from the nearest fire station. The staffing whether volunteer or career is also well below what is required to address the Town's risks, as identified in the risk ISO reports and documentation for the last 15 years.

There were significant time frames and changes that effected the WFD and the volunteers available to respond. Each one of these incidents had an impact on volunteers. In 2019 Volunteers had to choose between working as a part-time firefighter or volunteering (FLSA). This impacted 12-15 paid volunteers deciding to work part time for WFD or continuing as a volunteer. Part time firefighters are hard to come by these days as more and more municipalities are trying to hire full and part time firefighters. In July 2020 Waterford Ambulance Service (WAS) separated from WFD. This impact reduced volunteer numbers by 25 volunteers that were really EMS personnel only, not firefighters, which revealed the true number of firefighter volunteers. All this added to the impact of recruiting and retaining volunteers, a major problem across this state and country.

With the rapidly changing national economy, labor contracts are subject to vary year to year. Considering WFD's starting salary for firefighters is one of the lowest in the state, it makes it hard to attract new firefighters and retain current ones. This is both Union Career and Non-Union part-time firefighters. This has since been addressed in the last labor contract of 2024.

Issue 1: Decline in Volunteer Staffing is a Nationwide Problem

The volunteerism in the Waterford Fire Department is rich with history. Waterford's private fire companies began as entirely volunteer departments over a hundred years ago and provided exceptional service to the community. The Town started adding career staff to supplement the volunteers in the late 60's, history below. Over the past 35 years, volunteerism in our Waterford Fire companies has declined for many reasons, resulting in a transition from a majority volunteer to a majority career and part time combination fire department now supplemented by few volunteers.

Waterford has five volunteer companies strategically located throughout the Town to respond rapidly to Fire, Rescue & EMS emergencies. These companies consist of Jordan, Quaker Hill, Goshen, Oswegatchie, and Cohanzie with Goshen currently being our strongest membership of volunteers. A separate sheet of addresses and photos of each Company is part of this report. Our volunteer companies are not just a backup to the career staff. The companies are located within densely populated areas where people live and sleep and in the past, these volunteers would be the first responders in their districts. They also provide the additional workforce needed for various call types that require a multiple company response. Today Waterford currently has approximately 15 - 20 active/qualified volunteer firefighters, along with many social volunteers, distributed unevenly between the five volunteer companies. These numbers do not include our very active 10 - 12 fire police members who do a tremendous job around Town.

The Waterford Fire Department has also worked to increase the recruitment and

retention of volunteers, including women and minorities, by participating in Everyday Hero CT. A partnership of the Connecticut Fire Chiefs Association (CFCA) and the International Association of Fire Chiefs (IAFC), the Everyday Hero CT campaign is a Volunteer Workforce Solutions (VWS) initiative designed to address the shortage of volunteer firefighters in Connecticut. The WFD has also implemented new incentive programs as part of our ongoing recruitment and retention efforts. These include quarterly points/cash stipends, plus tax abatement incentives. While we continue to on-board new members, we still have a net loss of volunteers each year. This attrition includes our most experienced and seasoned members. The reasons for the decline of the volunteer system are complex and beyond the scope of this paper. The decline is, however, a reality and not likely to recover enough to make a significant difference. A shortage of volunteers in the fire service is not just a Waterford issue. The fire service is struggling nationally to recruit and retain volunteer firefighters. Shortages of volunteer firefighters threatens the fire department's existence. This is a troubling trend. Volunteer fire departments struggle to gain new members. No backup is a cause for alarm for CT volunteer departments dealing with volunteer firefighter shortages. This problem has carried through to the many career departments with shortages of qualified firefighters from which to hire.

Issue 2: An Increase in Calls for Service

Our calls for service have been on a steady upward trend over the past decade. The statistics below reflects a peak in the volume of calls in FY17-18 with 4,167 calls including EMS/WAS just before COVID-19 struck our nation. The pandemic resulted in a downward deviation indicating the community's reluctance to use the healthcare system to avoid exposure to the virus. However, call volume has increased and surpassed previous years since society reached a post-pandemic state.

We do not just respond to emergency incidents, i.e., fires, motor vehicle accidents, hazardous material incidents, and EMS. There are several other services provided by our fire services department such as fire investigation, code enforcement, inspections, plan review, fire prevention, public education, and community events. In addition to the services provided there is mandatory training in all the above emergencies. Additionally, firefighters must also complete activities related to equipment checks, maintenance and repair, fire station cleaning, and upkeep.

Behind every incident is a report to document our findings and actions taken to mitigate the emergency. While the extent of each report is dependent on the seriousness of the incident, our healthcare system is incrementally requiring additional data points to collect that result in a longer time commitment for report writing by our officers and office staff.

Our annual emergency incident response call volume, prior to the separation of WFD and WAS, peaked at 4,167 incidents in Fiscal Year (FY) 17-18.

In FY18-19 the call volume that year reduced slightly with 3,930 incidents.

In FY19-20 all our lives changed as COVID showed up December 2019. By spring of 2020 COVID was rampant and EMS calls reduced due to OEMS protocols being changed to reduce the risk for first responders. WFD responded to 2,893 incidents even with COVID going strong.

In FY20-21, with the separation of WAS and WFD occurring in July of 2020, call volume was reduced drastically. In addition to the separation, changes to EMS protocols also affected the types of incidents to which Fire/EMS was responding. WFD call volume dropped to 2,240 incidents as we were learning more and more about COVID.

In FY21-22 as America was coming out of COVID the call volume began rising as we all started to do more out in public. Our incidents jumped up to 2,612 a 17% increase.

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In FY22-23 it was another busy year for WFD as call volume again increased to 2,727 incidents. The department handled an average of 7.5 calls per day in FY 22-23. This is an increase of 4%.

In FY23-24 we are on track to outpace our record high from last year. This uptick in calls for service, along with the many required additional duties and training mentioned, will keep our department busy. Call volume at the end of "24" 2,895 an increase of 6%.

Drawdown

The decrease in volunteer company responses and our increase in calls for service have compounded to create a very real issue with resource drawdown. Concurrent calls for service are inevitable and are occurring more frequently with our call volume. When multiple calls for service occur simultaneously, resources are quickly drawn down leaving no one available for the next call. Volunteer crews who previously offset drawdown are no longer responding regularly from our five companies. At the time of this paper only Company 3 is meeting the need of volunteers.

This leaves frequent periods of time where adequate staffing is not available for medical or fire emergencies. **One firefighter in an engine is not an adequate response for any type of incident!!** This happens quite frequently in Waterford. Our fire resources often run at minimum staffing at an incident which is an unsafe practice to continue for our personnel and for the public we serve. Companies responding with one firefighter to an incident showed on paper they still covered the incident and in a timely manner.

Issue 3: Development that is Outpacing our Service Ability

Over the last several years, Waterford has undergone significant development with many more housing developments coming. There are currently several large apartment buildings and housing developments under construction with more working their way through Town approvals. We are only beginning to feel the impact of these developments. It is not only the large developments that increase the workload of the department. All over Town, new or redevelopment is taking place on any available property; many of these are cluster housing. Cumulatively, these contribute to the need for additional Town services. More people in smaller spaces cause more problems. The type of development also impacts our services. Waterford has a large elderly population with several nursing homes, assisted living facilities, over age 55 housing, and affordable housing. All of which use our services. And will increase our call volume.

Issue 4: Inequity of Service Response Times Matter

Regardless of the cause of your emergency, if the condition is acute, or if the injury is life-threatening or limb-threatening, immediate care is needed. An inequity of service related to response time has evolved as the decline in volunteer responses

has increased. A fire station near your home that once provided immediate care may give you a false sense of security as most calls for service are now handled by the career staff stationed at Jordan and Cohanzie Fire Stations. Or by our Part-time firefighters that may or may not be scheduled at company 2, 3, & 4. Further distance from either one of these companies equals a longer wait for services when needed most. This is not a ding against our volunteer ranks here in Waterford at all, it is the changes across Connecticut and this country relating to the shortages of volunteer firefighters. This is why we here in Waterford need to stay ahead of this changing atmosphere with adequate staffing at all our companies.

Department Staffing Plan for Operations

- Historical and Current Staffing
- Recommendations for Staffing

Historical staffing a little background to WFD

- 1967 first driver firefighter hired at Jordan
- 1968-69 other companies follow with a single FF driver
- 1977 Jordan gets 2nd FF night shift coverage to midnight
- 1985 with construction of Crystal Mall Cohanzie gets 2nd FF nights
- 1993 night driver moved to days, nights covered by Part time FF's
- 1993 2 firefighter/inspectors hired
- 2000 Cohanzie night FF moved to days, night shift became part time ff's
- 2013: Volunteers with limited on duty career personnel and part time ff
- 2015 The Co2, Co 3, driver/ff and 1 fire inspector were re assigned. Due to a lack of part timers at co1 an evening shift was reenacted and filled with 2 career staff. Also Co4 was given a 2nd ff on days. (2 ff at co1, 2ff at co4, 2 ff at co5, 0600-1600 and 2 ff on nights at co1 m-f1600-0200) . And there were part timers put on at co2 and co3. And working weekends at Co1, Co4, Co5
- 2019 Due to a lack of part time staff a evening shift at Co5 was reenacted with career staff with 2 career staff working 1600-0200 (The funding from this came from removing the week day pt shifts at co2 and co3)
- 2020 Covid set back, effected volunteers, training, meetings, changed responses for EMS incidents
- 2020-(fall) fire fatality and lack of volunteer response resulted in selectman allowing career staff to work optional OT from 0200-0600 this finally giving the town 24.hr coverage, a 2nd fire happened a month or two later where the only 2 on duty were on scene extensive time before the next ff's got on scene. The selectman then allowed the co5 crew optional OT from 0200-0600 giving co5 24 hr. coverage in January of 2021.
- 2020 Career staff working poor coverage schedule at three companies:
Cohanzie, Oswegatchie, Jordan - Monday – Friday, 10 hours per day Career staff working 50 – 70 hours a week (heavy overtime)
- 2021 Part time staff working over the hourly limits set by the Town, weekly
- 2021 (June) **New Fire Director**, two additional ffs were hired in July and three captains promoted. Established Groups 1, 2 and 3 covering the 24/48 schedule. Four FF's on duty at all times. co1 and co5
- 2021 co4 going to two pt FF's staff 7 days a week. Eight hour days M-F 16 hour days S&S
- 2021 Part time FF's covering Co 2, three days a week Co3, one day a week
- 2021-24 New Labor contract with Local 4629 with new schedule 24/48
- 2023 August three additional firefighters hired. Assigned to Co 1. Three on

- duty 24/7 at Co 1. (Busiest Company) two FF's at Co 5
- 2023 Five career on duty at all times (one captain, four firefighters)
- 2023 Two part time firefighters on duty at Company 4 (Oswegatchie) eight hours a day M-F, 16 hours per day on weekends Saturday and Sunday
- 2023 Co 3 (Goshen), one part time firefighter Saturdays eight hours. June, July, and August one part time firefighter Saturdays and Sundays eight hours
- 2023 Co 2 (Quaker Hill), one part time firefighter Tuesday, Thursday, and Saturday eight hours a day
- 2025 As of this paper, hiring 3 additional firefighters bringing staffing to 6 FF on duty 24/7 staffing Co 1 & Co5 with 3 each.
- **2015-2024 Fire Marshal's Office**, staffed with one Fire Marshal and one Inspector position. The need is there for additional Inspector(s). This office had at one time, 1 Fire Marshal and 3 fire inspectors assigned to it. This will need to be addressed in future budgets to meet our responsibilities with inspections and other responsibilities out of the FMO.

Recommended Staffing, Standards, Safety Considerations

Standards of Response

Risk Assessment

In order to perform a complete assessment of a community's ability to respond to specific emergencies, National Fire Protection Association (NFPA) 1710 that a community must establish standards for itself. These standards need to be made based on educated understanding of the risk faced both from the source and the community.

Timely Responses

In an emergency, time is of the essence. Whether it's a fire or a medical emergency, minutes count. Timely responses is a critical measure of fire department performance.

The NFPA has established response time criteria for fire departments. The criteria accounts for whether the fire department is urban or rural and whether it is career, volunteer or combination department as Waterford is.

NFPA 1710 outlines Standards for the Organization and Deployment of Fire Suppression Operations, Emergency Medical operations, and Special Operations to the Public by Career Fire Departments. NFPA 1720 provides similar but more lenient standards for combination and volunteer fire departments such as WFD.

Stricter Standards

As a combination department, the Waterford Fire Department is required only to follow the standards outlined in NFPA 1720. However, in an effort to better serve our community, we should aspire to meet or exceed the stricter NFPA 1710 standards.

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NFPA 1720 applies to volunteer companies who typically don't have personnel on-duty in stations and instead respond to page-out from home, work, or elsewhere. It is this fact of volunteer response that introduces a key variable into the picture. Volunteers cannot guarantee availability like career, on-duty staff can do unless the volunteers are in the station when actually alerted. In this standard response goal criteria are very different and intended to reflect the nature of a volunteer response system.

In general, 1720 provides the following benchmarks:

- **Urban Zones** with >1000 people/sq. mi. call for 15 staff to assemble an attack in 9 minutes, 90% of the time.
- **Suburban Zones** with 500-1000 people/sq. mi. call for 10 staff to assemble an attack in 10 minutes, 80% of the time.
 - **OSHA 1910.156 Proposed Rule changes in 2024-25 will have big impacts on fire services in Connecticut, first change in 43 years**

The Transitional Period

What is the Transitional Period (TP)? This is the time frame that Waterford is going through with the lack of volunteer firefighters thus changing the Fire Service. Not just Waterford but all over. Waterford's Transitional time started well over ten years ago. Were career (paid staff) only supplemented the volunteer system here in Waterford. That TP has changed, with the volunteer system here in Waterford supplementing our career staff. Waterford will be in this period for a while as long as we have and support volunteer firefighters. We will make adjustments and evaluations with our staffing plan each year as staffing is needed, due to this TP being very fluid and will fluctuate with volunteers from year to year at each company. How long will this TP last? Here in Waterford this could be 15–20 years. An evaluation will need to be completed at some point to evaluate the volunteer firefighter system in Waterford as we move through the FY's staffing plan. This evaluation will determine a cost analysis of volunteers supporting our fire services. This staffing plan and transitional period will guide fire services in the direction needed to serve the public fire & EMS responses.

Future Staffing Plan for Waterford

- **Continued utilization of full time, part time and volunteers**
 - Increase number of full time firefighter/EMT's
 - Increase number and weekly hours of part time shifts at Companies two and three
 - Maintain a higher level of qualified and capable volunteers through incentives
 - Increase training opportunities for all members

KEEP RECRUITING VOLUNTEERS

Recommended Staffing Proposal

Staffing Proposals, The fire department realizes that there are financial constraints that affect the Town's decisions regarding long term staffing costs. The department is also aware of the critical need for increased fire department staffing to bring the

Town closer to the national standards. With this in mind, the fire department has identified different options to bring the staffing into the department as the Town leaders deems appropriate. This is accomplished over a period of 6-8 years and evaluated every 3 years to measure progress. Also recommended to apply for FEMA SAFER GRANT Staffing for Adequate Fire and Emergency Response (SAFER) from the Federal Government each year of a hiring to offset personnel cost for three FY's.

- **FYI every three firefighters hired adds one firefighter to a shift**
- **Increase staffing at stations 1, 4, & 5 with career staff**
(Over the next seven FYs) Reassign part time FF's to Co 2& 3
 - Hire three additional full time firefighter personnel FY24-25
 - Hire three additional full time firefighter personnel FY25-26
 - Re-evaluate progress of hiring adjust as needed FY26-27
 - Hire three additional full time firefighter personnel FY27-28
 - Re-evaluate progress of hiring adjust as needed FY27-28
 - Hire three additional full time firefighter personnel FY28-29
 - Hire three additional full time firefighter personnel FY29-30
 - Re-evaluate progress of hiring adjust as needed FY 30-31
- Hire additional inspector for Fire Marshal's Office FY25-26
- Hire additional inspector for Fire Marshal's Office FY28-29
- Hire Assistant Fire Chief (ASAP) to assist the Director of Fire. Handling day to day operations and the fleet.

Future Staffing Plan/Goal at each Company

- **Jordan - Company #1 –**
 - FY23-24 add one career staff (completed) three on duty
 - Goal is four firefighters at Company #1 by FY27-28
 - **No volunteers left at Jordan**
- **Quaker Hill - Company #2 –**
 - FY23-24 Staffing with part time firefighters, various days.
 - Current weekly total = 24 hours - three eight hour shifts each week. Tuesday, Thursday, Saturday
 - FY24-25 Maintain one firefighter Tuesday, Thursday, Saturday
 - FY25-26 One part time firefighter seven days a week, eight hour days
 - FY26-27 Two part time firefighters seven days a week, two eight hour shifts - days/nights
 - FY27-28 Two part time firefighters seven days a week, two eight hour shifts - days/nights
 - **Supported by a minimum number of active volunteers**
- **Goshen - Station #3 –**
 - Staffing with part time firefighters
 - FY23-24 One firefighter Saturdays 8 hours
 - FY23-24 One firefighter 8 hours, Sundays – June, July, August

- FY24-25 Keep same staffing schedules
 - FY26-27 Re-evaluate needs for Goshen staffing
 - FY27-28 Increase days of part-time firefighters
 - **Supported by volunteers, Town's most active station**
- **Oswegatchie - Company #4 -**
 - FY24-25 Continue staffing with two part time firefighters seven days a week, third busiest station
 - FY25-26 Increase part time hours Monday – Friday from eight hours to 16 hour days
 - FY26-27 Add three career staff, 24/48, to man new station
 - Relocate part time firefighters to stations two and three that need added part time firefighter hours
 - **Supported by a minimum number of volunteers**
 - **Cohanzie - Company#5-**
 - FY24-25 Add one career staff bringing staffing to three on duty at all times
 - FY25-26 Add one career staff bringing staffing to four on duty at all times
 - FY26-27 Maintain staffing at four
 - FY27-28 Re-evaluate as needed (due to mall project)
 - **Supported by a minimum number of volunteers**

Effectiveness

- Four person crews can perform rescues 80% faster than three person crews
- **Four persons responding as a crew on one apparatus are more efficient than from various locations and on separate apparatus, each firefighter has a job function as a crew member.**
- Fixed positions of responsibility for efficiency, command, and safety
- The requirements, capabilities and conditions of fire department operations do not differ from one place to another.
- Assist public officials in dealing with matters of safety and emergency occurrences and provides citizens with an increased sense of security and wellbeing.
- Increases the training for all duty personnel to meet the qualifications and capability requirements for service. This will also help our ISO report.

The final staffing under this plan would be ten career staff on duty at all times by F/Y 30 –31 working a 24/48 schedule and a mixture of hours for part time staff seven days a week, responding from five stations while operating a variety of apparatus to mitigate the needs of an incident. Current operations are not efficient. Looking at Waterford Fire operations, an efficiency analysis or referred to as Standards of Response Coverage (SOC). Our staffing stations with one firefighter is not sufficient for incidents whether medical or a fire incident. Minimum staffing at any one of our five companies should be two firefighters. Multiple company dispatching when not needed should be corrected with the new (CAD) Computer Aided Dispatch, this will assist us in making changes to this type of dispatch system. WFD sends multiple companies and apparatus to an incident to meet manpower needs. This is a staffing problem. **One firefighter in an engine is not an adequate response for any type of incident!!** Many times only one firefighter is on an apparatus. This is also an increase in apparatus usage adding wear & tear maintenance cost.

(ISO) Insurance Services Organization focuses on a community's fire suppression capabilities by measuring the fire department's first-alarm response and initial attack (personnel) to minimize potential loss. ISO reviews such items every five years for the Town's rating schedule. This is looked at, as engine companies, ladder or service companies, reserve apparatus, pumping capacity, equipment

carried on apparatus, deployment of fire companies, company personnel, training, and operational considerations. With the decreased numbers in volunteers full time staffing is needed to make up the shortfalls of the department, and have sufficient responses from our five fire companies. To mitigate incidents as our town grows and requires more services of our fire, police and EMS departments.

RECOMMENDATIONS

Little, significant research has been done on the combination fire department, its structure, culture, operational objectives, or ability to meet the demands of its customers, the taxpayers. Much of the literature on staffing has been based on research involving fully career departments that often have significantly higher call loads, specialized hazards or tactical situations, and staffing levels that can vary greatly from those experienced by a combination department.

Waterford's call load is increasing and will continue to increase with development. Both commercial and residential. WFD has specialized hazards with a nuclear power generation facility that we owe a due diligence to, to train with, respond with and assist as a partner in our community. The ability to effectively manage personnel costs with volunteer firefighters does not, however, come without another type of "cost." That cost is one of establishing and maintaining an organizational culture that strongly supports the career and part-time FF structure through clear communication, clear expectations and fair application of procedures and policies.

Accomplishments

- Stabilized staffing schedule, with improved supervision
- Enhanced levels of service and performance to the community
- Balanced approach to supervision, administrative duties, and command
- Establishing approach to succession planning
- A cohesive team atmosphere with all levels of service
- Town wide safety and risk management
- Enhanced firefighter training through grants
- Enhancement has been budget neutral with the exception of department inflationary increases
- Promotional opportunities for internal staff
- Community and RTM support for transition

On-Going Challenges

- Largest challenge Recruitment and Retention of Volunteers. The (ROI) return on investment is only 1-3 years a volunteer stays engaged. This is not what we used to get out of our volunteers for years was 10-15 years or longer.
- Part-time staffing vacancies
- Emergency callback staffing and future response considerations
- Community event and outreach staffing.
- Part-time training challenges and limited hours available.
- Part-time skill deterioration and department disassociation.
- Assessing current and on-going part-time employee value.
- Increasing call volumes.
- Full-time firefighter fatigue and burnout concerns.
 - Increased development across Town with multi-family and housing puts a strain on staff with increase calls.
- Shortage of Fire Inspectors (budgetary) should be 4 at a minimum in FMO. Currently only 2 personnel. Previous studies showed the need for four and to maintain minimum.

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Appendix C. Fleet Plan

TOWN OF WATERFORD
FLEET MANAGEMENT PLAN - Fire Services Recommendations to Add-Hoc Committee
FISCAL YEARS 2024 - 2030

TOTAL NO. OF VEHICLES 29

Updated 03/08/24

Number Vehicles to be

Number Vehicles to be

Number Vehicles to be

Total Budget																64,000										2,553,206										211,000										1,240,000										Current Mileage/for Repair Costs to date										COMMENTS																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																			
FLEET Asset ID	TOWN Asset ID	License Plate No.	DO NOT REPL	Agency Code	Agency Name	Vehicle Assigned to:	Class Code	Repl. Cycle in Years	Class Description	Asset Model Year	In-Service Date	Gross Vehicle Cost	Manul.	Model	Serial #	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040	2041	2042	2043	2044	2045	2046	2047	2048	2049	2050	2051	2052	2053	2054	2055	2056	2057	2058	2059	2060	2061	2062	2063	2064	2065	2066	2067	2068	2069	2070	2071	2072	2073	2074	2075	2076	2077	2078	2079	2080	2081	2082	2083	2084	2085	2086	2087	2088	2089	2090	2091	2092	2093	2094	2095	2096	2097	2098	2099	2100	2101	2102	2103	2104	2105	2106	2107	2108	2109	2110	2111	2112	2113	2114	2115	2116	2117	2118	2119	2120	2121	2122	2123	2124	2125	2126	2127	2128	2129	2130	2131	2132	2133	2134	2135	2136	2137	2138	2139	2140	2141	2142	2143	2144	2145	2146	2147	2148	2149	2150	2151	2152	2153	2154	2155	2156	2157	2158	2159	2160	2161	2162	2163	2164	2165	2166	2167	2168	2169	2170	2171	2172	2173	2174	2175	2176	2177	2178	2179	2180	2181	2182	2183	2184	2185	2186	2187	2188	2189	2190	2191	2192	2193	2194	2195	2196	2197	2198	2199	2200	2201	2202	2203	2204	2205	2206	2207	2208	2209	2210	2211	2212	2213	2214	2215	2216	2217	2218	2219	2220	2221	2222	2223	2224	2225	2226	2227	2228	2229	2230	2231	2232	2233	2234	2235	2236	2237	2238	2239	2240	2241	2242	2243	2244	2245	2246	2247	2248	2249	2250	2251	2252	2253	2254	2255	2256	2257	2258	2259	2260	2261	2262	2263	2264	2265	2266	2267	2268	2269	2270	2271	2272	2273	2274	2275	2276	2277	2278	2279	2280	2281	2282	2283	2284	2285	2286	2287	2288	2289	2290	2291	2292	2293	2294	2295	2296	2297	2298	2299	2300	2301	2302	2303	2304	2305	2306	2307	2308	2309	2310	2311	2312	2313	2314	2315	2316	2317	2318	2319	2320	2321	2322	2323	2324	2325	2326	2327	2328	2329	2330	2331	2332	2333	2334	2335	2336	2337	2338	2339	2340	2341	2342	2343	2344	2345	2346	2347	2348	2349	2350	2351	2352	2353	2354	2355	2356	2357	2358	2359	2360	2361	2362	2363	2364	2365	2366	2367	2368	2369	2370	2371	2372	2373	2374	2375	2376	2377	2378	2379	2380	2381	2382	2383	2384	2385	2386	2387	2388	2389	2390	2391	2392	2393	2394	2395	2396	2397	2398	2399	2400	2401	2402	2403	2404	2405	2406	2407	2408	2409	2410	2411	2412	2413	2414	2415	2416	2417	2418	2419	2420	2421	2422	2423	2424	2425	2426	2427	2428	2429	2430	2431	2432	2433	2434	2435	2436	2437	2438	2439	2440	2441	2442	2443	2444	2445	2446	2447	2448	2449	2450	2451	2452	2453	2454	2455	2456	2457	2458	2459	2460	2461	2462	2463	2464	2465	2466	2467	2468	2469	2470	2471	2472	2473	2474	2475	2476	2477	2478	2479	2480	2481	2482	2483	2484	2485	2486	2487	2488	2489	2490	2491	2492	2493	2494	2495	2496	2497	2498	2499	2500	2501	2502	2503	2504	2505	2506	2507	2508	2509	2510	2511	2512	2513	2514	2515	2516	2517	2518	2519	2520	2521	2522	2523	2524	2525	2526	2527	2528	2529	2530	2531	2532	2533	2534	2535	2536	2537	2538	2539	2540	2541	2542	2543	2544	2545	2546	2547	2548	2549	2550	2551	2552	2553	2554	2555	2556	2557	2558	2559	2560	2561	2562	2563	2564	2565	2566	2567	2568	2569	2570	2571	2572	2573	2574	2575	2576	2577	2578	2579	2580	2581	2582	2583	2584	2585	2586	2587	2588	2589	2590	2591	2592	2593	2594	2595	2596	2597	2598	2599	2600	2601	2602	2603	2604	2605	2606	2607	2608	2609	2610	2611	2612	2613	2614	2615	2616	2617	2618	2619	2620	2621	2622	2623	2624	2625	2626	2627	2628	2629	2630	2631	2632	2633	2634	2635	2636	2637	2638	2639	2640	2641	2642	2643	2644	2645	2646	2647	2648	2649	2650	2651	2652	2653	2654	2655	2656	2657	2658	2659	2660	2661	2662	2663	2664	2665	2666	2667	2668	2669	2670	2671	2672	2673	2674	2675	2676	2677	2678	2679	2680	2681	2682	2683	2684	2685	2686	2687	2688	2689	2690	2691	2692	2693	2694	2695	2696	2697	2698	2699	2700	2701	2702	2703	2704	2705	2706	2707	2708	2709	2710	2711	2712	2713	2714	2715	2716	2717	2718	2719	2720	2721	2722	2723	2724	2725	2726	2727	2728	2729	2730	2731	2732	2733	2734	2735	2736	2737	2738	2739	2740	2741	2742	2743	2744	2745	2746	2747	2748	2749	2750	2751	2752	2753	2754	2755	2756	2757	2758	2759	2760	2761	2762	2763	2764	2765	2766	2767	2768	2769	2770	2771	2772	2773	2774	2775	2776	2777	2778	2779	2780	2781	2782	2783	2784	2785	2786	2787	2788	2789	2790	2791	2792	2793	2794	2795	2796	2797	2798	2799	2800	2801	2802	2803	2804	2805	2806	2807	2808	2809	2810	2811	2812	2813	2814	2815	2816	2817	2818	2819	2820	2821	2822	2823	2824	2825	2826	2827	2828	2829	2830	2831	2832	2833	2834	2835	2836	2837	2838	2839	2840	2841	2842	2843	2844	2845	2846	2847	2848	2849	2850	2851	2852	2853	2854	2855	2856	2857	2858	2859	2860	2861	2862	2863	2864	2865	2866	2867	2868	2869	2870	2871	2872	2873	2874	2875	2876	2877	2878	2879	2880	2881	2882	2883	2884	2885	2886	2887	2888	2889	2890	2891	2892	2893	2894	2895	2896	2897	2898	2899	2900	2901	2902	2903	2904	2905	2906	2907	2908	2909	2910	2911	2912	2913	2914	2915	2916	2917	2918	2919	2920	2921	2922	2923	2924	2925	2926	2927	2928	2929	2930	2931	2932	2933	2934	2935	2936	2937	2938	2939	2940	2941	2942	2943	2944	2945	2946	2947	2948	2949	2950	2951	2952	2953	2954	2955	2956	2957	2958	2959	2960	2961	2962	2963	2964	2965	2966	2967	2968	2969	2970	2971	2972	2973	2974	2975	2976	2977	2978	2979	2980	2981	2982	2983	2984	2985	2986	2987	2988	2989	2990	2991	2992	2993	2994	2995	2996	2997	2998	2999	3000	3001	3002	3003	3004	3005	3006	3007	3008	3009	3010	3011	3012	3013	3014	3015	3016	3017	3018	3019	3020	3021	3022	302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Appendix D. Status Letter from Director of Emergency Services



Steven Sinagra
Emergency Management Director
204 Boston Post Road
Waterford, CT 06385

June 25, 2025

Fire Services Review Special Committee Members,

The Town of Waterford needs to replace its existing public safety radio system due to age. The typical life of a radio system today is approximately 7-10 years. Waterford's radio system is many years beyond that and can no longer receive important software updates. Replacement parts are also no longer being manufactured.

The Town of Waterford has been working with the State of Connecticut Department of Emergency Services and Public Protection's (DESPP) Connecticut Telecommunications System Unit (CTS) and Motorola to design a stand-alone public safety radio system that will integrate with the State of Connecticut Land Mobile Radio Network (CLMRN). This design will give Waterford public safety the ability to communicate with partner agencies that are on the system, as well as statewide communication.

The Town of Waterford has collaborated with the State of Connecticut Telecommunications System (CTS) Unit and Motorola to build a new stand-alone public safety radio system in the Town of Waterford that will integrate with the State of Connecticut Land Mobile Radio Network. This will provide regional benefits well beyond the Town of Waterford. CTS is comprised of several subsystems that are integrated into a statewide communications network. The CTS Unit operates under DESPP's Division of Statewide Emergency Telecommunications (DSET) and provides land mobile radio as well as other interoperable communications for the Connecticut State Police. CTS manages over 65 sites across Connecticut to support equipment in the subsystems. Waterford has five antenna tower sites that would greatly enhance the State of Connecticut Land Mobile Radio Network (CLMRN) in Southeastern Connecticut. The towns of East Lyme, Groton City, Groton Town, Ledyard, Montville, New London, Norwich, Lawrence & Memorial Hospital Paramedics, Connecticut State Police, and other State of Connecticut departments will benefit from the expansion of the system. The Town of Waterford schools will also use this system to communicate during any potential school emergency.

There is a large amount of defense and industrial infrastructure as well as transportation in the region that will benefit from the interoperability that this system will bring to public safety. The Millstone Nuclear Power Station in the Town of Waterford as well as the U.S. Navy Base, General Dynamic's Electric Boat, Pfizer, Interstate 95, Interstate 395, Amtrak and the Providence & Worcester Railroad are just a few. The Town of Waterford's public safety services respond outside of town for mutual aid to several surrounding communities. The installation of this system will provide communications interoperability between Waterford and other agencies in our region that does not currently exist during emergencies and major events/disasters.

The Emergency Management Department has secured \$500,000 in funding from the State of Connecticut DESPP Urban Grant program. Emergency Management is pursuing other funding sources to aid in the cost of this project. The project will begin as soon as funding is in place.

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Appendix E. Town of Waterford – Fire Station Agreements

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VOL 251 10924

AGREEMENT

THIS AGREEMENT, made this 5th day of August, 1979, by and between the TOWN OF WATERFORD, a municipal corporation located in the County of New London and State of Connecticut, hereinafter called "Town" and the OSWEGATCHIE FIRE COMPANY, NO. 4, INC., a Connecticut non-stock corporation situated in the Town of Waterford, County of New London and State of Connecticut, hereinafter called "Company".

WHEREAS, the Town has annually made appropriations to support the activities of the Company, and;

WHEREAS, the Company is desirous of continuing to receive said appropriations, and;

WHEREAS, the Town wishes to be assured that the Company will continue to provide fire fighting service to the Town.

NOW, THEREFORE, it is agreed as follows:

(1) The Company agrees that in consideration of said appropriations that it will continue to provide fire fighting service to the Town.

(2) The Company agrees that should it cease to provide such fire fighting service other than as a result of circumstances beyond its control, or should the Company be dissolved, it will convey the premises described on Schedule "A", attached hereto and made a part hereof, to the Town at no cost to said Town.

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VOL 251 PAGE 925

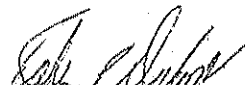
(3) No mortgage shall be placed upon the within described premises after the date of this agreement without the written consent of the Town.

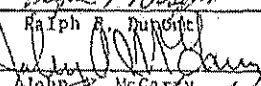
(4) The Town will continue to make annual appropriations to the Company in an amount to be determined by the Town.

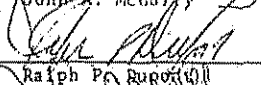
(5) This agreement shall be binding on the parties and their successors or assigns, and shall be deemed a covenant running with the land.

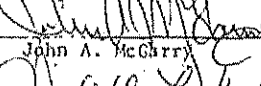
IN WITNESS WHEREOF, the parties have set their hands and seals the date first above written.

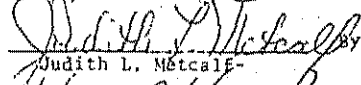
TOWN OF WATERFORD

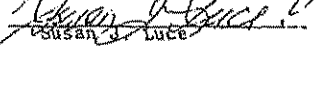

Ralph P. Dupont

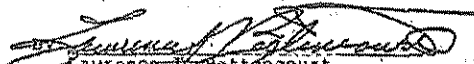

John A. McGarry


Ralph P. Dupont

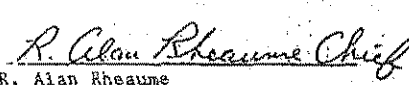

John A. McGarry

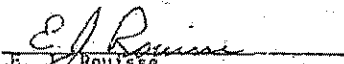

Judith L. Metcalf


Susan J. Luce


Lawrence J. Gattencourt
First Selectman

OSWEGATCHIE FIRE COMPANY NO. 4, INC.

By: 
R. Alan Rheaume
Chief

By: 
E. J. Rouisse
Chairman, Executive Board

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VOL 251 PAGE 926

STATE OF CONNECTICUT)
COUNTY OF NEW LONDON) ss. Waterford, Conn., August 8, 1979

On this the 8th day of August, 1979, before me, JUDITH L. METCALF, the undersigned officer, personally appeared LAWRENCE J. BETTENCOURT, who acknowledged himself to be the FIRST SELECTMAN of the Town of Waterford, a municipal corporation, and that he as such First Selectman, being authorized so to do, executed the foregoing instrument for the purposes therein contained, by signing the name of the corporation by himself as First Selectman.

In Witness Whereof, I hereunto set my hand and official seal.

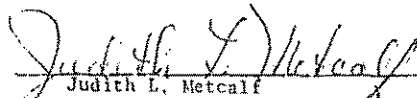

Judith L. Metcalf
Notary Public
Title of Officer

MY COMMISSION EXPIRES
MARCH 31, 1984

STATE OF CONNECTICUT)
COUNTY OF NEW LONDON) ss. Waterford, Conn., August 8, 1979

On this the 8th day of August, 1979, before me, JUDITH L. METCALF, the undersigned officer, personally appeared R. ALAN BREAUME, who acknowledged himself to be the Chief of Oswegatchie Fire Company No. 4, Inc., a non-stock corporation, and that he as such Chief, being authorized so to do, executed the foregoing instrument for the purposes therein contained, by signing the name of the corporation by himself as Chief.

In Witness Whereof, I hereunto set my hand and official seal.


Judith L. Metcalf
Notary Public
Title of Officer

MY COMMISSION EXPIRES
MARCH 31, 1984

DRAFT

VOL 251 PAGE 927

STATE OF CONNECTICUT)
COUNTY OF NEW LONDON) ss. Waterford, Conn., August 11, 1979

On this the 11th day of August, 1979, before me, Judith L. Metcalf, the undersigned officer, personally appeared E.J. Rouisse, who acknowledged himself to be the Chairman of the Executive Board of Oswegatchie Fire Company No. 4, Inc., a non-stock corporation, and that he as such Chairman, being authorized so to do, executed the foregoing instrument for the purposes therein contained, by signing the name of the corporation by himself as Chairman.

In Witness Whereof, I hereunto set my hand and official seal.


Judith L. Metcalf

Notary Public
Title of Officer

MY COMMISSION EXPIRES
August 31, 1981

DRAFT

VOL. 251 PAGE 928

EXHIBIT "A"

FIRST TRACT

A certain tract of land, with the buildings thereon, situated on the north side of the Boston Post Road in the Town of Waterford, County of New London and State of Connecticut and being shown as Lot #1 on a plan entitled "Subdivision Plan of the Hoagland Property Boston Post Road Waterford, Connecticut dated January 1973 Scale 1" = 40'" which plan is on file in the Town Clerk's Office of the Town of Waterford, said property being more particularly bounded and described as follows:

Beginning at a drill hole which marks the southeast corner of the property herein conveyed and the southwest corner of Lot #2 as shown on said plan; thence north 52° 05' west 122.20 feet to a Connecticut highway bound; thence north 36° 29' west 95.00 feet to a merestone and other land of The Oswegatchie Fire Company No. 4, Inc. and being the Second Tract hereinafter described; thence north 35° 58' east along said Second Tract 111.95 feet to a merestone and other land of said Fire Company being the Fourth Tract hereinafter described; thence south 50° 39' east along said Fourth Tract 213.57 feet to an iron pipe and the northwest corner of Lot #2 as shown on said Plan; thence south 34° 31' west along said Lot #2 131.06 feet to the point and place of beginning.

Said premises are subject to well rights as set forth in Volume 171, page 308 of the Waterford Land Records.

Being the same and all the same premises conveyed to the Oswegatchie Fire Company No. 4, Inc. by Warranty Deed of Catherine E. Hoagland dated February 3, 1973, and recorded in Volume 200, page 354 in the Land Records of the Town of Waterford, Connecticut.

SECOND TRACT

A certain tract of land situated in the Town of Waterford, on the northerly side of the Boston Post Road and bounded and described as follows:

Beginning at the Southeasterly corner of the land herein described, and running thence westerly along the northerly line of the said Boston Post Road, as established by the merestone set by the State Highway Department, sixty-five (65) feet; thence running northerly at right angles to the said highway ninety-six and seven tenths (96.7) feet; thence deflecting to the right seventy four degrees and fifty minutes 74° 50' and running easterly thirty four (34) feet to the northwesterly corner of the land of the Oswegatchie Fire Company No. 4, Inc., being the First Tract

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VOL 251 PAGE 929

hereinbefore described, thence deflecting to the right eighty-eight degrees and thirteen minutes ($88^{\circ} 13'$) and running southerly along said First Tract one hundred ten and four tenths (110.4) feet to the point of beginning.

Being the same and all the same premises conveyed to the Oswegatchie Fire Company No. 4, Inc. by Warranty Deed of Courtland R. Darrow dated April 10, 1931, and recorded in Volume 46, page 370 in the Land Records of the Town of Waterford, Connecticut.

THIRD TRACT

A certain tract of land situated in the Town of Waterford on the northerly side of the Boston Post Road, so-called, more particularly bounded and described as follows:

Beginning at a point on the northerly side of the Boston Post Road, the same being the southeasterly corner of the tract herein conveyed and the southwesterly corner of other land of Oswegatchie Fire Company No. 4, Inc. being the Second Tract hereinbefore described; thence running westerly by and along the northerly line of said Boston Post Road fifteen (15) feet to a point; thence running northerly at right angles to the said line of said Boston Post Road and parallel to the westerly boundary line of the said Second Tract one hundred five and six-tenths (105.6) feet to a point; thence running easterly at right angles to the last described line forty-seven and eighty-two one hundredths (47.82) feet to the northeasterly corner of said Second Tract; thence deflecting to the right one hundred sixty-four degrees and ten minutes ($164^{\circ} 10'$) running thirty-four (34) feet by and along said Second Tract to the northwesterly corner of said Second Tract; thence deflecting to the left seventy-four degrees and ten minutes ($74^{\circ} 10'$) and running southerly by and along the westerly line of the said Second Tract ninety-six and seven-tenths (96.7) feet to the point of beginning.

Being the same and all the same premises conveyed to the Oswegatchie Fire Company No. 4, Inc. by Warranty Deed of Courtland R. Darrow dated March 8, 1938, and recorded in Volume 52, page 328 in the Land Records of the Town of Waterford.

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VOL 251 PAGE 930

FOURTH TRACT

A certain tract of land situated on the northerly side of the Old Boston Post Road in the Town of Waterford and being bounded and described as follows:

Beginning at a point in the said highway line at the southwesterly corner of the Third Tract hereinbefore described and running thence northerly at right angles to the highway line of said Boston Post Road, one hundred five and six tenths (105.6) ft. to a merestone at the northwesterly corner of said Third Tract; thence deflecting to the right ninety (90) degrees and running forty-seven and eighty-two hundredths (47.82) feet to a merestone at the northeasterly corner of said Third Tract; thence deflecting to the left fourteen degrees and nine minutes (14° 9') and running by and along the First Tract above described and land now or formerly of Courtland R. Darrow and the land now or formerly of Frank Hoagland four hundred twenty (420) feet to the northeasterly corner of said Hoagland's land; thence deflecting to the right eighty-four degrees and fifty-five (84° 55') and running by and along the land of the said Hoagland one hundred twenty-seven (127) ft. to a merestone in the northerly line of said Old Boston Post Road; thence deflecting to the left ninety-three degrees and thirty-nine minutes (93° 39') and running easterly along said highway line twenty-five and five hundredths (25.05) ft.; thence deflecting to the left eighty-six degrees and twenty-one minutes (86° 21') and running northerly, parallel to said Hoagland's easterly line and twenty-five (25) ft. distant therefrom, two hundred twenty-seven (227) ft.; thence deflecting to the left eighty-four degrees and fifty-five minutes (84° 55') and running westerly, parallel to said Hoagland's northerly line and one hundred (100) ft. distant therefrom, four hundred seventy-five and eight tenths (475.8) ft.; thence deflecting to the left seventy-five degrees and fifty-three minutes (75° 53') and running southerly one hundred ninety-two and eighty-five hundredths (192.85) feet, to the northerly line of said Old Boston Post Road; thence deflecting to the left ninety (90) degrees and running easterly along said highway line fifteen (15) ft. to a merestone at the point of beginning.

Being the same and all the same premises conveyed to the Oswegatchie Fire Company No. 4, Inc. by Warranty Deed of Courtland R. Darrow dated November 18, 1952, and recorded in Volume 96, pages 455 and 456 in the Land Records of the Town of Waterford, Connecticut.

RECEIVED FOR RECORD *Aug. 21 1952*

3:22 P M. ATTEST *Arthur L. Dow*
CLERK

DRAFT

VOL 251 PAGE 931

A G R E E M E N T

THIS AGREEMENT, made this *PK* day of *August*, 1979, by and between the TOWN OF WATERFORD, a municipal corporation located in the County of New London and State of Connecticut, hereinafter called "Town" and the WATERFORD FIRE ENGINE CO., NO. 1 INC., a Connecticut non-stock corporation situated in the Town of Waterford, County of New London and State of Connecticut, hereinafter called "Company".

WHEREAS, the Town has annually made appropriations to support the activities of the Company, and;

WHEREAS, the Company is desirous of continuing to receive said appropriations, and;

WHEREAS, the Town wishes to be assured that the Company will continue to provide fire fighting service to the Town.

NOW, THEREFORE, it is agreed as follows:

(1) The Company agrees that in consideration of said appropriations that it will continue to provide fire fighting service to the Town.

(2) The Company agrees that should it cease to provide such fire fighting service other than as a result of circumstances beyond its control, or should the Company be dissolved, it will convey the premises described on Schedule "A", attached hereto and made a part hereof, to the Town at no cost to said Town.

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VOL. 251 PAGE 932

(3) No mortgage shall be placed upon the within described premises after the date of this agreement without the written consent of the Town.

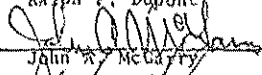
(4) The Town will continue to make annual appropriations to the Company in an amount to be determined by the Town.

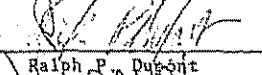
(5) This agreement shall be binding on the parties and their successors or assigns, and shall be deemed a covenant running with the land.

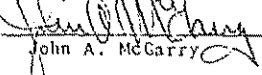
IN WITNESS WHEREOF, the parties have set their hands and seals the date first above written.

TOWN OF WATERFORD


Ralph P. Dupont

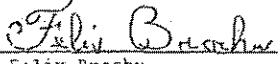

John A. McGarry


Ralph P. Dupont


John A. McGarry


Lawrence J. Bettencourt
First Selectman

WATERFORD FIRE ENGINE CO. No. 1, INC.

By: 
Felix Brochu
Chief

DRAFT

VOL 251 PAGE 933

STATE OF CONNECTICUT)
COUNTY OF NEW LONDON) ss. Waterford, Conn., August 8, 1979

On this the 8th day of August, 1979, before me, JUDITH L. METCALF, the undersigned officer, personally appeared LAWRENCE J. BETTENCOURT, who acknowledged himself to be the FIRST SELECTMAN of the Town of Waterford, a municipal corporation, and that he as such First Selectman, being authorized so to do, executed the foregoing instrument for the purposes therein contained, by signing the name of the corporation by himself as First Selectman.

In Witness Whereof, I hereunto set my hand and official seal.


Judith L. Metcalf
Notary Public
Title of Officer
MY COMMISSION EXPIRES
MARCH 31, 1984

STATE OF CONNECTICUT)
COUNTY OF NEW LONDON) ss. Waterford, Conn., August 8, 1979

On this the 8th day of August, 1979, before me, JUDITH L. METCALE, the undersigned officer, personally appeared FELIX BROCHU, who acknowledged himself to be the Chief of Waterford Fire Engine Company, No. 1, Inc. a non-stock corporation, and that he as such Chief, being authorized so to do, executed the foregoing instrument for the purposes therein contained, by signing the name of the corporation by himself as Chief.

In Witness Whereof, I hereunto set my hand and official seal.


Judith L. Metcalf
Notary Public
Title of Officer
MY COMMISSION EXPIRES
MARCH 31, 1984

DRAFT

EXHIBIT "A"

FIRST TRACT

A certain tract of land with the buildings thereon standing, situated in the Town of Waterford, in the Village of Jordan on the north side of the highway leading from New London to Rope Ferry Bridge, and bounded and described as follows, to wit:

On the north by land now or formerly of Pliny M. Harwood, on the east by land now or formerly of George H. Gallup; on the south by the highway leading from New London to Rope Ferry Bridge; and on the west by land now or formerly of Pliny M. Harwood.

Being the same and all the same premises conveyed to the Waterford Fire Engine Co. No. 1, Inc. by Quit Claim Deed of Charles A. Gallup, Fred W. Jacques, Frederick L. Goss, Frank Howard, W. Ellery Allyn, Courtland R. Darrow, John H. Eccleston, Gordon S. Allyn, George H. Bathgate, Edgar I. Thomas, dated March 8, 1930 and recorded in Volume 54, pages 279 and 280 in the Waterford Land Records.

Excepting from the within described real estate all that certain tract of land located within said Town of Waterford and heretofore conveyed to J. Rodney Smith by Quit Claim Deed of the Waterford Fire Engine Company, No. 1, Inc. dated February 16, 1953 and recorded in Volume 63, page 531 of the Waterford Land Records and being more particularly bounded and described as follows:

A certain tract or parcel of land, situated in Jordan, in said Town of Waterford:

Beginning at a point in the northerly line of the New London-Niantic Road, which point is marked by a merestone and is the southwesterly corner of land of Waterford Fire Engine Co., No. 1, Inc.; thence running northerly in a line making an interior angle with the highway line of $87^{\circ} 06'$ Seventy-six and three-tenths (76.3) feet to another merestone; thence deflecting to the left $88^{\circ} 12'$ run westerly three (3) feet; thence deflecting $84^{\circ} 06'$ to the right run northerly in a straight line one hundred eight and five-tenths (108.5) feet to another merestone at the northwest corner of the land of Waterford Fire Engine Co. No. 1, Inc.; thence deflecting $91^{\circ} 54'$ to the right run easterly in a straight line bounded southerly by land of Waterford Fire Engine Co. No. 1, Inc. ninety-five and five-tenths (95.5) feet, more or less, to the northeasterly corner of Waterford Fire Engine Co. No. 1, Inc.'s land; thence easterly in the same course bounded southerly by lands now or formerly of the Estate of George H. Gallup and by land now or formerly of Sarah G. Brill, two hundred eighty (280) feet, more or less, to Jordan Brook; thence northwesterly with Jordan Brook to land formerly of G. S. Allyn; thence westerly or southwesterly with said Allyn land two hundred fifty-one (251) feet, more or less, to the northeast corner of land now or formerly of May T. Howard; thence southerly with said Howard land two hundred thirty-five (235) feet, more or less, to the northerly line of the New London-Niantic Road; and thence easterly with the northerly line of said Road eighty-three and sixty-six hundredths (83.66) feet to the merestone at the point or place of beginning.

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VOL. 251 PAGE 935

SECOND TRACT

A certain tract of land with the buildings thereon, situated in the Town of Waterford, County of New London, and State of Connecticut, situated at 87 Rope Ferry Road, bounded and described as follows:

Beginning at a merestone on the northerly highway limit of the Rope Ferry Road at the southeast corner of land of the First Tract hereinbefore described and thence running northerly by said First Tract to the northeast corner thereof and land now or formerly of Henry Gardiner Enterprises, Inc.; and thence running easterly by the southerly line of said land now or formerly of Henry Gardiner Enterprises 50 feet; and thence running southerly to a point 100 feet easterly, as measured along said northerly highway limit of Rope Ferry Road, from the point of beginning; and thence running westerly by the said northerly highway limit of Rope Ferry Road to the point of beginning.

Being the same and all the same premises conveyed to the Waterford Fire Engine Co., No. 1, Inc. by Warranty Deed of Aline G. Parish, dated August 21, 1972 and recorded in Volume 196, page 400 of the Waterford Land Records and by Administrator's Deed of George C. Gale, Administrator, DBN, CTA of the Estate of Geraldine G. Gale, deceased, dated April 24, 1972 and recorded in Volume 196, page 398 of the Waterford Land Records.

Excepting, however, a portion of the above-described premises being approximately 25' in width and commencing at the northeasterly corner of the hereinbefore described premises and running in a general southerly direction a distance of approximately 100' as hereinafter to be laid out by a registered land surveyor.

RECEIVED FOR RECORD *Aug 3/10 28*

3:23 P.M. ATTEST: *Arthur J. Shaw*
TOWN CLERK

DRAFT

VOL 251 PAGE 936

AGREEMENT

THIS AGREEMENT, made this *18th* day of *August*, 1979, by and between the TOWN OF WATERFORD, a municipal corporation located in the County of New London and State of Connecticut, hereinafter called "Town" and the COHANZIE FIRE COMPANY NO. 5, INC., a Connecticut non-stock corporation situated in the Town of Waterford, County of New London and State of Connecticut, hereinafter called "Company",

WHEREAS, the Town has annually made appropriations to support the activities of the Company, and;

WHEREAS, the Company is desirous of continuing to receive said appropriations, and;

WHEREAS, the Town wishes to be assured that the Company will continue to provide fire fighting service to the Town.

NOW, THEREFORE, it is agreed as follows:

(1) The Company agrees that in consideration of said appropriations that it will continue to provide fire fighting service to the Town.

(2) The Company agrees that should it cease to provide such fire fighting service other than as a result of circumstances beyond its control, or should the Company be dissolved, it will convey the premises described on Schedule "A", attached hereto and made a part hereof, to the Town at no cost to said Town.

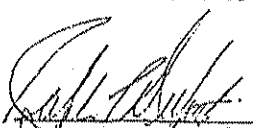
(3) No mortgage shall be placed upon the within described premises after the date of this agreement without the written consent of the Town.

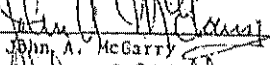
(4) The Town will continue to make annual appropriations to the Company in an amount to be determined by the Town.

(5) This agreement shall be binding on the parties and their successors or assigns, and shall be deemed a covenant running with the land.

IN WITNESS WHEREOF, the parties have set their hands and seals the date first above written.

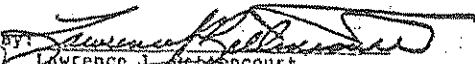
TOWN OF WATERFORD


Ralph P. Dupont

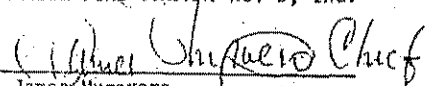

John A. McGarry

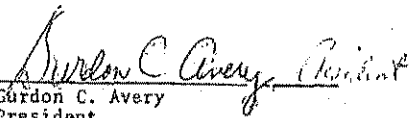

John A. McGarry


Ralph P. Dupont


Lawrence J. Bellocourt
First Selectman

COHANZIE FIRE COMPANY NO. 5, INC.

By: 
James Mugavero
Chief

By: 
Gordon C. Avery
President

DRAFT

VOL 251 PAGE 938

STATE OF CONNECTICUT }
COUNTY OF NEW LONDON } ss. Waterford, Conn., August 8, 1979

On this the 8th day of August, 1979, before me, JUDITH L. METCALF, the undersigned officer, personally appeared LAWRENCE J. BETTENCOURT, who acknowledged himself to be the FIRST SELECTMAN of the Town of Waterford, a municipal corporation, and that he as such First Selectman, being authorized so to do, executed the foregoing instrument for the purposes therein contained, by signing the name of the corporation by himself as First Selectman.

In Witness Whereof, I hereunto set my hand and official seal.


Judith L. Metcalf
Notary Public
Title of Officer

MY COMMISSION EXPIRES
MARCH 31, 1981.

STATE OF CONNECTICUT }
COUNTY OF NEW LONDON } ss. Waterford, Conn., August 8, 1979

On this the 8th day of August, 1979, before me, JUDITH L. METCALF, the undersigned officer, personally appeared JAMES MUGAVERO, who acknowledged himself to be the Chief of Cohanzie Fire Company, No. 5, Inc., a non-stock corporation, and that he as such Chief, being authorized so to do, executed the foregoing instrument for the purposes therein contained, by signing the name of the corporation by himself as Chief.

In Witness Whereof, I hereunto set my hand and official seal.


Judith L. Metcalf
Notary Public
Title of Officer

MY COMMISSION EXPIRES
MARCH 31, 1981.

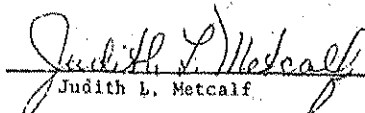
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VOL 251 PAGE 039

STATE OF CONNECTICUT)
COUNTY OF NEW LONDON) ss. Waterford, Conn., August 8, 1979

On this the 8th day of August, 1979, before me, JUDITH L. METCALF, the undersigned officer, personally appeared GURDON C. AVERY, who acknowledged himself to be the President of Cohanzie Fire Company, No. 5, Inc., a non-stock corporation, and that he as such President, being authorized so to do, executed the foregoing instrument for the purposes therein contained, by signing the name of the corporation by himself as President.

In Witness Whereof, I hereunto set my hand and official seal.


Judith L. Metcalf
Notary Public
Title of Officer

MY COMMISSION EXPIRES
MARCH 31, 1981.

DRAFT

VOL. 251 PAGE 940

EXHIBIT "A"

Beginning at an iron pipe set in the easterly street line of Dayton Road at the northwest corner of the herein described parcel thence S82°-37'-20" E along other land of the Cohanzie Fire Co. #5, Inc. 28.00 feet to a point; thence northerly 6.00 feet, easterly 11.00 feet, southerly 6.00 feet to a point, the last three courses describing a jog in the northerly boundry line of said parcel, which jog includes the foundation of a television tower; thence S82°-37'-20"E continuing along other land of said Cohanzie Fire Co. 150.05 feet to an iron pipe set in the northeast corner of said parcel; thence S4°-57'-55"E continuing along land of said Cohanzie Fire Co. 217.41 feet to an iron pipe set in the southeast corner of said parcel at land of the Town of Waterford; thence S87°-36'-40"W along land of the Town of Waterford 175.06 feet to an iron pipe set in the southwest corner of said parcel at the easterly street line of Dayton Road; thence N7°-12'-35"W along the easterly street line of Dayton Road 250.15 feet to the point and place of beginning.

Said parcel includes a 50.00 foot wide right of way, hereby reserved to the Cohanzie Fire Co. #5, Inc., across said parcel and along the southerly boundry of said tract and land of the Town of Waterford. Said right of way running from Dayton Road to other land of the Cohanzie Fire Co. #5, Inc.

For a more particular description reference is made to plan entitled "Plan of Property of the Cohanzie Fire Co. #5, Inc. Showing Parcel A, Dayton Rd., Waterford, Ct. Scale 1" = 30' July, 1979, Edmond Sitty, Land Surveyor, Waterford, Ct., Conn. Reg. #5754" to be filed in the Waterford Land Records...

Being the same and all the same premises conveyed to the Cohanzie Fire Company No. 5, Inc. by Warranty Deed of Reba K. Morgan and Stanley D. Morgan, dated March 13, 1942 and recorded in Volume 63, page 110, in the Land Records of the Town of Waterford.

Being a portion of the same premises conveyed to the Cohanzie Fire Company No. 5, Inc. by Warranty Deed of Stanley D. Morgan and Reba K. Morgan dated November 12, 1952 and recorded in Volume 95, page 157, in the Land Records of the Town of Waterford.

RECEIVED FOR RECORD *Dec 31 19 79*

3:24P M. ATTEST: *C. L. L. L. L.*
TOWN CLERK

DRAFT

VOL. 251 PAGE 941

AGREEMENT

THIS AGREEMENT, made this 11th day of August, 1979,
by and between the TOWN OF WATERFORD, a municipal corporation
located in the County of New London and State of Connecticut,
hereinafter called "Town" and the QUAKER HILL FIRE COMPANY, INC.,
a Connecticut non-stock corporation situated in the Town
of Waterford, County of New London and State of Connecticut,
hereinafter called "Company".

WHEREAS, the Town has annually made appropriations to
support the activities of the Company, and;

WHEREAS, the Company is desirous of continuing to receive
said appropriations, and;

WHEREAS, the Town wishes to be assured that the Company
will continue to provide fire fighting service to the Town.

NOW, THEREFORE, it is agreed as follows:

(1) The Company agrees that in consideration of said
appropriations that it will continue to provide fire fighting
service to the Town.

(2) The Company agrees that should it cease to provide
such fire fighting service other than as a result of circumstances
beyond its control, or should the Company be dissolved, it will
convey the premises described on Schedule "A", attached hereto and
made a part hereof, to the Town at no cost to said Town.

DRAFT

VOL 251 PAGE 942

(3) No mortgage shall be placed upon the within described premises after the date of this agreement without the written consent of the Town.

(4) The Town will continue to make annual appropriations to the Company in an amount to be determined by the Town.

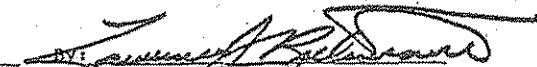
(5) This agreement shall be binding on the parties and their successors or assigns, and shall be deemed a covenant running with the land.

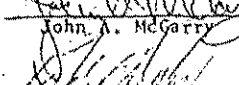
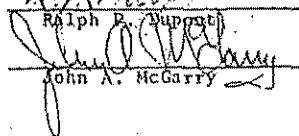
IN WITNESS WHEREOF, the parties have set their hands and seals the date first above written.

TOWN OF WATERFORD


Ralph P. Dupont

John A. McGarry


By: Lawrence J. Bettencourt
First Selectman


Ralph P. Dupont

John A. McGarry

QUAKER HILL FIRE COMPANY, INC.

By: 
Melvin E. Carson
Chief

DRAFT

VOL. 251 PAGE 943

STATE OF CONNECTICUT }
COUNTY OF NEW LONDON } ss. Waterford, Conn., August 8, 1979

On this the 8th day of August, 1979, before me, JUDITH L. METCALF, the undersigned officer, personally appeared LAWRENCE J. BETTENCOURT, who acknowledged himself to be the FIRST SELECTMAN of the Town of Waterford, a municipal corporation, and that he as such First Selectman, being authorized so to do, executed the foregoing instrument for the purposes therein contained, by signing the name of the corporation by himself as First Selectman.

In Witness Whereof, I hereunto set my hand and official seal.

Judith L. Metcalf
Judith A. Metcalf
Notary Public
Title of Officer

MY COMMISSION EXPIRES
MARCH 31, 1984.

STATE OF CONNECTICUT }
COUNTY OF NEW LONDON } ss. Waterford, Conn., August 8, 1979

On this the 8th day of August, 1979, before me, JUDITH L. METCALF, the undersigned officer, personally appeared MELVIN E. CARSON, who acknowledged himself to be the Chief of Quaker Hill Fire Company, Inc., a non-stock corporation, and that he as such Chief, being authorized so to do, executed the foregoing instrument for the purposes therein contained, by signing the name of the corporation by himself as Chief.

In Witness Whereof, I hereunto set my hand and official seal.

Judith L. Metcalf
Judith L. Metcalf
Notary Public
Title of Officer

MY COMMISSION EXPIRES
MARCH 31, 1984.

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VOL 251 PAGE 944

EXHIBIT "A"

Those certain tracts of land located on the north side of the Old Colchester Road at Quaker Hill, so-called, in the Town of Waterford, and bounded and described as follows:

FIRST TRACT

Commencing at a merestone at a point two hundred and twenty-five (225) feet northwest of the junction of a stone wall at the junction of the Norwich and Old Colchester Roads, and being the southeast corner of land conveyed to the Quaker Hill Home Building Company, by Frederick Scholfield and Andrew W. Smith, thence running northwesterly sixty (60) feet by and along said Old Colchester Road to another merestone; thence running northeasterly by and along other land of Quaker Hill Fire Company, Inc. and being the Second Tract hereinafter described, one hundred and ten (110) feet to a merestone separating the within described tract from other land formerly of the Quaker Hill Home Building Company and being the Third Tract hereinafter described; thence running southeasterly by and along said Third Tract sixty (60) feet to a merestone separating the within described tract from said other land formerly of said Quaker Hill Home Building Company and being the Third Tract; thence running southwesterly by and along other land now or formerly of the said Quaker Hill Home Building Company one hundred and ten (110) feet to the Old Colchester Road and to the Point of beginning.

Being the same and all the same premises conveyed to Quaker Hill Fire Company, Inc. by the Quaker Hill Home Building Company by Warranty Deed dated May 20, 1927 and recorded in Volume 44, page 225 of the Waterford Land Records.

SECOND TRACT

Beginning at the southwesterly corner of the First Tract above described, sometimes called the Fire House Lot at a point in the north easterly line of the Old Colchester Road; thence run northwesterly with said Road seventy-five (75) feet to a corner at other land formerly of Frederick Scholfield and being the Fourth Tract hereinafter described; thence run northeasterly with said Fourth Tract one hundred and ten (110) feet to another corner; thence run southeasterly with other land formerly of Frederick Scholfield and being the Third Tract hereinafter described, seventy-five (75) feet to the northwest corner of the said First Tract; thence southwesterly with said First Tract one hundred and ten (110) feet, more or less, to the point of departure at the Old Colchester Road.

Being the same and all the same premises conveyed to Quaker Hill Fire Company, Inc. by Frederick Scholfield by Warranty Deed dated September 22, 1945 and recorded in Volume 69, page 234 of the Waterford Land Records.

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VOL 251 PAGE 945

THIRD TRACT

Beginning at the northeast corner of the First Tract above described, which point is one hundred ten (110) feet north of the northerly line of the Old Colchester Road; thence running northerly on the extension of the easterly line of said First Tract, eighteen and six-tenths (18.6) feet, more or less, to the southerly line of Sunshine Road; thence running westerly, by and along the southerly line of Sunshine Road, one hundred and thirty-five (135) feet, more or less, to the land formerly of Mildred B. Ashcraft and being the Fourth Tract described below; thence southerly, bounded westerly by said Fourth Tract, thirteen (13) feet, more or less, to other land of the said, Quaker Hill Fire Company, Inc. and being the Second Tract above described; thence easterly, bounded southerly by said Second Tract seventy-five (75) feet to a point; thence continuing easterly sixty (60) feet to the point and place of beginning.

Being the same and all the same premises conveyed to Quaker Hill Fire Company, Inc. by Frederick Scholfield by Warranty Deed dated November 28, 1952 and recorded in Volume 95, page 176 of the Waterford Land Records.

FOURTH TRACT

Beginning at a point in the northerly line of the Old Colchester Road at the southwest corner of the Second Tract above described; thence running northerly, bounded easterly by the Second and Third Tracts above described, one hundred and twenty-five (125) feet, more or less, to the southerly line of Sunshine Road; thence running westerly, by and along the southerly line of said Road, fifty (50) feet to other land now or formerly of Frederick Scholfield; thence running southerly a distance of one hundred and twenty-five (125) feet, more or less, to the northerly line of the Old Colchester Road; thence, by and along the northerly line of said road, fifty (50) feet to the point and place of beginning.

Being the same and all the same premises conveyed to Quaker Hill Fire Company, Inc. by Mildred A. Ashcraft by Warranty Deed dated December 2, 1952 and recorded in Volume 95, page 177 of the Waterford Land Records.

RECEIVED FOR RECORD *Aug 2, 1952*

3:25 P M. ATTEST: *2 H. W. B. Bess*
TOWN CLERK

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VOL 251 PAGE 946

A G R E E M E N T

THIS AGREEMENT, made this 8th day of August, 1979, by and between the TOWN OF WATERFORD, a municipal corporation located in the County of New London and State of Connecticut, hereinafter called "Town" and the GOSHEN FIRE DEPARTMENT, INC., a Connecticut non-stock corporation situated in the Town of Waterford, County of New London and State of Connecticut, hereinafter called "Company".

WHEREAS, the Town has annually made appropriations to support the activities of the Company, and;

WHEREAS, the Company is desirous of continuing to receive said appropriations, and;

WHEREAS, the Town wishes to be assured that the Company will continue to provide fire fighting service to the Town.

NOW, THEREFORE, it is agreed as follows:

(1) The Company agrees that in consideration of said appropriations that it will continue to provide fire fighting service to the Town.

(2) The Company agrees that should it cease to provide such fire fighting service other than as a result of circumstances beyond its control, or should the Company be dissolved, it will convey the premises described on Schedule "A", attached hereto and made a part hereof, to the Town at no cost to said Town.

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VOL. 251 PAGE 947

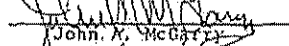
(3) No mortgage shall be placed upon the within described premises after the date of this agreement without the written consent of the Town.

(4) The Town will continue to make annual appropriations to the Company in an amount to be determined by the Town.

(5) This agreement shall be binding on the parties and their successors or assigns, and shall be deemed a covenant running with the land.

IN WITNESS WHEREOF, the parties have set their hands and seals the date first above written.

TOWN OF WATERFORD

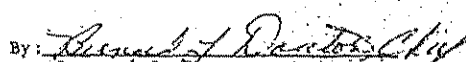

Ralph P. Dought

John A. McGarry

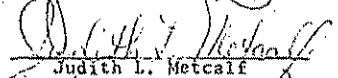
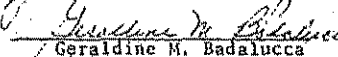

Lawrence J. Bettencourt
First Selectman

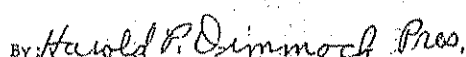
GOSHEN FIRE DEPARTMENT, INC.


Ralph P. Dought

John A. McGarry

By: 
Bernard J. Bouton
Chief


Judith L. Metcalf

Geraldine M. Badalucca

By: 
Harold P. Dimmock
President

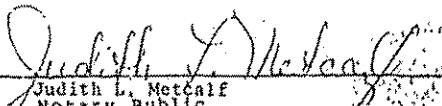
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Vol. 251 PAGE 948

STATE OF CONNECTICUT)
COUNTY OF NEW LONDON) ss. Waterford, Conn., August 8, 1979

On this the 8th day of August, 1979, before me, JUDITH L. METCALF, the undersigned officer, personally appeared LAWRENCE J. BETTENCOURT, who acknowledged himself to be the FIRST SELECTMAN of the Town of Waterford, a municipal corporation, and that he as such First Selectman, being authorized so to do, executed the foregoing instrument for the purposes therein contained; by signing the name of the corporation by himself as First Selectman.

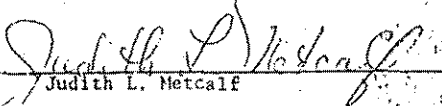
In Witness Whereof, I hereunto set my hand and official seal.


Judith L. Metcalf
Notary Public
Title of Officer
MY COMMISSION EXPIRES
MARCH 31, 1984

STATE OF CONNECTICUT)
COUNTY OF NEW LONDON) ss. Waterford, Conn., August 8, 1979

On this the 8th day of August, 1979, before me, JUDITH L. METCALF, the undersigned officer, personally appeared BERNARD J. DOUTON, who acknowledged himself to be the Chief of Goshen Fire Department, Inc., a non-stock corporation, and that he as such Chief, being authorized so to do, executed the foregoing instrument for the purposes therein contained, by signing the name of the corporation by himself as Chief.

In Witness Whereof, I hereunto set my hand and official seal.


Judith L. Metcalf
Notary Public
Title of Officer
MY COMMISSION EXPIRES
MARCH 31, 1984

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VOL. 251 PAGE 949

STATE OF CONNECTICUT)
COUNTY OF NEW LONDON)

ss. Waterford, Conn., August 8, 1979

On this the 8th day of August, 1979, before me, JUDITH L. METCALF, the undersigned officer, personally appeared HAROLD P. DIMMOCK, who acknowledged himself to be the President of Goshen Fire Department, Inc., a non-stock corporation, and that he as such President, being authorized so to do, executed the foregoing instrument for the purposes therein contained, by signing the name of the corporation by himself as President.

In Witness Whereof, I hereunto set my hand and official seal.


Judith L. Metcalf
Notary Public
Title of Officer

MY COMMISSION EXPIRES
MARCH 31, 1981.

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VIII 251 PAGE 950

EXHIBIT "A"

FIRST TRACT

A certain tract of land situated in the Town of Waterford, County of New London and State of Connecticut, on the northerly side of the Goshen Road and adjoining the Second Tract hereinafter described sometimes called the Fire House Lot, and being more particularly bounded and described as follows:

Beginning at the southwest corner of the tract herein described at the southeast corner of the the Second Tract hereinafter described and in the northerly line of said Goshen Road; thence run northerly with said Second Tract about one hundred and fifty-five (155) feet to a corner at land now or formerly owned by John Lalper; thence run easterly bounding land now or formerly of The Goshen Realty Company on the north, twenty-five (25) feet to a corner; thence run southerly in a direct line bounding other land now or formerly of The Goshen Realty Company on the east, one hundred and fifty (150) feet to the north line of Goshen Road before mentioned; and thence westerly by and with said Road line fifty (50) feet to the point of beginning.

Being the same and all the same property conveyed to the Goshen Fire Department, Inc. by Warranty Deed of The Goshen Realty Co., dated November 24, 1969 and recorded in Volume 180, page 525 in the Land Records of the Town of Waterford.

SECOND TRACT

That certain tract of land situated at Pleasure Beach in the Town of Waterford, more particularly bounded and described as follows:

Beginning at a merestone located at the northeast corner of the intersection of the New Shore Road and the Goshen Road; thence running along the line of the Goshen Road in a general easterly direction one hundred fifty (150) feet, more or less, to a stonewall and the First Tract above described; thence running in a general northerly direction along said stonewall, and said First Tract a distance of one hundred fifty (150) feet, more or less, to where said wall intersects another stonewall which runs approximately east and west; thence running in a general westerly direction along said stonewall a distance of one hundred twenty (120) feet, more or less, to other land owned by Goshen Fire Department, Inc. (being the Third Tract hereinafter described); thence running in a general southerly direction along other land of the said Goshen Fire Department, Inc., one hundred five (105) feet, more or less, to a merestone; thence running in a general southwesterly direction along said other land of the Goshen Fire Department, Inc., sixty-three and eight-tenths (63.8) feet, more or less, to a

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VOL 251 PAGE 951

merestone located on the line of the New Shore Road; thence running in a general southeasterly direction along the line of the New Shore Road one hundred (100) feet, more or less, to the point or place of beginning.

Being the same and all the same property conveyed to the Goshen Fire Department, Inc. by Warranty Deed of The Goshen Realty Company, dated February 13, 1940 and recorded in Volume 58, page 360 in the Land Records of the Town of Waterford.

THIRD TRACT

A certain tract of land near Pleasure Beach in the Town of Waterford and adjoining the Second Tract above described and being bounded and described as follows, viz:

Beginning at a point in the northeasterly line of Shore Avenue (also called New Shore Avenue) at a merestone set one hundred feet northwesterly from another merestone set in the line of Goshen Road, at the southwesterly corner of said Second Tract thence in a northeasterly direction run sixty three and eight tenths (63.8) feet to another merestone, thence northerly one hundred and five (105) feet to a drill mark (T) on wall at land now or formerly of John Leiper, thence westerly with the wall and said Leiper land fifty (50) feet to other land of the Goshen Fire Department, Inc. (being the Fourth Tract hereinafter described); thence southerly and westerly with such other land to Shore Avenue and southeasterly with Shore Avenue to the merestone at the point of departure.

Being the same and all the same premises conveyed to the Goshen Fire Department, Inc. by Warranty Deed of the Goshen Realty Company dated September 25, 1931 and recorded in Volume 46, page 432 in the Land Records of the Town of Waterford.

FOURTH TRACT

Beginning at a point thirty (30) feet east of the angle of the stone wall which bounds the property of John Leiper on the south; thence running in a southeasterly direction one hundred fifty (150) feet by and along the new Shore Road, so called, to a merestone; thence in an easterly direction parallel to the above mentioned wall seventy (70) feet more or less bounded on the south by other land of the Goshen Fire Department, Inc. (being the Third Tract above described); thence northerly eighty (80) feet more or less by and along said other land of The Goshen Fire Department, Inc. to the wall bounding lands belonging to John Leiper thence in a westerly direction by said wall one hundred ninety five (195) feet more or less to the point of beginning.

Being the same and all the same premises conveyed to the Goshen Fire Department, Inc. by Warranty Deed of the Goshen Realty Company dated May 1, 1928 and recorded in Volume 41, page 606 in the Land Records of the Town of Waterford.

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VOL 251 PAGE 952

Excepting from the within described real estate all that certain tract of land located within said Town of Waterford, and heretofore conveyed to the Town of Waterford by Quit Claim Deed of the Goshen Fire Department, Incorporated dated June 13, 1946 and recorded in Volume 61, Page 254 of the Waterford Land Records and being more particularly bounded and described as follows:

Beginning at a merestone at the intersection of the North line of Goshen Road with the northeasterly line of New Shore Road; thence by and along the northeasterly line of New Shore Road in a northwesterly direction one hundred (100') feet to a merestone; thence in an irregular curved line by and along other property of the Goshen Fire Department, Inc. (being the Second Tract above described) to a point in the northerly line of Goshen Road; thence by and along the Northerly line of Goshen Road in a Westerly direction one hundred (100') feet to the place of beginning. The shortest distance from said irregular curved line to the merestone at the point of beginning being fifteen (15') feet.

RECEIVED FOR RECORD *Aug 31, 19 22*

3:26 P M ATTEST: *William D. Jew*
TOWN CLERK