



**Fire Services Review Special Committee
Minutes—Special Meeting March 18, 2024**

Members Present: Robert Tuneski (BoF); Susan Driscoll (RTM); Matthew Keatley (RTM); Mike Howley (Director, Fire Services); Tom Martin (Captain, WFS); Todd Patton (Chief, Goshen Fire Co.)

Members Absent: Steven Sinagra (Director, Emergency Management); Mark Greczkowski (WAS Director of Operations); Rob Brule (BoS); [RTM Public Protection & Safety Committee appointment tbd]

1. **Call to order:** Chair Tuneski called the meeting to order at 5:03 p.m.
2. **Public comment:** None.
3. **Minutes—Feb. 12, 2024:** Motion by Keatley, second by Tuneski, to approve Feb. 12, 2024, minutes as presented. Voice vote: Yes-Tuneski, Driscoll Abstain-Keatley Motion passed.
4. **Consideration of FSRSC's charge from the RTM (6/7/21):** Patton relayed a question from one of the volunteer chiefs, who wanted to know why there were 2 full-time firefighters at two stations and only one part-timer at another. Howley explained that it was mostly due to budget constraints.

Howley distributed materials for FSRSC members to review in preparation for discussion at the next meeting. He gave brief explanations of the drafts for Staffing Plan, Facilities Study, Fire Fleet Management Plan, and the current 5-year Fleet Management Plan, and noted that he is still working on a longer-term fleet management report. He described staffing projections as somewhat fluid and dependent on the level of growth in town, and noted that FLSA compliance issues, the separation of WAS, and Covid all took a big bite out of our volunteer program.

Tuneski had several questions about how the town's fleet management plan is established and implemented. Howley explained the color coding on the spreadsheet, how every vehicle is placed on the plan after purchase, with projected lifespans determining probable replacement year. A committee comprised of the First Selectman, Finance Director, Board of Finance Chair and RTM Moderator reviews the plan and authorizes purchases and major repairs, and department heads weigh in with needs/usage assessments, updated repair/replacement costs, changes in replacement schedules, and other issues. He discussed his ongoing efforts to get all fire vehicles undercoated, a new preventive maintenance practice that can save repair/replacement costs. He said that the most expensive, or problematic, vehicle in Fire Services currently is the 20-year-old W-55 70-ft ladder truck that should be replaced with a 100-ft ladder version in order to handle incidents at the several developments built in the last several years. The upgrade to the 100-ft ladder would be more expensive than the cost projected in the current plan, delivery would be 2.5-3 years after the order was placed, and that a discount was possible if payment made when ordered.

Tuneski wrapped up the meeting by informing the committee that he has been working on the FSRSC final report since last year and is nearly done.

5. **Next meeting:** Consensus to tentatively schedule next meeting for Monday, April 22, at 5:30p.m.
6. **Adjournment:** Motion by Keatley; second by Driscoll to adjourn at 6:30 p.m. Voice vote: Unanimous.

Submitted by
Susan Driscoll, FSRSC Secretary

encl: Staffing Plan/Facilities Study Draft
Fleet Plan Draft
Fire Fleet Recommendations

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WATERFORD, CT
2024 APR 17 | P 4:26
ATTEST: *[Signature]*
TOWN CLERK



ATTEST: *David J. Howley*
TOWN CLERK

2024 APR 11 P 4: 27

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

Waterford Fire Staffing Plan

January 2024

DRAFT

**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 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 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.

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.

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

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.

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.

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
- 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.

NFPA 1720 applies to volunteers 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 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 deem 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)

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 two to 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.

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 2024

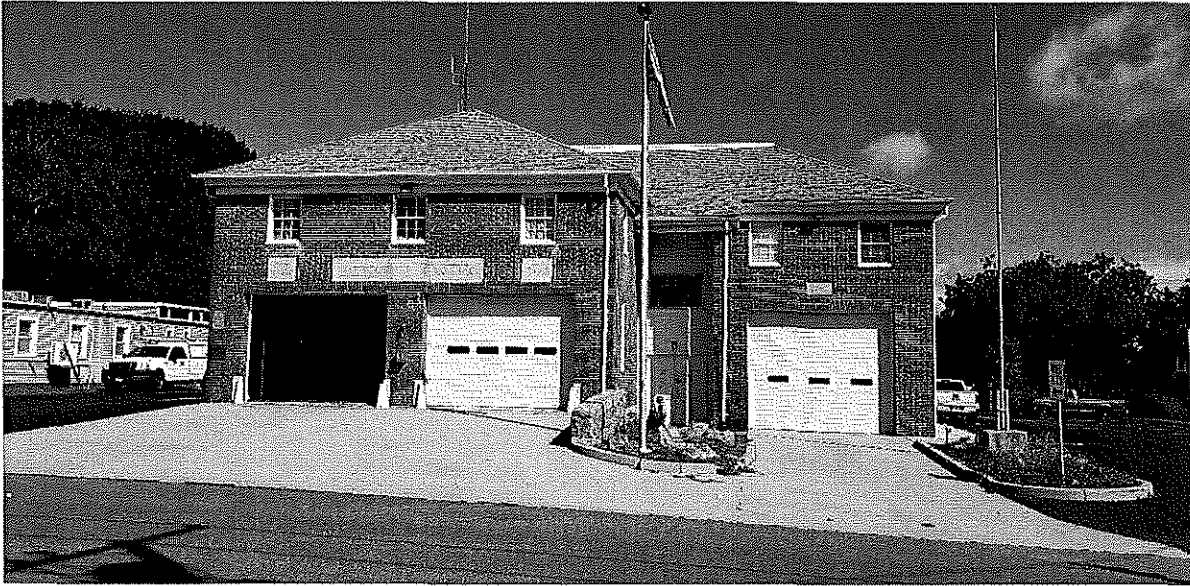
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**A report for the Fire Services Ad-Hoc
Committee**

**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.

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

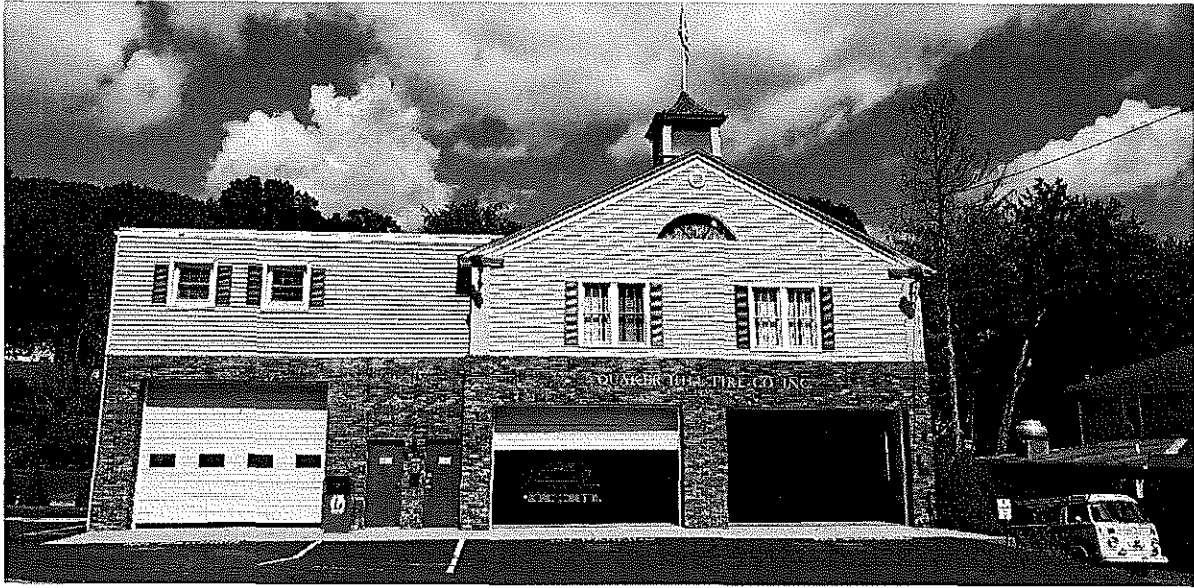
Flooring replacement FY 2024 \$40,000 pushed out

Bathroom renovations FY 2027 \$65,000

Bunkroom renovations FY 2028 \$55,000

Not in CIP and Recommended:

Kitchen renovation FY



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

Generator replacement FY 2023 \$50,000 pushed out

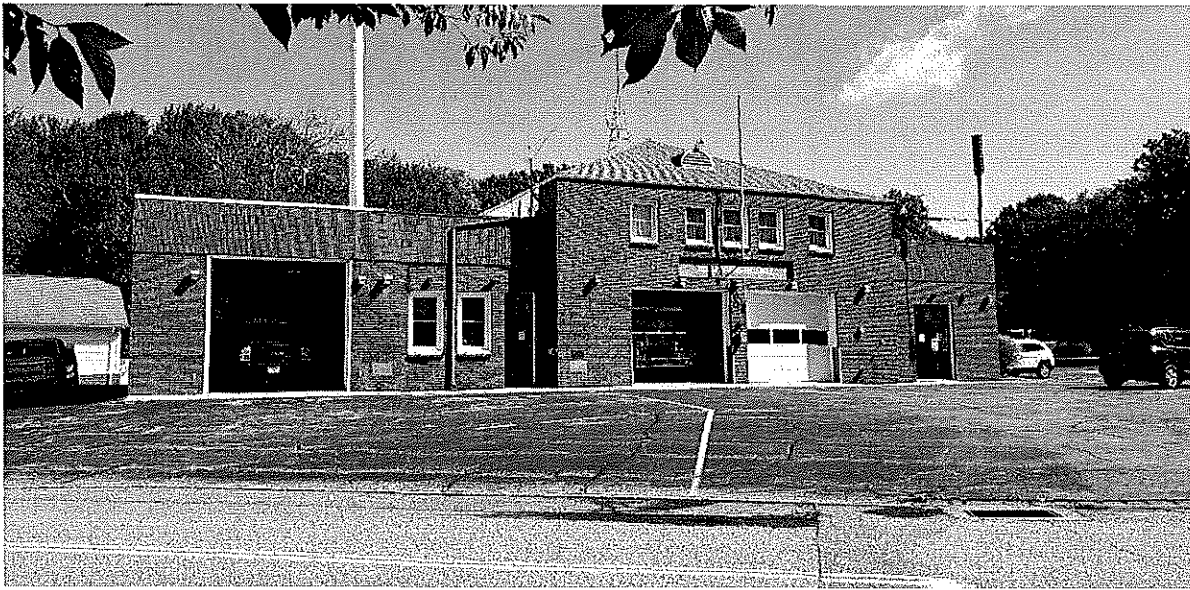
Flat Roof Replacement FY 2025 \$100,000 pushed out

Rear Parking lot FY 2025 \$ 50,000 pushed out

Not in CIP/CNR and Recommended:

Bunk Room Renovations

Bathroom Renovations



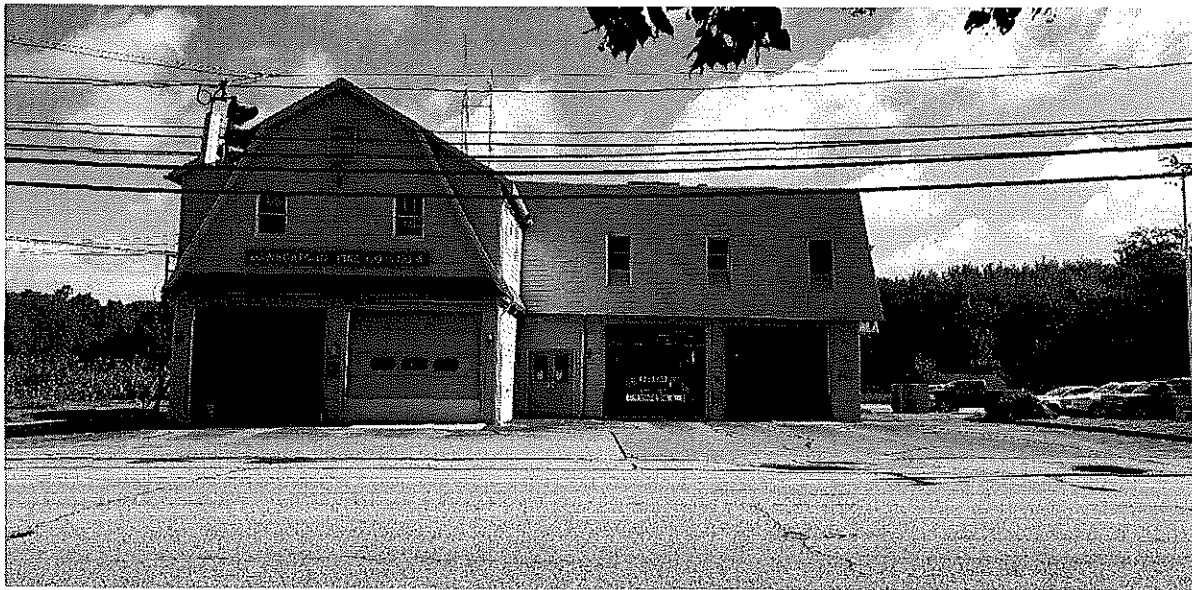
Waterford Co. 3 Goshen Fire Department
63 Goshen Road, Waterford
Est. 1927

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

Not in CIP/CNR and Recommended:

Roof Replacement Rear Building FY 2030

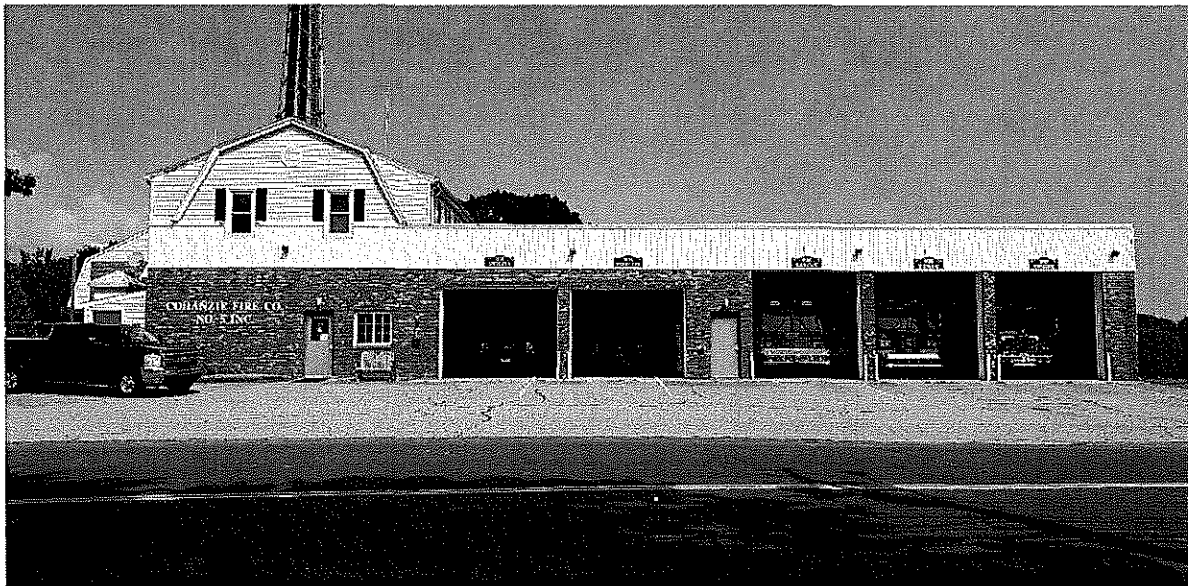


Waterford Co. 4 Oswegatchie Fire Department
441 Boston Post Rd. Waterford
Est. 1929

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



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 in progress
Skylights in apparatus Bay FY 2025 \$30,000

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:



Office of the Director
Waterford Fire Department
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Waterford CT. 06385

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Fleet Plan Waterford Fire DRAFT 03/07/24

The Waterford Fire Department Fleet consist of mix of six or seven apparatus manufactures, service vehicles, aerial units, and marine units. Every fire department has been impacted by the rapidly escalating cost associated with purchasing new apparatus as well as the increasing cost of fuel, insurance, inspections, maintenance, and repairs of existing apparatus.

Providing an evaluation of the fleet plan for fire services begins with an assessment of the condition and operational capabilities of the WFD existing vehicles. Based on this information, we can begin to develop an apparatus plan for the fire department and provide important information, recommendations to guide our decision making. The goal is to provide a blueprint that can be used to manage the apparatus fleet plan.

The cost associated with purchasing and maintaining fire apparatus have risen dramatically within the last 5 years. The purchase price for a new engine averages between \$825,000 and \$1,000,000, while the price average for an aerial truck know has risen to \$1,700,000 to \$2,400,000. It has become important more than ever to purchase wisely and ensure that new apparatus acquisitions meet the needs of the fire department and the community risk. At the same time, it is imperative to make sure existing apparatus are in good condition and maintained for safe operations both for our employees and the public we serve. It is proven fact that municipalities that do not maintain their fleet of emergency service vehicles to high standards will often pay out a lot more when involved in an incident, this often catches up when all records are requested on the maintenance of a vehicle when involved in an motor vehicle accident. We owe it to our staff and the public we serve to maintain our fleet to high standards.

Some of the complex problems, concerns we run into with our fleet planning are:

- Replacement schedule, does it meet today's needs?
- Does it make sense to retain vehicles that are aging and require costly repairs, maintenance to keep them in service?
- Is replacement a better option with current pricing?
- Do the vehicles still meet the department needs?
- If replacements are done, what should be purchased to meet the current and future needs of the community?
- Do we have more vehicles than we really need, given today's climate with volunteer shortages, and staffing limitations. Planning is more important now than ever and looking ahead at the service we provide.

As a combination department we are in a transitional period with staffing. This affects apparatus deployments, usage for incidents, and training. Almost every fire department has challenges ensuring adequate staffing for fire apparatus every day. This is a rapidly increasing problem for many volunteer and combination departments that used to have plenty of members to respond to calls but today have difficulty assembling minimum crews. Looking at which vehicles should be retained, which should be replaced in the near future, and in some cases, which are no longer needed. In our projected 5-6 year look at fire fleet needs, projected cost estimates for replacements and cost for refurbishments of apparatus are listed. This is a very hot trend as of now with cost of new apparatus so high. More and more municipalities are looking at a refurbishment for a fraction of the cost of new. Remember this option is not always the best. This is based on condition of vehicle, age, future needs, and safety features. Each apparatus will have to be evaluated before consideration of a refurbishment.

In our considerations for fire services fleet is the Towns (ISO) Insurance Services Organization reporting and what the fleet needs are and points for apparatus. Sometimes an old engine or aerial truck is worth hanging onto just to list as a spare for the points in ISO. The resale value of fire apparatus is very low, and this determines direction with making these decisions.

NFPA 1910, *Standard for the Inspection, Maintenance, Refurbishment, Testing, and Retirement of In-Service Emergency Vehicles and Marine Firefighting Vessels*, provides very specific criteria for the inspection of apparatus.

Rust and corrosion were big issues at one time, due to the quality of steel that was used in the manufacturing of fire apparatus. As time progressed, rust became less of an issue, thanks to newer materials and manufacturing processes, such as aluminum or stainless-steel cabs and bodies, galvanized frame rails, and stainless-steel sub frames and other components.

More recently, it appears that some of the chemicals used for snow removal and ice mitigation have created a major resurgence in rust and corrosion problems, especially with regard to frame rails and underbody components. In some cases, this has required costly repairs on our fleet. Some fire departments retire and replace certain vehicles ahead of schedule, while older units that are in better condition are kept in service beyond their planned replacement dates. This puts additional stress on the whole fleet.

Creating an Apparatus Replacement Plan

Many task, go into creating the Fleet Plan for Waterford Fire. Age of fleet and how purchasing of apparatus was done previously for the five independent fire companies had even more challenges. A plan for the Town is needed, not for independent fire companies in Waterford. The changes with our volunteer force, future staffing with career or part time firefighters. Call volume, types of incidents and the changes in fire services and what we need to do to adopt changes with our fleet. Is the replacement plan working with current replacement dates? Timeframe of replacements 10 years, 15 years, or even 20 years on fire apparatus is not out of the ordinary. Does that time frame still work based on call volume and incident type? For the most part Waterford has a fleet plan. This plan is very fluid and vehicles get moved each year or pushed out due to budget constraints. This further puts a strain on fires services fleet of costly repairs and maintenance.

Current Waterford Fire Department Fleet

Engines (7)

Trucks Platform (1)

Truck Ladder (1)

Truck TeleSquirt (1)

Heavy Rescue (1)

Brush Trucks (3)

Pick-up Service Trucks (5)

HD Pick-up (1)

Marine Boats (2)

Inflatable Marine Units (3)

APV Unit (1)

Staff Vehicles (3)

Breakdown of Fleet with Locations

Company 1

Engine W-11 2014 Emergency-One 1,500gpm Pumper

Ladder W-15 2016 Pierce 100' Aerial Ladder/Quint 2000gpm

Utility W-16 2018 Ford F350 Utility

Company 2

Engine W- 21 2006 Ferrara Igniter Custom 1,500gpm Pumper

Brush W-23 2006 Ford F550 Brush Truck

Engine W-25 2016 Spartan Gladiator TeleSquirt 1,500gpm Pumper

Utility W-26 2021 Ford F350 Pick-up Truck

Marine W-92 Boston Whaler 21'

Marine Zodiac 2

Company 3

Engine W-31 2014 KME Custom 1,500gpm Pumper

Engine W-32 1998 Spartan 1,500gpm Pumper

Utility W-34 2012 Ford HD F450 Utility

Utility W-36 2007 Ford F350 Pick-up Truck

APV-3 2021 Polaris 6x6 EMS/ Rescue

Marine W-93 2007 Lake Assault Boat 24'

Marine Zodiac 3?

Company 4

Engine W-41 2018 Spartan Metrostar 1,500gpm Pumper

Engine W-42 2007 Seagrave 1,500gpm Pumper

Brush W-43 2006 Ford F550 Brush Truck

Utility W-46 2020 Ford F350 Utility

Marine Zodiac 4

Company 5**Engine W-51** 2016 Emergency-One 1,500gpm Pumper**Brush W-53** 2009 Ford F550 Super Duty**Ladder W-55** 2004 Sutphen 75' Tower Ladder/Aerial Scheduled replacement??**Utility W-56** 2011 Ford F350 Utility Truck**Rescue W-57** 2010 Ferrara Igniter Custom Rescue Truck**Public Safety Building (FMO)****Car 85 Ford Expedition 2016** scheduled for replacement FY26**Car 55 Ford F-150 2013** scheduled for replacement FY25**Car 115 Ford Explorer 2015****Replacement/Refurbish Point System (Most Common)**

Factor	Points
Age	One point for every year of service
Miles / Hours	One point for every 10,000 miles or 1,000 engine hours
Type of Service	One, three or five points are assigned based on service type Example a busy engine would get five points
Reliability	Points are assigned as one, three, or five depending on the Frequency that vehicle is in the shop for repairs, five would be in Shop two or three times a month
M&R	One to five points are assigned based on total life M&R cost. Five is given to cost at original cost of vehicle
Condition	This takes into consideration of body condition, rust, interior Condition, accident history, anticipated repairs, scale one to five
Point Ranges	Fewer than 18 points Condition I Excellent
	18 – 22 points Condition II Good
	23 – 27 Condition III Qualifies for Replacement
	28 – Points and above Condition IV Immediate consideration

This same system could be used to determine refurbishments.

Refurbishments need to be done before an apparatus gets too far gone. This could be at the ten, fifteen year mark depending on usage and conditions.

Staff vehicles should be 10 years or 100,000 miles

Director of Fire Services
Chief Michael J. Howley

C.C. File

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

TOTAL NO. OF VEHICLES 29

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Updated 03/05/24

Number Vehicles to be
Replaced

Total Budget

0 1 5 5 3

64,000 2,552,206 211,000 1,240,000

FLEET ASSET ID	TOWN ASSET ID	License Plate No.	DO NOT REP.	Agency Code	Agency Name	Vehicle Assigned to	Class Code	Rep. Cycle In	Class Description	Asset Year	In-Service Date	Gross Vehicle Cost	Model	Serial #	Make	Year	Current Mileage or Hours	Comments
W-51	101405	24WFD		00H	Cohasset Fire Company	1500 GPM PUMPER (FIRE)	1500PMP-F	18	1500 GPM PUMPER (FIRE)	2016	04/11/16	\$563,200	E-One	4ENBAAXG1008ED	Quinn Pumper (detail)	2016	30,594 mi	Replaced in FY 22 Estimated \$250,000
W-53	100515	24WFD		00H	Cohasset Fire Company	BRUSH TRUCK (FIRE)	BRS-F	20	BRUSH TRUCK (FIRE)	2009	05/12/09	\$95,854	Ford	1FDXK57R29EAS3564	Super Duty F-550 (detail)	2009	27,111 mi	Replaced in FY 22 Estimated \$94,000
W-55	100779	24WFD		00H	Cohasset Fire Company	LADDER/AERIAL (FIRE)	LDA-F	20	LADDER/AERIAL (FIRE)	2004	12/29/04	\$550,446	BUPHEN	159A7110441003078	70' Ladder Truck (detail)	2004	4816 hrs	Replaced in FY 22 Estimated \$324,000
W-56	101012	24WFD		00H	Cohasset Fire Company	UTILITY UNIT (FIRE)	UTL-F	15	UTILITY UNIT (FIRE)	2011	10/12/11	\$47,426	Ford	1FTWV3T8E9A81633	F350 (detail)	2011	54,224	4,955.03
W-57	101011	25WFD		00H	Cohasset Fire Company	SPECIALTY UNIT (FIRE)	SPC-F	20	SPECIALTY UNIT (FIRE)	2010	10/29/10	\$511,989	Custom	1F555579A4H140755	Reman Truck (detail)	2010	1,892.000	40,740.00
W-16	101615	33WFD		00H	Jordan Fire	UTILITY UNIT (FIRE)	UTL-F	12	UTILITY UNIT (FIRE)	2016	03/01/16	\$49,348	Ford	1FTWV3B2JFC10925	F350 4.4 crew cab	2016	22,833 mi	1180
Car 115 (0115)	101354	11SWFD		23FM	MARSHAL FIRE	SUV-FIRE	SUV-FIRE	8	SUV	2015	05/19/15	\$33,333	Ford	1FMSK6A56F6852372	Explorer	2015	35,500	1,250.00
Car 55 (0255)	101303	55WFD		23FM	MARSHAL FIRE	UTILITY UNIT (FIRE)	UTL-F	10	UTILITY UNIT (FIRE)	2013	11/18/12	\$31,820	Ford	1FTFW1FXKND31461	F150 PICKUP (with cab)	2013	117,000	2,469.00
Car 25	101409	85WFD		23FM	MARSHAL FIRE	Director of Fire Services (Now Assistant Chief of Fire Services)	CAR-F	8	SUV	2016	02/28/16	\$43,884	Ford	1FALJ1JTG6F29608	EXPEDITION	2016	118,000	3,000.00
NEW								15	1500 GPM PUMPER (FIRE)	2014	07/25/13	\$486,828	BAE Custom	K9AF429-FENUSR620	Pumper (detail)	2014	16,659 mi	25,040.00
W-31	101236	30WFD		00S	Goshen Fire Company	1500 GPM PUMPER (FIRE)	1500PMP-F	18	1500 GPM PUMPER (FIRE)	1996	07/23/99	\$307,935	Starline	4STAR419XVC26143	Pumper (detail)	1996	39,200 mi	49,962.00
W-34	101127	13WFD		00S	Goshen Fire Company	UTILITY UNIT (FIRE)	UTL-F	20	UTILITY UNIT (FIRE)	2012	03/01/12	\$50,114	Ford	1EDUJ4HTICEA51122	F450 (detail)	2012	5,163 mi	2,778.00
W-36	100310	33WFD		00S	Goshen Fire Company	UTILITY UNIT (FIRE)	UTL-F	20	UTILITY UNIT (FIRE)	2007	03/29/06	\$36,973	Ford	1FTWV3T8E9A81633	F350 pickup (detail)	2007	53,206 mi	2,610.00
W-40	100376	NA		00S	Goshen Fire Company	BOAT (FIRE)	BOAT-F	20	BOAT (FIRE)	2007	05/29/07	\$143,334	Like A Boat	KKKF D950707	24' Landing Craft	2007	11391028	25,601.00
W-44	101521	20WFD		00S	Goshen Fire Company	ATV	ATV	20	ATV EMS Utility Unit (FIRE)	2014	12/25/14	\$459,400	Therion	4ENBAAXG1008ED	1,500 GPM Pumper (detail)	2014	20 hrs	50,574.00
W-15	101508	454		JOR	Jordan Fire Company	TOWER LADDER/AERIAL (FIRE)	TDA-F	20	TOWER LADDER/AERIAL (FIRE)	2016	07/25/17	\$529,854	Pierce	4P1BCAGF1GA016140	Arrow XT Ladder Truck (detail)	2016	32,844 mi	Replaced in FY 28 Estimated \$225,000
W-41	101609	34WFD		OSW	Oswego Fire Company	1500 GPM PUMPER (FIRE)	1500PMP-F	18	1500 GPM PUMPER (FIRE)	2018	09/15/18	\$537,205	Scania	4STCT2032JDB85317	Pumper (detail)	2018	2866 hrs	86,332.06
W-42	100433	34WFD		OSW	Oswego Fire Company	1500 GPM PUMPER (FIRE)	1500PMP-F	12	1500 GPM PUMPER (FIRE)	2007	05/14/09	\$700,100	Scania	1F5E32107CST2165	Pumper (detail)	2007	9,105 mi	11,901.00
W-43	100356	34WFD		OSW	Oswego Fire Company	BRUSH TRUCK (FIRE)	BRS-F	25	BRUSH TRUCK (FIRE)	2006	05/29/06	\$125,245	Ford	1FDXK57R29EAS3564	F550 Brush Truck (detail)	2006	43,720 mi	61,832.00
W-46		34WFD		OH	Quaker Hill Fire Company	UTILITY UNIT (FIRE)	UTL-F	12	UTILITY UNIT (FIRE)	2020	12/14/20	\$59,841	Ford	1FTWV3B2JFC10925	F350 (Gse) Pick-Up	2020	12,344 mi	13,930.00
W-21	100311	39WFD		OH	Quaker Hill Fire Company	1500 GPM PUMPER (FIRE)	1500PMP-F	25	1500 GPM PUMPER (FIRE)	2006	10/23/06	\$256,447	Pierce	1F540475591A0079	Ignition Control Pumper (detail)	2006	35,088 mi	59,405.00
W-23	100357	4025		OH	Quaker Hill Fire Company	BRUSH TRUCK (FIRE)	BRS-F	25	BRUSH TRUCK (FIRE)	2006	07/01/06	\$175,245	Ford	1FDXK57R29EAS3564	F550 Brush Truck	2006	8,374 mi	15,545.00
W-25	101432	33WFD		OH	Quaker Hill Fire Company	1500 GPM PUMPER (FIRE)	1500PMP-F	18	1500 GPM PUMPER (FIRE)	2015	06/17/16	\$773,635	Scania	4STAR419XVC26143	Gladiator Fire-Saint Pumper (detail)	2015	768 mi	24,633.00
A19	100316	33WFD		OH	EOCEN	UTILITY UNIT (FIRE)	UTL-F	12	UTILITY UNIT (FIRE)	2006	02/01/08	\$44,076	Ford	1FTWV3T8E9A81633	F350 (detail)	2006	54,000 mi	6,232.00
W-26	62WFD			OH	Quaker Hill Fire Company	UTILITY UNIT (FIRE)	UTL-F	15	UTILITY UNIT (FIRE)	2021	08/14/23	\$54,000	Ford	1FTWV3T8E9A81633	F350 - Gas Pickup Utility	2021	2,150 mi	reassigned from OH Fire Company on 12/2/22
Zodiac-2				OH	Quaker Hill Fire Company	Zodiac Boat 10'		15	Zodiac Boat 10'				Zodiac Boat 10'					
Zodiac-3				OSW	Oswego Fire Company	Zodiac Boat 12'		15	Zodiac Boat 12'				Zodiac Boat 12'					
Zodiac-4				OSW	Oswego Fire Company	Zodiac Boat 10'		15	Zodiac Boat 10'				Zodiac Boat 10'					

Purchase new

Refurbish

Refurbish completed

New addition

Reduce Unit

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