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**(Fire Districts 2 and 3)**

**HANOVER TOWNSHIP, NEW JERSEY**

**Analysis of**  
**Fire Department and**  
**Emergency Medical Service Operations**

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# HANOVER TOWNSHIP, NEW JERSEY

## *Analysis of Fire Department Operations*

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## *Analysis of Fire Department Operations*

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## **FOREWORD**

From November 2011 through February 2012 William Kramer of the firm *Kramer and Associates* led a team of consultants in conducting a study regarding the state of fire protection in Hanover Township, New Jersey, delivered by two fire districts, Hanover District 2 -- the Whippany Fire Department and Hanover District 3 -- the Cedar Knolls Fire Department. (Resumes of consulting team members are found in **Appendix 1.**)

Lengthy interviews with a wide cross section of stakeholders indicated that there are differing opinions regarding the state of fire protection in Districts 2 and 3 in Hanover Township. In discussions with township officials, board members, career and volunteer fire department members, retired fire department personnel, and ordinary citizens, however, the consultants found a common theme. All desire to see quality fire and EMS protection. Most believe that the two districts already work extremely well together but that there can be community improvements with a total merger. Most agreed that it makes no sense to continue separate operations when service to the community can be strengthened with a single Fire/EMS Department.

Increasingly scarce tax dollars mean that there is a genuine community value in the continuation of a volunteer component of the fire/EMS service even as on-duty paid personnel or on-duty per diem staffing become more necessary. During six different site visits by William Kramer, interested parties were given the opportunity to provide input. Through the interviews and many impromptu meetings, we gained much insight into the heart and spirit of Hanover Township's future at these meetings.

Sincere appreciation is extended to Whippany Fire Chief Joseph J Cortright and Cedar Knolls Fire Chief James C. Davidson for their assistance and cooperation during the study. Both made the Consulting team feel welcome. Thanks also to Police Chief Stephen W. Gallagher who provided helpful information as well.

We thank all of the current and past members of both fire companies, for their devotion to public service. Board President Henry Hansch III of the Whippany Fire Department worked closely with the consultant in organizing meetings and interviews. He is a driving force behind the timely completion of this report. Thanks too to fellow board members Ron Barz, and Robert Cobane together with Michael and Julia Mihalko.

In Cedar Knolls Board Vice Chairman Thomas Quirk made the initial contact with the Consultant providing key information up front, and fellow board members, President Thomas Harrington, Treasurer Gary Keyser, Secretary Paul Pilipie and Clerk Peter Denigris, were all supportive. We thank Department Presidents Fed Brunner of Whippany and Russell Dobson of Cedar Knolls both of whom were gracious hosts. All career and volunteer members of the two fire companies were given the opportunity to contribute to this study and many took advantage of the opportunity, strengthening this report through the inclusion of grass-roots commentary.

Appreciation goes to Township Mayor John Sheridan, Deputy Mayor Ken Schleifer, and Committeemen John Ferramosca, Ronald Francioli and George Coppola. George was especially helpful as a liaison between the fire departments and the Township as the study progressed. Business Administrator Joseph A. Giorgio and Chief Municipal Finance Officer Silvio Esposito both cooperated fully and made sure the Consultants had all information needed from the government of Hanover Township. Mr. Esposito further reviewed the financial sections in this report and stated “The figures proof out.”



Active and retired firefighters and the community citizens all displayed a progressive spirit that will ultimately benefit Hanover Township. All who supported this study are credited with providing vision into the future. All members of the organizations involved in providing fire protection displayed a willingness to reach common ground as they work from different perspectives.

The consultants found two classic fire departments, steeped in tradition but trying to deliver modern fire protection with a predominately volunteer force, against ever increasing odds. The volunteer fire service is viable in Hanover Township and can continue with some creativity and organizational tweaking, but it must be prepared for and be planning for changes.

Specifically the consultants found that fire and EMS service throughout Hanover Township will be improved by a merger of Whippany and Cedar Knolls, operating from one station. Two communities facing the possibility of a merger, but already cooperating fully, might logically wonder “What is to be gained?” **Figure 1** on the next page provides an answer from two actual fire departments that were in the same position as Cedar Knolls and Whippany and did in fact merge.

This report from Wisconsin was submitted by Kevin Gerarden, an honor graduate from the fire science program at the University of Cincinnati.

## Figure 1: Sample Merger Progress Report

**Author:** [Kevin Gerarden](#)

**Posted date:** Thursday, October 9, 2008 11:21:52 PM EDT

**Last modified date:** Thursday, October 9, 2008 11:21:52 PM EDT

**Total views:** 14 **Your views:** 1

Two cities in Wisconsin have created a joint fire department, and for the past five years, the result appears to have enjoyed a good measure of success. Between my city of Oshkosh and the city of Appleton (about 20 miles apart and populations in the 60,000 range), lie the “twin cities” of Neenah and Menasha (populations in the neighborhood of 20,000 and literally across the street from each other). Before the departments merged, there were standing automatic aid agreements in place, a certain amount of joint training, and, on balance, fairly good relationships all around. Many expressed doubts that it could be made to work, or even that it was necessary or beneficial to merge – what more could be gained? The two labor unions, one from each city, had to be brought on board, and the past practices and benefits of each contract were honored or taken into consideration. The fire stations, two in each city, did not have to be moved or closed. And yet, despite all the adjustments and accommodations, the cities have, by merging and sharing resources, saved money, and strengthened their capabilities. Even Appleton and Oshkosh have realized benefits by the presence of a new mutual-aid partner.

You can learn more about Neenah-Menasha Fire Rescue at

[www.nmfire.org](http://www.nmfire.org)

Tradition must give way to the greater good of the community. The two hallowed fire stations in Hanover Township are both in need of refurbishment or replacement. This is the time to see what is best for the community first, and secondarily how to accommodate fire department member interests.

**THE ULTIMATE REASON FOR THE EXISTENCE OF A FIRE COMPANY IS SUPPOSED TO BE “SERVICE TO THE COMMUNITY” ABOVE “SERVICE TO ITS MEMBERSHIP.”**

Consultants are usually no more intelligent than the client that they are serving, but they can bring objectivity and non-bias to a jurisdiction that can be quite valuable. It is hoped that this study will provide information that can be used by Hanover Township officials to create a fire service commensurate with increasing demands and quality service, which the residents and businesses of Hanover Township deserve.

## **BIG SAVINGS OR BETTER SERVICE**

Early in this report we should address a key concern. Will a merger show savings? The report will make it obvious that if two adjacent districts are merged and the two fire departments within the districts with overlapping response patterns are merged into one, there will be an opportunity for improved service, financial savings, or a combination of the two.

Duplicate services and apparatus will be eliminated and a critical mass of personnel from one facility will provide service more efficiently than separate departments either of which may be unable alone to attract enough volunteers in the future to remain viable. Throughout the report we will elaborate on efficiencies, savings, national standards, and fire Insurance rates to show how improvements in service and /or savings will result.

The consultants highly recommend that service be improved rather than taxes be lowered as a result of the merger. The tax rates are extremely low now as can be seen from the following excerpt (from a complete tax table shown later in the report.) They are mere pennies and this low cost is a real tribute to the volunteer firefighters and EMTs who minimize the need for on-duty personnel.

Fire Tax Rate: Cedar Knolls District	.122
Fire Tax Rate: Whippany District	.067
<hr/>	
<b>TOTAL TAX RATE: Cedar Knolls</b>	<b>\$2.996</b>
<b>TOTAL TAX RATE: Whippany</b>	<b>\$2.941</b>

It could be argued that the citizens deserve immediate response for both Fire and EMS service in a developed community, rather than relying on first response from volunteers who usually respond from homes and assemble at the station before responding. A new single district must have an even tax rate which could be lowered and evened at .067 throughout, could be evened at .087 to be revenue neutral, or COULD be evened at a higher rate up to the Cedar Knolls rate of .122 providing income that could guarantee quality service into the future. Additional funding could right away provide immediate response from dual trained firefighter/EMT's 24 hours every day. From a single central facility immediate response is quicker to ALL parts of Hanover Township than average response by volunteers from two facilities now. This report will provide the data to show the response times.

With no increase in taxes, the existing service is still improved. On the next page is **Table A** which shows some of the projected savings while allowing better service with the existing tax income.

**Table A Examples of Savings from a Merger**

In a merger there will be either an improvement in service, savings in costs, or some combination. As a minimum there should be the following types of savings:

**One-time savings:**

New Firehouse Construction	\$1,300,000*
One Ladder Truck	1,050,000
One Engine	550,000
Two staff cars	50,000

**Recurring Savings, Annually:**

Five Board Members--	\$10,000
Two full-time firefighters (That won't have to be added to the existing complement in the future)	222,400**
Healthcare savings from larger employee pool	18,000
Utility Bills	20,000***
Vehicle Fuel and maintenance	35,000****

\*The projected cost of the new Whippany Fire Station is \$4,000,000 and the renovations needed for Cedar Knolls station are \$2,500,000. A central station to house a new unified department is estimated to be \$5,200,000.

\*\*The historic loss of volunteers is a trend that is unlikely to reverse itself, either in Hanover Township, or on the National Level. The existing eight full time personnel from one facility are projected to accomplish as much as, or more than, five each at two separate facilities.

\*\*\*The existing budget for utilities is \$32,000 in District 2 and \$48,000 in District 3 for a total of \$80,000. Joint savings are figured at 25% or \$20,000

\*\*\* Savings which occur from fewer vehicles needed per response are estimated. Since fuel prices are volatile, actual savings may vary.

## **EXECUTIVE SUMMARY**

The firm of *Kramer and Associates* was charged with the task of providing an analysis of two fire companies, Whippany and Cedar Knolls, in Hanover Township both of whose boards requested a neutral study of their operations with a view toward merging their operations. This report will show many pros and only a few insignificant cons of a full-scale merger which could occur in a variety of ways. For example, there could be one new independent fire district encompassing the two existing districts, while retaining some individual identity for the two departments. This would involve the creation of a new Board of Directors, any or all of which could be previous board members from the existing Districts. There could be a Township Fire Department but neither the Township Officials nor Fire Officials are interested in creating a Township fire department. We can forget this idea completely.

There needs to be a single central station to solidify a merge. This central station model shows positive gains for the community. Many stakeholders are quick to point out differences which could be stumbling blocks. Ownership of the fire stations, for example, rests with the Board in District 3 and with the Company in District 2. None of these things really matter since ultimately all assets remain in the community, serving the citizens who have built and maintained the fire service through their donations and tax payments.

Legal documents can be drawn to dissolve and recreate organizations and deed transfers can ensure assets remain in service to Hanover Township community. The most difficult stumbling block could be merely obtaining simultaneous positive go-aheads from both boards. After that it can happen, one step at a time, with no turning back, until the deal is done.

These separate fire departments work well together already and back up one another on a daily basis. Persons looking at a positive status quo may have reservations (“If it isn’t broke, don’t fix it.!”) while those looking ahead see a stronger fire/EMS service with a merger. In the end this report shows that a complete merger will work and is recommended by this consulting team. While some are eager to preserve history, Paul Perrello paid member in Whippany, pointed out that a newly created more efficient fire eservice is the opportunity to “make new history.” The Two Districts have already taken the cooperative steps that usually precede a full merger.

Taxation Rates are different for the two districts and a merging would even the rates but would also even service levels for fire and EMS. A Merger can improve the Insurance Services Offices (ISO) Rating, at least in Whippany. Taxation rates, union contracts, wage rates, and volunteer incentives would all have to be aligned for a merger to occur.

There are separate organizational levels that need to be unraveled and combined in a series of steps. There are two separate districts controlled by separate five-member boards. There are two separate fire departments, one in each district with its own “president” and set of officers. Then there is the full-time paid staff which is actually under the umbrella of the district rather than the fire company.

All of these can be brought together, one step at time until ultimately there is one district served by a single fire department operating out of a single facility.

The first step is to combine the two districts and thereafter the remaining steps will more easily fall in place. Right now there are two board presidents, two fire company presidents and two fire chiefs, and there need be only one of each in a merged operation.

## Next is a summary of the findings:

### **I. TOPOGRAPHY AND DEMOGRAPHICS:**

The study provides an overview of Hanover Township as an upscale nicely located community, including topography and other unique characteristics that impact upon fire and emergency response. It analyzes Hanover Township across the dimension of time and shows how the shrinking availability of volunteers makes a merger more imperative.

### **II. MERGER SHOULD HAPPEN:** As the two departments merge their operations, each of them brings its own advantages. Cedar Knolls has the EMS service and a ladder company capacity. Whippany brings a strong fire department tradition and using regular duty crews can get a regular volunteer crew on the road constantly, even for mundane emergencies.

### **III. PROS AND CONS:** The consultants have witnessed mergers and been involved in separations and in both cases there are advantages and disadvantages. Looking only at overall service to the community, mergers make sense and economies of scale are realized. Where separations occurred, such as the segmentation of fire units in the Sycamore Township and the City of Montgomery in Hamilton County, Ohio, and the separation of Deerfield Township and Mason from a joint district in Warren County, Ohio, the identity factors and the local quality control were more important than the economies of a joint operation. These factors are not relevant in Hanover Township and a merger is the only sensible alternative.

Even where separations have occurred the resulting separate entities continued to co-respond and offer mutual assistance. The consultants have studied Campbell County, in Northern Kentucky, which presented many of the same factors found in Hanover Township.

There the effective merger of Highland Heights and Cold Spring and the joining of dispatch operations for all of Campbell County occurred with a visible degree of success. In general, mergers serve the community well and result in a stronger organization than separate predecessors.

IV. **OPERATIONS:** The consulting team found energy and enthusiasm in the existing two departments but also operating differences between them that would have to be reconciled. Our consulting team felt that efficiency in staffing to cover both EMS and Fire Emergencies could be the single most valuable improvement created by a merger. Paid personnel already on-duty in the two agencies could be analyzed as a larger total force and could be positioned for a broader range of responses. Fewer total personnel are needed; both paid and volunteer, from one facility. Hence the two departments should immediately consider that merging will occur and decisions, including hiring, equipment purchases, and the new single station location should be done as if the merger is a foregone conclusion.

V. **STANDARDS, COMPARISONS:** In analyzing the merits of a merger, the report references national standards for performance and staffing recommendations, such as National Fire Protection Association (NFPA) Standard 1720, and analyzes the present and future ability of the two Hanover Township Fire Companies, individually and together, to comply with the standards. Similarly, the report also provides present and future requirements necessary to maintain or improve district ratings by ISO (Insurance Services Office), favorably impacting fire insurance costs, especially for businesses. A merger will allow the new department to better meet standards of excellence

VI. **FUNDING, BUDGETS:** Taxation and budgets in the two departments vary based on different rates. We will show how all communities must balance safety with affordability and in a merger these concerns are more evenly balanced across the larger area served. It is recommended that the taxation rate in Whippany be brought to the same level as in Cedar Knolls and that EMS service be provided from the Whippany side.

Both the capital and operating budgets in the two departments are limited. In light of the fact that paid personnel usually consume a “lion’s share” of a fire department budget, this is a real tribute to the value of a volunteer service.

With the annual tax rate in Whippany less in a year than a combined phone and cable TV bill for a month, residents are enjoying bargain protection. Some might argue that citizens should have the right to vote on increased taxation to provide more on-duty personnel to ensure timely response, but without a merger this would be difficult with current property tax cap limited to 2%. If the departments merge or not, there will ultimately be a move to additional on-duty paid personnel. These can be existing volunteers who serve part-time or per diem, or additional full-time employees.

VII. **RUN DATA:** The consulting team provides response time data for the two fire department response areas and some “time and distance” analysis later in this report. Overall, it will be shown that there is usual availability for a first call 24 hours a day, with greater depth in the evening and weekend hours when volunteers are more plentiful. Response is quicker by day when the paid personnel are on-duty.

In Hanover Township, as elsewhere, volunteers will of their own accord eventually give way to more on-duty personnel. In the more remote areas of Hanover Township, some of the response times, even with on-duty crews are lengthier than standards would prefer, but this is common everywhere as communities must balance safety with affordability.

#### **VIII. STAFFING**

The time-honored tradition of the volunteer fire service in Hanover Township is threatened, as volunteers are becoming increasingly difficult to recruit and retain. They continue to move ever further from the fire stations. Routine or mundane calls at times go unanswered by the closer of the two Hanover Township Fire Departments and have to be covered by the other. In many parts of New Jersey and throughout the United States pure volunteer fire departments are disappearing.

In Hanover Township, the volunteer fire department can remain with some creative measures, and self-imposed performance standards. The report shows requirements necessary to retain a viable volunteer force into the near future, how to know when the performance standards are not being met, and how to best introduce on-duty staffing to fill gaps in a way that does not threaten the volunteers. Both of the departments in Hanover Township have stayed abreast of changing conditions.

**Appendix 2** shows examples of mergers. Rutledge New Jersey closed and merged with another fire department. Another entry shows how three Townships joined forces to create the Sandy Creek Joint Fire District and how two others formed the Great Trail Joint Fire District. Elsewhere in New Jersey the Columbia Fire Company had to disband because of lagging membership.

**IX. PUBLIC PERCEPTION:** The primary beneficiaries of a merger would be the citizens in a larger district. The consultants found in their travels throughout the fire department response areas that the residents and business owners were positive and upbeat about fire and EMS protection but many were rather indifferent and weren't sure of the location or type of organization providing service. There is a need and opportunity to educate the public and gain a valuable Public Relations benefit with some upbeat news about any new efficiencies and gains for taxpayers. Any new merger or cooperative venture should clearly be advertised and broadcast as a move taken for the greater good of the community, not a takeover by one district of the other. In all negotiations the two entities should be considered equal partners because they each bring their own set of strengths to the equation.

**X. WATER SUPPLY:** The consultants analyzed the water system and found good water mains and hydrants throughout all of Hanover Township. The Southeast Morris County Water Authority provides adequate water in the mains and fire hydrants throughout Hanover Township and services the hydrants regularly. The departments have large water tanks on apparatus – 500 to 900 gallons per pumper so that sufficient water is available to control a room and contents fire independent of the hydrant system.

We found that if response is timely, the water brought to the scene is adequate to control a fire, or at least prevent a fire from spreading into adjacent structures. The hydrants can support sustained operations.

**XI. TRAINING**

The report covers the importance of training in the fire department and notes that the full-time members in the two fire departments regularly train together. Suggestions for training improvements include information both for basic firefighting operations, and leadership for officers. The report advocates low-cost high-quality programs such as National Fire Academy courses, and means by which local training can be more relevant and exciting.

**XII. FIRE APPARATUS AND EQUIPMENT**

The complement of fire apparatus now serving Hanover Township was analyzed and found to be plentiful and of high quality. The existing fleet is well matched to the current mission. Information is provided on Equipment replacement schedules and projected space needs for active and reserve equipment of the two fire departments. Impetus is given to the adapting of new technology in apparatus and to the removal of obsolete apparatus from fleet.

The recommended size of the fleet can be less in a combined department, even as the ISO rating is improved or maintained throughout the combined district. The lease of a new engine in Cedar Knolls is underway and could have been postponed if the departments were already operating jointly. A serviceable pumper from Whippany with only 8000 miles on the odometer is essentially surplus.

**XIII. COMMUNICATIONS:** The consultants found that needed improvements are planned in the communications and dispatch center as operated by the Hanover Police Department. It was also evident that, short of a merger, automatic dual dispatch which will be essential will have to continue to be a part of future dispatch operation if a merger does not occur.

**XIV. MERGER OPTIONS:** The concept of “Merging” is not new in Hanover Township. For many years there has been talk of uniting the two. The current Boards are commended for actually taking the bold steps to make it a reality. In addition, the consolidation of Fire and EMS, still needed in many areas of the USA, has already occurred to a large degree in Hanover Township, The report shows that there are degrees of cooperation, short of a complete merger that have already occurred. There are also pros and cons of a merger that will be listed. Again, a complete merger is advocated.

**XV. IMMEDIATE GAINS:** While there is an economy of scale and efficiency in a full merger, some loss of identity and local control offsets the gains. Immediately the chiefs could agree on a joint response policy, rotating joint training sessions, and holding discussions among operations commanders about consistency in fire scene tactics and EMS protocols.

**XVI. RECOMMENDATION:** Based on the financial projections and economies of scale that would accrue to the two fire department response areas, and based on the resulting improved service to the community, it is the suggestion of the consultants that the two districts and two departments immediately merge. Any delay is costing the community quality service and could have dire consequences.

**XVII. NEW FIRE STATION:**

The consultant recommends highly o a totally new facility centrally located, that would house the former Whippany and Cedar Knolls departments along with museum space to preserve the heritage of each, Computerized time-distance analysis identifies adequate coverage in the Township from the central fire station, Computer generated maps will be presented to show how effective the single station model really is.

**XVIII. FUTURE ORGANIZATIONAL COMBINATIONS:**

*We will show that there is a genuine effort at the state level to promote consolidations. It would be far better for Cedar Knolls and Whippany to orchestrate their own merger than to have terms dictated in the future. See Appendix 3 for an article in which State Senate President Stephen Sweeney advocates countywide police and fire agencies in New Jersey.*

Both Township-wide and County-wide mergers have been able to improve efficiency, and economy of scale, but require progressive thinking and resolve. The best chance of success in these types of mergers can happen in a multi-step process, achieved in phases, so that the existing organizations can retain some identity and the good work being done by the various existing organizations are not stifled as they become part of a more unified operation.

The pages of this report will provide more specific and detailed information for each of the categories discussed in the Executive Summary above. The report will provide the logic and rationale behind the findings and suggestions but does not follow the same exact order as the executive summary since some of the issues are interwoven in the body of the report. The outline of the full report, as shown in the table of contents, follows a content flow revised throughout the course of the study by the participating governmental and fire authorities.

## **HISTORICAL PERSPECTIVE**

In Hanover Township the Cedar Knolls and Whippany Fire Departments have had a hallowed history. The two Fire Departments have provided fundamental fire and EMS service since the early 1900's. They continue to protect Hanover Township including residential and commercial occupancies. Although the frequency and severity of fires is declining, new demands such as Carbon Monoxide alarms, increasing hazardous material incidents, and vehicular accident assists all require the presence of a well-trained quick responding fire department.

Over time, the two fire departments have undergone various transitions and currently are positioned at a critical crossroad where their future should be plotted. Both are now responding together on most incidents. The departments have enough experience and enthusiasm among fire department members, including both veteran firefighters and younger personnel, to remain successful as a primarily volunteer department.

In many parts of the country the Fire and EMS services grew up together and are integrated into a single organization. Integration of Fire services with EMS are becoming an efficient model for some communities that are first beginning to pay personnel, and this efficiency is being realized in New Jersey communities such as Hopewell and Robbinsville where cross-trained on-duty crews are on duty, able to respond with a fire apparatus or ambulance, on a "first emergency first" basis. In Hanover Township, the integration of EMS into the Cedar Knolls Fire Department from its early days provides at least a partial gain on the dual efficiency of a Fire/EMS operation.

The Cedar Knolls and Whippany Fire Departments will need to continue recruitment efforts to function effectively as volunteer or even as combination volunteer/part-paid departments. Fire and Government Officials should plan now for the day when many positions held by volunteers will eventually have to be replaced with part-time or "per diem" paid personnel, or full-time employees, in order to provide fire protection for Hanover Township. The citizens are the ultimate decision-makers as they vote to accept or reject taxes to pay for their own protection. This study should provide guidelines for growth, and a blueprint for the future.

Fire protection, in general, presents an interesting history which is relevant to our study and which can be divided into three eras. The first era ("Era I") dates to the days of Benjamin Franklin, an early nearby resident and leader in the first American Volunteer Fire Service. Early in our history, the US citizenry depended upon fire protection in the form of vehicles such as hand-drawn hose carts and steamers brought to the incident location.

In a sense, this first form of fire protection has not changed much. Coast-to-coast across North America, fire departments both large and small back their apparatus into quarters, await the sound of a call, and rush to the scene when an alarm is sounded. In Hanover Township this is still done primarily by a paid staff during weekday hours, and by volunteers during the evenings and weekends. Some time in its early history Hanover District #1 covering Morris Plains ceased to exist.



**Early Cedar Knolls  
Hand-pulled hose cart**



**Horse-drawn steamer in Charlotte, 1902  
From "ERA I"**

A second era of fire protection ("Era II") is represented by placement of fire suppression systems (sprinklers and alarms) inside of structures themselves. Commercial buildings, factories, hotels, schools, and any other buildings which present a potential for large loss or which represent a life hazard in terms of occupancy can be protected with automatic sprinkler systems. These will hold a fire at bay and often will summon fire suppression forces when the water flow in the piping system triggers an automatic alarm. This type of fire protection is immediately deployed and is capable of operating independently of the external protection provided by the fire department.

Fortunately newer commercial buildings in Hanover Township such as the Marriot Hotel are completely sprinkler-protected, greatly reducing the fire-suppression responsibility that would otherwise be present.

As part of Era II, smoke alarms, which are mandated in many commercial structures, have become popular in homes and have resulted in the early detection of many fires while in the incipient stage. This has allowed the occupants to take immediate action and is responsible for saving untold numbers of people and many homes from the ravages of fire. In New Jersey, a bill has just been introduced that would require sprinkler systems in new homes. See **Appendix 4**.

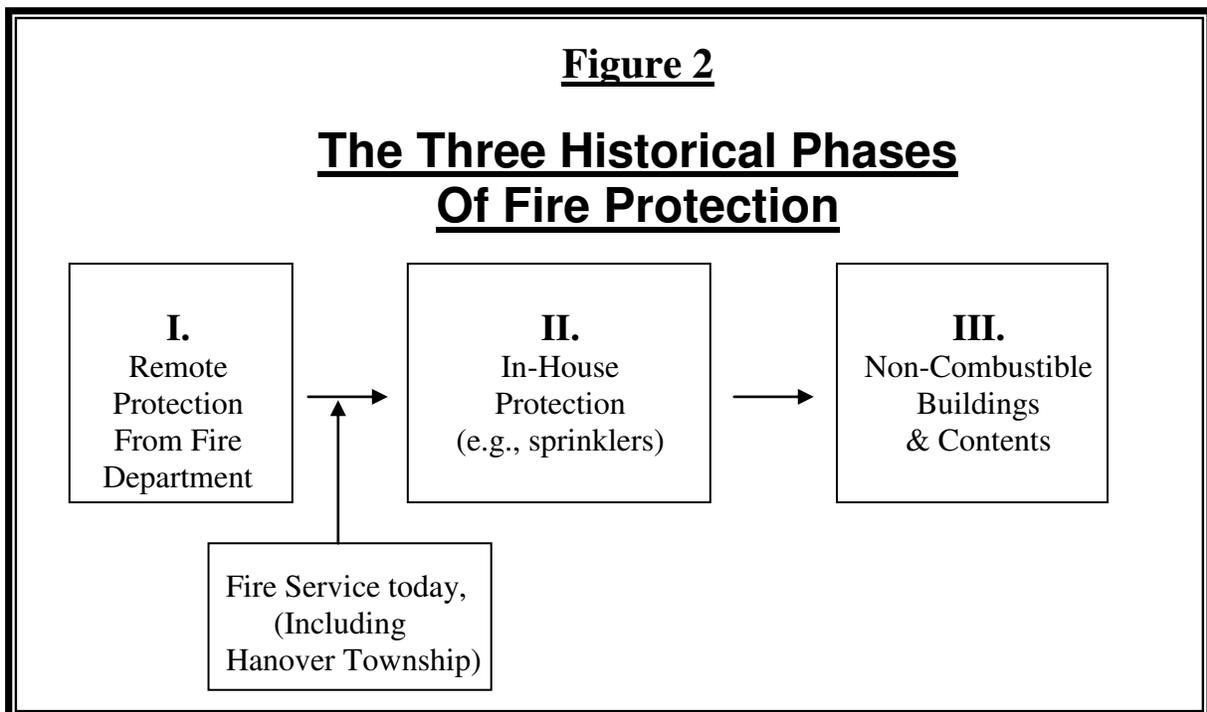
An obvious tradeoff exists between in-house proximate protection, provided by sprinklers and alarms, ("Era II") and the external protection provided by the fire departments ("Era I"). As new commercial development occurs over time in Hanover Township buildings will enjoy Era II internal protection, reducing the demands on firefighting forces. New homes should be mandated to have hard-wired, battery-backup smoke alarms.

The third generation of fire protection will consist of a “non-combustible society”. (“Era III”). Currently, the technology exists to construct fire-resistant buildings, and to outfit these buildings with non-combustible furnishings. Coupled with this is the ability to treat all fibrous products such as clothing, paper, decorations or anything else that could conceivably be brought into a structure with a fire retardant process. (One such product called “no char®” has been used to treat all of the barns at the Ohio State Fairgrounds).

Should we as a society ever agree to make the necessary expenditures to create a non-combustible society, then not only are fire departments from “Era I” rendered less important, but even sprinkler systems and in-house protection from “Era II” will likewise become far less necessary. The “Era III” will not enter into our study or equation since we as a society are not even close to entering a non-combustible age. Overall, however, the historical result of the move toward Era II and III has been fewer fires, and less intense fires. Many Fire Departments have taken on EMS, Haz-Mat, Technical Rescue, and other functions to remain viable. The two fire departments in Hanover Township have followed this model.

The history of fire occurrences in Hanover Township shows that when fires do occur, a good turnout of volunteers can be expected. When volunteers are scarce and more lengthy times are needed to assemble crews, the response time from the departments can be lengthy, further emphasizing the value of sprinkler systems or internal fire protection and smoke alarms in addition to protection delivered by the fire department.

Hanover Township has historically had a low number of overall annual fires, but when they do occur, the department has done the job, assisted at times by mutual-aid fire companies. Both Whippany and Cedar Knolls can be proud of their past record but will need adjustments to maintain a positive record going forward. If merged the future success of the two departments is more likely. **Figure 2** below shows the three-step historical evolution, and the current positioning of the Fire Service, including Hanover Township



As the community continues to evolve, larger numbers of high-value homes and new commercial properties will need to be protected. New personnel will be needed to keep protection commensurate with growth. This report will outline future needs facilities apparatus firefighters training and related subjects.

## **FACILITIES**

The two fire departments, operating out of two different locations have served Hanover Township ably for many years. The fire departments need to combine into a central facility so they can continue to be successful. While relying on volunteers, Hanover Township must be aware of increasing difficulties in recruiting and retaining volunteers, and the realities of 2012 must prevail.



**COVER PHOTO: Cedar Knolls and Whippany Fire Crews work together to mitigate a hazardous material incident on November 4<sup>th</sup>, 2011**

A time-distance analysis later in this report will show that there will not be much difference in response time from one station or two while personnel are in the station(s). If there were no longer volunteer fire departments here, and Hanover Township had to rely on full-time or per-diem personnel around the clock, one station makes more sense.

The critical few firefighters that can be afforded could better serve the community from a central facility. This is certainly the future, so a single-station model should be implemented now in anticipation of future needs. A fire or EMS unit that can respond immediately from one facility can reach any point in Hanover Township more quickly than volunteers can assemble and respond from two facilities.

In a volunteer service two factors are relevant regarding the placement of stations:

1. Location central to the area served
2. Proximity to homes or work places from which volunteers respond.

A crucial factor becomes the proximity of stations to responding volunteers, but since they will eventually give way to on-duty personnel there will soon be no need for two stations. Once a location for a central facility is chosen, officials could consider at least a temporary “volunteer only” substation in the more remote reaches of Whippany. Even the existing station in Whippany could serve this purpose.

Below is an excerpt from the Hanover Township Web Page. While giving a capsule summary of Hanover, it also makes the point that “Responding to residents’ needs” is most important”

#### **HANOVER TOWNSHIP PROFILE**

**Stretching across 10.8 square miles of Morris County, Hanover Township presents an ideal suburban tapestry of residential neighborhoods, parkland and commercial & industrial businesses. The Township, comprised of Cedar Knolls and Whippany, is home to more than 13,000 residents. Convenient to the metropolitan area and to a network of major highways, the community borders the Townships of Morris, Parsippany-Troy Hills, East Hanover and the Boroughs of Morris Plains and Florham Park.**

**Located in Hanover Township is the Morristown Airport, the third largest in the state of New Jersey. Some of the businesses located in the Township include JP Morgan Chase, Kraft Foods and Tiffany and Company. In addition, the Morris County Library and radio stations WMTR & WDHA make their home in our Township. The Hanover Marriott and Courtyard By Marriott are also conveniently located on Route 10.**

**Settled in 1676 and incorporated on March 25, 1740, Hanover's historic charm, showcased in the book, Along The Whippanong, is rich and colorful. Hanover traces its first inhabitants to the Leni-Lenape Indians. Later, in 1710, settlers from New England were lured to Hanover by the promise of abundant natural resources, a promise fulfilled by dense forests of virgin timber, fertile land, veins of iron ore, and the power of the Whippany River. Millwrights who harnessed the river's energy laid the cornerstone of Hanover's present commercial/industrial base, one of prominence in the region.**

**The secret of Hanover's past and present success is the commitment to fostering economic growth while preserving open space and parkland areas, providing excellent educational and recreational opportunities, and most important - responding to residents' needs. It is this commitment to good government that has shaped Hanover Township into what it is today- a thriving community, proud of its past and eager to continue its tradition of stability and excellence in government.**

**SOURCE: HANOVER TOWNSHIP WEB SITE**

The two fire stations now serving Hanover Township are shown next.



**Hanover Township District 2 -- Whippany Fire Dept.**



**Hanover Township District 3 – Cedar Knolls Fire Dept.**

## REPLACING FIRE STATIONS

Many members would be pleased with a completely new facility independent of the two departments. As an improvement over the aging stations of the existing fire companies, a new station can be used to strengthen both member and community support. A new station could also serve as a means to recruit new volunteers. This proposal is also affordable if we consider the projected expense of replacing or rehabbing the two existing structures. The price tag on a proposed Whippany Station replacement now stands at \$4 Million and the cost to renovate Cedar Knolls is \$2.5 Million for a total of \$6.5 Million. In Cedar Knolls any amount of money could be spent and the end result will still be an old building. The resale value of two former facilities can make the single station model an even more economical approach to facilities. If Whippany goes ahead with its individual new station, hopefully the station will be moved more central to the Township in case it becomes THE Hanover Township station. It is already designed with the capability of future expansion.

Because new facilities are conducive to training, provide comfortable living standards, and improve morale, a better-trained, more highly-motivated firefighter is nurtured. This dimension of quality can then be multiplied across all members, paid and volunteer, using the improved facilities. William Kramer and Associates has recently formed an alliance with Robbie Conley Architects to enhance the services both can offer to New Jersey Fire Departments. Both Robbie Conley and Project Manager Kristi Drake of his firm have assisted us greatly with this section of our report. The insert below is from the Conley website and was found to be accurate by the consultant.

“Mr. Conley has approximately 20 years experience in architecture. His portfolio contains projects as small as residential additions and a go cart track at the Jersey Shore, to larger projects such as an addition to the Atlantic City International Airport, and a new State Police Headquarters, in New Jersey.

Mr. Conley spent several years developing and fine-tuning his skills in both architectural design and construction administration. While working for both small and large firms, he has developed great business sense and a knack for excellent architectural design, while being able to stay within the constraints of a budget.”

Architect Robbie Conley has designed a wonderful new facility for Whippany which could proceed to construction if a two-station model is preferred in Hanover Township. Also, according to Mr. Conley himself, this could easily be redesigned and expanded to include additional apparatus bays together with expanded office space and living quarters if a central station is to be shared by Whippany and Cedar Knolls in a unified new district. On the next page are three renderings of the proposed new station for Whippany showing front, rear and side views. This design also includes space for a display of the historic apparatus that served Whippany in the past. After the renderings the next page shows the carefully designed floor plan that will serve the department well into the future.

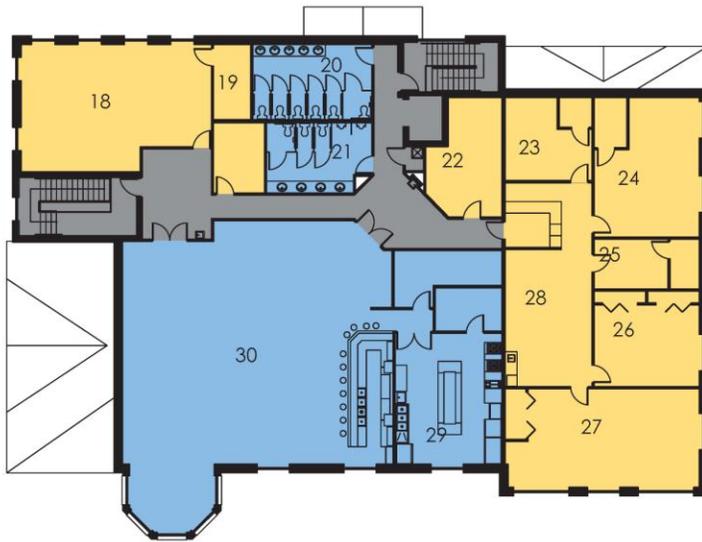


**Robbie Conley has designed a beautiful and functional facility for Whippany.**

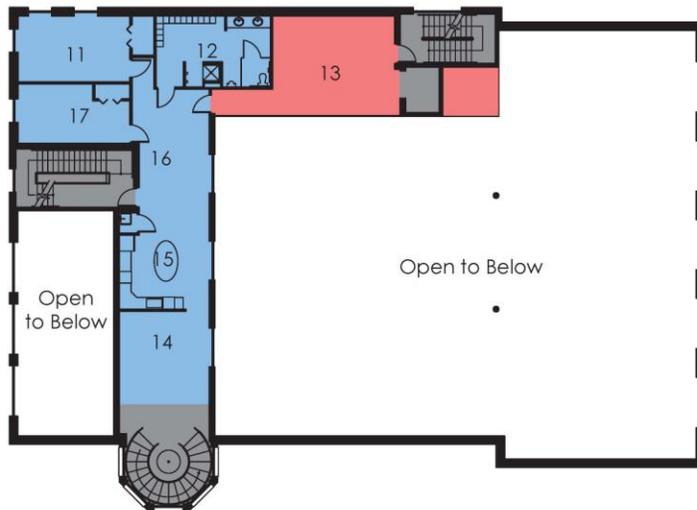


**The facility is expandable to house Whippany and Cedar Knolls.**

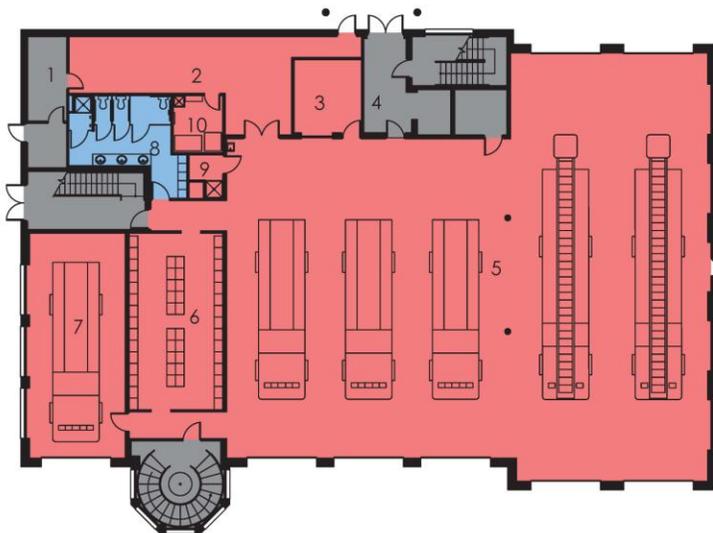




- 18. Commissioner's Office
- 19. File Room
- 20. Female Toilet Room
- 21. Male Toilet Room
- 22. Fire Co. Office
- 23. Office
- 24. Office
- 25. File Room
- 26. Conference Room
- 27. Career Office
- 28. Open Office
- 29. Commercial Kitchen
- 30. Meeting/ Training Room



- 11. Male Bunk Room
- 12. Male Locker Room
- 13. Open Storage
- 14. Ready Room
- 15. Kitchen
- 16. Recreation Room
- 17. Female Bunk Room



- Operations
- House
- Administration
- Circulation/ Misc.

- 1. Mechanical Room
- 2. Work Shop
- 3. Radio Room
- 4. Lobby
- 5. Engine Bays
- 6. Gear Turnout Room
- 7. Utility Bay
- 8. Female Locker Room
- 9. Decontamination Room
- 10. Laundry Room

Construction costs are significant but usually are an excellent investment. Whippany and Cedar Knolls need to pool the anticipated construction funds. If the cost of a station is plotted next to the cost of the personnel who will staff that station over its lifetime, the investment in the building is shown to be a real value. We could estimate that an expanded station in Hanover Township that would serve both districts and included museum and antique apparatus space could modestly cost about \$5,200,000.

If the buildings will last 80 years, the cost per year on a simplified straight-line basis is figured as follows:

$$\text{Buildings: } \$5,200,000 \div 80 = \$65,000 \text{ per year}$$

Say this building will conservatively house an average crew of six for 168 hours a week, earning an average of \$40.00 per hour over the next 80 years.

$$\text{Salaries: } 6 \times 168 \times 52 \times \$40 = \$2,096,640 \text{ per year}$$

These are theoretical figures, do not include the time value of money and do not attempt to project actual wages. They are simply a rough measurement designed to show that while building costs seem high these costs are dwarfed by personnel costs that would continue to accelerate. Hence, it makes no sense to cut corners on construction, or accept a substandard location for a new station. ***Paid personnel will grow in number in Hanover Township during the lifespan of any buildings constructed now.***

Because site selection represents an investment far greater than the real estate and building, selecting a site is an important investment, especially if a non-optimal location results in higher response times.

The overall layout and orientation of the facility is important to facilitate the rapid egress of emergency equipment. Drive-through bays are becoming increasingly more important for egress, reduced wear and tear on vehicles, as well as for improving visibility, and reducing the hazard of stopping traffic and backing apparatus with personnel present.

## ESTIMATED COSTS

Fire station facilities are typically in the \$200 to \$225 per square foot range based on local public contract laws. Pre-fabricated facilities such as Morton and Butler buildings can cost less, and though occasionally used, normally do not provide much in savings in New Jersey due to the wind borne debris requirements within 100 miles of the Ocean.

## SQUARE FOOTAGE REQUIREMENTS

Although square footage requirements vary with the type of department and personnel needs, adequate space is critical to minimizing the need to expand unnecessarily in the future. The Whippany Facility has already factored future needs.

## **FIRE/EMS MISSION OVERLAP**

Cedar Knolls runs an integrated fire/emergency medical service system. All across the country in communities large and small this has proven to be an efficient emergency service operation and many communities have adopted the joint fire/emergency services model. Covering the entire spectrum of community size, jurisdictions like New York City, Cleveland (See inset next page), Lima, Ohio, and Washington Township in Clermont County Ohio all have gone to a joint fire/EMS model. The overlap and affinity between Fire and EMS is shown graphically in **Figure 3** two pages hence. Any discussion of separating out the EMS service would be advocating a giant step backward

In some communities which have just begun to afford paid on-duty people there is a real dilemma if they have maintained separate fire and EMS services and must decide whether the first paid people should be fire fighters or emergency medical technicians. Where these services are combined and ambulances and fire vehicles are co-located, the on-duty personnel are free to take the “first emergency first” and the dilemma is solved. Although the cost of a joint firefighter/EMT or firefighter/paramedic is higher than either a firefighter alone or an EMT or paramedic alone, the marginal difference is much smaller than 100% or double cost. It is usually 10 to 20% more to get a dual-trained person. Cedar Knolls already enjoys this economy of scale and joint efficiency in a combined service.

Ambulance service from a single facility will alleviate much of the contention that exists between the two separate departments. It would seem logical to extend the Fire/EMS model to all of Hanover Township, and even out ambulance service, regardless of whether one or two stations are ultimately used.

The Cedar Knolls Fire Department is versatile in offering fire and EMS service. Full time personnel are shifted between Fire and EMS responsibilities, depending upon the priorities of the moment. – “First Emergency First.” It is not unusual for Hanover to experience simultaneous emergency medical runs. Likewise, a serious fire would utilize any on-duty personnel. At that point, EMS runs or fire calls would have to be handled by mutual aid units. For this reason, depth in the rosters and good working relationships with neighboring departments for both fire and ambulance service remain important.

The current level of EMT service seems proper in Hanover Township since rapid transport and definitive care are seldom delayed. Morristown Memorial Hospital is reasonably close to Whippany and Cedar Knolls. Hence there are few advantages of delivering paramedic services as opposed to the current level of EMT. It should be noted that some former paramedic skills can now be administered by advanced EMTs (For example, early defibrillation to shock the heart into survivable rhythms.)

The largest source of contention between the two fire departments is the EMS service delivered by Cedar Knolls using ambulances paid for by residents of both communities.

A merger would even taxation, distribute ambulance service evenly (From one central station or from both of the existing stations), end the squabbling, and enhance life saving overall.

## Cleveland begins moving toward merge of fire and EMS services

Published: Tuesday, November 08, 2011, 6:11 PM Updated: Wednesday, November 09, 2011, 1:40 AM



By [Brian Albrecht](#)



CLEVELAND, Ohio -- Cleveland took the first official step Tuesday toward merging its fire department and Emergency Medical Service, with Mayor Frank Jackson's appointment of Edward J. Eckart, Jr. as assistant director of public safety.

Eckart, formerly the EMS commissioner, will handle details of what the city calls the "integration" of nearly 800 firefighters and 240 EMS workers into a new Division of Fire, Rescue and Emergency Medical Service by the end of 2012.

As envisioned, the combined force would respond as a single unit to emergencies, with firefighters trained as paramedics and vice versa.

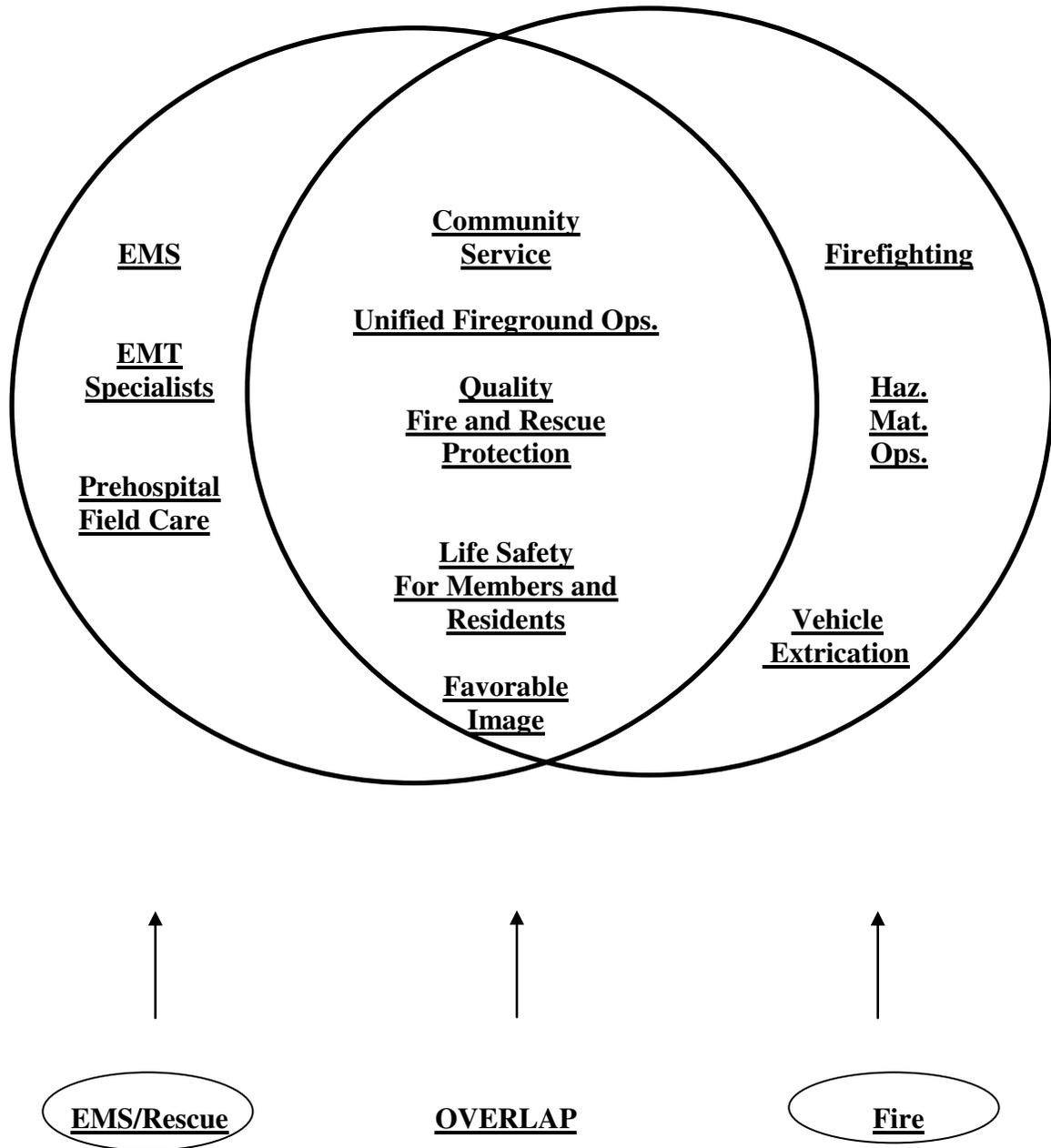
So ideally, "whoever responds, that person can do whatever needs to be done to mitigate your emergency," Eckart said. "By bringing the two together we'll have a lot more flexibility, reduce redundancy and be a lot more effective in dealing with all types of emergencies."

Jackson also noted that "anybody who responds will be able to fight a fire or provide a medical service."

He said overall goals of the new integrated department will be improved service and shorter emergency-response times. "Our prediction is that the response time will go down dramatically," he noted. ...

**Figure 3**

# The Rescue/EMS and Fire Operations Overlap



## **“COMPLETE MERGER” NEEDED**

The two departments remain in charge of their futures and may choose from a variety of options in their quest to gain efficiency by working together. They have already worked through various steps which follow:

**A. Cooperation and mutual support:** The two departments have already achieved the first level of merger by training and responding together and engaging in discussions about joint operations. The fact that chiefs from each of the two departments continue to meet regularly indicates that this first level of “merger” has already been achieved. The fire chiefs and other officers in leadership positions talk across district lines and work together already both administratively and on the emergency scene. Any lack of mutual support seems to remain at the Board level; not in the field.

**B. Joint purchasing and training:** The two departments have discussed equipment and apparatus needs and written specifications that meet the needs of both fire department response areas when major purchases are needed. In similar fashion they have shared training resources and ideas, and conducted joint training exercises at times. This should result in common SOP’s and common protocols for EMS and fire ground operations. Each district should adopt the best practices of each other and when called upon to operate jointly on major incidents, they are able to perform in more cohesive way. The volunteers could be doing more joint training.

**C. Automatic joint response:** Communities throughout Morris County provide mutual aid when called upon and ask for help in return. The two departments in our study can investigate expanding these procedures and agreements even more. Every community should participate in mutual aid, as many departments all across New Jersey already do, so that larger events within one community can be managed with its own crews and support from other agencies. Even if the service is not fully reciprocal, the benefit of sharing the resource in a significant time of need should be considered. Automatic aid is the next logical step, where additional resources for larger reported events or for high-hazard border locations are anticipated in advance. These are then programmed into response tables at the common Communications Center. They are dispatched upon the report of a fire or other major incident rather than later eliminating unnecessary delay. Chiefs Davidson and Cortright continue to fine tune the automatic aid policy in place between Whippany and Cedar Knolls and this would seem to make sense in light of their common border.

**D. Complete merger:** Since the two departments have already achieved much of what is possible in **A, B and C** above, they are left with the next step – complete merger. A complete merger will certainly afford economies of scale and new efficiencies. For example, when Cold Spring and Highland Heights, KY merged, (Former client of Kramer) a surplus aerial ladder and a surplus pumper were examples of efficiency gains.. Personnel needs were consolidated and overlapping leadership positions were consolidated. Some of these gains could be realized by merging the two departments under study here. For example, extra fire apparatus is available now in Hanover Township and the lease of a new pumper could have been delayed in Cedar Knolls had the merger already occurred..

When fire apparatus and emergency medical vehicles are making responses and circulating throughout a community, they provide a tremendous public relations opportunity. There is a certain pride factor among the members of the fire/EMS department and among the community members being served. A large fire department with a rather generic name such as “Hanover Township” has to be cognizant that it could sacrifice some identity for the smaller components. The overall efficiency gains and economies of scale, however that are afforded by a larger organization can override the identity factor of smaller communities within that larger organization. Uniforms, apparatus and stations can still bear subtitles such as “Whippany” and “Cedar Knolls.” Fire Trucks are large enough, for example to be labeled “Hanover Township Fire Dept.” with an additional message such as “Proudly serving Cedar Knolls and Whippany”

A few considerations in a merger include:

- ◆ The broader number of employees included in a healthcare system. Since this is among the most expensive of employee benefits, it would make sense to try to lower these costs by having a broader employee base. In Boone County KY, five fire departments have formed a self-funding health care system that would have been unaffordable by any of them as individuals. This is not unlike small businesses in New Jersey who band together and utilize healthcare brokers to derive savings from larger client bases.
- ◆ One possible downside to a merger would be some loss of volunteers who feel primary allegiance to one of the departments more so than to the community as a whole. It is the opinion of the consultants, however, that additional incentives and a policy of continued encouragement for the part-time and volunteer system will in large measure offset any desire among the volunteers and the part-time personnel to abandon ship. Also, as mentioned, a striking central fire station could attract new members.

## **Joint Respect Among Personnel**

Currently in Hanover Township the full time firefighters, part-time “per-diem” personnel and volunteer personnel tend to respect one another and usually work well together. The process of recruiting paid personnel from the volunteer ranks should continue. The consulting team, however, noted apprehension among some of the volunteers in becoming one entity. This apprehension is normal and does evaporate as uncertainty gives way to more concrete merger plans.

Consultant William Kramer met with Union President Robert Lake of Local 109, representing the full-time members of Whippany and Cedar Knolls. During this meeting, he recognized the benefits of consolidating the departments but voiced concern of details that would need reconciled during the transition, such as seniority within the newly formed department, the pay structure and union contracts. The Union is charged with the responsibility of protecting its workforce and is already a single entity in Hanover Township.

## **PRESERVATION OF SOCIAL ACTIVITIES**

One major concern among some members is the social interaction and bar activities that could be threatened by a merger. The consultant agrees that this is rooted in hallowed history and is a factor in retaining some volunteers. It can be valuable in light of the fact that even though they socialize, a “zero tolerance policy” avoids difficulty and can mean that more volunteers are retained and are available to serve the community. The early photo below from the Whippany website gives a nostalgic view of a social event.



It is clear that members are not to deliver emergency services when they exceed the allowable blood alcohol percentage.

If this is deemed important enough, some provision for a bar room and social center can be programmed into the merger. A merger involves the combination of the two districts, and a combination of the two fire departments. The building could be deeded to the new combined department to allow a continuation of the social functions, but caution is in order.

All across the country alcohol and bars are disappearing from fire stations and members are partying elsewhere. This has received impetus from several unfortunate incidents. Here are just a few:

In April 2008 in Crescent Springs Kentucky a new aerial ladder was backed into a fire station with the ladder in a raised position. Severe damage occurred to the building and vehicle. All members are volunteer and alcohol was a factor. A lawsuit ensued and the press was quite negative for this community.

Several years ago two Boston Firefighters were killed in the line of duty, but when their blood-alcohol limits showed they had been drinking on duty, their families were denied death benefits.

The pros and cons should be weighed, but social considerations really should not take precedence of emergency service to the community.

*Here is another example of two departments, similar to Cedar Knolls and Whippany, who will merge next year:*

## Two Pennsylvania Fire Companies Agree To Merge

Social Media Tools -- Article contained in *Fire Engineering* on line 10-20-11

BY CAROLE DECK  
Correspondent

Liberty Fire Company and Blue Ball Fire Company have agreed to become partners and operate as one department. The two volunteer fire companies voted Tuesday to form a cooperative partnership that will unite about 50 active members from Blue Ball and 70 from New Holland. The merger will be finalized Jan. 1, 2013.

"It's a benefit, operationally and financially, for the communities we serve - Blue Ball, Earl Township, East Earl Township and New Holland," said Cory Simo, a Liberty Fire Company trustee and firefighter. Simo, who initially proposed the merger, was elated that 10 months of work by the steering committee and various subcommittees resulted in an affirmative conclusion. The committees' work yielded a 45-page proposal detailing how the partnership will function. It includes by-laws and subcommittee reports to handle the new organization's identity, operations and finance.

"It's truly an excellent collaborative partnership between two companies," said Lowell Parks, a New Holland resident and director of human resources for Martin Limestone Inc., East Earl, who served as a community representative on the steering and finance committees.

One significant change for the partnership will be a new system of governance. An elected Board of Directors will replace existing ones that only included fire company members. "Running a fire company is a nonprofit business," Simo said. "We believe operating it like a business will provide better management and use of our resources."

Parks agreed and believes the business model will provide more effective governance for the organization. Another plus, Simo said, is that members of the community can get involved and serve on the board without having to be a firefighter.

Though the date to merge operations is still more than a year away, immediately after the decision was announced Tuesday, the two companies unofficially began functioning together. Personnel will run calls, train and meet together. In the future, the membership will vote on a new name for the organization.

Rick Kochel, chairman of the Earl Township supervisors; Dave Zimmerman, chairman of the East Earl Township supervisors; and Dick Fulcher, borough manager of New Holland, all agree the partnership is in everyone's best interests.

Blue Ball Chief Roy Mellinger and Liberty Chief Larry Martin also expressed pleasure with the vote. Mellinger said the partnership is a "win-win situation for both fire companies."

"It's history in the making and exciting to be part of such a significant partnership," Martin added.

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## PROCEEDING TOWARD FULL MERGER

In a separate document entitled “Implementation Guide” the consultant has outlined the key steps and procedures involved in moving forward. One Chinese proverb states “The longest journey begins with a single step.” Here the first step would be a motion by each of the existing Departments to become one, just as was done by the Liberty and Blue Ball departments featured on the preceding page.

It was a town ordinance that established the two existing districts in Hanover Township. A mere 10% of the voters in each district would need to petition the Township to dissolve the existing Districts and create a new one. A public hearing would give all interested parties the chance to learn about a new proposed district with a new unified tax rate and common service for Fire, Rescue and EMS. Additional steps, including legalities, ownership of assets, controlling board, finance, labor, governmental interface, can follow. Details are broken down and detailed in the implementation guide.

All parties to each of these steps must do so willingly. It would be easy to look for excuses why it wouldn’t work such as: “The firehouses are owned differently in the two districts” “They have debt we don’t want” etc. All of these obstacles can be legally overcome and a new clean entity with a fresh charter can rise in place of the old components, keeping what’s great in both and throwing out any negative factors.



***New Patch designed by  
some enterprising  
Members,  
encompassing  
“Cedar Knolls” and  
“Whippany” in  
Maltese Cross***

In reality all assets in the fire departments are owned by the citizens and corporations who have made donations and paid taxes to build and maintain Fire and EMS service. No matter what the deeds and organizational charters say, the fire department assets are going to go on in the same capacity indefinitely. It’s hard to imagine any member trying to take his or her share of a fire company home when he or she retires or ceases to volunteer.

A merger must be agreed upon by a majority of the officials in jurisdictions affected. From the beginning of the consultant's investigation it was pointed out that either party could opt out but neither should. The two jurisdictions could agree to become closer without pulling the trigger for a final merge, but should not. They will never be able to reach their full potential unless united. It would be unfortunate for the parties to have come this far and then not get the merger done.

## **LOCAL STAFFING ANALYSIS**

The two fire departments in Hanover Township have staffing patterns that work. During daytime hours weekdays, full-time personnel are available to ensure timely response when volunteers are largely at their primary occupations and unavailable. Volunteers provide primary coverage evenings and weekends and give some depth during week days. This is a cost-effective method of providing protection and currently serves Hanover Township well. In the evenings and weekends, if volunteers responding from home or work to the station can assemble within five minutes, then total response time, even to the outer limits of the Township are with an acceptable 10-minute limit. For depth in resources, Hanover Township does rely on other fire departments which surround it and provide mutual aid when requested

Fortunately it is seldom when one of both of the two districts in Hanover Township are toned out for a emergency response and neither is unable to respond. Mutual aid has been nurtured and is available for such instances. This consultant feels that every call, even routine residential CO alarms should be answered immediately by someone from one of the two fire departments in Hanover Township, even if it is a volunteer with a car and radio. A merger will help all calls be answered by someone rather quickly.

In New Jersey it is the law that employers must release volunteer fire fighters for duty, as per the citation below.



(UPDATED THROUGH P.L. 2011, ch. 22 (with the exception of ch. 19), and JR 2 of P.L. 2011)

**TITLE 40A MUNICIPALITIES AND COUNTIES**

**40A:9-160.1. Compensatory time off for employees who are members of certain volunteer organizations**

**40A:9-160.1. Compensatory time off for employees who are members of certain volunteer organizations**

The governing body of any municipality shall grant time off from work with pay for municipal employees who are members of a volunteer fire company serving the municipality, volunteers in first aid or rescue squads serving the municipality or volunteer drivers of municipally-owned or operated ambulances when such employees are called to respond to alarms occurring during the hours of their employment.

L.1971, c. 200, s. 1, eff. July 1, 1971.

**Appendix 5** gives an example from Spotsylvania of one fire department with an overreliance on volunteers unable to answer a call for an actual structure fire in October. We encourage continuation of a volunteer system, and later in the report will show the tremendous financial saving it represents to Hanover Township. We note too however that volunteers are disappearing across New Jersey and across the United States. As an example of this trend, we include in as a second entry in **Appendix 5** an article showing a “Dearth of Volunteers” in South Jersey.

Improvement is possible. Whippany, Cedar Knolls and many of the surrounding communities have had to add staff to bolster the volunteer response. As volunteer firefighters become scarcer, Hanover Township has options, as follows:

- Increase incentives for volunteer recruitment and retention
- Train and use employees of the Township, such as maintenance and public works personnel, many of whom have Commercial Driver’s Licenses.
- Rotate the volunteers through a schedule where they voluntarily pull duty-time. (Princeton’s 1<sup>st</sup> Aid and Rescue Squad, e.g. has all volunteer members pull 24 hours of in-station duty a month. This can be divided for member convenience. e.g., 4-hour, 6-hour, 12-hour or 24-hour.)
- Use per-diem personnel as Chief Davidson has already for EMS coverage, even giving Cedar Knolls and Whippany volunteers the first opportunity to bid on short shifts for an hourly wage. (There are conflicting legal opinions but Plainsboro, NJ. is successfully using its own volunteers in a per-diem role. They are limited by New Jersey law to \$6000 total annual compensation.)
- Hire additional full-time personnel. While this is an expensive alternative it is also the most reliable form of coverage.

If “per-diem” is deemed advisable, the consultant recommends use of the volunteers as “part-time” personnel rather than the hiring of outside mercenary-type firefighters. More information on the costs of on-duty personnel will follow later in the report. The evolution of the majority of the fire departments follows a model that begins with a volunteer fire department and adds it first paid personnel to cover times when volunteers are scarce,

As time continues, the volunteers often give way to on-duty staffing so that responses can be made as soon at the department is notified. Often during this phase of the transition, volunteers supplement the responses of the on-duty personnel. Eventually as the tax base grows and income levels rise, departments transition to an all-paid force. The consultants feel that the two departments are following this pattern, and leadership in the Fire Departments recognized previous needs to transition to a next step.

According to the NFPA’s *U.S. Fire Department Profile through 2005*, “Small communities (those under 10,000) across the united states are typically protected by all volunteer departments. Mid-Sized communities (those with a population over 10,000) are typically served by a combination of volunteer and paid departments. Large communities (those with populations over 100,000) are protected by departments that consist primarily of paid staff”.

The NFPA breaks down the population protected in standard increments and illustrates the number of paid and volunteer departments that cover the respective populations. **Table 1** shows population breakdowns and the types of fire departments likely to be serving communities of various sizes.

**Table 1**  
**Coverage per population categories**  
**by Career and Volunteer Fire Departments**

<b>Population Category</b>	<b>Number of Career Departments</b>	<b>Number of Volunteer Departments</b>
1,000,000	36,100	100
500,000 to 999,000	35,900	4,150
250,000 to 499,999	24,750	2,800
100,000 to 249,999	47,100	3,000
50,000 to 99,999	47,050	5,650
25,000 to 49,999	46,650	23,950
10,000 to 24,999	45,200	79,200
5,000 to 9,999	17,000	109,000
2,500 to 4,999	5,500	165,950
under 2,500	8,050	429,550

(Courtesy of National Fire Protection Association *U.S. Fire Department Profile0*)

## **Future Staffing**

Considerable evidence has been advanced to show that in the future Hanover Township will likely be relying on fewer and fewer volunteers. Fewer volunteers are more likely to get a vehicle on the road from one locale in the future, and a one-station model will ensure a cadre of full-time personnel will be able to augment properly a shrinking volunteer staff. Also a single station will allow an easier transition to 24 hour career and per-diem staffing if and when this is necessary.

A one-station model likewise, allows a community to add full-time personnel in single increments. The three staggered fulltime line personnel in each of the two stations now comprise a total of six. If two stations remain, the next increment could put one in each station for a new total of eight but in a single station model seven could be just as effective. This is one example of the types of savings that begin to accrue in a joint operation,

The judicious use of volunteers to serve in per-diem capacity gives even more flexibility in staffing. Some being used for EMS duties have certifications as firefighters and should be allowed to contribute in this fashion when possible.

## **Survey of Current Volunteer Recruitment & Retention Programs**

If volunteers are to remain a part of the fire protection mix in the Hanover Township attention will need to be given to recruitment and retention.

A publication entitled *Retention and Recruitment for Volunteer Emergency Services: Challenges and Solutions* written by the National Volunteer Fire Council and the United States Fire Administration was written in May 2007. Included is an excerpt entitled "Retention and Recruitment Root Causes." This excerpt explains some of the challenges to recruiting and retaining volunteers. Some of the challenges are:

- **Time Demands**
- **Training Requirements**
- **Increasing Call Volume**
- **Changes in the "Nature of the Business"-Less social aspects**
- **Changes in Sociological Conditions (in urban and suburban areas)**
- **Leadership Problems**
- **Federal Legislation and Regulations**
- **Increasing Use of Combination Departments**
- **Higher Cost of Housing (in affluent communities)**
- **Aging Communities**
- **Internal Conflict**

The consulting team compared these challenges to the current and anticipated challenges of the two departments and found no serious impediments to a merger. A few volunteers may quit because of a merger, but these will likely be more than offset by new volunteers attracted to a new stronger operation.

Based on current socioeconomic conditions in the area, departments relying on volunteers can expect to see older-aged couples with limited incomes, and residents absorbed with careers and families. Many of these will be less likely to volunteer.

The issues above are more likely to be overcome, and a critical mass of volunteers is more likely to be maintained in a unified new District.

## **Recommendation for Recruiting and Retention**

Many volunteers shun cash incentives feeling that it detracts from their volunteer spirit and desire to serve the community. In a single district a new wave of incentives, monetary and non-monetary are recommended. When we consider the costs of on-duty personnel, even at the lower per-diem rate, there is room for generous incentives.

Hanover Township may wish to consider a supplemental benefit package for part-time personnel, which in contrast to the full-time costs of health insurance and pension contribution, is not very costly. A large Insurance Company dedicated to the fire service is VFIS. This company offers group packages with coverage for professional liability, errors and omissions, vehicle fleet insurance, life insurance, and disability supplements.

The proper mix of incentives that can be effective will vary with the community. In Hanover Township a task force should be formed to determine the type and the cost of incentives needed to attract and retain volunteers. As referenced earlier, **Appendix 6** has information on volunteer recruiting.

If volunteer participation is deemed important by any of the current boards (or the newly formed board, after the merger) the consulting team suggests that a formal recruiting and retention program be developed in order to address the challenges noted by the National Volunteer Fire Council. Some of the latest recruitment tools offered by the National Volunteer Fire Council are Podcasts, Public Service Announcements for a department’s website, and the 1-800-FIRE-LINE. A full description of programs available can be found at [http://nvfc.org/page/640/Retention\\_Recruitment.htm#guides](http://nvfc.org/page/640/Retention_Recruitment.htm#guides)

**Time from Tone Drop Until Units are on the Road**

When a citizen calls for assistance, the clock begins for the fire department. Many elements result in the final response time of the fire department to the call for help. **Figure 4** illustrates these elements:

**Figure 4 -- Response Time Equation**

<b>Call</b>						
<b>Processing</b>	<b>+</b>	<b>Alerting</b>	<b>+</b>	<b>Turnout</b>	<b>+</b>	<b>Travel</b>
<b>Time</b>		<b>Time</b>		<b>Time</b>		<b>Time</b>
				<b>+</b>	<b>Setup</b>	<b>= Response</b>
					<b>Time</b>	<b>Time</b>

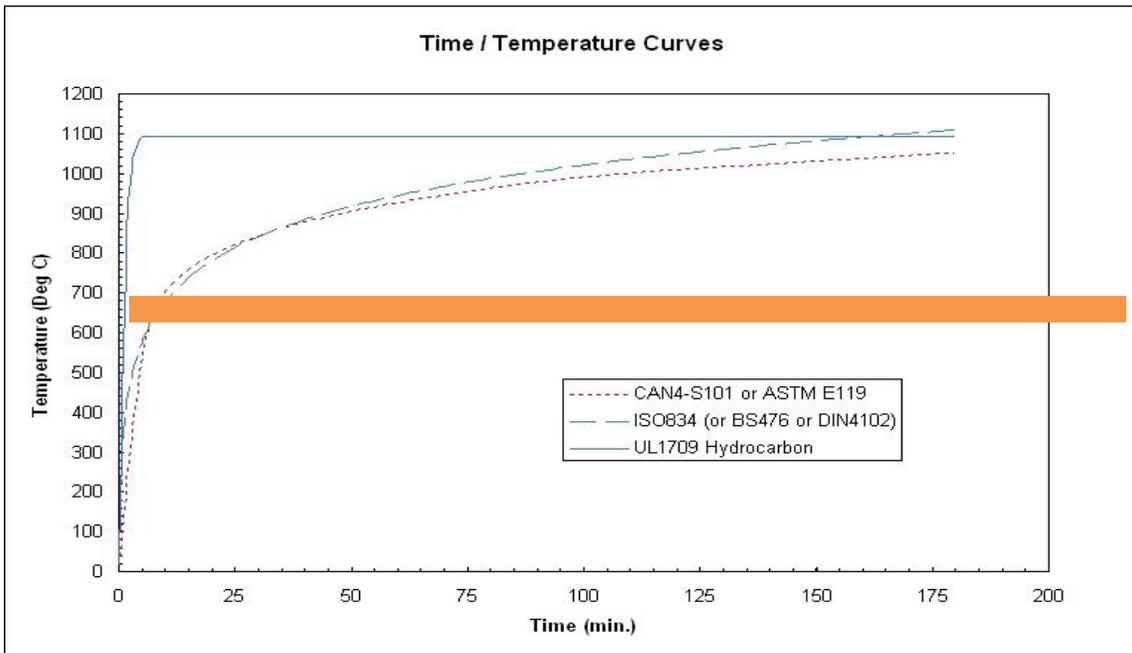
The measurement of time in the response equation termed “Turnout Time”, in NFPA Standards and other relevant texts, is the time from when the tones alert the fire department of the call until the fire and EMS units are on the road. This is often greatly improved with on-duty staffing and reducing this element aids in controlling overall response time. Many factors in the equation can be shortened.

When we examined the turnout time for both of fire department response areas, we were generally pleased. Later in the report we will see an analysis of the volunteer home locations with average estimates of time necessary to assemble a crew at the station. During our site visits, consultants realized time savings are now realized week-days with on-duty personnel responding immediately.

Even if small responding crews are insufficient to handle the total emergency at hand, they can provide valuable size-up information and initiate some life-saving or property-saving action. NFPA standards do recommend four personnel on responding apparatus, but the time temperature curve mentioned in 1710, and provided in **Figure 5** which follows indicates a quick response is more important in saving lives and protecting property

As noted in **Figure 5**, the temperature of a fire escalates quickly during the first minutes. If lives can be saved, rescues must be performed prior to an event known as flashover, which normally occurs at 500 degrees Celsius for normal residential combustibles.

**Figure 5 -- Time/Temperature Curve**



**Projecting the future of Volunteer Responses**

It would be nice to know how long Hanover Township can attract and use volunteers, but this is an inexact science. What is known is that they will continue to decline in number. Each department progresses through an evolutionary cycle for its types of staffing. Most departments will transition in the following fashion:



Both fire departments have evolved to the combination category. During the evenings and weekends, the departments are staffed completely with volunteers. For EMS at the Cedar Knolls station, some strategic use of per-diem personnel, being paid a part-time hourly wage of \$16 per hour helps ensure that the state requirement for two EMTs on an ambulance can be met.

**Table 2** below takes another look at the NFPA data and shows that communities with populations the size of Hanover Township usually have volunteer departments, on a ratio of 79.2 to 45.2. The table also shows that this is a “breaking point” category, with the next highest grouping having twice as many paid departments as volunteer.

**Table 2**  
**Hanover Township’s position re: Coverage per population categories  
 by Career and Volunteer Fire Departments**

<b>Population Category</b>	<b>Number of Career Departments</b>	<b>Number of Volunteer Departments</b>
1,000,000	36,100	100
500,000 to 999,000	35,900	4,150
250,000 to 499,999	24,750	2,800
100,000 to 249,999	47,100	3,000
50,000 to 99,999	47,050	5,650
25,000 to 49,999	46,650	23,950
10,000 to 24,999 (Hanover Twp.)	45,200	79,200
5,000 to 9,999	17,000	109,000
2,500 to 4,999	5,500	165,950
under 2,500	8,050	429,550

(Courtesy of National Fire Protection Association *U.S. Fire Department Profile*)

## **FIRE DEPARTMENT BUDGETS**

Due to the Economic recession currently running its course in the American Economy, communities must take a conservative approach to budgeting.

The current budgets of Cedar Knolls and Whippany are each 34-page documents conforming to legal and auditing requirements. We have summarized these into three charts, **Tables 3, 4 and 5** to show a side-by-side comparison. The first table shows Revenues; the second shows Appropriations, and the final two-page table breaks down the Appropriations. The annual budget totals for 2011 are \$1,661,350 in District 2 and \$1,049, 639 in District 3. The combined total is \$2,710,989.

**Table 3: HANOVER TOWNSHIP, NEW JERSEY  
PROPOSED 2011 BUDGET -- REVENUES**

	<u>DISTRICT 2</u>	<u>DISTRICT 3</u>	<u>COMBINED</u>
Unrestricted Fund Balance	210,000	98,000	308,000
Restricted Fund Balance	<u>230,000</u>	<u>0</u>	<u>230,000</u>
Total Fund Balance	<u>440,000</u>	<u>\$98,000</u>	<u>538,000</u>
Municipal Assistance	0	35,000	35,000
Interest on investments	9,000	1,500	10,500
Other revenue	<u>340,000</u>	<u>0</u>	<u>340,000</u>
Total Misc. Revenue	<u>349,000</u>	<u>36,500</u>	<u>385,500</u>
Grant Revenue	2,900	9,735	12,635
Fire Safety Act Revenue	<u>35,100</u>	<u>23,699</u>	<u>58,799</u>
Subtotal	<u>38,000</u>	<u>33,434</u>	<u>71,434</u>
Revenues and Balances	827,000	167,934	994,934
Taxation	<u>834,350</u>	<u>881,705</u>	1,716,055
<b>TOTAL</b>	<u>1,661,350</u>	<u>1,049,639</u>	<u>2,710,989</u>



**Historic Hanover Township is ideally located to command adequate tax revenues**

**Table 4 -- HANOVER TOWNSHIP, NEW JERSEY  
PROPOSED 2011 BUDGET -- APPROPRIATIONS**

	<u>DISTRICT 2</u>	<u>DISTRICT 3</u>	<u>COMBINED</u>
Admin Wages Fringe Benefits	103,550	38,638	142,188
Ops. Wages & Fringe Benefits	883,700	907,764	1,791,464
Offsets with Revenues	<u>35,100</u>	<u>23,237</u>	58,337
Personnel Costs	<u>1,022,350</u>	<u>969,639</u>	<u>1,991,989</u>
Length of Service Program	59,000	0	59,000
New Fire Station	<u>580,000</u>	0	580,000
Reserve for Capital Outlays		<u>80,000</u>	<u>80,000</u>
<b>TOTAL BUDGETED APPROPRIATIONS</b>	<u>1,661,350</u>	<u>1,049,639</u>	<u>2,710,989</u>

**Table 5 -- SUPPLEMENTAL SCHEDULES – APPROPRIATIONS**

<i>Page 1 of 2</i>	<u>DISTRICT 2</u>	<u>DISTRICT 3</u>	<u>COMBINED</u>
Commissioners	10,000	10,000	20,000
Budget Analyst	0	6,186	6,186
Secretary	600	0	600
Treasurer	600	0	600
Chairman	600	0	600
Office Assistant	<u>12,000</u>	<u>0</u>	<u>12,000</u>
	<u>23,800</u>	<u>16,186</u>	<u>39,986</u>
Ops. Salary & Wages	294,450	399,111	693,561
Offset by revenue	35,100	18,000	53,100
EMS Service	<u>0</u>	<u>39,360</u>	<u>39,360</u>
	<u>329,550</u>	<u>456,471</u>	<u>786,021</u>
PERS	0	8,154	8,154
PFRS	50,000	30,987	80,987
Group Health	95,000	75,645	170,645
Other Fringe	<u>125,000</u>	<u>68,714</u>	<u>193,714</u>
	<u>270,000</u>	<u>183,500</u>	<u>453,500</u>
Admin – Other expenses	<u>24,750</u>	<u>22,450</u>	<u>47,200</u>
Rental Charges	32,000	0	32,000
Advertising	0	1,500	1,500
Insurance	52,000	45,000	97,000

**Table 5 (Continued)**

**SUPPLEMENTAL SCHEDULES -- APPROPRIATIONS**

<i>Page 2 of 2</i>	<u>DISTRICT 2</u>	<u>DISTRICT 3</u>	<u>COMBINED</u>
Joint purchase	35,000	0	35,000
Vehicle, haz-mat, turnout gear	20,000	0	20,000
Tools & Rescue Equipment	10,000	25,000	35,000
Maintenance & Repairs	0	25,000	25,000
Contingent	<u>215,250</u>	<u>186,450</u>	<u>401,700</u>
TOTAL OPS. OTHER	<u>364,250</u>	<u>282,950</u>	<u>647,200</u>
USFA Materials	<u>0</u>	<u>5237</u>	<u>5237</u>
Additional Admin. Expenses	<u>14,250</u>	<u>9,250</u>	<u>23,500</u>
Uniforms	5,000	5,000	10,000
Utilities	32,000	48,000	80,000
Membership, dues	4,000	4,500	8,500
Maintenance & Repairs	25,000	35,000	60,000
Professional fees	8,000	20,000	28,000
Reimbursement for losses	26,000	30,000	56,000
Materials & Supplies	95,000	0	95,000
Physicals	0	24,000	24,000
Other	<u>20,250</u>	<u>19,950</u>	<u>40,200</u>
TOTAL ADDL. OPS. OTHER	<u>215,250</u>	<u>186,450</u>	<u>401,700</u>

# **FIRE DEPARTMENT TAXATION RATES**

The Hanover Township website provides information on the source of Fire Department Funding. (See **Figure 6** below). All taxation is equal across Hanover Township except for the Fire Districts. It can be seen that the fire tax is amazingly low, even in Cedar Knolls where it is \$55 more per year than in Whippany.

## **FIGURE 6 -- YOUR HANOVER TOWNSHIP TAX DOLLARS AT WORK**

With the adoption of our 2011 Current Fund and Capital Budget on May 12, 2011, the Township Committee would like to advise you of the current financial position of the Township. The Township's \$22,061,918.88 Operating and Capital Budget represents the joint effort of the governing body and all departments to limit spending while still maintaining a high level of service to all its residents.

Revenues to support your Township Budget of \$22 million are derived from fees for various municipal services established by the Township Committee, franchise and other business taxes, interest on investments and State aid. Therefore, only 20% of your total tax rate which is equal to \$0.599, represents the cost of the municipal services listed below.

The total tax rate is influenced by your vote on various budgets during the year and the Township Committee's ability to maintain a broad tax base by attracting desirable commercial ratables.

<b>2011 TAX RATE</b>	
MUNICIPAL TAX - LOCAL BUDGET	\$.599
MUNICIPAL TAX - OPEN SPACE	.010
COUNTY TAX	.493
LOCAL SCHOOL TAX	1.105
REGIONAL SCHOOL TAX	.520
RESERVED FOR UNCOLLECTED TAX	.147
FIRE TAX	
Cedar Knolls District	.122
Whippany District	.067
<b>TOTAL RATE: Cedar Knolls</b>	
	<b>\$2.996</b>
<b>TOTAL RATE: Whippany</b>	
	<b>\$2.941</b>

As shown in **Figure 6** Cedar Knolls is taxed at a higher rate but provides EMS service from its station while Whippany does not even though its residents receive EMS service from Cedar Knolls. Arguably both millage and the Fire /EMS services should be evened. The consultants found mixed sentiment among the residents in this Township. Most seemed to think they would not want higher taxes but if they are informed that a higher levy would put more personnel on duty in the stations to answer fire and EMS calls 24-hours a day, they would be supportive.

Mr. Silvio Esposito, Chief Financial Officer for the Township met with the consultant. He explained that the fire taxes currently net \$834,350 annually for Whippany and \$881,705 annually for Cedar Knolls. The total is \$1,716,055. If the tax rate were evened across Hanover Township to yield the same \$1,716,055 the new rate would be .087 for all residents equally. These are extremely low rates by any measure, and it is doubtful that many in the community know that they pay more for pizza each year than for fire and EMS protection.

In the current era of less government and less taxation, it might be tempting to opt for the savings that might accrue in a merger by reducing taxes. For example, the new district-wide tax rate could be set to the existing Whippany rate of .067. As per **Table 6** below revenue would be reduced from its current level of \$1,716,055 to \$1,318,565.

This loss of 397,490 could be absorbed in the new more efficient combined district with no loss of service. One less Chief and one less full time firefighter/EMT for example saves about \$225,000 a year. The remainder could come from a cancellation of the engine lease along with fuel and utility savings. The consultant does not recommend this reduction in revenue but instead, *as a minimum* recommends that the revenues should remain the same and all gains from the merger be parlayed into improved service.

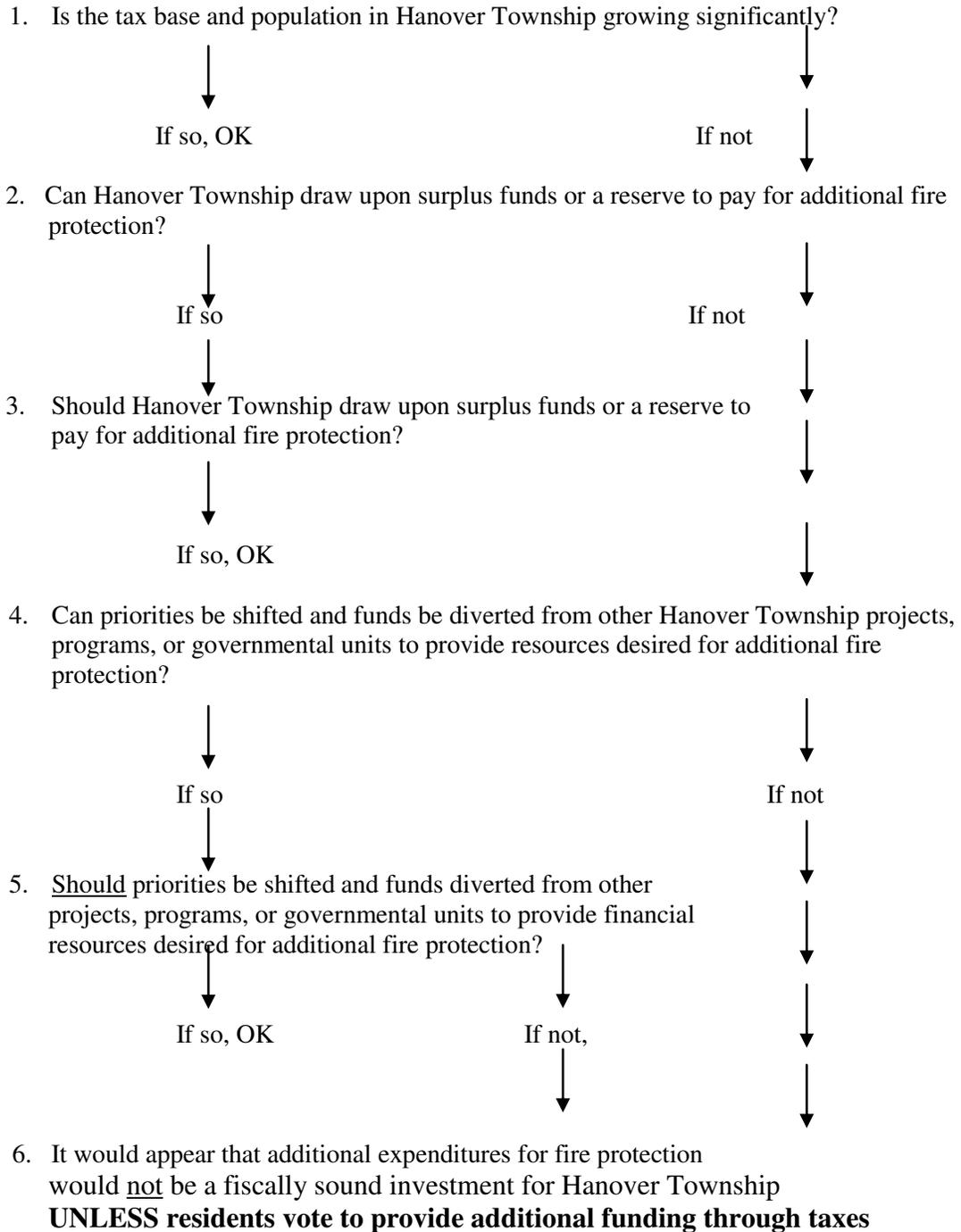
**Table 6 -- Taxes and Revenue**

<b><i>Tax rates</i></b>	<b>Whippany</b>	<b>Cedar Knolls</b>	<b>TOTAL REVENUE</b>
Evened at .067	\$834,350	\$484,215	\$1,318,565
<b><i>Current (.067/.122)</i></b>	<b><i>\$834,350</i></b>	<b><i>\$881,705</i></b>	<b><i>\$1,716,055</i></b>
Evened .087	\$1,085,927	\$630,128	\$1,716,055
Evened at .10	\$1,245,298	\$772,709	\$2,018,007
Evened at .122	\$1,519,264	\$881,705	\$2,400,969

This consultant feels the District COULD go further and seize the opportunity to improve the total revenue while it has the opportunity to create the new district. A reasonable position would be a rate of ten cents for an annual yield of \$2,018,007. Even at a mere 10 cents, an additional \$301,952 would be available, and calculations elsewhere in this report show that this would fund more than enough Per-diem hours to guarantee a two-person crew for immediate response 24 hours a day in addition to existing coverage. (2 x 24 x 365 x \$16 = \$280,320) The average response times for a first arriving unit would plummet and few Whippany residents would object to the cost of extra toppings on a pizza. This could be easily sold to the community so a new board should carefully consider a new rate that would not sell the residents short on protection.

The additional funds could guarantee ambulance service evenly across Hanover Township. One helpful technique to determine whether or not to seek new taxes, however small is shown below in **Figure 7** on the following page.

**Figure 7**  
**More \$ for Protection? -The Decision Chain**



## DEBT SERVICE

Fortunately there is no debt in either Cedar Knolls or Whippany, despite some rumors to the contrary. Cedar Knolls has chosen to lease a new engine but since the lease can be terminated at any time, and payments come from available revenue, this does not constitute debt.

Both organizations have evidently managed their finances well. Even if a future joint district chooses to enhance its assets through debt financing, this isn't totally negative. Most progressive organizations leverage their ability to perform services or deliver products by incurring reasonable debt.

## PERSONNEL COSTS

Personnel costs continue to escalate over time, especially for full-time personnel. One key component of the compensation package is health care, the cost of which has risen considerably in recent years and is expected to rise even more quickly in the future. Robert Lake, Union President pointed out that a family health plan now costs \$22,000 annually for the full-time employees. **Appendix 7** shows how Governor Christie is trying to curtail these costs and, in a second entry, an article shows how Ocean City is considering replacing some of its firefighters with EMTs for accost savings. Hanover Township should appreciate the value provided by volunteers and can afford to pay major incentives to keep them.

The cost of firefighters may seem high, but the cost of no firefighters is even higher. If we compare the average personnel costs of fire personnel throughout the township with law enforcement we can see that current volunteer firefighters are a bargain. The police budget is close to \$4,000,000 with most of the funding used to cover wages and fringe benefits of the officers.



Currently In Hanover Township all three types of personnel are utilized, listed below in the order of expense per person:

- Full-time
- Part-time (“Per-diem”)
- Volunteer.

In the future, the per-diem option is a way to put more personnel on duty, should that become a necessity. The consultants strongly recommend that these be members of the existing volunteer complement. These can bid on duty days and commit to being on station. Consultant Lawrence Bennett pointed out, however, that there is a New Jersey State Law that prohibits part-time personnel from earning more than \$6000.00 per annum. That means no individual volunteer could pull duty time for more than 375 hours at \$16 per hour. Full-time personnel cannot by law also volunteer in the same organization. In the reverse, however, volunteers can be paid “reasonable incentives.” In Plainsboro, NJ, the volunteers are pulling per-diem shifts. Further legal review and the latest rulings should be accessed before any decision is made to move in this direction.

Chief Davidson is effectively using this relatively inexpensive staffing technique to ensure the minimum of two EMT’s on an ambulance service. For future reference, let’s say we would like to add two per-diem personnel around the clock. . Then we would have a need to cover 17,520 hours per year (365 x 24 x 2).

With a limit of 375 hours per person this would require about 47 persons if all maxed out and received no other compensation. (17,520 /375 = 47). In all likelihood, the existing volunteer rosters could cover most of these hours. A few persons beyond the existing fire companies might have to be hired. At compensation rate of \$16 per hour the total wage bill for a year would be 17,520 x \$16 = \$280,320.

It is more likely that for the near future there will be no increase in tax revenue and per-diem personnel will continue to be used sparingly. Hence Hanover Township is more likely to incur per-diem costs similar to those shown below in **Table 7**.

<b>Table 7</b>			
<b>Costs for Supplemental Part-time Positions:</b>			
<b>Number of Positions</b>	<b>8-hour Day (8 x \$16)</b>	<b>Days per Year (52 weeks x 5 days)</b>	<b>Total Annual Dollars</b>
<b>1</b>	<b>\$128</b>	<b>260</b>	<b>\$33,280</b>
<b>2</b>	<b>\$256</b>	<b>260</b>	<b>\$66,560</b>
<b>3</b>	<b>\$384</b>	<b>260</b>	<b>\$102,240</b>
<b>4</b>	<b>\$512</b>	<b>260</b>	<b>\$133,120</b>

In Hanover Township the current cost of a full-time Firefighter/EMT/Fire Inspector is approximately \$76,000 for salary, plus \$7600 for pension contribution plus \$22,000 for medical insurance. This annual outlay is \$105,600 per person. ***Hanover is in no position to consider a “Full-time” fire department, as the following calculations show.***

**Table 8** shows that if the total annual cost of one full-time firefighter is \$105,600 these costs rapidly multiply to **\$1,678,600** per year for a crew of four. **Table 9** shows that if Hanover Township were to use its own volunteers on a per-diem basis for the same coverage the annual cost is about a third or **\$560,640**.

These comparisons do not, however, consider the quality, experience, and reliability which are all usually significantly stronger in full-time dedicated employees. A mixture, as currently used in Hanover Township, is a good balance between affordability and community safety.

<b>Table 8</b>			
<b>Costs for Full-time Positions:</b>			
<b>Number of Positions</b>	<b>Annual Cost Per Position \$60,000</b>	<b>Total Persons Needed To Fill Positions 24/7</b>	<b>Total Annual Dollars</b>
<b>1</b>	<b>\$105,600</b>	<b>4 x 105,600</b>	<b>\$411,400</b>
<b>2</b>	<b>\$211,200</b>	<b>8 x 105,600</b>	<b>\$822,800</b>
<b>3</b>	<b>\$316,800</b>	<b>12 x \$105,600</b>	<b>\$1,267,200</b>
<b>4</b>	<b>\$411,400</b>	<b>16 x 105,600</b>	<b>\$1,678,600</b>

<b>Table 9</b>			
<b>Costs for Supplemental Part-time Positions:</b>			
<b>Number of Positions</b>	<b>24-hour Day (24 x \$16)</b>	<b>Days per Year (365 days)</b>	<b>Total Annual Dollars</b>
<b>1</b>	<b>\$384</b>	<b>365</b>	<b>\$140,190</b>
<b>2</b>	<b>\$768</b>	<b>365</b>	<b>\$280,320</b>
<b>3</b>	<b>\$1153</b>	<b>365</b>	<b>\$420,845</b>
<b>4</b>	<b>\$1536</b>	<b>365</b>	<b>\$560,640</b>

## **NATIONAL STANDARDS**

For fire operations, sufficient personnel must be available in order to provide adequate fire protection to the community. If the Hanover Township Fire Department can retain a sufficient staff of volunteers and/or mutual aid personnel, they can provide adequate minimum fire protection for the community, and can often comply with two standards, which although not mandatory, are often used to determine the number of firefighters required at emergency scenes:

- The National Fire Protection Association (NFPA) Standard 1500 recommends that a minimum of four persons be available on the fire scene before structural firefighting commences.
- The Federal Occupational Safety and Health Administration (OSHA) has determined that fire structures meet the definition of an IDLH (Immediately Dangerous To Life and Health) environment and therefore are subject to the “two in, two-out” rule, meaning there must be a minimum two-person rescue team in addition to the crews committed to structural firefighting.

These standards show the number of firefighters necessary just to begin an operation. In a serious fire, the need for personnel escalates quickly. Those who write these standards realize that they describe “ideal conditions” and compliance in smaller communities like Hanover Township can be difficult or impossible to meet.

If there are sufficient volunteers available to staff fire units, the Whippany and Cedar Knolls Fire Departments can meet the initial standards as outlined above, but must rely on mutual aid, like all agencies their size, to provide additional depth to care for escalating needs at the scene of a major fire or emergency, or for multiple emergencies. When personnel are thin, this ability to provide adequate initial fire protection is compromised. The chiefs should continue to maintain a cordial working relationship with nearby neighboring fire departments, so they can be summoned quickly to bolster Hanover Township’s forces when they are stretched thin. Hanover Township in turn, can reciprocate whenever called upon. A merger will improve their ability to meet standards.

Additional perspectives on ideal staffing can be found in the Fire Protection handbook published by the National Fire Protection Association (NFPA):

- The NFPA Fire Protection Handbook states that a single-family residential structure fire requires not less than twelve (**12**) firefighters and one chief officer with two engines and one ladder. A commercial complex such the Marriott Hotel on State Route 10 requires not less than twenty-four (**24**) firefighters and two chief officers with four engines and two ladders on the first alarm. In order to comply, Hanover Township can summon a second ladder company and additional engines from its mutual aid forces.

- In May 2002, the NFPA adopted two new related standards, #1710 and #1720. The former relates to larger full-time fire departments, and the latter refers to primarily volunteer departments like those in Hanover Township. Among other requirements, these standards list “four” (4) persons as the minimum crew size on apparatus. Cedar Knolls and Whippany often will be unable to comply totally with this standard unless they wait for volunteers to fill an apparatus before responding. This, in turn, would compromise response times for the first units. These consultants believe in getting the first engine rolling even with two or three qualified personnel.

A fire department should strive for quick initial assistance to all residential and commercial areas of the town. A less-touted provision of the 1710 and 1720 standards is the requirement for rapid response times.

This consulting team feels that favorable response times insure more stability than larger crew sizes. Counties such as Morris can augment responses with AMAR (Automatic Mutual Aid Response) agreements, which summon mutual aid assistance immediately at the report of a fire. County chiefs are seeking creative ways to cope with these standards, and similar requirements recommended at a national level.

The International Association of Firefighters (IAFF) and the International Association of Fire Chiefs (IAFC) have collaborated to produce a *NFPA 1710 Implementation Guide*. In this *Guide*, the presidents of the two sponsoring organizations signed an introductory letter, which describes the likely course ahead in Hanover Township: "*For many departments, the road to compliance will be a long one*" See **Figure 8** below for a summary of *NFPA 1720* highlights, the standard applied to volunteer and primarily volunteer departments.

**Figure 8**  
**NFPA Standard 1720-Highlights**

- **Minimum six personnel on fire scene**
- **First fire unit arrives within 14 minutes 80% of time**
- **Fire department should determine the required number of personnel on scene to operate safely and efficiently**
- **The fire department should have a formal training program that trains personnel to delivery services provided by the fire department**
- **Minimum 2 person Rapid Intervention Team**

## House Fire Example

Among the most routine of fires in Hanover Township would be a single-family dwelling. Staffing needs, including mutual aid, are shown in **Figure 9** below.

**Figure 9**

### **SINGLE FAMILY RESIDENTIAL HOUSE FIRE**

3,000 sq. ft. in kitchen/dining room, 25% involved = 250 gpm water flow

<b>POSITION</b>	<b>ASSIGNMENT</b>	<b>STAFFING</b>
Incident Commander	Coordinates all on scene operations (Company Officers run command until ranking officer arrives)	1
Pump Operator	Maintains water flow to attack crews and radio communications (For safety requirements can not be counted for backup)	1
Ventilation	Removes heat, toxic gases and smoke improving victim survivability and safer environment for fire crews.	2
Primary Search	Rapid discovery and removal from toxic environment insures highest possible chance for victim survivability without brain damage.	2
Fire Attack	Two 1 ¾" Lines @ 125 gpm each for adequate water flow	4
EMS	Renders immediate medical care to rescued victims or injured firefighters	2
<b>SUB TOTAL</b>		<b>12</b>
Rapid Intervention Team	(Rescues trapped/injured/lost firefighters)	2 to 4*
<b>TOTAL</b>		<b>14 to 16</b>

**\*4 Person Minimum based on State of New Jersey recommendations**

The above is again, an "IDEAL" staffing configuration. When personnel are scarce, and/or when working fires are contained rapidly, some of these positions can be combined.

## **INSURANCE SERVICES OFFICE (ISO)**

Nationally, the frequency and severity of fires are declining. Although fire suppression services are, in terms of total responses, becoming less frequent, they remain the most important services delivered by the fire departments when fires do occur.

The Insurance Services Office (ISO) is an independent auditing organization funded by insurance companies. The ISO conducts a thorough site visit to the community and analyzes fire stations, staffing levels, fire apparatus, equipment carried on apparatus, training records, water supply, and all the other component parts that affect the quality of fire service delivery

A ratings schedule has been prepared by ISO evaluating fire departments on a scale of 1 (the very best) to 10 (the most deficient). Currently, Whippany is awarded a ISO rating of 5 and Cedar Knolls has a 4, a rating one notch better due to the presence of a ladder truck. If a merger occurred, the ISO rating would likely improve to at least 4 throughout the district. A merger might provide the opportunity to improve these ratings.

Although *State Farm* and some other large insurance companies have discontinued using ISO ratings in favor of a “zip code based” rating system, the ISO rating scale remains the most widely accepted objective measure of fire protection.

One interesting factor is that the ISO would like to see each location within the urban area within a mile and a half of each Engine Company, and two and one-half miles from each ladder company. The current configuration of two stations complies with the 1.5 mile distances with considerable overlap. A central station would almost comply completely. Either model complies handily with the 2.5 mile requirement and actually creates an improvement throughout the district in terms of centralized ladder truck coverage. In short a single station model will not hurt and may help the ISO rating by facilitating organizational improvements.

Later in the report more accurate computer-generated response maps are shown for both a two-station and single station model. Newer technology has allowed the presentation of 5 and 10 minute drive times. Due to geographical and natural barriers (Interstates, rivers, etc.) there are almost always small pockets in a community outside the ideal zones, and even in large cities such as Cincinnati; the idealistic distances are rarely achieved.

In some improving rural areas of Morris country residential rates are improved as the classification improves beyond a 9 up to the rating of 6. Hanover Township is already beyond the 9-to-6 range. Ratings of 1 to 6 provide the same lower premiums for *residential* units. Commercial savings continue with lower classifications from 1 to 6. See **Appendix 8** for an article from Clifton, New Jersey regarding ISO and homeowners’ insurance rates.

# **FIRE DEPARTMENT APPARATUS**

Consultant William Kramer reviewed the fleets of the Cedar Knolls and Whippany Fire Departments and found a serviceable inventory of Fire apparatus, matched well to community needs. This equipment will serve Hanover Township well for many years to come. This consultant feels that smaller more maneuverable vehicles, commonly called “engines” should remain the backbone of the Hanover Township fire fleet together with transporting ambulances. Some reduction in rolling stock will be possible under a consolidation. **Appendix 9** contains fleet information from both departments.

Two factors influencing the size of the fleet are

1. Normal size of the fire as indicated by building size and community fire load.
2. The number of persons usually available to respond and staff the equipment.

In light of these factors One (1) aerial ladder or aerial tower truck and two pumping engines should suffice to serve Hanover Township. Additionally one reserve or back-up engine is needed. At least three of the four vehicles should be mechanically available. The Rescue Truck in Whippany adds versatility but does not help with ISO ratings. Great depth in apparatus is available through mutual aid. The current plans by Cedar Knolls to replace its oldest pumper could have been postponed for four years. The ‘95 Spartan shown below with only 8000 miles on the odometer is available from Whippany and has been offered.



Cedar Knolls Engine 35  
1995 Pierce Lance - 6 Man Cab  
Rescue truck - Jaws of Life, Holmatro, Hurst  
1500 GPM Two Stage Waterous Pump  
30 gal 3x3 foam

Whippany Engine 82  
1995 Spartan/ US Tank – 6 man cab  
500 Gallon Tank  
1250 GPM  
Hale 2-stage pump

**These two pumpers, both 1995 models are examples of well-maintained fleets in both departments. Both are due for replacement in 2016 and could be replaced with one short-wheel-base quint in a newly unified district.**

Some fire departments have very nice beautiful shiny equipment which does not serve the public well because often there is often no one to staff it. In many communities, far better protection could be provided with an older serviceable unit with a few incentivized volunteers or per-diem personnel ready to roll with it. When really needed, Whippany and Cedar Knolls both get their equipment out the door. If the departments were already unified, the Cedar Knolls station might have been able to use a surplus '95 Spartan from Whippany, and the half million dollars saved could have been used to incentivize volunteers or pay additional on-duty personnel.



**Cedar Knolls Aerial Tower in operation: From Website**

An excellent variety of equipment exists in both of the Hanover Township Districts allowing fire and EMS personnel to fulfill their missions. Over time the two departments have transitioned from the traditionally limited activities of only fighting fires, into EMS, hazardous materials mitigation and technical rescue. Specialty equipment is needed if crews are expected to manage these increasing demands. Specifications for new apparatus should keep an eye on the future. Class-A Foam systems, for example, nearly triple the firefighting capability of water carried on pumpers.

Just as with privately owned automobiles various pieces of fire equipment will last longer than others. The ISO ratings cause many departments to retire quality serviceable apparatus before really necessary. Typical replacement is 5-10 years for ambulances, 15-20 years for engines and 20-25 years for ladders or quints. In a smaller community like Hanover Township lower mileage can stretch these to the outer limits.

The fact that the Cedar Knolls ladder truck is a “quint” is a plus. As seen in the passage on the next page from Wikipedia, a quint is ideally suited to smaller departments which must often deal with thin staffing. In four years when a replacement pumper would be needed to keep all first-line equipment within the 20-year age limit, Hanover Township could consider a short wheelbase quint with a telescoping ladder.

The consultant feels that this would even be preferable to an engine. The photo below shows such a vehicle in service in Hopewell, NJ.



**Short wheel-base Quint used in Hopewell Township, New Jersey**

A **quintuple combination pumper** or **quint** is a [fire service apparatus](#) that serves the dual purpose of an [engine](#) and a [ladder truck](#). The name *quint* is derived from the Latin prefix [quinque-](#), meaning five, and refers to the five functions that a quint provides: pump, water tank, [fire hose](#), [aerial device](#), and [ground ladders](#).

The first quint was patented in 1912 by Metz Aerials, a German-based fire and rescue apparatus manufacturer. Soon after the revolutionary invention, North America-based manufacturers, such as [American LaFrance](#) (1935 or earlier) and Seagrave (1940 or earlier), began to produce quints.

While quints have been used to a limited extent since their invention, they became more popular in the 1990s, especially with smaller departments that were not able to properly staff both an engine and a ladder on many calls. Many fire departments in the United States needed budget cuts in the 1990s, which led to the use of quints. Although quints are more expensive than either apparatus separately, and do require more staffing to carry out all their operations, the fact that they are a combination of ladder and an engine allows some departments to carry out operations more efficiently. Still, many departments find them to be unsuitable for various reasons. The decision to use a quint depends on many factors, including fire department location, size, [volunteer](#)/combination/career status, and budget.

**Source: Wikipedia**

All equipment will eventually need replacement, as per **Table 10**, the schedule below. One option is to purchase demo or used equipment at considerable savings. Savings, which occur by not having to pay \$500,000 to \$1,000,000 for a new piece of fire apparatus, go a long way to provide pay incentives for volunteers, or to provide part-time on-duty personnel. In Hanover Township, however, there are funds available for personnel and newer apparatus.

<b>Table 10 -- Hanover Township – Firefighting/ Rescue Vehicle Replacement Schedule</b>				
<b>WHIPPANY</b>		<b>Description</b>	<b>Projected Replacement Date</b>	<b>Projected Replacement Cost</b>
<b>Vehicle</b>				
<b>Rescue 80</b>		2005 KME Renegade Excel - 11 Man Cab	<b>2025</b>	<b>\$350,000</b>
<b>Engine 81</b>		1998 KME Renegade Excel - 8 Man Cab	<b>2018</b>	<b>\$550,000</b>
<b>Engine 82</b>		1995 Spartan Class A Pumper	<b>2015</b>	<b>\$550,000 **</b>
<b>Engine 83</b>		2000 KME Renegade Excel - 8 Man Cab	<b>2020</b>	<b>\$650,000</b>
<b>CEDAR KNOLLS</b>		<b>Description</b>	<b>Projected Replacement Date</b>	<b>Projected Replacement Cost</b>
<b>Vehicle</b>				
<b>Utility 30</b>		1999 Ford F-450 Super Duty Pick Up Technical Rescue	<b>2014</b>	<b>\$40,000</b>
<b>Truck 33</b>		2002 Pierce Dash 95 foot Mid-mount aerial truck - 6 Man Cab	<b>2022</b>	<b>\$1,050,000</b>
<b>Engine 34</b>		1989 Pierce Lance Engine - 6 Man Cab	<b>2009 (Overdue)</b>	<b>\$500,000</b>
<b>Engine 35</b>		1995 Pierce Lance Rescue/Engine - 6 Man Cab	<b>2015</b>	<b>\$550,000**</b>

**\*\* Both 1995 Engines could be replaced with one Short-wheel-base Quint in 2015**

Tracking of the hours and mileage on all vehicles is important. The above dates and costs can vary and serve as guidelines. They provide a means of planning approximate replacement dates. Specific circumstances must be weighed prior to any significant investment in rolling stock

## **Ambulance Replacement**

As noted previously the consultants find great merit in a fire department which also provides pre-hospital Emergency Medical Service. The transporting ambulances are a great community asset but like fire equipment need to be replaced on a regular schedule. Until now the two in-service units and the reserve have been purchased with donations. Since each Ambulance costs about \$225,000 this will not be a viable financial mechanism for future purchases.



**State-of-the-art ambulance, one of three units available in Cedar Knolls**

## **Redeployment**

Because the two departments each keep a stock of front-line and reserve fire apparatus in their fleet, a merger would cause the newly formed district to have a surplus of apparatus, at least for the next few years.

This can be dealt with in many ways. The first would be to keep all of the vehicles and have a larger pool of reserve apparatus. The second option is to begin to sell apparatus that is no longer needed. The decision will depend on many factors. Some of the

factors to consider when deciding what course of action to take with surplus apparatus are:

1. Will the apparatus be needed to supply future firehouses as the district(s) grow? How far into the future are additional firehouses? These are not factors now.
2. What is the cost of maintenance currently for the vehicle? If a reserve apparatus is consuming an unusually high portion of the maintenance budget, it may be wise to sell the vehicle and purchase a new one later.
3. What is the cost of covering the vehicles on the insurance policy?
4. What is the performance record of front-line apparatus? Many times newer apparatus have problems due to the new electrical and computer systems, thus reserve apparatus may be utilized more often than expected.
5. What morale effects will the sale of an apparatus cause? Although this has no financial bearing, planners must understand the history of the vehicle. Many firefighters begin to think of these vehicles as their own. This is a very positive aspect, especially when it comes to caring for the vehicle. A sale of a vehicle that many of the members designed and have cared for over a number of years can be detrimental to personnel performance.

The '89 Pierce is ready for pasture. We made an argument for using the 95' Spartan from Whippany to replace it but a new engine is already ordered. Consultants are not against this decision, however, since it is a lease arrangement and a new apparatus will be necessary in four years regardless. There is an equally credible argument to be made for making the acquisition now rather than in an uncertain future. Once a cost-benefit analysis is completed for the existing fleet, selected vehicles can be sold or retained on a basis of operating costs. A new district would be wise to only rid itself of vehicles that are unreliable and costly to operate, comparatively.

## **ORGANIZATIONAL LEADERSHIP**

Cedar Knolls and Whippany should be proud of many individuals within the two departments who show dedication and provide a valuable resource to the community. Many members provide countless hours of volunteered time, and show a high level of dedication to their departments and to the Township as a whole. Although stretched thin, the personnel in the volunteer fire companies bring enthusiasm to the job and usually are present to deliver quality service.

The consultant found leadership among the chief officers, and varying degrees of competency and dedication among all officers. If a merger occurs, there will be only one Chief and we recommend that the number of officers be reduced *through attrition or voluntary reduction* to the complement along the lines shown on the chart on the following page, **Figure 10**. Note that the organization has a homogenized fire /EMS role with leadership emphasis that maintains a strong volunteer capacity. The need for a career supervisor, a "Captain," is recommended.

A competency based selection process is recommended for all officers, career and volunteer. Selection in this fashion presents a proactive approach to the increased activity that a merged Hanover Township Fire Department will see many years into the future.

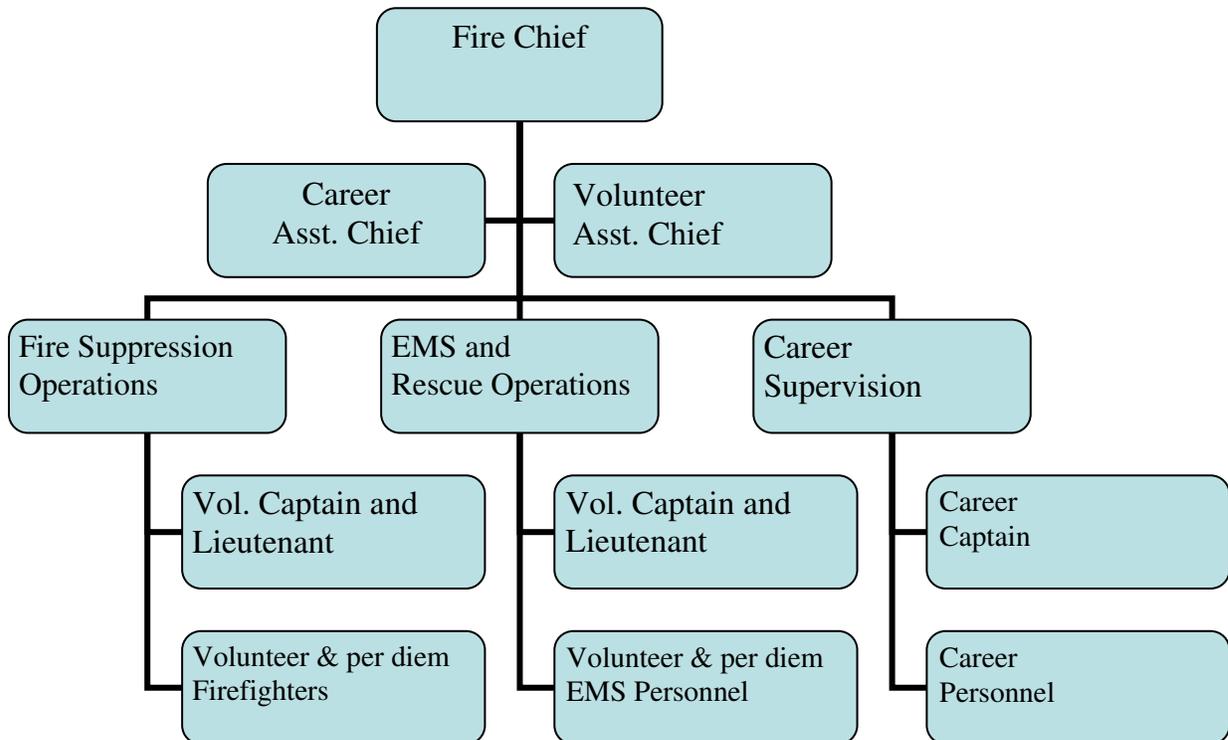
There is no reason why a centralized organization needs to stifle the autonomy and individual creativity currently enjoyed by the individual departments in Cedar Knolls and Whippany. We have overseen mergers which become "win-win" for participants as they enjoy membership in a larger more powerful arena without sacrificing quality features of existing operations. Surrounding departments view the newer department as a more capable stronger ally for mutual aid.

If there is a merger in Hanover Township, there could be a gradual shift to specialty functions with members of the two districts, where they start to identify with a company more for what it represents rather from where it used to be geographically.

Among the volunteers there could be more joint-training already, whether there is a merger or not between the departments. Perhaps when there is fifth Monday or Tuesday in the month, it could be joint training program for both Whippany and Cedar Knolls volunteers.

There needs to be monthly operational meetings including paid, per-diem and volunteer personnel of both departments. When items are planned and discussed by personnel in the same room, at the same time misconceptions can be minimized.

**Figure 10**  
**Sample Supervisory Structure**



**Officer Development**

Strong leadership is a hallmark principle of an effective fire organization. The department may want to plan and prepare future leaders through various programs that are available, often at little cost. The Departments, jointly or severally are encouraged to develop quality promotional criteria.

If a new joint fire department is established there will be only one fire chief. The consultants support a succession plan as envisioned by Chief Jim Davidson and Chief Joe Cortright. This would mean that the more senior Chief, Jim Davidson, would take command and Chief Cortright would be the Career Deputy Chief. All full-time personnel should be given assurances that they will be retained as the old districts are dissolved and a new one created. This will prevent a merger deal from unraveling due to personnel grievances. This would also satisfy the New Jersey Local Finance Board's concerns regarding the ability to provide fire protection post-merger. While there may be some legal requirements that only a new board can hire personnel after a merger, this does not preclude the existing departments from authoring strong position papers regarding the perpetuation of existing employment contracts as conditions to a merger.

Specific recommendations for the organization include targeted training at every level of the department, including operational, managerial, and leadership preparation. Prior to the transition to a new chief in a combined department, candidates can be more prepared by assuring that lieutenant-level officers have been trained in operational courses like Managing Company Tactical Operations (MCTO) at the National Fire Academy or in an outreach program.

Captain-level officers can use both the previously listed course and management-level training at a course such as the Maryland Fire Rescue Institute's Staff and Command school. The Assistant or Deputy Chiefs can continue to expand their skills in a leadership development course at the New Jersey Fire Academy or National Fire Academy and through courses at a community college such as Business Management or Fire Science.

Ideally, the fire chief candidates of the future should be familiar with all of the materials covered in these courses. See **Appendix 10** for website information regarding the National Fire Academy.

Attention to available developmental courses and training will help build the Department's foundation of knowledge, as well as create a healthy, competitive environment for the organization. Both full-time and volunteer personnel should be given appreciation for their contributions past and present.



## **HANOVER TOWNSHIP** **RESPONSE FACTORS**

The Consultants conducted a field study of Hanover Township, including street and traffic patterns, and found that the Township is navigable but often slowly due to narrowness of roadways and traffic congestion.

The Fire Department may be able to work with Morris County and The State of New Jersey to provide input on roadway issues as development takes place. Not only are congested streets a source of slowing emergency response, but they endanger the crew's safety and jeopardize the money spent for the apparatus if a slight error is made by the operator or a defensive driving maneuver is made due to a passing motorist.

A new Hanover Township Fire Department has will have enough activity to stay busy according to an analysis of runs compared to those of similar communities. The two departments are currently organized fairly well to handle the myriad types of emergencies in Hanover Township as well as mutual aid to other portions of Morris County, but improvements are possible. A joint department will enhance operational capabilities.

IF HANOVER TOWNSHIP FIRE DISTRICTS BEGIN TO PAY ADDITIONAL ON-DUTY PERSONNEL IN THE FIRE DEPARTMENT THEY WILL LIKELY NEED TO CONTINUE TO HAVE DUAL TRAINED FIREFIGHTER EMT'S TO ENSURE AN ADEQUATE RETURN ON THIS INVESTMENT.

## **FLOODING FACTOR**

Although flooding is infrequent, it should still be considered. The fire departments in Hanover Township were reminded vividly in late 2011 that flooding can have a serious effect on response, both in terms of emergency-to-property runs as well as the abilities of the responders to access those in need. During a flood the normal demands for service are present, compounded by the complexities of the flood.

Since floods are rare a fire department should not make this a major factor in facility planning, but rather make decisions around the "ordinary and probable" When there is a rare flood, contingency plans can kick in. A single station model will improve the ability of the department to handle emergencies during a flood due to the simplicity of a central facility. Just as was done in 2011, units can be placed temporarily on the opposite side of the flood channel to facilitate response. The School Bus Garage on Highland Avenue seems to have worked out well and could be reused in the future.

When there is a flood it will be easier dealing with two, rather than three facilities.

## **VOLUNTEER TO STATION RESPONSE TIMES**

The consultants wanted to have an idea of how long it took volunteers to arrive at the station. Derrick Shearer constructed a detailed data analysis of personnel, their addresses and their capabilities. Among other factors, it showed the distances from members' homes to the fire Stations, their certification capabilities and the percentage of calls answered. Key data items are captured in **Tables 11** below. The complete spreadsheets that generate this table are extremely informative and are available from Mr. Shearer.

<b>Table 11</b>				
<b>Average Times and Distances of volunteers in Whippany and Cedar Knolls to their stations, and to Central Park</b>				
<u>Dept</u>	<u>Avg. Distance To Station</u>	<u>Avg. Time to Station</u>	<u>Avg. Distance To Central Park</u>	<u>Avg. Distance To Central Park</u>
Cedar Knolls	1.35 Miles	3.75 Minutes	1.51 Miles	4.54 Minutes
Whippany	2.02 Miles	5.52 Minutes	1.93 Miles	5.29 Minutes
Combined	N/A	N/A	1.72 Miles	4.92 Minutes

The information is quite clear. A single central station does not negatively impact average volunteer response times to the fire house. It is slightly longer for the current Cedar Knolls personnel and slightly less for those in Whippany. If a new Central Facility attracts volunteers close to it, the numbers will be all the better.

Princeton New Jersey recently centralized its response from three stations to one. This resulted in stronger volunteer crew sizes and no decrease in response times. (See the insert on the next page.) While conducting research in Hanover Township, William Kramer was on-site during several different occasions when emergency calls were dispatched. The turnout varied and it was obvious that a central facility would become a real positive here.

The response data for Hanover Township shows that it mirrors national trends with a static demand for actual fires and a leveling of demand overall. Future plans for apparatus, staffing, equipment and training should include attention toward this evolving trend.

## LESSON FROM PRINCETON

Recently voters agreed to unite the Borough and Township of Princeton, already being served by a single Fire Department. The Princeton Fire Department is a client of William Kramer, and changes have been made. During the year 2010, Chief Dan Tomalin made the tough decision to combine the three companies into a single station for response. The largest most central station was chosen and even though volunteers from the two other stations had to travel further, there has been an overall improvement.

According to Fire Official William Drake, “Although apparatus response times have not changed, the net effect has been that the apparatus are arriving on the scene more adequately staffed and are therefore better able to commence operations. For example, our data shows that typical response time for an engine company is approximately 11 minutes (for first engine to arrive). What the data does not show, however, is that prior to single station response, the first arriving engine may have only been staffed by a driver and officer, whereas with the single station response, the first arriving engine is staffed with a driver, officer, and three or four firefighters.”

Members who are serious about preserving the volunteer fire department should do their part to ensure frequent and timely response to fire alarms and EMS calls. The residents will ultimately determine what they feel are acceptable response times by choosing to approve or reject modest taxation necessary to staff in-station personnel. With the current 2% tax cap on property taxes, options are limited.

Ultimately, many volunteer fire departments, including most in Morris County, realized that they could no longer adequately serve the public with a strict reliance on volunteers. By having staff on-station, the turnout time (time from the alarm until the first apparatus leaves the station) is minimal. This time does increase when the staff responds from home. **Table 11** above shows that the average is 3.75 minutes in Cedar Knolls and 5.52 minutes in Whippany. It would be about 4.92 minutes to the Central Park area.

One wild card that could change everything is Governor Christie’s interest in regionalization. See insert below, and see **Appendix 3** previously referenced, for an article on an initiative regarding County-wide police and fire departments for New Jersey.

# Christie to confer in Camden County over regionalizing public safety

February 04, 2011|By Matt Katz, Inquirer Trenton Bureau

TRENTON - Gov. Christie will travel to Camden County to meet with mayors *and to lobby for creation of the first countywide police and fire departments in New Jersey, Freeholder Director Louis Cappelli Jr. said Thursday.*

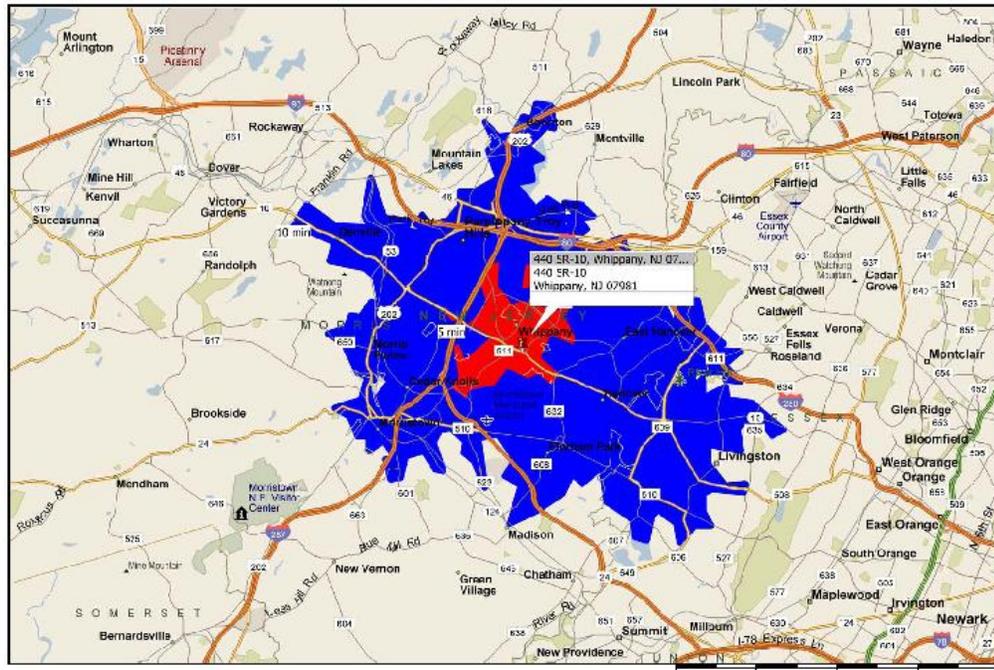
*Cappelli attended a closed-door meeting Thursday with Christie and elected officials from Camden, Trenton, and Newark - all of which have pursued or threatened police layoffs in recent weeks - to discuss public safety. Christie summoned the leaders to Trenton, but would not comment afterward except to say it was a "good meeting." His office would not confirm that Christie would come to Camden County to meet with mayors to support such an idea.*

## FIRE STATION LOCATIONS

We will analyze fire station location with a series of eight (8) maps as follows:

- **MAPS No. 1, 2, 3** show responses time patterns from each of the two existing district stations and also from a theoretical new single station located across from Central Park. These portray regional perspectives and show how the ten minute-zones spill into surrounding areas.
- **MAPS No. 4, 5, 6** zoom in closer and show how the five-minute zones match up fairly closely with the boundaries of District 2 and District 3. Also the sixth map shows how a five-minute zone from a central station almost covers as much territory due to overlap in the two existing districts.
- **MAPS No. 7 and 8** superimpose the five-minute response zones on a map with the Hanover Township boundaries clearly marked. This is not a precise computer calculation but is accurate enough to see how five minute coverage compares in a two-station vs. a single-station model.

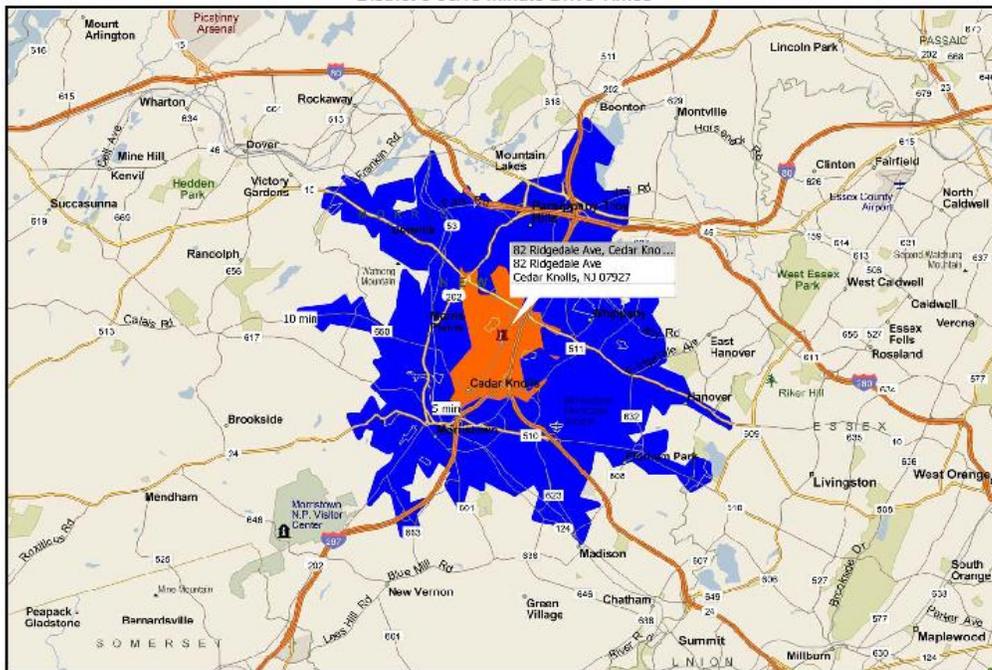
District 2 5&10 Minute Drive Time



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Map No 1 -- District 2, Whippany (above) Map No 2 – District 3 Cedar Knolls (below)

District 3 5&10 Minute Drive Times



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The map data utilizes the posted speed limits to calculate the distance a typical vehicle could travel in 5 and 10 minutes, respectively. These times can fluctuate based on the size of the vehicle and traffic conditions. While there are data intensive GIS applications that can validate with greater accuracy the polygons created by the area calculation, the consultants have found that the basic GIS application shown mimics closely the findings of the data intensive systems." Regarding station placement there are two opposing arguments:

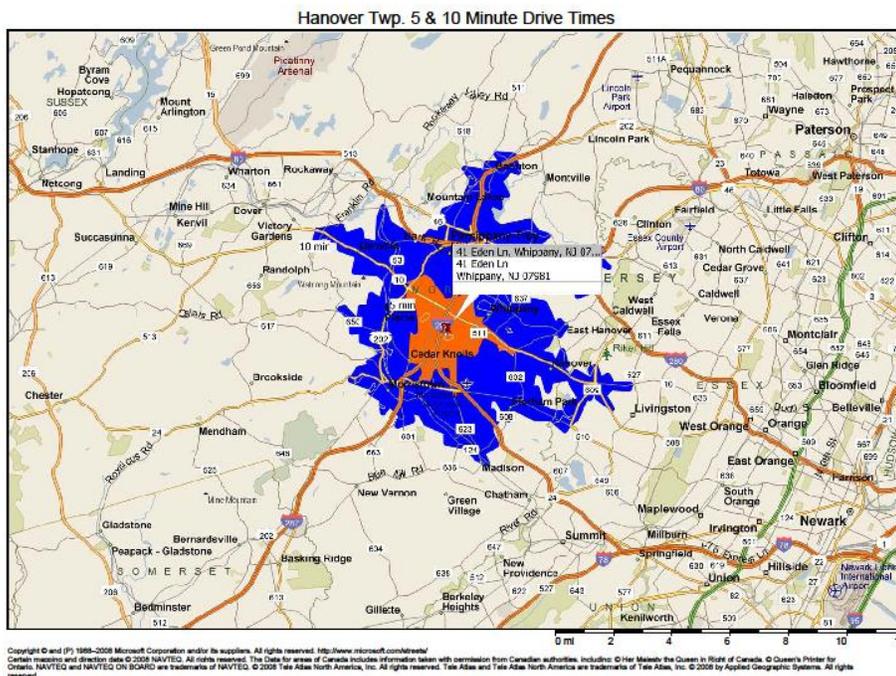
**Argument No. 1:** Each and every citizen and business occupant within the Hanover Township deserves response times from its fire and EMS department that are within national standard guidelines and therefore, regardless of how expensive and regardless of the infrequency of runs, enough fire/EMS stations will be constructed so that all residents and businesses have speedy response times.

**Argument No. 2:** An opposing argument is that the location of fire and EMS units must include the frequency or the demand for the services from that facility.

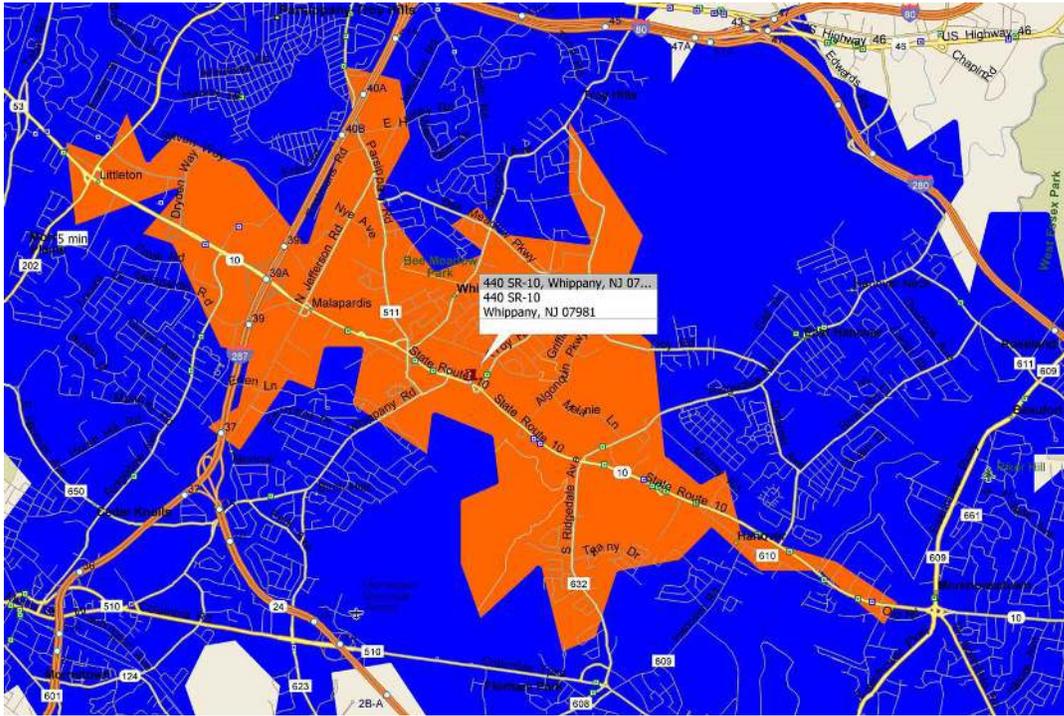
**Argument No. 1** above might sound nice but is unaffordable in most areas. We attempt to strike of balance between these two arguments as we analyze what is affordable. A one-station model strikes a nice balance in Hanover Township.

For the Central Station the five minute zone straddles both of the existing districts, and eliminates the 5-minute overlap. There is a greater blue zone toward the edges of the Township, than for the two-station model, but the more reliable response from a single facility should compensate for the extra minute or soon the fringes. In all of these the blue 10-minute zones spill way beyond the Township boundaries.

**Map No 3 – Response from Central Park, Eden and Jefferson (below)**



Better resolution and clearer definition of the response zones can be found in the three maps which follow. As noted, these are drive times from the two stations and from a theoretical central station.

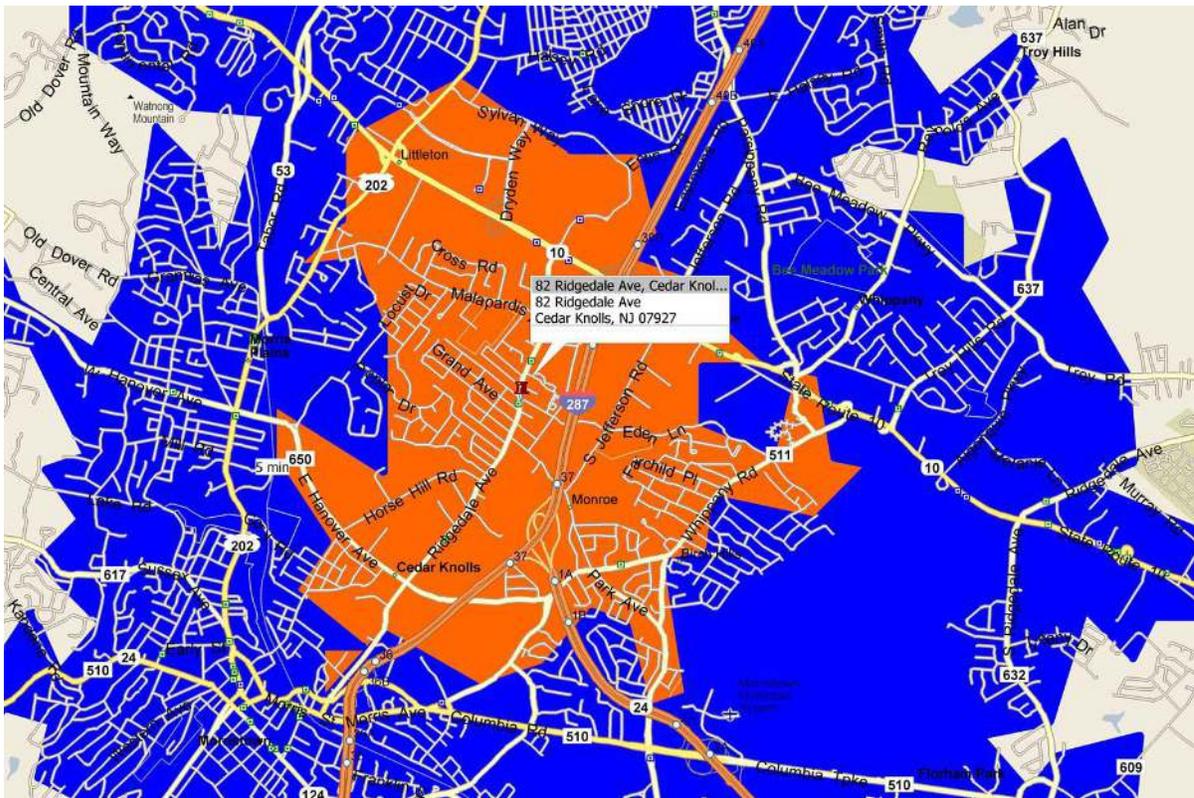


Red: Five (5) Minute Zone  
 Blue: Ten (10) Minute Zone:

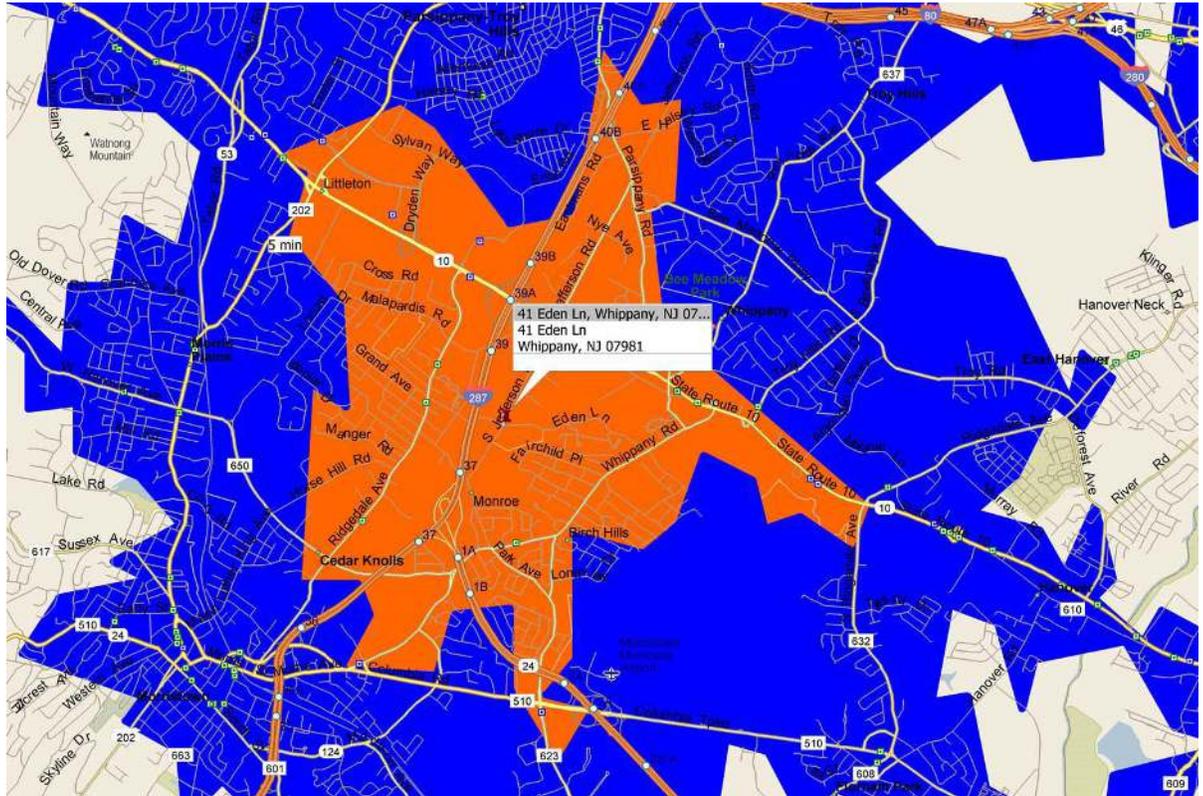
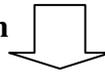
Map 4 - District 2



Map 5 - District 3



**Map No 6 – Response from Central Park, Eden and Jefferson**

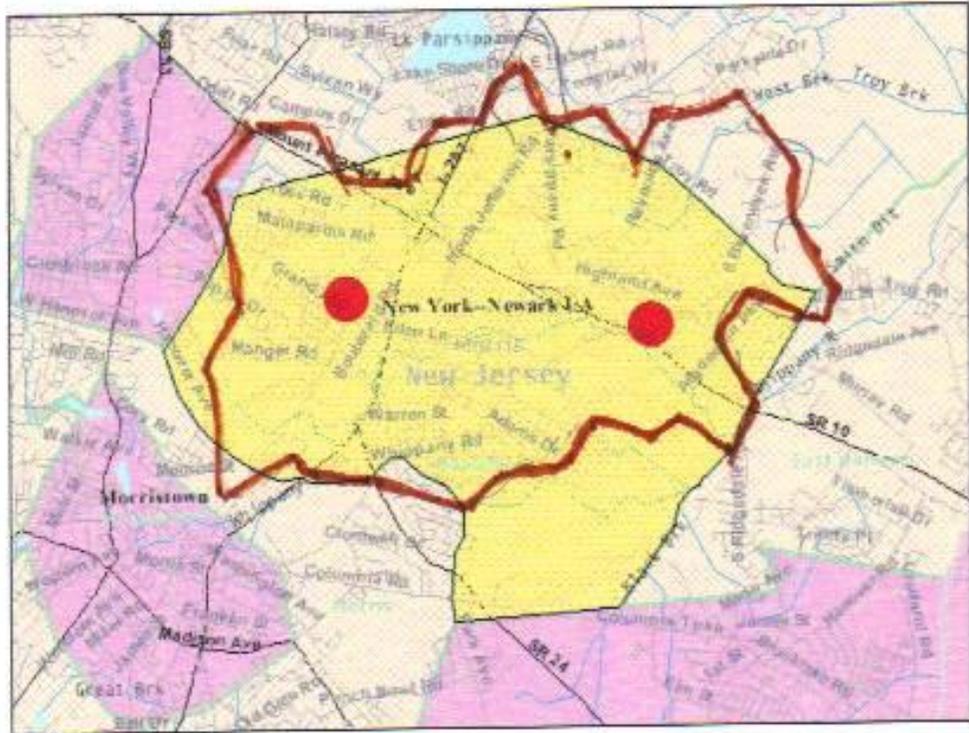


Red: Five (5) Minute Zone  
Blue: Ten (10) Minute Zone:

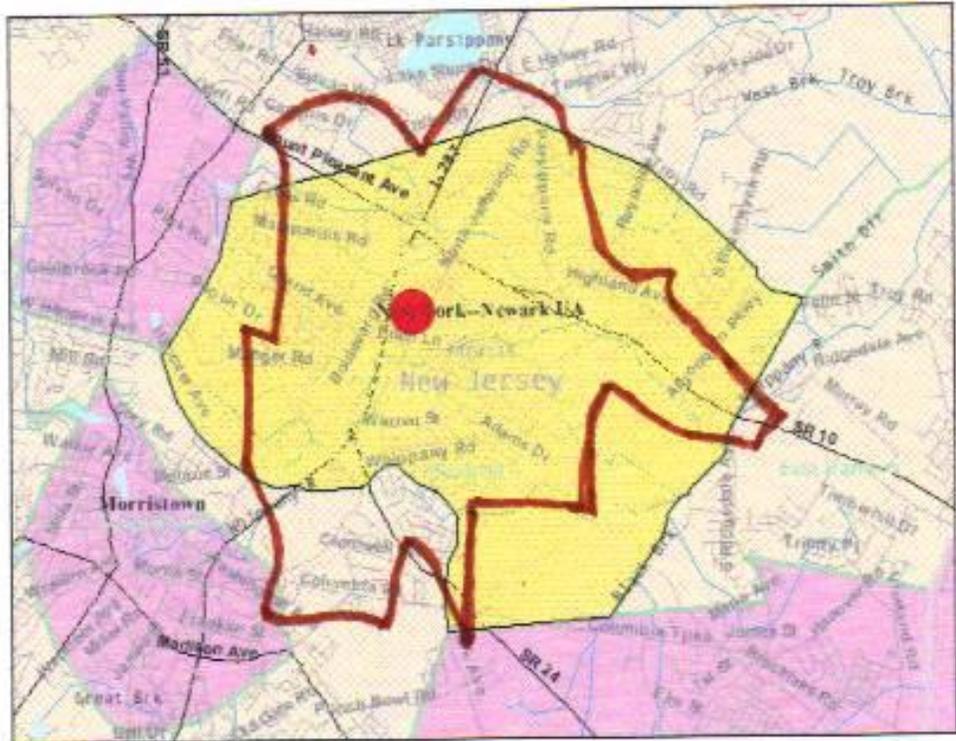
The consultants chose the 5 and 10 minute polygons versus the 4 and 8 minute polygons sought by NFPA 1710. Based on our experience the 5 and 10 minute polygons are more realistic and are helpful in decision-making. (The NFPA 1710 requirements are only partially met by larger fire departments such as Newark and Trenton.)

In Hanover Township all properties are within a reasonable distance of a fire station and will remain well protected with a one-station model.

On the next page are **MAPS 7 and 8**. These final two maps are designed to match up the five-minute zones with the Township boundaries. While not precisely to scale, they do show rather accurately the amount of real estate in Hanover Township within five minutes of both the two station and single station models. The possible location of a central station at Eden and Jefferson Sts. is within acceptable reach of all residents and businesses in Hanover Township, if it is staffed, if the volunteers are on station or if they are quick to reach it,



Hanover 5-minute zones: **Two Stations**  **Central Station** 



**Map No. 7: Upper**  
**Map No 8: Lower**

**Yellow: Hanover Township**

**Red: Five minutes from station.**

If volunteers can arrive and staff a vehicle within five minutes, all of the territory is virtually reachable in ten minutes in either model.

A fire department which can place at least one unit to be on the scene quickly to do size-up and effect some life saving or fire control action is more effective than others who can muster large forces but nothing very quick. Often, even if a fire cannot be extinguished with a small crew, it can be held at bay and its spread prevented with a small team pending the arrival of other staffed Hanover Township emergency response vehicles or mutual aid fire units.

While response times are generally favorable throughout the Hanover Township area, this is a measure of the first arriving vehicle and does not measure the adequacy of the number of personnel who arrive. In addition, residents and businesses can experience delays when multiple emergencies occur, as is common in most communities.

## **COMMUNICATIONS AND DISPATCH**

Fire Departments usually prefer to have dedicated dispatch centers and welcome county-wide facilities that incorporate their mutual-aid partners. For now the dispatching in Hanover Township is handled by the Police Communications center and is receiving mixed reviews. See the insert below which emphasizes their law enforcement priorities:

### **HANOVER TOWNSHIP COMMUNICATIONS**

There are four full time and two per diem Communications Officers. They are civilian personnel, working the same rotating shift as the patrol officers. Our Communications Center handles all 911 calls as well as non emergency calls coming in to the Department. The Communications Officers are also responsible for Fire and EMS dispatching. They have access to DMV and NCIC / SCIC files as well as ATS / ACS records. The department operates the Enforsys Computer Aided Dispatching System (CAD) and Records Management System (RMS) in order to enhance services. The CAD and RMS systems enable the officers to access departmental databases such as restraining orders in effect, gun permits and prior calls for service to a particular location. The system interfaces with Bio-Key mobile application which provides officers with silent dispatch capabilities. The Communications Center is manned by a Communications Officer.

Source: Hanover Township Police Website

A new single District in Hanover Township could work with the Communications center and neighboring jurisdictions to improve “Automatic Mutual Aid Response” (AMAR) agreements which summon both Hanover Township and Closer units. A box alarm system may find Hanover Township with more fire action as it is added to neighboring first alarm zones.

## **WATER DEPARTMENT**

Another key relationship that needs to remain positive is that of the water department. By working with the Southeast Morris Water District the fire department can be ensured that the water distribution system will serve the needs of Hanover Township now and into the future. In addition, we recommend that any new hydrants have “Stortz” fittings on the primary or steamer connection. This requires little marginal cost.

Since the Departments have incorporated large water tanks for the pumpers in the fleet, it appears that there is sufficient water to handle a structure fire where there is still an opportunity to make a save of the building and/or contents. Future apparatus purchases should continue the trend toward large water tanks for all of the apparatus.



**Crews from Southeast Morris County Water District service hydrant on Eden Lane.**

In the analysis of the water system in Hanover Township it was found that there are adequate water mains with sufficient volume and pressure throughout the township. An aggressive program to replace water mains has been the norm for the Southeast Morris Water District. Maintenance and servicing of the hydrant system was analyzed by the consultants and found to be of quality. Water supply is therefore not an issue of concern, regardless of the future organizational nature of fire protection in Hanover Township.

## **FIRE PREVENTION**

The fire prevention efforts within the fire department have no doubt contributed to the waning incidence of fire can provide a very important role as Hanover Township develops. Basic information can be given to residents via a brochure or website such as that reproduced below and borrowed from Princeton.

### **FIRE SAFETY & HOUSING INSPECTION**

**Are registrations required on fire alarm systems?**

Yes, fire alarm systems must be registered yearly.

**Do rental housing units require registration?**

Yes, all residential rental units must be registered with the Bureau of Fire Safety and Housing Inspection.

**Must sprinkler / alarm systems be inspected?**

Yes, by the Construction Code Department on installation and by private contractor annually thereafter. Yearly inspection and service reports are required to be sent to the Bureau of Fire Safety and Housing Inspection.

**When are fire safety permits required?**

For welding, application of torch roof, the use of tents or canopies and similar operations.

**When are housing inspections required?**

Every 2-2 ½ years in residential rental properties, according to the Princeton Borough Housing Code.

**When are smoke detector, carbon monoxide and kitchen fire extinguisher certificates required?**

Required at resale of owner occupied or tenant change in rental dwellings.

**When are the fire safety inspections performed?**

All businesses and other uses except owner-occupied dwellings are required to be inspected annually.

**Who must have a fire safety inspection?**

All stores, businesses and offices, non-profit, educational and multiple family dwellings.

Closely related to Fire Prevention is Public Education. Fire Safety instruction gives a public face to the two Fire Departments and is especially important in terms of educating school children in fire survival, and training adults to have working photoelectric smoke alarms and evacuation plans for their families.

The fact that the full-time personnel conduct fire inspections is a plus. They are stretched thin, however in that annually there are approximately 400 inspections in Cedar Knolls and 450 in Whippany. These 950 inspections will be more easily managed in a new single district.

If a merger were to occur there would have to be an ordinance to create a single “Local Enforcement Authority,” This should not be a serious obstacle. See **Table 12** below:

**Table 12 Local Enforcement Authority**

Currently	If a merger occurs
Whippany 1412-2 Cedar Knolls 1412-3	Hanover Township 1412-1

With new construction and ongoing renovations planned in Hanover Township, it is important that the prevention bureau take a proactive role in approving plans and conducting construction inspections to ensure fire codes compliance as the buildings are constructed.

At the Marriott on Route 10 the sprinkler and standpipes are boosted by a fire pump. A good drill for all personnel might be:

- Discuss the suppression and detection systems
- Building design and use
- Special hazards
- FD access and operational issues
- Review some scenarios
- Visit the location for a tour of what was just reviewed

The Consultants feel that this is a possible solution to help strengthen fire prevention and pre-fire planning efforts.

## **Pre-incident plans**

As resources grow in Hanover Township it will be vital that firefighters know as much information as they possibly can about the buildings to which they respond. The consultants were pleased that some work is already being done in this regard but more is needed and will be achieved by the more efficient use of personnel in a merger. Obtaining this information occurs prior to any response through preplanning inspections known as pre-incident surveys. These surveys show firefighters the building layout, water supply locations, accessibility issues, fire suppression design coverage and limitations, alarm panel locations, and specific life safety hazards, plus any other items the fire departments need to know ahead of time.

Much good planning is never captured on paper or in a computer. One recommendation of the consulting team is to ensure that the preplans are completed in a program that is compatible with any newly purchased Computer Aided Dispatch System in the future. Typical information that is minimally covered in preplans is referenced in the *NFPA 1620 Standard: Recommended Practice for Pre-Incident Planning*. Francis L. Branigan, in his book *Building Construction for the Fire Service*, states “pre-fire planning is the key element for the fire service, and without it, firefighters are just reactionary.”

Information in the formulation/design of preplans is available from the Fire Protection Handbook’s current edition. This manual has an entire chapter on the development of preplans. It should also be noted though that Microsoft’s Visio Program has a preplan package available that is much more firefighter friendly than the standard symbols used in both the NFPA 1620 and Fire Protection Handbook.

## **MUTUAL AND AUTOMATIC AID**

Several Chiefs of mutual-aid departments met with the Consultant, expressed a growing respect for the two Hanover Township Fire Districts, and stated that they will both send and ask for assistance as needed.

Currently both of the Chiefs are participating actively in the Black Meadows Mutual Aid Association, covering a sizable regional area. Both chiefs are helping to ensure that harmony is maintained and cooperative ventures are nurtured.

Communities surrounding Hanover Township provide mutual aid when called upon and will ask for help in return. As already suggested Hanover Township can investigate expanding these agreements into automatic aid agreements where additional resources are dispatched upon the report of a fire rather than wait until called upon.



## **TOWNSHIP GOVERNMENT**

A merger of the two fire departments would seem logical when all other township services such as police, public works, schools, etc. are already single entities. The new fire department should remain a separate entity.

The Township Officials were cooperative and supportive of this study but showed no interest in forming a Township Fire Department per se. Needed is a new district coincident with Township boundaries. Then Hanover Township would be in a better position to guarantee emergency services to its citizens, visitors and corporate residents.



## ENSURING ADEQUATE RESOURCES

The Fire Department Boards in both Districts are supportive of the fire department mission and have been willing to fund advancements to date. We anticipate continued support for additional resources commensurate with growth. It appears that current staffing incentives are barely adequate. Hanover Township must find a way to augment the personnel budget for increased financial incentives for volunteer response and/or per-diem on-duty members.

The current 2% cap on New Jersey property tax presents a problem if the government wishes to ask its residents to fund a more reliable fire department, or even to guarantee that a fire department will be there at all. Gradual increases in budgets over time seem to have been orderly and methodical, and have been possible due to tax-generated dollars from residents and businesses within the Township.

One Hanover Township resident in the Whippany Diner one morning discussed taxation with the consultants, and expressed a view likely held by the majority of the residents: "We don't mind being taxed if it is fair to all and equitably distributed."

The 2% property tax cap is not necessarily a bar as seen in the article found in **Appendix 9** from Camden, New Jersey. The article states: "The increase Camden officials are looking for the state to approve is allowable by law and would result in a 23 % increase in property taxes. "However, it barely skirts provisions set to take effect for fiscal year 2012 that requires voter approval for tax increases above the cap." Nearly 400 city workers -- including half its police department and a third of its fire department -- were laid off as Camden struggled to whittle away a staggering budget gap.

In New Jersey, as elsewhere, there is currently some dissatisfaction with the rate of taxes many residents have to pay for emergency service improvements. In Hanover Township most people realize the bargain they are receiving. Adequate funding will likely be available to provide additional services, including adequate volunteer incentives and/or per-diem on-duty members in the Fire Departments. Caution, however, is in order.

At times, community leaders will say, "Tell us what we should have for fire and rescue protection, and we will find a way to pay for it." Unfortunately, there is no easy answer, since it is virtually impossible to separate what a community *should have* and what is affordable. It is not feasible to separate a decision regarding the level of fire and EMS protection from financial concerns, since the two are very much interrelated. Once a fundamental level of Fire protection is in place, (as is the case in Hanover Township) each additional fire company is of marginally less value than the previously added resource.

In Hanover Township the first District provided a major difference between any fire protection or none at all. The second District improved response time for some portions of Hanover Township and provided "depth."

The level of fire protection must include “affordability.” An extreme example is found on some Native-American Indian Reservations here in the U.S.A. Fire protection consists of several lengths of rotting hose connected to water mains, in the hope that someone will put the hose to use in the event of a fire. They simply cannot afford anything more.

Another example of the interrelationship between budgeting and fire protection can be found in Norwood, Ohio. When a Chevrolet Camaro Plant closed in the City of Norwood, it suddenly had one fire station, when once it had three. The citizens of Norwood saw an across-the-board reduction in all governmental services. At some point, fiscal responsibility imposes a level of Fire protection that should not be exceeded.

With fire protection, it is very easy to make decisions based on emotional arguments such as: “if the fire station saves one life, it will be worth it.” It may very well not be worth it if neglected streets (poor signaling, rough pavement, etc.) cause two or more traffic fatalities, or if an under-funded police agency leads to more deaths from violent crime. All governmental services must be kept in a balance by Hanover Township officials.

Even if one could guarantee that one *could* save a life by adding a fire unit, most members of society would still want to weight this option against a “quality of life” factor. People *want* aesthetic beauty (parks, for example), and conveniences such as transportation. People are as a society willing to incur some risks to have this quality of life. Limited tax dollars need to be balanced among safety services and other Community needs, especially in light of the fact that some public funds might be expended better elsewhere.

If the Hanover Township officials were to introduce a plan that would eliminate 100% of all highway fatalities in Cedar Knolls and Whippany, it would certainly be more than “saving one life”. Therefore, should it be adopted? The solution would be to have no vehicle travel more than 10 miles per hour on any road within its boundaries. Hanover Township residents would likely find this unacceptable. Society members are generally daring and are willing to incur safety risks including occasional accidental fatalities in exchange for mobility in life and aesthetic beauty in our surroundings. Accordingly citizens are usually willing to spend only limited dollars for fire and rescue protection.

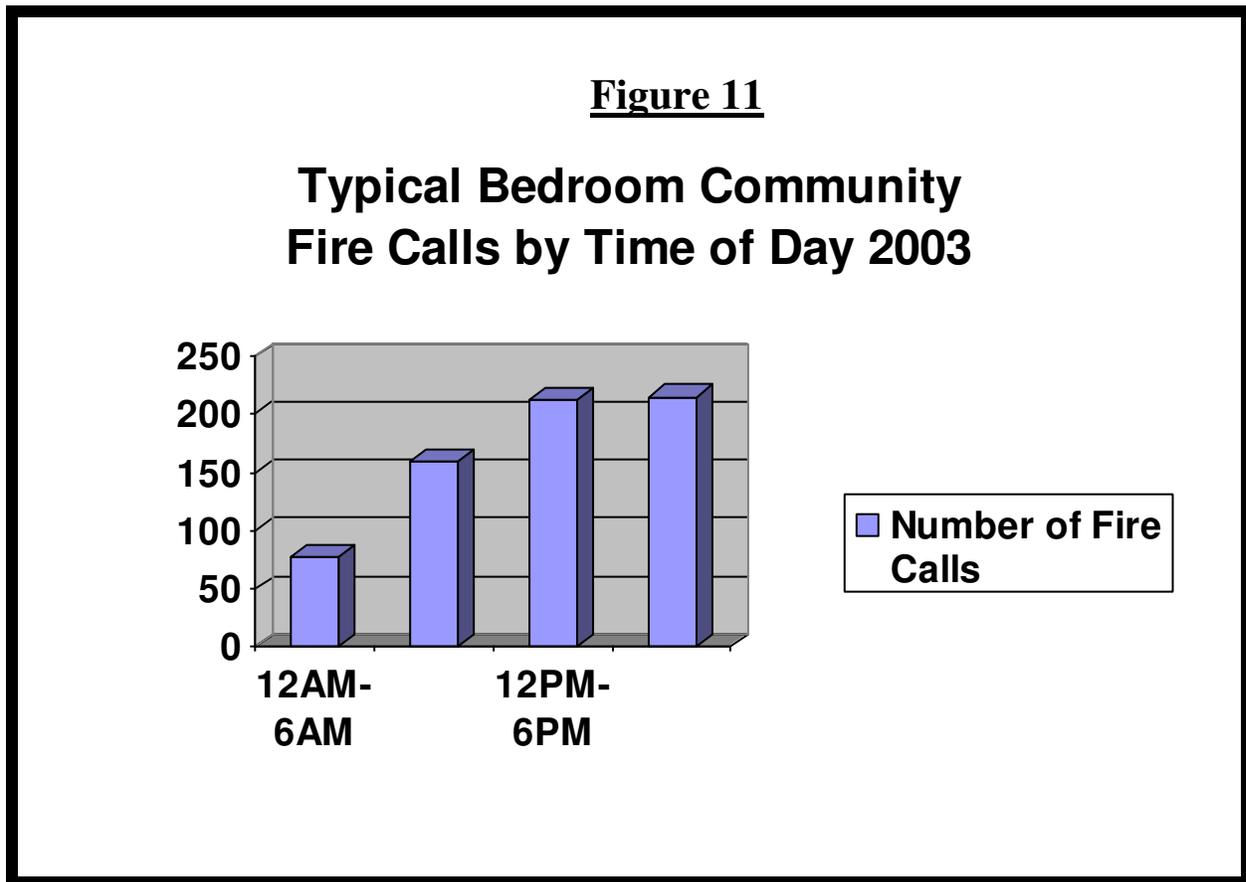
If we were to put a fire station on every major road in Hanover Township would it save one life? No doubt it would, but the price would be unpaved roads, a complete lack of any other basic services, and a populace taxed into poverty. Ultimately, there comes a decision point where “*the right level of fire protection*” must logically include the cost, and the effect on other government services. There is no equation that will dictate the proper number of fire units, and fire stations unless leaders are also willing to factor in the monetary cost of providing these.

## **Future Scheduling**

Once a fire station is in place, the personnel who staff it become a much greater investment than the building itself. Around-the-clock staffing, seven days a week, is most often used by most moderately sized departments, but smaller departments like the two in Hanover Township can sometimes analyze when volunteers will be available and plan paid personnel to supplement accordingly.

In both Whippany and Cedar Knolls a good number of volunteers live near the stations, Based on information provided to the consultants, it was determined that there is somewhat of a pattern of volunteer availability in Hanover Township. The full-time and per-diem personnel ably fill the gaps. If volunteers disappear as they have in other communities, plans will become necessary for on-duty personnel 24 hours a day, seven days a week but that is not imminent.

One example of a creative venture is the concept of “Variable Staffing, based on Time of Day.” **Figure 11** shows Call volume by time of day based on the demographics present in Hanover Township



An informal analysis of responses by the consultants showed that both of the Hanover Township Fire Departments are much like other departments that protect residential and commercial zones. The peak hours for fire and EMS calls occur between the hours of noon and midnight. In addition, the proportion of daytime responses could increase if the community develops with more commercial occupancies and offices.

Full-time fire departments have traditionally kept the same number of people on the job 24 hours a day, around the clock. This has not only made the administrative act of scheduling easier, but has made the schedule attractive to firefighters who are willing to work longer hours in a week than the average worker. The traditional *24-hours on and 48-hours off* has resulted in a schedule often seen as an attractive to prospective firefighters. On the other hand, a tremendous benefit has accrued to boroughs, villages, cities and townships who permit this schedule since the firefighters will work 48 to 56 hours as opposed to 40 hours accumulated in a normal 8-hour per day work week. When 24-hour scheduling becomes viable in Hanover Township, the Two Districts or the New Single District will be gaining these additional hours from each full-time person.

## **GRANT OPPORTUNITIES**

In the budget section of this report it was refreshing to see that both departments have been able to enhance their operations with grants. There are numerous sources of grant funding that are available to fire departments in New Jersey. A larger merged operation might find it easier to find specialized knowledge and talent and put together a grant-writing team. The two fire chiefs have all been quite in tune with the grant availability. Hanover Township fire department response areas can likely qualify for the following grants, although they are awarded based upon competitive application:

A popular federal grant is the “Staffing for Adequate Fire and Emergency Response” (SAFER) ACT, comparable to the COPS grant for police departments in the 1980’s, and provides about \$65 Million in personnel funding each year. Applications for this funding are able to be submitted in May/June. **KEY POINT: The second part of this program is for the recruiting and retention of volunteer firefighters.**

The Assistance to Firefighters Act, commonly called the Fire Act Grant, has been available since 2001, and provides about \$650 Million in funding for specific equipment, apparatus, and public education funds. The application period begins at the end of March and closes in early April. There are various EMS grants, equipment grants, and training grants available. These may even include specialty funding for volunteer firefighting needs. In addition, there are weapons of mass destruction (WMD) grant funds available through the New Jersey State Emergency Management Agency (EMA).

EMA grants provide equipment and resources for homeland security issues, which often overlap the needs of firefighting personnel, particularly in the area of training, response equipment and protections such as SCBA’s, etc.

Cooperation among the Departments in Morris County to create a regional initiative can enhance the funding levels given to the County through State Homeland Security Funding and through the Urban Area Security Initiative (UASI) grants. The funding preferences for homeland security funding usually involve the use of regional resources.

One note of caution is in order. Any fire agency, which wishes to be the recipient of Federal Grant Funding, must be able to demonstrate that they utilize the National Incident Management System (NIMS). This is a standardized approach to incident control that includes not only fire and EMS, but also Police and other Emergency Responders. The two departments ARE compliant now and a larger combined district could show compliance to a greater degree.

**Appendix 12** shows how two south Jersey Fire Departments, Collingswood and Westville, plan to use grant funding.

## **EMS and MVA INSURANCE BILLING**

One primary method of creating additional revenue that is used by most communities in America is EMS insurance billing. Cedar knolls has only recently begun to take advantage of these funds. Although insurance billing had been somewhat controversial in the past due to concerns from the public, particularly their perception of “double billing” for a service that they perceived had already been paid for by taxes, research and new information actually shows otherwise.

First, the issue of “double billing” must be visited. Insurance companies are already charging employer health plans for ambulance services. The revenue is factored into the health premiums passed on to the insured. If a community is not capturing these dollars as a medical provider, the insurance companies are directly profiting from a lack of collections.



In most circumstances, the patient has had very little or no co-payment for the services provided. In fact, services are not being “double billed.” Taxes do pay for the apparatus and medical equipment purchases, but EMS insurance revenue covers the services provided, such as a user’s fee. This approach is becoming much more popular in communities, as taxes pay for soccer fields at recreational parks, while the players chip in a user’s fee for maintenance of the fields.

Currently, neither of the departments utilizes MVA (Motor Vehicle Accident) billing. Although this is a new funding source, the consulting team recommends against counting on this revenue stream, as a few large insurance companies are currently lobbying against this practice and many don’t pay. See the article next page. .

# Fire dept. charges \$900 after teen's accident; family outraged

Posted on December 7, 2011 at 4:43 PM

*Updated Wednesday, Dec 7 at 6:19 PM*

By Anna Prendergast: (WHAS11) - Back in May, 17-year-old Matt Kircher caused what he calls a minor car accident at the intersection of West Port Road and Hurstbourne Parkway. Kircher hit a car that started leaking radiator fluid on the road.

"They put something down to absorb the fluid, the fire department was probably there for 15 minutes," said Terri Kircher.

Matt Kircher's mother, Terri, didn't think much about it she had full insurance coverage that paid for the damage to the cars.

Shortly after the accident she got a bill from The Worthington Fire Department wanting \$916.13 for cleanup costs. Worthington Fire Department hired a company in Ohio called Cost Recovery Corporation who sends the bills.

People who live outside of the district are charged for car accident cleanups. WHAS11 called the company in Ohio and wanted to know if people's credit could really be damaged if they refuse to pay.

A person from the company says they are not a collections agency, and said most of the time the insurance company takes care of the bill. The Kircher's say their insurance company refused to pay the bill and says 17-year-old Matt Kircher doesn't have the money.

Worthington Fire is not alone, Lyndon Fire started billing for car accidents and large structure fires back in July. Lyndon's Chief says if the insurance company doesn't pay they do not expect the resident to pay.

## **HANOVER SNAPSHOT**

During the site visits the consultants noted a variety of issues that help to define Hanover Township and its Fire Departments, and these “snapshot points follow. Several of them are detailed elsewhere also.

- 1. *Political and Administrative Support*** – The Elected officials were given an opportunity to contribute to this study. They expressed support for the grass roots work performed by the fire service and appeared open minded in their support for any future progressive changes. Board members were mostly supportive and several made it clear that they wanted an unbiased report free from any personal influence.
- 2. *Dedicated Personnel*** – The Consultants had an opportunity to personally discuss issues with members serving at all levels in both of the Departments. There is pride in Whippany and Cedar Knolls. They are dedicated members, anxious to provide quality work in the Fire service delivery areas. The attitudes were upbeat, and most members held a positive outlook for the future. Most favored a merger.
- 3. *A serviceable Equipment Fleet*** –The fleets of Fire Vehicles and Ambulances are well-maintained and get the job done. We noted redundancy that can be eliminated with a merger of the two Districts. Future investments made in Hanover Township can provide a versatile fleet suitable for future services demands. More detailed information on apparatus needs is provided elsewhere in this report.
- 4. *Community Support*** - As in most communities, the Fire services are respected by the public. The consultants interviewed corporate leaders and residents whose lives and property are protected in Hanover Township. There was overall confidence and satisfaction in both Districts, but also a lack of knowledge about fire department operations. Many people did not even know that the service is mostly volunteer.
- 5. *Personal Protective Equipment*** – The members of the Fire Departments have adequate personal protection and adequate turnout gear. It should be noted that turnout gear should be replaced in accordance with its life expectancy so that are large investment is not needed in the future to replace a large portion of the gear at once. A sense of security and self worth among individual members has resulted from these investments.
- 6. *Anticipation of growing pains and the need to acquire a vision for the future*** –The consolidation of the Districts should be weighed. Also as the mission of a fire department expands, now including a role as guardian of Homeland Security and first response for domestic terrorism, members belong to a larger more dynamic entity. This creates more training demands, but members eventually should find that the broader organizational mission provides more professional diversity.

7. ***Need for continuing improvement in Standard Operating Procedures or Guidelines*** -- To gain uniformity in tactical operations at emergency scenes, and to facilitate administrative operations, guidelines or procedures are needed in both areas. Both Chiefs are helping to pull these together for Hanover Township. The Departments can choose to call these Standard Operating Procedures, (often frowned upon by attorneys that do not like to provide ammunition to the opposition when things do not go “according to procedure”, and fire fighting operations incur litigation). They can also be called Standard Operating Guidelines (not liked by some Chiefs whose officers and members can deviate stating, “these are only guidelines”.) Several Fire Departments have tried to get the strength of both by calling them “Standard Procedural Guidelines” (SPG’s). A cross-sectional committee comprised of rank, genders, and occupational specialties should be involved in the drafting of procedures so that the majority of people subject to the adopted procedures or guidelines will have had a stake in their formulation.
8. ***Facilities*** - While both of the firehouses carry a proud history and tradition, they will need to eventually be closed or modified to include more overnight quarters, and other modern upgrades. As Hanover Township prepares to deal with outside contacts on a more regular basis due to community growth, updates will be needed to make the stations accessible. Plans are underway for a new station in Whippany and a remodeling in Cedar Knolls. A better option seems to be one new central facility. More detailed information on fire station needs is provided elsewhere in this report.
10. ***Grant funding for Fire*** –Both Cedar Knolls and Whippany have had some success with grants, The departments may consider becoming more aggressive in obtaining state and federal funds since many grant opportunities are targeted to smaller departments such as those in Hanover Township.. Many opportunities are available for obtaining outside funding to enhance the equipment and services delivered in Hanover Township. Information on available grants is provided elsewhere in this report.
- 11.. ***Constructive Chiefs***– The consultants met with the Fire Chiefs on several occasions in order to obtain input regarding their position on current and future affairs in their departments. There was a professional attitude that can be used as an asset in either one or two districts for the future.



# **EXCELLENCE CHECKLIST**

This report has already referenced several of the key NFPA (National Fire Protection Agency) standards and showed their relevance to staffing issues in Hanover Township. Since the NFPA is a non-profit information collection center and internationally respected authority for the fire protection industry, it can provide useful guidelines for organizations wishing to improve themselves.

In terms of the future, one of the most comprehensive standards is NFPA Standard 1201, *Developing Fire Protection Services for the Public*. This Standard, which was introduced in the year 2000, is an excellent checklist for fire agencies that want to plan ahead. This standard will be helpful to board members and fire officials as they look ahead and ensure that they are “covering all the bases.”

**Table 13** demonstrates its comprehensive scope. of NFPA Standard 1201.

## **Table 13**

### **KEY SECTIONS OF NFPA STANDARD 1201**

- Purpose of a Fire Departments
- Governmental Responsibilities
- Strategic (Master) Planning
- Organizational Structure of the Fire Departments
- Financial Management and Budgeting
- Human Resource Management
- Training
- Organization for Fire Suppression
- Emergency Scene Management
- Emergency Medical Systems
- Community Relations
- Public Fire Safety Education
- Code Enforcement
- Fire Investigation
- Communications
- Equipment and Buildings
- Management of Water for Fire Protection
- Hazardous Materials
- Major Emergency Management
- Management Reports and Records

# CONCLUSION

This report shows clearly that there needs to be one fire department in one facility serving Hanover Township. Anything less shortchanges the community. Ideas in this report provide the outline for a strategic merger plan that the two Fire Departments in Hanover Township can follow as a “roadmap” for continuing to ensure their success into the future. Hanover Township is a beautiful area, and careful planning is essential to maintaining the existing quality of life in the community, including first-rate fire and EMS protection.

When we consider the Board members and the many roster personnel in both Cedar Knolls and Whippany we see decades of experience. There is enthusiasm among fire department members, including both veteran firefighters and younger personnel. Both Whippany and Cedar Knolls have a combination of a small cadre of fulltime personnel working in harmony with the volunteers.

Members of both Fire Districts in Hanover Township continue to perform well in the face of increasing demands for service and increasing responses. Over time, both the Whippany and Cedar Knolls Fire Departments have undergone transitions and currently are positioned at a critical crossroad where their future as one or two entities should be planned in advance. A merger is needed.

The firm of **Kramer and Associates** has been asked to review fire protection in communities of many different sizes and in many diverse geographical locations. It can be said that the fire and rescue protection in Hanover Township ranks well when compared with that provided in similar jurisdictions, but cannot operate at its full potential without a merger

Citizens and businesses within the community can be assured that quality fire protection and quality pre-hospital emergency medical care will be there for them. Cooperation and a move to merge and consolidate operations among the existing two departments will take an already fine network of services to an improved level.

Nothing really will happen with this report, however, unless there is follow-up action to initiate the key components deemed advisable. Hence it is our strong recommendation that while the contents of this report are fresh, and are being discussed by the key stakeholders, that leadership act to commission an implementation task force, charged with the responsibility to make the suggested improvements a reality. This will ensure that the Fire Department can be able to continue as a viable service.





**TWELVE (12)  
APPENDICES  
FOLLOW**



**APPENDIX 1  
Consultant Resumes**



# Resume -- WILLIAM M. KRAMER

#9 Heritage Rd.  
Cincinnati, OH 45241

Phone: (513)678-2279  
Birth Date: 1-28-44

Two Grown Daughters  
Currently Single Fiancé - Debbie



## Educational Background

B.S.I.M.	Industrial Management	University of Cincinnati, 1968
B.B.A.	Management	University of Cincinnati, 1968
M.B.A.	Personnel Administration	Xavier University, 1970
M.A.I.R.	Industrial Relations	University of Cincinnati, 1977
Ph.D.	Major: Management Minors: Law & Indust. Rel.	University of Cincinnati, 1977 (Ph.D. GPA: 3.78 )

## Fire Service Background

**Volunteer Fire Service:** Volunteer Firefighter 1962 - 1969, Green Township; Vice President of FF Association 1967-1969.

**Career Fire Service:** Cincinnati Fire Division: Firefighter – 1973 to 1981; Lieutenant – 1981 to 1983; Captain – 1983 to 1987; District Chief – 1987 to 1993; 1994; Assistant Fire Chief - Feb. 1993 & Jan. 1995. Early Retirement Option January, 1995.

**Fire Chief:** Indianapolis International Airport, April 1995 - 1998.

**Fire Chief:** Deerfield Township Fire Department, Warren County, OH October 1998 – January, 2006

## Academic Background:

1971 - 1981	University of Cincinnati - Lecturer on Management
1975 - 1981	Xavier University - Assistant Professor of Management
1978 - Present	National Fire Academy: Open Learning Fire Service Program- Editor and Author
1982 - 2008	University of Cincinnati - Associate Professor of Fire Science
2008 - 2009	University of Cincinnati - Professor of Fire Science
1982-1995, 2002-2009	University of Cincinnati Department Head, Director of Fire Science

## Publications - Primary Author or Editor:

"A Managerial Analysis of Municipal Fire Departments  
-- Ph.D. Dissertation – (Cincinnati: U. C. Press, 1977)  
(N.Y. June 1977)

Article: "Management by Objectives in the Fire Service":

**International Fire Chief:** (Washington D.C., May, 1979)

Book: **Disaster & Fire Defense Planning**  
Course Guide (Washington D.C., Open Learning Fire  
Service Program, 1992)

Book: **Political and Legal Foundations of the Fire  
Service,** (Lexington, MA: Ginn Custom Publishing, 1992)  
1994)

Book: **Advanced Fire Administration**  
(Lexington, MA: Ginn Custom Publishing, 1992)

Book: **Fire Officer's Guide to Disaster Control**  
(Fire Engineering, 1992)

Book: **Disaster Planning and Control** (Penwell, 2009)

## Educational Innovation:

1997- Present: Served as Educational Commentator for two video production companies, Developed program for offering collegiate credit for evaluation of contemporary issues in the Fire Service. **American Heat.** 1988-1997 - **Working Fire.**  
1998- Present

## Military Background:

U. S. Marine Corps - Captain - Platoon Commander; Active Duty: 1965 - 66; 1969 - 70; Active Reserves: 1966 - 69; 1970 - 1974.

**Hall of Fame:** 2006: Highest State of Ohio Fire Service Award and Induction into Ohio Fire Service Hall Of Fame

## Co-Author

Article: "MBO Pays Dividends in Three  
Areas in Cincinnati": **Fire Engineering**

Book: **Managing Fire Services**  
(Washington D.C.: ICMA, 1979 and 1999)

Book: **Personnel Management for  
the Fire Service;** (Washington D.C.  
Open Learning Fire Service Program, 1979)

**Community and the Fire Threat,**  
(Lexington, MA: Ginn Custom Publishing,

Book: **Fire Chief's Handbook**  
Fire Engineering Books & Videos,  
Saddle Brook, NJ, 1997

Article: **Fire Service Staffing**  
Ohio Township Magazine, 2003

# LAWRENCE T. BENNETT, ESQ.

Cell 513-470-2744

## PROFESSOR

- **University of Cincinnati – Program Chair, Fire Science & Emergency Management,** College of Engineering & Applied Science; [lawrence.bennett@uc.edu](mailto:lawrence.bennett@uc.edu).

Program Chair on 9/1/09; Adjunct Professor (part-time) at UC starting in 2003, and full time Assistant Professor since 9/1/07.

Fire & EMS and Safety Law newsletter: self-sign-up; [www.uc.edu/cas/firescience](http://www.uc.edu/cas/firescience) (ON LINE BENNETT).

- Cincinnati State Technical & Community College – **Adjunct Professor since 2001, teach the course, “Law For Emergency Service Providers,” Phil Vossmeier, Director of Fire Education, 513-569-1415.**

## ATTORNEY AT LAW

- **Employment law / public safety law:** [lbennett@katzmanlaw.com](mailto:lbennett@katzmanlaw.com) (513-793-4400), 9000 Plainfield Road, Cincinnati, OH 45236.

1997 – 2007: partner with law firm of Katzman, Logan, Halper & Bennett; as of 9/1/07, became “of counsel” to law firm: Katzman, Logan, Halper & Siegel.

Admitted: Ohio, Washington, D.C., and Maryland; U.S. Supreme Court; Ohio Supreme Court; U.S. Court of Appeals for 6<sup>th</sup> Circuit; U.S. Court of Appeals for D.C. Circuit.

## EDUCATION:

- **JD** – Washington College of Law, American University, Wash., D.C. (1970);
- **BA** – Government & Political Science, American University (1967).

## CAREER:

- University of Cincinnati – Fire Science & Emergency Management (full time, 10/07 to present);
- Partner - law firm of Katzman, Logan, Halper & Bennett (1997– 9/2007);
- Vice President / General Counsel / Safety Manager – Johnson & Hardin Printing Company, Cincinnati (1992 – 1997);
- International Corporate Attorney – GE Aircraft Engines, Cincinnati (1979 – 1992);
- Federal Prosecutor/Civil Trial Attorney – U.S. Dept. of Justice, D.C. (1970 – 1979);

- Police Officer – Washington, D.C. – U.S. Capitol Police (1964- 1967), and then Wash. D.C. Police Department (1967 – 1970).
- Volunteer firefighter / EMT: 30 years: Deerfield Township Fire & Rescue (2006 – 2009), Fire Chief Chris Eisele, 513-459-0875; Madeira – Indian Hill Joint Fire District (1987 – 2006); Montgomery Volunteer Fire Company and Blue Ash / Montgomery Life Squad (1979-1987).

#### AUTHOR:

- 2009 – Ohio Fire & EMS Law (newsletters from 2000 – 2009);
- 2008 – “Fire Service Law” – 18 chapters; 276 pages; published by Prentice Hall / Brady; \$46.67; ISBN: 0-13-155288-0; [www.bradybooks.com](http://www.bradybooks.com); (Senior Editor Stephen Smith, cell 518-265-2821). The textbook has been selected by the National Fire Academy (Ed Kaplan, 301-447-1127) for use in colleges nationwide teaching the NFA’s distant learning course, “Political and Legal Foundations of Fire Protection,” and is also used at Masters Level at Arizona State University and other universities.
- 2006 - “Chief Fire Officer’s Desk Reference” - Chapter 4, “The U.S. Legal System and the Fire Chief,” International Association of Fire Chiefs’ publication; \$89.95; Jones & Bartlett Publishers, 978-579-8202. ISBN: 0-7637-2935-3.
- 2005 - “Fire & EMS Law For Officers – Employment Best Practices,” Oklahoma State University, Fire Protection Publications (2005), \$12.50; 1-800-654-4055; ISBN 0-87939-268-1.
- 2004 - “Fire and EMS Law For Officers – Safety,” Oklahoma State University, Fire Protection Publications; \$12.50; 1-800-654-4055. ISBN: 0-87939-240-1.

#### FIRE SERVICE – NATIONAL

- **National Fire Academy** – 2007, appointed “Subject Matter Expert” to update distant learning course materials, “Political & Legal Foundations of Fire Protection,” Ed Kaplan, 301-447-1127; 2002 – 2006, lecturer - Executive Fire Officer program (Charles Burkell).
- **National Fire Protection Association** - Aug. 2008, appointed as a principal member of Technical Committee on Fire Service Occupational Safety & Health (NFPA 1500); Carl E. Peterson, Staff Liaison, 617-770-3000.
- Firehouse Magazine – write column, “Larry’s Legal Lessons,” at [www.firehouse.com](http://www.firehouse.com) (search BENNETT); July 2007 to present; editor Peter Matthews, 516-779-1024.

#### FIRE SERVICE – OHIO / CINCINNATI AREA

- Ohio Department of Medical Services, Continuing Education Instructor - **Certification # 0000112, Exp. Date: 3/02/2011.**
- SW Ohio Critical Incident Stress Management Team - **Team member & General Counsel; Linda-King Edrington, Co-Director, cell 513-563-2172.**
- **Hamilton County Fire Chiefs’ Association** - Associate Member; Fire Chief B.J. Jetter, Sycamore Township FD; President of Association, 513-792-7249.
- **American Red Cross (Cincinnati Chapter)** - Government Liaison Committee; Gary Miller / Dudley Smith, 513-579-3030.
- **Disaster Committee, Greater Cincinnati Airport** - Captain Mike Hayes, 859-767-7959.

# Resume -- Randall W. Hanifen

6538 Red Pine Dr.  
Home: (513) 697-6897

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Cellular: (513) 266-6124

## Summary of Certifications

- Level 2 Firefighter/Instructor
- EMT - Paramedic
- Hazardous Materials Technician
- Hazardous Materials/WMD Incident Commander
- Basic Emergency Rescue Technician
- Fire/EMS Special Topics Instructor

## Education

<i>PhD., Business Management-Homeland Security, Present</i>	<i>Northcentral University Executive Management of Homeland Security</i>
<i>M.S., Executive Fire Service Leadership, 2006</i>	<i>Grand Canyon University; Phoenix, Arizona GPA: 3.87; NFA EFO Program based</i>
<i>B.S., Fire Science, 2004</i>	<i>University of Cincinnati, Cincinnati, Ohio GPA: 3.74; Coursework in Management</i>
<i>A.S., Fire Science, 2003</i>	<i>University of Cincinnati; Cincinnati, Ohio GPA: 3.06 Cum Laude &amp; High College Honors</i>

## Professional Experience

<i>Lieutenant /Shift Commander fill-in 1998 to Present</i>	<i>West Chester Fire Department, West Chester, Ohio Special Operations Division /Shift Commander fill-in Oversaw establishment of a tiered response system for Special Operations, which involves the County EMA</i>
<i>Firefighter / Paramedic(LT. Ret.) 1994 to Present</i>	<i>Deerfield Township Fire-Rescue, Mason, Ohio Responsible for Strategic Planning and Analytical Projects</i>
<i>Task Force Leader 9/2002 to present</i>	<i>FEMA Ohio Task Force 1 Urban Search &amp; Rescue Aided in creation of WMD Component of Task Force</i>
<i>Fire Service Consultant 2004 to Present</i>	<i>Kramer &amp; Associates, Cincinnati, Ohio Provide Analytical Analysis of Fire Department Operations</i>
<i>Adjunct Professor, 1/2007 to Present</i>	<i>University of Cincinnati, Cincinnati, Ohio Professor for Managerial Issues in Hazardous Materials &amp; Fire Investigation Assisted in the creation of the Disaster Planning Curriculum, NFA/FESHE</i>
<i>Executive Committee Chairman/RTM Responsible for Personnel, Grants, and Administrative Duties, Founding Member</i>	<i>Butler County Technical Rescue 8/2005 to present (volunteer)</i>

## Honors

<i>College of Applied Science Associate Graduate of the Year, 2003</i>	<i>University of Cincinnati</i>
<i>Fire Science Associate Graduate of the Year, 2003</i>	<i>University of Cincinnati</i>
<i>Fire Science Bachelor Graduate of the Year, 2004</i>	<i>University of Cincinnati</i>
<i>Member, Institute of Fire Engineers, 2009</i>	<i>National Association of Collegiate Scholars, 2002</i>

## Presentations

<i>Working Fire Video, 2002, 2005</i>	<i>Butler County Technical Rescue at various Associations, 2004-2009</i>
<i>West Chester University 2008, 2009</i>	<i>Ohio Township Association, 2008 Ohio GIS, 2009</i>

## Publications

<i>Fire Engineering</i>	<i>Round Table" Penwell Publications, August 2004 through March 2009, various editions</i>
<i>Penwell Publication</i>	<i>Disaster Planning and Control, Associate Author 2009</i>
<i>Penwell Publications</i>	<i>Disaster Planning and Control-Study Guide, Primary Author (Draft) 20</i>

## *Cari A. Kramer*

8732 Pitkin Avenue Apt 3A ♦ Queens, NY 11417

646-945-2610

Ckramer444@gmail.com

**OBJECTIVE** To obtain a position as an Emergency Medical Technician utilizing my training, skills and knowledge to help those in the community who need my care.

- Personable and professional in appearance and manner
- Exceptional communication and interpersonal skills
- Proven ability to work with a wide range of personalities and cultures
- Skilled at multi-tasking and maintaining composure in stressful situations

**HISTORY** Since graduating college with a BBA in Marketing and Management in 1998 I've been working in advertising sales for companies like The Wall Street Journal, Careerbuilder.com, Yellow Book USA and most recently, AT&T Advertising Solutions in Manhattan. (See page 2 for details)

After 12 years of corporate sales I want to work in a field that will truly help our community everyday and hopefully make a difference in the many lives I'll encounter. Future goals include Paramedic certification as soon as feasible with an ultimate goal of becoming a Flight Medic.

### **EDUCATION / CERTIFICATION**

**NEW YORK STATE LICENSE: Emergency Medical Technician  
REGISTRY #: 387373  
EXPIRATION: 9/30/12  
STATUS: ACTIVE  
NATIONAL REGISTRY #: B2020030**

August 2010 **UNITEK EDUCATION**  
**Emergency Medical Technician , Advanced Curriculum**  
**Courses of Study:**  
**EMT-B, Glucometer, Intro to Advanced Airway, Endotracheal  
Intubations, Multilumen Airways and IV Maintenance**

June 1998 **UNIVERSITY OF CINCINNATI**  
**Bachelors of Business Administration**  
**Double Major: Marketing and Management**

## **EMS EXPERIENCE**

10/10-Present    **MAXIMUM CARE AMBULANCE**                      **Emergency Medical Technician**                      **South Amboy, NJ**

- Transport and care of medically ill and injured patients in emergency and non-emergency situations
- Completing Patient Care Reports detailing events of transport
- Monitoring patients during transport and providing all necessary medical care
- Performing daily inventory reports and restocking ambulance

6/93-9/97                      **THE CITY OF CINCINNATI**    **Lifeguard / Head Guard / Aquatic Facility Manager**

- Managed daily operations of city pools and surrounding facilities / 8 direct reports
- Organized staff schedules, training, and weekly evaluations
- Scheduled events and coordinated swim meets, swim lessons, special education supervised swim
- Responsible for daily maintenance, ordering supplies, all documentation in accordance with state laws
- Facilitated communication and assistance with EMS when necessary

## **BUSINESS EXPERIENCE**

### **SALES & MARKETING**

8/09 – 10/10    **AT&T ADVERTISING SOLUTIONS**                      **Media Consultant**  
New York, NY

- Consulting small to medium sized business owners on the benefits of online & mobile advertising
- Creating top to bottom strategic marketing plans including online, direct mail, and video / audio
- Selling online advertising on websites like YP.com Google, Yahoo, and Microsoft Bing
- Monitoring results and adjusting based on traffic or market demand and results
- Managing existing client base and renewing / up-selling their marketing plans
- Maintaining top ranking in office, #4 out of 30

5/08 – 7/09                      **PAYCHEX, Inc.**    **Premier Account Specialist**  
New York, NY

- Up selling clients into the highest level of service available from Paychex, Premier
- Conducting client meetings to determine their level of risk and return in the following areas: HR Compliance & Policy Design, Federal & State Employment Laws, SUI, Workers Comp, COBRA, 401(k) Recordkeeping, Section 125
- Partnering with certified PHR's to deliver our consulting service and overseeing initial plan implementation
- Consistently meeting or exceeding quotas each month, and YTD

1/07 – 2/08 **CAREERBUILDER.com Major Account Executive**  
**Cincinnati, OH**

- Applying a value-based sales methodology to close major internet advertising accounts with C-Level executives in the Fortune 1000, awarded ‘Most New Sales’ nationally
- Identifying and developing leads, building account strategies, setting appointments, conducting account research, leading sales meetings, and creating relationships that lead to increased revenue, recognized for ‘Greatest Incremental Revenue’ Q3, 2007
- Consulting and driving business results by leveraging initiative, decision making, planning, and resilience
- Researching the online recruitment industry and customers’ industries, understanding human capital, and using economic and financial data to understand a client’s business

4/03 – 1/07 **YELLOW BOOK USA Senior Account Executive**  
**Cincinnati, OH**

- Responsible for Prospecting / Closing new business / Servicing existing customer base
- Selling a high volume sales in print and online media
- Exceeded 125% net gain objective for most campaigns
- Rookie of the Year in 2003, Ranked 3<sup>rd</sup> in the Nation
- President’s Club Winner 2004
- Achieved rapid promotion sequence advancing 2 Levels in 1 ½ Years
- Maintained #1 ranking in office for first full campaign #25 in Nation out of 2000+

8/99 – 8/01 **DOW JONES & COMPANY, THE WALL STREET JOURNAL**  
**Palo Alto, CA**

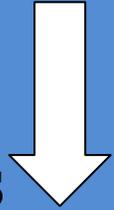
**Circulation Sales / Travel & Education Markets**  
**Riverside, CA**

- Ranked 2nd of 30 reps nationwide for sales volume in Fall campaign 2000
- Presented print and WSJ.com applications to College Deans, Faculty, and Students at seminars
- Developed marketing strategies to increase circulation percentages by 15%
- Implemented and managed integrative programs for high volume institutional sales
- Increased sales for the National WSJ Travel Amenity Program with hotel chains, increasing daily circulation by 34% in campaign



## APPENDIX 2

### Vol. Fire Dept. Closings, Mergers



#### Rutledge-Morton VFD Merger



The website of Rutledge Borough boasts that the tiny Delaware County community has "a fire department, a park, and a stately old borough hall." But last March, the 124-year-old fire company, staffed by volunteers, closed its doors, put its 1982 Sutphen fire truck up for sale, and consolidated with nearby Morton.

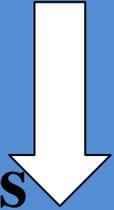
The reasons? "Money and manpower," said Jerry Connelly, the president of the new Morton-Rutledge Fire Company. The two departments were short on both, he said. Now, the insignia on the new company's trucks reads: "Two traditions, One vision."

Connelly said the consolidation is working well, with a single disappointment: Only one new volunteer has joined the 30-member force.



## APPENDIX 2

### Entry 2: Mergers in NJ Townships



## Fire departments prepare to merge



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Chief Aaron Stoller stands with the newly labeled trucks of Paris & West Twps. and Minerva Fire Dept. in the Minerva fire station.

[Featured Business »](#)

**By Malcolm Hall**

**CantonRep.com staff writer**

Posted Nov 28, 2011 @ 07:10 AM



At the start of the new year, fire protection in the Minerva and Malvern areas will be delivered in a different package.

The name Sandy Creek will be synonymous with fire response for residents and business owners in Minerva and two neighboring townships.

And to the south in northwest Carroll County, those in Malvern and surrounding Brown Township will get to know the name Great Trail.

Through an agreement known as a joint resolution, political leaders in Minerva, Paris Township and Columbiana County's West Township created Sandy Creek Joint Fire District.

This new entity will perform rescue tasks handled by the Minerva Fire Department and its counterpart to the west, Robertsville Fire Department.

In a similar manner, Malvern and Brown Township officials signed on to a joint resolution establishing the Great Trail Joint Fire District.

## **MINERVA**

Aaron Stoller, currently chief of the Minerva department, will carry the same title when Sandy Creek Joint Fire District begins operating.

"They were looking at the rising cost of providing fire protection and taking those costs and dividing them equally around the district," Stoller said. "We are looking to reduce in the district fire insurance cost to homeowners."

Considering that the fire departments of Minerva and Robertsville are taxpayer supported, one notion mentioned by those involved with the fire district is taxpayers in Minerva and the two townships will wind up paying the same tax rate for fire protection.

"I think maybe in the long run it may be better off financially," Mayor James Waller said. "If you form a district, you have the whole district voting on one fire levy."

A seven-member board will oversee Sandy Creek's fire district. Officials with the board are projecting the district will submit a request in 2012 for voters to approve a property tax. The expectation is it will be a 3-mill levy.

"That is tentatively what we are looking at," said David Detchon, chairman of the Sandy Creek Joint Fire District board. "We haven't crunched the final numbers."

If such a tax is approved, existing levies that support fire protection would be revoked.

One glitch in the works occurred in early November when voters of

Columbiana County's West Township rejected a request to replace an existing 1-mill, five-year levy for fire protection. That levy would have generated \$51,600 annually.

"There are still other fire levies out there that we have," said Richard McClellan, a West Township trustee. "Right now we will probably work with what we got. The levy that was defeated will probably impact it a little bit."

McClellan, former chief of Minerva's fire department, will represent West Township on the Sandy Creek seven-member board.

According to joint resolution, Minerva's annual contribution to the fire district will be \$100,000. Paris Township is to put in \$140,000 each year. The annual contribution from West Township is to be \$90,000.

"That is for now until we get our own levy passed," Detchon said. "The aim of the board is better protection. There are financial advantages to being a district as opposed to individual fire departments. In day-to-day operations, rather than dealing three separate entities, you will just have the board."

Officials with the Sandy Creek board anticipate operating out of the Minerva station and leasing Robertsville's station on the western edge of Paris Township.

The Minerva station is in the 500 block of E. Lincoln Way while Robertsville's station is in the 11100 block of Lincoln Street E in (U.S. Route 30) Paris Township.

## **ROBERTSVILLE WEIGHING OPTIONS**

Robertsville Fire Department is under a corporation providing fire protection through a contract with Paris Township trustees.

One official with the Robertsville department, Dave Ball, is skeptical if the Sandy Creek district is a good option.

"We have not joined the fire district yet," Ball said. "We are still in negotiations. What this fire district wants us to do is lease our building. Basically, we would be turning over our fire trucks and

equipment to them.”

Ball maintains suspicion that at some time Sandy Creek Fire District might consolidate all operations in Minerva, thus leaving western Paris Township without a fire station.

“We are just trying to protect our interest in the equipment,” Ball said. “We want to make sure we are not gone, and we are still here for the people of Paris Township. If they shut down Robertsville Fire Department, there won’t be a fire department in Robertsville. The building will still be there. But if they move all the fire trucks to Minerva, it is just the same.”

The Sandy Creek Joint Fire District does not require cooperation of the Robertsville firefighters.

“Robertsville does not have to be a part of this,” said David Comstock, a Youngstown-area attorney who is advising both Sandy Creek and Great Trail on establishing their respective fire protection districts. “It is between the two townships and the village. What is needed from Robertsville is a lease for the use of the station and equipment.”

## **MALVERN**

Ralph Castellucci, chief of the Malvern Fire Department, will carry on as chief of the Great Trail fire-fighting unit. It is essentially a merger of the Malvern and Brown Township fire departments.

“We have two fire departments that are within two blocks of one another,” Malvern Councilman Alan Artzner said. “There are economics to operating one department rather than two. Their training will be uniform. We will have more diverse equipment once we combine them. It is something that needed to be done years ago.”

While officials in the Minerva area are looking to maintain at least two fire stations, the plan is the opposite in the Malvern area, according to Castellucci.

“We are going to try to eventually get down to one station,” Castellucci said. “We will be using both stations for the time being,

with the idea of down the road combining into one station to save costs. With more firefighters and more equipment in certain areas, that should improve your (Insurance Services Office) ratings.”

Malvern’s fire station is in the 100 block of Water Street while Brown Township’s is in the 200 block of S. Bridge Street.

And with the case in the Minerva, Great Trail officials look to place a tax levy on the ballot next year.

“After the first of year we are going to get our budgets together,” said Artzner, who represents Malvern on the five-member board overseeing the new fire district. “Since Malvern and Brown Township have their own levies, we have to work out what the new levy would be before we talk about it.”

The joint fire district will have the authority to send tax levy requests to voters.

As with the agreement with the Minerva-area fire district, the joint resolution establishing Great Trail’s district spells out who pays what.

Malvern is to put \$17,000 into the fire district each year while Brown Township’s annual contribution is to be \$90,000.

“Now you are going to have more firemen available no matter what time it is,” said Rodney Wise, a Brown Township trustee who represents the township on the Great Trail board.

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## Report: Lambertville fire companies should be merged

Published: Wednesday, February 02, 2011, 6:38 AM



NO IMAGE

By [Renee Kiriluk-Hill/Hunterdon Democrat](#)

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Columbia firehouse in Lambertville

LAMBERTVILLE — A tax-funded report recommends against replacing Columbia Fire Company’s aging pumper and further suggests that the 10 active volunteers “align themselves” with one of the city’s three other volunteer companies, which all have more members.

The report says that the four pumper trucks spread among the city’s four companies are two more than the population warrants. Nonetheless, the city Fire Commission plans on Feb. 19 to put a \$600,000 question to voters to decide a new pumper for Columbia. A \$595,000 question last year to do the same was defeated by fire election voters, even though the commission has the money saved.

The recommendations on equipment and the alignment top the study released by the commission in advance of a meeting on Tuesday at 7:30 p.m. at the Justice Center. Members hope that residents attend to discuss the findings.

William Flynn was hired to review manpower, equipment and future needs of the city’s four volunteer fire companies. He is a retired Paterson Fire Department deputy chief and certified fire official and inspector known by Al Komjathy, one of Lambertville’s five fire commissioners, The commission oversees a budget supported by a city fire tax. It equips the companies and covers costs such as insurance and hydrant fees. The commission pays “rent” to each company to store firefighting gear and trucks. Firemen raise money to improve or expand the firehouses.

In his report, Flynn said that he spoke with fire commissioners and volunteers from each company, reviewed commission minutes, manpower records, compared water supply information to recommended standards and visited each firehouse to see equipment. He said that all equipment is “well maintained and in good condition,” then used National Fire Protection Association recommended standards to note that Columbia Fire Company’s 1987 pumper is “close to its maximum 25-year serviceable life.”

Fleet Wing in Lambertville has a ladder truck, Union two pumpers, Hibernia one pumper and Columbia a pumper and an air truck. Because a national insurance service also noted that this is two engines more than

needed for maximum credit, Flynn opines that Columbia's pumper shouldn't be replaced.

That would still leave the company with its air-pack supply truck. "If Columbia... remains a part of the Lambertville Fire Department... the 10 members should align themselves with one of the other companies to ensure a proper staffing response to incidents," Flynn wrote.

The other companies aren't much larger, ranging from 14 active members in Hibernia to 21 in Union. However, Fleet Wing sold its circa-1864 firehouse five years ago, after realizing that a modern ladder truck wouldn't fit inside, and moved to expanded space at the modern Union Firehouse less than a half-mile up Main Street. Fleetwing retains a separate roster and meeting schedule, but does drill with Union volunteers.

Flynn's report details response rates by Columbia's volunteers without mentioning that of other departments. It says that in 2009 Columbia sent an "effective operational crew" of three members to 36 of 164 incidents. It also breaks down the response rates by the four members of the Tillett family, without doing the same for other companies where multiple members of the same family may volunteer together.

Copies of the full report are on file at City Hall and on the city's web site and at the city library and each firehouse. Commission secretary Mary Sheppard will e-mail or fax copies to residents. Reach her at 609-397-3868 or [maryesheppard@comcast.net](mailto:maryesheppard@comcast.net).



# APPENDIX 3

## County-wide Fire Agencies



[GOVERNMENT](#), [POLICE & FIRE](#)

### Camco Shared Services Police and Fire Idea to be Pitched to Locals

State Senate President Stephen Sweeney spoke on the subject in Collingswood Tuesday.

By [Deena DiBacco](#) | [Email the author](#) | January 26, 2011

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State Senate President Stephen Sweeney, Camden County Freeholder Director Louis Cappelli Jr. and four area mayors held a press conference at Collingswood Community Center Tuesday to discuss the possibility of creating a shared countywide police and fire department.

In addition to Collingswood Mayor James Maley, who acted as Tuesday's host mayor, Cherry Hill Township Mayor Bernie Platt, Somerdale Borough Mayor Gary J. Passanante and Lindenwold Borough Mayor Frank Delucca Jr. spoke about the potential of shared public safety in Camden County.

According to Sweeney, New Jersey's economic crisis accounts for numerous police and fire department layoffs that have occurred throughout the state.

"We have way too much government (in New Jersey), and we are in a crisis right now," Sweeney said. "We have to find a way not to take any more police off the street, but reduce the cost and put more police and firefighters on the street to protect our citizens."

To highlight financial problems municipalities have encountered, Cappelli cited the state's 2 percent cap on property tax increases.

"These four mayors standing here are facing a task this year that they've never dealt with in the past—the 2 percent cap," Cappelli said. "It is impossible to continue to provide the same services that we've previously provided with this cap in place."

To avoid cutting any more public safety personnel, the county has proposed a shared services plan—an optional service that would provide interested Camden County municipalities with shared police and fire services.

Sweeney said the proposed countywide service would save municipalities money over time, and would put more public safety employees on the streets—making up for the decrease in safety caused by recent police and fire department layoffs.

Gloucester Township Mayor David Mayer has expressed willingness to meet with county officials to learn more about the plan.

"I believe the Gloucester Township police and fire departments are the best in the state and they provide the most essential service for our municipality—preserving the health and welfare of our community," he said in a statement issued last week by the county. "I welcome the discussion of shared services, and I look forward to reviewing a more detailed county plan, when it is available, with our Gloucester Township police and fire chiefs."

While no formal plans have been submitted, officials said Tuesday they plan on meeting with interested Camden County mayors, police chiefs and fire chiefs to discuss options.

"On Feb. 1, we will be meeting with Camden County mayors, police and fire chiefs," said Cappelli, adding that officials from every municipality in the county have been invited to attend. "The meeting will be a formal discussion about different departments in the county, and we'll gather information from the mayors to see what interest they may or may not have."

Municipalities, said Sweeney, would not be required to participate in the county's proposed public safety, shared services endeavor, and town officials are not required to attend the Feb. 1 meeting.

Camden County Freeholder Rodney A. Greco, who is the freeholder board's public safety liaison, was also present at the press confer



# APPENDIX 4

## Residential Sprinklers In New Jersey



### Bill Would Require Fire Suppression Systems In New Homes

Monday, November 21, 2011

← Assemblyman John Wisniewski

TRENTON – A bill sponsored by Assembly Democrats John Wisniewski, Jerry Green and Mila Jasey to require the installation of a fire suppression system in new single and two-family homes was released Monday by an Assembly panel.

“This is a simple, commonsense step that will quite simply save lives and property,” said Wisniewski (D-Middlesex). “We know these suppression systems are effective, so there’s really no reason why they shouldn’t be as commonplace in new construction as windows and doors.”



“Ensuring public safety is among our top priorities, and this would be an important step toward ensuring fire safety in new construction,” said Green (D-Union/Middlesex/Somerset). “A change like this can go a long way toward saving lives of residents and firefighters, and that’s always a good thing.”

“Protecting lives is a priority,” said Jasey (D-Essex). “Making these fire suppression systems routine is quite simply the right thing to do for both our residents and firefighters.”

In order to ensure compliance with an ordinance requiring the installation of a fire suppression system in new single and two family homes, this bill would condition the issuance of a certificate of occupancy upon the installation of the system.

All fire suppression systems required by such ordinances would have to conform to the requirements promulgated by the Commissioner of Community Affairs.

The bill was released by the Assembly Housing and Local Government Committee.

Read more: <http://njtoday.net/2011/11/21/bill-would-require-fire-suppression-systems-in-new-homes/#ixzz1eSo84UyJ>

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## APPENDIX 5

**Overreliance on volunteers can mean that calls go unanswered.**



### **Station did not answer fire call**

**the fire might have caused less damage had there been any firefighters at the nearby Chancellor Volunteer Fire and Rescue station 7.**

BY JONAS BEALS

*Date published: 10/31/2011*

BY JONAS BEALS

Some time early yesterday morning, a house in [Spotsylvania County's](#) Fawn Lake subdivision caught fire.

A call for help came in to the county at 12:58 a.m. Eighteen minutes later, a fire truck from Chancellor Volunteer Fire and Rescue station 5 arrived to find the roof and second floor engulfed in flames.

Other units arrived on the scene from Spotsylvania Fire and Rescue station 1 and Chancellor Volunteer Fire and Rescue stations 6 and 10. A truck came from the Lake of the Woods fire station, and the fire was eventually extinguished.

The two residents of the house made it out safely, as did their pets. There were no injuries to any firefighters.

Spotsylvania Fire and Rescue officials did not have damage estimates as of last night.

But the fire might have caused less damage had there been any firefighters at the nearby Chancellor Volunteer Fire and Rescue station 7.

"There was no response from station 7," said Spotsylvania Fire and Rescue Deputy Chief Monty Willaford.

If that sounds familiar, it is because a Fawn Lake house burned to the ground in 2003 after an identical 18-minute response time. Like yesterday, there was no response from station 7.

As a result of the 2003 fire, Fawn Lake resident Sheryl Bennett started the Spotsylvania Coalition for 24/7 Coverage. She said that the future of 24/7 coverage rests with the Board of Supervisors and how they choose to proceed with improving coverage.

"People should be aware of their own nearby stations," she said. "And thanks should be given to the people who are there. They need to be told they're appreciated."

Chancellor VFR Administrative Chief Kevin Dillard said there would have "absolutely" been a better response time to yesterday's fire if that station had been staffed.

But he also said that station is the hardest one to man with volunteers--a fact recognized by the county when they agreed to start putting 24-hour career coverage there earlier this year.

But the paid staff work only from Monday mornings to Friday evenings, leaving the weekends without staff.

Yesterday's fire came at a time when county officials are trying to shift from separate career and volunteer staffs to a "combination" system that could, conceivably, fix some of the holes in the coverage schedule.

"Station 7 has had some significant staffing problems," Willaford said. He said that the Spotsylvania Board of Supervisors will get a report on station 7 at their Nov. 10 meeting.

Dillard is fully aware of the problem, and the growing challenge of recruiting volunteers.

"We haven't given up on trying to staff out there," he said. But he also said that "it's going to take a while" for the county to get career staff there to man the station 24/7.



# APPENDIX 5

## Entry 2: Dearth of Volunteers in South Jersey



### Dearth of volunteers hurts South Jersey fire stations

7:17 AM, Oct. 24, 2011 |  
[11 Comments](#)

Written by  
**[GEORGE MAST](#)**  
Courier-Post Staff



Retired volunteers (from left) Jerry Sutts, Harry O'Neil, Lou Pantalone and John E. Smith stand inside Winslow Township Fire Station No. 1. / JOSE F. MORENO/Courier-Post

A sign at Winslow Township Fire Station No. 1 shows the need for volunteers. Stations throughout the area are having problems attracting volunteers, which has forced some companies to close. / JOSE F. MORENO/Courier-Post

**WINSLOW** — In a region where many of the firefighters who respond to emergencies are volunteers, fire departments across the state and South Jersey are waging a constant battle to maintain staffing levels.

Facing a diminished [volunteer](#) staff, Winslow fire officials this month voted to shut down one of the township's six volunteer fire stations.

Despite efforts in January to bolster the number of active volunteer firefighters at the Winslow Township Fire Station No. 1, there remained only one firefighter capable of responding to the station at Hall and Hay streets for fire [calls](#).

Fire Chief Terrance Osborne said over 500 letters soliciting volunteers were sent out to the neighborhoods around the station and a public [meeting](#) was held at the fire hall in January in hopes of eliciting enough recruits to keep the station active.

But with no new recruits, fire commissioners in Winslow decided to place the last fire engine at the station elsewhere and voted earlier this month to deactivate the station. At the end of the year the township's building lease, which is owned and maintained by the volunteer company, won't be renewed.

"It's slim pickings when it comes to trying to recruit young people," said Lou Pantalone, a fire commissioner and 20-year volunteer at the Winslow station.

While the Winslow station faces challenges because of its rural location in the southern part of the township, other volunteer stations across South Jersey and beyond are also feeling the pinch of a diminishing volunteer staff.

Last year, officials in Pennsauken closed the longtime volunteer Highland Volunteer Fire Co. on Marlton Pike because of personnel matters and a lack of volunteers.

George Hefflich, who has nearly 60 years in the fire service including 20 years as an official in Secaucus, Hudson County, said he's afraid the volunteer firefighter is a dying breed.

"It looks very, very bleak," Hefflich, president of the New Jersey State Firemen's Association, said of the long-term future of volunteer fire companies.

(Page 2 of 3)

Hefflich said volunteer rosters have been decreasing gradually over the past five or six years. “It’s happening statewide. It’s getting worse and worse.”

Hefflich places part of the blame on the economy, as some who might otherwise volunteer are now working multiple jobs. Also a factor: Volunteer fighters are required to complete much more training than in the past.

In New Jersey, a volunteer firefighter must complete at least 120 hours of training before becoming [active](#). Hefflich predicts in the future there will be more towns across New Jersey paying for fire service.

Across the state, volunteer firefighters outnumber their paid counterparts 6 to 1, according to Oct. 6 statistics from the state Department of Community Affairs. According to the figures, there were 37,225 volunteers and 6,205 career firefighters.

The same figures from earlier years were not available, according to a state official. While the battle isn’t easy, some stations have found new recruits.

Pennsauken, which was forced to close the Highland station last year, now has seven recruits training to become firefighters — the largest recruit class the township has ever had.

Pennsauken Chief Joseph Palumbo said fire officials there have been advertising for volunteers and attend open houses at area high schools to build interest.

“Luckily for us, things are stable,” Palumbo said.

William Beckett, president of the Gloucester County Fire Chiefs Association, said departments across the county are all active in seeking additional volunteers.

Beckett, who is also a deputy fire chief in Mantua, said many departments struggle to consistently get enough response to fire calls, but added that the picture isn’t dire for volunteer companies across the county.

“[Volunteerism](#) is just slowly staying steady,” he said. “We’re not losing a great deal but were not gaining a great deal.”

In Winslow, Osborne said the township’s six other fire stations, which includes a station in Sicklerville staffed by 15 career firefighters, will cover the area around the now-defunct Station No. 1 house.

(Page 3 of 3)

With staffing also down at some of the other volunteer stations, Osborne said it's hard to imagine maintaining all of those remaining stations in the future. "Trying to get new members is definitely the toughest part of the volunteer companies," he said.

Inside the Station No. 1 house, it is obvious there remains a fierce pride for the company founded 76 years ago, but there's still a glaring lack of bodies. The red and gray floors of the engine bay are shiny and clean but sit empty except for a single tanker [truck](#) — which also gleams with polish.

Aside from 51-year-old Jerry Sutts, the approximately one dozen remaining volunteers, who still hold meetings at the station and work diligently to keep the grounds, engine bay and tanker truck in immaculate condition, are [retired](#) or inactive from service. Sutts now responds at another station for fire calls. If the tanker at the Winslow station is needed, he responds there alone.

"It's weird. It's like, 'Where is everybody at?' " Sutts said of responding alone to the station — which at one point was crammed with apparatus and a volunteer staff deep enough that members took turns to stay behind at the station as backup.

Osborne, the Winslow fire chief, said the remaining tanker truck will be moved out by the end of the year. While the volunteer company is a shell of its former self, longtime members like Pantalone, Sutts, John E. Smith, 51, and 84-year-old Harry O'Neil will continue to gather at the station.

The men plan to keep their fire charter active and will continue to use the station for benefits and community events.

The station's sign along Hay Street petitions for volunteers.

"We are a very proud company," Pantalone said. "We're still going to do whatever we have to do get the ball rolling again."



## APPENDIX 6 **Volunteer Recruiting**



### **Two volunteer fire departments seek recruits**

**By Brandi Watters** The Herald Bulletin

ANDERSON, Ind. — Two area fire departments say they are facing a shortage in volunteers, and are looking for a few good men, women, and teenagers.

The Richland and Frankton fire departments are traditionally known as volunteer fire departments but their members are paid a small stipend for responding to emergency calls these days.

Even so, it's not a lot of money, close to \$1 per emergency call, and the number of people willing to do the job has dropped.

Richland Fire Chief Bryan Frank said he has 48 members on his department. Less than 20 regularly respond to emergency calls.

That's not because they're bad firefighters, according to Frankton Fire Chief Rob Amick.

The change in response is a sign of the times, he said.

"It used to be that the guys on the volunteer fire department were farmers or mechanics. They had their businesses here in town. They could shut their door to their barber shop. They could stop what they were doing and people understood that they were going to help," Amick said.

"The farmers would stop their tractors in the field and respond to calls. Today, there's not a lot of jobs around that you don't have to drive for."

Many of the Frankton firefighters work in Muncie, Anderson and Indianapolis, he said.

That leaves the department low on manpower when emergency calls come during work hours.

Frank is most concerned about his manpower in the future. Four of the most dedicated members of his department are leaving for military service soon.

Although both Frankton and Richland are parts of township government, the fire departments created a fire territory to protect them in the event that townships are dissolved by state officials.

The territory has helped Amick gain better control of his budget, and he can finally afford to outfit new recruits.

In the past, Amick struggled to pay for the equipment needed for a new member. “To outfit a fireman is extremely expensive.”

All gear included, a typical firefighting outfit costs \$2,500, he said.

Now, Amick has the funds to outfit new recruits, but has no new recruits.

He needs particular help manning the Frankton fire station located in Lafayette Township on Madison Avenue, he said. “We need help to get those trucks out the door.”

Amick has 22 firefighters now, and would like to recruit 10 new members.

Although the firefighters are paid meager wages for their service, most agree that the sacrifice is worth it.

Firefighter Bob Wagner is just 20 years old and will soon become an instructor with the Richland Township Fire Department. A full-time college student, Wagner said becoming a firefighter has helped improve his resume and given him access to networking opportunities in the public safety field, where he eventually wants to make a career.

Wagner said he even earned 12 credit hours at college for his fire certifications. “It’s really prepared me to enter the job market

Young and old, all are needed, Frank said.

Although a person must be 18 to become a firefighter, Richland Township Fire Department has a cadet program designed to help train the future firefighters.

The program is designed to give teens aged 14 to 17 an opportunity to get hands on experience in a firehouse while training with actual firefighters.

Older citizens are not excluded, Frank said. “The hard firefighting jobs are a young person’s thing, but if someone’s in good health, we can always use them.”

The real appeal of joining the fire service, Frank said, is the brotherhood among firefighters. “It’s a big family.”

Contact Brandi Watters 640-4847, [brandi.watters@heraldbulletin.com](mailto:brandi.watters@heraldbulletin.com)

# **NJ town may ease volunteer firefighter requirements**

Under the township code, a firefighter can be dismissed if he doesn't respond to 50 percent of the fire calls for two straight years

By Kimberly Redmond  
The Record

SOUTH HACKENSACK, N.J. — The Township Committee is expected to introduce an ordinance that would reduce the number of calls a firefighter must respond to in order to maintain good standing in the volunteer fire department. The changes to the township code, which were recently proposed by the fire department's board of officers, will help "modernize and bring it up to date," Fire Chief Mike Nasta said at a recent Township Committee meeting.

Nasta said that the board hopes to give township firefighters every opportunity to stay in the department, but many are working two jobs due to the poor economic climate. Those additional jobs, he said, sometimes make response to alarms difficult. Under the township code, a firefighter can be dismissed if he doesn't respond to 50 percent of the fire calls for two straight years.

The board of officers has suggested decreasing the requirement to 40 percent. The board proposed a similar change on clothing allowances. Members who don't meet the 50-percent attendance requirement are not given a clothing allowance. The board has suggested amending that figure to 40 percent.

The board also proposed to change the special clothing allowance for members with 25 years in good standing. They now receive the allowance if they have an attendance rate of 50 percent. That would be changed to 40 percent. The board asked Township Attorney David Nasta to draft an ordinance for future consideration.



# APPENDIX 7

## Governor Christie & Public Worker Health Care

### Christie wants public workers to pay more for health care benefits

[Share](#)



*Julio Cortez* New Jersey Governor Chris Christie alks with Bob Myers, right, of North Arlington, N.J., and Gene Hammerle, 59, of River Edge, N.J., at the end of a town hall meeting concentrating on Christie's reform agenda at the 2001 Paramus Elks Lodge of the Benevolent and Protective Order of Elks, Thursday in Paramus. Myers, a retired teacher, said the governor "has effectively trashed my profession."

Posted: Thursday, January 13, 2011 11:00 pm | *Updated: 11:01 pm, Thu Jan 13, 2011.*

By ANGELA DELLI SANTI Associated Press |

**PARAMUS** - Gov. Chris Christie proposed significantly higher health insurance premiums for hundreds of thousands of public workers in New Jersey on Thursday, saying overly generous benefits are threatening to bankrupt the system.

Christie told a packed town hall audience in Bergen County that state and local workers, teachers, police and firefighters must begin paying more for their medical and dental benefits if the system is to remain afloat. The health benefits fund is \$67 billion shy of meeting its eventual obligations.

"We have to have a plan where everybody has skin in the game," Christie said to applause from a supportive crowd of 500 in Paramus.

Christie hosted his first town hall meeting with voters since unveiling his agenda for the coming year on Tuesday. He said changes in health and pension benefits, and overhauling teacher tenure are top priorities.

Christie wants benefits changes that make the health insurance system more like the private sector or the federal government, with employees paying about one-third of the costs of whatever benefits plan they choose. The government picks up the other two-thirds.

That would amount to a significant increase from the 1.5 percent of salary employees now pay. A teacher earning \$60,000 now pays \$900 a year toward a plan that costs \$22,000, Christie said. Under his proposal, that teacher would contribute \$7,333 a year for an identical plan.

The changes also could result in inferior benefits, as some workers would be forced to accept plans with higher deductibles and copays or limited choice of doctors, to keep down costs.

Christie said health benefits for current workers and retirees cost New Jersey taxpayers \$4.3 billion a year and the amount is growing. He said the state cannot afford to have worker benefits eating a larger and larger portion of state, local and school budgets.

The governor also renewed his call for changes to the pension system that include raising the retirement age to 65 from 62, rolling back a 9 percent pension increase granted a decade ago, and requiring all workers to contribute 8.5 percent of their salaries toward retirement, a higher portion than all but police and firefighters pay now.

Christie said adopting major changes to the pension system this year would cut the funds' \$34 billion unfunded liability in half in 30 years.

He said his proposals "introduce fairness and shared sacrifice in these tough economic times."

Christie called on the Legislature to act before recessing in July. But it is unclear how far Democrats who control the Senate and Assembly - and the legislative agenda - will be willing to go amid opposition from the unions, which are major constituencies, in an election year.

Christie said he is proposing the changes to shore up the health and pension systems, not just to be tightfisted. He said the changes are part of his long-term plan to reduce state debt and introduce more fiscal responsibility to stabilize property tax growth.

The Legislature enacted some pension and health benefits reforms last March, but those affect new workers, not the existing work force and retirees.

Despite a new 2 percent cap on property tax increases, New Jerseyans are likely to see their property taxes continue to rise at a rate that exceeds 2 percent. A look at property taxation around the state by the Star-Ledger of Newark published Thursday shows local taxes jumped 7 percent last year. Less than 25 percent of taxpayers saw increases of under 2 percent, the analysis showed.

The governor also beat the drum Thursday for major education changes that include scrapping teacher tenure, creating a merit-pay system, introducing school choice, adding charter schools and closing poor-performing schools.

"This is the fight," he said, referencing his ongoing battle with the state teachers union, which opposes most of his proposal.



# APPENDIX 7

## Entry 2: Ocean City Considers replacing Firefighters with EMTs



### Council: Replace retiring firefighters with EMTS

Written by LAURA STETSER

#### **Average OC firefighter makes more than \$100K**

Some members of City Council Thursday questioned the administration's handling of staffing needs at the city's fire department. Councilmen Keith Hartzell and Scott Ping asked for Mayor Jay Gillian's perspective on a potential "model change" for the department during the next budget year.

During a report on citywide staffing totals given by Director of Finance Frank Donato, Hartzell and Ping discussed hiring emergency medical technicians instead of firefighters as openings become available.

The average Ocean City firefighter makes more than \$100,000 per year, Hartzell said, while the average EMT nationwide might make closer to \$40,000 per year. He projected that the city could save \$60,000 annually per employee by replacing the firefighters with EMTs as openings arise.

Currently, the department has a staff of 62 with two administrators and three platoons, each with 19 firefighters and one EMT. Gillian recently authorized the hiring of two new firefighters to fill the spots of retiring members.

"I am extremely disappointed in the administration not discussing the hiring

of two firemen, because we had had discussions about a possible model change,” Ping said. “For us not to change this model and give the taxpayers a break just makes no sense to me. I just don’t understand why we would do business as usual, just because the money is there.”

Hartzell said the department runs ambulance service with nine employees that are assigned to perform EMT tasks. Three of those are EMTs and the remaining six are firefighters with EMT certification.

“There’s a huge cost savings, and the time is now,” he said. “I would really like the administration to step up the effort and explain why it would work or why it wouldn’t,” Hartzell said. Both men said they don’t anticipate response time to change or services to be altered by their proposed change.

Monday, 26 September 2011 09:42



# New Clifton Fire Department rating could decrease home insurance rates

FRIDAY, SEPTEMBER 30, 2011 LAST UPDATED: FRIDAY SEPTEMBER 30, 2011, 1:27 AM

BY ADAM GREENBERG  
STAFF WRITER

[CLIFTON](#) – City residents do stand to receive reduced fire insurance rates after Insurance Services Office, Inc. (ISO) upgraded the [Clifton](#) Fire Department to an elite classification, but it is going to depend entirely on the insurance company.

Earlier this month the [Clifton](#) Fire Department joined a very exclusive club when they earned an ISO upgrade to Classification 2 from Classification 3. Only 12 fire departments of 668 evaluated by ISO in New Jersey have obtained a Classification 1 or a Classification 2.

One of the possible perks of receiving a classification upgrade is reduced fire insurance rates on residents' homes, but it depends wholly on the insurance company and City Manager Matthew Watkins indicated there may be some insurance companies who are not onboard.

Acting Fire Chief Brian Mulligan announced at the Sept. 6 meeting of the municipal council that the classification upgrade would not go into effect until Jan. 1, 2012, but some residents have already started reaching out.

One resident indicated she had contacted State Farm Insurance and a representative said the upgrade had no bearing on her home's insurance premium and that rates would not be reduced.

Watkins said the City was cautioned by ISO not to give out a possible dollar amount for potential fire insurance rate reductions because there are too many variables and circumstances.

With the ball completely out of the City's court, Watkins said the best move now for residents interested in saving a buck come January is to get in touch with a supervisor at your homeowners insurance company and explain the situation.

The [Clifton](#) Fire Department scored an 86.28 out of the 100 point ISO evaluation.

The [Clifton](#) Fire Department received a 76.83 in 1998, earning a Classification 3.



## APPENDIX 9



# Apparatus and rolling stock

### WHIPPANY FIRE DEPARTMENT FLEET

<b>Unit 201</b>	2006 Dodge Durango Operated by Chief of Department Joe Cortright
<b>Unit 202</b>	2003 Dodge Durango Operated by Deputy Chief Randy Polo
<b>Unit 85</b>	2000 Ford F-250 Pick Up Truck
<b>Unit 84</b>	1999 Ford Expedition
<b>Unit 86</b>	2003 Dodge Durango
<b>Old E-81</b>	1958 B-Model Mack. In service from 1958-1983. Recently reacquired and restored by the Whippany Fire Department. This engine answered over 3000 alarms while in service.
<b>Rescue 80</b>	2004 KME 11-Man Cab Hazardous Materials Response Unit Carrying all types of entry suits The Rescue carries all of the department's vehicle rescue equipment including our "Jaws of Life" Firefighter Assist and Search Team Response Engine
<b>Engine 81</b>	1998 KME Class A Pumper Dedicated to the veterans of Hanover Township

**8-Man Cab**

Mural contains equipment used by the U.S. Military from each of the Wars or Conflicts that the U.S. participated in from WW1 thru Desert Storm. It was hand painted by Ed May.

1250 Gallons per minute Hale Pump with a Compressed Air Foam System

750 Gallon Water tank/ 55 gallons of foam

**Engine 82**

1995 Spartan Class A Pumper

6-Man Cab

1250 Gallon per minute Hale Pump

500 Gallon Water tank

**Engine 83**

2000 KME Class A Pumper

8-Man Cab

1250 Gallon per minute Hale Pump with a Compressed Air Foam System

900 Gallon Water tank/ 55 gallons of foam



**Engine 81**

1998 KME Renegade Excel - 8 Man Cab

750 Gallon Tank

Hale 2 Stage Pump 1500 Gallons Per Minute

Hale Foam Master C.A.F.S. W/200CFM Compressor

2 Class a Tanks (50 Gallons total)



**Engine 82**

1995 Spartan / US Tank - 6 Man Cab

500 Gallon Tank

Hale 2 Stage Pump 1250 Gallons Per Minute



**Engine 83**

2000 KME Renegade Excel - 8 Man Cab

900 Gallon Tank

Hale 2 Stage Pump 1500 Gallons Per Minute

Hale Foam Master C.A.F.S. W/200CFM Compressor

2 Class a Tanks (50 Gallons total)



**Rescue 80**

2005 KME Renegade Excel - 11 Man Cab

First Due to all HazMat, Vehicle Accidents & Fast Team

Wilburt Light Tower, Air Bags, Absorbent Materials

On Board Hydraulic Power Pack for Hurst Tools



**Car 84**

1999 Ford Expedition

Responses to all medical emergencies

Assigned to Fire Prevention Bureau

Secondary vehicle for towing trailers



**Unit 85**

2000 Ford F-250

Primary vehicle for towing Water Rescue Trailer and HazMat Support Trailer



**Car 86**

2003 Dodge Durango

Assigned to Fire Prevention Bureau

Fire Police Vehicle for traffic control

Backup vehicle to all medical emergencies



**Car 201**

2006 Dodge Durango

Assigned to Chief of Department

Responses to all emergencies

Incident Command Vehicle



**Car 202**

2003 Dodge Durango

Assigned to Deputy Chief of the Department

Responses to all emergencies

Incident Command Vehicle

# CEDAR KNOLLS FIRE APPARATUS

Engine 34  
1989 Pierce Lance - 6 Man Cab  
First due for structure fires and FAST team  
1250 GPM Two Stage Waterous Pump  
80 gal 3x3 Foam



Utility 30  
1999 Ford F450 Super Duty  
Confined Space  
High angle technical rescue  
Low pressure air bags



I

Engine 35  
1995 Pierce Lance - 6 Man Cab  
Rescue truck - Jaws of Life, Holmatro, Hurst  
1500 GPM Two Stage Waterous Pump  
30 gal 3x3 foam



Truck 33  
2002 Pierce Dash - 6 Man Cab  
95 foot mid-mount ladder truck  
6 Cylinder straight diesel - 400 horsepower  
1500 GPM Single Stage electronic Hale pump





# APPENDIX 10

## National Fire Academy



U.S. Fire Administration, 16825 S. Seton Ave., Emmitsburg, MD 21727  
(301) 447-1000 Fax: (301) 447-1346 Admissions Fax: (301) 447-1441

## FA Online - Distance Learning for the Fire and Emergency Services

The National Fire Academy (NFA) is proud to offer the fire and emergency services community a new, more convenient way to receive training with NFA Online. Students can complete courses online anywhere and anytime convenient to them.

Navigate This Topic

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- [New Students](#)
- [Browse List of Courses](#)
- [Credit for Courses](#)
- [Help/Important Notices](#)

*“Now is the time for the fire community to embrace the future and improve our education through distance learning. Try it, and we think you will agree that NFA Online provides superior opportunity for training and education for the fire and emergency services.”*

DR. DENIS ONIEAL, SUPERINTENDENT NATIONAL FIRE ACADEMY

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## Link of Interest

- [I-100: Introduction to the Incident Command System](#)

### NEWS AND FEATURES

- [Coffee Break Training Self-Assessment Volume 19 Now Available](#)
- [Revised Applied Research Self Study \(Q123\) Course Now Available](#)
- [New Course: Hydraulic Calculations for Water-Based Fire Protection Systems Plan Review \(Q137\)](#)

### FEATURED COURSE

- [\*\*S-190 Introduction to Wildland Fire Behavior \(Q900\)\*\*](#)  
This course provides instruction in the primary factors affecting the start and spread of wildfire and recognition of potentially hazardous situations.

### HELP / IMPORTANT NOTICES

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If you have any questions or experience problems while visiting our site or taking any of the NFA Online courses, please do not hesitate to contact our Help Desk at 1-888-834-6976 or through e-mail at [help@nfa.plateau.com](mailto:help@nfa.plateau.com).

*Last Reviewed: October 22, 2010*



# APPENDIX 11

## Camden 23% Tax Hike

### Camden council OKs prospect of 23 percent property tax hike

8:40 AM, Jan. 28, 2011 |  
Comments



Aerial view of Camden / C-P File  
Written by

**LUCAS K. MURRAY**  
Courier-Post Staff

**CAMDEN** — A plan to raise taxes that was unanimously approved by Camden City Council could translate to a 23 percent increase in property taxes. The plan will go before New Jersey's Local Finance Board in Trenton today for approval.

Nearly 400 city workers -- including half its police department and a third of its fire department -- were laid off this month as Camden struggles to whittle away a staggering budget gap.

An average yearly payment for this percent increase is about \$160 for a home assessed at the city average of \$26,000. City taxpayers already pay about \$1,200 in property taxes

"Given the city's \$26.5 million budget deficit, the levy waiver means the average homeowner will pay a little more than an additional \$10 per month towards their municipal taxes to pay for vital services residents expect, like public safety," Mayor Dana Redd said of the plan approved Wednesday.

Currently New Jersey municipalities are under a stringent cap on property taxes.

The increase Camden officials are looking for the state to approve is allowable by law. However, it barely skirts provisions set to take effect for fiscal year 2012 that requires voter approval for tax increases above the cap....

It addresses an immediate need in the city, officials said. This increase could bring in \$4.2 million in additional revenue.

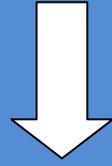
"We have to find ways of paying for public safety," Redd said. "This is one of the measures we have to undertake in order to help us bring back officers and firefighters."

Redd noted the city's lackluster tax collection rate is of concern to her. It's of no help either that a large proportion of Camden consists of government-owned properties and tax-exempt properties, such as churches, hospitals and universities.

Within Camden's 9.3 square miles are large swaths of land, mostly in its central business district and along the waterfront from which property taxes aren't collected. They are either exempt or involved in payment in lieu of taxes agreements

# APPENDIX 12

## Grant Funding



### Two S.J. fire companies in line for federal funding

COURIER-POST STAFF • JANUARY 14, 2011

Two South Jersey fire companies hope to benefit from federal funding

In Collingswood, the borough fire department's coffers will be replenished by nearly \$380,000, but the funding must be used to rehire three firefighters and pay their salaries for multiple years. Mayor Jim Maley welcomed the announcement Thursday with caution because he was unsure the borough could commit to grant requirements and keep payroll at the current level with 14 firefighters for the next few years. He specifically cited a state-mandated cap against spending increases as the main reason.

"There are all kinds of rules and red tape, so we'll have to see," Maley said. "This is a good problem to have." The Federal Emergency Management Agency approved the Collingswood Fire Department for a \$377,917 grant under its Staffing for Adequate Fire and Emergency Response (SAFER) program. The competitive grant sets aside money so that municipalities can beef up their front line of firefighters. Meanwhile, the Westville fire department is among 10 in the state that will share more than \$1.1 million in federal funding for training, equipment, vehicle [purchases](#), wellness programs and other support.

The department will receive \$68,780 for operations and [safety](#) expenses as part of the Federal Emergency Management Agency's Assistance to Firefighters Grant (AFG) program.

The money will go toward Class II firefighter training, plus 4,500 linear feet of hose for three fire [trucks](#), nozzles and 50 hydrant adapters that will make firefighters' jobs easier, said Chuck Murtaugh, the fire district administrator.

"This [investment](#) will provide them with the equipment and training they need to continue effectively safeguarding our families and homes," Democratic Sen. Robert Menendez said in a statement.

### 3 N.J. fire departments to receive more than \$170K in aid from FEMA

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By [James Queally/The Star-Ledger](#)

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File photo Paterson, Westfield and Ocean Gate Fire Departments will share more than \$170,000 in financial aid from FEMA.

Three New Jersey fire departments will receive more than \$170,000 for training, equipment and facility upgrades through a federal grant, officials said today.

U.S. senators Frank Lautenberg and Robert Menendez, both New Jersey Democrats, along with Rep. Bill Pascrell (D-8th Dist.), announced the funding for the Westfield, Paterson and Ocean Gate fire departments.

"With firefighters ready to roll at the sound of the alarm, we must be certain that they are sufficiently trained and equipped to handle emergencies safely and effectively," said Lautenberg, vice chairman of the Senate Appropriations Subcommittee on Homeland Security. The money comes from Federal Emergency Management Agency's firefighter-assistance grants, which are funded by the subcommittee.

"These funds will allow local fire departments to purchase the most modern safety equipment available and boost their capacity to respond in case of a fire," Menendez added.

Paterson was awarded \$107,736 for flood rescue equipment, Lautenberg said. Westfield received \$33,885 and Ocean Gate got \$31,008 for operations and safety.

Earlier this year, Lautenberg championed a \$7 million grant that allowed the Newark Fire Department to hire 70 firefighters after the agency was decimated by retirements in 2010.

after the (general) election and some happen to be Democrats."