

Fire Services Study

**Spring Garden Township/Springettsbury
Townships**

York County, Pennsylvania

Prepared for the
Commonwealth of Pennsylvania

Governor's Center for
Local Government Services

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Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services

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Introduction to the Study

The Townships of Spring Garden & Springettsbury requested a survey of the Fire Services, in late 2004. Mr. Dean Fernsler of the Center for Local Government Services, hereafter referred to as CLGS, contacted this consultant shortly thereafter.

The survey process was conducted in several ways; they are as follows:

- Meetings with the Joint Fire Services Committee, Career Fire Chief, Managing Director, Career Staff, Union Officers and Volunteer Firefighters.
- Conversations and correspondence with the Spring Garden Twp. Manager, Mr. Greg Maust and the Springettsbury Twp. Manager, Mr. John Holman.
- Road tours of both Townships.
- Site visits to the Fire Stations.
- Interaction via phone and/or face to face with all parties providing Fire Service to both townships.
- Promulgation of general questionnaires. This was based on the scope of services that was requested by the township from the CLGS. It was then distributed to the parties providing Fire Protection to both townships. The documents were returned and used to gain further insight to the services provided.
- Interaction with the York County Chamber of Commerce to determine the future development of the township and its potential impact on the delivery of fire protection.

In addition to evaluating the current status of the services provided, the report will provide recommendations for future implementation.

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Merging of Fire Services

General Findings & Recommendations

The purpose of this study was to evaluate the current delivery method of fire protection delivery in each township, and then to consider if such a merger could improve the fire protection services to the citizens of the towns. The study is premised upon the question of a merger between the two municipal fire departments. The purposes of the municipalities for exploring this is based, hopefully on what is best for the citizens of the respective municipalities. The DCED study is based upon an objective analysis of that specific point, what best suits the citizenry in the townships. Certainly, other factors will be analyzed, but the end result must be concluded upon what fire protection delivery system best serves the public.

If it is thought by the townships that a merger can secure monetary savings, that might not be realistic. While any merger could produce efficiency in operations, training and purchasing, a merger based upon purely economic considerations may not live up to those expectations. A municipal fire department is an asset to the community it serves, and while municipal financial conditions and budgets have to be looked at in a realistic manner, this study addresses the merger from the perspective that the townships will invest in the future of not only the newly formed fire department, but also the citizens it protects. However, it must be noted that while consolidated operations may not produce immediate cost savings, it is possible that considerable long term savings can be experienced through sound fiscal policies and closely monitored long term capital expenditure plans. The primary goal of any plan of consolidation or merger should revolve around and focus upon public safety considerations and economics should remain a secondary (but important) consideration.

As a result of findings of this study, the **recommendation** is for the townships to proceed with a consolidation that will join the Spring Garden Township Fire Department and the Springettsbury Township Fire Department. The proximity of the townships to each other, the similarities in the operations of each department and the parallel needs of the citizens of each municipality make a compelling case for consolidation of the two departments.

There are however, existing issues that are not easily dealt with. Pennsylvania has no enabling or defining legislation that relates to the combination of fire companies or departments that are entities of a municipal government. There is no guiding language that requires or suggests the resulting authority of a combined department, nor the allocation of funds or any other resources that the partnering municipalities would be responsible for.

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Merging of Fire Services

General Findings and Recommendations

This essentially means that the authority over and the resources for a combined department would be negotiable items agreed upon by the participating municipal governments. This agreement or agreements however, should be the product of a process under the authority of the Intergovernmental Cooperation Law (Act 177 of 1996).

This legislation provides the authority for two or more municipal governments to engage in mutually beneficial activities as a single entity. Any negotiated terms of authority (chain of command) and allocation of funds agreed to by the participating municipalities can be made legally binding through a charter agreement or ordinance that spells out the terms and conditions of the agreement.

These agreements can take many forms and can be tailored to suit the particular needs and capabilities of the local governments involved in the agreement. It could also include, for example, an appointed board to assume responsibility for oversight of the newly created organization. This board would be appointed by both municipal governments and given specific tasks to perform, under the authority of both governments as defined in an Act 177 agreement.

In addition to a governing body to oversee the fire department for the towns, below are outlined specific issues that will need to be explored, resolved and agreed upon by the towns, before an effective merger can take place.

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Merging of Fire Services

General Findings and Recommendations

- Spring Garden is a township of the 1st class, while Springettsbury is a township of the 2nd class. Each has a separate and distinct township code based upon Commonwealth local government statutes
- Spring Garden operates as a civil service town for hiring and promoting within its fire department while Springettsbury does not.
- Promulgation and adoption of resolutions and ordinances establishing the fire department and its operations. Several areas of this report offer recommendations for consideration.
- Ownership, management and maintenance of the real property of the fire department such as apparatus, equipment and facilities.
- Agreement between, and with, each of the International Association of Firefighters Association locals and a new collective bargaining agreement with a single IAFF local afterwards.
- The hiring of a competent, effective and visionary fire chief to lead this new fire department.
- New box response cards based upon the combined resources of the new fire department in the combined geographical area of both towns.

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Merging of Fire Services

General Findings and Recommendations

- Proper funding of fire department by distribution of revenues collected for fire protection through the budgeting process.
- Consideration must be given as to how the volunteer service will continue to provide support to the career service.
- Reformation of the existing volunteer fire services into a single, cohesive volunteer firefighting force within the new fire department.
- Merging of the State Fireman's Relief Associations from each township.
- Upon any changes to the volunteer service, promulgation and adoption of Constitution and By-laws for any combined volunteer organization. These must address non-profit corporate issues and PA State Fireman's Relief issues.
- Comprehensive Insurance coverage, including, but not limited to, Workmen's Compensation, Disability, Errors and Omissions Liability, Vehicle, Property Insurance, Portable Equipment, Business Interruption.

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Municipal Overview

The Township of Spring Garden is a township of the 1st class located in York County, Pennsylvania. Organized in 1821, it is 6.5 square miles. Its 2000 U.S. Census population is 11,974 citizens. The population density is 1,787 persons per square mile. Spring Garden is located in the York Metropolitan area. The 2000 U.S. Census deems it an urban area. The majority of housing stock is detached single-family dwellings. 23% were built in 1939 or before. The majority of housing stock, 51.8 % was built in the 20-year period spanning 1940 through 1959. Site visits revealed a majority of housing construction type is wood frame. Visits also revealed a light industrial area and a few heavy industries in the area bordering York City. The local government is an elected 5 member Board of Commissioners elected by Ward. The Township Manager, who is appointed by and answers to the elected Board of Commissioners, conducts the day-to-day management of the township. It borders the City of York, Springettsbury Twp., York Township, North Codorus Twp. and West Manchester Twp. The current Insurance Services Organization (ISO) rating of Spring Garden Township Fire Protection is a classification of 5.

The Township of Springettsbury is a township of the 2nd class located in York County, Pennsylvania. Organized in 1891, it is 16 square miles. Its 2000 U.S. Census population is 23,879 citizens. The population density is 1,486 persons per square mile. Springettsbury is located in the York Metropolitan area. The 2000 U.S. Census deems it an urban area. The majority of housing stock is detached single-family dwellings. 9.3% were built in 1939 or before. The majority of housing stock, 49.5 % was built in the 20-year period spanning 1940 through 1959. Site visits revealed a majority of housing construction type is wood frame. This township also contains several large suburban style mall shopping areas. The local government is an elected 5 member Board of Supervisors elected at large. The Township Manager, who is appointed by and answers to the elected Board of Supervisors, conducts the day-to-day management of the township. Springettsbury is located in the York Metropolitan area. It borders the City of York, Spring

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Garden Twp., Manchester Twp, East Manchester Twp., Hellam Township, Windsor Twp. and York Twp.

The current Insurance Services Organization (ISO) rating of Springettsbury Township Fire Protection is a classification of 4/9.

Fire Department Overview

Information Provided by Spring Garden Township; 16 career firefighters including the Fire Chief. 3 Lieutenants and 12 firefighters comprise the balance.

There is a 3-platoon system with the shifts working a 24 on, 48 off schedule. The Chief works day shift, Monday through Friday. Effective strength on various visits showed 5 career members, including the chief available during the week, and 4 career members on the weekends. The standard staffing is 2 career staff at each Spring Garden station.

The balance of the department is comprised of 12 active volunteer firefighters who run out of the 2 stations located throughout the township. Chief Emig reported, at this writing, that 4 additional volunteers were going through recruit training. Spring Garden also reported that there are 40 Active Members in the township. This number may represent additional individuals who may or may not participate in firefighting activities. These members may be exclusively involved in hall rental activities also, and not fight fires. Each station has a Volunteer Chief, elected by the membership of that particular station. Administratively, each of the stations has its own set of by-laws and rules that govern that individual organization, which is headed by an elected President.

The department operates 3 Engine companies and 1 Ladder Company. Grantley Fire Company operates an EMS system out of Station 13.

Information provided from Springettsbury Township; Civilian Acting Managing Director. 17 Career Firefighters, which are comprised of 14 Firefighters and 3 Captains.

There is a 3-platoon system with the shifts working a 24 on, 48 off schedule. Effective strength on various visits showed 5 career members on duty consistently, with 3 members being on duty at Station 16, and 2 members on duty at Station 17. There is a system by which one EMS member is available for fire duty, if not needed for EMS. This study will not consider that as an operative firefighter.

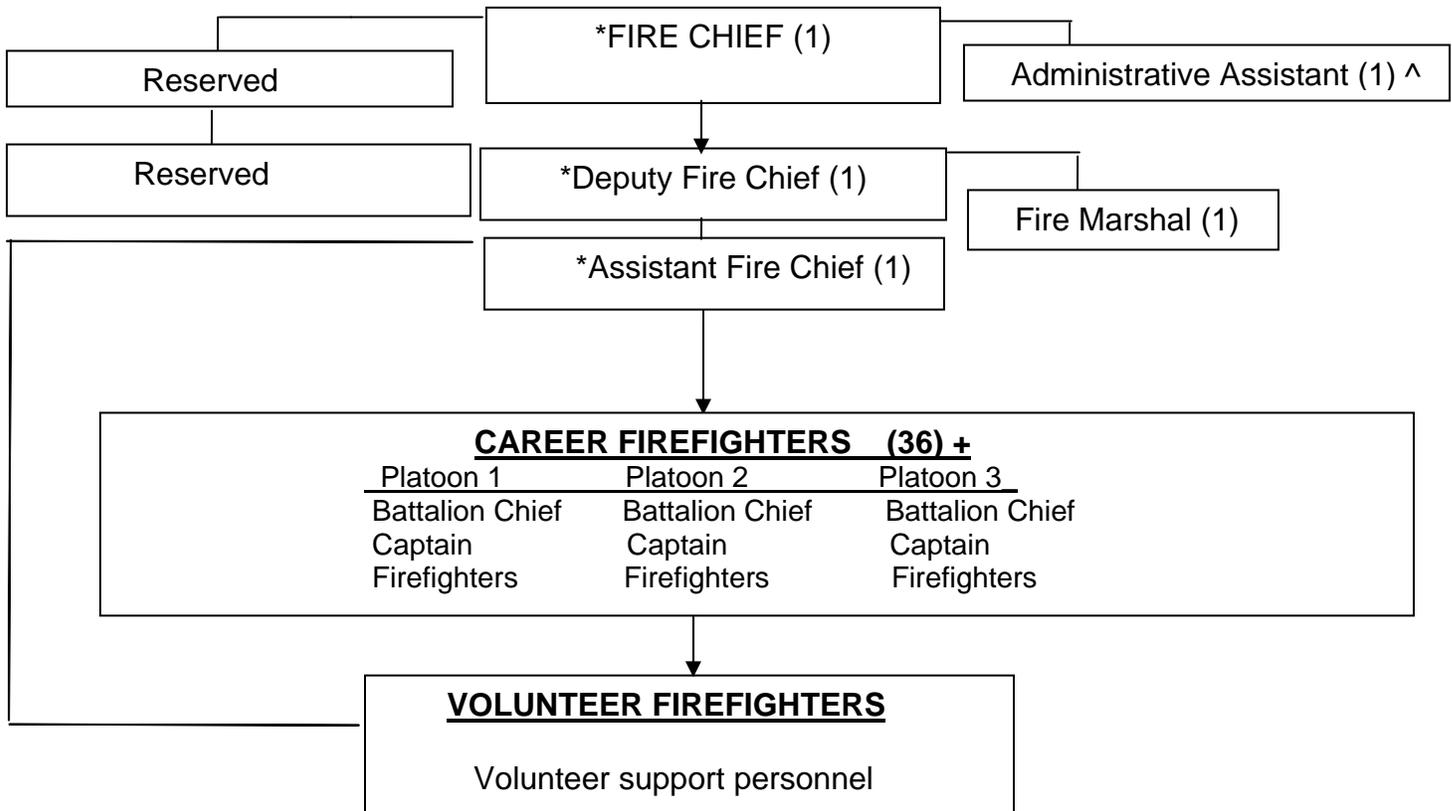
The balance of the department is comprised of 8 volunteer firefighters who run out of the 2 stations located throughout both townships. Springettsbury also reported

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15 Active, non-firefighting members. Administratively, each of the stations has its own set of by-laws and rules that govern that individual organization, which is headed by an elected President.

The department operates 3 Engine Companies and 1 Ladder Company.

RECOMMENDED FIRE COMMAND STRUCTURE



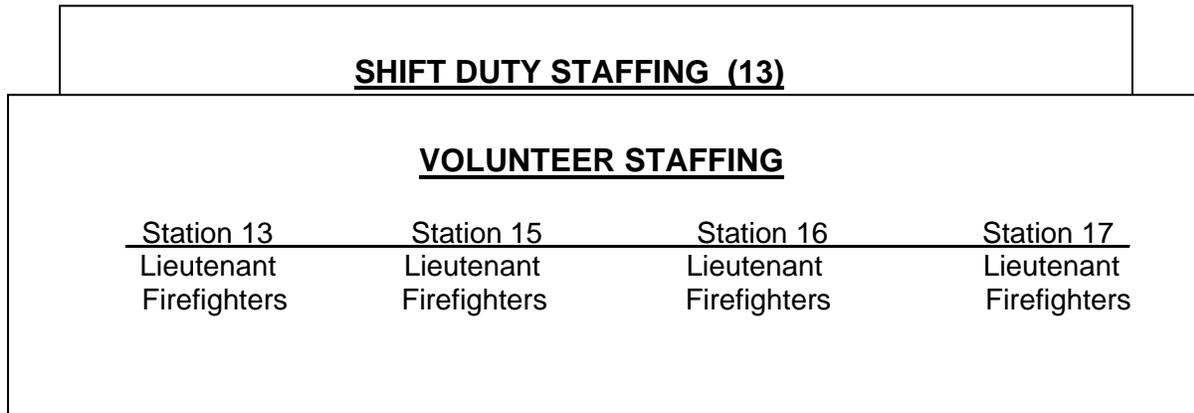
*Command Staff Positions

^ If other township administrative staff is represented, this position may fall into one or more of those collective bargaining units.

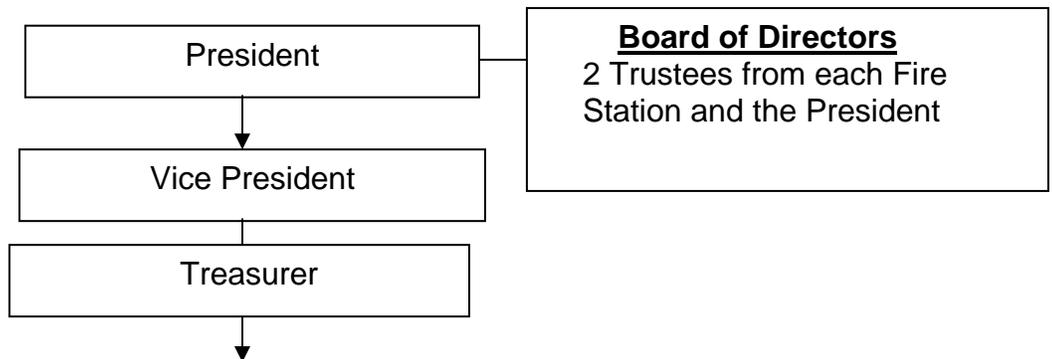
This is based upon the proposed fire protection delivery system advocated by this study. If the townships choose to consolidate, build new stations or eliminate stations, this can be modified as required.

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RECOMMENDED FIRE COMMAND STRUCTURE



RECOMMENDED VOLUNTEER ADMINISTRATION



This is based upon the proposed fire protection delivery system advocated by this study. If the townships choose to consolidate, build new stations or eliminate stations, this can be modified as required.

Personnel/Career Staff

Findings and Observations

Several site visits to the stations in each township found members with a professional bearing, properly dressed in a station duty uniform. The stations and apparatus appeared in good order, and the members were courteous and cooperative to the writer of the study. Twice alarms were dispatched in my presence, and the staff, promptly and efficiently turned out for the alarm.

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The current career duty staffing arrangement is 4 firefighters on duty in Spring Garden per shift, and 5 firefighters on duty in Springettsbury per shift.

In Spring Garden at Station 13, the duty Lieutenant is stationed with a firefighter. They respond together on Engine 13 for any runs. At Station 15, the other two career firefighters respond separately in Engine 15-1 and Truck 15 on any runs.

In Springettsbury at Station 16, the duty Captain is stationed with 2 firefighters. The Captain and a firefighter respond on Engine 16 and the other firefighter responds in Truck 16 for any runs. At Station 17, 2 career firefighters respond together on Engine 17 for any runs.

During the day, the Career Chief in Spring Garden, and the Managing Director in Springettsbury can supplement them. It is unpredictable to consider volunteer staffing based upon personal observations and the current state of the volunteer program under the present system.

It is pondered here why the towns up to this point have not each used the total on duty strength to its full advantage. 4 firefighters on an engine company are more effective than the disparate response of three rigs showing up with 4 members in Spring Garden. In Springettsbury, a total strength of 5, 4 riding Truck 16, a quint and the captain responding in a command vehicle, bring much more to bear on an incident than 3 rigs showing up with 5 members. The current staffing and response arrangement critically limits the ability of the townships to use collectively, all of the on-duty resources to confront any fire or emergency in the initial stages. This usually leaves the fire departments at a disadvantage and places the incident commander in the position of playing catch up by trying to apply resources after the fire or emergency has passed his or her ability to deal with the same. Additionally, it does not allow for adherence to the accepted practice as prescribed by OSHA of 2 firefighters in, 2 firefighters out, more commonly referred to as the 2 in, 2 out rule. It also does not allow for RIT deployment.

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Personnel/Career Staff

Recommendations

FIRE CHIEF

Typically, the Fire Chief's duties should include, but not be limited to the following:

- **Oversee all fire department activities, career and volunteer**
- **Fire department training**
- **Fire prevention and fire control**
- **Fire investigations**
- **Incident Command Operations**
- **Supervision of the career staff and volunteer staff**
- **Mutual aid agreements and dealings with outside public safety agencies**
- **Oversight of the fire stations**
- **Maintenance of fire stations, equipment and apparatus**
- **Monitor adherence by all staff, career and volunteer, to the Fire Department Standard Operating Procedures, state laws and adopted national standards.**
- **Public Fire Education**
- **Answer to and interact with the public and elected officials**

In addition to the duties as **Fire Chief**, he/she should also be named the **Emergency Management Coordinator for the towns**. Here are the recommended duties for the **Fire Chief** as the **Emergency Management Coordinator**.

Responsible for developing, implementing and maintaining any required Municipal Emergency Management Plan and/or Drills required by the Commonwealth of Pennsylvania.

Interact as required with the York County and Pennsylvania Emergency Management agencies.

Also will be directly responsible for coordinating all Emergency Management activities and response during any declared emergency.

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Personnel/Career Staff

Observations

FIRE CHIEF

The crucial point of any consolidation is the person who will take two disparate operations and lead them to become a unified, progressive fire department. It cannot be understated that the Fire Chief of the new fire department needs to be respected, trusted and accepted as the leader. To the townships and the ad hoc committee, it *may* seem that the best course of action would be to take the two individuals currently in the positions of authority and place them in positions of authority in the new department. This is strongly discouraged, unless after exhausting all other hiring alternatives, they rise to the top as the best candidates for the job.

In Springettsbury, one thing that struck the writer during the study is the fact that the township refers to, and has appointed the current person in charge as a “Managing Director”. This title has no known history of use in any period of the American Fire Service, and suggests that this is only an interim position that is more administrative than tactical (command) in practice.

The staff consistently relayed that the “Managing Director”, when arriving on the fire ground, would not take control of any working fire incident, preferring instead to take a lesser place in the incident command structure.

The expectation of the municipalities should be that the individual charged with command of the fire department, regardless of title, will arrive at the fire ground at any time, and assume the position of incident commander of the operation, or if it is a multi-agency, or a multi-jurisdictional incident, will assume the proper leadership position as required.

Command structure and strict adherence to chain of command will be an important component of the newly combined department. This will require a competent individual in the chief's position and he/she should be invested with the ability to have significant input into staffing command and support positions within the new department.

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Personnel/Career Staff

Recommendations

FIRE CHIEF

- The townships conduct a nationwide search to recruit the best candidates to be interviewed and considered for the command staff position of the newly formed department. Classified ads should be placed in the national trade magazines such as Fire Engineering, Firehouse, Fire Chief and Fire Rescue. In addition, ads should be placed with the International Association of Fire Chief's. There are also recruiting search firms that will give a nationwide blanket of candidates. Also, the ads should be placed in the major daily newspapers throughout Pennsylvania. The townships should determine qualifications, but there should be an attempt to consider those who have experience working with career and volunteer combinations departments.

- Both townships have a responsibility that the individual named to the command staff position be held accountable for the operation of the department, but there is also a responsibility to let a trained professional run the department free of any micro and/or macro management by parties who have no classical training in the delivery of fire protection services.

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Personnel/Career Staff

Recommendations

DEPUTY FIRE CHIEF

Hire or promote a Deputy Fire Chief. The creation of this position, will allow the fire chief to concentrate on the overall management of the fire department, but still have direct oversight on all issues.

Recommended Duties; Deputy Chief

- Oversee the daily operations of the Fire Suppression forces
- Directly oversee the Assistant Chief
- Directly oversee the Battalion Chiefs
- Directly oversee the Fire Marshal
- Planning, Development and Technology.
- Station maintenance, apparatus maintenance and all equipment maintenance
- Respond to fire calls as directed by the fire chief.
- Conduct duties of fire chief in the fire chief's absence

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Personnel/Career Staff

Recommendations

ASSISTANT FIRE CHIEF

Hire or promote an Assistant Fire Chief. The creation of this position is intended to have a career officer that will be responsible for all issues involving fire training and the volunteer firefighting staff. This will allow for direct oversight of that area of the department. It will also promote good order and discipline within the volunteers. It will allow for training issues to be addressed in a comprehensive manner across the department, since the Assistant Chief will also be the training officer for the career staff as well.

Recommended Duties; Assistant Chief

- Fire Department Training Officer
- Be certified as a Pennsylvania State Fire Suppression Instructor
- Fire Department Safety Officer
- Directly oversee the Captains in regards to shift training
- Implement and maintain a comprehensive Pre-Planning system
- Coordinate all training activities and operational issues of the volunteer firefighting staff
- Volunteer recruitment and retention
- Department liaison to York County Fire Training Center and Pennsylvania Fire Academy.
- Respond to Fire Calls as directed by the fire chief.
- Conduct other duties as directed

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Personnel/Career Staff

Recommendations

BATTALION CHIEF

Hire or promote a Battalion Chief as the Duty Officer for each shift through hiring or promotion. There is a need for one individual to be in command of an emergency at any time of day. This will be the front line supervisor of the fire suppression forces, both career and volunteer. This position will also directly oversee the Fire Captains. This position will be responsible for insuring that each station captain on a particular platoon is achieving the daily responsibilities that are typically needed around a fire station in regards to the training, apparatus, station maintenance and equipment. The Battalion Chief will also be responsible for making sure that the training regimen specified to the Captains by the Assistant Chief is carried out to both the career and volunteer staff. They will be responsible for the daily staffing levels on their platoons and will make sure that the companies are manned properly.

Recommended Duties; Battalion Chief

- Respond as shift Incident Commander.
- Directly oversee the Captains and daily shift activities in station.
- Make sure companies on shift are properly staffed, including vacations, sick outs and any Kelly days. Handle leave request for shift.
- Make sure training regimen is followed as directed.
- File reports as required.
- Conduct other duties as directed

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Personnel/Career Staff
Recommendations
FIRE MARSHAL

Hire or promote a Fire Marshal. The creation of this position, will allow the fire chief to concentrate on the management of the fire department, but still have direct oversight on all fire code and fire investigation issues.

Recommended Duties; Fire Marshal

- Develop and implement a fee schedule for the Fire Protection/Fire Prevention activities. All fees garnered should be fed directly back into the fire department operations.
- Perform fire protection/prevention plan reviews of all proposed construction activity within the townships. Conduct field inspections. Serve Notice of Violations as required. Grant Certificates of Approval as required.
- Conduct all Fire Prevention Inspections as required. Serve Notice of Violations as required. Grant Certificates of Approval as required.
- Interact with both townships building departments to ensure proper fire protection and prevention through the Pennsylvania Uniform Construction Code.
- Be licensed as a Fire Inspector under the Pa. Uniform Construction Code
- Investigate, or cause to be investigated, every reported fire or explosion occurring that involves the loss of life or serious injury or causes destruction or damage to property. Interact with York County Fire Marshal and State Police Fire Marshal as needed.
- Plan, develop and implement Public Fire Education programs for the community. Interact with local schools and community groups.
- Respond to Fire Calls as directed.
- Conduct other duties as directed

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Personnel/Career Staff

Recommendations

FIRE CAPTAIN

Place a Fire Captain as the Station Officer for each career staffed fire station on each shift.

Recommended Duties; Fire Captain

- Oversee the companies assigned on the fire grounds and in the station.
- Directly oversee daily shift activities in station.
- Conduct the daily equipment and apparatus checks.
- Make sure training regimen is followed as directed.
- File reports as required.
- Interact with and guide volunteer staff as needed and required in regards to operations on the fire ground and any training activities.
- Conduct other duties as directed.

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Personnel/Career Staff

Recommendations

Career Firefighters

- By resolutions and/or ordinances, create the newly combined company.
- By resolutions and/or ordinances, assert the role of the Fire Chief over all activities of the combined companies. Define the duties and responsibilities, along with the job description as recommended previously.
- By resolutions and/or ordinances, make all firefighters, career and volunteer, members of the combined companies, subject to command and control of the Fire Chief. Also with input from the Fire Chief, adopt firefighter job descriptions within the resolution/ordinance. One for the career staff, one for the volunteer staff.
- By resolutions/or ordinances, create the position of Deputy Fire Chief. Define the duties and responsibilities, along with the job description as recommended previously.
- By resolutions/or ordinances, create the position of Assistant Fire Chief. Define the duties and responsibilities, along with the job description as recommended previously.
- By resolutions/or ordinances, create the position of Battalion Chief that will answer to the Fire Chief. Define the duties and responsibilities, along with the job description as recommended previously.
- By resolutions/or ordinances, create the position of Fire Marshal. Define the duties and responsibilities, along with the job description as recommended previously.
- By resolutions/or ordinances, create the position of Fire Captain. Define the duties and responsibilities, along with the job description as recommended previously.
- By resolutions and/or ordinances adopt the Fire Command structures shown within this report. Fill new positions or created vacancies with promotions and/or new hires.

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Personnel/Career Staff

Recommendations

Career Firefighters

- By resolutions and/or ordinances, with input from the Fire Chief define parameters for being hired as a career firefighter in the combined company, with input from the Fire Chief; define minimum acceptable moral, physical and mental thresholds as acceptable under Federal and State law. Also require in resolutions/ordinances criminal background check on all personnel.
- Hire career firefighters and promote fire officers within legal guidelines and established internal procedures.
- Develop and implement department wide SOP's for all staff, career and volunteer.
- Develop mandatory annual training requirements for all career and volunteer staff, including the Fire officers based upon the departmental SOP's and nationally recognized standards.
- Develop a standard duty uniform for all staff, career and volunteer, and require it to be worn at all times while on duty in station.

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Personnel/Volunteer Staff

Findings and Observations

Interaction with the volunteer staff for this study has been sporadic, with the exception of the group from Spring Garden that the writer met at an Ad-hoc committee meeting, no volunteers were observed at any station visits on the several trips to the towns. Surveys were sent to the townships, and were to be distributed to the volunteer presidents of both companies, and the company chiefs in Spring Garden, along with any volunteer firefighter in either township who wanted to complete a survey. The number of surveys returned was minimal. In addition, phone interviews were conducted with two individuals from Spring Garden to follow up on clarifications from their survey. Phone conversations were also conducted with the two Spring Garden Company Chiefs.

The overriding concern with the proposed merger from the volunteer perspective was that it was feared that its purpose was to eventually eliminate the volunteer firefighters. There has never been that thought or expression, from any party involved in the process that the purpose of the proposed consolidation was to achieve that purpose. This report proposes recommendations to specifically address and strengthen volunteer firefighting system.

The role of volunteers has been minimized within both townships. The reason, in the writer's opinion, that the volunteers have dwindled is a lack of leadership at the company, department and township level. In Spring Garden the volunteers, out of necessity and on their own, have started a mentoring program to assist any new recruits in the process of becoming a firefighter. This is to be commended and this process should be expanded to include targeted recruitment programs for additional volunteers. In regards to the Spring Garden Company Chiefs, each is compensated annually. It is not clear what they do, when they do it, or how the time is accounted that they are being compensated for. Ostensibly, they should have duties to assist the career Fire Chief in carrying out the policies and procedures specifically to and for the volunteers within the department.

Relations between the volunteer and career staff are one of caution. There can be addresses and optimized through progressive, visionary leadership.

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Personnel/Volunteer Staff

Recommendations

- By resolutions and/or ordinances, create the combined company.
- By resolutions and/or ordinances, assert the role of the Fire Chief over all activities of the combined company. Define the duties and responsibilities, along with the job description as recommended previously in the ordinance.
- By resolutions and/or ordinances, make all firefighters, career and volunteer, members of the combined company, subject to command and control of the Fire Chief. Also with input from the Fire Chief, adopt firefighter job descriptions within the resolution/ordinance. One for the career staff, one for the volunteer staff.
- By resolutions and/or ordinances, adopt the Fire Command Structures as shown within this report.
- Place the Assistant Fire Chief in charge of all volunteer recruitment, training and operational issues.
- Eliminate the position of Fire Company Chief in Spring Garden. Use the salary funds from those positions to fund an aggressive volunteer recruitment program, which will be under the direction of the Assistant Fire Chief.

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Personnel/Volunteer Staff

Recommendations

- By resolutions and/or ordinances, with input from the Fire Chief, define the duties and responsibilities of the volunteer lieutenants and adopt job descriptions within the resolution/ordinance.
- By resolutions and/or ordinances, with input from the Fire Chief, along with the President and Board of Directors, define parameters for volunteer membership acceptance in the combined company with input from the Fire Chief, along with the President and Board of Directors; define minimum acceptable moral, physical and mental thresholds as acceptable under Federal and State law. Also require in resolution/ordinance criminal background check on all applicants.
- Develop and implement department wide SOP's for all staff, career and volunteer.
- Develop mandatory annual training requirements for all career and volunteer staff based upon the departmental SOP's and nationally recognized standards.
- Develop a standard duty uniform for all staff, career and volunteer, and require it to be worn at all times while on duty in the station. This would not apply to volunteers responding to the station, but would apply to volunteer duty crews in station.

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Personnel/Training**

Staffing

In regard to Fire Protection Services there are approximately;

- **Spring Garden Township;**
 - **Career Staff 16**
 - **Active Volunteer Firefighters 12**
 - **Active Members 40 non-firefighting volunteers**
 - **Total personnel 68**

- **Springettsbury Township;**
 - **Career Staff 17**
 - **Civilian Managing Director 1**
 - **Active Volunteer Firefighters 10**
 - **Active Members 15 non-firefighting volunteers**
 - **Total Personnel 42**

The career breakdown is as follows;

- **Fire Chief ;1**
- **Civilian Managing Director; 1**
- **Firefighters; 24**
- **Fire Officers; 6**
 - ❖ **Total career staff; 33**

The total volunteer breakdown is as follows;

- **Active Firefighters 22**
- **Active Members 55**
 - ❖ **Total volunteer staff 77**

The total firefighting breakdown is as follows;

- **22 Volunteers**
- **32 Career staff**
- **1 Civilian Managing Director**
- **Total firefighting staff 55**

AVERAGE AGE OF MEMBERSHIP; 39.4 Years of Age

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services
Personnel/Training

Staffing

Findings

The delineation between Active Firefighters and Active Members is made to gauge the overall depth of the organizations. While the primary objective is municipal fire protection, and the critical component is total strength of Active Firefighters, the involvement of Active Members is also important. The ancillary duties of a volunteer fire company, of which there are many, can and are, typically done by active members who are not engaged in the day-to-day firefighting duties. Hopefully this allows the organization to only concern the active firefighters with fire response and training. Many active members are former active firefighters who no longer respond to fire calls. Their presence also provides many forms of leadership and guidance for the organization.

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services
Personnel/Training
Volunteer Recruitment/Retention
Recommendations

Issues relative to staffing within the volunteer fire service are contingent upon the strength of the membership base of the organization. As demographics have changed, along with the evolution of the two-income family, traditional staffing expectations of the fire service can no longer be counted on as reliable. The challenge will be to keep them at current or increased levels to meet the present and future demands for service. The realities of the volunteer fire service are many, but a few will be mentioned with regard to staffing.

For all intent and purposes, the volunteer service is provided free of any labor costs. For most local governments, having to pay for these services would be prohibitive. Although the labor is free, the level of expectations from not only the public, but from within the fire service itself is that the staff be professional in all manners relating to current firefighting operations. This is even more critical in a combination career/volunteer fire department, where the career staff have an expectation that the level of training and competencies be equal to that of their own. The altruistic nature of firefighters cannot and should not be understated. In addition, the issue of staffing is affected by recruitment and retention. The fire companies are using what have been traditional methods to recruit and retain personnel, and those methods are largely ineffective. Since the townships are responsible for providing adequate fire protection, it is recommended that the townships investigate some method of government based incentive program to retain current members and recruit new ones.

Several programs have developed over time in the Philadelphia area. In Bucks County, Falls Twp., Warrington Twp. and Warminster Twp. pay on a per call response. Falls Twp Fire Co. offers its members a pension plan. These are just examples to create a reference for discussion.

- The townships develop an aggressive recruitment and retention program that will be done on a community wide basis. This will insure that all avenues of attracting potential members to the combined department are explored. In addition, the development of a department wide LOSAP will make any benefits derived from the same equitable in its distribution.

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services
Personnel/Training
Fit for service issues
Findings

Minimum standards; Physicals prior to membership

- **Spring Garden;**
 - ❖ Career: Yes; No annual physicals afterwards
 - ❖ Volunteer: No
- **Springettsbury;**
 - ❖ Career: Yes; No annual physicals afterwards
 - ❖ Volunteer: No

Minimum standards; Recruit Training

- **Spring Garden;**
 - ❖ Career: New career members must have Firefighter II certification or recruit training academy at Harrisburg Area Community College.
 - ❖ Volunteer: If a new recruit is unable to present certification, they must complete the following training: (SOG 900.01)
 - Probationary Member: Haz Mat Operations, annual respiratory protection, blood borne pathogens and infectious diseases, and department ride test.
 - Exterior Qualified: Must complete Probationary Member training and modules A and B of Essentials of Firefighting Program or equivalent.
 - Interior Qualified: Must complete Exterior Qualified requirements and have completed Essentials of Firefighting or equivalent.
- **Springettsbury;**
 - ❖ Career: Municipal fire academy, Firefighter I and II, EMT, HAZAMAT Operations and other such training.
 - ❖ Volunteer: Essentials of Firefighting, HAZMAT Operations, and other such training.

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services
Personnel/Training
Fit for service issues
Findings

Minimum standards; Annual Firefighting Requirements; Annual Firefighter Training

- **Spring Garden**
 - ❖ Haz Mat Operations refresher, annual respiratory protection, blood borne pathogens and infectious diseases refresher. CPR/AED is also required training for career members.
 - ❖ No requirements for frequency of attendance to training for volunteers in non-mandatory training
- **Springettsbury**
 - ❖ AED/CPR refresher, HAZMAT Operations refresher, 24 hours EMT con-ed (over three years), various other training.

Minimum standards; Fire Officer

- **Spring Garden**
 - ❖ Career: Firefighter II, 2 years of service and completion of NFA Incident Command for a duty officer. (Duty Officer is basically an acting lieutenant)
 - ❖ Career Lieutenant: As per Civil Service requirements
 - ❖ Volunteer: As per each company's By-Law requirements.
- **Springettsbury**
 - ❖ Career: Two years as a firefighter and certification as Fire Officer I.
 - ❖ Volunteer: N/A

The training regimen for the career staff is segmented by shift. This seems to be driven by overtime concerns. The training regimen is further segmented along career and volunteer lines.

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services
Personnel/Training
Fit for Service Issues
Recommendations

As the several preceding pages show, the issues addressed in regards to fit for service issues and training issues are varied as they are addressed within each individual department. This is to be expected in individual operations, but they need to be uniformly implemented, adopted, encouraged and enforced after the merger.

- The Fire Chief set uniform standards for all items as seen fit across the entire fire department, in accordance with contemporary methods, and recognized county, state and national practices.
- Hire or promote an Assistant Fire Chief that will among other things, serve as the fire department training officer for all staff, career and volunteer.
- That the training regimen be accessible to all members of the Metro York Fire Rescue based upon the needs of the career AND volunteer staff.
- Develop a quantifiable training program for all career and volunteer firefighters and fire officers. Structure it along the IFSAC/Pro Board pattern. Have the Assistant Fire Chief consult with HACC and/or Bucks to develop an overall training program to meet this need.
- Make all requirements equal for firefighters, whether career or volunteer, in regards to thresholds for structural firefighting, vehicle rescue and officer training in regards to the Captains and Lieutenants. This would include recruit training and annual training. The understanding from the career staff must be, that the volunteer staff be given a larger window of time to complete any mandatory training requirements. This will promote discipline and good order, not only on the fire ground, but also in station. It will also promote a level of respect and trust between the career and volunteer staff.
- Require training between shifts.
- Require training among the career and volunteer staffs

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services
Existing Fire Station Facilities

Findings

Current facilities are located as follows.

- Station 13 Grantley
- Station 15 Victory
- Station 16 Springetts
- Station 17 Commonwealth

All of the fire stations are currently owned by the respective volunteer organizations. The townships subsidize certain costs of maintenance and utilities.

- Station 13 is 78 years old, the President of Grantley indicated that a new fire station is needed as space constraints and maintenance costs are becoming major problems. Site inspections of Station 13 show a solid building from the exterior, but the quarters are tight and aged. Grantley also operates EMS out of this facility and there are issues with the concrete floor in the ambulance bay. Office space is very cramped also. Additionally, there is no assigned bunkroom for the volunteers.
- Station 15 is 34 years old; built in 1972. This station appears to be in good shape physically. The President of Victory indicates that the high ceilings in the engine room and the bay doors are inefficient in regards to energy conservation. Site inspections of Station 15 show a large, spacious engine room, the balance of the facility is adequate and comfortable. The evaluation considered only the fire suppression portion of the building. Additionally, there is no assigned bunkroom for the volunteers

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services
Existing Fire Station Facilities

Findings

- Station 16 is 47 years old, built in 1958; additions in 1968 and 1975. This facility is deceptive, it looks very large from the exterior, but the interior reveals a tight engine room, it also has a hard exit to the roadway which it fronts on, although PENNDOT has provided an Emergency Response traffic light to advise traffic of the fire apparatus, members stationed there indicate many close calls not only responding to, but backing into the fire station. This facility also houses Springetts EMS, which is not included in this study. The balance of the facility is adequate, but the captain's office is undersized. The staff had some concerns about the kitchen facilities. There is a physical training facility in the basement that is quite impressive. The evaluation considered only the fire suppression portion of the building.

- Station 17 is 34 years old, built in 1972; additions in 1976 and 1995. This station appears to be in good shape physically. The evaluation considered only the fire suppression portion of the building.

If any of these facilities are utilized in a merger, the issue of separate bathing/shower/bunk facilities will need to be considered in any future unisex hires and/or volunteers. In addition, bathing/shower/bunk facilities need to be provided equally for all volunteers.

Other issues noticed by the writer and commented upon by staff are as follows.

- Effective exhaust control system to capture apparatus exhaust upon start up.
- Fire service rated washer and dryer to clean turnout gear in station.

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services
Existing Fire Station Facilities

Findings

The (ISO) Insurance Services Organization, Public Protection Classification maps were consulted for an analysis of the present station locations relative to existing coverage. For the purposes of evaluating this, a 1-mile radius was laid on the map, with each fire station being in the center of its own radius. The use of a 1-mile radius was selected on the basis that the map is scaled at 1 mile. Additionally, the use of concentric circles is a traditional approach used to illustrate the coverage, or lack thereof in such undertakings. This does not however, consider traffic patterns and road designs.

Station 15 and Station 16 have an overlap into the radius of the other. Station 15 also has an overlap into York City. It should also be noted that Station 15 is on the borderline of both study townships.

Station 13 has an overlap into a large portion of York City and a small portion of West Manchester Township.

Station 17 overlaps a small portion of Manchester Township.

None of the station locations at present could be considered as centrally located from a geographical perspective.

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services
Existing Fire Station Facilities

General Recommendations

- Station 15 should be deemed as Fire Headquarters with the Fire Chief, Deputy Chief, Assistant Chief and Fire Marshal operating out of this location.
- Station 15 should be used to centralize and house both of the EMS services. The Grantley EMS and Springetts EMS would still both be able to effectively cover the existing service areas from this centralized location. This would however need to be discussed with the Local Emergency Health Council and achieved in accordance with Act 45.
- Engine 15 and its crew, should be reassigned to Station 13 and staffed as Engine 13 with the 2 career firefighters currently stationed there, and operate a 4 man rescue/engine commanded by a captain.
- Station 16 should receive a preemption device on the traffic light in front of the station.
- Station 16 should house the Duty Battalion Chief.
- Station 16 should staff Truck 16 and/or Engine 16 as a four-man company commanded by a captain. The Engine would handle local assignments and auto extrications. The Truck would respond first out for all dwellings and buildings. This would allow for tactics incorporating a coordinated attack in conjunction with the engine companies. Another thought would be to outfit Truck 16 for auto extrications and run it out first on all calls. The vehicle GVW restrictions would dictate the ability to achieve this. Another prospect is to equip Air 16 as a rescue, run it as Rescue 16 and run it on auto extrications.
- Station 17 should be staffed as a four-man engine company commanded by a captain.
- Station 13, 15, 16 and 17 would still continue to house apparatus for volunteers to respond to fire calls in the form of Engine 15, Truck 15, Engine 16, Truck 16 and Engine 17-1.

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services
New Fire Station Facilities

General Observations and Recommendations

At a basic level, time is the critical element to be considered, *dispatching time* based upon receipt of the call at the 911 center, the *response time* of the career staff to get to the scene, which leads to the *time it takes to rescue occupants*, if required and the *time to apply extinguishing agents onto any fire*.

- In order to evaluate the need and placement of new fire station facilities, an objective evaluation of empirical data is required. This would include an evaluation of all the time segments stated above, and an adoption by the townships of an acceptable fire response time standard. Since the department, based upon the writer's observations, is a "Substantially Career" department, although the overall department structure is one of a combination career/volunteer fire department, that NFPA 1710 should be used to evaluate any future station alignment, relocation or construction. Additionally, the number of past and present fire calls in geographical areas of the township needs to be evaluated.
- The townships start to collect the needed data mentioned above through NFIRS, PENNFIRS and York County 911 as soon as the new fire department begins to respond.
- When the scope is defined, and the necessary data is obtained, the townships should contact Mr. Fernsler of the Center for Local Government Services and request a report to deal exclusively with the topic of existing fire station locations and potential sites for new fire stations.

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services
Equipment/Vehicles

Fire Apparatus

Findings and Recommendations

The present fire apparatus available both townships.

- 6 Engine Companies
- 2 Ladder Companies
- 1 Air Unit

<u>YEAR</u>	<u>MAKE</u>	<u>PUMP/TANK SIZE</u>	<u>Engine Company</u>
1988	Grumman/Spartan	1250/750	13
2003	E-ONE	1250/750	15-1
1995	KME/Freightliner	1250/1000	15-2
1996	Spartan/Luverne	1500/750	16
1996	Spartan/Luverne	1500/750	17
1988	Pierce Arrow	1000/750	17-2(Reserve)

- Each individual Engine be scheduled to have a U.L. pump test certification to determine the fitness of the rig. In addition all the ground ladders on each rig should be tested to see if they meet the U.L. ground ladder certification. The apparatus that cannot pass the UL test should have the required repairs made.

<u>YEAR</u>	<u>MAKE</u>	<u>MAIN SIZE</u>	<u>PUMP/TANK SIZE</u>	<u>Truck Company</u>
1988	LTI/Spartan	106'	N/A	15
2004	American La France	110'	2000/500	16

- Each individual Truck be scheduled to have a U.L. aerial test certification to determine the fitness of the rig. In addition all the ground ladders on each rig should be tested to see if they meet the U.L. ground ladder certification. The apparatus that cannot pass the UL test should have the required repairs made. Truck 16 should also be scheduled for the U.L. pump test certification. The apparatus that cannot pass the UL test should have the required repairs made.

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services
Equipment/Vehicles
Fire Apparatus
Findings and Recommendations

In-person evaluation of the fire apparatus showed that the rigs are varying conditions.

- **Engine 13** is 18 years old and shows signs of wear, and is past the average 15-year life expectancy. It is scheduled to be replaced in 2006-07
- **Engine 15-2** appears in good condition.
- **Engine 15-1** looks to be in excellent shape and well maintained. The fact that it is running as a Rescue Engine puts more of a load on it than a standard engine company, not only from a run perspective, but the additional equipment load. It is recommended that the rig weight be maintained as per manufacturers GVW rating for the front and rear axles, especially if it was not specifically designed as a rescue engine. In addition, aggressive maintenance should be kept up on this rig.
- **Truck 15** is the same year Engine 13, and as so, exhibits the same wear and tear of an 18-year-old rig. Information from Spring Garden indicates questions about replacing this rig in the future.

- **Engine 16** is showing its age, even at 10 years old, It is recommended that the rig weight be maintained as per manufacturers GVW rating for the front and rear axles, especially if it was not specifically designed and purchased as a rescue pumper.
- **Truck 16** is a relatively new rig, and looks like it is being properly maintained. Several members expressed disappointment at its design capabilities, indicating it was purchased only for its ability to fit into Station 16.
- **Air 16** appears to be holding up well, but it does not seem to run as much as the other rigs on a daily basis. It is not clear why this rig does not run as a rescue.
- **Engine 17** looks worn at 10 years old,. It is rusting on its body and appears to be carrying more equipment than it was designed for. Looking into its compartments, several shelving trays were bent and bowed from the equipment being stored. It is recommended that the rig weight be maintained as per manufacturers GVW rating for the front and rear axles, especially if it was not specifically designed and purchased as a rescue pumper.
- **Engine 17-2** is 18 years old, and while looking relatively solid, is past the average 15- year life expectancy for a front line rig, but appears well suited for reserve status.

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services

Equipment/Vehicles

Fire Apparatus

Findings and Recommendations

Both Departments have made a multiple apparatus purchase in the same year, Spring Garden in 1988 and Springettsbury in 1996. This creates one of two circumstances. The first being if both rigs have to be replaced simultaneously, it is at a great capital expense, especially in regards to replacing a Ladder Truck. The second circumstance is that if one rig is replaced, the other is kept and becomes a chronic maintenance expense.

It should be noted that the maximum efficiency and rate of return on fire apparatus is 15 years. At that point the cost/benefits ratio swings farther out on the cost side based upon maintenance upkeep costs. After 15 years, the rig is no longer economical to maintain.

- Adopt a 15-year replacement program for each rig.
- Have the new fire chief develop, as part of the planning process, the order of replacement of the existing stock of apparatus. The townships should anticipate substantial capital funding investments in this area.

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services
Equipment/Vehicles

Fire Apparatus

Findings and Recommendations

- **Engine 13**: Take out of service. Keep as reserve until disposed.
- **Engine 15-2**: Run as Engine 15 at Station 15.
- **Engine 15-1**: Move to Station 13. Run as Engine 13 with 4 career firefighters.
- **Truck 15**: Run as Truck 15 out of Station 15. Use as reserve ladder for career staff when Truck 16 is out of service. One solution may be to replace this with a quality used ladder truck, preferably in the five-year-old range. Any replacement **should** be a quint.
- **Engine 16**: Run as Engine Company at Station 16.
- **Truck 16**: Run as Truck Company out of Station 16.
- **Air Wagon 16**: Equip it as Rescue 16 and run it on auto extrications and other calls as required.
- **Engine 17**: Replace with a new engine. 2007-2008.
Run as reserve Engine 17-2 upon replacement
- **Engine 17-2**: Run as Engine Company out of Station 17.
Keep as reserve until new Engine 17 is purchased.
Dispose of thereafter.

This is based upon the proposed fire protection delivery system advocated by this study. If the townships choose to consolidate, build new stations or eliminate stations, this can be modified as required.

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services
Fire Response Assignments

Recommendations

- The closest fire companies, regardless of internal fire district boundaries and/or any municipal boundaries are assigned and dispatched. This should include 1st, 2nd, 3rd and 4th due assignments on initial fire responses for all dwellings, buildings, Haz-mat incidents and any type of vehicle or water rescue.

- In order to ensure that this review is approached and handled in an objective manner, the York County Department of 911 Emergency Services be contacted to see if that type of assistance is available.

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services
Planning

Recommendations

The townships should develop on a planning program specifically concentrating on the combined department.

The plans should have the following ranges.

Short Term; 1 to 3 years.

Mid Term; 3 to 5 years.

Long Range; 5 to 10 years.

The planning process should allow the flexibility to amend and change the plans at each range based upon contingencies and realities. The fire department must project the service needs in all phases of planning based upon changes in social conditions, demographics and planned large construction projects in the towns. All of these can and will impact the delivery of fire protection. Professional planning, or lack thereof, will determine if the impact is a positive one, or a negative one.

Adjoining municipalities and the York Chamber of Commerce be invited to join the planning process, this would foster Intergovernmental Cooperation. The goal would be to develop a planning procedure in regards to the fire services needs. The report should consider past demands for services, proposed development and demographic changes that may impact existing service delivery capabilities and the ability to provide for projected future service needs. Citizen participation is also encouraged in this process.

This method will allow for collective and comprehensive local and regional emergency services planning.

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services
Insurance

Findings

Adequate insurance coverage for emergency services is both necessary and costly for the municipality and the emergency services providers. The very nature of emergency services delivery is dangerous and based on accepted and calculated risks. This makes adequate and proper insurance coverage imperative.

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services
Insurance

Recommendations

The items below are not inclusive, but may help insulate the townships from loss by taking steps to better insure the emergency services organizations acting on their behalf.

PROPERTY AND CASUALTY

NAMED INSURED

With respect to the fire companies, the named insured of the fire company and their applicable State Fireman's Relief Association should be described as a named insured on the package policy. If a ladies auxiliary associated with a particular fire company is separately chartered or incorporated, they should also be included as a named insured. It is also important from a claim perspective to separately distinguish each named insured as well, for example; Marsh Creek Fire Company AND/OR Marsh Creek Fire Company Relief Association AND/OR Marsh Creek Fire Company Ladies Auxiliary.

ADDITIONAL INSURED

The following should be added as an additional insured under each emergency services organization general liability and automobile liability policies. "Spring Garden Township, elected officials, appointed officials, employees, successors and/or assigns, A/T/I/M/A". If only the township itself is listed as an additional insured and the Board of Commissioners are sued along with the township, the municipality would enjoy coverage, but the elected officials, appointed officials and employees would not.

PROPERTY

Coverage should be provided for the buildings on a "guaranteed replacement cost" basis, or an "agreed value" replacement cost basis. Contents should be covered with a replacement cost valuation. Business Income and Extra Expense coverage should be included, preferably on an actual loss sustained basis over a 12-month period. "All Systems" coverage should be included, and if the buildings are not up to current municipal building codes, "Building Ordinance or Law" coverage should be included. Flood Insurance may also be considered depending upon exposure to that specific loss.

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services
Insurance

Recommendations

GENERAL LIABILITY

Coverage should be provided at limits of at least \$1,000,000 per occurrence, \$2,000,000 in the aggregate. "Errors and Omissions" coverage or similar policy language should be included for any mistakes that may be made during any emergency response. "Medical Malpractice" coverage should be included for all emergency service organizations, even those who don't normally respond in an emergency medical capacity. Emergency and training operations pollution liability should be included in the policy as well.

BUSINESS AUTOMOBILE

In addition to affording liability coverage to the vehicles owned and operated by the emergency services operation, hired and non-owned automobile liability coverage should be included in the emergency service organization's business auto policy. When the municipality, etc. is added as an additional insured, this coverage can protect the municipality when a fireman is involved in an at-fault accident while responding on behalf of his or her fire company. The coverage is normally in excess of the firefighter's personal automobile insurance.

While the Political Subdivision Tort Claims Act will cap lawsuits in state court at \$500,000., a "Diversity of Citizenship" doctrine could be used in serious accidents involving out-of-state drivers to hear the case in Federal Court, where no cap applies. Thus, higher limits of automobile liability coverage should be encouraged.

Physical damage on the emergency service apparatus should be afforded on an "agreed value" or "value-guard" format, meaning that depreciation for the apparatus is not applied at claim time. Limits of coverage for the apparatus should be regularly updated to reflect the current replacement cost values for the apparatus and its attached equipment.

DIRECTORS and OFFICERS or MANAGEMENT LIABILITY

Coverage limits for this policy should start at \$1,000,000 each claim, as these claims are often heard in Federal Court, where political subdivision immunity is not recognized.

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services
Insurance

Recommendations

PORTABLE EQUIPMENT

Coverage should be afforded on a blanket (items not specifically scheduled) replacement cost basis, or guaranteed replacement cost basis. Relief Associations must be described as a named insured for fire company policies as they own the lion share of the portable equipment.

DISHONESTY

If the townships are financially supporting the emergency service organization, the townships should request a certificate of insurance evidencing blanket dishonesty coverage. Limit of bond should be at least equal to the amount of funds provided annually.

EXCESS or UMBRELLA LIABILITY POLICY

An umbrella excess liability policy can be used to provide excess coverage over the limits set in the underlying liability policies. Coverage should be provided over general liability, automobile liability, and management liability. Ideally, umbrella coverage should be included in an emergency service organizations' insurance program, budgetary considerations may hinder its purchase.

- The townships have an insurance professional review the types and thresholds of coverages that are held currently by the township and all of its emergency services providers.
- That any changes required by the townships based upon that review be covered specifically in any service agreements and adopted by ordinance or resolution.

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services

General Items

Recommendations

- That the townships review the Pennsylvania First Class Township Code and the Second Class Township Code, to see if there are any items the townships do not address currently. Several recommendations contained in this report, if accepted, will have to be reviewed in the context of these codes. Any additions to any service agreements, mutual aid agreements or the Township Codes themselves should be adopted by ordinances and/or resolutions.
- That the townships review the *National Fire Protection Association (NFPA) Standard 1710 Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, And Special Operations to the Public by Career Fire Departments*. After reviewing this document, the townships may consider adopting all or portions of the standard as it deems fit. Any adoptions, in whole or part, should be adopted by ordinance and/or resolution.
- That the townships review the following:
 - ❖ Pennsylvania Senate Resolution 60 report.
 - ❖ Pennsylvania House Resolution 148 report.
 - ❖ Pennsylvania HB 2313
Reform of responsibility for Fire and EMS in First Class Townships
 - ❖ Pennsylvania HB 2314
Reform responsibility for Fire and EMS in Second Class Townships
- That the townships contact ISO to advise them of the merger and request an updated evaluation based upon the combined company.

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services

General Items

Recommendations

- Promote the identity of the combined department:
 - Internally;
 - To have all members identify with the new department, have all the stations and apparatus lettered, decaled and identified as the newly combined department.
 - To have all members identify with the new department, provide and make all Class A uniforms, Duty Uniforms and turnout gear standardized and identified as the newly combined department.
 - To have all members identify with the new department, provide job shirts, sweatshirts and t-shirts to all members career and volunteer, to identify as members of the newly combined department.
 - Externally;
 - Develop a comprehensive public information campaign to inform and educate the public about the newly combined department and its commitment to public safety, service and professionalism.
- In 1993, the Central Pennsylvania Economy League did a comprehensive analysis of the fire protection delivery system of Springettsbury Township. While this report dealt specifically with the prospects of a merger, a cursory look at this report took place. Although dated by 13 years, the new fire chief in the context of the combined fire departments should examine this report in detail to see if any of its recommendations within the report are relevant to the newly combined company.

Fire Department Merger Study
Spring Garden & Springettsbury Townships
York County, Pennsylvania
Governor's Center for Local Government Services

General Items
Recommendations

- Contact the Pennsylvania Auditor General's Office for consultation on issues regarding merger as it relates to the State Firefighter's Relief Act.
- Review the following reports from the International Association of Fire Chiefs:
 - ❖ Red Ribbon Report, "Lighting the Path of Evolution, Leading the Transition in Volunteer and Combination Fire Department."
 - ❖ Blue Ribbon Report, "Preserving and Improving the Future of the Volunteer Fire Service."