



Promising Solutions

Government & Education | Economics & Public Finance | Health & Human Services | Nonprofits & Communities

Evaluation of Public Safety in the Town and Village of Victor

Final Report with Baseline Review, Options and Possible Actions for EMS, Fire and Law Enforcement Services

January, 2017

Prepared for:

Town of Victor

Prepared by:

Paul Bishop, MPA, NRP

Project Director



© CGR Inc. 2017 – All Rights Reserved

1 South Washington Street, Suite 400, Rochester, New York 14614
(585) 325-6360 • info@cgr.org

www.cgr.org

Summary

Introduction

The Town of Victor has grown substantially in the last three decades and is projected to grow for the next three decades. This growth has brought many changes to the community including new infrastructure and an expanded school system. While Victor has experienced significant growth in the last few decades, the framework of public safety services has remained essentially the same. The town does not directly provide public safety services (emergency medical services, fire service and law enforcement) but does ensure that the services are provided through agreements and general oversight. The town engaged CGR to conduct a review of the public safety services provided by the Victor-Farmington Volunteer Ambulance, Mercy Flight Central, Fishers Fire District, the Village of Victor Fire Department, the Ontario County Sheriff's Office (including 911 service) and the New York State Police.

The Town of Victor is the largest town in Ontario County and is located in the northwest corner of the county. In 2014, the population was estimated at 14,400 in 35.9 square miles. The Village of Victor is located entirely inside the Town. It has a population of about 2,800 in 1.4 square miles. It is anticipated that development will continue in the Town for about two more decades before it will be fully developed and the population could reach 21,000 at full build out.

Survey

As part of the study, a survey of village residents was conducted using an internet tool. The survey had responses from 400 residents. The survey shows that the public has a very positive opinion of all the public safety agencies in Victor with 35% rating them favorably and 42% rating them very favorable. Only a very small percentage rated the services unfavorably. The majority of respondents (82%) feel safe in their homes and believe they'd get help quickly if it was needed.

The majority of respondents (72%) felt that it is important to help the Victor Fire Department remain fully volunteer. Along a parallel track, the majority of respondents (57 %) expressed opposition to having their fire taxes theoretically increase 50% to add paid staff to the fire department. However, 25% were neutral and 15% agreed with the concept. The respondents were divided on whether a single fire department should be created to serve the entire town with the plurality (28%) taking a neutral stance on this question and essentially equal support and opposition. There was little support for the idea of the Town creating its own townwide police department with 58%disagreeing with that idea and only 11% agreeing with the concept.

Service Providers

Victor-Farmington Volunteer Ambulance Corps, Inc. (VFVA) is a private not-for-profit organization that is a state certified paramedic ambulance service. VFVA is the primary responder to all medical emergencies that occur in Victor and the neighboring town of Farmington (population 12,500 in 39.4 square miles). The total resident population is about 26,900 in 75.3 square miles.

VFVA has eight paid full time staff members and about 25 paid part time staff members. All of the paid staff members are certified as either an EMT or paramedic. There are also about 20 volunteer members of the organization. In 2015, VFVA had revenue of approximately \$1.25 million and expenses of \$1.19 million. More than 90% of the revenue came from patient billings. The Towns of Victor and Farmington contributed a total of \$21,840 in 2015 representing less than two percent of the revenue. VFVA operates four ambulances and two emergency ambulance service vehicles (flycars). VFVA has had an average of 2176 calls per year over the last decade, with five of the last six years being above average. About 56 percent of calls occur in Victor over the last decade, although in the last five years that share has been declining.

The **Fishers Fire District (FFD)** is located in the western portion of Victor and is about 20.8 square miles. The fire district is independent from the town and is responsible for ensuring the appropriate fire protection inside its district. The fire district is responsible for establishing a budget, entering into contracts, providing stations, apparatus and equipment for firefighting, organizing volunteer fire companies, and hiring staff to assist in fire protection duties. The fire district also governs the membership of the fire company and approves the line officers of the fire company.

FFD operates out of two stations and has two front line rescue pumpers, a quint, a heavy rescue truck, and a multipurpose light rescue truck. FFD is undergoing a substantial change in its staffing from a volunteer department with some paid career staff support to a career staff department with some volunteer support. At the start of 2015, there were two full time firefighters on duty at all times and by the end of 2016, there will be four full time firefighters on duty at all times. The number of active volunteers has declined from a recent peak of 33 in 2010 to 9 in July of 2016. The Fishers Fire District has seen a steady increase in calls for service over the past decade. In 2015, they answered 686 calls for service.

The district has a revenue budget of \$3.7 million in 2016, with 70% coming from property tax and the remainder from the use of reserve funds. The expense budget includes 39% for personnel expenses, 31 % for the purchase of a new quint and 14% for a reserve fund for future capital needs. In 2016, the district increased its tax rate 52%

to 2.077 per thousand dollars. The previous year, it increased the tax rate 28% after many years of holding it level.

The Victor Fire Department (VFD) is a village department of the Village of Victor (1.4 square miles) and is contracted to provide fire protection to the eastern portion of the Town of Victor through the Victor Fire Protection District (13.7 square miles). The fire department is governed by the Village Board. The trustees approve the budget, establish the contract for services with the Town, purchase equipment, approve new members, confirm department officers and borrow as necessary. The chief and department officers retain all operational control of the department and are empowered to purchase certain items under Village procedures.

VFD is a fully volunteer department that operates out of single station near the center of the Village. 55 volunteers responded to calls in 2015. The department has a front line rescue pumper, a front line pumper tanker, a quint, a heavy rescue truck, multi-purpose squad, a brush truck, and an all-terrain vehicle. VFD operates out of a single station at 34 Maple Street in Victor. VFD responded to an average of 358 calls per year over the previous 4 years.

The VFD has a total budget in 2016-17 of \$660,775. 42% is for operating, 35% is debt service for the fire station renovations, 23 % for a fire apparatus reserve fund. The largest operating expenses are for equipment (20%), gas and electric (11%), pension (11%) and insurance (8%). The Victor Fire Protection District and the Village property tax share for the fire department is \$0.912 per thousand, essentially unchanged for the last four years.

The Ontario County Sheriff's Office (OCSO) is a department of the county government. It is responsible for providing law enforcement to much of the county, including the Town and Village of Victor, and all emergency dispatching in the county (except the City of Geneva). The law enforcement division employs people 77 full time, 67 of whom are sworn law enforcement officers. The OCSO divides the county into six zones with one officer usually on patrol in each zone. The Town of Victor is one of the six zones. In addition, three full time officers are assigned to Eastview Mall and one deputy works as a school resource officer in the Victor Schools.

The OCSO law enforcement operations budget in 2016 is \$11.9 million with 91% being allocated toward personal services and benefits. A separate budget of \$0.5 million is set aside for equipment in a capital improvement plan. The public safety communications operations budget in 2016 is \$4.2 million with 84% being allocated toward personal services and benefits. Residents of Victor pay for these services through their property tax bill and county sales tax. There is not a specific tax or contract for law enforcement services in Victor.

The OCSO is the primary law enforcement entity in the Town and investigates the majority of the crimes that occur in the Town. Victor accounts for about 13% of the population in the county, but 28% of the serious (Part I) crimes reported in the county. In particular, over the last three years more than 30% of the robberies and larcenies in the county have occurred in Victor. However, the proportion of lesser crimes, including DWIs fall much closer to the town's share of the population in the county. The pattern of a higher rate of larcenies and robberies than the rest of the county is to be expected because of the high volume of commerce in the Town.

The New York State Police (NYSP) that patrol in Victor are assigned to Ontario County from Troop E, which is headquartered in the town of Canandaigua. There are 19 troopers and two sergeants that are assigned to patrol in Ontario County. The minimum strength on patrol is two, but it is more typically four during peak hours. The troopers work 12 hour shifts that are scheduled based on anticipated need with the most on patrol between noon and eight pm. Troopers work two to a car on overnight shifts.

The troopers on duty in the county and Victor are assigned to calls by the Ontario County Communications center. They are assigned based on a closest unit concept. It is a frequent occurrence for a trooper to work side by side with an OCSO deputy on a call as back up.

Service Demand

The data analyzed was for the time period of January 1, 2012 to June 14, 2016. The data included all calls for service in the Town recorded by the dispatch center. During that time, there were 55,019 dispatches for public safety services or about 34 dispatches per day.

Calls by Year and Type					
	Police	EMS	Fire	Unknown	Total
2012	9,647	1,259	544	27	11,477
2013	10,063	1,126	510	35	11,734
2014	10,783	1,195	534	34	12,546
2015	11,357	1,126	505	41	13,029
2016 (thru June 14)	5,423	524	271	15	6,233
Total	47,273	5,230	2,364	152	55,019

EMS Analysis

VFVA responds to a little more than 3 calls per day in Victor. The busiest times are between 8:00 am and 7:59 pm. Older residents are much more likely to need ambulance transport than other residents. Residents between 65 and 84 are nearly twice as likely and those 85 and older nearly 10 times more likely to be transported by ambulance than those under 65. VFVA responded to 50% of high priority calls in under eight minutes. In the Fishers Fire District, the met that goal 31% of the time and in Victor 72 %. (FFD provides EMS first response to help ensure a prompt response and when their times are included a provider is on scene 82% of the time in less than 480 seconds.) Response times on overnight shifts were slower than during the day.

Fire Analysis

Fishers averaged 27 calls and Victor 17 calls per month. The whole town averaged 44 calls per month or just under 1.5 fire calls per day. In addition to the fire calls, both departments respond to EMS calls. Fishers call volume doubles when EMS calls are included and VFD's increases 25%. 44% of Victor's and Fishers calls occurred between 8:00 am and 3:59 pm. The two departments are using mutual aid and automatic aid with each other on a more frequent basis. FFD responded to 80% of calls in less than eight minutes and VFD responded to 83% in that same time window. However, that response was often a fire chief and not a piece of firefighting equipment. 90% of fire calls occur within 2.5 road miles of a fire station.

Law Enforcement Analysis

The OCSO responds to about 21 calls per day in the Town, while the NYSP responds to about 9 calls. Nearly 30% of events are stopping vehicles for traffic infractions. Other than traffic events, common call types include alarms, property checks, suspicious conditions, assist the ambulance and larcenies. 58% of law enforcement calls are responded to in less than eight minutes and 76 % in less than 12 minutes. The quickest response times are during overnight hours.

Key Findings

- The public is generally satisfied with their public safety system, but they see room for improvement
- Fire tax rate in FFD is going up and remaining level in rest of Victor.
- Taxable assessed value is growing, particularly in FFD.
- Declining volunteerism at FFD and VFVA has led to increase in paid staff.
- VFD has been able to maintain constant level of volunteers.
- Fire protection is well rated by Insurance Service Organization

- Serious property crime in Victor is relatively high compared to Ontario County, but Victor has little violent crime.
- An EMS resource responds to high priority events in eight minutes or less 78% of the time. The VFVA responds to high priority events in eight minutes or less 72% of the time in the Victor Fire service area and 31 % of the time in the Fishers Fire service area.
- Older residents use the ambulance more frequently than the general population.
- Both fire departments are able to get a resource on the scene of calls in eight minutes or less 81% of the time.
- The call records kept by the OCSO only record the first fire unit that arrives on scene. This prevents an analysis of when adequate resources, such as engines or ladder trucks, for fire suppression arrive on the scene.
- The location of the fire stations is good for the majority of events in Victor.
- The fire departments and VFVA have adequate funding and an appropriate plan to maintain the necessary equipment to perform their tasks.
- Substantial law enforcement resources patrol Victor and provide a prompt response.

Options for Future Public Safety Delivery

The following are presented in a bulleted list as a range of possibilities that could be pursued, more detailed descriptions follow later in the report. As part of the study process, the options that are most appropriate for the community will be identified by the Project Steering Committee, based on their knowledge and input from the community. No value judgement is placed on the options to identify one option as better than another. In some cases, a high level analysis of costs and benefits is presented in the body of the report to help the community consider the potential scope. The goal of the options process is to help refine the options and identify the areas where a consensus can be reached for action. It is also appropriate to identify possibilities that are unlikely to have support today, but might be a change in a longer term environment.

Immediate Actions for Consideration

These immediate actions are objectives that should be addressed by the public safety community in Victor regardless of the other options that are pursued and may not need substantial changes to be made to have a positive impact on the community.

- Improve Record Keeping for Fire Events
- Consider Joint Fire Service Capital Plan

- Expand Training Opportunities for the Fire Service
- Develop a Volunteer Incentive Package with items such as educating about the NYS Income Tax Credit, a local real estate tax exemption, accessing the FASNY HELP program for college tuition, financial incentives and community support programs.

Emergency Medical Services Options

Four options were presented to the committee and public for consideration including:

- Maintain the status quo
- Victor contracts for service with VFVA with performance measures
- Consider the creation of a special ambulance district to support VFVA
- Create a town ambulance service to replace coverage from VFVA

Fire Service Options

There were six options identified for change related to the fire service and several of those options had variations that were also considered.

- Maintain the status quo
- The town expands its role in fire service provision through one or more of the following:
 - Provide administrative support to the departments
 - Active coordination of public safety efforts
 - Adjust the contract for the Victor Fire Protection District
 - Town and village of Victor contract with Fishers Fire District for services
- Creation of a Joint Fire District for Victor Fire Department
- Creation of a townwide Joint Fire District for Victor
- Undertake a Regional Approach to Fire Protection
- Victor Fire Department addresses reduced volunteer availability by either hiring its own firefighting staff or contracting with Fishers Fire District for overage during certain hours

Law Enforcement Option

Five options for changing law enforcement coverage in Victor were considered by the committee:

- Status quo of remaining a part of the Ontario County Sheriff's Office (OCSO)
- Work with OCSO to develop and report on metrics of performance in the town
- Contract with OCSO for additional services such as traffic enforcement
- Consider enhanced traffic safety measures such as radar speed signs or red light cameras
- Create a town police department to replace the services received by OCSO

Committee Recommendations

The options that are outlined in this report were presented to the Town of Victor at a public meeting on October 12, 2016.¹ The Victor Public Safety Review committee met on December 1, 2016 to consider the options related to each of the public safety disciplines. During a workshop, the merits of each of the options in the report and the immediate actions for consideration were discussed. Although a formal vote was not conducted, a clear consensus developed around several options as well as immediate actions for consideration. In addition to the communal expertise on the committee, perspectives from the public meetings and other interest groups were considered when developing the recommended options.

The recommended options for immediate action and each of the disciplines are:

Improve Recordkeeping for Fire Service Events

- A task force was developed including representatives from each department to meet with the Ontario County Sheriff's Office 911 Center to discuss alternatives that could be explored to improve the recordkeeping for fire events. The task force had its first meeting with the 911 Center on January 9, 2017. This action will be pursued without specific support of the project consultant.

Contract with the Ontario County Sheriff's Office for Traffic Patrols

- The Town of Victor chose to contract with the OCSO for 15 hour per week of extra traffic enforcement beginning in 2017. The contract will include reporting of the specific times spent on traffic enforcement and the activities that were performed such as number of stops and tickets issued.

Support Additional Funding for VFVA

- The committee endorsed the need for the town to provide additional funding to the Victor Farmington Volunteer Ambulance and that the additional funding should be raised through a special ambulance district established by each town. The

¹ Slides from the presentation are attached to this report as an appendix.

discussion focused on the upcoming capital needs for VFVA and the current uncertainty in the EMS transport reimbursement arena. The agreement for additional funding is an arrangement directly between the town and VFVA. There was consideration that both Farmington and Victor should participate in the discussion with VFVA. This recommendation will be pursued outside of the committee activities and without the direct involvement of CGR.

Undertake a Regional Approach to the Fire Service

- The discussion around the future of the fire service was the clear focus of the committee and the consensus was a recommendation to move toward a regional fire service for the whole town of Victor and possibly the town of Farmington should be considered. The consensus developed around a goal to ensure that the fire service in the community could meet NFPA Standard 1720 to be able to assemble a staff of 10 interior qualified firefighters on scene in ten minutes 80 percent of the time. It was felt that this goal is not always met with today's operations and would be reasonable and objective target for the community to strive to attain.
- CGR was asked to develop a model that would consider the different pathways that the fire service could take to become a regional fire service provider. Key characteristics to consider would be the retention of the identity of each department involved, potential intermediate steps and projected tax impacts. To help inform the models, CGR was also asked to gather information about the Farmington Volunteer Fireman's Association and the town of Farmington.

Options for Fire Service Change

- **Change in Governance to Create a Victor Joint Fire District (JFD)** - In this option, there is essentially no change in fire department operations. However, there is a substantial change in governance in the department with the creation of a commission that would remove the responsibility from the village board and place it in the hands of the commission. The commission could be either elected by the residents of the JFD or appointed by the two boards as established during the formation of the district. It would be possible for the newly established JFD to merge with Fishers Fire District and/or with the consent of the Farmington Town Board, expand into that town to cover the area handled by the FVFA. There would be no immediate fiscal impact on the residents under this option.
- **Consolidated Victor Fire Service** - The creation of a single JFD across Victor would prepare the fire service in the whole town to better address its needs for the next generation. The community would be served by a single department that draws its volunteers from the existing companies and deploys its resources,

including paid firefighters, under a single operational plan. The new JFD would have lower capital costs in the long term as it would be able to reduce some portions of its fleet, yet still meet operational guidelines and insurance recommendations. The JFD leadership would likely represent each community and have an interest in the fire service that should lead to successful long term management of the fire service. There would also be a more equitable distribution of costs across the town that matches the existing distribution of resources.

- **Comprehensive Restructuring** - The creation of a single JFD across Victor and substantial portions of Farmington would prepare the fire service in those areas to address the challenges they will face in the coming generation. The community would be served by a single department that draws its volunteers from the existing companies and deploys its resources under a single operational plan. The new JFD would have lower capital costs in the long term as it would be able to reduce some portions of its fleet, yet still meet operational guidelines and insurance recommendations. The JFD leadership would likely represent each community and have an interest in the fire service that should lead to successful long term management of the fire service.

Future Steps

All three of the pathways to a regional approach for the fire service will require a concerted effort by the elected officials and the members of the fire departments of the organizations involved to educate the public and their other constituents. There will also be the need for expert legal advice to ensure that actions taken meet the requirements outlined in state law. There will be opportunity for the public and the community leaders to evaluate the changes in costs and the expected benefits to ensure that the changes are in the best interest of the residents of Victor. This is a great opportunity for the community leaders to support change in governance and operations that will improve the service to the residents of Victor for both the near term and the next generation.

Acknowledgements

Many thanks to Tina Kolaczyk of the Town of Victor for her assistance in gaining access to the data, publicizing the survey and facilitating the project interviews.

The members of the Victor Public Safety Review Committee are:

- Jason Ashton* – Mayor of Victor
- Maureen Bills* – Fishers Fire District
- Mike Carlotta – Victor Farmington Ambulance
- Mark Eifert* – NY State Police
- Jack Marren* – Town Supervisor
- Sean McAdoo* – Victor Fire Dept., Town Planning & Building Dept.
- Joseph Murphy – Victor Fire Department & Ontario County Sheriff
- Jared Palmer * – Victor-Farmington Ambulance
- Andy Stromfeld * – Fishers Fire District and Mercy Flight Central

**= interviewed in their professional role as part of the study process*

The additional people below were interviewed during the project:

- 911 Supervisor Steven DeChick, OCSO
- Katie Evans, Director of Development, Town of Victor
- Chief Chris Foster, Victor Farmington Volunteer Ambulance
- Sgt SC Jason Haag, NYSP Troop E
- Pamela Hogenes, Victor Village Clerk
- Chief Deputy John Storer, OCSO

Staff Team

Amelia Rickard administered and analyzed the survey data. Michael Silva and Kate Bell developed the response analysis and maps. Kate Bell also managed the project website. Robert Zielinski assisted in the data analysis. Chief Jim Harrington provided expert analysis of fire service issues.

Version 2.3.2017

Table of Contents

Summary.....	i
Introduction.....	1
Portrait of the Town of Victor.....	1
Demographic Profile	1
Development Trend	4
Survey Results Summary	6
Respondent Profile.....	6
Open Ended Comments.....	11
Survey of Public Safety Volunteers and Staff.....	14
Public Safety Services.....	16
Overview of Services.....	17
Victor Farmington Volunteer Ambulance.....	18
Mercy Flight Central	22
Fishers Fire District	23
Victor Fire Department.....	32
Town of Victor Fire Marshal.....	39
Ontario County Sheriff's Office.....	40
New York State Police.....	43
Emergency Management in Victor.....	43
Public Safety Service Demand in Victor.....	44
Emergency Medical Service Analysis	45
Fire Analysis.....	54
Law Enforcement Analysis	64
Key Findings.....	71
Options for Future Public Safety Delivery	74
Immediate Actions for Consideration	74
Emergency Medical Services Options.....	77
Fire Service Options.....	79
Law Enforcement Options.....	85

Beyond the Options.....	88
Identifying a Path Forward	88
Developing a Regional Approach to the Fire Service	90
Options for Change	90
Future Steps.....	104
Appendices.....	106
Appendix A -Definitions.....	107
Appendix B -NYS Local Gov't Excerpt on Fire Services	109
Appendix C- Insurance Service Organization PPC Rating	114
Appendix D- Calls for Service Detail.....	117
Appendix E – Slides from Option Presentation on October 12, 2016	128
Appendix F - Farmington Volunteer Fireman’s Association Profile	143

Introduction

The Town of Victor has grown substantially in the last three decades and is projected to grow for the next three decades. This growth has brought many changes to the community including new infrastructure and an expanded school system. The town does not directly provide public safety services (emergency medical services, fire service and law enforcement) but does ensure that the services are provided through agreements and general oversight. The town engaged CGR to conduct a review of the public safety services provided by the Victor-Farmington Volunteer Ambulance, Mercy Flight Central, Fishers Fire District, the Village of Victor Fire Department, the Ontario County Sheriff's Office (including 911 service) and the New York State Police.

CGR was selected for the process through a competitive bid and the project is being partially funded by a grant from the New York State {fund and grant number}. The study has been overseen by a committee of elected officials and public safety officials from the Town of Victor. The scope of the study includes the entire Town of Victor including the Village of Victor

Portrait of the Town of Victor

The Town of Victor is the largest town in Ontario County and is located in the northwest corner of the county. In 2014, the population was estimated at 14,400 in 35.9 square miles. The Village of Victor is located entirely inside the Town. It has a population of about 2,800 in 1.4 square miles. The race and ethnicity make up is 94% white with no other group above 3 percent. The median age is 43.6 and the poverty rate is estimated at 2.6%. About 97 percent are high school graduate and

Demographic Profile

Since 1980, the town's overall population has more than doubled, with the areas outside of the village experiencing growth rates of over 330% over the same timeframe. From 2000 to 2010, the Town of Victor experienced a population increase of 45.3%, the second-largest in the state per the 2010 US Census. The proportion of residents living outside the Village has grown from 59% in 1980 to 81% in 2014.

Population of Victor (Town, Village and Town Outside Village (ToV))				
	Town	Village	ToV	% of Village in Town
1980	5,784	2,370	3,414	41%
1990	7,191	2,308	4,883	32%
2000	9,823	2,433	7,390	25%
2005-2009	12,076	2,543	9,533	21%
2010-2014	14,387	2,798	11,589	19%
% Increase from 1980 to 2014	149%	18%	239%	

In 2014, 17% of Victor residents were aged 65 and over, 9% of which were aged 85 and over. This represents an increase in share from 5% over 65 and 0.4% greater than 85 in 1990.

Population of Victor over 65			
	Town	Village	ToV
1990 65+	382	189	193
1990 85+	31	17	14
2000 65+	1,022	244	778
2000 85+	84	15	69
2005-09 65+	1,637	291	1,346
2005-09 85+	152	31	121
2010-14 65+	2,386	321	2,065
2010-14 85+	210	35	175

There has been a 208% increase in the volume of housing units since 1980, more than tripling from 1,900 units to over 5,800 in 2014. The town outside of the village experienced the majority of that growth, increasing over 315% from 1100 housing units to over 4,700 over the same timeframe. From 2000 to 2014 there was a 50% increase in housing volume, equivalent to almost 2,000 new units.

Housing Units in Victor			
	Town	Village	ToV
1980	1,893	751	1,142
1990	2,763	850	1,913
2000	3,872	972	2,900
2005-2009	4,829	988	3,841
2010-2014	5,822	1,067	4,755

The income among households has increased as well. After adjusting for inflation, household median income for the town has increased 28% since 1980, and 4% in the village.

MEDIAN Household Income * *adjusted for 2014 dollars		
	Town	Village
1980	\$ 63,864	\$ 67,846
1990	\$ 80,590	\$ 71,767
2000	\$ 81,591	\$ 75,366
2005-2009	\$ 94,634	\$ 66,285
2010-2014	\$ 81,591	\$ 70,744
* Adjusted to 2014 Dollars		

Development Trend

Over the last 15 years, an average of 91.5 new residences have received permits each year. The annual issuance of permits has slowed since 2005. Between 2000 and 2005, the number averaged 137 permits, but since 2005 it has averaged 71 permits. 96 percent of the permits were for single family residences.



According to Town's comprehensive plan, adopted on August 24, 2015, the Town anticipates that it will continue to develop until it approaches full build out. It is estimated that the full residential build out would result in 8,242 units, which is 2,420 units more than are estimated to exist in 2014. The Ontario County Planning department estimated if the current build out trend continued, then maximum residential build out would be attained around 2025.² If the current household size of 2.5 is carried forward with the 2,420 units, the population could reach about 21,000 at full build out. However, the comprehensive plan also highlighted that the residents have a desire to preserve open space that might limit the buildout. In addition to residential development, there are several substantial commercial developments in various stages of planning or development that will increase the number of visitors, employees and travelers in the town over the next five to ten years.

² If the rate of 90 units per year continues, the build out won't be reached until 2043.

Traffic Issues

With the increased population and commercial development, there has also been a substantial increase in traffic in the Town. In conjunction with the recent Victor Comprehensive Plan, a traffic study was conducted. The traffic study found that only three roads are operating at or near capacity:

- NYS Route 96 between Interstate 490 and High Street Operates at or near capacity
- NYS Route 96 between High Street and Maple Avenue (Route 444) operates over capacity
- County Road 42 between Phillips Road and NYS Route 96 operates near capacity.

The traffic study also identified a series of safety deficient locations with high accident rates, fatal accidents and/or a high number of pedestrian/bicycle accidents, which are listed below. These areas point to the potential for engineering or traffic flow changes that might reduce the rate of accidents at these intersections. Nearly all the safety deficient locations are along or adjacent to the three roadway segments that are operating at or near capacity. These areas are also slated to see additional residential or commercial development.

Safety Deficient Locations in Victor

NYS Route 96: Turk Hill Road to Cobblestone Court

NYS Route 96/I-490 Westbound Off-ramp Intersection

NYS Route 96: High Street to Maple Avenue (Route 444)

NYS Route 96: Maple Avenue (NYS Route 444) to Lynaugh Road

NYS Route 444: Dryer Road to NYS Route 96 (Main Street)

CR 42: Philips Road to NYS Route 96

High Street: Lane Road to Gillis Road.

Source: Victor Comprehensive Plan, 2015, Transportation Section

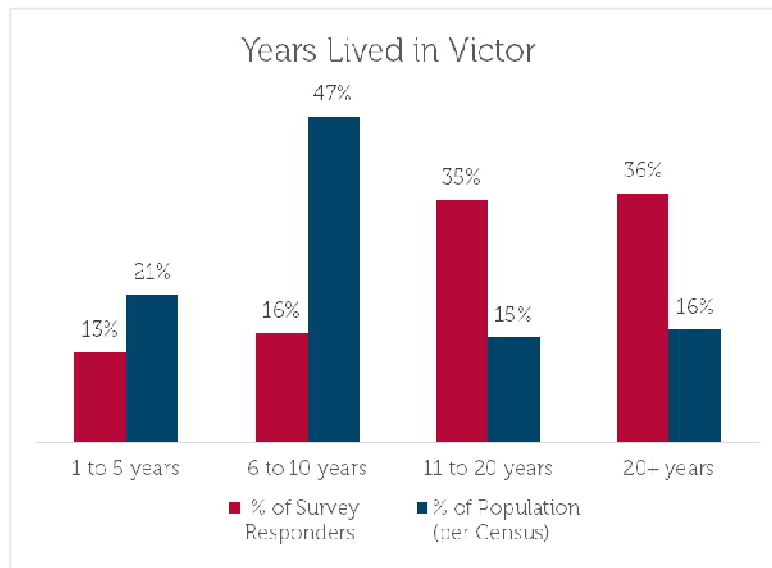
In interviews for this project, several subjects reported that driving with excessive speed was a concern on roads that lead to the main arterials, especially during commuting hours.

Survey Results Summary

As part of this project, a survey on the opinions of public safety in the community was conducted using an internet based tool. The survey was advertised by the Town using a variety of means including their website and Facebook page. This convenience sample received responses from 400 residents that included more long term residents and older residents than the population of Victor as a whole, and should not be interpreted as a scientific poll of Victor residents. However, the results of the survey can still serve to provide information about the general opinions of the community about their public safety system.

Respondent Profile

- 400 people responded to the survey, representing over 1,114 people³, which was approximately 7% of town households and 8% of the town's population.
- 22.6% of the responders had households with residents aged 65+, a higher rate than the overall 65+ population in the Town of Victor (16.6%).
- 22.4% of the responders had households with children under the age of 18⁴, less than 26.1% overall in the Town of Victor.
- The response rate of those who had lived in Victor for 10 years or less was 28.9%, much less than the town rate of 68.4%.

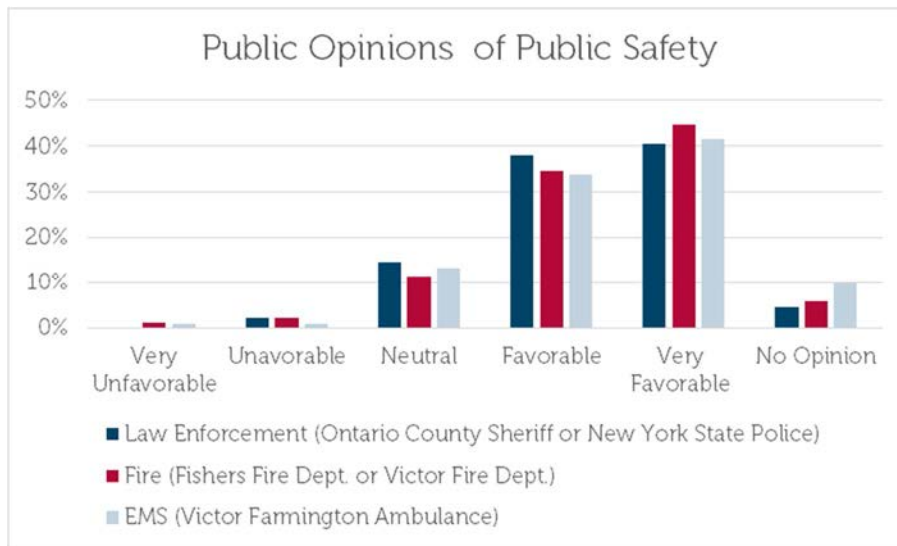


³ For the responses of "6 or more", 6 used for the value

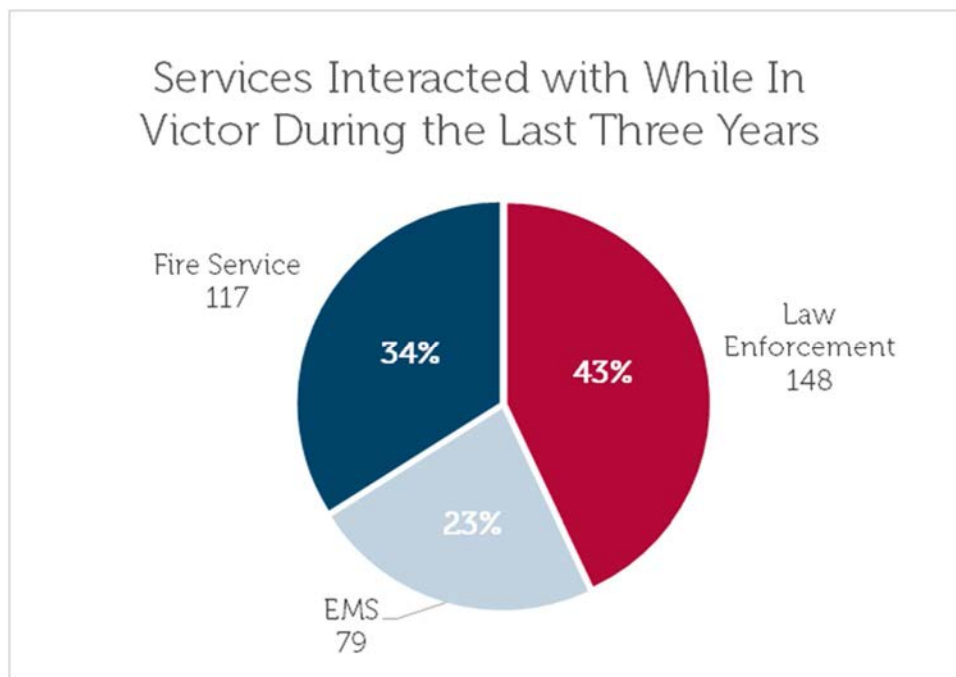
⁴ For the responses of "4 or more", 4 used for the value

Key Opinions

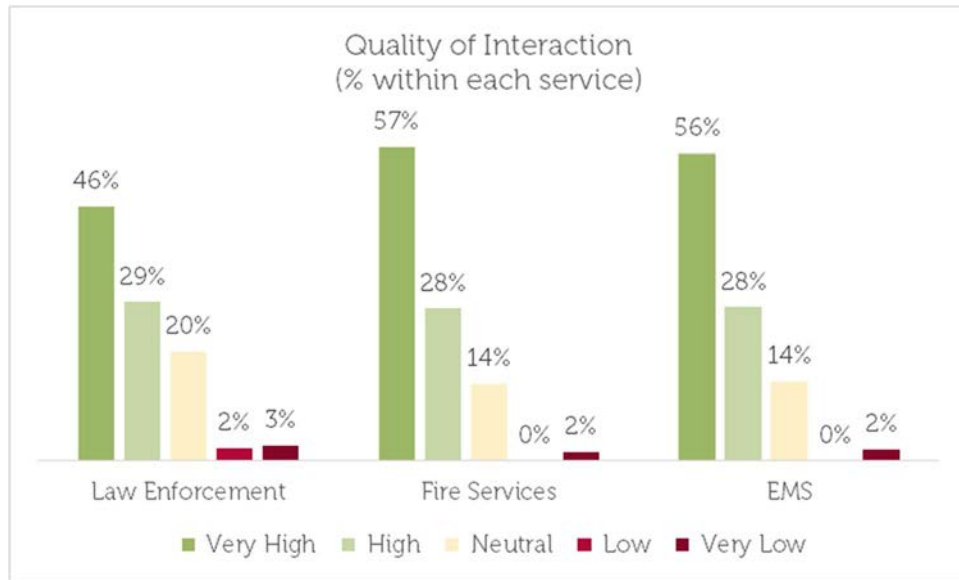
- The public has a very positive opinion of all the public safety agencies in Victor with 35 % rating them favorably and 42% rating them very favorable. Only a very small percentage rated the services unfavorably.



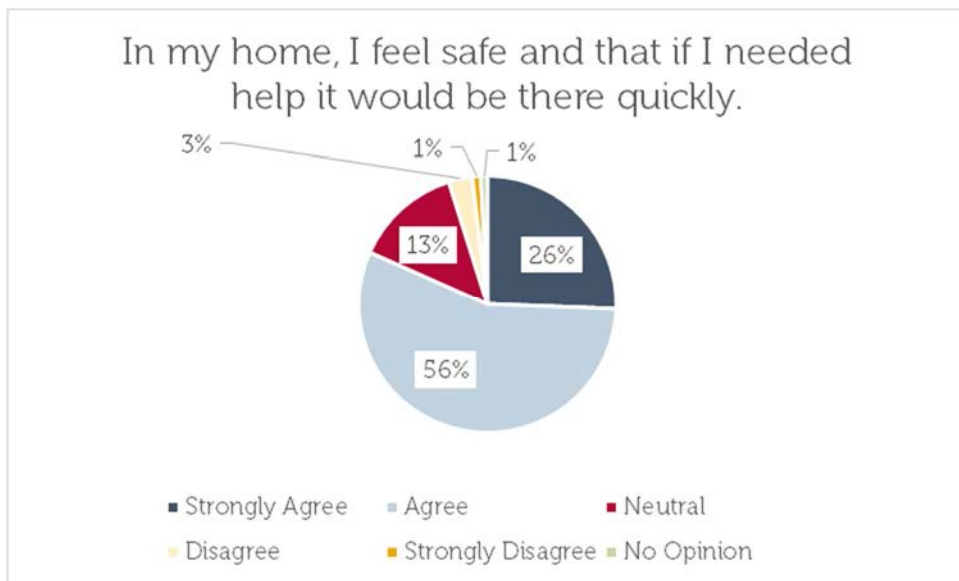
- There were 344 reported interactions with public services in Victor in the last three years:



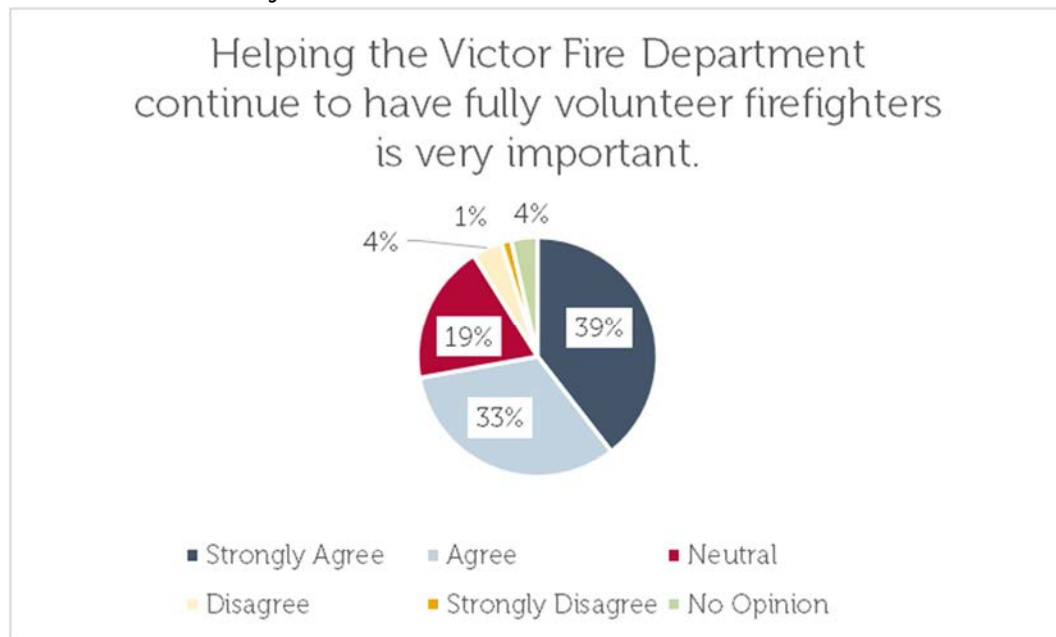
- Of the residents who interacted with Law Enforcement, Fire or EMS services, the majority of ratings were Very High or High:



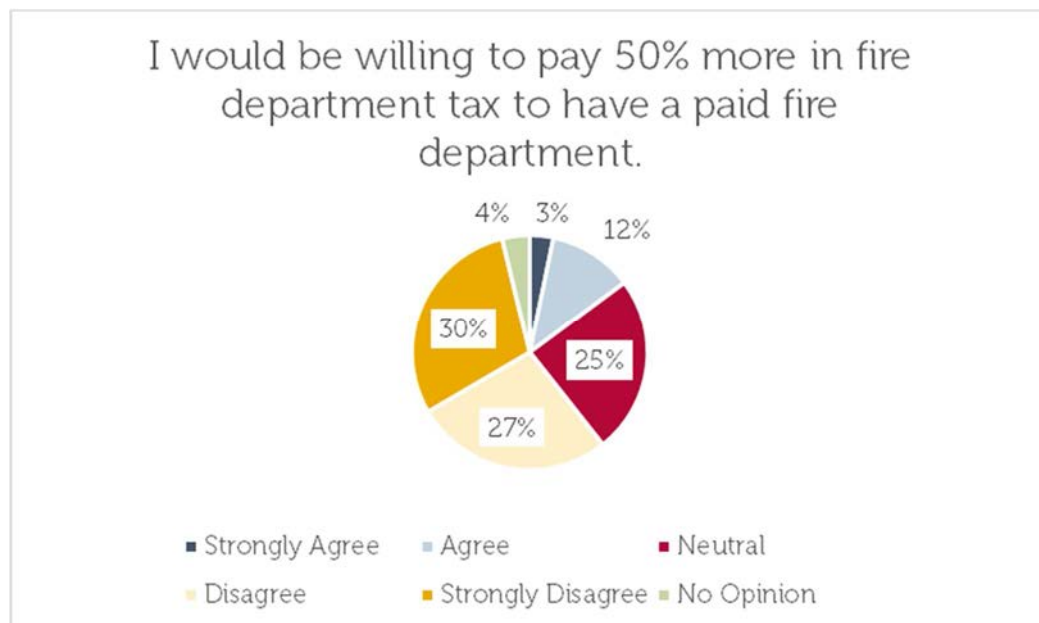
- The majority of respondents (82%) feel safe in their homes and believe they'd get help quickly if it was needed.



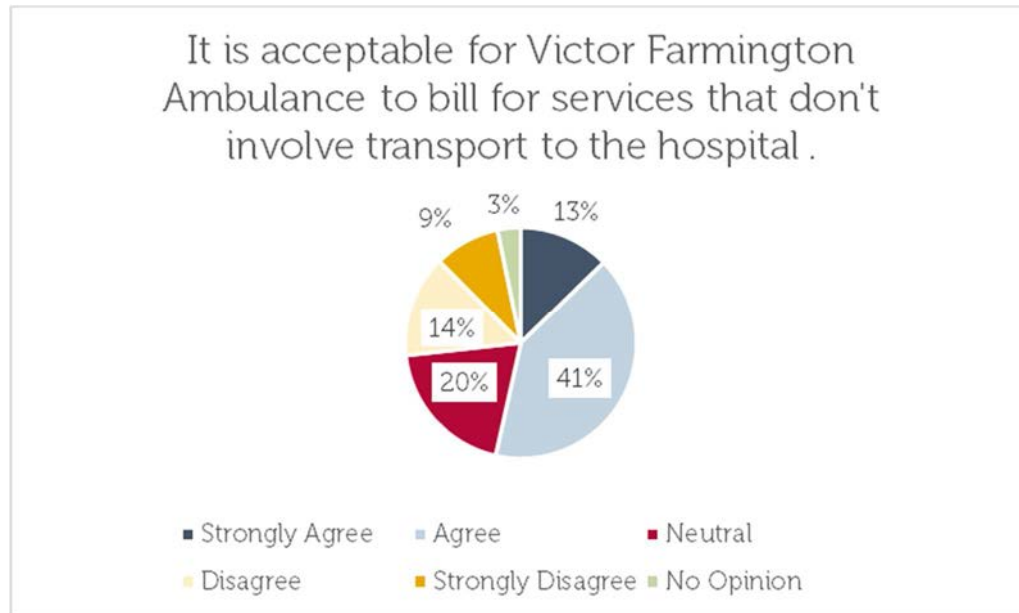
- The majority of respondents (72%) felt that it is important to help the Victor Fire Department remain fully volunteer.



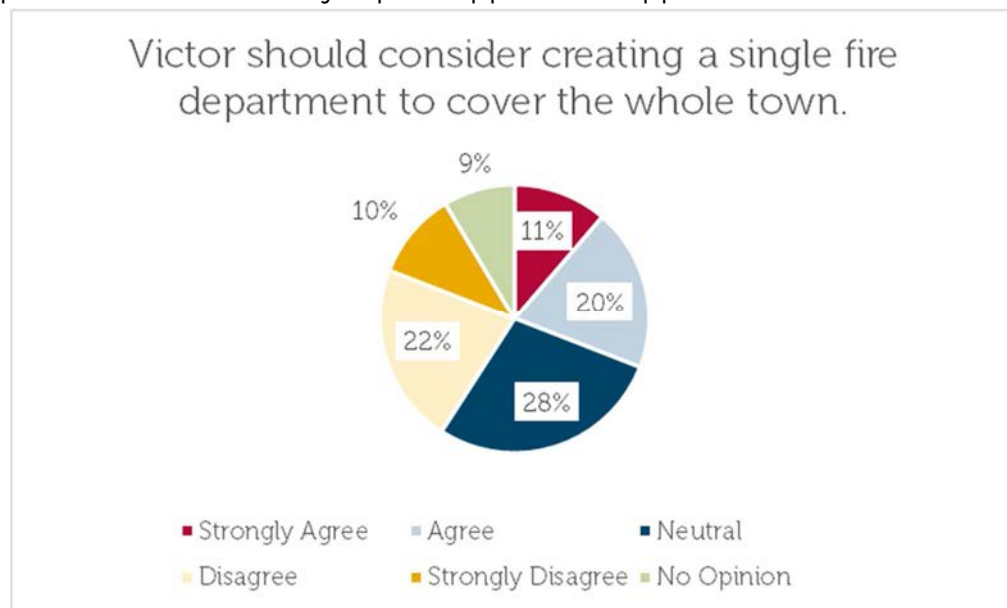
- Similarly, the majority of respondents (57%) expressed opposition to having their fire taxes theoretically increase 50% to add paid staff to the fire department. However, 25% were neutral and 15% agreed with the concept.



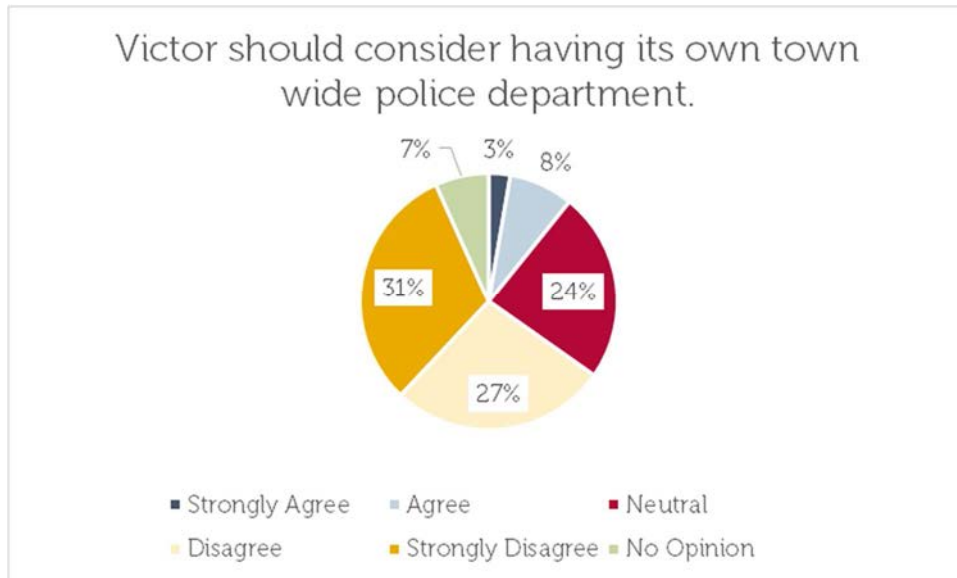
- The respondents would be generally supportive of the Victor-Farmington Ambulance billing for non-transport services. This is something they do not currently do, but is becoming more common among nonprofit EMS services.



- The respondents were divided on whether a single fire department should be created to serve the entire town with the plurality (28%) taking a neutral stance on this question and essentially equal support and opposition.



- There was little support expressed to the idea of the Town creating its own townwide police department with 58% disagreeing with that idea and only 11% agreeing with the concept.



- Other findings of the survey include that only 3 (0.8%) respondents expressed an interest in volunteering for one of the public safety agencies, 47% felt that traffic, particularly speeding, needed more attention from law enforcement and 30% felt that the use of illicit prescription medications and heroin are a serious problem in Victor.

Open Ended Comments

The following summaries reflect themes that emerged from 651 opinions and comments expressed within the 400 survey responses. Please note that many surveys responded to multiple open-ended questions, and responses may apply to multiple themes. The responses have been paraphrased and summarized from the following "open-ended" response questions offered in the survey:

- In general, how do you feel about the following public safety services in Victor?
- Rate the quality of your interaction with the following services (Comments)
- Do you feel there is anything to change regarding law enforcement in Victor?
- Do you feel there is anything to change regarding the fire departments?

- Do you feel there is anything to change regarding emergency medical services?
- Is there anything else you'd like to add?

Positively Themed Responses

Almost 42% of responses expressed satisfaction with the current services or felt no changes were needed to the current services provided. The response were distributed almost evenly among each department (police, EMS, fire). Of those responses, positive opinions of public presence and coverage, response times, community involvement, and professionalism were expressed. Many responders also mentioned that even if they have not yet had any interaction with either service, they were confident in their abilities should they need them.

Positively Themed Responses	Count	% of Grand Total (651 responses)
No changes needed	192	29.5%
Satisfied with coverage/presence	46	7.1%
No interaction w/services but confident in their ability	15	2.3%
Professional	7	1.1%
Pleased with town management	6	0.9%
Good/adequate response time	3	0.5%
Satisfied with community involvement (i.e. Open Houses, town celebrations)	3	0.5%
Total	272	41.8%

Responses Reflecting an Unfavorable View of Public Services

Around 13% of responses had an unfavorable view of Victor's public safety services, mainly driven by the request for a greater police presence due to the previously mentioned traffic concerns. Dissatisfaction with response times when needing service, confusion on coverage areas and perceived lack of coordination among the services were also mentioned.

Unfavorable View of Service Responses	Count	% of Grand Total (651 responses)
Would like greater police presence	53	8.1%
Traffic issues	11	1.7%
Inadequate/poor response time	11	1.7%
Confusion on coverage areas	3	0.5%
Dissatisfied with police services	3	0.5%
Would like more community involvement i.e. Open Houses, town celebrations	2	0.3%
Should have more coordination of all services	2	0.3%
Grand Total	85	13.1%

Responses Regarding Coordination of Services

Almost 15% of responses expressed concerns regarding Victor's rapid growth rates and that consolidation of public safety services, along with the current structure of Victor's town and village governments should be examined for efficiency, service improvements and cost savings. Over 50% of those responses directly addressed the consolidation of fire departments and the need for increases in paid fire staffing due to low rates of volunteerism. Overall, only 2% of the total responses recommended encouraging an increase in volunteerism.

Responses Regarding Coordination of Services	Count	% of Grand Total (651 responses)
Consolidation of FD	31	4.8%
Need more personnel/resources/funding	19	2.9%
Want/should consider FT, Paid FFs	19	2.9%
Encourage more volunteering	14	2.2%
Consolidation of public safety services and/or Town and Village governments	5	0.8%
Services should expand with growth of town/reviewed routinely/coordination	4	0.6%
Concerned about/dissatisfied with town growth and planning	3	0.5%

Should have more coordination of all services	2	0.3%
Grand Total	97	14.9%

Responses Regarding Service Costs

Among the 6% of responses that addressed service costs, the majority had concerns about cost containment, followed by those who felt that fees and taxes for services should be proportioned to utilization of the service. The number of responses that did not support a tax increase for expanded services equaled the number of those who were in favor of an EMS tax district or tax increases as needed.

Responses Regarding Service Costs	Count	% of Grand Total (651 responses)
Cost concerns for services	16	2.5%
Fees for services rendered	11	1.7%
No tax increase for expanded services	5	0.8%
Tax district for EMS needed	3	0.5%
Ok with tax increases if services are there when needed	2	0.3%
Grand Total	37	5.7%

More Information Needed

Excluding those who didn't provide an opinion, 5% of responses expressed that they felt either unqualified to answer the question or wanted more information before making a decision.

More Information Needed	Count	% of Grand Total (651 responses)
Feels unqualified/does not have enough info to answer question	18	2.8%
Would like more info/transparency from Gov't	10	1.5%
Would like more info before deciding on EMS tax	4	0.6%
Grand Total	32	4.9%

Survey of Public Safety Volunteers and Staff

As part of the survey, questions were asked to current and former volunteers for FFD, VFD and VFVA. The agency leaders were asked to have their staff complete the survey. There was no specific outreach to former volunteers. The responses from this

subpopulation are a convenience sample intended to highlight their perspectives from inside the organization. Caution must be used when reading the results and they shouldn't be used to generalize across the entire organization.

Current Volunteers

27 current volunteers answered the survey and 15 former volunteers. The current volunteers were distributed between the three agencies. An individual from both FFD and VFD also volunteers at VFVA. The respondents are a substantial fraction of the volunteers at each organization.

	Respondents	Estimated Total Members	% Answering
VFD	17	45	38%
FFD	7	15	47%
VFVA	5	20	25%

Only five respondents have lived in Victor for less than ten years and only six live in the Village. Thirty percent of VFDs respondents have been with the department for less than three years, but none of the respondents from VFVA or FFD were new to the department.

Length of Time Volunteering with Department			
	VFD	FFD	VFVA
Less than 3 years	5	0	0
3 to 7 years	3	2	3
8 to 12 years	1	1	0
more than 12 years	8	3	2

The members were asked a series of questions about how they felt about their department and asked to rate on a scale of Strongly Disagree (1) to Strongly Agree (5). In the table below, the average of their survey answers and the closest matching category is listed.

The two fire departments "agree" that their agency is well funded, while VFVA is neutral on that question. All "agree" that they are well led by their officers. All "agree" or "strongly agree" that they are adequately trained to perform their tasks. Only the members of VFD strongly agree that they will be volunteers in five years, while FFD and VFVA are neutral on that question. VFVA doesn't feel supported by the elected officials while the two fire departments are neutral on that issue. Also, two members of

VFD live in the Fishers District, while no one from FFD reports living in the Victor District.

Summary of Volunteer Responses to Questions			
	VFD	Fishers	VFVA
I feel our department/agency is well funded	Agree (3.9)	Agree (4.2)	Neutral (2.6)
I feel our department/agency is well led by our officers	Agree (4.4)	Agree (4.2)	Agree (3.6)
I feel that the elected officials (supervisor, mayor, councilors, trustees) are supportive of our agency/department.	Neutral (3.2)	Neutral (3.2)	Disagree (2.2)
I believe that I will still be a volunteer in the department/ agency in 5 years.	Strongly Agree (4.7)	Neutral (3.2)	Neutral (3.2)
I am adequately trained to perform the tasks I am expected to perform.	Strongly Agree (4.6)	Agree (4.3)	Strongly Agree (4.6)

Prior Volunteers

Fourteen prior volunteers completed the survey. This subpopulation is very small and probably does not represent the full experience of former volunteers. The majority of respondents (71 %) were prior members of FFD. Two open ended questions that they were asked to answer were "Why did you stop volunteering?" and "What other comments do you have about your volunteer experience?"

The most common response about leaving was that the time commitment became too much (five) or that they left the area (three). A single respondent mentioned a back injury as a reason they left while three former members of FFD indicated that they "retired" after multiple decades of service. Two former members of FFD commented that they felt the hiring of paid staff was hurting volunteers. There was also a suggestion that negative management was a problem and a separate comment that having "duty shifts" at the fire department might help them volunteer.

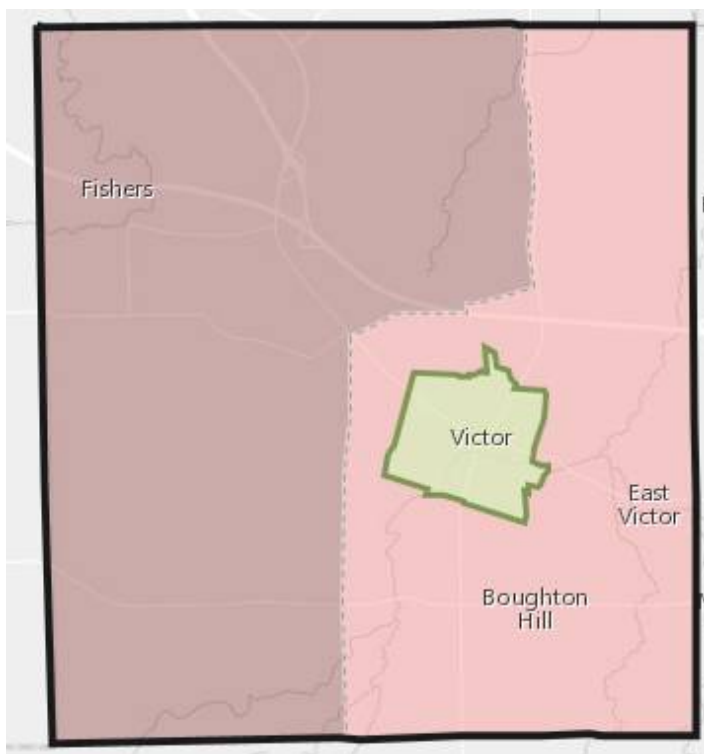
Public Safety Services

While Victor has grown substantially in the last few decades, the framework of public safety services remains essentially the same. The Town of Victor does not directly provide any public safety services. The brief overview is followed by a more detailed look at each agency serving the community.

Overview of Services

Emergency Medical Services

There is a service contract between the Town and the Victor Farmington Volunteer Ambulance (VFVA) to provide emergency medical service (EMS) in the entire town. The VFVA also provides services to the neighboring town of Farmington. When there is a critical patient that might benefit from rapid transport, Mercy Flight Central provides helicopter EMS for Victor. Both fire departments also provide first response to certain serious EMS calls. All law enforcement officers have some first aid training and carry automated defibrillators in their vehicles.



Fire Protection

The Fishers Fire District (FFD) is an independent municipal district that provides fire protection to the eastern portion of the Town. The Victor Fire Department (VFD) is a Village of Victor municipal department that provides fire service to the village of Victor and by contract responds to the western portion of the town in the Victor Fire Protection District. (The general funding and governance of fire protection in towns New York is explained in appendix A.)

Law Enforcement

The Ontario County Sheriff's Office (OCSO) is the primary law enforcement agency for Victor and they are supported by the New York State Troopers (NYSP). Both agencies patrol the town and are dispatched using a closest vehicle concept. OCSO also has dedicated staff for Eastview Mall that are funded by the owner, Wilmorite Corporation. All emergency communications are through a centralized system that is managed by the OCSO's Communications Division.

Victor Farmington Volunteer Ambulance

Victor-Farmington Volunteer Ambulance Corps, Inc. is a private not-for-profit organization that is a state certified paramedic ambulance service. VFVA is the primary responder to all medical emergencies that occur in Victor and the neighboring town of Farmington (population 12,500 in 39.4 square miles). The total resident population is about 26,900 in 75.3 square miles. In addition to permanent resident population, Victor has significant population swells which occur during daytime hours and seasonally due to the Town's significant economic impact with numerous commercial, commuter, school district, and business infrastructure. VFVA recognizes these conditions and plans staffing accordingly.

VFVA was founded in 1970 as an entirely volunteer organization to provide emergency medical care and transport. Today, VFVA has a substantial paid staff that responds to all or part of 95 percent of calls and handles many administrative tasks.

Governance

VFVA is governed by a volunteer board of directors drawn from the membership of the organization. The board has a president, secretary, treasurer and three other board members that are all active volunteers for the organization. The board is responsible for financial operations, hiring decisions, and appointing operations officers for the organization. The Chief and one of two Deputy Chiefs are volunteers. A second Deputy Chief, a Captain and two Lieutenants are on the paid staff.

Operations

VFVA operates four ambulances, a paramedic first response vehicle and a basic life support first response vehicle. Over the last five years, they have averaged 6.3 calls per day in their entire service area. About 55 percent of the calls occur in Victor with nearly all the rest in Farmington. A small share are mutual aid to another community. VFVA is able to respond an ambulance for about 95 percent of its calls annually.

VFVA has eight paid full time staff members and about 25 paid part time staff members. All of the paid staff members are certified as either an EMT or paramedic. There are also about 20 volunteer members of the organization. Approximately half of the volunteers are certified as EMTs, one is an advanced EMT and one is an AEMT-Critical Care. Most of the non-certified volunteers have extensive first aid and CPR training to serve in the role of driver for the ambulances. Most of the volunteers live in the service area and are available to provide surge staffing.

VFVA schedules its staff to ensure that adequate resources are available. Generally, two crews are on duty from 6:00 am until 11:00 pm and one crew from 11:00 pm to

6:00 am. A few days per week have additional crews based on anticipated call volume. Also, because of volunteer availability, some evenings only have one paid crew. There is always at least one paramedic crew on duty and usually all paid ambulances include a paramedic.

VFVA operates all of its ambulances from a single station at 1321 East Victor Road. However, they do position an ambulance near Eastview Mall during anticipated heavy volume time periods.

Training

VFVA has a comprehensive training program that all volunteers and employees are required to complete. The program has quarterly requirements for both BLS and ALS providers. While some topics repeat annually, the majority rotate to ensure that the employees and volunteers receive a well-rounded education in a variety of topics. Many of the topics are covered using a distance learning educational platform. However, VFVA also regularly hosts regional CME programs and sends its staff to training at other locations.

VFVA owns and utilizes a variety of training mannequins including a high fidelity ALS skill trainer that can be used in sophisticated scenario based training.

Finance

In 2015, VFVA had revenue of approximately \$1.25 million and expenses of \$1.19 million. More than 90 percent of the revenue came from patient billings. The Towns of Victor and Farmington contributed a total of \$21,840 in 2015 representing less than two percent of the revenue. Payroll and benefits for the organization represent 61 percent of the expenditures. The next largest costs are depreciation, billing services and insurance account for the next 20 percent of costs.

At the end of 2014, VFVA's audit reported a long term debt obligation of \$80,000 that is related to the recent purchase of an ambulance. The net assets were listed at \$1.3 million with approximately half in cash, cash equivalents and investments. \$287,000 of the cash and equivalents is in a capital reserve fund that is used to keep the four ambulances in a constant operational condition through planned replacement.

VFVA applies annually for FEMA Assistance to Firefighters grants (AFG) and regularly for other grant opportunities to assist with purchase of medical and communication equipment required to keep pace with industry standards and growing community. Most recently seeks funding for mechanical cardiac compression devices valued at \$32,710. Since 2005, VFVA has been awarded \$146,719 in funding; 82% FEMA AFG and 18% from other private foundations and corporate

programs. VFVA relates that a severe shortage exists for dedicated grant funding for pre-hospital based EMS systems, as an example FEMA AFG allocates 2% of \$306 million towards nonaffiliated EMS agencies.

Equipment

Vehicles

VFVA operates four ambulances and two emergency ambulance service vehicles (flycars). The agency has been following a program to purchase a new patient portion of the ambulance every 16 years. The ambulance chassis is replaced every eight years. As noted earlier, all the ambulances carry equipment and medications to allow paramedics to perform their care.

VFVA Ambulances				
Unit	Manufacturer	Built	New Chassis	Scheduled Replacement
3391	Braun	2014	2022	2030
3392	Braun	2001	2009	2017
3393	Braun	2003	2005, 2013	2021
3394	Braun	2007	2015	2023

VFVA also has an ALS flycar, Medic 66, which is used to supplement support BLS ambulances and on occasion to provide ALS outside of the district. A second flycar is occasionally used for BLS first response or for administrative tasks.

Medical Equipment

Each ambulance is equipped with cardiac monitors, tracked stair chairs, medication coolers, narcotic vaults, and automated external defibrillators (AEDs). VFVA has recently purchased a power load stretcher and mount assembly for each of the ambulances.

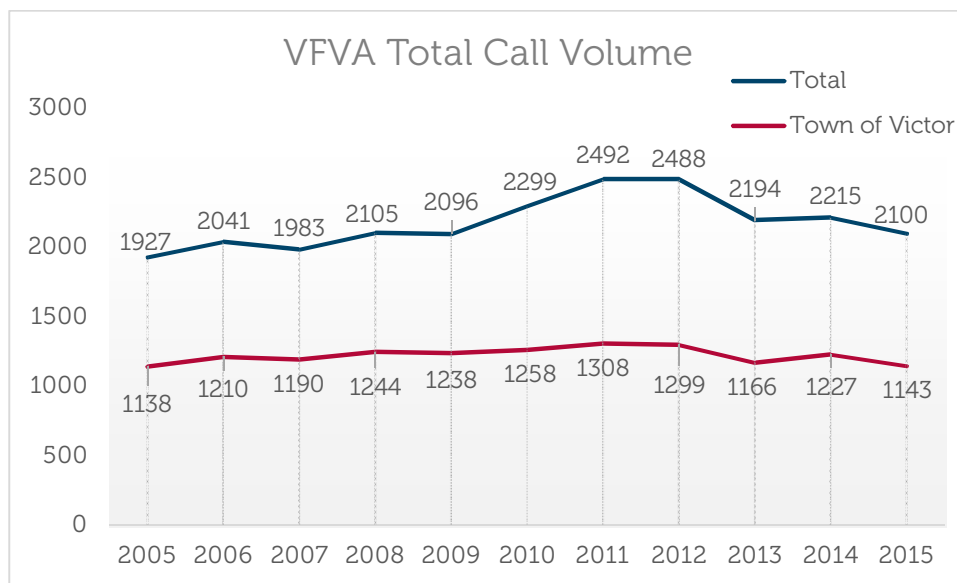
The agency also owns 10 AEDs that are issued (with supporting medical equipment) to members that live in the town and are willing to first respond to serious calls.

Communications Equipment

VFVA operates on the Ontario county emergency communications system. The agency owns 27 Harris XG 75 hand portable radios and 10 Harris XG 1000 mounted mobile radios. The agency also owns 20 UHF pagers that are used to alert off duty members to calls when they occur.

Service Requests

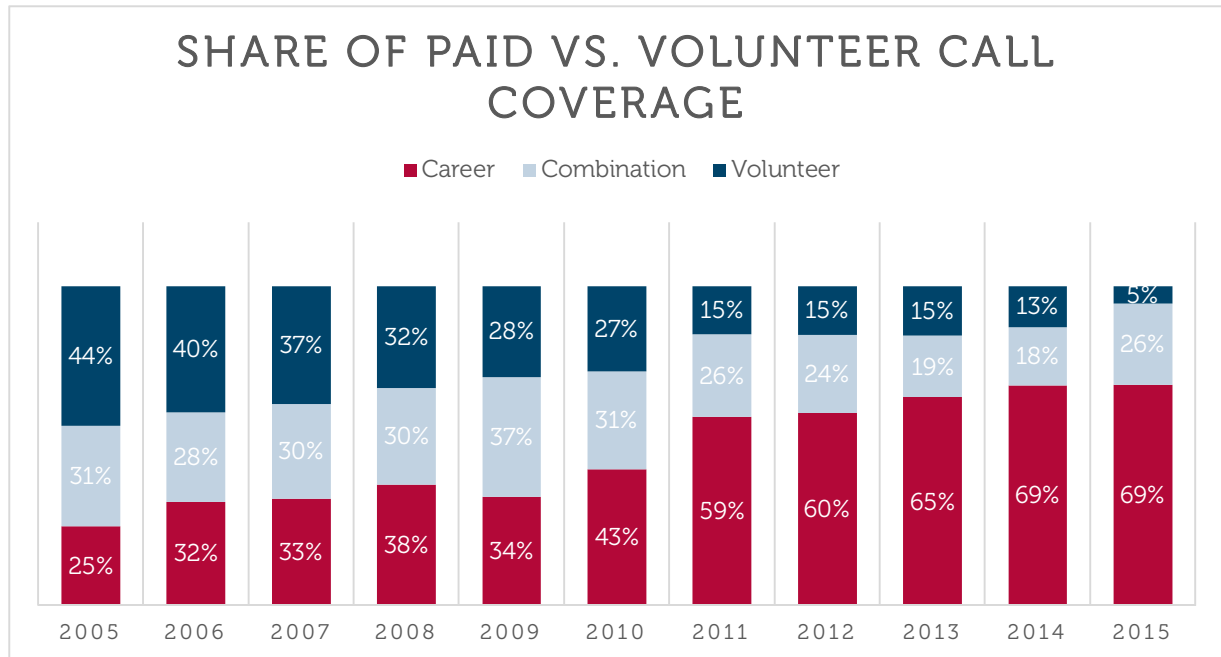
VFVA has had an average of 2,176 calls per year over the last decade, with five of the last six years being above average. About 56% of calls occur in Victor over the last decade, although in the last five years that share has been declining. During the past decade, they have covered an average of 94% of calls and transported 62% of patients. While there is no written industry standard, the call coverage percentage is excellent. During this time, they have covered over 99% of the “first calls⁵” between 6 am and 6 pm, with a slight dip to 94% from 6 pm to 6 am. The coverage of “second or more calls” is above 85% in the last five years during daytime hours, but it drops to 65 percent in the evening.



Declining Role of Volunteers

During the past ten years, there has been a substantial decline in the number of volunteers and the number of calls that they assist in covering. In 2005, they provided a full volunteer crew for 44% of calls and a partial crew for an additional 31% of calls. In 2015, that share dropped to 5% fully volunteer and an additional 26% with a partial crew. While this trend has been reported at a number of EMS agencies, VFVA has excellent record keeping to show the impact on the agency. The result has been that VFVA has had to expand their paid staff to maintain their level of service.

⁵ First calls are calls that occur when all units are in service, second or more calls indicate how many calls are occurring simultaneously in the district.



Mercy Flight Central

Mercy Flight Central, Inc. (MFC) is a New York State Certified Air Ambulance headquartered in Canandaigua, NY. Their primary air base is about 6.5 miles from the center of Victor. The service is available to respond at the request of EMS agencies, such as VFVA, to transport critically ill or injured patients to specialty hospital centers. The center of Victor is about 19 road miles from Strong Hospital (trauma, pediatric, burn, stroke, or cardiac) and about 20 road miles to Rochester General Hospital (stroke or cardiac). There are some circumstances where a patient would benefit from the rapid transport and special medical skills available from a helicopter ambulance.

In the last three years, only two patients have been transported from Victor by MFC. In total, about five per 1000 events EMS result in a request for MFC and 0.6 per thousand EMS events result in a patient transport. While MFC is a valuable resource to some patients, their presence has little impact on public safety in Victor.

Mercy Flight Central Activity in Victor

	2013	2014	2015
MFC Flights	0	1	1
MFC Standbys	8	2	6
MFC Total Events	8	3	7
EMS Calls in Victor	1166	1227	1143
Percent of EMS calls with MFC	0.69%	0.24%	0.61%

Fishers Fire District

The Fishers Fire District is located in the western portion of Victor and is about 20.8 square miles. The fire district⁶ is independent from the town and is responsible for ensuring the appropriate fire protection inside its district.

Governance

The fire district is governed by a board of five commissioners that are elected from the residents of the district. The commissioners serve staggered five year terms with a single commissioner standing for election each year. The treasurer for the district is also elected by the residents to serve a three year term. The commission elects a chairperson and a secretary from among their membership. They also appoint a recording secretary and assistant treasurer to assist in the management of the district.

The fire district is responsible for establishing a budget, entering into contracts, providing stations, apparatus and equipment for firefighting, organizing volunteer fire companies, and hiring staff to assist in fire protection duties. The fire district also governs the membership of the fire company and approves the line officers of the fire company.

Operations

FFD operates out of two stations (Station 1 at 7853 Main Street, Fishers and Station 2 at 380 High Street, Victor). The department has two front line rescue pumpers, a quint, a heavy rescue truck, and a multipurpose light rescue truck. The department is a combination career staff and volunteer department. Currently, the department leadership is all volunteer, while a majority of the responses to emergencies are handled by a paid staff with some volunteer support on larger incidents.

Stations

Station 1 is located in the northwestern portion of the district, near the population center and west of the chief commercial district. Much of the area around Station 1 is residential and this station is the closest to the rural southern portion of the district.

⁶ A fire district is a public corporation established for the purpose of providing fire protection and responding to certain other emergencies. The New York State Constitution (Article X) recognizes that fire districts have certain characteristics of general purpose municipal corporations, such as powers to incur indebtedness and to require the levy of taxes. Generally, fire district taxes are levied by the county and collected by the town or towns where the district exists. A fire district is almost a completely autonomous political entity; it has its own elected governing body, its own administrative officers, and it must observe its own expenditure limitations. However, it is dependent upon the parent town or towns for its initial creation, extension, and dissolution. (NYS Local Government Handbook, p.79)

This station is older (40 plus years) and has not seen substantial renovation. The station has three back-in, double length apparatus bays. The fire district owns the property (a former light manufacturing facility) next to the station and has used it on occasion for drills and storage. The station has been used to house the “bunk in” program. This station houses the quint, a front line engine, the heavy rescue, the trail response ATV, and other spare equipment. This station is primarily used by the volunteer staff. There is minimal space at this station for classes, meetings or record storage.

Station 2 has been recently renovated and expanded. It is located in the northeast portion of the district near the commercial area including Eastview Mall and some of the newer residential developments. This station has the easiest access to Interstate 490 and the New York State Thruway. The station has three back in single length apparatus bays. It has sleeping space for four in three separate bedrooms, a well-equipped day room, and appropriate bathroom facilities. There is meeting space that is available to the department or public groups on the ground floor. The meeting space has an adjacent commercial grade kitchen. There are administrative offices for the commission and the chief. There is a small conference room. The entire facility is ADA accessible. However, there is limited storage space for firefighting equipment and the personal gear of the firefighters. The station houses a front line rescue pumper, the secondary pumper and the multipurpose vehicle. The station is primarily used by the career staff and currently all career firefighters are assigned to this station.

Apparatus

FFD has an appropriate amount and type of apparatus for the risks in its district. The district has established and is following a capital replacement plan that includes purchasing a new quint in 2016 and a new engine in 2018. A recent apparatus study suggested that the current quint has mechanical deficiencies that make its replacement a priority. However, in general, the equipment is well maintained and in good order for its age.

Fishers Fire Apparatus

Type	Year	Make	Station
Engine	1997	Spartan	1
Engine	2008	Spartan / 4 Guys	2
Quint	1996	RD Murray	1
Rescue	2004	KME	1
Support	1997	Chevy Pick Up	1
Support	2010	Chevy Tahoe	1
Support	2013	Chevy Tahoe (Chief)	n/a
Support	2012	Ford Multi Purpose	2

Equipment

FFD has an appropriate amount of equipment to perform the tasks necessary for a fire department in a suburban community with some rural areas and several miles of a major interstate. The equipment is distributed on the apparatus based on the operational design of the apparatus. All hoses, SCBAs and other key equipment are inspected and serviced annually. The department's budget allows for the replacement or augmentation of the inventory annually.

Fishers Fire Equipment

Air Packs	23
Spare Bottles	39
4 " Hose (feet)	6100
Exhaust Fans	8
Type AFFF Foam (gal.)	70
Ventilation Saws	7
Hydraulic Rescue Tool	4
Air Bags (Capacity)	170 tons
Rescue Jack Shoring	4
Thermal Imaging Camera	4
Air Quality Detector	2
CO Detector	2
Defibrillators	4

Career Staffing

FFD is undergoing a substantial change in its staffing from a volunteer department with some paid career staff support to a career staff department with some volunteer support. At the start of 2015, there were 2 full time firefighters on duty at all times and by the end of 2016, there will be 4 full time firefighters on duty at all times. Once all staff have been acclimated to operations in the district, they will be split so that two operate out of each station.

The goal is to increase the shift staffing to 5 by the end of 2017 and 6 by the end of 2018. There will be promotions to create paid lieutenant positions at some point in 2017. All of the paid firefighter positions require that they complete and maintain EMT certification. Paid firefighters are required to complete more substantial initial training than volunteers and are required to participate in over 150 hours of annual in service training. This training is overseen by a designated Municipal Training Officer.

FFD Paid Firefighter Positions		
	Total	On Duty
2014	8	2
2015	8	2
2016	16	4
2017*	20	5
2018 *	24	6

* As planned by FFD, dependent on available funding.

In addition to the career firefighting staff, the district has employed a non-firefighting station manager position that is authorized to operate the apparatus, but doesn't participate in fire suppression activities. That position works 7:00 am to 3:00 pm Monday to Friday.

Fishers Volunteer Fire Association, Inc.

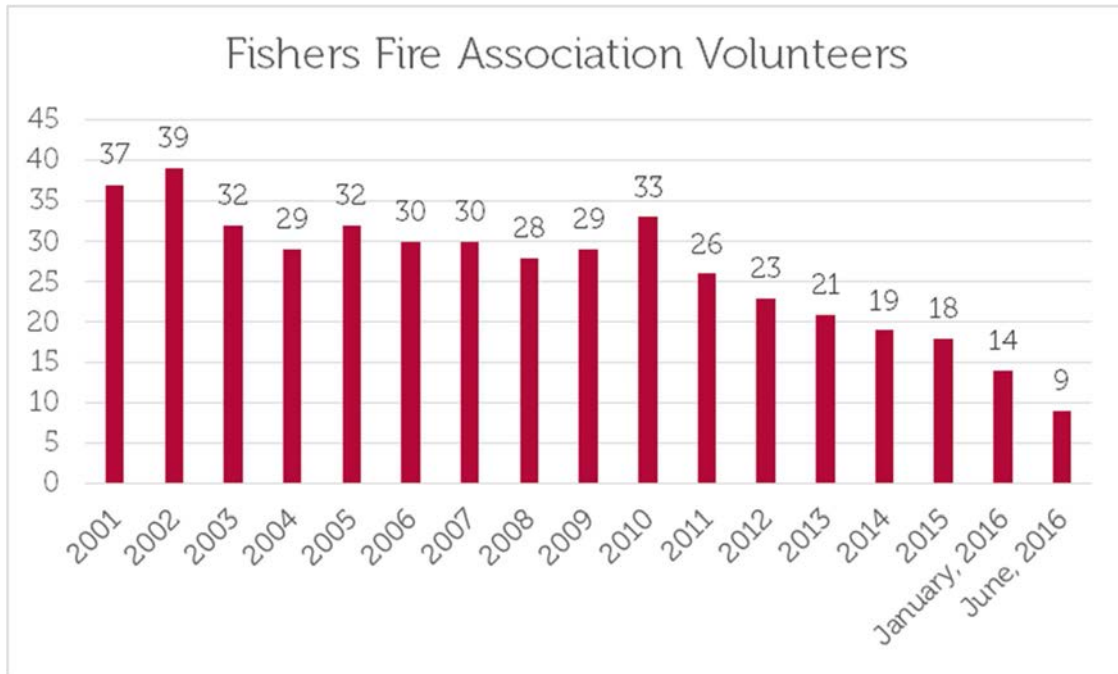
The Fishers Volunteer Fire Association is a separate organization that provides volunteers firefighters to respond to calls for service in the district. The Fire Association has its own budget and fundraising. It uses its funds to support the activities of its members such as non-mandatory training, clothing, recruitment and retention. On its IRS 990 Form for 2014, it reported revenue of \$60,814 and expenses of \$57,580. The net assets at the end of the year was \$241,250 with approximately 85% of that in cash, savings and investments. In addition to its own fundraising, the Association receives the Foreign Fire Insurance Tax revenue.⁷ It is reported that the Association spends about half of its funds on recruitment activities.

The Association had 14 active firefighters at the start of 2016 but this decreased to nine (with two more on leave) as of June 2016. This number is down by about 75 percent since 2001. Only half of the volunteer firefighters are interior qualified⁸. The Association has worked to expand its membership with programs for college students and other young adults, but there has been very limited success and it has not been

⁷ This program requires foreign fire insurance companies to pay a 2 % tax on premiums written for fire insurance. The revenue from that tax goes to support the firefighters in New York in their non-firefighting activities. A detailed explanation is available at http://www.dfs.ny.gov/insurance/faqs/faqs_ft_fft.htm

⁸ An interior qualified firefighter has completed and maintains a level of training and fitness that allows them to operate inside a burning structure including Essentials of Firefighting and being properly fitted for a self-contained breathing apparatus.

able to keep up with attrition. The growth in the paid staff is in response to the reduction in the number of volunteer members of the Association.



ISO Classification

In the fall of 2015, the Fishers Fire District was reviewed by the Insurance Service Organization (ISO), a national company that assesses the risks of fire loss in a community for insurance companies. The ISO rating is a benchmark to assess the quality of the fire response in the community. The ISO reviews call taking at the 911 center, the quality of the water supply, and the characteristics of the fire department. After grading the quality of those different aspects of the fire response, the ISO assigns a rating to the fire district. The rating from the 2015 evaluation has not yet been issued. The most recent previous survey was done in 1998. The rating given at that time was four in areas with hydrants and nine in other areas. The lower the rating, the better the protection⁹. This rating indicated that the district could improve with additional on duty personnel and expanded training programs. Both of those have occurred in the intervening years and the 2015 rating should be an improvement.

⁹ For perspective, only 13 percent of all fire departments in New York rate a 3 or better and 64 percent of departments rate a 5 or worse. See the appendix for a brief description of the ISO rating process.

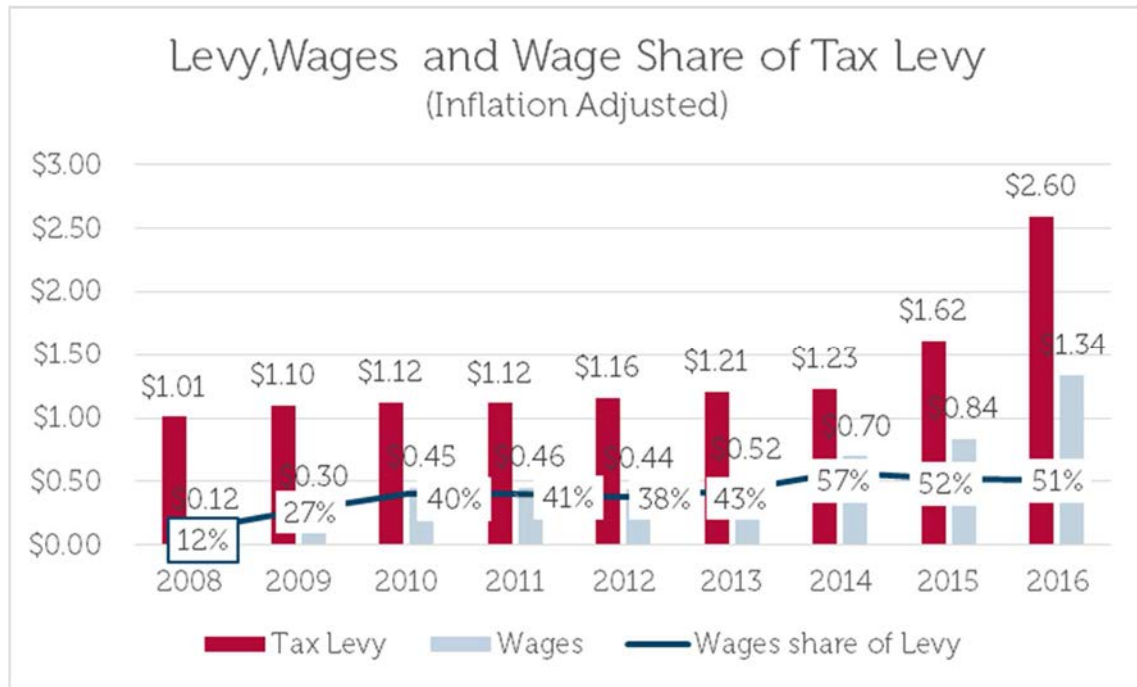
Fishers Insurance Service Organization Rating		
	1998 Rating	
Receiving and Handling Alarms	7.21	10
Water Supply	32.33	40
Fire Department		
Apparatus	18.53	22
Distribution of Resources	2.26	4
Personnel	2.62	15
Training	3.17	9
Fire Department Total	26.58	50
Divergence #	-5.53	
Total Credit	60.59	100
Classification = 4 in areas with hydrants, 9 in other areas		
# = Divergence is an ISO practice to align the weight of all factors of the rating to prevent one category from having too much sway.		

Finance

The District is an independent municipality that is financially self-supporting. The District is able to request the Town to raise the taxes that it deems appropriate to provide service to the district. A fire district is subject to the same tax rate change rules as other municipalities (often referred to as the two-percent tax cap) and must have a 60 percent majority of the board to exceed the cap. The fire district also has a statutory maximum expenditure, however most personnel costs are excluded from the maximum.

The tax levy for the district has grown from \$1.01 million¹⁰ in 2008 to \$2.60 million in 2016. Over a million dollars of that increase occurred from 2015 to 2016. During that same time, wages for paid staff have increased from \$0.12 million to \$1.34 million as the result of increasing from two station managers (non-firefighters) to 16 paid firefighters plus the station managers. The wages have increased from about 12 percent of the tax levy to over 50 percent. Benefits, including retirement and healthcare, account for much of the rest of the increase.

¹⁰ Adjusted to 2016 Dollars



While the levy has increased primarily to cover the costs of the expanding paid staff, the district did expend more than \$2 million in building reserve funds to renovate the station on High Street over 2014 and 2015. It is also planning on spending a nearly \$1 million to purchase a new quint in 2016, almost entirely out of its equipment reserve funds. There is no plan to need to go into debt for these large expenses because of the funding of the long term capital plan. However, these large expenses have led to a substantial decrease in both the building and apparatus reserve funds.

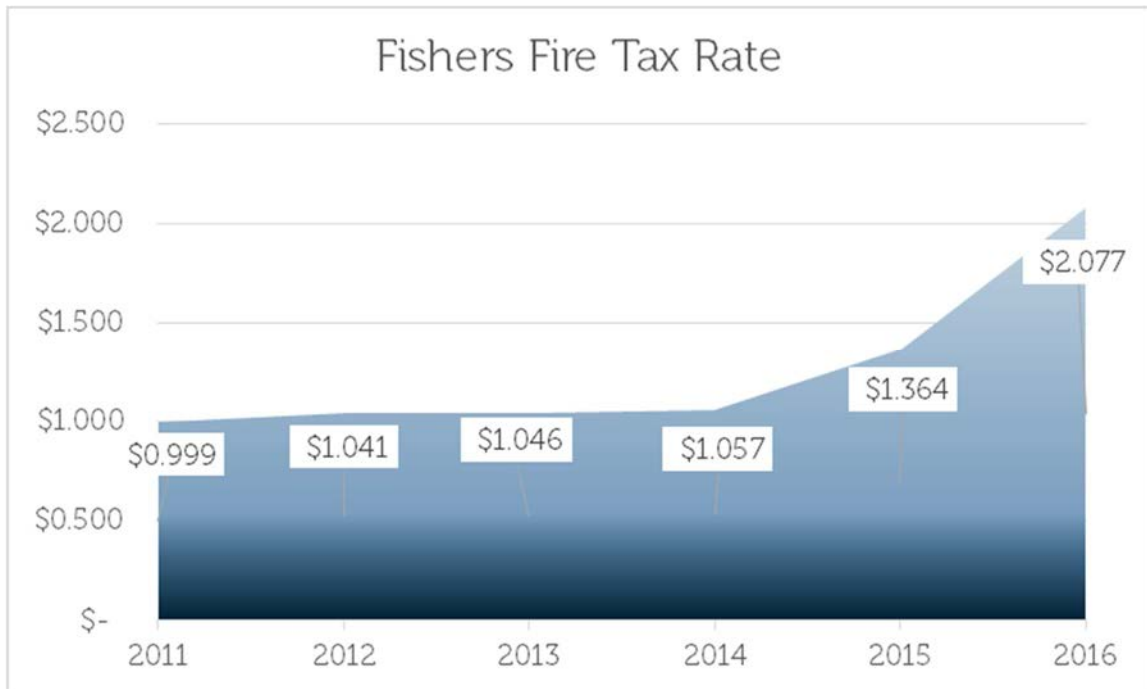
Financial Summary of Fishers Fire District (2014 to 2016)

	2014		2015		2016 Budget
	Income				
Grants	\$	168,150	\$	-	\$ -
Total Special Reserve Income	\$	10,623	\$	4,631	\$ -
Interest & Earnings Gen Fund	\$	1,200	\$	825	\$ 1,979
Real Property Taxes	\$	1,197,359	\$	1,571,326	\$ 2,553,861
Payment In Lieu Of Taxes	\$	12,988	\$	16,638	\$ -
Sale of Equipment	\$	-	\$	15,343	\$ -
Refund of Prior Years					
Expenses	\$	-	\$	322	\$ -
Gifts & Donations	\$	-	\$	1,404	\$ -
Total Income	\$	1,390,319	\$	1,610,489	\$ 2,555,840
From Reserve Funds	\$	1,050,622	\$	1,168,000	\$ 1,110,000
Total Income and Reserve Allocations	\$	2,440,941	\$	2,778,489	\$ 3,665,840

Financial Summary of Fishers Fire District (2014 to 2016)

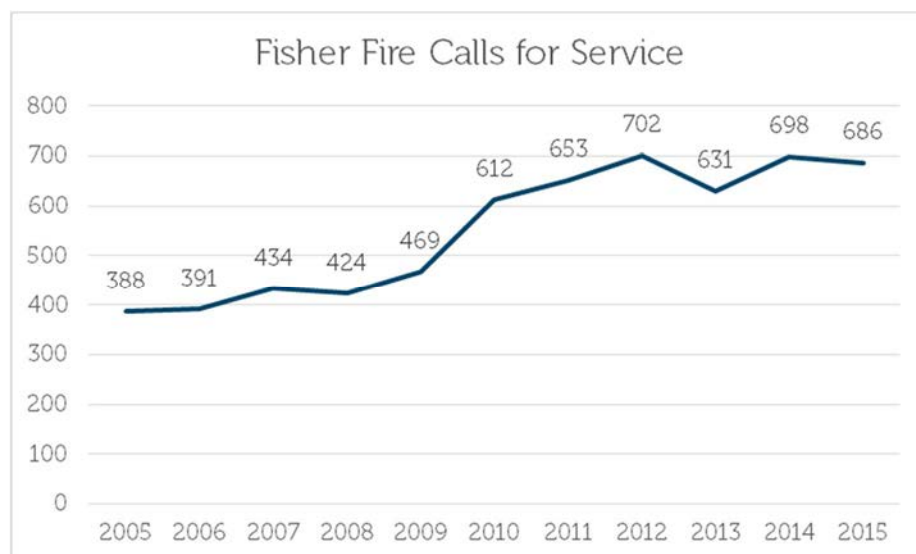
	2014	2015	2016 Budget
	Expenses		
Claims and Judgements	\$ 5,107	\$ -	\$ -
Health/Disability Insurance	\$ 46,518	\$ 74,311	\$ 196,576
Other Personal Service	\$ 24,225	\$ 11,958	\$ -
Workman's Compensation	\$ -	\$ 7,935	\$ 8,741
Payroll Provider	\$ 3,330	\$ 3,787	\$ 5,000
NYS ERS & PFRS	\$ 63,356	\$ 93,953	\$ 116,184
Company SS & Medicare	\$ 36,822	\$ 47,643	\$ 78,551
Company UI expense	\$ 2,289	\$ 2,018	\$ 5,408
Gross Salary & Wages	\$ 488,854	\$ 619,895	\$ 1,028,405
Payroll Expenses - Other	\$ 22,136	\$ 22,147	\$ -
Fire Equipment	\$ 250,385	\$ 47,291	\$ 1,151,415
Building Improvement	\$ 900,457	\$ 1,048,063	\$ 104,000
Office Equipment/Info Management	\$ 186	\$ 23,330	\$ 1,500
Communication Equipment	\$ 71,623	\$ 22,660	\$ -
EMS Equipment	\$ -	\$ -	\$ 5,000
Building/Office Furniture	\$ -	\$ 4,711	\$ -
Lease of Office Equipment	\$ 4,018	\$ 4,224	\$ -
Administrative	\$ 79,480	\$ 52,425	\$ 73,900
Buildings & Grounds	\$ 88,644	\$ 80,627	\$ 86,000
Communication	\$ 21,980	\$ 25,294	\$ 31,320
Equipment & Apparatus	\$ 133,297	\$ 121,960	\$ 109,840
Insurance	\$ 26,685	\$ 31,159	\$ 34,000
Meetings & Conventions	\$ 7,420	\$ 7,081	\$ 9,000
Personnel-Training, Phys & Alarm	\$ 74,864	\$ 68,382	\$ 96,000
Contingency	\$ (120,000)	\$ 25,000	\$ 25,000
Total Expense	\$ 2,231,676	\$ 2,445,856	\$ 3,165,840
Transfers to Reserve Funds	\$ 328,150	\$ 270,000	\$ 500,000
Income and Reserves less Expenses	\$ (118,885)	\$ 62,633	\$ -

The increase in the tax levy has led to a sizeable increase in the tax rate. From 2015 to 2016, the rate increased from \$1.364 per \$1,000 assessed value to \$2.113 per \$1,000 assessed value. These two increases followed several years where the tax rate was steady at about \$1.000 per \$1000.

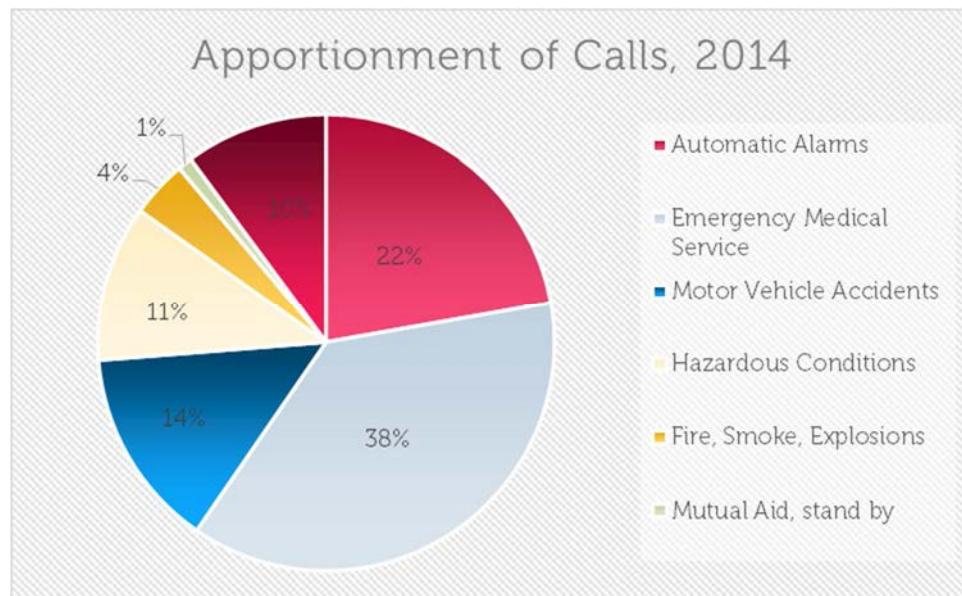


Service Requests

The Fishers Fire District has seen a steady increase in calls for service over the past decade. One noticeable jump occurred in 2010 when the department began responding to certain serious medical emergency calls to provide first response care ahead of the arriving ambulance. This change coincided with the addition of paid firefighting personnel on every shift.



In 2014, EMS calls made up 38% of calls in the district. They were followed by automatic alarms (22%) and motor vehicle accidents (14%) to make up three quarters of the calls.



A more detailed evaluation of call types and locations occurs later in the report.

Victor Fire Department

The Victor Fire Department (VFD) is a village department of the Village of Victor (1.4 square miles) and is contracted to provide fire protection to the eastern portion of the Town of Victor through the Victor Fire Protection District (13.7 square miles).

Governance

The VFD is governed by the Board of Trustees of the Village of Victor. The trustees approve the budget, establish the contract for services with the Town, purchase equipment, approve new members, confirm department officers and borrow as necessary. The chief and department officers retain all operational control of the department and are empowered to purchase certain items under Village procedures.

Operations

VFD is a fully volunteer department that operates out of single station near the center of the Village. The department has a front line rescue pumper, a front line pumper tanker, a quint, a heavy rescue truck, multi-purpose squad, a brush truck, and an all-terrain vehicle.

Station

VFD operates out of a single station at 34 Maple Street in Victor. The station has six back in bays that can accommodate a single piece of large apparatus (or two support vehicles) each with substantial room to work around the equipment. The station underwent a substantial renovation and expansion that was completed in 2004. The cost was about \$4.0 million and was funded partially by village bonds. There are four years remaining on the debt for the renovation.

The station has about 4,000 square feet of space for administrative offices, meeting rooms, training rooms, a day room for firefighters and three bedrooms. The station also has a large meeting room with a commercial kitchen that is used by the Department for fundraising. There is adequate space for line officers and other department members to conduct their administrative tasks at the facility.

Apparatus

The department has the appropriate mix and type of apparatus for the risks in the community. The district has established an apparatus replacement plan for the next fifteen years that involves setting aside an amount that escalates an average of 3 percent per year. This plan is designed to enable the replacement of all large apparatus during that time without needing to bond. A recent report on the department's apparatus found that the quint is overweight when sitting at the station and has corrosion in some key areas on the frame. The rescue truck was also found to be nearing the end of its service life and would needed substantial repairs in 2015-16. The department has purchased a 2016 100' Seagrave Quint, at a cost of \$1,020,000 that will be placed into service by September 2016 and a 2000 Smeal Heavy Rescue Truck ,at a cost of \$ 163,000 that will placed into service by October 2016. These two apparatus will be replacement for those equivalent apparatus currently in the fleet. In July 2016, the 2000 Smeal Engine/Tanker sustained serious damage in when it caught on fire and it will need to be repaired.

Victor Fire Apparatus		
Type	Year	Make
Engine	2010	Seagrave Rescue Engine
Engine	2000	Smeal Engine/ Tanker

Quint	1995	105 ' Smeal Quint
Rescue	1991	Saulsbury Rescue
Brush	2002	Ford F450 Chassis
Utility	2012	Ford F550 Crew Cab
Support	2013	Chevy Tahoe Chief Veh.
Support	2004	Chevy Tahoe Chief Veh.

Equipment

VFD has an appropriate amount of equipment to perform the tasks necessary for a fire department in a suburban community with some rural areas and several miles of a major interstate. The equipment is distributed on the apparatus based on the operational design of the apparatus. All hoses, SCBAs and other key equipment are inspected and serviced annually. The department's budget allows for the replacement or augmentation of the inventory annually. However, the department needed to seek a grant to upgrade their breathing apparatus several years ago.

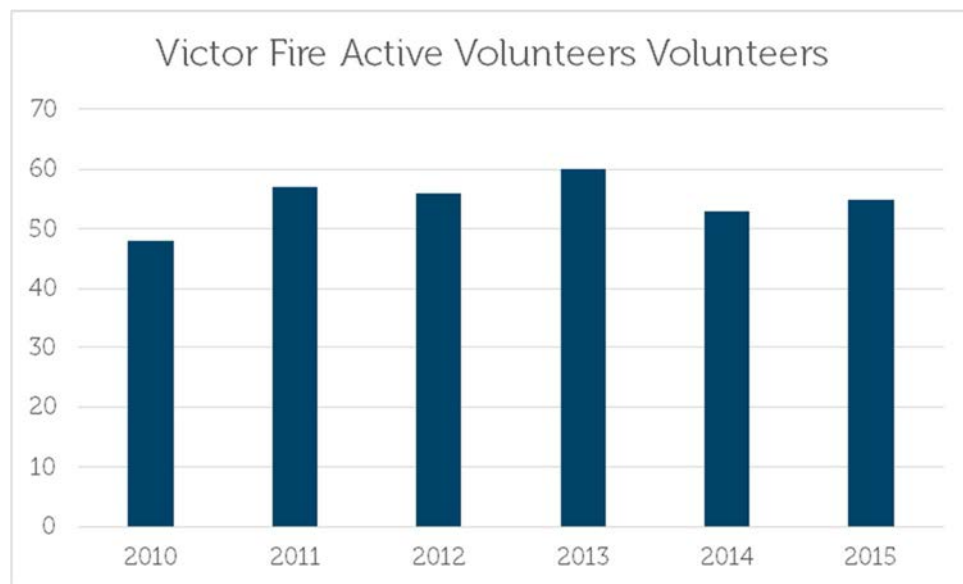
Victor Fire Equipment	
Air Packs	29
Spare Bottles	32
5 " Hose (feet)	4500
Exhaust Fans	3
Type A Foam (gal.)	111
Ventilation Saws	9
Hydraulic Rescue Tool	10
Air Bags	8
Rescue Jack Shoring	4
Thermal Imaging Camera	4
Air Quality Detector	2
CO Detector	3
Defibrillators	8

Victor Fire Department, Inc.

The Victor Fire Department, Inc. is a membership organization that provides the personnel to staff the fire department. The Board of Trustees for the village does approve membership and appoints the operations officers but has no other role in the organization. The Village owns all the station, firefighting equipment and apparatus, while the Department owns the old fire station on Main Street, an antique fire truck

and the firemen's field. In addition to its own fundraising, the Department receives the Foreign Fire Insurance Tax revenue

The VFD has 42 active, fire scene qualified members¹¹. About half of those members are qualified to operate as interior firefighters. The department recently lowered the age to join to 16 years old, with 16 and 17 year olds in an extended training status that limits their exposure to risk, but prepares them to be full members at age 18. The department also has been working to establish a "bunk in" program for young adults to spend shifts at the fire station in return for a stipend. The VFD has a volunteer incentive plan that awards members for responding to calls with gift cards to local retailers. Several volunteers are permitted by their employers to respond to calls during daytime hours allowing a consistent, although relatively small, daytime response.

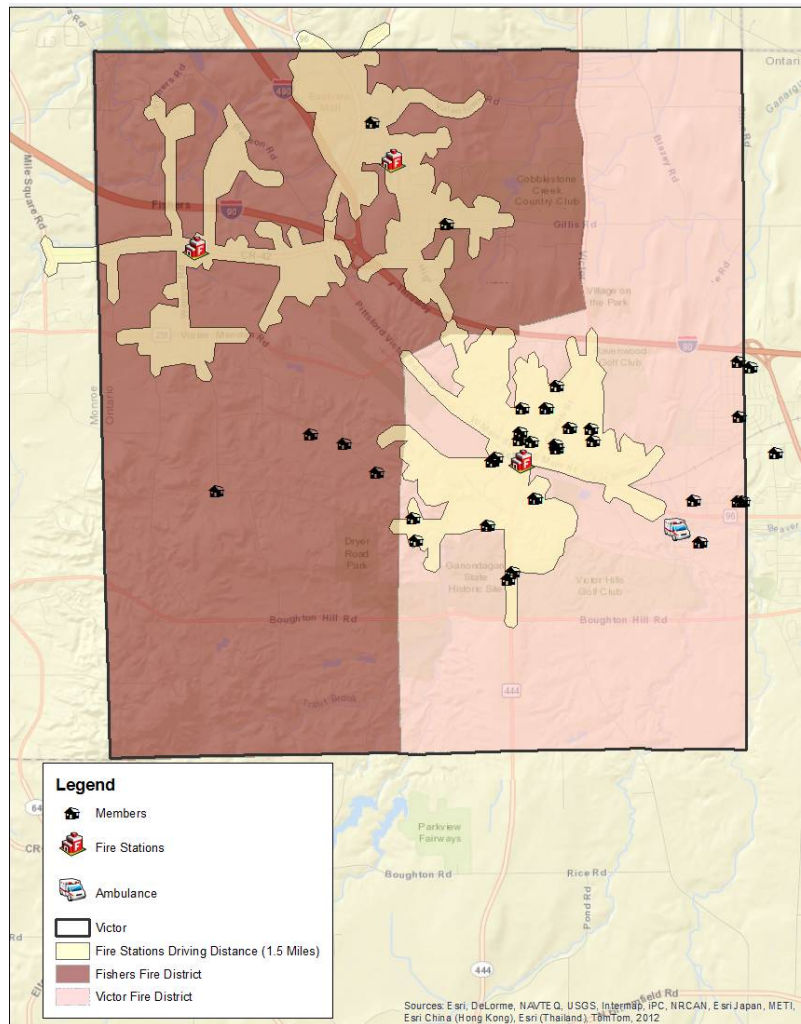


The department is able to track the number of firefighters that responded to events in a given year. For the last six years, the department has averaged 55 volunteers responding to assist at its calls during the course of the year. Most of the members live in the district served by the fire department. About half live within 1.5 road miles of the station and most of the rest live within 2.5 road miles. The accompanying map shows the approximate location of their residences in relation to the fire station.

¹¹ The number of active members fluctuates based on a variety of factors such as injuries or being away from the area for school. The numbers in the report reflect the status as of June 2016.

ISO Classifications

The Victor Fire Department completed its ISO Fire Suppression Rating Schedule review in the fall of 2015 and received their report in June of 2016. The rating improved from a 5 to 4¹² in areas with hydrants. The ISO rating shows that the fire department could improve in areas of available manpower, training and deployment of resources. The rating also shows that the water supply, particularly hydrant flow inspection, could be improved. It would be possible for the department to earn a lower rating of 3 with a net 10 percent improvement in the number of points awarded from 62.23 to 70 points.



¹² For perspective, only 13 percent of all fire departments in New York rate a 3 or better and 64 percent of departments rate a 5 or worse.

Victor FD Insurance Service Organization Rating		
	2016 Rating	
Receiving and Handling Alarms	8.43	10
Water Supply	24.42	40
Fire Department		
Apparatus	10.75	14
Deployment Analysis	5.6	10
Personnel	4.98	15
Training	2.84	9
Operational Considerations	2	2
Fire Department Total	26.17	50
Divergence #	-1.74	
Community Risk Reduction	4.95	5.5
Total Credit	62.23	105.5
Classification = 4 in areas with hydrants, 4X in other areas		
# = Divergence is an ISO practice to align the weight of all factors of the rating to prevent one category from having too much sway.		

Finance

VFD is a department of the Village and is dependent on the Village for its financial management. The Town contracts with the Village to provide fire protection for a portion of the town known as Victor Fire Protection District. The costs are split between the two municipalities based on the taxable valuation of the geography. In the 2016-17 fiscal year, the Village share is 26% and the Town share is 74%. The budget has been relatively stable for the last four years. The operational budget has remained level, while the amount requested for the fire truck reserve increased between 6 and 20% each year. The total fire department budget request has increased between 1.2% and 2.9% each of the last few years.

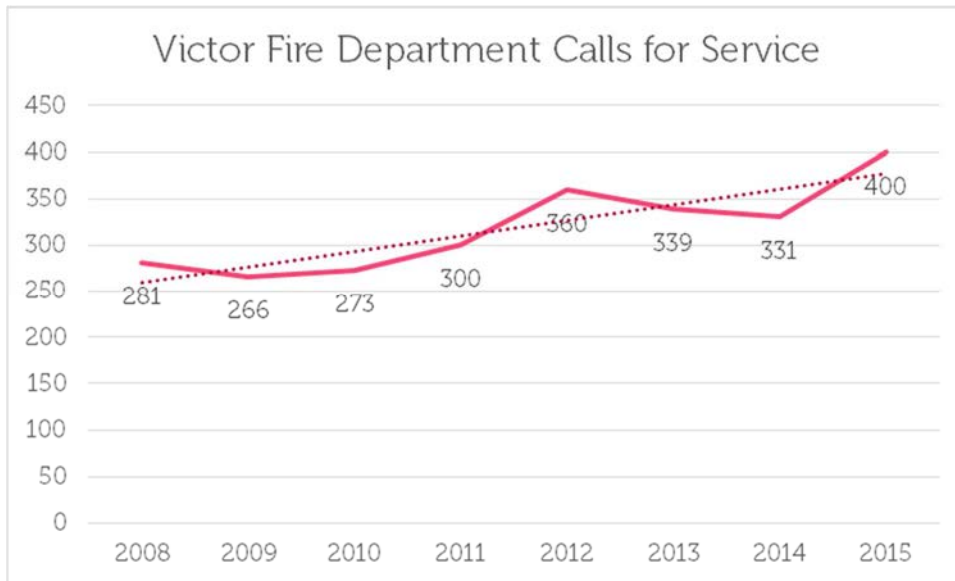
VFD OPERATING BUDGET				
DESCRIPTION	2013-2014	2014-2015	2015-2016	2016-2017
PERSONNEL SERVICES	\$500	\$500	\$500	\$500
RECRUITMENT & RETENTION	\$0	\$0	\$0	\$11,040
SPECIAL PROJECTS	\$25,000	\$17,989	\$18,000	\$5,000
EQUIPMENT	\$54,100	\$58,000	\$58,000	\$56,000
BUILDING CONTINGENCY	\$5,000	\$2,500	\$2,500	\$0
PHYSICALS	\$7,500	\$9,000	\$9,000	\$9,500
GAS & ELECTRIC	\$36,000	\$29,000	\$30,000	\$30,000
FIREHOUSE TELEPHONES	\$3,000	\$3,000	\$3,250	\$3,250
MOBILE PHONES	\$12,000	\$9,000	\$9,000	\$9,000

VFD OPERATING BUDGET				
DESCRIPTION	2013-2014	2014-2015	2015-2016	2016-2017
APPARATUS MAINTENANCE	\$23,000	\$28,500	\$23,500	\$23,500
MISC. EQUIP. MAINTENANCE	\$14,850	\$19,500	\$20,000	\$20,000
BUILDING MAINTENANCE	\$10,800	\$11,700	\$14,000	\$14,500
TRUCK MAINT. CONTINGENCY	\$4,000	\$4,000	\$5,000	\$5,000
INSURANCE	\$26,000	\$26,000	\$26,500	\$27,000
FUEL	\$13,000	\$14,000	\$14,000	\$14,500
PENSION	\$29,500	\$29,500	\$29,500	\$30,500
DUES & SUBSCRIPTIONS	\$7,450	\$9,700	\$10,000	\$10,000
TRAINING	\$7,200	\$8,500	\$8,500	\$10,000
TOTAL OPERATING BUDGET	\$278,900	\$280,389	\$281,250	\$279,290
<i>INCREASE FROM PRIOR YEAR</i>		0.5%	0.3%	-0.7%
FIRE TRUCK RESERVE	\$110,000	\$118,000	\$125,000	\$150,000
<i>INCREASE FROM PRIOR YEAR</i>		7.3%	5.9%	20.0%
FIRE STATION DEBT SERVICE	\$235,872	\$235,872	\$235,872	\$231,485
<i>INCREASE FROM PRIOR YEAR</i>		0.0%	0.0%	-1.9%
TOTAL FIRE DEPARTMENT COST	\$624,772	\$634,261	\$642,122	\$660,775
<i>INCREASE FROM PRIOR YEAR</i>		1.5%	1.2%	2.9%

The Village and Town calculate the share of fire protection costs based on an equal distribution of the cost on the taxable assessed value of the area served by the fire department. The cost to the residents of the Victor Fire Department, including debt service, is \$0.912 per thousand for the Victor Fire Protection District. While there is not a separate bill for service in the Village, \$ 0.912 per thousand.

Service Requests

The Victor Fire Department has seen a steady rise in calls for service over the last seven years. The 2014 calls for service were 42 percent higher than the calls in 2008. The increase from 2014 to 2015 was the largest in the series. The VFD does not respond to emergency medical calls unless there is a strong probability the person might be in cardiac arrest or need other immediate life saving measures or in incidents when the ambulance might be delayed because they don't have anyone in service. A more detailed discussion of the calls for service follows in the report.



A summary of the calls for service responded to by the fire department are shown below. There has been a substantial increase in the number of calls where the department responds on mutual aid. In 2015, they responded to 130 mutual aid calls, which is double the amount from the previous year. Many of the calls are to Fishers as part of an automatic aid agreement. This report does not indicate the number of times other departments responded in to Victor.

Victor Calls for Service Overview					
	2012	2013	2014	2015	4 yr. avg.
Alarms	83	87	95	84	87.25
Fires	18	23	22	19	20.5
Hazardous Conditions	20	18	12	14	16
Hazardous Materials	39	25	34	37	33.75
Mutual Aid, stand by	79	78	63	130	87.5
Other	39	36	36	57	42
Rescue/Emergency Medical Service	82	72	69	59	70.5
Total alarms	360	339	331	400	357.5

Town of Victor Fire Marshal

The Office of the Fire Marshal is held within the Codes and Development Department. There is a single, full time employee in this office. The responsibilities focus primarily on inspections of commercial buildings, building code review and following up on complaints. The fire marshal also responds to scenes with the fire departments. The fire marshals views his role as ensuring coordination of activities

between his office and the fire departments including results of recent inspections, sharing plans of commercial buildings, and the location of vacant properties.

The fire departments are invited to participate on the inspections of commercial properties to enable them to gain firsthand knowledge of the layout and any particular hazards that may exist.

Ontario County Sheriff's Office

The Ontario County Sheriff's Office (OCSO) is a department of the county government. It is responsible for providing law enforcement to much of the county, including the Town and Village of Victor, all emergency dispatching in the county (except the City of Geneva), and the operation of a jail. This section of the report will focus on the law enforcement and emergency communications functions of the OCSO.

Governance

The Sheriff is a separately elected official that has a series of mandated responsibilities under state law that includes operating a jail and serving certain civil papers. Similar to many counties in the state, Ontario County has elected to also provide law enforcement and emergency communications. The County Board of Supervisors provides budget oversight to the OCSO, but has little authority over the daily operations.

Law Enforcement Operations

The law enforcement division employs people 77 full time, 67 of whom are sworn law enforcement officers. Additional part time sworn officers assist with seasonal work and to reduce overtime.

OCSO Staff	
Sheriff	1
Undersheriff	1
Chief Deputy	1
Lieutenant	3
Sergeant	8
Investigator	11
Officer	42
Full Time Sworn	67
Civilian	8
Part Time Officers & Investigators	27

OCSO divides the area of responsibility into six zones that usually have a single deputy patrolling with a sergeant overseeing the activities on a given shift. The department typically uses three shifts per day, starting at 7:00 am, 3:00 pm and 11:00 pm. The overnight shift will sometimes operate with one less officer than the day shifts. One of the six zones is the Town of Victor. Officers are assigned to calls by the dispatch center based on closest unit, which may also include New York State Police.

The OCSO operates dedicated traffic patrol vehicles using state grant money and has a seasonal marine patrol on Canandaigua and Seneca Lakes. There are also school resource officers assigned to three districts, including Victor, to teach the DARE program and to provide other resources to the schools.

Eastview Mall has two deputies on duty every day with three full time deputies assigned to the mall to ensure coverage. This service is funded through a contract from the mall's manager, Wilmorite Corporation. The deputies assigned to the mall are only called off the property when a high priority event occurs in close proximity and other resources are not immediately available. The mall is the largest single source of 911 calls in the county and most of the events on the mall property are handled by the dedicated deputies.

Public Safety Communications Operations

The Public Safety Communications (PSC) operation employs 37 full time staff and 5 part time staff. The PSC answers all 911 calls in the county and dispatches all public safety agencies except for the City of Geneva police.¹³ The operation typically has one supervisor and four dispatchers on duty. The four dispatchers are assigned either to Canandaigua Police, fire and EMS units, county law enforcement (including Victor) or 911 call taker. Once fully qualified, employees rotate through the positions.

Communications Staff	
Chief Dispatcher	1
Senior Dispatcher	6
Dispatcher	29
Full Time Line Staff	36
Administrative Staff	1
Part Time Dispatchers	4
Administrative Staff, PT	1

¹³ The City of Geneva police will transition operations to the county during 2016, but a date hasn't been set yet.

This operation conducts primary information entry into the consolidated computer aided dispatch system and records management system. The primary radio communications occur on a digital 700 mhz trunked system that allows for interoperability between agencies and disciplines (fire, law and EMS). However, initial fire and EMS unit dispatch occurs on a VHF system to enable the use of radio paging.

The center is capable conducting EMS call triage using emergency medical dispatching protocols. They also use GPS and vehicle location to identify the closest law enforcement vehicle to a call. Fire and EMS units do not currently use GPS on their vehicles.

Finance

The OCSO law enforcement operations budget in 2016 is \$11.9 million with 91 percent being allocated toward personal services and benefits. A separate budget of \$0.5 million is set aside for equipment in a capital improvement plan.

The public safety communications operations budget in 2016 is \$4.2 million with 84 percent being allocated toward personal services and benefits.

Residents of Victor pay for these services through their property tax bill and county sales tax. There is not a specific tax or contract for law enforcement services in Victor.

Crime Reports

The OCSO is the primary law enforcement in the Town and investigates the majority of the crimes that occur in the Town. Victor accounts for about 13% of the population in the county, but 28% of the serious (Part I) crimes reported in the county. In particular, over the last three years more than 30% of the robberies and larcenies have occurred in Victor. In relation to violent crime, Victor averages 6% of the rapes and 9% of the assaults, both lower than its share of the population. The proportion of lesser crimes, including DWIs fall much closer to the proportion of the population in the county. The pattern of a higher rate of larcenies and robberies than the rest of the county is to be expected because of the presence of all the commerce in the Town.

Reported Crimes in the Community (2013, 2014, 2015)									
	2013		2014		2015		3 year Average		
	Victor	All Ontario County	Victor	All Ontario County	Victor	All Ontario County	Victor	All Ontario County	Victor share of county
Murder	0	0	0	0	0	1	0	0	0%
Rape	0	9	1	9	1	15	1	11	6%
Robbery	5	16	1	7	3	6	3	10	31%
Assault	1	30	4	33	3	26	3	30	9%
Burglary	43	227	25	172	20	175	29	191	15%
Larceny	285	831	279	885	219	668	261	795	33%
Total Part 1	338	1136	310	1115	249	903	299	1051	28%
DWI	28	216	14	182	32	52	25	150	16%
Other lesser crimes	235	2007	226	1675	220	1765	227	1816	13%
Total Part 2	263	2223	240	1857	252	1817	252	1966	13%

New York State Police

The New York State Police (NYSP) that patrol in Victor are assigned to Ontario County from Troop E, which is headquartered in the town of Canandaigua. Troop E is responsible for 10 counties in the Finger Lakes region. The NYSP has numerous specialty teams that are availability to the communities they serve and local law enforcement such as the OCSO. The specialty teams include aviation, canine, bomb disposal, special operations and SCUBA.

There are 19 troopers and 2 sergeants that are assigned to patrol in Ontario County. The minimum strength on patrol is two, but it is more typically four during peak hours. The troopers work 12 hour shifts that are scheduled based on anticipated need with the most on patrol between noon and 8 pm. Troopers work two to a car on overnight shifts.

The troopers on duty in the county and Victor are assigned to calls by the Ontario County Communications center. They are assigned based on a closest unit concept. It is a frequent occurrence for a trooper to work side by side with an OCSO deputy on a call as back up.

An analysis of calls handled by the NYSP is included later in the report.

Emergency Management in Victor

The role of Emergency Manager for the Town of Victor is a collateral responsibility for the Fire Marshal. The responsibilities include coordinating regular meetings of the Emergency Management Committee, keeping the comprehensive emergency management plan up to date, maintaining a relationship with the Ontario County

Emergency Manager, coordinating any emergency management drills in the town and when necessary, coordinating emergency response in the town.

There has been a limited number of emergencies that have risen to the level of requiring a response from the town's emergency manager. When needed, the town can convert a conference room in the town hall to an emergency operations center. The emergency operations center (EOC) is capable of conducting video conferences with the county's EOC. The town has not conducted a substantial live action drill in several years, but there are annual tabletop exercises that usually focus on a variety of weather events. The office is also involved when there are exercises conducted by the OCSO at Eastview Mall.

The largest hazards in the town include the New York State Thruway, Interstate 490, Eastview Mall, State Highways and the school system. There are several small manufacturers in the town that use hazardous materials in their processes.

Public Safety Service Demand in Victor

CGR requested information from the OCSO Communications Center for the service requests for public safety in the Town of Victor. The data analyzed was for the time period of January 1, 2012 to June 14, 2016. The data included all calls for service and events in the Town recorded by the dispatch center. During that time, there were 55,019 dispatches for public safety services or about 34 dispatches per day. In the data, there is duplication in the event counts for events that would involve a response from multiple agencies. For example, a crash could have a response from EMS, fire and law enforcement and it would show in this data as three events. Each event is counted once, regardless of the number of units that responded in the discipline.

Calls by Year and Type					
	Police	EMS	Fire	Unknown	Total
2012	9,647	1,259	544	27	11,477
2013	10,063	1,126	510	35	11,734
2014	10,783	1,195	534	34	12,546
2015	11,357	1,126	505	41	13,029
2016 (thru June 14)	5,423	524	271	15	6,233

Total	47,273	5,230	2,364	152	55,019
--------------	---------------	--------------	--------------	------------	---------------

The rate of calls is increasing annually for police, but is holding steady for the other two disciplines.

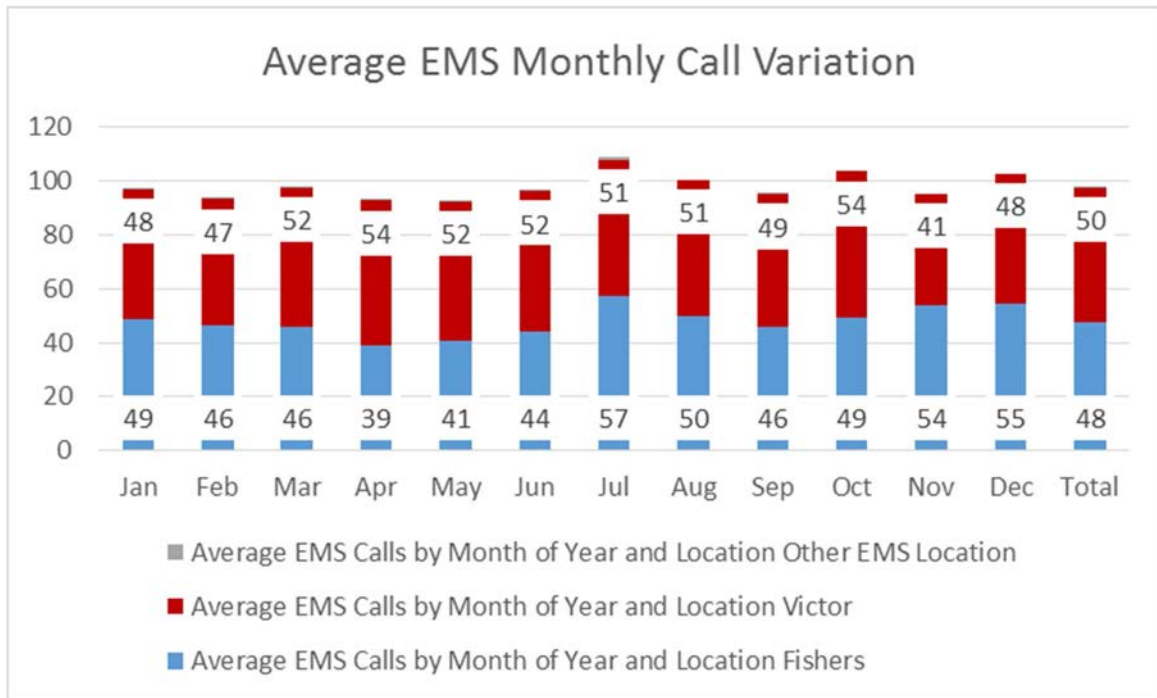
Average Calls per Day by Year and Type				
	Police	EMS	Fire	Total
2012	26.4	3.4	1.5	31
2013	27.6	3.1	1.4	32
2014	29.5	3.3	1.5	34
2015	31.1	3.1	1.4	36
2016	32.7	3.2	1.6	38
Total	29.1	3.2	1.5	171

Emergency Medical Service Analysis

The EMS call volume shown below is for all the calls in Victor. To give a sense of the location in the Town, the two fire districts (Fishers Fire District and the Victor Fire Protection District plus the Village) are shown in most of the tables. Of note, this analysis only focuses on the Victor portion of VFVA's calls, which are slightly more than half of their call volume. VFVA uses its resources for calls in Farmington which account for about 45 % of calls.

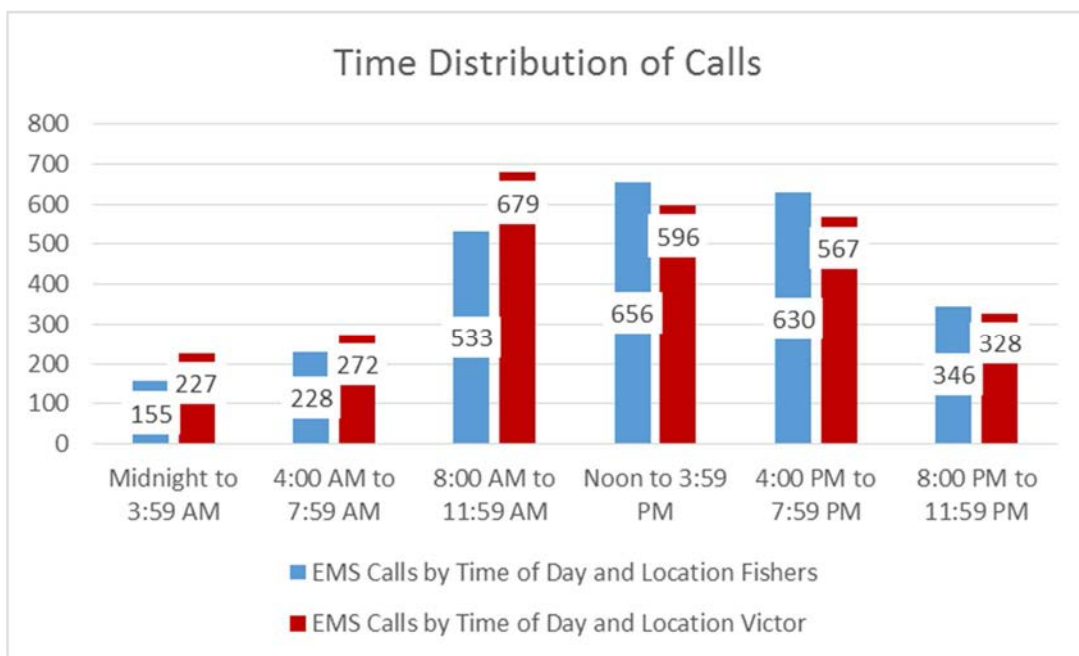
Monthly Variation

There is little monthly variation in the call volume across the Town of Victor, however the Fishers Fire District does see slight increases in July, October, November and December. The whole town averages a little more than 3 EMS calls per day.



Time of Day Variation

EMS calls vary in frequency by the time of day, dropping substantially between the hours of midnight and 7:59 am. VFVA accounts for this by reducing their staff during this time. Geographically, the Victor Fire Protection District is slightly busier between 8 and noon, while the Fishers area is busier during the afternoon and early evening.



Type of Call

Although the OCSO uses an internationally recognized emergency medical dispatching triage system, the database that was utilized for the study did not include that information. Instead 40 different call classifications were used for the EMS calls. CGR identified 16 of these as being "high priority"¹⁴. There were 2,592 high priority (highlighted on the table below) calls, 50% of the calls that VFVA responds to in Victor. The Fishers area had slightly more high priority calls (53%) than Victor and a higher ratio of high priority calls (54%).

The Top 10 EMS call types accounted for 79% of the calls in Victor.

Top 10 EMS Calls by Situation Found and by Location				
	Fishers	Victor	Other EMS Location	Total
Falls	417	494	1	912
Crash	412	203	3	618
Sick Person	283	333	0	616
Unconscious/Fainting-Non-trauma	276	165	0	441
Breathing Problems	190	239	0	429
Chest Pain	173	197	0	370
Unknown Problem/Alarm	87	200	1	288
Hemorrhage/Lacerations	78	82	0	160
Abdominal Pain/Problems	75	81	0	156
Convulsions /Seizures	64	65	0	129
All others	493	610	8	1,111
Total	2,548	2,669	13	5,230

¹⁴ The full table of EMS calls is in the appendix.

Age of Patients

While not a precise calculation of the rate of ambulance usage, census data for residents combined with the age of patients transported enables a proxy to be developed that can be used to estimate the rate at which age groups use the ambulance service. In Victor, residents age 65 to 84 account for 17% of the population and 24% of the ambulance calls. Those age 85 and older account for 1.5% of the population and 11% of the ambulance calls. When the rate of ambulance transports per 1000 residents is calculated, residents between 65 and 84 are nearly twice as likely to be transported by ambulance and those 85 and older nearly 10 times more likely than those under 65.

Estimated Rate of Ambulance Transport by Age in Victor			
	Residents	2015 Calls	Rate per 1000 residents
Total Population	14,440	1,143	79
Under 65	11,840	743	63
65 to 84	2,390	274	115
85 and up	210	126	600
Source: VFVA call records and US Census			

Response Times

Response times for EMS are a commonly used, but misunderstood measure for system performance. While faster performance is perceived as always better, traveling with lights and sirens presents a substantial risk for both the ambulance crew and the public. It also has been shown, in a suburban environment such as Victor, to reduce response times by a very small interval (1 to 3 minutes). Therefore, most EMS agencies, including VFVA, only respond to more serious events with lights and sirens and choose to respond to other calls with normal traffic flow.

The response times shown here are calculated in the OCSO dispatch database using the time the agency is assigned the call to the time an agency arrived on scene. It excludes the time required to gather information from a 911 caller (between 90 and

150 seconds in most dispatch centers) but includes the time necessary for the crew to begin responding to the call as well as the time driving to the call.

There is no “industry standard” response time for EMS organizations, instead appropriate response time is based on community expectations. A commonly used standard for high priority events is to arrive on scene in less than 8 minutes for 90% of calls. Below, we present the percentage of calls responded to in less than 480 seconds (8 minutes) for the high priority calls in Victor. These calls represent about half the calls in Victor and some of them also received a first response from a fire department. Since VFVA uses call prioritization and the data given to CGR does not include the accurate call prioritization, it is likely that we included calls as “High Priority” that VFVA would have responded to without lights and sirens. Using CGR’s “High Priority”, VFVA or the first responding fire department responded to 78 % of high priority calls in less than 8 minutes. There was a noticeable difference in response time on overnight shifts, when the on duty crews are likely sleeping and volunteers need to come from home. There is also a significant difference between the Fishers and Victor with Fishers having fewer calls responded to less than 8 minutes in each time window.

Percent of High Priority EMS Calls with First Response (EMS or Fire) Under 480 Seconds by Time of Day and Location			
	Fishers	Victor	Total
Midnight to 3:59 AM	50%	62%	56%
4:00 AM to 7:59 AM	73%	63%	68%
8:00 AM to 11:59 AM	76%	92%	84%
Noon to 3:59 PM	81%	87%	83%
4:00 PM to 7:59 PM	77%	79%	78%
8:00 PM to 11:59 PM	73%	79%	75%
Total	75%	81%	78%

At the 10 minute time mark, VFVA reaches 88% of the scenes and by the 12 minute mark (below), the percentage of calls reached is 94%. There is very little difference in the outcome of patient care between an 8 minute arrival and 12 minute arrival in the

vast majority of high priority EMS calls. The exceptions included cases of cardiac or respiratory arrest and severe bleeding. VFVA and the fire departments have ensured that the fire departments respond on those calls to provide quicker care.

Percent of High Priority EMS Calls with First Response (EMS or Fire) Under 720 Seconds by Time of Day and Location			
	Fishers	Victor	Total
Midnight to 3:59 AM	83%	93%	89%
4:00 AM to 7:59 AM	95%	93%	94%
8:00 AM to 11:59 AM	93%	99%	96%
Noon to 3:59 PM	96%	97%	96%
4:00 PM to 7:59 PM	94%	93%	93%
8:00 PM to 11:59 PM	91%	93%	92%
Total	93%	96%	94%

When the response time for the ambulance is the only factor considered, VFVA's response to high priority calls is less than eight minutes 72% of the time in the VFD service area but only 31% in the FFD service area.

Percent of High Priority EMS Calls with Ambulance Response Under 480 Seconds by Time of Day and Location			
	Fishers	Victor	Total
Midnight to 3:59 AM	14%	57%	38%
4:00 AM to 7:59 AM	28%	57%	44%
8:00 AM to 11:59 AM	37%	80%	60%
Noon to 3:59 PM	38%	75%	54%

Percent of High Priority EMS Calls with Ambulance Response Under 480 Seconds by Time of Day and Location			
4:00 PM to 7:59 PM	28%	71%	47%
8:00 PM to 11:59 PM	18%	68%	39%
Total	31%	72%	50%

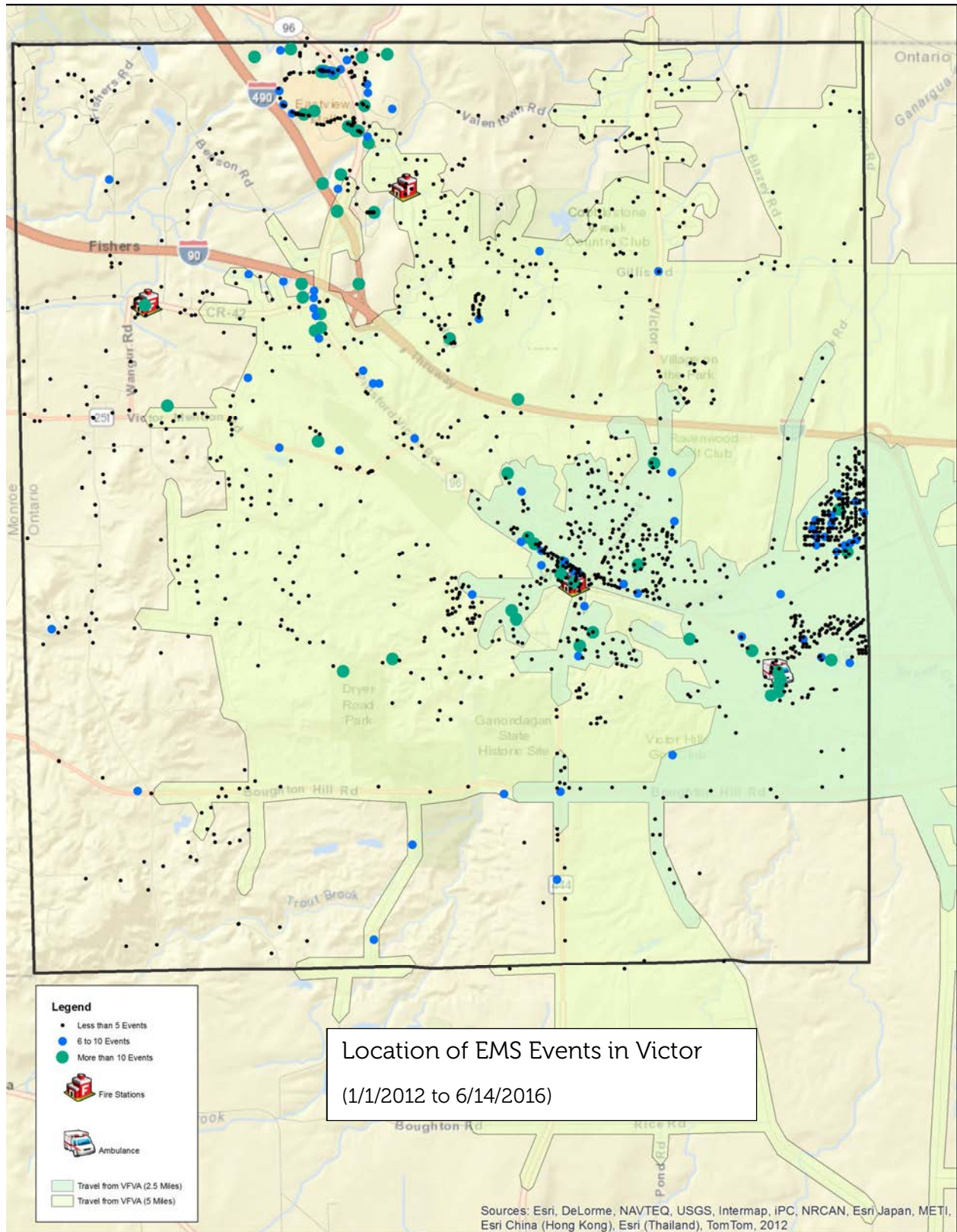
Using the same method of looking at ambulance response time, VFVA is able to response to 80 % of calls in less than 12 minutes across the whole district. 88 % in VFD, and 74% in Fishers.

Percent of High Priority EMS Calls with Ambulance Response Under 720 Seconds by Time of Day and Location			
	Fishers	Victor	Total
Midnight to 3:59 AM	70%	92%	82%
4:00 AM to 7:59 AM	79%	88%	84%
8:00 AM to 11:59 AM	81%	89%	85%
Noon to 3:59 PM	73%	87%	79%
4:00 PM to 7:59 PM	72%	86%	78%
8:00 PM to 11:59 PM	64%	87%	74%
Total	74%	88%	80%

Map of EMS Calls

The following map shows the locations of the calls for VFVA in the provided dataset in Victor. The darker green shading shows the 2.5 mile drive distance (about 5 minutes from the base) and the lighter green shows the 5.0 mile drive distance (about 10 minutes) from the base. The dots show the calls spread throughout the community, with the larger dots showing where there were multiple events. There is a

concentration of multiple event locations in the northwestern quadrant of the Town, well away from the ambulance base. However, as shown in the response time tables, VFVA is able to provide similar response times to the two different fire districts in Victor, with Fishers serving as a proxy for the area furthest from the ambulance base.

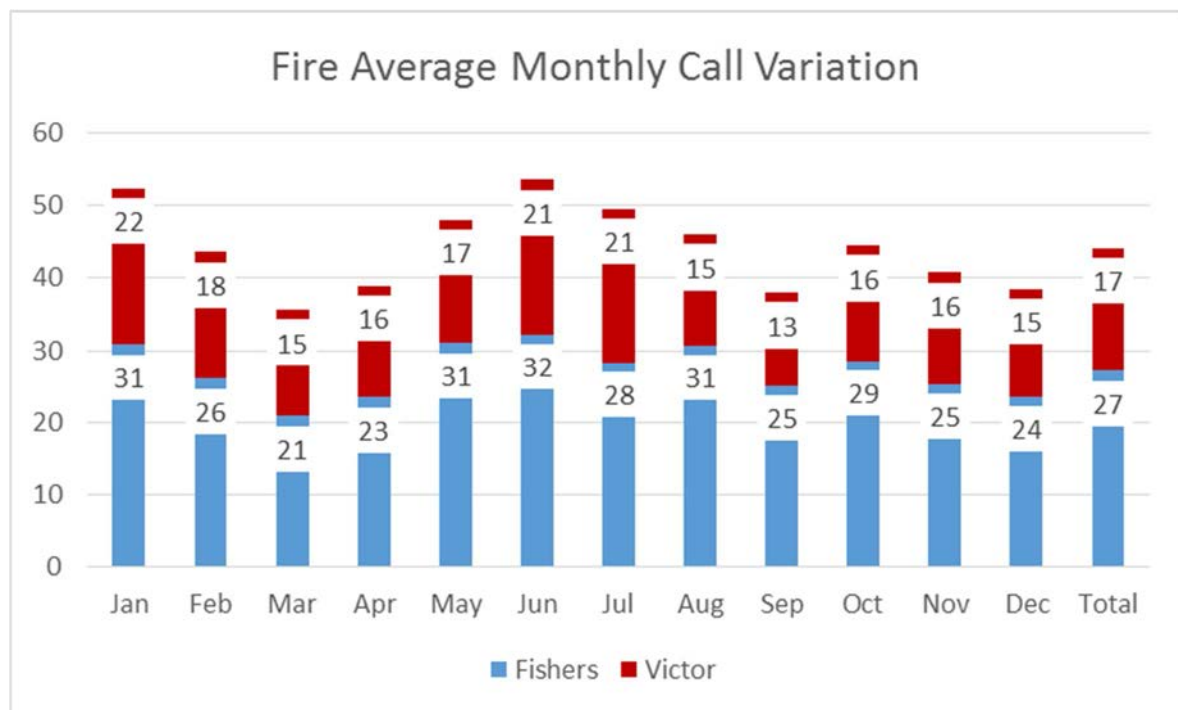


Fire Analysis

The call volume below is the geographic distribution of the fire calls in Victor and not the responses for the two departments. This analysis excludes calls outside of the town and will only count once a call in the town where both departments respond. The result is the call numbers for each department is lower than the call numbers presented earlier in the report. They do include responses to EMS calls by the department except in the discussion of response times which focuses just on fire events.

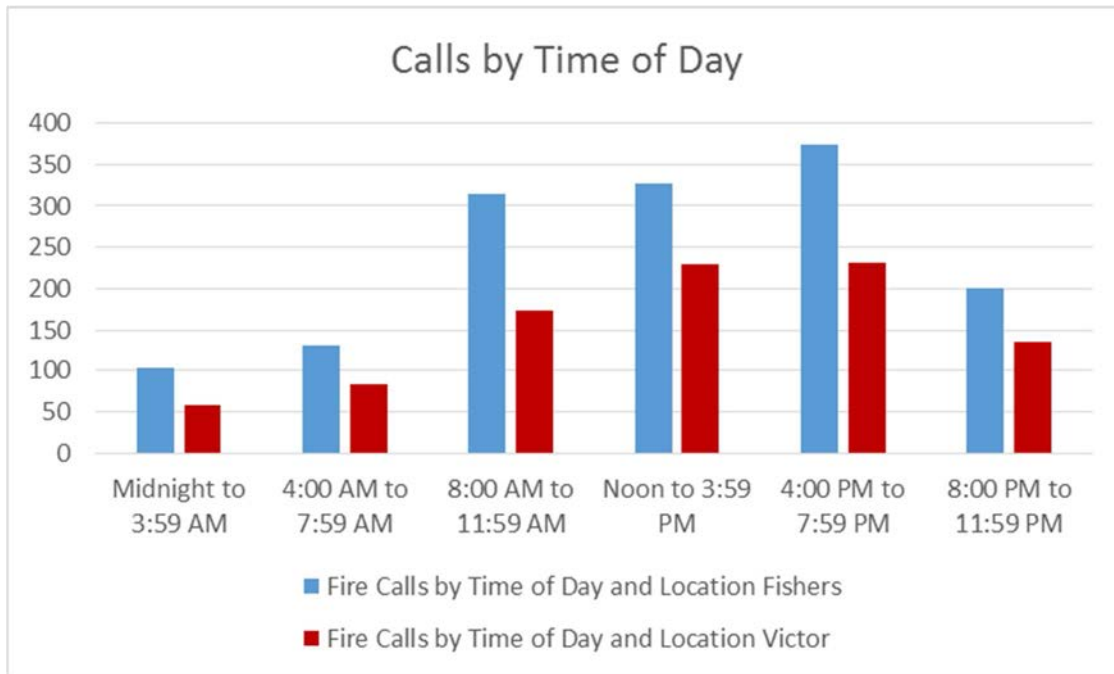
Monthly Variation

Both fire departments have relatively little variation in their number of calls with Fishers averaging 27 call and Victor 17 calls per month. The whole town averaged 44 calls per month or just under 1.5 calls per day.



Time of Day Variation

Both departments have the most number of calls between 4:00 pm and 7:59 pm, with all time periods between 8:00 am and 7:59 pm being busier than the overnight hours. During the 1627 days in the sample period, only 15% of Victor's calls and 16% of Fishers calls occurred during the 8 hour block of time between midnight at 7:59. 44 % of Victor's and Fishers calls occurred between 8:00 am and 3:59 pm.



Type of Call

OCSO classified the fire calls into 30 separate fire types. In addition, the fire departments were dispatched to all different types of EMS calls – primarily high priority events. The tables below show the division between EMS and fire calls for each of the fire departments. For Fishers, EMS calls are nearly half their calls while for Victor they are only about a quarter of their calls.

Fishers Fire Dept. Calls for Service			
	EMS	Fire	Total
2012	335	351	686
2013	291	320	611
2014	344	333	677
2015	350	315	665
2016 (thru 6/14/16)	170	189	359
Total	1,490	1,508	2,998

Victor Fire Dept. Calls for Service			
	EMS	Fire	Total
2012	84	216	300
2013	77	210	287
2014	65	223	288
2015	82	250	332
2016 (thru 6/14/16)	48	144	192
Total	356	1,043	1,399

The Top 10 types of non-EMS fire calls accounted for 88% of dispatches for the fire departments. Aside from EMS calls, the top three calls types (Automatic Alarm, Odor of Gas/Gas Leak, and CO Detector) accounted for 65% of all dispatches.

Top 10 Fire Calls by Situation Found and by Location			
	Fishers	Victor	Total
Automatic Fire Alarm	703	329	1,033
Odor of Gas/Gas Leak	176	143	319
CO Detector	85	92	177
Wires Down or Arcing	60	63	123
Brush/Trash Fire	64	26	90
Crash	66	20	86
Vehicle Fire	62	24	86
Water Problem	22	40	62

Top 10 Fire Calls by Situation Found and by Location			
Weather Problem	38	23	61
Smoke Inside Structure	27	21	48
Other Fire Type Calls	147	132	279
EMS Calls	1490	356	1846
Total Fire Responses	2998	1399	4397

Mutual Assistance and Automatic Aid

The two departments are also increasing their mutual assistance and automatic aid for each other. In 2016, they are each responding at a higher rate than in previous years. By the middle of June 2016, both had responded to their neighbor for nearly as many calls as they had in the prior year.

Location of FFD Calls				Location of VFD Calls		
	Fishers	Victor	Total	Fishers	Victor	Total
2012	673	13	686	38	262	300
2013	601	9	611	35	252	287
2014	656	18	674	31	256	287
2015	623	42	665	67	265	332
2016 (to 6/14)	320	38	358	70	121	191
Total	2,873	120	2,994	241	1,156	1,397

Response Times

Response time for fire departments are guided by the National Fire Protection Association (NFPA) standards. There are separate standards for combination paid/

volunteer departments (those with more than 80 percent paid staff) and those that are primarily volunteer. Standard 1710 applies to FFD and Standard 1720 applies to VFD. Both should be used to help establish community based benchmarks for the number of personnel, type of equipment and speed of response. One of the underlying facts that influences these response times is that chances of a fire expanding beyond the room it started goes up dramatically at about 10 minutes. In order for a fire to be contained in the room it started, a structure should either have sprinklers or an adequately staffed (12-14 people), trained and equipped fire response needs to be on scene in about 10 minutes. The goal in Standard 1710 is for the first engine company to arrive on scene in four minutes and a full alarm (12-14 people on two engines, a quint and a chief) on scene in eight minutes on 90 percent of fire calls. Standard 1720 would suggest a suburban community to be able to assemble a staff of 10 people on scene in ten minutes 80 percent of the time.

The data presented below are based on the information from the OCSO and are focused on the time from dispatch to the first unit arrives on scene. The database only consistently had information for the first unit to acknowledge a call and arrive on scene which is most often a chief in VFD and an engine in FFD. Further evaluation of response times for firefighting units is merited, but is not possible with current information available from the dispatch center. The information is presented below to provide context about response times from a department resource, but it cannot be used to make an accurate judgement about whether or not the departments are making a timely response with adequate resources.

The response times in the overnight hours are slower than during the day. Both departments are able to have a unit on scene less than five minutes in less than half of calls. The response times during the hours of midnight to 3:59 am are noticeably slower with a unit arriving within 5 minutes of dispatch 21% of the time in Fishers and 18% of the time in Victor.

Response to Fire Calls in under 300 Seconds by Time of Day and District			
	Fishers	Victor	Total
Midnight to 3:59 AM	21%	18%	20%
4:00 AM to 7:59 AM	32%	39%	34%
8:00 AM to 11:59 AM	39%	45%	41%
Noon to 3:59 PM	37%	42%	39%

Response to Fire Calls in under 300 Seconds by Time of Day and District			
4:00 PM to 7:59 PM	37%	51%	43%
8:00 PM to 11:59 PM	44%	46%	45%
Total	37%	44%	39%

When an eight minute standard is applied to the response time, both departments improve to meeting it 79% or greater for the day as a whole and for most time periods. Fishers struggles on overnight shifts with 60% and 67% in the two overnight time blocks. Victor's low scores are during business hours with 75% and 76%.

Response to Fire Calls in under 480 Seconds by Time of Day and Location			
	Fishers	Victor	Total
Midnight to 3:59 AM	60%	81%	68%
4:00 AM to 7:59 AM	67%	82%	72%
8:00 AM to 11:59 AM	81%	75%	79%
Noon to 3:59 PM	81%	76%	79%
4:00 PM to 7:59 PM	80%	87%	83%
8:00 PM to 11:59 PM	78%	87%	82%
Total	78%	81%	79%

During 2014, Fishers added paid staff to improve their response with greater numbers of on duty staff. To evaluate the impact the staffing had on the response times, CGR looked at just the year 2015. There was little change in the overall totals of calls under the 300 second time interval.

Percent of Fire Calls Under 300 Seconds by Time of Day and Location in 2015			
	Fishers	Victor	Total
Midnight to 3:59 AM	40%	33%	38%
4:00 AM to 7:59 AM	30%	70%	50%
8:00 AM to 11:59 AM	50%	47%	49%
Noon to 3:59 PM	50%	45%	48%
4:00 PM to 7:59 PM	36%	67%	48%
8:00 PM to 11:59 PM	50%	46%	48%
Total	44%	52%	48%

However, both departments had a better percentage of response times under 480 seconds during nearly every time period when 2015 is looked at separately from the whole study sample.

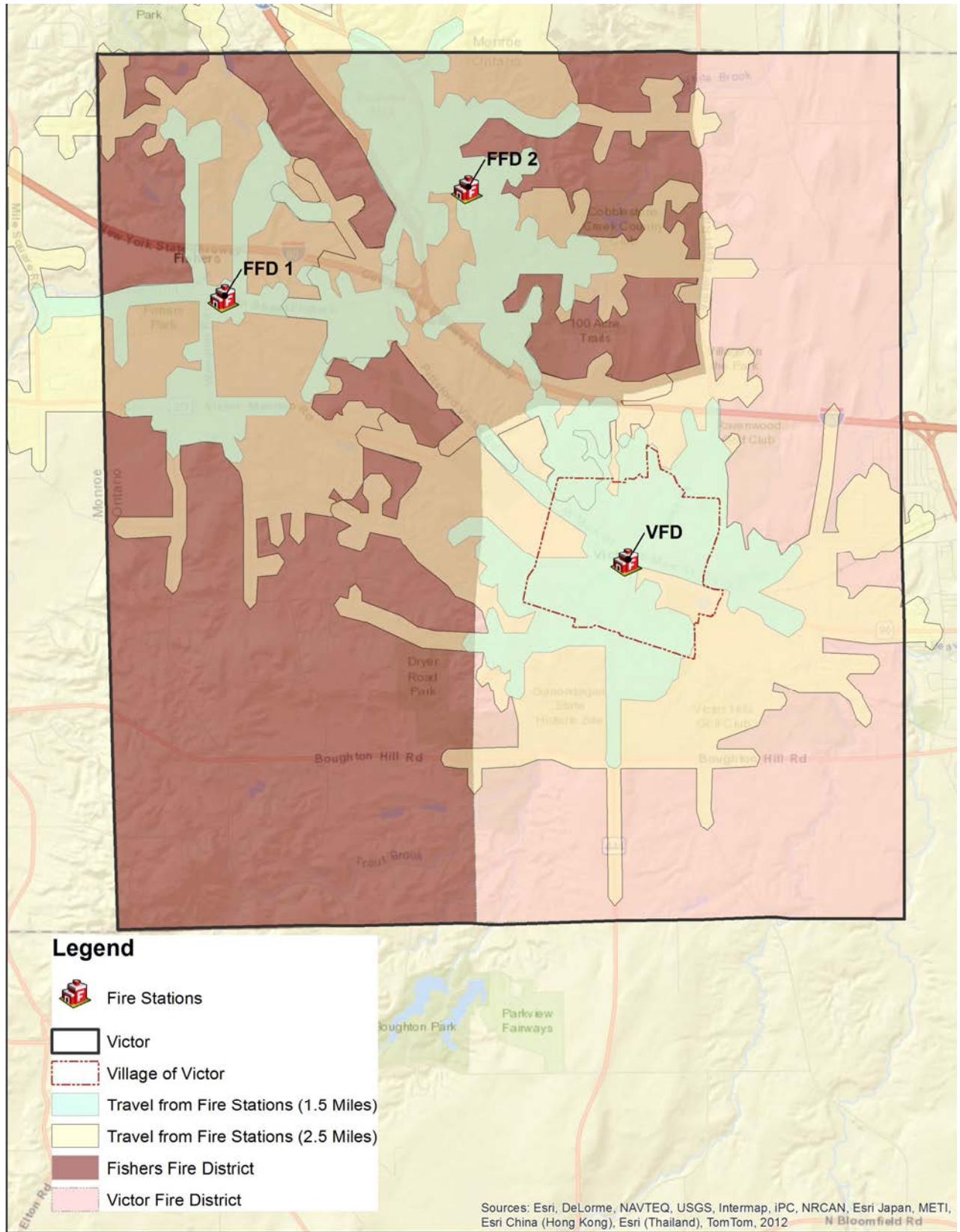
Percent of Fire Calls Under 480 Seconds by Time of Day and Location in 2015			
	Fishers	Victor	Total
Midnight to 3:59 AM	80%	100%	88%
4:00 AM to 7:59 AM	70%	100%	85%
8:00 AM to 11:59 AM	92%	82%	88%
Noon to 3:59 PM	88%	90%	89%
4:00 PM to 7:59 PM	79%	89%	83%
8:00 PM to 11:59 PM	88%	100%	95%
Total	84%	91%	87%

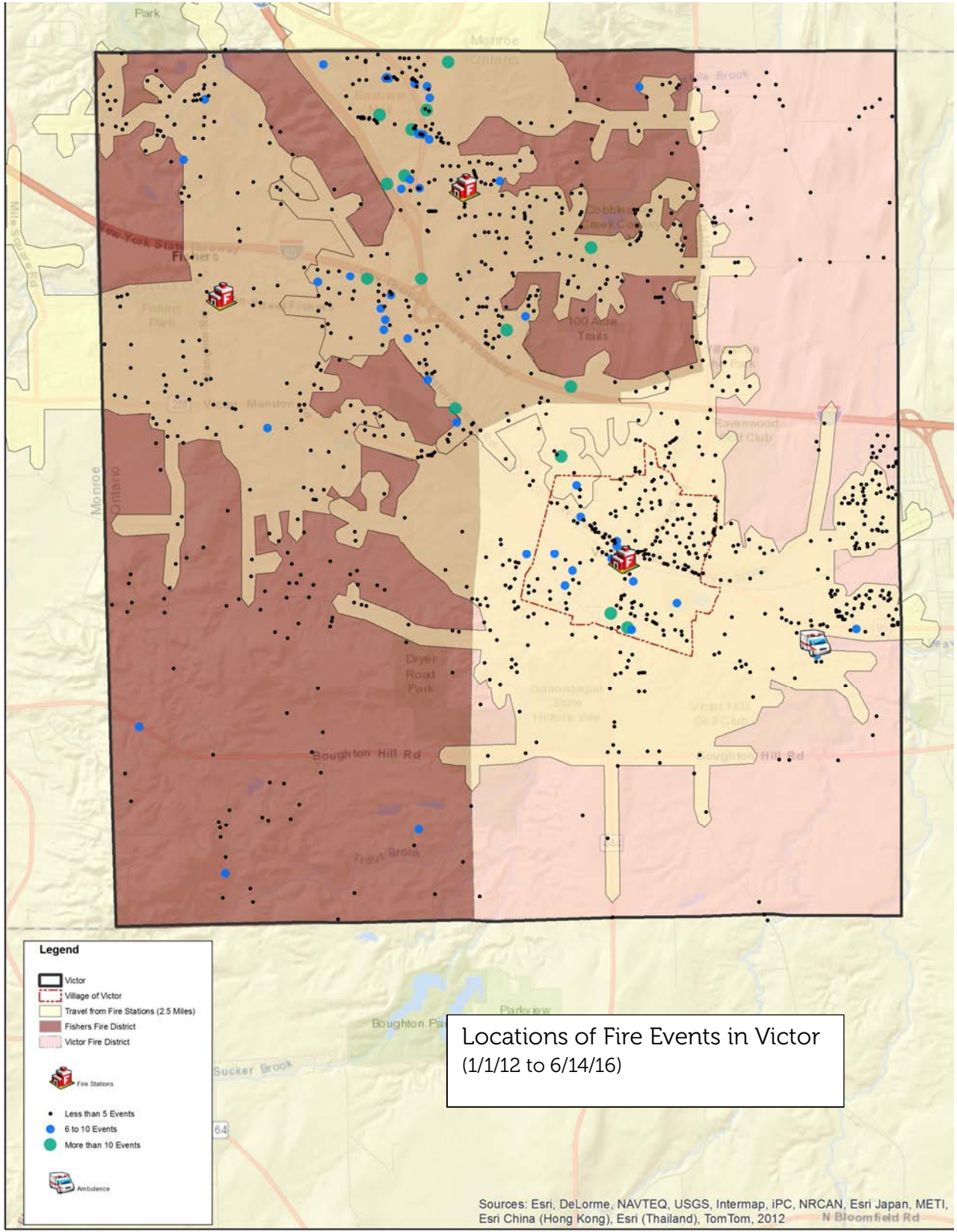
Map of Fire Calls

The first map regarding the fire departments shows the locations of the three fire stations, the border of the two districts, the 1.5 mile driving distance and the 2.5 mile driving distance. The driving distances are used by the ISO to determine the number of properties that are in 1.5 miles from each engine company or 2.5 miles from each ladder (quint) company. The quints are deployed at FFD Station # 1 and the VFD Station. The map shows that the southwest area near Boughton Hill Road and Malone Road and the northeast area near Blazey Road and Bortle Road are relatively poorly covered based on drive distance. Interestingly, both of those areas might be better served from one of the stations in the opposite fire district from where they are.

The second map shows the locations of all the calls in the data set. The three stations are relatively well positioned to respond to the fire calls in the community, with only a small percentage (10%) occurring outside of a 2.5 mile road distance from the stations.

It is also noticeable that Fishers has more locations with multiple calls (presumably alarms) while Victor has more unique locations for calls.





Law Enforcement Analysis

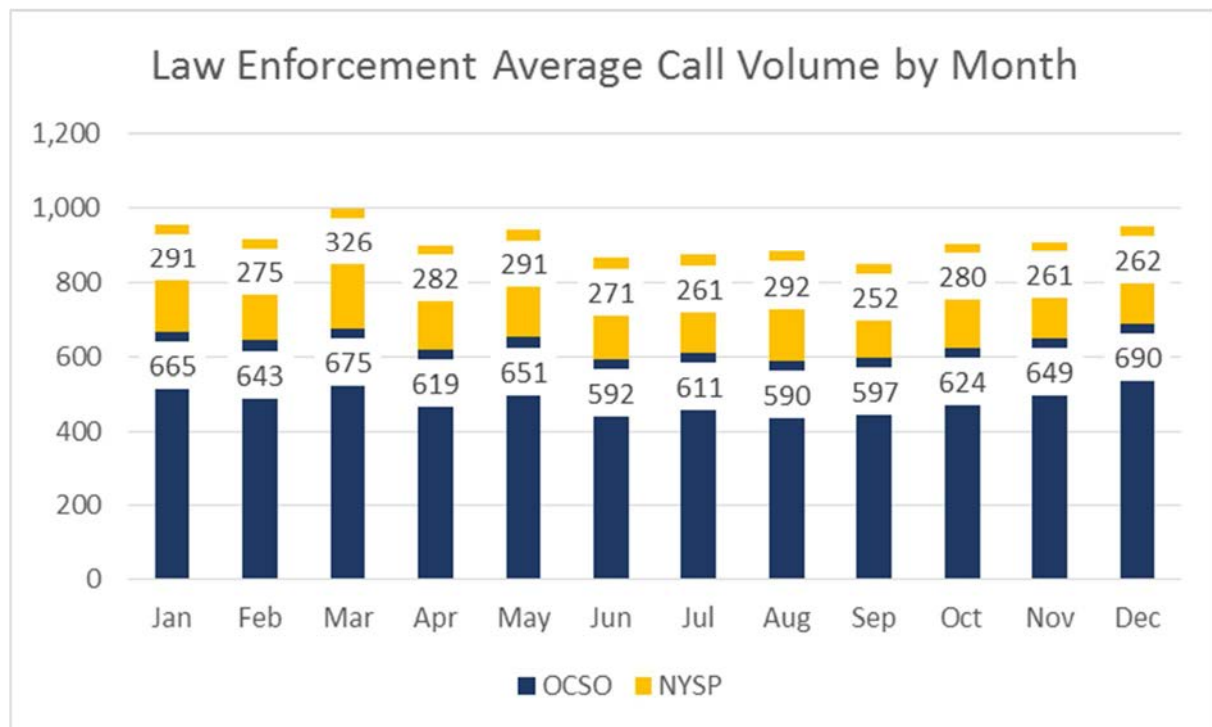
The law enforcement discipline is by far the busiest in Victor. Both the OCSO and NYSP activities exceed fire and EMS. The activities presented here are those that are recorded in the dispatch center. They do not include casual interactions or many proactive patrolling activities. The two agencies split the calls based on when they are dispatched by the OCSO as being the closest unit to the call.

Share between OCSO and NYSP

Overall, OCSO responded to 33,694 events (62%) during the sample period while the NYSP responded to 14,971 (38%). There were some variations in the types of calls, the locations and times of day that demonstrates the two departments' variations in patrol methods. The OCSO responds to about 21 calls per day in the Town, while the NYSP responds to about 9 calls.

Monthly Variation

There is little seasonal variation in the number of calls per day with each month falling within 10 percent of the average of 29 calls per day for Law Enforcement.



Time of Day Variation

Both agencies have similar distribution for calls based on time of day, however, NYSP takes a smaller share between 4:00 pm and 7:59 pm than they do at other times of the day. The tables below show each agency's number of responses to the Village, Town outside of Village and Eastview Mall. OCSO handles 92% of calls at the Mall and consistently handles about 70% of events in the town.

Ontario County Sheriff Calls by Time of Day and Location						
	Village	Town	Eastview	Other	Total	Share
Midnight to 3:59 AM	599	2,270	96	24	2,989	61%
4:00 AM to 7:59 AM	408	1,813	115	5	2,341	68%
8:00 AM to 11:59 AM	1,210	4,212	806	11	6,239	70%
Noon to 3:59 PM	1,402	4,406	1,464	87	7,359	70%
4:00 PM to 7:59 PM	1,207	5,081	2,216	5	8,509	78%
8:00 PM to 11:59 PM	888	3,518	2,113	8	6,527	64%
Total	5,714	21,300	6,810	140	33,964	69%

New York State Trooper Calls by Time of Day and Location						
	Village	Town	Eastview	Other	Total	
Midnight to 3:59 AM	381	1,471	75	1	1,928	39%
4:00 AM to 7:59 AM	131	912	51	0	1,094	32%
8:00 AM to 11:59 AM	336	2,243	105	4	2,688	30%
Noon to 3:59 PM	378	2,617	143	1	3,139	30%
4:00 PM to 7:59 PM	347	2,050	62	3	2,462	22%
8:00 PM to 11:59 PM	465	3,084	110	1	3,660	36%
Total	2,038	12,377	546	10	14,971	31%

The total events shown by the two agencies is more than the total number of law enforcement events shown elsewhere because the two agencies back each other up on calls and our analysis counted the events where an agency responded which resulted in about 1600 events where both agencies responded.

Type of Call

OCSO categorized law enforcement events into 148 different categories of events with the top 10 event types representing about 65 percent of all events in the Town. The number one event type was stopping a vehicle, presumably for a traffic infraction and this occurred about 8 times a day accounting for nearly 30 percent of all police events in the town.

Top 10 Law Enforcement Calls by Situation Found and by Location						
	Village	Town	Eastview	Other	Total	% of LE Calls
Stopping Vehicle	2,250	11,042	215	6	13,513	29%
Crash	466	3,010	538	0	4,014	8%
Alarm	465	3,036	467	0	3,968	8%
Property Check	332	1,741	1	30	2,104	4%
Suspicious Condition	188	635	592	5	1,420	3%
Detail	138	151	961	0	1,250	3%
Assist Ambulance	168	760	223	2	1,153	2%
Larceny	116	625	407	4	1,152	2%
Hang Up 911 Call	125	751	221	0	1,097	2%
Served Papers	186	601	223	1	1,011	2%

OCSO's top ten call types account for 59% of their calls. Eastview Mall is a larger source of calls for the agency than the Village. Our analysis does not separate the units assigned to Eastview as part of the contract from the rest of the OCSO. 17% of the calls

occur in the Village, 20% occur at Eastview Mall and the remaining 63% occur in the town outside of those locations.

Top 10 Ontario County Sheriff Calls by Situation Found and by Location						
	Village	Town	Eastview Mall	Other	Total	%
Stopping Vehicle	1,402	4,445	124	5	5,976	18%
Crash	344	2,164	477	0	2,985	9%
Alarm	356	2,180	338	0	2,874	8%
Property Check	332	1,739	1	30	2,102	6%
Detail	145	508	581	3	1,237	4%
Suspicious Condition	137	146	960	0	1,243	4%
Served Papers	139	575	204	1	919	3%
Larceny	95	495	395	3	988	3%
Assist Ambulance	101	615	145	0	861	3%
Hang Up 911 Call	183	598	222	1	1,004	3%
Other Call Types	2,480	7,835	3,363	97	13,775	41%
Total	5,714	21,300	6,810	140	33,964	100%

More than half of the NYSP events involve some sort of traffic response either stopping a vehicle or responding to a crash or other less frequent types such as road hazard, sick or intoxicated driver or DWI. NYSP's calls are divided 14% in the Village, 4% at Eastview Mall, 19% on Interstate 490 and the remaining 64% at other locations in the Town.

New York State Trooper Calls by Situation Found and by Location						
	Village	Town	Eastview	Other	Total	
Stopping Vehicle	856	6412	90	1	7359	49%
Alarm	183	1289	139	0	1611	11%
Crash	147	964	71	0	1182	8%
Hang Up 911 Call	49	276	10	0	335	2%
Suspicious Condition	70	208	17	3	298	2%
Open Line 911 Call	28	219	15	0	262	2%
Disabled Vehicle	11	202	4	0	217	1%
Larceny	31	145	22	1	199	1%
Family Trouble	48	141	3	0	192	1%
Assist Ambulance	30	146	4	0	180	1%
Other Call Types	585	2,375	171	5	3,136	21%
Total	2,038	12,377	546	10	14,971	

The two agencies handles slightly different types of calls with the NYSP reporting a substantially larger portion of their calls on traffic enforcement and responding to crashes (57%), while the OCSO performs some more typical community centered activities such as property checks.

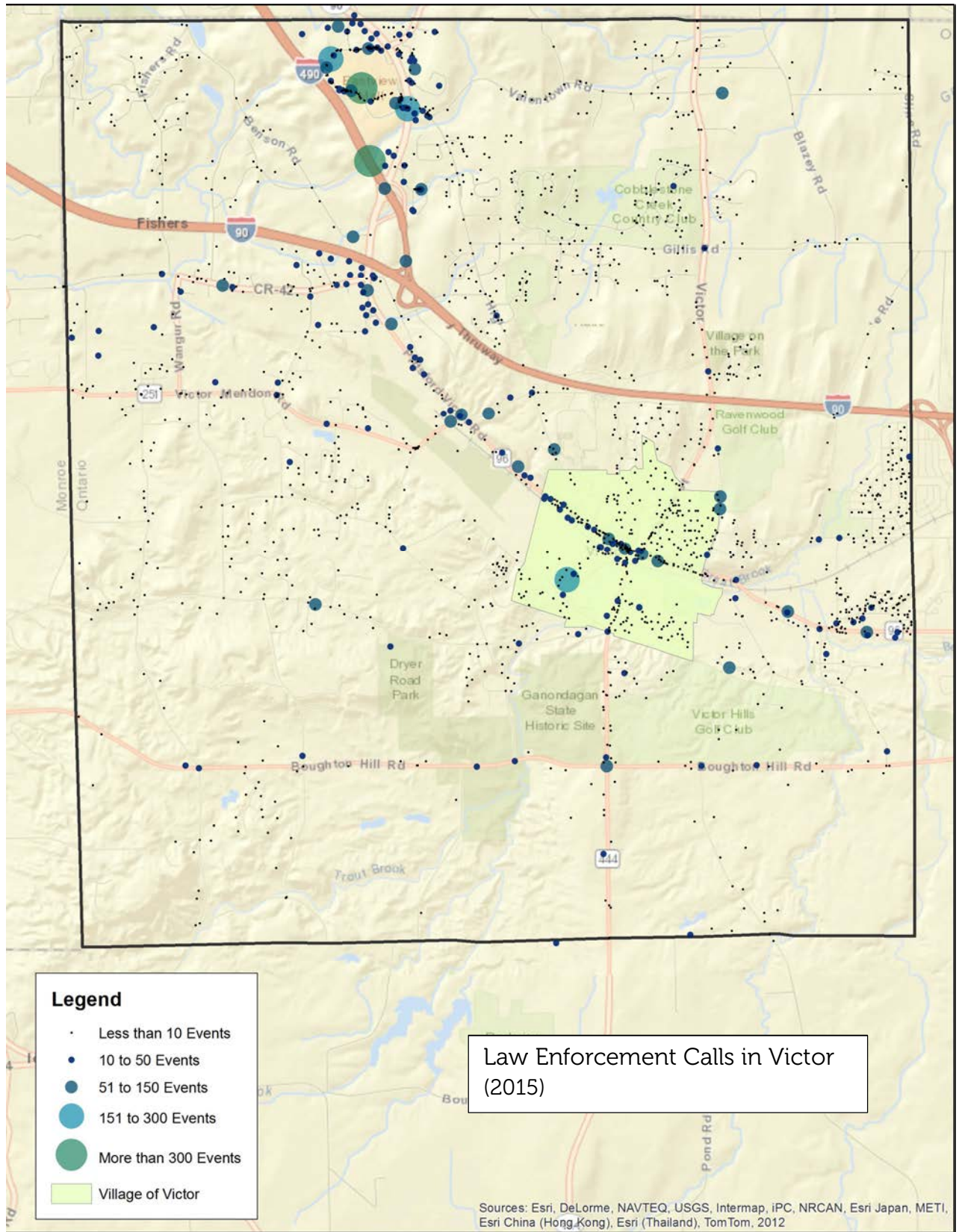
Response Times

Response times to general events are not often seen as a valuable measure for law enforcement performance because of the great variability in the priority of calls and the ability of responding personnel to adjust their response accordingly. However, consistently slow performance might be indicative of inadequate resources to handle the call volume. The response time table combines both agencies and only counts the first unit to arrive at a particular event. Overall, law enforcement officers respond to 58% of calls in less than 8 minutes. The response times are quickest during the overnight hours and at the compact campus of Eastview Mall.

Percent of Police Calls Under 480 Seconds by Time of Day and Location (excluding Traffic Stops, Details and other calls with zero recorded for response time)				
	Village	Town	Eastview Mall	Total
Midnight to 3:59 AM	56%	52%	69%	55%
4:00 AM to 7:59 AM	59%	54%	73%	57%
8:00 AM to 11:59 AM	63%	55%	74%	59%
Noon to 3:59 PM	59%	54%	78%	59%
4:00 PM to 7:59 PM	62%	58%	77%	61%
8:00 PM to 11:59 PM	60%	54%	74%	58%
Total	56%	52%	69%	55%

Location of Calls

The following map shows the distribution of the 11,537 calls that law enforcement recorded in 2015. The larger circles show when there are multiple events at a single location. Also, all events on I-490, I-90 and their exits are recorded at single point because more detailed location information was not consistently available. Also, on some local highways, intersections or street numbers were not always recorded so approximate locations were used for the events. It is clear that Eastview Mall and the area around it are a dense source of calls in the community. Other areas of high call volume are along Route 96, Route 44, County Route 42 and at the town court. No effort was made to separate OCSO and NYSP calls because of the scale of the map.



Key Findings

The public is generally satisfied with their public safety system,

Based on the results of the resident survey, the public is generally satisfied with their public safety services with 77% ranking them favorable or very favorable and 82% feel safe in their homes and believe they'd get a quick response. Most of those that provided a written response also had positive things to say.

But they see room for improvement

However, there was some feedback from the survey that suggested there should be a greater police presence (13% of respondents) and 47% of respondents felt that traffic needed more attention. A series of responses around coordination of services mentioned possible consolidation of fire departments, considering more paid staff or encouraging more volunteers.

Fire Tax Rate in FFD is going up and remaining level in rest of Victor

The fire tax rate in the Victor Fire Protection district and the Village¹⁵ have remained level relatively level for last ten years averaging 93 cents per assessed thousand.

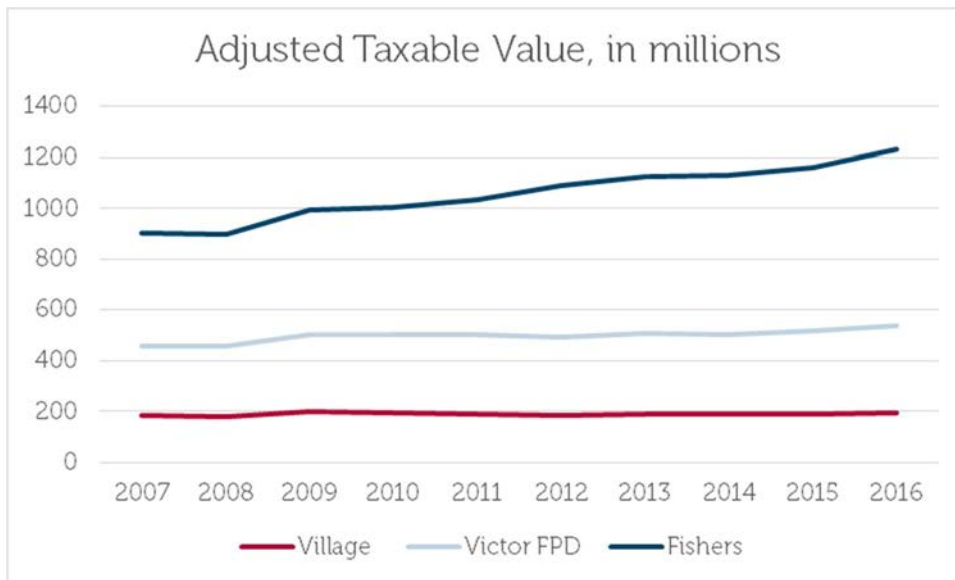
Fishers Fire District was level at an average of \$1.03 per thousand from 2007 through 2014, then jumped 28 percent to \$1.36 in 2015 and another 52 percent to \$2.07 in 2016. These two sizeable increases occurred to hire additional paid staff.



Taxable Assessed Value is Growing, Particularly in FFD.

¹⁵ The Village does not have a separate fire tax rate, but the Village share of the fire department is contributed at a rate equal to the Victor Fire Protection district therefore their burden for fire protection is equal to the Victor Fire Protection Districts tax rate.

The taxable value in Victor has been growing steadily over the last decade, even when controlled for inflation. The Village has grown 7 percent, the Victor Fire Protection District 18 percent and the Fishers Fire District 36 percent. This steady growth allowed the fire service tax rates to remain relatively flat until Fishers Fire District responded to the decline in volunteers by adding by additional paid staff.



Declining Volunteerism at FFD and VFVA has led to increase in paid staff.

Both Fishers Fire District and Victor Farmington Volunteer Ambulance have seen substantial declines in their volunteer staff and have had to respond by adding paid staff. VFVA has been able to pay for these staff by charging for services while FFD has had to increase the property taxes to meet this demand.

VFD has been able to maintain a constant level of volunteers.

VFD has maintained their level of volunteers through a variety of recruiting and retention efforts. These efforts have maintained a solid base of volunteers to respond to emergency calls. However, the department has noted that it has trouble gathering enough volunteers during daytime hours for serious incidents.

Fire Protection is well rated by ISO

Both fire districts in Victor are well rated by the Insurance Services Organization with both currently rated at 4 out of 10, with only 12 percent of departments in the U.S. rating better than 4.

Serious property crime in Victor is relatively high compared to Ontario County.

Victor accounts for about 13% of the population in the county, but 28% of the serious (Part I) crimes reported in the county. In particular, over the last three years more than 30% of the robberies and larcenies have occurred in Victor.

Victor has little violent crime.

In relation to violent crime, Victor averages 6% of the rapes and 9% of the assaults, both lower than its share of the population.

An EMS unit responds to high priority medical events in eight minutes or less 78% of the time. However, ambulances only meet this threshold 50% of the time.

A trained EMS provider arrives in less than eight minutes 78 % of the time, but ambulance response is noticeably slower especially in the Fishers area (31% of the time) and compared to the Victor Fire area (72 % of the time).

Older residents use the ambulance more frequently than the general population.

Residents between 65 and 84 are nearly twice as likely to be transported by ambulance and those 85 and older nearly 10 times more likely than those under 65.

Both fire departments are able to get a resource on the scene of calls in eight minutes or less 81% of the time.

This response measurement is usually based on a chief of the department and may not be indicative of the response of firefighting apparatus and personnel. The departments are only able to respond to scenes in less than five minutes 50 percent of the time.

The OCSO Communications Division only tracks fire department response detail for the first responding unit.

Without data for the additionally responding units, it is difficult to determine if the fire departments have an adequate response to suppress fires in a timely manner.

The location of fire stations is good for the majority of events in Victor.

The current fire station locations are within 1.5 road miles of 59% of the fire events and 2.5 road miles of 90% of the fire events in the town.

The fire departments and VFVA have adequate funding and an appropriate plan to maintain the necessary equipment to perform their tasks.

Both fire departments have identified needs to replace existing apparatus and have developed a plan to purchase the necessary apparatus in the next few years as well as they have developed a plan that appears to be sustainable for long term capital replacement needs. VFVA has followed a plan for many years that has enabled it to keep a well maintained fleet of ambulances.

Substantial law enforcement resources patrol Victor and provide a prompt response.

The OCSO and NYSP combine to handle about 30 events per day and respond to 75% of them in less than eight minutes. The two departments also place a heavy focus on traffic enforcement with nearly 30% of events being traffic stops.

Options for Future Public Safety Delivery

The following are presented as a range of possibilities that could be pursued. As part of the study process the options that are most appropriate for the community will be identified by the Project Steering Committee, based on their knowledge and input from the community. No value judgement is placed on the options to identify one option as better than another. In some cases, a high level analysis of costs and benefits is presented to help the community consider the potential scope. The goal of the options process is to help refine the options and identify the areas where a consensus can be reached for action. It is also appropriate to identify possibilities that are unlikely to have support today, but might be a change in a longer term environment.

Immediate Actions for Consideration

These immediate actions are objectives that should be addressed by the public safety community in Victor regardless of the other options that are pursued and may not need substantial changes to be made to have a positive impact on the community.

Improve Record Keeping for Fire Events

One of the challenges in conducting this study was the lack of information regarding fire department responses, particularly when apparatus arrive on the scene of a fire alarm. The OCSO dispatch center is responsible for tracking and recording the responses of fire resources in the county. Their current practice is only to record the times of the first unit to respond. The dispatchers follow a different practice for EMS and law enforcement events where they track the times for each unit that responds to the event. The Town of Victor, Victor Fire Department and Fishers Fire Department should advocate for the dispatch center to expand that practice to all fire responses as well. This practice is essential for firefighter safety and accountability. It will also enable the town and departments to develop a complete understanding of the fire department responses in the town. The current tracking system doesn't allow for a complete analysis of responses to evaluate whether a sufficient response is available in a timely manner.

Consider Joint Fire Service Capital Plan

The two fire departments already share plans for capital expenses on an informal basis and do collaborate in specifications when putting together a bid. However, the departments might be able to lower the overall costs to the community if they had a joint schedule for replacing apparatus.

Expand Training Opportunities for the Fire Service

Both fire departments conduct training for their members and employees on a regular basis and they do share announcements of substantial training. There is an opportunity to expand the coordination of the training activities. The career firefighters at Fishers are mandated to conduct more training more often than the volunteers in either department. The training could be advertised and made available to the volunteers. This would have the double benefit of expanding the number of trainings and giving more opportunities for the members of the two departments to work together. Some of this is already done on an informal basis, but a formal arrangement would benefit the community with little additional effort.

Develop a Volunteer Incentive Package

The volunteers at both fire departments and VFVA provide an extremely valuable service to the community for effectively no compensation. There are some existing programs that could be accessed by the volunteers and others that have been developed in other communities.

New York State Income Tax Credit

New York provides a \$200 income tax credit for active volunteer firefighters and ambulance workers that were active for the full tax year. This credit cannot be claimed if you received a real property tax exemption.

Real Property Tax Exemption

In New York, about twenty counties (excluding Ontario) provide for an exemption that reduces the taxable value by ten percent. This involves legislative action at the state level to expand the exemption. Additionally, villages are authorized to exempt firefighters from a portion of their property tax assessments. This benefit can only be extended to the primary residences of the volunteers.

Access the FASNY HELP Program for College Tuition Assistance

The Firemen's Association of the State of New York has developed the Higher Education Learning Plan to help recruit and retain members. This program provides scholarship support for active volunteer firefighters to attend community colleges for up to 80 credit hours. The firefighters need to remain active during their schooling and during a payback period.

Financial Incentives

It is possible to structure an incentive program that does compensate volunteers based on their activities in the department. This can be structured under a variety of methods. However, under IRS rules, volunteer firefighters are considered to be employees and any financial compensation is likely to be considered a wage. The state definition of active volunteer firefighter is not tied to a maximum monetary value in compensation. If the departments choose to pursue this option, appropriate legal advice is necessary to ensure it attains its goals.

Other financial options can include group life or disability insurance and reimbursements for expenses such as mileage for driving to the station for calls.

Community Support Programs

All members of the community, including businesses, benefit from the lower property taxes enabled by volunteer firefighters. In some communities, local businesses offer benefits to active volunteers such as discounts on purchases or free membership at fitness facilities. Developing a coordinated program of discounts could benefit both the volunteer firefighters and the community.

Emergency Medical Services Options

The options for EMS range from maintaining the status quo of allowing VFVA to operate with little influence and support from the town to a contract with specific performance goals for EMS to creating a town operated EMS service. Each option is explored briefly below.

Status Quo

Under the status quo, VFVA continues to provide EMS service to Victor with minimal financial support and the service is provided based on internally developed standards. Fishers Fire Department would continue to provide EMS first response on serious calls. Under this model, VFVA has indicated that they could come under financial stress in the near future because of impending capital concerns.

Victor Contracts for Service with Performance Measures

It is a common occurrence for towns to contract with their local ambulance provider for performance of a specific service in order to ensure that their residents receive an appropriate response. Often, the agreements focus on the agency being obligated to respond to calls in a certain time window. For example, Victor could specify "VFVA will respond to all serious EMS calls in 10 minutes or less, 90 percent of the time as reported on a quarterly basis." A contract of this type gives the community some assurance that they will get appropriate care while giving the ambulance the flexibility to manage their resources as they see fit to meet the goal. Victor could also specify that VFVA would station an ambulance in the western portion of the town during certain hours to improve the response time gaps that were identified previously in the study.

Creation of a Special Ambulance District

As part of this negotiation, VFVA could request that Victor provide financial support to help them add the additional staff necessary to meet the agreed upon targets. One method of funding the additional support to VFVA would be the creation of Special Ambulance District by the town. There are several towns in Monroe County that have a special ambulance district to support the activities of the independent non-profit ambulance that operates in their town. It should be noted that these funds are often tied to specific purposes such as defraying the costs of ambulance transports for town residents or to compensate the ambulance for non-transport responses.

Special Ambulance Districts in Monroe County 2016 Tax Rates per 1000 TAV	
Brighton	\$ 0.12
Gates	\$ 0.40
Henrietta	\$ 0.21
Penfield Volunteer Ambulance	\$ 0.02
Perinton Ambulance	\$ 0.05
Pittsford Ambulance	\$ 0.03

If Victor created a Special Ambulance District, they would be able to provide consequential funding at a minimal ad valorem rate. The table below shows the anticipated yield and annual dollar costs for the different levels of tax.

Projected Impact of Ambulance District Tax		
Projected Tax Rate	Revenue	Annual cost for Median home of \$250,000
\$0.05	\$ 98,014	\$ 13
\$0.10	\$ 196,027	\$ 25
\$0.25	\$ 490,068	\$ 63
\$0.50	\$ 980,137	\$ 125

A ten cent per 1000 tax has the potential to increase the revenue for VFVA by 17 percent and enable them to improve their staffing to then improve their service to the community at the estimated cost of \$2 per month for a median value home.

Create a Town Ambulance Service

The town could create its own ambulance service to provide EMS transport to the community. Based on the existing call volume in the community, the town would need a minimum of one and a half full time ambulances. This would likely be scheduled as one ambulance 24/7 and a second ambulance for 12 hours a day during peak demand periods from 8:00 am to 8:00 pm. The recurring annual costs for this service are estimated at \$650,000 to \$750,000 for payroll and benefits plus an additional \$150,000 for operations. This model presumes that the town could operate out of existing facilities owned by the town, village or fire departments. There would be an estimated \$650,000 for startup costs to purchase the necessary capital and operational equipment and supplies. In the current operational environment, the town's ambulance service would likely not be able to cover all its costs through patient billing. There is probably little improvement in the level of service, but the

town would have additional control over the type and level of service. There is also the potential that this model might generate more revenue than it costs. A more precise operational and fiscal model could be developed if the town chose to consider this option.

Fire Service Options

The fire service has the widest variety of options that could be considered, although the biggest decision that needs to be considered is whether the two fire departments should merge and, if yes, what should the timeline of the merger be. One of the questions that this report has not been able to answer is whether the departments are providing fire service to the levels outlined in national standards such NFAP 1710 or 1720. The options outlined below follow a range from maintaining the status quo to creating a single fire department under a joint fire district. Additionally, the fire departments could seek to expand beyond town boundaries.

It is important to recognize that the two departments already have multiple existing collaborations. The departments have a written plan that provides automatic dispatch of units from both departments under certain call types and time of day. This is an expansion of the traditional mutual aid program in that it doesn't wait for a unit to arrive on scene to request the additional help, it is sent automatically. The two departments are working to harmonize their standard operating guidelines. They coordinated the design of their new ladder trucks to enhance the interoperability between the two departments. They will be jointly purchasing a forcible entry simulator and will also be buying the same new type of nozzle when they are ordered in 2017. Their SCBAs are from the same manufacturer and have some operational compatibility.

Status Quo

Under the status quo, both departments and all three taxing entities would remain in existence. Mutual aid and automatic aid agreements benefit each community, although the resources provided are not equal. FFD provides a consistent and quick initial response of firefighters, although their numbers are limited. VFD provides a response in a slower timeframe and the number of resources varies based on volunteer availability, but is typically less robust during the work day.

There is no sharing of costs over district lines and the coordination of capital expenses and staffing is done on an informal basis.

Town Expands Role in Fire Service Provision

In New York, towns are not allowed to directly provide fire protection. However, towns do have the ability to provide support and coordination for the fire departments that operate in their town.

Provide Administrative Support to the Departments

Both departments have indicated the need to have administrative support to assist their leadership in completing non-firefighting tasks such as financial reporting, purchasing and record keeping. VFD has indicated that they will be seeking to add a part time position to help with these tasks in the 2017-18 village budget. The town could enable the sharing of the position between the two departments through an Intermunicipal agreement. The two departments could also make arrangements to share this resource through a direct agreement. Using a single person at both departments could benefit each through efficiencies developed in areas of administrative overlap.

Active Coordination of Public Safety Efforts

Through a town position (such as a public safety coordinator) the town can provide administrative support and operational guidance to the departments operating in the town. This position could also be involved in the oversight of VFVA and law enforcement. This position would either be a new position or a shift in responsibilities of an existing position such as the fire marshal. The fire marshal already provides some coordination of activities especially around building inspections and following up on significant incidents.

Adjust Contract for Victor Fire Protection District

The town currently contracts with the village for primary service in all of the fire protection district. However, some areas particularly north of the village along Victor-Egypt Road are closer to the FFD Station #2 and would have a quicker response from that fire station than from the village, particularly when you take into account that FFD has staff at their station. The town could either split the fire protection district and contract with FFD for a segment or it could contract with both departments.

Town and Village contract with FFD for Services

FFD has a paid firefighting force that is utilized for a variety of ancillary tasks in addition to responding to emergency requests. While the FFD staff is productive during their duty shifts, it is possible they might have capacity to perform some support tasks for the VFD. These tasks could include conducting in service training, and servicing and inspecting firefighting equipment. They could also perform

community outreach on behalf of the VFD at events where they are not available. These services would be performed under an agreement between the fire district and the village.

Creation of a Joint Fire District for Victor Fire Department

Currently, the Victor Fire Department is a village department that reports to the village board of trustees. It would be possible for the town and village to work together to create a joint fire district that would have the specific function of providing fire protection inside the borders of the district. The joint fire district would be created under Town Law Article 11-A. Unlike a traditional fire district, the fire commissioners of a joint fire district could be appointed by the town and village boards or they could be elected by the residents of the district.

The creation of a district would remove the fire department from the village's budget, which might have a benefit for the village as it addresses the ongoing concerns of the state's property tax ceiling. This option would also give town residents (either directly or through town government) direct enfranchisement for the operation of the department. This action would need the consent of both elected boards and could be forced to a permissive referendum. It would not change the operational structure of the VFD.

Creation of a Townwide Joint Fire District for Victor

It is reasonable for a growing, suburban town with a population of 14,500 in 35 square miles to have a single fire operation. The current system has evolved into place over the last half century, but there are signs that a change might be needed to provide the type of service now expected. A single joint fire district could be created to bring the two departments under a single governing body. The fire commission could either be appointed by the town and village boards or it could be elected directly by the residents. There are several different ways to provide fire protection in the district after it is formed. The two departments could merge into one, or they could continue to operate as two separate companies.

One of the substantial changes in the creation of the townwide joint fire district is that the fire tax would be equalized across the whole town. There is currently a substantial difference in property tax between the two service areas because of the different staffing models.

While the creation of a joint fire district involves many decisions regarding staffing, services provided and capital equipment, it is important to provide a model of the potential costs of a townwide joint fire district. A simple model is to take the property taxes raised in one year and determine what the tax rate would have been if it was

applied across the taxable value of the whole town. The table below uses 2016 as a demonstration that shows what the tax rates are today and potential tax rates across the whole town.

Model for Property Tax Levy for Joint Fire District in Whole Town			
	Taxable Value (millions)	Current Levy	Tax Rate (based on 2016)
Victor Fire Dept.		\$ 660,775	
Village of Victor	\$ 196		\$ 0.90
Victor Fire Protection District	\$ 535		\$ 0.90
Fishers	\$ 1,229	\$ 2,553,861	\$ 2.08
Model for Joint Fire District	\$ 1,960	\$ 3,214,636	\$ 1.64

The projected impact is an 81 percent increase for the residents of the VFD service area and a 21 percent decrease for the residents of FFD. While the percentage changes are dramatic, the actual dollar changes are less impactful. A home worth \$250,000 in the VFD service area would see an increase of \$184 for one year or about 50 cents per day.

Projected Impact of Joint Fire District on Fire Taxes			
Property Value	Projected Bill	Change in Victor	Change in Fishers
\$150,000	\$246	\$110	-\$66
\$250,000	\$410	\$184	-\$109
\$350,000	\$574	\$258	-\$153
\$450,000	\$738	\$331	-\$197
\$1,000,000	\$1,640	\$736	-\$438

To provide context for the current and potential property tax for fire service, CGR gathered tax rates for 15 nearby fire districts or fire protection districts in Ontario County or eastern Monroe County. The districts include several that are fully volunteer, several that have paid staff of administrators or other non-firefighting personnel and four that have a full time firefighting presence ranging from one to six firefighters.

Reference Fire District Tax Rates	
Fire District	Tax Rate (2016)
Pittsford *	\$ 0.64
Mendon Fire Protection Dist. *	\$ 0.69
Egypt Fire Protection	\$ 0.69
Farmington	\$ 0.70
North Bloomfield	\$ 0.72
Bushnell's Basin	\$ 0.82
West Bloomfield	\$ 0.86
Victor (Village and Fire Protection)	\$ 0.90
Mendon Fire District *	\$ 1.09
Northeast Joint Fire District *	\$ 1.13
East Bloomfield	\$ 1.16
West Brighton Fire Protection **	\$ 1.43
Joint Fire District (Hypothetical)	\$ 1.64
Fishers Fire District ***	\$ 2.08
Brighton Fire District ***	\$ 2.23
Laurelton Fire District ***	\$ 2.60
St. Paul Fire District ***	\$ 2.76
Ridge Culver Fire District ***	\$ 4.45
Fully volunteer unless noted by asterisks	
* Station staff or administrative staff	
** Contract for paid service from neighboring department	
***One or more paid firefighters available to respond	

Each department operates in a different manner and the rate is influenced by the taxable value of the community, however a joint fire district is projected to have the lowest cost for a fire department with a full time firefighting force in the region. While the change to a joint fire district for the town would represent a substantial shift in governance and have a negative impact on some taxpayers, the potential upside of managing fire response across the whole town and distributing existing resources as needed could outweigh the negatives.

Undertake a Regional Approach to Fire Protection

The model of a joint fire district (either in just the VFD area or in the whole town) could be spread across town borders into neighboring areas that are also currently struggling with providing fire protection or might in the near future. Potential partners in a regional approach include each of the neighboring districts: Bushnell's Basin, East Bloomfield, Egypt, Farmington and Ionia. The regional approach could include the

sharing of resources, expanding mutual aid, contracting for services and possibly merging of districts.

Victor Fire Department Addresses Reduced Volunteer Availability

The Victor Fire Department has acknowledged that they, on occasion, struggle to get volunteers to respond to calls during daytime, workday hours. They believe there are currently enough volunteers and hope that expanded incentives may increase this pool. However, there might be the need to arrange for firefighting staff to supplement the volunteers. Two probable options include the village hiring firefighters and the other is contracting with FFD for staff during daytime hours. If there is initial interest in either option, a cost model could be developed. Any addition of paid staff to a department that relies on volunteers requires open communication and thoughtful planning to maintain (or increase) the role of the volunteers in the organization.

Village Hires Firefighting Staff

The village could directly hire their own firefighting staff to augment the volunteers during hours of reduced availability, generally during weekday daytime hours. As an initial step, the village could use part time firefighters that meet the necessary training and certification standards. The use of part time employees prevents the expense associated with health benefits but there would still likely be a retirement contribution, depending on the plan the firefighter is enrolled in at any full time position. The staffing model would likely need a minimum of two firefighters with EMT certification. This would match the level of training and certification in Fishers. The on duty staffing would be an improvement for the residents of the VFD service area as they would be available to respond immediately.

Village Contracts with FFD for Paid Staff During Certain Hours

Rather than hire their own employees, the village could contract with FFD to provide staff during certain hours. This arrangement would require a carefully designed Intermunicipal agreement to address the work environment, chain of command, compensation, and insurance issues. However, it may be less costly to obtain staffing through a contract than through hiring staff independently. The staff would probably be drawn from Fisher's existing personnel, but they would be reassigned to VFD's station on a rotating basis.

Law Enforcement Options

Victor has a range of options to influence how law enforcement is delivered in the town through written agreements or the potential of creating their own police department. Victor currently allows the OCSO and NYSP to operate in the town with little oversight or interaction. The range of options presented includes continuing the status quo, contracting for specific types of services or potentially creating their own police department. A summary of the options are presented here to inform the recommendations of the steering committee.

Status Quo

Victor remains part of the county wide law enforcement system with the closest car assigned to priority events and officers assigned to patrol posts throughout the county. Wilmore would continue to contract for supplemental services at Eastview Mall. There is no specific cost for law enforcement services in the Victor Town Budget. The law enforcement services are directed by the Ontario County Sheriff and the New York State Police with little direct input from the town administration.

Metrics for Performance

The two law enforcement agencies in the town do not routinely provide information about their activities in the town. The town could request information on a regular basis (monthly, quarterly or annually) from the agencies. Common categories that are already tracked by the agencies include:

- Index Crimes
- Calls for Service Volume
- DWI arrests
- Traffic Citations issued
- Drug activity

Based on this information, the town could collaborate with the agencies to address situations that might help improve public safety such as zoning and traffic control measures.

Contract for Additional Services

OCSO is willing to contract with municipalities to provide additional services to them. The town could choose to contract with the OCSO for additional traffic enforcement activities. This would address one of the concerns identified during the community

survey. The agreement could request certain performance data including the number of hours on patrol, the areas patrolled, the number of stoppers performed and the citations that were issued as part of the dedicated patrol.

Another option for additional service would be for a dedicated patrol in areas of the town or village that were identified as possibly needing additional law enforcement presence. These patrols would be beyond the baseline that the OCSO currently conducts.

The OCSO currently has a contract for additional traffic enforcement with a town. Victor is actively pursuing this option and may institute it for the 2017 year. In the past, there was a dedicated Victor patrol that was performed under contract between the town and the OCSO.

Consider Enhanced Traffic Safety Measures

Both radar speed signs and red light cameras have been shown to improve traffic and pedestrian safety when deployed in appropriate areas. A traffic study performed with the recent comprehensive plan indicated that there are areas in the town that are at higher risk for collision and pedestrian accidents. Technology deployed in these areas might improve community safety. There are grants available to purchase and install these devices or the town could fund the technology directly.

Create a Town Police Department

The town could choose to create its own police department. The specific services provided by a town police department could be an enhancement over those provided by the OCSO and NYSP. One benefit would be that the resources would be dedicated to the town and would not be drawn to other communities. The increased familiarity with the community might serve to deter crime and could enhance the officer's familiarity with the community. However, the department would be relatively small and would need to rely on outside assistance to manage large or complex events.

Using common metrics to estimate needed law enforcement staff, CGR estimates that with the current volume of calls for service, excluding the mall, the town would need to have 13 officers to patrol and a supervisory staff of 5 for a total of 18 sworn officers. The estimated cost of operating the department would be between \$1.8 and \$2.2 million annually for payroll and benefits. If the department also included the mall, there would need to be 3 more officers and the range would increase to \$2.1 to \$2.6 million. In addition to these costs, there would be startup costs including 5 to 7 vehicles, space renovation, weapons, uniforms, radios, computer systems and the increased liability costs for the town. A full cost model would be developed if this model is identified as a viable option for the community. The tables below show first

the potential tax impact of this new service and then the costs of comparably sized police departments.

Comparable Police Department Sizes and Budgets to Hypothetical Victor Police Department					
	Officers	Population	Police Budget * (in millions)	Cost per officer (thousands)	Officers per 1000 residents
Town of Victor PD (Hypothetical)	18	14387	\$1.8	\$100	1.3
City of Canandaigua	26	10532	\$2.3	\$88	2.5
City of Geneva	35	13202	\$3.2	\$91	2.7
Town of Ogden	13	20059	\$1.4	\$108	0.6
Village of Brockport	13	8398	\$1.4	\$108	1.5
Village of Newark	18	9019	\$1.8	\$100	2.0
Town of Macedon	11	9085	\$0.7	\$65	1.2
Village of Baldwinsville	16	7655	\$1.1	\$69	2.1
Town of Geddes	19	17003	\$1.3	\$68	1.1
* excludes benefits and retirement costs for existing departments and includes their operational costs. Victor's costs are just payroll, benefits and retirement.					
Sources - US Census, NYDCJS Data, NY OSC Data					

Beyond the Options

For each option presented here there are a variety of variations that could be chosen by the community and there are a myriad of costs and benefits to be considered when identifying an option. While an outside organization can suggest an option that the community could consider for implementation, the selection of an option requires knowledge of the people and organizations that would implement it as well as nuances about the community that are not easily discernable. To support the goal of a community driven solution, CGR presents options to a steering committee and the community to get their input and then works with the steering committee to identify an option or two that would most likely be able to have a positive impact on the community. The steering committee needs to consider the costs (short and long term), benefits and drawbacks when choosing an option. The committee also should consider the potential timeframe for implementation, the obstacles that might present themselves and the resources that might be needed to achieve implementation.

Identifying a Path Forward

The options that are outlined in this report were presented to the Town of Victor at a public meeting on October 12, 2016.¹⁶ The Victor Public Safety Review committee met on December 1, 2016 to consider the options related to each of the public safety disciplines. During a workshop, the merits of each of the options in the report and the immediate actions for consideration were discussed. Although a formal vote was not conducted, a clear consensus developed around several options as well as immediate actions for consideration. In addition to the communal expertise on the committee, perspectives from the public meetings and other interest groups were considered when developing the recommended options.

The recommended options for immediate action and each of the disciplines are:

Improve Recordkeeping for Fire Service Events

- A task force was developed including representatives from each department to meet with the Ontario County Sheriff's Office 911 Center to discuss alternatives that could be explored to improve the recordkeeping for fire events. The task force had its first meeting with the 911 Center on January 9, 2017. This action will be pursued without specific support of the project consultant.

Contract with the Ontario County Sheriff's Office for Traffic Patrols

¹⁶ Slides from the presentation are attached to this report as an appendix.

-
- The Town of Victor chose to contract with the OCSO for 15 hour per week of extra traffic enforcement beginning in 2017. The contract will include reporting of the specific times spent on traffic enforcement and the activities that were performed such as number of stops and tickets issued.

Support Additional Funding for VFVA

- The committee endorsed the need for the town to provide additional funding to the Victor Farmington Volunteer Ambulance and that the additional funding should be raised through a special ambulance district established by each town. The discussion focused on the upcoming capital needs for VFVA and the current uncertainty in the EMS transport reimbursement arena. The agreement for additional funding is an arrangement directly between the town and VFVA. There was consideration that both Farmington and Victor should participate in the discussion with VFVA. This recommendation will be pursued outside of the committee activities and without the direct involvement of CGR.

Undertake a Regional Approach to the Fire Service

- The discussion around the future of the fire service was the clear focus of the committee and the consensus was a recommendation to move toward a regional fire service for the whole town of Victor and possibly the town of Farmington should be considered. The consensus developed around a goal to ensure that the fire service in the community could meet NFPA Standard 1720 to be able to assemble a staff of 10 interior qualified firefighters on scene in ten minutes 80 percent of the time. It was felt that this goal is not always met with today's operations and would be reasonable and objective target for the community to strive to attain.
- CGR was asked to develop a model that would consider the different pathways that the fire service could take to become a regional fire service provider. Key characteristics to consider would be the retention of the identity of each department involved, potential intermediate steps and projected tax impacts. To help inform the models, CGR was also asked to gather information about the Farmington Volunteer Fireman's Association and the town of Farmington.

Developing a Regional Approach to the Fire Service

The development of a regional approach to the fire service is a long term solution to the existing concerns of the fire service and for the conditions that are anticipated to develop over the next decade. The intent is to move from the current system of separate fire departments that are addressing their challenges alone to a unified organization that can more effectively address the concerns from a central perspective. The conditions that they are seeking to address are:

- Declining volunteer support at Fishers and an aging volunteer force for Victor FD;
- Inability to deploy an adequate fire fighting force in a timely manner during the day in Victor;
- Uneven allocation of automatic aid resources particularly during daytime hours;
- Potential for Victor FD to add some paid firefighting staff in 2018;
- Dedicated fire service leadership at the governance level; and
- Development of a fire service that will be operationally and fiscally viable for the next generation.

The overarching operational goal set by the committee was to identify pathways toward a regional fire service that would address the need to respond to meet the standards of NFPA 1720 in an environment of increasing demand from population and development, decreasing availability of volunteers, additional training requirements, aging volunteers, substantial capital needs and competition for tax revenue. The final model that was suggested includes all of the town of Victor and the area of Farmington that is served by the Farmington Volunteer Firemen's Association (FVFA)¹⁷. The latter is defined essentially the town west of Payne Road in the southern two thirds of the town (south of Rushmore Road) and west of County Road 28 in the remainder of the town. A profile of the FVFA is included in an appendix to the report.

Options for Change

There are multiple sequences of events that can lead to the goal of a single fire service organization for Victor and the western portion of Farmington. Regardless of the path taken, there will need to be action and discussion involving members and leaders of

¹⁷ Map of service area included in appendix

the fire organizations, elected officials in each of the municipalities and the residents of the communities.

The sequences that are identified in this report are:

- Realignment of Governance: Creation of Victor Joint Fire District
- Consolidated Victor Fire Service: Creation of Joint Fire District for Fishers Fire District, Village of Victor, and Victor Fire Protection District
- Comprehensive Restructuring: Creation of Joint Fire District for Fishers Fire District, Village of Victor, Victor Fire Protection District and the Farmington Volunteer Fireman's Association (serving a portion of the town of Farmington)

They are presented in order from narrowest impact to broadest impact.

Realignment of Governance

The realignment of governance for the area served by the Victor Fire Department is the least substantial of the options considered. Under this option, the town and village work together to create a joint fire district that would serve the area currently served by the village fire department. When the relationship between the town and village was developed more than a century ago, the village had the larger portion of the population and the taxable assessed value. However, today 76 percent of the TAV and a majority of the residents live outside the village. (The actual number of residents in the Victor Fire Protection District is not known, but a good estimate based on the number of occupied housing units is about 7,000.)

The town has established a fire protection district and chooses to contract with the village for service. The village sets the budget for the fire department and then asks the town to pay a portion of the budget based on the taxable assessed value. The fire station, all the apparatus, firefighting and rescue equipment are owned by the village. Some minor items are owned by the Victor Fire Department, Inc. The town pays for three quarters of all the assets but does not own any of them. The calls are proportionately divided between the village and the town outside when compared to population.

The creation of a joint fire district would not change the current distribution of taxes or have a substantial impact on the operation of the fire department. The largest impact would be on the governance of the fire operations. Currently, the board of trustees of the village of Victor establish the budget and oversee administrative matters for the Victor Fire Department. With a JFD, a new political subdivision of the town would be created and a board of fire commissioners would be established to oversee the operation of the department.

As outlined previously, there are different methods to select the permanent commissioners and the method would be established under the joint resolution by the village and town. The borders would be established by resolution. All actions related to the creation of the JFD would be subject to permissive referendum. A JFD would remove the expense for the fire department from both the village and town budgets. The JFD would be responsible for managing its own affairs under state law including financial reporting and conducting elections, if its commissioners were elected. There is well established precedent that villages can transfer assets to fire districts that will be serving the geographic area that contains the village.

Key Points

In this option, there is essentially no change in fire department operations. However, there is a substantial change in governance in the department with the creation of a commission that would remove the responsibility from the village board and place it in the hands of the commission. The commission could be either elected by the residents of the JFD or appointed by the two boards as established during the formation of the district. It would be possible for the newly established JFD to merge with Fishers Fire District and/or with the consent of the Farmington Town Board, expand into that town to cover the area handled by the FVFA. There would be no immediate fiscal impact on the residents under this option.

Consolidated Victor Fire Service

The creation of a Joint Fire District for Fishers Fire District, Village of Victor, and Victor Fire Protection District would also lead to substantial change for the fire service, but does not include the Farmington Volunteer Fireman's Association or the Town of Farmington. The operational and administrative changes that would need to occur are similar to those discussed previously in the comprehensive restructuring. However, with one less department and municipality, it might be easier to accomplish.

Operational Changes

The two departments work together daily on the provision of fire service. As noted previously in the report, they provide automatic aid on all serious events. Anecdotally, Fishers provides a prompt response with its on duty crew throughout the town while Victor responds with volunteer staff a few minutes later. Victor has trouble providing a volunteer response during daytime hours, but their response is more robust in the evening, overnight and on weekends.

Given this situation, all residents in Victor, even those outside the Fishers Fire District, are benefiting from the prompt response of the paid firefighting staff in Fishers, but only taxpayers in Fishers are paying for that service. They do receive mutual aid from

Victor FD, but from an operational perspective a prompt consistent, albeit relatively small, response is more valuable than a response that varies in timeliness and number of personnel.

With a JFD for the whole town, this inequity in cost sharing for the resource of paid firefighters would be eliminated. It is also likely that the JFD would redeploy its resources so they would provide a timely response to all areas of the district with a shift to some personnel, especially during the day, being deployed out of the Victor Fire Station.

The two volunteer companies could retain their separate identity and administrative structure, but a single operational structure would be developed. The companies would be asked to select their officers and would manage their own finances for the benefit of the volunteers including the Foreign Fire Insurance 2 Percent fund. The membership and officers would be part of a single chain of command for the entire fire district. A firefighter in any company would be able to work at any fire station and on any apparatus (subject to district guidelines and training).

Department Leadership

There would be a single district chief. Given the increasing burden of administrative tasks, especially with about 55 volunteers and 16 paid staff, it might be appropriate to make the single district chief a paid position. The paid chief would have overall operational responsibility and would be responsible to the district commission for making the management decisions necessary for the operations of the department. The position of fire chief would be subject to the rules of civil service in Ontario County. The alternative to a paid chief would be to establish a rotation between the two companies where the chief of the department would come from a different department each year or other appropriate time period.

Station Locations

The two companies operate out of three different stations that would be able to provide a rapid response to the entire service area. Fishers is considering a new station one at a different location closer to the center of their call demand in the district. With a JFD, a new station could be built in the eastern portion of the town outside the village. This is a challenge with a village fire department because any station outside the village would be subject to school district taxes.

Equipment

Under a JFD, the single department could retain their existing ISO rating and operational functionality with a slightly smaller inventory of equipment. For example,

the department would likely need only a single heavy rescue truck in a central location with other rescue equipment spread around the district on appropriate apparatus. Also, the inventory of reserve engines could also probably be reduced by one and still be able to exceed the required water flow rates to meet industry standards. Each fully equipped rescue truck costs about \$1 million and each fully equipped engine is about \$700,000 in capital purchases that will not be needed in the future

Staffing

The goal of 10 to 12 interior firefighters on scene within 10 minutes may be more likely reached with the two companies operating in a single department and dispatched to serious events at the same time especially during the daytime hours.

If the current staff of four on duty paid firefighters existed in the new JFD, they would probably be redeployed so they operated out of two stations during daytime hours to provide a quicker response to more of the district. Fishers Fire District has a plan of reaching six firefighters on duty at a time by the end of 2018. With six firefighters spread across the district, the department could staff an engine and a quint with three firefighters each at strategic locations that allow for prompt response and consider the availability of volunteers. Also, with the on duty staff, the department could choose to begin responding to serious EMS calls across the district to bolster the likelihood of a rapid response and to assist the VFVA.

Victor FD is adding a part time paid administrative support person in 2017 to help reduce the burden of operational and fiscal reporting. This position would also transfer to the larger organization.

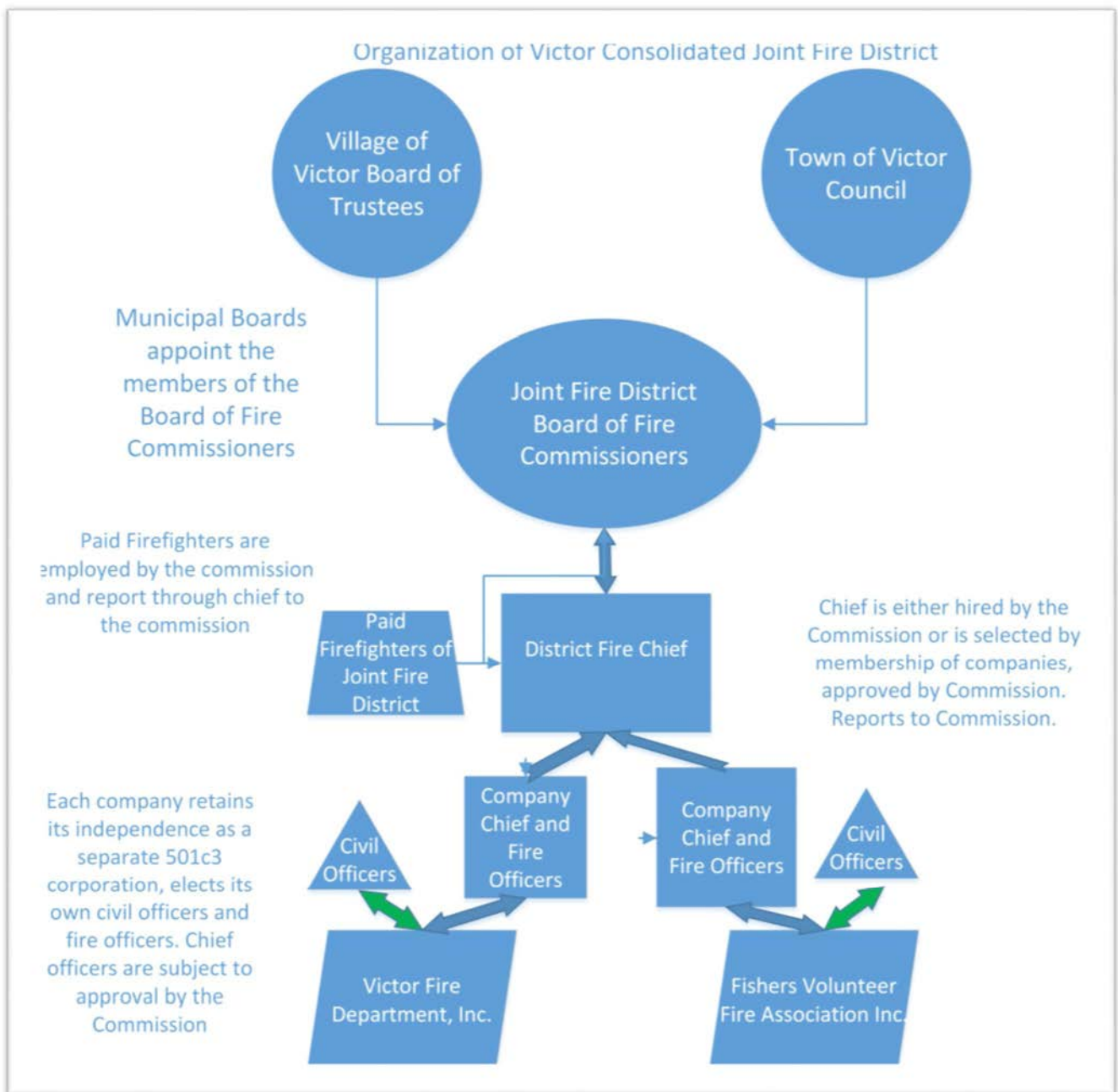
Another key component is the continued success of the volunteers in Victor. The department has a healthy roster of volunteers that they are working to grow and retain, but there is a noticeable absence of younger members who seem likely to establish roots, such as careers or homes, in the community in the department. While there is some hope the trend of recently declining volunteers may reverse, the new JFD will have to consider what the future contributions of the volunteers will be to the organization.

Administrative Changes

With the creation of joint fire district, there are a number of administrative changes that would need to occur. The method for forming a JFD is spelled out in detail in Town Law Section 185 and portions of Section 189. The town, village and fire district would all need to adopt resolutions endorsing the creation of a joint fire district at a joint meeting of the boards. There must be a public hearing on the formation and the

actions are subject to a permissive referendum in any of the municipalities. (Some municipalities following this path choose to hold a referendum rather than waiting for a possible petition requesting one.)

The municipalities forming the JFD would need to decide the number of commissioners (between 3 and 7) and the manner in which they will be selected (appointment from the town and village boards or direct election). The initial slate would be appointed by the town and village boards. If the town and village boards choose to appoint the members of the commission on an ongoing basis, they would apportion the membership of the commission such that village residents can have no more than a one seat majority. If the commissioners are elected by the residents of the JFD, there is no residency requirement for the political subdivisions, just that they reside in the district.



An example of a potential board of commissioners would be for there to be 7 commissioners, 5 appointed by the town board and 2 appointed by the village. This would apportion the representation based on the distribution of population (80% in Victor Town, and 20% in Victor Village). If the portion of taxable assessed value were used to apportion the seats, then the mix would be the same as the town has 90% of the TAV and the village only 10%. A third method would be to have an election for the seats from the whole district, with no guarantee of representation from any one area.

However, the only restriction found in the town law related to Joint Fire Districts is that the village can have no more than a one seat majority. It would be possible for the town and village to have equal seats, or a closer division of the votes.

Fiscal Considerations

As shown earlier in the report, while the creation of a joint fire district involves many decisions regarding staffing, services provided and capital equipment, it is important to provide a model of the potential costs of a townwide joint fire district. A simple model is to take the property taxes raised in one year and determine what the tax rate would have been if it was applied across the taxable value of the whole town. The table below uses 2016 as a demonstration that shows what the tax rates are today and potential tax rates across the whole town.

Model for Property Tax Levy for Joint Fire District in Whole Town			
	Taxable Value (millions)	Current Levy	Tax Rate (based on 2016)
Victor Fire Dept.		\$ 660,775	
Village of Victor	\$ 196		\$ 0.90
Victor Fire Protection District	\$ 535		\$ 0.90
Fishers	\$ 1,229	\$ 2,553,861	\$ 2.08
Model for Joint Fire District	\$ 1,960	\$ 3,214,636	\$ 1.64

The projected impact is an 81 percent increase for the residents of the VFD service area and a 21 percent decrease for the residents of FFD. While the percentage changes are dramatic, the actual dollar changes are less impactful. A home worth \$250,000 in the VFD service area would see an increase of \$184 for one year or about 50 cents per day. In the Fishers area, there would be a reduction of \$109 for one year or about 30 cents per day.

Projected Impact of Joint Fire District on Fire Taxes			
Property Value	Projected Bill	Change in Victor	Change in Fishers
\$150,000	\$246	\$110	-\$66
\$250,000	\$410	\$184	-\$109
\$350,000	\$574	\$258	-\$153
\$450,000	\$738	\$331	-\$197
\$1,000,000	\$1,640	\$736	-\$438

This rough estimate of costs does not expressly consider the debt service by the village for the fire station. The bond on the fire station will be retired in 2022. Until that time, this model assumes that the new JFD would rent the station from the village at a cost that would include the debt service for the building. During that time, the village would also retain the revenue from the rent from the cell tower. A long term arrangement for the cell tower revenue and ownership of the fire station would be negotiated prior to the retirement of the bond.

Key Points

The creation of a single JFD across Victor would prepare the fire service in the whole town to better address its needs for the next generation. The community would be served by a single department that draws its volunteers from the existing companies and deploys its resources, including paid firefighters, under a single operational plan. The new JFD would have lower capital costs in the long term as it would be able to reduce some portions of its fleet, yet still meet operational guidelines and insurance recommendations. The JFD leadership would likely represent each community and have an interest in the fire service that should lead to successful long term management of the fire service. There would also be a more equitable distribution of costs across the town that matches the existing distribution of resources.

Comprehensive Restructuring

The creation of a Joint Fire District (JFD) for Fishers Fire District, Village of Victor, Victor Fire Protection District and the Farmington Volunteer Fireman's Association (serving a portion of the town of Farmington) is the most comprehensive restructuring considered in this report. By moving to create a single JFD, the existing fire district, village, and towns will be preparing the fire service to address the future demands for fire protection in the community. The modifications will be considered under two different categories – operational and administrative. The models provided here should be considered as a starting point for discussion among the organizations that will be involved in creating this new entity.

Operational Changes

The three fire departments involved already work together on a regular basis through mutual aid and automatic assistance. There is a strong desire for each department to maintain its individual identity after the creation of a JFD. The model of separate fire companies with unique identities operating in a single JFD is seen in both the Henrietta Fire District and the Hamlin-Morton-Walker Fire District in Monroe County.

The former includes a paid fire company that operates separately from the volunteer companies while the latter is primarily volunteer.

The existing volunteer organizations could remain in operation with their separate corporations, operational officers and civil officers. The three companies would be asked to select their officers and would manage their own finances for the benefit of the volunteers including the Foreign Fire Insurance 2 Percent fund. The membership and officers would be part of a single chain of command for the entire fire district. A firefighter in any company would be able to work at any fire station and on any apparatus (subject to district guidelines and training).

Department Leadership

There would be a single district chief. Given the increasing burden of administrative tasks, especially with about 100 volunteers and 16 paid staff, it might be appropriate to make the single district chief a paid position. The paid chief would have overall operational responsibility and would be responsible to the district commission for making the management decisions necessary for the operations of the department. The position of fire chief would be subject to the rules of civil service in Ontario County. The alternative to a paid chief would be to establish a rotation between the three companies where the chief of the department would come from a different department each year or other appropriate time period.

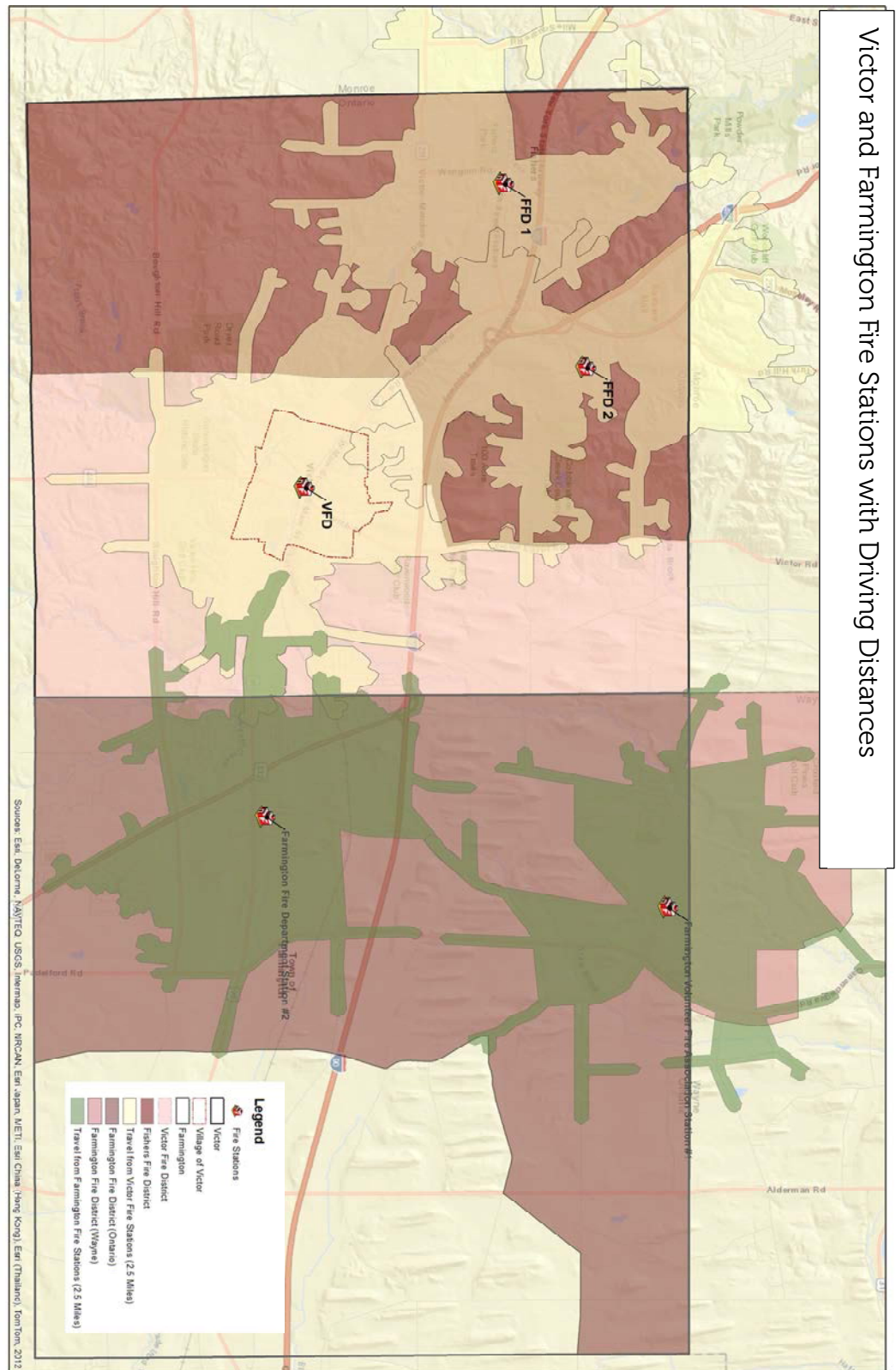
Station Locations

The three companies operate out of five different stations that would be able to provide a rapid response to the entire service area. Both Fishers FD and FVFA are considering different station locations. Fishers is considering a new station one at a different location and FVFA is considering building a new station in the southern portion of its district. Both changes would be appropriate to meet the anticipated future operating demands and also the location of the volunteers in Farmington.

Equipment

Under a JFD, the single department could retain their existing ISO rating and operational functionality with a slightly smaller inventory of equipment. For example, the department would likely need only a single heavy rescue truck in a central location with other rescue equipment spread around the district on appropriate apparatus. Also, the inventory of reserve engines could also probably be reduced by one or two and still be able to exceed the required water flow rates to meet industry standards. Each fully equipped rescue truck costs about \$1 million and each fully equipped engine is about \$700,000 in capital purchases that will not be needed.

Victor and Farmington Fire Stations with Driving Distances



Staffing

The goal of 10 to 12 firefighters on scene within 10 minutes may be more likely reached with the three companies operating in a single department and dispatched to serious events at the same time.

If the current staff of four on duty paid firefighters existed in the new JFD, they would probably be redeployed so they operated out of two stations during daytime hours to provide a quicker response to more of the district. Fishers Fire District has a plan of reaching six firefighters on duty at a time by the end of 2018. With six firefighters spread across the district, the department could staff an engine and a quint with three firefighters each at strategic locations that allow for prompt response and consider the availability of volunteers. Also, with the on duty staff, the department could choose to begin responding to serious EMS calls across the district to bolster the likelihood of a rapid response and to assist the VFVA.

Victor FD is adding a part time paid administrative support person in 2017 to help reduce the burden of operational and fiscal reporting. This position would also transfer to the larger organization.

Another key component is the continued success of the volunteers in Farmington and Victor. Both organizations have a healthy roster of volunteers that may benefit from being a part of a larger organization and also having some of the administrative tasks that burden volunteers handled by administrative staff.

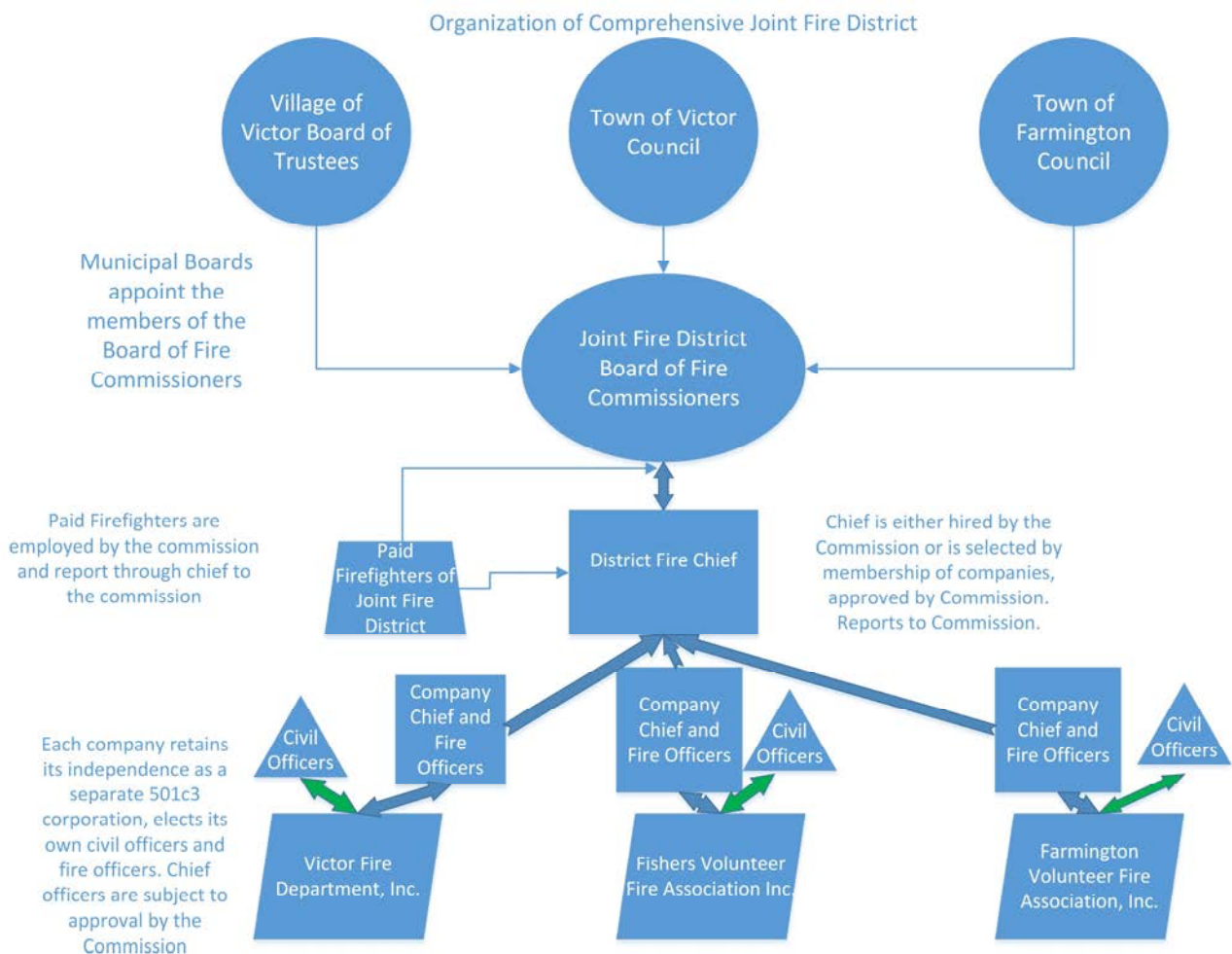
Administrative Changes

With the creation of joint fire district, there are a number of administrative changes that would need to occur. The method for forming a JFD is spelled out in detail in Town Law Section 185 and portions of Section 189. The towns, village and fire district would all need to adopt resolutions endorsing the creation of a joint fire district at a joint meeting of the boards. There must be a public hearing on the formation and the actions are subject to a permissive referendum in any of the municipalities. (Some municipalities following this path choose to hold a referendum rather than waiting for a possible petition requesting one.)

The municipalities forming the JFD would need to decide the number of commissioners (between 3 and 7) and the manner in which they will be selected (appointment from the town and village boards or direct election). The initial slate would be appointed by the town and village boards. If the town and village boards choose to appoint the members of the commission on an ongoing basis, they would

apportion the membership of the commission such that village residents can have no more than a one seat majority. If the commissioners are elected by the residents of the JFD, there is no residency requirement for the political subdivisions, just that they reside in the district.

An example of a potential board of commissioners would be for there to be 7 commissioners, 3 appointed by each town board and 1 appointed by the village. This would apportion the representation based on the distribution of population (47% in Victor Town, 41% in Farmington and 11% in Victor Village). If portion of taxable assessed value were used to apportion the seats, then the Town of Victor would appoint 4 (66%), the Town of Farmington 2 (27%) and the Village of Victor 1 (7%). A third method would be to have an election for the seats from the whole district, with no guarantee of representation from any one area.



Fiscal Considerations

Using the budgets from 2016, the following model was developed for costs in the potential JFD. The appropriations for the fire departments were combined and the taxable assessed value of the community to be served was also combined. It is estimated that FVFA serves 88 percent of the TAV of Farmington since they receive 88% of the funds raised by the townwide fire protection district. The FVFA contract of Macedon was not considered in the estimated costs.

Taxable Assessed Values and Fire Expenses (2016)				
	2016 Taxable Assessed Value	Tax Rate per 1000	Fire Expense	% of Fire Expense
Farmington Served by FVFA	\$ 722,286,967	\$ 0.70	\$ 506,447	13%
Fishers Fire District	\$ 1,229,282,157	\$ 2.08	\$ 2,597,344	69%
Victor Fire Protection District	\$ 535,466,982	\$ 0.91	\$ 488,182	13%
Village of Victor	\$ 195,524,147	\$ 0.91	\$ 172,592	5%
Total	\$ 2,682,560,253		\$ 3,764,565	100%

The cost of the three departments is about \$3.8 million with 69% of that cost in the Fishers Fire District. The Victor Fire Department has about 18% of the cost with FVFA picking up the last 13%.

If the existing fire expenses were shared over the existing TAV, the tax rate would be about \$1.40 per thousand. This realignment would share the cost evenly across the three service areas and would represent a new model where the costs of the paid firefighters from Fishers would be shared by all in the service area. For a home of \$150,000 the annual cost of the fire service is projected to be \$210 and for a home of \$250,000 the annual cost would be about \$350.

Comprehensive Restructuring to Joint Fire District Fiscal Model			
		\$150,000 home	\$250,000 home
Potential Tax Rate/Bill	\$1.40	\$210	\$350
	Rate Change	Tax Impact	Tax Impact
Farmington Served by FVFA	\$0.70	\$105	\$176
Fishers Fire District	(\$0.68)	(\$102)	(\$169)

Victor Fire Protection District	\$0.49	\$73	\$122
Village of Victor	\$0.49	\$73	\$122

Although the tax rate of \$1.40 per 1000 is relatively high for Ontario County, it would be the lowest cost for a fire department with full time professional fire fighters to assist the volunteers and provide an immediate response. This rough estimate of costs does not consider the debt service by the Victor Fire Department and the Fisher's Fire District. Both of those debts would remain with those geographic areas until retired. FVFA does not have any debt at this time.

The village of Victor, Fishers Fire Department and FVFA would transfer their assets to the new fire district. While there is an established process for the district and village to transfer their assets to the new JFD, the FVFA would need to go through an intermediate step involving the judicial branch to ensure that its assets are handled in accordance with legal precedent.

Key Points

The creation of a single JFD across Victor and substantial portions of Farmington would prepare the fire service in those areas to address the challenges they will face in the coming generation. The community would be served by a single department that draws its volunteers from the existing companies and deploys its resources under a single operational plan. The new JFD would have lower capital costs in the long term as it would be able to reduce some portions of its fleet, yet still meet operational guidelines and insurance recommendations. The JFD leadership would likely represent each community and have an interest in the fire service that should lead to successful long term management of the fire service.

Future Steps

All three of the pathways to a regional approach for the fire service will require a concerted effort by the elected officials and the members of the fire departments of the organizations involved to educate the public and their other constituents. There will also be the need for expert legal advice to ensure that actions taken meet the requirements outlined in state law. There will be opportunity for the public and the community leaders to evaluate the changes in costs and the expected benefits to ensure that the changes are in the best interest of the residents of Victor. This is a great opportunity for the community leaders to support change in governance and operations that will improve the service to the residents of Victor for the both the near term and the next generation.

Appendices

- Definitions
- Explanation of Fire Services in New York
- Explanation of Insurance Service Organization Rating
- Call for Service Tables in Detail
- Slides from Public Meeting on October 12, 2016
- Farmington Volunteer Fireman's Association Profile

Appendix A -Definitions

Advanced Life Support (ALS) - The use of specialized equipment such as cardiac monitors, defibrillators, intravenous fluids, drug infusion, and endotracheal intubation to stabilize a patient's condition.¹⁸

Automated External Defibrillator (AED) - Portable battery-powered devices that recognize life-threatening cardiac arrhythmias (irregular heartbeats) and delivers an electric shock to re-establish a regular heartbeat.

Basic Life Support (BLS) - A level of medical care which is used for victims of life-threatening illnesses or injuries until they can be given full medical care at a hospital. It can be provided by trained medical personnel, including emergency medical technicians, paramedics, and by qualified bystanders.¹⁹

Emergency Medical Services (EMS): A group of governmental and private agencies that provide emergency care, usually to persons outside of healthcare facilities; EMS personnel generally include paramedics, EMTs first responders and other ambulance crew.²⁰

Emergency Medical Technician (EMT) - A person who is trained and certified to provide basic life support and certain other noninvasive prehospital medical procedures EMTs have greater than 150 hours of initial training.²¹

Engine – A firefighting apparatus that can perform three major functions of fire apparatus: carry hose, pump water, and transport personnel. ²²

Flycar – A non-transporting vehicle dispatched by EMS to quickly assess situations or respond to non-serious injuries. Treatment is usually on the scene and if the patient needs transport to a hospital an ambulance will be called. The use of Flycars was developed to more efficiently allocate resources based on first-responder certification levels and reduce the costly dependence on using ambulances for every call.

Paramedic - Persons trained and certified to provide advanced life support. Paramedics have greater than 1000 hours of initial training.²³

¹⁹ https://en.wikipedia.org/wiki/Basic_life_support last accessed 7/2016

²⁰ http://www.caringinfo.org/files/public/ad/Appendix_A_Glossary.pdf last accessed 7/2016

^{7 8 9} www.fireserviceinfo.com last accessed 7/2016

^{23 2 4 10} <http://emr.emszone.com/glossary.aspx> last accessed 7/2016

Quint - A firefighting apparatus that can perform five major functions of fire apparatus: carry hose, carry water, pump water, and perform aerial ladder and/or water tower operations.²⁴

Rescue Truck – An apparatus that transports specialty equipment and tools for technical rescue situations such as vehicle extrications and/or haz-mat responses due to traffic accidents, confined space rescues or building collapses. Common equipment includes “Jaws of Life”, cutting torches, saws, wooden cribbing and rescue ropes.

Self-Contained Breathing Apparatus (SCBA) - A complete unit for delivery of air to a rescuer who enters a contaminated area; contains a mask, regulator, and air supply.²⁵

Appendix B -NYS Local Gov't Excerpt on Fire Services

Organizing for Fire Protection (Excerpt for NYS Local Government Handbook)

Buildings constructed close to each other are particularly vulnerable to fire. Fire protection services in New York have long been viewed as an essential governmental function in densely populated areas. Early on, cities as well as many villages made provisions for fire departments and the organization of fire companies using both career and volunteer services. This did not happen in towns, however, where sparse development made fire, while no less catastrophic to the individuals involved, a more personal than a communal threat. Traditional fire protection in rural areas consisted of close neighbors forming bucket brigades. The era of the bucket brigade was followed by the formation of loosely-knit groups which accumulated rudimentary firefighting equipment. Such groups were precursors to the modern-day volunteer fire companies, which have developed a high degree of organization and capability.

For many years volunteer fire companies supplied reasonably effective fire protection to rural areas without government assistance or support. Gradually, however, greater demands for fire protection service, the high cost of modern and specialized equipment, and the need for giving volunteers economic security in the event of duty connected death or injury, forced independent fire services to request assistance from the government.

In towns, the answer came (as in the case of other services) not on a town-wide basis, but through the establishment of special districts on an area-by-area basis. These districts took two basic forms: fire districts, which were true district corporations and enjoyed autonomy from town government; and other types of districts, including fire protection districts, fire alarm districts and certain water supply districts, which were little more than assessment areas that received fire protection.

Fire Districts

A fire district is a public corporation established for the purpose of providing fire protection and responding to certain other emergencies. The New York State Constitution (Article X) recognizes that fire districts have certain characteristics of general purpose municipal corporations, such as powers to incur indebtedness and to require the levy of taxes. Generally, fire district taxes are levied by the county and collected by the town or towns where the district exists. A fire district is almost a completely autonomous political entity; it has its own elected governing body, its own administrative officers, and it must observe its own expenditure limitations. However,

it is dependent upon the parent town or towns for its initial creation, extension, and dissolution.

As of December 31, 2003, New York has 868 fire districts. They are of varying sizes, including smaller districts with annual budgets of several thousand dollars and large districts, some of which feature departments that have both career and volunteer firefighters and annual budgets of several million dollars.

Establishment. A fire district is created to provide fire protection to areas of towns outside villages. Villages usually provide their own fire protection. Towns and villages may establish joint town-village fire districts. A town board may establish a fire district on its own motion or upon receipt of a petition from owners of at least 50 percent of the resident-owned taxable assessed valuation in the proposed district. Whichever method is used, the town board must hold a public hearing and determine that: all properties in the proposed district will benefit, all properties that will benefit have been included and the creation of the district is in the public interest.

If the town board decides to establish a district and proposes to finance an expenditure for the district by the issuance of obligations, it must request approval from the State Comptroller, who must first determine that the public interest will be served by the creation of the district and that the cost of the district will not be an undue burden on property in the district. If such approval is not required, a certified copy of the notice of hearing must be filed with the State Comptroller.

After a fire district has been established, the town board appoints the first temporary board of five fire commissioners and the first fire district treasurer. At the first election, five commissioners are elected for staggered terms of one to five years so that one term expires each year. At each subsequent election, one commissioner is elected for a full term of five years. The fire district treasurer is elected for three years, although the office may subsequently be made appointive for a one-year term. A fire district secretary is appointed by the board of fire commissioners for a one-year period.

Operational Organization. After establishment and initial appointments by the town board, the fire district becomes virtually autonomous from the town in its day to day operations.

A fire district has only those powers that are expressly granted by statute, or which are necessarily implied by statute. Unlike towns, villages, cities and counties, a fire district does not possess home rule powers. The powers granted to a fire district board are extremely specific and narrowly limited. A listing of some of the more important and general powers granted to the board of fire commissioners in Town Law serves as a quick synopsis of many of the important areas of operation for fire districts:

- They shall have the power to make any and all contracts for statutory purposes within the appropriations approved by the taxpayers or within statutory limitations;
- They may organize, operate, maintain and equip fire companies, and provide for the removal of members for cause;
- They may adopt rules and regulations governing all fire companies and departments in the district, prescribe the duties of the members, and enforce discipline;
- They may purchase apparatus and equipment for the extinguishment and prevention of fires, for the purposes of emergency rescue and first aid, and fire police squads;
- They may acquire real property and construct buildings for preservation of equipment and for social and recreational use by firefighters and residents of the district;
- They may construct and maintain fire alarm systems;
- They may purchase, develop, or contract for a supply of water for firefighting purposes; and
- They may contract to provide firefighting or emergency services outside the fire district where such services can be supplied without undue hazard to the fire district.

Financing. Fire districts are not governed by the constitutional tax or debt limits that restrict most municipal corporations. However, statutory limitations are imposed on their spending and financing authority.

Under section 176(18) of the Town Law, every fire district has a minimum basic spending limitation of \$2,000, plus an additional amount related to full valuation of district taxable real property in excess of one million dollars.

Several important expenditures are exempt from this spending limitation, such as certain insurance costs, salaries of career firefighters, most debt service and contracts for fire protection or water supplies. The basic spending limitation may be exceeded only if a proposition for the increase is approved by the voters of the district. Further, many capital expenditures proposed for a fire district, which would exceed the spending limitation, also require voter approval. Certain expenditures that are not chargeable to the spending limitation may also be subject to voter approval under other provisions of law (e.g., General Municipal Law section 6-g, relative to capital reserve funds).

A fire district may incur debt by issuing obligations pursuant to provisions of the New York State Local Finance Law. Fire districts are subject to a statutory debt limit

(generally three percent of the full valuation of taxable real property in the fire district) and mandatory referendum requirements.

Within the statutory constraints, the district enjoys general autonomy in developing its budget. When completed, the budget is filed with the town budget officer of each of the towns where the district is located. The town board can make no changes in a fire district budget and must submit it with the town budget to the county for levy and spreading on the town tax roll. When the taxes are collected, the town supervisor must “immediately” turn over to the district treasurer all taxes levied and collected for the fire district.

In 1956, the Volunteer Firefighters’ Benefit Law was enacted to provide benefits similar to those provided by Workers’ Compensation for volunteer firefighters who are injured, or die from injuries incurred, in the line of duty. Cities, towns, villages and fire districts finance these benefits through their annual budgets.

Fire Department Organization. The board of fire commissioners exercises general policy control over its fire department, while the chief of the department exercises full on-line authority at emergency scenes. The fire department of a fire district encompasses all fire companies organized within the district, together with career employees who may be appointed by the board of fire commissioners.

Fire companies usually are, but need not be, volunteer fire companies incorporated under the provisions of the Not-for-Profit Corporation Law. They can be formed within the fire district only with the consent of the board of fire commissioners and, thereafter, new members can only be admitted with board consent.

All officers of the fire department must be members of the department, residents of the state and, if required by the board of fire commissioners, residents of the fire district.

Officers are nominated by ballot at fire department meetings, and appointments by the board may be made only from such nominated candidates.

Joint Fire Districts in Towns and Villages.

Article 11-A of the Town Law and Article 22-A of the Village Law allow for the establishment of joint fire districts in one or more towns and one or more villages. Under the provisions of the Town Law, if it appears to be in the public interest, the town board(s) and village board(s) shall hold a joint meeting for the purpose of jointly proposing the establishment of a joint fire district. If, at the joint meeting, it is decided by majority vote of each board to propose a joint district, the boards must hold, upon public notice, a joint public hearing at a location within the proposed district. If, after the public hearing, the town board(s) and village board(s) determine that the

establishment of the joint fire district is in the public interest, each board may adopt a separate resolution, subject to a permissive referendum, establishing the joint fire district.

A joint fire district established pursuant to Article 11- A of the Town Law is governed by the provisions of Article 11 of the Town Law unless there is an inconsistency between the two articles. In such case, Article 11-A would provide the prevailing language. Management of the affairs of joint fire districts is under a board of fire commissioners composed of between three and seven members, who are either appointed by the participating town boards and/or village boards of trustees in joint session, or elected as provided in Article 11.

Upon the establishment of a joint district, the town board or village board of trustees of each participating municipality shall by local law dissolve any existing fire, fire alarm or fire protection districts contained within the joint fire district. The board of trustees of a village or the board of commissioners of a fire district, all of the territory of which is embraced within the boundaries of a joint fire district, may by resolution authorize the sale or transfer of any village-owned or district-owned fire house, fire apparatus, and fire equipment to the joint district. Such transfer may occur with or without consideration, and is subject to the terms and conditions deemed fitting and proper by the board of trustees or board of commissioners.

Fire Protection and Fire Alarm Districts

Fire protection districts and fire alarm districts are not public corporations. Both types of districts may be described as assessment areas within which a town can provide limited services and assess the cost back against the taxable properties within the district.

Fire protection districts are established for the sole purpose of providing fire protection by contract. After establishing a fire protection district, a town board may contract with any city, village, fire district or incorporated fire company maintaining suitable apparatus and appliances to provide fire protection to the district for a period not exceeding five years. A town may also acquire apparatus and equipment for use in the district and may contract with any city, village, fire district or incorporated fire company for operation, maintenance and repair of the apparatus and equipment and for the furnishing of fire protection in the district. The cost of the contracted services, together with certain other expenses incurred by reason of the establishment of the district, is then levied against the properties of the district on the annual tax roll.

Fire alarm districts are formed primarily to finance the installation and maintenance of a fire alarm system. However, a town board may contract for fire protection for these districts in a manner that is similar to the way it provides protection for fire protection districts.

From pages 78 to 81 of the NYS Department of State, **Local Government Handbook**, 2009 Edition, reprinted in 2011.

Appendix C- Insurance Service Organization PPC Rating

ISO PPC Rating Explanation (taken directly from ISO website)

The Public Protection Classification (PPC™) program provides important, up-to-date information about municipal fire protection services in each community we survey. ISO's expert staff collects information about the quality of public fire protection in more than 47,500 fire protection areas across the United States. In each of those protection areas, ISO analyzes the relevant data and assigns a Public Protection Classification — a grading from 1 to 10. Class 1 generally represents superior property fire protection, and Class 10 indicates that the area's fire suppression program does not meet ISO's minimum criteria.

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

To determine a community's Public Protection Classification (PPC™), ISO conducts a field survey. Expert ISO staff visit the community to observe and evaluate features of the fire protection systems. Using our manual called the Fire Suppression Rating Schedule (FSRS), ISO objectively evaluates four major areas:

- **Emergency communications systems**
A review of the emergency communications systems accounts for 10 points of the total classification. The review focuses on the community's facilities and support for handling and dispatching alarms for structure fires.
- **Fire department**
A review of the fire department accounts for 50 points of the total classification. ISO focuses on a community's fire suppression capabilities. We measure suppression capabilities based on the fire department's first-alarm response and initial attack to minimize potential loss. Here, ISO reviews such items as engine companies, ladder or service companies, deployment of fire companies, equipment carried on apparatus, pumping capacity, reserve apparatus, company personnel, and training.
- **Water supply**
A review of the water supply system accounts for 40 points of the total classification. ISO evaluates the community's water supply system to determine

the adequacy for fire suppression purposes. We also consider hydrant size, type, and installation, as well as the frequency and completeness of hydrant inspection and flow-testing programs.

- **Community risk reduction**

We review a community's risk reduction efforts and credit them in the Community Risk Reduction section, which allows for extra credit of up to 5.5 points for a potential total of 105.5. That takes into account fire prevention code adoption and enforcement, public fire safety education, and fire investigation.

After completing the field survey, ISO analyzes the data and calculates a PPC. The grading then undergoes a quality review. The community will receive a notification letter identifying the new PPC. ISO also provides a hydrant-flow summary sheet, along with a Public Protection Classification Summary Report. The summary explains each subcategory and indicates the total points the community earned. The report also indicates the performance needed to receive full credit for each specific section in the schedule, as well as the quantity actually provided.

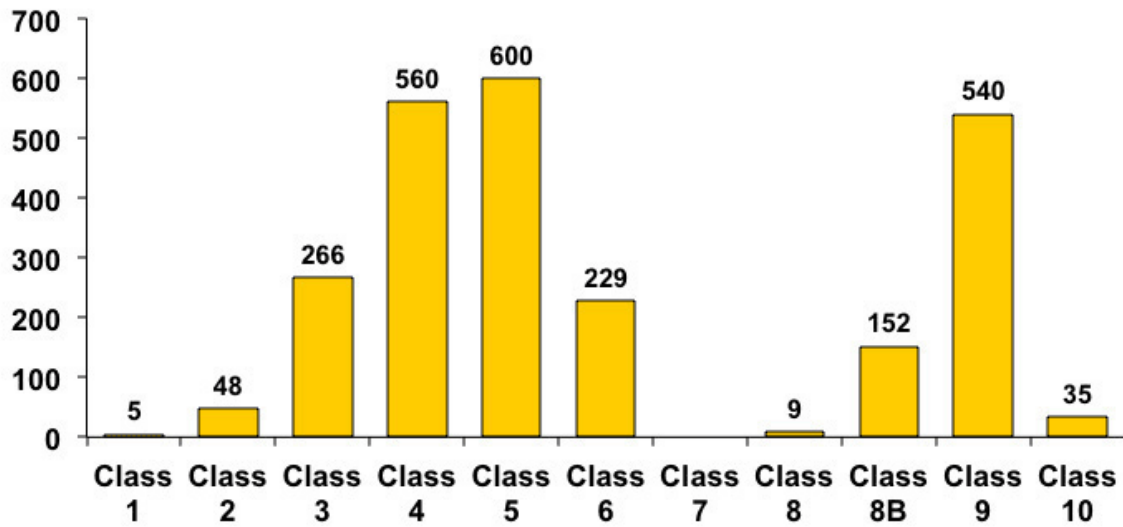
About Split Classifications

When ISO develops a single Public Protection Classification (PPC™) for a community, all community properties receive that classification. However, in many communities, we develop split classifications, which we revised in 2013 to reflect the risk of loss more precisely. An example of the split classification is 4/4X or 4/4Y. The first number refers to the classification of properties within 5 road miles of a fire station and within 1,000 feet of a creditable water supply. The second number, with either the X or Y designation, applies to properties within 5 road miles of a fire station but beyond 1,000 feet of a creditable water supply. ISO generally assigns Class 10 to properties beyond 5 road miles.

The X and Y classifications replace the former 9 and 8B portions of a split classification, respectively. For example, a community formerly graded as a split 6/9 will change to a split 6/6X. Similarly, a community formerly graded as a split 6/8B classification will change to a split 6/6Y classification. Those designations reflect a reduction in fire severity and loss and have the potential to reduce property insurance premiums.

The distribution of ISO PPC classifications in New York is shown on the chart below. 13% score a 3 or lower. 23% score a 4, the rating for Fishers and Victor.

New York



(Source: www.isomitigation.com, various pages, 7/26/16)

Appendix D- Calls for Service Detail

Calls in Victor by Situation Found and Agency that Responded (1/1/2012 to 6/15/2016)					
	Police	EMS	Fire	Unknown	Total
9-1-1 Transfer	55	0	0	0	55
ABC Violation	18	0	0	0	18
Abdominal Pain/Problems	0	156	0	0	156
AED Response	232	0	0	5	237
Aggravated Harassment	217	0	0	0	217
Alarm	3,968	0	0	5	3,973
Alcohol Offense	1	0	0	0	1
Allergies/Hives/Med Reaction/S	0	52	0	0	52
Animal Bites/Attacks	0	6	0	0	6
Animal Complaint	282	0	0	0	282
Assault/Rape	40	16	0	0	56
Assist Ambulance	1,153	0	0	12	1,165
Assist Fire Dept.	331	0	0	1	332
Assist Motorist	32	0	0	0	32
Assist Other Agency	203	0	0	1	204
Assist Parent	3	0	0	0	3
Assist Student	4	0	0	0	4
Assist The Citizen	559	0	0	1	560
ATL	82	0	0	0	82

Calls in Victor by Situation Found and Agency that Responded (1/1/2012 to 6/15/2016)					
	Police	EMS	Fire	Unknown	Total
Attempt Papers	295	0	0	3	298
Attempt Warrant	119	0	0	5	124
Automatic Fire Alarm	0	0	1,033	0	1,033
Back Pain (Non-Traumatic)	0	79	0	0	79
Bad Checks	11	0	0	0	11
Bank Watch	859	0	0	0	859
Barn/Garage Fire	0	0	5	0	5
Bomb Threat	2	0	0	0	2
Breathing Problems	0	429	0	0	429
Brush/Trash Fire	0	0	90	0	90
Burglary	126	0	0	0	126
Burglary In Progress	37	0	0	0	37
Burns /Explosion	0	8	0	0	8
Carbon Monoxide/Inhalation/ Ha	0	13	0	0	13
Cardiac / Respiratory Arrest	0	81	0	0	81
Cell Phone Viol	11	0	0	0	11
Chaperone Event	1	0	0	0	1
Check The Welfare	329	0	0	1	330
Chest Pain	0	370	0	0	370
Chimney Fire	0	0	6	0	6

Calls in Victor by Situation Found and Agency that Responded (1/1/2012 to 6/15/2016)					
	Police	EMS	Fire	Unknown	Total
Choking	0	34	0	0	34
Civil Dispute	43	0	0	0	43
CO Detector	0	0	177	0	177
Commercial/Industrial Fire	0	0	16	0	16
Computer Crime	2	0	0	0	2
Computer Test	9	0	0	0	9
Convulsions /Seizures	0	129	0	0	129
Court Detail	137	0	0	0	137
Crash	4,014	618	86	11	4,729
Crime Lab Trip	69	0	0	0	69
Criminal Contempt	1	0	0	0	1
Criminal Mischief	218	0	0	1	219
CRS Child Restraint	50	0	0	0	50
Custody Problem	104	0	0	0	104
Death	41	0	0	0	41
Detail	1,250	0	0	27	1,277
Diabetic Problems	0	60	0	0	60
Disabled Vehicle	741	0	0	3	744
Disturbance	374	0	0	0	374
Dre Evaluation	1	0	0	0	1

Calls in Victor by Situation Found and Agency that Responded (1/1/2012 to 6/15/2016)					
	Police	EMS	Fire	Unknown	Total
Drive Off (Fuel)	1	0	0	0	1
Drug Investigation	6	0	0	0	6
DWI	217	0	0	0	217
Electrocution	0	4	0	0	4
Employee Injury	6	0	0	0	6
Endangering The Welfare	40	0	0	0	40
Equipment Violation	28	0	0	0	28
Escort	171	0	0	0	171
Escort-Funeral	1	0	0	0	1
Eviction	6	0	0	0	6
Eye Problems /Injuries	0	8	0	0	8
Falls	0	912	0	0	912
Family Trouble	389	0	0	1	390
Fight	25	0	0	0	25
Fire	165	0	21	6	192
Fire Department Standby	0	1	25	0	26
Fireworks Complaint	39	0	0	0	39
Forgery/Fraud	334	0	0	0	334
Found/Recovered Property	140	0	0	1	141
Hang Up 911 Call	1,097	0	0	2	1,099

Calls in Victor by Situation Found and Agency that Responded (1/1/2012 to 6/15/2016)					
	Police	EMS	Fire	Unknown	Total
Harassment	199	0	0	0	199
Haz. Mat. Incident	0	0	24	0	24
Headache	0	30	0	0	30
Heart Problems	0	121	0	0	121
Heat/Cold Exposure	0	9	0	0	9
Help Lifting	0	18	3	0	21
Hemorrhage/Lacerations	0	160	0	0	160
House Fire	0	0	28	0	28
Hunting Complaint	23	0	0	0	23
Inaccessible Incident/Entrapment	0	2	0	0	2
Injured Animal	233	0	0	0	233
Injuries, Specific	0	41	0	0	41
Injuries, Specific, Traumatic	0	86	0	0	86
Intoxicated Subject	102	0	0	1	103
Jail Transport	314	0	0	0	314
Juvenile Problem	145	0	0	0	145
K-9 Search	16	0	0	0	16
K-9 Training	5	0	0	0	5
Keep The Peace	132	0	0	0	132

Calls in Victor by Situation Found and Agency that Responded (1/1/2012 to 6/15/2016)					
	Police	EMS	Fire	Unknown	Total
Landlord/Tenant	25	0	0	0	25
Larceny	1,152	0	0	3	1,155
Law Enforcement Standby	0	22	0	0	22
Littering	19	0	0	0	19
Livestock In Road	31	0	0	0	31
Lockout	788	0	0	2	790
Lost Property	76	0	0	0	76
Medical Standby	0	112	0	0	112
Menacing	4	0	0	0	4
Mental Hygiene	58	0	0	1	59
Misdialed 911 Call	343	0	0	3	346
Missing Child	99	0	0	1	100
Missing Person	63	0	0	0	63
Motorcycle/Atv Comp	21	0	0	0	21
Neighbor Dispute	40	0	0	0	40
No Situation Code	1	0	1	0	2
Noise Complaint	154	0	0	0	154
Notify	36	0	0	0	36
Notify (Death)	5	0	0	0	5
Notify DSS	1	0	0	0	1

Calls in Victor by Situation Found and Agency that Responded (1/1/2012 to 6/15/2016)					
	Police	EMS	Fire	Unknown	Total
Notify Highway Dept	26	0	0	0	26
Notify Humane Society	6	0	0	0	6
Notify Public Health	2	0	0	0	2
Notify Rabies Nurse	6	0	0	0	6
Notify Signal Repair	89	0	0	0	89
Nuisance Fire	0	0	11	0	11
Odor of Gas/Gas Leak	0	0	319	0	319
Odor: Burning/Electrical	0	0	5	0	5
Odor: Unknown Odor	0	0	4	0	4
Open Door	0	0	0	1	1
Open Door/Window	69	0	0	0	69
Open Line 911 Call	846	0	0	2	848
Oven/Kitchen Stove/Grill	0	0	16	0	16
Overdose	70	0	0	0	70
Overdose/Ingestion	0	105	0	0	105
Parking Complaint	142	0	0	0	142
Passed School Bus	31	0	0	0	31
Pistol Permit Checks	7	0	0	0	7
Pregnancy/Childbirth/Miscarriage	0	8	0	0	8
Probation/Parole	79	0	0	0	79

Calls in Victor by Situation Found and Agency that Responded (1/1/2012 to 6/15/2016)					
	Police	EMS	Fire	Unknown	Total
Project Lifesaver	57	0	0	0	57
Property Check	2,104	0	0	0	2,104
Property Damage(N-MV)	60	0	0	0	60
Prowler	17	0	0	0	17
Psychiatric/Suicide Attempt	0	54	0	0	54
Pub Serv: See Remarks	0	7	43	0	50
Public Lewdness	17	0	0	0	17
Pursuit	11	0	0	0	11
Radar	3	0	0	1	4
Reckless Driver	463	0	0	1	464
Reckless Endangerment	8	0	0	0	8
Rescue	0	0	26	0	26
Road Hazard	460	0	0	1	461
Road Rage	63	0	0	1	64
Robbery	14	0	0	0	14
Safe Child Detail	10	0	0	0	10
Served Papers	1,011	0	0	5	1,016
Served Warrant	164	0	0	30	194
Sex Offender Verification	6	0	0	0	6
Sex Offense	28	0	0	0	28

Calls in Victor by Situation Found and Agency that Responded (1/1/2012 to 6/15/2016)					
	Police	EMS	Fire	Unknown	Total
Shoplifter	641	0	0	0	641
Shots Fired	83	0	0	0	83
Sick or Intox Driver	394	0	0	1	395
Sick Person	0	616	0	0	616
Smoke Inside Structure	0	0	48	0	48
Smoke Outside	0	0	23	0	23
Snowmobile Complaint	2	0	0	0	2
Sports Security	11	0	0	0	11
SRO-Assist Other Agencies	2	0	0	0	2
SRO-Assist School/Community	19	0	0	0	19
SRO-Assist Staff	10	0	0	0	10
SRO-Bldg/Security Check	11	0	0	0	11
SRO-Follow Ups	10	0	0	0	10
SRO-Home Visit	5	0	0	0	5
SRO-Meetings	24	0	0	0	24
SRO-Presentation	3	0	0	0	3
Stab/Gunshot Wound	0	1	0	0	1
Step Traffic Program	8	0	0	0	8
Stolen Vehicle	43	0	0	0	43
Stopping Vehicle	13,513	0	0	9	13,522

Calls in Victor by Situation Found and Agency that Responded (1/1/2012 to 6/15/2016)					
	Police	EMS	Fire	Unknown	Total
Stroke(CVA)	0	118	0	0	118
Structure Fire	0	0	14	0	14
Suicidal Subject	109	0	0	0	109
Suicide Attempt	9	0	0	0	9
Suspicious Condition	1,420	0	0	1	1,421
Suspicious Person	684	0	0	1	685
Suspicious Vehicle	798	0	0	0	798
Test	0	5	8	0	13
Theft of Service	29	0	0	0	29
Traffic Detail	127	0	0	0	127
Training	1	0	0	0	1
Transport	52	0	0	1	53
Transport/Transfer	0	10	0	0	10
Trespass	98	0	0	0	98
Unauth Use of MV	17	0	0	0	17
Unconscious/Fainting-Nontrauma	0	441	0	0	441
Unknown Problem/Alarm	0	288	0	0	288
Unlawful Possession	163	0	0	0	163
V & T Offense	190	0	0	0	190

Calls in Victor by Situation Found and Agency that Responded (1/1/2012 to 6/15/2016)					
	Police	EMS	Fire	Unknown	Total
Vehicle Blocking	42	0	0	0	42
Vehicle Fire	0	0	86	0	86
Vehicle Towed	3	0	0	0	3
Verify VIN	37	0	0	0	37
Viol Order of Protect	63	0	0	0	63
Water Problem	0	0	62	0	62
Weapons Offense	1	0	0	0	1
Weapons Revocation	8	0	0	0	8
Weather Problem	0	0	61	0	61
Wires Down or Arcing	0	0	123	0	123
Total	47,273	5,230	2,364	152	55,019

Appendix E – Slides from Option Presentation on October 12, 2016



Government & Education | Economics & Public Finance | Health & Human Services | Nonprofits & Communities

Options for Public Safety Services in Victor

Presented by Paul A. Bishop, MPA, NRP
October 12, 2016



About the Options

- Intended to be seen as a broad range of options
- No value judgement is placed on one over the other
- Some cost/benefit is presented to help community consider scope
- Goal is to help refine the options, identify those where a consensus can be reached and those that need further study

Immediate Actions

- Work with county to improve record keeping of fire events to track response times and manpower availability
- Consider developing a joint fire service capital plan
- Expand training opportunities, including joint operations, for the fire service
- Develop a Volunteer Incentive Package – consider:
 - Information on Income Tax Credit to volunteers
 - Evaluate Property tax break
 - Tuition support through FASNY-HELP and other organizations
 - Discounts or other support from local businesses
 - Financial Incentives for Volunteers, as allowed by law

Law Enforcement

- Status Quo
 - Metrics for Police Engagement in Victor
- Contract for Additional Traffic Enforcement
- Contract for Dedicated Patrols in Town or Village
- Consider Enhanced Traffic Safety Measures such as Red Light Cameras and “Radar Signs”
- Create a police department
 - To service the whole town
 - To service areas outside of Eastview Mall

Law Enforcement Options

- **Status Quo**
 - Remain part of countywide system with closest car concept
 - Wilmore contracts for supplemental services for mall
 - No specific law enforcement cost in Victor budget
- **Metrics for Performance**
 - Request information from OSCO and NYSP on activities in town
 - Identify time period (monthly, quarterly or annual)
 - Identify categories for reporting
 - Index Crimes
 - Calls for Service Volume
 - DWI arrests
 - Traffic Citations issued
 - Drug activity

Law Enforcement Options

- **Contract for Additional Traffic Enforcement**
 - In addition to the Status Quo Option, the Town contracts with the OCSO for dedicated traffic patrolling to address citizen concerns
 - Town is already under negotiation for this option for 2017
 - Town should request performance reporting such as number of hours on patrol, areas patrolled, traffic stops performed and citations issued on a regular basis (monthly or quarterly)

Law Enforcement Options

- **Contract for Dedicated Patrols in Town or Village**
 - This would be an agreement for enhanced patrolling in the Town or Village beyond the existing baseline.
 - The OCSO doesn't currently have an agreement of this type with any municipality
 - It would focus on effort above and beyond the existing base such as is currently done with Eastview Mall
- **Consider Enhanced Traffic Safety Measures**
 - Both red light cameras and radar signs have been shown to have a positive impact on traffic behavior, although the magnitude is debatable.
 - Costs for the technology could be defrayed through grants

Law Enforcement Options

- **Create a police department**
 - Based on the current number of calls, excluding the mall, a town police force would look to have 13 officers on patrol plus supervisory staff of 5 for a total of 18 officers
 - Estimated pay, retirement and benefits is \$1.8 to \$2.2 million annually
 - Adding the mall would increase the officers by 3 and move the range to \$2.1 to \$2.6 million
 - Substantial start up costs including 5 to 7 vehicles, space renovation, weapons, uniforms, radios and other expenses
 - All these costs would be an increase from the current situation
 - Town would still likely rely on OCSO and NYSP for SWAT and certain investigations

Law Enforcement Options

- Potential Cost of Annual Operations

- Payroll based on:

13 officers, 3 sergeants, 1 lieutenant and 1 chief

Department Cost (Millions)	Tax Rate (per 1000)	Tax Bill for \$250k property
\$1,800,000	\$ 0.92	\$ 230
\$ 2,200,000	\$ 1.12	\$ 281
\$2,600,000	\$ 1.33	\$ 332
\$ 3,000,000	\$ 1.53	\$ 383

Comparing Costs of Police Forces

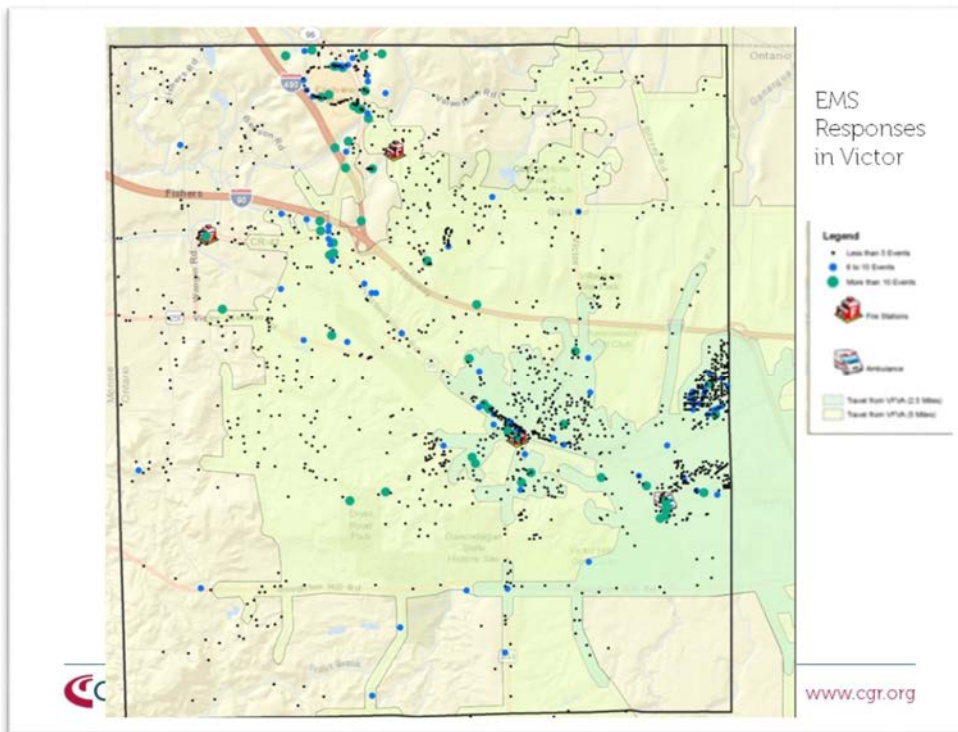
	Officers	Population	Police Budget * (in millions)	Cost per officer (thousands)	Officers per 1000 residents
Town of Victor (Hypothetical)	18	14387	\$ 18	\$ 100	13
City of Canandaigua	26	10532	\$ 2.3	\$ 88	2.5
City of Geneva	35	13202	\$ 3.2	\$ 91	2.7
Town of Ogden	13	20059	\$ 14	\$ 108	0.6
Village of Brockport	13	8398	\$ 14	\$ 108	1.5
Village of Newark	18	9019	\$ 18	\$ 100	2.0
Town of Macedon	11	9085	\$ 0.7	\$ 65	1.2
Village of Baldwinsville	16	7655	\$ 11	\$ 69	2.1
Town of Geddes	19	17003	\$ 13	\$ 68	11
* Except for Victor, excludes benefits and retirement costs					
Sources - US Census, NYDCJS Data, NY OSC Data					

Emergency Medical Services

- Status Quo
- Contract with VFVA for specific performance measures
 - Require VFVA to position an ambulance to improve response times in certain areas
 - Create a Special Ambulance District to support services from VFVA
- Create a Victor EMS Service

EMS Options

- Status Quo
 - VFVA provides service to Victor with minimal financial support based on their own performance standards
 - Fishers Fire Dept. performs first response on serious calls
 - Limited town involvement
- Victor contracts with VFVA with specific performance measures
 - For example, "VFVA will respond to all serious EMS calls in 10 minutes or less, 90 percent of the time as reported on a quarterly basis"
 - As part of the agreement, VFVA could seek additional fiscal support to provide this higher level of service
 - Victor could specify that VFVA station an ambulance in a different part of the town to improve responses to the western portion



EMS Options

- Create A Special Ambulance District to Support VFVA
 - An ambulance district is a tool a town can use to raise funds to support the operation of an ambulance service
 - Typically used in conjunction with a specific performance agreement or specific actions like paying residents copayments and covering costs of non-transport calls
 - With Victor's Assessed Value, a relatively small ad valorem tax would yield substantial results
 - A \$0.10 per 1000 tax would raise close to \$200,000 that could be used to support expanded staffing and upcoming capital costs

Projected Impact of Ambulance District Tax

Rate	Revenue	Expense for Median Home (250 k)
\$0.05	\$ 98,014	\$ 13
\$0.10	\$ 196,027	\$ 25
\$0.25	\$ 490,068	\$ 63
\$0.50	\$ 980,137	\$ 125

Comparable Ambulance District Rate

Special Ambulance Districts in Monroe County (2016)	
Brighton	\$ 0.12
Gates	\$ 0.40
Henrietta	\$ 0.21
Penfield Volunteer Ambulance	\$ 0.02
Perinton Ambulance	\$ 0.05
Pittsford Ambulance	\$ 0.03

EMS Options

- Victor could create its own ambulance service
 - 1.5 paramedic ambulance units
 - Annual payroll costs of \$650,000 to \$750,000
 - Initial start up costs of \$650,000 for ambulances, equipment and supplies
 - Could operate out of existing fire stations for minimal cost
 - Recurring business expenses of \$150,000
 - Would probably require a subsidy to operate

Fire Service

- Status Quo
- Town provides administrative support to the two departments
- Town takes an active role in coordinating services
- Town adjusts Victor FPD contract to use FFD for some areas
- Town contracts with FFD for services
- Creation of Joint Fire District for Victor Fire Dept.
- Creation of Joint Fire District for whole town
- VFD adds paid staff through contract or alone

Fire Service – Existing Collaborations

- Fishers Fire District and Victor Fire Department already have numerous collaborative efforts
 - Mutual Aid and Automatic Aid agreements in place
 - Seeking to harmonize standard operating guidelines
 - Coordinated design of new ladder trucks to enhance interoperability
 - SCBA units are from same manufacturer
 - Plan to purchase same new nozzles
 - Joint purchase of forcible entry simulator

Fire Service Options

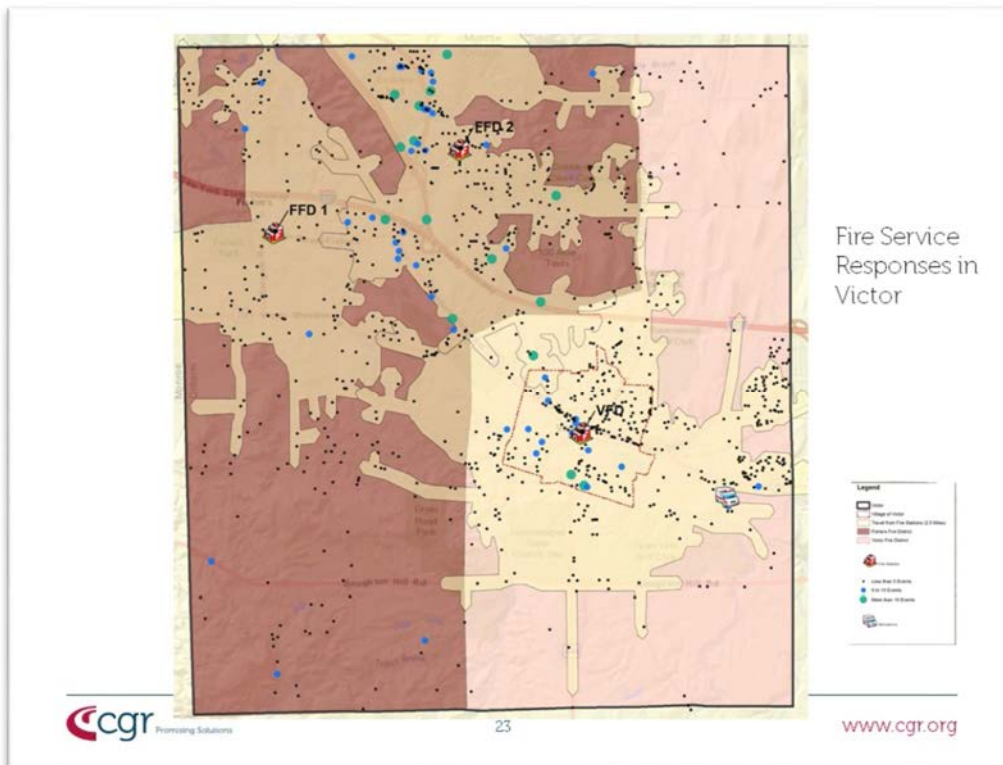
- Status Quo
 - Both departments and all three taxing entities remain
 - Mutual aid and automatic aid agreements benefit each community
 - No sharing of costs over district lines
 - Coordination of capital expenses and staffing is done on an informal basis
- Departments Provides Administrative Support
 - Both departments/ districts collaborate to support an employee for administrative support such as financial operations, recordkeeping, planning and correspondence
 - This service could be provided through an IMA between the fire department/districts

Fire Service Operations

- Town actively seeks to coordinate the fire departments (and perhaps EMS)
 - Through a town position (such as public safety coordinator) the town provides administrative support as well as operational oversight to the departments
 - This position could also oversee the contract with the EMS service
 - This position could also have collateral responsibilities for emergency management and assisting with fire inspection
 - The Fire Marshal already provides some support in this role

Fire Service Options

- Town contracts with both FFD and VFD for provision of service in the Victor FPD
 - As noted in the study, there are areas of FPD that might be better served from FFD.
 - The Town could contract with the FFD to provide primary response to those areas while retaining the relationship with VFD for the rest of the FPD



Fire Service Options

- Town and Village could contract with FFD for services
 - In addition to firefighting and EMS, the full time workforce could be contracted to conduct building inspections, test VFD equipment, perform community outreach and conduct in service training
 - The intent is to realize savings in existing operations by utilizing on duty staff to perform collateral duties when not responding to emergencies or training

Fire Service Options

- Village and Town could form a Joint Fire District for area served by VFD
 - Existing model of contract between Town and Village places Village in position to establish budget and provide oversight to the fire department
 - Creation of a Joint Fire District would place commissioners in position to establish budget and provide oversight
 - The commissioners could either be elected or appointed by the two boards
 - This action would remove the fire department budget from Village budget and reduce its potential to impact the general fund budget
 - Needs the consent of both elected boards
 - Would not change the operational structure of the VFD

Fire Service Options

- All three entities could merge to create a Joint Fire District
 - Under a JFD, both departments could remain separate companies that serve the district as designed by the commissioners
 - The whole town would be in a single taxing jurisdiction that would shift costs from Fishers to Victor FPD and the Village
 - Substantial legwork would need to be undertaken to fulfill this model
 - There would be grant money to support the study and implementation of this possibility
 - Benefits include preparing for future growth in Victor, balancing costs and benefits across community, reduce administrative burden on volunteers, single command structure, savings on equipment

If 2016 had a Victor Joint Fire District...

	Taxable Value (millions)	Current Levy	Tax Rate (per 1000 AV)
Victor Fire Dept.		\$ 660,775	
Village of Victor	\$ 196		\$ 0.90
Victor Fire Prot. Dist.	\$ 535		\$ 0.90
Fishers	\$ 1,229	\$ 2,553,861	\$ 2.08
Hypothetical Joint Fire District	\$ 1,960	\$ 3,214,636	\$ 1.64

Comparable Fire District Tax Rates

Fire District	Tax Rate
Pittsford *	\$ 0.64
Mendon Fire Protection Dist *	\$ 0.69
Egypt Fire Protection	\$ 0.69
Farmington	\$ 0.70
North Bloomfield	\$ 0.72
Bushnell's Basin	\$ 0.82
West Bloomfield	\$ 0.86
Victor (Village and Fire Protection)	\$ 0.90
Mendon Fire District *	\$ 1.09
Northeast Joint Fire District *	\$ 1.13
East Bloomfield	\$ 1.16
West Brighton Fire Protection **	\$ 1.43
Joint Fire District (Hypothetical)	\$ 1.64
Fishers Fire District ***	\$ 2.08
Brighton Fire District ***	\$ 2.23
Laurelton Fire District ***	\$ 2.60
St. Paul Fire District ***	\$ 2.76
* Station staff or administrative staff	
** Contract for paid service from neighboring department	
*** Several paid firefighters available to respond	

Fire Service Options

- VFD contracts with FFD for paid staff during daytime hours
 - VFD contracts for existing FFD staff to respond from Victor's station during hours of reduced volunteer availability
- VFD hires staff during reduced volunteer availability time periods
 - VFD hires staff using a firefighter model to help augment the volunteer staff during hours where volunteers have limited availability
- Pursue a Regional Fire District with Farmington or other suitable partners

Next Steps

- Solicit feedback on Options presented
- Written Options Report is submitted to committee
- With Committee and resident input, develop initial implementation plans for highly desirable options

Please share your comments with Paul Bishop at pbishop@cgr.org or 585-327-7068

See study information at cgr.org/Victor

Appendix F - Farmington Volunteer Fireman's Association Profile

The Farmington Volunteer Firemen's Association (FVFA), also known as Pumpkin Hook Fire Department, contracts with the town of Farmington²⁶ to provide fire protection to a substantial share of the town. The FVFA also contracts with the town of Macedon to provide service to an area in the southwest corner of that town. The FVFA operates out of two fire stations (#1 at 135 Hook Road and # 2 at 1225 Hook Road). Both stations and their land are owned by the FVFA. The FVFA serves 25.6 sq. mi. in Farmington (65 % of land area) and about 10,000 residents (an estimated 80 % of residents). They also contract to serve about 4.5 sq. mi. in Macedon.

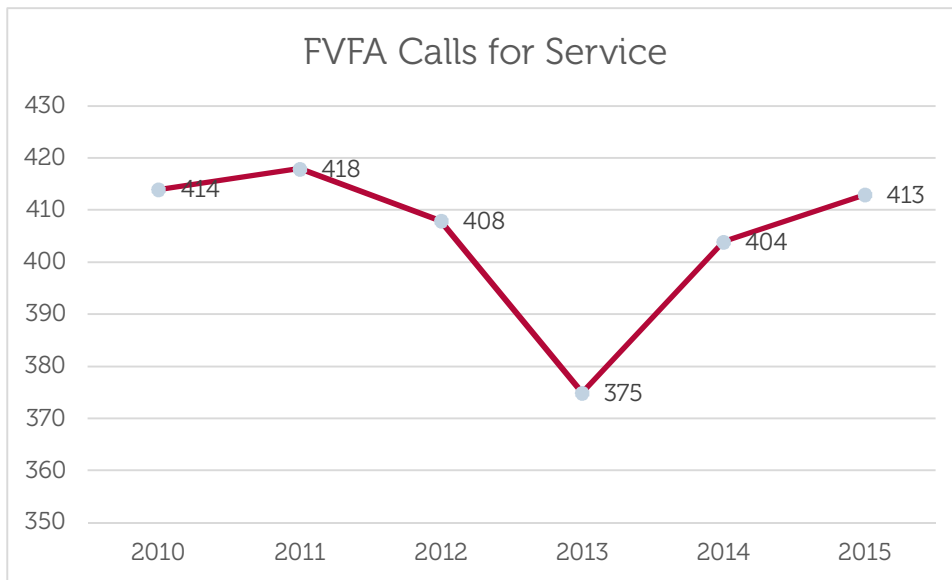
The contract between the town and FVFA for 2017 is \$506,447. The contract specifies that the fire department provide protection equivalent to an ISO rating of 9 or better. The FVFA reports that their rating was a 4X indicating that they score a 4 in the hydranted portions of their service area which includes more than 90 percent of their addresses. The contract with Macedon is for \$40,000. The FVFA has a small fund drive and conducts an annual carnival, but the revenue from them is minimal. The FVFA has a reserve fund of over \$1.5 million that has been set aside to replace apparatus and build a new station.

FVFA operates six apparatus out of its two stations. Station #1 is nearer to the north end of their district, while Station # 2 is the central portion of their service area.

Farmington Fire Apparatus				
Unit	Type	Year	Make	Station
811	Engine	2003	Pierce -Dash	1
812	Engine	2010	Pierce - Impel	2
851	Support	1997	Dodge Brush Truck	1
881	Quint	2000	Pierce -Dash	2
871	Rescue	1993	Salisbury	2
832	Engine	2006	Pierce - Enforcer	2

²⁶ The town contracts with the fire departments from the villages of Manchester and Shortsville to provide service to different areas in the eastern portion of the town. The town uses a single fire protection district to contract for all services in the town. The cost for the different contracts is spread to all taxpayers, rather than using separate fire protection districts to allocate the cost to only the property in the areas receiving the service.

FVFA responds to about 400 calls per year over the last 5 five years. About 75 percent are for fire service and about 25 percent are for EMS calls. The department is looking to expand its EMS service, but currently responds to “Echo” calls based on EMD priority and when requested by the ambulance.



FVFA reports that it has 43 active members in the department. About half of the active members are qualified as interior firefighters. While the total number of volunteers has been level over the last decade, the proportion of interior qualified has increased. In the recent few years, there has been the addition of several younger members to the department.

FVFA reports that they are able to regularly have an engine with four qualified personnel to respond during the 6:00 am to 6:00 pm time frame on weekdays. The department generally is able to staff all apparatus in a timely manner during other times of the day.