BRIGHTON VOLUNTEER AMBULANCE, BRIGHTON FIRE DISTRICT AND WEST BRIGHTON FIRE PROTECTION DISTRICT

FIRE AND EMERGENCY MEDICAL SERVICES STUDY

JANUARY 2011

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I. EXECUTIVE SUMMARY

This *Fire and Emergency Medical Services Study* was conducted for the Town of Brighton, the Brighton Fire District, the West Brighton Fire Protection District, and the Brighton Volunteer Ambulance. The primary purpose of the study is to identify options for greater efficiency, including merger, consolidation, or another method to enable organizations to share and effectively deliver services and control future costs.

The Brighton Town Board is the governing body of the West Brighton Fire Protection District (WBFPD). The Town contracts with the West Brighton Volunteer Fire Department (WBVFD) a membership corporation, for fire response and emergency medical first responder services to the West Brighton service area. The Fire Protection District employs part-time firefighters to supplement volunteers for weekday response. The WBFPD contracts with the City of Rochester Fire Department for supplemental fire response services.

The Brighton Fire District, through its Board of Fire Commissioners, contracts with the Brighton Fire Department, Inc., for fire and emergency medical first responder services to the District. The Fire Department provides services using volunteers and full-time firefighters. Trained college students, or "bunkers," also provide scheduled station coverage in return for housing provided by the District when college is in session. The Brighton Fire District levies property taxes to support its program, and has had some success in obtaining federal equipment grants.

The Town of Brighton Ambulance District is a Town-wide special taxing district. The Town government contracts with the Brighton Volunteer Ambulance, Inc., a not-for-profit organization consisting of volunteers and paid staff, to provide basic and advanced life support level emergency medical response and ambulance transport.

The Brighton Fire District (BFD), West Brighton Fire Protection District (WBFPD), and Brighton Volunteer Ambulance, Inc. (BVA) are staffed by a combination of volunteer and part-time and/or full-time employees. The fire and emergency medical service providers in Brighton require a strong core of volunteers to operate

effectively. However, as the demand for services and public expectations for rapid response grow, there will be some need to increase part-time or full-time staffing.

Three previous fire and rescue studies have been conducted in the Town of Brighton: *A Study of Fire Protection and Rescue Services* (1993), *The West Brighton Fire Protection District and the Town of Brighton Emergency Medical Services Study* (2001), and a memorandum entitled, *Reexamination of BVA Deployment Recommendations* (2002). The 2001 study recognized the weaknesses in the West Brighton Fire Protection District and presented a series of alternatives, or partial solutions, to address immediate public safety concerns. The 2001 study and, more specifically, the 2002 study addressed the need to adjust the emergency medical services unit deployment strategy. Some of the concerns raised in the studies continue to persist and have not been addressed.

STUDY FINDINGS (2011)

The primary findings of this study are:

- The West Brighton Fire Protection District (through the West Brighton Fire Department) has a weak service delivery system. The decrease in volunteer personnel is evident. The payment to the City of Rochester's Fire Department for response services and the employment of part-time personnel were initially proposed as "stop gap" measures. These measures appear to have become permanent.

- The BFD, WBFPD, and BVA are independent organizations, and have operational relationships. The organizations appear to maintain "professional and operational distance" from each another and do not share the same vision for service delivery. Communication occurs at the operational level, but there is limited communication among policy leaders.

- The Town of Brighton does not provide direct service delivery, but has a role in financially supporting the WBFPD and an interest in ensuring that services are coordinated within the Town.

- The Brighton Fire District, West Brighton Fire Protection District, and Brighton Volunteer Ambulance collectively spend approximately seven

million dollars annually. Revenue for these organizations comes from taxes, donations, and income from billing (ambulance billing, etc.).

- The Brighton Fire District has the capability to oversee and manage the West Brighton Fire Protection District. However, Brighton Fire District resources (apparatus and personnel) are located further from West Brighton than the Henrietta Fire District and Rochester Fire Department resources.

- The Henrietta Fire District has two staffed fire stations, Stations #4 and #5, which could provide emergency response services relatively rapidly to the West Brighton Fire Protection District.

- The Henrietta Fire District response to the West Brighton Fire Protection District would be more rapid than a response from the Brighton Fire District.

- The Henrietta Fire District has a well-organized response system which includes six fire stations, 75 volunteers, and 34 career personnel.

- The Rochester Fire Department has the capacity to respond rapidly to emergencies in the West Brighton Fire Protection District.

- The Rochester Fire Department has experience responding to the West Brighton Fire Protection District service area.

- The Rochester Fire Department response to the West Brighton Fire Protection District would be more rapid than a response from the Brighton Fire District.

- BVA has substantially increased its service delivery capability during the last eight to ten years by employing full-time and part-time employees.

- The BFD and BVA respond to EMS incidents with a tiered approach, which is appropriate. There is discord between the agencies concerning deployment of EMS units. BVA supports a one-station location concept for its units, and the BFD supports the concept of deploying at least one ambulance unit near, or in, one of its fire stations.

- The delivery of emergency medical and fire services requires more coordination in the Town of Brighton.

- The Town of Brighton, Brighton Volunteer Ambulance, and the Brighton Fire Department do not have a systematic process to share operational protocols, response information, and response objectives.

- The Brighton Fire District and Brighton Volunteer Ambulance have not formally adopted measures against which the public can assess the performance of its emergency response agencies.

STUDY RECOMMENDATIONS

The primary recommendations presented in this report are concerned with establishing new organizational relationships and alterations in the current service delivery model. The need to address the limited response capability of the West Brighton Fire Protection District and develop a permanent solution to providing services has become critical. The Town of Brighton, Brighton Volunteer Ambulance, and the Brighton Fire District should come to an agreement on a coordinated response strategy.

The recommendations are organized by broad categories. There are a number of factors to consider when reviewing the recommendations in this report. Some critical factors include:

- the safety of the public
- the safety of emergency responders
- the response capability of a fire department
- the timeliness of response
- the effectiveness of operations
- the desired level of service
- the costs of services
- the interdependence of fire and rescue agencies

WEST BRIGHTON SERVICE AREA RECOMMENDATIONS

The current service arrangement in the West Brighton Fire Protection District should be restructured. The Town of should consider the following service alternatives:

- The City of Rochester Fire Department should be responsible for providing fire and rescue services to the West Brighton Fire Protection District.

- The Henrietta Fire District should be responsible for providing fire and rescue services to the West Brighton Fire Protection District.

- The Brighton Fire District should be responsible for providing fire and rescue services to the West Brighton Fire Protection District.

The Town of Brighton should enter into a contract with the Henrietta Fire District or the City of Rochester to provide services to the West Brighton service area. The Henrietta Fire District and the Rochester Fire Department have the capability to provide a stronger response to the West Brighton Fire Protection District than the Brighton Fire District. The capacity of the Rochester Fire Department and its experience in supporting the West Brighton Fire District indicate that it may be the most appropriate organization to provide services to the West Brighton service area. Alternatively, the Henrietta Fire District would be a sound organization to provide services to West Brighton.

The Town of Brighton should formally contact the Henrietta Fire District, the City of Rochester, and the Brighton Fire District to discuss the services that could be provided to the West Brighton Fire Protection District. The Town should explore the willingness of each organization to provide services, the level of services which could be delivered, and costs of services. If the City of Rochester or the Henrietta Fire District determine that they do not wish to provide services to the West Brighton service area, the Town should work with the Brighton Fire District to develop a fire and rescue service delivery system.

BRIGHTON FIRE DISTRICT SERVICE RECOMMENDATIONS

The Brighton Fire District is well organized has the capability to manage service delivery for the West Brighton Fire Protection District. Technically, the response of the Rochester Fire Department or the Henrietta Fire District to the West Brighton Fire Protection District would be more timely than a response from the Brighton Fire District. Assuming a decision is made to consolidate the West Brighton Fire Protection District and the Brighton Fire District, the following recommendations outline a number of issues which must be addressed.

- The West Brighton Fire Station, apparatus and equipment should be used by the Brighton Fire District. The West Brighton Fire Station should be designated as a Brighton Fire Department Station.

- The consolidation requires the Brighton Fire District to develop and implement a two-phase plan. The objective of the plan is to ensure that there is a sufficient number of trained initial attack personnel operating from the West Brighton Fire Station (to be designated as a Brighton Fire Station).

- Phase I of the BFD plan for managing the expanded service area should include several elements.

  - The Brighton Fire District should deploy two part-time or full-time personnel at the station on a 24/7 basis.

  - The personnel deployed should be employees of the Brighton Fire District.

  - The team of firefighters employed should be organized so that one firefighter on each shift is designated as the senior crew member.

  - The personnel should be supervised through the Brighton Fire Department chain of command.

  - The active volunteers of the West Brighton Fire Department should be transferred to the Brighton Fire Department, assuming that these personnel meet the same training, health and safety, and residential qualifications as the Brighton Fire Department members.

- Phase II of the BFD plan for managing the expanded service area should be designed to accomplish two primary tasks.

  - The contract between the City of Rochester Fire Department and the West Brighton Fire Protection District should be phased out.

  - The Brighton Fire District should establish a mutual aid relationship with the Rochester Fire Department and the Henrietta Fire District.

CONTRACTED FIRE SERVICE RECOMMENDATIONS

Assuming that a decision is made to contract for fire services with any of the possible service providers, there are several service questions which the Town should consider.

- Should the existing response station in West Brighton be utilized?
- Should full-time personnel be deployed in the existing West Brighton emergency response station?
- If full-time personnel are to be deployed on a 24/7 basis, how many personnel should be deployed?
- If the City of Rochester were to provide services to the West Brighton service area, would the Fire Department deploy personnel at the West Brighton emergency response station, or service the area from its existing stations?
- If the Henrietta Fire District were to provide services to the West Brighton service area, would the Fire Department deploy personnel at the West Brighton emergency response station, or service the area from its existing stations?

FIRE STATION LOCATION RECOMMENDATIONS

This study examined fire station location issues associated with the Brighton Fire District. The location of Brighton Fire District stations is affected by the determination of whether the West Brighton Fire Protection District is served by the Brighton Fire District, the Henrietta Fire District, or the Rochester Fire Department.

- The BFD would have several fire station deployment configuration options, assuming that services are provided to WBFPD by the BFD:
  - *Alternative Configuration 1* - Under this alternative, the BFD would operate with four fire stations: BFD Stations #1, #2 and #3, and the current WBFD fire station. Full-time and/or part-time personnel would be assigned to some of these stations. Station #3 could become a response station for volunteers and/or bunker program participants.

- *Alternative Configuration 2* - Under this alternative, the BFD would operate with four fire stations: BFD Stations #1, #2, #3, and a new fire station located near or on Monroe Community College property. Station #3 could become a response station for volunteers and/or bunker program participants.

- *Alternative Configuration 3* - Under this alternative, the BFD would operate with three fire stations: BFD Stations #1 and #2, and a new fire station located near or on Monroe Community College property. All volunteer personnel and full-time and/or part-time personnel would be assigned to these stations. Brighton Fire Station #3 would be closed under this approach.

- *Alternative Configuration 4* - Under this alternative, the BFD would operate with four stations: BFD Stations #1, #2, #3, and a new fire station located near or on Monroe Community College property. A possible fifth station could be constructed near the interchange of Interstate 590 and South Winton Road. The need for this new fire station will depend on growth and development in the area.

➢ The BFD would have several fire station deployment configuration options, assuming that services are provided to WBFPD by the Rochester Fire Department or the Henrietta Fire District:

- *Alternative Configuration 1* - Under this alternative, the BFD would operate with three fire stations: BFD Stations #1, #2 and #3. The status quo would be maintained.

- *Alternative Configuration 2* - Under this alternative, the BFD would operate with three fire stations: BFD Stations #1 and #2, and a new fire station located near the interchange of Interstate 590 and South Winton Road. Full-time personnel and volunteers and/or bunker program participants would be deployed, as appropriate. The need for this new fire station will depend on growth and development in the area.

- *Alternative Configuration 3* - Under this alternative, the BFD would operate with two fire stations: BFD Stations #1 and #2. All volunteer

personnel and full-time and/or part-time personnel would be assigned to these stations. Brighton Fire Station #3 would be closed under this approach.

- The Brighton Fire District's deployment approach should be restructured to reflect a new fire station configuration.

EMS DEPLOYMENT RECOMMENDATIONS

- BVA and the BFD should remain as independent but cooperative organizations. Cooperative relationships should be strengthened.

- BVA should continue to explore the feasibility of establishing a new headquarters facility.

- BVA should deploy units from more than one response location.

- BVA should deploy an EMS unit in or near the West Brighton.

TOWN-WIDE RECOMMENDATIONS

- The Brighton Town Supervisor should convene an emergency responder coordination meeting on a quarterly basis.

- The BFD and BVA should formally adopt performance measures to be shared with the public and the Town of Brighton.

- The Town of Brighton, Brighton Fire District, and Brighton Volunteer Ambulance should review dispatch operations.

Exhibit 1 lists the major recommendations, in order of assigned priority. Recommendations have been categorized as follows:

Priority 1: Recommendations which should be implemented without delay and which directly affect the ability of the emergency response agency to provide an acceptable level of service and operate in an efficient manner.

Priority 2: Recommendations which are important to the effective and efficient operation of the emergency response agency and should be implemented as soon as reasonable and practical.

Priority 3: Recommendations which can contribute to the continued improvement of the emergency response agency and should be implemented as soon as resources and operating conditions permit.

EXHIBIT 1
RECOMMENDATIONS

		PRIORITY
1	The Town of Brighton should make a radical change in the method by which fire and rescue services are provided in the West Brighton Fire Protection District service area.	1
2	The Town of Brighton should consider three alternatives for providing fire services in the West Brighton Fire Protection District. Responsibility for providing fire services should be assigned, in order of preference from the technical perspective, to the Rochester Fire Department, the Henrietta Fire District, or the Brighton Fire District.	1
3	The Town of Brighton, through the West Brighton Fire Protection District, should enter into a contract with a new service provider. The contract should be for a three to five-year period.	1
4	The Town of Brighton should discuss service alternatives with the Rochester Fire Department.	1
6	The Town of Brighton should solicit proposals (formally or informally) from the Henrietta Fire District, the Rochester Fire Department, and the Brighton Fire District to provide fire and rescue services to the West Brighton Fire Protection District.	1
15	Brighton Volunteer Ambulance and the Brighton Fire District should ensure that there is a coordinated emergency deployment strategy in place in the Town of Brighton.	1
19	Emergency response agencies should meet on a regular basis to review operational activities and assess field operations.	1
20	Emergency response agencies should systematically share information to enhance cooperation.	1
5	The Town of Brighton should discuss service alternatives with the Henrietta Fire District.	1/2
7	The Brighton Fire District should enter into a contract with the Town of Brighton to provide fire services to the West Brighton service area. The Town should also consider merging the West Brighton Fire Protection District with the Brighton Fire District.	2
10	The Brighton Fire District should formally adopt emergency response benchmarks for fire services and EMS.	2
11	The Brighton Fire District should adopt the emergency response benchmarks in NFPA 1720.	2

13	The Brighton Volunteer Ambulance should formally adopt emergency response benchmarks for services provided.	2
16	Brighton Volunteer Ambulance should deploy an ambulance unit in the West Brighton service area.	2
17	Brighton Volunteer Ambulance should assess the need for an ambulance unit in the general vicinity of Brighton Fire Station #3.	2
21	The Brighton Fire Department should consider restructuring its emergency dispatch operations.	2
8	The Brighton Fire District should consider closing Station #3 and reassigning career staff to another station. Station #3 should be used as a volunteer station.	2/3
12	The Brighton Fire District should develop quarterly performance reports. Performance reports should be shared with the Town of Brighton and Brighton Volunteer Ambulance.	2/3
14	Brighton Volunteer Ambulance should develop quarterly performance reports. Performance reports should be shared with the Town of Brighton and the BFD.	2/3
9	The Brighton Fire District should conduct preliminary planning for the possible construction of a new station located near the interchange of Interstate 590 and South Winton Road.	3
18	Brighton Volunteer Ambulance should develop management measures of activity.	3

The report is organized into several chapters. This *Executive Summary* presents the major findings and recommendations. Chapter II, *Fire and Emergency Medical Services in the Town of Brighton*, describes the emergency response system in the Town of Brighton and provides basic data on the number of calls for service. Chapter III, *Performance Measurement, Response Capability, Computer Mapping and Fire Station Location*, describes various benchmarks and emerging standards to assist in measuring an emergency response agency's capability. The chapter also presents computer mapping which displays the response capability of the emergency response agencies. Chapter IV, *Service Delivery Organization*, discusses the capability of organizations to service the WBFPD. Chapter V, *Service Options, Deployment, and Station Configuration*, presents several service delivery options and discusses station location concerns. Chapter VI, *Emergency Medical Response*, outlines the nature of services provided and the deployment of fire and EMS units in the Town. Chapter VII, *Management and Cooperation Issues*, suggests several recommendations to improve cooperation. Chapter VIII, *Implementation of Recommendations*, describes a process for implementing the major recommendations in the report.

Several abbreviations used in this report are defined below:

ALS	Advanced Life Support
BFD	Brighton Fire District or Brighton Fire Department
BLS	Basic Life Support
BVA	Brighton Volunteer Ambulance, Inc.
EMS	Emergency Medical Services
EMT	Emergency Medical Technician
HFD	Henrietta Fire District
ISO	Insurance Services Office
NFPA	National Fire Protection Association
RFD	Rochester Fire Department
WBFD	West Brighton Fire Department
WBFPD	West Brighton Fire Protection District

II. FIRE AND EMERGENCY MEDICAL SERVICES IN THE TOWN OF BRIGHTON

FIRE AND EMERGENCY MEDICAL SERVICE PROVIDERS

Fire, rescue, and emergency medical services are provided in the Town of Brighton by the Brighton Fire District, the West Brighton Fire Protection District, and Brighton Volunteer Ambulance, Inc. Each department is a combination department composed of volunteers and full-time and/or part-time employees.

Emergency medical services are provided by Brighton Volunteer Ambulance, Inc. (BVA) under a contract with the Town of Brighton. The Town of Brighton has established a Brighton Ambulance Service District and contracts with BVA for services. BVA responds to approximately 4,600 calls annually, operates ambulance and flycar units from one location at 1551 South Winton Road, and has 60 volunteers, 24 part-time personnel, and 12 full-time personnel. The 2009 BVA budget was $1,799,238.

The West Brighton Fire Protection District (WBFPD) was created by the Town of Brighton for the purpose of providing services to the western part of the Town. The WBFPD contracts with the West Brighton Fire Department, Inc., to provide fire protection and first responder emergency medical response. The West Brighton Fire Department, Inc. (WBFD) is a volunteer department with approximately 24 volunteers. The WBFD headquarters is located at 2695 West Henrietta Road. A second station, which is not used as an emergency response station, is located on Riverside Drive.

The WBFPD has 10 part-time certified firefighters/emergency medical technicians on duty at the West Henrietta Road fire station from 8:00 a.m. to 8:00 p.m., Monday through Friday. The wages of the part-time employees are paid by the Town of Brighton. All part-time firefighters work full-time for other fire departments in the area. The WBFPD contracts annually with the Rochester Fire Department, which responds to all reported structure fires and automatic fire alarms in specified commercial buildings. The 2009 budget of the WBFPD was $932,225. The Town of Brighton is responsible for paying the operating costs of the WBFPD.

The Brighton Fire District (BFD) is under the direction of an elected Board of Fire Commissioners. The District provides services using a combination of volunteers and full-time employees. The BFD operates three fire stations: Station #1 at 3100 East

Avenue, Station #2 at 2605 Elmwood Avenue, and Station #3 at 429 Clover Street. The Fire District provides services to a significant portion of the Town of Brighton and part of the Town of Pittsford. The Department has 30 career firefighters, 65 active volunteers, four dispatchers, a dispatch supervisor, and four administrative personnel. The Department also has seven bunker firefighters. The Brighton Fire District had a 2009 budget of approximately $4,889,000.

DEPLOYMENT OF FIRE AND EMS PERSONNEL

The following exhibit displays the number of personnel serving as employees or volunteers in each of the three emergency response departments. There are 241 individuals providing services in the Town; 149 of the personnel are volunteers.

EXHIBIT 2
VOLUNTEER, PART-TIME, AND FULL-TIME STAFFING

STAFF DESIGNATION	BRIGHTON FIRE DEPARTMENT*	BRIGHTON VOLUNTEER AMBULANCE	WEST BRIGHTON FIRE DEPARTMENT	TOTAL
Full-time employees	30	12	0	42
Part-time employees		24	10	34
Volunteers (active)	65	60	24	149
Other*	16			16
Total	111	96	34	241

* *The Brighton Fire Department employs four dispatchers, one dispatch supervisor, seven bunker personnel, and four administrative personnel (two full-time and two part-time personnel).*

The fire departments have also reported the number of firefighters and their level of certification. The Brighton Fire Department has 65 volunteer firefighters. Fifty-one firefighters are interior certified firefighters and 10 are exterior firefighters. Two volunteers provide station support. The West Brighton Fire Department reports that it has 24 active volunteer firefighters. Thirteen volunteer firefighters are certified interior firefighters and the other firefighters are exterior firefighters. Ten of the WBFD active members are reported as living outside the Fire District.

The number of firefighters on-duty in the Town is presented in Exhibit 3. There are typically eight firefighters on-duty in the Town of Brighton, Monday to Friday, 8:00 a.m. to 8:00 p.m. For 12 hours each day (Monday to Friday), there are six

firefighters on-duty. On weekends, there are six career firefighters on-duty in the Fire District. Not all firefighters on duty respond to all incidents.

EXHIBIT 3
TYPICAL DAILY DEPLOYMENT OF FULL-TIME FIREFIGHTERS
BRIGHTON FIRE DEPARTMENT AND WEST BRIGHTON FIRE DEPARTMENT

STATION	CURRENT DEPLOYMENT & MINIMUM STAFFING
Brighton Station #1*	1 firefighter (duty officer) 1 firefighter assigned to a quint 1 firefighter assigned to an engine
Brighton Station #2	2 firefighters assigned to an engine
Brighton Station #3	1 firefighter assigned to an engine
West Brighton Station	2 firefighters assigned to an engine (8:00 a.m. to 8:00 p.m., Monday to Friday)

* The Brighton Fire Department may have additional resources. A captain who serves as the Municipal Training Officer works Monday to Friday. The typical daily deployment of personnel may be augmented. One additional Brighton firefighter may be on-duty due to scheduling practices. There also may be a bunker program firefighter available. One additional firefighter is on-duty Monday through Friday.

Exhibit 4 indicates the level of response by Brighton Fire Department personnel in 2009. The exhibit displays several categories of incidents, the number of incidents by category, and the average number of responders to the incident.

EXHIBIT 4
BFD RESPONSE BY INCIDENT TYPE

TYPE OF INCIDENT	NUMBER OF INCIDENTS	AVERAGE NUMBER OF RESPONDERS
Building Fire	14	31.64
Cooking Fire (confined to container)	11	18.34
Passenger Vehicle Fire	12	12.58
EMS call (excluding vehicle accident with injury)	941	5.10
Motor Vehicle Accident (with Injury)	253	9.46
Vehicle Accident (general clean-up)	50	7.8
Cover Assignment	31	9.74
Alarm System Activation (no fire - unintentional)	122	7.01
Total (all Incidents)	2,438	7.21

BVA deploys full-time, part-time, and volunteer personnel depending on the demand for service. BVA schedules 57 hours of ambulance time each weekday and 57 hours of ambulance time on weekends.

DEMAND FOR SERVICES AND EMERGENCY RESPONSES

Exhibit 5 shows responses by Brighton Volunteer Ambulance, the Brighton Fire Department, and the West Brighton Fire Department. It should be noted that the emergency response agencies operate a tiered response system; thus, the Brighton and West Brighton Fire Departments are deployed to high priority EMS calls.

EXHIBIT 5
EMERGENCY RESPONSES BY AGENCY - 2005 THROUGH 2009

AGENCY	2005	2006	2007	2008	2009	AVERAGE
Brighton Volunteer Ambulance	3,981	4,050	4,409	4,621	4,594	4,331
Brighton Fire Department	2,643	2,410	2,505	2,636	2,438	2,526
West Brighton Fire Department	562	562	619	667	581	598

Exhibit 6 shows the number and type of incidents to which the Brighton Fire Department responded in 2007, 2008, and 2009. Exhibit 7 shows the number and type of incidents to which the West Brighton Fire Department responded in 2007, 2008, and 2009.

EXHIBIT 6
NUMBER AND TYPE OF INCIDENTS - BRIGHTON FIRE DISTRICT - 2007 TO 2009

INCIDENT TYPE	2009	2008	2007
Fire	73	59	63
Overpressure, Rupture, Explosion	2	2	1
Rescue & EMS	1,245	1,439	1,336
Hazardous Condition (no fire)	301	397	354
Service Call	140	150	142
Good Intent	154	129	145
False Alarm & False Call	521	455	461
Severe Weather & Natural Disaster	1	2	0
Special Incident	1	2	3
Total	2,438	2,636	2,505

EXHIBIT 7
NUMBER AND TYPE OF INCIDENTS - WEST BRIGHTON FIRE PROTECTION DISTRICT - 2007 TO 2009

INCIDENT TYPE	2009	2008	2007
Fire	38	62	63
Overpressure, Rupture, Explosion	1		0
Rescue & EMS	275	247	234
Hazardous Condition (no fire)	32	62	48
Service Call	43	18	45
Good Intent	45	60	45
False Alarm & False Call	143	205	184
Severe Weather & Natural Disaster		12	
Special Incident	4	1	
Total	581	667	619

Exhibit 8 cites the total number and type of incidents from the Brighton Fire Department and the West Brighton Fire Department.

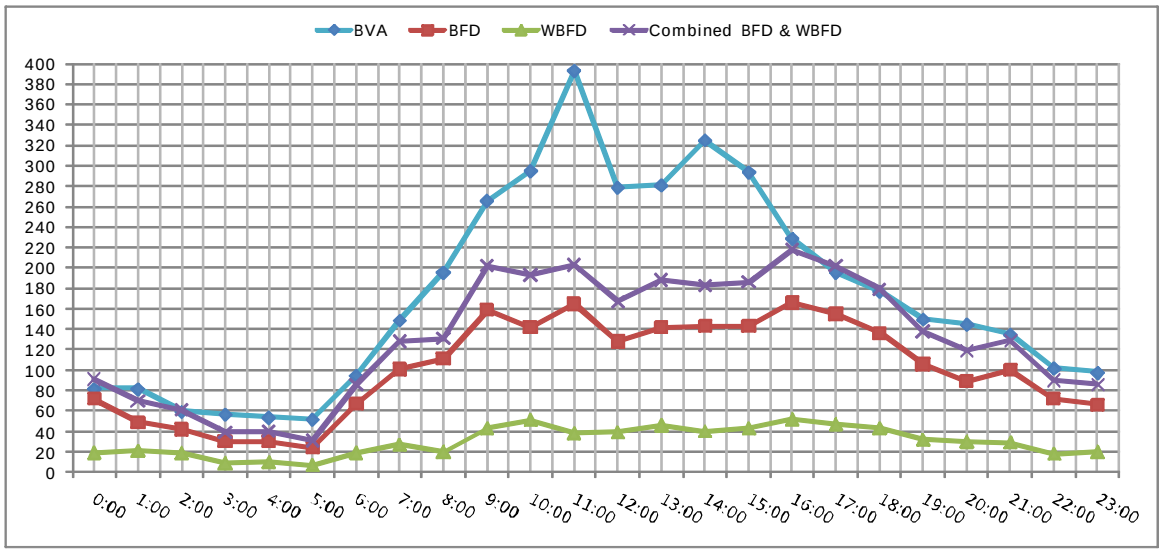
EXHIBIT 8
NUMBER AND TYPE OF INCIDENTS
BRIGHTON FIRE DEPARTMENT AND WEST BRIGHTON FIRE DEPARTMENT - 2007 TO 2009

INCIDENT TYPE	2009	2008	2007
Fire	111	121	126
Overpressure, Rupture, Explosion	3	2	1
Rescue & EMS	1,520	1,686	1,673
Hazardous Condition (no fire)	333	459	402
Service Call	183	168	187
Good Intent	199	189	190
False Alarm & False Call	664	660	645
Severe Weather & Natural Disaster	1	14	0
Special Incident	5	3	3
Total	3,019	3,302	3,124

The incident data indicate that a consolidated fire district can be expected to receive approximately 3,100 to 3,200 calls for service annually. Approximately 50 percent of calls will be EMS and rescue calls.

Exhibit 9 presents information provided by Brighton Volunteer Ambulance, the Brighton Fire Department, and the West Brighton Fire Department. The exhibit displays the activity level by time of day for each agency over the course of a year. The data for Brighton Volunteer Ambulance and the Brighton Fire Department show responses in 2009; the West Brighton Fire Department data show responses in 2008. The exhibit graphically illustrates the demand for service by time of day. Four lines are shown on the exhibit. Three of the lines represent the demand for service for BVA, BFD, and WBFD. The fourth line combines the data from Brighton and West Brighton to illustrate the demand for service for fire and EMS in the Town of Brighton.

EXHIBIT 9
CALLS FOR SERVICE BY TIME OF DAY
BVA, BFD, WBFD AND COMBINED BFD & WBFD



DEVELOPMENT IN THE TOWN OF BRIGHTON

Brighton Town officials report a number of proposed developments within the Town of Brighton. Exhibit 10 presents brief summaries of commercial and residential development plans and proposals known to Town development and building officials. Town officials indicate that the projects identified below appear viable.

EXHIBIT 10
TOWN OF BRIGHTON PROPOSED DEVELOPMENTS

DEVELOPMENT NAME/IDENTIFICATION	LOCATION OF DEVELOPMENT & COMMENTS
University of Rochester, South Campus	East River Road area Proposed residential development; 1,360,800 gross sq. ft. (replacing 690,000 sq. ft. Whipple Park residential) Office, research, ambulatory care facility (1,500,000 sq. ft.; two to five story buildings proposed)
City Gate	Westfall and Henrietta Road area (Canal Trail) Action pending; alternate development plans (63 acres) Office, retail, apartments, possible hotel and townhouse development (possible 724 dwelling units and 670,000 sq. ft. office-retail).
Buckingham-Winfield	South Clinton and Brighton & Henrietta Townline Road area; canal access Possible development of 64 single-family, 362 apartments, 88 townhouses; hotel, retail, and office space also possible
St. John's Brickstone, Senior Community	150 Highland Avenue - Elmwood Avenue Area Proposed development of 102 residential units (apartments, townhouses, cottages) and retail space on 34 acres
Faith Village	Westfall Road - South Winton Road area Proposed, phased multi-use, multi-unit, including educational, chapel, office, sports, cafeteria, and other facilities (369,000 sq. ft.)
Clinton Crossing Corporate and Lifestyle Center	South Winton Road and Senator Keating Boulevard area (north of I-590) Proposed re-zoning of 81 acres; proposed development includes medical offices, corporate offices, retail, restaurant, hotel, and conference center (988,000 sq. ft.) Building heights projected to be 75 to 90 feet (5-6 stories)
The Reserve	South Clinton area (west of South Winton Road and South of I-590) Access to the canal trail Proposed residential development adjacent to a Brighton park, 327 dwelling units (68 single-family homes, 91 townhouses, 168 loft condominium units)

Source: Town of Brighton

Each proposed project has fire protection and emergency medical workload implications. Fire, technical rescue, and emergency medical response needs become evident during construction; actual service needs become evident only after each new development becomes established.

PREVIOUS STUDIES

MMA Consulting Group, Inc., has been involved with three previous fire, rescue and emergency medical service studies in the Town of Brighton: *A Study of Fire Protection and Rescue Services* (1993), *The West Brighton Fire Protection District and the Town of Brighton Emergency Medical Services Study* (2001), and a memorandum entitled, *Reexamination of BVA Deployment Recommendations* (2002).

The 2001 study recognized the weaknesses in the West Brighton Fire Protection District and presented a series of alternatives, or partial solutions, to address immediate public safety concerns. The alternatives included:

- Revitalization of the existing West Brighton Volunteer Fire Department.
- Placement of two paid firefighters 24/7 in the West Brighton Station, supplemented by a contract for services with the Rochester Fire Department or the Henrietta Fire Department.
- Placement of four paid firefighters 24/7 in the West Brighton Station, supplemented by a contract for response services with the Rochester Fire Department or the Henrietta Fire Department.
- Consolidation of the West Brighton Fire Protection District and the Henrietta Fire District.
- Contracting with the Rochester Fire Department to provide fire protection services.
- Contracting with the Brighton Fire District to provide response coverage from the Brighton Fire District.
- Consolidation of the Brighton Fire District and the West Brighton Fire Protection District.

The consultants concluded in 2001 that the most appropriate action was to merge the Brighton Fire District and the West Brighton Fire Protection District into one fire district. The 2001 study and, more specifically, the 2002 study suggested an adjustment in the emergency medical services unit deployment strategy in the Town of Brighton. It was recommended that BVA deploy an ambulance unit closer to West Brighton, during the hours of 0700 to 1500. During the time of this study, BVA was in the process of revamping its staffing and organization. In addition, it was recommended that the " . . . BVA, working with the Town, the Brighton Fire District and the West Brighton Fire Protection District, should develop a strategic response plan which develops an approach for providing EMS over the next five years."

III. PERFORMANCE MEASUREMENT, RESPONSE CAPABILITY, COMPUTER MAPPING AND FIRE STATION LOCATION

BENCHMARKS AND STANDARDS

A number of benchmarks and emerging standards may be used to measure the performance of an emergency response agency. The National Fire Protection Association (NFPA) has established several benchmarks, or standards, for measuring fire and rescue response. NFPA Standard 1720 applies to predominantly volunteer departments; NFPA Standard 1710 applies to career departments. In the Town of Brighton, NFPA 1720 is applicable because the fire departments are predominantly staffed by volunteer personnel. Several emerging standards and industry practices have developed for emergency medical service providers.

NATIONAL FIRE PROTECTION STANDARD 1720

NFPA Standard 1720 is concerned with both the number of personnel who respond to an incident and the time it takes to respond to an incident. Exhibit 11 displays the performance standards for volunteer departments. NFPA Standard 1720 states that the town should identify the minimum staffing required to ensure that sufficient numbers of personnel are available to allow safe operations at an emergency scene. The exhibit presents the staffing and response time requirements from NFPA Standard 1720.

EXHIBIT 11
NFPA 1720 PERFORMANCE STANDARD
STAFFING & RESPONSE TIME STANDARDS FOR VOLUNTEER FIRE DEPARTMENTS

DEMAND ZONE	POPULATION PER SQUARE MILE	NUMBER OF PERSONNEL	TIME IN MINUTES	PERCENTAGE OF TIME
Urban	>1,000	15	9	90%
Suburban	500 to 1,000	10	10	90%
Rural	<500	6	14	80%
Remote	travel distance >8 miles	4	-	90%

Source: NFPA 1720

NFPA Standard 1720 indicates that a town with a population density of less than 500 residents per square mile should be able to deliver six firefighters to the scene of a fire within 14 minutes. In a town with a population density of 500 to 1,000 persons per square mile, the fire department should be able to deliver 10 personnel within 10 minutes.

Assuming a population of 35,588 (2000 U.S. Census), the Town has a population density of approximately 2,286 persons per square mile (35,588 population divided by 15.5 square miles). The objective of the fire service in Brighton, assuming that NFPA Standard 1720 is followed, is to have 15 personnel at the scene of an incident within nine minutes, 90 percent of the time. As we understand it, the Brighton Fire Department is able to achieve this response objective.

Data suggest that the Brighton Fire Department is able to deploy personnel to a major emergency within four to five minutes. In addition, data indicate that an average of 32 Brighton Fire Department volunteers responded to the scene of building fires in 2009. The West Brighton Fire Department is able to rapidly deploy two part-time personnel on weekdays, 8:00 a.m. to 8:00 p.m., but it is not clear to the consultants how many volunteer personnel respond to major incidents. We are concerned that the number of volunteers in West Brighton may not be sufficient. The deployment of City of Rochester Fire Department personnel provides support on major incidents, which has the effect of increasing the number of initial responders available at the scene of an incident.

The response time and staffing standard provided in NFPA 1720 also states that, upon arrival of the required number of personnel at the scene of an incident, a fire department should have the capability to safely begin initial attack within two minutes, 90 percent of the time. (See NFPA Standard 1720.)

The benchmarks, or standards, by which emergency medical performance is measured include the commonly applied Eisenberg Model and the American Heart Association's *Statement on Chain of Survival*. The commonly accepted benchmark for the delivery of ALS to the scene of a life-threatening incident requires the delivery of ALS within eight minutes and 59 seconds. This response is measured from the receipt of a call to arrival at the scene of an incident.

EISENBERG MODEL

Survivability for a non-breathing person is a function of application of CPR, defibrillation, and advanced life support. Models exist to predict survivability. One commonly applied model is the Eisenberg model, which estimates the probability of survival based on a system's ability to deliver critical services in a timely manner. The model predicts that one-third of all non-breathing and/or cardiac arrest patients may die immediately, and that the remaining individuals' probability of survival decreases by as much as 5.5 percent for each subsequent minute; however, the decrease can be slowed by the application of various procedures (CPR, defibrillation, ACLS).

AMERICAN HEART ASSOCIATION

The American Heart Association, in its *Statement on Chain of Survival*, describes a sequence of events which must occur rapidly to allow a person to survive a sudden cardiac arrest. The chain of survival includes recognition of early warning signs, activation of the emergency medical system, basic cardiopulmonary resuscitation, defibrillation, intubation and intravenous administration of medications. Early defibrillation is identified as a critical link in the chain of survival. A sudden cardiac arrest victim who is not defibrillated within eight to 10 minutes has a very limited chance of survival.

NATIONAL FIRE PROTECTION STANDARD 1710

The response time benchmarks for substantially career fire departments are found in NFPA Standard 1710. The standard presents response time measures and staffing goals and also stipulates that these response time performance objectives should be achieved in at least 90 percent of the incidents. In summary, the response time standards are:

Fire Suppression Incident - Four minutes (240 seconds) or less for the arrival of the first arriving engine company at a fire suppression incident and/or eight minutes (480 seconds) or less for the deployment of a full first-alarm assignment at a fire suppression incident.

Emergency Medical Incident - Four minutes (240 seconds) or less for the arrival of a unit with first responder (or higher) level capability at an emergency medical incident. Eight minutes (480 seconds) or less for the

arrival of an advanced life support unit at an emergency medical incident, where this service is provided by the fire department.

Note: These response time performance objectives should be achieved at least 90 percent of the time.

These NFPA Standard 1710 time lines do not include dispatch and turn-out time. One additional minute is allowed for dispatch and one minute is added for turn-out time, for a total of two minutes. It should be noted that turn-out time is less when a fire department responds to an emergency medical services incident, since personnel are not required to put on turn-out gear.

MONROE-LIVINGSTON EMS COUNCIL PERFORMANCE MEASURES

The Monroe-Livingston EMS Council (MLEMS) has developed a series of performance measures. Exhibit 12 reproduces a chart which displays response time reliability performance measures from the MLEMS website.

EXHIBIT 12

Monroe-Livingston EMS System Performance Measures

Category	Indicator	Definition of Indicator	Rationale Relating Measure to System Quality	Performance Goal
Response Time Reliability	**Call Processing Time**	Time from 911 call intake (alarm) until unit notification including answering the phone, gathering vital information, and initiating a response by dispatching appropriate units (dispatch).	Communication and Dispatch component plays a major role in the efficiency and overall system deployment and response. Thus the communications component must be measured to assess the quality of its individual operations.	95% of calls processed in less than 90 seconds
	Turnout Time "Chute Time"	Time from response unit notification (dispatch) to vehicle wheels rolling toward the incident location. This includes personnel preparation for response, boarding the responding apparatus/vehicle, placing the apparatus/vehicle in gear for response, and wheels rolling toward the emergency scene.	The time from alert to wheels turning provides an indication of the state of readiness of personnel. Minimizing this time is crucial to an immediate response and minimizing response time.	When a resource is staffed, 90% of all Priority 1 and 2 calls turned out in less than 60 seconds.
	Response Time - Urban/Suburban	Time from response unit notification (dispatch) to the arrival of the vehicle on scene at an address/incident location in an urban/suburban environment. This does not include the time to access the patient.	This measurement is indicative of the system's capability to adequately staff, locate, and deploy response resources. It is also indicative of responding personnel's knowledge of the area or dispatcher instruction for efficient travel.	First responder with minimum of BLS capability is on scene 90% of the time in 5:00 for all emergent events (Delta or Echo) where first responder is dispatched
				ALS transport capable vehicle is on scene 90% of the time for Priority 1 calls in 10:00
				ALS transport capable vehicle is on scene 90% of the time for Priority 2 calls in 10:00
				ALS transport capable vehicle is on scene 90% of the time for Priority 3 calls in 15:00
				BLS transport capable vehicle is on scene 90% of the time for Priority 4 calls in 25:00
	Response Time - Rural	Time from response unit notification (dispatch) to the arrival of the vehicle on scene at an address/incident location in a rural environment. This does not include the time to access the patient. Rural is defined by population density as determined by the respective County EMS Medical Director.	This measurement is indicative of the system's capability to adequately staff, locate, and deploy response resources. It is also indicative of responding personnel's knowledge of the area or dispatcher instruction for efficient travel.	First responder with minimum of BLS capability is on scene 90% of the time in 8:00 for all emergent events where first responder is dispatched
				ALS transport capable vehicle is on scene 90% of the time for Priority 1 calls in 17:00
				ALS transport capable vehicle is on scene 90% of the time for Priority 2 calls in 17:00
				ALS transport capable vehicle is on scene 90% of the time for Priority 3 calls in 22:00
				BLS transport capable vehicle is on scene 90% of the time for Priority 4 calls in 32:00
	Back in Service Time "Drop Time"	Arrive at destination until Back in Service Time	The time required to transfer care is representative of the hospital system's ability to receive EMS patients and also of the agency's ability to turn around units for subsequent calls for service.	90% of back in service times are within 30 minutes.
	Call Coverage	Response units are staffed and equipped to respond immediately to a request for emergency medical assistance.	Public service agencies responsible for emergency response must adequately staff mobile units to respond for requests for service in their district in a timely manner.	95% of calls requesting service in the agency's district are covered by that agency or a formal agreement with an alternative agency(ies) to achieve the response time reliability expectations listed above.

Source: Monroe-Livingston EMS Council (MLEMS)

INSURANCE SERVICES OFFICE (ISO)

ISO has established some general station location standards, based on road travel distances. The ISO Fire Suppression Rating Schedule states in item #560, Distribution of Companies: *The built-upon area of the Town should have a first-due engine company within 1.5 miles and a ladder service company within 2.5 miles.* It should be noted that ISO is planning to revise its method of analysis during the next several years.

The Brighton Fire District, West Brighton Fire Protection District, and Brighton Volunteer Ambulance do not have publically stated response benchmarks or goals. The contract between the Town of Brighton and BVA does not state any response goals, or benchmarks. The contract refers to the performance measures developed by the Monroe-Livingston EMS Council. Performance measures used by emergency response agencies should be formally discussed and adopted by each agency, in order to develop a measure of success and provide a benchmark for improvement.

The Brighton Fire District and Brighton Volunteer Ambulance should report the results of its attempts to reach established benchmarks. These performance reports should measure each agency in relation to the response goals that have been publically adopted. Reports should contain the number and type of calls for service and response time information. BVA should indicate the percent of calls requiring transport and the percent of ALS calls and BLS calls for service. The BFD should indicate the number of volunteers responding to major incidents.

FIREFIGHTER SAFETY PRACTICES

The emerging benchmarks and standards discussed above must also be considered in the context of the safety of emergency response personnel. A number of important firefighter safety requirements should be considered.

- The *requirement* for a minimum of four equipped personnel to be present before entry in a structure fire incident.
- The *requirement* for a rapid intervention team (RIT) to be present for safety reasons at working structure fires.
- The r*equirement* for a qualified incident commander and a qualified safety officer to be present at working incidents.

These benchmarks, standards, and practices provide a framework for measuring a fire department. The data from the Brighton Fire District indicate that volunteer response for major incidents is acceptable. For example, the Fire Department averaged 32 responders and officers to building fires. Thus, it appears that the Brighton Fire Department has the capability to operate in a safe manner at a major incident. There is a concern that the West Brighton Fire Department does not have the capability to deliver sufficient resources to the scene of an incident and that proper supervision may not be present in all instances.

COMPUTER MAPPING ANALYSIS

The consultants conducted a computer mapping analysis of the response capability of Brighton Volunteer Ambulance, the Brighton Fire Department, and the West Brighton Fire Department to develop more detailed information about the ability of each agency to respond to emergencies. The computer analysis required the consultants to review maps of the Town, examine transportation networks, conduct site visits to the stations, and review data. The computer mapping analysis allows an evaluation of the current fire and emergency medical services response and deployment system.

MAPPING METHODOLOGY

Response coverage provided from existing emergency response locations in Brighton was analyzed using the consultant's computer mapping capabilities. The model analyzed the travel distances that can be attained by fire and EMS units leaving fire stations or EMS stations and responding throughout the Town within a given time, assuming defined average response speeds. The color-coded maps presented in this report are designed to illustrate each agency's response throughout the Town.

The mapping methodology consists of the following steps:

- Prepare a digitized base map representation of the Brighton street and highway network.
- Locate the EMS and fire stations to be analyzed with respect to that network.

- Assign appropriate road speeds to reflect reasonable response expectations.

- Generate a map indicating travel time from the emergency response stations in two-minute increments to the borders of the community.

The street network is based on TIGER files from the United States Census Bureau. The resulting digitized street network was used in the computer mapping analysis to determine travel times to various points in the Town from the emergency response stations. In order to do this, the longitude and latitude of the fire station location was established and inserted on the digitized street network and speed assignments were made. The TIGER files from the United States Census Bureau report data from the 2000 census.

COMPUTER GENERATED MAPS

Twelve maps were developed for this report. One map shows the location of emergency response stations in the Town of Brighton; five maps display travel time from Brighton and West Brighton Emergency response stations; and one map shows response from the Brighton Volunteer Ambulance station. Two additional maps show the impact of two possible fire station locations (locations A and B). Three maps display response from the two fire stations in the Henrietta Fire District at which career firefighters are deployed.

The maps indicate the streets, area, and resident population covered in two-minute increments. Different speeds for responding apparatus were introduced into the model to reflect actual conditions. The maps required the assignment of average travel speeds to roadways. The maps presented in this report have incorporated an average speed of 28 miles per hour (mph) for roadways in the Town. There are 211.06 miles of improved and unimproved highways, roadways, vehicular trails, and long driveways accessing one or more dwelling units or places of employment in the Town of Brighton. For purposes of mapping, we included an extension of Senator Keating Boulevard equal to .92 mile for Alternatives A and B.

The speeds are based on the consultants' review of road conditions, emergency response conditions, and discussions with Project Committee members. It is quite possible that at some times of the day, or year, these speeds may be exceeded, or not reached, because of weather, traffic, or other conditions. The speeds

are used in the emergency response model solely for planning purposes. The objective is to provide a reasonable graphical representation of time-based response coverage from different emergency response locations within the Town of Brighton. The computer-generated maps indicate the street miles covered within two-minute time increments.

Seven maps in this report focus on the response capability of the West Brighton Fire District, the Brighton Fire District, or Brighton Volunteer Ambulance. Three maps show the response capability of the Henrietta Fire District to respond to the Town of Brighton service area. The maps are listed below.

EXHIBIT 13
LIST OF MAPS

Map 1	Existing Emergency Response Locations
Map 2	Travel Time from BVA Station
Map 3	Travel Time from West Brighton Fire Station
Map 4	Travel Time from BFD Station #1
Map 5	Travel Time from BFD Station #2
Map 6	Travel Time from BFD Station #3
Map 7	Travel Time from BFD Stations #1, #2, and #3
Map 8	Travel Time from Alternative A
Map 9	Travel Time from Alternative B
Map 10	Travel Time from Two Henrietta Stations
Map 11	Travel Time from Two Henrietta Stations (West Brighton and Brighton)
Map 12	Travel Time from Two Henrietta Stations (West Brighton)

The maps depict over-the-road travel, or running times. Two minutes for notification, dispatch, and turn-out time should be added to these times for an estimate of total response time. This will provide a conservative estimate of response capability. Benchmarks and standards generally allow one minute or less for dispatching and one minute or less for turn-out time. For example, a four-minute travel time response represents only part of the response time to an incident. It is necessary to add two minutes to the travel time to establish the total response time.

Map 1 indicates the location of the five existing emergency response stations in Brighton and West Brighton. The locations are shown on a street map of Brighton. The addresses of the current emergency response locations in the Town of Brighton are shown below.

AGENCY	LOCATION
Brighton Volunteer Ambulance	1551 South Winton Road
West Brighton Fire Station	2695 West Henrietta Road
Brighton Fire Station #1	3100 East Avenue
Brighton Fire Station #2	2605 Elmwood Avenue
Brighton Fire Station #3	429 Clover Street

MAPPING DATA - TRAVEL TIME

The computer maps graphically show the response capability of emergency response agencies. Maps 2, 3, 4, 5, and 6 display the coverage from each of the existing emergency response stations in the Town of Brighton. The maps also generate data, which allow the comparison of the current station configuration to alternative station configurations. These data indicate the streets (miles) served by the current system. The maps show the street miles and percent of street miles covered in time increments by a response unit responding to an emergency. The maps present coverage in two-minute time increments.

Exhibits 14 to 21 display street miles covered within two-minute time increments. The data shown in the exhibits in this chapter are generated from the computer maps. Each exhibit is composed of two parts. The top part of the exhibit shows travel time within each time segment; the bottom part of the exhibit presents cumulative response, over time. The street miles covered within time increments is an important measure to consider, since most residents live along roadways. Each exhibit contains the number of miles of roads and percent of roads covered for the entire response area of Brighton and West Brighton. The exhibits also show the number of road miles and percent of roads covered in the Brighton and West Brighton service areas.

Exhibit 14, *Travel Time from BVA Station - Street Miles Covered*, presents the travel time data associated with Map 2 and displays the coverage provided with a response from the current BVA station location. For example, an EMS response unit

would cover 10.1 percent of road miles within two minutes travel time, for the entire Town of Brighton. However, 12.2 percent of the Brighton Fire District service area is covered within two minutes, while there is no coverage provided in the area serviced by the West Brighton Fire Protection District. The bottom part of the exhibit displays the cumulative street miles covered in each time increment. For example, a BVA response unit could respond to10.1 percent of the road miles in the Town within two minutes; within six minutes travel time, a unit could cover 58 percent of roads. Within six minutes, 66 percent of the Brighton Fire District service area is covered and 19 percent of the West Brighton service area is covered.

Brighton Volunteer Ambulance staff indicated that the response speed presented in the computer mapping did not reflect actual average speeds, and that average speeds greater than 30 miles per hour are likely. Incorporating a greater speed would show that BVA covers more street miles within the time increments displayed on the computer maps. The maps have incorporated an average speed of 28 miles per hour for roadways in the Town. After careful consideration of BVA's view, and a review of our analysis, it is our opinion that the average speed of 28 miles per hour is appropriate for emergency response planning purposes.

Exhibit 15, *Travel Time from West Brighton Station - Street Miles Covered,* presents the travel time data associated with Map 3 and displays the coverage provided with a response from the West Brighton Station. Approximately 12.5 percent of the WBFPD street miles are covered by a response from its station within two minutes travel time, and 76 percent of street miles are covered within six minutes.

Exhibit 16, *Travel Time from Brighton Station #1 - Street Miles Covered,* presents the travel time data associated with Map 4 and displays the coverage provided with a response from Station #1. Approximately 11.5 percent of the street miles within the Brighton Fire District and 9.5 percent of the street miles within the Town are covered by a response from Station #1 within two minutes travel time. Within six minutes, approximately 73 percent of the response area of the Brighton Fire District is covered from Station #1; 60 percent of street miles within the Town are covered from Station #1 within six minutes.

Exhibit 17, *Travel Time from Brighton Station #2 - Street Miles Covered,* presents the travel time data associated with Map 5 and displays the coverage

provided with a response from Station #2. Approximately 16.3 percent of the street miles within the Brighton Fire District, and 13.5 percent of the street miles in the Town are covered by a response from Station #2 within two minutes travel time. Within six minutes, approximately 76 percent of the street miles in the Brighton Fire District may be covered from Station #2; 64 percent of street miles within the Town are covered from Station #2 within six minutes.

Exhibit 18, *Travel Time from Brighton Station #3 - Street Miles Covered,* presents the travel time data associated with Map 6 and displays the coverage provided with a response from Station #2. Approximately 11.7 percent of the street miles within the Brighton Fire District may be covered with two minutes. Within six minutes, approximately 38 percent of the street miles within the Brighton Fire District may be covered from Station #3; 68 percent of the street miles within the Brighton Fire District are covered from Station #3 within eight minutes.

Map 7 shows the response from the three Brighton Fire District Fire Stations. The data associated with the map indicate that approximately 82 percent of all road miles in the Brighton Fire District are covered within eight minutes.

EXHIBIT 14
TRAVEL TIME FROM BVA STATION
STREET MILES COVERED

RESPONSE WITHIN EACH TIME SEGMENT

	BRIGHTON AND WEST BRIGHTON SERVICE AREAS		BRIGHTON SERVICE AREA		WEST BRIGHTON SERVICE AREA	
MINUTES	STREET MILES	PERCENT	STREET MILES	PERCENT	STREET MILES	PERCENT
Less than 2	21.28	10.1%	21.28	12.2%		
2 to less than 4	65.28	30.9%	64.65	37.1%	0.63	1.7%
4 to less than 6	35.88	17.0%	29.40	16.9%	6.48	17.5%
6 to less than 8	46.74	22.1%	32.50	18.7%	14.24	38.5%
8 to less than 10	29.46	14.0%	23.68	13.6%	5.78	15.6%
10 to less than 12	2.09	1.0%	0.94	0.5%	1.15	3.1%
12 to less than 14	2.43	1.2%		0.0%	2.43	6.6%
14 to less than 16	0.88	0.4%		0.0%	0.88	2.4%
16 or more	7.02	3.3%	1.65	0.9%	5.37	14.5%
Total Street Miles	211.06	100.0%	174.1	100.0%	36.96	100.0%

CUMULATIVE RESPONSE

	BRIGHTON AND WEST BRIGHTON SERVICE AREAS		BRIGHTON SERVICE AREA		WEST BRIGHTON SERVICE AREA	
MINUTES	STREET MILES	PERCENT	STREET MILES	PERCENT	STREET MILES	PERCENT
Less than 2	21.28	10.1%	21.28	12.2%		
2 to less than 4	86.56	41.0%	85.93	49.4%	0.63	1.7%
4 to less than 6	122.44	58.0%	115.33	66.2%	7.11	19.2%
6 to less than 8	169.18	80.2%	147.83	84.9%	21.35	57.8%
8 to less than 10	198.64	94.1%	171.51	98.5%	27.13	73.4%
10 to less than 12	200.73	95.1%	172.45	99.1%	28.28	76.5%
12 to less than 14	203.16	96.3%		0.0%	30.71	83.1%
14 to less than 16	204.04	96.7%		0.0%	31.59	85.5%
16 or more	7.02	3.3%	1.65	0.9%	5.37	14.5%
Total Street Miles	211.06	100.0%	174.1	100.0%	36.96	100.0%

EXHIBIT 15
TRAVEL TIME FROM WEST BRIGHTON STATION
STREET MILES COVERED

RESPONSE WITHIN EACH TIME SEGMENT

	BRIGHTON AND WEST BRIGHTON SERVICE AREAS		WEST BRIGHTON SERVICE AREA		BRIGHTON SERVICE AREA	
MINUTES	STREET MILES	PERCENT	STREET MILES	PERCENT	STREET MILES	PERCENT
Less than 2	4.62	2.2%	4.62	12.5%		0.0%
2 to less than 4	17.15	8.1%	16.57	44.8%	0.58	0.3%
4 to less than 6	13.30	6.3%	6.81	18.4%	6.49	3.7%
6 to less than 8	20.91	9.9%	3.40	9.2%	17.51	10.1%
8 to less than 10	44.23	21.0%	0.88	2.4%	43.35	24.9%
10 to less than 12	30.15	14.3%		0.0%	30.15	17.3%
12 to less than 14	13.54	6.4%		0.0%	13.54	7.8%
14 to less than 16	32.09	15.2%		0.0%	32.09	18.4%
16 to less than 18	26.87	12.7%		0.0%	26.87	15.4%
18 to less than 20	2.00	0.9%		0.0%	2	1.1%
20 or more	6.20	2.9%	4.68	12.7%	1.52	0.9%
Total Street Miles	211.06	100.0%	36.96	100.0%	174.1	100.0%

CUMULATIVE RESPONSE

	BRIGHTON AND WEST BRIGHTON SERVICE AREAS		WEST BRIGHTON SERVICE AREA		BRIGHTON SERVICE AREA	
MINUTES	STREET MILES	PERCENT	STREET MILES	PERCENT	STREET MILES	PERCENT
Less than 2	4.62	2.2%	4.62	12.5%		0.0%
2 to less than 4	21.77	10.3%	21.19	57.3%	0.58	0.3%
4 to less than 6	35.07	16.6%	28.00	75.8%	7.07	4.1%
6 to less than 8	55.98	26.5%	31.40	85.0%	24.58	14.1%
8 to less than 10	100.21	47.5%	32.28	87.3%	67.93	39.0%
10 to less than 12	130.36	61.8%		0.0%	98.08	56.3%
12 to less than 14	143.90	68.2%		0.0%	111.62	64.1%
14 to less than 16	175.99	83.4%		0.0%	143.71	82.5%
16 to less than 18	202.86	96.1%		0.0%	170.58	98.0%
18 to less than 20	204.86	97.1%		0.0%	172.58	99.1%
20 or more	6.20	2.9%	4.68	12.7%	1.52	0.9%
Total Street Miles	211.06	100.0%	36.96	100.0%	174.1	100.0%

EXHIBIT 16
TRAVEL TIME FROM BRIGHTON STATION #1
STREET MILES COVERED

RESPONSE WITHIN EACH TIME SEGMENT

	BRIGHTON AND WEST BRIGHTON SERVICE AREAS		BRIGHTON SERVICE AREA		WEST BRIGHTON SERVICE AREA	
MINUTES	STREET MILES	PERCENT	STREET MILES	PERCENT	STREET MILES	PERCENT
Less than 2	19.96	9.5%	19.96	11.5%		
2 to less than 4	54.82	26.0%	54.82	31.5%		
4 to less than 6	52.20	24.7%	52.20	30.0%		
6 to less than 8	33.02	15.6%	31.85	18.3%	1.17	3.2%
8 to less than 10	14.56	6.9%	13.33	7.7%	1.23	3.3%
10 to less than 12	10.46	5.0%	0.25	0.1%	10.21	27.6%
12 to less than 14	12.09	5.7%		0.0%	12.09	32.7%
14 to less than 16	4.85	2.3%		0.0%	4.85	13.1%
16 to less than 18	0.68	0.3%		0.0%	0.68	1.8%
18 to less than 20	2.75	1.3%		0.0%	2.75	7.4%
20 to less than 22	0.10	0.0%		0.0%	0.10	0.3%
22 or more	5.57	2.6%	1.69	1.0%	3.88	10.5%
Total Street Miles	211.06	100.0%	174.1	100.0%	36.96	100.0%

CUMULATIVE RESPONSE

	BRIGHTON AND WEST BRIGHTON SERVICE AREAS		BRIGHTON SERVICE AREA		WEST BRIGHTON SERVICE AREA	
MINUTES	STREET MILES	PERCENT	STREET MILES	PERCENT	STREET MILES	PERCENT
Less than 2	19.96	9.5%	19.96	11.5%		
2 to less than 4	74.78	35.4%	74.78	43.0%		
4 to less than 6	126.98	60.2%	126.98	72.9%		
6 to less than 8	160.00	75.8%	158.83	91.2%	1.17	
8 to less than 10	174.56	82.7%	172.16	98.9%	2.40	6.5%
10 to less than 12	185.02	87.7%	172.41	99.0%	12.61	34.1%
12 to less than 14	197.11	93.4%		0.0%	24.7	66.8%
14 to less than 16	201.96	95.7%		0.0%	29.55	80.0%
16 to less than 18	202.64	96.0%		0.0%	29.08	78.7%
18 to less than 20	205.39	97.3%		0.0%	30.23	81.8%
20 to less than 22	205.49	97.4%		0.0%	33.08	89.5%
22 or more	5.57	2.6%	1.69	1.0%	3.88	10.5%
Total Street Miles	211.06	100.0%	174.1	100.0%	36.96	100.0%

EXHIBIT 17
TRAVEL TIME FROM BRIGHTON STATION #2
STREET MILES COVERED

RESPONSE WITHIN EACH TIME SEGMENT

	BRIGHTON AND WEST BRIGHTON SERVICE AREAS		BRIGHTON SERVICE AREA		WEST BRIGHTON SERVICE AREA	
MINUTES	STREET MILES	PERCENT	STREET MILES	PERCENT	STREET MILES	PERCENT
Less than 2	28.43	13.5%	28.43	16.3%		
2 to less than 4	52.33	24.8%	51.58	29.6%	0.75	2.0%
4 to less than 6	53.55	25.4%	51.96	29.8%	1.59	4.3%
6 to less than 8	43.88	20.8%	34.39	19.8%	9.49	25.7%
8 to less than 10	17.99	8.5%	5.90	3.4%	12.09	32.7%
10 to less than 12	5.14	2.4%	0.06	0.0%	5.08	13.7%
12 to less than 14	0.07	0.0%		0.0%	0.07	0.2%
14 to less than 16	3.04	1.4%		0.0%	3.04	8.2%
16 to less than 18	0.14	0.1%		0.0%	0.14	0.4%
18 to less than 20	6.49	3.1%	1.78	1.0%	4.71	12.7%
Total Street Miles	211.06	100.0%	174.1	100.0%	36.96	100.0%

CUMULATIVE RESPONSE

	BRIGHTON AND WEST BRIGHTON SERVICE AREAS		BRIGHTON SERVICE AREA		WEST BRIGHTON SERVICE AREA	
MINUTES	STREET MILES	PERCENT	STREET MILES	PERCENT	STREET MILES	PERCENT
Less than 2	28.43	13.5%	28.43	16.3%		
2 to less than 4	80.76	38.3%	80.01	46.0%	0.75	2.0%
4 to less than 6	134.31	63.6%	131.97	75.8%	2.34	6.3%
6 to less than 8	178.19	84.4%	166.36	95.6%	11.83	32.0%
8 to less than 10	196.18	92.9%	172.26	98.9%	23.92	64.7%
10 to less than 12	201.32	95.4%	172.32	99.0%	29.00	78.5%
12 to less than 14	201.39	95.4%		0.0%	29.07	78.7%
14 to less than 16	204.43	96.9%		0.0%	32.11	86.9%
16 to less than 18	204.57	96.9%		0.0%	32.25	87.3%
18 to less than 20	6.49	3.1%	1.78	1.0%	4.71	12.7%
Total Street Miles	211.06	100.0%	174.1	100.0%	36.96	100.0%

EXHIBIT 18
TRAVEL TIME FROM BRIGHTON STATION #3
STREET MILES COVERED

RESPONSE WITHIN EACH TIME SEGMENT

	BRIGHTON AND WEST BRIGHTON SERVICE AREAS		BRIGHTON SERVICE AREA		WEST BRIGHTON SERVICE AREA	
MINUTES	STREET MILES	PERCENT	STREET MILES	PERCENT	STREET MILES	PERCENT
Less than 2	20.32	9.6%	20.32	11.7%		
2 to less than 4	20.68	9.8%	20.68	11.9%		
4 to less than 6	24.61	11.7%	24.61	14.1%		
6 to less than 8	53.56	25.4%	53.56	30.8%		
8 to less than 10	31.09	14.7%	31.09	17.9%		
10 to less than 12	21.69	10.3%	20.64	11.9%	1.05	2.8%
12 to less than 14	8.52	4.0%	1.63	0.9%	6.89	18.6%
14 to less than 16	13.79	6.5%		0.0%	13.79	37.3%
16 to less than 18	5.65	2.7%		0.0%	5.65	15.3%
18 to less than 20	1.05	0.5%		0.0%	1.05	2.8%
20 to less than 22	3.44	1.6%		0.0%	3.44	9.3%
22 or more	6.66	3.2%	1.57	0.9%	5.09	13.8%
Total Street Miles	211.06	100.0%	174.1	100.0%	36.96	100.0%

CUMULATIVE RESPONSE

	BRIGHTON AND WEST BRIGHTON SERVICE AREAS		BRIGHTON SERVICE AREA		WEST BRIGHTON SERVICE AREA	
MINUTES	STREET MILES	PERCENT	STREET MILES	PERCENT	STREET MILES	PERCENT
Less than 2	20.32	9.6%	20.32	11.7%		
2 to less than 4	41.00	19.4%	41.00	23.5%		
4 to less than 6	65.61	31.1%	65.61	37.7%		
6 to less than 8	119.17	56.5%	119.17	68.4%		
8 to less than 10	150.26	71.2%	150.26	86.3%		
10 to less than 12	171.95	81.5%	170.90	98.2%	1.05	2.8%
12 to less than 14	180.47	85.5%	172.53	99.1%	7.94	21.5%
14 to less than 16	194.26	92.0%		0.0%	21.73	58.8%
16 to less than 18	199.91	94.7%		0.0%	27.38	74.1%
18 to less than 20	200.96	95.2%		0.0%	28.43	76.9%
20 to less than 22	204.40	96.8%		0.0%	31.87	86.2%
22 or more	6.66	3.2%	1.57	0.9%	5.09	13.8%
Total Street Miles	211.06	100.0%	174.1	100.0%	36.96	100.0%

EXHIBIT 19
PERCENT OF STREET MILES IN THE TOWN OF BRIGHTON
COVERED FROM BRIGHTON FIRE DISTRICT FIRE STATIONS
CUMULATIVE RESPONSE

LOCATION	STREET MILES	PERCENT
2 to less than 4	72.87	34.5%
4 to less than 6	144.95	68.7%
6 to less than 8	172.21	81.6%
8 to less than 10	181.87	86.2%
Street miles not covered	36.96	13.8%

The following two exhibits display travel time from Alternative Location A and Alternative Location B. Location A and Location B are not intended to be specific locations; no specific locations have been identified for future fire stations. These locations are intended to identify a general area where a fire station could be situated.

Exhibit 20, *Travel Time from Alternative Location A - Street Miles Covered*, presents the travel time data associated with Map 8 and displays the coverage provided with a response from a station located in the general area of Alternative Location A. This location is near Monroe County Community College, and is intended to replace the current West Brighton Fire Station. A fire station located in this area could cover approximately 62 percent of the West Brighton Fire Protection District within four minutes.

Exhibit 21, *Travel Time from Alternative Location B - Street Miles Covered*, presents the travel time data associated with Map 9 and displays the coverage provided with a response from a station located in the general area of Alternative Location B. This location is near Interstate 590 and South Winton Road. The general location proposed for this new location indicates that approximately 5.1 percent of the area now covered by the West Fire Protection District would be covered by this response station, within four minutes; however, approximately 48 percent of the street miles within the Brighton Fire District would be covered within six minutes. The need for this station will depend on development in the area.

EXHIBIT 20
TRAVEL TIME FROM FIRE STATION ALTERNATIVE A
STREET MILES COVERED

RESPONSE WITHIN EACH TIME SEGMENT

	BRIGHTON AND WEST BRIGHTON SERVICE AREAS		BRIGHTON SERVICE AREA		WEST BRIGHTON SERVICE AREA	
MINUTES	STREET MILES	PERCENT	STREET MILES	PERCENT	STREET MILES	PERCENT
Less than 2	10.31	4.9%	0.16	0.1%	10.15	27.5%
2 to less than 4	18.59	8.8%	5.68	3.2%	12.91	34.9%
4 to less than 6	25.79	12.2%	20.88	11.9%	4.91	13.3%
6 to less than 8	60.00	28.3%	58.81	33.6%	1.19	3.2%
8 to less than 10	22.64	10.7%	20.31	11.6%	2.33	6.3%
10 to less than 12	26.45	12.5%	26.24	15.0%	0.21	0.6%
12 to less than 14	34.68	16.4%	34.68	19.8%		0.0%
14 to less than 16	5.49	2.6%	5.49	3.1%		0.0%
16 to less than 18	8.03	3.8%	2.77	1.6%	5.26	14.2%
Total Street Miles	211.98	100.0%	175.02	100.0%	36.96	100.0%

CUMULATIVE RESPONSE

	BRIGHTON AND WEST BRIGHTON SERVICE AREAS		BRIGHTON SERVICE AREA		WEST BRIGHTON SERVICE AREA	
MINUTES	STREET MILES	PERCENT	STREET MILES	PERCENT	STREET MILES	PERCENT
Less than 2	10.31	4.9%	0.16	0.1%	10.15	27.5%
2 to less than 4	28.90	13.6%	5.84	3.3%	23.06	62.4%
4 to less than 6	54.69	25.8%	26.72	15.3%	27.97	75.7%
6 to less than 8	114.69	54.1%	85.53	48.9%	29.16	78.9%
8 to less than 10	137.33	64.8%	105.84	60.5%	31.49	85.2%
10 to less than 12	163.78	77.3%	132.08	75.5%	31.70	85.8%
12 to less than 14	198.46	93.6%	166.76	95.3%		0.0%
14 to less than 16	203.95	96.2%	172.25	98.4%		0.0%
16 to less than 18	8.03	3.8%	2.77	1.6%	5.26	14.2%
Total Street Miles	211.98	100.0%	175.02	100.0%	36.96	100.0%

EXHIBIT 21
TRAVEL TIME FROM FIRE STATION ALTERATIVE B
STREET MILES COVERED

RESPONSE WITHIN EACH TIME SEGMENT

	BRIGHTON AND WEST BRIGHTON SERVICE AREAS		BRIGHTON SERVICE AREA		WEST BRIGHTON SERVICE AREA	
MINUTES	STREET MILES	PERCENT	STREET MILES	PERCENT	STREET MILES	PERCENT
Less than 2	15.61	7.4%	15.40	8.8%	0.21	0.6%
2 to less than 4	56.94	26.9%	55.18	31.5%	1.76	4.8%
4 to less than 6	44.80	21.1%	33.27	19.0%	11.53	31.2%
6 to less than 8	39.93	18.8%	29.33	16.8%	10.60	28.7%
8 to less than 10	37.73	17.8%	33.37	19.1%	4.36	11.8%
10 to less than 12	7.14	3.4%	6.59	3.8%	0.55	1.5%
12 to less than 14	3.34	1.6%	0.15	0.1%	3.19	8.6%
14 or more	6.49	3.1%	1.73	1.0%	4.76	12.9%
Total Street Miles	211.98	100.0%	175.02	100.0%	36.96	100.0%

CUMULATIVE RESPONSE

	BRIGHTON AND WEST BRIGHTON SERVICE AREAS		BRIGHTON SERVICE AREA		WEST BRIGHTON SERVICE AREA	
MINUTES	STREET MILES	PERCENT	STREET MILES	PERCENT	STREET MILES	PERCENT
Less than 2	15.61	7.4%	15.40	8.8%	0.21	0.6%
2 to less than 4	72.55	34.2%	70.58	40.3%	1.97	5.3%
4 to less than 6	117.35	55.4%	103.85	59.3%	13.50	36.5%
6 to less than 8	157.28	74.2%	133.18	76.1%	24.10	65.2%
8 to less than 10	195.01	92.0%	166.55	95.2%	28.46	77.0%
10 to less than 12	202.15	95.4%	173.14	98.9%	29.01	78.5%
12 to less than 14	205.49	96.9%	173.29	99.0%	32.20	87.1%
14 or more	6.49	3.1%	1.73	1.0%	4.76	12.9%
Total Street Miles	211.98	100.0%	175.02	100.0%	36.96	100.0%

Exhibits 22 to 25 compare Alternative locations A and B. A comparison of mapping data indicates that closing the current West Brighton Fire Station and locating a station near the Community College would provide the West Brighton service area with effective coverage. Exhibit 22 shows the cumulative response from the current West Brighton Fire Station and the response from the Alternative A fire station location. Response by units from the location would provide a strong initial response to the West Brighton service area.

EXHIBIT 22
TRAVEL TIME FROM CURRENT WEST BRIGHTON FIRE STATION AND ALTERNATIVE A
STREET MILES COVERED IN THE WEST BRIGHTON SERVICE AREA

	CUMULATIVE RESPONSE			
	CURRENT WEST BRIGHTON FIRE STATION		PROPOSED ALTERNATIVE A FIRE STATION	
MINUTES	STREET MILES	PERCENT	STREET MILES	PERCENT
Less than 2	4.62	12.5%	10.15	27.5%
2 to less than 4	21.19	57.3%	23.06	62.4%
4 to less than 6	28.00	75.8%	27.97	75.7%
6 to less than 8	31.40	85.0%	29.16	78.9%
8 to less than 10	32.28	87.3%	31.49	85.2%
10 to less than 12		0.0%	31.70	85.8%
12 or more	4.68	12.7%	5.26	14.2%
Total Street Miles	36.96	100.0%	36.96	100.0%

Exhibit 23 compares the coverage which can be provided to the Brighton Fire District service area from the current West Brighton Fire Station and the proposed Alternative A. A response from the current fire station covers 39 percent of the Brighton Fire Department service area within eight to ten minutes. A response from Alternative Location A would provide coverage to almost 49 percent of the Brighton Fire Department's service area within six to eight minutes.

EXHIBIT 23
TRAVEL TIME FROM CURRENT WEST BRIGHTON FIRE STATION AND ALTERNATIVE A COMPARED

STREET MILES COVERED IN THE BRIGHTON SERVICE AREA

	ALTERNATIVE A RESPONSE TO BRIGHTON FIRE DEPARTMENT SERVICE AREA		CURRENT BRIGHTON FIRE STATION RESPONSE TO BRIGHTON FIRE DEPARTMENT SERVICE AREA	
MINUTES	STREET MILES	PERCENT	STREET MILES	PERCENT
Less than 2	0.16	0.1%		0.0%
2 to less than 4	5.84	3.3%	0.58	0.3%
4 to less than 6	26.72	15.3%	7.07	4.1%
6 to less than 8	85.53	48.9%	24.58	14.1%
8 to less than 10	105.84	60.5%	67.93	39.0%
10 to less than 12	132.08	75.5%	98.08	56.3%
12 to less than 14	166.76	95.3%	111.62	64.1%
14 to less than 16	172.25	98.4%	143.71	82.5%
16 to less than 18	2.77	1.6%	170.58	98.0%
18 to less than 20			172.58	99.1%
20 or more			1.52	0.9%
Total Street Miles	175.02	100.0%	174.1	100.0

Exhibit 24 compares the coverage or support which can be provided to the West Brighton service area from a possible fire station location, Alternative B, located in the Brighton Fire District. The exhibit compares a response within West Brighton from the current fire station, Alternative Location A, and Alternative Location B.

EXHIBIT 24
TRAVEL TIME FROM CURRENT WEST BRIGHTON FIRE STATION, ALTERNATIVE A, AND ALTERNATIVE B
STREET MILES COVERED IN THE WEST BRIGHTON SERVICE AREA

CUMULATIVE RESPONSE

	CURRENT STATION WEST BRIGHTON SERVICE AREA		ALTERNATIVE A WEST BRIGHTON SERVICE AREA		ALTERNATIVE B WEST BRIGHTON SERVICE AREA	
MINUTES	STREET MILES	PERCENT	STREET MILES	PERCENT	STREET MILES	PERCENT
Less than 2	4.62	12.5%	10.15	27.5%	0.21	0.6%
2 to less than 4	21.19	57.3%	23.06	62.4%	1.97	5.3%
4 to less than 6	28.00	75.8%	27.97	75.7%	13.50	36.5%
6 to less than 8	31.40	85.0%	29.16	78.9%	24.10	65.2%
8 to less than 10	32.28	87.3%	31.49	85.2%	28.46	77.0%
10 to less than 12			31.70	85.8%	29.01	78.5%
12 to less than 14				0.0%	32.20	87.1%
14 or more				0.0%	4.76	12.9%
Total Street Miles			5.26	14.2%	36.96	100.0%

Exhibit 25 summarizes several of the exhibits above by illustrating coverage within four to six minutes and six to eight minutes in the West Brighton service area from the current fire station, Alterative Location A, and Alternative Location B.

EXHIBIT 25
PERCENT OF STREET MILES COVERED WITHIN THE WEST BRIGHTON SERVICE AREA FROM CURRENT FIRE STATION, ALTERNATIVE A, AND ALTERNATIVE B

	CUMULATIVE RESPONSE	
	FOUR TO SIX MINUTES	SIX TO EIGHT MINUTES
LOCATION	PERCENT	PERCENT
Current West Brighton Station	75.8%	85.0%
Alternative A	75.7%	78.9%
Alternative B	36.3%	65.0%

Exhibit 26 compares the coverage or support which can be provided from the West Brighton service area to the Brighton service area from a fire station situated at Alternative Location A.

EXHIBIT 26
PERCENT OF STREET MILES COVERED WITHIN THE BRIGHTON SERVICE AREA FROM THE CURRENT WEST BRIGHTON FIRE STATION AND ALTERNATIVE A

	CUMULATIVE RESPONSE	
	FOUR TO SIX MINUTES	SIX TO EIGHT MINUTES
LOCATION	PERCENT	PERCENT
Current West Brighton Station	4.1%	14.1%
Alternative A	15.3%	48.9%

Maps 2 to 9, and the data associated with the maps, demonstrate the following:

- Consolidation of the West Brighton Fire Protection District into the Brighton Fire District is feasible, if the Brighton Fire District staffs the current West Brighton Fire Station with personnel 24/7 and relies on mutual aid for support.

- The Brighton Fire District could redeploy the one firefighter at Station #3 to another location, such as Station #2.

- The implementation of a three-station deployment configuration has merit; a four fire station configuration also has merit. The four-station alternative assumes that Brighton Fire Department Station #3 serves as a volunteer and bunker program fire station.

- The response from EMS units operating from one location results in delayed response in several areas of the Town, such as West Brighton.

- The location of a new fire station at, or near, Monroe Community College would enable the provision of fire and rescue services to both the West Brighton and Brighton service areas. Volunteer and paid personnel would be deployed at this new station. A station in this area would enable Monroe Community College to expand the bunker program. The current West Brighton Fire Station would be closed under this approach.

Maps 10, 11, and 12 display the response from two Henrietta Fire District stations: Station #4, located at 850 Bailey Road (headquarters) and Station #5, located at 230 Pinnacle Road. Career firefighters staff both stations. Map 10 shows the response from Henrietta Fire Stations #4 and #5, and the area covered in the Henrietta Fire District, the West Brighton Fire Protection District, and the Brighton Fire District. The map displays the capability of the Henrietta Fire Department to respond rapidly with career personnel. Map 11 shows the coverage from the two Henrietta fire stations to the West Brighton service area and the Brighton Fire District service area. Map 12 displays the area covered by a response from the two Henrietta fire stations to West Brighton. Exhibit 27, *Travel Time from Two Henrietta Fire Stations - Street Miles Covered*, presents the travel time data associated with Map 12 and displays the coverage provided to the West Brighton Fire Protection District service area only. The data associated with the map indicate that approximately 24.6 percent of the streets in West Brighton are covered by a response from both Henrietta stations within four minutes; within six minutes, 63.5 percent of the streets are covered, within eight minutes, almost 82 percent of the streets are covered.

EXHIBIT 27
TRAVEL TIME FROM HENRIETTA FIRE STATIONS #4 AND #5
STREET MILES COVERED IN THE WEST BRIGHTON SERVICE AREA

RESPONSE WITHIN EACH TIME SEGMENT

	WEST BRIGHTON SERVICE AREA	
MINUTES	STREET MILES	PERCENT
Less than 2	1.16	3.1%
2 to less than 4	7.93	21.4%
4 to less than 6	14.39	38.9%
6 to less than 8	6.72	18.2%
8 to less than 10	1.75	4.7%
10 or more	5.04	13.6%
Total Street Miles	36.99	100.0%

CUMULATIVE RESPONSE

	WEST BRIGHTON SERVICE AREA	
MINUTES	STREET MILES	PERCENT
Less than 2	1.16	3.1%
2 to less than 4	9.09	24.6%
4 to less than 6	23.48	63.5%
6 to less than 8	30.20	81.6%
8 to less than 10	31.95	86.4%
10 or more	5.04	13.6%
Total Street Miles	36.99	100.0%

Exhibit 28 compares response from the Brighton Fire District and the Henrietta Fire District to the West Brighton Fire Protection District. The exhibit shows the response capability from the current station location in West Brighton, and the proposed Alternative Location A, and Alternative Location B.

EXHIBIT 28
PERCENT OF STREET MILES COVERED WITHIN THE WEST BRIGHTON SERVICE AREA

	CUMULATIVE RESPONSE		
	WITHIN FOUR MINUTES	WITHIN SIX MINUTES	WITHIN EIGHT MINUTES
LOCATION		PERCENT	PERCENT
Current West Brighton Station	57.3%	75.8%	85%
Alternative A	62.4%	75.7%	78.9%
Alternative B	5.1%	36.3%	65%
Henrietta Fire Stations #4 and #5	24.6%	63.5%	81.6%
Brighton Fire Station #2	2.0%	6.3%	32.0%

Maps10, 11 and 12, and the data associated with the maps, demonstrate the following:

- The Henrietta Fire Department is able to provide more rapid emergency response than the Brighton Fire Department to the West Brighton Fire Protection District.

- The locations of the Henrietta Fire District Stations #4 and #5provide the capability to serve the West Brighton area more effectively than the Brighton Fire District stations.

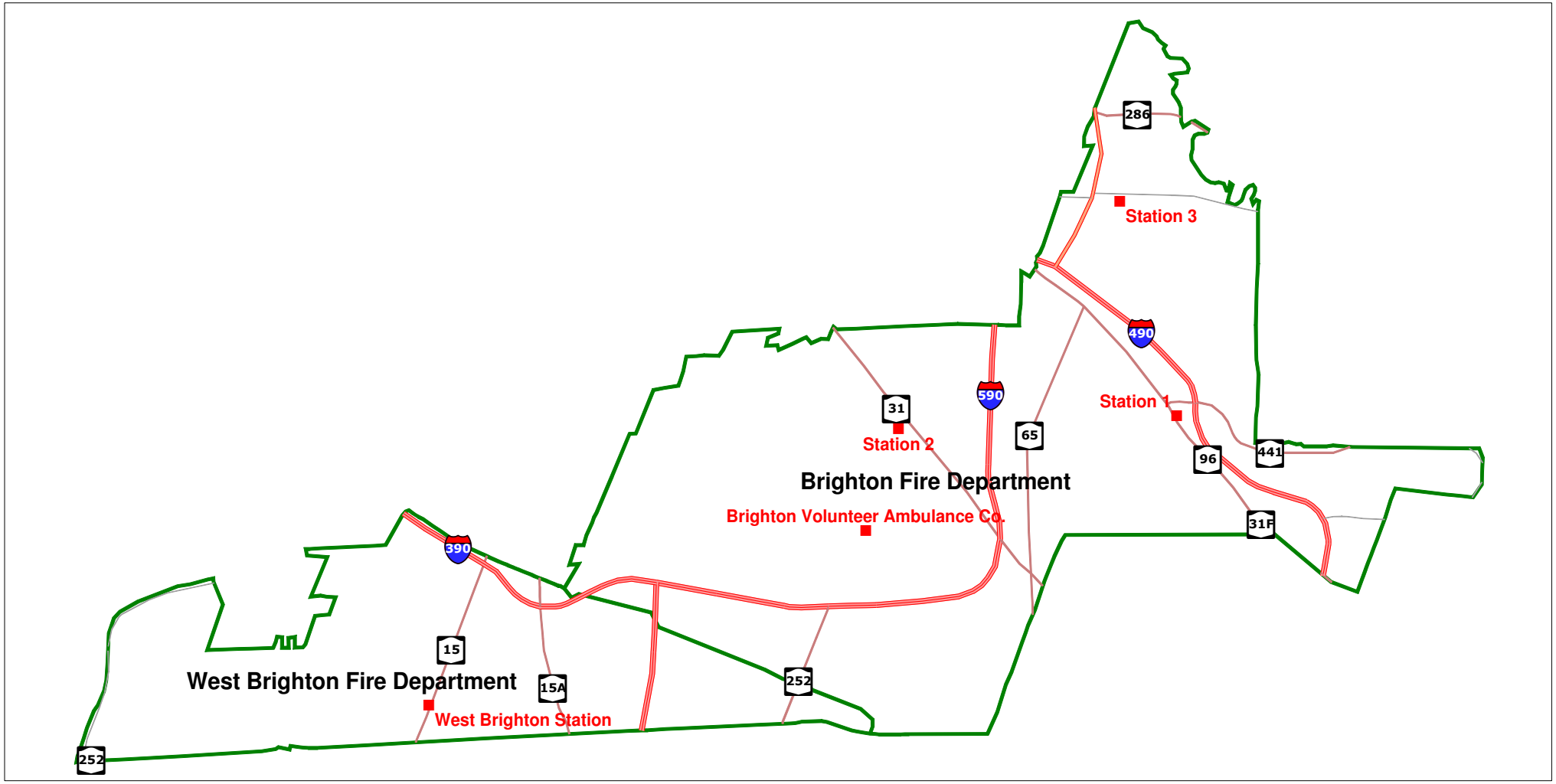
In addition to examining the general response capability of the Henrietta Fire District and the Brighton Fire District, the consultants examined the ability of the Rochester Fire Department to provide services to the West Brighton service area. As a result of technical difficulties in constructing a base map, the consultants reviewed the capability of the Rochester Fire Department to respond to the West Brighton service area by identifying the primary response stations which currently service West Brighton and estimating the distances to more than 20 locations in West Brighton. The consultants were able to estimate the road miles covered by Rochester Fire Department units. In addition, the consultants examined the distance from response stations to the borders of the West Brighton service area. For example, the Rochester Fire Department deploys Truck #3 and Engine #8 at the fire station located at 1261 South Avenue. This station is 2.6 miles from the West Brighton fire station located at 2695 West Henrietta Road, and is the primary response station for the

West Brighton area. The Rochester station is approximately 1.5 miles from the border of the West Brighton service area. The Henrietta Fire District station located at 850 Bailey Road is approximately the same distance from the boundary of the West Brighton service area.

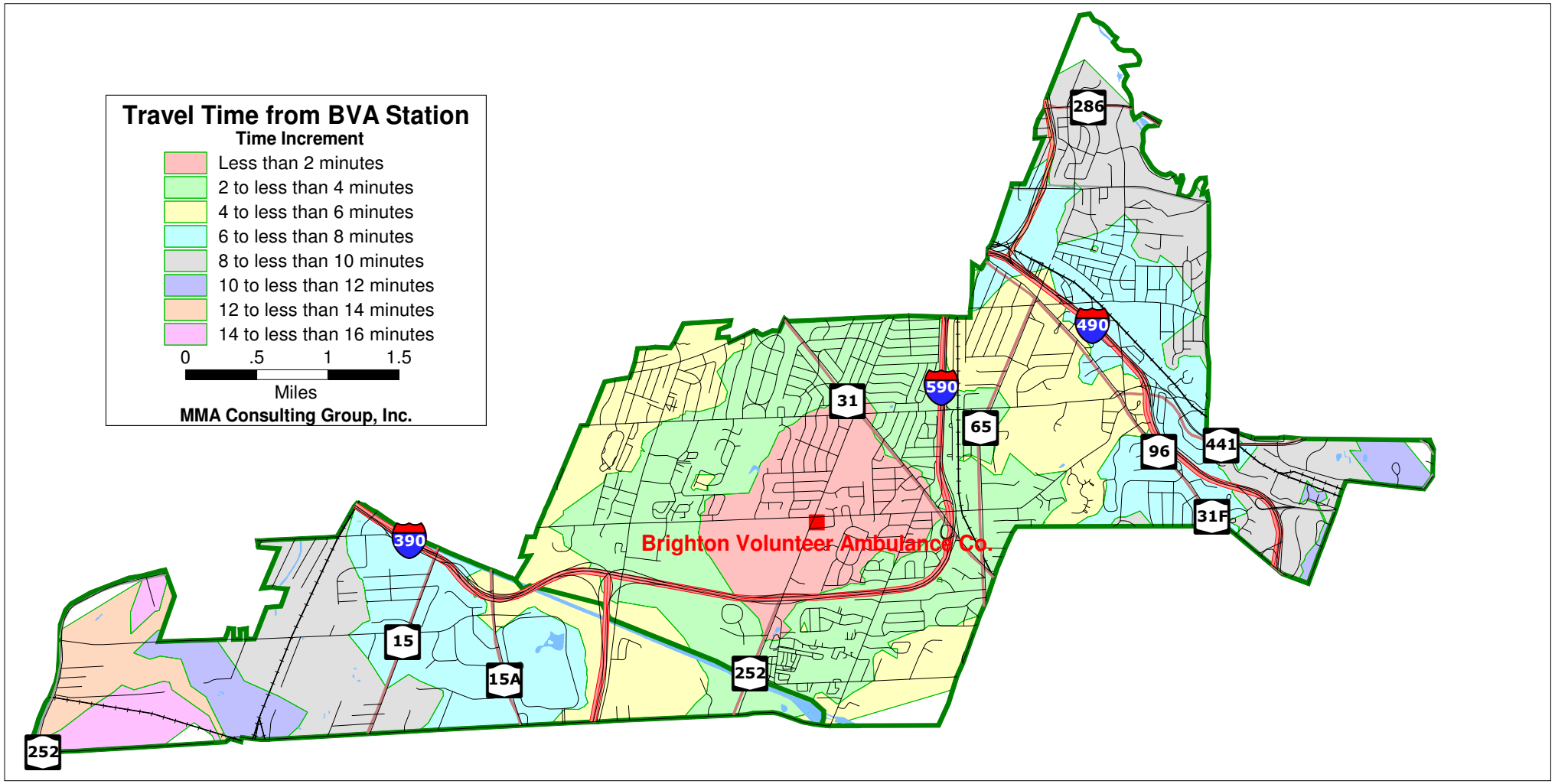
Based on MMACG's analysis, the Rochester Fire Department would be able to provide a level of response to West Brighton similar to the Henrietta Fire Department. It is estimated that a response from the RFD results in the coverage of 15 to 20 percent of road miles in the West Brighton service area within four minutes; 55 to 60 percent of road miles in the West Brighton service area within six minutes; and 70 to 80 percent of road miles in the West Brighton service area within eight minutes.

MAP 1

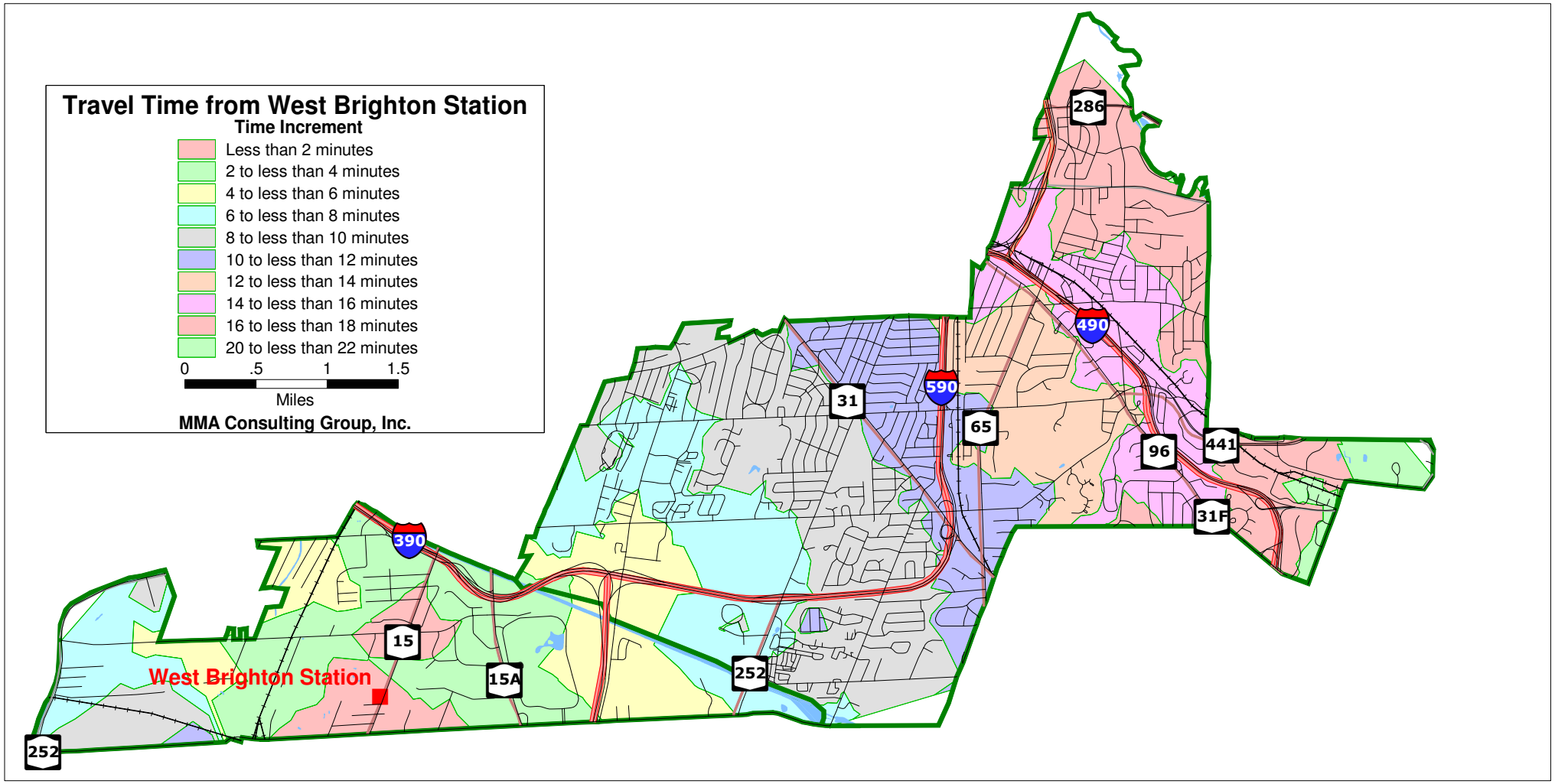
EXISTING EMERGENCY RESPONSE LOCATIONS



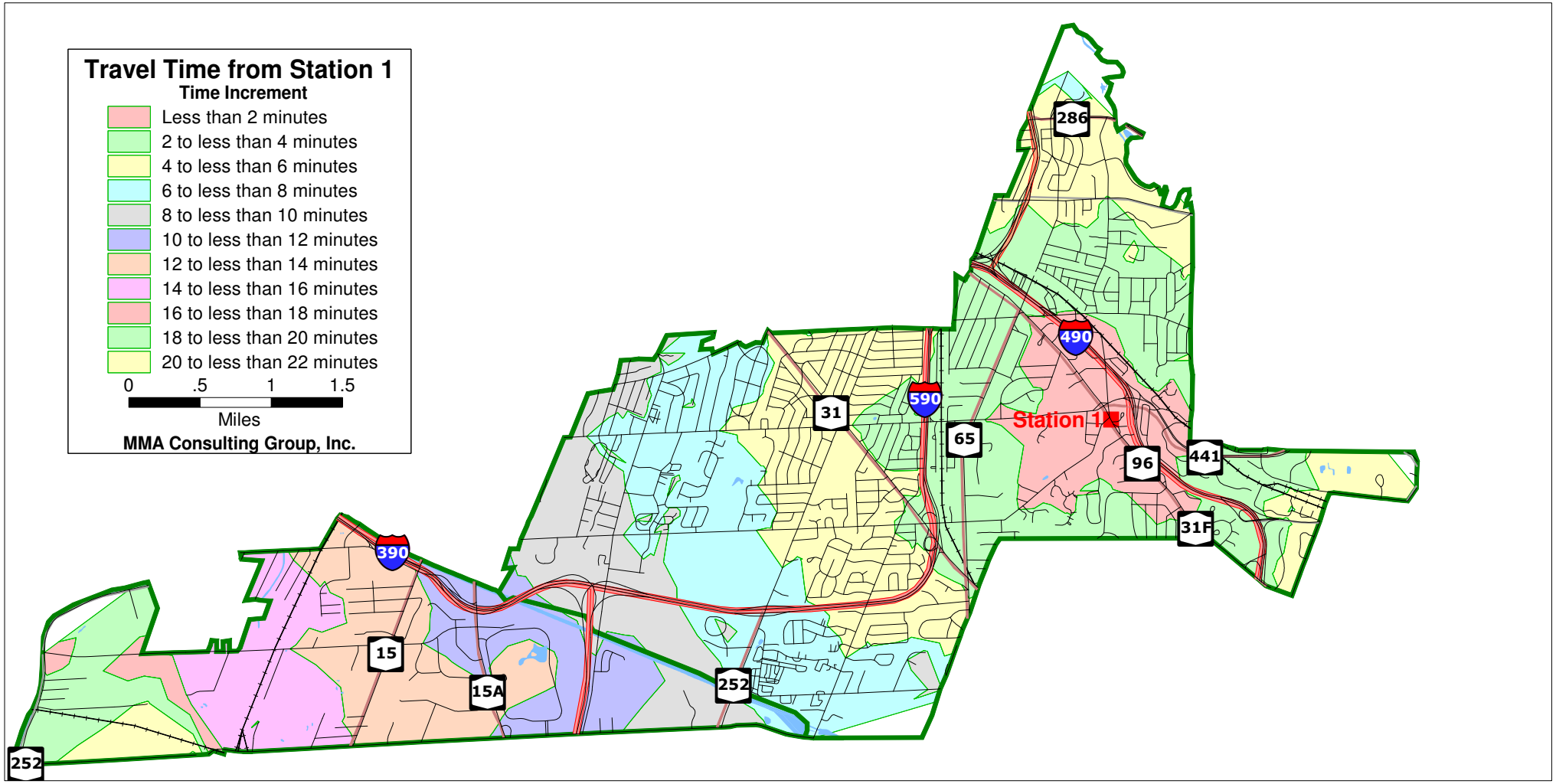
MAP 2


Travel Time from BVA Station
Time Increment
Less than 2 minutes
2 to less than 4 minutes
4 to less than 6 minutes
6 to less than 8 minutes
8 to less than 10 minutes
10 to less than 12 minutes
12 to less than 14 minutes
14 to less than 16 minutes
0
.5
1
1.5
Miles
MMA Consulting Group, Inc.
286
490
590
31
65
96
441
31F
390
15
15A
252
252
Brighton Volunteer Ambulance Co.

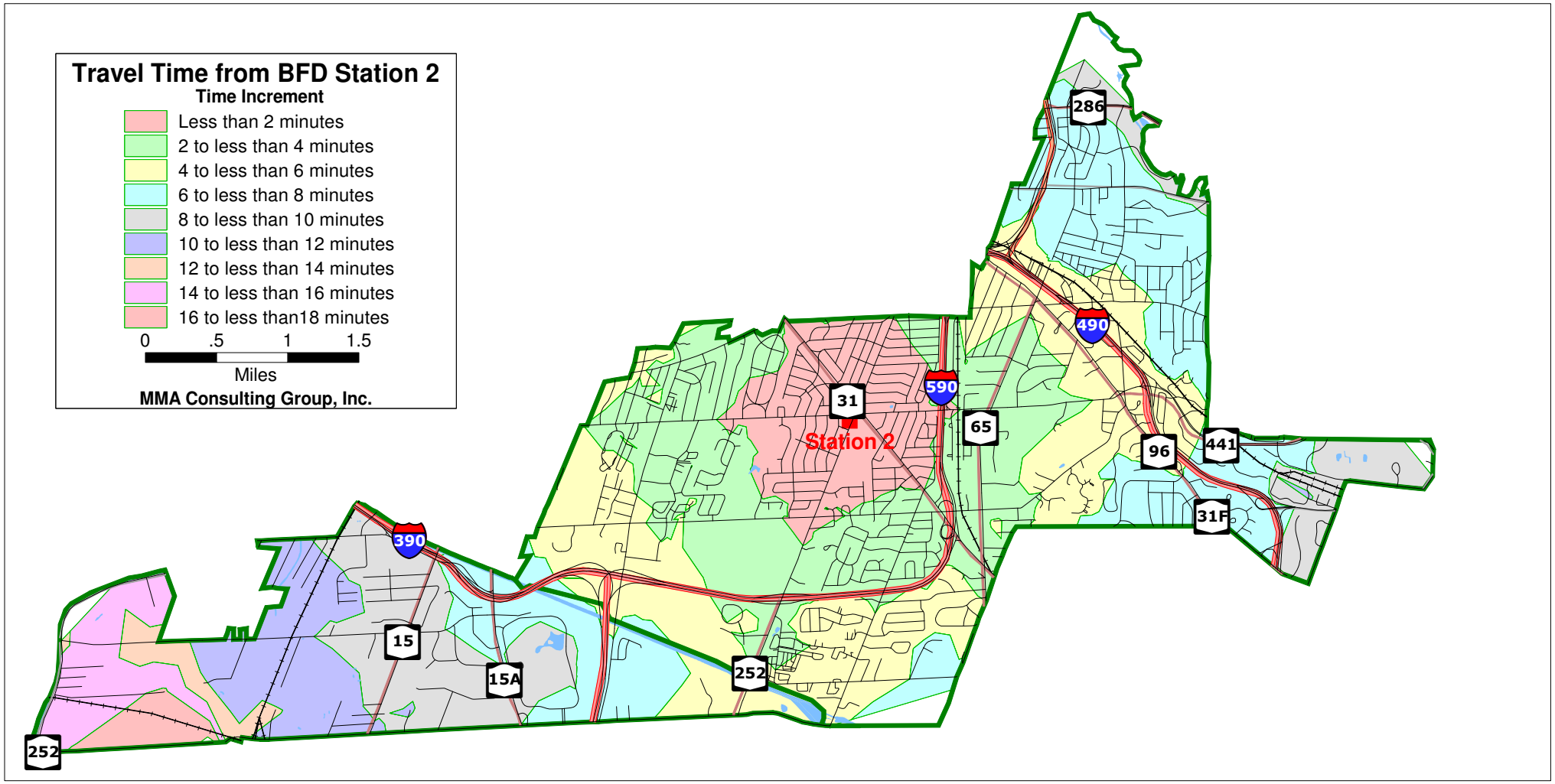
MAP 3


Travel Time from West Brighton Station
Time Increment
Less than 2 minutes
2 to less than 4 minutes
4 to less than 6 minutes
6 to less than 8 minutes
8 to less than 10 minutes
10 to less than 12 minutes
12 to less than 14 minutes
14 to less than 16 minutes
16 to less than 18 minutes
20 to less than 22 minutes
0
.5
1
1.5
Miles
MMA Consulting Group, Inc.
286
490
590
31
65
96
441
31F
390
15
15A
252
252
West Brighton Station

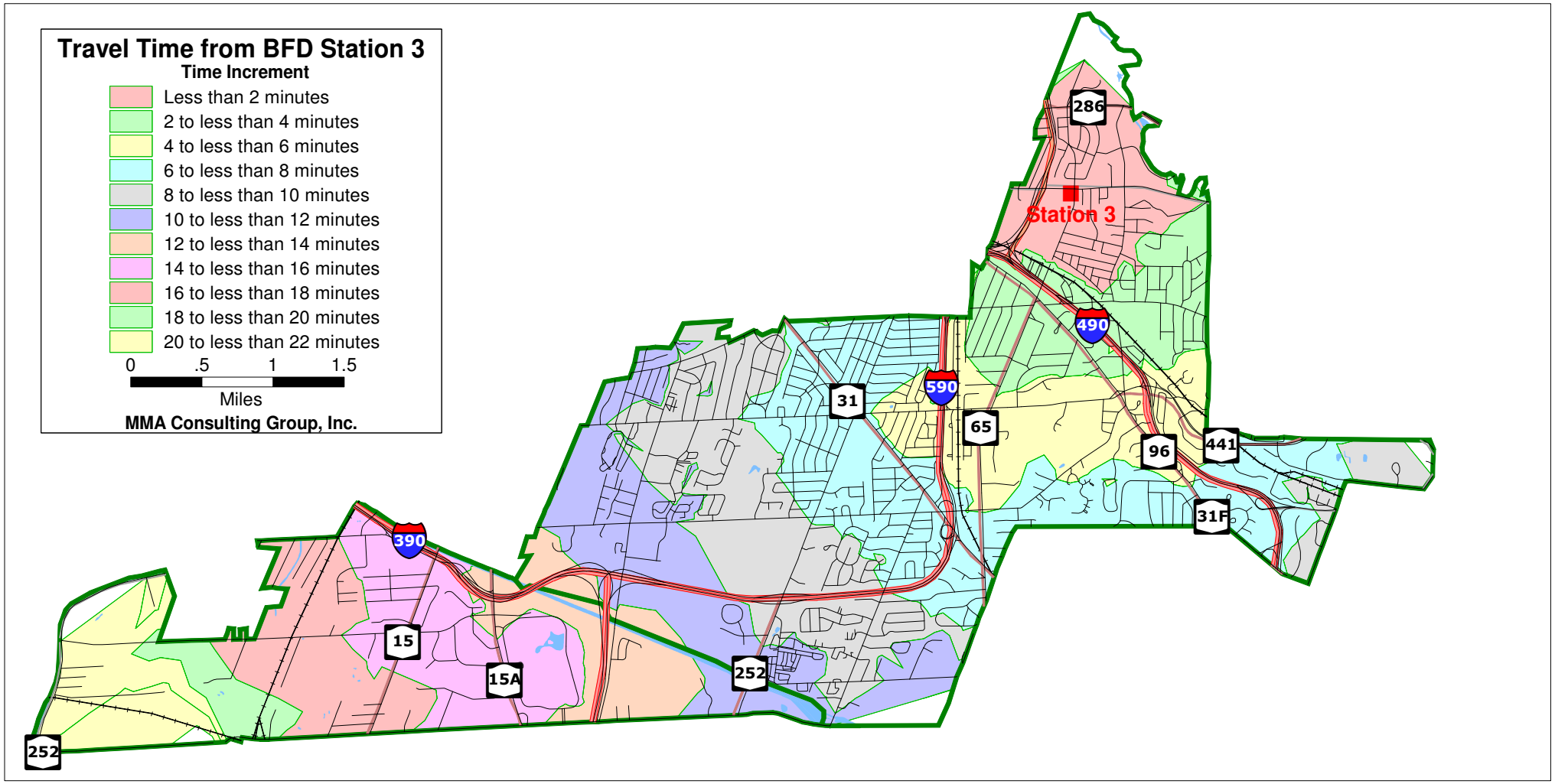
MAP 4


Travel Time from Station 1
Time Increment
Less than 2 minutes
2 to less than 4 minutes
4 to less than 6 minutes
6 to less than 8 minutes
8 to less than 10 minutes
10 to less than 12 minutes
12 to less than 14 minutes
14 to less than 16 minutes
16 to less than 18 minutes
18 to less than 20 minutes
20 to less than 22 minutes
0 .5 1 1.5
Miles
MMA Consulting Group, Inc.
286
490
590
31
65
Station 1
96
441
31F
390
15
15A
252
252

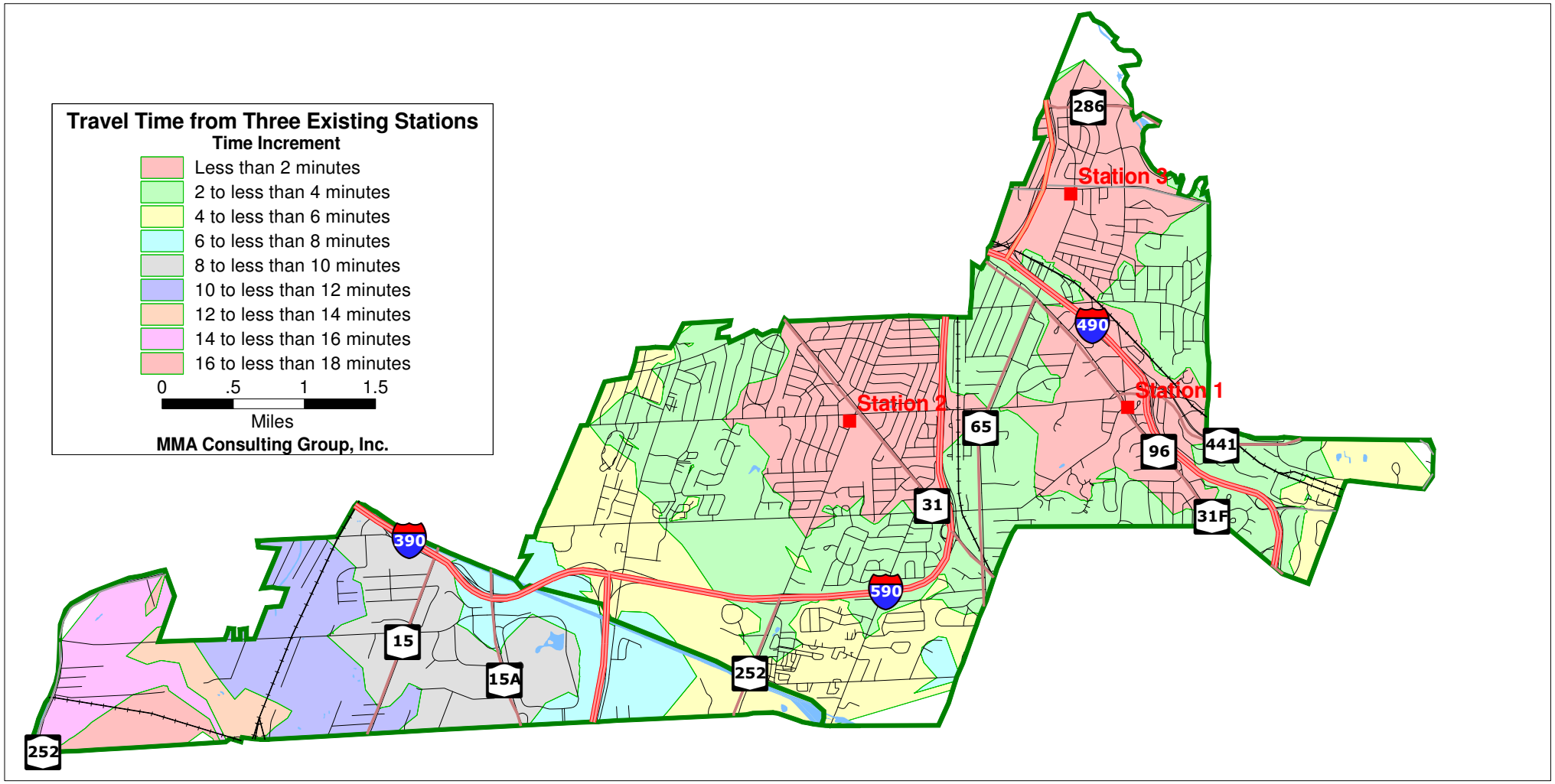
MAP 5


Travel Time from BFD Station 2
Time Increment
Less than 2 minutes
2 to less than 4 minutes
4 to less than 6 minutes
6 to less than 8 minutes
8 to less than 10 minutes
10 to less than 12 minutes
12 to less than 14 minutes
14 to less than 16 minutes
16 to less than18 minutes
0
.5
1
1.5
Miles
MMA Consulting Group, Inc.
286
490
590
31
Station 2
65
96
441
31F
390
15
15A
252
252

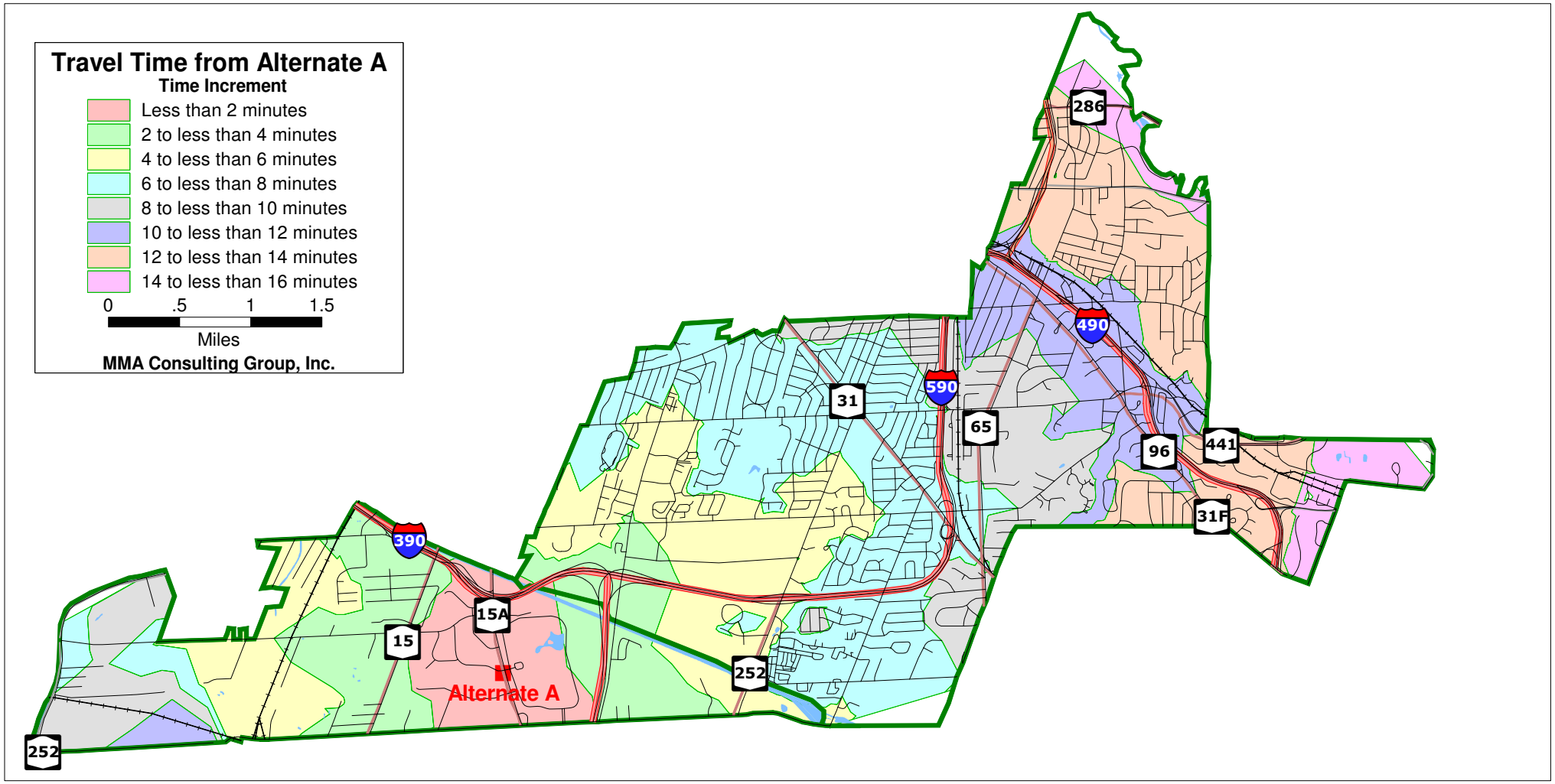
MAP 6


Travel Time from BFD Station 3
Time Increment
Less than 2 minutes
2 to less than 4 minutes
4 to less than 6 minutes
6 to less than 8 minutes
8 to less than 10 minutes
10 to less than 12 minutes
12 to less than 14 minutes
14 to less than 16 minutes
16 to less than 18 minutes
18 to less than 20 minutes
20 to less than 22 minutes
0 .5 1 1.5
Miles
MMA Consulting Group, Inc.
Station 3
286
490
590
31
65
96
441
31F
390
15
15A
252
252

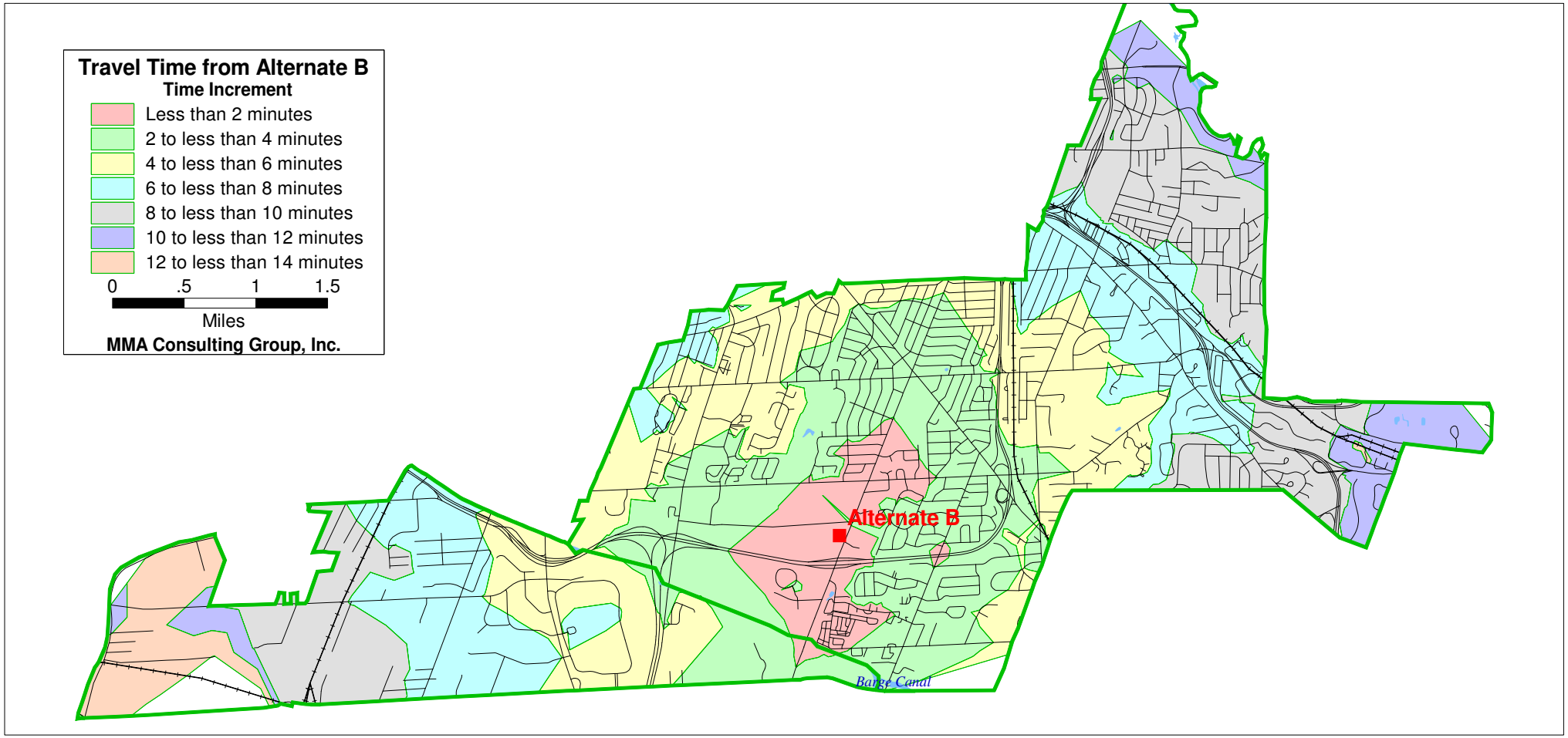
MAP 7


Travel Time from Three Existing Stations
Time Increment
Less than 2 minutes
2 to less than 4 minutes
4 to less than 6 minutes
6 to less than 8 minutes
8 to less than 10 minutes
10 to less than 12 minutes
12 to less than 14 minutes
14 to less than 16 minutes
16 to less than 18 minutes
0 .5 1 1.5
Miles
MMA Consulting Group, Inc.
Station 1
Station 2
Station 3
286
490
65
96
441
31
31F
390
590
15
15A
252
252

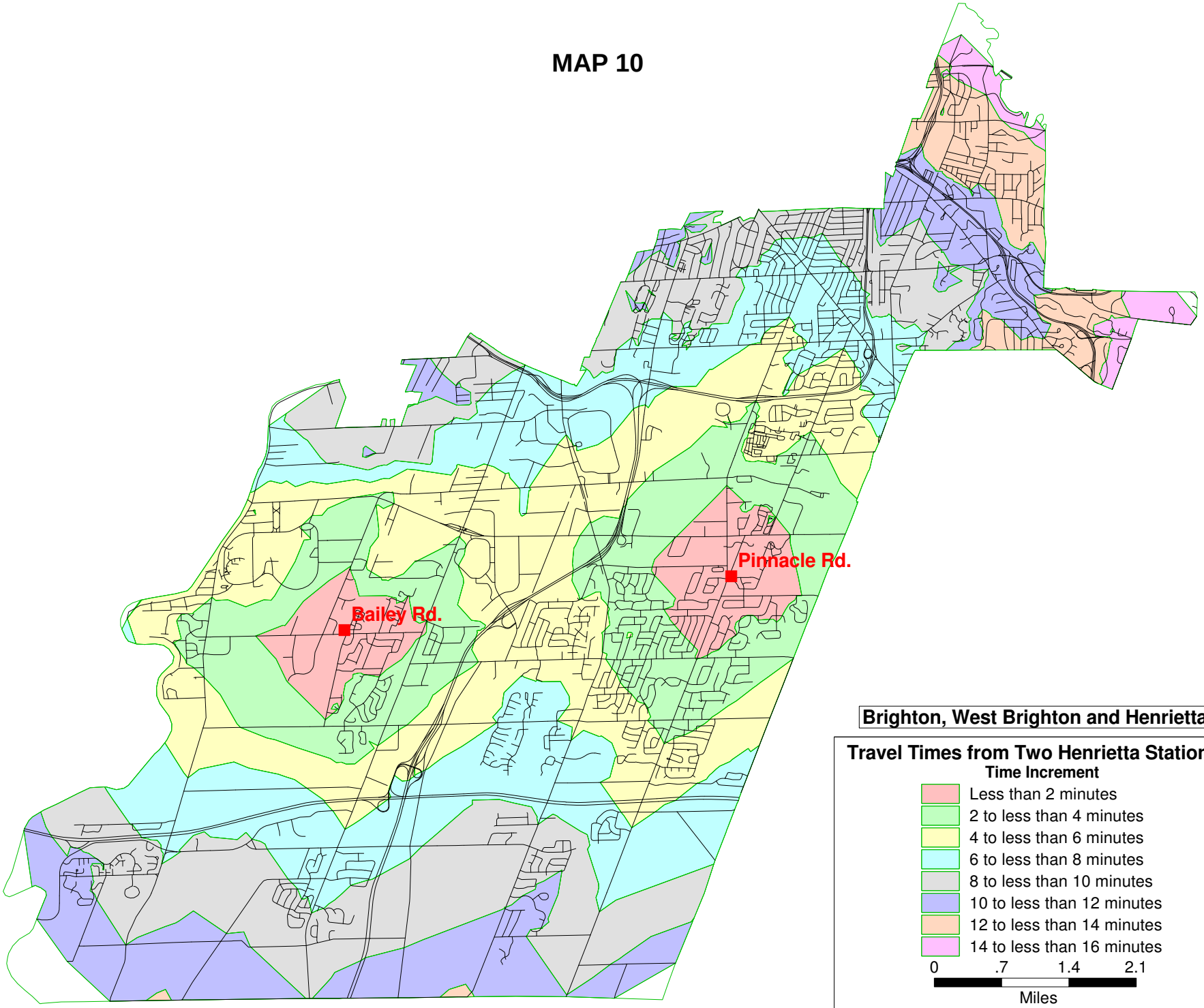
MAP 8


Travel Time from Alternate A
Time Increment
Less than 2 minutes
2 to less than 4 minutes
4 to less than 6 minutes
6 to less than 8 minutes
8 to less than 10 minutes
10 to less than 12 minutes
12 to less than 14 minutes
14 to less than 16 minutes
0
.5
1
1.5
Miles
MMA Consulting Group, Inc.
286
490
590
31
65
96
441
31F
390
15A
15
252
Alternate A
252

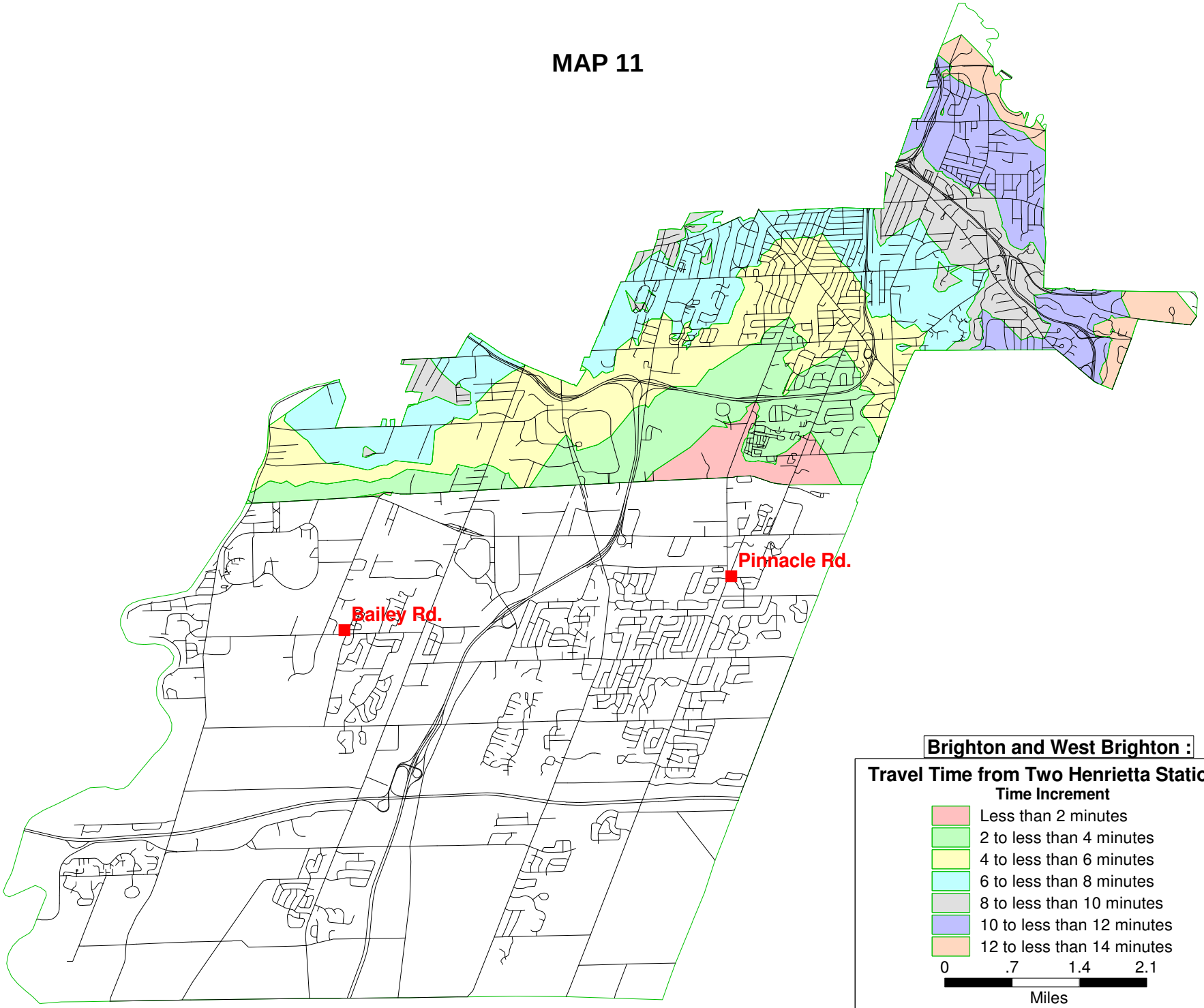
MAP 9


Travel Time from Alternate B
Time Increment
Less than 2 minutes
2 to less than 4 minutes
4 to less than 6 minutes
6 to less than 8 minutes
8 to less than 10 minutes
10 to less than 12 minutes
12 to less than 14 minutes
0
.5
1
1.5
Miles
MMA Consulting Group, Inc.
Alternate B
Barge Canal

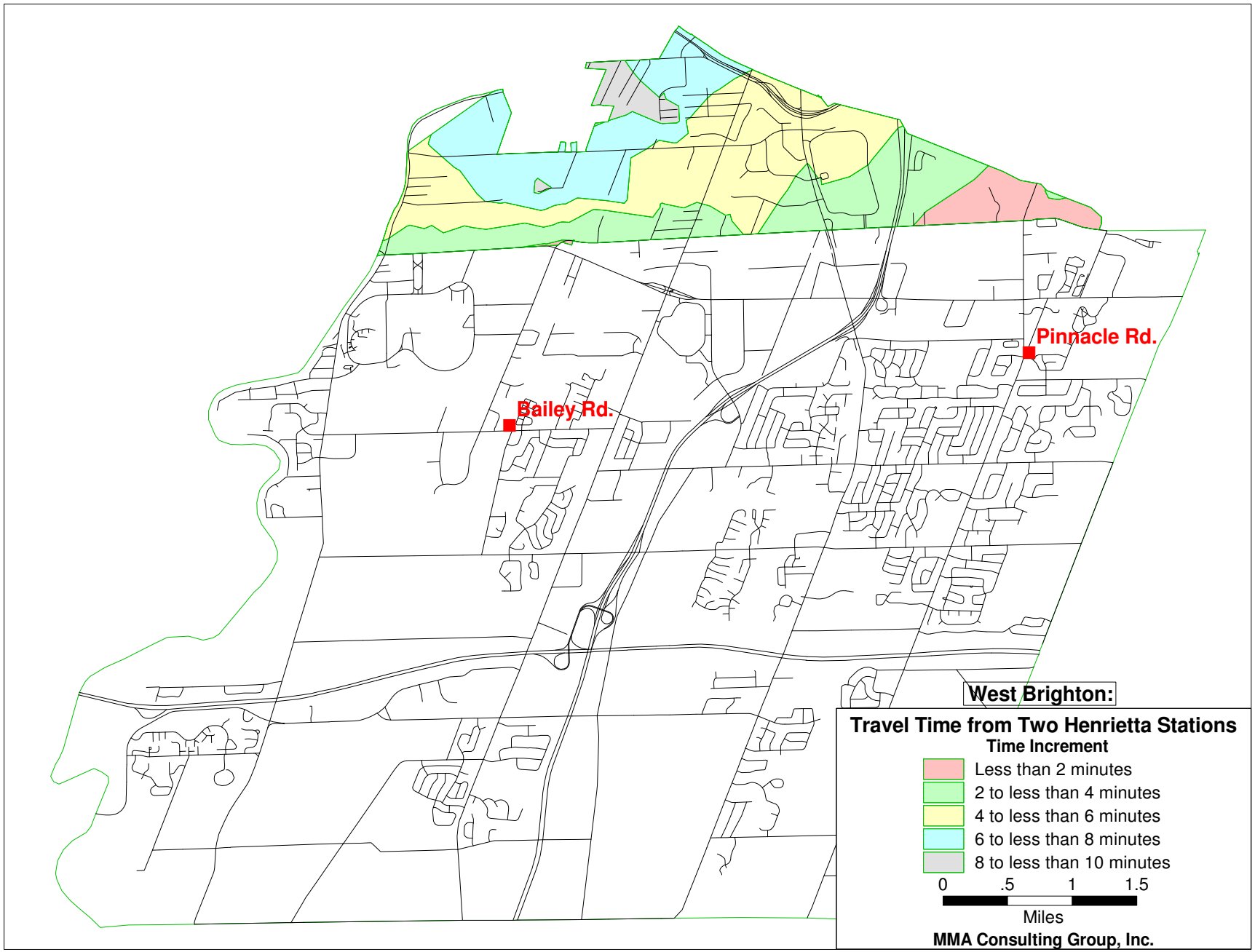
MAP 10


Pinnacle Rd.
Bailey Rd.
Brighton, West Brighton and Henrietta :
Travel Times from Two Henrietta Stations
Time Increment
Less than 2 minutes
2 to less than 4 minutes
4 to less than 6 minutes
6 to less than 8 minutes
8 to less than 10 minutes
10 to less than 12 minutes
12 to less than 14 minutes
14 to less than 16 minutes
0
.7
1.4
2.1
Miles
MMA Consulting Group, Inc.

MAP 11


Pinnacle Rd.
Bailey Rd.
Brighton and West Brighton :
Travel Time from Two Henrietta Stations
Time Increment
Less than 2 minutes
2 to less than 4 minutes
4 to less than 6 minutes
6 to less than 8 minutes
8 to less than 10 minutes
10 to less than 12 minutes
12 to less than 14 minutes
0
.7
1.4
2.1
Miles
MMA Consulting Group, Inc.

MAP 12


Pinnacle Rd.
Bailey Rd.
West Brighton:
Travel Time from Two Henrietta Stations
Time Increment
Less than 2 minutes
2 to less than 4 minutes
4 to less than 6 minutes
6 to less than 8 minutes
8 to less than 10 minutes
0
.5
1
1.5
Miles
MMA Consulting Group, Inc.

IV. SERVICE DELIVERY ORGANIZATIONS

The West Brighton Fire Department has had a number of difficulties. The Town has taken a number of actions in an attempt to support the Department.

This study, as discussed earlier, is concerned with a range of issues, but several major questions have been the focus of the interviews and data collection.

- Does the West Brighton Fire Department have the capability to provide an appropriate level of services?
- Is it possible for the Brighton Fire District to provide services to the West Brighton Fire Protection District?
- Is it possible for the Henrietta Fire District to provide services to the West Brighton Fire Protection District?
- Is it possible for the Rochester Fire Department to provide services to the West Brighton Fire Protection District?

WEST BRIGHTON FIRE PROTECTION DISTRICT AND WEST BRIGHTON FIRE DEPARTMENT

A review of data and interviews indicates that the fire and rescue services provided by the West Brighton Fire Department no longer meet the needs of the public. The West Brighton Fire Protection District serves an area of five square miles. The West Brighton Fire Department has two fire stations; West Brighton Station #1 is used predominately for storage and West Brighton Station #2 is the primary response station. Front-line apparatus are located at West Brighton Station #2. The Department operates a total of two engines, one ladder truck, one heavy rescue truck, and one light rescue unit. The Department has two other apparatus. The Department's ladder truck was purchased to meet ISO requirements, but has been out of service for a significant period due to damage to a section of the ladder. The Fire Department owns all the fire apparatus at West Brighton Station #2, with the exception of Engine 503, which was purchased by the Town of Brighton and is operated by the part-time staff of the West Brighton Fire Department.

Dispatch services are provided by the Monroe County Dispatch Center. The West Brighton Fire Department is part of the Fifth Battalion of the Monroe County mutual aid system. The Department responds to life-threatening emergency medical calls for service, in conjunction with BVA. Members of the Department report a good working relationship with the Brighton Fire District and Brighton Volunteer Ambulance staffs. It appears that a substantial part of the Department's call volume is for EMS.

The West Brighton Fire Department faces a number of immediate challenges. It has been reported that the Department has difficulty deploying volunteer personnel. For example, in January 2010, the Department responded to 52 alarms, 26 of which were EMS calls. Twenty-three of the 26 calls resulted in no volunteer response to the incident scene; however, some members responded to the station.

The WBFPD is staffed by volunteers 24/7, with two supplemental paid part-time personnel who staff West Brighton Station #2 from 8:00 a.m. to 8:00 p.m., Monday through Friday. Five volunteer personnel are able to operate primary response apparatus. The WBFD reports that it has 24 active volunteers and several college students who make up the bunker program. The bunker program provides for some additional firefighters during the school year, from September to May. The Town supports a service awards program. According to response data, most of the active volunteers maintain service award credit by responding to the station, rather than to the incident scene.

The part-time firefighters are career firefighters in neighboring fire departments. These personnel are supervised by the Town Fire Marshal. The WBFPD has a contract with the City of Rochester Fire Department. The Rochester Fire Department responds with an engine staffed with four firefighters and a Battalion Chief to all high-rise, Monroe Community College, and building fire calls in the District to supplement the West Brighton Fire Department response. There is a limited response by West Brighton Fire officers to calls for service. Operations are usually commanded by the paid part-time staff.

Demographic factors were identified as a reason for lack of volunteer recruitment and retention. The West Brighton Fire Protection District has a limited number of single family homes, but serves a number of apartment houses,

commercial occupancies, college buildings, a correctional facility, and elderly housing. It appears that there is the potential for significant development in the West Brighton area. Expansion of the University of Rochester campus and a large multi-acre housing development are planned for the area.

Training in the WBFPD is conducted internally by fire officers and firefighters. Initial interior firefighter certification is provided by the Monroe County Fire Academy (MCFA). Members of the Department have also participated in specialty training at the MCFA. It appears, based on data provided to the consultants, that no volunteer members met the internal departmental training requirements for the period from January 2009 to January 2010. According to the Department's standard operating guidelines, a minimum of eight hours of compliance training is required annually for interior firefighters. The average number of training hours completed during the time period reviewed was 5.75 hours. The training does not appear to be related to the mandatory compliance training. The guidelines were written in July 2008 by a public safety management firm, but apparently not adopted Department-wide. The paid part-time staff are not aware of, nor do they function within, the Department guidelines.

The paid part-time personnel submit their personal training records from their primary employer to WBFPD to maintain training compliance and competency. No training is provided by the Fire Department.

The West Brighton Fire Protection District is supported by the Town of Brighton through an annual budget appropriation. The 2010 budget for the West Brighton Fire Protection District is $998,820. It appears that $982,820 of the $998,820 budget is paid for by Town of Brighton taxpayers.

EXHIBIT 29
WEST BRIGHTON FIRE PROTECTION DISTRICT BUDGET SUMMARY

APPROPRIATIONS	2009 BUDGET	2010 BUDGET
Personal Services	123,575	131,280
Supplies and Contractual Services	574,580	581,140
Employee Benefits	151,950	286,400
Interfund Transfers	75,000	0
Total	925,105	998,820

The West Brighton Fire Department has a number of serious service delivery problems; some of those problems are beyond the control of the Department. For example, with a small population base, it is difficult to recruit a strong volunteer force. The West Brighton Fire Department is no longer a viable organization for providing services in the West Brighton service area. There are a number of reasons for this conclusion.

- The WBFD does not have a sufficient number of volunteers to ensure a strong initial response to a major incident. The WBFD does not have the capacity for a sustained response.

- There have been a number of efforts to strengthen the WBFD response capability, including the employment of part-time personnel and the contract with the City of Rochester Fire Department. These efforts have supported the Department, but have not strengthened the capability of the volunteer component of the Department.

- The lack of an initial response capability and the lack of a clearly defined command structure place firefighters at risk.

- The Town Fire Marshal has been assigned a number of administrative duties with respect to the operations of the WBFD. These efforts have helped to sustain the Fire Department, but have not strengthened the capability of the volunteer component of the Department.

- There is limited oversight of the part-time firefighting staff.

- The Department does not provide mutual aid services to other fire departments.

- The WBFPD lacks a systematic training program for paid and volunteer staff members, a pre-fire planning program, an inventory control system, a formal equipment maintenance program, and an officer development program. There are no certified fire instructors in the Department. The Standard Operational Guidelines do not appear to be fully implemented.

- The Town spends almost one million dollars annually to support the operations of the West Brighton Fire Protection District; there are no

measures in place to assess the performance of the West Brighton Department.

BRIGHTON FIRE DISTRICT AND BRIGHTON FIRE DEPARTMENT

The Brighton Fire Department responds to approximately 2,500 calls annually; approximately 1,300 calls are for EMS and rescue incidents. The West Brighton Fire Department responds to approximately 600 calls for service annually; approximately 250 calls are for EMS and rescue incidents. The Brighton Fire Department could expect the number of calls for service to increase by 20 to 25 percent after consolidation.

The capacity of the Brighton Fire Department is measured in several ways. An analysis of BFD response times in 2009 indicates that a responding fire unit is able to get out of quarters in less than one minute approximately 75 percent of the time. The Department is able to have personnel on scene within six minutes approximately 91 percent of the time. This initial rapid response is the result of a small number of paid personnel deployed from the fire stations. This initial response is supported by a strong volunteer response. For example, data from 2009 indicate that the average number of volunteers responding to a building fire in Brighton was 32.

The Brighton Fire District, should it become responsible for providing services to West Brighton, will require some additional resources to manage the increase in the number of responses. The District would need to operate another fire station, such as the West Brighton Fire Station. The consolidation will have an immediate impact on the Brighton Fire District. During a transition period, the Brighton Fire Department will need additional EMS support from BVA. The Brighton Fire Department will require time to develop a command structure and make sure that the volunteers and part-time personnel are able to respond appropriately to EMS incidents.

The analysis of the capability of the Brighton Fire District indicates that:

- The Brighton Fire District has the capability to manage the West Brighton Fire Protection District service area.
- The Brighton Fire District will require some additional personnel resources to ensure that it has the capacity to provide services.

HENRIETTA FIRE DISTRICT AND ROCHESTER FIRE DEPARTMENT

HENRIETTA FIRE DISTRICT

The Henrietta Fire District's combination fire department provides fire protection and first response emergency medical services to a response area of 39 square miles, which includes all of the Town of Henrietta (population of 45,685). There are 75 volunteers in the District; the District employs 24 career firefighters, nine fire lieutenants and a Fire Chief. The Department responds to approximately 4,000 calls for service annually. The District has six fire stations; three stations are owned by the Fire District and three stations are owned by volunteer fire companies.

The District deploys full-time career firefighting personnel at two fire stations: Station #4 (headquarters station), located at 850 Bailey Road and Station #5, located at 230 Pinnacle Road. The headquarters station is approximately 2.1 miles from the West Brighton emergency response fire station at 2695 West Henrietta Road, and the 230 Pinnacle Road fire station is approximately four miles from 2695 West Henrietta Road. The Bailey Road station is approximately 1.5 miles from the West Brighton service area boundary. The following exhibits provide an illustration of the distance between response stations.

EXHIBIT 30
DISTANCE FROM WEST BRIGHTON FIRE STATION TO HENRIETTA FIRE STATIONS AND BVA STATION

WEST BRIGHTON STATION TO SELECTED HENRIETTA FIRE STATIONS AND BVA STATION	APPROXIMATE DISTANCE (MILES)
West Brighton fire station at 2695 West Henrietta Road to Brighton Fire Station #2 at 2605 Elmwood Avenue	5.0
West Brighton fire station at 2695 West Henrietta Road to Henrietta Fire Station #4 (headquarters) at 850 Bailey Road	2.1
West Brighton fire station at 2695 West Henrietta Road to Henrietta Fire Station #5 at 230 Pinnacle Road	3.9
West Brighton fire station at 2695 West Henrietta Road to Brighton Volunteer Ambulance headquarters at 1551 South Winton Road	3.8

ROCHESTER FIRE DEPARTMENT

The Rochester Fire Department has provided services to the West Brighton Fire Department for approximately eight years. The WBFPD contracts annually with the City of Rochester Fire Department which responds to all reported structure fires and automatic fire alarms in specified commercial buildings. The RFD deploys an engine company with four personnel and a chief officer at incidents. In addition, the RFD deploys other resources as needed in an emergency.

The RFD staffs 15 fire stations with 18 fire companies and employs more than 500 uniformed and non-uniformed members. The Department responds to numerous emergency situations, such as vehicle extrication, medical emergencies, high-level rescue, hazardous materials incidents, structural collapse, and swift water rescue calls. The Rochester Fire Department has 343 Emergency Medical Technicians (EMTs) ready to respond to emergencies, aided by 100 Certified First Responders (CFRs).

The Rochester Fire Department deploys Truck #3 (quint) and Engine #8 at the fire station located at 1261 South Avenue. This station is 2.6 miles from the West Brighton fire station located at 2695 West Henrietta Road, and about 1.5 miles from the West Brighton service area boundary. Quint #9 and Midi #9 are housed at 315 Monroe Avenue, which is 4.3 miles from the West Brighton fire station. Exhibit 31 below shows the distances from the West Brighton fire station to several Rochester fire stations.

EXHIBIT 31

DISTANCE FROM WEST BRIGHTON FIRE STATION TO SELECTED ROCHESTER FIRE STATIONS

WEST BRIGHTON FIRE STATION TO SELECTED ROCHESTER FIRE STATIONS	APPROXIMATE DISTANCE (MILES)
West Brighton fire station at 2695 West Henrietta Road to RFD Station at 1261 South Avenue	2.6
West Brighton fire station at 2695 West Henrietta Road to RFD Station at 185 Chestnut Street	3.8
West Brighton fire station at 2695 West Henrietta Road to RFD Station at 873 Genesee Street	3.8
West Brighton fire station at 2695 West Henrietta Road to RFD Station at 315 Monroe Avenue	4.3

V. SERVICE OPTIONS, DEPLOYMENT, AND STATION CONFIGURATION

The Town of Brighton has devoted a number of years to making good faith efforts to address the fire protection needs for the West Brighton Fire Protection District service area. The Town is confronting a difficult service delivery problem. It is our view that the Town should make a relatively radical change in service delivery to ensure there is adequate protection in the West Brighton service area.

> ***RECOMMENDATION 1:*** *The Town of Brighton should make a radical change in the method by which fire and rescue services are provided in the West Brighton Fire Protection District service area.*

CONTRACTING WITH THE HENRIETTA FIRE DEPARTMENT OR THE ROCHESTER FIRE DEPARTMENT

The previous chapter outlined emerging standards and provided a method of measuring services. From a technical perspective, the Henrietta Fire Department or the Rochester Fire Department could serve the West Brighton Fire Protection District in an effective manner.

The current service arrangement in the West Brighton Fire Protection District should be restructured. The Town should consider the following options:

- The Rochester Fire Department should be responsible for providing fire and rescue services to the West Brighton Fire Protection District.
- The Henrietta Fire District should be responsible for providing fire and rescue services to the West Brighton Fire Protection District.
- The Brighton Fire District should be responsible for providing fire and rescue services to the West Brighton Fire Protection District.

It is recommended that the Town of Brighton, if possible, enter into a contract with the Henrietta Fire District or the Rochester Fire Department to provide services to the West Brighton service area. A contract between the WBFPD and a new service provider should be for a term of three to five years. The RFD, which has an ongoing contract to provide services to West Brighton, has experience responding to the West

Brighton service area. In addition, the RFD deploys four firefighters on its fire units, which enables the delivery of a strong initial response team to the scene of an incident. These factors indicate that the RFD is a stronger response partner than the Henrietta Fire Department, from a technical perspective.

The Town of Brighton should consider replacing the West Brighton Fire Protection District with one of the following alternative service providers. The alternatives are listed in order of preference from the technical perspective, in Recommendation #2.

> ***RECOMMENDATION 2:*** *The Town of Brighton should consider three alternatives for providing fire services in the West Brighton Fire Protection District. Responsibility for providing fire services should be assigned, in order of preference from the technical perspective, to the Rochester Fire Department, the Henrietta Fire District, or the Brighton Fire District.*

> ***RECOMMENDATION 3:*** *The Town of Brighton, through the West Brighton Fire Protection District, should enter into a contract with a new service provider. The contract should be for a three to five-year period.*

The Town of Brighton should discuss service delivery options with the Henrietta Fire District, the Rochester Fire Department and the Brighton Fire District. The Town should discuss the level of service and the costs of services. The cost of services and the impact on taxpayers will become clear once the potential service providers respond to requests for proposals. Two primary models should be considered. First, the Town should request each organization to provide an initial cost estimate for providing services without deploying personnel at the West Brighton Station. Second, the Town should request each organization to provide a cost estimate for providing full-time career personnel at the station and the number of personnel that would be deployed from that station.

> ***RECOMMENDATION 4:*** *The Town of Brighton should discuss service alternatives with the Rochester Fire Department.*

> ***RECOMMENDATION 5:*** *The Town of Brighton should discuss service alternatives with the Henrietta Fire District.*

SOLICITING FOR SERVICES

Determining the nature of the contractual relationship between the Town of Brighton and a new service provider requires the Town to establish the level of services desired. The Town should also formally or informally solicit proposals from the possible service providers (RFD, HFD, and BFD). At least two service options should be considered.

- *Service Option 1* - Under this option, each organization interested in providing services should indicate the level of service which it could provide to the West Brighton Fire Protection District, without the use of the current response station in West Brighton. The responding organizations should indicate anticipated response times, the number of personnel responding, and the costs of services.

- *Service Option 2* - Under this option, each organization interested in providing services should indicate the level of service which it could provide to the West Brighton Fire Protection District, assuming some full-time staff are assigned to respond from the West Brighton fire station. The organizations responding should indicate the number of personnel that would be assigned to the West Brighton fire station and the costs of services.

The Town should evaluate possible service providers based on the level of service offered, the cost of services, the stability of anticipated costs over the period of the contract.

RECOMMENDATION 6: *The Town of Brighton should solicit proposals (formal or informal) from the Henrietta Fire District, the Rochester Fire Department, and the Brighton Fire District to provide fire and rescue services to the West Brighton Fire Protection District.*

It should be noted that the HFD, the City of Rochester, or the BFD may be interested in merging the West Brighton Fire Protection District within their own area of responsibility, rather then entering into a contract for services.

CONTRACTING OR MERGING WITH THE BRIGHTON FIRE DISTRICT

The West Brighton Fire Protection District can be serviced effectively by the Rochester Fire Department and the Henrietta Fire Department, as a result of station locations and deployment of personnel. However, if these organizations decline to provide services, or the proposed cost is too high, the Town should consider contracting for services with the Brighton Fire District. The Town should discuss the merger of the West Brighton Fire Protection District and the Brighton Fire District. It is clear that the Brighton Fire District has the management capacity to oversee an expansion of services.

> ***RECOMMENDATION 7:*** *The Brighton Fire District should enter into a contract with the Town of Brighton to provide fire services to the West Brighton service area. The Town should also consider merging the West Brighton Fire Protection District with the Brighton Fire District.*

The following actions should be undertaken if the West Brighton Fire Protection District Service is consolidated within the Brighton Fire District.

- The West Brighton Fire Station, apparatus, and equipment should be used by the Brighton Fire District. The West Brighton Fire Station should be designated as a Brighton Fire Department Station.

- The policy board of the West Brighton Fire Protection District and the Brighton Town Board should provide for the close-out of the fire protection district.

- The consolidation requires the Brighton Fire District to develop and implement a plan to ensure that there is a sufficient number of trained initial attack personnel operating from the West Brighton Fire Station (to be designated as a Brighton Fire Station). The BFD plan for managing the expanded service area should include several elements.

  - The Brighton Fire District should deploy two part-time or full-time personnel at the station on a 24/7 basis. Using full-time personnel is the most appropriate approach.

- The deployed personnel should be employees of the Brighton Fire District.

- The team of firefighters employed should be organized so that one firefighter on each shift is designated as the senior crew member.

- The personnel should be supervised through the Brighton Fire Department chain of command.

- The active volunteers of the West Brighton Fire Department should be transferred to the Brighton Fire Department, assuming that these personnel meet the same training, health and safety, and residential qualifications as the Brighton Fire Department members.

- The contract between the City of Rochester Fire Department and the West Brighton Fire Protection District should be phased out as the service capacity in West Brighton is improved.

BRIGHTON FIRE DISTRICT FIRE STATION LOCATION CONFIGURATIONS

The location of Brighton Fire District fire stations may be influenced by the determination of whether the West Brighton Fire Protection District receives services from the Brighton Fire Department or the Henrietta Fire Department. Assuming that the BFD is responsible for providing services to the WBFPD, the following station location configuration should be considered.

- The WBFD emergency response station should be assigned to the BFD for the purpose of deploying resources to serve the West Brighton service area.

- The BFD should consider the construction of a new fire station in the West Brighton Fire Department service area at a location at or near Monroe County Community College.

The BFD has several fire station deployment configuration options, assuming that the WBFPD is incorporated into the Brighton Fire Protection District:

- *Alternative Configuration 1* - Under this alternative, the BFD would operate with four fire stations: BFD Stations #1, #2 and #3, and the current WBFD

fire station. Full-time and/or part-time personnel would be assigned to some of these stations. Station #3 could become a response station for volunteers and/or bunker program participants.

- *Alternative Configuration 2* - Under this alternative, the BFD would operate with four fire stations: BFD Stations #1, #2, #3, and a new fire station located near or on Monroe Community College property. Station #3 could become a response station for volunteers and/or bunker program participants.

- *Alternative Configuration 3* - Under this alternative, the BFD would operate with three fire stations: BFD Stations #1 and #2, and a new fire station located near or on Monroe Community College property. All volunteer personnel and full-time and/or part-time personnel would be assigned to these stations. Brighton Fire Station #3 would be closed under this approach.

- *Alternative Configuration 4* - Under this alternative, the BFD would operate with four stations: BFD Stations #1, #2, #3, and a new fire station located near or on Monroe Community College property. A possible fifth station could be constructed near the interchange of Interstate 590 and South Winton Road.

The BFD has several fire station deployment configuration options, assuming that the WBFPD is serviced by the City of Rochester and the Henrietta Fire District:

- *Alternative Configuration 1* - Under this alternative, the BFD would operate with three fire stations: BFD Stations #1, #2 and #3. The status quo would be maintained.

- *Alternative Configuration 2* - Under this alternative, the BFD would operate with three fire stations: BFD Stations #1 and #2, and a new fire station located near the interchange of Interstate 590 and South Winton Road. Full-time personnel and volunteers and/or bunker program participants would be deployed, as appropriate.

- *Alternative Configuration 3* - Under this alternative, the BFD would operate with two fire stations: BFD Stations #1 and #2. All volunteer personnel and

full-time and/or part-time personnel would be assigned to these stations. Brighton Fire Station #3 would be closed under this approach.

Exhibit 32 illustrates alternative fire station configuration models for the Brighton Fire District. The exhibit compares station configurations for the BFD, if the BFD is responsible for the WBFPD, and if the WBFPD receives services from the Henrietta Fire District or the Rochester Fire Department.

EXHIBIT 32
BRIGHTON FIRE DISTRICT ALTERATIVE FIRE STATION CONFIGURATION MODELS

	BRIGHTON FD ASSUMES RESPONSIBILITY FOR THE WEST BRIGHTON SERVICE AREA	HENRIETTA FD OR ROCHESTER FD ASSUMES RESPONSIBILITY FOR THE WEST BRIGHTON SERVICE AREA
Alternative Configuration 1	The BFD would operate with four fire stations: BFD Stations #1, #2 and #3, and the current WBFD fire station. Full-time and/or part-time personnel would be assigned to some of these stations. Station #3 could become a response station for volunteers and/or bunker program participants.	The BFD would operate with three fire stations: BFD Stations #1, #2 and #3. The status quo would be maintained.
Alternative Configuration 2	The BFD would operate with four fire stations: BFD Stations #1, #2, #3, and a new fire station located near or on Monroe Community College property. Station #3 could become a response station for volunteers and/or bunker program participants.	The BFD would operate with three fire stations: BFD Stations #1 and #2, and a new fire station constructed near the interchange of Interstate 590 and South Winton Road. Full-time personnel and volunteers and/or bunker program participants would be deployed as appropriate.
Alternative Configuration 3	The BFD would operate with three fire stations: BFD Stations #1 and #2, and a new fire station located near or on Monroe Community College property. All volunteer personnel and full-time and/or part-time personnel would be assigned to these stations. Station #3 would be closed.	The BFD would operate with two fire stations: BFD Stations #1 and #2. All volunteer personnel and full-time and/or part-time personnel would be assigned to these stations. Brighton Fire Station #3 would be closed under this approach.
Alternative Configuration 4	The BFD would operate with four fire stations: BFD Stations #1, #2, #3, and a new fire station located near or on Monroe Community College property. A fifth fire station could be constructed near the interchange of Interstate 590 and South Winton Road. The need for the station will depend on growth and development in the area.	

RECOMMENDATION 8: *The Brighton Fire District should consider closing Station #3 and reassigning career staff to another station. Station #3 should be used as a volunteer station.*

RECOMMENDATION 9: *The Brighton Fire District should conduct preliminary planning for the possible construction of a new station located near the interchange of Interstate 590 and South Winton Road.*

The Brighton Fire District volunteer and career staffing deployment will be altered over time. The two exhibits below present a deployment plan. Exhibit 33 shows a deployment plan for the Brighton Fire Department, assuming that the West Brighton Fire Protection District and the Brighton Fire District are consolidated. Exhibit 34 shows a deployment plan for the Brighton Fire Department assuming there is no merger of the BFD and the WBFPD.

EXHIBIT 33

CURRENT AND PROPOSED DEPLOYMENT PLAN

ASSUMING MERGER OF THE BRIGHTON FIRE DISTRICT & THE WEST BRIGHTON FIRE PROTECTION DISTRICT

STATION	CURRENT PERSONNEL DEPLOYMENT	PROPOSED PERSONNEL DEPLOYMENT	COMMENT
Brighton Station #1 (Headquarters)	1 firefighter (duty officer) 1 firefighter (quint) 1 firefighter (engine) Volunteers (rescue)	1 firefighter (duty officer) 1 firefighter (quint) 2 firefighters (engine) Volunteers (rescue)	1 firefighter reassigned from Station #3 to Headquarters
Brighton Station #2	2 firefighters (engine)	2 firefighters (engine)	
Brighton Station #3	1 firefighter (engine)	Reassigned to Station #1	Staffed by volunteers and bunker program personnel
West Brighton Station	2 part-time firefighters (engine) - 12 hours per day (8:00 a.m. to 8:00 p.m., Monday to Friday)		
West Brighton Station (re-designated as Brighton Station #4)		2 part-time or full-time firefighters (engine) - 24 hours per day	Personnel coverage increased by 12 hours per day, staffed by volunteers and bunker program personnel. New chain of command.

EXHIBIT 34

CURRENT AND PROPOSED DEPLOYMENT PLAN
ASSUMING NO EXPANSION OF THE BRIGHTON FIRE DISTRICT SERVICE AREA

STATION	CURRENT PERSONNEL DEPLOYMENT	PROPOSED PERSONNEL DEPLOYMENT	COMMENT
Brighton Station #1 (Headquarters)	1 firefighter (duty officer) 1 firefighter (quint) 1 firefighter (engine) Volunteers (rescue)	1 firefighter (duty officer) 1 firefighter (quint) 2 firefighters (engine) Volunteers (rescue)	1 firefighter reassigned from Station #3 to Headquarters
Brighton Station #2	2 firefighters (engine)	2 firefighters (engine)	
Brighton Station #3	1 firefighter (engine)	Reassigned to Station #1	Staffed by volunteers and bunker program personnel
Possible New Station		Some career staffing will be required	Development within the Town will affect the time line for station construction.

PERFORMANCE MEASUREMENT

The Brighton Fire District should develop and publically state its response standards, or performance measures.

RECOMMENDATION 10: *The Brighton Fire District should formally adopt emergency response benchmarks for fire and EMS.*

RECOMMENDATION 11: *The Brighton Fire District should adopt the emergency response benchmarks in NFPA 1720.*

Performance measures should relate to emergencies, such as response to fires, and first responder services. Quarterly reports should be shared with the Town of Brighton and BVA. Emergency response personnel should meet periodically to review data.

RECOMMENDATION 12: *The Brighton Fire District should develop quarterly performance reports. Performance reports should be shared with the Town of Brighton and Brighton Volunteer Ambulance.*

VI. EMERGENCY MEDICAL RESPONSE

The Town of Brighton created the Brighton Ambulance District to enable the Town to provide emergency medical services to its residents. The District encompasses the entire Town of Brighton. The Town of Brighton (acting for and on behalf of the Brighton Volunteer Ambulance District) and Brighton Volunteer Ambulance, Inc., entered into a contract in which BVA agreed to provide emergency medical services. The contract has been amended and extended annually. The contract has not significantly changed from 2003 to 2010. The amount paid to BVA, fuel charges, and equipment acquisition costs are adjusted annually. Under the contract amendment adopted in January 2010, the contract between BVA and the Town is extended, and the Town will pay a fee of $156,500 for services to BVA, less the value of fuel ($21,000). The contract provides for annual audits and submission of an annual report to the Town Board by March 31.

BVA is required to provide EMS and ambulance transport services within the District, including BLS and ALS services. Services are provided in accordance with New York State Health Department and the Monroe-Livingston Emergency Medical Service Council guidelines. BVA's right to provide services is nonexclusive. The contract states that BVA and the Town may rely on the Brighton Fire Department, the West Brighton Fire Department, and/or commercial ambulance service providers to deliver first responder services as part of the EMS service plan in the Town. This tiered response system is a common service model.

The 2010 contract amendment contained the following language. (Earlier contract amendments in 2008 and 2009 contained similar language.)

> *BVA and the Town hereby agree that the BVA will continue the arrangement to house one of its older current ambulance vehicles at the West Brighton Fire House #2 on West Henrietta Road, as a back up vehicle . . . BVA will not staff the West Brighton Fire House . . .*

BVA schedules personnel and deploys ambulances to meet the demand for service. Currently, the weekday deployment plan schedules 57 hours of ambulance time each weekday. Two ambulances are staffed by full-time personnel; each unit is scheduled to work 12 hours each day for a total of 24 hours. Two units are staffed

by part-time personnel; each unit is deployed 10 hours each day, for a total of 24 hours. One unit is staffed by part-time and full time personnel for eight hours each day. One unit is staffed by volunteer personnel for five hours each day.

On each weekend day, the BVA deployment plan schedules 57 hours of ambulance time. Two ambulances are staffed by full-time personnel for 12 hours each, for a total of 24 hours. One unit is staffed by volunteers for 17 hours each day. A flycar is also deployed for 16 hours each day. BVA deploys units to reflect peak period activity.

BVA deploys all EMS units from one location. As the EMS response system becomes active, an ambulance may be deployed from a location other than its headquarters. An ambulance generally does not need to return to its headquarters before it is deployed again. There has been an ongoing disagreement between the BFD and BVA regarding the deployment of EMS units. The BFD believes that BVA should deploy units from more than one location. BVA believes its current response approach, deploying units from one location, is the most appropriate response system based on demand for services.

The percentage of emergency medical service responses resulting in patient transports by an ambulance unit in a suburban setting may vary, but typically ranges from approximately 70 percent to 80 percent. BVA reports that 81 percent of calls for service have resulted in ambulance transport. Exhibit 35 shows calls for service organized by time of day for 2009. The exhibit is based on data provided by BVA. The data in the exhibit show 4,192 of the 4,594 calls for service in 2009; 402 calls for service (8.7 percent) are not displayed in this exhibit, since data was incomplete.

EXHIBIT 35

DISTRIBUTION OF EMS CALLS BY TIME OF DAY

Time	0:00	1:00	2:00	3:00	4:00	5:00	6:00	7:00	8:00	9:00	10:00	11:00	12:00	13:00	14:00	15:00	16:00	17:00	18:00	19:00	20:00	21:00	22:00	23:00
January	6	5	2	5	5	4	10	10	12	23	23	34	35	24	31	19	15	17	17	16	16	9	14	9
February	9	9	4	5	4	1	7	8	11	11	25	29	24	17	27	15	15	20	15	9	10	10	8	9
March	10	4	7	3	6	6	7	14	22	23	19	38	18	26	26	22	17	12	15	11	10	11	9	9
April	8	4	5	4	3	4	11	10	18	30	22	42	20	30	26	23	17	15	22	14	6	13	11	8
May	2	6	4	6	3	2	8	20	17	21	24	33	22	18	30	37	25	15	18	13	12	14	13	15
June	12	9	8	6	4	5	10	12	12	20	20	30	22	29	24	32	29	13	14	11	11	10	10	6
July	4	5	8	4	6	5	8	15	19	21	19	31	20	21	23	25	19	12	15	7	14	13	8	9
August	4	7	3	7	9	5	3	21	17	20	30	30	19	21	32	31	16	23	8	17	9	12	7	9
September	3	7	1	3	3	1	8	13	18	23	29	24	25	27	30	21	16	19	14	11	20	15	9	6
October	6	6	6	4	3	7	8	13	17	33	32	39	31	17	24	19	23	12	16	6	12	14	9	3
November	5	8	8	7	2	4	7	3	16	19	23	27	21	29	35	28	25	14	8	12	13	4	2	8
December	13	12	4	3	6	8	8	10	17	22	29	36	22	22	17	22	12	24	15	23	12	10	2	7
Number of Calls	82	82	60	57	54	52	95	149	196	266	295	393	279	281	325	294	229	196	177	150	145	135	102	98

In the 2002 memorandum entitled, *Reexamination of BVA Deployment Recommendations,* it was recommended that BVA deploy an ambulance unit closer to West Brighton, between the hours of 7:00 a.m. and 3:00 p.m. The recommendation was based on the analysis of data available in 2002. The 2002 recommendation was reexamined for this report.

The evaluation of response time to the West Brighton service area was accomplished by conducting computer mapping and assessing four months of response time data from 2009. The computer mapping suggests that it is a relatively long run from BVA headquarters to the West Brighton service area. Approximately 58 percent of the road miles in West Brighton are covered by an EMS unit responding from BVA headquarters within eight minutes travel time (not including dispatch time). This analysis assumes a response from a fixed location, which may not always be the situation. A review of four months of BVA response data for 2009 (January, April, July, and October) was also undertaken. This analysis required the review of approximately 1,400 individual responses. While some data was incomplete, 203 responses were identified as originating from the West Brighton response area; 180 responses were used for the analysis; 23 responses contained insufficient information to analyze. The analysis compared responses from BVA in relation to the eight minute and 59-second measure (nine minutes). This nine minute measure is somewhat lower than the performance measures identified by the Monroe-Livingston Emergency Medical Service Council.

The data indicate that 46 percent (83) of the responses were accomplished by BVA in less than 8 minutes and 59 seconds; 54 percent (97) required a response of more than 8 minutes and 59 seconds. Of the 180 responses analyzed, 117 (64 percent) required hospital transport; 63 responses (36 percent) required no transport. Exhibit 36 displays the findings of this analysis.

EXHIBIT 36

BVA RESPONSE TIME TO THE WEST BRIGHTON SERVICE AREA IN 2009
(JANUARY, APRIL, JULY & OCTOBER)

TIME IN MINUTES	NUMBER OF RESPONSES FROM DISPATCH TO THE SCENE
Less than 1:59	0
2:00 to 2:59	3
3:00 to 3:59	1
4:00 to 4:59	3
5:00 to 5:59	4
6:00 to 6:59	17
7:00 to 7:59	26
8:00 to 8:59	29
Total less than 8 minutes and 59 seconds	*83*
9:00 to 9:59	30
10:00 to 10:59	18
11:00 to 11:59	11
12:00 to 12:59	10
13:00 to 13:59	11
14:00 to 14:59	7
15:00 to 15:59	5
16:00 to 16:59	2
17:00 to 17:59	1
18:00 to 18:59	1
19:00 to 20:59	0
Total more than 8 minutes and 59	*97*

BVA has indicated that it applies a different performance measure than MMACG's nine minute (8:59) measure. BVA tries to achieve performance measures developed by the Monroe-Livingston EMS Council (MLEMS). (See Chapter III of this report which includes the Monroe-Livingston EMS Council (MLEM) performance measures.) While it is reasonable for BVA to attempt to achieve the MLEMS system

performance measures, it is our view that BVA should attempt to exceed those measures.

Several observations and findings are made as a result of the analysis.

- The contract between the Town of Brighton and BVA refers to performance measures, or a system for developing performance measures, but does not state the measures specifically.

- The contract between the Town of Brighton and BVA indicates that BVA may rely on the Brighton and West Brighton fire departments, or a commercial ambulance provider, to provide first responder services. The contract assumes a tiered EMS response.

- There is a tiered EMS response in the Town of Brighton.

- BVA deploys ambulance units based on industry practices. Units are deployed to reflect activity levels.

- BVA data reviewed by the consultants indicate that there are some long response times to the West Brighton Service area.

RECOMMENDATION 13: *Brighton Volunteer Ambulance should formally adopt emergency response benchmarks for services provided.*

Performance measures should be developed which relate to the delivery of BLS and ALS services. BVA should develop quarterly reports which should be shared with the Town of Brighton and the BFD. Emergency response personnel should meet periodically to review data.

RECOMMENDATION 14: *Brighton Volunteer Ambulance should develop quarterly performance reports. Performance reports should be shared with the Town of Brighton and the BFD.*

The contract between BVA and the Town of Brighton should include a broader discussion of performance measures. Performance measures need not be included

in the contract, but a process for developing and reporting on response performance measures should be included.

> ***RECOMMENDATION 15:*** *Brighton Volunteer Ambulance and the Brighton Fire District should ensure that there is a coordinated emergency deployment strategy in place in the Town of Brighton.*

BVA and BFD have been involved in discussions regarding response protocols. This communication has included discussions relating to the type of calls that should result in a response from the Brighton Fire Department.

> ***RECOMMENDATION 16:*** *Brighton Volunteer Ambulance should deploy an ambulance unit in the West Brighton service area.*

The deployment of an ambulance unit in the West Brighton service area, or near the West Brighton service area, is not intended to deplete BVA resources, but to provide for a better utilization of resources throughout the Town of Brighton.

> ***RECOMMENDATION 17:*** *Brighton Volunteer Ambulance should assess the need for an ambulance unit in the general vicinity of Brighton Fire Station #3.*

An argument has been made that an ambulance unit should be located in the area of Brighton Fire Station #3. While we do not have sufficient data to make such a recommendation, the matter should be carefully considered. The Brighton Fire Department deploys one firefighter at Station #3. In 2010, there were 350 responses from Station #3. One hundred and eighty-six responses (53 percent) were for EMS services only. It is important to note that the Fire Department's first responders are only deployed on life threatening (priority 1 and 2) calls for service. Based on our experience, life-threatening calls for service typically represent less than 50 percent of calls for service. Thus, we can assume that there are approximately 360 EMS calls for service in the Station #3 response area. It should also be noted that we have recommended that the career firefighter assigned to Station #3 should be reassigned to another fire station to create more effective and safer emergency response teams. BVA should consider the deployment of an ambulance in the general vicinity of Station #3.

BVA has developed substantial response capability and should display its capability in the form of management and response measures. For example, BVA should develop a system to report its unit hour utilization. The unit hour utilization ratio (U/HU), is a management measure of system activity and is calculated by dividing the number of transports by the number of unit hours produced during a given period. The U/HU is used as a measure of productivity of the system for different periods of time (e.g., by month, by day, by time of day, etc.). This unit hour utilization ratio measures transport responses; it does not include non-transport responses. BVA has a limited number of units; thus, the U/HU does not provide a full indication of activity or availability, but provides a reasonable measure of system activity, especially during peak activity periods. Generally, the objective of an EMS program is to develop a U/HU which does not exceed .30 to .35 when the purpose of the system is to provide emergency response. If the ratio is greater, units are not available to respond rapidly. During the course of this study, a unit hour utilization ratio for 2009 was established for BVA, on an hourly basis. BVA disagreed with our calculations. It our belief that the overall system U/HU is approximately .20, and the U/HU varies based on activity level during the day from .12 to .30, which generally indicates a strong response capability.

The U/HU is a relatively useful measure, but is only one example of a management measure. BVA should develop other management performance measures, such as an in-service ratio measure. The in-service ratio measures the time units are committed to an EMS incident, from initial dispatch to back-in-service time. This measure should be established for a variety of time periods (e.g., by month, by day, by time of day, etc.). The unit hour utilization and the in-service ratio measures will enable BVA to demonstrate activity levels and document demand for service.

RECOMMENDATION 18: *Brighton Volunteer Ambulance should develop management measures of activity.*

It should be noted that, if the Henrietta Fire Department or the Rochester Fire Department is assigned responsibility for providing fire and first responder services to the West Brighton area, there would be minimal direct effect upon BVA.

VII. MANAGEMENT AND COOPERATION ISSUES

It is our observation that BVA and BFD cooperate and communicate on an operational level, but have been somewhat restrained in other communications. Personnel within BVA and BFD have begun working to resolve several issues, and we suggest that these discussions be expanded. These meetings should include representatives from Brighton Volunteer Ambulance, the Brighton Fire Department, the Brighton Fire Marshal's Office, and other agencies, as necessary. Meetings should be quarterly, or as needed. BVA and BFD should discuss major incidents, operational practices, failures in coordination, and new operational policies. As part of this meeting process, emergency response agencies should share information, problems and new ideas.

RECOMMENDATION 19: *Emergency response agencies should meet on a regular basis to review operational activities and assess field operations.*

RECOMMENDATION 20: *Emergency response agencies should systematically share information to enhance cooperation.*

The BFD provides its own dispatch services. It is suggested that the BFD consider becoming a full participant in the Monroe County emergency communication system.

RECOMMENDATION 21: *The Brighton Fire District should consider restructuring its emergency dispatch operations.*

VII. IMPLEMENTATION OF RECOMMENDATIONS

The principle recommendations in this report are concerned with providing fire and emergency medical services to the West Brighton Fire Protection District. The Town should, through the WBFPD, enter into a contract with the City of Rochester Fire Department, the Henrietta Fire District, or the Brighton Fire District to provide services to the West Brighton Fire Protection District. The need to improve service delivery and ensure the safety of citizens and emergency response personnel requires prompt action.

Technically, the response from the City of Rochester Fire Department or the Henrietta Fire District to the West Brighton Fire Protection District would be more effective than a response from the Brighton Fire District. The Rochester Fire Department may be the best alternative, since the RFD has provided services to the West Brighton Fire Protection District for a number of years. In addition, the RFD deploys four full-time career employees on each fire apparatus when responding to an incident. Thus, the RFD has a strong initial response. The Henrietta Fire District has a strong volunteer component and deploys full-time personnel in fire stations relatively close to West Brighton.

PLAN OF ACTION - TOWN OF BRIGHTON

Several actions should be completed as soon as possible.

IMMEDIATE ACTIONS (WITHIN ONE MONTH)

- The Town, through the West Brighton Fire Protection District, should clearly state its intention to develop a new service delivery plan for the West Brighton Fire Protection District.

- The Town should formally communicate with the City of Rochester Fire Department, the Henrietta Fire District, and the Brighton Fire District. The Town should specifically ask each agency if it would consider providing services to the West Brighton Fire Protection District.

- The Town should develop a solicitation seeking fire and rescue services from the City of Rochester Fire Department, the Henrietta Fire District, and the Brighton Fire District.

- The solicitation should request that agencies propose the level of services and the cost of services which may be provided to the West Brighton Fire Protection District.

INTERMEDIATE ACTIONS (WITHIN THREE MONTHS)

- The Town should evaluate proposals based on the level of service proposed, the costs of those services, and the timetable required to implement the new service arrangements.

- The Town should consider entering into a contract for at least three to five years. The contract should attempt to maintain relatively stable costs over the period of the contract, and include basic reporting requirements (e.g., quarterly) and basic performance measures.

In addition to the issues associated with the contract for services, the legal processes necessary to merge the West Brighton Fire Protection District and the Brighton Fire District should be explored. It should be noted that the Henrietta Fire District, if it desires to provide services to West Brighton, may prefer a merger of the districts rather than a contractual relationship.

PLAN OF ACTION -
BRIGHTON VOLUNTEER AMBULANCE COMPANY, INC., AND THE BRIGHTON FIRE DISTRICT

The actions taken by the Brighton Volunteer Ambulance Company, Inc., and the Brighton Fire District, while important, are not as immediate a concern as the identification of a new service provider for the West Brighton Fire Protection District service area.

Several actions need to be completed during the next several months.

IMMEDIATE ACTIONS (WITHIN THREE MONTHS)

- BVA and the Brighton Fire District should continue discussions regarding deployment plans and response protocols.

- The Brighton Fire District should develop a deployment plan which transfers the firefighter located at Station #3 to Station #1 or Station #2.

- The Brighton Fire District should review performance measures, such as NFPA Standard 1720 and formally adopt an appropriate performance measure.

- The Brighton Fire District should begin organizing and collecting data which measures performance.

- Brighton Volunteer Ambulance should formally adopt appropriate performance measures.

- Brighton Volunteer Ambulance should begin organizing and collecting data which measures performance.

LONG-TERM ACTIONS (ONE OR MORE YEARS)

Several issues may take several years to address.

- The Brighton Fire District should monitor growth and development in its service area.

- The Brighton Fire Department should develop a fire station relocation plan which is linked to development within the District.

PRIORITY OF RECOMMENDATIONS

Exhibit 37 lists the major recommendations, in order of assigned priority along with selected comments. The recommendations have been categorized as follows:

Priority 1: Recommendations which should be implemented without delay and which directly affect the ability of the emergency response agency to provide an acceptable level of service and operate in an efficient manner.

Priority 2: Recommendations which are important to the effective and efficient operation of the emergency response agency and should be implemented as soon as reasonable and practical.

Priority 3: Recommendations which can contribute to the continued improvement of the emergency response agency and should be implemented as soon as resources and operating conditions permit.

EXHIBIT 37
RECOMMENDATIONS

		PRIORITY
1	The Town of Brighton should make a radical change in the method by which fire and rescue services are provided in the West Brighton Fire Protection District service area.	1
2	The Town of Brighton should consider three alternatives for providing fire services in the West Brighton Fire Protection District. Responsibility for providing fire services should be assigned, in order of preference from the technical perspective, to the Rochester Fire Department, the Henrietta Fire District, or the Brighton Fire District.	1
3	The Town of Brighton, through the West Brighton Fire Protection District, should enter into a contract with a new service provider. The contract should be for a three to five-year period.	1
4	The Town of Brighton should discuss service alternatives with the Rochester Fire Department.	1
6	The Town of Brighton should solicit proposals (formally or informally) from the Henrietta Fire District, the Rochester Fire Department, and the Brighton Fire District to provide fire and rescue services to the West Brighton Fire Protection District.	1
15	Brighton Volunteer Ambulance and the Brighton Fire District should ensure that there is a coordinated emergency deployment strategy in place in the Town of Brighton.	1
19	Emergency response agencies should meet on a regular basis to review operational activities and assess field operations.	1
20	Emergency response agencies should systematically share information to enhance cooperation.	1
5	The Town of Brighton should discuss service alternatives with the Henrietta Fire District.	1/2
7	The Brighton Fire District should enter into a contract with the Town of Brighton to provide fire services to the West Brighton service area. The Town should also consider merging the West Brighton Fire Protection District with the Brighton Fire District.	2
10	The Brighton Fire District should formally adopt emergency response benchmarks for fire services and EMS.	2
11	The Brighton Fire District should adopt the emergency response benchmarks in NFPA 1720.	2
13	Brighton Volunteer Ambulance should formally adopt emergency response benchmarks for services provided.	2
16	Brighton Volunteer Ambulance should deploy an ambulance unit in the West Brighton service area.	2

17	Brighton Volunteer Ambulance should assess the need for an ambulance unit in the general vicinity of Brighton Fire Station #3.	2
21	The Brighton Fire Department should consider restructuring its emergency dispatch operations.	2
8	The Brighton Fire District should consider closing Station #3 and reassigning career staff to another station. Station #3 should be used as a volunteer station.	2/3
12	The Brighton Fire District should develop quarterly performance reports. Performance reports should be shared with the Town of Brighton and Brighton Volunteer Ambulance.	2/3
14	Brighton Volunteer Ambulance should develop quarterly performance reports. Performance reports should be shared with the Town of Brighton and the BFD.	2/3
9	The Brighton Fire District should conduct preliminary planning for the possible construction of a new station located near the interchange of Interstate 590 and South Winton Road.	3
18	Brighton Volunteer Ambulance should develop management measures of activity.	3