



STATE OF CONNECTICUT
OFFICE OF POLICY AND MANAGEMENT

Special Act No. 21-12

**AN ACT REQUIRING A STUDY OF THE OBSTACLES TO MERGING OR
CONSOLIDATING MUNICIPAL FIRE DISTRICTS AND FIRE
DEPARTMENTS**

**Report to the Connecticut General Assembly
Planning and Development Committee**

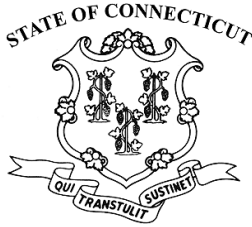
Final Report - January 12, 2022



Table of Contents

Special Act 21-12	
Legislation	Page 3
Establishment of Study Committee and Work Groups	Page 4
Study Committee Member Listing	Page 4
Work Group Member Listing	Page 6
Fire Departments and Districts in Connecticut	
History of Fire Departments and Districts	Page 7
Summary of Study Process	Page 9
CT Fire Service Summit 2025	Page 11
Work Group Findings and Summaries	
Pros and Cons Overview	Page 14
Obstacles to Merging and Consolidating	Page 16
Paths to Improve Service	Page 18
Statutes, Regulations and Policies	Page 19
Success Stories In and Out of Connecticut	Page 20
Recommendations and Next Steps	Page 21
References and Materials	Page 23
Listing of Fire Departments	Page 24
Listing of Fire Tax Districts	Page 32

SPECIAL ACT 21-12 - LEGISLATION



Substitute House Bill No. 6422

Special Act No. 21-12

AN ACT REQUIRING A STUDY OF THE OBSTACLES TO MERGING OR CONSOLIDATING MUNICIPAL FIRE DISTRICTS AND FIRE DEPARTMENTS.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

Section 1. (*Effective from passage*) The Secretary of the Office of Policy and Management, in consultation with municipal officials selected by the secretary and a representative of the Uniformed Professional Firefighters Association of Connecticut, shall conduct a study regarding the obstacles to merging or consolidating the fire districts or fire departments of two or more municipalities. Not later than January 1, 2022, the secretary shall submit a report on the findings of such study, in accordance with the provisions of section 11-4a of the general statutes, to the joint standing committee of the General Assembly having cognizance of matters relating to planning and development.

Approved June 28, 2021

Special Act 21-12 required the Office of Policy and Management (OPM) in consultation with municipal officials selected by the Secretary and a representative of the Uniformed Professional Firefighters Association of CT (UPFFA-CT) to conduct a study regarding the obstacles to merging or consolidating the fire districts or departments of two or more municipalities.

OPM and UFPPA-CT reached out to the Connecticut Council of Small Towns and the Connecticut Conference of Municipalities for municipal leader representation. Additionally, the Commission on Fire Prevention and Control and the Joint Fire Service Council (Summit Committee) had been working with local fire service officials to yield a strategic vision for Connecticut fire service.

The entities all recognized the potential synergy that would come from collaborating on the study, and a partnership was created establishing a Study Committee. Both the Study and Summit Committees worked together along with topical subject work groups.

SPECIAL ACT 21-12 - STUDY COMMITTEE

Office of Policy and Management

Martin L. Heft, Undersecretary, Intergovernmental Policy and Planning Division

Uniformed Professional Firefighters Association CT

Kevin Starbird, President, Middletown Firefighters

CCM Representation

Tony Salvatore, Town Manager, Cromwell

Elinor Carbone, Mayor of Torrington

COST Representation

Tom Dunn (COST President), Mayor Town of Wolcott

Joshua Steele Kelly, Town Manager & CEO, Town of Winchester

State Fire Administrator

Jeff Morrissette

CT State Firefighters Association

Past President, Bill Halstead, Fire Chief Newtown Fire Department

CT Fire Chiefs Association

President, Robert Duval, Fire Chief Atwood Hose Fire Company, Wauregan

CT Career Fire Chiefs Association

Past President, John Oates, Fire Chief East Hartford Fire Department

CT Fire Department Instructors Association

President, Peter Buonome, Fire Chief (Ret.) Branford Fire Department

CT Fire Equipment Mechanics Association

Secretary Bob Spiegel

State Fire Marshal

Bill Abbott

CT Fire Marshals Association

Tony Fino

CT Conference of Municipalities

Stephen Pendl, Senior Risk Management Consultant

Fairfield Fire Department

Denis McCarthy, Fire Chief

ADDITIONAL PARTICIPANTS AS PART OF SUMMIT COMMITTEE

Uniformed Professional Firefighters Association CT

Peter Carozza, UPFFA President

Rick Hart, UPFFA Legislative Liaison

Lt. Robert Smith, Fairfield Fire Department

CT State Firefighters Association

Past President John Carew

CT Fire Chiefs Association

Past President Michael Thurz, Fire Chief Glastonbury Fire Department

Past President Nicholas Wallick, Fire Chief (Ret.) Hebron Fire Department

CT Career Fire Chiefs Association

President Marc Scrivener, Fire Chief Willimantic Fire Department

Past President Denis McCarthy, Fire Chief Fairfield Fire Department

Peter Towey, Fire Chief, City of Torrington

CT Fire Department Instructors Association

Past President Albert Bassett, Chief New Canaan Fire Department

Mr. Howard Cross

Dr. William Jenaway, Board of Supervisors, Upper Merion Township Fire
Department, PA

Mr. Jerry Ozog, Executive Director, Pennsylvania Fire and Emergency Services
Institute

WORK GROUPS

Obstacles to Merging and Consolidating

Thomas Dunn
David Tripp Jr
Kevin Starbird
Nick Wallick
John Oates
Greg Priest

Paths to Improve Service

Jeff Morrissette
Robert Duval
Marc Scrivener
Stephen Pendl
Denis McCarthy
Peter Buonome
Josh Kelly
Robert Smith

Statutes, Regulations and Policies

Jeff Morrissette
William Abbott
Michael Thurz
Albert Bassett
Rick Hart
Anthony Salvatore
James Trzaski
Edward Richards

Success Stories In and Out of CT

Jerry Ozog
John Carew

HISTORY OF FIRE DEPARTMENTS AND DISTRICTS IN CONNECTICUT

The history of fire service in Connecticut in many cases was the first organized services of 17th century municipal governments. Many are older than the United States itself. These fire services were built on a foundation of community spirit and service to others. The fire departments history is an integral part of a community identity and are central to civic life in small and rural communities.

Fire protection and suppression in Connecticut municipalities is provided by brave and dedicated men and women. The system with each community reflects a surprisingly complex and diverse spectrum of departments, with many different forms.

Fire protection may be provided directly by a municipality, arranged under contract with a municipality or provided by an independently governed fire district. Fire departments may have all paid or “career” members, all-volunteer, or a combination of paid employees and volunteer members. Firefighters may work for a municipal fire department, be appointed as fire department members by fire district commissioners or be members of a not-for-profit fire corporation. In some instances, multiple examples of each exist within a single community.

Fire tax districts are separate political subdivisions established for the purpose of providing fire protection and/or responding to certain other types of emergencies in an area of a town. Some also exist to provide water, sewer, or other utility functions for all or a portion of the community they serve. Fire tax districts are established pursuant to [Chapter 105](#) of the General Statutes of Connecticut.

The state of Connecticut has 169 municipalities all of which are required to provide fire protection pursuant to [Chapter 104](#) of the General Statutes of Connecticut. There are currently 310 fire departments of which 74 are taxing districts. A complete listing is included at the end of the report.

Two of the earliest formed fire departments are found in New London and Wethersfield.

New London’s first fire engine was placed in service in 1767 with the first Engine Company being established in 1786. In 1805, the Connecticut Legislature empowered New London to establish a Fire Department. Between 1802 and 1922, numerous Companies were formed, disbanded, and reorganized.

The Wethersfield Volunteer Fire Department is the oldest continually operated fire department in Connecticut. The town’s firefighting history dates back to 1690 when parishioners of The First Church voted to stockpile ladders and leather buckets in the back of the church and rang the church bell whenever fire threatened. Over one

hundred years later, the original Wethersfield Fire Company was formally chartered by the state legislature in 1803, the department has fought fires using a variety of methods that reflect various changes in technology and social structures that have occurred over the last 200-plus years.

SUMMARY OF STUDY COMMITTEE PROCESS

The Connecticut Fire 2025 Summit Committee had been meeting for the past two years. After the passage of [Special Act 21-12](#), the Office of Policy and Management reached out and participated in their meetings. This led to extensive coordination to ensure both groups worked jointly to achieve a common goal. On August 18, 2021 the SA 21-12 Study Committee was officially formed.

The SA 21-12 Study and the Connecticut Fire Service 2025 Summit Committee met jointly on a regular basis throughout the summer and fall. Topical work groups were established and met separately. During full group meetings, each reported accomplished work and challenges back to the full committee. The topics developed during these meetings would be incorporated into the Summit.

The SA-12 Study Committee Work Groups included:

- Obstacles to Merging and Consolidating
- Paths to Improve Service
- Statutes, Regulations and Policies
- Success Stories In and Out of Connecticut

A formative meeting occurred with State Representatives Cristin McCarthy-Vahey and Tom Arnone to understand the full intent of SA 21-12. The meeting provided additional guidance and information that helped inform the work of the committees.

It became apparent from the work of the Summit Committee that many local fire departments are struggling and others may be in crisis. Fire Chiefs and fire service leaders speak of the lack of new personnel as their number one challenge. The scarcity of personnel is rooted in both recruitment of new personnel and the retention of knowledgeable, trained, and experienced personnel.

This shortage impacts every aspect of local fire service delivery. The ability to turn out apparatus to calls for service is the most notable impact. However, it also impacts the ability to raise funds, address personnel and leadership issues, and member training. Those departments with a high number of vacancies also struggle with the ability to control or manage overtime expenses as well as the potential health and safety impacts on personnel.

These challenges are not limited to Connecticut or the volunteer fire service. Nearly every state in America has suffered a drop in the number of volunteer firefighters; a large percentage of career departments note a drop in applications for entry level positions. Several challenges have made the fire service a less attractive option to those inclined to volunteer in their communities. These include the pandemic, increased importance given to both-partner parenting, increased need for all adult family members to work, and an increase in options on how to spend

leisure/uncommitted time. Current research indicates that these circumstances are likely irreversible. New models for emergency services are needed. The legislation provides an opportunity to have a conversation in a non-threatening way, without any mandate.

The Summit was held on December 2 and 3, 2021. Upon the completion of the Summit, the Work Groups compiled their notes with those of the participants to produce the legislative study report.

CONNECTICUT FIRE SERVICE SUMMIT 2025

Summit Genesis and Development

In August of 2018, a small group of Connecticut fire service leaders recognized the need for a comprehensive strategy to guide us forward. This strategy would need nearly unanimous buy-in from stakeholders, be very high-level (concepts, not details), and contain sufficient flexibility to address the challenges of all 169 communities. From these initial conversations, spawned by Fairfield Fire Chief Denis McCarthy, nurtured by the CT Career Fire Chiefs Association, and then by the entire Joint Fire Service Council, the Summit 2025 was born.

The Summit committee recognized that listening was more important than talking, so it set out to obtain perspective, data, and information from all corners of the Connecticut Fire Services. This process included six regional meetings with fire service stakeholders and a survey instrument that was answered by over 800 participants. The process continued with meeting with the Connecticut Legislature's Fire/EMS Caucus, the Connecticut Conference of Municipalities, and the Connecticut Council of Small Towns.

During this two-year period, the problems encountered by the Connecticut fire service become evident. The Burrville Fire Department in Torrington ceased operations after 76 years of operation. Several others have resorted to hiring per diem or full-time employees to meet the service needs of their communities.

There have been several efforts to consolidate multiple departments within communities in various parts of the state. We are aware of duplication of increasingly expensive fire apparatus in regions that can ill afford to support them financially and lack the call load to justify that expense. At some point in the process a decision was made to support that purchase, most likely as the result of simplicity rather than effectiveness. The development of a model or models to maximize effectiveness of all resources is needed. Whatever its final design, the model must make best use of limited personnel and the community's limited financial capacity.

The Summit 2025 process led to the identification of nine major areas of focus to sustain the fire service in all Connecticut cities and towns.

- Regionalization: Consolidation and Mergers
- Regionalization: Shared Administrative Services
- Regionalization: Consulting Services
- Health Wellness and Fitness
- Data Collection and Data Management
- All Hazards Response Teams
- Service/Response Hubs
- Recruitment and Retention
- Coordinated Purchasing Plan and Standardized Equipment Purchasing

The intended outcome of the Summit was to create options and models for local fire departments, groups of departments and/or regions to pursue. The goal is to provide pathways for sustainable fire services in all Connecticut communities. The goal is not intended to mandate or require any department to participate or adopt any of the outcomes.

The Summit

On December 2 and 3, 2021, the CT Fire Service Summit was held at Camp Nett in Niantic. Over 100 fire service and community leaders from across the state met in sessions in workshops over the two days.

On Thursday evening, the Summit was opened by Chief Denis McCarthy. United States Fire Administration Administrator Dr. Lori Moore-Merrell provided the opening keynote focused on the role of data in decision making to improve the fire service. Her presentation was followed by Pennsylvania Fire Services Institute Executive Director Jerry Ozog who shared the Pennsylvania Experience: Fire Departments in Crisis and the Solutions to Save Them.

Starting early on Friday morning, five workshops were conducted to accumulate the perspective of the participants while better identifying potential problems and solutions. Participants were permitted to self-select the workshop that held their interest. These sessions were moderated by students from the UConn School of Public Policy, and included a scribe to note all activity,

The workshops were:

- Obstacles and Barriers to Consolidation
- Pros and Cons of Consolidation
- Data Driven Decisions
- Recruitment and Retention
- Fire Service in the 21st Century

The Fire 2025 Summit was an overwhelming success. Participants actively engaged in discussions on how to support fire departments in crisis and how to improve those that are struggling. Collectively the gathering recognized that every fire service organization and every individual fire department (regardless of career, volunteer, or combination, municipally organized and funded or incorporated and independent) each have a role in charting a course for the future of the Connecticut fire service. Participants recognize that failure of any element in the delivery of fire and rescue services can be devastating to the community.

A Summit final report will be issued in early 2022. The report will include details of the six areas of discussion with analysis and recommendations for follow-up study and action. Future workshops will be conducted with stakeholders from each of the

workshops to identify opportunities convert their recommendations into material support for interested departments.

Over the longer term the full Summit will be reconvened every 3-5 years.

WORK GROUP FINDINGS AND SUMMARIES

Pros and Cons to Consolidation

A Pros and Cons to Consolidation Workshop was held as part of the Summit and provides context to the review of the work groups discussion on the obstacles to merging and consolidation, paths to improvement and statutes, regulations, and policies.

The Workshop focused on the need for those facing this dilemma to work more collaboratively. Coordination between fire departments, whether through an inter-local agreement, through combined or coordinated purchasing, joint training, or simply having an open dialogue were a few of the ideas mentioned.

What some may view as a simple consolidation of two or more fire departments is anything but 'simple'. There are a multitude of issues and subjects that must be addressed to ensure the outcome is certain, effective, and improves or stabilizes fire service to the community.

There are a multitude of statutes, ordinances or regulations that must be taken into consideration. Furthermore, one community's plan to consolidate or merge may not be the best option for communities in another part of the state. There is no one solution to this issue, there are many that must be taken into consideration. As previously noted, there are a multitude of fire departments serving our 169 communities. Each comes with a set of citizens, expectations, rules, tribal lore, and culture, and needs for the future. All must be considered during any activity that promotes change within the fire service.

Departments resistant to the idea of consolidation need to be honest with themselves, the residents and business owners in the community they serve, and local government officials. If consolidation is a viable option, it needs to be openly accepted as possibly the best alternative. However, the fear of a department losing its autonomy or identity must be addressed early and throughout the process. Failing to do so may create animosity or uncertainty within a newly combined organization.

The financial impacts of a merger will vary in each case. It is not a given outcome that there be cost savings or increased costs. This is contrasted by the frequent perception that it creates efficiencies and better service at a lesser cost. Drivers of those costs include, merging the different financial and benefit plans of staff members, sorting through different collective bargaining agreements, as well as the integration of equipment and standard operating guidelines. Over time, some cost savings may occur, and efficiency and effectiveness may improve. However, the concept of merger or consolidation as causing an immediate reduction in costs is fundamentally flawed.

The decision to consolidate must be a joint decision with elected officials and residents the department serves. Both sides need to work collaboratively to develop or create solutions that will be best for the community they both protect and serve. The elected leaders need to understand what services are being provided by their fire service organizations as well as what gaps exist in service delivery. To successfully accomplish this task, the fire service representation will need to check their emotions at the door and openly share the data.

An important part of the process to identify the state of the local fire department is clear communication. It is critical to ensure that all sides of the conversation select the right messenger. This may entail hiring a neutral third party, such as a consultant or public relations firm to assist in facilitating the conversation.

The idea of any form of consolidation needs to be centered around not only the Fire Chief and elected officials, but all stakeholders including any applicable labor organization, community groups, business leaders and citizens. All those groups must be provided with all pertinent data and information on the condition of the department. This includes providing true facts and details as to why a consolidation is needed. Unfortunately, some fire department data is limited, inaccurate, or simply doesn't paint a complete picture.

Another option is to hire a consultant to help facilitate the conversation. It is key to engage with a reputable, well vetted consulting firm whose staff either has fire service experience or has been involvement in the consolidation of municipal organizations. Furthermore, organizational pride might prevent disclosing the true accurate data or openly address the situation. If a group of stakeholders or consultant is going to embark on this journey, there needs to be a thorough plan of action developed. That plan must be agreed upon by the stakeholders, have established timelines, be realistic, and executable. A report cannot just be written and placed on a shelf.

At its most granular, the workshop focused on how we ensured that that the fire department meets the public's expectation. When a resident dials 911 with an emergency, they don't care what name is written on the side of a fire truck or ambulance, they just want the appropriate service in a timely (emergent) fashion. If a department cannot continue to provide that service, then it needs to be forthright and honest with itself and, more importantly, the community it serves and develop an alternative plan.

Obstacles to Merging and Consolidating

The following bullet points identify obstacles to merging or consolidating fire departments or districts, and potential challenges that need to be addressed in the decision-making process. Not every obstacle will be present in every case. However, in an effort to compile a comprehensive list, all are listed here. It should be noted that some of the obstacles also offer opportunities for improvement or success.

- Administration
 - Combining back-office administrative and business functions
 - Combining administration staff into one unit
- Contracts/Policies
 - Existing contracts and policies need to be renegotiated between fire service and/or municipalities:
 - By-laws
 - Charter or other organizational documents
 - Collective Bargaining Agreements
 - Health Care
 - Human Resources
 - Mutual Aid Agreements
 - Paid Time Off
 - Pay scales
 - Pension System
 - Public Safety Answering Points (PSAPS)
 - Service Billing
 - Standard Operating Procedures (SOP)
 - Workers Compensation
- Cultural / Historic
 - Organization identity (name, history, look, symbols, and culture)
 - Overcoming a sense of loss and pride
 - Lack of existing positive relationships between departments and/or municipalities
 - Human factor (egos)
- Data
 - No standardized reporting of data
 - Data not linked to operations for full analysis
 - Data not shared with municipalities for decision making
- Financial
 - Each entity may have established funds
 - Need to address how to handle existing assets, and more problematically, existing liabilities of districts. Many carry considerable long-term pension and post-employment benefits liabilities
 - Need to determine a cost sharing plan between the entities
 - Review cost-driven versus quality-of-service delivery models

- Leadership
 - Lack of vision, accountability, time, funding
 - Will of both municipal and fire leadership required
 - Fire leadership already overwhelmed with multiple duties due to lack of resources and change in volunteerism over the years
 - Continuity of fire and municipal leadership during process
- Legislative
 - A different process exists for districts (CT General Statutes) and departments (charter and ordinance provisions)
- Logistical/Facilities
 - Thorough review of age, inequities, and locations
 - Combine, remove, and relocate facilities and equipment
 - Fire Apparatus
 - Buildings (fire house, administration)
 - Firefighting/EMS Vehicles
 - Uniforms
 - Utilize the “best of” based on data.
 - Use of GIS, operational data, and actual condition of facilities and locations must be the primary driver
- Political
 - There is a lack of political will to relinquish power and control from both the fire service and municipality.
 - The reluctance from elected officials may be caused by the potential of alienating voters, potential tax increase for services and the election cycle may overlap merger/consolidation timeline
- Staffing/Volunteers
 - Volunteerism is down
 - Recruitment and Retention
 - Generational gaps
 - Residency requirements
- Support Needed
 - Guidance to merging or consolidation
 - Guidance to “best practices”
 - Financial assistance to merge or consolidate
 - Need to fully analyze the issue
- Worker Compensation Costs
 - Complicated process
 - Differences between volunteer and career

Paths to Improve Service

- Communications
 - Increase involvement with local officials to build relationships and consensus
 - Provide educational awareness through consistent messaging
 - Re-establish regional chief meetings
 - Work with Regional Councils of Governments
- Data
 - A statewide approach to data collection and analysis is needed.
 - Standardized data needs to be linked to operations to accurately measure performance
 - Conduct a voluntary National Fire Protection Association (NFPA) needs assessment with focus groups
- Mandate versus Voluntary
 - Recommendation of “best practices” to improve service
 - Financial incentive to merge or consolidate
- Merger and Consolidation Models
 - Department of Public Health District consolidation
 - Emergency Telecommunications 911 Fund
 - Municipal Opportunities Plus Regional Efficiencies (MORE) Commission Report
 - Public Safety Answering Points (PSAPS) Task Force for Consolidation ([SA 21-16](#))
 - Regional Dispatch Centers
 - State Police Resident Trooper Program
- Regionalization/Shared Services
 - Centralizing back-office functions (i.e.: training, administration, apparatus maintenance) may result in better efficiencies and cost savings
 - Need to establish an equitable distribution/cost sharing plan
- Roles/Staffing
 - Define expectations of all levels of staffing and leadership
 - Establish mission statement and core values
 - Need to keep members interested
- Support
 - Financial support is needed to incentivize merger or consolidation and to offset a portion of the costs
 - Fire training schools need assistance to offer better education/training.
- Volunteer Incentives
 - Establish volunteer pension programs
 - Local option property tax abatement
 - Local option incentive for business/industry that supports fire service (i.e.: percentage of employees are volunteers)

Statutes, Regulations and Policies

- Authority
 - Local charter provisions if established by municipal legislative body
 - Municipal Commission (i.e.: Board of Fire Commissioners)
 - Collective Bargaining Agreements
- Connecticut [General Statutes Chapter 105](#) – Fire, Sewer and Other Districts
 - Thorough review, clarification and analysis is needed on structure, authority, and process
 - There is no oversight and only limited state reporting of special taxing districts
 - annual audit is required if revenues are greater than \$1 million
 - State Single Audit is required if annual expenditure of state grants is \$300,000 or more
 - Annual Report only to the local Town Clerk
 - Legislation eliminated financial reporting to state in early 1990's as part of paperwork reduction
- Connecticut [General Statutes Chapter 368f](#) – District Departments of Health
 - A review of the 2017 “Public Health Integration” proposal to consolidate 72 local health districts into nine regional districts should be noted for pros and cons, as well as intended process and outcomes
 - As a similar statutory structure, the consolidation of public health district statutes and requirements should be reviewed. See [FactSheetonHealthDistrictsinCT082016Combinedpdf.pdf](#).
- Data
 - Statewide approach to data collection and analysis is needed
- Finance
 - Establish a financial oversight structure specific to fire districts
- Voting
 - Budget/Financials
 - Districts establish and vote on their own budget and mill rate outside of the municipal budget process
 - Departments are either part of the municipal budget process or self-funded
 - Termination of District
 - To terminate a district, voting is done by the district.
 - Municipality does not have a vote, yet will be responsible to provide services if terminated

Success Stories In and Out of Connecticut

- Connecticut
 - Coventry
 - Enfield – Hazardville and Shaker Pines
 - Farmington
 - New Hartford – Pine Meadow and Village
 - West Haven – Fire Service Consolidation Study and creation of a Tri-District Commission
 - Windsor

- Outside Connecticut
 - New York – “How To” Consolidate Fire Protection in Fire Districts, Fire Protection Districts and Villages
 - Pennsylvania – Fire and EMA Systems Report

RECOMMENDATIONS AND NEXT STEPS

The bravery and dedication that firefighting personnel exhibit on a daily basis is of great benefit to the State's residents. However, fire protection services are provided through a complex web of public and private entities, districts, and departments. Many fire service entities are being challenged by budget crises, rising call volume, inadequate staffing, replacement of capital equipment, training, security issues and the overall expectation to do more with less.

The overall intent of the study is not to create a mandate, but a voluntary path forward if desired. There are no model guidelines or process and no comprehensive report such as New York and Pennsylvania on merging and consolidation in Connecticut. This report, and the 2025 Summit report, can be a catalyst for such guidance.

Even with the technological advances of the last decades, it has still been difficult to quantify fire experiences to determine what staffing levels, asset configurations and response time frames are best when responding to various levels of fire or EMS events. A statewide approach to data collection and analysis is needed.

Staying the status quo will not address the issues that fire service is facing regarding staffing, resources, and operations. Merging and consolidation, as well as sharing services, may be an option to provide efficient fire service while minimizing the risk to the firefighters, paramedics, Emergency Medical Technicians, and the public. There is a need for support, collaboration, and coordination between all stakeholders - fire service, municipalities, and the public.

RECOMMENDATIONS:

- A resource and performance analysis should be conducted with any merger and consolidation consideration including the creation of an analytic model for evaluating consolidation on a case-by-case basis. The analytic model should include or be accompanied by a model process for stakeholder engagement and input
- A more comprehensive study by a consultant to understand and analyze the granular detail within districts and departments to collectively define the true nature of problem
- Establish a statewide approach to data collection and analysis is needed. Standardized data needs to be linked to operations, to measure performance accurately.
- Conduct a thorough review, clarification, and analysis of [General Statutes Chapter 105](#)

- Continue with the Fire Summit approach, broadening to include municipal leadership
- Establish a program to provide state funding to two or more fire departments/districts to conduct a study of consolidation

REFERENCES AND MATERIALS

Connecticut:

- Fire Departments and Emergency Medical Services in Connecticut. 2017
- Pre-hospital Emergency Care Enhancement Study, Northwest CT Council of Governments, 2019
- Proposal of Consolidation of the Pine Meadow and New Hartford Fire Districts, 2021
- West Haven Connecticut Fire Service Consolidation Study, July 2019

Other States:

- State of New York “How To” Consolidate Fire Protection In Fire Districts, Fire Protection Districts and Villages,
- State of Pennsylvania Senate Resolution 6 Final Report, 2018
- Wisconsin Policy Forum – In Need of Resuscitation?, 2021

Connecticut Fire Service Agencies/Organizations:

- [Office of State Fire Marshal](#)
- [Department of Emergency Services and Public Protection DESPP](#)
- [Division of Emergency Management & Homeland Security, DEMHS](#)
- [CT Critical Incident Stress Management](#)
- [CT DEEP, Forestry Division](#)
- [UPFFA](#)
- [CT SERC](#)
- [CT Canine Search and Rescue, CCSAR](#)
- [CT Career Fire Chiefs Association, CCFCA](#)
- [CT Fire Chiefs Association, CFCA](#)
- [CT Fire Departments Instructors Association, CFDIA](#)
- [CT Fire Police Association](#)
- [CT Fire Equipment Mechanics Association](#)
- [CT Fire Marshals Association, CFMA](#)
- [CT Fire Photographers Association, CFPA](#)
- [CT Firefighters Pipes and Drums](#)
- [CT Firemen's Historical Society](#)
- [CT State Firefighter's Association, CSFA](#)
- [Disaster and Wilderness Ground Searchers, Inc. - A Volunteer Air-Scenting Canine Search Team serving CT](#)
- [Joint Council of Connecticut Fire Service Organizations](#)
- [Litchfield County Fire Chiefs Emergency Plan](#)
- [New Haven County Fire Emergency Plan](#)
- [New London County Fire Chiefs' Association](#)
- [CT Statewide Honor Guard](#)
- [Connecticut State Firefighters Irregulars Association](#)

FIRE DEPARTMENT LISTING

Department	Town
AA Young Jr Hose & Ldr. Co. 1	Jewett City
Allingtown Fire Dist	West Haven
Amogerone Vol Fire Co #1	Greenwich
Andover Vol Fire Dept	Andover
Ansonia Fire Dept	Ansonia
Ashford Fire Dept	Ashford
Attawaugan Vol Fire Dept	Dayville
Atwood Hose Fire Co	Wauregan
Avon Vol Fire Dept	Avon
Baltic Fire Dept	Baltic
Bantam Fire Co Inc	Bantam
Beacon Hose #1	Beacon Falls
Belltown Fire Dept.	Stamford
Berlin Vol Fire Dept	Berlin
Bethany Vol Frmn's Asso	Bethany
Bethel Vol Fire Dept Inc.	Bethel
Bethlehem Vol Fire Dept.	Bethlehem
Bloomfield Vol Fire Dept	Bloomfield
Blue Hills Fire Dept	Bloomfield
Bolton Vol Fire Dept	Bolton
Botsford Fire Dept.	Botsford
Bozrah Vol Fire Dept	Bozrah
Bradley Intl Fire Dept	Windsor Locks
Branford Fire Dept	Branford
Bridgeport Engine Co. 1	Bridgeport
Bridgewater Vol Fire Dept	Bridgewater
Bristol Fire Dept.	Bristol
Broad Brook Vol. Fire Dept.	Broad Brook
Brookfield VFD/Candlewd Co	Brookfield
Brookfield Vol Fire Dept	Brookfield
Bungay Fire Brigade	West Woodstock
Burlington Vol Fire Dept	Burlington
Burrville Vol Fire Dept (closed 2017)	Torrington
Byram Vol Fire Dept	Greenwich
C Robinson Corr Fire Dept	Enfield
Canterbury Vol Fire Dept	Canterbury
Center Groton Fire Dept	Groton
Central Village Fire Co 1	Central Village

Chaplin Vol Fire Dept	Chaplin
Cheshire Correction F D	Cheshire
Cheshire Fire Dept Inc.	Cheshire
Chester Vol Fire Dept	Chester
Chesterfield Fire Co	Oakdale
Citizen's Fire Eng #2	Seymour
City of Groton Fire Dept	Groton
Clinton Vol Fire Dept #1	Clinton
Cohanzie Fire Dept	Waterford
Colchester Hayward VF Co.	Colchester
Colchester/Grdnr Lake VFD	Colchester
Colebrook Center Vol Fire Dept	Colebrook
Colebrook Forge Vol Co Inc	Winsted
Columbia Vol Fire Dept	Columbia
Comm. on Fire Prev. & Ctrl	Windsor Locks
Community Fire Co Inc	North Grosvenordale
Cornwall Vol Fire Dept	West Cornwall
Cos Cob Fire/Police Patrol	Cos Cob
Coventry Vol Fire Dept	Coventry
Cromwell Fire Dept.	Cromwell
Crystal Lake Fire Dept	Ellington
CT Valley Hospital F.D.	Middletown
Danbury Fire Dept	Danbury
Danielson Fire Dept	Danielson
Dayville Fire Co	Dayville
Deep River Fire Dept	Deep River
Derby Fire Dept	Derby
Devon Hose Co #4	Milford
DOC/Engineering Services-Fire	Wethersfield
Dodgintown VFD #1	Newtown
Drakeville Vol Fire Dept	Torrington
Durham Vol Fire Co. Inc.	Durham
Eagleville Fire Dept.	Storrs Manfld
East Berlin Fire Co.	East Berlin
East Farmington Fire Dept	Farmington
East Granby Fire Dept	East Granby
East Great Plain FD	Norwich
East Haddam Fire Dept	East Haddam
East Hampton VFD	East Hampton
East Hartford Station 1	East Hartford
East Hartland Vol FD Inc.	East Hartland

East Haven Fire Dept	East Haven
East Killingly Fire Dept	East Killingly
East Litchfield Vol Fire Dept	Litchfield
East Lyme Fire Dept	Niantic
East Putnam Fire Dept	Putnam
East Thompson Vol Fire Dept	Thompson
East Wallingford VFD	Wallingford
Eastford Ind. Fire Co. 1	Eastford
Easton Fire Dept	Easton
Echo Hose Fire Dept	Shelton
Ellington Vol Fire Dept Inc	Ellington
Enfield Fire District No. 1	Enfield
Essex Fire Engine Co. No. 1	Essex
Fairfield Fire Dept.	Fairfield
Falls Village Vol Fire Dept	Falls Village
Farmington Vol Fire Dept	Farmington
Flanders F.D/ East Lyme	East Lyme
Franklin Vol Fire Dept	Franklin
Gales Ferry Vol Fire Co	Gales Ferry
Gardner Lake Vol Fire Co	Salem
Gaylordsville Vol Fire Dept	Gaylordsville
Georgetown Vol Fire Co	Georgetown
Glastonbury Fire Dept.	Glastonbury
Glenbrook Fire Dept	Glenbrook
Goshen Fire Dept.	Waterford
Goshen Vol Fire Co	Goshen
Greenwich Fire Dept	Greenwich
Griswold Vol Fire Dept	Griswold
Groton Submarine Co. FD	Groton
Groton-Lg Pt. Vol. Fire Co.	Groton Long Point
Guilford Fire Dept	Guilford
Haddam Neck Fire Dept	Haddam Neck
Haddam Vol Fire Co	Higganum
Hamden Fire Dept	Hamden
Hampton Fire Dept.	Hampton
Hartford Fire Dept	Hartford
Harwinton Vol Fire Dept	Harwinton
Harwinton West Side VF Co Inc	Harwinton
Hawleyville Fire Co	Hawleyville
Hazardville Fire Dept	Enfield
Hebron Vol Fire Dept	Hebron

Jordan Fire Dept	Waterford
Kensington Vol Fire Dept	Berlin
Kent Vol Fire Dept	Kent
Killingworth Vol Fire Dept	Killingworth
Lakeville Hose Co.	Lakeville
Laurel Hill Fire Dept	Norwich
Lebanon Vol Fire Dept	Lebanon
Ledyard Fire Co Dist#1 Inc	Ledyard
Lisbon Fire Dept.	Lisbon
Litchfield Vol Fire Co Inc	Litchfield
Long Hill Fire District	Trumbull
Long Ridge Fire Co	Stamford
Lost Acres Fire Dept Inc	North Granby
Lyme Fire Co. Inc.	Lyme
Madison F.D. Hose Co #1	Madison
Manchester FD 8th District	Manchester
Manchester Fire, Rescue, EMS	Manchester
Mansfield Vol Fire Dept	Storrs
Marlborough Vol Fire Co.	Marlborough
Mashantucket Pequot F.D.	Mashantucket
Meriden Fire & Emerg. Servs.	Meriden
Middlebury Vol Fire Dept	Middlebury
Middlefield Vol Fire Co	Middlefield
Middletown Fire Dept	Middletown
Milford Fire Dept. Station 1	Milford
Mohegan Sun Tribal F.D.	Uncasville
Monroe Vol Fire Dept	Monroe
Montville Fire Dept	Uncasville
Moosup Fire Dept	Moosup
Morris Vol Fire Dept	Morris
Mortlake Fire Co	Brooklyn
Mount Carmel Vol Fire Dept	Mount Carmel
Muddy Brook Fire Dept	East Woodstock
Mystic Fire Dept	Mystic
Naugatuck Fire Dept.	Naugatuck
New Britain Fire Dept.	New Britain
New Canaan Fire Dept	New Canaan
New Fairfield Vol Fire Dept	New Fairfield
New Hartford So.End FD	New Hartford
New Hartford Vol Fire Dept	New Hartford
New Haven Fire Dept	New Haven

New London Fire Dept	New London
New Milford F.D./Water Witch	New Milford
Newington Fire Dept	Newington
Newtown Hook & Ladder	Newtown
Niantic Fire Dept.	Niantic
Nichols Fire Dept	Trumbull
Noank Fire Dept	Noank
Norfolk Vol. Fire Dept.	Norfolk
Noroton Fire Dept	Darien
Noroton Heights Fire Dept	Darien
North Branford Fire Dept	North Branford
North Canaan Vol. Fire Co.	Canaan
North Canton V.F. Assoc.	North Canton
North Coventry Fire Dept	Coventry
North Farms Vol Fire Dept	Wallingford
North Madison Vol Fire Co	Madison
North Stonington VFD	North Stonington
North Thompsonville F. D.	Enfield
North Windham Fire Dept	North Windham
Northfield Vol Fire Co Inc	Northfield
Northford Acres Fire Co #3	Northford
Northville Vol Fire Dept	New Milford
Norwalk Fire Dept	Norwalk
Norwich Fire Dept	Norwich
Oakdale Fire Co.	Oakdale
Occum Fire Dept	Norwich
Old Lyme Fire Dept	Old Lyme
Old Mystic Fire Dept	Mystic
Old Saybrook Fire Co #1, Inc	Old Saybrook
Oneco Fire Co #1 Inc.	Oneco
Orange Vol Fire Assoc Inc	Orange
Oswegatchie Fire Dept	Waterford
Oxford Center Fire Dept	Oxford
Pawcatuck Fire Dept	Pawcatuck
Pine Meadow Vol Fire Dept	Pine Meadow
Plainfield Fire Co. Inc. #1	Plainfield
Plainville Fire Dept	Plainville
Pleasant Valley Fire Dept	Pleasant Valley
Pomfret Fire Dept	Pomfret
Poquetanuck Vol Fire Dept	Preston
Poquonnock Bridge F. D.	Groton

Portland Vol. Fire Dept	Portland
Preston City Vol Fire Dept	Preston
Putnam Fire Dept.	Putnam
Quaker Farms Fire Dept	Oxford
Quaker Hill Fire Co Inc	Quaker Hill
Quiambaug Fire District	Stonington
Quinebaug Vol Fire Dept	Quinebaug
Redding Fire & EMS Co 1	Redding
Ridgefield Fire Dept	Ridgefield
Riverside Fire Dept.	Oxford
Riverton Vol Fire Dept	Riverton
Rockville FD Rescue Squad	Rockville
Rocky Hill Vol Fire Dept	Rocky Hill
Round Hill Vol Fire Dept	Greenwich
Rowayton Fire Dept	Rowayton
Roxbury Vol Fire Dept	Roxbury
Salem Vol. Fire Co. Inc.	Salem
Sandy Hook Vol Fire & Rescue	Sandy Hook
Scotland Vol Fire Dept	Scotland
Seymour Fire Dept.	Seymour
Shaker Pines Fire Dist. 5	Enfield
Sharon Vol Fire Dept	Sharon
Shelton Fire Dept.	Shelton
Sherman Vol Fire Dept	Sherman
Simsbury Vol Fire Co	Simsbury
Somers Fire Dept	Somers
Sound Beach Vol Fire Dept	Old Greenwich
South Fire District	Middletown
South Kensington F.D.	Kensington
South Killingly Fire Dept	Danielson
South Meriden Vol Fire Dept	South Meriden
South Windham VFD	South Windham
South Windsor Fire Dept	South Windsor
Southbury Fire Trng. School	Southbury
Southbury V. Firemen's Assoc	Southbury
Southington Fire Dept. Hdqtr.	Southington
Southport Vol Fire Dept	Southport
Springdale Fire Dept	Stamford
Staffordville Fire Dept	Staffordville
Stamford Fire & Rescue	Stamford
Stepney Fire Dept	Monroe

Sterling Vol Fire Dept	Sterling
Stevenson Vol Fire Co	Monroe
Stonington Borough F.D.	Stonington
Stony Creek Fire Co #5	Stony Creek
Stony Hill Vol Fire Dept	Bethel
Stratfield Vol Fire Dept Inc	Fairfield
Stratford Fire Dept.	Stratford
Suffield Fire Dept	Suffield
Taftville Fire Dept	Taftville
Terryville FD Hose & Ldr Co	Terryville
Thomaston Fire Dept	Thomaston
Thompson Fire Engine Co. Inc.	Thompson
Thompsonville Fire Dist #2	Enfield
Tolland Fire Dept	Tolland
Torrington Vol Fire Dept	Torrington
Torrington Fire Dept. Hdq.	Torrington
Town Of Canton VFD/EMS	Collinsville
Town of North Haven FD	North Haven
Trumbull Center Fire District	Trumbull
Tunxis Hose Co#1	Unionville
Turn Of River Fire Dept #1	Stamford
UConn Fire Dept	Storrs
UConn Health Center Fire Dept	Farmington
Union Vol Fire Dept Inc	Union
United Fire Co of Botsford	Newtown
V.F.D. of Prospect Inc	Prospect
Vernon Fire Dept.	Vernon
Voluntown Fire Dept	Voluntown
Wallingford Fire Dept	Wallingford
Warehouse Point Fire Dept	East Windsor
Warren Vol Fire Dept	Warren
Washington Vol Fire Dept Inc	Washington Depot
Waterbury Fire Dept Hdq.	Waterbury
Watertown Fire Dept Hdq.	Watertown
Wauregan Fire Dist.	Wauregan
Wequetequock Fire Dept	Pawcatuck
West Hartford Fire Dept	West Hartford
West Hartland Vol. Fire Dept.	West Hartland
West Haven Fire Dept	West Haven
West Redding Vol Fire Dept	West Redding
West Shore Fire Dist	West Haven

West Stafford Fire Dept	Stafford Springs
West Thompson Fire Dept	North Grosvenordale
Westbrook Fire Dept	Westbrook
Westfield Vol Fire Dept	Middletown
Weston Vol Fire Dept.	Weston
Westport Fire Dept.	Westport
Wethersfield Vol Fire Dept	Wethersfield
Williamsville Fire Eng Co	Rogers
Willimantic Fire Dept	Willimantic
Willington Fire Dept. Inc. #1	Willington
Willington Hill Fire Dept	Willington
Wilson Fire Dept	Wilson
Wilson Vol Fire Dept	Windsor
Wilton Fire Dept.	Wilton
Winchester Vol Fire Dept	Winchester Center
Windham Center Fire Dept	Windham
Windsor Fire Dept.	Windsor
Windsor Locks Fire Dept.	Windsor Locks
Winsted Fire Dept.	Winsted
Wolcott Vol Fire Dept	Wolcott
Woodbridge Vol Fire Dept	Woodbridge
Woodbury Fire Dept	Woodbury
Woodstock Vol Fire Assoc	South Woodstock
Yalesville Vol Fire Dept	Wallingford
Yantic Fire Dept #1	Yantic

FIRE DISTRICT LISTING

MUNICIPALITY	DISTRICT NAME	YEAR
Barkhamsted	Barkhamsted Fire District	1969
Berlin	Kensington Fire District	1922
Berlin	Worthington Fire District	1922
Bloomfield	Blue Hills Fire District	1931
Bloomfield	Center Fire District	1923
Brooklyn	East Brooklyn Fire District	1934
Cromwell	Cromwell Fire District	1927
East Windsor	Broad Brook Fire Department	2020
East Windsor	Warehouse Point Fire District	1911
Ellington	Crystal Lake Fire District	1949
Enfield	#1 Enfield Fire District	1896
Enfield	#2 Thompsonville Fire District	1886
Enfield	#4 North Thompsonville Fire District	1914
Enfield	#5 Shaker Pines Fire District	1963
Enfield	#3 Hazardville Fire District	1893
Groton	#1 City of Groton	
Groton	#2 Poquonock Bridge Fire District	1943
Groton	#3 Mystic Fire District	1879
Groton	#4 Noank Fire District	1947
Groton	#5 Old Mystic Fire District	1961
Groton	#6 Groton Long Point Association	
Groton	#7 Center Groton Fire District	1983
Groton	#8 West Pleasant Valley Fire District	1962
Groton	#9 Mumford Cove Association	
Killingly	#2 Dayville Fire District	1959
Killingly	#1 Attawaugan Fire District	1943
Killingly	#4 East Killingly Fire District	1959
Killingly	#5 Orient Heights Fire District	1961
Killingly	#6 Williamsville Fire Engine District	1972
Killingly	#3 Dyer Manor Fire District	
Killingly	#7 South Killingly Fire District	1956
Ledyard	Gales Ferry Fire District	1928
Manchester	Eighth Utilities District Of Manchester	1915
Manchester	South Manchester Fire District	1897
Middletown	City Fire	
Middletown	South Fire District - Middletown	1957
Middletown	Westfield Fire District	1961

New Hartford	#1 Village Fire District	1889
New Hartford	#3 Pine Meadow Fire District	1893
New Hartford	South End Fire District	1959
New Milford	New Milford Fire District	1863
North Canaan	Canaan Fire District	1902
Norwalk	1 st Fire Taxation District	
Plainfield	Central Village Fire District	1927
Plainfield	Moosup Fire District	1937
Plainfield	Plainfield Fire District #255	1937
Plainfield	Wauregan Fire District	1956
Pomfret	Pomfret Fire District	1974
Putnam	West Putnam Fire District	1980
Putnam	East Putnam Fire District #1	1948
Redding	Redding Fire District #1	1927
Redding	Redding Fire District #2	1930
Redding	Georgetown Fire District (Redding, Weston, Wilton)	1933
Simsbury	Simsbury Fire District	1944
Sterling	Sterling Fire District	1964
Stonington	Latimer Point Fire District	1961
Stonington	Masons Island Fire District	1961
Stonington	Mystic Fire District	
Stonington	Wamphassuc Point Association	1987
Stonington	Wequetequock Fire District	1959
Stonington	Old Mystic Fire District	
Stonington	Pawcatuck Fire District	1877
Stonington	Quiambaug Fire District	1961
Stonington	Stonington Fire District	1925
Trumbull	Long Hill Fire District	1931
Trumbull	Trumbull Center Fire District	1951
Trumbull	Nichols Fire District	1917
West Haven	First Fire Taxation District (First Center)	1931
West Haven	Fire District 3 - Allintown Fire District	1907
West Haven	Fire District 2 - West Shore	1919
Weston	Georgetown Fire District (Redding, Weston, Wilton)	1933
Wilton	Georgetown Fire District (Redding, Weston, Wilton)	1933
Windsor	Wilson Fire District	1916
Windsor	Windsor Fire District	1915