

**TOWN COUNCIL MEETING MINUTES**  
**Wednesday, October 14, 2015**

**CALL TO ORDER**

Chair Sullivan called the meeting to order at 6:30 pm.

**ROLL CALL – ATTENDANCE**

Donald Winterton, Timothy Tsantoulis, James Levesque, Adam Jennings, Robert Duhaime, Marc Miville, David Ross, Chair James Sullivan, Dr. Dean E. Shankle, Jr. (Town Administrator)

Missed: Nancy Comai

**PLEDGE OF ALLEGIANCE**

**SPECIAL RECOGNITIONS**

a. Hooksett Youth Achiever

D. Winterton: Jackson Marshall has done things I only wish I could have done. He won the national pitch, hit and run contest; he went to the Home Run Derby and the All-Star game in Cincinnati; he shagged fly balls in the Home Run Derby; he got to meet Willie Mays. This is a product of Hooksett Athletics and a great family in Hooksett. We congratulate you and we are proud that you are on our team.

*Presentation of certificate and pin to Jackson Marshall.*

b. Eagle Scout Project Overview – Joseph Mariano and Justin Taylor

J. Sullivan: We have 2 scouts here to introduce their Eagle Scout projects to the Council. Thank you for coming and congratulations on the forthcoming Court of Honor.

J. Mariano: I am working on a Story Trail for the Hooksett Public Library. There will be points on a trail where parts of a story will be placed (tennis courts/playground at Donati Field). The first story is being prepped by the library for installation on October 17. There will be 8 posts in total. Posts are numbered and will show where the next one is.

Justin Taylor: My project is a Pinnacle Kiosk at the Pinnacle Trail parking lot to hold trail information and history of Pinnacle Mtn. I raised \$600 at a car wash at Burger King, and I went to Home Depot and received \$300 gift card. (See Attachment "A") There is a sign that says "Pinnacle Trail" that has been installed since this picture was taken.

D. Ross: It says a lot and is a badge of honor for this town as to what an active troop 292 we have. They have produced more Eagle Scouts than I've seen in my life.

J. Taylor: I have the key to the lock so you can switch out the information in it.

J. Sullivan: We will officially be accepting your projects later tonight, and we will hopefully have someone attend the Court of Honor on behalf of the Council. Thank you to the Scoutmasters as well.

**EXPANDED PUBLIC INPUT (one hour; no person will be allowed to speak for more than 5 minutes – per public input protocol)**

a. Public Safety Administrative Consolidation

J. Sullivan: This is not an official public hearing, as per state RSA. Dr. Shankle has put together a presentation for background that he would like to share. (See Attachments "B" and "C")

Harold Murray, 311 Hackett Hill Rd: Things have changed – at one meeting it's called something, then you come in and it's called something else. This was called a public hearing at the last meeting and not expanded public input which makes it totally different. I specifically asked about that at the last meeting. I am against this, as you know. You are adding another level of management in there. If this is brought to the town for a vote, what happens to the jobs being put out? Will they be eliminated or not funded?

J. Sullivan: Under the Charter, this will not be going to the voters. Any organizational change is under the authority of the Council, such as the recent Public Works change.

H. Murray: Can this be overruled by the people?

J. Sullivan: The Charter requires a referendum and petition warrant article, so that is a possibility later on.

H. Murray: The job description was interesting; they have to be superb in both fire and police, which is just about impossible. If you have someone come in with a heavy police background and no fire, do they have to meet the requirements set forth in the job description or will they have on the job training?

Dr. Shankle: Anytime we put out a job, we are looking for the most qualified candidate. That's one of the reasons I want to do it this way. Council has to agree to any department heads, according to the Charter. The job description says they have to be familiar with both police and fire; someone who can handle both administratively.

J. Sullivan: This does not meet the requirements of an official public hearing, even though we may have said that. We have some information we can post on things that require a public hearing.

Richard McGahee, 32 Golden Gate Dr: I am a District fire chief in Manchester and a commissioner with the Fire Standards and Training Commission for the state of NH. I'm concerned about this proposal and with what I saw tonight. It's stated that it won't eliminate any positions, but it's creating another level of bureaucracy. We have an open fire chief position; we can add Emergency Management Director to the fire chief description, a no-cost addition to the town. These are things that need to be looked at and explored. I'd ask all Councilors to vote "no" tonight. I've worked in this profession for 26 years, and I have lived here for 23 years; this is my town and I love this town. Police needs to work on the budget for police to make sure their needs are met, as does the fire chief. The 2 are vastly different. I'd like to thank Mike Williams for his many years of service to the town and Acting Chief Jore for keeping the department running, as well as police Chief Bartlett for the exceptional job he does. I haven't seen any bad comments in the *Union Leader* lately about the town of Hooksett and their public service and I like that.

D. Ross: We, as Council, made the former fire chief the Emergency Management Director, at his behest. The thought we don't have one should be cleared up; it is part of the fire chief's position.

Josh Brown, 28 Pleasant St: I want to introduce Dave Lang, President of the Professional Firefighters Association.

D. Lang: The Professional Firefighters of NH represents 44 local unions. I've worked in Hampton my whole career. PFFNH is a member of IAFF which Dr. Shankle referenced. There is administrative value and operational value to the Public Safety Director position. How would the Public Safety Director fit in a paramilitary structure? We have a ranking structure and a legal authority. As a fire captain, if I get called to a fire, I own that building until I release it. Hooksett has to do something allowed for by the state of NH (RSA 154). If you make a bad decision the Public Safety Director would have command and control over police chief and fire chief. What happens in a natural disaster in which the authority rests with the Public Safety Director to make a go-no go decision? Where does the liability rest? I think we can find one in Waterville, NH. I believe the Public Safety Director is the fire chief and the police chief is still the police chief. Having no proper training diminishes the operational value. Simplistically, it appears a better position would be an Assistant Town Administrator, to worry about operational and budgetary concerns which is not out of the norm. Leave command and control functions up to the fire chief and police chief.

Michael Sorel, 54 Cross Rd: In the presentation, I didn't see anything with respect to annual cost of salary plus benefits.

J. Sullivan: The Administrator mentioned there will be no additional cost for any of these changes, if this proceeds. It will be budget-neutral.

M. Sorel: You are proposing to hire an additional new employee. What is the estimated cost of salary plus benefits?

J. Sullivan: Class 25 on pay chart and the current police and fire chief positions (which will remain) will go up to a Class 24.

Dr. Shankle: There will be no increase in overall staffing costs. We have an open position now, so there will not be any additional people.

M. Sorel: Can I get a dollar amount, or even a range?

J. Sullivan: I don't have those figures or the budget right in front of me.

Dr. Shankle: We don't know what this position will cost until we move forward and see who we get, but the overall cost to the town will not increase. There is an open position. How we restructure police and fire will allow us to do this without any additional cost to the town, which is why we are looking at it now.

J. Sullivan: The fire chief position is open. We temporarily moved up the Asst Chief to Acting Fire Chief. According to this presentation, we will have a fire chief and an assistant chief. There won't be a deputy chief.

M. Sorel: I can look at the open position in the budget and get a dollars and cents answer?

J. Sullivan: Yes, it's right there in the budget. There will be no additional cost for personnel in the budget.

Dr. Shankle: Depending on other shifts in the police and fire departments, some of the other numbers might change. It doesn't mean that we are going to pay the Public Safety Director what the fire and police chiefs would be making now. It depends on how things shift, so that's why we need to put this together and bring it back to the Council to make sure it doesn't increase.

M. Sorel: I was not aware there were problems with the administration in either of the excellent fire and police departments that we pay for. I'd suggest that you not go forward with this proposal at this time.

D. Ross: We have 2 positions moving up in pay grade from 23 to 24 and this new person is a level 25. I don't think it's unrealistic to say we are increasing the pay grade of employees, as was the case with the consolidation of the Public Works.

Dr. Shankle: We are actually moving the police and fire chief down from grade 25 to 24 and putting the Public Safety Director to 25, so everybody is not moving up.

D. Ross: It appears we are moving up the pay grades of people in the town to higher levels than they were and higher levels that were purported as well, as with the Town Engineer.

J. Sullivan: We need to get public input and make sure the answers are correct.

D. Ross: That is my concern, that the questions are answered clearly and concisely, not with these euphemistic answers.

J. Sullivan: That is why I want someone to step in and correct me if I say something wrong.

Tina Paquette, 154 Merrimack St: Before you vote tonight, have you spoken to or invited someone in from a town that has done this and heard of the pros and cons from them? That may be an idea.

Joanne McHugh, 14 Jefferson Dr: Mrs. Paquette just asked the question, but I'd ask you to consider a committee to do some research on the pros and cons rather than go into something that doesn't suit the community. I've heard comments on both sides, but I think it's only fair. Why wouldn't you take the time to research the pros and cons and how this fits in this community? It would be unfortunate for us to move in a direction that we find out will disappoint some people. We should be very proud of the police chief we have right now. He's done an outstanding job; don't put him in a position that is too much. I'm sure he would step up and do what he needs to do, but why do that? Do the right thing and put a committee together to explore this further. Thank you.

Todd Lizotte, 21 Post Rd: I read the documentation; this is an administrative function, but the ops side is there. If I had the attitude of being afraid of change, I'd never innovate and progress forward. I'm sure a similar argument was made when we had volunteer firefighters. Evolution is necessary and sometimes

you need to try new things. We need to trust the administration and look at things from a higher level, like how we allocate resources. We could do a study on past events like the sewer discs and how the town reacts to those types of events. I think it's clear who is in charge when we have these emergency situations. I don't believe in this hierarchical, quasi-military stance. As a former Councilor, I've heard both sides of the argument. As far as testing this, we need to look to the future and understand this is a step to change the status quo and not rely on a system that has been in place for a century. We need to take a step forward, and this is a minor step. I trust the Town Administrator has looked at this incrementally and I trust the Town Council is going to move incrementally. I am in support of this because I think we need to change the status quo and evolve a little bit.

Paul Loiselle, 118 W. River Rd: Mr. Sorel asked the question relevant to the cost involved and couldn't get an answer. It indicates there is a lot more work to be done. Then a Councilor mentioned moving the pay scales up, and the Administrator said they were actually moving down. How does that affect us in the future when we have to hire a new chief? There are a number of things that have to be addressed, and I think Joanne McHugh had a great point of forming a committee to address towns that have implemented this structure. Is it successful and cost effective? These are the questions you need to have answered.

Kevin Healy, 13 Fieldstone Dr: I too am a Manchester fire officer, and listening to the dialog tonight, I do not believe this will not be an increase in cost, especially if you move up the assistant chief to fire chief and the deputy chief to assistant chief. If you are using the pay that the deputy chief was making, that is substantially less than what the chief and assistant chief are making, and you're going to be paying someone above. The fire department has always done a great job. Under Chief Bartlett's leadership, he has been able to fill his positions and add some positions. I applaud him; I think he has done a great job. I do not think you need another layer of bureaucracy for the police and fire chief to report to. To insert that at this point, it would be wrong to hamstring both of those chiefs with this position. Thank you.

Jim Gorton, 150 West River Rd: I am totally against this; it's just one more level of bureaucracy. I don't believe you need to look into the future, I believe you need to look at past history. Big government is a mistake and I see this as more step to becoming bigger and bigger.

Richard Boisvert, 10 Prescott Heights: I am in favor of this proposal. It's great to see Council has taken the opportunity to examine ways to make the town more efficient. Too often we hear about government spending more and more money. I have seen property taxes increase tremendously. I think Dr. Shankle has done his homework. Someone said if it's not broke don't fix it, but if you don't examine something how do you know if it's not broke? You are still going to have a police chief and a fire chief who are still going to be doing their thing. I think having this public safety director will be able to give both Council and the public the data they need to make the financial decisions that need to be made, so I am all for it.

Valerie Silva, 1858 Hooksett Rd: If your child came to you and said they got a 25% on a test how would you feel? Of the 4 towns that I know of, there is a 25% success rate with this program. The IAFF is opposed to it; Goffstown put it on the ballot to get rid of it and succeeded; Salem rejected it; North Hampton accepted it and are now trying to get out of it. I don't want to spend money to put it on the ballot like Goffstown did. That is a waste. If he is talking about lowering pay grades, who would take a pay cut to keep the job they already have to fund a position that can be done by someone else at a lower pay grade? That's ludicrous and a waste of money. Thank you.

Bob Beaudette, 15 Ridgeview Dr: We have an outstanding police chief and acting fire chief. I think it's an insult to these 2 men to talk about giving them a pay cut; they don't deserve that.

David Pearl, 79 Main St: We should try to take names out of this; it's hard to do in a small town. When we are making structural decisions, we have to take names out of it. We put that personality with that job, and we need to step back from that and make the right decision. I appreciate Dr. Shankle's presentation. I am still undecided but the one thing that does strike me is the coordination. We are seeing small towns being thrown into things that take total coordination of fire, police and DPW. Somethings that coordination could be key to the benefits we get. That is the one part of this that appeals to me; that person, I believe, would be more skilled at coordinating those 2 departments than the Town Administrator who has to be generally skilled in everything. I think it's a healthy thing to look at, and I hope we can keep personalities out of it and make a decision that will be best for the structure of the town. Thank you.

Dan Silva, 1858 Hooksett Rd: I have watched this town grow. I've been in the fire service for 25 years. Each department has a good administrative structure, are fiscally responsible, and stick to their budgets. By doing this, I think it's going to take resources away from the fire department's office; I think it's going to make it short-staffed. We have more business, homes, residents; I don't want to see either the police or fire department get shortchanged. I think by doing this it's going to make this top-heavy. Al Dionne, the past Emergency Management Director, did a fantastic job and Chief Williams picked it up and did a fantastic job. I can't see taking that away and paying someone else possibly a higher wage. I hope you take a good look at this and please be informed, ask questions, and check with other towns. Thank you.

Ken Nelson, 495 West River Rd: I am not in favor of this; we are eliminating a fire chief position at the worst possible time. The town is growing by leaps and bounds. This is a town of 14,000 people and that is just residents. We have a lot of large businesses here. Daily, the population of this town probably grows by 10,000 people. To find an individual with all the qualifications you need is an impossibility. To find a person with all the qualifications you need doesn't exist. They would have to be paid at a level 50 to take care of all the administrative duties in both departments. I am a Lieutenant in the Manchester Fire Department, and I know how much paperwork I need to do and I'm sure a police Lieutenant has the same amount of paperwork. Now multiply that. To put that person in a hierarchy to make decisions during an incident is going to become inefficient and a detriment to the safety in this town. There isn't a person who could have the intellect to cover all of those bases. It's going to be difficult to find a community where this is effective because it doesn't work. It creates a convoluted mess. The way we run things now is effective. It's already in place. It won't work and will cost a lot of money and will have to be undone. It's a great idea, but that person doesn't exist. Thank you.

Dave McPherson, 28 Springwood Dr: I have heard 4 towns in the state have tried to do this; we have over 200 towns in this state. If 3 of them are trying to get out of it, Hooksett shouldn't be doing it. Hooksett is unique - we have the largest city in the state to the south of us, Interstate 93 traffic, a major river runs through the town and a lot of undeveloped land. With that brings a lot of challenges to both the police department and the fire department.

Aaron McIntyre, 8 Dove Rd: I am the bureau chief for the Concord Fire Department. I've been an administrative fire chief for 5 years and in fire service for 24 years. Our previous and current fire administration and the current police administration have done a tremendous job. The city of Concord is jealous of the way Hooksett fire department operates. There are a number of things we would love to bring to our city - the way they are structured, the way their management works and the way their process works. We work very closely with the Hooksett fire department. I take this personally not only as a citizen of the town but for the crews I work with. Restructuring is very difficult. Overseeing all of our safety department, professional development, EMS, fire and training, I am overloaded. If you try to add additional layers of police work, detective work, cybercrimes work, I can't fathom trying to spread that work out. I understand the need for data to justify what we are doing. The systems you need are so specific to both police and fire you need to be a fireman to understand the system to draw data out of that system. Our professions have expanded from squirting water/arresting bad guys to vast public servants in all aspects of public management. The difference between police and fire work is vast; we collaborate daily. The day to day operations are so vastly different. We need to keep the high quality of service in this town. We have a lot of potential; this is not a step toward growth, it's a step backwards. There is a reason that other towns don't do this. Having a police chief, a fire chief, and a strong consolidated effort between them will build this town to what it needs.

Samantha Anderson, 28 Pleasant St: I don't think a lot of research has been put into this. There have not been a lot of positive points. To reference the article in the presentation, it's a 19-page article on why it doesn't work so I don't know why you would use that as a reference to help make your point. It also cites increased wages, pension and costs associated with cross training. Thank you.

D. Lang: Thank you for listening to me. I am here on behalf of the Hooksett Firefighters Union. You have heard from some firefighters from one of the toughest fire departments in the state of NH. I'd ask you not to dismiss that. We are not opposed to innovation. We would encourage you to look at community paramedicine. Tonight before you is an operational change you are going to make. When the command and control is turned over to the public safety director, what happens? We only have one department that has a public safety director; I don't believe it's recognized under RSA 154 as a fire department function. These are 2 distinct public safety functions. You can't be all things to all people. If

you put in an Asst. Town Administrator, you capture the same functions but remove the operational authority and our concerns are diminished greatly. I thank you for your diligence and your time.

Dave Kerrigan, 80 Auburn Rd: The comment was made if it's not broke, don't fix it. People spoke about being very happy with both fire and police. You have heard from only 2 people for this and a lot of others who are against it.

H. Murray: I have been in this town for 83 years, 57 on the fire service. I'd like to point out that there were 2 people who spoke in favor of this (one was an "I don't know") and all the rest were against it. I'd like you to keep that in mind. Thank you.

#### 5 MINUTE RECESS

*Council consensus to move up Scheduled Appointment "b"*

#### SCHEDULED APPOINTMENTS

b. Bernadette Chevrette – Veteran's Monument

B. Chevrette: We would like to put a monument in memory of those who fought in the Battle of the Bulge at Veteran's Park. (See Attachment "D")

Dr. Shankle: The only concern I have is that, since I've been here and any time we talk about Veteran's Park, I was instructed by Council to have folks talk to Kathie Northrup, the Chair of the Heritage Commission. If we are not going to continue that, is the Council going to oversee how things go in Veteran's Park? That has been the past practice, and this is a variation from that practice. I want to make sure you stick to the process or determine if you want a new process.

J. Sullivan: I am a member of the Heritage Commission, and it hasn't been brought to them officially. As an oversight, I didn't realize it needed to go through them. I think a monument is a good idea, to honor the members of the Battle of the Bulge, including Mr. Chevrette. If that is the process that Council approved, we should do that and go from there.

T. Paquette: I didn't realize the Heritage Commission was in charge of placing statues; I know they were in charge of placing flowers, and updating it.

J. Sullivan: It's a process from our end, so we need to decide how we want to deal with this.

D. Ross: I think this is a good process, rather than have many people approach the Heritage Commission with their requests, they come to us first to deem it appropriate. Then they go back to the Heritage Commission and come back to us for final approval.

J. Sullivan: We want to make sure we adhere to the process.

J. Levesque: I agree with Councilor Ross on the way we do this. We should have a master plan of where all the monuments that are being requested are placed, and in an orderly fashion. The newest thing was the POW bench, so maybe we start there placing new monuments.

J. Sullivan: We want to make sure any marker placed is in the proper place, so we want to make sure we have the process correct.

D. Winterton: Thank you for coming in. My father-in-law fought in the Battle of the Bulge. I support what you are trying to do. I would hope this Council would let the Heritage Commission look at the entire park, because unfortunately I don't think this is the last monument this town might be wanting to place. I would hope the Heritage Commission could walk you through the process so we don't mismatch that wonderful park that remembers a lot of wonderful people who did a lot of wonderful things for us.

A. Jennings: I thank you for donating your time and energy to this as well. I wear a bracelet in honor of a friend who was lost in Afghanistan. I agree with a master plan and a way we can cherish those who fought for us in a way that looks presentable in the park.

R. Duhaime: This is a great monument and looks very nice. I look forward to seeing this in the park, but we need to go through the process and I'm sure you will be back to get this approved.

M. Miville: I agree with the Councilors who are stating that as more requests come in, it needs to make logistical sense. From my understanding, not all of this is town property, some is church property so we can't encroach on their property. Is this a plaque on a stone, or similar to the POW monument?

B. Chevette: I am working with Roger Belisle. The stone is white and shiny. With this decal and the white behind and black lettering, it would stand out. I wanted it about 5' tall so it can be seen.

J. Sullivan: If we are going to send it back to the Heritage Commission, we need to make sure it fits in with the sizes of the other monuments and in an appropriate location. We want to get things done in a proper way that is beneficial to everyone. We will forward this to the Heritage Commission for guidance and recommendation.

Dr. Shankle: There is another monument that is being requested by someone who is in the audience, Mr. Silva. Instead of having him come back to another meeting, maybe he should come up and talk now so Kathie can work on both of them at the same time.

J. Sullivan: Council is going to ask you and Mr. Silva to work with the Heritage Commission on a solution to make sure they are displayed in the right place so as not to overshadow other monuments. We are going to ask the Chair of the Heritage Commission to contact both of you so you can come to a meeting and work out the details to make sure everyone is satisfied.

Mr. Silva: I'd like to ask for your approval here, and through the Heritage Commission. We are going to work on appropriate sizing for the Gold Star Mother's monument. It's approximately 4' high and 3' wide with a base on it. You will find out that most people do not know what Gold Star Mothers is. If these monuments are put up in Veteran's Park, perhaps parents will take their children down there and explain what they are. I'd like to thank you for allowing me to speak tonight.

J. Sullivan: The Heritage Commission will contact you to discuss coming up with recommendations and suggestions to bring back to the Council for approval for proper locations and sizes on these new monuments.

***D. Ross motioned to give consensus to the continuing endeavor to install these 2 monuments through the Heritage Commission. Seconded by D. Winterton.  
Vote unanimously in favor.***

#### **APPROVAL OF MINUTES**

a. Public: September 23, 2015

M. Miville: As Council Secretary, I have reviewed the votes tallied and confirm they are accurate.

***A. Jennings motioned to accept the public minutes of September 23, 2015 with edits. Seconded by J. Sullivan.  
Vote unanimously in favor. R. Duhaime abstained due to prior absence.***

b. Non-Public: September 23, 2015

***D. Ross motioned to accept the non-public minutes of September 23, 2015. Seconded by D. Winterton.  
Vote unanimously in favor. R. Duhaime abstained due to prior absence.***

#### **AGENDA OVERVIEW**

Chair Sullivan provided an overview of tonight's agenda.

#### **PUBLIC HEARINGS**

a. Public Hearing for the Town Council to receive public input on proposed Town Charter amendments changing Town Meeting to March.

J. Sullivan: *"The Hooksett Town Council will be holding a public hearing on Wednesday, October 14, 2015 @6:30pm at the Hooksett Town Hall -Council Chambers, 35 Main Street, Hooksett, NH. The*

*purpose of the public hearing is to consider amendments to the Hooksett Town Charter in accordance with NH RSA 49-B:5 as follows: Section 1.6, Section 3.1, Section 5.3 A-C, Section 5.4.B, Section 5.4.C, Section 5.4.F, Section 9.2.B, Section 10.2.B. Proposed Charter amendments are available for viewing in the Town Clerks Office. Questions should be directed to the Town Clerk at 485-9534.*" This was something we talked about doing to increase public participation to align the town meeting with school district. My question would be a Councilor who was elected in March would serve starting when?

Dr. Shankle: That is covered in Section 10.2.B. The only thing I didn't change is the fiscal year, which is still July 1 – June 30. We wanted to be in line with the school, and everything else would shift to go along with that.

A. Jennings: In one of the Town Administrator reports you mentioned low voter turnout and when you called the Secretary of State, he suggested moving the town meeting to March.

D. Ross: So now there are 2 separate ballots people will have to get in line for; will they receive both at the same time? How would moderating be worked out? The town has one and the school has one.

J. Sullivan: It would revert back to the way it was in 1989 before the Town Charter. Both moderators can work together; I think they have done that in the past and it shouldn't be a problem. I think you receive both ballots at the same time, but each has a separate ballot box.

D. Ross: Are they using the same voter registration books?

J. Sullivan: The Supervisors of the Checklist uses the same book for both meetings.

M. Miville: The school district has their deliberative session on Friday nights and we have ours on Saturday. According to these new Charter rules, the deliberative session has to be between February 4 and February 11. Budget hearings would be January 17, 2017; final budget recommendations to the town body would be January 26, 2017; the posting notice for budget hearings would be January 10, 2017; petition articles would be January 10, 2017; bond petition would be January 6, 2017; warrant completed and available to the public by January 30, 2017; deliberative session between February 4 and February 11, 2017; and the election is on March 14, 2017.

Dr. Shankle: The only people that would get more work in a quicker time frame is the Budget Committee.

M. Miville: RSA 32 states the Budget Committee creates the calendar.

Joanne McHugh, 14 Jefferson Dr: I want to clarify what Mr. Miville was saying. The school district always has it on Friday night; in the event of a snow storm, we can have it on Saturday. In this case, you are voting on one day with 2 ballots and 2 separate machines recording the votes.

David Pearl, 79 Main St: I previously served on the Budget Committee and the School Board and am the current Vice Chair of the Budget Committee. That is where the real work would change. School has moved up their budget this year so that will put us in a better position to do this. Early to mid-September is not that far off. With the complexities of the budget, the Committee doesn't end up rubber-stamping because we run out of time. We discussed that as we work through the budget this year, we would keep in mind this potential change to see if we can add any efficiencies as far as anything that could come. Personally, I think it's a great idea. I've always heard the school district gets in first, and the town gets what is left. That will be a good change. There are many people in town who don't know there are 2 elections, one for the town and one for the school. The change will be good once we get used to it. It will level out the funding and get us to think of CIP/bigger items at the same time. I do speak in favor of it and anything we can do to get more people out there to vote on how their money is spent.

J. Sullivan: We will close this out at the end of the second public input session.

b. Public hearing for the Town Council to receive public input on proposed changes to the Building Permit/Mechanical Permit Fees.

J. Sullivan: *"The Hooksett Town Council will be holding a public hearing on Wednesday, October 14, 2015@ 6:30pm at the Hooksett Town Hall Council Chambers, 35 Main Street, Hooksett, NH. The*



*purpose of the public hearing is to amend the Building Permit/ Mechanical Permit Fees. Proposed increases to these permit fees are located in the Community Development Division at the address above. Questions should be directed to the Administration Department 603-485-8472."*

K. Northrup: What is the resolution on the public input on the consolidation?

J. Sullivan: I will entertain any motions that may be brought forth on that, but I'll look to Dr. Shankle.

Dr. Shankle: I was going to bring it up in my Town Administrator report.

D. Ross: Since we moved around the order of things already, I think we need to answer if anyone intends to bring forward a motion tonight or not? I don't want to move forward with this discussion tonight.

J. Sullivan: I wasn't overlooking it, and we will bring it up again under the Town Administrator report. Back to the public hearing on the Building Permit/Mechanical Permit Fees.

Dr. Shankle: The Code Enforcement Officer was here last time and explained why he wanted to do it. I think Council supported it which is why we are here.

J. Sullivan: We are having a public hearing because it refers to an ordinance that contains these documents, according to the state RSA; that is the difference between this public hearing and the other public input which we held as a courtesy.

M. Lavoie: My proposal is the same as previously submitted. I am here to answer any questions.

J. Sullivan: It was adjusted to come more in line with surrounding towns, and you have provided that information. We are rather low compared to others. This is not something that would be outrageous compared to other towns.

J. Levesque: Electrical Minimum Fee – I think that \$51 is pretty steep; the rest I think are fine. An addition or a receptacle, I think the minimum fee should be less than \$50.

M. Lavoie: For smoke detectors, the admin will take the permit paperwork and I'll review it and sign off and give it back. There is a lot of work involved; a receptacle is the same procedure. Having a minimum fee of \$10, it's likely the applicant will not pull the permit because it's not worth their time to pull it.

J. Levesque: Their time is important and they are processing the whole thing.

J. Sullivan: Can we amend this?

Dr. Shankle: Once it's over, if you want to change something if you get more information, it depends on how significant the change is, you may have to have another public hearing.

D. Ross: In the notice for the public hearing, was the fee schedule part of the posting?

D. Fitzpatrick: It references the information is available in the Community Development Department; it wasn't attached, but was referenced.

J. Sullivan: *(Refer to Charter section 3.6)* Is Council deeming this substantial? If not, we can proceed; if so, we need to have another public hearing.

D. Ross: It is part of the substance, so it is substantial. If we change something to what we said we were going to hear tonight, we need to have another hearing.

D. Fitzpatrick: This is not an ordinance; if we were going to have a second public hearing, you might want to mention the other ordinances, where it's in a booklet, not any specific chapter anywhere. It references fees in the ordinance, but doesn't say what the fees are. They are in a separate booklet.

D. Winterton: I'm confused; the fire department offers free smoke detectors to people. Do we charge them \$50 to accept that?

M. Lavoie: I'm not sure; this is typically multiple systems that usually includes a building permit as part of an addition.

D. Winterton: The cost of every fixture is \$50? If I put 2 receptacles, an overhead light and a smoke detector, what would it be?

M. Lavoie: Probably about \$53; \$51 for just the smoke detector.

D. Winterton: I support this change.

R. Duhaime: People already pay taxes in this town; they should get some service for those taxes. Why are we paying taxes in this town if there is a fee for everything we do?

M. Miville: I'm concerned about some of these; I don't want to punish citizens for doing something. Is it \$50 per detector or for the whole property?

M. Lavoie: It's just for the permit, the piece of paper that allows them to do the work. The additional fees are added on top of that \$50 service fee. We aren't changing the fee schedule on the items, we are just adding the service fee of pulling the permit.

R. Duhaime: How often do you do a re-inspection on electrical?

M. Lavoie: It does happen. There is a re-inspection fee of \$25. My title says I'm an officer; I'd like to think I'm more of a teacher in this aspect. If someone isn't up on the codes, I'd like to help them do it correctly. The \$25 re-inspection fee I'd maybe make that effective after the second and on the third inspection of the same thing being wrong.

J. Levesque: The plumbing and electrical are on separate visits?

M. Lavoie: I try to have them scheduled at the same time, but it doesn't always work that way.

R. Duhaime: In response to the electrical fee, did you have another fee in mind?

J. Levesque: His answer made sense and I'm not asking him to change it.

J. Sullivan: Most of these are for new construction, correct?

M. Lavoie: Correct.

J. Sullivan: Seeing no public input, we will close this hearing after the second public input.

#### **CONSENT AGENDA**

- a. Donation of granite memorial bench valued at \$832.00 from Diane Boyce to the Town of Hooksett
- b. Donation of a dozen 3-ring binders valued at \$15-\$20 from Don Ingalls to the Town of Hooksett
- c. Donation of Pinnacle Kiosk valued at \$1,400.00 from Eagle Scout Justin Taylor to the Town of Hooksett
- d. Landscape Surety Release \$60,560.00 Harvey Construction
- e. Donation of Story Trail valued at \$500 from Eagle Scout Joseph Mariano to the Town of Hooksett

***D. Winterton motioned to accept the consent agenda and amend it to add item "e" – donation of Story Trail valued at \$500 from Eagle Scout Joe Mariano. Seconded by M. Miville.  
Vote unanimously in favor of consent agenda as amended.***

### **TOWN ADMINISTRATOR'S REPORT**

- Kim Chabot, prosecutor with the Hookset Police Department since November 2001, has been nominated as a per diem circuit court judge; the confirmation hearing with Executive Council is on October 19. If she is confirmed, we will be looking for a new prosecutor.
- Council has been working on outreach; Kathie Northrup wanted me to mention Robie's is having an Open House on November 14.
- Remind members of the Hooksett boards and committees that we sent out a form regarding RSA 91:A that need to be signed and returned; please remember to do that.
- Administrative consolidation was discussed earlier; I am wondering if you are going to allow me to move forward as I requested with looking for people to fill those top 3 positions.

***D. Winterton motioned to allow the Town Administrator to move ahead with the consolidation of the police and fire department by beginning recruitment for the Public Safety Director, Fire Chief and Police Chief, based on three-year contracts. Seconded by R. Duhaime.***

D. Winterton: I thank everyone that came to speak; it troubles me that so many people misinterpreted Dr. Shankle's presentation. The operations of fire and police will be under the guidance of a police chief and a fire chief. This is an administrative change, not operational change. There will not be cross-training by any officer of either department. It makes me wonder if this is such a bad idea, why no one from the police community came to tell us that. Many people wanted to know where else it was done and worked. Maybe we are the place that makes it work. We need to have the willpower to examine things; these contracts would be sunsetted and if it doesn't work it goes back to the way it was. It won't affect public safety in a negative way. We heard from some officers from other departments; yes we do have a unique situation in Hooksett and I appreciate that. We are one of 2 towns in the state of NH that has a full time fire department that does not have a high school. We are unique in a number of ways. It was brought up that we won't be able to find a person to do that job. How do you know if you don't try? What if we institute it and it works? We spend \$8M in public safety in this town. If we have a Director of Public Safety, maybe we'll get a better handle on if we are getting our dollars' worth for our public safety.

R. Duhaime: Listening to our citizens and rank and file tonight, I can understand their hesitations seeing this going forward. At the same time, we have a Town Administrator who is going to give us his best. He isn't going to set us up for failure and show us the cost effectiveness of this. There are a lot of innovations in software and computers which are over our heads which is why we hire people to do these things for us. Proficiencies will show that hopefully this will come to fruition.

D. Ross: People have been referred to as rank and file; they came to give us insights that we don't have and our Administrator doesn't have. As far as making sure budgets are in line, we have a Budget Committee and a Town Administrator. That's his job. The budgets come in front of us, that's our job. This management layer is just another high-paying job. There is no benefit that I can see that's been demonstrated by anybody. I don't see how it's going to improve 2 already excellent departments. I find it an ineffective use of resources. Everyone I have heard from said it's a bad idea. We are not the authorities; we don't have enough information. We just started getting information tonight. We had someone from Concord who tried to find someone and couldn't. They are jealous of our fire department. What about "demoting" existing people who are here now, by changing their pay grade? We are adding another highly-paid individual (#3 in this town). This involves legacy payments as well. Experimenting with public safety is a risky thing to do and not something we should rush into. I think we should table this until we have more information. It was mentioned no one from police was here; I said we should get their input a couple meetings ago; if the Administrator would try to solicit some comment from them. I don't know if that's happened. These are the people most affected and we are putting our populace at risk trying to reinvent the wheel. We don't need to create any discourse in town; I'm afraid this will land us back in the *Union Leader*. Things are getting better; why would we want to change horses right now?

T. Tsantoulis: I see some confusion on the part of what the Town Administrator is looking to do. I believe we have a competent fire and police department. A lot of residents feel we are adding a layer of government and I tend to believe that. They are taxpayers and voters and they need to be listened to. If we have issues with data collection, we need to figure out how to get it. There are other options rather than creating another position – use people we already have. I don't feel comfortable moving forward with something that the vast majority of the town doesn't seem to be in favor of.

R. Duhaime: No one is getting demoted in a reorganization. We are taking responsibilities away from people. There are efficiencies out there; we are going to be a data-driven board. We are asking the Town Administrator to proceed to see if he can fill these positions. If he can, we will get more data before we make a decision.

J. Levesque: I'm perplexed over this whole thing. We really need to look at the open fire chief position. The job description needs to be corrected. With the financial information that's needed, maybe it's training. Maybe have an assistant Town Administrator who is tasked with these administrative and information-gathering tasks that doesn't cost a lot of money. There is merit in this idea, but I think we need to work with what we have and be careful what we add in on top. The previous fire chief was the Emergency Management Director and that needs to be in the job description for the new fire chief. It worked before, it will work now. We will get the reports generated, keep their hand on the budget, the ambulance services. I can support this but I'd like to see a lot more study done; we saw tonight a lot of people don't like the idea and those are the people that vote for us. Some may be misinformed but most knew what they were talking about. Right at the moment I can't support this.

A. Jennings: I don't like adding layers to government, but moving that fire chief position into this would cover the police department as well, so there really is no additional layer of government for fire. As we transition out the police chief, the new pay band would be 24 there would be no new layer there either, just one consolidated safety department. They can do the administrative duties, but not the operational component which stays with the chiefs. I'm OK with this because of the sunset clause and if we find out it doesn't work, we go back to the way it was.

M. Miville: I'm still a little confused about this; there seems to be more out there than we even know. There are some concerns about losing a fire chief. We are not losing a fire chief or police chief and are they not losing pay. They may get promoted into a higher classification. Companies reorganize for efficiencies all the time. Good or bad, that's the nature of business these days. There was no talk of anyone being demoted. I asked a couple members of the police department and their response was to refer to the administration. I don't look at it as creating a higher position, I look at it as fine-tuning. We lose a deputy fire chief position, but we are gaining an overall administrative direction. It's more fine-tuning than adding another layer. I think we do need more information and I'm not prepared to vote at this point. The emergency management position – I see a need for that, but it doesn't need to be a fire person. It isn't etched in stone. I am also concerned about the cost. I'd like to see firm answers, now as part of other deliberations. As far as other towns, I don't care what Waterville Valley does. It's insignificant for our considerations. I think we need more information before we vote on this.

J. Sullivan: This town looks at ways to improve on what is being done at high levels. No one has ever questioned the dedication or integrity of firefighters or police officers. The former police commission made a great call in hiring a great chief. We are able to continue without a police commission; before 1989, we had 2 separate buildings for fire and police. When we had an emergency director, they took control. We made the change and didn't think it was going to work. We incorporated the Emergency Director under the fire chief's authority. Luckily we haven't had the need to have an Emergency Management Director take over. By adding that responsibility to the police chief or fire chief, it distracts from their ability to concentrate on what's going on. I don't know what the budgetary figures are; I did do my homework. We haven't rushed any decision and the only reason the Town Administrator looked into this was the retirement of Chief Williams. If he had not retired, we probably wouldn't have looked at this. Same with Highway Director; when people leave don't get upset with Council trying to look at better ways. I looked at the 19-page report that was referenced. If Dr. Shankle was looking into the other types of consolidations, my vote would have been DOA. They talked about why all those other consolidations would not work. The article did not talk about administrative consolidation and the pros or cons of that. Someone mentioned an assistant Town Administrator, we would be doing the same thing but creating another position. We are looking at a 3-year trial. That is a novel approach. I think we need more information. We need to be logical. It was brought up on cross-training people. If that was being suggested by the Town Administrator, it would be DOA. I think we need some more time to look at the report that was mentioned or get more detail as Mr. Miville mentioned. If it will provide a better service administratively, that will give them opportunity for the police and fire chief to do more training. The fire chief will handle fire alarms the same way now as he would if this change takes effect. Since we are missing a Councilor, maybe we should wait. If this Council ever jeopardized the safety of the community, I would deserve to be kicked out of office. That is not what we want to do.

***J. Sullivan motioned to table this discussion. Seconded by D. Ross.  
Vote unanimously in favor.***

R. Duhaime: Where is the next proposal going to come in? If it's data-driven and organized we will spend less time making those decisions because we will have facts. That's where I hope this is going to go. We take advice from people and act on it.

J. Sullivan: If we table it and don't tell the Administrator what information we need, we are tabling it for nothing.

***D. Winterton motioned to make a public list of questions for the Town Administrator to answer. The public has 7 days to submit their questions. Seconded by R. Duhaime.***

J. Sullivan: There seemed to be a lot of comments that were questions.

D. Winterton: Since we will have public input again, the questions come from Council and the public. Could I amend my motion to include the public has 7 days to submit questions to the Town Administrator? Questions, not comments.

J. Sullivan: I think that would help; we need to provide the information so people will know we made a decision with all the necessary information.

J. Levesque: How will we notify the public?

J. Sullivan: We have a website, video streaming, and public chatrooms. To be an involved citizen, you have to take the time to see what is on the agenda. We should continue doing what we do. It's publicly noticed and on the agenda.

Dr. Shankle: The public had a lot of comments and I made a list of questions. The only real question that came up is what is the cost going to be. That's why I asked for approval to move forward; I can't answer that question without doing the research. That motion was tabled.

J. Sullivan: If you were given that task and came back with figures and costs, could that offer be conditional on us approving that? If that is the main question, it's something that can't be answered because it was tabled.

D. Ross: My biggest question is what the public safety benefit is and what are the examples where this has been successful?

Dr. Shankle: If you are asking about public safety, the full time fire chief sent a letter to you and he said the problem was he didn't have time to do the emergency management things. You will have a full time person who is committed and trained. That's what this is about.

J. Sullivan: That person would only be in charge if someone declared an emergency.

Dr. Shankle: The reason Salem didn't work is they were trying to save money by eliminating the police and fire chiefs. We are not doing that, it's not the same model.

M. Miville: We had about 20 people provide public input tonight; instead of sending out a memo, I think it would suffice to answer the questions that were brought up tonight. Let's clear up the misinformation and answer the questions that were brought up.

D. Winterton: Just to be clear, we do not respond to public input.

D. Ross: That is why it was called a public hearing. It was motioned and voted on and acknowledged by the Chair.

J. Sullivan: Someone asked at the last meeting why it wasn't called a public hearing, but a public session. The Charter states the things required by state statute to have a public hearing. What is the

difference between a hearing and public session? There is no requirement. This Council is not going to go back to not following process. That is why I clarified no one on this Council has ever questioned the professionalism of any of our police or fire services. We will see what happens at our next meeting. We are not rushing through this.

Dr. Shankle: We will go through the minutes and see what other questions I may have missed. Is Council going to give me their questions now? I can't answer the money question now.

J. Sullivan: I think we can all provide questions to you within 7 days. If you have a question, call the Town Administrator directly and tell your constituent you will direct their questions to the Administrator.

R. Duhaime: Can we make sure it's on the agenda for the next meeting?

Dr. Shankle: I will do my best to answer them, depending on what they are. Dragging this process on without having an official fire chief is not good. I'm not sure this should go forward if this is a 4-4 vote. This is a big deal.

J. Sullivan: It would be better to have the full blessing of 9 Councilors. If you don't have any questions now, send them to the Town Administrator in 7 days. He will do his best to get the word out to the public.

*Vote unanimously in favor.*

*D. Ross motioned to extend meeting to 10:45pm. Seconded by M. Miville.  
Vote unanimously in favor.*

## **NOMINATIONS AND APPOINTMENTS**

### **SCHEDULED APPOINTMENTS**

- a. Daniel Hudson, P.E., CMA Engineers – 2<sup>nd</sup> presentation on College Park Dr. Sidewalk Project  
(1<sup>st</sup> presentation 02/26/2014)

D. Hudson: This was delayed due to the Lilac Bridge project. 80% of the funds are coming from federal funds; 20% from town impact fees. We are planning to offset the sidewalk from the edge of the road to give you room for storage of snow and retain curbing. Intersection has been upgraded to fully signalized pedestrian crossing.

A Jennings: When are you looking to start?

D. Hudson: Next year; we are going to put a package together for bids early next year. This is the second meeting we were required to have during the planning stage.

D. Winterton: Can we call up the Town Engineer for his expertise?

J. Donison: I reviewed the plans and at this point they look very good.

J. Sullivan: Funds have been approved (CMAC).

D. Hudson: This is more informational for you; there is no action required at this time.

R. Duhaime: The storage on the islands is a little confusing. Will the sidewalk end and have a handicapped ramp going down?

D. Hudson: That is our goal; originally the islands were too small. We tried to re-route the islands to get more room to be able to do that.

R. Duhaime: Will you pull that top island back, between the east and west lanes?

D. Hudson: It will either cut through or be raised; it's a narrow one in the middle. We asked for DOT input on crossings through that intersection. It will not be signalized, just yield signs through the slip ramps. It would be too confusing to signalize all those crossings.

R. Duhaime: I'm looking at it from a maintenance point of view - how to clean the snow off the islands. I've seen it where the pavement is stamped so you know you are going over a crosswalk.

D. Hudson: We can explore those options so we can draw attention to the crossings for safety.

### OLD BUSINESS

### NEW BUSINESS

*Consensus to move up item "e"*

e. 15-080 Discussion Berry Hill Roadway Bond – Christopher Martel and Henry Roy

J. Sullivan: In the letter we received, it mentions performance bonds. I'd like Dr. Shankle to go over those.

Dr. Shankle: We looked into these bonds. The \$225,000 is for offsite improvements at the intersection of the state road. It doesn't need to be completed until there are so many of them built. The \$390,000 is for sewer. The only part of the \$112,000 bond that has to do with roads is about \$63,000. For some reason, this one bond is for units 1-15 and 42-45.

C. Martel: It goes up Shaker Hill Road, down Crown Hill and around Thorn Hill at the top of the development. The reason, as I understand it, is the rest of the development behind Thorn Hill is undeveloped land. Berry Hill became an LLC under Ernie Thibeault's company in 2006. The site plan calls for 107 units; it is 2015 and we have 35 units occupied and 3 other units for sale. There have been multiple builders under one developer. I think it's fair to say that after 9 years, we are doubtful the development will ever be consummated. The track record since the recession is 7 units have been sold. We have private services for trash collection, snow plowing, and landscaping. We feel abused by the developer. We have had almost no contact or any cooperation additionally to the roadway. We have 17 of the 35 units whose finished coat on the driveways have not been completed. Those residents have lived there from 2-8 years. It was marketed as an upscale 55 and over retirement community. It can be; the units are very nice. It's a good community with good people who have met a stone wall at every turn. The roadway, with the base coat in 2006, is deteriorating. If you are driving up the road to buy a \$315,000 home and you have to dodge manhole covers because the cement around it is deteriorating, would you buy in a community like that?

J. Sullivan: I did drive up before the meeting and his description of the road is accurate. Can you address how you want us to help with the roadway?

C. Martel: The responsibility of the builder is to complete the roadways. \$63,000 may or may not be able to put a second coat down on a roadway, but we're looking for Council support in moving forward to at least get our road paved.

H. Roy: Dr. Shankle said the \$390,000 bond is for the sewer. I'm looking at something from the insurance company that says road improvements.

Dr. Shankle: I have no idea why the bond company did that but it's for the sewer they are putting in. They have kept a rolling bond on the sewer work they are doing and they have more work to do. If it was for roads, you would have to talk to the sewer company and they would have to call that bond.

H. Roy: There is no sewer to be done. The 35 homes there are already sewered.

M. Lavoie: Cherry Lane sewer is complete, but that is as far as the sewer goes.

C. Martel: This was a shotgun approach from us for the bonds, because it said road improvements. The one for \$112,000 speaks to the paving.

Dr. Shankle: We have talked to the attorney about this, he doesn't think it can be successfully called because there were no deadlines or phases. I'd suggest we need to get a vote from the association saying that if we do this we will not be responsible for that road. He is driving tractor trailer loads of gravel up there. That gravel is going up to his project at University Heights, and that is probably going to last

another year. That road is not going to last. We need to get indemnification from the board over there that we are not going to be responsible for repairing the mess that's made.

H. Roy: It's my understanding that the attorney general's approval is only for 10 years. I've been there for 9 years. It's an inordinate amount of time to wait for a road that we paid for through acquisition costs.

Dr. Shankle: I think that 10 years is only before it's vested and he's got 30+ houses up there. That whole project is vested now. He can keep building them forever.

R. Duhaime: Have the town engineer go up there and inspect the road now, and if the binder coat is not to code, he still has liability until those are up to code.

Dr. Shankle: It's a private road, it's not ours.

J. Sullivan: Who inspects the roads, the engineer? We can ask him to get back to us.

C. Martel: Berry Hill is part of the Hooksett community. How are you going to market a community that could potentially put 75 more units on your tax roll as an upscale community if the road looks like crap? The road is a detriment; you'd be indemnified because it's a private road. It's part of our common area as a condo association. It wouldn't be your responsibility to maintain the road. We're seeking the help of the town to better a sub-community within the town that's a valuable asset to the town. This is a little piece that could help us start to build the community's public image to what it should be.

J. Sullivan: Are you amenable to signing something indemnifying us if we release the bond to help you?

C. Martel: I'd even ask you to provide me with the wording you are looking for. We can approve it as a board; we are meeting on October 20 and we would be happy to do that.

D. Ross: We still have to bring our police and fire on those private roads so we have a vested interest in this road passable. You should go to Code Enforcement with a full list of things going on. You should also be looking at some civil action. I see the road being a town issue because we have to put our vehicles on it. I'd think it would be a sewer issue as well because that's how sinkholes develop.

C. Martel: We have a letter from a resident who is also a professional engineer (*see Attachment "E"*). At some point, you can't put a finish coat on a base coat if it deteriorates enough. You have the bond and we have the need. We need to compel this individual to adhere to his responsibilities to the community he created.

Dr. Shankle: The Town Planner discussed this with you. The time to have done that is before you took it over. By a condo association taking over the project from him, a lot of these problems are now yours.

J. Sullivan: So you understand what you took over? At our next meeting, if you have voted as a board to request this, Dr. Shankle will come back with the appropriate wording to vote on it at our next meeting. I don't believe we would be voting "no" on that request.

M. Miville: Is this for the \$63,000 or the \$112,000?

Dr. Shankle: We have to do it for the \$112,000. Most of the improvements have been done. We are going to be releasing most of that and trying to call the \$63,000 so most of it will disappear.

C. Martel: Referring to the bond itself, the subtotal is \$102,224; they also have a contingency item of \$10,222 and an escalation item of \$10,222 assuming we're talking about increased paving costs since the bond was pulled. We may be able to pull those 2 figures as well. The total is \$112,446 even though the subtotal added \$20,444 to it. Shouldn't that be \$122,446?

J. Sullivan: Dr. Shankle will try to maximize as much as we can to assist you.

H. Roy: You say we should have accepted this. I have to go back and check the by-laws, but he had the right to turn it over to us within 3 years or 80% of the project being completed. He turned it over to us



January 1 of this year and he left us with \$700 in the operating checking account which isn't going to go very far with our legal fees.

R. Duhaime: All these condo roads are common roads; when they get the CO for the building, normally the driveway is completed. It's not a roadway that is going to be traveled again. The homeowners are buying these units.

C. Martel: It's a breach of contract.

R. Duhaime: I don't understand how these CO's were issued and you're telling me these driveways don't have finished coats. The only reason may be it was wintertime and they would come back in the spring.

M. Lavoie: State law says buildings need access, they don't say what kind of access. They could have a dirt road or dirt driveway. It doesn't say anything about the finished coat.

C. Martel: The site plan does, and they need to adhere to the site plan.

M. Lavoie: They're not done the project yet though.

R. Duhaime: You are still giving CO's even if the finished coat isn't done?

M. Lavoie: Correct. And that goes for University Heights or anywhere else.

J. Sullivan: We have someone here representing the developer and would like to comment.

*Consensus to allow the representative to speak.*

Aaron Firman: I am representing Berry Hill LLC and Thibeault Corporation. I spoke to the owner, Ernie Thibeault. His concern is we still have a large amount of excess fill at the upper project that we are going to be hauling out this winter. We crush a lot of material up there and have a large stock pile. This season, we plan on paving the 17 driveways (top coat) and repairing any concrete that is falling apart around the structures. Continental has looked at it and feel the binder coat is in good enough condition to pave over.

J. Sullivan: Once you speak to them, if you want us to change our approach, let us know at our next meeting. If they want to proceed a different way, we will still entertain that request. Contact Dr. Shankle for the wording on the indemnification.

a. 15-076 Tax Rate & Fund Balance

Dr. Shankle: You have a couple choices. The recommendation is to keep the fund balance at 8%. That would mean the increase in the overall tax rate would be 10 cents.

***D. Ross motioned to accept Option B – apply excess fund balance over 8%; the total tax rate increase is \$0.10. Seconded by A. Jennings.  
Vote unanimously in favor.***

A. Jennings: Christine said previously we need to keep it above 8% to get the best bond rates.

M. Miville: Currently it's at 8%.

D. Winterton: Haven't we obligated some of that money from the fund balance to the Lilac Bridge?

Dr. Shankle: We haven't specified an amount so it will go below 8% if we do that.

R. Duhaime: What is the actual fund balance that is coming back?

Dr. Shankle: Under discussion, it says the estimate is at 11%. The fund balance is cumulative.

R. Duhaime: What is being returned? Out of \$1,322,797 to keep it at 8%, \$800,000 is coming over from last year so we are only taking \$700,000.

J. Sullivan: We want to keep out a portion that allows us to maintain the 8% excess and apply the rest to offset taxes. By doing that it's only a 10 cent increase.

A. Jennings: Do we need to amend the motion to make sure the Lilac Bridge doesn't force us to drop below 8%?

D. Winterton: I don't think so because if it does, then next year we try to get it back to 8%. The fact that we're talking about staying at 8% with some of the things that have come at us is really good.

M. Miville: It's a goal.

Dr. Shankle: If you want to be completely conservative, you wouldn't touch it and you would leave it at the 11% and let the tax rate go up by 45 cents.

D. Ross: If you look at the history, it keeps growing. We don't need to carry that much. It's for emergencies. That is why we have it at 8%.

R. Duhaime: If you have \$5M how much interest was added to that? The interest made from that goes back into that fund.

Dr. Shankle: The reason they used to want it at 8% is because you couldn't collect taxes until November and you needed to carry the community from January to November without raising any taxes.

J. Sullivan: Do we still have to follow that rule?

Dr. Shankle: We used to raise taxes once a year, now it's twice a year.

M. Miville: We are still working on a premise from years ago where the Town Council voted to "strive" to maintain an 8% or higher fund balance, so it's not etched in. 8% is a sound level from our Finance Director to maintain our bond rates and emergency fund level. I had some conversations with some businesses as part of the Economic Development survey and one of them brought up a topic, just today, about considering some of that excess for other things as well – big picture, long-term future planning (Route 3A development, sewerage over there, etc. as opposed to limiting ourselves to just lowering the tax rate.

D. Ross: DRA specifies in their guidelines that their recommendation is 8-17%. It's not just a number picked out of the air.

J. Sullivan: This motion is an estimate; we are maintaining the 8%.

**Roll Call –**

R. Duhaime – Yes

M. Miville – Yes

D. Ross – Yes

J. Levesque – Yes

A. Jennings – Yes

D. Winterton – Yes

T. Tsantoulis – Yes

J. Sullivan – Yes

***Vote unanimously in favor.***

- b. 15-077 Amendment to Other Ordinances #00-31 Solid Waste – Disposal Fees for Electronics

***D. Ross motioned to move this to a public hearing. Seconded by D. Winterton.***

***Vote unanimously in favor.***

D. Boyce: In the past 18 months, our rate has gone up substantially. We don't break even now with the size of the TVs coming in. I want to raise it but I don't want to raise it too much that it becomes a burden.

D. Winterton: I know Auburn has a collection day where a trailer comes in.

D. Boyce: One of the biggest things we collect on the side of the road is electronics.

D. Winterton: There is a truck that comes through once a year and there is no charge.

D. Boyce: Auburn has a Waste Management facility that doesn't pay taxes.

D. Winterton: It was at the Town Hall; it wasn't affiliated with any waste facility.

D. Boyce: I don't know of any community that does it for free but if you have more info, please let me know.

c. 15-078 Grant Drive Drainage Bid

D. Boyce: We are not accepting either of the bids we received.

***D. Winterton motioned to reject all bids received for Grant Drive drainage. Seconded by M. Miville. Vote unanimously in favor.***

f. 15-079 Zone 2 Roadway Impact Fees

***A. Jennings motioned to obligate \$1558 in impact fees for Zone 2 for the Lilac Bridge Project. Seconded by D. Ross.***

M. Miville: What is a zone 2?

D. Boyce: It's a geographical area; we have 3 zones. Impact fees for zones can only be used for projects within those zones.

***Vote unanimously in favor.***

#### **SUB-COMMITTEE REPORTS**

J. Sullivan: The airport marker dedication was nice. Dr. Shankle attended and had some nice words. Councilor Levesque and Carl Park Jr. unveiled it. Video will be posted on the website.

#### **PUBLIC INPUT**

David Pearl, 79 Main St: We used to have a policy in Hooksett that if it ain't broke, don't fix it. We had a lot of broken things that cost a lot of money to fix. When I hear that argument tonight it means nothing to me except maybe we should do the opposite of what those people are advocating for. If you want a Town Administrator who does what all the other towns do, and then just advise you to do the same thing, I don't think you need somebody of Dr. Shankle's caliber. You can get somebody cheaper who just does what everyone else does. To be an innovator, you have to throw it out there and see if it's going to work. He made a great point that was overlooked – he can't tell you how much it will cost unless he can move ahead. I am undecided but I think we all need to know the money first. Thank you.

M. Lavoie: I was wondering if you were going to vote on my fee schedule.

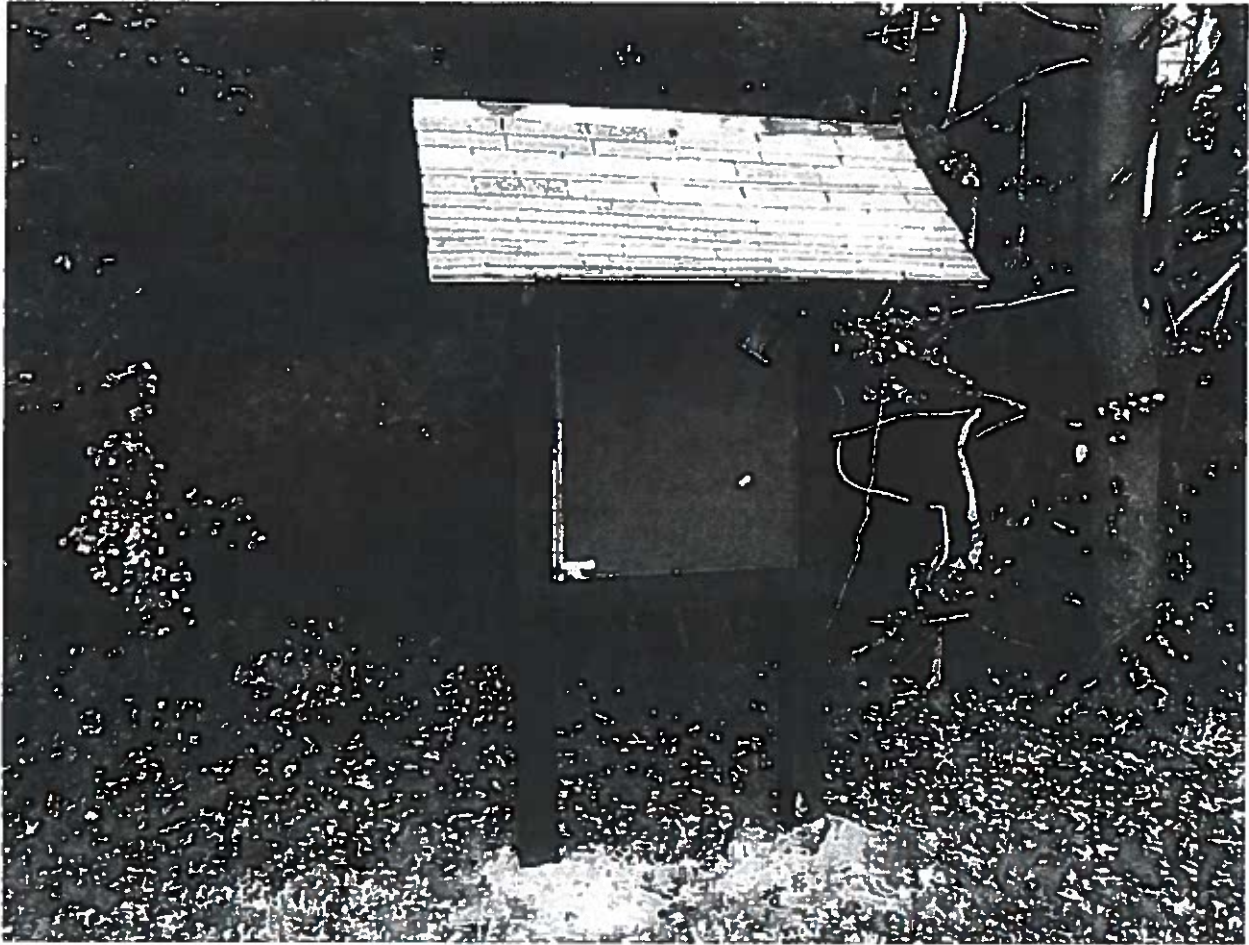
J. Sullivan: We have to wait until the next meeting to vote on public hearings. On behalf of the Council, I am closing the public hearings on the Charter changes and the Permit Fees for the ordinance.

***J. Sullivan motioned to adjourn at 11:22 pm. Seconded by A. Jennings. Vote unanimously in favor.***





**NOTE:** The Town website [www.hooksett.org](http://www.hooksett.org) may have attachments to these Town Council minutes for documents referred to in the minutes, reading file material, and/or ancillary documents that the Town Council Chair has signed as agent to expend as a result of the Council's prior approval of the documents.

Respectfully Submitted,



Tiffany Verney  
Recording Clerk





Pinnacle Kiosk constructed by Eagle Scout Justin Taylor


- 1  **ADMINISTRATIVE CONSOLIDATION OF POLICE AND FIRE**  
Proposed by Town Administrator  
Dean E. Shankle, Jr.
- 2  **Background**
- 3  **Main Reasons for the Proposal**
  - To increase administrative efficiencies, including improved data gathering and analytic capabilities
  - To improve Hooksett's Emergency Management System
- 4  **Increase administrative efficiencies**


Data gathering, analysis and reporting are increasingly specialized functions in the areas of operations, human resources and finance


This proposal will allow the police and fire chiefs to focus on the very important emergency services for which they are responsible while ensuring that these administrative functions are given the priority they deserve
- 5  **Improving Hooksett's Emergency Management System**
  - By all accounts, the Emergency Management System has not been receiving the attention it needs.
  - Acting Chief Jore says that "Our largest displaced need in the Public Safety arena is Emergency Management Director."
  - Important aspects of Hooksett's Emergency Operations Plan, which should be done annually, have not been since 2013.
- 6  **Types of Consolidation**

The literature on consolidation defines a number of types. Generally, four types are universally recognized. The ones below are from an article titled: "Police and Fire Consolidation: An Ineffective Use of Resources" by the International Association of Fire Fighters and the International Association of Fire Chiefs.
- 7  **Full Consolidation**

Police and fire fighting duties are combined under a single agency
- 8  **Partial Consolidation**

Police and fire services remain separate, except for a designated cadre of Public Service Officers who perform both fire fighting and law enforcement functions
- 9  **Functional Consolidation**

Police and fire departments operate separately, with some of the duties typically performed by one department assigned to the other; e.g., fire fighting personnel may help in administering police work, or police officers may assist fire fighters at a scene by reading gauges or hooking up hoses.
- 10  **Proposal:**  
**An Administrative Consolidation**

The fourth type of consolidation outlined by the International Association of Fire Fighters and the International Association of Fire Chiefs
- 11  **Administrative (nominal) Consolidation**

Administrative functions are combined, but operations remain separate. This type of consolidation employs a public safety director at the head of the department who oversees the operation of separate fire and police services. Administrative support functions, such as payroll and personnel, may be combined but the fire and police services maintain traditional operations.

12  **According to this joint report of the IAFF and the IAFC on consolidation:**

"Most consolidation efforts today do not involve operational consolidation. Instead, a limited number of functions may be combined, or two departments may be nominally consolidated under a single administrator. Such cases do not normally alter the delivery of fire and police services." (emphasis mine)

13  **Three-year "sunset"**

- Recommending that at the end of three years the Council will have to take a vote or votes in order for the consolidation to continue.
- Failure to do so will result in the elimination of the Director's position and the re-establishment of the current organizational structures of each department.
- All jobs that are a result of this consolidation will be filled with automatically expiring three year contracts.

14  **Summary of Basic Principles**

- Administrative (nominal) consolidation
- No increase in overall staffing costs
- Public Safety Director assumes position of departmental supervisor
- Public Safety Director assumes position of Emergency Management Director
- Sunset after three years

15  **Future Changes**

- Job descriptions
  - New Public Safety Director position
  - Revised Police Chief position
  - Revised Fire Chief position
- Changes in Classification Pay Plan
  - Add Public Safety Director to Grade 25
  - Increase max of Grade 25 to 125,000 from 106,600
  - Move police chief and fire chief to Grade 24

16  **Top Organizational Positions**

- 1  
Director of Public Safety
- 2  
Police Chief/  
Assistant Public Safety Director

17  **Request for tonight**

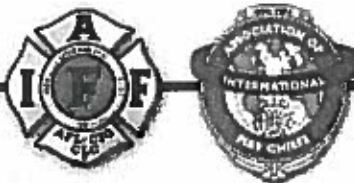
Motion to allow the town administrator to move ahead with the consolidation of the police and fire department by beginning recruitment for the Public Safety Director, Fire Chief and Police Chief, based on three-year contracts.



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# **POLICE AND FIRE CONSOLIDATION**

**An Ineffective Use of Resources**



Attachment C (14 pgs)  
10/14/2015 Town Council  
Meeting Minutes

# Introduction

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Combining roles of fire fighters and police officers is a concept that challenges and undermines the career fire fighter's role as a guardian of public safety. In the past, the term "consolidation" was used to describe the merger of fire and police departments and roles. Today, this form of public safety operation employs cross-trained personnel who perform both fire fighting and law enforcement functions known as Public Safety Officers (PSO). Due to the gradual transition of terminology and usage, "consolidation," "public safety officer" and "PSO" are used interchangeably throughout the text.

The International Association of Fire Fighters (IAFF) and the International Association of Fire Chiefs (IAFC) developed this manual to provide their members with general information about this practice and insights for prevention.

Research and academic/municipal studies are limited on this issue, therefore, the content herein includes the opinions of IAFF and IAFC officers, staff experts and members of the IAFF and IAFC, as well as documented outside resources.

Consolidation as used in this document is generally defined as: Elimination of the fire chief as head of the fire service in favor of a public safety director serving over both fire and police and the replacement of career fire fighters with "public safety officers" who perform both police and fire functions.

There are four types of consolidation: full, partial, functional and nominal.

- **Full Consolidation** Police and fire fighting duties are combined under a single agency.
- **Partial Consolidation** Police and fire services remain separate, except for a designated cadre of PSOs who perform both fire fighting and law enforcement functions.
- **Functional Consolidation** Police and fire departments operate separately, with some of the duties typically performed by one department assigned to the other; e.g., fire fighting personnel may help in administering police work, or police officers may assist fire fighters at a scene by reading gauges or hooking up hoses.
- **Nominal Consolidation** Fire and police departments remain completely separate; however, they operate under the administration of a single director who maintains full authority over all police and fire services.

Academic and practical course requirements for cross-training personnel can vary by jurisdiction. For example, in some areas emergency medical technician (EMT) certification may be required for all participants, while other jurisdictions may base EMT requirements on ratios between EMT personnel and public safety officers, and evenly divided between primary fire fighter functions and primary law enforcement functions.

## Consolidation and the Career Fire Fighter

One foreseeable outcome of partial or full consolidation is that reduction in fire fighter staffing can occur within these communities. Shortages in public safety personnel can impede job performances, deteriorate the identity of professions and create substantial costs and risks to the community.

Consolidation is generally considered by cities as a quick fix method to lower municipal budgets, while addressing the public's misperception of excess fire fighter downtime through the restructuring of two jobs into one. Municipalities will argue that consolidation of fire and police services is more efficient and, therefore, an improvement in the overall delivery of public safety. Frequently, however, the anticipated benefits are not realized. Consolidation can undermine effective fire suppression by disregarding proven fire fighting techniques and relying on PSOs with inferior skills and experience.

The IAFF and IAFC, along with many other groups in the fire and police fields, are opposed to consolidation because it can have a negative impact on municipal fire services. These groups are against consolidation of fire and police services because it could impair safety for both the public and the service providers.

When a city is considering consolidating its fire and police forces, it is vital for the public to understand and consider all the facts regarding consolidation before implementation. The IAFF and IAFC and other fire organizations do not believe that consolidation solves a city's budget problems; nor will it increase the fire department's efficiency. The local fire fighters union and fire department officials have a responsibility to assure that communities understand the facts before a city accepts a plan that its residents may regret.

Even if consolidation has not yet been mentioned in your city, it is important to recognize the early signs that the city may be contemplating a move in that direction. When a city begins to talk about cutting costs through possible consolidation, the fire fighters' union needs to take an active role to find solutions that are less dangerous.

This guide offers information about the issues that surround consolidation; addresses the arguments you can expect to hear for and against; an historical overview; warning signals that may indicate your city is considering consolidation; and guidelines to develop a preventive strategy.

Moreover, the IAFF and IAFC seek to provide technical assistance directly to affiliates and fire department officials confronted with consolidation. Affiliates and fire department officials are urged to keep the IAFF and IAFC fully informed about the status of consolidation attempts in their areas so the IAFF and IAFC can determine what technical services are most appropriate.



# History of Consolidation

## Historical Overview

Consolidation is an idea that has been around a long time, but it is mainly since the 1950s that the proponents of consolidation have made much headway. Some people claim the ancient Romans started it all by appointing “vigiles” whose responsibilities could include fighting fires as well as keeping law and order.

More relevant to our modern times were the “special constables” who kept the peace in Great Britain in the early 1800s. They were sworn citizens who performed both police and fire services. England’s Reform Act of 1832 cast the concept of a dual service into law, and the practice persisted in England until World War II. However, in 1941, faced with the terrible fire bombings of the war, Great Britain adopted a Fire Service Act that nationalized fire and police services and separated them into two independent departments. After the war, fire fighting was returned to local control.

Germany and Japan both had a type of consolidated police and fire service until the end of World War II. After the war, the allies considered it undesirable to maintain police involvement in the fire service in either country, and they reorganized the two activities into separate departments.

Consolidated fire and police services made its first appearance on this continent in 1857 at Trois Rivieres, Quebec. In Canada, consolidation grew slowly; outside the province of Quebec, its spread was limited. The first U.S. town to consolidate was Grosse Pointe Shores, Michigan, in 1911. Since then, the approach was adopted, with varying results, in a number of other cities in both countries.

In the United States, proponents of consolidation started actively promoting the concept during the 1950s and 1960s. In 1950, Sunnyvale, California, was among a succession of cities that implemented consolidation. It was often efficiency-oriented city managers, who had little or no direct knowledge of fire fighting, who led the effort. An example of this is Oak Park, Michigan, whose city manager aggressively promoted the idea in his own town in 1954, and later moved to promote it elsewhere. Articles in popular periodicals such as *Reader’s Digest* debate the merits of merged police and fire service.

Pressure on cities to respond to population growth and rising costs in the 1970s and 1980s fueled the consolidation debate. As a major expense, fire departments stand out as targets to the cost-cutters who claim consolidation a “solution” in a growing number of cities. Advocates of consolidation find a forum for their views in the International City Management Association (ICMA), which produces publications and conferences that extensively cover the subject from a city manager’s perspective. A study of the history of consolidation reveals changes that occur in the nature and purpose of this form of operation. When the ancient Romans combined law enforcement and fire protection, they were certainly not dealing with the complex social and environmental conditions facing police and fire personnel today. A dual service today would have to recognize and combine the complex and specialized skills of modern police and fire services into one operation.

Today’s city managers may be more easily tempted by the argument that consolidation can cut costs, even if that argument is unfounded, when faced with the pressure to decrease budgets.

## Types of Consolidation

In different cities, consolidation can take many different forms. One city may only merge a few specific fire and police functions — such as arson inspections — and call that “consolidation.” More far-reaching changes occur when a city has operational consolidation, that is, it eliminates police and fire fighter positions altogether and replaces them with public safety officers (PSOs) who are trained in both fire and police work.

Most consolidation efforts today do not involve operational consolidation. Instead, a limited number of functions may be combined, or two departments may be nominally consolidated under a single administrator. Such cases do not normally alter the delivery of fire and police services.

A greater concern to career fire and police officers is the consolidation systems using PSOs, which profoundly change the way fire and police professionals work. There are several ways to classify consolidation, and for our purposes — to get a better understanding of how consolidation typically works — we will group them in four general categories.

■ **Full consolidation** — *where the administration and operations of the fire and police departments merge into a single public safety department.* In most cases, a public safety director manages the department, public safety officers (PSOs) are cross-trained to provide both fire and police service, and there are no traditional fire fighters or police officers. However, PSOs may be assigned to work primarily as a fire fighter or police officer on a rotating basis.

■ **Partial consolidation** — *where a portion of the administration and operations merge (as in full consolidation) and fire and police service are performed by traditional fire fighters and police.* In partial consolidation, PSOs usually play a major role in fire and law enforcement operations. In this case, each fire company is partly consolidated, and PSOs and traditional fire fighters work together as part of the same fire company. In other cases, consolidation is practiced in a limited area of the city with cross-trained PSOs serving low-risk areas and traditional fire and police officers serving the rest of the city.

■ **Functional consolidation** — *where certain operations are performed jointly, but the separate police and fire fighter identities are retained.* With functional consolidation, fire fighters may be assigned to do record-keeping and paperwork at police stations; or police officers may prepare the hydrants for hoses at fire scenes. A joint fire and police communications and dispatch service can be considered an example of functional consolidation.

■ **Administrative consolidation** — *where the administrative functions are combined, but operations remain separate.* This type of consolidation employs a public safety director at the head of the department who oversees the operation of separate fire and police services. Administrative support functions, such as payroll and personnel, may be combined but the fire and police services maintain traditional operations. *Note: administrative consolidation is generally excluded from the discussions in this guide and the emphasis is on various forms of operational consolidation.*

### **Do Cities Ever Abandon PSO Programs?**

Abandoning a merged system has its own costs, both politically and financially, which can make it difficult for a city's elected officials to admit that the PSO program was a mistake. In 1962, Peoria, Illinois, implemented a partial consolidation; however, under the new system, the city's per capita fire losses and its per capita fire department budget costs soared. It was not until a major turnover of the city's elected officials occurred, including a new mayor and a majority of new aldermen, that Peoria abandoned the unsuccessful system in 1970.

The mayor of Daytona Beach, Florida, addressed a memorandum to the city manager and other officials reversing his decision on PSOs. In 1979, he stated:

"It is sometimes difficult for a person to say 'the six most important words — I admit I made a mistake.' I honestly believed the city was providing a more efficient public safety service. However, our public safety costs more money, our turnover rate now exceeds 16 percent, our new recruits often wait six months before they are placed in productive positions. . ."

The mayor pointed out that the PSO program cost \$908,000 more over a seven-year period than traditional fire and police service would have cost. He urged the city to return to separate police and fire organizations, which it did. (Kelly, 1979)

The city of Durham, North Carolina abandoned its PSO program in 1985 after a consulting firm hired by the city council recommended a return to traditional departments. The Durham program had been controversial from its start in 1971, as it quickly became evident that the competing demands of patrol duty and fire fighting were not compatible. Faced with public pressure to resolve the controversy, the city council brought in the Washington, DC-based firm of Cresap, McCormick & Paget. The consultants found that the PSO system lacked the flexibility needed to respond to changing demands for fire and police service. Among the reasons it cited in recommending a return to traditional departments were the difficulties experienced in assembling fire teams in the parts of the city with heavy patrol needs, as well as problems related to longer response time, inadequate in-service training, and insufficient pre-fire planning. The return to separate fire and police departments put an end to the 14-year public controversy over the effectiveness of the Durham PSO program (Cresap, McCormick & Paget, 1985).

Sometimes city administrators are not aware that their public safety chiefs are ignoring consolidation. For example, the U. S. Fire Administration (USFA), with the participation of the IAFF and other organizations, sponsored a comprehensive study of PSO programs. The study found that the PSOs no longer carried their fire fighting gear in their cars but revealed that the city's top officials mistakenly believed that safety services were still consolidated (Ryland, 1979).

### **Who is Against PSOs?**

The International Association of Fire Fighters is one of many national organizations opposed to the PSO programs. Listed below are other groups and their members or affiliated organizations that have traditionally joined with the IAFF in campaigning against PSOs. They may be helpful in your efforts to maintain a separate fire department.

**The International Association of Fire Chiefs (IAFC)** has been on record against PSOs the longest of any group — since 1877! In the opinion of the IAFC, the most important concern of the fire chief is that the use of PSOs:

Replaces the functional unit of a fire department (company unit) that can rapidly assess and respond to many hazards with the limited response of an individual or two individuals in a single unit. These small numbers are unacceptable for the fireground, urgent medical care and other situations where citizen and public-safety personnel lives are dependant on rapid intervention.

The IAFC stresses the importance of teamwork in fire fighting, and contrasts this with the police emphasis on individual action.

Consolidation exchanges the team concept for individual action. Individual action on a fire or EMS scene leads to unsafe acts, inefficiency and chaos, which too often has fatal consequences.

The IAFC reports:

The IAFC has examined the issue as it relates to the 21st-Century fire/EMS department and continues to believe the consolidation of fire and emergency service departments and law-enforcement agencies creates a hazardous environment for the public and responders."

**The National Fire Protection Association (NFPA)** is on record against PSOs. After studying the issue for many years, the NFPA released commentary that reads:

We are convinced that there is no advantage, either from the point of view of economy or efficiency, in combining police and fire department functions. It is our considered opinion that a community needs both good police service and good fire service and that the combination of the two results in poorer police service and poorer fire service.

An NFPA representative further reported, "It is our observation that when fire and police departments are combined, the fire department suffers more than the police department and that the overall fire protection of the community is not at the proper level."

### **The International Union of Police Associations**

**(IUPA)**, an affiliate of the AFL-CIO, has opposed PSOs for a number of years. The group considers the consolidation of police and fire services “as a false economy that will impair the operation of both these essential services.” (Personal Interview with Dennis Slocumb, IUPA Vice President, 5/06)

The IUPA also endorses local efforts “to maintain the individuality of the police and fire services and ... produce and perfect the proficiency and effectiveness of both the police and fire services until each reaches the completely professional status the citizens of our country have a right to expect.” (Personal Interview with Dennis Slocumb, IUPA Vice President, 5/06)

It is important to note that although the IUPA is on record against PSOs, some police associations or unions take a more favorable view of it. Concerned IAFF locals may find that the police are their allies in this fight, but in other localities the police are on the other side.

### **Advocates of PSOs**

The city manager usually takes the lead in promoting PSOs in a local area, and often calls in outside consultants to help make the case for merged fire and police services.

Many individual consultants, management organizations and professional associations specialize in promoting PSO programs. If your city is considering hiring a pro-PSO organization, it is unlikely to get a balanced and objective assessment of the issue. If you cannot prevent the city from hiring a pro-PSO consultant, you can insist on having other experts brought in to provide a balancing point of view.

Individuals with credentials as public safety directors or city managers often serve as consultants to other cities to promote PSO programs. This can be particularly misleading if the individuals purport to have expertise in ‘public safety’ as a whole and yet are actually deficient in either fire protection or law enforcement. Public officials and decision makers should carefully exam any outsider’s credentials prior to allowing influence in an area as critical to the well being of citizens as public safety.

# Pros and Cons of PSOS

## KNOWING THE ARGUMENTS ON BOTH SIDES

You can make your strongest arguments in support of a separate fire department when you know the facts that support your position — and are knowledgeable of the opposition's arguments. The following information will help you develop your position in favor of a separate fire department.

This section of the guide describes the arguments you will most likely hear from pro-PSO advocates. The material provides many reasons for maintaining separate fire and police services, and identifies objections to PSOs. Additionally, reviewing this section will help you anticipate the arguments of pro-PSO groups that may be at work in your area now or in the future.

### Arguments in Favor of PSOs

Supporters commonly use an argument that stems from one basic idea: Getting more service for less money.

Advocates of PSO programs believe that fire fighters' time could be better used. In their view, fire fighters could assist police personnel with street patrols. According to these arguments, a PSO program would permit the city to reduce its fire and police budgets, each person would perform in dual roles, and fewer people would be required overall. The bottom line thinking is better service at less cost.

The simplistic reason for merging fire and police, as opposed to two other departments, is that fire and police are both concerned with public safety and both departments protect life and property. In the view of the pro-PSO groups, shared goals are an adequate basis for merging the two functions.

Pro-PSO groups also focus on the budget. Fire and police protection is a city's largest single expense. Fire and police costs can run to one quarter, one half, or even more of a municipality's general expenditures. The advocates of PSO programs claim that substantial savings can be achieved, both in the short term and over time, if the departments are consolidated.

The main reasons cited by cities in a 1977 survey conducted by the ICMA in favor of PSOs were:

- To achieve a higher standard of service at lower cost and long-range economy.
- To improve fire protection.
- To reduce fire response time.
- To create a greater number of trained career fire fighters.
- To reduce nonproductive time of fire fighters.
- To create a greater number of trained career police.

The most important motives for consolidating generally relate to:

- The belief that the fire service can be made more effective (that is, better protection or shorter response time), and
- The belief that fire fighting personnel can be better trained, motivated, and used.

The preceding reasons came from jurisdictions with full or partial consolidation. Cities with functional consolidation stated that their principal objectives were to increase coordination, eliminate duplication of effort, provide additional personnel at fires and provide additional personnel for police work. Separate surveys performed by other organizations reported similar reasons why cities have been persuaded to consolidate.

It is interesting to note that many of the cities in the ICMA survey reported that they had not actually achieved their goals with consolidation.

### Main Problems of PSOs

PSOs alter the basic roles and functions of police and fire services and often seriously affect the manner in which services are provided, and reduces the quality of service.

A number of interrelated problems invariably arise under PSO programs. The most critical issues examined in more detail in the following sections include:

- Neglect of the total fire safety program
- Increased costs
- Low morale
- Inadequate training
- Insufficient on-the-job experience
- Loss of fire fighting team concept
- Role conflicts
- Lack of departmental planning and goal-setting
- Failure to meet the demand for fire and police services

### Neglect of Total Fire Safety Program

Traditionally, modern fire fighting recognizes that an effective fire protection program involves much more than putting out fires. To give their communities comprehensive fire protection, today's fire departments focus on numerous preventive and protective services in addition to fire suppression. PSO systems allow no time or resources for these critical services:

- **Safety Inspections.** A significant part of the traditional fire fighter's job is routine visits to schools, commercial buildings, nursing homes and other facilities in their districts. These visits enable fire fighters to familiarize themselves with layout, emergency exits and potential hazards that would affect their method of operation in the event of fire.
- **Attack Pre-Planning.** Safety inspections also enable the fire fighters to prepare up-to-date attack plans for each major building in their jurisdiction for use in the event of fire. Building techniques have changed dramatically in recent years with the introduction of truss systems. It is essential that the fire service in a community be familiar with all structure types in order to pre-plan an effective attack.
- **Public Education.** When not fighting fires, the modern fire fighter spends a portion of his/her time meeting with community groups and making presentations on fire safety, emergency procedures, first aid techniques and other topics. The public must be made aware of the need for their help in a fire emergency and how they can

aid the fire department by calling in a suspected fire immediately and without delay.

- **In-Service Training.** The complex environmental problems of a modern city influence the performance of the fire fighter and necessitate continual updating of skills through in-service training. For instance, a fire fighter needs specialized training in hazardous materials to handle emergencies that can arise from these types of situations, and the only way to ensure their education is current is through a continuing program of in-service training. The need for refresher training cannot be overstressed or over used.
- **Emergency Medical Services.** Today's fire fighters also provide numerous other public services, including emergency medical services (EMS). In cities where the fire department is responsible for EMS, call volumes have soared. This alone is a successful argument against PSOs. What does a PSO do when he/she responds to the scene of a motor vehicle accident — do they provide EMS assistance or do they perform police duties? Information on the attributes of fire-based EMS are contained in the Second Edition of the *Emergency Medical Services: A Guide Book For Fire-Based Systems*, which can be found by visiting the Technical Assistance Division section of the IAFF website.

Cities that believe in PSOs may view these types of prevention, pre-planning, training and emergency medical activities as luxuries that must be sacrificed to a more efficient use of time. Public safety officers may not be allowed the time to make inspections or pre-planning visits, to undertake programs or participate in ongoing training. Reduced staffing at each fire station can stretch resources too thin to perform these activities.

The 1980 Ryland Research study revealed observations that confirmed this view. In the consolidation systems examined by that research team, all non-suppression activities necessary for a total fire protection program were reduced or eliminated. With fewer personnel permanently assigned to fire fighting duty, routine tasks consumed so much time that the fire services could not continue a high level of inspections, pre-planning work, public education and other prevention activities.

### **A Costly Approach**

PSO programs can be costly to the community. These costs show up in the jurisdiction's financial reports in terms of higher wages, increased pension costs and costs associated with cross training.

Most cities offer pay incentives to fire and police personnel as an inducement to participate in PSO programs. The increased wage base not only puts a strain on future public safety budgets, but it also effects all costs associated with these wage-related benefits, such as overtime and pension contributions. Since the new compensation plan may not be truly equitable, it may contribute to dissatisfaction and higher turnover among departmental personnel, which in turn increases public safety costs related to the hiring and training of new personnel. Other costs may not show up in the jurisdiction's budget, but they are very real for the citizens of the community. Among these are higher fire losses and higher rates of fire injuries and deaths.

Researcher W. M. Cunningham reported in his 1971 doctoral dissertation that no jurisdiction was known to have actually reduced its total fire and police budget through PSO programs, and confirmed the cost pressures resulting from these programs. Citing the high costs of conversion to PSO programs, he found that some cities never recoup that initial cost, and noted that the larger the jurisdiction, the less its chance of achieving economy using PSOs.

The Ryland study examined the experiences of municipalities where fire and police services were consolidated, and compared them to other non-consolidated areas. The study revealed costs to the communities in terms of:

- **Poorer suppression capabilities:**
  - *Higher fire loss per \$1,000 assessed value*
  - *More civilian injuries or deaths per fire*
- **Poorer prevention capabilities:**
  - *More fires per capita*
- **Poorer training capabilities:**
  - *More uniformed injuries or deaths per fire*

Data on response time does not make a distinction between the arrival of the police car and the fire apparatus, and is uncertain if the effective response time is any shorter under a PSO program. Actual experience indicates it is not. Once a PSO arrives at the fire scene in his squad car, he/she still has to put on the fire fighting gear before taking action. Even then, the PSO generally cannot perform rescue or suppression tasks until he/she is joined by other members of the fire company who have the hoses, ladders, rescue nets, etc. It is unacceptable for a lone PSO to enter a burning building without the support and backup of other fire fighters.

The public should carefully examine all of these potential costs before consolidation is attempted.

### **Low Morale**

Failure to overcome employee consolidation has led to serious morale problems in many PSO programs. Low morale in turn has contributed to increased turnover rates. For example, in El Dorado, Kansas, turnover rates of almost one third were documented, following the introduction of a "team concept" in its consolidated public safety department. In Winston-Salem, North Carolina, a 1975 survey revealed that more than 90 percent of the fire fighters, police and public safety officers blamed a drop in morale on the introduction of the PSO concept (Ryland, 1980). Even in Kalamazoo, Michigan, where fire fighters and police voluntarily accepted consolidation in 1982, the city discovered morale problems developing among PSOs, fire fighters, and police within the first year (Berg, 1983).

Morale problems are clearly costly for consolidated departments. Ryland found that turnover in consolidated cities averaged 8.9 percent each year in the five-year period examined. Attendant to that turnover are the costs of hiring and training new personnel. Unfortunately, few cities have attempted to address the root causes of the serious morale problems under a public safety system, so it is likely to remain a problem for jurisdictions with merged departments.

### **Inadequate Training and Personnel Development**

To competently perform dual services, PSOs require special training, both to acquire the necessary skills in both fields and to keep those skills up-to-date. Yet cities with PSO programs tend to let their training efforts lapse. As a result, the skills of PSOs deteriorate and they lose their ability to fulfill their dual role as law enforcement officers and fire fighters.

Training, of course, is an expense. Its costs include the nonproductive time of the individuals in training, as well as any overtime pay required for others assigned to perform their duties while they are in training. Furthermore, it is an expense that the public seldom understands or appreciates. PSO departments often cut back or eliminate their training programs to make it easier to sell the public on the supposed low costs of consolidation. Management may resort to training cutbacks when there has been public pressure for more law enforcement staffing. Rather than hiring adequate personnel, the city will pull its PSOs out of training classes and send them out on street patrol.

Fire fighting skills, in particular, suffer from these training cutbacks. Most PSOs are assigned primarily to law enforcement functions, and rely on their practice sessions to develop and maintain fire fighting skills. Loss of training means that PSOs are ill prepared to function on the fire fighting team — increasing the risk of injury to the untrained PSO, fellow fire fighters, and the occupants of the buildings he/she is supposed to protect.

Police proficiency can also be hurt by training cutbacks. A 1983 analysis by the city of Kalamazoo, Michigan, found that the police training provided to PSOs was inferior to that formerly given to police officers before consolidation. The analysis also found that in-service training for the city's pure police officers (non-PSOs) had been reduced due to budget constraints and other restrictions that accompanied the switch to consolidation. Informal on-the-street training was found to lack consistency.

### **Inadequate On-The-Job Experience**

Closely related to the training issue is the fact that cross-trained PSOs are deprived of adequate working experience in their secondary field, which is usually fire fighting. The lack of real on-the-job experience prevents them from carrying out their fire fighting duties effectively when they work in their secondary field. PSOs spend a majority of their time in law enforcement activities.

### **Loss of Team Concept in Fire Fighting**

Fire fighting has traditionally been performed by people working as a team. The team approach is especially suited to emergency situations where lost time or poor judgment can cost lives. Teamwork enables individuals to perform specialized functions while cooperating closely in a coordinated attack on a fire. The lack of adequate working experience as a fire fighter reduces the PSO's efficiency in fire suppression and rescue tasks. It also deprives them of essential experience working as a team with other members of the fire company to which they are assigned.

For the team to operate as a unit, it is essential for members not only to know their own assignments, but also to know, trust and rely on one another. In fire fighting, the engine company or truck company functions as a team.

Its members usually serve together on the same shift. Working and training together, they develop a coordinated approach for executing rescue and suppression tasks.

However, when PSOs are given fire fighting responsibilities, the number of persons on the permanent fire fighting team is reduced. The smaller fire company is then joined by one or more PSOs at a fire scene, and those PSOs are considered part of the fire fighting team. The fire company may have different PSOs assigned to it each time there is a fire, so it is often impossible to establish a team relationship. Even though some cities have acknowledged this problem and tried to correct it, experience shows that the law enforcement duties of PSOs still prevent them from working and training consistently with the same fire team. This detracts from the effectiveness of the total team effort.

Staffing PSOs is not compatible with the team concept because the work shifts for PSOs and police differ from that of fire fighters. The PSOs assigned to patrol duty, who also respond to fires, usually work an eight-hour day and a 40-hour week. In a consolidated system, persons assigned full-time to fire suppression usually work a 24-hour day on a cycle of one day on, two days off. Therefore, a PSO has to work with three different fire companies on three consecutive days. Further, a fire company will have three different PSOs assigned to it during one 24-hour shift.

Another obstacle to teamwork is that PSOs may be unable to leave their law enforcement assignment when an alarm occurs, requiring substitutes to be sent to fires in their place. When temporarily assigned to another district to fill staffing shortages, substitutes need to fill in for the PSOs. The substitutes may be unfamiliar with the operations of the team if they have not previously worked with the particular fire company.

There are claims that the quick arrival of the PSO at a fire in his/her own patrol car before the rest of the team arrives is a major benefit of a PSO program. In fact, the PSO's arrival time does little to speed up the rescue and suppression operations, and undermines the proven teamwork strategy used in fire fighting. In reality, the PSO may not even arrive before the regular fire apparatus, and if the PSO does arrive first, he/she cannot fight the fire without the fire apparatus nor without the support and assistance of other fire fighters. Alternatively, if the PSO arrives after the rest of the fire suppression team, they must stall operations or work shorthanded until he/she arrives and changes into appropriate fire fighting gear. Consequently, the ability to establish team relationships under these circumstances is unlikely.

### **Role Conflicts**

Dual service creates conflict in responsibilities for the public safety officers and their supervisors. An example is dual supervisors managing public safety officers: PSOs report to two different supervisors at different times, based on when they perform law enforcement or fire fighting functions. Generally, a PSO is assigned to a law enforcement supervisor the majority of his time, and is released to the supervision of a fire officer when a fire alarm occurs. The law enforcement supervisor generally has greater authority over the PSO than the fire supervisor, since the primary duties performed are in a law enforcement capacity and the law enforcement supervisor rates the PSO's performance.

The PSO's tendency to give priority to the orders of the law enforcement supervisor creates a variety of command problems at a fire scene where both are present. Until the fire supervisor arrives with the apparatus, the law enforcement supervisor is generally in charge of rescue and suppression efforts. However, once on the scene, the fire supervisor assumes the command. Experience shows that the PSO will continue responding to directions from the law enforcement supervisor even after the fire supervisor arrives and takes over. This type of situation creates conflicts that can undermine the effectiveness of the fire suppression effort and reduce morale among fire fighting personnel.

Due to the demand for a PSO to perform dual functions within a consolidated system, it is imperative that clearly defined policies dictate the response to emergency calls. For example, which event takes precedence: pursuit of a bank robber or response to a fire alarm? Conversely, engaged at a fire scene, at what point can he/she be released to return to law enforcement? Can he/she leave the fire scene as soon as the fire supervisor says the fire is under control? Does he/she have to stay and help the regular fire fighters in clean-up operations? What happens if the law enforcement supervisor wants to recall the PSO during the fire for a police emergency?

Most public safety departments do not have — or enforce — standard operating procedures to settle these kinds of role conflicts. As a result, the dual system frequently breaks down. Torn between their two roles, PSOs come to take their law enforcement responsibilities more seriously than their fire fighting work, and the quality of fire fighting work suffers.

Researchers documented another type of role conflict: Someone who is a good police officer is not necessarily a good fire fighter, and vice versa. Moreover, it is extremely difficult for personnel to switch back and forth from one role to another. Simply put, a police officer must be wary of other people; a fire fighter must be a helper. A police officer must deal with principles of law, right and wrong; a fire fighter must understand the properties of burning materials. A police officer must deal with problems caused by people violating the law; a fire fighter must deal with saving life and property from fire.

Due to the drastic differences in police and fire fighting roles, it is rare that a PSO is equally suited to both roles and able to perform one role as well as the other. Experience demonstrates that personnel in dual systems do not perform as well when they are working in their less favorite role. This results in diminished effectiveness of the PSO's individual performance, as well as that of his/her co-workers

A person who repeatedly switches roles will eventually experience increased levels of stress. Fire fighters and police officers are especially prone to stress-related problems such as heart attacks. A PSO program, with its dual roles, adds to these problems. Psychologists who have studied the behavior of personnel in consolidated departments believe the added stress of dual roles prevents PSOs from performing at full efficiency in either role. The stress can build up and cause the PSOs to work less efficiently, become confused about their work, and make errors in judgment.

It has been documented that the personality type best able to cope with the dual roles and tensions of consolidation are "complacent individuals who have a low reactive level to social stimuli, and as such would probably make dubiously effective police officers or fire fighters."

### **Inadequate Planning and Goals**

A key step in the proper management of any program is a well-defined set of objectives and a plan for achievement. The plan should address wages, pension costs, training, response priorities, and so forth. Part of the planning process is the need for an assessment to determine if the program is accomplishing what it set out to do.

In most cases, planning is inadequate or nonexistent, and fire and police department officials may not even be involved in the limited planning that does occur. As a result, PSO programs have encountered numerous startup problems, and no one can accurately measure their accomplishments — or lack thereof.

### **Inability to Meet Demand for Services**

The greater a jurisdiction's fire and police call volume, the more likely that a PSO system will prove inadequate. Larger cities, in particular, have had serious problems in this regard. Communities where PSO programs have been accepted are generally smaller, stable jurisdictions with lower fire and police call volume activity.

Based on observations in his research, W. M. Cunningham wrote that the efficiency of a PSO system "is a variable which is progressively negated by increase in [jurisdiction] size in relationship with intensity of demand for fire protection."

# Warning Signals

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## EARLY WARNING SIGNALS

A jurisdiction's actions with respect to its fire and police departments may signal that it intends to move toward PSOs, even before that intention is publicly acknowledged. There are certain patterns that cities often follow to lay the groundwork for a PSO program. When alert local and fire department officials can recognize these warning signals well in advance, there is more time for them to launch an effective campaign to defeat the consolidation attempt.

- **Concern about public safety costs.** When a jurisdiction faces fiscal constraints, jurisdiction administrators may start pointing to the large public safety budget as an area where savings could be achieved. A jurisdiction administrator may also make unrealistic projections on crime control and cost savings in order to persuade elected officials and voters.
- **Pressure for increased police presence on the streets.** Another key factor in many small cities' decision to consolidate is the public's demand for increased police protection. Jurisdiction management may capitalize on citizen concern about rising crime and present a PSO program as a low-cost way to expand police service.
- **Feasibility studies.** When jurisdiction management wants to consolidate fire and police services, it usually commissions a study or task force to give the proposal some credibility. The stated goal of the study may not even mention consolidation; it may be to "study ways of reducing fire and police costs." Alternatively, it may be to recommend ways to "increase fire department productivity" or "increase the efficiency of public safety services," and so forth. IAFF affiliates and fire department officials should seek representation on any study or task force committee.

Fire department and union leadership should offer the fire department accreditation process, and the risk assessment that is a central part of the process, as alternatives to potentially subjective feasibility studies that only look at a singular proposed solution. Community risk assessments and the department accreditation process co-created by the IAFC and ICMA evaluates the strengths and weaknesses of a department and the specific needs of the community. This data-driven model can produce multiple solutions that are equally – if not more so – cost effective than consolidation and put public and responder safety first.

- **Erosion of the two departments' separate identities.** Some cities pursue a more gradual approach to consolidation. Instead of proposing an outright merger of the fire and police departments, cities will gradually break down the separation between the two departments by merging first one function and then another. Of course, not every shared function is a sign that the jurisdiction is moving toward a full merger. Numerous fire and police departments have successfully shared emergency 911 numbers, dispatch services or arson teams, for example, without surrendering the integrity of the two individual departments. Therefore, it is important to assess each situation carefully to determine when the sharing of certain functions will strengthen the two departments and when it may actually weaken them.



# Developing Your Own Strategy

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## Resisting PSO Threats

Developing a strong counter offensive strategy that includes the tactical steps listed below can aid in the success of defeating the threat of consolidation.

- Assess the situation carefully
- Participate in studies and hearings
- Get all the facts
- Enlist your friends
- Keep your members informed
- Voter Initiatives

Each of these steps is critically important. Since the move to consolidate almost always originates with the jurisdiction government, the pro-PSO forces have plenty of resources to devote to the issue. In order to convince the public to abandon its traditional fire and police services, the jurisdiction will use special studies and consultants to strengthen their position, and may launch a publicity campaign to promote the concept of public safety officers. Those who oppose PSOs must be diligent to counter the jurisdiction's promotional efforts.

Additional details follow. Note that these are general suggestions only, and you will want to adapt them to the particular needs and opportunities in your locality. Consider that many of these steps will have to take place simultaneously even though the material reviews each individually.

## Assess the Situation Carefully

It is important for the union and fire department officials to develop a comprehensive strategy and action plan to present to the public. Before you make any public statements, it is prudent to begin the research and planning.

- Find out exactly what is happening. Discard unfounded rumors and sort out the facts. Who is proposing to do what, when and how?

*If your investigation indicates that a proposed PSO program is a real threat to your department,*

- The IAFF and IAFC can help you decide how to proceed. To assist in an assessment, be prepared to share the information you have gathered — for example, who authored the proposal, details of scenarios contained in the proposal, the names of consultants the jurisdiction plans to retain, and so forth.

## Buy Some Extra Time

Assert a public process of information gathering and review of the issues to prevent jurisdiction management from forcing its PSO plan to a vote before all the issues can be publicly examined. You will need adequate time to gather data, assess the strengths and weaknesses of the plan, study the local political tenor, formulate the arguments supporting your position and develop the support of other groups.

- Request a comprehensive study by a citizens committee. The study group, or task force, should include members across a broad spectrum of the community; people who will not simply “rubberstamp” management’s views. If union officials are denied participation on the committee, secure a position for a rank-and-file union fire fighter.
- Ask for public hearings as part of the study process. The hearings should be open to the public, and views of all affected segments of the public should be encouraged to testify — including, of course, fire fighters, police and citizen representatives.

These two review processes will slow down the approval process, and provide you with valuable additional time to develop your own strategies. It will also give you and your allies a forum for presenting your views and concerns about consolidation.

## Get All the Facts

Use your time effectively to gather substantiating data to support your arguments.

- Talk to others who have been through PSO battles. This includes other IAFF locals and fire department officials as well as your state or provincial association. Ask them to share their ideas with you about the types of arguments they found most effective, and seek their guidance to gather facts that support your arguments.
- Develop your arguments. Several sections of this guide will give you tips on key topics you will want to cover, such as arguments against PSOs and the policy positions of major fire service organizations.
- Be sure to collect, review and analyze data specific to your department and community.

## Enlist Your Friends

- **Make it a broad-based campaign.** Concern from many segments of a community will have greater influence on jurisdiction managers and elected officials than the perception of the union simply protecting its own interests. Work with fire department officials to develop a plan of action. Develop the support of community organizations and take advantage of the wide range of community activities of fire departments through the group and individual activities.

*Recommended groups to contact:* senior citizen groups; homeowner associations; Little League; civic and charitable organizations; political organizations; PTAs; the Boys and Girls Club; and groups whose members are particularly dependent on fire and emergency medical services and who have a greater stake in maintaining good service. *The latter might include the elderly, the handicapped, operators of schools or childcare centers, and so forth.*

Learn about available assistance from your legislators, those in the state or provincial legislature, and those in Congress or Parliament. Additionally, make sure that your AFL-CIO central labor council or local/state Fire Chiefs Association is fully informed about the consolidation issue. Educate other union leaders on the issue, and seek their support in voicing concerns to elected officials and in bringing the message to the public.

## Keep Your Members Informed

- **Educate your members about the adverse affects of PSOs, and inform them of preventative actions.** A key responsibility of the local union is to make members aware of the real threat consolidation poses to their jobs, their profession and their community.
- **Let members know how they can help.** Members of the fire service can be very effective advocates for maintaining their traditional professional roles and can reach deep into the community through their participation in wide-ranging civic and charitable activities. The inventory of your members' community involvements will help members identify the organizations they can go to with their message.

## Voter Initiatives and Goffstown, New Hampshire

When Selectmen in Goffstown, New Hampshire, voted to combine the fire and police departments under a public safety director, and chose current Police Chief Michael French to act as interim public safety director, a political action team was assembled by the IAFF. The team educated the citizens on the pitfalls of consolidation and drafted "warrant language" to go before the voters prohibiting the consolidation of the fire and police departments.

On March 14, citizens voted for warrant articles to prevent consolidation, continue separate police and fire departments, affirm police and fire department separation and reinstate Fire Chief Frank Carpentino.

Some of the warrant language is as follows:

### ■ Article 1

To see if the Town will vote to continue the Police and Fire Departments as the separate entities they have been for many years, and restore to office any personnel who may have been removed from said office, if reorganization has begun before this vote.

### ■ Article 2

To see if the Town will vote to reaffirm the continuation of separate Fire and Police Departments, with each department run by a fire chief and police chief, with each being the distinct department head for their respective department.

# Resources and Combating PSO Threats

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Jurisdiction managers advocating the use of PSOs will have plenty of facts and figures to support their pro-PSO arguments. The IAFF can provide vital assistance in refuting these consolidation efforts. Services available to IAFF affiliates are outlined below:

- **Municipal Financial Analysis (MFA)**. An MFA is an analysis of the financial condition of the city. An MFA is vital in addressing the fiscal constraints that are often cited by management as justification for consolidation. A list of documents required for an MFA can be found by visiting the Technical Assistance Division section of the IAFF website.
- **Geographical Information System (GIS)**. A GIS is a staffing and station location analysis. A GIS will assess the impact PSOs would have on Fire/EMS delivery. Both an explanation of a GIS along with a GIS checklist can be found by visiting the Technical Assistance Division section of the IAFF website.
- **Comparative Data**. The IAFF maintains a database that contains both demographic and economic information for reporting IAFF affiliates. This information will be invaluable in determining your jurisdiction's standing among its peer group. The IAFF will also solicit information for comparable affiliates if necessary. Contact your IAFF District Vice President to take advantage of this service.
- **Public Relations Assistance**. The possibility of a PSO system is important news that will interest the local media. You will need to explain the issues and the potential impact on the community. In order to accomplish this goal you will need to start a public relations program. Information on getting a public relations program off the ground can be found by visiting the Media and Communications Division of the IAFF website. Appendix A also provides you with a generic press release and talking points on consolidation to assist in your efforts.
- **Politics**. You will need to apply pressure to city administrators and lawmakers who make decisions on the proposed PSO program. Information on how to elect, meet and lobby lawmakers can be obtained by contacting the IAFF Governmental Affairs Department.
- **Legal**. When faced with a proposal to consolidate the fire and police departments you may have to explore legal options. The IAFF Legal Department provides a full range of services to meet the legal needs of IAFF affiliates. Contact your IAFF District Vice President to take advantage of this service.

Some similar information may be obtained by going to the IAFC website at [www.iafc.org](http://www.iafc.org).

# Preventing Future Consolidation Attempts

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The proverbial ounce of prevention is certainly the most effective medicine when it comes to PSO systems. If you make the right preventive moves you can ward off any efforts to consolidate the fire and police departments that might otherwise spring up and flourish.

As the basis for developing a good preventive strategy against PSOs, you will want to take a hard look at the way your department currently functions — even when there do not seem to be any problems — in order to determine what changes will strengthen the department and make it less vulnerable to attack. Naturally, every fire department presents its own unique needs and opportunities. However, a long-range preventive strategy is usually most likely to succeed when it includes these steps:

- Broaden the fire department's services to strengthen its base in the community.
- Amalgamation with other fire departments.
- Negotiate protections through the collective bargaining process.
- Demonstrate fiscal conservancy and engage with the budget process.

## Broaden Fire Department Services

In most of the consolidation case studies examined by Ryland Research for its 1980 study of fire departments, researchers concluded that the merged fire departments "probably were not aggressively pursuing a full range" of services prior to consolidation, thereby leaving themselves vulnerable to PSO proposals. This means, in the researchers' view, that if these departments had been engaged more actively in varied services — fire prevention, emergency medical service and other community services and support — consolidation might never have happened.

The best way for a fire department to generate public support is through the services it provides community residents. In addition, the public's support for an independent fire department can be one of the best weapons against consolidation.

Fire fighters' contact with the public is most dramatic when putting out fires, but it should not begin and end there. Other types of services — such as medical or non-emergency — actually offer fire fighters a greater opportunity to interact with the public on a person-to-person basis. Citizens who rely on fire fighters for a broad array of critical services are unlikely to endorse PSO schemes that would reduce or eliminate the services they are accustomed to receiving.

Usually there are three major areas in which fire departments can broaden their services in order to gain a stronger foothold against consolidation:

## ■ Prevention and Inspection Program

Fire departments that pursue an aggressive prevention and inspection program are typically better positioned to resist consolidation.

This is true for two reasons.

1. The community benefits from the improved fire safety and reduced losses resulting from effective prevention programs.
2. Such programs give fire fighters a visible service role in the community when they are not responding to calls — thus depriving critics of the basis of their argument that fire fighters should fill their spare time with PSO duties.

## ■ Expanded Education Programs

Most fire departments can make more extensive use of education programs to broaden their contacts with all segments of the community and increase their responsiveness to community needs. This can be done by increasing the number of fire safety programs in public and private schools and by offering regular classes in cardiopulmonary resuscitation (CPR).

## ■ Integration of EMS into the Fire Service

Integration of emergency medical services with the fire service has proved both effective and popular. When the fire department operates the EMS, as it does in many cities, it gets an opportunity to assist large numbers of persons who might otherwise have no occasion to call on the fire department. A good emergency medical service will develop strong support in the community from those it has served. Few cities would think of altering an effective fire-EMS relationship by introducing consolidation with the police.

## Amalgamation With Other Fire Departments

IAFF affiliates in small municipalities have sought to improve their efficiency and reduce costs by merging with surrounding departments. Under this scenario, there is one labor contract for an entire metropolitan area. A city government interested in PSOs would have to face the opposition not only of its own local but also those unions from adjacent towns covered by the same bargaining agreement.

### **Collective Bargaining — No PSO Protections**

The best time to secure no-consolidation protections in your collective bargaining agreement is obviously before it is an issue. Therefore, it is never too early to work for language in your collective bargaining agreement to prevent consolidation. This language could be stated in terms of a specific and total prohibition against consolidation, e.g., “The police and fire departments shall not be consolidated.” Alternatively, it might be framed in terms of a prohibition against assigning fire fighters to unrelated work.

Such language will need to be renewed each time your collective bargaining agreement is renegotiated, so it does not provide permanent protection.

### **Fiscal Conservancy — Engage with Budget**

Economic cycles come and go, and the fire department needs to position itself to proactively address financial issues, rather than be reacting to decisions made by others. When the economy is well, fire officials and union leaders need to work together to engage in conservative strategies to use their resources wisely, explore revenue generating strategies, and enhancing financial and operational data collection. Enhancing the labor-management relationship can contribute to both long-term and short-term success of these efforts. The Labor-Management Initiative can provide support to both chiefs and labor officials, as well as forge better communications with city managers. Seeking accreditation is an excellent way to demonstrate a long-term commitment to better service and lower costs and conservative use of grant funds is another way to demonstrate that a fire department is driven by adequate funding for real needs and realistic solutions.

Ensuring that fire and union officials have a long-term investment in community budget decisions provides an environment where you are less likely to be put on the defensive, and have a better advantage in preparing a data-driven defense if you are. It is critical to engage in larger budget discussions, and to understand not only the public safety budget, but critical financial intersections, for example, tax revenue, transportation expenditures, and services to the poor and elderly. As a result, fire service and union leaders will be already seated at the table and be more prepared to propose solutions that protect the quality of service while contributing to the community's overall success. ■

# Public Safety Consolidation Stretches Us Too Thin



Fire Fighters have been proudly delivering a high level of service protection to the citizens of Anytown for xx years. Twenty-four hours a day, seven days a week, your fire fighters provide fire suppression, emergency medical care, XXXXX, XXXXX, XXXX and XXXX.

Now, your fire fighters need your support in opposing the City Council's proposal to merge fire and police under one public safety department. If implemented, this will not only lower the level of service, but leave many citizens unprotected.

## What's wrong with the city's plan?

- There will be confusion on the scene of an emergency incident because of cross-training. What does a PSO do when they pull up to a motor vehicle accident involving a trapped drunk driver and multiple injuries? Do they secure the scene and begin investigating? Do they extricate the driver and treat other injured parties?
- Response times will be increased under a PSO system. A fire truck responding to a fire will have to wait for additional PSO's prior to commencing fire suppression efforts. PSO's in patrol cars will also have to secure weapons and other associated law enforcement equipment/gear. Precious time will be lost.
- Taxpayers will incur added expenses, personnel will need to be cross trained to provide both fire and law enforcement services.
- Fire fighters currently perform both fire and EMS duties. The call volume has skyrocketed over the last XXXX years, to ask a fire fighter to perform in a law enforcement capacity is not feasible.
- A combined department will most certainly lead to low morale and high department turnover, depriving Anytown from its most experienced police officers and fire fighters.

**Please attend this City Council Meeting  
Tuesday, (month) (day)  
(place)**

**Or call your City Council Members**

**A message from the Anytown Professional Fire Fighters.**



## **FOR IMMEDIATE RELEASE**

Contact: XXX XXXX  
Title  
Phone number

### **Anytown Fire Fighters Oppose Combining Fire and Police**

Anytown (insert date)– Anytown fire fighters are opposing the City Council’s proposal to consolidate the fire and police into a single public safety department due to concerns a merger would put citizen safety at risk in the event of a fire or medical emergency.

Fire fighters are calling on Anytown citizens to attend Tuesday night’s City Council meeting to ensure that police and fire protection remain separate.

“There are many important safety factors to consider,” says XXXX XXXX, president of Anytown Professional Fire Fighters Local XXX. “Both are very specialized, dangerous professions that require very different tools and skills.”

Anytown fire fighters say that combining fire and police will reduce the number of fire fighters and police officers available to protect the citizens of Anytown and their property. Personnel remaining on duty would be responsible for responding to all emergencies – from crimes to house fires.

Anytown Professional Fire Fighters have proudly served and protected the Anytown citizens/community since 19XX, providing fire suppression, emergency medical care, hazardous materials response and XXXXX. In addition, Anytown fire fighters serve the community by raising money for {{{charity name}}}, providing fire protection education in schools, XXXX and XXXX.

A vote is expected on this issue on {{{{{date}}}}.

###





**International Association of Fire Fighters**  
1750 New York Ave., NW Washington, DC 20008  
[www.iaff.org](http://www.iaff.org)



**International Association of Fire Chiefs**  
4025 Fair Ridge Drive, Suite 300  
Fairfax, VA 22033-2868  
[www.iafc.org](http://www.iafc.org)

## Veterans Battle of the Bulge

My late Husband, Alpha Chevrette, and I have been involved with the survivors of the Battle of the Bulge for over 25 years. Alpha was a survivor of the Battle, served as vice president and president of the NH chapter of the Battle of the Bulge. I served for many years as the Secretary and treasurer of the New Hampshire Chapter.

In visiting Veterans' Park, also known as Jacob Square, I noticed there is no monument for those who fought in the Battle of the Bulge. There are monuments for World War II, two for Viet Nam, one for our Pow's, Battle of Argonne (Corporate George Merrill) and the Korean War.

On behalf of the Tri-State Chapter of the Battle of the Bulge I would like to have a monument installed, at Veterans's Park in memory of those who fought in the Battle of the Bulge. The Battle was fought from December 16, 1944 to January 25, 1945. In just these five weeks 610,000 troops were involved. There were 89,000 casualties, 19,000 american soldiers were killed.

This was the largest and bloodiest battle of World War II.

The New Hampshire, Vermont and Maine Chapters of the Battle of the Bulge would be proud to pay for the monument and have the Town Council accept it.

Included in the packet are photos of Veterans' Park so see where a monument might be placed. Also included are a rough sketch of the Monument, a brief history of the Battle, forming the NH chapter, and the July 21, 1990 Charter of the Tri-State Chapter - NH, VT, ME.

Respectfully submitted,

  
Bernadette Chevrette

8-1-15-15



**Veterans of the Battle of the Bulge  
Chapter 17  
VT-NH-ME  
World War II**

**December 16, 1944 to January 25, 1945  
610,000 Involved in Battle  
89,000 Casualties  
19,000 Killed  
Largest and Bloodiest Battle of WWII**

**Remember Our Military  
Men & Women in Your Prayers**

October 12, 2015

Chris Martel  
President- Berry Hill Estates HOA

Henry Roy  
Treasurer- Berry Hill Estates HOA

Chris / Henry,

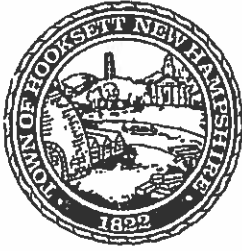
I am writing to express my concern with the delays in the wearing course application that is resulting in the breakdown of the existing binder pavement layer. Given the extended (I would offer overdue) interval between the initial wearing course placement well over 5 years ago and the absence of a wearing course, we are seeing the deterioration of the base layer, where industry standard expectations on pavement longevity is significantly compromised.

In addition, the concrete treatment surrounding the sewer covers has broken up, providing another source of water entry that will accelerate the breakup of the base layer due to freezing and thaw cycles. Clearly, the lack of the finish pavement coat is a detraction and future maintenance liability to the residents of Berry Hill Estates.

This should be brought forward to the Town of Hooksett leadership, to investigate what alternatives exist to compel the Berry Hill Estates site developer to complete the roadwork such that the HOA is provided a satisfactory road network that meets industry standards as well as the site plan commitment that was presented to the town many years ago as part of the development approval.


Thanks for accepting my professional concerns with the inadequate infrastructure that we continue to be saddled with due to an unresponsive site developer.

David Nute P.E.  
16 Shaker Hill Road  
Hooksett, NH 03106



# Town of Hooksett

## FINANCE MEMORANDUM

To: James Sullivan, Town Council Chairman  
From: Christine Soucie, Finance Director   
Date: October 14, 2015  
Subject: Requests for your signature as Agent to Expend

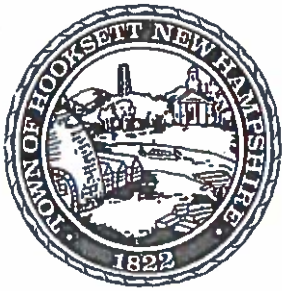
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The following is a summary of the requests for you to sign as the agent to expend on October 14, 2015:

| <u>Fund</u>                       | <u>Amount</u> |
|-----------------------------------|---------------|
| Ambulance Service                 | \$ 48,078.88  |
| Sanitary Landfill Capital Reserve | 837.25        |
| Fire Impact Fees                  | 773.00        |
| Police Impact Fees                | 2,163.18      |
| Police Special Details            | 55,415.04     |


Each request includes copies of invoices and other supporting documents, if applicable. As always, if you have any questions, please do not hesitate to contact me.

Thanks



# Town of Hooksett

## FINANCE MEMORANDUM

To: Linda Courtemanche, Town Treasurer  
From: Christine Soucie, Finance Director   
Date: October 14, 2015  
Subject: Transfer from the Ambulance Service Fund  
Copy: Dean Jore, Acting Fire Chief

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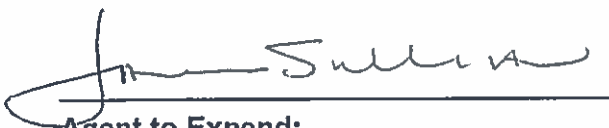
Please transfer from the People's United Bank Ambulance Service account \$48,078.88 to the Citizens General Fund to reimburse the Town of Hooksett for the following:

|                         |                  |
|-------------------------|------------------|
| July 2015 expenses      | \$ 13,104.94     |
| August 2015 expenses    | 19,961.68        |
| September 2015 expenses | <u>15,012.26</u> |
| Total                   | \$ 48,078.88     |

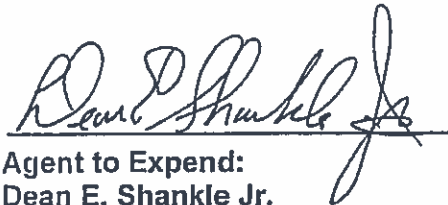
Attached is a detail breakdown of each month's expenses and copies of all invoices can be found in the Council's read file.

The Town of Hooksett uses Comstar Inc. to issue bills to the users of this service. Comstar has billed \$108,290.64 for the 3rd Quarter of 2015 and collected payments in the amount of \$77,283.44. The total uncollected balance is \$506,690.00 as of September 30, 2015.

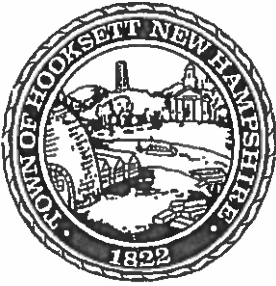
If you should have any additional questions, please do not hesitate to call me. Thank you for your assistance in this matter.



Agent to Expend:  
James Sullivan  
Town Council Chairman




Agent to Expend:  
Dean E. Shankle Jr.  
Town Administrator



# Town of Hooksett

## FINANCE MEMORANDUM

To: Trustees of Trust Fund  
From: Christine Soucie, Finance Director   
Date: October 5, 2015  
Subject: Sanitary Landfill Capital Reserve

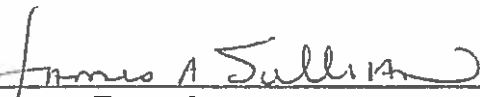
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A recent reconciliation shows that \$837.25 has been expended from the Sanitary Landfill Capital Reserve Fund. A copy of the invoice is attached and listed below:

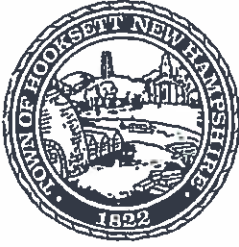
|                       |                |               |
|-----------------------|----------------|---------------|
| Cardno ATC            | Inv 1885818    | \$ 137.25     |
| Bartlett Tree Experts | Inv 36368130-0 | <u>700.00</u> |
|                       | Total          | \$ 837.25     |

Please issue a reimbursement from the Sanitary Landfill Capital Reserve account.

If you should have any additional questions, please do not hesitate to call me. Thank you for your assistance in this matter.


  
Agent to Expend:  
James Sullivan  
Council Chairman

10-14-15  
Date:



# Town of Hooksett

## FINANCE MEMORANDUM

To: Fire Impact Fee File  
From: Christine Soucie, Finance Director   
Date: August 25, 2015  
Subject: Transfer from the Fire Impact Fees

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The following invoice has been paid out of the Fire impact fees for Renovations to Fire Station 1 authorized by Town Council on July 23, 2014:

|                     |          |           |
|---------------------|----------|-----------|
| Staples Credit Plan | Inv 1544 | \$ 773.00 |
|---------------------|----------|-----------|

If you should have any additional questions, please do not hesitate to call me. Thank you for your assistance in this matter.

  
Agent to Expend:  
James Sullivan  
Council Chairman


10-14-15  
Date:





# Town of Hooksett

## FINANCE MEMORANDUM


To: Police Impact Fee File  
From: Christine Soucie, Finance Director   
Date: October 14, 2015  
Subject: Transfer from the Police Impact Fees

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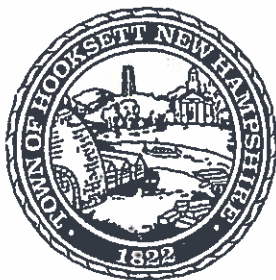
The following refunds have been paid out of the Police Impact Fees in accordance with the Town of Hooksett's Impact Fee Ordinance, which states, fees collected for properties that are not utilized within the six year timeframe will be refunded to current property owner.

|   |               |
|---|---------------|
| 84 University Circle Map 14 Lot 1-13-3  | \$ 152.43     |
| 33 Quimby Mountain Road Map 16 Lot 78-8 | 152.35        |
| 1250 Hooksett Road Map 31 Lot 96        | 1,248.43      |
| 13 University Circle Map 14 Lot 1-21-4  | 152.35        |
| 50 Edgewater Drive Map 5 Lot 6-1        | 152.54        |
| 54 Post Road Map 6 Lot 22-62            | 152.54        |
| 9 Rae Brook Road Map 47 Lot 32-16       | <u>152.54</u> |
| Total                                   | \$ 2,163.18   |

If you should have any additional questions, please do not hesitate to call me. Thank you for your assistance in this matter.

  
Agent to Expend:  
James Sullivan  
Council Chairman

10-14-15  
Date:



*Town of Hooksett*  
FINANCE MEMORANDUM

To: Dean E. Shankle, Town Administrator

From: Christine Soucie, Finance Director

Date: October 14, 2015

Subject: Transfer from the PD Special Details

Copy: Police Department

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The following has been paid out of the Police Special Details account for the quarter. Attached is the detail breakdown for each month.

|                                |                  |
|--------------------------------|------------------|
| Details paid in July 2015      | \$ 18,452.82     |
| Details paid in August 2015    | 19,620.19        |
| Details paid in September 2015 | <u>17,342.03</u> |
| Total                          | \$ 55,415.04     |

If you should have any additional questions, please do not hesitate to call me. Thank you for your assistance in this matter.

Agent to Expend:  
James Sullivan  
Town Council Chairman

10-14-15

Date: