

**Coventry Municipal Fire Commission:
Report on the Study of a Municipal Fire Department
December 2, 2025**

Executive Summary

In the interest of fiscal efficiency and to maintain and increase public safety, the Coventry Town Council created the Municipal Fire Commission. The Commission, created by Resolution No. 2024-66 in August 2024, was charged with preparing a comprehensive implementation plan to be presented to the Town Council to establish a municipal fire department that would fall under the purview of the Town, including financial control. The creation of the Commission follows on the assessment of fire services conducted by Dynamix Consulting Group. The January 2024 report by Dynamix yielded three options:

- 1) maintain the status quo;
- 2) merging into one quasi-public district; and
- 3) establishing a municipal fire department.

This report outlines the findings of the Commission in regard to the current independent fire district model staffing, assets, liabilities, and legal and financial concerns and the path forward should the Town Council decide to form a municipal fire department.

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1.0 Commission Scope and Deliverables

In its founding resolution, the Commission was charged with developing an implementation plan addressing:

1. Acquisition and inventory of District property
2. Acquisition and inventory of District assets including equipment and apparatus
3. Acquisition and inventory of District personnel including associated collective bargaining agreements, transition planning to a singular collective bargaining unit, and associated department leadership structure
4. Inventory of current third-party District contracts and transition planning for associated services
5. Assessment of District building and asset management and draft of five-year capital improvement plan
6. Assessment and transition planning from District tax collection to Town collection
7. Audit of collective District liabilities and outstanding debts
8. Assessment and implementation plan of necessary policies, codes, and ordinances to be adopted by the Town Council
9. Assessment and implementation plan of necessary state legislation to accompany the transition
10. Assessment of recurring revenue and fee structure for a municipal department
11. Draft budget for a municipal department for fiscal year one and a three-year budget projection
12. Assess the overall fiscal impact on the Town budget

2.0 Commissioners

The Municipal Fire Commission members include:

- Chair-Hillary V. Lima – on Commission until October 02, 2025
- Vice-Chair - JP Verducci – Chair as of October 02, 2025
- CCFD Lieutenant Kevin McCann, Local 3372
- HHFD Captain Daniel McAloon, Local 4824
- Bryan Testen, Anthony Fire District-on Commission until June 17, 2025
- Russell McGillivray, Central Coventry Fire District
- Peter Rondeau, Hopkins Hill Fire District
- Jillian Winemiller, Western Coventry Fire District
- Daniel Parrillo, Town Manager
- Robert Civetti, CPA, Finance Director
- Stephen J. Angell, Esq., Town Solicitor – on Commission until October 01, 2025
- Chief Rick Heise, Coventry PD – non-voting member -retired June 30, 2025

3.0 Background

As in many Rhode Island towns, fire districts were historically created in association with the mill villages where they were located. Some have merged through the years, but the current makeup of the Town of Coventry includes four independent fire districts:

- Coventry Fire District (CFD)
- Central Coventry Fire District (CCFD)
- Hopkins Hill Fire District (HHFD), and
- Western Coventry Fire District (WCFD).

These districts operate independently from each other and the Town of Coventry, and each have their own separate taxing authority. Each district has its own district elected board of directors, fire chief, platoon models, separate budgets, separate tax office, administrative staff, treasurers, attorneys, by-laws, and station staff. In addition, there is one union representing CFD, CCFD, and HHFD. WCFD does not currently have a union. To establish a tax rate and budget each year, the districts require an in-person vote from their taxpayers at their own respective separate annual meetings. Each district has a different fiscal year.

Each of the four fire departments operate independently as outlined above. However, it is also crucial for them to work together to provide mutual aid to each other when required. This can include mutual aid for when more manpower is required at both medical and fire events, as well as when the emergency call originates from a district that is already out of quarters at a different call.

4.0 District and Town Geographics

The four Coventry fire districts include five fire stations, with Central Coventry Fire District being comprised of two fire stations. Each fire district's geographic area and the location of each of the fire stations can be seen in Figure 1 below.

The address of each fire station is as follows:

- Station 1: Coventry Fire District (Anthony)
571 Washington Street
- Station 4: Central Coventry Fire District
240 Arnold Road
- Station 6: Hopkins Hill Fire District
1 Bestwick Trail
- Station 7: Central Coventry Fire District
2847 Flat River Road
- Station 8: Western Coventry Fire District
1110 Victory Highway

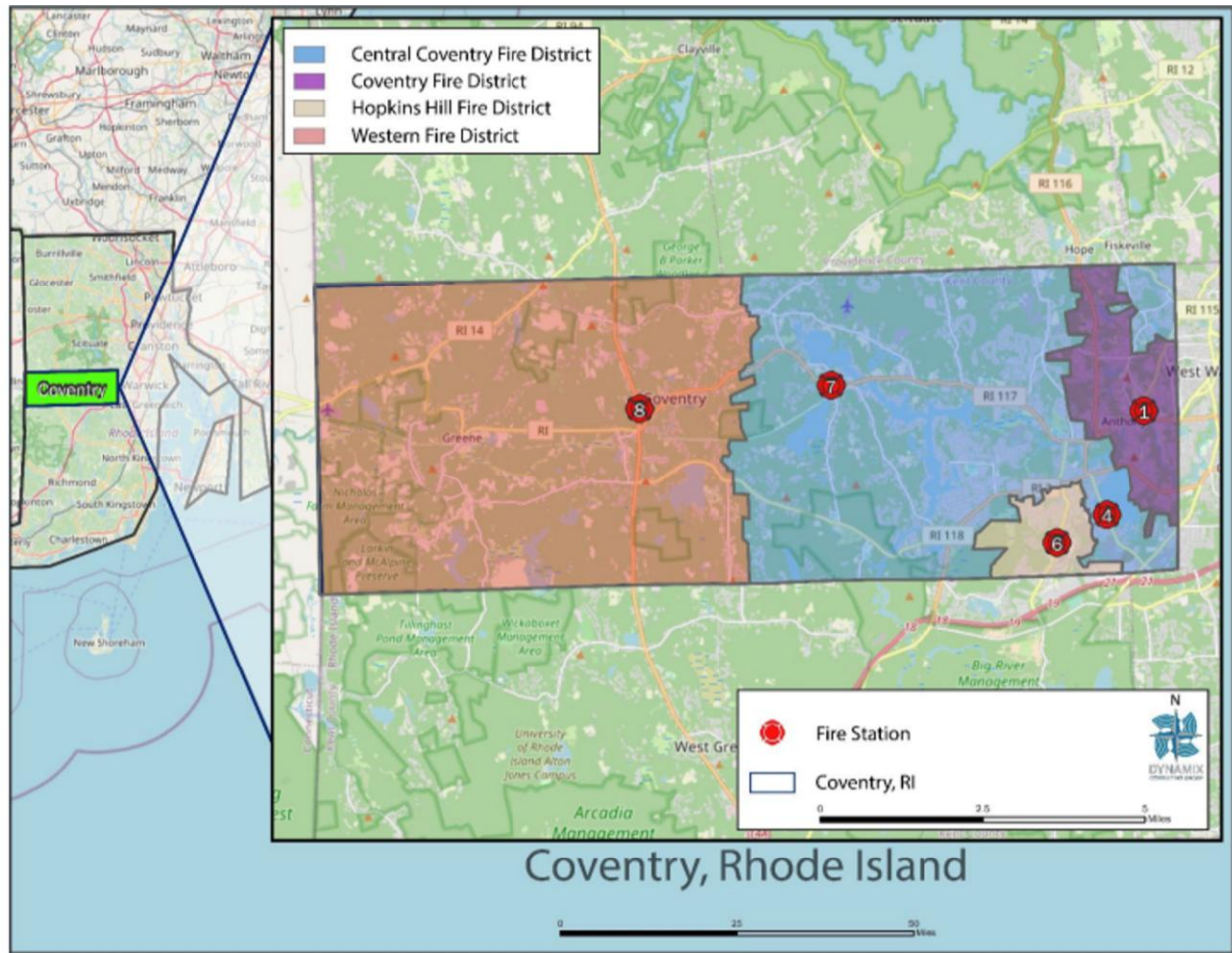


Figure 1: Fire District Geographic Area Map

As seen in Figure 1 above, the majority of the fire stations are located on the eastern end of town. This coincides with the population density of the town from 2023, as shown in Figure 2 below. As Coventry is unique in its geographic size and area, other considerations besides the population density were considered in this study, such as response time to various areas of the districts, and staffing levels at each station later in this report.

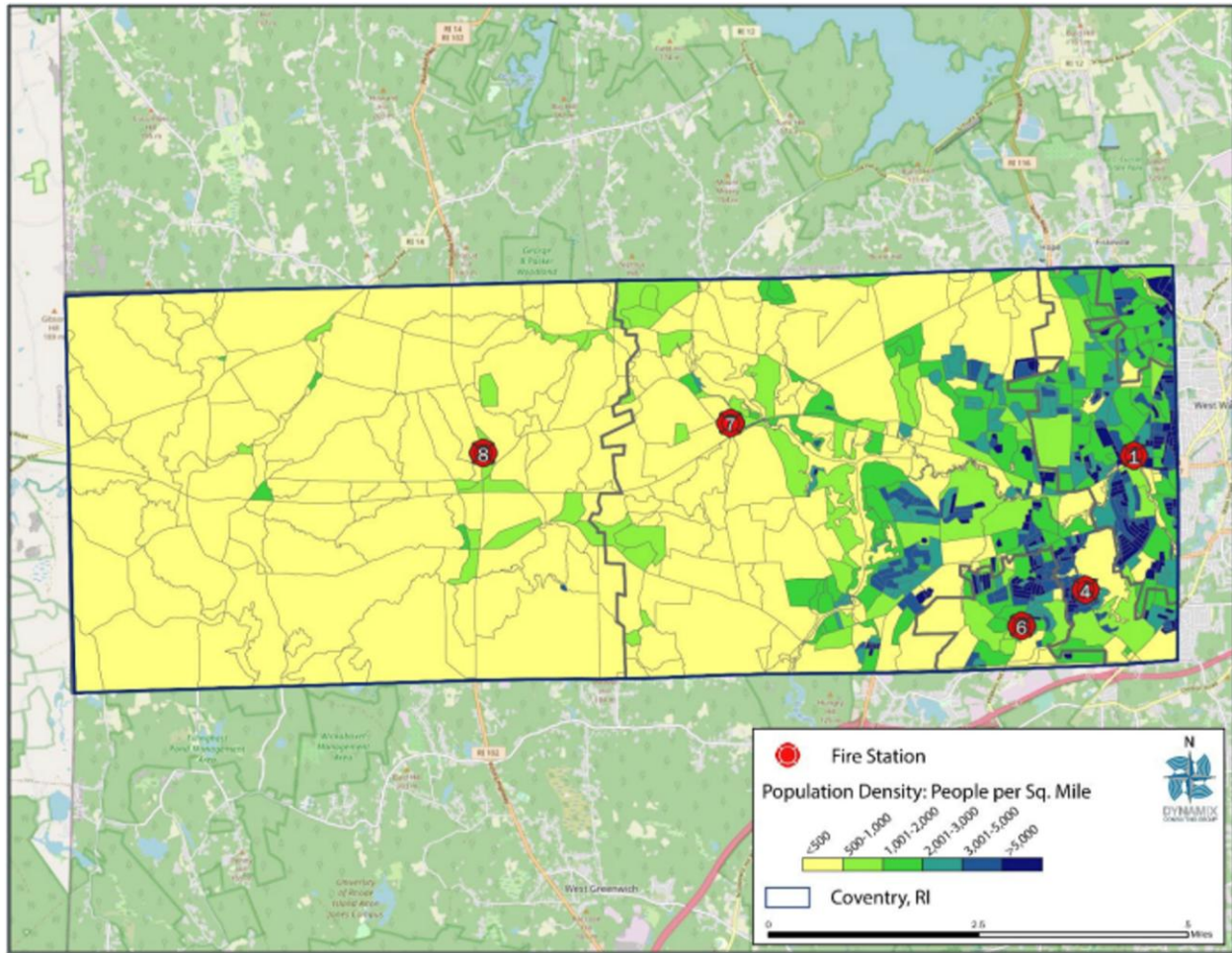


Figure 2: Town of Coventry Population Density

As mentioned above, Coventry is unique in its geographic size and length. The Commission took this into consideration when discussing station and staffing needs, as well as potential for growth. To contextualize this, Coventry's fire and EMS needs were benchmarked against similar municipalities:

- Coventry has the largest land area among similar municipalities. The Town is 59.5 square miles and has historically seen 120 calls per square mile. This is compared to West Warwick at 8.1 square miles and 1,100 calls per square mile, and North Providence at 5.8 square miles and 1,445 calls per square mile.
- Total call volume of Coventry has historically been approximately 7,200, with calls per 1,000 residents being 199. While the total call volume is similar, it is lower than Johnston at 286 and North Providence at 240.

This lower density of calls, combined with the larger geographic footprint, contributes to slower response times, especially in the western end of town. This metric also reinforces and highlights the need for a well distributed staffing plan, additional coverage, and strategic station placements, particularly in the rural areas of Town.

5.0 Upcoming Known Town Developments

There are known developments that are in the works in various locations in Coventry. This upcoming growth will increase the need for fire and EMS services. Before the new residents move in and while construction is underway, there will be an increased need for fire marshal and life safety inspection services as well. Substantial development that is known at the time of this report being written includes:

- 1,112 residential units (750 unit apartments, 98 duplexes, 83 duplexes) and some commercial development in the Centre of New England. These units could result in an additional 3,000 residents, with a percentage of the residential units being low to moderate income units.
- 218 living units and 60,000 sq.ft. of commercial development for New London Turnpike
- Approximately 176 residential units are planned for the eastern Tiogue section of Town.
- Approximately 90 residential units are planned for New London Preserve.
- Approximately 120 residential units (singles and duplexes) are planned for the area at the intersection of Nooseneck Hill Road (Route 3) and Harkney Hill Road (Route 118), with a percentage of the residential units being low to moderate income units.
- A 232 bed nursing home facility is planned for Center of New England.
- 76 residential units at Oaks at Hope Furnace (Road).

6.0 District Financial Challenges and Current Instability

Budgeting

With the fire districts operating independently and not currently under Town purview, there have been instances at annual budget meetings where voters rejected budgets. This has recently been the case due to voters' negative reactions to political issues, news reports, and other news outlets postings and have resulted in an eroding of confidence in some Districts' leadership and budgets being rejected.

Examples of district instability stemming from operating budgets not being accepted by district taxpayers include the extended period of time where personnel in CFD went unpaid. In addition to this, within the last five years, the lack of approval of the CCFD budget for multiple cycles has resulted in Rescue 7 being taken out of service. This full-time rescue was vital to the western end of Coventry, and its closure has resulted in more mutual aid coming from WCFD to CCFD and other districts.

Most recently, CFD had an unnoticed and unreported financial issue of approximately \$400,000 this year. In this case, the fire district taxpayers are responsible for this. This could be in the form of a loan from another district, general revenue appropriation, district tax increases, among other options. Under a municipal design, this oversight would be much harder to occur. If financial issues do unexpectedly arise, there is the opportunity to draw from an entire department to solve it and not a smaller independent district, leading to a smaller bill for individuals.

Rescue 7 Closure

Due to firefighter retention issues and a hardship to recruit new firefighters to the districts, Central Coventry Fire District had to take rescue 7 offline which has significantly impacted service certainly in Coventry overall, but more specifically, for the Western end of Coventry which already has very long service wait times.

With more mutual aid coming from WCFD, the entire western half of the town becomes unmanned, which increases call times dramatically to those taxpayers. For example, WCFD has two nursing homes within its boundaries. Analysis was done on response times if WCFD personnel are at another call and not in quarters (personnel man one truck at a time, whichever is dispatched first). It was seen that for the furthest site, located on Plainfield Pike, it would take the next closest Rescue (Rescue 6) out of Hopkins Hill Rd, 15 miles away, an average response time of 18 minutes. A fire event would require more apparatus from further away and/or from surrounding towns to respond. It should be noted that mutual aid also goes to / comes from other surrounding towns, but only once the apparatus in Coventry is exhausted.

While the eastern end of town has a greater population density and call volume, the western end of town cannot be ignored. Taxpayers are demographically an aging population. Although fewer calls, the western end of town sees events that require more manpower, such as cardiac arrests and strokes. It is imperative that there is appropriate staffing levels, and if a municipal fire department is created, it should be a priority to fully man two apparatus at Station 8 or put Rescue 7 back in service, and ideally have both action items happen in the near term.

Mutual Aid Turmoil

Another example of current instability is the mutual aid staffing of the old Harris portion of CCFD. The current run cards include immediate mutual aid from CFD, as that station is closer than the Arnold Road station of CCFD. However, as the Harris section of Town is in CCFD and not CFD, it is considered mutual aid. Currently, the CFD BoD is preparing a legal notice to CCFD stating that they will no longer be responding to the Harris section of CCFD with their engine as it does not constitute as mutual aid when the CCFD apparatus are in service and are sending the CFD engine as it is closer. The majority of these calls are for rescue services and CCFD does not want to forfeit rescue recovery revenue. This is a prime example of where the fire district model is not working. The Dynamix report warned the town of imminent and catastrophic financial and operational collapse of public safety services if nothing changes, and this is a real time example of it playing out.

Manpower

As mentioned above in the budgeting section, there is difficulty gaining and maintaining manpower in the fire district model. This is due to various reasons:

WCFD is a combined district, utilizing full-time and per diem personnel. Many times, the full-time personnel are hired from the per diem pool. These members use WCFD as a steppingstone department to a larger municipal department. This would be limited if a municipal fire department was formed as there would be greater benefits, such as being protected in a union.

CCFD has procured a negative view from taxpayers in years past, which has caused budget issues, talked about above. This has caused them to be on news outlets in a negative light, causing a smaller hiring pool when needed. Additionally, as the district does not have full staffing, members are required to stay for sometimes days at a time. This is exhausting, causes burnout, and puts a strain on home relationships, causing those members to leave for other more stable departments.

Years back, CFD had a budgeting crisis that caused members to go unpaid. Many personnel left for departments that were more stable and would reliably pay.

7.0 Findings

7.1 Acquisition and inventory of District property

There are six properties that are owned by the four fire districts. These properties include Station 1, 4, 6, 7, and 8, with addresses outlined in Section 5.0 of this report. In addition to these five fire stations, WCFD also has the Greene Station, located at 2 Hopkins Hollow Road, and is currently used as a storage facility.

Three of the four fire districts have communicated to the Fire Commission that they are willing to sign their respective properties to the Town of Coventry without selling them for market value. The exception to this is WCFD, whose Board of Directors have communicated that they are largely not in favor of the Town taking over the fire district and have indicated that their property would only be given to the Town to use as part of this municipal fire department if the Town were to purchase it for fair market value.

The official property assessments that were completed by Catalis can be seen in Attachment A. The values for each property, including property and land, are indicated below from these assessments:

Washington Street (Station 1):	\$999,000
Arnold Road (Station 4):	\$613,900
Bestwick Trail (Station 6 and adjacent garage):	\$556,400 and \$208,900
Flat River Road (Station 7):	\$657,300
Victory Highway (Station 8):	\$1,963,400
Hopkins Hollow Road (Greene Station):	\$384,300

The properties from CFD, CCFD, and HHFD would be absorbed in the case of a municipal. The Chairman of the WCFD BoD has indicated that a formal assessment has not been completed but the values given are a minimum value for insurance replacement of buildings without the contents. A formal assessment would need to be completed, but the values received from the insurance company are \$3,352,608 for the Summit Station property, and \$328,668 for Greene Station. Acquisition of these properties and other means of acquisition besides purchase can be found in the Solicitor's report, Attachment B.

7.2 Acquisition and inventory of District assets including equipment and apparatus

Much like the acquisition of district property, three of the four fire districts have communicated to the Fire Commission that they are willing to sign their respective equipment and apparatus to the Town of Coventry without selling them for market value. The exception to this is WCFD, whose Board of Directors have communicated that they are largely not in favor of the Town taking over the fire district and have indicated that their equipment and apparatus would only be given to the Town to use as part of this municipal fire department if the Town were to purchase it.

A full inventory of apparatus was compiled across all of the four districts, which can be seen in Figure 3 below.

A full inventory of gear and equipment was compiled across all of the four districts, which can be seen in Figure 4 below.

Apparatus, gear, and equipment ages and condition vary widely, and some are approaching their end of life. Further steps to be taken are determining what maintenance agreements are in place, and whether contracts need to terminate upon conversion to municipal. Centralizing maintenance agreements would result in cost savings.

Fire Districts in Coventry Rhode Island

Equipment & Apparatus Inventory Listing

Category	Description	Year Purchased	Make / Model	Mileage (if applicable)	Useful Life (# Yrs)	Quantity On Hand	Approximate Cost New
Coventry (Anthony) Fire District							
Apparatus	Ladder 1	2009	Sutphen Ariel	30,110 Miles/12357hrs	5yrs	1	\$900,000.00
	Engine 1	2001	Ferrara Pumper	98,447 miles/10,579hrs	0yrs	1	\$700,000.00
	Rescue 1	2024	Ford F550 / PL Custom	7,138miles/560hrs/322 idle hrs			\$400,000.00
	Rescue 1 Backup	2018	Ford F550 / PL Custom	120,106miles/9413hrs/5451 idle hrs	5yrs	1	\$400,000.00
	Chief SUV	2013	Chev Tahoe PPV	38,368	5yrs	1	\$68,000.00
	Fire Marshal SUV	2009	Ford Explorer	150,397	1yr	1	\$52,000.00
	Inflatable Boat	2022	Defender series	Mercury 15hp motor	10yrs	1	\$3,799.00
Coventry (Anthony) Fire District Total							\$2,523,799.00
Central Coventry Fire District							
Apparatus	Engine 4	2017	Spartan	94250mi	5yrs	1	\$900,000.00
	Engine 5	1996	Spartan	47,619mi/4624hrs	2yrs	1	\$900,000.00
	Engine 7	2019	Spartan	81,034mi/3,224hrs	7yrs	1	\$900,000.00
	Rescue 4	2019	F550/Lifeline	115,532mi/7970hrs	3yrs	1	\$550,000.00
	Rescue 7 - Reserve	2017	Ford F550 / Lifeline	202,403mi/12,000hrs	0yrs	1	\$550,000.00
	Deputy Chief SUV	2023	Ford F350	5575mi	10 yrs	1	\$70,000.00
	Fire Marshal SUV	2018	Chevy Silverado 1500	34825mi	7yrs	1	\$45,000.00
	Pontoon Boat Marine 7			50hp Yamaha	10 yrs	1	
	Inflatable Boats #4		Achilles	25hp Yamaha	10 yrs	1	\$5,000.00
	Inflatable Boats #7	2021	Achilles	20hp Yamaha	10 yrs	1	\$5,000.00
Central Coventry Fire District Total							\$3,925,000.00
Western Coventry Fire District							
Apparatus	Brush Truck	2002	Ford F550	28,054miles	10-12 yrs	1	\$100,000.00
	Tanker 8	1996	Mack R Model	41,730miles	0-5 yrs	1	\$1,000,000.00
	Unit 8	2008	Ford F350	60,080miles	2yrs	1	\$50,000.00
	Kubota with Accessories/ Trailer/Pump Skid Unit	2008	~	210 hours	15 yrs	1	\$35,000.00
	Engine 8	2007	Spartan	47,130miles	10 yrs	1	\$800,000.00
	Engine/Tanker	2025	Ferrara Inferno	37,924miles	10 yrs	1	\$850,000.00
	Rescue 8	2024	Ram 5500	4,571 miles	10 yrs	1	\$378,200.00
	Engine/Tanker (2002) Loan	~	~	~	~	~	~
	Rescue 8 (2024) Loan	~	~	~	~	~	~
Western Coventry Fire District Total							\$3,213,200.00
Hopkins Hill Fire District							
Apparatus	Quint 1	2019	Smeal	20161 Miles/1972hrs	20yrs	1	\$1,500,000.00
	Engine 6	2002	Smeal Pumper	67517 miles/4581hrs	5yrs	1	\$900,000.00
	Rescue 6	2016		1393558miles/8723 hrs	2yrs	1	\$500,000.00
	Brush 2	2012	Ford F350	5810miles	10yrs	1	\$100,000.00
	Chief SUV	2016	Ford/Expedition	58,000	2yrs	1	\$80,000.00
	Fire Marshal SUV	2023	Ford F150	6,000	10yrs	1	\$80,000.00
	Inflatable Boat	2007	Achilles	Mercury 15hp motor	10yrs	1	\$10,000.00
	Utility 1	2016	Ford F550	3736 miles/ 288 hrs	10yrs	1	\$100,000.00
	UTV1	2024	Polaris general	253 miles/ 12 Hours	10yrs	1	\$50,000.00
	Dec on Trailer?Equipment	NJ State Regional Team					\$500,000.00
Hopkins Hill Fire District Total							\$3,820,000.00
Apparatus Grand Total							\$13,481,999.00

Figure 3: Apparatus Inventory

Fire Districts in Coventry Rhode Island

Equipment & Apparatus Inventory Listing

Category	Description	Year Purchased	Make / Model	Mileage (if applicable)	Useful Life (# Yrs)	Quantity On Hand	Approximate Cost New
Coventry (Anthony) Fire District							
Equipment on Firefighters	Radios	2013 - 2020 -2024	Motorola apx4000/8000XE	N/A	5 to 7 yrs	APX4000(5) APX8000(8)	\$116,536.16
	Turnout Gear Sets		Morning Pride	N/A	5 to 10	24	\$148,800.00
	Balistic Vest	2020	Safe Life NIJ IIIA + stab	N/A	5 yrs per NIJ	12	\$10,000.00
Coventry (Anthony) Fire District Total							\$275,336.16
Central Coventry Fire District							
Equipment on Firefighters	Radios	2016	Motorola APX6000		5 to 7 yrs	13	\$116,536.16
	Turnout Gear Sets		Morning Pride		5 to 10	26	\$104,000.00
	Balistic Vest				5 to 10	8	
	Scott SCBA Masks		Scott			26	\$10,400.00
Central Coventry Fire District Total							\$230,936.16
Western Coventry Fire District							
Equipment on Firefighters	Radios	2019 (4) 2020 (6)	Motorola	N/A	5-7 yrs	APX6000(4) XTS 2500 (6)	\$45,000.00
	Turnout Gear Sets	Various (Have others out of date too)	Various	N/A	10 yrs	21	\$130,200.00
Western Coventry Fire District Total							\$175,200.00
Hopkins Hill Fire District							
Equipment on Firefighters	Radios		Motorola Apx 6000	N/A	5 to 7 yrs	5	\$48,000.00
	Turnout Gear Sets		Globe	N/A	5 to 10	30	\$148,800.00
	Balistic Vest	2020		N/A	5 yrs per NIJ	2	\$2,500.00
Hopkins Hill Fire District Total							\$199,300.00
Equipment on Firefighters Grand Total							\$880,772.32
Coventry (Anthony) Fire District							
Equipment on Apparatus	Scott Bottles	2017 -2018-2019	Scott 4500 / 45min-60min	N/A	15yrs per NFPA	25	\$48,507.50
	Scott Harness	2017 an 2014	Scott	N/A	15yrs per NFPA	12	\$131,399.76
	Thermal Imagers	2014 an 2024	Bullard / Flir -K Series	N/A	5 to 7 yrs	2	\$17,116.00
	GX-6000 six gas meter	2024	RKI	service dependent	5yrs	1	\$3,625.00
	Single use CO meter	2024	RKI 04 series	service dependent	5yrs	4	\$600.00
	Zoll Heart Monitor	2020-2024	Zoll x-series	service dependent	5-7 yrs	2	\$88,000.00
	Lucas CPR device	2021 - 2024	Lucas	service dependent	5 - 7 yrs	2	\$32,626.96
	Z-vent ventilator	2024	Zoll	N/A	5-7yrs	1	\$11,995.00
	Stair chair	2024	Stryker	N/A	service dependent	1	\$3,699.00
	Stretcher	2024	Stryker	N/A	service dependent	2	\$62,000.00
	Kenwood tri band modile radio	5 purchases throughout the years with the most recent being 2024	Kenwood VM 7000	N/A	7-10yrs	5	\$80,736.15
	Hose 1 3/4 (50ft length)	unknown to 2023	Unknown	service dependent	service dependent	2,850ft (57 lengths)	\$15,048.00
	Hose 2" (50ft length)	unknown to 2023	unknown	service dependent	service dependent	600ft (12 lengths)	\$2,991.84
	Hose 2" (100ft length)	unknown to 2023	unknown	service dependent	service dependent	200ft (2 lengths)	\$1,600.00
	Hose 3" (50ft length)	unknown to 2023	Unknown	service dependent	service dependent	950ft (19 lengths)	\$7,859.16
	Hose 4" (100ft Length)	unknown to 2023	Unknown	service dependent	service dependent	2,400ft (24 lengths)	\$24,000.00
	Nozzles	unknown	TFT	two solid and 4 variable stream	service dependent	6	\$8,643.54
	Generator	2009 - unknown	Guardian - Honda	8000 watt - 3000 watt inverter	service dependent	2	\$2,149.50
	Cutters	2023	Genesis SC240-SL	service dependent	service dependent	1	\$15,195.00
	spreaders	2023	Genesis SS4-SL	service dependent	service dependent	1	\$11,995.00
	Grip Hoist	2022	Grip Hoist			1	\$4,633.00
	Ram	2023	Genesis eford - SL 22-54	service dependent	service dependent	1	\$11,330.00

Category	Description	Year Purchased	Make / Model	Mileage (if applicable)	Useful Life (# Yrs)	Quantity On Hand	Approximate Cost New
	Rescue Jack Super X	2022	Res-Q-Jack	N/A	service dependent	4	\$20,522.00
	Extrication loose items (load pads, pickets, clusters, j hooks, grade 80 chain, rachet straps, darlington head etc)				service dependent	35 items	\$6,401.00
	Air bags	2022	Para tec Model 50	N/A	10yrs Per NFPA	5	\$77,375.00
	Air bag control kit	2022	Para Tec	N/A	service dependent	1	\$4,603.00
	Rope rescue equipment	2022	CMC/petzl/Arizona/ etc	Service dependent an 10yr NFPA	depending on item	68items + 1,400ft rope	\$18,816.00
Coventry (Anthony) Fire District Total							\$713,467.41
Central Coventry Fire District							
Equipment on Apparatus	Scott Bottles	2017	Scott 4500 / 45min-60min		15 yrs per NFPA	26	\$130,000.00
	Scott Air-Pak 4500 SCBA	2017	Scott		15 yrs per NFPA	18	\$130,000.00
	Scott Air-Pak 75 4500 SCBA	2013	Scott			6	\$90,000.00
	Thermal Imagers		Bullard / QXT		5 to 7 yrs	2	\$17,116.00
	GX-6000 six gas meter	2024	RKI		5yrs	2	\$3,625.00
	Portable and mobile 800 band radios					10	\$60,000.00
	Hydrogen Cyanide Gas meter					2	\$800.00
	Single use CO meter	2024	RKI Q4 series		5yrs	2	\$350.00
	Lifepak 12 Heart Monitor Reserve	2003	Physio-Control				\$2,000.00
	Lifepak 15 Heart Monitor E7	2017	Physio-Control		5-7 yrs	1	\$4,000.00
	Lifepak 15 Heart Monitor R7	2011	Physio-Control			1	\$4,000.00
	Lifepak 15 Heart Monitor R4	2021	Physio-Control			1	\$4,000.00
	Lifepak 1000 AED E4	2017	Physio-Control			1	\$1,000.00
	Lucas Chest Compression E7	2011	Lucas-2		5-7yrs	1	\$5,000.00
	Lucas Chest Compression R7	2017	Lucas-3			1	\$17,000.00
	Lucas Chest Compression E4,R4	2024	Lucas-3			2	\$34,000.00
	Z-vent ventilator	2024	Zoll		5-7yrs	1	\$25,000.00
	Stair chair		Stryker		service dependent	3	\$3,699.00
	Stretcher		Stryker		service dependent	3	\$17,000.00
	Kenwood Tri-band mobile radios	On order 01/2025	Kenwood VP8000		7-10yrs	17	\$91,968.00
	Hose 1 3/4 (50ft length)	unknown to 2023	Unknown		service dependent	2920'	\$15,048.00
	Hose 2 1/2" (50ft length)	unknown to 2023	unknown		service dependent	815'	\$2,991.84
	Hose 3" (50ft length)	unknown to 2023	Unknown		service dependent	260'	\$7,859.16
	Hose 4" (100ft Length)	unknown to 2023	Unknown		service dependent	1975'	\$24,000.00
	Hose 5" (100ft Length)	unknown to 2024	Unknown		service dependent	1225'	
	Nozzles	unknown	TFT		service dependent	17	\$12,000.00
	Halmatro Power Pump					3	
	Cutters	2023	Halmatro		service dependent	3	\$15,195.00
	Spreaders	2023	Halmatro		service dependent	3	\$11,995.00
	Rams and braces	2023	Halmatro		service dependent	6	\$11,330.00
	Rescue struts		Paratech			1 pair	
	Air bags (MAT Jacks)	2022	Para tec Model 50		10yrs Per NFPA	5	\$77,375.00
	Air bag control kit	2022	Para Tec		service dependent	1	\$4,603.00
	Extrication loose items				service dependent	35 items	\$6,401.00
	Submersible Drone		FiFish			1	\$7,000.00
	Water Rescue suits					7	\$14,000.00
	Chainsaws	mixed years	Husqvarna, Stihl			3	

Category	Description	Year Purchased	Make / Model	Mileage (if applicable)	Useful Life (# Yrs)	Quantity On Hand	Approximate Cost New
Central Coventry Fire District Total							\$850,356.00
Western Coventry Fire District							
Equipment on Apparatus	Scott Bottles	Varies	Scott Model 4.5	N/A	15yrs per NFPA	14	\$27,164.20
	Scott Harness	Varies	Scott	N/A	16yrs per NFPA	12	\$131,399.76
	Thermal Imagers	2012 (2) / 2020 (1)	IDG-15 / Fir	N/A	5-7 yrs	3	\$25,674.00
	CO Meter	2020	~	N/A	5 yrs	2	\$300.00
	LUCAS CPR Device	2011	LUCAS 2	service dependent	5-7 yrs	1	\$32,626.96
	LUCAS CPR Device (Refurb)	2024	LUCAS 2	service dependent	5-7 yrs	1	\$32,696.96
	Jaws/Spreaders/Ram	2014	Varies	service dependent	service dependent	1 each	\$38,520.00
	LifePak Monitor	2011	LP-15	service dependent	service dependent	1	\$63,846.00
	Zoll Monitor (Refurb)	2024	Zoll X Series Monitor	service dependent	service dependent	1	\$88,000.00
	Stair Chair	2013	Stryker	N/A	service dependent	1	\$3,699.00
	Radios	2008	Motorola / XTS	N/A	service dependent	6	\$98,000.00
	5" Supply Hose	2021	unknown	service dependent	service dependent	~	\$2,000.00
	Rescue Aliv Package (Ice Rescue Sled)	2002	unknown	N/A	service dependent	1	\$1,500.00
	iPad	2017	Apple	N/A	service dependent	2	\$2,500.00
	Stryker cot	2019	Stryker	N/A	service dependent	1	\$37,000.00
	Stryker power load	2019	Stryker	N/A	service dependent	1	\$39,000.00
	Unit 8 Skid Unit	2010	unknown	N/A	5-10 yrs	1	\$8,000.00
	Plow for Unit 5	2008	unknown	N/A	0-5 yrs	1	\$5,000.00
	Positive Pressure Vent Fan	2020	unknown	N/A	service dependent	1	\$6,500.00
	Wick fire pump and hose	2019	unknown	N/A	service dependent	2	\$3,500.00
Western Coventry Fire District Total							\$646,926.88
Hopkins Hill Fire District							
Equipment on Apparatus	Scott Bottles		Scott 4500 / 45min-60min	N/A	15yrs per NFPA	30	\$45,000.00
	Scott Harness		Scott	N/A	15yrs per NFPA	11	\$131,399.76
	Thermal Imagers		Bullard / MSA	N/A	5 to 7 yrs	2	\$21,000.00
	Hand Held Thermal imagers		Seek	service dependent	service dependent	8	\$3,200.00
	Single use CO meter		Multiple	service dependent	5yrs	2	\$600.00
	Life Pak 15		series 15	service dependent	1yr	1	\$65,000.00
	Lucas CPR device		Lucas	service dependent	5 - 7 yrs	1	\$32,626.96
	Halmatro Tool		Halmatro	N/A	5-7yrs	1	\$10,000.00
	Stair chair		Stryker	N/A	service dependent	1	\$3,699.00
	Stretcher		Stryker	N/A	service dependent	2	\$62,000.00
	Motorola			N/A	7-10yrs	12	\$80,736.15
	Hose 1 3/4		Unknown	service dependent	service dependent	2,000 ft	\$4,000.00
	Hose 2.5" (50ft length)		unknown	service dependent	service dependent	600 ft	\$1,800.00
	Hose 2"		unknown	service dependent	service dependent	200 ft	\$500.00
	Hose 4" (100ft Length)		Unknown	service dependent	service dependent	1,500 ft	\$7,500.00
	Hose 5" (100ft Lenth)		Unknown	service dependent	service dependent	1,600 ft	\$9,600.00
	Nozzles		TFT	two solid and 10 variable stream	service dependent	12	\$18,000.00
	Generator (Brushtruck)		Honda	2000watt	service dependent	5	\$3,000.00
	Cutters		Hurst	service dependent	service dependent	1	\$8,000.00
	Spreaders		Hurst	service dependent	service dependent	1	\$8,000.00
	Ram		Hurst	service dependent	service dependent	1	\$8,000.00
	Scene Lighting (LED)		Akron/ Dewalt	service dependent	service dependent	6	\$3,500.00
	PPV Fans Electric		Tempast	service dependent	service dependent	2	\$4,200.00

Category	Description	Year Purchased	Make / Model	Mileage (if applicable)	Useful Life (# Yrs)	Quantity On Hand	Approximate Cost New
	PPV fan Battery powered		Supervac	service dependent	service dependent	1	\$2,800.00
	Apple Ipad's		Apple	service dependent	service dependent	4	\$4,000.00
	Chain Saws		Husqvarna	service dependent	service dependent	3	\$3,000.00
	Hydrogen Cyanide meter		Industrial Scientific	service dependent	service dependent	3	\$2,500.00
	MultiRae 5 Gas meter		Rae systems	service dependent	service dependent	2	\$2,500.00
	MultiRae 5 Gas meter with Rad		Rae systems	service dependent	service dependent	1	\$2,500.00
	Physio Control defibulator (AED)		Physio	service dependent	service dependent	1	\$3,800.00
	GammaRae II2 Rad meter		Rae systems	service dependent	service dependent	4	\$4,000.00
	Scott Pack tracker		Scott	service dependent	service dependent	1	\$2,000.00
	K12 saws			service dependent	service dependent	2	\$6,000.00
	GX-2003 six gas meter		RKI	service dependent	5yrs	1	\$6,000.00
	Rope rescue (life safety)			service dependent	service dependent	200 ft	\$1,500.00
	Rescue Alive Sled			service dependent	service dependent	1	\$4,000.00
	Plow for Brush Truck			service dependent	service dependent		\$5,000.00
Hopkins Hill Fire District Total						\$580,961.87	
Equipment on Apparatus Grand Total						\$2,791,712.16	
Coventry (Anthony) Fire District							
Equipment in Station	Panther breathing air compressor	2024	Safe station X3	N/A	10yrs	1	\$60,000.00
	Gear extractor	2024	Ready Rack extractor	N/A	5yrs	1	\$4,800.00
	Station air compressor (non-breathing air)	2022	North Star upright	N/A	10yrs	1	\$3,879.99
Coventry (Anthony) Fire District Total						\$68,679.99	
Central Coventry Fire District							
Equipment in Station	Station 4 air compressor (non-breathing air)	2025	Dewalt		10yrs	1	\$800.00
	Station 7 air compressor (non-breathing air)	2024				1	\$250.00
	Gas powered water pumps					6	\$3,000.00
	Central Coventry Fire District Total						\$4,050.00
Western Coventry Fire District							
Equipment in Station	Air compressor	2010	Cascade High Press HP6000	N/A	service dependent	1	\$60,000.00
	Assorted Milwaukee Battery Tools	Assorted	Milwaukee	N/A	service dependent	~	\$1,500.00
	Portable Battery Powered Lighting (x4)	Assorted	Assorted	N/A	service dependent	~	\$3,000.00
						\$64,500.00	
Hopkins Hill Fire District							
Equipment in Station	SCBA Breathing air compressor		Bauer	n/a	20	1	\$80,000.00
	Gear extractor		Wascomat	n/a	5yrs	1	\$4,800.00
	Station air compressor (non-breathing air)	2022		n/a	10yrs	1	\$1,200.00
	PlymoVent system		Plymovent			1	\$60,000.00
	Station back up generator		Generac		20yrs	1	\$70,000.00
	Snow Blower		Toro		10yrs	1	\$2,500.00
	Radio Charging equipment		Motorola			4	\$4,000.00
	Ice Rescue Equipment						\$6,000.00
Hopkins Hill Fire District Total						\$228,500.00	
Equipment in Station Grand Total						\$365,729.99	

Figure 4: Inventory of Equipment

7.3 Acquisition and Inventory of District Personnel

Current Staffing

The current firefighter headcount, not including chief positions include:

- CFD: 12
- CCFD: 28
- HHFD: 9
- WCFD: 5

The total current headcount of linemen personnel is 54. Within the districts, there are 57 budgeted positions, with Chief Cady, Chief Potvin, and Chief Albro.

For current apparatus staffing levels of two, and with cross manning at most stations, the station manpower per shift required is:

- CFD: 2
- CCFD: 6
- HHFD: 2
- WCFD: 2

Each platoon shift requires 12 fire personnel. The total station manpower for this model requires four platoons, or 48 personnel. As seen above, there are currently 54, which results in an extra 6 fire personnel.

Proposed Staffing and Leadership Structure

With an extra six fire personnel, there are a couple of different scenarios that could be done. As these members are budgeted for, those funds could be used to add Battalion Chiefs to the ranking structure. The other option would be putting Rescue 7 back into service. This would be the recommended option and could be done without much increase in funding, if at all. This is outlined in a later Section 7.12. If this were to be the decision made, the required staffing levels would be (separated by district station for easier comparison purposes to above):

- CFD: 2
- CCFD: 8 (additional 2 added per shift for Rescue 7)
- HHFD: 2
- WCFD: 2

With this proposed staffing level, 14 personnel would be required per platoon shift, or 56 for the total four platoons. With 54 current personnel on hand, this would require two extra firefighters.

As outlined in the current staffing model above, there are 54 budgeted firefighter positions, and three budgeted chief positions throughout the fire districts. Only one chief position would be required in a municipal fire department. In addition to this, a full-time dedicated fire marshal position is needed, especially with the recent state oversight of some school buildings due to limited current resources and the exorbitant amount of time and properties the districts include for inspections, plan review, smoke certificates, etc.

The four dispatchers are currently not included in the fire district manning budgets. It would need to be decided upon by the Town Council and/or future Fire Chief if these dispatcher positions remain separated from the firefighters, or if they would be added in with their current budget funding them.

Collective Bargaining Agreements

At the start of this Commission, there were two professional unions with separate collective bargaining agreements. One union represented CFD and CCFD, and the other represented HHFD. WCFD personnel are not currently part of a union.

At the time of this report being written, HHFD has joined the CFD and CCFD union. These three districts have their own contract with different end dates; however it was verified that it would be seamless to create one for the total group when the time comes. In the event of a municipal fire district, this union would remain, with the WCFD personnel having the option of joining. This would limit any legalities of multiple collective bargaining agreements being in place and would allow for a streamlined process.

NFPA 1710: Structure Fire Staffing Requirements

The National Fire Protection Association, or NFPA, is a private organization that writes standards of safety. Rhode Island, like many states, adopts and amends some of these standards into law, such as NFPA 1 *Fire Code*, or NFPA 101 *Life Safety Code*. One standard of NFPA that fire departments aim to achieve is NFPA 1710 *Structure Fire Staffing Requirements*. This standard sets parameters for staffing requirements during a fire event to ensure safety of everyone involved, including firefighters and the affected public alike. It outlines the minimum requirements for staffing and response times for career fire departments.

The purpose of NFPA 1710 is to:

- To ensure effective, efficient, and safe fire emergency services
- To minimize risks to life and property by providing timely and adequate response
- To guide the deployment of fire department resources based on risk and hazard assessment
- To provide a framework for consistent and standardized emergency response

NFPA standards are not laws unless they are adopted by a jurisdiction, they are often used in legal proceedings and considered benchmarks in the standard of care in the fire service.

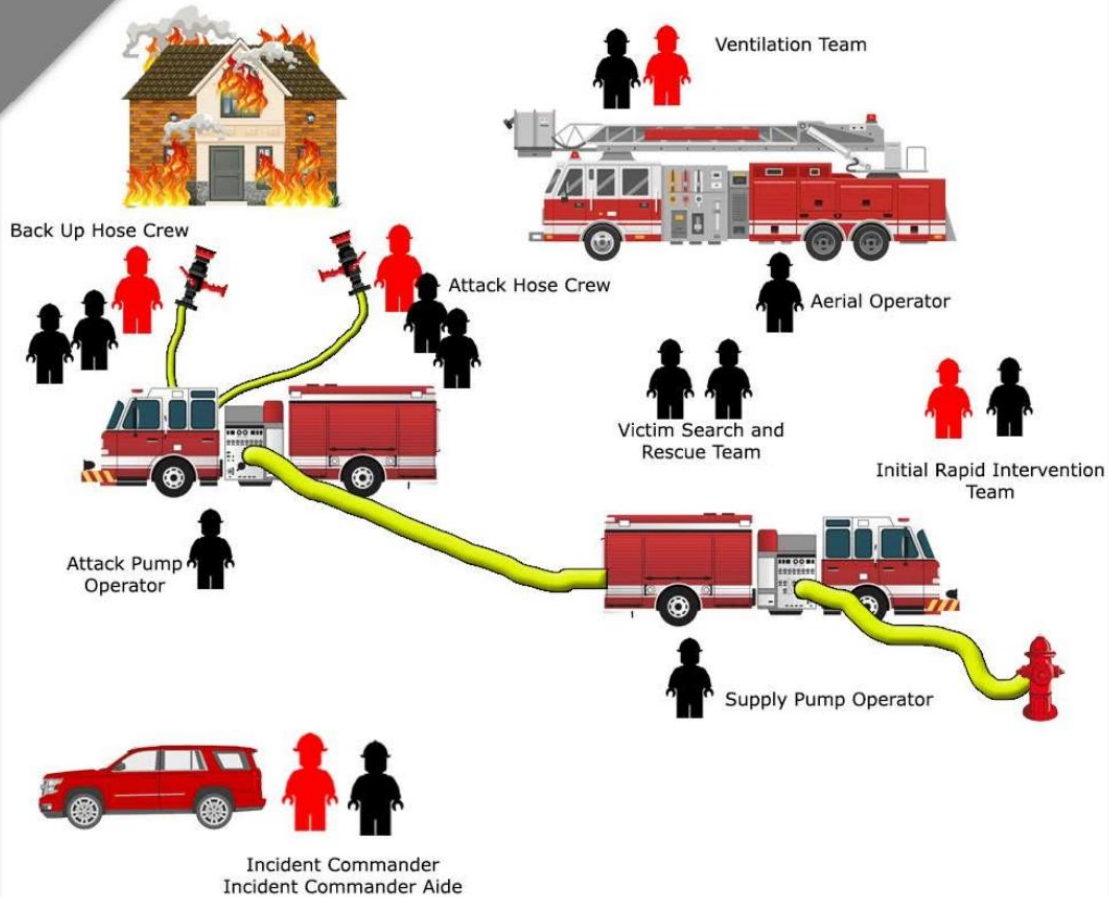
Proper staffing limits unsafe working conditions by allowing for appropriate apparatus to respond, as well as appropriate personnel to respond. Every firefighter has a job depending on the event, command needs, and apparatus they are manning. If not, enough personnel arrive at a call, it could cause unsafe conditions for rescue missions of trapped occupants, rescue missions of trapped firefighters, among other situations.

In his report to the Commission, Lt. Kevin E. McCann, CCFD, described the NFPA 1710 minimum staffing requirements and the challenges the current fire districts find in meeting this standard. Each individual district does not meet NFPA 1710 minimum requirements. The Coventry Municipal Fire Commission has been tasked with transitioning from individual fire districts into a municipal department to increase and stabilize the Fire/EMS services for the Town of Coventry.

In referencing the standard, each district, as a stand-alone entity, does not meet the NFPA 1710 standard if responding to a single-family dwelling fire. The districts rely on an automatic aid agreement established in the past years to assist in response. This agreement has been taxed over the last few years and has created tensions between the districts with respect to protecting their own districts, maintenance of vehicles, and injuries to fire personnel. Issues like those mentioned have placed apparatus out of service and districts lacking manpower.



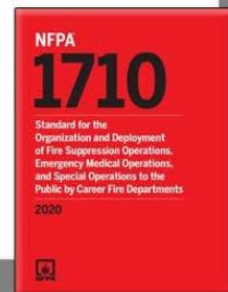
NFPA 1710 Structure Fire Staffing Requirements



All personnel on scene and operational within 8 minutes

Total On Scene : 17

Incident Command Vehicle: 1 Officer
Aerial Apparatus: 1 Officer/3 FF's (1 FF assigned to Victim Search and Rescue)
Engine: 1 Officer/3 FF's
Engine: 1 Officer/3 FF's
Engine: 1 Officer 3/FF's
1 FF Assigned to Victim Search and Rescue
1 FF Assigned as I.C. Aide
1 Officer/1 FF Assigned to Initial Rapid Intervention Team



Information from National Fire Protection Association - 1710. Image produced by Bridgewater Fire Department, adopted from various online sources.

Figure 5: NFPA 1710 Residential Structure Fire Staffing Requirements

As seen in Figure 5 above, a residential structure fire requires seventeen firefighter personnel arriving and operating at the scene within eight minutes. An example of current conditions is a fire in western Coventry would initially receive a response from the members of WCFD and CCFD Station 7, with other responding districts and surrounding towns. This would have an initial two-man truck from Station 8 and two man truck from Station 7 arriving on scene, four firefighters, typically within ten to fifteen minutes at the far end of the WCFD district. Further time would allow for other responding agencies to arrive on scene.

Future Growth

Future growth was addressed; however, this would be for after the municipal fire department was created. This growth included putting Rescue 7 into service, as discussed in the previous section, as well as putting a second apparatus into service at Station 8. This second apparatus would greatly benefit the western end of town, whose taxpayers often see a dangerous response time when the first apparatus from that station is on another call, oftentimes resulting in the station being unmanned. The response times that have been witnessed in this scenario can be fatal in some situations, such as cardiac arrest, anaphylactic shock, entrapment in a fire, etc. To put a second manned apparatus into service, eight firefighters would need to be added to the roster.

Longer-term plans to consolidate to four stations (Washington Street, Bestwick Trail, Flat River Road, Victory Highway) were also discussed, while ensuring that five rescues and three engines are available to improve service, reduce missed calls, and extend apparatus lifespan.

7.4 Inventory of current third-party District contracts and transition planning for associated services

Each district has current third-party contracts for building maintenance, apparatus maintenance, and certain pieces of equipment. This includes, but not limited to fire alarm and sprinkler systems, apparatus oil changes and other services, plymovent maintenance, etc.

Third-party contracts for CFD, CCFD, and HHFD have been compiled and can be found in Figure 6 below. The WCFD BoD did not provide maintenance contracts.

Fire Districts in Coventry Rhode Island

Maintenance Agreements

Category	Description	Year Purchased	Make / Model	Mileage (if applicable)	Useful Life (# Yrs)	Quantity On Hand	Approximate Cost New
Coventry (Anthony) Fire District							
Maintenance Agreements etc.	Symposium Technologies	yearly agreement	eng-ladder-res-c21	N/A	N/A	4	\$1,200.00
	Symposium Technologies	yearly agreement	Station		N/A	1	\$300.00
	Service contract stretcher	yearly agreement	Stryker	N/A	yearly	1	\$9,344.50
	Service contract Zoll monitor	yearly agreement	Zoll	N/A	yearly	1	\$3,852.00
	Servie contact for all gas meters	yearly agreement	Apollo	5yr service agreement	yearly	N/A	\$1,550.00
	Town Radio service contribution	yearly agreement	Town of Cov	N/A	N/A	N/A	\$7,000.00
	Cleaning Specialist of NE	yearly agreement	Station Plymovent	annual agreement	N/A	N/A	\$1,387.00
	Fail safe	quoted annual testing	Hose testing	annual	N/A	N/A	\$2,135.00
	American Alarms	quoted annual testing	station F/A system	annual	N/A	N/A	\$2,429.97
	Packet Logic	quoted annual testing	Station IT	annual	N/A	N/A	\$30,727.20
Coventry (Anthony) Fire District Total							\$59,925.67
Central Coventry Fire District							
Maintenance Agreements etc.	AFD NIFRS Reporting	yearly agreement	AFD Tom Pond			1	\$4,500.00
	Stryker Procure for 2 Life paks and	yearly agreement	Stryker			5	\$1,970.00
	Apollo Safety (gas detectors)	5 year agreement	Apollo			N/A	\$2,015.00
	Town Radio service contribution	yearly agreement	Town of Coventry			N/A	\$5,000.00
	Cleaning Specialist of NE	yearly agreement	Station Plymovents			N/A	\$1,387.00
	Fail safe Hose and Ground ladder	quoted annual testing	Hose/ladder testing			N/A	\$3,046.00
	Electronic Alarms	annual testing	Station 4&7 alarms			2	\$1,064.00
	IT Contract ROPLAB	yearly agreement	Station IT service				\$3,800.00
	A. Charpentier Power Systems	yearly agreement	Station 4&7 generators			2	\$525.00
	Hopkins Hill Fire District	yearly agreement	Chief services			1	\$40,000.00
	Parentes Oil	yearly agreement	Station 7 boiler			1	\$125.00
	Racman	yearly agreement	Station 4 main printer			1	\$720.00
	Target Solutions Online training pl	yearly agreement	EMS training/recert				\$2,979.00
	MES Shipmans	annual flow test	Scott SCBA Air paks			24	\$960.00
	MES Shipmans	extrication tools	Halmatro tools				\$2,500.00
	Metro Fire Protection	Fire extinguishers					\$1,000.00
	OnScene, LLC Fire apparatus repa	yearly pump test	Engines 4,5,7			3	\$1,275.00
Central Coventry Fire District Total							\$72,866.00
Hopkins Hill Fire District							
Maintenance Agreements etc.	Symposium Technologies	yearly agreement	Quint-Engine-Rescue	N/A	n/a	4	\$1,200.00
	Sinirji Technologies	yearly agreement			n/a	1	\$300.00
	AFD NIFRS Reporting	yearly agreement	AFD Reporting				\$3,500.00
	Service contract cardiac monitor	yearly agreement	LP 15	N/A	yearly	1	\$1,926.00
	Servie contact for all gas meters	yearly agreement	Apollo	1yr service agreement	yearly	n/a	\$2,550.00
	Town Radio service contribution	yearly agreement	Town of Cov	N/A	n/a	n/a	\$5,000.00
	Cleaning Specialist of NE	yearly agreement	Station Plymovent	annual agreement	n/a	n/a	\$1,387.00
	Fail safe	quoted annual testing	Hose testing	annual	n/a	n/a	\$1,400.00
	Electronic Alarms	quoted annual testing	station F/A system	annual	n/a	n/a	\$536.00
	PlymoVent	yearly agreement		1yr service agreement			\$900.00
	Ladder Testing- Ground/Aerial	yearly agreement	NFPAREQ	1yr service agreement			\$2,700.00
	SCBA Testing	yearly agreement	NFPAREQ	1yr service agreement			\$1,650.00
	Target Solutions-EMS Training	yearly agreement	EMS Training	1yr service agreement			\$1,655.00
	Metro Fire Extinguisher	yearly agreement		1yr service agreement			\$1,500.00
	Roplab	yearly agreement	IT Support	1yr service agreement			\$2,500.00
	Fire Pump Testing	yearly agreement		1yr service agreement			\$1,000.00
Hopkins Hill Fire District Total							\$29,704.00
Maintenance Agreements etc. Grand Total Minus WCFD							\$162,495.67

Figure 6: Third Party Maintenance Contracts

A municipal fire department would still continue to require the third-party contracts; however, they would be consolidated into one contract per item. This would most likely cause savings; however, the amount of savings would not be known until discussions with companies are had for quotes.

7.5 Assessment of District building and asset management

Although this item was included in the implementation plan outline, it was determined to be a duplicate of the apparatus, equipment, and maintenance contract assessments in the above three report sections.

The next step would be gathering the third-party maintenance and service contracts from WCFD to determine the full scope and scale for all assets and where savings could be across the four fire districts if they were to be put into one municipal contract instead of four separate contracts.

7.6 Assessment and transition planning from District tax collection to Town collection

As the fire districts have a variety of fiscal years and subsequent billing cycles that are not in line with that of the Town, a plan is required to be made to align the billing and collection cycles. As the fire districts only bill taxpayers once per year, some thought needs to be given on how billing and fiscal years will be aligned with the Town tax bills. Additionally, if property owners have outstanding bills owed to a fire district, a plan would be required to be in place on if the Town would assume those as owed revenue, those properties be subject to a tax sale, etc. Further discussion on this matter can be found later in this report in the solicitor's attachment.

Additionally, consideration needs to be given to how the current (2025) senior tax freeze will be impacted by the formation of a municipal department. As the bills sent out by individual fire services do not allow for a senior tax freeze, it is likely that compensation will need to be made for the loss of revenue due to the senior tax freeze when the departments are combined.

7.7 Audit of collective District liabilities and outstanding debts

There are district liabilities, such as the apparatus loans of the WCFD Rescue and Engine/Tanker and the WCFD Summit Station mortgage that the town would need to absorb. These liabilities are currently budgeted for in the fire taxes, which would not be reduced in the event of the formation of a municipal fire department. These liability notes would need to be transferred from the individual fire districts to the Town of Coventry.

Although an action item on the original outline, the Commission did not create a deficit reduction plan. However there would be savings from reducing duplicate administrative positions, chief positions, and potentially combining third-party contracts, which are touched upon in other sections of this report.

7.8 Assessment and Implementation Plan of necessary, policies, codes, and ordinances to be adopted by the Town Council

The town solicitor has analyzed the policies, codes, and ordinances necessary to form a municipal fire department. The findings can be found in that separate report in Attachment B: Municipal Fire Department formation Memorandum of Town Solicitor

7.9 Assessment and implementation plan of necessary state legislation to accompany the transition

The town solicitor has assessed the necessary routes required for state legislation and has put together the findings in an implementation plan to assist with this transition to a municipal fire department. This can be found in Attachment B: Municipal Fire Department formation Memorandum of Town Solicitor

7.10 Assessment of recurring revenue and fee structure for a municipal department

A municipal fire department would absorb the recurring revenue currently collected from taxpayers and adjust according to the district to make all taxpayers are on an equal field.

Analysis of the 2024 tax roll indicates that unifying the fire tax across the districts under the Town purview would:

- Stabilize tax levy fluctuations by distributing cost equitably across the town.
- Potentially reduce the tax burden in high-levy districts by leveling the rate town-wide.
- Support scalable budgeting aligned with multi-year implementation and staffing models.

The 2024 Town tax roll, fire district tax roll, and the effect it would have combined into one can be seen below in Figures 7&8:

Coventry Fire Commission							
Analysis of 2024 Tax Roll							
Fiscal 2025 - 2024 Tax Roll Assessment Date 12/31/2023							
		Town of Coventry	Coventry FD	Hopkins Hill FD	Central Coventry Fd	Western Coventry FD	Total Taxes Levied
Residential	\$	56,578,059	\$ 1,972,769	\$ 742,312	\$ 3,897,323	\$ 919,720	\$ 64,110,183
Commercial /Industrial		12,257,599	299,802	302,664	832,438	20,290	13,712,793
Real Property Frozen		10,964,273	8,573	-	-	-	10,972,846
Real Property Adjustment		(18)	360	-	249	287	878
Tangible Personal Property		1,860,478	37,684	34,373	87,318	10,856	2,030,709
Personal Property Adjustment		(1)	85	(1)	67	38	188
Net Tax Levy	\$	81,660,390	\$ 2,319,273	\$1,079,348	\$ 4,817,395	\$ 951,191	\$ 90,827,597
Estimated Rate if all Rolls combined into the Town							
		Total Taxes Levied	Net Assessed Values	Calculated Rate			
Residential	\$	64,110,183	\$3,572,555,802	\$ 17.95			
Commercial /Industrial		13,712,793	550,556,920	\$ 24.91			
Real Property Frozen		10,972,846	861,375,090				
Real Property Adjustment		878	-				
Tangible Personal Property		2,030,709	90,095,791	\$ 22.54			
Personal Property Adjustment		188	-				
Net Tax Levy	\$	90,827,597	\$5,074,583,603				

Figure 7: Tax Roll Assessment

Current tax rates per 2024 Tax Rolls							
		<i>Town of Coventry</i>	<i>Coventry FD</i>	<i>Hopkins Hill FD</i>	<i>Central Coventry Fd</i>	<i>Western Coventry FD</i>	<i>Estimated Combined Rate</i>
Residential		\$ 15.837	\$ 1.956	\$ 1.950	\$ 1.567	\$ 1.650	\$ 17.95
Commercial /Industrial		\$ 22.264	\$ 2.930	\$ 2.930	\$ 2.352	\$ 1.650	\$ 24.91
Tangible Personal Property		\$ 20.650	\$ 2.820	\$ 1.950	\$ 1.516	\$ 1.580	\$ 22.54
Residential Property Estimate							
\$300,000		\$ 4,751.10	\$ 586.80	\$ 585.00	\$ 470.10	\$ 495.00	\$ 5,383.56
\$400,000		\$ 6,334.80	\$ 782.40	\$ 780.00	\$ 626.80	\$ 660.00	\$ 7,178.07
\$600,000		\$ 9,502.20	\$ 1,173.60	\$ 1,170.00	\$ 940.20	\$ 990.00	\$ 10,767.11
\$800,000		\$ 12,669.60	\$ 1,564.80	\$ 1,560.00	\$ 1,253.60	\$ 1,320.00	\$ 14,356.15
Combined Town and District							
\$300,000			\$ 5,337.90	\$ 5,336.10	\$ 5,221.20	\$ 5,246.10	
\$400,000			\$ 7,117.20	\$ 7,114.80	\$ 6,961.60	\$ 6,994.80	
\$600,000			\$ 10,675.80	\$10,672.20	\$ 10,442.40	\$ 10,492.20	
\$800,000			\$ 14,234.40	\$14,229.60	\$ 13,923.20	\$ 13,989.60	

Figure 8: Combined Tax Roll Assessment

7.11 Draft budget for a municipal department for fiscal year one

The budget modeling allows for the current staffing levels to remain as is. In the future, the Commission recommends increasing this staffing level to allow for the full staffing of Engine 8, which does not currently occur with the staffing of Rescue 8, as well as the full staffing of Rescue 7, which is currently not operational due to manpower.

Figure 9 below illustrates the draft budget for the start of a municipal fire department with the current district staffing levels remaining:

COVENTRY MUNICIPAL FIRE COMMISSION
PRELIMINARY ESTIMATED BUDGET PROJECTION
FOR DISCUSSION PURPOSES ONLY

Robert J. Civetti
October 24, 2025

	Budget CCFD	Budget HHFD	Budget CFD	Budget * WFD	Total District Budgets	Town Dept Budget Staffing 54
PERSONNEL	\$ 2,131,960	\$ 781,500	\$ 939,480	\$ 640,627	\$ 4,493,567	\$ 4,888,903
ADMIN SALARIES	95,131	29,000	85,711	35,103	244,945	-
OVERTIME ESTIMATE	702,665	96,500	184,186	22,000	1,005,351	1,222,226
CLOTHING ALLOWANCE	19,600	10,000	16,200	4,500	50,300	86,400
PAYROLL TAXES	226,238	33,000	23,202	55,000	337,440	474,111
PENSION	731,761	102,000	471,181	12,000	1,316,942	1,666,627
LIFE INSURANCE	8,000	-	3,200	-	11,200	13,500
HEALTH INSURANCE & MED DIRECTOR	435,461	178,000	172,800	64,707	850,968	1,269,000
DENTAL INSURANCE	21,695	-	24,500	-	46,195	74,250
PEHP - POST EMPLOYMENT	35,814	-	35,428	-	71,242	73,334
INSURANCE	109,700	68,000	86,600	74,822	339,122	359,480
INSURANCE - HSA/HRA	11,176	-	3,500	-	14,676	15,000
RETIREE MEDICAL	50,756	-	119,300	-	170,056	181,960
BOARD MEMBER STIPENDS	14,000	4,600	-	-	18,600	-
BOARD MEETINGS	3,500	-	1,500	-	5,000	-
LEGAL AND PROFESSIONAL/AUDIT	40,000	16,500	64,000	46,307	166,807	50,000
TREASURER/ACCOUNTANT	36,000	9,500	39,000	-	84,500	-
TAX COLLECTING EXPENSE	18,100	-	-	-	18,100	-
ADMINISTRIVE OFFICE SUPPLIES ETC	9,000	6,000	36,000	6,000	57,000	35,000
SOFTWARE & HARDWARE/INFO TECH	18,000	2,500	34,800	-	55,300	75,000
APPARATUS FUEL	52,900	23,000	21,000	-	96,900	125,000
REPAIRS & MAINT - APPARATUS	175,000	35,000	37,000	57,063	304,063	305,000
SUPPLIES - FIRE & GEAR	29,000	-	5,000	24,034	58,034	60,000
FIRE ALARM MAINTENANCE	-	6,000	-	5,000	11,000	11,000
SMALL TOOLS AND EQUIPMENT	-	1,000	5,000	-	6,000	10,000
RESCUE SUPPLIES	35,965	8,500	35,000	12,000	91,465	100,000
VEHICLE LEASES - LOANS	16,763	-	93,171	10,897	120,831	125,000
TELECOMMUNICATIONS	24,635	-	4,500	4,596	33,731	35,000
STATION - MORTGAGE	-	-	-	85,479	85,479	85,500
REPAIRS & MAIN - BLDG	25,000	4,000	20,000	55,595	104,595	105,000
STATION SUPPLIES	9,661	-	-	-	9,661	10,000
SERVICE CONTRACTS	1,000	2,500	5,000	3,075	11,575	12,000

ELECTRICITY	21,951	9,000	15,000	-	45,951	50,000
UTILITIES - GAS	11,911	8,000	7,000	-	26,911	27,000
UTILITIES - INTERNET/CABLE	-	3,400	4,000	-	7,400	7,400
UTILITIES - OIL	11,546	-	200	-	11,746	12,000
UTILITIES - PROPANE	-	-	300	-	300	300
UTILITIES - WATER	900	1,000	700	-	2,600	2,600
RESCUE BILLING FEES	19,875	-	15,000	-	34,875	52,500
HYDRANTS	242,973	46,000	158,000	-	446,973	447,000
STREET LIGHTS	265,133	21,000	30,000	-	316,133	320,000
PRISM	-	-	10,000	-	10,000	10,000
RIIB STREET LIGHT LOAN	-	-	60,526	-	60,526	60,526
TRAINING ACADEMY - FIRE/RESCUE	25,000	9,500	8,000	10,650	53,150	55,000
PROMOTIONAL EXAMS - RECRUITMENT MED	6,302	1,500	-	-	7,802	8,000
TELECOM - MOBILE	-	4,000	3,000	-	7,000	27,000
CAPITAL PURCHASES	20,000	7,500	-	10,000	37,500	40,000
ACCOUNTING AND PAYROLL COSTS	3,000	-	-	-	3,000	-
DUES & SUBSCRIPTIONS	1,700	-	-	-	1,700	1,700
MISCELLANEOUS	400	5,250	4,000	500	10,150	50,000
ESTIMATED ANNUAL EXPENDITURES	\$ 5,719,172	\$ 1,533,250	\$ 2,881,985	\$ 1,239,955	\$ 11,374,362	\$ 12,639,316
RESCUE REVENUE	530,000	120,000	365,000	220,000	1,235,000	\$ 1,400,000
STATE TANGIBLE PHASE OUT	19,664	-	-	-	19,664	-
PRIOR YEAR TAXES	200,000	-	88,675	-	288,675	300,000
PAYMENT IN LIEU OF TAXES	4,800	-	10,000	-	14,800	4,800
FIRE MARSHALL REVENUE	15,000	-	-	-	15,000	48,000
FIRE PREVENTION REVENUE	-	-	16,000	-	16,000	16,000
BANK INTEREST	25,000	-	30,000	8,000	63,000	88,000
INTEREST AND PENALTIES ON TAXES	100,000	25,000	17,000	17,000	159,000	108,000
GRANT INCOME	-	-	3,000	4,000	7,000	-
SALE OF VEHICLES	-	-	116,020	-	-	-
OTHER INCOME - MISC INCLUDING AMGEN	3,900	283,731	2,500	3,415	293,546	290,000
ESIMATED ANNUAL REVENUE	\$ 898,364	\$ 428,731	\$ 648,195	\$ 252,415	\$ 2,111,685	\$ 2,254,800
ESTIMATED AMOUNT TO BE RAISED BY TAXES	\$ 4,820,808	\$ 1,104,519	\$ 2,233,790	\$ 987,540	\$ 9,262,677	\$ 10,384,516

* = Proposed budget actual approved not provided

Figure 9: Municipal Fire Department Draft Budget

7.12 Assess the overall fiscal impact on the Town budget

The above proposed draft budget for the initial phase of a municipal fire department was then put against the current fiscal year 2026 tax rate to determine the overall fiscal impact on the Town budget. As seen in Figure 10 below, the increase in the tax rate of the Town would be 16.82 percent. However, this does not consider the taxes that are raised currently in each fire district. As seen in Figure 11 below, the combined Town and fire tax rate would vary depending on which fire district a taxpayer is a part of as each currently has their own differing tax rate. These fire tax increases are:

- CFD: 3.97%
- CCFD: 6.30%
- HHFD: 4.01%
- WCFD: 5.79%

Historically, each district has kept yearly fire tax increases between three and four percent per year. There have been years that have seen some districts increase taxes by over seven percent as well. Analyzing the numbers above as well as the previous increases, it can be seen that a municipal fire department formation would not increase taxes by more than what fire districts

have done in the recent past. It should also be noted that WCFD does not have a separate commercial fire tax, with businesses currently paying at the residential tax rate.

This analysis does not take into account the potential purchase of WCFD assets. If the Town Council ultimately decides to create a municipal fire department, the Commission urges them to discuss this potential purchase with the WCFD BoD to determine the best path forward and to also address the issue with the taxpayers of WCFD. This asset assumption is also discussed in the Solicitor's report in Attachment B with a potential path forward as well through the General Assembly in lieu of purchasing.

The numbers and tax rate increases are on the high side. For example, the analysis includes all members taking a family medical plan, compensation on the higher tiers, and that higher compensation creates greater MERS and tax payments. As stated in the beginning sections of this report, it is imperative that there are appropriate staffing levels, and if a municipal fire department is created, it should be a priority to put Rescue 7 back in service and fully man two apparatus at Station 8. With the inflated numbers, there may be opportunity to do one of these action items once the actual values have been settled based on member selections of insurance, everyone not being on the highest step of the pay scale, etc. This would not be known until a municipal fire department was formed and the dust had settled. Ideally both action items in the western end of town need to happen in the near term.

All increases would be subjected to municipal finance approval.

Actual Tax Rate and increase for FY 2026		1.57%
Residential Rate per \$1,000	\$	16.085
Commercial Rate per \$1,000	\$	22.613
Residential increase per \$1,000	\$	0.25
Commercial increase per \$1,000	\$	0.35
INCREASE IN TAX RATE FOR FISCAL 2026		
IF THIS TOOK EFFECT 7/1/2025:		16.82%
Estimated Residential Rate per \$1,000	\$	18.500
Estimated Commercial Rate per \$1,000	\$	26.009
Estimated Residential increase per \$1,000	\$	2.42
Estimated Commercial increase per \$1,000	\$	3.40

Figure 10: Town Tax Rate Increase

COVENTRY MUNICIPAL FIRE COMMISSION
PRELIMINARY TAX RATE COMPARISON BASED ON BUDGET PROJECTION
FOR DISCUSSION PURPOSES ONLY

Robert J. Civetti
October 24, 2025

	<i>Town of Coventry</i>	<i>Coventry FD</i>	<i>Hopkins Hill FD</i>	<i>Central Coventry FD</i>	<i>Western Coventry FD</i>
Current tax rates per 2024 Tax Rolls					
Residential	\$ 15.837	\$ 1.956	\$ 1.950	\$ 1.567	\$ 1.650
Commercial /Industrial	\$ 22.264	\$ 2.930	\$ 2.930	\$ 2.352	\$ 1.650
Tangible Personal Property	\$ 20.650	\$ 2.820	\$ 1.950	\$ 1.516	\$ 1.580
 Combined Town and District Residential Rate '24 Tax Roll		\$ 17.793	\$ 17.787	\$ 17.404	\$ 17.487
 FY 26 tax rate estimate 54 FF Personnel		\$ 18.500	\$ 18.500	\$ 18.500	\$ 18.500
Percentage increase from FY 2025 - '24 Roll		3.97%	4.01%	6.30%	5.79%
 Estimated Analysis of Residential Property impact:					
2024 Tax Roll (fy 25 tax) currently paid - combined Town and District taxes:					
\$300,000 valuation		\$ 5,337.90	\$ 5,336.10	\$ 5,221.20	\$ 5,246.10
\$400,000 valuation		\$ 7,117.20	\$ 7,114.80	\$ 6,961.60	\$ 6,994.80
\$500,000 valuation		\$ 8,896.50	\$ 8,893.50	\$ 8,702.00	\$ 8,743.50
\$600,000 valuation		\$ 10,675.80	\$ 10,672.20	\$ 10,442.40	\$ 10,492.20
\$700,000 valuation		\$ 12,455.10	\$ 12,450.90	\$ 12,182.80	\$ 12,240.90
 2025 Estimated tax roll (FY 26 tax) combined	Est. Tax As				
if utilize budget estimate for 54 FF personnel:	Town Dept:	Increase from 24 roll			
\$300,000 valuation	\$ 5,550.00	\$ 212.10	\$ 213.90	\$ 328.80	\$ 303.90
\$400,000 valuation	\$ 7,400.00	\$ 282.80	\$ 285.20	\$ 438.40	\$ 405.20
\$500,000 valuation	\$ 9,250.00	\$ 353.50	\$ 356.50	\$ 548.00	\$ 506.50
\$600,000 valuation	\$ 11,100.00	\$ 424.20	\$ 427.80	\$ 657.60	\$ 607.80
\$700,000 valuation	\$ 12,950.00	\$ 494.90	\$ 499.10	\$ 767.20	\$ 709.10

Figure 11: Tax Rate Increase by District and Residential Property Impact

**COVENTRY MUNICIPAL FIRE COMMISSION
ANALYSIS OF PROJECTED BUDGET TAX IMPACT
FOR DISCUSSION PURPOSES ONLY**

*Robert J. Civetti
12/1/2025*

	Individual	Combined Town & District
Town of Coventry Fiscal 2026 Tax Rate - 2025 Tax Roll	\$ 16.085	-
Central Coventry Fiscal 2026 Tax Rate - 2025 Tax Roll	\$ 1.605	\$ 17.69
Hopkins Hill Fiscal 2026 Tax Rate - 2025 Tax Roll	\$ 1.980	\$ 18.07
Coventry/Anthony Fire District 2026 Tax Rate - 2025 Tax Roll	\$ 2.025	\$ 18.11

Actual Fiscal 2026 Taxes (2025 Tax Roll) being paid by taxpayers - assuming no exemptions or freezes:				
Homes Valued at :	Fire District location of Real Estate			
	Central	Hopkins Hill	Coventry/Anthony	
\$200,000	\$ 3,538.00	\$ 3,613.00	\$ 3,622.00	
\$300,000	\$ 5,307.00	\$ 5,419.50	\$ 5,433.00	
\$400,000	\$ 7,076.00	\$ 7,226.00	\$ 7,244.00	
\$500,000	\$ 8,845.00	\$ 9,032.50	\$ 9,055.00	
\$600,000	\$ 10,614.00	\$ 10,839.00	\$ 10,866.00	
\$700,000	\$ 12,383.00	\$ 12,645.50	\$ 12,677.00	
\$1,000,000	\$ 17,690.00	\$ 18,065.00	\$ 18,110.00	

ESTIMATED Fiscal 2026 Taxes (2025 Tax Roll) if Town Dept and Fire Dept budget of \$12,639,316 - assuming no exemption and no freeze:				
Estimated tax rate :		\$ 18.50		
Homes Valued at :				
\$200,000	\$ 3,700.00			
\$300,000	\$ 5,550.00			
\$400,000	\$ 7,400.00			
\$500,000	\$ 9,250.00			
\$600,000	\$ 11,100.00			
\$700,000	\$ 12,950.00			
\$1,000,000	\$ 18,500.00			

ESTIMATED INCREASE IN FISCAL 2026 TAXES IF TOWN DEPT BECAME EFFECTIVE 7/1/2025 AND TAX RATE SET TO \$18.50				
Homes Valued at :	Fire District location of Real Estate			
	Central	Hopkins Hill	Coventry/Anthony	
\$200,000	\$ 162.00	\$ 87.00	\$ 78.00	
\$300,000	\$ 243.00	\$ 130.50	\$ 117.00	
\$400,000	\$ 324.00	\$ 174.00	\$ 156.00	
\$500,000	\$ 405.00	\$ 217.50	\$ 195.00	
\$600,000	\$ 486.00	\$ 261.00	\$ 234.00	
\$700,000	\$ 567.00	\$ 304.50	\$ 273.00	
\$1,000,000	\$ 810.00	\$ 435.00	\$ 390.00	

Figure 12: Estimated Impact if Fire Districts Became Town Department as of 07/01

8.0 Further Considerations

Potential Savings

In addition to the financial data outlined above, there are projected administrative redundancies that would have an estimated \$455,000 in savings annually from eliminating duplicate costs. These administrative redundancies include, but are not limited to, audit costs, legal expenses, tax collectors, clerks, payroll services, and treasurers. Although a position for each of these would be required, there would no longer need to be four of each as there is now in the fire district model.

Capital Improvement Plan (CIP)

If the Town were to absorb fire district assets, consideration should be given to the cost of a future capital improvement plan. This plan should include:

- Facility repairs and modernization
- Apparatus replacement schedule
- Consideration of long-term station consolidation

Debt and Pension Liability

If the Town were to create a municipal fire department, the current fire district debt and pension liabilities would also be absorbed. Please see Attachment 3 for current pension information obtained from MERS from CFD, CCFD, and HHFD. WCFD does not currently have a pension and utilizes a 401k system instead.

A MERS study should be conducted to determine future pension obligations. In addition to this, a resolution to conduct a MERS study needs to be put in front of the Town Council. This study should include the process of adding WCFD personnel and combining the current three districts into a municipal fire department and is estimated to cost \$15,000. As seen in Attachment 3, the current funding includes:

- CFD: \$3M UAL (60.2% funded)
- CCFD: \$4.18M UAL (76.9% funded)
- HHFD: (\$134,264) UAL (102% funded)
- WCFD: 401k match up to 3%

It is helpful to understand that the entire pension liability is not debt due at one given time. Only the amount to be paid to firefighters who are actually retired is due in any given year.

In addition to pension liability, other fire district debt was also gathered. The total combined debt across all four districts is approximately \$2.2M, with an annual combined debt service being \$345,000. It should also be noted that WCFD obtained an engine/tanker apparatus in November 2025, after these calculations were completed. This new apparatus has a loan of \$160,000 and is to be paid quarterly for four years.

9.0 Comparative Evaluation of Service Models

While the charge of the Commission was to evaluate the establishment of a municipal fire department, the following table lists the pros and cons of options the Town/Fire Districts have:

<u>Option</u>	<u>Pros</u>	<u>Cons</u>
Status Quo (Four Independent Districts)	- Preserves district control - No legal changes needed	- Ongoing instability - \$455K+ in redundant costs - Unequal service & pay - Fragmented accountability
One Unified Independent Fire District	- Some savings - Simplified governance	- Financial risks from shared debt - Still outside Town control - Requires cooperation & legal steps
Eastern Districts Unified (Two Independent Fire Districts)	- Targets most critical areas - Avoids WCFD opposition	- Leaves system fragmented - Mutual aid imbalance persists

Eastern Municipal Department & Independent WCFD Remains	- Town gains control of majority - Limits legal conflict	- Fragmentation remains - WCFD under-resourcing continues - Legal issues with WCFD having two tax bills
Municipal Fire Department	- Direct Town oversight - Stable and equitable service	- Requires legislation, CBA integration - Potential resistance from some districts

10.0 Conclusion

The Commission submits this report to the Coventry Town Council as a summary of its work between January and July 2025. This report presents factual findings, draft scenarios, and detailed analysis to support the Council in evaluating potential paths forward for Coventry's fire and EMS service structure.

The Commission did not take a formal vote or make a single unified recommendation. Instead, the group has worked to objectively present data, explore trade-offs, and outline legal and operational considerations associated with each of the service models under discussion.

The decision of what direction to take with these findings now rests with the Town Council. The Commission hopes that this report will assist the Council in making an informed policy decision that addresses the long-term needs of Coventry residents and first responders.