

TOWN OF MANLIUS

Management & Operations Study of the Fire Rescue Departments & EMS Resources and Administration 2026

Current-State Assessment • Management Findings • Consolidation Plan

Document status: Prepared as a Town working study from agency-submitted workbooks, the regional 2023–2026 fire/EMS response analysis, the Town’s consolidation planning work, and the 2011 management and operations study. This document is preliminary and subject to agency, financial, legal, labor, and technical validation.

Prepared for:

Town of Manlius Fire/EMS Committee and Town Board

July 2026

Purpose, Scope and Use of This Study

The Town of Manlius is evaluating the consolidation of the Fayetteville, Manlius, and Minoa village fire departments and the Kirkville Fire District into one town-wide fire district. This study updates the management and operations review completed in 2011 and tests the earlier findings against the information available in 2026.

The report is designed to guide policy and implementation decisions. It is not a substitute for legal opinions, audited financial statements, actuarial analysis, engineering inspections, collective bargaining, civil-service determinations, EMS certificate review, or a deployment analysis based on fully geocoded raw CAD records.

Sources Reviewed

- Four 2026 Fire & EMS Agencies in Crisis workbooks completed for Fayetteville, Manlius, Minoa, and Kirkville.
- Regional Fire & EMS Response Analysis covering calendar years 2023–2025 and a partial 2026 period.
- Town of Manlius Fire & EMS Consolidation Planning Brief developed from those workbooks and call-data findings.
- The management and operations study completed in 2011, used as a historical baseline and source of prior recommendations.
- New York Town Law Article 11-A and New York State Comptroller Opinion 90-27 for preliminary governance context.

Method and Evidence Rules

Evidence class	How it is used
Reported fact	A value or condition directly stated in a 2026 workbook or call-data report.
Calculated value	Arithmetic derived from reported values; calculation and limitations are explained.
Historical comparison	A 2011 finding compared with a current submission; differences in definitions are noted.
Planning inference	A reasonable operational implication that must be tested through validation or modeling.
Recommendation	A proposed action for Town and stakeholder consideration—not a predetermined decision.

Important Limitations

- The 9,111 total for 2025 is a sum of agency-level incident records. A single emergency may produce records for more than one fire or EMS entity; it is not yet a count of unique community events.
- Staffing sheets mix headcount, credentials, ranks, employment categories, age, and demographic fields. Some totals double-count individuals.
- The Minoa workbook omits taxable assessed value, but the 2026 County Rate Book reports \$847,501,761 for the outside-village Minoa Fire Protection District and \$267,467,855 for the Village of Minoa, or \$1,114,969,616 combined. Several budget, reserve, capital, and average-home tax fields remain incomplete or inconsistent.¹
- Facility observations are agency-reported. No new engineering, code, environmental, or condition inspection was performed for this update.

¹ Onondaga County, 2026 Rate Book, p. 31 (Minoa Fire special district: \$847,501,761 taxable value, 1.6849 tax rate, and \$1,427,955.98 levy) and p. 5 (Village of Minoa: \$267,467,855 taxable value). The combined \$1,114,969,616 planning value is the sum of those two published values. The 2.0392-mill planning equivalent and \$611.76 example are calculations using the submitted \$2,274,631 operating budget; they are not currently levied rates. https://onondaga.gov/rpts/wp-content/uploads/sites/204/2026/02/2026_RateBook.pdf

Executive Summary

The 2026 evidence confirms the central management issue identified in 2011: emergency service delivery operates regionally, while governance, budgeting, workforce systems, capital planning, policies, and accountability remain divided among four entities. The agencies share incidents through automatic and mutual aid, yet they plan staffing, facilities, apparatus, technology, training, and finances independently.

The current data strengthen the operational case for consolidation. Agency-level incident records increased approximately 20% between 2023 and 2025. Fire-department records increased about 44%, and EMS-agency records increased about 11%. In 2025, aid covered 1,123 EMS home-area calls—approximately 17% to 20% of each EMS agency’s reported demand. Response performance varies substantially, especially in turnout time, which is strongly influenced by whether personnel are routinely in station.

The Town should proceed from study to formal feasibility and system design. However, this report does not recommend closing a station, eliminating apparatus, reducing staffing, or publishing a town-wide tax rate until the underlying personnel, CAD, asset, debt, revenue, assessment, and labor data are reconciled.

Primary Finding

Finding: The system is already regional in operational dependence but remains local and fragmented in authority. A single governance and management structure offers the clearest path to consistent service standards, transparent taxation, unified command, coordinated staffing, rational capital planning, and sustained volunteer participation.

2026 Strategic Recommendation

Subject to legal, fiscal, labor, EMS-authority, and public-process review, the Town and participating villages should develop and implement a single town-wide fire district structure encompassing fire rescue and EMS administration. The design should preserve local station identities while establishing one accountable governing body, one executive command structure, one service-level policy, one workforce system, and one capital and financial plan.

Conditions Before Final Approval

1. Validate a common data baseline, including unique incidents, personnel, assets, budgets, debt, reserves, revenue, and taxable assessment.
2. Complete CAD/GIS deployment modeling and define risk-based performance objectives.
3. Develop the legal and governance implementation sequence with municipal counsel.
4. Develop a workforce and collective-bargaining transition plan with represented employees and civil-service guidance.
5. Publish transparent tax-impact, capital, and service scenarios for public review.

2026 System at a Glance

Measure	Reported 2026 planning value	Interpretation
Participating entities	3 village departments + 1 independent fire district	Four governance and budgeting structures.
Stations	5	Fayetteville 1; Manlius 1; Minoa 2; Kirkville 1.
Listed apparatus/vehicles	29	Detailed lifecycle and duplication analysis remains incomplete.
Reported active members	Approximately 206	Not fully comparable; classifications overlap.
Station-reported volunteers	Approximately 145	Fayetteville 51; Manlius 35; Minoa 37; Kirkville 22.
Station-reported career personnel	Approximately 58	Concentrated in Fayetteville and Manlius.
Known operating budgets	\$10,595,718.86	Definitions and fiscal-period treatment require reconciliation.
Known capital budgets	At least \$1,517,071.78	Kirkville capital value not reported.
2025 agency incident records	9,111	2,901 fire-department + 6,210 EMS-agency records; may overlap.
2025 EMS calls covered by aid	1,123	18.1% of combined reported EMS demand.

Department Snapshot

Agency	Stations / ISO	Active members*	Operating budget	2025 fire records	2025 EMS records
Fayetteville	1 / ISO 2	81	\$3,582,128	1,041	2,496
Manlius	1 / ISO 2	66	\$4,481,479.86	1,075	1,876
Minoa	2 / ISO 4	37	\$2,274,631	617	1,838
Kirkville	1 / not reported	22 station count	\$257,480	168	No separate agency

*Active-member values come from workbook headline or station counts and are not directly comparable. Fire and EMS records are separate agency series and may describe overlapping events.

2011 Study: Status of Major Findings in 2026

The prior study recommended a single joint fire district and unified EMS administration. Fifteen years later, the available data show meaningful modernization in some facilities, apparatus, career coverage, data reporting, and automatic-aid practice. The fundamental governance and system-planning issue remains unresolved.

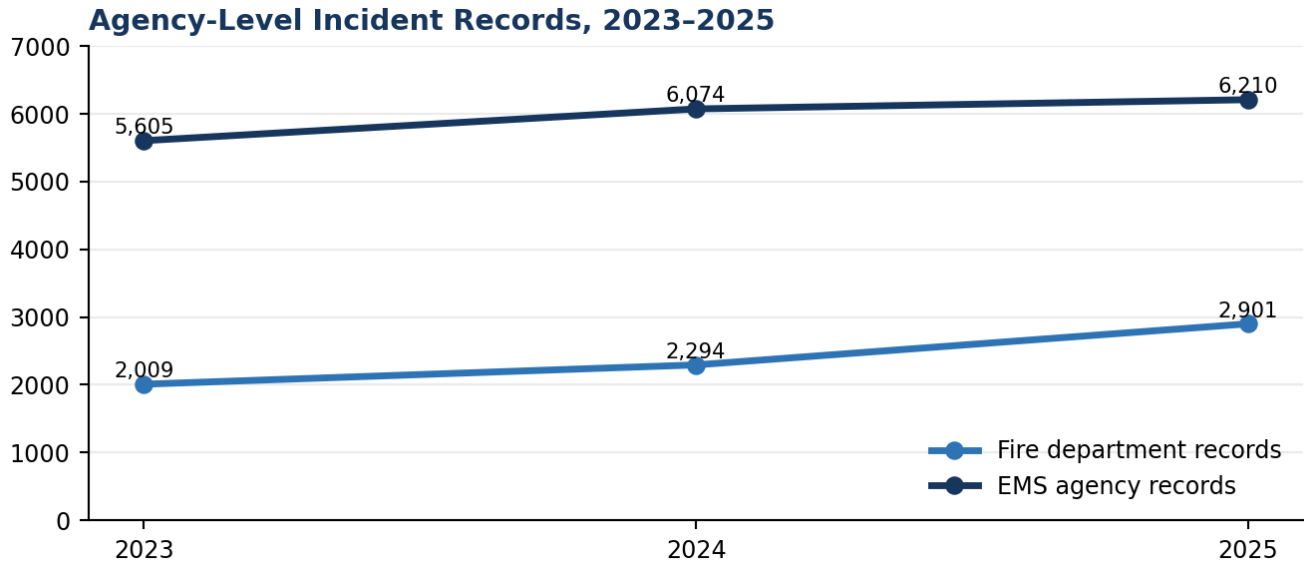
2011 concern or recommendation	2026 evidence	Current assessment
Fragmented governance	Three village departments and one independent district continue to govern and budget separately.	Unresolved; remains the principal structural issue.
Single district recommended	No town-wide district has been implemented.	Recommendation remains relevant, subject to updated legal design.
Volunteer availability varies by time	Fayetteville/Manlius maintain career staffing; Minoa duty staffing is limited; Kirkville reports no regular station schedule.	Confirmed and now measurable through turnout-time differences.
Unified standards and command	Agencies continue to report separate structures and operations, while automatic aid is routine.	Needs one service-level policy, command system, and common SOGs.
Coordinated apparatus planning	29 vehicles/apparatus are listed; lifecycle and replacement-cost tabs are largely incomplete.	Still needed; no reduction should occur without risk and deployment analysis.
Facility issues	Fayetteville and Manlius report modern capabilities; Minoa and Kirkville lack some bunking/staffing features. Manlius reports a station-location disadvantage.	Conditions changed materially; decisions require current engineering and GIS review.
Recruitment and retention	Current station sheets report about 145 volunteers; availability, qualifications, and age information remain inconsistent.	Still central; consolidate recruitment, scheduling, incentives, and credential tracking.
Response standards and monitoring	The call-data report now provides median and 90th-percentile turnout, travel, and total response.	Major progress; convert analysis into adopted performance policy and dashboard.
Fair and transparent funding	Known budgets exceed \$10.5M, but assessment, revenue, reserve, debt, and tax fields are incomplete.	Unresolved; requires one normalized fiscal model before public tax comparisons.
Preserve community identity	Five stations retain strong local identities and volunteer affiliation.	Should remain a formal design principle in the consolidated system.

What Has Changed Most Since 2011

- The operational network is more visibly interdependent: automatic aid, cross-boundary EMS coverage, and closest-available resources are measurable in the current call data.
- Fayetteville and Manlius now report modern stations and substantial career staffing, changing the facility and deployment baseline from 2011.
- Service demand has grown and can be analyzed by entity, category, time of day, response component, aid status, and peak-load days.
- The question is no longer whether the departments interact as a regional system; it is whether governance, financing, deployment, and accountability should catch up with operational reality.

Service Demand and Workload

Agency-level demand increased across every entity from 2023 to 2025. The trend supports planning for a system capable of managing growth, overlapping calls, and cross-boundary deployment rather than merely combining present organizational charts.



Source: Regional Fire & EMS Response Analysis. Totals are agency-level records and may not equal unique events.

Entity	2023	2024	2025	Change 2023–25	Maximum calls/day
Kirkville Fire	148	158	168	+13.5%	4
Minoa Fire	439	541	617	+40.5%	8
Manlius Fire	668	799	1,075	+60.9%	11
Fayetteville Fire	754	796	1,041	+38.1%	10
Minoa EMS	1,592	1,764	1,838	+15.5%	15
Manlius EMS	1,732	1,905	1,876	+8.3%	16
Fayetteville EMS	2,281	2,405	2,496	+9.4%	17

Time-of-Day Pattern

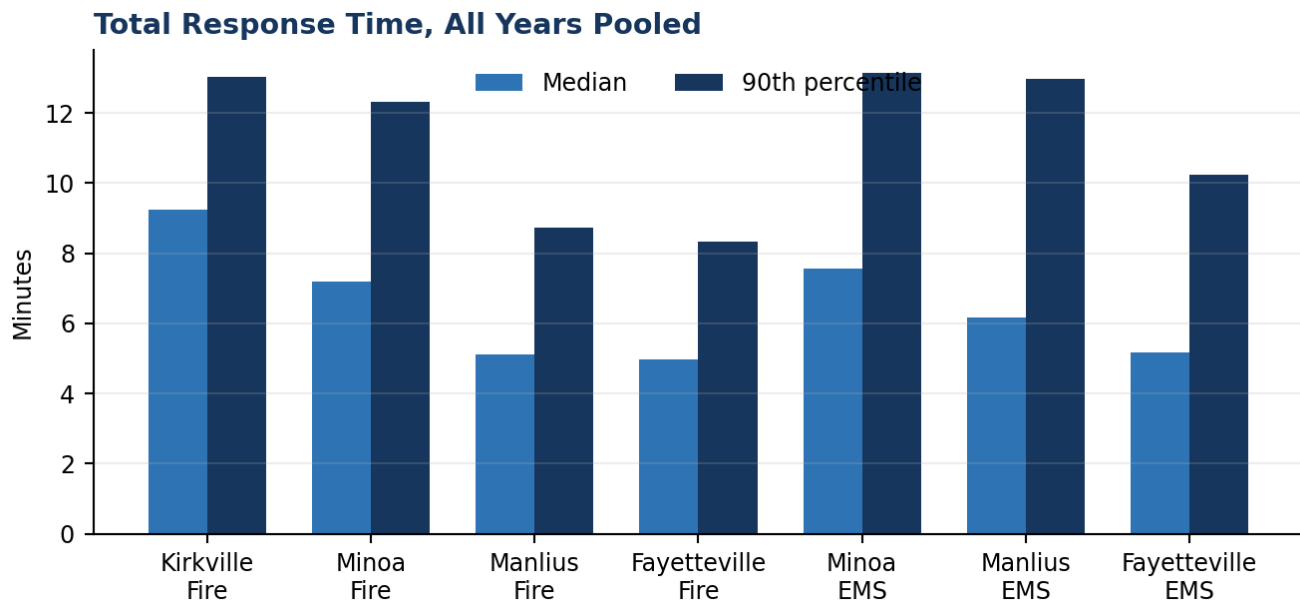
The system-wide record count is lowest overnight, begins rising around 06:00–07:00, and remains elevated through the late afternoon. EMS demand forms a broad daytime plateau from approximately 09:00 through 18:00. Fire-department activity peaks later, generally from 16:00 through 19:00.

Management Implications

- Use differentiated day, evening, and overnight deployment assumptions rather than one static staffing plan.
- Measure simultaneous incidents and unit-hour utilization, not only annual call totals.
- Account for hospital turnaround, out-of-area coverage, training, apparatus maintenance, and personnel leave when defining available capacity.
- Use a single incident identifier so cross-dispatched agencies can be evaluated as one system response.

Response Performance

The response-time analysis separates turnout, travel, and total response. The data show that turnout—not travel alone—is the largest source of fire-service variation. This is consistent with the difference between routinely staffed stations and volunteer-dependent response.



Source: Regional Fire & EMS Response Analysis. First-arriving unit; all years pooled; outliers greater than 60 minutes excluded.

Entity	Median turnout	Median travel	Median total	90th total
Kirkville Fire	6.35	3.17	9.25	13.03
Minoa Fire	2.27	4.17	7.20	12.32
Manlius Fire	1.52	3.57	5.12	8.73
Fayetteville Fire	1.53	3.40	4.98	8.33
Minoa EMS	2.12	5.60	7.55	13.13
Manlius EMS	1.02	4.93	6.17	12.97
Fayetteville EMS	1.45	3.47	5.17	10.25

Interpretive Cautions

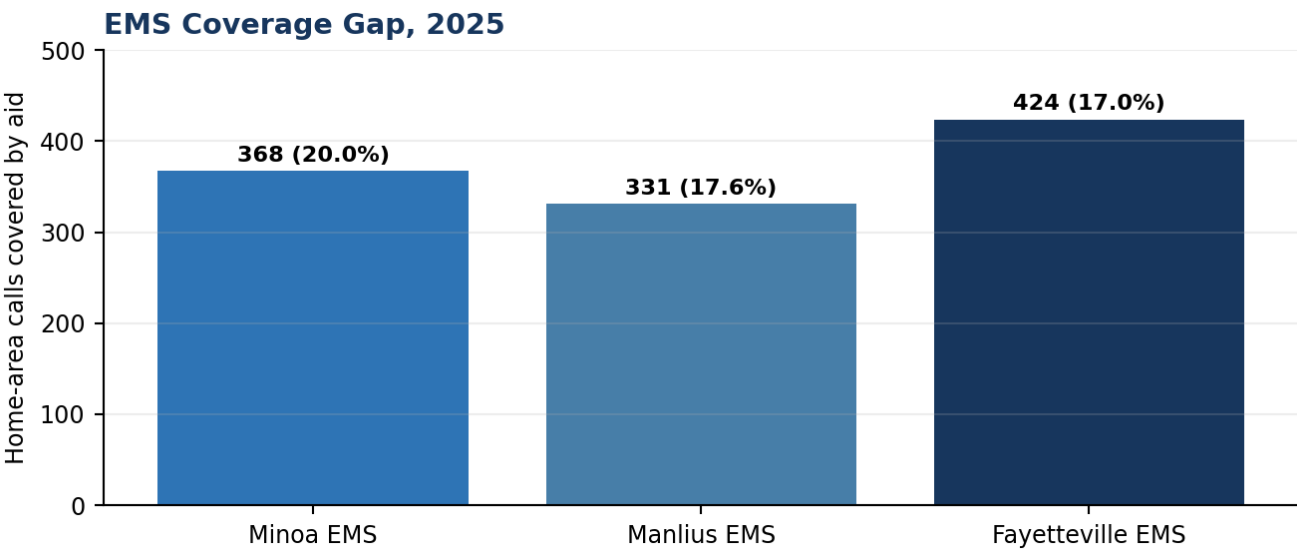
- The pooled results mix incident categories, locations, staffing models, and years. They should not be used as a final compliance determination.
- The workbook's nine-minute career benchmark is contextual only. The Town should establish reviewed, risk-based objectives for first unit, effective response force, EMS arrival, and transport capacity.
- Station-level and service-zone mapping are required to determine whether delays arise from turnout, geography, unit unavailability, dispatch configuration, or overlapping demand.

Operational Direction

The consolidated system should dispatch the closest appropriate available unit, maintain unified running cards, use duty crews and dynamic posting where justified, and publish monthly performance at the town-wide and service-zone levels.

Mutual Aid and EMS System Capacity

The data demonstrate two different aid patterns. Fire “aid received” is high because automatic-aid running cards routinely place multiple departments on an incident. EMS coverage-gap records identify home-area calls covered by another agency when home capacity was unavailable. These measures should not be interpreted identically.



Source: Regional Fire & EMS Response Analysis. Percentage is covered calls divided by reported 2025 agency demand.

EMS home area	2025 demand	Covered by aid	Coverage gap	Primary planning meaning
Minoa	1,838	368	20.0%	One in five records required coverage capacity.
Manlius	1,876	331	17.6%	Sustained dependence on network availability.
Fayetteville	2,496	424	17.0%	Largest covered-call count despite strongest reported demand capacity.
Combined	6,210	1,123	18.1%	EMS already functions as an interdependent regional network.

2025 Coverage Relationships

The workbook identifies Fayetteville as the dominant outside responder into both Minoa and Manlius. Minoa and Manlius also cover Fayetteville, making the network bidirectional, but current coverage is tilted toward Fayetteville as a net provider. Outside agencies also contribute to the system.

Recommended EMS Design Work

1. Confirm the legal and certificate structure for EMS service under the proposed district model.
2. Model ambulances, fly cars, paramedic staffing, BLS/ALS mix, peak-load coverage, transport demand, and hospital turnaround as one town-wide capacity pool.
3. Develop system-status-management and move-up rules with minimum home-area protection and recall/reserve triggers.
4. Normalize EMS billing, payer mix, collection, write-off, mutual-aid reimbursement, and cost-per-unit-hour information.
5. Adopt clinical and operational quality metrics in addition to response time.

Governance and Administration

The current structure divides authority among the Village of Fayetteville, Village of Manlius, Village of Minoa, and Kirkville Fire District. This requires separate budgets, policy approvals, employment systems, procurement decisions, recordkeeping, capital planning, and public accountability even though the agencies regularly function together operationally.

Recommended Governance Model

Develop one town-wide fire district or legally appropriate joint-district structure with a board of commissioners accountable for fire rescue and EMS administration. The final structure must be designed with municipal counsel to address the three villages, the existing Kirkville Fire District, service territories, assets, debt, employees, volunteer companies, and EMS authority.

Governance function	Current condition	2026 target condition
Policy and accountability	Four governing structures	One publicly accountable governing body with published goals and results.
Executive management	Agency-specific chiefs and municipal oversight	One executive fire/EMS command with defined authority and deputies/divisions.
Operations	Automatic aid across separate agencies	One response system, running cards, SOG framework, and performance policy.
Finance	Separate budgets and tax/funding mechanisms	One normalized budget, capital plan, reserve policy, and transparent tax model.
Workforce	Separate employment and volunteer systems	One workforce framework with bargained transitions and preserved volunteer companies.
Assets	Separate ownership, replacement and maintenance decisions	One asset register and town-wide lifecycle plan.

Legal Process Context

New York Town Law Article 11-A provides a framework for joint fire districts involving towns and villages. New York State Comptroller Opinion 90-27 discusses joint meetings, a public hearing, resolutions subject to permissive referendum, transfer of village assets, dissolution of an existing fire protection district, and a board of three to seven commissioners that may be appointed or elected. The exact procedure for this four-entity project must be confirmed by counsel before a public legal timetable is adopted.

Planning references: <https://www.nysenate.gov/legislation/laws/TWN> and <https://www.osc.ny.gov/legal-opinions/opinion-90-27>.

Agency Profile: Fayetteville

Area	2026 reported information
Governance	Village of Fayetteville; one station; ISO rating 2.
People	81 headline active members; station reports 51 volunteers and 26 career personnel; employment-status and credential totals require reconciliation.
Normal staffing	Career: 8 day / 5 night. Volunteer: 0 day / 3 night. Station reported staffed 24/7/365.
Facilities	Eight bays; exhaust, PPE storage/cleaning, logistics, training, kitchen, bunking, showers, and recreation are reported. Individual sleeping rooms are not reported.
Fleet	Seven detailed units listed: 2023 ladder, 1992 rescue, 2023 squad, 2023 engine, and three 2025 ambulances. Station sheet also lists two chief cars.
2025 workload	1,041 fire-department records; 2,496 EMS-agency records.
Response	Fire median 4.98 minutes / 90th 8.33. EMS median 5.17 / 90th 10.25.
Aid/capacity	424 home-area EMS calls covered by aid in 2025; Fayetteville is also a major net aid provider to other areas.
Operating budget	\$3,582,128 in agency base sheet; \$3,582,129 in tax-calculation sheet.

Profile Assessment

Fayetteville provides the strongest combination of reported staffed response, modern fleet, current facilities, and EMS surge capacity. Consolidation planning should protect this capability while addressing workload equity, cost responsibility, and the 1992 rescue's lifecycle. Fayetteville's performance provides a useful baseline for staffed deployment, but a town-wide standard should be risk-based rather than simply copying one agency's existing model.

Agency Profile: Manlius

Area	2026 reported information
Governance	Village of Manlius; one station; ISO rating 2.
People	66 headline active members; station history reports 35 volunteers and 32 career personnel. Role and credential fields overlap and require reconciliation.
Normal staffing	Career: 5–6. Volunteers: 0–4. Station reported staffed 24 hours/day.
Facilities	Ten bays, including five drive-through; modern workout, bunk, shower, and indoor training capacity reported. Station location is described as remote from the village center and disadvantageous for many dispatches.
Fleet	Ten groups/vehicles listed in station profile, including 2023 engine, ladder, and tanker; three ambulances; squad/fly car; chief vehicles; mini/brush; ATV.
2025 workload	1,075 fire-department records; 1,876 EMS-agency records.
Response	Fire median 5.12 minutes / 90th 8.73. EMS median 6.17 / 90th 12.97.
Aid/capacity	331 home-area EMS calls covered by aid in 2025.
Operating budget	\$4,481,479.86 in agency base sheet; \$4,329,159 in tax-calculation sheet.

Profile Assessment

Manlius reports high-quality facilities, substantial career staffing, and the highest 2025 fire-department record count. The station-location concern should be tested with geocoded demand, travel-time surfaces, unit availability, and service-zone performance. The budget discrepancy and incomplete certification/fitness fields are priority validation items.

Agency Profile: Minoa

Area	2026 reported information
Governance	Village of Minoa; two stations; ISO rating 4.
People	37 headline active members; station sheets report 37 volunteers and no career fire personnel. One part-time chief entry appears in staffing data.
Normal staffing	Headquarters: four scheduled volunteers, 18:00–23:00. Station 2: no regularly scheduled staffing. Volunteer availability is not tracked in the submitted workbook.
Facilities — HQ	Six bays; exhaust, cleaning, logistics, training, kitchen, restrooms, recreation, and community room reported. No bunk rooms or individual sleeping rooms reported.
Facilities — Station 2	Six bays; limited EMS/logistics capacity; no training room, bunking, or recreation/community space reported.
Fleet	Seven detailed units listed, model years 2011–2021: ladder, engine, mini-pumper, squad, rescue-pumper, miscellaneous vehicle, and UTV. Station sheet also lists ambulances and command vehicles.
2025 workload	617 fire-department records; 1,838 EMS-agency records.
Response	Fire median 7.20 minutes / 90th 12.32. EMS median 7.55 / 90th 13.13.
Aid/capacity	368 home-area EMS calls covered by aid in 2025—the highest coverage-gap percentage at 20.0%.
Operating budget and tax base	\$2,274,631. Official 2026 figures are \$847,501,761 outside the village and \$267,467,855 within the village (\$1,114,969,616 combined). ²

Profile Assessment

Minoa combines two-station geographic presence with limited scheduled staffing and the system’s highest proportional EMS coverage gap. Consolidation creates an opportunity to determine the correct role of both stations, introduce unified availability tracking and duty staffing, improve facilities that support station presence, and coordinate fleet and EMS capacity without presuming either station should close.

² Onondaga County, 2026 Rate Book, p. 31 (Minoa Fire special district: \$847,501,761 taxable value, 1.6849 tax rate, and \$1,427,955.98 levy) and p. 5 (Village of Minoa: \$267,467,855 taxable value). The combined \$1,114,969,616 planning value is the sum of those two published values. The 2.0392-mill planning equivalent and \$611.76 example are calculations using the submitted \$2,274,631 operating budget; they are not currently levied rates. https://onondaga.gov/rpts/wp-content/uploads/sites/204/2026/02/2026_RateBook.pdf

Agency Profile: Kirkville

Area	2026 reported information
Governance	Kirkville Fire District / Kirkville Fire Company; one station; five-member directing body; ISO not reported.
People	22 current volunteers reported in station history; no career personnel reported.
Normal staffing	No regularly scheduled in-station staffing reported. Volunteer availability is reported as tracked.
Facilities	Four bays; training, officers, kitchen, restrooms, recreation, and community room reported. No bunk rooms, showers, or scheduled staffing facilities reported.
Fleet	Five detailed units: 2009 rescue-pumper, 2021 engine, 2016 squad, 2000 brush/miscellaneous vehicle, and 2004 UTV.
2025 workload	168 fire-department records; no separate Kirkville EMS agency series.
Response	Fire median 9.25 minutes / 90th 13.03. Median turnout is 6.35 minutes, while median travel is 3.17.
Aid	67 fire aid-received records in 2025; high received counts may reflect automatic-aid running cards.
Operating budget	\$257,480 in base sheet; \$257,448 in tax-calculation sheet.
Tax data	\$160.1 million taxable value; calculated 1.608 mills. Average-home fields are mis-entered.

Profile Assessment

Kirkville's turnout component is the clearest operational challenge. The district's location and apparatus remain important to coverage, but a consolidated duty-crew, closest-unit, and station-role analysis could reduce turnout delay. The transition must address the existing district, company, station/land ownership, assets, tax base, volunteer identity, and governance representation.

Workforce and Staffing

The present system combines career and volunteer personnel but does not use one consistent roster, credential database, availability system, staffing policy, or labor framework. The station sheets report approximately 145 volunteers and 58 career personnel, although workbook definitions and overlapping categories prevent a definitive count.

Station	Reported volunteers	Reported career	Normal in-station staffing
Fayetteville	51	26	Career 8 day / 5 night; volunteers 0 day / 3 night.
Manlius	35	32	Career 5–6; volunteers 0–4.
Minoa Headquarters	27	0	Four volunteers scheduled 18:00–23:00.
Minoa Station 2	10	0	None reported.
Kirkville	22	0	None reported.

Qualification and Training Data

Measure	Fayetteville	Manlius	Minoa	Kirkville
Interior-qualified	24	Blank	22	8
Incident-management certified	3	Blank	3	Blank
EMS-certified total	18	Blank	23	4
Annual training hours	7,189	6,800	230	Blank

These values use different agency reporting practices and should not be compared as productivity or compliance measures without validation.

Workforce Recommendations

1. Create a de-identified master roster with one row per person and separate fields for employment status, bargaining unit, station, seniority, rank, credentials, medical clearance, availability, driver/operator status, and response participation.
2. Develop a 24/7 minimum-staffing and deployment model tied to demand, risk, leave, training, and simultaneous calls.
3. Begin labor and civil-service planning early; identify successorship, bargaining units, titles, wages, benefits, schedules, seniority, assignments, and transition protections.
4. Create one town-wide volunteer program with local companies/station identities, flexible duty shifts, consistent incentives, youth pathways, inclusive recruitment, and shared marketing.
5. Adopt common qualification, physical, officer-development, driver, and continuing-education requirements with reasonable transition periods.

Facilities, Apparatus and Capital Planning

The system has five reported stations and 29 listed vehicles/apparatus. The inventory is a strong platform, but it cannot yet answer whether stations and apparatus are optimally located, configured, maintained, or scheduled for replacement.

Station	Reported strengths	Reported constraints / questions
Fayetteville	Staffed 24/7; eight bays; training, bunking, cleaning and logistics capabilities.	No individual sleeping rooms reported; confirm condition, capacity, and future demand.
Manlius	Modern facility; drive-through bays; indoor training, workout, bunk and shower capacity.	Reported location disadvantage and limited community connection; test through GIS.
Minoa HQ	Six bays; cleaning, logistics, training, kitchen and community functions.	No bunking/individual rooms; limited scheduled staffing.
Minoa Station 2	Six bays; apparatus access; basic station functions.	No regular staffing; no bunking/training; limited EMS/logistics features.
Kirkville	Four bays; training, kitchen, recreation and community room.	No regular staffing, bunking or showers reported.

Fleet Age Signals

Fayetteville and Manlius report major front-line purchases from 2023–2025. Minoa’s detailed fleet is primarily 2011–2021. Kirkville includes vehicles from 2000, 2004, 2009, 2016, and 2021. Fayetteville also lists a 1992 rescue. Apparatus status, reserve designation, maintenance history, debt, condition, replacement date, and assigned function require validation.

Capital Recommendations

1. Commission a current condition and code assessment of all stations, including contamination control, exhaust, PPE separation, accessibility, gender-inclusive facilities, sleeping capacity, resilience, and expansion constraints.
2. Complete GIS station-location and travel-time modeling before closing, relocating, or materially changing a station.
3. Create one asset register with ownership, title, restrictions, debt, condition, maintenance cost, replacement year, and transfer treatment.
4. Adopt apparatus standards and a rolling 15–20 year capital plan based on community risk, response assignments, reserve needs, specialty capability, and regional availability.
5. Centralize specifications, purchasing, maintenance standards, inventory, PPE, hose, SCBA, EMS supplies, and replacement reserves.

Finance, Funding and Tax Equity

The workbooks identify at least \$10.60 million in operating budgets and \$1.52 million in reported capital budgets. These amounts are not yet a consolidated cost baseline because fiscal periods, revenues, municipal overhead, EMS billing, debt, reserves, grants, fund balance, insurance, and capital treatment are incomplete or inconsistent.

Agency	Operations	Capital	Taxable value	Calculated mills
Fayetteville	\$3,582,128	\$465,009	\$1,410,798,848	2.539
Manlius	\$4,481,479.86	\$807,679.78	\$2,314,954,084.46	1.870
Minoa	\$2,274,631	\$244,383	\$1,114,969,616 combined ³	2.039 planning equivalent
Kirkville	\$257,480	Not reported	\$160,114,934	1.608
Known total	\$10,595,718.86	\$1,517,071.78	Values require boundary reconciliation	No valid town-wide rate

Required Fiscal Model

- Normalize three to five years of audited expenditures and revenues using one chart of accounts.
- Separate fire, EMS, administration, debt, capital, reserve, grant, insurance, municipal overhead, and shared-service costs.
- Reconcile EMS gross billing, contractual allowances, collections, payer mix, write-offs, billing expense, and net revenue.
- Value and classify stations, land, apparatus, equipment, reserves, debt, leases, donor-restricted property, and company-owned assets.
- Obtain complete taxable assessment by proposed boundary and test equalization, exemptions, growth, debt, transition costs, and alternative phasing.
- Publish household examples at multiple assessed values, with sensitivity ranges—not one unsupported average-home estimate.

For Minoa, dividing the submitted \$2,274,631 operating budget by the combined \$1,114,969,616 planning base yields 2.0392 mills, equivalent to \$611.76 per \$300,000 of taxable value. This is not Minoa's currently levied rate: the official outside-village fire-protection rate is 1.6849 mills, while village service is funded through the village budget.⁴

Cost-Savings Caution

Caution: Consolidation can reduce duplication and improve purchasing, administration, capital planning, and deployment. It may also reveal necessary investments in staffing, facilities, technology, reserves, and safety. No net savings should be promised until a complete baseline and transition model are independently reviewed.

³ Onondaga County, 2026 Rate Book, p. 31 (Minoa Fire special district: \$847,501,761 taxable value, 1.6849 tax rate, and \$1,427,955.98 levy) and p. 5 (Village of Minoa: \$267,467,855 taxable value). The combined \$1,114,969,616 planning value is the sum of those two published values. The 2.0392-mill planning equivalent and \$611.76 example are calculations using the submitted \$2,274,631 operating budget; they are not currently levied rates. https://onondaga.gov/rpts/wp-content/uploads/sites/204/2026/02/2026_RateBook.pdf

⁴ Onondaga County, 2026 Rate Book, p. 31 (Minoa Fire special district: \$847,501,761 taxable value, 1.6849 tax rate, and \$1,427,955.98 levy) and p. 5 (Village of Minoa: \$267,467,855 taxable value). The combined \$1,114,969,616 planning value is the sum of those two published values. The 2.0392-mill planning equivalent and \$611.76 example are calculations using the submitted \$2,274,631 operating budget; they are not currently levied rates. https://onondaga.gov/rpts/wp-content/uploads/sites/204/2026/02/2026_RateBook.pdf

Operations, Command, Training and Safety

The current agencies regularly respond together. A consolidated system should convert interagency coordination into one operating framework while preserving local knowledge and station identity.

Management system	Recommended 2026 direction
Command	One executive chief/fire administrator with defined deputies/divisions and a single chain of command.
Incident command	ICS used on every incident with qualification standards, command transfer, accountability, safety officer, and after-action requirements.
Standard operating guidance	One controlled SOG library covering fire, EMS, rescue, response, mayday, accountability, rehabilitation, exposure, apparatus, communications, and documentation.
Training	One annual plan, shared instructors/facilities, common drills, officer development, driver/operator qualification, and measurable completion.
Health and safety	Common medical clearance, exposure control, behavioral health, cancer-reduction, PPE, contamination, rehabilitation, and near-miss systems.
Communications	Unified running cards, unit naming, radio procedures, dispatch data definitions, and interoperable technology.
Quality assurance	Integrated fire/EMS review, response analysis, documentation audit, clinical QA, complaints, and corrective-action tracking.

Performance Dashboard

Domain	Minimum measures
Demand	Unique incidents, agency/unit responses, category, hour/day, service zone, concurrency.
Response	Call processing, turnout, travel, first unit, effective response force, EMS arrival, transport, cancellations.
Reliability	Unit availability, aid received/given, move-ups, uncovered time, reserve/recall use.
Workforce	On-duty staffing, credential availability, volunteer turnout, injuries, overtime, vacancies, training.
Finance/assets	Cost per unit hour, net EMS revenue, budget variance, maintenance, downtime, capital reserve status.
Outcomes/quality	Fire spread, rescues, cardiac-arrest process/outcomes where available, clinical QA, safety events, community risk reduction.

2026 Strengths, Weaknesses, Opportunities and Threats

Strengths	Weaknesses
Dedicated volunteer and career personnel; five-station presence; substantial modern apparatus; strong Fayetteville/Manlius staffed response; established automatic aid; improving data visibility.	Fragmented governance and budgets; inconsistent data definitions; unequal station staffing; turnout variation; incomplete tax/asset/personnel records; separate policies, procurement, and capital planning.
Opportunities	Threats
One accountable district; closest-unit deployment; unified EMS capacity; coordinated volunteer recruitment; common standards; lifecycle capital plan; transparent tax model; shared training/logistics/technology; preserved local station identities.	Failure to act while demand grows; volunteer availability erosion; transition conflict; labor/legal delay; unsupported tax claims; underfunded capital needs; loss of public trust; service disruption if changes are rushed or inadequately validated.

Risk Controls for the Consolidation Process

1. No operational degradation during transition: maintain existing response plans until tested replacements are ready.
2. No asset or station decision without ownership, condition, debt, restriction, risk, and GIS review.
3. No workforce assumption without direct labor, civil-service, and volunteer-company engagement.
4. No tax projection without a complete assessment and audited cost baseline.
5. No final governance schedule without municipal counsel's written implementation path.
6. No public claim of savings, response improvement, or compliance unless the measure and baseline are disclosed.

Strategic Recommendations

- 1. Unified governance:** Develop a single town-wide district structure responsible for fire rescue and EMS administration, subject to legal and public process.
- 2. Service-level policy:** Adopt risk-based objectives for first unit, effective response force, EMS response, transport capacity, and service-zone reliability.
- 3. Executive management:** Create one accountable command and administrative structure with clear authority, qualifications, succession, and performance expectations.
- 4. Validated baseline:** Establish one authoritative dataset for incidents, personnel, finance, assessments, assets, debt, contracts, and service boundaries.
- 5. Closest appropriate unit:** Use unified dispatch/run cards, availability status, and dynamic deployment to send the best available resource regardless of former boundary.
- 6. Integrated EMS:** Manage ambulances, ALS/BLS, fly cars, staffing, posting, billing, clinical quality, and coverage gaps as one system.
- 7. Workforce transition:** Develop a bargained and legally reviewed plan for titles, wages, benefits, schedules, seniority, assignments, civil service, and successorship.
- 8. Volunteer sustainability:** Maintain local companies and identities within one recruitment, credential, scheduling, incentive, training, and support program.
- 9. Stations and deployment:** Retain all stations during feasibility work; determine long-term roles through GIS, risk, facilities, staffing, and cost analysis.
- 10. Apparatus and capital:** Create one asset register, apparatus standard, maintenance program, reserve policy, and multi-year replacement plan.
- 11. Finance and tax equity:** Build a normalized baseline and transparent scenarios using complete assessed value, revenues, debt, reserves, capital, and transition costs.
- 12. Common operations and safety:** Implement one SOG, ICS, accountability, training, medical-clearance, health/safety, QA, and after-action framework.
- 13. Shared support services:** Centralize procurement, logistics, IT, records, analytics, insurance review, grant management, fleet, and facilities planning.
- 14. Community identity and engagement:** Preserve station names, history, volunteer associations, and local participation while creating town-wide accountability.
- 15. Continuous improvement:** Publish a monthly/quarterly dashboard and conduct formal reviews at 6, 12, and 24 months after implementation.

Implementation Plan

Phase and timing	Primary work	Decision gate
1. Baseline validation 0–60 days	Common data dictionary; audited finance; unique personnel roster; asset/debt register; CAD event deduplication; geocoding; aid definitions; boundary maps.	Committee accepts a single source of truth and exceptions log.
2. Service design 30–120 days	Risk classification; response objectives; station/unit modeling; concurrency; EMS capacity; closest-unit/running-card design; staffing alternatives.	Town adopts preferred service standard and operational scenario for costing.
3. Governance/legal 45–150 days	Legal structure, district boundary, commissioner design, resolutions/hearing/referendum path, EMS authority, assets/debt, company relationships.	Counsel-approved implementation map and draft agreements.
4. Workforce/labor 60–180 days	Civil service, bargaining, successorship, titles, wages/benefits, schedules, seniority, assignments, volunteers, command selection, transition staffing.	Executable workforce plan and bargaining strategy.
5. Finance/capital 75–180 days	Five-year operating/capital forecast, assessment and household scenarios, EMS revenue, reserves, debt, assets, facilities, apparatus, transition costs.	Preferred scenario with sensitivity analysis and independent review.
6. Public decision 150+ days	Public materials, stakeholder sessions, formal legal steps, resolutions/hearings/referendum as required, implementation agreement.	Authorized district and funded transition plan.
7. Transition/go-live After authorization	Transition executive/team, unified command, policies, payroll/HR, finance, dispatch, technology, logistics, assets, communications, phased operations.	Operational readiness sign-off and controlled go-live.
8. Stabilization 0–24 months after	Monthly dashboard, issue resolution, labor/volunteer integration, capital execution, service validation, 6/12/24-month reviews.	Demonstrated service, financial, safety, and workforce performance.

Transition Governance

- Project Oversight Team: Town, villages, Kirkville, legal, finance, operational, labor, volunteer, and public representation.
- Operations and Deployment Workgroup: chiefs, line personnel, dispatch/data, EMS leadership, and GIS/analytics.
- Workforce and Labor Workgroup: employers, bargaining representatives, civil service, HR, and volunteer-company leaders.
- Finance, Assets and Capital Workgroup: fiscal officers, assessors, auditors, apparatus/facilities specialists, and counsel.
- Public Engagement Workgroup: transparent materials, listening sessions, FAQs, decision calendar, and feedback tracking.

Immediate 60-Day Action Agenda

1. Formally receive this report as a preliminary working study and circulate it to all participating entities for factual correction.
2. Approve one project charter stating the problem, scope, decision rights, evidence standards, participants, schedule, and public-engagement commitments.
3. Issue a common data request for audited budgets, revenues, payroll/rosters, contracts, CBAs, assessments, debts, reserves, titles, asset records, maintenance, insurance, and station documents.
4. Obtain the raw CAD/E-911 extract and data dictionary; deduplicate events; distinguish incident, agency response, and unit response; geocode addresses; validate turnout/travel/aid logic.
5. Develop a current boundary and station/apparatus GIS base map with risk, demand, travel-time, population, and assessed-value layers.
6. Retain or designate municipal counsel with specific fire-district, village, labor, civil-service, municipal-finance, asset, referendum, and EMS experience.
7. Begin confidential labor and workforce information exchange; do not wait until a governance model is publicly finalized.
8. Inventory legal ownership and restrictions for all stations, land, apparatus, reserves, 2% funds, donor-funded property, company assets, leases, and outstanding debt.
9. Adopt an interim “do no harm” rule: no material station, apparatus, staffing, policy, or contract change that would frustrate the study without notice to the oversight team.
10. Publish a monthly progress dashboard listing completed data, unresolved discrepancies, scheduled meetings, decisions made, and decisions still open.

Questions the Next Decision Package Must Answer

- What service standard is the Town willing and able to fund?
- What staffing and station deployment achieves that standard by risk and time of day?
- What governance structure is legally available and publicly accountable?
- How will employees and volunteers transition without disrupting service?
- What assets, debts, revenues, reserves, and tax bases move into the new district?
- What will representative households pay under each validated scenario?
- How will the public know whether consolidation improved service, safety, equity, and cost control?

Data Validation Register

Priority dataset	Known issue	Required resolution
CAD/E-911	Agency totals may duplicate the same event; 2026 is partial.	Unique event key, agency/unit records, geocode, timestamps, dispositions, aid logic, zone, concurrency.
Personnel	Headcount, role, credential, age, sex, and employment totals overlap.	One de-identified person-level roster certified by each agency.
Finance	Operations/current-year values differ; revenue, overhead and capital treatment vary.	Audited multi-year chart-of-accounts crosswalk and reconciliation.
Tax base	Minoa workbook value resolved from the 2026 County Rate Book: \$847,501,761 outside village + \$267,467,855 village = \$1,114,969,616 combined. Average-home fields remain unreliable; equalization is not addressed. ⁵	Confirm assessor-certified values by proposed boundary and scenario.
EMS revenue	Billing and net revenue absent.	Gross charges, contractual allowances, collections, payer mix, expense, net revenue.
Assets/debt	Ownership, restrictions, condition, debt and reserves incomplete.	Legal/financial asset register with transfer treatment.
Facilities	Current workbooks are self-reported, not engineering studies.	Condition, code, environmental, accessibility, resilience, capacity and cost assessment.
Apparatus	Fleet lists differ from station lists; lifecycle inputs incomplete.	VIN/title, status, function, age, condition, maintenance, debt, replacement and reserve need.
Training/medical	Agency definitions and completion fields inconsistent.	Common credential definitions and verified person-level status.
Labor/civil service	Titles, CBAs, seniority, benefits and jurisdiction not provided.	Complete workforce/legal inventory and transition analysis.

Data-Governance Standard

Every public figure used in a recommendation should identify its source, reporting period, definition, calculation, exclusions, and validation status. The future district should maintain this discipline as an operating practice, not only as a study requirement.

⁵ Onondaga County, 2026 Rate Book, p. 31 (Minoa Fire special district: \$847,501,761 taxable value, 1.6849 tax rate, and \$1,427,955.98 levy) and p. 5 (Village of Minoa: \$267,467,855 taxable value). The combined \$1,114,969,616 planning value is the sum of those two published values. The 2.0392-mill planning equivalent and \$611.76 example are calculations using the submitted \$2,274,631 operating budget; they are not currently levied rates. https://onondaga.gov/rpts/wp-content/uploads/sites/204/2026/02/2026_RateBook.pdf

Conclusion

The Town's current evidence is stronger than the evidence available in 2011. It shows where demand is growing, how response performance differs, when calls occur, how often aid is used, where EMS coverage depends on the wider network, what staffing is normally available, and what major facilities and apparatus exist. That evidence confirms that the services already function as an interdependent system.

The central decision is therefore one of governance and management: whether the Town and participating villages will continue to operate a regional response network through four separate administrative structures, or create one accountable organization capable of planning, staffing, financing, equipping, and measuring the system as a whole.

A town-wide district is the recommended direction, provided that the final design is legally sound, fiscally transparent, operationally tested, collectively bargained where required, supportive of volunteers, and developed through meaningful public participation. The next step is not an immediate merger date. It is a disciplined feasibility and transition process that produces a validated service model, governance plan, workforce agreement, asset and capital plan, and public tax-impact analysis.

Guiding principle: Preserve local station identities. Unify the system that supports them. Measure outcomes openly.

Source Register

- Fayetteville Fire & EMS Agencies in Crisis workbook, reviewed July 2026.
- Manlius Fire & EMS Agencies in Crisis workbook, dated July 13, 2026.
- Minoa Fire & EMS Agencies in Crisis workbook, dated June 2026.
- Kirkville Fire workbook, reviewed July 2026.
- Muni – Town of Manlius FIRE AND EMS REPORT – 2023–2026 (2026 partial).
- Town of Manlius Fire & EMS Consolidation Planning Brief, July 2026.
- Management & Operations Study of Fire Rescue Departments & EMS Resources and Administration, March 31, 2011, prepared by RFG Fire Rescue Consulting; used only as a historical baseline.
- New York Town Law Article 11-A: <https://www.nysenate.gov/legislation/laws/TWN>.
- New York State Office of the State Comptroller, Opinion 90-27: <https://www.osc.ny.gov/legal-opinions/opinion-90-27>.
- Onondaga County, 2026 Rate Book, pp. 5 and 31: https://onondaga.gov/rpts/wp-content/uploads/sites/204/2026/02/2026_RateBook.pdf.

Document Status

Draft for committee and stakeholder review. All facts, calculations, legal procedures, labor assumptions, tax impacts, asset treatments, and implementation dates remain subject to validation and formal action by the authorized public bodies.