



# **Town of Ticonderoga Ambulance District Map, Plan and Report for Creation of a District**

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Prepared for  
Town of Ticonderoga

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# Summary

## Background and Supporting Information

To create a long-term, sustainable funding source that helps meet the demand for quality EMS services, the Town of Ticonderoga is considering the creation of a dedicated Ambulance District. NYS Town Law Article 12-A allows the Town Board of any Town to establish an improvement district, including an ambulance district, and to levy a dedicated property tax to support the specific district.

Ticonderoga is considering the creation of a district because the existing emergency medical services (EMS), provided primarily by Ticonderoga Emergency Squad, Inc. (TiEMS), has had to change how it operates to meet the shifting environment in EMS.

TiEMS currently has a mix of volunteers and paid contract staff employees who work together to ensure that an ambulance is available 24 hours a day. The core staffing provides the 336 hours required to have a crew of two available at all times through two separate contract staff arrangements.

TiEMS has seen its demand for service increase in recent years and it now responds to about 2.5 calls per day. 82 percent of the calls are in the Town of Ticonderoga with the remainder being calls to neighboring communities. Moses-Luddington Hospital in Ticonderoga is the destination of 82% of the transports. People age 60+ utilize the ambulance at a much higher rate than the rest of the population.

TiEMS has an operating budget of \$594,370 in 2024. The largest expenditure is personnel at 63%. Other large expenditures are for the mortgage (7%) and to support billing (7%). The largest source of revenue is billing at 60%. Support from the towns it serves accounts for 25% and donations for another 10%. TiEMS adopted a deficit budget in 2024 and planned to use about \$94,000 in its fund balance to ensure staffing and operations, but this is not sustainable.

## Ambulance District Explanation

To create a long-term, sustainable funding source that helps meet the demand for quality EMS services, the Town of Ticonderoga proposes to adopt a dedicated Ambulance District. NYS Town Law Article 12-a<sup>1</sup> Establishment of Improvement District, allows the Town Board of a town to adopt a resolution establishing an improvement district, including an ambulance district, subject to permissive referendum and to levy a dedicated property tax to support the specific district.

The establishment of an Ambulance District in the Town of Ticonderoga will:

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<sup>1</sup> NYS Town Law Article 12-A ( <https://www.nysenate.gov/legislation/laws/TWN/A12-A>)

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- Permit the Town of Ticonderoga to assess a specific tax for the provision of ambulance service applied against all taxable properties in the town to supplement the funds needed to provide high-quality ambulance service 24/7, 365 days per year.
  - Continue to allow a fee-for-service charge for ambulance service to offset taxes and help keep local taxes under the NYS property tax cap.
  - Establish a separate line-item entry on district property owners' tax bills itemizing the exact amount of owners' local taxes being utilized for supplementing the provision of emergency medical and ambulance services.
  - Create a steady, tax-based income stream that the Town can use to support a contract with an EMS organization to help ensure the ambulance service is able to meet community expectations of performance and lead to a long term mutually beneficial relationship between the Town and EMS agency.

The Ticonderoga Town Board will govern the Ambulance District. Governance of the Ambulance District will consist of establishing the plan for the operations of the district such as contracting for service or purchasing items to support the service, determining the amount of tax to be raised for the district and performing oversight of the expenditure of those funds.

Services will include emergency medical service and ambulance service within the boundaries of the Town of Ticonderoga. The Town Board is considering \$400,000 for the amount to be raised by the Ambulance District. The amount to be raised is based on the scenario of continuing the existing relationship with the community-based non-profit ambulance service TiEMS, although the Town could choose another appropriate vendor.

The 2025 Assessment Roll for the Town of Ticonderoga indicates that the taxable assessed value for the proposed Ambulance District is \$815,416,888. This includes all the properties in the Town that are subject to property tax for special districts. There are 3,232 taxable parcels in the proposed ambulance district. The estimated cost to be expended by ambulance district tax funds in the first year of operations is estimated to be \$400,000. The projected tax rate is forecast to be \$0.4905 per thousand dollars. The annual district tax for common property values are listed below:

- \$150,000 property would cost \$74
- \$175,000 property would cost \$86
- \$250,000 property would cost \$123

Next steps by the Town for the creation of a district include a public hearing by the Town to present the plan for public information and discussion followed by Town Board adoption of a resolution approving the map/plan/report and district formation or a public referendum to approve the district.

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## Introduction

The focus of this project is to develop an ambulance district in the Town of Ticonderoga under Article 12-a of Town Law of the State of New York to develop dedicated funding to support emergency medical service (EMS) in the Town.

The intent is to identify a path to establishing long-term stable and cost-effective EMS services for the public including the development of a Special Ambulance District. The creation of a special ambulance district is not tied to any one EMS agency; rather, it establishes a dedicated source of funding for the provision of emergency medical services inside the district. However, for the purposes of developing this map, plan and report (MPR), we have used information from Ticonderoga Emergency Squad (TiEMS) including the call for services information, their operating budget and the overall financial information. TiEMS was chosen to serve as the example for the MPR because they have been providing the service for the last eighty years and are the primary responder to EMS calls in the Town. Lamoille Ambulance Service and Essex County EMS are both authorized by New York State to provide ambulance and advanced life support services to the Town, but TiEMS is the primary agency that is dispatched to 911 calls.

To create a long-term, sustainable funding source that helps meet the demand for quality EMS services, the Town of Ticonderoga is considering the creation of a dedicated Ambulance District. NYS Town Law Article 12-a<sup>2</sup> Establishment of Improvement District, allows the Town Board of any Town to establish an improvement district, including an ambulance district, and to levy a dedicated property tax to support the specific district.

However, if it chooses to create an ambulance district, the Town Board will be responsible for the governance of the district including selecting an ambulance service provider, overseeing the ambulance service performance, establishing the amount of revenue to be raised and ensuring that funds are spent properly.

## Emergency Medical Services Background

The modern EMS system has existed for about fifty years and has been undergoing substantial change in the last decade significantly impacting the operating climate in which TiEMS and other EMS agencies are working.

Across New York State and the rest of the country, EMS agencies are struggling to meet the needs of the community. Recent studies have indicated that recruitment and retention of EMS

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<sup>2</sup> [NYS Town Law Article 12-A \( https://www.nysenate.gov/legislation/laws/TWN/A12-A\)](https://www.nysenate.gov/legislation/laws/TWN/A12-A)

providers, both paid and volunteer, is difficult everywhere. A study published by the New York State Department of Health in 2019<sup>3</sup> stated:

*“A substantial number of EMS agencies report an impaired ability to respond to calls for assistance due to shortages of certified EMTs and paramedics. This is true for agencies that utilize volunteer responders and those that use paid responders. A majority of survey respondents had an unfavorable outlook on their agency’s ability to recruit the workforce necessary to adequately serve their community in the future.”*

Other findings from that report include:

- Fifty-nine percent of rural volunteer responders reported their ability for timely EMS responses in their community was moderately or severely impaired by certified volunteer staff shortages.
- Sixty-eight percent of rural agencies using only paid responders reported that the shortage in the number of qualified paramedics diminished their ability to cover their calls or scheduled shifts. Similarly, 46% reported that the shortage of qualified EMTs diminished their ability to cover their calls or scheduled shifts.
- Fifty-nine percent of agencies utilizing only paid responders reported an increase of 11% or more in the number of paid overtime hours in the last two years to compensate for responder shortages.
- Sixty-eight percent of rural respondents had an unfavorable outlook on the future of responder recruitment.

Between 2017 and 2022, the number of Emergency Medical Technicians in New York declined 27%.

New York State is not alone in these struggles. The National EMS Advisory Council has identified rural and volunteer EMS recruitment and retention as a serious issue that is impacting care for 57 million people.<sup>4</sup> A national survey on volunteerism indicates that while the number of people volunteering has remained relatively steady over the last 20 years, the amount of time volunteered is declining<sup>5</sup>. The longitudinal studies that evaluate general

<sup>3</sup> New York State Emergency Medical Services Council (SEMSCO), *EMS Workforce Shortage in NYS: Where are the Emergency Responders?*, December, 2019. <https://ubmdems.com/wp-content/uploads/2020/01/Download-2019-NYS-EMS-Workforce-Report.pdf>

<sup>4</sup> National EMS Advisory Council, *Rural and Volunteer EMS Recruitment and Retention*. 2020. [https://www.ems.gov/assets/Rural & Volunteer EMS Recruitment & Retention Jan 2020.pdf](https://www.ems.gov/assets/Rural_%20and%20Volunteer%20EMS%20Recruitment%20and%20Retention%20Jan%202020.pdf)

<sup>5</sup> AmeriCorps. *Key Findings from the 2019 Current Population Survey: Civic Engagement and Volunteering Supplement*. [https://www.americorps.gov/sites/default/files/document/2019%20CPS%20CEV%20findings%20report%20CL EAN\\_10Dec2021\\_508.pdf](https://www.americorps.gov/sites/default/files/document/2019%20CPS%20CEV%20findings%20report%20CL EAN_10Dec2021_508.pdf)

volunteer trends do not yet include the impact of COVID-19, but anecdotes indicate the volunteers are less likely to want to leave their homes and interact with the public.

Finally, EMS agencies that bill for services are struggling to balance their budgets as a result of limited growth in Medicare and Medicaid payments that do not cover the full cost of services, burdensome requirements from commercial insurance, and costs rising faster than the high cost of inflation. Communities and agencies are being pushed to have conversations about how to support essential emergency medical services in a sustainable manner for the long-term.

## Ticonderoga Emergency Medical Services

Founded in 1941, the Ticonderoga Emergency Squad INC. (TiEMS) is a not-for-profit organization that provides emergent medical care to the towns of Ticonderoga, Putnam, and Crown Point, as well as aiding other ambulance services in Hague, Schroon Lake, Moriah and occasionally in the Whitehall area. Historically, TiEMS relied on volunteers and donations from the community to provide these vital services, but over the last decade, has had to shift to billing for services and utilizing paid staff to ensure that an ambulance is available. TiEMS also has entered into agreements with two of the municipalities they serve to provide tax funding to help ensure the service is available.

### Staffing

TiEMS currently has a mix of volunteers and paid contract staff employees who work together to ensure that an ambulance is available 24 hours a day. In total, there are 27 individuals who have a role in operating the ambulances for the agency. Some individuals are both volunteers and serve as contract staff from Keena Staffing Services or Essex County. The positions are presented in the table below.

The core staffing is provided by paid personnel. Each week, 160 hours of paid staff are provided by Essex County and 176 hours are provided by Keena. TiEMS pays for these services monthly. The core staffing provides the 336 hours required to have a crew of two available at all times. Volunteers provide supplemental staffing and also work to answer second calls in the district.

Type	Volunteer	Contract- Keena	Contract – Essex County
Non- Certified EMS	3	3 PT	
Emergency Medical Technicians (EMTs)	12	2 FT, 3 PT	4 FT
Advanced EMT- Critical Care	3	2 PT	

Type	Volunteer	Contract- Keena	Contract – Essex County
Paramedic	1	1 PT	
Line Officers (Counted as EMTs elsewhere)	Captain and Assistant Captain		

Operationally, the agency is led by an operations manager (captain) and assistant operations manager (assistant captain), who are counted among the certified provider ranks above. The agency has a seven-member volunteer board of directors that includes both active volunteers and community members. There are representatives from the Towns of Ticonderoga Putnam, and Crown Point that participate on the board.

The Essex County EMTs are paid \$24.75 an hour for their work at TiEMS. Those EMTs are screened, hired and assigned their work by Essex County through an agreement with TiEMS. Essex County EMTs receive a full portfolio of benefits from the County at no charge to TiEMS, although there is the possibility that agencies may need to pick up the cost of benefits in the future when the New York State grant currently covering these benefit costs expires. The need to pay the higher hourly costs may occur as early as 2025.

The Keena staff are hired by Keena Staffing Services based on selection criteria from TiEMS. They are scheduled at the request of TiEMS. Keena employees are paid as follows: \$19/hr for EMTs, \$21.35 for AEMT, \$22.35 for AEMT-CC, and \$22.35 for paramedics. These employees do not receive benefits. TiEMS pays Keena the hourly rates plus a payroll processing fee.

## Ambulances and Equipment

TiEMS operates two ambulances. Ambulance 4491 is a Type III modular ambulance with a Ford F450 chassis. This vehicle was manufactured in 2015 and has 36,656 miles on it. Ambulance 4492 is a Type I modular ambulance with a Ford F550 four-wheel drive chassis. This vehicle was manufactured in 2018 and has 43,252 miles on it.

The agency is certified to provide advanced life support (ALS) care up to the paramedic level and is certified through the Mountain Lakes Regional EMS Council. They have two full sets of advanced life support equipment including Zoll X Series monitors. The ambulances are both equipped with Lucas automatic compression devices and Stryker Power Pro XT automatic lifting stretchers with a power load system. With all equipment, the total value of each ambulance exceeds \$300,000.

## Station

TiEMS operates out of a single 4,100-square-foot station on Champlain Avenue. It has two drive through ambulance bays. The station was completed in 2012. It has space for a crew of

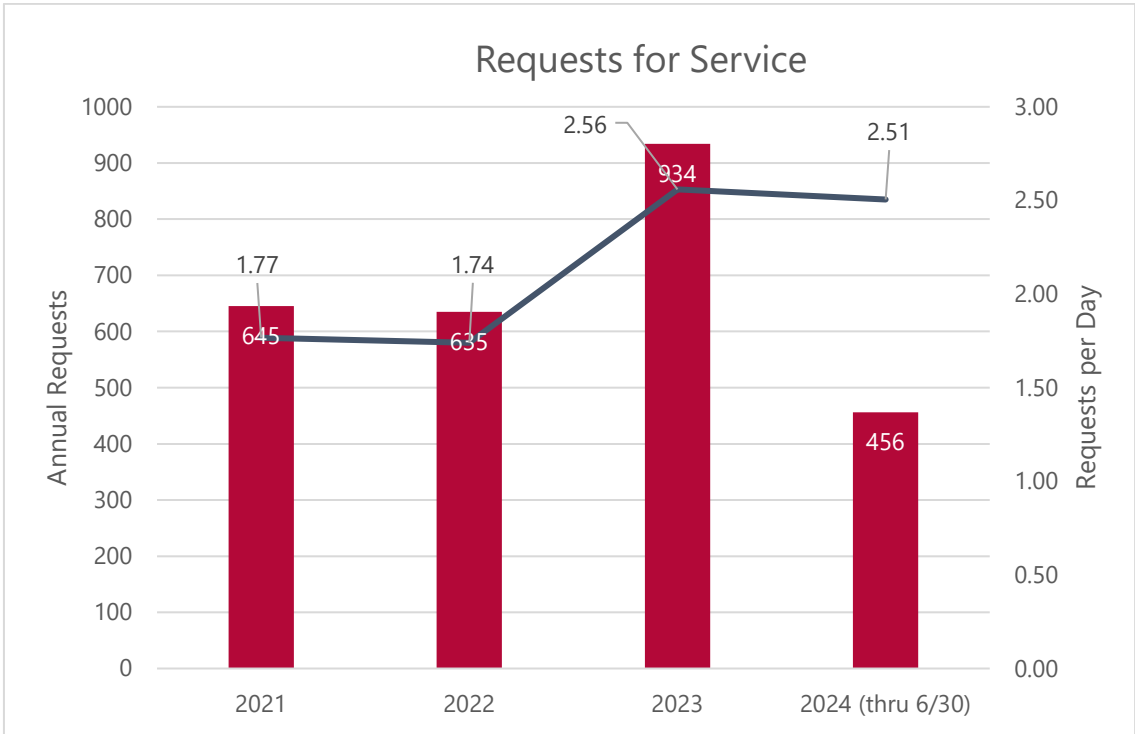


two to spend the night. It has a propane generator and a security system. The station has space for training and is used to host regional EMS education.

The station was completed with a mix of donations and a 30-year mortgage. The annual cost of the mortgage is about \$41,000.

### Call Volume

TiEMS has seen increased responses at least over the last three full years. 2024 is on pace to be similar to last year when one considers that summers are typically the busiest time of year. This increase in responses is based on the expansion of its territory as it added Crown Point and the increase in the number of hours per day that the ambulance has paid staff to 24 hours.

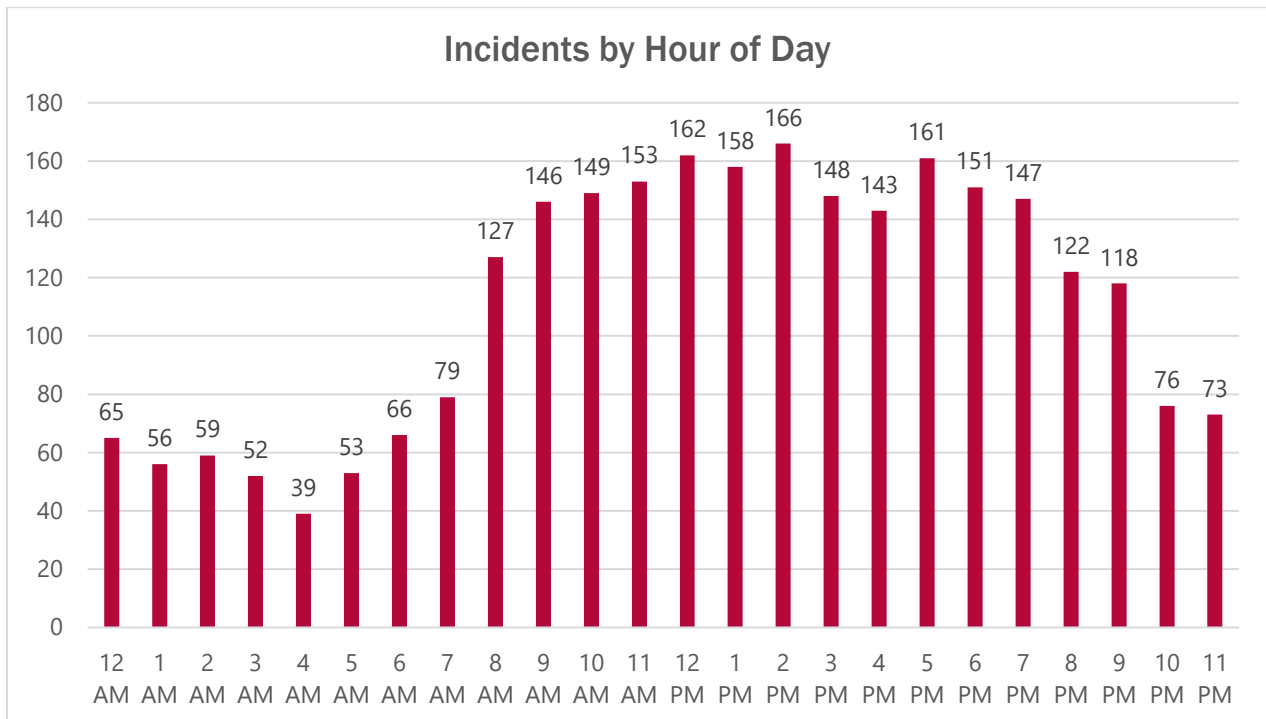


Monthly Response Volume	2021	2022	2023	2024	Total
Jan	40	50	67	87	244
Feb	53	59	62	79	253
Mar	63	57	67	65	252
Apr	66	46	68	73	253
May	48	58	79	70	255
Jun	58	52	76	82	268

Monthly Response Volume	2021	2022	2023	2024	Total
Jul	61	62	81		204
Aug	55	57	91		203
Sep	51	56	102		209
Oct	53	48	83		184
Nov	48	40	74		162
Dec	48	50	84		182
<b>Total</b>	<b>644</b>	<b>635</b>	<b>934</b>	<b>456</b>	<b>2669</b>

### Incidents by Hour of Day

The chart below shows when incidents occur during the day from 2021 through June 2024. Most incidents take place between 8am and 9pm. This type of call distribution is common for EMS agencies. There was an average of 111 calls in any hour. The busiest hours had rates 50% above the average. These are also the hours when volunteers are least likely to be available because they often have other employment.



## Incidents by Locations

The table below show where incidents occurred from 2021 through June 2024. A vast majority of incidents, 82%, occur within the Town of Ticonderoga.

Locations	Count of Incidents by Location	Percent of Total Incidents
Ticonderoga	2198	82%
Crown Point	266	10%
Putnam Station	129	5%
Schroon Lake	26	1%
Hague	11	0.4%
Whitehall	9	0.3%
Other Locations (have less than five incidents each)	30	1%
<b>Grand Total</b>	<b>2669</b>	<b>100%</b>

## Chief Complaints

The table below shows incidents by chief complaint from 2021 through June 2024. The top 3 complaints are Sick Person, Abdominal Pain/Problems and Falls making up 46% of incidents combined.

Chief Complaint	Count of Incidents by Chief Complaint	Percent of Total Incidents
Sick Person	475	18%
Abdominal Pain/Problems	401	15%
Falls	358	13%
Breathing Problem	226	8%
Medical Alarm	196	7%
Chest Pain (Non-Traumatic)	129	5%
Unconscious/Fainting/Near-Fainting	126	5%
Other (less than 20 per complaint)	98	4%
Back Pain (Non-Traumatic)	72	3%
Convulsions/Seizure	86	3%
Diabetic Problem	72	3%
Hemorrhage/Laceration	73	3%
Overdose/Poisoning/Ingestion	62	2%
Stroke/CVA	52	2%
Traumatic Injury	46	2%

Chief Complaint	Count of Incidents by Chief Complaint	Percent of Total Incidents
Well Person Check	42	2%
Cardiac Arrest/Death	27	1%
Fire	25	1%
Psychiatric Problem/Abnormal Behavior/Suicide Attempt	26	1%
Standby	39	1%
Unknown Problem/Person Down	38	1%
<b>Grand Total</b>	<b>2669</b>	<b>100%</b>

### Response Time Table

The table below shows the average and 90<sup>th</sup> percentile response times for incidents occurring January 2021 through June 2024 in the Town of Ticonderoga only.

Disposition	Average of Response Time (Rounded to nearest minute)	Response Time 90 <sup>th</sup> Percentile <sup>6</sup> (Rounded to Nearest minute)
Assist, Agency	9	12
Assist, EMS Unit	27	41
Assist, Public	8	10
Cancelled on Scene (No Patient Contact)	8	11
Cancelled on Scene (No Patient Found)	8	13
Patient Dead at Scene-No Resuscitation Attempted (Without Transport)	8	10
Patient Dead at Scene-Resuscitation Attempted (Without Transport)	9	16
Refused Evaluation/Care (Without Transport)	9	16
Standby-No Services or Support Provided	14	17
Treated, Released (per protocol)	20	17
Treated, Transfer Care to another EMS Unit	39	40
Treated, Transported by this EMS Unit	11	18
<b>Grand Total</b>	<b>11</b>	<b>17</b>

<sup>6</sup> 90<sup>th</sup> percentile indicates that 90 percent of calls had an interval shorter than the time reported.

## Time on Task

The table below shows the average and 90<sup>th</sup> percentile time on task for incidents occurring January 2021 through June 2024 in the Town of Ticonderoga only.

Disposition	Average of Time on Task (Rounded to the nearest minute)	Time on Task 90th percentile (Rounded to the nearest minute)
Assist, Agency	34	41
Assist, EMS Unit	70	82
Assist, Public	24	30
Cancelled on Scene (No Patient Contact)	15	28
Cancelled on Scene (No Patient Found)	14	22
Patient Dead at Scene-No Resuscitation Attempted (Without Transport)	20	22
Patient Dead at Scene-Resuscitation Attempted (Without Transport)	73	80
Refused Evaluation/Care (Without Transport)	34	47
Standby-No Services or Support Provided	107	200
Treated, Released (per protocol)	49	70
Treated, Transfer Care to another EMS Unit	124	201
Treated, Transported by this EMS Unit	69	157
<b>Grand Total</b>	<b>61</b>	<b>120</b>

## Transport Destinations

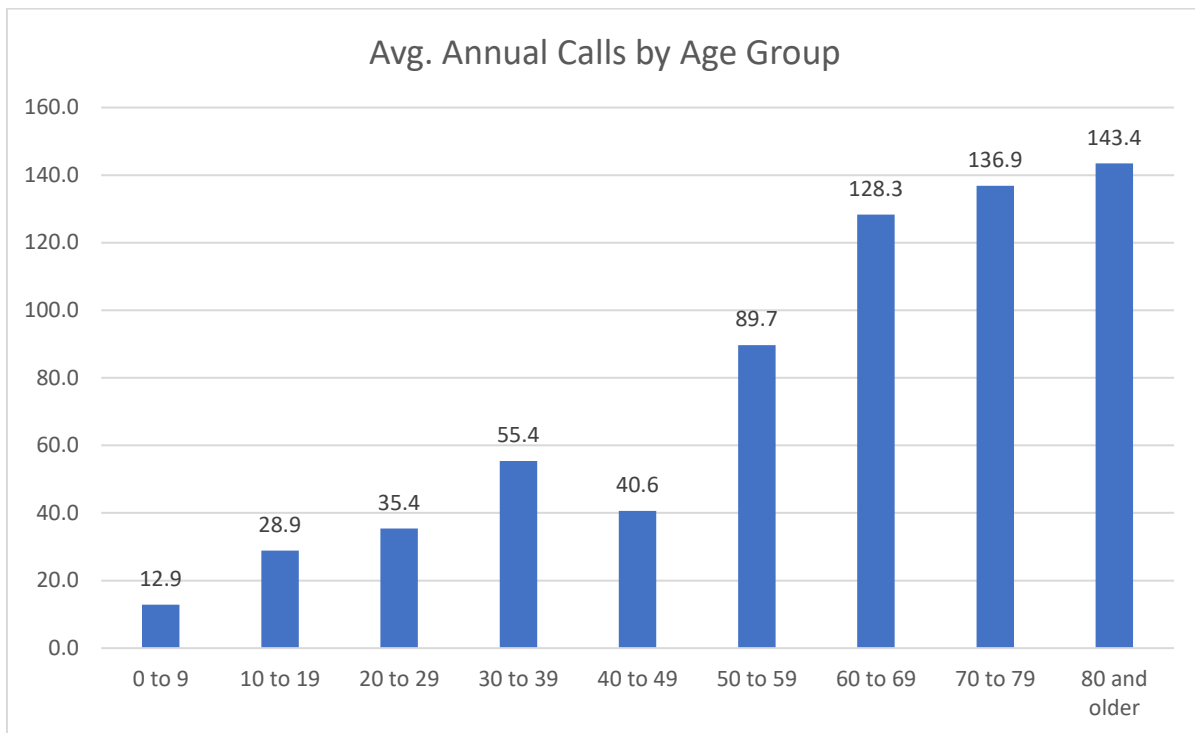
TiEMS transported 1,942 patients to a variety of destinations including to transfer care to a helicopter ambulance and to a patient's home. By far, Moses-Luddington Hospital was the destination for the greatest share of patients with 82% choosing that hospital during the sample period. One substantial benefit of transporting to the local hospital is that the ambulance crews are able to have a shorter time on task and be available more quickly than when they transport a greater distance.

Destination	Number	Share
Moses-Ludington Hospital (Ticonderoga)	1593	82%
Glens Falls Hospital	125	6%

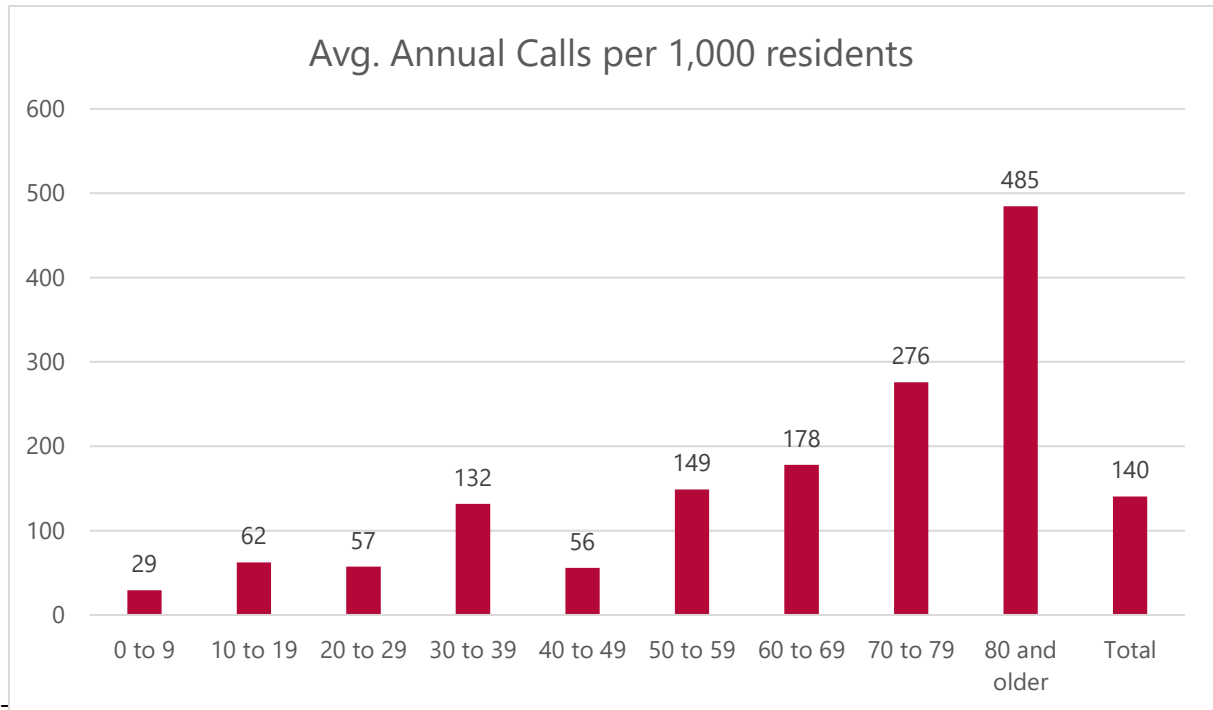
Destination	Number	Share
Elizabethtown Community Hospital	46	2%
Porter Medical Center (Middlebury)	38	2%
University of Vermont Medical Center (Burlington)	55	3%
AirMethods LifeNet of New York, Ticonderoga Base	36	2%
Champlain Valley Physicians Hospital Medical Center (Plattsburgh)	27	1%
Other	22	1%
<b>Total</b>	<b>1942</b>	<b>100%</b>

### Incidents by Age

The chart below shows the average annual incidents by the patient's age. The over 80 age range had the most incidents followed by the 70 to 79 and 60 to 69 age ranges.



When looking at the number of calls per 1,000 residents, the Town of Ticonderoga has averaged 140 over the last 3.5 years. As shown in the chart below, the 80 and up age range has nearly 3.5 times the number of calls by population as the average while those under the age of 10 had one fifth the number of calls.



## Financial Situation

### Adopted 2023 & 2024 Budgets

The last two years of budget information are most relevant to the conversation of an ambulance district because these are the years that best reflect current staffing levels.

By far, staffing is the largest cost in the TiEMS budget. Nearly 2/3rds of the agency's expenses are for staff. The salaries line jumped 10% between 2023 and 2024. The next highest expense categories are the mortgage for the base and the fees related to billing services.

TIEMS EXPENSES	2023 ADOPTED	2024 ADOPTED	Percent of 2024 Budget
Salaries (Payroll)	342,000	376,000	63%
Payroll Processing Fee	4,080	4,200	1%
Mortgage P & I	43,594	41,002	7%
Ambulance R & M	4,500	4,500	1%
Building Supplies & Repairs	4,000	4,000	1%
Collection EMR(billing services)	40,224	41,224	7%
Electricity	4,290	4,290	1%
Equipment Repair/ Maintenance	14,400	14,400	2%
First Aid Supplies	17,804	17,800	3%
Fuel Oil	4,000	4,000	1%

TIEMS EXPENSES	2023 ADOPTED	2024 ADOPTED	Percent of 2024 Budget
Gas & Oil	8,500	8,500	1%
Insurance	29,305	30,000	5%
Legal & Accounting	8,575	10,000	2%
Vehicle Loan	12,504	12,504	2%
Misc. Expense	4,200	5,000	1%
Postage	1,200	800	0%
Sewer & Water Fees	1,200	1,200	0%
Telephone & Internet	1,725	1,725	0%
Training Expense	2,500	2,000	0%
Trash Removal	625	625	0%
Office Supplies	500	800	0%
Travel			0%
Uniforms	1,500	1,500	0%
Bank fees			0%
Physicals & Vaccinations	300	300	0%
Fund Raising Expense	1,200	1,500	0%
Equipment Purchases	4,200	3,000	1%
Scholarships	500	500	0%
Advertising	200	200	0%
Dues	300	300	0%
Shared Services	1,800	2,500	0%
Contingency 2%			
<b>TOTAL EXPENSES</b>	<b>550,222</b>	<b>594,370</b>	

TiEMS's largest source of income is from patient billing. The 2024 budget calls for about \$300,000 in billing revenue, which is about 60% of the total expected income. The next largest source of income is the combined support from the Towns of Ticonderoga, Putnam and Crown Point which is anticipated to provide about 25% of the total income. Donations in 2024 are forecast to bring in about 10% of the budget. This is a sizable jump from recent years that is partially attributable to TiEMS providing care at a high-profile medical emergency this year leading to community donations. However, TiEMS is still anticipating a deficit of close to \$95,000 or roughly 16% of its total expenditures that will need to be covered by its dwindling fund balance.

TIEMS INCOME	2023 ADOPTED	2024 ADOPTED	Percent
Donations:	21,350	50,000	10%
Total Contracts:			
Town of Ticonderoga	120,000	70,000	14%



TIEMS INCOME	2023 ADOPTED	2024 ADOPTED	Percent
Town of Putnam	10,500	15,500	3%
Town of Crown Point	25,000	40,000	8%
Billings	225,000	300,000	60%
Fundraising	9,500	15,500	3%
Grants:			0%
Memorials:	1000	1,000	0%
Raffle	1500	7,400	1%
Miscellaneous Income			
Interest Income:			
<b>TOTAL INCOME</b>	<b>413,850</b>	<b>499,400</b>	
<b>NET INCOME</b>	<b>(136,372)</b>	<b>(94,970)</b>	

## Multi-year analysis

Using the IRS 990 Forms for 2019 through 2022, and the two most recent adopted budgets, we have been able to develop a six-year trend analysis for TIEMS' finances. During this time, billing income has increased due to the agency completing more transports as they have increased their staff. There has also been an increase in municipal funding as agency leadership has made a concerted effort to lobby for the funding needed to help balance the budget. Expenses have also increased substantially as TIEMS increased the number of hours for its paid staff to improve coverage. As a result of the imbalance in its budget, TIEMS has been working through the fund balance that it had previously developed when there were more volunteer staff available.

TIEMS	2019	2020	2021	2022	2023 Adopted	2024 Adopted
Billing Income	122,490	188,070	307,957	228,218	225,000	300,000
Contributions / Grants	65,896	50,619	90,866	26,040	33,350	73,900
Municipal Funding			41,655	70,000	155,500	125,500
Other Income						
Investment Income	723	80	66	48		
<b>Total Income</b>	<b>189,109</b>	<b>238,769</b>	<b>440,544</b>	<b>324,306</b>	<b>413,850</b>	<b>499,400</b>
<b>Total Expenses</b>	<b>99,838</b>	<b>207,661</b>	<b>436,238</b>	<b>427,802</b>	<b>559,727</b>	<b>594,370</b>
<b>Surplus / Deficit</b>	<b>89,271</b>	<b>31,108</b>	<b>4,306</b>	<b>(103,496)</b>	<b>(136,372)</b>	<b>(94,970)</b>
<b>Total Cash / Investments</b>	<b>231,302</b>	<b>225,681</b>	<b>218,733</b>	<b>68,484</b>		

Source: 2019-2022 990 Forms and 2023 -24 adopted budgets provided by TIEMS

## Billing Revenue

Like most ambulance services, TiEMS is heavily dependent on revenue from billing for transports to support its operation. Nearly all insurance providers only pay for transports to the hospital. TiEMS is dispatched to about 800 calls annually and the share of calls that result in a transport is about 70%. This share is similar to other emergency ambulance services. TiEMS' call volume and billing income has increased with a general increase in call volume and an expansion of its service territory to the Town of Crown Point.

Using data from 2023, TiEMS was dispatched to 985 calls and was able to respond to 934. TiEMS transported 666 calls. Billing data indicates that 698 patients were billed during the year, which includes a few non-transports – typically motor vehicle crashes or patients that were treated on scene, but ultimately not transported to the hospital.

The average payment was \$561, but it ranged greatly as seen in the table below. Payment is typically determined by the insurance company and does not typically cover the full cost of services. Ambulance providers must accept insurance reimbursement rates; they are not permitted to seek the difference between the amount paid by the insurance companies and the amount that the ambulance provider charges. Medicare and Medicaid, which have particularly low reimbursement rates, were the top two payors of claims in 2023, accounting for 81% of claims. Medicare accounted for 59% of claims and 62% of revenue. Commercial (private) insurance accounted for 13% of claims and 27% of revenue.

Primary Payor	Count	Payments	Average Payment	Claims	Revenue
Commercial Insurance	92	\$103,965.59	\$1,130.06	13%	27%
Medicaid FFS	146	\$34,499.89	\$236.30	21%	9%
Medicare Advantage	219	\$123,054.75	\$561.89	31%	31%
Medicare FFS	197	\$119,503.26	\$606.62	28%	31%
Patient Self-Pay	31	\$2,220.48	\$71.63	4%	1%
TRICARE	5	\$508.80	\$101.76	1%	0%
Veteran's Health Administration	5	\$4,058.15	\$811.63	1%	1%
Workers' Compensation	3	\$3,545.60	\$1,181.87	0%	1%
<b>Grand Total</b>	<b>698</b>	<b>\$391,356.52</b>	<b>\$560.68</b>		

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The revenue in 2023 was about \$166,000 higher than budgeted. This can be partially attributed to the greater call volume in Ticonderoga than prior years plus the addition of Crown Point. The agency had planned for a deficit budget of about \$137,000.

## Lamoille Ambulance Service

Lamoille Ambulance Service is a private, for-profit ambulance service that has an operating certificate for all of Essex County and the City of Plattsburgh in Clinton County. It has been in operation for more than 25 years in the area including an operation in Vermont. Its sole base of operations in New York is in Ticonderoga.

Lamoille provides interfacility transport, advanced life support response and backup ambulance service. Lamoille typically has an advanced life support ambulance on duty at all times. There are three ambulance vehicles stationed in Ticonderoga and the agency will staff additional vehicles when there are long-distance transports. Lamoille has about 15 New York-based employees that are a mix of full and part-time. Three are paramedics and two are advanced EMT-Critical Care.

The ambulances stationed in Ticonderoga handle an average of three calls per day and they are a mix of interfacility and emergency dispatches. Data from the Essex County 911 center indicates that Lamoille has been dispatched to 73 incidents in 2024 from January 1 through the end of May. Lamoille does not have any primary 911 contracts and it receives all of its revenue from billing for services. As an organization that serves a large geographic area and provides both non-emergency and emergency response services, the financial information available from Lamoille is not comparable to an operation focused on emergency calls in Ticonderoga. However, if the Town solicits an RFP, it would likely see a response from Lamoille.

## Ambulance District Explanation

The provision of emergency medical services including ensuring the response of a properly equipped ambulance with highly trained personnel is essential to a community's quality of life. In the past, Ticonderoga has benefitted from decades of dedicated service from volunteers and generous donations to support their operations. However, like many ambulance services, TiEMS has found that to ensure that it has appropriate staff and equipment 24 hours a day, it has had to move to utilizing paid staff, billing for its services, and seeking municipal funding, including support from the Town of Ticonderoga.

To create a long-term, sustainable funding source that helps meet the demand for quality EMS services, the Town of Ticonderoga proposes to adopt a dedicated Ambulance District. NYS Town Law Article 12-a<sup>7</sup> Establishment of Improvement District, allows the Town Board of a town to adopt a resolution establishing an improvement district, including an ambulance district, subject to permissive referendum, and to levy a dedicated property tax to support the specific district.

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<sup>7</sup> [NYS Town Law Article 12-A \( https://www.nysenate.gov/legislation/laws/TWN/A12-A\)](https://www.nysenate.gov/legislation/laws/TWN/A12-A)

The establishment of an Ambulance District in the Town of Ticonderoga will:

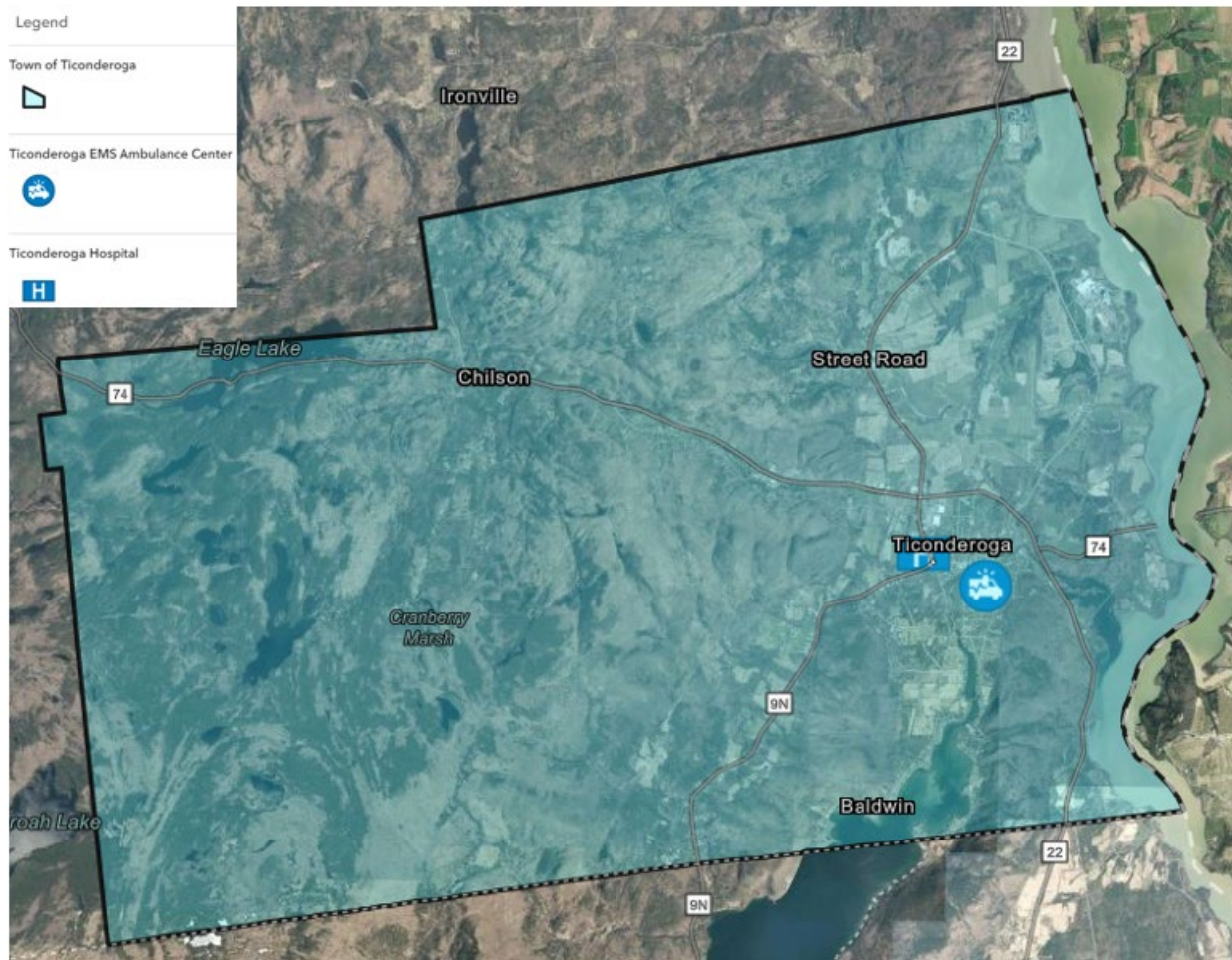
- Permit the Town of Ticonderoga to assess a specific tax for the provision of ambulance service applied against all taxable properties in the town to supplement the funds needed to provide high-quality ambulance service 24/7, 365 days per year.
- Continue to allow a fee-for-service charge for ambulance service to offset taxes and help keep local taxes under the NYS property tax cap.
- Establish a separate line-item entry on district property owners' tax bills itemizing the exact amount of owners' local taxes being utilized for supplementing the provision of emergency medical and ambulance services.
- Create a steady, tax-based income stream that the Town can use to support a contract with an EMS organization to help ensure the ambulance service is able to meet community expectations of performance and lead to a long term mutually beneficial relationship between the Town and EMS agency.

## **Governance & Structure**

The Ticonderoga Town Board will govern the Ambulance District. Governance of the Ambulance District will consist of establishing the plan for the operations of the district such as contracting for service or purchasing items to support the service, determining the amount of tax to be raised for the district and performing oversight of the expenditure of those funds.

The Town of Ticonderoga Ambulance District, situated in the Town of Ticonderoga, Essex County, State of New York, will include all parcels within the municipal boundaries of the Town as shown on the map below entitled Town of Ticonderoga Ambulance District.

## Map of Proposed Town of Ticonderoga Ambulance District Boundaries



The Town intends to issue a Request for Proposals (RFP) from potential ambulance service providers and select the provider based on their criteria to provide the best overall service and value to the community. The ambulance district will contract with the selected independent ambulance service provider, pursuant to General Municipal Law 122-b and Town Law 198(10)(f) to provide 24/7/365 EMS coverage. A typical contract includes requirements for minimum services provided, performance metrics and reporting procedures. The term of this contract is typically subject to negotiation and cannot exceed five years.

The Town Board will have a responsibility to taxpayers to ensure that any ambulance service that is contracted with tax dollars operates efficiently and economically. Additionally, it is the opinion of the State Comptroller that ambulance services that receive tax funds must also manage their patient billing receipts as if it were public money, including making appropriate reports to the Town Board.

## Proposed Services

Services will include emergency medical service and ambulance service, to provide pre-hospital emergency medical treatment and transporting sick or injured persons found within the boundaries of the district and to provide adequate and safe transportation of residents/persons injured or ill, from place of residence or other locations within the boundaries of the Town of Ticonderoga where their illness or injury occurred to any nearby hospital or other emergency medical facility, as required under the circumstances in accordance with accepted state and local Emergency Medical Service protocols, practices and regulations.

Services to be provided include both Basic and Advanced Life Treatment and Transport which shall comply with regulations of the New York State Department of Health, Bureau of Emergency Medical Services.

## Proposed Operating Budget

For purposes of discussion of the plan, the Town Board is considering \$400,000 for the amount to be raised by the Ambulance District. The amount to be raised is based on the scenario of continuing the existing relationship with the community based non-profit ambulance service TiEMS, although the Town could choose another appropriate vendor. The budget below is based on the current budget of TiEMS, but is believed to be sufficient to fund other appropriately qualified agencies that might propose to provide the services. While based on the TiEMS budget, there are several key differences. First, the Billings revenue line is a projection based on the recent transport totals and the actual average revenue. Second, the salaries and benefits line is about 60 percent higher than TiEMS budget. This projection is based on moving all employees to Essex EMS and also the need to pay the full share of the employee's benefits beginning in 2025. Finally, this proposed budget includes \$50,000 for development of a reserve fund for ambulances and other capital needs.

Category	Explanation	
<b>Revenue</b>		
<b>Donations &amp; Fundraising</b>	\$50,000	Long term average of total fundraising
<b>Town of Ticonderoga</b>	TBD	
<b>Town of Putnam</b>	\$15,500	Agreement with town
<b>Town of Crown Point</b>	\$40,000	Agreement with town
<b>Billings</b>	\$365,000	650 Transports at \$560 average revenue
<b>Total Anticipated Revenue</b>	<b>\$470,500</b>	
<b>Expense</b>		
<b>Salaries and Benefits</b>	\$594,000	18,000 hours of payroll and benefits at \$33 an hour for 2 employees 24/7
<b>Payroll Fees</b>	\$4,200	Based on 2024 TiEMS Budget

Category		Explanation
Mortgage	\$41,000	Based on 2024 TiEMS Budget
Billing Services	\$45,000	Based on 2024 Budget with growth
Insurance	\$30,000	Based on 2024 TiEMS Budget
Vehicle Loan	\$12,500	Based on 2024 TiEMS Budget
Gas and Oil	\$8,500	Based on 2024 TiEMS Budget
Ambulance Repairs	\$4,500	Based on 2024 TiEMS Budget
Building Expenses	\$15,840	Based on 2024 TiEMS Budget
Equipment and Supplies	\$36,700	Based on 2024 TiEMS Budget
Training and Personnel Related	\$3,800	Based on 2024 TiEMS Budget
Legal and Accounting	\$10,000	Based on 2024 TiEMS Budget
Other	\$11,600	Based on 2024 TiEMS Budget
<b>Total Operating Expenses</b>	<b>\$817,640</b>	
Capital Reserve Funding	\$50,000	20% of replacement cost of ambulance
<b>Total Annual Funding Need</b>	<b>\$867,640</b>	
<b>Gap to be met by ambulance district</b>	<b>\$397,140</b>	

The funds raised do not all need to be spent on a contract for service, but could be used to establish an operating reserve for the benefit of the ambulance service, a facilities reserve to purchase capital items to be owned by the Town but operated by the service, or a reserve to fund specific items such as fuel.

## Proposed Cost to a Typical Property in the Town of Ticonderoga

The 2025 Assessment Roll for the Town of Ticonderoga indicates that the taxable assessed value for the proposed Ambulance District is \$815,416,888. This includes all the properties in the Town that are subject to property tax for special districts. There are 3,232 taxable parcels in the proposed ambulance district. The median taxable property value for the 2,048 residential parcels is \$175,850, while the average value of a residential parcel is \$249,155. The most frequent (mode) assessed value of a residential parcel is \$148,200. Thirteen residential parcels had that value. All parcels in Ticonderoga are considered to be assessed at full market value.

The estimated cost to be expended by ambulance district tax funds in the first year of operations is estimated to be \$400,000. The projected tax rate is forecast to be \$0.4905 per thousand dollars. The table below projects the cost of the ambulance district with the value of the home in the leftmost column and the potential costs of the ambulance district in the right column.

<b>Tax District Funds</b>	<b>\$400,000</b>
<b>Rate Per \$1,000 TAV</b>	<b>\$0.4905</b>
<b>Value of Home</b>	
<b>\$75,000</b>	<b>\$37</b>
<b>\$100,000</b>	<b>\$49</b>
<b>\$125,000</b>	<b>\$61</b>
<b>\$150,000</b>	<b>\$74</b>
<b>\$175,000</b>	<b>\$86</b>
<b>\$200,000</b>	<b>\$98</b>
<b>\$225,000</b>	<b>\$110</b>
<b>\$250,000</b>	<b>\$123</b>
<b>\$500,000</b>	<b>\$245</b>

### **Additional revenue**

As shown in the proposed operating budget, the tax levy will only partially fund the costs for emergency medical services. Additional revenue will be generated through third-party insurance billing and possible fundraising activities by the contracted ambulance agency to minimize the amount of municipal funding needed to provide EMS in the Town of Ticonderoga.

## **Ambulance District Adoption Process**

The process of forming a special improvement district includes several requirements identified in Town Law Section Article 12-a:

- A Town Board resolution authorizing the preparation of a map, plan and report to enable the Town Board to consider the establishment of an ambulance district (completed).
- The creation of a map, plan and report that enables the Town Board to consider the establishment of an ambulance district (this document).
- A public hearing by the Town to present the plan for public information and discussion.
- Town Board adoption of a resolution making findings under Town Law 194, subject to permissive referendum.

The goal is for the Ticonderoga Ambulance District to assume control and operation over the ambulance service by a contract made under General Municipal Law 122-b and Town Law 198 (10-t) commencing January 1, 2025. A general timeline of district adoption requirements is outlined below. While it is the intent to follow this proposed schedule as closely as possible, there exists the potential for variations in the proposed timeline of processes.

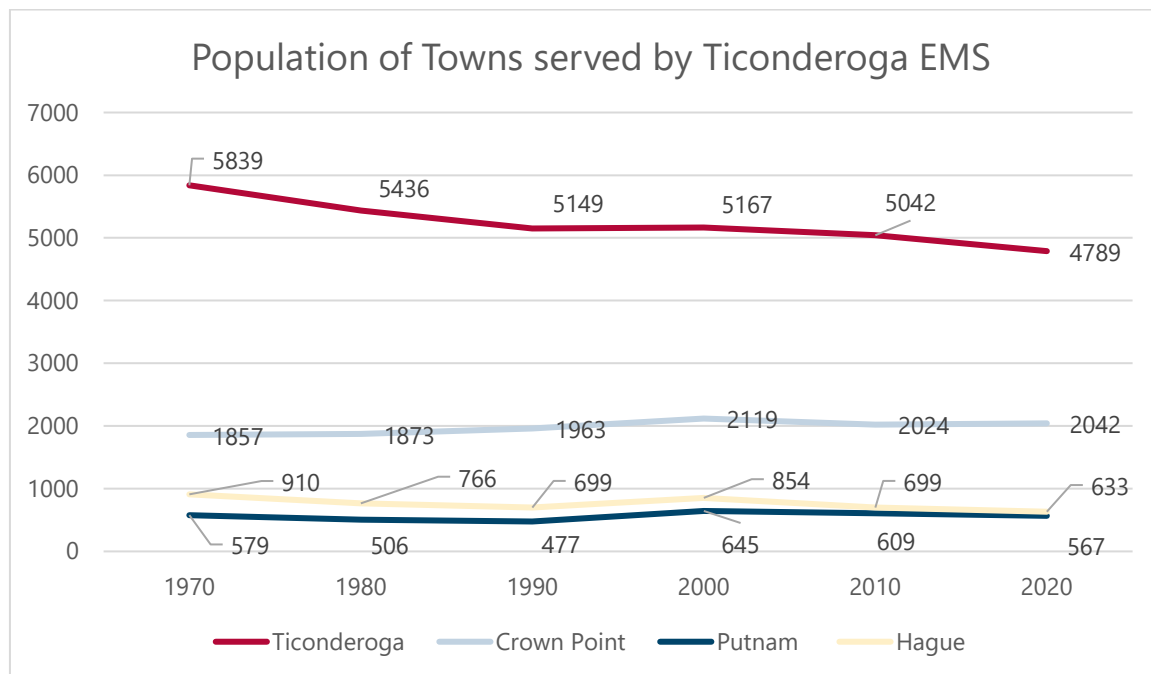


District Adoption Activity	Time Frame	Start Date	End Date
Map, Plan Report Development	30 Days	Completed	
File Map, Plan, Report in Town Clerk's Office	1 Day	August 28, 2024	
Town Resolution for Public Hearing	1 Day	August 28, 2024	
Public Hearing Resolution Published	1 Day	September 7, 2024	
Public Hearing Held	1 Day	September 19, 2024	
Town Board Findings Resolution [Town Law 194]	1 Day	September 19, 2024	
Town Permissive Referendum Waiting Period	30 days	October 19, 2024	
Issue RFP for EMS services	30 Days	November/December 2024	
Work with chosen EMS provider to incorporate District Budget onto Budget/Tax Rolls	30-60 Days		
Work with chose EMS provider on contract	30-60 Days		
Start providing services		1/1/2025	

## Appendix A: TiEMS Service Area Demographics

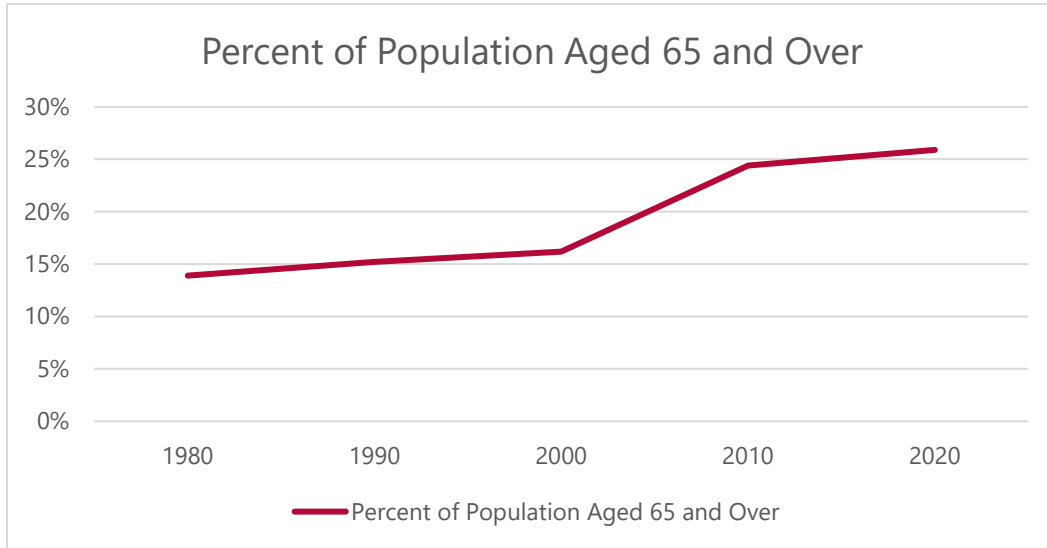
Founded in 1804, the Town of Ticonderoga is located in Essex County, NY. According to the 2020 Decennial Census, the town's population is 4,789. Over the last 50 years, the population of Ticonderoga has steadily declined from close to 6,000 residents in 1970. This represents an 18% decrease in population. From 2010 to 2020 alone, the Town of Ticonderoga has seen a 5% decrease in population. The Town of Ticonderoga population varies throughout the year as it attracts an influx of visitors in the summer and fall months. The Town supervisor estimates an additional 1,000 people spend the summer in the Town. The Town of Ticonderoga states that Fort Ticonderoga receives about 100,000 visitors annually.

Ticonderoga EMS not only covers the Town of Ticonderoga but also serves the Towns of Crown Point, Putnam and Hague. The populations of these Towns have remained about the same over the last 50 years.



According to the Census' 2022 American Community Survey (ACS) Ticonderoga is a homogenous community with 98% of the Town's population identifying as White. The remaining 2% percent of the population is divided among residents identifying as Hispanic and Two or More Races.

The median age of residents in the Town is 48.3 with 25% of the population falling into the 65 or older age range. Majority of the population, 58%, belonged to the 18-64 age range. Over the last 50 years, the percentage of the population over the age of 65 has increased as seen in the chart below.



The following table gives more information on the demographic characteristics of Ticonderoga and the other Towns that Ticonderoga EMS serves.

	Ticonderoga	Crown Point	Putnam	Hague
<b>Population (2020 Decennial Census)</b>	4,789	2,042	567	633
<b>% White</b>	98%	92%	95%	96%
<b>Median Age</b>	48.3	49.2	51.7	63.4
<b>% Over age of 65</b>	25%	26%	29%	45%
<b>Median Household Income</b>	\$65,383	\$71,571	\$82,250	\$83,750
<b>% Poverty</b>	14.6%	6.6%	11.3%	12.8%