Burning Mountains Fire Protection District,
Rifle Fire Protection District,
Glenwood Springs Rural Fire Protection District, and
the City of Glenwood Springs Fire Department
Colorado

Agency Evaluation and Cooperative Efforts Study

October 2011

Emergency Services Consulting International

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Burning Mountains and Rifle Fire Protection Districts,
Glenwood Springs Rural Fire Protection District,
and
the City of Glenwood Springs Fire Department, CO

Agency Evaluation and Cooperative Efforts Study

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Letter of Transmittal

October 19, 2011

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Enclosed please find the final report in response to your request to conduct an Agency Evaluation and Cooperative Efforts Study for Burning Mountains and Rifle Fire Protections Districts, Glenwood Springs Rural Fire Protection District, and the City of Glenwood Springs Fire Department. The associates of ESCI have appreciated the opportunity to work with the communities, the employees and staff of the city and districts in preparing this study.

We have presented this report in three major sections: evaluation of current conditions, future opportunities for cooperative efforts, and findings, recommendations, and plan of implementation. Contained within the processes for collaboration section are 42 individual strategies to consider. A number of appendices are also attached that will provide helpful information for the two agencies. Two are particularly noteworthy. Appendix B: Summary Table of Organizational Kudos summarizes the many positive attributes of the organizations. Appendix C: Summary Table of Recommended Actions (Current Conditions) provides items to consider as part of evaluating collaboration opportunities with and between the agencies.

It is our intent to meet and exceed your expectations and to be available to you after the project is complete. Should you have questions do not hesitate to contact me at our headquarters office in Wilsonville, Oregon, at (503) 570-7778. It has been our pleasure to work with the professional and highly dedicated staffs of Burning Mountains and Rifle Fire Protections Districts, Glenwood Springs Rural Fire Protection District, and the City of Glenwood Springs Fire Department.

Sincerely,

Jack W. Snook
President, COO

Acknowledgements

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Ted Edmonds, Councilor
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Executive Summary

Emergency Services Consulting International (ESCI) was engaged by the Burning Mountains Fire Protection District (BMFPD), Rifle Fire Protection (RFPD), Glenwood Springs Rural Fire Protection District (GSRFPD), and the City of Glenwood Springs Fire Department (GSFD) to conduct an Agency Evaluation and Cooperative Efforts Study. The purpose of the evaluation was to analyze and determine the feasibility of more efficient cooperation between the agencies, up to and including strategies of consolidation. This report is the culmination of that evaluation.

ESCI thanks the staff of BMFPD, GSFD, GSRFPD, and RFPD for their outstanding cooperation in the preparation of this report. All involved were candid in their comments and provided an enormous amount of background information and review of draft documents.

The study took into account the strengths, weaknesses, opportunities, challenges, and critical issues facing the fire and EMS departments and how such matters affect the effort to construct a model for efficient service. Those issues identified were analyzed and specific recommendations can be found in the section titled, Appendix C: Summary Table of Recommended Actions (Current Conditions).

Evaluation of Current Conditions

An analysis of current conditions of the fire agencies is catalogued in eight survey tables presented in a side-by-side table for simplicity of comparison. Each of the tables provides the reader with general information about that element as well as specific observations and an analysis of any significant issues or conditions that are pertinent to the topic discussed. Observations are supported by data collected during the information gathering process, through analysis of the collected data, and from the collective emergency services experience of the ESCI project team. Current conditions also encompassed emergency service delivery and performance and fiscal analysis. This snapshot in time was the basis for developing collaborative strategies.

Current conditions survey tables include an overview of each agency, an evaluation of management, staffing and personnel management, service delivery and performance, training programs, fire prevention programs, Emergency Medical Services (EMS) support and system oversight, capital asset and improvement programs, and fiscal analysis.

Criteria used to evaluate the organizations have been developed over many years. These gauges include relevant guidelines from national accreditation criteria, the National Fire Protection Association (NFPA) standards, federal and state mandates for fire and EMS systems, recommendations by various organizations such as the Center for Public Safety Excellence (CPSE), and generally accepted best practices within the fire and EMS industry.

Leadership

Each of the fire and EMS agencies has a customer service ethic that stands out in the eyes of the consulting team. This ethos pervades the culture of the fire districts and the fire department; although the agencies approach service delivery differently, they do so with a sharp focus on doing the right thing for their respective constituents. The leaders of the districts and city and the fire chiefs are resolute in their desire to serve the public with distinction and have leveraged their resources to the greatest benefit of the community. The administrative team of the GSFD is stretched thin, and in the interest of cooperation unselfishly held the vacant position of fire chief open throughout this study. ESCI applauds the extra effort and sacrifice of City Manager, Jeff Hecksel, Acting Fire Chief Gary Tillotson, and Administrative Assistant Erin Williams in carrying an extra load that allowed for a greater number of options for collaboration.

Agency Comparisons

In general, ESCI's review found that the agencies are performing comparably to other fire departments of similar size, population served, and character. In some cases, BMFPD, GSFD, and RFPD exceed what ESCI would expect for the area served and tax levy rate. It is uncommon for fire departments to provide the breadth and level of services as was found here; EMS and EMS transport being but one example.

Service Delivery

The four jurisdictions provide fire protection and emergency medical services to a total service area of approximately 774 square miles. Collectively the three service providers cover nearly 43 linear miles of Interstate 70. The communities of Rifle, Silt, New Castle, and Glenwood Springs along Interstate 70 comprise the majority of service demand for emergency fire protection and medical services. Approximately 94 percent of the structures protected by BMFPD, GSFD, and RFPD are within a five-mile travel distance of a fire station.

Total calls for service have decreased for GSFD (11.2 percent) and RFPD (17.9 percent) in the recent two-year period. During the same period, total calls for service have increased for

BMFPD. In 2010 the ambulance provider, the Town of Silt (dba: WestCare Ambulance), stopped providing emergency first responder and transport service in the BMFPD service area. The result has been an increase in the number of EMS calls for BMFPD.

GIS analysis finds that 83 percent of the total incidents displayed and 69 percent of fire incidents are within six minutes travel time of a fire station. Current station locations within the three agencies are well located to meet the study area's current service demand.

BMFPD Fire Station No. 61 is the only station within eight-minute travel of the town of Silt. There is a small amount of dual coverage from Fire Station Nos. 62 and 64 to the east. BMFPD Fire Station Nos. 62, 63, and 64 provide good multiple fire station response in the New Castle area. All of the community is within eight minutes travel of Fire Stations 62 and 64, and a large portion is reached in 8 minutes by all three stations.

Fire station locations in Glenwood Springs provide excellent eight-minute coverage for the urban area within the City. The downtown core is within eight minutes of all three GSFD stations. This downtown area is regarded as a high risk area due to population density, incident density, and building density; therefore the availability of multiple apparatus from multiple stations is appropriate.

The developed areas within the City of Rifle are within an eight-minute travel time of two RFPD fire stations. The commercial development to the south of Interstate 70 near the junction of Interstate 70 and State Highway 13 is served by all three RFPD fire stations in eight minutes. Additionally, a significant amount of the District east of the City along Highway 6 is within eight minutes of Fire Station Nos. 41 and 43.

ESCI found that dropped borders improved response performance of all the agencies. For instance, instead of waiting for additional manpower to staff a water tender, the closest available tender from the nearest fire station may be added to the initial response. ESCI recommends that the study area jurisdictions use this kind of arrangement to enhance response and concentration of resources whenever possible.

The most frequently recorded response time in 2010 was in the six-minute range. The average overall response time was 7 minutes 32 seconds. 90 percent of incidents were answered within 14 minutes 17 seconds in the study area and 81 percent of all calls for service were answered in 10 minutes or less.

Approximately 57 percent of incidents occurred as a single event in the study area, thus 43 percent of the time there was more than one incident occurring somewhere within the three jurisdictions. In 2010 there were two instances (0.1 percent) when 10 incidents occurred simultaneously. In general, the highest number of concurrent incidents (3:00 PM and 10:00 PM in BMFPD, 3:00 PM in GSFD and GSRFPD, and 4:00 PM in RFPD) occurred in the late afternoon in the study area jurisdictions.

As expected for each agency, first out ambulances and engines had the highest UHU (unit hour utilization) percentage. Apparatus such as ladder trucks, tenders, or Haz-Mat units typically have lower rates of use due to their specialized nature.

Based on ESCI's analysis, fire station reliability for each jurisdiction should be high and would not adversely affect response performance. ESCI recommends that each agency identify first due fire station response areas, monitor apparatus and station workload, and track performance in first due areas to anticipate workload issues that could affect response time performance.

Financial Status

Given that the districts receive the majority of their revenue through property taxes, there is a direct correlation between their financial health and the growth or decline of the TAV (taxable assessed value). There are two components for the calculation of Taxable Assessed Value (TAV) for the four agencies participating in this study. Burning Mountains and Rifle FPDs rely primarily on oil/gas taxes to fund the Districts. The City of Glenwood Springs' revenue is generated principally from sales tax and property tax. Glenwood Springs RFPD is entirely supported by property taxes.

In projecting future sales prices for oil and gas, ESCI used the Henry Hub[1] natural gas pricing projections for the lower 48 states. This pricing may vary from the actual prices in Garfield County but will provide pricing trends for the next ten years.

BMFPD forecast that the 2011 budget will not be spent as budgeted leaving excess funds of $900,000 to be carried over to 2012; the organization expects to see an increasing ending fund balance through 2016. A forecast 23.7 percent decline in TAVs in GSRFPD will create a significant drop in property tax revenue. With this projected decline in revenue, GSRFPD is forecast to be operating at a deficit cash flow through 2016. The financial fund summary of

[1] www.eia.doe.gov.

RFPD shows an increasing ending fund balance through 2016, primarily caused by increases in the value of gas and oil TAV. Increases are offset to a degree by a soft housing market, slow growth, and inflation.

Opportunities for Cooperative Efforts

This section of the report evaluated the resources, services, proximity, demand, and opportunities for the four agencies to reduce costs, increase efficiency, or enhance service delivery through cooperative efforts.

This report cites 42 separate strategies through increased cooperation to generally build an improved system by more closely aligning the agencies. Some of the strategies require strategic investments to implement. Individual strategies not requiring a substantial investment beyond soft costs and yielding economic or operational efficiencies can and should be considered for implementation. Those strategies include:

- Strategy B – Adopt Dropped Border Response
- Strategy C – Develop Uniform Pre-Incident Plans
- Strategy E – Provide Regional Incident Command and Operations Supervision
- Strategy G – Develop Standard Operating Guidelines
- Strategy H – Shared Specialty Teams
- Strategy I – Provide Joint Standards for Service Delivery
- Strategy K – Develop Deployment Standards
- Strategy L – Shared Public Education/Public Information
- Strategy M – Shared or Common RMS (Records Management System)
- Strategy N – Shared Intern Program
- Strategy O – Shared Volunteer Services
- Strategy R – Implement Criteria Based Dispatching
- Strategy S – Implement a Training RMS (Records Management System)
- Strategy T – Develop Mutual Training Strategies
- Strategy U – Develop an Annual Shared Training Plan
- Strategy V – Consolidate Training into a Single Training Division
- Strategy W – Develop and Adopt Training Standards
- Strategy X – Develop a Shared Training Manual
- Strategy Y – Develop a Shared Fire and EMS Training Facility
- Strategy BB – Complete the AVL and MDC/MDT Project

- Strategy FF – Develop Uniform Fees for Service
- Strategy HH – Adopt a Single Fire Code and Amendments
- Strategy KK – Create Shared Methods to Provide Medic Unit Surge Capacity
- Strategy LL – Provide System-Wide Guidelines for EMS Response
- Strategy NN – Develop Centralized EMS Billing
- Strategy OO – Provide BLS and Inter-Facility EMS Transport Services
- Strategy PP – Annex Unprotected Property into a Fire Protection District

In addition to the above strategies, there are nine overarching strategies that address organizational structure and governance:

- Overarching Strategy 1 – Status Quo (Continuation of Current Efforts of Cooperation)
- Overarching Strategy 2 – Administrative Consolidation
- Overarching Strategy 3 – Operational Consolidation
- Overarching Strategy 4 – FA (Fire Authority)
- Overarching Strategy 5 – Formation of a New Fire District
- Overarching Strategy 6 – Annexation of the City of Glenwood Springs into GSRFPD
- Overarching Strategy 7 – Align Mill Levy Rates and Annex FPDs
- Overarching Strategy 8 – Merge BMFPD and RFPD
- Overarching Strategy 9 – Merge BMFPD and RFPD and a Portion of GSRFPD and Merge Glenwood Springs and a Portion of GSRFPD

Findings and Recommendations

During this process, ESCI found that BMFPD, GSFD, GSRFPD, and RFPD had many characteristics that are found in progressive emergency service agencies. A listing of a few characteristics includes a shared EMS medical director, automatic aid, and joint training. Much of the responsibility is directly related to the positive efforts and working relationship fostered by the current leadership. Fire Chief Brit McLin, Acting Fire Chief Gary Tillotson, and Fire Chief Mike Morgan have created an atmosphere that is benefiting the public, the employees, and the four organizations.

Based on ESCI's work of developing organizational Strengths, Weaknesses, Opportunities and Challenges (SWOC), evaluation of current conditions, fiscal analysis, and based on our experience with other projects of similar character and scope, we draw certain conclusions regarding Burning Mountains Fire Protection District, Glenwood Springs Fire Department,

Glenwood Springs Rural Fire Protection District, and Rifle Fire Protection District, the region, and opportunities for cooperative efforts. A summary of those findings follows:

- BMFPD, GSFD, GSRFPD, and RFPD are Interdependent
- BMFPD, GSFD, and RFPD Value Customer Service
- BMFPD, GSFD, GSRFPD, and RFPD Meet the Public's Service Expectation
- Existing Partnerships Reduce Duplicated Effort
- Volunteers and Part-time Employees Play an Active Role in Fire Protection
- Other Organizations Should be Included in Partnership Initiatives
- Garfield County is Geographically Diverse and Unique
- Garfield County Region is Politically Diverse
- The Regional Transportation System Limits Emergency Response
- Internal and External Forces Act on BMFPD, GSFD, GSRFPD, and RFPD
- An Integration, Alliance, or Consolidation of BMFPD, GSFD, GSRFPD, and RFPD has Local Political Support
- BMFPD, GSFD, GSRFPD, and RFPD Policymakers Should Develop a Plan to Implement Partnership Opportunities
- Many Opportunities Exist for Cost Avoidance
- Consolidation of BMFPD, GSFD, GSRFPD, and RFPD is Feasible
- All Other Cooperative Opportunities are Feasible

Any cooperative venture between the fire protection districts and the city presents the organizational leaders with a series of challenges. Successful implementation will require that significant matters be addressed regardless if or which form or level of cooperative effort is chosen.

Keeping the status quo and continuing the current efforts of cooperation between the fire departments has merit and will produce short-term benefits. As with any relationship that lacks long-term commitment, it is inevitable that a change in governing bodies, agency administration, financial situation, vision, or turning inward of focus will lead to a breakdown of cooperation. It is ESCI's experience that for mutual benefit of the region, development of a regional vision and an IGA has a greater potential for long-term success.

An administrative consolidation would produce significant cost avoidance and have minimal or little impact on fire and EMS operations. In ESCI's experience, the complexities of managing separate operational units and a lack of long-term commitment for future alignment of the

agencies makes this strategy better suited to being transitional versus long-term. Frustrations of maintaining separate organizations and answering to multiple policy boards is inefficient and defeating. Implementation of this strategy is envisioned as an intermediary step that leads to a more unified fire and EMS agency.

An operational consolidation would produce significant cost avoidance but would have an impact on fire and EMS administration. In ESCI's experience, the complexities of managing separate administration sections would result in greater harm to the organizations than the benefits. A question of "who is in charge" and reporting structure would be challenging for operations personnel; likewise, the assignment of duties and "who do I take orders from." Implementation of this strategy for all but the briefest of times as an intermediary step to a unified agency is discouraged.

An FA (Fire Authority) allows the four fire agencies to have input on services to be provided, levels of service, budgets, and governance decisions. This strategy can provide cost avoidance in administrative, operational, and capital costs. It allows for long-term planning for facilities, apparatus, equipment, and staffing.

The formation of a new fire district is not feasible. A real or perceived loss of control, the time to accomplish, and a possible increase in levy rates to some citizens, doom the concept. During interviews and community meetings, internal and external stakeholders expressed to ESCI that the creation of a new fire district would lack public and the political support of elected officials.

Annexation of the City of Glenwood Springs to the GSRFPD is financially unsustainable. The financial analysis of the strategy shows that the property tax method of providing revenue to the GSRFPD will result in a cash shortfall of $600,000 to $900,000 per year through 2016.

Annexation of the City of Glenwood Springs would require voter approval. Assuming a successful outcome, annexation would not require a vote if rates are adjusted to the lowest mill levy.

The strategy of merging BMFPD and RFPD is considered feasible. Revenue is relatively constant with the individual agencies while operating expenses are forecast to decrease. This strategy would not alter services, service levels, or change response time performance. BMFPD and RFPD have the most in common of the four agencies; both are FPDs, have a

contract for shared personnel, have comparable geographic response areas, and maintain similar capital apparatus.

Merging BMFPD and RFPD and a portion of GRFPD and merging Glenwood Springs and a portion of GSRFPD financially is not considered feasible. Operating expenses remain unchanged for each of the agencies, revenue would be reduced for the remaining GSRFPD, and increase for the merged BMFPD, RFPD, and the annexed western portion of GSRFPD. This strategy does offer a reduced response time for the annexed western portion of GSRFPD. However, the same result can be expected with implementation of Strategy B – Adopt Dropped Border Response.

Recommendations

ESCI recommends that Overarching Strategy 4 – FA (Fire Authority) be the first course of action adopted by the Glenwood City Council and fire district BODs. Establishment of an FA should be under an IGA with terms and conditions developed and agreed upon by the elected officials.

1. Reduction to one fire chief position. The combined service area has three fire chiefs for that represent four fire agencies and the three fire service providers. With a combined career and volunteer workforce of nearly 150 personnel, the size of a unified fire agency is appropriately directed by a single fire chief dedicated to administration duties.
2. The service area of BMFPD, GSFD, and RFPD covers 774 square miles including the contracted service area, which is served by nine fire stations (excludes one reserve). A battalion chief configuration is appropriate to the number of fire stations supervised but not to the distance traveled. Moving forward it is preferable to establish two battalions to serve the FA and should be a goal of the amalgamated organization.
3. An FA accomplished with an IGA (intergovernmental agreement), with each of the agencies retaining taxing authority, governance, maintains local control. An IGA model is considered an interim step for aligning the agencies. The long-term goal should be to merge the four agencies into a single regional fire and emergency service provider.
4. This FA administrative and support staffing concept will result in a cost avoidance of approximately $289,010 plus applicable benefit decreases primarily in the medical insurance costs. Pay equalization between the departments will result in a slight net increase of personnel costs for an FA; while total compensation is nearly equivalent. The FA strategy makes the assumption that all pay levels will eventually move to the highest level. However, overall operations staffing costs will decrease by $118,309 plus applicable benefit decreases; primarily in the medical insurance costs.
5. An FA allows the four fire agencies to have input on services to be provided, levels of service, budgets, and governance; policy level decisions. This strategy can provide cost avoidance in administrative, operational, and capital costs. It allows for long-term planning for facilities, apparatus, equipment, and staffing.
6. BMFPD, GSRFPD, and RFPD rely primarily on property taxes for funding. With tax limitation laws, a volatile housing market, and fluctuating gas and oil prices, the amount

of revenue collected by the districts is variable. The City of Glenwood Springs has some property tax revenue but relies more heavily on sales tax to support the general fund and thus the fire department. The other source of revenue for the three fire and emergency service providers is revenue from fees for service; primarily EMS and transport services. There is a benefit, balance, and stability with three potential sources of revenue for an FA.

Strengths, Weaknesses, Opportunities and Challenges (SWOC)

The study takes into account the many shared critical issues that face the three fire departments and how such matters affect the effort to construct a model for efficient service. These issues were identified and analysis and specific recommendations are offered in the section titled, Appendix C: Summary Table of Recommended Actions (Current Conditions).

Organizational Strengths

It is important for any organization to identify its strengths in order to assure it is capable of providing the services requested by customers and to ensure that strengths are consistent with the issues facing the organization. Often, identification of organizational strengths leads to the channeling of efforts toward primary community needs that match those strengths. Programs that do not match organizational strengths or the primary function of the business should be seriously reviewed to evaluate the rate of return on precious staff time. In the course of ESCI's stakeholder interviews, the strengths of Burning Mountains Fire Protection District (BMFPD), Glenwood Springs Fire Department (GSFD), Glenwood Springs Rural Fire Protection District (GSRFPD), and Rifle Fire Protection District (RFPD) were identified. They are listed below, as stated by those interviewed.

Organizational Strengths		
BMFPD	**GSFD & GSRFPD**	**RFPD**
Good facilities	Good community outreach	Good facilities
Chief is well respected	Acting chief has opened communication	Strong chief, respected
Fire department thinks about what is best for the community	Positive relationships with neighbors	Good relations between paid personnel and volunteers
Pride in facilities and equipment	Good training program	Honesty and integrity of the fire chief
Good communications, but room for improvement	Culture and mindset toward doing the best for the public	Culture and mindset toward doing the best for the public
Recent training improvements	Pride in facilities and equipment	Pride in facilities and equipment
Good relationships in street	Management commitment to the citizens and service	Good training facility
Same EMS (emergency medical service) protocols throughout the county	Same EMS (emergency medical service) protocols throughout the county	Same EMS (emergency medical service) protocols throughout the county
Same EMS destination protocols	Same EMS destination protocols	Same EMS destination protocols
Dedication of key personnel, board of directors are intelligent and insightful	Well organized, structured	Strong EMS program
Strong board with good relationships, stays focused at the policy level	Fleet services	Good communication and support from board

Organizational Strengths		
BMFPD	**GSFD & GSRFPD**	**RFPD**
Good rapport with citizens	Good number of well trained personnel	Positive leadership
Department is community based	Positive leadership	Community oriented
Good training staff is supported by management	Professionalism and self-accountability	Proactive not reactive
Cost effective for community	Response times seem good	Professionalism
Good building, equipment and facilities	Strong EMS program	At line level looking at new ways to do things
Strong volunteer program	Quality personnel	Visibility, school programs, civic functions
	People are flexible, accommodating to needs	
	Department has a good reputation in the city	

Organizational Weaknesses

Performance or lack of performance within an organization depends greatly on the identification of weaknesses and how they are confronted. While it is not unusual for these issues to be at the heart of the organization's overall problems, it is unusual for organizations to be able to identify and deal with these issues effectively on their own.

For any organization to either begin or to continue to move progressively forward, it must not only be able to identify its strengths but also those areas where it does not function well. These areas of needed enhancements are not the same as challenges, but rather those day-to-day issues and concerns that may slow or inhibit progress. As with the strengths (listed previously), ESCI asked stakeholders to list organizational weaknesses in their respective organizations. They are listed below, as reported by the interviewees.

Organizational Weaknesses		
BMFPD	**GSFD & GSRFPD**	**RFPD**
Too few personnel in administration	Need to avoid the city department mentality	Internal communications could improve
No impact fees charged	Funding between city and district ongoing issue	No impact fees charged
Lack of standard procedures	Lacking administrative staffing, support	Those volunteers who showed an interest are not responding due to paid staff
Minimum staffing levels	Lack of cross training	High ratio of officers to line personnel

Organizational Weaknesses		
BMFPD	**GSFD & GSRFPD**	**RFPD**
Inadequate staff	Inadequate staff/some days, they get by okay on first call, any 2nd alarm is trouble. Do more with less is the method of operation.	Inadequate staff
Lack of commercial property (development)	Too few personnel in administration	Lack of commercial property (development)
Volunteers have experience but need more	Need more career personnel	Progressive but implementation is slow
Not enough volunteers to staff properly and timely	Succession planning	Need human resources/personnel
Low staffing levels on engines	Financial vulnerability	Personnel issues
Response time slow due to volunteer deployment	Lack of focus on long range planning	Stress on the system is due to lack of communication
SOP/SOGs not followed most the time	Weak volunteer and part time programs	Communication is a major weakness
Continuity of operations	Disconnect with elected officials recently	Lack of accountability
Volunteer system has no depth and reflex is slow	Personnel reductions in recent years	RFPD personnel at Fire Station No. 64 feel forgotten
Enforcement of policies, procedures is casual	Inadequate training facility	Enforcement of policies, procedures is casual
Lack of officer assignments	Lack of support for outside training	
No clear path	Tough on equipment	
Inconsistent treatment of employees by management	Need to plan better, be more proactive	
Water supply is weak		

Opportunities

The opportunities for an organization depend on the identification of strengths and how they are built upon and in what way weaknesses are diminished. The focus of opportunities is not solely on existing service but on expanding and developing new possibilities both inside and beyond the traditional boundaries of business as usual.

Because the questions posed to stakeholders by ESCI were presented in the context of a cooperative efforts feasibility study, most responses were provided in that frame of reference. Because of the collaborative focus of answers, the opportunities identified are applicable to all three agencies.

Opportunities
Opportunity to work together between the four agencies
Finding ways to work more closely together and serving the community better
Regionalizing, adjoining administrative and support staff members will result in efficiencies
Manage major incidents more effectively
Share training programs
Continue and enhance EMS program management
Strengthen the volunteer program
Share facilities and vehicle maintenance
Share the strengths of each department
Shared resources equals reduced cost
Potential for cost reduction, cost avoidance, and cost savings
Communities would benefit…employees would benefit, would be a safer system for employees
System could potentially increase number of paid people, resulting in a safer work environment
More bodies on scene with same SOPs and protocols
More advancement opportunities
Efficiency gained with structure
Quicker response and higher level of response
Better service to community
Need to get over ourselves, be open minded
Blended funding would help region EMS and fire response, higher service level
Address low minimum staffing
Accommodate regional training delivery

Challenges

To draw the strong suit and gain full benefit of any opportunity, the challenges to the organization, with their new risks and threats, must also be identified. By recognizing potential challenges, an organization can greatly reduce the potential for future setbacks.

As with opportunities and the context in which the questions were posed to the interviewees, responses tended to be in effect applicable to the four organizations. In some instances the challenges may affect the outcome of cooperative efforts with Burning Mountains Fire Protection District (BMFPD), Glenwood Springs Fire Department (GSFD), Glenwood Springs Rural Fire Protection District (GSRFPD), and Rifle Fire Protection District (RFPD).

Challenges
May be fewer directors, senior staff, and administrative positions if consolidated
Converting system to common equipment, procedures, and training
Interstate is a challenge
Acceptance of BMFPD and RFPD personnel by GSFD personnel
Maintenance issues with vehicles (apparatus)
Dealing with change, fear of the unknown
Keeping up with increasing call volumes
Maintaining financial stability, sustainability, combining financial revenue streams
Maintaining current service level
Organizations (fire departments) must be held to the same standard
Apparatus is aging and replacement funds are not available
Cultures differ
Meeting service demands with dwindling financial resources
Maintain volunteer force, volunteers feel they may not be supported
Communication with line personnel imperative, stop the rumor mill before it begins
Equal services for the four fire department/district areas

After discussing core services, organizational strengths and weaknesses, and the opportunities and challenges posed by the current environs, ESCI asked stakeholders to identify the critical issues they perceive each fire agency is facing. The following reflect the critical issues that the respondents felt pose the greatest risk today, as well as on the success of cooperative service delivery initiatives.

Critical Issues	
First Critical Issue:	Finance – Financial needs and declining fiscal resources were the most frequently listed issue. Many respondents expressed concerns about declining taxable assessed value, declining revenue, and increasing expenditures. Also the need to balance financial contribution, cost, with the level of service. Benefits and pay equalization.
Second Critical Issue:	Governance – Design of the governing board; local control; politics between districts and cities; rank structure "who is in charge?"
Third Critical Issue:	Culture – Cooperative efforts between career, combination, and volunteer organizations. Each organization has its own culture.
Additional issues raised by three or more stakeholders:	Loss of identity
	Communications with district boards, city management, fire officers, fire fighters and public
	Standardized training
	Politics
	Staffing shortages
	Volunteer and career culture and system
	Standardized response, defined response areas, dispatch protocols
	Maintaining the value of the volunteers
	Level of service – uniformity of service
	Staffing levels
	Response times

Evaluation of Current Conditions

The Cooperative Efforts Study involves Burning Mountains Fire Protection District (BMFPD), Glenwood Springs Fire Department (GSFD) and Rifle Fire Protection District (RFPD). Data provided by the participating fire agencies was combined with information collected in the course of ESCI's field work and used to develop an overview of the subject organizations. The purpose of the following organizational overview is two-fold; first, it verifies the accuracy of the baseline information and ESCI's understanding of each agency's composition—the foundation from which the feasibility analysis is developed. Secondly, the overview serves as a reference for the reader who may not be familiar with the details of each agency's operations.

Survey Table 1: Organization Overview

A well-designed organizational structure should reflect the efficient assignment of responsibility and authority of the various members who are part of an organization. A structure should allow the organization to distribute its workload and to implement the concepts of organizational direction such as span of control, chain of command, and line of authority. The lines on any organizational chart should clarify the relationship between supervised and supervisor. These lines should further clarify accountability, coordination and the number and degree of linkages in the relationship. If an organizational structure is supported thorough job descriptions, this provides the details of each position and ensures that each individual's specific role is clear and supportive of the overall mission of the organization.

It is anticipated that any department's organizational chart should reveal how they are organized from the top down to the bottom. One should be able to adequately understand the relationship from the perspective of either the supervisor or the supervised. A well-defined chain of command and a reasonable distribution of responsibilities and authorities clearly indicate the structure of the organization on a day-to-day basis.

An organizational structure should also demonstrate the concept of unity of command. This term means that each individual member reports to one supervisor (within the context of any given position), and illustrates that this person is responsible to some superior

officer for supervision and accountability. This method of organization encourages structure and constant lines of communication and prevents positions, tasks, and assignments from being overlooked or inadvertently avoided.

BMFPD, GSFD, and RFPD, present with a fairly wide array of organizational structures, lines of authority, and general command and control methods. However, all three departments are functioning and delivering their communities with an acceptable type and level of services. A number of recommended enhancements and potential improvements to service delivery and for long-term sustainability are provided in this survey and each ensuing survey table.

Survey Component	Organization Overview – Observations			
	BMFPD	**GSFD & GSRFPD**	**RFPD**	**Recommended Action**
1. Responsibilities and Lines of Authority				
A. Governance	Five-member board serves a four-year term. Board member positions are elected in staggered order in even years. No term limits	City governance	Five-member board serves a four-year term. Board member positions are elected in staggered order in even years	
i) head of governing body	Board president	City of Glenwood Springs	Board president	
ii) key employee of governing body	Board president	City manager	Board president	
iii) meetings	Monthly	City meets bi-weekly, seven members; District meets monthly, five members.	Twice per month	
B. Elected official authority defined	BOD (board of directors)	Yes at City and BOD	BOD	
C. Fire chief position	Paid, appointed	Paid, appointed Open, covered by acting fire chief	Paid, appointed	
i) hired by contract	No contract, at will employee	No contract, at will employee	No contract, at will employee	
ii) term of contract	N/A	N/A	N/A	

Survey Component	Organization Overview – Observations			
	BMFPD	**GSFD & GSRFPD**	**RFPD**	**Recommended Action**
iii) periodic performance evaluation	No	Annually	Annually	BMFPD: Conduct annual performance evaluation should be conducted by a member(s) of the fire board.[2]
D. Fire chief/authority defined	Loose guidelines, mostly fire chief has own internal policies/practices to serve public need	Via Council/City Municipal Code	Yes	BMFPD: Establish policies and a standard set of departmental lines of authority.[3].
E. Policy and administrative roles defined	No	Yes	Yes, periodically reviewed	BMFPD: Develop a set of administrative policies and procedures.[4]
2. Attributes of Successful Organizations				
A. Rules and regulations maintained	Not consistent, present in some form, access in some places	Rules and policies section attached to SOGs (standard operating guideline) SOPs (standard operating policy)	Yes, e-version (electronic)	BMFPD: Develop a set of administrative policies and procedures.
i) process for revision provided	As needed	No	Yes, as needed, although there is a constant effort to review and develop.	
B. Legal counsel maintained	Yes	Yes, city attorney	Yes, via contract with BOD	
i) consultation available	Yes	Yes	Yes	
ii) labor counsel	As needed	As needed	As needed	

[2] By creating a written performance evaluation, complete with explicit goals, the board and the fire chief are clear on expectations, areas of excellence or needing improvement, and future oriented expectations of the board. This provides continuity as changes occur within the board or with the fire chief.

[3] By establishing policies and a standard set up departmental lines of authority it would provide clear communication and expectations from the public and the departmental staff. Train staff to these standards.

[4] This would provide staff members with clear pathways of command and control, processes within the department and ensure all positions work within a set of industry standard guidelines.

Survey Component	Organization Overview – Observations			
	BMFPD	**GSFD & GSRFPD**	**RFPD**	**Recommended Action**
C. Financial controls		Fire department handles no money, some personnel carry credit cards		
i) financial control system	QuickBooks Pro 2010	American Data Group, payroll software Abra	QuickBooks Pro 2010	
ii) financial review	Monthly provide balance sheet, P&L (profit and loss), treasury summary report that includes payment requests. The reports are approved by the BOD.	Monthly financial statements sent to city manager quarterly. City manager updates counsel quarterly. Income statement, balance sheet and fund activity.	Monthly provide P&L with a budget comparison. The reports are approved by the board of directors. The BOD reviews payable transactions twice a month.	
iii) auditor	CPA Services from Rangeley, Colorado	McMahan and Associates from Avon, Colorado	CPA Services from Rangeley, Colorado	
iv) frequency of review	Annual. The last audit was for December 31, 2009. The 2010 audit is in process.	Annual. The last audit was for December 31, 2010, for both the City of Glenwood Springs and the rural fire district. The audits were dated June 14, 2011, and June 13, 2011, respectively.	Annual. The last audit was for December 31, 2009. The 2010 audit is in process.	
D. Governing body minutes maintained	Yes	Yes, both city council and rural fire board	Yes	
i) availability of minutes	Yes, available upon request.	Yes	Yes, available on request from fire district administration.	
3. Organizational Structure				
A. Structure type	Typical top-down hierarchy	Full-time paid with part-time positions and volunteers	Paid, with part-time positions manned by inside or outside qualified staff	
B. Descriptions of all jobs maintained	Not all	Yes, intranet HR (Human Resources) section	Yes	BMFD: Develop and maintain a job description for each position in the district.
i) job descriptions updated	No	Yes, 2008	Yes, as needed	BMFPD: review job descriptions annually.

Survey Component	Organization Overview – Observations			
	BMFPD	**GSFD & GSRFPD**	**RFPD**	**Recommended Action**
C. Employment agreements	No	N/A, right to work state	No	
4. Chain of Command				
A. Unity of command	Fire chief, deputy chief, captains, firefighters	Yes	See organizational chart	
B. Span of control	Dependent on situation, volunteers	Yes	See organizational chart, appropriate span of control	BMFPD: Maintain an appropriate span of control on incidents within the volunteer system.[5]
C. Hiring/Firing authority	Board, fire chief, work group	HR for Glenwood Springs	Fire district management	
5. Formation and History				
A. Organization formed	The Burning Mountains Fire Protection District (BMFPD) is 382 square miles in central Garfield County in western Colorado. The district's name comes from underground coal seams that are, in fact, burning.	The GSFD (Glenwood Springs Fire Department) is located in Glenwood Springs, Colorado. Glenwood Springs is a rapidly growing community with a population of about 9,600 full time residents. The GSFD serves these residents, as well as the 4,200 residents of the GSRFPD (Glenwood Springs Rural Fire Protection District), and several thousand tourists and part-time residents annually within a 76-square mile area.	The RFPD (Rifle Fire Protection District) is headquartered in Rifle, Colorado along the Colorado River. The Rifle Volunteer Fire Department was created in 1907; and was absorbed into the Rifle Fire Protection District when it was created in 1976. Today the RFPD is a combination (career/paid-on-call/volunteer) department, responsible for all fire and EMS responses, in a steadily growing rural area.	
B. History maintained	Yes	Not kept	Yes	
C. Individual or group responsible	Administrative assistant	No	Former FF Elaine Langstaff	

[5] Span of control should be part of officer training to ensure efficient operations. Currently, there is no training for this vital protocol.

Survey Component	Organization Overview – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
6. Fire Department Overview				
A. Agency type	Volunteer fire department with five paid personnel	Full-time career personnel, with part-time positions and three volunteers	Combination, fire district with full-time and part-time positions and ten volunteers	
B. Area, square miles	382 square miles	76 square miles total (8 square miles in Glenwood Springs and 68 square miles in GSRFPD)	316 square miles	
C. Headquarters	Legal documents refer to and some staff reside at Fire Station No. 61; all in process of moving to Fire Station No. 64	Fire Station No. 72	Fire Station No. 41	
D. Fire stations	4 (3 and 1 reserve)	3	3 total. Includes airport fire station staffed by Bureau of Land Management (BLM) personnel only. Rifle has access to resources on request; good relationship and planning with BLM.	
E. Other facilities	1 storage building	Training grounds	1 maintenance facility 30'x40', training facilities: storage shed 40'x60', burn tower, flash over simulator, confined space, SCBA (self-contained breathing apparatus) maze, propane props and a pump test pit	
F. Emergency vehicles				
i) engine	2 Class A	4 total, 3 primary and 1 4X4, as a backup depending on response.	2 Class A	

Survey Component	Organization Overview – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
ii) engine, reserve	None	No, a possible area of improvement when opportunity presents.	1 (Used as a reserve but immediately available for service)	BMFPD and GSFD: Budget for a reserve fire engine.[6]
iii) ladder truck	1 Quint 75' Ladder/Stick located at Fire Station No. 64	1 Quint 105' located at Fire Station No. 72	2 1 105' platform, located at Fire Station No. 43 1 50' aerial located at Fire Station No. 41	
iv) ladder truck, reserve	None	None	None	
v) ambulance	2 ALS units at Fire Stations No. 61 and No. 64 (manned by Rifle personnel at Fire Station No. 64)	3 ALS units and 1 rescue vehicle- water and trail rescue	2 ALS units at Fire Station No. 41, 1 unit at Fire Station No. 43	BMFPD: Staff and operate ALS unit at Fire Station No. 61 full time.
vi) ambulance, reserve	1 ALS unit located at Fire Station No. 62	None	1 ALS unit located at Fire Station No. 41	
vii) command	3 total: 1 battalion No. 64 truck, 1 battalion No. 60 SUV, and 1 fire chief SUV	2 total: 1 command vehicle for lead captain who acts as shift commander, 1 hazardous material trailer (marginal capacity) towed by brush engine.	5 1 battalion chief vehicle 3 additional vehicles equipped for emergent response and command support 1 hazardous/tech/mobile command truck and trailer	
viii) command, reserve	1	Utility vehicles available	0	
ix) boat	0	0	0	
x) tenders	3	2	2	
xi) tenders, reserve	0	0	0	

[6] This can also be accomplished via shared resource agreements with nearby departments when and if needed.

Survey Component	Organization Overview – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
xii) brush	4	1 urban interface vehicle, used with hazardous materials vehicle	4	
xiii) brush, reserve	0	1 type 6 pick up	0	
xiiii) Additional reserve apparatus	1 6x6 forestry reserve 2 attacks 1 utility pickup 1 Polaris ranger ATV 1 rescue	1 support 4X4 pick-up truck	1 wildland supply trailer 7 utility pick-up trucks 1 mobile air trailer 1 Polaris Ranger ATV	
G. ISO rating	6 Newcastle and Silt, 9 in the rural area	4 Glenwood Springs, 9 district	5 Rifle, 9 in the rural area	
i) date of most recent rating	May 2001	2005	2001, survey completed in 2000	
ii) maximum fire department points possible	15.32% possible 50.00%	28.44% possible 50.00%	23.06% possible 50.00%	All three agencies: Identify areas where the ISO rating can be improved, implement necessary changes, and schedule an ISO evaluation.
iii) relative classification	Class 6/9	Class 4/9	Class 5/9	
iv) divergent reduction	11.59%	-7.78%	-4.61	
v) total deficiency points	58.23 possible 100.00%	65.62% possible 100.00%	37.75% possible 100.00%	
H. Total fire department personnel, uniformed and civilian	38	42	64	
i) administrative and support personnel, full-time	3	3	8	

Survey Component	Organization Overview – Observations			
	BMFPD	**GSFD & GSRFPD**	**RFPD**	**Recommended Action**
ii) administrative and support personnel, part-time	1	None	None	All three agencies: Consider augmenting staff with part time personnel.[7]
iii) administrative and support personnel, volunteer	None	None	None	
iv) operational personnel, full-time	2 paid firefighters and 3 administrative that clock out for calls.	20	24	
v) operational personnel, part-time	N/A	13	22 part-time staff members come from a number of area fire departments	
vi) operational personnel, volunteer	Approximately 30, highly dependent on availability and position of volunteer staff, also depends on type of call: minor EMS/smoke check versus car rollover/structure fire	3	10, but numbers are declining. This seems to be a transitional time, moving to an all full-time system.	
7. Finance Overview				
A. Designated fiscal year	January 1 through December 31	January 1 through December 31	January 1 through December 31	
B. Assessed property value, FY2011	$438,986,550	City $279,553,070 District $93,231,470	$678,109,670	

[7] Part time personnel would perform less critical administrative, fire prevention, or other ancillary duties. These staff members could become an incubator for your future employees.

Survey Component	Organization Overview – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
C. Revised 2011 general operating fund budget, fire department	$4,305,205	City Council approved budget for 2011 = $2,983,027 general obligation bond plus debt charged to the finance department of $289,818 for a total of $3,272,845. The rural fire district's budget was $639,701.	$5,517,057	
D. General fund property tax, District levy FY2011	6.102 mils	City mill rate 2.603 City bond mill rate 1.037 City replacement fund 0.671 District mill rate 6.339 District bond mill rate 0.896 District replacement fund 0.670 Sales tax rate 3.7%	6.284 mils (Total includes 0.479 mils volunteer pension)	
i) levy rate (FY2007 through 2010)	2007 – 6.102 mils 2008 – 6.102 mils 2009 – 6.102 mils 2010 – 6.102 mils	City: 2007 – 2.603 2008 – 2.603 2009 – 2.603 2010 – 2.603 District: 2007 – 6.339 2008 – 6.339 2009 – 6.339 2010 – 6.339	2007 – 6.284 mils 2008 – 6.284 mils 2009 – 6.284 mils 2010 – 6.284 mils	
ii) general fund levy collection rate FY2010	Total income received was $55,555 lower than the calculated mill rate. The actual rate collected was 6.014 mils	City fire department receives funding from sales tax – N/A. District collected 98.16% of 2010 taxes. Income received was $10,475 lower than the calculated mill rate of 6.339.	In 2010, the property revenue was $7,498,119. The calculated property taxes for the year were $8,065,321 providing a shortfall of collections of $567,202 or a collection rate of 93%.	
E. Bonds, fire department				
i) levy rate	No outstanding bonds	City 1.037 District 0.896	No outstanding bonds	

Survey Component	Organization Overview – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
F. Other tax levy, public safety				
i) levy rate	No other tax levies	Vehicle Replacement Fund City 0.671 District 0.670	No other tax levies	
8. Demographics				
A. Population, 2010	District – 12,676	City – 9,614 Rural – 4,213	City – 9,172 Garfield County – 22,643, Rural area approximately – 6,000	
i) population history (2000 – 2010)	Garfield County 2000 – 44,236 2010 – 59,326	Garfield County 2000 – 44,236 2010 – 59,326	Rifle 2000 – 6,784 2010 – 9,172 Garfield County 2000 – 44,236 2010 – 59,326	
ii) percent urban/suburban	Approximately 1%	Approximately 9%	Approximately 1.5%	
iii) percent rural	Approximately 99%	Approximately 91%	Approximately 98.5%	
B. Total residential units, 2010	4,558	4,113	City – 3,626 County – 23,309	All three agencies: Establish and maintain a database on the number and types of residential units within the jurisdiction in order to adequately determine and mitigate risk factors.
C. Businesses, 2010	167	Approximately 785	Approximately 350	All three agencies: Establish and maintain a database on the number and types of businesses within the jurisdiction in order to adequately determine and mitigate risk factors.

Survey Component	Organization Overview – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
9. Alarms, Calendar Year				
A. Fire	71	54	129	
i) value of property exposed to fire, 2010	Not available	$763,055	Not reported	BMFPD and RFPD: Record loss and value protected data and make available for analysis.
ii) value of property lost to fire, 2010	Not available	$741,555	Not reported	BMFPD and RFPD: Record loss and value protected data and make available for analysis.
B. Rupture or explosion	1	0	0	
C. EMS/rescue	314	858	503	
D. Number of EMS transports	130	635	448	
E. Hazardous condition	32	88	149	
F. Service call	30	40	44	
G. Good intent call	126	175	219	
H. False call	44	162	0	
I. Severe weather	1	1	0	
J. Other	13	0	0	
K. Total Incidents[8]	641	1,378	1,060	

The organizational structures as supplied by each of the three fire agencies are shown below.

[8] Total number of incidents is trending upward in calendar 2011.

Figure 1: BMFPD Organizational Chart

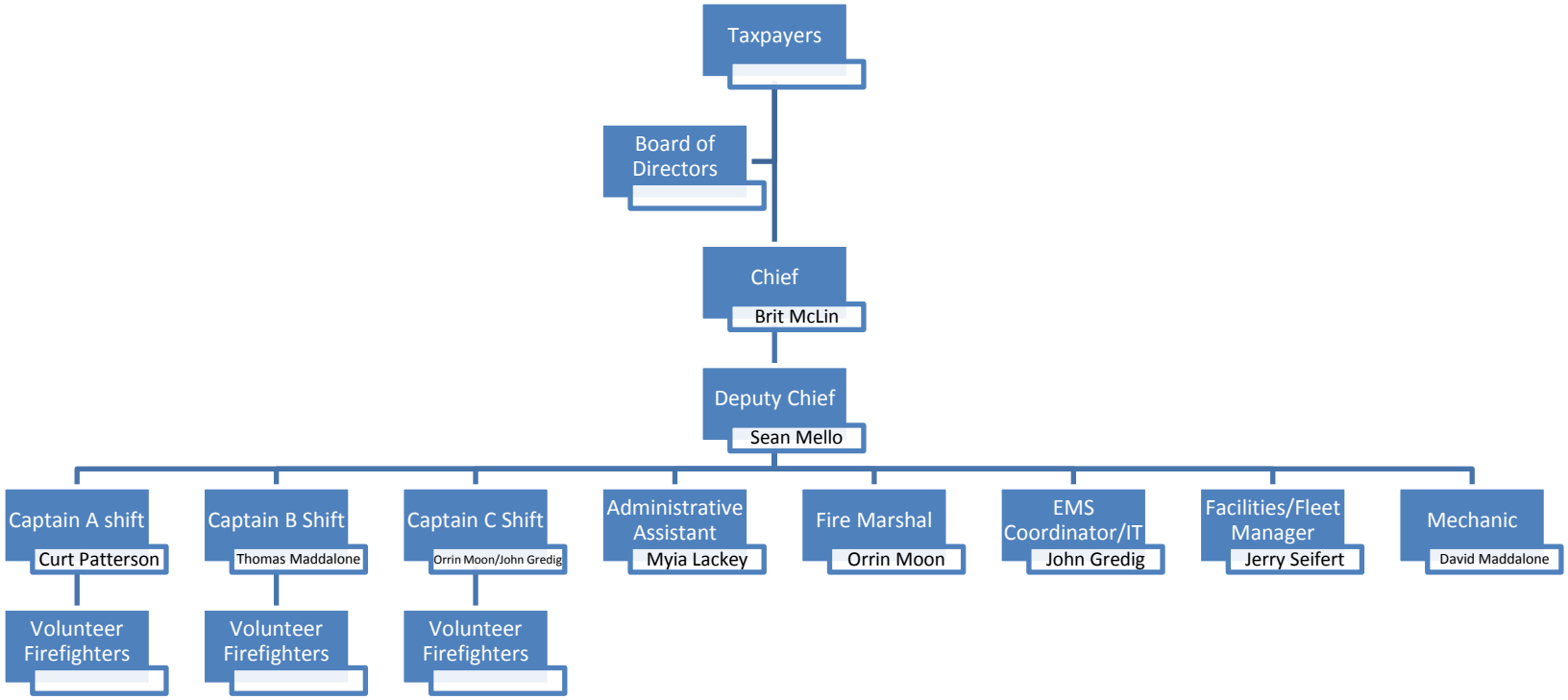


Figure 2: GSFD Organizational Chart

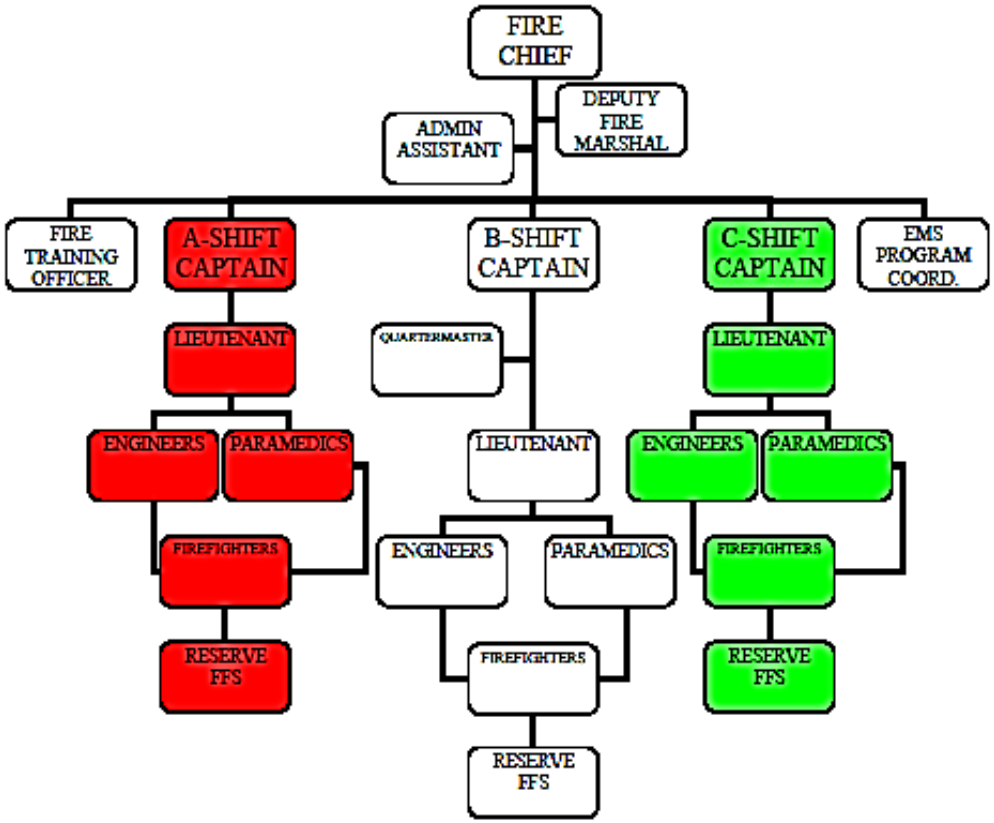
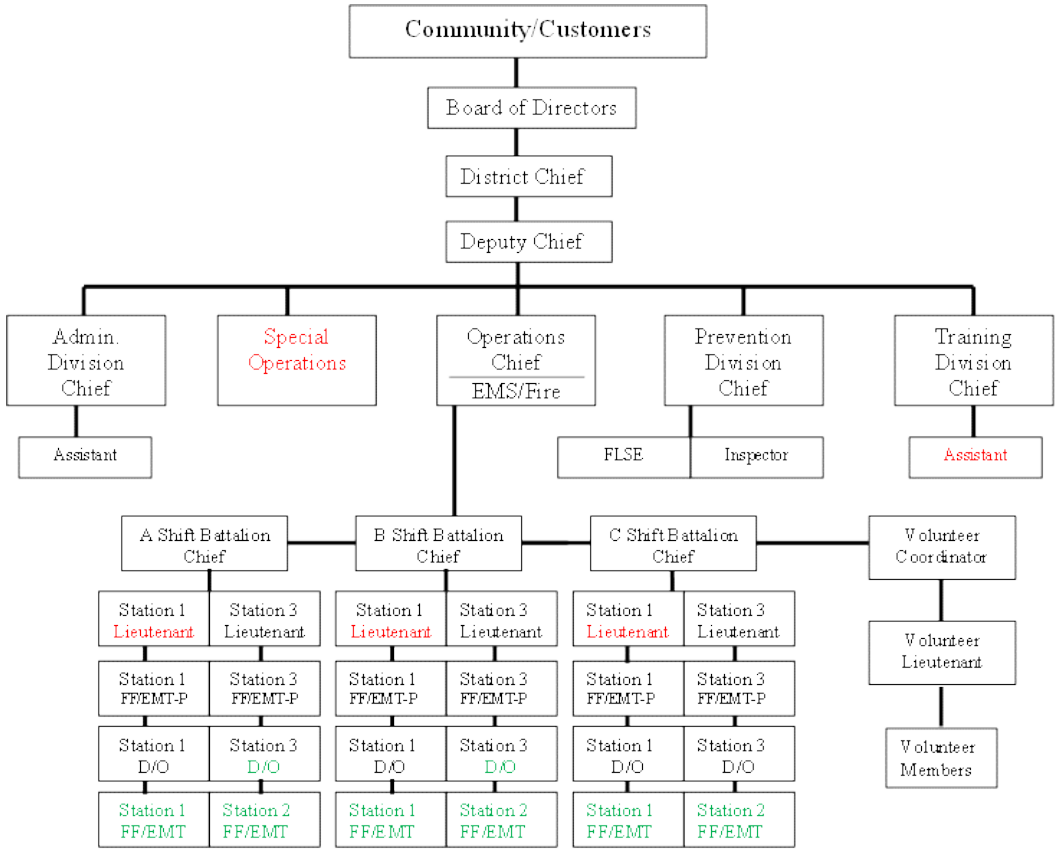


Figure 3: Rifle Fire Protection District Organizational Chart



Survey Table 2: Management Components

Organizational growth and change are common challenges for fire service leaders today. BMFPD, GSFD, and RFPD must be equipped to plan, budget, and execute management processes in order to meet current and future conditions. The modern fire department must address management complexities in areas that include the consistency and adequacy of response, maintenance of competencies, recruitment of a qualified and diverse workforce, adequate administrative controls, and a complete logistical support system.

The strategic planning process is one example of an area of fire management that involves members at various levels within the organization addressing critical issues and developing goals for their specific areas of responsibility. The process of strategic planning involves clarifying an organization's mission, articulating its vision for the future, and specifying the values within which it will conduct itself. Experience has shown that such planning efforts lead to improved morale, increased commitment, and a stronger sense of responsibility for organizational problem solving.

This survey table examines each department's efforts to manage their organization in a wide variety of areas and provides recommendations that should be considered to ensure the future health of the individual organizations.

Survey Component	Management Components – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
1. Mission, Vision, Strategic Planning, Goals and Objectives				
A. Mission statement adopted	No	Yes	Yes	BMFPD: develop an organizational mission statement.[9]
i) displayed	N/A	In one fire station	Yes	See above
ii) periodic review	N/A	Not since1999	Two times per year fire management retreat, this is part of master/strategic plan workshop, along with future goals, SWOT (Strengths, Weaknesses, Opportunities, and Threats)	See above
B. Vision established and communicated	No	No	Yes	BMFPD and GSFD: Develop a vision statement.
C. Values of staff established	No	No	Included in annual performance evaluations	See above
i) organizational focal points	N/A	N/A	Part of semi-annual master/strategic plan workshop	See above
D. Strategic or master plan	No	No	Part of semi-annual master/strategic plan workshop	BMFPD and GSFD: Develop a strategic plan. A strategic plan is part of the overall development of the mission/visioning process.

[9] The mission statement should be developed, reviewed annually and placed in prominent physical locations. In addition, the staff members should be aware of, and be trained on the individual aspects of the statement and values. This provides a base line of expected behaviors and priorities within the organization.

Survey Component	Management Components – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
i) adopted by elected officials	N/A	N/A	Yes	All agencies: Develop, adopt, publish, and review annually.
ii) published and available	N/A	N/A	Yes	
iii) periodic review	N/A	N/A	Part of semi-annual master/strategic plan workshop	
E. Agency goals and objectives established	No	No	Yes	BMFPD and GSFD: Establish goals and objectives, routinely review and publicize throughout the organization.
i) date developed	N/A	N/A	Part of semi-annual master/strategic plan workshop	
ii) periodic review	N/A	No	Part of semi-annual master/strategic plan workshop	
iii) tied to division/personnel performance statements/plans	N/A	No	Yes	
iv) objectives linked to programs	N/A	No	Yes	BMFPD and GSFD: Identify and develop performance objectives, and publicize throughout the organization.
v) performance objectives established	N/A	No	Beginning fall of 2010, job descriptions and job performance reviews being established, process underway. Undetermined progress to date.	All agencies: Identify and develop performance objectives, and publicize throughout the organization.

Survey Component	Management Components – Observations			
	BMFPD	**GSFD & GSRFPD**	**RFPD**	**Recommended Action**
F. Code of ethics established	No	No	Yes	BMFPD and GSFD: Develop and adopt a code of ethics.
2. Availability of SOPs/SOGs, Policies, and Rules and Regulations				
A. Copies of rules, regulations, and policies provided	Some, a few on the internet, most are written and reside at Fire Station No. 61	Yes, city intranet at all three fire stations.	Yes	BMFPD: Develop and adopt SOP/SOGs, rules, regulations, and policies. Train personnel on their use. Review annually. Make easily accessible at each fire station and office in either electronic or hard copy format.
i) last date reviewed	As needed and on-going	2007	On-going, as needed, dependent on new situations. Reviews by BCs (battalion chief) and operations chief	
B. Copies of SOPs/SOGs available	Yes, limited	Yes	Yes	All three agencies: distribute and have available copies of SOP/SOGs in each fire station and work place.
i) regular update	As needed, no regular schedule	Dynamic based on need	On-going, as needed, dependent on new situations	
ii) process for development of new SOPs/SOGs	As needed	None, based on need	Yes, in Rifle FPD. Rifle is leading the way in development of system wide SOGs	BMFPD and GSFD: Develop a process for creating new SOPs/SOGs.
iii) SOPs/SOGs used in training evolutions	When applicable and try to use at all training meetings	Yes in general	Yes	All three agencies: Use SOPs/SOGs during training.
C. Policy manual available	Yes	Yes	Yes	

Survey Component	Management Components – Observations			
	BMFPD	**GSFD & GSRFPD**	**RFPD**	**Recommended Action**
i) reviewed for consistency	As needed	Yes	Yes	
ii) reviewed for legal mandates	As needed	Yes	Yes	BMFPD: Annually review for compliance of legal mandates.
iii) training on policies provided	Most of the time	Yes, trained staff members to SOP	Yes	BMFPD: Include training on policies.
3. Critical Issues				
A. Critical issues are identified				
i) first critical issue	Response times for staff EMS/fires/etc.	Staffing levels at edge and demand	Managing growth and migration to regional department. Staffing an issue, many open positions while regional plan develops. This is just at the level of demand now.	BMFPD: [10] GSFD:[11] RFPD:[12]
ii) second critical issue	Staff numbers and reflex time to incident/call load, barely meeting demand.	Budget issues, sales tax stream, reduction in district tax revenue (tax re-assessment) may result in staff reduction in 2012.	Human resources demand strain on fire department management.	BMFPD:[13] GSFD: [14] RFPD:[15]

[10] Response time often varies greatly on responses. Research has shown, that some volunteers may respond quickly to a vehicle roll over or residential fire, but on minor medical aids, there will be some selective avoidance, e.g. choose not to respond if available. Quick response times are critical for operational staff to have success in mitigating an incident. BMFPD will not improve response times to a satisfactory level until there is a commitment to full time staff or a shared delivery system that provides ready response staff members.
[11] Strongly consider regionalization to leverage administrative and operational resources. Secondly, review current response areas and determine if shared services with BMFPD No. 64 can reduce current workload/demand in the north/west areas.
[12] Managing growth and migration to a regional department. Staffing is an issue, many open positions while regional plan develops. This is just at the level of demand now.
[13] If response time goals are being met with little success, there still remains a concern over the number of firefighters available. Many fire district members work outside the area, creating a lack of ready to respond personnel, mainly during daytime.
[14] Consider mill levy increase both in the district, and safety tax in city.
[15] Human resource service demand is not being met.

Survey Component	Management Components – Observations			
	BMFPD	**GSFD & GSRFPD**	**RFPD**	**Recommended Action**
iii) third critical issue	Communications within organization needs to be structured.	Very lean management staff	How to blend funding mechanisms on a regional level, Rifle board of directors not interested at all in sharing reserve funds.	BMFPD:[16] GSFD:[17] RFPD:[18]
4. Challenges of the Future				
A. Challenges are identified				
i) first challenge	Recruitment, retention, training under current configuration	Decision on cooperative agreement for regional authority department.	Managing a regional authority	BMFPD:[19] GSFD:[20] RFPD:[21]
ii) second challenge	Improving service while holding down costs.	Only administrative career staff, fire chief, fire marshal, office administrative person.	Developing the management strengths needed to grow the organization.	BMFPD:[22] GSFD:[23] RFPD:[24]
iii) third challenge	Succession plan, sustainability of agency	Service delivery barely meeting demand	N/A	
5. Internal and External Communications				
A. Internal communications	One time a month volunteer non mandatory meeting. 50-60% participation usual.	Yes	Email, hard copies, very active and robust communication network.	BMFPD: Make volunteer meetings mandatory.

[16] The absence of a mission and vision statement, a strategic plan, well developed lines of authority, job descriptions.
[17] Add administrative staff in order to adequately support the operational division of the department.
[18] How to blend funding mechanisms on a regional level, RFPD board of directors not interested subsidizing other departments.
[19] Use multiple media outlets to publicize job opportunities.
[20] Decision on cooperative agreement for regional authority department.
[21] Managing a regional authority.
[22] The fire services expectation of today's communities is high. Citizens expect fast response, with ALS.
[23] Only three career staff, fire chief, fire marshal, office administrative person.
[24] Development of the management team needed to grow the organization.

Survey Component	Management Components – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
i) regularly scheduled staff meetings (fire department)	Once weekly w/ fire chief and captains; informal meetings, not rigid	Yes, monthly	Monthly battalion chiefs and top management. Two times monthly battalion chief, captain, and lieutenant meetings hosted by the deputy chief	BMFPD: Make leadership meetings mandatory and should include captains.
ii) written staff meeting minutes	No	Yes, distributed to officers and shared with group	Yes	BMFPD: Keep meeting minutes and disseminate.
iii) memos	Not often, via emails.	E-mails	Yes	
iv) member newsletter	No	No	No	
v) member forums	No	No	No	
vi) open door policy	Yes	Yes	Yes	
vii) bulletin board	Yes	Yes	Yes	
viii) vertical communication path clearly identified	Not fully; however, each member can seek management staff/supervisor and get response	Just developing over last two months. Acting fire chief very supportive and doing a good job, “re-booting” organization.	Yes, well developed but seeking improvements	BMFPD and GSFD: Establish clear vertical lines of communication
ix) e-mail	Yes	Yes	Yes	
x) employee mail boxes	Yes, not used	Yes	Yes	
xi) voice mail	Some	Yes	Yes	
xii) issues taskforce	No	No	Fire department management team	BMFPD & GSFD: Assemble department leadership to conduct strategic planning.
B. External communications				
i) community newsletter	No	No, but have access on website	No; fire education position new, working on it	
ii) website	Yes, needs improvement and more data	Yes	Yes, http://www.riflefiredept.org	BMFPD: Improve Web presence with greater depth of district information.

Survey Component	Management Components – Observations			
	BMFPD	**GSFD & GSRFPD**	**RFPD**	**Recommended Action**
iii) advisory committee(s)	Board of directors	No	No	
iv) complaint process	Non formal, via contact with fire department	Phone call to fire chief	http://www.riflefiredept.org/index.php/community-input or direct communication with fire chief	BMFPD and GSFD: Develop and adopt a formal complaint process.
v) e-mail	N/A	Yes	Yes	
vi) community survey	No	Each EMS billing includes survey (25 percent return rate).	No, but feedback encouraged via website.	All three agencies: Develop a method for the collection of feedback on how the departments are serving the public.[25]
vii) local community planning organizations	No	N/A	No	See above
viii) focus groups	No	No	No	See above
6. Decision Making Process				
A. Preferred management methodology of fire chief	Trusts staff, believes in directing folks to "handle it", leans more towards hands off and let personnel do it as they should	With transition, "collaborative", final veto with acting chief.	Participative, "hands off" to allow others to manage, is available for decisions when needed	
B. Management process identified	Ad hoc, as needed	Yes, now with acting fire chief	Yes	
C. Decision making process established	Ad hoc, as needed	Yes, in transition with acting fire chief	Yes	
7. Document Control				

[25] Periodic focus groups, mail outs, community events are all effective means of gathering feedback.

Survey Component	Management Components – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
A. Process for public records access established	Yes, controlled by administration	Yes, controlled by administration	Yes, controlled by administrative deputy chief	BMFPD and GSFD: Maintain primary and backup copies of electronic and hard copy records in secure locations.
B. Hard copy files protected	Some electronic, some hard copy, some are hard copies scanned and shredded, no policy/procedure clearly identified	Hard copies scanned. Some shredded, some sent to off-site filing service.	Yes	BMFPD and GSFD: Maintain primary and backup copies of electronic and hard copy records in secure locations.
C. Computer files backed up	In some computers (not all) scanned and stored off site in "File Bound" (a web server); other files are backed up internally on a web server. Reporting software is on web and backed up.	Yes, via city, at two different sites	Yes, backed up and at Fire Station Nos. 41 and 43.	BMFPD and GSFD: Maintain primary and backup copies of electronic and hard copy records in secure locations.
8. Security				
A. Building security	Combination locks changed as needed	Magnetic card entry systems, good secure building	Yes	
B. Office security	Combination locks changed as needed	Keyed	Yes	
C. Computer security	Not in all cases, password "sign- ins" on secured computers	City controlled	Yes	BMFPD and GSFD: Require password protection on computers and workstations.[26]
D. Vehicle security	Indoor yes, some outdoor parking/storage, no security	Most apparatus stored in bays; some external storage but locked	Yes indoor apparatus floors, outside stored vehicles locked	All three agencies: secure vehicles within fenced perimeters where possible.

[26] Computer security is vital to an organization maintaining levels of security of documents and sensitive information.

Survey Component	Management Components – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
E. Capital inventory maintained	In process	Yearly	Yes, controlled by administrative deputy chief	
i) asset security system used	In process-recent purchase of "Manager Plus" to assist w/ process	No	No	
ii) inventory interval	In process	Unknown	Unknown	
F. Monetary controls used	Not determined	City staff, fire chief	Yes, controlled by administrative deputy chief	
i) cash access controls	No cash available	No cash handling	Yes, controlled by administrative deputy chief	
ii) credit card controls	Fire chief, administration, treasurer	City staff, fire chief	Yes, controlled by administrative deputy chief	
iii) purchasing	Fire chief, administration, treasurer	City staff, fire chief	Yes, controlled by administrative deputy chief, signatory fire chief and deputy chief.	
9. Reporting and Records				
A. Records kept by computer	Yes- ERS (Emergency Reporting System)	Yes	Yes	
i) type of platform	PC. Looking at regionally going with New World as CAD	Zoll RMS. Looking at regionally going with New World as CAD	PC Zoll RMS. Looking at regionally going with New World as CAD	
ii) operating system	PC=Windows Based	PC	PC=Windows Based	
B. Periodic report to elected officials				
i) financial report	Balance sheet, P&L and treasurer's report monthly to BOD. The treasurer, Jim Voorhies, approves reconciliation reports.	Monthly financial statements sent to city manager quarterly. City manager updates counsel quarterly. Income statement, balance sheet and fund activity	Balance sheet, P&L and treasurer's report monthly to board of directors.	
ii) management report	Fire chief receives same reporting package as board of directors	Quarterly reports by city manager to city council	Management receives same reporting as board plus detailed P&L	BMFPD and RFPD: Prepare and present a fire management report to the board monthly.

Survey Component	Management Components – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
iii) operational report	No special reporting	Department provides to city manager and rural fire board monthly	Detailed monthly P&L to the division chiefs	BMFPD and RFPD: Prepare and present a fire operational report to the board monthly.
iv) distributed to others	The reporting is available to the public	Annual report on department web site. Annual audit on city web site.	The reporting is available to the public	
C. Annual report produced	No	Yes	No, comprehensive annual budget report only	BMFPD and RFPD: Develop an annual fire department report.
i) distributed to others	No unique report produced	Annual reports available on department web site	No unique report produced. Information is same as the message accompanying the budget to the state.	All three agencies: Produce and distribute an annual report officials, elected members, BOD and make available to the public, and placed in each fire station.
ii) analysis of data provided	None	Yes, annual report	None	BMFPD and RFPD: Analyze statistical data.[27]
D. Required records maintained				
i) incident reports	Emergency Reporting System	Zoll RMS	Zoll/SunPro	
ii) patient care reports	Emergency Reporting System	Zoll RMS then scanned. Use 3rd party billing via Share Point. Records stored at off-site filing service.	Zoll/SunPro	
iii) exposure records	No process, as needed	Completed system in place and follow up, with connection to ER (emergency room) doctor for more data, if needed	Near Miss reporting system input	BMFPD and RFPD: Develop and implement a process of tracking and recording firefighter exposures.

[27] Analyzing statistical data is time consuming and requires staff time. It is an essential view into what the department's capacity level versus. system demand, thereby depicting cause and effect. Analyzing data is one tool to understanding service demand.

Survey Component	Management Components – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
iv) SCBA testing	Yes, 3rd party	Annually, 3rd party	Annually, 3rd party	
v) hose	Yes	Yes, hard copy only	Yes	
vi) ladder	Yes, 3rd party	Yes, hard copy only	Yes	
vii) pump	Yes, 3rd party	Yes, hard copy only	Yes	
viii) breathing air	Yes 3rd party to level E	Sampled quarterly, hard copies	Yes	
ix) vehicles	Yes, fleet manager	At fleet maintenance, daily checks in house, hard copy	Yes, shared fleet manager and AAA inspections	
x) gas monitors	Calibrated in-house	Hard copy	Yes	
10. Budgetary Controls				
A. Designated fiscal year	January – December	January – December	January – December	
i) budget cycle	Annual	Annual	Annual	
B. Budget officer	Fire chief	City Manager is responsible for budget but the collection and creation of budget data is completed by the director of finance.	Fire Chief	
C. Budget development process				
i) governance	Chief prepares budgets based on historical data plus any special requests from staff. BOD reviews preliminary budget at the September board meeting and makes revisions as required.	Budget process starts end of May with information going to department heads. Data is returned by the end of June. Then meetings with city manager regarding department requests. City manager approval, final council approval.	Chief prepares budgets based on historical data plus any special requests from staff. Board of directors review preliminary budget at the September board meeting and makes revisions as required.	

Survey Component	Management Components – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
ii) administration	Fire chief is responsible to ensure all dates are met.	City director of finance	Coordination of budget to meet dates and produce/publish is the responsibility of the administrative division chief.	
iii) management	Fire chief manages budget	City director of finance	Fire chief manages budget	
iv) staff	Fire chief discuss the budget amounts with the staff to ensure that the amounts are adequate	Creates original first draft of budget	Fire chief discuss the budget amounts with the staff to ensure that the amounts are adequate	
v) community	October board meeting is the public hearing to discuss the budget. No public attendance in last four years.	Public hearing at second council meeting in October.	Establish two work sessions and one public meeting prior to adoption. Work sessions are open to public and include the board, fire chief, deputy chief and administrative chief.	
D. Budget adoption process	.			
i) budget approval	The district normally approves the budget in the October meeting. By state regulation the budget must be adopted prior to December 31.	The budget is presented to counsel in October. Public hearing at the second meeting in October. The budget is approved at the first meeting in November.	Approved the first meeting in December contingent on the revenue being as projected.	
ii) funding approval	Funding is approved with the release of the final mill levy in mid-December.	Mill levy is certified by December 15.	Funding is approved with the release of the final mill levy in mid-December.	
E. Financial control officer				
i) financial report	Treasurer	Director of finance	Administrative services chief	
ii) financial review	Treasurer	Director of finance	Administrative services chief	
F. Basis of accounting	Modified accrual	Modified accrual	Modified accrual	

Survey Component	Management Components – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
G. Purchasing				
i) purchasing policy	No written purchasing policy	Written purchasing policy maintained in city purchasing department	Yes	
ii) credit cards	Fire Chief ($10,000 limit), fire marshal ($3,000 limit), facility/fleet manager ($2,000 limit), training officer ($3,000). The credit card receipts are approved by the chief and matched to the credit card statement. The treasurer receives the invoices monthly and approves the total.	The department has purchasing cards assigned to individuals with fire chief approval. Employee must sign an agreement on the proper use of card. Fill out a form listing purchases, approved by supervisor, reviewed by purchasing then sent to AP (accounts payable) for processing.	Division chiefs (5 card holders), 3 battalion chief, 3 lieutenants, admin assist, fire inspector. The cards have a credit limit per transaction as follows; lieutenants and battalion chief at $1,000, admin, training, fire inspector $2,500. The division chiefs are limited to $5,000. The transaction receipts are attached to the invoice. The invoice is approved by next layer of management.	
iii) purchase orders	Not routinely. POs (purchase order) are only used if the selling company requires a PO.	Yes, number on PO is controlled. PO is needed for a certain level with approval by department head and city manager	Yes, any purchase above $300 requires a PO. Credit card purchases do not need a PO. POs are pre-numbered but number usage is not controlled or monitored. PO is approved prior to purchase. Administrative chief can approve up to $300, assistant chief and chief up to $1,500. Above $1,500 must be approved by board.	
iv) open accounts	Yes, controlled in same method as credit cards	Yes, controlled by department head/supervisor approval and receipts.	Yes, controlled with receipts	
v) petty cash accounts	No	No	Yes, $300. Receipts provided to support use of funds.	

Survey Component	Management Components – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
vi) central supplies/logistics	No	No	No	
vii) joint agreements/ventures	No	No	No	
viii) JPAs	Purchased foam for RFPD, Gypsum and BMFPD. No agreement exists between agencies but with volume a better price was received. .	No	No written policy but do make an attempt to contact neighboring departments to increase volume of purchase and reduce price	
ix) bidding	Fixed capital over $60,000 must have a bid. Vehicles are bid but specifications are normally so tight not many qualify.	Dollar limit minimum of three bids.	Follow state guidelines. Minimum three bids.	
x) leases	No leases. They do have lease purchase agreements for apparatus.	No	Lease purchase on aerial.	
11. Planning				
A. Strategic/Master planning	No	No	Two times a year fire management retreat, this is part of master/strategic plan workshop, along with future goals, SWOT, etc.	BMFPD and GSFD: Develop a strategic and master plan.
i) plan period	N/A	N/A	Two times a year fire management retreat, this is part of master/strategic plan workshop, along with future goals, SWOT, etc.	See above
ii) periodic review	N/A	N/A	Two times a year fire management retreat, this is part of master/strategic plan workshop, along with future goals, SWOT, etc.	See above

Survey Component	Management Components – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
iii) goals	N/A	N/A	Two times a year fire management retreat, this is part of master/strategic plan workshop, along with future goals, SWOT, etc.	See above
iv) funding	N/A	N/A	Two times a year fire management retreat, this is part of master/strategic plan workshop, along with future goals, SWOT, etc. Works with board of directors.	
B. CIP Capital Improvement Plan	No	No	Yes, for capital apparatus	All three agencies: Develop a comprehensive CIP (Capital Improvement Plan) including policies and procedures. Complete development of the AMP (Asset Management Plan).
i) plan period	N/A	N/A	N/A	
ii) periodic review	N/A	N/A	N/A	
iii) projects	N/A	N/A	N/A	
iv) funding	N/A	N/A	N/A	
12. Budget				
A. Service level defined	No	Yes	Yes	
B. Operating budgetary funds				
i) organized by program or category	Organized by account with a system defined class code assigned to segregate by program	Chart of account is controlled by account number, cost center and department	Yes, controlled by account code	
ii) sub accounts	Class codes	Yes	No	
C. Reserve funds	Capital fund, pension fund	Bond debt and replacement vehicles	Capital reserve, pension fund	
D. Revenue funds	General fund	Special revenue/general fund	General fund	

Survey Component	Management Components – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
E. Enterprise funds	None	None	None	
F. Adopted budget FD income accounts, 2010 actual amounts	$2,970,205	City $1,888,333 District $592,485 Other $447,123 = $2,927,941 = $. Rural fire district revenue in 2010 was $655,104.	$5,476,698	
i) EMS transport revenue	$100,000	$570,787	$150,000	
ii) Plan review and permits	$0	$7,700	$0	
G. Revised budget FD expense accounts, 2010 General Fund	$4,305,205	Total Expenditures $2,987,068 = plus general obligation bond debt charged to the finance department of $292, 343 for a total of $3,279,411. The rural fire district expenses in 2010 were 655,104.	$5,517,057	
i) personnel	$763,157	Salaries =$1,743,805 Rural district commissioner fees - $2,050	$2,836,300	
ii) capital outlay	$472,500	$0	$591,500	
H. District overhead				
i) reserve fund contributions	$195,228.70	$0	$38,797	
ii) fleet rental charges	$0	$0	$0	
iii) fleet maintenance charges	$7,500	$65,000	$75,000	
iv) motor fuel charges	$20,000	$25,000	$32,500	
v) property/ casualty insurance	$68,750	City $3,291 District $1,500	$40,000	
vi) medical and dental insurance	$93,600	$170,664	$582,528	

Survey Component	Management Components – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
vii) workers' compensation	$20,000	$98,744	$75,000	
viii) workers' compensation mod rate	1.27	1.02	0.84	
ix) employee pension plan	$249,148	No traditional pension plan is offered to employees. The City has a 401a retirement plan that the employees participate in. The 401a is an alternative to paying social security. The city and employee each pay 7.5 percent into a trust fund in lieu of social security. The payment is tax exempt for the employee and has the same withdrawal provisions as a 401k plan. In the 2011 budget the city will pay $109,921.	$211,616	
13. Debt				
A. Bonded debt	No bonded debt	In 2001 a general obligation bond was authorized for both the city and the rural district. The bonds mature on December 1, 2020. City original amount = $3,695,000 City balance as of 12/31/10 – $2,265,000 Rural district original amount = $1,130,000 Rural district balance as of 12/31/10 = $690,000	No bonded debt	

Survey Component	Management Components – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
B. Capital lease	Two capital leases. 1) 3 tenders and 3 rescues originated October 2003. Loan balance as of 12/31/2010 is $348,131. Final payment in 2013. 2) 1 ambulance, 2 engines and Fire Station No. 64 originated January 2009. Loan balance as of 12/31/2010 is $4,876,936. Final payment is July 2015.	No capital lease debt	One capital lease for aerial. The loan principal balance at 12/31/2010 was $490,292.	
C. Unfunded liability				
i) pension fund	An actuarial valuation was made of the pension fund as of January 1, 2011. The pension fund has an unfunded actuarial liability of $515,222.	No pension plan for employees = no unfunded liability.	An actuarial valuation was made of the pension fund as of January 1, 2009. The fund based on the current plan has a surplus of $144,770.	
ii) workers' compensation claims	Two open workers compensation claims. Covered by insurance. No expected unfunded liability.	Two open workers compensation claims. Covered by insurance. No expected unfunded liability	Two open workers compensation claims. Covered by insurance. No expected unfunded liability	
14. Revenue				
A. Tax levy				
i) limitations	The District has been de-Bruced. The current approved rate cannot be exceeded without an approval by vote of the district residents.	The City has been de-Bruced. The current approved rate cannot be exceeded without an approval by vote of the district residents.	The District has been de-Bruced. The current approved rate cannot be exceeded without an approval by vote of the district residents.	

Survey Component	Management Components – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
B. Service contracts	Inter-agency agreement with Rifle for two full-time personnel for emergency response. Includes EMS transport services.	An agreement exists between the city and Glenwood Rural.	Inter-agency agreement with BMFPD to provide two full-time personnel for emergency response. Includes EMS transport services.	
C. Grants				
i) recent awards	In 2010, the District received a Colorado Public Health EMS provider grant for an ambulance.	$25,000	Wildland Federal Grant in 2010.	
ii) county grants	None	None	None	
ii) outstanding applications	Department of Local Affairs of $100,000. Energy impact Grant.	None. Fire mitigation grant funds of $10,000 was collected and paid out but not budgeted.	None budgeted. However, DOLA payment of pension funds normally is recorded in this line item.	
D. Fundraising				
i) Foundation	Burning Mountains Firefighters Associations (volunteers)	Glenwood Springs Associations (only three active members, on last warning for lacking training)	No organization	
ii) Volunteer Association	District provides $4,000 annual to support appreciation banquet. Any fundraising is done in the name of the association.	None	None	
E. Fees for service				
i) ambulance transport fee structure	See schedule	See schedule	See schedule	
ii) billing for fire response	No	No	No	
iii) inspection fee	No	Yes	No	
iv) hazardous materials	Yes, for qualifying hazardous materials responses	Yes, for qualifying hazardous materials responses	Yes, for qualifying hazardous materials responses	

Survey Component	Management Components – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
v) cost recovery -- external	No	No	No	
vi) impact fee(s)	No	Yes	No	
vii) school/student fee	No	No	No	
viii) event stand-by charges	Rent of hall to non-profit events.	Yes	No	
F. Ambulance service collection(s)	Medical Practice Solutions (MPS) in Albuquerque, N.M.	Medical Practice Solutions in Albuquerque, N.M.	Trans World located in Denver. The invoices are generated by the District. The District collects the payments until the amount becomes past due then it is turned over to Trans World to collect.	
i) percentage collected (year 2010)	Collections percentage can't be calculated based on the information provided. BMFPD should request additional reporting from MPS to determine the collection percentage and to have a measurement of MPS's efforts to collect fees.	Collections percentage can't be calculated based on the information provided. Glenwood Springs needs to request the additional reporting from MPS to determine the collection percentage and to have a measurement of MPS's efforts to collect fees.	As of July 6, 2011, the district has $133,791 in open accounts receivable for EMS invoicing. Of this amount $32,518 is past due and being turned over to the collection agency. The district historically recovers 10% of items turned over to the collection agency. The estimated uncollected rate for this period is 21.9%.	
ii) collection fee(s)	10 percent of amount collected	10 percent of amount collected	10 percent of amount collected	

Comments:

- GSFD has the potential for a large unfunded liability in sick leave. Personnel accrue 8 hours of sick leave per month up to a maximum of 960 hours. If an employee retires with either 20 years of continuous service or 5 years of continuous service and reaching the age of 55 years, they are paid the total amount of accrued sick leave.

Kudos:

- Glenwood Springs FD has a well-developed system for dissemination of rules, regulations, SOG/SOPs electronically department wide.
- Glenwood Springs FD communications has recently improved by sharing information across the organization, seeking input at all levels and establishing an open and supportive environment.
- Rifle FPD is very involved in master and strategic planning as well as systematically evaluating their strengths, weaknesses, opportunities and challenges.
- Rifle FPD is aggressively instilling organizational values throughout the work force, and is monitored within annual individual performance evaluations.

Survey Table 3: Staffing and Personnel Management

Fire and EMS (emergency medical service) organizations must provide adequate staffing in three key areas: emergency services, administration, and support. ESCI surveyed each of the fire departments to assure that a reasonable balance between the three areas is maintained, given the realities of available local resources.

Administration and Support Staff

One of the primary responsibilities of a fire department's administration and support staff is to ensure that the operational entities of the organization have the ability and means to accomplish their responsibilities on emergency incidents. Efficient and effective administration and support are critical to the success of a fire department. Without sufficient oversight, planning, documentation, training, and maintenance, the department will fail any operational test. Additionally, like any other part of the department, administration and support require appropriate resources to function properly.

Emergency Services Staff

It takes a highly trained staff of emergency responders to put the appropriate emergency apparatus and equipment to its best use in mitigating incidents. Insufficient staffing at an operational scene decreases the effectiveness of the response and increases the risk of injury to both firefighters and citizens.

The results of this study will document any current or potential staffing challenges faced by BMFPD, GSFD, and RFPD. GSFD and RFPD have combination full time and volunteer operational staffing, while BMFPD is nearly all volunteer personnel. The study findings will measure the current service demand, and determine if any of the departments is at the limit of serving its community with adequate response, in both emergency services delivery and administrative functionality.

Several standards address staffing issues, specifically, the OSHA Respiratory Protection Standard 29 CFR 1910.134; NFPA 1710 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, to the Public by Career Fire Departments; and NFPA 1720 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments are frequently cited as

authoritative documents. In addition, the Center for Public Safety Excellence (CPSE) publishes benchmarks for the number of personnel required on the emergency scene for various levels of risk.[28]

Survey Component	Staffing and Personnel Management – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
1. Policies, Rules, Regulations, and Operational Guidelines				
A. Human resource manager	Fire chief and administrative assistant	City human resource system	Fire chief, deputy chief, and administrative chief	RFPD: Create the position of human resource manager.
B. Personnel policy manual maintained	Yes, fire department offices	Yes	Yes	
i) manual provided at initial hiring	Yes	Yes	Yes	
ii) training provided	Yes	Yes	Within rookie training	
iii) periodic review and update	As needed, not structured	As needed	Yes	BMFPD and GSFD: Review personnel manual on an annual basis.
C. Rules and regulations provided	Yes	Yes	Yes	
D. Operational guidelines provided	SOP/SOGs available	Yes	Yes	
E. Position descriptions current/accurate	In process	Yes	Yes	BMFPD: A set of job descriptions for each position should be developed and maintained. Job descriptions should be reviewed on an annual basis.
E. Desk manuals	N/A	N/A	No	
F. Retention program established	Not formally, annual awards/recognition banquets, firefighter of the year, officer of the year. Nothing administratively.	City human resource system	No	

[28] CPSE: formerly the Commission on Fire Accreditation International (CFAI).

Survey Component	Staffing and Personnel Management – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
2. Compensation, Point System, and Benefits				
A. Uniformed employee compensation, FT annual				
i) fire chief	$100,495	Min – $73,217 Mid – $87,640 Max – $102,504	$105,000	
ii) assistant fire chief	N/A	N/A	N/A	
iii) deputy fire chief	N/A	N/A	$87,000	
iv) battalion chief	N/A	N/A	N/A	
v) captain, training	N/A	N/A	N/A	
vi) fire marshal	$81,210	Min – $50,554 Mid – $60,665 Max – $70,776	$73,861	
vii) PIO/educator/ inspector	N/A	N/A	Fire inspector $64,313 Life safety educator $50,223	
viii) captain EMS/MSO	$70,000	N/A	EMS chief $71,011	
ix) director of administrative services	N/A	N/A	Administrative division chief $62,000	
x) administrative services manager	N/A	N/A	N/A	
xi) finance assistant	N/A	N/A	N/A	
xii) office assistant	$21.65 per hour – $45,032 annual	Min – $37,590 Mid – $45,108 Max – $52,626	$45,000	
xiii) secretary	N/A	N/A	N/A	
xiv) staff assistant	N/A	N/A	N/A	
xv) fleet manager	N/A	N/A	N/A	
xvi) lead mechanic EVT	N/A	N/A	N/A	
xvii) mechanic EVT	N/A	N/A	N/A	
xviii) mechanic	N/A	N/A	N/A	
xix) facility maintenance	$65,000	N/A	N/A	
xx) facilities technician	N/A	N/A	N/A	

Survey Component	Staffing and Personnel Management – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
xxi) battalion chief, operations	N/A	N/A	$68,181	
xxii) captain paramedic, operations	N/A	N/A	N/A	
xxiii) captain, operations	N/A	Min – $51,818 Mid – $62,181 Max – $72,545	N/A	
xxiv) lieutenant paramedic, operations	N/A	N/A	N/A	
xxv) lieutenant, operations	N/A	Min – $46,944 Mid – $56,333 Max – $65,722	Lieutenant entry level salary is $18.85 per hour. This equates to an annual salary of $51,951. Base pay is increased by receiving the following certifications: Crew Boss = 2% Fire Instructor 2 = 2% Fire Inspector 2 = 2% NFA Series = 2% Type 3 ICS = 2% Mentor = 2% Two-year college degree = 2%	
xxvi) engineer, operations	N/A	Firefighter II/Engineer Min – $39,493 Mid – $47,391 Max – $55,290	Driver certification provides an two percent increase in pay	
xxvii) firefighter/ paramedic, operations	N/A	Firefighter II/EMT-P Min – $43,593 Mid – $52,311 Max – $61,030	Paramedic certification (EMT-P) provides an eight percent increase in pay. Certification at an EMT-I provides a four percent increase.	

Survey Component	Staffing and Personnel Management – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
xxviii) firefighter/EMT, operations	Included in the budget is the inclusion of six unfilled firefighter positions with an annual salary of $38,480	Firefighter I/EMT-B Min – $34,906 Mid – $41,887 Max – $48,868 Firefighter I/EMT –I Min – $35,778 Mid – $42,934 Max – $50,090 Firefighter II/EMT –B Min – $35,778 Mid – $42,934 Max – $50,090 Firefighter II/EMT –I Min – $36,673 Mid – $44,008 Max – $51,342	Firefighter entry level salary is $15.46 per hour. This equates to an annual salary of $42,608. The base pay is increased by receiving the following certifications: Firefighter 2 = 2% Crew Boss = 2% Fire Instructor 1 = 2% Hazardous material technician = 2% Fire inspector 1 = 2% Ropes 3 = 2% NFA series = 2% Type 3 ICS = 2% Mentor = 2%	
B. Additional compensation				
i) EMT premium pay	N/A	See (above)	Included in base pay (above)	
ii) paramedic pay	N/A	See (above)	Included in base pay (above).	

Survey Component	Staffing and Personnel Management – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
iii) clothing allowance	Uniform allowance Firefighters $1,500. Administration, fire chief, fire marshal, EMS coordinator, facilities manager $500 annually.	The City furnishes a new hire with: 3 shirts, 3 pairs of pants, 1 black belt, 1 uniform jacket, 1 dress uniform shirt with badge and nameplate, 1 pair of duty boots, and full personal protective equipment consisting of: helmet, Nomex hood, turnout coat, turnout pants, rubber firefighting boots, firefighting gloves, and all other appropriate safety equipment. Items will be replaced by the City as needed and at the fire chief's discretion.	Uniforms provided by District. All career employees receive a $100 annual boot allowance.	
iv) longevity pay	N/A	5 – 9 years $350 10 – 14 years $700 15 – 19 years $1,050 20 – 24 years $1,400 25 – plus years $1,750	2% longevity pay will be awarded at 1, 2, 3, 5, 7, 10, and 15 years of service	
v) other specialty pay	N/A	N/A	N/A	
C. Career employee benefits				
i) social security	Pay only Medicare	The City has elected a 401a plan in-lieu of social security.	No social security. All non-firefighting personnel are in the PERA program	
ii) workers' compensation	Yes	Yes	Yes	

Survey Component	Staffing and Personnel Management – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
iii) pension	The District provides for retirement through the FPPA (Fire and Police Pension Association of Colorado). The employee is required to contribute 8% of salary and the District matches the 8%. Pay an additional $20 per year into a 457 plan.	No traditional pension plan is offered to employees. The City has a 401a retirement plan that the employees participate in. The 401a is an alternative to paying social security. The city and employee each pay 7.5% into a trust fund in lieu of social security. The payment is tax exempt for the employee and has the same withdrawal provisions as a 401k plan.	The District provides for retirement through the FPPA. The employee is required to contribute 8% of salary and the District matches the 8%. Non-firefighting personnel participate in PERA. The employee is required to contribute 8% of salary and the District contributes 10%.	
iv) deferred compensation	N/A	N/A	N/A	
v) medical insurance	District pays for the full cost of the defined benefit package for both the employee and family.	The city offers two medical plans 1) $1,500 deductible PPO and 2) $1,500 high deductible plan. The City covers 100% of the premiums of the high deductible plan for the employee. If the employee selects the PPO plan they must pay the premium difference in the plans. The premium difference is currently $28.53 per month. Under both plans, the City pays 85% of the premium for family coverage.	District pays for the full cost of the defined benefit package. For dependent care coverage, the District pays 50% and the employee is responsible for 50%	
vi) dental insurance	Included in medical	Employee pays 100% of dental	Included in medical	

Survey Component	Staffing and Personnel Management – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
vii) short and long term disability insurance	The chief and fire marshal are covered through FPPA. All other employees are covered for on the job disability through workers compensation. Also disability coverage for all personnel through VFIS.	The City pays 100% of premium for LTD (long-term disability). Short-term insurance is considered elective and paid by employee.	All employs are included in FPPA with the exception office administration covered through PERA (Public Employees' Retirement Association of Colorado).	
viii) life insurance	Included for employee only. Volunteers have coverage through VFIS (Volunteer Fireman's Insurance Services, Inc.)	City pays for a life insurance benefit of 1.5 times the employees' annual salary. The plan includes benefit payment of $5,000 for the spouse and $2,000 for each child.	Life insurance of $50,000 for employee.	
ix) vision insurance	Included in medical	Employee pays 100% of vision	Included in medical	
x) survivor income benefit	Through retirement the employee can elect to have spouse receive benefits	Through retirement the employee can elect to have spouse receive benefits	Through retirement the employee can elect to have spouse receive benefits	
xi) additional life insurance	None	Purchase additional life at employees cost	Employee can purchase additional coverage	
E. Volunteer compensation				
i) LOSAP	Pension through FPPA	Pension through FPPA	Pension through FPPA	
ii) other benefits/incentives	No stipend for volunteers	No stipend for volunteers	Expense reimbursement for on-duty of $100 or $12.00 per six-hour period on-call	

Survey Component	Staffing and Personnel Management – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
4. Disciplinary Process				
A. Disciplinary policy established	Not written	Yes, internal, then to city human resource	Yes, handled by fire department management	BMFPD: Establish a disciplinary policy.[29]
B. Disciplinary process communicated	Discretionary depending on individual supervisor, and employee	Yes, at time of hire, electronic	Yes	
C. Appeal process provided	Member can bring issue to supervisor, fire chief, or board of directors, but must follow chain of command	Yes	Yes, fire chief, BOD	
i) recent litigation	No	Yes	No	
ii) pending litigation	No	Yes	No	
5. Counseling Services				
A. Critical incident stress debriefing	Available through Triad Company	Third party, city has contract service	Yes, available on request	
B. Employee assistance program	No	City HR has contracted service through Triad	No	
C. Intervention program	Available through Triad Company	City HR has contracted service	Available on request	
6. The Application and Recruitment Process				
A. Recruitment program	Word of mouth primary method, banners on fire stations	Published in local paper, word of mouth, web	Word of mouth, newspaper	All three agencies: Use a variety of media, newspapers, and firefighter email/website systems to improve interest during periods of recruitment.
B. Application process				
i) qualification check	Yes, administrative assistant	Human resources and fire chief	Yes, handled by fire department management	

[29] The lack of expressed and written policies and standards of performance can lead to inconstancy in discipline.

Survey Component	Staffing and Personnel Management – Observations			
	BMFPD	**GSFD & GSRFPD**	**RFPD**	**Recommended Action**
ii) reference check	Yes, administrative assistant	Human resources	Yes, handled by fire department management	
iii) background check	Yes, administrative assistant and Colorado Bureau of Investigation	Police department	Yes, handled by fire department management	
iv) physical standards established	No	Yes, cooperative effort with RFPD on CPAT (Candidate Physical Ability Test)	Yes, one person CPAT certified	BMFPD: Require a physical ability test for employment.
v) knowledge testing	No, will take new member with certifications, no formal testing before hire. Recruit academy is once a week for one year, informal, not mandatory thru the year. Only measure of performance is attendance. JPR (Job Performance Requirements) to pass academy.	No, required to have current certifications.	Yes for recruits and in-house assessment centers for advancement.	BMFPD and GSFD: Evaluate baseline skills of perspective members.
vi) interview	No	Prescreened, via interview	Yes	See above
vii) medical exam required	No	Yes	Yes	See above
viii) psychological exam required	No	Yes	Yes	See above
7. Testing, Measuring, and Promotion Process				
A. Periodic competence testing	Use State of Colorado JPRs	No, but annual evaluation performance based.	No	All three agencies: Administer annual competency, physical competence testing.
B. Periodic physical competence testing	No	Annually, excluding 2011	No, developing physical ability testing	All three agencies: Administer annual competency, physical competence testing.

Survey Component	Staffing and Personnel Management – Observations			
	BMFPD	**GSFD & GSRFPD**	**RFPD**	**Recommended Action**
C. Periodic performance review	No	Annual	Annual performance appraisal	BMFPD: Administer semi-annual performance reviews.
D. Promotional testing	None, only letter from a recommending officer	As needed, per rank	Yes, as needed	BMFPD: Develop a promotional testing process.
8. Health and Safety				
A. Medical standards established	No	No	No	
i) periodic medical exam	Periodic but infrequent	Just at employment, or medical issue later on the job	No	All three agencies: Provide annual medical physical examinations.
B. Safety committee established	No, as needed upon incident	City committee	Management team, risk manager/administrative division chief, complete Near Miss Incident	BMFPD: Create a safety committee.
i) membership	No	1 fire department member	No	
ii) meetings	No	Quarterly	As needed	BMFPD: Establish a meeting schedule (at least quarterly).
iii) meeting minutes	Via e-mail and word of mouth any findings, but are generally part of future training efforts by crews, nothing formal.	Yes, quarterly. Provided to fire department safety committee member.	All Near Miss incidents are communicated through the organization.	BMFPD: Publish safety committee minutes, findings and recommendations.
9. Administration and Other Support Staff				
A. Fire chief	1	1 (acting)	1	
B. Assistant fire chief	0	0	1 division chief EMS/training 1 division chief training (currently open)	
C. Deputy fire chief	1 (volunteer)	0	1	GSFD: Create a position of deputy administrative chief.
D. Battalion chief	0	0	0	
E. Captain, training	1 (volunteer)	Fire training officer = A shift captain	1 (fire inspector)	All three agencies: Designate a training officer.
F. Fire Marshal	1	1	1 (division chief)	

Survey Component	Staffing and Personnel Management – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
G. PIO/Educator/Inspector	No	PIO= county PIO Educator = office assistant and firefighters Inspector = fire marshal	1	
H. Captain EMS/MSO/Medic	3 (volunteer)	EMS coordinator = C shift captain	0	All three agencies: Create the position of training officer/EMS-paramedic coordinator.
I. Director of administrative services	1	0	1 Administrative chief. Duties split 0.5 administrative and 0.5 finance (included below)	GSFD and RFPD: Create the position of administrative services manager.
J. Administrative services manager	No	0[30]	0.5	
K. Finance assistant	No	0[31]	0.5	
L. Office assistant	No	1	1	
M. Secretary	No	0	0	
N. Staff assistant	No	0	No	
O. Fleet manager	1 shared position with Rifle for both equipment and buildings	City fleet maintenance	1 shared position with BMFPD for both equipment and buildings	
P. Lead mechanic EVT	see above	City fleet maintenance	See above	
Q. Mechanic EVT	see above	City fleet maintenance	See above	
R. Mechanic	see above	City fleet maintenance	See above	
S. Facility maintenance	see above	In house, fire department staff do it	See above	
T. Facilities technician	see above	0	See above	

[30] Financial, human resource, legal, and administration services are provided by the City to the GSFD.
[31] Ibid.

Survey Component	Staffing and Personnel Management – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
U. Total administrative and support staff	3.5 full time, 2 volunteer	3	9.5	
V. Percent administrative and support to total personnel	11.84%	3:36=8% (all operations – full-time, part-time, and volunteer) 3:20= 15% (full-time operations only)	11.88%	GSFD: Consider adding administrative staff.
10. Emergency Service Staff				
A. Battalion chief	0	Captain on shift is the battalion chief	3 total: 1 EMT-P 1 EMT-I 1 EMT-B	
B. Captain paramedic	0	3 total: 1 EMT-P 2 EMT-I	No	
C. Captain	2 plus, 2 volunteer	0	No	
D. Lieutenant paramedic	N/A	3 total: 1 EMT-I 2 EMT-P (one is acting)	3 total: 1 EMT-P 2 EMT-I	
E. Lieutenant	N/A	0	0	
F. Engineer	5	6 career total: 4 EMT-B, 2 EMT-I 2 part-time total: 1 EMT-P 1 EMT-B	14	
G. Firefighter/paramedic	2 total: 1 RN (registered nurse) bridge P 1 volunteer paramedic 1 RN in academy	11 career total: 11 EMT-P 4 part-time total: 4 EMT-P	7 career total: 7 EMT-P 6 part-time total: 5 EMT-P 1 volunteer EMT-P	

Survey Component	Staffing and Personnel Management – Observations			
	BMFPD	**GSFD & GSRFPD**	**RFPD**	**Recommended Action**
H. Firefighter/EMT	1 career total: 1 career EMT-I 4 volunteers total: 3 (career) volunteer EMT-I 1 volunteer EMT-I	9 career total: 5 EMT-I 4 EMT-B 9 part-time total: 4 EMT-I 5 EMT-B	13 career total: 7 EMT-I 6 EMT-B 2 part-time total: 2 EMT-I	
I. Total operational staff	37	20 career 13 part-time 3 volunteer	24 career personnel supplemented with 22 part time employees	All three agencies: Identify overlapping personnel on fire department rosters.
J. Fire department total	37 (includes four captains, 2 captains split/1-shift(C) 48/96 coverage schedule)	39 total: 3 admin career 20 operations career 13 operations part-time 3 operations volunteer	64	
11. Use of Career and Volunteer Personnel				
A. Career schedule				
i) length of normal duty period	5 days @ 40 hours	48 hours on, 96 hours off	48 hours on, 96 hours off	
ii) FLSA period	212 hours	212 hours	212 hours	
iii) duty hours per week	56 hours	56 hours	56 hours	
iv) normal shift begins	When called	0730	0730	
v) callback requirements	Not mandatory, and this is an issue, as members sometimes pick and choose call outs based on interest (fire versus nursing home). Location when called an issue too as some work away from town.	None	No	
vi) residency requirements	Yes	Yes, not enforced	No	
vii) standby duty requirements	No	N/A	No	

Survey Component	Staffing and Personnel Management – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
B. Operational career services				
i) fire suppression	Yes	Yes	Yes	
ii) EMS/rescue, first response	Yes	Yes	Yes	
iii) EMS, advanced life support	Only 7 staff are ALS, (other than the contract Rifle crews)	Yes, at each fire station	Yes, at each staffed fire station	BMFPD: Improve response times.
iv) specialized rescue	Can mobilize if needed, also mutual aid possible	Department is hazardous material operations level trained, and try to maintain 2 technician level members per shift and 6 swift water team members, two per shift	Yes	
v) fire prevention inspections	Yes	Yes, safety surveys, under operations supervision	Yes	BMFPD: Develop and implement a comprehensive fire prevention inspection program, including annual inspections.
vi) emergency management	No	County	Yes, limited access only through city police department and county.	BMFPD: Explore options with the county for representation and resources for emergency management.
vii) public education	Yes	Administrative assistant with firefighters. Minimal involvement from fire marshal.	Yes	GSFD: Fire education needs to be a higher priority.
viii) hazardous materials response (level)	2 hazardous material technicians	Hazardous material technician level	Hazardous material technician, mutual aid via county, other nearby agencies.	
D. Volunteer services				
i) battalion chief	No	No	No	
ii) captain	Yes	No	No	

Survey Component	Staffing and Personnel Management – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
iii) lieutenant	N/A	No	No	
iv) apparatus operator	5 engineers; other operators trained on specific apparatus following task books.	No	No	
v) firefighter	30	3 (limited involvement)	Approximately 15	
vi) EMS	Yes	No	Approximately 10 cross trained, activity and participation vary.	
vii) chaplain	No	No	No	
viii) civilian administrative volunteer	None	No	No	
12. Responsibilities and Activity Levels of Personnel				
A. Assignment of routine duties:				
i) by position	Yes	Yes	Yes	
ii) by areas of personal interest	In some cases, personnel can migrate to an area of professional interest	Permit and encourage participation in variety of interests	In some cases when possible	
B. Special duties assigned by:				
i) bid	No	No	No	
ii) duty assignment	No	No	No	
iii) areas of personal interest	No	No	In some cases	
C. Committees and work groups	No	Yes	Yes	
i) EMS quality management	EMS captain	Yes	Within fire department management/EMS operations chief.	All three agencies: Establish the position of EMS coordinator.
ii) chaplain	No	No	No	
iii) training	No	Yes	Yes	
iv) safety	No	Yes	Yes	

Survey Component	Staffing and Personnel Management – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
v) building development	No	Fire marshal as needed,	No	
vi) standards	No	No	No	

Kudos:

- All three agencies: Place a high priority on personnel safety and evaluated procedures, equipment, and apparatus with safety as a critical component.
- BMFPD: Department has Firefighter and Fire Officer of the Year Awards giving recognition to individuals for outstanding achievement.

Survey Table 4: Service Delivery and Performance

This section analyzes these various components and provides observations of the elements that make up the delivery of the most critical core services provided by the department. The primarily focus is on the existing capacity of the department and the context of the baselines and benchmarks used to make incremental improvements in the future. The service delivery and performance analysis also provides a methodology to develop a Standard of Cover (SOC) document that provides a tool for measuring fire department service delivery performance which is important and necessary if an agency desires accreditation.

The delivery of fire suppression and rescue services is no more effective than the sum of its parts. It requires efficient notification of an emergency, rapid response from well-located facilities in appropriate apparatus, with sufficient staffing, following a well-practiced plan of action.

The most visible, and valued, of the services provided by BMFPD, GSFD, and RFPD is the response to, and control of, emergency events. The departments provide a variety of emergency response services including:

- Fire suppression
- Emergency medical service
- EMS transport
- Hazardous materials emergency response
- Entrapment rescue
- Other specialized rescue services

Survey Component	Service Delivery and Performance – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
1. Demand				
A. Risk analysis				
i) target hazards identified	Identified, not utilized for deployment	Identified, not utilized for deployment	Identified, not utilized for deployment	All three agencies: Establish deployment standards.
ii) geographical call distribution by type/severity	Tracked in RMS (Records Management System)	Tracked in RMS	Tracked in RMS	
iii) fire flows identified	Yes, mapped in town limits	Yes, also mapped	Yes, city of Rifle and fire district	
iv) call distribution by time of day/day of week	Tracked in RMS	Tracked in RMS	Tracked in RMS	
2. Distribution				
A. Facilities				
i) effective reach identified	To be analyzed in report	Estimated 10 miles-to be analyzed in report	Within the city limits- to be analyzed in report	
ii) geographical barriers/gaps identified	Limited access due to river, freeway, topography, and railroad	Limited access due to river, freeway, and topography	Limited access due to river, freeway, and topography	
iii) inefficient overlap of response areas	To be analyzed in report	To be analyzed in report	To be analyzed in report	
B. Apparatus				
i) vehicles appropriate to risk	Yes, fire and EMS	Yes-fire, EMS, hazardous materials	Yes-fire, EMS, hazardous materials	
ii) pumping capacity effective for initial attack	NFPA rated engines	NFPA rated engines	NFPA rated engines	
iii) ladders appropriate for rescue/elevated operations	Yes, located at Fire Station No. 64	Yes, located in city of Glenwood Springs	Yes, located in city of Rifle	
C. Staffing				
i) adequate for initial attack of predominant risk	Yes, depends on availability of volunteers	Yes	Yes	All three agencies Continue to recruit and cultivate a volunteer fire suppression contingent while expanding (continuing) the use of career firefighters.

Survey Component	Service Delivery and Performance – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
ii) volunteer staffing turnout time	Not specifically tracked	N/A	Tracked, varies by availability	BMFPD: Establish tracking of volunteer turnout time.
3. Concentration				
A. Effective response force				
i) defined by call type	No adopted standard	Yes	Yes (within city)	BMFPD: Should establish deployment standards.
ii) achieved by 10 minutes	N/A	Depends on call type and mutual/auto aid	Depends on call type and mutual/auto aid	
4. Reliability				
A. Workload analysis				
i) unit hour utilization	Data provided-analysis to be completed in report	Data provided-analysis to be completed in report	Data provided-analysis to be completed in report	
ii) failure rate by unit identified	Data provided-analysis to be completed in report	Data provided-analysis to be completed in report	Data provided-analysis to be completed in report	
iii) concurrent calls/demand shifting quantified	Data provided-analysis to be completed in report	Data provided-analysis to be completed in report	Data provided-analysis to be completed in report	
iv) percent of total impact on timely assembly of effective response force	Data provided-analysis to be completed in report	Data provided-analysis to be completed in report	Data provided-analysis to be completed in report	
5. Performance				
A. Cascade of events				
i) alarm time	Tracked in RMS	Tracked in RMS	Tracked in RMS	
ii) notification time	Tracked in RMS	Tracked in RMS	Tracked in RMS	
iii) call processing time	Tracked at communication center	Tracked at communication center	Tracked at communication center	
iv) turnout time	Tracked in RMS	Tracked in RMS	Tracked in RMS	
v) en route time	Tracked in RMS	Tracked in RMS	Tracked in RMS	
vi) travel time	Tracked in RMS	Tracked in RMS	Tracked in RMS	
vii) arrival time	Tracked in RMS	Tracked in RMS	Tracked in RMS	

Survey Component	Service Delivery and Performance – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
6. Mutual/Auto Aid				
A. Given/Received balance	Tracked in RMS	Tracked in RMS	Tracked in RMS	All three agencies: Maintain current automatic aid agreements and establish new agreements to assure an effective firefighting force is available for critical task staffing for all risk levels.

Survey Table 5: Support Programs – Emergency Services Training

Firefighters operate in a complex, dangerous, and dynamic environment, as demonstrated by over 100 fatalities and 3,000 serious injuries annually. Firefighter training is the single most important factor that prepares them to meet the challenges of the situations and environments in which they work. The delivery of safe and effective fire and emergency medical services is, therefore, clearly dependent on a well-trained response force.

The International Fire Service Training Association (IFSTA) states:

> *regardless of the particular system used, an effective training program will include: (1) the continuous training of all levels of personnel in the organization; (2) a master outline or plan; (3) a system for evaluating the scope, depth, and effectiveness of the program: and (4) revising the program, as required, to include changing state and federal mandates, advances in equipment, products, and operational techniques.*

Without a comprehensive training program, emergency outcomes are compromised, response personnel are at risk, and the city may be exposed to liability for the actions of its employees. Training and education of personnel are critical functions for Burning Mountains Fire Protection District (BMFPD), Glenwood Springs Fire Department (GSFD) and Rifle Fire Protection District (RFPD).

Anthony Granito, author of *Fire Service Instructor's Guide*, makes the following statement:

> *A good training program is undoubtedly the single most important factor producing and maintaining a high proficiency in any fire department. It not only produces high efficiency initially, but also affects future efficiency when we consider that the rawest recruit now being trained may be chief of the department or at least a senior officer in 20 or 30 years.*

The function of a training program is not merely imparting personal knowledge and technical skills to an individual, it is developing the self-confidence to perform correctly under stressful if not hostile conditions. A training program must be systematic and must provide positive feedback to the trainee, firefighter, or officer. The goals of training should always focus on performance, never merely on acquiring a certain number of training hours.

Today's industry standards outline certain areas that are considered integral to effective training programs. The program should include the following:

- General training competencies
- Training administration and scheduling
- Training facilities and resources
- Training procedures, manuals, and protocols
- Record keeping (records management system)
- Organizational priority to training
- Training program clerical support services

Survey Component	Emergency Services Training – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
1. General Training Competency				
A. Incident command system – certification levels defined?	Yes, older personnel grandfathered	Yes, 70% NIMS (National Incident Management System) compliant. Yes	Yes	All three agencies: Implement Hazardous Materials-Incident Command certification as a requirement for command level officers.
B. Accountability procedures	Yes, accountability tags, boards, ICS (incident command system) forms	Yes, accountability tags, utilize new MSA pass system	Working on JPR task books.	RFPD: Establish a comprehensive accountability program.
C. Policy and procedures	Mostly verbal	Yes, SOGs	Yes	All three agencies: Develop a multiyear plan for training.

Survey Component	Emergency Services Training – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
D. Safety procedures	Rehabilitation, some written SOGs, some verbal	Included in all training	Established safety procedures and supervision for use of facilities.	All three agencies: Should provide incident safety officer training, develop safety SOPs/SOGs, and use safety officer at all emergency incidents of greater significance and risk exposure.
E. Recruit academy	Yes (I100, I700, HMO, FF-I, Emergency Responder, Driver Operator (1st year)	Have had recruit classes in the past, 8 classes in total. Have not held classes recently due to small number of new hires.	Has been done, but needs improvement, last being only one evening; however has an active mentoring program.	
F. Special rescue (high angle, confined space, etc.)	Water rescue, some high angle	Newly expanded swift water capabilities. Hazardous material team needs attention.	Some staff have specialized training including water rescue, hazardous materials, technical rescue, swift water, but varies with shift.	All three agencies: Share specialized training and develop shared specialty teams.
G. Hazardous materials	Operations level, 2 technicians	All hazardous material operation level or technical. Loosely defined team and response model.	All certified/trained in hazardous material operation level or technician.	All three agencies: Share specialized training and develop shared specialty teams.
H. Wildland firefighting	S130/S190 most members	Good ICS and initial attack, training could be expanded.	Needs improvement. Initiated pack tests this year along with wildland training at the shift level led by Lt. Sackett.	All three agencies: Share specialized training and develop shared specialty teams.
I. Vehicle extrication	Yes, 2 instructors (Scene of the Accident program)	Well trained, perform technical skills rarely in the field.	Well trained, equipped and practiced.	

Survey Component	Emergency Services Training – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
J. Defensive driving	No	An area of importance, not enough training time allocated to "driving" skills.	No-needs to be accomplished.	All three agencies: Add a comprehensive vehicle driving program to training.
K. Use and care of small tools	No	Yes	Yes	BMFPD: Should include use of care of small tools as part of basic training.
L. Radio communications and dispatch protocols	Verbal	Yes, SOG	Yes.	
M. EMS skills and protocols	Yes, county wide protocols	Largely ALS, training is adequate but would benefit from a more dedicated training staff.	All are at least EMT-BLS and training takes place each month with specialty courses also offered.	
2. Training Administration				
A. Director of training program	Tom Maddalone	Responsibility divided between two shift captains.	This was assigned to the EMS/operations chief when the training chief retired. Presently have a lieutenant assisting, especially in fire training.	
B. Education or background	FF-II, instructor methodology	Both 15 plus years in service, BS, ALS	Strong education and background: FF-II, Instructor, Paramedic	
C. Goals and objectives identified	In process	Rely on renewal JPRs to steer training, no goals and objectives identified	Yes, training schedule established at the beginning of each year for the shifts to accomplish	
D. Governing body support and concurrence	In process	Yes	Yes	
E. Personnel knowledge and understanding	Yes	Yes	Yes	

Survey Component	Emergency Services Training – Observations			
	BMFPD	**GSFD & GSRFPD**	**RFPD**	**Recommended Action**
3. Training Facilities and Resources				
A. Training facilities (tower, props, pits)	New station has props for water handling in tower (chutes, sprinklers, high rise connections, FDC) laddering, confined space, rope rescue	Very little, small parcel of land, no facilities	These are in good shape and improved further by assigned lieutenant helping with training.	GSFD: Explore options of using both BMFPD and RFPD training facilities to provide department personnel hands on training. BMFPD and RFPD: Evaluate and establish procedures for outside use of facility when their personnel are not located on site.
i) live fire prop	No	No	Yes	
ii) fire and driving grounds	School parking lot for driving	Very little, small parcel of land, no facilities	Need to set up cone courses for driving grounds; this could be improved	RFPD: Add a comprehensive emergency vehicle driving course to the training facility.
B. Classroom facilities	Yes	Small classrooms in stations	Very good	
C. VCR, projectors, computer simulations	DVD, projector, smart board	Yes (all of these)	Yes, and a smart board	
D. Books, magazines, instructional materials	Yes	Limited, room for improvement	Yes, with subscriptions	
4. Training Procedures Manual				
A. Manual developed and used	In process	No	No written training manual. Training SOGs should be organized and compiled into a manual.	All three agencies: Develop a training manual.
B. IFSTA, Jones and Bartlett, Delmar manuals used	Yes	Limited basis	Yes	

Survey Component	Emergency Services Training – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
5. Methodology Used for Training				
A. Manipulative	Yes	Yes	Yes	
B. Task performances/frequency	Annually offered, three-year based on firefighter JPRs	Yes	Yes, every week in addition to assigned shift training	
C. Annual training hours	36 minimum (for pension)	More heavily based on JPRs, hours recorded for statistics	Yes	All three agencies: Establish a procedure to accurately record training hours.
D. Use of lesson plans	Yes, (IFSTA, Centrelearn, fire drill)	Have a lesson plan format, usage of form needs improvement	Required; however need to improve compliance	
E. Night drills	Yes	Yes – need more	Yes	All three agencies: Consider sharing regular scheduled night drills for consistency.
F. Multi-agency drills	Recently initiated.	Recently initiated.	Recently initiated.	
G. Inter-station drills	Yes	Frequent	Yes, Fire Station No. 43 comes over for scheduled training	
H. Physical standards or requirements	No	Yes	This has not been codified	
I. Annual performance evaluation conducted	No	No evaluation of training conducted	Recently began in 2010	All three agencies: Consider 360-degree feedback for annual performance evaluation for all personnel.
6. Operations and Performance				
A. Disaster drills conducted	No	Infrequently	Infrequently	All three agencies: Participate in countywide disaster drills and conduct interagency drills on a local level.

Survey Component	Emergency Services Training – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
B. Attention to safety	Yes	Every training evolution	Yes	
C. Post incident analysis	Yes	Recently formalized	Done regularly	
D. Priority by management toward training	Yes	Generally	Yes	
7. Recordkeeping				
A. Individual training files maintained	Yes	Yes	Yes	
B. Records and files computerized	Yes	Yes	Yes, in the process of changing program	RFPD: Consider a fully integrated data base record management system (RMS) for all training records.
C. Daily training records	Yes	Per training basis, not necessarily daily	Not done on daily basis. It is done for each training session.	
D. Company training records	No (no defined company structure)	Yes – need to improve lesson plan utilization and record keeping	Does not organize the training records by company (individual only) but could with the program.	GSFD and RFPD: Develop training records management system (RMS) that records training by company as well as individual.
E. Training equipment inventoried	No	Yes, small inventory	No	
F. Lesson plans used	Partially	Yes, see comments above	Generally. Lesson plans are to be submitted to EMS or Lieutenant Clark. Area for improvement.	
G. Pre-fire planning included in training	Minimal	Yes	Yes	
H. Check-out system on training materials	No	No	Only for BLS training equipment	
8. Personnel Trained				
A. Training objective (who, level, etc.)	Yes	JPR based	Listed in JPRs and task books	

Survey Component	Emergency Services Training – Observations			
	BMFPD	**GSFD & GSRFPD**	**RFPD**	**Recommended Action**
B. Employee development program used	Some	No	Need to codify and organize	All three agencies: Offer a comprehensive officer development program to develop future leadership. Enroll chief officers in the National Fire Academy Executive Fire Officer Program.
C. Goals and objectives identified	Yes	No	Yes, on training schedules and JPRs	GSFD: Develop goals and objectives for training.
9. Administrative Priority				
A. Budget allocated to training	Yes ($50k+)	Yes	High priority	
B. Education and training of training officer	FF-II, HMO, DO, instructional methodology	Priority – difficult to obtain with limited budget	EMS/operations chief would seek more training if time allowed; schedule is intense	
C. Using certified instructors	EMS primary instructors, no fire instructors currently certified.	Primarily, rely on state certification too heavily. Instructor guidelines, development and training needed in this area.	Yes, initiated a system of using proctors. EMS classes are taught by certified individuals.	BMFPD and GSFD: Evaluate a system of using certified instructors and proctors.
D. Annual training report produced	Yes	No	Needs improvement	GSFD and RFPD: Develop an annual training report as part of the department annual report.
E. Adequate training space/facilities/equipment	Yes	No	Yes	GSFD: Evaluate options for sharing BMFPD and RFPD training facilities.
F. Maintenance of training facilities	Yes	N/A	Yes	
10. Training Program Clerical Support				

Survey Component	Emergency Services Training – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
A. Support Staff	Yes	No support staff. All aspects of training are handled by shift personnel.	No designated or active support staff	
B. Records computerized software used	Emergency reporting	Yes	Yes	All three agencies: Evaluate using a fully integrated data base (RMS) for all training records.
C. Adequate office space, equipment, and supplies	Yes	Varies	Yes	

Comments:

- Recognize the difference in skills and abilities among members by maintaining the balance between continually demonstrating proficiency in basic skills and the need to maintain the interest and capacity of senior members.
- Consider development of a mentoring program to prepare future company and chief officers.
- Include the training program as a part of the strategic planning process.

Survey Table 6: Support Programs – Life Safety Service (Fire Prevention)

An aggressive risk management program, through active fire and life safety services, is a fire department's best opportunity to minimize the losses and human trauma associated with fires and other community risks.

> *The National Fire Protection Association recommends a multifaceted, coordinated risk reduction process at the community level to address local risks. This requires engaging all segments of the community, identifying the highest priority risks, and then developing and implementing strategies designed to mitigate the risks.*[32]

A fire department should actively promote fire resistive construction, built-in warning and fire suppression systems, and an educated public trained to minimize their exposure to fire and health issues and to respond effectively when faced with an emergency.

A community's fire problem should be addressed in a continuous manner whereby each resource and function supports the reduction of the incidence of fires. This cycle includes the following:

- Public education: Awareness of hazards, prevention, and what to do if they occur.
- Engineering and code enforcement: To ensure that community structures are appropriately constructed and maintained.
- Fire suppression: Fires are mitigated when there is a failure of education and code enforcement.
- Fire investigation: To determine fire cause and create a method or process for mitigating future incidents.

The most effective way to combat fires is to prevent them. A strong fire prevention program reduces loss of property, life, and the personal disruption that accompanies a catastrophic fire. The impacts of fire are significant; it is reported that nearly 50 percent of all small businesses that are forced to close due to fire, never re-open. The economic consequence of a fire is estimated to be 2.5 times the actual damage that the fire causes to a structure and its contents.

In Garfield County or any other community, fire prevention activities typically should include the following fundamental components in order to effectively address fire prevention and public education needs:

[32] Kirtley, Edward, *Fire Protection Handbook*, 20th Edition, 2008, NFPA, Quincy, MA.

Fire Code Enforcement:

- Proposed construction and plans review
- New construction inspections
- Existing structure/occupancy inspections
- Special risk inspections
- Internal protection systems design review
- Storage and handling of hazardous materials

Fire Safety Education:

- Public education
- Specialized education
- Juvenile fire setter intervention
- Prevention information dissemination

Fire Investigation:

- Fire cause and origin determination
- Fire death investigation
- Arson investigation and prosecution

Survey Component	Life Safety Service Fire Prevention – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
1. Code Enforcement				
A. Fire codes adopted	Adopted by Garfield County, Silt, and New Castle.	Adopted by Garfield County, Glenwood city and Glenwood District.		
i) code used – year/version	Garfield County, 2009 IFC (International Fire Code) Silt and New Castle are operating under the 2003 code.	Garfield County, 2009 IFC Glenwood city and district are operating under the 2009 code.	City of Rifle- 2003 IFC. Implementing process to adopt 2009 IFC by September 2011. Garfield County 2009 IFC	
B. Local codes or ordinances adopted, amendments	Yes	Yes	City of Rifle- amendments were the same as Garfield County's 2003 code. Garfield County- amendments were drawn up by "minimum agreed upon code" for 2009 IFC. Rifle Fire- currently working on final draft of agreed upon code amendments with BMFPD and Glenwood Springs that should result in a code that is less restrictive than Glenwood's adopted 2009 IFC but more restrictive than current county's 2009 IFC amendments. Process will go from fire marshal to chief to fire board of for approval, then to city and county for adoption.	

Survey Component	Life Safety Service Fire Prevention – Observations			
	BMFPD	**GSFD & GSRFPD**	**RFPD**	**Recommended Action**
C. Sprinkler ordinance in place	Garfield County code has sprinkler requirements IBC Table 601, Table A of the 2009 IFC.	Garfield County code has sprinkler requirements IBC Table 601, Table A of the 2009 IFC. Building 7500 square feet Type 5B, or + 3 stories 12,000 Non combustible Residential code coming in 2013, State of Colorado	Table A in 2003 IFC and County's 2009 IFC amendments are more restrictive than IFC model code. City of Rifle recently pulled Table A for all areas in the city except the downtown area. Garfield County has adopted the 2009 IRC's single family home sprinkler requirements to go into effect 1/2013. Unknown at this time if the city of Rifle will adopt 2009 IRC sprinkler requirement.	
2. New Construction Inspections and Involvement				
A. Consulted in proposed new construction	Yes in Garfield County for zoning changes and sub division. Yes in New Castle. No in Silt.	Yes in Garfield County for zoning changes and sub division. Yes Glenwood city and district. Glenwood city is only city that charges for permits.	City of Rifle has a development review committee that fire marshal participates in for site plans. Some developers/contractors take the initiative. Yes in Garfield County, mainly for water supply on commercial buildings. Some developers/contractors take the initiative. Some commercial buildings built in the past without fire notification.	

Survey Component	Life Safety Service Fire Prevention – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
B. Perform fire and life safety plan review	Yes, sprinkler plan reviews, site plan reviews.	Yes, sprinkler plan reviews, alarm, KNOX, hazardous material, site plan reviews.	Yes- has contracted out some specialty plan reviews.	
C. Sign-off on new construction	Yes in Garfield County and New Castle before permits are issued on new commercial construction. No in Silt	Yes, city and district	City of Rifle is generally yes by e-mail notification from fire district. No notification on single family homes. Garfield County only if a fire protection system is involved. No notification on single family homes.	
D. Charges for inspections or reviews	No	Plan review = permit fee Inspections = no, unless complex.	No	
E. Perform existing occupancy inspections	Yes, as time allows	Yes	Yes per request and shift target hazards/preplan inspection schedule on 3 year rotation.	All three agencies: Attempt to align existing occupancy inspection frequency goals with the NFPA standard as closely as staffing capacity allows.
F. Special risk inspections	Yes, liquor license inspections in New Castle. Not performed in Garfield County or Silt. Annual school inspections.	Yes	Shift schedule is for target hazards.	
G. Storage tank inspections	No	No, but will if needed, very few in town.	Only for private water supply systems. Flammable/combustible liquids tanks left to State of Colorado or oil and gas industry.	
H. Key-box entry program in place	Yes, Knox Box	Yes	Yes- primarily volunteer program but strongly recommended for any building with a fire alarm or fire sprinkler system.	

Survey Component	Life Safety Service Fire Prevention – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
I. Hydrant flow records maintained	Yes, annually in New Castle and Silt. Program was started in 2010. RMS for records is ERS.	Yes, in fire department's e-version	City of Rifle maintains private water supply systems visually checked twice a year with one being a shift functional test (Can we flow water out of it?). Last count there were 16 private water supply systems in the fire district.	
3. General Inspection Program				
A. Self-inspection program in place	No	Evaluating for future program.	No but plan is in place. Time and management of program is not implemented.	All three agencies: Establish a self-inspection program for low risk occupancies.
B. Frequency of inspections	Target is for annual inspections but are currently inspecting approximately bi-annually.	Company inspections on-going, prevention inspects all facilities requiring licensing and required follow up inspections.	Goal is five shift inspections per month rotating through shifts every three years. Prevention division does Certificate of Occupancy inspections when notified by city.	All three agencies: Inspect commercial occupancies annually.
C. Inspection program	Yes	Safety survey program just initiated and is basis for inspection program and pre plans.	Shift inspections and prevention issue Certificate of Occupancy. Rifle fire marshal delegated to run program for all three fire agencies.	
D. Citation process in place and formally documented/adopted	No	No	No. Process started with 2003 code. Philosophy is code enforcement through education. If problematic, ensure documentation. Philosophy is that owner is ultimately responsible and liable.	

Survey Component	Life Safety Service Fire Prevention – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
i) court cited to	N/A	N/A	Meeting with DA, county attorney and city attorney has taken place. Fire district attorney consulted. Waiting for 2009 code adoption process and time.	
E. Inspections computerized	Yes	Yes	Somewhat- waiting for committee decision and programming.	
F. Community feedback system in place	No	No	No. Appeal process from fire marshal to district chief	
G. Number of personnel devoted to program	0.50 FTE	1.0 FTE	One fire marshal. One fire inspector currently filling in training coordinator position. Some assistance from "D" shift (e.g. light duty).	
H. Fees for specialty inspections	No	No	No	
4. Fire Safety and Public Education				
A. Public education/information officer in place	Split duty, the fire chief is the PIO and fire marshal is PEO. Sheriff's office is used often for PIO.	The fire marshal is responsible for public education and is assisted by the administrative assistant and the firefighters.	Yes	
B. Feedback instrument used	No	Yes for school education programs	Formally on some; first aid, CPR	
C. Public education in the following areas:				
i) calling 9-1-1	Yes, school program	Yes	Fire prevention week	
ii) EDITH (exit drills in the home)	Yes, school program	Yes	Fire prevention week	

Survey Component	Life Safety Service Fire Prevention – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
iii) smoke alarm program	Yes, not advertised but provide smoke and CO detectors.	Yes	No	
iv) fire safety (heating equipment, chimney, electrical equipment, kitchen/cooking, etc.)	As requested	Yes	Public Service Announcements (PSAs) in local newspaper	
v) injury prevention (falls, burns/scalding, bike helmets, drowning, etc.)	Handouts	Yes, hospital sponsors safety fair, fire department involved heavily.	Elderly fall program	
vi) fire extinguisher use	Yes	Yes	Yes, as requested	
vii) fire brigade training	No	No	No	
viii) elder care and safety	Handouts available	No	Fall prevention	
ix) curriculum used in schools	In-house developed program	Risk Watch	None at this time. Assist teachers as requested, career day, reading program.	
x) baby-sitting classes offered	No	No	No	
xi) CPR courses, blood pressure checks offered	In the process of developing public CPR classes.	Yes	CPR and first aid offered on quarterly basis and per request.	
xii) Infant car seats donation/installation	Yes, one person certified in infant car safety seat installation.	No, Health Department or State Patrol	No	
D. Publications available to public	Yes	Yes, website presence, and actively point community to other web sites.	Yes, open burning, wildfire, NFPA material.	
E. Bilingual information available	Some	Yes, in some areas	Yes, in some areas	

Survey Component	Life Safety Service Fire Prevention – Observations			
	BMFPD	**GSFD & GSRFPD**	**RFPD**	**Recommended Action**
F. Annual report distributed to community	No	No	To fire district board of directors and state.	All three agencies: Publish an annual fire prevention report containing an overview of major events, significant changes, and analysis of performance trends.
G. Juvenile fire setter program offered	Yes, use the resources of Rifle	Yes	Yes	
H. Wildland interface education offered	Yes, as requested	Yes	Yes, Glenwood Spring's fire marshal delegated to coordinate wildfire mitigation efforts. Cooperative brochure distributed by all three fire agencies.	
5. Fire Investigation				
A. Fire origin and cause determination	Yes, fire marshal	Yes, engine crews across shifts	BMFPDs' fire marshal delegated to coordinate effort between the three fire agencies. Moving from primarily shift investigation to specialized investigation.	All three agencies: Assess the adequacy of basic fire investigation skills and training of line personnel.
B. Arson investigation and prosecution				
i) arson investigation training provided	NFA Fire Investigation and NFPA 921 training	Fire marshal has NFPA 921 training	Yes, some in house. Use NFA and CFTI	
C. Person responsible for investigations	Fire marshal	Shift officers	BMFPDs' fire marshal delegated to coordinate effort between the three fire agencies.	
D. Local FIT membership (fire investigation team)	No	No	Some recent coordination between BMFPD and RFPD. Looking at ATF's fire reporting system /standardize forms for all three fire agencies.	

Survey Component	Life Safety Service Fire Prevention – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
E. Process for handling juvenile suspects	Not determined	As needed	Juvenile fire setter program or referral system.	
F. Liaison with law enforcement	Yes, fire marshal	Yes, company officers	Fire marshal and battalion chiefs	
G. Scene control practices in place	No process but provide training	Police department takes lead	Some, tracking forms recently presented.	
H. Photographer available	Yes	Yes	Some trained with official training from Nikon tentatively scheduled for area.	
I. Adequate and appropriate equipment issued/supplied	Yes	Yes	Yes, recently purchased and shared with other agencies.	
J. Evidence collection process in place	Yes	Yes	Generally preserve and protect “in place”. Coordinate with local law agencies, CBI and insurance investigators.	
K. Release required for entry	Secured room with restricted access	PD	Yes	
L. Reports and records of all incidents made	Yes	Yes	Yes, details vary per incident	
M. File, record, and evidence security	Yes	Yes, police department handles	Yes. No evidence security-see J.	
6. Statistical Collection and Analysis				
A. Records kept by computer	Yes, RMS is ERS	FPB, FM Office and secondary drive. Hard Copies scanned and saved. Safety Surveys in New World.	Yes	
i) type of operating platform	PC	PC	PC	

Survey Component	Life Safety Service Fire Prevention – Observations			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
ii) software used	Microsoft 2010, Windows 7, ERS	Microsoft 2007 and XP (mixed) and Zoll RMS for incident Reporting	Microsoft 2003, 2007, Windows XP, Zoll Fire RMS, and SunPro for incident reporting	
B. Information collected in the following areas:				
i) fire incidents	Yes	Yes	Yes	
ii) time of day and day of week	Yes	Yes	Yes	
iii) method of alarm (how received)	Yes	Yes	Yes	
iv) dispatch times	Yes	Yes	Yes	
v) response times	Yes	Yes	Yes	
C. Information analyzed and used for planning	Yes for planning and zoning	No	Limited	All three agencies: Improve the connection between fire experience in the field and prevention/public education planning.
D. Reports made and distributed	Internal only for specific purposes	Yes	Limited-internal	
E. FTEs used in data collection and analysis	Assignment project by project	Administrative assistant reviews for completeness	Division, battalion chiefs	

Comments:

- Currently fire investigation, wildfire mitigation and shift inspections are being delegated to individual fire marshals to coordinate between the three fire agencies.
- Additionally the three fire marshals have been meeting to come up with a common fire code for all 3 districts.
- Plan review is currently still handled by each fire district's fire marshal. Some coordination/consultation has happened.
- Continue to evaluate the training and skill level of line personnel that are assigned fire inspection responsibilities. Provide appropriate instruction and certification as needed based on the evaluation.
- Continue to pursue the use of non-operational volunteers for fire prevention and public education activities.

Survey Table 7: Emergency Medical Services Support and System Oversight

The provision of Emergency Medical Services (EMS) by the fire service has come to be the predominant service offered by many fire departments to their community. It is common to find that 70 percent to 80 percent of emergency responses are to medical emergencies, however with these three agencies in Garfield County EMS is slightly less. EMS services by department accounted for:

- Burning Mountains Fire Protection District (BMFPD) (53 percent),
- Glenwood Springs Fire Department (GSFD) (62 percent), and
- Rifle Fire Protection District (RFPD) (74 percent).

Essential to the effective delivery of EMS services is effective system management, support and oversight, including the key components of logistical support, medical control and oversight, quality assurance, and appropriate credentialing of personnel.

Background

In 1966, the National Academy of Sciences and the National Research Council published a landmark report on the State of Emergency Medical Services in the United States. That report, *Accidental Death and Disability, the Neglected Disease of Modern Society*, provided the initial framework around which a number of emergency medical services (EMS) systems were organized. Importantly, the report also provided the impetus for states and localities to begin to regulate EMS because as the report suggested, mortuaries operated more than half of the ambulance services in the United States. The authors stated:

> *Adequate ambulance services are as much a municipal responsibility as fire fighting and police services. If the community does not provide ambulance services directly, the quality of these services should be controlled by licensing procedures and by adequate surveillance of volunteer and commercial ambulance companies.*[33]

[33] Prepared by The National Academy of Sciences National Research, Committee on Trauma and Shock, Division of Medical Sciences, National Academy of Sciences, National Research Council, 1966.

Research compiled since that report makes it clear that EMS systems are much more than simply ambulance transport services and that problems continued to exist in EMS system design. Yet, the evidence from that report was so compelling that Congress passed the Highway Safety Act of 1966 that established the first organized EMS systems in the United States.

EMS is essentially an organized system that provides personnel, facilities, and equipment for the coordinated delivery of emergency medical services within a geographical area. An effective EMS system may involve many different agencies and organizations working together to provide rapid emergency medical response, treatment, and transport to those in need of immediate medical attention. Generally, most EMS systems include at least system access and dispatch components, first response, ambulance transport, and definitive hospital care. EMS systems structured and based on traditional paradigms are changing rapidly. Many people view EMS as simply ambulance transport or fire department response to medical events. However those views are being challenged as insurance companies demand more accountability for ambulance transport and emergency treatment. Fire departments are challenged to incorporate evidence based medicine and seek better use of resources to extend services to the communities they serve. EMS systems are therefore important considerations for regulators and elected officials. In most areas, a body of elected officials has overall responsibility for one or more components of the system, such as fire service first response or transport, or for regulating for-profit ambulance service. In some cases, multiple local agencies exert some level of control over components.

Emergency Medical Event Sequence

Cardiac arrest is the most significant life threatening medical event. A victim of cardiac arrest has mere minutes in which to receive definitive lifesaving care if there is to be any hope for resuscitation.

Recently, the American Heart Association (AHA) issued a new set of cardiopulmonary resuscitation guidelines designed to streamline emergency procedures for heart attack victims, and to increase the likelihood of survival. The AHA guidelines include new goals for the application of cardiac defibrillation to cardiac arrest victims. Heart attack survival chances fall by seven to ten percent for every minute between collapse and defibrillation. Consequently, the AHA now recommends cardiac defibrillation within five minutes of cardiac arrest.

The percentage of opportunity for recovery from cardiac arrest drops quickly as time progresses. The stages of medical response are very similar to the components for a fire response. Recent research stresses the importance of rapid cardiac defibrillation and administration of certain drugs as a means of improving the opportunity for successful resuscitation and survival. An Oregon fire department recently studied the effect of time on cardiac arrest resuscitation and found that nearly all of its "saves" were within 1.5 miles of a fire station, underscoring the importance of quick response.

The EMS system should have measures in place to determine the effectiveness and performance of both personnel and procedures. Standardized performance levels allow the system regulators to not only evaluate performance but also take steps to improve performance and measure those improvements.

EMS Authority, Regulation and Medical Direction

In Colorado the statutory authority for the regulation of emergency medical and trauma services rests with the Colorado Department of Public Health and Environment (CDPHE) granted in Colorado Revised Statue (C.R.S. 25-3.5-102.). The Emergency Medical and Trauma Services Section of CDPHE certifies and administers the rules and regulations regarding EMTs (emergency medical technician) (Basic, Intermediate and Paramedic). In order to practice, an EMT must be under the medical direction and license of a Colorado licensed medical director (physician advisor). As of January 2011, medical directors and the authorized medical acts of EMTs will also be administered by the Emergency Medical and Trauma Services Section, following recent passage of House Bill 1260.

All three agencies operate their EMS programs with appropriate certification and approval of state authorities governing such systems. All EMTs, basic, intermediate and paramedic, are certified through the state.

An emergency room physician experienced in emergency medicine and EMS from Valley View Hospital serves as the physician advisor. Under terms of an agreement the physician provides medical oversight of fire department personnel for all three agencies. The physician advisor and EMS staff have enacted training and competency requirements for EMT basic, intermediate and paramedic personnel, as per state requirements.

Emergency Medical Service (EMS)

The EMS program is managed for RFPD by the EMS operations chief, a Captain for GSFD, and an EMS coordinator for BMFPD. The three EMS managers work together to provide oversight and support of operations. Medical control is provided by the physician advisor. GSFD and RFPD are approved by the State of Colorado and have certified training groups for paramedic, EMT intermediate and basic. Continuing medical education (CME) is presented in each fire department EMS personnel on a monthly schedule by a team of qualified in-house EMS instructors. Additionally, Valley View Hospital and Grand River Medical Center's physicians, nurses, and outside paramedics periodically provide training.

Each fire agencies EMS staff is responsible for:

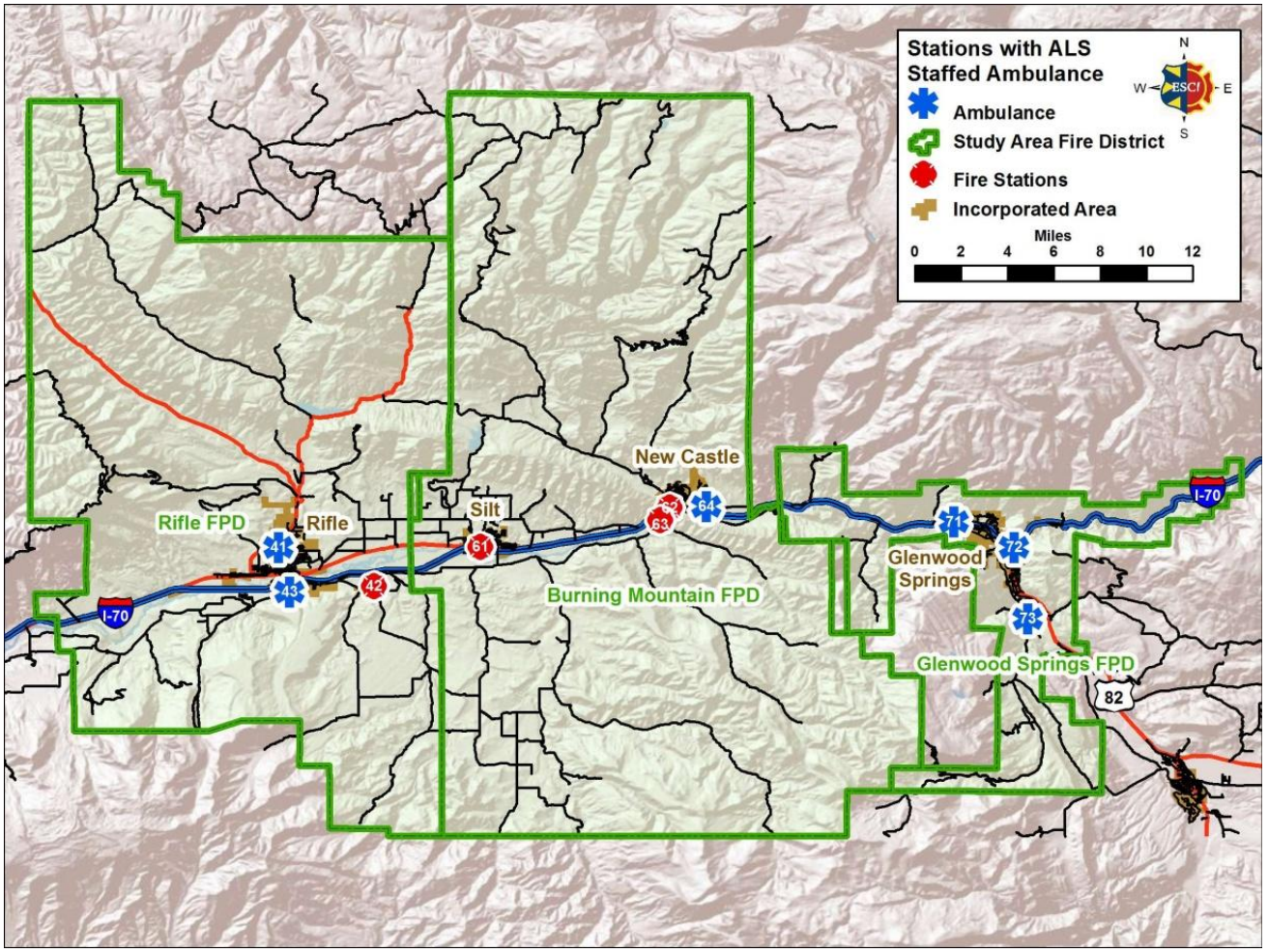
- EMS program delivery
- Quality assurance/improvement
- EMT basic/paramedic training and continuing medical education
- Emerging issues in medical treatments and systems
- Serve as the liaison with the medical community

As one aspect of the agreement, the physician advisor is responsible for case reviews (quality improvement), liaison with the medical community at large, local hospitals, narcotics control, and EMS oversight.

EMS Deployment Platform

BMFPD operates ambulances from two strategically located fire stations, staffing for one ALS ambulance is provided by RFPD under terms of a contract. GSFD operates from three fire stations, staffing three ALS (advanced life support) ambulances. RFPD operates EMS services from two fire stations using two staffed ALS ambulances. Figure 4 illustrates the deployment of staffed ALS ambulances.

Figure 4: ALS Ambulance Deployment



On fire calls ambulances routinely respond with the engines for initial fire attack. However, during medical responses, engine and truck companies respond separately, at times supporting medical intervention and assisting the ambulance personnel. Ambulances are staffed with two medically trained personnel. All personnel are trained at a minimum basic life support level (BLS). Advanced Life Support (ALS) is delivered by department personnel certified as intermediates or paramedics. All ALS ambulances have a

minimum of one certified intermediate or paramedic. ALS care is delivered in two ways: Standing Field Treatment Protocols (SFTP); and for those patients not meeting SFTP criteria, ALS services proceed under direct online medical control. Online medical control involves voice communication between the fire department paramedic at the scene and medical control at either Valley View Hospital or Grand River Medical Center.

As previously stated the EMS program includes transportation of the sick and injured to local hospitals (primarily Valley View Hospital or Grand River Medical Center). The system depends on mutual aid from other jurisdictions at those times when additional EMS transport units are required during peak activity or at larger medical incidents. At the regional level, EMS resource support system is available from surrounding fire/EMS agencies. This mutual and automatic aid system supplies additional resources for major incidents without incident commander intervention.

Training drills are conducted periodically in the handling and management of mass casualty incidents. Triage procedures and supplies are adequate and available, as is hospital coordination—a critical component of the EMS system. When needed, a medical transport helicopter may be called to the scene of a medical emergency to assure rapid transport of patients, especially patients that require specialized treatment outside of the sphere of care provided locally.

The Garfield County Emergency Communications Authority uses the Medical Priority Dispatch System (MPDS). This system is controlled by National Academy of Emergency Medical Dispatch (EMD), and is a comprehensive emergency medical dispatch system. It is designed to provide standardized, methodical call classification, and triage emergency medical dispatch. Each communications specialist receives comprehensive training and certification on MPDS; a recognized standard of care in the industry. EMD allows the dispatch center to triage and allocate the proper resource by medical event type, dispatch the proper resources, and assist the caller to initiate treatment while the fire department is en route. EMD supports the triage of incoming calls, and provides expert interrogation of the caller with a medical script in order to determine the severity of the patient's illness or injury. The system assures the most appropriate type of response resources are sent, with all calls sorted by medical profile and acuity. The EMS staff is satisfied with the call processing time and the quality of EMD of the Garfield Communication Center.

There are no formally established or adopted EMS response time goals for the agencies; although there is an informal target of 60 seconds for turnout. Turnout time is defined as the time between receipt of dispatch information and response of the emergency unit to the scene of the incident.

Survey Component	Emergency Medical Services Support and Oversight			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
1. Logistical Support				
A. Staff	EMS Coordinator	Yes	EMS Operations Chief, Lieutenant borrowed from prevention	
i) administrative/ management	Yes	Yes	Data entry for training is presently done by EMS operations chief or Lieutenant Clark. They intend to teach designated members from each shift to do this starting in July.	
ii) field-supervisor	Career EMS rotates in from Rifle Fire. Beginning mentoring program for volunteers	Yes	Supervision of training is done by battalion chief, officers and mentors.	
iii) clerical support	EMS coordinator	Yes	None assigned or active	
iv) billing/collections/AP support	EMS coordinator with billing company	Yes	Performed by administrative division	
v) inventory management	Yes	Yes	Needs improvement. Done by EMS operations chief or Lieutenant Clark	
2. Medical Control				
A. Written protocols adopted	Yes, county wide training rollout in August for new protocols.	Yes, county wide	Yes, adopting new ones worked out between the three agencies and our medical director.	

Survey Component	Emergency Medical Services Support and Oversight			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
B. MPD (medical program director) case reviews conducted regularly	Yes	Yes	Yes	
C. MPD conducts in-service training	Limited/Infrequently	Limited	Infrequently	
3. Q.A./Q.I.				
A. Internal committee	EMS coordinator, select patient contact records (PCR) go to Dr. Peery	Yes	No, this is done by EMS Operations chief with selected PCRs going to Dr. Peery	
B. Lessons learned are shared	Yes	Yes	Feedback on calls is provided to members on the call; trends are communicated to all members	
C. MPD participates	Limited	Yes	Needs improvement	
D. Charts spot evaluated for accuracy	Yes, EMS coordinator	Yes	Yes, first by battalion chiefs or their designees; selected patient contact records come to EMS operations chief	
4. Certification/ Recertification				
A. OTEP (Ongoing training and evaluation program), system in place	Yes, both on a department and countywide basis. The department provides all required continuing ed. hours, required courses, as well as an internet program (Center Learn). Also, the county EMTAC (GWS and Rifle) sponsor for all providers annual classes in AMLS, PHTLS, ACLS, and PEPP.	Yes, both on a department and countywide basis. The department provides all required continuing education hours, required courses, as well as an internet program (Center Learn).	Yes	

Survey Component	Emergency Medical Services Support and Oversight			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
B. Skills Assessment performed by qualified evaluators	Yes	Yes	Yes	
C. Recertification examinations (if required) administered by qualified testing center	Skills assessment before approving recertification. All continuing education counts in lieu of written testing. If a member does not have required CEUs, they can take NREMT exam for their level via qualified testing center.	Yes	Requires a skills assessment before signing for recertification. Written exams are not required since members receive continuing education towards recertification.	

Comments:

- All EMS administrative, QI, and training functions are filled by on-line personnel under "other duties as assigned". The one exception to this is billing and collections.
- CQI and Training Policies are available for review.

Survey Table 8: Capital Asset and Improvement Programs

Three basic resources are required to successfully carry out the emergency mission of a fire department — trained personnel, firefighting equipment and fire stations. Because firefighting is an extremely physical task, the training and capacity of personnel resources is a vital concern. However, no matter how competent or numerous the firefighters, the department will fail to execute its mission if it lacks sufficient fire equipment deployed in an efficient and effective manner.

Fire Stations

Fire stations play an integral role in the delivery of emergency services for a number of reasons. A station's location will dictate, to a large degree, response times to emergencies. A poorly located station can mean the difference between confining a fire to a single room and losing the structure. The location of a station can even make the difference between saving and losing a life.

Fire stations need to be designed to adequately house equipment and apparatus, as well as meet the needs of the organization, its workers, and/or its members. It is essential to research need based on call volume, response time, types of emergencies, and projected growth prior to making a station placement commitment. Locating fire stations is also a matter of the greater community (region) need.

Consideration should be given to a fire station's ability to support the department's mission as it exists today and in the future. The activities that take place within the fire station should be closely examined to ensure the structure is adequate in both size and function. Examples of these functions may include:

- The housing and cleaning of apparatus and equipment
- Residential living space for on-duty crew members (male and female)
- Administrative or management office(s)
- Training, classroom, and library areas
- Firefighter fitness area

While this list may seem elementary, the lack of dedicated space compromises the ability of the facility to support all of these functions and can detract from its primary purpose.

BMFPD delivers emergency services out of four fire stations strategically located throughout the service area of the district. The fire district's administrative office is located at 611 Main St. in Silt at Station No. 61. District administration is in transition of moving to Fire Station No. 64 located in New Castle at 775 Castle Valley Boulevard.

GSFD supplies fire and emergency services to the City of Glenwood Springs and Glenwood Springs Rural Fire Protection District from three fire stations distributed throughout the service area of the city and district. The fire department's administrative offices are co-located with Fire Station No. 72 at 806 Cooper Avenue in the City of Glenwood Springs.

RFPD has three fire stations for the housing response to emergency services throughout the District which includes the corporate city limits of Rifle. District administrative offices are co-located at a campus with Fire Station No. 41 at 1850 Railroad Ave. in a campus setting with fleet maintenance, a training facility, and Fire Station No. 41 in the City of Rifle.

Apparatus

Other than the firefighters assigned to stations, response vehicles are probably the next most important resource of the emergency response system. If emergency personnel cannot arrive quickly due to unreliable transport, or if the equipment does not function properly, then the delivery of emergency service is likely compromised.

Fire apparatus are unique and expensive pieces of equipment, customized to operate efficiently for a narrowly defined mission. An engine may be designed such that the compartments fit specific equipment and tools, with virtually every space on the vehicle designed for function. This same vehicle, with its specialized design, cannot be expected to operate in a completely different capacity, such as a hazardous materials unit or a rescue squad. For this reason, fire apparatus are very expensive and offer little flexibility in use and reassignment. As a result, communities across the country have sought to achieve the longest life span possible for these vehicles. Unfortunately, no piece of mechanical equipment can be expected to last forever. As a vehicle ages, repairs tend

to become more frequent, parts are more difficult to obtain, and downtime for repair increases. Given the emergency mission that is so critical to the community, downtime is one of the most frequently identified reasons for apparatus replacement.

Because of the expense of fire apparatus, most communities develop replacement plans. To enable such planning, communities often turn to the accepted practice of establishing a life cycle for the apparatus that results in an anticipated replacement date for each vehicle.

The reality is that it may be best to establish a life cycle for use in the development of replacement funding for various types of apparatus; yet, apply a different method (such as a maintenance and performance review) for actually determining the replacement date in real life, thereby achieving greater cost efficiency when possible.

Survey Component	Capital Improvement and Replacement Programs			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
1. Fire Stations/Structures				
A. Plan Maintained	No current formal/long-range plan in place.	No current formal/long-range plan in place.	No current formal/long-range plan in place.	All three agencies: Develop a comprehensive CIP (Capital Improvement Plan) including policies and procedures. Complete development of the AMP (Asset Management Plan).
i) period of plan (from – to)			N/A	
ii) funding mechanism			Use of reserve funds	
B. Construction or improvement plans	No current formal/long-range plan in place.	No current formal/long-range plan in place.	No current formal/long-range plan in place.	All three agencies: Complete development of the AMP (Asset Management Plan).
i) 2011	None	None	None	
ii) 2012	N/A	N/A	No current formal/long-range plan in place.	
iii) 2013	N/A	N/A	N/A	

Survey Component	Capital Improvement and Replacement Programs			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
iv) 2014	N/A	N/A	N/A	
v) 2015	N/A	N/A	N/A	
vi) 2016	N/A	N/A	N/A	
vii) 2017	N/A	N/A	N/A	
viii) 2018	N/A	N/A	N/A	
ix) 2019	N/A	N/A	N/A	
x) 2020	N/A	N/A	N/A	
xi) 2021	N/A	N/A	N/A	
xii) 2022	N/A	N/A	N/A	
2. Apparatus				
A. Plan maintained	No current formal/long-range plan in place.	No current formal/long-range plan in place.	No current formal/long-range plan in place. Informal, 15 years engine/brush, 10 years on ambulance, and 20 years on aerial. Reviewed annually.	All agencies: Develop a CIP (Capital Improvement Plan) including policies and procedures. Complete development of the AMP (Asset Management Plan).
i) period of plan (from – to)	N/A	N/A	N/A	
ii) funding mechanism	N/A	Equipment replacement via mill levy ear marked for equipment	General fund	
B. Purchase or refurbishment schedule	No current formal/long-range plan in place.	Currently annual basis only	No current formal/long-range plan in place.	
i) 2011, adopted	N/A	1 brush engine via bond	N/A	
ii) 2012, recommended	N/A	N/A	2 ambulances	
iii) 2013, recommended	N/A	N/A	N/A	
iv) 2014, recommended	N/A	N/A	N/A	
v) 2015, recommended	N/A	N/A	“N/A	

Survey Component	Capital Improvement and Replacement Programs			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
3. Support Equipment				
A. Plan maintained	No current formal/long-range plan in place.	No current formal/long-range plan in place.	No current formal/long-range plan in place.	All agencies: Develop a CIP (Capital Improvement Plan) including policies and procedures. Complete development of the AMP (Asset Management Plan).
i) period of plan (from – to)	N/A	N/A	N/A	
ii) funding mechanism	N/A	N/A	N/A	
B. Purchase interval planned for by type:	N/A	N/A	N/A	All agencies: Complete development of the AMP (Asset Management Plan). Aggregate like item purchases with a total value of an established "capital value threshold" and include in an asset management plan.
4. Methods of Financing			General fund	
A. General revenue	Pay cash if funds are available. If not, use lease/purchase to avoid requesting additional financing from public.	N/A	Pay cash if funds are available. If not, use lease/purchase to avoid requesting additional financing from public.	
B. Reserve fund(s)	Maintain a capital fund. The fund is planned to maintain two years' lease payments.	A capital reserve account with funding provided by property tax revenue of 0.167 mills in 2011. Maximum voter approved mill levy rate is 0.170.	Total of approximately 11.5 million in reserves for capital purchases.	
C. Revenue fund(s)	None	None	None	
D. General obligation bond	No	Bond issued in 2001, none have approved since.	No	
E. Lease-Purchase	Preferred method	No	Yes	

Survey Component	Capital Improvement and Replacement Programs			
	BMFPD	GSFD & GSRFPD	RFPD	Recommended Action
F. Grants or gifting	Apply for grants when applicable			
G. Special fees	No	No	No	

Recommendations:

- Include capital equipment in vehicle replacement cost estimates.
- Aggregate like multiple equipment which is purchased in quantity with a total value of $5,000 or more and include in the department's asset management plan.
- Store PPE (turnouts) in a separate, ventilated room.

Kudos:

- All three agencies: Facilities and apparatus are well maintained and kept in a clean and organized fashion that is a positive reflection of the organizational culture.

Figure 5: BMFPD Fire Station No. 61 (1) and Administration
Address: 611 Main Street, Silt, Colorado 81652

Survey Components	
1. Structure	
A. Construction type	Metal frame and siding with brick veneer accents.
B. Date	1996
C. Seismic protection/energy audits	None
D. Auxiliary power	None
E. Condition	$711,000. Fair to good - needs updating
F. Special considerations (ADA, mixed gender appropriate, storage, etc.)	Building is ADA accessible, no living quarters; storage in apparatus bays is at capacity.
2. Square Footage	6,750 sq. ft.
3. Facilities Available	
A. Exercise/workout	None
B. Kitchen/dormitory	Kitchen facilities available
C. Lockers/showers	2 showers, no lockers
D. Training/meetings	Large meeting room and small office area.
E. Washer/dryer	Extractor for bunker gear
4. Protection Systems	
A. Sprinkler system	None
B. Smoke detection	Smoke detectors in meeting room
C. Security	Access controlled with key code door locks
D. Apparatus exhaust system	Fans activated by CO (carbon monoxide) sensor

Comments:

- Fire District is transitioning administrative headquarters from Fire Station No. 61 to Fire Station No. 64.

Figure 6: BMFPD Fire Station No. 62 (2)
Address: 731 West Main Street, New Castle, Colorado 81647

Survey Components	
1. Structure	
A. Construction type	Metal frame and siding
B. Date	Mid 1980's
C. Seismic protection/energy audits	None
D. Auxiliary power	None
E. Condition	$203,000 Fair
F. Special considerations (ADA, mixed gender appropriate, storage, etc.)	Not ADA accessible, lacks living quarters, limited storage, small office area.
2. Square Footage	2,925 sq. ft.
3. Facilities Available	
A. Exercise/workout	None
B. Kitchen/dormitory	None
C. Lockers/showers	None
D. Training/meetings	None
E. Washer/dryer	None
4. Protection Systems	
A. Sprinkler system	None
B. Smoke detection	None
C. Security	Access controlled with key code door locks
D. Apparatus exhaust system	None

Figure 7: BMFPD Fire Station No. 63 (3)
Address: 5255 County Road 335, New Castle, Colorado 81647

Survey Components	
1. Structure	
A. Construction type	Metal frame and siding with brick veneer accents
B. Date	2000
C. Seismic protection/energy audits	None
D. Auxiliary power	None
E. Condition	$403,000. Fair to good
F. Special considerations (ADA, mixed gender appropriate, storage, etc.)	Not ADA accessible, small dormitory area, limited storage, office area.
2. Square Footage	8,100 sq. ft.
3. Facilities Available	
A. Exercise/workout	None
B. Kitchen/dormitory	Small kitchen
C. Lockers/showers	Some locker area in sleeping area, single restroom with shower.
D. Training/meetings	Small day room
E. Washer/dryer	None
4. Protection Systems	
A. Sprinkler system	None
B. Smoke detection	Smoke detectors in living area
C. Security	Access controlled with key code door locks
D. Apparatus exhaust system	None

Figure 8: BMFPD Fire Station No. 64 (4) Administration
Address: 775 Castle Valley Boulevard, New Castle, Colorado 81647

Survey Components	
1. Structure	
A. Construction type	Reinforced block with metal roof structure, standard frame living quarters
B. Date	New (occupied 2011)
C. Seismic protection/energy audits	Yes
D. Auxiliary power	Auxiliary generator provides uninterrupted power.
E. Condition	$4.5 million. Excellent-New well designed fire station
F. Special considerations (ADA, mixed gender appropriate, storage, etc.)	Main level is ADA accessible, second floor training area is not ADA accessible. Living area is mixed gender appropriate.
2. Square Footage	13,500 sq. ft.
3. Facilities Available	
A. Exercise/workout	Exercise area and equipment provided.
B. Kitchen/dormitory	Large modern kitchen, six separate sleeping areas.
C. Lockers/showers	Lockers in sleeping rooms, separate showers.
D. Training/meetings	Training room and fire board meeting room, office area
E. Washer/dryer	Laundry room with washer/dryer
4. Protection Systems	
A. Sprinkler system	Building is sprinkled throughout.
B. Smoke detection	Central smoke detection and alarm system.
C. Security	Access controlled with key code door locks and card locks.
D. Apparatus exhaust system	Apparatus bays are equipped with negative pressure exhaust system.

Comments:

- Fire District is transitioning administrative headquarters from Fire Station No. 61 to Fire Station No. 64.

Figure 9: GSFD Fire Station No. 71 (1)
Address: 0090 Mel Ray, Glenwood Springs, Colorado 81601

Survey Components	
1. Structure	
A. Construction type	Masonry
B. Date	1984
C. Seismic protection/energy audits	None
D. Auxiliary power	None
E. Condition	Valued at $720,606, condition is fair to good, building is well maintained.
F. Special considerations (ADA, mixed gender appropriate, storage, etc.)	Main level is ADA accessible, living area upstairs is not ADA accessible. Adequate storage in apparatus bays.
2. Square Footage	5,626 sq. ft.
3. Facilities Available	
A. Exercise/workout	Exercise area and equipment available
B. Kitchen/dormitory	Kitchen area adequate for current staffing, separate sleeping rooms are mixed gender appropriate.
C. Lockers/showers	Lockers in individual sleeping rooms, separate men and women restrooms with showers.
D. Training/meetings	Day room and emergency operations room
E. Washer/dryer	Laundry area equipped with washer/dryer
4. Protection Systems	
A. Sprinkler system	Building is protected with sprinklers.
B. Smoke detection	Central smoke detectors and alarm system.
C. Security	Access controlled with card locks.
D. Apparatus exhaust system	Ventilation fan with outside air intake and exhaust in apparatus bays.

Figure 10: GSFD Fire Station No. 72 (2)
Address: 806 Cooper Avenue, Glenwood Springs, Colorado 81601

Survey Components	
1. Structure	
A. Construction type	Steel frame
B. Date	2004
C. Seismic protection/energy audits	None documented
D. Auxiliary power	None
E. Condition	Valued at $1,402,527, good to excellent condition, modern and well maintained
F. Special considerations (ADA, mixed gender appropriate, storage, etc.)	Lower level is ADA accessible, living area is not ADA accessible, reception and administrative office area.
2. Square Footage	10,334 sq. ft.
3. Facilities Available	
A. Exercise/workout	Exercise area and equipment available
B. Kitchen/dormitory	Modern large kitchen area, separate sleeping areas are mixed gender appropriate.
C. Lockers/showers	Lockers in sleeping area, mixed gender appropriate restrooms and shower areas.
D. Training/meetings	Training and meeting rooms available.
E. Washer/dryer	Extractor washer available for turnout gear, washer/dryer available for on duty crews.
4. Protection Systems	
A. Sprinkler system	Building is protected with sprinklers.
B. Smoke detection	Central smoke detection and alarm system
C. Security	Access is controlled with card locks
D. Apparatus exhaust system	Apparatus bays equipped with CO monitor activated exhaust system.

Figure 11: GSFD Fire Station No. 73 (3)
Address: 1880 County Road 117, Glenwood Springs, Colorado 81601

Survey Components	
1. Structure	
A. Construction type	Steel frame with wood siding
B. Date	2003
C. Seismic protection/energy audits	None documented
D. Auxiliary power	None
E. Condition	Valued at $582,832, condition is good, building and grounds are well maintained and attractive storage is adequate.
F. Special considerations (ADA, mixed gender appropriate, storage, etc.)	Lower level is ADA accessible, living area is not ADA accessible. Storage is adequate.
2. Square Footage	5,059 sq. ft.
3. Facilities Available	
A. Exercise/workout	Exercise area and equipment available
B. Kitchen/dormitory	Modern kitchen and equipment, separate sleeping areas are mixed gender appropriate.
C. Lockers/showers	Lockers in sleeping areas, mixed gender appropriate restrooms and showers.
D. Training/meetings	Training/meeting room available, office area and ops room.
E. Washer/dryer	Washer/dryer available for on duty crews.
4. Protection Systems	
A. Sprinkler system	Building is protected with sprinklers
B. Smoke detection	Central smoke detection and alarm system
C. Security	Access is controlled with card locks
D. Apparatus exhaust system	Apparatus bays equipped with CO monitor activated exhaust system.

Figure 12: RFPD Fire Station No. 41 (1)
Address: 1850 Railroad Avenue, Rifle, Colorado 81650

Survey Components	
1. Structure	
A. Construction type	Masonry and wood frame administration and living area
B. Date	1996, Living area and administrative offices remodeled in 2005
C. Seismic protection/energy audits	None documented
D. Auxiliary power	None
E. Condition	Valued at $1,762,464, condition is good, the facility and grounds are well maintained.
F. Special considerations (ADA, mixed gender appropriate, storage, etc.)	Building is ADA accessible, storage is adequate, the building houses the administrative offices for the department, space and equipment is available for EOC.
2. Square Footage	17,500 sq. ft. Four acres of property
3. Facilities Available	
A. Exercise/workout	Exercise area and equipment available.
B. Kitchen/dormitory	Large modern kitchen area, separate sleeping areas are mixed gender appropriate.
C. Lockers/showers	Lockers in sleeping areas, separate restrooms and showers are mixed gender appropriate.
D. Training/meetings	Large training room which can be partitioned into multiple rooms-also serves as meeting room.
E. Washer/dryer	Washer/dryer available for on duty crews.
4. Protection Systems	
A. Sprinkler system	Building is protected with sprinklers.
B. Smoke detection	Central smoke detection and alarm system.
C. Security	Access is controlled with card locks.
D. Apparatus exhaust system	Apparatus bays equipped with negative pressure exhaust system and first out apparatus being equipped with *Ward No Smoke* systems.

Figure 13: RFPD Fire Station No. 42 (2)
Address: 0375 County Road 365, Rifle, Colorado 81650

Survey Components	
1. Structure	
A. Construction type	Wood frame with brick veneer accents
B. Date	1998
C. Seismic protection/energy audits	None
D. Auxiliary power	None
E. Condition	Valued at $1,539,066, condition is fair to good
F. Special considerations (ADA, mixed gender appropriate, storage, etc.)	Station is jointly operated by Rifle Fire Department and US BLM, currently houses BLM administrative staff and fire crews during fire season. Building is ADA accessible. Apparatus bays are at capacity for storage.
2. Square Footage	11,250 sq. ft.
3. Facilities Available	
A. Exercise/workout	Exercise equipment in apparatus bay.
B. Kitchen/dormitory	Small but adequate kitchen area, separate sleeping areas are mixed gender appropriate.
C. Lockers/showers	Lockers in sleeping areas, separate restrooms and showers are mixed gender appropriate.
D. Training/meetings	Training/meeting room available.
E. Washer/dryer	Laundry room with washer/dryer available.
4. Protection Systems	
A. Sprinkler system	Building is protected with sprinklers
B. Smoke detection	Central smoke detection and alarm system
C. Security	Access is controlled with card locks
D. Apparatus exhaust system	None

Figure 14: RFPD Fire Station No. 43 (3)
Address: 419 Last Chance Drive, Rifle, Colorado 81650

Survey Components	
1. Structure	
A. Construction type	Masonry and steel frame
B. Date	2010
C. Seismic protection/energy audits	None documented
D. Auxiliary power	Auxiliary generator provides uninterrupted power
E. Condition	Valued at $2,500,000, building is new and in excellent condition, well maintained and attractive building.
F. Special considerations (ADA, mixed gender appropriate, storage, etc.)	Building is ADA accessible. Large mezzanine storage area in apparatus bays, reception area and conference room, station officer's office space available.
2. Square Footage	10,000 sq. ft.
3. Facilities Available	
A. Exercise/workout	Exercise area and equipment available.
B. Kitchen/dormitory	Modern, well equipped kitchen, separate sleeping areas are mixed gender appropriate.
C. Lockers/showers	Lockers in sleeping areas, separate restrooms and showers are mixed gender appropriate.
D. Training/meetings	Separate meeting and training rooms available.
E. Washer/dryer	Washer/dryer available for on duty crews.
4. Protection Systems	
A. Sprinkler system	Building is protected with sprinklers.
B. Smoke detection	Central smoke detection and alarm system
C. Security	Access is controlled with card locks
D. Apparatus exhaust system	First out apparatus equipped with *Ward No Smoke* system

Figure 15: RFPD Training Facility/Tower
Address: 1850 Railroad Avenue, Rifle, Colorado 81650

Survey Components	
1. Structure	
A. Construction type	Steel frame and masonry. Located on Fire Station No. 41 site.
B. Date	2002 - 2003
C. Seismic protection/energy audits	None
D. Auxiliary power	N/A
E. Condition	Good-Meets NFPA 1403 recommendations for training tower, the facilities and grounds are well maintained and clean Storage building (steel) $75,000 Cover all shed $40,000 Burn tower $250,000 Concrete apron $200,000 Flashover $25,000 SCBA maze $15,000 Confined space $350,000 LPG props $25,000
F. Special considerations (ADA, mixed gender appropriate, storage, etc.)	Tower is surrounded by a large paved area suitable for safe training operations.
2. Square Footage	1,500 square feet
3. Facilities Available	
A. Exercise/workout	N/A
B. Kitchen/dormitory	N/A
C. Lockers/showers	N/A
D. Training/meetings	Training facility: tower/burn building, flash over simulator, confined space prop, propane prop and a modular building used as a search and rescue and SCBA maze prop.
E. Washer/dryer	N/A
4. Protection Systems	
A. Sprinkler system	N/A
B. Smoke detection	N/A
C. Security	N/A
D. Apparatus exhaust system	N/A

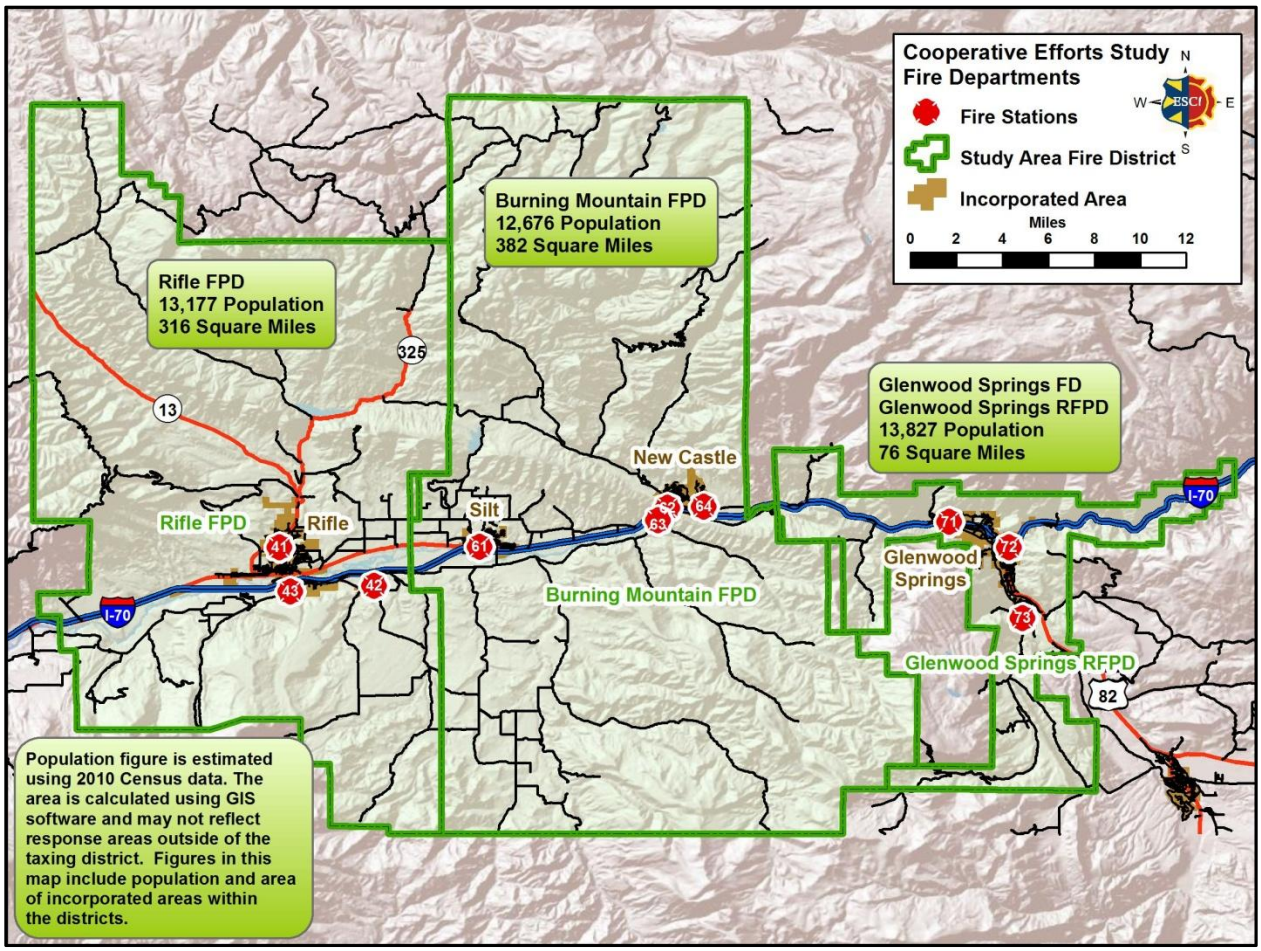
Analysis of Emergency Service Delivery and Performance

In this section, an analysis of current conditions as they relate to BMFPD, GSFD, and RFPD facility resources, service demand, and performance is presented.

Service Distribution

Figure 16 displays the service areas of BMFPD, GSFD, GSRFPD, and RFPD. The service area square miles is calculated with GIS (Geographic Information System) software, using data provided by the Garfield County GIS Department. The population estimate is derived from the estimates from the departments and the U.S. Census 2010 population estimate.

Figure 16: BMFPD, GSFD, GSRFPD, and RFPD Study Area

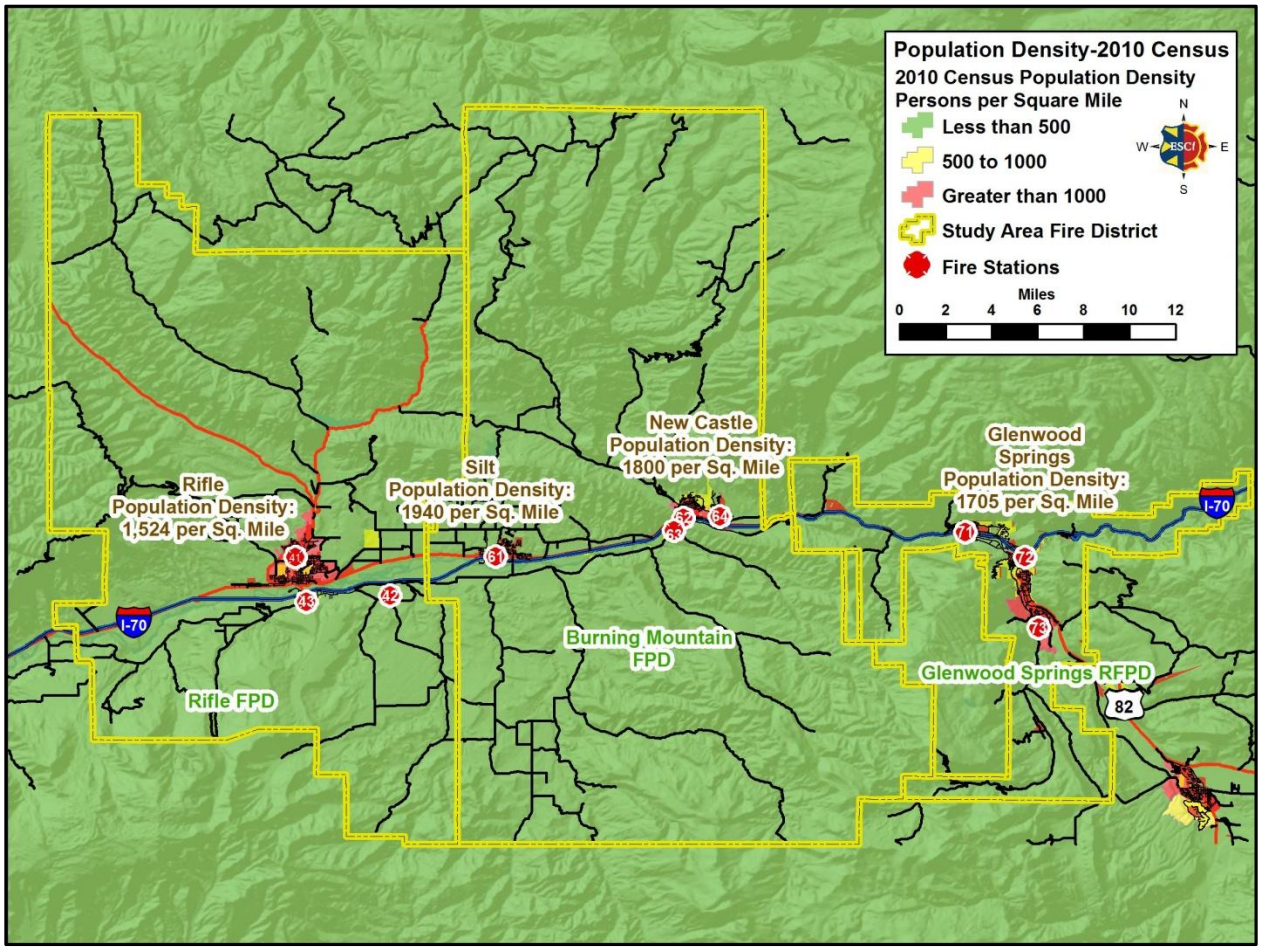


The four jurisdictions provide fire protection and emergency medical services to a total service area of approximately 774 square miles. Collectively the three service providers cover nearly 43 linear miles of Interstate 70. The communities of Rifle, Silt, New Castle, and Glenwood

Springs along Interstate 70 comprise the majority of service demand for emergency fire protection and medical services.

2010 U.S. Census Bureau data is symbolized in this map (Figure 17) to illustrate population density in the study area.

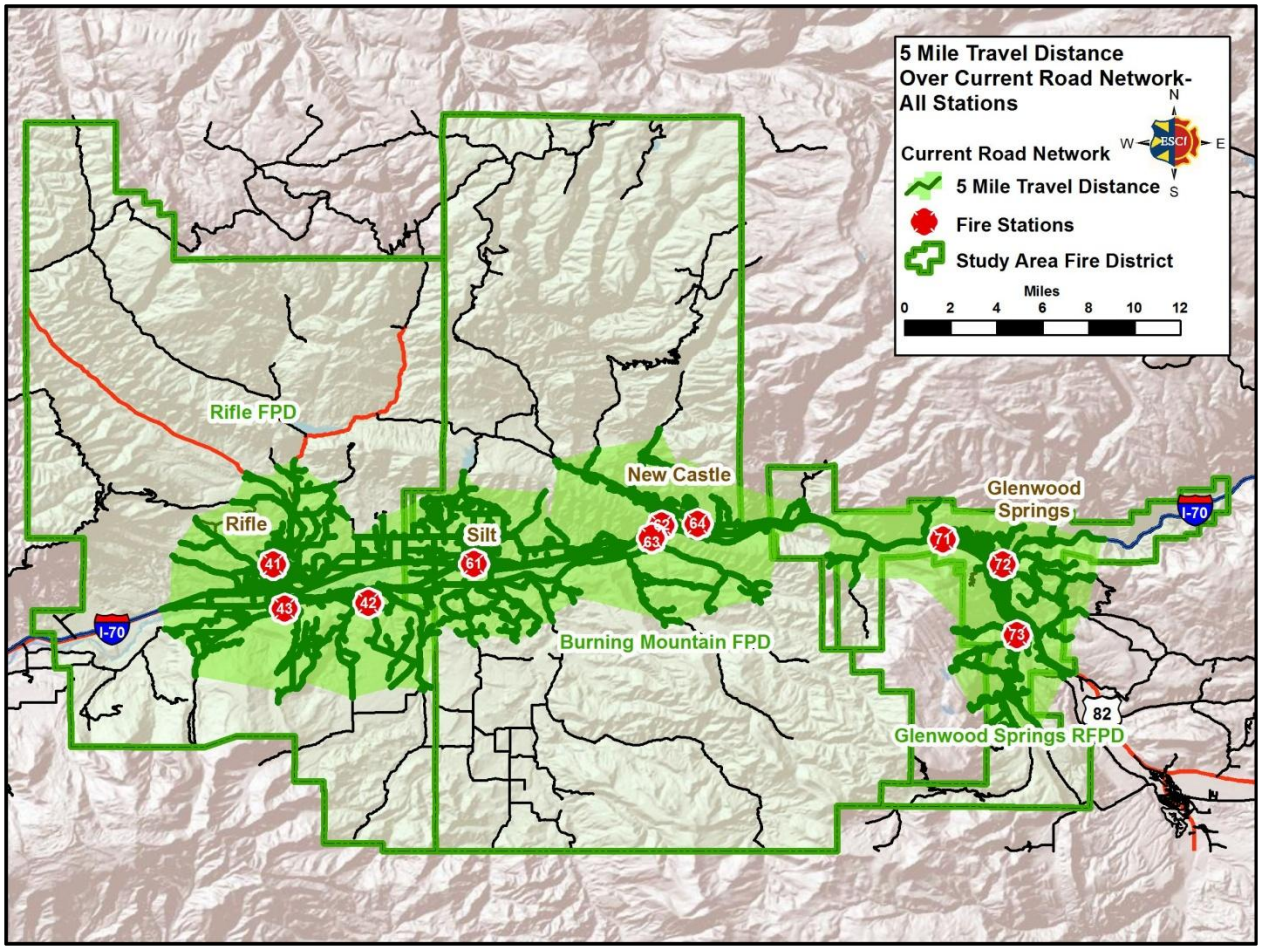
Figure 17: BMFPD, GSFD, GSRFPD, and RFPD Population Density



Fire stations are located appropriately to provide service to the areas of highest population density.

This map (Figure 18) displays the service area within five-mile travel over the existing road network.

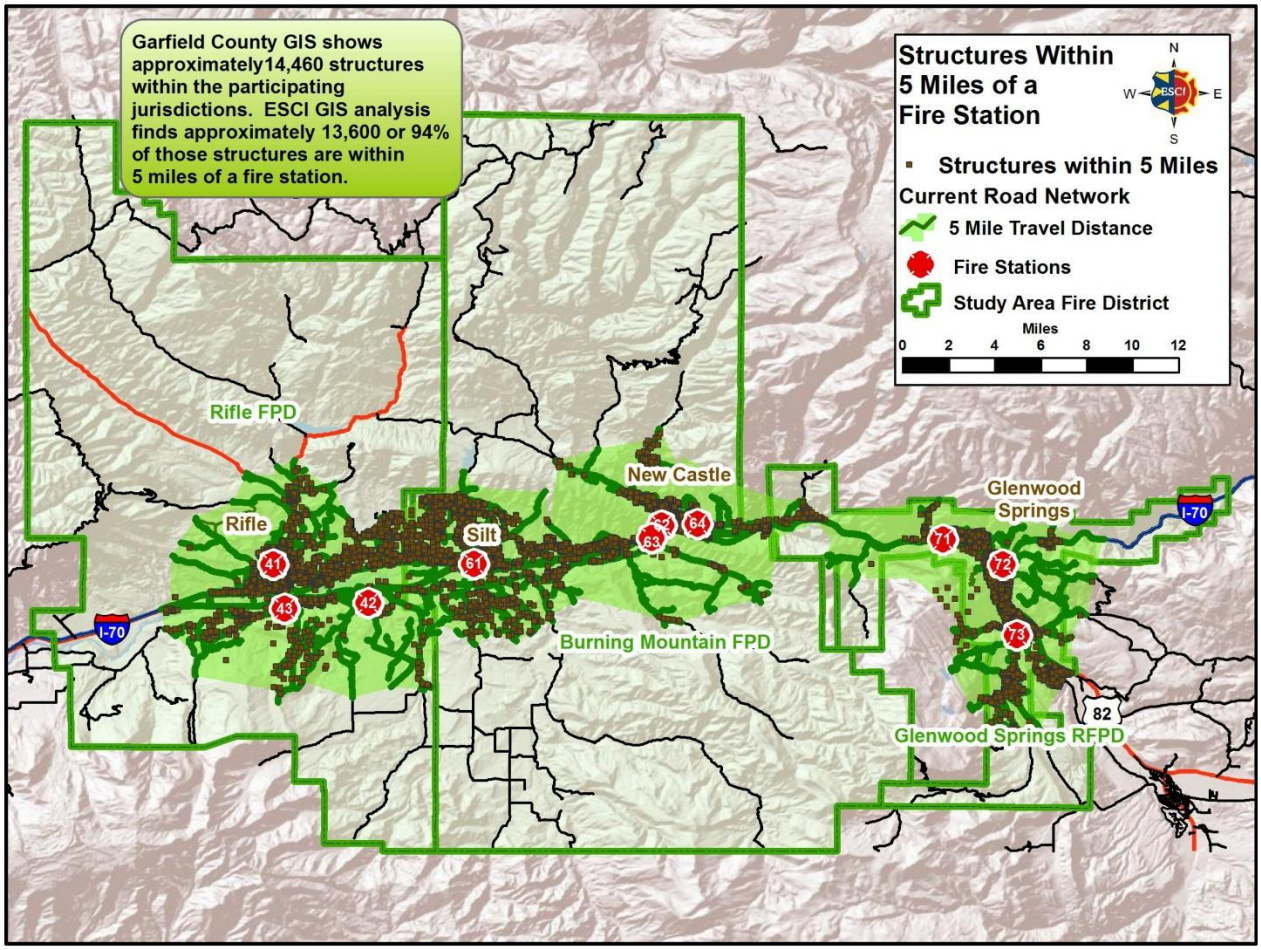
Figure 18: BMFPD, GSFD, GSRFPD, and RFPD Five-Mile Travel Distance



The Insurance Services Office (ISO) reviews fire protection resources within communities across the nation, and assigns a rating that is often utilized by insurance companies to assign insurance rates for residential and commercial fire insurance. ISO considers structures beyond a five-mile travel from a fire station as unprotected or a protection class 10, which can result in increased cost when obtaining property insurance.

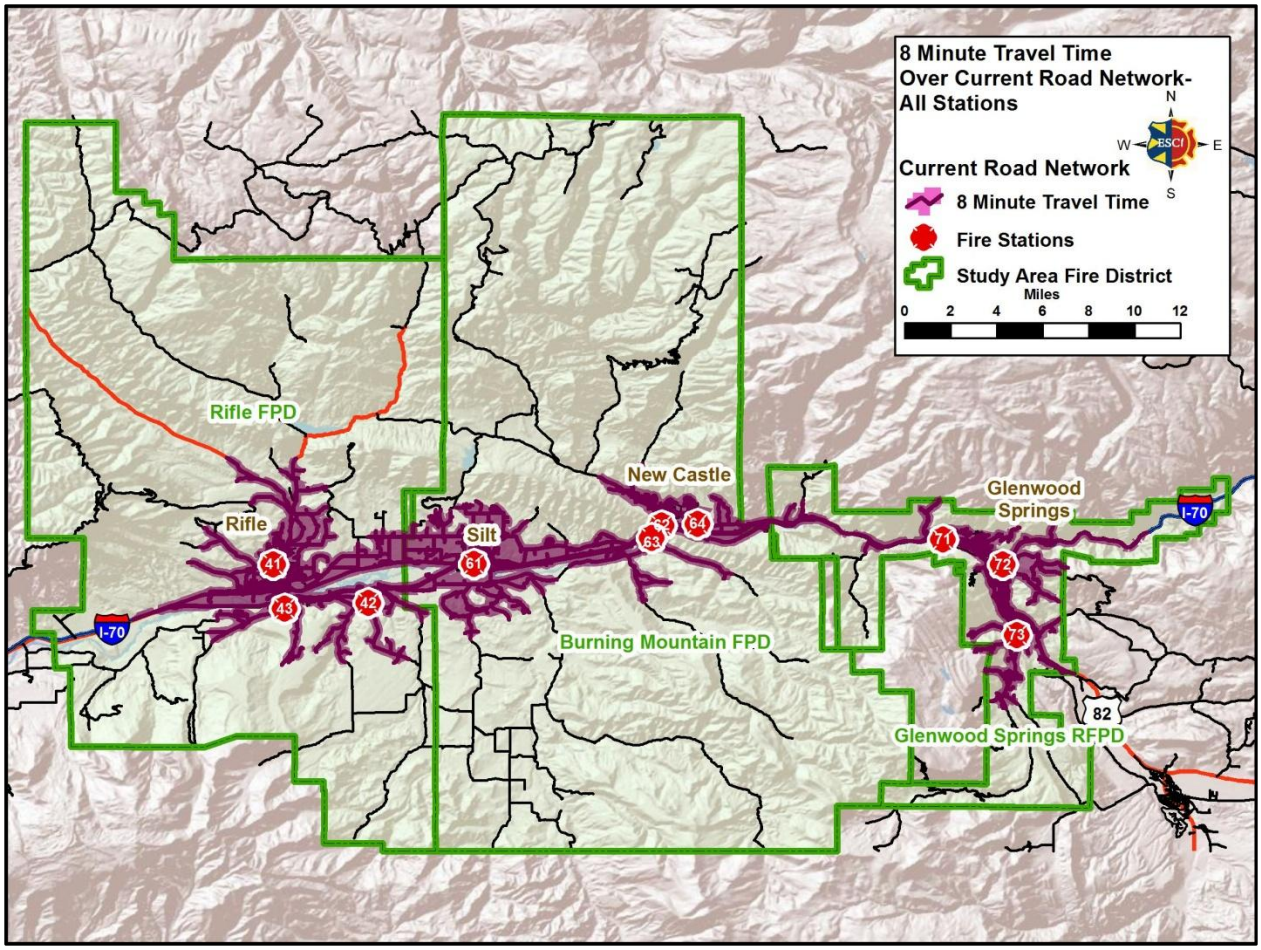
ESCI used data provided by the Garfield County GIS department to determine that approximately 94 percent of the structures protected by BMFPD, GSFD, and RFPD are within a five-mile travel distance of a fire station (Figure 19).

Figure 19: BMFPD, GSFD, GSRFPD, and RFPD Structures within Five-Mile Travel Distance



The next view of the service area and fire station distribution examines travel time from existing locations. Response time is calculated by modeling the eight-minute travel over the actual road network.

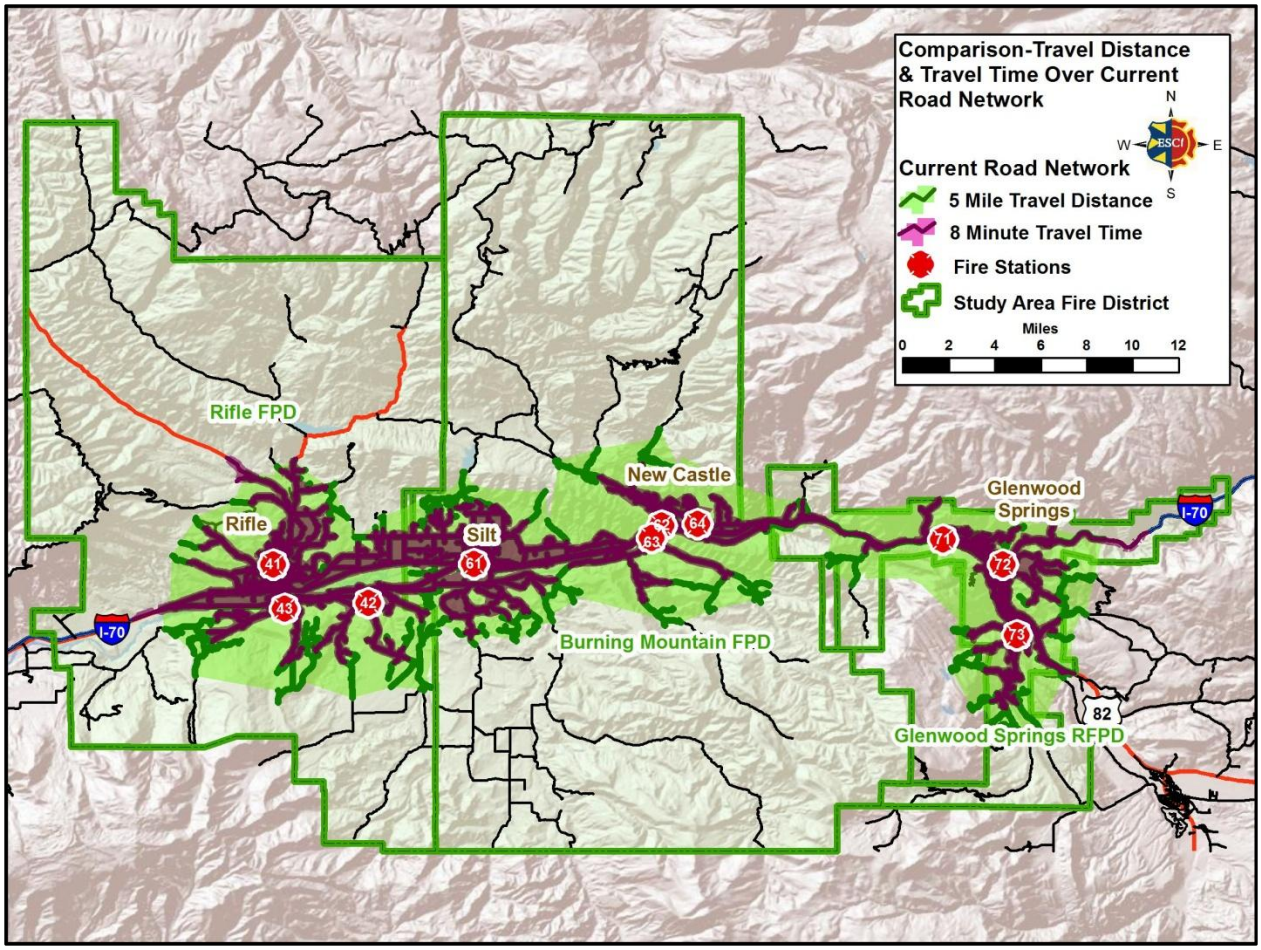
Figure 20: BMFPD, GSFD, GSRFPD, and RFPD Eight-Minute Travel Distance



As in the previous map, the travel time model supports the validity of the current station locations.

Figure 21 compares the travel distance model to the travel time model. Note that the travel time network extends beyond the distance network along Interstate 70, due to the higher speed limit and lack of intersections and turns. Conversely, the travel distance network extension is shorter on local roads where turns, intersections, and other road conditions can affect travel time.

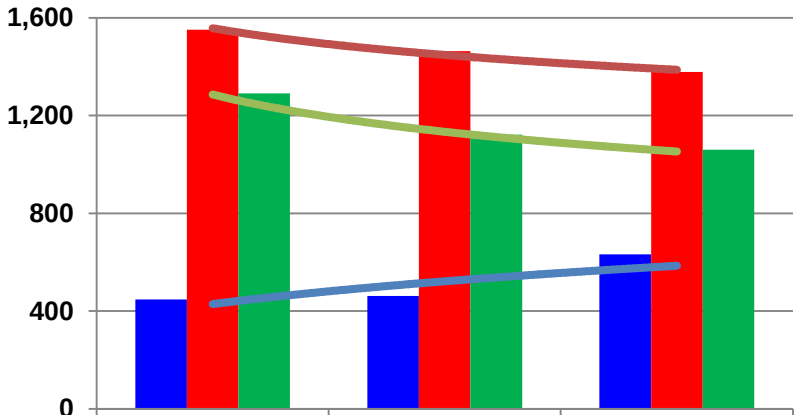
Figure 21: BMFPD, GSFD, and RFPD Travel Distance and Time



Service Demand

In the next series of figures, ESCI examined historical service demand and service demand by temporal variation within the study area. Figure 22 displays the total calls for service from 2008 through 2010.

Figure 22: Area Service Demand, 2008 – 2010

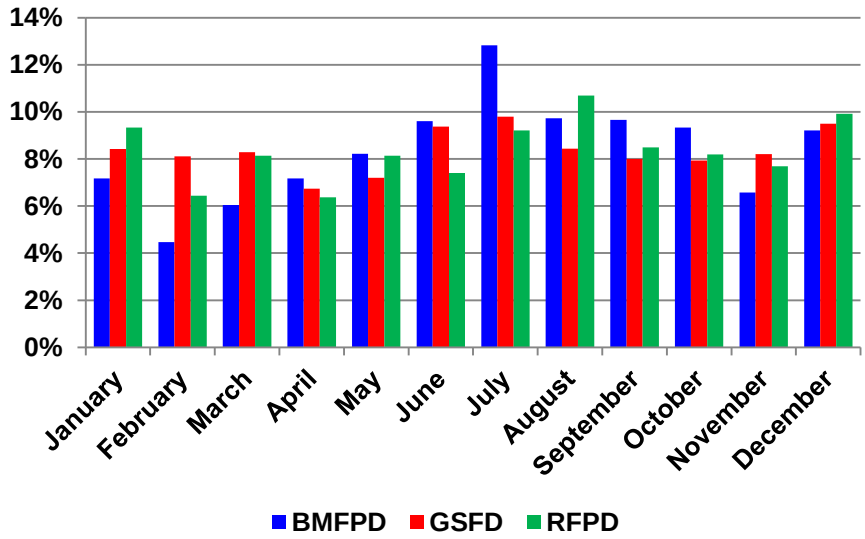


	2008	2009	2010
BMFPD	448	462	632
GSFD	1,551	1,463	1,378
RFPD	1,291	1,121	1,060

Total calls for service have decreased for the GSFD (11.2 percent) and RFPD (17.9 percent) in two-year period. During the same period, total calls for service have increased for the BMFPD period. In 2010 the ambulance provider, the Town of Silt (dba: WestCare Ambulance), stopped providing emergency first responder and transport service in the BMFPD service area. The result has been an increase in the number of EMS calls for BMFPD.

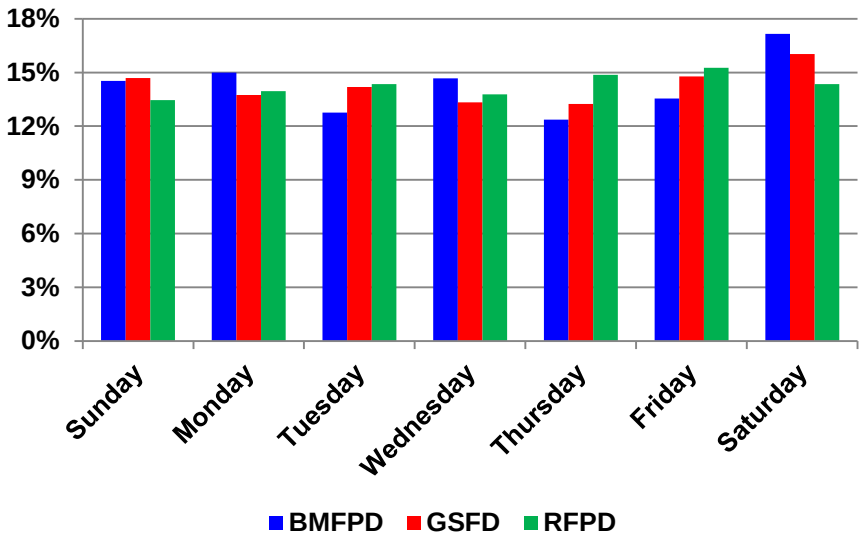
Figure 23 displays calls for service summarized by month of the year for the same time period of 2008 through 2010.

Figure 23: Area Service Demand by Month, 2008 – 2010



Calls for service fluctuate throughout the year within the study area. Generally, call volume is lowest during the late winter and early spring. The summer months of July and August have the highest number of calls for service. In the next figure, service demand is categorized by day of the week.

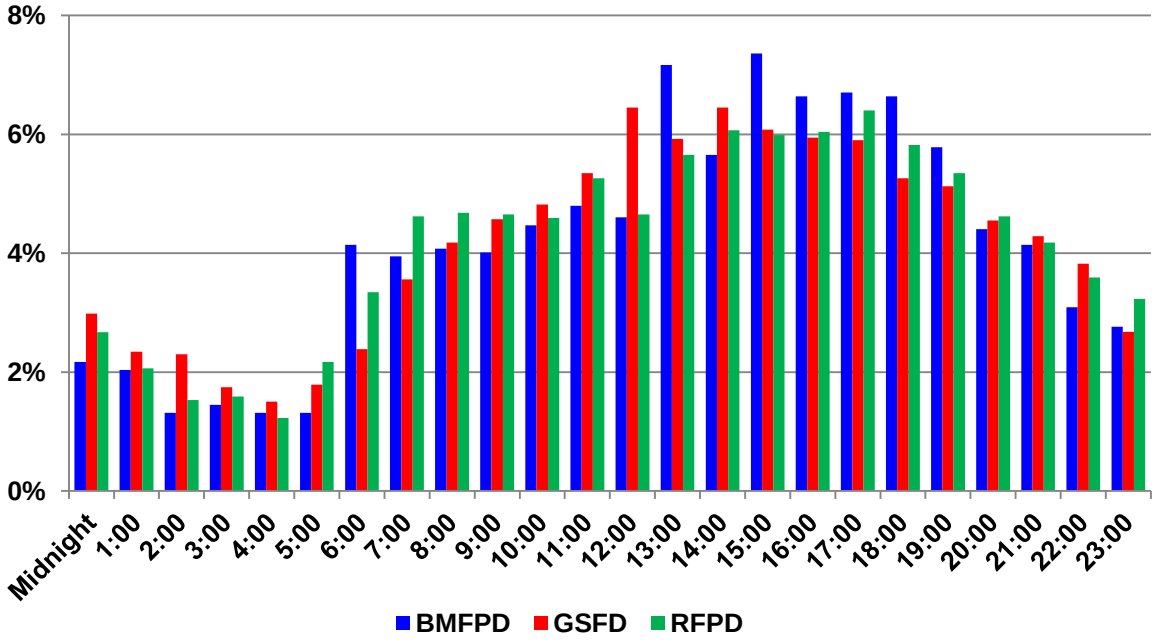
Figure 24: Area Service Demand by Day of Week, 2008 – 2010



Service demand varies slightly by day of the week. The middle of the week appears to have the lowest call volume and Saturday has the highest call volume in the study area. As an aggregate, demand by day of week was lowest on Tuesday (12.8 percent) and highest on Friday (17.2 percent).

Figure 25 demonstrates the effect that population activity during the day can have on emergency service demand.

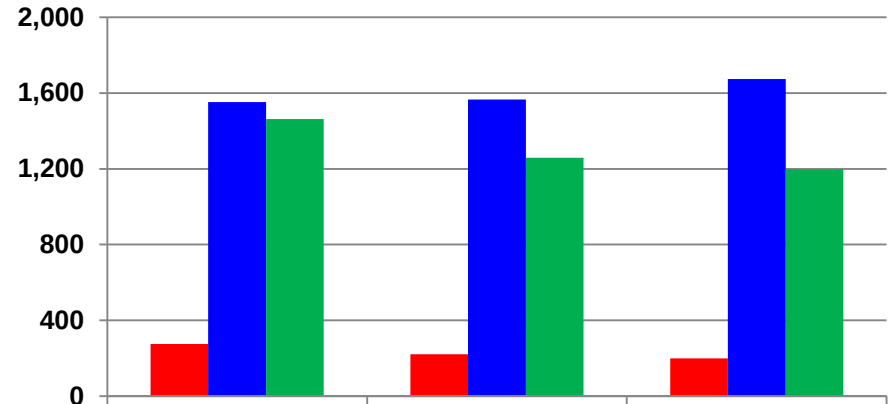
Figure 25: Area Service Demand by Hour of Day, 2008 – 2010



Not surprisingly, service demand is lowest during the early morning hours and gradually increases throughout the day. Service demand peaks after 3:00 PM and decreases through the evening hours. Peak activity times can be reflected in response time performance in certain cases.

ESCI continued the demand study with an examination of service demand by incident type. Figure 26 displays service demand by incident type within the study area for the period of 2008 through 2010.

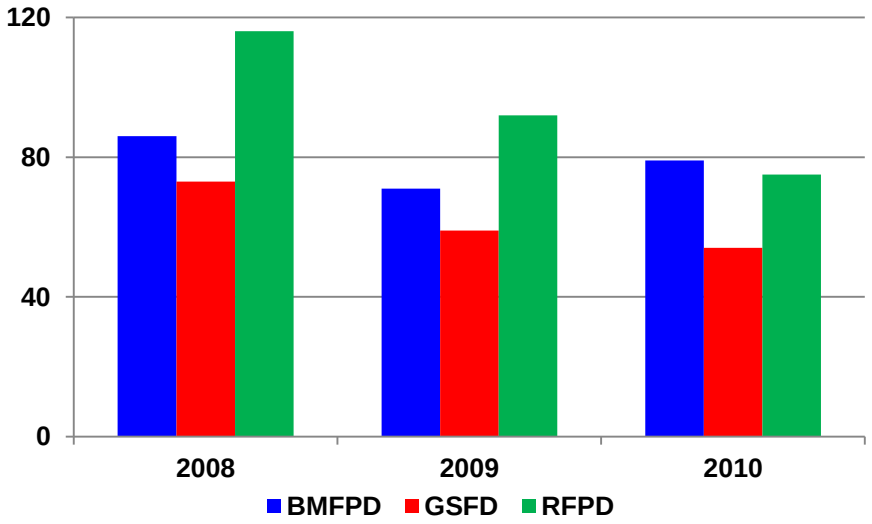
Figure 26: Area Service Demand by Incident Type, 2008 – 2010



	2008	2009	2010
Fire	275	222	200
EMS	1,552	1,566	1,673
Other	1,463	1,258	1,197

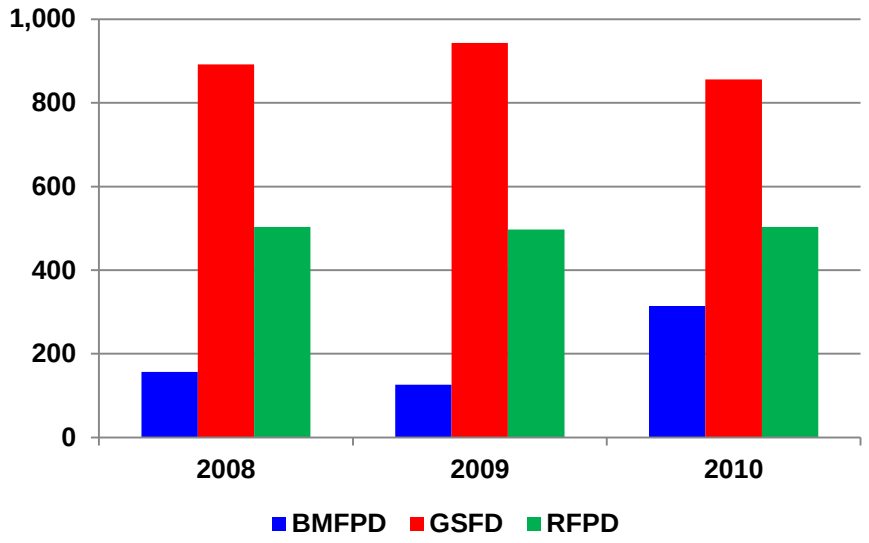
In the figure above, calls for service are categorized as Fires (NFIRS 100 series), EMS (NFIRS 300 series), and Other (all other NFIRS series). ESCI used the National Fire Information Reporting System (NFIRS) data supplied by the three study area agencies to calculate incidents by type within the study area. Fire and Other type incidents declined over the time period; and the number of EMS incidents increased. This is similar to the trend that ESCI has experienced throughout the region and nationally.

Figure 27: Fire Service Demand by Agency, 2008 – 2010



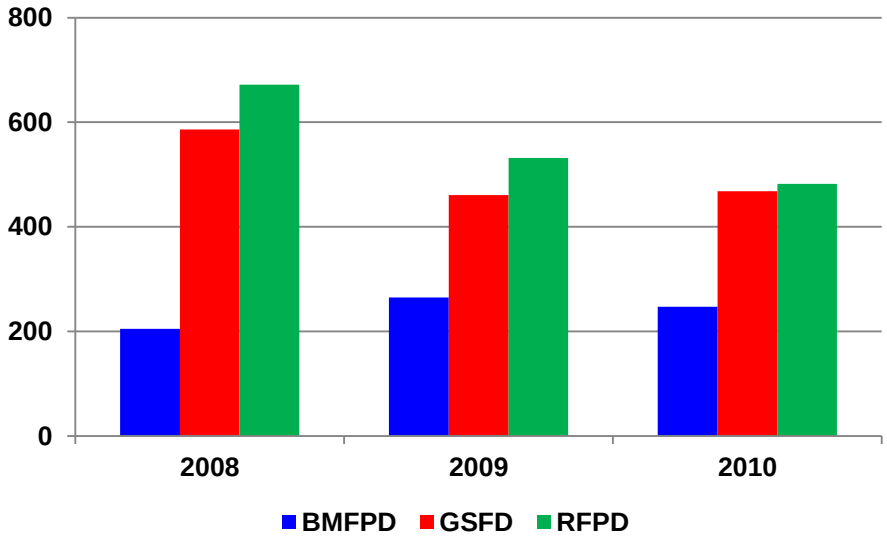
Fire related calls for service decreased for all three agencies. This correlates to a trend of reduced fire service demand experienced across the country as the result of improvements made in building codes and public fire education over the last two to three decades.

Figure 28: EMS Service Demand by Agency, 2008 – 2010



The increase in EMS service demand within the BMFPD service area is related to the change in the EMS service provider in 2010. EMS service demand in GSFD increased in 2009, but decreased in 2010. EMS service demand remained flat (a range of six incidents difference) between 2008 and 2010 in RFPD.

Figure 29: Other Service Demand by Agency, 2008 – 2010

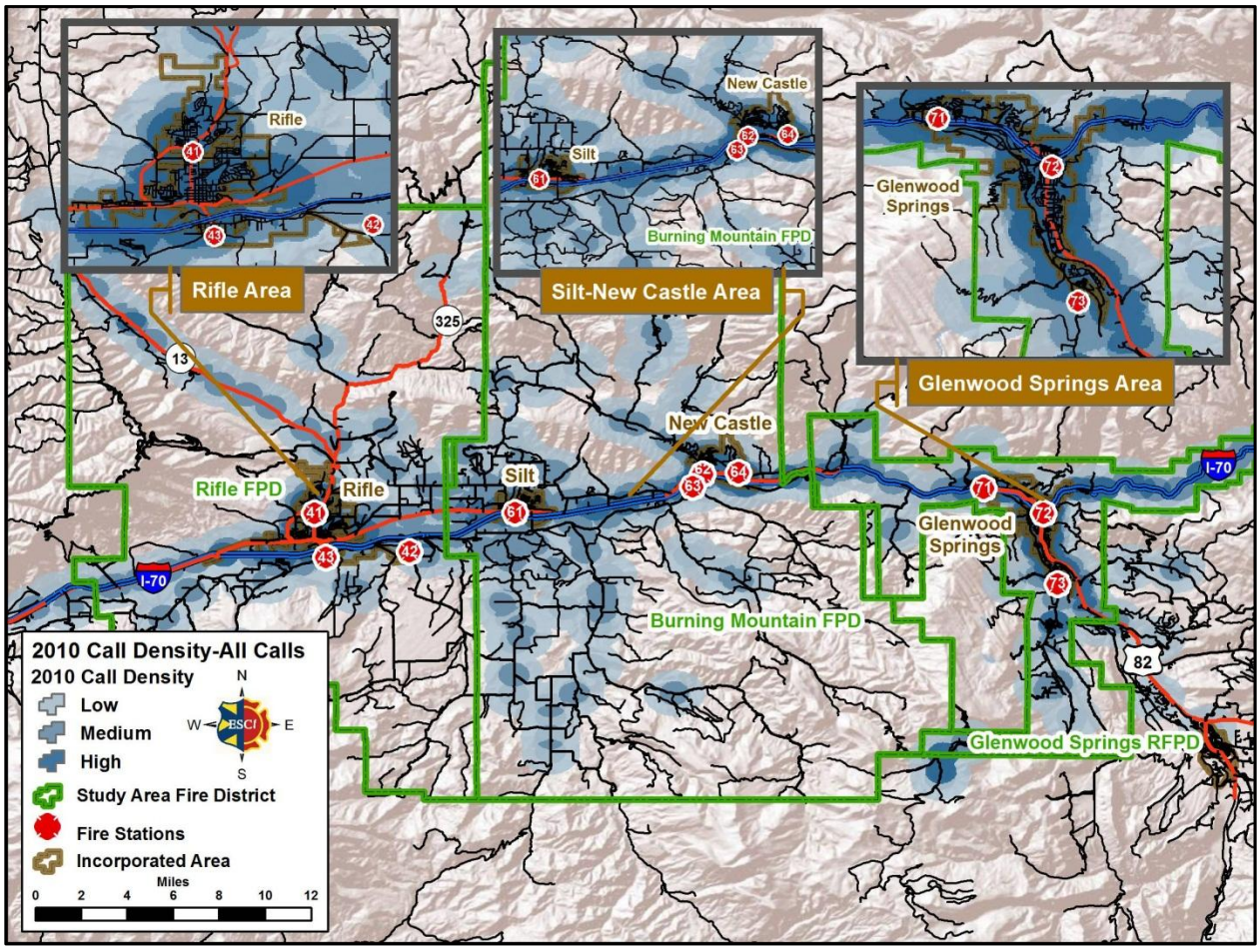


The Other category of service demand includes incidents such as automatic alarms, dispatched and cancelled en route, Haz-Mat, and service calls.

Geographic Service Demand

In addition to the temporal analysis of service demand, it is useful to examine the geographic distribution of service demand. Using GIS software, ESCI was able to geocode and calculate call density for approximately 86 percent of the 2010 response data provided by the Garfield County Emergency Communications Authority. In Figure 30, call density for all incident types is displayed within the four jurisdictions.

Figure 30: Call Density (All Incident Categories), 2010



The three inset maps in the above figure depict the higher concentration of service demand in the urban areas within the study area. Call density is also higher on the Interstate 70 corridor that runs east to west through the middle of the three agencies. The predominance of EMS

incidents may overshadow the distribution of other incident types, most importantly fire incidents in the previous figure. Figure 31 examines the incidents coded as fires in the 2010 data.

Figure 31: Fire Incident Density, 2010

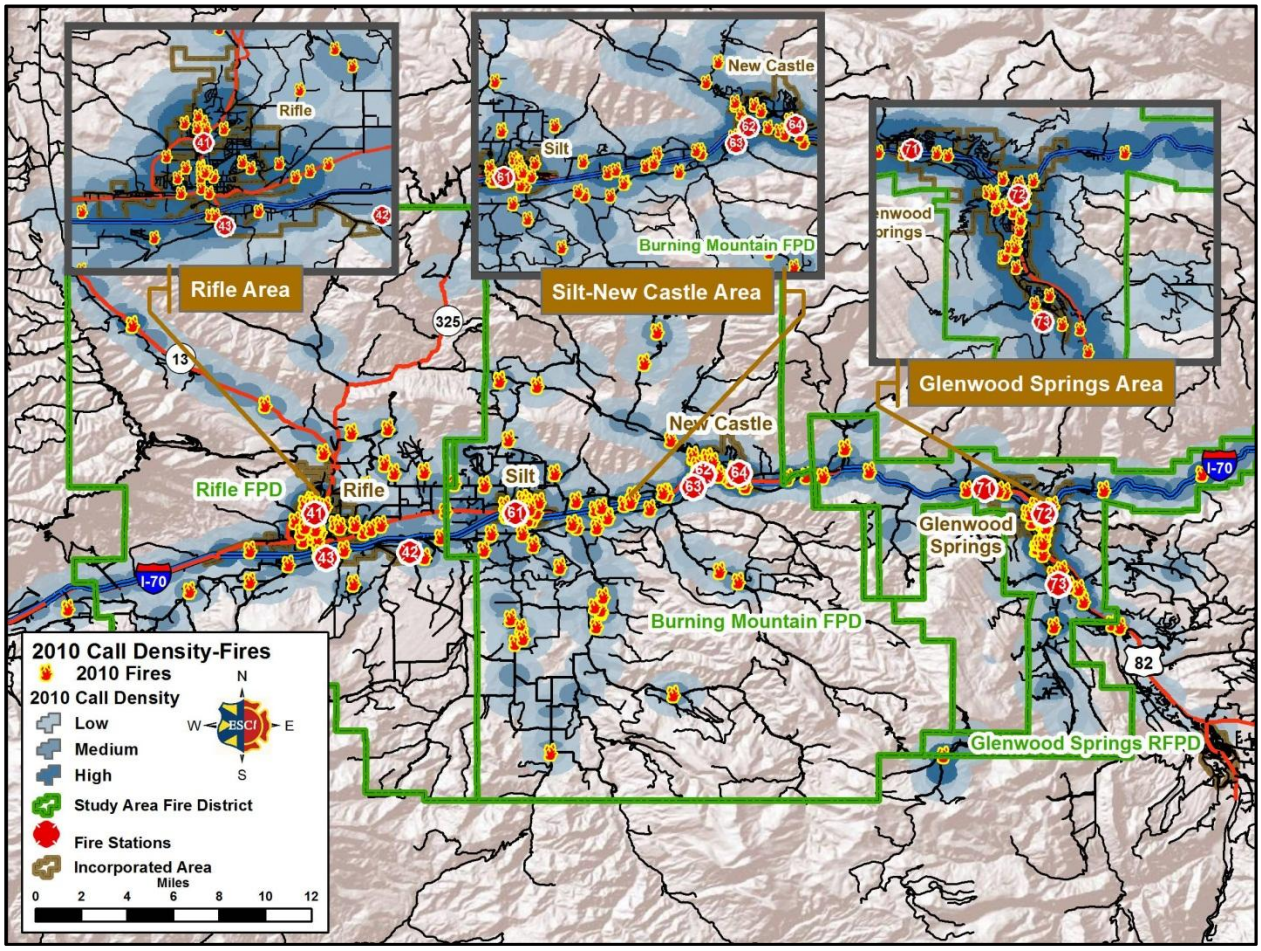


Figure 31 shows fire incidents are identified and shown over the total service demand density map. Fire incidents display a similar pattern to the previous map showing call density for all incidents. GIS analysis finds that 83 percent of the total incidents displayed and 69 percent of fire incidents are within 6 minutes travel time of a fire station. The preceding figures demonstrate that the current station locations within the three agencies are well located to meet the study area's current service demand.

Concentration Study

The concentration study is an analysis of each agency's ability to assemble a full effective response force at the scene of an emergency. Sufficient personnel and equipment need to reach an incident location in a reasonable amount of time in order to safely control or mitigate

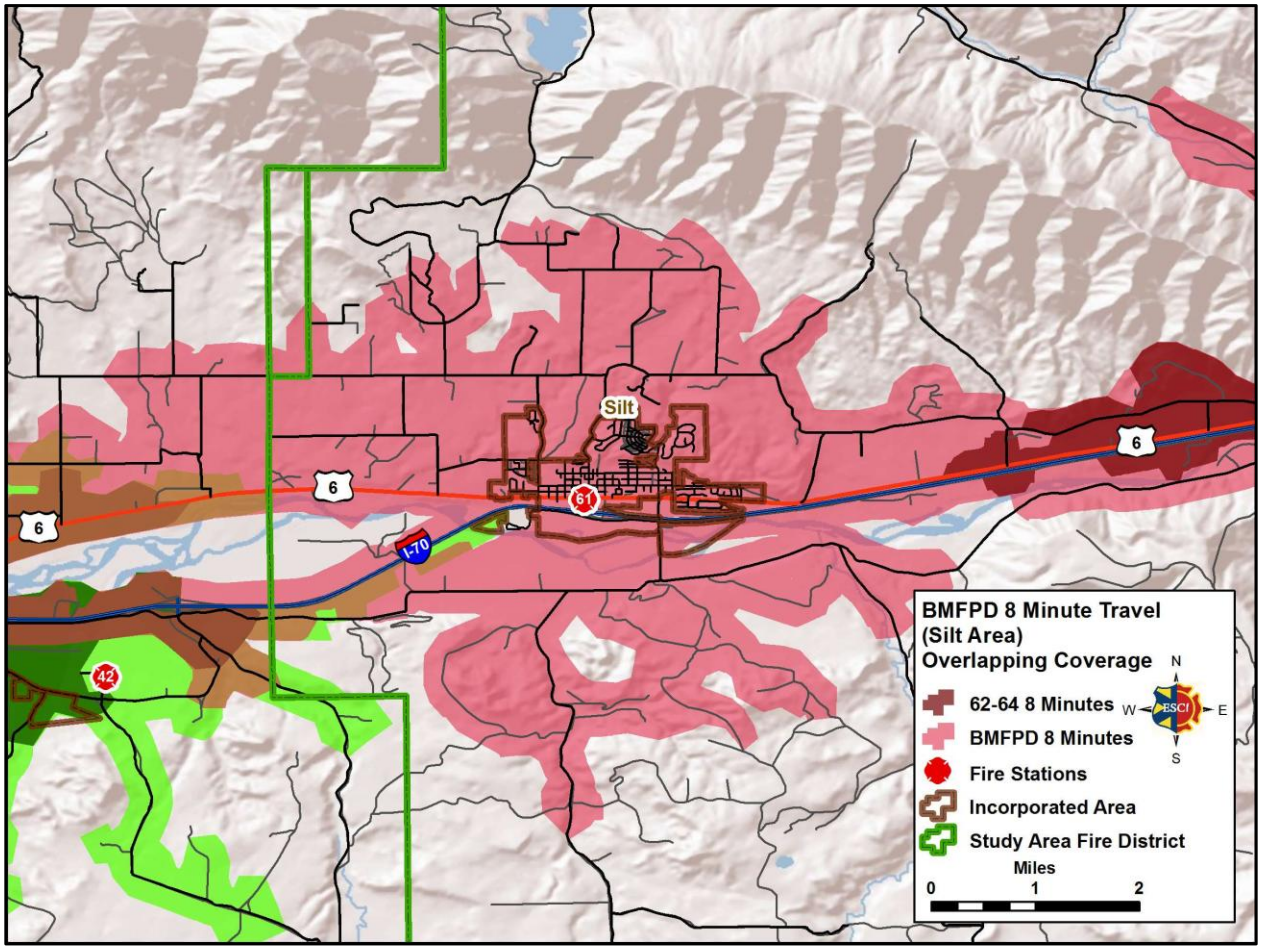
the emergency. Fire departments should establish performance objectives that define response goals using both time and resource criteria.

The following series of maps is intended to provide each of the Cooperative Efforts Study area jurisdictions with some of the information necessary to develop reasonable and obtainable response performance objectives.

BMFPD Concentration

Figure 32 shows the areas of the District within eight-minute travel time for fire stations that serve Silt.

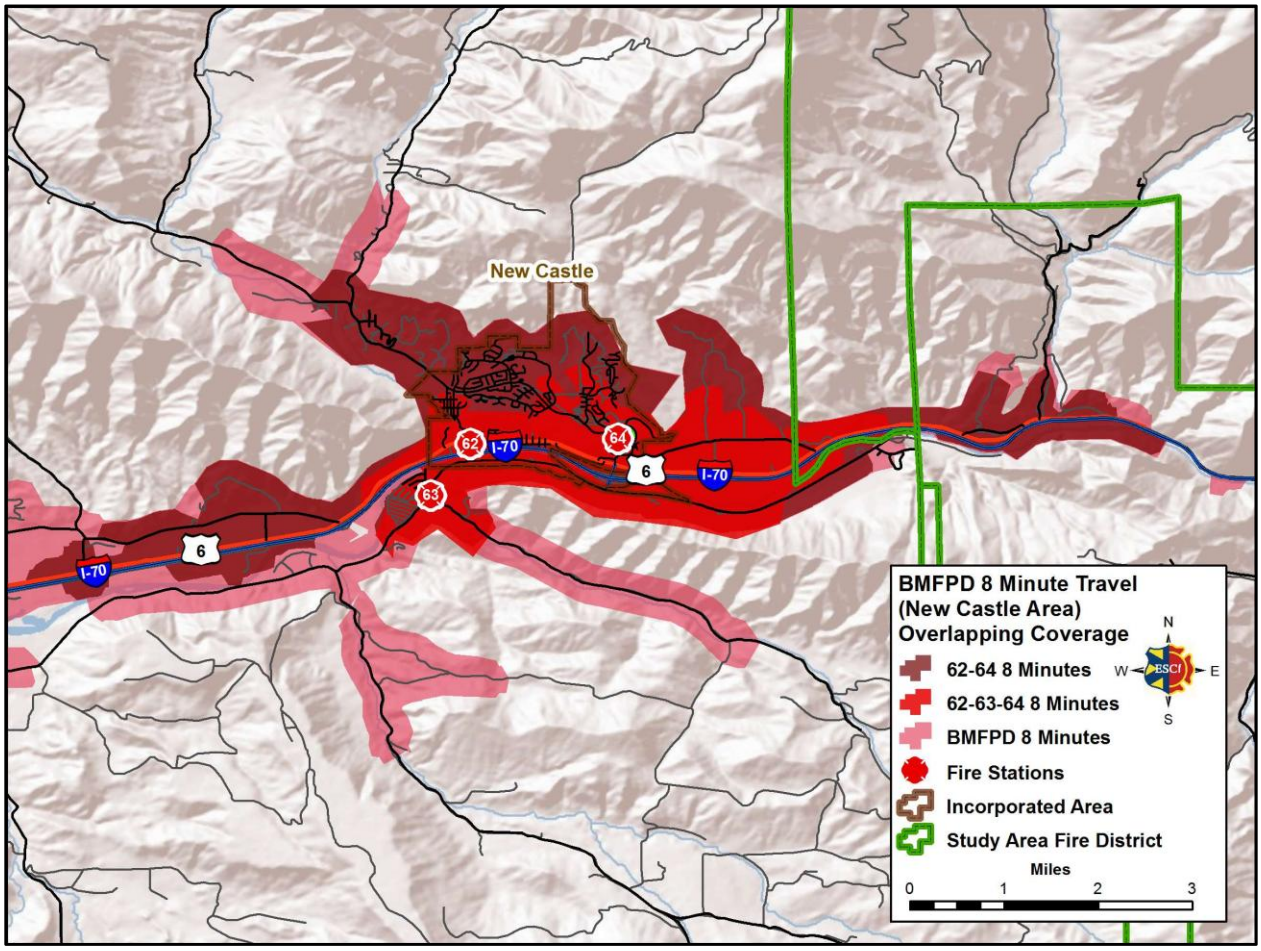
Figure 32: BMFPD Eight-Minute Travel Fire Station Concentration (Silt)



As seen in the above figure, Fire Station No. 61 is the only station within eight-minute travel of the town of Silt. There is a small amount of dual coverage from Fire Station Nos. 62 and 64 to the east.

Figure 33 shows the areas of BMFPD within eight-minute travel time for fire stations that serve New Castle.

Figure 33: BMFPD Eight-Minute Travel Fire Station Concentration (New Castle)

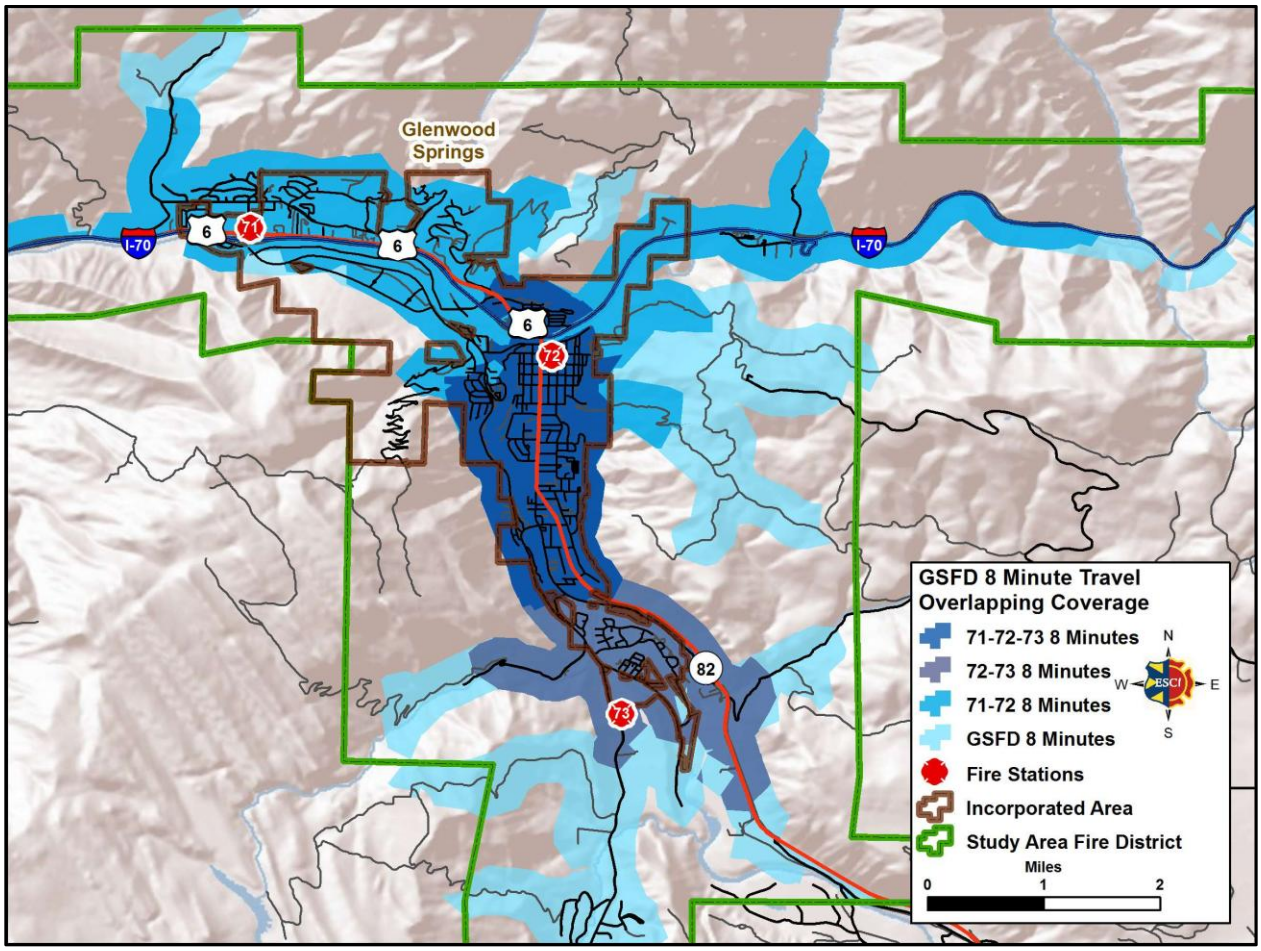


BMFPD Fire Station Nos. 62, 63, and 64 provide good multiple fire station response in the New Castle area. All of the community is within eight minutes travel of Fire Stations 62 and 64, and a large portion is reached in 8 minutes by all three stations.

GSFD and GSRFPD Concentration

Figure 34 shows the areas of the City of Glenwood Springs and GSRFPD within an eight-minute travel time for fire stations that serve the City and District.

Figure 34: GSFD Eight-Minute Travel Fire Station Concentration (City of Glenwood Springs and GSRFPD)

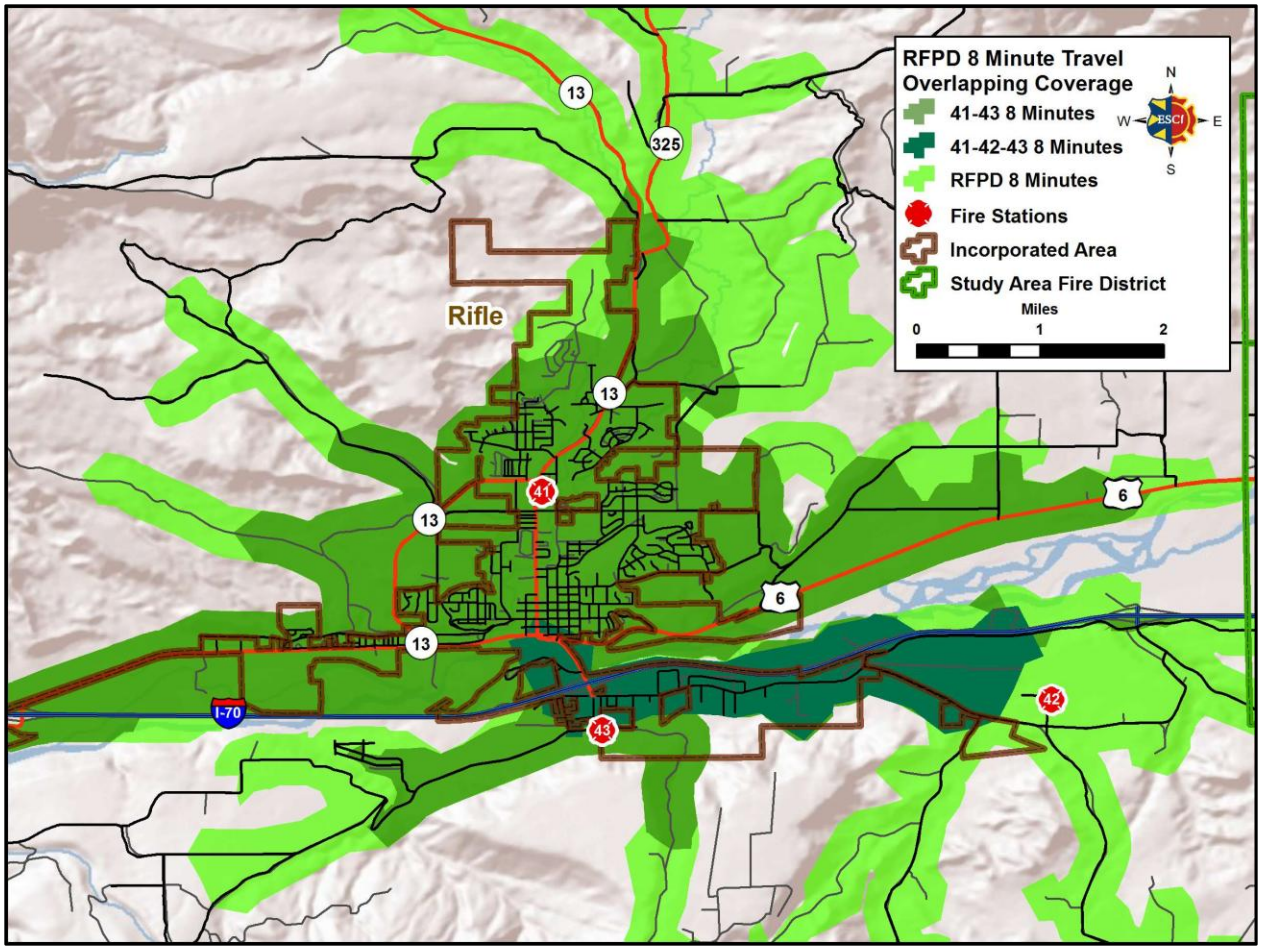


Fire station locations in Glenwood Springs provide excellent eight-minute coverage for the urban area within the City. The downtown core is within eight-minutes of all three GSFD stations. This downtown area is regarded as a high risk area due to population density, incident density, and building density; therefore the availability of multiple apparatus from multiple stations is appropriate.

RFPD Concentration

Figure 35 shows the areas of the City of Rifle and RFPD within an eight-minute travel time for fire stations that serve the City and District.

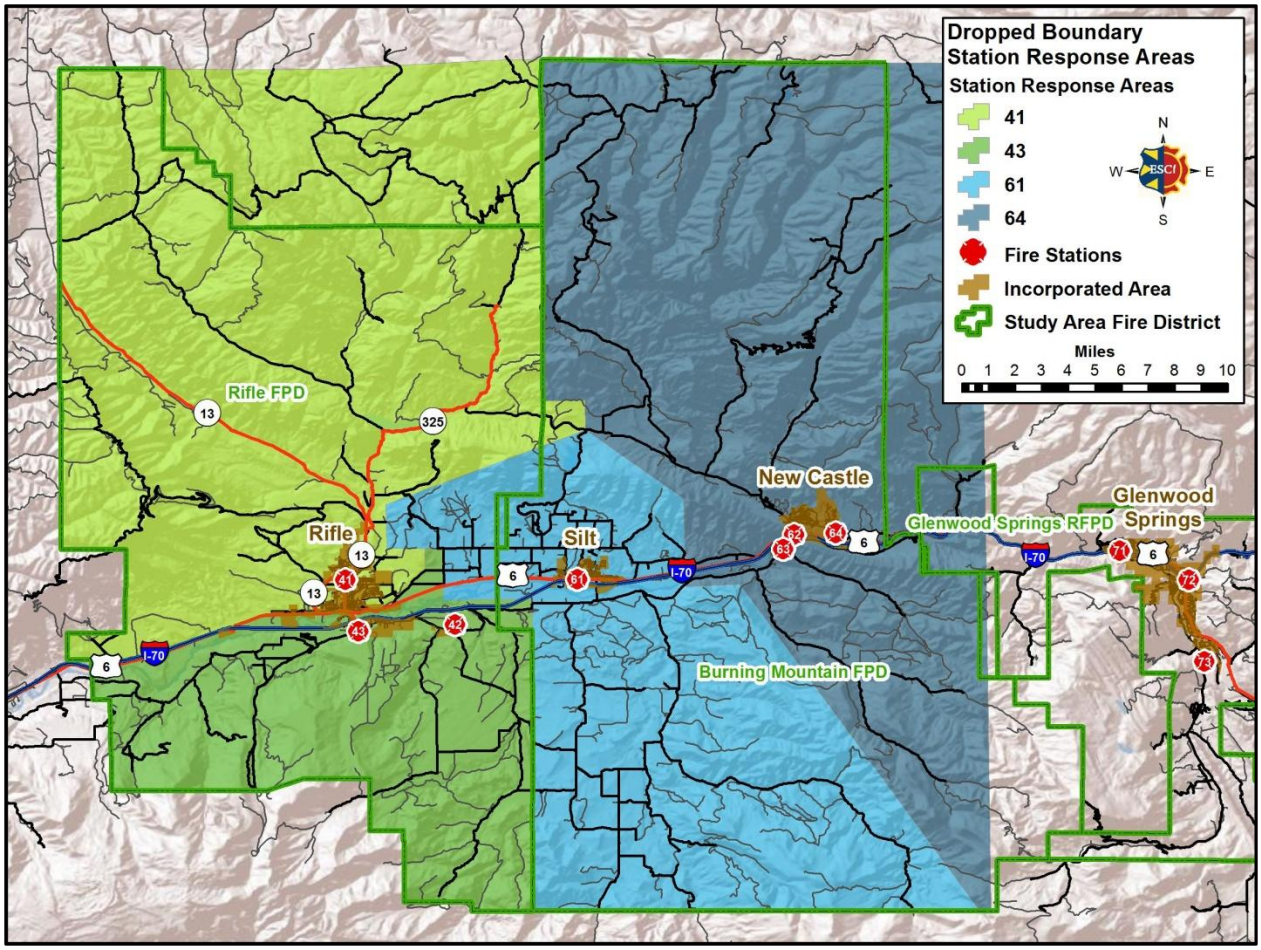
Figure 35: RFPD Eight-Minute Travel Fire Station Concentration (City of Rifle)



As displayed in Figure 35, the developed areas within the City of Rifle are within an eight-minute travel of two RFPD fire stations. The commercial development to the south of Interstate 70 near the junction of Interstate 70 and State Highway 13 is served by all three RFPD fire stations in eight-minutes. Additionally, a significant amount of the District east of the City along Highway 6 is within eight-minutes of Fire Station Nos. 41 and 43.

Figure 36 displays a recently proposed fire station response where response is based on the closest unit dispatch; regardless of jurisdictional boundaries.

Figure 36: Dropped Boundary Fire Station Response Areas



ESCI found that dropped borders improved response performance of all the agencies. For instance, instead of waiting for additional manpower to staff a water tender, the closest available tender from the nearest fire station may be added to the initial response. ESCI recommends that the study area jurisdictions use this kind of arrangement to enhance response and concentration of resources whenever possible.

Performance Summary

The ultimate goal of any emergency service delivery system is to provide sufficient resources (personnel, apparatus, and equipment) to the scene of an emergency in time to take effective action to minimize the impacts of the emergency. This need applies to fires, medical emergencies, and any other emergency situation to which the fire department responds.

System Reflex Time Performance

Throughout this document, certain descriptive statistical measures are used which may not be familiar to all readers. In an effort to reduce confusion or the drawing of inaccurate conclusions, ESCI provides a brief explanation of these terms below. The measures most often used which require clarification are average and percentile.

Average

The average measure is a commonly used descriptive statistic, also called the mean of a data set. It is a measure to describe the central tendency, or the center of a data set. The average is the sum of all the data points in a set, divided by the total number of data points. In this measurement, each data point is counted and the value of each data point has an impact on the overall performance. Averages should be viewed with a certain amount of caution because the average measure can be skewed if an unusual data point, known as an outlier, is present within the data set. Depending on the sample size of the data set, the skewness can be either very large or very small.

The opposite can also be true where one call with an unusually long response time can make otherwise satisfactory performance appear unacceptable. These calls with unusually short or long response time have a direct impact on the total performance measurements and the farther they are from the desired performance, the greater the impact.

The reason for computing the average is because of its common use and the ease of understanding that is associated with it. The most important reason for not using averages for performance standards is that it does not accurately reflect the performance for the entire data set. As discussed, one extremely good or bad call can skew the entire average. While it does reflect all values, it does not really speak to the level of accomplishment in a strong manner.

Percentile

With the average measure, it is recognized that some data points are below the average and some are above the average. The same is true for a median measure which simply arranges the data set in order and finds the value in which 50 percent of the data points are below the median and the other half are above the median value. This is also called the 50th percentile.

When you deal with percentages, the actual value of the individual data does not have the same impact as it did in the average. The reason for this is that the fractile is nothing more than the

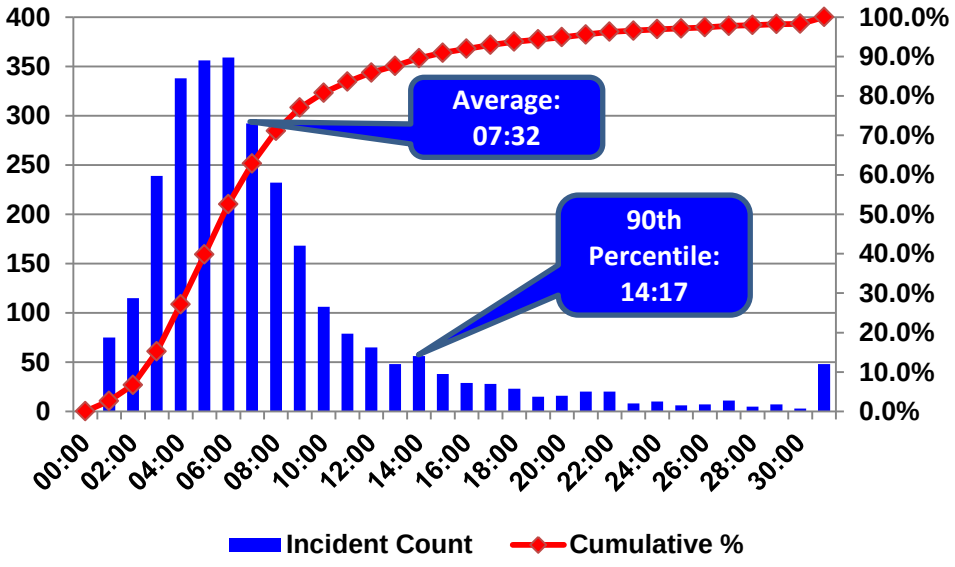
ranking of the data set. The 90th percentile means that 10 percent of the data is greater than the value stated and all other data is at or below this level.

Higher fractile measurements are normally used for performance objectives and performance measurement because they show that the large majority of the data set has achieved a particular level of performance. This can be compared to the desired performance objective to determine the degree of success in achieving the goal.

Current Response Time Performance

The data used in this section of the report was derived from data provided by the Garfield County Emergency Communications Authority (GCECA). This agency is the emergency communications provider for the four study area jurisdictions. Mutual aid requests, incidents without an arrival time, and incidents with abnormally short or extended response times (outliers) were excluded from the analysis. Figure 37 displays the overall response performance for 2010, for all three jurisdictions.

Figure 37: Study Area Response Time Frequency, 2010



The most frequently recorded response time in 2010 was in the 6 minute range. The average overall response time was 7 minutes 32 seconds. 90 percent of incidents were answered within 14 minutes 17 seconds in the study area and 81 percent of all calls for service were answered in 10 minutes or less.

The next three figures illustrate the response time frequency for each agency.

Figure 38: BMFPD Response Time Frequency, 2010

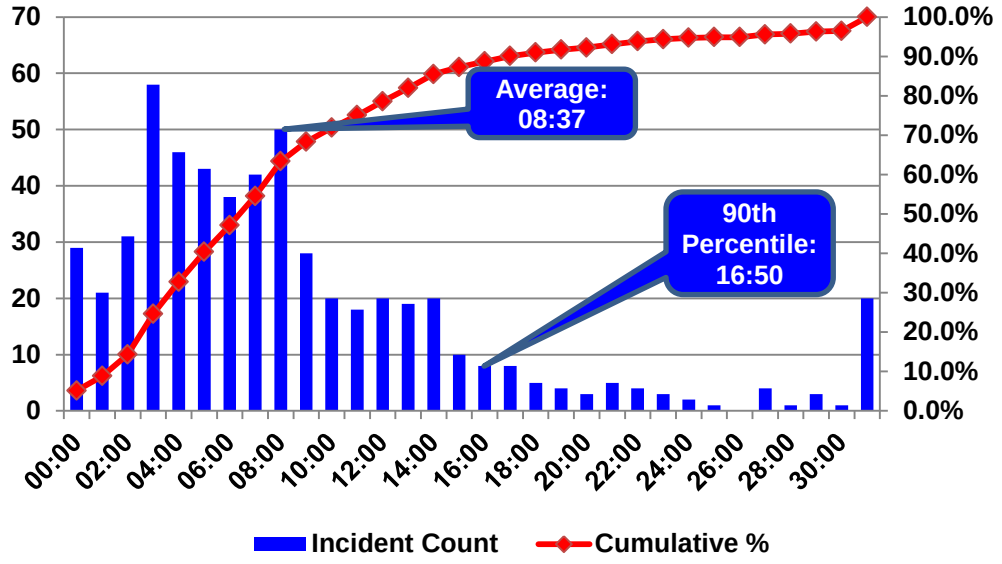


Figure 39: GSFD Response Time Frequency-2010

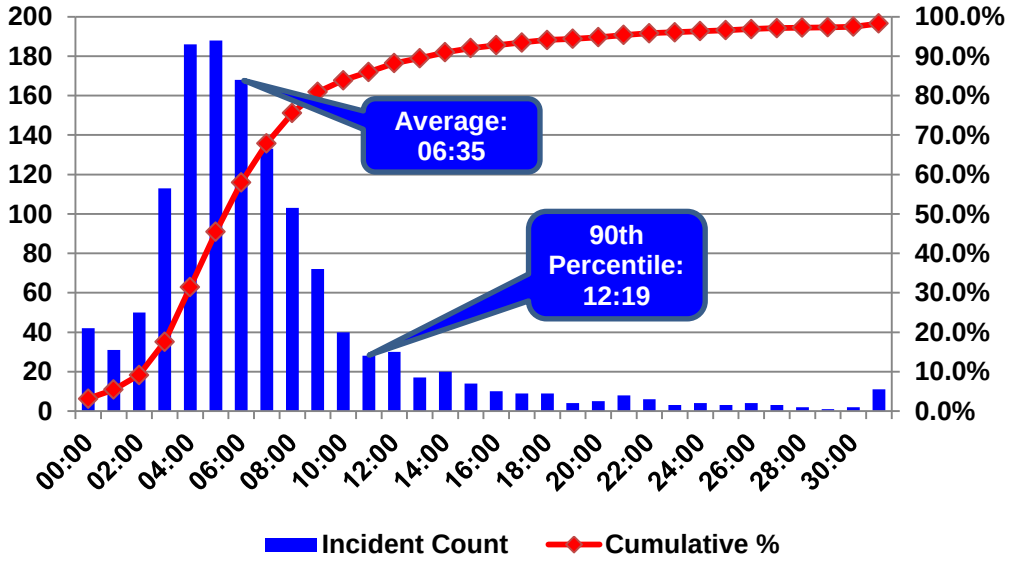


Figure 40: RFPD Response Time Frequency, 2010

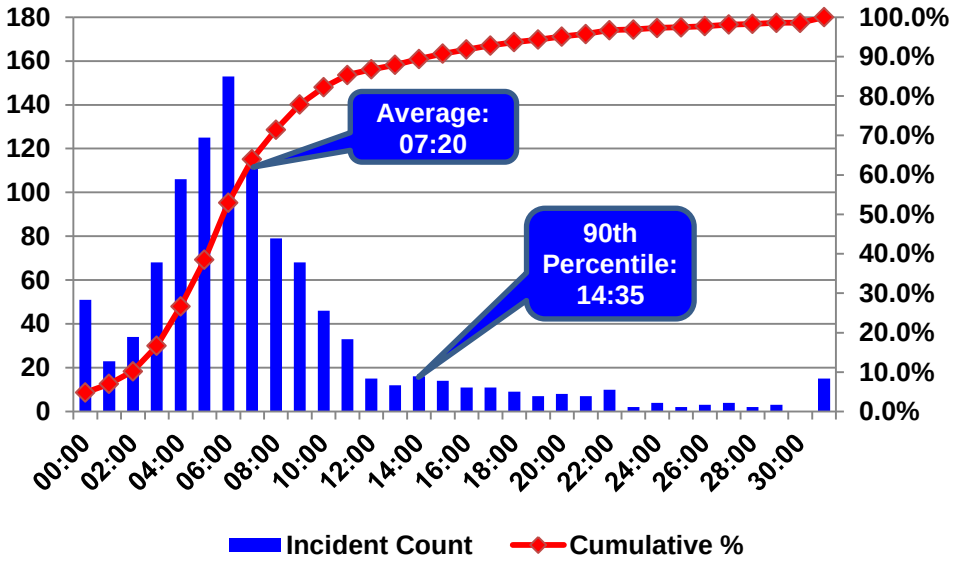
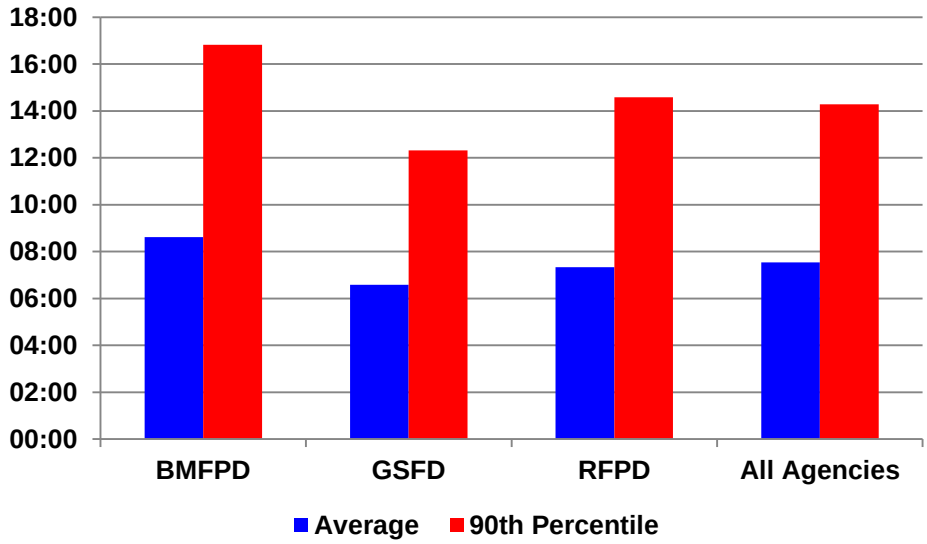


Figure 41 summarizes response time performance within the study area.

Figure 41: Study Area Response Time Performance, 2010



As illustrated above, response time performance varies between the three agencies. Staffing levels, large service areas, and limited access due to topography and other geographic features are some of the possible causes for the variations exhibited in the preceding figures. The goal of measuring response performance is to provide each agency with a snapshot of current performance; that can be utilized when developing performance standards.

Reliability Study

The workload on emergency response units can be a factor in response time performance. The busier a given unit or station is, the less available it is for the next emergency. If a response unit is unavailable, then a unit from a more distant station must respond, increasing overall response time. 2010 response data from the Garfield County Emergency Communications Authority (GCECA) is used to examine various aspects of workload for the overall study area and the individual agencies.

The table below displays the percentage of concurrent incidents within the study area as a whole and also within the individual agencies. Incident concurrency measures the amount of time multiple incidents occur simultaneously.

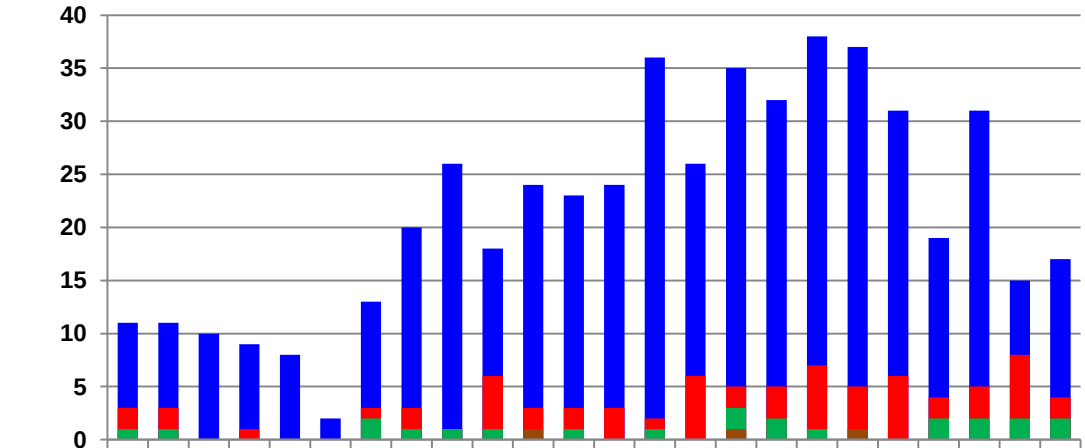
Figure 42: Concurrent Incidents, 2010

	Single Incident	2	3	4	5	6	7	8	9	10
All Agencies	56.9%	27.0%	10.1%	3.8%	1.1%	0.6%	0.3%	0.1%	0.03%	0.1%
BMFPD	82.2%	13.7%	3.7%	0.5%						
GSFD	82.0%	15.3%	2.3%	0.4%	0.1%					
RFPD	76.0%	18.8%	3.6%	1.4%	0.2%					

As depicted in Figure 42, 56.9 percent of incidents occurred as a single event in the study area, thus 43.1 percent of the time there was more than one incident occurring somewhere within the three jurisdictions. In 2010 there were two instances (0.1 percent) when 10 incidents occurred simultaneously.

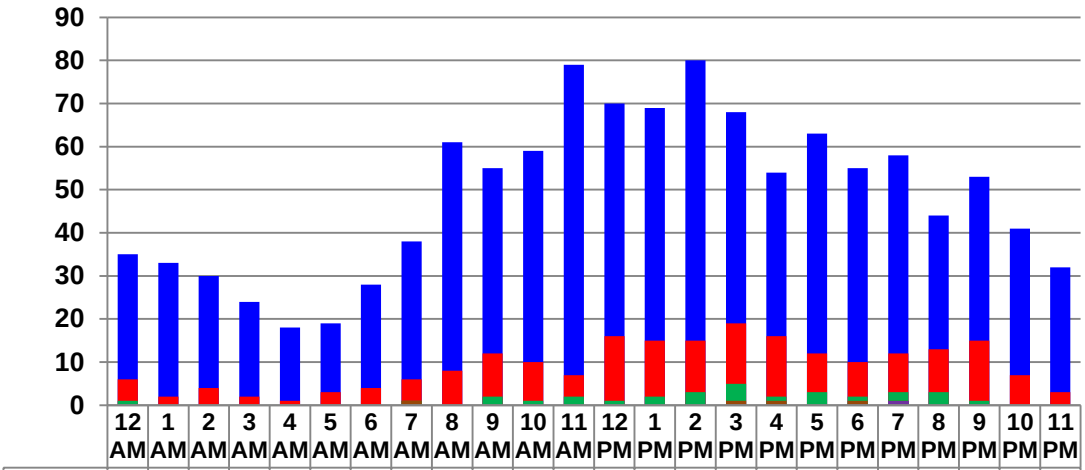
In the next series of figures ESCI displays concurrent incidents for each agency by time of day in 2010.

Figure 43: BMFPD Concurrent Incidents by Time of Day, 2010



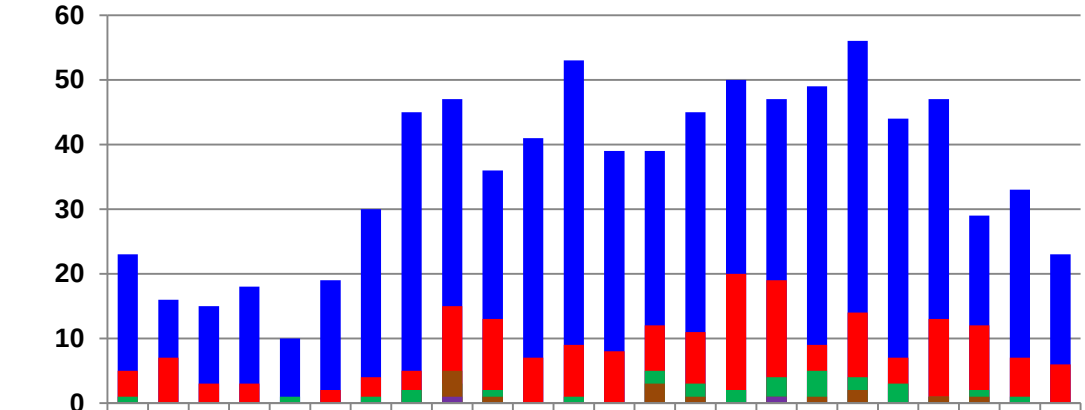
	12 AM	1 AM	2 AM	3 AM	4 AM	5 AM	6 AM	7 AM	8 AM	9 AM	10 AM	11 AM	12 PM	1 PM	2 PM	3 PM	4 PM	5 PM	6 PM	7 PM	8 PM	9 PM	10 PM	11 PM
Single	11	11	10	9	8	2	13	20	26	18	24	23	24	36	26	35	32	38	37	31	19	31	15	17
2	3	3		1			3	3	1	6	3	3	3	2	6	5	5	7	5	6	4	5	8	4
3	1	1					2	1	1	1		1		1		3	2	1			2	2	2	2
4											1					1			1					

Figure 44: GSFD Concurrent Incidents by Time of Day, 2010



	12 AM	1 AM	2 AM	3 AM	4 AM	5 AM	6 AM	7 AM	8 AM	9 AM	10 AM	11 AM	12 PM	1 PM	2 PM	3 PM	4 PM	5 PM	6 PM	7 PM	8 PM	9 PM	10 PM	11 PM
Single	35	33	30	24	18	19	28	38	61	55	59	79	70	69	80	68	54	63	55	58	44	53	41	32
2	6	2	4	2	1	3	4	6	8	12	10	7	16	15	15	19	16	12	10	12	13	15	7	3
3	1							1		2	1	2	1	2	3	5	2	3	2	3	3	1		
4								1								1	1		1	1				
5																				1				

Figure 45: RFPD Concurrent Incidents by Time of Day, 2010



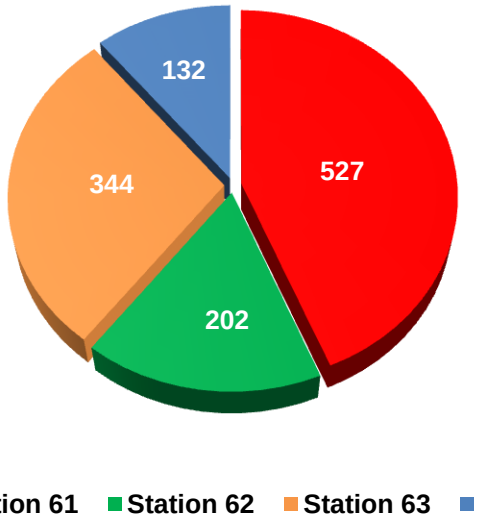
	12 AM	1 AM	2 AM	3 AM	4 AM	5 AM	6 AM	7 AM	8 AM	9 AM	10 AM	11 AM	12 PM	1 PM	2 PM	3 PM	4 PM	5 PM	6 PM	7 PM	8 PM	9 PM	10 PM	11 PM
Single	23	16	15	18	10	19	30	45	47	36	41	53	39	39	45	50	47	49	56	44	47	29	33	23
2	5	7	3	3		2	4	5	15	13	7	9	8	12	11	20	19	9	14	7	13	12	7	6
3	1				1		1	2	3	2		1		5	3	2	4	5	4	3	1	2	1	
4									5	1				3	1		1	1	2		1	1		
5									1								1							

Similar to the total incidents by time of day charts presented in the demand study, the preceding figures demonstrate that in general, the highest number of concurrent incidents (3:00 PM and 10:00 PM in BMFPD, 3:00 PM in GSFD and GSRFPD, and 4:00 PM in RFPD) occurred in the late afternoon in the study area jurisdictions.

It is important to monitor concurrent incidents because the more calls occurring at one time; the more stretched available resources become leading to extended response times from distant responding available apparatus.

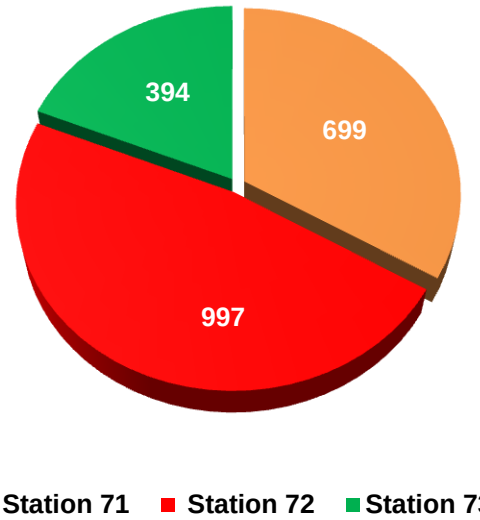
ESCI continues the reliability study by examining the number of responses by individual fire stations. The next set of figures summarizes the number of responses from each of the fire stations for BMFPD, GSFD, and RFPD in 2010. Note: total station responses exceed total annual incidents since many calls for service require more than one unit to respond.

Figure 46: BMFPD Fire Station Workload, 2010



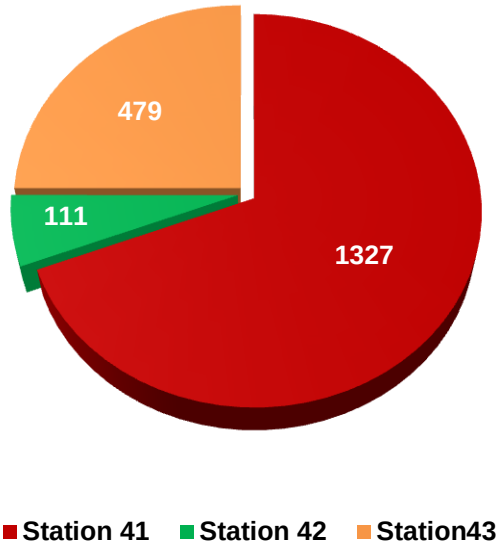
There is no data in the 2010 data set for BMFPD's newly opened Fire Station No. 64. ESCI would expect the fire station workload distribution to change significantly in 2011. In Figure 46, POV (Privately Owned Vehicle) represents a response directly to an incident scene by BMFPD volunteers.

Figure 47: GSFD Fire Station Workload, 2010



GSFD Fire Station No. 72 is involved in approximately 47.7 percent (997) of all responses in GSFD and GSRFPD.

Figure 48: RFPD Fire Station Workload, 2010



Fire Station No. 41, located in the City of Rifle, responds 69.2 percent (1,327) of the time in RFPD. This ratio may change in 2011 when a full year's of data will be available for Fire Station No. 43.

The last analysis of workload and reliability is an analysis of UHU (unit hour utilization). UHU is the measure of the amount of time individual units are committed to incident response. The charts below examine the amount of time individual apparatus are committed to incidents.

Figure 49: BMFPD UHU, 2010

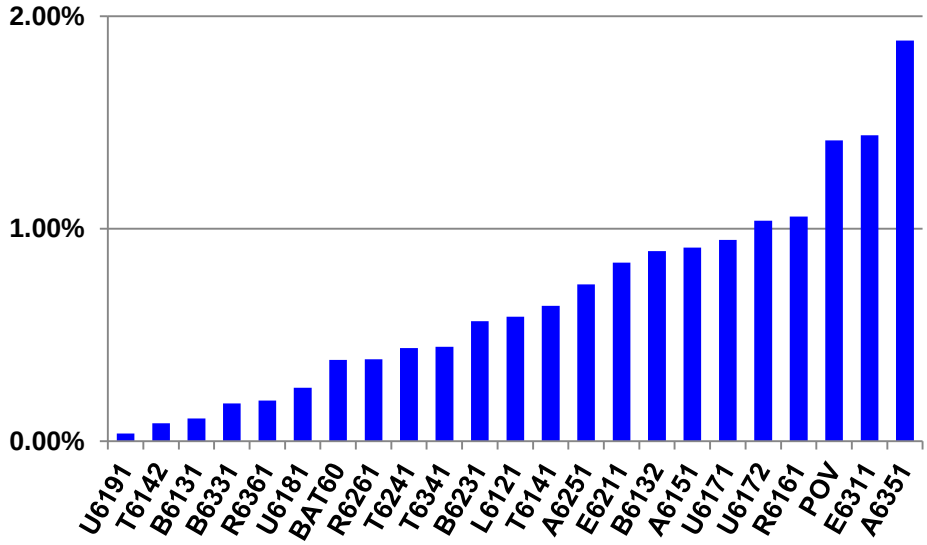


Figure 50: GSFD UHU, 2010

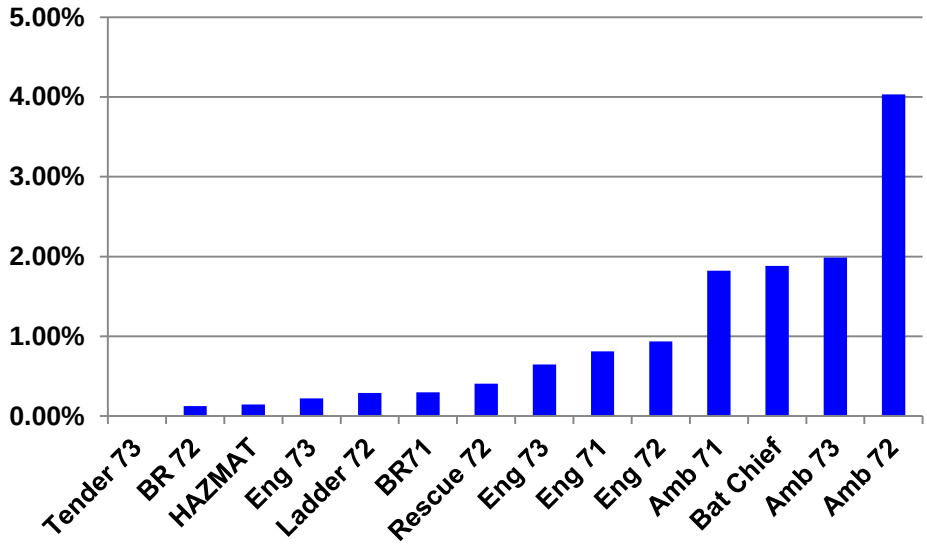
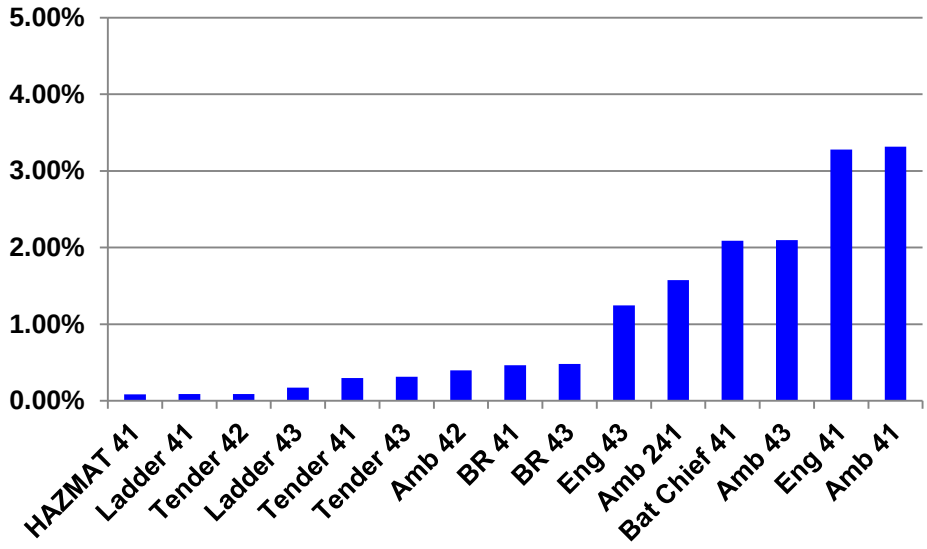


Figure 51: RFPD UHU, 2010



As expected for each agency, first out ambulances and engines had the highest UHU percentage. Specialty apparatus such as ladder trucks, tenders, or Haz-Mat units have lower rates of use due to their specialized nature. In general UHU rates above 20 percent for fire apparatus is when additional apparatus may need to be considered. Studies indicate that UHU rates above 30 percent for ambulances may be a factor in paramedic burnout rates. As seen above, none of the individual jurisdictions units are approaching these utilization rates.

Fire station reliability can be affected by all of the factors presented in this section of the report. Reliability can also be affected by factors such as:

- Out of service for mechanical reasons
- Out of service for training exercises
- Lack of staffing

Based on the analysis in this section of the report, fire station reliability for each jurisdiction should be high and would not adversely affect response performance. ESCI recommends that each agency identify first due fire station response areas, monitor apparatus and station workload, and track performance in first due areas to anticipate workload issues that could affect response time performance.

Fiscal Analysis

This section of the report will provide a comparative snapshot of historical financial results and provide a projection of what each organization will look like through 2016 assuming that the organization structure and working conditions remain unchanged.

Economic Indicators

Economic indicators specific to Colorado, Garfield County, and the local area will provide the historical basis for projecting future costs that impact the operation of each organization. Information in this section is provided to substantiate the forecast and projected increases in taxable assessed value, revenue, and expenditures. This will be accomplished by reviewing historical home retail sales information, the basis for establishing property appraised valuation, historical and projected pricing from Henry Hub to calculated the tax value for oil and gas revenue, and a ten-year historical review of CPI-U.

Taxable Assessed Value

There are two components for the calculation of Taxable Assessed Value (TAV) for the four agencies participating in this study. Burning Mountains and Rifle FPDs rely primarily on oil/gas taxes to fund the Districts. The City of Glenwood Springs' revenue is generated principally from sales tax and property tax. Glenwood Springs RFPD is entirely supported by property taxes.

Oil and Gas Valuation

Establishing the assessed value of oil and gas is completed in two parts.[34]

- Oil and gas production is assessed at 87 percent of actual value for all volumes sold less allowable deductions for gathering, processing, and transportation.
- Personal property is assessed at 29 percent of actual value

In projecting future sales prices for oil and gas, ESCI used the Henry Hub[35] natural gas pricing projections for the lower 48 states. This pricing may vary from the actual prices in Garfield County but will provide pricing trends for the next ten years.

Figure 52 (below) identifies the projected impact on assessed property value for oil and gas pricing from 2008 through 2021. The table shows the projected price and the percent of change by year:

[34] Calculation methods provide by Sean McCourt, Oil & Gas Appraiser, Garfield County
[35] www.eia.doe.gov

Figure 52: Henry Hub Oil and Gas Pricing, 2008 – 2021

Year	Price per Million Btus	Percent Change
2008	7.96	
2009	3.62	-54.58%
2010	3.98	10.00%
2011	3.99	0.31%
2012	3.98	-0.16%
2013	4.04	1.43%
2014	4.05	0.23%
2015	4.13	2.00%
2016	4.20	1.57%
2017	4.22	0.56%
2018	4.26	0.93%
2019	4.31	1.31%
2020	4.47	3.69%
2021	4.64	3.67%

The percent change shown in the above table (Figure 52) will be used to project the Oil and Gas change in TAV for 2012 through 2016 using 2011 as the base.

Property Valuation

The other component of projecting TAV growth is the valuation of property in each agencies area of responsibility. In the following figure the number of home sales and the median value by quarter from January 2005 through December 2010 for the City of Glenwood Springs is shown.

Figure 53: City of Glenwood Springs Median Value and Home Sales, 2005 – 2010

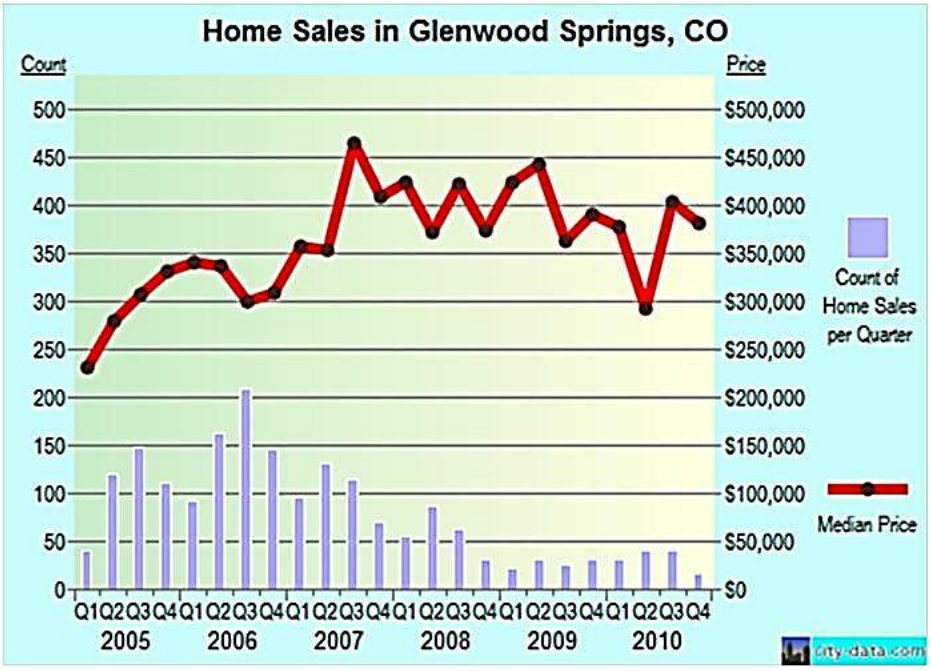


Figure 53 above shows that retail home sales range from approximately 240 to 460 homes sold each quarter. In the years 2008 to 2010, the number of homes sold is in the range of 350 to 450 per quarter. The average sales price of these homes has been in the range of $300,000 to $450,000.

Figure 54 shows the number of home sales and the median value by quarter from January 2005 through December 2010 for Rifle.

Figure 54: Median Value and Home Sales in Rifle, 2005 – 2010[36]

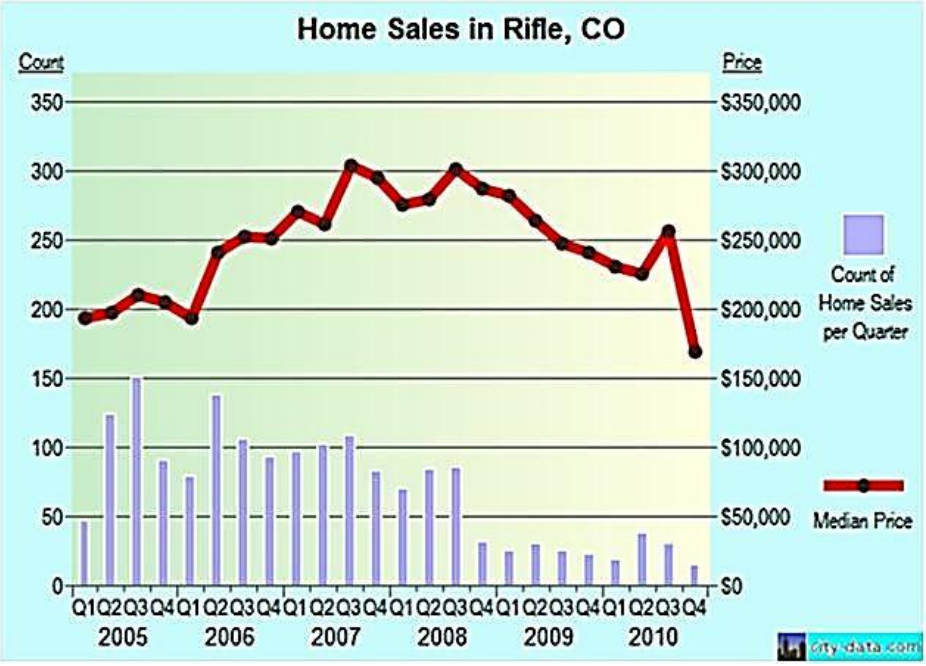


Figure 54 above shows that retail home sales range from approximately 195 to 300 homes sold each quarter with a price in the range of $160,000 to $300,000. The peak sales prices of $300,000 were in 2007 and 2008. Since 2008 the value and number of homes being sold gradually decreased through the 3rd quarter of 2010. In the 4th quarter of 2010, the number of homes and the values experienced a significant decline.

Reappraisal of property values if performed bi-annually in odd calendar years by the Garfield County Assessor's office. The reappraisal completed in 2011 resulted in a countywide projected decrease in property values by approximately 30 percent offset by new construction. In 2012, the Garfield County assessor issued a "Certification of Values" memo to each agency. The assessed property tax value for 2012 utilized the amounts provided by the County.

[36] http://www.city-data.com/city/Rifle-Colorado.html.

Forecasts from the assessor's office assume that property values will remain steady in 2012 for the 2013 budget year. The next re-appraisal will begin on June 30, 2013 for the 2014 budget year.

In the table below (Figure 55), the non-oil and gas forecast property tax assessed value for 2012 to 2016. It depicts the re-appraised reduction of TAV in 2012 from the Certification of Values memo for all agencies fiscal year 2013 and reflects a change in property status of 0.1 percent for new construction in agencies assessed area. The outward years of 2014 to 2016 show a small projected growth of 0.50 percent.

Figure 55: Residential Assessed Valuation Change, 2012 – 2016

Year	BMFPD	Glenwood Springs	GSRFPD	RFPD
2011	0.00%	0.00%	0.00%	0.00%
2012	-11.80%	-23.60%	-23.70%	-20.77%
2013	0.10%	0.10%	0.10%	0.10%
2014	0.50%	0.50%	0.50%	0.50%
2015	0.50%	0.50%	0.50%	0.50%
2016	0.50%	0.50%	0.50%	0.50%

Annual Inflation Rate

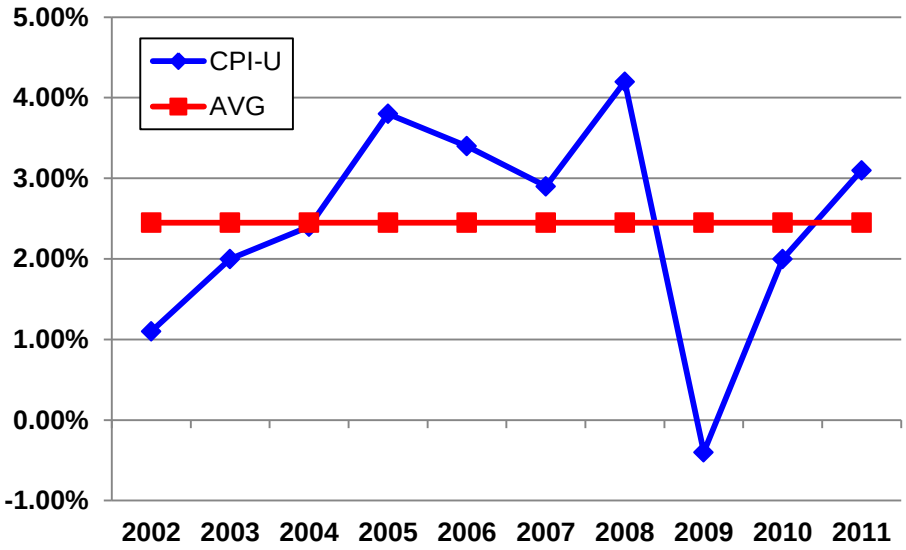
Inflation is also an important consideration when forecasting cost. For the purpose of this analysis, ESCI will use the average Consumer Price Index for all urban consumers (CPI-U) reported for the 2002 through June 30, 2011 period for the west coast class D (under 50,000 population) Statistical Area as compiled by the U.S. Department of Labor.[37] The information is displayed in both table and graphical format (below).

Figure 56: Historical and Average CPI-U Table, 2002 – 6/30/2011

Year	CPI-U	AVG
2002	1.10%	2.45%
2003	2.00%	2.45%
2004	2.40%	2.45%
2005	3.80%	2.45%
2006	3.40%	2.45%
2007	2.90%	2.45%
2008	4.20%	2.45%
2009	-0.40%	2.45%
2010	2.00%	2.45%
2011	3.10%	2.45%

[37] U.S. Department of Labor, Bureau of Labor Statistics, Consumer Price Index—All Urban Consumers, Series Id: CUURD000SA0 Not Seasonally Adjusted, Size Class D (under 50,000).

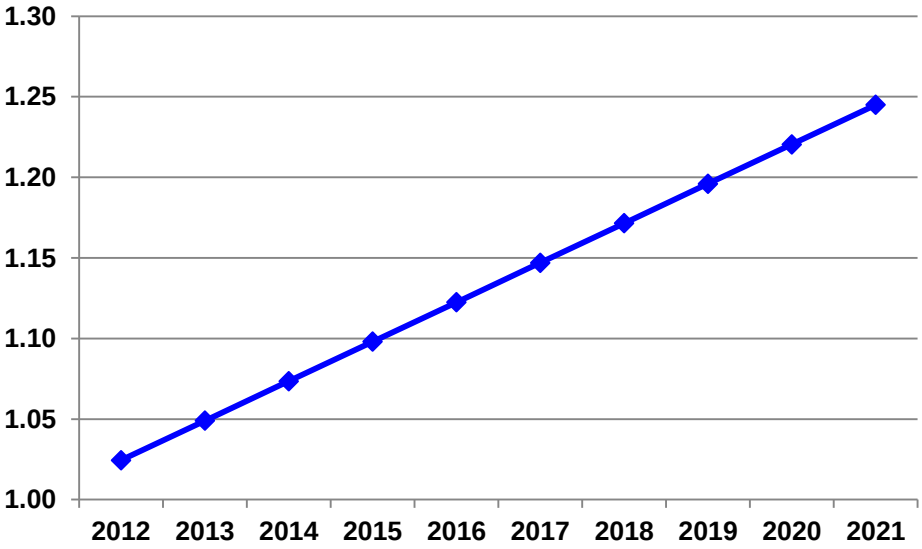
Figure 57: Historical and Average CPI-U Graphic, 2002 – 6/30/2011



A historical review of the ten-year average Consumer Price Index – Urban (CPI-U) was 2.45 percent per year. This rate is used for analytical purposes during this financial review. The use of this value is an estimate to project potential cost trends in future years. However, the actual CPI-U for a given year could be higher or lower.

Historical data was used to develop an inflation index for the years 2012 through 2021 (Figure 58). The CPI-U average increase will be applied to other revenue and expense categories of the 2011 budget to develop the forecast impact on the organization future financial stability.

Figure 58: CPI-U Forecast Budget Impact Graphic, 2012 – 2021



Expenditures in 2021 are projected to be approximately $1.25 for each of today's dollars.

Historical Financial Review of BMFPD

BMFD Historical Taxable Assessed Value (TAV)

Figure 59 below shows the historical TAV for BMFD from 2008 through 2011. The data has been segregated between oil and gas assessed value and property assessed value. It includes the change is assessed value by year and the applicable tax rate.

Figure 59: BMFD Historical TAV and Tax Rate, 2008 – 2011

Description	2008 Actual	2009 Actual	2010 Actual	2011 Budget
TAV – Oil and Gas	155,274,470	197,870,220	412,180,140	240,406,240
TAV – Property	137,311,360	145,929,710	203,365,470	198,580,310
Total TAV	**292,585,830**	**343,799,930**	**615,545,610**	**438,986,550**
Percent Oil and Gas	53.070%	57.554%	66.962%	54.764%

The average percent from 2008 to 2010 of Oil and Gas TAV as a percent of total is 59.2 percent. In the 2011 budget year the total TAV for Oil and Gas declined to 54.8 percent of total TAV. The large decline in the assessed valuation in 2011 from 2010 was reflective of the drop in natural gas prices. In future years, a significant risk exists if there is a decline in the level of Btu's produced or pricing per million Btu's. If either of these situations occurs, the resulting reduction of revenue will have a severe impact on revenue to the District.

BMFPD Historical Revenue

Figure 60 (table) provides a detailed review of revenue for BMFPD from 2008 through 2011.

Figure 60: BMFPD Historical Revenue, 2008 – 2011

Description	2008 Actual	2009 Actual	2010 Actual	2011 Budget
Property Taxes	1,784,105	2,097,011	3,701,735	2,678,695
Delinquent Taxes	(194)	(475)	1,341	100
Specific Owner Tax	159,349	120,387	130,334	50,000
Garfield County Impact Grant	0	1,018	0	0
Interest Apportionment	2,957	16,421	3,009	250
Pension State Contribution	30,929	30,929	30,929	35,000
Rental Income	904	1,885	1,085	50
Misc. Receipts	309	240	0	10
Interest Income	0	0	4,123	0
Interest Colorado Trust Fund	32,064	4,707	4,124	1,000
Loan Proceeds	0	1,000,000	4,060,958	0
Grants	0	0	104,982	105,000
Donations	2,000	0	2,247	0
EMS	20,000	0	0	100,000
Hazardous Material Response	0	0	0	100
Gain on Sale of Assets	365	0	40,000	0
Other Income	1,500	0	0	0
Total Revenue	**2,034,287**	**3,272,122**	**8,084,869**	**2,970,205**
Mill Rate	6.098	6.100	6.014	6.102

Total revenue in fiscal year the 2011 budget reflects a $1.0 million reduction in oil and gas tax revenue. It also *does not* include loan proceeds $5.1 million for the construction of a fire station and purchase of two apparatus recorded in 2009 and 2010.

BMFPD Historical Expenditures

BMFPD expenditures from 2010 to the 2011 budget have increased for non-capital expenses by 55.1 percent or $1.3 million. Included in the 2011 budget is the projected addition of six full-time firefighters with an annual cost of $304,000 and two additional administrative positions: a facilities manager and an EMS coordinator with an annual cost of $154,000. The fire fighter positions remain unfilled at this time while the administrative positions have been filled. Other cost increases are the budgeting of a contingency reserve of $400,000 and a budgeted expenditure for EMS equipment of $230,000. It should be noted that the Tax Payer Bill of Rights (TABOR) requires a three percent contingency/emergency fund. BMFPD has budgeted a contingency reserve of ten percent.

The following table (Figure 61) depicts the historical spending for BMFPD from 2008 through 2011.

Figure 61: BMFD Historical Expenditures, 2008 – 2011

Description	2008 Actual	2009 Actual	2010 Actual	2011 Budget
Salaries and Benefits	346,769	361,443	313,754	879,402
Training	48,770	58,056	48,420	100,000
Operating Expense	305,202	922,269	826,460	789,361
Emergency Reserve	1,738	3,489	(2,310)	395,229
Supplies and Expense	103,540	65,600	65,177	174,995
Repair and Maintenance	202,959	182,758	279,681	473,126
Debt	125,449	292,434	791,864	791,864
Capital	597,127	1,912,778	5,205,186	701,229
Total Expenditures	**1,731,554**	**3,798,829**	**7,528,232**	**4,305,205**

Capital costs for the fiscal years 2008 to 2011 accounted for 48.5 percent of total expenditure costs.

BMFPD Debt

BMFPD has entered into a long term debt arrangement for the purchase of capital assets.

Figure 62 below summarizes the terms of each loan:

Figure 62: BMFPD Debt Summary

Description	Loan Amount	Financial Institute	Term	Interest Rate	Origination Date	Maturity Date
Three Tenders and Three Rescues	1,017,500	Wells Fargo	10 years	4.00%	10/20/2003	10/20/2013
Two Engines and Fire Station No. 64	5,275,507	Wells Fargo	10 years	4.65%	9/18/2009	9/18/2019

The next figure (Figure 63) is the debt amortization schedule:

Figure 63: BMFPD Debt Amortization Schedule

	Three Tenders, Three Rescues			Two Engines, Fire Station			Total		
Year	Principal	Interest	Total	Principal	Interest	Total	Principal	Interest	Total
2011	111,523	13,925	125,449	442,682	223,733	666,416	554,206	237,659	791,864
2012	115,984	9,464	125,449	463,267	203,149	666,416	579,251	212,613	791,864
2013	120,624	4,825	125,449	484,809	181,607	666,416	605,433	186,432	791,864
2014	0	0	0	507,353	159,063	666,416	507,353	159,063	666,416
2015	0	0	0	530,944	135,471	666,416	530,944	135,471	666,416
2016	0	0	0	555,633	110,782	666,416	555,633	110,782	666,416
2017	0	0	0	581,470	84,945	666,416	581,470	84,945	666,416
2018	0	0	0	608,509	57,907	666,416	608,509	57,907	666,416
2019	0	0	0	636,804	29,611	666,416	636,804	29,611	666,416
Total	**348,131**	**28,214**	**376,346**	**4,811,472**	**1,186,270**	**5,997,742**	**5,159,603**	**1,214,484**	**6,374,08**

BMFPD Historical Summary of General Fund Balance

The table (Figure 64) below summarizes the historical fund activity and balance of BMFPD from 2008 through 2011.

Figure 64: BMFPD Historical Fund Balance, 2008 – 2011

Description	2008 Actual	2009 Actual	2010 Actual	2011 Budget
Beginning Balance	1,110,297	1,413,031	886,324	1,442,961
Revenue	2,034,287	3,272,122	8,084,869	2,970,205
Expenditures				
Salaries and Benefits	346,769	361,443	313,754	879,402
Training	48,770	58,056	48,420	100,000
Operating Expense	305,202	922,269	826,460	789,361
Emergency Reserve	1,738	3,489	(2,310)	395,229
Supplies and Expense	103,540	65,600	65,177	174,995
Repair and Maintenance	202,959	182,758	279,681	473,126
Debt	125,449	292,434	791,864	791,864
Capital	597,127	1,912,778	5,205,186	701,229
Total Expenditures	**1,731,554**	**3,798,829**	**7,528,232**	**4,305,205**
Ending Balance	**1,413,031**	**886,324**	**1,442,961**	**107,960**

BMFPD projected ending balance will decrease to $107,960 at the end of 2011. The ending balance will more than likely be higher than calculated as the budgeted addition of six fire fighter positions and the contingency reserve have not been expended. If this trend is continued, the ending fund balance will be approximately $800,000.

BMFPD Capital Reserve Fund

BMFPD maintains a capital reserve fund. This account historically is used as a contingency reserve for the payment of debt. The stated goal of this reserve is to maintain two years of debt payments.

Figure 65: BMFD Historical Capital Reserve Fund Balance, 2008 – 2011

Description	2008	2009	2010	2011
Beginning Balance	402,266	922,045	374,627	1,125,953
Revenue				
Transfer from General Fund	500,000	669,834	1,250,000	195,229
Interest Income	19,780	2,688	1,326	53,511
Total Revenue	519,780	672,522	1,251,326	248,740
Capital Outlay	0	1,219,940	500,000	0
Ending Balance	**922,045**	**374,627**	**1,125,953**	**1,374,694**

ESCI recommends that this reserve fund be utilized for the funding of a vehicle replacement plan. ESCI developed a vehicle replacement plan for BMFPD projecting the useful life of

vehicles and scheduling the replacement date of these vehicles based on the remaining useful life. The replacement date assumes that all vehicles will be placed in reserve status for five years prior to disposal.

Figure 66 shows a vehicle replacement plan summary for BMFPD.

Figure 66: BMFPD Vehicle Replacement Plan Summary

Vehicle No.	Purchase Date	Make	Useful Life	Years Left as of 1/1/12	Purchase Cost	Required Reserve @12/31/11	Annual Reserve Requirement
Ladder 64	10/01/06	Crimson	25	20	465,000	93,000	18,600
Rescue 61	10/01/06	Spartan	25	20	231,000	46,200	9,240
Tender 61	05/15/04	Infinity	17	10	159,196	65,551	9,364
Tender 63	05/20/04	Infinity	20	13	159,196	55,719	7,960
Tender 64	05/15/04	Infinity	17	10	159,196	65,551	9,364
Wildland 261	05/23/11	Kaiser	20	20	160,000	0	8,000
Utility 61	12/15/03	Trailblazer	10	2	16,000	12,800	1,600
Utility 64	04/04/11	Silverado	8	8	25,000	0	3,125
Unit 6191	06/01/05	Ranger	20	14	22,000	6,600	1,100
Ambulance 61	03/01/10	2006/3500	15	10	195,000	65,000	13,000
Ambulance 62	05/18/05	1997 F350	20	6	195,000	136,500	9,750
Ambulance 64	07/01/11	F450 Super Chief	25	25	207,000	0	8,280
Attack 61	05/15/04	Outland/FL-70/Weapon	20	13	150,799	52,780	7,540
Attack 63	05/15/04	Outland/FL-70/Weapon	20	13	150,799	52,780	7,540
Battalion 64	12/15/03	Silverado	10	2	20,000	16,000	2,000
Brush 61	04/18/07	F350	10	6	15,000	6,000	1,500
Brush 62	06/29/95	K4	15	1	34,800	32,480	2,320
Brush 63	06/29/95	K4	15	1	34,800	32,480	2,320
Brush 64	06/29/95	K4	15	1	34,800	32,480	2,320
Battalion 60	06/01/10	Durango	10	9	25,000	2,500	2,500
Command 60	06/01/08	Expedition	10	7	16,979	5,094	1,698
Engine 61	12/15/09	Pierce	25	23	500,000	40,000	20,000
Engine 64	12/15/09	Pierce	25	23	500,000	40,000	20,000
Parade Truck	05/01/54	HRS-Howe-GMC	0	0	0	0	0
				Total Annual Funding Requirement		**859,514**	**169,122**

Implementation of the above plan would require an initial fund balance of $859,514 and an annual accrual/budget of $169,122 adjusted for inflation each year.

BMFPD Forecast Financial Future

Using the assumptions outlined in the section Economic Indicators, projections of financial stability were created for BMFPD. Future financial forecasts use the 2011 budget as the beginning point for all calculations. Any changes made to the base data, are identified in the section under review.

BMFPD Forecast Taxable Assessed Value (TAV)

Forecast TAV for oil and gas assets is based on consistent production and infrastructure. If for whatever reason (governmental regulations, reduced supply, act of god) the basis is changed, BMFPD has a high level of exposure to declining revenue. The table (Figure 67) forecast the changes in the TAV from 2011 through 2016.

Figure 67: BMFPD Forecast TAV, 2011 – 2016

Description	2011 Budget	2012	2013	2014	2015	2016
TAV – Oil and Gas	240,406,240	383,527,100	389,663,534	395,235,722	396,105,241	404,015,462
TAV – Property	198,580,310	175,149,400	175,324,549	176,201,172	177,082,178	177,967,589
Total TAV	**438,986,550**	**558,676,500**	**564,988,083**	**571,436,894**	**573,187,419**	**581,983,051**
Percent Oil and Gas	54.764%	68.649%	68.968%	69.165%	69.106%	69.420%

Oil and Gas TAV is 68.649 percent of the total TAV in 2012.

BMFPD Forecast Revenue

Property tax revenue is calculated at $6.102 per thousand of TAV, all other revenue categories have been inflated at the ten-year average CPI-U of 2.45 percent.

Figure 68: BMFPD Revenue Forecast, 2011 – 2016

Description	2011 Budget	2012	2013	2014	2015	2016
Property Taxes	2,678,695	3,409,044	3,447,557	3,486,908	3,497,590	3,551,261
Delinquent Taxes	100	102	105	108	110	113
Specific Owner Tax	50,000	51,225	52,480	53,766	55,083	56,433
Garfield County Impact Grant	0	0	0	0	0	0
Interest Apportionment	250	256	262	269	275	282
Pension State Contribution	35,000	35,858	36,736	37,636	38,558	39,503
Rental Income	50	51	52	54	55	56
Misc. Receipts	10	10	10	11	11	11
Interest Income	0	0	0	0	0	0
Interest Colorado Trust Fund	1,000	1,025	1,050	1,075	1,102	1,129
Loan Proceeds	0	0	0	0	0	0
Grants	105,000	107,573	110,208	112,908	115,674	118,508
Donations	0	0	0	0	0	0
EMS	100,000	102,450	104,960	107,532	110,166	112,865
Hazardous Material Response	100	102	105	108	110	113
Total Revenue	**2,970,205**	**3,707,696**	**3,753,526**	**3,800,373**	**3,818,735**	**3,880,274**
Mill Rate	6.102	6.102	6.102	6.102	6.102	6.102

BMFPD Forecast Expenditures

Salary and wages expense categories were increased by 3.00 percent; all other expense categories were inflated at the ten-year average CPI of 2.45 percent except for debt. Debt payment was forecast using the current amortizations/payment schedule. The following modifications have been made to the 2011 budget data:

- The contingency/emergency reserve was reduced to the three percent required level by TABOR.
- EMS equipment was dropped from the $230,305 budgeted in 2011 to $30,000 in 2012.
- Computer equipment was reduced from the $42,000 budgeted in 2011 to $15,000 in 2012.
- The annual accrual rate required by the vehicle replacement plan was included for 2012 through 2016.
- No adjustment was made to capital for building and grounds of $200,000 per year. This item will need to be reviewed to verify the amount for future years.

Figure 69: BMFPD Expenditure Forecast, 2011 – 2016

Description	2011 Budget	2012	2013	2014	2015	2016
Salaries and Benefits	879,402	905,784	932,958	960,946	989,775	1,019,468
Training	100,000	102,450	104,960	107,532	110,166	112,865
Operating Expense	789,361	808,700	828,513	848,812	869,607	890,913
Emergency Reserve	395,229	104,265	106,387	104,802	107,038	109,334
Supplies and Expense	174,995	179,282	183,675	188,175	192,785	197,508
Repair and Maintenance	473,126	250,741	256,884	263,178	269,626	276,232
Debt	791,864	791,864	791,864	666,416	666,416	666,416
Capital	701,229	409,925	419,866	429,950	440,179	450,963
Total Expenditures	**4,305,205**	**3,552,208**	**3,624,282**	**3,568,958**	**3,644,710**	**3,722,796**

BMFPD Forecast Summary Fund Balance

Figure 70 combines the beginning fund balance with the forecasted revenues and expenditures to provide a snapshot of what the fund balance would be in the years 2012 through 2016.

Figure 70: BMFPD Forecast Fund Balance, 2011 – 2016

Description	2011 Budget	2012	2013	2014	2015	2016
Beginning Balance	1,442,961	1,007,960	1,163,448	1,292,693	1,524,108	1,698,132
Revenue	2,970,205	3,707,696	3,753,526	3,800,373	3,818,735	3,880,274
Expenditures						
Salaries & Benefits	879,402	905,784	932,958	960,946	989,775	1,019,468
Training	100,000	102,450	104,960	107,532	110,166	112,865
Operating Expense	789,361	808,700	828,513	848,812	869,607	890,913
Emergency Reserve	395,229	103,462	105,562	103,950	106,157	108,431
Supplies & Expense	174,995	179,282	183,675	188,175	192,785	197,508
Repair & Maintenance	473,126	250,741	256,884	263,178	269,626	276,232
Debt	791,864	791,864	791,864	666,416	666,416	666,416
Capital	701,229	409,925	419,866	429,950	440,179	450,963
Projected Under Spending Budget	(900,000)	0	0	0	0	0
Total Expenditures	3,405,205	3,552,208	3,624,282	3,568,958	3,644,710	3,722,796
Ending Balance	**1,007,960**	**1,163,448**	**1,292,693**	**1,524,108**	**1,698,132**	**1,855,610**

BMFPD forecast that the 2011 budget will not be spent as budgeted leaving excess fund to be carried over to 2012 of $900,000.

Historical Financial Review of GSFD

GSFD operates as a department of the City of Glenwood Springs. Because of this operational design, the fire department's revenue stream is directly from the city's general fund and not property tax based which is a different funding mechanism that the fire districts included in this study.

The City of Glenwood Springs has two primary funding sources 1) sales tax and 2) property taxes. Sales tax is charged and collected at a rate of 8.60 percent. Of this amount, the City retains 3.70 percent of the revenue for operations. Figure 71 below details the components of the sales tax collected:

Figure 71: Glenwood Springs Sales Tax Components

Sales Tax	Rate
State of Colorado	2.90%
Garfield County	1.00%
Rural Transit Authority	1.00%
Glenwood Springs	3.70%
Total Tax	**8.60%**

The other major component of revenue is property taxes. The City has an approved mill rate of 2.603 per thousand of TAV. Unlike the other agencies in this study, Glenwood Springs does not receive oil and gas revenue.

In addition to the general fund approved mill rate of 2.603 per thousand of assessed property value, the City also has approved mill rates for payment of a general obligation bond and for capital expenditures. The maximum approved levy rate for obligation bonds is 3.126 mills; budgeted in 2011 at 1.067 mills. A maximum approved levy rate for capital expenditures is 1.700 mills; budgeted in 2011 at 0.671.

GSFD Historical Taxable Assessed Value (TAV)

Figure 72 below shows the historical TAV for the City of Glenwood Springs for 2008 through 2011. It includes the percentage of change in assessed value by year.

Figure 72: City of Glenwood Springs Historical TAV and Tax Rate, 2008 – 2011

Description	2008 Actual	2009 Actual	2010 Actual	2011 Budget
TAV – Property	223,627,830	223,244,055	276,565,100	279,553,070
Percent Change		-0.172%	23.885%	1.080%

GSFD Historical Revenue

In Figure 73 (table) a detailed historical review of revenue is for the GSFD from 2009 through 2011.

Figure 73: GSFD Historical Revenue, 2009 – 2011

Description	2009 Actual	2010 Actual	2011 Budget
Ambulance Fees	469,809	570,787	600,000
Rural Fire District IGA	445,283	592,485	538,866
G/O Bonds Mill Rate	294,459	292,329	289,818
Grants	12,993	2,400	0
Medicare/Medicaid Adjustment	0	(152,567)	0
Fire fees/Permits	10,400	7,700	9,000
Reimbursements	0	0	0
Interest	357	1,163	800
Miscellaneous Income	1,150	4,876	100
Donations	0	0	50
Bad Debt Recovery	8,579	12,765	10,000
City Transfer in	2,122,909	1,888,333	1,741,604
Total Revenue	**3,365,939**	**3,220,271**	**3,190,238**
Effective Mill Rate	9.509	6.828	6.230

Total revenue for GSFD declined 5.57 percent from 2009 to the revenue budget for 2011. The above mill rate shown is an effective property tax rate if the city transfer was entirely property tax based. Showing the information in mill rate format will allow for easy comparison to the other agencies in this study that are property tax based.

Included in the revenue is the charge for providing fire protection services to Glenwood Springs Rural Fire Protection District (GSRFPD). The revenue received from GSRFPD is calculated annually and paid from the District to the City to offset cost for providing the service. The calculation method has two parts based on the fire and EMS budget less GSFD projected revenue:

1. Element one of the calculation to total the TAV for both areas and develop a percentage of the total for GSRFPD. This amount for the 2011 budget was 24.418 percent.
2. The second element is the percent of total calls for service that were in GSRFPD. This number for the 2011 budget was 22.498 percent.

The two percentage factors described above are averaged (23.458 percent) with the sum being multiplied against the fire department net operating expenses to arrive at the revenue participation for GSRFPD.

GSFD Historical Expenditures

GSFD functioning as a department of the City relies on other municipal departments to provide services. Items such as, human resources, finance, and purchasing are handled through other departments. The City charges the fire department for these “in-kind” services with an interfund cost of service charge. Included in the 2011 budget is $151,305 for these expenses.

The following table (Figure 74) depicts the historical spending for GSFD from 2009 through 2011.

Figure 74: GSFD Historical Expenditures, 2009 – 2011

Description	2009 Actual	2010 Actual	2011 Budget
Salaries	1,724,454	1,743,855	1,693,369
Benefits	538,000	574,571	593,236
Current Expenses	421,356	512,767	545,117
Interfund Cost of Service	155,911	155,875	151,305
Debt	294,483	292,343	289,818
Capital	0	0	0
Total Expenditures	**3,134,204**	**3,279,411**	**3,272,845**

GSFD Debt

Glenwood Springs issued GO (general obligation) bonds in 2001 on behalf of GSFD for $3,695,000. Payment of the GO bonds is through a separate mill rate levy against property values. The internal recording of the revenue and debt expense for these obligations has been charged to the finance department. For the purpose of this analysis both revenue and expense have been charged against the GSFD.

In the next table (Figure 75) the debt amortization schedule for GSFD is shown:

Figure 75: GSFD Debt Amortization Schedule

Year	Principal	Interest	Total
2011	180,000	109,668	289,668
2012	190,000	101,748	291,748
2013	200,000	93,198	293,198
2014	210,000	84,098	294,098
2015	220,000	74,333	294,333
2016	230,000	63,883	293,883
2017	240,000	52,268	292,268
2018	250,000	40,148	290,148
2019	265,000	27,523	292,523
2020	280,000	14,140	294,140
Total	**2,265,000**	**661,003**	**2,926,003**

Current debt obligations are retired in 2020.

GSFD Historical Summary of General Fund Balance

Figure 76 below summarizes the historical GSFD fund activity from 2009 through 2011.

Figure 76: GSFD Historical Fund Balance, 2009 – 2011

Description	2009 Actual	2010 Actual	2011 Budget
Revenue	3,365,939	3,220,271	3,190,238
Expenditures			
Salaries	1,724,454	1,743,855	1,693,369
Benefits	538,000	574,571	593,236
Current Expenses	421,356	512,767	545,117
Interfund Cost of Service	155,911	155,875	151,305
Debt	294,483	292,343	289,818
Capital	0	0	0
Total Expenditures	3,134,204	3,279,411	3,272,845
Revenue over Expense	**231,735**	**(59,141)**	**(82,607)**

GSFD Capital Reserve Fund

GSFD and GSRFPD maintain a joint capital fund for the monies associated with the purchase of capital assets. The primary revenue for the fund is property taxes. Each organization has established a maximum approved mill rate of 1.700 per thousand of assessed property value that is collected annually and deposited in the capital fund. In 2011, the mill rate was set at 0.671 GSFD and 0.670 for GSRFPD. The 2011 fund activity is shown below.

Figure 77: GSFD and GSRFPD Capital Reserve Fund Balance 2011

Description	2011
Beginning Fund Balance	776,845
Revenue	
GSFD Mill Levy	187,380
GSRFPD Mill Levy	62,620
Interest	2,000
Impact Fees	3,000
Other	0
Total Revenue	255,000
Expenditures	
Brush Truck Replacement	350,000
Small Tools	20,000
Fire Hose	10,000
Vehicle Replacement Schedule	0
Total Expenditures	380,000
Ending Fund Balance	**651,845**

ESCI recommends that this reserve fund be utilized for the funding of a vehicle replacement plan. ESCI developed a vehicle replacement plan for GSFD projecting the useful life of vehicles and scheduling the replacement date of these vehicles based on the remaining useful life. The replacement date assumes that all vehicles will be placed in reserve status for five years prior to disposal.

Figure 78 shows a vehicle replacement plan summary for GSFD.

Figure 78: GSFD Vehicle Replacement Plan Summary

Vehicle No.	Purchase Date	Make	Useful Life	Years left as of 1/1/12	Purchase Cost	Reserve required @ 12/31/11	Annual Reserve Requirement
Brush 71	2006	S&S	15	10	145,000	48,333	9,667
Engine 71	2008	Pierce Dash	25	22	385,000	46,200	15,400
Tender 71	2003	International	20	13	337,150	118,003	16,858
Ambulance 71	2009	Braun	15	13	199,000	26,533	13,267
Engine 72	2002	Pierce Dash	25	16	385,000	138,600	15,400
Ladder 72	1991	Pierce Arrow	30	11	970,000	614,333	32,333
Brush 72	2002	Ford F-350	15	6	30,000	18,000	2,000
Ambulance 72	2009	Braun	15	13	199,000	26,533	13,267
Engine 273	1996	Pierce 4800	25	10	350,000	210,000	14,000
Tender 73	2003	Pierce	20	12	337,150	134,860	16,858
Engine 73	2002	Pierce Dash	25	16	385,000	138,600	15,400
Ambulance 73	2007	Ford	15	11	199,000	53,067	13,267
ER Truck	2008	GMC Sierra	15	12	28,500	5,700	1,900
ER Truck	2008	GMC Sierra	15	12	28,500	5,700	1,900
4x4 Pickup	2005	Chevrolet	15	9	25,000	10,000	1,667
Haz-Mat Trailer	2003	US Cargo	20	12	15,000	6,000	750
				Total Annual Funding Requirement		**1,600,463**	**183,932**

Implementation of the above plan would require a fund balance of $1,600,153 and an annual accrual/budget of $183,932 adjusted for inflation each year. The adoption and funding of the vehicle replacement plan would require an annual contribution of $948,308 to bring up the balance to the required level based on vehicle remaining life.

GSFD Forecast Financial Future

Using the assumptions outlined in the section Economic Indicators, projections of financial stability were created for GSFD. Future financial forecasts use the 2011 budget as the beginning point for all calculations. Any changes made to the base data, are identified in the section under review.

GSFD Forecast Taxable Assessed Value (TAV)

The table (Figure 79) forecast the changes in the TAV for the City from 2011 through 2016.

Figure 79: City of Glenwood Springs TAV Forecast, 2011 – 2016

Description	2011 Budget	2012	2013	2014	2015	2016
TAV – Property	279,553,070	213,578,545	213,792,124	214,861,085	215,935,390	217,015,067

A reduction in TAV shown in 2012 will reduce the amount of property tax revenue-using the 2011 mill rate-by $132,345 and a total five year reduction of $647,102. With the reduction in TAV combined with soft economic conditions which results in lower sales tax revenue, the City Council may be required to make difficult decisions on how revenue is best allocated to City departments. Between 2010 and 2011 (City) budget, sales tax revenue is projected to decrease 8.2 percent or approximately $517,000.

GSFD Forecast Revenue

The table below indicates that the City transfer amount will increase 20.1 percent in 2016 from the current 2011 fiscal year budget. This equates to an increase transfer of $349,304 to fund the fire department.

Figure 80: GSFD Revenue Forecast, 2011 – 2016

Description	2011 Budget	2012	2013	2014	2015	2016
Ambulance Fees	600,000	614,700	629,760	645,189	660,996	677,191
Rural Fire District IGA	538,866	574,537	591,671	609,317	627,490	646,205
G/O Bonds Mill Rate	289,818	291,748	293,198	294,098	294,333	293,883
Fire fees/Permits	9,000	9,221	9,446	9,678	9,915	10,158
Interest	800	820	840	860	881	903
Miscellaneous Income	100	102	105	108	110	113
Donations	50	51	52	54	55	56
Bad Debt Recovery	10,000	10,245	10,496	10,753	11,017	11,287
City Transfer in	1,741,604	1,859,013	1,914,454	1,971,550	2,030,351	2,090,908
Total Revenue	**3,190,238**	**3,360,435**	**3,450,022**	**3,541,606**	**3,635,148**	**3,730,703**
Effective Mill Rate	6.230	8.704	8.955	9.176	9.403	9.635

The mill rate shown on the last line of the table is what the effective rate would be if the fire department was entirely funded by property taxes.

GSFD Forecast Expenditures

Salary and wages expense categories were increased by 3.00 percent; all other expense categories were inflated at the ten-year average CPI of 2.45 percent except for debt. Debt payment was forecast using the current amortization/payment schedule.

Figure 81: GSFD Expenditure Forecast, 2011 – 2016

Description	2011 Budget	2012	2013	2014	2015	2016
Salaries	1,693,369	1,744,170	1,796,495	1,850,390	1,905,902	1,963,079
Benefits	593,236	611,034	629,365	648,245	667,693	687,724
Current Expenses	545,117	558,472	572,155	586,173	600,534	615,247
Interfund Cost of Service	151,305	155,012	158,810	162,701	166,687	170,771
Debt	289,818	291,748	293,198	294,098	294,333	293,883
Capital	0	0	0	0	0	0
Total Expenditures	**3,272,845**	**3,360,435**	**3,450,022**	**3,541,606**	**3,635,148**	**3,730,703**

Forecast expenditures do not include the vehicle replacement plan value for the years 2012 to 2016.

GSFD Forecast Summary Fund Balance

Figure 82 (below) summarizes the forecast GSFD fund from 2011 through 2016.

Figure 82: GSFD Forecast Fund Balance, 2011 – 2016

Description	2011 Budget	2012	2013	2014	2015	2016
Revenue	3,190,238	3,360,435	3,450,022	3,541,606	3,635,148	3,730,703
Expenditures						
Salaries	1,693,369	1,744,170	1,796,495	1,850,390	1,905,902	1,963,079
Benefits	593,236	611,034	629,365	648,245	667,693	687,724
Current Expenses	545,117	558,472	572,155	586,173	600,534	615,247
Interfund Cost of Service	151,305	155,012	158,810	162,701	166,687	170,771
Debt	289,818	291,748	293,198	294,098	294,333	293,883
Capital	0	0	0	0	0	0
Total Expenditures	3,272,845	3,360,435	3,450,022	3,541,606	3,635,148	3,730,703
Revenue over Expense	**(82,607)**	**0**	**0**	**0**	**0**	**0**

The City interfund transfer was forced to balance the fund through 2016.

Historical Financial Review of GSRFPD

GSRFPD contracts fire and EMS protection from the City of Glenwood Springs. Revenue for the district is primarily property tax driven with an approved maximum mill rate levy of 6.339 per thousand dollars of assessed property value.

GSRFPD Historical Taxable Assessed Value (TAV)

Figure 83 below shows the historical TAV for the GSRFPD from 2008 through 2011. It includes the percentage change of TAV by year.

Figure 83: GSRFPD Historical TAV and Tax Rate, 2008 – 2011

Description	2008 Actual	2009 Actual	2010 Actual	2011 Budget
TAV	65,714,960	67,881,605	91,093,651	93,231,470
Percent Change		3.30%	34.19%	2.35%

GSRFPD Historical Revenue

Figure 84 (table) provides a detailed review of revenue for GSRFPD from 2009 through 2011.

Figure 84: GSRFPD Historical Revenue, 2009 – 2011

Description	2009 Actual	2010 Actual	2011 Budget
General Property Taxes	376,221	568,805	587,864
Capital Improvement Taxes	58,176	60,994	62,620
Specific Ownership Taxes	26,849	22,199	33,000
Interest	2,601	2,843	1,200
Miscellaneous Revenue	78	13	100
Volunteer Fire - Revenues	2,323	250	500
Total Revenues	**466,248**	**655,104**	**685,284**
Mill Rate Property	5.542	6.244	6.305

Total revenue for GSRFPD increased 47 percent between 2009 and budgeted revenue for 2011.

GSRFPD Historical Expenditures

The following table (Figure 85) depicts the historical spending for GSRFPD from 2009 through 2011.

Figure 85: GSRFPD Historical Expenditures, 2009 – 2011

Description	2009 Actual	2010 Actual	2011 Budget
Volunteer Fire – Operating Expenditures	5,821	2,657	15,000
Volunteer Fire – Capital Outlay Expenditure	0	0	0
County Treasurer's Fees	8,738	12,670	13,200
Director Fees	1,500	2,050	3,000
Audit Fees	1,955	2,015	2,015
Liability Insurance	1,031	586	1,500
Dues	0	725	500
Professional Services	0	0	2,000
Other	0	0	1,000
Fire and EMS Fund	445,283	592,485	538,866
Equipment Replacement Fund	58,192	61,095	62,620
Total Expenditures	**522,520**	**674,283**	**639,701**

GSRFPD Debt

GSRFPD issued GO bonds in 2001 for $1,130,000. Payment of the GO bonds is through a separate mill rate levy against property values.

Figure 86 is the debt amortization schedule for the GO bonds:

Figure 86: GSRFPD Debt Amortization Schedule

Year	Principal	Interest	Total
2011	50,000	33,385	83,385
2012	60,000	31,135	91,135
2013	60,000	28,435	88,435
2014	65,000	25,675	90,675
2015	65,000	22,620	87,620
2016	70,000	19,500	89,500
2017	75,000	16,000	91,000
2018	80,000	12,250	92,250
2019	80,000	8,250	88,250
2020	85,000	4,250	89,250
Total	**690,000**	**201,500**	**891,500**

GSRFPD Historical Summary of General Fund Balance

Figure 87 (below) summarizes the historical GSRFPD fund activity from 2009 through 2011.

Figure 87: GSRFPD Historical Fund Balance, 2009 – 2011

Description	2009 Actual	2010 Actual	2011 Budget
Beginning Fund Balance	98,218	41,946	22,767
Revenue	466,248	655,104	685,284
Expenditures	522,520	674,283	639,701
Ending Fund Balance	**41,946**	**22,767**	**68,350**

GSRFPD Capital Reserve Fund

GSRFPD and GSFD maintain a joint capital fund for the monies associated with the purchase of capital assets. The primary revenue for the fund is property taxes. Each organization has established a maximum approved mill rate of 1.700 per thousand of assessed property value that is collected annually and deposited in the capital fund. In 2011, the mill rate was set at 0.671 GSFD and 0.670 for GSRFPD. The 2011 fund activity is shown in the following table.

Figure 88: GSFD and GSRFPD Capital Reserve Fund Balance 2011

Description	2011
Beginning Fund Balance	776,845
Revenue	
GSFD Mill Levy	187,380
GSRFPD Mill Levy	62,620
Interest	2,000
Impact Fees	3,000
Other	0
Total Revenue	255,000
Expenditures	
Brush Truck Replacement	350,000
Small Tools	20,000
Fire Hose	10,000
Vehicle Replacement Schedule	0
Total Expenditures	380,000
Ending Fund Balance	**651,845**

ESCI recommends that this reserve fund be utilized for funding of a vehicle replacement plan. ESCI developed a vehicle replacement plan for GSFD projecting the useful life of vehicles and scheduling the replacement date of these vehicles based on the remaining useful life. The replacement date assumes that all vehicles will be placed in reserve status for five years prior to disposal.[38]

GSRFPD Forecast Financial Future

Using the assumptions outlined in the section Economic Indicators, projections of financial stability were created for GSRFPD. Future financial forecasts use the 2011 budget as the beginning point for all calculations. Any changes made to the base data, are identified in the section under review.

GSRFPD Forecast Taxable Assessed Value (TAV)

Figure 89 is a forecast of TAV for the District from 2011 through 2016. The TAV adjustments were identified Economic Indicators section report.

Figure 89: GSRFPD TAV Forecast, 2011 – 2016

Description	2011 Budget	2012	2013	2014	2015	2016
TAV	93,231,470	71,135,612	71,206,747	71,562,781	71,920,595	72,280,198

The forecast reduction in the TAV for 2012 by 23.7 percent will reduce the amount of property tax revenue collected by the District.

[38] See Figure 78: GSFD Vehicle Replacement Plan Summary.

GSRFPD Forecast Revenue

A reduction in TAV for 2012 impacts property tax revenue by approximately $136,935 (Figure 90).

Figure 90: GSRFPD Revenue Forecast, 2011 – 2016

Description	2011 Budget	2012	2013	2014	2015	2016
General Property Taxes	587,864	450,929	451,380	453,636	455,905	458,184
Capital Improvement Taxes	62,620	62,620	62,620	62,620	62,620	62,620
Specific Ownership Taxes	33,000	33,809	34,637	35,485	36,355	37,245
Interest	1,200	1,229	1,260	1,290	1,322	1,354
Miscellaneous Revenue	100	102	105	108	110	113
Volunteer Fire – Revenues	500	512	525	538	551	564
Total Revenues	**685,284**	**549,201**	**550,526**	**553,677**	**556,862**	**560,081**
Mill Rate Property	6.305	6.339	6.339	6.339	6.339	6.339
Mill Rate – Vehicle Replacement	0.670	0.880	0.879	0.875	0.871	0.866

GSRFPD Forecast Expenditures

All expense categories were inflated at the ten-year average CPI of 2.45 percent except for debt and the fire and EMS fund which is the calculated payment for service from GSFD. Debt payment was forecast using the current amortizations/payment schedule.

Figure 91: GSRFPD Expenditure Forecast, 2011 – 2016

Description	2011 Budget	2012	2013	2014	2015	2016
Volunteer Fire – Operating **Expenditures**	15,000	15,368	15,368	15,368	15,368	15,368
Volunteer Fire – Capital Outlay Expenditure	0	0	0	0	0	0
County Treasurer's Fees	13,200	9,019	9,028	9,073	9,118	9,164
Director Fees	3,000	3,074	3,074	3,074	3,074	3,074
Audit Fees	2,015	2,064	2,064	2,064	2,064	2,064
Liability Insurance	1,500	1,537	1,537	1,537	1,537	1,537
Dues	500	512	512	512	512	512
Professional Services	2,000	2,049	2,049	2,049	2,049	2,049
Other	1,000	1,025	1,025	1,025	1,025	1,025
Fire and EMS Fund	538,86	574,537	591,671	609,317	627,490	646,205
Equipment Replacement Fund	62,620	62,620	62,620	62,620	62,620	62,620
Total Expenditures	**639,701**	**671,803**	**688,946**	**706,637**	**724,856**	**743,616**

GSRFPD Forecast Summary Fund Balance

Figure 92 below summarizes the forecast GSRFPD fund activity from 2011 through 2016.

Figure 92: GSRFPD Forecast Fund Balance, 2011 – 2016

Description	2011 Budget	2012	2013	2014	2015	2016
Beginning Fund Balance	22,767	68,350	(54,252)	(192,673)	(345,633)	(513,626)
Revenue	685,284	549,201	550,526	553,677	556,862	560,081
Expenditures	639,701	671,803	688,946	706,637	724,856	743,616
Ending Fund Balance	**68,350**	**(54,252)**	**(192,673)**	**(345,633)**	**(513,626)**	**(697,161)**

A forecast 23.7 percent decline in assessed property values will create a significant drop in property tax revenue. With this projected decline in revenue, the District is forecast to be operating at a deficit cash flow through 2016.

Historical Financial Review of RFPD

RFPD Historical Taxable Assessed Value (TAV)

Figure 93 below shows the historical TAV for RFPD for 2008 through 2011. The data has been segregated between oil and gas and property TAV. It includes the change in TAV by year and the applicable tax rate.

Figure 93: RFPD Historical TAV and Tax Rate, 2008 – 2011

Description	2008 Actual	2009 Actual	2010 Actual	2011 Budget
TAV – Oil and Gas	667,024,350	679,679,380	1,065,193,270	458,327,850
TAV – Property	142,123,990	152,417,500	218,276,100	219,781,820
Total TAV	**809,148,340**	**832,096,880**	**1,283,469,370**	**678,109,670**
Percent Oil and Gas	82.44%	81.68%	82.99%	67.59%

The average percent of total TAV from oil and gas from 2008 through 2010 was 82.37 percent. In the 2011 budget year the TAV for oil and gas declined to 67.59 percent of total TAV. The large decline in the TAV in 2011 from 2010 was due to the drop in natural gas prices. In future years, a significant risk exists if there is a decline in the level of Btu's produced or the pricing per million Btu's. If either of these situations occurs, the resulting reduction of revenue could have a severe impact on District revenue.

RFPD Historical Revenue

Figure 94 (table) provides a detailed review of revenue for RFPD from 2008 through 2011.

Figure 94: RFPD Historical Revenue, 2008 – 2011

Description	2008 Actual	2009 Actual	2010 Actual	2011 Budget
Property Tax	5,079,889	4,969,756	7,498,119	4,061,198
Specific Ownership Tax	469,303	296,507	259,876	300,000
ColoTrust Interest Income	3,064	41,488	12,746	46,000
GF Interest	184,596	89,070	99,598	2,500
Ambulance	132,401	136,763	107,896	150,000
Training	6,697	8,278	11,202	5,000
BMFPD IGA	0	0	0	900,000
Airport/Interagency	1,368	1,584	1,692	10,000
Grants	221,267	7,763	40,251	0
Miscellaneous	0	50,423	29,293	0
Other	0	0	1,451	0
Meeting Room Rent	4,015	4,182	1,395	2,000
Total Revenue	**6,102,599**	**5,605,813**	**8,063,519**	**5,476,698**
Mill Rate	6.278	5.973	5.842	5.989

Total revenue in the 2011 budget reflects the $3.4 million reduction in oil and gas tax revenue. A $900,000 line item for inter-governmental agreement is with Burning Mountains to provide ALS EMS and ambulance transport service out of Fire Station No. 64.

RFPD Historical Expenditures

RFPD expenditures from 2010 to the 2011 budget have increased for non-capital expenses by 27.4 percent or $1.1 million. Included in the 2011 budget is the projected addition of six full-time firefighters and a human resources manager with a salary and benefit package budgeted at $1.0 million.

Figure 95 depicts the historical spending for RFPD from 2008 through 2011.

Figure 95: RFPD Historical Expenditures, 2008 – 2011

Description	2008 Actual	2009 Actual	2010 Actual	2011 Budget
Salaries	1,504,267	1,867,699	2,228,137	2,836,300
Benefits and Taxes	430,750	517,415	651,571	1,033,625
Training	146,352	122,353	105,524	115,850
Operating Expense	280,578	311,006	445,862	350,974
Supply and Expense	180,961	186,247	166,073	159,000
Repair and Maintenance	120,540	153,655	206,696	156,000
TABOR Emergency Fund	1,626	13,560	0	237,308
Interagency Cost	17,581	28,010	28,173	30,000
Debt	0	135,389	135,389	135,389
Capital	3,419,290	2,387,515	3,448,334	456,111
Total Expenditures	**6,101,944**	**5,722,849**	**7,415,760**	**5,510,557**

Capital costs for the years 2008 through 2011 account for 39.2 percent of total expenditure costs.

RFPD Debt

RFPD has entered into a long-term debt arrangement for the purchase of capital assets. Figure 96 summarizes the terms of the loan:

Figure 96: RFPD Debt Summary

Description	Loan Amount	Financial Institute	Term	Interest Rate	Origination Date	Maturity Date
Crimson Platform	805,039	Wells Fargo	7 years	4.10%	4/9/2007	4/9/2014

The next figure is the debt amortization schedule for the loan:

Figure 97: RFPD Debt Amortization Schedule

Year	Principal	Interest	Total
2011	115,287	20,102	135,389
2012	120,014	15,375	135,389
2013	124,925	10,455	135,379
2014	130,057	5,332	135,389
Total	**490,282**	**51,264**	**541,547**

RFPD Historical Summary of General Fund Balance

The table (Figure 98) below summarizes the historical fund activity and balance for RFPD from 2008 through 2011.

Figure 98: RFPD Historical Fund Balance, 2008 – 2011

Description	2008 Actual	2009 Actual	2010 Actual	2011 Budget
Beginning Fund Balance	7,118,168	7,118,823	7,001,787	7,649,547
Revenue	6,102,599	5,605,813	8,063,519	5,476,698
Expenditures				
Salaries	1,504,267	1,867,699	2,228,137	2,836,300
Benefits and Taxes	430,750	517,415	651,571	1,033,625
Training	146,352	122,353	105,524	115,850
Operating Expense	280,578	311,006	445,862	350,974
Supply and Expense	180,961	186,247	166,073	159,000
Repair and Maintenance	120,540	153,655	206,696	156,000
TABOR Emergency Fund	1,626	13,560	0	237,308
Interagency Cost	17,581	28,010	28,173	30,000
Debt	0	135,389	135,389	135,389
Capital	3,419,290	2,387,515	3,448,334	456,111
Ending Fund Balance	6,101,944	5,722,849	7,415,760	5,510,557
Ending Fund Balance	**7,118,823**	**7,001,787**	**7,649,547**	**7,615,688**

The 2011 ending fund balance for RFPD is forecast to remain consistent with 2010.

RFPD Capital Reserve Fund

Financial reporting for the general fund ending balance is partly reserved for capital expenditures. ESCI recommends that RFPD implement a vehicle replacement plan and encumber the appropriate amount to open the fund and make annual contributions to fund future purchases. ESCI has developed a vehicle replacement plan for RFPD projecting the useful life of vehicles and scheduling the replacement date based on the remaining useful life. The replacement date assumes that all vehicles will be placed in reserve status for five-years prior to disposal.

Figure 99 below summarizes the vehicle replacement plan for RFPD.

Figure 99: RFPD Vehicle Replacement Plan Summary

Vehicle No.	Purchase Date	Make	Useful Life	Years left as of 1/1/12	Purchase Cost	Reserve Required @ 12/31/11	Annual Reserve Required
Engine 41	2010	Pierce Velocity	25	23	511,850	40,948	20,474
Ladder 41	1990	Pierce Arrow	30	9	875,000	612,500	29,167
Engine 42	1996	Pierce Quantum	25	10	260,000	156,000	10,400
Brush 241	1999	Ford F-350	15	3	80,000	64,000	5,333
Ambulance 41	2000	Ford/McCoy Miller	15	4	83,000	60,867	5,533
Ambulance 42	2000	Ford/McCoy Miller	15	4	83,000	60,867	5,533
Utility 41	2001	Ford Expedition	10	1	25,000	22,500	2,500
Tender 43	2003	Pierce	20	12	160,000	64,000	8,000
Wildland 41	2002	Cache Trailer	25	16	13,200	4,752	528
Ambulance 43	2005	Ford/Medtec	15	9	95,000	38,000	6,333
Air 43	2006	Eagle	20	14	80,000	24,000	4,000
Rescue 41	2007	Ford F550	15	11	45,850	12,227	3,057
Hazmat 41	2007	Nomad Trailer	20	16	326,100	65,220	16,305
ATV 41	2007	Polaris Ranger	10	6	16,200	6,480	1,620
Tender 41	2007	Pierce	20	16	214,500	42,900	10,725
Utility 241	2007	Ford	10	6	30,000	12,000	3,000
Brush 41	2007	Ford F-350	15	11	125,000	33,333	8,333
Ladder 43	2007	Spartan	30	26	875,000	116,667	29,167
Utility 43	2008	Ford	10	7	30,000	9,000	3,000
Brush 43	2008	Sterling/S&S	15	12	145,000	29,000	9,667
Brush 341	1995	Ford 350	20	4	30,000	24,000	1,500
Battalion 41	2010	Ford	10	9	32,920	3,292	3,292
Chief 41	2010	Ford	10	9	32,928	3,293	3,293
Engine 43	2010	Pierce Velocity	25	24	511,850	20,474	20,474
Chief 40	2010	Ford F150	10	9	35,550	3,555	3,555
Utility 341	2010	Ford F150	10	9	35,550	3,555	3,555
Ambulance 44	2011	Ford	15	15	32,920	0	2,195
				Total Annual Funding Requirement		**1,533,429**	**220,539**

RFPD has adequate reserves encumbered for vehicle replacement.

RFPD Forecast Financial Future

Using the assumptions outlined in the section Economic Indicators, projections of financial stability were created for RFPD. Future financial forecasts use the 2011 budget as the beginning point for all calculations. Any changes made to the base data, are identified in the section under review.

RFPD Forecast Taxable Assessed Value (TAV)

Forecast TAV for oil and gas assets is based on consistent production and infrastructure. If for whatever reason (governmental regulations, reduced supply, act of god) the basis is changed, RFPD has a high level of exposure to declining revenue. The table (Figure 100) forecast the changes in the TAV from 2011 through 2016.

Figure 100: RFPD TAV Forecast, 2011 – 2016

Description	2011 Budget	2012	2013	2014	2015	2016
TAV – Oil and Gas	458,327,850	589,586,890	599,020,280	607,586,270	608,922,960	621,083,152
TAV – Property	219,781,820	174,135,340	174,309,475	175,181,023	176,056,928	176,937,212
Total TAV	**678,109,670**	**763,722,230**	**773,329,756**	**782,767,293**	**784,979,888**	**798,020,364**
Percent Oil and Gas	67.59%	77.20%	77.46%	77.62%	77.57%	77.83%

RFPD Forecast Revenue

Property tax revenue is calculated at $5.989 per thousand of the TAV all other revenue categories have been inflated at the ten-year average CPI-U of 2.45 percent.

Figure 101: RFPD Revenue Forecast, 2011 – 2016

Description	2011 Budget	2012	2013	2014	2015	2016
Property Tax	4,061,198	4,573,932	4,631,472	4,687,993	4,701,245	4,779,344
Specific Ownership Tax	300,000	307,350	314,880	322,595	330,498	338,595
ColoTrust Interest Income	46,000	47,127	48,282	49,465	50,676	51,918
GF Interest	2,500	2,561	2,624	2,688	2,754	2,822
Ambulance	150,000	153,675	157,440	161,297	165,249	169,298
Training	5,000	5,123	5,248	5,377	5,508	5,643
BMFPD IGA	900,000	922,050	944,640	967,784	991,495	1,015,786
Airport/Interagency	10,000	10,245	10,496	10,753	11,017	11,287
Grants	0	0	0	0	0	0
Miscellaneous	0	0	0	0	0	0
Other	0	0	0	0	0	0
Meeting Room Rent	2,000	2,049	2,099	2,151	2,203	2,257
Total Revenues	**5,476,698**	**6,024,112**	**6,117,181**	**6,210,102**	**6,260,645**	**6,376,950**
Mill Rate	5.989	5.989	5.989	5.989	5.989	5.989

RFPD Forecast Expenditures

Salary and wages expense categories were increased by 3.00 percent; all other expense categories were inflated at the ten-year average CPI of 2.45 percent except for debt. Debt payment was forecast using the current amortizations/payment schedule. The following modifications have been made to the 2011 budget data:

- The contingency/emergency reserve was reduced to the three percent required level by TABOR.
- Fire equipment was dropped from the $350,000 budgeted in 2011 to $50,000 in 2012.
- Vehicle replacement plan annual amount was included for transfer to the Capital reserve Fund.

Figure 102 forecasts expenditures for RFPD from 2001 through 2016.

Figure 102: RFPD Expenditure Forecast, 2011 – 2016

Description	2011 Budget	2012	2013	2014	2015	2016
Salaries	2,836,300	2,921,389	3,009,031	3,099,302	3,192,281	3,288,049
Benefits and Taxes	1,033,625	1,064,634	1,096,573	1,129,470	1,163,354	1,198,255
Training	115,850	118,688	121,596	124,575	127,627	130,754
Operating Expense	350,974	359,573	368,382	377,408	386,654	396,127
Supply and Expense	159,000	162,896	166,886	170,975	175,164	179,456
Repair and Maintenance	156,000	159,822	163,738	167,749	171,859	176,070
TABOR Emergency Fund	237,308	159,454	163,919	168,512	169,178	174,041
Interagency Cost	30,000	30,735	31,488	32,259	33,050	33,860
Debt	135,389	135,389	135,389	135,389	0	0
Capital	456,111	363,537	372,443	381,568	390,917	400,494
Total Expenditures	**5,510,557**	**5,476,162**	**5,629,492**	**5,787,257**	**5,810,133**	**5,977,156**

RFPD Forecast Summary Fund Balance

Figure 103 combines the beginning fund balance with forecast revenues and expenditures to provide a snapshot of what the fund balance would be in 2012 through 2016.

Figure 103: RFPD Forecast Fund Balance, 2011 – 2016

Description	2011 Budget	2012	2013	2014	2015	2016
Beginning Fund Balance	7,649,547	7,615,688	8,163,638	8,651,327	9,074,172	9,524,684
Revenue	5,476,698	6,024,112	6,117,181	6,210,102	6,260,645	6,376,950
Expenditures						
Salaries	2,836,300	2,921,389	3,009,031	3,099,302	3,192,281	3,288,049
Benefits & Taxes	1,033,625	1,064,634	1,096,573	1,129,470	1,163,354	1,198,255
Training	115,850	118,688	121,596	124,575	127,627	130,754
Operating Expense	350,974	359,573	368,382	377,408	386,654	396,127
Supply & Expense	159,000	162,896	166,886	170,975	175,164	179,456
Repair & Maintenance	156,000	159,822	163,738	167,749	171,859	176,070
TABOR Emergency Fund	237,308	159,500	163,966	168,561	169,227	174,092
Interagency Cost	30,000	30,735	31,488	32,259	33,050	33,860
Debt	135,389	135,389	135,389	135,389	0	0
Capital	456,111	363,537	372,443	381,568	390,917	400,494
Total Expenditures	5,510,557	5,476,162	5,629,492	5,787,257	5,810,133	5,977,156
Ending Fund Balance	**7,615,688**	**8,163,638**	**8,651,327**	**9,074,172**	**9,524,684**	**9,924,478**

The financial fund summary of RFPD shows an increasing ending fund balance through 2016. This is primarily caused by increases in the value of gas and oil TAV. Increases are offset to a degree by a soft housing market, slow growth, and inflation.