



Cooperative Services Decision Analysis

City of Golden

COLORADO

May 2023

Table of Contents

ACKNOWLEDGEMENTS	3
SECTION I – Introduction.....	4
Background	4
Project Scope.....	4
Current Golden Fire Department Profile	6
SECTION II – Non Standalone Model Implementation Options.....	14
Authority Model	14
Annexation/Inclusion Model	19
Intergovernmental Agreements	21
SECTION III – Future Opportunities Including Relationships with Neighbor Jurisdictions	23
Standalone – Golden Fire Department	27
Authority – Arvada Fire Protection District	47
Authority – West Metro Fire Protection District	61
Options Summary.....	76
Appendices.....	87
Appendix ‘A’ - Table of Figures	87
Appendix ‘B’ - Colorado State Statutes.....	89
Appendix ‘C’ - Cost Allocation Narrative.....	97
Appendix ‘D’ – Implementation Steps	104
Appendix ‘E’ – Out of Jurisdiction Incident Management	136

ACKNOWLEDGEMENTS

ESCI wishes to thank the Golden City Council and staff for their invaluable support and time in completing this project.

Laura Weinberg

Mayor

JJ Trout

Mayor Pro Tem

District 1

Casey Brown

Councilor

District 2

Robert Reed

Councilor

Ward 1

Paul Haseman

Councilor

Ward 2

Don Cameron

Councilor

Ward 3

Bill Fisher

Councilor

Ward 4

Scott Vargo

City Manager

Kasey Beal

Fire Chief

...and the rest of the members of Golden Fire Department who selflessly serve their citizens and visitors with compassion and professionalism.

SECTION I – Introduction

Background

In 2021, a cooperative services analysis was performed for the City of Golden, the Fairmount Fire Protection District, and the Pleasant View Metropolitan District who were considering the options for greater collaboration between the organizations. The intent of the analysis overall effort was to evaluate the future options for sustainable and cost-effective fire and EMS services amongst all three organizations. The 2021 AP Triton, LLC study provided an analysis of cooperative service options available to the three entities but did not evaluate the financial impacts or other potential options open to the city of Golden. The initial study evaluated the options centered on the relationships between the three entities.

Project Scope

The City of Golden hired Emergency Services Consulting International to provide a complementing analysis to the 2021 study that includes additional options of remaining as an independent entity and evaluating potential relationships between Golden and either the Arvada Fire Protection District or the West Metro Fire Protection District.

The ESCI study includes the following five items:

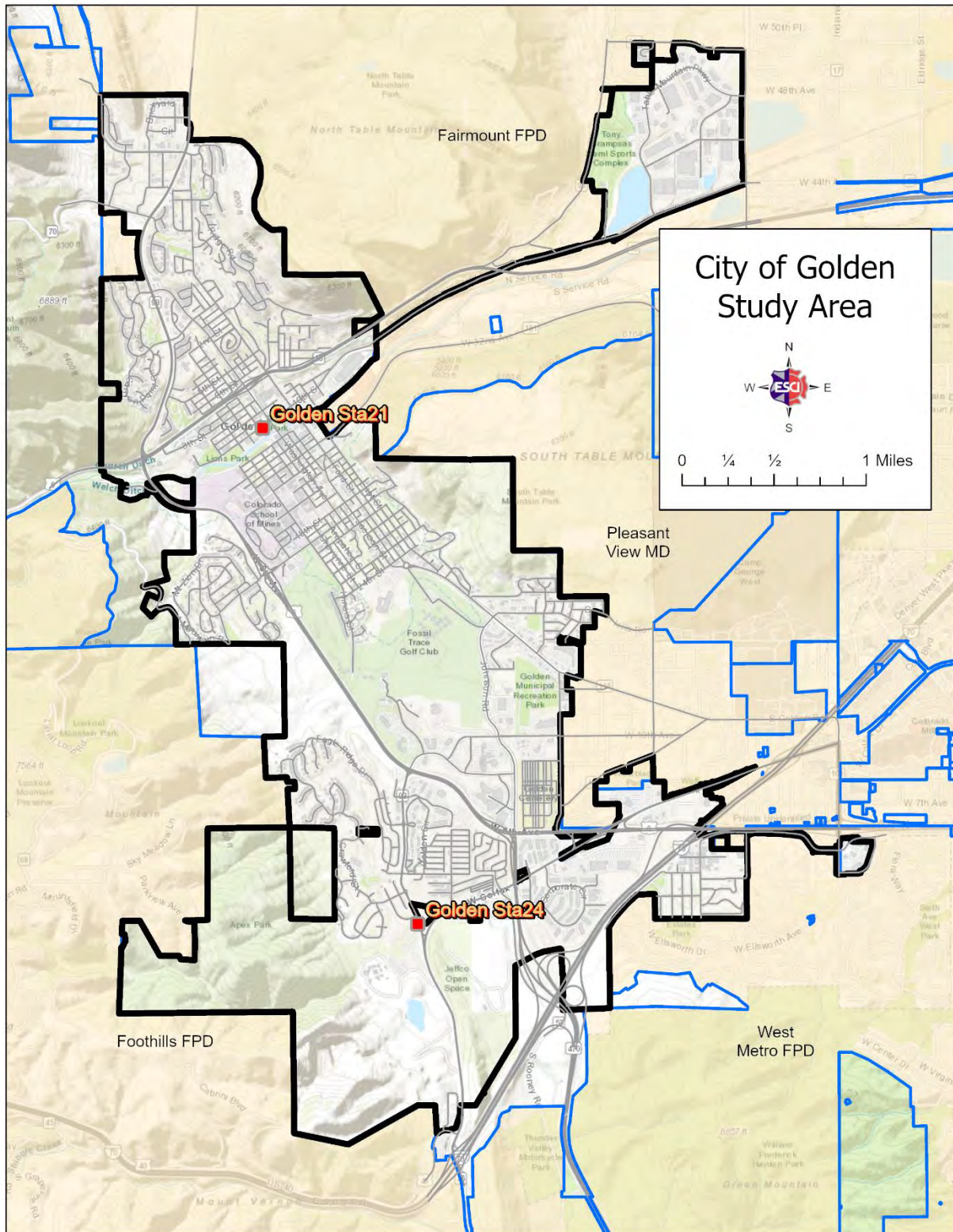
- 1) Descriptions of potential relationship types along with proposed implementation models
- 2) Financial analysis of the Golden FD remaining as a standalone fire department.
- 3) Financial analysis of relationships with the West Metro and Arvada Fire Protection Districts
- 4) Proposed implementation models
- 5) Decision Analysis Matrix to assist with option evaluation

The financial analysis of the original three options will utilize financial data both from the previous report and relevant updated data as well as from potential partner organizations as needed and are willing/able to provide.

Within the option for an authority model, a proposed implementation plan will include suggestions for specific steps to be taken and suggested man-hours to be allocated for the completion of the project steps. In addition, guidance on cost allocation options will be provided as well as the methodology of how to determine appropriate budgetary contributions by member organizations.

This report is intended to complement the earlier study inasmuch depth in some report areas is limited to avoid unnecessary duplication from that study.

Figure 1: Project Study Area



Current Golden Fire Department Profile

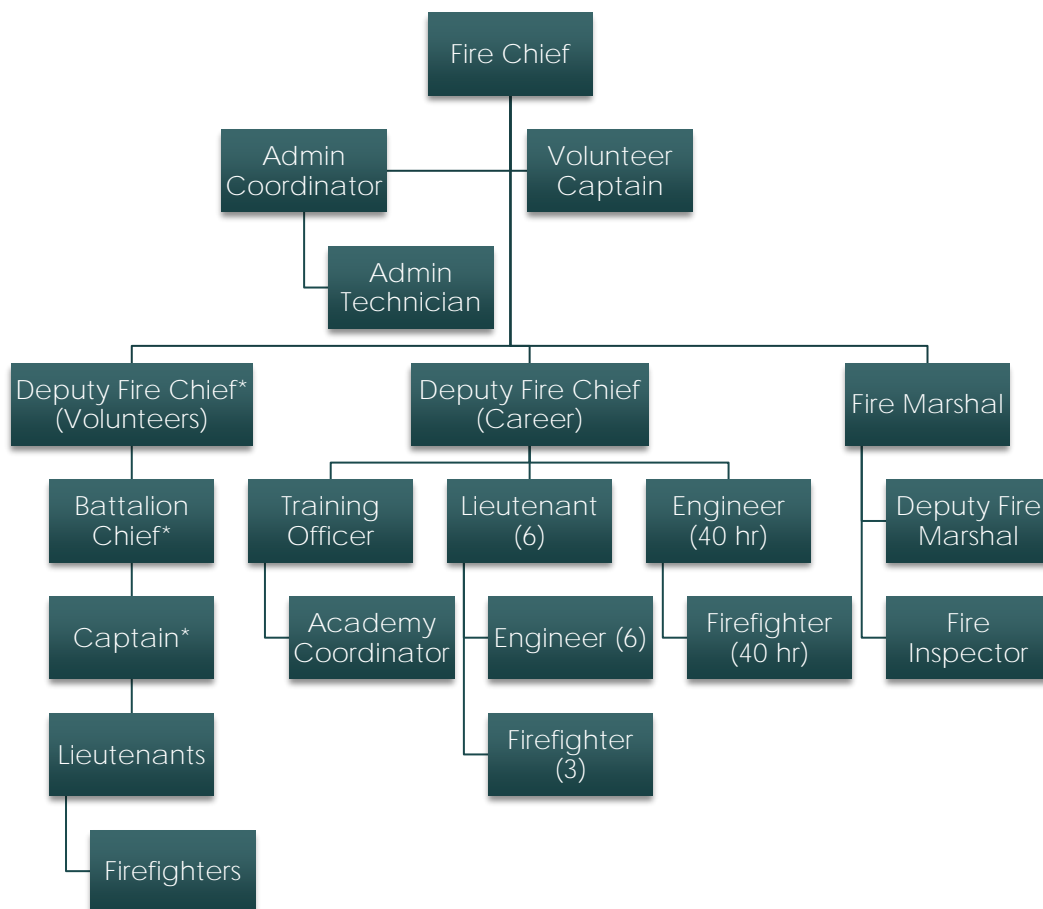
Governance

The Golden FD is one of eleven departments/divisions of the City of Golden and led by the fire chief, an appointee of the city manager. An elected city council makes up the governing body of the city and is responsible for the city's organizational structure as well as numerous boards and commissions.

Organizational Structure

The Golden FD is led by the fire chief who oversees three divisions composed of administration, career operations, and volunteer operations staffs. (The volunteer staff are actually compensated based on either a stipend or an hourly rate when they report for duties.)

Figure 2: Golden FD Organization Chart



* - Elected Positions

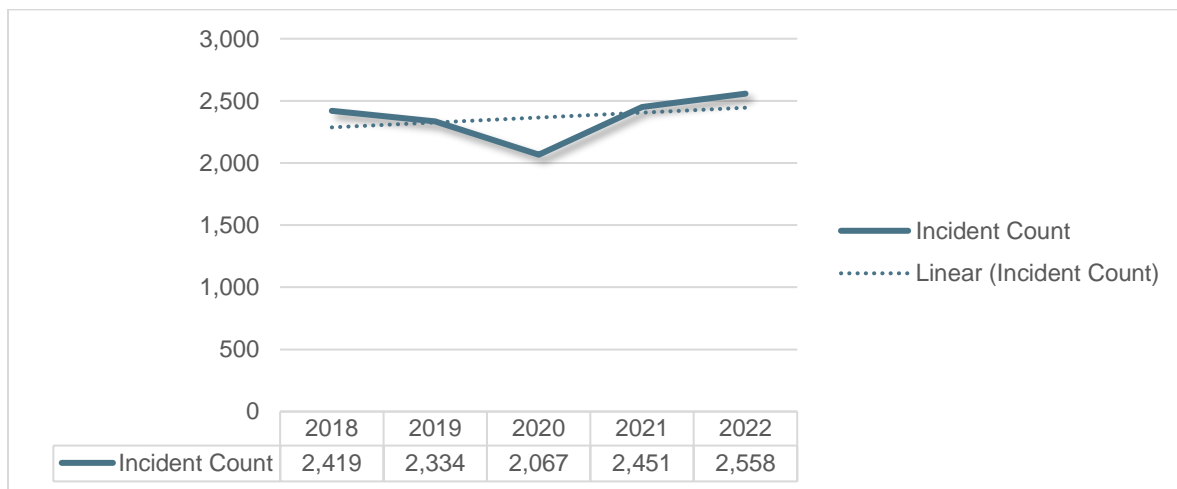
Four additional firefighting positions were approved by the city council in June 2022 to assist in staffing Station 24. Subsequently, the city council approved seven additional positions with starting funding coming from the acceptance of a 3-year SAFER grant beginning in January of 2023. In addition, following the 2023 SAFER grant award the city council reduced its June approval from four positions to three. This authorized ten new positions total. (The city also received a 2019 SAFER grant that was used to fund three firefighter positions.)

Operations

The fire department has four stations. Two of them (21 and 24) are used for response and two (22 and 23) are used for storage. (For the purposes of this report, Stations 22 and 23 will not be factors in any assessments.) Station 21 is the main station in the center of town and is staffed daily with a minimum of three firefighters and routinely supplemented with volunteer firefighters. In addition, as needed or called, volunteer staff will respond out of Station 24. The Fairmount FPD Battalion Chief is the first responding incident commander on incidents within the city of Golden. The department provides first responder EMS services with transport capabilities provided by a third-party EMS provider.

The following graphic details call volumes between 2018 and 2022 with a small trending increase over the five year period.

Figure 3: 2018-2022 Incident Count



The following graphic is an update to the department's performance times for 2022. These times are not reflective of the 2023 SAFER positions and planned GFD staffing plan.

Figure 4: 2022 Emergency Response Performance (90th Percentile)¹

	<u>Time</u>	<u>NFPA 1720 Standard</u>
Received to Dispatch	3:38 mins	1:00 min
Dispatch to Enroute	2:02 mins	1:00 min (EMS), 1:30 mins (Fire)
Enroute to Arrival	10:07 mins	4:00 mins
Dispatch to Arrival (Response Time)	12:43 mins	5:00 min (EMS), 6:30 mins (Fire)

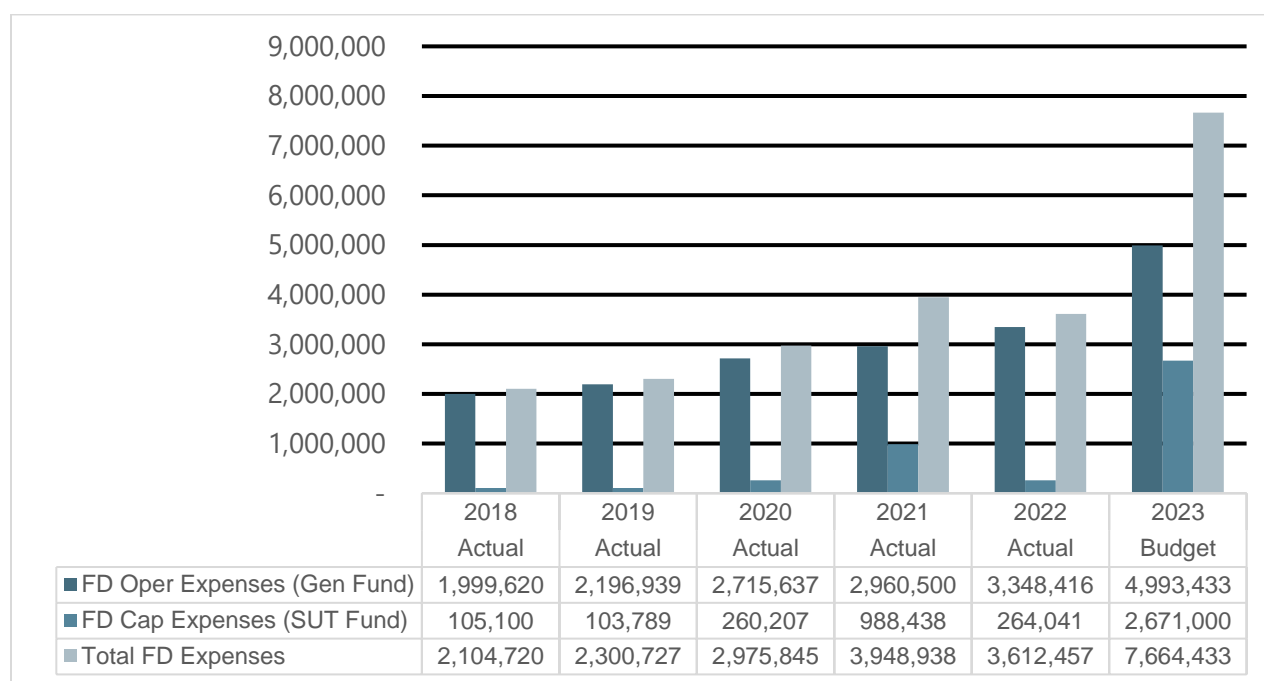
¹ Times that are provided are 90th percentile times and not averages. 90th percentile times will be higher, sometimes significantly, than the average.

Finances

The following graphic shows the increase in the Golden FD budget from 2018 (Actuals) to 2023 (Budget). The budget reflects the addition of the approved firefighter positions over the course of the past six years.

Figure 5: GFD Past Finances (2018-2023)

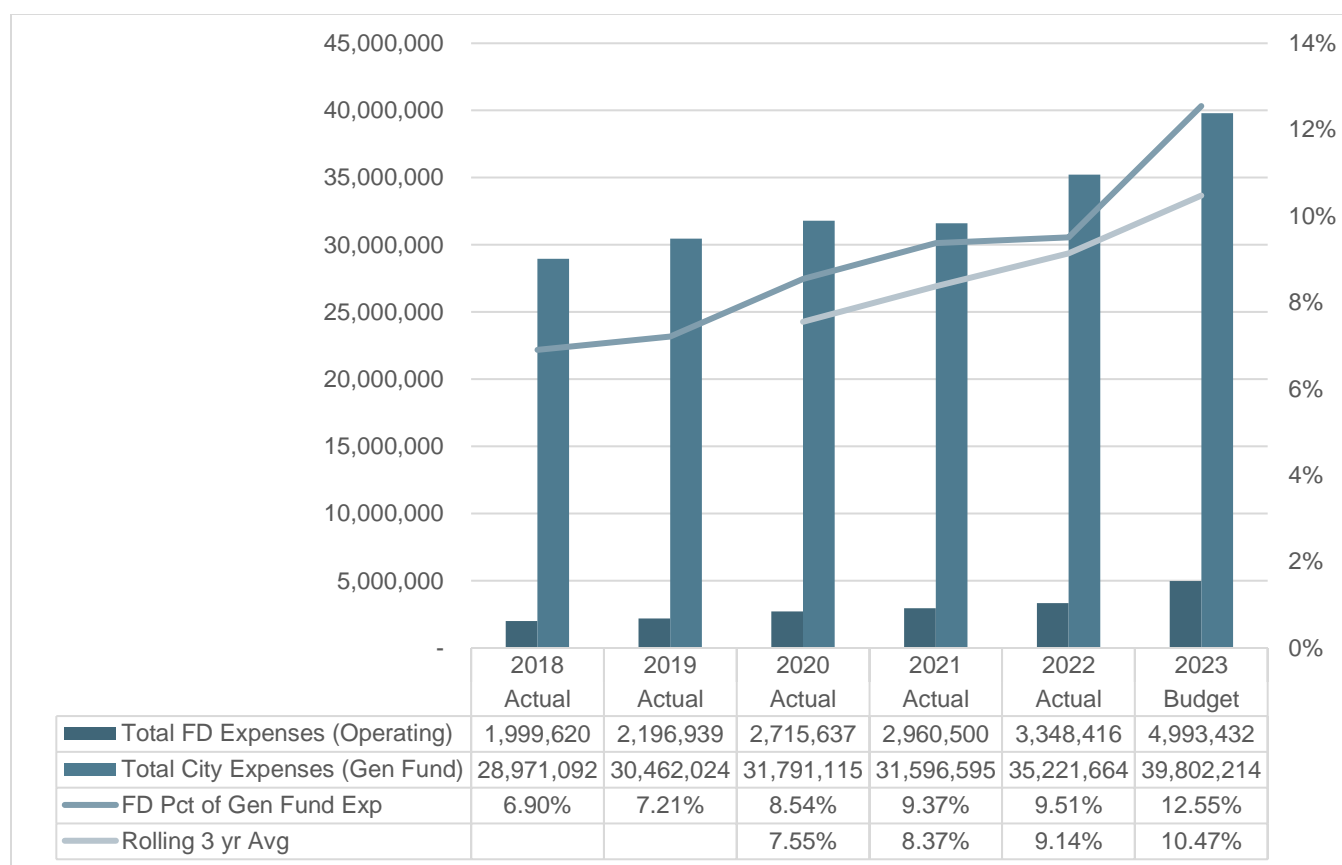
	<u>Actual 2018</u>	<u>Actual 2019</u>	<u>Actual 2020</u>	<u>Actual 2021</u>	<u>Actual 2022</u>	<u>Budget 2023</u>
EXPENDITURES (GEN FUND)						
Salaries and Benefits	1,498,602	1,608,408	2,031,378	2,171,226	2,361,572	3,745,764
Supplies and Services	468,597	541,215	592,770	756,645	920,036	1,307,411
Insurance	16,351	16,351	16,351	16,626	17,562	18,600
Capital	16,069	30,965	75,138	16,003	49,247	65,000
Total FD Expenditures	1,999,620	2,196,939	2,715,637	2,960,500	3,348,416	4,993,433
EXPENDITURES (SUT FUND)						
Fire Station Improvements	23,955	103,789	112,264	22,920	119,581	150,000
Fire Equipment	56,145	-	70,944	37,045	77,735	502,000
Fire Trucks	-	-	-	875,000	-	1,944,000
Fire Communications Equip	25,000	-	77,000	53,473	66,725	75,000
Total Capital Expenditures	105,100	103,789	260,208	988,438	264,041	2,671,000
TOTAL FD EXPENDITURES	2,104,720	2,300,728	2,975,845	3,948,938	3,612,457	7,664,433



The following graphics reflect the portion of the General Fund that funds the Golden FD as of the 2023 budget.

Figure 6: GFD Budget as Percentage of General Fund

	Actual 2018	Actual 2019	Actual 2020	Actual 2021	Actual 2022	Budget 2023
Total FD Expenses (Operating)	1,999,620	2,196,939	2,715,637	2,960,500	3,348,416	4,993,433
Total City Expenses (Gen Fund)	29,019,659	30,462,024	31,791,115	31,596,595	35,221,664	39,802,214
FD Pct of Gen Fund Exp	6.90%	7.21%	8.54%	9.37%	9.51%	12.55%
Rolling 3-Yr Average			7.55%	8.37%	9.14%	10.47%



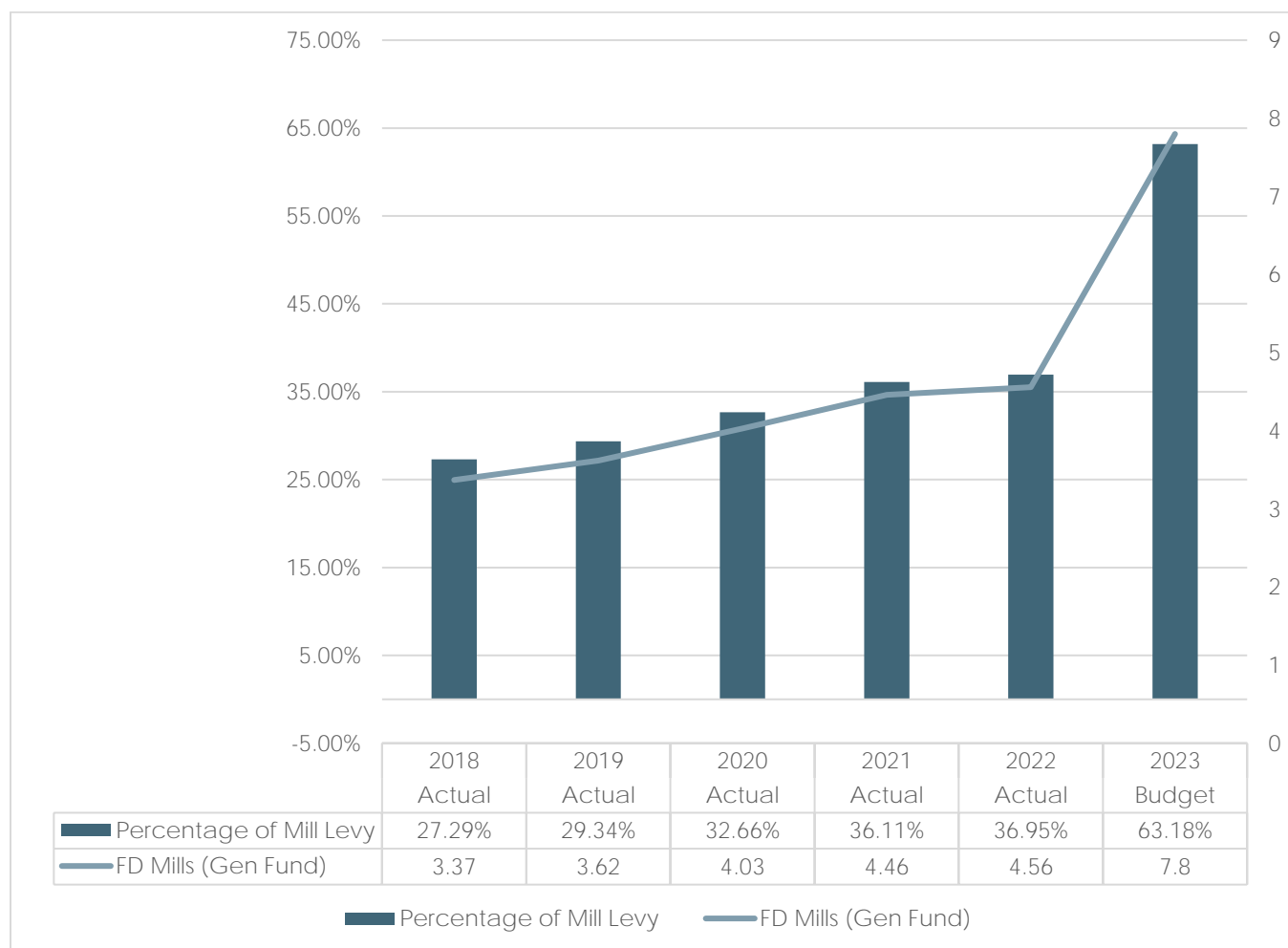
The following graphics identify the current mill levy equivalent that funds the fire department combining both the operating expenses from the General Fund and the capital costs from the SUT (Sales and Use Tax) Fund. It is calculated by taking the cost of the fire department and dividing it by the amount of property tax revenue.

The purpose of the calculation is to help identify the mill levy equivalent that can be compared to the cost of service from a fire protection district's mill levy which is primarily funded by property taxes. The following steps were used to determine this percentage. In this first step, only the general fund is evaluated.

- 1) Identify annual property tax revenues
- 2) Divide total fire department budget by annual property tax revenues
- 3) Multiply the above percentage by Golden's existing mill levy of 12.34 mills

Figure 7: GFD General Fund Budget as Percentage of Mill Levy

	<u>Actual</u> 2018	<u>Actual</u> 2019	<u>Actual</u> 2020	<u>Actual</u> 2021	<u>Actual</u> 2022	<u>Budget</u> 2023
Tax Levy (Mills)	12.34	12.34	12.34	12.34	12.34	12.34
Property Tax Revenue	7,326,157	7,488,338	8,313,720	8,199,228	9,062,286	7,903,400
Revenue per Mill	593,692	606,835	673,721	664,443	734,382	640,470
GFD Budget (Gen Fund)	1,999,620	2,196,939	2,715,637	2,960,500	3,348,416	4,993,433
Percentage of Mill Levy	27.29%	29.34%	32.66%	36.11%	36.95%	63.18%
FD Mills (Gen Fund)	3.37	3.62	4.03	4.46	4.56	7.80
Rolling 3-YR AVERAGE			3.67	4.04	4.35	5.60



In this next step, the entire fire department budget, including the general fund and sales and use tax funds are used for a final equivalent mill levy number for the fire department. This would be the number used for comparison to other fire department's budgets.

Figure 8: GFD Total Budget as Percentage of Mill Levy

	<u>Actual</u> <u>2018</u>	<u>Actual</u> <u>2019</u>	<u>Actual</u> <u>2020</u>	<u>Actual</u> <u>2021</u>	<u>Actual</u> <u>2022</u>	<u>Budget</u> <u>2023</u>
Tax Levy (Mills)	12.34	12.34	12.34	12.34	12.34	12.34
Property Tax Revenue	7,326,157	7,488,338	8,313,720	8,199,228	9,062,286	7,903,400
Revenue per Mill	593,692	606,835	673,721	664,443	734,383	640,470
GFD Budget (Total)	2,104,720	2,300,727	2,975,845	3,948,938	3,612,457	7,664,433
SAFER Grant funding						(578,247)
						7,086,186
Percentage of Mill Levy (no SAFER)	28.73%	30.72%	35.79%	48.16%	39.86%	96.98%
FD Mills Total	3.55	3.79	4.42	5.94	4.92	11.97
Rolling 3-yr Average			3.92	4.72	5.09	7.62
Rolling 3-yr Average with SAFER Grant Funding Included						7.31

SECTION II – Non Standalone Model Implementation Options

Authority Model

Description

The authority model of government is supported by Title 29 of the Colorado State statutes. The statute states “Any combination of counties, municipalities, special districts, or other political subdivisions of this state that are each authorized to own, operate, finance, or otherwise provide public improvements, functions, services, or facilities may enter into a contract under section 29-1-203 to establish a separate legal entity...” In effect, it allows multiple government agencies to come together and collaborate, with some limitations, for the purposes of providing an efficient and regionally based service. An ‘authority’ is used when a separate legal organization is the expression of the collaboration. It is often used when local government subdivisions who choose to collaborate on a service have different statutory makeups and powers, different revenue mechanisms for providing those services, or just choose to have a joint ownership and participation of a service that each subdivision can provide.

To establish an authority, an agreement must be created between participating organizations that outlines the proposed new legal organization. According to statute, the agreement must contain the following:

- 1) The name and purpose of the entity and the functions or services to be provided by the entity;
- 2) The organization of the governing body which must be a Board of Directors with legislative powers including:
 - a. Directors
 - b. Quantity
 - c. How they are appointed/selected
 - d. Length of office terms
 - e. Compensation, if any
 - f. Procedures for vacancy filling
- 3) Entity (Authority) Officers
 - a. How they are appointed/selected
 - b. Duties
- 4) Voting procedures
- 5) Method of financing
- 6) Steps for dissolution of the agreement

The powers granted to the authority are those generally outlined in Title 29 of the Colorado State Statutes (Intergovernmental Relationships) with the exception that they may not levy a tax or have the power of eminent domain. Those powers include the ability to issue financial obligations and acquire, lease, and sell property. Full details are outlined in statute which is included in Appendix C.

Implementation Steps

The establishment of an authority involves all elements of creating a new organization, from its legal recognition to where do we get supplies. Colorado has several legal firms with expertise in the legal requirements for creating a new government entity. (The creation of an authority does not require a vote of the citizens.) Some of these steps will be handled quickly if the degree of establishment is nothing more than the adoption of current ways of doing business from participating organizations. However, since the creation of an authority is establishing a new organization, then all the steps of creating an organization should be taken. Appendix 'E' will go into detail as to what steps need to be taken however there are several elements to an organizational establishment they need to be paid attention to and those steps include:

- 1) Organization
 - a. Scopes of Services to be provided
 - b. Governance procedures
 - c. Transition processes
 - d. Performance Standards
 - e. Organizational Leadership
 - f. Administrative space
 - g. Community Development
 - h. Policies/Standard Operating Procedures/Guidelines
 - i. Records transfers
 - i. Personnel
 - ii. Occupancy
 - iii. RMS
 - iv. Training
 - j. Services providers
- 2) Operations
 - a. Facility necessity
 - b. Tactical communications plans
 - c. Equipment modifications
 - d. Operations staffing

- e. 9-1-1 system
 - f. Response forces
 - g. GIS map updates
 - h. EMS oversight
- 3) Human Resources Department
- a. Employee transfer to authority organization
 - b. Minimum skillsets
 - c. New area training
 - d. Labor Agreement
 - e. Wages/benefits
 - f. Job classifications
 - g. Recruitment/Career development
 - h. Health/Wellness
- 4) Finance
- a. Establishment of participating organization cost allocations
 - b. New entity budget
 - c. Accounting/Auditing systems
 - d. Debt plans
 - e. Purchasing systems
- 5) Risk
- a. Set up insurance systems
- 6) Legal
- a. Organizational establishment
 - b. Transfer of assets
 - c. Contract/Agreement revisions
- 7) Technology
- a. Standardize organizational hardware/software technologies including reporting and scheduling
 - b. Infrastructure/Network connectivity
 - c. Domain establishment
- 8) External relationships
- a. Mutual Aid plans
 - b. Regional response participation
 - c. Vendor provider contracts
- 9) Capital and Equipment
- a. Fleet/capital replacement plan
 - b. Capital improvement plan

- c. Facilities management plan
- d. Surplus/Deficit equipment
- e. Asset inventory

Timeframes

Timeframes to establish an authority are variable depending on how aggressive participating organizations are for implementation. Appendix 'D' outlines potential durations of the steps for establishing an authority, some of which can be accomplished simultaneously, others consecutively. Depending on how much relationship aligning needs to take place in the form of the new organization, the establishment process could take place in as little as six months or take as long as two years or longer. For planning purposes, the time allocated for the creation of the new organization at a reasonable pace should be twelve to eighteen months once the final decision to establish the authority has been made.

Cost Allocation Models

In a jointly managed department, a key element to be agreed up on is how to finance the single organization. In an authority organization, revenues come from the participating organizations since an authority does not have taxation abilities. Consequently, the funding decision is limited to the allocation of fiscal responsibility among the participating organizations. The determination of how to allocate costs to individual communities is called cost allocation. Factors describing various methods for cost allocation strategies are described in detail in the Appendix of this report.

Allocation Summary/Weighting

The information provided in the Appendix serves as a detail of cost allocation factors. Given the lengthy discussion provided with each option, ESCI has compiled the information into a summary figure illustrating the distribution of factors between the two agencies. These examples are for illustrative purposes and may be used as part of a check for fairness of assigning of the cost for service. The numbers used in the charts below reflect the percentages of the identified column. For example, in the first graphic, the area column identifies that Town 1 has 75.0% of the total coverage area while Town 2 has 25.0%, Town 1 80.0% of the assessed value, Town 2 has 20.0%, etc.

Figure 9: Cost Allocation Summary

<u>Town</u>	<u>Area</u>	<u>Assessed Value</u>	<u>Deployment (Total Staff)</u>	<u>Service Demand</u>	<u>Population</u>	<u>Average</u>
Town 1	75.0	80.0	75.0	85.0	77.0	78.4
Town 2	25.0	20.0	25.0	15.0	23.0	21.6
Total	100	100	100	100	100	100
WEIGHT	20%	20%	20%	20%	20%	100%

Cost allocation formulas can use all of the above columns with an average as depicted or any combination of them. In addition, the chart in Figure 9 assumes all the attributes are weighted evenly. With five attributes to consider, each attribute carries a 20% weight. (20% * 5 elements = 100%)

There may be preference that one particular attribute, such as service demand, should carry a higher weight than the other attributes. The figure below displays this preference.

Figure 10: Weighted Cost Allocation Summary

<u>Town</u>	<u>Area</u>	<u>Assessed Value</u>	<u>Deployment (Total Staff)</u>	<u>Service Demand</u>	<u>Population</u>	<u>Weighted Average</u>
Town 1	75.0	80.0	75.0	85.0	77.0	80.1
Town 2	25.0	20.0	25.0	15.0	23.0	19.9
Total	100	100	100	100	100	100
WEIGHT	15%	15%	15%	40%	15%	100%

The average or the weighted average are the percentage of the total budget that each town would be responsible for. In Figure 9, Town 1 would be responsible for 78.4% of the budget and Town 2, 21.6%. In Figure 10, the weighted example, Town 1 would be responsible for 80.1% of the budget and Town 2, 19.9%. Negotiations between the two communities as to which aspects of their organizations should be considered for cost allocation as well as any necessary weighting that would desire to be applied.

Weighting is not used to correct perceived discrepancies. It is used when there is agreement that one particular attribute has a greater VALUE to be considered than the others.

Annexation/Inclusion Model

Description

In the annexation of one political body into another, the area to be annexed chooses to become a part of the annexing organization, effectively enlarging the annexing organization's territory. State statutes also refer to this as 'inclusion.'

The annexation process for special district governments is described in Title 32-1-401 of the Colorado State Statutes (CRS). Appendix D provides the statutory language required for the annexation/inclusion process. While the decision to move the proposed property annexation lies with the annexing organization provided there is no municipal or county challenges (no citizen vote required), any accompanying mill-levy increase would require a vote from the proposed annexation members. This likely leads to an approval vote by the annexing board with the stipulation that an accompanying mill levy increase vote passes. If it does not, the annexation does not proceed.

The main advantage behind having an annexation versus an authority is the simplicity of a single governing body with a single funding methodology for the entire jurisdiction.

Implementation Steps

The following is not intended to be a comprehensive outline for annexation but general efforts to be taken once annexation process has successfully completed. All agencies involved with annexations should consult their legal teams for specific measures.

Some of these items would already be in place by the annexing agency, and would simply be extended to the City of Golden. The steps for annexation include:

- Community hearings/Public meetings to obtain community feedback/expectations
- Evaluation by the Golden City Council to determine the impact of the taxation impacts of annexing into West Metro or Arvada; does the City reduce their existing mill levy to assist with the new mill levy of the Fire Protection District
- Publish messages to the citizens in Golden related to the plan(s)
- Consideration of a temporary authority model that allows for a trial basis. (This has complications as it delays a long-term commitment to any forms of service delivery.)
- Acknowledgement of Golden City Council to move towards an annexation request with one of the identified agencies
- Approval of the chosen agency board of directors to pursue annexation with the City of Golden
- Vote of the voters in the City of Golden to approve any mill levy increase necessary to incorporate into the a fire protection district
- Development of a transition process/expectations

- Establishment of transition date
- Budget modifications and coverage model identified to serve the City of Golden
- Determination of capital asset transfer/sale or expectations
- Determination of human capital and transfer programs, including position, salary, pension, and benefits
- Legal organizational establishment
- External relationship establishments with new and existing mutual aid/automatic aid partners
- What if the vote does not pass? What is plan B? Who funds the election?

Timeframes

The timeframes of the annexation/inclusion of the City of Golden Fire Department into a special district would require approval of the voters through an election to approve any expected increased mill levy of the annexing organization. This election would be managed by the associated fire protection district with the support of the Golden City Council to ensure there is no objection from the city. According to Colorado Revised Statutes, Title 1 – Elections, as well as Title 32, Section 1, there are two options for election for inclusion of real property into the Special District of another District. These options include:

The first, is a special election. According to CRS – Title 1, a "Special election" means any election called by the board for submission of public questions and other matters. The election shall be held on the first Tuesday after the first Monday in February, May, October, or December, in November of even-numbered years or on the first Tuesday in November of odd-numbered years.

The second is the general special district election, A “regular special district elections must be held on the Tuesday succeeding the first Monday of May in every even- numbered year.

To fully identify the timeframes for inclusion, the implementation steps required must be worked through between the City of Golden and the prospective fire protection district. According to the Colorado Revised Statutes, there are multiple opportunities each year that could be used to hold an election for inclusion.

In addition, the prospective district must be involved in the development of the timeframes, as they will have to be prepared to implement the new service delivery model into the City of Golden, which could take additional time for planning/development of personnel or capital assets to provide the identified service level.

Intergovernmental Agreements

Description

In the Intergovernmental Agreement (IGA) model of service provision, multiple governments can enter into legally binding agreements with each other to provide the services of fire protection, EMS, technical rescue, hazardous materials, etc. The statutory permission that allows governments to have intergovernmental cooperation is outlined in CRS 29-1-203. Under an IGA with a neighboring organization (in this case, Arvada or West Metro Fire Protection Districts), the City of Golden would enter an agreement with the appropriate agency to provide some or all the services to the city as well as identify any specific performance requirements, governance requirements, reporting requirements, etc. that would be required.

There are two options available related to intergovernmental agreements (IGA) as identified by Colorado Revised Statutes. Option one would be to develop a model of government as described earlier in an Authority model of cooperation.

The second option would include the creation of a formal agreement between two governments (City of Golden and one of the fire protection districts) to provide services to the Golden community at a negotiable fixed cost. In this option, a formal agreement would be created that identifies the performance standards, funding methodology, governance/reporting and any other expectations desired by either of the participating organizations. In an IGA, the City of Golden could pursue this option without having to go before the electorate for approval. If so desired, the agreement could be used for short term management purposes with an expiration date until a different model is established, or could also be in place for an extended or indefinite period.

Implementation Steps

Colorado statutes state “Any such contract shall set forth fully the purposes, powers, rights, obligations, and the responsibilities, financial and otherwise, of the contracting parties.” (CRS 29-1-203.2).

An intergovernmental agreement should include the following steps during the development to ensure the smooth transition and compliance of the delivery model.

- 1) Organization
 - a. Governance/Reporting Procedures
 - b. Staffing Requirements/Staff Transitions
 - c. Performance Standards
 - d. Organizational Leadership
 - e. Policies/Standard Operating Procedures/Guidelines

- f. Records Management
-
- 2) Operations
 - a. Facility Utilization
 - b. Apparatus Utilization
 - c. Operations staffing
 - d. 9-1-1 system
 - e. Response forces
-
- 3) Human Resources Department
 - a. Golden employee integration
 - i. Minimum skillsets
 - ii. New area training
 - b. Labor agreement changes if any
 - c. Wages/benefits
 - d. Job classifications
 - e. Recruitment/Career development
 - f. Health/Wellness
 - g. Retirement System
-
- 4) Finance
 - a. Fund Development
-
- 5) Technology
 - a. Infrastructure/Network connectivity
-
- 6) Capital and Equipment
 - a. Capital improvement plan/requests
 - b. Facilities management plan
 - c. Surplus/Deficit equipment

Timeframes

The implementation timeframe for an IGA could be quicker than other options, as the agreement can be negotiated between the local governments, or designees, and then approved by the governing bodies of each agency. While the process is straight-forward the timeframes will be largely driven by how quickly each element of the agreement can be settled.

SECTION III – Future Opportunities Including Relationships with Neighbor Jurisdictions

When reviewing any of the information provided by the two fire districts, it must be remembered that numbers and thoughts about future interactions between the city and either of the fire districts should be thought of as very preliminary and not be taken as promissory in any way. Any final relationship understandings will require multiple party interactions and negotiations at all levels of the organizations and governance bodies.

Evaluating fire department differences is not as straightforward as it may appear. Aside from certainty about someone showing up when someone calls 9-1-1, differences between fire departments are many and not always easily compared especially when comparing municipal fire departments, which may have access to resources outside of its budget, with fire districts where all resources are in the budget. Other differences include:

- Funding mechanisms
- Personnel development
- Community services
- Scope of communities served
- Performance standards
- Cultural values

ESCI took the perspective of using the main points of comparison to be those requested by the city of Golden. However, there are always other ancillary areas and perspectives that can offer different versions and this is to be expected.

In the following sections, the three options that the city of Golden is considering are outlined along with the pros/cons of each characteristic. It should be noted that pros and cons can be both subjective and objective depending on the perspective of the report's reader. In addition, what is a pro to one reader can be a con to another reader. In other words, some of the factors to be evaluated in the decision-making progress can be supported objectively with data and other factors are subjective with little quantifiable support but nevertheless have a strong cultural value. ESCI's perspective is the one that we believe provides the highest service value to the community over the long-term.

In the finance sections of the following options, calculated numbers were taken from each fire department's 2023 budget as posted on their websites with capital and debt being removed as these figures can be quite volatile year to year. Conclusions should be reached based on the relationships between the options' figures rather than the exact figures

themselves. Net mill levy increases are based on the city deciding to subtract the fire department portion of the existing city's mill levy out of the existing mill levy. Should the city decide to hold on to portions of the mill levy, the net mill levy increase to a resident would be higher.

A comprehensive analysis of the Arvada and West Metro Fire Protection Districts was not part of this project but the following graphic preliminarily displays general profiles of their organizations compared to the Golden FD.

Figure 11: Studies Departments Profiles

	<u>Golden</u>	<u>Arvada²</u>	<u>West Metro</u>
Stations	2	9	17
ISO Rating	2	1	1
CFAI Accredited	No	Yes	Yes
Square Miles Covered	9.73	42.43	99.24
Population Protected	20,399 (2020 US Census)	~133,000 (website)	~300,000 (website)
Call Volume	2,558 (2022)	17,691 (2021)	41,234 (2022)
Staffing	15 Operations 11 Administrative 54 Volunteers	169 Operations 39 Administrative	409 Firefighters 48 Administrative
Minimum Daily Staffing	6	46	101
Engines	*2 (Cross Staffed)	6	15
Trucks/Towers	*2 (Cross Staffed)	2	3
Medics	*1 (Stadium)	6	14
Battalion/District Chiefs	0	2	3
Hazardous Materials	0	*1 (Cross Staffed)	*2 (Cross Staffed)
Rescue	*1 (Cross Staffed)	1	1
Brush Truck	*1 (Cross Staffed)	*2 (Cross Staffed)	*6 (Cross Staffed)
Brush Engine	*1 (Cross Staffed)	1	*2 (Cross Staffed)
Tactical Tender	0	0	*1 (Cross Staffed)
Others	1 Swift Water (Cross Staffed)	1 - Mental Health Response Vehicle 2 - Boats	1 - Dive Unit 1 - Swift Water Unit 1 - Rescue 1 - Bureau Unit (Staffed 24/7) 1 - Advanced Resource Medic (ARM) 2 - Safety and Medical Officers
2023 Per Station Costs (Total budgets minus capital and debt.)	\$2,496,717	\$4,510,215	\$5,745,054

² Does not include the addition of the Fairmount FPD.

Original Study –

Intergovernment Agreement with Pleasant View Metropolitan District

The original 2021 study included a collaborative relationship between the city of Golden, the Fairmount FPD, and the Pleasant View MD. Since that time, the Fairmount FPD has pursued other options leaving the relationship open between Golden and Pleasant View MD to still be determined.

A consolidation or authority model with Pleasant View Metropolitan District could be considered following Council direction on the three options considered within this report. Staff have determined that such a consolidation would not materially impact financial or operational resources to the extent that it would merit more in-depth analysis as part of this decision-making process. Automatic aid agreements with Pleasant View Metropolitan District are currently in place and anticipated to remain for the purpose of this study.

Standalone – Golden Fire Department

Description

The first option that the city is considering is for their fire department to remain as a standalone organization and to continue down its current strategic path.

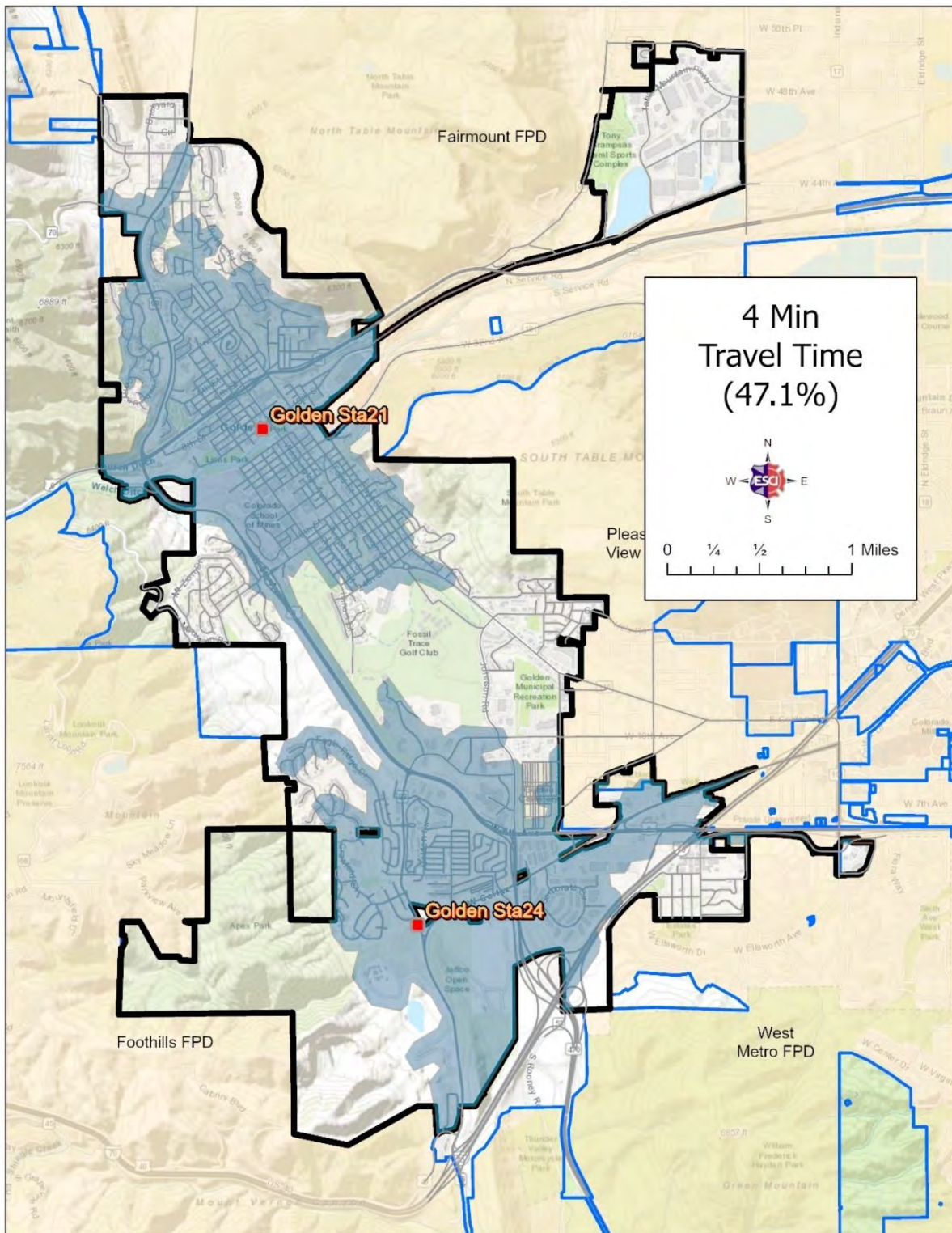
Performance Capabilities

GFD's initial response capabilities can provide an immediate all-hazards response to fire, EMS, hazardous materials, and technical rescue incidents. However, the quantity of initial response resources are less than what the national standard suggests for the safest and most effective firefighting efforts. Two nationally recognized measurements for performance standards are the NFPA 1710 and 1720 response time and effective response force (ERF) standards.

The response standard under NFPA 1720 (the standard for volunteer firefighters) identifies that for fire calls, fire departments should be on the scene within nine minutes of a call being dispatched. (NFPA 1710 and American Heart Association recommend five minute response times for EMS calls). The ERF standard identifies the time it takes for the complete response force to arrive on the scene which is nine minutes and twenty seconds from dispatch or how many personnel can arrive on the scene within eight minutes. (The complete response force is made up of units that simultaneously accomplish all tasks to be accomplished on a fire scene. These include extinguishment, ventilation, search and rescue, and command.) Smaller hazard incidents such as a house fire require fewer resources than larger hazard incidents such as a fire in an apartment building or shopping plaza.

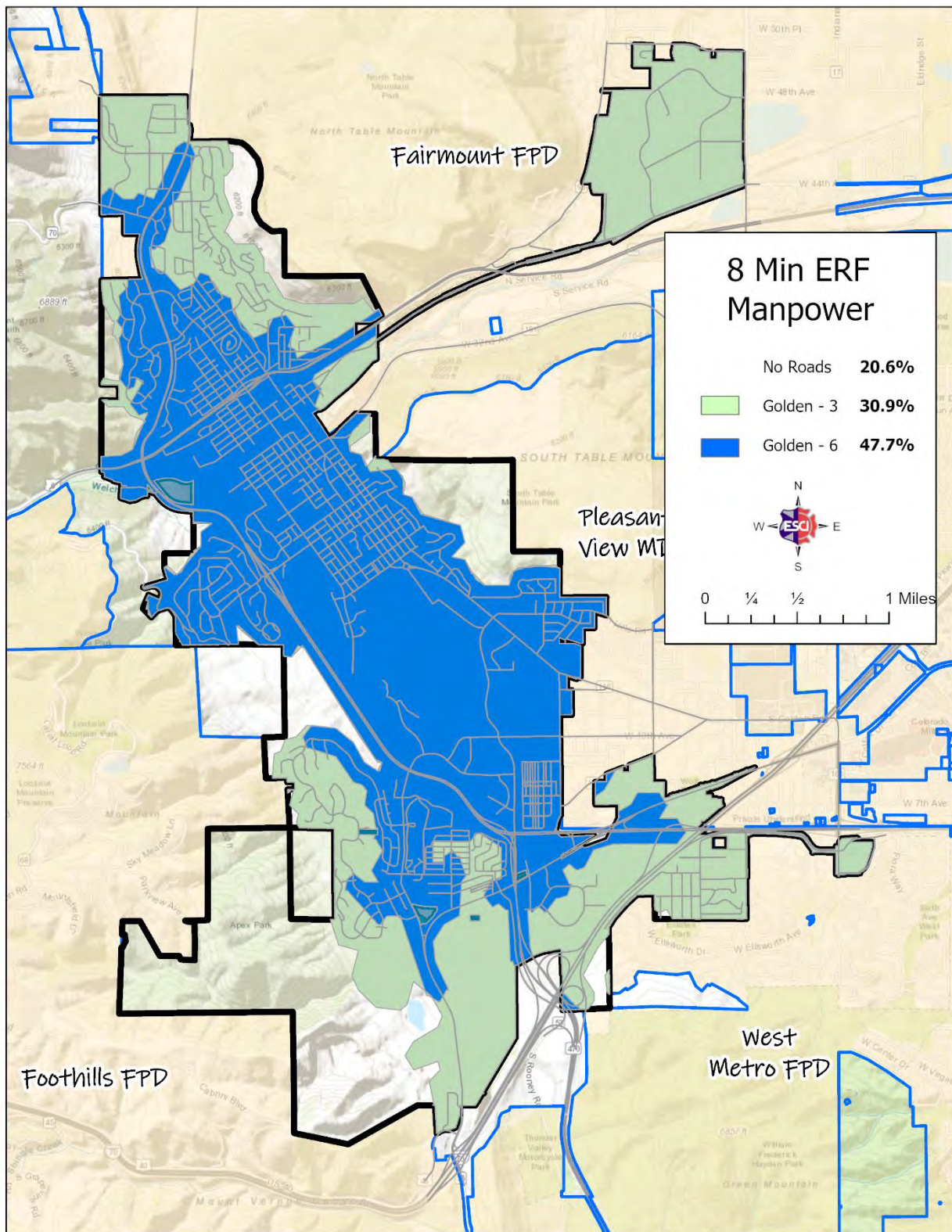
Graphically, this is displayed by travel times since this aspect of the response time calculation is unchangeable. (Other elements of the calculation have stream-lining potential.) The following graphic displays the portion of the city within a four-minute travel time from a Golden fire station. Resources accessed through mutual and automatic aid agreements are not included in this graphic.

Figure 12: GFD 4 Minute Travel Time



The following graphic identifies the quantity of resources (Effective Response Force - ERF) that are expected to be on the scene within a national standard of eight minutes of travel time.

Figure 13: 8 min GFD ERF (People on Scene)



GFD as a standalone department can meet the initial response time standard without assistance from nearby fire departments in 47.1% of the response area however GFD must rely on **automatic and** mutual aid units to meet the ERF standard. (See Figure 4 for the most current response times.) Responses that require a considerable number of resources such as a structure fire or larger scale hazardous materials incident would necessitate mutual aid resources to respond under established mutual aid plans. In other words, Golden can respond effectively to the overwhelming majority of incidents on their own but resource-intensive incidents (such as structure fires) require assistance from other communities and increases incident complexity. (Arvada and West Metro have a substantially larger depth of resources before they need to draw on mutual aid.)

GFD does not staff any paramedics on its firefighting equipment which means all advanced EMS services are provided by the private EMS provider, Stadium Medical. There are no ambulance paramedics that can dual-role as firefighters (Arvada and West Metro have dual-role paramedics).

Figure 14: GFD Performance Capabilities Pros/Cons

PROS	CONS
Ability to provide an immediate response force,	No EMS personnel trained in firefighting
Can increase response effectiveness slightly through mutual/auto-aid plans	Combination department requires more training (time-wise) to maintain efficiency
Strong expertise with water rescue team	Unpredictability of volunteer/paid-on-call response
Strong “volunteer” force can provide supplementary responses at a lower cost.	Limited large-scale response planning
	Limited specialized response capabilities
	Need automatic aid to meet national standards of initial response
	Smaller organizations have less organizational response depth

As a standalone department, the city's ISO (Insurance Service Organization) rating would be unchanged. It is currently a Class 2 rating which the department last received in 2018. This is the second best rating level with the Class 1 being the highest/best rating. According to the 2018 report, a Class 1 rating could be achieved with additional personnel and training, and improved inspections of the city's water supply system. The ISO rating is normally looked at for potential homeowners' insurance impacts although many insurance companies choose their own proprietary fire department evaluation methodology over

ISO's rating.

Finances

When looking at the GFD option, there are two numbers of most interest. The first number is amount of a mill levy increase that would be required to sustain the operations of the fire department. (A variation of this option could be to modify the special use tax fund to fund non-capital aspects of the fire department which is also calculated below.)

The second number is what is the mill levy equivalent of the total fire department operations that can be compared to the neighboring fire districts who receive their primary revenues through property tax mill levies. These numbers are not the same since GFD's capital and equipment comes through the Special Use Tax fund and is not funded by property taxes.

For the first number, the first graphic identifies projected revenue to be received through 2029 and the revenue per mill of assessment (millage).

Figure 15: 2024-2029 Projected Property Tax Revenue and Millage Dollars

	Curr 2023	Budget 2024	Proj 2025	Proj 2026	Proj 2027	Proj 2028	Proj 2029
Property Tax Collections (Proj)	7,903,400	8,220,000	9,646,000	10,031,840	10,132,158	10,537,445	10,642,819
Current Mill Levy	12.34	12.34	12.34	12.34	12.34	12.34	12.34
Budget per Mill	640,470	666,126	781,686	812,953	821,083	853,926	862,465

The next graphic shows approximate projected budgets through 2029 using current organizational growth plans and includes both operations and capital/equipment noting that the percentage of the fire department's operation that comes from millage (General Fund) by 2029 will be \$8,518,951. Salaries and benefits are based on a staffing plan presented by the fire chief. Supplies and services from 2018 through 2023 averaged a 16% annual increase. ESCI does not see that rate of increase as persistent however the Denver-Aurora-Lakewood consumer price index peaked in early 2022 at over 9% and has fallen to approximately 7%. ESCI chose to come close to splitting the difference of the 16% and 7% figures by using a 10% annual increase for this budget category. Capital spending through the SUT fund are dollar amounts already in the city's capital improvement program.

Figure 16: GFD Projected Budget 2024-2029

	Budget 2024	Proj 2025	Proj 2026	Proj 2027	Proj 2028	Proj 2029
EXPENDITURES (GEN FUND)						
Salaries and Benefits	3,950,082	5,501,647	5,718,782	5,944,515	6,179,186	6,423,151
Supplies and Services	1,288,411	1,417,252	1,558,977	1,714,875	1,886,363	2,074,999
Insurance	19,000	19,347	19,701	20,061	20,428	20,801
Capital	68,000	-	-	-	-	-
FD Oper Expenses (Gen Fund)	5,325,493	6,938,247	7,297,461	7,679,451	8,085,977	8,518,951
Mills Req (Gen Fund)	7.99	8.88	8.98	9.35	9.47	9.88
EXPENDITURES (SUT FUND)						
Fire Station Improvements	-	50,000	-	50,000	-	-
Fire Equipment	352,000	352,000	115,000	125,000	115,000	115,000
Fire Trucks	-	800,000	-	1,150,000	-	475,000
Fire Communications Equip	80,000	85,000	90,000	95,000	100,000	100,000
FD Cap Expenses (SUT Fund)	432,000	1,287,000	205,000	1,420,000	215,000	690,000
Total FD Expenses	5,757,493	8,225,247	7,502,461	9,099,451	8,300,977	9,208,951

Total annual FD expenses, including capital, increase by \$3,451,458 by 2029.

In the following graphic, the city has identified the following shortfall in its General Fund budget through 2029 suggesting a need for an additional 5.43 mills (3-yr rolling average) by 2029 with smaller amounts earlier. (These amounts do not take into considerations any proposed state legislation which would adjust these numbers, possibly dramatically.)

Figure 17: Golden General Fund Status 2024-2029

	Budget 2024	Proj 2025	Proj 2026	Proj 2027	Proj 2028	Proj 2029
Gen Fund Revenue	38,768,288	41,251,772	42,024,626	43,143,429	44,666,932	45,875,296
Gen Fund Expense	41,743,177	43,774,894	45,490,193	47,276,640	49,137,318	51,075,451
Gen Fund Shortfall	(2,974,889)	(2,523,122)	(3,465,568)	(4,133,211)	(4,470,386)	(5,200,155)
Budget Rev per Mill	666,126	781,686	812,953	821,083	853,926	862,465
Mills Shortage	4.47	3.23	4.26	5.03	5.24	6.03
Mills Shortage (3yr Rolling Avg)	0.84	3.78	3.99	4.17	4.84	5.43

By 2029, a 5.43 mill levy addition to the existing 12.34 mills would be a total mill levy of 17.77 mills of which 9.88 mills would be needed for fire department operations.

Figure 18: Total Mill Levy Need

	Budget 2024	Proj 2025	Proj 2026	Proj 2027	Proj 2028	Proj 2029
Existing Mill Levy	12.34	12.34	12.34	12.34	12.34	12.34
Additional Mill Levy Needed	0.84	1.78	3.99	4.17	4.84	5.43
Total City Mills Needed	13.18	14.12	16.33	16.51	17.18	17.77
Total FD Mills Needed	7.99	8.88	8.98	9.35	9.47	9.88
Difference from 2023 FD Millage (7.80 mills)	.19 mills	1.08 mills	1.18 mills	1.55 mills	1.67 mills	2.08 mills
FD Percentage of City Millage	60.6%	62.9%	55.0%	56.6%	55.1%	55.6%

To determine millage increases solely for fire department requires to understand past millages for the fire department. In the 2023 budget, the portion of the 12.34 millage assigned to the fire department was 7.80 mills (7.31 mills when SAFER included) with much lower millages before that due largely to lower staffing levels. To accommodate the 9.88 millage requirement in 2029, the millage rate should be increased by at least 2.08 mills (9.88-7.80) although this does not address long-term the annual requirement for an

increasing millage rate. (For 2029, of the 5.43 mill levy increase needed for the Golden General Fund budget, 2.08 mills would go to the fire department.)

The second number needed for comparison to the neighboring fire districts requires the total fire department budget to be considered in the context of property tax millage rates since the neighboring fire districts receive the overwhelming majority of their budgets from property taxes. The following graphic identifies the fire department budget in this context.

Figure 19: GFD Budget Mill Levy Required

	Budget 2024	Proj 2025	Proj 2026	Proj 2027	Proj 2028	Proj 2029
Property Tax Collected (Proj)	8,220,000	9,646,000	10,031,840	10,132,158	10,537,445	10,642,819
Current Mill Levy	12.34	12.34	12.34	12.34	12.34	12.34
Budget per Mill	666,126	781,686	812,953	821,083	853,926	862,465
FD Gen Fund Budget	5,325,493	6,938,247	7,297,461	7,679,451	8,085,977	8,518,951
FD SUT Fund Budget	432,000	1,287,000	205,000	1,420,000	215,000	690,000
SAFER Grant	(619,438)	(663,555)				
Total GFD Budget	5,138,055	7,561,692	7,502,461	9,099,451	8,300,977	9,208,951
Total Mills Req	7.71	9.67	9.23	11.08	9.72	10.68
Total Mills Req (3yr Rolling Avg)	7.90	9.48	8.87	9.99	10.01	10.49

An equivalent property mill levy for GFD's total budget begins at 7.90 mills in 2024 and rises to 10.49 mills in 2029. These are the numbers used for comparisons to the neighboring fire districts.

Lastly, the comparisons to both fire districts include per station costs which is their total budgets without capital and debt. Per station costs for GFD are calculated as following.

Figure 20: GFD Per Station Costs

	2024	2025	2026	2027	2028	2029
Per Station Cost	2,662,747	3,469,123	3,648,730	3,839,726	4,042,988	4,259,476

Tax Implications

The scope of this report does not include an assessment of the complete city finances but rather an evaluation of the fire department's impact on them.

To make fair comparisons on costs to the neighboring fire districts, we evaluate the GFD expenses as if funding were completely from the general fund and the city's mill levy. This is the way that fire protection districts receive the majority if not all of their funding. The following graphic depicts the portion of the city's current 12.34 mills property tax levy that belongs to the fire department. This is done by taking the fire department budget and comparing it to the property tax revenue received by the city.

Figure 21: Dollar Amt of Revenue per one mill of Property Tax

	2023 Budget	2029 Projections
Current Golden, CO Mill Levy	12.34 mills	12.34 mills
Property Tax Revenue	\$7,903,400	\$10,642,819
Dollar Amount per one mill	\$640,470	\$862,465

	2023 Budget	2029 Projections
Current Golden, CO Mill Levy	12.34 mills	12.34 mills
GFD Total Budget	\$7,086,186	\$9,208,951
Dollar Amount per one mill	\$640,470	\$862,465
Mills towards FD budget	11.06	10.68
Rolling 3-yr Average	7.31	10.49

Sales Tax Increase

Another option the city has would be to increase their sales tax rate (with appropriate ordinance language changes) or create an additional user tax. The following graphic shows how much the sales tax would need to increase to cover the projected shortfall.

Figure 22: GFD Projected Sales/Use Tax Increase

	Budget 2024	Proj 2025	Proj 2026	Proj 2027	Proj 2028	Proj 2029
Projected FD Mill Levy Shortage	.19 mills	1.08 mills	1.18 mills	1.55 mills	1.67 mills	2.08 mills
Budget per Mill	666,126	781,686	812,953	821,083	853,926	862,465
GFD Revenue Shortfall	126,564	844,221	959,285	1,272,679	1,426,056	1,793,927
Sales/Use Tax Revenue	19,270,880	20,166,526	21,104,918	22,088,132	23,118,345	24,197,842
Current Sales Tax Pct	2.00	2.00	2.00	2.00	2.00	2.00
Revenue per Pct	9,635,440	10,083,263	10,552,459	11,044,066	11,559,172	12,098,921
FD Sales Tax Increase	.013%	.084%	.091%	.115%	.123%	.148%

To accommodate the FD's growth and assuming no growth in the use tax revenue, the city could raise the sales tax rate from 2.00% to 2.15% by 2029.

The city also could do a combination of the two options, raise both their property mill levy and the sales tax but at rates lower than suggested.

What should be noted though in both options is through the years, the sales tax or property tax mill levy increases required continue to escalate every year indicating the fire department's budget is growing at a higher rate than revenues and this issue would be ongoing.

Retirement Systems

Cities and Fire Protection Districts often have a variety of retirements systems available for the personnel. In some cities, the firefighters are covered within the city pension program, whereas others they are covered through the Colorado Fire and Police Pension Association. Listed in the table below identifies the pension benefits offered through the City of Golden, Arvada Fire Protection District, and West Metro Fire Rescue.

Figure 23: Retirement Systems Comparisons

	City of Golden	Arvada Fire Protection District	West Metro Fire Protection District
SWORN			
Pension Type	401(a) – Mission Square	Colorado Fire and Police Pension Association (FPPA) – Defined Benefit	Colorado Fire and Police Pension Association (FPPA) – Defined Benefit
Employee Contribution	10%	12%	12%
Employer Contribution	13%	9.5% (2023); 10% (2024); 10.5% (2025); 11% (2026); 11.5% (2027); 12% (2028); 12.5% (2029) 13% (2030)	9.5% (2023); 10% (2024); 10.5% (2025); 11% (2026); 11.5% (2027); 12% (2028); 12.5% (2029) 13% (2030)
ADMINISTRATIVE			
Pension Type	401(a) – Mission Square	401(a) (One America)	Colorado Fire and Police Pension Association (FPPA) – Defined Benefit
Employee Contribution	2%	10%	12%
Employer Contribution	5%	10%	9.5% (2023); 10% (2024); 10.5% (2025); 11% (2026); 11.5% (2027); 12% (2028); 12.5% (2029) 13% (2030)
OTHER			
	3% - 457 Employer match	2% - 457 Employer Match	2 - 457 Plans Available, No Employer Match
Other		FPPA Money Purchase 401(a) (<i>Employees who retired from another agency in FPPA</i>)	Civilian: Mission Square – Retiree Health Savings 1% Employee/\$450/mo Employer Uniformed: Mission Square – Retiree Health Savings 1% Employee/\$500/mo Employer
Volunteer Pensions	2 separate Glatfelter LOSAP plans	Remain with Current Plans	Remain with Current Plans

**Information related the FPPA Statewide Defined Benefit Plan can be found at:*

<https://www.fppaco.org/PDF/pubs-handouts/SRP-DB-Brochure.pdf>

Current City of Golden employees, if the organization conducts an authority or annexation with West Metro Fire Protection District or Arvada Fire Protection District, are eligible to purchase past years' service credits with FPPA. As identified in the FPPA Defined Benefit Brochure, members have the ability to purchase service credits for past service in non-FPPA employers.

FPPA Members who have prior public employment time with a non-FPPA employer, employment with a private employer, or military service may be eligible to purchase service credit under the Statewide Retirement Plan if certain conditions are met.

After one year of service credit in the Statewide Retirement Plan, Members may purchase:

- Any public employment time for which they are not eligible for a retirement benefit
- Up to five years of military time for which they are not eligible for a retirement benefit, or for which they were not eligible to submit pension contributions under the Uniformed Services Employment and Reemployment Rights Act (USERRA)

After five years of service credit in the Statewide Retirement Plan, Members may purchase:

- Up to five years of private employment for which they are not eligible for a retirement benefit

Additional points:

- Once eligible, purchase(s) can be made throughout the Member's career, but must be completed prior to retirement or entry into DROP
- The cost is based on the Member's age and highest annual base salary in the Plan
- The Member may estimate the cost of purchasing service credit using the calculators in the Member Account Portal (MAP) or at JoinFPPA.org
- Factors used to determine the cost of service credit may be revised periodically

Figure 24: GFD Finances Pros/Cons

PROS	CONS
All finance decision-making lies with Golden City Council	Mill-levy or sales/use tax increase to sustain fire department long-term
City Council defines community tax impact	Proposed 5-yr FD budget increases at faster rate than revenue collections.
Greater flexibility with finance decisions	Less depth of services for money spent
Strong “volunteer” force can provide supplementary responses at a lower cost.	Faster budget growth compared to revenue collections may limit future salary/benefit growth

Culture

Organizational culture refers to the shared values, beliefs, behaviors, and customs that characterize an organization. It is the set of informal rules and norms that guide the way people behave within an organization, and it reflects the organization's identity, personality, and sense of purpose. Organizational culture can be shaped by a variety of factors, including the organization's history, leadership style, vision and mission, employee demographics, and external environment. It is often referred to as the "way things are done around here," and it can have a significant impact on an organization's performance, employee satisfaction, and overall success. Golden FD is recognized as the oldest fire department in the state of Colorado. Remaining as a standalone department would allow that recognition to continue. In addition, GFD is a combination department that uses both career and part-time/paid-on-call (volunteers) staff. Some of these volunteer staff (compensated) work occasional shifts and others respond to certain calls from their homes. The department uses this combination model to allow non-resident volunteers to contribute to the service to the city but at a lower cost than staff does as well as allowing residents to continue to serve their community through the firefighting profession.

Figure 25: GFD Culture Pros/Cons

PROS	CONS
Retains historical designation	Can be slow to adapt to a changing industry and demographics
Retains current organizational character	Potential for operational differences with neighboring jurisdictions
Combination (career/part-time/paid-on-call model can be less costly)	Having both career and volunteer/paid-on-call divisions can create organizational division
Allows local community to participate	
Some staff prefer to work for smaller organization	

Staffing Impact

A GFD department would have the least amount of staffing impact, at least currently. As the fire service modernizes (increasing types of services performed) and GFD's call volume potentially increases, the model of using volunteers would likely come under pressure as the demand for prompt responses while diminishing volunteerism nationally may affect responses. The use of part-time employees to supplement full-time staff could help extend the model but fire department leadership should monitor this workgroup for excessive turnover, hiring challenges, and workgroup coordination that may become more challenging. Since the sustainability of part-timers and volunteers may always be questionable, regular evaluations of service models may be a part of the department's future.

Figure 26: GFD Staffing Impact Pros/Cons

PROS	CONS
Desire to work for smaller organization is beneficial	Lower salaries/benefits
Staff retain current rank/seniority	Efforts required for volunteer retention/recruitment
Staff values are unchanged	Fewer opportunities for professional growth
Some staffing goals can be achieved with part-time/volunteer personnel	

Governance

A standalone Golden FD is the option that allows the greatest city control over fire department services. All decisions regarding service delivery levels, organizational structure, finances, and leadership selection reside solely with Golden elected officials.

Figure 27: GFD Governance Structure

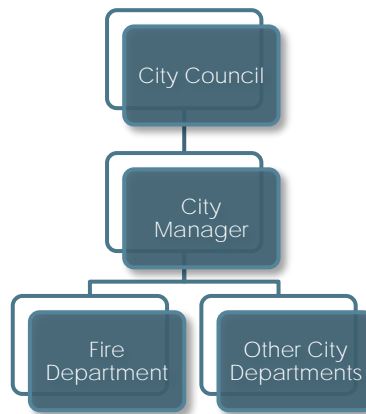


Figure 28: GFD Governance Pros/Cons

<u>PROS</u>	<u>CONS</u>
Simplified decision-making	Greater complexity to organizational relationships
Complete authority to decide levels of service to provide to the community	Limited outside perspective
Complete authority on deciding how to fund service levels	Thinking can be too siloed for regional considerations
Complete authority on fire chief selection	Lower regional influence
Full accountability lies with the city council	
Service focus is completely on city of Golden	
Greater voter direct access to decision-making body	

Transition Complexity

With a GFD, there would be no transition complexity as there would be no transitions to be made. However, as mentioned in the previous section, reductions in the department's ability to meet certain performance standards may cause transitions including anticipated ones as the department works to maintain its performance standards while undergoing any necessary model changes. This might look like adding staffing at a rate that coincides

with the diminishing of volunteer participation so as to make improved but slower-paced transitions.

Figure 29: GFD Transition Complexity Pros/Cons

PROS	CONS
No transition required	Long-term model sustainability must continue to be monitored
No policy/procedure changes required	Labor agreements may need to be regularly adjusted

Out of District Responses (Supplement)

Outside of their jurisdiction, the Golden Fire Department has historically responded into areas to technical rescue incidents, motor vehicle accidents, medical emergencies, etc. While these responses support the immediate capabilities of providing the highest level of protection, this area is still outside of the city's jurisdiction. In many instances, these incidents draw down available resources from the Golden Fire Department and at a cost. In an evaluation of mapping on the Jefferson County, Colorado website, much of the areas in Clear Creek Canyon do not fall in any fire district and by state statute then fall back to the responsibility of the Jefferson County Sheriff to provide emergency response. In addition, the City of Golden has the best access to provide the required services to the Clear Creek Canyon area based upon the only access points from either Hwy 6/I-70 (West of Evergreen) and from Golden at Hwy 93/Hwy 6.

The sheriffs are designated as the fire warden of the county (CRS 30-10-512) and are responsible to coordinate suppression of forest, prairie, and wildland fires (30-10-513) and execute search and rescue missions (CRS 24-33.5-822).

CRS 24-24-33.5-707 - The local or interjurisdictional emergency management agency, as the case may be, shall prepare and distribute to all appropriate officials in written form a clear and complete statement of the emergency responsibilities of all local agencies and officials and of the disaster chain of command. (10) The sheriff of each county shall: (a) Be the official responsible for coordination of all search and rescue operations within the sheriff's jurisdiction; (b) Make use of the search and rescue capability and resources available within the county and request assistance from the office of emergency management only when and if the sheriff determines such additional assistance is required.

The sheriff has the ability to 'recoup' costs for providing services in these areas colloquially referred to as 'no-mans-land' for incidents responded to by agencies. According to 8 CCR

1307-1, the Department of Local Affairs (DOLA) administers the Search and Rescue (SAR) fund pursuant to CRS 33-1-112.5 which is a funding source for wilderness incidents. There are three levels of reimbursements that can be requested, all of which may have the ability to impact Golden Fire Department.

- Tier I Payment: Reimbursement for eligible, actual operational expenses of an eligible search and rescue mission for an eligible person as certified by the sheriff of the county in which the mission took place.
- Tier II Payment: Year-end reimbursement for eligible, actual operational expenses of an eligible search and rescue mission for parents, siblings, spouses, children, or grandchildren of an eligible person as certified by the sheriff of the county in which the mission took place.
- Tier III Payment: Year-end reimbursement for eligible, actual operational expenses of a search and rescue mission for a person not otherwise considered eligible as defined herein, as certified by the sheriff of the county in which the mission took place.

For all reimbursements, no payments from the SAR fund can be made if the SAR expenses have already been paid by another source.

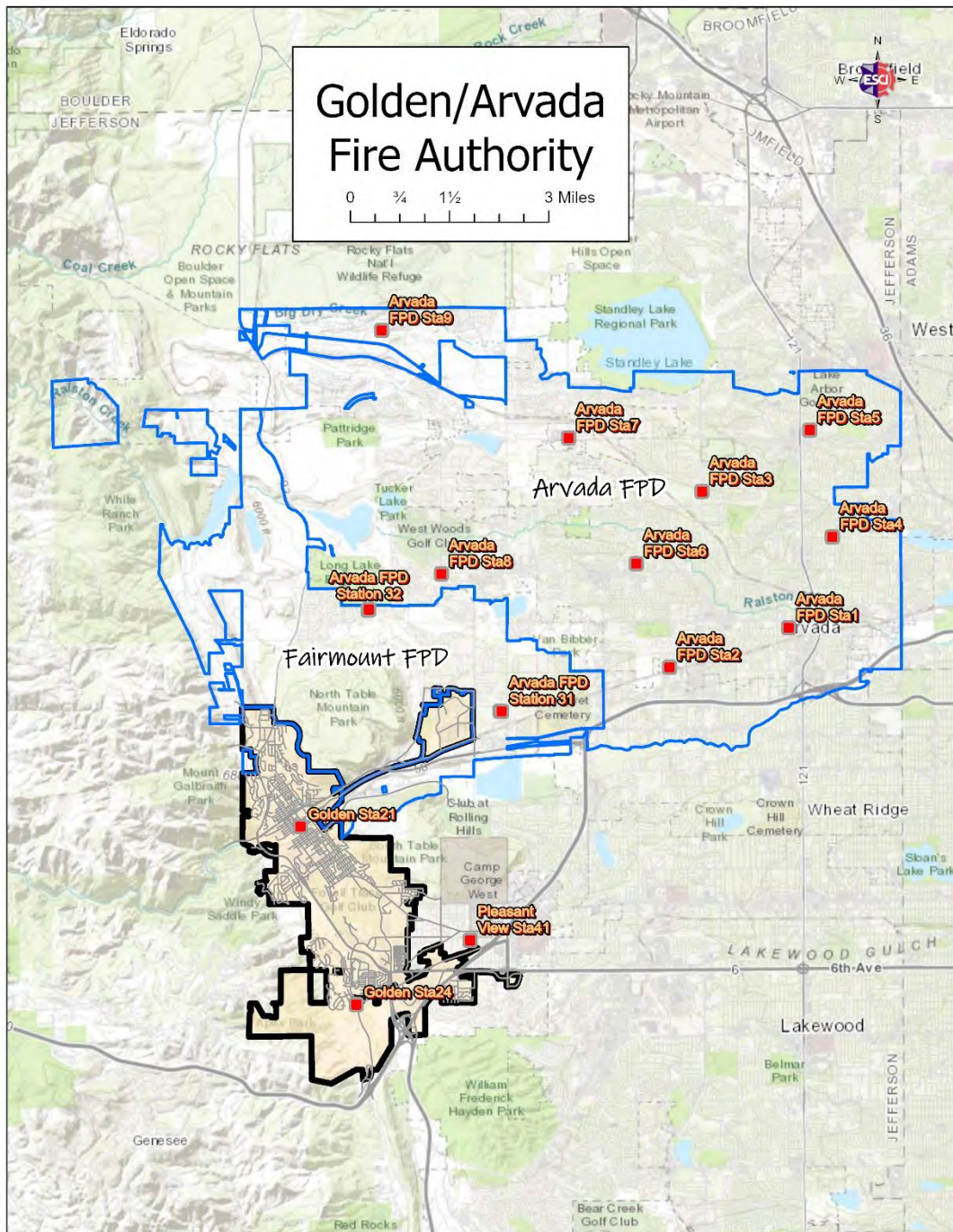
Payments are not for individuals, they are only to reimburse SAR agencies or political subdivisions for costs incurred.

In evaluating the response of other front range counties and discussions with neighboring organizations, in relation to SAR or other responses in 'No Man's Land' areas, the city could charge the county (who get reimbursed from the state) for some services they may provide outside their jurisdiction. Jurisdictions who do this use the CRRF (Colorado Resource Rate Form) form, an itemized list of resources costs used for wildland fire reimbursement, to determine what their reimbursement should be. Another option is for Golden to contract with the county, at a specific fee, to handle incidents where there currently is no jurisdictional coverage. A graphic indicating other jurisdiction's management of these issues is in Appendix 'E'.

Authority – Arvada Fire Protection District

The following information regarding an authority model of service with the Arvada Fire Protection District is based on preliminary information provided by their fire chief. Being preliminary, any final determinations on any aspect of an authority agreement would still require greater research, negotiations, and governing body approvals.

Figure 30: Golden/Arvada Fire Authority



Description

Arvada Fire Protection District (AFPD) is a full service, all hazard fire and rescue agency, headquartered in Arvada . AFPD is a special district, established in compliance with Title 32 of the Colorado Revised Statutes (CRS). They cover more than forty-three square miles in Jefferson County, Colorado and serve nearly 133,000 residents, with crews at nine fire stations staffed 24/7. ³

There are 208 full time employees, with 169 Operations members and 39 Administration personnel (civilian and sworn) that provide services to the district. In 2022, Arvada Fire Protection District responded to more than 17,630 emergency incidents. The department has the following divisions. ²

Administration

- Oversight of the organizations administrative functions, to include finance, human resources, elections, administrative assistance, etc.

Operations

On a daily basis, the minimum response complement for providing services includes:

- 6 Engine Companies
- 6 Medic Units (Ambulances)
- 2 Ladder/Tower Companies
- 1 Heavy Rescue
- 2 Battalion Chiefs
- 1 Mental Health Response Vehicle

In addition, the following apparatus are cross staffed from the nine fire stations utilizing the crews on the staffed apparatus:

- 1 Hazardous Materials Apparatus
- 3 Brush Trucks
- Two boats

In addition to the staffing capabilities of apparatus, the following items highlight the services offered by the Arvada Fire Protection District as part of the all-hazards response model offered by the District.

³ Arvada Fire Protection District Website, N.D).

EMS

- All AFD ambulances (medic units) are staffed with trained and equipped firefighters to provide a rapid effective response force (ERF) response.
- Mental Health Response Vehicle
- ALS on every first response vehicle ensures a rapid paramedic response and guarantees at least two paramedics on every scene.

Hazardous Materials

Arvada Fire Protection District has numerous hazardous material technicians on every shift. These personnel are assigned to Station 4 and staff HazMat 4, which is also part of the Adams/Jeffco Hazardous Materials Response Authority.

Training

- AFD operates a comprehensive training program for all-hazards response
- The training division is staffed to deliver up-to-date safety instruction and responds to major incidents of all types
- The Training Center remains the host for metro, regional, national training courses
- AFD participates in the Colorado Metropolitan Certification Board and provides Pro-Board national certification for all levels of firefighting and emergency response

Logistics Section

- Manage goods purchased through the District for distribution.
- Oversight of inventory

Support Services and Maintenance

- Management of Accreditation
- Information Technology management
- Support integration with JeffComm
- Business Improvement Strategies
- Maintain District facilities and vehicles
- Plan for facilities and apparatus/vehicles needs

Fire Marshal Office

- AFD has a full time and robust life safety division that manages code enforcement, plan development, permit review, initial and remodel installation, certification and maintenance of detection, suppression, and life safety systems.
- The Fire Marshal's office interfaces with all building officials from surrounding cities, towns, and counties to ensure that the best interests of all are considered.
- All members are certified to their functional capacity through the International Code Council, the State of Colorado Division of Fire Prevention and Control, or both.
- Investigates origin and cause of all fires.

- Car seat installation and injury prevention, public education, etc. is handled by the Community Risk section of the Operations division.

Performance Capabilities

An Arvada/Golden Authority model would include enhanced response capabilities through the incorporation of Arvada's service delivery model. These capabilities include an immediate response to fire, EMS, hazardous materials, and technical rescue incidents; including multi-alarm response capabilities from within. Arvada proposed the following response capabilities:

Figure 31: AFD Proposed Golden Staffing

<u>Station 21</u>	<u>Station 24</u>
1 Engine	1 Truck/Tower
4 Personnel	4 Personnel

***Potential for an Ambulance in the future, depending on Stadium's agreement.*

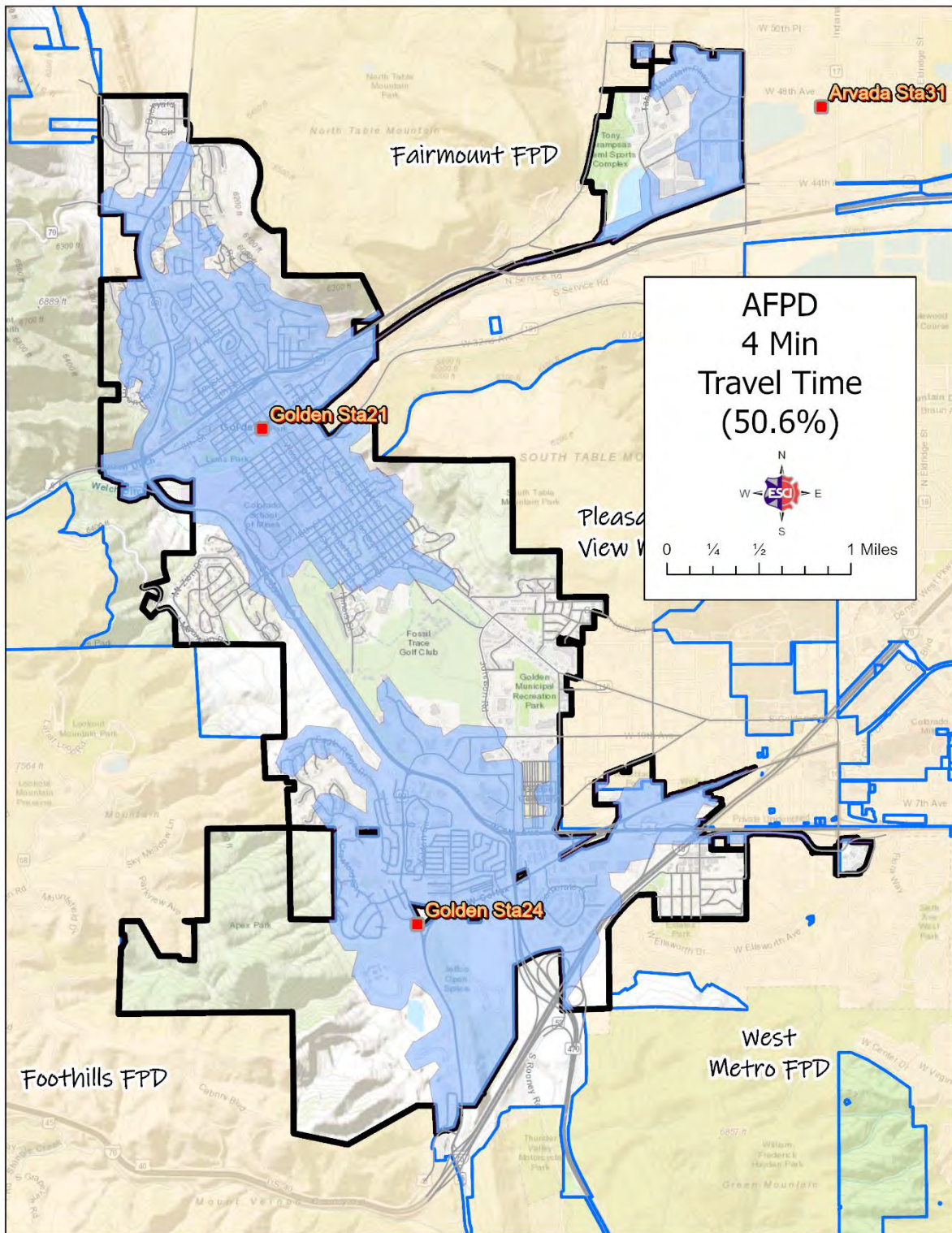
AFD suggests that further analysis of resource placement may be required to identify preferred locations for an engine and/or ladder truck and a possible battalion chief. Through the proposed response, response reliability would be enhanced throughout the Golden area through the ability to conduct move-up operations from other Arvada fire stations.

Arvada Fire Protection District currently follows two nationally recognized measurements for performance standards: the NFPA 1710 response time and effective response force (ERF) standards and the Commission on Fire Accreditation International baselines/benchmarks. The response standard under NFPA 1710 (which is the standard for career firefighters) identifies that for fire calls, fire departments should be on the scene within five minutes and twenty seconds of a call being dispatched and five minutes for an EMS call (4 min travel time). The ERF standard identifies the time it takes for the complete response force to arrive on the scene which is nine minutes and twenty seconds from dispatch. This complete response force is made up of units that simultaneously accomplish all tasks to be accomplished on a fire scene.

The latest AFD performance standards and metrics can be found on their website, within the Community Risk Assessment-Standards of Cover document.

The next graphic shows the percentage (50.6%) of Golden within a 4 min travel time of a fire station assuming the Fairmount Station 31 becomes a part of the AFD. (Golden travel time was 47.1%.)

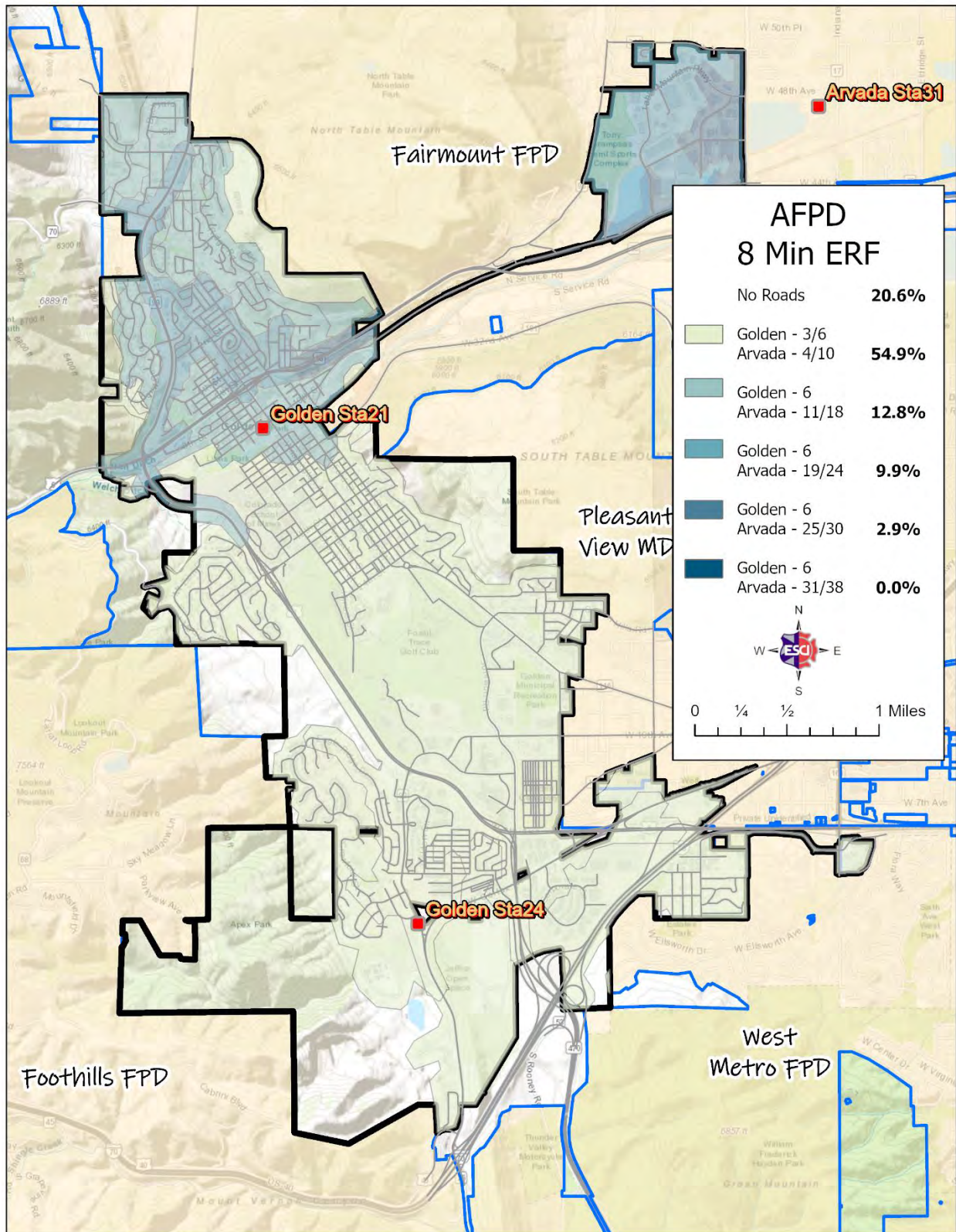
Figure 32: GFD/AFP 4 min Travel Times



The next graphic shows the ERF for the city of Golden displaying responding manpower resources. An assumption is made based on AFPD input that Sta31, currently a Fairmount station, will eventually have an engine and an ambulance (with firefighting trained paramedics) in it. In addition, Golden staffing could increase by two should Arvada choose to put an AFPD ambulance in a Golden station.



Figure 33: AFD 8 min ERF (People on Scene)



Arvada Fire Protection District holds an ISO Class 1, the highest level rating that can be achieved. Golden currently holds an ISO Class 2. Under the Authority model, it would be anticipated that Golden would likely become a part of Arvada's ISO Class 1 rating. In addition, Arvada is internationally accredited through the Commission on Fire Accreditation International (CFAI), one of 301 internationally accredited agencies and one of 114 that are ISO 1 *and* internationally accredited. Golden is not an accredited agency. The Authority would have to seek accreditation as an Authority.

Figure 34: AFD Performance Capabilities Pros/Cons

PROS	CONS
Large initial response capabilities	Funding larger capabilities is a cost
Greater response depth	Decrease reliance on the volunteers
Enhanced fire-based EMS	Golden area only a part of total response considerations
Fire and EMS response performance monitoring/reporting	Funding larger capabilities has a cost
Enhanced training, enhanced response capabilities	
Golden citizens could see a slight reduction of insurance costs if an ISO could be achieved	
Enhanced resource capabilities through paid crews and crew continuity	

At the time of the authoring of this report, the Arvada Fire Protection District, and the Fairmount Fire Protection District (FFPD) have signed an IGA for AFD to provide services to the FFPD beginning in 2023 and an annexation into the AFD by 2025. This will have a direct impact on the bordering areas of the City of Golden as well as the Fairmount FPD Battalion Chief who is currently responding to assume command and control of incidents in the City of Golden. With this potential annexation, the Arvada Fire Protection District would grow by two stations, twenty-seven career members, forty volunteers, and an additional 18,000 population to protect. It is unknown at this time, how this annexation would affect the District's long-term service delivery model.

Finances

In an authority model, the Fire Authority Board of Directors would develop the budget and establish the funding requirements of each entity. It could be determined/negotiated if the capital assets, debt services, pensions, or other expenditures are maintained by the individual agencies (City of Golden or Arvada Fire Protection District) or transferred to the authority organization.

As mentioned in the Cost Allocation Models section, there are a number of factors and methodologies that could be considered in how to determine appropriate financing of the authority by both organizations. Another approach could include specific services only being offered to the City of Golden's coverage area and a cafeteria plan for finances be utilized and the City of Golden charged for those services.

AFPD's 2023 budget from their website, *excluding* capital and debt budgets, is calculated to be \$4,510,215 per station. This would include salary and benefits, staff essentials, (EMS supplies, gear etc.) emergency and non-emergency services, ongoing facility costs and an average percent by station for administration costs and maintenance services.

Using these numbers and projected property tax revenue from Figure 19, costs to Golden from a mill levy perspective, including a 4% annual inflation increase, translate to the following:

Figure 35: AFPD Projected Costs/Mill Levy Rates

	Budget 2024	Proj 2025	Proj 2026	Proj 2027	Proj 2028	Proj 2029
Current District mill levy	14.81	14.81	14.81	14.81	14.81	14.81
Station (x2) costs	9,381,247	9,756,496	10,146,756	10,552,626	10,974,732	11,413,721
Projected Golden Revenue per Mill	666,126	781,686	812,953	821,083	853,926	862,465
Mills required	14.08	12.48	12.48	12.85	12.85	13.23
Mills above existing FD mill levy calculation (7.31 mills)	6.77	5.17	5.17	5.54	5.54	5.92
Prop GFD budget (Future)	5,757,493	8,225,247	7,502,461	9,099,451	8,300,977	9,208,951
GFD Mill Levy required (Fig 19)	7.90	9.48	8.87	9.99	10.01	10.49
Mill Levy Difference	6.18	3.0	3.61	2.86	2.84	2.74

To understand the previous graphic, at the existing Golden mill levy rate, Golden residents would need to pay an additional 6.18 mills (2024 rate) above their existing Golden mill levy rate to match the 14.08 mills station costs assuming the city reduces their mill levy rate by the full equivalent of the fire department's mill levy rate.

The current Arvada FPD mill levy rate is 14.81 (for annexation) but it is important to consider the AFPD projected mill levy rate is for operational costs only including EMS ALS capabilities but does not include capital expenditures which would slightly increase the projected mill levy rate. Below is a more detailed breakdown of potential staffing costs that AFPD has provided.

Figure 36: 2023 AFPD Wages/Benefits

SALARY & BENEFITS ANNUALLY (2023 FIGURES)	
Firefighter	\$124,305 (Grade 4)
Firefighter/Paramedic	\$133,006 (Grade 4)
Engineer	\$137,878
Lieutenant	\$151,652
Captain	\$165,325
Battalion Chief	\$195,878

Based on the above, and using a 12% overage factor to account for leaves of absence (vacation, sick, etc.), here are the estimated annual personnel costs for various apparatus assuming one captain and two lieutenants when appropriate:

Figure 37: 2023 AFPD Costs per Apparatus

ANNUAL PERSONNEL COST PER APPARATUS	
Battalion Chief Unit	\$658,150
2-Person Medic Unit	\$864,564
4-Person ALS Engine/Truck	\$1,852,700

It is also possible that depending on their existing staff (surplus unknown), that additional staff may need to be hired for regularly scheduled time off.

Culture

Organizational culture refers to the shared values, beliefs, behaviors, and customs that characterize an organization. It is the set of informal rules and norms that guide the way people behave within an organization, and it reflects the organization's identity, personality, and sense of purpose. In a new authority model between GFD and AFPD, a new culture will be developed. The culture of both agencies would be used in the development of the new authority's culture. The organizational size and make-up difference will drive many of the cultural changes especially for the members of the GFD as the culture of the AFPD will likely shine through even with the best intent of both sides due to organizational size. The cultural components are the most difficult area to identify both qualitative and quantitative impact as each person/group will be impacted differently.

Figure 38: AFD Culture Pros/Cons

PROS	CONS
Opportunity to establish new culture	Loss of the combination model culture
Organizational inclusion (once combined)	Arvada's culture will likely overshadow Golden's culture due to organizational size
Allow for organizational growth and changes due to capabilities (larger organization)	Loss of local community participation (community volunteers)
	Loss of historical distinctions
	Loss of Golden's IAFF recognition
	"Us vs. Them" culture between differing departments staff

Staffing Impact

The authority model would have a significant staffing impact, at least initially. In conversations with Chief Piper of Arvada Fire Protection District, the staffing model of an authority or inclusion could be similar to what is currently proposed in their inclusion with Fairmount Fire Protection District. Preliminarily, in this model, all line members at and below the rank of captain were offered the ability to come to District in equal positions as they currently hold. The administrative staff at Golden may be offered equal pay (or higher) and equitable positions within the Arvada Fire Protection District organizational structure. While the Golden volunteer model may be brought over to Arvada, this program would likely be phased out over a pre-determined time.

Figure 39: AFD Staffing Impact Pros/Cons

PROS	CONS
All employees would likely keep equal salary/benefits (or higher)	Potential workplace reporting changes; potential for increased commute
Additional opportunities for future advancements	Loss of position for Golden Fire Chief, demotion to another position
Increased special staffing opportunities (overtime, special teams, promotions, special events, etc.)	Potential change in retirements systems, health care coverage, etc.
Maintenance of positions for all operational personnel, i.e. officers remain officers.	Volunteer opportunities phased out over time
Increased staffing reliability and depth	
Potential for increase in salary and/or benefits based upon AFD packages	

Governance

Arvada Fire Protection District (AFPD) is a special district, established in compliance with Title 32 of the Colorado Revised Statutes (CRS). The City of Golden is established in compliance with Title 31 of the CRS. The authority governance would include the development of a separate level authority and the development of a Board of Directors to ensure representation from both (all parties). The Board of Directors would be composed of elected or appointed officials from the City of Golden and the Board of the AFPD. The Authority Board would be responsible for appointing a Fire Chief to manage the day-to-day operations of the organization.

Figure 40: Golden/AFPD Governance Model

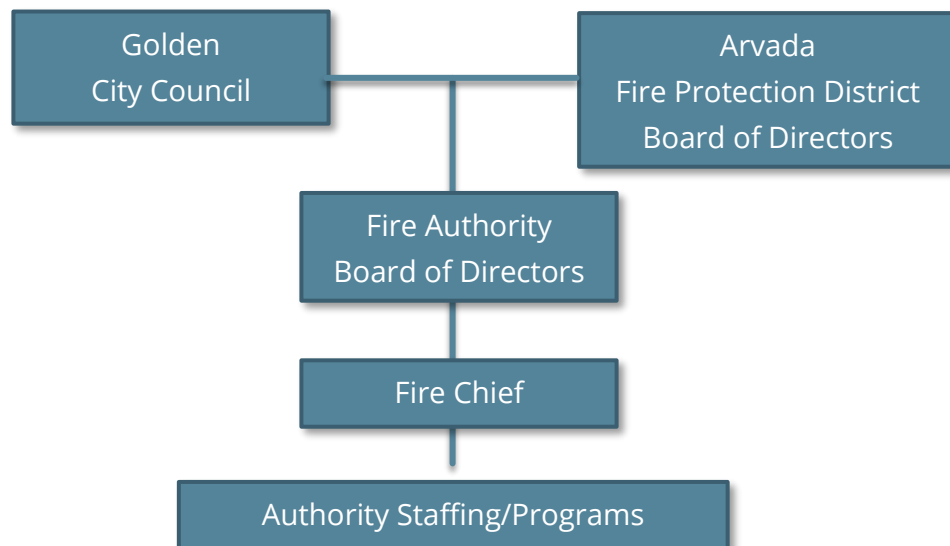


Figure 41: AFPD Governance Pros/Cons

PROS	CONS
Shared organizational responsibility/accountability	Lack of complete ownership
Diversity of governance thought	Decisions made not purely local
Outside perspectives	More distant accountability
Access benefits from a larger organization	Shared decision-making

Transition Complexity

With the authority model, there would be significant transition complexity as an entire new organization would be legally developed. Some of the complexities would be further developed based upon the level of service requested through the authority, such as if fire prevention is part of the authority or does the City of Golden retain code compliance inspections and plan review for fire suppression. Arvada Fire Protection District is currently transitioning with the Fairmount Fire Protection District to a temporary contractual model followed by anticipated annexation and identified that they would need to complete that process (est. 2025) before engaging in the process with Golden Fire Department.

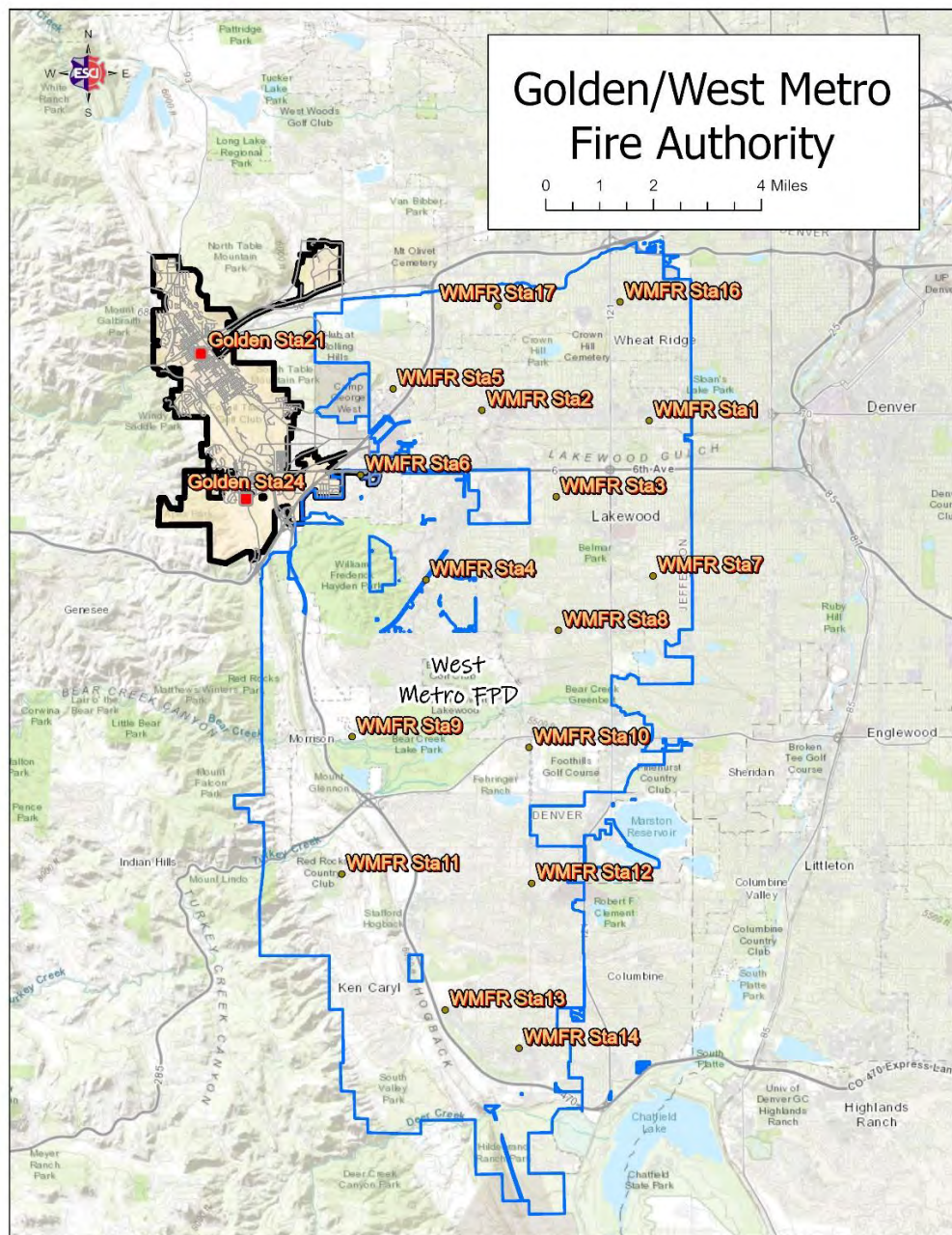
Figure 42: AFD Transition Complexity Pros/Cons

<u>PROS</u>	<u>CONS</u>
Complexity translates to improved levels of service to the city.	Legal requirements of new organization
Creates opportunities for reviews of services and strategies and efficiencies	Temporarily disrupts organizational stability
Potential to avoid ongoing model review	Requires negotiations of new organizational profile
Staff receives greater future stability	Would be delayed in starting authority discussions due to inclusion in progress with Fairmount Fire Protection District.

Authority – West Metro Fire Protection District

The following information regarding an authority model with the West Metro Fire Rescue is based on preliminary information provided by their fire chief. Being preliminary, any final determinations on any aspect of an authority agreement would still require greater research, negotiations, and governing body approvals.

Figure 43: Golden/West Metro Fire Authority⁴



⁴ WMFR Sta15 located south of map in Roxborough neighborhood of Douglas County

Description

West Metro Fire Rescue (WMFR) is a full service, all hazard fire and rescue agency, headquartered in Lakewood, Colorado. WMFR is a special district, established in compliance with Title 32 of the Colorado Revised Statutes (CRS). They cover more than 108 square miles in two Colorado counties and serve nearly 300,000 residents, with crews at 17 fire stations staffed 24/7.⁵

There are more than 409 full time firefighters and 48 administrative personnel that provide services to the District. In 2022, WMFR responded to more than 40,000 emergency incidents.

Administration

Oversight of the organization's administrative functions, to include finance, human resources, accreditation, elections, administrative assistance, etc.

Operations

On a daily basis, there is a minimum of 101 personnel on duty that staffs and operates the following apparatus:

- 15 Engine Companies
- 14 Medic Units (Ambulances)
- 3 Ladder/Tower Companies
- 2 Safety and Medical Officers
- 3 District Chiefs
- 1 Heavy Rescue
- 1 Bureau (Investigations) unit
- 1 Advanced Resource Medic (ARM)

In addition, the following apparatus are cross staffed from the 17 fire stations utilizing the crews on the staffed apparatus:

- 2 Hazardous Materials Apparatus
- 6 Brush Trucks
- 2 Brush Engines
- 1 Tactical Tender
- 1 Dive Unit
- 1 Swift Water Unit

⁵ West Metro Fire Website, N.D.

1 Rescue

In addition to the staffing capabilities of apparatus, the following items highlight the services offered by the WMFR Fire District as part of the all-hazards response model offered by the District.

EMS

- All WMFR ambulances (medic units) are staffed with trained and equipped firefighters to provide a rapid effective response force (ERF) response.
- ARM-1 advanced resource medic provides physician assistant/nurse practitioner-level care on scene to minimize emergency room trips and save the patient money. Tele-health is also offered.
- ALS on every first response vehicle ensures a rapid paramedic response and guarantees at least two paramedics on every scene. This is particularly helpful for critical patients who need rapid intervention and advanced care.

Hazardous Materials

WMFR staffs eleven hazardous material technicians on every shift. These personnel are assigned to one of West Metro's two hazmat stations (2 and 5) and staff both Hazmat 5 and the Adams/Jeffco Hazardous Materials Response Authority's Hazmat-1.

Wildland Firefighting

- WMFR is equipped with two Type 3 wildland engines, six Type-6 wildland brush trucks (plus one reserve), and a 2000-gallon tactical tender. These resources are located throughout the district with a concentration on the west side of the district.
- All of West Metro's line personnel are certified wildland firefighters through the NWCG (red-carded). Each receives annual refresher training and ongoing training specific to wildland firefighting.
- WMFR also has an 80-person wildland team. These personnel have advanced wildland firefighting certification (NWCG) and gain experience by deploying nationally.
- WMFR participates in IMT's both locally and at a national level.
- WMFR employs a full-time wildland coordinator (Captain) and a wildfire mitigation specialist. These employees are fully committed to wildland operations and mitigation and serve as consistent points-of-contact for the public regarding wildfire. The captain is a recipient of the NWCG's highest honor for excellence.

Technical Rescue

- WMFR staffs ten personnel at its technical rescue stations 24/7/365. This ensures an immediate response with technical rescue experts at all times.



- WMFR is equipped with a heavy rescue vehicle, a collapse rescue vehicle, and an off-road capable rescue vehicle which tows an off-road UTV. These resources provide the necessary equipment to mitigate all types of technical rescue incidents.

Water Rescue

- WMFR staffs fourteen personnel at its water rescue stations 24/7/365. This ensures an immediate, rapid response to swift water rescue and dive rescue incidents.
- WMFR deploys a fully capable underwater (dive) rescue team, one of three in the region along with Denver Fire and South Metro Fire Rescue.
- Water rescue equipment includes dive vehicles with two power boats, a dedicated swift water rescue vehicle, and all the necessary equipment to perform both surface and underwater rescue in all conditions.

Emergency Management

- The Special Operations Chief interfaces with all cities, townships, and counties in relation to emergency management mandates and organizational interfaces.
- Emergency operations plans are in place and coordinated with the various jurisdictions to ensure operational coordination.

Training

- WMFR operates a comprehensive training program headquartered out of its state-of-the-art training center. The center provides ample space and equipment for all necessary training and features class A and class B burn buildings, technical rescue props (including a climbing wall, confined/concealed, trench both static and live), fire sim-lab, and EMS sim labs.
- The training division is staffed with twelve personnel to ensure both initial and ongoing training for all personnel and serves as a collaborative blended academy for many agencies throughout the State of Colorado.
- The TC remains the host for metro, regional, national, and even international training opportunities including time with UL, ISFSI, FRSI, NFPA, IAFC, and IAFF.
- WMFR participates in the Colorado Metropolitan Certification Board and provides Pro-Board accredited national certification for all levels of firefighting and emergency response.

Safety

- WMFR has two dedicated Incident Safety Officers on duty 24/7/365.
- WMFR employs a full-time Health and Safety Officer (Captain) who oversees the organization's health and safety program.

- WMFR also maintains a robust employee wellness program that reduces injuries, lowers workers compensation insurance rates, and keeps firefighters available to respond to emergencies.

Fleet

WMFR has a dedicated fleet services division with highly experienced and certified emergency vehicle technicians working out of a well-equipped 8-bay maintenance facility. The division is staffed by eight full-time personnel and maintains 24/7/365 on-call services.

Investigations

WMFR employs dedicated fire/arson investigators to determine the cause of all fires. One dedicated investigator is on duty 24/7/365. Each of the investigators are POST-certified and deputized as Jefferson County Sheriff's Office investigators.

The team also features a trained detection K-9 – "ROTC".

Community Education / Communication

- WMFR employs both a full-time public information officer and a full-time community risk reduction specialist.
- WMFR has a highly visible presence on social media that includes nearly 19,000 Twitter followers.

Life Safety Division

- WMFR has a 16 member (10 uniform and 6 civilian) full time and robust life safety division that manages code enforcement, plan development, permit review, initial and remodel installation, certification and maintenance of detection, suppression, and life safety systems.
- The LSD interfaces with all building officials from surrounding cities, towns, and counties to ensure that the best interests of all are considered.
- All members are certified to their functional capacity through the International Code Council, the State of Colorado Division of Fire Prevention and Control, or both.

Performance Capabilities

A WMFR Fire Rescue/Golden Authority model would include enhanced response capabilities through the incorporation of West Metro's service delivery model. These capabilities include an immediate response to fire, EMS, hazardous materials, and technical rescue incidents, including multi-alarm response capabilities from within and through mutual/automatic aid. West Metro's proposed preliminarily the following response capabilities:

Figure 44: WMFR Golden Station Coverage

Station 21	Station 24	Station 6
Engine/Medic	Truck/Tower	Engine/(Medic)
5 Personnel	4 Personnel	5 Personnel
*A District (Battalion) Chief would also oversee operations, exact station unknown		

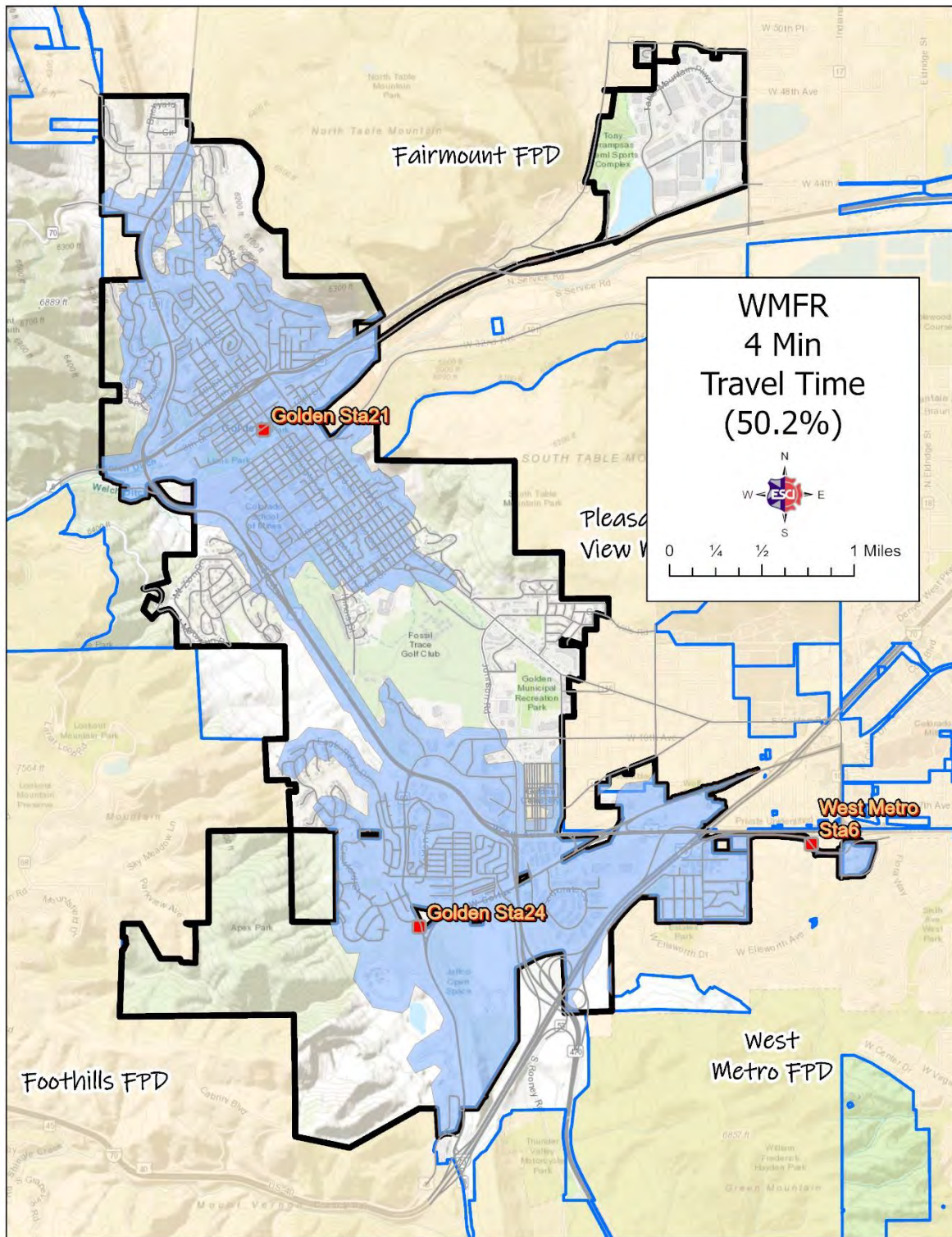
Through the proposed response, response reliability would be enhanced throughout the Golden area, through the ability to have the third staffed station as well as ability to conduct move-up operations from other WMFR Fire Stations

WMFR currently follow two nationally recognized measurements for performance standards, the NFPA 1710 response time standard and the effective response force standard (ERF) and the Commission on Fire Accreditation International baselines/benchmarks. The response standard under NFPA 1710 (which is the standard for career firefighters) identifies that for fire calls, fire departments should be on the scene within five minutes and twenty seconds of a call being dispatched and five minutes for an EMS call. The ERF standard identifies the time it takes for the complete response force to arrive on the scene, which is nine minutes and twenty seconds from dispatch. This complete response force is made up of units that simultaneously accomplish all tasks to be accomplished on a fire scene. These include extinguishment, ventilation, search and rescue, and command. Through the authority model, performance standards can be further developed and analyzed to provide a consistent level of service across the authority's service delivery area.

**WMFR Fire Rescue current performance metrics can be found on their website in their Data Transparency Portal.*

The next graphic shows the percentage (50.2%) of Golden within a 4 min travel time of a fire station including the existing WMFR Station 6. (Golden travel time was 47.1%.)

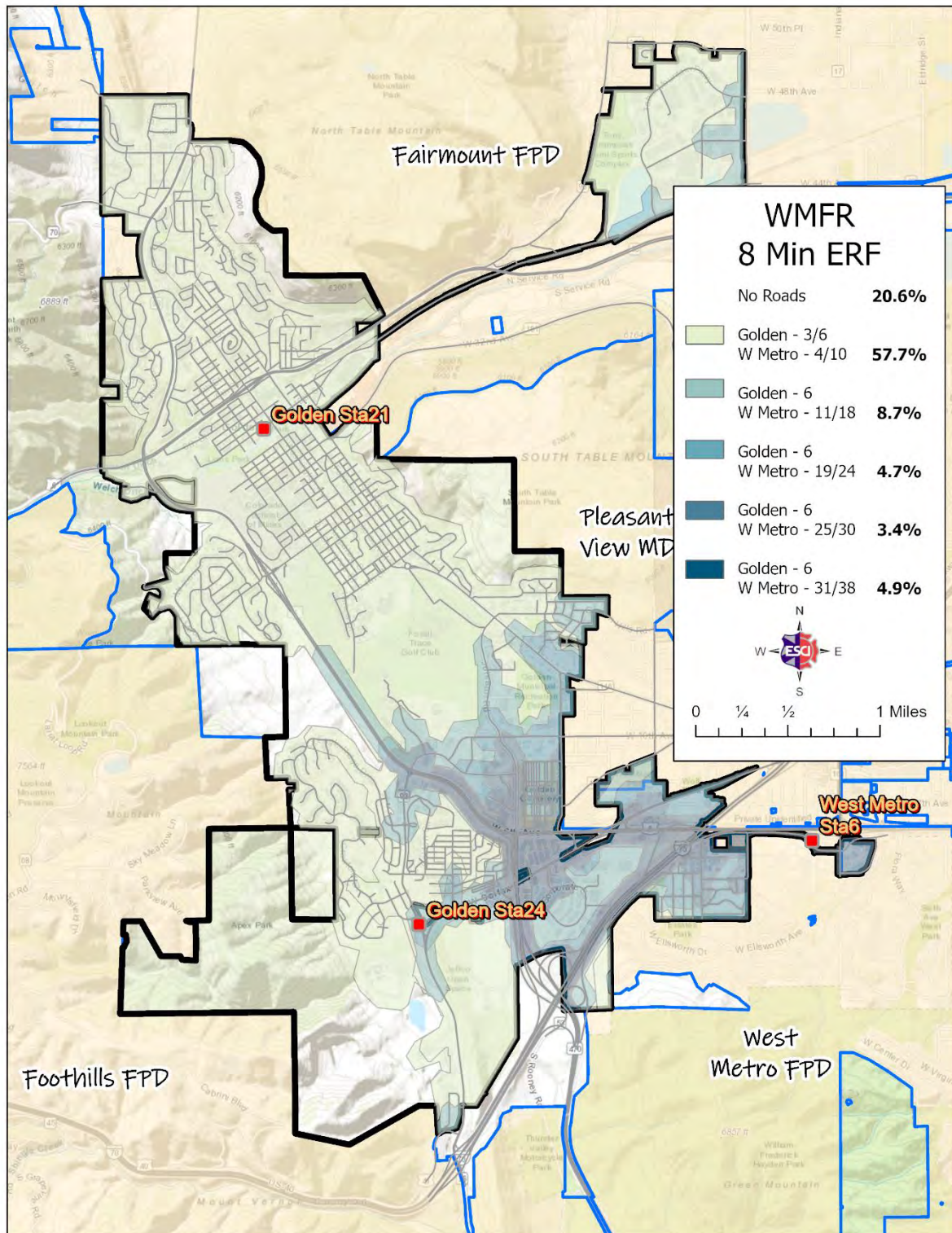
Figure 45: WMFR 4 min Travel Time



The next graphic shows the ERF for the city of Golden displaying responding manpower resources within the national standard of eight minutes. In addition, Golden ERF could increase by two or three should WMFR choose to put an ambulance and district chief in/near Golden stations.



Figure 46: WMFR 8 min ERF (People on Scene)



WMFR holds an ISO Class 1, the highest-level rating that can be achieved. Golden currently holds ISO Class 2. Under the Authority model, it would be anticipated that Golden may be able to achieve an ISO Class 1. In addition, WMFR is internationally accredited through the Commission on Fire Accreditation International (CFAI), one of 301 internationally accredited agencies and one of 114 that are ISO 1 and internationally accredited. Golden is not an accredited agency. The Authority would have to seek accreditation as an authority.

Figure 47: WMFR Performance Capabilities Pros/Cons

PROS	CONS
Large initial response capabilities	Funding larger capabilities is a cost
Greater response depth	Decrease reliance on the volunteers
Enhanced fire-based EMS	Golden area is a part of total response considerations
Fire and EMS response performance monitoring/reporting	
Enhanced training, enhanced response capabilities	
Greater organizational depth and professional development	
Known/Identified response personnel	
Federal Approved response capabilities (USAR, Wildland, Incident Management)	
Enhanced resource capabilities through paid crews and crew continuity	

Finances

In an authority model, the Fire Authority Board of Directors would develop the budget and establish the funding requirements of each entity. In the authority model, it could be determined if the capital assets, debt services, pensions, or other expenditures are maintained by the individual agencies (City of Golden or WMFR Fire Rescue).

As mentioned in the Cost Allocation Models section, there are a number of factors and methodologies that could be considered in how to determine appropriate financing of the authority by both organizations. Another approach could include specific services only being offered to the City of Golden's coverage area and a cafeteria plan for finances be utilized and the City of Golden charged for those services.

WMFR 2023 budget *excluding* capital and debt budgets, and USAR funding is calculated to be \$5,745,054 per station. This would include salary and benefits, staff essentials, (EMS

supplies, gear etc.) ongoing facility costs and an average percentage by station for administration costs and maintenance services.

Using these numbers and projected property tax revenue from Figure 17, costs to Golden from a mill levy perspective, including a 4% annual inflation increase, translate to the following:

Figure 48: WMFR Projected Mill Levy

	<u>2024</u>	<u>2025</u>	<u>2026</u>	<u>2027</u>	<u>2028</u>	<u>2029</u>
Current District mill levy	12.753	12.753	12.753	12.753	12.753	12.753
Station (x2) costs	11,490,109	11,949,713	12,427,701	12,924,810	13,441,802	13,979,474
Projected Golden Revenue per Mill	666,126	781,686	812,953	821,083	853,926	862,465
Mills required	17.25	15.29	15.29	15.74	15.74	16.21
Mills above existing FD mill levy calculation (7.31 mills)	9.94	7.98	7.98	8.43	8.43	8.90
Prop GFD budget (Future)	5,757,493	8,225,247	7,502,461	9,099,451	8,300,977	9,208,951
Mill required (Fig 19)	7.90	9.48	8.87	9.99	10.01	10.49
Mill Levy Difference	9.35	5.81	6.42	5.75	5.73	5.72

There would be less cost to Golden residents by annexing into the WMFR then by creating an authority should equal station costs be assigned to Golden.

The current WMFR mill levy rate is 12.753 (for annexation) but it's important to consider the WMFR projected mill levy rate is for operational costs only including EMS ALS capabilities, but does not include capital expenditures which would slightly increase the projected mill levy rate. Below is a more detailed breakdown of potential staffing costs that WMFR has provided.

Figure 49:2023 WMFR Wages/Benefits

SALARY & BENEFITS ANNUALLY (2023 FIGURES)	
Firefighter	\$137,867
Firefighter/Paramedic	\$148,896
Engineer	\$153,032
Lieutenant	\$168,198
Captain	\$183,363
Assistant Chief	\$256,038

The estimated annual personnel costs for various apparatus assuming one captain and two lieutenants when appropriate:

Figure 50: 2023 WMFR Costs per Apparatus

ANNUAL PERSONNEL COST PER APPARATUS	
District Chief Unit	\$944,780
2-Person Medic Unit	\$1,098,852
3-Person ALS Engine	\$1,753,418
4-Person ALS Engine/Truck	\$2,262,147

Culture

Organizational culture refers to the shared values, beliefs, behaviors, and customs that characterize an organization. It is the set of informal rules and norms that guide the way people behave within an organization, and it reflects the organization's identity, personality, and sense of purpose. In a new authority model between Golden Fire Department and WMFR Fire Rescue, a new culture will be developed. The culture of both agencies must be used in the development of the new authority's culture. In the context of the authority between WMFR and the Golden Fire department, the organizational size and make-up difference will drive significant cultural changes; especially for the members of the Golden Fire Department as the culture of WMFR will likely shine through even with the best intent of both sides due to organizational size. The cultural components are the most difficult area to identify a qualitative impact as each person/group will be impacted differently.

Figure 51: WMFR Culture Pros/Cons

PROS	CONS
Opportunity to establish new culture. (History of successful consolidations with necessary cultural adjustments.)	Loss of the combination model culture
Organizational inclusion (once combined)	WMFR's culture will likely overshadow Golden's culture due to organizational size
Allow for organizational growth and changes due to capabilities (larger organization)	Loss of local community participation (community volunteers)
	Loss of historical distinctions
	"Us vs. Them" culture between differing departments staff

Staffing Impact

An authority model would have a significant staffing impact, at least initially. In conversations with Chief Lombardi of West Metro, the staffing model of an authority or inclusion would be similar to what was used in their somewhat recent consolidation with Wheat Ridge Fire Protection District. In this model, all line members would be offered the ability to come to WMFR as an employee, with a shortened transitional fire academy to ensure operational collaboration. Officers would not remain officers but would be eligible for promotion within the WMFR system based upon their previous Golden Fire Department time. The administrative staff at Golden would be offered equal pay (or higher) and equitable positions within the WMFR organizational structure. While the Golden volunteer model would be brought over to West Metro, this program would likely develop a new character outside of emergency response and likely be phased out over a pre-determined time.

Figure 52: WMFR Staff Impact Pros/Cons

PROS	CONS
All employees keep equal salary/benefits (or higher)	Demotion of personnel from Golden into West Metro
Additional opportunities for future advancements	Modified academy for Golden personnel
Increased special staffing opportunities (overtime, special teams, promotions, special events, etc.)	Loss of position for Golden Fire Chief, demotion to another position
Increased staffing reliability and depth	Potential workplace reporting changes; Volunteer opportunities phased out over time

Governance

WMFR Fire Rescue (WMFR) is a special district, established in compliance with Title 32 of the Colorado Revised Statutes (CRS). The Board of Directors appoint a Fire Chief to manage the day-to-day operations of the District. The authority governance would include the development of a separate level authority and the development of a Board of Directors to ensure representation from both (all) parties). The Board of Directors would be composed of elected or appointed officials from the City of Golden and the Board of the WMFR. The Authority Board would be responsible for appointing a Fire Chief to manage the day-to-day operations of the Authority.

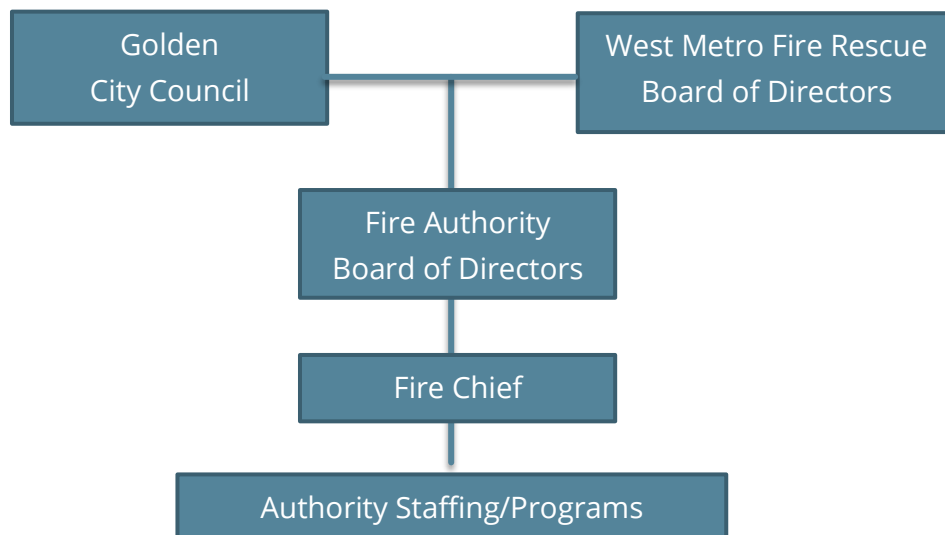
Figure 53: Golden/WMFR Authority Governance Model

Figure 54: WMFR Governance Pros/Cons

PROS	CONS
Shared organizational responsibility/accountability	Lack of complete ownership
Diversity of governance thought	Decisions made not purely local
Outside perspectives	More distant accountability
Access benefits from a larger organization	Shared decision-making
	More expensive than annexation

Transition Complexity

With the authority model, there would be significant transition complexity as an entire new organization would be legally developed. Some of the complexities would be further developed based upon the level of service requested through the authority, such as if fire prevention is part of the authority or does the City of Golden retain code compliance inspections and plan review for fire suppression. The WMFR anticipates that with their current organizational model, this transition could happen relatively quickly.

Figure 55: WMFR Transition Complexity Pros/Cons

PROS	CONS
Complexity translates to improved levels of service to the city.	Legal requirements of new organization
Creates opportunities for reviews of services and strategies and efficiencies	Requires negotiations of new organizational profile
Potential to avoid ongoing model review	Temporarily disrupts organizational stability
Staff receives greater future stability	
Could occur relatively quickly	

Options Summary

Figure 56: Options Comparisons Graphic

	Golden FD	Arvada FPD Authority	West Metro Authority
Services	Fire/Fire Prev	Fire/EMS/Fire Prev	Fire/EMS/Fire Prev
Current Mill Levy	12.34 ⁶	14.81	12.753
Daily Staffing	6 ⁷	46	101
Personnel per Station	3	4-7	4-7
EMS (ALS/Firefighters)	No	Yes	Yes
Per Station Costs (2023)	\$2,496,717	\$4,510,215	\$5,745,054
Per Station Costs (2029)	\$4,259,476	\$5,487,366	\$6,989,737
2023-2029 Mill Levy Change Req (from 2023 7.31 mills)	3.18 mills	5.92 mills	8.90 mills
4 min Resp Time Pct	47.1%	50.6%	50.2%
8 min ERF Staffing			
- 0-3 personnel	30.9%	0%	0%
- 6-10 personnel	47.7%	54.9%	57.7%
- 11-18 personnel	0.0%	12.8%	8.7%
- 19-24 personnel	0.0%	9.9%	4.7%
- 25-30 personnel	0.0%	2.9%	3.4%
- 31-38 personnel	0.0%	0.0%	4.9%

SECTION IV – Decision Analysis Matrix

The Decision Analysis Matrix is a method of assisting with decision-making. In this model, options are presented in a table format with rows being facts-to-consider and columns

⁶ Golden mill levy is for entire city

⁷ Includes one volunteer firefighter

being the grade of those facts. At the end of each row (fact-to-consider), scores are tallied with optional weights to each fact being applied. Below is an example with three facts to evaluate and five possible scores.

Figure 57 : Decision Analysis Matrix Example

	Weight	Very unfavorable	Slightly unfavorable	Neutral	Slightly favorable	Very favorable	Fact Score	Weighted Score
Fact 1								
Fact 2								
Fact 3								

For this project there are six facts to be considered:

- 1) Performance Capabilities
- 2) Finances
- 3) Staffing Impact
- 4) Culture
- 5) Governance
- 6) Transition Complexity

For each of these facts, there are five possible scores:

- 1) Very unfavorable
- 2) Slightly unfavorable
- 3) Neutral
- 4) Slightly favorable
- 5) Very favorable

A weighting column is added that allows a greater emphasis to be placed on the score of a particular fact relative to the others. For example, five facts to be evaluated equally would receive weights of 20% each ($20\% + 20\% + 20\% + 20\% + 20\% = 100\%$). One fact that outweighs equally weighted other facts may look like 40% for the strong fact and 15% for the other four facts. ($40\% + 15\% + 15\% + 15\% + 15\% = 100\%$). The weighted score is the fact score multiplied by the weight.

Weighting was set by the project managers and Council subcommittee prior to reviewing the report and prior to any scoring. Weights were assigned to equitably value the competing priorities and address areas of potential overlap.

PERFORMANCE CAPABILITIES**Score****Golden FD:**

Arvada FPD:

West Metro FPD:

DESCRIPTION:

ERF - Response times/Responding Resources

EMS - ALS 1st responder

FF/Para - Firefighter paramedics

Insp - Building Inspections

PubEd - Public Education functions

Health/Fitness - Fitness Standards

Aid - Automatic/Mutual Aid plans

Sustainability - Long-term Model

ISO Score

LEAST FAVORABLE (1 pt)

- Significantly smaller ERF
- Volunteers no longer needed
- Staffed stations reduced
- No first responders to EMS
- No paramedics on response force
- Response model cannot be changed
- Response times significantly increase
- Training quality decreases significantly
- Public education decreases significantly
- Fire Prevention efforts decrease significantly
- ISO rating is significantly raised by 2 or more points (unfavorable decrease)

SLIGHTLY LESS FAVORABLE (2 pts)

- Slightly smaller ERF
- Volunteers provide non-firefighting support
- Same number of stations/reduced staffing
- First responders have no EMS credentials
- Paramedics but no FF/PM on response force
- Difficult to change response model
- Response times have slight increase
- Training, Public Education, and Fire Prevention efforts quality decrease slightly
- ISO rating is raised by 0-1 points (unfavorable decrease)

NEUTRAL (3 pts)

- No ERF change
- Volunteers supplement regular duty crews
- Staffed stations unchanged
- First responders have EMT credentials
- Paramedics have firefighter training
- Response model can be changed with significant notice
- Response times unchanged
- Training quality remains unchanged
- Public education remains unchanged
- Fire Prevention efforts remain unchanged
- ISO rating remains the same

SLIGHTLY MORE FAVORABLE (4 pts)

- Slight increase in ERF
- Volunteers respond from home
- Same number of stations/increased staffing
- First responders have ALS credential/no equip
- Contractual paramedics are firefighters
- Response model can be changed with community approval

- Response times have slight decrease
- Training quality increases slightly
- Public education increases slightly
- Fire Prevention efforts increase slightly
- ISO rating is lowered by 0-1 points (favorable increase)

MOST FAVORABLE (5 pts)

- Significant increase in ERF
- Volunteers help with minimum staffing
- Additional staffed stations in Golden
- First responders have ALS credentials and equip
- Dept firefighters are trained as paramedics
- Easy to change response model
- Response times have significant decrease
- Training quality increases significantly
- Public education increases significantly
- Fire Prevention efforts increase significantly
- ISO rating is significantly lowered by 2 or more points (favorable increase)

FINANCES**Score****Golden FD:**

Arvada FPD:

West Metro FPD:

DESCRIPTION:

Cost - Increased cost to residents

Tax Levy - Raise/Lower the tax levy

Added costs - User fees on top of levy?

EMS Billing - Are EMS patients billed for service

Capital - Capital Needs

LEAST FAVORABLE (1 pt)

- Significant increased expenditure to city
- Requires a significant increase in tax levy
- There are significant costs for service usage above tax levy
- All EMS patients are billed for services
- Significant capital expenditures required

- Some additional fees exist for services
- No change in capital expenditures

SLIGHTLY MORE FAVORABLE (4 pts)

- Slight savings to Golden
- Allows a savings but no reduction in tax levy
- Patient portion of EMS billing for non-residents
- Slightly reduced capital expenditures

SLIGHTLY LESS FAVORABLE (2 pts)

- Slight increased expenditure to Golden
- Calls for increased spending but no increase in tax levy
- Slight increase in capital expenditures

MOST FAVORABLE (5 pts)

- Significant savings to Golden
- Allows significant reduction in tax levy
- There are no additional costs to service usage
- There is no patient portion of EMS billing for Golden residents
- Significantly reduced capital expenditures

NEUTRAL (3 pts)

- No change in service costs
- Cost comparisons are equal



STAFFING IMPACT**Score****Golden FD:**

Arvada FPD:

West Metro FPD:

DESCRIPTION:

Admin - Admin staff retained

Career Firefighters retained

Paid-On-Call Firefighters - retained

Retired Firefighters - current benefits remain

Career Development - opportunities for professional development

LEAST FAVORABLE (1 pt)

- GFD employees laid off
- Volunteers no longer needed
- Retirement system/benefits lost
- Salary/benefits significantly reduced
- No career development opportunities

SLIGHTLY LESS FAVORABLE (2 pts)

- Additional GFD staff required
- Volunteers provide non-firefighting support
- Retirement system changes
- Salary/benefits slightly reduced
- Reduced career development opportunities

NEUTRAL (3 pts)

- Some GFD employees retained, some laid off
- Volunteers respond from home
- Career development opportunities unchanged

SLIGHTLY MORE FAVORABLE (4 pts)

- All GFD employees retained
- Volunteers help with minimum staffing
- Retirement benefits slightly improved
- Salary/benefits slightly improved
- Slightly improved career development opportunity

MOST FAVORABLE (5 pts)

- GFD employees changed/no change in organization
- Volunteers supplement regular duty crews
- Retirement benefits significantly improved

(MOST FAVORABLE (5 pts – continued))

- Salary/benefits significantly improved
- Significantly improved career development opportunities

CULTURE**Score****Golden FD:**

Arvada FPD:

West Metro FPD:

DESCRIPTION:

Cost - Increased cost to residents

Tax Levy - Raise/Lower the tax levy

Added costs - User fees on top of levy?

EMS Billing - Are EMS patients billed for service

Capital - Capital Needs

LEAST FAVORABLE (1 pt)

- Completely new fire department culture
- GFD traditions completely lost
- No FD participation in community events
- Significantly reduced training
- Organizational composition negatively viewed

SLIGHTLY LESS FAVORABLE (2 pts)

- Significant culture change
- Most traditions lost
- Little FD participation in community events
- Reduced training qty/quality
- Organizational composition mostly negative

NEUTRAL (3 pts)

- Some traditions retained/some new traditions develop
- Training qty/quality unchanged

- Organizational composition is of mixed opinion

SLIGHTLY MORE FAVORABLE (4 pts)

- Little culture change
- New traditions will develop
- Good FD participation in community events
- Training qty/quality slightly improved
- Organizational composition slightly favorable

MOST FAVORABLE (5 pts)

- Existing culture unchanged
- GFD Traditions completely maintained
- Significant FD participation in community events
- Training qty/quality significantly improved
- Organizational composition highly favorable



GOVERNANCE

Score

Golden FD:

Arvada FPD:

West Metro FPD:

DESCRIPTION:

Oversight - Standards of Cover (SOC) authority

Oversight - Finances

Board - Membership on governing body

Board - Membership selection

Model - Form of governance model

Fire Chief - Selection of fire chief

Communications - Reg communication between elected officials and administration

LEAST FAVORABLE (1 pt)

- No input on SOC
- No input on finances
- No participation in governance
- No input to governance selection
- Model change requires elected official vote w/30-day notice
- No input to fire chief selection

SLIGHTLY LESS FAVORABLE (2 pts)

- Minority input on SOC
- Minority input on finances of services
- Minority membership in governance
- Provides input on membership selection
- Model change requires elected official vote w/3-month notice
- Golden provides input in fire chief selection

NEUTRAL (3 pts)

- Equally shared input on SOC
- Equally shared input on finances
- Equal governance membership
- Equal membership selection vote
- Model change requires elected official vote w/6-month notice
- Golden participates in fire chief selection

SLIGHTLY MORE FAVORABLE (4 pts)

- Majority input on SOC
- Majority input on finances
- City-favored governance membership
- City nominates leaders
- Model change requires elected official vote w/1 yr notice
- Golden steers fire chief selection

MOST FAVORABLE (5 pts)

- Defines SOC

- Sole approval of finances
- Complete city governance
- City selects government leaders
- Model change requires citizen approval via vote
- Golden selects fire chief

DRAFT

TRANSITION COMPLEXITY**Score****Golden FD:**

Arvada FPD:

West Metro FPD:

DESCRIPTION:

Steps - number of tasks to be accomplished

Transition Speed - pace at which any transition can occur

Approvals - electors or Board approval

Staff time - time allocated to transition

LEAST FAVORABLE (1 pt)

- Extensive and long transition required
- 2 years or longer
- Multiple people dedicated for extended period of time

- 12 - 18 months
- Process has citizen advisory input
- One person dedicated for extended period

SLIGHTLY LESS FAVORABLE (2 pts)

- Extensive but short transition period
- 18 -24 months
- Process has required citizen approval
- Multiple people dedicated for short period of time

SLIGHTLY MORE FAVORABLE (4 pts)

- Quick and minimal transition required
- 6 - 12 months
- No citizen participation required
- One person for short amount of time

NEUTRAL (3 pts)

- Short but some transition complexity

MOST FAVORABLE (5 pts)

- No transition required
- Elected officials decision-making
- Optional organizational review

GOLDEN FD DECISION MATRIX

Factors to Consider	Weight	Golden FD	Arvada FPD	West Metro FPD	Score	Weighted Score
Performance Capabilities						
Finances						
Staffing Impact						
Culture						
Governance						
Transition Complexity						
TOTAL						

Appendices

Appendix 'A' - Table of Figures

Figure 1: Project Study Area	5
Figure 2: Golden FD Organization Chart.....	6
Figure 3: 2018-2022 Incident Count.....	7
Figure 4: 2022 Emergency Response Performance (90th Percentile)	8
Figure 5: GFD Past Finances (2018-2023)	9
Figure 6: GFD Budget as Percentage of General Fund	10
Figure 7: GFD General Fund Budget as Percentage of Mill Levy	12
Figure 8: GFD Total Budget as Percentage of Mill Levy	13
Figure 9: Cost Allocation Summary	18
Figure 10: Weighted Cost Allocation Summary.....	18
Figure 11: Studies Departments Profiles	25
Figure 12: GFD 4 Minute Travel Time.....	29
Figure 13: 8 min GFD ERF (People on Scene)	31
Figure 14: GFD Performance Capabilities Pros/Cons	32
Figure 15: 2024-2029 Projected Property Tax Revenue and Millage Dollars.....	33
Figure 16: GFD Projected Budget 2024-2029	34
Figure 17: Golden General Fund Status 2024-2029.....	35
Figure 18: Total Mill Levy Need.....	35
Figure 19: GFD Budget Mill Levy Required	36
Figure 20: GFD Per Station Costs.....	36
Figure 21: Dollar Amt of Revenue per one mill of Property Tax.....	37
Figure 22: GFD Projected Sales/Use Tax Increase.....	38
Figure 23: Retirement Systems Comparisons	40
Figure 24: GFD Finances Pros/Cons	42
Figure 25: GFD Culture Pros/Cons.....	43
Figure 26: GFD Staffing Impact Pros/Cons	43
Figure 27: GFD Governance Structure	44
Figure 28: GFD Governance Pros/Cons	44
Figure 29: GFD Transition Complexity Pros/Cons.....	45
Figure 30: Golden/Arvada Fire Authority	47
Figure 31: AFRPD Proposed Golden Staffing	50
Figure 32: GFD/AFRPD 4 min Travel Times	51
Figure 33: AFRPD 8 min ERF (People on Scene).....	53
Figure 34: AFRPD Performance Capabilities Pros/Cons	54

Figure 35: AFD Projected Costs/Mill Levy Rates.....	56
Figure 36: 2023 AFD Wages/Benefits.....	57
Figure 37: 2023 AFD Costs per Apparatus.....	57
Figure 38: AFD Culture Pros/Cons.....	58
Figure 39: AFD Staffing Impact Pros/Cons.....	58
Figure 40: Golden/AFD Governance Model.....	59
Figure 41: AFD Governance Pros/Cons.....	59
Figure 42: AFD Transition Complexity Pros/Cons.....	60
Figure 43: Golden/West Metro Fire Authority.....	61
Figure 44: WMFR Golden Station Coverage.....	66
Figure 45: WMFR 4 min Travel Time.....	67
Figure 46: WMFR 8 min ERF (People on Scene).....	69
Figure 47: WMFR Performance Capabilities Pros/Cons.....	70
Figure 48: WMFR Projected Mill Levy.....	71
Figure 49: 2023 WMFR Wages/Benefits.....	72
Figure 50: 2023 WMFR Costs per Apparatus.....	72
Figure 51: WMFR Culture Pros/Cons.....	73
Figure 52: WMFR Staff Impact Pros/Cons.....	74
Figure 53: Golden/WMFR Authority Governance Model.....	74
Figure 54: WMFR Governance Pros/Cons.....	75
Figure 55: WMFR Transition Complexity Pros/Cons.....	75
Figure 56: Options Comparisons Graphic.....	76
Figure 57 : Decision Analysis Matrix Example.....	77
Figure 58: Cost Allocation by Area.....	97
Figure 59: Cost Allocation by Assessed Value.....	98
Figure 60: Cost Allocation by Engines/Staff (Example).....	99
Figure 61: Cost Allocation by Service Demand.....	100
Figure 62: Cost Allocation by Population.....	102
Figure 63: Out of Jurisdiction Incident Management.....	136

Appendix 'B' - Colorado State Statutes

Authority Establishment

Universal Citation: [CO Code § 29-1-203.5 \(2021\)](#)

1.
 - a. Any combination of counties, municipalities, special districts, or other political subdivisions of this state that are each authorized to own, operate, finance, or otherwise provide public improvements, functions, services, or facilities may enter into a contract under section 29-1-203 to establish a separate legal entity to provide any such public improvements, functions, services, or facilities. Any separate legal entity established is a political subdivision and public corporation of the state and is separate from the parties to the contract if the contract or an amendment to the contract states that the entity is formed in conformity with the provisions of this section and that the provisions of this section apply to the entity.
 - b. A contract establishing a separate legal entity described in paragraph (a) of this subsection (1) must specify:
 - I. The name and purpose of the entity and the functions or services to be provided by the entity.
 - II. The establishment and organization of a governing body of the entity, which must be a board of directors in which all legislative power of the entity is vested, including:
 - A. The number of directors, their manner of appointment, their terms of office, their compensation, if any, and the procedure for filling vacancies on the board;
 - B. The officers of the entity, the manner of their selection, and their duties;
 - C. The voting requirements for action by the board; except that, unless specifically provided otherwise, a majority of directors constitutes a quorum, and a majority of the quorum is necessary for any action taken by the board.
2.
 - a. Except as otherwise provided in paragraph (b) of this subsection (2), a separate legal entity established by contract pursuant to section 29-1-203 may, to the extent provided by the contract or an amendment to the contract and deemed by the contracting parties to be necessary or convenient to allow the entity to achieve its purposes, exercise any general power of a special district specified in part 10 of article 1 of title 32, C.R.S., so long as each of the parties to the contract may lawfully exercise the power.

- b. A separate legal entity established by a contract pursuant to section 29-1-203 that specifies that the provisions of this section apply to the entity may not levy a tax or exercise the power of eminent domain.
 - c. A separate legal entity established by contract pursuant to section 29-1-203 shall file a copy of the contract and any amendments to the contract with the division of local government in the department of local affairs and the division shall retain the contract and amendments as a public record.
- 3. In addition to any other powers set forth in a contract entered into pursuant to section 29-1-203 that establishes a separate legal entity and specifies that the provisions of this section apply to the entity, such an entity has the following powers:
 - a. To issue bonds, notes, or other financial obligations payable solely from revenue derived from one or more of the functions, services, systems, or facilities of the separate legal entity, from money received under contracts entered into by the separate legal entity, or from other available money of the separate legal entity. The terms, conditions, and details of bonds, notes, or other financial obligations, including related procedures and refunding conditions, must be set forth in the resolution of the separate legal entity authorizing the bonds, notes, or other financial obligations and must, to the extent practical, be substantially the same as those provided in part 4 of article 35 of title 31, C.R.S., relating to water and sewer revenue bonds; except that the purposes for which the same may be issued are not limited to the financing of water or sewerage facilities. Bonds, notes, or other financial obligations issued under this paragraph (a) are not an indebtedness of the separate legal entity or the cooperating or contracting parties within the meaning of any provision or limitation specified in the state constitution or law. Each bond, note, or other financial obligation issued under this paragraph (a) must recite in substance that it is payable solely from the revenues and other available funds of the separate legal entity pledged for the payment thereof and that it is not a debt of the separate legal entity or the cooperating or contracting parties within the meaning of any provision or limitation specified in the state constitution or law. Notwithstanding anything in this paragraph (a) to the contrary, bonds, notes, and other obligations may be issued to mature at such times not beyond forty years from their respective issue dates, shall bear interest at such rates, and shall be sold at, above, or below the principal amount thereof, at a public or private sale, all as determined by the board of directors of the separate legal entity. Interest on any bond, note, or other financial obligation issued under this paragraph (a) hereof is exempt from taxation except as otherwise may be provided by law. The resolution, trust indenture, or other security agreement under which bonds, notes, or other financial obligations are issued is a contract with the holders thereof and may contain such provisions as the board of

directors of the separate legal entity determine to be appropriate and necessary in connection with the issuance thereof and to provide security for the payment thereof, including, without limitation, any mortgage or other security interest in revenue, money, rights, or property of the separate legal entity.

- b. To acquire, lease, and sell property.
- c.
 - I. To establish special or local improvement districts within the boundaries of and with the consent of any of the counties, municipalities, special districts, or other political subdivisions that contract to establish the separate legal entity and levy special assessments on property specially benefited by improvements, functions, services or facilities, including forest health projects, as defined in section 37-95-103 (4.9), that the separate legal entity is authorized to provide. (c) (I) To establish special or local improvement districts within the boundaries of and with the consent of any of the counties, municipalities, special districts, or other political subdivisions that contract to establish the separate legal entity and levy special assessments on property specially benefited by improvements, functions, services or facilities, including forest health projects, as defined in section 37-95-103 (4.9), that the separate legal entity is authorized to provide.
 - II. The name of a special or local improvement district must include the name of the separate legal entity that established it.
 - III. Assessments must be levied on a frontage, area, zone, or other equitable basis and only:
 - A. With the written consent of all of the owners of the property to be assessed; or
 - B. Upon approval of a majority of the eligible electors of the district within the special or local improvement district voting thereon.
 - IV. The method of creating a special or local improvement district, undertaking the improvements, functions, services, or facilities specified for the improvement district, and levying and collecting assessments for the costs of such undertaking specified for the improvement district shall be, as provided in part 5 of article 25 of title 31 for a special improvement district and as provided in part 6 of article 20 of title 30 for a local improvement district, subject to the following:
 - A. The separate legal entity shall have all the rights, powers, and duties of a municipality and its governing body as set forth in parts 5 and 11 of article 25 of title 31 or of a county and its

board of county commissioners as set forth in part 6 of article 20 of title 30;

- B. The board of directors of the separate legal entity constitutes the governing body and board of the improvement district;
 - C. The board of directors shall appoint officers who shall perform the duties of the officers as set forth in part 5 of article 25 of title 31 or part 6 of article 20 of title 30, as applicable; and
 - D. All actions taken by the board of directors pursuant to the provisions of part 5 of article 25 of title 31 shall be by resolution, notwithstanding any reference in said part 5 to action by ordinance. (3.5) A separate legal entity established by contract pursuant to section 29-1-203 that has issued bonds, notes, or other financial obligations as authorized by paragraph
 - a. of subsection (3) of this section is subject to the "Public Securities Information Reporting Act", article 58 of title 11, C.R.S., and shall file an annual information report, to the extent practical, in the manner specified in section 11-58-105, C.R.S.
4. A contract entered into pursuant to section 29-1-203 that establishes a separate legal entity and specifies that the provisions of this section apply to the entity shall provide that, upon dissolution of the separate legal entity, all of its property is transferred to, or at the direction of, one or more of the contracting political subdivisions.

Annexation/Inclusion (Title 32-1-401/2)

(2) (a) In addition to the procedure specified in subsection (1) of this section, the boundaries of a special district may be altered by the inclusion of additional real property by:

(I) Not less than twenty percent or two hundred, whichever number is smaller, of the taxpaying electors of an area which contains twenty-five thousand or more square feet of land filing a petition with the board in writing requesting that such area be included within the special district; but no single tract or parcel of property constituting more than fifty percent of the total area to be included may be included in any special district without the consent of the owner thereof; the petition shall set forth a legal and a general description of the area to be included and shall be acknowledged in the same manner as required for conveyance of land; or

- (II) The board adopting a resolution proposing the inclusion of a specifically described area; but no single tract or parcel of property constituting more than fifty percent of the total area to be included may be included in any special district without the consent of the owner thereof.
- (b) The board shall hear the petition or resolution at a public meeting after publication of notice of the filing of such petition or adoption of such resolution, the place, time, and date of such meeting, the names and addresses of the petitioners, if applicable, the description of the area proposed for inclusion, and notice that all persons interested and a municipality or county which may be able to provide service to the real property therein described shall appear at the time and place stated and show cause in writing why the petition should not be granted or the resolution not finally adopted. The board may continue such hearing to a subsequent meeting. There shall be no withdrawal from a petition after publication of notice by the board without the consent of the board. The failure of any person in the existing special district to file a written objection shall be taken as an assent on his part to the inclusion of the area described in the notice.
- (c) The board shall grant or deny the petition or finally adopt the resolution, in whole or in part, with or without conditions, and the action of the board shall be final and conclusive, except as provided in paragraph (d) of this subsection (2). If a municipality or county has filed a written objection to such inclusion, the board shall not grant the petition as to any of the real property to which adequate service is, or will be, available from such municipality or county within a reasonable time and on a comparable basis.
- (d) If the petition is granted or the resolution finally adopted, the board shall make an order to that effect and file the same with the clerk of the court. A municipality or county which has filed a written objection to the inclusion and which can provide adequate service to the real property described in the petition within a reasonable time and on a comparable basis may bring an action in the court, commenced within thirty days after entry of the order of the board, to determine whether the action of the board granting the inclusion was arbitrary, capricious, or unreasonable. The court shall direct that the question of inclusion of the area within the special district be submitted to the eligible electors of the area to be included and shall order the secretary to give published notice, as provided in part 2 of article 5 and article 13.5 of title 1, of the time and place of the election and of the question to be submitted, together with a summary of any conditions attached to the proposed inclusion. The election shall be held within the area sought to be included and shall be held and conducted, and the results thereof determined, in the manner provided in article 13.5 of title 1. The ballot shall be prepared by the designated election official and shall contain

the following words:

"Shall the following described area become a part of the district upon the following conditions, if any?

(Insert description of area)

(Insert accurate summary of conditions)

=sr For inclusion

=sr Against inclusion"

(e) If a majority of the votes cast at the election are in favor of inclusion and the court determines the election was held in accordance with article 13.5 of title 1, the court shall enter an order including any conditions so prescribed and making the area a part of the special district. The validity of the inclusion may not be questioned directly or indirectly in any suit, action, or proceeding, except as provided in article 11 of title 1.

(f) Nothing in this part 4 shall permit the inclusion in a district of any property which could not be included in the district at the time of its organization without the written consent of the owners thereof, unless the owners of such property shall consent in writing to the inclusion of such property in the district as prayed for in said petition or unless such property is no longer excludable pursuant to the provisions of section 32-1-307 (2).

(g) Nothing in this part 4 shall permit the inclusion in a special district of any property if a petition objecting to the inclusion and signed by the owners of taxable real and personal property, which property equals more than fifty percent of the total valuation for assessment of all taxable real and personal property to be included, is filed with the board no later than ten days prior to the public meeting held under paragraph (b) of this subsection (2).

(3) Not more than thirty days nor less than twenty days prior to a meeting of the board held pursuant to paragraph (b) of subsection (1) of this section or paragraph (b) of subsection (2) of this section, the secretary of the special district shall send letter notification of the meeting to the property owners within the area proposed to be included within the special district as listed on the records of the county assessor on the date requested unless the petitioners represent one hundred percent of the property owners. The notification shall indicate that it is a notice of a meeting for consideration of the

inclusion of real property within a special district and shall indicate the date, time, location, and purpose of the meeting, a reference to the type of special district proposed for inclusion, the maximum mill levy, if any, or stating that there is no maximum that may be imposed if the proposed area is included within the special district, and procedures for the filing of a petition for exclusion pursuant to section 32-1-203 (3.5). Except as provided in this subsection (3), the mailing of the letter notification to all addresses or post office box addresses within the area proposed to be included within the special district shall constitute a good-faith effort to comply with this section, and failure to notify all electors thereby shall not provide grounds for a challenge to the meeting being held.

(4) Nothing in this part 4 shall be construed to permit the inclusion in a special district of any real property located in a city and county unless the governing body of such city and county has adopted a resolution of approval authorizing such inclusion pursuant to section 32-1-204.5 or waives its right to require such resolution in its sole discretion. Any resolution of approval so adopted or waiver so given shall be appended to any petition filed pursuant to paragraph (a) of subsection (1) of this section or subparagraph (I) of paragraph (a) of subsection (2) of this section.

(3) Not more than thirty days nor less than twenty days prior to a meeting of the board held pursuant to paragraph (b) of subsection (1) of this section or paragraph (b) of subsection (2) of this section, the secretary of the special district shall send letter notification of the meeting to the property owners within the area proposed to be included within the special district as listed on the records of the county assessor on the date requested unless the petitioners represent one hundred percent of the property owners. The notification shall indicate that it is a notice of a meeting for consideration of the inclusion of real property within a special district and shall indicate the date, time, location, and purpose of the meeting, a reference to the type of special district proposed for inclusion, the maximum mill levy, if any, or stating that there is no maximum that may be imposed if the proposed area is included within the special district, and procedures for the filing of a petition for exclusion pursuant to section 32-1-203 (3.5). Except as provided in this subsection (3), the mailing of the letter notification to all addresses or post office box addresses within the area proposed to be included within the special district shall constitute a good-faith effort to comply with this section, and failure to notify all electors thereby shall not provide grounds for a challenge to the meeting being held.

(4) Nothing in this part 4 shall be construed to permit the inclusion in a special district of any real property located in a city and county unless the governing body of such city and county has adopted a resolution of approval authorizing such inclusion pursuant to section 32-1-204.5 or waives its right to require such resolution in its sole discretion. Any resolution

of approval so adopted or waiver so given shall be appended to any petition filed pursuant to paragraph (a) of subsection (1) of this section or subparagraph (l) of paragraph (a) of subsection (2) of this section.

DRAFT

Appendix 'C' - Cost Allocation Narrative

What follows is a listing of system variables that can be used (singularly or in combination) to allocate cost between allied communities. Each option is summarized by the concept, its advantages and disadvantages, and other factors that should be considered. Regardless of the option(s) chosen to share the cost of community service, the resulting intergovernmental agreement needs to address the issues of full cost versus marginal cost and should be clear about the inclusion of administrative or overhead cost. In addition, agreements often must reconcile the exchange of in-kind services between the participating agencies.

ESCI has provided this set of cost allocation factors and service delivery options to provide the parties with an accurate and diverse view of a range of allocation possibilities. In addition to this analysis, ESCI has provided a cost-modeling tool that will allow the study participants to build scenarios and assumptions into the model for service options. This modeling tool will allow the changing and weighting of staffing and financial projections as well as a variety of budget and cost assumptions.

The following cost allocation strategies can be adopted in whole or in part to determine appropriate and fair costs to both parties.

Area

The cost of emergency service can be apportioned based on the geographic area served relative to the whole. For instance, the jurisdictional boundaries of two towns represent approximately one hundred square miles. The following figure displays the services area in square Miles and the percentage for each jurisdiction.

Figure 58: Cost Allocation by Area

Cost Allocation by Service Area Jurisdiction	Service Area in Square Miles	Percentage of Total
Town1	75	75.0%
Town2	25	25.0%
Total	100	100.00%

Apportionment founded on service area alone may work best in areas that are geographically and developmentally homogeneous.

PRO: Service area is easily calculable from a variety of sources. Size of service area generally remains constant with few, if any, changes.

CON: Service area does not necessarily equate to greater risk or to greater workload.

CONSIDER: Service area may be combined with other variables (such as assessed value and number of emergencies) to express a compound variable (such as assessed value per square kilometer and emergencies per square kilometer).

Assessed Value

The assessed value (AV) of agencies is established by county tax assessor. Usually, higher-valued structures and complexes carry a greater risk to the community from loss by fire. Consequently, assessed value also tends to approximate the property at risk within an area. Fire departments are charged with being sufficiently prepared to prevent property loss by fire. Therefore, the cost of fire protection may be apportioned relative to the assessed value of the allied jurisdictions. Typically, AV is used to apportion the cost of shared service by applying the percentage of each partner's AV to the whole. The following figure illustrates the allocation of cost by the assessed value of Town1 and Town2.

Figure 59: Cost Allocation by Assessed Value

Cost Allocation by Assessed Value	Assessed Value	Percentage of Total
Town1	\$8,000,000,000	80.0%
Town2	\$2,000,000,000	20.0%
Total	\$10,000,000,000	100.00%

PRO: AV is updated regularly, helping to assure that adjustments for changes relative to new construction, annexation, and inflation are included. Because a third party (the assessor) establishes AV in accordance with provincial law, it is generally viewed as an impartial and fair measurement for cost apportionment. Fire and emergency services is typically considered a property-related services, thus, apportionment tied directly to property value has merit.

CON: AV may not reflect the property risk associated with certain exempt property, such as schools, universities, government facilities, churches, and institutions. AV may not always represent the life risk of certain properties, such as nursing homes or places of assembly, which might dictate more significant use of resources. In addition, some large facilities may seek economic development incentives through AV exemptions or reductions. Adjustments may need to be made to AV if such large tracts of exempt property in one jurisdiction cause an imbalance in the calculation. Last, AV typically includes the value of land, which is not usually at risk of loss by fire.

CONSIDER: Discounted AV depending on the class of property (commercial or residential), which may skew the overall proportion of those properties compared to risk. As an additional consideration, assessors usually establish the AV in accord with the property tax cycle, which can lag somewhat behind the budget cycle.

Deployment

The cost for service is based on the cost of meeting specific operational goals. Deployment goals may be tied to the physical location of fire stations, equipment, and personnel (strategic deployment) or by stating the desired outcome of deployment (standards of cover). A strategic goal could specify the location of two stations, two engines, and four on-duty firefighters (process). A standard of cover might state the desired outcome as four crews and fifteen emergency workers on the scene of all structure fire emergencies within eight minutes 90 percent of the time (outcome). While both strategic and outcome goals can be used effectively to assist in allocating cost, ESCI views outcome goals to be more dynamically linked to the quality of service and therefore preferable to strategic goals. This alternative is highly variable due to the independent desires of each community in regard to outcome goals.

A weighted scoring system uses a critical task analysis. This type of scoring system for each agency allows the ranking of each area based on the assigned risk as well as the apparatus, manpower, and Needed Fire Flow (NFF).

The following figures illustrate the allocation of cost by the number of resources deployed to serve each jurisdiction, including staff and frontline apparatus and assigned full-time operational personnel.

Figure 60: Cost Allocation by Engines/Staff (Example)

Cost Allocation by Engines	Number of Career Staffed Engines	Percentage of Total
Town1	2	66.7%
Town2	1	33.3%
Total	3	100.00%

Cost Allocation by Career Staff	Number of Career Staff	Percentage of Total
Town1	40	66.7%
Town2	20	33.3%
Total	60	100.00%

Cost Allocation by Total Staff	Number of Total Staff	Percentage of Total
Town1	50	62.5%
Town2	30	37.5%
Total	198	100.00%

PRO: Deployment and number of personnel is intuitively linked to the cost of overall services required. The outcome of deployment based on a standard of cover can be monitored continuously to assure compliance. Such deployment can be adjusted if standards are not met. This assures the continuous quality of emergency response throughout the life of a joint agreement.

CON: Strategic deployment may not equate to better service because such goals are prone to manipulation wherein resources may be sited more for political reasons and less for quality of service reasons. Outcome goals require common reporting points and the automatic time capture of dispatch and response activities to assure accuracy. Record keeping needs to be meticulous to assure the accurate interpretation of emergency response outcomes.

CONSIDER: Agreements for deployment-based fire protection should address the inclusion of administrative or overhead cost, as well as capital asset cost, depreciation, rent, and liability insurance.

Service Demand

Service demand may be used as an expression of the workload of a fire and emergency services department or geographical area. Cost allocation based on emergencies would consider the total emergency response of the service area and apportion system cost relative to the percentage of emergencies occurring in the jurisdictions.

Figure 61: Cost Allocation by Service Demand

Cost Allocation by Service Demand	2021 Number of Calls	Percentage of Total
Town1	4,000	80.0%
Town2	1,000	20.0%
Total	5,000	100.00%

PRO: Easily expressed and understood. Changes in the workload over the long term tend to mirror the amount of human activity (such as commerce, transportation, and recreation) in the corresponding area.

CON: Service demand fluctuates from year to year depending on environmental and other factors not related to risk, which can cause dependent allocation to fluctuate as well. Further, the number of alarms may not be representative of actual workload, for example, one large emergency event requiring many emergency workers and lasting many hours or days versus another response lasting only minutes and resulting in no actual work. Last, emergency response is open to (intentional and/or unintentional) manipulation by selectively downgrading minor responses, by responding off the air, or by the use of mutual aid. Unintentional skewing of response is most often found in fire systems where dispatch and radio procedures are imprecisely followed. Further, service demand does not follow a predetermined ratio to land area. As such, the service demand per square mile ratios may produce large variations.

CONSIDER: Using a rolling average of alarms over several years can help to suppress the normal tendency for the year-to-year fluctuation of emergencies. Combining the number of emergencies with the number of emergency units and/or personnel required may help to align alarms with actual workload more closely. However, doing so adds to the complexity of documentation. In a comparable manner (and if accurate documentation is maintained), the agencies could consider using the total time required for emergencies as an aid to establish the comparative workload represented by each jurisdictional area.

Fixed Rate

The use of fixed fees or rates (such as a percentage) to calculate allocation of shared cost is more common between municipalities and independent fire districts. Occasionally, fixed-rate contracts involve the exchange of in-kind services.

PRO: The concept is simple and straightforward. A menu of service options and the fees corresponding to those alternatives can be developed by the municipality supplying the service. The municipality can tailor a desired level of service based on risk and community expectation by choosing from the various menu items.

CON: Partnering communities may change (i.e., population, jobs, commerce, structures, and risk) at divergent rates, causing disconnection between the rationales used to establish the fee and the benefit received. A fixed-rate contract may be difficult to coherently link to the services provided and/or received, which can lead to a lack of support by officials and the community.

CONSIDER: Partnering agencies need to assure that provision for rate adjustment is included in the agreement, including inflation. The agreement should address the issue of full cost versus marginal cost. The inclusion or non-inclusion of administrative and/or overhead cost also requires statement, as does the reconciliation of in-kind service exchange. The ownership and/or depreciation of capital assets should be addressed, as should rent, utilities, and liability insurance. In the case of a fixed fee, the agreement should establish how the participation of other public agencies in the partnership would affect cost.

Population

Payment for service can be based on the proportion of residential population to a given service area. The following figure lists the population by jurisdiction and the percentage of the total number of individuals living in each service area.

Figure 62: Cost Allocation by Population

Cost Allocation by Population	2022 Population Estimation	Percentage of Total
Town1	80,000	80.0%
Town2	20,000	20.0%
Total	86,000	100.00%

PRO: Residential population is frequently used by governmental agencies to measure and evaluate programs. The US Census Bureau maintains an easily accessible database of the population and demographics of cities, counties, and states. Estimates of population are updated regularly.

CON: Residential population does not include the daily and seasonal movement of a transient population caused by commerce, industry, transport, and recreation. Depending on the local situation, the transients coming in (or going out) of an area can be significant, which can tend to skew community risk. Residential population does not statistically link with emergency workload; rather, human activities tend to be the linchpin that connects people to requests for emergency assistance.

For example, if residential population actually determined emergency workload, emergencies would peak when population was highest within a geographic area. However, in many communities where the residential population is highest from about midnight to about 6:00 a.m. (bedroom communities), that time is exactly when the demand for emergency response is lowest. It turns out that emergency demand is highest when people

are involved in the activities of daily life traveling, working, shopping, and recreating. Often, the people involved in such activities do not reside in the same area. Additionally, simply relying on population will not account for the effects that socio-economic conditions have on emergency service response activity.

CONSIDER: By counting the residential households within the area in question, then applying demographic estimates of persons per household, it may be possible to reach a relatively accurate estimate of population within the area in question. Alternatively, residential population can be estimated by using information obtainable from some public utility districts by tallying residential electrical meters within a geographic area and then multiplying by the persons per household.

Both study agencies experience a daily or seasonal influx of people who are not counted as residential population. This transient population can be estimated by referring to traffic counts, jobs data, hotel/motel occupancy rates, and, in some cases, park visitor statistics. Residential population plus transient population is referred to as functional population. Where functional population is significantly different from residential population, service agreements based on population should be adjusted to account for it.

Appendix 'D' – Implementation Steps

Below are suggested implementation steps for establishing a consolidated organization. In the case of Golden forming an Authority organization with either the Arvada or West Metro Fire Protection Districts which are much larger organizations, many steps can be eliminated with Golden just adopting a majority of the larger fire districts' current practices. In that context, the steps outlined below are only the steps that would be suggested for this scenario. Estimated hours are manhours to accomplish the task and not calendar hours. So, an estimated hours of 40 hours means for scheduling purposes, this step should take one full week of time to accomplish. Some of the tasks are duplicated between functions to allow lists to be distributed individually.

Responsibility assignments are intended to provide a default individual(s) for the responsibility. Final actual responsibility can be decided by the transition team.

Organization And Operations Tasks	Estimated Hours	Responsibility
1) Establish a transition team made up of key stakeholders from the GFD and FPD. Implement a regular meeting schedule and update process.	80	GFD and FPD Fire Chiefs
Outcome: Transition activities are well coordinated, and all parties are invested in the result.		

Organization And Operations Tasks	Estimated Hours	Responsibility
<p>2) Clearly define the level of service expected to be provided by AUTHORITY:</p> <ul style="list-style-type: none"> a) Fire suppression b) EMS c) Fire prevention d) Hazardous materials e) Technical rescue <p>Outcome: Level of service is defined allowing AUTHORITY resources and systems to be developed and acquired to provide that level of service.</p>	80	AUTHORITY Transition Team
<p>3) Create and regularly distribute public information about the transition. Emphasize that service continuity will be preserved. Create and distribute the message jointly with the GFD and the FPD.</p> <p>Outcome: The public is fully informed of transition activities and their impact on them.</p>	60	<p>AUTHORITY Transition Team</p> <p>GFD/FPD Community Relations</p>



Organization And Operations Tasks	Estimated Hours	Responsibility
<p>4) Create and regularly distribute information about the transition to GFD, FPD, and regional departments. Create and distribute the message jointly with the GFD and FPD Fire Chiefs.</p> <p>Outcome: AUTHORITY staff are fully informed of transition activities and their impact on them.</p>	90	<p>GFD/FPD Fire Chiefs GFD/FPD Human Resources AUTHORITY Transition Team AUTHORITY Community Relations</p>
<p>5) Prepare, refine, and finalize the staffing plan and position list for all operations and support positions. Establish all positions, including classification specifications.</p> <p>Outcome: A comprehensive staffing plan has been developed that fully supports the AUTHORITY's defined level of service.</p>	60	<p>AUTHORITY Fire Chief AUTHORITY Transition Team AUTHORITY Human Resources</p>
<p>6) Work with Human Resources to produce and publish notifications to hire firefighters and staff members fulfilling required staffing as indicated by staffing templates. Set deadlines well in advance of transition for receiving applications, interviews, background checks, and all testing processes.</p> <p>Outcome: All required staff members have been appointed and are in place prior to transition.</p>	100	<p>AUTHORITY Transition Team AUTHORITY Human Resources</p>

Organization And Operations Tasks	Estimated Hours	Responsibility
<p>7) Develop and establish clear lines of communication and accountability between the AUTHORITY Fire Chief and any city support functions.</p> <p>Outcome: Expectations between the parties are clearly defined, resulting in more efficient delivery of support services.</p>	10	<p>AUTHORITY Transition Team GOLDEN City Manager AUTHORITY Department Heads</p>
<p>8) Evaluate existing apparatus owned by AUTHORITY for suitability to the AUTHORITY service area. Adjust any necessary apparatus specifications for appropriate AUTHORITY apparatus and modify existing apparatus replacement plan.</p> <p>Outcome: The most appropriate apparatus type and configuration for AUTHORITY operations have been defined.</p>	<p>Detail in Capital Asset Section Task 1.</p>	<p>AUTHORITY Transition Team AUTHORITY Fleet Services Manager</p>
<p>9) Identify if additional AUTHORITY fire prevention personnel require additional building space. If so, arrange for space and furnishings.</p> <p>Outcome: Sufficient space for additional administrative personnel.</p>	10	<p>AUTHORITY Transition Team AUTHORITY Facilities Manager</p>

Organization And Operations Tasks	Estimated Hours	Responsibility
<p>10) Develop a procedure for a joint review of new development proposals for building projects.</p> <p>Outcome: Developers experience a seamless transition of services between GFD and AUTHORITY.</p>	16	<p>AUTHORITY Transition Team AUTHORITY Fire Prevention GOLDEN Building Department</p>
<p>11) Establish workflow procedures for the plans review and site inspection process.</p> <p>Outcome: Workflow expectations between AUTHORITY and the GOLDEN Building Department are clearly defined.</p>	24	<p>AUTHORITY Transition Team GOLDEN Building Department</p>
<p>12) Develop AUTHORITY policies, procedures, and standard operating guidelines. Review current AUTHORITY policies, procedures, and standard operating guidelines for use as a base.</p> <p>Outcome: AUTHORITY policies, procedures, and guidelines are comprehensive and appropriate to achieve defined levels of service.</p>	210	<p>AUTHORITY Transition Team Human Resources</p>

Organization And Operations Tasks	Estimated Hours	Responsibility
<p>13) Determine the most appropriate source of medical director services and execute agreements to provide that service. Consider using the current AUTHORITY medical director.</p> <p>Outcome: Medical director services are available on the transition date.</p>	24	<p>AUTHORITY Transition Team EMS Director</p>
<p>14) Identify records maintained by GFD that should be transferred to AUTHORITY. Identify the most appropriate method for transferring the records to AUTHORITY and address record transfer costs.</p> <p>Outcome: All records maintained by the AUTHORITY that are needed by the AUTHORITY have been identified and transferred.</p>	20	<p>AUTHORITY Transition Team</p>
<p>15) Determine whether AUTHORITY can continue to use the AUTHORITY Knox Box keys or whether GOLDEN area boxes will need to be re-keyed.</p> <p>Outcome: AUTHORITY has access to Knox Boxes installed in its service area.</p>	10	<p>AUTHORITY Transition Team AUTHORITY Fire Prevention Department GOLDEN Building Department</p>

Organization And Operations Tasks	Estimated Hours	Responsibility
<p>16) Develop effective response forces, response assignments, and station order tables for the computer-aided dispatch (CAD) system. Provide assignments and station order tables to the dispatch provider for implementation. This data may be available from AUTHORITY.</p> <p>Outcome: Dispatch protocols are developed and in place by the transition date, ensuring seamless service delivery to the community.</p>	60	<p>AUTHORITY Transition Team AUTHORITY Operations Chief</p>
<p>17) Develop desk manuals containing all policies and procedures for administrative functions to be performed by AUTHORITY.</p> <p>Outcome: AUTHORITY support staff members have the tools to assist them in performing their work.</p>	64	<p>AUTHORITY Transition Team</p>
<p>18) Determine the exact date and time for the transition of service delivery from the GFD to AUTHORITY. Develop a transfer of service process and notify all cooperating and area agencies of the details.</p> <p>Outcome: The transfer of service responsibility occurs with no impact on the delivery of fire and emergency services.</p>	20	<p>AUTHORITY Fire Chief AUTHORITY Transition Team</p>

Organization And Operations Tasks	Estimated Hours	Responsibility
<p>19) Acquire occupancy and inspection records for AUTHORITY businesses from GFD.</p> <p>Outcome: AUTHORITY fire prevention staff has any historical inspection information to use for their work.</p>	16	AUTHORITY Transition Team
<p>20) Complete a skills, knowledge, and certification inventory for all AUTHORITY employees.</p> <p>Outcome: The current level of knowledge and capability of all AUTHORITY employees is known.</p>	80	AUTHORITY Transition Team AUTHORITY Human Resources AUTHORITY Training Chief
<p>21) Quantify existing firefighting, EMS, etc., supplies inventory that will be transferred from GFD to AUTHORITY. Identify and acquire supplies that need to be in stock.</p> <p>Outcome: Supplies are available on the date of transition.</p>	45	AUTHORITY Transition Team GFD/AUTHORITY Fleet Services Manager GFD/AUTHORITY Facilities Manager
<p>22) Develop a radio communication and frequency utilization plan and procedure in conjunction with 9-1-1 Communications Center.</p> <p>Outcome: A radio communication and frequency use Plan and procedure are in place by the transition date.</p>	64	AUTHORITY Transition Team AUTHORITY Operations Chief

Organization And Operations Tasks	Estimated Hours	Responsibility
<p>23) Determine the mapping system that will be used for AUTHORITY mapping mobile data computers and map books. Produce new map systems for all AUTHORITY apparatus.</p> <p>Outcome: Map systems using a common system are available by the date of transition.</p>	120	<p>AUTHORITY Transition Team AUTHORITY GIS</p>
<p>24) Adjust any station and apparatus numbering systems for the AUTHORITY. Use the AUTHORITY regional numbering system.</p> <p>Outcome: The numbering system is established, and all stations and apparatus are properly marked by the date of transition.</p>	10	<p>AUTHORITY Transition Team AUTHORITY Operations Chief AUTHORITY Fleet Manager</p>
<p>25) Develop and deliver training for AUTHORITY personnel on geography, risks, and target hazards in the service area.</p> <p>Outcome: AUTHORITY personnel are familiar with the service area.</p>	100	<p>AUTHORITY Transition Team AUTHORITY Training Chief</p>



Organization And Operations Tasks	Estimated Hours	Responsibility
<p>26) Purchase any necessary new firefighting and EMS equipment to be used by AUTHORITY.</p> <p>a) Personal Protective Equipment-for all firefighting, EMS activities</p> <p>b) Uniforms, badges, etc.</p> <p>c) Helmets</p> <p>d) Footwear</p> <p>e) Medical Equipment</p> <p>Outcome: Equipment consistency is provided to ensure effective operations and minimize training requirements.</p>	120	<p>AUTHORITY Transition Team</p> <p>AUTHORITY Logistics Officer</p>
<p>27) Develop a list of community fire prevention programs delivered by AUTHORITY. Determine which of these will be delivered to the City of Golden.</p> <p>Outcome: The type and level of fire prevention services to be delivered are determined.</p>	20	<p>AUTHORITY Transition Team</p> <p>AUTHORITY Fire Prevention Chief</p>



Human Resources Tasks	Estimated Hours	Responsibility
<p>1) Review potential new Human Resources workload and determine the staffing needed to effectively manage the workload.</p> <p>Outcome: Human Resources workload is quantified, and resources required to support that workload have been identified for pay administration, records, employee relations, benefits administration, labor relations, legal, and training.</p>	30	<p>AUTHORITY Transition Team AUTHORITY Human Resources</p>
<p>2) Obtain personnel files from any former GFD employees to determine former class, hire date, promotion dates, certifications, etc.</p> <p>Outcome: Information has been gathered regarding former AUTHORITY employees.</p>	20	AUTHORITY Human Resources
<p>3) Develop classification specifications for all AUTHORITY positions.</p> <p>Outcome: Classification specifications are available for all positions.</p>	80	<p>AUTHORITY Transition Team AUTHORITY Human Resources Labor Consultants</p>
<p>4) Identify wages, benefits, and other considerations for newly hired AUTHORITY employees.</p> <p>Outcome: The wage and benefit packages have been identified.</p>	40	<p>AUTHORITY Transition Team AUTHORITY Human Resources Labor Consultants</p>

Human Resources Tasks	Estimated Hours	Responsibility
5) Recruit, select, and hire any additional employees as needed: <ul style="list-style-type: none"> a) Division Chiefs b) Battalion Chiefs c) Captains/Lieutenants d) Engineers e) Firefighters f) Paramedics g) Office Staff h) Mechanics i) Fire Inspectors j) Others as needed <p>Outcome: All positions are filled with qualified employees in time to conduct required training prior to the date of transition.</p>	240	AUTHORITY Transition Team AUTHORITY Human Resources
6) Develop curriculum and deliver orientation training to all new AUTHORITY personnel. <p>Outcome: All AUTHORITY employees have received quality orientation training.</p>	80	AUTHORITY Transition Team AUTHORITY Human Resources

Human Resources Tasks	Estimated Hours	Responsibility
<p>7) Develop a plan to adjust labor representation for AUTHORITY:</p> <ul style="list-style-type: none"> a) Line Staff b) Management c) Administrative staff <p>Outcome: Labor representation concepts have been identified, described, and implemented.</p>	80	<p>AUTHORITY Transition Team AUTHORITY Human Resources Labor Consultants Legal</p>
<p>8) Add lateral entry provisions to the AUTHORITY human resources recruitment rules to support efficient appointments to open fire positions for experienced personnel.</p> <p>Outcome: Qualified and experienced personnel can be hired by AUTHORITY.</p>	32	<p>AUTHORITY Fire Chief AUTHORITY Transition Team AUTHORITY Human Resources</p>
<p>9) Develop a program for AUTHORITY employees to be included in AUTHORITY insurance programs. If applicable, develop an orientation plan for the new health benefit programs.</p> <p>Outcome: AUTHORITY employee eligibility for health insurance programs has been determined.</p>	45	<p>AUTHORITY Human Resources</p>



Human Resources Tasks	Estimated Hours	Responsibility
10) Develop a website for AUTHORITY that will support recruitment activities and employee information. Outcome: The website is developed and is a useful source of information for potential employees.	60	AUTHORITY Transition Team AUTHORITY Technology Services
11) Examine legal method of obtaining full personnel files for any employees hired by AUTHORITY. Outcome: Personnel files have been acquired.	10	AUTHORITY Human Resources

Finance Tasks	Estimated Hours	Responsibility
1) Identify appropriate funding for AUTHORITY transition costs. Outcome: Sufficient funds are available to complete transition activities.	80	AUTHORITY Transition Team GOLDEN City Manager AUTHORITY Finance Manager
2) Identify alternative revenue opportunities to support AUTHORITY operations. Propose revenue opportunities for implementation as appropriate. Outcome: AUTHORITY is capturing all appropriate revenue to support the delivery of services.	40	AUTHORITY Transition Team AUTHORITY Finance Manager
3) Establish and implement a process to ensure active coordination between Finance, Human Resources, and Technology Services as records systems, processes, and labor agreements are being adjusted and implemented to ensure AUTHORITY internal systems can support changes. Outcome: All related financial systems support the AUTHORITY operations.	80	AUTHORITY Transition Team AUTHORITY Finance Manager AUTHORITY Technology Services AUTHORITY Human Resources



Finance Tasks	Estimated Hours	Responsibility
<p>4) Coordinate labor agreements regarding employee compensation with Finance to ensure financial systems and payroll are accommodating any additional accounting requirements.</p> <p>Outcome: Financial systems can efficiently support employee compensation processing.</p>	30	<p>AUTHORITY Transition Team AUTHORITY Finance Manager AUTHORITY Technology Services AUTHORITY Human Resources</p>
<p>5) Determine if the current internal finance department staffing levels can manage the anticipated new workload associated with an AUTHORITY. Identify and quantify staff and other resources that will be needed.</p> <p>Outcome: Finance Department's workload is quantified, and the resources required to support the new workload have been identified.</p>	40	<p>AUTHORITY Transition Team AUTHORITY Finance Manager AUTHORITY Human Resources</p>
<p>6) Update a five-year capital improvement plan for the AUTHORITY.</p> <p>Outcome: The five-year capital improvement plan has been developed and adopted.</p>	40	<p>AUTHORITY Fire Chief AUTHORITY Transition Team AUTHORITY Finance Manager</p>

Finance Tasks	Estimated Hours	Responsibility
<p>7) Confirm that AUTHORITY assets are accurately recorded in an asset management system. Update the system as needed for missing assets.</p> <p>Outcome: A complete and accurate list of AUTHORITY assets is available.</p>	40	<p>AUTHORITY Transition Team AUTHORITY Finance Manager</p>
<p>8) Identify the number of additional purchasing cards that will be needed for AUTHORITY operations. Establish a policy and procedure for the use of purchasing cards.</p> <p>Outcome: Purchasing cards are provided to appropriate AUTHORITY employees, procedures are in place for their use, and training on the procedures has been provided.</p>	20	<p>AUTHORITY Transition Team AUTHORITY Finance Manager</p>
<p>9) Develop and adopt AUTHORITY one-year and five-year budgets for FY TBA at the time of transition.</p> <p>10) Outcome: AUTHORITY has adopted budgets by the date of transition.</p>	80	<p>AUTHORITY Transition Team AUTHORITY Finance Manager</p>



Risk Management Tasks	Estimated Hours	Responsibility
<p>1) Conduct inspections of facilities to identify any potential risk issues, such as code compliance, OSHA, etc., that may be present (in conjunction with Facilities).</p> <p>Outcome: All risk issues have been identified and resolved by the date of transition.</p>	50	<p>AUTHORITY Transition Team AUTHORITY Risk Manager AUTHORITY Facilities Manager</p>
<p>2) Provide updated AUTHORITY employee count and payroll information to Risk Management for insurance application updates.</p> <p>Outcome: Information is provided that allows insurance applications to be updated.</p>	16	<p>AUTHORITY Transition Team AUTHORITY Risk Manager AUTHORITY Human Resources</p>
<p>3) Explore methods to legally obtain and review copies of workers' compensation claim files for any GFD employees appointed to the AUTHORITY.</p> <p>Outcome: Information about active workers' compensation claims has been obtained.</p>	20	<p>AUTHORITY Transition Team AUTHORITY Human Resources AUTHORITY Risk Management Legal</p>
<p>4) Set up additional AUTHORITY employees in a workers' compensation database.</p> <p>Outcome: All AUTHORITY employees are entered into the workers' compensation database.</p>	20	<p>Human Resources Risk Management</p>

<p>5) Determine if current staffing levels can manage the anticipated new workload associated with AUTHORITY. Identify staff and other resources that will be needed.</p> <p>Outcome: Risk Management workload is quantified, and resources required to support that workload have been identified.</p>	30	AUTHORITY Transition Team Human Resources Risk Management
<p>6) Work with insurance broker/carriers to update all applicable insurance applications:</p> <ul style="list-style-type: none">a) Workers' compensation, adding new full-time workersb) Property and equipmentc) Motor vehiclesd) General liability <p>Outcome: Insurance is in effect, providing coverage when needed.</p>	60	Human Resources Risk Management

Legal Tasks	Estimated Hours	Responsibility
1) Complete any paperwork/processes needed to establish an Authority organization Outcome: Legal recognition of the newly established Authority.	80	AUTHORITY Fire Chief Legal Counsel
2) Identify and implement a dispute resolution process to address disagreements regarding transition issues, costs, and activities. Outcome: A dispute resolution process has been implemented and disagreements are resolved through this process.	40	AUTHORITY Transition Team AUTHORITY Human Resources Legal Counsel
3) Finalize and execute the transfer of all fleet and facility resources from GFD to AUTHORITY. Outcome: All fleet resources, facilities, and land are the sole ownership of AUTHORITY.	30	AUTHORITY Transition Team Legal Counsel AUTHORITY Facilities Manager AUTHORITY Fleet Manager GOLDEN Finance Director
4) Develop and adopt an agreement to allow AUTHORITY to enforce all Federal, State, County, and City Fire Codes. Outcome: AUTHORITY has the authority to enforce the Fire Code.	24	AUTHORITY Transition Team

Legal Tasks	Estimated Hours	Responsibility
5) Identify and modify all applicable contracts and agreements as required to reflect the transition to AUTHORITY operational service delivery: <ul style="list-style-type: none"> a) Dispatch b) Radio Frequency Use c) Medical Director d) Regional Training Centers 	60	AUTHORITY Transition Team Legal Counsel
Outcome: All contracts and agreements have been modified and re-executed by the date of transition.		
6) Adjust any automatic and mutual aid agreements: <ul style="list-style-type: none"> a) AUTHORITY b) [LIST MUTUAL AID PARTNERS] c) Coordinated Communications System 	40	AUTHORITY Transition Team Legal Counsel
Outcome: All automatic and mutual aid agreements have been modified and re-executed by the date of transition.		
7) Monitor transition activities for legal concerns. Review all agreements between AUTHORITY and various agencies and entities.	60	AUTHORITY Transition Team Legal Counsel
Outcome: Potential legal risk has been identified and resolved.		

Technology Tasks	Estimated Hours	Responsibility
<p>1) Conduct a walk-through of each Golden station to review existing network, computer, and telecom equipment and systems.</p> <p>Outcome: A full and accurate inventory of existing IT systems has been developed.</p>	28	<p>AUTHORITY Transition Team AUTHORITY Facilities Manager AUTHORITY Fleet Manager AUTHORITY Technology Services</p>
<p>2) Complete a technology assessment and plan to determine and quantify hardware and software requirements to fully support AUTHORITY operations:</p> <ul style="list-style-type: none"> a. Office use systems b. Communications equipment (cell, radios, tablets, electronic patient care reporting systems—EPCR) c. Mobile systems (MCT, mobile laptops for operations, etc.) <p>Outcome: Technology needs have been thoroughly assessed and a plan for implementation developed.</p>	80	<p>AUTHORITY Transition Team AUTHORITY Facilities Manager AUTHORITY Fleet Manager AUTHORITY Technology Services</p>
<p>3) Evaluate existing network connectivity and performance. Identify the ideal pathway and configuration options to transition to AUTHORITY network systems.</p> <p>Outcome: The best solution for network configuration that provides high performance has been identified.</p>	40	<p>AUTHORITY Transition Team AUTHORITY Technology Services</p>

Technology Tasks	Estimated Hours	Responsibility
<p>4) Work with AUTHORITY Technology Department personnel to identify any new computer hardware, software, and other system components that need to be installed or reconfigured in GOLDEN facilities and apparatus.</p> <p>Outcome: A full and accurate inventory of existing system components has been developed.</p>	80	<p>AUTHORITY Transition Team AUTHORITY Technology Services</p>
<p>5) Confirm the type and make of the telephone system used in the fire stations, what phone equipment is in place, and who owns the equipment.</p> <p>Outcome: A full and accurate inventory of telecommunications equipment and its ownership has been developed.</p>	30	<p>AUTHORITY Transition Team AUTHORITY Technology Services</p>
<p>6) Based on the inventories and needs assessment, purchase and install new technology equipment, network connectivity, telephone systems, etc., as needed.</p> <p>Outcome: Technology systems and equipment have been acquired and installed as of the date of transition.</p>	40	<p>AUTHORITY Transition Team Technology Services</p>

Technology Tasks	Estimated Hours	Responsibility
<p>7) Determine if current staffing levels can manage the anticipated new workload associated with AUTHORITY. Identify and quantify staff and other resources that will be needed.</p> <p>Outcome: Technology Services' workload is quantified and resources required to support that workload have been identified.</p>	20	<p>AUTHORITY Transition Team</p> <p>AUTHORITY Technology Services</p>
<p>8) Meet with geographic information systems (GIS) staff to adjust GIS use in AUTHORITY for administrative and field use. Determine levels of GIS use in AUTHORITY, acquire and implement needed hardware and software equipment. Add Golden info to GIS system.</p> <p>Outcome: Geographic information systems software has been explored, acquired, and installed prior to the date of transition.</p>	60	<p>AUTHORITY Transition Team</p> <p>AUTHORITY Technology Services</p>
<p>9) Develop curriculum and deliver training to new AUTHORITY employees on the use of computer systems, telephone systems, and other technology.</p> <p>Outcome: All AUTHORITY employees have received training on the technology systems they will use during the course of their employment.</p>	120	<p>AUTHORITY Transition Team</p> <p>AUTHORITY Technology Services</p>

External Relationships Tasks	Estimated Hours	Responsibility
<p>1) Develop/update automatic and mutual aid agreements between AUTHORITY, mutual aid agencies and other regional departments for improved service delivery to AUTHORITY jurisdiction. Negotiate and execute agreements as appropriate.</p> <p>Outcome: Signed agreements are in place prior to transition.</p>	30	<p>AUTHORITY Transition Team AUTHORITY Legal</p>
<p>2) Evaluate opportunities for sharing services between AUTHORITY and other regional departments for services such as fire prevention services and Battalion Chief coverage.</p> <p>Outcome: Service-sharing opportunities are identified and evaluated.</p>	64	<p>AUTHORITY Fire Chief AUTHORITY Transition Team</p>
<p>3) Develop an internal CQI program to measure AUTHORITY Fire and EMS effectiveness and quality.</p> <p>Outcome: The way the AUTHORITY will conduct CQI programs has been identified and implemented by the date of transition.</p>	20	<p>AUTHORITY Transition Team EMS Director</p>

Capital Assets and Equipment Tasks	Estimated Hours	Responsibility
<p>1) Update the Fleet Master Plan. Meet with City of Golden to establish a mutually agreeable fleet transition plan. Evaluate assigned fleet resources for condition and serviceability. Determine minimum standards for fleet acceptance..</p> <p>Outcome: A Fleet Master Plan listing AUTHORITY apparatus fleet reflecting the most appropriate quantity and type of front line and reserve equipment.</p>	160	AUTHORITY Transition Team GOLDEN/AUTHORITY Fleet Services Manager
<p>2) Review workload of new Facilities Management staff and determine if additional staffing and other resources are needed.</p> <p>Outcome: Adequate staffing and resources are available to conduct facilities maintenance for AUTHORITY.</p>	20	AUTHORITY Fleet Manager

Capital Assets and Equipment Tasks	Estimated Hours	Responsibility
<p>3) Perform a space needs assessment study to identify and acquire building space for AUTHORITY administration based on, but not limited to, the following criteria:</p> <ul style="list-style-type: none"> a) Employee count b) Functional needs c) Connectivity (telephone, computer, radio) d) Parking e) Power f) Growth Planning <p>Outcome: Suitable building space is available for AUTHORITY administrative personnel.</p>	60	<p>AUTHORITY Transition Team AUTHORITY Facilities Manager</p>
<p>4) Evaluate the fleet to determine if surplus apparatus/vehicles exist and if sufficient numbers of apparatus by type are available. Surplus or acquire apparatus/vehicles as needed based on the evaluation.</p> <p>Outcome: The AUTHORITY apparatus fleet reflects the most appropriate quantity and type of equipment.</p>	45	<p>AUTHORITY Transition Team AUTHORITY Fleet Services Manager</p>

Capital Assets and Equipment Tasks	Estimated Hours	Responsibility
<p>5) Complete a current condition assessment of the AUTHORITY stations:</p> <ul style="list-style-type: none"> a) Conduct inspection b) Identify maintenance and repair needs c) Determine responsibility for repairs required prior to the transfer of operations. <p>Outcome: Facilities staff has a thorough understanding of the current condition of AUTHORITY stations and any repair work required prior to the transition.</p>	20	AUTHORITY Facilities Manager
<p>6) Review deeds of AUTHORITY fire station/land to determine appropriate measures for the transition to AUTHORITY.</p> <p>Outcome: Deeds properly reflect AUTHORITY ownership prior to transition</p>	40	AUTHORITY Transition Team AUTHORITY Facilities Manager Legal
<p>7) Acquire maintenance and repair records for AUTHORITY apparatus. Retain an outside contractor, if necessary, and complete an evaluation of the condition of the AUTHORITY apparatus/vehicles.</p> <p>Outcome: Equipment Services fully understands the condition of the fleet, can anticipate ongoing maintenance costs, and all repairs required prior to transition have been completed.</p>	80	AUTHORITY Transition Team AUTHORITY Fleet Manager

Capital Assets and Equipment Tasks	Estimated Hours	Responsibility
<p>8) Determine the number of garage spaces available for fire apparatus. Identify available space to house apparatus for which no garage space currently exists or develop a plan to fund and construct new space.</p> <p>Outcome: Suitable indoor apparatus storage is available for those vehicles that need it.</p>	16	<p>AUTHORITY Transition Team AUTHORITY Fleet Manager</p>
<p>9) Develop an accurate inventory of all GFD owned equipment, radios, station inventory, and other assets currently in GFD's possession. Reach an agreement with FPD's inventory transfer to AUTHORITY.</p> <p>Outcome: AUTHORITY owned assets have been converted by the date of transition.</p>	45	<p>AUTHORITY Transition Team</p>
<p>10) Identify station maintenance that will be provided by AUTHORITY and the staffing/budget needed by Facilities to support that service. Include appropriate costs in future AUTHORITY facilities budgets:</p> <p>Outcome: The impact of the additional work is identified and resources are available to maintain facilities.</p>	40	<p>AUTHORITY Transition Team AUTHORITY Fleet Manager</p>

Capital Assets and Equipment Tasks	Estimated Hours	Responsibility
<p>11) Identify any stations that may no longer be needed and determine their future</p> <p>Outcome: Determine future of excess assets and whether or not they can serve an alternative functions</p>	40	<p>AUTHORITY Fire Chief AUTHORITY Transition Team</p>
<p>12) Update outside contracts that will be needed for station equipment and services such as communication/tech services, generator maintenance, alarm system maintenance, appliance maintenance, landscaping, etc.</p> <p>Outcome: All outside contracts are in place on the date of transition.</p>	45	<p>AUTHORITY Transition Team AUTHORITY Facilities Manager</p>
<p>13) Decide if the fleet costs will be charged as a monthly rental or on time/materials basis with AUTHORITY responsible for replacement planning.</p> <p>Outcome: The most appropriate method for charging fleet costs has been determined.</p>	30	<p>AUTHORITY Transition Team AUTHORITY Fleet Manager</p>
<p>14) Add additional apparatus and vehicles to fleet records management system.</p> <p>Outcome: Apparatus and vehicle maintenance and repair can be accurately tracked in a fleet records system.</p>	25	<p>AUTHORITY Fleet Manager</p>

Capital Assets and Equipment Tasks	Estimated Hours	Responsibility
<p>15) Identify the additional annual cost of fleet maintenance and repair for a future AUTHORITY budget.</p> <p>Outcome: AUTHORITY has budgeted sufficient funds for fleet repair and maintenance.</p>	20	<p>AUTHORITY Transition Team</p> <p>AUTHORITY Fleet Manager</p> <p>AUTHORITY Finance Manager</p>
<p>16) Acquire additional fuel cards for apparatus that will need them.</p> <p>Outcome: The source of fuel for AUTHORITY apparatus has been determined and made available.</p>	10	AUTHORITY Fleet Manager
<p>17) Re-key any additional facilities.</p> <p>Outcome: The security of fire stations has been maintained.</p>	10	AUTHORITY Facilities Manager
<p>18) Recruit, hire, and train new Equipment Services employees.</p> <p>Outcome: New staff is employed and ready to begin service on the date of transition.</p>	20	<p>AUTHORITY Transition Team</p> <p>AUTHORITY Fleet Manager</p> <p>AUTHORITY Human Resources</p>
<p>19) Transition the fleet to AUTHORITY maintenance.</p> <p>Outcome: Apparatus are transitioned to AUTHORITY maintenance.</p>	10	<p>AUTHORITY Transition Team</p> <p>AUTHORITY Fleet Manager</p>

Capital Assets and Equipment Tasks	Estimated Hours	Responsibility
20) Complete any necessary transition of legal ownership of buildings and land of all AUTHORITY fire stations in AUTHORITY. Outcome: All stations and properties are under AUTHORITY legal ownership	20	AUTHORITY Transition Team AUTHORITY Fleet Manager AUTHORITY Finance Manager Legal

Appendix 'E' – Out of Jurisdiction Incident Management

Figure 63: Out of Jurisdiction Incident Management

	Jefferson County	El Paso County	Douglas County	Boulder City	Larimer County	Arvada FPD	West Metro Fire Rescue
Are there areas of the County not covered by a Fire District/Fire Department?	Yes, small portions throughout the county	Yes, small portions throughout. County, USFS handles mountains with contracts to local fire depts for other small areas	All area of the county are covered by a fire district or municipal fire department	All area of the county are covered by a fire district or municipal fire department	Yes, small portions throughout. Large areas of national parks, BLM, or Forest Service		
Fire Department Response to No Mans Land Areas	Varies			All areas covered by a FD	Per Loveland Fire, they will respond when/where requested.	Yes	Under certain conditions
County Search and Rescue Team	Multi-county	Yes	Yes	Yes	Yes		
Oversight of Search and Rescue Team	Sheriff (contractual)	Sheriff, also includes wildland fire, search and rescue, water rescue, and hazardous materials	Sheriff, also includes wildland fire, search and rescue, water rescue, and hazardous materials	Sheriff (Agencies provide financial support through contract)	Sheriff, also includes wildland fire, search and rescue, water rescue, and hazardous materials		

Fire Department Response to Search and Rescue		If requested	If requested	If requested	If requested	If requested	If requested
Are Mutual Aid/Auto Aid agreements in Place for no mans land?	Unknown	Yes		All areas covered by FD. Agreements are in place through contract of standing agreements	Per Loveland Fire, Agreements are in place, overall responsibility falls back to Sheriff. Loveland will respond where requested.		
Does the agency charge for incidents?		No		No charge for incidents whether in or out of district.	Per Loveland Fire, no charge for any response outside boundary, except for Haz-Mat	Maybe	Maybe

SCORES						GOLDEN FD DECISION MATRIX				
CATEGORY	WEIGHT	GFD Rating	Arvada Rating	West Metro Rating	DESCRIPTOR	LEAST FAVORABLE (1)	SLIGHTLY LESS FAVORABLE (2)	EQUALLY FAVORABLE (3)	SLIGHTLY MORE FAVORABLE (4)	MOST FAVORABLE (5)
PERFORMANCE CAPABILITIES	25.00%	3.0	4.0	4.5	ERF - Responding resources	Significantly smaller ERF	Slightly smaller ERF	No ERF change	Slight increase in ERF	Significant increase in ERF
					ERF - Units	Volunteers no longer needed	Volunteers provide non-firefighting support	Volunteers supplement regular duty crews	Volunteers respond from home	Volunteers help with minimum staffing
					Aid - Automatic/Mutual Aid plans	Staffed stations reduced	Same number of stations/reduced staffing	Staffed stations unchanged	Same number of stations/increased staffing	Additional staffed stations in Golden
					EMS - ALS 1st responder (engine)	No first responders to EMS	First responders have no EMS credentials	First responders have EMT credentials	First responders have ALS credential/no equip	First responders have ALS credentials and equip
					FF/Para - Firefighter paramedics	No paramedics on response force	Paramedics but no FF/PM on response force	Paramedics have firefighter training	Contractual paramedics are firefighters	Dept firefighters are trained as paramedics
					Sustainability - Long-term model	Response model cannot be changed	Difficult to change response model	Response model can be changed with significant notice	Response model can be changed with community approval	Easy to change response model
					ERF - Response times	Response times significantly increase	Response times have slight increase	Response times unchanged	Response times have slight decrease	Response times have significant decrease
					Insp - Building Inspections	Training quality decreases significantly	Training quality decreases slightly	Training quality remains unchanged	Training quality increases slightly	Training quality increases significantly
					PubEd - Public Education functions	Public education decreases significantly	Public education decreases slightly	Public education remains unchanged	Public education increases slightly	Public education increases significantly
					Health/Fitness - Fitness Standards	Fire Prevention efforts decrease significantly	Fire Prevention efforts decreases slightly	Fire Prevention efforts remain unchanged	Fire Prevention efforts increase slightly	Fire Prevention efforts increase significantly
					ISO score change	ISO rating is significantly raised by 2 or more points (unfavorable)	ISO rating is raised by 0-1 points (unfavorable decrease)	ISO rating remains the same	ISO rating is lowered by 0-1 points (favorable increase)	ISO rating is significantly lowered by 2 or more points (favorable increase)
FINANCES	25.00%	2.0	1.5	1.3	Cost - Cost to city	Significant increased expenditure to city	Slight increased expenditure to Golden	No change in service costs	Slight savings to Golden	Significant savings to Golden
					Tax Levy - Raise/Lower the tax levy	Requires a significant increase in tax levy	Calls for increased spending but no increase in tax levy	Cost comparisons are equal	Allows a savings but no reduction in tax levy	Allows significant reduction in tax levy
					Added costs - User fees on top of levy	There are significant costs for service usage above tax levy	Some additional fees exist for services	There are no additional costs to service usage	There are reduced user fees	Services are free
					EMS Billing - Are EMS patients billed for service	All EMS patients are billed for services			Patient portion of EMS billing for non-residents	There is no patient portion of EMS billing for Golden residents
					Capital - Capital Needs	Significant capital expenditures required	Slight increase in capital expenditures	No change in capital expenditures	Slightly reduced capital expenditures	Significantly reduced capital expenditures
CULTURE	15.00%	4.0	3.0	2.5	Change - Culture in Golden firestations	Completely new fire department culture	Significant culture change	Moderate change to fire department culture	Little culture change	Existing culture unchanged
					Traditions - Status of GFD traditions	GFD traditions completely lost	Most traditions lost	Some traditions retained/some new traditions develop	New traditions will develop	GFD Traditions completely maintained
					Community - Participation in community events	No FD participation in community events	Little FD participation in community events		Good FD participation in community events	Significant FD participation in community events
					Training - Frequency, skillsets, and specializations	Significantly reduced training	Reduced training qty/quality	Training qty/quality unchanged	Training qty/quality slightly improved	Training qty/quality significantly improved
					Career v. Volunteer	Organizational composition negatively viewed	Organizational composition mostly negative	Organizational composition is of mixed opinion	Organizational composition slightly favorable	Organizational composition highly favorable
STAFFING IMPACT	15.00%	3.5	3.5	3.5	Admin - Admin staff retained	GFD employees laid off	Additional GFD staff required	Some GFD employees retained, some laid off	All GFD employees retained	GFD employees changed/no change in organization
					Career/Volunteer Firefighters retention	Volunteers no longer needed	Volunteers provide non-firefighting support	Volunteers respond from home	Volunteers help with minimum staffing	Volunteers supplement regular duty crews
					Retired Firefighters - current benefits	Retirement system/benefits lost	Retirement system changes	Retirement benefits/system unchanged	Retirement benefits slightly improved	Retirement benefits significantly improved
					Salary/Benefits	Salary/benefits significantly reduced	Salary/benefits slightly reduced	Salary/benefits unchanged	Salary/benefits slightly improved	Salary/benefits significantly improved
					Career Development - opportunities for professional growth	No career development opportunities	Reduced career development opportunities	Career development opportunities unchanged	Slightly improved career development opportunity	Significantly improved career development opportunities
GOVERNANCE	15.00%	5.0	2.5	2.5	Oversight - Standards of Cover (SOC) authority	No input on SOC	Minority input on SOC	Equally shared input on SOC	Majority input on SOC	Defines SOC
					Oversight - Finances	No input on finances	Minority input on finances of services	Equally shared input on finances	Majority input on finances	Sole approval of finances
					Board - Membership on governing body	No participation in governance	Minority membership in governance	Equal governance membership	City-favored governance membership	Complete city governance
					Board - Membership selection	No input to governance selection	Provides input on membership selection	Equal membership selection vote	City nominates leaders	City selects government leaders
					Model - Form of governance model	Model change requires elected official vote w/30 day notice	Model change requires elected official vote w/3 month notice	Model change requires elected official vote w/6 month notice	Model change requires elected official vote w/1 yr notice	Model change requires citizen approval via vote
					Fire Chief - Selection of fire chief	No input to fire chief selection	Golden provides input in fire chief selection	Golden participates in fire chief selection	Golden steers fire chief selection	Golden selects fire chief
TRANSITION COMPLEXITY	5.00%	4.5	2.0	3.0	Steps - number of tasks to be accomplished	Extensive and long transition required	Extensive but short transition period	Short but some transition complexity	Quick and minimal transition required	No transition required
					Transition Speed - pace at which any transition can occur	2 years or longer	18 -24 months	12 - 18 months	6 - 12 months	Less than 6 months
					Approvals - electors or Board approval		Process has required citizen approval	Process has citizen advisory input	No citizen participation required	
					Staff time - time allocated to transition	Multiple people dedicated for extended period of time	Multiple people dedicated for short period of time	One person dedicated for extended period	One person for short amount of time	Very little staff time
TOTAL WEIGHT PCT	100.0%									
TOTAL UNWEIGHTED SCORES		22.0	16.5	17.3						TOTAL

Golden Standalone				Arvada FPD			West Metro FPD		
FACTORS	GOLDEN SCORE	WEIGHT	GOLDEN WEIGHTED	GOLDEN SCORE	WEIGHT	GOLDEN WEIGHTED	GOLDEN SCORE	WEIGHT	GOLDEN WEIGHTED
Performance Capabilities	3.0	25.00%	7.50	4.0	25.00%	10.00	4.5	25.00%	11.25
Finances	2.0	25.00%	5.00	1.5	25.00%	3.75	1.3	25.00%	3.13
Culture	4.0	15.00%	6.00	3.0	15.00%	4.50	2.5	15.00%	3.75
Staffing Impact	3.5	15.00%	5.25	3.5	15.00%	5.25	3.5	15.00%	5.25
Governance	5.0	15.00%	7.50	2.5	15.00%	3.75	2.5	15.00%	3.75
Transition Complexity	4.5	5.00%	2.25	2.0	5.00%	1.00	3.0	5.00%	1.50
	22.0	100.00%	33.50	16.5	100.00%	28.3	17.3	100.00%	28.63

Total Golden Score	
Golden Standalone	22.00
Arvada FPD	16.50
West Metro FPD	17.25
Total Golden Weighted Score	
Golden Standalone	33.50
Arvada FPD	28.25
West Metro FPD	28.63

WEIGHTING	
Performance Capabilities	25.00%
Finances	25.00%
Culture	15.00%
Personnel Impact	15.00%
Governance	15.00%
Transition Complexity	5.00%
TOTAL	100.00%