

Fire Department COOPERATIVE SERVICES STUDY



**Fairmount Fire Protection District
Golden Fire Department
Pleasant View Metropolitan District**
Golden, Colorado

August 2021



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Our sincere appreciation is extended to each of you...

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*...and to each of the command staff, officers, firefighters,
volunteers, and support staff who daily serve the citizens
and visitors of their respective communities*

INTRODUCTION

AP Triton, LLC (Triton) was retained to conduct a Cooperative Services Study on behalf of the Fairmount Fire Protection District, the City of Golden Fire Department, and the Pleasant View Metropolitan District. The following report represents hundreds of hours of work by Triton's subject matter experts, who approached this project from an unbiased perspective without any pre-conceptions. Included in Triton's review is a baseline evaluation of all components within each agency, including—but not limited to—finances, management, staffing, facilities, apparatus, service delivery, support programs, and future strategies and opportunities. The study includes a significant number of detailed analyses.

The study concludes with a myriad of recommendations to improve the efficiency and effectiveness of each of the organizations. In addition, Triton recommends the three participating fire agencies consider the creation of a single, consolidated organization in the form of a Fire Authority in accordance with Colorado Revised Statutes.

Section I-A: BASELINE EVALUATIONS OF THE FIRE DEPARTMENTS

DESCRIPTION OF THE COMMUNITIES SERVED

The service areas of the Fairmount Fire Protection District (FFPD), City of Golden Fire Department (GFD), and the Pleasant View Metropolitan District (PVMD) lie within Jefferson County to the west and southwest of Denver.

Located along the Front Range of the Rocky Mountains, the County comprises 774 square miles, of which about 1.3% consists of water.¹ Bordering the County's western boundary are Gilpin, Clear Creek, and Park Counties, with Boulder County on the northern boundary.

The City of Golden serves as the County seat. Currently, the most populous city in the County is Lakewood. Other cities include Wheat Ridge and Edgewater along with Arvada, Littleton, and Westminster—of which only portions of the latter three are within Jefferson County. There are five small towns, seven unincorporated communities, and fourteen census-designated places scattered throughout the County. Fairmount, East Pleasant View, and West Pleasant View are all census-designated places.

Figure 1: Jefferson County, Colorado



Jefferson County has several major highways. Interstate 70 is a transcontinental highway that traverses an east-west route through the County. U.S. Highways 6 and 40 have an east-west route, while Highway 285 traverses the County on a north-south route.

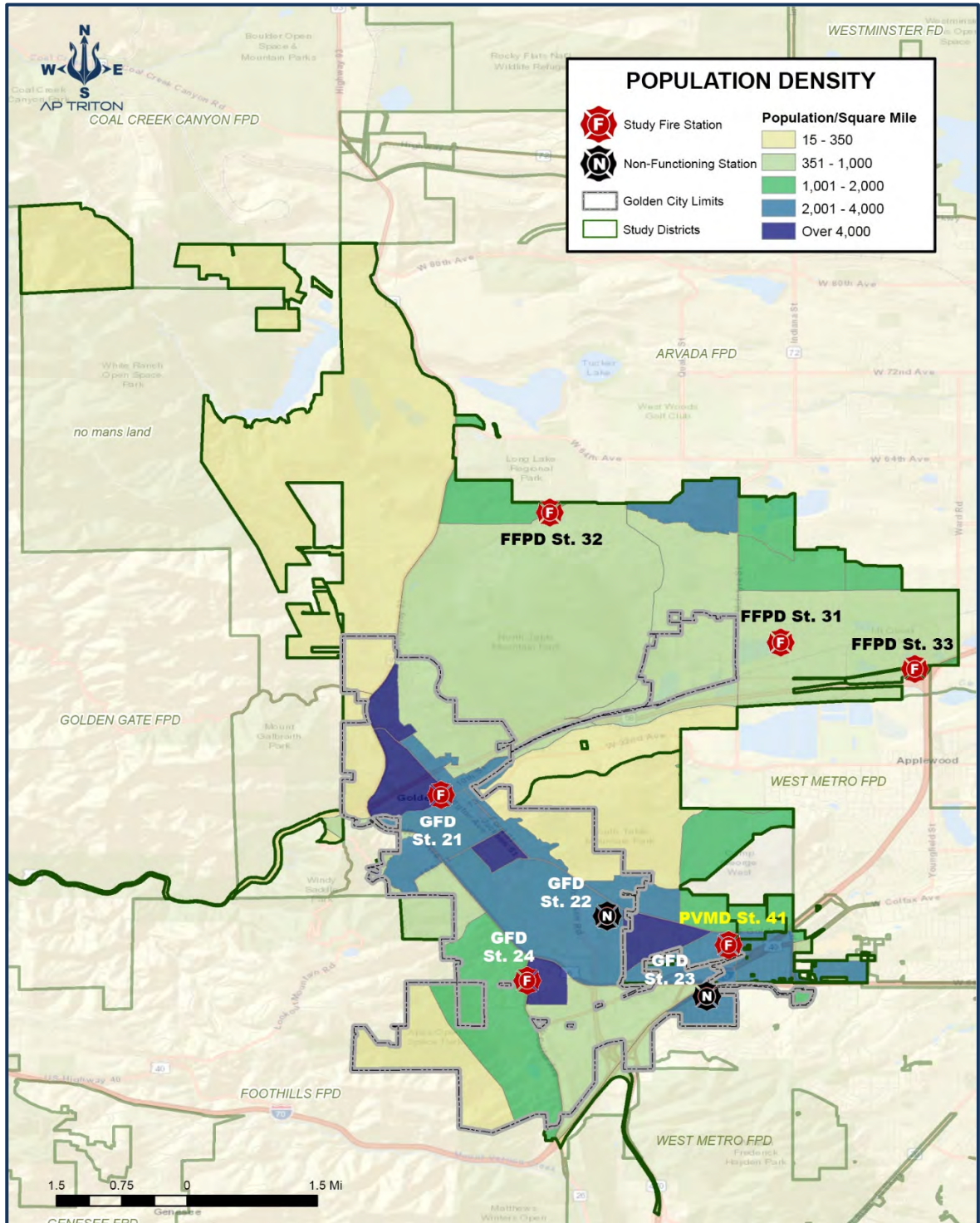
There are substantial recreational areas throughout Jefferson County that ultimately increase the transient population year-round. Three state parks, two national forests and a wilderness, and two national wildlife refuges lie within the County. There are multiple historic and recreational trails and a scenic byway.

Jefferson County Population

The U.S. Census Bureau estimates that the 2019 resident population of Jefferson County was 582,881 persons.² The median age was just over 40 years, with just over 5% of the population under the age of five years and 16% age 65 and older.³ Combined, the three agencies have an estimated resident population of nearly 44,000 persons. This does not include those visiting the area for recreation or the approximate 10,000-person increase due to individuals coming in for employment purposes.

The following figure is an illustration of the 2019 estimated resident population densities within the service areas of each of the fire departments participating in this study.⁴

Figure 2: Study Area Population Density (2019 Estimate)



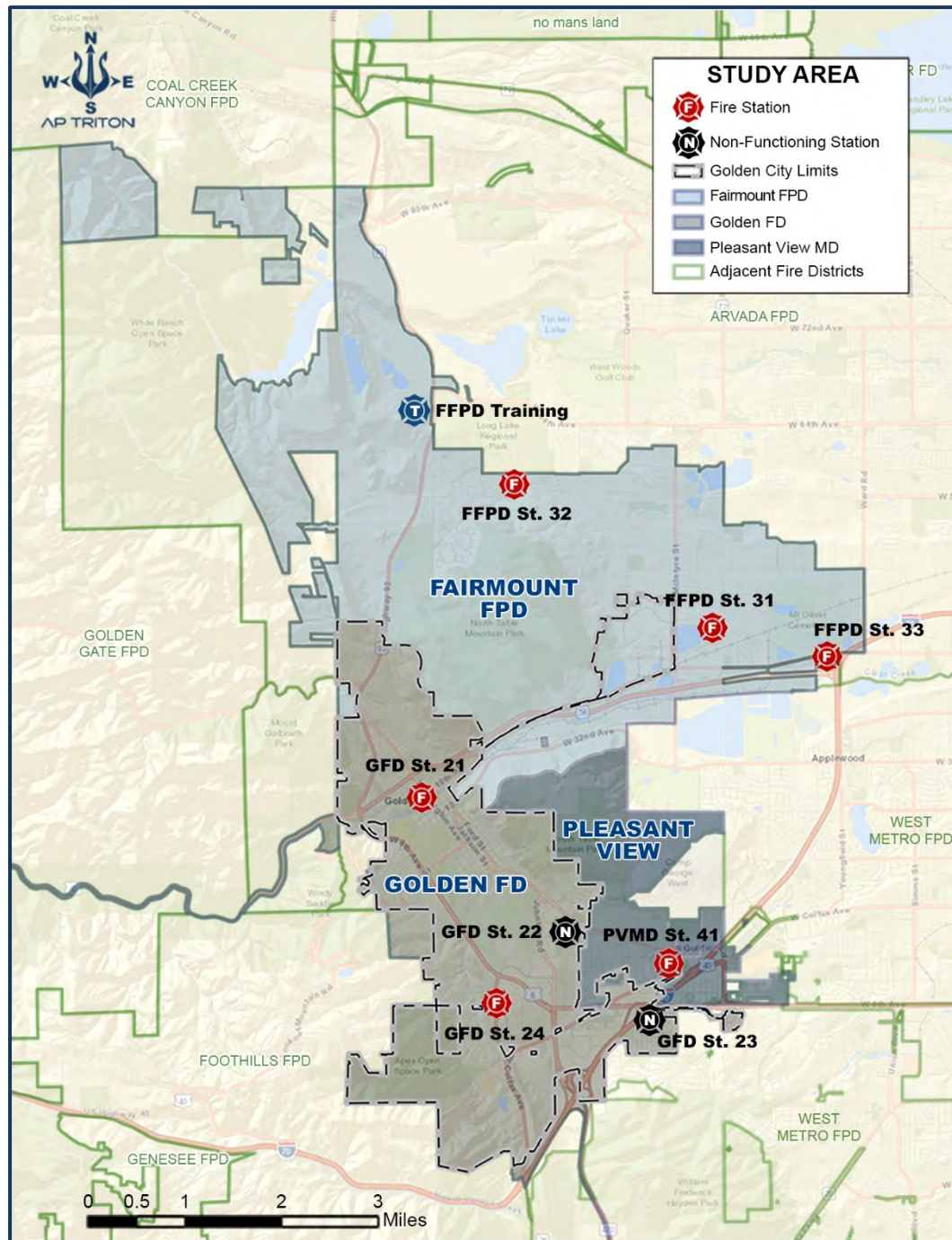
County Demographics

In 2019, the median household income was \$82,986 with just over 7% of the population in poverty.^{5,6} In 2019, it was estimated that nearly 7% of individuals under the age of 65 were without health insurance.⁷ Between 2015–2019, the Census Bureau estimated that there were 240,956 housing units in Jefferson County, with a median housing value of \$397,700.

OVERVIEW OF THE FIRE DEPARTMENTS

The following section is intended to provide a general description of each of the three participating fire departments. The following figure is an illustration of the overall study area, which includes the boundaries of the service areas of each of the three fire agencies.

Figure 3: Cooperative Services Project—Study Area



Fairmount Fire Protection District

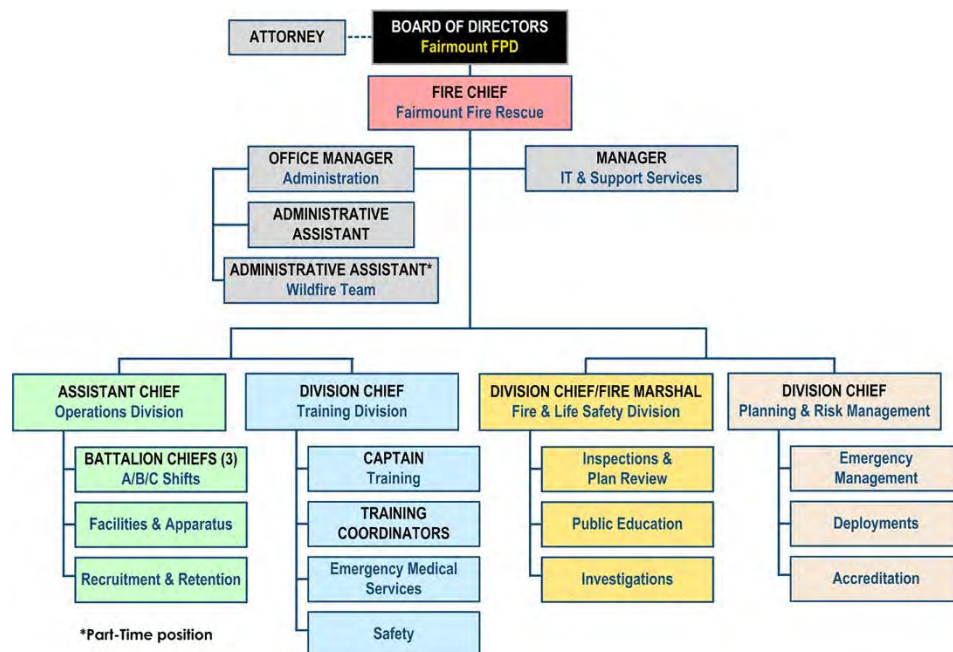
The Fairmount Fire Protection District was originally formed in 1961 as a Special District. It was created as a political subdivision of the State of Colorado to provide fire protection and other emergency services to the community. The District encompasses approximately 20 square miles with an estimated resident population of 18,000 people and another 10,000 transient workers during the day.⁸ It lies between the communities of Arvada, Golden, and Wheat Ridge on Colorado's Front Range.

FFPD Governance & Organizational Structure

The District is governed by a five-member elected Board of Directors (BOD), with one individual serving as the Board President. The BOD hires and oversees the District's Fire Chief, who is subject to regular performance evaluations. The Board functions in accordance with State of Colorado regulations.

FFPD is a combination department utilizing both career and volunteer firefighters in operations. The following figure illustrates the current organizational structure of the District.

Figure 4: Fairmount FPD Organizational Chart (2021)



As shown in the preceding figure, the Department is organized into four divisions, each of which is overseen by a Division Chief or Assistant Chief. The District staffing is comprised of about 72 personnel, of which 39 are volunteers and the rest career firefighters and administrative support staff.

Fire District Services

The Fairmount Fire Protection District is an all-hazards fire protection district providing traditional fire protection, EMS via medical first response (MFR) at the Basic Life Support (BLS) level, hazardous materials response (in partnership with the *Adams & Jefferson County Hazardous Response Authority*), some degree of technical rescue services in collaboration with some of its mutual aid partners, and wildland incident response. Fairmount Fire Protection District deploys its emergency resources from three fire stations, of which two are staffed 24 hours daily.



In 2019, the Fairmount Fire Protection District received a Class 1 Public Protection Classification (PPC®) from the Insurance Services Office (ISO). That same year, the District earned Accredited Agency status through the Commission on Fire Accreditation International (CFAI).

In addition to emergency operations, the Fairmount Fire Protection District conducts fire and life-safety commercial and residential fire inspections, building plan reviews, arson investigations, and public education programs that include fire prevention activities and CPR classes.



The City of Golden Fire Department

In 1872, the citizens of Golden formed the *Golden Hook & Ladder Company*—although it did not have any firefighting equipment at the time. In 1873, a rival company was formed and called the *Rescue Hook & Ladder Company*. In 1879, the *Loveland Hose Company* was formed. After a series of name changes and mergers, the Golden Fire Department was finally established.

Today, the Golden Fire Department is a municipal combination fire department providing an assortment of emergency and other services to the City. GFD provides service to an area of approximately 11 square miles, of which there is an estimated 2019 population of about 20,956 persons.⁹

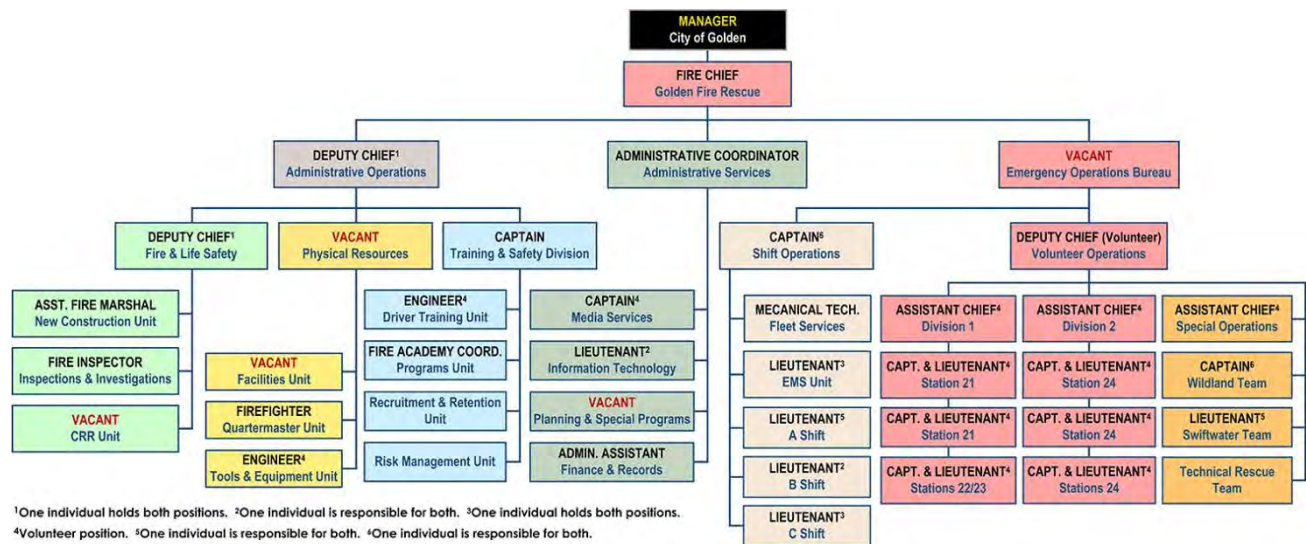
Figure 5: Early GFD Fire Apparatus (1919)



GFD Governance & Organizational Structure

The City of Golden's Charter provides for a Council-Manager form of government. The Fire Chief reports directly to the City Manager. GFD is comprised of three primary divisions: Administrative Operations, Administrative Services, and the Emergency Operations Bureau. The following figure is an illustration of the current (2021) organizational structure of the Golden Fire Department.

Figure 6: Golden Fire Department Organizational Chart (2021)



GFD currently employs more than 107 full-time and part-time career personnel and volunteer firefighters. Several positions are currently unfilled, and several individuals are responsible for more than one program.

Fire Department Services

GFD is an all-hazards department providing traditional fire protection, EMS via medical first-response (MFR) at the BLS level, hazardous materials response technical rescue services in collaboration with some of its mutual aid partners, and wildland incident response.

Pleasant View Metropolitan District

The Pleasant View Metropolitan District is a political subdivision of the State of Colorado as a Title 32 Special District, which is allowed in the Colorado Revised Statutes. In this capacity, the District is responsible for providing parks and recreation and fire protection services.

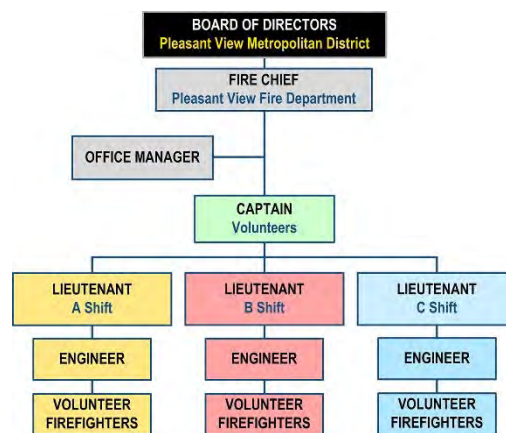
The District was founded in 1948 and encompasses approximately 2.5 square miles in central unincorporated Jefferson County and the western portion of the City of Lakewood, and includes an estimated 2019 resident population of approximately 4,600 persons.¹⁰

The District's fire department is a small combination department operating out of a single fire station utilizing Type 1 engines, an aerial, and wildland apparatus. Although it operates under PVMD, the organization typically refers to itself as the Pleasant View Fire Department.

PVMD Governance & Organizational Structure

The District is governed by a five-member elected Board of Directors (BOD) that serve four-year terms. The Fire Chief is a full-time position and reports directly to the Board. The following figure shows the current (2021) organizational chart.

Figure 7: Pleasant View Fire Department Organizational Chart (2021)



The preceding figure shows the Fire Chief, Captain, and a Lieutenant assigned to each of three shifts—all of whom are full-time career positions. Aside from the Office Manager, the remaining positions are volunteer or reserve firefighters.

Fire District Services

PVMD provides traditional fire protection, BLS-level, non-transport EMS, wildland fire suppression, and basic hazardous materials response. The District conducts fire inspections, code enforcement, and public education programs and contracts with the Golden Fire Department to conduct plan reviews and fire and arson investigations. In 2018, the District was awarded an ISO Class 2 PPC® rating.

Components of the Emergency Services System

In most communities, fire protection, EMS, and other services all function most effectively and efficiently through a system of agencies and organizations that provide specific and essential services.

Regional Communications & Dispatch

Jefferson County 911—or Jeffcom 911—is a primary Public Safety Answering Point (PSAP) for 9-1-1 calls originating from eight other PSAPs in Jefferson County. It is a regional dispatch and communications center providing services to 24 local police departments, fire departments, and EMS providers—including the three fire departments participating in this cooperative services study.

Along with receiving 911 calls and dispatching emergency services providers, Jeffcom 911 Emergency Communications Specialists (ECS) are trained in Emergency Medical Dispatch and provide pre-arrival instructions to callers in medical emergencies,

Ground & Air Emergency Medical Transport

In 2020, ground emergency medical transport (GEMT) Stadium Medical (SM), Inc., based in Denver, was contracted to provide BLS, ALS Levels I and II, and interfacility transport (IFT) within each fire department's service areas

Air Medical Transport

Flight for Life® Colorado is owned by Centura Health® and operates out of Denver (and other areas in the state), providing scene response and critical care transport utilizing five helicopters and three fixed-wing aircraft. AirLife Denver, based in Aurora, also provides helicopter scene response.

Clinical Facilities

The closest hospitals to all three fire agencies are St. Anthony Hospital (SAH) in Lakewood and Lutheran Medical Center (LMC) in Wheat Ridge. SAH is a designated Level I Trauma Center, certified Comprehensive Stroke Center, and has percutaneous coronary intervention (PCI) capabilities.

LMC is a designated Level II Trauma Center, certified Comprehensive Stroke Center, and certified Chest Pain Center. In addition to these two clinical facilities, several other medical centers are available in the Denver metropolitan area (e.g., Denver Health, Swedish Medical Center, Children's Hospital Colorado).

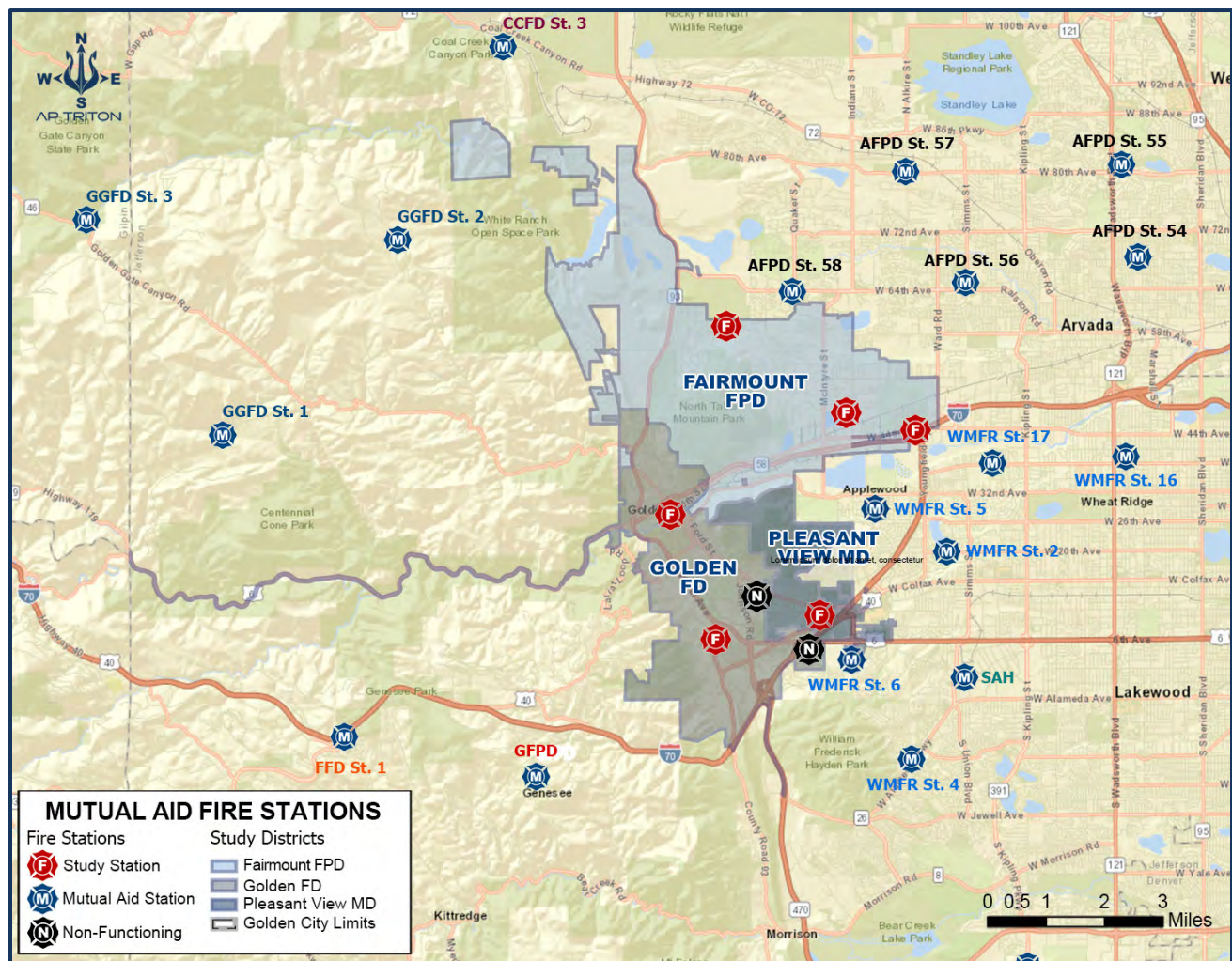
Mutual Aid & Automatic Aid Resources

Each of the three fire departments participating in this study has mutual and automatic aid agreements with the others and a few neighboring regional fire departments and fire districts. The primary fire agencies include the following:

- West Metro Fire Rescue
- Arvada Fire Protection District
- Golden Gate Fire Department
- Genesee Fire Protection District
- Foothills Fire Department
- Coal Creek Fire Department

These organizations maintain a variety of resources ranging from engines to aerials to wildland apparatus and special operations units. The following figure illustrates the various fire station locations of the organizations in the preceding list.

Figure 8: Locations of Mutual Aid Fire Stations



FINANCIAL REVIEW OF THE FIRE AGENCIES

Typical of government entities, the City of Golden, the Fairmount Fire Protection District, and the Pleasant View Metropolitan District use the fund accounting system to record financial transactions. Each of these entities incorporate a General Fund to track typical operations activity and use additional funds for special activities such as debt service and capital expenditures.

Revenues and expenses are typically divided into two main categories, recurring and non-recurring. The recurring items are expected on an annual basis and can be readily quantifiable, such as property taxes, salaries and benefits, station maintenance costs, apparatus maintenance costs, and Board of Directors' expenses. The non-recurring items are the opposite of that and include sales of assets, loan or lease proceeds, grants, donations, capital expenditures, and debt service.

Each of the agencies assesses and receives property tax revenues as a significant portion of their annual revenue streams. The City of Golden also receives sales tax as its most significant annual General Fund revenue stream. As a department of the City of Golden, the fire department must share the General Fund revenue stream with other departments such as police, city administration, recreation, public works, etc. Similarly, Pleasant View Fire Department operates as a department of a metropolitan service district that also funds operations of local parks and other recreational opportunities. Fairmount Fire Protection District provides fire, rescue, and first responder services to its community and does not have to compete with unrelated activities for its available funding.

Fairmount Fire Protection District

Three funds, the General Fund, Operations Fund, and a Debt Service Fund, are used by the District. As the Operations Fund is funded 100% from the General Fund and no Operations Fund balance remains at the end of each year, the Operations Fund and the General Fund are combined for the financial analysis conducted in this study.

The property tax revenues are the most significant funding stream for the District and are apportioned between the General Fund and the Debt Service Fund. Revenues from this source have increased at an average annual rate of approximately 13% between 2017 and 2020. FFPD receives a significant reimbursement each year to recover the costs of deploying its personnel and equipment on wildfire incidents. These funds are used to cover the costs associated with the deployment of those resources.

Salaries and benefits are the most significant recurring expense for the District, followed by the costs associated with deploying its fire management team. Salary and benefit costs have increased at an average annual rate of approximately 6.5%. Fire management team costs are dependent on activity during the wildfire season. The District participates in an intergovernmental agreement, which expired in 2020, with the City of Golden requiring the District to compensate Golden to equalize the tax and financial burden of providing service to the Coors Technological Center/Wild Plum Farm properties. Salaries and benefits were combined in the financial presentation for 2017. The following figure summarizes historic General Fund revenue and expense information received from the Department.

Figure 9: FFPD General Fund Income & Expenditures

Revenue/Expenses	2017 Actual	2018 Actual	2019 Actual	2020 Actual
General Property Taxes	3,477,392	3,943,665	4,007,626	4,842,472
Specific Ownership Taxes	374,603	399,973	370,144	418,572
Fire Team Reimbursements	1,672,198	2,141,094	877,095	1,734,441
Other Revenues	103,304	91,138	71,056	81,395
TOTAL REVENUE:	\$5,627,497	\$6,575,850	\$5,325,921	\$7,076,880
Salaries & Wages		2,291,591	2,344,974	2,650,655
Benefits		449,829	664,440	912,212
Total Salaries & Benefits:	2,984,770	2,741,420	3,009,414	3,562,867
Volunteer Costs	147,303	140,823	137,944	80,416
Fire Team	1,287,243	1,236,934	579,406	1,177,850
Coors Tech Payment	303,271	323,271	323,271	323,271
Other Supplies & Services	708,010	850,042	722,061	988,524
Total Recurring Expenses:	5,430,597	5,292,490	4,772,096	6,132,928
Lease Expenditures	71,942	72,881	70,172	70,300
Capital Equipment	587,624	396,543	165,312	182,018
Total Non-Recurring Expenses:	659,566	469,424	235,484	252,318
TOTAL EXPENSES:	\$6,090,163	\$5,761,914	\$5,007,580	\$6,385,246
Increase (Decrease) in General Fund:	(\$462,666)	\$813,956	\$318,341	\$366,889

FFPD also utilizes a Debt Service Fund for payments on its long-term obligations related to its Series 2017 Refunding Loan. The following figure provides historic information on the Debt Service Fund activities. The obligations requiring this fund will be extinguished in December 2022 and the associated mill levy will be removed from the annual assessment.

Figure 10: FFPD Debt Service Fund Historic Activities

Revenue/Expenses	2017 Actual	2018 Actual	2019 Actual	2020 Actual
General Property Taxes	319,878	319,585	325,519	324,745
Recurring Revenue	319,878	319,585	325,519	324,745
Loan Proceeds	1,606,700	—	—	—
Non-Recurring Revenue	1,606,700	—	—	—
Total Revenue:	\$1,926,578	\$319,585	\$325,519	\$324,745
Administrative Expenses	4,762	5,047	4,911	—
Total Recurring Expenses:	4,762	5,047	4,911	—
Principal	207,100	269,801	274,800	287,666
Interest	78,853	25,752	20,202	8,331
Bond Refunding	2,020,000	—	—	—
Issuance Costs	46,900	—	—	—
Total Non-Recurring Expenses:	2,352,853	295,553	295,002	295,997
Total Expenses:	\$2,357,615	\$300,600	\$299,913	\$295,997
Increase (Decrease) in Debt Service Fund:	(\$431,037)	\$18,985	\$25,606	\$28,748

Property tax revenues are conservatively projected to increase at an 8% rate in the future; however, other recurring revenues are projected to grow at an annual rate of 4%. Fire team reimbursements are forecast to remain constant at \$1,200,000, and related expenses are projected at \$1,000,000 annually.

Salaries are forecasted to increase at 5% annually with payroll taxes and pension costs increasing commensurately. Volunteer costs are projected to grow at a 5% annual rate. Services and supplies are forecast to increase at 4% annually.

Figure 11: Projected FFPD Revenues & Expenses

Revenue/Expenses	2021 Budget	2022 Projected	2023 Projected	2024 Projected	2025 Projected
General Property Taxes	5,322,997	5,748,797	6,208,659	6,705,308	7,241,688
Specific Ownership Taxes	290,000	301,600	313,664	326,211	339,259
Fire Team Reimbursements	1,200,000	1,200,000	1,200,000	1,200,000	1,200,000
Other Revenues	84,500	87,880	91,395	95,051	98,853
Total Revenue:	6,897,497	7,338,277	7,813,718	8,326,570	8,879,800
Salaries & Wages	2,981,025	3,130,076	3,286,580	3,450,909	3,623,455
Benefits	1,003,788	1,072,625	1,160,406	1,255,955	1,359,998
Total Salaries & Benefits:	3,984,813	4,202,701	4,446,986	4,706,864	4,983,453
Volunteer Costs	214,000	224,700	235,935	247,732	260,118
Fire Team	855,500	1,000,000	1,000,000	1,000,000	1,000,000
Coors Tech Payment	321,271	—	—	—	—
Other Supplies & Services	1,151,834	1,197,907	1,245,824	1,295,657	1,347,483
Total Recurring Expenses:	6,529,418	6,625,309	6,928,744	7,250,253	7,591,054
Lease Expenditures	300,999	73,000	70,300	70,201	—
Capital Equipment	341,000	—	—	—	—
Total Non-Recurring Expenses:	641,999	73,000	70,300	70,201	—
Total Expenses:	7,171,417	6,473,609	6,763,109	7,072,722	7,330,935
Increase (Decrease) in GF:	(273,920)	864,668	1,050,609	1,253,848	1,548,865
Beginning Surplus	3,187,930	2,914,010	3,778,678	4,829,287	6,083,135
Ending Surplus	2,914,010	3,778,678	4,829,287	6,083,135	7,632,000

City of Golden Fire Department

The City of Golden provides its residents with the services typical of municipal government including, police, fire, general government, judicial and legal, planning and development, public works, and parks and recreation. As previously described, the City of Golden, like other municipal governments, operates through various fund accounts including the General Fund, Special Revenue Funds, Capital Project Funds, Enterprise Funds, Internal Service Funds, and a Cemetery Perpetual Care Fund.

Financial reporting is completed using the economic measurement focus and the accrual basis of accounting. Revenues are recorded when earned, and expenses are recorded when a liability is incurred. This method requires adjustments to the budgeted numbers as budgets are prepared on a cash basis.

The City of Golden prepares a biennial budget with approval by the City Council of the initial year. Late in the initial year, the Council will review recommended adjustments and appropriate funds for the subsequent year of the budget. The City budgets primarily on a cash basis and does not consider non-cash items such as depreciation and amortization in its budget process.

Out of concerns related to the potential impact from the ongoing COVID-19 Pandemic, the City took immediate steps to minimize the financial impact to the 2020 budget by reducing spending at all levels to buffer the loss of sales and use taxes. Creative programs were developed to continue to provide services to the community and to provide benefits to employees affected by the virus. Proposed sales and use tax revenues were reduced in the 2020 budget cycle.

The current budget (2021/2022) was prepared at the height of the pandemic and continued uncertainty.

The City of Golden assesses taxes of various types, with sales tax receipts providing the most significant annual revenue. Sales and use taxes have shown steady growth between 2016 and 2019, averaging an increase of approximately 4.5% annually, but the pandemic reduced that expected revenue stream by approximately \$930,000 in 2020. The State of Colorado allows property tax re-valuations to occur every other year which typically results in a significant increase in values and property tax revenues every second year.

Recurring expenses increased approximately 5.3% annually between 2016 and 2019. In 2020, as the pandemic progressed, the City took steps to restrict non-essential expenditures, reducing actual expenditures below the budgeted amounts for 2020.

The following figure is the historic revenues and expenses for the General Fund between 2016 and 2020.

Figure 12: Golden General Fund Historic Revenues, Expenses, & Fund Surplus (Part 1)

Revenue/Expenses	2016	2017	2018	2019	2020
Property taxes	6,429,192	6,526,813	7,326,157	7,488,338	8,313,720
Sales taxes	10,083,698	10,651,432	11,051,169	11,466,870	11,010,270
Use taxes	2,054,614	2,277,497	2,234,848	2,562,194	3,111,904
Other taxes	2,697,978	3,841,168	2,392,925	3,851,030	2,431,279
Total taxes	21,265,482	23,296,910	23,005,099	25,368,432	24,867,173
Licenses & permits	670,890	1,530,843	849,864	882,624	928,008
Charges for services	3,028,700	2,955,545	3,016,186	3,103,388	2,911,388
Intergovernmental	682,472	775,617	743,497	712,018	2,130,247
Fines & forfeitures	773,613	707,018	589,119	543,287	242,418
Interest & miscellaneous	1,005,892	1,091,932	1,268,766	1,290,529	1,217,422
Total Revenue:	\$27,427,049	\$30,357,865	\$29,472,531	\$31,900,278	\$32,296,656
City Council	216,314	236,897	273,673	253,431	213,584
Sustainability	181,181	175,780	317,700	317,998	301,940
Municipal Judge	50,874	51,016	53,820	45,800	49,864
City Attorney	572,044	526,207	352,064	356,712	326,227
City Manager	490,949	569,296	638,633	745,675	736,928
Communications	452,615	525,013	559,509	582,920	587,536
GURA Staff	66,077	89,514	94,665	99,315	104,252
City Clerk	262,959	289,818	285,466	291,565	284,370
Human Resources	717,648	633,145	677,988	745,469	533,312
Municipal Court	292,883	302,341	296,733	317,039	240,418
Finance & Admin. Services	1,347,719	1,414,433	1,435,289	1,639,748	1,642,737
Planning & Development	711,480	813,215	910,577	885,217	949,505
Economic Development	356,581	335,941	377,389	334,113	224,987
Community Marketing	399,085	404,496	428,446	382,886	340,342
Grants	72,155	45,647	16,054	—	—
Public Works Administration	1,613,460	1,750,847	1,821,242	1,857,462	1,940,733
Public Works Streets	2,034,407	2,160,856	2,000,903	1,900,140	1,915,075
Police	8,570,731	9,103,205	9,700,355	10,430,871	10,138,404
Fire	1,765,554	1,833,212	1,999,619	2,196,937	2,715,638
Parks & Recreation Admin	546,223	327,588	362,091	381,436	382,556
Outdoor Recreation	302,194	331,863	311,334	298,818	236,508
Parks	1,432,438	1,519,968	1,509,036	1,609,313	1,514,304
Forestry	240,110	274,871	283,032	288,747	287,235
RV Park	126,897	131,524	141,240	143,343	132,073

Figure 13: Golden General Fund Historic Revenues, Expenses, & Fund Surplus (Part 2)

Revenue/Expenses	2016	2017	2018	2019	2020
Municipal Facilities	486,931	725,800	790,711	944,665	993,259
Emergency Ops. Center	628	—	—	—	—
Property & Liability Premium	131,355	132,962	140,939	147,986	170,924
Highway Corridor Project	25,196	59,793	—	—	279
Single Trash Hauler Program	539,917	557,474	742,058	638,074	690,773
Total Recurring Expenses:	\$23,466,688	\$24,765,248	\$25,778,508	\$27,197,606	\$26,962,990
Transfers to Other Funds	1,032,912	2,751,993	1,267,100	1,329,000	2,427,500
Coors/Tech/Fairmount Rebates	715,709	799,272	942,400	970,944	1,108,841
Land/Building Acquisition	—	1,782,843	—	—	—
Other Non-Recurring	162,465	252,647	202,525	255,807	601,011
Total Non-Recurring Expenses:	1,911,086	5,586,755	2,412,025	2,555,751	4,137,352
Total Expenses:	\$25,917,691	\$30,909,477	\$28,932,591	\$30,391,431	31,791,115
Increase (Decrease) in General Fund Surplus:	\$1,509,358	(\$551,612)	\$539,940	\$1,508,847	\$505,541
Beginning Fund Surplus	7,779,627	9,288,985	8,627,027	9,166,967	10,675,814
Adjustment	—	(110,346)	—	—	—
Ending Fund Surplus:	\$9,288,985	\$8,627,027	\$9,166,967	\$10,675,814	\$11,181,355

Recurring expenses have risen significantly between 2016 and 2020, with salaries, including staffing increases, increasing by approximately \$500,000 or a little over 16% annually. Benefits, including an annual contribution to the volunteer retirement fund of \$155,000, have increased a similar percentage and include a stipend payment of \$78,000 annually that began in 2020. Health insurance premiums have doubled during the same time period as a result of additional full-time personnel and increases in the annual premium. The Department was awarded a SAFER grant in 2019 that added four additional full-time positions. The cost of these positions is reflected in the 2020 expenses, with the grant revenues being recognized in the City's General Fund Intergovernmental Revenues.

Services and supplies include station operating costs, data services, fleet expenses, office expenses, EMS supplies, a volunteer deferred compensation (457) payment of approximately \$105,000, and the IS Lease of approximately \$135,000. The following figure provides a historical view of recurring and non-recurring expenses of the Golden Fire Department.

Figure 14: GFD Historic Recurring Expenses and Non-Recurring Expenditures

Expenses	2016	2017	2018	2019	2020
Salaries	764,400	756,300	907,400	964,950	1,246,092
Benefits	404,240	430,300	522,940	537,600	693,522
Total Salaries & Benefits	1,168,640	1,186,600	1,430,340	1,502,550	1,939,614
Services & Supplies	599,229	607,957	652,054	707,500	684,535
Volunteer Insurance	18,000	16,700	17,000	17,000	16,351
Total Recurring Expenses	1,785,869	1,811,257	2,099,394	2,227,050	2,640,500
Capital Expenditures	16,000	18,000	20,000	38,020	75,138
Total Non-Recurring Expenditures:	16,000	18,000	20,000	38,020	75,138
Audit Adjustments	(36,315)	3,955	(119,775)	(68,133)	—
Total Expenses:	\$1,765,554	\$1,833,212	\$1,999,619	\$2,196,937	\$2,715,638

The City of Golden has produced a biannual budget that includes projections for 2022. The financial forecast begins with the adopted budgets for 2021 and the 2022 projections and moves forward from that point using similar growth projections as contained in the City's biannual budget. Utilizing these growth projections, the City's General Fund Surplus is reduced each of the next three years before stabilizing in 2024. The following figure provides a summary of forecast revenues and expenses for the City of Golden.

Figure 15: Forecast Revenues & Expenses for the City of Golden

Revenue/Expenses	Budget 2021	2022	2023	2024	2025
Property taxes	8,400,000	9,324,000	9,450,000	10,489,500	10,700,000
Sales & Use taxes	13,616,600	14,025,200	14,445,956	14,879,335	15,325,715
Other taxes	2,332,710	2,344,423	2,356,145	2,367,926	2,379,765
Total taxes	24,349,310	25,693,623	26,252,101	27,736,761	28,405,480
Other revenues	5,701,313	5,852,801	5,997,056	6,147,081	6,303,107
Total Revenue:	\$30,050,623	\$31,546,424	\$32,249,157	\$33,883,842	\$34,708,587
Recurring expenses	28,979,931	29,491,827	30,078,720	30,677,352	31,322,956
Total Recurring Expenses:	\$28,979,931	\$29,491,827	\$30,078,720	\$30,677,352	\$31,322,956
Transfers to Other Funds	1,370,000	1,455,000	1,455,000	1,455,000	1,455,000
Other Non-Recurring	855,000	895,000	895,000	895,000	895,000
Total Non-Recurring Expenses:	2,225,000	2,350,000	2,350,000	2,350,000	2,350,000
Total Expenses:	31,204,931	31,841,827	32,428,720	33,027,352	33,672,956
Increase (Decrease) in General Fund Surplus:	(1,154,308)	(295,403)	(179,563)	(856,490)	1,035,631
Beginning Fund Surplus	8,922,841	7,768,532	7,473,129	7,293,566	8,150,056
Ending Fund Surplus:	\$7,768,532	\$7,473,129	\$7,293,566	\$8,150,056	\$9,185,687

The Golden Fire Department has experienced growth in full-time positions over the past year. The continuation of these costs is included in the biannual budget of the City and is projected to increase at 2% per year in the forecast. Compensation rates typically increase between 3% and 4%; however, unfilled positions and retirements that result in lower starting wages for the replacement firefighters reduce the overall growth rate. Other operating costs are forecast to increase at a 2% annual rate except for sporadic costs for PPE replacement and repairs and maintenance of radios, facilities, and apparatus which are forecast to remain flat. The following figure is a forecast of the operating costs of the Golden Fire Department.

Figure 16: GFD Financial Forecast

Expenses	Budget 2021	2022	2023	2024	2025
Salaries	1,233,177	1,257,841	1,282,997	1,308,657	1,334,830
Benefits	697,326	711,273	725,498	740,008	754,808
Total Salaries & Benefits:	1,930,503	1,969,113	2,008,495	2,048,665	2,089,639
Services & Supplies	963,088	944,036	960,812	977,925	1,030,379
Volunteer Insurance	17,000	17,000	17,000	17,000	17,000
Total Recurring Expenses:	2,910,591	2,930,149	2,986,308	3,043,590	3,137,018
Capital Expenditures	25,000	25,000	25,000	25,000	25,000
Non-Recurring Expend.:	25,000	25,000	25,000	25,000	25,000
Total Expenses:	\$2,935,591	\$2,955,149	\$3,011,308	\$3,068,590	\$3,162,018

Pleasant View Metropolitan District

Property tax revenues and total recurring revenues have increased at a 6% annual rate over the past five years. Overhead expenses have fluctuated based on the needs of the District. Included in the overhead expense category are the salaries and benefits of the fire department, administrative staff, and park employees. The fire department employee count has increased from five to seven during the previous five years. Operations expenses for the fire department and the parks/recreation groups have, again, moved up and down dependent on the needs of the community. Revenues from park rentals and other outdoor activities were not budgeted in 2020 due to the onset of the pandemic and the curtailment of public gatherings. The following figure is a historical view of the financial operation of the District.

Figure 17: Historic Revenues & Expenses of PVMD (Part 1)

Revenue/Expenses	2016 Actual	2017 Actual	2018 Actual	2019 Actual	2020 Actual
Property taxes	1,039,485	1,030,420	1,217,153	1,153,350	1,299,995
Training and other Reimbursements	7,415	7,650	6,821	6,866	19,809
Fire Prevention	185	500	—	—	—
Rental Income	13,740	19,830	29,383	22,772	23,768
Interest Income	5,930	1,750	19,188	21,810	9,642
Total Recurring Revenues:	1,066,755	1,060,150	1,272,545	1,204,798	1,353,214
Grant Income	313,381	50,000	—	—	—
Insurance Claims	—	—	82,224	—	—
Miscellaneous Income	395	—	5,298	8,810	6,836
Total Non-Recurring Receipts:	313,776	50,000	87,522	8,810	6,836
Total Receipts:	\$1,380,531	\$1,110,150	\$1,360,067	\$1,213,608	\$1,360,050
County Treasurer Fees	14,425	15,000	16,694	15,998	18,221
General Overhead	58,569	41,895	44,775	53,625	48,595
Office Equipment & Computers	3,878	2,460	3,050	5,000	2,346
Insurance Expense	61,280	57,444	38,712	43,213	41,151
Election Expense		-	24,693	1,882	25,000
Board of Directors Expense	59,400	6,500	7,000	6,600	7,200
Community Relations	1,509	1,200	472	15	-
Salaries & Benefits	571,755	570,160	577,545	643,276	567,745
Staff development	638	1,250	60	-	-
Pension Expense	12,485	12,485	20,000	20,000	-
Professional Services	27,268	31,100	82,278	154,674	39,685
Miscellaneous	105	500	3,757	—	—
Staff Travel	480	850	—	16	—
Banking Fees	73	180	210	294	140
Total Overhead Expenses:	811,865	741,024	794,553	942,711	725,082
Fire Operations	61,140	58,721	55,539	30,035	49,201
Miscellaneous	—	—	(96)	806	2,020
Volunteer Expenses	4,714	6,600	6,119	5,294	—
Vehicle & Apparatus Expenses	31,482	29,050	82,523	51,253	17,810
Communications	1,289	9,010	1,610	8,474	735
Fire Prevention/Safety	198	800	376	81	500
FD Professional Contracts	1,884	32,334	32,901	14,018	30,916
Park Operations Expense	100,203	83,716	275,541	182,015	130,172
Park & Recreation Events	1,396	2,100	613	450	—

Figure 18: Historic Revenues & Expenses of PVMD (Part 1 continued)

Revenue/Expenses	2016 Actual	2017 Actual	2018 Actual	2019 Actual	2020 Actual
Total Operations Expense	202,306	222,331	455,126	292,426	231,354
Total Recurring Expenses	1,014,171	963,355	1,249,679	1,235,137	956,437
Capital Lease	48,366	48,366	48,366	-	-
Capital Expenditures	375,830	38,500	212,743	211,697	-
Capital Reserves	-	96,642	-	-	172,061
Total Non-Recurring Expenditures	424,196	183,508	261,109	211,697	172,061
TOTAL EXPENDITURES:	\$1,438,367	\$1,146,863	\$1,510,788	\$1,446,834	\$1,128,498
Increase (Decrease) in Surplus:	(57,836)	(36,713)	(150,721)	(233,225)	231,552

Revenue projections, based on historical growth rates, anticipate an increase in property tax revenues of approximately 5% annually. Total revenues are projected to increase at approximately 5.75% annually.

General overhead expenses are forecast to increase at an annual rate of 4%, with other administrative costs growing at a 2% rate. Payroll and related costs are also forecast to increase at an annual rate of 2%. Total overhead expenses are forecast to increase at approximately 1.5% annually.

The 2021 Fire Operations Budget contains purchases of PPE and SCBA costs that are in excess of normal annual costs. Fire operations costs are forecast to be less than the 2021 budgeted amount and to increase at a 2% rate annually. Other operations expenses are also forecast at a 2% annual growth rate. An annual increase in capital reserves of 7% of recurring operating expenses and a vehicle reserve escrow payment of \$38,000 annually are included in the projections. The projections indicate a positive cash flow is generated in the forecast period ending in 2026.

Figure 19: Projected PVMD Revenues & Expenses

Revenue/Expenses	2021 Budget	2022 Projected	2023 Projected	2024 Projected	2025 Projected
Property taxes	1,302,511	1,366,136	1,433,096	1,503,568	1,577,734
Other recurring revenue	8,941	32,000	32,000	32,000	32,000
Total Recurring Revenues	1,311,451	1,398,136	1,465,096	1,535,568	1,609,734
Total Non-Recurring Receipts	17,500	22,500	22,500	22,500	22,500
Total Receipts:	1,328,951	1,420,636	1,487,596	1,558,068	1,632,234
Salaries & benefits	634,447	647,136	660,079	673,281	686,746
Other overhead expenses	246,916	234,607	239,131	243,797	248,610
Operational expenses	337,393	319,042	325,201	331,513	337,984
Total Recurring Expenses	1,218,756	1,200,785	1,224,411	1,248,591	1,273,340
Capital Expenditures	5,000	5,000	5,000	5,000	5,000
Capital Reserves	122,933	122,055	123,709	125,401	127,134
Total Non-Recurring Expenditures	127,933	127,055	128,709	130,401	132,134
TOTAL EXPENDITURES:	1,346,689	1,327,841	1,353,119	1,378,992	1,405,474
Increase (Decrease) in Surplus:	(17,738)	92,795	134,477	179,076	226,760
Beginning surplus	1,432,726	1,432,727	1,432,728	1,432,729	1,432,730
Ending surplus	1,414,989	1,525,522	1,567,205	1,611,805	1,659,490

It should be noted that the above projections anticipate an increase in the ending surplus through 2025. This amount is in addition to the capital reserve balances that are projected to build to approximately \$800,000 in 2025.

MANAGEMENT COMPONENTS

Effectively managing a fire department or district is a complex task, often impacted by financial constraints, political pressures, and demanding community expectations. Today's fire department must address these complexities by ensuring an efficient and flexible organizational structure, adequacy of response, maintenance of competencies, a qualified workforce, and financial sustainability.

The development of baseline management components in fire service organizations enables them to move forward in an organized and efficient manner. In the absence of foundational management elements, organizations can flounder—lost in ineffective leadership and divergent views of purpose and vision. The need for baseline management elements is especially true when organizations are attempting to consolidate more formally.

A well-organized and efficiently administered organization has appropriate documentation, policies, and procedures, and ways to effectively address internal and external issues. Organizational processes need to manage information and communication flow within each fire agency and their respective constituents. To identify potential opportunities and barriers in consolidating departments, Triton examined each fire district's current efforts in organizational planning and management.

Mission, Vision, & Values

A fire department's management needs to be grounded in the acceptance and adoption of a strong mission statement and an organizational vision and values. These fundamental foundation blocks are necessary to ensure everyone in the organization and community understands why the organization exists, the level of services provided, the fire department's vision over the next three to five years, and the goals and objectives to get there. A successful strategic planning process enables organizational improvements related to the creation and maintenance of policies and procedures, enhancement of internal and external communications practices, improved operational deployment, recordkeeping, and sustainable financial practices.

For an organization to be effective, mission, vision, and value statements must be part of a "living" process, consciously evolving as the department changes and grows. The strategic planning process guides the organization through the change and growth processes. The following figure compares the status of strategic planning among the three agencies.

Figure 20: Mission, Vision, & Strategic Planning Efforts of the Fire Agencies

Department Mission & Goals	FFPD	GFD	PVMD
Mission statement adopted	Yes	Yes	No
Vision established/communicated	Yes	Yes	No
Strategic plan adopted	Yes	Yes	No

Fairmount Fire Protection District

Mission Statement

"To provide the highest level of professional services while preserving life, property, and the environment by being proactive, progressive, and responsive to our communities."

Vision Statement

"To excel in providing professional emergency services through innovation, partnering, responsibility, transparency, and continuous improvement."

Values

"Accountability—We shall accept ownership for our actions and decisions.

Respect—We believe that dignity and compassion should be provided as we value all members of the community and department.

Integrity—We believe integrity is one of the most important ethical values and conveys honor, loyalty, trustworthiness, and responsibility by doing the right things for the right reasons.

Safety—We value a healthy working environment that requires a commitment to minimizing risk to our citizens and ourselves.

Excellence—We consider it our duty to deliver responsive, valuable quality service with flexibility and adaptability in an ever-changing environment."

Strategic Plan

The District has a 2019 Strategic Plan in place, reviews the strategic plan annually, and plans to update it in 2024.

City of Golden Fire Department

Mission Statement

"The mission of the Golden Fire Department's dedicated professional is to enhance the quality of life for the Golden Community through fire and injury prevention, education, and the protection of life and property."

Vision Statement

"The Golden Fire Department strives for customer service excellence as a model combination fire department. We pride ourselves in always putting our customer's needs above our own. Our department culture is grounded in inclusiveness, transparency, and innovation. We protect each other through our dedication to training, safety, and prevention. As a team of dedicated professionals, we are committed to the residents of Golden, our department, and each other. All that we do is aimed at keeping Golden a premier place to live, play and work."

Purpose Statement

"To serve in the Face of Adversity."

Shared Values

Shared values acronym:

- L—LAST
Signifying we have the fortitude to do what is needed and the humility to put others first.
- I—Integrity
We are honest, fair, and consistent, showing an uncompromising adherence to ethical behavior and our shared values.
- L—Loyalty
We are committed to each other as one family of brothers and sisters to the residents of our communities and visitors.
- A—Accountability
We are responsible for our words and behavior to ourselves, each other, and the public. We humbly support one another in the positive pursuit of excellence, coaching each other to constantly improve.

- S—Service

We put others before ourselves, doing our duty courageously, honorably, and respectfully. Through education and innovation, we provide the highest levels of emergency services and fire prevention education in the nation.

- T—Trust

We depend on one another's words and commitments to each other as a high-performance team based on our professional knowledge, skills, and capabilities."

Strategic Plan

The Department has a current 2021–2023 strategic plan approved by the City Council.

Pleasant View Metropolitan District

The Mission, Vision, and Values statements for PVMD are currently under development.

Critical Issues

As a part of this study, each department provided a list of the most critical issues facing their organization. Triton evaluated the responses, looking for commonalities that could lead to more cohesive planning in the future. The following figure summarizes the issues facing each organization.

Figure 21: Critical Issues Identified by the Fire Chiefs

No.	FFPD	GFD	PVMD
1	Financial contributions	Firefighter safety	Apparatus replacement
2	Service level-Standards of Cover	Staffing	Staffing for volunteer and paid personnel
3	Accreditation/ISO	Pay and benefits	Completion of policies & SOGs
4	Management model	Retention of career and volunteer staff	Better pay for staff
5	HR & Finance positions	Budget appropriate for type and size of GFD	

Fairmount Fire Protection District

Like many Colorado fire agencies, the District has concerns for sustainable funding for continued and growing operational needs. The department continues to study the required service levels for the community. Upholding both the CFAI Fire Accreditation processes and improving or maintaining the Insurance Services Office (ISO) fire rating are critical priorities the District manages. The agency's management model is under continuous review as leadership, supervision, and support needs grow. Human Resources and Finance positions, two primary support functions for the Department, need to be developed and filled.

City of Golden Fire Department

The Department is continuously focused on maintaining firefighter safety during operations and training. There is a concern for providing adequate staffing for responses to incidents. Pay and benefits are continually under review to provide competitive compensation programs to retain and attract qualified personnel. The Department continuously reviews the programs, staffing, and budget to ensure the agency aligns with the community's needs for response and services.

Pleasant View Metropolitan District

Like many volunteer-based fire agencies across the country, there is a continuous need to recruit and retain people to serve the community. The recruitment and retainment of qualified paid personnel is also a concern.

PVMD is currently working on the update and development of policies and standard operating guidelines.

Internal & External Communications

In today's "hyper-speed" world of organizational communications, the public expects strategic, frequent, responsive, and transparent communication from government agencies. Likewise, employees expect the same when disseminating internal messages. Poor organizational communication—or the lack of it—impacts the confidence of both the public and the employees. The lack of confidence in an organization can spread false and misleading information throughout the community and the employees. Each fire agency in this study uses the essential tools to communicate internally and externally.

The following figure compares the various internal and external communication tools used by each organization.

Figure 22: Communications Methods Used by the Fire Agencies

Communication Method	FFPD	GFD	PVFD
Regularly scheduled staff meetings	Yes	Yes	Yes
Agency Intranet	Yes	Yes	No
Written memos	Yes	Yes	Yes
Internal newsletters	Yes	Yes	No
All-hands meetings	Yes	Yes	Yes
Community newsletter	No ¹	No	No
Department website	Yes	Yes	Yes
Social media accounts	Yes	Yes	Yes
Community surveys	Yes	Not recently	No

¹An annual report is sent out to the community, but not a newsletter.

Fairmount Fire Protection District

FFPD is progressive in its use of various methods to communicate the organization's needs and events internally with employees and externally with community members.

Golden Fire Department

The Department has an effective process for communicating internal and external information to the employees and the community. Notably, as a part of the GFD Strategic Planning process, the Department participated in the National Community Survey and The City of Golden Community Survey. The Department has a vibrant social media presence that has collectively garnered over 15,000 followers to date.

Pleasant View Metropolitan District

PVMD does provide internal communications with employees through regular meetings and written communications. The District also uses three social media venues to communicate with the community.

Regulatory Documents & Recordkeeping

Government agencies depend on written policies, standard operating guidelines (SOG), and reports as effective management and legal compliance components. Each of the departments in this study uses these methods in different ways toward achieving its mission. The following figure summarizes the various policies:

Figure 23: Regulatory Documents

Regulatory Documents	FFPD	GFD	PVMD
SOGs available for review	Yes	Yes	Yes
Regularly updated	Yes	Yes	No
SOGs used in training evolutions	Yes	Yes	Yes
Agency policies available for review	Yes	Yes	Yes
Internally reviewed for consistency	Yes	Yes	Yes
Internally reviewed for legal mandates	Yes	Yes	Yes
Training on policies provided	Yes	Yes	No

Fairmount Fire Protection District

The fire accreditation processes help fire agencies develop standard timelines for the review, management, updating, communicating, and training of policies, standard operating procedures, and guidelines. Fairmount does an excellent job in managing these processes.

Golden Fire Department

The Department has a progressive and inclusive process for reviewing, updating, and training the policies and procedures.

Pleasant View Metropolitan District

The Department is in the process of implementing the Lexipol policy and procedure document management system. The Department will utilize Lexipol to update, add, and train to the policies and procedures.

Documentation & Compliance Testing

Proper recordkeeping and secure record archiving are essential to meet government agencies' legal, regulatory, and business best practices. Secure document archiving can also help address legal and other administrative actions confronting a fire department.

Each department's recordkeeping systems are listed below:

Figure 24: Reporting & Recordkeeping by the Fire Agencies

Report Type	FFPD	GFD	PVMD
Electronic reports	Yes	Yes	Yes
Software used–Fire	ERS*	ERS	ERS
Software used–EMS	ERS	ERS	No
Periodic Reports to Elected Officials			
Financial reports	Yes	Yes	Yes
Management reports	Yes	Yes	Yes
Operational reports	Yes	Yes	Yes
Annual report produced	Yes	Yes	No
Required Records Maintained			
Incident reports	Yes	Yes	Yes
Patient care reports	Yes	Yes	Yes
Exposure records	Yes	Yes	Yes
SCBA testing	Internal	Contracted	Contracted
Hose testing	Internal	Contracted	Internal
Ladder testing	Contracted	Contracted	Contracted
Pump testing	Contracted	Contracted	Contracted
Atmospheric monitors	Internal	Internal	Internal
Vehicle maintenance	Contracted	Internal	Contracted

*ERS=Emergency Reporting software

Fairmount Fire Protection District

FFPD's management, storage, and maintenance of compliance records and documents is exceptional and conforms to the CFAI Fire Accreditation model's best practices.

City of Golden Fire Department

The Department provides periodic reporting to the Council through the City Manager's Office. The compliance documentation is managed and stored per the Department and City policies. The Department manages the use of third-party testing companies for SCBA, ladders, and pump testing.

Pleasant View Metropolitan District

PVMD provides monthly reporting to the policy board for financial, management, and operational items. The District has not produced an annual report since 2018.

The District utilizes Emergency Reporting® software for the records management system for the noted functions. The PVMD uses third-party vendors to provide annual testing and records maintenance for SCBA, ladder, and pump testing.

Information Technology Systems

Technology support services, systems, and processes are critical management components for today's fire services. Triton will review the infrastructure, support personnel, services, systems, and processes that each fire district currently operates and supports.

Figure 25: Information Technology Systems by the Fire Agencies

Report Type	FFPD	GFD	PVMD
IT Division	Yes	Yes	No
Contracted IT Services	Yes	No	Yes
IT Infrastructure			
Hardened Infrastructure	Yes	Yes	No
Back-up Power Supply	Yes	Yes	Yes
Automated Trouble Alert	Yes	Yes	No
24-hour Support System	Yes	Yes	No
Continuity of Operations Plan	Yes	Yes	No
Infrastructure Sustainability			
Budgetary Replacement Plan	Yes	Yes	Yes
System Parts & Equipment Supply	Yes	Yes	Yes

Fairmount Fire Protection District

The District has its own IT Division that provides hardened infrastructure and support to the agency.

City of Golden Fire Department

The Department uses the City of Golden IT Division's infrastructure and support systems.

Pleasant View Metropolitan District

PVMD does not have an IT division. The Water District in the community provides limited IT support to the District. The IT system that is in place is minimal but provides what PVMD currently needs.

Human Resources Functions

The most valuable asset of any organization is its people. The effective management of human resources requires a balance between the maximum utilization of the overall workforce and the experience of a high level of job satisfaction by individual employees. Consistent management practices combined with a safe working environment, equitable treatment, the opportunity for input, and recognition of the workforce's commitment and sacrifice are key components in realizing job satisfaction.

Testing, Measuring, & Promotion Process

All three agencies utilize some form of periodic skill performance evaluation. Regarding promotions, all three agencies employ an assessment center.

Fairmount Fire Protection District

FFPD executes periodic fitness and performance evaluations based on NFPA Standard 1582. The District is the most consistent, providing annual evaluations. FFPD uses the assessment center for all line personnel.

Golden Fire Department

GFD also executes periodic fitness and performance evaluations based on NFPA Standard 1582. The Department incorporates the skills performance evaluations into their shift coverage and on-duty training scenarios. The fitness evaluations are made available upon request. GFD uses the assessment center only for promotions for their Lieutenant rank.

Pleasant View Metropolitan District

PVMD does not provide periodic fitness evaluations. They do provide periodic skill performance evaluations. These evaluations are performed every three years for certification renewal purposes.

PVMD also uses the assessment center only for promotions for their Lieutenant rank. PVMD Policy 1002, "Promotions and Transfers," provides some information regarding promotional criteria to be evaluated.

Human Resources Policies & Handbooks

Each agency has a Policy Manual and/or Employee Handbook. All appear to be current.

These documents appropriately outline employment standards and behavioral expectations. Some provide more detail and description than others.

Fairmount Fire Protection District

FFPD utilizes a Policy Manual and Rules to outline their standards. The Policy Manual is dated January 1, 2021. FFPD also has seven pages of Rules and Regulations which include the topics of General Rules of Conduct, Station Rules and Duties, and Uniforms and PPE.

City of Golden Fire Department

GFD utilizes an Employee Handbook to outline their standards. The Handbook is dated January 1, 2021. As GFD is a department within the City operations, the handbook is not specific to fire personnel but is still appropriate and relevant. The Department does have the Golden Fire Department Volunteer Firefighter Membership Manual which incorporates the volunteer firefighter bylaws, policies, etc.

Through the City, GFD also has supplemental adopted policies addressing topics such as Harassment, Drug-Free Workplace, Workers Compensation, Employee Code of Ethics, and Information Technology User Security.

Pleasant View Metropolitan District

PVMD utilizes a Policy Manual to outline their standards. The Policy Manual provided is marked "draft" as of March 16, 2021. The Policy Manual is quite extensive, running 519 pages. Personnel is Chapter 10 of the Policy Manual, while the Employee Handbook is Chapter 13.

For all agencies, some of these documents contain data that traditionally may be found in a Collective Bargaining Agreement or Memorandum of Understanding. Should a collaborative operational agreement be approved moving forward, these documents will need to be fully evaluated and consolidated into cohesive policies. This will likely result in changes for some of the employees.

Appendix B is a matrix of each of the agency policies by topic. Analysis of the content of each policy was beyond the scope of this project, and therefore, not completed.

Personnel Reports & Recordkeeping

All three agencies maintain confidential personnel records, including relevant medical records.

Fairmount Fire Protection District

FFPD keeps hard copy records within personnel files maintained by the Office Manager.

City of Golden Fire Department

GFD personnel files are maintained by the City's Human Resources Division. In addition, the Department maintains hard copy records of personnel files.

Pleasant View Metropolitan District

PVMD Policy 1018, Personnel Records, outlines the various forms of records maintained for employees and where such records may be retained. These include distinctions for Department, Division, Supervisory, training, investigations, and medical records. Electronic records are maintained utilizing Emergency Reporting software.

Compensation Systems

Salary schedules were not readily available on any agency's website. GFD provided the City's 2021 Pay Plan. The data used in this report was obtained from staff.

Just as the classifications vary by agency as noted in the Job Descriptions section, so does the base compensation. Appendix C includes a matrix of each agency's base salary data.

Disciplinary Processes

Fairmount Fire Protection District

FFPD Policy 8, Discipline and Termination, provides a detailed description of the potential reasons for discipline, the disciplinary process, and the possible forms of discipline. The Chief is the ultimate decision-making authority, and his/her decision cannot be appealed to the Board of Directors.

City of Golden Fire Department

GFD's policy is outlined in Section N of the Employee Handbook, Corrective Action and Discipline. It provides a brief description of the possible reasons for discipline and disciplinary actions. The City has sole discretion in determining the appropriate level of discipline.

Pleasant View Metropolitan District

PVMD Policy 1307, Discipline, provides a brief overview of the disciplinary policy. The Board of Directors is the ultimate decision-making authority on the appropriate discipline to be imposed, unless delegated to staff. Policy 1307 is supplemented by Standard Operating Guideline 302, Discipline Policy, which provides more details regarding the potential reasons for discipline and the disciplinary process.

The policies of all three agencies indicate that there shall be no expectation or requirement that the agency follow progressive discipline or imply anything other than an at-will employment status.

Job Descriptions

All three agencies have written job descriptions. Due to the varying sizes of the agencies and the combination of career and volunteer services, there are distinct differences in the classifications utilized.

Fairmount Fire Protection District

FFPD has the most classifications, including additional grades (I, II, III, and IV) for certain classes.

Golden Fire Department

GFD has some specialized classifications the other agencies do not, including an Academy Coordinator, Fire Mechanic, and Media Services Assistant.

Pleasant View Metropolitan District

PVMD has the fewest classifications. This seems principally due to their staffing composition, which primarily consists of volunteers.

Appendix D includes a matrix of each agency's job descriptions/classifications. Analysis of the content of each description was beyond the scope of this project and, therefore, not completed.

Planning for Fire Protection & Emergency Medical Services

Emergency services are in a constant state of change, requiring a fire department or fire district to plan. New standards, new technology, improvement to equipment and apparatus all require an organization to identify, assess, and evaluate how these changes will affect the organization. By developing internal processes, a department can measure how these changes may affect day-to-day operations. The development of a continual improvement process will assist in meeting future needs.

Improving services can be accomplished by identifying what programs are operating efficiently or need to be modified or discontinued. Organizational planning allows a fire department to create a vision for future changes in a systematic approach rather than suddenly. Planning functions, if properly implemented with the use of internal and external data, will assist a department in a successful decision-making process.

To be truly effective, an emergency services agency must consider planning for the future on five distinct levels. The following section describes the planning activities and functions for the three agencies on each of the five separate planning levels.

Figure 26: Planning for the Future

Planning Level	Description
1. Tactical Planning	The development of strategies for potential emergency incidents.
2. Operational Planning	The organization of day-to-day activities, as primarily outlined by a department's standard operating guidelines and procedures. This includes the integration of the agency into other local, regional, or national response networks.
3. Master Planning	Preparation for the long-term effectiveness of the agency as the operating environment changes over time.
4. Strategic Planning	The process of <i>identifying</i> an organization's mission, vision, and values <i>and prioritizing goals and objectives</i> for things that need to be accomplished in the future.
5. Emergency Management Planning	The process of identifying potential critical risks and threats facing a community with the intent to mitigate their impacts and positively impacting recovery.

Fairmount Fire Protection District

FFPD incorporates pre-fire planning, specific target hazard plans, and hazardous materials plans into their Tactical Planning.

Their Operational Planning and regional approach is very good and includes reviewing incident response data with JeffCom on a monthly basis, incorporating personnel working in Command & General staff positions with Jefferson County Type 3 *All-Hazards Incident Management Team* (AHIMT), and assigning duty officers and Incident Commanders with Jefferson County AHIMT, which is one of five State of Colorado Type 3 AHIMT teams.

FFPD did not report that it had completed a designated Master Plan for the fire district.

FFPD completed their most recent Standards of Cover and Strategic Plan in 2018 as part of their accreditation process through CFAI. They met the criteria established through CFAI's self-assessment process and accreditation program and were granted accreditation status in 2019. The Strategic Plan is reviewed and updated annually.

FFPD conducts Emergency Preparedness Planning and has Emergency Operating Plans (EOPs) with multiple partner agencies, including JeffCom, regional cities and partners, and the State of Colorado. The EOP's are published and are reviewed periodically.

City of Golden Fire Department

GFD incorporates pre-fire planning, specific target hazard plans, and hazardous materials plans into their Tactical Planning.

Their Operational Planning includes reviewing incident response data bi-monthly with JeffCom and monthly reviews with the City Manager, followed by data presented to the membership monthly. GFD does not participate in any regional incident command teams and conducts mutual aid planning with mutual aid partners as needed.

GFD did not report that it had completed a designated Master Plan for the Department.

GFD does not report having a completed Standards of Cover document but does have a recently completed and adopted Strategic Plan as of January 2021.

The City of Golden conducts Emergency Preparedness Planning and has an Emergency Operating Plan (EOP) that was adopted in January 2020. They also have specific event plans, including wildland, flood, civil unrest, etc., and they include multiple partner agencies. The Jefferson County Hazardous Mitigation Plan was updated in 2021.

Pleasant View Metropolitan District

PVMD incorporates pre-fire planning, specific Target hazard plans, and hazardous materials plans into their tactical planning.

Their Operational Planning includes reviewing incident response data quarterly with JeffCom. PVMD does not participate in any regional incident command teams and conducts mutual aid planning with mutual aid partners.

PVMD did not report that it had completed a designated Master Plan for the fire district.

PVMD does not report having a completed Standards of Cover or having adopted a Strategic Plan.

The District does not have any Emergency Preparedness Planning or Emergency Operating Plans currently in place.

STAFFING & PERSONNEL

One measure of success of any potential consolidation can be defined by how the new organization is staffed and human resources managed. During its review, Triton found that the three organizations have highly skilled and motivated individuals committed to providing the best possible emergency response to their constituents. The key to success will be to combine disparate cultures into one organization and ensure the right people are placed in the right positions.

If the fire organizations decide to move forward with consolidation, the organizations must commit to consistency, fairness, safety, and growth opportunities. These values will be the foundation of the overall organizational culture. There are always challenges when organizations merge. Leadership and staff will face ambiguity, an environment of change, and the need for collaboration. Creating a positive culture is an opportunity to build a long-term sustainable organization.

One essential component of a healthy organization is balancing administration, support staff, and operational resources. This analysis will review the current ratio for each organization and provide recommendations for a combined staffing model. Consolidation could potentially result in improved efficiency through shared resources. This process will evaluate various organizational charts and provide a framework for the development of a unified department.

Administrative & Support Staffing

Each of the organizations has varying levels of administrative support positions—due primarily to their size. A challenge often faced by smaller districts is the necessity of individuals to serve in multiple capacities. An advantage of the potential consolidation will be increased services available to the departments in administrative support services (e.g., information technology, human resources, finance, etc.). The following figure illustrates the various positions in both uniformed and non-uniformed administrative positions.

Figure 27: Comparison of Uniformed Administrative & Support Staff

Position	FFPD	GFD	PVMD
Fire Chief/Administrator/Director	1	1	1
Deputy Chiefs	0	1 combined w/FM	0
Assistant Chiefs	1	0	0
Division Chiefs	3	0	0
Administrative Captains	1	2	0
Fire Inspectors	1	1	0
Plan Reviewers	0	2	0
Public Educators	0	0.5 w/Inspector	0
Public Information Officer	1	3 w/other duties	0
Fire Investigators	1	3 combined	0
Investigators (on-shift)	1	0	0
Administrative Firefighter (Maintenance & Fleet)	1	0	0
Others:	0	0	0
Totals:	11	13.5	1

Discussion

A combined organization would have an 18% administrative/support staffing to line staffing based on current staffing levels. This is consistent with similarly-sized organizations and, except for the Fire Chief positions, there does not appear to be a duplication of support staff. The workload associated with a potential consolidation may result in a need for additional full-time equivalents (FTE) in administrative support.

Figure 28: Non-Uniformed Staff

Position	FFPD	GFD	PVMD
Information Technology Technician	1	0	0
Executive Assistant	0	1	0
Administrative Assistant or Coordinator	1	1	0
Office Manager	1	0	1
Board Secretary	0	0	0
Billing Specialist/Assistant	0.5	1	0
Fire Mechanic	0	1	0
Fire Academy Coordinator	0	0.5	0
Totals:	3.5	4.5	1

Operational Staffing Levels

Triton evaluated the type and number of staff positions assigned to operations. The combined organization will face numerous challenges relating to the requirements for an effective response force (ERF), maintaining an adequate operational span of control, and providing service to a large geographic area. This section will give a summary of current operational staffing levels and recommendations for maintaining levels of service.

The geographic separation between the three organizations will require additional staffing considerations for administrative, operations, and training. The following section will focus on emergency response staffing by position.

Figure 29: Emergency Response Staffing by Position

Position	FFPD	GFD	PVMD	Combined
Assistant Chiefs (operations only)	0	0	0	0
Deputy Chiefs (operations only)	0	0	0	0
Battalion Chiefs	3	0	0	3
Captains	0	0	0	0
Lieutenants	6	3	3	12
Engineers/Apparatus Operators	6	0	3	9
Firefighter/Paramedics	4	0	0	4
Firefighters/EMTs	5	4*	0	9
EMS Single Role EMR	0	N/A	0	0
EMS Single Role EMT	0	N/A	0	0
EMS Single Role Paramedic	0	N/A	0	0
Mechanic/FF	0	1	0	1
Totals:	24	8	6	38

*Combined as DO, pump, and aerial.

Figure 30: Emergency Volunteer Response Staffing by Position (2020)

Position	FFPD	GFD	PVMD	Combined
Fire Chief	0	0	0	0
Assistant Fire Chief	0	0	0	0
Deputy Fire Chief	0	1	0	1
Battalion Chief	0	3	0	3
Captain	1	7	0	8
Lieutenant	1	6	0	7
Firefighters	0	16	3	19
Firefighters/EMR	16	0	0	16
Firefighters/EMT	11	0	28	39
Firefighters/Paramedic	1	0	3	4
Resident Firefighter	0	19	0	19
Firefighter Trainees/Probationary	0	20	0	20
EMS Single Role EMR	0	0	12	12
Totals:	30	72	46	148

Several national organizations recommend standards to address staffing issues. The *Occupational Health & Safety Administration* (OSHA) Respiratory Protection Standard and the *National Fire Protection Association* (NFPA) Standard 1710 or 1720 (whichever is applicable), are frequently cited as authoritative documents. In addition, the *Center for Public Safety Excellence* (CPSE) publishes benchmarks for the number of personnel recommended on the emergency scene for various levels of risk.^{3,4,5}

In comparing the number of firefighters on staff per 1,000 population of the service area, the following figures illustrate the current comparison of staffing of each organization as compared to national averages within the *2018 United States Fire Department Profile*⁶ published by NFPA.

Figure 31: FFPD Firefighters per 1,000 Population

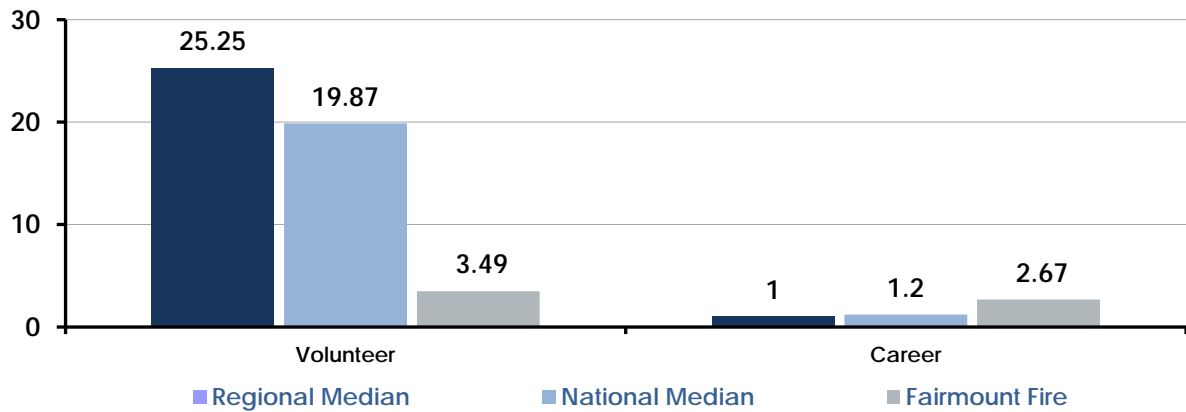


Figure 32: GFD Firefighters per 1,000 Population

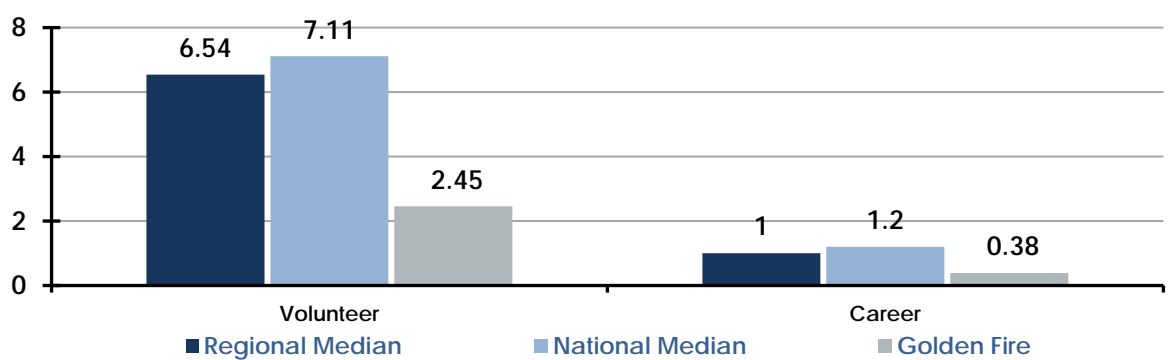
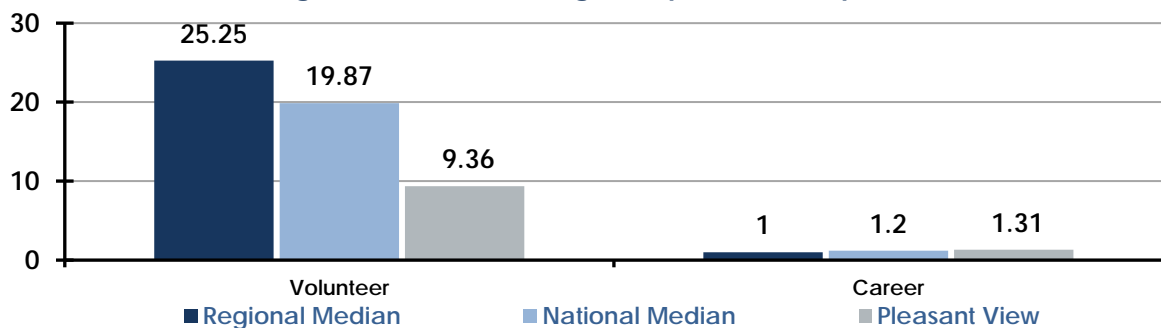


Figure 33: PVMD Firefighters per 1,000 Population



Reserve firefighters in all three systems are the foundation of emergency response staffing. The reserve core is essential to the deployment of an effective response force. The above information shows the challenges faced by the three organizations and supports the necessity to increase recruitment and retention efforts.

Hiring & Retention

The combined organization will require an extensive hiring process over the next few years. The following section will evaluate the necessary hiring, testing, and safety components. Over the past few years, many fire agencies have faced challenges with recruiting and retaining firefighters. An aging workforce and movement to career departments across the country have resulted in fewer candidates. The following graphic shows the national trend for the decline of volunteers and the increase in career firefighters.¹¹

Figure 34: Number of U.S. Firefighters (1983–2017)

Year	Total	Career	Volunteer
1983*	1,111,200	226,600	884,600
1990	1,025,650	253,000	772,650
2000	1,064,150	286,800	777,350
2010	1,103,300	335,150	768,150
2015	1,149,300	345,600	814,850
2016	1,090,100	361,100	729,000
2017	1,056,200	373,600	682,600

All three organizations have demonstrated success in the recruitment and hiring of personnel. FFPD currently works with Red Rocks Community College and has developed a lateral recruit program. Recruitment for GFD is organized by the Recruit Academy Coordinator. The following figure summarizes the District's hiring process components.

Figure 35: Hiring Process Components

Hiring Process Components	FFPD	GFD	PVMD
Recruitment Program	Yes	Yes	Yes
Qualification check	Yes	Yes	Yes
Reference check	Yes	Yes	No
Background check	Yes	Yes	Yes
Physical standards established	Yes	Yes	Yes
Knowledge testing	Yes	Yes	Yes
Interview	Yes	Yes	Yes
Medical exam required	Yes	Yes	No
Psychological exam required	Yes	Yes	No

The capacity of an organization to improve staffing diversity is essential to success. Jefferson County has a diverse population. The following figure shows an overall population breakdown for the County.¹² The three organizations have supported diversity. Based on interviews, the organizations have 14%–18% female firefighters and 4%–10% ethnic diversity.

Figure 36: Jefferson County Race & Ethnicity Percentage

Race & Ethnicity	% of Population
White Non-Hispanic	78%
Black/African American	1%
Asian	3%
Hispanic	14%
Multi-racial	4%

Based on the above findings, future hiring processes should continue focusing on recruiting women and minorities to be commensurate with the overall community's demographics.

Safety Compliance

The fire service functions in an inherently hazardous environment. The organization needs to take all reasonable precautions to limit exposure and provide consistent medical monitoring. Wellness programs include education on healthy lifestyles, mental health support, illness, and injury prevention, and most recently, an emphasis on cancer prevention.

Over the past 15 years, evidence indicates that firefighters have experienced a 14% higher death rate from cancer than the general public.¹³ About 34% of industries located in the three fire districts are considered the most likely to produce environments with cancer-causing chemicals. According to information from DataUSA, employment in Jefferson County includes:

- 3%—Transportation and Warehouse
- 8%—Construction
- 7%—Manufacturing
- 12% —Professional Scientific and Technical Services

The three fire districts have excelled in their efforts to develop cancer prevention programs. They all include:

- Issuing each line personnel two sets of bunker gear or having a backup cache of bunker gear
- Gross decontamination in all stations
- Extractors for cleaning bunker gear

One area for improvement would be developing policies and procedures specific to utilizing the above processes and verbiage limiting cross-contamination of equipment and uniforms in each station's living quarters. The following figure summarizes the survey results relating to health and fitness.

Figure 37: Health, Safety, & Counseling Services

Survey Components	FFPD	GFD	PVMD
Medical standards	Yes	Yes	Yes
Medical exam frequency	Annual	Not Required	No
Safety Committee	Yes	Yes	No
Critical Incident Debriefing	Yes	Yes	Yes
Employee Assistance Program	Yes	Yes	No

Pre-Employment & Duty Physical Fitness Program

There have been extensive studies relating to firefighter fatalities over the past 20 years. The leading cause of death for on-duty firefighters is cardiac arrest resulting from coronary artery disease.¹⁴ There is not any direct correlation of coronary artery disease due to working in the fire service. However, the disease is exacerbated by the hazardous environmental conditions often faced in performing duties. Compared to other emergency response entities, firefighters are almost three times more at risk of a coronary event while on duty:

- 45%—duty-related firefighter deaths
- 15%—duty-related law enforcement deaths
- 11%—duty-related EMS deaths

Based on survey documents, all three districts subscribe to the CPAT/PAT test and medical screening supporting cardiovascular health.

Hiring Process Discussion

All three districts have similar expectations for the hiring of a firefighter. PVMD currently does not require pre-hire medical exams. None of the organizations currently require pre-screening psychological analysis; however, all other hiring process components are consistent. The emphasis on psychological pre-employment screening as a condition of employment is essential. Based on the stigma of “getting help,” firefighters tend to not seek help when faced with mental health issues. The results have been a notable increase in post-traumatic disorders and suicide. Pre-employment mental health evaluations can help identify if an individual is particularly susceptible to the adverse conditions faced by those in the fire service, perhaps signaling that the candidate may not be a good fit.

Critical Tasks, Risk, & Staffing Performance

Any fire service organization’s goal is to provide adequate resources within a specific timeframe to reasonably mitigate an emergency event. All emergency events have circumstances and require varying staffing levels based on the incident’s factors. Properties with high fire risk often require more significant personnel and apparatus to mitigate the fire emergency effectively. The combined organization should make staffing and deployment decisions with consideration of the level of risk involved.

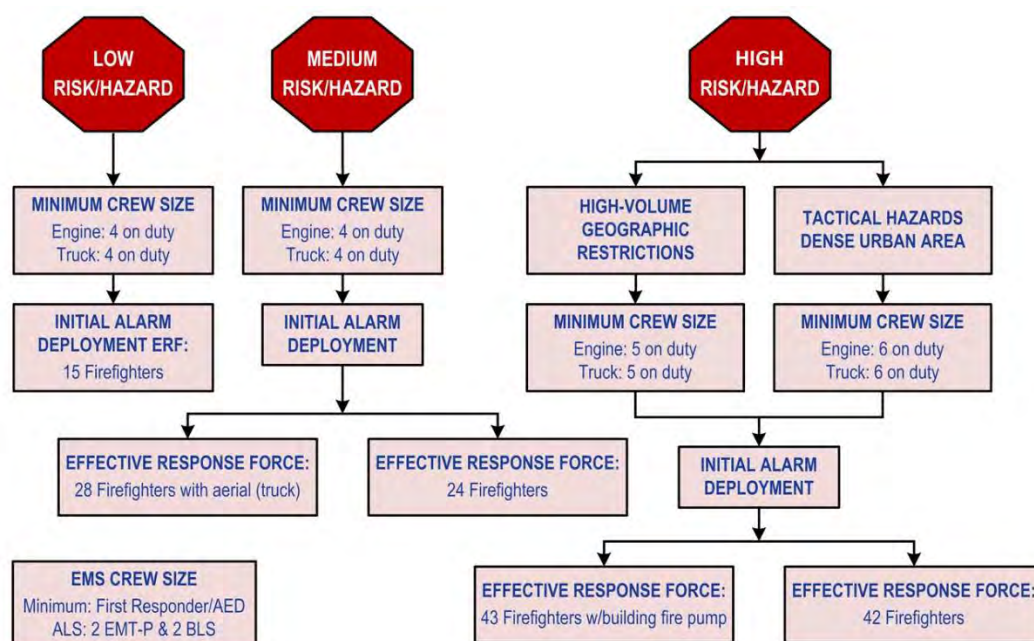
To provide an overview of current staffing the following figure shows specific staffing in each station. Stadium Medical staffs an ambulance and two personnel at Station 21, 33, and Station 41.

Figure 38: Staffing by Station & Apparatus

District/Station	Assigned Apparatus	Minimum On-Duty Staffing
Fairmont Fire Department		
Station 31	Truck 31	3
Station 32	Engine 32	3
Station 33	Stadium Medical	2
Golden Fire Department		
Station 21	Engine/Tower/Rescue	2
Station 22	N/A	0
Station 23	Reserve Engine	0
Station 24	Engine/Truck/Brush	2
Pleasant View Metropolitan District		
Station 41	Truck/Engine/Brush	2

The above figure shows the staffing distribution throughout the study area. All three organizations have demonstrated a remarkable capacity to augment the minimal staffing listed above with a volunteer contingency to muster an effective response force (ERF). The discussion earlier regarding the national decline of volunteers supports the need to evaluate future staffing models. The following section demonstrates the dependence of each organization to provide adequate staffing for most emergency incidents. Approximately 60% of each organization's ERF comes from outside agencies. West Metro Fire Protection District (WMFPD) is the primary urban mutual support for GFD, PVMD, and FFPD. WMFPD recently released an updated (2020) Standards of Cover. The document identifies the challenges with increased service demand throughout their district.¹⁵ The demand referenced will translate to an increased need for the three organizations to internally increase staffing capacity. Based on this analysis, the combined staffing resources of the three organizations would improve the overall emergency response provided to the communities. The two-person staffing on initial apparatus coming out of GFD Station 21 and PVMD Station 41 constitutes a firefighter safety concern and a limited capacity for initial rescue attempts on a structure fire. The financial resources of a combined organization could focus on increasing staffing to a minimum of three firefighters. The following figure is taken from NFPA 1710 Standards and displays staffing needs based on fire risk classification.

Figure 39: NFPA 1710 Deployment Algorithm



For reference, the following figure breaks down the preceding staffing for specific incidents and demonstrates the number of staff for a defined task.

Figure 40: Example of Tasks & Staff Required as Defined in NFPA 1710¹⁶

Task	Single-Family Dwelling	Open-Air Strip Mall	Apartments
Command	1	2	2
Apparatus Operator	1	2	2
Handlines (2 members on each)	4	6	6
Support Members	2	3	3
Victim Search & Rescue Team	2	4	4
Ground Ladders/Ventilation	2	4	4
Aerial Operator (if ladder used)	(1)	(1)	(1)
Initial Rapid Intervention Team	4	4	4
Initial Medical Care Component		2	2
Total Required:	16 (17)	27 (28)	27 (28)

Based on the NFPA standards in the preceding figure, the combined organization should standardize alarm assignments throughout the District. Currently, all three organizations are dependent on mutual/auto-aid response to ensure adequate minimum staffing. Following a potential consolidation, all three districts would have the same established run card assignments. The following figure shows alarm assignments.

Figure 41: Structure Fire—Low Risk

Unit Type	— FFPD —		— GFD —		— PVMD —	
	No. Units	No. Staff	No. Units	No. Staff	No. Units	No. Staff
Engine	4	12	2	6	1	4
Truck	1	4	1	3		
Battalion Chief	1	1	1	1		
Safety Officer						
Investigator			1	1		
ALS Ambulance	1	2	1	2		
Total Staffing Provided:		19		13		4
Total Staffing Needed:		21		23		21

Figure 42: Structure Fire—High Risk

Unit Type	— FFPD —		— GFD —		— PVMD —	
	No. Units	No. Staff	No. Units	No. Staff	No. Units	No. Staff
Engine	4	12	2	6	1	4
Truck	1	4	1	3		
Air Supply	1	CS				
Rescue			1	3		
Battalion Chief	1	1	2	2		
Safety Officer	1	1				
Investigator	1	1	1	2		
ALS Ambulance	1	2	2	4		
Total Staffing Provided:		22		20		4
Total Staffing Needed:		21		36		29

Figure 43: Wildland Fire—High Risk

Unit Type	— FFPD —		— GFD —		— PVMD —	
	No. Units	No. Staff	No. Units	No. Staff	No. Units	No. Staff
Engine			1	3	1	2
Brush Engine	2	6	1	3	1	2
Water Tender	1	1				
Battalion Chief	1	1	2	2		
Safety Officer						
Structure Protection			1	3		
Look Out			1	1		
ALS Ambulance	1	2	1	2		
Total Staffing Provided:		10		14		4
Total Staffing Needed:		25		26		16

Figure 44: Aircraft Emergency

Unit Type	— FFPD —		— GFD —		— PVMD —	
	No. Units	No. Staff	No. Units	No. Staff	No. Units	No. Staff
Engine	1	3	2	6	1	4
Truck	1	3	1	3		
ARRF	0	0	0	0		
Battalion Chief	1	1	2	2		
Ambulance	1	2	2	4		
Rescue			1	3		
Total Staffing Provided:		9		18		4
Total Staffing Needed:		9		23		37

Figure 45: Hazardous Materials—Low Risk

Unit Type	— FFPD —		— GFD —		— PVMD —	
	No. Units	No. Staff	No. Units	No. Staff	No. Units	No. Staff
Engine	1	3	1	3	1	4
Truck	1	3	1	3		
Hazmat Unit						
Battalion Chief	1	1	1	1		
Safety Officer						
Rescue			1	3		
ALS Ambulance	1	2	1	2		
Total Staffing Provided:		9		12		4
Total Staffing Needed:		9		20		13

Figure 46: Hazardous Materials—High Risk

Unit Type	— FFPD —		— GFD —		— PVMD —	
	No. Units	No. Staff	No. Units	No. Staff	No. Units	No. Staff
Engine	1	3	1	3	1	4
Truck	1	3	1	3		
Hazmat Unit						
Battalion Chief	1	1	1	1		
Safety Officer						
Rescue			1	3		
ALS Ambulance	1	2	1	2		
Total Staffing Provided:		9		12		4
Total Staffing Needed:		9		20		13

Figure 47: Emergency (Life Threat) Medical Aid

Unit Type	— FFPD —		— GFD —		— PVMD —	
	No. Units	No. Staff	No. Units	No. Staff	No. Units	No. Staff
Engine/Ladder	2	6	1	3	1	4
Battalion Chief	1	1	1	1		
Safety Officer						
Investigator						
ALS Ambulance	1	2	1	2	1	2
Total Staffing Provided:		9		6		6
Total Staffing Needed:		9		8		6

Figure 48: Major Medical Response (10+patients)

	— FFPD —		— GFD —		— PVMD —	
Unit Type	No. Units	No. Staff	No. Units	No. Staff	No. Units	No. Staff
Engine	1	3	2	6	1	4
Truck	1	3	2	6		
Battalion Chief	1	1	2	2		
Safety Officer						
Investigator						
ALS Ambulance	1	2	3	6	1	2
Total Staffing Provided:		9		20		6
Total Staffing Needed:		37		29		7

Figure 49: Motor Vehicle Accident (Non-Trapped)

	— FFPD —		— GFD —		— PVMD —	
Unit Type	No. Units	No. Staff	No. Units	No. Staff	No. Units	No. Staff
Engine/Truck	1	3	1	3	1	4
Blocking						
Battalion Chief			1	1		
Safety Officer						
Investigator						
ALS Ambulance	1	2	1	2		
Total Staffing Provided:		5		6		4
Total Staffing Needed:		5		8		4

Figure 50: Motor Vehicle Accident (Trapped)

Unit Type	— FFPD —		— GFD —		— PVMD —	
	No. Units	No. Staff	No. Units	No. Staff	No. Units	No. Staff
Engine	1	3	1	3	1	4
Truck	1	3	1	3		
Rescue			1	3		
Blocking						
Battalion Chief	1	1	1	1		
Investigator						
ALS Ambulance	1	2	1	2		
Total Staffing Provided:		9		12		4
Total Staffing Needed:		11		17		13

Figure 51: Technical Rescue—Water

Unit Type	— FFPD —		— GFD —		— PVMD —	
	No. Units	No. Staff	No. Units	No. Staff	No. Units	No. Staff
Engine	1	3	1	3	1	4
Truck	1	3				
Boat			0	0		
Battalion Chief	1	1	2	2		
Safety Officer						
Swift Water Unit			1	3		
Rescue			1	3		
ALS Ambulance	1	2	2	4		
Total Staffing Provided:		9		15		4
Total Staffing Needed:		11		18		18

Figure 52: Technical Rescue—Rope

Unit Type	— FFPD —		— GFD —		— PVMD —	
	No. Units	No. Staff	No. Units	No. Staff	No. Units	No. Staff
Engine	1	3	1	3	1	4
Truck			1	3		
Squad	1	3	1	1		
Battalion Chief	1	1	1	1		
Rescue			1	3		
Investigator						
ALS Ambulance	1	2	1	2		
Total Staffing Provided:		9		13		4
Total Staffing Needed:		15		15		19

Figure 53: Technical Rescue—Confined Space

Unit Type	— FFPD —		— GFD —		— PVMD —	
	No. Units	No. Staff	No. Units	No. Staff	No. Units	No. Staff
Engine	1	3	1	3	1	4
Truck			1	3		
Squad	1	3				
Battalion Chief	1	1	1	1		
Rescue			1	3		
Investigator						
ALS Ambulance	1	2	1	2		
Total Staffing Provided:		9		12		4
Total Staffing Needed:		17		20		21

Figure 54: Technical Rescue—Trench

Unit Type	— FFPD —		— GFD —		— PVMD —	
	No. Units	No. Staff	No. Units	No. Staff	No. Units	No. Staff
Engine	1	3	1	3	1	4
Truck			0	0		
Squad	1	3	1	1		
Battalion Chief	1	1	1	1		
Rescue			1	3		
Collapse Unit						
Investigator	1	2	1	2		
ALS Ambulance		9		10		4
Total Staffing Provided:		17		20		21
Total Staffing Needed:	1	3	1	4	1	4

The departments individually cannot field enough resources to manage a working structure fire as well as several of the intense labor alarms by themselves. To fully staff any of the alarms noted, the organizations are dependent on automatic aid to meet recognized standards. Like other fire agencies in the area, there are incidents that require additional assistance from other departments to respond to and mitigate larger-sized or more complex emergencies.

INTRODUCTION TO STAKEHOLDER INTERVIEWS

Triton interviewed a wide variety of all three of the fire departments' internal and external stakeholders. The purpose of these interviews was to gain a better understanding of issues, concerns, and options regarding the emergency service delivery system, opportunities for shared services and/or consolidation, and expectations from community members.

It is important to note that the information solicited and provided during this process was in the form of "people inputs" (stakeholders individually responding to our questions), some of which are perceptions reported by stakeholders. All information was accepted at face value without an in-depth investigation of its origination or reliability. The project team reviewed the information for consistency and frequency of comment to identify specific patterns and/or trends. Multiple sources confirmed the observations, and the information provided was significant enough to be included within this report. Based on the information reviewed, the team identified a series of observations, recommendations, and needs and confirmed with multiple sources that all was significant enough to be included within this report.

Stakeholders were identified within the following groups: Elected Officials, Department Heads, Business Community Leaders, Citizens, Chief Officers, Labor Leaders, Volunteer/Reserve Firefighters, Rank & File, and Administrative Staff. The responses have been summarized and are captured in Appendix A.

CAPITAL FACILITIES, APPARATUS, & EQUIPMENT

Three essential resources are required to successfully carry out the mission of a fire department: trained personnel, firefighting equipment (which includes apparatus and vehicles), and fire stations. No matter how competent or numerous the firefighters, if appropriate capital equipment is not available for use by operations personnel, it would be impossible for any of the fire departments in this study to deliver services effectively. The essential capital assets for emergency operations are facilities, apparatus, and other emergency response vehicles. Of course, each agency's financing ability will determine the level of capital equipment it can acquire and make available for use by emergency personnel. This section of the report assesses the respective capital facilities, vehicles, and apparatus of FFPD, GFD, and PVMD.

Fire Station Features

Fire stations play an integral role in the delivery of emergency services for several reasons. To a large degree, a station's location will dictate response times to emergencies. A poorly located station can mean the difference between confining a fire to a single room and losing the structure or survival from sudden cardiopulmonary arrest. Fire stations also need to be designed to adequately house equipment and apparatus and meet the needs of the organization and its personnel.

The fire station activities should be closely examined to ensure the structure is adequate in both size and function. Examples of these functions can include the following:

- Residential living space and sleeping quarters for on-duty personnel (all genders)
- Kitchen facilities, appliances, and storage
- Bathrooms and showers (all genders)
- Training, classroom, and library areas
- Firefighter fitness area
- The housing and cleaning of apparatus and equipment, including decontamination and disposal of biohazards
- Administrative and management offices, computer stations, and office facilities
- Public meeting space

In gathering information from the three fire departments, Triton asked the organizations to rate the condition of their fire stations using the next figure's criteria.

Figure 55: Criteria Utilized to Determine Fire Station Condition

Excellent	Like new condition. No visible structural defects. The facility is clean and well maintained. Interior layout is conducive to function with no unnecessary impediments to the apparatus bays or offices. No significant defect history. Building design and construction match the building's purposes. Age is typically less than ten years.
Good	The exterior has a good appearance with minor or no defects. Clean lines, good workflow design, and only minor wear of the building interior. Roof and apparatus apron are in good working order, absent any significant full-thickness cracks or crumbling of apron surface or visible roof patches or leaks. Building design and construction match the building's purposes. Age is typically less than 20 years.
Fair	The building appears to be structurally sound with a weathered appearance and minor to moderate non-structural defects. The interior condition shows normal wear and tear but flows effectively to the apparatus bay or offices. Mechanical systems are in working order. Building design and construction may not match the building's purposes well. Showing increasing age-related maintenance, but with no critical defects. Age is typically 30 years or more.
Poor	The building appears to be cosmetically weathered and worn with potentially structural defects, although not imminently dangerous or unsafe. Large, multiple full-thickness cracks and crumbling of concrete on the apron may exist. The roof has evidence of leaking and/or multiple repairs. The interior is poorly maintained or showing signs of advanced deterioration with moderate to significant non-structural defects. Problematic age-related maintenance and/or major defects are evident. It may not be well suited to its intended purpose. Age is typically greater than 40 years.

Fire Stations & Capital Facilities

The following section provides a general overview of the facilities and fire stations at each fire district/department. The figures list specific details of each fire station based on information provided by each organization and Triton's walk-through at each station.

Fairmount Fire Protection District

The following figures describe FFPD's current fire stations.

Figure 56: Fairmount Station 31 (Administration)


Address/Physical Location:		4755 Isabell Street, Golden, CO 80403					
		General Description: Station 31 serves as the facility for administration. It was originally built in 1962, remodeled in 1999, and the kitchen remodeled in 2017. The station is in very good shape and includes both a 20-person capacity board room with ADA access and a 50-person capacity training room (No ADA access).					
Structure							
Date of Original Construction		1962					
Seismic Protection		None					
Auxiliary Power		60 kw natural gas generator					
General Condition		Good					
Number of Apparatus Bays		Drive-through Bays		0	Back-in Bays		5
ADA Compliant		Lower level is ADA compliant					
Total Square Footage		16,891					
Facilities Available							
Sleeping Quarters		5	Bedrooms	6	Beds	0	Dorm Beds
Maximum Staffing Capability		5 firefighters (1 Battalion Chief & office personnel)					
Exercise/Workout Facilities		Yes					
Kitchen Facilities		Yes					
Individual Lockers Assigned		Yes					
Bathroom/Shower Facilities		4					
Training/Meeting Rooms		Training (50 capacity), Boardroom (20 capacity)					
Washer/Dryer		Yes and an extractor					
Safety & Security							
Station Sprinklered		Yes					
Smoke Detection		Yes					
Decontamination/Bio. Disposal		No (handled by Stadium Medical)					
Security System		Controlled entry by ID cards or ID key pad					
Apparatus Exhaust System		Plymovent system					

Figure 57: Fairmount Station 32

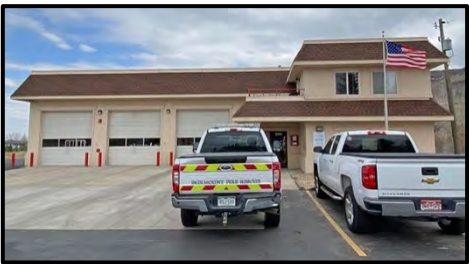
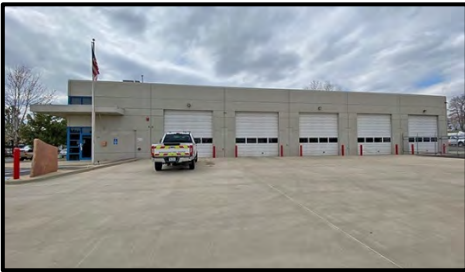
Address/Physical Location:		18208 W 58th Dr., Golden, CO 80403					
		General Description: Station 32 serves as a substation for the northern communities within FFPD. It was originally built in 1972 and remodeled in 1997. The station is in very good shape. The station does not have a designated physical fitness room. Workout equipment is in the apparatus bay. There is no turnout storage room.					
Structure							
Date of Original Construction		1972					
Seismic Protection		None					
Auxiliary Power		30 kw natural gas generator					
General Condition		Good					
Number of Apparatus Bays		Drive-through Bays		0	Back-in Bays		4
ADA Compliant		Lower level is ADA compliant					
Total Square Footage		5,300					
Facilities Available							
Sleeping Quarters		4	Bedrooms	4	Beds	0	Dorm Beds
Maximum Staffing Capability		4					
Exercise/Workout Facilities		Yes					
Kitchen Facilities		Yes					
Individual Lockers Assigned		Yes					
Bathroom/Shower Facilities		2					
Training/Meeting Rooms		None					
Washer/Dryer		Yes and an extractor					
Safety & Security							
Station Sprinklered		Yes					
Smoke Detection		Yes					
Decontamination/Bio. Disposal		No (handled by Stadium Medical)					
Security System		Controlled entry by ID card or ID key pad					
Apparatus Exhaust System		Plymovent system					

Figure 58: Fairmount Station 33

Address/Physical Location:		12901 W 43rd Dr., Wheatridge, CO 80033					
		General Description: Station 33 was originally built in 2006 and remodeled in 2010. This station is not staffed full time, but houses Medic 23 from Stadium Medical. The station has five very large back-up apparatus bays and houses the FFPD Fleet Maintenance program as well as some FFPD staff offices.					
Structure							
Date of Original Construction		2006					
Seismic Protection		None					
Auxiliary Power		47 kw natural gas generator					
General Condition		Good					
Number of Apparatus Bays		Drive-through Bays		0	Back-in Bays		5
ADA Compliant		First floor only					
Total Square Footage		7,500					
Facilities Available							
Sleeping Quarters		4	Bedrooms	4	Beds	0	Dorm Beds
Maximum Staffing Capability		4					
Exercise/Workout Facilities		Yes					
Kitchen Facilities		Yes					
Individual Lockers Assigned		Yes					
Bathroom/Shower Facilities		3					
Training/Meeting Rooms		None					
Washer/Dryer		Yes and an extractor					
Safety & Security							
Station Sprinklered		Yes					
Smoke Detection		Yes					
Decontamination/Bio. Disposal		No (handled by Stadium Medical)					
Security System		Controlled entry by ID card or ID key pad					
Apparatus Exhaust System		Plymovent system					

Golden Fire Department

The following figures describe GFD's current fire stations.

Figure 59: GFD Station 21


Address/Physical Location:		911 10th Street, Golden, CO 80401					
		General Description: Station 21 serves as the office facility for GFD administration and is a shared public safety facility with Golden PD. The station includes both a meeting room and 60-person capacity training room. The station also houses a medic unit from Stadium Medical, which is an ALS unit staffed with a Paramedic and EMT.					
Structure							
Date of Original Construction		2008					
Seismic Protection		N/A					
Auxiliary Power		Yes					
General Condition		Good					
Number of Apparatus Bays		Drive-through Bays		3	Back-in Bays		0
ADA Compliant		Yes					
Total Square Footage		14,660					
Facilities Available							
Sleeping Quarters		4	Bedrooms	7	Beds	0	Dorm Beds
Maximum Staffing Capability		7					
Exercise/Workout Facilities		No					
Kitchen Facilities		Yes					
Individual Lockers Assigned		Yes					
Bathroom/Shower Facilities		3					
Training/Meeting Rooms		2					
Washer/Dryer		Yes					
Safety & Security							
Station Sprinklered		Yes					
Smoke Detection		Yes					
Decontamination/Bio. Disposal		Yes					
Security System		Controlled entry by ID card or fob					
Apparatus Exhaust System		Yes					

Figure 60: GFD Station 22


Address/Physical Location:		1201 Ulysses Street, Golden, CO 80401					
		General Description: Station 22 is a small pole building. The Station should not be considered or listed as a current “Fire Station Facility” as it contains no response apparatus, has no designated career or volunteer response, and is currently used as a storage facility only. The station is in poor shape.					
Structure							
Date of Original Construction		1960					
Seismic Protection		N/A					
Auxiliary Power		No					
General Condition		Poor					
Number of Apparatus Bays		Drive-through Bays		0	Back-in Bays		1
ADA Compliant		No					
Total Square Footage		1,224					
Facilities Available							
Sleeping Quarters		0	Bedrooms	0	Beds	0	Dorm Beds
Maximum Staffing Capability		0					
Exercise/Workout Facilities		No					
Kitchen Facilities		No					
Individual Lockers Assigned		No					
Bathroom/Shower Facilities		Half bath					
Training/Meeting Rooms		No					
Washer/Dryer		No					
Safety & Security							
Station Sprinklered		No					
Smoke Detection		No					
Decontamination/Bio. Disposal		No					
Security System		No					
Apparatus Exhaust System		No					

Figure 61: GFD Station 23



Address/Physical Location:		16023 West 5th Avenue, Golden, CO 80401					
	General Description: Station 23 is a small single-bay pole building. The Station should not be considered or listed as a current “Fire Station Facility” as it currently only contains a reserve apparatus, has no designated career or volunteer response, and is currently used as a storage facility. The station is in poor shape.						
Structure							
Date of Original Construction		1970					
Seismic Protection		N/A					
Auxiliary Power		No					
General Condition		Poor					
Number of Apparatus Bays		Drive-through Bays		0	Back-in Bays		1
ADA Compliant		No					
Total Square Footage		942					
Facilities Available							
Sleeping Quarters		0	Bedrooms	0	Beds	0	Dorm Beds
Maximum Staffing Capability		0					
Exercise/Workout Facilities		No					
Kitchen Facilities		No					
Individual Lockers Assigned		No					
Bathroom/Shower Facilities		Half bath					
Training/Meeting Rooms		No					
Washer/Dryer		No					
Safety & Security							
Station Sprinklered		No					
Smoke Detection		No					
Decontamination/Bio. Disposal		No					
Security System		No					
Apparatus Exhaust System		Yes					


Figure 62: GFD Station 24

Address/Physical Location:		151 Heritage Road, Golden, CO 80301											
		General Description: Station 24 serves as a substation for the southern portion of the City, including the Colorado School of Mines Campus. The station is in fair shape and has no permanent auxiliary backup generator but relies on a generator trailer hookup. It has no separate turnout storage room, is not ADA compliant, is not sprinklered, and has no designated exercise room.											
Structure													
Date of Original Construction		1983											
Seismic Protection		N/A											
Auxiliary Power		No											
General Condition		Fair											
Number of Apparatus Bays		Drive-through Bays		0		Back-in Bays		3					
ADA Compliant		No (pending 2021)											
Total Square Footage		2,928											
Facilities Available													
Sleeping Quarters		6		Bedrooms		6		Beds		0		Dorm Beds	
Maximum Staffing Capability		6											
Exercise/Workout Facilities		No											
Kitchen Facilities		Yes											
Individual Lockers Assigned		Yes											
Bathroom/Shower Facilities		2.5 baths											
Training/Meeting Rooms		No											
Washer/Dryer		Yes											
Safety & Security													
Station Sprinklered		No											
Smoke Detection		Yes (local alarms)											
Decontamination/Bio. Disposal		No											
Security System		No											
Apparatus Exhaust System		Yes											

Pleasant View Metropolitan District

The following figures describe PVMD's current fire stations.

Figure 63: Pleasant View Station 40

Address/Physical Location:		955 Moss Street, Golden, CO 80401					
		General Description: PVMD Fire Station 40 was originally constructed in 1984 and replaced in 2004. It is jointly owned by PVMD and the PVW&S District.					
Structure							
Date of Original Construction		1984					
Seismic Protection		No					
Auxiliary Power		No					
General Condition		Good					
Number of Apparatus Bays		Drive-through Bays		0	Back-in Bays		2
ADA Compliant		Yes					
Total Square Footage		10,000					
Facilities Available							
Sleeping Quarters		4	Bedrooms	4	Beds	5	Dorm Beds
Maximum Staffing Capability		9					
Exercise/Workout Facilities		Yes					
Kitchen Facilities		Yes					
Individual Lockers Assigned		Yes					
Bathroom/Shower Facilities		Yes					
Training/Meeting Rooms		Yes					
Washer/Dryer		Yes					
Safety & Security							
Station Sprinklered		No					
Smoke Detection		Yes					
Decontamination/Bio. Disposal		No					
Security System		No					
Apparatus Exhaust System		Yes					

Collective Summary of the Fire Stations & Facilities

The following figure lists the inventories and features of the three departments combined.

Figure 64: Combined Fire Station Inventories (2021)

Department	No. of Stations	Maximum Staffing ¹	Apparatus Bays	Average Age ²	Total Square Footage
FFPD	3	14	14	19 years	29,691
GFD	4	13	9	41 years	19,754
PVMD	1	9	2	17 years	10,000
Totals:	8	36	25	26 years	59,445

¹Represents maximum staffing capacity, not actual staffing.

²Combined average age of the fire stations from each fire department.

Fire Stations Discussion

The combined fire station inventories comprise eight fire stations with 25 apparatus bays and a maximum staffing capacity of 36 personnel. GFD tended to have the oldest fire stations averaging 41 years. However, if the original construction dates were used instead of the latest remodel dates, FFPD's combined station ages would also average 41 years.

The Fairmount Fire Protection District rated each of its three fire stations as "Good." The Golden Fire Department rated one of its four stations as "Good," one "Fair," and the other two as "Poor." The Pleasant View Metropolitan District rated its only fire station as "Good."

Capital Vehicles & Apparatus

A thorough review of each of the three fire department's fleet inventories is especially important if some type of consolidation is implemented. Consolidation of one or more of the study participants will likely result in a merger of apparatus inventories and other equipment. Firefighters may not be familiar with the operation, features, and equipment of a piece of apparatus that originally came from one of the other departments.

Apparatus must be sufficiently reliable to transport firefighters and equipment rapidly and safely to an incident scene. Such vehicles must be properly equipped and function appropriately to ensure that the delivery of emergency services is not compromised. For this reason, they are expensive and offer minimal flexibility in use and reassignment to other missions.

As a part of this study, Triton requested that each fire department provide a complete inventory of their fleet (apparatus, command and support vehicles, specialty units, etc.). For each vehicle listed, the departments were asked to rate its condition utilizing the criteria in the next figure.

Figure 65: Criteria Used to Determine Apparatus & Vehicle Condition

Evaluation Components		Points Assignment Criteria	
Age:		One point for every year of chronological age, based on the in-service date.	
Miles/Hours:		One point for every 10,000 miles or 1,000 hours	
Service:		1, 3, or 5 points are assigned based on service type received (e.g., a pumper would be given a 5 since it is classified as severe duty service).	
Condition:		This category considers body condition, rust interior condition, accident history, anticipated repairs, etc. The better the condition, the lower the assignment of points.	
Reliability:		Points are assigned as 1, 3, or 5, depending on the frequency a vehicle is in for repair (e.g., a 5 would be assigned to a vehicle in the shop two or more times per month on average, while a 1 would be assigned to a vehicle in the shop on average of once every three months or less.	
Point Ranges		Condition Rating	Condition Description
Under 18 points		Condition I	Excellent
18–22 points		Condition II	Good
23–27 points		Condition III	Fair (consider replacement)
28 points or higher		Condition IV	Poor (immediate replacement)

Fairmount Fire Protection District

The following figure lists the current inventory of Fairmount FPD's frontline fleet.

Figure 66: FFPD Frontline Fleet Inventory (2021)

Unit	Type	Manufacturer	Year	Condition	Features
Engines					
Engine 31	Type 1	Pierce	2011	Excellent	1500 gpm, 500 gal.
Engine 32	Type 1	Pierce	2007	Poor	2000 gpm, 500 gal.
Engine 34	Type 3	Pierce	2005	Fair	750 gpm, 500 gal.
Other Apparatus					
Truck 31	Aerial	Pierce	2018	Excellent	107 ft., 1500 gpm
Brush 31	Type 6	Dodge	2008	Good	125 gpm, 300 gal.
Brush 32	Type 6	Ford	2007	Good	125 gpm, 300 gal.
Tender 31	Tender	Pierce	2000	Fair	250 gpm, 3000 gal.
Squad 31	Squad	Dodge	1995	Poor	Rescue equipment

As shown, FFPD considers its two newest apparatus—Engine 31 and Truck 31—to be in “Excellent” condition. Other than the Type VI brush units, the District rates its other apparatus as either “Fair” or “Poor.” The next figure lists the current inventory of the FFPD's staff and command vehicles. The District maintains a 2002 Pierce Dash pumper/rescue in reserve, which is considered in “Poor” condition.

Figure 67: FFPD Command & Staff Vehicle Inventory (2021)

Call Sign	Type	Manufacturer	Year	Condition	Assigned To
BC 30	Command	Ford F-250 (4x4)	2019	Excellent	Battalion Chief
Chief 31	Staff Vehicle	Ford Explorer	2018	Excellent	Command Staff
Chief 32	Staff Vehicle	Ford F-250 (4x4)	2020	Excellent	Command Staff
Chief 33	Staff Vehicle	Ford F-150 (4x4)	2015	Excellent	Prevention
Chief 34	Staff Vehicle	Dodge 2500	2008	Good	Command Staff
Chief 35	Staff Vehicle	Dodge 2500	2009	Good	Command Staff
Capt. 32	Training Unit	Dodge 2500	2008	Fair	Training Captain
Unit 9	Staff Vehicle	Ford F-150 (4x4)	2008	Good	Prevention

The District maintains an equipment inventory that includes a flatbed trailer, portable restroom trailer, All Terrain Vehicles (ATV), a Utility Terrain Vehicle (UTV), and their accompanying trailers.

City of Golden Fire Department

The following figure lists the current inventory of the Golden Fire Department's frontline apparatus fleet.

Figure 68: GFD Frontline Fleet Inventory (2021)

Unit	Type	Manufacturer	Year	Condition	Assign
Engines & Wildland					
Engine 21	Type 1	Pierce	2017	Excellent	1500 gpm, 750 gal.
Engine 23	Type 1	Pierce	2005	Poor	1500 gpm, 750 gal.
Engine 24	Type 1	Pierce	2001	Fair	1500 gpm, 750 gal.
Engine 25	Type 3	Pierce	2002	Fair	500 gpm, 500 gal.
Brush 21	Type 6	Ford	2019	Excellent	350 gpm, 400 gal.
Aerials					
Tower 21	Platform	Pierce	1995	Poor	2000 gpm, 300 gal.
Truck 24	Quint	Pierce	2012	Excellent	1500 gpm, 500 gal.
Other Apparatus & Support Vehicles					
Rescue 21	Rescue	Pierce	1999	Poor	Air support, generator
WR 21	Water Unit	Pierce	2014	Excellent	Water rescue, lighting
Utility 21	Utility	Ford	2012	Excellent	Tech rescue support
Tech 21	Utility	Ford	2019	Excellent	Tech rescue support
Utility 24	UTV	Polaris	2019	Excellent	Tech rescue support
Command & Staff Vehicles					
Utility 22	Utility	Chevy	2015	Excellent	Fire & Life Safety
Utility 23	Utility	Chevy	2018	Excellent	Fire & Life Safety
Chief 21	Staff	Ford	2014	Excellent	Fire Chief
Chief 23	Staff	Chevy	2015	Excellent	Deputy Chief
Chief 22	Staff	Chevy	2017	Excellent	Fire Marshal
Ops 20	Command	Dodge	2013	Excellent	Operations BC
Battalion 21	Command	Chevy	2011	Excellent	District 1 BC
Battalion 22	Command	Chevy	2011	Excellent	District 2 BC

GFD also maintains two Avon Rescue Boats—a 1999 14-foot and a 2002 10-foot.

Pleasant View Metropolitan District

The following figure lists the current inventory of the Pleasant View Metropolitan District's frontline apparatus fleet.

Figure 69: PVMD Frontline Fleet Inventory (2021)

Unit	Type	Manufacturer	Year	Condition	Features
Engine 41	Type 1	Smeal/Spartan	2009	Fair/Poor	1500 gpm, 750 gal.
Truck 41	Aerial	Smeal/Spartan	2003	Fair	75 ft. 1500 gpm, 300 gal.
Brush 41	Type 6	Ford F-550	2001	Good	90 gpm, 200 gal.
Command & Utility Vehicles					
Chief 41	Staff	Ford Explorer	2018	Excellent	
Utility 41	Utility	Chevrolet	2001	Good	Primarily in reserve

As the preceding figure shows, PVMD's only frontline engine is considered to be in a "Fair to Poor" condition, while the condition of its single aerial is described as "Fair." The District maintains a 1986 Pierce Type 1 engine in reserve, which is in "Poor" condition.

Collective Apparatus Inventories

The following figure lists the combined frontline fleet inventories of the three fire agencies.

Figure 70: Collective Inventory of the Frontline Fleets (2021)

Department	Engines ^A	Aerials	Tenders	Wildland	Others ^B	Staff ^C
FFPD	3	1	1	3	1	7
GFD	4	2	0	2	5	8
PVMD	1	1	0	1	1	1
Totals:	8	4	1	6	7	16

^AIncludes Types 1, 3 & 6 only. ^BSpecialty vehicles, trailers, & apparatus. ^CCommand & staff units.

The next figure lists the collective frontline apparatus by type and minimum staffing by each fire station. It is important to note that additional specialty apparatus and other vehicles may be located at the fire stations below but may be cross-staffed or in reserve.

Figure 71: Collective Apparatus & Minimum Staffing by Fire Station (2021)

Fire Station	Engines	Aerials	Tenders	Wildland	Minimum Staffing ^A
Fairmount FPD					
Station 31	1	1	0	1	4
Station 32	2	0	1	2	3
Station 33	0	0	0	0	0
Golden Fire Department^B					
Station 21	2	1	0	0	2
Station 23	1	—	—	—	—
Station 24	1	1	0	1	0
Pleasant View Metropolitan District					
Station 41	1	1	0	1	4
Totals:	8	4	1	5	13

^AOn-duty personnel only. May include career, volunteer, and part-time staff or an on-duty BC.

^BStations 22 and 23 were excluded.

Discussion of the Fleet Inventories

Among the three fire departments, 25% of Type 1 and Type 3 engines were in “Excellent” condition, while nearly 38% were rated as “Fair” and nearly 38% as “Poor.” Engines ranged in age from 4–20 years, with a combined average age of 14 years.

Half of the four aerial apparatus were considered in “Excellent” condition, with one rated as “Fair” and one as “Poor.” Aerial apparatus ranged from age 3–26 years, with an average age of 14 years.

Four of the Type 6 wildland units were considered in “Good” condition, with one in “Excellent” condition. Type 6 units range in age from 2–20 years, with a combined average age of just over 12 years.

Nearly all the command and staff vehicles were relatively new and in either “Excellent” or “Good” condition.

The following figure is an estimate of the replacement costs of the current Type 1 and Type 3 engines and includes a 5% rate of inflation. The figure also assumes a 15-year life expectancy of each engine and the projected year of replacement. It must be noted that these are estimates to be used for illustrative purposes only. Engine replacement costs could be different and the life expectancy extended.

Figure 72: Estimated Replacement Costs & Year of the Engines

Engine	Year	Replacement Cost*	Annual Cash Requirements	Life Expectancy	Replacement Year
Engine 31	2011	\$1,084,839	\$72,323	15 years	2026
Engine 32	2007	\$892,500	\$59,500	15 years	2022
Engine 34	2005	\$450,000	N/A	15 years	Overdue
Engine 21	2017	\$1,453,788	\$96,919	15 years	2032
Engine 23	2005	\$850,000	N/A	15 years	Overdue
Engine 24	2001	\$850,000	N/A	15 years	Overdue
Engine 25	2002	\$450,000	N/A	15 years	Overdue
Engine 41	2009	\$983,981	\$65,599	15 years	2024

*Estimated using a 5% inflation rate.

As shown in the preceding figure, four of the engines may be overdue for replacement. Two of those listed as overdue for replacement are Type 1 engines, and two are Type 3. NFPA recommends apparatus 25 years of age or older be permanently retired. In addition, they emphasize the point that fire departments should carefully consider the value (or risk) to their firefighters of keeping fire apparatus in service when they are more than 15 years of age.¹⁷

Should the fire departments pursue consolidation, the combined frontline fire suppression apparatus should be evaluated in much more detail to determine which apparatus should remain in a frontline status.

Capital Medical & Other Equipment

EMS calls represent the highest demand for emergency services for each of the three fire departments. For fire departments providing basic life support, the highest capital medical expense typically consists of the costs of Automated External Defibrillators (AED).

In the event of a consolidation, it will be important to standardize the AEDs throughout the organization. In addition, standardization that would enable interoperability of the fire department's AEDs with the cardiac monitor/defibrillators of the ALS ambulance service provider can help to ensure efficiency in cardiac arrest cases.

The next figure is an inventory of AEDs currently maintained by each of the fire departments participating in this study.

Figure 73: Combined Inventories of Automated External Defibrillators

AED Brand & Model	FFPD	GFD	PVMD	TOTALS BY MODEL
Physio-Control Lifepak® CR Plus	8	—	—	8
Physio-Control Lifepak® CR2	4	—	—	4
Philips HeartStart FR2/FR2+	2	—	—	2
Physio-Control Lifepak® 500	—	6	—	6
Physio-Control Lifepak® 1000	—	10	4	14
Totals:	14	16	4	34

HISTORICAL SERVICE DELIVERY & PERFORMANCE

An indicator of success is the balance of resources to the utilization of services. The potential combined organization must weigh fiscal responsibility with performance expectations for the delivery of emergency services. The following section is a statistical analysis evaluating the fire and EMS service delivery provided by FFPD, GFD, and PVMD.

Incident Data Issues

The service demand data utilized was acquired primarily from three sources: fire department internal records management systems (RMS), CAD records, and call volumes as reported via the AP Triton survey tables. There was some inconsistency in data due to the recent creation of a regional dispatch center. This analysis is based on three years of data. Although there will be limitations specific to forecasting, sufficient data was provided to evaluate the efficacy and efficiency of both aspects of emergency service.

Service Demand

The following figures show the combined workload over the past three years. Like most fire departments, emergency medical response constitutes most of the call volume. From a combined perspective, fire responses have gone up about 4.5% over the past three years. Consistent with national trends, EMS had gone up 7% from 2018 to 2019. However, during 2020 the effects of COVID-19 resulted in an overall three-year drop in EMS service delivery by 6.5%. The study area has seen a 1% decrease in overall call volume. Overall, three departments answered 6,109 calls for service in 2019 and in 2018. The National Fire Incident Reporting System (NFIRS) breaks responses into nine categories. For the purpose of this analysis, the following categories will be evaluated.

Figure 74: NFIRS Codes & Descriptions

NFIRS Code	Description
100	Fire
200	Rupture or Explosion
300	Emergency Medical Services
400	Hazardous Conditions
500	Service Calls
600	Good Intent
700	False Alarm
800	Severe Weather
900	Special Incident

Figure 75: Incident Break Down (2018–2020)

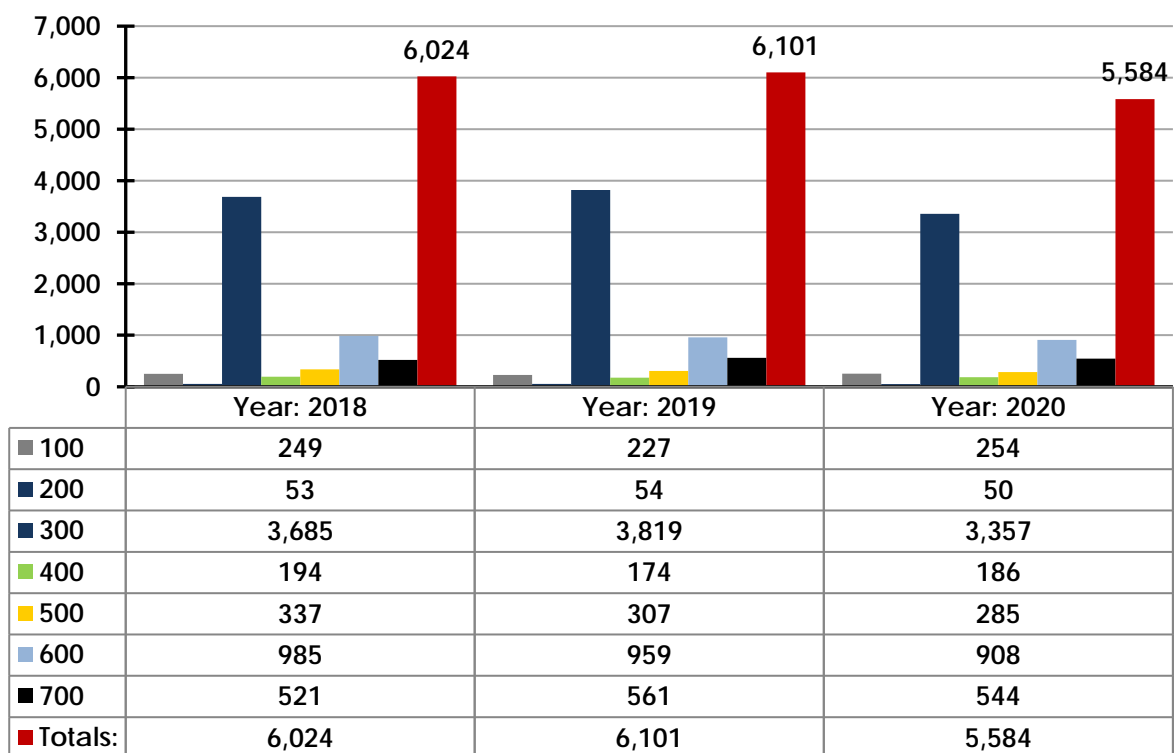
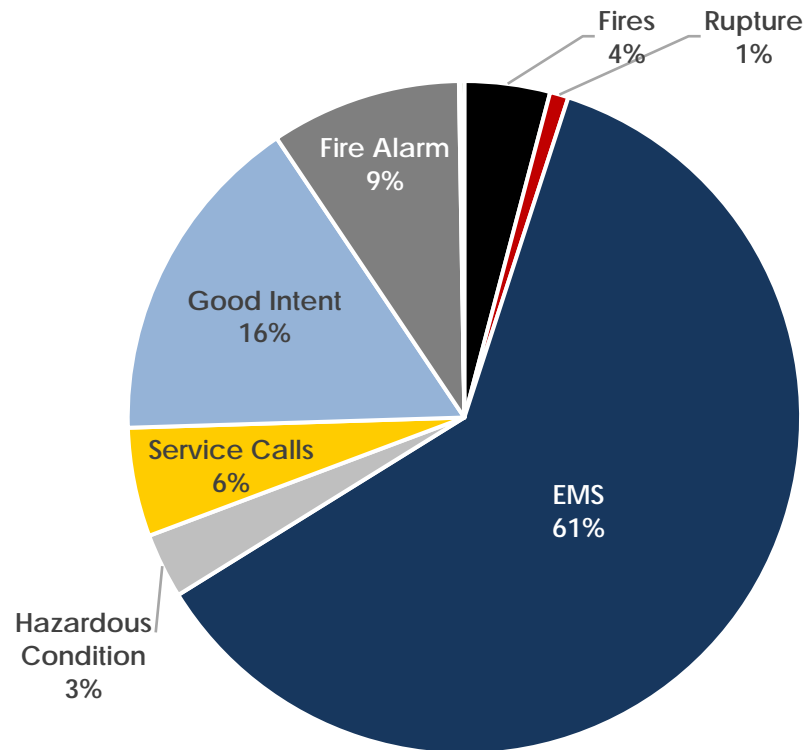
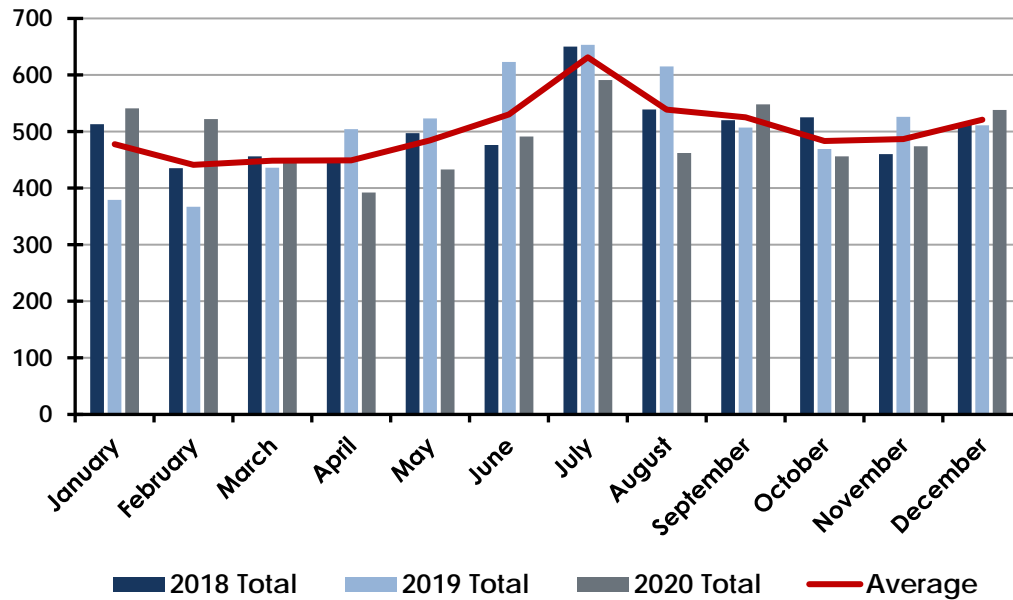


Figure 76: Incident Breakdown by Percentage (2018–2020)

Temporal Variation

A temporal analysis of incidents reveals when the most significant service demand occurs. The following figures show how activity and demand changes based on various time measurements. The analysis was calculated using 2018, 2019, and 2020 data provided by the three organizations. The results are based on the total number of incidents.

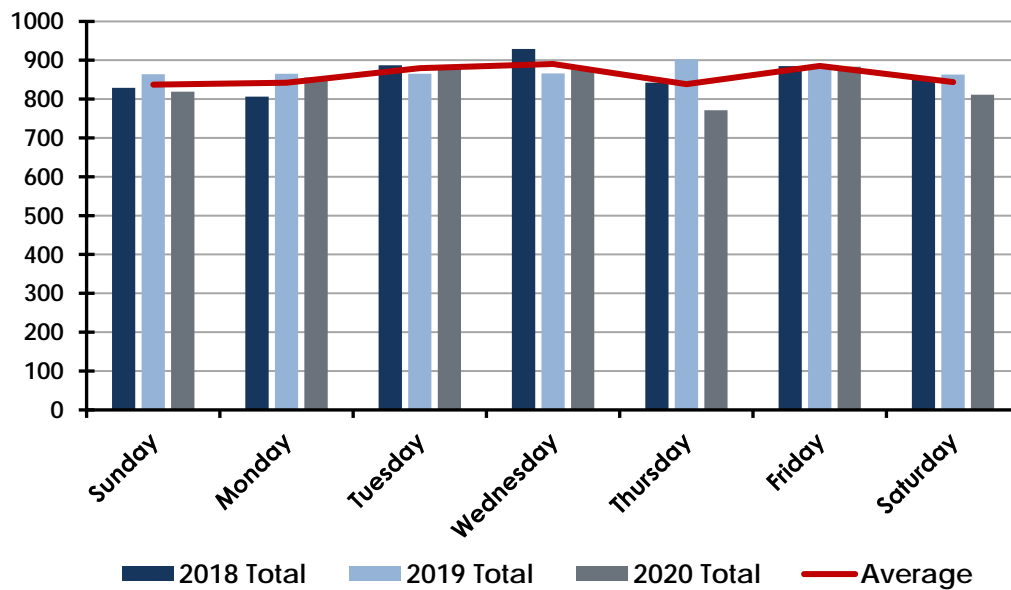
Figure 77: Service Demand by Month (2018–2020)



Except for the month of July, call volume remains consistent throughout the year. The lowest call volume is in February, with a peak demand of 10.5% in July. There does not appear to be a need for seasonal up-staffing during any specific time of year.

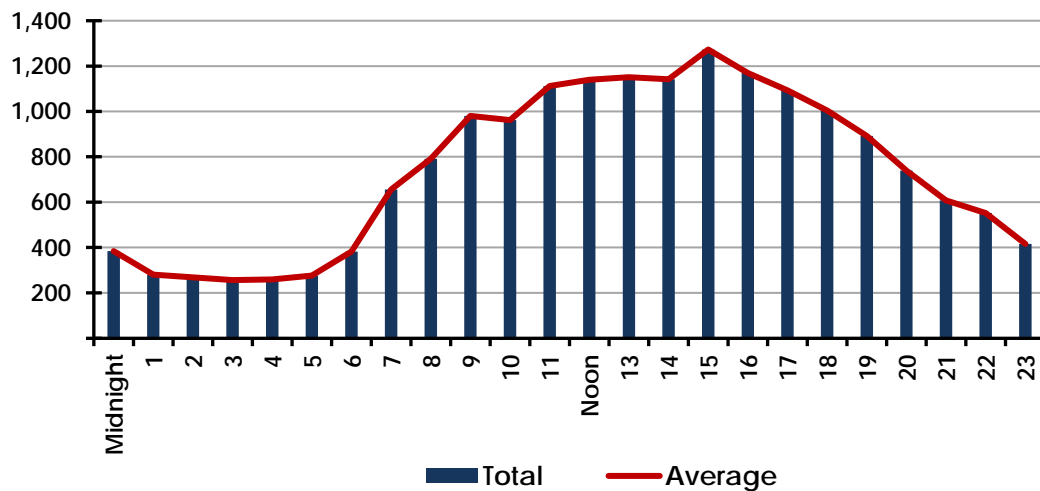
The following figure shows the call volume throughout the week. The departments have a very consistent service demand with a slight increase on Wednesdays. This pattern allows training and other required duties to be scheduled anytime during the week.

Figure 78: Service Demand by Day-of-the-Week (2018–2020)



The following graphic illustrates the service demand by the hour of the day. During the three-year period, the pattern has remained consistent with peak periods around 7:00 pm.

Figure 79: Service Demand by the Hour of the Day (2018–2020)



For the purposes of future service demand, particularly EMS, the following chart captures the busiest consecutive time periods. The information can be used to identify periods for increased staffing or placing additional ambulances in service. The period between 11:00 am and 9:00 pm appears to be an opportunity for future service delivery.

Figure 80: Busiest Consecutive Service Delivery Periods

Time Periods	8-Hour	10-Hour	12-Hour
Hours	11:00–19:00	09:00–19:00	08:00–20:00
Percent of Total:	51%	62%	72%

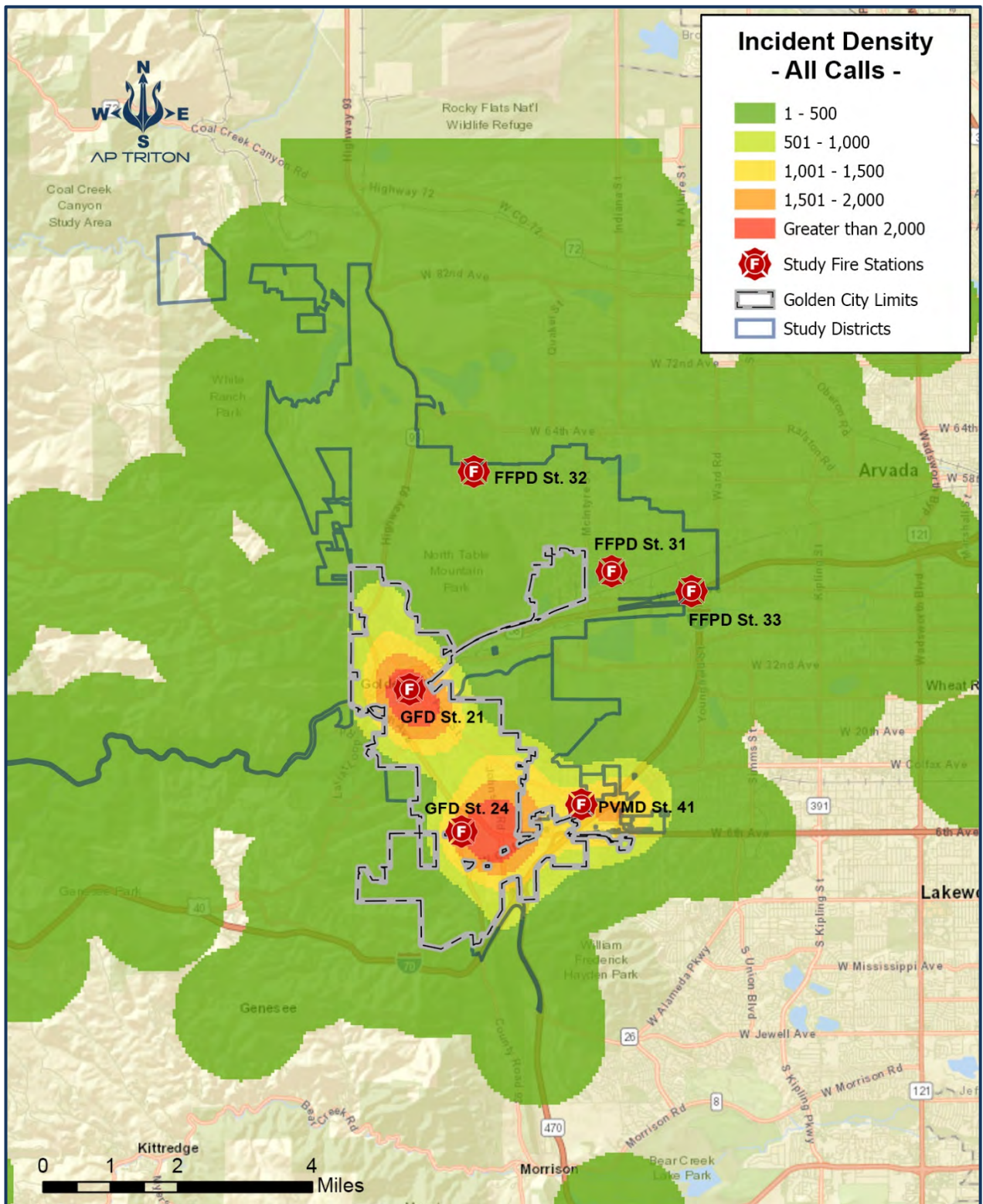
Spatial Analysis

In addition to the temporal analysis, AP Triton examined the geographic distribution of service demand, evaluation of resource distribution, measurement of Insurance Services Office response standards, and population distribution throughout each jurisdiction.

Geographic Service Demand

The density of incidents is depicted in the following figure. The various colors correspond to the differing number of incidents per square mile. The relationship between station locations and the higher intensity of service demand is visible on this map. Both fire and EMS incidents are included in the “hot spot” analysis.

Figure 81: Service Demand—All Incident Types (2018–2020)



Service demand is distributed widely throughout the combined service area with a higher incident density located in the incorporated cities with incident density decreasing towards the outer regions. The main area of highest density is geographically located around the City of Golden. As can be expected, areas of high incident density are typically linked to areas of higher population counts. It appears all higher concentration of calls are close to a fire station. This confirms an effective use of resources to have shorter travel time to the most population, i.e., service demand.

The following figures break down the total call density and show the specific distribution of EMS incidents.

Figure 82: EMS Incident Density (2017-2020)

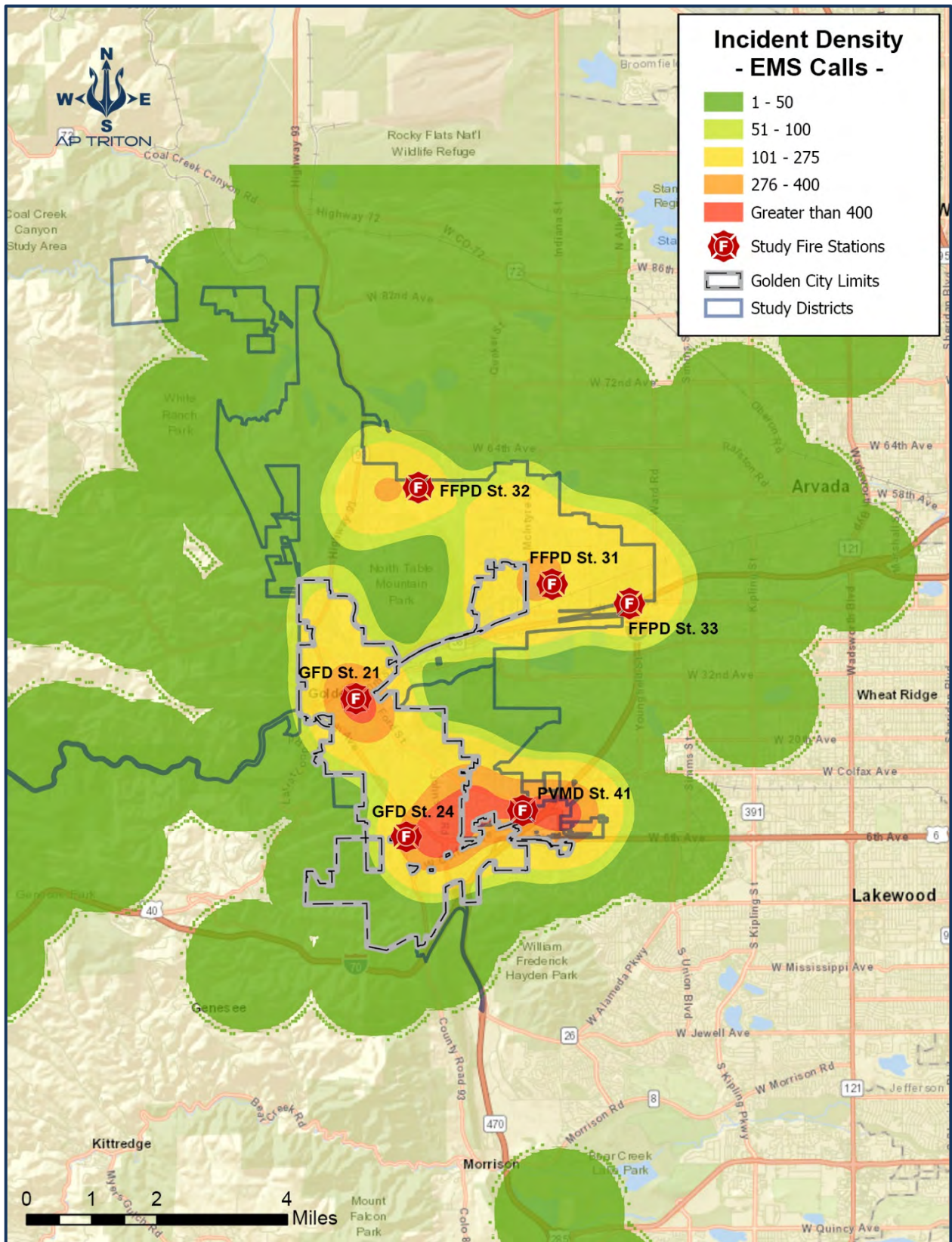
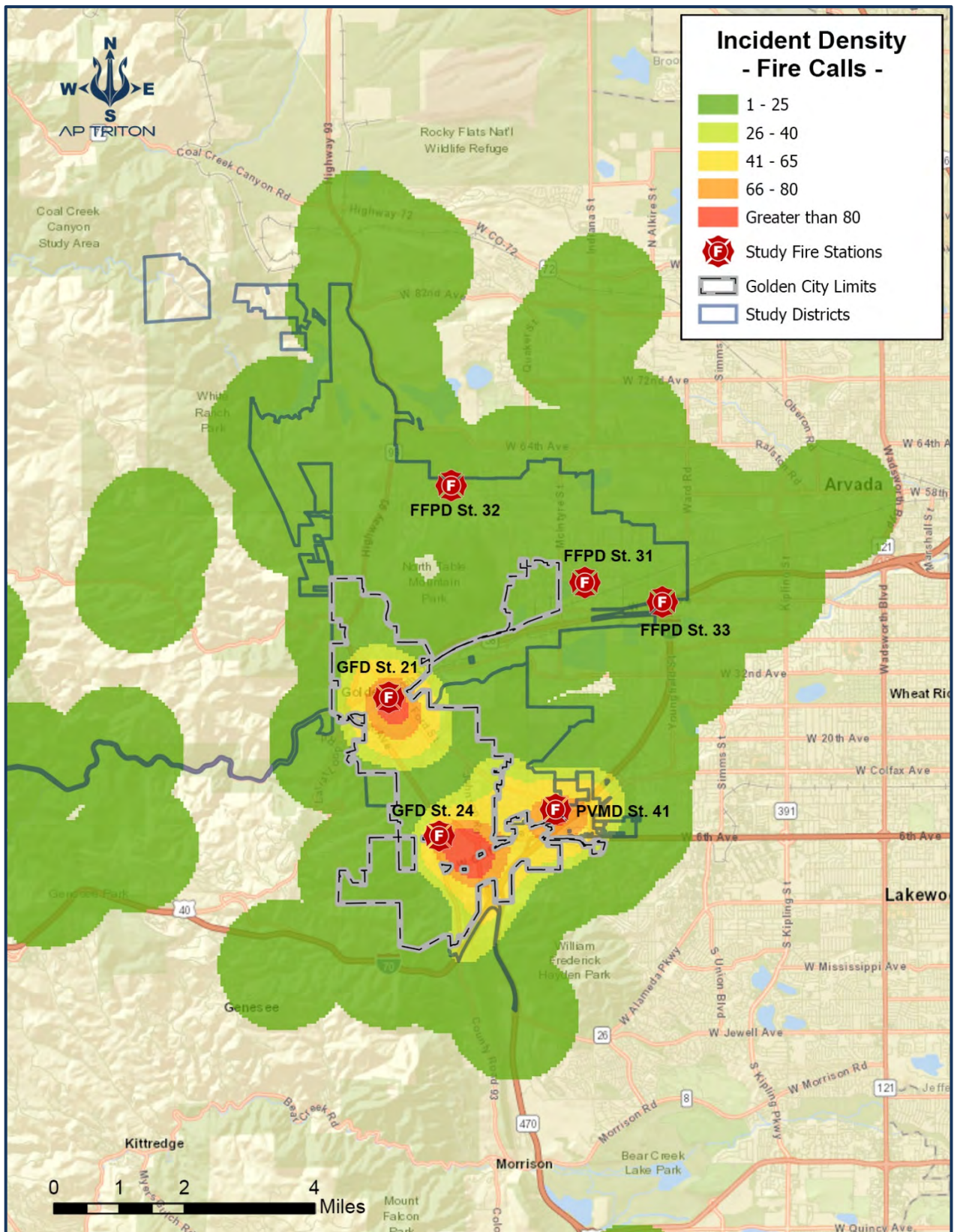


Figure 83: Fire Incident Density (2018–2020)



The previous image demonstrates efficient placement of current station locations for each jurisdiction.

Distribution Analysis

There are two methods of analyzing the distribution of fire department resources within a jurisdiction. The first method is by the Insurance Services Office (ISO) criteria. This is based on the requirements to meet the Fire Suppression Rating Schedule (FSRS). The second method is used by NFPA in their standards and the Center for Public Safety Excellence (CPSE) in their accreditation Fire and Emergency Services Self-Assessment Manual (FESSAM) and the Community Risk Assessment: Standards of Cover (CRA-SOC). It defines the response time performance that is desired and then measures it against that standard. To determine the effectiveness of station locations for the travel time component of the response time standard, a GIS analysis can be used.

ISO Criteria

The Insurance Services Office (ISO) is a national insurance industry organization that evaluates fire protection for communities across the country. ISO assesses all areas of fire protection as broken down into four major categories, including emergency communications, fire department, water supply, and community risk reduction. Following an on-site evaluation, an ISO rating, or specifically, a Public Protection Classification (PPC®) number, is assigned to the community ranging from 1 (best protection) to 10 (no protection). The PPC® score is developed using the Fire Suppression Rating Schedule (FSRS), which outlines sub-categories of each of the major four categories, detailing the specific requirements for each area of evaluation. The following graphic shows the current ISO rating for each organization.

Figure 84: Organization ISO Rating

Department	ISO Rating
Fairmount Fire Protection District	1/10
Golden Fire Department	2
Pleasant View Metro District	2

A community's ISO rating is an important factor when considering fire station and apparatus distribution and deployment due to its effect on the cost of fire insurance for the residents and business owners.

The ability of a fire department to arrive on the scene of an incident equipped with personnel, equipment, and water sufficient to effectively mitigate a fire is a critical factor for an ISO evaluation. For a structure to be eligible to receive a PPC rating better than 10, the structure must be within five road miles from a fire station. Typically, areas outside of five road miles are a Class 10 unless the fire department can demonstrate sufficient fire flow is available, and then some credit is given for the water supply. In addition, to receive maximum credit for station and apparatus distribution, ISO evaluates the percentage of the community (contiguously built upon area) that is within specific distances of both engine/pumper companies (1.5 miles) and aerial/ladder apparatus (2.5 miles).

ISO also evaluates a community's availability of sufficient water supply, critical for the extinguishment of fires. One of the areas evaluated in regards to the water supply is the geographical locations and distribution of fire hydrants. Based on ISO scoring, structures that sit outside of a 1,000-foot radius of a fire hydrant are subject to separate rating. That rating is dependent on the fire department demonstrating alternate water sources and the ability to use them. A fire department must demonstrate that sufficient fire flow is able to be maintained at a minimum rate of 250 gallons per minute for 2 hours at a given location. This can be accomplished in several ways such as a dry hydrant, a storage tank, tanker/tender shuttle operations, capability for long large diameter hose lays, or drafting operations. Regardless of the system or systems utilized, sufficient fire flow must be demonstrated.

The following three figures illustrate the ISO 5-mile travel capability, ISO engine capability, and ISO aerial capabilities respectively.

Figure 85: ISO 5-mile Travel Capabilities

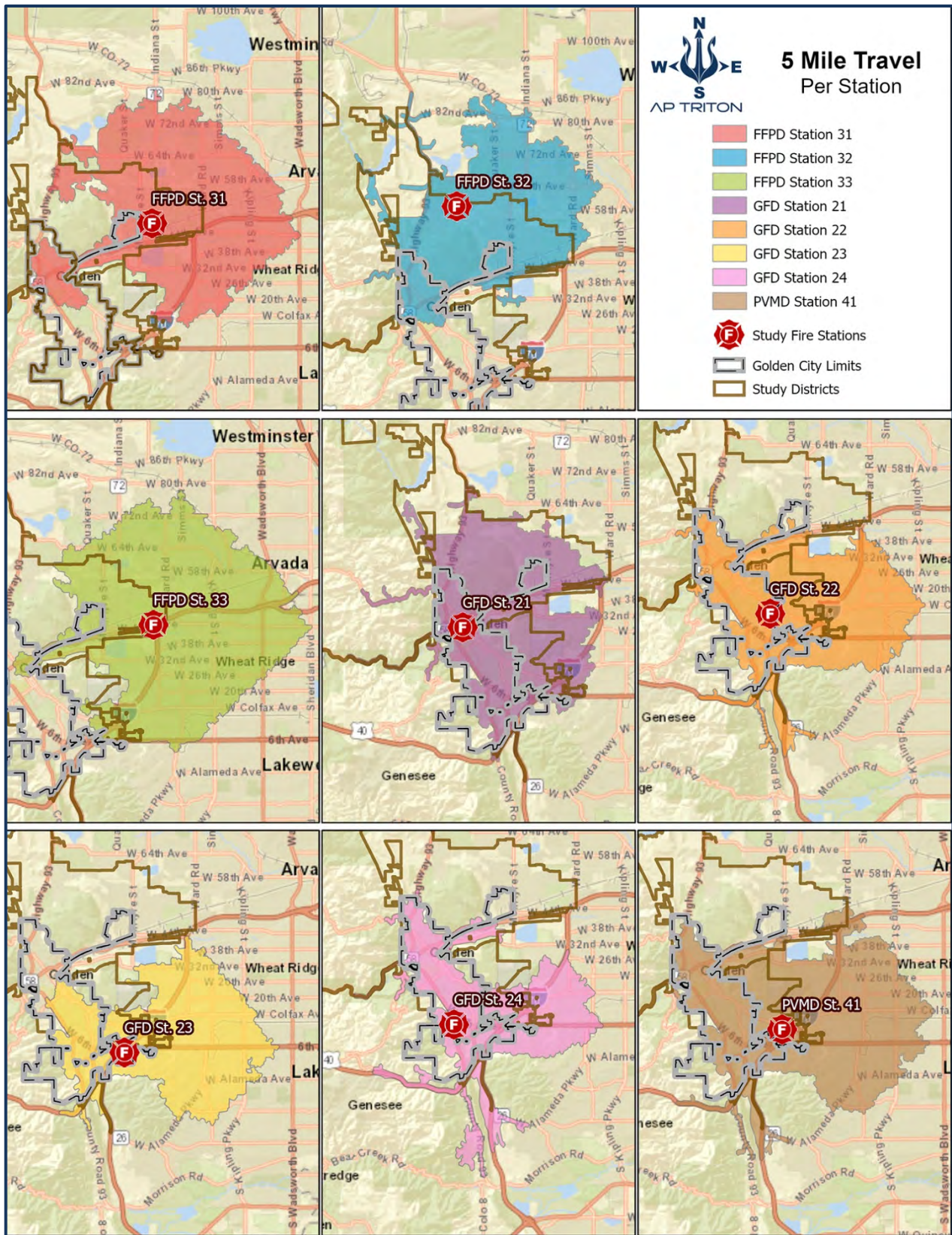
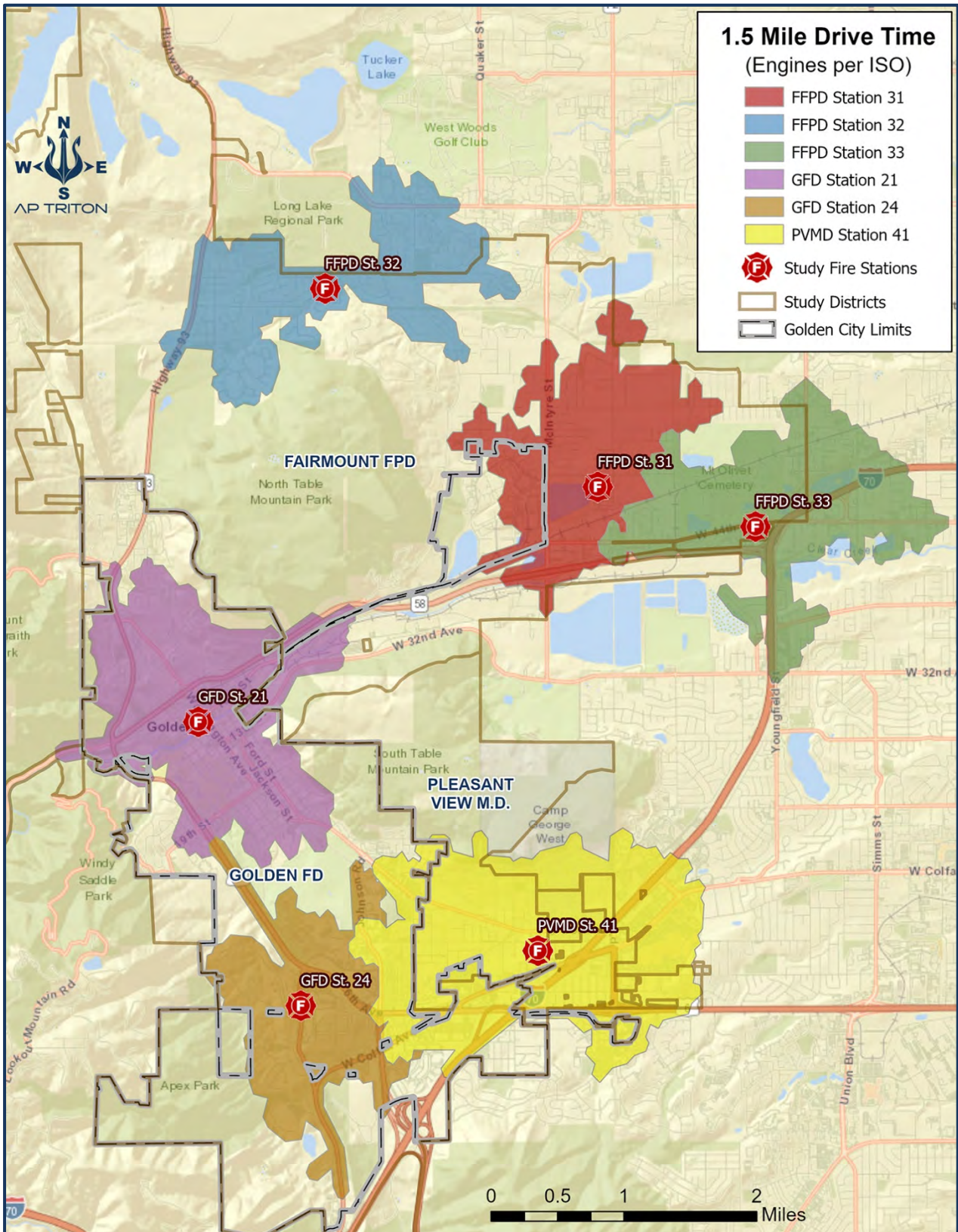
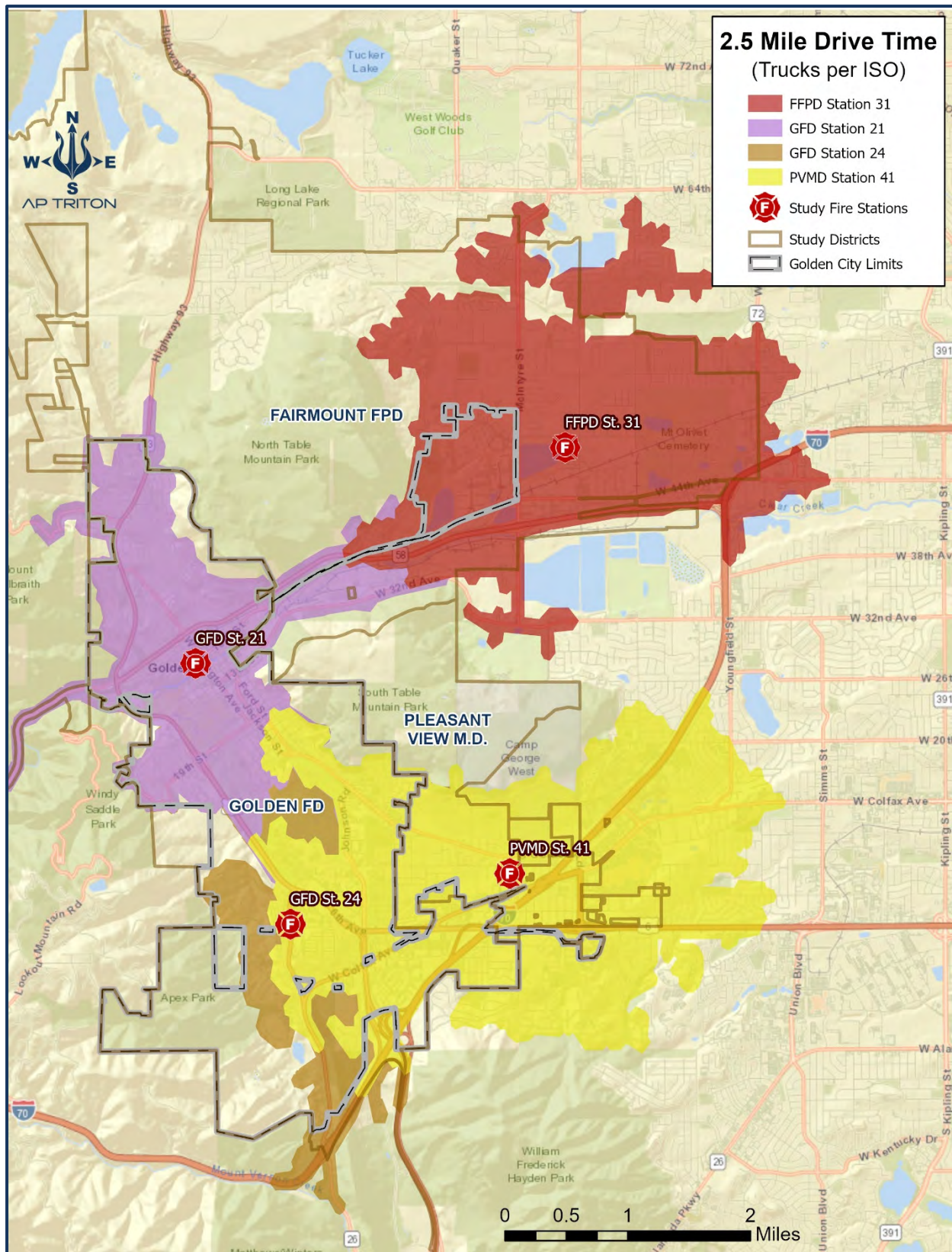


Figure 86: Service Area ISO Engine Capabilities 1.5 Miles



ISO only requires an aerial apparatus for areas that have more than five structures over three stories or with a needed fire flow of over 3500 gallons per minute.¹⁸ Aerial apparatus should be located to best cover areas with these structures within a 2.5-mile travel distance. The following figure shows the area currently served by an aerial apparatus.

Figure 87: Service ISO Aerial Capabilities 2.5 Miles



In the preceding figure, the colored areas show the response capability of an aerial apparatus. The majority of all three response areas have 2.5-mile coverage with aerial capability. The amount of coverage is not as important as the location of the apparatus to the buildings requiring its response.

Travel Time Analysis

The second standard for resource distribution is using travel time criteria. The following figure presents a travel time model from the current station locations over the existing road network. Travel time is calculated using the posted speed limit and adjusted for negotiating turns, intersections, and one-way streets.

NFPA Standards 1710 and 1720 recommend the travel times for different response zones based on population density. NFPA 1710 Standard for the Organization and Deployment of Fire Suppression Operations and Special Operations to the Public by Career Fire Departments assumes a completely urban environment and specifies the travel time of 240 seconds or 4 minutes.

Under NFPA 1720 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical, and Special Operations to the Public by Volunteer Fire Departments, there are different response time criteria for the different population densities. This standard defines the response time of which travel time is a part.

Most departments, even fully career departments, that serve rural areas find it unreasonable to adopt the 1710 travel time throughout their jurisdiction. Instead, many will adopt the 4-minute travel time in response zones with urban and suburban population densities and the 1720 response time for rural areas.

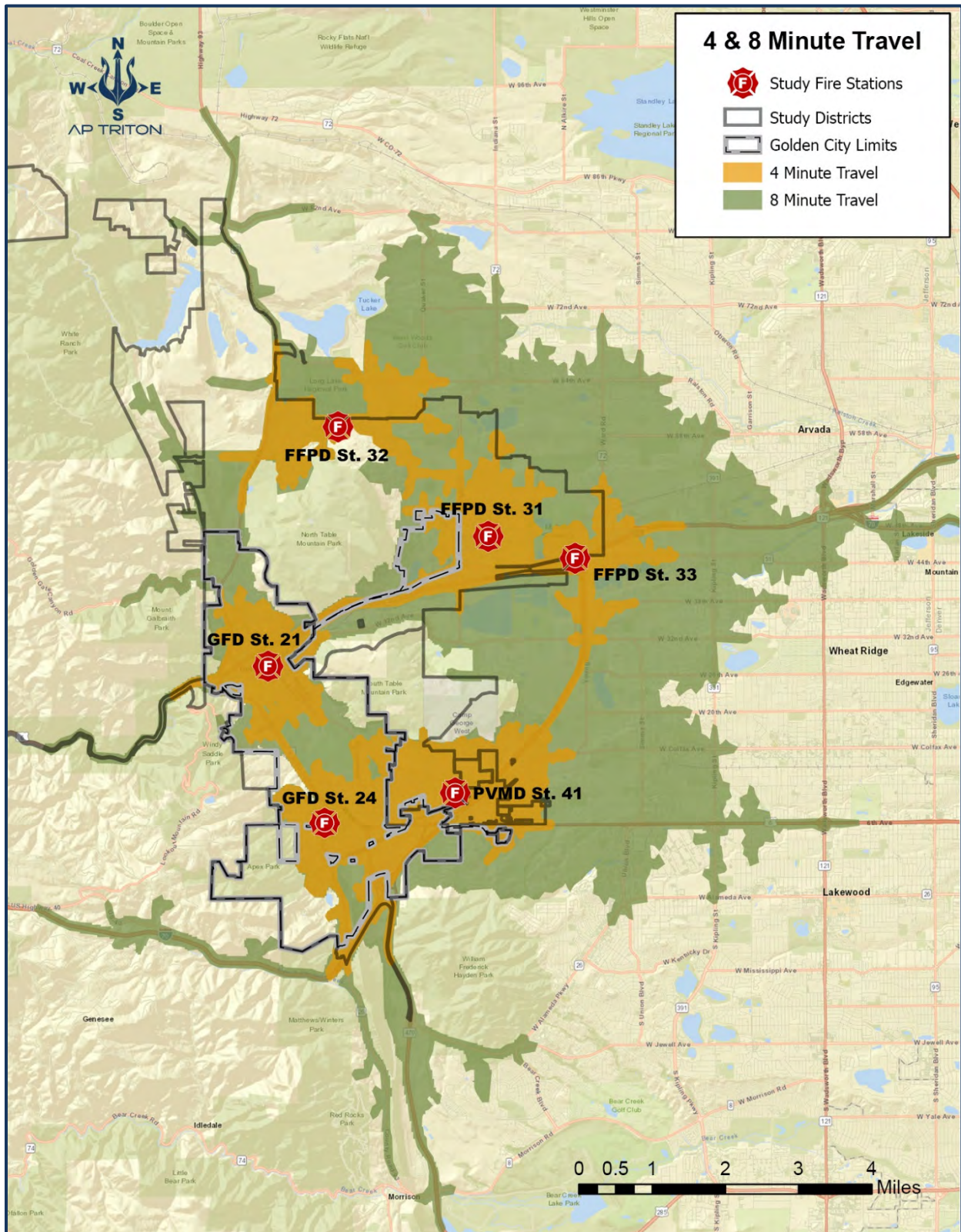
Figure 88: NFPA 1720 Response Time Recommendations

Zone	Demographics	Minimum Staff	Response Time	Met Objective
Urban	> 1,000 people/mi ²	15	9 min.	90%
Suburban	500–1,000 people/mi ²	10	10 min.	80%
Rural	< 500 people/mi ²	6	14 min.	80%
Remote	Travel distance ≥ 8 miles	4	Distance ¹	90%
Special Risks	AHJ ²	AHJ ²	AHJ ²	90%

¹Directly dependent on travel distance. ²Determined by AHJ.

Both standards recommend call processing time as one minute and turnout time for staffed stations as one minute for EMS calls and 80 seconds for fire or special operations calls. Call processing time is not reflected in the 1720 response time so deducting only the turnout time (1:20) from a 14-minute response time is 12 minutes and 40 seconds (12:40). AP Triton has used a 5-minute travel time in the GIS analysis of the study area.

Figure 89: Travel Time Analysis 4 & 8 minutes—Urban



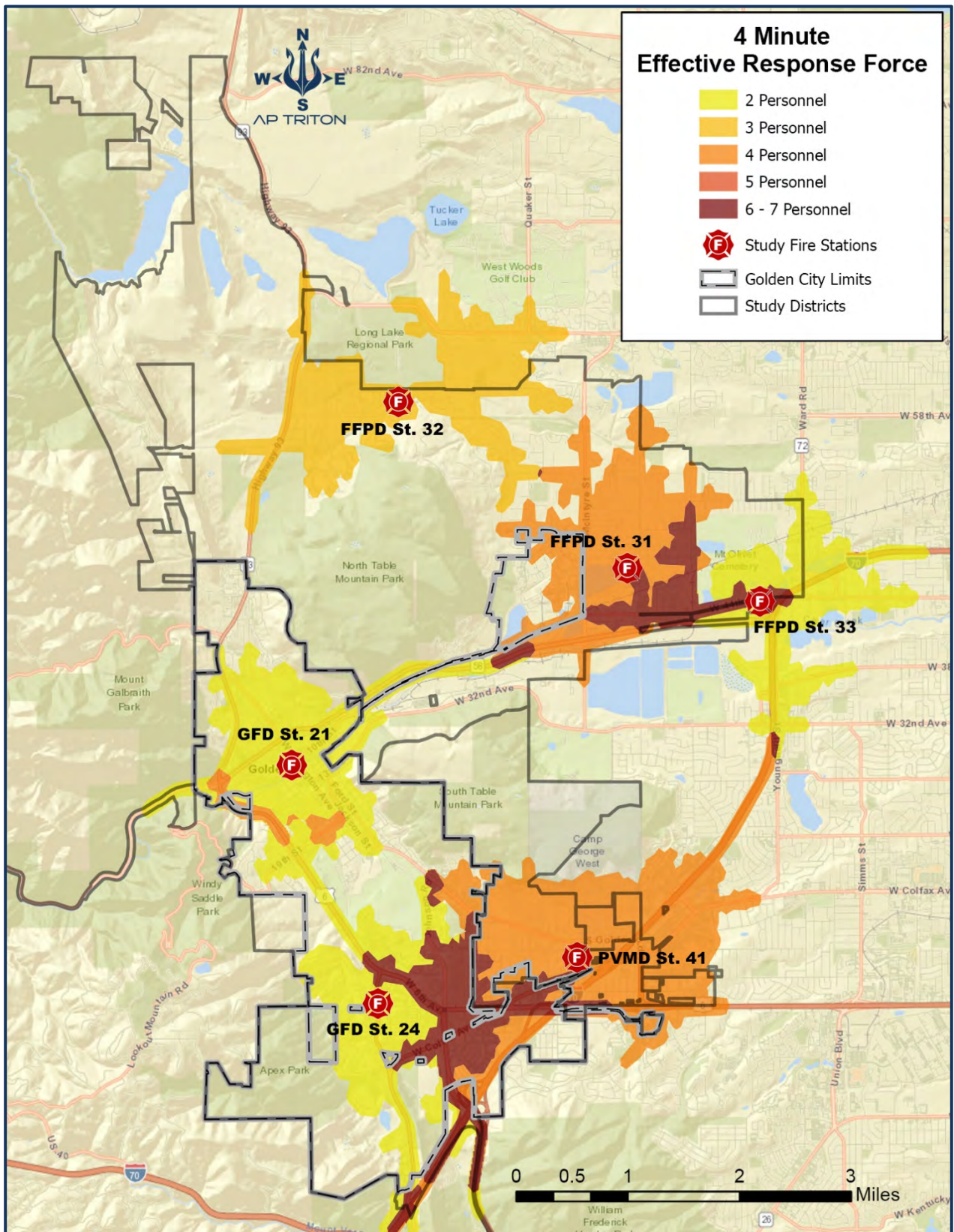
Most urban and suburban areas are at least partially covered by a 4-minute or 8-minute travel time. This confirms the appropriate locations of the stations but may indicate that more stations may be necessary to provide 4-minute travel times throughout the urban-suburban areas.

Effective Response Force

Accepted firefighting procedures call for the arrival of the entire initial assignment (sufficient apparatus and personnel to effectively deal with an emergency based on its level of risk) within a reasonable amount of time.¹⁹ This is to ensure that enough people and equipment arrive soon enough to safely control a fire or mitigate any emergency before there is substantial damage or injury.

FFPD, GFD, and PVMD have response areas ranging from suburban to rural. The following graphic shows the ERF for each organization at four minutes, with personnel on scene ranging from two to seven firefighters.

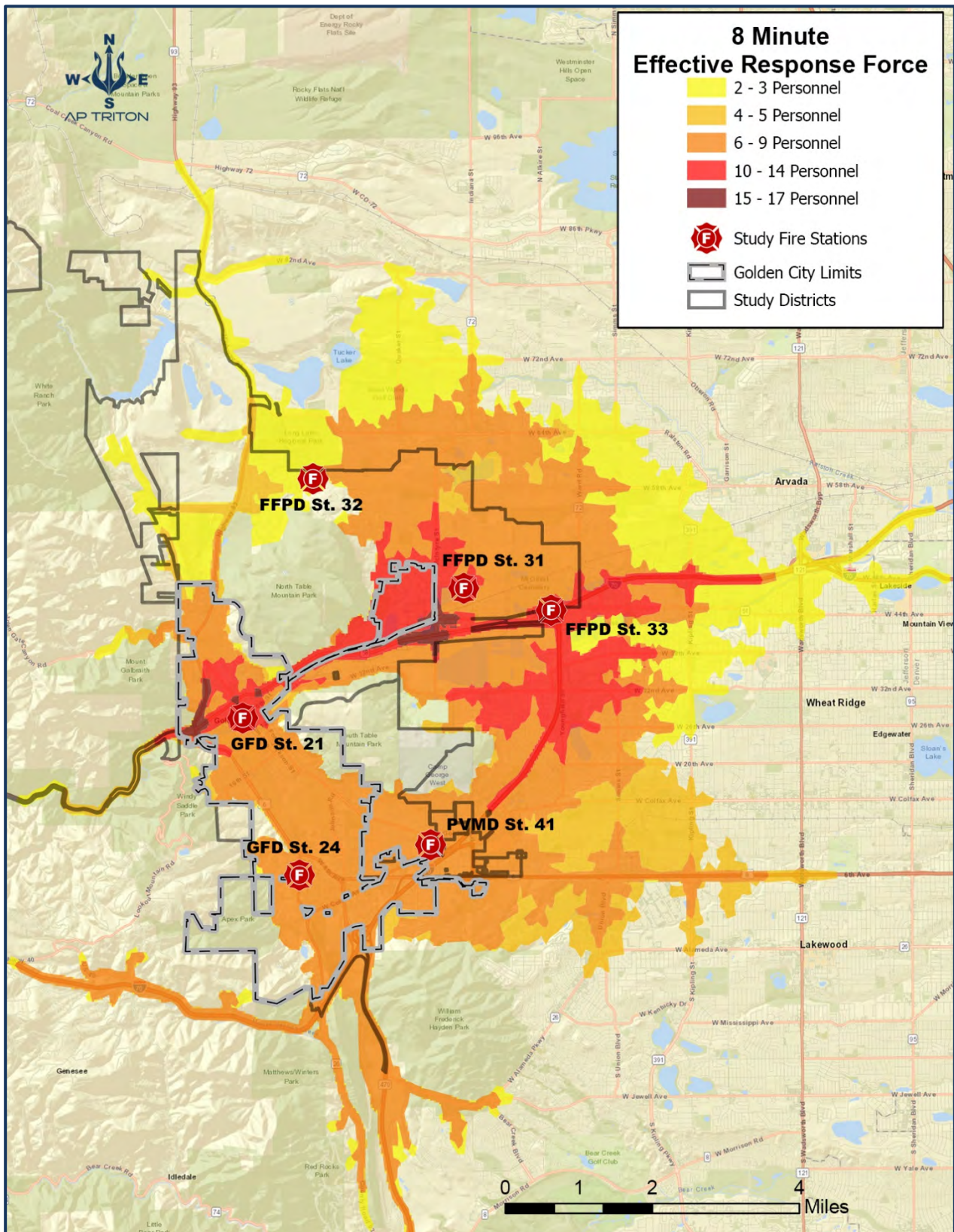
Figure 90: Four Minute Effective Response Force



NFPA 1710 allows eight minutes to assemble the needed firefighting assignment on the scene to affect effective firefighting. An additional one minute is added for standards relating to NFPA 1720 (refer to the Staffing Section under Methodology for Incident Staffing). The necessary staffing on the scene is recommended to be 15 firefighters for a moderate hazard fire described as a 2,000 square foot, two-story single-family residential dwelling without a basement and no exposures. Larger structures or commercial occupancies may require additional personnel.

The following figure displays the area in which an ERF of 2–15 firefighters can be assembled within the 8-minute time frame.

Figure 91: Eight Minute Effective Response Force



The previous figure shows there is a very small portion of the district where 15 firefighters can be assembled within the 8-minute travel time to meet the NFPA 1720 response recommendation of 9 minutes, allowing for a minute for turnout time.

Allowing for a 9-minute travel time equating to a 10-minute response time and assembling ten rather than the 15 firefighters, expands the larger area where this can be done. Both previous analyses consider only the resources of the combined agencies and does not count any automatic aid responses from other agencies. The combined agency needs to consider setting up automatic aid responses from other agencies that would supply resources sooner than the agency's own resources.

Reliability Analysis

This section provides an overview of unit utilization. Three types of analyses are shown in this section. The first is unit utilization based on call volume, the second analyzes concurrent requests for services, and the third examines unit hour utilization.

Unit Workload Analysis

Units that are very busy or are already out when a second call occurs can result in increased response times from distant units. The following graphic shows the number of calls for each fire apparatus in 2018–2020.

Figure 92: Fire Apparatus Utilization (2018–2020)

Department/Apparatus	2018	2019	2020	Overall
GFD				
Engine 21	1,149	1,049	857	3,055
Engine 23	117	71	368	556
Engine 24	556	491	431	1,478
M21	474	448	535	1,457
M22	486	486	534	1,506
TK24	144	52	268	464
TW21	95	74	81	250
FFPD				
Engine 31	203	17	44	264
Engine 32	125	107	120	352
T31	0	45	19	64
M23	12	139	104	255
PVMD				
Engine 41	778	851	831	2,478
TR-41	279	224	185	688

The potential combined organization has the capacity for growth. Engine 21 has the highest utilization in the study area. The medic units clearly have capacity for future growth.

Concurrent Incidents

Another way to look at resource reliability is to examine the number of times multiple incidents happen within the same time frame. The following figures show the number of times that one or more units are assigned to incidents. The data supports that in 2020 there were many occurrences where more than one apparatus was committed to incidents.

This trend can impact the department's ability to have an effective response force (ERF) on structure fires. It also can cause extended response times if occurring in the same station response zone. The next figure shows the number and percentage of concurrent calls for each department.

Figure 93: Response Unit Concurrency Percentages Per Department

No. of Incidents	PVMD	GFD	FFPD
Single Incident	94%	81%	80%
Two Incidents	6%	17%	19%
Three Incidents	0.2%	1.8%	0.9%
Four Incidents	0.0%	0.1%	0.2%

Unit Hour Utilization

The next analysis evaluates apparatus response, to determine the overall amount of time that an apparatus is assigned to a specific incident. This is a measurement from the initial dispatch time until the unit is available for another incident.

Unit hour utilization (UHU) is but one measure indicating workload. It is calculated by dividing the total time a unit is committed to all incidents during a year divided by the total time in a year. Expressed as a percentage, it describes the amount of time a unit is not available for response since it is already committed to an incident. The larger the percentage, the greater a unit's utilization and the less available it is for assignment to an incident.

Most fire service organizations measure performance based on the 90th percentile. An apparatus that has a UHU greater than 10% means that it is unable to meet the 90% target for response time. This is often an indicator that additional apparatus and staffing is warranted in a specific response area. Based on the data provided to AP Triton, most of the apparatus have the capacity for increased call volume over the next five years based on a 9% growth rate. GFD Engine 21 is the only apparatus that exceeded the 90th percentile. This may be an area to monitor for increased staffing and/or apparatus.

The following figure illustrates the UHU for each organization units in 2018-2020, expressed as a percentage of the total hours in the year. The number of responses and average time committed to incidents are displayed as well.

Figure 94: Apparatus Unit Utilization (2018–2020)

Department/Apparatus	UHU
PVMD	
E-41	3.26%
TR-41	0.90%
GFD	
E21	12.29%
E23	2.13%
E24	2.47%
M21	3.94%
M22	3.23%
TK24	0.88%
TW21	0.59%
FFPD	
E31	0.62%
E32	0.90%
T31	0.25%

Response Performance Analysis

Perhaps the most publicly visible component of an emergency services delivery system is that of response performance. Policymakers and citizens want to know how quickly they can expect to receive emergency services. AP Triton recommends that the combined organization adopts the following national standards or develops specific benchmarks for response performance based on local environments. Setting response standards based on averages is generally a poor indicator for performance. The majority of organizations measure performance on the 90th percentile for comparison with the NFPA standards. For policymakers and citizens to make informed decisions concerning response performance, it is essential that jurisdictions record and report the various components of the jurisdiction's current performance.

In analyzing response performance, AP Triton generates percentile measurements of response time performance. The use of percentile measurements using the components of response time follows the recommendations of industry best practices. The best practices are derived by the Center for Public Safety Excellence (CPSE), Standard of Cover document, and the National Fire Protection Association (NFPA) 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments.

The “average” measure is a commonly used descriptive statistic also called the mean of a data set. The most important reason for not using the average for performance standards is that it may not accurately reflect the performance for the entire data set and may be skewed by outliers, especially in small data sets. One extremely good or bad value can skew the average for the entire data set.

The “median” measure is another acceptable method of analyzing performance. This method identifies the value in the middle of a data set and thus tends to not be as strongly influenced by data outliers.

Percentile measurements are a better measure of performance because they show that most of the data set has achieved a particular level of performance. The 90th percentile means that 10 percent of the values are greater than the value stated, and all other data are at or below this level. This can be compared to the desired performance objective to determine the degree of success in achieving the goal.

As this report progresses through the performance analysis, it is important to keep in mind that each component of response performance is not cumulative. Each is analyzed as an individual component and the point at which the fractile percentile is calculated exists in a set of data unto itself.

The response time continuum—the time between when the caller dials 911 and when assistance arrives—is comprised of several components:

- **Alarm Processing Time:** The time interval from the receipt of the alarm at the primary PSAP until the beginning of the transmittal of the response information via voice or electronic means to emergency response facilities or the emergency response units (ERUs) in the field.
- **Turnout Time:** The time interval that begins when the emergency response facilities and emergency response units (ERUs) notification process begins by either an audible alarm or visual annunciation or both and ends at the beginning point of travel time.
- **Travel Time:** The time interval that begins when a unit is en route to the emergency incident and ends when the unit arrives at the scene.
- **Response Time:** A combination of turnout time and travel time. This is the most utilized measure of fire department response performance.

- **Total Response Time:** The NFPA 1710 definition of Total Response Time is the time interval from the receipt of the alarm at the dispatch center to when the first emergency response unit is initiating action or intervening to control the incident. For purposes of this report, Total Response Time will be defined as receipt of the alarm at the dispatch center until the arrival of the first fire department unit.

Figure 95: Response Time Continuum

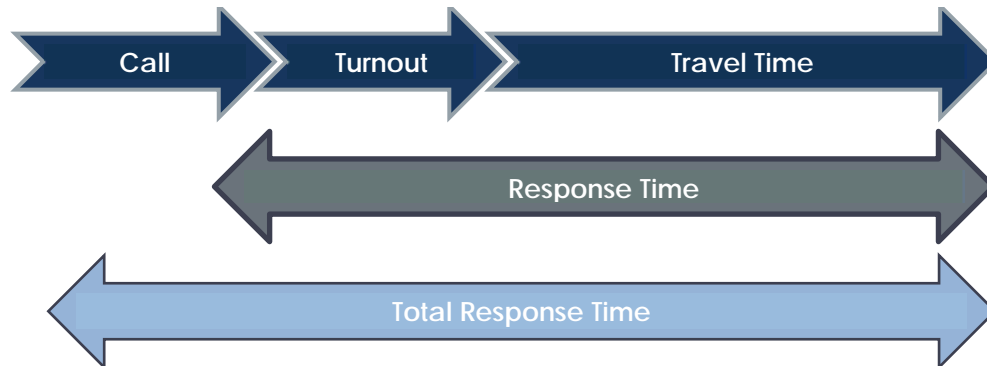
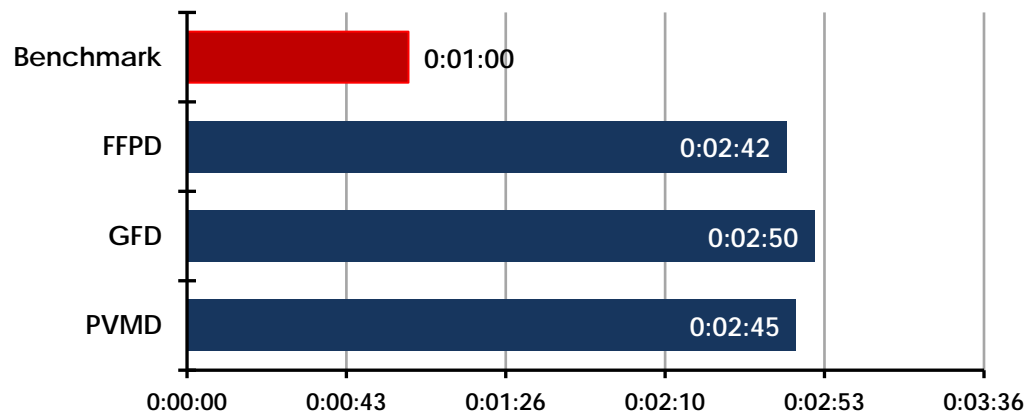


Figure 96: NFPA 1710 Standards for Fire/EMS Responses

Response Interval	NFPA 1710 Recommendations
Alarm Processing	60 seconds or less at 90%
Turnout Time	60 seconds or less at 90%
Travel Time (1 st Arriving Unit)	240 seconds or less at 90%
Travel Time (2 nd Arriving Unit at a fire incident)	360 seconds or less at 90%
Travel time for full first alarm other than high-rise	480 seconds or less at 90%
Travel time for full first alarm for a high-rise	610 seconds or less at 90%

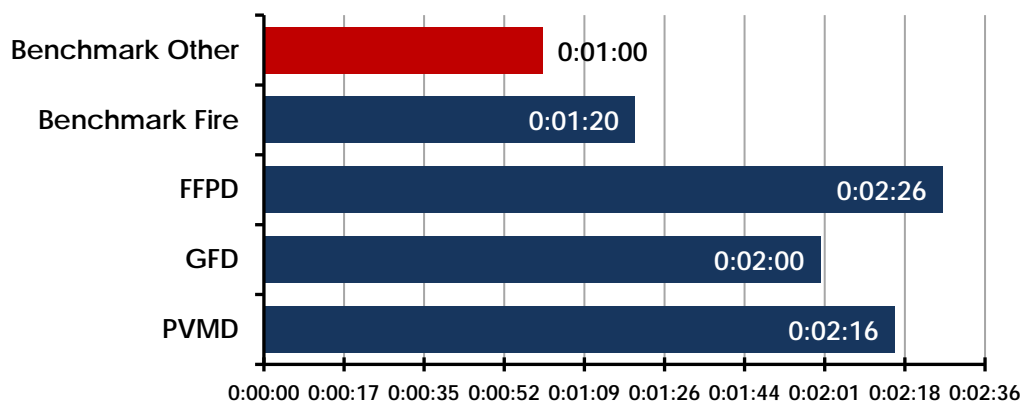
The definitions for each population category follow the Center for Public Safety Excellence (CPSE) standards for density: Urban (> 2,000 persons per square mile), Suburban (> 1,000 persons per square mile), and Rural (< 1,000 persons per square mile).

The following graphics show the response time performance for each organization. The creation of a regional dispatch center and the corresponding challenges of interfacing the CAD systems with each department resulted in limited/inconsistent data. The most consistent data was 2020. However, there were additional inconsistencies regarding responses involving the COVID-19 pandemic.

Figure 97: Alarm Process Performance for Each Organization (2020)

The preceding data analysis shows an alarm processing delay for all organizations. The organizations are dispatched by a new regional dispatch center. Based on data interrogation, there appears to be numerous outliers. A combined organization should evaluate the interaction between the CAD system and organizational report management systems.

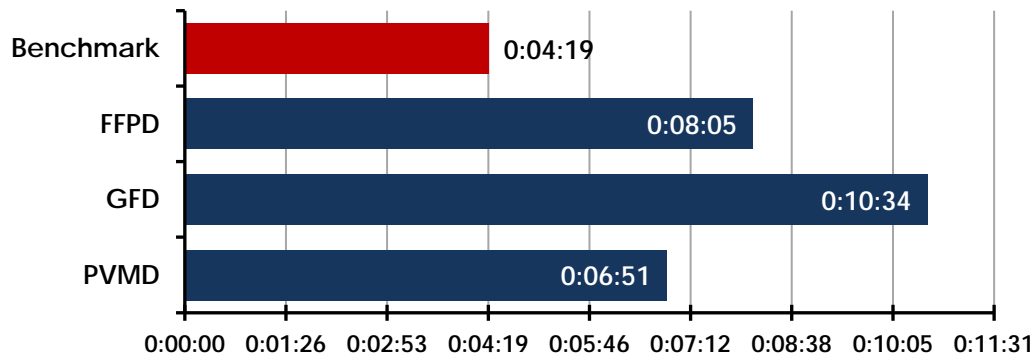
The following image shows the turnout time performance for each organization.

Figure 98: Organizational Turnout Time Performance (2020)

There appears to be an opportunity for improvement relating to turn-out time by each agency. Future considerations for improvement include design of new facilities, internal performance benchmarks, and focused training.

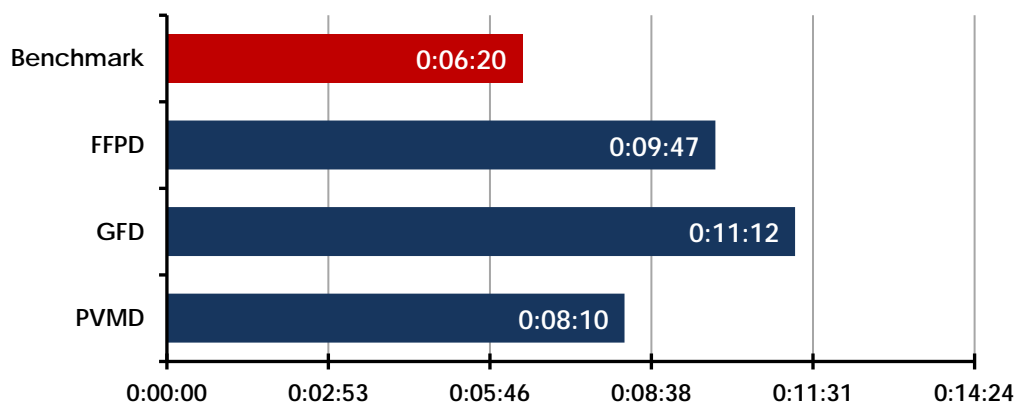
Travel time is based primarily on the distance from the station. Faster rates of speed are never recommended due to safety issues and the fact that only very small improvements can be made by going faster. The more calls closer to the station the better the travel times will be, and conversely the more incidents further from the station add to the overall travel time. While we have generated times for reference, these times are difficult to change other than adding additional stations in areas of higher service demand.

Figure 99: Organizational Travel Time Performance (2020)



Total response time has different recommended standards depending on the population density in the area. In urban areas, the NFPA 1710 recommended time of four minutes is a valuable benchmark to achieve. In the other areas, NFPA 1720 gives recommended response times from when dispatch notifies the fire department until the first unit arrives. This differs in time of response and allows measurement at the 80th percentile rather than the 90th percentile.

Figure 100: Organizational Total Response Time Performance (2020)



Population Growth & Service Demand Projections

Historical Population Growth

PVMD has the smallest overall population, with approximately 4,600 residents. However, the population growth in the area was 22% over the past eight years. GFD has the largest population in the study area, with approximately 20,693 residents. The GFD population growth over the past eight years was 5%. FFPD has an estimated population of 8,610 residents and experienced an 8% growth over the past eight years. The projected growth for each organization is shown in the following three graphics.

Figure 101: GFD Population Projections (2021–2030)

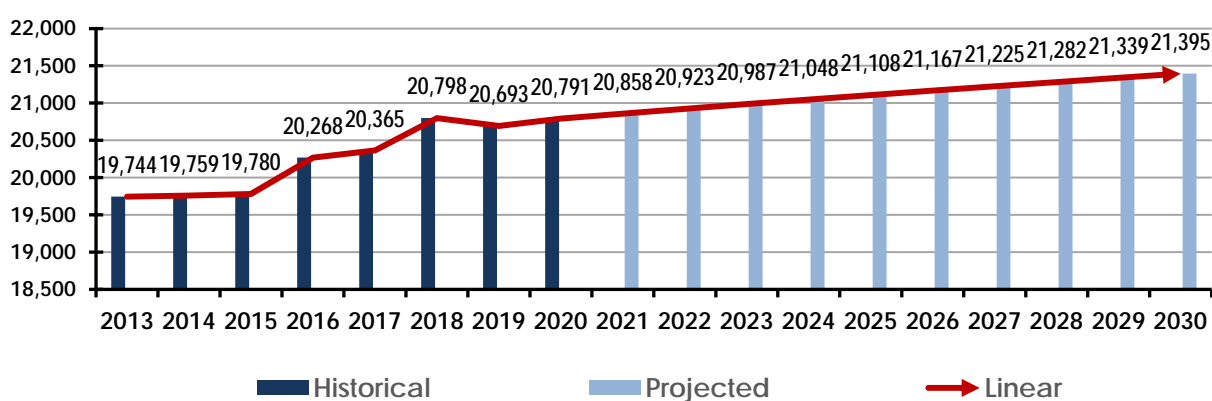


Figure 102: FFPD Population Projections (2021–2030)

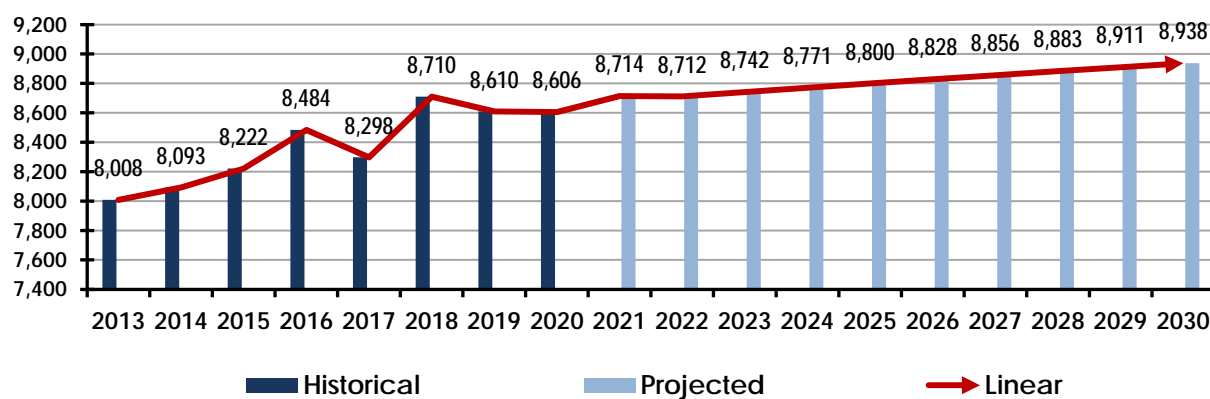
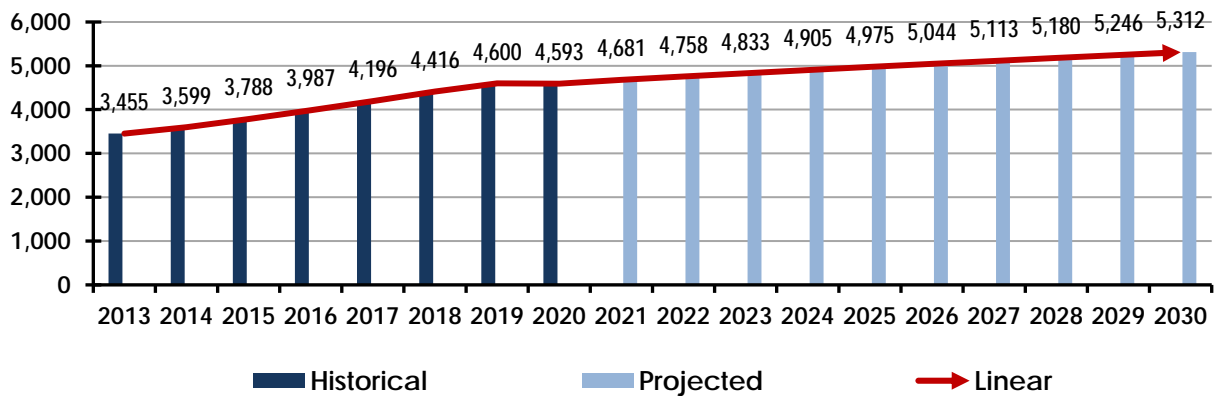


Figure 103: PVMD Population Projections (2021–2030)

Overall, Jefferson County has shown a minimal population growth of 1%. The effects of the COVID-19 pandemic and transition to remote work locations result in the challenge of making accurate population projections. The current trend supports the assumption that the study area will see a higher increase in population than other surrounding areas.

Service Demand Projections

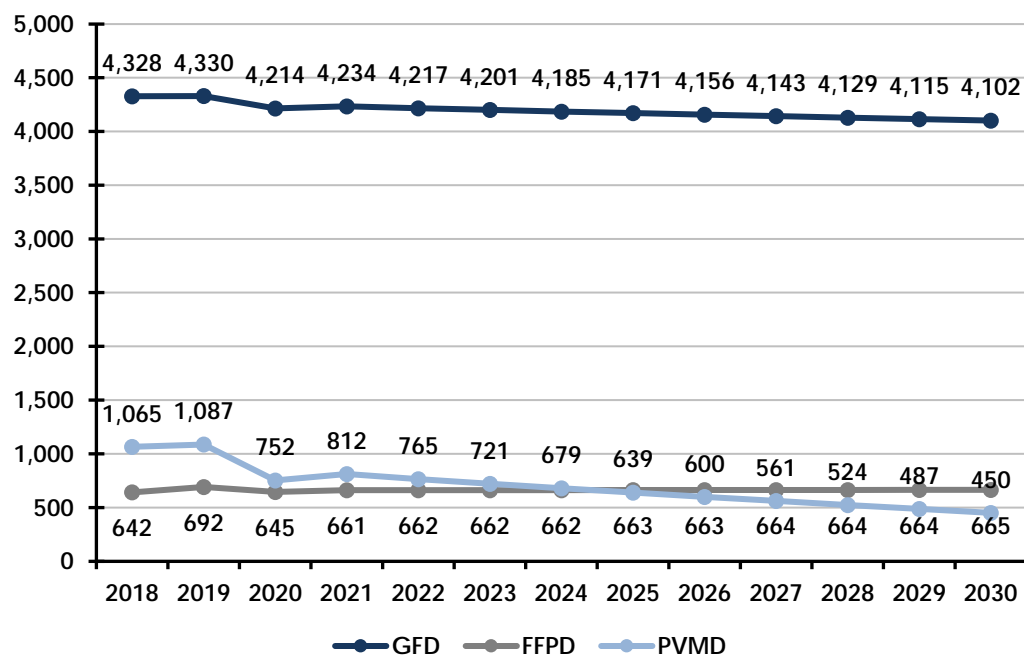
To forecast the future service demand, AP Triton used the population projections within the fire district. The population tends to be a relatively good indicator of service demand, and the current service demand per 1,000 persons can provide a standard for service demand at future dates. The assumption is made that the demographics of the future will be like today's demographics.

The current service demand per 1,000 population is determined by taking the annual number of responses and dividing it by the population number in thousands. This analysis considered 2020 as an outlier due to COVID-19. The projected service demand is based on 2018-2019. This analysis uses a two-year service demand average and the current population. The following figure is a combined perspective if all agencies had been combined in 2018 to project the call volume of a potential merged organization.

Figure 104: Projected Service Demand for Combined Organization (2022)

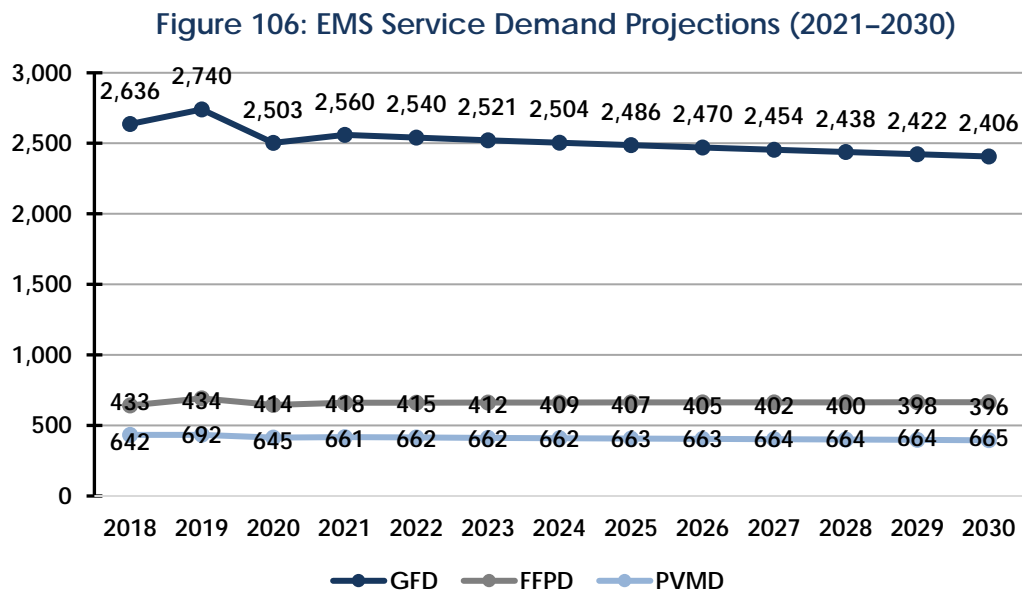
NFIRS Incident Type	2018	2019	Avg.	Calls/1,000 Population	Projected Call Volume 2022
1-Fire	249	227	238	7	238
2-Rupture, Explosion, Overheat	53	54	54	2	54
3-EMS	3,685	3,819	3,752	111	3,752
4-Hazardous Condition (No Fire)	194	174	184	5	184
5-Service Call	337	307	322	9	322
6-Good Intent Call	985	959	972	29	972
7-False Alarm	521	561	541	16	541
8-Severe Weather, Natural Disasters	4	4	4	0	4
9-Special Incident-Other	7	4	6	0	6
Totals:	8,053	8,128	6,073	179	6,073

Another means to predict future service demand is a statistical analysis projecting incident volume based on historical data. The following graphic shows the projected call volume to 2030 based on historical data. Once again, 2020 was considered an outlier and not included in the subsequent analysis.

Figure 105: Projected Service Demand (2021–2030)

EMS Service Demand

Consistent with national trends, EMS will constitute most of the incident demand in the future. The following image shows projected EMS service demand over the next 10 years.



Impact of Aging Population on Service Demand

The previous method produces the potential number of calls in the future; however, it does not consider demographic changes. The existing population will likely continue to age in place. The increasing number of the elderly population will increase the demand for emergency medical services as the elderly population is a disproportionately greater consumer of these services. National medical industry studies suggest that patients over 65 are three times more likely to access local emergency services than other age groups. The following three graphics shows the projected growth in the aging population in each jurisdiction.

Figure 107: GFD Aging Population Projections (65 years & Above)

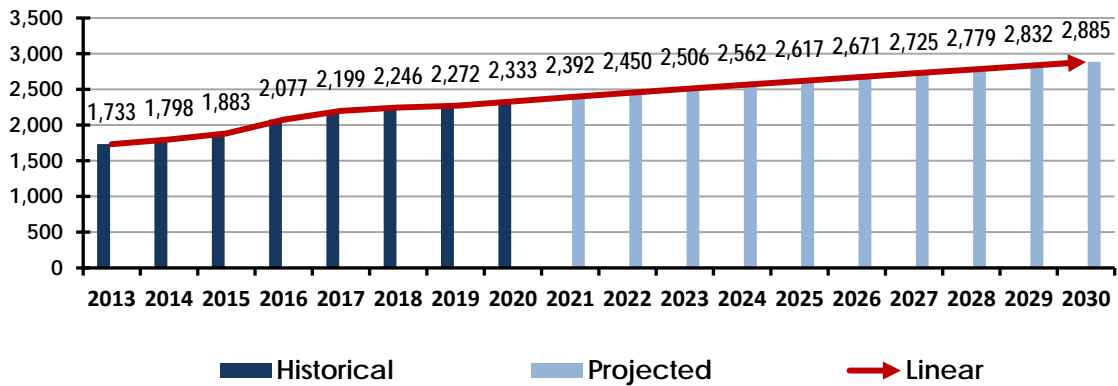


Figure 108: FFPD Aging Population Projections (65 years & Above)

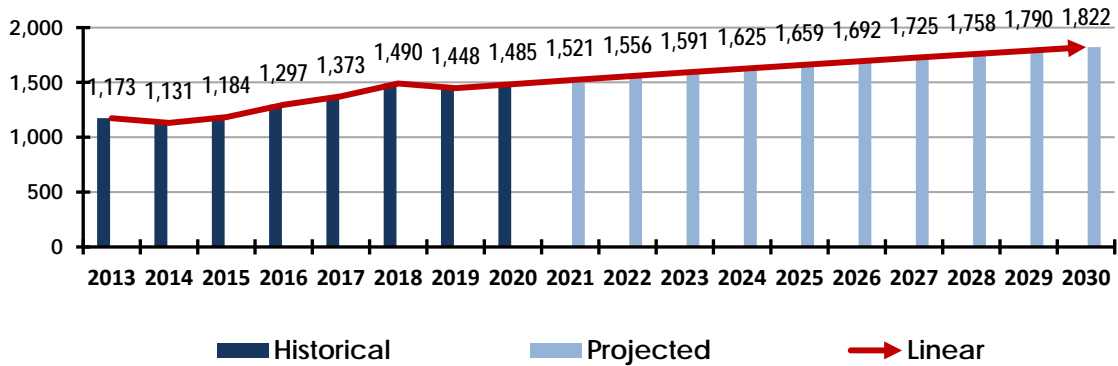
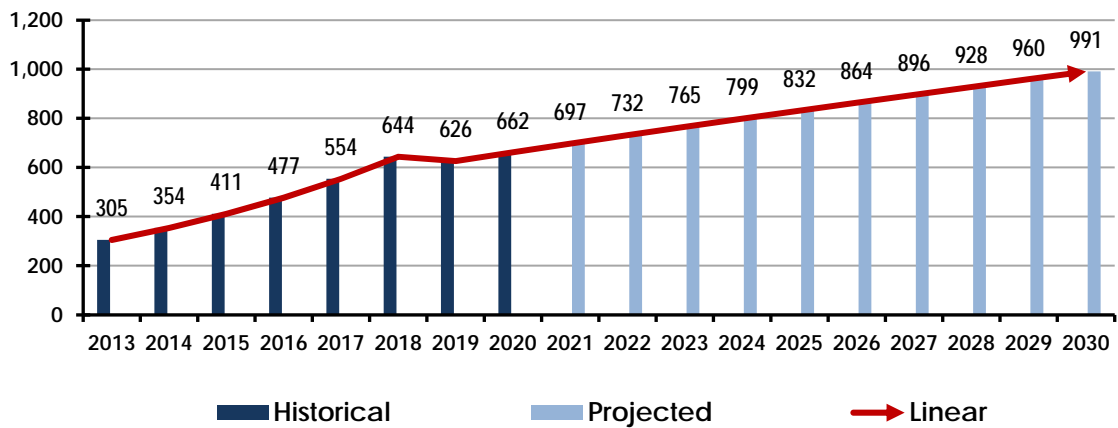


Figure 109: PVMD Aging Population Projections (65 years & Above)



It is reasonable to assume that demand for emergency medical services in this age group will increase proportionally to the increase in the demographic size. This means that a combined organization will experience a rise in EMS in ten years due to the more significant percentage of the population in the elderly category. Since the service demand data for EMS calls is not stratified as to age, it is difficult to predict the exact impact on the number of calls. It is also impossible to know whether people will remain in the region or move to other areas as people age. Conversely, it may be that the individuals moving into the jurisdiction may be disproportionately in the "over 65" demographics.

In addition to standard emergency medical services, there will be an increased need for non-emergent medical services provided by a community paramedicine program or a mobile intensive healthcare program. Such a program might be developed through a cooperative venture between the hospital and the combined fire district.

Section I-B: SUPPORT PROGRAMS

TRAINING & CONTINUING EDUCATION

Delivering safe and effective fire and emergency services requires a well-trained workforce. Initial, ongoing, and high-quality training and education are critical for fire-service effectiveness and the safety of its personnel. Without it, the community may experience poor outcomes and/or a firefighter injury or death.

Initial training of newly hired firefighters is essential, requiring a structured recruit training and testing process, after which regular, ongoing, and verifiable training must be conducted to ensure skill and knowledge retention and competency. Delivering high-quality training requires dedicating significant internal training resources and/or contracting with outside agencies and providers for these services. High-quality training requires specific written objectives, lesson plans, and methods to verify learning knowledge comprehension and retention.

In the following sections, AP Triton has reviewed each organization's fire, EMS, and special operations training programs, resource allocation, schedules, training documents, and practices. Specific training program criteria are listed in the following Figures followed by general descriptions of the training programs and resources of each of the three agencies.

General Training Competencies

The following figure summarizes the general training topics and certification levels provided in each fire department.

Figure 110: General Training Competencies by Fire Agency

General Training	FFPD	GFD	PVMD
Incident Command System	Yes	Yes	Yes
Accountability Procedures	Yes	Yes	Yes
Training SOGs	Yes	Yes	Yes
Recruit Academy	Internal	Internal	Internal/External
Special Rescue Training	Yes	Yes	No
HazMat Certifications	Ops & Tech	Aware, Ops, & Tech	Aware, Ops, & Tech
Wildland Certifications	All have Red Cards	43 Red Cards	No Red Cards
Vehicle Extrication Training	Yes	Yes	Yes
Defensive Driving Program	Yes	Yes	No
Communications & Disp.	Yes	Yes	Yes

The next figure lists emergency medical training competencies among each of the participating fire agencies.

Figure 111: EMS Training Competencies by Fire Agency

EMS Training	FFPD	GFD	PVMD
Internal EMT/EMT-P Initial Training	No	No	No
CME Provided In-House	Yes	Yes	Yes
BLS/ALS Skills Training	BLS/ALS	BLS/ALS	BLS

Training Delivery & Scheduling

The following figure summarizes the training methodologies utilized by each of the participating fire agencies.

Figure 112: Methodologies Utilized in Training by Department

Training Provided	FFPD	GFD	PVMD
Manipulative skills & tasks	Yes	Yes	Yes
Fire training hours requirements	Yes	60 hours/year	48 hours/year
EMS training hours requirements	Yes	Yes	Yes
Annual training hours tracked	Yes	Yes	Yes
Use of lesson plans	Yes	Yes	Yes
In-house or commercial	Both	Both, Vector Sol.	Both
Night drills	Quarterly	Monthly Summer	Summer Only
Multi-agency drills	Quarterly	1–4 per year	2+ per year
Inter-station drills	Monthly	Monthly	N/A One Station
Disaster drills	3–4 times year	Yes	Annually
Pre-fire planning included	Yes	Yes	Yes

The next figure lists the annual training hours delivered by each fire agency in the study, along with the funds allocated for training.

Figure 113: Annual Training Hours & Training Budgets

Description	FFPD	GFD	PVMD
Fire Training Hours Delivered	8,984 total hours (72 members)	11,557 total hours (91 members)	3,356 total hours (44 members)
Fire Training Budget	\$134,500	\$40,000	N/A

Fairmount Fire Protection District

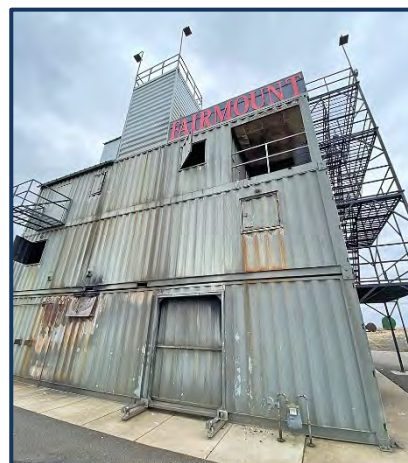
The FFPD has a comprehensive training program under the direction of an assigned Division Chief. The agency provides ice, swift water, confined space, low and high angle, and active killer specialty rescue training. They also provide officer development, heavy rescue, incident command, and health & wellness training.

The agency has a very heavy presence in wildland firefighting, and associated training, and all members are required to maintain red cards. Wildland certifications also extend to Type II Safety Officer. FFPD is assigned to state, regional, and national wildland deployment teams which requires maintaining high standards of wildland certifications. FFPD is recognized as a regional leader in wildland training and deployment.

FFPD has an adequate annual budget for training that includes funds to operate their Regional Training Center facility.

The FFPD Regional Training Center is a state-of-the-art facility that includes a four-story training tower with Class A live burn rooms, confined space tunnels, rescue mazes, drafting capabilities, an on-site SCBA cascade filling station, large classroom facilities with good AV technology, and other specialized props.

Figure 114: FFPD Regional Training Facility



The FFPD training center is very well outfitted and maintained, and the FFPD personnel take great pride in its operation. The facility rivals training grounds and resources of much larger agencies across the country. The following figures highlight some of the features of the FFPD Regional Training Center.

Figure 115: Fairmount FPD Training Center Features



City of Golden Fire Department

The GFD has a comprehensive training program under the direction of an assigned Training Officer/Captain and an EMS Coordinator/Shift Lieutenant. The agency provides incident command, rope rescue, swift water rescue, ice rescue, hazmat, and aerial certifications in addition to other specialized training.

The agency has a high level of special rescue training and certifications in the various technical rescue disciplines and is compliant with all annual renewal requirements for the various skills and certifications. GFD is known in the region as a leader in the various technical specialty rescue services including rope rescue and swift water rescue.

GFD has a modest annual budget for training and shares some facilities with the City of Golden, including the classroom facilities in the Downtown Golden Community Fire Station. At the time of this study, GFD's new training facility was under construction.

Pleasant View Metropolitan District

The PVMD has an adequate training program under the direction of a "duties as assigned" Engineer and an EMS and Trauma Coordinator. The agency provides incident command, hazmat, and other limited training and certifications due to its small size and limited resources.

The District does not provide technical specialty rescue training or services and does not require its members to have red cards.

PVMD has a small undisclosed annual budget for training and sometimes shares academies with GFD. They also share facilities with both GFD and FFPD and other regional agencies.

The PVMD does not have adequate training grounds, a training tower, or live fire training facilities. PVMD reported they occasionally use the FFPD Regional Training Center facility and the Heritage Square in Golden for driving and cone course practice.

LIFE SAFETY & PREVENTION

Fairmount Fire Protection District

The District has a Life Safety Division staffed by a Fire Marshal and one Fire Inspector. FFPD has adopted the *2018 International Fire Codes* with local amendments but does not have a local sprinkler ordinance.

New construction and tenant improvement plans are reviewed and approved by the Division, and a Knox® keyless electronic entry system is required for specific businesses. The local water purveyor manages and maintains fire hydrant flow records.

In addition to the Fire Marshal and Fire Inspector, the District also utilizes engine company personnel to perform annual business inspections for the community. The Division inspects *all* target occupancies annually but does not issue citations for code violations.

Fire crews assist in school programs and tours of the fire stations. The Life Safety Division provides Wildland Interface education. Currently, the Public Education programs do not include elderly care and safety elements.

FFPD provides Fire Cause Determination services. Investigation personnel have the requisite qualifications to perform the investigations.

Community Risk Assessment is a part of the CFAI Fire Accreditation process, and the District periodically updates the assessment in conformance with re-accreditation timelines.

The District manages and maintains fire prevention records using *Emergency Reporting*® software as its records management system.

City of Golden Fire Department

GFD has a Life Safety Division staffed by a Fire Marshal, Fire Inspector, and Deputy Fire Marshal/Plans Reviewer. The City Council has adopted the 2018 International Fire Codes with local amendments, including a fire sprinkler ordinance.

The Division provides complete plan review services for new construction and tenant improvements. GFD requires specific occupancies to have the Knox® keyless electronic entry system. The City of Golden Water Department manages and maintains the fire hydrant records.

The Life Safety Inspection program uses the Fire Inspector for periodic inspections of the various occupancies and its fee schedule has been approved by Council. The Division can write fire code citations and uses the local municipal court for adjudication.

The Public Education program provides various services to the community, including the annual Sound the Alarms Campaign, Annual Safety Day, and Wildland Interface education.

GFD provides fire cause determination services, and fire investigation personnel have the requisite qualifications to perform the investigations.

The Golden Fire Department has not conducted a formal Community Risk Assessment but does have a 2007 Community Wildfire Protection Plan in place.

GFD's Life Safety Division manages and maintains fire prevention records using *Emergency Reporting*® software for its records management system.

Pleasant View Metropolitan District

PVMD does not currently have a Life Safety Division. Its Board of Directors has adopted the 2018 International Fire Code with local amendments. The Fire Chief is the District's Fire Code official, and PVMD contracts with the City of Golden Fire Department for plan reviews and inspection services. The District requires a Knox® keyless electronic entry system for various occupancies. Fire hydrant records management is through the Metropolitan Water District and recorded in the District's records management system (*Emergency Reporting*®). The fire inspection program requires annual life safety inspections for specific occupancies.

PVMD provides a limited Public Education program of smoke detector and carbon monoxide detector distribution and checks.

Fire cause determination services are under agreement with the City of Golden. Fire inspection records are kept in the District's RMS. PVMD has not conducted a formal Community Risk Assessment.

Comparison of Life Safety Programs

The following figure is a comparative table that lists and describes the various public education programs currently being delivered by fire agencies.

Figure 116: Public Education Programs

Public Education Programs	FFPD	GFD	PVMD
Annual fire prevention report distributed	Yes	Yes	No
Babysitting safety classes	No	No	No
Bilingual information available	Yes	Yes	No
Calling 9-1-1	Yes	Yes	No
Carbon monoxide alarm installations	Yes	Yes	Yes
CPR courses, blood pressure checks	Yes	No	No
Curriculum used in schools	Yes	No	No
EDITH (exit drills in the home)	Yes	Yes	No
Eldercare and safety	No	Yes	No
Fire brigade training	No	No	No
Fire extinguisher use	Yes	Yes	No
Fire safety	Yes	Yes	No
Injury prevention	Yes	Yes	No
Juvenile fire-setter program offered	Yes	No	No
Publications available to the public	Yes	Yes	No
Smoke alarm installations	Yes	Yes	Yes
Wildland interface education offered	Yes	Yes	No

The following figure lists the various code enforcement activities provided by each of the fire agencies.

Figure 117: Code Enforcement Among the Fire Agencies

Code Enforcement Activity	FFPD	GFD	PVMD
Consulted on new construction	Yes	Yes	GFD
Fees for inspections or reviews	Yes	Yes	GFD
Hydrant flow records maintained	Yes	Yes	Water District
Key-box entry program	Yes	Yes	Yes
Perform occupancy inspections	Yes	Yes	GFD
Perform plan reviews	Yes	Yes	GFD
Sign-off on new construction	Yes	Yes	GFD
Special risk inspections	Yes	Yes	GFD
Storage tank inspections	Yes	Yes	No
Company Inspections (pre-plan)	Yes	Yes	No

SPECIAL OPERATIONS

Fairmount Fire Protection District

FFPD provides confined space rescue, low-angle rope rescue, and vehicle/machinery rescue. The District's training program for technical rescue service meets national requirements and guidelines. High-angle rescue, trench rescue, structural collapse rescue, surface water, and swiftwater rescue response are available by request of regional mutual aid organizations.

Hazardous materials response for the region is provided by request to the *Adams & Jefferson County Hazardous Response Authority* (AJCHRA). The District's training programs for hazardous materials response meet the minimum qualifications for first responders following national requirements and guidelines.

City of Golden Fire Department

GFD provides confined space, rope rescue, vehicle/machinery rescue, surface water, ice rescue, wildland fire suppression, and swiftwater rescue services. The Department's training program for technical rescue service meets national requirements and guidelines.

Trench rescue and structural collapse rescue services are available via mutual aid agencies. Hazardous materials response for the region is provided by request by AJCHRA. The training program for the hazardous materials response meets the minimum qualifications for first responders following national requirements and guidelines.

Pleasant View Metropolitan District

PVMD does not provide special operations directly, and it relies on mutual aid from neighboring agencies to provide technical rescue and hazardous materials response services. The training programs for the hazardous materials response meet the minimum qualifications for first responders following national requirements and guidelines.

Summary & Comparison of Services

The following figure is a comparative view of the special operations services provided by the three fire agencies.

Figure 118: Comparison of Special Operations Services

Service Description	FFPD	GFD	PVMD
Technical Rescue Services			
Confined space rescue	Yes	Yes	MA ¹
High-angle rescue	MA	Yes	MA
Low-angle rescue	Yes	Yes	MA
Trench collapse rescue	MA	MA	MA
Structural collapse rescue	MA	MA	MA
Vehicle/machinery rescue	Yes	Yes	MA
Surface water rescue	MA	Yes	MA
Swiftwater rescue	MA	Yes	MA
Partnership with regional agency	Yes	Yes	Yes
Hazardous Materials Response			
Annual hazmat training hours	6 hours/year	3 hours/year	6 hours/year
Staff certified at Awareness level	Yes	Yes	Yes
Staff certified at Operations level	Yes	Yes	Yes
Staff certified at Technician level	23/31	3/77	No
Staff certified as Hazmat Safety Officer	Yes	Yes	No
Maintain Level A suits	HM Authority ²	HM Authority	HM Authority
Maintain Level B suits	HM Authority	HM Authority	HM Authority
Partnership with regional agency	Yes	Yes	Yes

¹Provided by mutual aid and/or a regional agency. ²Hazmat Authority.

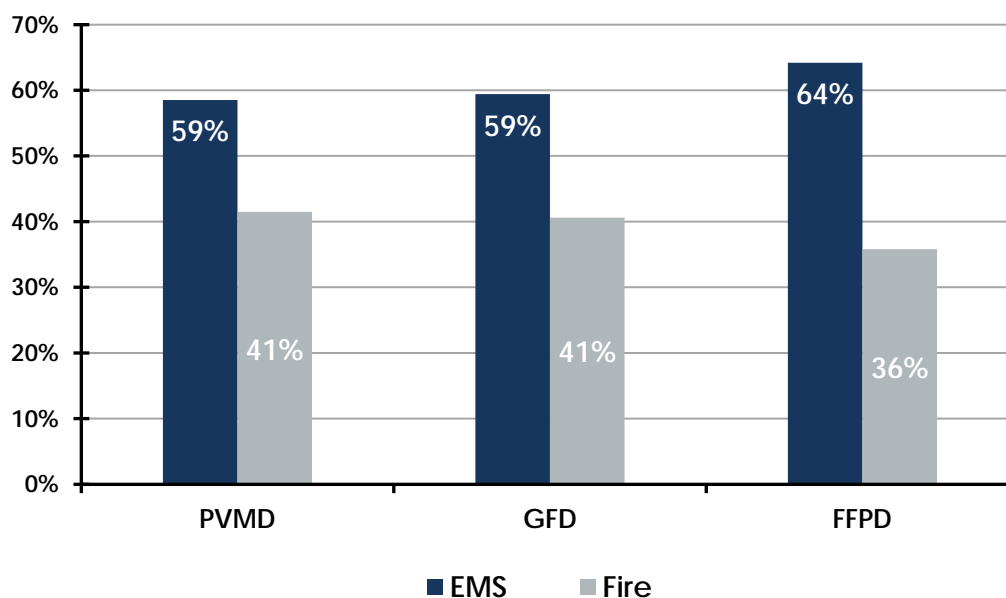
EMERGENCY MEDICAL SERVICES

This section provides a summary of each fire agency's provision of prehospital emergency medical care. Triton used focused interviews combined with information from the fire departments to develop a perspective of current and future EMS needs throughout the study area. The purpose of this section is to evaluate the current level of prehospital care and future needs based on projected call volume and available resources. AP Triton will utilize this information to identify challenges relating to the EMS program and make recommendations with projected outcomes.

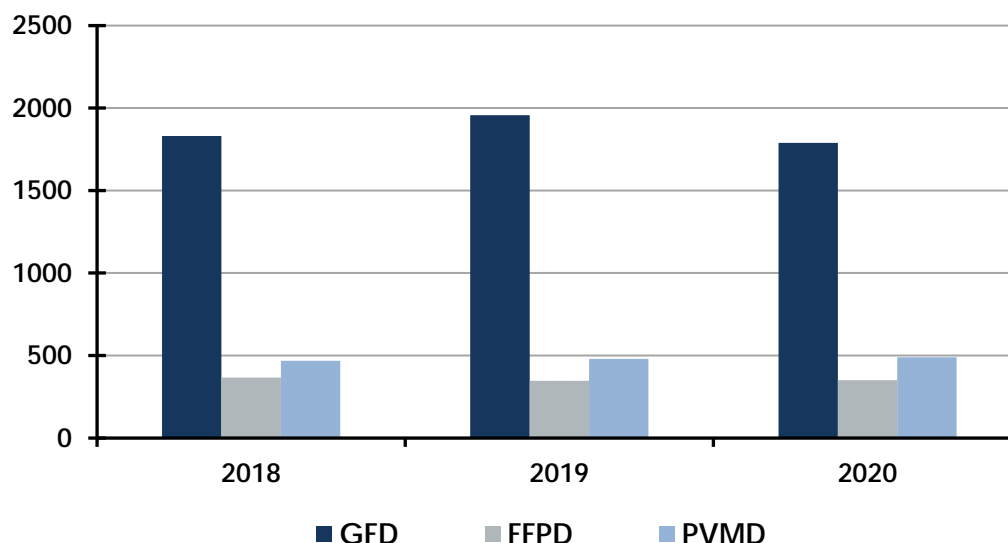
EMS Service Delivery

The fire service has been providing EMS for over 40 years. In fact, 90% of the 31,000 departments in the United States provide some form of prehospital medical care.²⁰ Since 1980, residential and commercial structure fires nationwide have dropped 52%. In contrast, EMS responses have continued to climb nationally.²¹ Based on data from the *Service Delivery* section of this report, the following figure shows a comparison of EMS calls (NFIRS 300 codes) to fire-related calls (all NFIRS codes except 300 codes) for 2020.

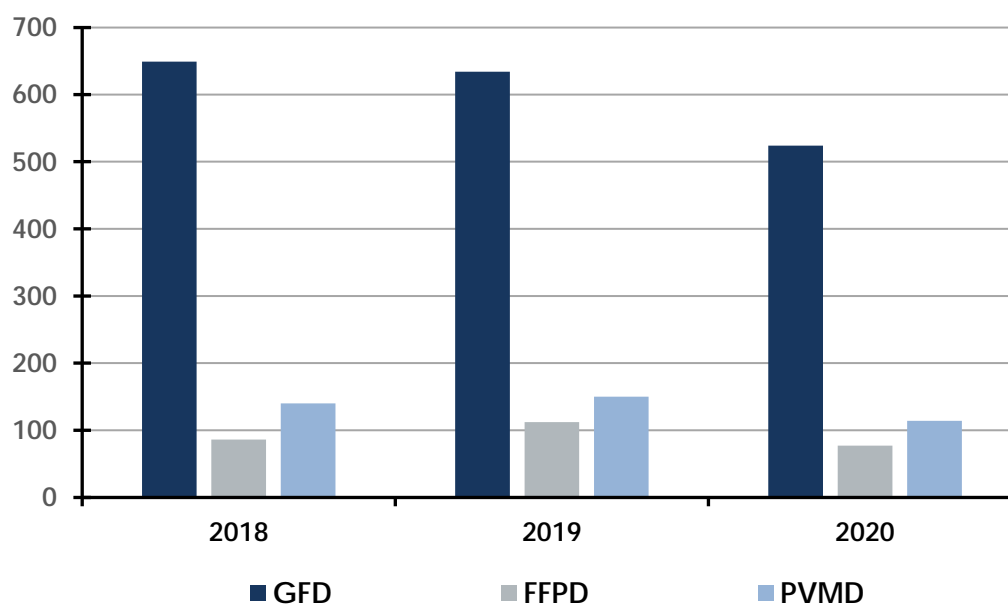
Figure 119: EMS vs. Fire Incidents (2020)



The following graphic shows the trend for medical incidents, excluding motor vehicle accidents (MVA) over the past three years.

Figure 120: EMS Responses—Excluding MVA (2018–2020)

FFPD and PVMD have shown consistent service demand relating to medical event response. GFD experienced a slight decrease in responses, most likely due to the COVID-19 Pandemic in 2020. The following chart shows the trend for responses to motor vehicle accidents.

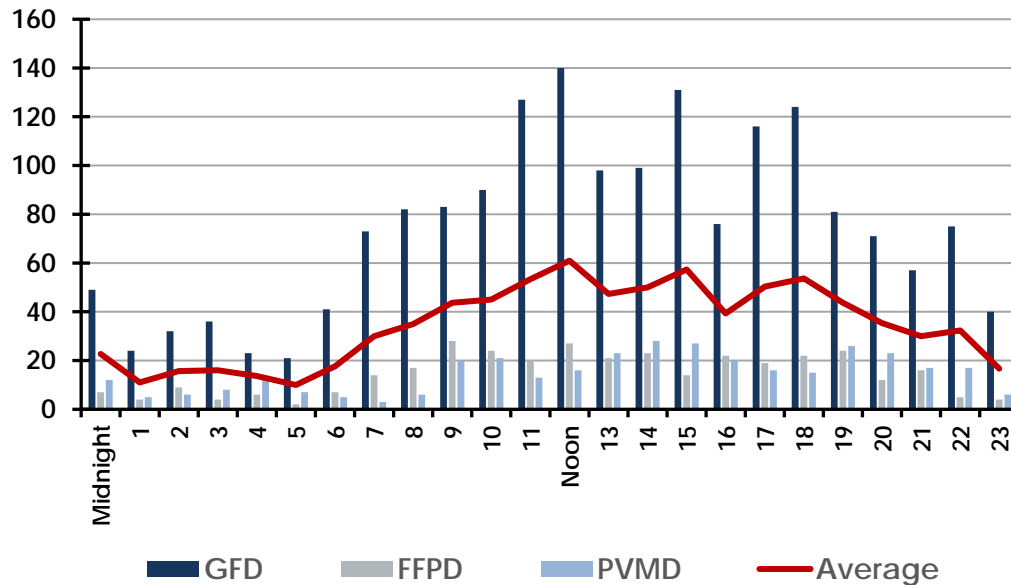
Figure 121: Motor Vehicle Accidents (2018–2020)

All three organizations experienced a decrease in responses to motor vehicle accidents in 2020. Once again, this is most likely the result of the pandemic.

EMS Temporal Analysis

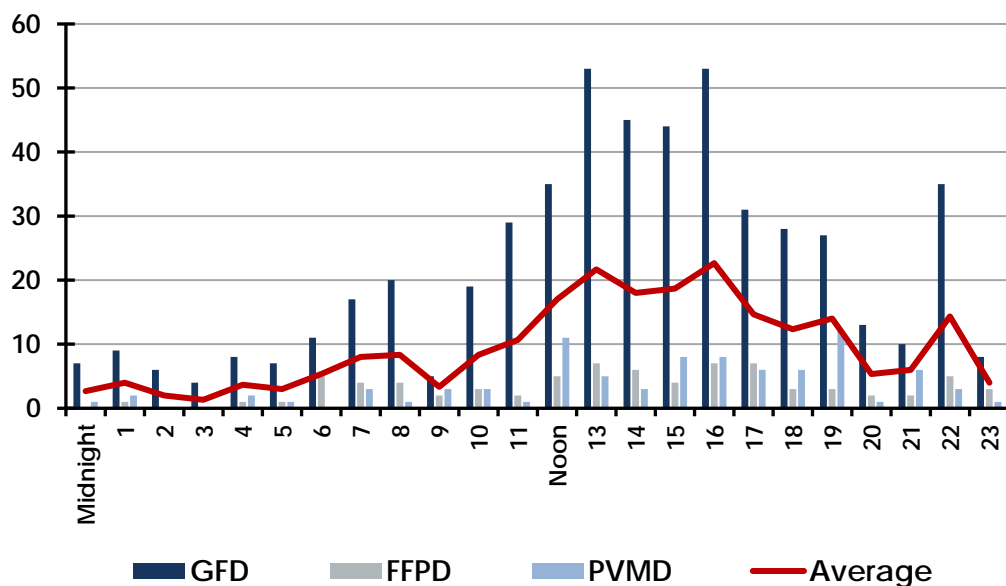
For the purposes of future planning, the following graphic shows the responses to medical events throughout the day.

Figure 122: EMS Responses by Time-of-Day (2020)



Data supports that there is peak demand between 11:00 am and 7:00 pm. The next graphic shows the demand for responses to motor vehicle accidents.

Figure 123: Motor Vehicle Accident Responses by Time-of-Day (2020)



Most motor vehicle accidents occurred during the afternoon. In the early morning and late afternoon, peak drive times do not appear to correlate to higher MVA responses.

The EMS System

PVMD, GFD, and FFPD provide basic life support (BLS) medical first response (MFR) in each jurisdiction. Stadium Medical provides paramedic response and ambulance transport for PVMD, GFD, and FFPD. Most of the ambulance transports go to St. Anthony's Hospital (Level 1 Trauma Center) or Lutheran Medical Center.

EMS Administration & Oversight

Emergency medical services rarely constitute definitive care. The continuum of care starting in the prehospital setting and ending in the appropriate medical facility is critical to positive patient outcomes. The following graphic shows a summary of medical control for each organization.

Figure 124: Medical Control & Oversight

Organization	Protocol	Medical Facility	Medical Director
FFPD	Denver Metro Protocol	St. Anthony's	Dr. Soriya
GFD	Denver Metro Protocol	St. Anthony's	Dr. Soriya
PVMD	Denver Metro Protocol	Lutheran Hospital	Dr. Roosa

Consistency is a key factor in the delivery of prehospital medical care. A combined organization should consider the selection of one medical director. All three organizations use the Denver Metro Protocol, so the standard of care will remain the same.

Quality Management

As previously discussed, all three organizations respond to a high percentage of EMS demand. A challenge currently facing many EMS agencies is the lack of objective data to support the high-quality care provided. Evidence-based data can provide objective information regarding the level of care provided.

Additionally, the data can support program expansion and budgetary increases. This analysis indicated an opportunity exists for improvement regarding data collection and analysis. Currently, all three agencies use Emergency Reporting® for medical documentation. The use of two incident reporting programs limits the capacity to gather necessary statistics to support prehospital care. The following figure shows a minimal data set and potential evaluation criteria that would be beneficial in making objective decisions.

Figure 125: Dataset & Quality Assurance Criteria

Time Study	Efficacy Study	Utilization Study
Datasets <ul style="list-style-type: none"> •Medication usage •Procedures performed •Expiration (waste) •BLS Transport •ALS Transport •Refusal •Treat and release 	Datasets <ul style="list-style-type: none"> •Vital signs •Treatment success/failure •ETCO2 •ECG •Pulse Ox •Advanced airway •Outcomes 	Datasets <ul style="list-style-type: none"> •Travel •BLS On-Scene •ALS On-Scene •Ambulance On-Scene •Enroute to Hospital •Arrival Destination •Medication and Procedure Times •Average On-Scene Time
Evaluation (Quarterly) <ul style="list-style-type: none"> •How quickly do patients receive ALS care? •What is the time delay between arrival of BLS and arrival of ALS? •Is there a delay of transport for critical patients due to ambulance unavailability? •What is the average on-scene time for BLS, ALS, cardiac arrests, trauma? •How quickly/how often are critical medications administered? •What is the average transport time? 	Evaluation (Quarterly) <ul style="list-style-type: none"> •Were inadequate vitals managed in timely manner? •What is the success/failure for all procedures performed? •Were respiratory emergencies managed appropriately (ETCO2)? •Was CPR effective (ETCO2)? •Was current ACLS performed? •What was the hospital disposition? 	Evaluation (Quarterly) <ul style="list-style-type: none"> •What medications/supplies are being used and what volume should be carried? •Volume of medication and procedures to determine necessary inventory? •What is BLS vs. ALS transport? •What volume/type of treat and release (indications for community paramedic programs)?

Logistical Support

EMS supplies generally have an expiration date. A combined organization will need to look for efficient processes. A routine utilization study would help identify opportunities for improved inventory control. The organizations currently utilize manual data entry to maintain inventory.

An efficient inventory control system can become cost-effective, channeling funding to other aspects of the program, including new staffing, training, and response. The systems can provide current inventories that assist crews in familiarizing themselves with the location of equipment and supplies. Examples of these systems include Bar Code Scanning, QR Readers, and Radio Frequency ID (RFID).

Medical Community Demographics

Regional Medical Necessity Analysis

The following chart shows the leading cause of death in Colorado compared to the national ranking. Jefferson County is consistent compared to state statistics. This information is useful in identifying and comparing the medical service demand in the study response area.

Figure 126: Leading Cause of Death Colorado (2017)²²

Leading Cause (2017)	Deaths	Rate	Colorado Ranking	National Ranking
Cancer	7,829	130.9	48th	152.5
Heart Disease	7,060	122.7	49th	165.0
Accidents	3,037	53.6	26th	49.4
Lower Respiratory Diseases	2,604	45.6	22nd	40.9
Stroke	1,988	35.8	33rd	37.6
Alzheimer's Disease	1,830	34.2	25th	31.0
Suicide	1,181	20.3	10th (tie)	14.0
Diabetes	1,017	17.2	45th	21.5

Regional Medical Health Insurance Analysis

The demography of a community significantly impacts the demand for emergency medical services. Income, poverty, health status, population ages, and health insurance can drive service demand. Available transport revenue is also affected by demographics. 94.6% of the population of Jefferson County, CO has health coverage, with 55.1% on employee plans, 11.6% on Medicaid, 12.1% on Medicare, 14.6% on non-group plans, and 1.22% on military or VA plans.²³

Section II:

FUTURE STRATEGIES & OPPORTUNITIES

PARTNERING STRATEGIES & CONSOLIDATION OPTIONS

General Partnering Strategies

The benefits of partnering vary based on the organizations. Shared expansion potential, overhead expenses, long-term sustainability, shared resources, depth of response capability, more robust special operations capability, potential cost savings owing to economies of scale, and potentially more political capacity are among the benefits. The general partnering tactics range from maintaining autonomy to forming a new organization. Following this overview, several tactics are examined in greater depth.

A fundamental awareness of the methods for collaboration available to all three organizations is required to evaluate the prospects for cooperation initiatives appropriately. The various partnering alternatives are discussed, starting with a do-nothing approach and concluding with a complete merger of the agencies into a new emergency service provider. The following options will be considered and discussed:

- Maintaining the Status Quo
- Forming a Fire Authority
- Contract for Services

Status Quo

Status Quo is a do-nothing option. In some circumstances, taking no action is the best option. In this scenario, maintaining the status quo necessitates the resolution of specific difficulties. The participating agencies remain as they are now, as neighboring agencies respond to each other's requests for aid and coordinate as is their custom, but they remain independent.

This technique has the advantage of being the simplest to execute and causing the least amount of effort or stress for enterprises. Local control is also maintained by the status quo. That is, the existing elected council and boards continue to oversee their respective agencies as their electorates prefer, without the added complication of considering the views of a new or expanded constituency.

The downside of this method includes those chances for efficiency (at either a financial or a service level) through more collaboration are not realized, and some duplication and overlap persist. In today's world, taxpayers want their elected representatives to provide a high-quality level of service at a reasonable cost, and they demand creative thinking to solve problems or attain those goals. While "maintaining the status quo" is simple and has a minor influence on the agencies, it is also one of the riskier political options to make.

In addition, maintaining status quo requires that a transition plan and service delivery model are developed and implemented for the Golden Fire Department to provide service to the Coors Technology Center beginning in 2024.

Fire Authority

Article XIV, Section 18(2) of the Colorado Constitution and Colorado Revised Statutes 29-1-203 of the Colorado Revised Statutes permits services through a cooperative agreement between governmental jurisdictions. Two or more entities may provide a service that they are authorized to provide as a distinct entity under these laws. This procedure is frequently employed when two or more collaborating governments have different revenue sources or tax rates. A municipality (sales tax financing) and a special district (property tax income) cooperating is an example of the former. Two special districts with different mill levies are an example of the latter.

The collaborating governments pay the provision of services through a formula in the Authority model. The Authority can either hire personnel from another agency (i.e., one agency has all the personnel) or transfer all personnel to the new Authority. Governmental obligations and assets may be transferred to the Authority. Contracts can also be given to the Authority, which provides services to participating jurisdictions.

The construction of a fire authority, like any other substantial consolidation, necessitates meticulous planning. The planning is made more difficult by the fact that the Authority forms a new organization. The new entity will need to register with the Internal Revenue Service (IRS), open new accounts with the County and vendors, assign and negotiate contracts, negotiate labor agreements, and maybe re-establish payroll systems, among other things. In other words, forming a new corporation can take a long time and requires meticulous attention to detail.

Authorities can be temporary, such as until mill levies are equalized, and the district is merged, or they can last eternally. Contracts can specify the funding formula, and contributions can be determined in a variety of ways. These formulas are frequently established by service demand, assessed property valuation within the government, or combining the two. The formula usually represents the entities' particular circumstances, and choices for this formulation are described later in this study.

The pre-consolidation agreement will determine the ownership or transfer of capital assets, which is not mandated by law. Although ownership of facilities and equipment will most likely be transferred to the newly constituted fire authority, the original agency will be responsible for bonded debts for capital assets until the debt is paid off.

When taxation levels or techniques differ, the Authority model is useful, as mentioned above. It can be the first step toward legal consolidation or a fire district-to-fire district merger, it does not require an election, it can be customized to fit specific needs, it can be less expensive, it can be completed faster, and it can include municipalities. The drawback is that authorities can be readily disbanded by a single board or council vote. Depending on the Authority's complexity, it may be extremely difficult for staff and legal to revert to independent entities. Another drawback is that pre-existing boards are still in place for taxation purposes. This generates some administrative duplication and increases the complexity for the Fire Chief, who must devote a significant amount of time to working with each of the boards. It also lacks taxation authority, adds a tier of government, and is liable to non-appropriation.

Contract for Services

When agencies desire to operate more closely together but aren't ready or are unable to combine or merge formally, they can use a contractual services strategy. This technique can manage administrative tasks like payroll, human resources, financial management, etc. It can be set up so that a single administration oversees all the participating organizations. Alternatively, a functional unification for designated support services like training, maintenance, or fire prevention could be part of the strategy. These are not legal phrases, and the only difference is the contract's scope.

The contract for services is also known as an intergovernmental agreement (IGA) under CRS Title 29, Local Government. While the Act does not distinguish between different types of agreements, AP Triton divides them into three categories for more straightforward discussion and comprehension: administrative, functional, and operational or full-service agreements.

Reduced overhead costs by eliminating administrative duplication, gradual alignment of otherwise separate operations under a single administrative head, potentially less resistance to change by the rank and file in the operational elements than other options, and singularity of purpose, focus, and direction at the top of the organization are all advantages of administrative consolidation. This method is best suited to a gradual transition toward a single, integrated agency if disparities in attitude, culture, and operation are too significant to overcome in a single merger.

Potential policy disagreements among the participating boards and potentially intolerable working conditions for the Fire Chief ("one-person, numerous bosses") are among the downsides.

The benefits of a functional consolidation include increased efficiency, the ability to reinvest redundant resources into areas where they are needed. Examples include transferring redundant training officers back to a line [operations] function and a closer working relationship between members of the agencies in the consolidated role(s) that can spill over into other areas. This form of collaboration has the potential to lead to higher degrees of cooperation. As members of each agency learn that the members of the other agencies "aren't so different after all," barriers can be broken down.

One downside is that interactions between line staff from different agencies might lead to conflict. Work regulations, personnel assignments, remuneration, office location, logos, asset allocation, authority, and even the name of the consolidated function are all aspects that must be worked out in advance of such a contract. Furthermore, independence and autonomy are lost in the consolidated areas, spilling over into supposedly unaffected places.

The advantages of an operational consolidation are that the most significant opportunity for efficiency is typically in the operational element where service is delivered to the communities. The level of trust and cooperation required to implement this option successfully implies a near-readiness to take the next step to full integration.

The drawback is where administrators and policymakers earlier had unilateral ability to manage and implement, they now must share power and obtain consensus. Agreements between bargaining units are frequently required to be aligned. Furthermore, determining which agency would be the contractor can be challenging at times.

Specific Partnering Options

Based on interviews during the process of developing this study, it was evident that maintaining the status quo would not be the best option. With the City of Golden and FFPD's current IGA for fire protection of the Coors Technical Center expiring in 2024, remaining autonomous and not putting together a plan for future fire protection that would prioritize the best interests of the citizens and businesses in that community is not an option.

Based on Triton's interviews, it appears that there is generally excellent support within all three agencies for consolidation of the three departments. The three agencies have made tremendous progress toward laying the foundation of a complete service consolidation.

In addition, due to annexations of land by the City of Golden, including the Coors Tech Center and the city neighborhood south of Interstate 70, the City of Golden will be very challenged to adequately serve those two jurisdictional areas without the current and future cooperation of both FFPD and PVMD making future partnering a necessity.

Fire Authority Discussion

As previously discussed above, the Authority model is the preferred method of consolidation for the City of Golden Fire Department, with Fairmount Fire Protection District and Pleasant View Metropolitan District. Using this model, the departments can work together as a single unit while still contributing per their operational service demands. As previously stated, each organization would continue to operate as a fire district or municipality while contributing revenue to the Authority. Each would have its own governing body, with representatives from each serving on the Authority Board. The Authority Board would oversee the Authority's governance. Existing fire boards would continue to direct their representatives, adopt the yearly district budget, certify a mill tax, and appropriate funds to the Authority.

The municipality's council would approve the money given to the Authority for safety services as part of the City budget. While the Authority Board is the decision-making body for the Authority, representatives from each board/council are responsible for keeping the various governing bodies informed. If this isn't indicated or done, the Fire Chief will be responsible for scheduling and updating meetings. The Fire Chief may be more involved with elected authorities and outside agencies than in the past.

Fire District

All three jurisdictions might be combined into a single fire district. In practice, this may include merging the two fire districts into one, then presenting a ballot issue to Golden voters asking them to include the City's assets in the resulting fire district. It's possible that voters could reject the district's coverage or approve the district without the necessary cash. It would be considerably easier to support the district taxation if the City could renounce the revenues dedicated to the fire service. In the Fire District Options section later in this study, information is presented regarding a potential future consolidation between Fairmount Fire Protection District and Pleasant View Metropolitan District.

As previously stated, such a district will necessitate the imposition of a mill levy on Golden voters' properties for fire protection. While this mill levy may be lower than either of the two existing district mill levies, it may be greater than the City's mill tax for public safety, and it may exceed overall City fire protection expenditures. In the Financial Analysis section, the probable tax level will be explored.

There are various options for combining the two fire districts into a single unit. These are outlined in the sections below.

Legal Consolidation

The Colorado Revised Statutes CRS 32-1-602 outlines a procedure for merging the two fire districts into a single consolidated district. The districts should draft a pre-consolidation agreement that spells out the expectations for the resulting merger. One district passes a consolidation resolution proposing consolidation because "specified services of each of the districts may be operated effectively and economically as a consolidated district, and that the public health, safety, prosperity, and general welfare of the inhabitants of the special districts initiating the consolidation will be better served by the consolidation of the special districts initiating the consolidation."

The resolution should state the consolidated district's services, the name of the consolidated district, whether there will be five or seven directors, and any other special criteria, such as a deadline for the other district(s) to approve the merged district (not to exceed six months). The other board(s) agrees to the consolidation by passing a concurring resolution. These are filed with the court, which schedules a hearing to evaluate whether the formation of a consolidated district is legitimate and in the public interest. If the court finds the filing valid, it will hold a vote within each district to approve it. The approval of most eligible voters establishes the merged district in each of the special districts.

The organizational board (consolidating board members) chooses the board members who will serve on the new board and determines their terms based on their previous tenure. The remaining board members can continue to serve on an advisory board until their terms are up.

A legal consolidation has the following advantages: it is permanent, it only produces one layer of governance, it reflects citizen buy-in (if accepted), it can create director wards, and it can form a seven-member board. It may require approval from the Board of County Commissioners. It cannot involve municipalities (as partners). It is more expensive than a fire district-to-fire district merger or the formation of a Fire Authority. Consolidating elections mean higher election expenditures and a far more difficult educational campaign to ensure the public is fully informed, especially if an opposition element is not well-educated on the subjects.

Exclusion/Inclusion

Colorado law allows for a second type of merging. Like the pre-consolidation agreement described above, this approach can be used if the districts' mill levies are equal at the time of exclusion and inclusion. The two district boards sign an Intergovernmental Agreement (IGA) that spells out both parties' expectations. The absorbing district passes a resolution agreeing to include all the other district's properties. The district is eventually dissolved, and a resolution is passed approving to exclude the district's properties to be incorporated in the absorbing district. Both districts submit a united exclusion-inclusion request to the District Court. The court will issue an Order of Exclusion and Inclusion. After the process is completed, the district files to dissolve the district, excluding all property. Two or three board members' homes should stay in the dissolving district, according to legal counsel, to ensure that eligible electors serve on the board and vote in the dissolution election.

Unless specifically established and agreed upon before the merger, all assets and financial liabilities, such as contracts and pensions, would be transferred to the combined districts. The properties would hold bonded debt within the generating district rather than being assumed by the public.

The exclusion-inclusion model has the advantages of being permanent, creating only one layer of government, lowering or maintaining taxes, requiring no Board of County Commissioner approval, being relatively straightforward, and not requiring a district's inhabitants' vote. Even if no election is held, an informational campaign should precede it to ensure as many citizens as possible are aware of the procedure. The negatives include the possibility of community opposition to the process, the inability to engage municipalities, the inability to construct director wards, the inability to build a seven-member board, and the constraints of the service plan.

Merger

A merger occurs when all the participating fire districts are merged into one entity. One or more fire districts are incorporated into the surviving district and become a part of it. A legal consolidation and a fire district-to-fire district transfer, also known as an inclusion-exclusion merger, are the two forms of mergers. The legislative declaration in Colorado Revised Statutes Title 32, Section 32-1-102, Subsection (4) states:

"The general assembly further declares that it is the policy of this state to provide for and encourage the consolidation of special districts and to provide the means therefore by simple procedures to prevent or reduce duplication, overlapping, and fragmentation of the functions and facilities of special districts; that such consolidation will better serve the people of this state; and that consolidated district will result in reduced costs and increased efficiency of operation."

In other words, the Colorado legislature has decided that combining agencies for greater efficiency is good government and it has created mechanisms to encourage agencies to take advantage of those opportunities.

A merger can take one of two forms, as previously mentioned: a legal consolidation or a fire district-to-fire district transfer (also known as inclusion-exclusion). In any situation, the ensuing agency merger is permanent and must be approved by voters. In this case, the participating fire districts are merged into a single fire district. Like several of the other solutions, the agencies would lose their autonomy. The combination will also necessitate meticulous preparation and a clear vision and strategy for the future.

FINDINGS

- **All three agencies are dependent on each other.**

All three fire agencies are currently fully dependent on each other and other neighbors for mutual aid and automatic aid assistance during emergency incidents. In addition, all three agencies rely on each other for adequate resources to make up an effective response force (ERF) and without each other, none would attain an adequate ERF.

- **All three agencies are strong combination departments.**

All three agencies operate as very similar combination style fire departments that maintain volunteer contingents with both “home responder” volunteers in addition to shift volunteers. The three agencies are more similar in operational capabilities and personnel than some within their agencies realize.

- **Each of the agency’s strengths complement each other.**

Each of the three agencies has something to contribute to make a new consolidated agency better. PVMD can serve the Golden community south of Interstate 70 better than Golden can. Golden provides specialty rescue operations including water rescue and other technical expertise’s that can be shared with a new organization. FFPD specializes in wildland firefighting operations and is the only agency that has an on-duty 24/7 Battalion Chief that could be the Chief Duty Officer for the new consolidated agency. FFPD has a regional training center that could be the training center for the new agency. There are many other specialties, personnel, and programs that each of the three could share with the others to make a new consolidated organization better than remaining independent. Several agency personnel stated this very well in the stakeholder interviews when they stated “Together, we could be a strong powerhouse combination department” and “A consolidation could be an opportunity to be a nationally recognized program and an example of a superior combination department.”

- **Opportunities for increased efficiency exists.**

Based on eliminating the duplication of efforts in all program areas up to and including personnel at all levels, a consolidated agency could create efficiencies in both program areas and personnel. This would most likely create opportunities for more adequate firefighter staffing throughout the new agency.

- **Cultural differences exist.**

There are cultural differences that exist between the three agencies and even between some of the sub-groups within each of the agencies. This was evident in some of the stakeholder interview results. Cultural differences can be overcome though with time, with communication, by working together and partnering, and learning that each agency and their personnel are more similar than they recognize.

- **The Coors Tech IGA must have a resolution.**

In 2024, the Coors Tech Center IGA expires. Since 2009, FFPD has protected a “cherry stem island” area that the City of Golden annexed which results in Golden being challenged to provide fire protection to that area in a few short years. This results in an illogical situation with a FFPD station only blocks away which protects it very well now.

The IGA Resolution 2014-2 currently states “Both parties recognize that a challenging economy and their obligations to their taxpayers require a productive working relationship and an aggressive and continuing effort to achieve economies and improvements in their operations.” The IGA further cites language that resulted in the initiation of this cooperative study which reads “In the event that the parties have not agreed on a specific, long range operational improvement plan by June 1, 2024 then each party will contribute up to \$25,000 to hire a mutually agreed upon, professional consultant to study and provide recommendations to FFPD and Golden”. The Coors Tech Center protection issue alone is a good reason for consolidation. A consolidation results in the Coors Tech Center issue going away which provides a more permanent resolution for that community.

- **Each of the agencies values its history & accomplishments.**

There is a great deal of history and pride within the three agencies that is cherished by many. This history is important to document and frame and pass down to future personnel and generations. Golden is specifically proud of the City’s historical significance which is important. FFPD is especially proud of its ISO 1 rating and CFAI Accreditation which is also important. Should the agencies move forward with a consolidation, it will be important for all to honor and respect what is important to the others as it becomes part of the new organization. It is important to recognize that maintaining both the CFAI accreditation and an ISO 1 rating are both possible to attain for the new agency if that is a goal of the new combined board.

PROPOSED CONSOLIDATION RECOMMENDATIONS

It is the recommendation of AP Triton that the three agencies, Golden Fire Department, Fairmount Fire Protection District, and Pleasant View Metropolitan District form a consolidated fire agency in the form of a **Fire Authority** under Colorado Revised Statutes as outlined in this report.

A rebranding program is also recommended and should include a new logo, apparatus decals, uniform patches, badges, and consolidated uniforms for all personnel. Although there would be expenses associated with this, AP Triton believes that the benefits would outweigh the costs.

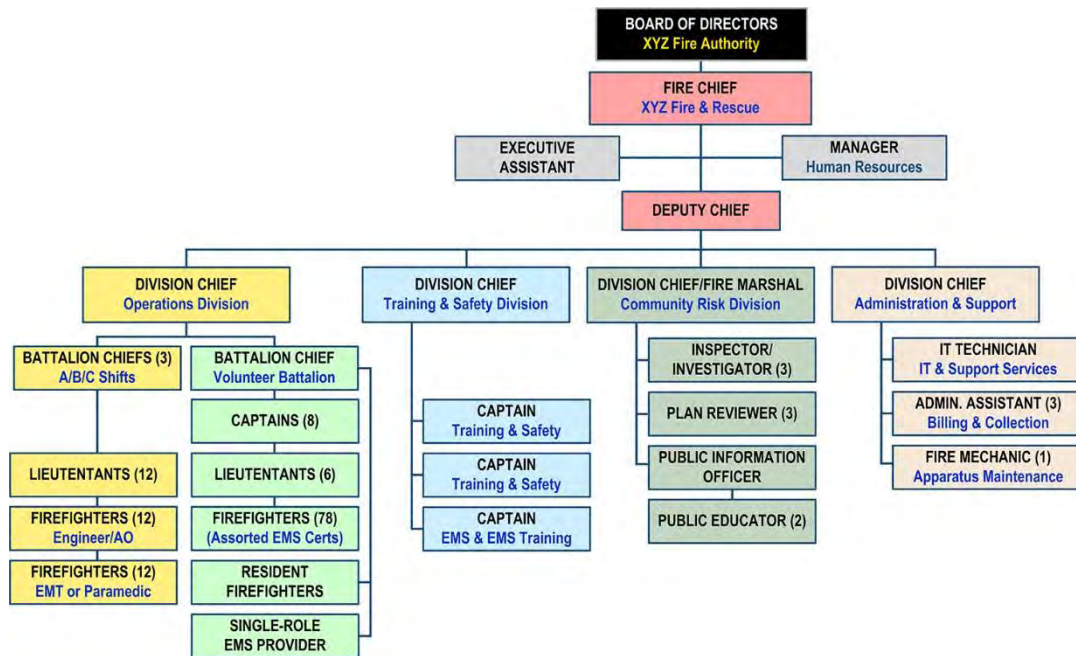
The strategy of forming a Fire Authority can overcome some of the obstacles of contracting for service and/or forming a Fire District by forming a new entity to manage the operations of the combined agencies. This process can unify the personnel and prevent the dynamic tension of having three fire chiefs. It retains the existing boards and city council and adds a third governing body to manage the agency on behalf of the three separate agencies.

Proposed Organizational Structure

Title 32-Article 1 Special Districts states that a district or authority can have a five-to-seven-member board. An authority board would be based on appointed positions. AP Triton recommends that each organization appoints two members to the authority board with one position going to a community member. The configuration would support equal representation.

The following figure represents a proposed organizational structure for a new consolidated agency for consideration by the key stakeholders and leadership. Specific duties such as planning, wildland & specialty rescue team management, risk management, accreditation manager, and other specific functions can be assigned to the Division Chief level positions as the Fire Chief deems appropriate.

Figure 127: Proposed Organizational Structure for a Consolidated Agency



Recommended Fire Station Configurations

Combined, the three fire agencies own eight fire stations. Triton believes that a new consolidated fire district could function adequately with six of the existing fire stations. Golden Fire Stations 22 and 23 are essentially non-functioning stations and would be excluded from the new configuration.

The leadership of the three jurisdictions will determine the numbering and naming of the fire stations. As shown in the following figure, Triton recommends that each fire station be re-named and labeled with their community affiliation. Most of the following proposed community names of the fire stations were suggested by some of the local fire chiefs. AP Triton recommends consideration of the following:

Station 1 (FFPD Station 32)—The Apple Meadows Community Fire Station would be used as a substation and maintain a 24-hour daily staffing model with a three-person crew. The station would also maintain wildland specialty trained personnel and equipment. Shift Volunteers would continue to schedule shifts at this station as the fourth crew member. The station would also maintain a Water Tender due to the remote response regions to the north and west.

Station 2 (FFPD Station 31)—The Coors Tech Community Fire Station would be used as a substation and maintain a 24-hour daily staffing model with a three- person crew. If there is insufficient space at the new headquarters station, this facility could be utilized for administrative offices and meeting rooms for Fire Prevention, Training administration, and other support services. Shift Volunteers would continue to schedule shifts at this station as the fourth crew member. The station is large enough to house a complement of reserve or specialty apparatus based on the new combined agency's needs. This station would continue to serve the Coors Tech Center with exceptional service on a permanent basis.

Station 3 (FFPD Station 33)—The Industrial Park Community Fire Station would continue to be maintained as a substation but not staffed with career personnel. If call volumes increase substantially, funding becomes available, and more efficiencies are gained, this station could be staffed in the future. This station could also be converted to an all-volunteer station for both "shift" and "home-responder" volunteers. The facility would continue to house Stadium Medical personnel and ambulances. This station is also configured very well with five large apparatus bays to continue light fleet maintenance for a potential new consolidated fire agency. It could also be easily enlarged if the new agency decided to expand its own fleet maintenance capabilities rather than outsource. If there is insufficient office space at the new headquarters station and the Coors Tech Community Station, this facility could also be utilized for administrative offices as another option for the agency to consider.

Station 4 (Golden Station 21)—The Downtown Golden Community Fire Station would be utilized as the main headquarters station for the new agency and maintain a 24-hour daily staffing model with a three-person crew. Shift volunteers would continue to schedule shifts at this station as the fourth crew member. The station would also continue as a base for some of the "home responder" volunteers and continue to house Stadium Medical personnel and ambulances. Station 4 should be considered headquarters and continue to maintain the resources for the various special operations programs. The shift Battalion Chief should be deployed from this station. The rationale for this is as follows:

- The most centrally located of the six stations.
- Good road and travel access from the north, south, and east.
- Located in the downtown core of Golden with adequate services nearby.
- The only multi-level ADA-compliant station (both levels with elevator).
- Has a 60-person capacity meeting room on the second level.
- Adequate office space for most of the new staff and an ADA-compliant board room. Additional staff would be assigned to Station 2 offices.

Station 5 (Pleasant View Station 41)—The Pleasant View Community Fire Station would be used as a substation and maintain a 24-hour daily staffing model with a three-person crew. Shift Volunteers would continue to schedule shifts at this station as the fourth crew member. This station would continue to house Stadium Medical personnel and ambulances. This fully staffed station would continue to provide service to its own community in addition to serving as a first-in unit to the City of Golden's annexed area south of Interstate 70.

Station 6 (Golden Station 24)— The South Golden Community Fire Station (or could be called School of Mines Community Fire Station) would continue to be maintained as a substation but not staffed daily with career personnel. If call volumes increase substantially, funding becomes available, and more efficiencies are gained, this station could be staffed in the future. This station could also be converted to an all-volunteer station for both "scheduled shift" and "home-responder" volunteer response. It has three apparatus bays large enough to house a complement of reserve and specialty apparatus for volunteer response based on the new agency's needs. The consolidation of programs and resources for the new agency would enhance opportunities for volunteers to participate in specialty teams and responses and this station would be an excellent location for those volunteer teams to be based out of.

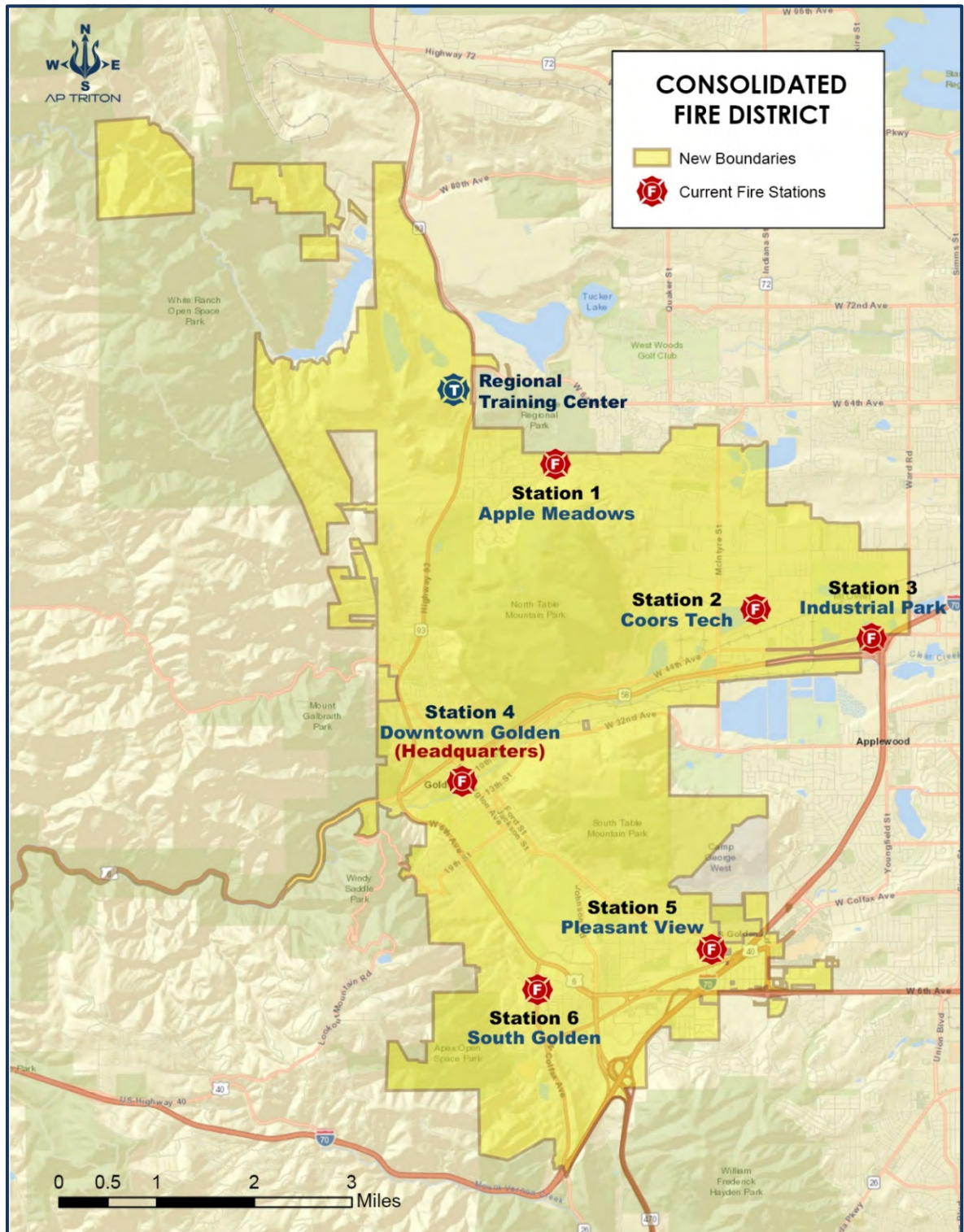
Figure 128: Proposed Fire Station Number Reassignment in a Consolidation

Current Fire Agency	Current Station	New Number	Community Name
Fairmount FPD	Station 31	Station 2	Coors Tech
	Station 32	Station 1	Apple Meadows
	Station 33	Station 3	Industrial Park
Golden FD	Station 21	Station 4	Downtown Golden ^A
	Station 24	Station 6	South Golden
Pleasant View MD	Station 41	Station 5	Pleasant View

^AHeadquarters station.

The following figure is a graphic illustration that shows the boundary and six fire stations in a consolidated jurisdiction.

Figure 129: Boundaries of a Single Consolidated Fire District



The preceding image also shows the location of the current Fairmount FPD Training Center. Triton recommends that this facility should continue to be maintained and operated by the consolidated districts and serve as a regional training facility.

Recommendations on Staffing & Personnel

Consistent with other fire agencies in the area, the combined organization should consider a company officer model with Lieutenants for each shift per station. With the evolution of the organization, one Lieutenant could be promoted to the rank of Captain to serve as the fire station manager.

Figure 130: Recommended Career & Non-Sworn Positions in a Consolidated Agency

Staff Positions	Total FTE
Fire Chief	1
Deputy Chief	1
Division Chief	3
Division Chief/Fire Marshal	1
Battalion Chief	4
Captain (Training)	3
Lieutenant	12
Engineer/Apparatus Operator	12
Firefighter/EMT or Paramedic	12
Firefighter/Mechanic	1
Human Resources Manager	1
Plan Reviewers	3
Fire Inspector/Investigator	3
Public Information Officer ^A	1
Public Educator	2
Executive Assistant	1
Administrative Assistant ^B	3
Information Technology Technician	1
Totals:	65

^AAlso functions as a Public Educator.

^BPreviously Office Managers & Billing Specialist.

Deployment of Apparatus & Personnel

During the planning process, the leadership will need to consider to which stations and from which department specific career staff will be assigned. This can result in difficult decisions and controversy and must be carefully considered. Triton recommends that personnel be assigned to fire stations of which they are familiar and experienced,

Another issue will require the leadership to determine which apparatus from the three fire agencies will be utilized for frontline use, to which stations the apparatus will be assigned, and which apparatus will be kept in reserve. Triton recommends that a comprehensive inventory by a qualified mechanic and other fire service experts be utilized for this process.

The following figure lists proposed daily staffing and apparatus assignments by individual fire station.

Figure 131: Proposed Staffing & Apparatus Assignments by Station

Fire Station	Minimum Daily Staff	Engines	Tenders	Aerials	Wildland	Battalion Chief
Fire Station 1	3 (C)	1	1 (CS)		1(CS)	—
Fire Station 2	3 (C)	1	—	1 (CS)	1(CS)	—
Fire Station 3	Volunteers	1	—		—	—
Fire Station 4	3 (C)	1	—	1 (CS)	1(CS)	1
Fire Station 5	3 (C)	1	—	1 (CS)	—	—
Fire Station 6	Volunteers	1	—	1 (CS)	1(CS)	—
Totals:	12 Career	6	1	4	4	1

CS = Cross-staffed apparatus. C = Career

Theoretical Calculation of Required Emergency Response Staffing

Triton calculated the theoretical number of employees required to meet the various average leave hours used by all the operations staff combined in 2019. The results were compared to the current number of personnel assigned to 24-hour staffed units.

Information provided by the three fire agencies showed that the average annual use of vacation and sick time was 260 hours/firefighter. Triton then multiplied the number of personnel needed to cover a single position 24-hours per day with the relief factor to determine the necessary number of employees required to meet daily minimum staffing.

Figure 132: Theoretical Relief Factor Calculation (2019)

Relief Factor	Combined Organizations
Total Relief Factor	1.16

The total leave factors were multiplied by the number of personnel needed to cover one 24-hour position. The following figure compares the theoretical number of positions required with the current number of employees assigned to specific apparatus.

Figure 133: Calculated Operational Staff Shortage/Overage

Description	No. Positions Required 24/7	Total No. Ops Staff	Theoretical No. of Staff Required	Shortage or Overage
Combined Agencies	12/shift-36/total	30	34	-4

Based on the calculations in the preceding figure, the combined organization could place career staff in four out of six stations with a three-person engine company at each.

Volunteer Personnel Discussion

If the three agencies were to consolidate, the result would be a net total of 127 current volunteers on the roster. This is a substantial number of volunteers for today's fire service, as there tends to be a decline in individuals willing to volunteer. All three fire agencies operate similarly to other fire departments that maintain volunteer contingents using both "home responder" and "duty-shift" volunteers. Based on the results of the stakeholder interviews, the operational capabilities of each agency's volunteer personnel may be more similar than some realize. Another option would be to organize the volunteers into a new "Volunteer Division" or "Volunteer Battalion" which could be overseen by a career Battalion Chief, as shown in the proposed new organizational chart.

Each of the fire agencies have a strong history and culture within their volunteer ranks which needs to be maintained and continued within the new agency. Both "home responder" and "duty-shift" volunteers would be important functions within the new agency and would contribute to the organization being a strong combination department and "nationally recognized superior combination department"—as some members stated during the stakeholder interviews.

With the proposed three-person 24-hour daily career staffing at stations 1, 2, 4, and 5, there would be adequate opportunities available for “duty-shift” volunteers to schedule shifts as the fourth crew member at those stations with career staff. Station 3 (Industrial Park) and Station 6 (South Golden) could become all-volunteer stations as bases for “home responder” and “duty-shift” volunteers. This could result in volunteer ownership and pride in those stations, apparatus, and equipment, and opportunities to serve those communities in new and expanded roles. Volunteers who are trained in the various technical rescue, aerial operations, and other specialty functions could be assigned to Station 6 (South Golden) and Station 4 (Downtown Golden) for those response roles based on the new agency’s needs.

Volunteer ranks and designations would be combined in the beginning as the next figure illustrates and the new agency, over time could determine and define the ranks and duties of the volunteer contingent based on the needs of the organization.

Figure 134: Proposed Volunteer Positions in a Consolidated Fire Agency

Volunteer Position Titles	Total FTE
Assistant Fire Chief	3
Deputy Fire Chief	1
Battalion Chief	0
Captain	8
Lieutenant	6
Firefighters	19
Firefighters/EMR	16
Firefighters/EMT	39
Firefighters/Paramedic	4
Resident Firefighter	19
Firefighter Trainees/Probationary	0
EMS Single Role EMR	12
Totals:	127

^APreviously an Assistant Chief or Deputy Chief.

PROJECTED COSTS & BUDGET FOR A CONSOLIDATED FIRE AGENCY

The following section entails Triton's projected costs of a single consolidated fire agency. This should not be considered the final costs, as they are estimates only. A more comprehensive and detailed budget will need to be prepared during the planning and implementation phase.

Estimated Personnel Wages & Benefits

The following figure represents the estimated cost of wages and benefits to employees

Figure 135: Estimated Employee Wages & Benefits for a Consolidated Fire Agency

Staff Positions	Total FTE	Base Salary	Estimated Benefits	Per Position	TOTAL COST
Fire Chief	1	\$149,007	\$93,874.41	242,881	\$242,881
Deputy Chief	1	\$114,621	\$72,211.23	186,832	\$186,832
Division Chief	3	\$107,498	\$67,723.74	175,222	\$525,666
Division Chief/Fire Marshal	1	\$107,498	\$67,723.74	175,222	\$175,222
Battalion Chief	4	\$97,821	\$61,627.23	159,448	\$637,792
Captain (Training)	3	\$75,300	\$47,439.00	122,739	\$368,217
Lieutenant	12	\$73,070	\$46,034.10	119,104	\$1,429,248
Engineer/Apparatus Oper.	12	\$65,883	\$41,506.29	107,389	\$1,288,668
FF/EMT or Paramedic	12	\$52,706	\$33,204.78	85,911	\$1,030,932
Firefighter/Mechanic	1	\$73,070	\$46,034.10	119,104	\$119,104
Human Resources Manager	1	\$77,862	\$49,053.06	126,915	\$126,915
Plan Reviewers	3	\$52,706	\$33,204.78	85,911	\$257,733
Fire Inspector/Investigator	3	\$52,706	\$33,204.78	85,911	\$257,733
Public Information Officer	1	CS	CS		\$0
Public Educator	2	CS	CS		\$0
Executive Assistant	1	\$77,862	\$49,053.06	126,915	\$126,915
Administrative Assistant ^A	3	\$51,557	\$32,480.91	84,038	\$252,114
Logistics Officer	1	CS	CS		\$0
IT Technician	1	\$86,385	\$54,422.55	140,808	\$140,808
Totals:	66				\$57,166,780

^APreviously Office Manager positions and Billing Specialist/Assistant. CS=Cross staffed.

To reiterate, the wage and benefit amounts listed in the preceding figure are *not final* and are presented only for the purpose of developing a conservative estimate of employee costs in a consolidated fire district. Triton assumes the hourly compensation for any part-time employees would remain the same, and work hours would vary by employee availability and fire district need.

Financial Forecast

Fire Authority Revenue Forecast

Revenues available to a Fire Authority are complicated by the fact the agencies are in different organizational forms with one agency a fire protection district, a second operating as a special service district with fire protection and parks/recreational responsibilities, and the third agency as a department of a municipality. Revenue from the FFPD is available for the benefit of a fire authority; however, funding from the City of Golden (municipality) will require an apportionment from the City's budget and the Pleasant View Metropolitan District.

It is assumed, for purposes of the projections, the available funding for the Golden Fire Department would remain as projected earlier in the study, as would the gross revenues of the Pleasant View Metropolitan District. The following figure indicates the projected revenues for each agency by major category.

Figure 136: Forecasted Revenue in a Fire Authority (2022–2026)

Revenue Source	2022	2023	2024	2025	2026	% Change
Fairmount Fire Protection District						
General Property Taxes	5,622,997	6,048,797	6,208,659	6,705,308	7,241,688	36%
Specific Ownership Taxes	290,000	301,600	313,664	326,211	339,259	17%
Fire Team Reimbursements	1,200,000	1,200,000	1,200,000	1,200,000	1,200,000	0%
Other Revenues	84,500	87,880	91,395	95,051	98,853	17%
Subtotal:	7,197,497	7,638,277	7,813,718	8,326,570	8,879,800	29%
Golden Fire Department						
General Fund Apportionment	2,935,591	2,955,149	3,011,308	3,068,590	3,162,018	8%
Subtotal:	2,935,591	2,955,149	3,011,308	3,068,590	3,162,018	8%
Pleasant View Metropolitan District						
Property taxes	1,302,511	1,366,136	1,433,096	1,503,568	1,577,734	21%
Other recurring revenue	8,941	32,000	32,000	32,000	32,000	258%
Total non-recurring receipts	17,500	22,500	22,500	22,500	22,500	29%
Subtotal:	1,328,951	1,420,636	1,487,596	1,558,068	1,632,234	23%
Total Revenue:	11,462,039	12,014,062	12,312,622	12,953,228	13,674,052	23%

Fire Authority Expense Forecast

Salaries and benefits from Figure 135 are increased by 3% to project 2022 costs and increased at a 3% rate each year through 2026. This will account for modest cost of living raises and benefit costs. Volunteer stipends and related costs are accumulated to present the costs associated with maintaining a volunteer program throughout the Fire Authority system.

Combining the operations of the three agencies offers an opportunity to reduce redundant operating expenses for items such as technology costs, professional costs, radio costs, and training costs. Escalation of other operating costs are included based on the amounts included in the individual agency projections. The supplies and services category includes reductions in the combined costs of the previously identified opportunities.

Capital and debt service costs combine the currently identified planned expenditures for each of the three agencies. Debt service includes payments on capital leases. It should be noted there are reserve balances being accumulated through scheduled contributions.

The following figure projects operating and capital costs for a Fire Authority.

Figure 137: Forecasted Annual Expenses of a Fire Authority (2022–2026)

Expenses	2022	2023	2024	2025	2026
Salaries & Benefits	7,381,784	7,603,238	7,831,335	8,066,275	8,308,263
Volunteer Costs	532,000	548,641	565,952	583,963	602,707
Supplies & Services	3,257,781	3,326,709	3,398,064	3,506,936	3,583,418
Capital & Debt Service	526,450	522,259	225,602	157,134	158,908
Estimated Expenses:	11,698,015	12,000,847	12,020,953	12,314,308	12,653,296

Combined Revenue & Expense Forecast of a Fire Authority

The summarized projected revenues and expenditures of a Fire Authority operation are identified below. As indicated, first-year expenditures exceed revenues by approximately \$236,000 with revenues exceeding expenditures throughout the remaining four years.

Figure 138: Forecasted Revenues & Expenses of a Fire Authority (2022–2026)

Revenue/Expenses	2022	2023	2024	2025	2026
Total Revenue	11,462,039	12,014,062	12,312,622	12,953,228	13,674,052
Total Expenses	11,698,015	12,000,847	12,020,953	12,314,308	12,653,296
Net Income (Deficit):	(235,976)	13,215	291,669	638,920	1,020,756

Both Fairmount and Pleasant View have reserve balances in place that may be utilized to offset the initial period deficit. These reserves, as well as the positive cash flows generated place the combined organization in a position to expand services or acquire capital resources. The following figure projects the combined reserve balance at the end of each period.

Figure 139: Projected Reserve Balances for a Fire Authority

Estimated Reserves	2022	2023	2024	2025	2026
Pleasant View	1,414,989				
Fairmount	3,146,898				
Beginning Reserves	4,561,887	4,325,911	4,339,126	4,630,795	5,269,715
Net Income (Deficit):	(235,976)	13,215	291,669	638,920	1,020,756
Ending Reserves:	4,325,911	4,339,126	4,630,795	5,269,715	6,290,471

Common Factors to Consider in Multi-Variable Cost Models

Geographic Area

One variable to be considered in the apportionment of costs is of the relative geographic area served. Jurisdictional boundaries of the City of Golden, Fairmount Fire Protection District and Pleasant View Metropolitan District include areas of approximately 11, 20 and 2.5 square miles, respectively. Apportionment of costs using this type of criteria may be equitable in areas that are geographically and developmentally homogeneous, or areas that have been similarly developed or contain similar risks.

Pros

- Easy to explain, calculate, and administer
- Size of service area usually remains constant

Cons

- Does not account for demographics of at-risk populations
- Does not account for fixed overhead and administrative costs of the participating agencies
- Does not account for greater workload due to disparities in jurisdictional areas

Population

The cost of providing emergency services may be allocated based on the relative population using estimates from the U.S. Census or other independent and reliable sources. The use of this criteria in creating a cost allocation model may be equitable in areas where risks and workload are similar.

Pros

- Population factors are commonly used to measure and evaluate programs
- Population information is usually readily available and is updated on a regular basis
- This method is easily explained, calculated, and administered

Cons

- Does not account for transient population
- Does not account for daytime influx of workers to employment centers
- Does not account for human activities and behavior that may increase risk
- Does not necessarily equate to greater risk or workload

Appraised or Assessed Value

The cost of emergency services can be apportioned based on the relative appraised or assessed value of the properties in each of the participating jurisdictions. This information can be obtained from the County's tax assessor/collector's office. For purposes of allocating the cost of services, it is assumed that higher valued structures carry a greater risk to a community from either an economic standpoint or a life-safety viewpoint. This results in appraised value indicating services required within the area.

The difference between appraised value and assessed value is the appraised value of certain buildings, such as schools, not-for profit hospitals, churches, certain residential buildings, and other similar type structures that do not pay property taxes. Additionally, exemptions provided by jurisdictions offer relief in the form of homestead, veterans, elderly, and disabled property owners and are not included in the assessed values used to calculate property taxes that are to be collected by the jurisdiction. Cost modeling based on property value may work best in areas in which the "true" appraised value is identified prior to exemptions and other impairments to the assessed taxable values.

Pros

- Commonly used to measure and evaluate programs
- Information is usually easy to obtain and is updated regularly
- Generally viewed as impartial and fair measurement for cost apportionment
- Fire protection costs are typically considered a property related service
- Easy to explain, calculate and administer

Cons

- May not reflect the property risk or life-safety aspects associated with certain exempt or tax abated properties
- May not reflect the risk associated with undeveloped land unless values such as timber, crops or open range is considered, or the risk of wildland urban interface fires is high

- May not reflect the life risk of low value properties associated with at-risk populations
- Does not necessarily reflect the required workload or risk

Parcels, Developed Properties, & Construction Activity

Apportioning emergency service costs may be based on the relative number of developed parcels in each jurisdiction using information from the County's tax office. The assumption is that a higher level of development or construction activity increases the risk due to increased occupancy, economic activity, traffic, and value. These attributes reflect an increase in the services required within an area.

Pros

- Information is readily available and updated regularly
- Generally viewed as an impartial and fair measurement for infrastructure services
- Fire protection is considered a property related service
- Easy to explain, calculate, and administer

Cons

- May not reflect the risk associated with property use or occupancy type
- Does not necessarily reflect the workload associated with providing the services

Service Demand

Service demand funding models determine the allocation of costs based on the number of emergency responses in each jurisdiction.

Pros

- Simple to understand, calculate, and administer

Cons

- May vary from year-to-year, complicating the budget process
- Underestimates the cost of resource intensive or extended time incidents such as structure fires or wildland fires
- Does not consider the potential risk costs typically associated with providing a reliable 24/7 response system

Deployment Allocation (Station Unit Cost) Model

This method allocates costs based on the number of stations in the combined system. This would apportion costs to stations regardless of units responding from each station. This would allocate costs the same for a station with an engine company and for a station housing multiple units.

Pros

- Simple to understand
- Easy to calculate
- Quick and easy to administer
- Long-term stability as the cost allocation is independent from other variables
- Apportions fixed costs more equitability

Cons

- Assumes equal staffing and workload across all stations
- Does not accurately reflect actual resource costs
- Operational cost burden is weighted towards multi-unit stations

Discussion

Cost allocation models may consider any one of several criteria or a combination of criteria. The decision as to the methodology is left to the governing bodies to negotiate.

Figure 140: Cost Apportionment Methodology Alternatives

Methodology	Golden	Fairmount	PVMD	Total
Coverage area in square miles	11	20	2.5	33.5
Percentage	32.8%	59.7%	7.5%	100%
Resident population	21,000	18,000	4,600	43,600
Percentage	48.2%	41.3%	10.5%	100%
Assessed value (000)	709.1	408.4	172.5	1,290.0
Percentage:	55.0%	31.7%	13.3%	100%

Based on the forecast costs identified in Figure 137 and using the apportionment methodologies indicated in Figure 140, the following figure forecasts the apportionment of the total operating and capital costs.

Figure 141: Examples of Cost Apportionment Using Various Methodologies

Methodology	%	2022	2023	2024	2025	2026
Annual Costs (Figure 137)		11,698,015	12,000,847	12,020,953	12,314,308	12,653,296
Coverage area:						
Golden	32.8%	3,836,949	3,936,278	3,942,873	4,039,093	4,150,281
Fairmount	59.7%	6,983,715	7,164,506	7,176,509	7,351,642	7,554,018
PVMD	7.5%	877,351	900,064	901,571	923,573	948,997
Population:						
Golden	48.2%	5,638,443	5,784,408	5,794,099	5,935,496	6,098,889
Fairmount	41.3%	4,831,280	4,956,350	4,964,654	5,085,809	5,225,811
PVMD	10.5%	1,228,292	1,260,089	1,262,200	1,293,002	1,328,596
Assessed value:						
Golden	55.0%	6,433,908	6,600,466	6,611,524	6,772,869	6,959,313
Fairmount	31.7%	3,708,271	3,804,268	3,810,642	3,903,636	4,011,095
PVMD	13.3%	1,555,836	1,596,113	1,598,787	1,637,803	1,682,888

GENERAL RECOMMENDATIONS

Life-Safety & Public Education Programs

Fairmount Fire Protection District

Recommendation #1:

The District should engage the local elementary school system to implement fire safety education programs.

The National Fire Protection Association is a tremendous source for providing public safety community education standards and the programs that meet the elementary school teaching criteria. The partnership development with the local school system is critical to the success of any fire prevention education material. The school system can help the District understand the student population demographics, including primary and second languages spoken by the students. This information drives the types and specific language(s) of educational material that the District can assist in acquiring, coaching the teaching staff, and delivering support to the students.

Estimated Cost to Implement: The cost to engage the school system to implement a fire safety and an injury prevention program would be staff time to make the presentations necessary to create the partnership between the District and the school system.

Recommendation #2:

The District should engage with local nursing homes and other avenues to reach the elderly to implement injury prevention education programs.

The delivery of injury prevention programs to the elderly may reduce incidents of emergency medical response to these types of calls.

Estimated Cost to Implement: The cost to implement a program focused on preventing elderly injuries is considered minimal and would include acquiring the programs and Power Point presentations. Such presentations may be developed internally as an alternative. The presentations may be made by on-duty fire personnel or a fire prevention officer.

Golden Fire Department

Findings

- The Department does not have a current Community Risk Assessment or a Community Wildfire Prevention Plan.
- GFD's program does not include elderly injury prevention services.
- The Department does not provide elementary school public education programs.

Recommendation #3:

The Department should complete a Community Risk Assessment (CRA) process to fully evaluate the risks within the service area.

The Department should conduct a CRA to better understand the risk factors affecting the types of services the community should provide. Identification of hazards is the process of recognizing the natural or human-caused events that threaten an area. Natural hazards result from uncontrollable, naturally occurring events such as flooding, windstorms, wildland fires, and earthquakes, whereas human-caused hazards result from human activity and technological hazards. An example of a technical hazard is an accidental hazardous materials release.

Community risk is assessed based on numerous factors, including service area population and density, community demographics, local land use and development, and the geography and natural hazards present within the community. These factors affect the number and type of resources—both personnel and apparatus—necessary to control or mitigate an emergency.

- Population density is a risk factor, and demographics present another risk.
- The physical characteristics of the area and the resultant natural hazards are risk factors.
- Land use and zoning can also affect risk. Risk can be characterized as low (e.g., agricultural or low-density housing); moderate (e.g., small commercial and office); or high (e.g., large commercial, industrial, wildland exposures, and high-density residential).

***Estimated Cost to Implement:** The completion of a community risk assessment is a significant undertaking for any organization. Should the organization elect to complete the assessment internally, a significant amount of staff time will need to be allocated. The CRA may be prepared by outside consultants for a fee. The amount of the fee would depend on the structure of the Request for Proposal but could exceed \$25,000.*

Recommendation #4:

The Department should engage and partner with the County Emergency Management Agency to develop a Community Wildfire Prevention Plan.

Developing and maintaining a current Community Wildfire Prevention Plan in areas affected by the wildland-urban interface (WUI) is essential for the safety of the residents of the community as well as the firefighters providing fire response to the area. The State and County Division of Emergency Management agencies support local communities in updating these community mitigation plans. These plans provide guidance in reducing community risk from wildfire incidents. Grants are available through the State and County to fund the facilitation and development of these plans.

Estimated Cost to Implement: The cost to partner with the County Emergency Management Agency to develop and implement a Community Wildfire Prevention Plan would be the cost of staff time. However, this cost may be offset by State and County grant awards.

Recommendation #5:

The Department should engage with local nursing homes and other avenues to reach the elderly to implement injury prevention education programs.

The delivery of injury prevention programs to the elderly may reduce incidents of emergency medical response to these types of calls.

Estimated Cost to Implement: The cost to implement a program focused on preventing elderly injuries is considered minimal and would include acquiring the programs and Power Point presentations. Such presentations may be developed internally as an alternative. The presentations may be made by on-duty fire personnel or a fire prevention officer.

Recommendation #6:

The Department should engage the local elementary school system to implement fire safety education programs.

Educating school aged children to the perils of fire has been shown to be effective in reducing the loss of life and injuries from fire incidents. The National Fire Protection Association is a tremendous source for providing public safety community education standards and the programs that meet the elementary school teaching criteria. The partnership development with the local school system is critical to the success of any fire prevention education material. The school system can help the Department understand the student population demographics, including primary and second languages spoken by the students. This information drives the types and specific language(s) of educational material that the Department can assist in acquiring, coaching the teaching staff, and delivering support to the students.

Estimated Cost to Implement: The cost to engage the school system to implement a fire safety program would be staff time to make the presentations necessary to create the partnership between the Department and the school system.

Pleasant View Metropolitan District**Findings**

- PVMD does not have a current Community Risk Assessment or a Community Wildfire Prevention Plan.
- PVMD relies on contractual relationships to fulfill minimum fire safety inspection programs.
- PVMD does not provide any public education programs.
- PVMD relies entirely on mutual aid agencies for technical rescue services, excluding vehicle extrication.

Recommendation #7:

The District should complete a Community Risk Assessment (CRA) process to evaluate the service area's risks fully.

The Department should conduct a CRA to better understand the risk factors affecting the types of services the community should provide. Identification of hazards is the process of recognizing the natural or human-caused events that threaten an area. Natural hazards result from uncontrollable, naturally occurring events such as flooding, windstorms, wildland fires, and earthquakes, whereas human-caused hazards result from human activity and technological hazards. An example of a technical hazard is an accidental hazardous materials release.

Community risk is assessed based on numerous factors, including service area population and density, community demographics, local land use and development, and the geography and natural hazards present within the community. These factors affect the number and type of resources—both personnel and apparatus—necessary to control or mitigate an emergency.

- Population density is a risk factor and demographics present another risk.
- The physical characteristics of the area and the resultant natural hazards are risk factors.
- Land use and zoning can also affect risk. Risk can be characterized as low (e.g., agricultural or low-density housing); moderate (e.g., small commercial and office); or high (e.g., large commercial, industrial, wildland exposures, and high-density residential).

***Estimated Cost to Implement:** The completion of a community risk assessment is a significant undertaking for any organization. Should the organization elect to complete the assessment internally, a significant amount of staff time will need to be allocated. The CRA may be prepared by outside consultants for a fee. The amount of the fee would depend on the structure of the Request for Proposal but could exceed \$25,000.*

Recommendation #8:

The District should engage and partner with the County Emergency Management Agency to develop a Community Wildfire Prevention Plan.

Developing and maintaining a current Community Wildfire Prevention Plan in areas affected by the wildland-urban interface (WUI) is essential for the safety of the residents of the community as well as the firefighters providing fire response to the area. The State and County Division of Emergency Management agencies support local communities in updating these community mitigation plans. These plans provide guidance in reducing community risk from wildfire incidents. Grants are available through the State and County to fund the facilitation and development of these plans.

Estimated Cost to Implement: The cost to partner with the County Emergency Management Agency to develop and implement a Community Wildfire Prevention Plan would be the cost of staff time. However, this cost may be offset by State and County grant awards.

Recommendation #9:

The District should either enhance the service contract with the City of Golden or develop a life safety program to increase fire inspection services to the community.

The District may enhance the existing service contract with the Golden Fire Department to provide those services. The cost of this alternative would be negotiated between the parties.

The District could develop its own life safety program and train and certify current fire department employees to perform those services. This cost would be dependent on the number of employees to be trained, cost of the training/certification programs and any overtime costs necessary for the employees to attend the courses.

Estimated Cost to Implement: Implementation of a life safety program to increase fire inspection services to the community may be accomplished through several alternatives, each with a different cost.

Recommendation #10:

The District should engage with local nursing homes and other avenues to reach the elderly to implement injury prevention education programs.

The delivery of injury prevention programs to the elderly may reduce incidents of emergency medical response to these types of calls.

***Estimated Cost to Implement:** The cost to implement a program focused on preventing elderly injuries is considered minimal and would include acquiring the programs and Power Point presentations. Such presentations may be developed internally as an alternative. The presentations may be made by on-duty fire personnel or a fire prevention officer.*

Recommendation #11:

The District should engage the local elementary school system to implement fire safety education programs.

Educating school aged children to the perils of fire has been shown to be effective in reducing the loss of life and injuries to children from fire incidents. The National Fire Protection Association is a tremendous source for providing public safety community education standards and the programs that meet the elementary school teaching criteria. The partnership development with the local school system is critical to the success of any fire prevention education material. The school system can help the District understand the student population demographics, including primary and second languages spoken by the students. This information drives the types and specific language(s) of educational material that the Department can assist in acquiring, coaching the teaching staff, and delivering support to the students.

***Estimated Cost to Implement:** The cost to engage the school system to implement a fire safety program would be staff time to make the presentations necessary to create the partnership between the District and the school system.*

Emergency Medical Services

Recommendation #1:

Considering the potential for increased prehospital services, Triton recommends that more thorough patient care documentation be required.

Accumulating objective data is essential to measure the efficacy of medical treatment provided. The information gathered can provide evidence-based analysis supporting resources allocated to EMS.

***Estimated Cost to Implement:** The cost to implement the accumulation of more thorough patient care documentation would be staff time to engage in additional training to focus on information to be obtained from each EMS response.*

Recommendation #2:

Consider implementing a partially automated inventory control system. Various systems have proven to be cost-effective in the long run, especially in reducing expiration waste and lost supplies.

Most medical supplies are perishable and expiration can result in financial loss. To minimize the potential loss from expiring medications, an inventory control system should be developed to move medical supplies to units with higher utilization. Additionally, the system can help determine necessary surge capacity without excessive inventory.

***Estimated Cost to Implement:** Inventory management systems can be developed using rudimentary methods from paper and pencil to Excel spreadsheets to fully automated computer managed inventory systems with bar coding for each item. The determining factor for the selection is the size of the delivery system, inventory turnover rates, quantities, and the calculated amount of loss due to the expiration of medications. The cost to implement will be staff time to evaluate the need/complexity of the existing system and, should a decision be made to move to an electronic system, the cost of the software, necessary hardware, and staff time to load the initial items list. Inventory software to manage medical supplies and controlled substance inventories may range from a QuickBooks® inventory management system for approximately \$1,000 annually to highly sophisticated systems costing several thousands of dollars annually.*

An alternative to this could be an arrangement with a local hospital to allow exchanges of medication as they approach their expiration dates.

Recommendation #3:

A combined organization should consider a single medical director.

Consistency is essential for the provision of pre-hospital care. All three organizations function under the Denver Metro Protocol and having one Medical Director would support regionalized standards and consistent quality assurance.

***Estimated Cost to Implement:** The cost of implementing this recommendation would require negotiation between the entities and the Medical Director selected to provide protocols to the agency. Experience has shown this may have little to no effect on the current fee arrangement. This recommendation should be explored regardless of the decision to combine or consolidate to provide a consistent level of service throughout the area.*

Recommendation #4:

AP Triton recommends the utilization of a single patient care reporting (PCR) program.

To gather accurate data throughout the system in an efficient manner, a single PCR program should be utilized. Both Emergency Reporting and MEDS are utilized in the system limiting a regional perspective of pre-hospital care.

Estimated Cost to Implement: Moving to a single PCR program may result in a cost savings subsequent to the year of implementation as there would not be a replication of infrastructure for reporting systems. The initial year would require the installation of software into each medic unit and supervisors' vehicles and training time for staff to become proficient.

Apparatus & Vehicles Recommendations

- Conduct a comprehensive inventory of all apparatus and vehicles and their equipment.
- Assign engines, aerials, and wildland apparatus that are in the best condition to the busiest stations.
- Develop a capital apparatus replacement plan and fund to immediately replace critical fire suppression apparatus.
- Once new apparatus have been acquired, move viable apparatus to reserve and surplus the remaining vehicles.
- Develop a standard configuration for all Type 1 engines and Type 6 brush units,
- Conduct an inventory of all command and staff vehicles and determine which are necessary. Surplus the unnecessary vehicles and place the revenue from the sale of these in the capital apparatus replacement fund.

Estimated Cost to Implement: The cost to implement these recommendations is staff time necessary to evaluate each of the existing apparatus and support vehicles. A mechanic, knowledgeable in emergency vehicles, may be engaged to perform this evaluation for a fee. The preparation of a schedule of apparatus, support vehicles, and equipment should be prepared by staff. NFPA does provide recommendations for the useful lives of fire apparatus and support vehicles, but these should be viewed in conjunction with the conditions in which the apparatus are subjected to.

Staffing

Recommendation #1:

The fire agencies need to improve compensation and benefits to attract and retain qualified personnel.

The fire agencies need to be competitive in the area to recruit and retain personnel. A comprehensive salary and benefit study should be conducted to determine the competitiveness of the organizations with the other area departments.

Estimated Cost to Implement: This study may be conducted using existing staff or completed by a third-party contract. Potential cost of a study by a third party is between \$7,500 and \$15,000.

Recommendation #2:

Based on this analysis, a combined organization would benefit from 1-2 additional administrative personnel specific to Life Safety.

Each of the individual agencies presently has a need for a public educator to provide programs to school-aged children and to the elderly population. The potential combined organization would only have three plan reviewers and two fire inspectors. Depending on financial abilities, additional life safety staff would be beneficial.

Estimated Cost to Implement: Presently, FFPD has a Fire and Life Safety Technician listed as a position with no specific salary. A person filling that position is being paid at the fire inspector rate of \$52,706. The cost to add a single Fire and Life Safety Technician would be estimated at this base cost, plus related benefits.

Recommendation #3:

Consider a regional system focusing on hiring and recruitment of operational staff.

One of the largest benefits to a regional consolidation is the pooling of staffing resources. A combined organization would have a more effective use of operational staff and a regional hiring and recruitment program would support the needs of all three organizations.

Cost to Implement: Cost to implement a regional recruitment and hiring program would be minimal as existing resources among the agencies would be pooled to accomplish the goal.

Recommendation #4:

Consider recruitment and hiring programs that place an emphasis on diversity in the operational ranks.

A diverse work force that mirrors the community served will improve communication, cultural understanding, and support overall response.

Estimated Cost to Implement: Cost to implement the program would be minimal as recruiting costs would be directed in a focused manner to accomplish the goal.

Recommendation #5:

The combined organization should consider additional measures for the prevention of cancer resulting from the work environment.

The development of consistent policies and procedures for cancer preventing initiatives is essential to the welfare of firefighters. Medical exams and corresponding evaluations should be implemented on an annual basis. Presumptive cancer legislation only applies when there is sufficient documentation.

Estimated Cost to Implement: Cost to implement the program would include negotiating with either a local hospital, clinic, or national company to conduct the NFPA 1582 physical assessments for each firefighter. Such costs could be between \$350 and \$800 per person depending on the provider.

Recommendation #6:

The combined organization should consider emphasis on mental health programs supporting the overall well-being of the firefighter.

Numerous studies exist showing the necessity for fire organizations to place emphasis on the mental health of firefighters. Pre-employment screening, peer support, and focused employee assistance programs are essential components of a successful system.

Estimated Cost to Implement: An employee assistance program is typically available as an add-on to the health insurance at a minimal cost per person.

Operations & Deployment

Recommendation #1:

The combined organization should define the performance standards specific to the response area to promote optimal service delivery.

Performance standards should be standardized across the combined response area. Each organization has different response performance standards. Based on national and regional standards, the community can help define the response standards for the new district. Performance metrics help promote future staffing, equipment, and facility needs in the future.

Estimated Cost to Implement: Development of performance standards is typically based on the type of organization, volunteer or career, and the type of area served, urban, suburban, or rural. The cost to develop and implement performance standards is the staff time required to evaluate, develop, and communicate the standards to the organization, the authority having jurisdiction, and the community.

Recommendation #2:

A combined organization needs to re-evaluate the mutual and auto-aid agreements throughout the District.

All three organizations are dependent on outside resources for most major incidents. Re-evaluation of mutual and auto-aid agreements is necessary to ensure an effective response force is available on the fireground. Additional consideration should be given to ensure that systems are in place to support closest unit response regardless of jurisdiction.

Estimated Cost to Implement: The cost to re-evaluate mutual and automatic aid agreements is the amount of staff time necessary to complete the project.

Recommendation #3:

A combined organization should standardize alarm assignments throughout the District.

Currently the organizations have different alarm assignments for the various emergency incidents. Staffing consistency on the fire ground supports safe and effective mitigation.

Cost to Implement: The cost to implement this recommendation would be staff time from all affected agencies.

Financial Management

Findings

- Fairmount Fire Protection District has experienced a steady growth in property tax revenues.
- The City of Golden has experienced growth in property and sales and use taxes but reduced its expectation in 2021 due to the unknown effects of the pandemic.
- The accounting methodology employed by the PVMD made it very difficult to accurately identify the total costs associated with the fire department.
- Total receipts of the Pleasant View Metropolitan District have remained stagnant during the past five years.
- It is forecast that PVMD revenues will exceed expenses for the last four years of the projection and that capital replacement reserves will grow to approximately \$800,000 in 2025.
- Funding for the City of Golden, the Golden Fire Department and the Fairmount Fire Departments is growing, making expansion of services possible.

Recommendation #1

Evaluate the creation of additional revenue sources to enhance the delivery of services.

It is becoming more common for fire service providers to implement cost recovery fees such as fire, EMS first response, and others. GFD and FFPD should evaluate which services could be eligible for some level of cost recovery. Subsequently, an analysis can be completed on the potential additional annual revenue. In the event fees are adopted, the Departments should also consider developing a billing and collection process.

***Estimated Cost:** Minimal staff time would be required to identify potential services for fee recovery. If consultant assistance is preferred for future potential revenue projections, there would be an associated fee projected to be \$10,000 to \$15,000. If billing and collections cannot be completed in-house, a portion of the fee revenue would need to be designated for this service.*

Recommendation #2

Evaluate potential enhanced service delivery through consolidation of the three systems.

The replication of administrative services is expensive, and those expenses may be reallocated into enhancing the service delivery system.

***Estimated Cost:** Minimal staff time would be required to identify potential administrative tasks that could be consolidated. Consolidation could provide for less expensive employee benefits program by increasing the pool of covered employees.*

Recommendation #3

Evaluate alternative methods to allocate the costs of a consolidated agency.

The current funding method requires each jurisdiction to fund the operations of its individual fire and EMS service delivery system, including duplicative administrative costs. The total of these delivery costs may be apportioned in a manner more representative of the risks faced by the community.

***Estimated Cost:** Staff and elected officials time to evaluate one of the funding alternatives previously presented or to identify or create another alternative.*

Training

Recommendation #1:

The combined organization should utilize the current FFPD Regional Training Center facility.

Adequate training facilities are necessary for the implementation of any training program at all fire departments. The GFD and PVMD currently have no training grounds, no training tower, and no live burn training props of their own. The FFPD Regional Training Center is a state-of-the-art quality facility that rivals many training centers in the nation for departments of all sizes. GFD and PVMD severely under-utilize this facility currently, and based on the stakeholder interview feedback, some within their organizations don't know that it even exists. In a consolidated agency, this facility would be a quality shared facility for all personnel within the agency to train at and with an implemented move up and station coverage model, all stations could utilize it on a regular basis.

***Estimated Cost to Implement:** There is no additional cost to share the regional training center facility and benefits are significantly gained by eliminating the need for duplication of training facilities and resources.*

Recommendation #2:

The combined organization should consolidate Training resources and programs to eliminate duplicated efforts.

All three agencies currently assign the duties of administering their independent training programs to various personnel within their own agency. All three maintain separate records. All three pay separate Vector Solutions and/or other subscription fees, and all three duplicate numerous recordkeeping duties and training implementation plans. In a consolidated agency with the current total number of personnel, the training program could very easily be managed as one in a much more efficient and cost-effective method, saving both staff time and money.

***Estimated Cost to Implement:** There is no additional cost to consolidate the training efforts and benefits are significantly gained by eliminating the duplication of personnel and training resources.*

PLANNING & IMPLEMENTATION

Many studies and reports have been published and presented to clients over the years by Triton. Many times, clients are overwhelmed with information and options. It takes time to digest the report and decide what to do next. Triton finds it helpful to offer a process whereby the clients can break the process down into smaller segments. Those smaller pieces allow policymakers, fire chiefs, and communities to examine details and discuss what is possible. The following is offered as a framework to consider in the initial stages of evaluation. It is a strategic planning approach to partnerships.

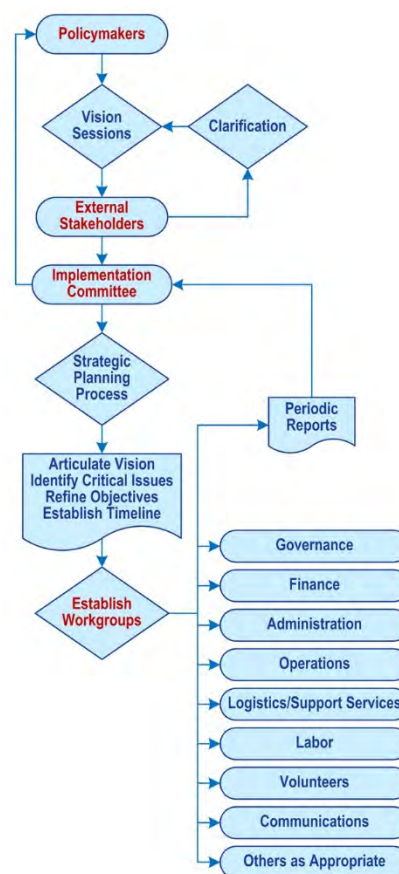
Triton recommends the following implementation process be considered as the fire departments move forward. The thrust of the implementation process should consist of open, honest, and frequent communication, with a sharp focus on what is in the best interests of the citizens served.

The accompanying flowchart outlines a process whereby the strategies in this report can be further refined, other critical issues identified, timelines assigned, and specific tasks developed and implemented.

The flowchart starts with the policymakers convening a series of meetings to discuss and develop a shared vision of all three fire agencies.

Key external stakeholders are often invited into the process to lend their expertise and perspective, ensuring that the community at large is represented in these important deliberations. Often, internal stakeholders have difficulty with “possibilities thinking” because of their close association with the status quo, which is human nature. The external stakeholders can add a valuable perspective by asking key questions and challenging the status quo.

Figure 142: Planning Process



Establish Implementation Working Groups

As the flowchart indicates, various Implementation Working Groups should be established that will be charged with performing the necessary detailed work involved in analyzing and weighing critical issues and identifying specific tasks. Membership for these Implementation Working Groups should be identified as part of that process as well.

The number and titles of the working groups will vary depending on the type and complexity of the strategies being pursued. The following list provides some key recommended working groups used in many collaboration processes and a description of their primary assigned functions and responsibilities.

Joint Implementation Committee (Task Force)

This committee is typically made up of the fire chiefs or chief executives of each of the participating agencies. It may also include outside stakeholders such as business and community interests. The responsibilities of this group are to:

- Develop goals and objectives which flow from the joint vision statement approved by the policymakers.
- Include recommendations contained in this report where appropriate.
- Establish the workgroups and commission their work.
- Identify anticipated critical issues the workgroups may face and develop contingencies to address these.
- Establish the legal recourse for the Fire Authority.
- Establish timelines to keep the workgroups and the processes on task.
- Receive regular updates from the workgroup chairs.
- Provide regular status reports to the policymakers as a committee.

Governance Working Group

This group will be assigned to examine and evaluate various governance options for any cooperative service effort. A recommendation and the proposed process steps will be provided back to the Joint Implementation Committee and the Policymaker Group. Once approved, this working group is typically assigned the task of shepherding the governance issue through to completion. The membership of this group typically involves one or more elected officials and senior management from each participating agency. Equality of representation is a key premise.

Administration Working Group

Working in partnership with the Governance Working Group, this group will study all of the administrative and legal aspects of the selected strategies they are assigned and will identify steps to ensure the process meets all administrative best practices and the law. Where necessary, this group will oversee the preparation and presentation of policy actions such as joint resolutions, dissolutions, and needed legislation to the policymakers. The membership of this group typically involves senior management staff from the entities involved and may also include legal counsel.

Operations Working Group

This group will be responsible for extensive work and may need to establish multiple sub-groups to accommodate its workload. The group will work out all the details necessary to make operational changes required by the strategy. This will involve a detailed analysis of assets, processes, procedures, service delivery methods, deployment, and operational staffing. Detailed integration plans, steps, and timelines will be developed. The group will coordinate closely with the Logistics/Support Services Working Group.

The membership of this group typically involves senior management, mid-level officers, training staff, volunteer leadership, and labor representatives. This list often expands with the complexity of the services being provided by the agencies.

Logistics/Support Services Working Group

This group will be responsible for any required blending of capital assets, disposition of surplus, upgrades necessary to accommodate operational changes, and the preparation for ongoing administration and logistics of the cooperative effort. In addition, this group will review and determine costs to consolidate the network technology, combine RMS & staffing systems, standardize communications, and create data pipelines for data reporting. The membership of this group typically involves mid-level agency management, administrative, and support staff. Where involved, support functions such as fleet maintenance should also be represented.

Finance Working Group

This group will be assigned to review the financial projections contained in the feasibility study and complete any refinements or updating necessary. The group will look at all possible funding mechanisms and will work in partnership with the Governance Working Group to determine the impact on local revenue sources and options.

Where revenue is to be determined by formula rather than a mill rate, such as in a contractual cooperative venture, this group will evaluate various formula components and model the outcomes, resulting in recommendations for a final funding methodology and cost distribution formula. The membership of this group typically involves senior financial managers and staff analysts and may also include representatives from the fire departments' administrative staff.

Volunteer Working Group

This group will be responsible for developing proposals and practices of the volunteers into the integrated agency. This often includes reviewing existing volunteer response patterns, training activities, recognition activities, recruitment and retention programs, rank structure, authority, roles, and responsibilities. This group typically is made up of volunteer leadership and may also include senior management staff. This is a small but important group, and to the extent their roles change, it is critical that they be engaged in the change-making process.

Labor Working Group

This group will have the responsibility, where appropriate, for blending the workforces involved. This often includes analyzing differences between collective bargaining agreements, shift schedules, policies, and working conditions. The process also includes working toward the development of a consensus between the bargaining units on any unified and cooperative agreement that would be proposed. Often, once the policymakers articulate the future vision, labor representatives are willing to step up and work together as a team to identify challenges presented by differing labor agreements and offer potential consensus solutions. The membership of this group typically involves labor representatives from each bargaining unit, senior management, and, as needed, legal counsel. This does not supplant any obligation to bargain.

Communication Working Group

This group will be charged with developing internal and external communication policies and procedure to ensure consistent, reliable, and timely distribution of information related exclusively to the cooperative effort. The group will develop public information releases to the media and it will select one or more spokespersons to represent the communities in their communication with the public on this process.

The importance of speaking with a common voice and theme, both internally and externally, cannot be overemphasized. Fear of change can be a strong force in motivating a group of people to oppose that which they do not clearly understand. A well-informed workforce and public will reduce conflict. The membership of the group typically involves public information officers and senior management.

Continued Communication & Updates

Once the working groups are established, they will set their meeting schedules and begin working on their various responsibilities and assignments. It will be important to maintain organized communication up and down the chain of command. The working group chairs should also report regularly to the Joint Implementation Committee. When the working groups identify new challenges, issues, impediments, or opportunities, this needs to be communicated to the Joint Implementation Committee right away so that the information can be coordinated with the findings and processes of the other working groups. Where necessary, the Joint Implementation Committee and a working group chairperson can meet with the policymakers to discuss significant issues that may require a refinement of the original joint vision.

The process is continual as the objectives of the plan are accomplished one by one. When sufficient objectives have been met, the Joint Implementation Committee can declare various goals as having been fully met, subject to implementation approval by the policy bodies. This formal “flipping of the switch” will mark the point at which implementation ends and integration of the agencies, to whatever extent has been recommended, begins.

Section III: APPENDICES

APPENDIX A: DETAILS OF THE STAKEHOLDER INTERVIEWS

Triton interviewed a wide variety of all three of the fire departments' internal and external stakeholders. The purpose of these interviews was to gain a better understanding of issues, concerns, and options regarding the emergency service delivery system, opportunities for shared services and/or consolidation, and expectations from community members.

As noted previously, the information solicited and provided during this process was in the form of "people inputs" (stakeholders individually responding to our questions), some of which are perceptions reported by stakeholders. All information was accepted at face value without an in-depth investigation of its origination or reliability. The project team reviewed the information for consistency and frequency of comment to identify specific patterns and/or trends. Multiple sources confirmed the observations, and the information provided was significant enough to be included within this report. Based on the information reviewed, the team identified a series of observations, recommendations, and needs and confirmed with multiple sources that all was significant enough to be included within this report.

Stakeholders were identified within the following groups: Elected Officials, Department Heads, Business Community Leaders, Citizens, Chief Officers, Labor Leaders, Volunteer/Reserve Firefighters. Rank & File, and Administrative Staff. The responses have been summarized and are captured in Appendix B.

Fairmount Fire Protection District

Elected Officials, Business Community, & Citizen Groups

In your opinion, what are the advantages/positives/strengths of the existing emergency service delivery system?

- *We are one of the best small Fire Departments around.*
- *Our ISO rating is a "1" and the District's accreditation.*
- *We operate well together.*
- *Fairmount Fire District is financially sound.*
- *Our District is one of the best managed "boutique" fire agencies around.*
- *We have excellent personnel who do an excellent job, including duties as assigned.*
- *All three agencies have strengths and weaknesses that overall, complement each other.*

What are the disadvantages/negatives/weaknesses of the existing system?

- *Retention is a challenge; we are a steppingstone as well as a revolving door.*
- *We do not have a high demand for our services resulting in a low call volume.*
- *Due to Fairmount being a small Fire District, employees have less opportunities when compared to other fire agencies.*
- *The three agencies have different Standard Operating Procedures which results in confusion and inefficiency.*
- *From Stadium Medical's perspective, they are operating out of three separate agencies which have different operating conditions, policies, protocols and COVID restrictions.*
- *Volunteerism is changing. The home-based vs duty shift volunteer programs are changing.*
- *From JeffCom's perspective, dispatchers have consistency issues having to deal with three separate agencies "flavors", terminology, responses, COVID protocols, etc. It adds to the complexity and takes away efficiencies for dispatchers.*

Does the existing system provide the residents and community with acceptable protection?

- *Yes, Our ISO "1" rating and our Commission of Fire Administration International "CFAI" accreditation are exceptional.*
- *We operate as a finely tuned machine.*

How important do you think it is for the District to have its own Fire District?

- *All three agencies would need to come up with a neutral and agreeable name.*

Do you believe there would be advantages to consolidating/partnering with the other agency(s)?

- *Yes, overall consistency would better.*
- *Yes, from Stadium Medical's perspective, they would only have with one agency: not three.*
- *It would streamline Stadium's operations, communications, and their efficiency.*
- *Yes, there would be an increase in consistent volunteer training and opportunities.*

- *Yes, we would find economies of scale, utilize personnel in order to eliminate duplicate positions, and place apparatus and personnel in the appropriate locations.*
- *Yes, there is power in pooling health care and purchasing power opportunities.*
- *Yes, combining resources results in more efficiencies.*

Disadvantages?

- *Each agency has their own culture now.*
- *Possible loss of identities due to the name of the new agency.*
- *Who is in charge?*
- *We would need to blend the 3 cultures.*

In the event consolidation were to move forward, what is the one issue that, if not addressed properly, would be a deal-breaker?

- *Reducing the current number of Firefighter staffing.*
- *Make sure that a consolidation would not have any negative impacts.*
- *We would need to make sure there is job security for all personnel.*
- *That there is equal and equitable distribution of pay for all personnel.*
- *We would need to understand how the finances and taxing authority works out.*

Who and/or which groups do you think would be opposed to Consolidation?

- *Possibly the Golden City Council.*
- *Possibly the Golden City Manager.*
- *Some internal employees may feel threatened and fear security due to re-assignment.*

Chief Officers, Labor Leaders, Rank & File, Reserves & Volunteer Firefighters Representatives

What strengths contribute to the success of the Fire District? What do you do well?

- *#1 is customer service.*
- *We wear multiple hats and do many collateral duties.*
- *Operationally, we are a well-rounded District.*
- *Fairmount Fire Protection District is progressive and has positive and professional relationships with Arvada & West Metro Fire Protection Districts.*

- *We are held to high standards and do extremely well in training.*
- *Enjoy a positive history of developing people.*
- *We are diverse and are experts in Urban Interface Wildland Training and Response.*
- *We have good apparatus, a decent budget, and a good mix of residential and commercial.*
- *The District's ISO rating is a "1" and we are accredited.*
- *We follow best practices and are a data-driven organization.*
- *The District has an excellent training facility.*
- *We are very progressive and responsive to the community.*
- *Professional development is offered.*
- *We have some very loyal and dedicated people.*
- *Our organization supports us in always doing more for our community than is expected.*

What are some areas in which you think the District could make improvements?

- *We still have lingering "old guard" relationships from 27 years ago which is a challenge in our pursuit to improve.*
- *Do a better job of distributing messages and communication.*
- *We have a retention problem; career and volunteer members get trained then get picked up elsewhere.*
- *People "Cert Up" and leave; we are a revolving door.*
- *There was a big drop in volunteer retention when the FFPD pension went away.*
- *Some divisions work in silos.*
- *We have alignment issues, gaps in communication, unclear expectations and processes, and a seemingly large admin load for a small department.*

What do you see as the top critical issues faced by the fire departments today?

- *Economic changes and challenges.*
- *External neighboring threats from Arvada Fire & West Metro Fire.*
- *To retain the combination Fire Department model.*
- *We have a big retention problem.*
- *Our cultures are different; Golden has held onto the "old" ways.*

- *People today do not have the time to volunteer and commit like they used to.*
- *Lower pay scales make a negative difference.*

What opportunities, in your view, are available to improve the service and capabilities in the event consolidation were to take place?

- *Higher level of customer service.*
- *Closest unit response.*
- *Together, we could be a strong "powerhouse combination Fire Department."*
- *There would be numerous specialty opportunities for personnel.*
- *Fairmount Fire Protection District is strong in Haz Mat & Wildland, Golden is strong in Water Rescue and High Angle Rescue. When put together, they complement each other.*
- *If we come together, we will be much more efficient and have many more efficiencies due to economy of scale.*
- *Staffing model would improve, and training would be easier.*
- *Dispatch inconsistencies would improve by being one agency.*
- *Opportunities and more access for growth of personnel to try different specialties.*
- *Better coverage of services, especially in summer, due to multiple calls.*
- *Golden has more volunteers than Fairmount Fire, we could build on Golden's volunteers and create more opportunities for volunteers.*
- *A consolidation would eliminate duplication and decrease the number of Chiefs needed.*
- *We could streamline the positions throughout the new organization.*
- *Fairmount Fire has the only Regional Training Facility.*
- *The citizens would benefit from this consolidation.*
- *I think there is enormous potential for something great here if we build a new foundation based on a clear vision.*

What challenges do you see to consolidate the three entities?

- *Jointly moving beyond the "Old Culture."*
- *Home-based volunteers bringing only one or two Firefighters on the apparatus is not acceptable.*
- *Cultural issues still exist as do egos of the old guard.*

- *The budget and funding piece could be challenging.*
- *Resistance from Golden; they have an older generation of volunteers at Golden.*
- *We created a lot of growth and have a lot of pride; we would want to maintain.*
- *The three entities may be in different "phases" of the volunteer element evolution.*

What drawbacks do you see to the agencies combining?

- *None. A consolidation could be an incredible opportunity to be a nationally recognized program and an example of a superior combination department.*
- *Financial issues and how it will work financially.*
- *What would happen to the ISO rating and accreditation?*
- *If there is openness and transparency, this could be a great thing.*
- *None. It is in the best interests of these three agencies.*

What are the critical issues that you believe will need to be addressed prior to moving forward with consolidation?

- *Overcome cultural obstacles.*
- *Creation of the same Standard Operating Guidelines,' as well as the same training standards, same communications, etc.*
- *Job descriptions need to be balanced and offer the same level of service.*
- *Have a master vision of the overall plan and a roadmap of how we get there.*
- *Must give all personnel some security, get their input, and communicate.*
- *Communicate the new organizational structure in writing.*

Who or what groups do you believe would oppose consolidation?

- *The old guard pocket at Golden; they keep the tradition.*
- *The Golden City Government as they may be set in their ways and they need to be 100% in.*

Administrative Staff

In the event the City and the two Fire Departments move forward with consolidation, what duplicated costs do you believe would be eliminated and/or consolidated that would result in economy of scale?

- *The consolidation of apparatus would be more efficient.*
- *Only one budget, one financial statement, one budget committee. Those are costly processes.*
- *The cost of maintaining our facilities would be more efficient.*
- *Our retention would improve.*
- *Virtually, all currently-duplicated-costs could be eliminated.*

What are some areas within Administration do you think the departments could make improvements?

- *If consolidated, we would have more expertise in both Human Resources and Accounting.*
- *Working together, we would have a larger team, more support as well as backup.*
- *We are all multi-tasking now; with a consolidation we would benefit by having a bigger team.*

What do you see as the top critical issues faced by the fire departments today?

- *Maintaining response times.*
- *Retention is important and difficult to maintain now.*
- *The fire service has evolved, and we have become a steppingstone.*

What opportunities, in your view, are available to improve the service and capabilities in the event consolidation were to take place?

- *We would have more help and support in Information Technology.*
- *The opportunity to have more people to "bounce" things off of.*
- *Much better emergency response strengths.*
- *More opportunities for promotion in all areas including for both line personnel and civilian and office staff.*
- *Pooling resources would reduce costs and result in higher service.*
- *Eliminate duplication. In a consolidation do we need three or four of everything? The answer is No. We can downsize.*

What challenges do you see to a consolidation?

- *Possibility of some confusion in the beginning as well as concern and nervousness pertaining to fitting in.*
- *The unknown; who will the new Fire Chief be?*
- *Maintain good communication during the transition process in order to ensure that everyone is on the same page.*
- *Keeping everyone's morale up.*
- *How does the consolidation affect Fairmount's ISO 1 rating?*
- *Is the City of Golden willing to let it go?*
- *In order for the three entities to be represented, the structure of the governance will be important so that everyone is represented; a marketing plan is equally important.*
- *The elected officials from all three agencies will have to work hard at it to make it work.*

What drawbacks do you see to the agencies combining?

- *Citizens may oppose if there is a tax increase.*

Golden Fire Department

Elected Officials, Business Community & Citizen Groups

In your opinion, what are the advantages/positives/strengths of the existing emergency service delivery system?

- *Connection with the community.*
- *Each Department is smaller and more targeted.*
- *The Fire Department is busy, has a healthy relationship with the community and attends events.*
- *The dedication of the Volunteers.*
- *Golden is familiar with the College of the Mines as well as other businesses within Golden and has a working knowledge of the campus.*
- *Golden Fire Department has a long and successful history in the State as well as a positive reputation of being a Volunteer Fire Department.*
- *Offer a high level of professionalism and skillsets.*
- *An advantage is that the taxpayers do not pay for the services offered by the Fire Department.*
- *Golden Fire Department is the primary responder to rescue-type of emergencies.*
- *Excellent, high level and on-going training.*

What are the disadvantages/negatives/weaknesses of the existing system?

- *Financial impacts: each agency is trying to finance their own complete operation.*
- *Those who want to volunteer typically apply, train, gain experience and move on for a full-time job.*
- *Retention is extremely difficult.*
- *Duplication of each agency's day-to-day responsibilities.*
- *Sometimes staffing is limited now with smaller agencies.*
- *Each department now is struggling with resources to respond and using mutual aid.*
- *Meeting service level demands.*
- *Current staffing level is inadequate.*
- *Trying to determine whose district a call is in adds to confusion.*
- *Residence affordability: cost of living has increased.*
- *Call volume in the canyon.*

Does the existing system provide the residents and community with acceptable protection?

- Yes.
- *Right now, the separate systems are pretty stressed and stretched thin.*
- *Believes that it does 80% of the time.*
- *Golden has an aging population which generates additional requests for services by the Fire Department.*
- *There has been an increase in call volume ever since the Department moved over to Jeffcom.*
- *Under the current response system, when the request for assistance is outside their response area, there is no backup.*
- *Golden struggles with retention as they have both career and volunteers who leave the agency to go elsewhere.*

How important do you think it is for the District to have its own Fire Department?

- *Does not believe it is important when compared to the actual method of making the transition.*
- *This Fire Department has an exceptionally long history; in the event they decide to move forward with consolidation, it needs to be done the right way.*
- *Do not envision the Fire Department going away, it could be a deal breaker.*
- *Whatever model provides the residents the best service.*
- *Maintaining a sense of community is paramount.*
- *As long as we can maintain a sense of community, that is what is important, and a Consolidation is acceptable.*
- *Currently, each District / Department participates in public relations events. This needs to continue for the consolidated agency.*
- *Institutional knowledge needs to be maintained in each community.*

Do you believe there would be advantages to consolidating/partnering with other agency(s)?

- *Yes. There would be an efficiency in responses and no overlapping of apparatus for request for services.*
- *Yes, and this is predicated by having leadership in place and ensuring the community is involved and has a voice.*

- *Yes, it makes sense in streamlining operations, staffing, equipment, etc.*
- *The consolidating agencies need to be treated the same; Pleasant View is the same as Golden who is the same as Fairmount and all are equal members.*
- *There would be less Fire Chiefs.*
- *It would be beneficial for those that are currently a Fire District.*
- *Resource sharing, less overlapping of response apparatus, decrease in duplication of efforts are advantages.*
- *Yes, this falls on leadership. We need the right leadership in place and ensure community involvement.*
- *It makes sense to streamline operations, procedures, staffing, equipment, etc.*
- *Consolidation would allow increase in coverage, make available more opportunities for advance, increase staffing and would help with retention that all three agencies separately are suffering through.*
- *Improved Succession Planning.*

Disadvantages?

- *Some residents may believe that it will be too big.*
- *Retention could be a challenge.*
- *Increase in taxes.*
- *Cultural differences.*
- *Adequate funding is a concern.*
- *Consensus by the three agencies regarding the logo, name of the new District, etc.*

In the event consolidation were to move forward, what is the one issue that if not addressed properly, would be a deal-breaker?

- *Lack of communication.*
- *Not conducting public meetings, updating the communities of the process and progress of consolidating.*
- *The constituent's opinions on the subject are vital; continued communication is necessary.*
- *Failure to develop a marketing plan—externally and internally.*
- *Ensuring the public that this results in an improvement in service delivery to all communities.*

- *Not having a clear understanding of the transition plan.*
- *Lack of making a commitment to maintain or exceed the level of service that is currently delivered.*
- *The purpose of consolidating these three agencies must make sense to the public and the public should clearly understand the transition plan.*

Who and/or which groups do you believe would be opposed to Consolidation?

- *Input from large employers and stakeholders, such as Coors, Jefferson County, etc., is needed.*
- *Possibly could be opposition from Goldens long-time volunteers.*
- *Some individuals resist change.*

Chief Officers, Labor Leaders, Rank & File, Reserves & Volunteer Firefighters

What are the strengths that contribute to the success of the Fire Department; what do they do well?

- *Speedy responses.*
- *We are flexible.*
- *We have an adaptive small career and large volunteer contingency.*
- *Our commitment to serve.*
- *Well trained volunteers.*
- *The relationship between career staff and both our home responders and duty shift volunteers is particularly good.*
- *The Fire Department attracts people due to the large variety of technical rescue calls.*
- *We try to reach out and have a collaborative working environment.*
- *Quite a few of our members live in town.*
- *Dedication to our jobs and figure out how to get things done.*
- *The Department's Special Rescue Teams responses are exceptionally good.*
- *Our volunteers are from a diverse group and participate in many areas.*

What are some areas in which you think the departments could make improvements?

- *Consolidation of efforts. Currently have multiple people doing the same job.*
- *Eliminate duplication of positions.*
- *Communication is weak.*
- *Come together to improve the services we offer our citizens.*
- *Consolidation of Administrative positions which are currently over-whelmed.*
- *Combine efficiencies.*
- *The new dispatch provider is an advantage and disadvantage.*
- *Drop boundaries.*
- *Currently, we lack consistency.*
- *Volunteer Captains and Battalion Chiefs are elected. They are not appointed based on proficiency.*
- *Standardize Officer Standards for career and volunteer officers.*
- *Initiate 24/7 Command Officers; currently, the shift Lieutenant is expected to be a Battalion Chief.*

What do you see as the top critical issues faced by the fire departments today?

- *There is no consistency for appropriate staffing levels.*
- *Lack of compliance regarding NFPA recommendations for SCBA & Ladder checks.*
- *Staffing challenges for Pleasant View which is staffed with two "2" per shift.*
- *Goldens current Budget in itself is small and funding is a critical issue.*
- *More staffing is needed; preferably 4 persons.*
- *24/7 coverage is needed.*
- *Fair representation is needed in Salaries and Benefits.*
- *Response and response times are challenging due to relying on home responder volunteers who are not always available; no guarantee they will respond.*
- *Utilizing volunteers to their full potential and capability is not always occurring.*
- *Three separate agencies with three different cultures that are wildly different.*
- *Improve retention.*
- *Due to stringent training academies, volunteer recruitment and retention is a problem.*

What opportunities, in your view, are available to improve the service and capabilities in the event consolidation were to take place?

- *Staffing is an opportunity: Fairmont has 4 Firefighters, Golden has 2 Firefighters; combined, we could have 3 Firefighters each.*
- *Sharing of resources.*
- *Closest unit responds first which may improve the auto and mutual aid responses.*
- *Coverage from all stations.*
- *Sharing each agency's specialty services.*
- *An increase in staffing, resources, and service delivery.*
- *Cost sharing minimizes duplication of service.*
- *Increased level of service to the communities,*
- *Improvement in retention.*
- *Increased opportunities for the volunteers.*
- *Maximizing resources*
- *Consistency in training and company operations.*
- *Enhanced services such as prevention, inspections, community risk assessment, etc.*
- *Potential to learn new skills.*
- *Standardization.*
- *Elimination of dual response and response times.*

What challenges do you see to consolidation?

- *Moving beyond past traditions.*
- *Home responders may feel they are no longer needed.*
- *There could possibly be pushback from the Directors or Chiefs.*
- *Funding*
- *Integration of all the specialty programs and teams.*
- *Should a consolidation move forward, the volunteers are concerned that the current number of volunteers could be limited or non-existent; this concern needs to be addressed in the event the consolidation occurs.*
- *The governance model: which one will be used?*
- *Demographics*

- *Standardizing funding resources.*
- *Maintaining identity.*
- *Support of the leaders from all three fire agencies.*
- *Boundary drops*
- *Organization, structure, and identification of assignments.*
- *Egos*
- *Compensation, Salaries, Benefits, Etc.*
- *Volunteer staffing*
- *Challenges of working with a new crew, assigned to a new station, etc.*
- *Equal compensation.*
- *How to address the existing volunteer fund / volunteer pension.*

What drawbacks do you see to the agencies combining?

- *Different short-term standards while in the initial transition.*
- *Barriers may not easily be eliminated.*
- *Golden could lose their character.*
- *Major drawback would be if we no longer participate in community events.*
- *Job security.*
- *The command staff.*
- *Loss of agency identity*
- *Pension issue once the three agencies merge into one.*
- *concern there will be a tax increase due to the consolidation of the Fire Department and two Fire Districts.*

What are the critical issues that you believe will need to be addressed prior to moving forward with consolidation?

- *Being factual and transparent.*
- *Great communication between everyone and at all levels.*
- *Explain how the new agency will be funded.*
- *What wages and benefits will be?*
- *The volunteers need to know what their future is in regard to the consolidated agency.*

- *All safety personnel / volunteers will be united under one name and with one uniform.*

Who or what groups do you believe would oppose consolidation?

- *Elected officials: however, it could be overcome with education.*
- *The home responder volunteers.*

Administration

In the event the Departments move forward with consolidation, what duplicated costs do you believe would be eliminated and/or consolidated that would result in economy of scale?

- *The position of Fire Chief; only one Fire Chief is needed.*
- *Consolidate specialized equipment and eliminate duplicated equipment and apparatus.*
- *Closing down or repurposing Golden Station 2 and Station 3, as they are not used or needed.*
- *Improved staffing for the new agency.*
- *Fleet maintenance services could be combined.*
- *Maintain one training center in lieu of the current three training facilities.*

What are some of the areas within administration do you think the Districts/Department could make improvements?

- *Reduction in overall costs.*
- *Improve efficiency in spending; consolidating provides increased buying power.*
- *Decrease in Administrative costs.*
- *Human Resources.*

What do you see as the top critical issues faced by the Fire Department today?

- *Maintaining adequate staffing; retention*
- *Lack of funding.*
- *Insufficient funding in the area of Administration.*
- *Cost and replacement of new apparatus is expensive.*
- *Golden Fire responding outside of their response area minimizes response resource capabilities.*

What opportunities, in your view, are available to improve the service and capabilities in the event consolidation were to take place?

- *Improved distribution and allocation of staffing throughout the response system.*
- *Cost sharing: Golden Fire Department cannot afford more staffing as a single response entity.*
- *Increased funding to support staff.*
- *Potential increase in salary.*
- *Enhanced revenues.*

What challenges do you see to consolidation?

- *The funding and structure of the new fire district.*
- *Mixing of cultures possibly forcing personnel to change.*
- *Naming the new agency as it needs to be representative of the area consolidated as a whole.*
- *The selection process for a new Chief will need to be accomplished.*
- *Members of the community who were raised here have specific ideas as to how things should be done.*

What drawbacks do you see to the agencies combining?

- *Lack of financial resources.*
- *Process of how finances between the three agencies will work out.*

Pleasant View Metropolitan District

Elected Officials & Business Community & Citizen Groups

In your opinion, what are the advantages/positives/strengths of the existing emergency service delivery system?

- *Small community where everybody knows one another.*
- *District is unincorporated which is incredibly positive.*
- *Our location is good; we are close to Golden Fire Department and approximately eleven minutes from Fairmount Fire District.*
- *We have longevity; our Fire Chief was born and raised here.*
- *Good Mutual Aid system.*

What are the disadvantages/negatives/weaknesses of the existing system?

- *Lack of adequate funding.*
- *Pleasant View Fire District's response area is not as large as Golden and Fairmont Fire's response areas.*
- *Pleasant View Fire has aging apparatus.*
- *There is a significant influx of people coming here.*
- *One truck, one station and one crew consisting of 80 to 90% volunteers.*
- *Funding is an issue.*

Does the existing system provide the residents and community with acceptable protection?

- *Yes!*

How important do you think it is for the District to have its own fire department?

- *Gigantic, if we had adequate funding.*
- *Our aging residents have fought to remain with this Fire District.*
- *It is important.*
- *There is separation in feelings when it comes to standing alone and consolidating.*

Do you believe there would be advantages to consolidating/partnering with the other agency(s)?

- *Yes, collaboration!*
- *New developments and enhancement of resources and funding.*
- *Salary parity.*

- *Increase in response resources.*
- *Increase in requests for services.*

Disadvantages?

- *Concern that Golden and / or Pleasant View will not respond quick enough.*

In the event consolidation were to move forward, what is the one issue that, if not addressed properly, would be a deal-breaker?

- *Increase in taxes.*
- *Politics.*
- *Not allowing the two smaller departments to have a vote.*
- *Lack of a shared governance model.*
- *Representation on the Board.*

Who and or which groups do you think would be opposed to Consolidation?

- *Business groups*

Officers, Rank & File, Reserves & Volunteer Firefighters

What strengths contribute to the success of the fire department? What do you do well?

- *Excellent training standards and training program.*
- *Reserve Firefighters are pleased with their pension program.*
- *Equivalence*
- *Open mindedness.*
- *Recognition of different viewpoints.*
- *Our culture is healthy.*
- *We get along well and take pride in what we do.*
- *We are a very close-net group and work well together.*
- *Dedication to serve.*

What are some areas in which you think the departments could make improvements?

- *Retention*
- *Staffing levels as; there are days when we have only two responders.*
- *No backup policy for backfilling a paid member's absence.*
- *Maintaining our culture.*

- *A centralized resource management system.*
- *Budget struggles, i.e., fire apparatus.*
- *Sick leave and vacation benefits are exceptionally low.*
- *Lack of consistency in pay.*
- *There is a disconnect between the Directors and the Firefighters.*
- *Lack of involvement in Budgetary matters.*
- *Too many collateral duties.*
- *Volunteers' shifts are 36 hours per month and are not broken into platoon.*

What do you see as the top critical issues faced by the Fire Departments today?

- *Budget which impacts staffing, equipment, and facilities.*
- *Current District members are testing elsewhere; the system that once worked no longer does.*
- *Retention of both career and reserve/volunteer firefighters.*
- *Resources*
- *Staffing is a challenge when we do not have qualified drivers available to cover when someone is ill or cannot come to work.*
- *Apparatus maintenance issues.*
- *Front line engine is showing wear and tear.*
- *Salary for career Firefighters is low, due to budget constraints, increase in salary is a challenge.*

What opportunities, in your view, are available to improve the service and capabilities in the event consolidation were to take place?

- *Changing demographics presents an enormous opportunity such as the increase in revenues.*
- *Consolidation results in increase of staffing, resources, and service delivery.*
- *Cost sharing minimizes duplication of services.*
- *Increased level of service to the communities.*
- *Possibly an increase in retention.*
- *Increased opportunities for the volunteers.*
- *Maximizing resources.*
- *Consistency in training and company operations.*

- *Enhanced services in prevention i.e., inspections, community risk assessments, etc.*
- *Increased opportunities for volunteers.*
- *Uniform standardization.*
- *Elimination of dual responses / dual response times.*

What challenges do you see to consolidation?

- *Combining variations of Metropolitan District paring with a Fire District paring with a Fire Department.*
- *Funding resources (standardizing) i.e., the City component.*
- *Governance model.*
- *Maintaining identity.*
- *Support of the leaders of all three fire agencies.*
- *Organization, structure, and identification of assignments.*
- *Compensation, Salaries, Benefits, etc.*
- *Volunteer staffing and challenges of working with a new crew, assigned to a different fire station, etc.*
- *Equal pay amongst the Department and Districts.*
- *How to address the existing "volunteer fund / volunteer pension."*

What drawbacks do you see to the agencies combining?

- *Changes in general... egos, attitudes, acceptance, and facilitation of change.*
- *Culture differences.*
- *Does this benefit the citizens and Firefighters more than now?*
- *Losing identity will not occur with Golden and Fairmont; it could with Pleasant View.*
- *The pension issue when the three agencies merge as one.*
- *While the community's believes consolidation is a plus, based on an increase in response personnel, fire apparatus, etc., they are also concerned that there will be a tax increase.*

Administration

In the event the two City Fire Departments move forward with consolidation, what duplicated costs do you believe would be eliminated and/or consolidated that would result in economy of scale?

- *Believes consolidating would save money for the District.*
- *Cost sharing for acquisition of emergency equipment could potentially be cost-shared.*

What are some areas within administration do you think the Departments could make improvements?

- *Administration is understaffed.*
- *Human Resources needs assistance.*

What do you see as the top critical issues faced by the Fire Departments today?

- *Insufficient Administrative support*
- *The need for additional staffing.*
- *Lack of funds.*
- *Retention.*

What opportunities, in your view, are available to improve the service and capabilities in the event consolidation were to take place?

- *Increased funding to support staff.*
- *Potential increase in salary.*
- *Enhanced revenues.*

What challenges do you see to consolidation?

- *Community members who were raised here and have specific ideas as to how things should be done.*
- *Younger populations are active in our community and think differently than those who have been here longer.*

What drawbacks do you see to the agencies combining?

- *Pleasant View is a much smaller District than Golden and Fairmount.*
- *Inadequate financial resources.*
- *Concerns how finances between the three agencies will work.*

APPENDIX B: AGENCY POLICIES

Agency Policies		FFPD	GFD	PVMD	
Type of Document	Policy Manual & Rules	Handbook & Policies	Handbook & Policy Manual	Comments	
Topics					
Administrative Leave	X	X	X		
Anti-Retaliation	X		X		
Attendance	X		X		
At-Will Employment Status	X	X	X	GFD has statement in Purpose section of Handbook	
Authority of the Board of Directors			X		
Badges			X		
Benefits	X	X	X		
Bereavement Leave		X	X		
Board Membership of Employees			X		
Call Back/Call In		X	X		
Career Tracks			X		
Changes in Personnel Data		X			
Classification Specifications & Plan/Job Descriptions		X	X		
Command Structure & Scope	X				
Commendations & Meritorious Service			X		
Communication with the Media - Release of Records	X				
Compensation	X	X	X		
Complaint Procedures			X		
Conduct/Behavior	X	X	X	GFD includes in Handbook & has separate policy; PVFD has in Policies under Personnel & Handbook	
Conflict of Interest	X	X	X		
Critical Incident Stress Debriefing			X		
Customer Service Expectations		X			
Definitions/Categories of Employees/Employment			X		
Desk/Locker/Storage Inspections	X		X		
Discipline	X	X	X		
Discrimination	X			FFPD also has an ADA non-discrimination policy	
Dispute Resolution	X				

Agency Policies <i>continued</i>	FFPD	GFD	PVMD	
Domestic Abuse Leave		X		
Driver's License Requirements	X		X	
Drug & Alcohol-Free Workplace	X	X	X	GFD includes in Handbook & has a separate policy
Education Incentives			X	
Emergency Recall			X	
Employee Assistance Fund		X		
Employee Assistance Program		X		
Employee Leave Donation		X		
Equal Employment Opportunity Policy	X	X	X	
Expenses	X		X	
Family & Medical Leave	X	X	X	
Family Support Liaison			X	
Funerals	X		X	
Grievance Procedure			X	PVFD has in Policies under Personnel & Handbook
Harassment	X	X	X	GFD includes in Handbook & has a separate policy; PVFD has in Policies under Personnel & Handbook
Health Examinations			X	
HIPAA Protected Information	X		X	
Holidays/Holiday Pay	X	X	X	
Hours of Work/Schedules	X	X	X	
Housekeeping	X		X	
ID Cards			X	
Investigative Leave		X		
IT User Security Policy		X		
Jury Duty/Court Time	X	X	X	
Lactation Breaks			X	
Line-of-Duty Death			X	
Line-of-Duty Death & Serious Injury Notification			X	
Maternity Leave			X	
Member Speech, Expression, & Social Networking/Media	X		X	
Military Leave	X	X	X	
Nepotism & Conflicting Relationships			X	PVFD has in Policies under Personnel & Handbook
No Absolute Right of Work Stoppage or Slowdown	X			
No Sexual Activity	X			
Off Duty Conduct	X		X	

Agency Policies <i>continued</i>	FFPD	GFD	PVMD	
On-Duty Voting in Statewide Elections	X	X	X	PVFD has in Policies under Personnel & Handbook
Outside Employment		X	X	PVFD has in Policies under Personnel & Handbook
Overtime	X	X	X	PVFD has in Policies under Personnel & Handbook
Parental Leave			X	
Pay Plan Guidelines		X		
Pay Practices		X		
Performance Evaluations		X	X	PVFD has in Policies under Personnel & Handbook
Personal Appearance Standards	X	X	X	
Personal Gain Prohibited	X			
Personal Issues	X			
Personal Leave	X		X	
Personal Projects On-Duty			X	
Personnel Records	X	X	X	PVFD has in Policies under Personnel & Handbook
Physical Fitness	X		X	
Political Activity		X	X	
Position Descriptions			X	
Pregnancy, Childbirth & Related	X			
Promotions & Transfers	X		X	PVFD has in Policies under Personnel & Handbook
Public Health Emergency	X			
Recruitment/Selection/Appointment	X	X	X	
Reference Inquiries	X			
Release of Information		X	X	
Religious Holiday Observance		X		
Reporting for Duty			X	
Return to Work	X		X	
Sabbatical Leave		X		
Safety	X		X	
Separation from Employment	X	X	X	
Shift Substitutions (Trades)			X	
Sick Leave	X	X	X	
Sleeping Time			X	
Smoking/Vaping/Tobacco Use	X	X	X	
Staff Use of Internet, E-mail, Social Network & Cell Phones; Software	X	X	X	
Temporary Modified Duty		X	X	
Training & Education			X	

Agency Policies <i>continued</i>	FFPD	GFD	PVMD	
Training Time/Mandatory Training	X		X	
Training/Staff Development		X	X	
Tuition Reimbursement	X	X	X	
Uniforms	X	X	X	
Unpaid Leave		X	X	
Use of District/Department Property	X		X	
Use of District/Department Vehicles	X		X	
Vacancies			X	
Vacation/Annual Leave Accrual	X	X	X	
Volunteer Members/Program	X		X	
Weapons			X	PVFD policy is not clearly titled
Wellness & Fitness Program		X	X	
Whistleblower	X			
Work Week Definition			X	
Workplace Violence/Anti-Violence	X	X	X	
Work-Related Illness & Injury/Workers Comp	X	X	X	GFD includes in Handbook & has separate policy; PVFD has in Policies under Personnel & Handbook

Note: Some of the policies described in the preceding figures are under generalized headings in the documents, but they were important enough to be specifically stated for this analysis. Not all topics within generalized headings are noted separately. Some topics are combined in one agency and separate in others.

APPENDIX C: AGENCY COMPENSATION

Agency Compensation

— Average Salary —

Classification	FFPD	GFD	PVMD	Comments
Academy Coordinator/Recruiter		\$25/hr		Part-Time position/range
Administrative Assistant	\$55,620			
Administrative Coordinator		\$68,500		Included in salary table but no job description; requested from HR
Assistant Chief of Operations	\$118,059			
Battalion Chief	\$102,711			All incumbents are currently Grade I, salary shown; Grade II = \$97,821
Captain	\$82,641			FFPD has 2 grades for this classification; Grade II shown; Grade I = \$85,121; Currently have 1 incumbent as Training Captain
Captain Volunteer	X			Part of Stipend Program
Deputy Chief			X	Job description provided but no salary; position not included in 2021 staffing budget.
Deputy Fire Marshal	X	\$79,500		FFPD currently no position authorized & no assigned salary; Combined with Inspector in GFD.
Engineer	\$65,883		\$47,290	FFPD has 2 grades for this classification; Grade II shown; Grade I = \$70,534
Facilities and Fleet Services	\$77,862			Table 2-A calls Administrative Firefighter
Fire and Life Safety Technician	X			No associated salary at this time. Incumbent being paid at Fire Inspector rate.
Fire Chief	\$153,477	\$169,000	\$90,390	
Fire Inspector	\$52,706			FFPD has 3 grades for this classification but only 2 salaries; Grade II shown; Grade I = \$59,893
Fire Marshal	\$107,498	\$120,000		FFPD working title is Division Chief-Fire Marshal; Grade II shown; Grade I = \$110,724
Fire Mechanic		\$64,500		
Fire Operations Officer		\$95,500		Uses working title of Captain; duties similar to PVMD Operations Captain.
Firefighter	\$59,893	\$60,000		FFPD has 4 grades for this classification; Grade I shown; Grade II = \$56,270; Grade III = \$52,706; no data provided for Grade IV.

Agency Compensation cont'd.	FFPD	GFD	PVMD	
Information Technology Manager	\$88,976			
Lieutenant	\$77,862		\$51,015	FFPD Grade I shown; Grade II = \$73,070
Media Services Assistant		\$47,000		
Office Manager	\$80,197		\$63,654	
Operations Captain			X	Job description provided but no salary; position not included in 2021 staffing budget; Similar duties to GFD Fire Operations Officer.
Planning-Risk Management Chief	\$107,498			Working title is Division Chief-Planning/Risk; Grade II shown; Grade I = \$110,724
Probationary Firefighter Volunteer			X	No salary, per staff.
Shift Officer		\$90,600		Uses working title of Lieutenant.
Training Chief	\$107,498			Working title is Division Chief-Training; Grade II shown; Grade I = \$110,724
Training Officer		\$95,500		Use working title of Captain.
Volunteer Firefighter	Varies		\$8.33	FFPD has 4 grades of job descriptions & 3 Stipend Programs: (1) Shift Pgrm, Quarterly \$200. for 9-12 Hour Shifts per Qtr. (2) In Dist. Shift Pgrm. Quarterly \$200. for 60 points @ 3.34 per point per Qtr. (3) Reserve Pgrm. Pay class based on Cert. Level: Prob. FF IV & III, \$40. per 12 hr.shift, Reg. FF II \$70. per 12 hr. Shift & Engineer & Above \$90. Per 12 hr. shift.
Volunteer Firefighter Lateral				GFD provided job description but no salary data; does not appear in Pay Plan.
Volunteer Firefighter Recruit				GFD provided job description but no salary data; does not appear in Pay Plan.
Volunteer Lieutenant	X			Would fall under one of the 3 Stipend Programs above.

Note: Data for GFD salaries provided by HR Director.

APPENDIX D: AGENCY JOB DESCRIPTIONS

Classification	FFPD	GFD	PVMD	Comments
Academy Coordinator/Recruiter		X		
Administrative Assistant	X			
Administrative Coordinator		X		
Assistant Chief of Operations	X			
Battalion Chief	X			FFPD has 2 grades for this classification
Captain	X			FFPD has 2 grades for this classification
Captain Volunteer	X			
Deputy Chief			X	
Deputy Fire Marshal	X	X		Combined with Inspector in GFD
Engineer	X		X	FFPD has 2 grades for this classification
Facilities and Fleet Services	X			
Fire and Life Safety Technician	X	X		
Fire Chief	X	X	X	
Fire Inspector	X			FFPD has 3 grades for this classification
Fire Marshal	X	X		FFPD has 2 grades for this classification
Fire Mechanic		X		
Fire Operations Officer		X		Similar duties to PVMD Operations Captain
Firefighter	X	X		FFPD has 4 grades for this classification
Information Technology Manager	X			
Lieutenant	X		X	FFPD has 2 grades for this classification
Media Services Assistant		X		
Office Manager	X		X	
Operations Captain			X	Similar duties to GFD Fire Operations Officer
Planning-Risk Management Chief	X			FFPD has 2 grades for this classification
Probationary Firefighter Volunteer			X	
Shift Officer		X		Review Desc to determine comp
Training Chief	X			FFPD has 2 grades for this classification
Training Officer		X		
Volunteer Firefighter	X		X	FFPD has 4 grades for this classification
Volunteer Firefighter Lateral		X		
Volunteer Firefighter Recruit		X		
Volunteer Lieutenant	X			

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