



**A Master Plan Study for the  
Carbondale & Rural Fire Protection  
District**

**August 5, 2015**

Almont Associates   Mark Chain Consulting, LLC   Lamont Planning Services, LLC  
FootSteps Marketing   Rosall, Remmen & Cares

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# **MASTER PLAN**



## **COMMUNITY INPUT FOR THE FUTURE**

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## **INTRODUCTION**

The Carbondale & Rural Fire Protection District has undertaken the task of putting together a new Master Plan in 2015. The District has started this process for a number of reasons. The current Master Plan for the District had a time horizon of 2004 through 2014. That Master Plan formed the foundation of an upgrade in the Emergency Medical Services capability which included increasing the full time staff to move forward to a Paramedic Level of Service. The Master Plan also provided for the purchase of approximately 2 acres of land for the purpose of building a new District Headquarters building, expand and modernize Station 81 – the main station located in Carbondale, and upgrade a few of the outlying stations.

A number of challenges presented themselves to the District as the upgrade in facilities was being completed. The first was the coming of the Great Recession in late 2008. This resulted in a financial challenge for the District as it relies for most of its funding on property taxes and property values dropped significantly. It was evident that property tax receipts would decrease substantially a few years down the line (starting in budget year 2011). Another change was that with the Great Recession population growth that had been steady for nearly 20 years began to slow.

The District reached out to the citizens in November 2011 and obtained approval for a temporary mil levy increase which was effective for 2012 and 2013. This allowed the District to maintain its Level of Service without any cuts for the two – year period. That election focused on a two-year funding time horizon only because the Board of Directors was unsure of the direction of the economy and when Western Colorado would emerge from the Recession.

The District approached voters again in November 2013 with a new mil levy proposal. That tax question was unsuccessful. To deal with the significant decline in revenues, the District trimmed its expenditures, cut staffing levels and has been using its reserves in

order to maintain the same Level of Service. This deficit spending is unsustainable for the long-term. In light of that situation, the Board of Directors and District staff began to review its operations and investigate effective ways to cope with the decline in revenues. Evaluation of the mission and the manner of delivering fire protection and emergency medical services to citizens of the District was scrutinized.

A Citizens Advisory Committee (CAC) was formed in the spring of 2014 to look at the background and workings of the District and provide the Board with recommendations for the near-term future. One of the primary recommendations was to undertake a comprehensive Master Plan Study to review District operations, facilities, staffing, and current pattern of deficit spending and make recommendations for the near - term (five year) and medium - term (10 year) futures.

The result is this Master Plan Study. Two separate consultant teams were selected to perform and guide the process. Almont Associates based in Florida was charged with conducting a review of the organization, operations, staffing level, maintenance of facilities and equipment and other technical analyses of the Fire Protection and Emergency Medical Services provided by the District. A local consultant team headed by Mark Chain Consulting was in charge of the Public Outreach component of the Plan. This included coordinating an extensive series of public meetings, an extensive random survey sent to over 20% of District residents and a revamping of the District website and other digital media in order to better communicate with District residents in the future.

This report is divided into two sections. The first section is the Analysis and Study by Almont Associates. The second section is the summary and findings of the public outreach portion of the Master Plan, survey results, and brief report from Mark Chain Consulting and the sub-consultants.

All of the consultants involved in the Master Plan feel that a comprehensive analysis of the District has been conducted both internally and externally and strong foundation has been laid for the District to move forward in an effective manner to meet the needs of the citizens of the Carbondale and Rural Fire Protection District for many years into the future.

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# MASTER PLAN

## COMMUNITY INPUT FOR THE FUTURE

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## Part One



*ALMONT ASSOCIATES*

We Specialize in Fire, Police, EMS & Emergency Management Assistance

## A Master Plan Study for the Carbondale & Rural Fire Protection District

July 2015



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## *ALMONT ASSOCIATES*

August 3, 2015

Carbondale & Rural Fire Protection District  
c/o Gene Schilling, President of the Board  
300 Meadowood Dr.  
Carbondale, CO 81623

Dear Mr. Schilling:

Almont Associates is honored to present this Master Plan Study for the Carbondale & Rural Fire Protection District (District.) The entire staff of the District was very professional and cooperative. In every interaction with the staff of the District they continually demonstrated a high level of professionalism. Throughout the entire process they provided all of the requested information in a timely manner. It is very clear that the leadership of the District is competent and capable of leading the department into the future.

The District board members provided the Almont team with a clear understanding of the organizational picture and the desire for the service provided by the fire department. The Carbondale & Rural Fire Protection District is truly an organization capable of meeting the needs of the citizens residing in the jurisdiction. This report highlights the positive attributes and addresses the areas of concern. The report makes numerous recommendations based on comparisons to recognized standards and common practices across the United States.

As we noted at the beginning of the relationship between the District and Almont, we stand ready to assist in any way necessary to successfully implement the results of this Master Plan. We feel that it is incumbent upon our staff to support the efforts of the District. In this we are different than many consultants. We truly believe that we are involved in a long-term relationship that goes far beyond the completion of this project. Thank you for providing Almont staff with the opportunity to serve you and the entire staff of the District.

Respectfully,

*Tom Weber*

Tom Weber  
President

## Executive Summary

This document outlines a detailed report resulting from a community driven planning process for the Carbondale and Rural Fire Protection District (District.) This master planning process was conducted in an effort to insure an effective public outreach and public education process was completed in addition to this formal analysis of the Carbondale and Rural Fire Protection District service delivery system. The report has been developed with a review and subsequent summary in ten (10) areas within the District's operation. This report also concludes with a list of recommendations intended to serve as a guide in future decision-making for the District's board members and department leadership.

The staff and board members of Carbondale and Rural Fire Protection District have provided significant amounts of information and feedback as the Almont team requested data to analyze. This project was supported by information gathered from internal and external stakeholders through a variety of surveys and data collection instruments. Internally, staff and board members participated in direct interviews, SWOT sessions, and anonymous surveys. Externally, citizens and business owners completed surveys, participated in direct interviews, and attended "town hall" style meetings. Without this level of involvement on the part of the stakeholders, a quality assessment would not have been possible.

The ***Organizational Analysis and Overview*** section of this report provides an understanding of how the District was formed. The section also provides an overview of the department and District board's structure and operation. This assessment found that the District is a legally established organization and functions within its statutory areas of responsibility. However, there are some areas in which the department and board structure should be addressed.

The Planning Process section addresses the master planning process, stakeholder feedback, mission, vision, and values of the District. This section also outlines a set of strategic initiatives, goals, and objectives to support future efforts should the District choose to move toward international accreditation. These goals and objectives are supported by a series of recommendations located at the end of the document. As a result of this master planning process, the combined volunteer and career staff of the District intentionally chose to refine its mission statement and reduce its core values from a daunting list of 36 to an easily understood list of four (4).

The ***Inter-Agency and Governmental Agreements*** section reviewed the existing state of mutual aid agreements to which the District is a participant. This review identified areas to which the District

provides emergency response services into, but does not have agreements to formally provide services. Formalized and current mutual aid agreements are an essential part of operations as they provide clear delineation of the expectations and areas of responsibilities of each party and protection for the District.

The **Organizational Development** section provides an assessment of the departmental structure, board, and lines of communication within the District. This assessment resulted in key issues that must be addressed by the board to insure an effective operational environment within the District. In its current form, District board members are allowed to serve as volunteer firefighters which cause concern with the doctrine of incompatibility.

The **Organizational Productivity** section provides a comprehensive assessment of the District's revenue trends (taxes and ambulance fees) expenditure trends, and conducts economic modeling based upon possible improvements in capital replacement planning and staffing improvement. This section is intended to provide District board members and the public an understanding of the historical, current, and future economic impact associated with the operation of Carbondale and Rural Fire Protection District. It is clear in this section that the continued deficit spending pattern in which the department finds itself cannot continue without dire consequences in the near future. Historically, the District's leadership has made severe cuts to curtail spending. Further cuts will reduce the abilities of the department and negatively impact the delivery of service.

Like most departments within the United States, responses to medical emergencies account for a majority of the department's demand for service. As a result, the **EMS Delivery** section provides for an analysis of the District's quality assurance program, current level of response and coverage as well as projected future response and coverage. The District must further develop the quality assurance program to insure a proper level of care is provided for all paramedic level treatment and interventions. It also became apparent that the current medical director arrangement between the District and physician is being managed under a loosely developed arrangement. This relationship must be further developed and formalized to insure proper medical direction is always in place to support the District staff.

The **Staffing** section provides for an assessment of the District's operational, administrative, and volunteer structure and response capabilities. This section also addresses response times and trends within the community. It also takes into account trends occurring on the state and national level which

could impact the delivery of services within the District. An analysis of the District standard of response coverage is also provided within this section and provides some feedback as to potential improvements in the usage of volunteer personnel to improve the quality of care to patients experiencing medical emergencies. In conducting this analysis, it became clear that the department is currently using response time reports in an “average” reporting format and this should be changed to a “fractile” report. The average response time of the District is currently more than 9 minutes and 45 seconds (9:45.) The department’s average response time is currently being negatively impacted by incidents that have very extended “task time” which result from being in rural parts of the District. Further impacting the average response time is the issue of call concurrency. Concurrent calls were realized in more than 12.84% of the District’s EMS calls in 2011 and 18.66% in 2012. Concurrent calls are a critical area to address in delivering EMS services to the citizens of the District.

The ***Community Risk Reduction*** section addresses the department’s activities relative to life safety, fire prevention, code enforcement, public education, and public information. Specifically, the District can realize significant gains in its fire prevention and code enforcement activities. As a department serving three (3) counties and two (2) municipalities, the District must address the issue of code enforcement and increase the amount of annual fire inspections currently being completed. Comprehensive risk reduction programs have the impact of reducing the community’s risk which can further improve the ISO score of the District.

The ***Comparison to National Standards*** section provides a comparison of the Carbondale and Rural Fire Protection District operation to other nationally accepted standards. These standards include the National Fire Protection Association, Insurance Services Office, National Incident Management System, and Center for Public Safety Excellence. As a result of this comparison, it is understood that Carbondale and Rural Fire Protection District must determine whether it will choose to adhere to either NFPA 1710 or 1720. Since the department is a combination department, either of the standards could apply. Under the current ISO grading, Carbondale and Rural Fire Protection District was given a split rating of 5 /9. Relative to the 5 rating, Carbondale and Rural Fire Protection District is better than 56% of fire departments in the state of Colorado and 68% of fire departments in the United States.

The ***Maintenance of Facilities and Equipment*** section provides an assessment of the District facilities, apparatus, and equipment. This review identified the fact that a significant amount of the District’s

equipment has approached its useful life-cycle and replacement must be addressed in the near future. As an example, many of the District's inventory of self-contained breathing apparatus bottles were beyond their accepted life-cycle and presented a significant liability for the District. During the development of this report the District made the decision to make an "emergency" purchase and replace seventy-two (72) bottles. The department's leadership has developed a capital replacement plan, but the plan must be formalized and adopted as part of the District's operation.

The **Recommendations Matrix** provides a list of 75 very specific recommendations to be undertaken by the District to support the previously identified strategic goals, objectives, and critical tasks. These recommendations are grouped under headings correlated to the "divisions" within the departmental structure to provide areas of responsibility for each recommendation. To insure these recommendations become a reality, each must be assigned to a single person responsible for implementation and become part of the formal communication process between department leadership and the board.

### **Observations and Conclusions**

The board members and staff of Carbondale and Rural Fire Protection District have done yeoman's work in navigating the department through very difficult economic times. Where staffing and budget cuts have been made, staff members have stepped up to shoulder the additional work. In some cases, staff members are significantly overloaded and operating outside of their formal job descriptions in an effort to see the department succeed. If the District continues to move forward under its current arrangement, levels of service will decrease and impacts to the community will be realized. The department must be proactive in addressing issues, effective in communicating, diligent in the execution of their mission, and focused on the vision of the District.

Thomas Jefferson was quoted as saying that "government closest to the people works best." As a special District under Colorado law, one cannot get any closer to the people. The responsibility of the District is to develop its collective "story" into a format that can be easily communicated to the citizens of the District. Informed citizens will find it easier to determine the level of service they desire and support funding initiatives to operate at that level. Should the District not tell this story someone will, and the citizens will be left to make their own judgement accordingly.

The staff and leadership of Carbondale and Rural Fire Protection District are a group of capable professionals who can serve the citizens of the District well. It has been a pleasure for the Almont team to work with each of them on the development of this Master Plan.

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## 1.0 Carbondale & Rural Fire Protection District Emergency Delivery Services

### 1.1 Analysis Overview

After careful consideration of Carbondale’s stated needs, Almont understood that CRFPD serves an area of slightly more than 300 sq. miles from five (5) stations. CRFPD functions as a full service emergency and non-emergency delivery system. The delivery of these services is accomplished under the direction of a board of directors and the leadership of a fire chief. The department is structured using a combination of full time and volunteer personnel.

Almont understood that CRFPD was in the final year of a previously adopted ten (10) year master plan. That master plan served to focus the organization on several areas of concern and provided a general direction to manage growing challenges within the jurisdiction. The District has made its desires clear in maintaining the services that use volunteers, and has gone to great lengths to communicate the value volunteers bring to the community.

It was understood that the Board of Directors for CRFPD and the leadership of the department desire to conduct a community driven planning process. Almont immediately began the work of data collection and analysis by working with CRFPD staff to collect relevant data. Concurrently with this data collection and synthesis process on the part of Almont, Mark Chain and associates began the process of conducting community and neighborhood based meetings in an effort to gather feedback from citizens.

On March 9<sup>th</sup>, Almont conducted a phone conference with members of the “steering committee” to begin the process of conducting the master planning process and outlining the responsibilities of the two consultants whose services were retained to develop and deliver the master plan. In the ensuing weeks a variety of conference calls were conducted as CRFPD staff began to deliver datasets requested by Almont.

On April 22<sup>nd</sup>, Almont staff conducted an “onsite” visit to further gather input from internal stakeholders. This process consisted of one-on-one interviews with board members, leadership team, career staff, and volunteers. The Almont team also participated in an external stakeholders meeting.

In addition to the direct interviews with board members, staff, and citizens, a series of survey instruments were administered to internal and external stakeholders. The data and information collected as part of these surveys was used as a basis for developing this master plan.

As part of the master planning process, CRFPD has identified its core services provided to the citizens and visitors of its jurisdiction. The District has worked to further understand and communicate the external influences on the organization, as well as the challenges associated with delivering these services. The needs of the District include developing a series of short-term, mid-term, and long range plans. These plans will serve as guides towards service delivery, program implementation, and financial sustainability and are paramount to the success of the master plan, as well as the welfare of the community it serves. The citizens served by CRFPD have invested their respective tax dollars with the department and expect a level of return on that investment. The Board of Directors and leadership of

CRFPD have a responsibility to provide that return on investment and effectively communicate what that level of return means to the citizens.

## 1.2 Organizational History

The Carbondale Rural and Fire Protection District was founded in 1953 as an all-volunteer fire department and remained as such until 1980 when the first paid fire chief was hired to lead the organization. The District began providing modern ambulance service with volunteer EMT-Basics in 1978. In the early 1980s, the Colorado EMT-Intermediate certification program was institutionalized and some Carbondale volunteers began the slow, methodical change to providing Advanced Life Support Services to the community. Dr. Mike Stahl was recruited as the District's Physician Advisor in the early 1980s and remains in that position today. Currently, the District operates four ambulances staffed and equipped to Advanced Life Support standards including at least one paramedic, or EMT – Intermediate (EMT-I) on every emergency call. Over the years, the ever-increasing demand and expectations of the public for advanced level emergency medical services has driven the need for more career EMTs and Paramedics at CRFPD. The same demands for service have driven the need for additional career fire fighter positions at CRFPD. All District operations are managed by a professional, career, Deputy Chief in charge of operations. Additionally, the administrative and maintenance demands on the District have driven the need for additional professional positions, including a full time fire marshal, training coordinator, and maintenance coordinator. Currently the District supports 18 full time positions and 65 volunteer fire fighters and EMTs. Throughout its history, the CRFPD has maintained its culture of "The Volunteer Spirit" and heavily depends on the community volunteers to deliver a high level of fire protection and emergency medical services to the community.

## 1.3 Legal and Operational Authority

The Carbondale Rural and Fire Protection District was established on January 10, 1955, as a quasi-municipal corporation and is a political subdivision of the state of Colorado. The District was created by court order to serve areas of Gunnison, Garfield, and Pitkin Counties (figure 1.) As a political subdivision, Carbondale Rural and Fire Protection District is afforded the governing authorities and responsibilities authorized under Title 32 Article 1, Colorado Revised Statutes. Because of its status as a political subdivision of the state Carbondale Rural and Fire Protection District, it is required to provide reports to other state agencies.

As a special District, Carbondale and Rural Fire Protection District is not unique. According to the Special District Association of Colorado, in 2008 there existed 253 Special Districts in the state. Special Districts are believed to be an effective and efficient methodology by which to fund services without straining other types of infrastructure. A unique benefit of the special District is the ability of the taxpayer to determine the specific levels of service provided by the District and fund those services accordingly.

Under Colorado law, counties are limited in the services it can provide (Colorado Department of Local Affairs). More often than not, these special Districts are formed to provide services to unincorporated

areas of a county. In addition to fire protection, other special Districts can be formed to provide the following services;

- Ambulance
- Health Service
- Sanitation
- Water
- Parks and Recreation
- Metropolitan
- Water and Sanitation
- Health Assurance

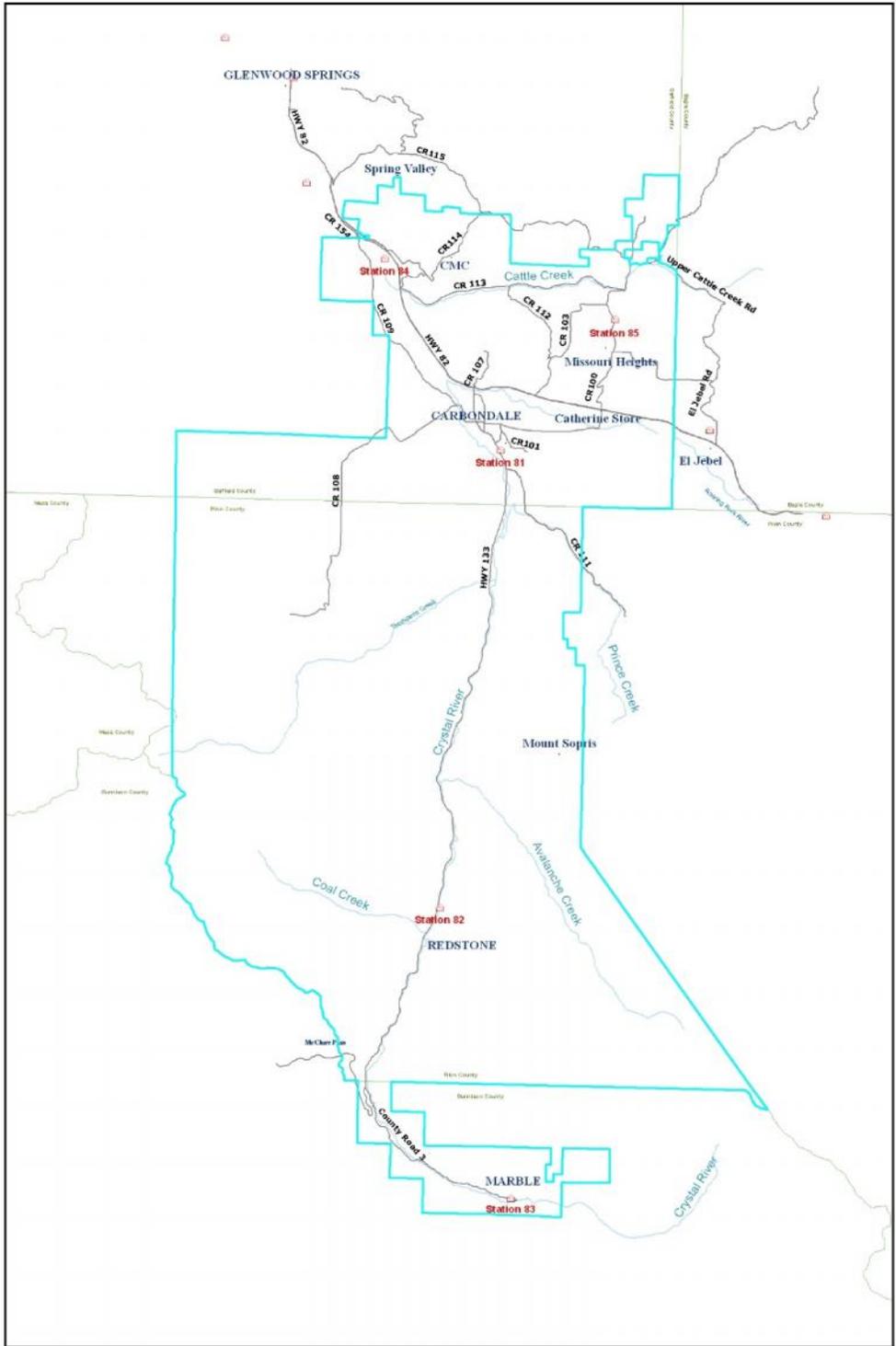


Figure 1- Tri - County Area / CRFPD Jurisdiction

## 2.0 Planning

### 2.1 Master Planning

#### 2.1.1 Strategic Plan

The Center for Public Safety of Excellence's Commission of Fire Accreditation International (CFAI) defines strategic planning as "... a process by which an organization envisions its short-term future and conducts the necessary analysis to effectively plan for that future." It can be further defined as the process by which members of an organization determine what it intends to be in the future and how it will get there. To put it another way, they develop a vision for the organization's future and determine the necessary priorities, procedures, and operations (strategies) to achieve that vision.

Of far greater importance is the ability to swiftly revise tactics to meet changing requirements of constantly moving, and at times, shrinking revenue sources. Success in today's environment requires District leaders to have the ability to create a vision of the organization's future direction, as well as, identify a plan to get there. Given the contraction and downsizing of the economy, organizations have been forced to rethink their strategies related to service levels and delivery. The most successful strategies have been ones with specific plans and implemented with employee involvement.

A strategic planning process that includes development of a plan with continuous monitoring, revision, and updating will create an environment that prepares a District for adjusting to difficult times while maintaining its ability to provide services. The level of service that is provided may not be the same as before, but the environment that we are now dealing with could very well establish a new set of expectations and redefine how services are provided. Strategic planning is a process by which adapting to changing environments is manageable with participation from the entire organization. It also provides a format for conducting a visionary approach to service delivery and allows an organization to be prepared for anticipated changes or to even modify its service delivery before change is forced upon it.

The very nature of a strategic planning process allows for flexibility to an ever-changing environment. This plan allows for the prioritization of work on organizational goals and objectives, while incorporating critical tasks into the annual budget process. The plan will serve as a reference and a means to measure progress throughout the upcoming years. Peter F. Drucker, professor of Social Science and Management, says, "*What we have to do today is to be ready for an uncertain tomorrow.*"

#### 2.1.2 Strategic Planning Process

The process included an internal environmental scan; prioritization of the scan results; a one-day planning session, which included a SWOT analysis; review of the strategic planning process; review of the environmental scan; review of the mission, values, and vision of the department. These sessions were conducted in two different time periods to allow as many members as

possible to participate. The initial meeting in conducting the SWOT was held immediately following a shift change to improve the possibilities of career shift staff being able to attend. In this meeting nearly all of the shift personnel attended and actively participated. The second meeting in the SWOT was held in the evening to allow for a higher participation rate relative to volunteer personnel. Personnel were allowed to attend either of these meetings based upon their personal schedules and input from participants in both sessions was high. In addition, the anonymous surveys of these two groups resulted in a significant number being returned and the information gathered was used as part of the SWOT sessions.

## 2.2 Stakeholder Feedback

### 2.2.1 Environmental Scan - Internal Stakeholder

As part of the environmental scan with the internal stakeholders, an anonymous survey was presented to the District's membership, which included three open-ended questions:

1. What is working well?
2. What is not working well?
3. What would you like to see change or incorporate in the future?

Data from 29 surveys were compiled into a spreadsheet, organized, and categorized. Categories for each question are listed below in priority order. The priority was determined by the number of members that mentioned this topic. Topics only mentioned once were not included in the prioritization analysis.

### 2.2.2 What's working well?

1. Good people/strong operations
2. Support from chiefs, board, leadership
3. Training
4. Volunteer staff willing/eager
5. Facilities / equipment

Other topics mentioned once include: pay/benefits, relationships with local, state, federal agencies and human resource management.

### 2.2.3 What's not working well?

1. Volunteer Participation/Certifications/Standards
2. Training/Training Attendance
3. Finances
4. Compensation/Benefits
5. Board Unification/Direction

6. Management Staff /Leadership Style
7. Turn Over/Retention
8. Internal Communications
9. Equipment/Bunker Gear
10. Public Outreach

Other topics mentioned once include: response times, communications system, live in residents issues, lack of communication, lack of professionalism and uniforms.

#### 2.2.4 What would you like to see change or incorporate in the future?

1. Community Outreach
2. Fiscal Management/Revenue
3. More Staffing
4. Training (proper, increased, expanded)
5. Leadership Changes
6. Equipment/facility replacement/improvement
7. Better pay/benefits

Other topics mentioned once include: accountability, stricter guidelines, clear direction from board, additional station, on-call chief system, EMS coordinator, improved radio system, wildland fire preparation/training, NFPA compliance, pro-activeness, marketing and improved internal communication.

#### 2.2.5 Environmental Scan - External Stakeholders

During the consulting firm selection process, CRFPD awarded the community feedback portion of the planning work to another consulting company. The process used by Almont Associates involves the validation of internal stakeholder work with external stakeholder data. In an effort to get applicable external stakeholder data, Almont consultants asked the Fire Chief and staff to conduct some feedback sessions with community groups in the area. One of the most effective external data collection methods is to meet citizens where they live, work, and play. Data was collected on external stakeholder strengths, concerns, expectations, and response times. The below tables (1 – 3) represent the data collected from the external stakeholder groups.

<b>Areas of Strength (Pride)</b>
Great service
The District provides excellent service now
The volunteerism in the valley is something to be proud of
Provides fire alarm and fire sprinkler inspections on new and remodeled buildings in town
24 hour coverage of Carbondale area
Fire Chief does an excellence job and interacts with surrounding departments well
New equipment
Always volunteering at events
Personnel & care they take
Assist recreation department (hosing down tennis courts, flooding ice rinks, provide medical standby at rodeo)
Very professional and present themselves at a high level
Response time within the town limits is excellent
Professional
Response times
Wide area of services
Wildfire capabilities
Staff & volunteer longevity
Fire District participates in safety training with town staff
The fire District has been willing to participate in town planning (infrastructure, development reviews)
Excellent training
Work with areas throughout valley
Community education
Knowing some employees-I know they take pride!
Never had any issues - proud of that
Quick in town!
Fast response
Training
Great fire employees
We need to do to fast, progressive growth instead of the old hippy-oriented past. Have a town manager who takes charge from the town council
In my experience everything seems good
Because of you our fire insurance is lower
Doing much better job communicating this year

The presence in our community from a visibility and response time commendation to a special effort in educating our community and children on fire and safety prevention
Recently moved to valley, so can't speak on this yet
Don't know
Very pleased with paramedic response to my house. People were well trained and very pleasant & helpful. Also in ambulance ride to Valley View.
Timely response to assisted living facilities
Competent, friendly toward patients
Having local residences of Redstone and Marble on staff
Frequent inquiries from staff personnel asking how District can be more proactive
Willingness to help with community events (July 4 <sup>th</sup> )
Smoke patrol in summer is great
Appreciate presence at RCA events like July 4 <sup>th</sup> Grand Illumination
Nice to have station in Redstone
Not much personal experience with service but have the impression that we have good people responding to calls
Good volunteer base, service and equipment

Table 1 - Areas of Strength (Pride)

Areas of Concern
Limited access out of Carbondale if weather/fire arises
Lack of regular business fire inspectors
Perception of “good ole boy” network
Financial health / lack of funding
Poor development review and lack of impact fee
Response time for outer areas
Is one ambulance enough?
Enough personnel that are EMT - Paramedic
As a resident of Swiss Village near Redstone, I worry about response time.
I would like to see defibs in communities that are far away - with training.
Education of what you do to the community
Full disclosure of what happens with the board
Need new blood or a refreshment to the board
Need transparency in budget and spending
Fast Response
Training / Keep training levels
Ability to access rural areas timely
Can't think of any
Communication/letting us know what you have done for us - it is very hard to brag about how great of a job you are doing! Let us know!
Funding for rural fire prevention
Funding for ambulance for quick response time
Possible lack of required equipment required to keep current
Hope District is proactive in being prepared for fire risk resulting from climate change/drought/low snowpack, etc.
Stay fiscally sound
Ability to handle forest fire in the Crystal River Valley area
Coordination with USFS
CRFPD belittling staff at assisted living facilities for calling 911 on certain patients
Last requested increase was large with no sunset or review
Old addition of fire code. Fire code should be coordinated with building code.
I am concerned with an increase in taxes. Our tax burden is already outrageous.
The District does not have current IGA with Carbondale. Need yearly inspections of commercial buildings. Town of Carbondale does not have expertise on staff to adopt and enforce code.

Table 2 - Areas of Concern

<b>Customer Expectations</b>
Humble, prompt, sincere service, well trained, and properly equipped
Thankfully, I have never had to use District services. District staff is excellent to work with.
Development review of projects to include hydrants, fire flow, etc. requirements provided to town in a report.
Reminder to community as to what the District does and how it is funded - just an idea
Evacuation plan? Where do we go?
Quick response time
Appropriate personnel for the situation
Educational piece - because this is a diverse area
Quick response times
Staff/volunteers that can handle emergency situations
Better education of how good our department is to the community
Top service 911
Prompt response
Trust
Quick, friendly, experienced
Fast response
Training
I have needed your help 4 times in the 36 years I have been in Carbondale - all were done with grace, care, and knowledge of what is needed to be done. Thank you!
Adopt a current IGA and fire code and perform maintenance inspection in the town
Quick response time
Preventive fire in rural areas
Full and rapid coverage and response time whether its fire or ambulance
Up-to-date and current amount of equipment to service our community properly
An adequate budget to provide amazing fire & ambulance services
Fast response times
Well-trained professionals w/ continuing education to stay up-to-date on skills etc.
Arrive on scene in timely manner
Treat residence of assisted living facilities like they are citizens and part of community

Staff Redstone station with medical personnel 24/7
Arriving on scene as quickly as possible
Having correct competencies for the job
Acting in a professional manner
Fast reliable fire and ambulance service without huge administration

Table 3 - Customer Expectations

External stakeholders were asked how fast they expect personnel and equipment to arrive on scene of a medical emergency. Figure 2 - Medical Response Time Analysis below demonstrates the analysis of the response time expectations:

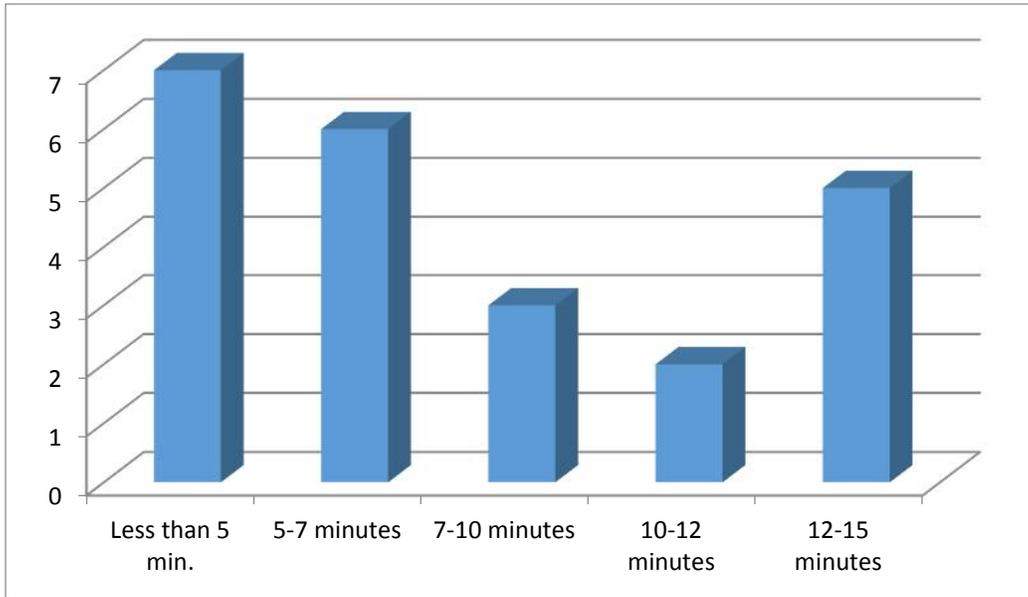


Figure 2 - Medical Response Time Analysis

External stakeholders were also asked how fast they expect personnel and equipment to arrive on scene of a fire or rescue emergency. Figure 3 - Fire Response Time Analysis below demonstrates the response time expectations:

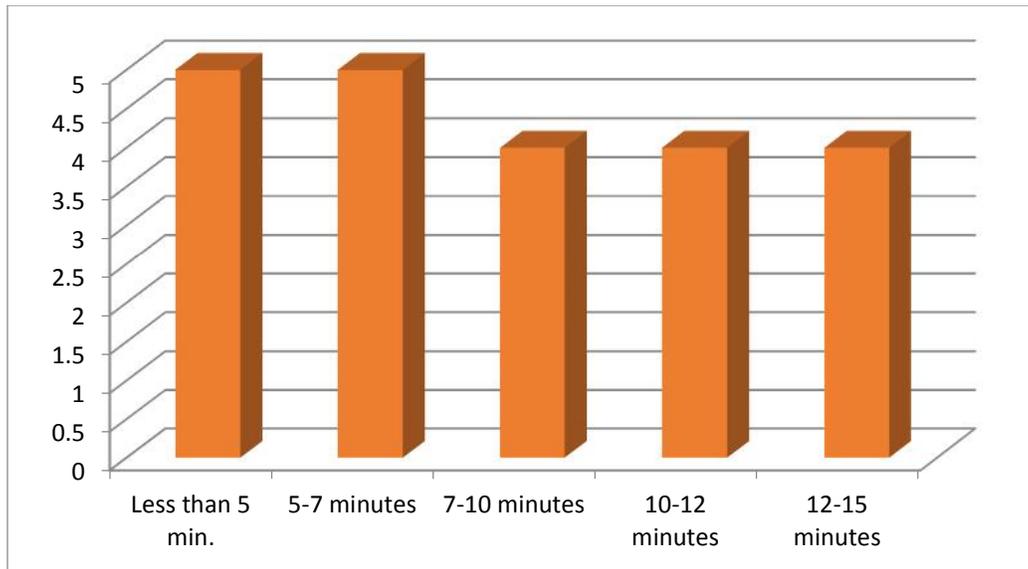


Figure 3 - Fire Response Time Analysis

### 2.2.6 External Stakeholders Data Facts & Observations

1. The anonymous data collection process utilized three (3) purposely vague questions about the strengths, concerns, and expectations of CRFPD. This process allows for participants to document the top items of each category without restriction on question design or facilitation. This produces a true unedited opportunity for feedback.
2. External stakeholder comments are a reflection of their perception or understanding about the current status and services of CRFPD. The data indicates that certain stakeholder's perception is not based on accurate information about the service that is provided by the department.
3. While this amount of data collected is not a statistically valid sample of the District stakeholders, it represents a snapshot of feedback that can validate internal work and guide public outreach efforts.
4. The feedback obtained on response time expectation for medical and fire response is significantly lower than what the department is capable of providing in many parts of the District response area.
5. One (1) external stakeholder provided a split response time for the Town of Carbondale and rural areas. While not able to show effectively in the charts above, this approach is an appropriate methodology to communicate response time baselines and benchmarks.

## 2.3 Strategic Plan Process

### 2.3.1 SWOT Analysis

The Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis is a vital exercise for the purposes of identifying a game plan for future organizational improvement. This process is challenging because it requires the internal stakeholders to analyze with a critical eye the organization as a whole. The identification of these four elements provides the foundation for the identification of service gaps and critical issues utilized when addressing and identifying goals and objectives.

During the site visit, two sessions were held with internal stakeholders. One session included volunteer members and the other paid (non-administrative) members. During these sessions, data collected through the anonymous survey was reviewed. Participants were provided with the opportunity to comment on the results of the survey and make any general observations. In large part, the internal stakeholders group did not find the results of the survey surprising.

Following the review of the collected data, internal stakeholders were asked to participate in a facilitated exercise to complete a SWOT analysis. Participants were encouraged to contribute in the process and add to the data collected in the survey. The results of the SWOT analysis are as follows:

### 2.3.2 Strengths

We dodge bullets well (limited resources available)	Fires get put out and patients get to hospital
Do a good job operationally	When people respond they do the best they can do
Paid staff appreciates volunteers on a personal level	One of the few Districts that allow volunteers on the District

Table 4 – Strengths

### 2.3.3 Weakness

Paid staff doesn't care about the knowledge, skills, and abilities of volunteer staff (has gotten better)	Advanced training affiliation with medical centers
Some policies are too rigid	Task book processes for volunteers. Handed out but not followed through by administration
Support from leadership is individualistic	Need an inclusive decision-making process.
Input is taken but no sincerity in the feedback that is given to admin	Conversations tend to be monologue and not dialogue

Table 5 – Weaknesses

### 2.3.4 Opportunities

More deployments for hospital, tech rescue, wild land	Possible international accreditation
Building inspections in older facilities	Training program that refreshes basic skills
Bring in outside trainers	Send people to train-the-trainer programs
Use training facility to bring regional training into Carbondale	Build relationships with contractors to identify "scrapes" of old buildings
Leverage training with other entities	Communicate and support attendance at training opportunities outside of the agency

Table 6 - Opportunities

### 2.3.5 Threats

Negative press	PIO function is not assigned not identified function. Current person with responsibility has many other duties.
Master plan not being implemented and measured.	Retention of talent
Unwillingness to change	Lack of volunteers
Cost of living to move into Carbondale	Public communications – they don't understand the current capabilities of the District
Militant (angry) resistance to change	Ideas are presented but 99% of the time blown off

Table 7 - Threats

### 2.4 Mission Statement

The purpose of the Mission Statement is to answer the following questions about the agency:

- Who are we?
- Why do we exist?
- What do we do?
- Why do we do it?
- For whom?

The District had an existing mission statement used throughout the District and posted on the website.

*To serve the communities within the Carbondale & Rural Fire Protection District and help create a safer environment through the provision of quality emergency services, public education, and prevention programs with a volunteer force supported by a paid staff.*

During the internal stakeholders meetings, a discussion was facilitated on the content, representation, and application of the mission statement. Feedback was obtained regarding various components and wording of the existing mission statement. Following the internal stakeholder sessions, it was clear to a majority of the agency's members that it was appropriate to modify the mission statement to be more clear and representative of the agency's existence. Several draft versions of the mission statement were created and provided to the agency for consideration. With the agency's approval the following modified mission statement was created:

**To serve the communities within the Carbondale & Rural Fire Protection District and help create a safer environment through the provision of quality emergency services, public education, and prevention programs with a professional dedicated force of volunteers and paid staff.**

## 2.5 Values

The District also had an existing list of values and guiding words. This list was created during the last master planning process that was conducted with internal staff. This list included the following:

Integrity	Safety	Honesty
Diligence	Ethics	Pride
Commitment	Flexibility	Trust
Respect	Enthusiasm	Caring
Tolerance	Community	Adaptability
Intuition	Open-Mindedness	Loving
Teamwork	Service	Loyalty
Professionalism	Perseverance	Courage
Kindness	Determination	Equality
Humor	Knowledge	Compassion
Patience	Excellence	Fairness
Creativity	Supportive	Change

An exercise was facilitated with internal stakeholders in an effort to identify core values. The results of this exercise were tallied and organized which produced four values that internal stakeholders felt best represented the foundational behavior expected of all members of the District. These values should represent the culture that prevails in the District’s everyday decision making, operations, and character.

**Integrity**

**Respect**

**Honesty**

**Professionalism**

2.6 Strategies / Goals / Objectives

<b>Strategy 1 – Governance and Administration</b>	
<b>Goal 1.1 – Exercise responsibility for the quality of the District through an organized system of planning, staffing, directing, coordinating, budgeting, and evaluation.</b>	
Objective 1.1.1 – Keep the CRFPD Board of Directors informed on all matters of significance by attending regular meetings, reporting significant events, and presenting evidence based data that will assist the Board with policy level decisions.	Ongoing
Objective 1.1.2 – Comply with the legal requirements of local, state, and federal governments within specified due dates 100% of the time	Ongoing
Objective 1.1.3 – Review and revise, as necessary, existing mutual aid agreement to include all mutual aid agreements annually.	Ongoing
Objective 1.1.4 – Review annually and / or establish automatic aid agreements to insure maximum credit for equipment / staffing response for maximum ISO public protection classification score.	Ongoing
<b>Goal 1.2 – Communicate and deploy the District values, performance expectations, and a focus on creating and balancing value for customers and other stakeholders.</b>	
Objectives 1.2.1 – Review annually, update as needed, and publish all District policies to ensure accuracy and effectiveness.	January 2016 & Ongoing
Objective 1.2.2 – Design and publish an accurate organization chart with associated job descriptions that accurately reflect positional responsibilities and reporting structure.	January 2016
Objective 1.2.3 – Research and implement a format and method of timely communication of important District events and performance to all District Board Members, volunteers, and support staff.	March 2016
Objective 1.2.4 – Conduct a job task analysis of all positions within the department and adjust all job descriptions accordingly.	January 2017
<b>Goal 1.3 – Maintain relationships that demonstrate public responsibility and good citizenship that will, among other things, help anticipate public concerns related to the services and operations of the District.</b>	

Objective 1.3.1 – Identify and participate in or support community programs and/or associations that are aligned with the mission of the District (i.e. Rotary, municipal committees, etc.)	July 2016 & Ongoing
Objective 1.3.2 – Formalize the use of a Public Information Officer position to ensure adequate communication with external stakeholders and community partners.	January 2016
<b>Goal 1.4 – Provide leadership that projects a culture of continuous evaluation and improvement.</b>	
Objective 1.4.1 – Establish an Officer Development program that provides administrative and soft skill (i.e., leadership, communication, and conflict resolution) training needed for personnel development and succession planning.	January 2017
Objective 1.4.2 – Conduct a self-assessment process in support of potentially earning international accreditation through the Center for Public Safety Excellence (CPSE).	July 2017

## Strategy 2 – Assessment and Planning

<b>Goal 2.1 – Identify the community’s emergency service needs and establish strategies, goals and objectives, standards of response coverage, and key performance indicators of quality.</b>	
Objective 2.1.1 – Utilize a pre-fire planning process to analyze service area/population density for the purpose of developing total response time standards.	July 2016
Objective 2.1.2 – Create a formal Standard of Cover document that defines resources, deployment methodologies, and establishes baseline and benchmark response times for the District.	July 2017
<b>Goal 2.2 – Implement the strategic planning processes to ensure that relevant data and information is collected and analyzed to ensure that customer needs/expectations are being met.</b>	
Objective 2.2.1 – Share and publish strategic goals and progress to internal and external stakeholders while encouraging accountability	March 2016 & Ongoing

and transparency.	
Objective 2.2.2 – Establish a strategic planning committee made up of a cross-section of internal and external stakeholders to monitor the implementation and reporting of the various strategic goals.	October 2016

### Strategy 3 – Goals and Objectives

<b>Goal 3.1 – Establish an Annual Action Plan to implement short-range goals and tasks that are consistent with the Strategic Plan to direct priorities of operational programs and support services.</b>	
Objective 3.1.1 – Evaluate, and modify if necessary, the goals and objectives of the Annual Action Plan to ensure that they are current and consistent with the Mission, Vision, and Strategic Plan of the District.	January 2016 & Ongoing

### Strategy 4 – Financial Resources

<b>Goal 4.1 – Develop and implement a Capital Improvement Plan based on current and anticipated programs, services, and revenues.</b>	
Objective 4.1.1 – Plan for new additional capital assets required to meet the demands of a growing District and identify the proper revenue sources.	January 2016
Objective 4.1.2 – Establish funding requirements, revenue sources, and schedules for the repair and replacement of capital assets as necessary to meet the mission of the District.	January 2017
Objective 4.1.3 – Establish an appropriate level of contingency funds for operating and capital expenditures.	July 2016

## Strategy 5 – Programs

**Goal 5.1 – Provide services, activities, and responses that meet all quality baselines and approach or exceed established benchmarks.**

Objective 5.1.1 – Meet all deployment objectives with 90% reliability for all types of emergency incidents, as outlined in a Standard of Cover document.	Ongoing
Objective 5.1.2 – Establish a staffing plan with triggers to hire additional staff as needed for emergency operations, fire prevention, training, and public education.	January 2017 & Ongoing
Objective 5.1.3 – Complete annual inspection of all business occupancies	January 2018 & Ongoing
Objective 5.1.4 – Utilize existing technology to improve data collection for the fire inspection program	July 2016
Objective 5.1.5 – Evaluate and refine as necessary public education and prevention programs that reduce the incidence of personal injury and property loss with key performance indicators to measure success of these programs	April 2017 & Ongoing
Objective 5.1.6 – Evaluate and implement SMART performance measures for the improvement of fire data collection and analysis to include: securing utilities, primary search, and water on fire, fire controlled	April 2018
Objective 5.1.7– Continue to promote community AED and CPR programs so that all communities have sufficient resources (equipment and trained personnel) to implement emergency cardiac care as soon as possible.	Ongoing
Objective 5.1.8– Establish CERT and/or Fire Corp programs to utilize volunteers that are unable to maintain active firefighter training requirements.	Ongoing
Objective 5.1.9 – Evaluate and refine volunteer policy, processes, and performance measures to ensure adequate training/preparedness.	September 2017

## Strategy 6 – Physical Resources

**Goal 6.1 – Plan, design, maintain, and manage physical resources (i.e. facilities, apparatus, and capital assets) to ensure that they are adequate to meet the goals and objectives of the District.**

Objective 6.1.1 – Establish and utilize a cross-functional team to develop recommendations for design specifications of physical resources and capital assets.	April 2017
Objective 6.1.2 – Research the feasibility of the construction and staffing of a vehicle maintenance facility on District owned property contiguous with CRFPD headquarters.	July 2016
Objective 6.1.4 – Assist with the design and oversight of the construction of new fire stations as necessary to meet increasing demands for service.	Ongoing
Objective 6.1.5 – Evaluate and refine as necessary inventory and maintenance processes/systems integrated into the Fire RMS records management system, which will ensure that all apparatus and personnel are equipped and supplied to meet the goals and objectives of the District.	July 2017

## Strategy 7 – Human Resources

**Goal 7.1 – Develop and maintain human resource processes for work and job design, recognition, career progression, recruitment, and diversity that will encourage and enable District members to achieve high performance in a healthy, safe, and satisfying work environment.**

Objective 7.1.3 – Research and implement a succession development process that includes training to ensure quality sustainment.	July 2017
Objective 7.1.4 – Participate with HR to maintain job descriptions that are current and accurate.	Ongoing

Objective 7.1.6 – Implement a wellness/fitness process to ensure that they align with the findings and recommendations of the IAFC/IAFF plan.	January 2018
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### Strategy 8 – Training and Competency

<b>Goal 8.1 – Provide staff, resources, and programs in adherence with state and national emergency service professional standards to encourage and stimulate competency, innovation, and increased effectiveness.</b>	
Objective 8.1.1 – Coordinate and schedule training for department utilizing performance data from quality assurance and improvement analysis.	Ongoing
Objective 8.1.2 – Develop and implement an Officer Development Program that includes technical, administrative, and soft skills competencies.	January 2017
Objective 8.1.3 – Explore and implement clinical medical training at local medical facilities and offices.	October 2016
Objective 8.1.4 – Provide for training to be recorded, so that all personnel can view the briefings and training sessions.	January 2017

### Strategy 9 – Essential Resources

<b>Goal 9.1 – Maintain or improve as necessary water supply, radio communications, and administrative support/office services so that they are reliable and able to meet the demands of major operations, including command and control, during emergency operations.</b>	
Objective 9.1.1 – Maintain hydrant maintenance and inspection program.	Ongoing
Objective 9.1.2 – Explore and implement the feasibility of water maintenance personnel entering hydrant data into the FireRMS.	July 2017

system when repair, replacement, or outages occur.	
Objective 9.1.3 – Continue to work with local jurisdictions to upgrade and improve radio communications throughout the District.	Ongoing
Objective 9.1.4 – Research and implement the use of Emergency Medical Dispatch (EMD) procedures at dispatch centers.	October 2017
Objective 9.1.5 – Develop a tiered response system based on EMD levels and risk analysis of emergency responses.	January 2018
Objective 9.1.6 – Continue to evaluate, analyze, and refine a paperless work environment where possible.	Ongoing
Objective 9.1.7 – Research and evaluate IT hardware/software tools to improve information management.	Ongoing

<b>Strategy 10 – External Systems and Relationships</b>	
<b>Goal 10.1 – Foster and maintain relationships and agreements with external agencies and systems that affect or influence the mission, operations, or cost effectiveness of the District.</b>	
Objective 10.1 – Maintain active participation in various associations such as Fire Chiefs’ Associations, CPSE, local EMS interagency groups, etc.	Ongoing
Objective 10.2 – Review and maintain current agreements to ensure they remain current and applicable to the mission of CRFPD (inter local, mutual aid, automatic aid, etc.)	Ongoing

<b>Strategy 11 – Customer and Market Focus</b>	
<b>Goal 11.1 – Research and implement processes to determine requirements, expectations, and preferences of customers and markets to ensure the relevance of current services and to develop new opportunities to meet and exceed the expectations of the community.</b>	
Objective 11.1.1 – Develop and implement a customer satisfaction survey.	July 2017

Objective 11.1.2 – Establish annual meeting(s) for stakeholders to review and revise, when necessary, the CRFPD Strategic Plan.	January 2017
Objective 11.1.3 – Research and implement a complaint management policy.	July 2017
Objective 11.1.4 – Research and refine the process to communicate customer feedback to CRFPD personnel.	December 2016
Objective 11.1.5 – Improve participation in opportunities to interact with the community.	Ongoing
Objective 11.1.6 – Develop and implement a Marketing Plan.	March 2017

\*\*\* The dates assigned to the above objectives are estimated completion dates. These dates do not take into account funding and resource availability. Actual completion dates for selected objectives should be established during an annual goal setting session and incorporated into the budgeting process.

## 2.7 Vision

In 2021, CRFPD will be an agency that delivers professional emergency services through effective leadership, risk reduction, self-assessment, financial management, and strong relationships with internal and external stakeholders. With a focus on analysis and planning, CRFPD will deliver high quality fire and EMS services that meet established baselines and approach or exceed established benchmarks. CRFPD will have a diverse workforce of volunteer and career personnel that are motivated, trained, and qualified to deliver exceptional service to the businesses, citizens, and visitors of the District.

CRFPD will maintain a healthy, safe, and satisfying work environment through job function analysis, recognition, career progression, recruitment, and retention. CRFPD will be compliant with local, state, and national standards to ensure efficiency and safety in all aspects of operations. Essential resources including equipment, apparatus, and facilities will be adequate to support the needs of District. Through constant improvement, communication, transparency, and performance, CRFPD will be an organization in which others benchmark their efforts.

## 2.8 Plan Implementation and Success

Provided the community-driven strategic planning process is kept dynamic and supported by effective leadership and active participation, it will be a considerable opportunity to unify internal and external stakeholders through a jointly developed understanding of organizational direction; how all vested

parties will work to achieve the mission, goals, and vision; and how the organization will measure and be accountable for its progress and successes.<sup>1</sup>

CRFPD must utilize this plan to focus resources, measure success, and ultimately improve service delivery to its customers. Robert Collier, one of America’s original success authors, said, “Success is the sum of small efforts, repeated day in and day out.” While this strategic plan provides the road map to accomplishing the vision of CRFPD, it will be the commitment of the customers, members and elected officials that make the journey successful.

## 2.9 Community Profile

CRFPD covers approximately 300 square miles and includes parts of Garfield, Pitkin and Gunnison Counties. The District includes the communities of Carbondale, Redstone, and Marble. The Town of Carbondale was founded in 1888 and is the home to CRFPD headquarters and Station 81. The Town sits at the base of Mt. Sopris, and prides itself in being a family based community offering a diversity of outdoor recreational opportunities, artistic and cultural events, ranching and local agriculture, restaurants and retail shops, and other small business opportunities. The Town of Marble, first incorporated in 1899, is a statutory town of the State of Colorado and is home to Station 83. Marble is located in a valley of the upper Crystal River along the Elk Mountains, and is located in Gunnison County. The Village of Redstone is listed on the National Register of Historic Places and was established in the late 19th century by industrialist John Osgood. Known for its coal mining history Redstone is located in Pitkin County and home to Station 82.

The composition and topography of the District creates a number of challenges with distribution and concentration of emergency response. Areas like Missouri Heights, West Bank and Spring Valley areas also add to the diverse area the District is tasked with protecting. The District is classified as a combination District of volunteer and paid members. The District operates 20 different apparatus out of 5 stations throughout the District.

## 2.10 Building Structure Inventory

### **Headquarters Building**

301 Meadowood Drive  
Carbondale, CO 81623

### **Station 83 – Marble**

300 West Park  
Marble, CO 81623

### **Station 81- Carbondale**

300 Meadowood Drive

### **Station 84 - CMC Road & Highway 82**

5449 County Road 154

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<sup>1</sup> Matthews (2005). *Strategic Planning and Management for Library Managers*

Carbondale, CO 81623

Glenwood Springs, CO 81601

**Station 82 – Redstone**

1085 Redstone Boulevard  
Redstone, CO 81623

**Station 85 – Missouri Heights**

6986 County Road 100  
Carbondale, CO 81623

## 3.0 Inter-Agency and Governmental Agreements

### 3.1 Mutual Aid

CRFPD is one of 29 emergency providers participating in the Northwest Colorado Mutual Aid Agreement. This mutual aid agreement allows any party participating in the agreement to request assistance from any other participant. The Northwest Mutual Aid Agreement is recognized as the I-70 mutual aid agreement as it is the common highway connector between all agencies.

Carbondale is also a participant within the Pitkin County Annual Operating Plan (AOP) along with the Pitkin County Sheriff, Colorado Division of Fire Prevention and Control (DFPC), U.S Forest Service (USFS), Bureau of Land Management (BLM). The Pitkin County AOP is an agreement between all parties to coordinate their wildfire responses and activities. This agreement insures all agencies are operating within the National Response Framework which was signed into law by President George W. Bush following 9/11.

CRFPD participates in the Pitkin County “Intergovernmental Mutual Aid and Automatic Aid Assistance Agreement.” This agreement allows all emergency services providers within Pitkin County to provide assistance to each other in an efficient and effective manner. This agreement was originally executed in 2011, and is a perpetually renewing agreement until either of the parties communicates its intention to terminate the agreement. This agreement should be reviewed annually by the leadership of CRFPD and the results of such review communicated to the District board through a formal communication tool (i.e. annual report.)

Currently, CRFPD responds into certain areas surrounding its jurisdiction without a mutual aid or automatic aid agreement in place. Specifically, these areas include Spring Valley and Lead King Basin. While the call volume into these areas does not approach being considered significant, the reality is that these responses prove to be an area of concern. Response into the Spring Valley area without an agreement in place is an issue of increased liability for the District. Anytime an emergency services provider responds without specific authorization, the expectations of all parties is unclear. In addition, responses into the Lead King Basin are a challenge for the District in that the total task time a CRFPD resource is committed to an emergency is significant. Response into these back country areas are typically highly technical in nature and considered to be low frequency / high consequence events.

CRFPD should work with the governing bodies for each of these areas to enumerate the expectations of each party and formalize the business relationships.

### 3.2 Local Service Delivery

Since its inception, CRFPD has been recognized as a provider of high quality fire protection services. The department and its members are highly respected within the community and have enjoyed an environment of respect and admiration from the citizens within the fire District and among other emergency services providers within the region. In addition to the traditional fire suppression services, CRFPD also provides fire prevention, fire inspection, wildland fire response, paramedic (ambulance), swift-water rescue, and other “back country” rescue services. Since its inception in 1953, the department has evolved into a combination department utilizing career and volunteer staff to meet service demands.

### 3.3 Regional Service Delivery

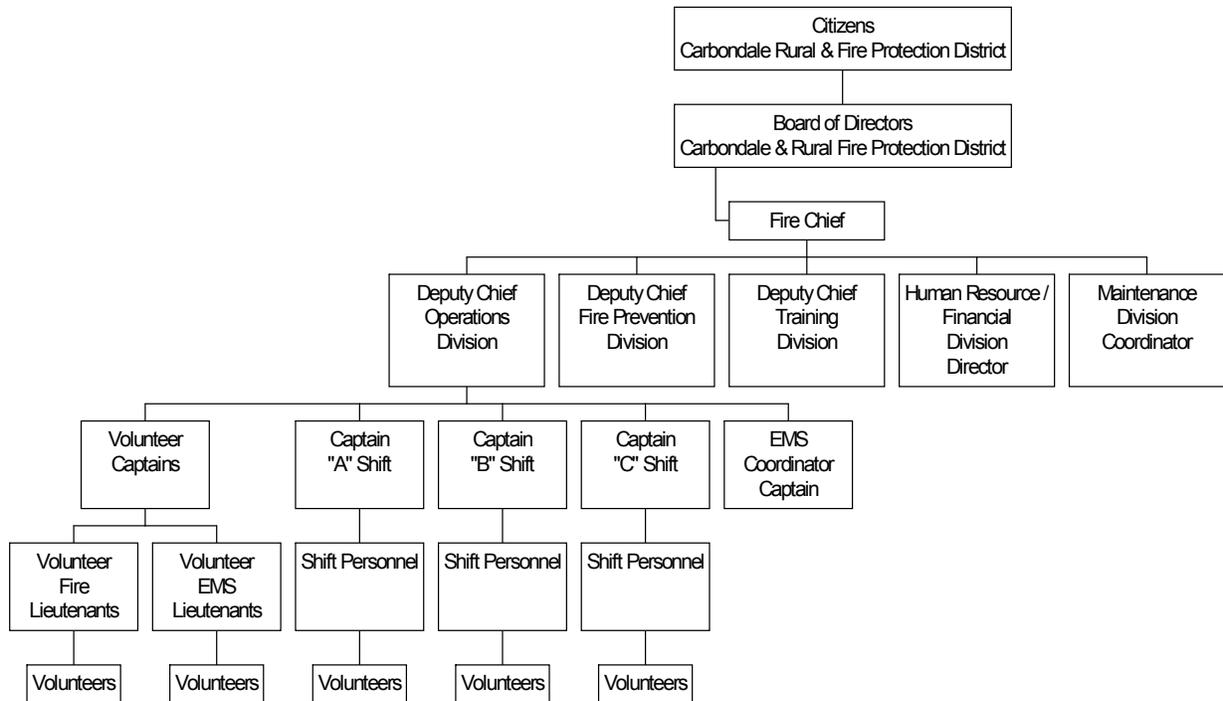
As a participant in the Northwest Colorado Mutual Aid and Pitkin County “Intergovernmental” Mutual aid agreements, CRFPD provides emergency response services to areas outside of its District. Members of the CRFPD team have served in key roles in major wildland fires (i.e. Storm King Mountain), which have proven beneficial to the development of command and control skills not easily gained when a department responds to local emergencies only.

In addition to providing mutual aid assistance to regional partners, CRFPD benefits from the regional partnerships by receiving assistance. As a service provider, CRFPD must maintain the ability to respond to its regular calls for service. However, CRFPD must be able to provide a quality response to calls that tax its resources beyond their normal limits. It is through participation within the regional response that CRFPD can draw upon a larger resource pool.

## 4.0 Organizational Development

### 4.1 Organizational Leadership Structures

CRFPD is led by a full-time fire chief who is responsible for the daily operation of the department. The fire chief's leadership responsibilities include the traditional tasks of planning, organizing, and budgeting of all aspects of the department with overall policy decisions being made by a five (5) person elected board of directors. Relative to daily operations, the board of directors has no managerial authority of departmental personnel and response.



### 4.2 Board Structure/Operation

During the site visit, Almont met individually with each of the board members. Board members seem actively engaged and interested in making improvements to CRFPD service delivery. Four (4) of the five (5) board members indicated they are comfortable with current leadership and management within the department. There is a difference of opinion among board members with respect to the scope of authority and responsibility in decision making. Having worked with municipalities, county government, and special Districts in many states throughout the country, Almont consultants can make several observations and recommendations. Elected board members are primarily tasked with making policy level decisions. Likewise, board members are tasked with hiring a fire chief to handle day-to-day operations. To ensure a healthy leadership model and communication throughout the organization, the board bylaws should clearly indicate this policy level involvement.

Almont also noted that current board members are permitted to retain active volunteer status with the department. While there may be a benefit in having experienced emergency service professionals on the board, this would not be considered "best practice". Many agencies and special Districts prohibit this practice as it is often viewed as being in conflict with the "doctrine of incompatibility." This doctrine is a set of standards developed over time through case law and attorney general opinions. In general, it prohibits an individual from simultaneously holding two positions or offices that would be considered as "incompatible". Board members and staff communicated clearly that community interest in serving as a board members has been minimal. As such, prohibiting members from serving in two capacities completely may result in unfilled board positions. However, it is recommended that CRFPD review its current bylaws and structure. Consideration should be given to address incompatibility issues, encourage policy level actions, and ensure elected positions are representative of the District (geographically and demographically). The District would also benefit from a legal review of the bylaws following draft modifications to ensure compliance with applicable laws.

The fire chief is supported by an administrative team of three (3) deputy chiefs, one (1) financial manager / human resources director / public information officer, one (1) billing technician, and one (1) EMS captain. In addition to their administrative responsibilities, each of these individuals serve in various roles during emergency response and disaster activities roles. Many of the individuals serve as "on duty / on call" officers for a 24 hour period, one day of the week and "on-duty/on-call chief" one weekend per month (Friday thru Sunday, 72 hours.) Even the financial manager previously had ten (10) years of experience as a firefighter / EMT prior to taking on her administrative responsibilities. The three (3) deputy chief's responsibilities are divided between Operations, Fire Prevention, and Training activities. The Deputy Chief of Operations provides overall management of shift personnel, while the Deputy Chief of Fire Prevention provides all fire inspection and plans review services within the jurisdiction, and the Training Deputy Chief oversees all training activities within the department.

The department's daily operation (emergency response) is supported by a nine (9) member team of paramedic / firefighters and firefighter / EMTs. These personnel are divided into three (3) teams of three (3) shifts operating a 48/96 schedule. Under this arrangement, each shift is on-duty for 48 hours and off for 96 hours providing emergency response capabilities around the clock for 365 days per year. Of the three (3) personnel assigned to each shift, one (1) individual serves as the "shift commander" at the rank of captain. The responsibilities of the captain include the administration of departmental procedures, management of "on-duty" career and volunteer personnel, as well as initial command and control activities until the arrival of additional command staff.

In addition to the administrative and operational personnel, the department maintains a two (2) person maintenance team. These two individuals maintain all of the department's fleet (25 fire trucks, ambulances, and support vehicles,) facilities (five stations and grounds), and equipment on each apparatus. In maintaining the fleet these personnel conduct nearly all of the mechanical services to keep the fleet operational. Facility services include lawn maintenance and plumbing.

In 2014, CRFPD leadership was required to conduct a reduction in force by eliminating two (2) firefighter / EMT positions and one (1) administrative position. These three positions resulted in eliminating \$324,000 from the budget for fiscal year 2014. To address this direct impact to operations, the personnel assigned to administration were required to serve as “back-up” responders in the event of multiple or significant calls. While it is commendable for the staff to take on added responsibilities, it must be understood that this action has the negative impact upon other responsibilities within the department being completed effectively or efficiently. The simple fact is that when the Deputy Chief of Fire Prevention is responding to calls fire inspection and enforcement activities are not being accomplished. Should this issue go unaddressed the consequences will be realized through missed organizational commitments and employee “burnout.”

### 4.3 Lines of Communication

Communication within any organization can take on a variety of forms and be accomplished and effective through a variety of methods. Consistently, an analytical review of any amount of leadership material will identify the issue of communication as being one of the key challenges facing an organization. Communications can be informal and as simple as the spoken word. This takes place every day in every part of the organization. It becomes more formal and takes on more importance in a setting such as emergency operations. Other areas of formal communications occur in the form of written communication via memorandums, policies, procedures, and directives.

The development and implementation of a Master Plan is a very powerful communications tool as it focuses everyone inside the organization, as well as those outside of the organization, on the direction of the organization. Not only does the Master Plan provide direction by establishing goals, but it also provides the metrics by which the goals are measured. The alternative of not developing and implementing a Master Plan insures that competing agendas and “organizational attention deficit disorder” will cause the organization to lose focus and / or direction and is therefore doomed to failure.

Performance challenges within any organization can almost always be attributed to some form of a communication issue whether it originates from the top down or the bottom up. The solution is for the development of a strong bidirectional flow of information and participation. Members of the District need to understand that not all ideas can be accepted all the time; but they need to know that their concepts have a functioning method to be heard and considered. They also need to know why their input was either accepted or rejected.

A monthly (at minimum) staff meeting should be regularly conducted. It must include representatives from the entire organization and detailed notes in the form of minutes published. Each area of responsibility of the department should be reported on by the person responsible for that specific organizational function. Suggestions for change or improvement should be finalized at these meetings. The recording and publication of meeting minutes helps to provide a feedback loop to all parties involved and helps to reduce confusion on the part of those in attendance.

A key component in insuring effective communication exists is having clear and consistent roles and responsibilities within the organization. These clear roles and responsibilities are defined within the job description of each member. In reviewing the existing job descriptions, Almont Associates identified the descriptions as being dated and unclear. In one instance, the job description for a key position is non-existent. The District should review and revise all job descriptions within the organization after conducting a formal job task analysis to clearly understand the functions currently being performed by each member of the department.

In addition to the traditional face-to-face meetings, other forms of structured communications have the ability of keeping members of the organization “informed.” Many departments have implemented regular newsletters to insure information is distributed between meetings. These newsletters are often described as “Notes from the Chief,” “411 for the 911,” or “Chief’s Chatter.” Regardless of the title, the focus of the effort is to insure members receive regular and consistent information from the leadership. This type of communication effort is even more critical in organizations relying upon a workforce spread across large geographical areas where members are not regularly interacting with one another. In organizations like CRFPD, opportunities for misinformation and rumors to take hold are extremely possible. Every effort must be made to insure all members of the department receive as much information as possible.

In addition, the ability to utilize today’s technology to better communicate allows organizations to think “outside of the box” when it comes to keeping members informed. CRFPD should evaluate the possibility of using a “blog” as a communication tool. This tool would allow communication to be more immediate depending upon the design and operation, as it allows for more of a question and answer atmosphere to exist. The blog also has the benefit of allowing those involved to feel as if they are a participant in the communication process.

Many departments confuse formal lines of communications as a means to limit or do away with open door policies. The two should not be mixed or confused. Open door policies in the fire service are a way for problems to be addressed or ideas to be brainstormed. All officers should maintain an open door philosophy. However, the presence of an open door policy does not negate the need for a formal chain of command. Without the presence of a formal chain of command, personnel are inclined to “shop” for the desired answer. Properly managed, both formal and informal lines of communication can work in harmony.

## 5.0 Organizational Productivity

### 5.1 Historical Budget Analysis

#### 5.1.1 Background

As part of this study, Almont reviewed annual budget data from FY 2009 through the proposed FY 2016 fiscal years. The District uses a modified accrual basis for accounting and budgetary purposes. The District fiscal year is coincident with the calendar year beginning January 1. The District annually adopts its budget by resolution in December pursuant to Section 29-1-108 CRS. Annual audited budgets for FY 2009 through FY 2013 were reviewed and compiled with the estimated FY 2014, adopted FY 2015 and proposed FY 2016 budgets supplied by staff. Staff-provided audited budgets were updated with information from independent auditor reports for FY 2011-2014 provided by the CPA firm of McMahan and Associates, LLC of Avon, Colorado.

The District serves portions of Garfield, Gunnison and Pitkin Counties. While it may set its own mill levy, it must submit a copy of its annual budget to each county pursuant to Section 29-1-113 CRS each year in December prior to the start of the fiscal year. The District has divided its operation into four funds supported by several separate mill levies; the General Fund operating budget (the primary mill levy), the Capital Fund (impact fees and transfer from the General Fund), the Bond Fund (separate mill levy for each series) and the Volunteer Firefighter Pension Fund (portion of the General Fund mill levy). It must set its annual mill levies by resolution pursuant to Section 39-5-128 and 39-1-111 CRS. Finally, the District must adopt a resolution appropriating funds each year pursuant to Section 29-1-108 CFS.

Each fund was reviewed and analyzed separately but, for purposes of the economic model, will be compiled together with the exception of the Bond Fund which is not discretionary. Further, the Pension Fund is a separate fiduciary fund whose tax revenue is a small portion of the General Fund millage. For purposes of economic modelling, the tax revenue supporting the Pension fund is shown as revenue and expense in the General Fund, although this is not actually how the funds are budgeted and accounted for. This was done solely to show financial impact of the Pension Fund on the General Fund millage rate.

#### 5.2 Revenue Trends – Taxes

In order to build an economic model that is predictive, it is important to understand how much of the projected tax revenue in the adopted budget is actually received by the end of the year audit for all recurring revenue sources. Fiscal years 2010 through 2013 were analyzed in order to determine the ratio of funds received to funds budgeted (Table 8). It is clear that the ratio is quite high as shown below and it is not unreasonable to use a ratio of 99.5% in the model moving forward for FY 2016-2020.

FISCAL YEAR	PERCENT ACTUAL/BUDGET
2010	98.4%
2011	99.5%
2012	99.9%
2013	99.5%

Table 8 - Audited actual versus budgeted revenue for General Fund by fiscal year

Figure 4 shows the net assessed property value for the District (“taxing entity”) as reported to the State of Colorado for adopted fiscal years 2011-2015 along with the aggregate millage rates for the General and various Bond Funds. The bars represent the millage rate as shown on the axis to the right of the figure while the aggregate taxable value is shown as the blue line and the axis to the left. The District suffered a taxable value drop of 28% between FY 2011 and 2012 and another drop of 20% from FY 2013 to 2014. This represents a total loss in assessed taxable value over three years of 41.6% or \$197,200,500.

This decrease is due to the economic downturn and is not dissimilar to the economic picture experienced in most areas of the country, albeit hitting Carbondale a bit later than other areas of the country. Unlike some areas of Colorado where a significant portion of the assessed values are based upon oil & gas properties which can fluctuate differently from real estate, this is not an issue for the Carbondale Fire Protection District; therefore, future property value increases are primarily related to real estate values which are less subject to external market fluctuation and more readily predicted.

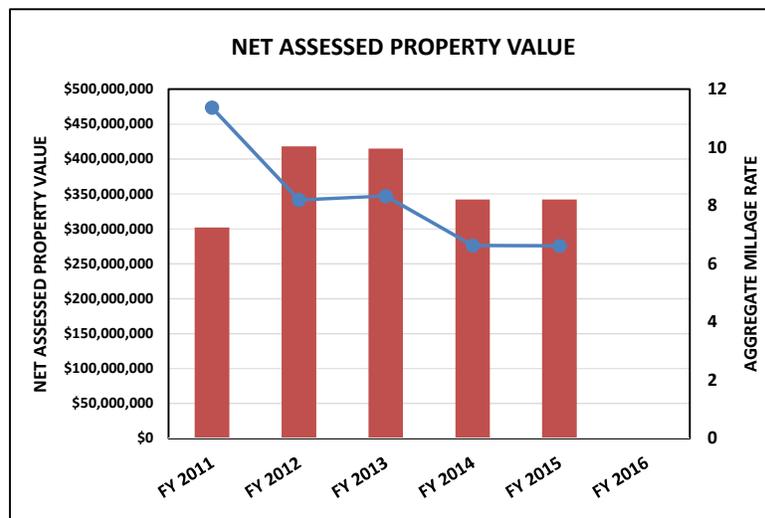


Figure 4 – Net assessed property value (adopted FY 2011-2015) versus aggregate millage rates

Figure 5 shows individual millage rates for the refund/abatement program, the general obligation bond/interest fund, and the general operating fund (which includes volunteer retirement and capital programs), as well as total assessed property value and total revenue and operating revenue only (difference is bond fund revenue). Note that the monetary values are shown on a logarithmic scale to

the left while millage rates are shown on the scale to the right. Also, note that the bond fund millage rates were increased while the general operating fund millage was decreased from FY 2013 to FY 2014 as total taxable value declined. This was done in order to maintain necessary bond principal and interest payments. The drop in revenue affected the operating fund; the net effect of which were significant cuts to the operating expenditures and use of reserves as will be shown later.

More specifically, the impact of the major drop in assessed values and the interplay with millage rates can be seen on Figure 6 showing total District tax revenue versus General Fund operating tax revenue on the linear scale to the left versus the various fund millage rates on the right of the figure. The General Fund millage rate was increased as a two-year override by the voters at the November 1, 2011 general election for FY 2012 and 2013 only.

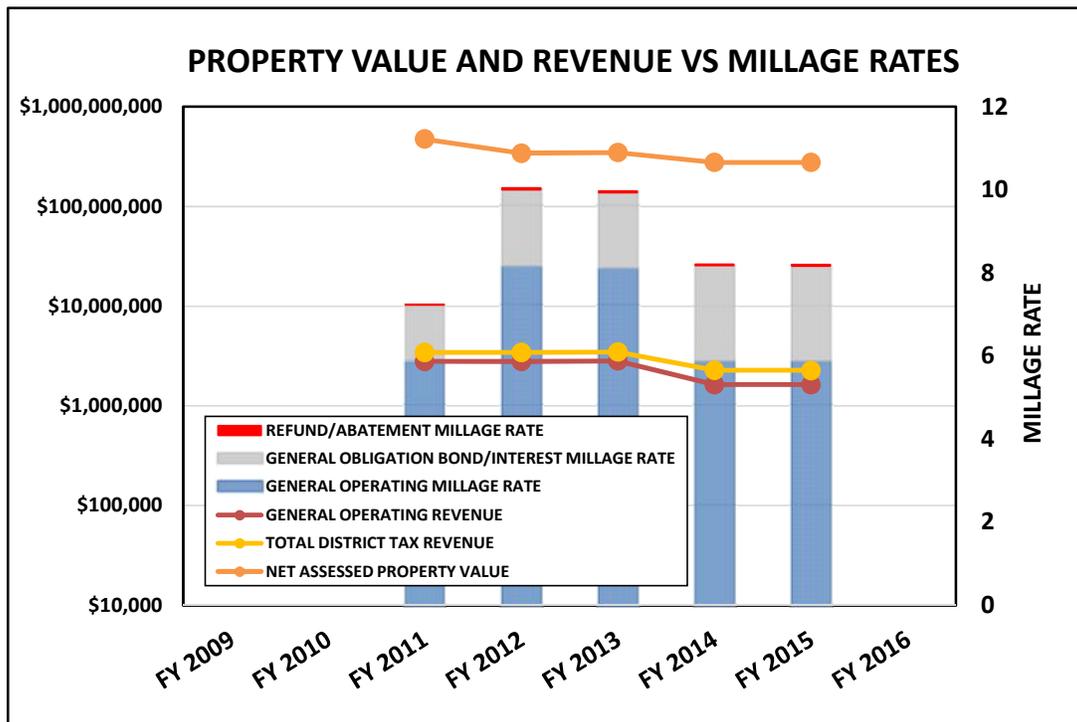


Figure 5 – Property value vs millage rates and associated revenue

This voter-approved millage rate override provided essentially the same revenue as in prior years to the District despite a significant drop in assessed value. This is known as the “rolled back” rate in some areas of the country and it is that millage rate that is anticipated to bring in the same revenue as the prior year; whether taxable values go up or down (down in this case). After this approved override expired in FY 2014, the General Fund millage rate dropped back to its previous level and the full effect of the drop in property values hit the District; specifically the operating budget, as shown by the total versus General Fund revenue.

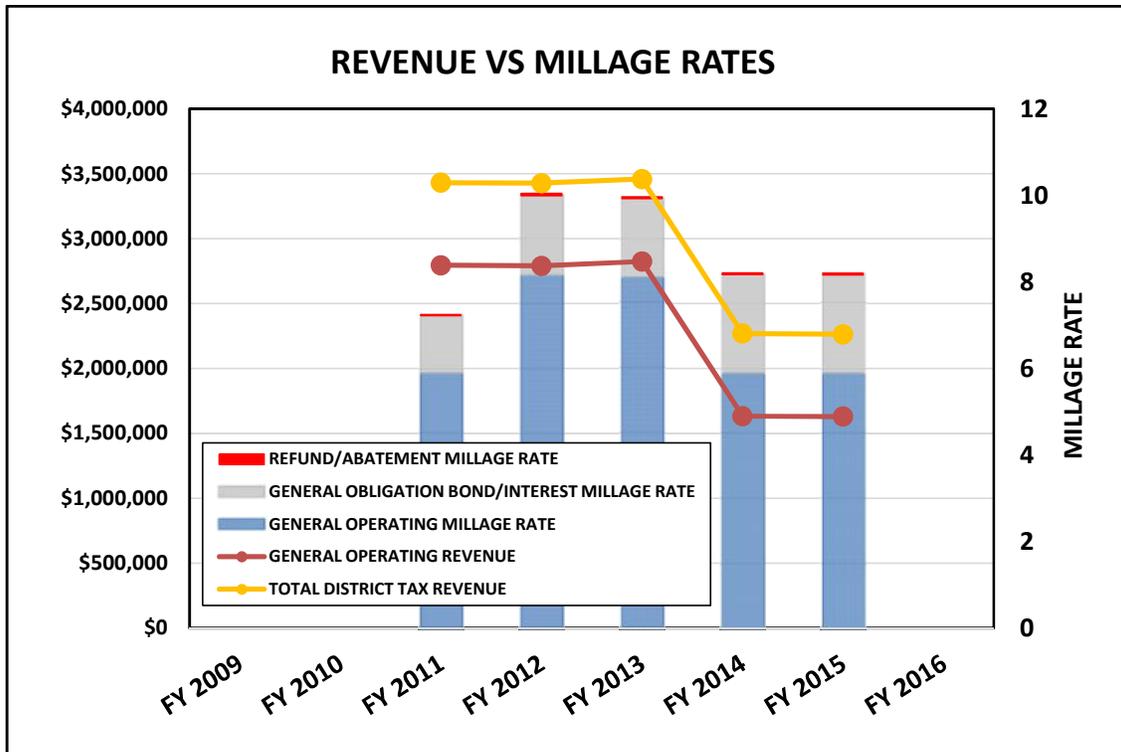


Figure 6 – District revenue versus millage rates

Figure 7 shows General Fund operating budget revenue sources for audited FY 2009-2013, expected FY 2014, adopted FY 2015 and proposed FY 2016 budgets. The combined effect of the assessed value drop due to the general economic downturn and the reduction in voter-approved millage levy is quite clear in the almost 42% reduction of tax revenue from FY 2013 to FY 2014. Additionally, other revenue sources (shown in red) have steadily declined from a peak in FY 2013. The District was able to build a healthy cash position through FY 2014 after which cash forward was used to offset recurring revenue declines leading to a rapid decline in cash forward. This trend will continue into FY 2016 despite a 30% anticipated increase in assessed value. The other revenue category is also anticipated to increase slightly reversing the declining trend from FY 2013 through FY 2015.

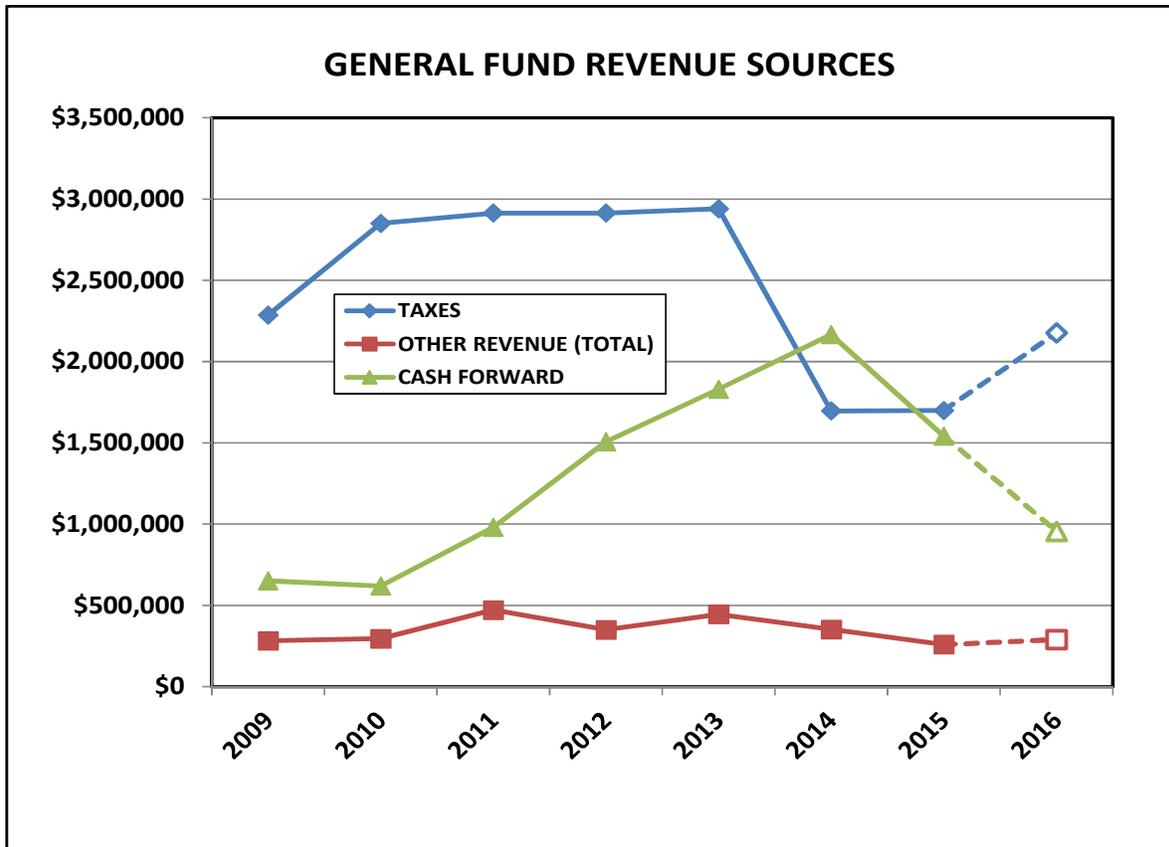


Figure 7 – General Fund revenue sources FY 2009-2015

Figure 8 focuses specifically on other revenue sources within the General Fund. It is clear that the bulk of this revenue category is directly tied to billing for ambulance service. Grant funding is quite variable within this category of funding each year, ranging from a low of just under \$1,000 in FY 2011 to a high in FY 2009 and FY 2014 of between \$42-45,000. Building rental fees have been declining steadily from a high near \$20,000 in FY 2009 and 2010 to near \$7,000 in FY 2014 and 2015.

### 5.3 Revenue Trends – Ambulance Fees

Ambulance fees are shown in blue on Figure 8 and show a steady increase over time, with the exception of a spike in FY 2011. EMS/Rescue call volume annually is shown in green bars with the scale on the right of the chart while actual patient transports are shown in purple. Ambulance revenue generally tracks with transport volume. During various financial audits it became clear that in some cases accounts receivable were booked as revenue and then in subsequent audits were removed via bad debt expense. For example, revenue in the FY 2012 audited financials (period ending December 31, 2012) spiked at \$392,075 but was subsequently reduced during the FY 2013 audit to \$237,441 by a bad debt expense of \$154,634. Subsequent to FY 2013, receivables no longer appeared to be booked as revenue until the cash was actually received. The 2011 billing revenue appears to be inflated by uncollectable accounts receivable that were not written off in subsequent audits; therefore, FY 2011 revenue shown

in Figure 8 may be anomalously high. In any case, it appears that overall ambulance revenue has been increasing slightly since FY 2009.

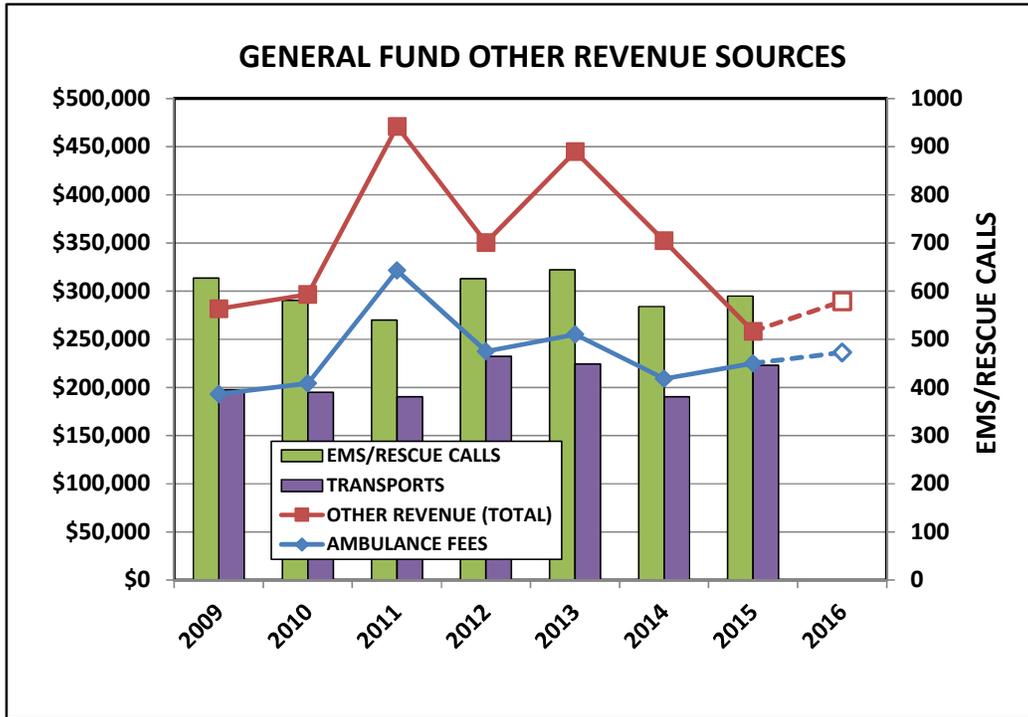


Figure 8 - General Fund other revenue sources through time

It is important to note that ambulance rates were increased in FY 2013. Prior to that, rates were different for in-District versus out-of-District patient transports with Advanced Life Support (ALS) calls charged at \$554 and \$664, while Basic Life Support (BLS) transports were charged at rates of \$443 and \$554; respectively. As of FY 2013, one rate was applied regardless of whether or not the transport was within the District; \$1000 for ALS transports and \$700 for BLS transports. Mileage charges have remained the same at \$14/mile for both classes of transport.

This increase in rates does not appear to have had a significant effect on overall revenue levels as might be expected. In order to have a better understanding of what is happening with ambulance revenue, it is important to look at patient transports by severity and payor mix from year-to-year. Figure 9 shows total EMS/Rescue calls by year from 2004 through 2014 and patient transports by year from 2009 through 2014 with projections for 2015. Additionally shown are ALS versus BLS transports for 2009 through 2014 with projections for 2015.

In 2009 and 2010, there was a significantly higher number of ALS versus BLS calls while the difference was not significant for the next four years with a slight bump in ALS calls projected for FY 2015. None of this variability has had an apparent effect on revenue recovered which is not unexpected given the slight

difference between rates and the same mileage charges. Almont suggests that the District take a closer examination of its rate structure and study revenue recovery by call severity and subsequent rate.

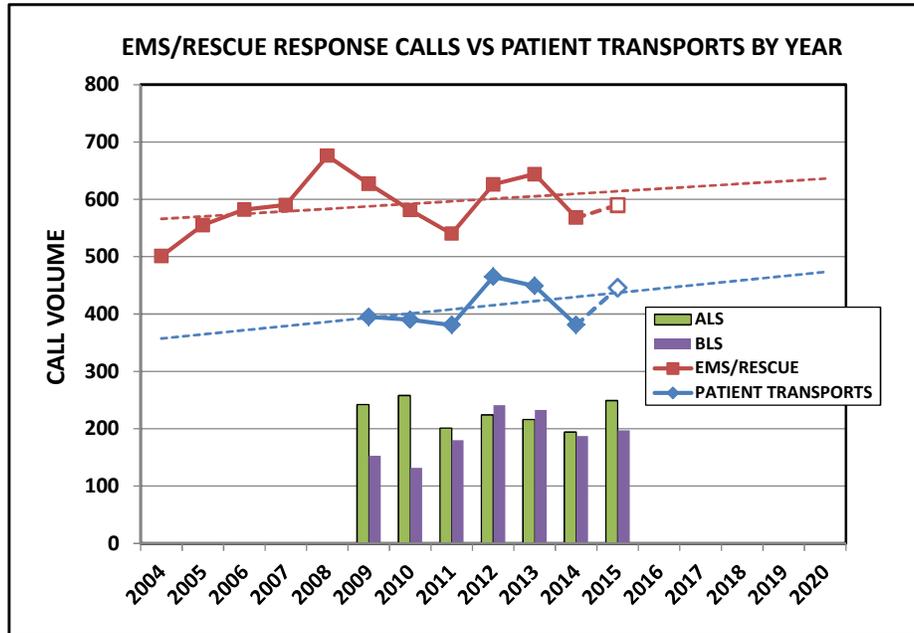


Figure 9 – Total annual EMS/Rescue calls vs patients transported by total and severity

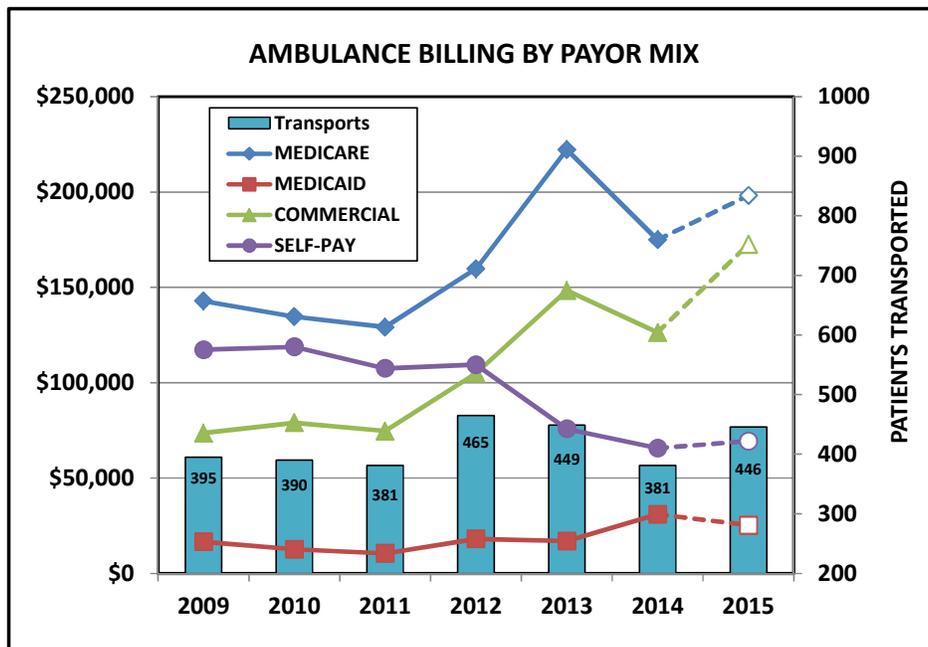


Figure 10 – Ambulance billing by payor mix and transport volume annually

Perhaps more instructive is a review of patient billing by payor mix through time. Figure 10 shows total annual patient transport volume from 2009 through projected 2015 and billing by payor mix from the ambulance billing system. Medicaid by volume is generally fairly minor and has remained consistently flat with a slight uptick in 2014. From 2009 through 2011 the other categories were relatively flat. Between 2011 and 2012, there was a significant increase in transport volume. Interestingly, there was a corresponding increase in billing and revenue for the two highest payor categories; Commercial insurance and Medicare. While Medicare only pays 80% of its allowable rate, it does allow the agency to balance bill the difference between the full rate and the allowable, unlike Medicaid.

Other than a dip in transport volume in 2014, it appears that patient transports have generally been increasing at a low rate since 2009 with some degree of inconsistency from year-to-year. Of greater significance is the change in payor mix following the increase in rates in 2013, with a significant decrease in self-pay and a significant increase in commercial and Medicare payors. This should have had a positive impact on revenue recovery. In fact, Figure 11 shows that this may not be the case.

There is an increase in commercial recovery with the rate increase of 2013 as expected, as this is generally the best payor class. Both the Medicare and commercial payor categories actually see a reduction in revenue recovery after peaking in 2013. However, the reductions in 2014 are probably more related to a decrease in transport volume. The 2015 projections are based upon partial revenue to date for the year projected through December 31 and may be artificially low given that the transport volume is projected to increase back to 2013 levels.

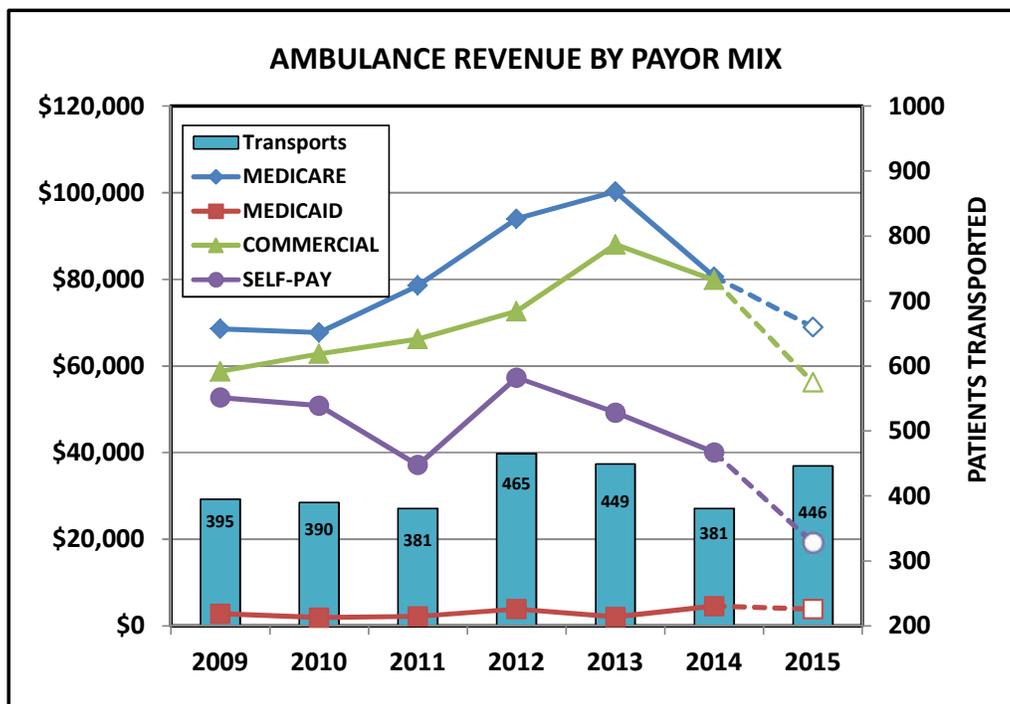


Figure 11 – Ambulance revenue by payor mix versus total transports by year

As expected, the self-pay category continues a declining trend which approximates the decrease in self-pay billing. Medicaid recovery remains flat as expected. Figure 12 shows charges billed versus revenue recovered by year and the ratio. While the ratio of revenue to charges is generally in the 50% range, it should be higher, particularly given the payor mix experienced by the District. Further, the ratio has declined since its peak in 2012 and may be worsening based upon projected returns for 2015, although these projections may be artificially low as discussed above.

While the percentage of revenue recovered versus amount billed (approximately 50%) is considered fair by industry standards, Almont recommends a separate and detailed billing study to determine the exact cause of these revenue trends and causal factors. A request for proposals for outside billing services could include such an analytical request and may provide a very good mechanism for finding the most appropriate vendor for billing services should the District wish to pursue that option. The District showed a recovery rate on billings of almost 60% in 2012 which has declined somewhat to its current rate; a decline which may signal a continuing trend that should be closely monitored.

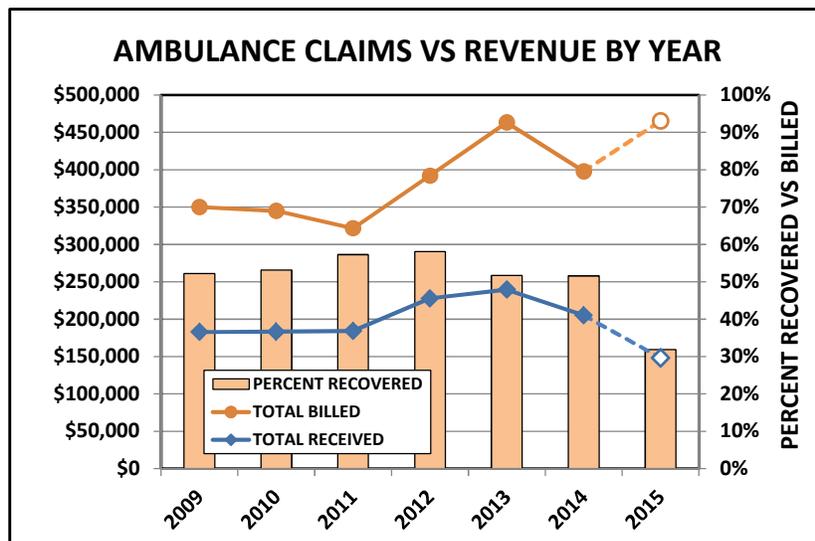


Figure 12 – Ratio of ambulance charges versus revenue by year

An analysis of accounts written off over the last several years may indicate that more self-pay and commercial pay accounts are going delinquent. An analysis of individual bills from the top ten commercial payors over the last 3-4 years along with an account aging analysis could help pinpoint any issues. Follow up letters to commercial accounts may be necessary to ensure that full payment is always received based upon District adopted rates.

Specialized EMS billing companies are available that could offer assistance up to and including full scale billing services. EMS billing is a very complex and specialized field that is changing constantly and it is difficult for smaller ambulance services with in-house billing to remain current. Typically, a single employee dedicated 100% to billing can handle up to 2000 accounts annually before falling behind and any sort of follow up becomes difficult beyond 1500 accounts. The current rate of revenue recovery

may be indicative of the need for more specialized assistance or added resources applied solely to the billing function. Ambulance billing is a critical revenue component to funding the District; greater focus on increasing this revenue source is strongly recommended.

One issue affecting billing recovery may be that an increasing number of patients are being transported who are without insurance, have limited insurance or simply do not pay their bills. This may be reflective of a trend seen in other regions of the country, where commercial carriers are denying ambulance charges on the basis that the ambulance service is an “out-of-network” provider. This is an issue that may have to be dealt with at the state and even federal levels on a legislative basis. However, it may also be partially resolved with more follow up to commercial accounts to ensure that adopted rates are fully reimbursed in a timely manner. The District payor mix (Figure 13) is heavily weighted toward commercial and self-pay categories; both of which require more follow up after the initial bill than Medicare and Medicaid classes. The ratio of visitors to residents transported may have an impact on ability to recover as well.

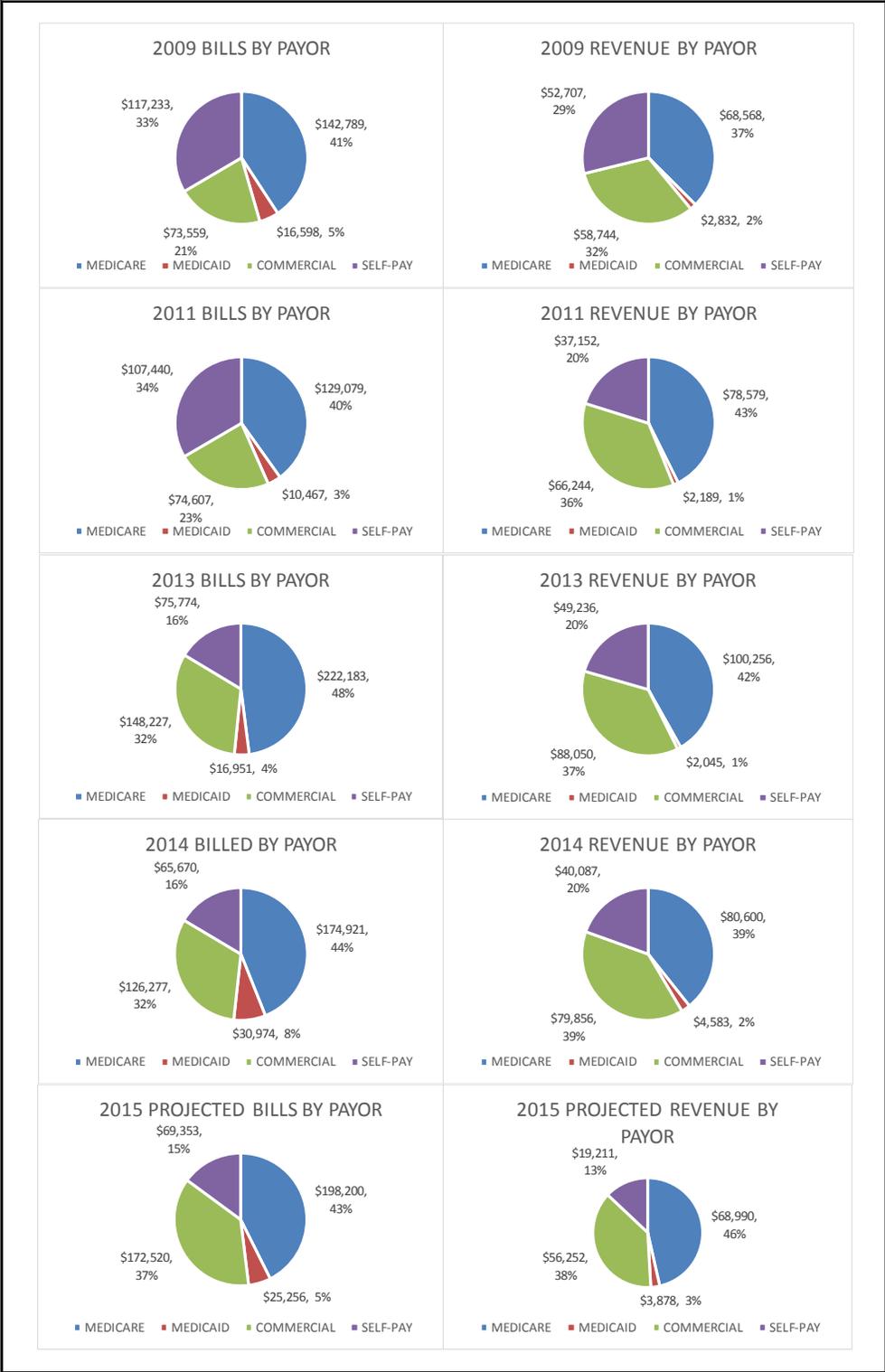


Figure 13 – Annual ambulance billing and revenue by payor class

Again, the District should consider contract billing assistance and may want to pursue legislative action and/or a more aggressive follow up relative to the commercial payor class. Commercial carriers have been trying for many years to force ambulance agencies into lower paying contracts by refusing to honor patient assignment of benefit forms. For example, Florida agencies were successful at the state level in passing legislation requiring commercial carriers to honor assignment of benefit forms similar to medical offices. The issue of refusal to pay on the basis that an ambulance service is out-of-network is more problematic with no easy remedy.

The District has the ability to set charges for various services, adjusting them from time to time, and took such action in 2013 with a rate increase. Staff will undoubtedly continue to review this every few years and bring forward recommendations for future increases. That said, rate increases will typically only affect the commercial payor group in any meaningful way with respect to increasing revenues and, only to the extent that the charges are reasonable for the region and adopted via resolution by the governing body. As mentioned previously, commercial payors are beginning to deny ambulance transport bills as “out-of-network”. This may be causing the trend seen in Figure 11. As mentioned above, commercial carriers are even denying assignment of benefit authorizations. The patient is paid directly for ambulance charges forcing the ambulance provider to go after the patient rather than directly billing the carrier. This is an effort to force providers to enter into contracts which reimburse at lower rates than actually charged; similar to a managed care contract.

Medicare, Medicaid, and others will only pay a certain amount; regardless of District rates and providers are not permitted to bill Medicaid patients for the balance between actual charges and what the government pays. Figure 13 demonstrates that this payor class represents less than 5% of the revenue stream. What is not clear at this point is the near future impact of the changes to the national health care system (that took effect in January, 2014) on ambulance revenue. Some forecasters are actually predicting an increase in revenue as many in the bill patient category will now have some form of insurance coverage where previously there was little to no chance to recover on such a bill.

The District should consider interfacility work along with 911 ambulance work, as these charges are more likely to be paid versus 911 charges. Another approach to be considered is a Request for Proposals (RFP) for outside billing services. Even if the cost-benefit analysis does not show this to be an effective strategy, it is recommended that the District look outside every few years. Although it appears that the District has in the past done an adequate job with its billing program, this is a complicated function. With declining revenues in some payor classes and only slightly increasing revenue despite increased patient volume and higher fees and potential for changing recovery by payor mix, Medicare/Medicaid changes, etc. it may be timely to examine a Request for Proposals for EMS billing services.

While there does not appear to be much potential for staff reduction by outsourcing the billing function, it may be an opportunity for revenue enhancement rather than an expenditure reduction. Conducting an RFP process would provide the District with evidence that the current system is functioning at optimum levels versus what outsourcing may produce. Many systems that utilize in-house billing

periodically examine outsourcing as an option. Smaller systems may find it more advantageous to outsource this function due to its specialized nature; however, this would be confirmed through this RFP process. Typical costs of outsourced billing operations are 5-8% of recovered revenue.

#### 5.4 Expenditure Trends - Overview

As discussed earlier, the District has divided its operation into four funds supported by separate mill levies; the General Fund (GF) operating budget (the primary mill levy), the Capital Fund (impact fees and transfer from the General Fund), the Bond Fund (separate mill levy for each series) and the Volunteer Firefighter Pension Fund (portion of the General Fund mill levy). The GF operating budget is the primary discretionary budget and, when added to the Capital Fund (CF) budget, make up the discretionary spending by the District in any given fiscal year.

Although presented here for completeness, the Bond Fund (BF) has a separate mill levy which must be set at a level sufficient to fund the annual principal and interest payments on the various bond series. Therefore, it will not be addressed in the economic modeling provided in a later section of the report. Additionally, the Volunteer Firefighter Pension Fund (VFPF) is a fiduciary fund accounted for separately from the GF and CF funds, although it receives a small portion of the GF millage as part of its revenue stream. The VFPF budget is also shown here for completeness but will only be addressed in the economic models as a transfer of millage each plan year from the GF to the VFPF.

#### 5.4.1 Expenditure Trends – General/Capital Funds

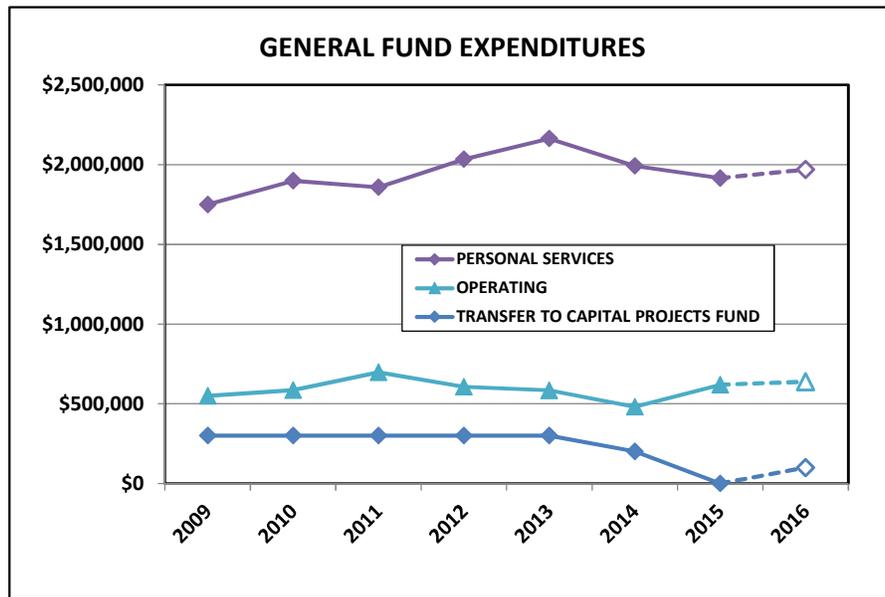


Figure 14 – Annual General Fund major expenditure categories

Figure 14 shows annual, audited GF expenditures by major category with projections for FY 2015 and proposed budget for FY 2016. Although property values dropped 28% between FY 2011 and FY 2012, the voters approved a two-year special override levy that allowed the District to increase millage (Figure 4) sufficiently to maintain tax revenue at the same level as the prior two years. However, when that levy expired and property values dropped by another 20% in FY 2014, tax revenue dropped from near \$2.9 million to near \$1.7 million (Figure 7) which caused the District to rely on its large cash balance between the GF and CF budgets to make up the difference between tax revenue and expenses. Figure 14 shows that while values were dropping, the personal services budget increased and was only reduced when the override levy expired in FY 2014. Operating expenses were cut earlier from a high in FY 2011 to a low in FY 2014 to coincide with the major reduction in tax revenue. The transfer to the CF was not reduced from its annual level of \$300,000 until FY 2014 and to its current level of \$0 in FY 2015.

Figure 7 also shows a significant build-up of cash reserves from \$650,000 in FY 2009 to a high of \$2.2 million in FY 2014. The District currently relies heavily on those cash reserves and, as the models show later, this reserve will be completely exhausted by FY 2019 at the current rate of spending and assuming that District property value increases occur as projected. As shown in Figure 14, the largest portion of discretionary spending is associated with career staff. And, although these costs have risen some through FY 2013 followed by some reduction, the District will not be able to reduce these costs further without a reduction in service level since staffing is at a minimal level for safe and effective operations currently. Functional operating expenses in the GF (see Table 9) have generally remained around the \$600,000 range annually but have been reduced somewhat. Again, given the current level of service there is not a great deal of additional room for staff to reduce without negatively affecting service.

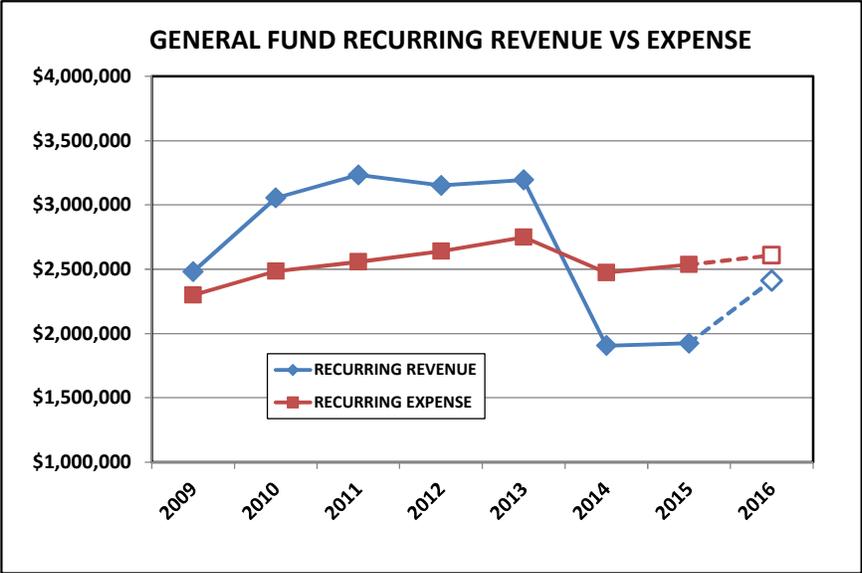


Figure 15 – Annual General Fund recurring revenue vs recurring expense

A better view of the health of the GF is provided by Figure 15 which shows recurring revenue balanced against recurring expenditures. Recurring revenues are defined as tax revenue and ambulance fee revenue which are both relatively well-known and expected to continue in some fashion. Grant funding, donations, wildfire contracts, etc. are less stable and more of an intermittent or non-recurring revenue stream that cannot be routinely relied on for predictive purposes. Recurring expenses are clearly costs associated with personnel and operating costs associated with each function as shown in Table 9.

	FY 2009 <sup>1</sup>	FY 2010 <sup>1</sup>	FY 2011 <sup>1</sup>	FY 2012 <sup>1</sup>	FY 2013 <sup>2</sup>	FY 2014 <sup>1</sup>	FY 2015 <sup>2</sup>	FY 2016 <sup>3</sup>
<b>GENERAL FUND EXPENDITURES</b>								
<b>PERSONAL SERVICES</b>	<b>\$1,749,772</b>	<b>\$1,899,591</b>	<b>\$1,858,983</b>	<b>\$2,033,748</b>	<b>\$2,164,658</b>	<b>\$1,992,334</b>	<b>\$1,916,421</b>	<b>\$1,970,080</b>
Wages	\$1,241,638	\$1,352,835	\$1,267,948	\$1,458,733	\$1,549,885	\$1,391,287	\$1,306,135	\$1,342,707
Health Insurance	\$252,073	\$265,001	\$299,012	\$282,583	\$300,001	\$342,960	\$337,795	\$347,253
Pension/457 Contributions	\$132,322	\$136,311	\$133,495	\$135,110	\$142,654	\$127,060	\$127,552	\$131,123
Workers Compensation	\$44,589	\$53,048	\$71,354	\$58,380	\$70,814	\$56,608	\$65,000	\$66,820
Volunteer Incentive	\$15,088	\$18,261	\$11,850	\$17,087	\$18,331	\$6,344	\$10,000	\$10,280
Volunteer Dinner Program	\$7,107	\$7,077	\$9,022	\$9,321	\$8,692	\$6,305	\$8,000	\$8,224
SSI/Medicare	\$20,568	\$23,282	\$20,621	\$29,062	\$30,491	\$22,467	\$18,939	\$19,469
Board Member Pay	\$6,100	\$7,500	\$7,900	\$7,800	\$8,000	\$4,800	\$8,000	\$8,224
Disability	\$28,238	\$33,949	\$34,401	\$31,861	\$31,743	\$30,681	\$31,000	\$31,868
Unemployment Insurance	\$2,049	\$2,327	\$3,380	\$3,811	\$4,047	\$3,822	\$4,000	\$4,112
<b>OPERATING - ADMINISTRATIVE</b>	<b>\$206,402</b>	<b>\$235,335</b>	<b>\$346,136</b>	<b>\$220,930</b>	<b>\$222,493</b>	<b>\$176,011</b>	<b>\$252,100</b>	<b>\$259,159</b>
Insurance	\$43,300	\$42,866	\$43,693	\$46,937	\$45,431	\$46,297	\$50,000	\$51,400
Treasurer's Fees	\$48,198	\$61,522	\$62,144	\$63,556	\$63,840	\$36,110	\$38,000	\$39,064
Abated Taxes	\$589	\$8,647	\$1,724	\$8,463	\$1,452	\$3,326	\$1,000	\$1,028
Supplies and Expenses	\$12,118	\$14,107	\$18,273	\$14,075	\$25,382	\$11,034	\$11,000	\$11,308
Accounting	\$11,700	\$11,700	\$11,700	\$10,900	\$9,800	\$9,800	\$10,100	\$10,383
Bad Debt Expense (ambulance billing)	\$33,004	\$22,155	\$143,299	\$0	\$0	\$0	\$0	\$0
Legal	\$20,630	\$18,256	\$26,329	\$21,527	\$28,306	\$26,845	\$25,000	\$25,700
Dues & Subscriptions	\$4,071	\$5,388	\$5,888	\$6,036	\$7,010	\$4,113	\$5,000	\$5,140
Fuel	\$14,016	\$15,928	\$22,214	\$25,690	\$19,640	\$15,647	\$15,000	\$15,420
Freight and Postage	\$2,740	\$2,813	\$2,233	\$2,030	\$1,854	\$1,690	\$2,000	\$2,056
Computer Supplies	\$748	\$2,093	\$362	\$2,880	\$1,473	\$1,060	\$2,000	\$2,056
Fire/EMS Prevention	\$1,705	\$1,248	\$340	\$1,303	\$3,858	\$1,230	\$2,000	\$2,056
Board Meeting Food Program	\$5,527	\$5,468	\$4,479	\$5,032	\$4,495	\$1,106	\$0	\$0
Election	\$0	\$15,099	\$3,458	\$10,426	\$9,952	\$13,442	\$0	\$0
Fire Works	\$8,056	\$8,045	\$0	\$2,075	\$0	\$0	\$0	\$0
Emergency Management	\$0	\$0	\$0	\$0	\$0	\$0	\$1,000	\$1,028
Master Plan	\$0	\$0	\$0	\$0	\$0	\$4,311	\$90,000	\$92,520
<b>OPERATING - FIREFIGHTING</b>	<b>\$27,425</b>	<b>\$28,049</b>	<b>\$41,934</b>	<b>\$46,171</b>	<b>\$42,972</b>	<b>\$19,904</b>	<b>\$25,000</b>	<b>\$25,700</b>
Supplies and Expenses	\$18,870	\$20,078	\$26,273	\$30,457	\$22,037	\$14,504	\$15,000	\$15,420
Fuel	\$4,018	\$4,925	\$5,617	\$11,836	\$10,936	\$5,145	\$5,000	\$5,140
Incident Resources	\$3,282	\$1,322	\$1,687	\$1,706	\$2,124	\$255	\$1,000	\$1,028
Incident Food	\$0	\$0	\$0	\$0	\$0	\$0	\$2,000	\$2,056
Wildfire Expenses	\$1,255	\$1,724	\$8,357	\$2,172	\$7,875	\$0	\$2,000	\$2,056
<b>OPERATING - EMERGENCY MEDICAL SERVICES</b>	<b>\$33,913</b>	<b>\$37,397</b>	<b>\$34,051</b>	<b>\$38,006</b>	<b>\$32,709</b>	<b>\$32,731</b>	<b>\$31,000</b>	<b>\$31,868</b>
Supplies and Expenses	\$22,955	\$26,438	\$22,038	\$28,022	\$22,145	\$23,507	\$22,000	\$22,616
Infection Control	\$4,624	\$3,290	\$2,836	\$0	\$877	\$235	\$500	\$514
Fuel	\$2,834	\$4,169	\$5,677	\$6,484	\$6,187	\$5,489	\$5,000	\$5,140
Medical Director	\$3,500	\$3,500	\$3,500	\$3,500	\$3,500	\$3,500	\$3,500	\$3,598
<b>OPERATING - COMMUNICATIONS</b>	<b>\$44,390</b>	<b>\$41,168</b>	<b>\$42,014</b>	<b>\$39,494</b>	<b>\$35,204</b>	<b>\$23,936</b>	<b>\$24,079</b>	<b>\$24,753</b>
Telephone Service	\$14,753	\$14,375	\$13,731	\$13,782	\$13,991	\$14,038	\$13,000	\$13,364
Cell Phones	\$14,098	\$18,107	\$15,488	\$13,192	\$9,649	\$3,674	\$3,500	\$3,598
Supplies and Expenses	\$5,813	\$2,151	\$9,012	\$8,122	\$8,298	\$1,645	\$3,000	\$3,084
Communications Center	\$9,726	\$6,535	\$3,783	\$4,398	\$3,266	\$4,579	\$4,579	\$4,707
<b>OPERATING - TRAINING</b>	<b>\$40,943</b>	<b>\$53,330</b>	<b>\$57,906</b>	<b>\$70,162</b>	<b>\$38,287</b>	<b>\$42,599</b>	<b>\$17,000</b>	<b>\$17,476</b>
Medical	\$8,983	\$12,759	\$11,355	\$7,856	\$13,506	\$5,414	\$2,500	\$2,570
Fire	\$12,809	\$16,092	\$6,755	\$10,665	\$9,508	\$1,742	\$11,000	\$11,308
Administration	\$5,740	\$15,342	\$13,009	\$5,069	\$5,617	\$1,955	\$500	\$514
Rescue	\$200	\$0	\$388	\$0	\$0	\$2,176	\$0	\$0
EMT Tuition	\$2,383	\$8,232	\$7,352	\$11,493	\$6,293	\$4,293	\$1,000	\$1,028
Paramedic Program	\$10,828	\$905	\$16,374	\$30,811	\$2,302	\$27,019	\$0	\$0
Food	\$0	\$0	\$2,673	\$4,268	\$1,061	\$0	\$2,000	\$2,056
<b>OPERATING - EQUIPMENT</b>	<b>\$78,914</b>	<b>\$58,334</b>	<b>\$70,624</b>	<b>\$68,805</b>	<b>\$77,910</b>	<b>\$57,192</b>	<b>\$63,500</b>	<b>\$65,278</b>
Vehicle Repairs-Outside	\$7,261	\$0	\$51	\$10,260	\$4,512	\$16	\$3,000	\$3,084
Vehicle Supplies, Parts, Tires	\$28,028	\$22,383	\$25,100	\$24,141	\$24,632	\$16,727	\$20,000	\$20,560
Equipment Testing	\$5,370	\$7,918	\$11,172	\$9,035	\$20,170	\$7,536	\$10,000	\$10,280
Communications Equipment	\$2,041	\$4,654	\$7,605	\$1,883	\$1,456	\$968	\$1,500	\$1,542
Maintenance Contracts	\$13,202	\$14,243	\$14,986	\$16,267	\$18,010	\$22,696	\$20,000	\$20,560
Computer Repairs/Service	\$14,662	\$8,500	\$10,539	\$7,219	\$9,130	\$9,249	\$8,000	\$8,224
Portable Equipment	\$8,350	\$636	\$1,171	\$0	\$0	\$0	\$1,000	\$1,028
<b>OPERATING - BUILDINGS</b>	<b>\$97,663</b>	<b>\$118,904</b>	<b>\$99,167</b>	<b>\$109,575</b>	<b>\$128,020</b>	<b>\$116,151</b>	<b>\$111,000</b>	<b>\$114,108</b>
Utilities	\$73,445	\$79,603	\$76,197	\$71,206	\$75,903	\$75,062	\$70,000	\$71,960
Maintenance and Repair	\$12,733	\$14,690	\$12,298	\$20,092	\$29,479	\$24,615	\$20,000	\$20,560
Supplies	\$11,485	\$24,611	\$10,672	\$18,277	\$22,638	\$16,474	\$20,000	\$20,560
Janitorial Supplies	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Rentals	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Laundry	\$0	\$0	\$0	\$0	\$0	\$0	\$1,000	\$1,028
<b>OPERATING - MISCELLANEOUS</b>	<b>\$19,572</b>	<b>\$13,663</b>	<b>\$6,017</b>	<b>\$13,792</b>	<b>\$7,232</b>	<b>\$12,355</b>	<b>\$96,086</b>	<b>\$100,000</b>
TABOR Emergency Reserves	\$0	\$0	\$0	\$0	\$0	\$0	\$90,000	\$90,000
Other Miscellaneous	\$19,572	\$13,663	\$6,017	\$13,792	\$7,232	\$12,355	\$6,086	\$10,000
<b>TRANSFER TO CAPITAL PROJECTS FUND</b>	<b>\$300,000</b>	<b>\$300,000</b>	<b>\$300,000</b>	<b>\$300,000</b>	<b>\$300,000</b>	<b>\$200,000</b>	<b>\$0</b>	<b>\$100,000</b>

Table 9 – Annual General Fund operating budget by functional division

While some recurring expenses are less critical than others, they are all shown as recurring expense for the purposes of Figure 15. This figure clearly illustrates the untenable position in which the District finds itself. Recurring revenue exceeded recurring expense leading to a sizeable reserve build-up from FY 2009 through FY 2013. However, FY 2014-2015 shows a reversal where recurring expenses are considerably higher than recurring revenue, even after the District has cut where it could and still provide the current level of service. FY 2016 shows that trend is still holding but at a much lesser gap due to anticipated increases in property value originally estimated at 30%. Should values increase less than projected leading into FY 2016 (original 30% estimate has since been reduced to 25.5% based upon weighted average of Garfield and Pitkin counties received on July 23, 2015 from staff; this represents 94.8% of District tax revenue stream) and subsequently FY 2018 (5%) and FY 2020 (a further 5%) then the reserve will be depleted sooner absent a reduction in service level.

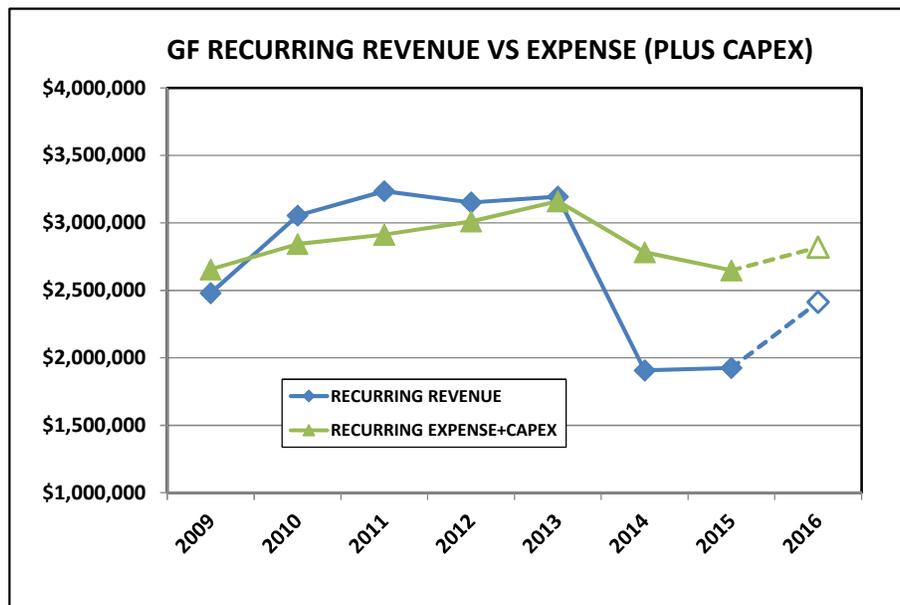


Figure 16 – Annual General Fund recurring revenue vs recurring expense with capital and debt service

Annual capital replacement at some level should be considered as a recurring expense and a fire rescue service of the size of the District should be able to function well with an annual capital replacement budget of \$2-300,000. Figure 16 is a hypothetical view of what the recurring revenue versus recurring expense chart would have looked like had the District actually spent the \$300,000 it annually transferred to the CF budget. Also included as a recurring expense, is the debt service on capital rolling stock purchased through loan proceeds. Additionally, the minimal capital equipment actually purchased each fiscal year is included in recurring expenses.

In actuality, given the cost of some of the capital apparatus, the District’s approach of setting aside funding each year would allow it to periodically purchase these larger units for cash and avoid debt; a prudent approach. Chief Leach and his staff have developed an apparatus replacement program that, while it could be improved upon, is an excellent tool that can be used to smooth out capital replacement

over time rather than “spiking” replacement as equipment reaches its maximum life all at the same time. Unfortunately, the reserve funding built in the CF budget has been required to fund non-capital recurring expenses (personnel and functional division operating) as discussed above. Models presented later will show the District what is needed to return to this prudent financial management practice.

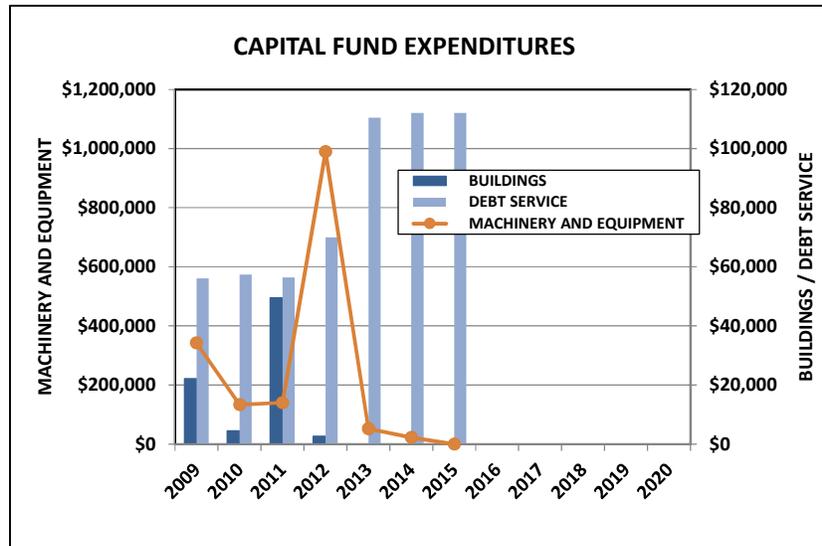


Figure 17 – Annual audited expenditures in the Capital Fund

Figure 17 illustrates actual audited capital spending by fiscal year by the District. The largest category of capital spending is machinery and equipment which is shown by the brown line and the axis on the left side of the chart. Other than the spike in FY 2012, capital machinery and equipment spending has been steadily decreasing to essentially none in FY 2014-15. The spike in FY 2012 represents the expenditure of loan proceeds on capital apparatus. A corresponding increase in annual debt service payments is seen immediately following the spike in machinery and equipment. This is the debt service load realized as a result of the prior year apparatus purchase with loan proceeds. The debt service and building spending are shown as bars with the axis on the right side of the chart.

Also included in debt service, although not technically accurate, is the copier lease which runs approximately \$9,000 annually. The debt service payment on the Redstone station was just under \$50,000 annually with the last payment in FY 2011. The first truck debt service payment began in FY 2012.

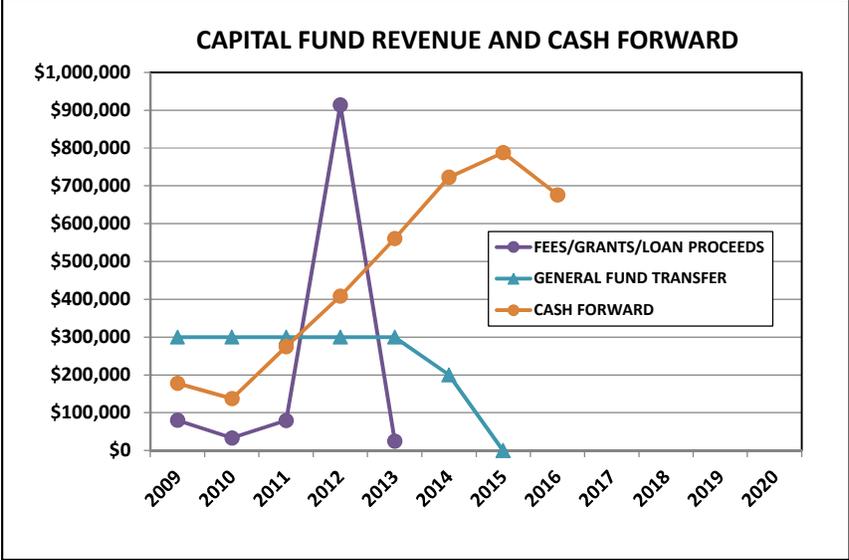


Figure 18 – “Revenue” sources for the Capital Fund by fiscal year

Figure 18 shows CF revenue sources by fiscal year. The purple line shows grants, impact fees and loan proceeds; all of which combined are generally fairly low, except for the spike in FY 2012. These revenue sources are not predictable enough to rely on as a recurring source of revenue. The most reliable source of revenue for the CF is the transfer from the GF budget (blue line) which is why the cash forward has grown significantly in this fund. Therefore, indirectly, the CF is seen as a subset of the GF and is modeled as such. As the transfer from the GF has dropped off in FY 2014-15, the cash forward has begun to decline as this reserve is then used to service the debt.

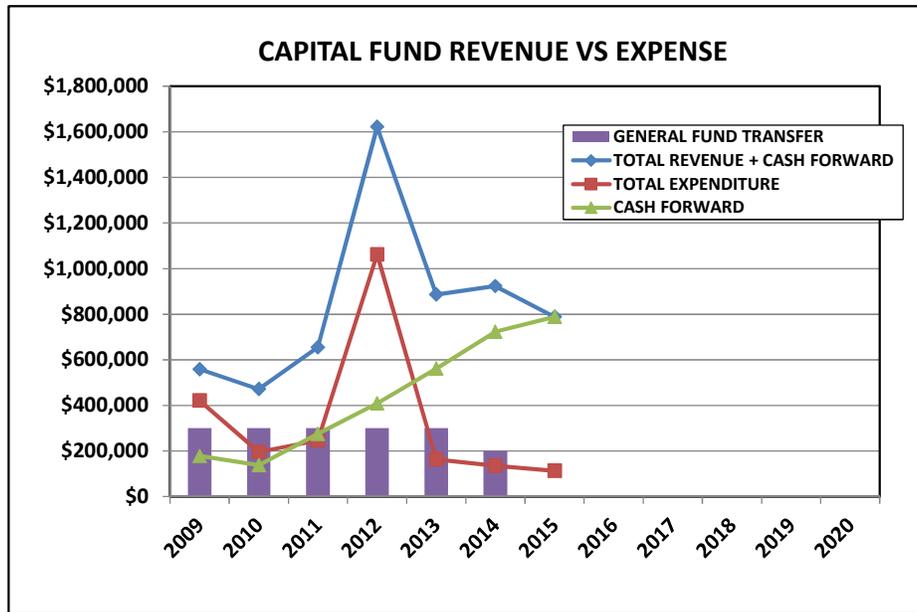


Figure 19 – Annual total capital fund expense versus revenue and cash balance

Figure 19 illustrates even more clearly this relationship between the GF transfer, the CF build-up of cash reserves which serves as the principal source of “revenue” growth and drop-off of revenue as the transfer is lowered to \$0 and cash forward is used to service the debt. The overall expenditure decrease through time is also quite apparent with the exception of the use of loan proceeds in FY 2012. In the later years shown, the expense is almost exclusively debt service which will negatively affect the District as it does not have the capacity to replace other smaller vehicles and small equipment such as radios, nozzles, air packs, etc. Subsequent modeling will address this issue and build in an annual equipment replacement funding mechanism. Again, an annual target of \$2-300,000 should be adequate and should ultimately include debt service. With an appropriate long-term replacement schedule for all capital equipment and apparatus, one can adequately plan this as a recurring expense over time making it much easier to plan for funding needs and explain those needs to the public which must fund them.

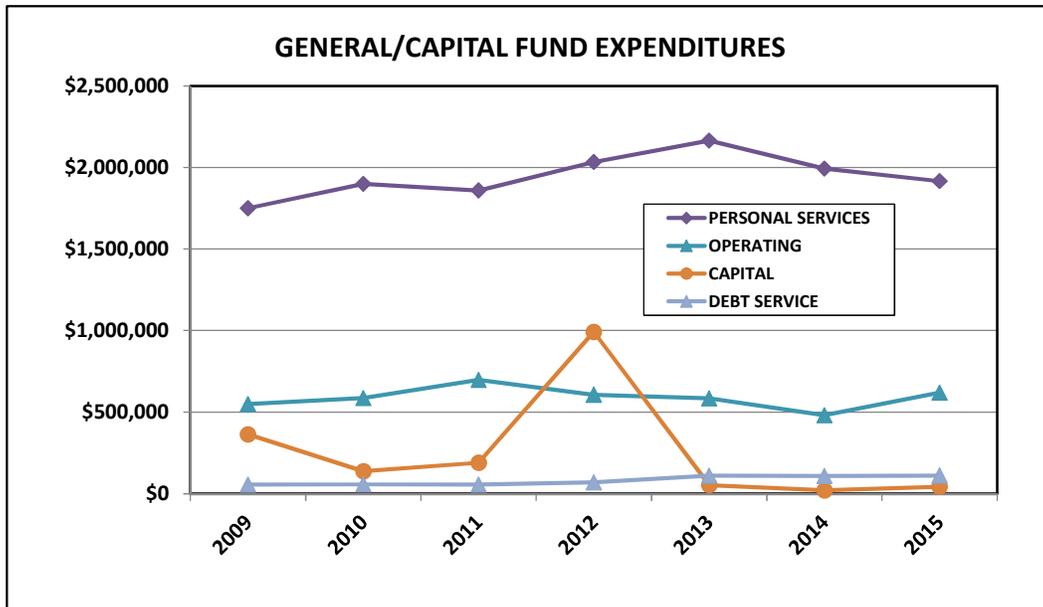


Figure 20 – Combined annual General/Capital Fund expenditures by major category

As discussed earlier, for modeling purposes, it makes most sense to combine the GF and CF budgets. Figure 20 shows how past budgets for FY 2009-2014 and adopted FY 2015 would look if those two budgets are combined into one expenditure budget. Four major spending categories are shown with the major cost being various personnel costs as identified earlier and shown here in purple. Total operating expenses are shown in blue and were discussed previously. Also shown here are capital and debt service costs through time relative to the GF operating budget categories. The GF transfer is not shown as an expense as that funding is actually merely retained as cash forward in the CF budget.

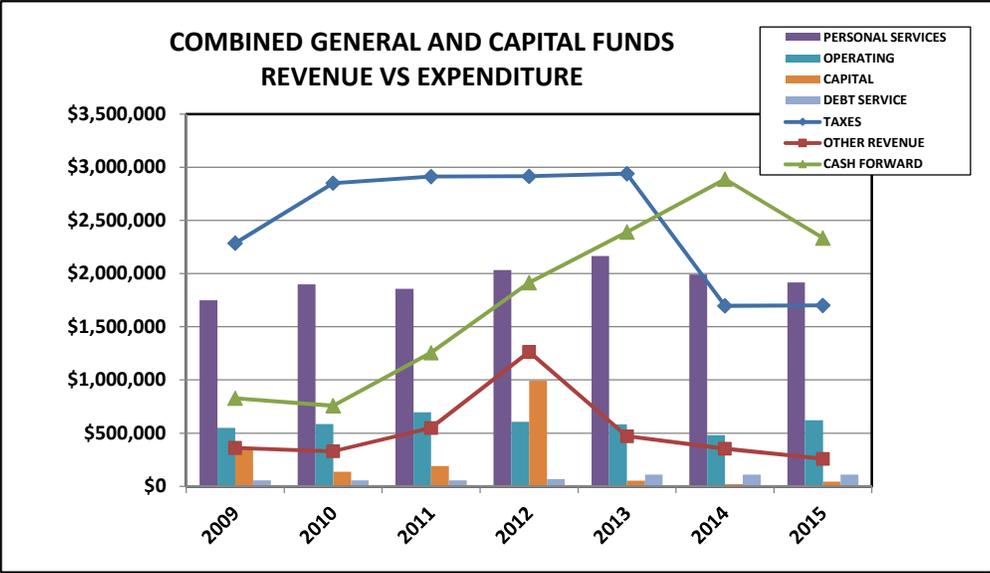


Figure 21 – Combined annual GF/CF expenditures by category versus revenue/cash forward

Figure 21 puts revenue and expenditures together for the GF and CF budgets through time and each of these and their relationships have been previously discussed.

### 5.4.2 Expenditure Trends – Bond Funds

	FY 2009 <sup>1</sup>	FY 2010 <sup>1</sup>	FY 2011 <sup>1</sup>	FY 2012 <sup>1</sup>	FY 2013 <sup>1</sup>	FY 2014 <sup>2</sup>	FY 2015 <sup>3</sup>	FY 2016
<b>BOND FUND REVENUE</b>								
Property Tax	\$626,769	\$621,427	\$622,155	\$621,846	\$618,936	\$627,637	\$623,012	
Abated Tax	\$0	\$0	\$1,934	\$2,442	\$1,993	\$1,238	\$2,488	
Interest on Deposits	\$356	\$141	\$96	\$217	\$160	\$150	\$150	
Lawsuit Settlement	\$0	\$0	\$0	\$33,989	\$0	\$0	\$0	
Miscellaneous	\$0	\$0	\$0	\$0	\$0	\$0	\$0	
<b>TOTAL REVENUE</b>	<b>\$627,125</b>	<b>\$621,568</b>	<b>\$624,185</b>	<b>\$658,494</b>	<b>\$621,089</b>	<b>\$629,025</b>	<b>\$625,650</b>	<b>\$0</b>
<b>CASH FORWARD</b>	<b>\$61,235</b>	<b>\$64,996</b>	<b>\$66,854</b>	<b>\$69,770</b>	<b>\$106,359</b>	<b>\$106,611</b>	<b>\$106,761</b>	<b>\$106,911</b>
<b>BOND FUND EXPENDITURES</b>								
Treasurer Fees	\$14,326	\$14,122	\$14,231	\$14,467	\$14,412	\$18,500	\$18,500	
96 Bond Issue, Principal	\$0	\$0	\$0	\$0	\$0	\$0	\$0	
96 Bond Issue, Interest	\$0	\$0	\$0	\$0	\$0	\$0	\$0	
2004 Bond Issue, Principal	\$120,000	\$125,000	\$315,000	\$325,000	\$0	\$355,000	\$0	
2004 Bond Issue, Interest	\$66,338	\$61,838	\$56,838	\$44,238	\$0	\$15,975	\$0	
2007 Bond Issue, Principal	\$220,000	\$225,000	\$50,000	\$55,000	\$395,000	\$60,000	\$70,533	
2007 Bond Issue, Interest	\$202,400	\$193,600	\$184,600	\$182,600	\$210,825	\$178,200	\$535,267	
Fiscal Agents Fees	\$300	\$150	\$600	\$600	\$600	\$1,200	\$1,200	
Refunding Fee	\$0	\$0	\$0	\$0	\$0	\$0	\$0	
Miscellaneous	\$0	\$0	\$0	\$0	\$0	\$0	\$0	
<b>TOTAL EXPENDITURES</b>	<b>\$623,364</b>	<b>\$619,710</b>	<b>\$621,269</b>	<b>\$621,905</b>	<b>\$620,837</b>	<b>\$628,875</b>	<b>\$625,500</b>	<b>\$0</b>
<b>TOTAL REVENUE + CASH FORWARD</b>	<b>\$688,360</b>	<b>\$686,564</b>	<b>\$691,039</b>	<b>\$728,264</b>	<b>\$727,448</b>	<b>\$735,636</b>	<b>\$732,411</b>	<b>\$106,911</b>
<b>LESS TOTAL EXPENDITURE</b>	<b>\$623,364</b>	<b>\$619,710</b>	<b>\$621,269</b>	<b>\$621,905</b>	<b>\$620,837</b>	<b>\$628,875</b>	<b>\$625,500</b>	<b>\$0</b>
<b>EQUAL CASH FORWARD</b>	<b>\$64,996</b>	<b>\$66,854</b>	<b>\$69,770</b>	<b>\$106,359</b>	<b>\$106,611</b>	<b>\$106,761</b>	<b>\$106,911</b>	<b>\$106,911</b>
<sup>1</sup> Audited budget								
<sup>2</sup> Adopted budget								
<sup>3</sup> Proposed budget								

Table 10 – Annual Bond fund revenue versus expenditures

Table 10 illustrates both revenue and expense from FY 2009 through adopted FY 2015. As this fund has its own millage rate and is a non-discretionary fund that must be funded each year regardless of variation in property values, it is not addressed in the economic models. However, it is instructive to note how it varies through time. The net effect is that expenses are relatively stable between \$600-625,000 annually requiring a similar revenue level to sustain the principal and interest payments. The fund is currently in good financial condition and has a healthy cash balance which has been growing over time and is now approximately \$100,000.

### 5.4.3 Expenditure Trends –Volunteer Firefighter Pension Fund

Table 11 represents the Volunteer Firefighter Pension Fund which is a fiduciary fund budgeted and accounted for separately from the discretionary General Operating and Capital Funds of the District. For the purposes of the economic models, the tax revenue used for this fund is shown as a transfer from the GF budget as the GF millage rate is the source of the relatively minor tax proceeds placed into this fund annually. The State of Colorado also provides a match to the District tax funds. The GF “transfer” has varied since FY 2009 from a low of \$40,000 to a high of just under \$80,000 in FY 2011. This fund carries a healthy cash balance which is set aside to cover actuarial obligations and this is growing annually.

	FY 2009 <sup>1</sup>	FY 2010 <sup>1</sup>	FY 2011 <sup>1</sup>	FY 2012 <sup>1</sup>	FY 2013 <sup>1</sup>	FY 2014 <sup>2</sup>	FY 2015 <sup>3</sup>	FY 2016
<b>PENSION FUND REVENUE</b>								
Property Tax	\$40,000	\$64,132	\$78,831	\$51,060	\$62,369	\$71,818	\$63,727	
FPPA Matching Funds	\$36,068	\$36,000	\$57,719	\$70,948	\$45,954	\$56,545	\$64,636	
Interest on Deposits	\$256,473	\$232,770	\$27,307	\$218,487	\$291,031	\$195,360	\$100,000	
Miscellaneous	\$0	\$0	\$0	\$0	\$0	\$0	\$0	
<b>TOTAL REVENUE</b>	<b>\$332,541</b>	<b>\$332,902</b>	<b>\$163,857</b>	<b>\$340,495</b>	<b>\$399,354</b>	<b>\$323,723</b>	<b>\$228,363</b>	<b>\$0</b>
<b>CASH FORWARD</b>	<b>\$1,607,623</b>	<b>\$1,751,558</b>	<b>\$1,883,193</b>	<b>\$1,837,418</b>	<b>\$1,965,804</b>	<b>\$2,155,602</b>	<b>\$2,193,722</b>	<b>\$2,131,085</b>
<b>PENSION FUND EXPENDITURES</b>								
FPPA Fees and Expenses	\$12,194	\$13,074	\$14,057	\$16,695	\$11,734	\$13,000	\$13,000	
Treasurer Fees	\$915	\$1,788	\$1,796	\$1,183	\$1,448	\$2,000	\$2,000	
Benefits	\$157,950	\$167,225	\$174,600	\$174,600	\$175,125	\$250,000	\$250,000	
Disability Insurance	\$17,547	\$19,180	\$19,179	\$19,631	\$21,249	\$20,000	\$25,000	
Fidelity Bond	\$0	\$0	\$0	\$0	\$0	\$603	\$1,000	
Miscellaneous	\$0	\$0	\$0	\$0	\$0	\$0	\$0	
<b>TOTAL EXPENDITURES</b>	<b>\$188,606</b>	<b>\$201,267</b>	<b>\$209,632</b>	<b>\$212,109</b>	<b>\$209,556</b>	<b>\$285,603</b>	<b>\$291,000</b>	<b>\$0</b>
<b>TOTAL REVENUE + CASH FORWARD</b>	<b>\$1,940,164</b>	<b>\$2,084,460</b>	<b>\$2,047,050</b>	<b>\$2,177,913</b>	<b>\$2,365,158</b>	<b>\$2,479,325</b>	<b>\$2,422,085</b>	<b>\$2,131,085</b>
<b>LESS TOTAL EXPENDITURE</b>	<b>\$188,606</b>	<b>\$201,267</b>	<b>\$209,632</b>	<b>\$212,109</b>	<b>\$209,556</b>	<b>\$285,603</b>	<b>\$291,000</b>	<b>\$0</b>
<b>EQUAL CASH FORWARD</b>	<b>\$1,751,558</b>	<b>\$1,883,193</b>	<b>\$1,837,418</b>	<b>\$1,965,804</b>	<b>\$2,155,602</b>	<b>\$2,193,722</b>	<b>\$2,131,085</b>	<b>\$2,131,085</b>
<sup>1</sup> Audited budget								
<sup>2</sup> Adopted budget								
<sup>3</sup> Proposed budget								

Table 11– Annual Pension Fund revenue versus expenditures

## 5.5 Economic Model - Overview

In order to evaluate the funding needed to support the current and projected levels of service, it is critical that the department have a reasonable financial model with which to evaluate various financial and service level impacts on taxpayers. In order to develop that model, there are many input parameters that are required. Almont has worked with staff to understand the current and past budgets, past and projected workloads, and various costs and needs facing the department. To the extent possible, information has been gathered from various sources to develop model assumptions. Where critical, these assumptions will be pointed out so that policy makers can understand both the power and limitations of the model as future funding and service level decisions are contemplated.

As already discussed, the model will only focus on the discretionary funds; that is, the General Fund operating and Capital Fund budgets. These two funds are combined in the following model scenarios as they are sourced from the same millage; the GF millage rate. Further, the Pension Fund receives its tax revenue from the GF millage rate. In order to model this correctly, the tax revenue estimated for the Pension Fund over the next five years will be shown as a transfer from the GF budget to the PF budget. Since the revenue derives from the GF millage, total millage shown in the model will cover all the millage needed for all three funds when, ultimately, they are budgeted separately.

Once developed, the model was then used to create various scenarios to illustrate for board members what the financial and service level impacts on the department and the citizens it serves might be under various situations. Three basic scenarios with several funding variants were developed and presented for District review. The first scenario projects the current level of service over the next five years with no capital replacement and no increase in millage. A variant of this scenario maintains current LOS but increases the millage to support it. District staff state originally that they expected property values to increase 30% between FY 2015 and FY 2016. However, recently released estimates from Garfield and Pitkin counties (provided to Almont on July 23, 2015), which represent approximately 95% of the District’s tax revenue stream, are closer to 25.5% as a weighted average. The base scenario discussed later includes a sensitivity analysis to show the impact of property value variability on the anticipated revenue stream.

Since properties are reassessed on a two-year cycle, staff has further assumed a 5% increase between FY 2017-18 and FY 2019-20. These increases are built into the model and used in each of the scenarios presented. It is important to understand that if property values increase or decrease outside these assumptions, it could have significant impacts on the recommended millage rates needed to sustain each the department under each scenario. Budget figures for the adopted FY 2015 fiscal year are used as the base year for the model which extends to FY 2020.

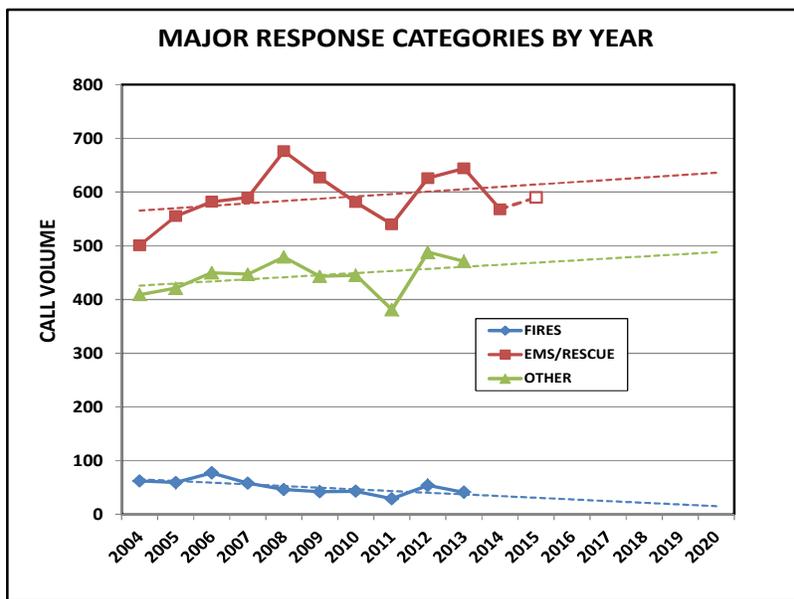


Figure 22– Annual call volume by major category

Figure 22 shows annual call volume for the District by major category from FY 2004 and projected through FY 2015 for EMS/Rescue calls. Note that fire calls have actually been going down over time. No attempt has been made here to differentiate any further and no weight is given for workload of fire calls. For example, major wildfires may require a great deal more time and resource than a vehicle fire. Because patient transport revenue is the only other significant revenue source available and

EMS/Rescue calls are a significant workload, tracking closely with other call types, their rate of increase is used as an economic factor in the model. An analysis of these calls indicates that their rate of increase has historically been approximately 1.2% per year. This provides a basis for the growth factor used in the model.

A salary level adjustment of 2% per year is used in the model and is applied to the entire personnel services budget. Further, in the expenditure portion of the model the personnel services budget is increased annually by an approximate 1% additionally. This is in recognition of unpredictable but generally significant increases experienced in health care costs. In many instances these can be as high as 10% per year. An inflation factor of 2% per year is used based upon best estimates currently available of CPI changes anticipated. In some instances, such as fire apparatus, we have seen increases of 5% or more. However, an overall inflation factor for all categories of 2% is not unreasonable at this point in time. Since each model scenario uses these same assumptions, the effect of service level increases, etc. can be tested. Should the District wish to change any of these assumptions that can be done at a later date to determine sensitivity on millage rates.

The model is divided into five main sections. First are the *Economic Variables* as just discussed. There are six columns representing respectively, the base year (adopted FY 2015) and years one-five of the model (FY 2016-20). Included in the economic variables is the District net assessed property value with the increases postulated by District staff. It is assumed that the State of Colorado will not change the factor applied to actual value to arrive at net assessed value to which the millage rate is actually applied.

The next section of the model identifies *Revenues and Other Sources of Funds*. The primary source of funding is ad valorem taxes. The millage rate for the model can be changed and is with each scenario presented in order to optimize ending fund balance, the importance of which will be discussed below. Fees are grown through application of growth and inflation factors. Utilization of prior year ending fund balance is shown in this section as well which gives an indication of whether recurring revenues balances recurring expenditures or not.

It is important to note that for the base year (FY 2015), the General Fund Operating millage rate is 5.903 mills. There is an additional small millage that represents the annually required refund/abatement program (this has varied between 0.024 and 0.042 mills between FY 2009 and FY 2015) in the General Fund. Rather than show this additional millage in the model since it is variable from year-to-year, an additional revenue line item was added for this revenue source (it is also included as an annual expense in the operating expenditure budget). Annual average revenue for this item from FY 2009-2015 is \$11,610. The base year figure is slightly less at the adopted amount of \$9,129 which is increased by the application of the growth and inflation factors.

The next section of the model identifies *Expenditures*. Major components broken out are personnel, operating, and current equipment (capital and leases). Debt service is shown under the "lease payments" item. Personnel are increased approximately 3% annually (2% specifically for salary increases and an additional 1% to cover such items as health insurance, workers' compensation, etc.

which may increase at significantly higher rates) as discussed while the other items are increased 2% per year. Debt service is constant. Also shown is a transfer to the Pension Fund which represents the Pension Fund equivalent millage portion of the total GF millage shown in this model.

The most important section of the model is the *Fund Balance on Reserve Analysis* section. The first line shows the total ending fund balance for the combined GF/CF budgets. The next line provides for a minimum reserve. It is recommended that the District utilize this as a guideline for future budgeting and is consistent with generally accepted government accounting principles. The first component of the minimum reserve is a reserve for cash flow. That is, sufficient cash to cover the first several months of personnel services and operating expenses which is generally the time prior to receiving significant tax revenues in the new fiscal year. The model actually uses 3 months of expected tax revenue as the reserve for cash flow.

The second component is a reserve for contingencies such as major wildfires, catastrophic equipment failures, etc. This is generally considered to be 5% of the recurring expenditure budget. The most important line of the model is the last line of this section; "Ending Fund Balance Over (Under) Minimum. As long as this number is positive, the District is on sound financial footing. However, if this number becomes significantly negative and the trend holds, the District must make changes either cutting expenses, reducing service level and/or increasing revenue.

The power of this model is that the ending fund balance over or under minimum line is then used to drive the millage rate needed to sustain the modeled level of service desired and shown in each scenario. Various other revenue or expenditure inputs can be modeled but these are the most significant.

5.5.1 Economic Model – Scenario 1A-B Current Service Level No Capital Replacement Program

Plan Year Fiscal Year	Base Year 2015	Year 1 2016	Year 2 2017	Year 3 2018	Year 4 2019	Year 5 2020
<b>ECONOMIC VARIABLES</b>						
EMS/Rescue Call Volume	617	625	632	640	647	655
% Increase Over Prior Year	1.20%	1.20%	1.20%	1.20%	1.20%	1.20%
District Net Assessed Property Value	275,863,200	346,208,316	346,208,316	363,518,732	363,518,732	381,694,668
% Increase Over Prior Year	0.00%	25.50%	0.00%	5.00%	0.00%	5.00%
Salary Level Adjustment		2.0%	2.0%	2.0%	2.0%	2.0%
Price Level Adjustment		2.0%	2.0%	2.0%	2.0%	2.0%
<b>REVENUES AND OTHER SOURCES OF FUNDS</b>						
Ad Valorem Tax Millage Rate	5.903	5.903	5.903	5.903	5.903	5.903
% Increase (Decrease) Millage Rate		0%	0%	0%	0%	0%
Ad Valorem Tax Revenue - Estimated Actual	1,620,278	2,033,449	2,033,449	2,135,122	2,135,122	2,241,878
Delinquent Ad Valorem	1,000	1,032	1,065	1,099	1,134	1,171
Abated Tax	9,129	9,423	9,727	10,041	10,365	10,699
Specific Ownership Tax	120,000	123,869	127,863	131,985	136,240	140,632
Ambulance Fees	225,000	232,254	239,742	247,471	255,449	263,685
Other Fees	-	-	-	-	-	-
Interest & Miscellaneous	38,300	39,535	40,810	42,126	43,484	44,886
Impact Fees	-	-	-	-	-	-
Lease Purchase Proceeds	-	-	-	-	-	-
Other Revenue	-	-	-	-	-	-
Total Other Revenue Sources	393,429	406,113	419,207	432,722	446,672	461,073
Total Revenues	2,013,707	2,439,562	2,452,656	2,567,844	2,581,794	2,702,951
Utilization of Fund Balance	741,946	388,128	449,086	410,023	474,332	433,626
<b>Total Revenues and Other Sources of Funds</b>	<b>2,755,653</b>	<b>2,827,690</b>	<b>2,901,742</b>	<b>2,977,867</b>	<b>3,056,126</b>	<b>3,136,577</b>
<b>EXPENDITURES</b>						
Current Personnel	1,916,421	1,973,914	2,033,131	2,094,125	2,156,949	2,221,657
Current Operating	619,765	632,160	644,803	657,699	670,853	684,270
Current Equipment	43,704	44,578	45,470	46,379	47,307	48,253
Equipment Acquired - Lease Purchase	-	-	-	-	-	-
Lease Purchase Payments	112,036	112,036	112,036	112,036	112,036	112,036
Current Major Capital	-	-	-	-	-	-
Current Transfer to Pension Fund	63,727	65,002	66,302	67,628	68,981	70,361
Cumulative FTE (Career FF)	-	-	-	-	-	-
Engine (Equipped)	-	-	-	-	-	-
Ambulance (Equipped)	-	-	-	-	-	-
Brush Truck (Equipped)	-	-	-	-	-	-
Tanker (Equipped)	-	-	-	-	-	-
Utility (Equipped)	-	-	-	-	-	-
Other Equipment	-	-	-	-	-	-
Other Expenditures or Adjustments	-	-	-	-	-	-
<b>Total Expenditures</b>	<b>2,755,653</b>	<b>2,827,690</b>	<b>2,901,742</b>	<b>2,977,867</b>	<b>3,056,126</b>	<b>3,136,577</b>
<b>FUND BALANCE AND RESERVE ANALYSIS</b>						
Ending General Operating/Capital Fund Balance	2,146,905	1,758,777	1,309,691	899,668	425,336	(8,290)
Minimum Reserve: Cash Flow + 5% Contingency	542,852	649,747	653,449	682,674	686,587	717,298
Ending Fund Balance Over (Under) Minimum	1,604,053	1,109,030	656,242	216,994	(261,251)	(725,588)
<b>DECISION UNITS AND UNIT COSTS</b>						
FTE (Career FF)		-	-	-	-	-
Engine (Equipped)		-	-	-	-	-
Ambulance (Equipped)		-	-	-	-	-
Brush Truck (Equipped)		-	-	-	-	-
Tanker (Equipped)		-	-	-	-	-
Utility (Equipped)		-	-	-	-	-
Cumulative New FTE (Career FF)		-	-	-	-	-
Cumulative Total FTE (Career FF)	18	18	18	18	18	18
Cumulative Number of Stations	5	5	5	5	5	5
FTE (Operating)	65,000	66,300	67,626	68,979	70,359	71,766
Engine (Equipped)	350,000	357,000	364,140	371,423	378,851	386,428
Ambulance (Equipped)	165,000	168,300	171,666	175,099	178,601	182,173
Brush Truck (Equipped)	95,000	96,900	98,838	100,815	102,831	104,888
Tanker (Equipped)	210,000	214,200	218,484	222,854	227,311	231,857
Utility (Equipped)	40,000	40,800	41,616	42,448	43,297	44,163

Table 12– Scenario 1A Current service level fund balance burn rate with no millage increase

Table 12 shows Scenario 1A which effectively models the current level of service without any capital equipment replacement. Further, the current GF millage rate of 5.903 mills is retained throughout the five year period. Under the *Fund Balance and Reserve Analysis* section, one can see that the current “burn rate” of the cash reserve will reduce the ending fund balance over the minimum needed from \$1.6 million in the base year to \$217,000 in year three (FY 2018). In year four (FY 2019), the ending fund balance is actually \$260,000 less than the minimum needed for cash flow and reserve; a trend that continues to worsen in the final year of the model absent any changes in revenue or expenditures.

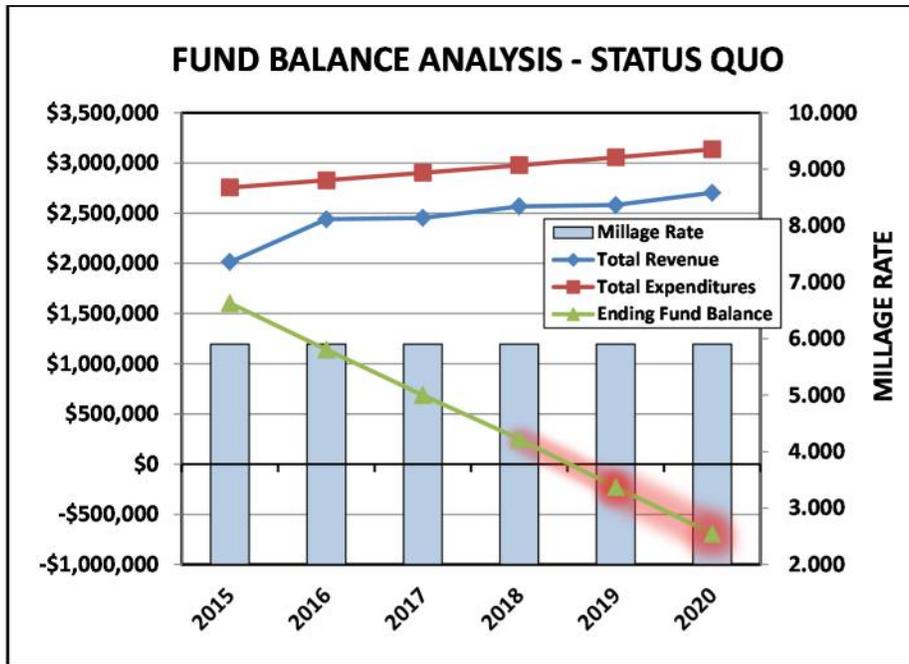


Figure 23– Scenario 1A Current LOS fund balance analysis with no millage increase

This scenario is untenable for the District from several respects. At a minimum, the District “burns” through its reserves such that it is well below the minimum needed by FY 2020 as shown visually in Figure 23 where the green line represents ending fund balance. The red shadow shows where the fund balance goes negative. The blue bars show millage rate static with the axis on the right side of the graph. This continues the current trajectory of the District where revenues are less than expenditures and fund balance makes up the difference each year. Further, there is essentially no capital replacement funding available which ultimately will affect the District’s ability to carry out its mission as equipment breaks down and cannot be repaired or replaced.

The originally estimated increase in property values was reported as 30%. Subsequently, following release of values for FY 2016 by Garfield and Pitkin counties, the estimated property value increase was lowered to 25.5% as a weighted average for these two counties which represent approximately 95% of the District’s tax revenue stream. Figure 24 shows a sensitivity analysis of property value variability from 30% to 20% to illustrate what happens to fund balance above or below minimum needed if the

anticipated property values increase 20%, 25% and 30%; respectively. The net effect of reducing estimated property value increase by 5% in FY 2016 (from original 30% estimate) is to bring the fund balance into a negative status one year sooner in out years of this scenario. For example, at a 30% property value increase in FY 2016, and no change in millage or service level, the fund balance goes negative in FY 2020. At a 25% increase in value for FY 2016, the fund balance goes negative in FY 2019.

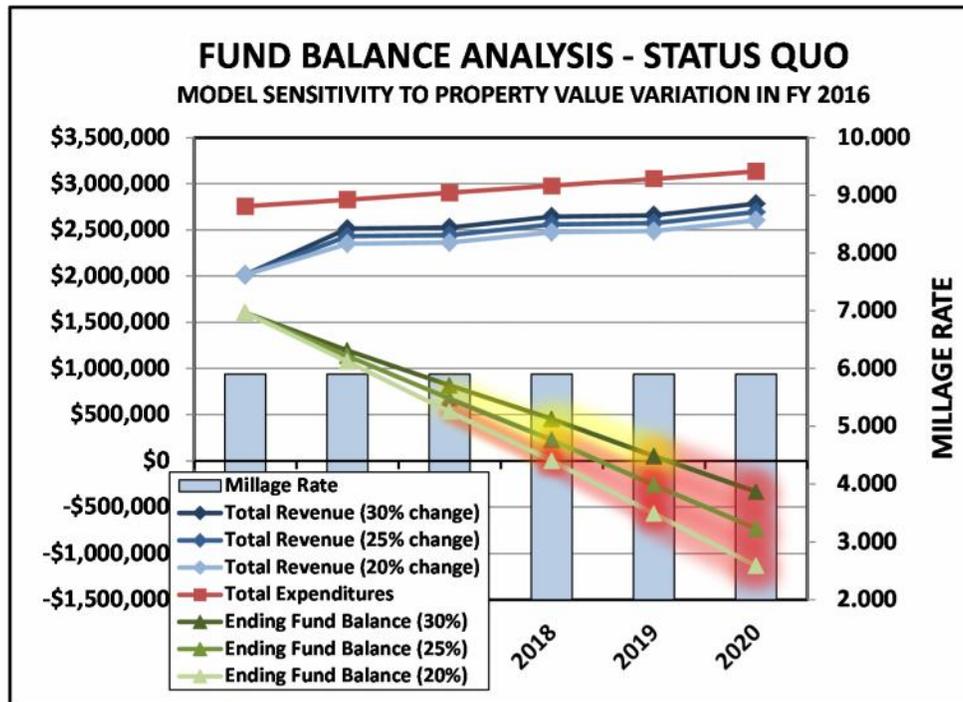


Figure 24 – Scenario 1A Sensitivity of model to variation in property value increase estimates (20-30%)

Conversely, Scenario 1B shown in Table 13 shows the same service level through time, again with no capital replacement, but with a millage rate that prevents the ending fund balance from going below the minimum needed to sustain the District on a proper financial footing. The current millage rate of 5.903 mills can be maintained for the first two years of the model after which it is raised approximately 0.5 mills in year three (FY 2018) and another 0.5 mills in year four (FY 2019) where it remains for two years.

The impact of this scenario on ending fund balance is better illustrated by Figure 25 which again shows millage rate each year as blue bars on the right-hand axis. The ending fund balance is shown in green with the axis on the left. Note that the ending fund balance is reduced significantly for the first three years as millage rate is kept flat in years one-two and raised 0.5 mills in year three, despite the 25.5% modeled increase in net assessed property value in FY 2016. As the millage rate is increased another 0.5 mills in the final two years, the trajectory of the ending fund balance flattens out to approximately \$200-250,000 over the minimum for the remaining two years. This begins to show the District how it might begin to handle some capital replacement. Further, notice that revenue now approaches expenditures such that in the final year, revenues approximate expenditures. However, this scenario, while

addressing the issue of recurring expenses exceeding recurring revenues and negative fund balances, does not address service level needs of the District.

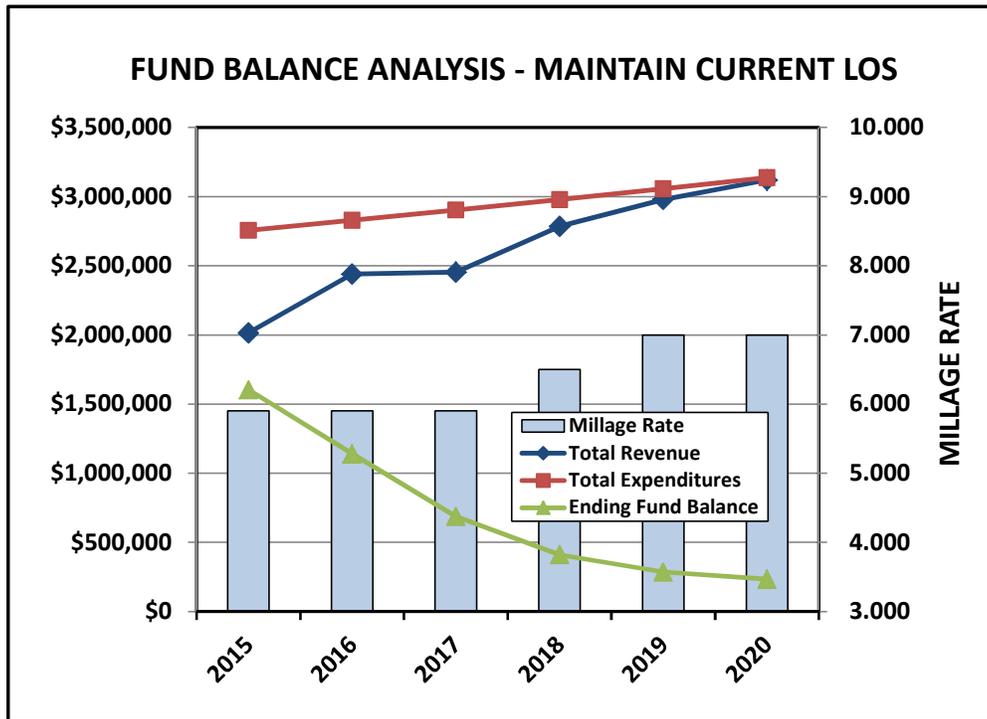


Figure25– Scenario 1B Current LOS maintained, fund balance analysis with millage increase

Scenarios 2 and 3 below address first, a solid capital replacement program and second, both a capital replacement program and a service level improvement by providing additional cross-trained career staff over a five-year period.

Plan Year Fiscal Year	Base Year 2015	Year 1 2016	Year 2 2017	Year 3 2018	Year 4 2019	Year 5 2020
<b>ECONOMIC VARIABLES</b>						
EMS/Rescue Call Volume	617	625	632	640	647	655
% Increase Over Prior Year	1.20%	1.20%	1.20%	1.20%	1.20%	1.20%
District Net Assessed Property Value	275,863,200	346,208,316	346,208,316	363,518,732	363,518,732	381,694,668
% Increase Over Prior Year	0.00%	25.50%	0.00%	5.00%	0.00%	5.00%
Salary Level Adjustment		2.0%	2.0%	2.0%	2.0%	2.0%
Price Level Adjustment		2.0%	2.0%	2.0%	2.0%	2.0%
<b>REVENUES AND OTHER SOURCES OF FUNDS</b>						
Ad Valorem Tax Millage Rate	5.903	5.903	5.903	6.500	7.000	7.000
% Increase (Decrease) Millage Rate		0%	0%	10%	8%	0%
Ad Valorem Tax Revenue - Estimated Actual	1,620,278	2,033,449	2,033,449	2,351,057	2,531,908	2,658,503
Delinquent Ad Valorem	1,000	1,032	1,065	1,099	1,134	1,171
Abated Tax	9,129	9,423	9,727	10,041	10,365	10,699
Specific Ownership Tax	120,000	123,869	127,863	131,985	136,240	140,632
Ambulance Fees	225,000	232,254	239,742	247,471	255,449	263,685
Other Fees	-	-	-	-	-	-
Interest & Miscellaneous	38,300	39,535	40,810	42,126	43,484	44,886
Impact Fees	-	-	-	-	-	-
Lease Purchase Proceeds	-	-	-	-	-	-
Other Revenue	-	-	-	-	-	-
Total Other Revenue Sources	393,429	406,113	419,207	432,722	446,672	461,073
Total Revenues	2,013,707	2,439,562	2,452,656	2,783,779	2,978,580	3,119,576
Utilization of Fund Balance	741,946	388,128	449,086	194,088	77,546	17,001
<b>Total Revenues and Other Sources of Funds</b>	<b>2,755,653</b>	<b>2,827,690</b>	<b>2,901,742</b>	<b>2,977,867</b>	<b>3,056,126</b>	<b>3,136,577</b>
<b>EXPENDITURES</b>						
Current Personnel	1,916,421	1,973,914	2,033,131	2,094,125	2,156,949	2,221,657
Current Operating	619,765	632,160	644,803	657,699	670,853	684,270
Current Equipment	43,704	44,578	45,470	46,379	47,307	48,253
Equipment Acquired - Lease Purchase	-	-	-	-	-	-
Lease Purchase Payments	112,036	112,036	112,036	112,036	112,036	112,036
Current Major Capital	-	-	-	-	-	-
Current Transfer to Pension Fund	63,727	65,002	66,302	67,628	68,981	70,361
Cumulative FTE (Career FF)	-	-	-	-	-	-
Engine (Equipped)	-	-	-	-	-	-
Ambulance (Equipped)	-	-	-	-	-	-
Brush Truck (Equipped)	-	-	-	-	-	-
Tanker (Equipped)	-	-	-	-	-	-
Utility (Equipped)	-	-	-	-	-	-
Other Equipment	-	-	-	-	-	-
Other Expenditures or Adjustments	-	-	-	-	-	-
<b>Total Expenditures</b>	<b>2,755,653</b>	<b>2,827,690</b>	<b>2,901,742</b>	<b>2,977,867</b>	<b>3,056,126</b>	<b>3,136,577</b>
<b>FUND BALANCE AND RESERVE ANALYSIS</b>						
Ending General Operating/Capital Fund Balance	2,146,905	1,758,777	1,309,691	1,115,603	1,038,057	1,021,056
Minimum Reserve: Cash Flow + 5% Contingency	542,852	649,747	653,449	736,658	785,783	821,455
Ending Fund Balance Over (Under) Minimum	1,604,053	1,109,030	656,242	378,945	252,274	199,601
<b>DECISION UNITS AND UNIT COSTS</b>						
FTE (Career FF)		-	-	-	-	-
Engine (Equipped)		-	-	-	-	-
Ambulance (Equipped)		-	-	-	-	-
Brush Truck (Equipped)		-	-	-	-	-
Tanker (Equipped)		-	-	-	-	-
Utility (Equipped)		-	-	-	-	-
Cumulative New FTE (Career FF)		-	-	-	-	-
Cumulative Total FTE (Career FF)	18	18	18	18	18	18
Cumulative Number of Stations	5	5	5	5	5	5
FTE (Operating)	65,000	66,300	67,626	68,979	70,359	71,766
Engine (Equipped)	350,000	357,000	364,140	371,423	378,851	386,428
Ambulance (Equipped)	165,000	168,300	171,666	175,099	178,601	182,173
Brush Truck (Equipped)	95,000	96,900	98,838	100,815	102,831	104,888
Tanker (Equipped)	210,000	214,200	218,484	222,854	227,311	231,857
Utility (Equipped)	40,000	40,800	41,616	42,448	43,297	44,163

Table 13– Scenario 1B Current service level sustained with millage increase

5.5.2 Economic Model – Scenario 2 Current Service Level with Capital Replacement

UNIT COST PER YEAR						
	2015	2016	2017	2018	2019	2020
AMBULANCE	\$165,000	\$168,300	\$171,666	\$175,099	\$178,601	\$182,173
BRUSH TRUCK	\$95,000	\$96,900	\$98,838	\$100,815	\$102,831	\$104,888
PUMPER	\$350,000	\$357,000	\$364,140	\$371,423	\$378,851	\$386,428
TENDER	\$210,000	\$214,200	\$218,484	\$222,854	\$227,311	\$231,857
UTILITY	\$40,000	\$40,800	\$41,616	\$42,448	\$43,297	\$44,163
OTHER	\$10,000	\$10,200	\$10,404	\$10,612	\$10,824	\$11,041

UNITS PROPOSED PER YEAR						
	2015	2016	2017	2018	2019	2020
AMBULANCE					1	1
BRUSH TRUCK		1	1		1	
PUMPER						2
TENDER						1
UTILITY			2	3	1	
OTHER			1	2	1	

DISTRICT PROPOSED COST PER YEAR						
	2015	2016	2017	2018	2019	2020
AMBULANCE		\$168,300	\$0	\$0	\$178,601	\$182,173
BRUSH TRUCK		\$0	\$98,838	\$0	\$102,831	\$0
PUMPER		\$0	\$0	\$0	\$0	\$772,857
TENDER		\$0	\$0	\$0	\$0	\$231,857
UTILITY		\$0	\$83,232	\$127,345	\$43,297	\$0
OTHER		\$0	\$10,404	\$21,224	\$10,824	\$0
<b>ANNUAL COST</b>		<b>\$168,300</b>	<b>\$192,474</b>	<b>\$148,569</b>	<b>\$335,554</b>	<b>\$1,186,887</b>

Table 14– District proposed annual apparatus replacement schedule

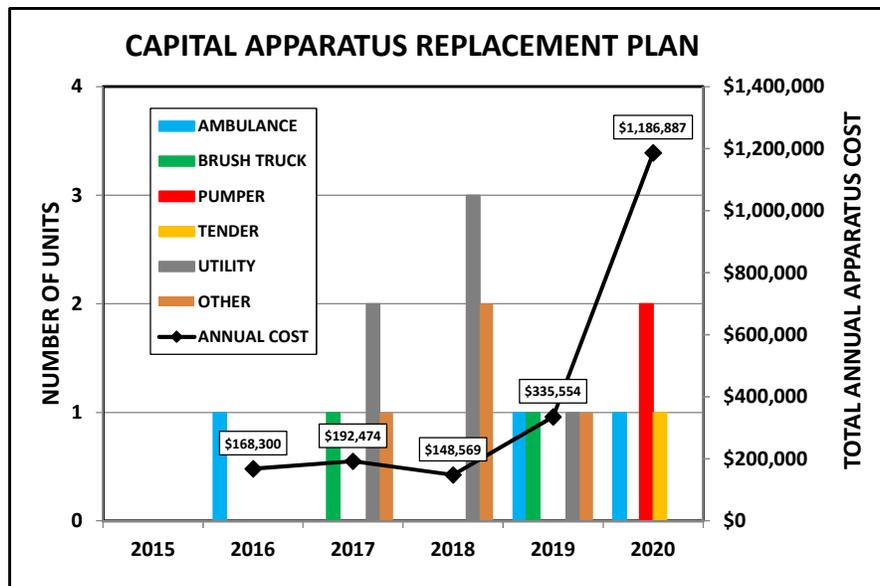


Figure 26– Total cost vs unit type of District-proposed annual apparatus replacement schedule

The staff of CRFPD has done an excellent job in working to develop an apparatus replacement program that can be used to eliminate spikes in capital replacement which can lead to a greater ability to predict

capital replacement as a recurring annual expense that can be programmed into a long-range master plan. Table 14 identifies types of apparatus needed by the department over time with unit cost in the base year (FY 2015) and inflated over time to show impact if purchased outright in subsequent years. The model's 2% inflation factor has been applied for illustrative purposes. The bottom of each scenario modelled has a section called, *Decision Units and Unit Costs*. This is the same cost data shown in Table 14 above. The costs are tied to the base year and inflated each year thereafter. If a unit is identified for purchase in any given year, the number purchased is filled in the table under this section and the appropriate cost is built into the expenditure for that year.

The middle portion of Table 14 identifies how many of each type of unit the District is recommending and the final section shows the total cost of apparatus programmed for each year. Figure 26 shows graphically the fiscal impact of staff's proposed apparatus replacement program. Ideally, the unit cost would include radios and equipment so that an equipped unit cost could serve as accommodating replacement of smaller capital items and equipment. With the exception of the final year of the five year plan, the average annual capital replacement funding needed is approximately \$250,000. This is in addition to the annual debt service requirement of \$112,000. The staff recommendation is for two pumpers, an ambulance, and a tanker (tender) to be purchased in FY 2020. In order to keep the model from "spiking" too much but to still provide a significant replacement plan, one pumper was eliminated from Scenario 2 as were several smaller cost items. There should be sufficient reserve capacity to increase capital spending for some of these smaller items.

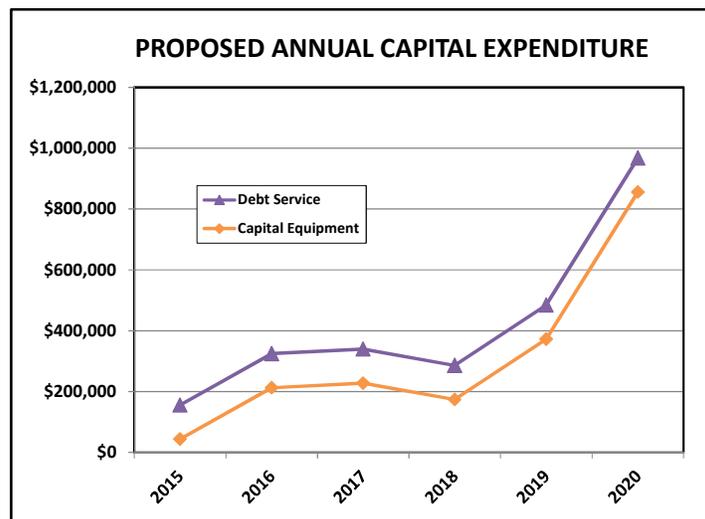


Figure 27– Scenario 2 Annual capital replacement program plus debt service as modeled

Figure 2727 shows the capital program as modeled in Scenario 2 which still spikes, although not to the extent shown in Figure26. Additionally, the debt service component is shown to provide the total impact of capital spending on the scenario in Table 15 below. The millage rate needed to implement this scenario goes from its current 5.903 to 6.5 mills in FY 2016 and then increases to 7.5 mills for the final four years.

Plan Year Fiscal Year	Base Year 2015	Year 1 2016	Year 2 2017	Year 3 2018	Year 4 2019	Year 5 2020
<b>ECONOMIC VARIABLES</b>						
EMS/Rescue Call Volume	617	625	632	640	647	655
% Increase Over Prior Year	1.20%	1.20%	1.20%	1.20%	1.20%	1.20%
District Net Assessed Property Value	275,863,200	346,208,316	346,208,316	363,518,732	363,518,732	381,694,668
% Increase Over Prior Year	0.00%	25.50%	0.00%	5.00%	0.00%	5.00%
Salary Level Adjustment		2.0%	2.0%	2.0%	2.0%	2.0%
Price Level Adjustment		2.0%	2.0%	2.0%	2.0%	2.0%
<b>REVENUES AND OTHER SOURCES OF FUNDS</b>						
Ad Valorem Tax Millage Rate	5.903	6.500	7.500	7.500	7.500	7.500
% Increase (Decrease) Millage Rate		10%	15%	0%	0%	0%
Ad Valorem Tax Revenue - Estimated Actual	1,620,278	2,239,102	2,583,580	2,712,759	2,712,759	2,848,396
Delinquent Ad Valorem	1,000	1,032	1,065	1,099	1,134	1,171
Abated Tax	9,129	9,423	9,727	10,041	10,365	10,699
Specific Ownership Tax	120,000	123,869	127,863	131,985	136,240	140,632
Ambulance Fees	225,000	232,254	239,742	247,471	255,449	263,685
Other Fees	-	-	-	-	-	-
Interest & Miscellaneous	38,300	39,535	40,810	42,126	43,484	44,886
Impact Fees	-	-	-	-	-	-
Lease Purchase Proceeds	-	-	-	-	-	-
Other Revenue	-	-	-	-	-	-
Total Other Revenue Sources	393,429	406,113	419,207	432,722	446,672	461,073
Total Revenues	2,013,707	2,645,215	3,002,787	3,145,481	3,159,431	3,309,469
Utilization of Fund Balance	741,946	350,775	81,025	(40,270)	221,424	627,566
<b>Total Revenues and Other Sources of Funds</b>	<b>2,755,653</b>	<b>2,995,990</b>	<b>3,083,812</b>	<b>3,105,211</b>	<b>3,380,855</b>	<b>3,937,035</b>
<b>EXPENDITURES</b>						
Current Personnel	1,916,421	1,973,914	2,033,131	2,094,125	2,156,949	2,221,657
Current Operating	619,765	632,160	644,803	657,699	670,853	684,270
Current Equipment	43,704	44,578	45,470	46,379	47,307	48,253
Equipment Acquired - Lease Purchase	-	-	-	-	-	-
Lease Purchase Payments	112,036	112,036	112,036	112,036	112,036	112,036
Current Major Capital	-	-	-	-	-	-
Current Transfer to Pension Fund	63,727	65,002	66,302	67,628	68,981	70,361
Cumulative FTE (Career FF)	-	-	-	-	-	-
Engine (Equipped)	-	-	-	-	-	386,428
Ambulance (Equipped)	-	168,300	-	-	178,601	182,173
Brush Truck (Equipped)	-	-	98,838	-	102,831	-
Tanker (Equipped)	-	-	-	-	-	231,857
Utility (Equipped)	-	-	83,232	127,344	43,297	-
Other Equipment	-	-	-	-	-	-
Other Expenditures or Adjustments	-	-	-	-	-	-
<b>Total Expenditures</b>	<b>2,755,653</b>	<b>2,995,990</b>	<b>3,083,812</b>	<b>3,105,211</b>	<b>3,380,855</b>	<b>3,937,035</b>
<b>FUND BALANCE AND RESERVE ANALYSIS</b>						
Ending General Operating/Capital Fund Balance	2,146,905	1,796,130	1,715,105	1,755,375	1,533,951	906,385
Minimum Reserve: Cash Flow + 5% Contingency	542,852	709,575	800,086	833,450	847,233	908,951
Ending Fund Balance Over (Under) Minimum	1,604,053	1,086,555	915,019	921,925	686,718	(2,566)
<b>DECISION UNITS AND UNIT COSTS</b>						
FTE (Career FF)		-	-	-	-	-
Engine (Equipped)		-	-	-	-	1
Ambulance (Equipped)		1	-	-	1	1
Brush Truck (Equipped)		-	1	-	1	-
Tanker (Equipped)		-	-	-	-	1
Utility (Equipped)		-	2	3	1	-
Cumulative New FTE (Career FF)		-	-	-	-	-
Cumulative Total FTE (Career FF)	18	18	18	18	18	18
Cumulative Number of Stations	5	5	5	5	5	5
FTE (Operating)	65,000	66,300	67,626	68,979	70,359	71,766
Engine (Equipped)	350,000	357,000	364,140	371,423	378,851	386,428
Ambulance (Equipped)	165,000	168,300	171,666	175,099	178,601	182,173
Brush Truck (Equipped)	95,000	96,900	98,838	100,815	102,831	104,888
Tanker (Equipped)	210,000	214,200	218,484	222,854	227,311	231,857
Utility (Equipped)	40,000	40,800	41,616	42,448	43,297	44,163

Table 15– Scenario 2 Sustains current service level, adds capital replacement with millage increase

Figure 28 illustrates graphically how Scenario 2 with a solid capital replacement plan operates with respect to millage rates needed to sustain it and the impact on ending fund balance as well as recurring revenue versus expenditure. There are two increases in millage rate in this scenario, first in FY 2016 of approximately 0.6 mills and the second in FY 2017 of approximately 1 mill.

Note that fund balance declines through FY 2016 and then flattens out through FY 2018 declining somewhat in FY 2019. Further, the recurring revenue versus expenditure gap closes and recurring revenues actually approximate expenditures in FY 2018. With increased capital spending in FY 2019 over the average and a spike in FY 2020, expenditures exceed revenues and ending fund balance approaches \$0 in FY 2020. This can be considered a one-time expense well above the average annual capital cost and can be managed without also “spiking” the millage for one year. The fund balance should then recover over the next several years beyond FY 2020.

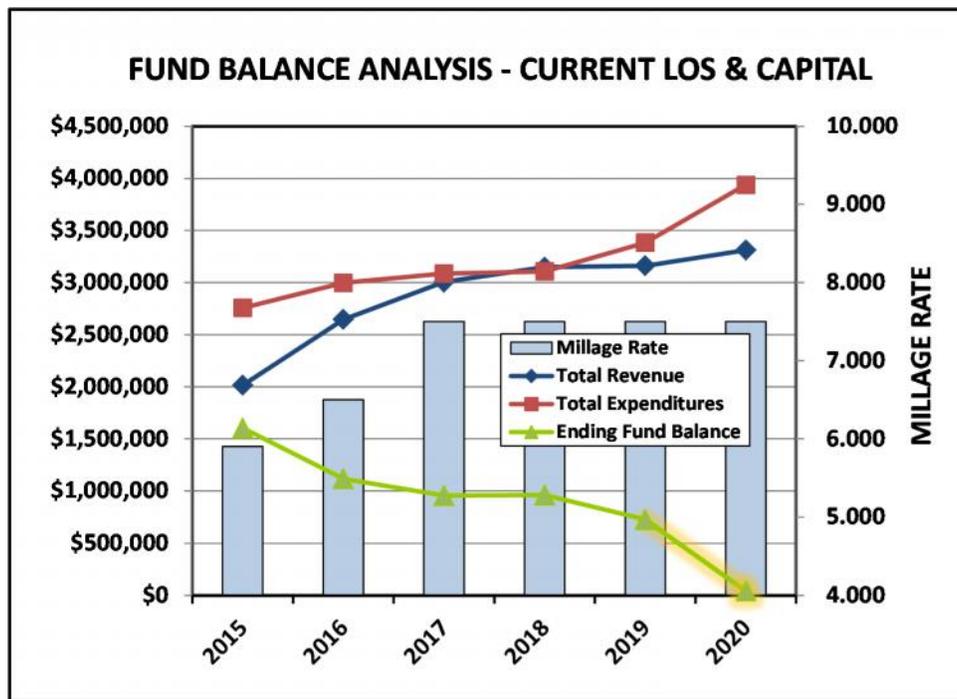


Figure 28– Scenario 2 Current LOS maintained, capital program added with millage increase

5.5.3 Economic Model – Scenario 3A-D Upgraded Service Level With Capital Replacement

Plan Year	Base Year	Year 1	Year 2	Year 3	Year 4	Year 5
Fiscal Year	2015	2016	2017	2018	2019	2020
<b>ECONOMIC VARIABLES</b>						
EMS/Rescue Call Volume	617	625	632	640	647	655
% Increase Over Prior Year	1.20%	1.20%	1.20%	1.20%	1.20%	1.20%
District Net Assessed Property Value	275,863,200	346,208,316	346,208,316	363,518,732	363,518,732	381,694,668
% Increase Over Prior Year	0.00%	25.50%	0.00%	5.00%	0.00%	5.00%
Salary Level Adjustment		2.0%	2.0%	2.0%	2.0%	2.0%
Price Level Adjustment		2.0%	2.0%	2.0%	2.0%	2.0%
<b>REVENUES AND OTHER SOURCES OF FUNDS</b>						
Ad Valorem Tax Millage Rate	5.903	7.500	8.500	9.000	9.000	9.000
% Increase (Decrease) Millage Rate		27%	13%	6%	0%	0%
Ad Valorem Tax Revenue - Estimated Actual	1,620,278	2,583,580	2,928,057	3,255,310	3,255,310	3,418,076
Delinquent Ad Valorem	1,000	1,032	1,065	1,099	1,134	1,171
Abated Tax	9,129	9,423	9,727	10,041	10,365	10,699
Specific Ownership Tax	120,000	123,869	127,863	131,985	136,240	140,632
Ambulance Fees	225,000	232,254	239,742	247,471	255,449	263,685
Other Fees	-	-	-	-	-	-
Interest & Miscellaneous	38,300	39,535	40,810	42,126	43,484	44,886
Impact Fees	-	-	-	-	-	-
Lease Purchase Proceeds	-	-	-	-	-	-
Other Revenue	-	-	-	-	-	-
Total Other Revenue Sources	393,429	406,113	419,207	432,722	446,672	461,073
Total Revenues	2,013,707	2,989,693	3,347,264	3,688,032	3,701,982	3,879,149
Utilization of Fund Balance	741,946	138,897	7,052	(168,947)	241,745	775,546
<b>Total Revenues and Other Sources of Funds</b>	<b>2,755,653</b>	<b>3,128,590</b>	<b>3,354,316</b>	<b>3,519,085</b>	<b>3,943,727</b>	<b>4,654,695</b>
<b>EXPENDITURES</b>						
Current Personnel	1,916,421	1,973,914	2,033,131	2,094,125	2,156,949	2,221,657
Current Operating	619,765	632,160	644,803	657,699	670,853	684,270
Current Equipment	43,704	44,578	45,470	46,379	47,307	48,253
Equipment Acquired - Lease Purchase	-	-	-	-	-	-
Lease Purchase Payments	112,036	112,036	112,036	112,036	112,036	112,036
Current Major Capital	-	-	-	-	-	-
Current Transfer to Pension Fund	63,727	65,002	66,302	67,628	68,981	70,361
Cumulative FTE (Career FF)	-	132,600	270,504	413,874	562,872	717,660
Engine (Equipped)	-	-	-	-	-	386,428
Ambulance (Equipped)	-	168,300	-	-	178,601	182,173
Brush Truck (Equipped)	-	-	98,838	-	102,831	-
Tanker (Equipped)	-	-	-	-	-	231,857
Utility (Equipped)	-	-	83,232	127,344	43,297	-
Other Equipment	-	-	-	-	-	-
Other Expenditures or Adjustments	-	-	-	-	-	-
<b>Total Expenditures</b>	<b>2,755,653</b>	<b>3,128,590</b>	<b>3,354,316</b>	<b>3,519,085</b>	<b>3,943,727</b>	<b>4,654,695</b>
<b>FUND BALANCE AND RESERVE ANALYSIS</b>						
Ending General Operating/Capital Fund Balance	2,146,905	2,008,008	2,000,956	2,169,903	1,928,158	1,152,612
Minimum Reserve: Cash Flow + 5% Contingency	542,852	802,325	899,730	989,782	1,011,014	1,087,254
Ending Fund Balance Over (Under) Minimum	1,604,053	1,205,683	1,101,226	1,180,121	917,144	65,358
<b>DECISION UNITS AND UNIT COSTS</b>						
FTE (Career FF)		2	2	2	2	2
Engine (Equipped)		-	-	-	-	1
Ambulance (Equipped)		1	-	-	-	1
Brush Truck (Equipped)		-	1	-	1	-
Tanker (Equipped)		-	-	-	-	1
Utility (Equipped)		-	2	3	1	-
Cumulative New FTE (Career FF)		2	4	6	8	10
Cumulative Total FTE (Career FF)	18	20	22	24	26	28
Cumulative Number of Stations	5	5	5	5	5	5
FTE (Operating)	65,000	66,300	67,626	68,979	70,359	71,766
Engine (Equipped)	350,000	357,000	364,140	371,423	378,851	386,428
Ambulance (Equipped)	165,000	168,300	171,666	175,099	178,601	182,173
Brush Truck (Equipped)	95,000	96,900	98,838	100,815	102,831	104,888
Tanker (Equipped)	210,000	214,200	218,484	222,854	227,311	231,857
Utility (Equipped)	40,000	40,800	41,616	42,448	43,297	44,163

Table 16– Scenario 3A Upgrades service level, adds capital replacement with incremental millage increase

Scenario 3A as shown in Table 16 above illustrates the effects on millage rate with an upgrade in service level as proposed by District staff along with the capital program modeled in Scenario 2 (Table 15, Figure 28). Chief Leach has proposed adding two cross-trained firefighters per year each of the next five years. Based upon typical salary and benefit costs for an average firefighter, the model contemplates a base loaded employee cost of \$65,000 per year. This is shown as a decision unit in the last section of the scenario modeled (*Decision Units and Unit Costs*). The cost is inflated by 2% per year. The cumulative operating costs of these additional employees are shown in the expenditure section of the scenario modeled (Table 16). These personnel are proposed as an upgrade to current service level and the need and impact is discussed elsewhere in this report.

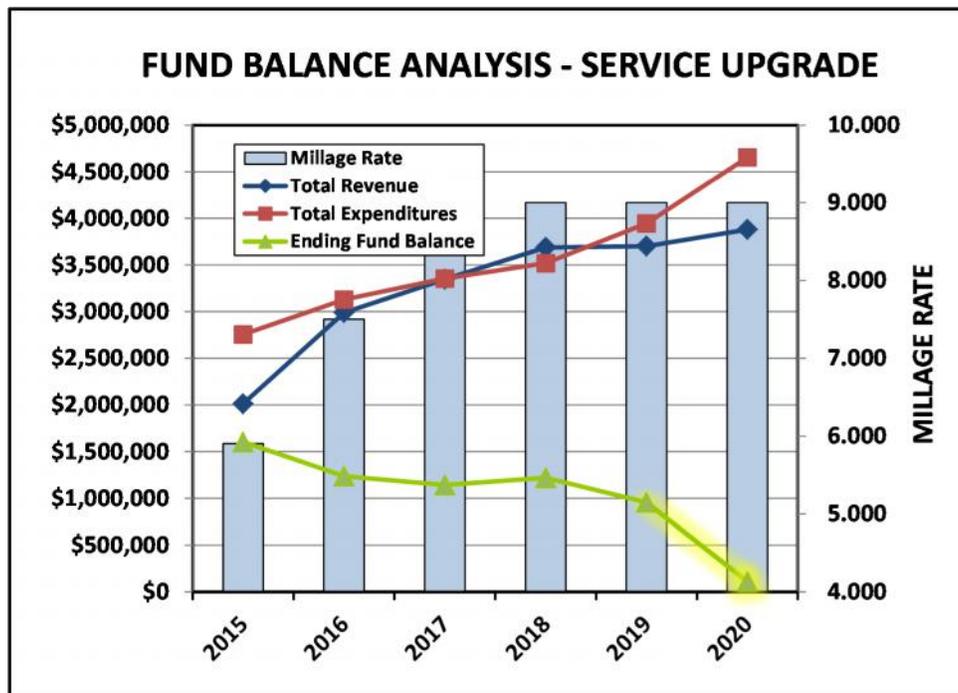


Figure 29– Scenario 3A Service level upgraded, capital replaced with millage increase

As with the other scenarios presented, Figure 29 shows graphically the impact of the proposed upgrade and capital program on the millage rate needed to sustain this scenario. Again, the millage rate is shown as blue bars with the scale on the right side of the graph. This scenario contemplates an incremental increase to fund the improvements. However, an additional option that could be used would be to increase the millage rate one time and hold it constant for the five years of the scenario. In the incremental case above, the millage is increased from its current rate of 5.903 by approximately 1.5 mills to 7.5 mills for FY 2016. It is increased again to 8.5 mills in FY 2017 and again to 9 mills in FY 2018. The fund balance declines at a slight rate to FY 2016 and generally remains roughly flat through FY 2019 when it then approaches \$65,000 in FY 2020 due to the spike in capital expense in FY 2020 as discussed in Scenario 2. In order to test the incremental millage increase approach against a one-time increase held constant for five years, several variations of Scenario 3 were modeled to determine that

appropriate level for a one-time increase that would maintain the necessary fund balance given the various assumptions. These are identified as Scenarios 3B-D and will contain the same expenditure assumptions as Scenario 3A.

Plan Year Fiscal Year	Base Year 2015	Year 1 2016	Year 2 2017	Year 3 2018	Year 4 2019	Year 5 2020
<b>ECONOMIC VARIABLES</b>						
EMS/Rescue Call Volume	617	625	632	640	647	655
% Increase Over Prior Year	1.20%	1.20%	1.20%	1.20%	1.20%	1.20%
District Net Assessed Property Value	275,863,200	346,208,316	346,208,316	363,518,732	363,518,732	381,694,688
% Increase Over Prior Year	0.00%	25.50%	0.00%	5.00%	0.00%	5.00%
Salary Level Adjustment		2.0%	2.0%	2.0%	2.0%	2.0%
Price Level Adjustment		2.0%	2.0%	2.0%	2.0%	2.0%
<b>REVENUES AND OTHER SOURCES OF FUNDS</b>						
Ad Valorem Tax Millage Rate	5.903	7.903	7.903	7.903	7.903	7.903
% Increase (Decrease) Millage Rate		34%	0%	0%	0%	0%
Ad Valorem Tax Revenue - Estimated Actual	1,620,278	2,722,404	2,722,404	2,858,524	2,858,524	3,001,450
Delinquent Ad Valorem	1,000	1,032	1,065	1,099	1,134	1,171
Abated Tax	9,129	9,423	9,727	10,041	10,365	10,699
Specific Ownership Tax	120,000	123,869	127,863	131,985	136,240	140,632
Ambulance Fees	225,000	232,254	239,742	247,471	255,449	263,685
Other Fees	-	-	-	-	-	-
Interest & Miscellaneous	38,300	39,535	40,810	42,126	43,484	44,886
Impact Fees	-	-	-	-	-	-
Lease Purchase Proceeds	-	-	-	-	-	-
Other Revenue	-	-	-	-	-	-
Total Other Revenue Sources	393,429	406,113	419,207	432,722	446,672	461,073
Total Revenues	2,013,707	3,128,517	3,141,611	3,291,246	3,305,196	3,462,523
Utilization of Fund Balance	741,946	73	212,705	227,839	638,531	1,192,172
<b>Total Revenues and Other Sources of Funds</b>	<b>2,755,653</b>	<b>3,128,590</b>	<b>3,354,316</b>	<b>3,519,085</b>	<b>3,943,727</b>	<b>4,654,695</b>
<b>EXPENDITURES</b>						
Current Personnel	1,916,421	1,973,914	2,033,131	2,094,125	2,156,949	2,221,657
Current Operating	619,765	632,160	644,803	657,699	670,853	684,270
Current Equipment	43,704	44,578	45,470	46,379	47,307	48,253
Equipment Acquired - Lease Purchase	-	-	-	-	-	-
Lease Purchase Payments	112,036	112,036	112,036	112,036	112,036	112,036
Current Major Capital	-	-	-	-	-	-
Current Transfer to Pension Fund	63,727	65,002	66,302	67,628	68,981	70,361
Cumulative FTE (Career FF)	-	132,600	270,504	413,874	562,872	717,660
Engine (Equipped)	-	-	-	-	-	386,428
Ambulance (Equipped)	-	168,300	-	-	178,601	182,173
Brush Truck (Equipped)	-	-	98,838	-	102,831	-
Tanker (Equipped)	-	-	-	-	-	231,857
Utility (Equipped)	-	-	83,232	127,344	43,297	-
Other Equipment	-	-	-	-	-	-
Other Expenditures or Adjustments	-	-	-	-	-	-
<b>Total Expenditures</b>	<b>2,755,653</b>	<b>3,128,590</b>	<b>3,354,316</b>	<b>3,519,085</b>	<b>3,943,727</b>	<b>4,654,695</b>
<b>FUND BALANCE AND RESERVE ANALYSIS</b>						
Ending General Operating/Capital Fund Balance	2,146,905	2,146,832	1,934,127	1,706,288	1,067,757	(124,415)
Minimum Reserve: Cash Flow + 5% Contingency	542,852	837,031	848,317	890,585	911,817	983,097
Ending Fund Balance Over (Under) Minimum	1,604,053	1,309,801	1,085,810	815,703	155,940	(1,107,512)
<b>DECISION UNITS AND UNIT COSTS</b>						
FTE (Career FF)		2	2	2	2	2
Engine (Equipped)		-	-	-	-	1
Ambulance (Equipped)		1	-	-	1	1
Brush Truck (Equipped)		-	1	-	1	-
Tanker (Equipped)		-	-	-	-	1
Utility (Equipped)		-	2	3	1	-
Cumulative New FTE (Career FF)		2	4	6	8	10
Cumulative Total FTE (Career FF)	18	20	22	24	26	28
Cumulative Number of Stations	5	5	5	5	5	5
FTE (Operating)	65,000	66,300	67,626	68,979	70,359	71,766
Engine (Equipped)	350,000	357,000	364,140	371,423	378,851	386,428
Ambulance (Equipped)	165,000	168,300	171,666	175,099	178,601	182,173
Brush Truck (Equipped)	95,000	96,900	98,838	100,815	102,831	104,888
Tanker (Equipped)	210,000	214,200	218,484	222,854	227,311	231,857
Utility (Equipped)	40,000	40,800	41,616	42,448	43,297	44,163

Table 17– Scenario 3B Upgrades service level, adds capital replacement with one-time 2 mill increase

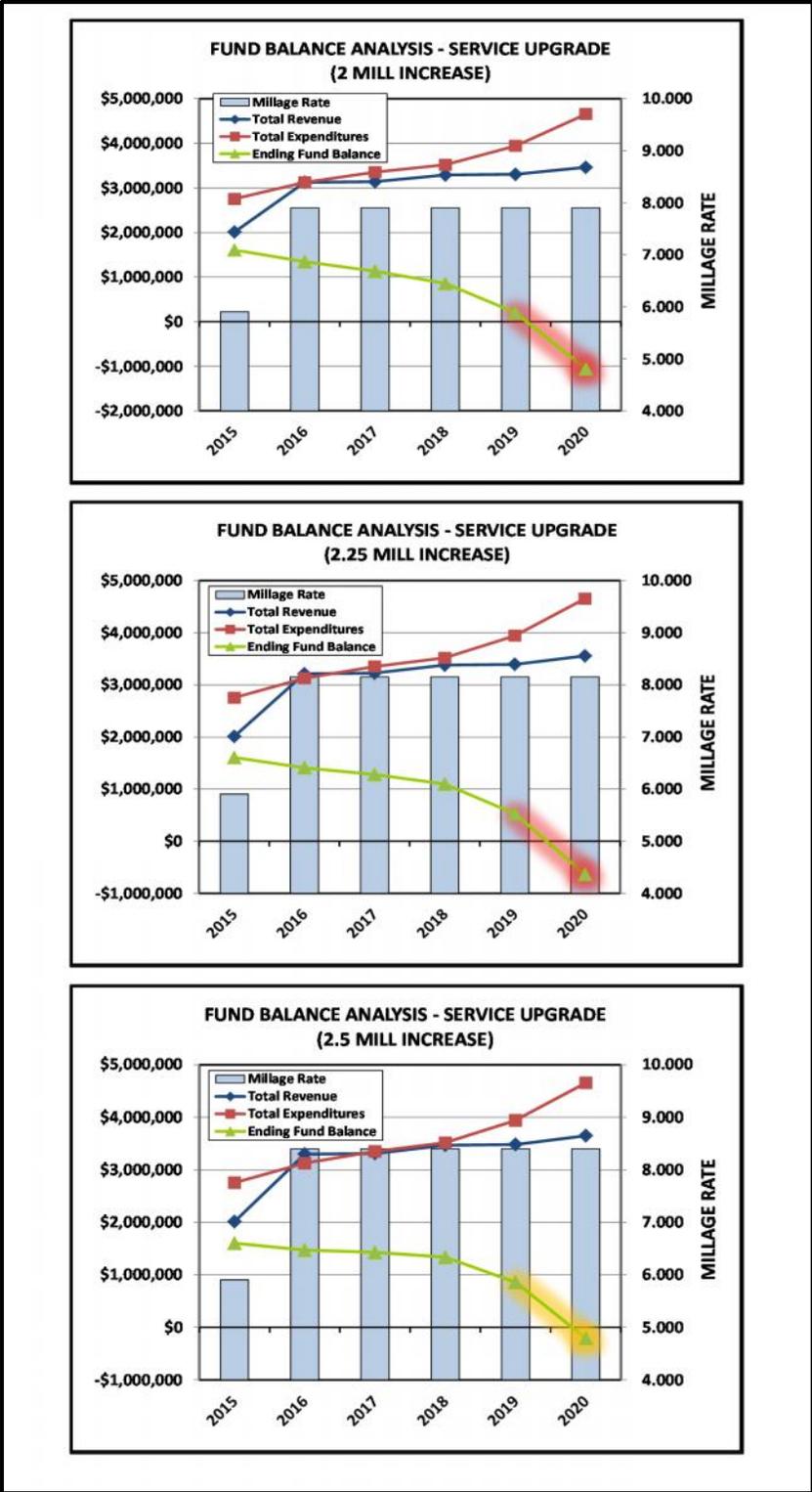


Figure 30– Scenarios 3B-D LOS upgrade, capital replaced, compares one-time 2.0, 2.25 and 2.5 mill increases

Figure 30 illustrates the effects of a one-time millage increase on the minimum fund balance year-to-year. A 2.0 mill increase (Table 17 Scenario 3B above) still slightly underfunds the District as seen in years 2017-2018 where expense exceeds revenue and fund balance steadily declines. With the increased capital apparatus expense in 2019 the gap widens and fund balance is used at a higher rate. This is exacerbated in 2020 with the spike in capital equipment purchased and the ending fund balance is significantly negative. Use of fund balance to cover expenditures rises from approximately \$220,000 in 2017 and 2018 to almost \$650,000 in 2019 and almost \$1,200,000 in 2020. This degree of capital replacement is too high to maintain the minimum reserve needed for cash flow and contingency and is not a tenable financial course of action. Scenario 3C, with a one-time mill increase of 2.25 mills, provides only a slightly better picture and still has a significant reliance on utilization of fund balance in 2019 and 2020.

Ideally, the District may want to consider Scenario 3D with the effects as shown in Figure 30 where the millage is raised one-time by 2.5 mills. The revenue is slightly higher than expense in 2016 and approximates expense in 2017-2018 and fund balance is essentially preserved at a healthy level as shown in Table 18. Ending fund balance remains basically flat through 2018, declining somewhat in 2019 with a significant drop in 2020 when the major capital apparatus purchase is made. Although the ending fund balance is negative by approximately \$260,000 the magnitude is not sufficient to negatively affect longer-term cash flow and the fund balance should recover absent reduction in recurring revenue or major capital purchases of the magnitude shown in 2019 and 2020 for the next several years. In order for the District to retain a healthy cushion for unforeseen circumstances and fluctuations in model assumptions (such as assessed value changes, etc.) Almont recommends that the District utilize a one-time 2.5 mill increase if this approach is used.

Plan Year Fiscal Year	Base Year 2015	Year 1 2016	Year 2 2017	Year 3 2018	Year 4 2019	Year 5 2020
<b>ECONOMIC VARIABLES</b>						
EMS/Rescue Call Volume	617	625	632	640	647	655
% Increase Over Prior Year	1.20%	1.20%	1.20%	1.20%	1.20%	1.20%
District Net Assessed Property Value	275,863,200	346,208,316	346,208,316	363,518,732	363,518,732	381,694,668
% Increase Over Prior Year	0.00%	25.50%	0.00%	5.00%	0.00%	5.00%
Salary Level Adjustment		2.0%	2.0%	2.0%	2.0%	2.0%
Price Level Adjustment		2.0%	2.0%	2.0%	2.0%	2.0%
<b>REVENUES AND OTHER SOURCES OF FUNDS</b>						
Ad Valorem Tax Millage Rate	5.903	8.153	8.153	8.153	8.153	8.153
% Increase (Decrease) Millage Rate		38%	0%	0%	0%	0%
Ad Valorem Tax Revenue - Estimated Actual	1,620,278	2,808,523	2,808,523	2,948,949	2,948,949	3,096,397
Delinquent Ad Valorem	1,000	1,032	1,065	1,099	1,134	1,171
Abated Tax	9,129	9,423	9,727	10,041	10,365	10,699
Specific Ownership Tax	120,000	123,869	127,863	131,985	136,240	140,632
Ambulance Fees	225,000	232,254	239,742	247,471	255,449	263,685
Other Fees	-	-	-	-	-	-
Interest & Miscellaneous	38,300	39,535	40,810	42,126	43,484	44,886
Impact Fees	-	-	-	-	-	-
Lease Purchase Proceeds	-	-	-	-	-	-
Other Revenue	-	-	-	-	-	-
Total Other Revenue Sources	393,429	406,113	419,207	432,722	446,672	461,073
Total Revenues	2,013,707	3,214,636	3,227,730	3,381,671	3,395,621	3,557,470
Utilization of Fund Balance	741,946	(86,046)	126,586	137,414	548,106	1,097,225
<b>Total Revenues and Other Sources of Funds</b>	<b>2,755,653</b>	<b>3,128,590</b>	<b>3,354,316</b>	<b>3,519,085</b>	<b>3,943,727</b>	<b>4,654,695</b>
<b>EXPENDITURES</b>						
Current Personnel	1,916,421	1,973,914	2,033,131	2,094,125	2,156,949	2,221,657
Current Operating	619,765	632,160	644,803	657,699	670,853	684,270
Current Equipment	43,704	44,578	45,470	46,379	47,307	48,253
Equipment Acquired - Lease Purchase	-	-	-	-	-	-
Lease Purchase Payments	112,036	112,036	112,036	112,036	112,036	112,036
Current Major Capital	-	-	-	-	-	-
Current Transfer to Pension Fund	63,727	65,002	66,302	67,628	68,981	70,361
Cumulative FTE (Career FF)	-	132,600	270,504	413,874	562,872	717,660
Engine (Equipped)	-	-	-	-	-	386,428
Ambulance (Equipped)	-	168,300	-	-	178,601	182,173
Brush Truck (Equipped)	-	-	98,838	-	102,831	-
Tanker (Equipped)	-	-	-	-	-	231,857
Utility (Equipped)	-	-	83,232	127,344	43,297	-
Other Equipment	-	-	-	-	-	-
Other Expenditures or Adjustments	-	-	-	-	-	-
<b>Total Expenditures</b>	<b>2,755,653</b>	<b>3,128,590</b>	<b>3,354,316</b>	<b>3,519,085</b>	<b>3,943,727</b>	<b>4,654,695</b>
<b>FUND BALANCE AND RESERVE ANALYSIS</b>						
Ending General Operating/Capital Fund Balance	2,146,905	2,232,951	2,106,365	1,968,951	1,420,845	323,620
Minimum Reserve: Cash Flow + 5% Contingency	542,852	858,560	869,847	913,192	934,424	1,006,834
Ending Fund Balance Over (Under) Minimum	1,604,053	1,374,391	1,236,518	1,055,759	486,421	(683,214)
<b>DECISION UNITS AND UNIT COSTS</b>						
FTE (Career FF)		2	2	2	2	2
Engine (Equipped)		-	-	-	-	1
Ambulance (Equipped)		1	-	-	1	1
Brush Truck (Equipped)		-	1	-	1	-
Tanker (Equipped)		-	-	-	-	1
Utility (Equipped)		-	2	3	1	-
Cumulative New FTE (Career FF)		2	4	6	8	10
Cumulative Total FTE (Career FF)	18	20	22	24	26	28
Cumulative Number of Stations	5	5	5	5	5	5
FTE (Operating)	65,000	66,300	67,626	68,979	70,359	71,766
Engine (Equipped)	350,000	357,000	364,140	371,423	378,851	386,428
Ambulance (Equipped)	165,000	168,300	171,666	175,099	178,601	182,173
Brush Truck (Equipped)	95,000	96,900	98,838	100,815	102,831	104,888
Tanker (Equipped)	210,000	214,200	218,484	222,854	227,311	231,857
Utility (Equipped)	40,000	40,800	41,616	42,448	43,297	44,163

Table 18– Scenario 3C Upgrades service level, adds capital replacement with one-time 2.25 mill increase

## 5.6 EMS Billing

Based on the review of monthly billing reports generated by the Ambulance Biller and Financial Manager and the information obtained from the interview of the ambulance biller, the billing process is operating as effectively as it can, given the current system being utilized. Coding and billing of claims are occurring timely, and follow ups of unpaid claims are conducted regularly.

However, the billing process can operate more efficiently with automation. A review of the Monthly Call Report, Credit Report & Aging Report showed a turnaround time of three to four weeks before claim payments are received. Transitioning from paper claims to electronic claim filing can significantly decrease the turnaround time. Contracting with clearinghouses such as Availity, Gateway, or Emdeon Services who will facilitate electronic claim filing would prove to be a factor in increasing the agency's monthly collection rate of about 50%, since more payments will be received within the same month the claims were filed. Investing in an interface which will download patient information from FireRMS into Respond Billing will further improve the billing process currently in place, by minimizing time spent on data entry and maximizing time spent on coding, billing and follow-ups. The ambulance biller could benefit from additional training in the generation of Respond Billing reports. The biller currently tracks unpaid claims manually instead of utilizing reports that are readily producible in Respond Billing.

Beginning October 1, 2015, the transition from ICD9 Codes to ICD10 Codes will take effect. The ambulance biller has had some informal training on ICD10 viewing *ICD10 for Kindergarten* on YouTube. The ICD10 Coding guidelines are complex and require more coding specificity. Formal training is recommended to ensure that the ambulance biller will be well-equipped prior to the transition in order to avoid claim denials due to incomplete or inaccurate coding. A number of online ICD10 training, such as those offered by AAPC and AHIMA, are available. Training is also recommended for operational members providing basic and advanced life support care in documentation related to EMS billing. Proper documentation in the field and coding will ensure assist in maximizing reimbursement.

## 5.7 Service Delivery and Operations

CRFPD utilizes a service delivery model that is common across the United States and is considered to be the "norm" within the industry. The expectation of quick and effective response available 24 hours per day, 365 days per year, requires the presence of some level of "career" personnel. The current level of demand for service, and complexity of calls, has outpaced the desire of the volunteer firefighter to respond on every call. This fact is not related to skills and abilities of the volunteers, but only the fact that answering all calls would take the volunteer away from their paying jobs and families which has a negative impact on their individual livelihood.

Almont Associates does not recommend changing the delivery model of the department, nor its organizational structure. It is believed the current model is effective in meeting the needs of the community. However, there are roles and responsibilities that need to be better aligned and

communicated. It is the recommendation that CRFPD conduct a formal job task analysis for each position within the District and develop job descriptions accordingly.

## 6.0 EMS Delivery

Like current trends in fire based EMS delivery system, CRFPD incident data shows a majority of responses are medical (Figure 24) in nature. CRFPD has significant challenges with managing the distribution and concentration of EMS calls throughout the District. CRFPD has an informal agreement with a medical doctor that serves as the Medical Advisor/Director for the District. The informal agreement is an email between the Medical Director and the Fire Chief. It is recommended that a formal agreement with the Medical Director and District be executed. This agreement should include expectations for the Medical Advisor/Director in the areas of quality assurance, training, legal requirements and compensation. Protocols are developed by utilizing the foundation of the Denver Metro protocols. Staff feels that the protocols are adequate to meet the needs of the District and provide a platform for adequate treatment and transport of patients.

EMS is provided through the use of EMT-Basic, EMT-Intermediate, and EMT-Paramedic certified personnel. There has been some question as to the most appropriate scope and cost effectiveness of the various levels of training. A review of medical protocols and call levels within the District indicate a small portion of calls required the intervention of a paramedic trained provider. However, with advancement in medical prehospital intervention and increasing call volumes, it is likely the paramedic level providers will become increasingly necessary to support the needs of the community. While the scope of this master plan does not include a cost analysis of staffing with intermediate level verses paramedic level providers, the financial impact of utilizing paramedic providers seems insignificant when compared to the benefit. Most of the financial impact associated with paramedic providers is the initial training and certification. The retention of providers trained to the paramedic level is imperative to recover cost and impact the level of service provided to the community. In addition to competitive levels of compensation and benefits, CRFPD should consider the implementation of employment contracts that include educational reimbursement requirements. Employment contracts throughout the nation routinely include three (3) to five (5) year employment obligations after obtaining paramedic certification. If the employee leaves the District prior to satisfying the longevity requirement of the contract, the employee is required to pay back education and training expenses on prorated bases.

### 6.1 Quality Assurance/Improvement

A majority of the responsibility for EMS quality assurance/improvement is coordinated by a full time staff member assigned to EMS supervision. This position does not currently have a job description that outlines responsibilities and expectations. It is recommended that a formal job description be created for this position. While some quality/assurance reviews are taking place, a structured program that includes skill performance tracking, patient outcomes, and documentation accuracy is needed.

Currently, major medical and trauma calls (i.e., cardiac arrest, stroke, etc.) are being reviewed. Also, a small percentage of the calls are being sent to the Medical Director for review (approximately 3-8 calls per quarter). There is limited correlation, if any, in EMS skill performance/protocol adherence and training. It is recommended that the current quality assurance/improvement process be expanded to include skill performance tracking, patient outcomes, and documentation accuracy. It is further recommended that this data be shared with the Training Officer and used to steer training topics and exercises. EMS quality assurance and training is currently conducted by staff members trained to the EMT Intermediate level. While this seems to generally work, a smaller percentage of CRFPD EMS responses require Paramedic intervention. As such, feedback and training from EMS professionals with a lower level of training is often not well received. As such, quality assurance/improvement processes are not maximized. It is recommended that EMS responses requiring Paramedic level interventions be reviewed by someone with the same or higher level of training. A logical choice to help in this area would be to have the Medical Director review all Paramedic level calls. The call volume for CDFPD, while increasing, is not exorbitant. As such, every effort should be made to review, track and provide feedback as required on 100% of EMS responses.

## 6.2 Current Level of Response and Coverage

From January 1<sup>st</sup>, 2010 thru December 31<sup>st</sup> 2014, CRFPD responded to 5,394 calls for service. As indicated in Figure 24, Rescue calls account for the largest percentage of the demand for service. Of the 5,394 calls, 54.86% are the result of medical response. Across the nation emergency medical calls are proving to be the largest percentage of fire department response. However, most fire based EMS systems the percentages tend to be between 70% and 80%.

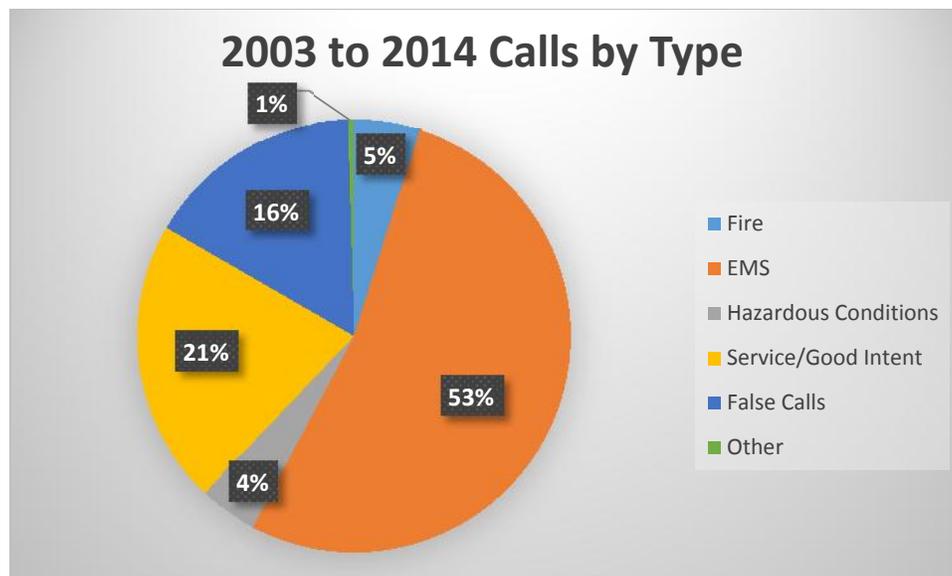


Figure 24 - EMS Calls by Type

As a “combination department”, CRFPD utilizes its career staff to respond to the more common calls occurring during key times when volunteer personnel are unavailable. Traditionally “volunteer” fire departments have relied upon the altruism of business owners / operators to allow their personnel to respond to emergencies during business hours. Business owners usually agreed to this arrangement because the demands for service were few and far between, and the time spent on calls away from work were shorter in duration. However, more calls for service are occurring during the normal workday and volunteers are spending more time away from work. This fact has the impact of reducing the work productivity of the businesses in the community which in turn reduces the profitability of the company. An analysis of the 5,394 calls for service 70.32% of the calls occur between the hours of 7 a.m. and 7 p.m.

Additionally, it has become more difficult to rely upon volunteers working in the community to respond Monday thru Friday. Of the 5,394 calls for service 70.34% of the calls occur during weekdays, leaving only 29.66% of the calls occurring on the weekends. Additionally, many of the volunteers that currently perform shifts do not live in the District or the town of Carbondale area. This has a very negative impact on the ability to fully staff “first due” engine companies, second and third ambulance calls and incidents that require more than the 2-3 personnel who are typically on the shift at any one time. The “out of District” volunteers provide a valuable service to the District when they are available. These volunteers “schedule” their time to ride with on duty crews as available, but are not readily available when concurrent calls occur and immediate back-up is needed.

As in all departments there exist several time periods throughout the year in which demand for service increase notably. An analysis of the call statistics for the time period of 2010 to 2014 reveals that 39.22% of the calls occur between June 1<sup>st</sup> and September 30<sup>th</sup>. The District has historically managed this increase in call volume by hiring seasonal firefighter/EMT positions. This has proven to be an effective strategy to increase staffing as needed but the decrease in revenues has essentially made this program non-existent. The second significant time period impacting CRFPD is the traditional ski season which begins in December and ends in April of each year. From 2010 to 2014, the ski season has accounted for 37.11% of the calls for service.

### 6.3 Comparative Analysis with Similar Departments

A review was conducted of Glenwood Springs Fire Department and Basalt & Rural Fire Protection District. Each of these departments were identified through interviews with staff members as being comparable in operation. Basalt has been identified as being an agency to which CRFPD has lost personnel to for various reasons. Glenwood Springs is a traditional municipal fire department under Colorado law. As a municipal department Glenwood Springs has the ability to obtain funding through revenue streams not available to a fire District. Glenwood Springs operates three (3) fire stations covering a jurisdiction of approximately 75 square miles with seventeen (17) pieces of equipment. The department is staffed with 21 career firefighter / EMTs and paramedics, fire chief, fire marshal, an administrative assistant with support from eighteen (18) part time reserve personnel, and three (3) volunteer. Additional support functions like human resources and finance are provided by municipal

staff. Glenwood Springs responds to an average of 1,600 calls for service annually with 61% of their call volume attributed to medical calls ([www.glenwoodfire.com](http://www.glenwoodfire.com)).

Basalt is a fire District established under Colorado law similar to Carbondale. Similar to CRFPD, Basalt has a limited ability to establish funding streams outside of ad valorem taxes. Basalt operates four (4) fire stations covering a jurisdiction of 492 square miles with twenty (20) pieces of apparatus. The department is staffed with 13 career staff and 44 volunteers. The services provided are similar to those provided by CRFPD which include;

- Structural fires,
- Wildland urban interface fires,
- Hazardous materials,
- Medical emergencies,
- Auto accidents and extrication,
- Swiftwater,
- Ice rescue,
- Rope, trench, and confined space rescue

Like CRFPD, Basalt realizes a split ISO rating throughout its jurisdiction. This split rating is based upon distance from a fire station and effective water supply (i.e. hydrants or tankers.) Basalt's ISO rating is 4/9/10. Properties within 5 miles of a Basalt fire station receive a public protection classification score of 4 ([www.basaltfire.org](http://www.basaltfire.org)).

#### 6.4 Projected Future Response and Coverage

A historical analysis of the CRFPD call volume demonstrates a slight increase in call volume from 2003 to 2014. On average the department is experiencing an average call volume increase of 1.53% from year to year. The total call volume increase from 2003 to 2014 was 18.4%. While there is some fluctuation from year to year, much of this can be attributed to fires in the wildland urban interface and auto accidents. The instances of EMS calls continue to increase and will continue to be the driver of demand for service into the future.

## 7.0 Staffing

### 7.1 Operations

CRFPD utilizes a three-platoon system to provide coverage for 24 hours per day. This three-platoon system is organized into shifts identified as A, B, and C and each staff member is assigned to one of the three shifts. As a shift member, each person will be “on-duty” for a 48 hour period and then “off-duty” for 96 hour period. Each shift has three staff members assigned and one of the members serves as the shift commander and provides daily management of shift operations. In addition, one of the three chief officers will be “on call” to provide for command support of significant incidents within the District. Station 81 is the only station in the District with career staff, and all other stations rely upon the support of volunteer personnel to respond concurrent to the career staff’s response into these areas.

The 48/96 shift schedule is widely accepted throughout the American fire service as being a desirable shift assignment to provide 24 hour coverage. As an example other agencies utilize 10/14 and 24/48 shift schedules to meet their respective needs. To date there has been no significant scientific research to identify which schedule is better to provide 24 hour coverage. It is a matter of local policy and each agency must establish the work schedule best serving its jurisdiction. The debate as to which schedule works best for CRFPD is one that is outside of the purview of this proposal, but it is clear that the leadership of CRFPD is utilizing a shift assignment model that is considered to be acceptable within the emergency services industry.

### 7.2 Administration / Support

Daily operations of the department are managed through an administrative team consisting of nine (9) individuals. These individuals currently serve as Fire Chief, Deputy Chief of Operations, Deputy Chief of Fire Prevention, Deputy Chief of Training, EMS Captain, EMS Billing Administrator, and Finance / Human Resources, and Maintenance / Logistics. In addition to their assigned duties, these individuals are capable of responding to emergencies as needed, and the chief officers serve in the “on duty / on call” chief officer role. All of these personnel, except one, are certified at the emergency medical technician (EMT), firefighter / EMT, or firefighter / paramedic level. These individuals on many occasions are called upon to respond to emergencies regularly when the on-duty shift personnel are committed to other calls.

### 7.3 Volunteers

In addition to the department’s career staff, CRFPD utilizes volunteer personnel to support the department’s mission. At the time of this study, CRFPD identified a corps of approximately 70 volunteer members. However, during staff interviews it became apparent that nearly 40% of the members on the CRFPD volunteer list are for the most part inactive. These members have department issued turnout gear, pagers etc., but do not participate in on-call/on-duty shifts, incident response or trainings. It is recommended that CRFPD establish a minimum standard for members who are designated as responders.

It is noted that these volunteers serve in a variety of roles and not all of them provide emergency response. In many cases, volunteer personnel are also certified as emergency medical technicians, firefighter / EMTs, and firefighter / paramedics. These individuals can respond directly to emergencies and deliver direct patient care, or to one of the stations within the jurisdiction to staff an ambulance while career personnel transport patients to a hospital. It is important to note that the on-duty staff can be committed to a call for nearly two hours which begins the moment of dispatch until the unit returns from the hospital. As with all emergency services providers there is a place for “non-emergency” personnel to serve in various support roles. The presence of these support volunteers can “free-up” emergency response personnel. Examples of these activities include serving as ambulance drivers, pump operators, rehabilitation, and emergency operations center (EOC) activities. Under the current volunteer program there is a differentiation between emergency response and non-emergency response volunteers. However, there is a lack of consistency in the applying the differentiation. This has led to confusion as to expectations of volunteer personnel, and in some cases unrealistic expectations of volunteers. It is recommended that CRFPD further develop the delineation of these roles and responsibilities and hold personnel accountable within the developed policies.

The department’s organizational staffing model provides for a high level of flexibility in meeting the needs of the community. In conducting the on-site analysis of the department, a concern was raised as to the ratio of shift personnel to administrative personnel. It is important to note that the administrative, operational, and equipment requirements of operating a volunteer / combination are extensive. The benefits of operating a department utilizing volunteers are important. However, it must be understood that volunteer personnel must be considered relative to span of control, policy administration, risk management, and training.

#### 7.4 Call Back Personnel

One of the key considerations of designing an emergency response system is that of time. The longer an emergency is allowed to progress before some form of intervention is begun, the more extensive the damaging consequences become. Unchecked emergencies cause more damage, increase injuries, and impact economies. Unchecked emergencies also require additional emergency response resources to bring under control. The presence of career personnel allows for a quick initial response to occur. The department’s usage of a career staff, supplemented by a “call back” of career personnel and volunteer personnel allows for a quick response to emergency incidents in most areas of CRFPD. The use of the call back procedure and the volunteer personnel is for incidents that require multiple personnel and apparatus.

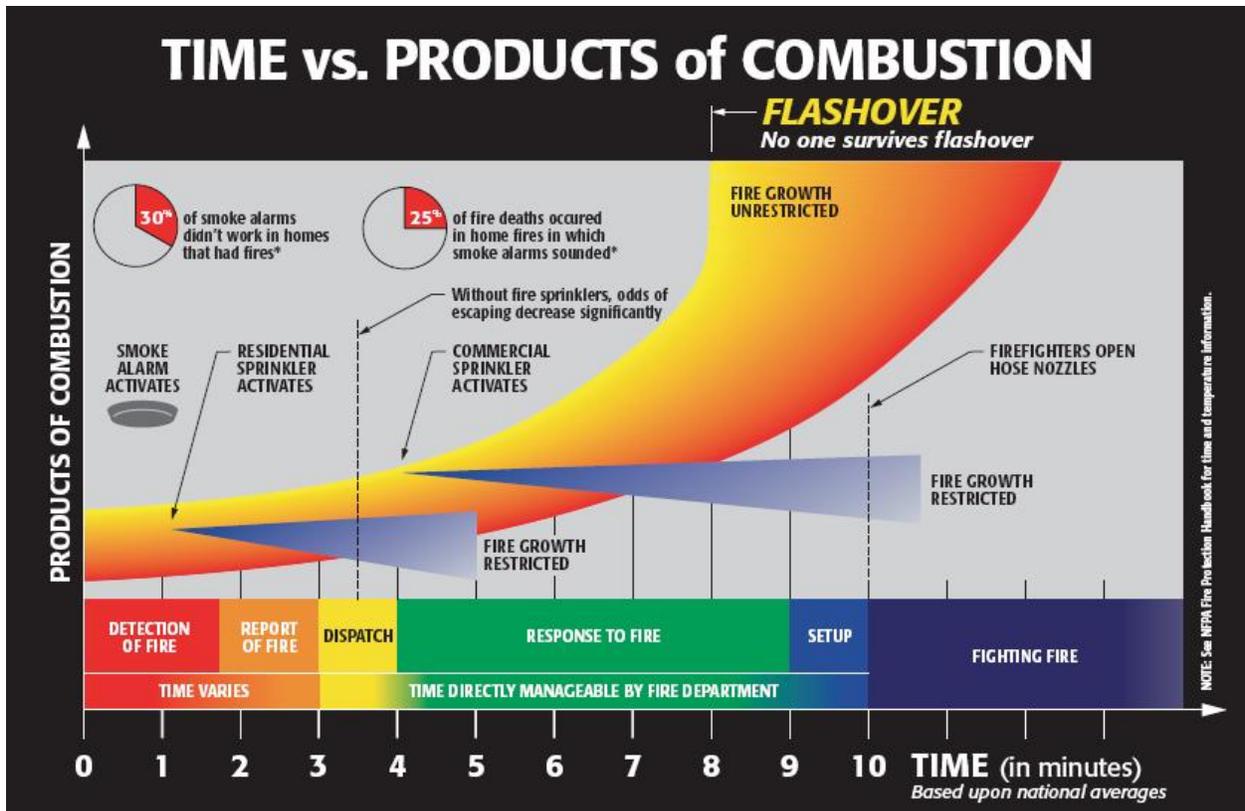
In the design of an operational structure for a fire department, interested parties attempt to identify some standard or “rule” that establishes staffing levels within a fire department. However, the reality is no single staffing standard exists within the United States that mandates staffing levels of a fire department. There are however NFPA standards addressing the number of firefighters that should be on-scene to accomplish specific tasks safely and effectively. These standards are known as 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* and NFPA 1720, *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments*, and apply to either career organizations or volunteer organizations respectively. As a combination department, CRFPD can identify which standard it desires to follow. It is important to reiterate that this standard is not mandatory, but the reality is that not adhering to these standards will have implications, should a significant event occur and staffing levels be called into question. Many fire departments in the United States recognize the NFPA standards as being the “consensus standard,” as they are developed through the experiences of other fire departments, and industry experts, who have gone through various response, safety and staffing challenges.

As part of the process for determining which standard to apply the issue surrounds the term “substantial.” If a department is substantially volunteer then the organization could be recognized as falling under NFPA 1720, and if the department is substantially career then NFPA 1710 is the standard. There is no clear cut line in determining an exact number of what substantial means. The reality is that this is a policy decision on the part of the CRFPD board of directors. It is not the position of the Almont team that one standard is more desirable than the other. However, it is the position of the Almont team that CRFPD clearly establish its position relative the standard it feels best reflects the operation of the department and begin to plan accordingly.

At the time of this study CRFPD does not report response times in a manner consistent with either NFPA standard. This is not a difficult issue for CRFPD to correct in the fact that the FireRMS® data management system is capable of producing these results with minor adjustments within the system.

Whether the department utilizes NFPA 1710 or NFPA 1720 the reality is that time is the driving consideration in determining the success in mitigating an emergency incident. The longer a fire is allowed to grow before some form of suppression efforts is introduced into the equation the more difficult it becomes to suppress the fire. The same is true of patients in cardiac arrest or victims of traumatic injury. The following chart demonstrates the need for timely well-staffed response.



Once the initially arriving fire apparatus arrives on scene of a structure fire, the next major consideration becomes one of assembling an effective response force (ERF). As an NFPA 1720 department the following response benchmarks are;

Under NFPA 1720 the response time and staffing benchmarks are;

- Urban Zones with >1000 people/sq. mi. call for 15 staff to assemble an attack in 9 minutes, 90% of the time.
- Suburban Zones with 500-1000 people/sq. mi. call for 10 staff to assemble an attack in 10 minutes, 80% of the time.
- Rural Zones with <500 people/sq. mi. call for 6 staff to assemble an attack in 14 minutes, 80% of the time.
- Remote Zones with a travel distance =8 mi. call for 4 staff, once on scene, to assemble an attack in 2 minutes, 90% of the time.

## 7.5 Response and Reaction Times

The entire response time of a fire department to arrive at an emergency incident includes a *cascade of events*, which starts with the recognition of a problem requiring the fire department and ends with the fire department's arrival, intervention and action. The cascade of events includes:

- Recognition of problem
- Initiation of 911 call or transmission of fire alarm
- Receipt of 911 call or fire alarm by dispatch center
- Call processing time
- Dispatch processing time
- Notification of fire department
- Turnout time
- Travel time
- Time to reach patient and initiate care or to initiate fire suppression efforts

Travel time is one of the most manageable segments of time in the entire sequence. This is the amount of time that it takes for a piece of fire apparatus or an ambulance to travel from a fire station to an incident scene (wheel start to wheel stop). Travel time can be managed by selecting fire station locations based on the amount of time that it takes to travel from the fire station to the incident scene.

For the purposes of this study, the maps consider travel time with the average speed limit of 35 mph utilized for planning purposes on each street taken into consideration.

NFPA standard 1710 and 1720 define response time goals for fire agencies. The career standard was created for urban and suburban demand zones. The recommendations within NFPA 1710 for fire and EMS responses are that a four person first due company arrive at less than four (4) minutes and an entire first alarm at less than eight (8) minutes. The first alarm minimum staffing is 14 personnel. The Department can, and should, strive to meet NFPA 1710 as it grows into the future in those core areas of the Department. While it is not practical for CRFPD to provide a full first alarm assignment in 8 minutes, the organization's response profiles should strive to meet the minimum of 14 personnel for the typical single family home and 18 or more personnel for a commercial structure fire. This will require mutual aid and automatic aid but should be a standard that is met to assure the best chance of controlling the fire.

The District has potential resources they could utilize in efforts to provide fire protection. The presence of Colorado Mountain College allows for the recruitment of volunteer firefighters in exchange for either stipends, or room and board at CRFPD facilities. In addition, Town of Carbondale employees may serve as responders during "working" hours. There would be required training and protective clothing costs and the employees would need to be covered for leave from their assigned tasks. This could greatly benefit the community by having experienced volunteer firefighters function in the Town when at work.

Currently, CRFPD reports response time in an “average” format. CRFPD reports response time as being the total time from the time the unit is dispatched until the unit is on-scene. As indicated elsewhere in this document, the nationally accepted standard is for departments to report all phases of the total response time components using the 90% fractile method. In 2013 CRFPD realized an average response time of 9:46 to 1,046 emergency incidents and 9:57 in 2014 responding to 1,348.

To truly begin to understand response times across the District, CRFPD should develop and implement Fire Management Zones within each of the currently identified station response areas. The development of Fire Management Zones will begin to align CRFPD with center for Public Safety Excellence’s Self-Assessment process. Reporting response times by Fire Management Zone will allow the District to understand which specific areas of each stations response area may be impacting the department

CRFPD should also begin to report each component of the response time independently (i.e. call processing, reaction, etc). This reporting structure will allow department leadership to understand and manage each part of the response time as an independent component and make adjustments accordingly.

## 7.6 Trends

### 7.6.1 Local

One of the primary considerations in any service delivery is the location of a facility. Facility location is directly related to response times. Whether responding to a fire, a medical emergency or rescue response, times are the only variable that can be initially impacted by facility location. Within the District there are a variety of proposed commercial and residential properties that have the potential of impacting the response times and capabilities of the department.

While the focus on the research is to apply Geographic Information Systems (GIS) computer-based modeling to determine possible fire station locations, a review was made of all possible methods used by the fire service to determine fire station locations.

The earliest method for determining fire station locations known to this consulting firm goes back to the horse drawn steamer era, where fire stations were located based on the distance that a team of horses could effectively pull a steamer engine and crew, approximately eight-tenths to one mile. A lingering result of that method of station distribution exists today in many large city fire departments, where fire stations are fairly close together and “bunched up” by today’s standards. Over the decades, these stations become entrenched as part of their neighborhoods or communities. City governments and department administrations sometimes find these stations hard to close to provide a more economical and operationally feasible distribution, due to local resistance.

Each community must decide the appropriate response and travel times for their community. This decision should be based on a variety of factors, including:

- ❑ Types of services provided (fire, EMS, specialty response)
- ❑ Reasonable travel time for fire department fire apparatus and ambulances to meet emergency response needs of a community
- ❑ Size of area served and amount of resources available
- ❑ Level of risk a community is willing to accept by establishing or tolerating longer response times.

Utilizing GIS to pinpoint the call locations for 2013 and 2014, Almont was able to provide a graphical representation of call locations on the map below. This map provides the department and community with an understanding that the majority of the calls occur in the Station 81 response zone. The map also demonstrates that a significant number of calls occur in the Station 84 and Station 85 response zones. While the Station 83 response zone doesn't generate a large volume of calls, the map helps to provide an understanding that calls occurring in this zone are a significant distance from the headquarters station in Carbondale. This distance factor greatly impacts the amount of time an ambulance is committed to a call. This time commitment is commonly referred to as "total task time" and represents the time a unit becomes committed to a call till the unit is returned to service. In analyzing the 2014 the incidents in the Redstone (Station 82) and Marble (Station 83) areas the team discovered that 50% of the calls required the CRFPD unit to be committed for at least one (1) hour and some instances more than two (2) hours. The impact of these extended "task times" is that the ambulance staffed by the career staff is unable to respond to emergencies in the intervening period. This requires concurrent calls to be managed by the response of volunteers, administrative staff, or mutual aid departments.

#### 7.6.2 State

The operation of an emergency medical services delivery system is unique in the state of Colorado. California and Colorado are the only two states in the nation that allow ambulance services to be licensed by the county and not by the state. This fact has created a system that presents unique challenges to each locality within the state. There are portions of Colorado that are understood to have "dead zones" where there is no dedicated ambulance services and other areas where medical response can take extended periods of time to reach victims. The demands placed upon local ambulance services will continue to evolve as more services are expected from pre-hospital providers. Some communities within Colorado have experimented with "community based paramedicine" to address demands for service within rural portions of the state. These programs have proven successful in obtaining funding from a variety of sources to pay for paramedics to manage a patient load outside of the hospital setting and in addition to their emergency response duties. These paramedics provide the fire based EMS system with an additional response paramedic, but also benefits the local emergency rooms by keeping non-emergent patients out of the hospital emergency rooms.

Another trend impacting the state of Colorado is the recent decision on the part of the National Registry to discontinue the licensing of individuals at the Emergency Medical Technician – Intermediate (EMT-I) level. Ambulances and fire-based EMS providers will be impacted by this decision as they must

determine the services levels of their respective agencies. Without the EMT-I licensure, agencies may have to train personnel to the paramedic level to meet the service expectations. In the interim, Colorado and the National Registry have agreed to test people to become certified at the EMT-I level, but will not be developing any new testing for certifications. This correlates into and outdated testing mechanism that may not support the knowledge, skills, and abilities needed of individuals functioning at the EMT-I level. In an email from Marschall S. Smith, Professional Standards Section Manager, Carbondale was informed that

*“The State of Colorado does not have plans to eliminate this certification level. However, two important things are happening beyond control of the Department at a national level that have great potential to impact continued certification.*

*First the National Registry of Emergency Medical Technicians (NREMT) no longer offers certification at the EMT-I level. They continue to provide an assessment examination that the Department uses for our certification purposes.*

*Second, the NREMT has indicated that they plan to discontinue updating of the examination for EMT-I applicants. Although no specific date has been provided by NREMT, they have indicated that the updating of the examination could cease between 2017 and 2019. The examination will be available and offered so that Colorado can continue the state certification. However, the effectiveness of an examination that is not update may bring into question the validity of the process.”*

In addition, the state of Colorado has experienced a significant increase in the risk of wildfires and the potential loss of significant numbers of structures in the “urban interface” zones. It is generally not understood that wildfires are very costly to control and manage. In the case of CRFPD, the possibility is very real that the department could easily spend \$1 million prior to receiving any assistance from state or federal resources. With the diminishing levels of reserves funds this reality could quickly impact the fiscal position of the department.

### 7.6.3 National

On a national level grant funding has reduced significantly and become even more competitive. This trend could easily continue to reduce in the coming years. This will require local governments to take on a variety of fiscal responsibilities that were formerly funded by either state or federal resources. The fire service is expected to increase its responsibilities in supporting homeland security. However, funding for these increased responsibilities cannot be certain to follow.

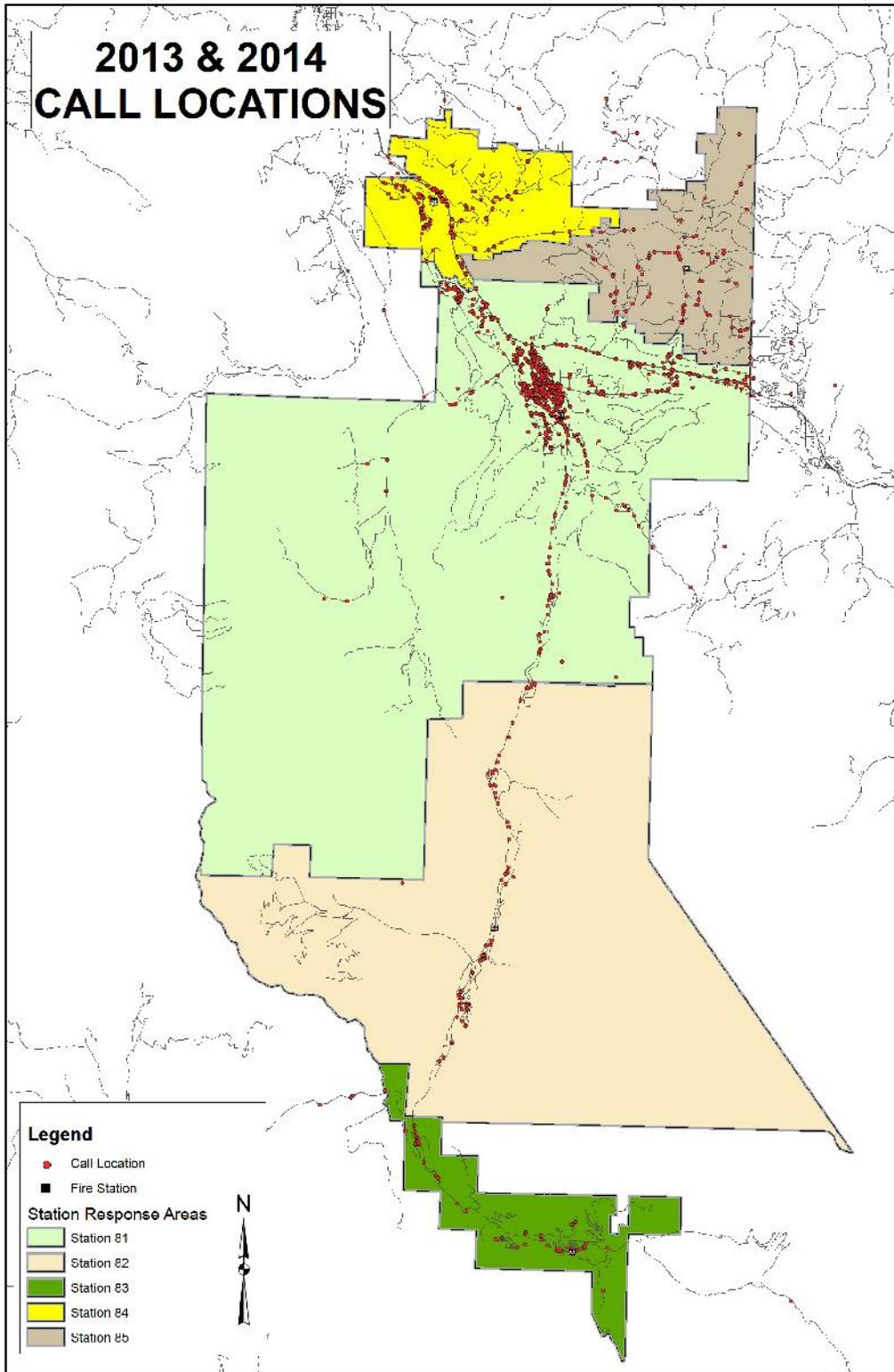


Figure 25 - Call Locations 2013 / 2014

#### 7.6.4 ISO Rating / Distribution

The traditional benchmark fire departments have utilized is the Insurance Service Office's Public Protection Classification (ISO / PPC) as the basis for measuring the performance of a fire department. With the ISO / PPC, a higher score quite often translates in a higher insurance premium. While it appears to be intuitive that a lower score would automatically translate into a lower insurance premium for homeowners, the fact is that the establishment of an insurance premium involves much more than the grading of a particular department.

The American fire service has also come to understand that the presence of a low ISO / PPC score does not necessarily translate into a better performing agency. On June 18, 2007 the Charleston, SC Fire Department experienced one of the greatest line of duty deaths incident when nine (9) of the department's firefighters died battling a sofa store fire. At the time of the fire, Charleston enjoyed an ISO / PPC score of 1. The ensuing investigations identified a myriad of problems within the department involving the department's culture, policies, and procedures which played into the loss of nine (9) firefighters.

PPC	Points
1	90 or more
2	80 to 89.99
3	70 to 79.99
4	60 to 69.99
5	50 to 59.99
6	40 to 49.99
7	30 to 39.99
8	20 to 29.99
9	10 to 19.99
10	0 to 9.99

Table 19 - Public Protection Classification

Many fire departments have used the ISO / PPC as a method to determine fire station locations based on travel distances. The oft-cited *Fire Suppression Rating Schedule Handbook*, (Hickey, 1993) details how the distance between the placement of engine and ladder companies affects the provided municipal fire protection class and in effect, fire insurance premium costs. The ISO/CRS Grading Schedule considers four components when looking at the number of engine companies to deploy:

- ❑ Needed engine companies based on the determined basic required fire flow
- ❑ Needed engine companies based on the first-due response distance, and companies needed for distribution throughout a community
- ❑ Needed engine companies based on response of companies on the first alarm of fire to buildings
- ❑ Number of needed engine companies for areas outside the community (p. 76).

Based on the required fire flow (3000-3500 gallons per minute), the maximum number of required engine companies at any one fire incident is 3. Hickey (1993) further explains that the required number of engine companies (at any one fire incident) may respond from the same fire station (p. 76).

Regarding fire station locations, Hickey (1993) explains that each needed engine company can protect 1.5 miles travel distance from each fire station. The travel distance is measured according to the route most commonly taken from the station to the designated risk (structure). The designated travel path considers typical impediments to travel, such as railroad grade crossings, bridges (max. gross vehicular weight), dead-end streets and other obstructions. “In most cases, the 1.5 mile response zone from a fire station location will have an irregular shaped perimeter based on the actual travel distances; it will almost never be a circle” (p. 77).

Using the ISO/CRS methodology, fire station locations are determined by plotting compass points at 1.5 miles in all directions from the fire station or stations. Hickey (1993) shows how these concepts provide the foundation for determining needed fire station locations. The 1.5-mile travel distance is plotted on a map. Areas outside of the plot are evaluated by a count of available fire hydrants within those areas. Areas that have 50% or more of the hydrants in a standard response Department that are beyond 1.5 miles from an engine company require an additional engine company. Similarly, the placement of ladder companies is based on a 2.5 mile travel distance, however the availability of fire hydrants outside the primary response area is not a factor in this determination.

The ISO / PPC methodology should never be the sole risk assessment tool utilized to design and implement an emergency response delivery system. In addition, CRFPD must utilize a variety of risk assessment tools to understand the needs of the risks facing the community and make decisions accordingly. One of the more common methodologies for understanding community risks and the department’s capabilities to manage those risks is the Center for Public Safety Excellence (CPSE) self-assessment program. Many departments who complete the CPSE self-assessment program have managed to improve their ISO score as a by-product.

CRFPD is currently recognized as having an ISO split rating of 5/10. In this situation, ISO has recognized the ability of CRFPD to deliver class 5 protection level within five (5) miles of a fire station where a water supply is available and class 10 protection level outside of this distance. The leadership of the District has evaluated the possibility of adding fire stations to the District to improve this score in the class 10 areas. However, the construction, equipping, and staffing of an additional fire station would require

significant expenses and the return on investment of this size would need to be determined by the CRFPD Board. In determining which PPC classifications apply, ISO utilizes the following “distances as factors when assigning a “score”;

- Properties 5 road miles or less to a responding fire station and with a hydrant within 1,000 feet are classified as being within the hydrant area. Thus, these properties receive better public protection classifications.
- Properties 5 road miles or less to a responding fire station and with a hydrant more than 1,000 feet away are classified as protected, but outside the hydrant system. These properties receive a lower public protection classification. CRFPD has demonstrated its ability to deliver water into these areas using tankers as a substitute for hydrants.
- Properties more than 5 road miles to a responding fire station receive the poorest public protection classification, essentially being without unrecognized protection. These properties receive the absolute lowest public protection classification.

County	PC-5	PC-10	Total Structures
Garfield	4,766 (98.59%)	68	4834
Pitkin	389 (72.98%)	144	533
Gunnison	332 (87.83%)	46	378
Total	5,487 (95.51%)	258	5,745

Table 20 -Structures / ISO Protection Class by County

#### 7.6.5 Concurrency / Reliability

Traditionally, fire departments have been assessed based upon station location and the ability of the emergency response units to respond in a timely manner. This method works well when calls happen in a linear fashion. As long as calls for service come in one at a time the mathematics of drive time analysis are acceptable. However, to truly understand the issue of demand analysis it is necessary to review call concurrency. Call concurrency impacts the ability of a department to reliably respond to emergencies in a timely manner with an effective response force to mitigate an incident. When an ambulance or fire truck is committed to an incident it is unavailable to respond to a second call for service. When a second call occurs the responding unit must come from farther away which increases response times and allows the emergency to progress unmitigated. In addition to the issue of a longer response time, the impact is that the secondary response unit is now unavailable to respond to calls for service within its primary area. This then creates two Districts without coverage and the ability of the department to effectively respond becomes critical.

In conducting an analysis of CRFPD call volume from 2011 into 2015 it is apparent that call concurrency is a significant issue. As has been noted elsewhere in this report, CRFPD is experiencing long response times and long incident task times. Some of these long response times are attributed to CRFPD being a

rural community serving a large geographical area. However the number of concurrent calls has negatively impacted the community.

Concurrent Calls				
Year	Occurrences	Total Calls Involved	Multiple Ambulances	% of Calls
2011	54	122	23	12.84%
2012	93	218	32	18.66%
2013	81	181	39	15.66%
2014	64	150	36	14.37%

Table 21 - Concurrent Calls by Year

As indicated in Table 21 above, in 2011 CRFPD experienced concurrent calls 54 times which impacted the department’s ability to quickly and effectively respond to 122 calls. In addition, in 2011 concurrent calls involved multiple ambulances on 23 different occasions. In 2011, the number of concurrent calls accounted for 12.84% and 18.66% in 2012. The issue of concurrent calls is impacted by the availability of resources. There is simply a limited amount of response personnel available to quickly manage a second, or third, call. It is important to note that this issue is not one of ability on the part of volunteer personnel to provide quality support to the initially dispatched unit, but is in fact an issue of physics. Backup resources must travel from farther away which takes time. It is recommended that CRFPD consider the addition of career personnel to address the impact of concurrent calls.

### 7.7 Standards of Response Coverage

One recent trend in the fire service is to develop and adapt standards of response coverage on a local level to determine the appropriate allocation of resources available to respond to emergency (and non-emergency) incidents. The development of standards of response coverage has been increasing in acceptance and application in the past several years due, at least partly to its prominence in the fire accreditation model process. A team member is very familiar with the components of accreditation from his experience as a previous accreditation manager, and current peer assessor and team leader for the Commission on Fire Accreditation International (CFAI). The CFAI (1997-2002) recommends that agencies develop a standard, or benchmark, that indicates their response time goals. It also recommends that when writing target indicators for travel times, an organization should stay away from response time averaging because it is statistically misleading. It is more appropriate to set goals to achieve a prescribed travel time in a certain desirable percentage of all responses.

“Standards of response coverage must include an element of time: the maximum prescribed travel that indicates the level of service that is anticipated. Usually this is referred to in service level objective

statements of the agency and is expressed in terms of a specific response by a specific period of time” (CFAI, 1997-2002, p. 3-34).

CFAI (1997-2002) provides a sample policy statement for a standard of coverage: “For 90% of all incidents, the first due unit shall arrive within the five minute travel time. The first due unit shall be capable of advancing the first hose line for fire control or starting rescue or providing basic or advanced life support for medical incidents” (p. 3-22).

Currently, CRFPD reports response times in an “average” format. The utilization of an average response time does not present an accurate representation of the emergency response performance of the department. The utilization of an “average” reporting methodology demonstrates an agency’s performance in roughly 50% of the time and statistical outliers can skew data when the volume of data is not sufficient enough to overcome the impact of the outlier. To understand and communicate the response capabilities of the department it is necessary to transition to a “fractile” reporting methodology whereby the department measures its ability to effectively respond in a desired time period 90% of the time. Specifically, this reporting methodology would be reported as;

Baseline Performance - The Carbondale Rural Fire Protection District experiences a “first unit on-scene” response time of 5:00 minutes 90% of the time.

#### 7.7.1 Rapid Access to Defibrillation / Early Advanced Life Support Care

CRFPD does not currently provide this level of emergency medical service other than the defibrillation units located on emergency response units. With its reliance upon the responses and support of volunteer personnel in the outlying areas of the community, volunteers equipped with automatic external defibrillators (AED) would improve the possibility and probability of cardiac arrest victims receiving life-saving interventions sooner. Under the current system design CRFPD volunteers must respond to the fire station to retrieve equipment located on the emergency vehicles. Concurrently, the emergency response unit from the headquarters station is responding to the same call. This arrangement slows the arrival of the volunteer to the side of the patient with the life-saving electrical therapy of an AED, and ultimately places two transport capable units at the emergency scene. The current system design requires the volunteer to expend approximately four (4) minutes of the response time traveling to the station and at least another five (5) traveling from the station to the patient. CRFPD should equip volunteers with AED units and adjust their response during cardiac and respiratory related events to respond to the scene with support coming from responding transport units.

Specific to cardiac arrest victims, time is critical to their survival. Limmer, O’Keefe, Grant, Murray, and Bergeron, (2001) provide what The American Heart Association (AHA) believes are the four most important factors that affect the survival of victims of cardiac arrest. They are (1) early access (to the EMS system), (2) early initiation of Cardiopulmonary Resuscitation (CPR), (3) early defibrillation and (4) early advanced care (p. 348). The AHA states, “if the response time of the defibrillator is longer than eight minutes, virtually no one survives cardiac arrest.” (Limmer, et al, 2001, p. 349). The AHA also states

that the faster a patient in cardiac arrest is provided with defibrillation, the more likely the patient will survive the event. The early initiation of advanced cardiac care administered by paramedic level responders also is apparently responsible for higher survival rates. (Limmer, et al, 2001)

### 7.7.2 Computer Modeling / GIS

It is widely understood that technology has improved the ability of emergency services providers to improve service delivery through a variety of methods. Geographic Information Systems (GIS) has proven to be one of the areas of technology having significant impact in emergency response system design and implementation. The evolution of early programs into today's GIS technology is exciting and ever developing. GIS provides the ability to quickly and inexpensively capture data, to process and integrate it with other existing databases, and to develop stand-alone modules of capacity in the mapping arena. Using pre-existing or created data sets, GIS gives policy makers the ability to see the potential impact of various planning scenarios prior to actual implementation. GIS allows the use of three dimensional rendering, virtual reality and modeling of future decisions and events, GIS gives planners and policy makers alike the ability to create future universes based on assumptions and parameters which can be easily modified.

The software can be used to generate service areas, shortest distance between two points, best route between two points or more points and drive time. It also provides information on population counts in a defined service area. The Network Analyst component allows the study of drive time from a variety of potential fire station locations. GIS is also used to identify available land parcels that are large enough to accommodate a future fire station site.

CRFPD currently has a staff member versed in utilizing GIS technology. It must be noted that this individual is essentially self-taught, but has developed quality mapping pieces to facilitate decision-making within the department. Further development of this individual's training in the area of GIS will continue to enhance the capabilities of the department to address continued demands for service within the District.

### 7.7.3 Procedures

The initial steps in conducting this analysis were to request specific data from the staff of CRFPD. This data specifically included GIS shape files of streets, call locations, water supply maps, and previous ISO reports. Almont also requested the staff to provide incident data by call type, call location, time of day, and day of week for the previous five (5) years at a minimum. Almont's GIS technician also validated the supplied data with each of the county's. It must be noted that CRFPD staff proved to be quite capable in collecting and providing the requested data in a very timely manner. This experience is not the norm in most studies and the staff of CRFPD should be commended.

#### 7.7.4 Assumptions

The procedures utilized in the research were based on various assumptions. The first assumption was that the response time data obtained from the CRFPD was accurate and complete. A second assumption is that all of the computer program ArcView GIS Network Analyst software would produce accurate and verifiable data on response time scenarios for the depiction of current and any future fire stations. Other assumptions used in the research include a small but consistent increase in call volume and demand for services.

#### 7.7.5 Current Locations

The following maps reflect the current configuration of the District's fire stations. These maps demonstrate the areas of the jurisdiction that are within a five, ten, and fifteen minute response time from each fire station. The coverage from these locations serves a majority of the District's population. As demonstrated in table 20, slightly more than 95% of the structures within the District fall within the ISO PPC rating of 5.

\*\*\* It is important to note these travel time maps reflect what is possible when volunteers are available to respond from the stations not staffed by career personnel. In situations where the emergency responders come from Station 81 in Carbondale actual travel times will be longer.

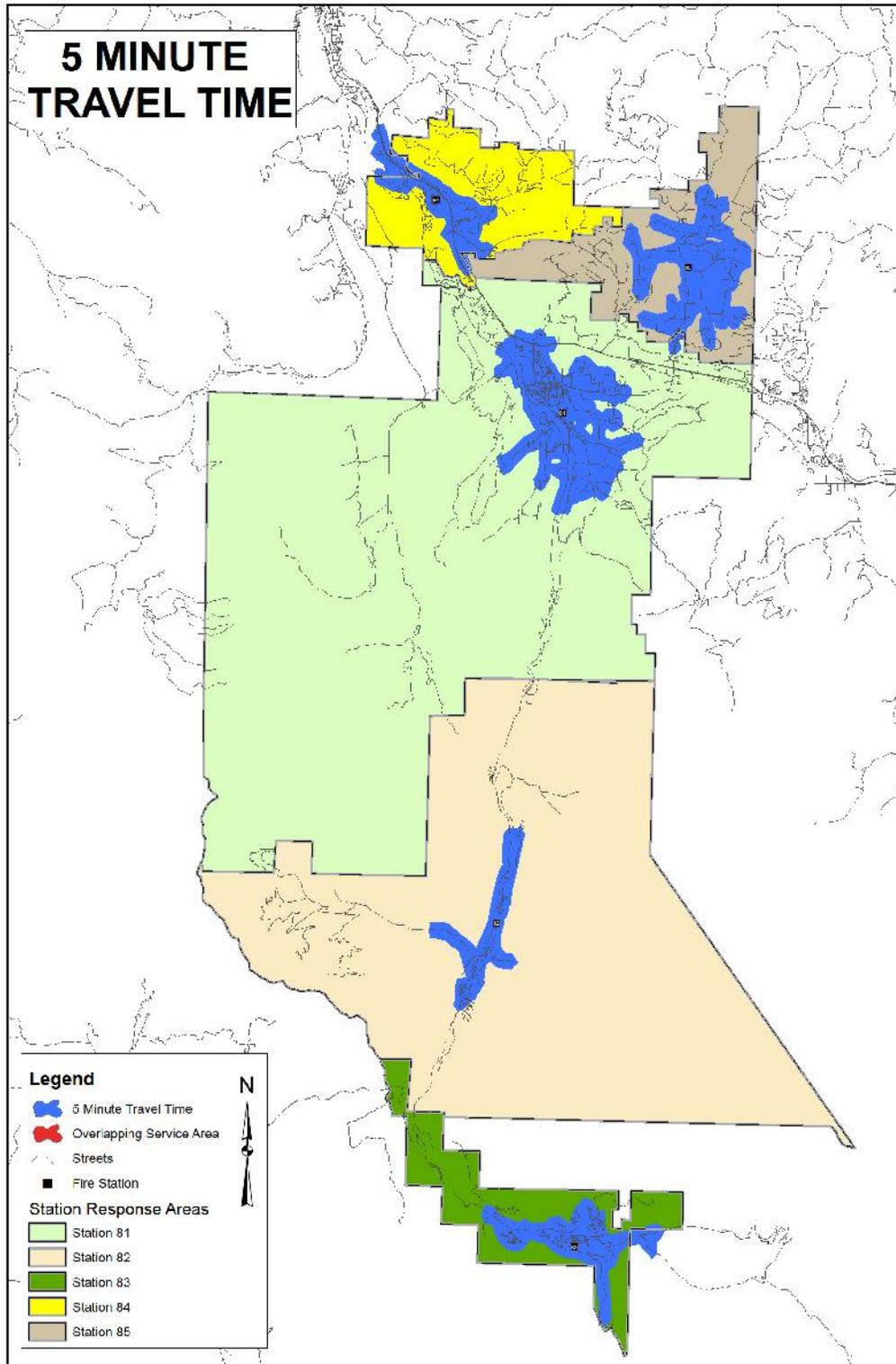


Figure 26 - Five Minute Travel Time

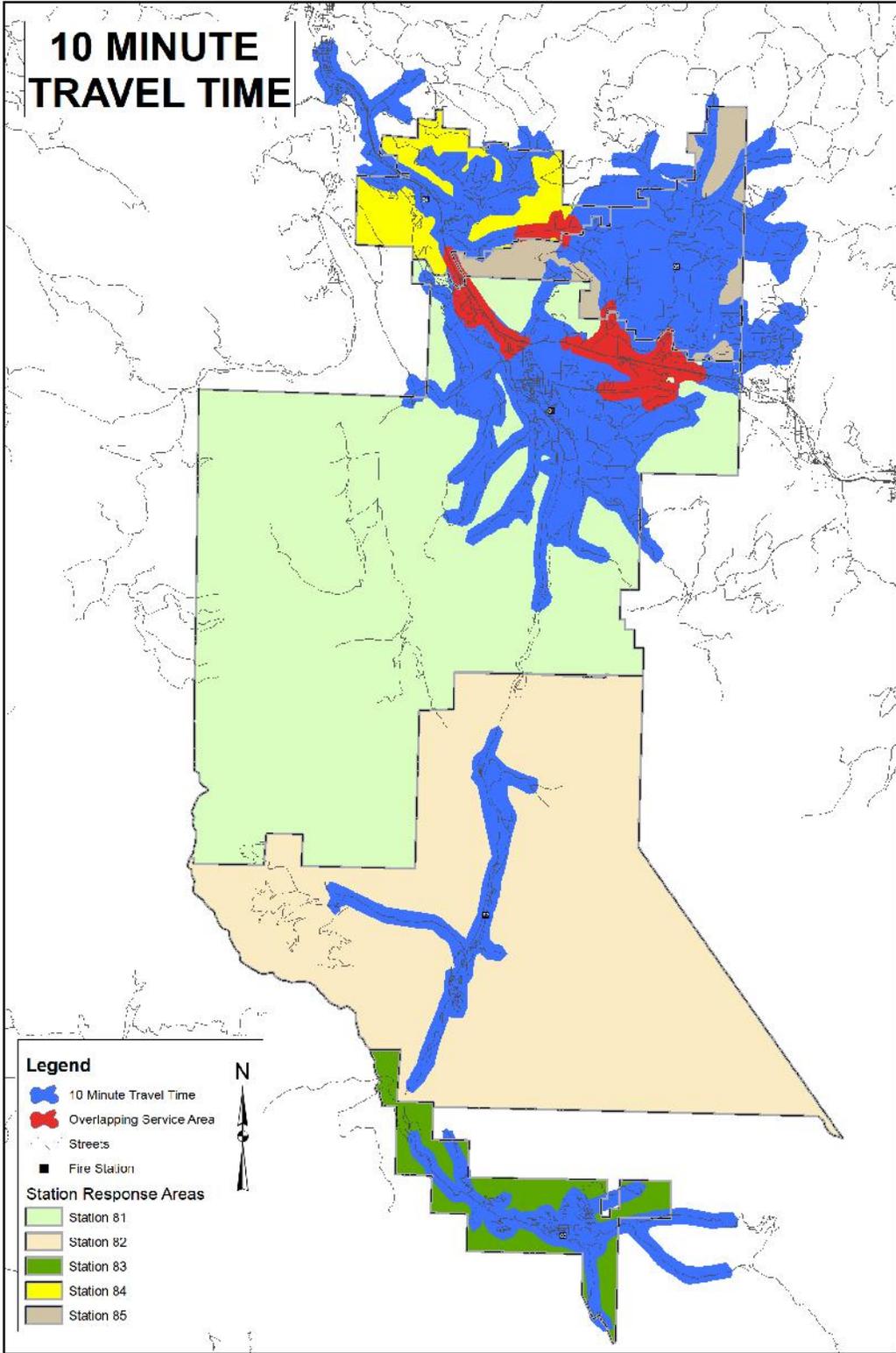


Figure 27 - Ten Minute Travel

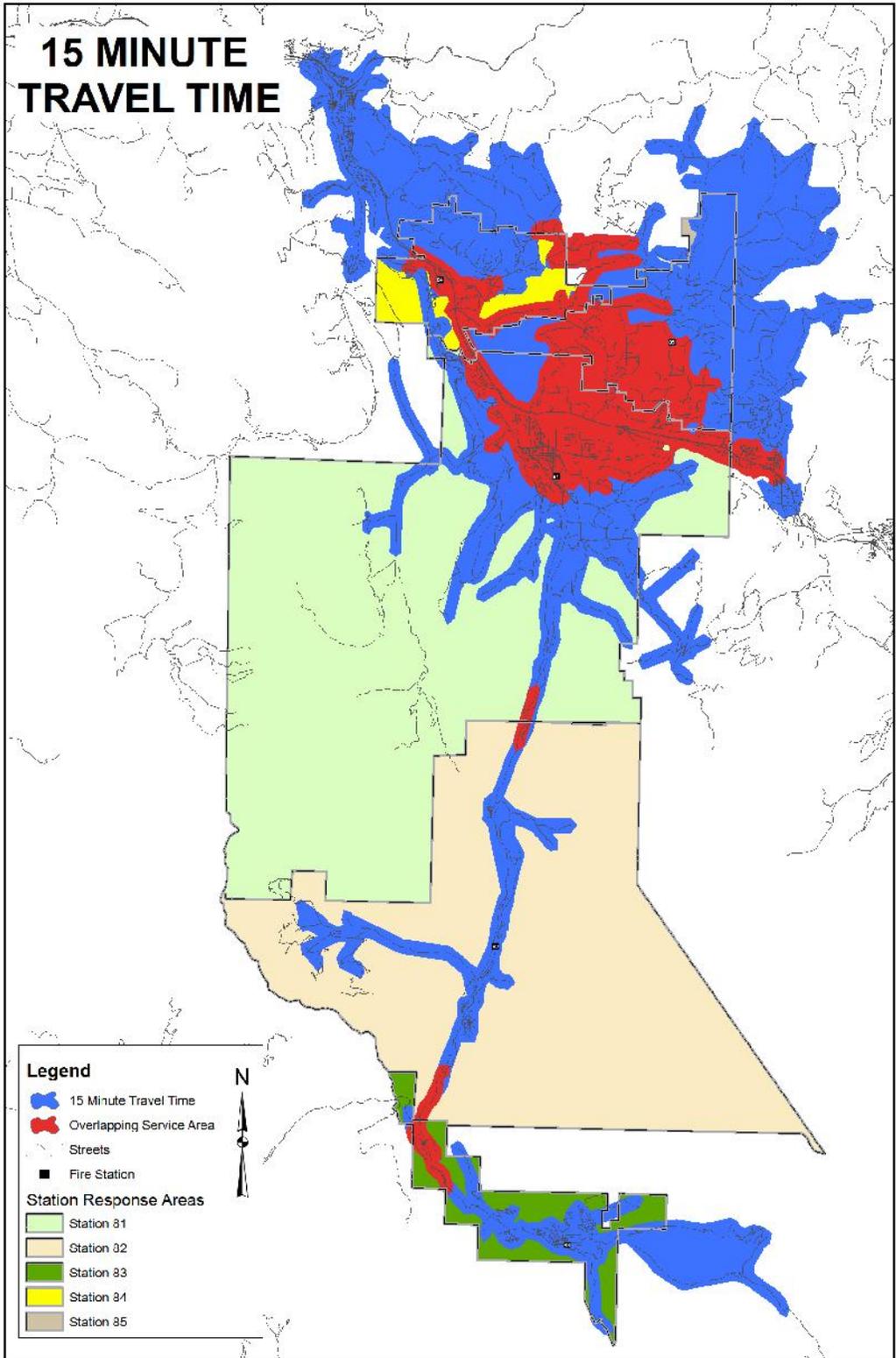


Figure 28 - 15 Minute Travel Time

## 7.8 Alternative Locations

In meeting with CRFPD staff and board members it was generally believed the District's inventory of fire stations was acceptable at this point in time. Relatively active volunteers support the current locations and to attempt to add any other locations to the jurisdiction would not be practical; any return on investment would not be realized in the near future. However, in conducting an analysis of the jurisdiction and call data, there is potential for the location of additional fire station locations in the area of Colorado Mountain College and Cattle Creek.

The college is recognized as a high hazard area due to the number of people attending and occupying the facility on a 24-hour basis between classroom and dorm locations. Colorado Mountain College has been successful in the development of a residential dormitory program. The dangers associated with college dorms across the United States are well documented. An additional advantage of operating a fire station from the college location is the presence of a pool of potential volunteers. Many fire departments across the United States have experienced success in using college students as responders through a formalized "live-in" program. Students are provided living space within the fire station in exchange for their services. These programs must be formalized and the expectations of both parties identified in a written document to insure the program's effectiveness.

While it is outside of the scope of this project it is the position of the Almont team that these potential locations warrant further evaluation and analysis as the District grows and further demands are placed upon services. Further development of residential or commercial properties in the Elk Springs areas will place further demands upon the resources currently situated with the response zones of Stations 84 and 85. The development of fire management zones to further analyze response data will facilitate the understanding of demand for service in these areas.

## 7.9 Specialized Response

In addition to the traditional response to fire and emergency medical calls, CRFPD responds to specialized types of emergencies which include hazardous material releases, confined space, technical, trench, ice and water rescues, as well as "back-country" rescues. During this analysis the level of training for these types of emergencies was not determined. Through interviews it appears that personnel in general are not trained to the operations or technician level as defined by NFPA and OSHA guidelines. The department must conduct an audit of personnel training with regard to specialized responses and determine if personnel are qualified to function in these capacities and if not what needs to occur to qualify the employees to function in these capacities.

## 7.10 Operational Guidelines

CRFPD has a comprehensive set Standard Operating Procedures (SOP) in place. After reviewing the fire department's SOPs it is understood they are current and relevant. Additionally, the procedures reflect the various changes that have occurred in the fire service over the years and also expanded to cover operations at emergency scenes. Of particular note, the leadership of CRFPD has established a formal

document outlining the process for developing procedures for CRFPD. This document, “*CRFPD – Process for Development of Policies and Guidelines*,” clearly communicates the issues driving the need for a policy and who should be assigned the responsibility of developing the policy.

The standard operating guidelines for CRFPD are delineated under the following “headings;”

- Command Structure
- Structure Fires
- Vehicle Fires
- Hazardous Materials
- Wildland Fires
- Medical Calls
- Rescue
- Response
- Safety
- Driving
- Equipment Operation
- Infection Control
- Communication
- Miscellaneous

Under each of these headings, CRFPD has further developed specific policies relevant to that specific area. Every department is unique and has special circumstances that may separate them from other fire departments around the country. The development of SOPs to fit the needs of the District is critical to the members of the department and the citizens CRFPD serves. As SOPs are developed or revised, consideration must be given to the growing cooperation between neighboring fire departments and SOPs should reflect such. SOPs provide guidance to employees that ensure consistency in emergency and non-emergency situations.

In addition to the SOGs addressing scene operations, CRFPD has developed a significant set of personnel policies. This policy manual addresses,

- General Information
- Wage and Hour
- Leave of Absence
- Benefits
- Work Rules
- Safety

Effective personnel policies serve as the foundation for protecting the department from significant employee claims.

### 7.11 Incident Reporting and Data Management

The CRFPD uses software developed by FireRMS® to record information relative to emergency runs, non-emergency runs, training, and hydrant maintenance to name a few. FireRMS® is a very robust records management system and should serve CRFPD well into the future. As the Almont team worked with CRFPD staff, it became evident that a significant part of the department's data is currently being maintained within the system. However, it is recommended that the department increase the collection of data and usage of the system to make informed decisions. It is the belief that the system is not being used to its full potential.

### 7.12 Training

In order to analyze a fire department's ability to respond to structural firefighting the project team would have to evaluate actual fire operations. In the absence of that, fire operations can be evaluated based on training activities of a fire department. Anytime a dysfunctional emergency operation occurs it can generally be traced to improper training. Next to fire prevention activities, training is one of the most important non-emergency functions emergency services providers undertake. Today, a firefighter's survival depends on that firefighter's commitment to learning, as well as the department's desire, and ability, to provide valid opportunities for that learning to occur. Rapid technological changes are occurring in incident scene management, emergency medical service, hazardous materials response, and personnel management. Because of this, emergency services personnel require a personal and organizational commitment to both initial and continuing training.

During the site visit, the Almont team interviewed the training officer for CRFPD and reviewed the training activities of the department. The Almont team reviewed training records from 2013 and 2014. In 2014, departmental personnel participated in 36,807 hours of training. Of these hours, 69% were directly associated with the delivery of medical response training. The remaining 31% accounted for all other training (i.e. driver training, incident command, wildland.) In conducting this review it became apparent the department has experienced success in the delivery of;

- Firefighter 1 training
- EMS training
- Wildland
- Water supply
- ICS
- Initial attack small fires

The concern of all staff members interviewed revolved around the inability to deliver consistent fire suppression training to all personnel throughout the department. Specifically, CRFPD staff indicated a deficiency in the delivery of firefighter 2 skills, large fire attack, and large resource intensive incident type of calls. The inability to deliver this type of training is the result of various reasons. One issue is the lack of a dedicated training location. Currently, personnel must conduct fire suppression training in parking lots and on streets with small amounts of traffic. The ability to utilize parking lots and streets

are dedicated by issues outside of the control of the fire department (i.e. business hours, traffic patterns, etc.) To address this issue CRFPD should consider establishing a central training location to facilitate training not subject to the vagaries of private business operations and vehicle traffic patterns.

The delivery of effective fire suppression training is also limited by the ability of the department to assemble enough personnel at a training event to insure the training is realistic. With the large coverage area of the District, it is essentially impractical to get all personnel at a central location to deliver training. In the event the department was able to get all personnel to a central location, these personnel would be removed from the ability to respond to calls within their “home” coverage area.

The traditional delivery of instructional material through a “face-to-face” learning environment is unrealistic. CRFPD must consider the implementation of a structured “virtual” educational delivery pattern to insure a baseline of knowledge is effectively delivered to career and volunteer personnel. Implementation of an on-line learning management system (LMS) allows the training staff to deliver a consistent baseline of information using auditory and visual instructional methodologies before bringing teams together to perform the kinesthetic techniques to demonstrate / improve skills. Many agencies have effectively utilized IFSTA Resource One® LMS to insure the delivery of quality blended learning opportunities. It must be noted that the development and delivery of education via an online LMS system is labor intensive and requires staff resources to develop and deliver. The return on this investment comes in the ability of more personnel to receive a consistent level of training.

The training staff of CRFPD has historically established an annual training calendar to insure the delivery of training to as many personnel as possible. However, during the site visit staff indicated the difficulties in maintaining an annual calendar as call volumes increase and personnel are being pulled in many different directions as a result of issues occurring in their respective private lives (i.e. Little league, soccer, church, etc.)

It is the position of the Almont team that the current training officer is doing a significant amount of work in support of a combination workforce. The delivery of training to career and volunteer firefighters is difficult under the best of circumstances, as the training officer must take into account varying levels of knowledge, skills, and abilities of each member. Each of these members have professional (careers) and personal (i.e. little league, church, etc.) time constraints limiting their individual abilities to participate in organized training activities. It is strongly recommended that CRFPD create an additional training officer position to support the needs of managing a diverse group of volunteer and career personnel. This position would allow the department to address training issues and concerns beyond the “basic” level and implement necessary “advanced” training of existing staff. Outside of hiring additional career staff, CRFPD should consider the assignment of volunteer staff to deliver training to department members. These volunteer trainers could provide significant support in the development of the on-line LMS.

In conjunction with the delivery of emergency medical services training, the department should schedule and conduct operational training as outlined in National Fire Protection Association Standard 1401 and ISO. **NFPA 1401-5-3.3.12 Training** defines training as “the process of achieving proficiency through instruction and hands on practice in the operation of equipment and systems that are expected to be used in the performance of assigned duties.” Not all training must be delivered in formalized sessions occurring at a specific place and time. Everyday training is conducted through vehicle and equipment inspections, pump and tool check-outs, building pre-fire plans, and physical fitness although this is not well documented. This lack of effective documentation is not unique to CRFPD, as most departments do not effectively capture these daily “training” events. All training activities should be recorded using Fire RMS® to insure the department receives full credit for all training activities during any future ISO grading events.

It is important to note that Colorado does not require anyone serving in the capacity of a firefighter to be certified to perform the duties of a firefighter. Currently, nearly all of CRFPD emergency response personnel are certified at the “Firefighter 1” as a minimum. In addition, many of the volunteer personnel have achieved certification at either emergency medical technician or paramedic level. Priority for training activities must take into account the State of Colorado’s licensing and recertification procedures for emergency medical technician and paramedics. Of primary concern, evidenced by many of the CRFPD board members is the reality that the National Registry will discontinue to testing and certification of EMT-I licenses. The discontinuation of the EMT-I license will require personnel to become certified as paramedics. This reality will negatively impact the budget of the department as personnel must obtain more training than before. In addition, employees attending paramedic training are essentially “out of pocket” while they finalize their training.

A training facility is very important for the purposes of fire personnel training. Currently the CRFPD has no location to conduct “live fire” activities. Anytime the delivery of “live fire” training is required to certify new firefighters or conduct in-service training, personnel must travel nearly an hour to burn facilities in Gypsum or Rifle to utilize their facilities. When CRFPD personnel attend training at either of these facilities the community loses the responders for extended periods of time and reduces the capabilities of the department. To receive maximum ISO credit and insure competency of the fire department personnel, these facilities must be utilized consistently. Minimum facility use by all company personnel while training should include:

1. Eight (8) half day (3 hours) drills per year, 24 hours total
2. Four (4) half day (3 hours) multi-company drills per year, twelve (12) hours total
3. Two (2) night drills (3 hours) per year, six (6) hours total

There should be company training totaling twenty (20) hours per month per member. Training in basic skill development and retention of competencies in suppression related subjects such as hose, ladders, SCBA, forcible entry, salvage, tactics, and other job related training are the basics of this program. These

training components and officer development are the basis for ISO analysis. As mentioned before, this training can be delivered utilizing online training platforms in addition to the traditional face-to-face meetings.

The basic skills program should include the minimum number of hours in each subject area that the fire department administration determines is needed. Specific training goals should be established by the department's training officer for members on an annual basis; personnel as qualified training officers should complete these goals. Each company officer must document all training related activities in the department's records management system.

As previously indicated, pre-fire planning / inspection activities by fire company personnel in their area are considered training and should be considered to be a priority. The fire department must be active in pre-planning efforts that identify hazards to establish a strategic plan of operations for target commercial buildings. Additional training hours can be achieved through conducting documented post incident analyses after each significant event. Any and all activities that address NFPA standards, and improve the employees' ability to effectively deliver their required duties are recordable as training hours.

Examining emergency operations after the fact is one of the best learning and training tools available. It is essential that firefighters learn from what went right and what went wrong. The uses of informal and formal post incident analyses are a key component to successful safe emergency operations. The Fire Chief is responsible for personnel being prepared to function. The Chief oversees functionality and can make a difference in the performance of the department by using actual experiences to further improve employee skills.

Informal post incident analysis (documentation not required) should be conducted at the company or shift level. This includes on-scene or immediate return to the station reviews of the last call. A good informal tool is a lessons learned procedure (suggested information sharing documentation recommended), which has a company provide information about a call that they experienced in a written (memo) format to the fire chief who then distributes it to entire department. A good example of this is experience gained by performing extrication on a certain type of new model vehicle.

Formal post incident analysis (required documentation) should follow a defined format, be conducted for significant incidents, and a formal report be released. This report should be used to change procedures, training, or anything else that was discovered not to work during that incident. Not all post incident analyses have to have negative outcome; the procedure has to make sure to promote the positive outcomes too.

Training is a cost factor that is a necessary function of the Department. The constantly changing federal mandates from the Occupational Safety and Health Administration (OSHA) and the Environmental

Protection Agency (EPA) require political subdivisions meet certain mandates. OSHA mandates such as 29 CFR, 1910.146 which are required by EPA. In non-OSHA states have a very specific impact on the fire service. The law adopted in 1993 requires municipalities to provide a specified level of training and equipment for confined space entry and rescue. This law affects water departments, sewer/waste management departments, and fire departments with regard to entry and rescue operations. The Department must maintain annual training for their personnel with refresher and/or actual operations documented at the operations level for these skills.

The importance of training cannot be overstated; it must be the major priority of the Department. When a daily schedule of activities is created prioritization of training as the top priority should be the normal practice. Exceptions can be allowed but they should be infrequent.

## 8.0 Community Risk Reduction

### 8.1 Life Safety / Fire Inspection / Code Enforcement

CRFPD has a limited fire inspection and enforcement process. The key to managing fire risk in a community is the work done with routine fire inspections and code enforcement. This work should be performed by qualified and trained staff that is not only familiar with local fire codes and ordinances, but staff that has the authority to ensure compliance. Fire inspections should be performed on a regular schedule. Target hazards like high-risk occupancies, hotels, educational institutions and dormitories should be inspected on more frequent bases. It is recommended at a minimum that commercial buildings receive biennial inspections, while target hazards receive annual inspection. Inspections and violations should be documented utilizing the existing Fire RMS® records management system. Furthermore, this inspection schedule and process should facilitate the recommended risk analysis of the community. Commercial buildings should be rated using a risk analysis process. This risk rating of the building should determine the level of emergency response.

Plan review is also an important part of managing risk through fire prevention. CRFPD should work closely with county and municipal governments to ensure that an adequate fire review of all-new construction, renovation, and additions of commercial buildings is complete. Again, this work should be performed by qualified and trained staff with a working knowledge of construction, plan examination, fire system design, and life safety code.

Currently CRFPD lacks adequate means to ensure compliance with fire and life safety code. It is recommended that CRFPD research and implements a formal violation and enforcement process. Code enforcement boards, local magistrates, and citations are a few examples that should be considered. It will be imperative that this work be done in collaboration with local municipal and county governments to ensure continuity of application and avoidance of conflict. While most agencies have success with voluntary compliance, a formal enforcement mechanism is needed to ensure consistency.

## 8.2 Public Information

The Human Resource/Financial Division Manager also holds the responsibility of the District's Public Information Officer. Due to the current workload and responsibilities of this position, limited time is spent working on the public information role. The general public throughout the nation is generally uneducated on the roles, responsibilities, and effectiveness of fire and emergency agencies. It was clear in a meeting with external stakeholders during the onsite visit that the citizenry did not understand all of the responsibilities and needs of CRFPD. It is imperative to the future success of CRFPD that a more active role is taken to inform, educate, and interact with the customers in the District.

It is recommended that the District formalize the Public Information Officer position. There are several ways in which to accomplish this task. First, the role of the Public Information Officer could be transferred to another staff member or volunteer that has appropriate communication skills, time, and resources to engage the public. Second, the role of Public Information Officer could be shared by a small group of staff or volunteers with appropriate communication skills, time, and resources. Third, some of the Public Information Officer responsibilities could be outsourced to help manage staff workload while still being effective communication.

Regardless of the option chosen, CRFPD must have a face in the community. Positive information like recognition, major accomplishments, safety education, and successful rescues should be pushed out to the community on a regular basis. Capital needs, employee retention issues, response challenges, and recruitment advertisement should also be on the forefront of information that is shared with the community.

This is another area in which training for the person or personnel would be useful. There are a number of training programs nationwide that assist Public Information Officers in setting up media networks, developing press releases, and conducting press conferences that would be beneficial as the District focuses on this area.

## 8.3 Public Education

CRFPD staff participates in the traditional fire prevention week programs within the local schools. However, this is an area in which CRFPD could maximize its efforts with minimal effort on the part of the department and realize a tremendous upside in getting the prevention message into the community. It is a well-known fact that children have a significant influence within the home when it comes to smoke detectors and other safety related messages. Effective public education programs also have the benefits of building relationships with the children and their families. It was made clear that the ethnic demographics within the school system have changed significantly in the recent years. The intentional presence of CRFPD staff in the schools will significantly improve the relationships among these ethnic groups who tend to have very closed social circles. CRFPD should utilize its volunteer personnel to enhance the public education programs. Public education efforts should also be extended into other venues to improve the penetration of the prevention message. These venues could include summer camp programs and vacation bible schools to name a few.

## 9.0 Comparison to Recognized Standards

### 9.1 National Incident Management System (NIMS)

The National Incident Management System (NIMS) is a common system intended to insure emergency responders across the United States are operating within a common framework in managing emergency incidents. NIMS compliance is essential in the safe systematic operation of not only emergency operations but also daily events and non-emergency operations. Compliance is required for eligibility for grant assistance and all disaster response. The CRFPD has demonstrated NIMS compliance. Staff has been trained to the appropriate levels for their responsibilities. CRFPD must continue to insure all personnel are trained in NIMS to maintain NIMS compliance.

The department has directed all members through policy to utilize the Incident Command System (ICS) on all incidents. While it is common in many departments to only implement the ICS system on larger events, the reality is that regular usage of the ICS on smaller incidents will make members more proficient and achieve success on larger incidents. The usage of volunteer and recall staff makes consistency essential to ensure scene safety. CRFPD must continue the practice of using the ICS system on all incidents. Practice makes perfect, and consistent use promotes improved skill levels and ensures when a major incident occurs the IC is prepared to employ ICS to its fullest.

### 9.2 Insurance Service Office (ISO)

In 2011, ISO graded 47,232 fire departments across the United States. With a PPC classification of 5, CRFPD is graded better than 68% of the United States fire departments. During this same period, ISO graded 622 fire departments within the state of Colorado. Of these, department CRFPD was graded better than 56% of Colorado fire departments. It is important to note that with the ISO score of 5 more than 95% of commercial and residential property owners are receiving a return on the investment of their tax dollars into CRFPD.

In CRFPD's most recent ISO report the fire department received only about 50% of the available scores relative to "Receiving and Handling Fire Alarms." It must be noted that the dispatching of CRFPD is accomplished from two different dispatch centers. This fact is the result of CRFPD being situated in three counties. One of the dispatch centers does not have capabilities similar to the other and as such ISO "chose" to use the less capable dispatch center as the scoring mechanism for this category. The leadership of CRFPD has addressed this issue with ISO management who has committed to using the more capable dispatch center as the scoring mechanism in the next grading. This fact alone has the potential of nearly moving CRFPD from an ISO PPC of 5 to a PPC of 4. Should CRFPD achieve a score of 4, business owners will realize the larger return on these efforts.

As with the "Receiving and Handling Fire Alarms" category, CRFPD received only 50% of the available scoring in the "Fire Department" category. While it is the position of the Almont team that CRFPD should just not use ISO scoring as rationale for justifying the making of large capital improvements, it is possible that there is "low-hanging fruit" within the ISO report, which CRFPD can strive to accomplish and return significant value to the citizens and community. Specifically within the most recent ISO

report, CRFPD should address the issue of training. Any efforts to improve the delivery of training will not only improve the department's ISO score, but the department gains more effective firefighters as a result. Specifically within the report, significant point deductions were made in the areas of "company training" and "pre-fire planning inspections."

Relative to "company personnel" CRFPD received only one-third of the available points for staffing. ISO determines the strength of staffing using a yearly average of total firefighters available to respond to structure fires. The CRFPD received credit 4.99 on-duty personnel and 9.83 for volunteer personnel. It is important to note that ISON scores volunteer firefighters on a 3:1 basis in comparison to career staff. This factor has nothing to do with skills levels of volunteers, but only the reality that volunteers are not able to respond 100% of the time. Any addition of career personnel will have impact on this scoring area, but the reality is that the District must evaluate this from a cost / benefit standpoint. Consideration must be given to future staffing levels to correlate to the impacts of concurrent calls for service. Concurrency of calls will impact the department's ability to reach 911 calls in a timely manner. The issue of concurrency is a concern whenever more than one call occurs simultaneously, or the initial response unit from a specific station is committed and another station must respond into that area. Staffing will also need to be a consideration should there be a rapid expansion of the community or building growth.

Specific to the issue of new growth, the leadership of CRFPD must work with each of the governing bodies having jurisdiction over building construction in order to insure new and remodeled buildings have automatic sprinklers installed. The presence of sprinklers in commercial properties is one of the quickest ways to reduce the need for a large fire department to manage the fire risk. These systems have positive long-term effects on the cost of providing fire protection. They reduce the financial impact on the over the life of the building. A full fire protection sprinkler requirement within the CRFPD jurisdiction will significantly reduce the need to expand fire services as the community grows, thereby maintaining costs associated with fire protection. It will also assist occupancies in enjoying reduced insurance rates for fire protection.

### 9.3 National Fire Protection Association (NFPA)

#### 9.3.1 Operations

CRFPD has done well to insure firefighting personnel are trained to standards identified within NFPA 1001 relative to firefighter 1. This is significant in light of the fact that the state of Colorado does not require any certification to be a firefighter and the training requirements are left to the local authority having jurisdiction. However, challenges exist in getting people to the firefighter 2 level and continuing to deliver in-service training at the firefighter 2 level. While all of CRFPD career personnel are trained to the firefighter 2 level many volunteers remain at firefighter 1. CRFPD should identify methods by which all personnel within the department will achieve firefighter 2 certification.

### 9.3.2 Special Response

CRFPD provides a variety of technical rescue services (i.e. high angle, trench rescue, etc.) The provision of these types of services is a matter of necessity and not simply a choice on the part of CRFPD leadership. The reality is that if these services are not provided, victims would suffer for longer periods of time as rescuers from other locations would need to respond in place of CRFPD. As a result, it is strongly recommended CRFPD work to comply with NFPA 1670 *Standard on Operations and Training for Technical Search and Rescue Incidents*. The type of incidents are categorized as being low frequency / high consequence events and as such CRFPD must be fully prepared to respond to and mitigate the incidents. The standard categorizes the different levels of training for first responders as: awareness, operations, and technician level. The department should perform a risk analysis and determine the extent of training that is required to safely mitigate a technical rescue incident.

### 9.3.4 Health and Wellness

The number one resource of any emergency services provider is its personnel. The leading cause of line of duty deaths among firefighters is heart attack and strokes. In addition to the obvious concerns of line of duty deaths, the rates of cancer and suicide among firefighters have become critical across the United States. The District should continue its efforts to comply with NFPA 1500 through implementation of the IAFF and IAFC Health and Wellness program. The Fire Service Joint Labor Management Wellness-Fitness initiative was developed by unionized firefighters and fire chiefs. The program consists of a medical evaluation and assessment, fitness, injury and medical rehabilitation, and behavioral health. The program is very specific to all the fields addressed and can be implemented in phases over a period of time.

## 9.4 Center for Public Safety Excellence (CPSE)

The issue of accreditation by an outside third party has come to the forefront in the delivery of emergency services. Law enforcement agencies have been utilizing accreditation as a means to ensure validation of service delivery through the Commission on Accreditation for Law Enforcement Agencies (CALEA®) since 1979. Ambulance services have utilized the Commission on Accreditation of Ambulance Services (CAAS®) since 1990 to demonstrate commitment on the delivery of high-quality services. Since 1996, the Center for Public Safety Excellence (CPSE®) has been utilized to provide accreditation of fire departments internationally. The CPSE established technical competencies with benchmarks for departments to measure their performance against so they can determine if they are providing quality services to the community they serve, as well as their members. The CPSE has set standards for fire departments and chief officer (fire, medical, and marshal) accreditation. These standards are derived from the National Fire Protection and the International City Manager Association guidelines. Recommendations in this report use these standards as their basis. While the CRFPD is not ready for accreditation either as a department or for individuals they should strive to function based on standards acceptable to the accreditation process. As the department progresses through its strategic planning process it should establish a timeline to complete the “Self-Assessment” portion of the CPSE® accreditation process even if it chooses to complete the peer review portions. The most significant

component of the CPSE process is having the agency complete the self-assessment and implement any findings as a result.

## 10.0 Maintenance of Facilities and Equipment

### 10.1 Facilities

During the site visit, the Almont team visited each facility operated by CRFPD. In general, facilities were maintained and adequate for current level of service delivery. However, it was obvious that the living quarters of stations that maintain resident volunteers vary greatly with respect to cleanliness and upkeep. It was also noted the resident volunteers have varying levels of commitment to responsibilities associated with training and emergency response. Residence at fire stations is a significant benefit that should come with a strong level of responsibility and commitment to the District. A formal written agreement for all volunteer residents with measurable expectations is recommended.

The same two staff members that are responsible for apparatus and equipment maintenance largely handle facility maintenance. These two staff members are major contributors to the overall success of CRFPD.

### 10.2 Apparatus / Vehicles

Apparatus and equipment also appeared well maintained. Maintenance staff level of contribution in the area was impressive. Like many areas with CRFPD, a lot is done with very little. Maintenance staff handles everything from small equipment repair, SCBA fit testing, to pump rebuilds. It is obvious that financial challenges have stressed the ability to maintain and keep up with the volume and scope of work in this area. Seasonal manpower and training, tools appear to be major obstacles for the future. Lack of EVT certification, training on newer apparatus technology, and District owned tools to repair apparatus and equipment are significant issues that should be addressed. Recommendations in these areas include obtaining EVT certifications and vendor specific training for mechanics performing preventative maintenance and repair work on apparatus, add tools to a capital replacement schedule, and add seasonal staff to assist with volume as needed.

#### 10.2.1 Fleet Replacement / Schedule / Funding

CRFPD has created a fleet replacement schedule that is representative of the District's needs. The plan has a financial impact of over \$1.7 million in the next five years. Given the state of the current finances within the District, a review of options must be explored and secured to keep critical infrastructure in operational condition. Delaying critical capital purchases is an ineffective way to sustain operational readiness in the long term. The District should keep the replacement plan current and advertise the need by including the plan in the annual budget. Additionally, continued submission of grant applications should occur in an effort to support fleet purchases.

#### 10.2.2 Capital Equipment

Likewise, CRFPD has also created a capital equipment replacement schedule that covers everything from facility improvements, firefighting equipment, training aids, and computers. The financial impact of

needed capital equipment is also significant and a financial concern. It is recommended that equipment lifecycles should be established for each type/category of capital equipment and included in the annual budget as well. Forecasting needed expenditures and purchases is helpful in educating stakeholders on the need for funding.

### 10.3 EMS Equipment

CRFPD has equipment at each station capable of delivering EMS according to local protocols. Medical supplies are obtained from a combination of vendors and the local hospital. Unlike many EMS providers across the nation, CRFPD has not experienced delays and shortages of EMS fluids and medications. Current relationships and accounts should be maintained to ensure sustainability of supplies. Diagnostic equipment (i.e., Lifepak monitors, etc.) are maintained and serviced regularly. Some of the capital EMS equipment is dated and will need replacement. It is recommended, that all capital equipment should be added to a capital replacement plan. This will ensure proper funding can be secured and replacements are not delayed. It is also recommended that CRFPD look at leasing as an option of funding EMS capital equipment. Fair market value leasing options provide some flexibility with funding that may prove beneficial for the Districts capital replacement plan.

Adequate infection control equipment seems to be readily available for personnel. However, no fit testing is currently being conducted on N95 mask utilized for protection of airborne diseases. CRFPD has a quantitative fit testing machine utilized for the MSA Fire Hawk mask testing. These devices can often be utilized for the N95 mask testing as well. Qualitative testing utilizing a hood with testing solution would also be an acceptable alternative. It is recommended that fit testing be conducted for all EMS providers that could come in contact with a patient with an airborne disease. Testing should be done annually in accordance with OSHA 29 CFR 1910.134.

### 10.4 Self-Contained Breathing Apparatus

Apparatus and facility maintenance staff also handle the District's SCBA program including fit testing, service, and inventory. While SCBA's are maintained and tracked, there are significant safety and replacement issues. During the site visit, Almont noted that CRFPD was utilizing significant amount (90 +) of SCBA bottles that had reached their recommended life cycle (10 years). These bottles were not in compliance with NFPA 1852 recommendations and presented a significant liability for the District. Following the site visit, Almont was notified that the District purchased 72 new SCBA bottles utilizing reserve funds.

CRFPD maintenance staff performs repairs and maintenance work on SCBA, but is not MSA certified to perform this work. This also creates significant liability for the District due to the lack of training. This is also a significant safety issue in the event of an SCBA failure while operating in an IDLH atmosphere. Recommendations in the area would include MSA certification for staff working on SCBA equipment and a replacement schedule for bottles in accordance with NFPA 1852.

Furthermore, a formal OSHA 29 CFR 1910.134 respiratory compliance program should be adopted and incorporated. SCBA fit testing should be conducted prior to initial use, when masks are changed, and at

least annually after the medical evaluation confirms personnel are medically able to wear an SCBA. Firefighters cannot be fit tested nor allowed to use / train with SCBA when facial hair is between the mask sealing surfaces or interferes with valve function and or any condition that interferes with the face-to-face piece seal. It is recommended that the District adopt and enforce a grooming policy consistent with OSHA and NFPA standards and recommendations.

It was also noted during the site visit that CRFPD is utilizing some third party SCBA bottles. While often cheaper to purchase, these may present an issue with NIOSH and NFPA compliance. In an MSA memorandum written on March 3, 2009, MSA Sales Application Product Manager – SCBA explains that, “a respirator component, such as a spare cyclor, is NIOSH and NFPA compliant ONLY if it is included in the manufacturing quality control plan that has been approved by NIOSH”. The memorandum goes on to explain that some third party cylinders circumvent the MSA quality control plan and as a result void both NIOSH and NFPA compliance if used. As such, it is recommend that the District contact MSA directly to research and resolve any issue with warranty, repair, and service prior to purchasing new MSA bottles.

### 10.5 Funding for Replacement

As has been previously discussed, CRFPD has been unable to address the replacement of equipment as a result of the downturn in the economy. The leadership of CRFPD has endeavored to curtail expenditures as much as possible, but still insure the department can still deliver services. This has required the delay in replacing equipment and much of the current inventory of equipment has reached a critical point in its useful life. To continue this pattern of cost avoidance is highly unrealistic and only serves to delay the inevitable while placing the safety of the citizens and responders in question. CRFPD should establish a dedicated “repair and replacement” fund to address the replacement of capital equipment within the department. As a dedicated fund, its presence must appear within the annual budget and be part of the regular planning process.

## 11.0 Recommendation Matrix

Item	Recommendation	Procedure / Policy / Program
<b>Training</b>		
1	Evaluate the establishment of a central training location to facilitate training not subject to the vagaries of private business operations and vehicle traffic patterns	Policy
2	Utilize volunteer personnel in the delivery of training to department members to more effectively utilize career staff time for advanced (FF2 and technical) training.	Policy
3	Schedule and conduct operational training as outlined in National Fire Protection Association Standard 1401 and ISO	Program
4	EMS quality assurance processes conducted In conjunction with the delivery of emergency medical services training.	Program
5	All training activities should be recorded using Fire RMS® to insure the department receives full credit for all training activities during any future ISO grading events.	Policy
6	Conduct company level training totaling twenty (20) hours per month per member.	Program
7	Establish basic skills program inclusive of a minimum number of hours in each subject area determined by fire department administration.	Policy
8	CRFPD should identify methods by which all personnel within the department will achieve firefighter 2 certification	Program
9	Specific training goals should be established by the department's training officer for members on an annual basis, personnel qualified as training officers / preceptors should complete these goals.	Policy
10	Specifically within the most recent ISO report, CRFPD should address the issue of training	Program
11	Develop a web based online learning platform to facilitate the delivery of firefighter 1 level skills using IFSTA's learning management system (LMS).	Program
12	District should create an additional training position within the department to facilitate additional training at the firefighter 2 level..	Policy
13	District should develop and implement a formal officer development program in support of future promotional opportunities in the future of the organization.	Program
<b>Prevention</b>		
14	Fire inspections should be performed on a regular schedule. Target hazards (high risk occupancies, hotels, educational institutions and dormitories) should be inspected on more frequent bases. It is	Program

	recommended at a minimum that commercial buildings receive biennial inspections, while target hazards receive annual inspection	
15	Inspections and violations should be documented utilizing the existing Fire RMS® records management system	Policy
16	Inspection schedule and process should facilitate an ongoing risk analysis of the community to determine appropriate level of emergency response.	Program
17	CRFPD should work closely with county and municipal governments to ensure that an effective fire review of all new construction, renovation, and additions of commercial buildings is completed.	Program
18	Research and implements a formal violation and code enforcement process.	Program
19	CRFPD should utilize its volunteer personnel to enhance the public education programs.	Policy
20	Public education efforts should also be extended into other venues to improve the penetration of the prevention message (i.e. summer camp programs and vacation bible schools.)	Program
21	Pre-fire planning / inspection activities by fire company personnel in their response areas are considered training and should be considered a priority	Policy
<b>Operations</b>		
22	It is recommended that EMS responses requiring Paramedic level interventions be reviewed by someone with the same or higher level of training.	Policy
23	It is recommended that CRFPD establish a minimum response / participation standard for members who are designated as responders.	Policy
24	District should consider the addition of career personnel to address the impact of concurrent calls to reduce response times in support of positive patient outcomes and survivability.	Policy
25	Informal post incident analysis (documentation not required) should be conducted at the company or shift level	Program
26	Formal post incident analysis (required documentation) should follow a defined format and be conducted for significant incidents, and a formal report be released	Program
27	Positive information (recognition, major accomplishments, safety education, and successful rescues) should be pushed out to the community on a regular basis.	Program
28	Capital needs, employee retention issues, response challenges, and recruitment advertisement should be on the forefront of information shared with the community.	Program
29	Perform a risk analysis and determine the extent of training required to safely mitigate a technical rescue incidents (i.e. backcountry rescues)	Program
30	Continue efforts to comply with NFPA 1500 through implementation of	Program

	the IAFF and IAFC Health and Wellness program	
31	While CRFPD is not ready for accreditation either as a department, or for individuals, they should strive to function based on standards acceptable to the accreditation process.	Program
32	As the department progresses through its strategic planning process it should establish a timeline to complete the “Self-Assessment” portion of the CPSE® accreditation process even if it chooses not to complete the peer review portions	Program
33	Residence at fire stations is a significant benefit that should come with a strong level of responsibility and commitment to the District. A formal written agreement for all volunteer residents with measurable expectations is recommended	Policy
<b>Maintenance</b>		
34	Lack of EVT certification, training on newer apparatus technology, and District owned tools to repair apparatus and equipment are significant issues that should be addressed. Recommendations include obtaining EVT certifications and vendor specific training for mechanics performing preventative maintenance and repair work on apparatus, add tools to a capital replacement schedule, and add seasonal staff to assist with volume as needed	Policy
35	Medical supplies are obtained from a combination of vendors and the local hospital. Unlike many EMS providers across the nation, CRFPD has not experienced delays and shortages of EMS fluids and medications. Current relationships and accounts should be maintained to ensure sustainability of supplies	Program
36	Fit Testing should be done annually in accordance with OSHA 29 CFR 1910.134	Procedure
37	District should adopt a formal OSHA 29 CFR 1910.134 respiratory compliance program	Policy
38	It is recommended that fit testing be conducted for all EMS providers that could come in contact with a patient with an airborne disease	Procedure
39	District staff should achieve MSA certification for SCBA equipment in accordance with NFPA 1852.	Policy
40	Respiratory protection program should include a scheduled replacement cycle for all SCBA bottles in accordance with NFPA 1582	Policy
41	District should adopt and enforce a grooming policy consistent with OSHA and NFPA standard	Policy
<b>Administration</b>		
42	District should keep the replacement plan current and advertise the need by including the plan in the annual budget	Policy
43	District should continue to submit grant applications in an effort support fleet purchases	Policy
44	Equipment lifecycles should be established for each type/category of capital equipment and included in the annual budget as well	Policy

45	Some capital EMS equipment is dated and will need replacement. It is recommended, that all capital equipment should be added to a capital replacement plan	Policy
46	CRFPD should establish a dedicated “repair and replacement” fund to address the replacement of capital equipment within the department	Policy
47	District should further develop the delineation of roles and responsibilities of volunteers and hold personnel accountable within the developed policies	Policy
48	Mutual aid agreements should be reviewed annually by the leadership of CRFPD and the results of such review communicated to the District board through a formal communication tool (i.e. annual report.)	Policy
49	District should work with the governing bodies for areas in which no mutual aid agreements exist to enumerate the expectations of each party and formalize the business relationships.	Policy
50	To ensure a healthy leadership model and communication throughout the organization, the board bylaws should clearly indicate this policy level involvement to avoid board member management of daily operations.	Policy
51	District should review its current bylaws and structure. Consideration should be given to address incompatibility issues and ensure elected positions are more representative of the District	Policy
52	A regular series of staff meetings should be conducted to facilitate formal communication within the District.	Procedure
53	The District should review and revise all job descriptions within the organization after conducting a formal job task analysis to clearly understand the functions currently being performed by each member of the department	Policy
54	CRFPD should evaluate the possibility of using a “blog” as a communication tool to enhance formal communication.	Policy
55	District should establish a formal agreement with the Medical Director.	Policy
56	CRFPD should consider the implementation of employment contracts that include education reimbursement requirements when providing tuition assistance to members.	Policy
57	Determine NFPA 1710 or 1720 operational status in support of achieving accreditation	Policy
58	Develop and implement Fire Management Zones within each of the currently identified station response areas	Policy
59	Report each component of the response time independently (i.e. call processing, reaction, etc.)	Policy
60	Transition from reporting response times in the traditional “average” format to “fractile” reporting at the 90% level.	Policy
61	Equip volunteers with AED units and adjust their response during cardiac and respiratory related events to respond to the scene with support coming from responding transport units.	Program

62	District should support and encourage the development of public access defibrillator programs.	Program
63	Refine usage of Fire RMS to effectively support decision-making relative to operational services and accreditation.	Policy
64	It is recommended that the District formalize the Public Information Officer position.	Policy
65	District should work to comply with NFPA 1670 <i>Standard on Operations and Training for Technical Search and Rescue Incidents</i> .	Program
66	District should evaluate leasing as an option of funding EMS capital equipment.	Policy
67	The ICD10 Coding guidelines are complex and require more coding specificity. Formal training is recommended to ensure that the ambulance biller will be well-equipped prior to the transition in order to avoid claim denials due to incomplete or inaccurate coding	Policy
68	Training is also recommended for operational members providing basic and advanced life support care in documentation related to EMS billing	Policy
69	District should conduct a formal job task analysis for each position within the District and develop job descriptions accordingly.	Policy
70	It is recommended that the current quality assurance/improvement process be expanded to include skill performance tracking, patient outcomes, and documentation accuracy	Program
71	Review, track and provide feedback on 100% of EMS responses to staff members.	Policy
72	EMS data should be shared with the Training Officer and used to steer training topics and exercises.	Policy
73	Evaluate the development of a paramedicine program in cooperation with local hospital and physicians.	Program
74	District should develop a formalized Fire Corps or CERT program in support of departmental activities.	Program
75	The District should increase the collection of data and usage of the RMS to make informed decisions	Policy

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# MASTER PLAN

## COMMUNITY INPUT FOR THE FUTURE

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## Part Two

## Introduction

Welcome to Part Two of the Carbondale Fire District Master Plan Study. Part One is the detailed technical study of the Carbondale Fire District put together by Almont Associates. Part Two is that part of the Master Plan Study done by local consultants led by Mark Chain Consulting, LLC and Lamont Planning Services, LLC. The intention of Part Two was to provide a detailed Public Outreach process that was first suggested to the District by the Citizens Advisory Committee (CAC) that was commissioned in the spring of 2014 to look at next steps the District should take after a failed mil levy issue. In addition to the Public Outreach process the CAC also recommended that the District should look at undertaking a Comprehensive Master Plan, undertake an extensive survey process in order to obtain citizen feedback, and to not seek a mil levy increase at the 2014 general election.

The public outreach component was extremely detailed, including 11 neighborhood or HOA style public meetings, creation of a Steering Committee to help provide some direction to the Master Plan Process, a mail out survey to the local citizens of the District and a digital media component to both inform citizens and to reach younger people who are more tech savvy. Survey experts RRC Associates of Boulder was brought in to help with the survey component. Carbondale based FootSteps Marketing was used to update the District website and to enhance digital communication.

In addition to the Public Outreach component, some traditional aspects of the Master Planning process were included such as a quick analysis of demographic trends within the district and a series of recommendations at the “big picture” level. Some of these recommendations looked at financial related issues such as minimum reserve Fund Balances, whether there should be a sunset or expiration date for any potential tax related elections, etc. Another component of Part Two was an analysis of the current deficit spending practice of the District in the last two years in order to balance the budget. Mark Chain Consulting was tasked with looking at this aspect and seeing how long such a trend could continue and assess any permanent, negative effects. In addition to examining recent deficit spending trends, there is a brief financial analysis examining ways to retain or possibly increase staffing levels and what may be required to maintain minimal or more extensive capital replacement and maintenance spending patterns. The examination of revenues and expenditures in Part Two is much more finite than that

provided by the Almont team, which provided a detailed economic model for use by the District Staff in the coming years.

The appendices for Part 2 are quite extensive. These include meeting notes from all of the public meetings and an extensive presentation of all of the survey results. Copies of the minutes of all Steering Committee meetings are also included so the public can get a glimpse of some of the discussion and debate that occurred around the Master Plan. Finally, there is a small section which compares Carbondale to other nearby Fire Districts in Western Colorado.

A recurring theme throughout the Master Plan has been to continue to communicate with the public on a permanent basis and to make sure this communication is transparent. Hopefully, this Master Plan will be a living document that will continue to find ways to increase the viability and effectiveness of the District in a cost-effective manner.

This self-examination of the District was comprehensive and sometimes quite stressful for all involved. There are many recommendations, especially by Almont that will take a lot of analysis and a lot of time to implement. We are not aware of another Fire District in Western Colorado that has undergone such an extensive Master Plan that examined ways to reach out to citizens, refine its Mission with an effective staff that provides service to such a far-flung area. All special districts that deal with public safety can somehow improve their organization, but the District has been found not to be overstaffed and will probably need to increase its tax revenues in order to continue to provide outstanding service to the citizens of the area.

## **1.0 DEMOGRAPHIC TRENDS**

### **1.1 Population Statistics within the Carbondale Fire District**

As noted throughout the Master Plan Study, the Fire District covers approximately 320 square miles in parts of three counties. The majority of the population resides in Garfield County. Smaller numbers reside in Pitkin and Gunnison Counties portions of the District. The majority of the population lives within the town of Carbondale and in the unincorporated areas of Garfield County. GIS sources indicate that the present population is approximately 14,400.

Carbondale's population was approximately 6,400 in 2010. This represents about 44% of the population within the Fire District. That portion of Garfield County outside of the town of Carbondale but within the Fire District boundary was approximately 6,340 in 2015. It should be noted that there are only two incorporated municipalities within the District. Those municipalities are Carbondale and the Town of Marble. Marble is a very small town and the Colorado Department of Local Affairs estimates the population to be 130 residents in July 2014.

### **1.2 Population Trends**

The Roaring Fork and Crystal River Valleys experienced significant population growth from the early 1970's through 2007. Population growth has slowed since the beginning of the Great Recession. To show this change in trends, the Town of Carbondale only issued 48 building permits from 2011 through 2014. Population growth was somewhat higher in the Garfield County portion of the District through those same years. 72 housing units were constructed in Garfield County during that same time.

We contacted the planning departments in the counties that comprise the District and also examined the Comprehensive Plans for both Carbondale and Garfield County to study projected trends over the next 10 years. Both Garfield County and the Town of Carbondale estimate that growth over the next 10 years will be slower than it has been

through the go-go years of the 1970's through 2007. Garfield County estimates that population growth will maintain a steady 2% growth rate per year through 2025. Carbondale population projections show a 2.5% growth per year through 2025. Growth in the Crystal River Valley sections of the Fire District is projected to be somewhat slower. It is foreseen that only 50 dwelling units will be built in a ten-year period in this area, which includes the Crystal River Valley, the Town of Marble and surrounding vicinity.

The end result is that approximately 3,125 new residents will be residing within the Fire District boundaries at the end of the 10 year Master Plan time horizon. This would result in a 2025 population of 17,525. Attached please find data for growth on a year by year basis for both Carbondale and Garfield County.

### **1.3 Other Trends**

There is still a high demand for residential properties in the lower end of the cost spectrum – which means anything below \$400,000. Rentals are especially in high demand due to a number of factors, including the fact that many properties that were formerly rented out on a long-term basis are now being rented out on the short term as part of the VRBO phenomenon.

The slower growth rate may be attributable to the politics of the land use and development process in the greater Roaring Fork Valley area. The land-use process can be quite tedious and expensive, especially in Carbondale and Pitkin County. Some developers seem to “shop” for a jurisdiction that may be friendlier to their development proposals. In talking with the various planning departments, there are not many large or even moderately sized developments that are coming on-line or are in the development review pipeline. In fact, a development project on RE-1 School District property within the Town of Carbondale had the rights to 190 developable units targeted as “Affordable

Housing”. The School District let the Vested Rights for this development lapse as they thought construction of the project is too expensive.

However, this area continues to be a popular place to live for a number of reasons. Even though development projects may not be coming on-line or have slowed in the development review arena, residents may still be moving into the area and “doubling up” with friends or relatives or living in “bandit” dwelling units. The final thought is that even though the number of new dwelling units coming online may have slowed, residents may still be coming to the area even though it is hard to account for them.

One anomaly to the slow growth is a proposed development known as “Riveredge” opposite the Cattle Creek area in Garfield County. Riveredge has an approved preliminary plan for 307 dwelling units. They have also requested a zoning change to allow 43 acres of commercial development. If this development comes online, growth may again move along at a faster rate than is presently foreseen. Another commercial development that may go against the trend is a 25 acre commercial area generally known as the Crystal River Marketplace along State Highway 133 within the Town of Carbondale. It is still possible that this commercially zoned area will develop with a new grocery store within the next couple of years.

The Town of Carbondale still has many areas that are suitable for smaller infill development and there may be a number of smaller subdivisions and lot splits in the Garfield County portion of the District.

#### **1.4 Final Comments**

An examination of 2010 census data indicates that the population of Carbondale, nearby areas of Garfield County and the Crystal River Valley is getting older over time. This is especially evident in the information provided as part of the Carbondale Comprehensive Plan. We will not go into detail as part of the Fire District Master Plan but it is something

to note. Another trend that appears to be happening, at least in anecdotal terms, is the fact that with the expansions of both Valley View Hospital and Aspen Valley Hospital older residents that previously moved to such areas as Arizona, Grand Junction and even Denver in order to be near a higher level and quality of healthcare are now staying in the area because of the expansion of these hospitals. In other words, not only is the population of the area becoming older, it is also becoming “sicker”. This somewhat unnoticed trend may lead to an increase in EMS calls in future years.

### C&RFPD Growth Projections - Garfield County outside of Carbondale Municipal Boundaries

2015	2016	2017	2018	2019	2020	5 yr change 2015-2020	2021	2022	2023	2024	2025	5 yr. Change (2020-2025)
6,343	6,470	6,599	6,731	6,866	7,003	<b>660</b>	7,143	7,286	7,432	7,580	7,732	<b>729</b>

**Assumptions**

County comp plan and planners estimate 2 % growth per year

### C&RFPD Growth Projections - Town of Carbondale Only

2015	2016	2017	2018	2019	2020	5 yr change 2015-2020	2021	2022	2023	2024	2025	5 yr. Change (2020-2025)
6,561	6,723	6,885	7,047	7,209	7,371	<b>810</b>	7,533	7,695	7,857	8,019	8,181	<b>810</b>

**Assumptions**

From Carbondale Comp Plan - straight line projection to 10,000 residents by 2032. Approximately 2.5% per year (average of 162 residents per year

## **2.0 FUTURE REVENUE AND EXPENDITURE PROJECTIONS**

The purpose of this section is to provide a very brief background on revenues and expenditures and provide some financial scenarios to help guide the Fire District in navigating the short-term financial future (five years included in the Strategic Plan). We are not repeating most of the extensive background and analysis done by Almont Associates. The purpose of this Section is to provide a framework so the District can choose a path for sound financial planning.

We have been asked as part of the Master Plan study to specifically review the current financial situation which includes deficit spending and review a course of action regarding questions for mil levy adjustments or other measures to get the District back on a firm financial footing. As part of this analysis we will look at what happens if the Fire District continues its present spending patterns with no enhanced revenues (mil levy adjustments) over the next five year period. We will also look at some financial scenarios which include various revenue or expenditure increases/decreases and see how this would affect the District Fund Balances. Implications for staffing, spending on capital items and operations will be noted. Almont is separately looking at a number of detailed recommendations related to operations including revenue enhancement for some of the smaller revenue sources which may affect the revenue and/or expenditures of the District's bottom line to some degree. Some examples are items such as alternative methods for ambulance billing and charging for certain services such as plan review and regular inspections for commercial and public buildings. The financial scenarios and projections included here are looking at the big picture and looking for potential future deficiencies and/or revenue enhancements that may need to be addressed by a mil levy adjustment.

### **2.1 Background**

We started with a review of budget data from fiscal year 2004 through 2014. These were all audited statements that were summarized in a comprehensive budget

spreadsheet assembled by District staff. We also looked at estimates for budget year 2015 and projections made by District staff for budget years 2016 through 2021. We went through each line item to understand the budget and operations. We then examined initial projections by Almont Associates to determine how they assumed future escalations or decreases in various revenue and expenditure line items. We then met with District staff and examined their assumptions. Finally, assumptions and projections based on data we received were put into spreadsheets which summarize the expenditure and revenue estimates on a general category level. The data for budget year 2015 is called the base year. Projections were then refined for budget years 2016 through 2020. The assumptions on revenue estimates and expenditure estimates are noted later in this section. For the most part they coincide with estimates made by Almont Associates and Staff. We tried to conform with the general projections by Almont so that the financial sections of the Master Plan by the various consultant teams are very similar. We also aligned our spreadsheet statements so that they were similar with those of Almont so that the casual or seasoned observer would not be confused. This consultant team also took into account Almont's experience with certain assumptions such as EMS/ambulance call volumes and percentage increase over future years as well as the general costs and assumptions for future year costs for significant capital equipment items such as fire engines, pumpers, etc. The local consultant team did use local escalators for increases such as the consumer price index of Denver for general expenditure items.

The most important concept with these financial scenarios is future revenue projections based on gross property valuation. As noted by Almont, the State of Colorado, through each County, revalues real property on a biannual basis. These values are certified at the end of August in odd-numbered years. The various governmental units then set their mill levies and property taxes are set for the next two years. For example, a reevaluation cycle will be completed in August 2015. This sets forth the property tax receipts that will be received for budget years 2016 and 2017. As with many Special Districts in the state,

property taxes are the primary source of revenue for the Carbondale Fire District. The percent of revenues associated with property taxes range between 71% to 80% for the Fire District.

## **2.2 Funds**

The District has four funds. This analysis will look at the General Fund and the Capital Projects fund. The General Fund is the District's primary operating fund. It gets the majority of revenues from property taxes. The Capital Projects Fund, also known as the Capital Fund, is used for the acquisition of capital items such as rolling stock and other major purchases as well as the construction of buildings and other capital facilities. Each of these funds presently has a fund balance. In recent years, until 2014, the general fund has been transferring money to the capital fund which helps maintain its fund balance. For this analysis and the financial projections, the total balance in each of these funds will be totaled together and called a Combined Fund Balance.

The Bond Fund or Debt Service Fund is a separate fund used for the payment of General Obligation Bonds that were approved by the voters in the 2004 election. That election approved up to \$6,750,000 and is paid off by a separate mil levy with an average payment of approximately \$625,000 per year. That debt will be paid off in 2024. The mil levy for the Bond Fund floats and in recent years has varied from a low of 1.319 mils in 2011 to 2.27 mils in 2014.

The Pension Fund is accounted for separately from the General Fund and Capital Fund and is used to pay for benefits for volunteer firefighters who qualify after serving a set number of years and upon reaching a certain age. The revenue that goes to the Pension Fund comes from the General Fund and is relatively minor in scope. In calendar year 2015 this amount was \$63,727. This is shown as a charge against the General Fund.

## 2.3 Assumptions for Financial Scenarios

The important assumptions used in the financial scenarios are as follows:

### Revenue Assumptions

- 25.5% increase in valuation for budget years 2016 – 2017
- 12% increase in valuation for budget years 2018 – 2019
- 2% increase in valuation for budget year 2020
- EMS calls increase 1.2% per year
- Ambulance and other revenues increase by 3.2% per year

### Expenditure Assumptions

- General personnel expenditures increase 2% per year
- Healthcare expenses increase 8% per year
- General operation expenditures increase 2.8% per year
- Small increase in expenditure for medical advisor starting in 2016
- \$43,000 expenditure in capital budget for 2015 is not repeated for next five years unless otherwise noted
- Elimination of one-time expenditures from any models such as expense for Master Plan
- Ensuring that an every other year expenditure for elections is included

## 2.4 Revenue Trends

One of the primary issues that have confronted the Fire District in recent years is the decline in gross property valuation which has led to a significant downward trend in property tax receipts. The gross property valuation has declined 41.6% from 2011 through 2015 from a high of \$473,640,430 to a low of \$276,439,930 in 2014. Below is a chart which shows the valuation, mil levy and revenue summary for the General Fund for the years 2011 through 2015. The net result has been a decline in combined fund balance for the general and capital funds from \$2,888,851 in 2013 to a projected \$1,645,246 at the end of 2015. This has resulted in a net loss of three full-time employees, deferred maintenance and decline in some equipment purchases, and a tight rein on expenses in general.

**VALUATION, MIL LEVY AND REVENUE SUMMARY FOR GENERAL FUND – BUDGET YEARS 2011 - 2015**

Budget Year	Gross Valuation	General Operating Levy	Property Tax Revenue	Total Revenues
2011	\$473,640,430	5.903	\$2,795,899	<b>\$3,263,943</b>
2012	\$341,447,330	8.173	\$2,790,800	<b>\$3,418,917</b>
2013	\$347,166,650	8.136	\$2,824,561	<b>\$3,384,549</b>
2014	\$276,439,930	5.903	\$1,631,825	<b>\$2,048,973</b>
2015	\$275,863,200	5.903	\$1,628,420	<b>\$1,958,123(est.)</b>

**Note: a ballot question in 2011 approved the collection of \$775,236 in additional taxes for each year of the two-year period 2012 – 2013.**

**2.5 Continue Existing Situation into the Future (Scenarios 1 & 2)**

One of the things we have been tasked with is analyzing the present budget situation. Specifically, examine the fact that the Fire District has been utilizing fund balances in the range of \$600,000-\$700,000 per year over the last two years in order to maintain the current Level of Service. This is a non-sustainable budget situation and we were asked to look at the impact of continuing this non-sustainable course in the future.

As noted earlier in the Master Plan, property valuations will be increasing for budget years 2016 and 2017, so this can help soften this continuing trend. We are also assuming that property valuations will increase for budget years 2018 and 2019, and that there will be a small increase for budget year 2020. While the downward trend in fund balances will not be as steep, an analysis shows that fund balances will continue to decline despite no increase in staff and a very tight control of all expenditures.

The following scenario (Scenario 1) shows a continuing decline in fund balances. With no revenue enhancements with the exception of increased property valuation, the

combined fund balance will decline from \$1,692,641 in budget year 2015 to \$479,370 at the end of budget year 2020. Budget years 2018 through 2020 show a Combined Fund Balance of less than \$1 million.

**SCENARIO 1 - STATIC STATE FUND BALANCE ESTIMATES - NO REVENUE ENHANCEMENTS**

Calendar Year Fiscal Year	Base year 2015	Year 1 2016	Year 2 2017	Year 3 2018	Year 4 2019	year 5 2020
<b>ECONOMIC ASSUMPTIONS</b>						
EMS/Ambulance Call Volume	660	668	676	684	692	701
% Increase	1.20%	1.20%	1.20%	1.20%	1.20%	1.20%
Gross Assessed Property Value	275,863,200	346,208,316	346,208,316	387,753,314	387,753,314	395,508,380
% Increase	0%	25.50%	0%	12%	0%	2%
Wage Adjustment		2%	2%	2%	2%	2%
Health Insurance Adjustment		8%	8%	8%	8%	8%
General Expense escalator		2.80%	2.80%	2.80%	2.80%	2.80%
<b>REVENUES</b>						
Mil Levy	5.903	5.903	5.903	5.903	5.903	5.903
Change		0%	0%	0%	0%	0%
Estimated Gen Operating Revenue	1,628,420	2,043,668	2,043,668	2,288,908	2,288,908	2,334,686
Delinquent Taxes	1,000	1,032	1,066	1,100	1,135	1,172
Abated Taxes	9,129	9,423	9,727	10,041	10,365	10,699
Specific Ownership	120,000	123,870	127,865	131,988	136,245	140,639
Ambulance Fees	225,000	232,256	239,747	247,478	255,460	263,698
Other Fees						
Interest & Miscellaneous	38,300	39,535	40,810	42,126	43,485	44,887
Impact Fees	1,000	1,032	1,066	1,100	1,135	1,172
Other Revenue	200	206	213	220	227	234
Total Other Revenue	394,629	407,356	420,493	434,054	448,052	462,502
<b>Total Revenues</b>	<b>2,023,049</b>	<b>2,451,023</b>	<b>2,464,161</b>	<b>2,722,962</b>	<b>2,736,960</b>	<b>2,797,188</b>
<b>EXPENDITURES</b>						
Personnel	1,578,626	1,610,199	1,642,402	1,675,251	1,708,756	1,742,931
Health Insurance	337,795	364,819	394,004	425,524	459,566	496,332
Current Operating	619,765	544,598	566,529	582,392	598,699	615,463
Equipment	43,704					
Lease Purchase Payments	112,036	112,036	112,036	112,036	112,036	112,036
Current Major Capital Items						
Transfer to Pension Fund	63,727	65,511	67,346	69,231	71,170	73,163
Other						
Adjustments		21,500		15,000		15,000
<b>Total Expenditures</b>	<b>2,755,653</b>	<b>2,718,663</b>	<b>2,782,317</b>	<b>2,879,434</b>	<b>2,950,227</b>	<b>3,054,923</b>
<b>Adjustment- not spending emergency res.</b>	<b>(90,000)</b>	<b>-</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Adjusted Total Expenditures</b>	<b>2,665,653</b>	<b>2,718,663</b>	<b>2,782,317</b>	<b>2,879,434</b>	<b>2,950,227</b>	<b>3,054,923</b>
<b>FUND BALANCE SUMMARY</b>						
Ending Combined Fund Balance	1,692,641	1,425,002	1,106,845	950,373	737,106	479,370

We've also included a second scenario which shows the Combined Fund Balance with charging the Alpine Bank loan to the fund balances. At the bottom of the spreadsheet we are including for each budget year the amount of the outstanding principal and interest of that loan. We are calling this charge against the Combined Fund Balance the "restricted amount". Obviously, this scenario will show a smaller unrestricted fund balance than the previous model. In this particular case, the Combined Fund Balance falls below \$1 million starting in budget year 2016 and declines to approximately \$343,000 by the end of budget year 2020.

**SCENARIO 2**  
**STATIC STATE FUND BALANCE ESTIMATES - ALPINE LOAN CHARGED TO FUND BALANCE**

Calendar Year Fiscal Year	Base year 2015	Year 1 2016	Year 2 2017	Year 3 2018	Year 4 2019	year 5 2020
<b>ECONOMIC ASSUMPTIONS</b>						
EMS/Ambulance Call Volume	660	668	676	684	692	701
% Increase	1.20%	1.20%	1.20%	1.20%	1.20%	1.20%
Gross Assessed Property Value	275,863,200	346,208,316	346,208,316	387,753,314	387,753,314	395,508,380
% Increase	0%	25.50%	0%	12%	0%	2%
Wage Adjustment		2%	2%	2%	2%	2%
Health Insurance Adjustment		8%	8%	8%	8%	8%
General Expense escalator		2.80%	2.80%	2.80%	2.80%	2.80%
<b>REVENUES</b>						
Mil Levy	5.903	5.903	5.903	5.903	5.903	5.903
Change		0%	0%	0%	0%	0%
Estimated Gen Operating Revenue	1,628,420	2,043,668	2,043,668	2,288,908	2,288,908	2,334,686
Delinquent Taxes	1,000	1,032	1,066	1,100	1,135	1,172
Abated Taxes	9,129	9,423	9,727	10,041	10,365	10,699
Specific Ownership	120,000	123,870	127,865	131,988	136,245	140,639
Ambulance Fees	225,000	232,256	239,747	247,478	255,460	263,698
Other Fees						
Interest & Miscellaneous	38,300	39,535	40,810	42,126	43,485	44,887
Impact Fees	1,000	1,032	1,066	1,100	1,135	1,172
Other Revenue	200	206	213	220	227	234
Total Other Revenue	394,629	407,356	420,493	434,054	448,052	462,502
<b>Total Revenues</b>	<b>2,023,049</b>	<b>2,451,023</b>	<b>2,464,161</b>	<b>2,722,962</b>	<b>2,736,960</b>	<b>2,797,188</b>
<b>EXPENDITURES</b>						
Personnel	1,578,626	1,610,199	1,642,402	1,675,251	1,708,756	1,742,931
Health Insurance	337,795	364,819	394,004	425,524	459,566	496,332
Current Operating	619,765	544,598	566,529	582,392	598,699	615,463
Equipment	43,704					
Lease Purchase Payments	112,036	112,036	112,036	112,036	112,036	112,036
Current Major Capital Items						
Transfer to Pension Fund	63,727	65,511	67,346	69,231	71,170	73,163
Other						
Adjustments		21,500		15000		15000
<b>Total Expenditures</b>	<b>2,755,653</b>	<b>2,718,663</b>	<b>2,782,317</b>	<b>2,879,434</b>	<b>2,950,227</b>	<b>3,054,923</b>
<b>Adjustment- not spending emergency res.</b>	<b>(90,000)</b>	<b>-</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Adjusted Total Expenditures</b>	<b>2,665,653</b>	<b>2,718,663</b>	<b>2,782,317</b>	<b>2,879,434</b>	<b>2,950,227</b>	<b>3,054,923</b>
<b>FUND BALANCE SUMMARY</b>						
<b>Ending Combined Fund Balance</b>	<b>1,692,641</b>	<b>1,425,002</b>	<b>1,106,845</b>	<b>950,373</b>	<b>737,106</b>	<b>479,370</b>
Restricted Amount	646,241	544,203	442,165	340,127	238,089	136,051
<b>Unrestricted Combined Fund Balance</b>	<b>1,046,400</b>	<b>880,799</b>	<b>664,680</b>	<b>610,246</b>	<b>499,017</b>	<b>343,319</b>

Discussion/Implications: Following this path of deficit spending is not viable in the long term for the District. The Chief has indicated that in order to reduce the deficit spending he would suggest to the Board that two more staff positions be eliminated for budget year 2016. While this may help stem the flow somewhat of reduced fund balances, it reduces the capability of the District to fulfill its Mission. Whether the staffs eliminated were administrative, shift workers, training, etc. it is not good for the direction of the District and could affect morale in a negative manner.

Perhaps more compelling is a revenue and expenditure summary from 2015 through 2020 which shows total revenues for each year versus total expenditures. The expenditures continue to outpace the revenues each and every year despite the projected increase in assessed values. The largest single year deficit is in budget year 2015 to the amount of \$642,604. The lowest yearly projected deficit is \$156,472 in budget year 2018. This is clearly an unsustainable situation and needs to be addressed quickly. One must remember that these scenarios show no added staff and minimal expenditures for equipment, maintenance etc. Almont notes this in their executive summary as well as in various sections of their technical report for the Master Plan. At the bottom of this spreadsheet are calculations which show how much additional revenue various mil levy increases could bring into the District on a year-by-year basis.

## Revenue & Expenditure Summary

Fiscal Year	Base Year 2015	Year 1 2016	Year 2 2017	Year 3 2018	Year 4 2019	Year 5 2020
Gross Ass Property Value	275,863,200	346,208,316	346,208,316	387,753,314	387,753,314	395,508,380
% increase		25.50%	0%	12%	0%	2%
Base Mil Levy	5.903	5.903	5.903	5.903	5.903	5.903
Estimated Gen Operating Rev	1,628,420	2,043,668	2,043,668	2,288,908	2,288,908	2,334,686
Other Revenue	394,629	407,356	420,493	434,054	448,052	462,502
<b>Total Revenue</b>	<b>2,023,049</b>	<b>2,451,024</b>	<b>2,464,161</b>	<b>2,722,962</b>	<b>2,736,960</b>	<b>2,797,188</b>
<b>Adjusted Total Expenditures</b>	<b>2,665,653</b>	<b>2,718,653</b>	<b>2,782,317</b>	<b>2,879,434</b>	<b>2,950,227</b>	<b>3,054,923</b>
Difference	(642,604)	(267,629)	(318,156)	(156,472)	(213,267)	(257,735)
<b>Additional Mil Levy</b>						
1.50		519,312	519,312	581,630	581,630	593,263
1.75		605,865	605,865	678,568	678,568	692,140
2.00		692,417	692,417	775,507	775,507	791,017
2.50		865,521	865,521	969,383	969,383	988,771
3.00		1,038,625	1,038,625	1,163,260	1,163,260	1,186,525

## **2.6 Budget Recovery Options (Scenario 3 & 4)**

The next two scenarios are based on conservative budget expenditures and investigating whether a small revenue enhancement is appropriate. Scenario 3 starts with the same assumptions about revenues and estimates that were noted in the above “static state models”. In addition to minimal expenditures noted in the previous assumptions, we have added \$200,000 per year for purchase of necessary equipment and to increase general maintenance. We have also included \$100,000 per year to be out allocated to personnel and salaries. This includes one additional FTE for the five-year period, assuming that \$75,000 will fund this position. An additional \$25,000 per year is allocated for salary enhancements or perhaps other merit related pay.

This model shows that this additional \$300,000 per year could be funded and reserves accumulated at a rate where the unrestricted Combined Fund Balance reaches \$2.1 million in budget year 2020. It would take 1.75 mils in an additional mil levy in order to achieve this increased spending and produce the aforementioned fund balance.

**Scenario 3: Extra Spending: \$300 K (equipment & Staff)**

Calendar Year Fiscal Year	Base year 2015	Year 1 2016	Year 2 2017	Year 3 2018	Year 4 2019	year 5 2020
<b>ECONOMIC ASSUMPTIONS</b>						
EMS/Ambulance Call Volume	660	668	676	684	692	701
% Increase	1.20%	1.20%	1.20%	1.20%	1.20%	1.20%
Gross Assessed Property Value	275,863,200	346,208,316	346,208,316	387,753,314	387,753,314	395,508,380
% Increase	0%	25.50%	0%	12%	0%	2%
Wage Adjustment		2%	2%	2%	2%	2%
Health Insurance Adjustment		8%	8%	8%	8%	8%
General Expense escalator		2.80%	2.80%	2.80%	2.80%	2.80%
<b>REVENUES</b>						
Mil Levy	5.903	7.653	7.653	7.653	7.653	7.653
Change		0%	0%	0%	0%	0%
Estimated Gen Operating Revenue	1,628,420	2,649,532	2,649,532	2,967,476	2,967,476	3,026,826
Delinquent Taxes	1,000	1,032	1,066	1,100	1,135	1,172
Abated Taxes	9,129	9,423	9,727	10,041	10,365	10,699
Specific Ownership	120,000	123,870	127,865	131,988	136,245	140,639
Ambulance Fees	225,000	232,256	239,747	247,478	255,460	263,698
Other Fees						
Interest & Miscellaneous	38,300	39,535	40,810	42,126	43,485	44,887
Impact Fees	1,000	1,032	1,066	1,100	1,135	1,172
Other Revenue	200	206	213	220	227	234
Total Other Revenue	394,629	407,356	420,493	434,054	448,052	462,502
<b>Total Revenues</b>	<b>2,023,049</b>	<b>3,056,888</b>	<b>3,070,025</b>	<b>3,401,530</b>	<b>3,415,528</b>	<b>3,489,327</b>
<b>EXPENDITURES</b>						
Personnel	1,578,626	1,610,199	1,642,402	1,675,251	1,708,756	1,742,931
Health Insurance	337,795	364,819	394,004	425,524	459,566	496,332
Current Operating	619,765	544,598	566,529	582,392	598,699	615,463
Equipment	43,704					
Lease Purchase Payments	112,036	112,036	112,036	112,036	112,036	112,036
Current Major Capital Items						
Transfer to Pension Fund	63,727	65,511	67,346	69,231	71,170	73,163
Other						
Adjustments		21,500		15,000		15,000
<b>Total Expenditures</b>	<b>2,755,653</b>	<b>2,718,663</b>	<b>2,782,317</b>	<b>2,879,434</b>	<b>2,950,227</b>	<b>3,054,923</b>
<b>Adjustment- not spending emergency res.</b>	<b>(90,000)</b>	<b>-</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Adjusted Total Expenditures</b>	<b>2,665,653</b>	<b>2,718,663</b>	<b>2,782,317</b>	<b>2,879,434</b>	<b>2,950,227</b>	<b>3,054,923</b>
<b>\$500,000 Proposed Increased Spending</b>						
Desired Allocated to Reserves		200,000	200,000	200,000	200,000	200,000
Allocated to Equipment		200,000	200,000	200,000	200,000	200,000
Allocated to Personnel		100,000	100,000	100,000	100,000	100,000
Total Proposed Spending (Not to reserves)		300,000	300,000	300,000	300,000	300,000
<b>FUND BALANCE SUMMARY</b>						
<b>Ending Combined Fund Balance</b>	<b>1,692,641</b>	<b>1,730,867</b>	<b>1,718,574</b>	<b>1,940,670</b>	<b>2,105,972</b>	<b>2,240,376</b>
Restricted Amount	646,241	544,203	442,165	340,127	238,089	136,051
<b>Unrestricted Combined Fund Balance</b>	<b>1,046,400</b>	<b>1,186,664</b>	<b>1,276,409</b>	<b>1,600,543</b>	<b>1,867,883</b>	<b>2,104,325</b>

Discussion/Implications: This scenario does not have some of the negative implications as seen in the first two scenarios. There is some money set aside for purposes of maintenance and equipment purchases. Some money can be allocated to moderately priced vehicles. However, a full scale vehicle replacement program will not be able to be implemented. Staffing is not reduced, and in fact staffing level increases by one FTE. There is also a small pool of money set aside for some kind of salary adjustments, etc. However, staffing levels are still short of the three FTEs that were eliminated in recent years.

Scenario 4 is similar to the previous one. Once again \$200,000 is allocated for maintenance/equipment items. The change in this scenario is that three FTEs are added as opposed to one FTE. The first FTE is proposed to be hired in budget year 2016 and two in 2017. The estimated cost for additional personnel is \$75,000 per person including benefits. A 2% salary and benefit escalator is included in this estimate.

In order to fund this budget option, a 2.0 mil levy is proposed starting for budget year 2016. This additional revenue supports the spending on equipment/maintenance as well as the additional personnel. Importantly, budget reserves also increase in this option and result in an unrestricted combined fund balance of \$1.9 million by the end of budget year 2020.

**SCENARIO 4: ADDITIONAL SPENDING FOR EQUIPMENT & STAFF - 2.0 MIL INCREASE**

Calendar Year Fiscal Year	Base year 2015	Year 1 2016	Year 2 2017	Year 3 2018	Year 4 2019	year 5 2020
<b>ECONOMIC ASSUMPTIONS</b>						
EMS/Ambulance Call Volume	660	668	676	684	692	701
% Increase	1.20%	1.20%	1.20%	1.20%	1.20%	1.20%
Gross Assessed Property Value	275,863,200	346,208,316	346,208,316	387,753,314	387,753,314	395,508,380
% Increase	0%	25.50%	0%	12%	0%	2%
Wage Adjustment		2%	2%	2%	2%	2%
Health Insurance Adjustment		8%	8%	8%	8%	8%
General Expense escalator		2.80%	2.80%	2.80%	2.80%	2.80%
<b>REVENUES</b>						
Mil Levy	5.903	7.903	7.903	7.903	7.903	7.903
Change		0%	0%	0%	0%	0%
Estimated Gen Operating Revenue	1,628,420	2,736,084	2,736,084	3,064,414	3,064,414	3,125,703
Delinquent Taxes	1,000	1,032	1,066	1,100	1,135	1,172
Abated Taxes	9,129	9,423	9,727	10,041	10,365	10,699
Specific Ownership	120,000	123,870	127,865	131,988	136,245	140,639
Ambulance Fees	225,000	232,256	239,747	247,478	255,460	263,698
Other Fees						
Interest & Miscellaneous	38,300	39,535	40,810	42,126	43,485	44,887
Impact Fees	1,000	1,032	1,066	1,100	1,135	1,172
Other Revenue	200	206	213	220	227	234
Total Other Revenue	394,629	407,356	420,493	434,054	448,052	462,502
<b>Total Revenues</b>	<b>2,023,049</b>	<b>3,143,440</b>	<b>3,156,577</b>	<b>3,498,468</b>	<b>3,512,467</b>	<b>3,588,205</b>
<b>EXPENDITURES</b>						
Personnel	1,578,626	1,610,199	1,642,402	1,675,251	1,708,756	1,742,931
Health Insurance	337,795	364,819	394,004	425,524	459,566	496,332
Current Operating	619,765	544,598	566,529	582,392	598,699	615,463
Equipment	43,704					
Lease Purchase Payments	112,036	112,036	112,036	112,036	112,036	112,036
Current Major Capital Items						
Transfer to Pension Fund	63,727	65,511	67,346	69,231	71,170	73,163
Other						
Adjustments		21,500		15,000		15,000
<b>Total Expenditures</b>	<b>2,755,653</b>	<b>2,718,663</b>	<b>2,782,317</b>	<b>2,879,434</b>	<b>2,950,227</b>	<b>3,054,923</b>
Adjustment- not spending emergency res.	(90,000)	-	0	0	0	0
<b>Adjusted Total Expenditures</b>	<b>2,665,653</b>	<b>2,718,663</b>	<b>2,782,317</b>	<b>2,879,434</b>	<b>2,950,227</b>	<b>3,054,923</b>
<b>\$500,000 Proposed Increased Spending</b>						
Desired Allocated to Reserves		200,000	200,000	200,000	200,000	200,000
Allocated to Equipment		200,000	200,000	200,000	200,000	200,000
Allocated to Personnel		101,500	259,090	263,772	268,547	273,418
Total Proposed Spending (Not to reserves)		301,500	459,090	463,772	468,547	473,418
<b>FUND BALANCE SUMMARY</b>						
<b>Ending Combined Fund Balance</b>	<b>1,692,641</b>	<b>1,815,919</b>	<b>1,731,089</b>	<b>1,886,351</b>	<b>1,980,043</b>	<b>2,039,906</b>
Restricted Amount	646,241	544,203	442,165	340,127	238,089	136,051
<b>Unrestricted Combined Fund Balance</b>	<b>1,046,400</b>	<b>1,271,716</b>	<b>1,288,924</b>	<b>1,546,224</b>	<b>1,741,954</b>	<b>1,903,855</b>

Discussion/Implications: Department staffing reaches previous level of 21 FTE. Once again, spending for equipment and maintenance is still limited. The \$200,000 per year also prevents a full vehicle replacement program.

## **2.7 Increases in Staff and Capital Outlay (Scenario 5 & 6)**

Almont has put together extensive options for capital vehicle replacement and staffing as part of their financial models. During the last couple of years, staffing levels at the Fire District have been reduced by a total of three FTE. In this section we will look at a couple of possible scenarios whereby the District may be able to start comprehensively replacing its vehicle fleet as well and add some full time staff.

The cost items for replacement of individual vehicle types are taken from the Almont model. Almont started with a proposed vehicle replacement schedule proposed by District staff. Those particular numbers are not being repeated in the spreadsheet of these two scenarios. One change we did make from Almont's assumptions was to increase the cost associated with any FTE. We have used \$75,000 as a starting point in budget year 2015 and have included yearly escalations as suggested by Almont.

The next scenario can be considered a "full complement" request in terms of staffing and vehicle replacement. **We are not specifically proposing this but are using it as the high-end financial scenario. This scenario at this point in time is for discussion purposes only.** The scenario proposes a full staffing plan with two FTEs added each year between budget year 2016 and 2020. A full complement of vehicles is also shown as being replaced. That list includes:

- three ambulances
- two brush trucks
- one tanker
- six utility vehicles
- one engine

As part of the scenario we have also added \$100,000 to be spent each year for equipment that is outdated and/or needs to be replaced or for increased maintenance. As noted earlier, expenditures for these items have been slashed extensively in recent years. Also included with this scenario is a 3.5 mil increase starting in budget year 2017 through 2020. This scenario shows an extensive increase in expenditures over the five-year period and also an extensive increase in revenues. The end product is that this full staffing proposal and full vehicle equipment program, when used with a 3.5 mil levy increase for four years ends up with a Combined Fund Balance of \$1.259 million. In order to fund this proposal and get close to a \$2 million fund balance it would take approximately a 4.0 mil levy increase.

**SCENARIO 5 - FULL VEHICLE & STAFF WITH 3.5 MIL INCREASE**

Calendar Year Fiscal Year	Base year 2015	Year 1 2016	Year 2 2017	Year 3 2018	Year 4 2019	year 5 2020
<b>ECONOMIC ASSUMPTIONS</b>						
EMS/Ambulance Call Volume	660	668	676	684	692	701
% Increase	1.20%	1.20%	1.20%	1.20%	1.20%	1.20%
Gross Assessed Property Value	275,863,200	346,208,316	346,208,316	387,753,314	387,753,314	395,508,380
% Increase	0%	25.50%	0%	12%	0%	2%
Wage Adjustment		2%	2%	2%	2%	2%
Health Insurance Adjustment		8%	8%	8%	8%	8%
General Expense escalator		2.80%	2.80%	2.80%	2.80%	2.80%
<b>REVENUES</b>						
Mil Levy	5.903	5.903	9.403	9.403	9.403	9.403
Change		0%	0%	0%	0%	0%
Estimated Gen Operating Revenue	1,628,420	2,043,668	3,255,397	3,646,044	3,646,044	3,718,965
Delinquent Taxes	1,000	1,032	1,066	1,100	1,135	1,172
Abated Taxes	9,129	9,423	9,727	10,041	10,365	10,699
Specific Ownership	120,000	123,870	127,865	131,988	136,245	140,639
Ambulance Fees	225,000	232,256	239,747	247,478	255,460	263,698
Other Fees						
Interest & Miscellaneous	38,300	39,535	40,810	42,126	43,485	44,887
Impact Fees	1,000	1,032	1,066	1,100	1,135	1,172
Other Revenue	200	206	213	220	227	234
Total Other Revenue	394,629	407,356	420,493	434,054	448,052	462,502
<b>Total Revenues</b>	<b>2,023,049</b>	<b>2,451,023</b>	<b>3,675,890</b>	<b>4,080,098</b>	<b>4,094,097</b>	<b>4,181,467</b>
<b>EXPENDITURES</b>						
Personnel	1,578,626	1,610,199	1,642,402	1,675,251	1,708,756	1,742,931
Health Insurance	337,795	364,819	394,004	425,524	459,566	496,332
Current Operating	619,765	544,598	566,529	582,392	598,699	615,463
Equipment	43,704	100,000	100,000	100,000	100,000	100,000
Lease Purchase Payments	112,036	112,036	112,036	112,036	112,036	112,036
Current Major Capital Items						
Transfer to Pension Fund	63,727	65,511	67,346	69,231	71,170	73,163
Other Adjustments		21,500		15,000		15,000
FTE Added		153,000	312,120	477,544	649,459	828,061
Engine						393,593
Ambulance		168,300			178,601	182,173
Brush			98,838		102,831	
Tanker						231,857
Utility			83,232	127,345	43,297	
Total Added		321,300	494,190	604,889	974,189	1,635,684
Other						
<b>Total Expenditures</b>	<b>2,755,653</b>	<b>3,139,963</b>	<b>3,376,507</b>	<b>3,584,323</b>	<b>4,024,416</b>	<b>4,790,607</b>
Adjustment- not spending emergency res.	(90,000)	-	0	0	0	0
<b>Adjusted Total Expenditures</b>	<b>2,665,653</b>	<b>3,139,963</b>	<b>3,376,507</b>	<b>3,584,323</b>	<b>4,024,416</b>	<b>4,790,607</b>
<b>FUND BALANCE SUMMARY</b>						
Ending Combined Fund Balance	1,692,641	1,003,702	1,303,084	1,798,860	1,868,541	1,259,401

As noted, many would see this top-end scenario primarily for comparison purposes. We next will include a more modest scenario (Scenario 6). Once again, this includes the eventual purchase of the full complement of vehicles that have been listed. It also retains the addition of placing back into the budget \$100,000 for the purchase of various pieces of equipment and items that have been restricted the last few years or for increased level of maintenance. Staffing has been handled differently. Two FTEs were added in budget year 2016 and one in 2017.

The net result is that the full vehicle replacement program for the full life of the Strategic Plan as well as the addition of three FTEs can be funded with a 2.5 mil increase. Utilizing a 2.5 mil increase starting in budget year 2017 yields an ending Combined Fund Balance of \$1,044,500.

**SCENARIO 6 - FULL VEHICLE- 3 STAFF - 2.5 MIL INCREASE**

Calendar Year Fiscal Year	Base year 2015	Year 1 2016	Year 2 2017	Year 3 2018	Year 4 2019	year 5 2020
<b>ECONOMIC ASSUMPTIONS</b>						
EMS/Ambulance Call Volume	660	668	676	684	692	701
% Increase	1.20%	1.20%	1.20%	1.20%	1.20%	1.20%
Gross Assessed Property Value	275,863,200	346,208,316	346,208,316	387,753,314	387,753,314	395,508,380
% Increase	0%	25.50%	0%	12%	0%	2%
Wage Adjustment		2%	2%	2%	2%	2%
Health Insurance Adjustment		8%	8%	8%	8%	8%
General Expense escalator		2.80%	2.80%	2.80%	2.80%	2.80%
<b>REVENUES</b>						
Mil Levy	5.903	5.903	8.403	8.403	8.403	8.403
Change		0%	0%	0%	0%	0%
Estimated Gen Operating Revenue	1,628,420	2,043,668	2,909,188	3,258,291	3,258,291	3,323,457
Delinquent Taxes	1,000	1,032	1,066	1,100	1,135	1,172
Abated Taxes	9,129	9,423	9,727	10,041	10,365	10,699
Specific Ownership	120,000	123,870	127,865	131,988	136,245	140,639
Ambulance Fees	225,000	232,256	239,747	247,478	255,460	263,698
Other Fees						
Interest & Miscellaneous	38,300	39,535	40,810	42,126	43,485	44,887
Impact Fees	1,000	1,032	1,066	1,100	1,135	1,172
Other Revenue	200	206	213	220	227	234
Total Other Revenue	394,629	407,356	420,493	434,054	448,052	462,502
<b>Total Revenues</b>	<b>2,023,049</b>	<b>2,451,023</b>	<b>3,329,681</b>	<b>3,692,345</b>	<b>3,706,343</b>	<b>3,785,959</b>
<b>EXPENDITURES</b>						
Personnel	1,578,626	1,610,199	1,642,402	1,675,251	1,708,756	1,742,931
Health Insurance	337,795	364,819	394,004	425,524	459,566	496,332
Current Operating	619,765	544,598	566,529	582,392	598,699	615,463
Equipment	43,704	100,000	100,000	100,000	100,000	100,000
Lease Purchase Payments	112,036	112,036	112,036	112,036	112,036	112,036
Current Major Capital Items						
Transfer to Pension Fund	63,727	65,511	67,346	69,231	71,170	73,163
Other Adjustments		21,500		15,000		15,000
FTE Added		153,000	234,090	238,772	243,547	248,418
Engine						393,593
Ambulance		168,300			178,601	182,173
Brush			98,838		102,831	
Tanker						231,857
Utility			83,232	127,345	43,297	
Total Utility		321,300	416,160	366,117	568,277	1,056,041
Other						
<b>Total Expenditures</b>	<b>2,755,653</b>	<b>3,139,963</b>	<b>3,298,477</b>	<b>3,345,551</b>	<b>3,618,504</b>	<b>4,210,965</b>
Adjustment- not spending emergency res.	(90,000)	-	0	0	0	0
<b>Adjusted Total Expenditures</b>	<b>2,665,653</b>	<b>3,139,963</b>	<b>3,298,477</b>	<b>3,345,551</b>	<b>3,618,504</b>	<b>4,210,965</b>
<b>FUND BALANCE SUMMARY</b>						
Ending Combined Fund Balance	1,692,641	1,003,702	1,034,906	1,381,700	1,469,540	1,044,533

## **2.8 Recommendation**

We recommend that Scenario 4 be considered as the preferred scenario. This allows for some increased spending on equipment/maintenance and perhaps for some moderately priced vehicles. It also get staffing back to what it was previously. There is a small mil levy increase proposed of 2.0 mils. The mil levy increase is much lower than the proposed 6.0 mils requested by the Fire District in the 2013 election. Spending is curtailed relatively, but still allows for some recovery especially related to maintenance and small equipment purchases such as SCBA's. The 2.0 mil increase is relatively modest and the Fire District would be showing that they respect the comments offered during the Public Outreach part of the Master Plan Process and that were noted as part of the mail out survey conducted by RRC Associates. Any request for a mil levy should include a sunset provision at the end of five years.

## **2.9 Recommendations on Proposed Fund Balance**

Our suggested fund balance for the combined general and capital funds is a minimum of \$2,000,000. We think that having significant fund balances are important. This amount allows the District to respond to a significant fire or other event which it is our understanding could mean as much as a \$1 million outlay from the Fire District. The average projected total revenues on a yearly basis from budget year 2016 through 2020 will average \$2.87 million. This is slightly more than an eight month reserve of total expenditures. Depending on the actual revenues received the direction on expenditures and whether the Fire District goes forward with a mil levy, it would take a number of years for the Fire District to reach this \$2,000,000 goal. The Board of Directors can set a goal to reach this target within a number of given years.

### **3.0 Public Outreach Process**

Public outreach and gathering community input was an important component of the Master Plan process. The Citizen's Advisory Committee that was appointed shortly after the District lost the mil levy election in 2013 recommended a Master Plan process and also recommended a robust community outreach/input piece of that process.

The consultant team of Almont conducted internal and external stakeholder interviews and used a survey instrument to collect responses from District stakeholders, businesses and community groups. For example, career staff and volunteers of the District as well as the Chamber of Commerce Board, departmental directors of the Town of Carbondale, Redstone Community Association and the Mt. Sopris Rotary Club were polled. The results from that effort are in Part I of this Master Plan effort.

Mark Chain Consulting, LLC was tasked with structuring and facilitating the majority of the outreach process. To ensure that a comprehensive conversation with the citizens of the District was accomplished, public outreach was organized on several levels over the course of five months. Eleven Neighborhood Meetings, including a meeting with the District's Volunteers, were conducted in the neighborhoods and communities throughout the District. Rosall, Remmen and Cares, (RRC) a nationally recognized Colorado market research and data firm specializing in analysis for local governments and public agencies developed and administered a survey instrument that was used to obtain information on local opinions concerning the District and its operations. The Board of Director's also appointed a Steering Committee comprised of citizens of the Fire District and two District Board members. The Steering Committee was asked to support the consultants' efforts and serve as their ears to the ground as the Plan process progressed. In addition, specific individuals that were involved in past Fire District issues but were unable to attend the Neighborhood Meetings were individually interviewed. Their responses have been catalogued with the rest of the comments from the Neighborhood Meetings.

To round out the public outreach process, FootSteps Marketing and Rainy Day Designs were part of the team to support outreach efforts with website upgrades, develop new social media platforms, and create cohesive marketing material.

### **3.1 Neighborhood Meetings**

The Neighborhood Meetings were designed as an outreach effort to inform the community about the Fire District: who is the Fire district; services and level of services provided; how many stations; how a combined district functions; what are the revenues and expenditures; what the challenges are; and what is the Master Plan process. More importantly, the meetings were also intended to provide a forum for discussion, for attendees to ask questions, to offer a critique, and present ideas. Given the recent divisive community rhetoric aimed at the District, it was essential that open and honest public comments were gathered during this process. The District realized they had a great opportunity to use this Master Plan process to best understand what their constituents were thinking.

It can be difficult to critique people that could show up at your doorstep and save your home or your life; therefore the District intentionally limited the number of District representatives that attended the Neighborhood and Steering Committee meetings. Most meetings were attended by only one or two Board members and a staff member. This level of attendance was necessary to ensure that questions were answered accurately and it was important for the Board to “hear” their constituents. However, the number of general public attendees typically outnumbered staff and Board members. Attendees were rarely confronted or “educated” by District staff, Volunteers, or Board members. (Similarly, the RRC survey gathered data anonymously and comments from the individual interview are anonymous.)

This strategy offered the greatest opportunity for any attendee to gush with praise or rage against the District. The results are balanced in measure, primarily positive, and

criticism, when offered, was well meaning and expressed from a perspective of concern for this essential public facility. No one cried “off with their heads” but as with any organization that is run by tax payer dollars there were some harsh opinions that the Board and Staff would be well advised to considered. Roughly 86 community members attended these meetings. Below are the common themes from the meetings and a sample of various comments:

1. A common theme was the service provided was professional and high quality:
  - Great job/Great Service/Hell of a Job
  - Hold onto the Crew
  - Commendable Effort
  - Current LOS is Good
  - “It is not the fire truck that will save your house; it is the people that will save your house.”
2. When meeting in the rural areas of the District residents were supportive of the ancillary stations that support the service to the area but requested more help with fire mitigation measures on private and public land.
  - The roving fire suppression teams (IA) during high wildfire season are highly supported and citizens want this to be part of the budget.
  - Collaborate with private property owners and HOAs to support fire suppression, provide information and expertise to implement mitigation efforts.
  - Are both the District and USFA prepared to deal with a forest fire up the Crystal? Are they coordinated? Does the District have the experience when there is a big fire?
  - Explore 24/7 personnel living in outlying stations to improve response times.
  - “I would rather see my taxes go up than rely on someone to make a grant for the IA teams.”
3. Much discussion occurred on the differences of training for medical services and the costs. Maintenance of a quality ambulance and paramedic service and paramedic training was supported by the majority of attendees. However there were some questions whether paramedic level of service was necessary on every medical service call.

- Concern with losing EMT-I level of trainees.
  - Longer response time for EMS service should be expected by virtue of living in rural area.
  - Paramedics are important in my senior living community.
  - “If I’m having a heart attack in my front yard and my house is on fire I want you to save me so I can live in my home that is rebuilt with insurance money.”
4. The Fire District needs to greatly improve their public information and public outreach efforts. How will the District blow their horn?
- Tell the public what the District needs, what services the District provides, and how much it costs.
  - What does the community need to know from the District? What does the community want?
  - The website should include more user friendly budget information and Board activity.
  - Need a District message or goal that is clear and precise.
  - Because reserves have been dipped into to preserve the status quo, (same level of service) people do not understand how bad it is.
  - Put this out to the public: “We are looking out for you. We think of the things that you would not think about because that’s what we do.”
5. Past spending decisions and whether the District has been frugal with taxpayers’ money was a concern expressed at most Neighborhood Meetings.
- When budget becomes tight you will need to provide more information so people’s perception is one of frugality vs. profligate spending.
  - New building and truck in window equals a Cadillac
  - Ladder truck
  - It’s hard to understand your finances.
  - The Board does not appear to be fiscally prudent
6. Frustration was expressed toward the Board and their decision making:
- Lack of transparency to the public
  - Does not have an articulated vision for the provision of services
  - There is an attitude that the Board thinks citizens are uneducated and will vote for anything
7. There was criticism of administrative staff which included:

- The number of high level and high paid staff positions
  - Lack of post call write up and/or staying on a call
  - Perception of “boys and their toys”
  - Under utilization of the creativity and passion of the volunteers to move the District forward i.e. school fire safety talks, getting out the vote.
8. An equipment replacement plan or strategy was a discussion point in most meetings.
- Information on a plan or strategy for expenditures for equipment/vehicle replacement will be helpful.
  - Is the District underfunded? Do you have adequate equipment to meet the demand?
  - With capital expenditures down for so long will the District have to take a big hit to catch up?
  - What are the costs to replace equipment and to bring the equipment back up after deferred maintenance?
9. Ideas were offered to improve revenue, services, and public outreach:
- Discuss with Pitkin County fire suppression funds for “open space” land within the District.
  - Explore oil/gas severance fees.
  - Sponsor a paramedic.
  - Charge for other services such as plan development review, smoke detector calls, etc.
  - Industries may pay for Fire District to train their personnel for emergency events vs. specific industry training their own personnel.
  - IA teams should be more strategic when going out in the field. If there is no wind or dry lightening constant vigilance may be overkill.
  - Board positions should be volunteer positions.
  - If there is another vote put volunteer photos on yard signs and send flyers home with kids to take home from school.
  - Use public radio/PSA and County alert systems for information particularly on no burn days or wildfire alerts.
  - Put signs on bridges into Redstone.
  - Put the emergency responses map on the web site, list runs and what type.
  - Develop an application that folks download to check current activity.

- Post calls and indicate whether it was an emergency medical or fire call and note how many paid vs. volunteers were on a call, whether the ladder truck was used, etc.
- Report the Board meeting minutes in the newspaper.

Please go to Appendix A for a copy of the typical PowerPoint presentation that was used during the Neighborhood Meetings and Appendix B for all the meeting notes.

### **3.2 RRC Survey**

RRC developed a survey that was mailed to a random sampling of over 3,000 registered voters in the geographic areas of the three counties that comprise the Carbondale & Rural Fire District. Recipients could respond via the mail or provide their comments on-line. In addition an “open” version of the mailed survey was made available on-line to gather the opinions of citizens that may have not received the mailed survey.

Although the Neighborhood Meetings were sometimes not well attended we believe that using the mailed survey and on-line survey was an additional tool to capture community feedback. Of the 3,277 surveys that were mailed, 547 were returned which represents an overall response rate of approximately 17%.

For the on-line surveys 72 were completed and another 36 were partially completed. These surveys were tabulated and analyzed separately from the responses to the random mailing for statistical analysis purposes.

The questionnaire that was developed for the District was customized to address input from a variety of local sources with multiple volunteers and District staff offering wording changes and suggestions. The survey was also constructed with input from Almont staff in order to permit comparison with other surveys that the organization had conducted in other regions. The questionnaire was designed to permit extensive “open ended” comments. This was an attempt to insure that local conditions and ideas were reflected in survey responses. Over 50 pages of comments were received from survey respondents. They include both negative and positive comments; however, positive/neutral comments outnumber negatives by a ratio of approximately three to

one. The comments also include numerous suggestions and observations. They represent additional input and findings that should be considered as the District plans for the future.

Presentation graphics were prepared by RRC and presented to the Steering Committee as a means to inform the Committee of the survey results. The presentation is included in the Appendix C. An overview of the key findings is as follows:

1. Satisfaction with CRFPD services is generally high, and a strong majority believes the Fire District is doing a “good job.” The survey also indicates a substantial segment of respondents have no opinion – indicative of lack of familiarity with the department and services. The survey results also show there is room for improvement, particularly financially, as identified in the ratings, issues rankings, and open-ended comments:
  - Property taxes
  - Value of services
  - CRFPD’s financial responsibility
2. Few residents have needed to use 9-1-1 services over the past five years, but those who have rated it very highly.
3. The single most important service to respondents is a quick response to a fire or medical emergency.
4. Longer response times (12-15 minutes) are less acceptable within Carbondale, but more acceptable in the areas surrounding Carbondale.
5. In addition to budget and property tax issues, the top challenges that CRFPD will face in coming years as perceived by respondents include wild land/brush fires and population growth.

Below are two word clouds that present another perspective of the information from the mailed survey.

## Open-Ended Comments – Excluding Identified Negatives

A final question asked respondents, 'Do you have any additional comments concerning any aspects of emergency services in the CRFPD?'. A variety of rich and insightful open-ended comments was received. Below is a summary illustration analysis of the responses to this question, excluding comments that were identified as negative. Many comments mentioned service/services (29% of comments) or thanked CRFPD (24%).

Open-Ended Comments Excluding Identified Negatives - Word Cloud and Word Counts



*"I think the district does a great job with what they have. The Carbondale Fire members deserve the FULL support of the citizens of the district."*

36

## Open-Ended Comments – Identified Negatives

A final question asked respondents, 'Do you have any additional comments concerning any aspects of emergency services in the CRFPD?'. A variety of rich and insightful open-ended comments was received. Negative comments were coded and grouped and below is a summary illustration analysis of the identified negative responses to this question. Many comments mentioned an additional need (40% of negative comments), taxes (33%), or the board (25%).

Open-Ended Comments Identified as Negative - Word Cloud and Word Counts



*"I believe the fire department needs more PR and more media coverage of what it does in order for people to evaluate and appreciate it."*

37

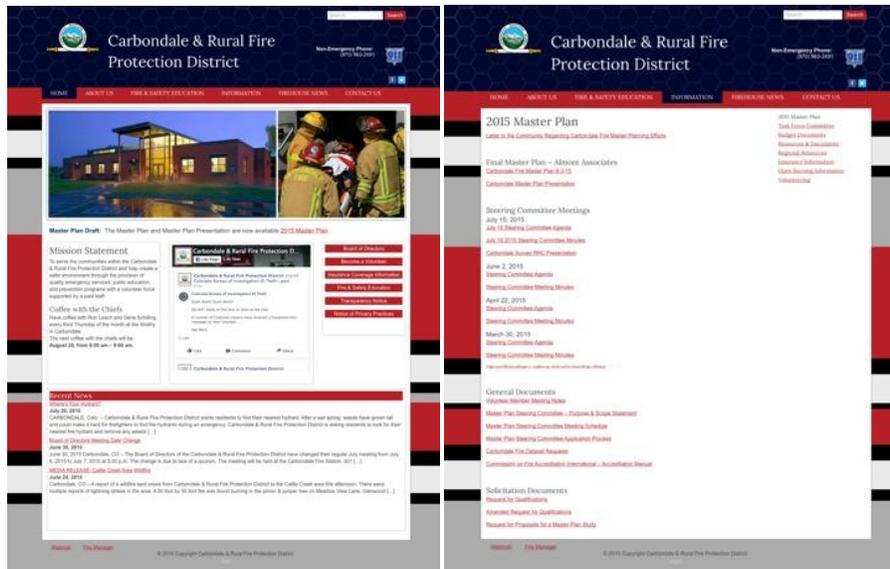
### 3.3 Footsteps Marketing

FootSteps Marketing and CRFPD entered into an agreement with Mark Chain Consulting for the following:

## CRFPD Website (Improve image/information for community)

- Contemporary Professional site design, navigation and layout, home page dynamic slide show
- Include Latest News and Events Posts for Home Page
- Include Facebook insert onto Home Page
- Create integration for posting information to Facebook, Shared by Email, other social media
- Easy to add/edit content, images, meeting notes, forms
- Complete Best Practices Search Engine Marketing Setup, Keyword setup, Google Plus
- Training and access to professional Content Management System for content addition/editing
- Complete Analytics and Web tracking systems, including goals setup and management

**FootSteps Marketing completed all of the website project and Facebook setup on time and on budget. Below are screen shots for your review:**



## Ongoing Monthly Marketing and Communication Services:

FootSteps also contracted to provide the following services. We reviewed the scope of these services with representatives from the Fire Department to ensure we are in agreement. It was determined that Email Communications were a necessary part of this program. They are included in our service programs. FootSteps initiated these programs in July and will continue through November per the agreement.

### **Ongoing Monthly Marketing Services:**

This program is goal and results driven. Our success will be determined by the direct engagement we achieve with our community. FootSteps proposes to be a complete outsourced marketing partner for CRFPD. For the first six months we recommend a very aggressive level of involvement. As we implement programs we can train CRFPD team members in each area to reduce monthly commitment or move efforts into other marketing programs. This is an aggressive program and can be scaled up or down depending upon our goals and budget.

### **Monthly Website and Communication Services**

Web Content Additions, Editing, Management

- New Features, Functionality
- Member Market Place Management
- Build Member Engagement and Activity
- Client Meeting, Strategic Planning and Management
- Strategic Planning for Member Services Marketing

Social Media Marketing Monthly Services

- Facebook posts, site Management
- Integrate Twitter, Instagram Social Media into program, as required
- Manage Facebook Marketing/Audience Building Campaign

Email Communication Monthly Services

- Creating Newsletter content, layout, design, sending
- Design and Content Consulting, Creation
- Implement Marketing and Communication Schedule
- Oversee execution of marketing schedule, 4 communications/month

### **3.4 Steering Committee**

The Steering Committee met seven times of the course of six months. The Steering Committee worked hard debating the strengths and weaknesses of the District, this process and the draft components of the Plan. Each of the consultants made a presentation to the Steering Committee. The minutes from each Steering Committee meeting is attached in the Appendix D.

The Steering Committee made the following recommendation(s) to the Board of Directors regarding acceptance of the Master Plan:

**Insert the SC's recommendation(s) or comments to the Board here.**

## **4.0 RECOMMENDATIONS FOR FIRE DISTRICT MASTER PLAN**

### **4.1 Review Revenues and Mil Levy Status on a Biannual Basis**

Discussion – The 2015 Master Plan study is focused on a five-year Strategic Plan. This plan is estimating revenues and expenses from 2015 through 2020 to see if the current budget program can be extended into the future and/or if revenue enhancements or spending adjustments need to be made.

One of the key elements in the financial review has been estimating revenues for the Fire District. Colorado Counties reassess their property values every other year. This review culminates in updated values being sent to property owners in the month of May of odd numbered years (May 2015, May 2017, etc.). This reassessment and revaluation often results in gross property valuation increases or decreases. For example, with the recent recession gross valuation for the Fire District declined 41.6%. Conversely, it appears that gross assessed value may increase 25% for budget year 2016. Because of these wide swings in revenues, the Board of Directors should carefully review revenues on two-year cycles and see how the revenue projections coincide with proposed recurring expenditures as well as planned expenditures for capital spending and staffing levels.

It is also recommended that with this review the Board of Directors compose a **“Message to Citizens”** where they evaluate the revenues and expected expenditures, make adjustments as necessary, and articulate this position. For example, if proposed revenues are expected to decline and the economy is unsettled, the Board of Directors may decide it is prudent to trim expenditures for capital items that were previously planned. This decision should be articulated and sent out to the citizens of the District. Conversely, if proposed revenues are expected to increase much quicker than expected and if the proposed reserves are properly funded and capital/staffing needs are found to be adequate, the Board may want to consider extending a temporary mil levy credit for a one or two year period.

What is important to note is that the Board and staff will review capital replacement plans, maintenance plans, proposed staffing changes etc. and keep abreast of the current and near – future economic trends. This would put the Board in an excellent position to modify its course as necessary and informing the citizens on a regular basis improves public outreach efforts.

#### **4.2 Managing Revenue Resources**

Discussion – Mil levy proposals should include an appropriate sunset time. At this point, it is recommended that any future mil levy requests should not exceed five years. One reason is because of the fluctuations in real estate value that come as part of a Western Colorado location and a tourist economy, consequently values can peak or decline relatively steeply so the amount of the levy should be reevaluated on a regular basis. A review of strategic expenditures – capital and staffing – should also be made at that time.

#### **4.3 Acquire a Public Information Officer (PIO)**

Discussion – We suggested that the District somehow utilize a Public Information Officer when we put together our Proposal for Master Plan Services. Present District staff has many responsibilities and this function should be a focus of a continuing Public Outreach Program, not someone’s job when they have many other items to complete. Job descriptions and titles could be shifted around if there is a decision that staff could handle this. Another alternative is to contract for the service. A knowledgeable PIO can keep the public apprised of what is happening with the District. Establishing a PIO would also make Public Outreach consistent which was an important strategy identified by the Citizens Advisory Committee. The mail- out survey conducted as part of the Master Plan identified a significant number of people (26%) were not that familiar with the Fire District operations. As well, public meeting attendees overwhelmingly identified

public information as an important missing piece of the Fire District mission. This needs to be changed over the long term. Retaining a PIO should help alter this situation.

#### **4.4 Continued Public Outreach**

Discussion – Lack of effective or consistent public outreach was something that we heard during the public meetings held as part of the Master Plan process as well as from the mail-out survey results. Public Outreach should remain a focus of the District for the length of the Strategic Plan and beyond. The PIO mentioned above can help in this matter. Effective public outreach can give the District a consistent profile in the community. This will be helpful to the District at all times. We found it surprising that a number of citizens did not know that the District provided the local ambulance service. Continued Public Outreach will help in this and in virtually all communication issues.

#### **4.5 Website Maintenance**

Discussion - FootSteps Marketing has been instrumental in improving the District website. This is an important communication tool and can become an integral part of communications as time moves forward. We recommend that Footsteps be retained on a monthly basis to keep improving and maintaining the website. Additional ways of improving public communication through the website and other digital means should continue for the foreseeable future.

#### **4.6 Reserve Balance**

Discussion - In the financial scenario section we have recommended that the District have a long-range goal of maintaining a minimum \$2,000,000 reserve Combined Fund Balance. As noted in that section, \$2,000,000 averages 8+ months of expenditures for the projected budget years of 2016 through 2020. Such reserves allow the District flexibility in times of financial uncertainty as well as the ability to meet expenses that may be incurred as part of a fire or other widespread disaster that remains on private land. District staff has informed us and Almont has confirmed that such an event, at a

worse case, could cost as much as \$1,000,000. Additional funds also allow for replenishing of rolling stock on a regular, planned basis, as well as maintaining key infrastructure and even small building projects.

#### **4.7 Mil Levy**

Discussion – We have addressed the question of a potential mil levy in the financial scenario section. While property values are rising again, five-year projections show the District Fund balances will continue to decline. This must be stopped. While we’ve offered a few different scenarios, we recommend that a 2.0 mil levy be requested in the near-term future.

#### **4.8 Implement Capital and Vehicle Replacement Program**

Discussion – Fire District staff has put together a vehicle replacement program which has been reviewed by Almont. A number of vehicles are in need of replacement within the next five years. We recommend that the District start replace vehicles as they are able. We are not sure the resources are there to implement the full vehicle replacement program. We have proposed some scenarios which at least provide money for equipment and increase maintenance so that District can move forward.

#### **4.9 Review and Implement Staffing Program**

Discussion – Almont has reviewed the staffing and operations of the Fire District. One thing they have identified is an inability in certain situations to respond to concurrent calls. We are not sure the resources are there to significantly upgrade the number of staff, but two of the six financial scenarios that we have provided recommend that at least three staff members be added over the next couple of years. We feel this is a minimum staffing option and gets the District back to where they were in terms of staffing a few years ago.

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# MASTER PLAN

## COMMUNITY INPUT FOR THE FUTURE

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### **Appendix A – Neighborhood Meetings Power Point Presentation**

# Carbondale & Rural Fire Protection District

Master Plan 2015 – Neighborhood Meeting  
County Rd 100  
– May 18, 2015

# Food For Thought

- Staffing
- Funding – How to pay for the services Community wants ( Value down 42% over 4 years) vs. Demand
- Master Plan
- Better Communication with Citizens
- Meet Expectations/Desired Level of Service



# AGENDA- May 18, 2015

- Welcome & Introductions
- Purpose of the Meeting
- Why Master Plan
- Q&A
- District Overview
- Facilities
- Budget
- Q&A
- Food For Thought
- Break Out Discussion



# Master Plan



# Master Plan Tasks

- 1.0 Pre-Planning & Steering Committee
- 2.0 Existing Conditions
- 3.0 Public Involvement: surveys, public meetings, website development, social media
- 4.0 Service Need Forecasts: hazards & deployment, mapping & failure rates; capital replacement, current/future training
- 5.0 Staffing Requirements: personnel retention, HR policies & procedures, facility requirements
- 6.0 Facility Requirements: analyze existing & future facilities requirements



# Master Plan Tasks

- 7.0 Alternatives Development & Evaluation: analyze existing standards, investigate options, ISO analysis & options
- 8.0 Implementation Plan: develop options, develop LOS with no additional revenues
- 9.0 Financial Feasibility: analyze existing budget/CAC, develop & recommend course of action, compare districts w/other FD's, determine adequate reserves
- 10.0 Adoption of Master Plan



# Almont

- Personnel
- Facilities
- Admin
- Finance
- Staffing
- Equipment
- Response Times
- Mutual Aid
- Training
- Future Services
  - Projected future need
  - Service delivery models
  - Time line

# Neighborhood Meetings

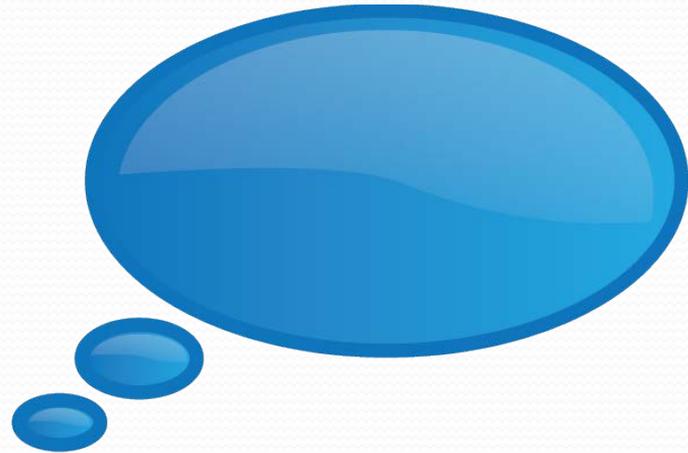
<b>Proposed Date</b>	<b>Neighborhood</b>	<b>Location</b>
7-April	Marble	Station 3
9-April	Redstone/Crystal	Church @ Redstone
13-April	Carbondale	3rd St Center
15-April	Carbondale	3rd St Center
21-April	Carbondale	3rd St Center
28-April	Missouri Heights (south)	Station 5
29-April	Missouri Heights (north)	Station 4
4-May	County Road 109	Aspen Glen Club
11-May	C&RFPD Volunteers	Station 1
18-May	100 RD/RARF/Blue Creek	Aspen EQ Estates
19-May	Ranchers/large land owners	Station 1
May TBD	C&RFPD Operations	Station 1
May TBD	C&RFPD Administration	Station 1



# How to Input into this Process

- Mark Chain Consulting:  
**[mchain@sopris.net](mailto:mchain@sopris.net)** 970-309-3655
- Leslie Lamont, Lamont Planning Services:  
**[lezlamont@gmail.com](mailto:lezlamont@gmail.com)** 970-963-8434
- Fire District website: [carbondalearfire.org](http://carbondalearfire.org)
- Fire District Main Phone: 970-963-2491





*Questions,  
comments,  
thoughts?*

# The C&RFPD District



# District Overview

- C&RFPD covers approximately 320 square miles
- Includes parts of Garfield, Pitkin and Gunnison Counties
- Communities include: Carbondale, Redstone, Marble, Missouri Heights, West Bank and Spring Valley areas
- Staffed by a combination of volunteer & paid members
- 5 stations in the District
- 20 apparatus – engines, ladders, ambulances, tenders, etc.



# Key Service Elements

- **Operations** – coordination of volunteer and paid staff to ensure adequate coverage for all responses
- **Training** – coordinates and provides training to meet District, statutory and regulatory requirements
- **Prevention** – public education regarding fire safety, open burning, inspections, and wildfire mitigation
- **Maintenance** – ensures all facilities, vehicles and equipment are fully ready and operational
- **Administration** – Finance/Billing, Human Resources, Elections, Secretary to the Board



# Mission Statement

- To serve the communities within the Carbondale & Rural Fire Protection District and help create a safer environment through the provision of quality emergency services, public education and prevention programs with a volunteer force supported by a paid staff



# Combination Fire Department

What makes C&RFPD unique?

- 65 Volunteers
- 18 Paid Employees –
  - cross-trained
- Fire Protection
- Ambulance Service
- Service: EMT vs. Paramedic
- Size of the District
- Distance from VVH



# Paramedic vs. EMT

- Paramedic is national standard of care
- Paramedic – help you maintain airway and can administer certain drugs
- EMT – basic vs. intermediate (intermediate being removed)
- Paramedic – better care while in route to Hospital/Surgeon
- District Standard – 2004 on – Paramedic on call and ability to respond to two calls concurrently

# District Infrastructure Timeline

- 1953 – District Founded
- First Headquarters – 2<sup>nd</sup> & Garfield Avenue, Carbondale
- 1978 – Carbondale Station Built
  - Redstone Station Built
- 1983 – Marble Annexed into District
- 1984 – Cattle Creek Area Annexed
- 1993 – West End Station Built (84)
- 1993 – Marble Station Addition
- 1994 – Missouri Heights Station Built (85)
- 2004 – Redstone Station Addition
- 2005 – West End Station Addition (84)
- 2006 – Headquarters Building Built
- 2007 – Carbondale Station Addition/remodel (81)



# District Main Event Timeline

- 1965 – Dutch Creek No. 1 Mine Explosion
- 1981 - Dutch Creek No. 1 Mine Explosion
- 1983 – Conoco Bulk Plant Fire (4th & Colorado Ave.)
- 1985 – RMNG Office Building Explosion
- 1987 – Battlement Mesa Fire - 4,207 Acres
- 1989 – Panorama 1 Fire - 796 Acres
- 1994 – South Canyon Fire (Storm King) – 3,041 Acres
- 2002 – Coal Seam Fire – 11,425 Acres
- 2002 – Panorama 2 Fire -1,603 Acres
- 2005 – Hurricane Katrina – Mountains to Mississippi
- 2007 – New Castle Fire – 1,216 Acres
- 2008 – County Road 100 Fire – 611 Acres
- 2013 – Red Canyon Fire



# Facilities



# Stations

- Station 81 –Carbondale
- Station 82 – Redstone
- Station 83 – Marble
- Station 84 – West End
- Station 85 – Missouri Heights



# Station 81 - Carbondale



# Station 84 – West End

- Station 84 – Located near the Hwy 82CMC turnoff
- Apparatus
  - 1 Engine
  - 1 Water Tender
  - 65' Ladder/Engine
- Houses a training room used for local trainings and incident command post



# Station 84 – West End

- Crew quarters constructed in mid 2000s to provide future staffing for 4 responders, similar to Station 81
- 2 volunteer members currently live at Station 84
- CRFPD also owns a modular mobile home next to Station 84 that houses a volunteer member



# Station 85 – Missouri Heights

- Located on CR 100 near CR 103 in Missouri Heights
- Apparatus
  - 1 Engine
  - 1 Water Tender
- Includes a one bedroom apartment that houses 1 volunteer EMT/Firefighter



# Station 85 – Missouri Heights

- Staffed by volunteer members in Missouri Heights area
- Station 85 has a training room that is used for local trainings and events
- Training room serves as incident command post



# Station 82 - Redstone

- Staffed by volunteers in Redstone area
- 2 private apartments on second floor
- Apparatus
  - 1 Engine
  - 1 Water Tender
  - 1 Ambulance



# Station 82- Redstone

- Training room for local trainings and events
- Utilized as incident command post by CRFPD and Pitkin County Sheriff's Department



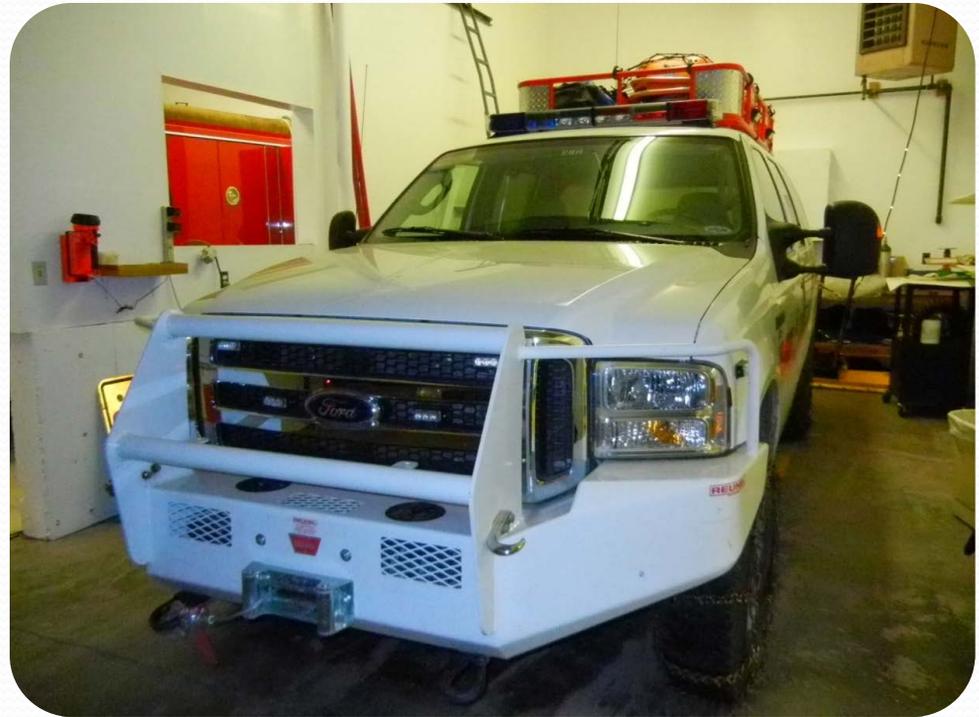
# Station 83 - Marble

- Staffed by volunteers in Marble area
- Apparatus
  - 1 Engine
  - 1 Water Tender
  - 1 Rescue Squad
- Coverage area includes Hwy 133 to the top of McClure Pass



# Station 83 - Marble

- Marble Rescue Squad – used for initial response to medical emergencies, vehicle accidents and backcountry rescues
- Rescue squad carries specialized equipment
- Members in Marble area train for these different types of incidents



# The Five Core Services



# CALLS FOR SERVICE - 10 YEAR SUMMARY

YEAR	FIRE	EMS/RESCUE	ALARMS	SERVICE/ OTHER	TOTAL
<b>2014</b>	40	690	190	159	<b>1049</b>
<b>2013</b>	41	644	160	279	<b>1054</b>
<b>2012</b>	96	626	152	294	<b>1168</b>
<b>2011</b>	59	540	129	222	<b>950</b>
<b>2010</b>	82	581	168	238	<b>1069</b>
<b>2009</b>	78	627	180	227	<b>1112</b>
<b>2008</b>	78	676	192	255	<b>1201</b>
<b>2007</b>	93	590	185	227	<b>1095</b>
<b>2006</b>	125	582	177	225	<b>1109</b>
<b>2005</b>	92	555	181	207	<b>1035</b>
<b>2004</b>	127	501	178	166	<b>972</b>



# Insurance/ISO

- Insurance Services Office
- Protection Classification: 1 (best) to 10 (worst)
- Based on
  - Dispatch/communications
  - Water systems
  - Operations (stations, equipment & personnel)
- Critical criterion – (distance to fire station)

# Budget



# Comparables - Personnel

2014 Budget	Snowmass	Basalt	Carbondale	GWS Combined	Colo River	Grand Valley
<b>Total Personnel Cost</b>	\$2,093,302	\$1,606,276	\$1,905,979	\$2,413,313	\$5,433,843	\$2,379,940
<b>FTE</b>	20	15	18	24	46	16
<b>PT</b>	11	6	0	18	30	17
<b>Volunteers</b>	7	67	72	2	27	9



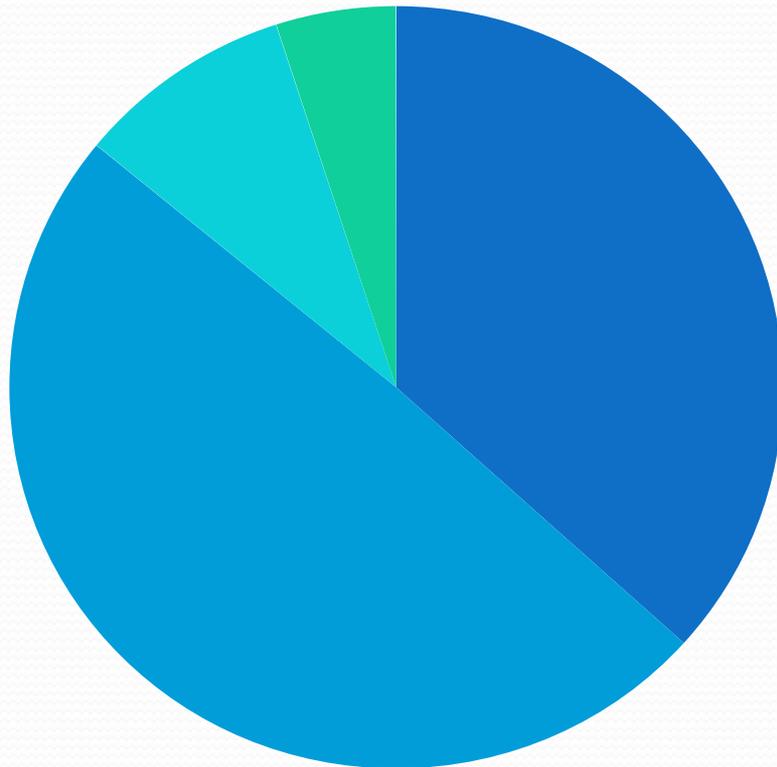
# Comparables

Comparable Data	Snowmass	Basalt	Carbondale	GWS Combined	Colo River	Grand Valley
Area (sq. miles)	19	481	320	76	697	315
Private Land (sq. miles)	19	72	105	32	306	206
Population	3,011	11,579	14,256	13,030	25,634	6,133
<i>General Fund Revenues</i>						
Assessed Valuation	491,635,550	296,536,910	276,439,930	246,854,140	1,042,650,400	925,250,600
General Fund Mill Levy	4.601	7.828	5.903	*	6.102	3.267
Total Property Tax Revenues/GF	2,262,015	2,321,291	1,631,825	900,057	6,362,253	3,022,794
Sales Tax	0	0	0	2,278,195	0	0
Total Tax	2,262,015	2,321,291	1,631,825	3,178,252	6,362,253	3,022,794
<i>Bond Fund</i>						
Assessed Valuation	491,635,550	296,536,910	276,439,930	246,854,140	1,042,650,400	925,250,600
Bond/Capital Mill Levy	0.75	0.96	2.27	2.412	0	0
Total Property Tax Revenues/Bond Fund	368,727	284,675	627,519	592,271	0	0
Total Revenue	3,135,242	2,967,630	2,599,848	3,770,523	7,327,342	3,318,531
Total Expenditures	3,134,257	3,283,572	3,299,698	4,536,565	6,712,253	4,712,054
911 Calls	930	780	1,250	1,583	1,800	653
Cost Per 911 Call	3,370	4,210	2,640	2,866	3,729	7,216



# C&RFPD General Fund Revenue by Jurisdiction

Based On Certified Mil Levies for 2015



- Carbondale - 36.5%
- GarCo - 49.2%
- PitCo - 9%
- GunCo - 5.2%



# C&RFPD Revenues 2011 & 2014

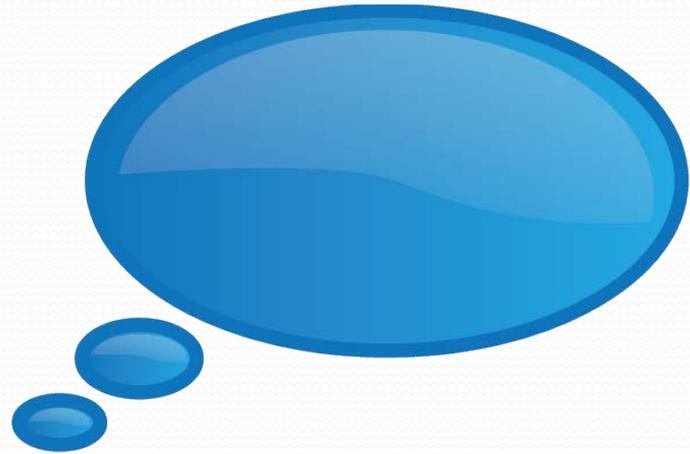
Revenues	2014 Audit	Percent	2011 Audit	Percent
<b>Total Taxes</b>	\$ 1,696,551	82.8%	\$ 2,912,624	89.2%
Ambulance Service	\$ 209,091	10.2%	\$ 201,737	6.2%
Miscellaneous	\$ 143,331	7.0%	\$ 149,582	4.6%
<b>Total Revenue General Fund</b>	<b>\$2,048,973</b>	<b>100%</b>	<b>\$3,263,943</b>	<b>100%</b>



# C&RFPD Expenditures 2011 & 2014

Expenditures	2014 Audit	Percent	2011 Audit	Percent
Personnel	\$1,992,334	80.6%	\$1,858,983	76.3%
Administration	\$ 176,011	7.1%	\$226,370	9.3%
Equipment Maintenance	\$ 57,192	2.3%	\$70,624	2.9%
Buildings	\$ 116,151	4.7%	\$99,167	4.1%
Miscellaneous	\$ 131,525	5.3%	\$181,922	7.5%
<b>Total Expenditures</b>	<b>\$2,473,213</b>	<b>100.0%</b>	<b>\$2,437</b>	<b>100.0%</b>





*Questions,  
comments,  
thoughts?*

# Food For Thought

- Staffing
- Funding – How to pay for the services Community wants ( Value down 42% over 4 years) vs. Demand
- Master Plan
- Better Communication with Citizens
- Meet Expectations/Desired Level of Service

# Discussion Questions

- What do you think of present services?
- What services do you want in the future?
- Are there other funding sources that should be explored?
- Any comment on previous mil levy issue from 2013?
- As a resident in the rural area of the district, what are your needs in terms of fire/ambulance services?
- What level of risk are you willing to assume in terms of emergency medical response time & fire protection response time & what are you willing to pay for higher service levels if you are risk adverse?



# Discussion Questions, Cont.

- If you were to call for an ambulance, what are your expectations of the personnel responding to the call?
- What are your expectations from the fire district master planning process?
- What do you see as the greatest risk exposures where you live from an ambulance/fire perspective?
- What do you think are the top 3 challenges facing the fire district?
- Anything else to say?
- Where do you get your information?



# How to Input into this Process

- Mark Chain Consulting:  
**[mchain@sopris.net](mailto:mchain@sopris.net)** 970-309-3655
- Leslie Lamont, Lamont Planning Services:  
**[lezlamont@gmail.com](mailto:lezlamont@gmail.com)** 970-963-8434
- Fire District website: [carbondalearfire.org](http://carbondalearfire.org)
- Fire District Main Phone: 970-963-2491



# C&RFPD Expenditures

- Personnel
- Administration
- Fire Fighting
- EMS
- Communication
- Training
- Equipment
- Buildings
- Miscellaneous



# C&RFPD Revenues

- **Taxes**

- Property Tax
- Abated Tax
- Specific Ownership Tax
- Penalties and Interest
- Delinquent

- **Impact Fees**

- Restricted

- **Other**

- Ambulance Service
- Building Rentals
- Earnings on Deposits
- Grants & Contributions
- Fireworks Contributions
- Miscellaneous
- Sale of Assets
- Training Reimbursements
- Wildfire Contracts



# ISO Ratings

## Structures - ISO Protection Class by County

County	PC-5	PC-9	PC-10	Total Structures
Garfield	3,488	1,278	68	4,834
Pitkin	153	236	144	533
Gunnison	146	186	46	378
<b>TOTAL</b>	<b>3,787</b>	<b>1,700</b>	<b>258</b>	<b>5,745</b>

*Based upon 2011 Garfield County GIS structures data*

<b>Current PC 5/10 Rating</b> \$1,000 Premium	3,787,000	1,700,000	5,487,000	<b>Increase</b>
<b>PC 6/10 Rating</b> \$1,050 Premium	3,976,350	1,785,000	5,761,350	<b>\$ 274,350</b>
<b>PC 5/9/10 Rating</b> \$1,400 for PC 9	3,787,000	2,380,000	6,167,000	<b>\$ 680,000</b>
<b>PC 6/9/10</b> \$1,050 for PC 6 \$1,450 for PC 9	3,976,350	2,465,000	6,441,350	<b>\$ 954,350</b>



# C&RFPD Mill Levy History

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
	Audit	Estimate	Budget								
Assessed Valuation	250,051,731	255,975,064	286,780,344	293,288,135	347,545,990	360,783,310	472,806,388	473,640,430	341,447,330	347,166,650	276,439,930
Mill Levy - General & Vol Pension	4.403	5.903	5.903	5.903	5.903	5.903	5.903	5.903	8.173	8.173	5.903
Property Tax	1,100,978	1,511,021	1,692,864	1,731,280	2,051,564	2,129,704	2,790,976	2,795,899	2,790,649	2,837,393	1,631,825



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# MASTER PLAN

## COMMUNITY INPUT FOR THE FUTURE

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### **Appendix B – Neighborhood Meeting Notes**

## NEIGHBORHOOD MEETING PUBLIC COMMENTS

MARBLE 4-7-15

13 attendees, including two Board members (Mike and Lou) and one steering committee member (Ray).

Mark made a presentation using power point slides.

Judy asked if all the neighborhood meetings would be similar to this format. Mark replied yes.

In response to a question about EMS, Rob commented that 65% of what C&RFPD does is EMS related. There is a deficit at the end of the year due to ambulance runs despite an approximately 75% collection rate from ambulance service.

Mark broke out the Personnel costs and comments that health insurance was a big hit to the District.

During the presentation there were a series of Q&A

1. What positions are paid? Rob commented that the 18 paid staff operate out of the C 'dale station which include 9 shift crew members, 2 administration – (Office Manager & Financial Director/HR Person/billing/receivables/Insurance/Secretary to the Board ), EMS coordinator, 3 assistant chiefs, Chief Leach, and 2 Maintenance/grounds employees. Note: The assistant chiefs also serve as Fire Marshall, Training Officer and other duties).
2. Everyone is a combination firefighter/EMT and everyone covers everything to keep the staff small.
3. The District cannot raise money without a vote.
4. The Federal Government spent some money post 9/11 on communication services and grant money is available and used primarily used for training and equipment.
5. What is the Board's plan for the Marble Station?? Has the Board discussed reducing service out of this station? Lou and Mike responded that the Board has never discussed this.
6. Do you think Gunnison Co. should give the District money for responding to rescues in the county that are outside of the District?
7. How do you set your priorities due to length of travel? Is there a response classification? Are calls from certain areas given a low priority because of such things as distance from fire station or an area does not provide a certain amount of revenues to the District (e.g. Gunnison County has lower population, and therefore less revenue to Carbondale Fire). Rob commented that this is one of the purposes of the master plan. Everyone understands that there are high impact, low frequency areas and staff tries to plan ahead

for that and provide adequate staffing. Unfortunately, an event in Marble will leave the C 'dale station empty. Mutual aid can be called but then that might leave those districts lean.

8. Ray commented that rural fire districts have no other government entity backing them up and they are one of the last remaining purely local public service entities.

9. Mark explained a bit about the Reserves and that the Board has been dipping into the Reserves.

10. Rob commented that the District is reaching out to the voters, doing the master plan, and asking the constituents to respond.

### Response to Specific Discussion Questions:

#### Why Mil levy failed

- Worded wrong – too complicated.
- Didn't explain well the reason for the mil levy increase.
- No sunset.
- Was viewed that the District/Board was being arrogant – asking for lots of money and assume people will pay for it.
- The electorate was not educated enough on the issue.
- Minimal advertizing.
- People do not like the word "tax"
- If there is another vote, put volunteers photos on yard signs so residents understand that this is their district

#### Revenues

- Are there ways to increase revenues besides property taxes? Such as increase sales tax? Mark responded that he did not think this is an option statutorily.
- Can we borrow from Feds or the State for certain purposes?
- Is there a way that Fire Districts can get together and ask for some sources of funding?
- If growth is projected and property values rise what will the Department need and what would a future tax increase look like?

#### Specialized Training

- Sometimes, industries have special needs and train people for specific types of services or emergencies, i.e. the quarry. Industries may want to have this service and be willing to pay for training and equipment (creating a revenue stream).

#### Advertising for Meetings

- How are you advertising? Radio, paper, PSA's, websites/digitally
- Have you considered flyers delivered to school that kids could take home?

## NEIGHBORHOOD MEETING PUBLIC COMMENTS

### CRYSTAL/REDSTONE 4-9-15

Approximately 30 attendees. attendees, including two Board members (Carl and Lou) and staff. Bill Gavette.

In the interest of time, Mark abbreviated the typical presentation and jumped to the last slide with the eight questions used to begin discussion.

#### What do you think of present services? What services do you want in the future?

1. I would love to see more support for fire suppression. We are surrounded by USFS land and there is a lot of fuel. Sure private property owners and HOAs can do this but it would be helpful to have the district support these collective efforts, provide guidance/expertise, equipment.

Last year the Swiss Village HOA started to create a fund to support these efforts. But some owners do not want to create defensible space, "stay off my property".

Response: the Colo. State Forest Service does provide up to \$1200 match (grant is a 50-50 match) to help property owners do this. Other areas in Colo have a dedicated crew that goes around to help with these types of efforts.

Attendee comment: 6-7 years ago the district provided a wood chipper set up in Elk Park for residents to bring wood for chipping and then use the mulch for the property.

2. Swiss Village wants to buy a siren can the Fire Dept. help with this?
3. I am concerned about the response time in terms of wildfire and would like a shorter response time. What about bringing back the roving wildfire suppression truck? **Carl** responded that this is made in part by a donation and will occur for 1 more year.
4. Several campgrounds sell fire wood and campers want a fire but sometimes it is inappropriate due to wildfire danger. Can the district help stifle the sale of firewood – can there be better enforcement? **Bill** responded that the BLM/USFS try to coordinate with the Sherriff's Department to enforce fire bans.
5. I commend the District for their efforts. They have come to Redstone for informational meetings and try to be proactive.

6. I would like to see a promotional campaign to “keep you hot ash in your car!”
7. It would be helpful if the district could help us with information on fire suppression. Bring it to us and we will help implement.
8. EMS is very important to provide and should be supported.
9. It would be nice to have paid staff here in Redstone, living at the fire station, on call 24/7.
10. Is there any capacity for the district to help improve cell service in this valley? A member of the public responded that this is a Pitkin Co. translator issue. Another member responded that perhaps Pitkin Co. could help with dispatch.

#### Why Mil levy failed

1. The ballot wasn’t presented early enough and in-depth. There were no concrete thoughts as to why the question was being asked. If properly defined it might work next time.
2. Pitkin County already taxes us so much. Then they turn around and buy open space why can’t some of the money be shifted to the fire district?
3. No sunset. It was a big increase without a provision to adjust.
4. A member of the public asked the two board members why they believed the mil levy was defeated. **Lou** said it came down to too much at the absolute wrong time. If we do anything again we will scale back and sunset. **Carl** dittoed Lou’s remarks and added that the ability to reduce or adjust after a number of years is very important. Carl then explained that property values are probably going to increase this year but how much is still unknown and how that will affect the district is unknown and we will keep everyone apprised. This is complicated because it is a large district with 24/7 crews on duty and we need highly trained staff.

#### How do you get your information?

1. Would the district consider using the public radio stations to get the word out? Particularly when there is a wildfire alert or no burn day.
2. PSAs
3. Pitkin County Alerts
4. Both public radio stations.
5. Echo

6. Signs on both bridges

General Discussion Points:

1. Good job, hold onto the crew.
2. The website should be more specific about the budget and personnel.
3. What is the impact on this district with the Rifle Wildfire facility? Bill responded that he was not sure but currently there are mutual aid agreements in place. One helicopter is already stationed in Rifle and additional air support may become part of this facility/project. Final details of Rifle facility unknown at this time.
4. Who is the first responder to a crash or well site accident or hazardous site? Lou Ellers responded that Carbondale Fire would be the first responder to a well pad disaster; even it would be on the other side of McClure Pass. The District does not have Mutual Aid Agreements with Ragged Mountain Fire District (District on the other side of McClure. Of course, Carbondale Fire would be the first responder to any truck/fracking vehicle accident if there was some sort of problem along Highway 133 within the Crystal Valley.

Revenues

1. Could Pitkin County, which buys open space in our district shift money to support the fire district?
2. How much can the district tap into oil/gas severance fees?

## NEIGHBORHOOD MEETING PUBLIC COMMENTS

CARBONDALE APRIL 13, 15, AND 21

5 citizen attendees, Gene Schilling, Bob Emerson and Lou Ellers, Board members; Frank Nadell, staff; Hank Van Berlo, Chuck Torinus, and Joan Teeple, steering committee.

Over the course of three nights there was a small citizen turn out. However, Mark presented the entire slide show and discussion did occur. One citizen, George Wombwell provided written comments which are attached to these notes.

### General Discussion Points:

1. Gene commented that some rural residences are rated ISO 6 due to water hauling which could be higher without the water.
2. When someone calls for an ambulance has dispatch ever said no? **Frank** said every 911 call gets a response.
3. What is the policy about transporting people home from the hospital in a non-emergency? **Frank** offered that they are an emergency service only but in reality if someone was found to be ok and the ambulance is still there they have provided a ride home. There are 2 alternative services in the valley that provide this type of transport (inter-facility transport).
4. Has Garfield County considered funding a detox facility again? **Gene** said there are conversations but tough to fund.
5. It is the Chief and staff's responsibility to tell the Board how to get out the information about the Fire District as well as what staff needs. Then it is the Board's responsibility to figure out how to provide for those needs.
6. I have not seen a proposal for a major expenditure for a major piece of equipment beyond year 5. What happens after year 6?
7. Do you buy used equipment? Yes.
8. Does ISO rating require you to replace equipment after a certain age? How advanced does equipment need to be? **Frank** responded that fire equipment is a long term investment but the ambulances get worn out.
9. It is not the fire truck that will save your house; it is the people that will save your house.
10. I think the fire district is doing a great job. I see you in my neighborhood all the time. You give us great service. I live in Crystal Meadows.
11. Volunteers don't respond to as many calls as paid staff, so paid staff are the ones that will save your life but paid staff says hopefully the volunteers will show up.
12. Provided on a separate note after the meeting: what money purchased the new ladder truck? Did that money need to be spent a certain way? By a certain period?

What do you think of present services? What services do you want in the future?

1. What is the priority for fire response vs. wildfire vs. EMS? (EMS is a major driver for costs and expenditures.) **Gene** responded that a lot of equipment is cross used and there might be equipment that they don't use very much but helps to keep ISO rating down.
2. ISO ratings and why the rates are low should be marketed better so people understand the services of the District.
3. Are you spending a lot of money to save me money (re: ISO)? How would you or do you prioritize services that benefit a few residents - say rural type services? **Gene** responded that the statute requires them to provide fire services and the mil levy of 2004 enables the paramedic level of ambulance service.
4. Does ISO evaluation help the Department? What does scoring a 4 or an 8 do for the fire department and can you identify a cost for that?
5. In the best of all possible worlds what do you need that you haven't got? Is it money? Or equipment or services?
6. Do you know what the public needs vs. what they want? What do you need for the community? **Gene** stated that this is one of the reasons they are doing the Master Plan.
7. Do you anticipate adding any other stations in outlying areas? What are your station needs? **Gene** responded that fire station 4 (West End) has plans for additional bays and that station 5 (Missouri Heights) has a long term plan to be expanded.
8. As the laws change it is a challenge for the District to maintain the high level of staffing. The public needs to know what services are provided, how much it costs and how it can be delivered.
9. Is there an end date to EMT-Intermediate level trained staff?
10. Does the district prioritize EMS over fire? If I'm having a heart attack in my front yard and my house is on fire I want you to save me as I can live in my home that is rebuilt with insurance.
11. How well do you rate your ability to achieve good training and continue staff/volunteer education? **Frank** said that they do very well with training; the Board has made it a priority. **Gene** offered there is a budgetary need for more training. They no longer have the "state of the art" training facility.
12. In looking at this map of service calls, I knew about this one close to me but I didn't know about this and this and this.....This graphic resonates. This sums up your efforts more than anything you have said. Put this on the web.
13. How will this district blow their horn?
14. You should list the runs and where and what type. Many folks have the perception that the district does not do much as they see everyone hanging out when they drive by.
15. Paramedics are important in my senior living community.
16. I was concerned my apartment was too crowded with furniture so I called the station to ask what size pathways I needed to keep clear for emergency equipment and a member of the staff came to my apartment to help me figure this out. Nice service.

17. When you make an ambulance call to my neighborhood who pays for that service? **Bob** responded that insurance does and Medicare pays for a small amount. But C&RFPD is often required to write off the balance.
18. Hank answered a question from Lou about future services: I think the master plan should have a short term and long term focus. I think ALS should be on all calls until 2020 when the intermediate is phased out. This buys time and saves training budget. I have asked to see the data for the difference between ALS and BLS calls. All of that is short term. For the long term how does the district incentivize the volunteers? Pay per call? **Frank** referred to LOSAP which awards points.
19. **Lou** asked if the district is beyond the day of relying upon volunteers. Hank said he thought volunteers did not have incentives to join a call because there is paid staff on a call and if it is an ambulance call there is not enough time to respond; which is why there should be other incentives. Also, there is a perception that the administrative staff doesn't stay on a call, manage the call, stand ready for another call or complete the paper work required to be done after a call. This perception should be changed. It would be interesting to see the data on how many calls the administrative staff go on and how many calls are run all the way through. A two hour call requires two hours of paperwork and the perception is the admin staff does not take part in that although they are all cross trained – the line guys say they don't go. **Lou** responded with the analogy of going on a call but not going back to the station to clean the truck and he appreciated the comments.
20. Do you all help out when there is a big fire? Yes.
21. Will any tax money from recreational pot sales help? Not now.

### Why Mil levy failed

1. **Gene** offered that if another question was to be asked of the voters that he believes they would look to get back up to what has been lost due to the decrease in property valuations and once back up to that level they would sunset the mil. Previously they didn't include a sunset because they didn't want to go out to the voters every 2-3 years. If you asked me what we would go for we would go for 2-3 mils. We have deferred maintenance so will have to catch up on maintenance.
2. Asking the voters what they want and if they would support the mil levy is not what I want to hear. Your consultants should tell you how to campaign, tell me how and what you need to keep me alive. The general public is not aware of what you do. You have been to my property many times but you do not pump out the information to the general public. Tell us what you need and how you can do it better.

### How do you get your information?

1. It is difficult to find what I am looking for on the current web site.
2. Maybe develop a simple app that folks can download to see current fire district activity.

### Revenues

1. Has the question been asked to Garfield County whether they would help support the Fire District to help make up the tax difference? **Gene** responded that it has not been asked but was a good idea and the Board will discuss.
2. Have you ever told the public what money you need to raise the rating 1 notch? Do you know what money has to be expended to raise or lower ISO one notch? **Chuck** responded that ISO is general parameters or guidelines and generally speaking really could not go below a 5? Do you have any ideas? The citizen that raised this issue stated that his district lowered theirs from an 8 to a 4; it can be done.
3. What is the cost to replace 1<sup>st</sup> line equipment? 2<sup>nd</sup> line of equipment? When do you expect to replace the 1<sup>st</sup> line of equipment? What are the expenditure requirements to keep those up in order to respond? What does it cost to bring them back up? What do you need to maintain with growth in the District? **Both Frank and Gene** responded that the fire district administration have these replacement plans. But Almont is working on this aspect of the Master Plan.
4. Is there a way to adjust the mil levy as property valuations rise and fall?
5. Have you considered de-brucing? Yes they have and did. But the levy itself cannot float up and down depending on valuation levels.

April 15, 2015

Thoughts on long range planning for the Carbondale and Rural Fire District from a 15 year Carbondale resident and former 10 year chairman of a large suburban and rural fire district east of Louisville, KY.

My casual observation is that our department does and is recognized for doing a creditable job upon arrival at fires and other emergencies. Less so is my own and the public's perception of financial management and public relations. The questionable acquisition of a 100 ft. ladder truck so far in advance of need raises questions of priorities. I will add that in my prior experience a 100 ft. ladder truck acquired just before I came on the board was justified because a 13 story condominium building was erected near our boundary of an expanding suburban area. The truck had one marginal use of its ladder length during its entire service life. A nearby fire district sold their emblematic 100 ft. ladder truck in exchange for something more useful. Even 100 ft. ladder trucks wear out and become obsolete for insurance rating purposes. Keep in mind they get a lot of wear of maintenance just from training exercises. Special equipment should be planned on a regional basis with mutual aid districts.

Demographics and related aspects can as we experienced caused our volunteer base to all but evaporate. We missed the opportunity to provide low cost housing adjacent to our stations for singles and small families. Our traditional volunteer source could no longer afford to live near our stations and we became forced to rely almost entirely on a paid full time force. The result is a smaller turnout offset by faster response and more dependency on mutual aid backup. Volunteer subsidized housing can be especially valuable at remote stations. A quick response from a remote station also helps keep the main station from needlessly committing resources. Forecasting and reacting to the outlook for maintaining the volunteer force is essential.

Another observation from my experience is that the districts that paid their board significant money were the poorest run and had the weakest finances. I think this speaks to empire building. My former district did not pay board members and candidates were recruited based on geographical, professional and socioeconomic balance.

Based on a realization of inevitable population density growth I recommend the fire district get involved in new development to ensure emergency access and building standards. Don't be passive relative to planning, building codes and

water supply. Remember one responsibility, especially for the board, is to promote the best fire insurance ratings feasible for the district or sub-districts within the whole. Lower insurance rates is an asset that is salable to the public in justification of increases in revenue.

Be proactive about publishing the numbers of runs. Publicize genuine financial needs. The general public often thinks of firefighters as people who sit around all day.

Carefully consider the separate but complementary roles of the board and the chief. The chief has the handle on the day to day. After reviewing his recommendations and adopting a current budget a financial plan for future years should be adopted by the board and the revenue needs communicated to the public.

Respectfully

George Wombwell  
1189 Heritage Drive  
Carbondale

## NEIGHBORHOOD MEETING PUBLIC COMMENTS

### MISSOURI HEIGHTS STATION 5 APRIL 28

17 citizen attendees, Carl Smith, Board member; Rob Goodwin, staff; Laura Van Dyne, Joe Enzer, and Tom Flynn, steering committee.

Mark presented the entire slide show and discussion began.

#### General Discussion Points:

1. How can someone be on call and respond to two calls at once? What do concurrent calls mean? Mark answered that concurrent calls are more than 1 call that occur at the same time. 2<sup>nd</sup> calls can be handled by remaining staff not responding to first call – but they often need help from administrative staff during regular business hours, volunteers who are manning or shift or a page that goes out to additional volunteers. Large calls usually require help from neighboring Fire Districts.
2. If EMT-I is removed what will replace this level? **Rob** responded that he doesn't know where it will go from here.
3. **Carl** stated that it is a cost effective process to provide Advanced Life Support services.
4. The division between basic and intermediate seems to be important. **Rob** explained the difference between EMT-I, basic and paramedic and said that Colorado tries to mix these together to get as much as we can. In the future we are going to have just EMT basic and paramedics and we are trying to figure out the costs. **Carl** said the issue Carbondale is facing is common throughout Colorado and not unique. Historically this was a way to provide a cost effective high level of emergency response.
5. **Rob** responded to a question about this station saying that a volunteer lives here but the station is not staffed 24/7.
6. Are hydrants throughout neighborhoods tested? **Rob** said that the District has 24 water systems and they work with ISO to evaluate the system. For the next evaluation the District will work with water system managers to flow test to avoid damage.
7. How does ISO rate dispatch? **Rob** said they look at number of calls, backup power, back up staff, etc.
8. Does ISO take into consideration other things? **Rob** said yes mutual aid, urban aid, etc.
9. How did you figure the cost per call? **Mark** said this is simply the number of total calls were divided by total expenditures. While this information does give a dollar benchmark, it can also be misleading because it does not get into the total complexity of a call (e.g. it does not track the difference between a simple fender/bender that the District responds to versus a complicated multiple vehicle accident with multiple patients).
10. Is the cost of the call related to medical services provided? **Mark** said it is not dependent on the type of call.

11. Perhaps more money should be spent on PR – about what you do.
12. What is the sequence of events to roll a truck out of here given that the person who lives here may not be here at the time of a call? **Rob** said that up here (Station 5) there is a thin staff/crew so when a 911 call is made Carbondale responds and volunteers head to the station so there might be a delay in getting the engine out of the station. **Joe** offered that this is the nature of a volunteer force – some delays as folks respond. But there is a place for everyone – they are always looking for volunteers.
13. What can I do to protect my property? **Mark** said create a defensible space. **Rob** said they would be happy to come out and guide in that planning. He also referred to several agencies that provide information. An audience member said we can all be more aware and get on the phone if you see something funky.

What do you think of present services? What services do you want in the future?

1. How do you feel you are doing? Do you feel underfunded? Do you have adequate equipment to meet the demand? Do you need more buildings? **Rob** said we are a combination staff and not unique to struggle. We (Fire Department) use every trick in the book. Adequate staffing – no but not complaining as this is typical of most fire districts with volunteers.
2. **Carl** said the reason for the meeting is to hear your opinions – are you satisfied and what are willing to pay for? \$1.3 million of reserves have been spent but Garfield County assessed evaluation will go up 27-28% on average. What kind of service/level of service do you want? The wildfire patrols are funded by a generous grant from some landowners but we only have enough money to fund for this summer.
3. Roving firemen seems to me to be a pretty effective form of prevention. How do we citizens support that? **Mark** said to reach out to the Board. **Carl** said to contact neighbors and tell neighbors about this important service.
4. **Tom** said that prior funding was \$60K and being carried over this summer because last summer was a wet summer.
5. Why does it cost \$60K? **Rob** commented that paid staff is doing this 10 hrs/day 7 days. We also meet with homeowners to education and address fire mitigation.
6. I would rather see my taxes go up then rely on someone to make a grant for the patrols for rural fire suppression.
7. Yes we need paramedic-level emergency services. The District's Board needs to educate landowners about the cost of services and how much of the District's reserves are spent on operations rather than held in reserve for a "big" fire event and equipment replacement.
8. *In answer to the question: in a rural area what level of risk & awareness of the risk & are you willing to pay for that risk?* I think it is safe to assume we know how long it takes for a response, the most threatening is major brush fires and that is the kind of service I want. Do you feel we have that ability? **Rob** responded that the District's mission is to keep small fires

- small and keep everyone alive. A big fire cannot be put out by this District alone; they rely on mutual aid (Help from other districts).
9. Do we have the technical expertise – it is a well oiled machine? We get the call but it takes a while to get up here. **Rob** said that the state of Colorado transitioned to Colorado division of control and has thrown more money into fire fighting – it is a better machine. **Carl** said that it is not free. One of the goals is to save a couple of million \$ in reserves so when a fire goes out they have the money to pay for the services. It is a tight rope, to increase taxes or decrease expenditure and 80% of the budget is personnel. The master plan is going to give us that direction.
  10. **Carl** asked the audience what they want. The general consensus was quality ambulance service, paramedics and roving firefighters/wildfire suppression (called IA team for initial attack). I
  11. We want people cruising around but we are now spending reserves and taxes may not go up. How do we change this? **Carl** said that the master plan will make recommendations for the Board to consider and part of this process is to seek input for the citizens.

#### Why Mil levy failed

1. I've heard we have too many high level people. Bad information?
2. Seems like the Fire District outreach was minimal on the ballot, not a whole lot of people were talking about it.
3. It was nothing more than the recession, and we are still in recovery, and people didn't want to raise their taxes. So many people didn't know where the economy was going.
4. Is the master plan process going to lead to another mil levy request? **Rob** commented that the master plan is not driving this. This is the direction the Board wanted to go to gather input. **Carl** commented that if values go up as predicted it will not equal previous levels and there may be a need to ask again.
5. Are you aiming for this fall? **Joe** replied no.
6. So what are the other opportunities to ask the voters? **Mark** replied, Nov. 2015, May 2016, and Nov. 2016. **Carl** said the Fire District is independent from other special districts.
7. After the meeting a comment was relayed: I also believe the mil levy was defeated because there was a presumptuousness on the part of the District that no one would question what they were asking for and since they had never been turned down why would that happen this time.

#### How do you get your information?

1. Newspaper, flyers, HOA communication.

## Revenues

1. Have you talked with other districts and how they are funded? Can we “sponsor” a paramedic? Can we make contributions? **Rob** clarified that the Fire District cannot set up a 501 C3 but the citizens can.
2. Are you seeing other unique ideas from other districts? **Carl** said that Almont is helping identify those.
3. What percent of the budget is spent on education? Does the state educate us? It is clear to me that you need to fight fires and provide emergency service.

## NEIGHBORHOOD MEETING PUBLIC COMMENTS - VOLUNTEERS MAY 11

26 Volunteers; Lou Ellers and Carl Smith, Board members; Rob Goodwin, staff; Ray Sauvey and Joe Enzer, steering committee.

Mark and Leslie joined the regular Volunteer Business meeting. After Volunteer business was handled Lou and Carl thanked the Volunteers for taking the time to participate in the Master Plan portion of the meeting. Then Rob, Carl and Lou left the meeting.

Mark first presented the early results of the Almont survey.

Comments included:

- We are not getting much out of the survey, the questions were too open ended and the results are exactly the opposite. There were questions why some of these individual items can be considered a strength but also a weakness.
- What are we doing with the data?
- What are the next steps with relatively generic results/data? **Mark** responded that Almont will use this as part of their analysis looking at how to integrate with all their other data.
- Who's in charge of this? **Mark:** Almont
- Are they looking to use these (+) and (-) as the plan moves forward? **Mark:** Yes.
- How does this compare to the public meetings?

Mark took this opportunity to brief the group on the public meetings and the turn out. He also showed some of the Power Point slides that are used at the public meetings specifically the Discussion Questions slide. Some questions from the volunteers were:

- What has the public feedback been? Are they ignorant or informed?
- The comments seem to be all over the place.
- Do you think people really understand why they need to be there?
- For all intents and purposes, by dipping into reserves – service has maintained status quo so people are not paying attention – the reserves have floated the budget. When you get to the money part of this everyone says yes to a red truck and ambulance when I call. Even though property tax revenues may go up 30% we either have to take real cuts or go back to the voters.

Mark briefed the Volunteers that values are going up roughly 26%, but revenues will still be lower compared to a few years ago since values fell approximately 42% during the recession. Property tax revenues will be about 25% lower than the “high years” – such as 2013. .

Volunteer members then asked a series of questions and made a number of comments (below)

- Just looking at the discussion questions from the slide show and from the public's reaction "I" see no controversy so people do not get involved. i.e. the new bridge in Glenwood brought out a lot of folks because it was controversial. What are your next steps – where do we go from here? **Mark** said that we are getting some good recommendations out of these meetings.
- Are you going to your meetings saying "your service will be cut"? **Mark** explained that the point was to gather information and not start with options or if this than that type of scenarios. We have not been directed to do that and as the plan is still evolving so we don't know what the options/recommendations will be.
- Would we agree that we should be more forthcoming with what is going on?
- We need better communication from our Board to tell the public what is going on.
- Do you have a website or a place that we can put information?
- I thought tonight's meeting was an opportunity to get input from others just like the previous Almont meeting.
- We got into the grit with the discussion with Almont. And I thought we were going to see the results.  
**Ray** reviewed what the previous Almont meeting entailed and the topics that were discussed which included a review of what Almont was going to consider in their part of the Master Plan.
- The public is apathetic – when we got our two year reprieve having told everybody we needed money – what did we do?? we held a shindig in Redstone, bought a new fire truck. The attitude was the Fire District thinks the public are suckers; they'll go for it again.
- It that the public's perception? We ask for money – then spend it?
- My understanding from Almont is if something was discussed ad nauseam they made it a topic but there is a lot more information that we talked about then what you showed us as their early results – Almont has a lot more information that we gave them then what you showed.
- I think that feedback needs to be fleshed out in the plan.
- I would like to see us come up with a department message or goal. It feels like it is in a bubble right now. We as a department need to shut up or go with the flow or take our issues and put them in front of the public until the public understands what we are up against.
- Before the mil levy vote of 2013, we were told to "shut-up". In other districts we've gone out there to drum up support. So for me we've gone through this period of tight budgets because we were told to put the trucks in the garage, shut up and "we "will take care of this.
- If we need more money, more ambulances, we need to tell the people of the district and they need to know what we are doing.
- We should be more up front with the issues today and tomorrow.
- The other thing that lies at the base of this is that an all volunteer district is in transition to paid personnel. Will we be able to provide the same LOS?

- This all started because after the defeat, the CAC said we need a plan. This is our blueprint. We need to rephrase our cause – don't use scare tactics – but need to rephrase to get community input and involvement.
- We heard loud and clear from the CAC; do not go for another mil levy without a master plan.
- Provide clear, concise communication/message.
- There is a possibility that Almont will say you need this, and people say we want that, but the voters may still say no.
- We are all vested in the fire district but if the public doesn't understand then where does that get us?
- Alert the public. In the other election the word did not get out, I never heard a word about the mil levy. The public then has no idea about the question.
- At the end of all of this it seems we want a plan, approach, or budget that we can all support so the public knows we support this.
- I agree 100% but we want to see the survey results addressed in the plan not just the results of the survey in the plan.

Everyone realized partway through the meeting that what Chain and Lamont thought was the purpose of the meeting was different than the Volunteers' vision of the meeting. After some frustrated discussion of the purpose, several attendees left, and some left to respond to a call for service, but things settled down and Chain/Lamont tried to make sure that all questions were answered and anyone that wanted to comment on the process or the District had done so. The Volunteers agreed that because of Almont's meeting and the meeting tonight enough room was created to provide feedback and air critiques.

**Leslie** asked if the attendees at tonight's meeting were representative of the diversity of opinions of the Volunteers. Most responded yes there is good diversity at this meeting and there was with Almont.

After the meeting **Leslie** had a one on one conversation with a Volunteer that was present at the Almont meeting as well and wanted to expand on "communication".

*There are communication issues throughout an organization. Here, it is not clear or effective. It goes out once and if you miss that email for example you miss it. I am not sure why there is not a feedback loop. The website and Facebook page are not updated. It is difficult to find information. This process is a good example. Others know what is going on but many are not getting the information. i.e. having an open house. Therefore information gets out late. There is no cohesiveness in outreach efforts. The message during the election was to shut down all discussion.*

*I believe that the staff is not using our assets. No one asks how we can help. As Volunteers we would go to the skate park, schools but it seems the staff doesn't want to impose this on us.*

*Almont needs to know that what they heard at the Volunteer meeting with only 9 members attending was a very good representation of opinions of the Volunteers. Opinions ran the whole gamut.*

NEIGHBORHOOD MEETING PUBLIC COMMENTS – COUNTY ROAD 100  
MAY 18

Two attendees; Gene Schilling, Board members; Rob Goodwin, staff; Joanne Teeple and Joe Enzer, steering committee.

Mark introduced the Master Plan to the attendees and made the presentation.

- Joe Enzer pointed out that in 2014 the District had a budget surplus of \$800,000 and asked why it was so much – or not connected to the budget? **Mark** responded that the extra money was shifted to the Reserves.
- Joe stated that an article said that the District was \$800K short but won't the District just be \$250K short? **Gene** pointed out that the District has been in deferred maintenance mode and they will need to build back up the Reserves. They should always have a couple million dollars in the Reserves.

Based upon the suggested Discussion Questions the following Q&A ensued:

- Is it possible to cut back the services to fit within the expectations or must you keep expanding? **Gene** responded that the big item is the ambulance service so cutting that LOS would be possible. Another is to increase the response time and staff cuts which would prevent concurrent responses if calls come in at the same time. It depends what the District residents want. But the bulk of the cost is the ambulance service. **Mark offered** that the ambulance costs are close to 2/3 of the expenditures.
- I thought the mil was adjusted to keep service as property tax revenue decreased? **Mark** said that the operating mil cannot be adjusted. **Gene** said that if people say we want to keep same LOS then we might look at a small mil to bridge as property values come back, and then expire that when values fully come back.
- The maximum amount of money collected was in 2013. The District has only been short of revenues for two years. **Gene** said that the temporary mil levy approved in 2011 expired in 2013 so in the last two years the District has been using Reserves.
- What is an adequate Reserve fund? **Gene** said \$1 million is what the Board talked about recently, but we are looking at equipment purchases, stations maintenance. **Joe** said that currently there is \$1.6 million in Reserve.
- **Joanne** said that the District could be on the hook for \$1 million to the Feds for a big fire. In 2004 the District voters voted for paramedic LOS so one of the questions that the Steering Committee is asking is “what do the people want.”
- In this day and age it doesn't seem like folks expectations of LOS will go down.

- Did you do a bad job of selling the referendum? **Gene** yes, but don't want to keep going back to voters. Look at a time limit to build back up Reserves, ask for half.
- If the public wants to maintain this level of service they shouldn't be surprised to have to pay for it.
- **Gene** said that a lot of the costs of the County Road 100 fire were paid by Federal and State funds but those funds are no longer available.

## NEIGHBORHOOD MEETING PUBLIC COMMENTS – RANCHERS-LARGE PROPERTIES MAY 19

5 Property Owners or their representatives; Gene Schilling and Carl Smith, Board members; Rob Goodwin, staff;

Mark made the presentation then opened the floor for discussion:

- I think you guys do a hell of a job.
- You provide really good service and take good care of me but when the bill shows up – whoa it seems very expensive but I do not know the ins and outs.
- The one time I needed an ambulance in my field 2 miles away, it seemed that the response was too long.
- It is hard for me to understand your finances.
- This might be just gossip but I've heard that if you volunteer for 20 years then you get a stipend for life, is this an unfunded benefit? **Carl** responded that is 20 years of service and reaching the age of 50. There are also options for 10 years of service, but the pension for that level is 50% of the 20 year. There is a Fire/Police pension actuary who figures out the benefit and how to pay and keep it all funded. **Gene** said the state and district covered the cost on a 50/50 basis
- Where is that in the budget? Personnel or Miscellaneous? **Gene or Carl** said that a volunteer has to have 36 hours training and we used to require that they respond to X calls per month and X training hours per month but we did away with those requirements. Therefore, the standard is 36 hours of training for the time being. However, we are thinking of implementing some of this again.
- I was surprised that personnel costs are higher than equipment costs. Most ranchers will not pay themselves so they can keep the equipment tuned up. **Gene** said that they can only cut personnel so much and then have to cut equipment. Right now we have cut so much that we are into deferred maintenance. **Carl** said we have 2 mechanics to keep equipment up to standards.
- Where is equipment replacement in the budget? **Mark** responded in capital expenditures.
- Where is significant equipment purchase? **Mark** pointed out that in the expenditure slide of the presentation although that slide is not the whole picture – it is not boiled down to details. Significant expenditures are usually noted in the Capital Fund, not the General Fund. This presentation focuses on the General Fund – the day to day operations. Where does the money come from for capital/equipment? **Mark** said the Reserves and the 2004 bond election; funds are transferred to the capital fund for capital items. Some revenues also come from development impact fees – which are related to land use approvals.
- What do you do with a surplus? **Carl** said it is put into the Reserve but they have not done that in the last two years.

- In response to a question about the valuation increase, Gene said they have been advised to plan for a 28% increase but it will take over 5 years to get back up to where they were before the values dropped. **Carl** reviewed what he has heard in Pitkin and Garfield Counties: those that went down the most have come back up the most. But the valuations and revenues are still lower than pre-recession levels.
- Is there a plan to continue fire mitigation like up on Panorama? On BLM? Private Land? **Rob** said yes and still looking at pile burning, etc. but no plans on private property. **Carl** said that we have heard that this is a service that folks are interested in keeping. **Rob** said that as part of summer wildland fire mitigation we will do consultations and pass along information. They are happy to work with private property owners on mitigation.
- **Gene** said that the budget is on the website and is broken down line item by line item.
- This meeting seems to ask the community to try and decide on the budget but it is hard to present the budget to the people and the more you can inform the folk the better.
- Since capital expenditure has been deferred will you get hit up big time to catch up? **Gene** said that at some point capital items will have to be replaced.
- It seems to me that folks are going to get hit with a value increase and perhaps a mil levy increase might be too much. **Gene** said we are looking at choices, maybe no paramedic vs. EMT. If we get \$450K we are still short without going into reserves. It is my opinion, but I will want to consider a tax increase with a sunset of 5 years to see if values come back and if they don't then we reevaluate service levels.
- **Mark** commented that we heard that some folks expect slower services by the virtue of choosing to live in the rural area.
- I would think if you choose to live in a rural area the budget should not have to increase for your "choice"
- Another thing – this building and old truck...if I was on the Board I would not have been convinced that this building was a worthwhile expense of the fire districts money. So you need to educate us on why the Cadillac when there are budgetary constraints? We need more information.
- It changes people's perception. Is this a lean and frugal organization or profligate spending?
- **Carl** stated that the Steering Committee has been very clear that this effort is not for a tax increase. It is a Master Plan but the plan will include a no tax increase scenario.
- Just having the information on what and how equipment is to be replaced will be helpful. **Rob** said the oldest engine, 1984 will need to be replaced. The 1992 bond helped build stations 4 & 5 and equipment is ready to be replaced.

- I would be surprised if folks want to pull back on ambulance. Although I don't live on Missouri heights, I would say let the fire burn because it is better for the land.
- What's your reserve now? And what investment does it return? **Gene** said \$1.8-\$1.9 million. Nothing that is the law.

## PUBLIC COMMENTS OUTSIDE OF NEIGHBORHOOD MEETING

The following comments are from citizens that the consultants reached out to because they could not attend the neighborhood meetings or as is the case with one of the below respondents, was the only attendee at a meeting.

**Respondent A in a one on one interview:** General Q&A based upon the power point presentation: How many paramedics and EMTs are paid? Four paid paramedics, four EMT-I, four administrative staff are EMT-I and four ALS.

Wasn't there an ambulance at Station 4? Yes. We had plans to add 2 bays but could not construct them so we put the ladder truck in there and moved the ambulance up to the main station. The majority of emergency service calls come out of Carbondale. Staff does live in Station 4 from time to time. In the long term there are plans to have staff and ambulance full time at Station 4 particularly as that area of the District builds out.

Is the opportunity to live in one of the District's dwelling units figured into compensation? Yes. Most of those residents do have day jobs. What % of compensation is housing as I think housing is a constraint and should be addressed in the Master Plan.

What is a rescue squad unit vs. an ambulance? We have an excursion vehicle with high clearance that can help with backcountry extractions that take a victim to a waiting ambulance.

Of the alarms, how many are false? The majority, 90%, and we'll only send one vehicle. What are the service/other calls? Stand by like rodeo or football games, etc.

From the 2004 Master Plan what predictions/goals were achieved? What did you expect to happen? The first 5 years the plan expected growth. Most capital construction projects were accomplished but could not add 2 bays onto Station 5 or the training facility as there was not enough money to finish those projects. The 2004 master plan allocated money to go to paramedic level of service.

What was the bond issue amount? How much of the bond was used? The bond issue was for \$6,750,000. The yearly payment for the District is \$625,000. It was all spent. The payments will run through the year 2024. Reserves were also spent and the District built them through 2013.

Is there a map of ISO within the District? Most of the District is ISO 5. Basalt is 4 and I think Glenwood is a 1.

If I focus on the comparables it says to me that Basaltines are willing to spend more money than Carbondale is that too simplistic? Yes, the 2013 ballot defeat was the first time that voters in this District denied a ballot measure for the District. Carbondale's District is a narrow, far flung area whereas Basalt is more compact.

How many certified wild land fire fighters are in the District? Almost all of the personnel are trained wild land fighters.

Despite the new holding tank, wildfire is still a big fear, I believe. It takes 500 gallons/minute to protect an adjacent structure from a burning structure next door.

I've read that fighting fires on Federal land is reimbursed, correct? Yes, the engine time is paid, staff will usually get overtime, and if a shift needs to be covered here at the District then the Feds will pay for that. We do not make money but save money because we are not paying for the shifts here. Another benefit is the staff gets great experience. However, this year due to being short staffed we will not send anyone out because we cannot back fill.

What does the District get for paying for training? We have a contract with the volunteer or paid staff.

As related to the discussion questions: I see a mil levy question on the ballot and my response is: oh I see the boys want more toys. However, as a resident I assume the Board has my best interest in mind. Related to 2013, everyone was sucking in their guts so the District should have done so as well. The average working Joe's opinion of government was not good.

As an average citizen the communication I get is that this Master Plan will tell us the projections are X and in this timeframe but we are seeing an increase in property values which is going to account for Y. So the Master Plan should tell us that the increase in value = X and the expenses will be A&B. I think the average Joe will want to see this. I expect a path forward, there are the likely needs, and this is how we will pay for it and how you will account for those goals.

I think a comparison of the previous Master Plan (2004) and its accomplishments would be helpful. Make that available on the website. Also put the budget on the website in a user friendly, easy to read, format. Communication should be more constant other than when you need money. I realize there is a fine line between privacy and public knowledge but I think you should post your calls and whether they are emergency or fire. It will help people understand why the district needs more \$. Say something like: how many paid vs. volunteers were on a call and the ladder truck was particularly useful because.....

The wildfire patrols were a good service. But it needs to be communicated. Something like: "We are looking out for you. We think of the things that you would not think about because that's what we do."

I get my info from the Post Independent or the Times.

**Respondent B via email:** Having never made a fire or ambulance call I feel the current level of service is ok. As a member of the community I have been exposed to the workings of the department by current members and by media reports concerning expenses. My first area of concern is transparency to the public by the current board, and I have a couple of suggestions: first, make the positions on the department board voluntary, second, appoint a member of the

town council to sit in on the board meetings and have the minutes reported in the newspaper. I think that the attitude of the current board is that the general public is not capable of comprehension/management of a fire district. This might bring to light some of what I feel is gross over payment in staffing, including benefits.

I think that there are too many assistant chiefs, and the compensation is overly generous. The structure of the department from the chief to the last volunteer should be redone and streamlined. A recognized structure would avoid bubbles of employees reaching the same position (asst chief) at the same time. I think every firefighter from the chief down should have a minimum number of "calls responded to" per year.

I also think there should be a required physical fitness test, from the chief down, administered annually with minimum standards to maintain.

My feeling as a taxpayer is that I want to see lean, mean departments, not a bunch of good old boys telling me that everything is under control, just keep paying your taxes. I voted against the last bond request and will continue to do so until there is some change at the top.

**Respondent C based upon review of questions prepared for neighborhood meetings:**

Present services are good and the services desired in the future are fire protection. Using the roving fire suppression unit during wildfire season is a benefit but when no wind or dry lightning storms are happening that day, I think it is overkill. I would like to see the District be more strategic as to when they head out. The Panorama fire response was good.

With regard to emergency services I expect to be stabilized for transport to the Hospital. I am willing to pay for paramedic service when the District is financially sound, it is a benefit, and I don't know if we need a paramedic on every ambulance. I would expect Almont to explore the calls and numbers between BLS and ALS and who really needed them. Was the service needed or was it just a cat in the tree? This should be dissected. How can dispatch be worked into this to enable screening? I realize that I live in a rural area and there is a risk with living in a rural area. I have my own plan for wildfire mitigation.

What do you want to know about the District? I want to know that the Fire District is responsible and frugal with my tax dollars. That it is not a good old boy network. I don't need to know facts and figures; I like how they publish calls in the paper. I want to know my District is accountable to the taxpayers first and foremost.

To address their fiscal challenges I would look to the District to first cut expenses then consider raising revenues. A third party objective analysis should outline a strategic combination of both.

In your opinion why was the ballot measure defeated? Because the District looked greedy, they didn't know when to stop. They ignored those suffering due to the economy. Just adding a sunset is not the solution – that says give it to us for now but we will be back. I think they've been living big and not as frugal as they should be. I'm not convinced they are watching every cent. 75% of my tax money is going to a necessary function yet 25% is spent on gravy.

I don't think our tax dollars should be used to fight fires in other states. The District is paying salaries for those fighting fires in other states and they are getting paid by the USFS or Fed. I don't think that is a function of this District or my tax dollars.

There are other items that I think the District should charge for services provided such as development plan review; smoke detector calls, etc.

I think a reasonable reserve fund should be 3-6 months of expenditures. I expect the District to have a plan that looks at risk exposure over time; population patterns of growth in the District; where is development occurring, assess the real needs as opposed to wants. The current plan has a list of toys and how do we buy them. It seems that a master plan would also explore the future provision of services i.e. it seems that structure fires are not as big an issue due to alarms, building codes and the focus should be on wild land fires, and emergency services.

I believe the top 3 challenges for the district are to develop sustainable funding based on an objective third party analysis of the needs; urban wild land interface; fire district credibility.

Ideas: contract with trainees and if they leave w/in x year they owe the training fee on a pro-rata basis.

**Respondent D in response to the Almont survey:** I have a long-standing concern that does not fit well into your e-mail attachments for feedback. My concern is about the ability of our fire department to handle forest fire, specifically in the Crystal River Valley, but also throughout the rest of the Carbondale fire district. Since most of the forest on the Crystal is owned and managed by the USFS, they would play a major role in fire management and suppression for fires on their land. Accordingly, a great deal of my concern asks; are both the Carbondale fire department and the USFS prepared to deal with a forest fire on the Crystal, and are the two prepared and coordinated? Have they met face-to-face, do they have a plan in-place and are there assignments of responsibilities? What about fires that may happen on oak brush forested land in other parts of the Carbondale fire district, not on USFS land?

I would be comforted if a true national expert team in fire management and suppression were to be brought in to analyze the unique nature of the forested parts of the Carbondale fire district and make recommendations to protect us before a fire starts, and also to outline how do deal with fire if it were to ever happen. I am aware that such experts exist, but I am concerned that our local fire folks are not qualified and just don't have the background or experience to do the job. I'm sure such an analysis/review would be very expensive, but it would be tiny compared to what's at risk!

**Respondent E in a one-on-one discussion:** The Board does not appear to be prudent with its financial resources. Sometimes I have a mistrust of the Board. But most importantly, the Board will need to be very realistic if/when it goes to the public for a mil levy increase.

It appears as if the Chief wants to move to a full time, professional staff, and the resources may just not be there. Some thought needs to be given about various ways to be efficient and save money. For example, I hope someone has done the analysis about how many times paramedic level service (interventions) was needed and if perhaps qualified EMT's could be utilized in many circumstances rather than the trained paramedics. There could be a savings there. I don't think citizens in the area always expect the newest and best equipment. Real estate values are going up again so taxes will be increasing even without an additional mil levy. Does the district need the money over the next few years? This plan should do an analysis whether an increase will even be needed over the next few years. I have noticed that when a position became open recently, that a new person was hired relatively quickly. Perhaps that position should have remained "open".

The Board does not appear to have an articulated vision of what they are doing or the services they are providing. Most of the Board has been there for a long time and they need to really have extensive discussions on the services they provide and how they provide those services.

The District should place a priority on the Master Plan. If they think they need a mil levy increase, they should not push that agenda until the Master Plan is complete. It is my opinion that they would have a much better chance going for any mil levy vote in 2016. If they move before the Master Plan is in place, it will be easy to oppose.

The Citizen Advisory Committee (CAC) spent a lot of time analyzing the District and perhaps they should be brought in somewhere along the way to review a draft of the Master Plan. Actually, the Steering Committee and CAC are concerned groups and a good mix of the citizens. Make sure you get their review and comment before taking it out to the Citizens' again for further input.

In summary, get the Master Plan in place after review by the Steering Committee, CAC and the Board of Directors. Get the plan in place first. Then, if you need an issue put in front of the citizen's at a regular or presidential election. Finally, make sure the increase is modest and that it has a sunset.

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# MASTER PLAN

## COMMUNITY INPUT FOR THE FUTURE

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The logo for Carbonale & Rural Fire Protection District is circular. The outer ring contains the text "CARBONALE & RURAL" at the top and "FIRE PROTECTION DISTRICT" at the bottom. Inside the ring, the words "CARBONALE" and "RURAL" are on the left and right respectively, with "REDSTONE" at the top. The center of the logo features a mountain range with a sun or moon rising behind it. Below the circular logo is a horizontal line with a central knot or ring.

### **Appendix C – RRC Survey & Results**

## Carbondale Community Expectations Survey

1. Overall, would you say that the Fire Department in your area is doing a good job?

- Yes
- No
- Unsure/Don't Know; No Response

2. How would you rate the capability of the fire department in:

	VERY LOW	LOW	SATISFACTORY	HIGH	VERY HIGH	DON'T KNOW
Extinguishing fires	1	2	3	4	5	x
Providing fire prevention services and public education	1	2	3	4	5	x
Providing emergency medical services	1	2	3	4	5	x
Providing specialized services such as with the Jaws-of-Life extrications, water rescues, and hazardous material, high angle/rope incidents	1	2	3	4	5	x
Responding quickly to fire and medical emergencies	1	2	3	4	5	x

3. How would you rate the fire department in:

	VERY LOW	LOW	SATISFACTORY	HIGH	VERY HIGH	DON'T KNOW
Having enough fire stations	1	2	3	4	5	X
Being financially responsible and prudent	1	2	3	4	5	X
Value of services provided in relation to property tax levels	1	2	3	4	5	X

4. Overall, how familiar are you personally with the services provided by Carbondale & Rural Fire Protection District?

NOT FAMILIAR			FAMILIAR			VERY FAMILIAR
1	2	3	4	5		

5. Which of the following best describes your primary sources for your opinions and perceptions of Carbondale & Rural Fire Protection District? (Check up to 2 categories)

- Direct personal experience
- General sense from living in the community
- Information from the media
- Information from family or friends
- The District's web page
- Another source (please describe): \_\_\_\_\_
- Don't know/no response

6. Within the past 5 years, have you, or has someone in your household, called 9-1-1 from a local residence for either a fire or medical emergency?

- Yes
- No
- Unsure/Don't Know; No Response **GO TO Q. 9**

If you have called 9-1-1 for a fire or medical emergency:

7. Was the nature of your most recent 9-1-1 call primarily for a fire or a medical emergency?

- Fire
- Medical
- Other

8. Overall, how would you rate the ability of the Fire Department in their response to the emergency?

POOR	FAIR	GOOD	VERY GOOD	EXCELLENT	DON'T KNOW/ NO RESPONSE
1	2	3	4	5	x

**9. Overall, what do you think are the four biggest issues or challenges for Carbondale & Rural Fire Protection District?**

No issues or challenges (GO TO Q. 10)

**OR check up to 4 categories:**

- Budget, financial issues
- Property tax levels to support services desired by the community
- Defensible space, landscape
- Need more staff and/or stations
- Wild land fires, brush fires
- Response time
- Mud/flood issues
- Growth, population issues
- Resources, equipment
- Careless, unprepared people
- Government, politics, jurisdiction
- Public education, communication
- Other
- Don't know/no response

Do you have any comments on your responses? \_\_\_\_\_

**10. If revenues that support fire services and ambulance service do not reach pre-recession levels, would you agree to pay more property taxes, over the next 5 years, to maintain your current level of service?**

- Yes
- No
- Unsure/Don't Know; No Response

**11. Would you be willing to pay more property taxes to enhance the level of fire and ambulance services in your area over the next 5 years, if it would mean staffing fire engines with more personnel for quicker fire attack?**

- Yes
- No
- Unsure/Don't Know; No Response

**12. Please rate the importance of the following:**

	NOT IMPORTANT	IMPORTANT	VERY IMPORTANT	DON'T KNOW/ NO RESPONSE
Fire prevention and investigation in the Carbondale area	1	2	3	x
Annual fire inspections of local businesses	1	2	3	x
Plan review of new commercial buildings and new developments to ensure proper fire protection is in place	1	2	3	x

**13. Do you think the Fire District should charge for plan review of new commercial buildings and new developments to ensure proper fire protection?**

- Yes
- No
- Unsure/Don't Know; No Response

**14. Please rate the importance of the following:**

	NOT IMPORTANT	IMPORTANT	VERY IMPORTANT	DON'T KNOW/ NO RESPONSE
To investigate and determine the cause of fires in the community	1	2	3	x
To inspect educational facilities for unsafe conditions	1	2	3	x
To have public education programs that educate adults and children on safety topics	1	2	3	x
To teach school-aged children topics on life-safety issues such as water safety, fire safety, poisoning, babysitting, and bicycle safety	1	2	3	x
To teach the public how to use fire extinguishers	1	2	3	x
To have a quick response to a fire within the District boundaries	1	2	3	x

15. What is an acceptable fire response time in the Town of Carbondale?  
 6:00 Minutes                      9:00 Minutes                      12:00 Minutes                      15:00 Minutes                      Don't know

What is an acceptable fire response time in areas outside of the Town of Carbondale?  
 6:00 Minutes                      9:00 Minutes                      12:00 Minutes                      15:00 Minutes                      Don't know

16. How important is it to receive a quick response from an ambulance within the District boundaries?

<u>NOT IMPORTANT</u>	<u>IMPORTANT</u>	<u>VERY IMPORTANT</u>	<u>DON'T KNOW/ NO RESPONSE</u>
1	2	3	x

17. What is an acceptable ambulance response time within the Town of Carbondale?  
 6:00 Minutes                      9:00 Minutes                      12:00 Minutes                      15:00 Minutes                      Don't know

What is an acceptable ambulance response time in areas outside of the Town of Carbondale?  
 6:00 Minutes                      9:00 Minutes                      12:00 Minutes                      15:00 Minutes                      Don't know

Do you have any comments on your answers concerning emergency response times? \_\_\_\_\_  
 \_\_\_\_\_

18. How important is it to have advanced Life Support as part of an initial response?

<u>NOT IMPORTANT</u>	<u>IMPORTANT</u>	<u>VERY IMPORTANT</u>	<u>DON'T KNOW/ NO RESPONSE</u>
1	2	3	x

19. How important is it for the fire department to conform to national standards for firefighting?

<u>NOT IMPORTANT</u>	<u>IMPORTANT</u>	<u>VERY IMPORTANT</u>	<u>DON'T KNOW/ NO RESPONSE</u>
1	2	3	x

**About you and your household:** \_\_\_\_\_

20. How long have you lived in this community?

- Less than one year
- One but fewer than five years
- Five but fewer than 10 years
- 10 but fewer than 20 years
- 20 years or more

21. Do you own or rent your home?

- Own
- Rent
- Don't know/no response

22. Into which of the following groups does your age fall?

- Under 25
- 25 to 34
- 35 to 44
- 45 to 54
- 55 to 64
- 65 to 74
- 75 or over
- No response

**23. Which category best describes your 2014 total annual household income before taxes?**

- Under \$25,000
- \$25,000 to \$50,000
- \$50,001 to \$75,000
- \$75,001 to \$100,000
- \$100,001 to \$150,000
- \$150,001 to \$200,000
- \$200,001 to \$300,000
- More than \$300,000
- Don't know
- No response

**24. Gender**     Male     Female

**Do you have any additional comments concerning any aspects of emergency services in the Carbondale Rural Fire Protection District?**

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Thank you for your responses.



# **Carbondale & Rural Fire Protection District**

## **Summary of Survey Findings**

7/15/15

# Introduction/Methodology

- The Carbondale & Rural Fire Protection District planning process included a resident survey designed to obtain information on local opinions concerning the District and its operations. The study used two primary methods to reach the community:
  - A mail survey was sent to a random sampling of registered voters in the geographic areas of the three counties that make up the District. This survey provided recipients the opportunity to respond with a paper form (including a postage paid envelope) or online. Additionally, an “open” version of the survey was made available and publicized that permitted residents that had not received a mail survey to participate.
  - A total of 3,277 surveys were mailed with 101 returned as “undeliverable.” A total of 547 surveys were returned using mail or online methods; this represents an overall response rate of approximately 17%.
  - A total of 72 surveys were completed using the Open address with an additional 36 surveys partially completed. These surveys were tabulated and analyzed separately from the responses to the random mailing and results from both sources are discussed in this report.
  - Once survey results were tabulated the demographic profile of respondents was compared to U.S. Census (American Community survey) results. The percentage of younger residents was lower than the actual population in the District. Therefore, a statistical technique was used to reweight responses to more correctly represent the ages of residents.

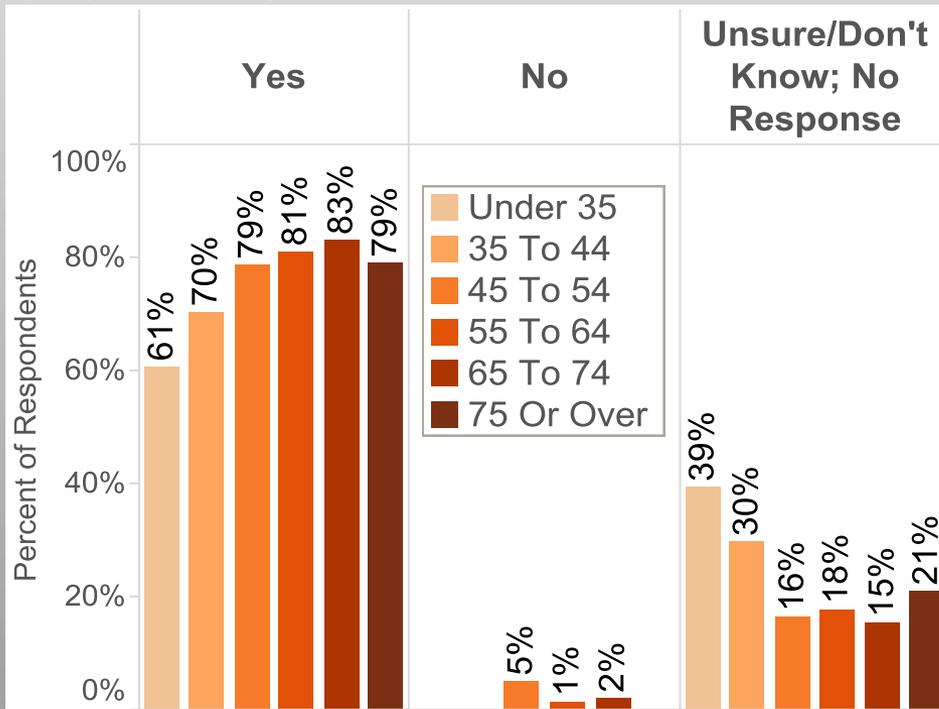


# Introduction/Methodology (Continued)

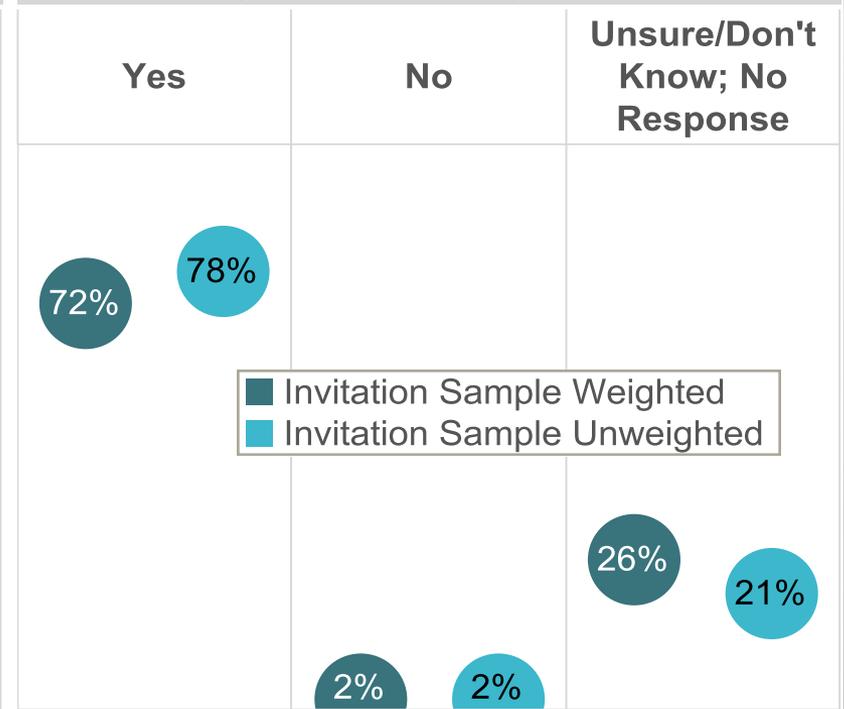
The weighting technique utilized is shown in further detail below. Responses by age for one survey question are depicted on the left, and the unweighted and weighted data are shown on the right. As is shown, the weighted data is more representative of the younger age brackets, and therefore more representative of the overall population in Carbondale.

## Overall, would you say that the Fire Department in your area is doing a good job?

By Age - Unweighted



Overall - Weighted vs. Unweighted



# Introduction/Methodology (Continued)

- The questionnaire that was developed for the District was customized to address local conditions and input from a variety of local sources including District staff, offering wording changes and suggestions. The survey was also adapted from a survey instrument that Almont sometimes uses. We hope to be able to compare results to previous Almont findings where appropriate.
- The questionnaire was designed to permit extensive “open ended” comments. This was an attempt to insure that local conditions and ideas were reflected in survey responses. Over 50 pages of comments were received from survey respondents. They include both negative and positive comments; however, positive/neutral comments outnumber negatives by a ratio of approximately three to one. The comments also include numerous suggestions and observations. These results are presented under separate cover and represent additional input and findings that should be considered as the District plans for the future.



# Overview of Key Findings

- Satisfaction with CRFPD services is generally high, and a strong majority believe the Fire District is doing a “good job.” The survey also indicates a substantial segment of respondents have no opinion – indicative of lack of familiarity with the department and services. The survey results also show there is room for improvement, particularly financially, as identified in the ratings, issues rankings, and open-ended comments:
  - Property taxes
  - Value of services
  - CRFPD’s financial responsibility
- Few residents have needed to use 9-1-1 services over the past five years, but those who have rated it very highly.



# Overview of Key Findings

- The single most important service to respondents is a quick response to a fire or medical emergency.
- Longer response times (12-15 minutes) are less acceptable within Carbondale, but more acceptable in the areas surrounding Carbondale.
- In addition to budget and property tax issues, the top challenges that CRFPD will face in coming years as perceived by respondents include wild land/brush fires and population growth.



# INVITATION SAMPLE RESULTS



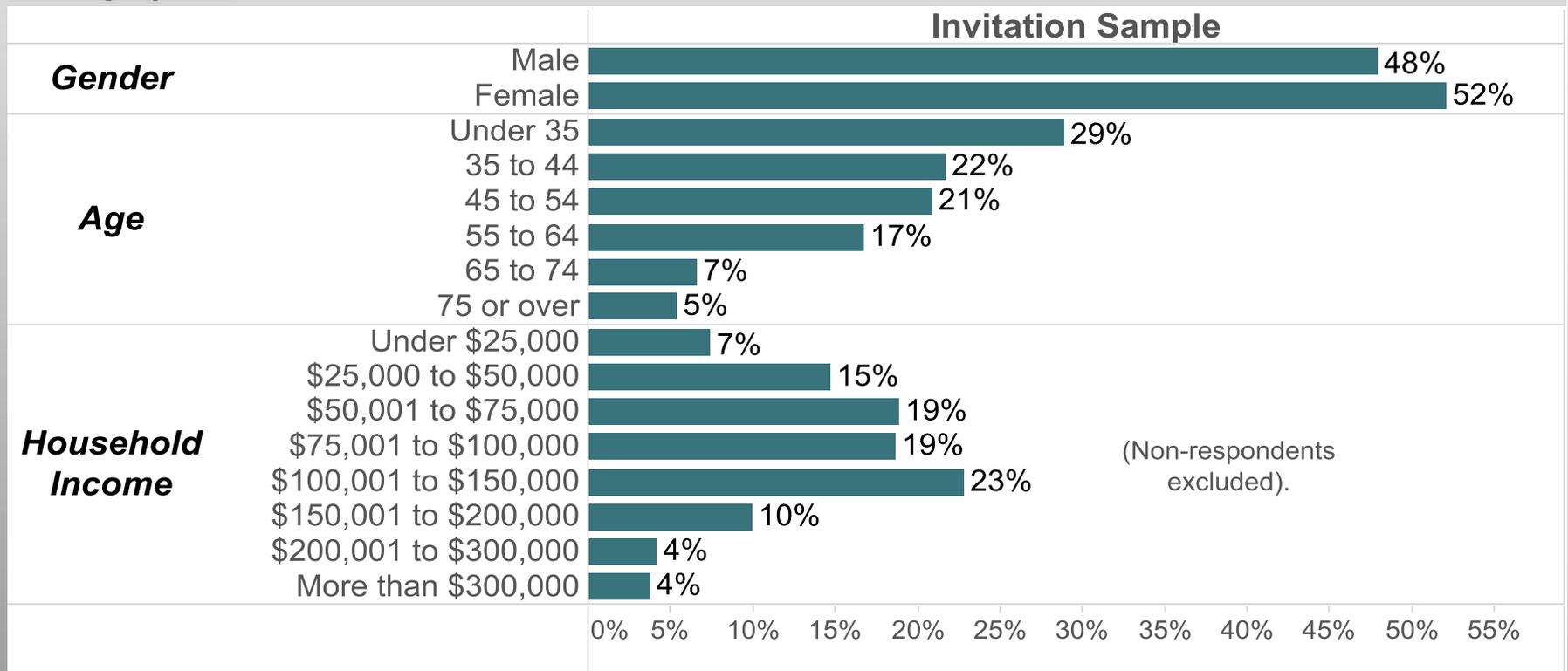
This section of the report summarizes the findings from the statistically valid invitation sample only in order to provide the most accurate summary of the results. All segmentation and related analysis has been calculated only off of invitation sample respondents. A summary of the results from the open link survey follows later in the report.



# Demographic Profile

Respondents were relatively evenly split between male and female. Based on a reweighting of age results, the profile of respondents closely resembles the actual ages of residents. 51% are under age 45, 21% are 45-54, 17% are 55-64, and 12% are over age 65. The sample is relatively affluent, with 41% of those who selected an income bracket reporting household earnings of over \$100,000 annually, and 38% between \$50,000 and \$100,000.

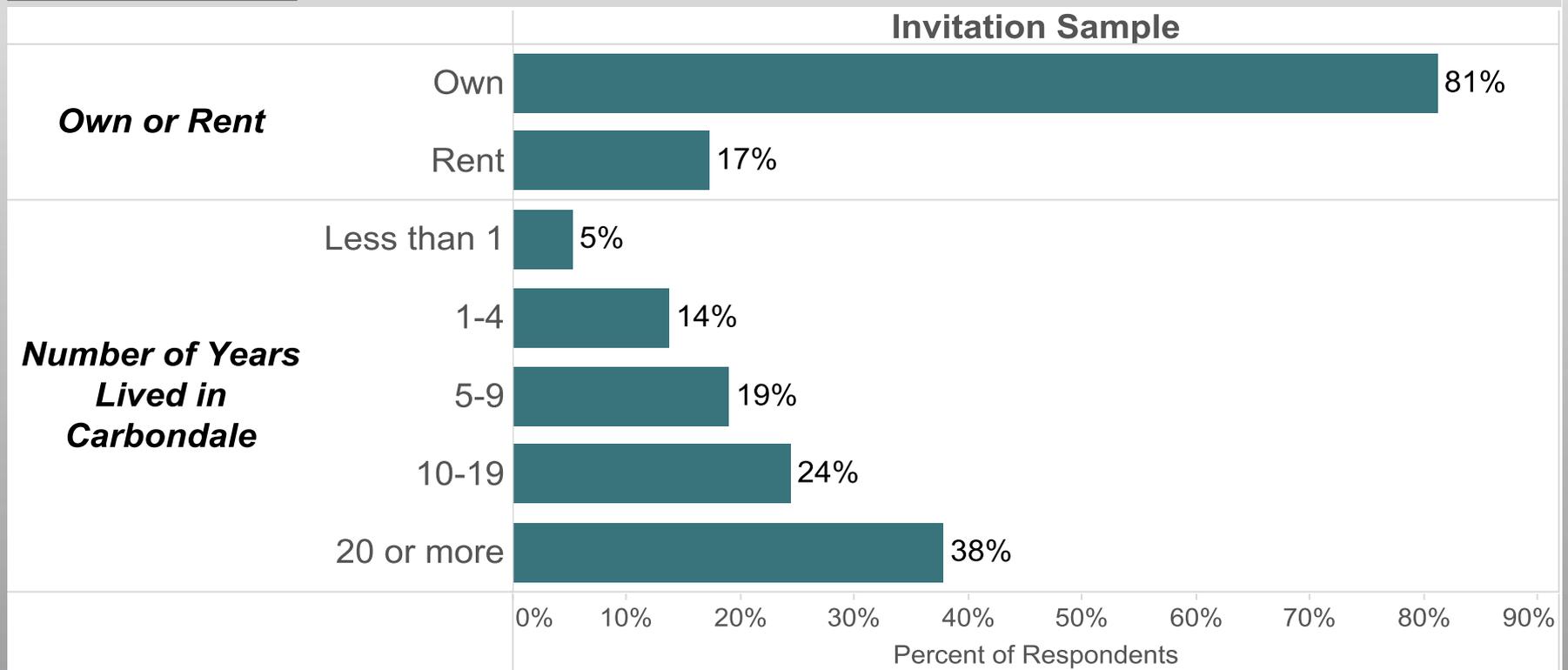
## Demographics



# Residential Profile

Most respondents own their Carbondale area residence (81%). Many have lived there for a long time, with 62% reporting that they have lived in the area for over 10 years.

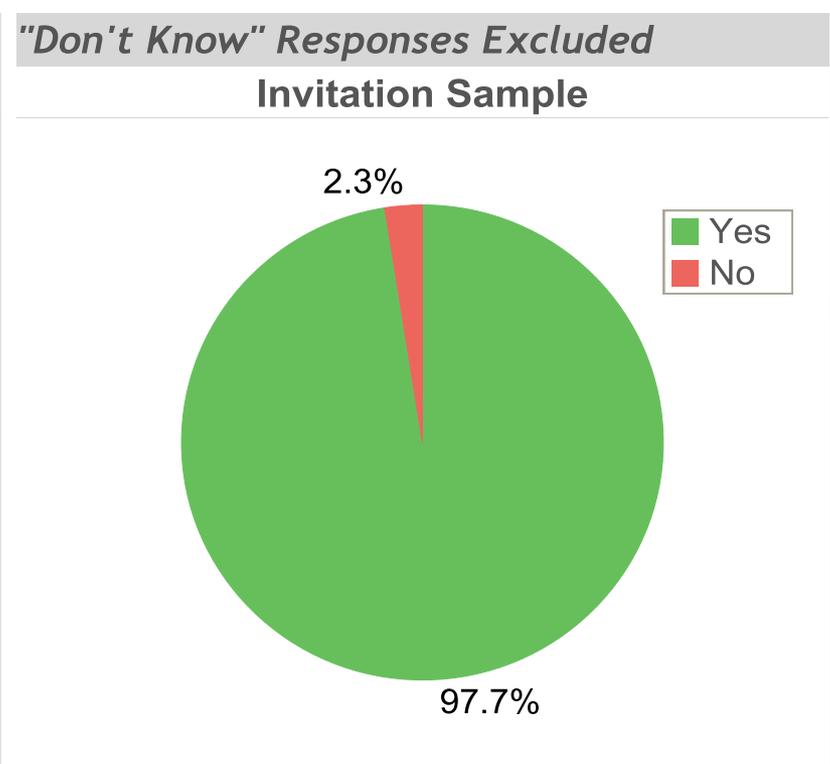
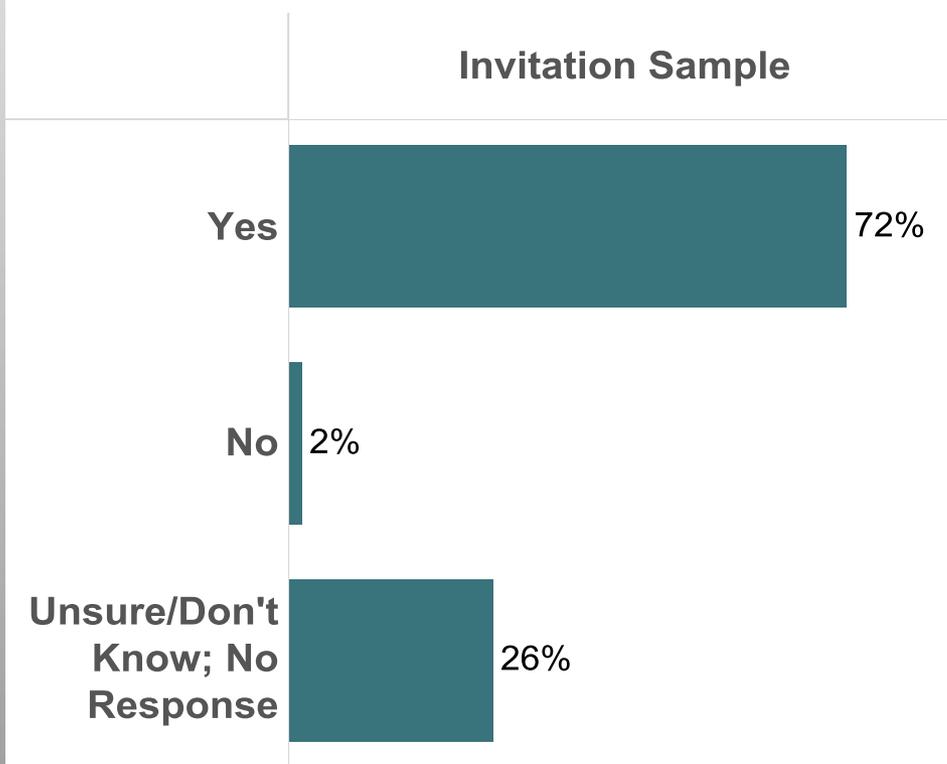
## Residential Profile



# General Opinion of Fire District

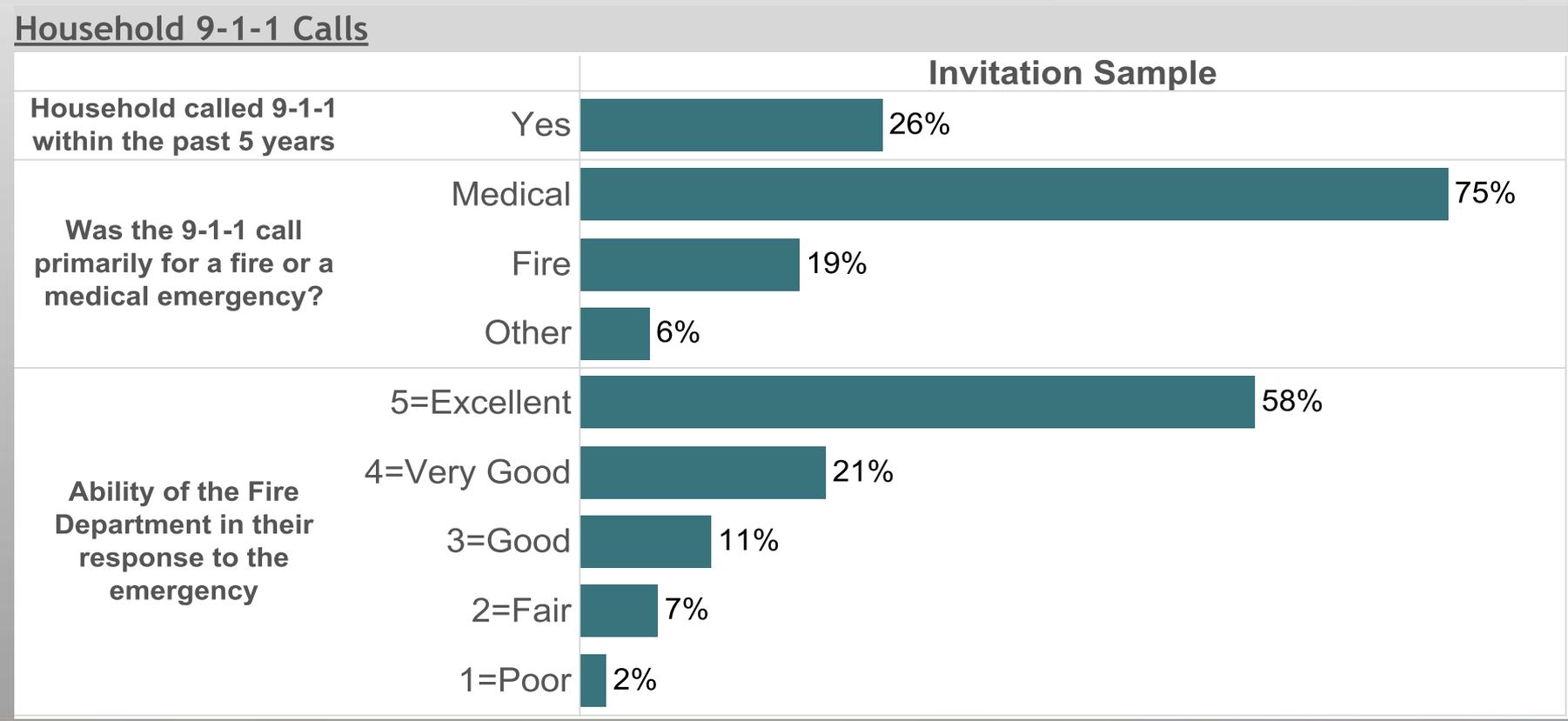
The graph below portrays the percentage of respondents that answered “yes” to the question, ‘Overall, would you say that the Fire Department in your area is doing a good job?’. Almost three-quarters of all respondents (72%) overall feel CRFPD is doing a good job, a very positive finding. Overall, about 98% of those with an opinion said the Department is doing a good job and 2% said “no”. In an important finding, about 26% of respondents said they didn’t know.

## Overall, would you say that the Fire Department in your area is doing a good job?



# 9-1-1 Use and Response

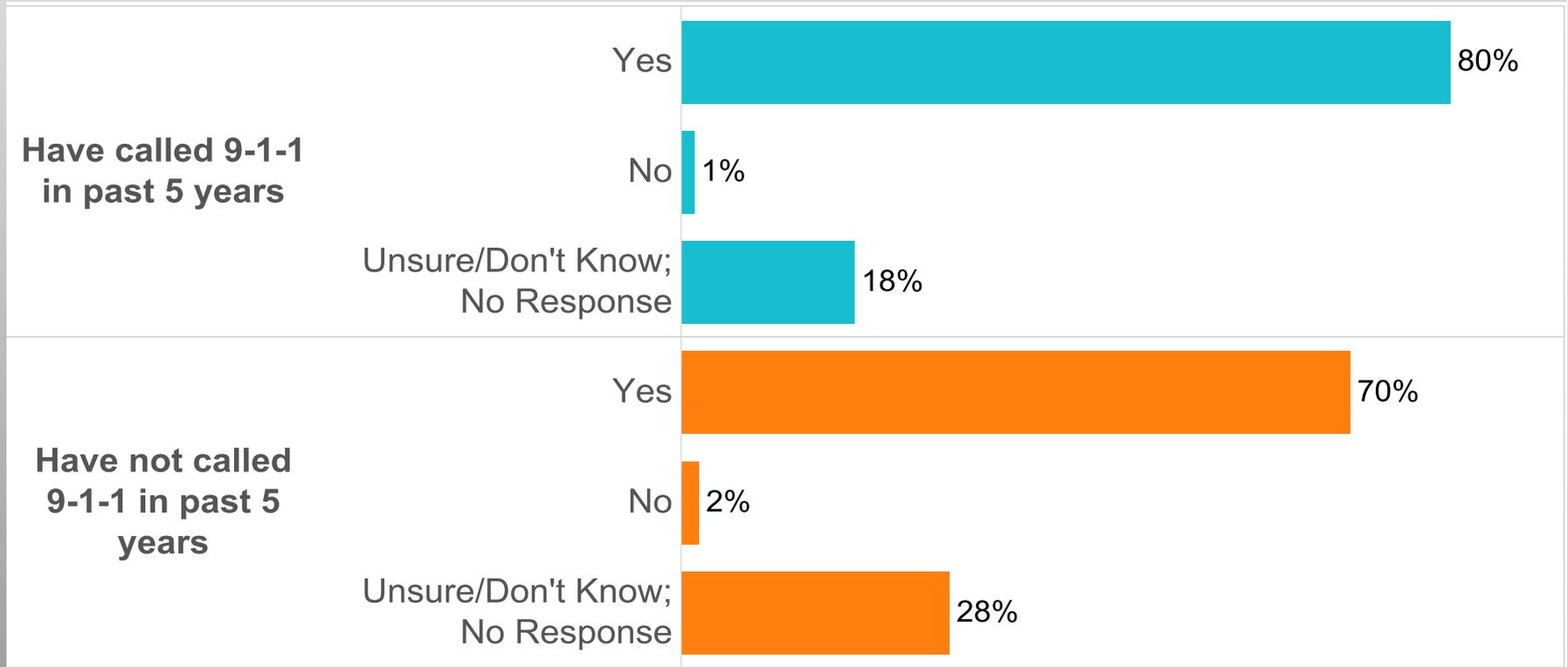
Only about a quarter of invitation respondent households (26%) have called 9-1-1 in the past 5 years. Among those who called, a majority reported a medical emergency (75%), while a smaller proportion cited a fire (19%). Ratings of the Fire Department’s ability to respond to an emergency were high, with 79% providing a “4” (very good) or “5” (excellent) rating.



# General Opinion of Fire District

Perceptions of CRFPD were also broken down by whether or not the respondent had called 9-1-1 in the past 5 years. As would be expected, those who have utilized 9-1-1 services were more likely to indicate that the Fire Department is doing a good job (80%) when compared to those who have not called 9-1-1 (70%). Those who haven't called were also more likely to answer "unsure/don't know" (28%) than those who have called (18%).

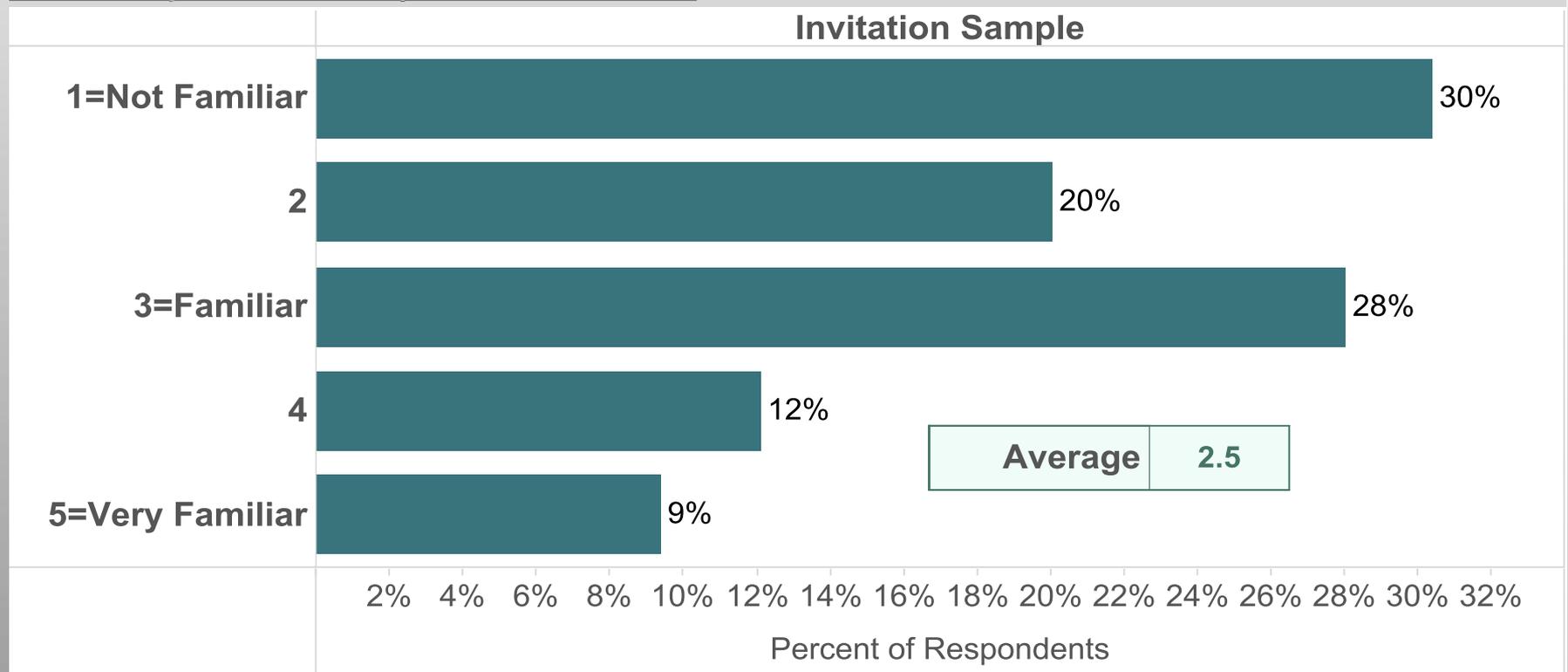
Overall, would you say that the Fire Department in your area is doing a good job?



# Familiarity with Fire District

Respondents were asked to rate their familiarity with CRFPD on a scale from 1 to 5, with 1 meaning “not familiar” and 5 meaning “very familiar”. The graph below illustrates the familiarity ratings of invitation sample respondents. Familiarity with CRFPD is modest overall, with 50% providing a “1” or “2” rating (indicating they are not familiar) and an average familiarity rating of 2.5.

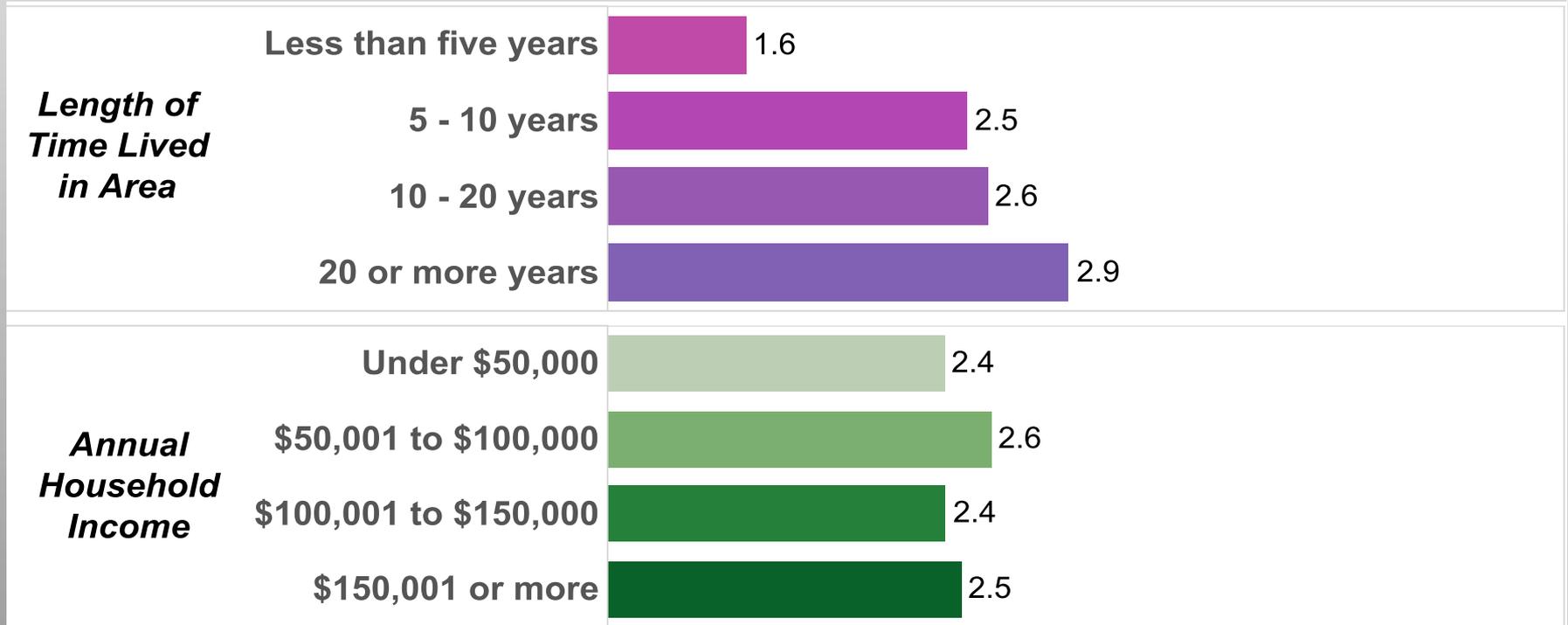
## Familiarity with Fire Department Services



# Familiarity with Fire District

Respondents were asked to rate their familiarity with CRFPD on a scale from 1 to 5, with 1 meaning “not familiar” and 5 meaning “very familiar”. The graph below illustrates the average ratings by each respondent segment. Long-time residents reported a higher level of familiarity with fire and emergency services when compared to newer residents.

## Familiarity with Fire Department Services *Average Rating (1=Not Familiar, 5=Very Familiar)*

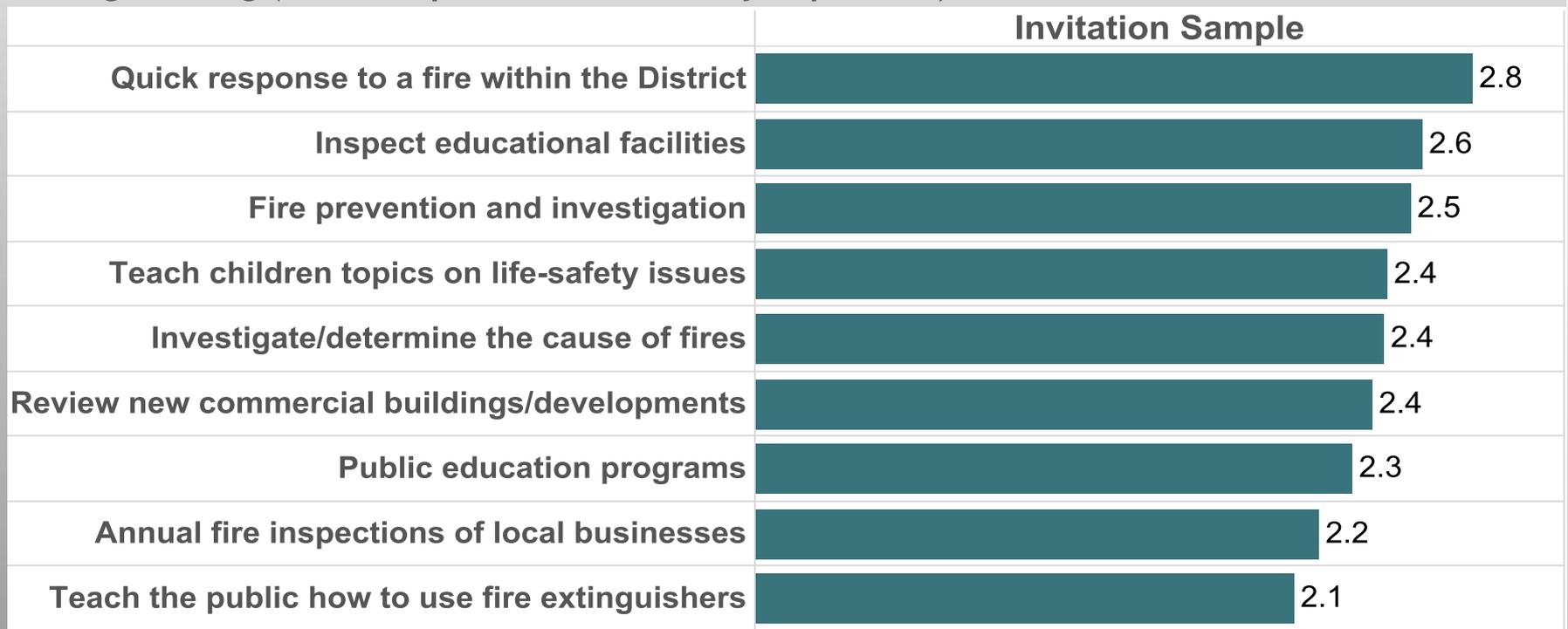


# Importance of Fire District Services

Respondents rated the importance of emergency fire services on a scale from 1 to 3, where 1 means “not important” and 3 means “very important”. The graph below shows the average importance rating for each service. The highest ratings were provided for quick fire response (2.8), inspecting educational facilities (2.6), and fire prevention/ investigation (2.5). Teaching the public to use fire extinguishers received a considerably low rating (2.1).

## Importance of Fire Department Services

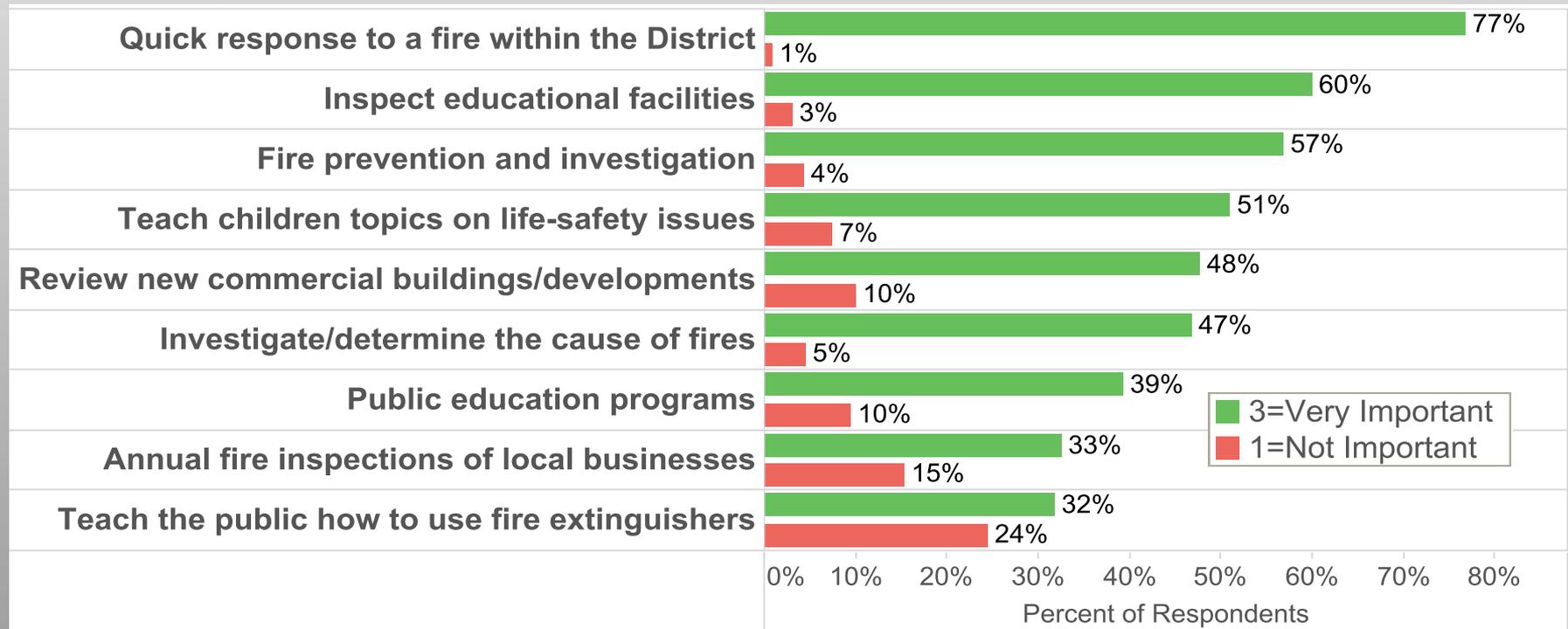
*Average Rating (1=Not Important and 3=Very Important)*



# Importance of Fire District Services

Respondents rated the importance of emergency fire services on a scale from 1 to 3, where 1 means “not important” and 3 means “very important”. The graph below shows the percentage of “3” responses (indicating the respondent feels the service is important) relative to the percentage of “1” responses (indicating the respondent feels it is unimportant). Respondents placed the most importance on quick fire response (77% provided a 3 rating).

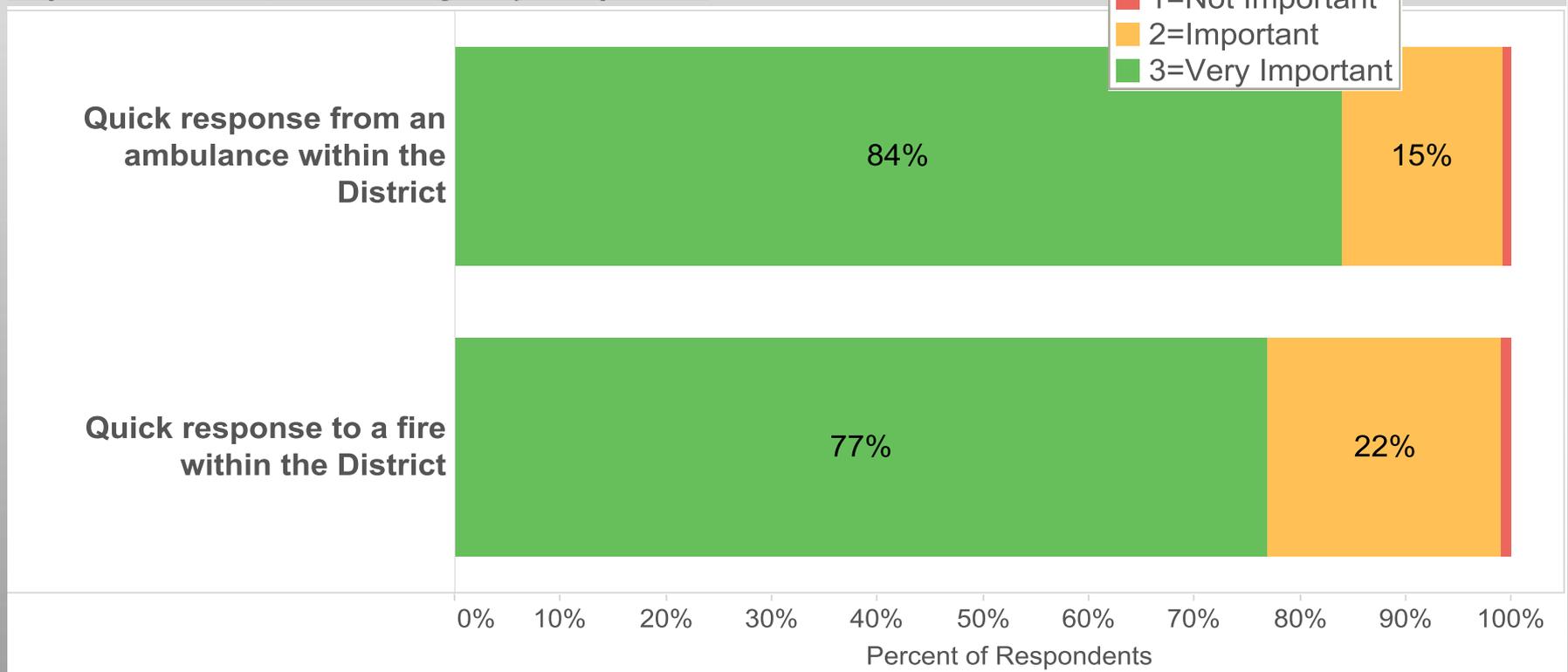
## Importance of Fire Department Services - Invitation Sample Only % 3 (Very Important) vs. % 1 (Not Important)



# Importance of Quick Responses

The importance ratings of quick responses from an ambulance and to a fire are compared below. Respondents again utilized a scale from 1 to 3 where 1 means “not important”, 2 means “important”, and 3 means “very important”. As can be seen below, more respondents provided a “3” rating for quick ambulance response (84%) than quick fire response (77%). Only a small share gave a “1” rating for each item (each 1%).

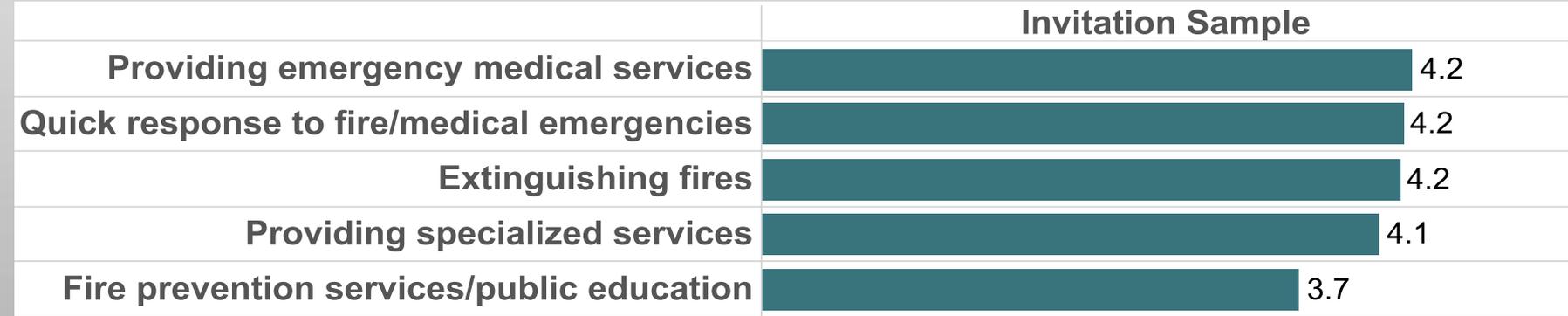
## Importance of Quick Emergency Responses



# Capability of and Ratings of CRFPD

Respondents rated the capability of CRFPD as well as general aspects of CRFPD on a scale from 1 to 5, where 1 means “very low” and 5 means “very high”. Average capability ratings and average general ratings are depicted in the graph below. As is shown, average capability ratings are highest for emergency medical services, quick response to emergencies, and extinguishing fires (each 4.2). General ratings were typically lower, particularly for being financially responsible and prudent (3.2).

## Capability of Fire Department Average Rating (1=Very Low and 5=Very High)



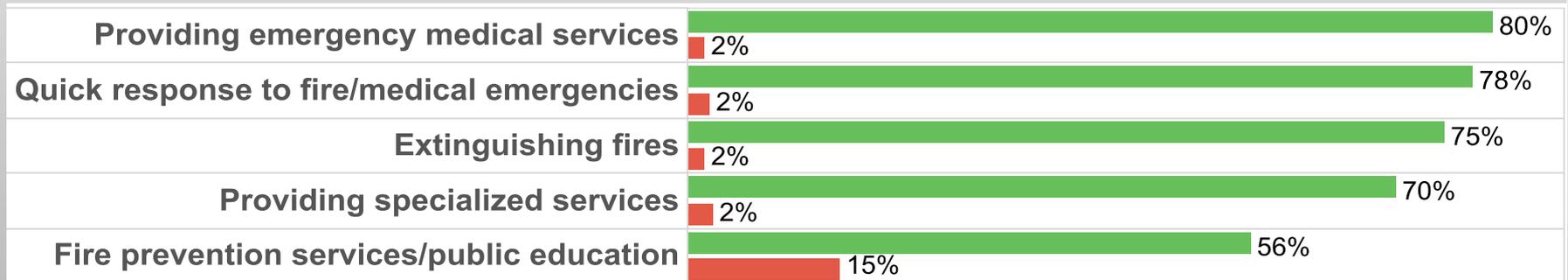
## Ratings of Fire Department Services Average Rating (1=Very Low and 5=Very High)



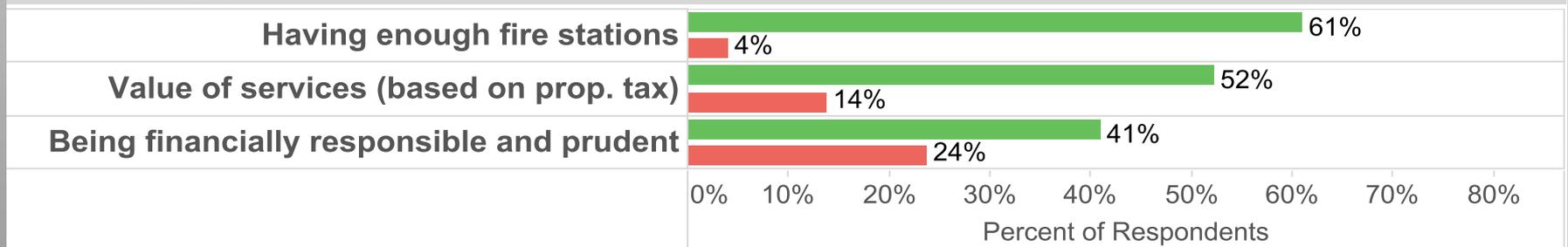
# Capability of and Ratings of CRFPD

Respondents rated the capability of CRFPD as well as general aspects of CRFPD on a scale from 1 to 5, where 1 means “very low” and 5 means “very high”. The graph below shows the percentage of “4” and “5” responses (indicating a high rating) relative to the percentage of “1” and “2” responses (indicating a low rating). Capability ratings are highest for emergency medical services (80% provided a 4 or 5 rating) and quick response to fire/medical emergencies (78%). The general ratings are again considerably lower.

## Capability of Fire Department - Invitation Sample Only % 4 & 5 (High) vs. % 1 & 2 (Low)



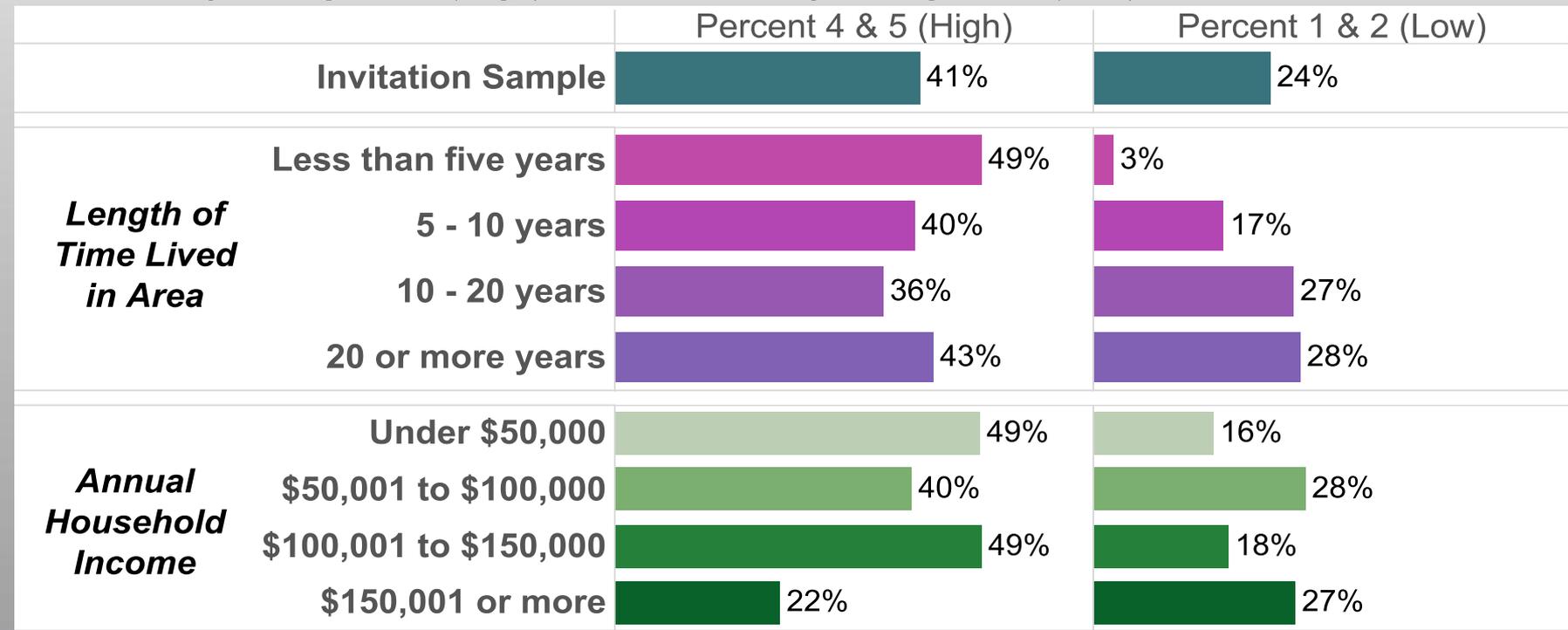
## Ratings of Fire Department Services - Invitation Sample Only % 4 & 5 (High) vs. % 1 & 2 (Low)



# Ratings of Financial Responsibility

Ratings of CRFPD's financial responsibility and prudence are further broken down by segment in order to gain a full comprehension of the results. The graph below shows the percentage of 4 & 5 responses (indicating a high rating) relative to the 1 & 2 responses (indicating a low rating). Invitation respondents were somewhat more likely to provide a high rating than a low rating. The longer the respondent has been living in the area, the more frequently they provided a low rating for CRFPD's financial responsibility. High income level respondents were more likely to give low ratings than high ratings.

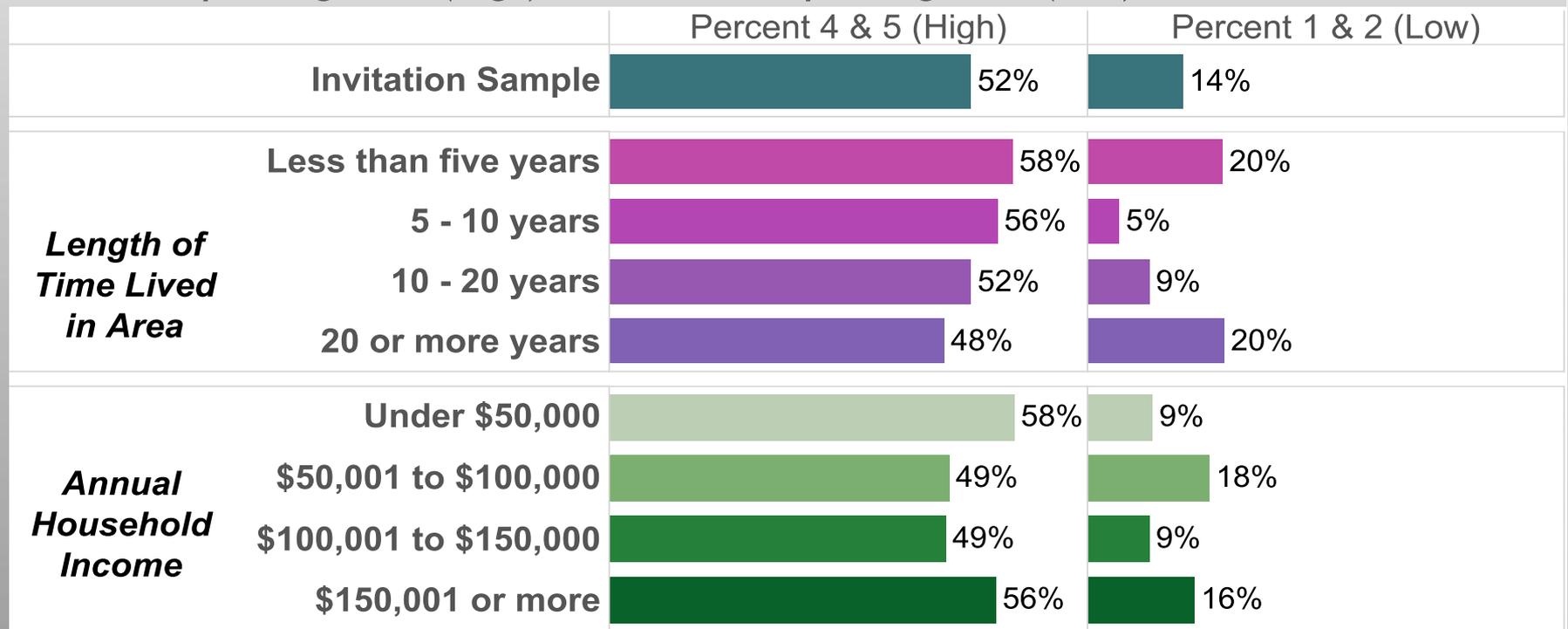
**Fire Department Ratings - Being Financially Responsible and Prudent**  
*Percent Responding 4 & 5 (High) vs. Percent Responding 1 & 2 (Low)*



# Ratings of the Value of Services

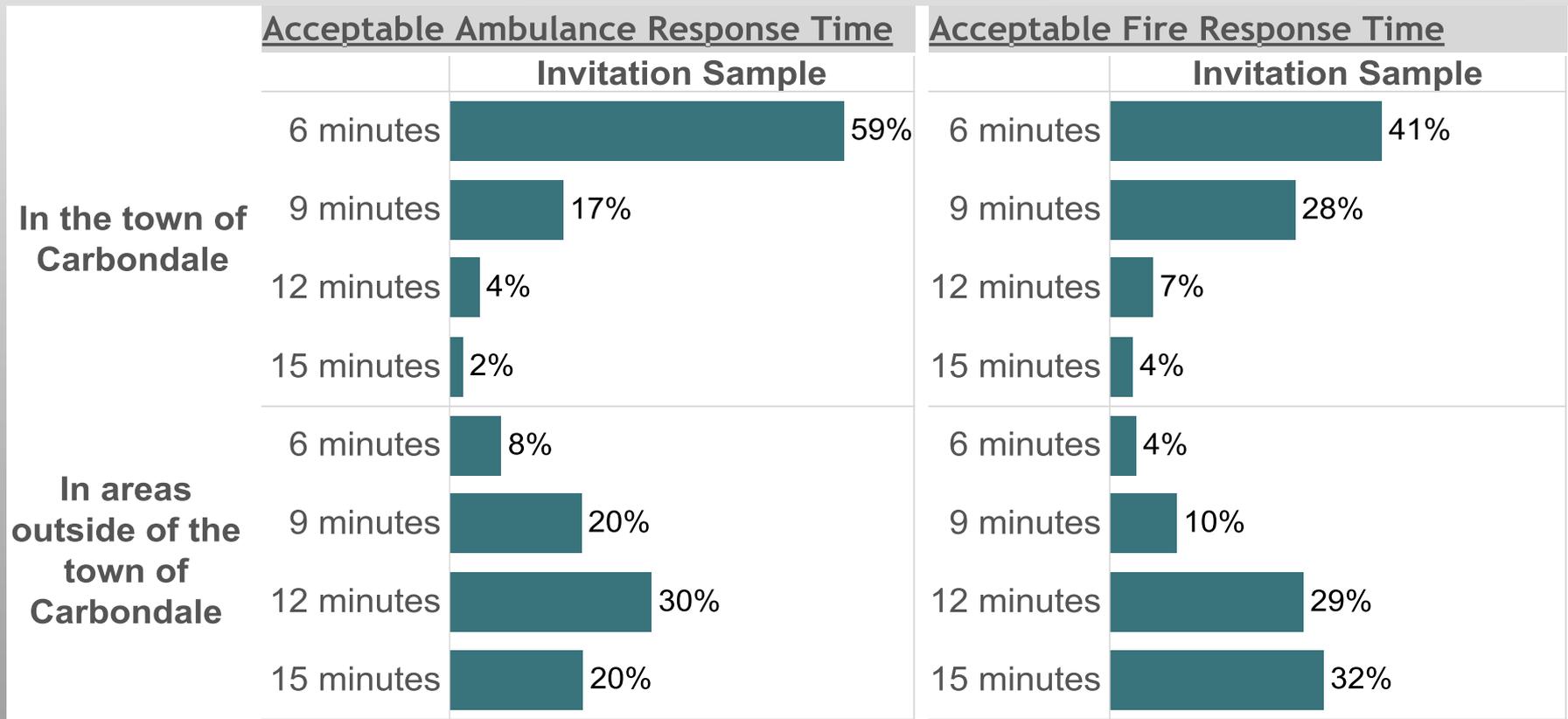
Ratings of CRFPD's value of services relative to property tax levels are further broken down by segment in order to gain a full comprehension of the results. The graph below shows the percentage of 4 & 5 responses (indicating a high rating) relative to the 1 & 2 responses (indicating a low rating). The invitation sample generally provided high ratings for value of services. Across all segments, there was a larger share of high ratings than low ratings. Increasingly smaller shares of respondents who have lived in the area for longer periods of time gave high ratings than those who are relative newcomers.

**Fire Department Ratings - Value of Services Provided in Relation to Property Tax Levels**  
*Percent Responding 4 & 5 (High) vs. Percent Responding 1 & 2 (Low)*



# Acceptable Response Times

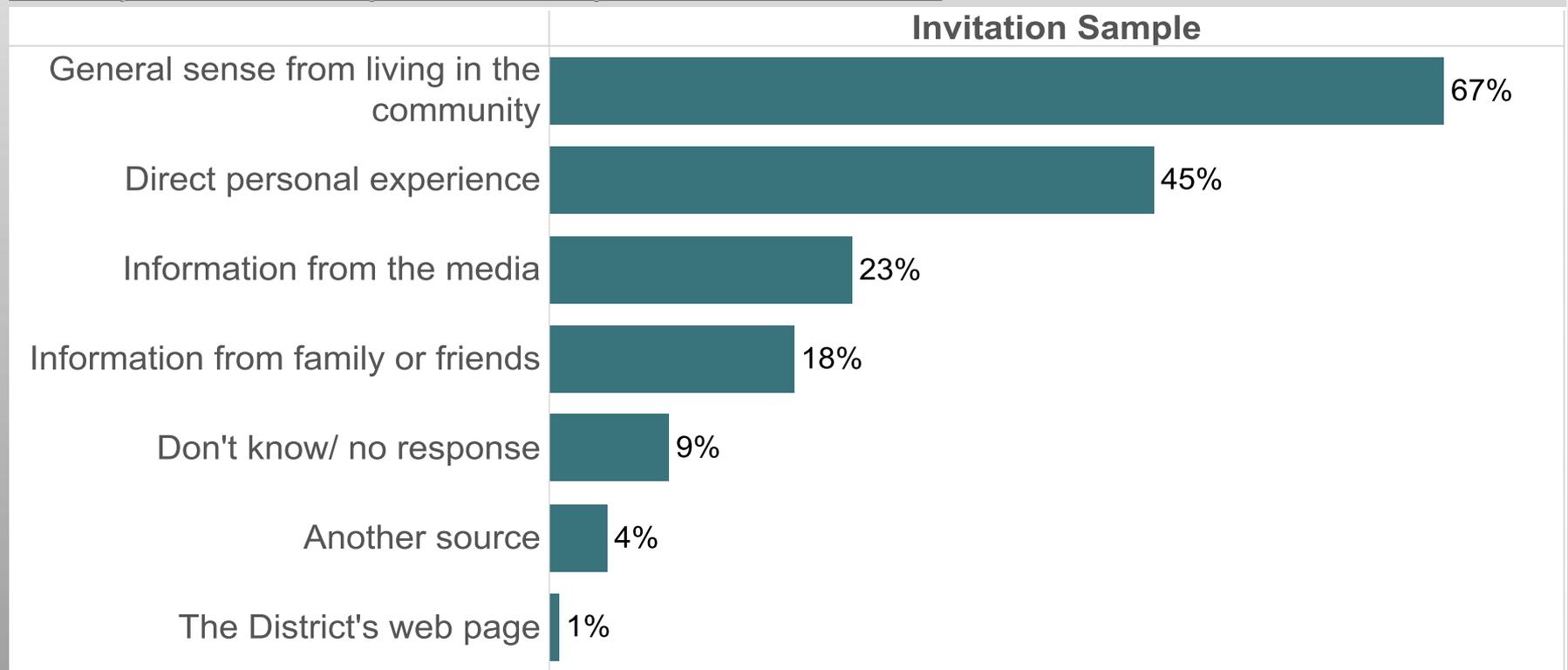
Within Carbondale, most respondents feel that an acceptable response time is 6 minutes for an ambulance (59%) and 6-9 minutes for a fire (69%). Respondents believe that longer response times are acceptable outside of Carbondale, with 50% selecting 12-15 minutes for an ambulance and 61% selecting 12-15 minutes for a fire.



# Sources for Opinions/Perceptions

Respondents identified their two top sources for their opinions and perceptions of CRFPD. Two-thirds selected a “general sense” from living in the community. Other top sources include direct personal experience (45%), information from the media (23%), and information from family or friends (18%).

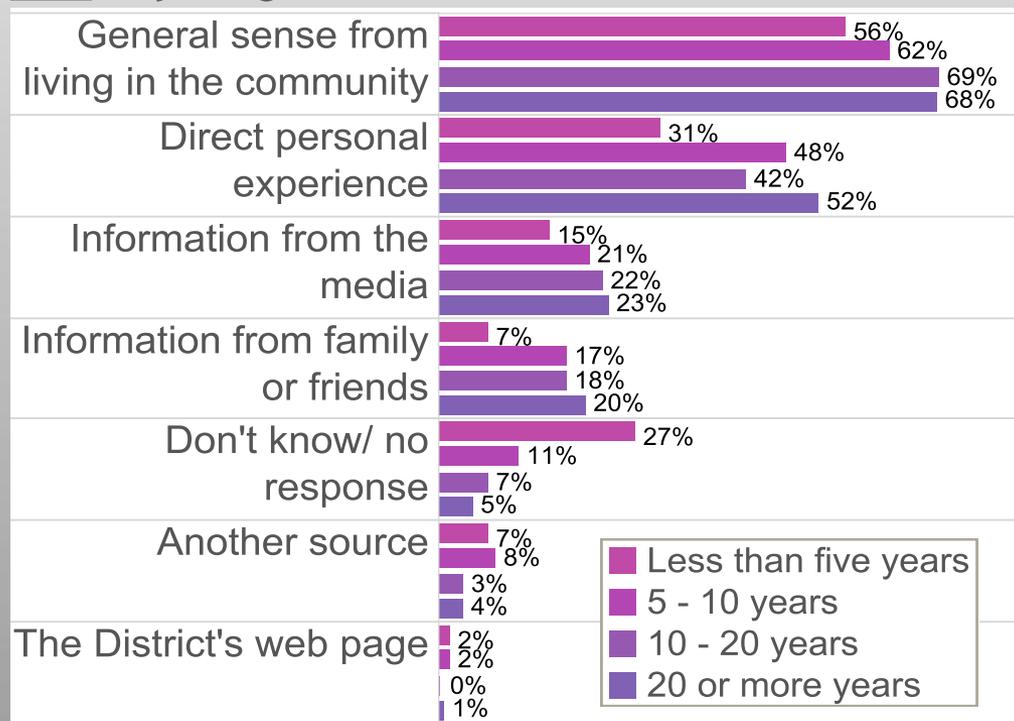
## Primary Sources for Opinions/Perceptions of Fire District



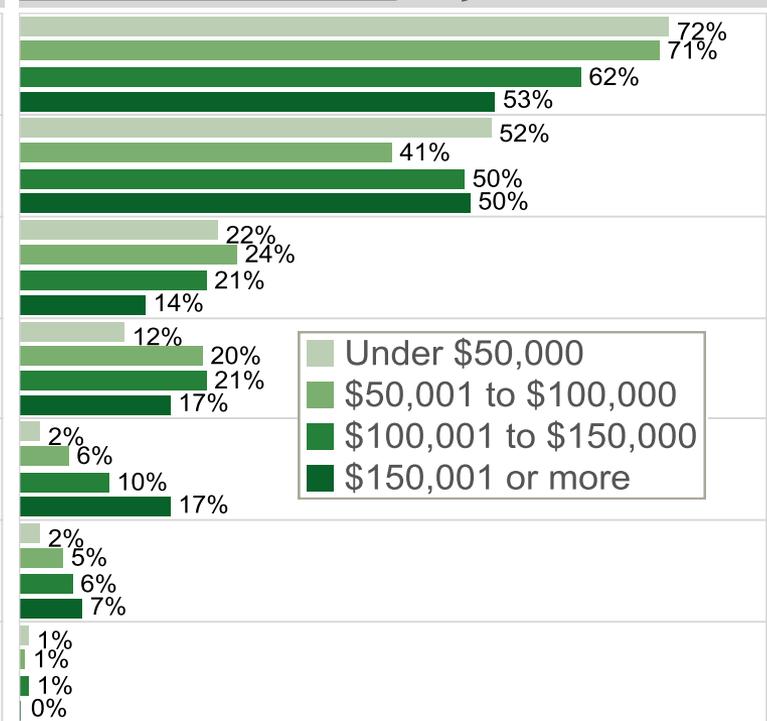
# Sources for Opinions/Perceptions

Respondents identified their two top sources for their opinions and perceptions of CRFPD. Respondents who have been in the area for longer were more likely to cite general sense from the community, direct personal experience, and information from family/friends as sources. Newcomers were more likely to not know. Respondents in lower income brackets also were more likely to gain information from the general sense of living in the community as well as information from the media. Higher income households were more likely to answer “don’t know/no response”.

**Primary Sources for Opinions/Perceptions of Fire District - by Length of Time Lived in Area**



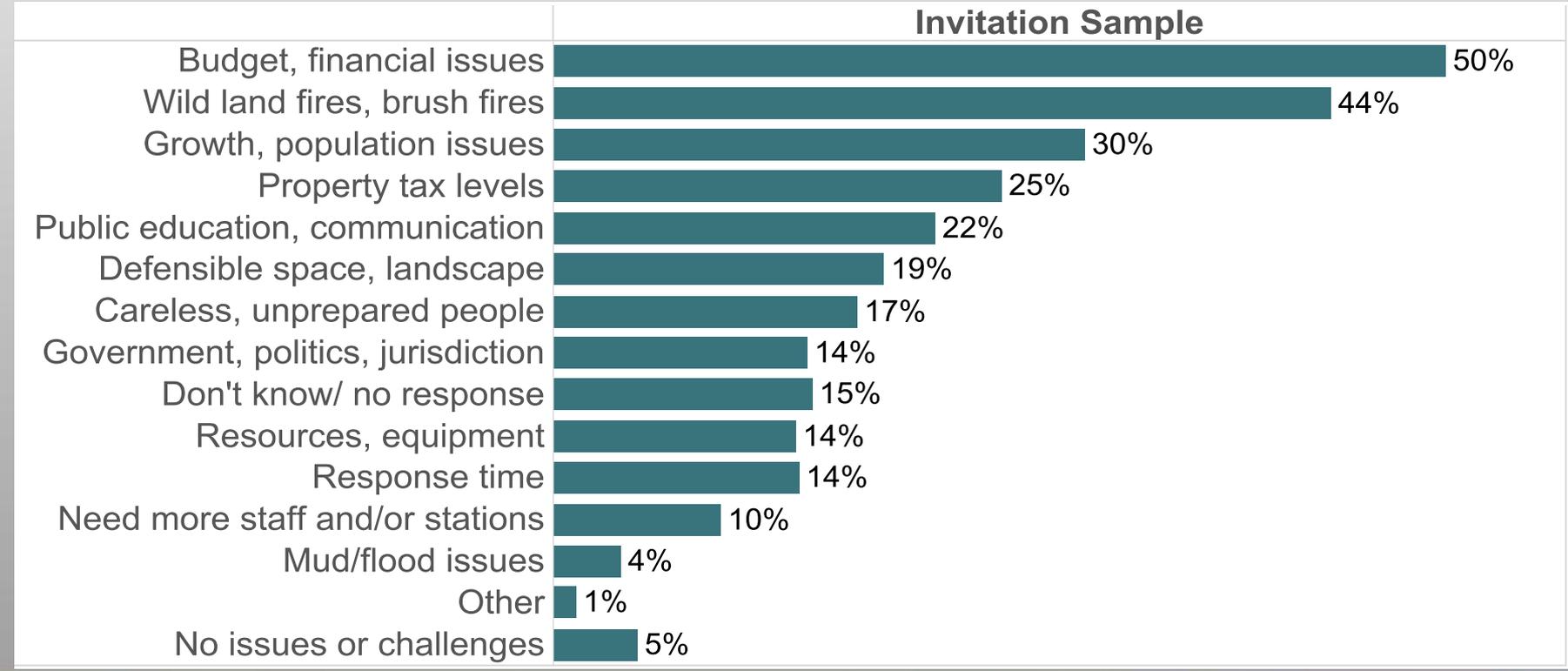
**Primary Sources for Opinions/Perceptions of Fire District - by Income**



# Four Biggest Issues/Challenges

Respondents selected what they feel are the four biggest issues or challenges facing CRFPD. The four choices are combined in the graph below. Top issues as perceived by respondents include budget/finances (50%), wild land fires and brush fires (44%), growth/population issues (30%), and property tax levels (25%).

Four Biggest Issues or Challenges for Carbondale & Rural Fire Protection District

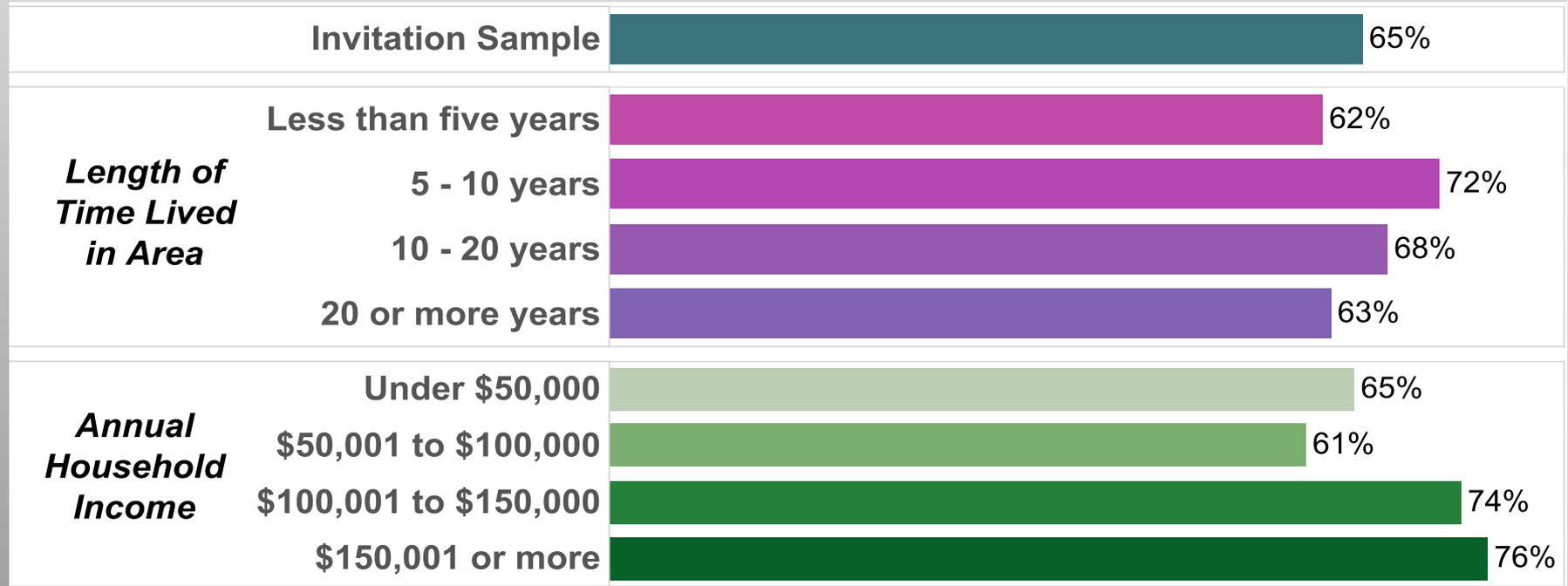


# Financial Factors – Plan Review

Respondents were asked a series of questions regarding the financial aspects of CRFPD. Illustrated below are the segmented proportions of respondents answering “yes” to the question, ‘Do you think the Fire District should charge for plan review of new commercial buildings/developments to ensure proper fire protection?’. Most (65%) believe CRFPD should charge for plan reviews. Respondents with higher household incomes were particularly likely to answer “yes” to this question.

Do you think the Fire District should charge for plan review of new commercial buildings/developments to ensure proper fire protection?

*Percent Responding “Yes”*

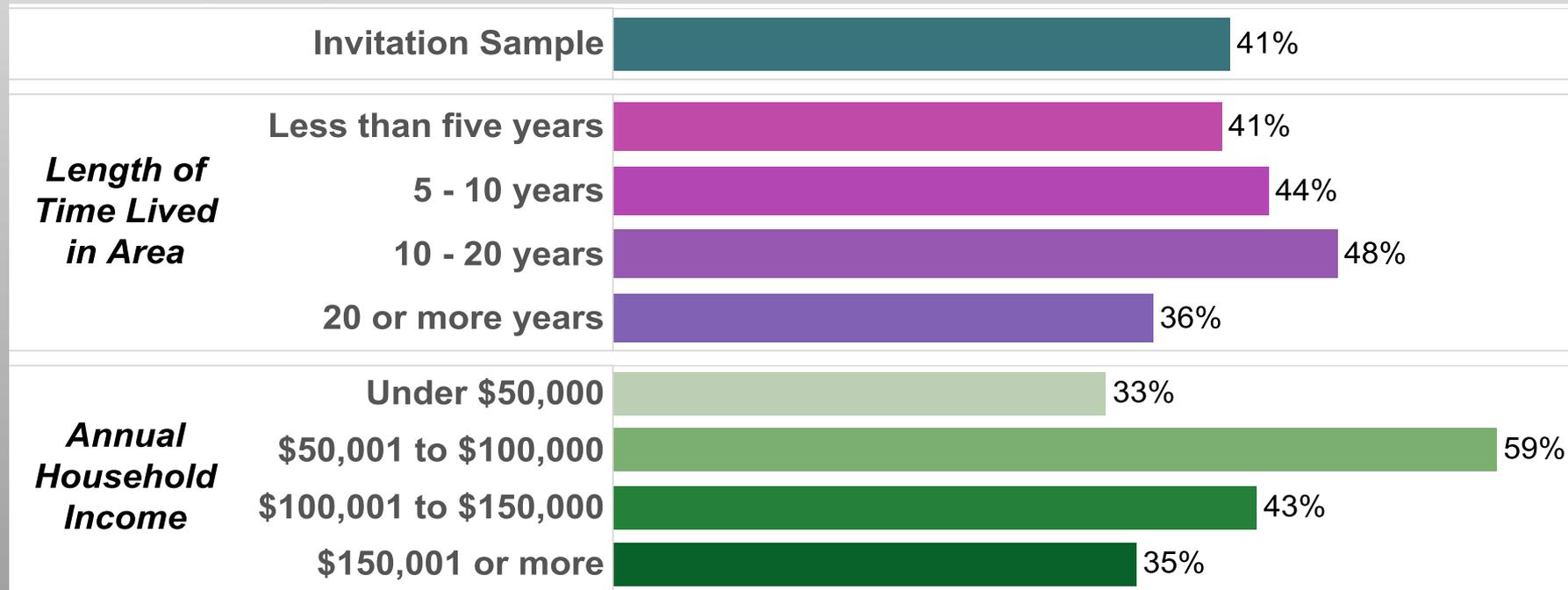


# Financial Factors – Maintaining Service

Respondents were asked a series of questions regarding the financial aspects of CRFPD. Illustrated below are the segmented proportions of respondents answering “yes” to the question, ‘If revenues that support fire services do not reach pre-recession levels, would you agree to pay more property taxes, over the next 5 years, to maintain your current level of service?’. Support for this question was less strong, with 41% indicating that they would pay more in property taxes. Respondents who have lived in the area for relatively shorter periods of time were more likely to support this proposal, as were respondents with middle income levels.

If revenues that support fire services do not reach pre-recession levels, would you agree to pay more property taxes, over the next 5 years, to maintain your current level of service?

*Percent Responding “Yes”*

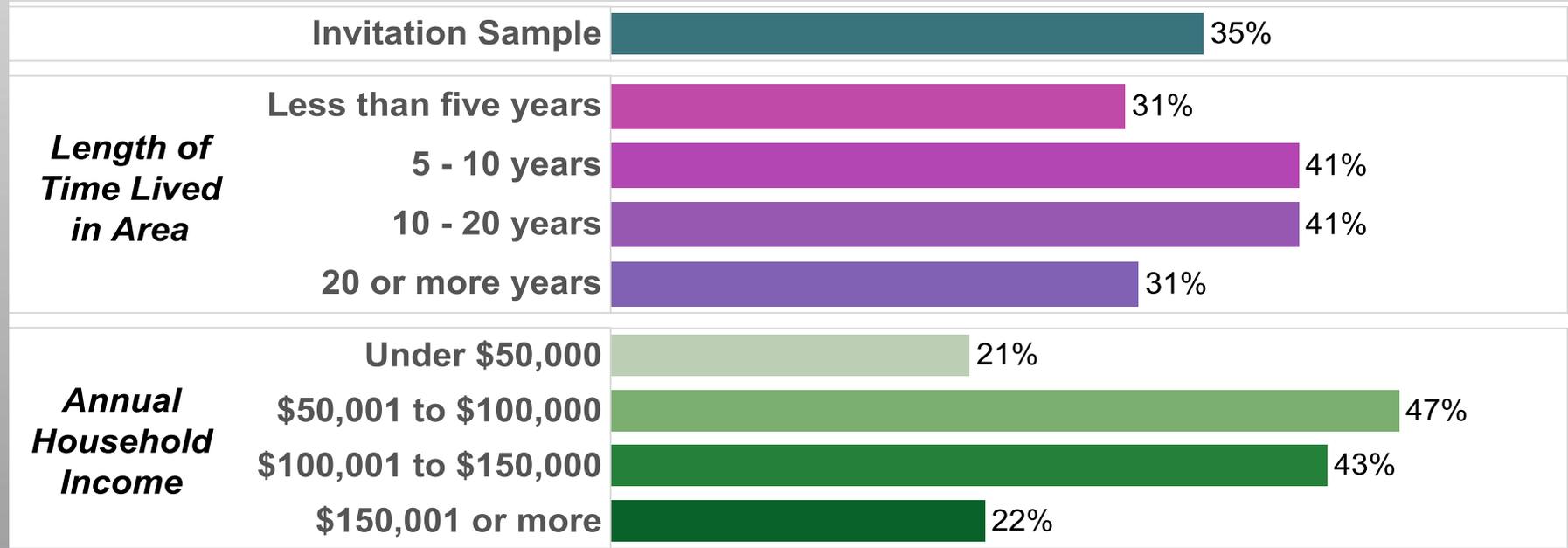


# Financial Factors – Enhancing Service

Respondents were asked a series of questions regarding the financial aspects of CRFPD. Illustrated below are the segmented proportions of respondents answering “yes” to the question, ‘Would you be willing to pay more property taxes to enhance the level of fire/ambulance services in your area over the next 5 years, if it would mean staffing fire engines with more personnel for quicker fire attack?’. Only about a third (35%) would support additional taxes to enhance their services. Respondents in the lowest and highest income brackets were particularly unlikely to support these additional taxes.

Would you be willing to pay more property taxes to enhance the level of fire/ambulance services in your area over the next 5 years, if it would mean staffing fire engines with more personnel for quicker fire attack?

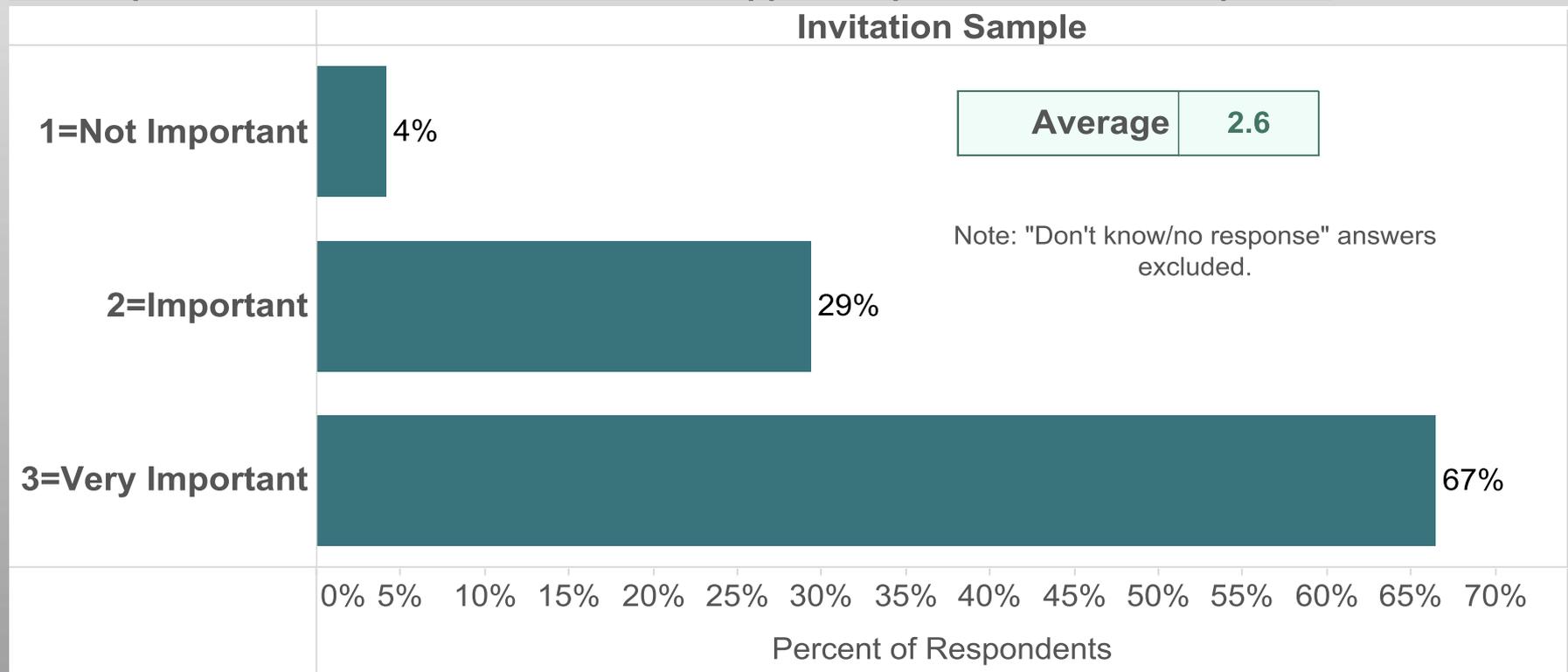
*Percent Responding “Yes”*



# Importance of Life Support

Respondents were asked to rate the importance of advanced Life Support as part of an initial emergency response on a scale from 1 to 3, where 1 is “not important” and 3 is “very important”. Respondents generally indicated that Life Support is important, with 96% providing a “2” or “3” rating and an average rating of 2.6.

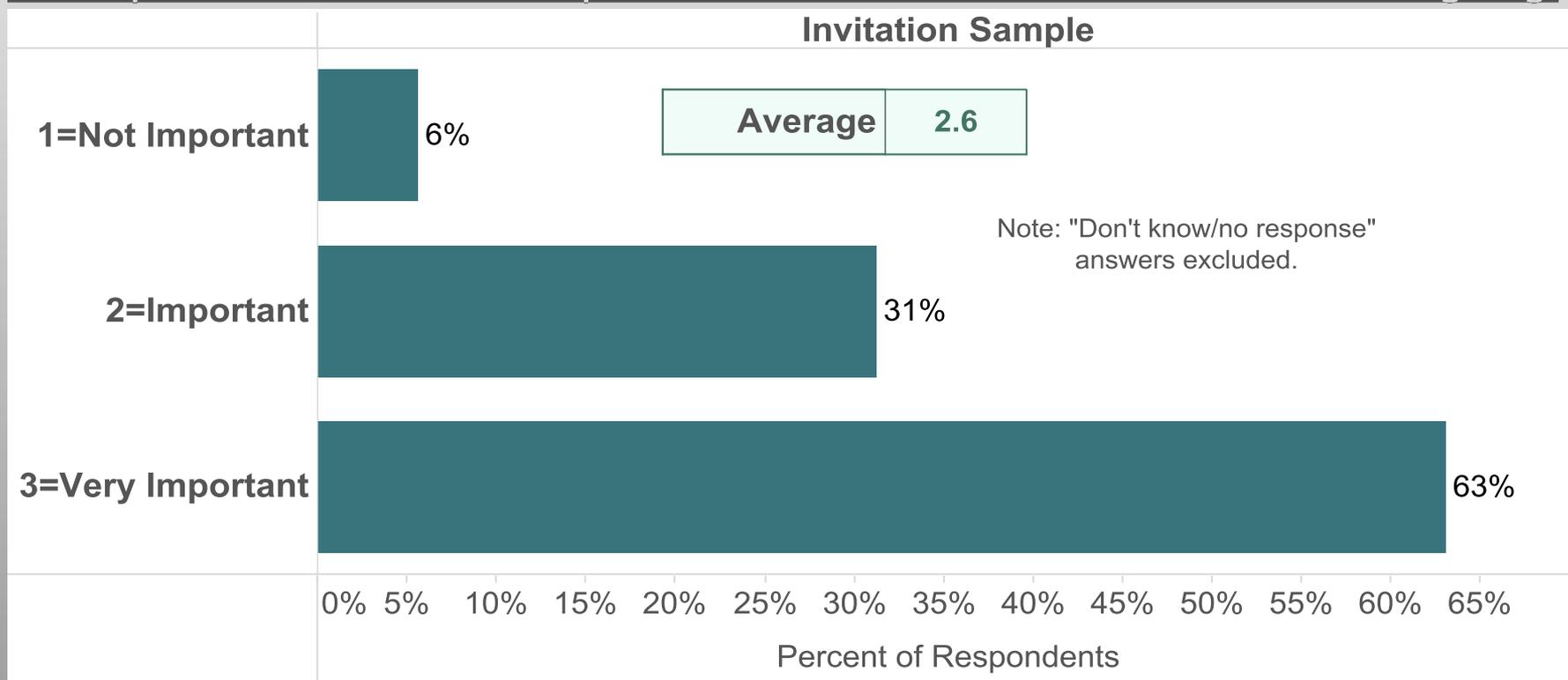
## How important is it to have advanced Life Support as part of an initial response?



# Importance of Conforming to National Standards

Similarly, respondents were asked to rate the importance of the Fire Department's conformity to national firefighting standards on a scale from 1 to 3, with 1 meaning "not important" and 3 meaning "very important". Ratings were again high, with 94% providing a "2" or "3" rating and an average rating of 2.6.

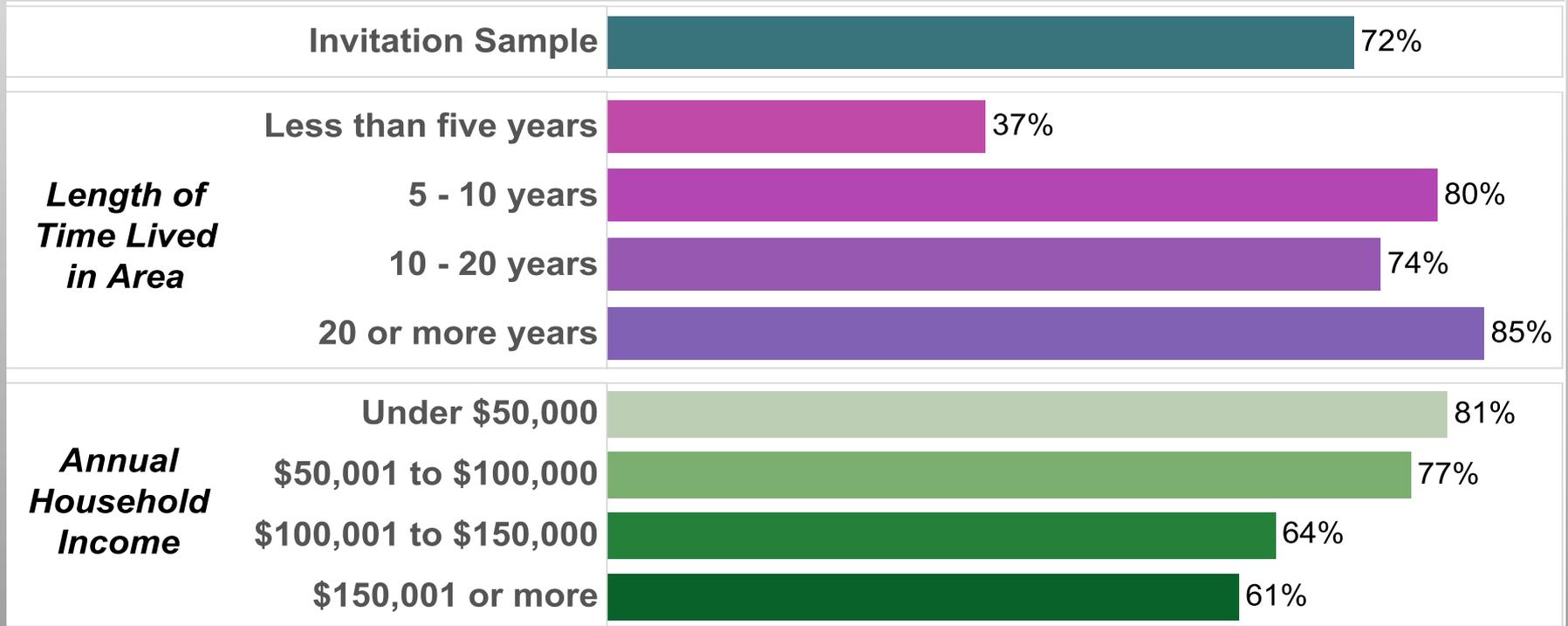
How important is it for the Fire Department to conform to national standards for firefighting?



# General Opinion of Fire District

As part of the survey analysis detailed breakdowns of results have been made. For example, all survey questions were segmented by length of time in the Valley, income and willingness to support financial changes. Further, response were segmented by whether the respondent had made a 9-1-1 call in the last five years. An example of the results from one of these questions is presented below. Additional tables and findings will be presented at the meeting on July 15, 2015.

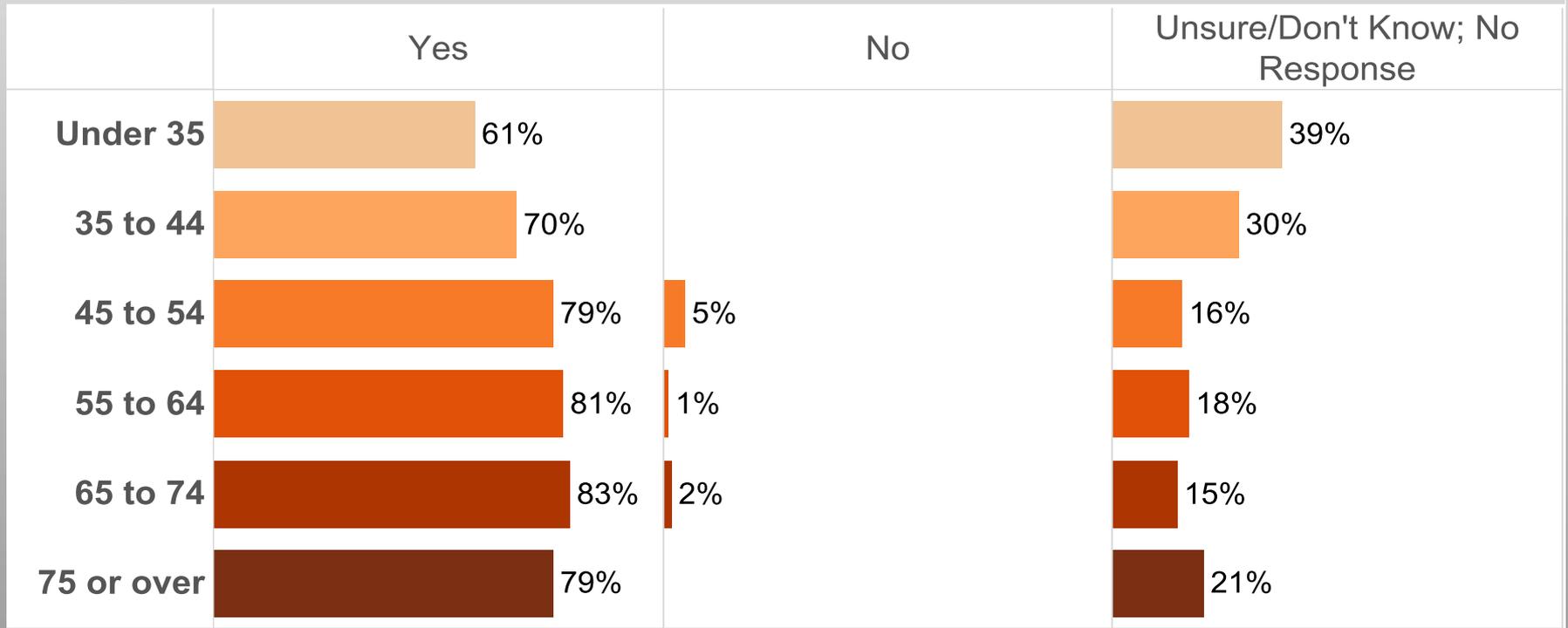
Overall, would you say that the Fire Department in your area is doing a good job?  
*Percent Responding "Yes"*



# General Opinion of Fire District

As part of the survey analysis detailed breakdowns of results have been made. For example, all survey questions were segmented by length of time in the Valley, income and willingness to support financial changes. Further, response were segmented by whether the respondent had made a 9-1-1 call in the last five years. An example of the results from one of these questions is presented below. Additional tables and findings will be presented at the meeting on July 15, 2015.

## Overall, would you say that the Fire Department in your area is doing a good job? - by Respondent Age



# Examples of Open-Ended Comments

Issues or challenges for Carbondale & Rural Fire Protection District	Comments on your answers concerning emergency response times	Do you have any additional comments concerning any aspects of emergency services in the Carbondale Rural Fire Protection District?
		I think overall, you guys and gals are doing a real good job.
	Can't do response time outside of Carbondale without knowing how far.	
We are new to the area so haven't had any experience.		
	It depends on what side of town from the firehouse, our area is wide spread.	Thank you very much for your help and service to our wonder community. You make our lives here safer. Your public meetings on fire safety have been very well done!
		Thanks for what you do!
	Have no idea what acceptable response time would be for a volunteer dept., what do similar depts. in CO have?	
Based on 8 years residing in Elk Springs (owner)		
	Response times	
		I am not familiar with the operations of the fire dept. and I doubt others are either. You only notice something when things are not good and overall I think everyone would say you are doing a good job.



# Examples of Identified Negative Comments

Issues or challenges for Carbondale & Rural Fire Protection District	Comments on your answers concerning emergency response times	Do you have any additional comments concerning any aspects of emergency services in the Carbondale Rural Fire Protection District?
Measuring effectiveness, efficiency and outcomes		Measure/publish past and current performance standards, along with planned targets for next 3 years, including action plans to achieve those targets. Board of directors review quarterly.
Stop asking for more money		Learn to live within your means, everyone else has to!
It takes longer than 15 minutes for the ambulance. There is a closer one but it's considered Basalt. Would be nice if this could be changed for Missouri Heights area. We prefer to live in a rural area and understand it's an issue.		Thank you!
	Those of us who live in the rural areas accept the reality of longer response times	A free nationally recognized course was offered by the Colorado Propane Gas Association. No one from the fire district attended. Apparently, if it's not their training, it's no good. They should accept and utilize resources when offered by outside agencies.
Unqualified budget handlers; top heavy management; poor training of the board, management, and firefighters	Takes longer to staff for fire than ambulance	I think the administration is top heavy and do not carry their weight in fulfilling ALL aspects of response. That is: transport patients, cleaning fire equipment after calls, writing reports, spending nights at station, etc. Cuts that have been made in the past 3 years have all impacted Operations Division: personnel cuts, no overtime, no training while on duty. ALL paid staff should pay a portion of health insurance with no more 100% coverage for dependents. Sell the new ladder truck. I think the Board just goes along with everything the Chief says. Admin ignores ANY outside impute.







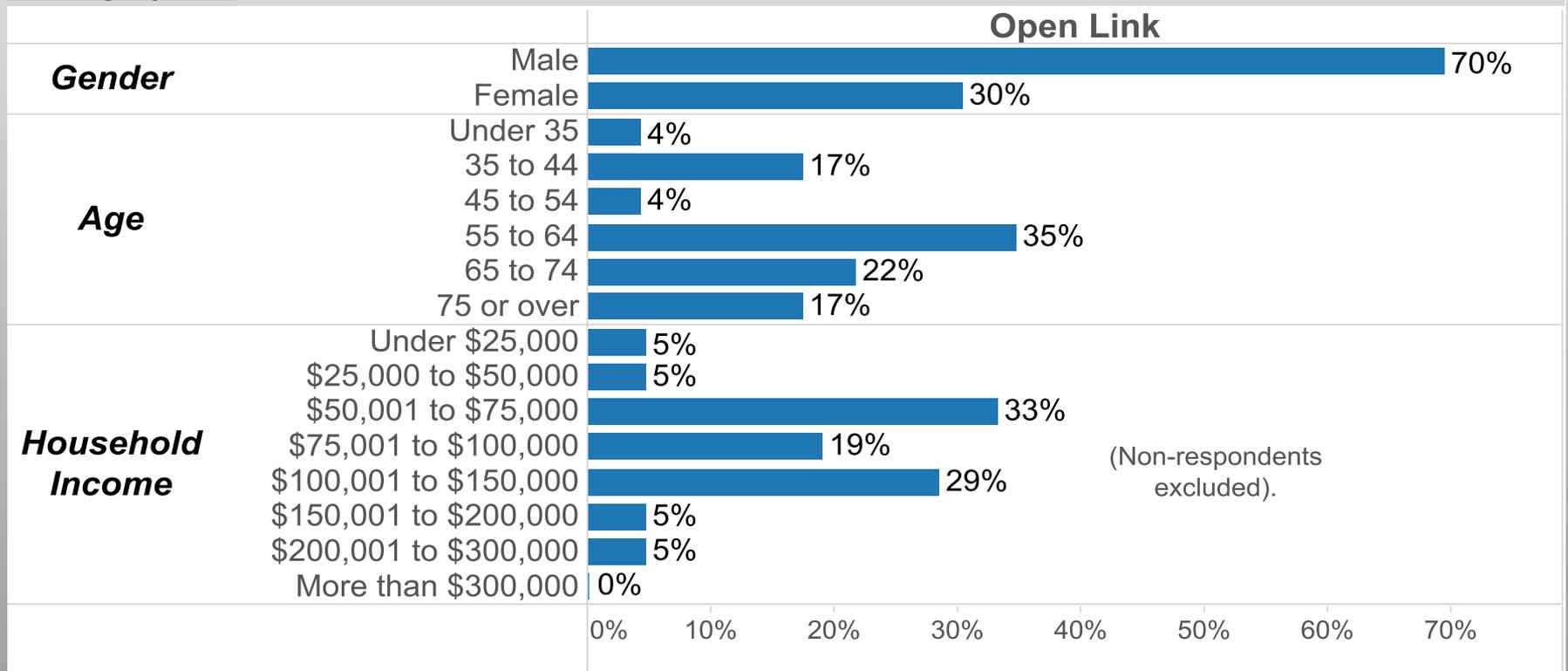
# OPEN LINK SAMPLE RESULTS



# Demographic Profile

The open link respondent sample skewed more heavily towards male (70%) than the invitation sample. Open link respondents were also generally older, with 74% over age 55. The open link sample, similar to the invitation sample, is fairly affluent, with 39% of respondents earning over \$100,000 per year and 52% reporting earnings between \$50,000 and \$100,000 annually.

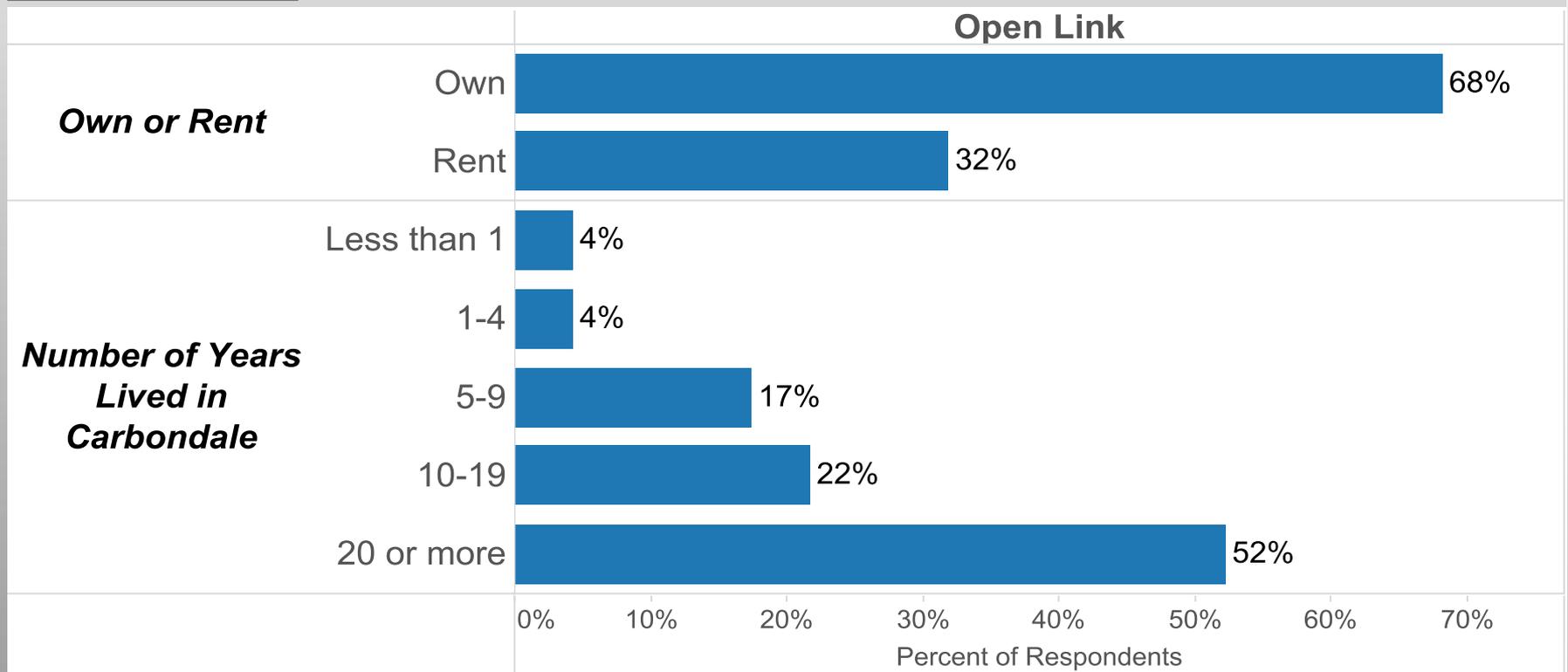
## Demographics



# Residential Profile

Open link respondents were more likely to rent their residence (32%) than invitation respondents. Three-quarters (74%) reported having lived in the Carbondale area for 10 years or longer.

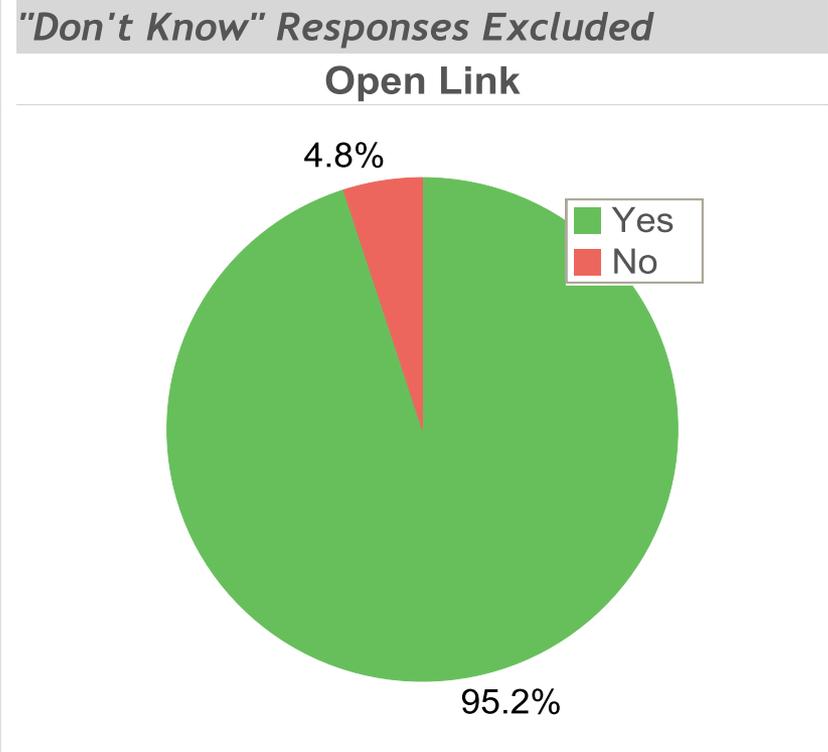
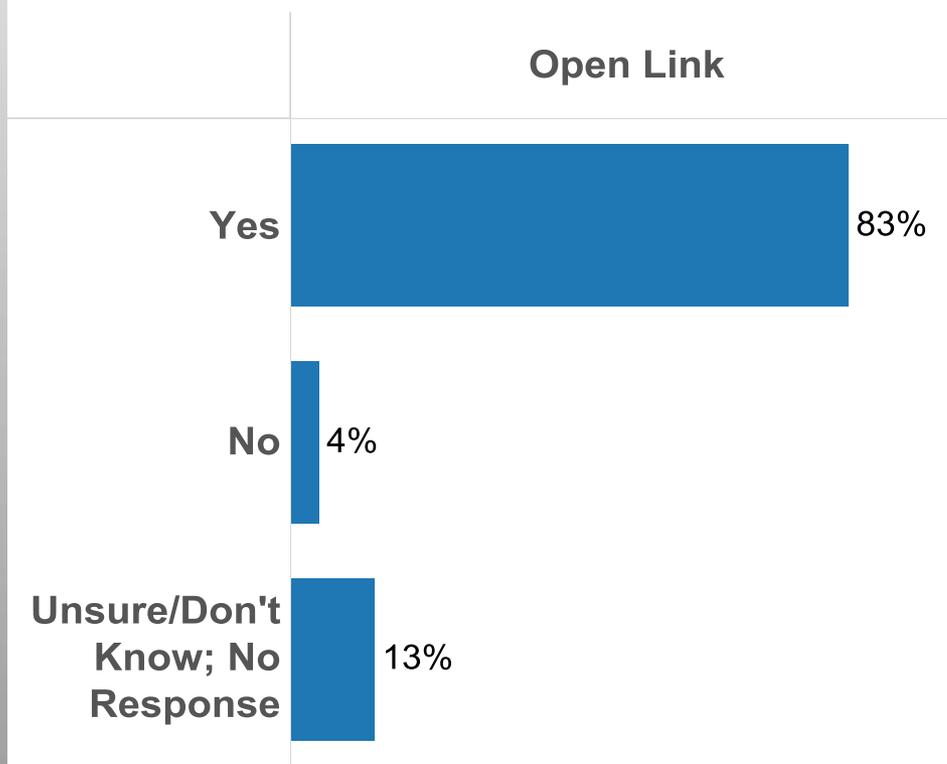
## Residential Profile



# General Opinion of Fire District

The graph below portrays the percentage of respondents that answered “yes” to the question, ‘Overall, would you say that the Fire Department in your area is doing a good job?’. 83% of open link respondents feel that the CRFPD is doing a good job, while 4% said “no” and 13% don’t know. When “unsure/don’t know” responses are excluded, almost all respondents (95%) answer “yes”.

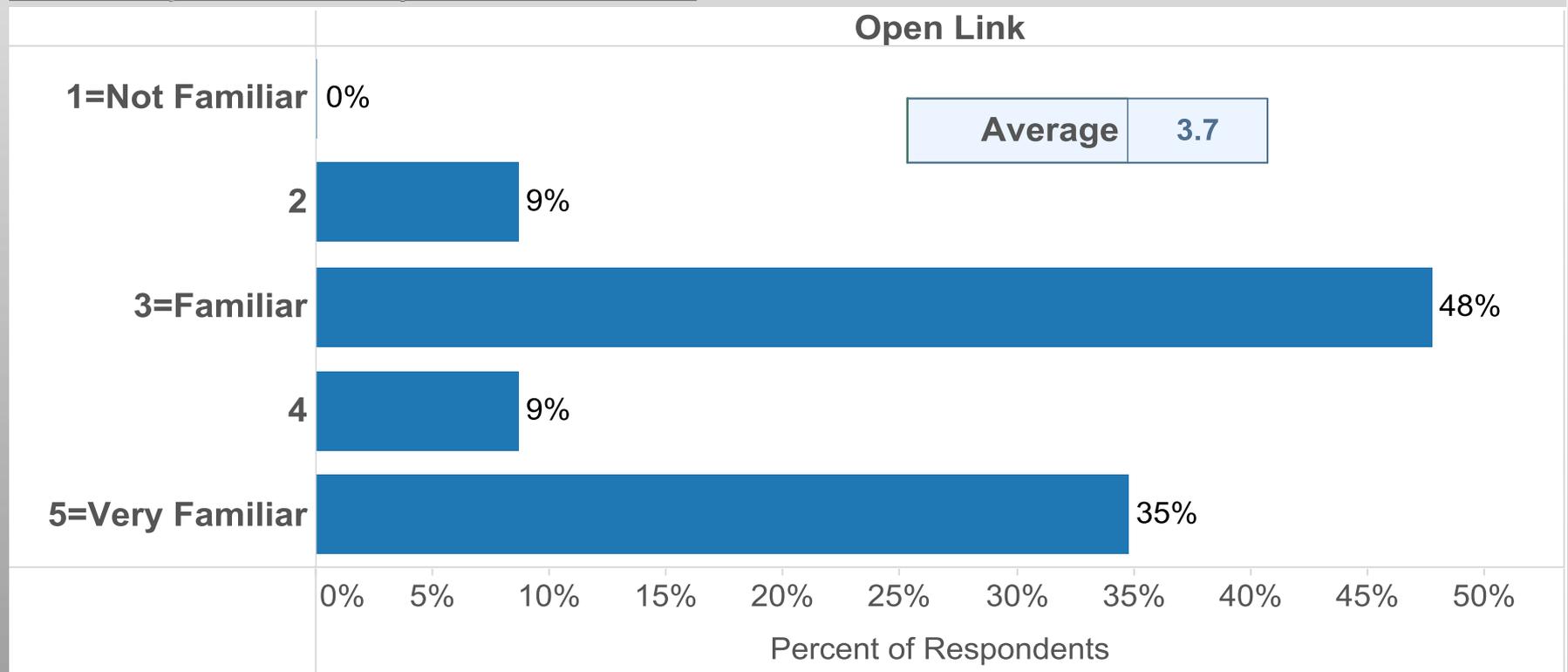
Overall, would you say that the Fire Department in your area is doing a good job?



# Familiarity with Fire District

Respondents were asked to rate their familiarity with CRFPD on a scale from 1 to 5, with 1 meaning “not familiar” and 5 meaning “very familiar”. The graph below illustrates the average ratings for open link respondents. Familiarity with is considerably higher among open link respondents (3.7 average rating) compared to invitation respondents.

## Familiarity with Fire Department Services

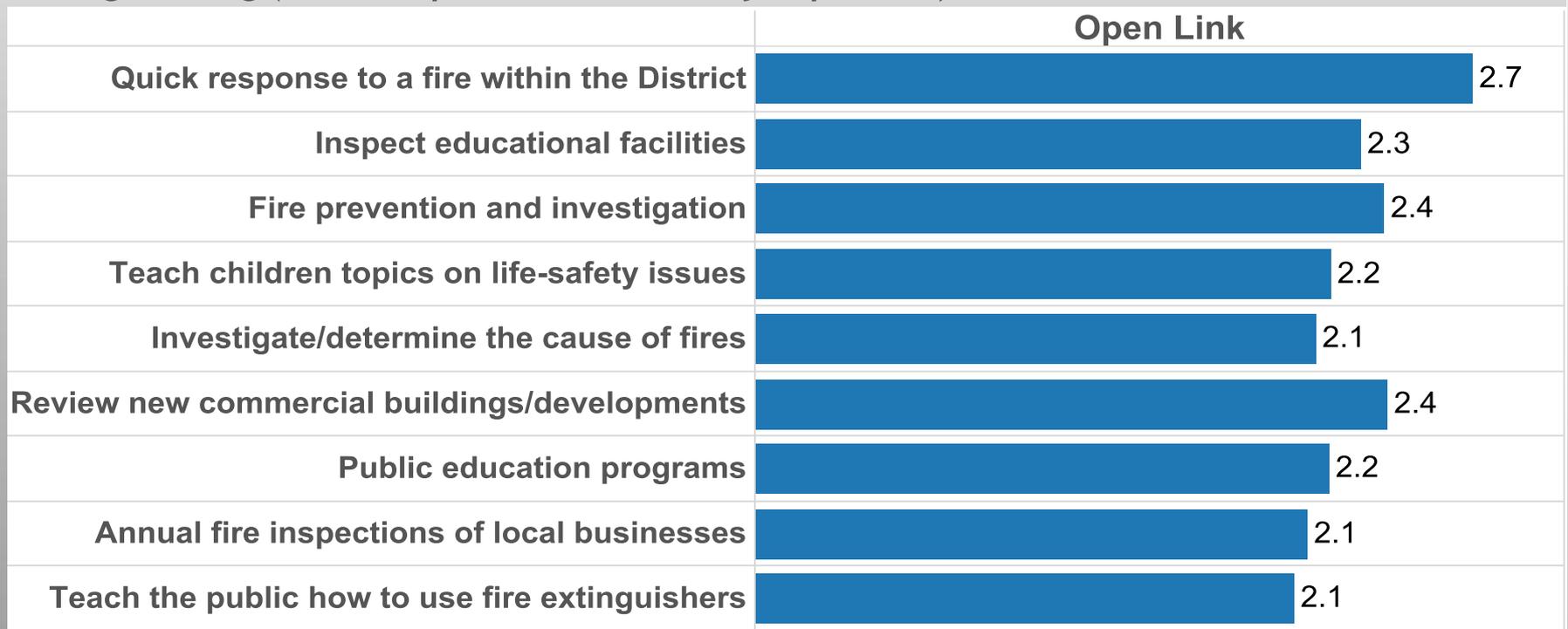


# Importance of Fire District Services

Respondents rated the importance of emergency fire services on a scale from 1 to 3, where 1 means “not important” and 3 means “very important”. The graph below shows the average importance rating for each service. The highest ratings were provided for quick fire response (2.7), reviewing new commercial buildings/developments (2.4), and fire prevention/ investigation (2.4).

## Importance of Fire Department Services

*Average Rating (1=Not Important and 3=Very Important)*



# Capability of and Ratings of CRFPD

Respondents rated the capability of CRFPD as well as general aspects of CRFPD on a scale from 1 to 5, where 1 means “very low” and 5 means “very high”. Average capability ratings and average general ratings are depicted in the graph below. As is shown, average capability ratings are highest for extinguishing fires (4.1), quick response to emergencies, and providing emergency medical services (each 4.0). General ratings were somewhat lower, particularly for being financially responsible and prudent (average rating 3.0).

## Capability of Fire Department

*Average Rating (1=Very Low and 5=Very High)*

	Open Link
Providing emergency medical services	4.0
Quick response to fire/medical emergencies	4.0
Extinguishing fires	4.1
Providing specialized services	3.6
Fire prevention services/public education	3.3

## Ratings of Fire Department Services

*Average Rating (1=Very Low and 5=Very High)*

	Open Link
Having enough fire stations	3.9
Value of services (based on prop. tax)	3.7
Being financially responsible and prudent	3.0

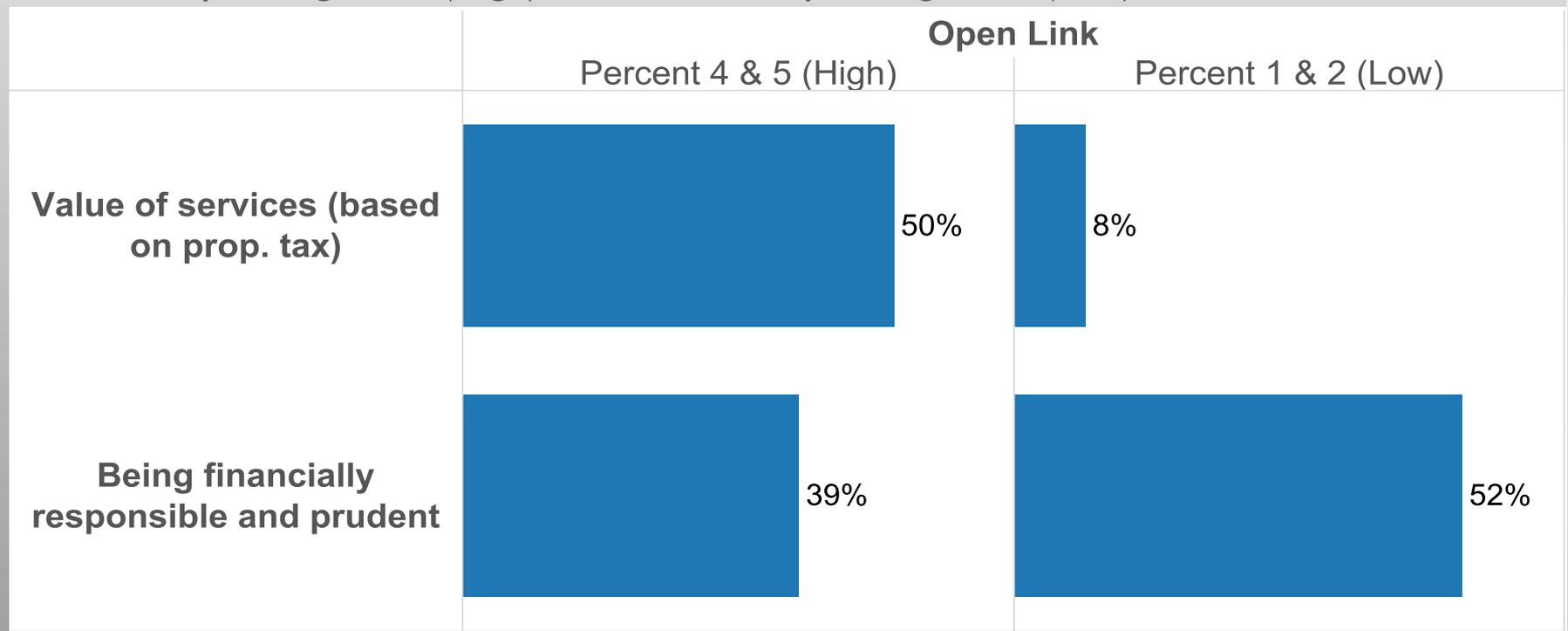


# Ratings of Financial Aspects

Ratings of CRFPD's financial responsibility and prudence are further broken down by segment in order to gain a full comprehension of the results. The graph below shows the percentage of 4 & 5 responses (indicating a high rating) relative to the 1 & 2 responses (indicating a low rating). Open link respondents generally provided high ratings for the value of services (50% provided a "4" or "5" rating), though over half provided low ratings for being financially responsible and prudent (52% provided a "1" or "2" rating).

## Fire Department Ratings

*Percent Responding 4 & 5 (High) vs. Percent Responding 1 & 2 (Low)*

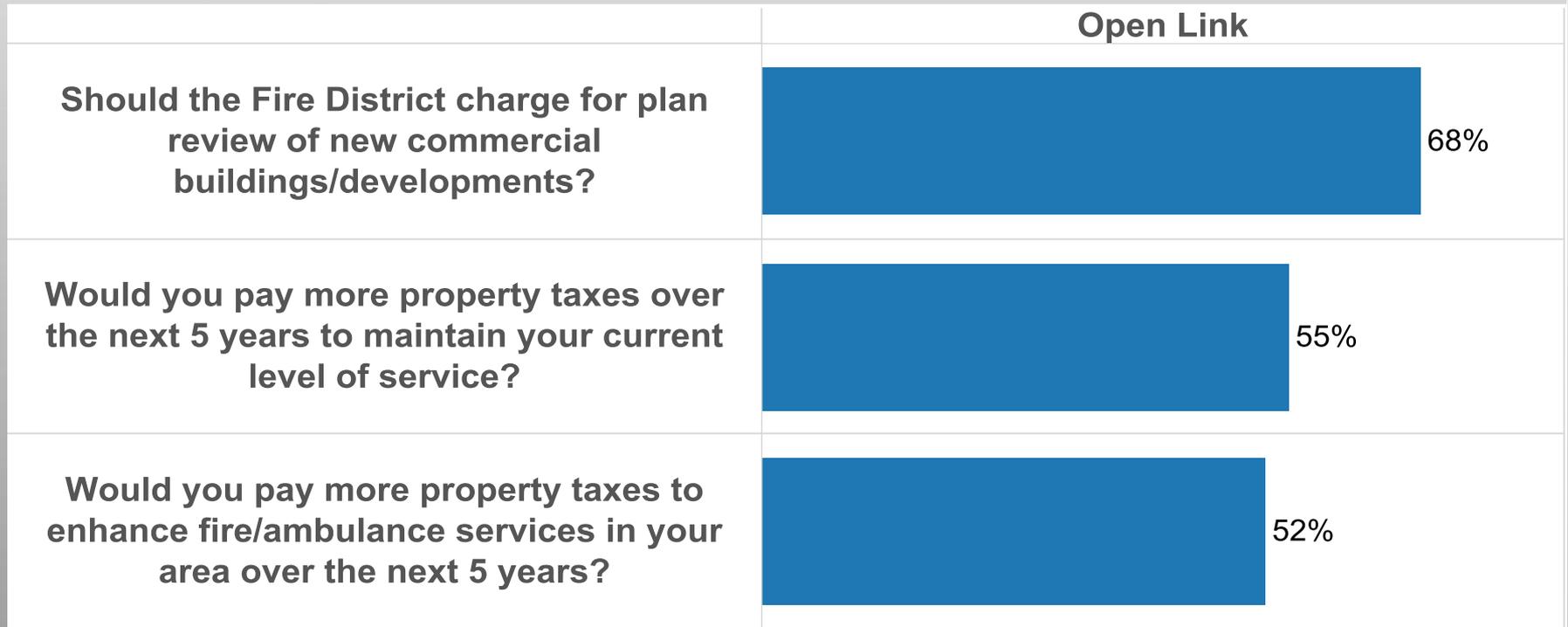


# Financial Factors

Respondents were asked a series of questions regarding the financial aspects of CRFPD. Illustrated below are the segmented proportions of respondents answering “yes” to the series of financial questions. Most open link respondents (68%) believe CRFPD should charge for plan reviews. Slightly over half indicated that they would be willing to pay more in property taxes to maintain their current level of service (55%) or enhance service (52%).

## Financial Factors

### *Percent Responding “Yes”*



**RRC**  
**ASSOCIATES**  
SM



**Thank You**

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# MASTER PLAN

## COMMUNITY INPUT FOR THE FUTURE

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### **Appendix D – Steering Committee Meeting Minutes**

**Steering Committee**  
**March 30, 2015**  
**CRFPD Headquarters**

**Steering Committee Attendees:** Joe Enzer, Michael Kennedy, Carl Smith, Leslie Lamont, Mark Chain, Ron Leach, Chuck Torinus, HP Hansen, Tom Flynn, Hank van Berlo, Laura Van Dyne, Jason Sewell, Michael Hassig, Joanne Teeple, Ray Sauvey

**Others present:** Kat Bernat and Rob Goodwin

**Minutes:**

Mark Chain introduced himself as the lead consultant for the public process/and financial analysis portion of the Master Plan and Leslie Lamont as sub consultant with Leslie facilitating the Steering Committee meetings. They will be working together with Almont Associates who will be preparing the technical data analysis for Master Plan. He thanked the Steering Committee for their help with input and direction and appreciates their time.

Chain introduced Mike Kennedy and Carl Smith who both gave thanks to the committee for volunteering their time and glad to have the assistance of the Steering Committee to help with information for the future to go forward the next 10 years. Both gave informational back ground on the Master Plan proposal process and selection of the two consulting firms chosen to prepare the Master Plan for the district. Stating that it was a unanimous decision by the Board of Directors to choose the two consulting firms and that the Master Plan was a result of the Citizen Advisory Committee suggestions to the Board in 2014.

Chain then introduced Leach who welcomed the Steering Committee members. He oriented everyone to the facility, exits, restrooms, etc. and stated the Board of Directors want to be good hosts and appropriated funds for meals for this and future meetings. He does not want to waste anyone's time and is at the meetings as a resource for data, budgets, etc. He can be reached any time and is available if anyone has any questions. He gave a brief description of why the Master Plan was needed describing declining property values and the resulting declining revenue for the fire district and stated with the failed mill levy question in the fall of 2013, the CAC was formed and worked from March 2014 – August to make recommendations to the Board of Directors and the number one recommendation was to update the Master Plan.

Lamont stated that there are no staff members on the committee but if they are needed, they are available. She then asked the Steering Committee members to give a brief introduction of who they are. Several members were previous fire department volunteers with two being previous fire district employees as well. Others were business owners, homeowners and landowners with a desire to help the fire district for saving lives and property and for service to the community.

A slide presentation was presented with an over view of the agenda, Master Plan hierarchy chart with comments on particular functions of the consultants, Lamont Planning services/helps Mark Chain,

FootSteps Marketing/ upgrading website/ social media/ twitter, etc. RRC/ is a survey group- they will conduct survey via phone/electronic, Chain & Lamont will ask for comments later in the process on survey questions such as:

- What level of service
- What are you willing to pay for

Discussion regarding the survey questions ensued.

The slide presentation continued with a review of ground rules and draft Steering Committee Purpose Statement and discussion.

Suggested changes to the draft Purpose Statement were:

- add liaison to public
- add attend public meetings
- add rules and regulations related to safety

General discussion continued on ground rules and it was decided that communication amongst the Steering Committee will be through email and email will be shared with everyone, any items of concern or comments to be shared with the whole committee. Lamont stated the committee will work on a consensus or majority-minority, if no consensus is reached. Chain and Lamont will make the agenda for meetings, and request that committee members use the “parking lot” for ideas not related to topic being discussed or issues needing resolved so it can be addressed later or put on a future agenda. All Master Plan documents will become available on the website as they are covered and as things are updated to the Board for the committee to review. In regards to the public attending the Steering Committee meetings:

- The meetings are public
- General public comments will be at the beginning and end of meetings as well as at the end of specific topics
- Agenda items with identified public interest will be moved to the top of the agenda
- The accepted time frame for public comments is generally 3 minutes per person and public comment policy will be announced at the beginning of the meeting.

#### Master Plan Tasks

The Master Plan Task slides were reviewed with general description of each task. General discussion and comments on public education and needing to get the word out on how diverse (urban interface) the fire district is, how big it is, where stations are. Lamont stated that the public meetings will address myths and facts and that the Steering Committee members are invited to come to public meetings or talk to peers if we miss something, didn't give enough info or time/notice for meetings. Suggestions that were made: that committee members be pointed out at the meetings so people who don't feel comfortable speaking in public can go to a committee member with questions; for Leach to do an events history timeline so people can see how department saved people and property; make people aware of what it takes to provide current level of service; make people aware of ISO ratings and what they mean. A list of neighborhood meetings was provided in the slide presentation and meetings will start at 7pm. Discussion followed on the time line for the Steering Committee to make recommendations to the Board of Directors. It was assumed by some committee member(s) that the Master Plan tasks were to

be completed so a tax question could go on the ballot for the November 2015 election; some concerns were: The ballot is driving the master plan not the needs of the district, 4 months not enough time, don't use Master Plan to target voters. Smith stated that the proposal from Almont said they could complete the Master Plan in the time frame outlined, although that was not criteria for selection. Other comments that followed were: It's not complicated- it can be done, committee is not doing the work consultants are, stop talking about the ballot and talk about the time frame and tasks, cultural issues with paid staff and volunteers.

Lamont stated they believe tasks can be completed within the time frame and for the November election but also stated if more time is needed, it can happen. If a ballot question were to be put on the May 2016 election, extending it out loses momentum, but wanted to take the focus off the ballot question and put it into the Master Plan and proposed to shoot for the time line and then ask for more time if needed. Lamont stated that the June 2<sup>nd</sup> Steering Committee meeting will be to review notes and comments from the 13 neighborhood meetings which will include the meetings scheduled for volunteers, operations staff and administrative staff so any issues can be identified/addressed.

Miscellaneous: A request was made to have Almont questions posted, update website as information is gathered and post survey questions on equipment. Property valuation re-appraisals will be official on 8/25. The Board of Directors retreat will be on 4/1, they will discuss 2016 budget, CAC notes and Jim Yellico the Garfield County Assessor will be attending.

Adjourn: 8:05pm

**Steering Committee**  
**April 22, 2015**  
**CRFPD Headquarters**

**Steering Committee Attendees:** Joe Enzer, Michael Kennedy, Carl Smith, Leslie Lamont, Mark Chain, Chuck Torinus, HP Hansen, Tom Flynn, Hank van Berlo, Laura Van Dyne, Jason Sewell, Michael Hassig, Ray Sauvey, and Joanne Teeple joined by phone.

**Others present:** Kat Bernat and Jake Spaulding

**Minutes:**

Lamont called the meeting to order at 6:05pm; minutes from 3/30/2015 Steering Committee meeting were approved. Lamont stated that an email with tonight's agenda was sent out and that copies of emails from Smith and van Berlo, agenda and previous minutes were available. She introduced staff member Jake Spaulding stating he was here to answer questions if any arise.

Lamont then introduced the Almont Associates staff; Keith Chapman and Mike Tucker, who gave a brief description of their background and history in the fire service and work experience with small rural combination departments. They stated they look at all aspects of the department and address any concerns that arise from meetings with the volunteers, staff and board and provide a vision of goals and objectives where Carbondale needs to go looking at economics, finance and all internal and external data. The acronym SWOT was referenced; it is a systematic process that will merge all internal and external data. SWOT stands for: Strengths, Weaknesses, Opportunities and Threats. Chapman stated that the challenge for departments is for the curtain to be pulled back and to hear the truth as it is found and that self-examination is a difficult process and will be uncomfortable also stating that the advantage of an outside perspective is there is no vested interest, just quality data.

A question regarding trends that are typical for rural combination departments was asked with Chapman and Tucker responding that it is useful for departments to measure their performance and policies vs. "best practices". The ultimate question is "how do you measure the job you are performing"? "How do customers know that Carbondale is doing a good job?"

Keith briefly explained the Best Practice Standards:

- There are 40,000 + districts, and 204 have been shown to meet these standards after review.
- You must be "accredited" in order to say you are meeting the "best practices model"
- The process is valuable, and you can improve your performance regardless of the rating – the rating is not the real end result.
- There are 200 measurable standards; the process can show which you meet and where you are short.
- Collaboration vs. self-assessment.
- NFPA standards and state requirements are incorporated.

- It is a robust process. Chapman took his department through the process in 2006 and again in 2011.

Carl elaborated for a moment on critical issues that Carbondale needs to analyze such as: wildland fire, EMS and the Urban Interface. Chapman also noted that ISO criteria have changed recently and that there are 5 extra available points for education and stated that just because you have an ISO “1” doesn’t mean you have it figured out. Discussion about urban setting and water provision followed:

Q: What motivation does ISO have to lower ratings if they are paid by insurance companies?

A: ISO’s focus is to produce realistic data for insurance companies, they are a standalone market, and insurance companies have nothing to do with ISO standards or the data that is produced. Information like whether a fire department can respond effectively is received from ISO.

Chapman stated that no one should pile too many expectations on ISO ratings and tell people the lower the rating the lower the premiums because it doesn’t always work out that way and the ISO rating is a byproduct of doing the right thing in your organization and that generally commercial properties will see bigger savings than residential.

Some comments and concerns expressed by the SC were:

- Looking at the department in a different way regarding what the fire department has (money), the area it serves, equipment/staff we have
- With the recent reduction in valuations and revenues, the District has been spending out of reserves in order to maintain service levels. No money is being put back into the reserves-we need to tell the community this will continue if nothing changes.
- What does it cost to run this outfit and what are the levels of service? ISO is not a straight line connection, ISO changes may not make a difference to costs
- Can you look at it in a different way? We have X amount of money and knowing the territory this is what can you do?
- The desired level of service and the desired level of funding don’t match, we need a budget that reflects: this is where we’re at, this is what you want, this is what it’ll take
- Can we define a good job? What does it look like? We need the ability to tell the story and get our heads around this.
- Some see the department using ISO process/analysis to justify certain actions or to determine the level of service.

Final comments from Tucker and Chapman were: that the department is dealing with issues that all similar departments have to deal with. No harm in looking at low hanging fruit and make a big deal if the rating is going to change. It is a planning process and the issue is not meeting internal standards, but external expectations of service vs. capability and resources. The Mater Plan can give you data – how you are performing and what the expectations are. Staffing models- there is no “one size fits all”, there could be a redesign of the response matrix. With grants being issued for GPS modeling to track everything from avalanches to flooding, etc., ISO ratings are meaning less and less. The process to become accredited can be found on the CFAI website and normally takes 1.5 years. Don’t chase the ISO ratings, once the process is done (master plan) the story telling needs to go on forever.

Discussion of van Berlo's email regarding Paramedic level service and EMT Intermediate level of service followed. His suggestion was that an EMT-I was parallel in skill level to Paramedics and that he believes that incentivizing EMT-I's in the short term would keep them active and save money and in the long term they could be bridge over to paramedic level when funds allowed. He requested the information as he thought the EMT-I was being invalidated and stated that only 28 ALS level calls required a paramedic. Also, half of the Master Plan should focus on retention.

Comments from the SC followed:

- Great point, 70% or higher calls are EMS related
- How to plan funding at least as much as fire
- There needs to be more focus on EMS and funding, it is a big part of what the fire department does (Tucker and Chapman responded by stating they would be looking at the response matrix and how many people are needed )
- Future staffing/service scenarios are needed for the possibility of the EMT-I certification no longer being accepted in Colorado, what will it mean for the budget/revenues/expenses (Tucker stated that it did not seem to be a likely scenario, that the state and national registry would work something out more than likely)
- The department is touting a paramedic level service that should instead be an ALS level of service and define what ALS service is.
- This plan needs to tease out the funding questions. What does the future hold? Who knows but we have to plan either way given planning horizon. What does this mean on the yearly budget basis? Are they significant or not? We need scenarios in term of valuation and mil levy.
- There is a perception that cross trained staff are not actually going on calls, doing reports, etc.
- There is a question of transparency. (This was not clear and is a big topic so it was put in the Parking Lot for future meetings.)
- Parking Lot: it is important how one frames the question of level of service for emergencies when asking the public. If asked do you want a paramedic at your door? Of course someone will say yes.
- Can you put numbers to the question of do you want a paramedic or EMT?
- Paramedic is the only word anyone knows.
- It should be fairly simple to put numbers on a menu to come up with a good idea

Smith stated that he received an email from the CDPHE that stated the EMT-I level of certification would continue until approximately 2019, but the email was not exact. He also stated there are 7 levels of certification recognized by Colorado they are: First Responder, EMT, EMT Advanced, EMT-I, Paramedic, Community Paramedic and Critical Care Paramedic.

Final comments from the SC were:

- It is impossible to put a monetary value on level of service.

- It is not appropriate for the Steering committee to be discussing this topic as Almont Associates will be looking at the level of service and responders needed in their analysis and it is hoped they will look at everything from 0-100/nothing to everything.
- Can the name of the fire district could be changed
- More communication with the public is needed.

Tucker stated that they have heard everything loud and clear and will get to work on it. They will bring every possibility they can.

Mark Chain discussed the property valuation background information and discussion followed. Chain stated that if valuations do go up 27-28% it will be about 75% of what it was before the recession. Comments were:

- A preliminary budget for 2016 is needed with project valuation increase factored in with money being put into the three funds not currently being funded- deferred maintenance, equipment maintenance and the reserve fund (which is for cash flow, paying with local fires, loans, etc)
- Budget for future years is also needed; a sustainable budget
- Is Almont's directive to give recommendations or options (response: options)

Lamont discussed the neighborhood meeting response and some comments that were made, overall good response from Redstone and Marble with some complaints regarding Pitkin County and questions regarding the new facility in Rifle for fighting efforts. Marble community asked about sales tax options for increased funding. Carbondale meetings have not had as good a turn out but good comments on level of service and questions regarding equipment needed, personnel to do the job and the need for marketing people for going to the public since EMS is a big ticket item and you'll need up to date ambulances. Lamont also stated that notes will be posted on the website, the website will be updated to show the times of the neighborhood meetings and stated that the neighborhood meetings are for citizens. Chain asked for a volunteer to help with the community survey questions, there was some concern voiced about the quality of the questions and data that will be gathered, Chain stated RRC is a very reputable company. VanDyne volunteered.

Meeting adjourned: 8:10pm

**Steering Committee**  
**June 2, 2015**  
**CRFPD Headquarters**

**Steering Committee Attendees:** Joe Enzer, Michael Kennedy, Carl Smith, Leslie Lamont, Mark Chain, Chuck Torinus, HP Hansen, Tom Flynn, Hank van Berlo, Laura Van Dyne, Jason Sewell, Michael Hassig, Ray Sauvey, and Joanne Teeple.

**Others present:** Kat Bernat

**Minutes:**

Lamont called the meeting to order at 6:08pm; there were no comments regarding the minutes from the 4/22/2015 Steering Committee meeting.

Since there was no one from the public present for comments, Lamont opened by following the agenda items.

**Agenda Item #4: Status of the Master Plan:** It is at the ½ way point.

**Update on the Neighborhood meetings:** Lamont stated that there were approximately 86 people who attended the scheduled neighborhood meetings and that number did not include the board members, steering committee members or staff that were present at the meetings. Both Lamont and Chain stated the neighborhood meetings were poorly attended w/3 meetings having greater turn out, those locations were: Marble, Redstone and Missouri Heights. The volunteer meeting was also well attended. Chain stated that they were advertised on the radio, newspaper, display ads and on the fire department FaceBook page, HOA's were contacted and it was announced at a town council meeting. It was unknown why the other meetings had poor attendance. However, the neighborhood meetings are not the only source for public inputs. We are also doing a survey and we are still reaching out to external stakeholder groups (12 groups) with Almont survey.

Some comments Chain heard were:

- Communicate better
- Justify what you need
- Be prudent

SC comments regarding the attendance included:

- People didn't know
- Poor publicity/how they were publicized
- Becoming apparent people don't care – or is it just no complaints?
- Aspen Fire board meetings were also poorly attended/people just not interested in how the fire department works
- No issues for people & no services reduced= no problem-why should things change?

**Survey:** 3500 paper surveys were mailed to randomly selected voters within the Fire District. The surveys went out between May 29 and June 2<sup>nd</sup> and can be completed online as well. Voter registration lists were used to connect with district residents. Renters and property owners are also eligible to do survey. Due to an oversight by the assessor's office, Gunnison County people will receive survey within the week. There will be an online survey advertised for people who did not get a paper survey. This online survey will be the same as the paper survey but counted separately from the paper survey so RRC can get an accurate count on the number of surveys returned from the paper survey.

SC comments about the survey:

- Would like advertising for people who didn't get survey
- Make the link available on the fire department website and advertise that it is there
- Need more social media outreach, FaceBook, Twitter, etc. for younger people
- Put flyers up, Post Office, library, town hall, 3<sup>rd</sup> Street Center, etc.
- General public believes the fire department will show up no matter what
- Public has no distinction between ALS/BLS level of service
- What percentage of the surveys are expected to be returned A: up to approximately 20% would be good.
- What are the deadline dates for returning the paper survey and doing online/ and for the people who didn't get a survey what is their deadline to complete the online survey?
- People don't know what ALS is won't say "no" to it
- Survey should have associated cost with service for better public understanding

Reference to an article or newspaper interview 2 or so weeks prior to this Steering Committee were made: the president of the board (Gene Schilling) made reference to cost and service in the paper, essentially stating the District needed money, this loses community support, sounds like the president of the board already has his mind made up for another mill levy request, preempting the master plan process, counterproductive and not waiting for the master plan. One steering committee member stated, in his defense (Gene Schilling), it sounded like he was just trying to get people to come out (to meetings) and that he thought Gene Schilling's comments were well intentioned. Chain commented that the Volunteers were also passionate and critical of the Board of Directors, were looking for info and didn't know what was going on. It was asked if the Board of Directors have policies or do trainings on how to be a board a member. Lamont stated that DOLA (the Division of Local Affairs) has trainers available and that they did an annual training when she worked for Pitkin County. Training can include policies, rules and interaction.

### **Schedule for the summer: Review of the draft of the summer schedule**

**Almont survey:**

- **The week of 7/6:** a written draft of their portion of the master plan will be circulated to the Steering Committee, staff, board, Chain and Lamont.

What were the questions?

- What are the strengths of the fire department
- What are the weaknesses
- What are expectations

### **Steering Committee Meetings**

- The June 30<sup>th</sup> meeting has been cancelled and a July 15<sup>th</sup> meeting was scheduled

### **Public Outreach/Input results:**

- **On Wednesday 7/15:** RRC and Footsteps will review the results of the survey and review the website with the Steering Committee. It was asked if and when the Lamont/Chain portion of the master plan will be presented, Chain is still working on financial aspect, Lamont stated that their portion would be available sometime after 7/15 and will send to Steering Committee for review when it becomes available, will plug this piece into the summer schedule.

### **Almont results presentation to Steering Committee and Board of Directors:**

- **On Wednesday 7/29 at 6pm:** Almont rep Mike Tucker will review their portion of the draft plan with the Steering Committee. This will be the time to give input and recommendations and let them know what is missing in their portion of the master plan.
- **On Wednesday 7/29 at 12pm:** Almont will meet with the Board of Directors separately to review their portion of the draft plan
  - Why are meetings separate? A: each group has a different focus/thoughts formulated for the master plan
- Almont will be blending Lamont/Chain portion of the Master Plan into the final draft

### **Steering Committee review of the Draft Master Plan:**

- **On Tuesday 8/4:** Review of the draft master plan by the Steering Committee. Almont and the Lamont/Chain work will be blended in one final draft Master Plan.
- With the global input, the steering committee should prepare recommendations and reach a consensus for the board. Such as: Adopt as is, adopt with changes, don't adopt too much is missing, more work needs to be done, etc.
  - Lamont stated reviewing the master plan is the opportunity to put in what we here from volunteers and community. When you start reviewing drafts of the Master Plan that is what you are looking for, i.e. that communication is being addressed, Board trainings, inventory, personnel, etc.

### **Town Hall meeting:**

- **On Thursday 8/6:** There will be a town hall meeting to present the Master Plan to the public.
  - It was suggested that as representatives of both the Board of Directors and Steering Committee that Carl Smith and Mike Kennedy write letters (in newspaper) regarding the town hall meeting. It was suggested that future official communications from the Steering committee should come from the co-chairs

### **SC Comments were:**

- Don't force feed the public the Master Plan
- Public won't read unless you "yank their tail"

- Last Master Plan was like a shopping list, hopefully the next one won't be
- Some on the Steering Committee felt that the Committee was being used to cover the Boards' butt
- That the Master Plan was for figuring out how to maintain the status quo
- Master plan is a blueprint for next 10 years, need to focus on what this place is going to look like- committee needs to be hard ass on what planning people are doing if don't like send back

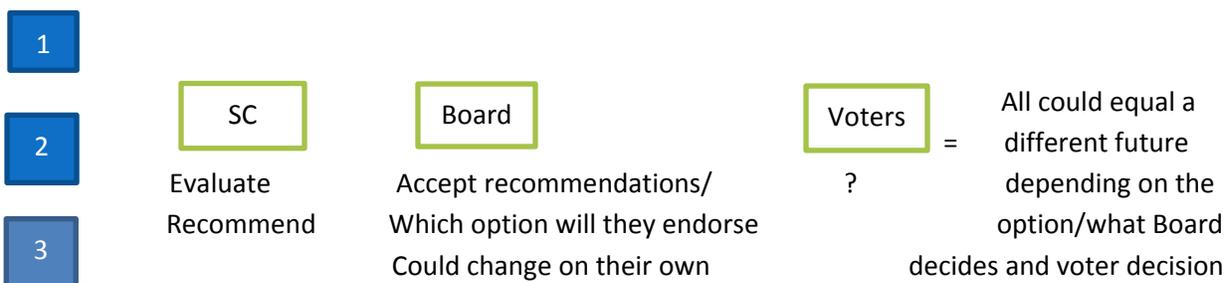
Lamont and Chain were asked how specific the Board was in their request for a Master Plan; what work was outlined for the consultants. Lamont read from the RFP (Request for Proposal, the document that was sent out to request bids on the Master Plan) which outlines the scope of work, she read and explained who/which company is performing the tasks in the RFP. Lamont and Chain stated that there will be options for the board for various scenarios including:

- Here's what you need, here's what it'll cost
- What you don't have/what you do have
- How to provide services...if no additional revenues, how will we function

There are no preconceived notions. It will include public wants, technical analysis on strengths and weaknesses, national standards and various scenarios on how to get community wants as well as being realistic and sustainable.

Michael Hassig drew a visual aid to help SC members grasp the concept of the options, their role, the role of the Board of Directors and Voters. Stating all would lead to a different future for the fire district.

Options (whatever they are):



### Board review of the Final Master Plan

- **On Wednesday 8/12:** The Board of Directors will review the final draft of the Master Plan considering recommendations from the Steering Committee and adopt plan
  - It was suggested that the Board of Directors keep the Steering Committee intact for outreach efforts
  - It was asked if there was any idea on what the Steering Committee should produce for the Board. Chain stated that there are no expectations, the Steering Committee is supposed to review info and make recommendations--not write the plan. The Board may or may not accept recommendations and could choose to change the plan on their own.

Other SC comments included ideas such as:

- Combining Carbondale fire district with Basalt fire district
- Create a separate ambulance district

**#5: Public Comments:** There was no one from the public present to make comments

**#6: Property Valuations:** Chain stated in general that valuations were up around the 2005-2007 levels, and the overall average is 25-26% for the district, taxes from property valuations equal approximately 73% of the districts previous revenues that occurred at the high point before being affected by the recession. Increases for Carbondale were all over the map.

The SC went around the table and stated how much increase their property valuations were and they ranged from 52-80% in old town Carbondale, 60% in Hendrick Ranch, 32% in Blue Creek, 33% in RVR, 38% in Missouri Heights, 47% in Elk Springs, 12-17% up the Crystal, and 40% in Redstone with some vacant land increasing 400%.

**#7: Transparency:** Enzer quoted from an article or interview that Gene Schilling the District's Board President and Chairperson did approximately 2-3 weeks ago in which Gene stated there was a shortfall of \$800,000.00 for the district's budget. Enzer stated that Schilling stated the budget stood at approximately 3 million dollars. According to Enzer the 2013 audit shows the budget was 3.4 million and the audited budget was 2.75 million which equaled \$635,000 less than stated revenue. Enzer went on to state that even with capital reserve expenditures added in they still had more than \$472,000.00 left over. He cited the 2013 audit as his resource for this information. Enzer also stated in 2013 that two things happened: the 2011 mill levy dropped out and property valuations went down.

Comments from the SC were: (also recorded in the Survey section above)

- Article could have lost community support
- It seems that the Schilling already has his mind made up regarding the need for money
- As a representative of the District he has pre-empted the Master Plan process
- Counterproductive not waiting on for the Master Plan to discuss the need for more money
- Disregarded the Steering Committee and what they are doing

Van Berlo made a comment in Schilling's defense stating that after reading the article several times it was his thought that Schilling was just trying to get people to come out and be interested (in the meetings) and that he thought Schilling's article was well intentioned and that Schilling was trying to prepare the public. Discussion followed on the article as well as on the new ladder truck and whether it was encumbered by reserves and what the interest rate is. Kennedy stated the truck was encumbered and the interest rate was low, and the loan can be converted if the District needs access to the reserves to a lease purchase, but with a slightly higher interest rate. (Note: if converted to a lease-purchase, the interest rate will be set at 3.35%)

General comments from the SC that followed:

- People have no confidence in the economy and this will translate into how people look at taxes
- Tough sell to convince people that we need a mill levy when taxes will go up the 1<sup>st</sup> of the year
- Options in the Master Plan that don't include increases will fly

- The Master Plan was just one suggestion to the Board last year from the CAC, others have not been considered yet
- The public's perspective is that LOS is the same, expenses have stayed the same and reserves have been used but there is no crisis

Lamont closed the meeting with the following comments: There will not be a meeting on June 30<sup>th</sup>; the next meeting will be July 15<sup>th</sup> at 6pm. Lamont/Chain will pin down survey dates and deadlines and add in the Lamont/Chain portion of their draft for the master plan sometime after Almont's draft is circulated on July 6<sup>th</sup>.

Meeting adjourned: 8:10pm

**Steering Committee**  
**July 15, 2015**  
**CRFPD Headquarters**

**Steering Committee Attendees:** Joe Enzer, Michael Kennedy, Leslie Lamont, Mark Chain, Chuck Torinus, Tom Flynn, Hank van Berlo, Laura Van Dyne, Michael Hassig, Ray Sauvey, and Joanne Teeple.

**Absent:** Carl Smith, HP Hansen, Jason Sewell

**Others present:** Kat Bernat, January Jones (KDNK), John Colson (Sopris Sun), Pat Curry (Footsteps Marketing) and Chris Cares (RRC)

**Minutes:**

Lamont called the meeting to order at 6:05pm; there were no comments regarding the minutes from the 6/12/2015 Steering Committee meeting.

Since there was no one from the public present for comments, Lamont started the meeting stating that the meeting may run late due to presentations and long agenda. Lamont then introduced Chris Cares w/RRC.

**Survey Review/RRC:** Cares stated that he will utilize a slide presentation to present findings and explore certain topics in more detail, give info back that can be plugged into the Master plan and stated that the survey is not a political survey or referendum it is a tool.

Cares stated that 3277 surveys were mailed with an option to also do the survey online. 547 surveys were returned which was approximately 17% and this return (the invitation sample) was large enough for statistical purposes and is considered statistically valid. There was also an open link for anyone who chose to participate that was tallied separate from the invitation survey. The open link received 72 responses.

Cares was consistently interrupted and questioned by a steering committee member in regards to the data content, the weighting process and the overall validity of the survey with regards to weighting. Cares stated that the survey was tabulated using acceptable practices set forth by the industry. The Steering Committee member asked Cares if the manipulation of data would affect the numbers, Cares stated “no” it would not affect numbers and again stated that the weighting process was an acceptable practice.

**Summary of some of Chris Cares major points:**

- The open-ended comments were meant to help customize the survey for Carbondale
- A major finding was that a surprising number of survey respondents did not have an opinion on certain questions. For example, 26% were unsure or didn't know whether the fire department did a good job or not. This indicates that the department must continue to provide outreach to people
- Cares was asked why he seemed to pay a lot of attention to demographics. His response was that in certain circumstances, this identifies to whom or which category of citizens the department must continue to make efforts to reach

- Only 1% of survey respondents get information on the department from the website
- up to 40% of longer-term residents and wealthier residents don't necessarily want to pay more to "enhance" their service
- Younger residents or residents who have lived in the district for only a few years were also not certain they are willing to pay more taxes to "enhance" services
- Cares in almost all instances tries to separate the "open link" from the statistically valid mail survey
- From Cares recollection, it appeared that the open link survey tended to have some of the more positive comments

Cares will be providing the following:

- a new print out of PowerPoint slides, including the additional slides that he included in the presentation at the meeting
- a list of extensive tables regarding the questions
- put together a slide specifically on the survey response related to rating of "EMS services"
- put together a new compilation of the "open ended comments" so that they are better organized and it is easier to find them according to general categories

After discussion and general comments regarding the survey Lamont introduced Pat Curry with FootSteps Marketing. Curry brought up the Carbondale and Rural Fire Protection District's website on the projector and stated that the website has been revamped and will now be an effective communication tool, not a brochure. Curry reviewed the new and some relocated points while navigating the website describing different sections and their usefulness and stated that websites have grown to be an effective digital media tool for communicating to the public, with Google recognition being a key factor in getting traffic to the website. Curry stated that the team (referring to Jenny Cutright and the staff) now have full control of the website content along with all of the marketing tools that is used by FootSteps marketing and that Jenny has been doing a great job at keeping the website, Facebook and Twitter accounts updated with current content.

Questions from the Steering Committee:

- What does digital media include? A: Website, social media (Facebook, twitter, etc.) and email marketing.
- Webcrawler Capable? A: No
- Has there been increased usage? A: Yes, over 1000 visits so far (from 6/23 to 7/15) visitors from all over.
- Other search engines utilized besides Google? A: No, 85-90% of traffic use Google.

A review of tools that can be used to track data was initiated by Curry and a graph was used to track visitors. Curry stated that direct links from the webpage to FaceBook was still being worked on. It was stated by a Steering Committee member that only 1% of survey responses

used the website to get info, Curry stated that email marketing may help and that getting the word out about the website will increase traffic.

Lamont thanked both Pat Curry and Chris Cares for their time and asked the Steering Committee if they would be available for a meeting on 7/22 since this meeting had gone over the 2 hour time frame. All agreed with one member requesting that future meetings start at 6:30pm as they were having a hard time getting to the meetings at 6:00pm. It was agreed that the 7/22 meeting would start at 6:30pm.

Meeting adjourned: 8:45pm

**Steering Committee**  
**July 22, 2015**  
**CRFPD Headquarters**

**Steering Committee Attendees:** Joe Enzer, Michael Kennedy, Leslie Lamont, Mark Chain, Chuck Torinus, Hank van Berlo, Laura Van Dyne, Michael Hassig, Carl Smith, HP Hansen, Ray Sauvey, and Joanne Teeple.

**Absent:** Tom Flynn, Jason Sewell

**Others present:** Kat Bernat, Ron Leach, Jeff Wadley, Brandon Deter, Killian Deter, Lee Beck and John Stickney

**Minutes:**

Lamont called the meeting to order at 6:35pm; there were no comments regarding the minutes from the 7/15/2015 Steering Committee meeting and minutes were approved.

Lamont welcomed members of the public and started the meeting with a review of the ground rules stating that the Steering Committee is at a new level. Some of the ground rules covered were:

- Agree to disagree
- Watch your air time
- Include everyone in email discussions/ Lamont asked if anyone objected to Kat being included in the email conversations/ there were no objections

Lamont also stated she wanted to be more diligent about using the "Parking Lot" for topics that need to be revisited at a later time and gave a brief explanation of how public comments work, for example; comment and input for topics as well as comments and input for the Steering Committee.

Lamont outlined the agenda for tonight's meeting stating that 7a was in addition to what was on the 2<sup>nd</sup> half of the agenda last week that the Steering Committee was unable to get to due to time constraints. Lamont stated that this meeting is to finish the agenda that was started last week, hear feedback for the July 29<sup>th</sup> meeting with Almont and discuss how the Steering Committee would like that meeting to go.

Chain referred everyone to the packet of information that was emailed on Friday 7/17.

**Assumptions for Financial Scenarios** Steering Committee comments regarding the Revenue Expenditures and Chain's replies were:

- 25.5% increase in valuation was different from Almont

Chain stated that his number is different because he was being a little more reserved for the current revaluation cycle and had updated information from the counties on the projected percentage increase.

- 12% increase in valuation for budget years 2018/2019

Chain stated that we are ½ through next valuation /going up fast could be as much as this time, Chain reminded everyone that these are his assumptions based on data collected and trends

When reviewing the Revenue & Expenditures Summary spreadsheet, Chain stated that these are just estimates, this year is the largest projected deficit because of the increase in valuation, 2018 will be

lowest. The bottom of the spreadsheet shows projections of what an increase in revenue would be with an additional Mill Levy. Chain got these numbers by using 1.5 mills x gross property value (519,000) and does calculate an increase in 2018/2019.

Comments from the Steering Committee:

- Paints a rosier picture than what's going on
- No deferred maintenance and capital replacement
- Depict accurate budget that puts money aside for those expenditures is needed

Chain moved on to the Mill Levy background.

Comments from the Steering Committee re: **CRFPD Mill Levies 2011-2015**

- It was asked if Pitkin County could be added as a comparison to the Selected Garfield County Mill Levies for the budget year 2015 section. Chain stated he would do that.

Comments from the Steering Committee re: **Selected Mill Levy Information**

- What is Marble? Chain will provide
- What is Redstone compared to Pitkin County? Leach stated Redstone is not incorporated/ it is the same as Pitkin County. Smith said there is a water district assessment unique to Redstone
- Are your numbers same/ close to Almont's

Chain stated that Almont's financial person is very good, Chain was tasked to provide baseline scenarios where there were no enhanced revenues such as additional mill levies and the deficit spending was continued- what would happen? That is the difference between Chain's and Almont's scenarios. Both show increased Capital but Almont runs down the Reserve faster.

- We all see the trend lines, what are implications/where do they lead to?- There were 2 pages that were overlaid on page 74 of the Almont draft; one of the pages had text and a chart, and another was a full financial scenario.
- If no tax increase and the fund balance drops below acceptable level- what are the necessary cuts that would have to be made to personnel to have fund at an acceptable level?

Chain stated that it is best to look at the whole picture from above, don't get into the weeds, get your 1<sup>st</sup> impression, consider, make judgements and move on

- What is the acceptable number for the Reserve balance? If we have this number we can determine what cuts need to be made without a mill levy increase.

It was stated by another Steering Committee member that the Board of Directors would make that decision and the budget would be determined by voters-if it goes to vote

- What are revenues that can be pursued/generated on the +/- side to make it work?
- Is it possible to look at what affect the recession has had on the taxpayer from 2007-2015

A Steering Committee member stated that you might be able to find area median income from a County source that tracks trends, another Steering Committee member stated that this would be related to a ballot question, only one way to figure that out and that's to put it out there. Chain will try to find data.

Comments from the Steering Committee re: **Tax Impacts on Commercial Properties**

- Would like Pitkin County as well

Chain stated this section was for informational purposes only and wanted to illustrate that commercial property owners pay 4 x's more than residential.

Comments/Questions from the public:

- Don't compare the Carbondale Fire District to other entities, compare to other fire districts
- In the Assumptions for Financial Scenarios, where did the 25.5% increase in valuation come from?

Chain stated that this number came from individual counties- they get assessed value and tell municipalities what it is. This is a preliminary number from May and could change in August but not by much. It is combined with Garfield/Pitkin, Gunnison would not change the end game.

Comments and questions from the Steering Committee re: **Outline & Discuss key items from Almont Draft**

- Draft pinpointed amount of work certain staff did and lack of PIO and ambulance billing revenue/sending billing out would cost 5-8% according to Almont, could be higher 10% or more/ should weigh revenue against cost/ could free up a staff member to do PIO/HR or split positions/ ambulance revenue doesn't collect enough - fire department's relationship to the community and character of community plays a role
- Inspections and charging for other services like testing hydrants should be considered/ some subdivision pay for inspections-could prepare bids however, must be careful-companies that inspect also repair
- Was an exhaustive report but I need recommendations to be put into order of importance/ considering what changes could be made and what impact would it have on revenue/ marry all of needs and see where you are- tough picture to sort out, need fundamentals
- Direct everything we do in a positive light to the public/have seen marked change in the social media effort/ the good face on Facebook is drawing people to the website/ take that positive energy and find a way to educate people about the fire department's crisis-give real information
- Master Plan is 25% meat/75% potatoes- boiler plate common for all other departments they do reports for/ what is the role of the Steering Committee in regards to the Board of Directors/ to what scale do they want the Steering Committee to criticize, applaud, analysis the Master Plan/ the whole economic model they chose is wrong/Government accounting is supposed to at least break even/ can't adopt if revenues and spending don't match (Regarding scale of involvement- a bird's eye view role would be positive ambassadors to the fire department-supporting what you're doing) Smith commented that the Board functions as a group when making decisions on which direction to go/ Kennedy commented that they (the Board) don't want to micro manage-everyone could take a portion (of the Master Plan) and pick it apart/ there is a limit to being too in depth)
- Does the fire department belong in the ambulance/EMS service? It's a money loser although it is a great service for the community/ from business standpoint it's a lose-lose/ there are some ideas on how to address/ eave free standing ambulance service in Parking Lot- too big of an issue/If you form an ambulance district-people will see through that dropping mill levy down for fire department and increasing for an ambulance district

- At some point we're heading toward a mill levy increase
- The Master Plan says the department is not being managed poorly
- People don't understand that they own this fire department/sell the idea so people will participate more/details don't mean crap-gotta sell the department / this is a wealthy area with desirable features (Fire/EMS services) the need for emergency services is going to increase/need to be more informative to put burden on the public to understand the context of how this group works (fire department)
- What is the fire reduction section talking about? (Modern building techniques are very good at preventing structure fires) When talking about fire reduction the Master Plan is not pegging our area-(over growth forest/wildland fire)
- Present circumstances reveal how lucky the District was to build up reserves/ impressed with Master Plan- Almont was hired to give goals and aspirations and they gave 75 recommendations to go to the public with
- The SWOT analysis (Strengths, Weaknesses, Opportunities, Threats) didn't address points enough/ for example: how do you retain talent? How do you develop a volunteer program – there are a lot of morale issues that revolve around staffing...either not enough shift people or not enough volunteers/ need to address cohesion with the fire department- don't let little things go unaddressed
- The Steering Committee should offer recommendations- the Master Plan is broad guide for the next 10 years/ Little financial things make enormous difference to the public in regards to the fire department being financially responsible/ Going to the voters is likely- it's up to Ron and the staff to match the revenues to the goals and objectives of the Master Plan
- Have to solve the basic problem: How do you determine what mill levy increase voters will accept- what is palatable to them? Need to make the Master Plan language understandable to the voter/ Preposterous to think that this can be done by November/ If another mill levy doesn't pass- will be devastating to the fire department/ last mill levy question had several issues i.e. no sunset/ should ask for as low a mill levy as we can live with and a short sunset
- Want to see 3 scenarios: no increase-reserves down to 0/ what's the minimum mill levy we can ask for to keep as is/ and a more aspirational mill levy increase option that covers Master Plan suggestions

Lamont addressed the Steering Committee stating that they had really good questions and they would be helpful in conversation with Almont next week/ Lamont wants to get a bullet point to the Steering Committee members to tweak if need be so Almont will have for the meeting on 7/29 at 6:30pm.

Public Comment:

- From an outside perspective one reason mill levy didn't pass- Board is perceived as a good old boys club and is not receptive of new members/ Staff is top heavy too many chiefs/ need more public relations work/ explain to public why the department is not top heavy
- Heard great comments tonight, boiler plate portion and prioritization very important/ didn't hear anything about a strategic plan/ provide less lengthy plan to public/ Hard for anyone to plan for 10 years ahead but the 2004 bond issue had very clear goals/ will be a little harder to sell because you're selling what you already got

Staff comments:

Ron Leach addressed the Steering Committee and the public with the following comments:

Of all of the numbers and budgets that were knocked around here tonight, there is one number I would like you to keep in mind: 384. From March 30<sup>th</sup> – July 22<sup>nd</sup> the members of the fire department have responded to 384 emergency 911 calls behind the scenes where the rubber meets the road we have kept this service going 24/7. Delivery of the service that you all are trying to support has been my focus and for the last three months the staff and volunteers have remained a cohesive unit to maintain service to this community. I'm extremely proud of the volunteers, staff and Board of Directors, it has not been easy, it takes a toll and they've kept focused and answered those calls.

The Steering Committee applauded at the end of Leach's comments.

Lamont gave an overview of upcoming dates:

7/29: Almont meeting

8/4: Master Plan Final

8/17: Board of Directors meeting

(May or may not have town meeting 8/6- not definite)

A Steering Committee member asked how the Master Plan will come together and how a potential November mill levy will come

All elements of what is being put together by Almont will be presented to the Board. Lamont's and Chain's work will be inserted into the proper areas of the Master Plan that Almont has put together.

#### **PARKING LOT:**

- What cuts are necessary in the department to prevent the department from falling below an acceptable fund balance?
- Of those necessary cuts what are considered significant and what are the impacts to the District
- Establish specific reserve fund balance
- What are the revenues that can be generated to make it work
- Is there a way to gauge how much personnel income has gone up 'vs' property valuation and the willingness on the voter to approve more taxes
- Should the Fire District be in the ambulance business
- What should the transition time be between the Master Plan process and mill levy question

Meeting Adjourned: 8:41pm

Lamont's compiled bullet points of Key Discussion Items from the Almont Draft Master Plan – that the Steering Committee wanted Almont to consider when considering revisions to the draft plan:

- What cuts are necessary in the Dept. to prevent the Dept. from falling below an acceptable fund balance?
- Of those necessary cuts what are considered significant and what are the impacts to the District?
- What are the revenues that can be generated to make it work?

- Out sourcing ambulance billing seems like a good idea but will need to weigh the cost against in-house and/or creating a PIO.
- Another good point was to consider charging for inspections and other services.
- The list of 75 recommendations should be put into an order of importance. Although the recommendations are organized by departments or sections.
- What is the bottom line? I want to see the trends of budget projections before I get into the more basic stuff of running the Dept.
- In my opinion the economic model used is wrong from a small business perspective (meaning a budget less than \$2 million). Government accounting requires a balanced budget; requires expenditures and revenues to break even. Almont didn't address this.
- How do we deliver the best blueprint to the Board of Directors?
- On the budget pages what are the red and green markings? What do they mean? (**NOTE:** Red means falling below an acceptable benchmark. Yellow hatching is important line item categories i.e. "mill levy" and "minimal reserve suggestion". Green marks are what Almont calls "decision units" i.e. "number of staff" and "estimated cost of employees or vehicles".)
- I would like a glossary of all the acronyms. This should be reader friendly.
- It would be helpful if there was an Executive Summary.
- On page 71 there is reference to progress in fire suppression in particular structural fires. However, in our area our greatest concern with fire is over growth forest and wildland fire – doesn't feel like this part of the Plan is related to us.
- On page 85 the text refers to a projected growth in ambulance calls but on the budget pages the number of ambulance calls is static – which affects that budget. I don't believe the calls will remain static; we have a growing population of older residents.
- The beginning of the report includes a lot of quotes and references from the SWOT analysis but the draft Plan does not offer solutions; i.e. morale issues, retaining talent.
- Should solutions be included in the Plan with recommendations to the Board or is the purpose of the Plan to identify problems and let management and the Board sort this out?
- Which future does the Dept want? And what will it take to get us to achieve the aspirations of the Plan, maintain service, or require cutting of services?
- We should know what the numbers are that would require the elimination of personnel.
- We need three budget scenarios: hell, purgatory, and heaven: no increase and reserves down to \$0; what is the minimum we can ask for to keep us static; and more aspirational mil levy that covers the Master Plan suggestions.



## **Steering Committee**

**July 29, 2015**

**CRFPD Headquarters**

**Steering Committee Attendees:** Joe Enzer, Michael Kennedy, Leslie Lamont, Mark Chain, Chuck Torinus, Hank van Berlo, Laura Van Dyne, Michael Hassig, Carl Smith, HP Hansen, Ray Sauvey, Tom Flynn and Joanne Teeple.

**Absent:** Jason Sewell

**Others present:** Stuart McElhaney, Mick Tucker, Keith Chapman, Kat Bernat, Ron Leach, Brandon Deter, Killian Deter, Jim Pidcock, Chris Pearson, Logan Piccolo, Vicki Smith, Davis Farrer

### **Minutes:**

Lamont called the meeting to order at 6:35pm; Lamont thanked everyone for being here and stated the minutes from the 7/22 meeting would not be adopted this evening because we wanted them to have time to review them first. Lamont stated that the 25 points from the 7/22 meeting were given to Almont and that she would like to focus on the Almont presentation of the draft Master Plan. Lamont stated that Almont made a presentation to the Board of Directors at noon today and that Almont is committed to having a final Master Plan by Monday 8/3/15.

Lamont stated that there are public comment sections to the agenda and when presentation sections are finished and after the Steering Committee members had the opportunity to ask questions and discuss each section, the public would be allowed to comment. She commented to the Steering Committee that there are four sections to the presentation and that the Steering Committee should hold comments and questions until after each section. Lamont also stated that Chain has discussed with Almont how to integrate Chain's work into the Plan and that at the end of the night we may want to change the meeting on 8/4 to 8/5 so the Steering Committee had plenty of time to review the final Master Plan.

Mike Tucker with Almont stated it was good to be back and started with a slide presentation on the highlights of the draft Master Plan. Tucker stated that Carbondale Fire is at the end of a previous 10 year Master Plan and Almont, Chain and Lamont have come together to provide an updated Master Plan doing extensive work from meeting with staff, department members and Board of Directors to meeting with external stakeholders like business owners. Two SWOT assessments were done (Strengths, Weakness, Opportunities, Threats) as well as community and neighborhood meetings. Tucker thanked Bill Gavette and Rob Goodwin for the tremendous amount of data that they provided and the quick turnaround in which it was provided was very helpful. He then gave a brief background on himself, stating he has 30+ years of fire service experience, Chapman has 20+ years of fire service experience and McElhaney has 20+ years of experience.

In reference to Special District authority and benefits, Tucker explained that Special Districts capture what service level to provide and that taxpayers determine what they want to fund. A Board of Directors hire staff to make things happen. Tucker stated that the Master Plan contains a “Strategic Plan”; the Master Plan is longer term and covers an overall perspective. The Strategic Plan is a 3-5 year plan driven by goals and objectives that was put together using data obtained from internal and external stakeholders, the SWOT analysis and response time expectations and the Strategic Plan can be re-evaluated with new goals/objectives every 3-5yrs, etc.

Tucker continued with a slide that referenced the strengths and concerns portion of the SWOT analysis, stating that they matched closely. In regards to response time, Tucker stated the district doesn’t have the resources to provide response time in less than 5 minutes and that a challenge to the Board of Directors in convincing the community what level they want to fund.

The SWOT analysis concluded that in general the fire district is doing a good job and that policies and leadership do not seem to be a problem. Tucker went on to explain that the current Mission Statement for the fire district was not reflective of what it actually does and stated that a modified Mission Statement was introduced to make volunteers and paid staff equally important and embraces the future direction of the District. Tucker also commented on the Core Values the district currently has in place and stated it was reduced to four to accurately reflect true values instead of 36 values and adjectives.

Tucker explained the model in which the Master Plan and Strategic Plan involved the 11 different strategies that line up with the international accreditation model. Tucker stated that the vision and implementation portion of the Master Plan (page 38) is a description of what the agency should look like in 2021. He stated that the measure of progress is the accountability part of the Master Plan and that external stakeholders should be consistently informed of the District’s successes and accomplishments.

Keith Chapman with Almont continued the presentation by discussing community risk reduction stating that the current software is only being utilized at 40% of its capabilities and that the district should tailor emergency response to high at risk buildings. Chapman stated that the maintenance people at Carbondale Fire are outstanding and don’t have enough resources to meet best practice standards. Chapman also stated that every department has safety issues, even his.

Some of the safety issues identified for Carbondale Fire were:

- SCBA Maintenance/fit testing/ grooming standards- not following recommendations
- N95 masks- need to fit test
- Seasonal staffing- current maintenance staff is at their limit

Chapman went on to discuss the inter-agency and governmental agreements. Chapman stated the involvement with other agencies gets the department valuable experience, knowledge and skills they would not get locally. Chapman stated that although Carbondale Fire has agreements in place with multiple agencies, responsibility levels should be made clear and agreements for areas like Lead King Basin, etc. need to be implemented and all agreements should be reviewed annually.

In regards to the Board of Directors he stated the Board makes policy level decisions and the staff makes it happen. Chapman also stated during the SWOT analysis they found there were questions regarding Board members being volunteers. Chapman stated that legal consultation should be brought in to discuss and give input on this matter to the Board of Directors as most agencies do not allow this practice and referenced Doctrine of Incompatibility. Chapman went on to discuss staffing stating that the 48 hour shift was a common and acceptable practice across the United States. Other highlights for staffing issues included:

- Administrative staff including Chief/Deputy Chief's, etc. responding to calls, there are operational costs because when responding to calls other job duties don't get done
- There are two NFPA standards that can be utilized for staffing- 1710 or 1720- Pick one standard and adhere to that standard
- There are no staffing mandates in this country
- Response times and reaction times should be evaluated using fractile reporting- which measures each component so you can see where changes need to occur

Mike Tucker touched on several other topics including:

- GIS mapping and call locations: refers to task time from time of page to back in service.
- Local Trends: population, call volume increase by 2% annually, segments of population don't have primary care will rely on EMS
- State Trends: Colorado will continue EMT-I but NREMT will not revise testing,
- National Trends: Grants will become less likely
- ISO ratings: Never use ISO model as tool, lower ISO rating does impact insurance premiums but lower ratings should not be chased
- In comparison to National Standards: CRFPD is compliant, could do more online FF1 to move people to FF2 level

Comments, questions and discussion from the Steering Committee included:

- We couldn't do this without volunteers, how do you address development of volunteers and retention? A: FFI is on IFSTA website where they can do at their own pace, more online training, developing training that meets them where they're at, need to create environment that supports and encourages volunteers, when volunteers don't feel valued, volunteers go away
- Regarding GIS mapping and average response times: is this true time reporting a friend or foe given the size of our district? A: You don't make numbers what you want them to be, the accreditation model compares Carbondale Fire to other rural fire departments.
- Is the GIS modeling a geographic representation? A: It is driven by the defined response area, its value is to give community an understanding of where they are in relation to a fire station, it is a visual representation of the best case scenario and an ideal baseline response time.
  - Need realistic numbers, reality is station 81 responds to all calls and apparatus will come from there not from stations 84/85-very rare. A: Fractile reporting will give you real times
  - Diagrams don't reflect reality; need to clarify so it doesn't represent a false impression of response times. A: Almont will clarify, good opportunity to describe outlying station

scenarios i.e. maybe different level of service for outlying areas, more people need to be hired, etc. Need to quantify level of service to public.

Stuart McElhane, began his section of the presentation talking about the revenue trends and taxes as well as economic models. He touched on the following points:

- Ambulance revenue is pretty good, could optimize
- Maintain financial viability in the district
- Could combine the GF and CF, but that's a policy decision
- Minimum reserve needed, policy decision
- Could form a Cash Reserve, this is a reserve you don't touch otherwise known as a contingency fund, for wildfires, emergency services, etc.

Comments, questions and discussion from the Steering Committee

- Regarding the economic model charts: bring the projection timeline out past 5 year scenario so people can see the revenues/expenditure lines meet back up
- Did you make corrections to call volume (call volume numbers were stagnant at 652 each year in the Master Plan) A: Almont/ yes, they were raised by 1.2% each year
- Is there a scenario we are trying to zero in on? A: Almont/the Master Plan is a tool to use, decision and policy making is the Board of Director responsibility, urgency is there because it will get worse, you have the tools to work with staff to come up with a comfortable assumption for mill levy
- How many staff would need to be cut to keep things running as is? A: Leach stated 2 people would need to be cut
- Which two positions would you cut? A: Leach stated he did not know which two positions it would be
- General distrust of government across the nation
- What does it cost to hire a Fire Chief? \$15-20,000 of operating cost
- What will it save the district if two people were let go? A: Leach stated approximately \$120,000
- Need to come up with a Plan that is good for the fire department and palatable to the community
- According to what I see the fire department is not being miss-managed, is not overstaffed, and is doing the best they can, people have made the department look bad with rumors and unfounded accusations
- Master Plan comes from fire department need, what is willingness and ability of taxpayer to pay more money
- Mill levy increase would be better in 2016 to take effect in 2017
- The Master Plan graphs stop at 5 years, if a 10 year Plan, then should the graphs be 10 years?
- Was an evaluation of how we are using people or doing a restructuring of job duties, etc. done? A: Almont/ staffing functions are based on board policy
- What are your thoughts on paid per call benefits to augment staff? A: Almont/ they work, logistics would need attention and the Board would need to analyze.
- This Plan and evaluation of the Department was not available at the last election. The information in it can be used to help educate people. Maybe one could estimate how it affects

the public if some more staff is cut. Previously, there was a perception that the Department was overstaffed- Does not appear to be.

The following comments were made by the public:

- When looking at staffing, sometimes I have been asked to evaluate how we are using employees and is that the best use of their time
- Is there demographic section in the Master Plan?
- ISO is not always the end-all and be-all. The ISO rating does not always relate back to the actual insurance premium that one pays as part of their insurance bill.

Leach gave a brief description of the Board meeting earlier in the day today. He stated that the Board of Directors would have an evening meeting on 8/12 to discuss the Master Plan and the Steering Committee recommendations and that on 8/19 there would be a special meeting to discuss accepting the Master Plan and make a decision regarding putting a question on the 11/15 ballot. The deadline to put a question on the ballot is 8/25. County clerks will not do voter lists so it must be done internally. A request was made to order the lists so we can be ready if a question is put on the ballot, so the work load is not so difficult later. The Board voted 3-1 in favor to order the lists.

Questions that followed Leach's comments:

- When will the Board accept the Master Plan?
- When is the Board looking for the Steering Committee to give recommendations?

In regards to those questions, Lamont gave a list of dates for the Steering Committee to consider:

- 8/3- The final Master Plan packet will be out
- 8/5- The Steering Committee meets to discuss the packet and make recommendations
- 8/12- The Board will discuss the final Master Plan
- 8/19- The Board will discuss and perhaps accept the Master Plan
- 8/25- Board will make decision for November ballot question

Lamont stated in September she and Chain will take the Master Plan to the public.

Public comment that followed:

- There is so much in the Plan that plays into future decision making
- Don't do public process after the document is accepted. That would be a fatal flaw. Plans usually change once the public sees them and provides input.

Adjourn: 9:45pm

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# MASTER PLAN



CARBONADE & RURAL  
FIRE PROTECTION DISTRICT

## COMMUNITY INPUT FOR THE FUTURE

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### **Appendix E – Comparisons with other Western Colorado Fire Districts**

## **Introduction**

This appendix includes a quick comparison of the Fire District to other selected fire districts in Western Colorado. We are not comparing Carbondale with the other districts for purposes of analyzing whether Carbondale is doing a good job with its resources, trying to determine if other Districts have more resources or are overtaxed/under taxed, etc. The purpose is solely to compare Carbondale with other Districts in terms of size of coverage area, population, mill levy, total taxes and revenues received for informational purposes. The reader can draw their own conclusions.

We have taken a broad brush look at four nearby fire districts. Some are fairly similar, some are somewhat different in their own ways. It should be noted that they all compete for similar resources and personnel. They are all combination fire districts, meaning they have full-time, paid staff (FTE) as well as some degree of volunteer participation. It is also important to note that this is a “snapshot in time”. Property valuation can increase and decrease as can mil levies. For short bursts of time, a district may need to invest in capital facilities and significant rolling stock and this can temporarily change expenditure patterns, staffing etc.

Basalt would appear to be the closest to Carbondale in terms of size, structure, population etc. Both Basalt and Carbondale have a significant volunteer component. Basalt’s mil levy is close to two mils greater than Carbondale’s.

Snowmass/Wildcat is relatively small and has a much smaller population base than Carbondale. Interestingly, its valuation, therefore tax base, is almost twice that of Carbondale. The number of employees for Snowmass is slightly greater than Carbondale a present (21 FTE versus 18 FTE).

Glenwood Springs is somewhat different than the other four because the Fire Department is part of the larger city operations for the city of Glenwood Springs, and it also functions as a rural fire department for the outlying area of Garfield County immediately outside the Glenwood Springs municipal boundaries. The area served by Glenwood Fire is much smaller than Carbondale's and they do have access to more financial resources from the city's General Fund. Glenwood Springs is the primary retail, service and market area for the lower Roaring Fork and the upper Colorado River valleys. Presently, the Glenwood Springs Fire Department has six more FTEs than Carbondale and it gets nearly \$3.0 million per year in sales tax revenue from the city. There are different mil levies for General Operating revenues of those properties outside the City (8.339 mils) and those properties within the City Limits (2.0 mils). Another difference between Carbondale and Glenwood fire is that Valley View Hospital is located in the middle of the Glenwood Fire District, so the ambulance service has shorter turnaround times and can be "back in service" more quickly than Carbondale.

The final comparison for the Fire District is the Colorado River Fire Protection District. This is a recently created Special District which combined Burning Mountain Fire District (Silt and New Castle) and the Rifle Fire District. This is the largest fire district in the area both in terms of area (851 mi.<sup>2</sup>) as well as population – 25,634. The other interesting thing about Colorado River is its gross assessed property valuation which exceeds \$1,000,000,000. A considerable portion of this valuation is related to the oil and gas industry. This is a double-edged sword. In certain economic times, this can add considerable revenue for such an entity as Colorado River. Conversely, oil and gas has its own economic cycles and oil and gas valuation can decline while other nearby areas can be doing fairly well. Colorado River currently has 51 FTE and revenues and expenditures are close to \$8,000,000 per year.

Comparable Data	Glenwood Springs				
	Carbondale	Basalt	Snowmass	Combined	Colorado River Valley
Area (sq. miles)	320	481	19	76	851
Private Land (sq. Mi.)	105	72	19	32	306
Population	14,400	11,579	3,011	13,030	25,634
<b>General Fund Rev</b>					
Assessed Valuation	275,863,200	298,885,690	491,822,250	64,723,240*	1,082,032,810
General Fund Mil Levy	5.903	7.804	6.601	*	6.6102
Total Property Tax Rev	1,628,420	2,339,677	3,246,519	908,365	6,602,564
Sales Tax	0	0	0	2,010,031	0
Total Tax	1,628,420	2,339,677	3,246,519	2,918,396	6,602,564
<b>Bond Fund</b>					
Assessed Valuation	275,863,200	298,885,690	491,822,250	64,726,240	1,082,032,810
Bond/Capital Mil Levy	2.258	0.91	0.75	0.75	0
Total Property Tax Revenues - Bond Fund	623,012	271,986	368,867	144,980	0
Total Revenues	2,583,873	3,040,307	4,172,586	4,100,577	7,947,493
Total Expenditures	3,273,722	3,444,483	3,618,919	4,044,816	7,947,493
Total Personnel Cost (2015)	1,900,421	1,758,941	*	2,501,984	5,709,951
FTE	18	15	21	24	51
Volunteers	62	67	7	2	27