

# FRONT RANGE FIRE RESCUE

## 2019 STRATEGIC PLAN







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# Front Range Fire Rescue Fire Protection District

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## Introduction

Front Range Fire Rescue (FRFR) is a fire protection district, organized as a special district under Title 32 of Colorado Revised Statutes, serving a 74-square mile service area that includes the towns of Johnstown and Milliken, as well as unincorporated portions of Weld and Larimer counties. FRFR was formally established on January 1, 2018, as a result of the merger of the Johnstown and Milliken fire protection districts during the November 2017 general election. The Milliken and Johnstown fire protection districts have been in existence since 1949 and 1952 respectively. Prior to the 2018 merger, the agency existed since early 2015 as a fire authority – an independent government entity formed through an inter-governmental agreement between the Milliken and Johnstown fire protection districts.

FRFR is an all-hazards emergency services agency, providing fire suppression; emergency medical services; basic and technical rescue; hazardous materials mitigation; fire prevention, inspection, and investigation; public education; and domestic preparedness, planning and response for approximately 22,000 residents. The District's core values of courage, compassion, and professionalism are applied by all members of the District to provide the highest level of service possible to all citizens and guests of the communities served.

Over the course of the various stages of its life, the area that is currently the District had a variety of strategic and master plans that were developed and implemented. However, the most recent plans were dated 2013 and have long-since expired. With the establishment of the District in 2018, it was determined that a community-driven strategic plan was the next logical step and the most critical need that would drive the future growth and success of the new District. The strategic plan that is contained within the following pages was written in accordance with guidelines established in the *Fire & Emergency Services Self-Assessment Manual*, 9<sup>th</sup> edition, as published by the Commission on Fire Accreditation International (CFAI). All members of the District were involved in the development of this document, applying the vision, mission and values to develop a foundational document that would challenge everyone to work in the best interest of the citizens and guests of the District.

With a foundation of internal and external stakeholder input, supported by clear vision, mission and values, this strategic plan firmly establishes the structure within which Front Range Fire Rescue will develop a process for continuous improvement that is both sustainable as well as justifiable. The information contained in this document is intended to be used to help guide decision-making processes that will allow FRFR to maintain or improve service levels throughout the entire District.



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## History of Front Range Fire Rescue

While the agency that is now known as Front Range Fire Rescue Fire Protection District (FRFR) has only existed since January 1, 2018, the agency actually has roots going back to the mid-1900s. FRFR consists of two former separate special districts: Johnstown Fire Protection District and Milliken Fire Protection District. These two districts joined forces in 2015 with the formation of a fire authority, and finally became united as one new special district in 2018. The following sections provide brief histories of each of these unique entities and help provide background on how FRFR came to exist in its current form.

### Johnstown Fire Protection District

The Town of Johnstown was platted in 1902 by Harvey J. Parish and was incorporated as a Town in 1907. Johnstown is a home rule municipality that is self-governing under Article 20 of the Constitution of the State of Colorado and Title 31, Article 1, Section 202 of Colorado Revised Statutes (CRS). The Town's home rule charter establishes the position of Town Administrator as an appointed position, reporting to the elected Town Council and Mayor. The Johnstown Fire Protection District (JFPD) was formed to protect the incorporated town of Johnstown, as well as the rural areas surrounding the community. The roots of the organization date back to 1908, when town leaders bought two dozen buckets, ladders and axes to be used in case of fire. In 1924, the first official Johnstown Volunteer Fire Department was organized with 20 members. Hose carts were used to carry hose and equipment to the fire until 1945, when the town bought its first fire truck.

As Johnstown grew, so did the need for more fire protection. In 1952, the town and rural leaders approved the formation of a fire district and a mill levy that would be governed by the Johnstown Rural Fire Protection District. Between the early 1950's and early 1990's, the growth of the area remained relatively slow, with the economy mainly dependent on agriculture. During the 1990's, the population of Johnstown more than doubled, seeing a peak population growth of approximately 19% in 1995. Since then, the district has seen a steady population growth of roughly 14% annually. Most of the growth has been residential, with a little bit of retail and light commercial.

In 1998, the District moved into its new headquarters building at 100 Telep Avenue. That same year, JFPD asked a ballot question to remove board member term limits that were imposed by Section 11, Article XVIII of the CRS. The measure passed (67.9% for / 32.1% against) with only 28 votes cast. In late 2011, JFPD and the Town signed an intergovernmental agreement (IGA) whereby the Town designated JFPD as the sole fire and rescue service provider for the town. The IGA included the provision that any new annexations would be given an opportunity to include into the JFPD. The Town boundaries saw rapid growth shortly before that IGA was signed, when the Town annexed the southeast corner of the intersection of Interstate 25 and US Highway 34. Unfortunately, JFPD was not strategically ready to provide emergency service response to this area and the decision was made by the Town during the annexation process to leave the property within the Loveland Rural Fire Protection District. This northern portion of the Town is



currently experiencing the greatest amount of new development. The JFPD hired their first paid Administrative Chief Officer in mid-2006. The JFPD changed its name to Front Range Fire Rescue (FRFR) Fire Protection District through the Weld County District Court on May 8, 2017.

### **Milliken Fire Protection District**

The Town of Milliken is a statutory town that operates under Title 31, Article 1, Section 203 and Article 4, Section 200 of Colorado Revised Statutes. The town operates with a Town Administrator who is appointed and reports to an elected Mayor and Town Council. The town was named after John D. Milliken, a local judge and railroad official. Hillsboro was a trading post that was the first community to be located in the Milliken area, forming in the 1860s. By 1908, the town of Milliken had taken root. In 1910, Milliken annexed Hillsboro. Much of the town was destroyed by fires in the 1910s.

There was an attempt to organize a volunteer fire department in the town as early as 1913, but the attempt failed due to a lack of personnel and equipment. The effort was finally successful in May 1949. The district's first fire apparatus was a 1934 Model B Ford. The Milliken Fire Protection District was officially created pursuant to Colorado's special district statutes in 1963.<sup>1</sup>

The areas within the MFPD experienced population growth and the volunteer agency did its best to expand services to keep up with growth. The Hill 'n Park fire station was constructed to improve service delivery into the eastern portions of the district, which included the south and west edges of Greeley and large portions of unincorporated Weld County. MFPD hired four (4) full-time firefighters in August 2002 following a successful mill levy increase election. In conjunction with this hiring, the Hill 'n Park fire station was remodeled in anticipation of having 24/7 staffing at this station. The district hired their first full-time paid Fire Chief in May 2009. All told, within a brief nine-year period, the MFPD moved from being a 100% volunteer fire service to being an integral part of what is now FRFR. The MFPD legally dissolved and merged with FRFR by order and decree of the Weld County District Court on December 7, 2017.

### **Front Range Fire Rescue**

The movement towards forming what is now FRFR began in earnest in 2011, when discussions between MFPD and JFPD regarding the possibility of sharing a Fire Chief began in January of that year. The decision to share a Fire Chief beginning July 1, 2011, was confirmed by a unanimous JFPD board vote at the June 2011 meeting. This was the first big step towards the District as we know it today. This new relationship was governed by an IGA between JFPD and MFPD, which specified that the Fire chief remained an employee of the MFPD and that the JFPD paid 60% of salary and benefits for 60% time.

The possibility of forming a fire authority was initially presented at a joint JFPD/MFPD board meeting held September 13, 2012, in Milliken. Counsel and staff were both

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<sup>1</sup> "Milliken fire department celebrates 60 years." Greeley Tribune, June 11, 2009.



supportive of the idea, but it sputtered with the elected officials of each fire protection district. Ultimately, both the MFPD and the JFPD boards decided to engage an outside consultant to facilitate separate master plans and reconvene in 2013 to see if further resource sharing was desirable. The MFPD and JFPD Master Plans were developed with staff involvement and were presented in each agency's board meeting in February 2013. They were discussed further at a March 21, 2013, joint work session. The JFPD Board adopted the plan at their April 9, 2013, meeting although minutes do not reflect that action. The MFPD Board voted to adopt the plan at their April 11, 2013 board meeting.

The process of bringing together the two separate fire protection districts was further aided by the process of improving emergency medical services. This process culminated on May 15, 2013, with a contract for services signed by JFPD, MFPD, Windsor Severance Fire Rescue and Poudre Valley Ambulance. Additional information on this process is provided in the Emergency Medical Services section of this document.

The catastrophic Northern Colorado flooding in September 2013 also served to bring the two districts closer together. The multi-day federally declared disaster event had a more damaging impact on the MFPD than the JFPD. The JFPD provided a tremendous amount of assistance with personnel and apparatus coverage, as well as with processing and filing financial reimbursement requests through the Federal Emergency Management Agency (FEMA).

The two districts began officially sharing additional resources on January 1, 2014, with a shared Operations Chief, Support Services Chief, and a part-time Training Officer serving both districts. At the same time, the two districts began the process of forming a fire authority. At a joint meeting on February 6, 2014, the JFPD and MFPD Boards voted unanimously to begin work on forming a fire authority. The work of several project groups culminated at the November 5, 2014, joint meeting between both boards with a unanimous vote to sign the intergovernmental agreement (IGA) forming the Front Range Fire Rescue Authority beginning January 1, 2015. This IGA forming the FRFRA asserted that the two "[d]istricts desire to take the necessary steps to combine Milliken and Johnstown into a single unified fire protection district that will serve the geographic area of the Authority..." (Page 12, Article 8.1).

Work on legally establishing what is now the District began in earnest at the November 9, 2016, meeting with the board of directors instructing staff and counsel to present multiple options for formally combining the two entities into one. Both boards voted in a meeting on February 8, 2017, to begin a dissolution/inclusion process with multiple questions being placed on the November 2017 ballot. It was also decided that the JFPD would formally change its name to Front Range Fire Rescue Fire Protection District, hopefully, making the process more palatable to voters in the MFPD.

The November 2017 general election posed three questions for the voters of the MFPD, and all three needed to be successful for the process to be complete. The question to dissolve the MFPD passed (59% for / 41% against), the question to include the MFPD into the FRFR



passed (66.71% for / 33.29% against), and the question to increase the MFPD mill levy by 0.716 mills passed (57.34% for / 42.66% against). All three questions had approximately 1,430 votes cast. Many years of hard work by a decentralized group of more than a dozen FRFR staff members has created a desirable agency in terms of operational, cultural and financial realities. One of the purposes of this document is to clearly describe how those realities were obtained so that staff can focus on other gains in the areas of structural, political and strategic realities.

## **Municipal Partnerships and Populations**

Another significant piece of the administrative and political landscape involves interagency relationships and intergovernmental agreements as they both, culturally and structurally, impact service delivery in the present and in the future.

### Town of Johnstown

The Town of Johnstown lies within both Larimer and Weld counties, along the Interstate 25, Highway 34 and Highway 60 corridors. The United States Census of 2010 indicated that the town had a total area of 13.52 square miles and a population of 9,887. This information was updated in 2017 to reflect a total Town population of 15,478 residents and total land area of 13.67 square miles. The median age of Johnstown residents is 34 and the median household income is \$83,264. Between 2015 and 2016 the population increased from 12,818 to 14,379, a 12% increase and its median household income grew from \$81,313 to \$83,264, a 2.4% increase. The population is 81% white and 16% Hispanic. 12% of the people speak a non-English language, and 97% are U.S. citizens. The median property value is \$261,100, and the homeownership rate is 90%. The economy employs 7,285 people with a large proportion specialized in oil and gas extraction. The income inequality (measured using the Gini index) is 0.472, which is lower than the national average.<sup>2</sup>

The District's relationship with the Town of Johnstown has been steadily evolving and improving in the past few years. There is a deep connection with the Johnstown Town Council, with the current Mayor having served on the JFPD Board of Directors and another councilmember having served the JFPD as a volunteer firefighter and part-time paid Fire Marshal for several years. There has been longtime discussion and support for JFPD and/or FRFR serving the areas of the Town that aren't currently covered by the District. A work session was held in September 2018 to discuss this possibility. Town Council created a work group that was directed to more fully explore whether or not the Town wanted to proceed in this direction. The Town was also tremendously supportive with the District's implementation of impact fees in late 2018.

The Town and District are currently in the process of developing a new, updated IGA to clearly establish a cooperative inter-agency relationship.

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<sup>2</sup> <https://datausa.io/profile/geo/johnstown-co/>



### Town of Milliken

The Town of Milliken is within Weld County, generally located between Johnstown, Evans, LaSalle and Gilcrest. The United States Census of 2010 indicated that the town had a total area of 12 square miles and a population of 5,634. This information was updated in 2017 to reflect a total Town population of 7,014 residents and total land area of 12.56 square miles. The median age of Milliken residents is 32.2 and the median household income is \$79,775. Between 2015 and 2016 the population grew from 5,975 to 6,157, a 3% increase and its median household income grew from \$72,273 to \$79,775, a 10% increase. The population is 70% white and 27% Hispanic. 10% of the people speak a non-English language, and 98% are U.S. citizens. The median property value is \$196,400, and the homeownership rate is 85.8%. The economy employs 3,559 people with oil and gas extraction being the largest employer. The income inequality (measured using the Gini index) is 0.441, which is lower than the national average.<sup>3</sup>

The item that is currently “on the front burner” with administrative and political leaders of the District is the District’s relationship with the Town of Milliken. The Town has had three Town Administrators since early 2017, which has presented challenges in further development of the inter-agency relationship. In January 2018, the Town cited the absence of a Nexus study and the fact that the intergovernmental agreement (IGA) between the two had not been updated since 1986 as the reasons for the Town refusing to collect the District’s plan review fees. The District’s legal counsel advised the Town that FRFR did, “have the statutory authority, ‘to fix and from time to time increase or decrease fees and charges...and the board may pledge such revenue for the payment of any indebtedness of the district:(II) For requested or mandated inspections if a fire code has been adopted by the District and Town pursuant to Sec. 32-1-1002(1)(E)(II).” Town leadership and FRFR leadership met multiple times in 2018 with little progress towards developing a new IGA. The primary stumbling blocks during the 2019 discussions were the question of the District’s use of water for firefighter training and the Town’s insistence that FRFR must physically or financially assist the Town with hydrant maintenance within the Town’s boundaries. The Town hired a new Administrator in late 2018 and new IGA discussions are slated for late April 2019.

### Weld County and Larimer County

Weld County is one of Colorado’s largest counties, spanning 3,996 square miles and including 31 communities. The county’s population is 294,932, with a median age of 33.7 and median household income of \$69,434. The population is 66.2% white and 29.1% Hispanic. Information was not available about the percentage of English speakers, and 93.3% of the population are U.S. citizens. The median home value is \$380,000. The economy employs 101,496 people with a wide variety of industries represented.<sup>4</sup>

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<sup>3</sup> <https://datausa.io/profile/geo/milliken-co/>

<sup>4</sup> <https://datausa.io/profile/geo/larimer-county-co/>





Larimer County's population is estimated at 339,993 with a median age of 35.9 and a median household income of \$66,469. The county's population is 82.9% white, 11.2% Hispanic, and 2.12% Asian. 8.62% of the people in the county speak a non-English language and 97.6% are U.S. citizens.<sup>5</sup>

In general, FRFR has good relations with both Larimer and Weld County governments. Currently, all of FRFR's district that is located within Larimer County is within the municipal boundaries of Johnstown, so this relationship is primarily limited to emergency management functions. The 2013 move away from Banner Health Ambulance to Poudre Valley EMS for ambulance transport services caused tremendous political discord between the District and Weld County. Thankfully, that issue is largely "water under the bridge" now. Administratively and operationally, the District has collaborative relationships with both the Weld County Regional Communications Center (WCRCC) and the Weld County Department of Public Health and Environment. District leadership has also been actively involved for several years in a variety of County and regional associations, such as the Weld County Fire Chiefs Association, Weld County Training Officers Association, Weld County EMTS Council, and both Weld and Larimer local emergency planning commissions (LEPC). The District is currently working with the Weld County Board of Commissioners to develop and implement an updated Consent to Enforce document which will allow uniform fire code enforcement within all portions of FRFR inside unincorporated Weld County.

### **Local Demographics**

The population of the District is estimated at approximately 21,549 based on analysis of data provided by the U.S. Census Bureau (Table 1). It is difficult to correctly estimate the population of the District because the District spans two counties (Weld and Larimer) as well as portions of two municipalities (Johnstown and Milliken). However, information was compiled from the U.S. Census: Apportionment Data Map<sup>6</sup> based on census block groups (Figure 1). The Colorado Demographers Office analyzed the population demographics of the FRFR response area in December 2018 and developed a population estimate of 21,549.

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<sup>5</sup> <https://datausa.io/profile/geo/weld-county-co/>

<sup>6</sup> <https://www.census.gov/2010census/popmap/>



According to the U.S. Census Bureau, population changes in Weld County from July 1, 2015, to July 1, 2016, revealed that the county had the fourth fastest growing population in the nation during that time period.<sup>7</sup> A January 2018 report from the Colorado Office of Economic Development and International Trade indicated that the economy in Northern Colorado is one of the strongest in the nation.<sup>8</sup> Using this information as an predictor of future growth, it could reasonably be assumed that the region will continue to see population increases.

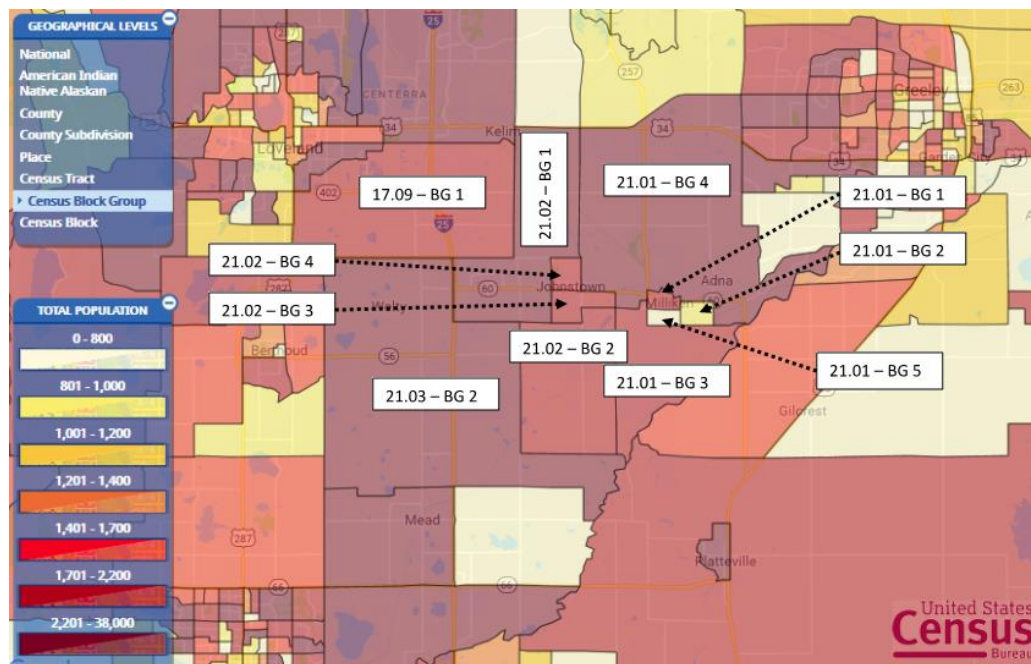


Figure 1: US Census Block Groups (2010)

Census Tract Block Group	17.09 BG1	21.01 BG1	21.01 BG2	21.01 BG3	21.01 BG4	21.01 BG5	21.02 BG1	21.02 BG2	21.02 BG3	21.02 BG4	21.03 BG2	TOTAL
<b>Total population</b>	1,889	1,754	901	1,767	2,208	689	4,661	1,837	1,786	1,705	2,352	<b>21,549</b>
<b>Under 18</b>	401	573	332	608	647	236	1,498	612	574	417	591	<b>6,489</b>
<b>18 and over</b>	1,488	1,181	569	1,159	1,561	453	3,163	1,222	1,212	1,288	1,761	<b>15,057</b>
<b>20-24</b>	95	104	68	89	106	34	152	50	97	63	101	<b>959</b>
<b>25-34</b>	279	254	202	391	407	102	727	262	271	163	231	<b>3,289</b>
<b>35-49</b>	374	343	186	381	432	173	1,065	489	397	386	498	<b>4,724</b>
<b>50-64</b>	469	283	69	194	394	94	761	266	261	360	627	<b>3,778</b>
<b>65 and over</b>	239	138	34	80	193	33	381	125	144	271	251	<b>1,889</b>

Figure 2: 2010 US Census Population Data

<sup>7</sup> <https://www.greeleytribune.com/news/business/weld-tops-state-in-population-growth-hits-no-4-in-nation/>

<sup>8</sup> <http://www.kunc.org/post/northern-colorado-epicenter-state-s-economic-growth-forecast-says>



# Housing Unit Density

## Adjacent Emergency Services Agencies

In addition to the branches of municipal and county government within the FRFR response area, the District also maintains effective and healthy relationships with all emergency service agencies bordering FRFR jurisdictional boundaries. A comprehensive Weld County mutual aid agreement was developed and signed by all Weld County emergency services agencies in 2015 and 2016. That document serves as the legal framework for very good working relationships at all levels. Further supporting the county-wide agreement, FRFR has established automatic and/or mutual aid agreements with all surrounding fire and EMS service agencies. Through practical application, each agreement and relationship has demonstrated its value and must be maintained into the future.

### Banner Health Paramedics

A large portion of Weld County receives advanced life support (ALS) ambulance services from Banner Health Paramedics (BHP). BHP services include a large fleet of ground ambulances as well as the North Colorado Med Evac air ambulance. Their service area covers approximately 4,000 square miles and 31 communities. FRFR maintains a mutual aid agreement with BHP in the event that all UCHHealth ambulances are unavailable.

### Berthoud Fire Protection District (BFPD)

BFPD's 103 square mile response area is located at the southwest corner of the FRFR response area. BFPD is a special district that provides fire protection and emergency services from two (2) staffed fire stations to a population of approximately 17,500 citizens. The BFPD currently has a mill levy of 13.804.

### Evans Fire Protection District (EFPD)

EFPD is a special district located at the northeast corner of the FRFR response area. EFPD provides fire protection and emergency services from two (2) fire stations, with one (1) station staffed, to a population of approximately 18,537 citizens within the 8.7 square miles of the City of Evans. The EFPD currently has a mill levy of 15.5

### Frederick-Firestone Fire Protection District (FFFPD)

FFFPD is a special district located south of the FRFR response area and covers 36 square miles with 55 paid and volunteer staff members responding from four (4) fire stations. FFFPD provides fire-based EMS transport services. The FFFPD currently has a mill levy of 11.961.

### Greeley Fire Department (GFD)

GFD is a municipal fire service agency located northeast of FRFR jurisdiction. GFD provides fire protection and emergency services to a 64 square mile response area that includes the City of Greeley and the Western Hills Fire Protection District (WHFPD). GFD provides coverage from six (6) staffed fire stations and collaborates with Banner Paramedics in



providing advanced life support EMS transport services. The WHFPD currently has a mill levy of 10.092.

#### LaSalle Fire Protection District (LFPD)

LFPD is a special district located east of FRFR and covers 82 square miles, including the Town of LaSalle and surrounding unincorporated Weld County. LFPD's staff responds out of one (1) fire station. The LFPD currently has a mill levy of 5.154.

#### Loveland Fire Rescue Authority (LFRA)

LFRA is an independent governmental entity formed by an IGA between the City of Loveland and the Loveland Rural Fire Protection District (LRFPD). A revenue allocation formula serves as the basis for their partnership, with 82% contributed by the City and 18% by the LRFPD. Currently, the LRFPD has a mill levy of 8.708. A successful November 2012 election question allowed for a 10-year increase of 2.9 mills. This increase will expire in 2022 and it would be reasonable to assume that the agency will pursue another mill levy increase question to maintain existing funding levels.

LFRA is located west of FRFR jurisdiction and provides fire protection and emergency services to approximately 100,000 residents over 190 square miles that includes the City of Loveland and the Loveland Rural Fire Protection District. LFRA is staffed with approximately 90 paid and 25 volunteer staff and maintains seven (7) on-duty companies from eight (8) fire stations.

The largest single challenge on FRFR's current geopolitical horizon involves the relationship between LFRA and FRFR. For many years, discussion between the agencies has centered around JFPD and/or FRFR servicing all areas of the Town of Johnstown. Many of these areas are currently covered by LRFPD. A 2006 JFPD Master Plan prepared by the firm Short Elliott Hendrickson, Inc., urged that "the best method of addressing the annexation/service issues [between Loveland Fire and Johnstown Fire] is with long-term planning of facilities, with a focus on cooperation." Also, Paragraph 4 of a November 2011 IGA between JFPD (now FRFR) and the Town of Johnstown speaks specifically to the Town agreeing "to request that the landowners whose properties are presently within the Town's corporate limits, but which are not currently within the District, petition for inclusion...into the District." With the exception of a few very minor annexations since March 2017, this provision within the current IGA has not been executed by the Town since the document was signed and became effective. In August 2017, the FRFR Board directed staff to further explore this challenge so they could "act on it or put it to bed." Acting on this direction, FRFR leadership met with the LFRA leadership three times in 2018. Because the area of the Town of Johnstown that lies within the LRFPD is a significant portion of the LRFPD's financial contribution to the Authority's existence, there has been little LFRA desire to discuss any sort of revenue sharing or collaborative partnership between FRFR and LFRA. In December 2018, LFRA leadership informed FRFR leadership that other priorities would take precedence and they could not engage in any further revenue sharing and/or financial collaboration discussions at this time.





#### Mountain View Fire Protection District (MVFPD)

MVFPD is a special district that serves a 184 square mile response area south of FRFR's boundaries. The MVFPD response area includes the communities of Dacono, Erie, Mead, Niwot and the unincorporated areas of Boulder and Weld counties. Seven (7) fire stations are staffed by approximately 90 career firefighters. MVFPD provides fire-based EMS transport services. The MVFPD currently has a mill levy of 16.247.

#### Platteville-Gilcrest Fire Protection District (PGFPD)

PGFPD is a special district that provides fire protection and emergency services to a 144 square mile service area southeast of FRFR's jurisdiction. PGFPD's staff of approximately 25 firefighters responds from two (2) fire stations and serves the towns of Platteville and Gilcrest, as well as the surrounding areas of unincorporated Weld County. On April 1, 2019, PGFPD will begin providing fire-based EMS transport services. The PGFPD currently has a mill levy of 8.114.

#### Thompson Valley Emergency Medical Services (TVEMS)

TVEMS is a Health Services District that was formed in 1983 to provide emergency medical services to a 450-square mile service area that generally encompasses area along the northwest boundary of FRFR, west towards Estes Park and northwest to the remote mountainous areas southwest of the City of Fort Collins. TVEMS responds out of six (6) ambulance stations. TVEMS currently has a mill levy of 1.716.

#### Windsor Severance Fire Rescue (WSFR)

WSFR is special district located along the northern border of FRFR jurisdiction. WSFR provides fire and rescue services to approximately 30,000 residents within a 97 square mile response area that includes the towns of Windsor and Severance, as well as unincorporated portions of both Weld and Larimer counties. WSFR provides coverage from three (3) staffed fire stations. WSFR currently has a mill levy of 7.559.

Next to LFRA, WSFR is another of FRFR's primary partners in the region. This partnership was instrumental in bringing the new ambulance transport service to both entities in 2013, which further solidified the relationship. A new memorandum of understanding (MOU) to govern to the combined UCHealth EMS transport system was developed in 2018.



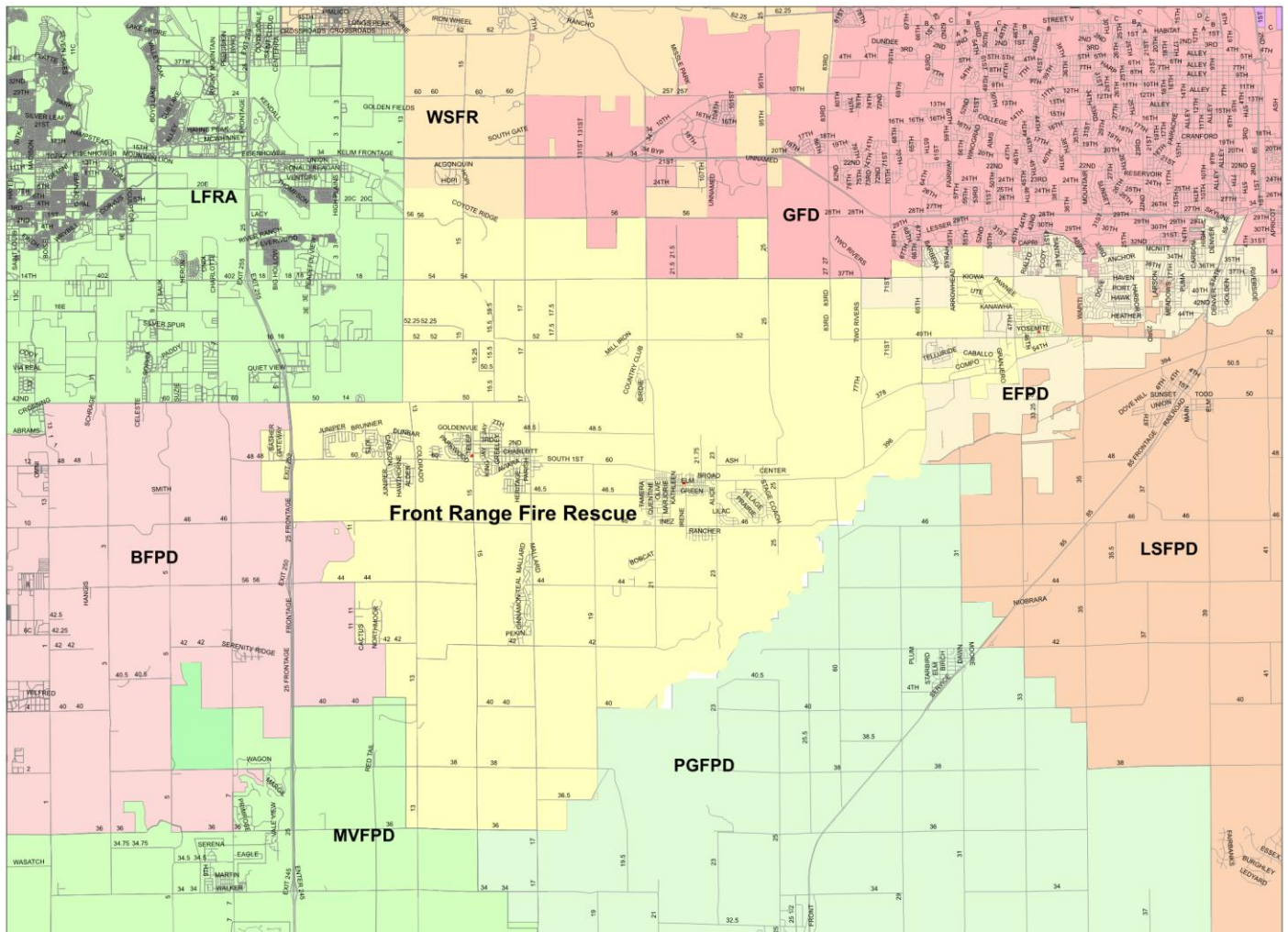


Figure 5: Surrounding Fire Jurisdictions



## Organizational Structure

Front Range Fire Rescue (District) is a fire protection district, organized under Title 32 of Colorado Revised Statutes (32-1-1001, § CRS) as a political subdivision of the state. A five-member Board of Directors governs the District, divided between two Director Districts and one At-Large position. The Fire Chief serves as the District's chief executive and reports directly to the Board of Directors. Two deputy chiefs support the fire chief and coordinate the District's operations and life safety programs. The District operates three shifts, working a 48/96 shift schedule, each supervised by a Battalion Chief.

University of Colorado Health (UCHealth) EMS provides advanced life support (ALS) ambulance treatment and transport within the District. UCHealth staff includes paramedics and EMTs who operate District-owned ambulances which are strategically located at Fire Station 1 and Fire Station 2, in proximity to the greatest population density in the District. The District owns a third ambulance that is maintained in a reserve status.

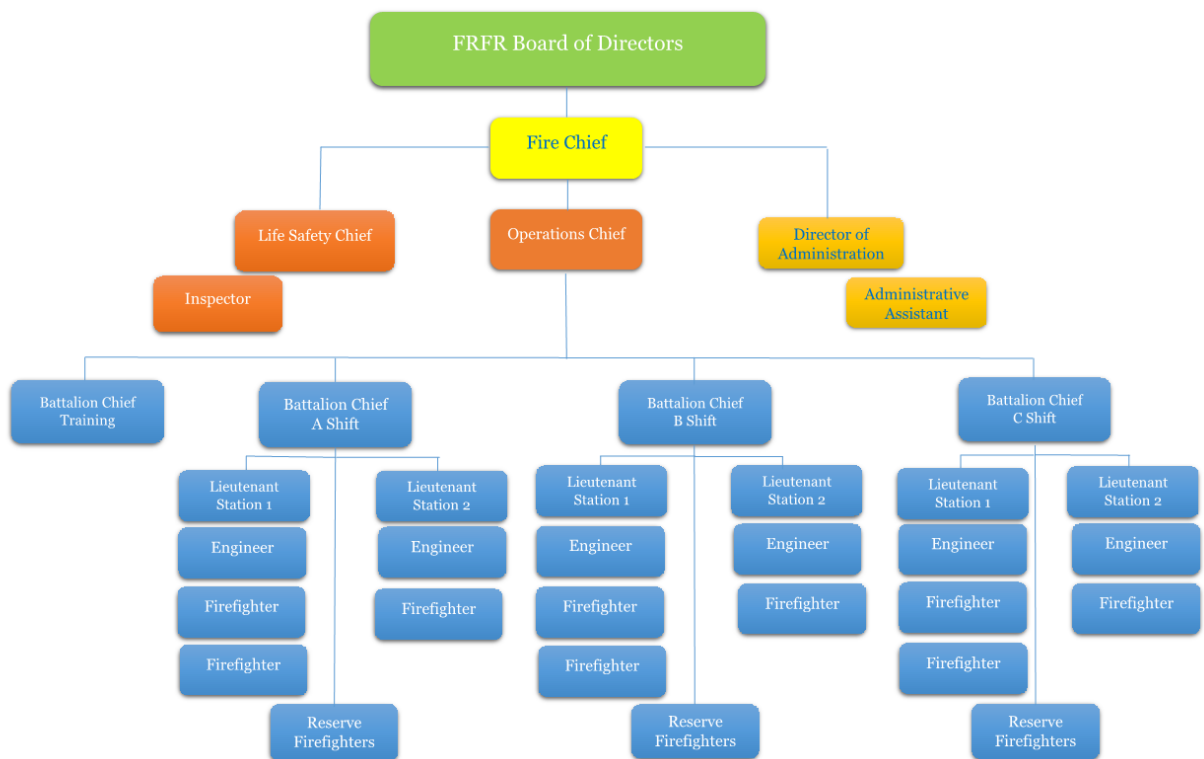


Figure 6: FRFR Organizational Chart



## Functional Branches of the District

### Administration

The administrative functions of the District include all business-related activities including, but not limited to, strategic leadership, financial and strategic planning, budgeting, reporting, accounts payable and receivable, payroll, customer service, and accreditation. The Fire Chief provides the District's strategic leadership and vision, and is primarily responsible for developing the annual budget. The District's facilities, apparatus, and technology programs are coordinated by the Operations Chief. The Director of Administrative Services coordinates all other areas, with assistance from a full-time Administrative Specialist.

### Life Safety

The Life Safety Division includes all specialties that are commonly referred to as fire prevention, which include plan reviews, permit administration, code enforcement, building inspections, community outreach/public education, and fire investigation. The division also has additional responsibilities for coordinating the emergency management and accreditation functions of the District. Through these combined areas of responsibility, the Life Safety Division has general oversight for community risk assessment, community risk reduction, and integrated community risk management planning.

### Operations

The largest and most visible branch of the District is Operations, which is coordinated by the Operations Chief and includes all of the paid and reserve firefighters, engineers and officers. These personnel work a 48/96 shift schedule and respond to all calls for service and provide emergency and non-emergency services to citizens and guests of the District. The scheduled staffing level is eight (8) paid personnel and the minimum staffing level is seven (7) personnel, plus four (4) UCHealth EMS personnel. The District's training program is included within Operations. The training programs are coordinated by a full-time Training Battalion Chief that is based at Fire Station 1.

Core services provided through the Operations Division include, but are not limited to, structural and wildland fire suppression, basic life support (BLS) and advanced life support (ALS) emergency medical services, basic and technical rescue, hazardous materials response, and public outreach. Each of the functional program areas within the Operations Division will be individually discussed later in this document.



## Fire Service Accreditation

Within the fire service, the accreditation model that is developed and administered by the Commission on Fire Accreditation International (CFAI), a branch of the Center for Public Safety Excellence (CPSE), is essentially a model for continuous improvement. This model has been recognized and used internationally, including extensive use by the US Department of Defense. As of April 2019, approximately 266 fire service agencies throughout the world have achieved accreditation. Roughly 11% of the U.S. population is protected by an accredited fire department.<sup>9</sup> Essential functions within the CPSE accreditation model are strategic planning, hazard and risk analysis, self-assessment, and response performance analysis. The process of attaining accreditation includes a comprehensive and peer-evaluated assessment of the agency. All of the documents that an agency uses to attain this status are required to be supported by research and data. An agency that achieves accredited agency status can be viewed as being forward-thinking and at the pinnacle of the profession.

The current FRFR Life Safety Chief has been actively involved in the accreditation process since December 2012 and served as the Accreditation Manager for LFRA and WSFR, both of which have attained Accredited Agency status, and is also an active peer assessor to evaluate agencies seeking accreditation. Front Range Fire Rescue applied to become a Registered Agency with the CFAI on July 13, 2018. This registration serves as the District's first step towards achieving accreditation. It can be reasonably assumed that the process could take up to five years before the District is able to apply for Candidate Agency status and host an on-site peer evaluation to determine the District's readiness for accreditation. Thus, the objectives for reaching this accomplishment are focused on long term improvements. During 2019, the District's progress towards becoming accredited will become more visible with the Board adoption of this strategic plan. Additionally in 2019, the District will begin reporting more in-depth evaluation of operational response performance. The District will also begin working to develop a comprehensive community risk assessment document that is further discussed within the emergency management section of this document. Ultimately, the drive towards accreditation is based on establishing a continuous improvement model to help the District maintain the momentum that has been demonstrated since the Authority formation project was implement. The District will strive for accomplishing the goal of Accredited Agency status by the end of 2022.

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<sup>9</sup> <https://cpse.org/accreditation/accredited-agencies/>





## Community-Driven Strategic Planning

Front Range Fire Rescue actively seeks input from our community, including both internal and external stakeholders, to assist with making informed decisions about the programs, services, and direction of the District. FRFR program managers provide regular input to the development of this Plan through annual program appraisal documents and regular leadership meetings. Additionally, the District implements the following formalized processes to further improve the practice of seeking stakeholder input.

### Annual Pancake Breakfasts

Historically, the District hosts a pancake breakfast at each fire station in conjunction with the community's annual celebration (e.g., Johnstown BBQ Day and Milliken Beef 'n Bean Day). During the 2016 pancake breakfasts, a survey was randomly distributed to adults who were waiting in line in an effort to gather community input on services provided by the District. The District will repeat this survey during the 2019 pancake breakfasts.

This survey asked the respondents to compare eight (8) different service lines against each other, to provide insight into the community's prioritization of the various services offered by the District. This same process is used by the Center for Public Safety Excellence (CPSE) during their technical advisor program's strategic planning process to provide a rank order of services. Results from completed surveys can be compiled to calculate an overall ranking of each respondent's perceptions on the importance of each service line. More than 500 surveys were distributed at the two events, with 181 surveys returned with the service prioritization section completed. The following list reflects the prioritized services based on the responses provided. The number in parenthesis after each service type represents the cumulative score that was calculated from all completed surveys. These results reflect the communities' perceptions of the highest priority services offered by the District.

1. Emergency Medical Services (744)
2. Rescue – Basic and Technical (672)
3. Fire Suppression (469)
4. Fire Prevention (445)
5. Public Education (349)
6. Hazardous Materials Mitigation (346)
7. Domestic Preparedness Planning and Response (342)
8. Fire Investigation (221)

The survey also asked three (3) questions of the respondent and asked for a response along a range from “strongly agree” to “strongly disagree.” Of the surveys distributed, 181 were returned with answers marked for these questions. Following are the cumulative results of these responses:



**Question #1:** As a citizen of Johnstown/Milliken, I expect the same level of service from my combination (approximately 40% paid and 60% volunteer/reserve) fire department that I might receive from a larger, 100% paid, fire department like Loveland or Greeley.

Strongly Agree	71	39%	
Agree	65	36%	
<u>Slightly Agree</u>	<u>22</u>	<u>12%</u>	<u>87%</u>
Undecided	7	4%	
Slightly Disagree	7	4%	
Disagree	8	4%	
Strongly Disagree	2	1%	

Interpretation: Based on information from the completed surveys, 87% of citizens surveyed stated that they expected FRFR to provide a level of service similar to the services that would be provided by larger and 100% paid fire departments, with less than 10% disagreeing with this expectation. Thus, citizens of Johnstown and Milliken believe that the town within which they live should not be a deterrent to receiving a high level of professional firefighting and rescue services. FRFR supports this assessment and constantly strives to provide the highest possible level of service to our customers.

**Question #2:** I believe that the FRFRA has been a good steward of our taxpayer dollars.

Strongly Agree	60	33%	
Agree	79	44%	
<u>Slightly Agree</u>	<u>10</u>	<u>6%</u>	<u>83%</u>
Undecided	30	17%	
Slightly Disagree	1	1%	
Disagree	1	1%	
Strongly Disagree	0	0%	

Interpretation: Based on information from the completed surveys, 83% of citizens surveyed stated their belief that FRFR has provided cost efficient service. FRFR works constantly to balance “wants” versus “needs” to ensure that use of taxpayer dollars is fully supported by quantifiable and/or qualifiable data, rather than conjecture or supposition.



**Question #3:** I believe that the FRFRA should pursue collaborative revenue sharing opportunities with agencies currently responding to the areas that lie within the Towns of Johnstown and Milliken.

Strongly Agree	59	33%	
Agree	81	45%	
<u>Slightly Agree</u>	<u>11</u>	<u>6%</u>	<u>84%</u>
Undecided	26	14%	
Slightly Disagree	1	1%	
Disagree	2	1%	
Strongly Disagree	0	0%	

Interpretation: Based on information from the completed surveys, 84% of citizens surveyed expressed support for FRFR pursuing collaborative revenue sharing opportunities with agencies responding into the Towns in areas outside FRFR response boundaries. FRFR maintains active communications with all adjacent fire service agencies. The area that is most greatly impacted by this level of service is referred to as the Town of Johnstown within Larimer County. This area is within the Loveland Rural Fire Protection District (part of Loveland Fire Rescue Authority) and is commonly referred to as 25/34 and includes Johnstown Plaza, Thompson Crossing I & II, and Thompson River Ranch. FRFR has an intergovernmental agreement (IGA) with LFRA that was signed in 2011 and states that both agencies should pursue revenue sharing in this area.

### SWOT Analysis

In addition to external stakeholder feedback, the District also highly values input from its internal stakeholders and actively seeks their feedback. Three times since 2009, District senior leadership has met with the members to evaluate strengths, weaknesses, opportunities, and threats (SWOT analysis). Paradoxically, the MFPD SWOT analysis in June 2009 and the JFPD SWOT analysis in July 2011 both identified “youth” as both a strength and a weakness. At the time of each of these analyses, the average years of full-time service with each respective agency reflected this dichotomy. In June 2009, the MFPD had five full-time members with an average of 4.4 years of full-time service, while the six JFPD members in July 2011 averaged on 1.9 years of full-time service. Currently, the twenty-eight FRFR career members have been with the department in a full-time capacity for an average of 5.5 years. It is also important to note that this statistic does not reflect the total full-time fire service experience of the FRFR workforce, as many members have full-time experience with other agencies.

While experience may be viewed as only half of the equation, education and/or certification should be viewed as the other half. The District has changed significantly in this regard as well. At the time of the 2009 and 2011 SWOT analyses, only one or two members of each organization was certified to the level of Fire Officer 1. Almost a decade later, fifteen members now possess that level of certification or higher. Also representative



of the emphasis placed on education is the fact that approximately one-half of FRFR's members have an Associate's or Bachelor's Degree, or higher. District leadership believes that the continued emphasis on formal education has contributed to above average emotional intelligence that has been observed throughout the FRFR membership.

Whether it's spoken in the context of education, experience or some other data set, the District can no longer consider itself a young organization. What was once mostly an expression of potential has now been realized. The District and its members now represent a mature organization with a healthy mix of young and old.

The most recent SWOT analysis was conducted in June 2018 and had 29 participants from within FRFR. The following is a brief summary of the non-prioritized results that were generated from that analysis.

<p style="text-align: center;"><b>STRENGTHS</b></p> <p>Culture Organizational agility Lower turnover than in previous years Personal and professional growth opportunity Leadership at every level Progressive strategies and tactics (training) UCHealth EMS partnership Financial stability Apparatus, supplies and equipment External relationships</p>	<p style="text-align: center;"><b>WEAKNESSES</b></p> <p>Confluence of Gallagher and TABOR Small size of staff / lack of bench strength Lots of people in new roles Succession planning Different adopted fire codes Staff turnover rates (paid and reserve) Internal communication processes Accountability Inspections and pre-plans Tradition</p>
<p style="text-align: center;"><b>OPPORTUNITIES</b></p> <p>New vision from new fire chief Update IGAs with both Towns Training and certifications Growing communities and impact fees Relationships with neighboring departments UCHealth EMS expansion Financial diversification Citizen input opportunities Accreditation process Community outreach efforts</p>	<p style="text-align: center;"><b>THREATS</b></p> <p>New vision from new fire chief Fluctuating revenue stream (non-diversified) Confluence of Gallagher and TABOR Town relationships Shrinking pool of reserve FFs Annexations by neighboring fire districts Lack of accountability Is our community uninformed? Community growth &amp; our ability to keep pace Complacency</p>

*Figure 7: Summary of June 2018 SWOT Analysis*

### Citizens' Advisory Group

In August 2018, the District formed its first-ever citizens' advisory group. The group is authorized and consists of five (5) members: one former member of the FRFR Board of Directors and four (4) other community members who have varying levels of prior experience in the fire service. The group is coordinated by the Life Safety Chief and exists primarily to assist with gathering citizen input regarding the District's community risk reduction programs. The first meeting of this group occurred on September 12, 2018, and



there have been monthly meetings since then. Meetings are typically scheduled 60-90 minutes before the monthly FRFR Board of Directors meetings. An area of special interest to FRFR that this group is currently working on is the development and implementation of a rural fire safety training program that will be directed towards the local agricultural community to help them use fire more safely. District leadership believes that this group will be able to continue to provide valuable citizen input in support of the FRFR mission. Thus, the District will continue to work to maintain this group into the future.

## Vision

Members of Front Range Fire Rescue are committed to providing the highest quality service to the citizens and guests of the District. The vision that drives all members to constantly strive to embrace the concept of continuous improvement and deliver the best citizen service possible is:

*To further evolve a culture and a structure that outlast us*

## Values

Core values are used to establish clear expectations not only for service delivery, but also for interpersonal relationships and self-improvement. The values of Front Range Fire Rescue are:

*Courage, Compassion, Professionalism*

## Mission

In general, most fire departments have a mission to protect lives and property. Front Range Fire Rescue has expanded upon that concept by clarifying the mission of our District:

*Deliver Exceptional Service. Honor Humanity. Transform Lives.*

## Foundational Principles

The District has established four (4) foundational principles that serve as the pillars upon which the District operates. All goals and objectives of individual program/project areas are created to support at least one of these principles.

### Service

We recognize that fire and EMS are ever-evolving and will seek out, research, and implement new, safer, and more effective means of **service** delivery.

### Servants

We value our public **servants** as the fabric of our organization and partner with them to foster a culture aligned with our values.





## Stewards

We recognize the nebulous nature of special district funding and will be proactive and diligent **stewards** of our financial and physical resources.

## Stakeholders

We will cultivate authentic relationships with external **stakeholders**, as they are integral to our organizational success.

## District Goals

In early 2018, building upon the espoused organizational foundation, the District developed four goals to serve as a continued strategic guide for Front Range Fire Rescue. The purpose of these goals is to act as the broad basis for supporting *S-M-A-R-T* (specific, measurable, attainable, relevant, time-bound) objectives within program and project areas. These FRFR goals are the cardinal direction the District will travel, while the objectives more directly speak to the exact azimuth to be followed. The FRFR goals are:

- ***We will innovate, create, and further prepare a system to deliver safe, outcome-changing and mission-driven services.*** The individual and collective desire to purposefully and intelligently challenge the status quo is vital to the FRFR culture; one that isn't mindlessly adversarial, but rather, one that seeks continuous improvement with a growth mindset. This goal refers to the research of Carol Dweck and Jim Collins. The latter suggests that, "good is the enemy of great." If the FRFR membership accepts something because it is good, then it may never be possible to attain that which is great. Members of FRFR acknowledge that good enough is never good enough and will continue to seek better ways of serving.
- ***Our members will be healthier, wiser, freer, more autonomous, and more likely to become servant leaders themselves.*** Purposefully taken directly from Robert Greenleaf's "Best Test" of servant leadership, this goal should continue to be the litmus test for how completely leadership is exercised at all levels of an organization. To further evolve the organization, FRFR members are encouraged, supported, and empowered in their efforts to meet every challenge, and to focus on the well-being and growth of those they serve.
- ***We will value our entrusted physical resources through preventative maintenance, collaborative forecasting, and data-based planning.*** The citizens we serve have consistently shown their support of the FRFR, with the most substantial manifestation of their support being successful elections in 2011, 2015, and 2017. FRFR has been and will continue to be conscientious stewards of the resources given to the District and use research and collaboration as the basis for effective decision-making.



- ***We will seek to establish, maintain, and improve relationships with strategic partners, professional peers, and citizens.*** The District recognizes and appreciates that great regional strides have been made in the past decade to combat the silo mentality. This regionalism has been paramount to increased operational effectiveness across fire / EMS in Northern Colorado. FRFR members appreciate that the District can only be half of any relationship, and that a relationship can be viewed as an assignment to grow. As such, the District will seek growth opportunities in every relationship in an attempt to continually find areas for improvement.

The District has established general goals and specific objectives to guide each of the various programs and services. Within each program area or service line, the District has provided a brief summary of the past, identified and/or defined the current status, performed an appraisal or gap analysis, and used that combined information to forecast a vision of the future. Additionally, the District has developed criteria that are used to monitor call volume and response performance to assist in planning for future expansion of services. The overall intent of establishing these goals and objectives is to create a clearly documented structure that will allow the District to maintain or improve current service levels across all programs and services.

## FRFR Culture

### Historical Perspective

The MFPD and JFPD were both born as volunteer organizations. While both were created in the early part of the twentieth century, they didn't formally organize as fire protection districts until much later. The MFPD formally organized as a fire protection district per Colorado Revised Statutes (CRS) on May 24, 1949, and the JFPD accomplished this three years later on June 27, 1952. For many years, both agencies served their respective communities effectively as volunteer organizations, but as Northern Colorado grew so did the demand for services and public expectations. The transition from a volunteer department to combination system is a common and precarious leadership challenge; both agencies navigated this slippery slope in earnest in the early 2000s. Most of the stories are anecdotal and unnecessary for this document, but best summed up with a singular sentiment expressed in 2009, when the MFPD moved to the 48/96 shift system with paid firefighters and one volunteer member exclaimed, "You're taking our weekends."

Another piece of the cultural puzzle is the organizational pride that frequently left individual fire protection districts siloed from their neighbors. Metaphorical walls went up and cooperation was seldom explored and even more infrequently executed. Again, there are many stories that affirm this reality, but one interview from the 2011 JFPD SWOT analysis speaks volumes. One member said, "We'd go help Milliken on a fire and come back and make fun of them, but truthfully they were doing things better than we were."

A final cultural challenge was the insistence upon state and national certifications to be an active and contributing member. In a litigious society, an individual's willingness or desire to be a firefighter doesn't necessarily equate to their ability to do the job effectively,



efficiently and safely. Without certifications and the demonstration of certain cognitive and psychomotor skills for each position, it left each agency vulnerable. Both the MFPD and the JFPD experienced significant pushback from elements of their organizations as they began to insist upon fire and EMS certifications to be a member.

The willingness of the JFPD Board in 2011 to explore the idea of sharing a fire chief was landmark. It was a brave act of cooperation. It wasn't universally received, but it began to break down decades-old divisions between the two districts. Furthermore, when the MFPD financial situation took an even further dive in 2012, the JFPD Board didn't attempt to capitalize and scavenge personnel. When the going got tough, they remained resolute in their commitment to their new partner. The 2006 JFPD Master Plan, prepared by Short Elliott Hendrickson, Inc., that stated, "the location of the Milliken fire station...must lead to a strong working relationship that supports and encourages the use of automatic...aid... [that] could easily develop into an operational agreement that could lead to some level of consolidated service in the future." The JFPD Board was deliberate, methodical, and committed to future planning; they contracted an independent consultant and conducted long-range planning and frequently followed the recommendations presented by those outside entities.

After the hiring of a full-time Fire Chief for the MFPD, the leadership focus became one of consistency and accountability, focusing on the level of service provided to the community and the manner in which our personnel conducted themselves, on- and off-duty. Consistency was addressed primarily with the shift schedule and providing 24-hour a day coverage from the station. A 2010 JFPD Master Plan spoke to the inconsistency with response time averages during the weekday at 6.2 minutes and weekday evenings at 10.7 minutes.

As more and more resources were shared between the MFPD and the JFPD, leadership encouraged the members to focus on the similarities between the two organizations, rather than the differences. Organizationally, the MFPD and the JFPD came from very different places. It seems a natural, human tendency to focus on how differences equate to incompatibility, but leadership and membership didn't take this easier path. Each agency wanted to be technically and tactically good at their job and this was pursued through the development of a common operational deployment model.

Between 2012 and 2019, two important classes, *The Leadership Journey* and *The (Next) Leadership Journey*, were delivered a total of six times with FRFR direction and involvement. Beyond expressed learning objectives like ethical decision-making and improved emotional intelligence, these two classes had a significant cultural impact on the organization, fostering leadership at every level of FRFR. Adaptive instruction was introduced and reinforced as an equal piece of the professional development puzzle.

In 2014, several project groups were created to work on the various elements of creating the Front Range Fire Rescue Authority (Authority). One group was tasked with working collaboratively on the values that they wanted to define the Authority going forward. Another worked towards finding the right name for the new agency. From their first meeting, all participants in the process were adamant that, in contrast to many other Northern Colorado fire districts that serve more than one municipality, the new agency's



name must not include the names of either one or both towns. There was universal agreement between all project members that there was no reasonable justification for listing either town name first or second, and doing so could only create discord in the future. In selecting a new, independent name, the focus would be on the agency's agreed upon values. The new FRFR logo that was unveiled in July 2014 is a visual representation of two things, the plains and the mountains, coming together as had just happened with the MFPD and the JFPD. One committee member offered early on that the FRFR logo and branding should not include the word "Authority" because the IGA encouraged forming a single district. Therefore, if that word was included in the new agency branding, all of the decals and logos would need to be reworked in the future. The intention behind both the agency name and logo clearly expressed the long-term vision of unity that was desired among the entire membership.

In October 2014, after several meetings, the new agency's values were eagerly presented by the working group. The values of Courage, Compassion, and Professionalism were resoundingly approved by the membership and became the azimuth they wanted to follow. The process, and more specifically the dialogue within the group itself, made organizational buy-in to these values incredibly easy. In December 2015, an organizational vision was formally articulated: "We would further evolve a culture and structure to outlast us." Operational successes both on the fireground and with EMS service delivery reinforced this sentiment and allowed for a further hardening of the new Authority's ditch banks.

In February 2016, the Authority sent three members to a 40-hour peer support training course. It was the next logical and important step in growing a culture of compassion. Additional peer support team members have since been trained and FRFR now has a team with six certified members. This team may seem like the locus of organizational compassion, but each FRFR member endeavors to be a brother or sister to their fellow members, on and off the fireground, at the fire station or at home.

As the 2018 Operations Budget was prepared, staff began discussion about the viability of presenting to the Board of Directors a match of up to \$100 per pay period for the full-time membership who voluntarily elected to contribute the District's 457B deferred compensation plan. At that time, only 75% of the full-time firefighters made contributions to the 457B plan and only 14 of 26 contributed more than \$100. FRFR leadership believed that taking care of our people meant more than their present selves, but also lent itself to helping members help their future selves by steering them towards improved retirement benefits. Thus, the proposal for matching up \$100 of 457B contributions was born. Currently, 100% of the full-time staff participate and receive this additional benefit.

In 2018, the District unveiled its mission statement: "Deliver Exceptional Service. Honor Humanity. Transform Lives." This mission statement and the foundational principles and goals that support it are discussed elsewhere in this document.

### **Current Situation**

"Culture eats strategy for breakfast, operational excellence for lunch, and everything else for dinner," is a quote attributed to leadership expert, Peter Drucker. These words have hung on a bulletin board at Fire Station #2 for a few years as a robust reminder of how important a healthy culture is to FRFR. It is commonplace for individuals within an



organization to speak about culture without having a firm grasp of what culture truly is, but it is impossible to nurture and foster culture without a good definition. Terry Eagleton said it best when defining culture as, “the values, customs, beliefs, and symbolic practices by which men and women live.” During the initial stages of the 2019 fire chief recruitment process, the independent consultant leading the project commented on the District’s “healthy” culture.

The FRFR culture is one that deliberately speaks about the values that are emblazoned on the sides of every District apparatus. District members explore these values in depth through regular email correspondence from the Fire Chief, participating in leadership training, and developing interview questions posed during hiring and/or promotional processes. Members who display commitment to the District’s mission of delivering exceptional service, honoring humanity, and transforming lives are recognized in Board meetings, shift meetings, emails, and at the District’s annual banquet.

Another important piece of the FRFR culture is the expectation that each member holds all certifications required for their assigned position, based on a published position matrix. Additionally, it is believed that each FRFR member will strive to exceed the standards set forth in their assigned position description by striving towards the next higher set of certifications. This is a complex requirement in a fire department where some members, such as our Reserve members, cannot dedicate the same amount of time to the craft as can others, such as our Career members. While the structure of both the MFPD and the JFPD in the early 2000s was predominantly or wholly volunteer, the current structure of FRFR in 2019 is comprised of mostly full-time members. Although the membership composition has changed dramatically in a decade, the reliance on volunteer and/or reserve members remains. A testament to the integral role these unpaid professionals play in the FRFR system was apparent on a May 20, 2016, structure fire in Johnstown. The four-person crew of Engine 1, consisting of a combination of career and reserve members, implemented a transitional attack on a well-developed fire on the second floor of a two-story home. The fire had already vented out front and side windows of the involved room, yet the members were able to effectively and efficiently contain the fire to only the room of origin. The remarkable work that was accomplished on that scene would not have been possible without the reserve member’s skill and contributions, along with the commitment of all members to full participation in the District’s training programs.

### **Future Planning Considerations**

FRFR leadership recognizes that culture is an organic reality that changes with the addition and subtraction of individuals, as well as from the crucible events that life brings to each member. The FRFR culture embraces looking after each other as we would our own family as vital to our long-term success. This was clearly and succinctly demonstrated in May 2017, when a member was dealing with numerous personal challenges that disrupted his personal equilibrium. One of the more critical issues was that his car broke down. Unable to get to work and with little money to make the needed repairs, this member’s co-workers used their personal time and personal finances to pick up the vehicle, purchase the needed parts and supplies, and complete the repairs...all unbeknownst to the member in need. Clearly, the FRFR culture is a source of tremendous pride to all. It is something to be vigorously protected as the organization moves into the future.





While strong leadership and radical transparency may be means to functional consolidation between agencies, the marriage of cultures presents tremendous opportunities for friction. Generally speaking, any functional consolidation that occurs exclusively for transactional reasons is likely to have a negative impact on culture, even if the cultures appear to be very similar. Each opportunity presented for a functional consolidation must be carefully evaluated in the light of the existing FRFR culture.

***We will innovate, create, and further prepare a system to deliver safe, outcome-changing and mission-driven services.***

- The District must continue to embrace culture as a critical conduit to the delivery of mission-driven and outcome-changing services

***Our members will be healthier, wiser, freer, more autonomous, and more likely to become servant leaders themselves.***

- Servant Leadership is central to the FRFR culture and must remain as such moving forward
- In order to be understood, culture must be discussed openly at every level of the organization
- To promote self-awareness, FRFR leadership must recognize, speak to, and celebrate when the District's values are demonstrated

***We will seek to establish, maintain, and improve relationships with strategic partners, professional peers, and citizens.***

- District leadership must be deliberate and intentional in conversations with neighboring fire service agencies regarding possible functional consolidations

## **FRFR Finances**

### **Historical Perspective**

The Johnstown (JFPD) and Milliken Fire Protection Districts (MFPD) brought two very distinct financial and administrative plans to their expanded relationship in 2011. Crafted as a simple dichotomy, the JFPD had invested in equipment while the MFPD had invested in personnel. These separate paths left each agency in a distinctly different place operationally in the early 2000s, but it also left both agencies in a position to complement the other in their expanded relationship. The first Authority annual budget was prepared and adopted in December 2014. This budget showed the remarkable differences between the MFPD and JFPD, with the MFPD bringing only \$280,000 and the JFPD bringing \$1,300,000 to the relationship. On the surface, it could have been easy to question the obvious financial disparity. The MFPD and JFPD leadership refused to “keep score” by letting transactional thinking define or restrict the organization's potential. The Authority's focus was deliberate and aligned with earlier master plans. An immediate improvement was recognized in the collaborative relationship providing shared resources to address the rapidly increasing call volume and occurrence of concurrent calls. Beyond the immediate



benefits to the citizens and guests of the Authority, the cooperative relationship also created tremendous opportunities for improved firefighter safety.

### Past Ballot Initiatives

The JFPD Board was very proactive in terms of capital purchases and put a question on the May 5, 1987, ballot asking for 2.0 mills for capital investments. The measure passed easily (83% for / 17% against) with 342 votes cast.

After the passage of the Taxpayers Bill of Rights (TABOR) in 1992, the JFPD Board of Directors put a de-Brucing question on the November 1994 ballot. The question passed (67.9% for / 32.1% against) with 982 votes cast. This measure allowed the District to retain and spend all available revenues for capital projects, general operations, and pension purposes. The JFPD asked a second de-Brucing question on the November 3, 2003, ballot which passed (73.2% for / 26.8% against) with 1,411 votes cast. This question was asked again because JFPD's legal counsel advised that the 1994 question did not reference the entire mill levy or cite the statutory provision in CRS Title 29. This measure can be viewed as a "housekeeping" measure going forward in perpetuity.

The MFPD asked two questions in the November 2010 general election. The question requesting to De-Bruce, passed easily (61.92% for / 38.08% against). The second question, which asked for a 4.2 mill increase in tax funding, failed (42.01% for / 57.99% against). Voter turnout was 2,302 for the unsuccessful question.

The MFPD returned in the November 2011 election and asked for a 4.8 mill increase to "Save Your Fire Department." Voter turnout was substantially less than the previous year, with 1,464 total votes. The question passed (52.87% for / 47.13% against). The success of this question cannot be overstated, as it ultimately affected the ability to discuss forming an authority. The MFPD was running on financial fumes, as indicated by the sum total of MFPD fund balances being only \$32,434 prior to the receipt of tax warrants in March 2012.

The JFPD asked a question to increase the mill levy on the November 10, 2015, ballot. The question asked for 2.0 mills with a primary purpose to hire two (2) additional full-time firefighters. The question was successful (57.12% for / 42.88% against) with 2,677 votes cast.

### Health Insurance and Personnel Wages

In November 2015, the Authority Board of Directors instructed staff to finalize the 2016 annual budget to include an 80% Operational Fund in reserve. Historically, the JFPD Board had worked towards having a full year in reserve. This directive is a slippery slope for many reasons. First, it exceeds guidance from the Special Districts Association (SDA) or the Colorado Municipal League (CML) with respect to reserve funds. It also has the potential to open the organization to criticism regarding ballot questions for funding increases in the future. Another challenge is that the fund reserve must grow each year as expenses increase. For example, an operational decision to add three full-time personnel would



necessitate an increase to the fund reserve by an amount equal to the salary and benefits of those three positions. Staff has moved forward in subsequent years with that direction and has been very successful in meeting Board guidance by maintaining a robust fund reserve.

Rapidly rising health insurance costs are often the crux of most budgeting processes, since employer contributions to health insurance are the single largest line-item on the budget. In 2012, the average of the MFPD and JFPD monthly contributions to employee health insurance premiums was up to \$700 per month per employee. By comparison, the 2019 budget included the employer contribution at up to \$984 per month per employee. This reflects an increase of 40.6% in seven years, or an average annual increase of 5.7%. Administration has paid close attention to the need for balancing increasing employer contributions with the relative the growth of the annual budget as a whole.

Employee salaries are another challenging item on the annual budget. With many larger and often municipally-funded fire departments in close proximity to FRFR, the District is often on tenuous footing in terms of employee compensation. FRFR works hard to ensure that employees receive a competitive wage, but it is very challenging to remain competitive within the Northern Colorado region. In the 18 months between January 1, 2016, and July 1, 2017, the District lost seven (7) full-time firefighters to nearby agencies. Administration presented a dramatic wage increase to the Board for the 2017 annual budget. This budget saw salaries for members of the Operations Division increasing an average of 16%. The wage increase was effective in stemming departures and, in the subsequent 18 months through January 1, 2019, there were no departures of full-time employees for other agencies. In late 2018, FRFR leadership identified the primary competitors for human resources to be the larger agencies, not the similarly sized ones and again presented a radical salary overhaul with the 2019 operational budget.

Financial management in a Colorado special district is a tricky prospect. So much so, that FRFR foundational principles speak to it as “nebulous.” Dramatic fluctuations in gas and oil values (the largest single slice of the FRFR AV) can make budgeting problematic. This volatility is the key driver in the FRFR Board’s operational reserve direction. The table included in this section shows the movement of assessed valuations (AV) over the past decade. Overall, the trend is for AV to increase 6.99% per year on average.



Front Range Fire Rescue Assessed Value Summary						
AV	2009	2010	2011	2012	2013	2014
Gas & Oil	\$103,808,490	\$173,308,900	\$90,150,510	\$125,641,690	\$156,970,640	\$148,593,886
Residential	\$101,843,330	\$92,864,630	\$93,870,460	\$92,890,090	\$93,835,760	\$95,364,580
Commercial	\$17,928,050	\$20,119,470	\$20,278,480	\$18,150,700	\$17,621,120	\$19,508,690
<b>Total AV</b>	<b>\$259,717,330</b>	<b>\$324,992,938</b>	<b>\$243,884,217</b>	<b>\$277,271,412</b>	<b>\$309,066,041</b>	<b>\$306,120,285</b>
AV	2015	2016	2017	2018	2019	2020 Pred
Gas & Oil	\$160,004,030	\$112,760,800	\$99,113,300	\$164,014,880	\$206,166,830	\$234,033,782
Residential	\$100,045,500	\$128,801,270	\$132,507,970	\$153,392,500	\$158,071,460	\$165,850,173
Commercial	\$20,255,420	\$23,014,700	\$23,023,620	\$29,617,700	\$29,579,950	\$31,245,808
<b>Total AV</b>	<b>\$323,994,009</b>	<b>\$319,776,176</b>	<b>\$312,625,367</b>	<b>\$407,774,394</b>	<b>\$459,814,896</b>	<b>\$491,945,942</b>

Figure 8: FRFR Assessed Values (2009 through 2019)

Assessed Value % Change (2009 to 2019)						
% Change	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
Gas & Oil % Change	67%	-48%	39%	25%	-5%	8%
Residential % Change	-8%	1%	1%	1%	2%	5%
Commercial % Change	12%	1%	-10%	-3%	11%	4%
<b>Total AV % Change</b>	<b>25%</b>	<b>-25%</b>	<b>14%</b>	<b>11%</b>	<b>-1%</b>	<b>6%</b>
% Change	2015-16	2016-17	2017-18	2018-19	2009-2019	
Gas & Oil % Change	-30%	-12%	65%	26%	Avg 14%	
Residential % Change	29%	3%	16%	3%	Avg 5%	
Commercial % Change	14%	0%	29%	0%	Avg 6%	
<b>Total AV % Change</b>	<b>-1%</b>	<b>-2%</b>	<b>30%</b>	<b>13%</b>	<b>Avg 7%</b>	

Figure 9: Assessed Value Percent Change (2009 through 2019)



### Volunteer Pension

Colorado law allows for volunteer firefighters to work towards receiving a pension after 10 of service, with incremental increases up to 20 years of service to a recognized volunteer fire department. Both the JFPD and MFPD have long histories of volunteer firefighters and, as a result, have many retired members who are currently, or may in the future, collect a volunteer pension as recognition of their time in service to the organizations.

The FRFR Pension Board provides oversight to both the MFPD and the JFPD pension funds, with the Fire Chief providing day-to-day administrative oversight. This board consists of the FRFR Board of Directors as well as one member from each of the MFPD and the JFPD volunteer systems. The financial manager for the funds is First National Wealth Management, who distributes the monthly benefit to retirees and/or their beneficiary. The MFPD Pension Fund began investing in a moderate risk profile while the JFPD moved from a balanced to a moderate risk profile in November 2017. Both pension funds are now in moderate risk portfolios that assume a 4.49% rate of return net of fees. Both pension funds meet statutory requirements for the investment of government funds, as demonstrated from a third-party biannual financial review and projection of fund balance versus anticipated expenses.

The 2019 actuarial review of both JFPD and MFPD pension funds indicated that it was not immediately possible to liquidate either pension fund, which would be done in the form of calculated balance payouts to the remaining pensioners. The MFPD actuarial report indicated that liquidating the fund right now would cost approximately \$600,000 more than the available fund balance, but that liquidation might be possible in roughly five (5) to six (6) years. The MFPD actuarial report provided similar information, but the liquidation cost would be roughly \$1,000,000 more than the current fund balance, indicating that liquidation would not be feasible for greater than six (6) years.

Although only a small part of the annual budget process, the volunteer pension is an incredibly sensitive matter mostly as it relates to benefit adjustments and balancing contributions between the pension fund and the overall District annual budget. An inquiry from the JFPD Board regarding the ballot history and requirements for the Pension Fund in 2013 led to counsel's direction that "the proceeds from 0.25 mills are voter approved and designated solely for pension fund. However, the Board has discretion each year to fund the pension fund using up to 0.75 mills." Since 2014, the annual budget has been developed with 0.5 mills going towards the pension fund. The following table reflects the changes to the volunteer pension benefit over the past decade, compared to COLA adjustments for full-time members who participate in the Fire and Police Pension Association (FPPA).





<b>Pension Plan Cost of Living Adjustment Comparison</b>			
	<b>MFPD Volunteers</b>	<b>JFPD Volunteers</b>	<b>FPPA Career Members</b>
<b>2008</b>	0.00%	21.42%	2.90%
<b>2009</b>	0.00%	0.00%	1.35%
<b>2010</b>	0.00%	0.00%	0.00%
<b>2011</b>	0.00%	5.88%	1.34%
<b>2012</b>	0.00%	0.00%	0.43%
<b>2013</b>	0.00%	0.00%	0.48%
<b>2014</b>	10.00%	0.00%	0.61%
<b>2015</b>	0.00%	11.11%	0.60%
<b>2016</b>	0.00%	0.00%	0.56%
<b>2017</b>	13.63%	0.00%	0.25%
<b>2018</b>	0.00%	0.00%	0.39%
<b>Average Adjustment</b>	2.15%	3.49%	0.81%
<b>MFPD Pension Adjustments</b>	2014: Increased from \$500/month to \$550/month		
	2017: Increased from \$550/month to \$625/month		
<b>JFPD Pension Adjustments</b>	2008: Increased from \$700/month to \$850/month		
	2011: Increased from \$850/month to \$900/month		
	2015: Increased from \$900/month to \$1000/month		

Figure 10: Pension Plan Cost of Living Adjustment Comparison (2008 to 2018)

## Current Status

The FRFR transitioned from a fire authority to a single unified fire protection district on January 1, 2018, with a base mill levy of 11.461. This mill levy was voter-approved to include 2.0 mills for capital, a minimum of 0.25 mills for pension, and the remainder towards general operations.

The District's Board of Directors put a question on the November 2018 ballot asking the voters to allow the District to "De-Gallagherize." The Gallagher Amendment is a tax-related provision in the Colorado Constitution that was approved by voters in 1982. It set forth new guidelines for determine the actual value of property and the valuation for assessment of such property, and established a constant ratio between the property tax revenue collected from residential and non-residential properties. The 1992 TABOR Amendment prohibited any tax increase without a vote of the people. The Gallagher Amendment requires that residential taxation be 45% and non-residential account for 55% of all property taxes. The dramatic increases in the number of residential buildings meant that the residential assessment rate has continued to drop, resulting in less tax-based revenue to government entities relying on property tax revenues to operate. The unforeseen confluence of the Gallagher and TABOR amendments was the fact that TABOR prohibits local governments from increasing their property tax rates (mill levies) unless approved by voters, and these requests were rarely voter-approved. To "De-Gallagherize" means the fire district was asking to remove itself from the constraints of the Gallagher Amendment,



thereby essentially freezing its residential assessment rate at its current level of 7.2 percent and maintaining the District's current revenue stream. The question passed (55.33% for / 44.67% against) with voter turnout of 9,567.

In 2015, 2016, and 2017, FRFR filed audits with the State of Colorado for JFPD, MFPD, and the Authority. The report submitted for 2015 included a 30-day extension, due to the complexities of the transition to the Authority. Both the 2016 and 2017 audits were submitted on time. In 2018, the District will submit the final audits for MFPD and the Authority, closing them out in accordance with State laws. The necessary audits for the District will be submitted in 2018 and beyond, in accordance with State laws. To date, none of the audits have resulted in any requirements or recommendations for changes to financial practices; however, the District uses each audit as an opportunity to identify areas where financial practices can be improved and/or streamlined.

### **Future Planning Considerations**

Applying the average percentage change of assessed valuation (AV) reflected in Figure 8 to the actual 2019 AV figures shown in Figure 9 provided the rough estimates of what could reasonably be predicted for AV figures going into 2020, as shown in the bottom right corner of Figure 9. The ability for the District to effectively "De-Gallagherize" will present the unique opportunity to stabilize the funding stream associated with the residential assessment rate.

Over the past eleven years gas and oil has comprised 42.56% of District AV, with residential contributing 35.45% and commercial only 6.83%. As such, the focus for future financial plans should be on anticipating changes in gas and oil and residential assessed valuation. In 2017, residential property values were predicted to peak in the latter part of 2019. More recent reports indicate that residential property values may not peak until mid-2021, and that any drop within the District may not be as significant as could occur in other areas of Northern Colorado. Most projections reflect the potential for only single-digit decreases. In the past eleven years, residential property AV has increased an average of 4.92% annually in the FRFR response area, and it has only dropped during two years. The largest drop of 8.82% was during the "great recession" of 2008/2009, and it can be reasonably expected that any future drop would be less than this amount and not significant enough to affect any single budget year. Regardless, the District must be alert to economic reports and projections as they relate to future movement of assessed values in the District. The District will also need to maintain regular communications with both the Weld and Larimer County Assessor's Offices to remain aware of potential changes on the financial horizon. Additionally, the District must remain alert and active in the state's political processes as the residential assessment rate is adjusted downward in future years.

The success of the 2018 De-Gallagher election question was an important step for the District, but the question remains of whether or not this result could be challenged in court at some point in the future. The annual completion of the DLG 70: *Certification of Tax Levies for Non-School Governments* may necessitate outside technical guidance to properly



complete it, given the District's new ability to adjust the mill levy as a result of the De-Gallagher decision.

The District's 2019 annual budget was prepared with the intent that FRFR would end the year with 100% of annual operating revenue available in the operational fund reserve. A conservative approach to spending, coupled with an underutilized contingency line item, have allowed the District to be under-budget during the past three (3) years (Figure 11). The process of hiring a new Fire Chief in mid-2019 may result in a larger percentage of budgeted expenses incurred in 2019 relative to the preceding three years; however, it remains very likely that the District will enter 2020 with an operational reserve of greater than \$4.5 million.

Year	% of Annual Budget Spent
2016	87.4%
2017	88.6%
2018	91.6%

*Figure 11: Three-Year Spending Trend*

While the financial reserve is unquestionably a tremendous financial benefit, it must be recognized that it also presents unique cultural implications. In the 2009 MFPD SWOT analysis, job security as a reflection of the District's financial position was repeatedly identified as a threat. In the 2018 FRFR SWOT analysis, this concern was not expressed at all. Conversely, the JFPD's 2011 SWOT analysis indicated tremendous pride in the agency's equipment and apparatus. This was also presented several times as a strength in the FRFR 2018 SWOT analysis. District leadership must be continually aware of the long-term financial implications of any decision that is made for staffing levels, facility needs, and/or other capital purchases. Transparency and the financial reserve address a person's basic needs and allow the FRFR membership to focus on belonging/esteem needs.<sup>10</sup>

The District's Capital budget is in an equally desirable position, starting 2019 with a fund balance of \$2.2 million. The District is voter-mandated to allocated 2.0 mills to capital based on previously approved election questions. During 2019, this resulted in \$945,000 being added to the capital budget. The conservative and forward-thinking management of this fund allows the District to fund large purchases, such as replacement of the District's entire inventory of self-contained breathing apparatus (SCBA) without negatively impacting the fund balance.

The bond that was levied by the MFPD in 2003 to build what is now FRFR Station #2 in 2007 is on a semi-annual repayment schedule, with one payment made on June 1<sup>st</sup> and another on December 1<sup>st</sup>. The smaller June payment is approximately \$10,000 and applies primarily to interest, while the larger December payment of approximately \$110,000 applies mostly to principal. The mill levy for this payment fluctuates up and down

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<sup>10</sup> Maslow's Hierarchy of Needs. ([www.simplypsychology.org/maslow.html](http://www.simplypsychology.org/maslow.html))



depending on the assessed valuation in the MFPD at the time of bond issuance. Over the past five years, the mill levy has averaged 0.760 mills. Bond repayment will end in 2024.

***We will innovate, create, and further prepare a system to deliver safe, outcome-changing and mission-driven services.***

- District leadership will carefully evaluate each proposed addition to the on-going agency budget to ensure that it is both affordable and sustainable

***We will value our entrusted resources through preventative maintenance, collaborative forecasting, and data-based planning.***

- The District shall maintain a healthy financial reserve and continue to be transparent with the annual budget, as established in the agency's financial policies
- District administration shall develop and implement policies and/or guidelines to guide the District's financial processes
- The District shall continue to comply with annual auditing and reporting requirements, including GASB/GAAP requirements by the State of Colorado

***We will seek to establish, maintain, and improve relationships with strategic partners, professional peers, and citizens.***

- The District shall be proactive in public outreach in relation to possibly adjusting the residential mill levy in a response to a decreased residential assessment rate, as allowed by the success de-Gallagherization election, since this adjustment has the potential to confuse the public
- District leadership will continue the process of implementing impact fees throughout the overall District

## **Performance Measurement**

The ultimate goal of an emergency service delivery system is to provide sufficient resources (e.g., personnel, apparatus, and equipment) to an emergency scene within an appropriate time that allows for effective intervention and mitigation of the emergency. The District works actively to establish realistic performance measures that are used to evaluate the services provided by the District. These performance measures are also applicable to the District's public protection classification (PPC) by the Insurance Services Office (ISO).

Fire-related emergencies are arguably the most critical type of incident that occurs within the District; however, the District also responds to a large number of critical medical emergencies and many other types of emergency incidents. A rapid response by highly trained and properly equipped professionals is the key to successful mitigation of any emergency. The District has established the same response performance objectives for both fire apparatus and ambulances.



## Measurement of Incident Response Performance

The District uses Emergency Reporting as the records management system for documenting and reporting all incidents. Emergency Reporting receives time stamps for all District apparatus directly from the computer-aided dispatch (CAD) system used by Weld County Regional Communications Center (WCRCC).

The District evaluated the response performance objectives contained within 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 determined that this standard was intended for use by fire departments that employ fully paid crews within primarily urban areas. While the time standards in this document may not be applicable to every fire department, the various units of response performance measurement established in this document have been universally accepted in the fire service as reasonable and fair. Based on the fact that much of the District's response area is still very rural in nature, more than 50% of the roads are unpaved, and the station locations were established based on a "traditional volunteer" staffing model, District leadership determined that the response time standards established in NFPA 1710 were not reasonable for adoption at this time; however, the components of response time that are identified and defined within this standard (Figure 12) were directly applicable to the District.

Through the CAD time stamps provided by WCRCC, the District has established response performance measures that are applied to every apparatus on all emergency calls. The District uses the following definitions to establish benchmark response times and to report baseline response performance:

Alarm Handling Time: Also referred to as "Call Processing Time." This time period measures the WCRCC's ability to receive a 911 call and assign appropriate units. The District measures and reports Alarm Handling Time for every emergency incident to which District and/or UCHealth apparatus are assigned.

GOAL: 60 seconds for 90% of all emergency incidents

Turnout Time: Also referred to as "Chute Time." This is the time period between when an apparatus is assigned to an incident and when that apparatus goes EnRoute to the incident, as captured by the apparatus Officer pushing the "EnRoute" button on the apparatus mobile data terminal (MDT) or notifying WCRCC via radio. The District measures and reports Turnout Time for every apparatus assigned to an emergency call.

GOAL: 90 seconds for 90% of emergency calls

Travel Time: Also referred to as "Drive Time." This is the time it takes for an apparatus to drive to the scene of the incident from any starting point. Generally, this time period begins when the apparatus goes EnRoute and ends when the





apparatus Arrives on scene. The District measures and reports Travel Time for every apparatus assigned to an emergency incident.

GOAL: Seven (7) minutes and 30 seconds, 90% of the time, for the arrival of the first due apparatus within the District's Urban Response Area. Twelve (12) minutes and 30 seconds, 90% of the time, for the arrival of the first due apparatus within the District's Rural Response Area.

**Response Time:** This is the measurement of the overall effectiveness of the complete emergency response system, from receipt of the 911 call at WCRCC all the way to the arrival of the first due apparatus. In general terms, Response Time includes Alarm Handling Time, Turnout Time and Travel Time.

GOAL: Ten (10) minutes, 90% of the time, for the arrival of the first due apparatus within the District's Urban Response Area. Fifteen (15) minutes, 90% of the time, for the arrival of the first due apparatus within the District's Rural Response Area.

These various components of response performance, and their associated measurements and results, are reported in the District Standards of Cover document.

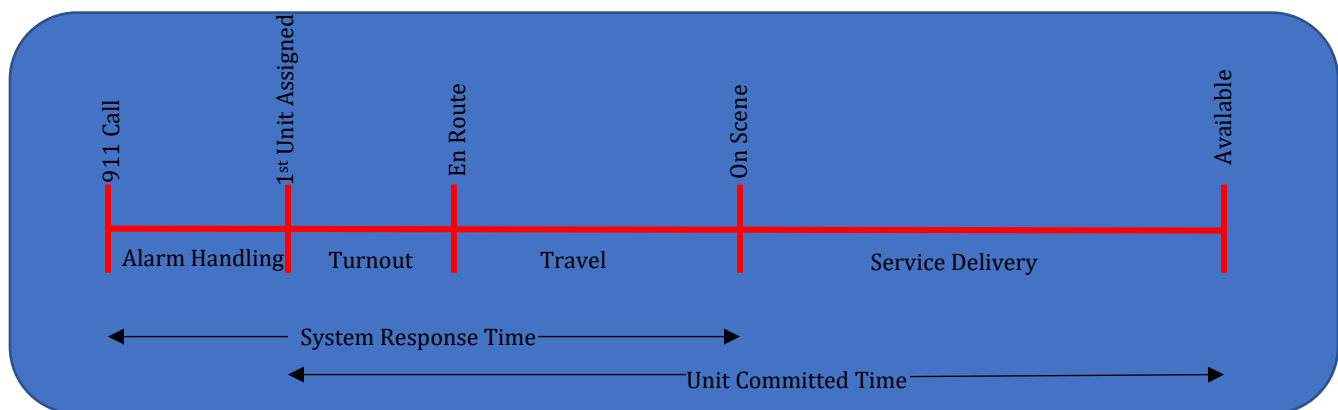


Figure 12: Measurement of Response Performance

### Urban Response Area

Front Range Fire Rescue strives to provide a consistent level of service regardless of where an incident may occur within the District's response area. However, it is unrealistic to expect to provide the same response time to locations that are an extended distance from a staffed fire station. To assist the District in measuring response system effectiveness, the District has established an Urban Response Area (URA) that encompasses, to the greatest extent possible, the areas of greatest population density.

The URA was determined by using ArcGIS to measure apparatus travel times from Fire Station 1 and from Fire Station 2, which are the District's two staffed fire stations. The various resulting polygons (Figure 13) were then evaluated for proximity to the nearest



major roadways and areas of greater population densities. Different travel time polygons were evaluated to develop a generalized geographic area within that definition of travel time that encompassed roughly 90% of the District's population. Through the process of evaluating these anticipated travel times from staffed fire stations, the District was able to develop the current Urban Response Area (Figure 14), which is based on a seven (7) minute and 30 second travel time for the first due apparatus. This analysis assisted the District in developing general goals and specific objectives to drive the analysis of incident response performance. The District is currently evaluating the effectiveness of this URA in terms of reporting response performance to both Towns, and will consider possible URA modifications later in 2019.

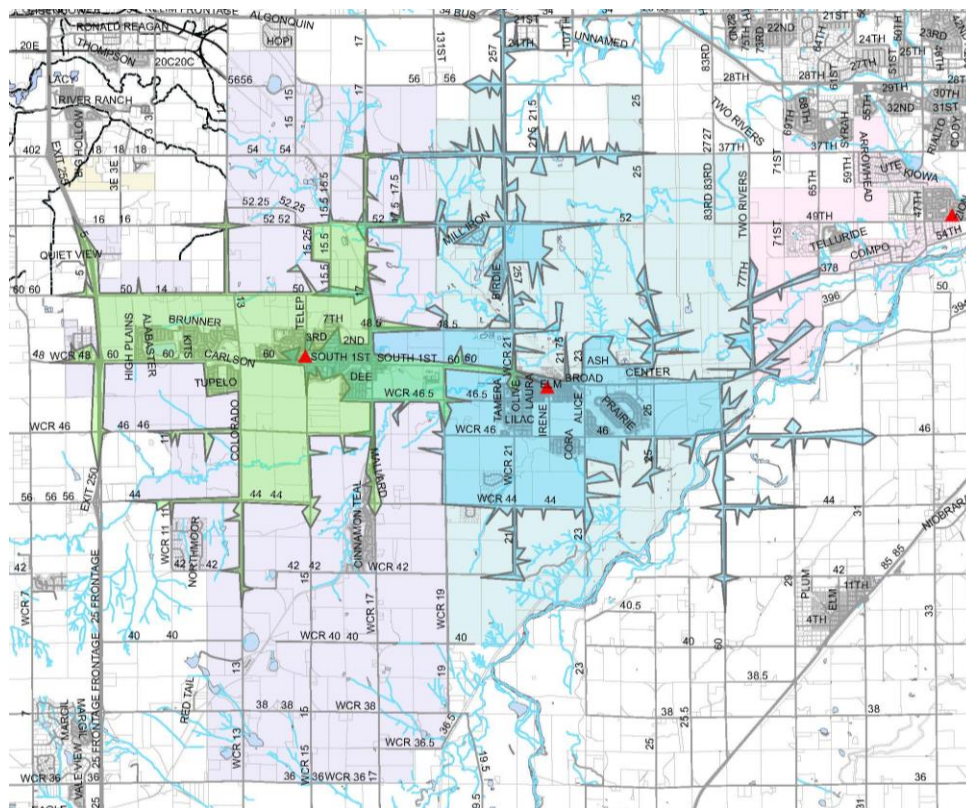
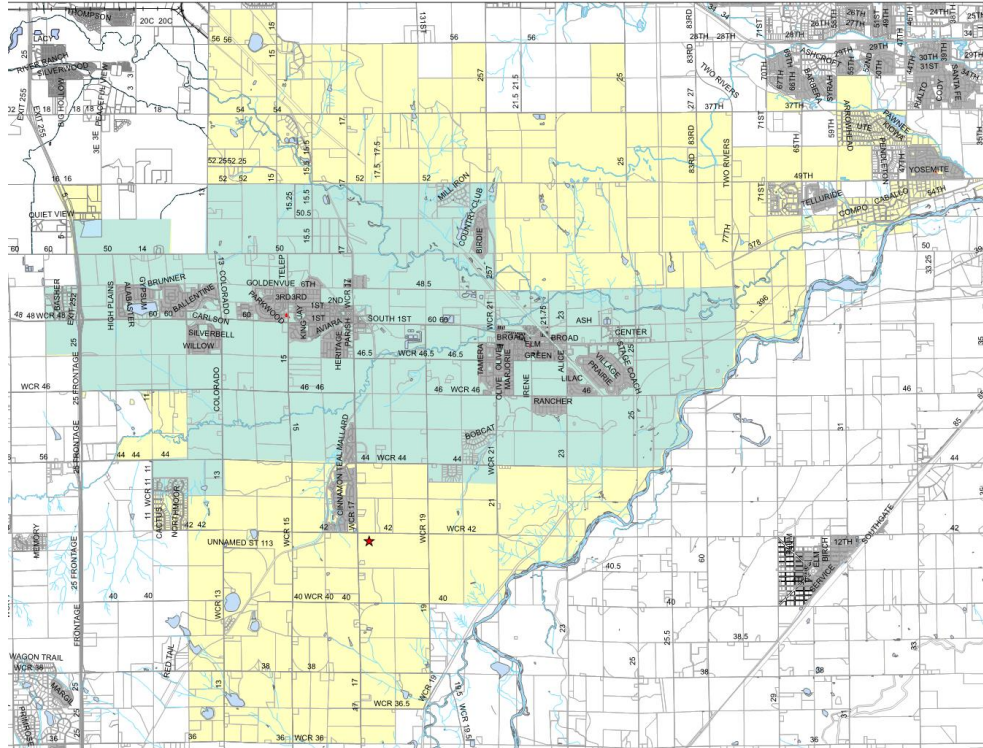


Figure 13: Rough 7.5-Minute Travel Time Polygons





It is understood by District leadership that a seven minute and 30 second first-due travel time is not an ideal response performance goal for a career fire department. However, the District further acknowledges and understands that it is neither feasible nor realistic to expect compliance with NFPA 1710, which establishes an expectation to provide a four (4) minute first-due travel time, along with a minimum staffing level of four-person engine companies and five-person truck companies. Given the District's history of being developed as two separate volunteer organizations, the District evaluated 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*, which establishes a response performance goal of 10 staff members to assemble on the scene of a residential structure fire within 10 minutes, 80% of the time in a suburban area. It was determined that, given that the District's current fire station locations were developed for volunteer fire organizations, the District would establish a performance goal of NFPA 1720 compliance (10 within 10) but at the 90<sup>th</sup> percentile. Additionally, District leadership is actively evaluating opportunities to construct, equip, and staff new fire stations in strategic locations that could allow the District to improve upon the current first-due travel time goal of seven minutes and 30 seconds in the Urban Response Area.

### Current ISO PPC Rating

Established in 1971, the Insurance Services Office (ISO) is the primary source of fire-related insurance risk to municipalities.<sup>11</sup> ISO evaluators visit and evaluate communities approximately once every five (5) to ten (10) years to perform a comprehensive analysis of the complete fire protection system for the community. This evaluation includes the dispatch center, water supply infrastructure, and all aspects of fire service organization and operations. Emergency communications comprises 10% of the total score, while water supply provides 40% and the fire department provides 50%. FRFR's community was evaluated in December 2015 and received an updated public protection classification (PPC) rating from ISO in April 2016 as described below.

#### Front Range Fire Rescue Authority (PPC rating: 3/3Y)

The "3" rating applies to all areas within five (5) road miles of an FRFR fire station and within 1,000 feet of a fire hydrant.

The "3Y" rating applies to all areas within five (5) road miles of an FRFR fire station and beyond 1,000 feet to a fire hydrant.

Areas that are beyond five (5) road miles of an FRFR fire station as well as beyond 1,000 feet of a fire hydrant are assigned a PPC rating of 10.

According to information provided by ISO with the updated PPC rating, the agency evaluated 48,754 fire departments across the United States. Of those departments surveyed, only 4,248 have a PPC Rating of 3 or better, while 44,506 have a PPC rating of 4 or greater. This indicates that FRFR is in the top 9% of 48,754 fire departments in the United States that have been surveyed and ranked by ISO.<sup>12</sup>

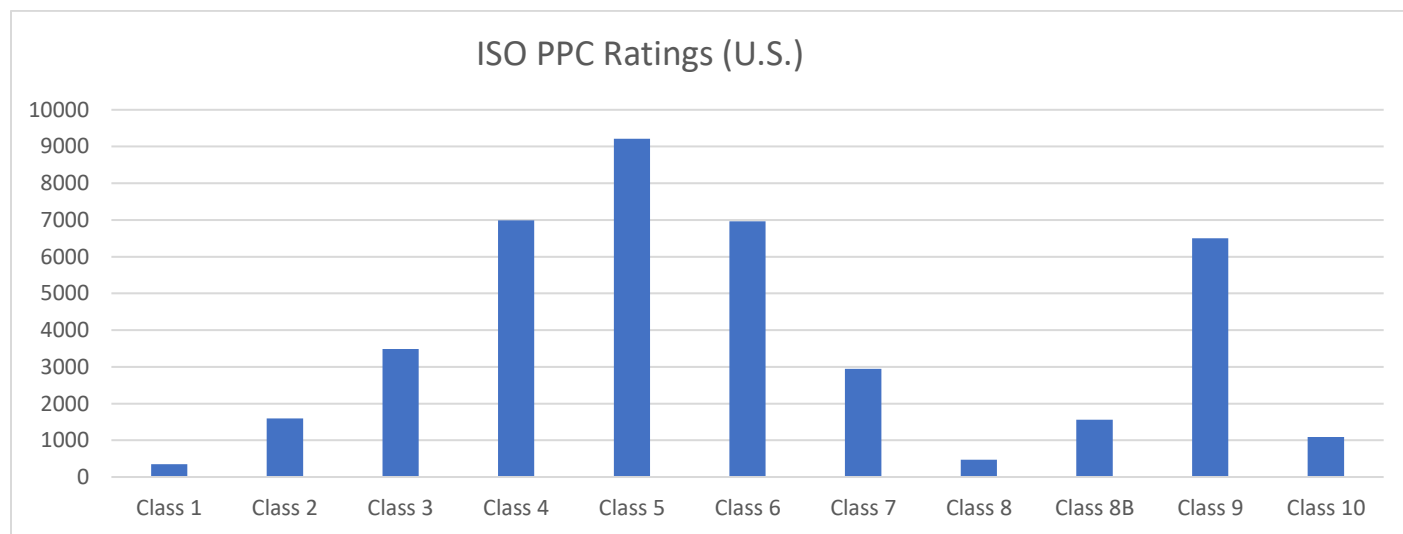


Figure 15: National ISO PPC Ratings

<sup>11</sup> [www.verisk.com/iso.html](http://www.verisk.com/iso.html)

<sup>12</sup> Public Protection Classification Summary Report, Front Range Fire Rescue Auth. December 2016. Page 6.





The PPC grade that was assigned to the FRFR community was based upon the cumulative score that was attained through observation and evaluation of the dispatch center, water supply infrastructure, and fire service organization and operations. The December 2015 PPC grade was 72.75 out of a total possible grade of 105.5. The following figure shows the ISO PPC breakdown between PPCs 1 through 4.

PPC Rating	Grade Range
1	90.0 or more
2	80.00 to 89.99
3	70.00 to 79.99
4	60.00 to 69.99

Figure 16: Summary of ISO PPC Grades 1 to 4

Based on an evaluation of the grading scale and the results obtained by FRFR, several opportunities for improvement were identified that would improve the FRFR PPC rating (Figure 17).

Fire Service Feature	Maximum Credit	Credit Earned
Engine Companies	6.0	5.88
Reserve Pumpers	0.5	0.5
Pump Capacity	3.0	3.0
Ladder/Service Trucks	4.0	1.2
Reserve Ladder/Service Trucks	0.5	0.38
Deployment Analysis	10.0	5.46
Company Personnel	15.0	7.2
Training	9.0	4.21
Operational Considerations	2.0	2.0
<b>Total Fire Department Credit</b>	<b>50.0</b>	<b>29.83</b>
Community Risk Reduction (bonus credit)	5.5	4.2

Figure 17: FRFR PPC Credits Earned versus Maximum Credits

## Future Program Planning

***We will innovate, create, and further prepare a system to deliver safe, outcome-changing and mission-driven services.***

The report provided by the ISO indicated several areas where the District could work to improve its PPC rating. Some areas, such as Emergency Communications and Water Supply, are beyond the control of the District. However, the District is also actively engaged with the Weld County Regional Communications Center and all local water providers in efforts to help them identify opportunities for improvement that would benefit the community's ISO PPC rating. The District is currently evaluating opportunities for expanding and/or improving services within the overall FRFR response area. Service enhancements in the following areas can be anticipated to improve not only the District's ISO PPC ratings, but also the response performance capabilities discussed throughout this document.





- Ladder/Service Trucks – FRFR received 1.2 of maximum 4.0 points
  - Carefully evaluate building heights and needed fire flows for service area.
  - Establish written policy for deployment of ladder truck.
  - Demonstrate deployment of ladder truck with NFIRS reports.
- Deployment Analysis – FRFR received 5.46 of maximum 10.0 points
  - Develop NFPA 1710 response time compliance analysis for structure fire reports.
  - Evaluate built-upon areas within 1-½ miles of an engine company and 2-½ miles of a ladder/service company.
- Company Personnel – FRFR received 7.2 of maximum 15.0 points
  - Establish written policy for minimum staffing levels.
  - Establish critical task analysis, including automatic aid companies.
- Training – FRFR received 4.21 of maximum 9.0 points
  - Minimum of 18 hours annual training on structure fire topics
  - Minimum of 16 hours annual company training on structure fire topics
  - Minimum of 12 hours annual company officer training
  - Minimum of 12 hours annual driver/operator training
- Community Risk Reduction – FRFR received 4.2 of maximum 5.5 points
  - Certification and training for fire prevention personnel
  - Fire safety educator certifications and training
  - Fire safety education programs
  - Fire investigator certifications and training

## Facilities and Capital Construction

### Historical Perspective

Given that the District in any of its previous forms always had facilities, it can be said that the facilities program has always existed, albeit with a different look depending upon the timeframe in question. This program has always been delegated down the chain of command to a line officer position, with oversight at the senior leadership level. The focus of the facilities program has always been to ensure that each building meets the current needs of the District and is appropriately maintained, with additional time spent looking towards the future in an effort to predict when and where new fire stations might be needed.

After several months of planning with the intention to construct a new fire station on the far east side of town, the MFPD Board changed its course in March 2006 and decided to locate the new fire station adjacent to the current one on South Irene Avenue in the heart of Milliken. The new station went into service in mid-2007 and



is ideally situated for the present FRFR operational deployment. However, this station location has further perpetuated political and emotional turmoil with respect to staffing the Fire Station #3 in the Hill-n-Park neighborhood. The two MFPD stations were located on the periphery of the district boundaries, whereas a single, centrally-located station would have better served the MFPD and not caused as much contention.

The original JFPD fire station was a two-car garage located in an alley off of Charlotte Avenue. This building was used strictly to house apparatus. As the district expanded services and added apparatus, they realized that a new building was needed. The JFPD then purchased an existing building on the northeast corner of Rutherford Avenue and Highway 60, approximately one block from the main downtown area. This building is still in use today and is owned and operated by a vehicle service company. The building that is currently FRFR Fire Station #1 was built in the late 1990s by JFPD. They moved into the building and began responding out of it in early 2000.

### **Current Status**

The FRFR Facilities Program is identified within the annual budget through a unique line item. Facility-related expenditures are carefully tracked and monitored over time to ensure that appropriate financial plans are established to allow for the necessary maintenance of each facility. The current program manager has developed a list of specific contacts for many of the FRFR facility needs. Recently, new floor coverings were installed at Station 2, a cement pad and driveway were added and/or repaired around Station 1, the apparatus exhaust system was repaired at Station 2, and flag poles were repaired at Stations 1 and 3. Finally, after an extensive cost comparison analysis was conducted, a supply company was selected to streamline the majority of purchases for facility supply needs.

#### Fire Station 1:

Fire Station 1 is a two-story metal building of 15,865 square feet that features six bedrooms, two complete kitchens, and a large training room on the 2<sup>nd</sup> floor. An exhaust management system has been installed in the apparatus bay, but the physical fitness area remains open to the bays. The building is in good repair and includes numerous offices and living spaces; however, the overall layout of the building is inefficient, problematic and does not meet current District needs.

#### Fire Station 2:

Fire Station 2 is an existing two-story historic brick building with a steel building attached to it. The total building size is 13,699 square feet and includes five (5) bedrooms, a complete kitchen, and a moderately sized training room on the ground floor. All of the



District's administrative offices are housed in this station. An exhaust management system has been installed in the apparatus bay, but the physical fitness area remains open to the bays. The building is in good repair and includes numerous offices and living spaces; however, the overall layout of the building is inefficient, problematic and does not meet current District needs.

#### Fire Station 3:

Fire Station 3 is a one-story metal building of 3,056 square feet that was constructed in the early 1970s to provide a location for the traditional volunteers of the Milliken Fire Protection District to respond and staff apparatus for emergency responses. Several minor modifications have been completed to the building, including the addition of two apparatus bays and some basic living and working spaces. The design of this station is not conducive to 24/7 FRFR staffing, and the District's newer apparatus do not fit in the bays. However, recent discussions with UCHHealth EMS have indicated that this agency will be staffing a 24/7 ambulance in this station once the new UCHHealth hospital in west Greeley opens for business. Initial plans for this ambulance indicate that it will be a basic life support (BLS) ambulance that will be the primary ambulance for UCHHealth EMS interfacility transfers. UCHHealth leadership indicates that the ambulance may occasionally be staffed as an advanced life support (ALS) ambulance and that it will be housed at Station 3 and available for coverage in the FRFR response area when not assigned to a transfer. Given that this fire station is located near the extreme northeastern edge of the District's response area, it is poorly located to augment FRFR response into the more densely populated core of the District. As such, FRFR leadership will continue to evaluate alternative station locations in the eastern part of the response area that would be a better location for a fully staffed fire station.

#### Gateway Office Park:

The District owns and maintains a tenant space in the Gateway office park as well as a small parcel of land nearby. The condominium space is currently only used for storage of records and the District's antique apparatus. The tenant space is provided with basic utilities; however, it may be possible to develop and configure this facility to include living facilities and to house an engine company. The primary purpose for this development would be to support the District's continuity of operations plan and the possibility of developing a facility that could serve the District as a contingency if one of the existing fire stations becomes unusable due to a disaster. The parcel of land may serve for future fire station construction, simply as a political foothold in this industrial development, or as a means to provide a funding source for another strategic station location. Any evaluation of the viability of either project would need to address the new fire station methodology discussed below.

#### Training Building:

Through an intergovernmental agreement with the Weld County RE-5J school district that began in 2010, FRFR is able to use a small two-story brick building near Fire Station 2 for



training purposes. This is an historic building, so it is not possible to conduct live fire evolutions or flow water inside the building, but moveable interior walls have been constructed which allow for extensive and valuable training opportunities. The IGA allowing FRFR to use this building was renewed at the end of 2018 and extends for 10 years.

### **Methodology for Determining Future Fire Station Locations**

Planning for construction of new fire stations can be viewed as a very nebulous endeavor; however, it can reasonably be assumed that the District will need to expand services as the communities of Johnstown and Milliken grow. To assist District leadership with a data-driven decision-making process, the District has developed a methodology to help evaluate the response area to identify, track and monitor potential need for a fire station.

Service demand and response time are the data that provide the driving force behind construction of new fire stations. Through research, the District learned that there is not a hard and fast rule that dictates when and/or where a new fire station should or must be built. Some jurisdictions use a benchmark of 500 calls for service in a given area while other jurisdictions rely solely on first-due response time analysis. The District monitors and reports call volume on a monthly basis.

Most frequently, the calls for service are first evaluated by an established geographic zone. Zone 1 includes all portions of the District west of County Road 19. Zone 2 includes all portions of the District between County Road 19 and County Road 27 ½. Zone 3 includes all portions of the District east of County Road 27 ½.

The following criteria have been developed to assist in the decision-making process for when a new fire station might be necessary. District leadership must carefully and meticulously evaluate each of the following criteria before a new station location is presented to the Board of Directors for a specific decision for implementation:

- First-due travel time to a development is greater than seven (7) minutes and 30 seconds for 30% or more of the emergency calls for service
- A given development is planned or exists more than five (5) miles from the nearest staffed fire station
- A given development receives more than 500 calls for service annually
- A given development accounts for 30% or more of a current fire station's annual call volume
- The District's financial status allows for capital expenditures for construction

While these measures are very important, it is also critically important to understand the limitations and restrictions that result from current fire station locations. These locations are inherently tied to the District's response performance capabilities. As stated previously, the District's current Urban Response Area was based on a first-due response time of ten (10) minutes for 90% of the emergency incidents from the District's two staffed fire stations. FRFR's leadership recognize that the current fire stations are positioned in less



than ideal locations and result in decreased response capabilities to some areas. While it may be emotionally desirable to continually re-examine every fire station location and constantly seek new and better station locations, following this practice is typically not economically feasible. As the District moves into the future, it will be important to include current station locations into the matrix that is developed and analyzed for each new station construction project. However, the value or weight of that current location in the overall decision-making process will be evaluated by District leadership and the Board of Directors on a case-by-case basis. Every reasonable option will be evaluated as future fire station locations are considered, but financial prudence will play a pivotal role in every decision.

In addition to the District's three primary response zones, the District has developed additional opportunities to evaluate and measure call volume and response performance through Emergency Reporting System (ERS), the District's records management system. Incidents may be queried by any combination of the following: zone, address, population density, census tract, incident type (single or range), cause of ignition, dispatch determinant, response determinant, and occupancy.

Within the ERS Occupancy module, the District has subdivided the response area into 31 unique occupancy zones (Figure 18). Each of these occupancy zones represents a unique neighborhood, section of town, or building type that are of interest to the District. Every commercial occupancy within the District's response area is assigned to the appropriate occupancy zone. The combination of occupancy zones and the flexibility of the incident query capabilities presented by ERS allows the District to evaluate incident frequency and response times to very specific areas.

OCCUPANCY ZONES IN EMERGENCY REPORTING SYSTEM			
County – West	County -Sweet Gold	Johnstown Farms	Rural Business
County – East	Downtown	Milliken Commercial	Schools
County – North	East Industrial Park	Mini-Mall Area	Town East
County - South	Gateway Industrial	North End	Town North
Centennial Crossing	Hwy 257 Business	Old Town Johnstown	Town of Milliken
Clearview	Hill-n-Park	Pioneer Ridge	Town South
Corbett Glenn	I-25 Frontage	Rocksbury Ridge	Town West
Country Acres	Johnstown Center	Rolling Hills	

*Figure 18: Occupancy Zones in Emergency Reporting*

The District uses the capabilities of the Emergency Reporting System to analyze call volume and response performance on a regular basis. The District also maintains regular communication and interaction with the planning departments of the municipal and county jurisdictions. These relationships allow the District to “keep a finger on the pulse” of the community, as builders and developers submit plans for new construction within the District's boundaries. This allows the senior leadership to maintain an up-to-date awareness of planned neighborhoods, subdivisions, and commercial developments. By evaluating proposed growth against current fire station locations, the District is able to





regularly review the potential impact of growth against current and predicted call volume and response performance.

By using the methodology explained above, the District has established five (5) of the most probable needs for future expansion of District services and facilities. The possible future fire station locations identified include: East, West, South, Northeast, and Northwest.

### **East – District 3**

The District owns, maintains, and operates Fire Station #3 in the Hill ‘n Park neighborhood. Historically, this fire station was constructed to support a “traditional” volunteer firefighter response. When the volunteers were notified of a call for service, they would respond to the fire station in their personal vehicles from wherever they were in their daily lives. They would then staff a fire engine housed in the station and respond to the call once an adequate number of firefighters were on board. From notification to on-scene, response times from these volunteer staff members were very unpredictable because volunteer firefighters responded to this station from their normal daily activities. These volunteers would occasionally provide staffing at the station overnight or on weekends, but that staffing was very inconsistent. Therefore, the station was provided with only minimal living space and was not designed to provide sufficient work and living space to accommodate 24-hour staffing. Additionally, the fire station was constructed to house older and smaller fire apparatus than the modern front-line engines currently operated by the District. As volunteerism has decreased, the District has been forced to move towards more paid staffing. The District has focused staffing towards areas of higher population densities and associated higher call volumes.

Call volume in District 3 is relatively low as compared to Districts 1 and 2, with the majority of calls being medical in nature and occurring during daytime hours. Call volume decreased by approximately 20% from 2017 to 2018, further emphasizing the lack of an immediate need for FRFR staffing at this station. FRFR response time in District 3 is approximately 10 to 13 minutes. The District recognizes the need to provide equal services to all population centers and is working with UCHHealth EMS to evaluate opportunities for increased EMS involvement in this response area.



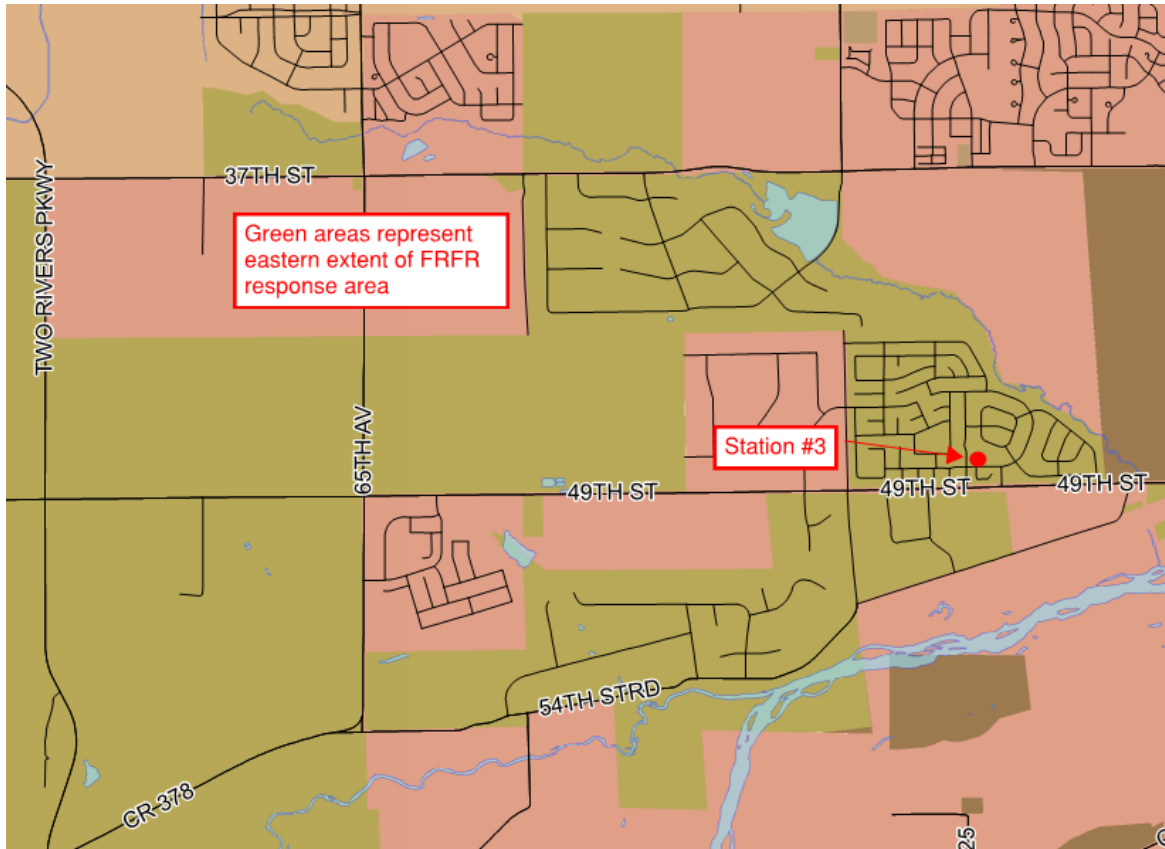


Figure 19: Location of Station #3

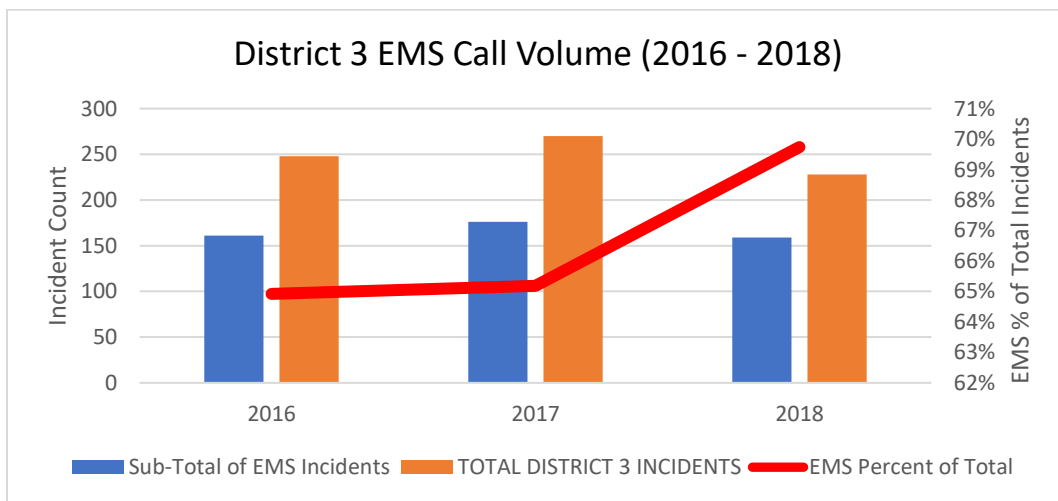


Figure 20: District 3 EMS Call Volume Comparison



Hour	2016 Total per Hour	2016	2017 Total per Hour	2017	2018 Total per Hour	2018
00:00	2	0.81%	9	3.33%	10	4.39%
01:00	6	2.42%	7	2.59%	10	4.39%
02:00	3	1.21%	4	1.48%	5	2.19%
03:00	8	3.23%	7	2.59%	2	0.88%
04:00	8	3.23%	3	1.11%	5	2.19%
05:00	5	2.02%	6	2.22%	10	4.39%
06:00	10	4.03%	7	2.59%	3	1.32%
07:00	9	3.63%	8	2.96%	9	3.95%
08:00	8	3.23%	7	2.59%	11	4.82%
09:00	6	2.42%	13	4.81%	5	2.19%
10:00	14	5.65%	16	5.93%	10	4.39%
11:00	11	4.44%	17	6.30%	10	4.39%
12:00	11	4.44%	15	5.56%	15	6.58%
13:00	19	7.66%	12	4.44%	13	5.70%
14:00	14	5.65%	15	5.56%	8	3.51%
15:00	8	3.23%	10	3.70%	9	3.95%
16:00	16	6.45%	20	7.41%	8	3.51%
17:00	18	7.26%	19	7.04%	18	7.89%
18:00	13	5.24%	13	4.81%	9	3.95%
19:00	14	5.65%	13	4.81%	14	6.14%
20:00	13	5.24%	8	2.96%	19	8.33%
21:00	9	3.63%	15	5.56%	5	2.19%
22:00	17	6.85%	15	5.56%	15	6.58%
23:00	6	2.42%	11	4.07%	5	2.19%
<b>Total</b>	<b>248</b>	<b>100.00%</b>	<b>270</b>	<b>100.00%</b>	<b>228</b>	<b>100.00%</b>
<b>7a - 7p</b>	<b>161</b>	<b>65%</b>	<b>178</b>	<b>66%</b>	<b>139</b>	<b>61%</b>

Figure 21: District 3 Time of Call Evaluation

In the years since Fire Station #3 was constructed, much of the area around it has been annexed by surrounding fire jurisdictions, leaving the fire station near the eastern edge of the District's response area and almost completely surrounded by the Evans and LaSalle fire protection district response areas. The District has evaluated both the construction and location of current Fire Station #3, as well as the call volume in this response area. This had led to the following conclusions regarding Fire Station #3:

- Response time from this station benefits the small community of Hill 'n Park.
- Response into Hill 'n Park is augmented through automatic aid agreements with the surrounding fire protection districts.
- Response from this station into the remainder of the FRFR response area is extremely delayed.
- The construction/layout of this fire station will not support a modern fire engine or the 24/7 use of this fire station by paid firefighters.
- The continued evolution of the UCHealth EMS system may provide an improved level of EMS service to the area.



Based on these conclusions, the District has determined that it is not feasible to provide 24-hour FRFR staffing at this station; however, it is important to evaluate options for purchasing land to construct a new fire station within District 3. From the perspective of the entire FRFR response area, it appears that the best location for a new Fire Station #3 would be somewhere along Two Rivers Parkway, north of Highway 60. However, this general location currently lacks most wet utilities such as water and sewer, making fire station construction a very challenging and cost-prohibitive prospect. The District continues to monitor call volume and response time into District 3 to determine when it would be necessary to build and staff a fire station in this response area, based on the methodology discussed previously in this document. The District is also continuously evaluating options for purchasing land to construct a new fire station in this response zone.

### **West – Gateway Industrial Park**

The Gateway industrial park encompasses approximately 45 acres and is located west of Interstate 25 (I-25) at the Johnstown exit. The Gateway industrial park represents the western border of the District's response area, and it provides convenient access to both northbound and southbound lanes of I-25 as well as to the western-most subdivisions of the Town of Johnstown. Town of Johnstown planning staff has indicated that this area is anticipated to experience a steadily increasing pattern of growth, including both residential and commercial communities. In 2011, the District purchased a small parcel of land at the northeast corner of Highway 60 and Gateway Drive to serve as a potential future fire station location. The District also owns a commercial condominium space in one of the complexes in the northwest corner of this industrial park. This commercial space could be remodeled to provide any combination of office space, living quarters, and a single apparatus bay as discussed previously in this document. The District is monitoring call volume and response times into the western portions of the response area to determine when/if it might be feasible and/or necessary to construct and staff a fire station in this area.

### **Southwest – Pioneer Ridge**

The Pioneer Ridge neighborhood is situated south of downtown Johnstown along County Road 17, roughly between County Roads 42 and 44. Pioneer Ridge Elementary School is located roughly in the center of this 600-home residential subdivision. While analyzing data to develop the District's urban response area (URA), it was observed that as much as half of the Pioneer Ridge neighborhood falls beyond the outer perimeter of the URA. The District determined that it was not reasonable to arbitrarily increase the size of the URA to include the entire neighborhood. Rather, the District determined that call volume and response times into this area would be monitored, along with planned developments, to evaluate when purchase of land for fire station construction would be feasible and needed.

During the summer of 2018, information was relayed to the District that two large residential developments were planned for vacant land at the north end of the Pioneer Ridge neighborhood. Given the District's awareness of response limitations to this region, leadership began evaluating opportunities for potential future fire station locations in this



area in July 2018. The addition of this Fire Station #4 would make an immediate and positive impact on call volume for District 1, while also improving response times into the downtown Johnstown area. It would also provide an associated improvement to coverage in District 2.

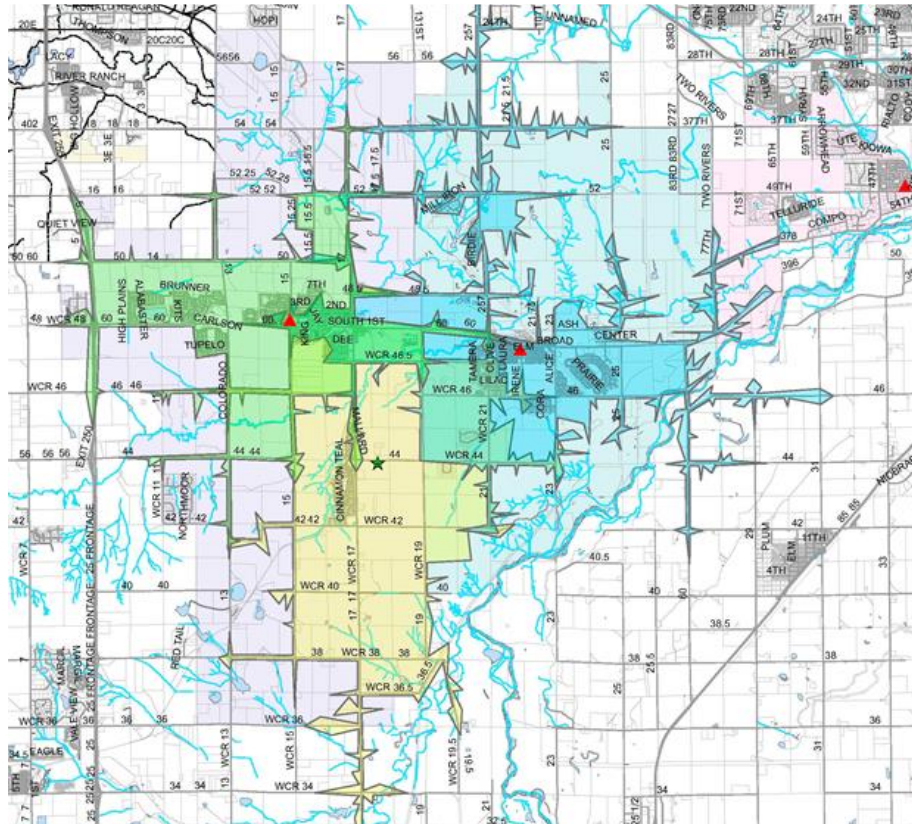


Figure 22: Response Evaluation for Future Fire Station #4

## North – Weld County Road 54 Corridor

Sparse industrial developments comprise the majority of properties in the District's northern boundaries; however, this area also overlaps with the eastern edges of the 25/34 commercial center, which is currently served by Loveland Fire Rescue Authority. Additionally, the District is aware of plans for expansion of US Highway 402/Weld County Road 54 through this area as the Freedom Parkway project. As this highway construction begins to move forward, it could reasonably be predicted that residential and commercial growth could increase, bringing with it an increased call volume. The District is monitoring call volume and response performance in this area to determine the feasibility of purchasing land and the need for building and staffing a fire station. There are currently no identified locations for future fire stations in this area, but the District is monitoring the real estate market to be prepared for anticipated future growth.





### **Northwest – Town of Johnstown within Larimer County**

In 2011, the District entered into an intergovernmental agreement (IGA) with the Town of Johnstown that established the District as the Town's emergency services provider; however, much of the Town's growth between 2006 and 2011 was in the area encompassing the southeast corner of Interstate 25 and Highway 34 that is beyond current District boundaries. For the purposes of this document, this area will be referred to as the Town of Johnstown within Larimer County (TJLC). The TJLC is within the Loveland Rural Fire Protection District, which is part of the Loveland Fire Rescue Authority response area. The District is currently working with the Town to evaluate options for acquiring land and/or building/staffing one or more fire stations within this area. As these discussions continue to progress, the District will continue to hold open the possibility for service expansion into the rapidly growing area.

### **Future Program Planning**

***We will innovate, create, and further prepare a system to deliver safe, outcome-changing and mission-driven services.***

- District leadership shall use quantitative information to forecast facility needs and develop a capital growth matrix/plan that accommodates the growing populations and service needs of the district
- During 2019, the Facilities Program Group will empower membership to share ideas for present and future needs to provide for efficient use of facilities

***Our members will be healthier, wiser, freer, more autonomous, and more likely to become servant leaders themselves.***

- During 2019, the Facilities Program Group will develop and share a tracking mechanism to improve consistency of purchasing supplies

***We will value our entrusted resources through preventative maintenance, collaborative forecasting, and data-based planning.***

During 2019, the Facilities Program Group will:

- Evaluate current facilities versus staffing to ensure that members are provided with appropriate living and working spaces to meet their needs and comply with applicable regulations and/or standards
- Work with District leadership to evaluate and pursue alternative funding streams (i.e., grants) to offset station construction and/or remodel projects
- Work with District leadership to evaluate opportunities for improving energy efficiency of facilities
- Ensure that all facilities and associated equipment are maintained appropriately, in accordance with manufacturer requirements and applicable regulations and/or standards



- Establish and maintain a schedule of assigned station maintenance responsibilities to be completed daily/weekly by on-duty personnel

***We will seek to establish, maintain, and improve relationships with strategic partners, professional peers, and citizens.***

- District leadership will continue to seek, build and maintain relationships with strategic partners (i.e., municipalities, developers, etc.) to support District expansion and future fire station locations to support community growth

## Staffing

### Historical Perspective

Front Range Fire Rescue's history stems back to two separate and distinct "traditional" volunteer firefighting organizations, where every member of the department was a volunteer and would respond to calls for service from their home or place of business. The evolution of this unified fire district began as volunteerism declined. After a successful mill levy question in November 2001 (68.4% for / 31.6% against) with 607 votes cast, the MFPD hired four full-time firefighters in August 2002 to cover daytime, weekday hours. These firefighters work from 8:00am to 5:00pm, Monday through Friday, with two (2) firefighters staffing the fire station in Milliken and two (2) firefighters staffing the Hill 'n Park fire station. The personnel at these two stations coordinated their responses based on the nature of each call received. The Johnstown Fire Protection District (JFPD) followed suit in 2008, with the hiring of full-time firefighters to provide dedicated daytime staffing. The JFPD asked voters for a 3.0 mill levy increase in May 2006. It was a divisive issue with part of the department actively campaigning against the question. Ultimately, it was successful by a narrow margin (51.2% for / 48.8% against) with 164 votes cast. A part-time Administrative Chief was hired later that same summer and four full-time firefighters were hired in June 2008 to cover daytime, weekday hours. Various staffing models were used and in October 2011, the JFPD, like the MFPD, moved to a 48/96, three (3) platoon system.

The continued decrease in volunteerism led to both districts moving to providing minimum staffing with 24/7 full-time career firefighters, augmented by volunteers. Over the years, various staffing models were used in the predominantly volunteer organization. In September 2009, the MFPD moved to a 48/96, three (3) platoon system.

The evolution continued when MFPD hired their first full-time paid Fire Chief in May 2009 and then the two districts agreed to share his services in 2011. In 2015, the Fire Chief was successfully able to guide both districts into joining forces as the Front Range Fire Rescue Authority. This resulted in a single agency with one leadership structure, responding out of two staffed fire stations with full-time career firefighters, augmented by Reserve Firefighters who are assigned to a specific shift and riding position on a front-line apparatus. The evolution culminated in the official and permanent merger of the two



districts into one unified special district named Front Range Fire Rescue Fire Protection District.

The MFPD was successful in obtaining a Staffing for Adequate Fire & Emergency Response (SAFER) grant in October 2012. This two-year grant of \$298,800 was for 100% of salary and benefits of three (3) full-time firefighters. As the two districts became more and more operationally and culturally aligned, this grant was a second key element that allowed for the discussion of increased cooperation, as it allowed for parity between the two districts. Each district was now able to bring 24-hour, three-person staffing to the relationship.

The JFPD asked a mill levy question on the November 10, 2015, ballot to request an additional 2.0 mills to hire two additional full-time firefighters. The question was successful (57.12% for / 42.88% against) with voter turnout of 2,677.

In June 2017, the Authority was again successful in securing a SAFER grant to fund a full-time training officer position. This three-year grant of \$200,550 was a salary cost share, with FEMA paying 75% in 2018 and 2019, and 35% in 2020. Funding for the position will fall 100% to FRFR beginning in 2021.

Year	Total Budget	% Change	Personnel Costs \$		% Change	Health Insurance	
			\$	% of Total		\$	% of Total
2015	\$2,508,489		\$1,871,988	72.47%		\$197,472	7.87%
2016	\$2,937,230	17.09%	\$2,117,080	72.08%	16.45%	\$228,096	7.77%
2017	\$3,141,699*	6.96%	\$2,354,000	74.93%	11.19%	\$242,000	7.70%
2018	\$3,901,763	24.19%	\$2,837,709	72.73%	20.55%	\$303,600	7.78%
2019	\$4,332,896	11.05%	\$3,122,354	72.06%	10.03%	\$311,520	7.19%
§ Personnel costs are equal to all 6000 line items in the annual budget, except for Board stipend							
* Because of a drop in the assessed valuation, the District used reserve funds and budgeted a deficit of \$122,035 in 2017. If that figure is added to the Total Budget and Personnel values of \$3,263,734 and \$2,354,000, then the Personnel % of Total becomes 72.12%. With this adjustment made, the average of personnel costs as a function of total budget becomes 72.29% over the five-year period noted.							

Figure 23: Personnel Cost Analysis (2015 to 2019)

## Current Status

The District transitioned from a fire authority to a single fire protection district on January 1, 2018. At the same time, the new District also increased its full-time staffing with the hiring of four (4) new firefighters and full-time administrative assistant. This brought staffing levels to eight (8) full-time firefighters assigned to each of three shifts, plus six (6) full-time employees in administration, life safety, training, and operations. While the District is still considered a combination department, meaning that staffing consists of both paid and volunteer members, it is more reasonable to acknowledge that the bulk of the services provided by the District come from full-time career members. Reserve staffing is still a vital part of the FRFR staffing model, but recent history has shown that there is typically a single reserve member on duty approximately 55-60% of the time. These members are trained and certified to the same levels as the FRFR career members.



Fire Station 1 staffing consists of the Shift Battalion Chief, Training Battalion Chief, Engine 1 and Med 1. Engine 1 is staffed with four (4) personnel: Lieutenant, Engineer, and two Firefighters. One of these positions is allowed to be off by the District's minimum staffing standards. Med 1 is staffed with at least one Paramedic and one Emergency Medical Technician employed by UHealth EMS. Additional apparatus at the station include Ladder 8, a reserve ambulance, Water Tender 1, Brush 1, and Brush 3.

Fire Station 2 staffing consists of the Fire Chief, Operations Chief, Life Safety Chief, Administrative Director, Administrative Specialist, Engine 2 and Med 2. Engine 2 is staffed with three (3) personnel: Lieutenant, Engineer, and one Firefighter. Med 2 is staffed with at least one Paramedic and one Emergency Medical Technician employed by UHealth EMS. Additional apparatus at the station include Reserve Engine 4, Water Tender 2, and Brush 2.

Fire Station 3 is not a staffed fire station, but it houses Engine 3. The District is currently in discussions with UHealth EMS to possibly house a transfer ambulance company at this station, in support of the new hospital being constructed by that entity a few miles to the north.

### **Future Planning Considerations**

The single most critical element that feeds the success of the Operations Division is personnel. The District must have a sufficient number of personnel with the knowledge, skills and abilities to safely, effectively and efficiently perform the tasks necessary to mitigate any request for service. Experience and research have demonstrated to the District that a four-person engine company is more efficient than a three-person company. (National Institute of Standards and Technology, 2010) Based on the financial constraints of maintaining this level of full-time staffing, the District's reserve firefighters play a key role in meeting the intent of always having two engine companies staffed with at least three firefighters.

Recruitment and retention of reserve firefighters are essential to the District's successes. The vast majority of the members joining FRFR as Reserve Firefighters are seeking career positions. The Training Battalion Chief coordinates the reserve firefighter recruitment and retention program. A primary focus of this responsibility is keeping these members actively engaged and functioning effectively within their assigned positions. Through training and research, the District has recognized that a four-person engine company is more efficient and effective than a three-person company. Given the financial realities of a special district, it is very difficult to maintain a four-person company of paid firefighters. The Reserve members allow the District to attain the goal of four-person staffing more frequently. Additionally, these members are held to the same training and certification standards of a paid firefighter. Thus, they are also often able to step in and fill the role of a paid member when overtime coverage cannot be found.

The following objectives have been developed within the structure of the overall FRFR Goals discussed in this document. Generally speaking, the District has sufficient operational staff and administrative oversight to meet the needs of the current level of service delivery



within the current jurisdictional boundaries. This present equilibrium must not lead to organizational complacency, as District call volume in the past decade has increased steadily each year. The collaboration that brought FRFR to its current reality provides a much higher degree of emergency scene safety for responders and citizens alike, as is demonstrated by the ability to provide a three engine / one truck response to structure fires through aid agreements. It is difficult to imagine that, because of financial constraints, FRFR will be able to provide this type of safe response independent of regional partners in the next five years. However, as the District's population continues to grow, it can reasonably be expected that the demand for services will see corresponding increases. As such, District leadership must continually examine staffing and funding levels to determine when it is appropriate to hire additional full-time career members.

***We will innovate, create, and further prepare a system to deliver safe, outcome-changing and mission-driven services.***

- Since Reserve staffing is essential to operational success and attrition is a growing concern, District leadership will be deliberate about keeping these members engaged
- District leadership will continually evaluate the viability of the Reserve program
- District leadership will continue to monitor and evaluate financial and staffing conditions, along with future projections, to determine when the District can support hiring three (3) additional Operations Division firefighter positions to move to two (2) four-person companies
- The Training Battalion Chief will continue to focus at least 25% of his/her time on evaluating and refining the District's recruitment, onboarding processes, and training plans

***Our members will be healthier, wiser, freer, more autonomous, and more likely to become servant leaders themselves.***

- District leadership will continue to promote a leader-leader structure (Marquet, 2012), whereby every member is able to operate effectively and efficiently within their areas of responsibility and is encouraged to present new ideas for District and operational improvements<sup>13</sup>
- District leadership will evaluate administrative and/or operational processes to identify opportunities for improvement in efficiency or execution
- The Director of Administrative Services, in consultation with the Operations Chief, will evaluate existing Human Resources policies, procedures, and/or guidelines to assess for gaps, creating new documents and/or processes as needed
- District leadership will continue to maintain and update the Member Handbook annually
- District leadership will evaluate and update member benefits annually

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<sup>13</sup> Turn the Ship Around!, pages 178-183.





- District leadership will evaluate screening devices (e.g., NTN, CPAT, etc) to ensure they meet District needs
- District leadership will review and update probationary process and position task books annually
- District leadership will review and update the member recognition program annually
- District leadership will review and update the available employee feedback mechanisms annually

***We will value our entrusted resources through preventative maintenance, collaborative forecasting, and data-based planning.***

- District leadership will continue to evaluate the three-platoon shift structure to ensure it meets District and membership needs

## Apparatus

### Historical Perspective

Many early American volunteer fire departments began with the basics in terms of apparatus: hose cart, hand pumps, buckets, etc. The early incarnations of the Milliken and Johnstown volunteer fire departments were no different. During the World War II era, the U.S. government offered many surplus fire engines for sale to local fire departments. In 1946, local volunteers went door-to-door requesting donations to purchase a 1944 Ford fire engine from the U.S. surplus. Enough donations were received and the Johnstown volunteer fire department successfully purchased its first fire engine. While this specific history of this apparatus is unclear, many of the previous volunteer members indicated that this engine served both Milliken and Johnstown.

Sometime between 1946 and 1949, the combined Johnstown-Milliken Fire Department split, and the Milliken Volunteer Fire Department evolved. This stand-alone agency purchased a 1932 Ford fire engine in 1949. MFPD purchased a 1942 American La France fire engine from the U.S. government and put it into service at MFPD's Station #2, in the Hill n' Park neighborhood. Photographic records of the Johnstown Volunteer Fire Department and JFPD show additional apparatus purchases, but specific dates cannot be located.

Over time, both Milliken and Johnstown experienced growth and development, leading to service expansions of both fire protection districts. As previously discussed in the Financial section of this document, the JFPD was successful in obtaining mill levy increases to fund capital purchases of new fire apparatus. The JFPD philosophy was that owning high-quality equipment would attract volunteers and allow the district to meet the needs of the growing response area. The MFPD also purchased apparatus to meet the needs of their district, but was less aggressive with seeking additional funding through mill levy increases.



As the Front Range Fire Rescue Authority was beginning to form and chief officers from both JFPD and MFPD were being shared, each district evaluated their apparatus and equipment to determine what was nearing its anticipated end-of-life or was costing an above-normal rate. Those identified capital items were liquidated and the remaining were reallocated to the Authority. The Authority's combined response area was also evaluated to determine the most advantageous locations for apparatus placements to provide the best response performance to the populations in both towns. This resulted in apparatus being strategically relocated between both JFPD Station 1 and MFPD Station 1, with apparatus determined to be in reserve status moved to MFPD Station 2.

In 2014, a committee of members from both JFPD and MFPD was formed to develop specifications for new fire engines for both districts. In the latter months of 2014, the JFPD and MFPD approved the purchase of two new state of the art Pierce fire engines. The MFPD was struggling to allocate the \$300,000 down-payment for their engine. At a joint JFPD/MFPD Board work session on May 7, 2014, the Fire Chief proposed that JFPD advance MFPD \$100,000 so that both agencies could move forward with the purchase of two identical fire engines. The JFPD Board unanimously approved the resulting Apparatus Funding Advance Agreement, which was signed six days later. With the formation of the Authority in January of 2015, all apparatus became the property of the Authority. In May of 2015, the Authority took delivery of two (2) new Pierce Ultimate Configuration (PUC) fire engines. These engines were put in service as front-line engines at Authority Stations 1 and 2 (Johnstown and Milliken) to provide consistent service to the greatest population densities and the busiest portions of the Authority's response area.

### Current Status

The most visible evidence of the Operations Division could be considered to be the District's apparatus. The District operates and maintains a relatively new fleet of fire service apparatus, with program oversight provided by one of the shift Battalion Chiefs.

- two 2015 Pierce "PUC" pumper engines
- one 2008 75-foot aerial ladder
- one 2004 Pierce reserve fire engine
- three Type 1 ALS ambulances (2013, 2015, 2016)
- one 3500-gallon water tender (2010)
- one 2000-gallon water tender (2006)
- four Type 6 wildland engines (1988, 1995, 2008, 2013)
- seven smaller staff vehicles (2004, 2006, 2013, 2016, 2018)

Two additions to the fleet are planned for 2019: a new Type 6 wildland engine and a new ½-ton pickup for the Training Battalion Chief.

The District has established the following methodology for the replacement of apparatus and vehicles:

- In general, fire apparatus are deemed to have a service life of 15 years



- Each apparatus is evaluated annually for mileage, cost to operate, and general condition. Based on this evaluation, the apparatus is rated as:
  - Excellent: the apparatus will remain in service and will be re-evaluated the following year
  - Good: the apparatus is moved to reserve status and a replacement purchase is scheduled
  - Poor: the apparatus is identified as surplus and is sold, and subsequently replaced

In 2016, the District entered into an apparatus sharing IGA with LFRA, BFPD, PFA to provide each entity with the ability to temporarily loan an apparatus to one of the IGA partners to meet an immediate and/or short-term apparatus need. This IGA was reviewed and updated in 2019.

### **Future Program Planning**

***We will innovate, create, and further prepare a system to deliver safe, outcome-changing and mission-driven services.***

- District and program leadership will continue to work together to evaluate apparatus needs to ensure they meet current and future District response objectives and personnel needs.

***We will value our entrusted resources through preventative maintenance, collaborative forecasting, and data-based planning.***

- District members will continue to perform daily truck checks and document them in the appropriate records management system
- The Apparatus Program Manager will continue to monitor and administer the apparatus maintenance program to ensure that all apparatus are maintained according to manufacturer recommendations/requirements, and that they meet District needs
- District leadership will continue to maintain and fund an apparatus replacement plan

***We will seek to establish, maintain, and improve relationships with strategic partners, professional peers, and citizens.***

- District and program leadership will continue to work to develop and maintain external relationships with local apparatus service vendor(s) to meet program needs.



## Structural Fire Suppression

Structure fire suppression is often considered to be one of the most hazardous activities of today's firefighters. Throughout the American fire service, the frequency of structural fires has seen gradual yet steady decreases for the past several years; however, the hazard remains ever present in society. With the fire service being the only public entity with the appropriate apparatus, equipment, and training to respond to these incidents, the public expectation exists that whenever and wherever a fire occurs, the local fire department will respond quickly and that professional firefighters will quickly contain and extinguish the blaze. Structure fires account for only 5% of FRFR's annual calls for service, which is the lowest percentage of all call types (Figure 25). Regardless of the low frequency of these calls occurring, they still represent one of the highest risk incident types and emphasize the importance of a highly trained and properly equipped firefighting force.

### Historical Perspective

The separate fire protection districts that make up today's Front Range Fire Rescue have had a long history and have responded to numerous structure fires in that time. Both of the forming districts were staffed by volunteer firefighters who were originally not mandated to obtain or maintain professional firefighter certifications. In their earlier years, each district's response plans included traditional volunteers responding from wherever they happened to be at the time of the alarm. As the districts began hiring career personnel, they began to recognize the ability to provide consistently and steadily increasing levels of service. Leadership has been reaching out to neighboring fire departments to establish mutual and automatic aid agreements for many years. As these surrounding agencies have added career staffing, their abilities to provide support have also grown and improved.

### Current Status

Today, the District's Operations Division is staffed with 28 career members from the rank of Firefighter to Battalion Chief, as well as a Training Battalion Chief and three (3) senior chief officers. All sworn career members maintain various state and national certifications as defined by the District's position matrix (Figure 24). A standard response plan for a residential structure fire includes three (3) engines, an aerial ladder truck, an ambulance, and a Battalion Chief. To meet this plan, the District maintains automatic aid agreements with nearly every fire department that abuts the FRFR district. In addition to the automatic aid agreements, the Weld County mutual aid agreement encompasses the entire county and provides a robust pool of resources that can be available at a moment's notice. One of the key indicators of the steady progression of the FRFR response capabilities is the continued improvement of the community's ISO PPC rating previously discussed. As previously discussed, the most recent ISO evaluation indicated that the FRFR community is among the top 10% of fire departments in the United States in terms of capabilities.



	Probation	FF Grade 1	FF Grade II	FF Grade III	FF Grade IV	Engineer Grade I	Engineer Grade II	Lt Grade I	Lt Grade II	Bat Chief Grade I	Bat Chief Grade II
Time	Upon hire	Within 6 mos	Begin year 2	Begin year 3	Begin year 4	Min 1 yr @ FF IV	Min 2 yr @ Eng I	Min 2 yr @ Eng 1	Min 1 yr @ Lt I	Min 2 yr @ Lt	Min 1 yr @ BC
FF Cert	FF-1	FF-1	FF-1	FF-2	FF-2	FF-2	FF-2	FF-2/DO	FO-1	FO-I	FO-II
EMS Cert	EMT-B	EMT-IV or greater						EMT-B			
Wildland	N/A	S130/S190 required for Wildland Firefighter Type II									
NIMS	N/A	100, 200, 700, 800						Add 300, 400, 702, 703			
D/O	VFIS basic		D/O-Utility		D/O – Pumper		D/O Aerial	N/A			
Blue Card	N/A						Blue Card certification required				
All members must maintain minimum certification at Hazardous Materials Operations level											
All members must have NIMS 100, 200, 700, 800											
Fire Officer certifications require maintenance of Fire Instructor I certification											
To work in an Acting capacity for the next higher rank, the member must possess the certifications to that appropriate level											

Figure 24: FRFR Career Position Matrix

The District's response objective for any type of reported structure fire is to provide ten (10) personnel on scene within ten (10) minutes of notification, as established in the suburban response standards in NFPA 1720. This performance metric was established primarily for a residential structure fire, since that is the most commonly occurring structure fire for the U.S. fire service. FRFR met this response goal for 100% of the structure fire incidents that occurred in 2017 and 2018. In the event of an incident that exceeds the capabilities of this base response plan, responding FRFR officers are able to request additional mutual aid companies to provide additional personnel and apparatus.

The District has also adopted a mindset of continuous improvement when looking at firefighting strategies and tactics. All members maintain a constant awareness of current technologies and trends that could improve the District's ability to safely operate in the modern fire environment. Most recently, additional tools were added to the firefighters' toolbox, including smoke curtains and fog nails, both of which have been deployed on District incidents have been shown to be extremely valuable in preserving life and property.

### Future Program Planning

***We will innovate, create, and further prepare a system to deliver safe, outcome-changing and mission-driven services.***

- Continue to strive for compliance with the NFPA 1720 standard of ten (10) personnel on scene of a residential structure fire within ten (10) for 90% of the structure fires in the Urban Response Area
- District leadership will continue to evaluate opportunities to improve the first-due response performance in the URA as well as to modify the URA
- District leadership will evaluate and develop deployment objectives and critical task analysis based on incident type/risk level
- District leadership will monitor incident command/management system to ensure it meets incident and member needs
- District leadership will develop and implement annual rural water supply training as well as applicable policies and/or procedures





***Our members will be healthier, wiser, freer, more autonomous, and more likely to become servant leaders themselves.***

- District leadership will evaluate administrative and/or operational processes to identify opportunities for improvement in efficiency or execution

***We will value our entrusted resources through preventative maintenance, collaborative forecasting, and data-based planning.***

- District leadership will develop and report on program outcome measures at least annually
- District leadership will work with members to evaluate opportunities for additional outcome measures to improve program effectiveness

***We will seek to establish, maintain, and improve relationships with strategic partners, professional peers, and citizens.***

- Evaluate and maintain written agreements with neighboring agencies for mutual and automatic aid support

## **Emergency Medical Services Program**

### **Historical Perspective**

Both Johnstown and Milliken fire protection districts began responding to medical calls many years ago. The FRFR EMS program began when JFPD and MFPD merged to form the Front Range Fire Rescue Authority. Prior to the merger, each district had its own program and members were only required to be certified to the level of First Responder. A few members elected to pursue training and certification as Emergency Medical Technicians (EMT), but district response was delayed because members were frequently responding from their home or place of employment. The volunteer members would respond to emergency calls for service and provide supportive care until an ambulance arrived on scene. Advanced life support (ALS) ambulance service for both districts was provided by Weld County Paramedics, which has since become Banner Paramedics. The 90<sup>th</sup> percentile time from dispatch to ambulance arrival was measured during a six-month period (October 2012 to April 2013) in Johnstown as 22 minutes and as 19 minutes within Milliken. Weld County Paramedics initially provided EMS continuing education training for District responders. This responsibility was assumed by AIMS Community College employees when Banner Paramedics took over from Weld County.

Shortly after the two fire protection districts began meeting regarding a shared future, the Fire Chief asked Banner Paramedics to improve response times to improve ALS service delivery and outcomes to the communities of Johnstown and Milliken. The response from Banner Paramedics generally indicated that improved response times could not be guaranteed due to their large service area. This response lead MFPD/JFPD leadership into a relationship with Windsor Severance Fire Rescue (WSFR) to pursue Tier I ambulance



licensure through Weld County government that would allow the fire agencies to gain control of the ambulance transport responsibilities in their respective service areas. This arduous process began in late 2012 and culminated on May 15, 2013, when JFPD, MFPD, WSFR and Poudre Valley Ambulance (now renamed UCHealth EMS) signed a five-year contract for ALS ambulance service. The Tier I licensure and the contract allowed both fire agencies to purchase Type 1 ambulances and brought UCHealth EMS resources to both response areas. This created an innovative system where the fire agencies own the ambulances and maintain the required licensure, while UCHealth EMS provides 24/7 staffing for ALS treatment and transport. This new partnership has significantly reduced ALS response times and improved outcomes for countless patients.

### **Current Status**

Emergency medical calls, including traffic accidents with injuries, account for roughly 65% of the District's annual call volume. The District's EMS program is coordinated by a shift Lieutenant with assistance from shift Firefighters. UCHealth EMS provides advanced life support (ALS) ambulance services within the District under contract to FRFR, supervised and coordinated by the FRFR Operations Chief. The District owns three (3) Type 1 ambulances, with two FRFR-owned front-line response ambulances and a reserve ambulance. Front-line ambulances are based at Fire Stations 1 and 2 and are staffed by UCHealth personnel, with minimum staffing on each ambulance of one paramedic and one emergency medical technician. UCHealth provides paramedic-level supervision of their personnel through a paramedic supervisor housed at WSFR Fire Station 1, with additional supervision provided by the agency's Deputy Chiefs. ALS ambulance response times are now below nine (9) minutes for more than 90% of the EMS calls within the District's urban response area.

Additional benefits that this program has brought to the District include improved continuing education training, which is now provided by UCHealth EMS personnel, immediate access to up-to-date patient treatment protocols, access to on-line and off-line medical control, and additional resources for accurate review of patient care records. In addition, all career District personnel are required to maintain State certification to the level of EMT-Basic. Several members have gone beyond this to obtain National Registry at the EMT or Paramedic level. All Operations personnel are trained in the use of certain types of advanced airways and several have attained certification to administer intravenous therapies.





## 2018 Annual Incident Responses Report

Fire Non Classified	2	0.10%
Structure Fire	8	0.42%
Fire Confined	6	0.31%
Vehicle Fire	9	0.47%
Ground Cover Fires	39	2.05%
Outside Rubbish Fire	7	0.37%
Outside Storage Fire	4	0.21%
EMS excluding MVA	980	51.44%
MVA w/o Extrication	133	6.98%
Rescue including Extrication	7	0.37%
Hazardous Materials Incident	34	1.78%
Electrical Incident	9	0.47%
Public Assist	91	4.78%
False Alarm/Cancelled En Route	314	16.48%
EMS Mutual Aid	97	5.09%
Mutual/Auto Aid Response	165	8.66%
Total Responses 2018	1905	

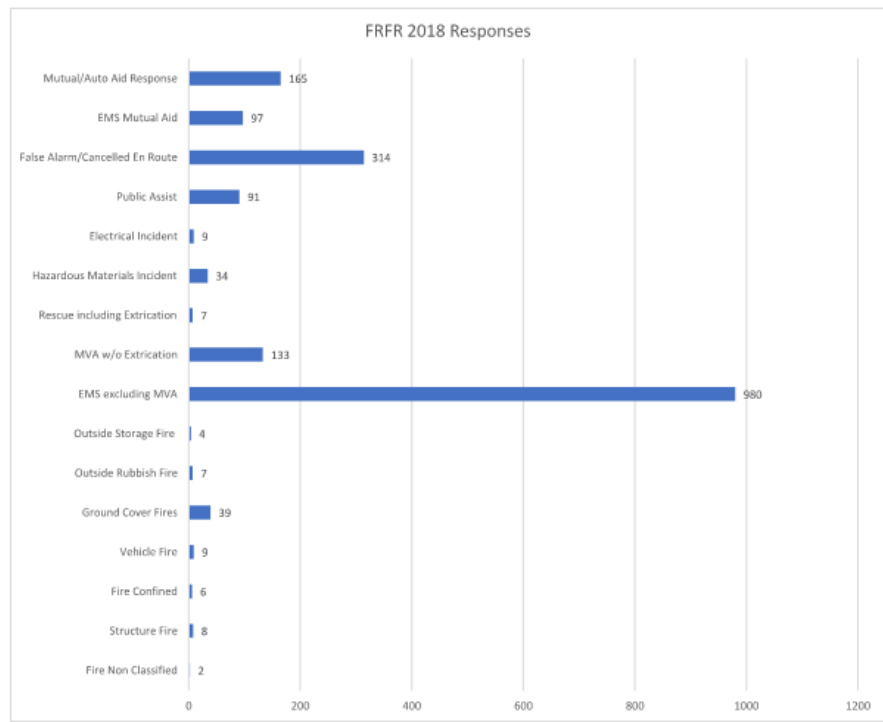


Figure 25: 2018 Calls for Service Summary

### Future Program Planning

During 2019, the EMS Program Group will:

***We will innovate, create, and further prepare a system to deliver safe, outcome-changing and mission-driven services.***

- Work with UHealth EMS and District leadership to develop specific output and outcome measures to monitor and report on program effectiveness
- Work with UHealth EMS and District leadership to evaluate and implement opportunities to improve community connections through utilization of the existing UHealth EMS Community Paramedic, Stop the Bleed, Community CPR, and Hands-Only CPR programs
- Work with UHealth EMS and District leadership to evaluate opportunities to become a HeartSafe Community
- Continue to focus on provider and patient safety through up-to-date program administrative and operational improvements
- Work with District leadership to establish deployment objectives and critical task analysis based on incident type/risk level



***Our members will be healthier, wiser, freer, more autonomous, and more likely to become servant leaders themselves.***

- Evaluate opportunities to improve continuing education programs in partnership with UCHHealth EMS
- Work with UCHHealth EMS and FRFR Medical Director to focus EMS system improvements based on current research and outcome reporting measures
- Continue to support FRFR members in seeking advanced EMS training and/or certification

***We will value our entrusted resources through preventative maintenance, collaborative forecasting, and data-based planning.***

- Collaborate with applicable program groups to evaluate all apparatus, supplies and equipment to ensure they continue to meet program and member needs

***We will seek to establish, maintain, and improve relationships with strategic partners, professional peers, and citizens.***

- Evaluate and maintain written agreements with neighboring agencies for EMS transport services
- Continue to work with Life Safety program to provide outreach programs to local senior centers

## **Wildland Fire Suppression**

### **Historical Perspective**

Grass and/or wildland fires are by far the most predominant type of fire that occurs within the FRFR district. While the FRFR response area does not have any of the topography normally associated with a “wildland” fire, specifically referencing steep grades and heavy timber growths, the District has a significant amount of open space and agricultural areas that present high risk for wildland fires. One of the greatest risks for the development of wildland fires in the FRFR district is the legitimate use of fire within the agricultural industry. Weld County is a “Right to Farm” county. There is long-standing history and science that support the use of fire in preparing soils for farming.

Prior to the formation of the District, the JFPD and MFPD would respond to frequent reports of ground cover fires. While it is often difficult to determine origin, cause and/or responsibility for many of these fires, anecdotal information indicates that an increased consistency of effective education and/or outreach may have been helpful in stemming some of the negative consequences that resulted from many of these fires. Historically, personnel would simply extinguish these fires and return to service. In other cases, JFPD and/or MFPD volunteer personnel would actually perform “controlled” burns for local farmers. While this yielded potentially valuable training opportunities, the liability created for the fire protection districts was extremely high. This practice also placed those



personnel and resources unavailable for response to actual emergency calls for service. This did not usually create conflict, given that each district responded to roughly 300-500 calls for service annually.

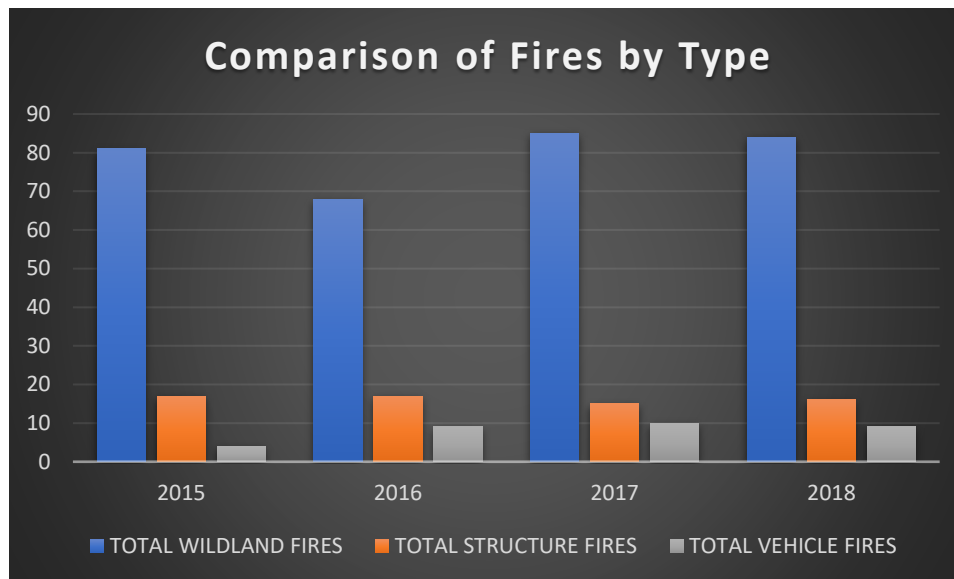


Figure 26: Comparison of Fires by Type (2015 - 2018)

### Current Status

An unfortunate consequence of the long-term use of fire in agriculture is the adherence to tradition without regard for current technologies or situations. This presents a unique challenge to FRFR because the rural farming community is gradually being infiltrated by residential and commercial construction. The traditional practice of burning off crop stubble on windy days was once a practice that caused little concern to the fire service, since fire would typically not extend beyond a given pasture or field. However, with the presence of buildings in close proximity to agricultural property, there is an increased risk of fire spread to these buildings if an agricultural fire is not adequately contained and/or controlled. The District has also noted that agricultural fires during periods of higher wind speeds also frequently results in excessive smoke production that negatively impacts vehicles traveling on nearby roadways.

The District's core mission for grass/wildland fires is emergency response and initial attack operations on smaller fires that can be controlled and extinguished by the initial alarm assignment of personnel and equipment. FRFR personnel also provide education to citizens using fire as a tool as a means to help improve public safety in the rural farming communities. Should a grass/wildland fire ignite within the FRFR response area that exceeds this capability, the incident will be escalated to the next higher level of incident command through a request to Weld County Regional Communications Center.





Upon receipt of a call for service to a grass/wildland fire, the District's deployment model includes both stations responding with a Type 1 and a Type 6 engine. The District also maintains automatic and/or mutual aid with each surrounding fire district to ensure that the closest aid district to the fire's location can respond with the necessary and/or requested apparatus, if needed. Depending on the information provided by Dispatch, responding apparatus may also include water tenders. Additionally, the first-due officer may slow the other units to a non-emergent response based on call notes. The Battalion Chief will respond to significant incidents and may elect to respond to less significant incidents at their discretion.

All FRFR Operations personnel are trained to the minimum level of S-130/190, and are certified as Firefighter Type II (FFT2) as administered by the National Wildfire Coordinating Group (NWCG). The District's apparatus are appropriately equipped to handle all local fires, but are not in full compliance with NWCG standards for Type 1 and Type 6 engines.

### **Future Program Planning**

During 2019, the Wildland Program Group will focus on the following objectives within each goal statement:

***We will innovate, create, and further prepare a system to deliver safe, outcome-changing and mission-driven services.***

- Development of outputs and/or outcomes for monitoring program effectiveness
- Evaluate administrative and/or operational processes to identify opportunities for improvement in efficiency or execution
- Work with District leadership to develop and implement rural water supply policies, procedures and/or guidelines as well as training procedures
- Work with District leadership to establish deployment objectives and critical task analysis based on incident type/risk level

***Our members will be healthier, wiser, freer, more autonomous, and more likely to become servant leaders themselves.***

- Engage membership who are or seek to become subject matter experts in program development and execution
- Equip membership with appropriate supplies and equipment to ensure safe and effective program operations

***We will value our entrusted resources through preventative maintenance, collaborative forecasting, and data-based planning.***

- Evaluate each of the District's front-line apparatus to ensure they meet NWCG requirements, as applicable
- Collaborate with applicable program groups to evaluate all apparatus, supplies and equipment to ensure they continue to meet program and member needs



***We will seek to establish, maintain, and improve relationships with strategic partners, professional peers, and citizens.***

- Evaluate and maintain resource sharing agreements with neighboring agencies
- Continue to work with collaborating agencies to develop and implement the Weld County strike team concept
- Continue to work with Life Safety program, Weld County Health and/or local law enforcement to improve identification, education and enforcement of open burning issues and/or concerns
- Collaborate with Life Safety program to develop and implement a rural fire safety program

## **Hazardous Materials**

### **Historical Perspective**

As noted in Figure 27, the frequency of hazardous materials incidents far exceeds the frequency of technical rescue incidents. Over the four years surveyed, FRFR responded to an average of 38 hazardous materials incidents per year. The vast majority of these incidents were low hazard incidents such as gas and/or liquid leaks and carbon monoxide incidents. There were no high hazard incidents noted in the four years surveyed.

As the oil and gas industry has blossomed within Weld County, the county has experienced a trend of increasing prevalence of high hazard incidents at these facilities, such as large leaks, fires, and explosions. FRFR's response area has been fortunate in avoiding any serious incidents associated with that industry; however, it is important to acknowledge that the risk of a catastrophic incident at an oil and gas facility is not remote. Rather, the District must understand that it is only a matter of time before FRFR experiences a significant incident associated with an oil and gas facility, based on the higher frequency of these incidents occurring throughout the county as a simple result of the industry's growth and the presence of more facilities.

### **Current Status**

Every member of the Operations Division is certified to the level of Hazardous Materials Operations, with six (6) members certified to the level of Hazardous Materials Technician (HMT). The District has a verbal agreement with Greeley Fire Department (GFD) which allows District HMTs to participate in training with the GFD Hazardous Materials Response Team. Each of the District's response apparatus is supplied with a multi-gas air monitor that allows for continuous atmospheric sampling and rapid identification of toxic or dangerous atmospheres. Apparatus are also equipped with spill absorbent materials and hand tools to aid personnel with implementation of defensive control measures.

Front Range Fire Rescue has some very significant hazardous materials risks within the response area, including transportation routes, railways, and fixed facilities. Roadways include State Highway 60, State Highway 257, and a small portion of Interstate 25.



Hazardous materials truck transports on all roadways is a regular and common occurrence, with petroleum products being the most prolific. Rail lines include Burlington Northern-Santa Fe, Union Pacific, and the Great Western Railway operated by OmniTrax. OmniTrax is the biggest user of rail lines in the District and research has shown that there is a moderate amount of hazardous materials transported by rail. OmniTrax provided summarized commodity transportation information that their rail lines in the FRFR district transported 41 tank cars of propane/butane and 339 tank cars<sup>14</sup> of petroleum distillates in 2017. They shipped a similar amount of hazardous materials in 2018, with no changes forecast for 2019.

Fixed facility risks include agricultural chemicals, explosives manufacturers, retail gas stations, and oil and gas facilities. To develop a better understanding of the oil and gas industry, FRFR personnel have been active participants in the Front Range Emergency Resources Co-op (FRERC), a group of fire service, emergency management, and oil and gas industry representatives who meet monthly to discuss emerging trends, share experiences, and develop plans for improving the safety of everyone involved in the industry. The FRERC is currently developing plans to purchase and distribute foam trailers throughout the county to improve emergency response capabilities to a fire at an oil and gas facility.

### **Future Program Planning**

During 2019, the Hazardous Materials Program group will:

***We will innovate, create, and further prepare a system to deliver safe, outcome-changing and mission-driven services.***

- Work with District leadership to clearly define our core mission in this area
- Working within the defined core mission, document the minimum training and operational standards to ensure compliance with applicable standards
- Evaluate administrative and/or operational processes to identify opportunities for improvement in efficiency or execution
- Collaborate with Life Safety to coordinate the hazardous materials permit program and pre-planning resources to improve operational efficiencies

***Our members will be healthier, wiser, freer, more autonomous, and more likely to become servant leaders themselves.***

- Determine minimum standards for initial and on-going employee monitoring and document compliance with those standards (ie: annual refresher training, medical monitoring on scene, annual physical exams, exposure records retention, etc)
- Continue to develop and engage subject matter experts with interest and/or knowledge in the program area to provide training and/or pursue advanced training or certification

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<sup>14</sup> A rail tank car has a capacity of 33,000 gallons of liquid.



***We will value our entrusted resources through preventative maintenance, collaborative forecasting, and data-based planning.***

- Work with District leadership to develop and document output and outcome measures for monitoring program effectiveness
- Work with District leadership to establish deployment objectives and critical task analysis based on incident type/risk level

***We will seek to establish, maintain, and improve relationships with strategic partners, professional peers, and citizens.***

- Continue to participate in the FRERC, LEPC and other regional planning groups
- Continue to work with neighboring fire agencies to improve regional collaboration efforts

## **Technical Rescue**

### **Historical Perspective**

The specialty area of technical rescue encompasses a wide variety of skill areas. The intent of the program is aimed towards rescuing trapped or endangered persons from any life-threatening hazard. Examples may include: vehicle accidents with extrication, structural collapse, swift and/or still water rescue, equipment extrication, confined space, trench collapse, and rope rescue incidents. While all of these incident types are possible within the FRFR response, historical incident response records indicate that technical rescue is a very low frequency type of incident.

### **Current Status**

Based on the hazards present within the FRFR response area, the technical rescue disciplines of vehicle accidents with extrication, water/ice rescue, equipment extrication and confined space can be deemed to be of highest probability. Vehicle extrication is the highest probability due to the presence of several high-speed roadways, public highways, and limited-control intersections. Water and/or ice rescue incidents are possible based on the many bodies of still and moving water throughout the district. Equipment extrication risk comes primarily from the agriculture industry, as well as oil and gas exploration and other industrial activities. Confined space risks include storm sewer networks and grain storage facilities. Other technical rescue risks of slightly increased probability include high-angle rope rescue that could be associated with an individual experiencing a medical emergency while working at elevation on a grain storage facility or oil rig, as well as low-angle rope rescue resulting from a vehicle accident traveling down a roadside embankment. Trench rescue and building collapse are both possible but are considered to be extremely low frequency.

Evaluation of incident records from 2015 through 2018 indicates that technical rescue is not a primary risk within the FRFR response, with a total of 14 incidents during the four years of incidents researched. It is possible that this could be an inaccurate count of the



actual number of technical rescue incidents if individuals completing incident records used incorrect NFIRS codes. For example, a review of motor vehicle accidents during the same (2015 to 2018) time period showed 257 motor vehicle accidents with injury, 290 motor vehicle accidents without injury, and four (4) motor vehicle accidents involving extrication. It is possible that some unknown portion of the other 547 motor vehicle accidents actually involved extrication but were improperly documented in the selection of the NFIRS code for the incident.

Motor vehicle accidents with extrication are the highest frequency technical rescue incidents that occur in the FRFR response area. To meet this service need, every member of the Operations Division is trained to perform vehicle extrications and the District's Career Position Matrix requires Firefighter II certification at Firefighter Grade III position. Each of the District's Type 1 engines, including the aerial ladder, is fully equipped with hydraulic extrication tools as well as an assortment of hand tools that are commonly used in extrication. Operations personnel are also trained and/or certified in low angle rescue and ice rescue. Personnel are also trained to use the aerial ladder to aid in high-angle rescues.

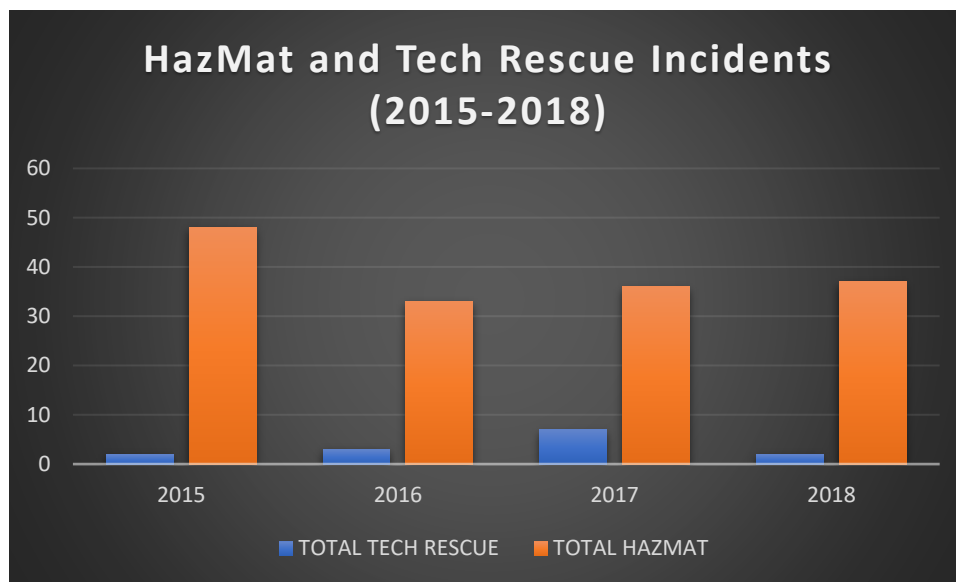


Figure 27: HazMat and Tech Rescue Incidents (2015-2018)

### Future Program Planning

During 2019 the Special Operations Team leadership will:

***We will innovate, create, and further prepare a system to deliver safe, outcome-changing and mission-driven services.***

- Work with District leadership to clearly define our core mission in this area
- Working within the defined core mission, document the minimum training and operational standards to ensure compliance with applicable standards
- Evaluate administrative and/or operational processes to identify opportunities for improvement in efficiency or execution





***Our members will be healthier, wiser, freer, more autonomous, and more likely to become servant leaders themselves.***

- Continue to develop and engage subject matter experts with interest and/or knowledge in the program area to provide training and/or pursue advanced training or certification

***We will value our entrusted resources through preventative maintenance, collaborative forecasting, and data-based planning.***

- Improve NFIRS report writing and review processes to ensure appropriate incident type codes are used to document technical rescue incident frequency
- Work with District leadership to develop and document output and outcome measures for monitoring program effectiveness
- Work with District leadership to establish deployment objectives and critical task analysis based on incident type/risk level

***We will seek to establish, maintain, and improve relationships with strategic partners, professional peers, and citizens.***

- Continue to work with neighboring fire agencies to improve regional collaboration efforts

## **Training and Education Programs**

### **Historical Perspective**

The Training Program for FRFR has evolved significantly as the organization has undergone its own significant transformation. Prior to the formation of FRFR, the JFPD Operations Chief and a MFPD Captain handled training for the Johnstown and Milliken fire protection districts, respectively. These individuals continued to share the training responsibilities when the two Districts began sharing administrative personnel, with the Operations Chief having ultimate responsibility over the program.

In 2014, the Districts agreed to share a part-time Training Captain position. While the creation of a dedicated position was a tremendous improvement for the organization, the fact that it was part-time still limited the ability of the position to reach its full potential. This part-time position continued through the formation of the Authority until January 2018.

When the two districts officially merged in January of 2018 and formed what is now FRFR, the Training Captain position became full-time and was assigned to an administrative (40-hour workweek) schedule, with an additional emphasis on recruitment and retention of reserve firefighters. Thus, 2018 is the first year that this program has existed in its current state, but is also important to note that the responsibility for the training program do not



rest on one individual. Rather, every member of the Operations Division is and has been intimately involved in this program area throughout its history.

The Training Program has a good track record of developing members for full-time positions and promotions within the organization. 2018 saw newly-updated task books for the Engineer, Lieutenant, and Captain position, as well as updates to the existing Probationary Task Book. The program is responsible for maintaining and updating the FRFR Training Manual, which provides detailed descriptions of a tremendous variety of deployment scenarios for Operations personnel. Improvements were made to this manual to the hose deployment section as well the addition of a section for maintaining power equipment. Also introduced in 2018 were video supplements to training chapters, uploaded to the private FRFR YouTube page.

### **Current Status**

At the beginning of 2019, all of the FRFR Captain positions were upgraded to the rank of Battalion Chief in an effort to reflect the actual work being done by these individuals. The Training Battalion Chief is the only FRFR member permanently assigned to the Training Program, supported by at least three (3) to five (5) Operations personnel who are engaged to assist with program administration and implementation.

The Front Range Fire Rescue (FRFR) Training Group (Training) provides guidance to the organization in the form of training plans and execution, manages certifications, facilitates attendance at outside training, coordinates with the Operations Chief and shift Battalion Chiefs for operational priorities and direction, recruits reserve members, and coordinates with Weld County agencies and the State of Colorado to develop up to date and relevant procedures and standards.

The Training Chief is responsible for the general upkeep of the training building on the Milliken Middle School property at 206 S Irene Ave in Milliken, as well as the various props and equipment housed there. This individual is also responsible for purchasing, constructing, and maintaining temporary and/or permanent props used for various training throughout the year.

The Training Chief schedules one to three shift-level training topics each month, delivered once for each shift by on-duty personnel. The topics and frequency of training are driven by organizational need and certification cycles, and are balanced with the other demands the District places on the operational crews. The position also provides company and individual performance evaluations, with the most recent being completed in October 2018. These evaluations provide valuable feedback for the training programs, training manual, deployment models, and other operational expectations.

Remote training was used more extensively in 2018 than in the past. With operational directives requiring staffing all three (3) of FRFR's fire stations for the first few months of 2018, it became necessary to be able to deliver training remotely to crews in their stations. The District's use of Google Suite software was exceptionally helpful with remote training



through Google Meet. The purchase of Google Hangouts Meet Speakermic hardware and high-quality USB video cameras has further streamlined the delivery of remote training.

The Training Module in Emergency Reporting Systems (ERS) is used by all FRFR members for tracking training hours and Job Performance Requirements (JPRs) used for certifications. The State of Colorado Records Management System (RMS), administered by the Division of Fire Prevention and Control, is used to manage certifications, written testing, and practical requests. The B-Shifter website is used to track and manage Blue Card Incident Commander certifications. The Training Chief maintains a hard copy of all individual certifications and initial training records for current and former members, and also maintains documentation associated with applicants to the FRFR Reserve program.

FRFR relies upon University of Colorado Health (UCH) EMS to provide continuing education to satisfy the requirements for State and National EMT certification. This training schedule is coordinated with UCH and they are responsible for most of the content delivery.

The National Testing Network (NTN) is used in recruiting for written testing for potential candidates. This is also an internet-based system which allows the user to access test scores that candidates have chosen to report to FRFR.

### **Future Program Planning**

In support of the established District goals, the Training Program has established the following objectives:

***We will innovate, create, and further prepare a system to deliver safe, outcome-changing and mission-driven services.***

During 2019, the Training Group will:

- Review the current Training Manual, Position Task Books, and applicable standard operating procedures to ensure they are current and meet agency needs.
- Coordinate and administer annual performance evaluation process to measure company proficiencies and compliance with established performance standards.
- Seek to build consistency in strategic, tactical and task level capabilities by evaluating performance, identifying needs, and developing solutions
- Research and evaluate available and emerging technologies to support improved strategic, tactical and task abilities and keep the District on the cutting edge of fire service operations.
- Support Operations Chief and the shift Battalion Chiefs through deliberate communication and collaboration.
- Evaluate and pursue deliberate growth in areas identified for improved and/or additional service offerings, in accordance with the District's statement of purpose.
- Coordinate with Operations Chief and other program managers to ensure that a critical task analysis is completed and documented for each risk level of each response category.



- Coordinate with Operations Chief and shift Battalion Chiefs to ensure that an appropriate after-action review is completed and documented for each significant incident to which the District responds.

***Our members will be healthier, wiser, freer, more autonomous, and more likely to become servant leaders themselves.***

During 2019, the Training Group will:

- Develop members in their current position and for the position above theirs, in accordance with the Position Matrix, through the position task book process and appropriate training topics.
- Continue to evaluate and administer the Reserve Firefighter program as a means for developing new and existing streams for qualified candidates for career positions.
- Continue to develop and engage subject matter experts with interest and/or knowledge in various subjects to develop and deliver training.

***We will value our entrusted resources through preventative maintenance, collaborative forecasting, and data-based planning.***

During 2019, the Training Group will:

- Continue to maintain the Training Building at Milliken Middle School per the current agreement with the Weld RE-5J school district.
- Examine the costs and benefits associated with spending funds on modifying existing versus purchasing new training props.
- Continue to effectively balance external training requests with the efficient and responsible management of the overtime and training budgets.

***We will seek to establish, maintain, and improve relationships with strategic partners, professional peers, and citizens.***

During 2019, the Training Group will:

- Continue to collaborate with neighboring emergency services agencies to pursue and participate in training with the intent of seeking and/or building consistency and understanding of operational capacities.
- Evaluate and pursue opportunities for joint training with local and state agencies, as well as private entities, to promote effective response to multi-disciplinary incidents, including active assailant, mass casualty, natural disasters, etc.
- Maintain collaborative relationships with neighboring agencies to ensure continued access to training facilities.



## Radio and Communication Program

This program area ensures that the communication needs of FRFR are met through proper maintenance, repair, replacement, and education on all available communication systems, programs and associated equipment. Objectives of the program include:

- Provide reliable communication equipment for use in a wide variety of environments that adheres to FCC Regulations and NFPA Standards
- Maintain all communication equipment to the manufacturer's recommendations, including personnel alerting systems, cellular phones, and RSA Tokens.
- Develop and maintain policies and procedures relating to communication systems in accordance with Weld County Regional Communication Center (WCRCC) and Loveland Emergency Communication Centers (LECC) existing policies
- Perform or coordinate repair, replacement, and maintenance of all associated communication equipment
- Seek improvements to communication program and equipment by identifying community needs, organizational changes and new technologies
- Train all personnel on equipment use and organize and conduct yearly refresher training, including the different radio templates that are programmed into District radios
- Perform or coordinate annual system updating, testing, and evaluation

### Historical Perspective

The communication program began when the Johnstown and Milliken fire protection districts combined in January 2015 to form the Front Range Fire Rescue Authority. At that time, the Johnstown Fire Protection District (JFPD) was using 800 MHz Motorola XTS 2500 radios and had begun phasing in new APX 6000 and APX 6000XE models. The Milliken Fire Protection District (MFPD) has been using the XTS 2500 radios and did not have any plans for moving to the APX models.

After the formation of the Authority, the communication program was created to ensure that all members of the organization would be equipped with state of the art, reliable, durable, and efficient communication equipment. A shift Captain was assigned as the program lead and an Engineer was assigned to assist. These two individuals were responsible for overseeing all communication equipment purchasing, repair, replacement, and maintenance. They were also expected to educate the entire organization on the proper use and care of this valuable equipment, and also to create new policies and procedures, including the Mayday Protocol which is still in use today.

### Current Status

With the exception of administrative staff and the Board of Directors, all members of FRFR are users of the District's radio communication system. In addition to personnel, FRFR also maintains radio systems for all apparatus and fire stations. FRFR's personnel and apparatus respond to calls for service throughout the 74 square mile FRFR response area,





and also provide mutual and automatic aid to Evans Fire Protection District, LaSalle Fire Protection District, Platteville-Gilcrest Fire Protection District, Windsor Severance Fire Rescue, Loveland Fire Rescue Authority, Berthoud Fire Department, Frederick-Firestone Fire Protection District, Mountain View Fire Rescue, the Colorado Division of Fire Prevention and Control, as well as municipal and county law enforcement agencies.

The District's radio communication system is designed and maintained to ensure effective communication between and among all of these diverse agencies.

The fixed facility communication equipment that is in use today is the same as it was in 2015; however, capital purchases are planned for 2019 to replace all base radios.

Primary dispatch services for FRFR are provided by the Weld County Regional Communication Center (WCRCC) on the Front Range Emergency Communications Consortium radio system. All mutual and automatic aid agencies that are not dispatched by WCRCC operate on the State of Colorado Digital Trunked Radio System or other ancillary radio systems. The WCRCC dispatch center has one (1) dedicated fire dispatcher assigned to handle all fire service incidents for the 19 fire departments in Weld County. There has been an incremental cost increase for dispatch services, which is established based on agency call volume. Weld County pays 82.5% of the WCRCC operating costs. The remaining costs are shared between law enforcement and fire agencies. Out of that remaining balance, fire agencies pay 27.6% and law agencies pay 72.4%. The 27.6% paid by fire agencies is divided among all fire agencies based on the call volumes for each. In 2019, the fee for WCRCC was \$23,000.

WCRCC assumed responsibility for maintenance and repair of all Weld county fire department communication systems on January 1, 2019. The fee is based on the number of radios owned by each agency. FRFR's annual costs for 2019 were calculated at \$11,200.

### **Future Program Planning**

The timeline for purchasing and replacing communication equipment can range from a few months to several years, depending on the equipment, frequency of use, and mandatory updates. Through this responsibility, all maintenance, repairs, flash upgrades, and system upgrades are required to be performed by the County. Throughout the year, the FRFR communication program will replace or coordinate replacement of any equipment that is lost, damaged or unusable.

During 2019, the Radio and Communications Program Group will focus on the following objectives within each goal statement:

***We will innovate, create, and further prepare a system to deliver safe, outcome-changing and mission-driven services.***

- Ensure a sufficient supply of communication devices (e.g., radios, spare batteries, etc) are available to meet District and member needs



- Collaborate with applicable program groups to evaluate all communication supplies and equipment to ensure they continue to meet program and member needs
- Continue to evaluate available communications equipment to ensure it meets District and member needs and is cost-effective
- Continue to evaluate, maintain and implement redundant communication systems

***We will value our entrusted resources through preventative maintenance, collaborative forecasting, and data-based planning.***

- Work with appropriate vendors to ensure necessary upgrades and routine maintenance for all portable and mobile radios are completed at least once annually
- Ensure that routine maintenance, repair and replacement is performed on all associated communications equipment according to manufacturer specifications and District needs

***We will seek to establish, maintain, and improve relationships with strategic partners, professional peers, and citizens.***

- Evaluate and pursue integrated communications between internal and external agencies

## **Information Technology Program**

### **Historical Perspective**

This program area effectively began in both JFPD and MFPD when computers became an effective business tool around 2003. Various records management software programs were used by each agency during subsequent years and various contractors supported information technology (IT) needs. Mobile data terminals (MDTs) were in place on MFPD and JFPD apparatus by 2012.

In 2015, concurrent with the formation of the Front Range Fire Rescue Authority, the current program took root. During the merging of MFPD and JFPD into the Authority, all assets and programs of the two districts were integrated. This process was performed by multiple contract vendors over several years and included combining servers and fire stations. Much of the hardware had unknown backgrounds and no replacement plans had been established.

### **Current Status**

The IT Program is coordinated by a shift Battalion Chief and supported by various members of Operations. The program is responsible for handling all computer hardware and software needs for the District and is closely integrated with the radio and communications program. With society's continuing emphasis on electronic media, electronic communication platforms, and other internet-based services, it can reasonably be expected that this program area will continue to expand into the future.



## Future Program Planning

During 2019, the IT Program Group will:

***We will innovate, create, and further prepare a system to deliver safe, outcome-changing and mission-driven services.***

- Continue to evaluate emerging trends and technologies to keep the District progressive
- Ensure members can communicate and receive information from dispatch and other agencies via all available means
- Have redundancies in place to maintain access to relevant information and programs

***Our members will be healthier, wiser, freer, more autonomous, and more likely to become servant leaders themselves.***

- Provide hardware and software that will increase work productivity and proficiency

***We will value our entrusted resources through preventative maintenance, collaborative forecasting, and data-based planning.***

- Focus efforts on improving hardware and software platforms by developing and implementing a replacement plan and evaluating software systems to reduce costs and provide interoperability wherever possible
- Continue to evaluate hardware and software service agreements to ensure they meet ongoing District needs

***We will seek to establish, maintain, and improve relationships with strategic partners, professional peers, and citizens.***

- Strive to follow and meet applicable IT requirements from external agencies

## Occupational Health and Wellness Program

### Historical Perspective

The District's health and wellness program has been evolving since before the formation of the Front Range Fire Rescue Authority, when MFPD and JFPD implemented pre-hire firefighter physical fitness assessments during the early 2000s. Firefighter occupational health and wellness has been an active ingredient in all training and operational realities for countless years, but the District lacked any formal program or specific direction. The first concrete step towards developing this program area was the development of health assessments, entry level fitness testing, and flu vaccine/TB screening processes.

The District's Peer Support Team was formed in 2016. This team functions as a peer counseling and support resource for District members and their immediate families. The team is coordinated by a shift Lieutenant with clinical oversight provided by a contract employee who is a licensed mental health professional.



The next step in the progression of the program was the implementation of a Health and Wellness policy in 2018 that included annual evaluation by the Colorado State University Human Performance Laboratory within the College of Health and Human Sciences. Through participation in this screening process, every FRFR member receives a detailed health and wellness screening to improve individual and District awareness and knowledge of risk factors and to develop plans for improvement. To support this evaluation, four (4) members of the Operations Division were sent through training to become certified as Tactical Strength and Conditioning Facilitators so they could better assist members with evaluating their fitness levels and develop plans for improvement.

### **Current Status**

This is the newest program area within FRFR and it is growing rapidly to meet member needs. The Peer Support Team (PST) consists of six (6) members plus a clinical supervisor. Each PST member is required to attend at least five (5) training sessions annually.

To meet members' physical fitness needs, each fire station is equipped with a variety of cardiovascular and resistance training equipment. Equipment setup is designed to allow all on-duty crew members to exercise together. On-duty personnel are expected to engage in at least one hour of physical fitness training each day they are on duty. The members certified as Tactical Strength and Conditioning Facilitators are spread across the three Operational shifts to meet educational and training needs of members.

The new hire pre-employment screening process includes a requirement for Candidate Physical Ability Test (CPAT), CSU annual fitness assessment, and a pre-employment physical. Flu vaccines and TB screenings continue to be offered annually.

### **Future Program Planning**

During 2019, the Occupational Health and Wellness Program members will:

***We will innovate, create, and further prepare a system to deliver safe, outcome-changing and mission-driven services.***

- Evaluate administrative and/or operational processes to identify opportunities for improvement in program efficiency or execution
- Work with District leadership to evaluate, implement and/or improve program technologies and resources to meet District and member needs in accordance with industry best practice

***Our members will be healthier, wiser, freer, more autonomous, and more likely to become servant leaders themselves.***

- Work with District leadership to continue to enable the Peer Support Team to operate with appropriate licensed clinical oversight to meet member needs
- Work with District leadership to continue to provide periodic health and fitness evaluations



- Continue to provide members with access to appropriate fitness facilities, equipment, and educational resources
- Work with District leadership to support and encourage members to seek, obtain and/or maintain advanced training or certifications

***We will value our entrusted resources through preventative maintenance, collaborative forecasting, and data-based planning.***

- Continue to maintain, repair and replace appropriate physical fitness supplies and equipment in accordance with manufacturer standards and industry best practice

***We will seek to establish, maintain, and improve relationships with strategic partners, professional peers, and citizens.***

- Evaluate opportunities to collaborate with research groups to collect and analyze data relating to firefighter health and fitness

## **Life Safety and Community Risk Reduction**

The Life Safety Division includes all specialties that are commonly referred to as “fire prevention” or “community risk reduction.” Responsibilities of the Life Safety programs include building and development plan reviews, permit administration, code enforcement, building inspections, hazardous materials permit administration, community outreach/public education, and fire investigation. The division also has additional responsibilities for coordinating the emergency management and accreditation functions of the District. Through these combined areas of responsibility, the Life Safety Division has general oversight for community risk assessment, community risk reduction, and integrated community risk management planning.

### **Historical Perspective**

The program areas within the Life Safety Division have been offered in a tremendous variety of forms over the lifespan of the two entities that formed the Front Range Fire Rescue Fire Protection District (District). The Milliken Fire Protection District had a full-time Fire Marshal position that existed until the employee filling that position retired on a medical disability in 2014. The Johnstown Fire Protection District filled the role of Fire Marshal primarily through a part-time position. At roughly the same time that the MFPD Fire Marshal left the district, the Front Range Fire Rescue Authority (Authority) was forming. This allowed for a relatively smooth transition of responsibilities to the individual who was the JFPD part-time Fire Marshal. As both communities began to grow each year, the agency began to recognize a need for expansion of the capabilities for the Fire Marshal position that resulted from the part-time position.

During the spring of 2016, the Authority hired a consultant to complete a staffing study to determine the need for full-time staffing in this capacity. That study resulted in the recommendation for 1.3 full-time equivalents to meet the community needs. This





information was presented to the Authority board of directors who approved the creation of a full-time Life Safety Chief position. A national search in early 2017 resulting in the hiring of the District's first full-time Life Safety Chief in March 2017. As the program continued to grow to meet community needs, it was determined in 2018 that additional staffing was needed and a part-time Life Safety Technician position was hired during the fourth quarter of the year.

### **Current Status**

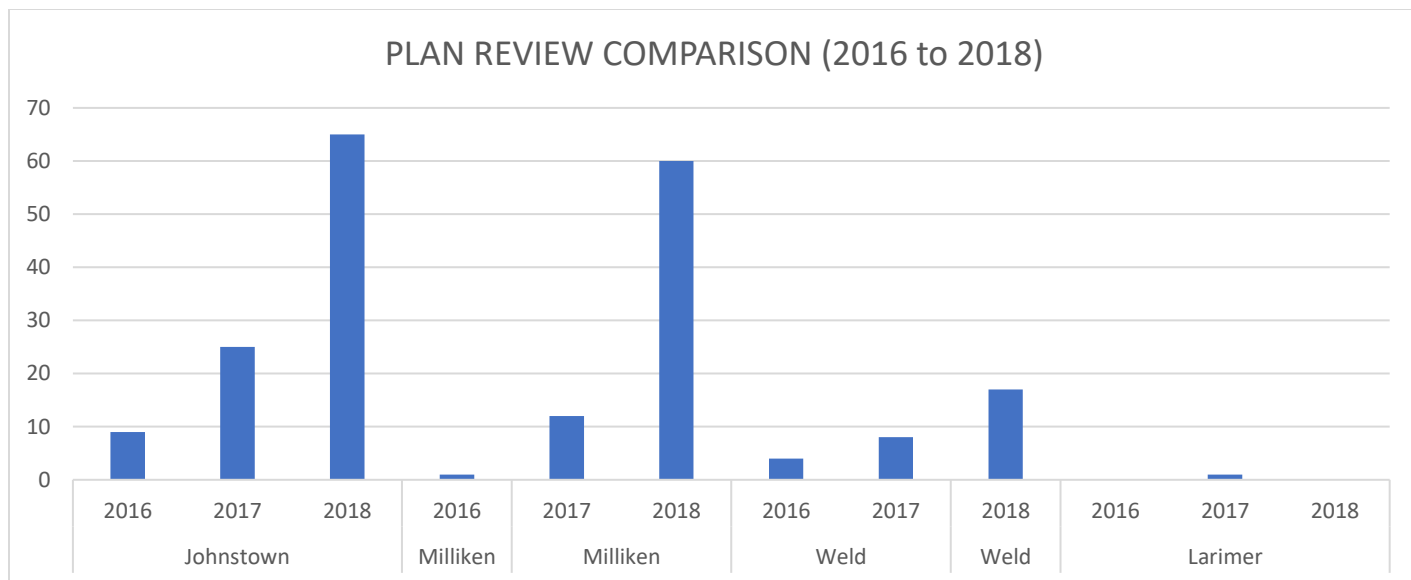
With the current staffing level of one (1) full-time employee and one (1) part-time employee in this division, there are myriad challenges that can be found in effectively coordinating and administrating such wide-ranging topics across the entire FRFR response area and within four (4) different types of local government. However, the progression from a single part-time employee to the current staffing level has provided a tremendous opportunity for improvement in all areas of responsibility.

Since being hired in March 2018, the Life Safety Chief has placed an emphasis on building and improving relationships with planning and building department personnel of both municipalities and Weld County, while also establishing a strong administrative foundation to support future growth of the FRFR communities.

As residential and commercial planned development in the District continued to see continued growth, the workload of the division experienced corresponding increases. The result of this change was experienced as negative impacts to the code enforcement, fire inspection, public outreach and emergency management capabilities of this one position. The addition of the part-time Life Safety Technician has provided a tremendous boost to the division's capabilities.

The Life Safety Chief serves as the District's fire marshal and emergency manager, and is responsible for coordinating all community risk reduction activities, including fire inspections, plan review, fire investigation, emergency management, permit administration, and public outreach. The Life Safety Chief also assists and supports Operations as needed, based on incident and system needs, and coordinates the development of the District's accreditation processes.





*Figure 28: Plan Review Comparison (2016 to 2018)*

The following section of this plan briefly describes each component area of the Life Safety Division and identifies gaps or inefficiencies. Objectives have been developed for program improvements in support of the District’s goals and foundational principles.

#### Plan Review/Permits

FRFR enforces fire and building codes, as well as national fire protection standards, within four (4) governmental jurisdictions: Town of Johnstown, Town of Milliken, Weld County and Larimer County. This process requires regular collaboration with developers, contractors, and builders, as well as planning, building and code officials from each jurisdiction. The primary purpose of the plan review/permit process is to ensure that new developments and buildings are functional, safe, and cost effective. This is accomplished through timely and accurate plan reviews and subsequent inspections.

Another complication in this area is the adopted fire code: The Town of Johnstown has adopted the 2006 International Fire Code (IFC), while the Town of Milliken has adopted the 2012 IFC. The District does not have a formally adopted fire code in Larimer County, but has a Consent to Enforce document with Weld County to enforce the 2012 IFC in the areas that used to encompass the MFPD. The Weld County Building Department adopted the 2018 International Building Code (IBC) on January 1, 2019, while Larimer County has adopted the 2012 IBC. The Life Safety Chief is working with the Building Official for both the Town of Johnstown and Town of Milliken to amend and adopt the 2018 International Code series, which will be followed by adoption of these code amendments into both counties.

#### Code Enforcement/Building Inspection

Shortly after the Life Safety Chief was hired, District staff presented another challenge: fire safety inspections and pre-fire plans had not been consistently performed for the past five



(5) years. A company-level safety inspection and pre-plan program was initiated in July 2017 and saw several fire safety visits completed in commercial occupancies throughout the District. However, a large number of promotions and hirings took place at the beginning of 2018 and staff time available for these activities was dramatically reduced as nearly three quarters of the Operations Division were learning new roles and responsibilities and new crews trained together to build cohesion and unity. It is anticipated that this program may be rekindled in 2019, as personnel will have had an entire year to build confidence and familiarity in their new assignments. When the program is revitalized, a training program will be provided to refresh skills and knowledge in this area.

In July 2018, the District Board of Directors authorized the hiring of a part-time Life Safety Technician to assist with meeting the District's responsibilities in all areas of the Division. An assessment center was coordinated in late August 2018 to evaluate the applicants for the position. The position was hired with a start date of September 12, 2018.

#### Community Outreach/Public Education

The Life Safety Division is tasked with coordinating the District's public education and community outreach programs. Examples of these programs include fire station tours, apparatus demonstrations, business and home fire safety education, evacuation and shelter-in-place drills, youth firesetting interventions, fire science, and fire careers presentations. The District has been providing these services for numerous years; however, no official training curricula have been developed and staff typically have provided information that they have historically heard presented by other staff. The District has not been able to identify target audiences for the most at-risk populations, so specific target-appropriate programs have not been developed.

During 2019, the District will seek to evaluate fire incident records in an effort to determine the "fire problem" in the District. Regional, statewide, and national trends will also be evaluated in comparison with local reports to determine if use of wide-scale trending is applicable to the local area. Ideally, the District desires to correlate any public outreach programs directly to community need.

The youth firesetter (YFS) program has not historically been provided by the District due to a lack of certified intervention specialists. The hiring of the Life Safety Chief presented the opportunity to add this valuable community outreach program to the District. Information on the availability of this program has been provided to both Milliken and Johnstown police departments in an effort to begin the process of identifying a possible target audience. It is anticipated that it could take as much as two years to fully develop a partnership with local law enforcement to identify and refer juveniles involved in fire setting and/or fire play activities to this program.



### Fire Investigation

Throughout its history, the District has had random availability of trained and/or certified fire investigators. Prior to the hiring of the Life Safety Chief, there was only one member of the Operations Division who had obtained any sort of official certification. The District currently has three (3) members who maintain certifications/designation in this field, with an additional two members who are progressively building their skill levels through participation in training opportunities.

To further reduce the District's liability, a training program focused on educating Operations Division personnel about the importance of fire investigation has been implemented. The District aims to provide this training to all Operations Division personnel at least once annually and will seek to bring at least one (1) additional Operations member into the fire investigation training program to further develop depth in this highly technical field. Shift-based investigations will continue to be supported by the Life Safety Chief and other members who maintain higher levels of training and certification.

### Emergency Management

As a special district, Colorado Revised Statutes define the District as a municipality and assigns the responsibility of complying with all emergency management roles and responsibilities. As a result, FRFR is responsible for developing emergency operations plans, continuity of operations plans, and other related documents and processes to focus and direct activities of the District in the areas of mitigation, preparedness, response, and recovery. The statutory responsibility for emergency management within each town lies within that unit of local government. The District is actively working towards developing an improved relationship with each town to be a better partner to each town in the field of emergency management.

During 2019, the Life Safety Chief attended the Colorado Emergency Management Association (CEMA) annual training conference to improve his knowledge and awareness of this field. The information and relationships developed from participating in this training will be channeled into the development of a comprehensive all-hazards emergency management program to enhance the quality of life and protection of property in the FRFR community. By the end of 2019, the District will strive to have begun the process of developing a written community risk assessment, an Emergency Operations Plan, and a Continuity of Operations Plan.

### **Future Program Planning**

As with the information previously discussed regarding the importance of staffing in the Operations Division, staffing levels in Life Safety are integral to the long-term success of the various program areas. The specialized areas that are assigned within the Life Safety Division must be staffed with a sufficient number of personnel with the knowledge, skills and abilities to safely, effectively and efficiently perform the tasks necessary to meet the needs of the District's internal and external stakeholders.



Given the financial realities of a special district, it is very difficult to maintain adequate funding for staffing. This is especially true when comparing staffing needs of Operations and Life Safety programs. District leadership must constantly work to maintain an effective balance between these two unique areas without creating conflict or competition. The ever-increasing demand for life safety services must remain a focus of the District, and staffing levels must continue to increase to meet this demand. As development and construction within the District continues to increase, it can be expected that the demand for Life Safety services will see corresponding increases. As such, District leadership must continually examine staffing and funding levels to determine when it is appropriate to hire additional full-time career members. The following specific objectives have been developed within the structure of the overall FRFR Goals discussed in this document.

***We will innovate, create, and further prepare a system to deliver safe, outcome-changing and mission-driven services.***

- Evaluate administrative and/or operational processes to identify opportunities for improvement in efficiency or execution
- Document the District's compliance with NIMS training requirements
- Evaluate NFIRS records to identify target audiences for risk-focused public outreach program
- Evaluate financial conditions and program needs to determine when the District can support moving the part-time Life Safety Technician position to full-time status
- Review and update the Construction Procedures Manual and fee structure at least annually

***Our members will be healthier, wiser, freer, more autonomous, and more likely to become servant leaders themselves.***

- Develop a methodology for performing a comprehensive risk assessment
- Begin the process of developing a comprehensive risk assessment document for the FRFR response area
- Assist program managers with developing a critical task analysis for each response program area

***We will value our entrusted physical resources through preventative maintenance, collaborative forecasting, and data-based planning.***

- Begin to develop a Continuity of Operations Plan
- Begin to develop an Emergency Operations Plan
- Evaluate opportunities to enhance and/or improve apparatus time tracking in the District's records management system to allow for more accurate tracking of effective response force data
- Begin to develop a Standards of Cover document



***We will seek to establish, maintain, and improve relationships with strategic partners, professional peers, and citizens.***

- Continue to collaborate with local offices of emergency management
- Continue to participate with regional LEPCs and other risk-based planning groups
- Evaluate and implement opportunities for improved intelligence sharing with other agencies
- Evaluate opportunities to improve name recognition of FRFR to increase community awareness of the agency

## Summary

Many years of persistent focus and effort by every level of the organization have put FRFR in a strong position looking towards the future. Because of these efforts, every member of FRFR understands the District's mission and role in the community, and is committed to providing the best possible services through the most cost-effective means. For the first time in the history of either the MFPD or JFPD, the Front Range Fire Rescue Fire Protection District is able to provide services that are comparable to any other fire service provider while keeping responders safe. After reviewing the District's core services in combination with the results of the SWOT analysis, the primary critical issues and service gaps that face the District were identified and used to develop program-specific objectives. The District's leadership and membership must be vigilant and focused in their efforts to maintain and improve the continuous improvement processes that have been implemented to date.





## Appendix A – Board Adoption of the Strategic Plan



### FRONT RANGE FIRE RESCUE

PO Box 130, Milliken, CO 80543  
970-587-4464 / Fax: 970-587-0324  
*Courage ★ Compassion ★ Professionalism*

*Serving Johnstown, Milliken and Weld County for more than 100 years*

#### BEFORE THE BOARD OF DIRECTORS OF THE FRONT RANGE FIRE RESCUE FIRE PROTECTION DISTRICT

#### RESOLUTION 2019 – 01

#### A RESOLUTION ADOPTING A FIVE-YEAR STRATEGIC PLAN FOR THE FRONT RANGE FIRE RESCUE FIRE PROTECTION DISTRICT

WHEREAS, the Front Range Fire Rescue Fire Protection District ("District") is a political subdivision of the State of Colorado, formed pursuant to Title 32, Colorado Revised Statutes ("C.R.S") to provide fire suppression, fire prevention, emergency medical, emergency rescue, and hazardous materials services to the citizens and their property within its jurisdiction, and to individuals passing through its jurisdiction;

WHEREAS, the development of this Strategic Plan resulted from a comprehensive planning process that included extensive input from internal and external stakeholders; and

WHEREAS, the District has created this Strategic Plan to affirm the District's primary goals, establish the guiding principles that are used to help guide decision making, develop the specific objectives that will be implemented to meet established goals, and communicate the strategies that can be implemented to achieve successful plan implementation; and

WHEREAS, the District will review and update the Strategic Plan annually in order to establish and maintain a process of continuous improvement;

NOW THEREFORE BE IT RESOLVED BY THE BOARD OF DIRECTORS OF THE FRONT RANGE FIRE RESCUE FIRE PROTECTION DISTRICT, WELD COUNTY, COLORADO that the Front Range Fire Rescue Strategic Plan is hereby adopted for a five-year period ending in 2024.

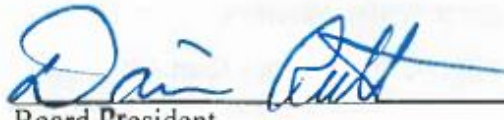
Motion made by FROEHLING and seconded by YOUNG.

**Effective April 10, 2019**

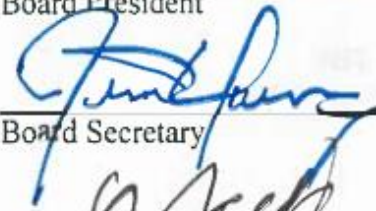
Introduced, read, and adopted by the Board of Directors of the Front Range Fire Rescue Fire Protection District on this 10<sup>th</sup> day of April, 2019.



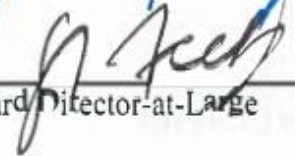
**ATTEST:**

  
Board President

  
Board Vice President

  
Board Secretary

  
Board Treasurer

  
Board Director-at-Large



## Appendix B – FRFR Statement of Purpose



### **FRONT RANGE FIRE RESCUE**

PO Box 130, Milliken, CO 80543  
970-587-4464 / Fax: 970-587-0324  
*Courage ★ Compassion ★ Professionalism*

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#### **BEFORE THE BOARD OF DIRECTORS OF THE FRONT RANGE FIRE RESCUE FIRE PROTECTION DISTRICT**

#### **RESOLUTION 2019 – 04**

#### **A RESOLUTION APPROVING AND ADOPTING AN UPDATED STATEMENT OF PURPOSE FOR THE FRONT RANGE FIRE RESCUE FIRE PROTECTION DISTRICT**

WHEREAS, Colorado Revised Statutes, Section 32-1-208, requires that each special district which was formed prior to the enactment of Section 32-1-201, CRS, to submit on or before July 1, 1986, a Statement of Purpose to the applicable county or counties in which the district lies;

WHEREAS, the Johnstown Fire Protection District changed its name to Front Range Fire Rescue Fire Protection District (the “District”) in Weld County District Court on May 8, 2017, Case No. 1952CV12070 and the Milliken Fire Protection District dissolved and included into the Front Range Fire Rescue Fire Protection District by order and decree of the Weld County District Court on December 7, 2017, Case No. 63CV15512;

WHEREAS, the District consists of the former Johnstown Fire Protection District and the former Milliken Fire Protection District;

WHEREAS, the Johnstown Fire Protection District was formed by order and decree of the Weld County District Court on June 27, 1952, Case No. 12070. At the time of organization, the “service plan” requirement had not been enacted;

WHEREAS, the Milliken Fire Protection District was formed by order and decree of the Weld County District Court on April 25, 1963, Case No. 15512. At the time of organization, the “service plan” requirement had not been enacted;

WHEREAS, it is the good faith belief of the District that both the Johnstown Fire Protection District and the Milliken Fire Protection District each submitted a Statement of Purpose to Weld County (the “County”) in 1986 in compliance with state law;

WHEREAS, the area served by the District has changed from the previous Johnstown Fire Protection District Statement of Purpose;



**NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF DIRECTORS OF THE FRONT RANGE FIRE RESCUE FIRE PROTECTION DISTRICT THAT:**


The District is hereby submitting an updated Statement of Purpose to the County to renew the previously submitted Statement of Purpose based on changes to the District's name and areas served by the District.

APPROVED AND ADOPTED this 10<sup>th</sup> day of April, 2019.


**BOARD OF DIRECTORS – FRONT RANGE FIRE RESCUE FIRE PROTECTION DISTRICT**

  
\_\_\_\_\_  
Board President

  
\_\_\_\_\_  
Board Vice President

  
\_\_\_\_\_  
Board Secretary

  
\_\_\_\_\_  
Board Treasurer

  
\_\_\_\_\_  
Director-at-Large





**STATEMENT OF PURPOSE**  
**Front Range Fire Rescue Fire Protection District**

**1. RECITALS.**

WHEREAS, Colorado Revised Statutes, Section 32-1-208, requires that each special district which was formed prior to the enactment of Section 32-1-201, CRS, to submit on or before July 1, 1986, a Statement of Purpose to the applicable county or counties in which the district lies;

WHEREAS, the Johnstown Fire Protection District changed its name to Front Range Fire Rescue Fire Protection District (the "District") in Weld County District Court on May 8, 2017, Case No. 1952CV12070 and the Milliken Fire Protection District dissolved and included into the Front Range Fire Rescue Fire Protection District by order and decree of the Weld County District Court on December 7, 2017, Case No. 63CV15512;

WHEREAS, the District consists of the former Johnstown Fire Protection District and the former Milliken Fire Protection District;

WHEREAS, the Johnstown Fire Protection District was formed by order and decree of the Weld County District Court on June 27, 1952, Case No. 12070. At the time of organization, the "service plan" requirement had not been enacted;

WHEREAS, the Milliken Fire Protection District was formed by order and decree of the Weld County District Court on April 25, 1963, Case No. 15512. At the time of organization, the "service plan" requirement had not been enacted;

WHEREAS, it is the good faith belief of the District that both the Johnstown Fire Protection District and the Milliken Fire Protection District each submitted a Statement of Purpose to Weld County (the "County") in 1986 in compliance with state law;

WHEREAS, the area served by the District has changed from the previous Johnstown Fire Protection District Statement of Purpose. The District is hereby submitting an updated Statement of Purpose to the County to renew the previously submitted Statement of Purpose based on changes to the District's name and areas served by the District.

**2. GENERAL STATEMENT OF PURPOSE.**

The District was organized pursuant to Section 32-1-101, CRS, *et. seq.* as a special district for the purpose of providing fire protection and related services to its residents and taxpayers and the public in general. The court decree vests the District with all statutory authority afforded to a governmental subdivision of the State of Colorado and a body corporate with all the powers of a public or quasi-municipal corporation. By law, the District is empowered to provide firefighting services, fire prevention and inspection services, ambulance services, emergency medical services, rescue services, diving and grappling services, and any other services permitted by law, and the District reserves the right to provide any or all of these services at any time during its existence.



### 3. SERVICES AND FACILITIES.

The District currently provides, or reserves the right to provide in the future, the following services, either directly or by contract, and the listed facilities.

#### A. Services:

- i. Fire Protection Services
- ii. Fire Prevention Services
- iii. Ambulance Services
- iv. Emergency Medical Services
- v. Rescue Unit Services
- vi. Diving and Grappling Services
- vii. Hazardous Materials Response Services
- viii. Any other services permitted by law

#### B. Facilities:

- i. Current:
  - Fire Station #1  
101 Telep Avenue  
Johnstown, CO 80534
  - Fire Station #2  
101 South Irene Avenue  
Milliken, CO 80534
  - Fire Station #3  
4225 Yosemite Drive  
Greeley, CO 80634
  - Gateway Storage Building  
372 Mountain View Drive, Unit #11  
Berthoud, CO 80513
- ii. Future: Future fire stations, substations and buildings may be located, financed, and constructed to meet the response needs of the District, at the discretion of the District's Board of Directors.





#### **4. AREA SERVED.**

The District serves an area lying in Weld County and Larimer County generally located south of Colorado Highway 34, east of Interstate 25, north of the South Platte River, and west of 35<sup>th</sup> Avenue. The District's service area includes the Town of Johnstown, Town of Milliken, and certain adjacent areas located in unincorporated Weld and Larimer counties. A current map of the District's boundaries is attached hereto as **Exhibit A** and is incorporated herein by reference. Exclusions and inclusions may be effected as provided by law.

#### **5. MUTUAL AID AGREEMENTS.**

The District currently has mutual aid agreements, providing for back-up and/or first response with various response agencies in Weld and Larimer counties, and reserves the right to enter into mutual aid agreements in the future.

#### **6. FUTURE SERVICES.**

It is anticipated that development and growth will continue in the Town of Johnstown, Town of Milliken, and the surrounding areas in unincorporated Weld and Larimer counties, and the District may expand with that growth. It is anticipated that the District may be called upon due to the increased demand for services in these areas. In order to meet this increased demand, the District may have to expand its crews of paid and volunteer firefighters, construct additional fire stations, buildings, and facilities, acquire additional equipment and create additional units for ambulance, rescue, and/or diving services.

#### **7. FINANCING.**

Financing is at the discretion of the District's Board of Directors and may include bond issuance and other general obligations of the District as permitted by statute.



**EXHIBIT A**  
**District Boundary Map**

