

100 N. 7<sup>th</sup> Street • Windsor • Colorado • 80550 970-686-2626

### REGULAR BOARD MEETING Virtual Meeting Only Thursday, September 10, 2020 / 7:00pm

#### **MINUTES**

Please click the link below to join the webinar:

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9923

Webinar ID: 812 8861 7802

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#### I. CALL TO ORDER at 19:09

a. Pledge of Allegiance

#### II. ROLL CALL

Directors Pearson, Rosen, Hansen, Gillingham, Stevenson, Chief Kazian, Captain Dykstra, Chief Friedrichsen, Life Safety Specialist Morgan Matthew, Lieutenant Kirk Bauer, HR Manager Lucy Zamarripa, BBC Research and Consulting Staff (Kevin Williams and Stephanie Ayers), James Vincent Group staff (Gabe Buldra and Ben A. Clowes), Attorney John Chmil, Owner's Rep Dan Spykstra, Representative Sislowski and several members of the public were present either in person or via video conference.

#### III. APPROVAL OF AGENDA

<u>Director Rosen proposes to change the order of items by moving the Impact Fee Study</u> (<u>under Staff Items</u>) to be included after Consent Agenda discussion, <u>Director Stevenson</u> seconds. All "aye". Approved

#### IV. REGULAR BOARD MEETING

- a. Public Forum:
  - i. Public Comments: none



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- b. Consent Agenda Discussion/Possible Actions:
  - i. August 13, 2020 Regular Meeting Minutes
  - ii. August 26, 2020 Special Meeting Minutes
  - iii. Ratification of August 2020 Checks
  - iv. Updated Policy Amend Vacation Time for 10 -14 Year Shift Employee
  - v. Temporary Hours Extension of Vacation Leave Cap
  - vi. Authorize WSFR to Change Credit Card Vendor

<u>Director Rosen submits a motion to approve the Consent Agenda, Director Pearson seconds. All "aye". Approved</u>

- c. Discussion/Possible Action: Presentation and Status Impact Fee Study discussion included below with further details provided in the 2020 Impact Fee presentation.
  - 1. Kevin Williams and Stephanie Ayers, staff from BBC Research and Consulting:
    - Discussion of project background, definition and legal basis.
    - Impact fees can only be used to purchase new capital to accommodate expanding development. Cannot be used for repairs of existing infrastructure or equipment.
    - Impact fee design considerations.
    - Two methodology types- "plan-based/capital improvement" or "current service standard/capital buy-in". "Capital buy-in" was used for this report based on the pros/cons of this methodology.
    - Fee calculation: residential (per dwelling unit) \$630 and nonresidential 35 cents/square foot. Discussion of sprinklers in lieu of fees or the reduction of fees for all development.
    - Summary and recommendations: develop written policy for spending impact fee revenue, fees should be assessed and stored in a separate account separate from the general fund and adjusted for inflation annually.
    - Discussion of next steps and implementation process.
  - 2. Chief Kazian:
    - Discussion of sprinkler systems in lieu of fees and how that will impact safety and development (only applies to voluntary compliance sites, requirements for fire apparatus access roads, etc.).
    - Fee assessment-at time of permitting for development.



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- Discussion of local and regional assessment of impact fees by fire districts.
- No formal action needed from the Board. The final report will be submitted to the Board.

#### 3. John Chmil:

- Discussion of the Board's ability to approve the recommended, supportive of recommended defensible maximum fee rate.
- 4. Director Stevenson: how will this influence the installation of residential fire sprinkler systems? Chief Kazian: discussion of personal experience and opportunities for Life Safety Division to educate the public about these systems. Director Rosen: installing systems can also allow higher density in developments than those without systems.
- 5. Director Pearson: how does the proposed impact fee compare to other jurisdictions? Chief Kazian/Kevin Williams/Chief Friedrichsen: discussion of Loveland Fire Rescue Fire Authority's and Front Range Fire Rescue's impact fee programs. Chief Friedrichsen: would not recommend comparing these to other jurisdictions since each municipality calibrates their impact fees differently.
- 6. Chief Kazian: Loveland assesses impact fees for single family, multifamily, commercial and industrial development. Could WSFR to the same? Kevin Williams: based on their previous work with other fire districts, the recommendations given to WSFR are in line with the impact fee programs of other districts in the region.
- 7. Chief Kazian: If the Board approves, the District would like to implement this program in spring 2021.

#### d. Financial Report and Updates

- i. Introduction of The James Vincent Group Qualifications and Services: Chief Kazian and Gabe Buldra and Ben A. Clowes from The James Vincent Group.
- ii. Discussion/Possible Action: July's Budget vs Actual Report
  - 1. Gabe Buldra:
    - Discussion of revenue and expenditures including property taxes (e.g. when the District receives revenue vs when a county assesses taxes). Revenue recorded when the District receives revenue versus current practice of recording revenue when Weld and Larimer counties initially collect taxes.
    - A report from another fire district to illustrate formatting of future reports. This formatting will be used for the next financial



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report.

- 2. Director Hansen: does the District budget by month? Gabe Buldra: The financial report is the overall budget divided into a 12-month analysis. This will allow for the Board to review fluctuations and trends on a month-to-month basis.
- 3. Gabe Buldra:
  - Fees for services: \$18,658 from permit fees and ambulance related revenue.
  - Interest/"other" income and expenditure spending categories discussed.
  - Revenue to date: property taxes \$9.6 million which is under budget projections because of delayed property tax collection.
  - Expenses: \$6.1 million which is over budget since Capital purchases were not separated from Operations expenses.
  - Operational expenses: \$2.8 million
  - Administrative expenses: \$679,000
  - Life Safety/Training: \$488,000
  - Director Hansen: was the previous accounting regime expensing capital? Gabe Buldra: yes, it was being should as an expenditure instead of separate capital purchases. This will be corrected from the fiscal year starting in January 2020. Director Hansen: How will this impact our account of assets and liabilities since this was not separated? Gabe Buldra: all assets and liabilities will be reflected in future financial reports since they are currently not listed on the balance sheets.
  - Budget YTD: 23% remaining, 77% used (includes capital purchases).
  - Total cash on hand is \$13 million which is \$1.4 million over YTD.
  - Liabilities: \$4.2 million versus \$5.7 YTD.
- 4. Chief Kazian: discussion of the Districts' efforts to clean up the accounting process before 2021.
- 5. Gabe Buldra: discussion of other fire district clients (e.g. Green Valley Fire Rescue) and their financial reports. This presentation gave the Board an idea of how reports will be generated and designed for WSFR. This report includes a monthly dispersement report, which is similar to a check detail report with some minor differences and the ability for the Board to tailor the report and its format to suit their preferences.



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This includes the use of visual reporting tools likes graphs. Board Discussion: prefers the format of the check detail report versus dispersement report. Supportive of District efforts to clean up financial reporting.

- 6. No action required from the Board.
- 7. Discussion of JVG's efforts with other fire districts in Arizona and the personnel and resources they can provide WSFR.
- iii. Discussion/Possible Action: FY2021 Budget Update discussion included below with further details provided in the Fiscal Year 2021 Budget presentation.
  - 1. Chief Kazian: Discussion of components that need Board review prior to the presentation of the draft budget in October 2020.
    - Budgeting for extra pay period in 2021.
    - Proposes that the Board increases staff salaries using COLA or a similar metric. Chief Kazian proposes a placeholder of 0.5%.
    - Increased staffing and costs associated with healthcare, worker's compensation, cancer trust and vacation payouts classified as a liability.
    - Draft budget will be presented October and Final Budget will be published in December 2020.
    - Director Hansen: what is the legality of Compensable vacation payout? Chief Kazian: Referenced annual vacation hour buy-back policy. Captain Dykstra/John Chmil: the employer must pay out to employee at time of separation. Director Hansen: Does the District have enough for pay out? Chief Kazian: Yes, it will for 2021 based off investigation of past budget records.
    - Rosen: The District has expanded the maximum vacation payout threshold from 300 to 350 hours. How long will this last? Chief Kazian: when COVID is less of an issue and travel open up again, the District proposes to give members 12 months to bring their total accrued hours down to 300 or less.
    - No action needed from the Board, just a consensus on the plan moving forward. Consensus given.



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#### e. District Update

- i. Reports
  - 1. WSFR Monthly Response Report
  - 2. WSFR Division Reports
- ii. Personnel
  - 1. Career Testing

Lucy Zamarripa: closes at end of September, panel interviews the first week of October with over 100 applicants.

- iii. WSFR Activities and Events
  - 1. Harvest Fest: canceled due to COVID-19 and heavy smoke conditions.
  - 2. Fire Prevention Week Activities: Rebecca Clark working with Weld RE-4 to develop remote curriculum and teaching opportunities due to COVID-19.
- iv. Facilities & Apparatus
  - 1. Water Tender: delivery delayed but still being built out.
  - 2. Ladder Truck: delivery delayed but still being built out.
  - 3. Sprinkler system at Station 1: the project came in \$80,000+ under budget.
- v. Other District Related Matters
  - 1. Covid-19 Update

Chief Kazian: discussion of impacts to staffing, protocols in station and in public and the limited impacts to call volume.

Director Pearson: are staff being tested when they come back from deployments? Chief Kazian: Crews on the Cameron Peak fire have been tested due to possible exposure. All members tested negative.

Continuing anti-body testing with all tested members testing negative.

Lt. Bauer: Crews have been asked to self-monitor.

#### f. Staff Items

- i. Discussion/Possible Action: Dive Rescue Proposal and Presentation
  - 1. Mike Blackwill:
    - Discussion of District needs based on historic incidents, classification as an "All Hazards Agency" and current numerous water bodies within the District (49 recreational and agricultural). Ten-year incident records: 6 confirmed drowning and 4 near-drowning incidents.
    - Current service capabilities and current need for dive rescue.
    - Dive team structure, initially six members, to integrate into



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District service capabilities within regional response capabilities.

• Initial staffing (\$20,000) and equipment (\$40,000) and ongoing maintenance/training costs. The District may require increasing trained staff and a vehicle purchase.

#### 2. Lieutenant Kirk Bauer:

- Captain Dykstra: what is the minimum number of people you need for an incident? Lt. Bauer: the standard is three divers, but this response will require additional staff to assist. Chief Kazian: could be up to a 15-person initial response.
- Captain Dykstra: why are we proposing two per shift versus the three-person standard? Lt. Bauer: discussion of how a Dive Team response works including the staffing needs. Chief Blackwill: Other off duty, trained members and regional partners can assist with an incident to fill in the gaps. KK: Looking to train staff and integrate program into the service but the program would ideally be staffed with at least 12 people.
- Director Hansen: it takes 15 minutes to get a diver ready? Lt.
  Bauer: the average is probably closer to ten minutes. Director
  Hansen: does that timing change an incident from a rescue to a
  recovery in warmer summer conditions? Chief Kazian: no, since
  the water is still cold. Average window for rescue is 60 minutes
  but that can change depending on variables like water depth,
  ambient conditions, time of day, etc. Divers will dive until
  conditions become unsafe for diving operations.
- Director Rosen: should WSFR be looking at three per shift? Chief Kazian: Yes, that is the goal, but the District is looking to integrate the program to make the most efficient and effective one it can be.

#### ii. Station 4

- 1. Discussion/Update: Project Status-Dan Spykstra
  - Project is moving along smoothly.
  - Discussion of current schedule including updated plan submittal with Windsor, DOLA Grant submittal (10/1/2020), schematic design complete (10/10), design development (11/18), construction documents (end of January 2021), notice of DOLA Grant award (March 2021) and construction dates (start March 2020 and finish February 2022). This is a preliminary schedule.



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- Design Status including subdivision name (Halligan Heights), stormwater runoff detention, design renderings/elevation and potential cost savings (septic system instead of tying into sewer system to the east or west of the site).
- Chief Kazian: DOLA grant efforts.
- iii. Discussion/Possible Action: Consideration of De-Gallagher Question on November 2020 Ballot
  - a. General Discussion De-Gallagher-Chief Kazian
    - Efforts to educate public (FAQ sheets)
    - Short and long term impacts if the parallel state effort does not pass (like increasing the existing Mill rate to offset the shortfall up to 9 from the existing 7.15 mills).
    - John Chmil: discussion of legal parameters around District efforts leading up to the election, the impacts/intent of the De-Gallagher effort and the role of the Board Advocacy Statement under the Fair Campaign Practices Act. Board Advocacy Statement allows the Board to formally and legally support the District under the Act.
  - b. Resolution 2020-08 Board Advocacy Statement
  - c. WSFR 2020 De-Gallagher Election Fact Sheet
    - Director Hansen: discussion of specific wording (float) in the FAQ page? Chief Kazian: do you have a more specific word you would like to use? Director Hansen: "adjust" seems more precise.

<u>Director Stevenson submits a motion to approve the Resolution 2020-08</u> <u>Board of Directors Advocacy Statement, Director Rosen seconds. All "aye".</u> <u>Approved.</u>

- g. Board of Directors Items
  - 1. Board Member Items or Comments: none

#### V. ADJOURNMENT adjourn at 21:18

<u>Director Pearson submits a motion to adjourn the September 2020 Regular Board Meeting, Director Rosen seconds. All "aye". Approved.</u>

Windsor Severance Fire Rescue

### IMPACT FEE STUDY



#### Presented by

Stephanie Ayers, Associate Kevin Williams, Managing Director 1999 Broadway, Suite 2200 Denver, Colorado 80202 (303) 321-2547



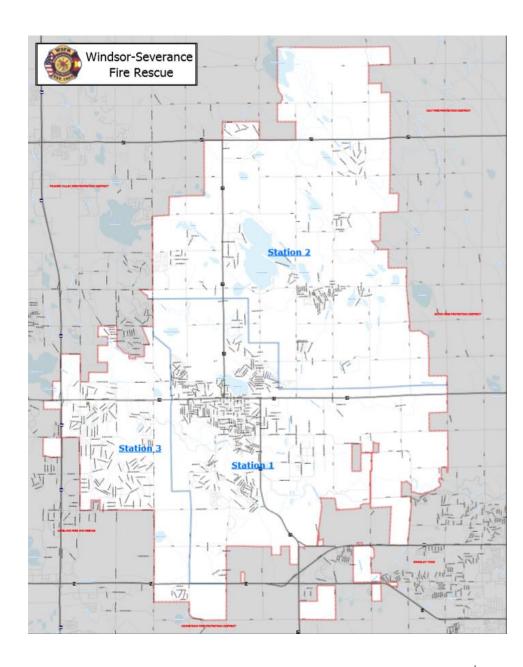
September 10, 2020

#### **TOPICS**

- Project background
- Overview of impact fees
- Impact fee calculations
- ▶ Recommendations

#### PROJECT BACKGROUND

- Calculate proportional and defensible impact fees to impose on new development
- Assure that new growth pays its own way and contributes to the fiscal health of the District
- WSFR
  - Service population: over 40,000
  - Service area: 100 square miles
  - Average annual calls for service: 3,600



# DEFINITION OF IMPACT FEES

Although there is no universally accepted definition of impact fees, most studies emphasize:

- One-time use
- Application to new development;
- Design requirements for proportionality
- Restricted use for infrastructure expansion purposes only

"Fees collected formally through a set schedule, or formula, spelled out in a local ordinance... fees are levied <u>only against new development projects</u> as a condition of permit approval to <u>support infrastructure</u> needed to serve the proposed development. They are calculated to cover <u>a proportionate</u> share of the capital cost for that infrastructure."

-International City Management Association

# LEGAL BASIS FOR IMPACT FEES

Krupp v. Breckenridge Sanitation District (2001)

Nollan v. California Coastal Commission (1987)

Dolan v. City of Tigard (1994)

#### Colorado Statute

CRS 29-20-102 to 104.5 (SB 15)

- One time charge on new development
- Growth-related capital infrastructure projects only
  - Directly related to new development
  - No repair, maintenance, or replacement
  - 5-year life
- Cannot be used for correction of existing system deficiencies
- Fee revenues must be segregated from other general revenue
- Applied against all land use types
- Reasonable expectation of benefit by the taxpayer

# THREE TYPES OF CAPITAL PROJECTS

Not all capital costs are related to new development, and impact fees can only cover those associated with serving new growth.

AKA public or capital infrastructure investments

- Repair and Replacement of facilities (e.g., the standard expense of maintaining existing facilities or replacing a roof).
- ★ Betterment of facilities, or implementation of new services (e.g., adding better facilities at a recreation center)
- <u>Expansion of facilities</u> to accommodate new development (e.g., expanding an existing road to handle new vehicle trips)

# FEE DESIGN CONSIDERATIONS

#### Basic components to fee design

- Capital standards
- Land use allocation
- Use specificity
- Fee design costs
- Proportionality

# IMPACT FEE METHODOLOGY— CAPITAL IMPROVEMENT ("PLAN-BASED")

Based on the proportionate share of planned infrastructure investment

Advantages

Specifically considers future capital needs
Tailored to the future

Higher level of data accuracy required

Disadvantages

More assumptions and predictions

Fee fluctuates based on capital needs

# PLAN-BASED FEE METHODOLOGY

Based on the proportionate share of planned infrastructure investment

Future growth drives need for new infrastructure

Capital improvement plan – growth-related infrastructure

Eligible costs allocated to future growth

# IMPACT FEE METHODOLOGY— CURRENT SERVICE STANDARD ("CAPITAL BUY-IN")

Based on per unit implied capital investment of current land uses

Advantages

Highest standard of fairness

Comparatively simple data requirements

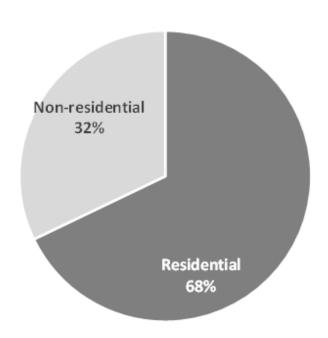
Based on replication of current facilities

Not directly connected to future capital

#### **CAPITAL INFRASTRUCTURE ANALYSIS**

| Type of Capital Infrastructure                         | Total Replacement<br>Value | Portion to Include<br>in Impact Fees <sup>(1)</sup> | Allocated Replacement<br>Value <sup>(2)</sup> |
|--|----------------------------|---|---|
| Buildings and Land                                     |                            |   |   |
| 100 7th St, Windsor, CO 80550                          | \$5,034,659                | 88%   | \$4,435,937                                   |
| 7790 Rea Pkwy, Windsor, CO 80550                       | \$2,081,059                | 88%   | \$1,833,579                                   |
| 9 Timber Ridge Pkwy, Severance, CO 80550               | \$2,346,405                | 88%   | \$2,067,370                                   |
| 121 6th St, Windsor, CO 80550 (Museum)                 | \$762,570                  | 0%  | \$0   |
| Vehicles   |                            |   |   |
| Antique vehicles and brush trucks                      | \$469,300                  | 0%  | \$0   |
| Vehicles   | \$5,720,127                | 100%  | \$5,720,127                                   |
| Fire Equipment and Business Property                   |                            |   |   |
| Communication & IT                                     | \$614,430                  | 100%  | \$614,430                                     |
| Fire Equipment   | \$1,152,121                | 100%  | \$1,152,121                                   |
| Station and Office Equipment                           | \$275,000                  | 100%  | \$275,000                                     |
| Fee Study  |                            |   |   |
| Cost of study  | \$10,000                   | 100%  | \$10,000                                      |
| Total Value of Fire Infrastructure for Fee Calculation |                            |   | \$16,108,565                                  |

#### **LAND USE DISTRIBUTION**



#### **FEE CALCULATION**

- Capital infrastructure projects distributed by land use distribution
- Cost by land use category allocated to number of new residential units or new nonresidential square feet

| Calculation of Impact Fees        |              |
|-----------------------------------|--------------|
| Value of Fire Infrastructure      | \$16,108,565 |
| Current Land Use Distribution     |              |
| Residential                       | 67.9%        |
| Non-Residential                   | 32.1%        |
| Costs by Land Use Category        |              |
| Residential                       | \$10,932,973 |
| Non-Residential                   | \$5,175,592  |
| Existing Development              |              |
| Residential (in dwelling units)   | 17,344       |
| Non-Residential (in square feet)  | 14,718,900   |
| Impact Fee by Land Use            |              |
| Residential (per dwelling unit)   | \$630        |
| Non-Residential (per square foot) | \$0.35       |

#### **FEE SUMMARY**

Residential

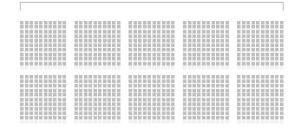
\$630

per dwelling unit

Non-residential

\$350

per 1,000 sq.ft.



#### SPRINKLERS IN LIEU OF FEES

- WSFR can choose to waive or reduce fees to incentivize voluntary sprinkler installation.
- Presence of sprinklers greatly reduces property loss and loss of life, but does not eliminate the need for a response from the District.
- Average cost of sprinkler installation (\$1.61/sq ft) outweighs the cost of the fees.
- ▶ BBC recommends WSFR reduce impact fees by a percentage commensurate to the reduced service costs when a sprinkler system is voluntarily installed.
- If a fee reduction is imposed, this reduction must be applied uniformly across all development types.
- Developers must install sprinklers across the entire development, rather than on selected properties.

# SUMMARY AND RECOMMENDATIONS

- The District should adhere to a written policy governing its expenditure of monies from the Impact Fee Fund.
- The District should maintain the Impact Fee Fund separate and apart from the General Fund, withdrawn only to pay for growth-related infrastructure.
- The fees calculated in this study should be updated periodically as the District invests in additional fire protection infrastructure.
- The fees should be updated annually based on established inflation indices.

#### **NEXT STEPS & IMPLEMENTATION**

- Make final adjustments to fee system
- Prepare final impact fee report & fee schedule
- Board approval
- Jurisdiction approval
- Public meetings (optional)
- Town Council adoption

## QUESTIONS?





# NEW STATION #4 BOARD OF DIRECTORS - REPORT





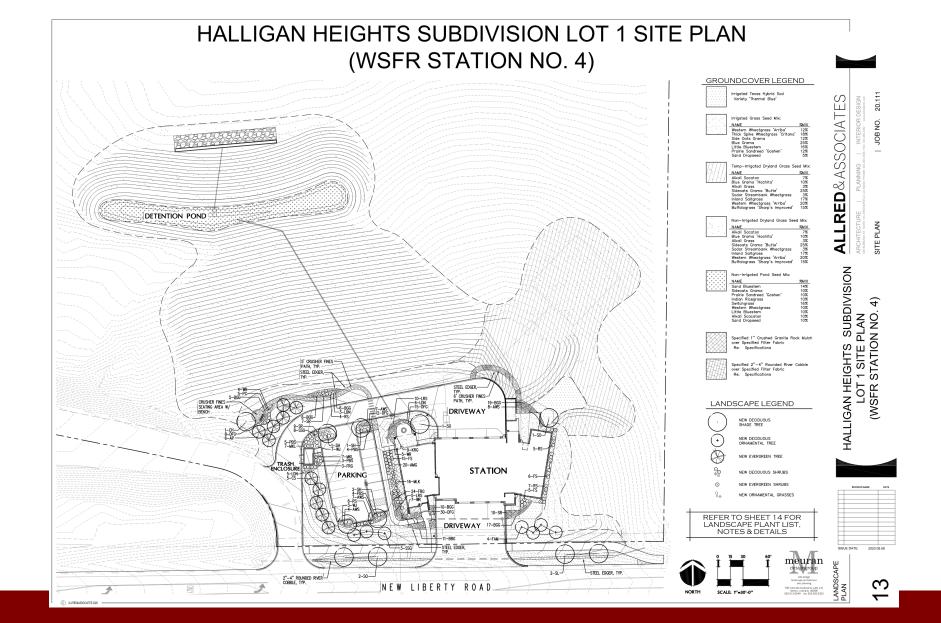
#### SCHEDULE

E

|                   | Design Team first planning            |            |
|-------------------|---------------------------------------|------------|
| <b>—</b>          | submittal                             | 9/15/2020  |
|                   | DOLA Grant Submittal                  | 10/1/2020  |
|                   | City to issue first planning          |            |
| _                 | responses                             | 10/9/2020  |
| $\longrightarrow$ | Schematic Design complete             | 10/10/2020 |
|                   | Design Team second planning           |            |
|                   | resubmittal                           | 10/30/2020 |
| $\longrightarrow$ | Design development complete           | 11/18/2020 |
|                   | City second planning comments         | 11/20/2020 |
|                   | Design Team final planning            |            |
|                   | submittal                             | 12/11/2020 |
|                   | 50% Construction documents            | 12/11/2020 |
|                   | City final comments on planning       | 12/30/2020 |
|                   | 95% Construction Documents            | 12/30/2020 |
|                   | Redlines from Design Team             | 1/18/2021  |
|                   | Prepare mylars to submit to Town      | 1/22/2021  |
| $\longrightarrow$ | 100% Construction Documents           | 1/25/2021  |
|                   | Issue for Permit                      | 2/1/2021   |
|                   | <b>Building Construction Comments</b> | 3/1/2021   |
| lack              | Resubmit to Building Department       | 3/8/2021   |
| <b>.</b>          | DOLA Grant Award                      | 3/1/2021   |
| Ψ                 | Permit Issued                         | 3/17/2021  |
| A                 | CONSTRUCTION START                    | 3/17/2021  |
|                   | CONSTRUCTION COMPLETE                 | 2/20/2021  |
|                   |                                       |            |



#### **DESIGN STATUS**



# FRONT ELEVATION



SOUTH-EAST PERSPECTIVE



**ALLRED**&ASSOCIATES HALLIGAN HEIGHTS SUBDIVISION LOT 1 SITE PLAN (WSFR STATION NO. 4)

SITE PLAN

JOB NO. 1818

DERSPECTIVE STATES 2020 09.08

 $\infty$ 

1 SOUTH-WEST PERSPECTIVE

# BACK ELEVATION



NORTH-EAST PERSPECTIVE



ALLRED&ASSOCIATES

ARCHITECTURE | PLANNING | INTERIOR DESIGN 599 BROBLEN ST SUITE 125, BROOMFIELD, CO 90209 PHOLE 303,495,4398 | PAX 303,445,432 | WW.MERSENCO.COM

SITE PLAN

JOB NO. 1818

AS NOTED

HALLIGAN HEIGHTS SUBDIVISION LOT 1 SITE PLAN (WSFR STATION NO. 4)

PERSPECTIVESS

#### **VIEW FROM NORTH**



VIEW FROM BELOW - BARN OWL COURT CUL DE SACK - NEW

N.T.S.

#### **NEXT STEPS**



- 1. SUBMIT TO WINDSOR PLANNING DEPT 9/15
- 2. SUBMIT FOR DOLA GRANT 10/1
- 3. FINISH SCHEMATIC DESIGN 10/10