
2022 COLORADO FIRE COMMISSION ANNUAL
REPORT



SUBMITTED AUGUST 2022

Letter from Commission Chair

I am pleased to present the Colorado Fire Commission's Third Annual Report pursuant to Colorado Revised Statute § 24-33.5-1233. The amount of success the Commission and its Subcommittees have accomplished is unprecedented. We tackle each year with excitement and enthusiasm knowing our work benefits not only the State, but potentially becomes standard nationwide. The diversity that makes up this team is what has contributed to its success.

In its third year, the Commission worked hard to come up with additional recommendations that have a broad impact on Colorado's fire service. These recommendations ranged from supporting additional statewide dispatch capability to ensuring communities have a better understanding of the risks they face through community risk reduction efforts and better data collection and dissemination.

The initial success of the Commission and the unified big picture goals from the Stakeholders will keep Colorado ahead of the game. Facing these issues with a competitive outlook of trying to be the best is the key to success. As we face new challenges in the next year of this commission, we will continue the fight as a team to make Colorado more prepared and safer from the threat of fire.

The Colorado Fire Commission thanks the Governor's Office and the Colorado General Assembly for its continued support. It is my honor to continue to work with those committed to ensuring the success of the Colorado Fire Commission and improving how Colorado manages fire issues for years to come.



Stan Hilkey
Colorado Fire Commission Chair
Executive Director, Colorado Department of Public Safety



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Commission Members

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Statewide Organization Representing
Professional Firefighters

Mike Morgan, Vice Chair
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Bryce Boyer
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Chiefs— East Slope

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Executive Summary

The third year of the Commission has been busy and productive. The Commission never lost sight of its original recommendations, ensuring the 2020 recommendations were communicated to appropriate stakeholders and supported by the Legislature where necessary. At the same time, the Commission began working in new areas to improve how Colorado manages fire and its consequences. The Commission's subcommittees and task forces met 28 times to hear from subject matter experts and develop recommendations to present to the Commission.

In 2021, the Colorado General Assembly addressed and funded four of the recommendations from the 2020 Commission Annual Report. Senate Bill 21-166 Colorado Fire Commission Recommendations addressed Recommendations 20-01 (Implement the Colorado Coordinated Regional Mutual Aid System) and 20-02 (Update Mutual Aid Statutes to Support the Colorado Coordinated Regional Mutual Aid System). Senate Bill 21-227 State Emergency Reserve partially addresses Recommendation 20-03 (Establish a State Responsibility and Large Wildland Fire Fund within DFPC) by providing a more sustainable funding source for the State Emergency Reserve Fund. Senate Bill 21-049 Department of Public Safety Supplemental and Senate Bill 21-205 Long Appropriations Bill provided \$1.8 million to support Recommendation 20-04 (Implement an Enhanced State Assistance Program), starting in fiscal year 2021.

Recommendation 21-01: Implement the Colorado State Fire Coordination Center to integrate 24/7 capability for dispatching Colorado's fire-based resources. This recommendation increases access to fire-based resources on a 24/7 capacity. It also increases the staffing at regional coordination centers in order to provide quicker response times. With fire season becoming a year-round event, access to proper resources in a timely manner is critical mission success.

Recommendation 21-02 Enhance firefighter readiness through expanded training and certification opportunities. This recommendation increases access to training and certification for firefighters across Colorado by increasing the number of state training resources (trainers and mobile training props) and subsidizing the cost of firefighter certifications. Improving access to training and certification allows the members of



Colorado Fire Service to increase proficiency in their day-to-day operations, which reduces the risks to both first responders and the communities they serve.

Recommendation 21-03: Implement a Data Driven Program to Reduce Risk and Strengthen Colorado’s Fire Service. This recommendation allows for integration of various data sources into a user-friendly platform to increase data-driven decision making around Colorado’s fire issues. Providing better data management for the fire service in Colorado is key to understanding gaps in data collection, informing the public, and determining where the fire service is going in the future and how to get there.

Recommendation 21-04: Support the Statewide Community Risk Reduction Initiative. This recommendation creates a designated Community Risk Reduction Unit within DFPC that assigns a Community Risk Reduction Specialist, equipped with an educational trailer, to each quadrant of the state. The purpose of locating these professionals in each quadrant of the state will be to aid local jurisdictions in the development, implementation, and ongoing assessment and improvement of a risk reduction program for their community.

Recommendation 22-01: Creation of a Wildland-Urban Interface (WUI) Code Board.

This recommendation will create a WUI Code Board. This will give the board up to 24 months to adopt a minimum code, allowing time to seat the Board, develop policies and procedures of the Board, and hold hearings on code adoption. The WUI Code Board would determine the timeframe for code implementation. One year for implementation is the suggestion from the WUI Subcommittee, as one year allows communities time to come into compliance. Under this framework, the State, local governments with code officials, local governments without code officials, and the WUI Code Board have roles to ensure that a minimum code in wildfire hazard areas will be adopted, implemented, and maintained properly.



Introduction

Report to the House Rural Affairs and Agriculture Committee and the Senate Agriculture and Natural Resources Committee and the Wildfire Matters Review Interim Committee pursuant to Colo. Rev. Stat. § 24-33.5-1233

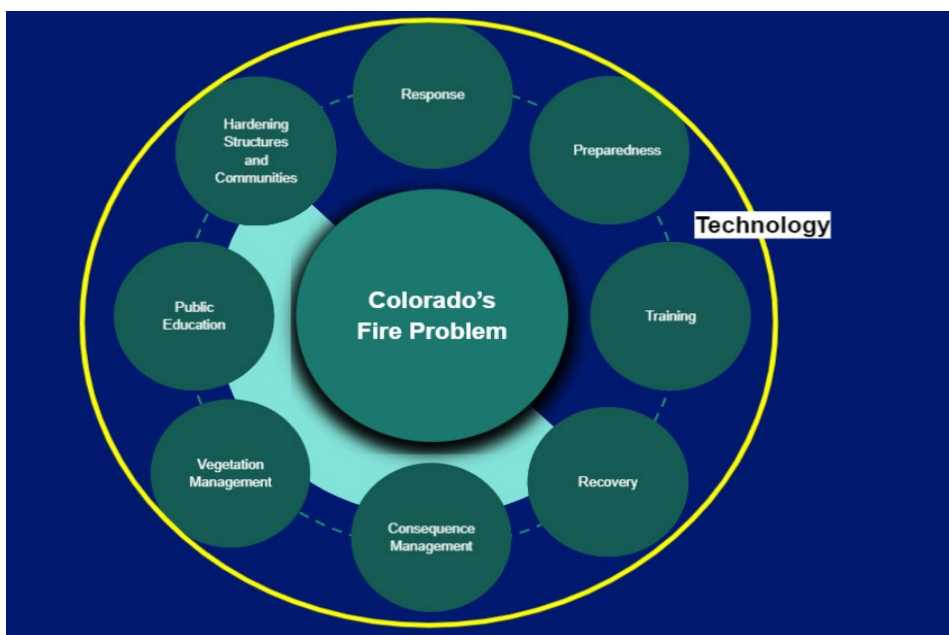
The Colorado Fire Commission was established in 2019 when the Colorado General Assembly recognized the importance of having a dedicated, stakeholder-driven group to address the challenges faced by Colorado’s fire service. These problems are growing in both size and complexity, and effective solutions require an updated approach. The first-of-its-kind Commission has members committed to developing innovative solutions that can be tailored to meet diverse needs. The Commission is working from many angles to ensure a holistic approach to managing fire and its consequences. Since the last annual report, the Commission has worked not only on wildland fire issues but also on addressing high-risk hazards, data and fire investigations, the coordination of fire-based resources, and ensuring a well-trained and properly equipped fire service. Tackling the fire problem requires a multifaceted approach, and the Commission continues to work on ensuring that its work is making a meaningful and impactful contribution to Colorado’s fire service and the people it serves.

This report provides an overview of the third year of the Colorado Fire Commission’s (Commission) activities. The mission of the Commission is to enhance public safety in Colorado through an integrated statewide process focused on the Fire Service’s capacity to conduct fire management and use, preparedness, prevention, and response activities to safeguard lives, property—including utility and communications infrastructure—and natural resources and increase the resiliency of local and regional communities.

Since publishing the report in August 2021, the whole Commission has met four times, and the Commission’s subcommittees and task forces met 28 times to hear from subject matter experts and develop recommendations to present to the Commission. In January of 2022, the Commission published an Addendum to the 2021 Report after finalizing



new recommendations at the January 2022 meeting. The Commission and its subcommittees have finalized four recommendations for this Annual Report. The development of these recommendations was in process prior to the publication of the August 2021 Annual Report, however, in an effort to ensure the recommendations had broad stakeholder support, they were not finalized and voted on until the October 2021 and January 2022 Commission meetings. Prior annual reports, meeting documents, recommendations, and summaries can be found on the Commission website: www.coloradofirecommission.com.



The Commission's Holistic Approach to Colorado's Fire Problem



Activities of the Fire Commission

This section summarizes the activities and accomplishments of the Commission since the publication of the August 2021 report.

In its third year, the four Commission meetings were focused on reflecting on opportunities for continuous improvement, determining ongoing needs for existing subcommittees, and identifying new priority areas. The Commission prioritized the need to ensure its previous recommendations were communicated to appropriate stakeholders and supported by the Colorado General Assembly where necessary.

The Commission's four subcommittees established in 2021 continued to refine recommendations to present to the Colorado Fire Commission since the publication of the 2021 Annual Report and the Addendum to the 2021 Annual Report.

The Commission continued to adapt to the virtual environment by offering both virtual and hybrid meeting options for full Commission meetings and Subcommittee and Task Force meetings. The virtual environment presented the unique opportunity to engage stakeholders from throughout Colorado and to ensure meetings were accessible for all attendees.

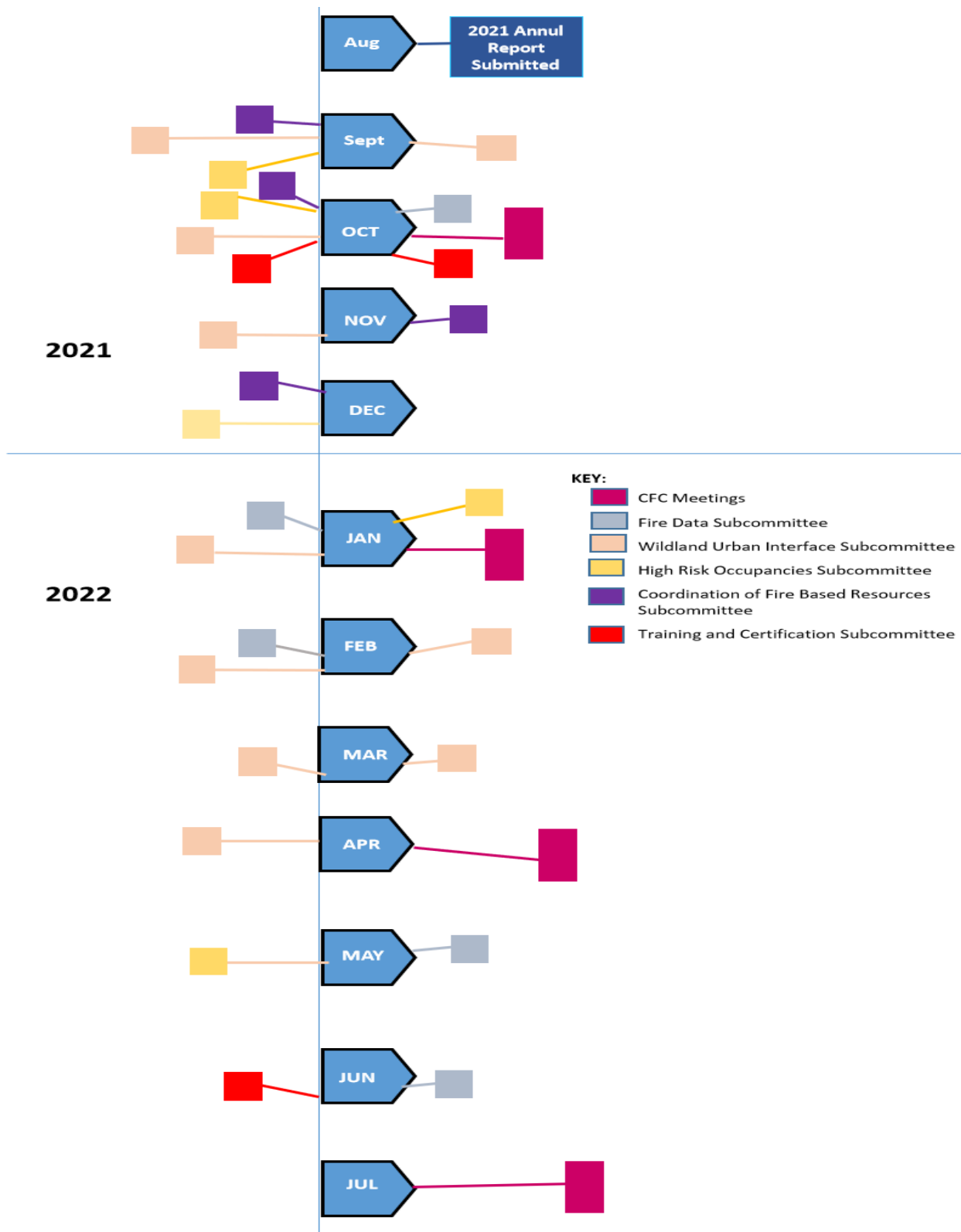
During the January 2022 meeting, the Commission approved four recommendations, only one of which was funded by the General Assembly during the 2022 Legislative Session. During the April 2022 meeting, the Commission approved an additional recommendation to address the Wildland Urban Interface Problem. During the July 2022 meeting, the Commission voted to update two recommendations for inclusion in the 2022 Annual Report. Currently, there are four outstanding Commission recommendations that have not received funding for full implementation.



CFC Meeting, Grand Junction, July 2022

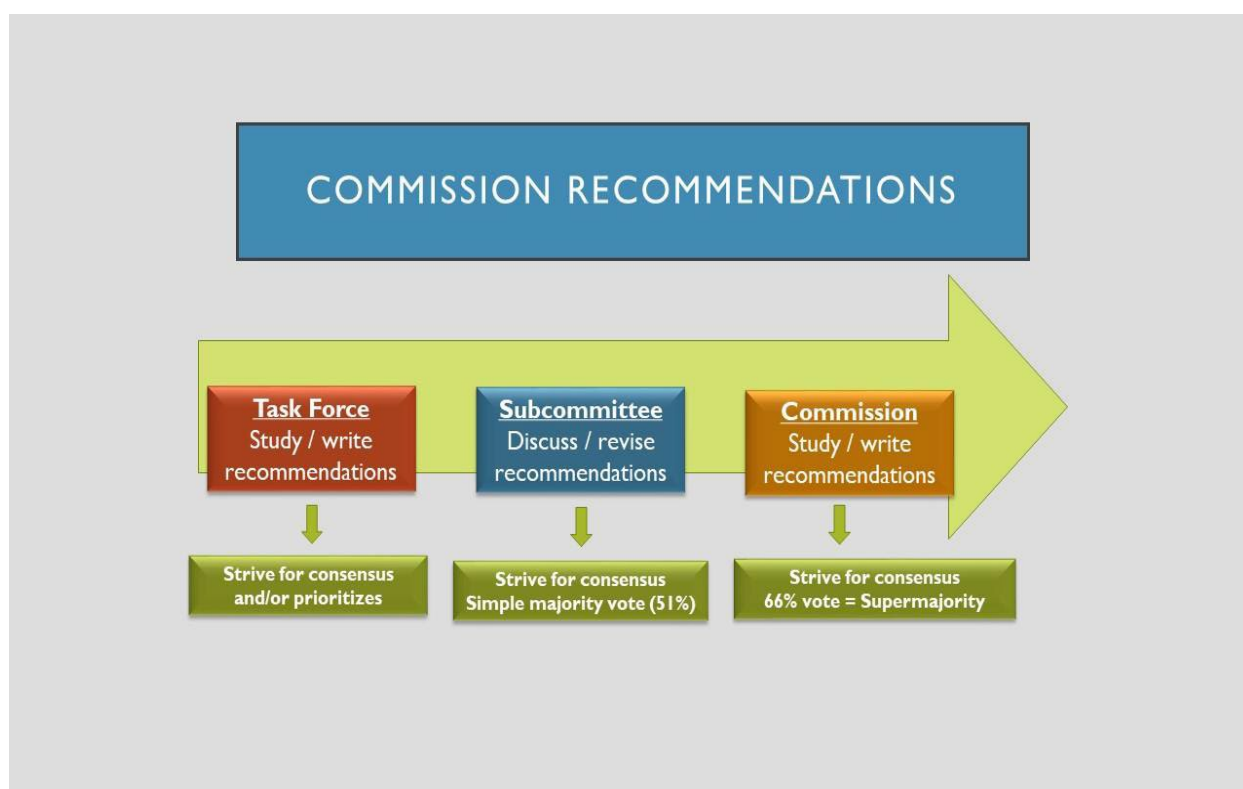


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Commission Subcommittees and Task Forces

Subcommittees and task forces allow smaller groups to work on innovative solutions to the issues prioritized by the Commission. Subcommittees and task forces include both Commission members and other subject matter experts that can provide insight and context on these issues. To focus the efforts further, subcommittees can create smaller task forces to work on one specific aspect of the subcommittee's overall work.



I. Coordination of Fire Based Resources Subcommittee

The focus of this Subcommittee is to improve how state and local fire resources are coordinated and dispatched. This Subcommittee agreed that a holistic approach to resource coordination should address: 1) Needs during times of mutual aid and surge capacity to address rapidly expanding incidents; 2) How to effectively dispatch year-round fire and aviation resources; and 3) Strategic movement and pre-positioning of resources to be prepared for periods of higher wildfire potential and activity in different areas of the State.

A. Background

Multiple efforts are currently underway that impact the coordination of fire-based resources. The goal of the subcommittee was to coordinate across these efforts to maximize resources and minimize duplication. The efforts include the Colorado Coordinated Regional Mutual Aid System (CCRMAS), the Rocky Mountain Area Interagency Dispatch Study, and the need to improve dispatching capability for state resources due to the increase in aviation assets. Each effort is described in detail below.

1. Colorado Fire Service - Statewide and Regional Mutual Aid Coordination:

The focus of the Statewide and Regional Coordination of Mutual Aid Subcommittee was to strengthen regional and statewide coordination of mutual aid resources and initial attack capabilities for fire and other hazards. This Subcommittee had two Commission-approved recommendations in 2020, both of which were codified in Senate Bill 21-166.

- Colorado Fire Commission Recommendation 20-01: Implement the Colorado Coordinated Regional Mutual Aid System (CCRMAS). CCRMAS is an effort to better coordinate the initial attack response of fire resources to emergency incidents, when resources are needed beyond the local level.
- Colorado Fire Commission Recommendation 20-02: Update Mutual Aid Statutes to Support the Colorado Coordinated Regional Mutual Aid System. Update Colorado Revised Statutes to address liability issues.



The subcommittee design of the CCRMAS was intended to provide an initial baseline system and support personnel to assist and take the burden of larger scale resource coordination off local agencies during rapidly escalating incidents. System design and organization were limited to basic mutual aid coordination, and did not address extended attack mobilization or other fire dispatching needs. SB 21-166 authorized eight FTE in the Colorado Department of Public Safety to stand up and run the CCRMAS.

While the success of CCRMAS is not directly dependent on fire dispatching issues, members of both Subcommittees recognized that there is the potential opportunity to leverage resources and enhance the effectiveness of both programs through ongoing coordination.

2. Counties and Fire Departments - Wildfire Dispatching:

The interagency wildfire dispatching system includes Fire Department, County, State, and Federal resources and is utilized for wildfire (and some all-hazard) incidents in all jurisdictions and ownerships. When needed, local agencies utilize this system for initial attack fires on non-federal lands to access: command and control, rotor-wing, and fixed-wing aircraft; handcrews and modules; overhead; and other wildfire specific resources. The involvement of interagency dispatch during initial attack varies widely across the state, with some areas relying heavily on the interagency system and other areas handling initial attack primarily through their local dispatch system. Federal agencies access local fire resources during the initial attack through local dispatch systems. Local agencies utilize the interagency dispatching system for extended attack incidents involving non-federal lands to access: Incident Management Teams (IMTs); resources available to commit to long duration assignments; access to the Rocky Mountain Area and National fire caches; air space coordination; vendors (caterers, showers, etc.); and resources outside the local area and State when local resource capacity has been exceeded.

Fire Departments and Counties are both end users and resource suppliers to the interagency system. The interagency system is how local agencies gain access to



resources from outside the local area and State when local resource capacity has been exceeded. The interagency system is how Fire Departments and Counties provide assistance and support to the State and Country on incidents outside of their jurisdiction. Over the last decade plus, the number of local agencies participating in interagency wildfire assignments outside of their local area has increased significantly, allowing federal land management agencies to continue with an antiquated staffing model that is insufficient to address the current fire problem. This has resulted in an increased number of available resources, but also placed an increased demand for services and workload on the interagency system. The need to increase the capacity of this system is critical to reduce the currently unacceptably high number of Unable to Fill (UTF) orders that occur both within the RMAC and nationally.

Common issues and concerns that are frequently heard about the interagency system include:

- Fire Departments and Counties often cite the heavy federal influence at the interagency centers and lack of local knowledge, particularly from out-of-State detailers that are regularly used to staff the centers;
- Longer core fire seasons and year-round fire occurrence, increased use of aircraft and hand crews resources by local agencies because of need, and increased funding support from the State have resulted in an increased workload on the interagency system from non-federal incidents;
- Interagency Dispatch Centers often cite the increased time, workload, and demands from local agencies to send resources out of the local area. Initial attack and local dispatch have to take priority, and services for out-of-area assignments may have to be reduced or cut.
- It is estimated that well over 5,000 Resource Orders are placed each year for non-federal resources and incidents within the interagency dispatch system in Colorado (note this is a low-end, conservative number).



- The level of non-federal agency contributions and funding to the interagency system is a long-standing issue. Currently Fire Departments and Counties do not contribute funding or personnel to the interagency system, resulting in increased demands and impacts to the system with no corresponding support. Current state contributions do not cover the workload of State resources and incidents, much less the workload from local fire agencies.
- Local agencies contribute financially and are engaged in policy discussions with their local dispatch centers. Federal agencies do not contribute to local dispatch systems, though those systems are frequently utilized by federal agencies to access non-federal resources. State agencies do not contribute to local dispatch systems, and the current limited State contributions to the interagency system do not cover the identified workload for non-federal agencies. The current system of systems approach leads to frustrations of using different systems for different incident types and scales. The intent of this proposal is to develop one system for local agencies to go to when local capacity has been exceeded and outside resources are needed, with seamless transition from local dispatch systems to the single statewide system.

The capacity of the interagency dispatch system needs to be increased to better improve service to local agencies, provide the necessary resources for non-federal fires, and to meet system demands for out-of-area resource mobilization to provide needed resources quickly and efficiently.

3. DFPC Resources - Basic Dispatching and Statewide Mobilization:

- Accountability and dispatch/deployment are core characteristics of the National Incident Management System (NIMS) and the Incident Command System (ICS). A dispatch function is a core necessity of any fire service agency, as this is what ensures accountability of personnel and resources, the effective, efficient deployment of resources, and basic safety practices.



The Division of Fire Prevention and Control (DFPC) does not currently have a common, consistent dispatch system, and in some cases has no dispatch or tracking system at all. DFPC personnel and resources are currently tracked and mobilized through a combination of: local/PSAP systems, county systems, state systems, and the interagency dispatch system. There is no one entity, location, or system to track and/or order all DFPC resources. Some examples of how State resources are currently tracked and dispatched includes:



2022 Menkhaven Fire Conejos County

- Multi-Mission Aircraft (MMA) - ordering and dispatching occur as secondary duties performed by DFPC leadership staff serving as the agency Duty Officer. Flight following does occur with interagency dispatch centers when they are open and staffed.
- The majority of DFPC personnel do not have a home dispatch center to perform basic accountability and track resources going in and out of service on a daily basis. Personnel traveling across the State typically rely on texting supervisors or spouses as a substitute.
- Tracking of State resources assigned to wildfire incidents is done via a spreadsheet, with supervisors or firefighters from the assigned resources responsible for data entry.

The number of tactical DFPC resources has grown significantly since the inception of the agency in 2012, without any corresponding increases in dispatch capacity or support to existing systems. In 2012, DFPC resources consisted of 2 Single Engine Air Tankers (SEATs) on 150 day contracts, four seasonal engines, and ten field personnel.



The DFPC response resources have grown significantly since 2012 to increase the State's capacity to support local government, including:

- 2014 - addition of 2 Exclusive Use (EU) helicopters on 120 day contracts, and conversion of 4 existing engines and 1 new engine to year-round status;
- 2015 - addition of 2 agency-owned, year-round MMA;
- 2018 - addition of Call-When-Needed SEAT contracts for the 'off-season';
- 2020 - addition of 4, 10-person Modules;
- 2018 through 2021 - addition of 10 fire management staff around the State; and
- 2021 - extension of existing SEAT contracts from 150 days to 240 days per aircraft; extension of existing helicopters from 120 days to 230 days per aircraft; addition of 110 day EU Large Air Tanker (LAT); and addition of a 110 day EU contract for a Type 1 Helicopter that will become a year-round Fire Hawk in late 2022.

The limited number of qualified aviation dispatchers in the RMA, along with the increased number of federal and state aviation resources, and the change to extended contracts and year-round, all-hazard state aviation assets has resulted in a challenge that must be addressed within the next year. In addition, the lack of a tracking and dispatch system for all State personnel and resources needs to be addressed and ideally incorporated into one solution.

4. Rocky Mountain Area - Interagency Dispatch Efficiency Study:

The Rocky Mountain Area (RMA) Dispatch Efficiency Study is a multi-year effort between federal and state agencies to design and implement an interagency wildfire dispatching system that is resilient and adaptable to the current and future needs of the entire fire community. The assessment identified systematic barriers to providing consistent, high levels of dispatching services, including: understaffing, limited facilities, limited technological capabilities, and inconsistencies in operating procedures across the different centers. Potential changes to the dispatching system include dispatching zone boundaries, the number and location of centers in the state, organizational structure of the staffing, design of the center facilities, and



standardization of operating procedures. Decision makers identified four key objective areas:

- Providing high and consistent levels of customer service
- Fostering resiliency and adaptability of the system to current and future needs
- Providing for the health and well-being of employees
- Stewarding taxpayer dollars wisely

An additional component of the study is to assess and evaluate funding, staffing, and contributions to the interagency dispatch system by federal and non-federal agencies within the RMA. A Dispatch Cost Allocation Tool (DCAT) was used to assess workload by agency, and to serve as a baseline to evaluate fair share cost contributions based on that workload. Initial data from the DCAT indicate that:

- The US Forest Service (USFS) and Bureau of Land Management (BLM) are contributing a disproportionately higher amount to the system compared to their use based on incidents and workload.
- Non-federal entities in Colorado (State, County, and local Fire Agencies) are contributing a disproportionately lower amount to the system compared to their use based on past incidents and workload.
 - Non-federal contributions to the interagency dispatch system have not increased since 2009. The State provides a limited amount of financial support, while local agencies do not provide funding or support to the system.
 - Non-federal share of incident workload does not include basic tracking and dispatching services for state resources, the addition of new State resources, staffing shortages in the current interagency system, or future dispatching needs.



- As noted previously, participation of local fire agencies mobilizing outside of Colorado and the RMA has increased significantly over the last decade plus, resulting in an increased workload and demand for services. Out-of-area mobilizations are a lower priority than in-state dispatching, and may not occur under current staffing limitations.

The recommended alternative for phase one of the study (number of centers and associated boundaries, locations for dispatch centers, and whether to build or lease the centers) has been identified, and the decisions for phase one are expected to be made by the RMA Fire Executive Committee (FEC) by January of 2022. Phase two decisions will be more focused on details including: center design, standard operating procedures, etc. The timing of the RMA Dispatch Efficiency and Colorado Fire Commission work on fire resources provides a unique opportunity to align the two efforts to design and implement a system that can meet Colorado’s future fire needs, and efficiently leverage resources and funding from all of the involved entities. The Subcommittee met 7 times between May and December 2021. They developed this recommendation aimed at improving dispatching of fire-based resources across Colorado.

Recommendation 21-01: Implement the Colorado State Fire Coordination Center to integrate 24/7 capability for dispatching Colorado’s fire-based resources

This recommendation addresses coordinating fire-based resources across Colorado through the development of a State Fire Coordination Center. The center will not only aid in the movement of fire-based resources during large events, but also will:

- Support the CCRMAS by providing 24/7/365 coordination/dispatching services;
- Support the dispatching and tracking of all State fire resources, including fire inspectors, fire investigations, training resources, etc.;
- Support the interagency wildfire dispatching system by adding state dispatchers to the three Interagency Dispatch Centers (IADC) proposed in the Rocky Mountain Area Interagency Dispatch Efficiency Study;



- d. Support resource coordination through the integration of IADCs and the State Emergency Operations Center (SEOC); and
- e. Support year-round aviation dispatching

Figure 1 shows the organization of the State Fire Coordination Center and its integration with CCRMAS and IADC. The State Fire Coordination Center would house three (3) CCRMAS coordinator positions approved through SB21-166, nine (9) new dispatcher/coordinators to meet 24/7/365 needs, one (1) aviation dispatcher, and one (1) IT specialist as proposed in this recommendation, and be co-located with one of the IADCs. The other CCRMAS positions would be located in their respective state regions. The recommendation also calls for three (3) state dispatchers in each of the other two IADCs.



Marshall Fire, Dec 2021



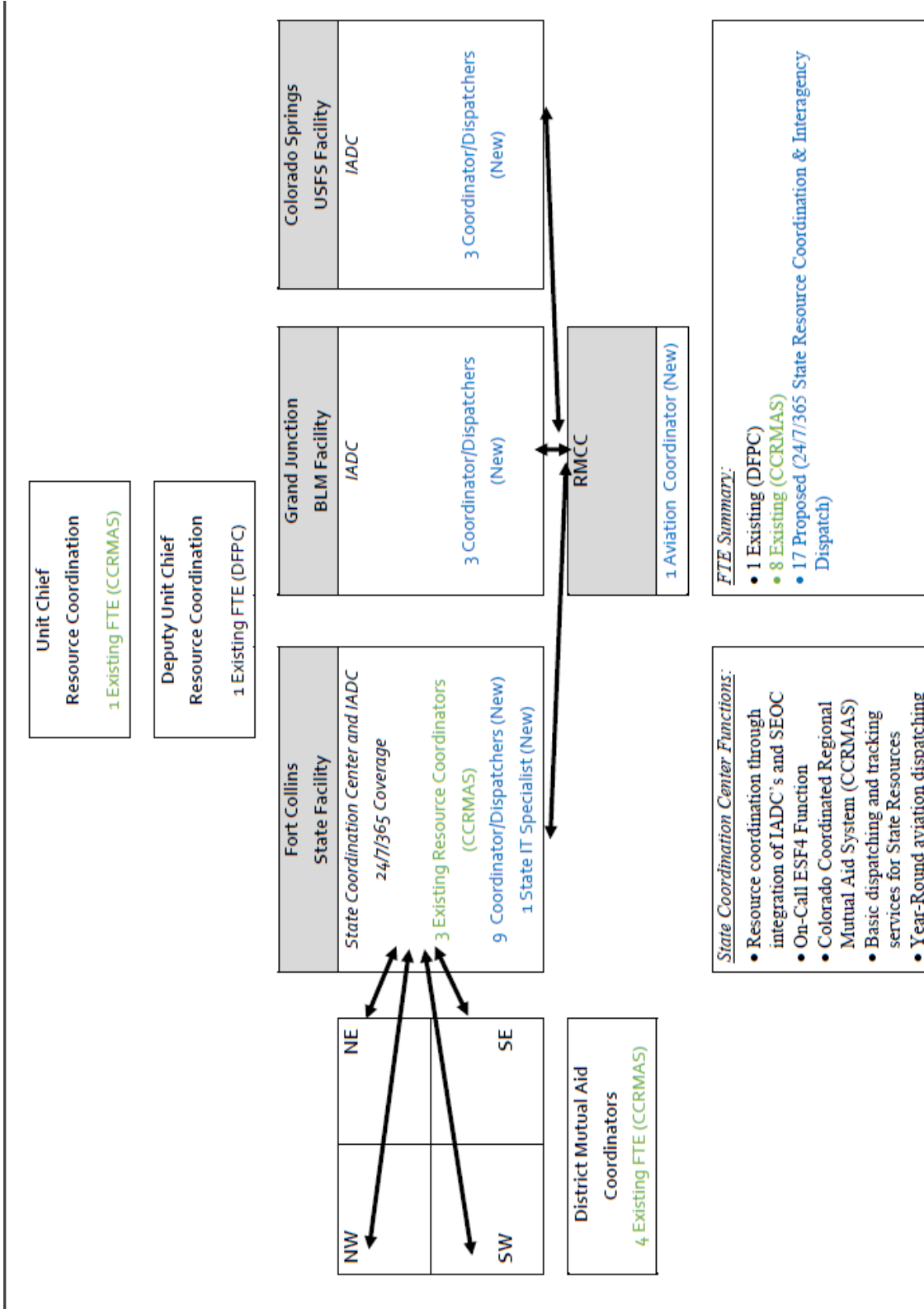


Figure 1: Organization Chart for the State Coordination Center and Interagency Dispatch Support



1. Intent and Key Principles:

- a. One stop shopping for incident commanders, counties, local fire agencies, and 911/PSAP systems that need fire resources from beyond the local area;
- b. Leverage all available sources of personnel, funding, and facilities to maximize available resources, effectiveness, capacity, and cross-training/redundancy;
- c. Develop a holistic system to meet all fire service needs on a year-round basis;
- d. At a minimum, address current barriers and shortfalls in dispatch funding and staffing; and
- e. Ideally, plan, prepare for, and implement a system to meet future fire service needs and Colorado's increasing fire problem to get ahead of that curve

2. Assumptions:

- a. CCRMAS was created via SB21-166, and is not dependent on this dispatch proposal in order for fire service mutual aid to operate at a baseline level;
 - Current CCRMAS staffing levels do not allow for true 24/7/365 coverage.
 - Current CCRMAS staffing levels will provide for 1 central coordinator position during the 'day shift' 7 days a week, with the 4 District Mutual Aid Coordinators rotating on 1 week on-call periods to receive and initiate after hours requests.
- b. There can be value in leveraging and combining CCRMAS and Dispatch resources;
 - Facilities, staffing, cross-training, redundancy and backups, etc.
- c. Need capability to dispatch aviation resources on a 365 day per year basis to meet Colorado's increasing year-round wildfire problem;
- d. Need dedicated, trained, skilled personnel for mobilization of fire resources;



- Do not rely on personnel performing secondary duties for core dispatch functions.
 - e. Value in having a non-federal presence with local knowledge at interagency centers;
 - f. Value in increasing Colorado’s capacity to ensure we meet minimum staffing needs regardless of National priorities or availability of resources outside of Colorado;
 - Minimizes need to order dispatchers from outside the State
3. Concept:
- a. Combine existing CCRMAS positions, new proposed Dispatch positions, and 1 existing DFPC position into an integrated, interagency system for tracking and dispatching fire resources;
 - b. Create a State Fire Coordination Center function and house it within a new location, the Rocky Mountain Area Coordination Center (RMCC), or a Tier 3 Interagency Dispatch Center
4. Organizational Structure and Duties (see Figure 1 for Organizational Chart):
- a. Existing Unit Chief (1) - State-wide lead for management and coordination of fire resources
 - b. Existing Regional Mutual Aid Coordinators (4) – Regional coordination of mutual aid resources and based in each DFPC District
 - c. State Fire Coordination Center Concept:
 - Existing Deputy Unit Chief (1) - adds depth and capacity, formal State supervisor of 2 Fire resources Coordination positions and 1 Aircraft Dispatcher
 - Existing Regional Mutual Aid Coordinators (3) - perform duties of SB21-166
 - Existing Fire Resource Coordinator (1) - process and implement mutual aid requests and mobilizations, perform Incident Qualification System (IQS) and IROC data entry and maintenance, assist with other dispatching and mobilization needs



- New Aircraft Dispatcher (1) - add depth to have 1 Federal and 1 State aircraft lead at RMCC for 7 day coordination of aircraft on a statewide basis
 - New State IT Tech Support (1) - lesson learned from California to have a dedicated, non-federal resource to integrate, manage and maintain IT systems and needs
 - New State Coordination/Dispatchers (6) - allows for true 24/7/365 dispatching and resource coordination coverage
- d. Increase non-federal contributions to the interagency dispatch system and overall capacity to meet future needs and impacts of the fire issue in Colorado:
- New Fire Dispatchers (9) - year-round aviation dispatching, basic tracking and dispatching of state resources, and other fire dispatching and support. Under the recommended RMA Dispatch Efficiency Study model of 3 centers, this would allow each of the 3 centers to have a State Dispatcher on 7 days per week, with additional capacity for redundancy, vacation and sick leave, professional development, and improved ability to staff expanded dispatch and cover for federal dispatchers in each center. Three (3) of these dispatchers would be located in the new State Coordination Center which will be co-located with one of the 3 centers
5. Summary:
- a. Personnel
- 17 new Full-Time Equivalent (FTE)
 - Leveraged with 9 existing FTE (1 existing DFPC and 8 DFPC/Mutual Aid/CCRMAS)
- b. Estimated annual cost of \$2,270,000
- Annual personnel costs (salary and benefits) of approximately \$1,560,000
 - Annual operating costs of approximately \$710,000
 - Need to conduct additional research on operating costs (facilities, IT infrastructure, one-time startup, etc.).



- c. Funding for this program would be requested as spending authority and an appropriation from the General Fund.
6. Advantages and Benefits:
- a. One contact for all fire service needs beyond the local area
 - b. Dedicated, trained, skilled personnel for mobilization of Colorado's Fire Service resources
 - c. Provide basic, essential dispatch and tracking services for State fire resources
 - d. Creates a year-round aviation dispatch capability
 - e. Non-federal presence with local knowledge at interagency centers
 - f. Non-federal agencies contribute to current and future needs
 - g. Improved capability, efficiency, cross-training, and redundancy

C. Recommendation Status

The Commission approved Recommendation 21-01 by a vote of 20-0 at the January 2022 meeting. This recommendation was fully funded by Senate Bill 22-206: Disaster Preparedness and Recovery Resources, signed into law on May 17, 2022.

The Division of Fire Prevention and Control, the Bureau of Land Management, and the US Forest Service have partnered to begin implementation of Colorado Fire Commission Recommendation 21-01 (Implement the Colorado State Fire Coordination Center to Integrate 24/7 Capability for Dispatching Colorado's Fire Based Resources). Initial efforts have been focused on beginning the consolidation from 6 interagency dispatch centers to 3, with a staggered implementation of the 3 centers completed by December of 2024. DFPC plans to hire State Resource Coordinators and Dispatchers for the Fort Collins Center in the winter of 2022-23 to stand up State Fire Coordination Center functions, improve capacity to dispatch state resources, and to improve and increase capacity to implement CCRMAS for all types of fire incidents.



II. Training and Certification Subcommittee

A. Background

The focus of this Subcommittee is to ensure that Colorado has a well-trained and properly equipped fire service. Colorado has approximately 16,000 firefighters working across 375 agencies. These range from large, urban career departments along the I-25 corridor to the small, all-volunteer and combination departments covering the majority of the state. Regardless of the type of department, its location, or its budget, all firefighters deserve high-quality training and the right equipment to protect themselves from the hazards of the job.



Live Fire Training

The DFPC Professional Qualifications and Training Section (PQTS) is responsible for managing the voluntary firefighter certification program for structural firefighters, testing and training firefighters in accordance with national standards, and administering grants for the fire service. PQTS currently has only nine FTE to provide these services to Colorado's 16,000 firefighters.

1. Firefighter Certification Program

The Certification program manages firefighter certifications including testing and renewals. Both the International Fire Service Accreditation Congress (IFSAC) and ProBoard duly accredit the majority of certifications issued by PQTS. Certification provides recognition of demonstrated proficiency to nationally recognized standards. Having the third-party accreditation bodies assures candidates that DFPC's Certification Program meets the national standards. As noted by ProBoard,



“Accreditation is the stamp of approval from a third-party review of an agency’s certification system. The review includes all aspects of certification testing including; completeness, fairness, security, validity and correlation to the national standards. Certification is the verification that a candidate has successfully completed an evaluation of his/her knowledge, skills and abilities (KSA) against the national standard. Individuals that successfully pass a certification exam are certified. Candidates that are certified by an accredited agency [CDFPC] have the value-added assurance that the test they took accurately measured them against the standard". The term accredit is a form of recognizing that an organization is conforming to a standard that qualifies its students or graduates for recognition. Accredited is not the same as certification. When organizations are accredited, it means that the institution itself has the ability to certify individuals.

In the context of this definition, there are standards, courses of instruction, testing processes, issuance of certificates and a host of other activities. An accredited organization has been authorized by someone to deliver programs. In the training world, this is most often the organizations that have been created to provide oversight; Pro Board and IFSAC.

The State charges \$30 for each initial certification written test and \$20 for each certification renewal. Certifications renew every 3 years. The fees collected for the certification program from 2016-2020 averaged \$136,726 annually. These fees do not cover the cost of administering the certification program.

2. Training Program

The DFPC firefighter training program manages mobile training props, supports regional training events, and supports local fire departments by addressing their training needs. The program does not charge fees for most training events. The use of the mobile training props, including two Mobile Live Fire Training Units (MLFTU), One Mobile Driver Simulator Unit (MDSU), and one Mobile Pump Operator Unit (MPOU), are provided at no cost to the fire departments. DFPC covers the costs of the Regional Training Officer (RTO), the costs associated with moving the units (fuel, wear and



tear), and all maintenance of the units out of DFPC's base operating budget. Based on an analysis of costs, DFPC spends approximately \$1,500 each time the unit is moved regardless of whether that is for one day or one week. PQTS also supports regional training events, including Fire on the Plains and the Colorado Firefighter Academy. The fees charged to cover these training events are used exclusively for the events and no funds are provided to DFPC to cover expenses, which includes staff time, travel, and hotel rooms for instructors.

The training units are unable to be utilized during the winter months due to the potential to freeze pipes and sensitive electronics. As a result, DFPC is limited to running the trailers from April through October. Some facilities have modified electrical outlets to store and use the MDSU inside during the winter months. The mobile training props were obtained through Assistance to Firefighter grants, which require a 15% match. These props were purchased as an acknowledgement that the State should play an active role in supporting training across Colorado. There are a number of departments that do not participate in the certification program and do not have access to training facilities, live fire in particular, or instructors. PQTS is not able to meet the statewide demand for these props.

3. Driving Assumptions

The driving assumptions behind this work include:

- a. Firefighter certification in Colorado is voluntary.
- b. Costs associated with certifications are often cited as a reason some departments do not work toward certification.
- c. Certification ensures firefighters have met a minimum training standard.
- d. Due to testing security concerns, written testing is limited due to the limited number of approved proctors available.
- e. Training standards are set to increase firefighter safety and effectiveness.
- f. Removing the cost of certification may increase the number of firefighters/departments seeking certification, increasing the workload on DFPC staff.



- g. The fees DFPC collects for certifications do not cover the costs of managing the certification program
- h. DFPC is unable to meet the demand for training requested by local fire departments.
- i. Availability of instructors statewide is limited and DFPC often relies on firefighters to donate their time to instruct.
- j. Increasing training opportunities increases firefighter safety and readiness.
- k. Firefighter training needs vary across Colorado.
- l. All training has an associated cost, whether the cost is financial or time.
- m. Training classes require logistics and supplies (e.g. hotels, classrooms, books, equipment).
- n. All firefighters should have access to basic firefighter training, including but not limited to, Firefighter I, Hazardous Materials Awareness and Operations, and S130/S190 (wildland fire training).
- o. DFPC receives more requests for the MPOU than any other training prop.
- p. The only ARFF Unit is at Denver International Airport (DIA), costs \$1,200 a student, and only focuses on 737s.
- q. DFPC would partner with the Colorado State Patrol (CSP) to update and use the HAZMAT Training Prop Trailer.

This subcommittee met seven times between June of 2021 and June of 2022. They developed this recommendation aimed at improving firefighter access to training and certification.

B. Recommendation 21-02: Enhance Firefighter readiness through expanded training and certification opportunities.

This recommendation would increase access to training across Colorado by increasing the number of state training officers, the number of mobile props and removing the financial barrier to achieving certifications. Improving access to training and certification allows the members of Colorado Fire Service to increase proficiency in their day-to-day operations, which reduces the risk faced by the communities they serve.



In order to better meet the training needs of Colorado's Fire Service, this recommendation requests funding for 5 new mobile training props.

1. Resources Required

- a. Fifteen new FTE within DFPC
 - Eleven new FTE in the Training Program, four of which are allocated specifically to wildland training
 - Four new FTE in the Certification Program
- b. Five new training props used throughout Colorado.
 - To better serve departments across the state, the Subcommittee determined it would be beneficial to have one Mobile Driving Simulator Unit (MDSU) and one Mobile Pump Operations Unit (MPOU) on each side of the divide. DFPC already has one of each, so the second unit would assist with statewide coverage.
 - The Aircraft Rescue and Fire Fighting (ARFF) prop would fill a need across the state. Currently the only prop available for demonstrating Job Performance Requirements (JPRs), including a live burn, is at Denver International Airport. Having a mobile prop that can travel the state will allow more fire departments that cover general aviation airports to have ARFF certified firefighters.
 - The current hazardous materials technician training trailer, operated by Colorado State Patrol, needs an upgrade and repair. The trailer is continuously utilized to assist fire departments with maintaining their firefighters' Hazardous Materials Technician certifications. Most fire departments do not have the materials necessary to demonstrate proficiency with Hazardous Materials Technician JPRs and rely on CSP's trailer to meet their training requirements. The Subcommittee determined that this was a critical need across the state and included a new training trailer as part of the recommendation.



- The final prop, a car fire prop, would allow live fire training on a vehicle, something that most fire departments regularly encounter. It is one more tool available when DFPC provides live fire training throughout the state.
- Total Props
 - Two MDSU (Mobile Driving Simulator Unit)
 - Two MPOU (Mobile Pump Operations Unit)
 - One ARFF (Aircraft Rescue and Firefighting Unit)
 - One Hazardous Materials Training Trailer
 - One Car Fire Prop
- c. An annual general fund appropriation to DFPC to cover the costs of certification fees.
- d. An annual general fund appropriation to develop a fund to cover the cost of adjunct (non-DFPC) instructors to assist with meeting training demand around Colorado. The instructors would be paid a stipend and reimbursement for travel expenses.
- e. Provide funding to supply books and equipment necessary for training classes.
- f. Estimated one-time startup costs of \$2,720,000
 - Purchase of 5 Mobile Training Props - \$1,575,000
 - MDSU \$500,000 each
 - MPOU \$225,000 each
 - ARFF Unit \$400,000 each
 - Hazardous Materials Training Trailer \$400,000 each
 - Car Fire Unit \$50,000 each
 - Purchase of Additional Tractor to move the props - \$145,000
 - Purchase of a building to house the mobile props - \$1,000,000
- g. Estimated ongoing annual cost of \$2,283,282
 - Annual personnel costs (salary and benefits) of approximately \$1,585,002
 - Costs to cover the Certification Program \$250,000
 - Costs to cover adjunct instructors \$263,040



- Annual operating costs of approximately \$185,240
- h. Potential funding source: Annual License Plate Registration Fee or an appropriation from the General Fund.

C. Recommendation Status

The Commission approved Recommendation 21-02 by a vote of 21-0 at the January 2022 meeting. After the Commission approved the original recommendation, the Subcommittee met to further refine the details of this recommendation so that it was more reflective of the needs of Colorado's Fire Service. The Commission voted to approve the updated Recommendation 21-02 by a vote of 20-0 at the July 2022 Fire Commission meeting. Key changes to the initial version of Recommendation 21-02 include:

- The addition of four trainers specifically focused on wildland fire training for local firefighters and
- A reduction in the number of training props from 13 to 5 and a refinement of the most critical training props to meet firefighter training needs.

Recommendation 21-02 cannot be implemented without legislation authorizing funding for additional critical training and certification resources for Colorado's fire service.

III. Fire Data Subcommittee

A. Background

The focus of the Fire Data Subcommittee is to address how to more effectively collect and use data to develop an accurate understanding of Colorado's fire problems, including, but not limited to, the number of injuries and fatalities, overall fire losses, and the causes and origins of structure and wildland fires (see C.R.S. 24-33.5-1233(4)(b)(I)). The Commission prioritized this issue after recognizing that it cannot offer meaningful solutions to many fire-related problems until it has the data to fully understand them.

The Commission's Data Subcommittee began its work in 2019 to determine what fire data is currently being collected, where there are gaps in information, how data is



collected and used, and how different audiences use data to communicate about fire in Colorado. Fire data collection and dissemination is deficient for many reasons: (1) it is housed in a variety of incompatible databases; (2) it is incomplete due to the lack of reporting; (3) it is inconsistent due to how it is gathered and reported; and (4) there is no comprehensive, user-friendly dashboard on which stakeholders can access meaningful data. Based on these findings, the subcommittee then presented a framework recommendation in the 2020 Colorado Fire Commission Annual Report, Recommendation 20-05 where this recommendation was further refined.

The driving assumptions behind this work include:

1. Fire data is critical to understanding Colorado's true fire problem and informing effective policy solutions.
2. Data-driven decision-making allows for the strategic investment of limited resources in areas that have the greatest impact. It also ensures efforts are properly focused and determines if programs are effective in addressing fire challenges.
3. While many organizations, including federal, state, local, private, and nonprofits, collect data relevant to fire, often these data collection systems act independently of each other and fall short in collecting comprehensive data to provide a full picture of Colorado's fire landscape.
4. When done well, enhancing access to a more robust, public-facing fire data website fosters greater transparency and accountability, which in turn helps build public trust. Coloradans will learn more about the state's fire landscape, our unique challenges, and solutions that align with the strategic allocation of taxpayer dollars informed by data-driven decision-making.
5. How individuals access, use, and communicate fire data also matters. Data must be readily available and easy to understand for multiple audiences such as fire experts, policymakers, the public, and other stakeholders.
6. More research is necessary to inform the development of a robust Colorado fire data platform, data points, data gaps, and how best to communicate and package fire data to target audiences who will serve as key communicators. They will use the data



to inform policy, allocation of resources, training, effective risk reduction strategies as well as communicate with the public.

7. The majority of Colorado's fire departments are primarily responsible for rural areas, and volunteer staff is approximately half of all fire departments in Colorado. Volunteer firefighters have lower instances of data collection due to time constraints, lack of training, and limited funding to support data gathering efforts.
8. In 2019, 67% or 253 departments in Colorado reported incident data to the National Fire Incident Reporting System (NFIRS). Increasing reporting into NFIRS will improve understanding of Colorado fire issues.
9. Increasing focus at the state level on providing data support (reporting software and/or hardware, training, etc.) to rural fire departments will increase firefighter safety and efficiency.
10. Conducting effective fire origin and cause investigations is fundamental to the protection of lives and property from the threat of fire and/or explosions.
11. To adequately address the needs of the Colorado fire service in relation to fire origin and cause investigations, DFPC should employ a team of fire investigators to support the efforts of local fire jurisdictions.
12. Many fires in Colorado fail to be investigated due to a variety of circumstances, including, but not limited to, the lack of availability of trained and certified fire investigators, the lack of available resources, human and otherwise, and the lack of funding to support statewide support of fire origin and cause investigations.
13. Pursuant to CRS 24-33.5-1201(1)(b), the DFPC director is responsible for fire investigations for the state. Pursuant to CRS 24-33.5-1203(1), DFPC shall assist units of local government charged with conducting fire investigations in coordinating their activities with state departments and agencies which have similar responsibilities and shall be available to assist with the investigation of fires.
14. The Division of Fire Prevention and Control (DFPC) currently employs one full-time fire investigator and accelerant detection canine handler that is expected to provide assistance throughout the state and wherever needed.



15. Expanding the Division's Fire Origin and Cause Investigations capabilities to include teams of investigators that are strategically located throughout the state will contribute to the immediate and long-term success of DFPC's Fire Investigations program. Additionally, improving DFPC's data collection on origin and cause will assist in directing fire prevention efforts.
16. Having fire investigators stationed throughout Colorado will improve response times and ensure that DFPC investigators are adhering to nationally recognized standards, such as having not less than 2 investigators on every scene. Additionally, having the ability to respond quickly after a fire to conduct the investigation leads to better outcomes and limits the need to further tax local law enforcement resources tasked with securing the scene.
17. More departments would utilize this assistance if they knew there were adequate and close by resources available.

B. Recommendation 21-03: Implement a Data Driven Program to Reduce Risk and Strengthen Colorado's Fire Service

This recommendation would increase integration of various data sources into a user-friendly platform allowing for data-driven decision making around Colorado's fire issues. Accurate fire data is critical to understanding Colorado's true fire problem. Providing better data management for the fire service in Colorado is key to understanding existing needs to enhance data collection efforts, inform the public, and determine where the fire service is going in the future and how to get there. In addition, Data is a critical element that agencies, from the local to the federal level, use to make a case for more resources, whether in the form of funding, personnel, training, or equipment. In these days of limited funding, being able to document the need for more resources is very important.

In 2021, the framework was further refined to identify a potential funding source and develop a concrete action plan to improve data collection and dissemination to inform decision making around Colorado's fire problem.



Data is not just about numbers. An effective data program in Colorado will require:

- Conducting research to identify available federal, state and local fire data; gaps in data collection; data use among target audiences; and data dissemination.
- Developing a robust, user-friendly data platform for multiple audiences.
- Enhancing training for data collection and use.
- Providing support to local fire departments through technical assistance and grants.
- Creating a comprehensive communications and outreach plan, including measurements of success and ongoing research.

1. Resources Required:

a. Data Collection and Dissemination

- Research data platforms, data interfaces, how multiple federal, state and local data sources interact, use of data platforms by stakeholders, and whether current efforts are effectively meeting users’ needs. Upfront planning of the data system will improve the end product as well as reduce costs and redundancy.
- Fund additional resources within the Colorado Division of Fire Prevention and Control dedicated to the management and oversight of fire data collection and dissemination. This funding should include costs for a comprehensive software package to ensure multiple data sources are captured, displayed, and stay current.

b. Communications Planning and Outreach

- Use input from the research phase (see above) to develop a comprehensive communications and outreach plan with measurable results that supports evidence-based policy needs.
- Key components of the communications and outreach plan will include target audiences, messaging, and tactics such as the promotion of the data platform (earned media, social media, stakeholder networks, conferences, etc.), easy-to-understand data communications tools (infographics, story-telling, etc.),



and more – all with the sole focus on enhancing awareness and deepening understanding state-wide about Colorado’s fire landscape.

c. Data Training

- Increase training opportunities on data reporting, use, and communication. Data is the key to better understanding fire department’s needs, especially in rural areas led largely by volunteer firefighters, yet many of these departments do not have the manpower or proper training to report their data or communicate with their community about fire issues.

d. Grants

- Develop new state grants to provide incentives and much needed support to fire departments to improve data gathering efforts. Many of the small rural fire departments do not have the budget to purchase reporting software or hardware necessary for providing incident data to the State.

e. Research and Planning

- Conduct research with target audiences via focus groups and/or interviews to determine attitudes and needs related to fire data collection, including gaps in data and integration of different data sources.
- Use research findings to inform the data platform’s content and design as well as communications and outreach efforts.
- Identify audiences that need the data and determine what data is most relevant to them (fire service, public, elected officials, media, etc.) as well as data gaps.
- Determine how different audiences want to access data and what tools they need to understand and communicate about Colorado’s fire issues, inform policy making, determine the effectiveness of initiatives, effectively allocate finite resources, and reduce fire risk.
- Use input to create and disseminate effective communications tools ranging from promoting the data platform to infographics to social media to



storytelling – all with a focus on enhancing knowledge and awareness statewide about Colorado’s fire landscape.

- Capture these efforts in a comprehensive communications and outreach plan with measurable results.
- Ensure this recommendation supports evidence-based policy needs.

f. Expansion of DFPC’s Fire Investigations Program

- Includes the addition of five (5) investigators, two (2) unit chiefs, one (1) branch chief and one (1) administrative assistant.
- All of these additional FTE, except for the administrative assistant, will be qualified to conduct fire investigations in support of local fire agencies.
- The new investigators, along with the Division's existing investigator, will form two investigations units under the two unit chiefs. These investigation units will be located throughout the state in such a manner that they are most effectively positioned to support local fire agencies with fire investigations.
- The two unit chiefs will be supervised by a branch chief, who will also be responsible for the overall operations of the investigations branch.
- The branch chief will require the assistance of an administrative assistant to handle the administrative functions of the branch, such as travel reimbursements, resource purchasing and tracking, time card administration, etc.
- At a minimum, one new investigator FTE will be trained as an Accelerant Detection Canine (ADC) Handler, which would ensure DFPC has at least one ADC on each side of the State.
- In order to provide investigations services in the field, each unit should be outfitted with an investigations trailer that will provide a place to work, rehabilitate from the elements, and store additional gear.

g. Funding

- In order to have dedicated funding set aside for both data and investigations, a new Fire Investigation and Data Analysis Fund would be created. The Division will utilize the money in the fund to cover the costs associated with



the collection and distribution of data, communications and outreach, training, research and planning, and the development and implementation of grants related to data as outlined above. In addition to funding the DFPC Investigations Program outlined above and the costs associated with its intended work, the fund may be utilized by DFPC to reimburse fire investigators who are not employed by the Division, but are acting under the direction and coordination of the Division that are assisting in fire origin and cause investigations outside of their jurisdictions.

- Potential funding source: Annual License Plate Registration Fee

C. Recommendation Status

The Commission approved Recommendation 21-03 by a vote of 21-0 at the October 2022 meeting. After the Commission approved the original recommendation, the Subcommittee met to further refine the details of this recommendation so that it was more reflective of the needs of Colorado’s Fire Service. The Commission voted to approve the updated Recommendation 21-03 by a vote of 20-0 at the July 2022 Fire Commission meeting. Key changes to the original version of Recommendation 21-03 include:



Live Fire Training

- The addition of State fire investigations staff to ensure that local jurisdictions have support to conduct fire origin and cause investigations quickly and to nationally adopted standards;
- Funding to reimburse local fire investigators who travel outside of their jurisdiction to support the fire investigations needs of neighboring departments;



- The inclusion of two fire investigation trailers to facilitate the work of state and local fire investigations teams.

To create a comprehensive understanding of fire in Colorado, a variety of data sources must be integrated, including data from federal, state, and local agencies. The data must also address the needs of a variety of users – from policymakers to citizens and everyone in between – to ensure it is effective and widely used.

IV. High-Risk Hazards Subcommittee

A. Background

The focus of the High-Risk Hazards Subcommittee is to develop best practice recommendations related to high-risk hazards for consideration by the State, local jurisdictions, and first responders, including recommendations related to cooperative agreements and mutual aid resources.

The Subcommittee utilized the five strategies of Community Risk Reduction (CRR) as the framework to address high-risk hazards. The five strategies, or five Es of CRR, are: Education, Engineering, Enforcement, Economic incentives, and Emergency response. Each “E” is an important piece to complete the risk reduction puzzle.

The driving assumptions behind this work include:

- The majority of Colorado fire agencies are all-hazard agencies that respond to all types of emergencies resulting from the risks facing their community;
- Identifying the unique risks associated with individual communities throughout Colorado will allow for an individualized community approach to accepting, transferring, mitigating or eliminating those risks;



- c. Risk reduction is “a process to identify and prioritize local risks, followed by the integrated and strategic investment of resources to reduce their occurrence and impact” (National Fire Protection Association [NFPA] 1300);
- d. Collection of comprehensive data and the analysis of that data is a critical component in developing a community risk reduction plan;
- e. Evaluating a community’s risks includes the assessment of the community’s demographics, geographic location, building stock, public safety response capability, community service organizations, hazards present, economic factors, past loss or event history, and the critical infrastructure and systems present. This process also includes the identification and involvement of stakeholders to provide input on the risks facing the community (NFPA 1300);
- f. Capabilities of local fire agencies and Counties vary across the State. The majority of these agencies either do not possess and/or do not have access to good data, nor do they have the resources to thoroughly analyze the data in order to develop a risk reduction plan;
- g. It is necessary for a community to develop a comprehensive risk reduction plan that will prioritize the identified risks facing the community, establish goals and objectives and develop strategies for addressing those risks, and identify strategic partners that can help with these efforts in order to adequately address the risks facing the community;
- h. Mitigating risk reduces the severity of an incident when it does occur and helps to expedite the community’s return to a normal state;
- i. When the severity of an incident is reduced, the strain on an individual agency or community is also reduced;
- j. DFPC’s statewide risk reduction initiative, Fire Safe Colorado, works with individual communities and the agencies that reside in those communities to collect and analyze data in order to help the community develop an individualized community risk reduction plan;
- k. Fire Safe Colorado is currently an unfunded, unstaffed initiative that DFPC and its employees established to fill a need in communities across Colorado to assist and aid



in identifying the risks the communities face and in developing community risk reduction plans. The initiative is staffed as needed with employees whose primary duties do not include Fire Safe Colorado;

- l. Fire Safe Colorado is locally driven, as it is headed up by a steering committee made up of volunteer representatives from local jurisdictions across the state that help determine the mission, vision, direction, and goals of the initiative;
- m. State assistance provides local agencies the resources, technical expertise, and access to data and information that they may not otherwise have. This is especially valuable for Volunteer Fire Departments;
- n. This proposal would incentivize and reduce barriers for local agencies, in cooperation with the State, to take action in reducing the risks that their communities are faced with;

The Subcommittee met 5 times between June and December 2021. They developed this recommendation aimed at improving community risk reduction efforts throughout Colorado.

Recommendation 21-04: Support the Statewide Community Risk Reduction Initiative

This Recommendation proposes to fund DFPC's statewide risk reduction initiative, Fire Safe Colorado, and to provide the resources, human and otherwise, necessary to ensure the success of the program.

1. Resources Required

- a. Six (6) new FTE within DFPC
- b. Funding to purchase four (4) fire education trailers
- c. Estimated Program Costs
 - Start-up (Year 1) costs - \$1,434,315
 - Personal Services for new FTE - \$604,665
 - Operating Expenses and Start-Up Costs - \$829,650



- Ongoing (Year 2+) costs - \$800,065
 - Personal Services for new FTE - \$604,665
 - Operating Expenses - \$195,400
- d. Funding for this program would be requested as spending authority and an appropriation from the General Fund.

2. Details

- e. An annually appropriated level of funding to provide sustainable and enhanced State Assistance to local jurisdictions for community risk assessment and reduction efforts.
- f. The Fire Safe Colorado steering committee, made up of volunteer representatives from local jurisdictions across the state would remain in place and would continue to be integral in setting the mission, vision, direction, and goals, as well as the priorities, of the initiative.

3. Action Plan

Fund and staff Fire Safe Colorado as described below.

- a. Provide a Community Risk Reduction Specialist in each quadrant of the state to provide technical assistance with the authorities having jurisdiction in the regions associated with each quadrant to aid in developing Community Risk Assessments (CRA), followed by the development of Community Risk Reduction Plans (CRRP). One of the four Community Risk Reduction Specialists will double as the Unit Chief for the Community Risk Reduction Unit, which will be assigned to a new Education and Risk Reduction Branch. The Education and Risk Reduction Branch will include the Professional Development Unit as well. A new Branch Chief will need to be hired for the branch and will necessitate hiring an administrative assistant for the branch as well, who will assist with the administrative duties associated with the branch.
- b. In addition to providing technical assistance to local jurisdictions in creating CRAs and CRRPs, the Community Risk Reduction Specialists in each quadrant will aid in



identifying strategic partners that can aid in the implementation of a community's CRRP. The Community Risk Reduction Specialists will also aid in the implementation of a community's CRRP where needed.

- c. Each Community Risk Reduction Specialist will be assigned a Fire Education Trailer that the Specialist will be responsible for the coordination and training of local jurisdictional representatives on. The Fire Education Trailers will be utilized to train school age children on the effects of and response to fire. The Community Risk Reduction Specialists will coordinate the transport of the trailers and will aid in the delivery of the education related to the trailers where needed.
- d. The Community Risk Reduction Unit will also be responsible for Youth Fire Setter Intervention Specialist coordination and training throughout Colorado.

C. Recommendation Status

The Commission approved Recommendation 21-04 by a vote of 21-0 at the January meeting. Although the Recommendation was not included in any bills during the 2022 legislative session, the Commission, liking the current content and format of the Recommendation, did not move to change the Recommendation following the legislative session and the Recommendation still has the approval of the Commission.



Menkaven Fire, May 2022



V. Wildland Urban Interface Subcommittee

A. Background

The focus of this Subcommittee is to address the significant risk to more than 50% of Colorado’s population who reside in the Wildland Urban Interface (WUI). In July 2021, Governor Polis requested the Commission “...evaluate and present options to the Governor’s Office on a statewide approach to land use planning, development, perimeter defense, and building resiliency in the WUI, with a particular eye toward the large increases in new development and population expected in the WUI in the near-term. The Commission should consider both regulatory and incentive-based solutions for safer and smarter development, while also evaluating the need for statutory changes.” The full text of the letter can be found in Appendix C.

There were 51 members on this subcommittee, representing diverse backgrounds and interests from fire marshals to community wildfire preparedness advocates to insurance professionals. This subcommittee met ten times between August 2021 and April 2022.

B. Recommendation 22-01: Wildland Urban Interface Code Board

After discussions about risk profiles, defining the WUI, and energy codes, the WUI Subcommittee focused its mission on developing safer and more resilient communities through a WUI Code Board. This recommendation proposes the creation of a Wildland-Urban Interface Code Board responsible for adopting a minimum code based on wildfire hazard. The mission of the Board would be to develop safer and more resilient communities and reducing risk to people and property through code adoption and enforcement.

1. Details

The WUI Code Board would have up to nine voting members and four ex-officio, non-voting members. These members must be residents of Colorado and appointments would prioritize geographic diversity on the Board. Voting members would include:



- a. One representing building codes professionals
- b. One representing Fire Marshals
- c. One representing Fire Chiefs
- d. One representing home building professionals
- e. One representing commercial building professionals
- f. One representing land use/ community planning professionals
- g. One representing hazard mitigation professionals
- h. One or more seats representing local government

Ex-Officio, Non-Voting Members would include:

- a. One representing DFPC
- b. One representing the Colorado State Forest Service (CSFS)
- c. One representing the Division of Homeland Security and Emergency Management (DHSEM)
- d. One representing the Department of Local Affairs (DOLA) Resiliency Office

The WUI Code Board would be responsible for, at a minimum, the following tasks:

- a. Adopting codes based on wildfire risk through a stakeholder-driven rulemaking process;
- b. Identifying the range of hazards to which the codes adopted will be applied;
- c. Determining the time frame for code implementation and enforcement;
- d. Developing criteria for approving code modifications;
- e. Conducting hearings on code appeals and complaints; and
- f. Developing rules for certifying local officials and third-party inspectors;
- g. Establishing fees and charges in amounts necessary to defray the costs of the administration of Board activities.

Under this framework, the State, local governments with code officials, local governments without code officials, and the WUI Code Board have roles to ensure that a minimum code in wildfire hazard areas will be adopted, implemented, and maintained properly.



The full text of Recommendation 22-01 can be found in Appendix D.

2. Resources Required

- a. Personal services and operating expenses for two (2) FTE within DFPC to staff the WUI Code Board: \$325,000 annually
- b. Meeting and travel reimbursement expenses for WUI Code Board members: \$60,000 annually

C. Recommendation Status

This recommendation was approved by a vote of 21-0 at the April 2022 Commission meeting. A supermajority of voting CFC members supported creating a CFC subgroup to work with a bill sponsor on this recommendation. During the 2022 legislative session, this recommendation was proposed as an amendment to Senate Bill 22-206. After several robust and productive stakeholder discussions, sponsors decided to remove the proposed amendment in order to allow for additional discussions before the 2023 legislative session. It is anticipated that components of Recommendation 22-01 will be included in legislation next year after additional stakeholder outreach to ensure that efforts to address the WUI problem address any outstanding concerns.



Bents Fort Fire, April 2022



VI. Final Thoughts

Since the last annual report, the Commission and the Subcommittees met 28 times. The past year was extremely busy and the members of the Commission and Subcommittees have continued to step up to the challenge. Even though the members have to conduct the meetings in between their full-time work, the dedication was never in question. This was shown by the continued work after the 2021 Annual Report. The commitment was in full display as they continued to meet and refine the recommendations and submit the Addendum to the Annual Report in January. As we approach this next year with the approved recommendations the Commission will continue to drive forward and tackle its next obstacles with the same dedication and determination.



Appendix A: Senate Bill 19-040



SENATE BILL 19-040

BY SENATOR(S) Hisey and Fields, Bridges, Coram, Crowder, Danielson, Donovan, Gardner, Ginal, Gonzales, Lundeen, Marble, Pettersen, Rankin, Story, Tate, Todd, Williams A., Winter, Woodward, Garcia; also REPRESENTATIVE(S) Carver and Roberts, Arndt, Bird, Buckner, Buentello, Cutter, Duran, Esgar, Exum, Galindo, Geitner, Gray, Herod, Hooton, Kipp, Kraft-Tharp, Larson, Lontine, McCluskie, McLachlan, Michaelson Jenet, Singer, Sirota, Snyder, Titone, Valdez A., Valdez D., Will.

CONCERNING THE ESTABLISHMENT OF THE COLORADO FIRE COMMISSION, AND, IN CONNECTION THEREWITH, MAKING AN APPROPRIATION.

Be it enacted by the General Assembly of the State of Colorado:

SECTION 1. In Colorado Revised Statutes, **add 24-33.5-1233** as follows:

24-33.5-1233. Colorado fire commission - creation - powers and duties - report - legislative declaration - repeal. (1) **Legislative declaration.** (a) THE GENERAL ASSEMBLY HEREBY FINDS THAT:

(I) THE DIVISION HAS ENGAGED IN A TWO-YEAR,

Capital letters or bold & italic numbers indicate new material added to existing law; dashes through words or numbers indicate deletions from existing law and such material is not part of the act.



STAKEHOLDER-DRIVEN STRATEGIC PLANNING EFFORT TO EVALUATE FIRE PROGRAMS THROUGHOUT THE STATE AND IDENTIFY AREAS IN WHICH THE STATE CAN BETTER SUPPORT ITS PARTNERS;

(II) A COMMISSION STRUCTURE WILL ENSURE ACCOUNTABILITY AND CREATE AN EFFICIENT AND STREAMLINED STATEWIDE PROCESS FOR ISSUING RECOMMENDATIONS, DRIVING IMPLEMENTATION OF SPECIFIC ACTIONS AND POLICIES, AND REPORTING ON PROGRESS AND LESSONS LEARNED;

(III) A COMMISSION WILL ALSO HELP THE STATE TO BE PROACTIVE ON WILDFIRE ISSUES, AND TO DEVELOP A COMPREHENSIVE APPROACH THAT EMBRACES MITIGATION, PREVENTION, AND PREPAREDNESS; AND

(IV) ESTABLISHING A FIRE COMMISSION WILL ALLOW THE STATE TO CONTINUE TO DEVELOP LONG-TERM STRATEGIES AND RECOMMENDATIONS ON COMPLEX FIRE ISSUES.

(b) THEREFORE, THE GENERAL ASSEMBLY DECLARES THAT ESTABLISHING A COLORADO FIRE COMMISSION SERVES THE INTERESTS OF THE STATE AND LOCAL COMMUNITIES IN DEVELOPING EFFECTIVE STRATEGIES FOR FIRE PREVENTION, MITIGATION, PREPAREDNESS, AND SUPPRESSION.

(2) **Commission created.** THERE IS HEREBY CREATED IN THE DIVISION THE COLORADO FIRE COMMISSION, REFERRED TO IN THIS SECTION AS THE "COMMISSION".

(3) **Membership.** (a) THE COMMISSION CONSISTS OF TWENTY-FOUR VOTING MEMBERS AS FOLLOWS:

(I) THE EXECUTIVE DIRECTOR, OR THE EXECUTIVE DIRECTOR'S DESIGNEE;

(II) THE DIRECTOR, OR THE DIRECTOR'S DESIGNEE;

(III) THE CHIEF OF THE WILDLAND FIRE MANAGEMENT SECTION IN THE DIVISION, OR THE CHIEF'S DESIGNEE;

(IV) THE STATE FORESTER, OR THE STATE FORESTER'S DESIGNEE, TO INCLUDE RELEVANT INFORMATION PURSUANT TO SECTION 23-31-316;

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(V) THE DIRECTOR OF THE DIVISION OF HOMELAND SECURITY AND EMERGENCY MANAGEMENT, OR THE DIRECTOR'S DESIGNEE;

(VI) THE EXECUTIVE DIRECTOR OF THE DEPARTMENT OF NATURAL RESOURCES, OR THE EXECUTIVE DIRECTOR'S DESIGNEE; AND

(VII) EIGHTEEN MEMBERS APPOINTED BY THE EXECUTIVE DIRECTOR AS FOLLOWS:

(A) TWO MEMBERS APPOINTED FROM NOMINEES SUBMITTED BY A STATEWIDE ORGANIZATION REPRESENTING FIRE CHIEFS, WITH ONE SUCH MEMBER REPRESENTING THE WESTERN SLOPE AND ONE SUCH MEMBER REPRESENTING THE EASTERN PART OF THE STATE;

(B) TWO MEMBERS APPOINTED FROM NOMINEES SUBMITTED BY A STATEWIDE ORGANIZATION REPRESENTING PROFESSIONAL FIREFIGHTERS;

(C) TWO MEMBERS APPOINTED FROM NOMINEES SUBMITTED BY A STATEWIDE ORGANIZATION REPRESENTING VOLUNTEER FIREFIGHTERS;

(D) FOUR MEMBERS APPOINTED FROM NOMINEES SUBMITTED BY A STATEWIDE ORGANIZATION REPRESENTING COUNTY SHERIFFS, WITH AT LEAST ONE SUCH MEMBER REPRESENTING THE WESTERN SLOPE AND AT LEAST ONE SUCH MEMBER REPRESENTING THE EASTERN PART OF THE STATE;

(E) TWO MEMBERS APPOINTED FROM NOMINEES SUBMITTED BY A STATEWIDE ORGANIZATION REPRESENTING COUNTIES, WITH ONE SUCH MEMBER REPRESENTING THE WESTERN SLOPE AND ONE SUCH MEMBER REPRESENTING THE EASTERN PART OF THE STATE;

(F) TWO MEMBERS APPOINTED FROM NOMINEES SUBMITTED BY A STATEWIDE ORGANIZATION REPRESENTING MUNICIPALITIES;

(G) TWO MEMBERS APPOINTED FROM NOMINEES SUBMITTED BY A STATEWIDE ORGANIZATION REPRESENTING SPECIAL DISTRICTS;

(H) ONE MEMBER APPOINTED FROM NOMINEES SUBMITTED BY A STATEWIDE ORGANIZATION REPRESENTING EMERGENCY MANAGERS; AND

(I) ONE MEMBER OF THE 9-1-1 ADVISORY TASK FORCE ESTABLISHED

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BY THE PUBLIC UTILITIES COMMISSION.

(b) (I) THE EXECUTIVE DIRECTOR SHALL APPOINT ONE NONVOTING EX OFFICIO MEMBER WHO REPRESENTS A NONPROFIT ORGANIZATION WITH EXPERTISE IN NATIONALLY RECOGNIZED SAFETY STANDARDS.

(II) THE EXECUTIVE DIRECTOR SHALL APPOINT TWO NONVOTING EX OFFICIO MEMBERS WHO REPRESENT WATER PROVIDERS, WITH ONE SUCH MEMBER REPRESENTING THE WESTERN SLOPE AND ONE SUCH MEMBER REPRESENTING THE EASTERN PART OF THE STATE.

(III) THE EXECUTIVE DIRECTOR SHALL APPOINT ONE NONVOTING EX OFFICIO MEMBER WHO REPRESENTS THE INSURANCE INDUSTRY.

(IV) THE EXECUTIVE DIRECTOR MAY, IN THE EXECUTIVE DIRECTOR'S DISCRETION, APPOINT ADDITIONAL NONVOTING EX OFFICIO MEMBERS WITH EXPERTISE IN THE COMMISSION'S AREAS OF STUDY TO AID THE COMMISSION IN FULFILLING ITS DUTIES.

(c) THE COMMISSION INCLUDES THE FOLLOWING NONVOTING EX OFFICIO MEMBERS:

(I) ONE REPRESENTATIVE FROM THE UNITED STATES FOREST SERVICE;

(II) ONE REPRESENTATIVE FROM THE BUREAU OF LAND MANAGEMENT; AND

(III) ONE REPRESENTATIVE FROM THE NATIONAL PARK SERVICE.

(d) THE EXECUTIVE DIRECTOR SHALL MAKE INITIAL APPOINTMENTS NO LATER THAN AUGUST 5, 2019. THE EXECUTIVE DIRECTOR SHALL CONSIDER GEOGRAPHIC REPRESENTATION IN APPOINTING MEMBERS OF THE COMMISSION. THE EXECUTIVE DIRECTOR SHALL ENSURE, TO THE EXTENT PRACTICABLE, THAT THE APPOINTED MEMBERS REPRESENT A BALANCE OF EXPERTISE IN THE AREAS OF FIRE MITIGATION, PREVENTION, PREPAREDNESS, LOCAL COMMUNITY RESILIENCY, AND SUPPRESSION.

(e) THE TERM OF APPOINTMENTS IS FOUR YEARS; EXCEPT THAT THE TERM OF EACH MEMBER INITIALLY APPOINTED PURSUANT TO SUBSECTIONS

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(3)(a)(VII)(C) TO (3)(a)(VII)(F) OF THIS SECTION IS TWO YEARS. A MEMBER MAY BE REAPPOINTED FOR ADDITIONAL TERMS. THE EXECUTIVE DIRECTOR SHALL FILL ANY VACANCY BY APPOINTMENT FOR THE REMAINDER OF THE UNEXPIRED TERM. AN APPOINTMENT TO FILL A VACANCY IS SUBJECT TO THE REQUIREMENTS SET FORTH FOR THE VACANT POSITION IN SUBSECTION (3)(a)(VII) OR (3)(b) OF THIS SECTION, AS APPLICABLE.

(f) EACH MEMBER OF THE COMMISSION SERVES WITHOUT COMPENSATION, BUT EACH VOTING MEMBER AND EACH EX OFFICIO MEMBER APPOINTED PURSUANT TO SUBSECTION (3)(b) OF THIS SECTION IS ENTITLED TO REIMBURSEMENT FOR ACTUAL AND NECESSARY TRAVEL EXPENSES INCURRED IN THE PERFORMANCE OF HIS OR HER DUTIES AS A MEMBER OF THE COMMISSION.

(g) THE EXECUTIVE DIRECTOR OR HIS OR HER DESIGNEE IS THE CHAIR OF THE COMMISSION.

(h) THE COMMISSION SHALL MEET AT LEAST ONCE EVERY THREE MONTHS. THE CHAIR MAY CALL SUCH ADDITIONAL MEETINGS AS ARE NECESSARY FOR THE COMMISSION TO COMPLETE ITS DUTIES.

(4) Powers and duties. (a) THE MISSION OF THE COMMISSION IS TO ENHANCE PUBLIC SAFETY IN COLORADO THROUGH AN INTEGRATED STATEWIDE PROCESS FOCUSED ON THE FIRE SERVICE'S CAPACITY TO CONDUCT FIRE MANAGEMENT AND USE, PREPAREDNESS, PREVENTION, AND RESPONSE ACTIVITIES TO SAFEGUARD LIVES, PROPERTY, INCLUDING UTILITY AND COMMUNICATION INFRASTRUCTURE, AND NATURAL RESOURCES, AND INCREASE THE RESILIENCY OF LOCAL AND REGIONAL COMMUNITIES.

(b) IN FURTHERANCE OF ITS MISSION, THE COMMISSION SHALL CONSIDER THE FOLLOWING ISSUES:

(I) DEVELOPING AN ACCURATE UNDERSTANDING OF COLORADO'S FIRE PROBLEMS, INCLUDING THE NUMBER OF INJURIES AND FATALITIES, OVERALL FIRE LOSSES, AND THE CAUSES AND ORIGINS OF STRUCTURAL AND WILDLAND FIRES;

(II) REVIEWING THE CURRENT EMERGENCY FIRE FUND PROGRAM AND PROVIDING RECOMMENDATIONS TO MAKE IT MORE INCLUSIVE OF COUNTIES THROUGHOUT THE STATE;

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(III) EVALUATING FUNDING MECHANISMS FOR EFFECTIVE RESPONSE TO LARGE FIRES, WITH CONSIDERATION GIVEN TO APPROPRIATE COST-SHARE AGREEMENTS, FINANCIAL CONTRIBUTIONS, MITIGATION AND PREPAREDNESS, MUTUAL AID PARTICIPATION, AND LOCAL ACTIONS AND PLANS;

(IV) ASSESSING THE CAPACITY OF THE STATE TO PROVIDE EMERGENCY FIRE SUPPORT AND TECHNICAL EXPERTISE TO LOCAL COMMUNITIES;

(V) DEVELOPING PERFORMANCE MEASURES OF OVERALL RESPONSE EFFECTIVENESS AND IDENTIFYING RECOMMENDED IMPROVEMENT AREAS;

(VI) STRENGTHENING REGIONAL AND STATEWIDE COORDINATION OF MUTUAL AID RESOURCES AND INITIAL ATTACK CAPABILITIES FOR FIRES AND OTHER HAZARDS;

(VII) DEVELOPING BEST PRACTICE RECOMMENDATIONS RELATED TO HIGH-RISK OCCUPANCIES FOR CONSIDERATION BY LOCAL JURISDICTIONS AND COMMUNITIES, INCLUDING RECOMMENDATIONS RELATED TO MINIMUM COOPERATIVE AGREEMENTS AND MUTUAL AID RESOURCES;

(VIII) IN COOPERATION WITH THE COLORADO STATE FOREST SERVICE AND OTHER AFFECTED STAKEHOLDERS, DEVELOPING AND PUBLISHING AN ASSESSMENT OF FIRE TREATMENT COSTS AND COST DISTRIBUTION, INCLUDING THE COSTS OF MITIGATION UNDER EMERGENT AND NONEMERGENT CIRCUMSTANCES, RETREATMENT COSTS, AND POST-RECOVERY COSTS;

(IX) DEVELOPING METHODOLOGICAL APPROACHES TO AND RECOMMENDATIONS ON COLORADO'S FIRE SERVICE CONCERNS AND ISSUES; AND

(X) FORECASTING UPCOMING FUNDING AND RESOURCE CHALLENGES AND TRENDS THAT AFFECT FIRE SERVICES AND THE ABILITY OF THE STATE AND OF LOCAL JURISDICTIONS TO RESPOND TO FIRE AND MITIGATE HAZARDS IN THE SHORT AND LONG TERM.

(c) (I) THE COMMISSION MAY ESTABLISH TASK FORCES TO STUDY AND MAKE RECOMMENDATIONS TO THE COMMISSION ON SPECIFIC SUBJECT MATTER AREAS WITHIN THE COMMISSION'S AREA OF STUDY.

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(II) WHEN ESTABLISHING A TASK FORCE, THE COMMISSION SHALL SET FORTH THE PURPOSE OF THE TASK FORCE AND ITS MEMBERSHIP, AREA OF STUDY, DUTIES, AND DURATION.

(III) THE CHAIR SHALL APPOINT THE MEMBERS OF A TASK FORCE, WITH THE ADVICE AND CONSENT OF THE COMMISSION. THE CHAIR MAY APPOINT INDIVIDUALS WHO ARE NOT MEMBERS OF THE COMMISSION TO SERVE ON A TASK FORCE. MEMBERS OF A TASK FORCE SERVE FOR THE DURATION OF THE TASK FORCE. MEMBERS OF A TASK FORCE WHO ARE NOT VOTING MEMBERS OF THE COMMISSION OR EX OFFICIO MEMBERS OF THE COMMISSION APPOINTED PURSUANT TO SUBSECTION (3)(b) OF THIS SECTION SERVE WITHOUT COMPENSATION AND WITHOUT REIMBURSEMENT FOR EXPENSES.

(5) **Staff support.** THE DIVISION SHALL PROVIDE OFFICE SPACE, EQUIPMENT, AND STAFF SERVICES AS MAY BE NECESSARY TO IMPLEMENT THIS SECTION.

(6) **Reports.** (a) ON OR BEFORE AUGUST 31, 2020, AND ON OR BEFORE AUGUST 31 EACH YEAR THEREAFTER, THE COMMISSION SHALL SUBMIT A WRITTEN REPORT TO THE RURAL AFFAIRS AND AGRICULTURE COMMITTEE OF THE HOUSE OF REPRESENTATIVES AND THE AGRICULTURE AND NATURAL RESOURCES COMMITTEE OF THE SENATE, OR ANY SUCCESSOR COMMITTEES. NOTWITHSTANDING THE REQUIREMENT IN SECTION 24-1-136 (11)(a)(I), THE REQUIREMENT TO SUBMIT THE REPORT REQUIRED IN THIS SUBSECTION (6)(a) CONTINUES UNTIL THE COMMISSION IS REPEALED.

(b) ON OR BEFORE AUGUST 31, 2020, AND ON OR BEFORE AUGUST 31 EACH YEAR THEREAFTER, THE COMMISSION SHALL REPORT TO THE WILDFIRE MATTERS REVIEW COMMITTEE ON ITS ACTIVITIES AND RECOMMENDATIONS.

(7) **Repeal.** THIS SECTION IS REPEALED, EFFECTIVE SEPTEMBER 1, 2024. BEFORE ITS REPEAL, THIS SECTION IS SCHEDULED FOR REVIEW IN ACCORDANCE WITH SECTION 2-3-1203.

SECTION 2. In Colorado Revised Statutes, 2-3-1203, add (15)(a)(IX) as follows:

2-3-1203. Sunset review of advisory committees - legislative declaration - definition - repeal. (15) (a) The following statutory

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authorizations for the designated advisory committees are scheduled for repeal on September 1, 2024:

(IX) THE COLORADO FIRE COMMISSION CREATED IN SECTION 24-33.5-1233.

SECTION 3. Appropriation. For the 2019-20 state fiscal year, \$174,183 is appropriated to the department of public safety for use by the division of fire prevention and control. This appropriation is from the general fund and is based on an assumption that the division will require an additional 0.8 FTE. To implement this act, the division may use this appropriation for wildland fire management services.

SECTION 4. Act subject to petition - effective date. This act takes effect at 12:01 a.m. on the day following the expiration of the ninety-day period after final adjournment of the general assembly (August 2, 2019, if adjournment sine die is on May 3, 2019); except that, if a referendum petition is filed pursuant to section 1 (3) of article V of the state constitution against this act or an item, section, or part of this act within such period, then the act, item, section, or part will not take effect unless



approved by the people at the general election to be held in November 2020 and, in such case, will take effect on the date of the official declaration of the vote thereon by the governor.



Leroy M. Garcia
PRESIDENT OF
THE SENATE



KC Becker
SPEAKER OF THE HOUSE
OF REPRESENTATIVES

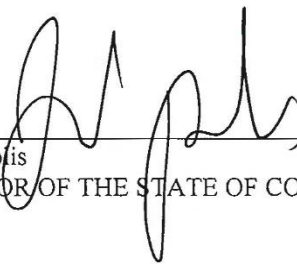


Cindi L. Markwell
SECRETARY OF
THE SENATE



Marilyn Eddins
CHIEF CLERK OF THE HOUSE
OF REPRESENTATIVES

APPROVED June 3, 2019 at 2:40 p.m.
(Date and Time)



Jared S. Polis
GOVERNOR OF THE STATE OF COLORADO



Appendix B: Subcommittee and Task Force Members

Coordination of Fire-Based Resources Subcommittee

| Name | Affiliation |
|---|---|
| State Fire Management Officer Brian Achziger | Bureau of Land Management, Commission Member |
| Director Kevin Klein | DHSEM, Commission Member |
| Chief Mark Novak | Vail Fire |
| Director Mike Morgan | Division of Fire Prevention and Control, Commission Member |
| Bryan Karchut | USDA Forest Service |
| Sheriff Brett Powell | Logan County, Commission Member |
| Emergency Manager Nathan Fogg | Arapahoe County, Commission Member |
| Chief David Wolf | Estes Valley Fire |
| Chief Brad White | Grand Fire Protection District #1 |
| Executive Director Monica Million | Colorado 911 Resource Center |
| WFMS Section Chief Vaughn Jones | Division of Fire Prevention and Control, Commission Member |
| Tracey Kern | USDA Forest Service |
| Becky Jossart | Bureau of Land Management |
| Jeff Davis - CDPS | Colorado State Patrol |
| Chief Justin Kirkland | Gypsum Fire Protection District |
| Jennifer Kirkland | 9-1-1 Center Manager Grand Junction Regional Communication Center |
| Kevin Grant | Bureau of Land Management |
| Cody Peel | USDA Forest Service |
| Vicki Pickett | JeffCom 911 |
| Michael Alexander | Douglas County Sheriff's Office |



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| Tim Johnson | Douglas County Sheriff's Office |
| District Chief Matt Branch | Division of Fire Prevention and Control |
| Chief Ray Gonzales | Rocky Ford Fire |

Training and Certification Subcommittee

| Name | Affiliation |
|---|--|
| President Paul Acosta | Colorado State Firefighters Association, Commission Member |
| Chief Tom Baumgartner | Hot Sulphur Springs |
| Captain Bryce Boyer | City of Pueblo Fire, Commission Member, Subcommittee Chair |
| Regional Training Officer Lori Brill | Division of Fire Prevention and Control |
| Division Chief of Operations and Training Paul Capo | Estes Valley Fire Protection District |
| Special Operations Division Chief Jason Clark | Eagle River Fire Protection District |
| Chief Brad Davidson | La Junta Fire |
| Division Chief of Training John Hall | Summit Fire and EMS |
| Battalion Chief of Operations Jim Klug | Platte Valley Fire Protection District |
| Battalion Chief Michael Krupa | Durango Fire and Rescue |
| Training & Special Operations Chief David Maikranz | Westminster Fire Department |
| Certification Manager Marianne Maxfield | Division of Fire Prevention and Control |
| Director Mike Morgan | Division of Fire Prevention and Control, Commission Member |
| Deputy Chief/Training Coordinator Frank Nadell | Carbondale & Rural Fire Protection District |



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| Division Chief of Training Oren Bersagel-Briese | Castle Rock Fire and Rescue Department |
| Training Captain Christopher Piepenburg BS, CTO | Black Forest Fire Rescue |
| Training Officer Toni Russell | Hot Sulphur Springs |
| State Fire Training Director Michael Scott | Division of Fire Prevention and Control |
| Chief Jess Solze | Hugo Fire |
| Division Chief - Operations Greg Ward | Loveland Fire Rescue Authority |
| Bret Williamson | Adams County Fire Protection District |
| Chief David Wolf | Estes Valley Fire |

Fire Data Subcommittee

| Name | Affiliation |
|--------------------------------|--|
| Bob Sullivan | NFPA, Commission Member |
| Marlinda Acevado | Division of Fire Prevention and Control, State CFIRS/NFIRS Program Manager |
| Chief John Bennett | Telluride Fire |
| Sheriff Shannon Byerly | Custer County |
| Parker Coombs | Division of Fire Prevention and Control /Rocky Mountain Area Coordination Center |
| Commissioner Leslie Dahlkemper | Jefferson County, Commission Member, Subcommittee Chair |
| Chief Doug Hall | Westminster Fire, Commission Member |
| Eric Howell | Colorado Springs Utilities, Commission Member |
| Assistant Chief Sean Jewell | West Metro Fire Rescue, Commission Member |



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| Interim State Forester Susan Matthews | Colorado State Forest Service, Commission Member |
| Owen McKeough | Brighton Fire |
| Robert McCarty | Yampa Valley Regional Airport and West Routt Fire |
| Director Mike Morgan | Division of Fire Prevention and Control, Commission Member |
| Adam Trojanowski | Division of Fire Prevention and Control Center of Excellence |

High-Risk Hazards Subcommittee

| Name | Affiliation |
|---|---|
| Chief Building Official Becky Baker | Jefferson County |
| Building Code Branch Chief Bill Bischof | Division of Fire Prevention and Control |
| Plans Examiner / President Andy Blake | Town of Castle Rock / CC-ICC |
| Captain Bryce Boyer | Pueblo Fire, Commission Member |
| Fire and Life Safety Section Chief Chris Brunette | Division of Fire Prevention and Control |
| Chief Don Chapman | Alamosa County Fire |
| Chief Brad Davidson | La Junta Fire |
| Chief Doug Hall | Westminster Fire, Commission Member |
| Fire Marshal Karola Hanks | Durango Fire |
| Fire Protection Engineer Tami Holley | Society of Fire Protection Engineers |
| Assistant Chief Sean Jewell | West Metro Fire, Commission Member |
| Regional Building Official Roger Lovell | Pike Peak Regional |



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| Director Mike Morgan | Division of Fire Prevention and Control, Commission Member |
| Chief Mark Novak | Vail Fire, Commission Member |
| Chief Building Official Tom Pitchford | Town of Bennett |
| Fire Prevention Branch Chief Rob Sontag | Division of Fire Prevention and Control |
| Acting Chief, Fire Marshal Jerry Stricker | Golden Fire |
| Southwest Regional Director Bob Sullivan | NFPA, Commission Member |
| Chief Building Official Tim Swanson | City of Greeley |
| Deputy Fire Marshal David Waller | North Metro Fire Rescue |
| Chief Ken Watkins | Grand Junction Fire, Commission Member, Subcommittee Chair |
| Board Member Ret. Kevin Whelan | Grand Valley Fire Board, Commission Member |

Wildland Urban Interface Subcommittee

| Name | Affiliation |
|---|--|
| Chief Building Official Becky Baker | Jefferson County |
| Fire, Fuels, and Watershed Manager Daniel Beveridge | Colorado State Forest Service |
| Assistant Director, Climate, Forest Health and Energy Angela Boag | Colorado Department of Natural Resources |
| Fire and Life Safety Section Chief Chris Brunette | Division of Fire Prevention and Control |
| Chief Don Chapman | Alamosa County Fire |



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| Government Relations Specialist Tim Coleman | Colorado Rural Electric Association, Commission Member |
| Commissioner Lesley Dahlkemper | Jefferson County, Commission Member |
| Vice President, Government Relations Fire and Disaster Mitigation Karl Fippinger | International Code Council |
| Kristin Garrison | Colorado State Forest Service |
| Executive Director Dan Gibbs | Colorado Department of Natural Resources, Commission Member |
| Fire Marshal Karola Hanks | Durango Fire |
| Operations Chief Chris Jackson | Grand Valley Fire |
| WFMS Section Chief Vaughn Jones | Division of Fire Prevention and Control, Commission Member |
| Acting Director Susan Matthews | Colorado State Forest Service, Commission Member |
| Director Mike Morgan | Division of Fire Prevention and Control, Commission Member |
| Chief Mark Novak | Vail Fire, Commission Member |
| Fire Prevention Branch Chief Robert Sontag | Division of Fire Prevention and Control |
| Southwest Regional Director Bob Sullivan | NFPA, Commission Member |
| Executive Director Sarah Thorsteinson | Summit REALTORS, Commission Member |
| Commissioner Ben Tisdell | Ouray County, Commission Member |
| Deputy Fire Marshal David Waller | North Metro Fire Rescue |
| Chief Ken Watkins | Grand Junction Fire, Commission Member |
| Board Member Ret. Kevin Whelan | Grand Valley Fire Board, Commission Member |
| Ashley Whitworth | Colorado Springs Fire Department |
| Rebecca Samulski | Fire Adapted Colorado |



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|-------------------|--------------------------------------|
| Rachael Hamby | Western Resource Advocates |
| Molly Mowry | Community Wildfire |
| Brian Oliver | City of Boulder Fire Rescue |
| Jay Teague | Four Mile Fire Protection District |
| Ben Webster | South Fork Fire |
| Scott Fullerton | Tallahassee Fire |
| Heather Stauffer | Colorado Municipal League |
| Richard Anderson | International Code Council |
| Brett Lacey | Colorado Springs Fire |
| David A Blair | Grand Valley Fire |
| Steve Pischke | Lyons Fire |
| Nicholas Bartlett | National Renewable Energy Laboratory |
| Kyle McCatty | Boulder County |
| Kara Gerczynski | Elizabeth Fire |
| James King | Evergreen Fire |
| Rachel Rush | Evergreen Fire |



Appendix C: July 2021 Letter from Governor Polis



COLORADO

Governor Jared Polis

July 8, 2021

Colorado Fire Commission
Stan Hilkey, Chair, Colorado Fire Commission
Lisa Pine, Fire Commission Administrator
690 Kipling Street
Denver, CO 80215

Members of the Colorado Fire Commission,

Colorado's catastrophic wildfire risk has grown drastically due to decades of increasing forest density, climate change-driven drought, and expanding population. Four of the five largest wildfires in Colorado history have occurred in the last three years, while more acres burned in 2020 than ever before. Roughly half of Coloradans now live in the Wildland-Urban Interface, with significant increases both in recent years and forecasted in the coming years. Despite the risks we face, Colorado can attain healthier forests and stronger communities through bold, preventative action.

During the 2021 legislative session, the State of Colorado made historic investments in our State agencies' and local governments' capacity to address wildfires. These investments focused on our ability to improve forest health and mitigate risk (SB21-054, SB21-258, and SB21-205), respond to wildfires (SB21-049, SB21-113, SB21-205, and SB21-166), and restore burned lands and watersheds (SB21-054 and SB21-240).

While the investments during the 2021 session were necessary and worthy of celebration, they did not address a critical piece of the wildfire puzzle in Colorado: land use planning, development, and building resiliency in the wildland-urban interface (WUI). Fires have always been, and will always be, a fact of nature in Colorado. As such, it's incumbent upon us to adapt our communities to this reality. The way in which communities develop in the WUI has a substantial impact on the risk to property and the safety of residents and firefighters alike.

As a local control state, it is critical that the development of any statewide policies include robust participation from local governments and other stakeholders. The Colorado Fire Commission was created to pursue comprehensive solutions to Colorado's fire issues and solicit input from the wide array of impacted stakeholders.



COLORADO

Division of Fire
Prevention & Control

Department of Public Safety

The Polis administration therefore requests that the Colorado Fire Commission evaluate and present options to the Governor's Office on a statewide approach to land use planning, development, perimeter defense, and building resiliency in the WUI, with a particular eye toward the large increases in new development and population expected in the WUI in the near-term. The Commission should consider both regulatory and incentive-based solutions for safer and smarter development, while also evaluating the need for statutory changes. In order to meet the challenges facing our State, it is important that this process be conducted expeditiously. We respectfully request that the Commission provide a range of options no later than September 30th, 2021.

Thank you for your continued service and commitment to the State of Colorado.

Sincerely,



Jared Polis
Governor



Appendix D: Recommendation 22-02 Creation of a Wildland-Urban Interface Code Board



Colorado Fire Commission

Recommendation 22-02

Creation of a Wildland-Urban Interface (WUI) Code Board

RECOMMENDATION

Create a Wildland-Urban Interface (WUI) Code Board (WUI Code Board) responsible for adopting a minimum code based on wildfire hazard.

IMPLEMENTATION TIMEFRAME

- The WUI Code Board will have up to 24 months to adopt a minimum code, allowing time to seat the Board members (3+ months), develop policies and procedures of the Board (3+ months), and hold hearings on code adoption (12+ months).
- The WUI Code Board would determine the timeframe for code implementation. One year for implementation is the suggestion from the WUI Subcommittee, as one year allows communities time to come into compliance.

SCOPE

- Vacant land
- Existing buildings (no renovations)
- Existing buildings with major retrofits
 - The WUI Code Board will determine what constitutes a major retrofit. Suggestions for what constitutes a major retrofit from the WUI Subcommittee include exterior remodels to existing structures requiring a building permit or a valuation of the work done in relation to the property's value.
- New construction
- Land use planning for subdivisions

ENFORCEMENT, ROLES, AND CONSIDERATIONS

Under this framework, the State, local governments with code officials, local governments without code officials, and the WUI Code Board have roles to ensure that a minimum code in wildfire hazard areas will be adopted, implemented, and maintained properly.



STATE

Enforcement

- Acts as Code Official
- Enforces codes in areas without local code officials or in areas unable or unwilling to enforce codes

Role

- Certifies local officials and third-party plan examiners/ inspectors
- Verifies code enforcement
- Collects fees
- Provides technical assistance
- Staffs the WUI Code Board

Considerations for the Role and Enforcement of the State

The State acts as the operational arm of the WUI Code Board.

LOCAL GOVERNMENT WITH CODE OFFICIALS

Enforcement

Once certified by the State, local government code officials enforce the minimum code within their jurisdiction.

Role

- Able to implement a stricter code than what the State/WUI Code Board adopts (State/WUI Code Board Reasoning: The WUI Code Board adopts the code on behalf of the State.)
- May appeal to the WUI Code Board to modify the code or request a modification that meets the intent of the code

Considerations for Local Government with Code Officials

- Based on hazard mapping, areas with minimal shared risk may receive time-limited exceptions from certain portions of the code.
- The WUI Code Board should determine whether there will be consequences to local governments that decide to reduce a minimum code through an appeal to the WUI Code Board.
- The Authority Having Jurisdiction (AHJ) can receive time-limited exceptions from certain portions of the code based on hazards.
- Part of the code modification decision process should include fire department capability assessments.
- The code modification decision process should also address “no man’s land” areas.



LOCAL GOVERNMENT WITHOUT CODE OFFICIALS

Enforcement

Local governments without code officials have no role in enforcement. The State will provide enforcement in these areas.

Role

A local government without code officials is able to appeal to the WUI Code Board to modify the code or request modifications that meet the intent of the code.

Considerations for Local Governments without Code Officials

- Part of the code modification decision process should include fire department capability assessments.
- The code modification decision process should also address “no man’s land” areas.

WUI CODE BOARD

Enforcement

The WUI Code Board conducts investigations and hearings on potential code violations at the local jurisdictional level, not the homeowner level. Homeowner-level appeals will go through the AHJ.

Role

- Develop policies and procedures for Board actions
- Adopt code/rules
- Develop rules for certifying local officials and third-party examiners/inspectors
- Handle code appeals and complaints
- Develop criteria for approving code modifications

Considerations and Guard Rails for the WUI Code Board

Mission Statement: WUI Code Board criteria are based on developing safer and more resilient communities and reducing risk to people and property.

- The standards adopted by the WUI Code Board should protect life and property based on established best practices.
- The WUI Code Board does not prohibit local governments from adopting more stringent codes.
- The WUI Code Board has the authority to appoint Subject Matter Experts (SMEs) and establish subcommittees.
- Exceptions granted by the WUI Code Board are time-limited and possibly tiered based on hazards/priorities (i.e., an area near a high-hazard area receives a shorter exemption period).



- The WUI Code Board will report to the Director of the Division of Fire Prevention and Control (DFPC) annually to evaluate the program.
- The WUI Code Board will identify a range of wildfire hazards through rulemaking.
- The WUI Code Board will consider fiscal impacts when adopting codes.
- The WUI Code Board will consider the final report of the WUI Subcommittee as the starting point for their work.

WUI Code Board Membership

- There will be up to nine voting members with terms of three years, initially staggered. There will be four ex-officio, non-voting members.
- Each seat will have an alternate, which allows the alternate to vote if the seated member is unavailable.
- Each member can serve a maximum of two terms.
- Membership will provide geographic representation throughout Colorado.
- Members must be residents of Colorado.

Voting Member Representation

- The WUI Code Board should be composed of SMEs with the experience and training to address matters related to building construction. In addition to SMEs, the WUI Code Board should also provide one or more seats for representatives of local government to ensure that the WUI Code Board considers the needs and required assistance communities will require to implement a code.
- WUI Code Board members' work will be done through rulemaking, allowing for input from all stakeholders.
- Representation should include:
 1. One representing building codes professionals
 2. One representing Fire Marshals
 3. One representing Fire Chiefs
 4. One representing home building professionals
 5. One representing commercial building professionals
 6. One representing land use/ community planning professionals
 7. One representing hazard mitigation professionals
 8. One or more seats representing local government

Ex-Officio Non-Voting Membership

1. One representing DFPC
2. One representing the Colorado State Forest Service (CSFS)
3. One representing the Division of Homeland Security and Emergency Management (DHSEM)
4. One representing the Department of Local Affairs (DOLA) Resiliency Office



Proactive Outreach

The WUI Code Board will proactively conduct outreach to engage stakeholders throughout code adoption and implementation. In addition to procedures of outreach and engagement outlined by the rulemaking process, including but not limited to meeting notification and public comment periods, the WUI Code Board will aim to conduct targeted outreach to stakeholders through suggested proactive outreach methods.

| <i>Suggested Proactive Outreach Methods</i> |
|--|
| <ul style="list-style-type: none"> • Engage member organizations for feedback and suggestions • Participate in member organization events (i.e., conferences, meetings, etc.) • Create and utilize a stakeholder list for targeted outreach • Host listening sessions • Attend conferences and meetings about subject matter relevant to stakeholders and the work of the WUI Code Board • Publish an e-newsletter on a quarterly or monthly basis • Consider including a member of the CFC’s WUI Subcommittee as a non-voting member of the WUI Code Board |

WUI Code Board Appointment Questions

Professionals interested in serving on the WUI Code Board will need to apply. The application will help determine which applicants are qualified to serve on the WUI Code Board. Questions may include the following:

- What is your experience with WUI codes?
- What is your experience with the WUI and/or wildfire hazards?

CREATION OF A CFC SUBGROUP TO WORK WITH A BILL SPONSOR

A supermajority of voting CFC members support creating a CFC subgroup to work with a bill sponsor on this recommendation. CFC members suggested this as an amendment to the proposed draft recommendation during the April 12, 2022, CFC meeting to ensure potential legislation remains true to the intent of the recommendation and the work of the CFC WUI Subcommittee and to ensure the legislation addresses comments raised during the CFC meeting.

