

Public Safety and Emergency Services Technical Report

Fort Carson Regional Growth Plan

April 28, 2008



Pikes Peak Area
Council of Governments
Communities Working Together

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A. INTRODUCTION AND METHODOLOGY

The Fort Carson study area encompasses three counties: El Paso, Fremont and Pueblo. There are seventeen municipalities in this region, nine with municipally-supported police service and eight served by county Sheriff's departments. There are over thirty fire protection districts and fire departments, as well as five military installations that have on-post police and fire services. Consequently, provision of law enforcement and fire and emergency services requires a high level of coordination and excellent communication across many jurisdictions and Fort Carson.

Each public safety agency faces its own set of challenges in meeting the needs of the existing population, and each will experience varying amounts of growth during the Growth Plan study period, FY 2006 through FY 2011. Specific needs directly related to Fort Carson are difficult to determine because most jurisdictions do not currently collect or report data regarding military members as a separate demographic. Therefore, assumptions in this technical report are made based on the Fort Carson Regional Growth Plan Demographics and Housing Technical Reports, which assume that the new troops will be similar in demographic characteristics to the current Fort Carson population and will choose to reside in generally the same areas as current soldiers and families.

Providing adequate public safety service is a core function of local government. This paper assumes that, as population and service areas increase, public safety funding will also need to increase in order to maintain current levels of service. Even with technological innovations that make service provision more efficient and effective, public safety budgets and infrastructure needs must increase in order for jurisdictions to continue to provide adequate public safety services.

Per capita cost estimates developed for this report are based on the above assumptions and are utilized to determine Fort Carson growth impacts on public safety services. Costs are based on 2006 spending levels and assume no increases in service levels through FY 2011. Please see Appendix A for specific cost estimates for the jurisdictions addressed in this paper. Additional cost estimates are provided for agencies that have reported the need for greater funding and increased service levels in future years. Those cost breakdowns are provided in Appendix B.

It is estimated that approximately 76% of incoming Fort Carson soldiers and families will live off post, and nine out of ten families currently live within twenty miles of Fort Carson. Therefore, this assessment focuses on the service providers in communities expected to experience the majority of the impacts of Fort Carson's growth. These jurisdictions include the City of Colorado Springs, the City of Fountain, unincorporated El Paso County, the Stratmoor Hills Fire Protection District and the Security Fire Department (see Map 2: Public Safety Service Areas Around Fort Carson). Other jurisdictions, such as the Hanover Fire Department, Pueblo West, the Colorado Centre Metropolitan District Fire Department and Fremont County communities, may also be impacted by Fort Carson growth, but to a lesser degree, and may experience many of the same issues identified in this assessment. Impacts to these jurisdictions will depend on future growth patterns in the region, and affected agencies will also need to assess budget requirements and coordinate with Fort Carson to ensure public safety needs are met.



The goals of this technical report are to 1) identify existing service levels, estimate growth-related costs, and assess the ability of the jurisdictions most impacted by Fort Carson growth to meet the expected increase in demand for law enforcement and public safety services; 2) identify unique areas of concern regarding military personnel in relation to public safety; and 3) make recommendations to meet the public safety and emergency service needs from post-related growth impacts, including needs for regional coordination.

Stakeholder interviews were conducted in February, March, and September, 2007 and February and March, 2008 to identify the impacts of Fort Carson population growth on service provision over the next five years. Information was gathered from interviews with local public safety officials and from publicly-available records. The Fort Carson Regional Growth Plan also convened a public safety partnership group to identify key issues, consider recommendations made in the technical report, and develop action steps toward implementing those recommendations.

Demographics

According to the Growth Plan's Demographic Projections Technical Report, an estimated 12,600 military personnel were authorized for Fort Carson at the end of FY 2006, and an estimated 23,000 Fort Carson-related dependents were living within the region. Therefore, the population of the Fort Carson community, the majority of which lives off-post, was approximately 36,000 persons at the beginning of FY 2007.

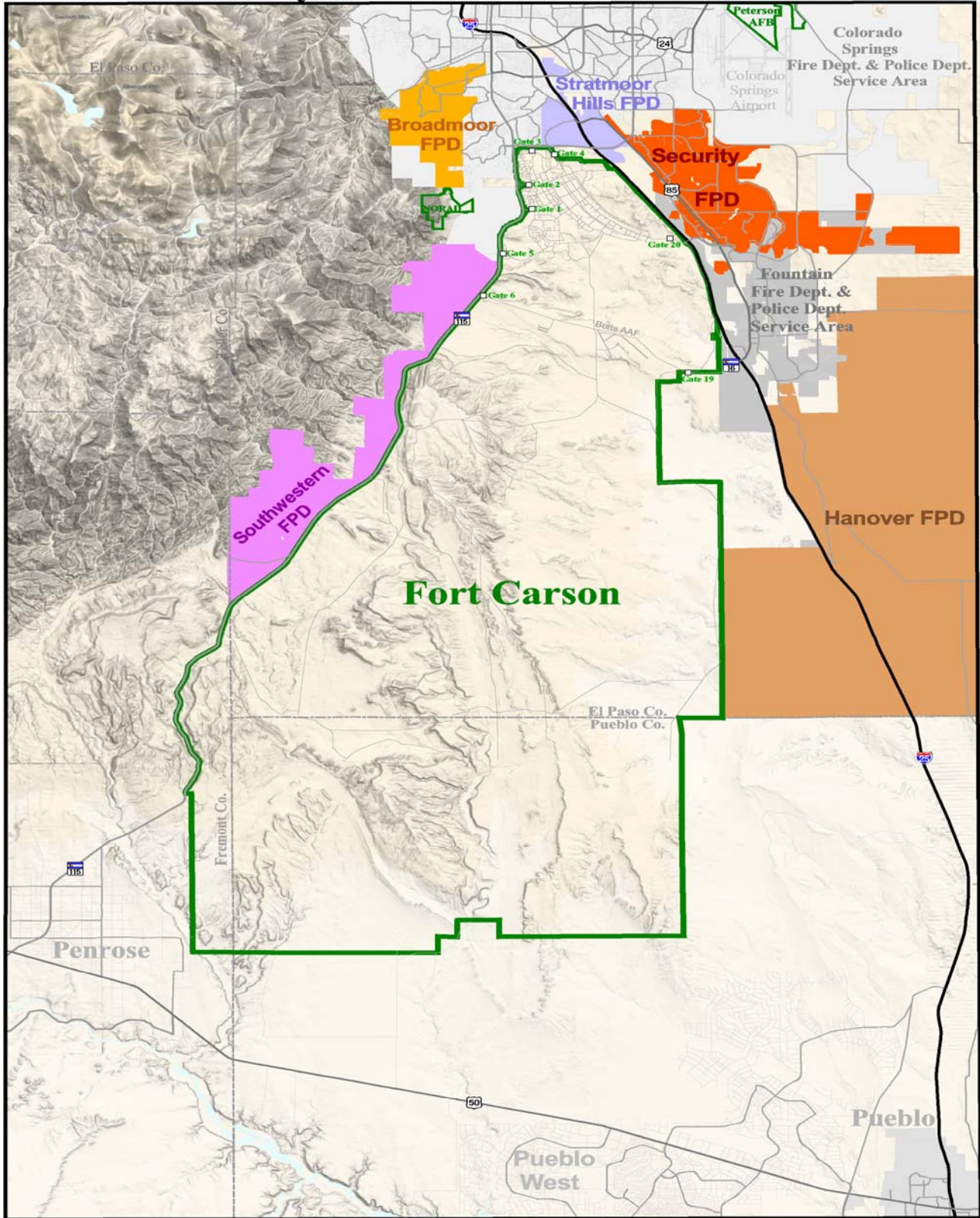
New population growth associated with the forecasted troop increases will add approximately 33,800 new persons to the study area population; this population will consist of approximately 11,400 newly authorized troops, 21,300 military dependents, 430 civilians, and 690 civilian dependents. The Fort Carson-related population will make up over 8% of the total study area population by 2011 and will account for over one-fourth of the region's growth during this time frame. Accordingly, communities near the post anticipate significant impacts from Fort Carson's growth.

According to data presented in the Growth Plan's Housing Technical Report, the current Fort Carson off-post population resides in the Primary Housing Impact Area, within twenty miles of the post. The Housing Technical Report estimates that the majority of Fort Carson personnel (approximately 76%) will live off-post. The report also estimates, based on zip code data supplied by the post, that 64.5% of Fort Carson soldiers and families that reside off-post live in Colorado Springs, 17.5% live in the City of Fountain, and 15.2% live in unincorporated El Paso County, primarily in the Security/Widefield area.¹ It is assumed that, absent major changes in housing trends, the housing distribution of new Fort Carson soldiers and families will reflect current trends. Therefore, this paper focuses on public safety agencies in Colorado Springs, Fountain, and El Paso County that will be most impacted by Fort Carson growth (see Map 1: Public Safety Service Areas Around Fort Carson). Public safety and emergency services costs attributed to Fort Carson growth are also based on this geographic breakdown.

¹ Sample zip code data provided by Fort Carson and analyzed by RKG Associates are presented in Table 41, page 45 of the Growth Plan's Housing Technical Report.



Public Safety Service Areas Around Fort Carson



Map 1: Public Safety Service Areas Around Fort Carson



B. EXISTING SERVICES

Public safety and emergency services are provided on-post by Fort Carson personnel. Off-post needs are generally handled by the communities in which an incident occurs. Local jurisdictions coordinate with the installation through mutual aid agreements and on an ad-hoc basis to handle off-post incidents involving Fort Carson soldiers or on-post incidents that affect the region, such as wild fires. This section identifies the law enforcement, fire, and emergency services provided by the post and by key jurisdictions surrounding the installation. Current service levels are identified, as well as the capital and operational requirements of each jurisdiction to meet future demand from Fort Carson growth.

Fort Carson Police, Fire, and Emergency Services

Fort Carson's Directorate of Emergency Services (DES) provides public safety services on post and is comprised of Law Enforcement and Fire and Emergency Services, as well as Installation Access Control. The DES also includes the Physical Security Branch (PSB), which is responsible for assessing the security of buildings and training areas, developing training requirements for soldiers who guard weapons and ammunition, inspecting building alarm systems and managing the gate guard civilian contract. The PSB also reviews all new construction plans to ensure they meet both Force Protection and physical security requirements.

The service area of the post includes a total of 373,300 acres: 137,404 on the Mountain Post and 235,896 in the Pinon Canyon Maneuver Site located 150 miles southeast of the post. The cantonment or town area of the post covers approximately 7,000 acres in the northern section of Fort Carson. The on-post population resides in approximately 2,600 family housing units and over 5,600 barracks. Three elementary schools and one middle school are also located on the post. There are currently 12,590 soldiers and family members living on the post. Fort Carson's population approximately doubles during the day, when additional soldiers and civilians living off-post work on the installation.

Law Enforcement Services

The DES Law Enforcement Division is headed by a Department of the Army civilian employee. The Directorate is comprised of civilians, military police officers (the 759 Military Police Battalion), and Department of the Army civilian police officers. Most personnel are civilian police officers who have substantially more longevity at Fort Carson than the military police officers, who are soldiers.

The Law Enforcement Division is staffed very similarly to a local civilian police department and provides many of the same services that local police departments provide. DES is responsible for services that include vehicle registration, patrol units, investigation units, records, emergency response teams, and AWOL apprehension.

Regular patrols are conducted within the main cantonment area and also periodically cover downrange areas, including the major training facilities and the Pinon Canyon Maneuver Site. Fort Carson police officers also respond to calls for service. Additionally, there are two Range Conservation/Game Warden officers that spend a majority of their time in the downrange areas and are dispatched as needed.

The Fort Carson Police serve as a reporting agency to unit commanders. Police officers investigate cases and report issues to commanders or legal authorities for adjudication or disposition. Military



police have no authority over civilians off-post; however, they can and do enforce rules and regulations with soldiers off-post. Troop units, not military police, have coordinated with off-post jurisdictions when requested, such as to help monitor bar scenes. However, Fort Carson Police officers are not authorized to respond to situations outside the confines of the post.

To serve the on-post population (including daytime working populations and those living on post), Fort Carson operates out of one police station with forty-six Department of the Army police officers, 221 Military Police officers, and seventy-nine contract civilian guards. The Fort Carson police station has two temporary holding cells for short-term detention. Long-term detention is coordinated with the El Paso County Jail.

In FY 2007, the DES responded to 29,000 calls for service. It is anticipated that calls for service will increase to 54,000, an 86% increase, by FY 2013 as a result of Fort Carson's growth. In order to meet this increase in demand, DES anticipates adding staff. The post is currently conducting a manpower study to determine the need for additional officers and access control guards. DES is also working to enhance coordination with neighboring communities to address law enforcement issues involving Fort Carson personnel.

Fire Services

The Fort Carson Fire Department (FCFD) is comprised of civilian firefighters and receives occasional support from a small number of uniformed (soldier) firefighters. The fire department's primary responsibility is to respond to calls on post. However, under mutual aid agreements, the FCFD is the primary response agency for all of State Highway 115 along the western border of the post, including areas south of the Turkey Creek Recreation Area.

The FCFD operates three fire stations: a main station in the middle of post, one station at Butts Army Airfield with a mission of crash rescue at the airfield, and a small station at the Turkey Creek recreation area.

FCFD responded to 2,800 calls for service in FY 2007. It is anticipated that calls for service will increase nearly 86%, to 5,200, by FY 2013. The post's manpower study will also determine the number of fire department personnel needed to meet this increase in demand.

Because the majority of Fort Carson personnel live off-post, Fort Carson law enforcement and fire officials need to work closely with surrounding communities. In addition to informal working relationships between jurisdictions, the post has numerous agreements with local agencies regarding public safety needs. Coordination between the post and local fire departments is long-standing and more formalized; the post has twenty-six mutual aid agreements with surrounding fire jurisdictions. This type of coordination has been extremely beneficial to the post and the community. For example, over fifty personnel and ten agencies responded to assist the post in fighting the "Training Area 25" fire in April, 2008. Efforts to coordinate with local law enforcement agencies continue through mutual aid agreements, as well as more informal communication and coordination efforts, both at the command and operational level.

Fort Carson and local law enforcement agencies anticipate enhanced communication and coordination with the recent appointment of a civilian as deputy director of emergency services. Prior to this appointment, Fort Carson communication with local agencies was handled by military



personnel with regular turnover, providing little continuity. This enhanced level of communication and coordination helps ensure adequate resources during emergencies and provides the post and local law enforcement agencies with better information when addressing military-specific issues.

The City of Colorado Springs

The service area covered by Colorado Springs law enforcement and fire and emergency services is 194.5 square miles. The city's population is estimated at 407,902 for 2008. According to the city's *Comprehensive Plan Annual Report 2006-2007*, between 2001 and 2007 the city's average annual population increase was over 5,000, or 1.4%. However, a 3.1% jump in 2007 indicates that population growth in the region is rising, and this increase is attributable at least in part to Fort Carson. In addition to baseline growth, the city anticipates significant impacts from Fort Carson's growth, with an increase of over 16,000 Fort Carson soldiers and families residing in the city by 2011.

Colorado Springs public safety and emergency services are funded by the city's general fund, as well as a .4% Public Safety Sales Tax (PSST). Specific funding levels are broken down by law enforcement (police department) and fire/emergency services (fire department). Below is a description of Colorado Springs' public safety services and costs.

Law Enforcement

In order to meet the law enforcement needs of the city, the Police Department operates out of the police operations center and four substations geographically dispersed across the city. The department is divided into bureaus (Operations Support, Patrol, and Administrative) to provide a range of services, including investigations; vice, narcotics, and intelligence; specialized enforcement, such as domestic violence and gang enforcement; patrol services; building security; traffic enforcement; crime prevention; and organizational and administrative support.

The police department's budget is as follows:

Table 1: Colorado Springs Police Department Budget

	2005 Actual	2006 Actual	2007 Budget	2008 Budget
General Fund	\$70,229,520	\$71,602,947	\$74,338,959	\$73,001,812
Public Safety Sales Tax Fund	\$15,743,560	\$12,808,753	\$13,794,896	\$12,739,895
General Fund FTEs				
Civilian	249	249	251	238
Uniformed	580	580	580	579
Total	829	829	831	817*

*This includes a shift of 9 positions from the Police Department to the city's newly-created Information Technology Department

Source: City of Colorado Springs 2008 Budget

The city's population and calls for service have been steadily rising in recent years. However, the department's annual budgets, particularly staffing levels, have not kept pace with this increase in demand for service. In fact, the 2008 CSPD budget is lower than the previous year's budget. The PSST has provided additional revenue and capital outlays for the police and fire departments, but budget constraints because of tax limitation measures and an economic slowdown that has decreased sales tax revenues make it extremely difficult for city services to keep pace with the growth in service area and population. Despite less funding per capita, CSPD has, in some areas,



been able to do more with less. Unfortunately, as the city continues to face budget constraints, decreased funding will affect the department's ability to maintain current service delivery levels.

CSPD has had good success in certain performance measures, such as clearing violent crimes and the ratio of injury-producing traffic accidents. However, the department notes key issues of concern in its 2008 budget, particularly as the population increases but resources (i.e., the number of patrol officers) do not keep pace. For example, the department's staffing ratios are below national averages (2.5 FTEs per 1,000 population versus 2.9 per 1,000 for similarly sized cities). Also, the number of calls for service continues to increase, from 193,162 in 2003, to 251,746 in 2006. In addition, response time for calls for service is increasing annually and is estimated at 11:28 (minutes:seconds) for "priority one" emergency calls, well above the average for similarly-sized cities (9:13) and above the department's target of eight minutes.²

The lack of patrol officers is of particular concern to local officials who indicate that, recently, the department has had no officers to respond to nearly half of all calls. In addition, response times for certain calls are extremely high. For example, response times for criminal mischief calls average sixty-five minutes; hit and run response times average thirty-six minutes; and theft response times average forty-seven minutes.³

In order to reach desired service levels in the future to meet growth-related needs, as well as address current gaps in service, the city has identified public safety needs in the 2009-2018 timeframe. The department anticipates that an additional 353 sworn officers, forty-five additional uniformed supervisors and 126 more civilian employees would be needed to decrease response times to eight minutes 90% of the time and obtain a ratio of two uniformed officers per 1,000 population.⁴ A portion of CSPD's future needs can be attributed to Fort Carson's growth. An estimate of CSPD costs to meet needs of additional soldiers and families through 2011 are provided below.

Projected CSPD Costs in Response to Fort Carson Growth

The following projections are based on several assumptions. These assumptions include the geographic distribution of Fort Carson soldiers and families living off post and the population percentages of municipalities within El Paso County. A detailed fiscal analysis, including a breakdown of anticipated commercial growth is beyond the scope of this paper; therefore, cost estimates are calculated on a per capita basis (see Appendix A for a more detailed breakdown of Fort Carson cost impacts to public safety jurisdictions).

Per capita costs for the Colorado Springs Police Department are based on 2006 data, which include the latest municipal population estimates provided by the State of Colorado Department of Local Affairs (DOLA). As detailed in Appendix A, 2006 per capita costs for the CSPD were \$216. The estimated city population increase from Fort Carson personnel and families is 16,574. Therefore, costs to provide police services – at current service levels – for additional Fort Carson soldiers and families living in Colorado Springs by 2011 are estimated at over \$3.5 million.

2 City of Colorado Springs 2008 Budget.

3 Citizens for Effective Government, Presentation to the Leadership Summit, April 15, 2008.

4 City of Colorado Springs Ten-Year Public Safety Needs.



In order to increase service levels to national standards, CSPD has also calculated annual spending increases for additional personnel, facilities, and equipment for future years. According to CSPD's Ten-Year Public Safety Planning documents, the department anticipates the need for an additional 181 personnel (FTEs) by 2011, with an estimated budget of more than \$20 million above 2008 levels. Therefore, in order to provide services at increased standards, the per capita cost would increase to \$239, and the Fort Carson growth component of police department costs is estimated at over \$3.9 million by 2011. Please note that this estimate of future needs represents only on-going 2011 costs above the department's 2008 budget and does not include one-time capital requests in intervening years (see Appendix B for a more detailed analysis).

Fire and Emergency Services

The Colorado Springs Fire Department provides fire and emergency services from twenty stations located throughout the city. CSFD staffs twenty engine companies, five truck companies, one hazmat team and one medical squad. The department's equipment also includes eleven brush trucks for fighting wildland fires, a heavy rescue truck, an air supply truck, a hazardous materials decontamination vehicle and a hose wagon to respond to emergencies. In general, CSFD responds to all emergencies that are not primarily law enforcement calls. These calls include wildland, structure, and vehicle fires, medical emergencies, rescues, hazardous materials responses and other calls for assistance. The department's goal is to respond to incidents within eight minutes 90% of the time.

The Fire Department's budget to provide these services is as follows:

Table 2: Colorado Springs Fire Department Budget

	2005 Actual	2006 Actual	2007 Budget	2008 Budget
General Fund	\$40,100,414	\$40,271,049	\$42,356,486	\$39,983,216
Public Safety Sales Tax Fund	\$9,565,962	\$10,736,054	\$12,572,617	\$12,809,702
General Fund FTEs				
Civilian	43.25	42.25	42.25	36.25*
Uniformed	372	373	379	379
Total	415.25	415.25	421.25	415.25

*This includes a shift of 6 positions from the Police Department to the city's newly-created Information Technology Department

Source: City of Colorado Springs Proposed 2008 Budget

The CSFD reports that, based in part on troop deployments, the number of emergency incidents per 10,000 population has risen more slowly since 2003. Also, because of a 2006 policy change that eliminated Fire Department responses to low priority police calls, the number of emergency incidents has actually declined slightly from 1,163 per 10,000 in 2006 to an estimated 1,119 in 2007 and 1,103 in 2008.⁵ However, over the last ten years, the number of total calls for service has increased approximately 39%, from 32,417 in 1998 to 45,107 in 2007.⁶ The department is working to maintain its current service level of responding to emergency calls within eight minutes 90% of the time. By repositioning and adding equipment, the department is responding to additional needs of residential development in areas that are not well-covered. However, particularly in newer

⁵ City of Colorado Springs 2008 Budget.

⁶ 2007 Colorado Springs Fire Department Statistical Abstract, reported in the Colorado Springs Gazette, March 1, 2008.



developments to the east, the department's response times have increased, and in some cases those times do not meet the department's standards.

As the city continues to grow, the department anticipates the need for more fire stations, personnel, and equipment to ensure adequate coverage. In order to meet long-term demand, the department has identified a need for three new city-built fire stations, staffing at ten new fire stations, the addition of three truck companies and nine medical squads, with a total of 210 additional sworn personnel and twenty-four civilian positions between 2009 and 2018.⁷ Obtaining these staffing and capital needs will continue to be a challenge, as PSST funds will be absorbed by staffing and operational costs and funding for additional capital facilities and equipment has not yet been identified.

Projected CSFD Costs in Response to Fort Carson Growth

In order to determine the specific impacts on public safety from Fort Carson growth, this paper utilizes per capita spending levels. As detailed in Appendix A, 2006 per capita costs for fire and emergency services in Colorado Springs were \$131. To maintain current service levels, per capita spending in 2011 is assumed to remain at the 2006 level. With the addition of 16,574 Fort Carson troops and families, CSFD costs would increase by over \$2 million to serve this new Fort Carson population.

However, in CSPD's Ten-Year Public Safety Planning documents, the department has identified additional facilities and personnel needs above 2006 levels in order to meet the demands of overall growth, including Fort Carson-related growth. Appendix B details these costs. Specifically, the department anticipates the construction of two fire stations by 2011. Additional costs cover equipment and staffing needed for new and existing fire stations, with the addition of sixty-seven additional staff by 2011. Per capita costs to meet increased service levels are estimated at \$149. Therefore, costs to serve the increased number of Fort Carson soldiers and families living in the city at this higher service level are estimated to be nearly \$2.5 million. Please note that this estimate is conservative. The per capita cost calculations represent only 2011 ongoing funding needs above the department's 2008 budget and do not include all capital costs in intervening years.

The above cost estimates for the Colorado Springs police and fire departments indicate that Fort Carson-related growth will have significant impacts on public safety services for the City of Colorado Springs. These costs include capital funding for fire stations, equipment, and vehicles, as well as on-going operational costs. Based on current budget trends and funding projections, the city will face challenges in meeting Fort Carson's growth needs. Additional resources will be needed to meet both Fort Carson and baseline growth demands.

The City of Fountain

The City of Fountain encompasses twenty-two square miles with a population of approximately 23,000. Out of a total general fund budget of \$12,229,980, police services account for 37% and fire services account for 16% of the total budget. Ambulance service is paid for through an enterprise fund, with a small general fund subsidy, accounting for approximately 1% of the general fund budget.

⁷ City of Colorado Springs Ten-Year Public Safety Needs.



Despite a regional and national economic slowdown, Fountain has continued to grow, even if at a slower pace than in previous years. As development and growth continue, the City of Fountain anticipates increases in both sales tax revenue (an estimated 6% increase from 2007-2008) and property tax revenue (an estimated 18% increase from 2007-2008).⁸ However, because of tax measures which limit the city from increasing spending above specified levels,⁹ the city faces spending restrictions below these forecasted revenues, limiting the ability of the city to meet the service needs demanded by new growth. Therefore, Fountain, as well as other local jurisdictions in the Fort Carson study area, must come up with creative alternatives to meet the demands of growth on public safety and other services.

Law Enforcement

The Fountain Police Department operates out of one station with forty sworn officers and three reserve officers. The patrol division, the largest function of the police department, covers four patrol districts. The department also handles other functions, including SWAT and criminal investigations, as well as communications and support.

In the past three years, the police department's budget has risen, but not as rapidly as demand for the department's services. For example, in 2006, the Fountain Police Department received 24,452 calls for service, a 20% increase over 2005 calls. Also, the department's 2008 budget increase is less than previous years' increases. Because of limited resources, the city has not been able to provide monies through the general fund to meet the department's staffing requests, although the department has been able to fund some positions and other needs through grants. Details of the department's general fund budget are provided in Table 3.

Table 3: Fountain Police Department Budget

	2005 Actual	2006 Actual	2007 Budget	2008 Budget
General Fund	\$2,970,579	\$3,397,740	\$3,881,690	4,205,900
General Fund FTEs				
Civilian	13	13	13	13.5
Uniformed	38	38	40	40
Total	51	51	53	53.5

Sources: City of Fountain 2008 Budget Summaries and Fountain Police Department

The Fountain Police Department's staffing levels are a concern for the department. The number of officers (1.5 per 1,000) is currently below national standards (2 officers per 1,000), and the department does not have the funding necessary to hire additional personnel. The department estimates that fourteen additional officers are currently needed, and six more may be needed by 2009. Because a significant portion of Fort Carson soldiers and families who live off post are expected to live in Fountain (17.5% currently reside in the city), the department is very concerned about its ability to serve population increases from Fort Carson.

⁸ City of Fountain 2008 Budget.

⁹ Tax measures in Colorado, particularly the Taxpayer's Bill of Rights (TABOR), impose revenue and spending restrictions on all taxing entities. These restrictions make it difficult for fast-growing communities (which may be unable to collect tax revenues above allowable limits) from keeping up with the pace of growth. These restrictions also affect communities following economic downturns because, if tax collections fall below previous years' collections, spending and revenue limits are "ratcheted back"; therefore, when the economy improves, jurisdictions can not increase spending to previous levels.



Projected Fountain Police Department Costs in Response to Fort Carson Growth

2011 cost estimates for the Fountain Police Department to meet projected Fort Carson growth are based on 2006 per capita public safety costs for the city. Appendix A shows that, in 2006, per capita costs for police department services were \$163. With a projected increase of nearly 4,500 Fort Carson soldiers and families and assuming no increase in personnel or other costs above 2006 levels, costs for the police department to maintain current service levels would be over \$730,000. These costs represent a more than 21% increase above 2006 public safety spending, just to accommodate Fort Carson growth, and do not reflect additional costs to meet baseline growth needs. Therefore, the department likely will face future funding and staffing shortfalls if additional resources are not identified to meet these growth needs.

Fire and Emergency Services

In addition to the twenty-two-square mile city area, the Fountain Fire Department covers sixteen miles of Interstate 25, from mile marker 132 south to the Pueblo County line (mile marker 116).

To serve the residents of Fountain and cover I-25, the department has thirty paid staff and sixty volunteer firefighters operating out of three stations. The department is responsible for fire suppression, fire prevention and education, basic and advanced medical life support, ambulance transport, a hazardous materials unit, a heavy rescue unit, a technical rescue team and a wildland fire team.

The number of calls (alarms) has increased from 2,602 in 2002 to 3,248 in 2007. The department's average response time for calls for service is 4.59 minutes. In January 2002 the department added paramedic ambulance transport service; this service has reduced hospital transport times by twenty minutes. When the Fire Department's ambulance is in use, a private ambulance company (American Medical Response) provides transport services. Table 4 outlines the department's annual funding to meet the city's fire and emergency service needs.

Table 4: Fountain Fire Department Budget

	2005 Actual	2006 Actual	2007 Budget	2008 Budget
General Fund	\$1,567,572	\$1,623,180	\$3,031,405	\$1,904,660
General Fund FTEs				
Civilian	0	0	1	1
Uniformed	27	28	29	29
Total	27	28	30	30

Source: Fountain Fire Department

The large increase in the department's 2007 budget included the purchase of a ladder truck for \$800,000. The purchase of the truck greatly enhances the department's ability to meet public safety needs; prior to the purchase and receipt of this truck, the department's existing apparatus could only reach up to twenty feet high. Because of the department's size and funding constraints, the purchase of any equipment significantly impacts the department's budget.

Projected Fountain Fire Department Costs in Response to Fort Carson Growth

Projected cost impacts from Fort Carson growth are based on the department's 2006 per capita costs. This method assumes service levels will not increase by 2011. As Appendix A shows, 2006 per capita costs for the Fountain Fire Department were \$78. Based on a projected Fort Carson-related population increase of nearly 4,500, the increased costs for fire and emergency services just for the



Fort Carson growth component is estimated at approximately \$350,000. This figure represents a more than 21% increase over 2006 spending levels just to accommodate Fort Carson growth and does not reflect the department's total costs to serve all residents by 2011.

However, the department has indicated that in order to meet the increased needs of Fort Carson and baseline growth by 2011, the department will need an additional fire station (\$1.5 million) and fire engine (\$450,000), as well as seven firefighters (\$650,000 annually) to adequately serve the population. The total cost for the new capital facilities, equipment, and staffing is \$2.6 million, a significant increase over current budget requirements. Based on population projections and future budget needs, the per capita cost for increased services is estimated at \$95. This number reflects only on-going 2011 costs above the department's 2008 budget and does not include additional one-time capital costs. The projected Fort Carson component of these costs, based on a Fort Carson-related population increase of nearly 4,500 by 2011 is approximately \$427,000 (please see Appendix B). Again, these are significant costs for which no additional funding is currently identified. The City of Fountain will need to address these cost implications in order to provide services that meet the needs of Fort Carson and baseline population growth.

El Paso County Sheriff

The El Paso County Sheriff's Department covers the county's 2,158 square miles and a total population of 597,632; over 155,000 live in unincorporated El Paso County.¹⁰ The Sheriff's Department provides law enforcement services in unincorporated areas of the county. The department also provides services on a county-wide basis to all county residents, including running the county jail, serving as fire warden, executing writs, transporting prisoners, conducting search and rescue and processing concealed weapons permits.

The Sheriff's Department budget for recent years is outlined in Table 5. The department's 2008 budget is \$44,012,082 – less than the department's 2007 budget of \$44,622,962. The total public safety component, which includes the District Attorney, Coroner, and other public safety functions in addition to the Sheriff's Department, is approximately 36% of the total county budget. The department has 600 law enforcement personnel (419 sworn and 181 civilian). The number of calls for service received by the Sheriff's Department has been steadily increasing. The department handled 213,680 calls in 2005, an estimated 216,758 in 2006, and an estimated 222,177 in 2007. However, the county is experiencing extreme budget pressures, and the Sheriff's Department's 2008 budget reflects these budget constraints.

Table 5: El Paso County Sheriff's Department Budget

	2005 Actual	2006 Budget	2007 Budget	2008 Budget
General Fund	\$45,597,972	\$44,172,591	\$44,622,962	\$44,012,082
General Fund FTEs				
Total	600	603	603	600

Source: El Paso County 2007 Budget Book and 2008 Preliminary Balanced Budget

Long-term trends indicate that, as the county's population has grown, public safety resources have not kept pace. For example, the county's population has increased by 50,000, and the department has seen a 137% increase in calls for service since 1990; however, no additional patrol deputies have

¹⁰ Population figures are based on 2007 Department of Local Affairs estimates.



been funded in that timeframe. Response times for priority one calls range from 9:03 to 20:35 (minutes:seconds), depending on area of the county, and response times of ten minutes or less occur as little as 11% of the time in underserved areas of the county. Further, in 2007 the number of patrol deputies per 100,000 serving unincorporated El Paso County was 38.8, significantly lower than other urbanized counties in the state (Arapahoe County reported 73.1 patrol deputies per 100,000; Douglas County reported 73.2; and Boulder County reported 184.3).¹¹

Jail facilities are also currently stretched beyond their limits, and any additional growth will require significant funding increases to meet current service levels or improve levels of service. For example, in 1995, the staff-to-inmate ratio was 1:35; in 2006 the ratio was 1:65, and wards at the criminal justice center are currently over 95% of capacity, raising significant safety concerns for staff and inmates. If current trends continue, the El Paso County Sheriff estimates that by 2012 the jail's population will be 2,187 inmates, with a capacity of only 1,599 beds. Additionally, salaries for El Paso County Sheriff's deputies are significantly below neighboring jurisdictions, making it difficult to attract and retain qualified staff.¹²

Because of severe budget constraints, the El Paso County Sheriff continues to raise concerns about the ability of the department to provide services to existing and future residents at nationally-recognized service levels. The ability of the department to provide services is becoming more and more difficult, and the department (along with other county departments) is in the position of having to recommend programs to eliminate, such as the county's work release program, in order to achieve cost savings. These types of cuts have other impacts, such as increasing the population of the county's already-taxed jail facilities.

Projected El Paso County Sheriff Department Costs in Response to Fort Carson Growth

Determining specific costs to the department related to Fort Carson growth is challenging for several reasons. The department provides varying services to residents in unincorporated and incorporated areas, and breaking down costs by area is beyond the scope of this assessment. Further, while estimates of per capita costs in this assessment assume that service levels will remain constant, the budget pressures on county services may actually lead to decreased service levels as budgets continue to decrease while the county population increases. The department has identified current and projected future gaps in service based on budget history, continued funding shortfalls, and projected baseline and Fort Carson growth needs. In order to address these gaps, the Sheriff's Department has identified over \$150 million in one-time capital needs and over \$60 million in on-going operational needs by 2014. However, funding for these projects has not been identified.

The above issues notwithstanding, Appendix A does provide an estimate of public safety costs for the Sheriff's Department – assuming current service levels are maintained – based on Fort Carson growth projections. Specifically, based on 2006 per capita costs of \$76, a projected increase of approximately 23,000 Fort Carson troops and families would result in costs of over \$1.7 million in 2011. The department will be extremely challenged to meet these future costs based on current budget conditions in the county.

¹¹ Ten County Comparison Report, 2007.

¹² The Jails are Full: Causes and Future Implications, Sheriff Terry Maketa and Bureau Chief Paula Presley, available at <http://shr.elpasoco.com>; El Paso County Sheriff 2007 budget request documentation.



Stratmoor Hills Fire Protection District

The Stratmoor Hills Fire Department is located between the City of Colorado Springs on the north and Fort Carson on the south. The department's service territory covers approximately four square miles of residential and light commercial properties, with an additional six miles of Interstate 25, from Circle Drive (mile marker 138) to Colorado Highway 16 (mile marker 132). The district has one station, seven paid employees, an average of twenty to twenty-five volunteers, and seven vehicles. The department's budget, detailed in Table 6, is funded mainly through property taxes, with the rest funded by vehicle taxes, grants, and fire protection contracts.

Table 6: Stratmoor Hills Fire Protection District Budget

	2005 Actual	2006 Actual	2007 Budget	2008 Budget
General Fund	\$587,213	\$617,057	\$652,333	\$671,426
Other funding (grants, etc.)	\$26,487	\$249,597	\$39,047	\$0
General Fund FTEs				
Civilian	1	1	1	1
Uniformed	6	6	6	6
Total	7	7	7	7

Source: Stratmoor Hills Fire Protection District

Currently, the district serves approximately 2,600 homes and 6,500 residents. The area will increase by approximately 1,000 new residential units in the district by 2011, primarily to accommodate Fort Carson growth. The district also anticipates major impacts to traffic, both in terms of volume and severity of traffic incidents as the volume on its roads increases because of Fort Carson growth. Currently, approximately 14% of the district's calls are traffic-related, double the number from ten years ago, and the number of traffic-related incidents is expected to rise. As calls for service increase, additional wear and tear on vehicles creates the need to purchase equipment more often than in previous years. The district estimates that equipment that used to last twenty years now needs to be replaced as often as every ten years, effectively doubling the equipment costs for the department.

The district is also affected by workforce issues related to Fort Carson. Until recently, many of the district's volunteer firefighters were Fort Carson soldiers. Because of repeated deployments, active duty military members have been unable to volunteer and are becoming less willing to continue service because of a desire to spend more time with their families when they are home. The district is working to address this shortage by adjusting recruiting and response plans. However, this shortage of volunteers affects the district's budget by increasing the need for more paid staff. Also, as noted above, the district relies heavily on property taxes for its budget, and partly because of Fort Carson deployments and partly because of the current housing market, the number of vacant houses in the district has increased, lowering the district's tax base.

Estimating per capita costs specifically for the Stratmoor Hills Fire Protection district is beyond the scope of this paper because the analysis used for the Growth Plan and this paper does not include 2011 population information attributable specifically to the district. However, it is anticipated that many of the new district residents will be associated with the post. Also, the district will be impacted by increased traffic from non-residents traveling to and from the post. The district's budget, as noted in Table 6, can fluctuate greatly, depending on the availability of grant funding and other non-general fund sources, making cost averaging estimates difficult. Therefore, determining specific Fort Carson impacts to the district is not possible under current data limitations.



However, based on information provided by the district and information provided by fire and emergency service providers in the region, some general impacts of Fort Carson growth can be identified. In particular, the district anticipates a significant increase in traffic, not just from residents, but from pass-through traffic in general and from vehicles traveling to and from Fort Carson. The district has identified a need for additional staffing (both career and volunteer), as well as additional equipment to meet future growth. Specific staffing levels have not yet been determined, particularly as the district struggles to recruit and retain volunteer firefighters. The district has identified a near-term need for a new rescue truck, at a cost of \$300,000-\$350,000. This cost would increase the district's budget by 45-52%, a cost that the district would not be able to absorb without identifying funding beyond current general fund levels.

The department is also seeking to off-set needs for increased paid staffing by developing a training program for recruits and students that would include tuition assistance and apprenticeship opportunities while providing the district with needed volunteer firefighters. Funding for this type of program has not yet been identified. Stratmoor Hills, like other public safety agencies in the region, is struggling to meet current needs under difficult circumstances. Growth at Fort Carson will contribute to the challenges the district faces.

Security Fire Department

The Security Fire Department covers approximately eighteen square miles of mainly residential area and serves 42,000 people in the communities of Security and Widefield in unincorporated El Paso County. The department operates out of three stations with fifteen paid staff and approximately forty to fifty volunteer firefighters. The department handles approximately 2,400 calls for service annually with an annual budget of \$1.3 million.

The department, funded by property taxes within the district, has managed its previous budgetary needs by saving for major equipment purchases and capital projects, such as the purchase of a \$575,000 ladder truck in 2006, to limit its debt. While the district currently has no debt obligations, it is now struggling to meet growth needs in general. Staffing requirements are a significant concern for the district, which recently asked voters to approve a mill levy increase to fund eight new paid firefighter positions. However, the district lost the election by thirty votes in the fall of 2007.

Security Fire does anticipate a significant increase in demand from Fort Carson growth. Current demographics indicate that over 13% of Fort Carson families who live off post live in the Security/Widefield area. Because of 2011 population data limitations, determining specific per capita costs from Fort Carson-related impacts to the district is beyond the scope of this paper. However, the department has identified future needs based on the arrival of Fort Carson soldiers and families in the next several years.

Because of a slowdown in the local housing market and the delay in arrival of Fort Carson soldiers who are currently deployed, growth in the district has slowed. However, the department anticipates a significant increase in population with Fort Carson's growth, as the community is a strong attraction for Fort Carson soldiers and retirees.

The department works closely with local developers in the area to determine the timing and location of future fire stations. In anticipation of future growth, the department has identified the need for a fourth fire station at a minimum cost of \$3.2 million. Staffing and equipment will also be



needed for the station. In the fall of 2008, the department will again ask district voters for a mill levy increase to fund an additional ten firefighters to meet anticipated growth needs. The annual cost for salaries and benefits for ten paid firefighters is \$680,000. Therefore, if the mill levy increase is not approved by voters, the district could face significant staffing shortfalls, limiting the department's ability to respond to the growth demands of Fort Carson.

Other Fire and Emergency Service Providers

There are numerous other fire departments in El Paso County, as well as Pueblo and Fremont counties. The Hanover Fire Department, serving southeastern El Paso County, is experiencing some growth in the Midway/Rancho Colorado area near Fort Carson, and the department anticipates the need for an additional fire station and increased water supply to serve the area. Some smaller jurisdictions near the post, such as the Broadmoor Fire Protection District and the Southwest Highway 115 Volunteer Fire Department, do not anticipate significant impacts from Fort Carson growth.

Other fire departments in surrounding communities may be impacted by Fort Carson growth, depending on where future Fort Carson soldiers and families choose to live. For example, the Colorado Centre Metropolitan District Fire Department was created in September 2007 to support the construction of housing in three new subdivisions in unincorporated El Paso County. While this department is new, developers in the area are marketing to Fort Carson families, and the district anticipates growth in Colorado Centre developments to accommodate Fort Carson families. The Colorado Centre Fire Department and other smaller fire districts have significant equipment and capital facilities needs, but limited resources, particularly because equipment and facilities are needed before property tax dollars from new residents are collected and received by the districts. Because these districts are small, a single truck can be prohibitively expensive, and alternative funding mechanisms should be identified.

Other areas in the Fort Carson region may also experience growth, depending on the post's decisions regarding gate openings. The post has indicated an interest in opening Gate 6 on the western side of the post, which may spur some development in Fremont County. Also, the post is considering longer term options for opening Gate 19, closer to Pueblo County. Activation of these gates may encourage more development in areas like Pueblo West in Pueblo County and the Penrose area in Fremont County (see Map 2 on page 7). Additional analysis of public safety impacts in these communities is recommended to determine growth impacts if current development patterns and Fort Carson housing trends change.

Court-Related Services

The Fort Carson study area, particularly the El Paso County region, is currently experiencing a marked increase in the need for court services from Fort Carson soldiers and families, and it is anticipated that these impacts will increase with the arrival of additional troops and families. The Fourth Judicial District covers El Paso and Teller counties, and the majority of funding for the District Attorney's Office is through El Paso County's general fund, in addition a portion contributed by Teller County and from grants. Population growth drives the need for more courts, and the number of courts in El Paso County has grown in recent years, with two additional courts slated for 2008 and three new courts in 2009. However, no additional funding to support these courts has been identified at this time. These court increases necessitate additional deputy district attorneys, as well as paralegals, investigators, and other support staff, including financial and information technology positions.



According to the DA's 2006 and 2007 annual reports, the office's workload continues to rise. The DA's office handles over 33,000 cases annually, and felony trials increased by 47% in 2007. Additionally, the office established a special victims unit in 2005 to handle cases such as sexual assault, child abuse, Internet luring and extreme domestic violence. This unit has seen a 43% increase in workload since its inception. El Paso County contributes over \$10 million to the DA's annual budget. However, because of El Paso County's budget pressures noted previously, the District Attorney's office is currently understaffed despite increasing workloads. The DA's 2006 Annual Report notes that, "A single deputy assigned to county court handles more cases per year than any other prosecutor in the State of Colorado."¹³ The majority of these cases include domestic violence, assaults, and driving under the influence (DUIs).

The DA's office reports a significant increase in contacts with military members and families in recent years. While current tracking of military information is limited, preliminary data do indicate an increase in the number of military members involved in crimes. The DA's office reports that in 2005, 295 military personnel were booked on criminal charges in El Paso County; that number increased to 450 in 2006 and 471 through December 1, 2007. In 2007, the number of military bookings represented over 2% of total county jail admissions. This is a small percentage of total crimes in the county, and anecdotal reports of an increase in military-related crimes require further analysis.

The Colorado Public Defender's office that serves the Fort Carson region also indicates a significant increase in workload related to Fort Carson soldiers. The Public Defender's office serves Fort Carson soldiers, spouses, and children who are officially indigent, raising concerns not only regarding criminal trends related to Fort Carson growth, but also economic issues related to the income levels of some soldiers.

Anecdotally, court officials note an increase in military-related crimes involving issues such as assault, domestic violence, and substance abuse. Fort Carson soldiers have also been involved in several high profile crimes, including murder, within the past year. More detailed analysis, including development of a tracking system to identify the number and types of crimes committed by military members, is recommended to determine key trends in public safety and law enforcement needs and appropriate responses to address these emerging trends.

C. ISSUES

General Growth Issues

Public safety and emergency service providers in the Fort Carson study area strive to provide quality services to the communities they serve. However, the region's public safety agencies are struggling to maintain current service levels as the population increases from both baseline and Fort Carson growth. Levels of funding for public safety services in the region lag behind population growth and, in the case of El Paso County, are reaching critically under-funded levels. Tax, debt, and spending limitations, combined with increasing costs to provide services, challenge local governments' abilities to maintain current levels of service or improve levels to national standards. Local law

¹³ 4th Judicial District Attorney's Office Annual Report 2006, p. 11.



enforcement and fire agencies have been working hard to maintain service levels with fewer resources through increased use of technology, creative staffing, and relocating equipment to reach larger service areas.

Most, if not all, agencies are deeply concerned about their ability to maintain current service levels and meet increased growth demands. As additional troops and their families arrive, they will need services immediately but contributions from sales and property taxes will lag behind their arrival. Services needed may also not be tied directly to the population of a specific service provider, particularly for fire departments responding to traffic incidents along I-25 and State Highway 115 near Fort Carson. Additionally, tax limitation measures in Colorado make it difficult to re-attain previous spending levels after an economic downturn, and spending limitations make it difficult for the budgets of fast-growing communities to keep pace with growth. Further, voter approval requirements for any tax, spending, or debt increases are cumbersome for local governments, as the Security Fire Protection mill levy vote discussed above demonstrates.

Local public safety agencies are particularly concerned about these budget restrictions resulting in fewer resources to engage in proactive police work. Agencies are concerned that they will only be able to handle crime issues reactively and will no longer have the ability to work toward preventive solutions. In order to address these funding concerns, local officials are currently advocating for additional resources to meet El Paso County's public safety needs. It is estimated that \$70 million is needed annually to support public safety and public health agencies in the county, just to fill existing gaps and meet current needs. Options being considered include a possible 1-cent sales tax increase, a 15-mill property tax increase, or impact fees. Any proposal to increase sales or property taxes, however, will require voter approval, a rather daunting challenge in a community that has been historically reluctant to increase taxes and that is currently experiencing an economic slowdown.

Another factor affecting the Fort Carson study area is that the region is served by multiple agencies and districts. As growth extends eastward, new, small metropolitan and fire districts are created to provide services, but their small size limits their ability to obtain funding for equipment and staffing to meet local needs. Also, the number of public safety agencies in the region makes it challenging for Fort Carson personnel and local agencies to communicate about key issues. The existence of multiple agencies requires a high level of coordination to ensure efficient and effective service delivery. Public safety agencies in the region have a good history of cooperation and coordination through a multitude of mutual aid agreements and informal, ad-hoc, cooperation. Continued communication and coordination through both formal agreements and informal relationships is critical to meeting the public safety needs of the Fort Carson study area, particularly as growth demands outpace jurisdictions' abilities to meet public safety needs at current levels of service.

Issues Unique to the Military Population

There is often a perception that communities neighboring military installations experience higher levels of crime. For example, studies on Army populations in general indicate an increase in spousal aggression and domestic violence, as well as higher rates of child maltreatment, particularly during



times of deployment.¹⁴ Also, younger populations (particularly those under twenty-five) tend to have greater contacts with law enforcement and commit more crimes.¹⁵ Further, there is some concern that the Army has increased recruiting waivers, allowing more soldiers with criminal backgrounds to serve in the Army.¹⁶ While overall crime rates in the El Paso County region as a whole do not support this perception, preliminary data from law enforcement agencies and social service providers, as well as anecdotal information and recent high profile crimes committed by some soldiers, suggest that key public safety issues related to Fort Carson are beginning to emerge. These issues may involve only a small percentage of the Fort Carson population. However, these public safety concerns should be addressed proactively to ensure the proper levels of services on- and off-post to meet the needs of Fort Carson's soldiers and families.

In the Fort Carson study area, initial data collected by local agencies do raise some concerns regarding challenges faced by Fort Carson soldiers and families, particularly related to the stresses of deployments. For example, as detailed in the Fort Carson Growth Plan's Social Services Technical Report, Court Appointed Special Advocates (CASA) of the Pikes Peak Region indicates a significant increase in the number of military children served since the agency began collecting data in 2004. CASA supports children that have been abused or neglected or are involved in families with domestic violence or highly contested divorces. The agency indicates that in 2006-2007, military children represented 17.5% of total clients served. Fort Carson families represented less than 6% of the study area population during this time frame. CASA does not break down military data by branch of service, so it is not clear exactly how many Fort Carson families are served by the agency, and more detailed data are needed to assess Fort Carson family needs.

Other agencies, including the DA and Public Defender's Office, have also experienced increased caseloads related to the military. These cases involve Fort Carson soldiers and families, as well as children of soldiers who are beginning to exhibit behavioral problems related to the stresses of military life and repeated deployments of parents. Further, as detailed in the Social Services Technical Report, 41% of child abuse reports to the El Paso County Department of Human Services come from the nine zip code areas near Fort Carson. While these statistics can not lead to the conclusion that Fort Carson soldiers and families are directly responsible for these issues, further data collection and analysis are recommended to help communities better understand and address Fort Carson and other growth impacts on public safety services.

In the absence of detailed data related to military populations in the Fort Carson study area, this report includes anecdotal information provided by local law enforcement and emergency service providers. Agencies have identified general trends and emerging issues, in addition to increased demands on law enforcement and court services related to Fort Carson soldiers and families. Much

¹⁴ "Deployment and the Probability of Spousal Aggression by US Army Soldiers". McCarroll, JE, Ursano, RJ, Liu, X, Thayer, LE, Newby, JH, Norwood, AE and Fullerton, CS. *Military Medicine*, Vol. 165, No.1, January 2000, pp. 41-44. "Effect of Deployment on the Occurrence of Child Maltreatment in Military and Nonmilitary Families". Rentz, ED, Marshall, SW, Loomis, D, Casteel, C, Martin, SL, and Gibbs, DA. *American Journal of Epidemiology*, Vol. 165, No. 10, pp. 1199-1206. "Child Maltreatment in Enlisted Soldiers' Families During Combat-Related Deployments". Gibbs, DA, Martin, SL, Kupper, LL, and Johnson, RE. *Journal of the American Medical Association*. Volume 298, No. 5, August 2007, pp. 298-535.

¹⁵ *2006 Crime in the United States* and age-specific arrest rates, U.S. Department of Justice, Federal Bureau of Investigation.

¹⁶ "Army Accepts Crime in Recruits." Tom Bowman, *Baltimore Sun*, February 14, 2006; "Army, Marines Give Waivers to More Felons," CNN.com, April 21, 2008.



more detailed, verifiable data collection, analysis, and reporting are needed, however, to determine key issues and trends related to Fort Carson growth impacts.

Based on initial information, local agencies report several areas of concern regarding Fort Carson growth. Again, while these issues may affect only a small percentage of Fort Carson soldiers and families, local officials have expressed the need for further analysis and resources to address these impacts as Fort Carson grows. Issues that are unique to military populations and require further attention include the following:

- The need for continued and enhanced coordination with Fort Carson personnel, particularly concerning law enforcement matters.
 - While Fort Carson has recently hired a civilian to oversee law enforcement services to help enhance communication and coordination with law enforcement agencies, more coordination, particularly related to data-sharing, is recommended.
- High levels of stress on soldiers and families caused by the increased number and duration of deployments, particularly:
 - Concerns about increased domestic violence or substance abuse;
 - Potential elevated levels of unruly behavior at downtown bars;
 - Increased critical incident calls, such as suicides and barricades, that endanger public safety personnel and require a great deal of resources (staffing and funding) to resolve;
 - First responders' ability to assess and respond properly to issues of post-traumatic stress disorder (PTSD) and/or traumatic brain injury (TBI) that can affect soldiers' behavior.
- Workforce issues, particularly for volunteer fire departments that are unable to attract and retain military members for volunteer service.
- Concerns about increased criminal activity from soldiers moving from other installations.
 - Gang activity at Fort Hood and new soldiers arriving from that installation have raised concerns among local law enforcement agencies and Fort Carson. While the post does not anticipate significant gang activity, it is important for local jurisdictions and the post to communicate and coordinate in order to handle any possible gang issues proactively.
 - Motorcycle groups that require engagement with, and escape from, law enforcement officials for membership, resulting in high-speed chases and dangerous traffic incidents.
- Impacts to the county court system and other services.
 - Soldiers involved in incidents off-post are required to obtain their own legal representation, increasing demands for public defender services for soldiers and family members who are indigent;
 - Many soldiers impacting the court system also have compounding issues such as PTSD or substance abuse problems, and require services beyond the scope of the courts.

D. RECOMMENDATIONS

As noted in the above discussion, public safety and emergency services agencies in the Fort Carson study area are currently struggling to meet the demands of growth in general and Fort Carson-related growth. Complicating service delivery capabilities are emerging trends specific to Fort Carson, particularly related to deployments. This section highlights recommendations and actions to



address the cost impacts of Fort Carson growth and the need for regional coordination, as well as Fort Carson-specific public safety needs.

Issue: Growth related to the increased number of troops and their families will exacerbate challenges for local jurisdictions to provide already-strained public safety and emergency services in the Fort Carson region.

Recommendation #1: Identify and obtain funding needed to maintain and enhance existing levels of service for public safety.

Action #1: Identify specific capital facilities, equipment, manpower and operational needs for each jurisdiction to meet growth-related needs.

Action #2: Seek additional funding for public safety services in El Paso County, such as through additional sales or property tax revenues, grants, or other funding sources, to address current gaps in service, as well as meet identified growth-related funding needs. Funding levels should support public safety efforts that focus on prevention.

Action #3: Construct additional facilities (fire/police stations) to meet the needs of increased population.

Action #4: Identify and obtain funding to hire additional personnel to handle increased service calls for law enforcement, traffic incidents, and other emergency services.

Action #5: Identify and obtain funding to purchase equipment/apparatus to handle increased service calls.

Recommendation #2: Develop innovative strategies to meet staffing, training, and other agency needs to maintain existing service levels.

Action #1: Develop recruitment and training programs to assist smaller jurisdictions in meeting workforce needs (i.e., volunteer firefighters).

Action #2: Implement best practices and use of technology to gain efficiencies in providing services (e.g., use of technology to provide more training in-house).

Action #3: Develop strategies to assist smaller jurisdictions in funding equipment needs (such as fire apparatus) that can not be covered by annual budgets.

Action #4: Continue partnerships with Fort Carson, including opportunities for joint law enforcement and fire training, as well as local jurisdictions' use of Fort Carson's fire training facilities.



Issue: Military-specific law enforcement and public safety issues are emerging as a concern and will increase as more troops are stationed at Fort Carson and return from deployments.

Recommendation #1: Enhance communication and coordination through better data collection, tracking, and reporting and information sharing.

Action #1: Develop an information tracking system to collect and report statistics and identify military-related impacts on law enforcement and public safety services.

Action #2: Implement a data collection and reporting system modeled on the El Paso County court's tracking of gambling-related crime. Such a system will help the community and the post identify and quantify key military-specific issues and emerging trends in order to develop appropriate methods to respond to the emerging trends.

Action #3: Develop a database system that allows linkages between Fort Carson and local law enforcement jurisdictions to enable the local jurisdictions and the post to track and respond appropriately to any Fort Carson soldiers in contact with local law enforcement.

Recommendation #2: Develop and enhance training programs for first responders regarding military-specific issues, such as soldiers with post-traumatic stress disorder (PTSD) and traumatic brain injury (TBI).

Action #1: Continue current training of law enforcement and fire and emergency first responders to address health and behavioral health issues of returning troops, particularly related to PTSD and TBI. Include in these trainings other community-based service providers who assist soldiers and families.

Recommendation #3: Continue to utilize task forces and other coordination efforts to address Fort Carson-specific issues, such as potential gang concerns, bar scene issues, etc.

Recommendation #4: Coordinate with on-post and community-based social services/behavioral health agencies to address military needs related to increased stress from deployments (substance abuse, domestic violence, etc.) before soldiers and families come in contact with law enforcement agencies.

Issue: The large number of emergency service providers in the region requires substantial efforts to ensure efficient delivery of services and coordination between service providers.

Recommendation #1: Continue and enhance communication and coordination between public safety and emergency service providers on- and off-post.

Action #1: Continue use of mutual aid agreements and other, ad-hoc, efforts to ensure adequate communication between the post and local public safety agencies.

Action #2: Continue joint meetings between the installation and other agencies, such as those convened by the Pikes Peak Area Council of Governments (PPACG), the Colorado Springs Chamber of Commerce, and Fort Carson.



Recommendation #2: Work with local, regional, state and federal agencies to address roadway conditions, congestion, and maintenance issues that affect response times and public safety.

Action #1: Maximize information-sharing between public safety, transportation, and other service providers through coordination efforts of the Pikes Peak Area Council of Governments (PPACG) and the Colorado Defense Mission Coalition (CDMC).



APPENDIX A: PER CAPITA COST ESTIMATES AT CURRENT SERVICE LEVELS

Per Capita Cost Estimates for Impacted Jurisdictions at Existing Service Levels					
Jurisdiction	2006 population	2006 budget	Per capita costs	2011 Fort Carson-related population increase	Fort Carson growth impacts
CSPD	390,581	\$84,411,700	\$216	16,574	\$3,579,984
CSFD	390,581	\$51,007,103	\$131	16,574	\$2,171,194
Fountain PD	20,872	\$3,397,740	\$163	4,497	\$733,011
Fountain FD	20,872	\$1,623,180	\$78	4,497	\$350,766
El Paso Co. Sheriff	578,336	\$44,172,591	\$76	23,004	\$1,748,304
Fort Carson population forecasts for each jurisdiction are based on current distribution of Fort Carson soldiers and families, as identified in the Growth Plan Housing Paper, which shows that 97.2% of Fort Carson families live in El Paso County, with 64.5% living in Colorado Springs, 17.5% in Fountain, and 15.2% in unincorporated El Paso County (13.6% in the Security/Widefield area.)					
2011 costs and budget projections are based on 2006 actual budgets and do not take into account cost of living increases for salaries or other changes, such as inflation.					
Off-post population is estimated at 76% of the total Fort Carson population; therefore the 33,810 Fort Carson-related population increase living off-post is estimated at 25,696 (76% of 33,810)					
Jurisdiction			Fort Carson-related population increase by 2011		
Colorado Springs (25,696 * 64.5%)			16,574		
Fountain (25,696 * 17.5%)			4,497		
Unincorporated El Paso County (25,696 * 15.2%)			3,906		
Total El Paso County (25,696 * 97.2%)			23,004		



APPENDIX B: 2011 PUBLIC SAFETY COST ESTIMATES AT INCREASED SERVICE LEVELS

2011 Public Safety Costs for Municipalities to Meet National Service Level Standards					
	2011 population	2011 budget**	Per capita costs	2011 Fort Carson-related population increase	Fort Carson growth impacts
Colorado Springs (67.5% of county population)*	446,539				
CSPD		\$106,504,903	\$239	16,574	\$3,961,186
CSFD		\$66,757,016	\$149	16,574	\$2,469,526
Fountain (Crowley Consulting estimate)***	27,020				
Fountain FD		\$2,554,660	\$95	4,497	\$427,215
*Colorado Springs' 2011 population is based on the city's 2006 percentage of total county population, e.g., Colorado Springs' 2006 population was 390,581, or 67.5% of El Paso County's 2006 population (578,336); The 2011 total County population of 661,539 is the State of Colorado Department of Local Affairs forecast.					
**CSPD and CSFD 2011 budgets are based on the departments' 2008 budgets plus department estimates of 2011 budget needs above 2008 levels, primarily representing increased personnel needs. The 2011 budgets presented here do not include certain one-time capital costs in previous years to support personnel increases; these include purchase of a CSPD helicopter, equipment for new patrol officers, information technology, and the construction and equipment needs for two new fire stations. The City of Fountain 2011 budget estimates include on-going expenses above the 2008 budget level and do not include one-time capital costs.					
***Because the City of Fountain is growing at a faster rate than other parts of El Paso County, Crowley Consulting population estimates were used as a better representation of Fountain's future population.					

