REGIONAL FIRE & EMS STUDY
Washoe County, Nevada

Draft Feasibility, Efficiency, and Service Enhancement Assessment Study Report

SEPTEMBER 2026

PARTICIPATING ENTITIES

WASHOE COUNTY | CITY OF RENO | CITY OF SPARKS | TRUCKEE MEADOWS FIRE PROTECTION DISTRICT | RENO FIRE DEPARTMENT | SPARKS FIRE DEPARTMENT

EMERGENT
GLOBAL SOLUTIONS

September 30, 2026

To the Regional Fire Services Study Board, Participating Agencies, and Residents of Washoe County:

On behalf of the Study Team, I am pleased to share the Draft *Regional Fire and EMS Feasibility, Efficiency, and Service Enhancement Assessment Report,* pursuant to Senate Bill 319 (2025).

This document is a draft for public and stakeholder review and comment; it is not the final report. Its findings, cost estimates, and recommendations remain preliminary, and the Study Team may revise them as it receives feedback, validates data, and completes remaining analysis. All cost figures are planning-level estimates only and do not constitute approved budgets, funding commitments, or adopted revenue measures.

The draft report evaluates the current delivery of fire and emergency medical services by the Reno Fire Department, Sparks Fire Department, and Truckee Meadows Fire Protection District. It also evaluates a range of potential governance and service-delivery options, including continued independent operations, Regional Alignment, a General Improvement District, and a legislatively authorized Regional Fire Authority. Additionally, the draft evaluates a separately funded regional Fire/EMS communications program, including enhanced shared operations as an interim step toward a permanent regional communications center.

Based on the analysis completed to date, the draft recommends implementing Regional Alignment now as the near-term operating framework, allowing the three agencies to strengthen coordination and pursue shared service improvements under existing legal authorities. The Regional Fire Authority is the recommended longer-term pathway if residents support sufficient funding to maintain current or increased service.

The draft also makes clear that neither Regional Alignment nor consolidation eliminates the region's underlying funding challenge. The participating governments and residents must determine the level of fire and emergency medical service they want and are willing to fund, while operational improvements and longer-term funding and governance work proceed concurrently.

Your input is essential to this process. The Study Team will present the draft at a public feedback session in October 2026 and welcomes comments from residents, stakeholders, agency personnel, and partner organizations. The team will consider all feedback in preparing the final report, currently anticipated in November 2026 for review by the Study Board and subsequent transmittal to the participating governing bodies.

We thank the Participating Agencies, their personnel, and the many community members who have contributed their time, expertise, and perspective to this effort.

We look forward to your review and comments.

Respectfully,

Mark Ghilarducci

TABLE OF CONTENTS

Executive Summary 1
Abbreviations 11
Terms and Definitions 17
PART 1: Introduction 35
Chapter 1: Study Purpose and Scope 35
1.1 Purpose 35
1.2 Why a Regional Analytical Framework Is Necessary 35
1.3 Participating Fire Agencies and System Context 36
1.4 Analytical Scope 37
1.5 Scope Boundaries and Reserved Decisions 39
1.6 Evidence and Interpretation Standards 39
1.7 Relationship to the Broader Feasibility Study 40
1.8 Intended Audience and Use of the Report 41
1.9 Organization of the Report 42
1.10 Chapter Conclusion 43
Chapter 2: Past Studies 44
2.1 Purpose of the Retrospective 44
2.2 Scope and Review Method 44
2.3 Review of Individual Studies 45
2.4 Findings That Recur Across the Studies 50
2.5 What Information Remains Valid 51
2.6 Avoiding Duplication 52
2.7 Implications for the Present Study 53
Chapter 3: Public Feedback 54
3.1 Purpose and Role of Public Feedback 54
3.2 What Respondents Expect in an Emergency 54
3.3 Wildfire Readiness Is a Core Service Expectation 55
3.4 Geography, Risk, and Service Equity 55
3.5 Openness to Regional Coordination and Consolidation 56
3.6 Funding and Investment Priorities 56
3.7 What Open-Ended Comments Add 57
3.8 Public Expectations as a Standard for the Study 57
Chapter 4: Methodology, Evidence, and Analytical Controls 59

4.1 Purpose and Analytical Philosophy 59
4.2 Scope, Study Periods, and Units of Analysis 59
4.3 Report-Wide Analytical Framework 60
4.4 Evidence Hierarchy and Public-Evidence Rule 62
4.5 Data Integration, Record Linkage, and Denominator Control 63
4.6 Incident Demand and Historical Trend Methods 64
4.7 Response-Interval and Reliability Analysis 66
4.8 Workload, Availability, Concurrency, and Resource Depth 66
4.9 Station-Network States and Effective Dating 67
4.10 Road-Network, Coverage, and Station-Catchment Methods 68
4.11 Regional Deployment, Boundary, and Assignment Scenarios 69
4.12 Population, Service Environments, and Community Context 70
4.13 Service-Delivery Equity and Vulnerability Methods 70
4.14 Hazard, WUI, Public Input, and Cascading-Risk Methods 71
4.15 Critical Occupancy and Critical Infrastructure Methods 73
4.16 Growth and 2031 Service-Demand Forecast 73
4.17 Critical Tasking, Staffing, ERF, and Specialty Capability 74
4.18 Facility, Capital, and Station-Siting Methods 74
4.19 Community Risk Reduction and Insurance Methods 75
4.20 Regional Operational Policy, Training, Staffing, and Deployment Alignment 76
4.21 Regional Fleet, Apparatus, PPE, and Equipment Standardization 77
4.22 Governance, Consolidation, Fiscal Equity, and Workforce Methods 77
4.23 Financial Analysis and Model Validation 79
4.24 Legislative Analysis 85
4.25 EMS Integration Methods 86
4.26 Dispatch System and Organizational-Alternative Methods 86
4.27 Interviews, Public Input, and Stakeholder Validation 89
4.28 Standards, Recommendations, and Implementation Evaluation 90
4.29 Quality Assurance, Reproducibility, and Change Control 90
4.30 Analytical Interpretation and Regional Measurement 91
4.31 Ongoing Validation and Method Maintenance 96
PART 2: Baseline Analysis, Emerging Trends, and Recommended Standards of Cover 98
Chapter 5: Existing Regional Planning and Community-Risk Framework 98
5.1 Purpose and Scope 98
5.2 Planning Authorities and Decision Hierarchy 98

5.3 Planning Evidence, Status, Geography, and Interpretation Controls 100
5.4 Truckee Meadows Regional Plan and Regional Population Framework 101
5.5 ReImagine Reno: Growth, Public Facilities, and Resilience 102
5.6 Sparks Comprehensive Plan: Growth, Infrastructure, and Service Direction 102
5.7 Envision Washoe 2040: Unincorporated Growth, Rural/WUI Conditions, and Public Facilities 103
5.8 Cross-Jurisdictional Growth and Fire-Service Coordination 104
5.9 Regional Hazard-Mitigation, Wildfire-Planning, and WUI Framework 104
5.10 Critical Facilities, Infrastructure, and Development Review 106
5.11 Planning Implications for Equity, Access, and Community Resilience 106
5.12 Key Planning-to-Operations and Planning-to-Capital Decisions 107
5.13 Relationship to Later Analytical Chapters 108
5.14 Limitations and Update Requirements 109
5.15 Detailed Narrative Findings and Conclusions 109
Chapter 6: Regional Community and Service Environment 112
6.1 Purpose, Scope, and Questions Addressed 112
6.2 Regional Geography and Jurisdictional Setting 112
6.3 Population Distribution and Settlement Pattern 113
6.4 Demographic and Household Characteristics 114
6.5 Housing and the Built Environment 116
6.6 Service-Environment Classification 117
6.7 Urban Service Environment 117
6.8 Suburban and Urbanizing-Edge Environment 117
6.9 Rural WUI and Mountain Corridor Environment 118
6.10 Special-Use Areas and Regional Lifelines 118
6.11 Response-Territory Community Profiles 119
6.12 Populations Requiring Additional Planning 120
6.13 Critical Occupancies and Community Institutions 120
6.14 Growth and Changing Service Conditions 122
6.15 Daytime, Visitor, Institutional, and Unhoused Populations 123
6.16 Implications for Demand, Deployment, Prevention, and Equity 123
6.17 Analytical Limitations 124
6.18 Findings and Conclusions 125
Chapter 7: Historical Fire and EMS Demand 128
7.1 Purpose and Questions Addressed 128

7.2 Demand Concepts and Units of Analysis 128
7.3 Controlled Demand Populations 128
7.4 Construction of the Regional Unique-Event Baseline 129
7.5 Scale of 2025 Demand 130
7.6 EMS Is the Dominant Recurring Demand 130
7.7 Frequency, Consequence, and Resource Intensity 131
7.8 Historical Trend and Comparability 132
7.9 Temporal Distribution of Demand 133
7.10 Geographic Distribution and Service Environments 134
7.11 Current Fixed-Road Station-Territory Distribution 134
7.12 Agency Station Areas and Regional Territories Answer Different Questions 136
7.13 Repeat Demand and High-Use Locations 136
7.14 Roadway, Corridor, and Open-Access Demand 137
7.15 Station 6 Transition Control 137
7.16 Other Station and Network Controls 138
7.17 Implications for Subsequent Analysis 138
7.18 Principal Findings 139
7.19 Conclusion 140
Chapter 8: Response Performance 142
8.1 Response Performance in Brief 142
8.2 Regional Performance Findings 146
8.3 Reno Fire Department Performance 147
8.4 Sparks Fire Department Performance 149
8.5 Truckee Meadows Fire Protection District Performance 151
8.6 Factors Influencing Response Performances 153
8.7 What the Findings Mean for the Rest of the Study 155
8.8 Findings and Management Priorities 157
Chapter 9: Workload, Unit Availability, and System Reliability 159
9.1 Workload and Availability in Brief 159
9.2 How Workload and Availability Are Measured 159
9.3 Regional Workload at a Glance 161
9.4 What Keeps Units Committed 162
9.5 How Often Nearby Resources Were Already Busy 163
9.6 How Reduced Availability Affects Response 164
9.7 Where and When Capacity Pressure Is Greatest 166

9.8 Mutual Aid and Coverage Impacts 167
9.9 What the Findings Mean for the Rest of the Study 169
9.10 Findings and Management Priorities 171
Chapter 10: Boundary Effects, Response Geography and Regional Deployment 173
10.1 Response Geography in Brief 173
10.2 What the Analysis Can and Cannot Show 173
10.3 Where Regional Deployment Could Improve Response 174
10.4 What the 2025 Calls Show 178
10.5 Areas where Boundary Drop has the greatest impact 179
10.6 Why Every Geographic Opportunity Cannot Be Used 190
10.7 Recommended Regional Deployment Approach 191
10.8 Planned Stations and Future Growth 193
10.9 What the Findings Mean for the Rest of the Report 194
10.10 Findings and Management Priorities 195
PART 3: Analysis of Hazards, Risks and Vulnerabilities 198
Chapter 11: Service Delivery Equity Analysis 198
11.1 Purpose and Questions 198
11.2 Equity and Service-Sufficiency Framework 198
11.3 Analytical Structure and Interpretation 199
11.4 Geographic Risk and Service Need 200
11.5 Service Sufficiency in Higher-Risk Geographies 201
11.6 Demographic Vulnerability and Service Need 208
11.7 Service Sufficiency in Demographically Vulnerable Areas 209
11.8 Convergence of Geographic and Demographic Vulnerability 217
11.9 Equity Findings and Priority Review Areas 223
Chapter 12: Established Hazard Conditions and Fire/EMS Operational Implications 227
12.1 Purpose, Scope, and Questions Answered 227
12.2 Evidence Base and Analytical Controls 227
12.3 Regional Hazard-Priority Profile 229
12.4 Geographic Screening: What the Maps Show 231
12.5 Wildland Fire and the Wildland–Urban Interface 232
12.6 Earthquake and Systemwide Lifeline Disruption 236
12.7 Flood and Post-Fire Flood Effects 237
12.8 Extreme Weather, Winter Access, Heat, Drought, and Energy Emergency 241
12.9 Mountain-Corridor Hazards: Landslide and Avalanche 243

12.10 Transportation, Hazardous Materials, Radiological Transport, and Human-Caused Hazards 245
12.11 Infectious Disease and Volcano 246
12.12 Cross-Hazard Vulnerability, Coverage, and Growth Synthesis 246
12.13 Cascading Effects and Service-Environment Implications 247
12.14 Findings 250
12.15 Conclusions 251
Chapter 13: Critical Occupancies, Critical Infrastructure, and Specialty Capability 253
13.1 Purpose and Principal Findings 253
13.2 Evidence and Interpretation 254
13.3 Critical Occupancy Findings 255
13.4 Critical Infrastructure Findings 257
13.5 Existing Specialty Capabilities 259
13.6 Findings and Implications 260
Chapter 14: Critical Tasking, Staffing, and Effective Response Force (ERF) 263
14.1 Purpose and Principal Findings 263
14.2 What Effective Response Force Means 264
14.3 Critical Tasks and Risk-Based Response Needs 265
14.4 Documented Staffing and Alarm Assignments 266
14.5 Comparison with the Study Benchmarks 268
14.6 Company Staffing and Deployment Alternatives 274
14.7 Geography and Regional Resource Sharing 275
14.8 Findings and Implications for the Report 277
PART 4: Growth Modeling and Future Needs 280
Chapter 15: Projected Growth, Emerging Risk, and 2031 Service Demand 280
15.1 Purpose and Principal Conclusions 280
15.2 How the 2031 Forecast Was Constructed 280
15.3 Current Service Demand and the 2031 Regional Outlook 282
15.4 Growth Compared with Station-Site Expansion 282
15.5 Geographic Distribution of Projected Growth 284
15.6 Agency and Station-Catchment Effects 289
15.7 Sparks Station 6 and the Northeast Sparks Growth Corridor 292
15.8 Effect of the Planned 32-Station-network 296
15.9 Urbanizing Areas at the Metropolitan Edge 297
15.10 Growth, Hazard, Vulnerability, and Service Access 300

15.11 Regional Deployment and Boundary Corridors 303
15.12 Interpretation and Limitations 304
15.13 Findings and Service-Planning Implications 304
15.14 Implementation and Monitoring Framework 306
Chapter 16: Regional Station-network Decisions: Retention, Relocation, Shared Facilities, and Closure 308
16.1 Purpose and Decision Scope 308
16.2 Definitions and Analytical Controls 308
16.3 Controlling Station-Network Decisions 309
16.4 Station and Staffed-Company Closure Findings 312
16.5 Consolidation and Shared-Facility Findings 313
16.6 Relocation, Replacement, and Facility-Disposition Findings 315
16.7 Relationship to Regional Deployment Findings 316
16.8 Future Decision Points 317
16.9 Findings and Conclusions 318
Chapter 17: Regional Risk–Capability Gap Analysis 320
17.1 Purpose and Principal Conclusion 320
17.2 Interpretation of the Evidence 320
17.3 Fixed-Station Geographic Access 321
17.4 Observed Performance and Resource Availability 322
17.5 Structural-Fire Response Assignments 323
17.6 Cross-Boundary Deployment and Receiving Capacity 325
17.7 Critical Occupancies and Infrastructure 325
17.8 Specialty Capabilities 326
17.9 Projected Growth, WUI, and Major-Incident Conditions 329
17.10 Areas Requiring Focused Service Review 330
17.11 Station and Facility Implications 333
17.12 Regional Improvement Priorities 334
17.13 Findings 335
17.14 Application of the Findings 336
17.15 Conclusion 337
Chapter 18: Capital Facilities, Resource Investments, and Implementation Priorities 338
18.1 Purpose, Scope, and Key Findings 338
18.2 Capital Decision Framework 339
18.3 Regional Facility and Investment Portfolio 340

18.4 Tier 1 Station Projects 342
18.5 Program Renewal Rehabilitation and Diagnostic Actions 345
18.6 Planned and Newly Operating Facilities 347
18.7 Station Siting and Relocation Requirements 348
18.8 Two Company Shared Facilities and Coordinated Capital Planning 349
18.9 Apparatus Staffing and Capability Alignment 351
18.10 Resilience and Station Hardening 352
18.11 Noncapital and Lower-Cost Alternatives 354
18.12 Prioritization and Phasing 355
18.13 Capital Costs and Funding Requirements 357
18.14 Implementation Governance 364
18.15 Monitoring and Decision Points 365
18.16 Findings and Conclusions 367
PART 5: Standards of Cover, Community Risk Reduction, and Insurance 370
Chapter 19: Regional Standards of Cover and Deployment Strategy 370
19.1 Purpose and Central Recommendation 370
19.2 What the Regional Standards of Cover Establishes 371
19.3 Measurement and Reliability Framework 372
19.4 Recommended Phased Performance Objectives 373
19.5 Current Performance Relative to the Initial Tier 375
19.6 Service-Environment Deployment Strategy 378
19.7 Structural-Fire Risk Classification and Effective Response Force 380
19.8 Regional Deployment Rule 383
19.9 Boundary-Corridor Strategy 385
19.10 Critical Occupancy, Infrastructure, and Specialty-Capability Deployment 389
19.12 Adoption, Governance, and Implementation 390
19.13 Accountability and Public Reporting 395
19.14 Application of the Standards and Deployment Models 396
19.15 Findings and Conclusions 397
Chapter 20: Community Risk Reduction, Prevention, and Resilience Strategy 399
20.1 Purpose and Scope 399
20.2 How residential priorities were identified 400
20.3 Residential Priority Results 402
20.4 Priority Locations and Potential CRR Projects 405
20.5 Growth and Emerging Needs Through 2031 408

20.6 Community Consultation and Project Selection 410
20.7 Findings and Conclusions 410
Chapter 21: Insurance 412
21.1 Baseline Insurance Environment 415
21.2 Changes in Risk Exposure Under Regionalization 418
21.3 Fire Department and Public-Entity Insurance Impacts 420
21.4 Residential Insurance Impacts 426
21.5 Commercial, Multifamily, and HOA Insurance Impacts 428
21.6 Insurance Implications of CRR/SOC Findings 430
21.7 Residential Insurance Affordability and Availability: Findings and Implications 431
21.8 Cost Efficiencies and Public-Entity Risk-Reduction Opportunities 434
21.9 Nevada Insurance Policy Context and Relationship to Regionalization 436
21.10 Consolidated Recommendations 439
21.11 Implementation Work Plan 442
21.12 Conclusions 443
PART 6: Regional Operational Alignment and Standardization 445
Chapter 22: Regional Operational Policies, Training, Staffing, and Deployment Alignment 445
22.1 Problem Statement and Regional Context 445
22.2 Standards and Frameworks 448
22.3 Current State Assessment 448
22.4 Core Findings 458
22.5 Strategic Recommendations 460
22.6 Implementation Roadmap and Performance Measures 462
22.7 Conclusion 466
Chapter 23: Regional Fleet, Apparatus, PPE, and Equipment Standardization 467
23.1 Problem Statement and Context 467
23.2 Standards and Benchmark Framework 469
23.3 Current Fleet and Equipment Posture 470
23.4 Standardization Opportunities 476
23.5 Governance, Recommendations, and Roadmap 478
23.6 Key Findings 482
23.7 Priority Recommendations 483
PART 7: Fire Department Consolidation Options 485
Chapter 24: Consolidation Analysis Framework 485
24.1 SB 319 and the Present Decision Context 485

24.2 Evaluation Principles 485
24.3 Decision Criteria 487
Chapter 25: Current Regional Context and Lessons from Prior Washoe Integration 488
25.1 The Present System is Already Interconnected 488
25.2 The 2000–2012 Reno/TMFPD Consolidation Provides Important Lessons 488
25.3 Existing Interlocal and Cooperative Agreement Assessment 488
Chapter 26: Preliminary Menu of Options for Fire Service Consolidation 492
26.1 Baseline Three-Agency Operation 492
26.2 NRS Chapter 474 Independent Regional or Consolidated Fire Protection District 499
26.3 NRS 277.110 Washoe Regional Alignment Plan Option 512
26.4 Expanded NRS 277 Regional Entity Option 526
26.5 NRS 318 General Improvement District Option 539
26.6 Washoe Regional Fire Authority Option 552
Chapter 27: Fiscal Equity and Legacy Capital Protection 569
27.1 Classification of Obligations 570
27.2 Analysis of Baseline Equity Considerations 571
27.3 Fiscal Exit Principles 573
27.4 Legacy Debt Liabilities and Deferred Capital 574
27.5 Legacy Equity Methodology 576
27.6 Stranded Predecessor Costs 578
27.7 Reserves and Positive Fiscal Contributions 579
27.8 Future Regional Obligations by Model 580
27.9 Fiscal Equity Decision Rule and Implementation 582
Chapter 28: Workforce, Collective Bargaining, and PERS 584
28.1 Workforce Transition is a Major Condition Precedent to Full Consolidation 584
28.2 Recommended Workforce Transition Principles 585
28.3 PERS Transition 586
28.4 Workforce Transition Decision Point 588
28.5 Workforce Fiscal-exit Principle 589
28.6 Overall Workforce Assessment 589
Chapter 29: Governance Models for Further Consideration 591
29.1 Model One: Baseline Three-Agency Operation 591
29.2 NRS 277.110 Washoe Regional Alignment Plan 595
29.3 NRS Chapter 318 General Improvement District 600
29.4 Legislated Washoe Regional Fire Authority 605

29.5 Comparative Implementation Characteristics 611
29.6 Funding by Governance Model 612
29.7 Comparative Decision Matrix 620
Chapter 30: Regional Fire and EMS Financial Models and Funding Strategy 631
30.1 Universal Considerations for All Four Models 636
30.2 Model One: Baseline Three-Agency Operation 644
30.3 Model Two: NRS 277.110 Washoe Regional Alignment Plan 646
30.4 Model Three: NRS Chapter 318 General Improvement District 650
30.5 Model Four: Legislated Washoe Regional Fire Authority 655
30.6 Potential for Cost Savings 657
30.7 Deployment Models and Four-person Staffing 660
30.8 Debt, Liabilities, and Fiscal Equity 662
30.9 Comparing the Models and Funding Strategies 664
30.10 Projected Statements, Key Parameters, and Deferred Maintenance 671
30.11 Findings and Recommendations 685
Chapter 31: Legislative Considerations and Implementation Path 687
31.1 Purpose and Relationship to Existing Analysis 687
31.2 When Legislation Is Necessary 687
31.3 Decisions Required Before a Legislative Measure Is Requested 688
31.4 Minimum Framework of an Enabling Bill 689
31.5 If Legislation is Pursued 690
31.6 Considerations if Legislation is Pursued 692
31.7 Relationship to the Transition Plan 695
31.8 Conclusion 696
PART 8: EMS Integration Considerations, Dispatch Analysis, and Consolidation Options 697
Chapter 32: EMS Integration 697
32.1 How the Regional EMS System Works 697
32.2 Analytical Context 698
32.3 Regional Patient Perspective and Response Time Trends 699
32.4 On-Scene Arrival Pattern Analysis - Who Arrives First 703
32.5 Fire-First Arrival Interval Analysis 704
32.6 Dispatch Coordination - A High-Priority Operational Issue 705
32.7 Governance and Contractual Structure 706
32.8 A Principal Limiting Condition: Data Maturity 707
32.9 Clinical Protocol and ePCR Interoperability Gaps 708

32.10 Governance Perspectives and Integration Spectrum 711
32.11 Existing Agency Policies Support Practical Integration 713
32.12 Unified Fire and EMS Performance Measurement 714
32.13 Conclusions 714
32.14 Recommendations by Priority 715
Chapter 33: Current-State Dispatch System 720
33.1 Regional Dispatch Structure 720
33.2 Current Call-Flow and PSAP Architecture 720
33.3 Staffing and Workload 722
33.4 Technology and Equipment Baseline 723
33.5 Facilities and Resilience 725
33.6 Current Costs and Funding 726
33.7 Agreements and Existing Cost-Sharing Arrangements 727
33.8 Current-State Findings 729
Chapter 34: Regional Dispatch Organizational Alternatives 730
34.1 Design Principles 730
34.2 Alternative 1 - Enhanced Shared-Services / Virtual Regional Dispatch 730
34.3 Alternative 2 - Lead-Agency Regional Fire/EMS Dispatch 731
34.4 Alternative 3 - Centralized Regional Fire/EMS Dispatch Center 732
34.5 Comparative Evaluation 733
34.6 Nevada Legal and Governance Considerations 735
34.7 Recommended Organizational Structure 735
Chapter 35: Financial Modeling for Dispatch Frameworks 738
35.1 Current Financial Baseline 746
35.2 Workload Demand and Denominator Controls 748
35.3 Staffing and Workforce Model 751
35.4 Technology Radio Facilities and Replacement Requirements 753
35.5 Consolidation Operating Models 759
35.6 Current 5 Percent and 10 Percent Savings Scenarios 763
35.7 Transition Capital and Implementation Cash Flow 768
35.8 Retained Residual and Stranded Costs 770
35.9 Funding Cost Allocation E911 and Indirect Costs 770
35.10 Service Performance and Nonfinancial Fiscal Drivers 774
35.11 Decision Conditions and Financial Sensitivities 776
35.12 Implementation Roadmap and Decision Points 778

35.13 Calculation Checks and Agency Approval Controls 779
35.14 Findings and Recommendations 781
Chapter 36: Recommended Regional Dispatch Framework 784
36.1 Recommended Service and Organizational Approach 784
36.2 Governance and Administrative Oversight 784
36.3 Recommended Funding and Cost Sharing 785
36.4 Recommended Staffing Framework 787
36.5 Recommended PSAP and EMS Architecture 788
36.6 Recommended Facility and Resilience Model 788
36.7 Leadership and Administrative Delivery 789
36.8 Recommended Program Hybrid Budget 790
36.9 Financial Feasibility and Member Protection 791
Chapter 37: Dispatch-Specific Policy, Training, and Technology Standardization Framework 794
37.1 Regional Dispatch Policy Framework 794
37.2 Regional Training Framework 795
37.3 Equipment and Technology Standardization Roadmap 796
Chapter 38: Dispatch Implementation Roadmap and Key Decisions 797
38.1 Interim Shared/Virtual Phase - Regional operational integration 797
38.2 Decision Point 1 - Is Operational Integration Working? 798
38.3 Permanent-Center Planning - Governance, business case and organizational design . 798
38.4 Decision Point 2 -Is the Region Ready to Implement the Permanent Regional Center? 800
38.5 Permanent Regional-Center Implementation and Operational Transfer 800
38.6 Decision Point 3 - Final Operational-transfer Decision 801
38.7 Stabilization and Performance Reporting 802
38.8 Recommended Implementation Decision 802
PART 9: Recommended Transition Model 804
Chapter 39: Transition Plan for Phased Regionalization 804
39.1 Purpose and Transition Strategy 804
39.2 Financial Context and Community Choices 805
39.3 Implementation Leadership and Capacity 806
39.4 Parallel Implementation Schedule 810
39.5 Immediate Operational Improvements 812
39.6 Establishing and Sustaining Regional Alignment 815
39.7 Defining and Pricing Service Options 817

39.8 Public Engagement and Willingness to Fund Services 819
39.9 Developing Funding and Governance Options 822
39.10 Legal and Legislative Work 824
39.11 Financial and Administrative Preparation 827
39.12 Workforce and Labor Transition 829
39.13 Assets, Capital, and Legacy Obligations 832
39.14 Dispatch and EMS Coordination During Transition 834
39.15 Acting on the Community's Decision 836
39.16 Conditional Operational Transfer and Stabilization 838
39.17 Detailed Implementation Timeline and Responsibilities 841
PART 10: Conclusions 848
Chapter 40: Summary of Findings 848
40.1 Purpose, Scope, and Overall Finding 848
40.2 Study Direction, Prior Experience, Public Input, and Evidence Controls 849
40.3 Regional Planning, Community, Demand, and Service Environments 849
40.4 Response Performance, Workload, Availability, and Resource Depth 850
40.5 Boundary Effects, Mutual Aid, and Regional Deployment 851
40.6 Equity, Hazards, Critical Locations, and Specialty Capability 852
40.7 Growth and the Regional Risk–Capability Gap 853
40.8 Station-Network, Facility Disposition, and Capital Priorities 853
40.9 Standards of Cover, Community Risk Reduction, and Resilience 855
40.10 Insurance and Risk-Financing Findings 855
40.11 Regional Operational Policy, Training, Staffing, and Deployment Alignment 856
40.12 Regional Fleet, Apparatus, PPE, and Equipment Standardization 856
40.13 Consolidation Framework, Regional Context, and Governance Options 857
40.14 Fire Service Financial Findings 858
40.15 Legislative Considerations and Implementation Path 862
40.16 EMS Integration Findings 863
40.17 Dispatch and Emergency Communications Findings 864
40.18 Transition and Implementation Findings 868
40.19 Consolidated Findings and Decisions 869
Chapter 41: Summary of Potential Benefits of Consolidation 872
41.1 Overall Assessment of Potential Benefits 872
41.2 More Reliable Response Across Jurisdictional Boundaries 872
41.3 Stronger Regional Depth and Response Capability 873

41.4 A More Coherent Dispatch and EMS Pathway 874
41.5 Common Operating Standards and Workforce Development 875
41.6 Coordinated Facilities, Fleet, and Procurement 875
41.7 More Consistent Community Risk Reduction and Service Equity 876
41.8 Stronger Accountability and Fiscal Discipline 876
41.9 How Benefits Should be Verified 877
Chapter 42: Summary of Potential Negative Impacts of Consolidation 880
42.1 Overall Assessment of Adverse Impacts 880
42.2 Higher Costs and Pressure on Continuing Services 880
42.3 Costs that Remain After a Transfer 881
42.4 Transfer of Liabilities and Unequal Financial Burdens 881
42.5 Workforce Disruption and Loss of Institutional Capacity 882
42.6 Reduced Local Control and Governance Complexity 882
42.7 Operational Disruption and Shared-System Failure Risk 883
42.8 Coverage Risks from Unsupported Resource Reductions 883
42.9 EMS and Insurance Consequences 884
42.10 Taxpayer Exposure and Implementation Affordability 884
Chapter 43: Final Feasibility Analysis 886
43.1 Feasibility Determination 886
43.2 How Feasibility Was Evaluated 886
43.3 Operational Feasibility of Regional Alignment 887
43.4 Financial Feasibility of the Four Fire-Service Options 888
43.5 Dispatch Feasibility and Recommended Approach 891
43.6 REMSA and Alternative Service Arrangements 892
43.7 Financial Equity, Liabilities, and Protection of Remaining Services 892
43.8 Conditions Before a Structural Transfer 893
43.9 Phasing and the Decision to Proceed 894
Chapter 44: Overall Conclusion 895
44.1 Preserve Response Capacity and Address the Demonstrated Priorities 895
44.2 Make Fire Governance and Dispatch Decisions Explicitly 896
44.3 Establish an Affordable and Equitable Funding Settlement 896
44.4 Initial Decisions and Public Accountability 897
44.5 Final Determination 898
Annexes 900
Annex Guide 900

Annex A: Public Feedback Summary 902
Annex B: Reno Fire Department Station and Territory Map 905
Annex C: Sparks Fire Department Station and Territory Map 906
Annex D: Truckee Meadows Fire Protection District Station and Territory Map 907
Annex E: Regional Temporal Demand Mapping 908
Annex F: Regional Response-Time Performance Standards 929
Annex G: Modeled Boundary-Drop Travel-Time Savings by Department and Station Area 931
Annex H: Staffing and Deployment Alternatives Analysis 934
Annex I: 2031 Growth Corridor Atlas 943
Annex J: Close Station-Pair Network Review 950
Annex K: Residential CRR Ranking and Growth Analysis 1011
Annex L: Station Condition Inventory 1018
Annex M: Sparks Station 3 Relocation Search Area Analysis 1025
Annex N: Critical Occupancy Locations 1032
Annex O: Comparative Wildfire Mitigation Recognition Frameworks and Nevada Policy Options 1056
Annex P: Regional Operational Readiness Assessment 1062
Annex Q: Critical-Domain Policy Crosswalk 1063
Annex R: TMFPD Volunteer Fire Program Assessment 1064
Annex S: Regional Fleet Inventory Summary 1066
Annex T: Apparatus Type and Condition Summary 1070
Annex U: Equipment Standardization Roadmap and Quantified Cost-Benefit Analysis 1071
Annex V: Shared Reserve and Fleet Maintenance Operating Standards 1088
Annex W: Agreement and Cost-Sharing Inventory 1089
Annex X: Debt and liability interpretation 1091
Annex Y: Full financial base assumptions and sensitivity definitions 1092
Annex Z: Annual comparative cost and cash requirements 1094
Annex AA: Capital and fleet audit protocol 1095
Annex AB: Reproducible calculations and controls 1097
Annex AC: Agency share illustration for a neutral Regional Alignment 1099
Annex AD: Model decision framework and five-year bridge 1101
Annex AE: Annual funding scenarios and approval tests 1103
Annex AF: Integrated consolidation, pro forma budget and cash schedules 1105
Annex AG: Station and staged conversion cash assumptions 1112
Annex AH: Legislative and Local Code Amendment Matrix 1113

Annex AI: Zone-Based EMS Response Benchmarks and Response-Zone Map 1131
Annex AJ: Fire-Based ALS Deployment and EMS Integration Plan..... 1134
Annex AK: Dispatch Technology and Equipment Inventory..... 1140
Annex AL: Dispatch Staffing and Workload Data Requirements 1142
Annex AM: Mutual-Aid and External Dispatch Interfaces..... 1143
Annex AN: Dispatch Financial Model Methods, Assumptions, and Required Outputs 1145
Bibliography..... 1146
Chapter 1: Study Purpose and Scope 1146
Chapter 2: Past Studies 1146
Chapter 3: Public Feedback..... 1147
Chapter 4: Methodology, Evidence, and Analytical Controls..... 1147
Chapter 5: Existing Regional Planning and Community-Risk Framework 1149
Chapter 6: Regional Community and Service Environment..... 1150
Chapter 7: Historical Fire and EMS Demand 1150
Chapter 8: Response Performance..... 1151
Chapter 9: Workload, Reliability, and Resource Depth..... 1151
Chapter 10: Response Geography, Boundary Effects, and Regional Deployment..... 1152
Chapter 11: Service Delivery Equity Analysis 1152
Chapter 12: Established Hazard Conditions and Fire/EMS Operational Implications..... 1153
Chapter 13: Critical Occupancies and Specialty Capability 1154
Chapter 14: Critical Tasking, Staffing, and Effective Response Force (ERF)..... 1155
Chapter 15: Projected Growth, Emerging Risk, and 2031 Service Demand..... 1156
Chapter 16: Regional Station-network, Coverage, and Closest-Appropriate-Unit Opportunities 1157
Chapter 17: Regional Risk–Capability Gap Analysis 1158
Chapter 18: Capital Facilities, Resource Investments, and Implementation Priorities..... 1159
Chapter 19: Regional Standards of Cover and Deployment Strategy 1160
Chapter 20: Community Risk Reduction, Prevention, and Resilience Strategy 1161
Chapter 21: Insurance 1162
Chapter 22: Regional Operational Policies, Training, Staffing, and Deployment Alignment 1165
Chapter 23: Regional Fleet, Apparatus, PPE, and Equipment Standardization 1166
Chapter 24: Consolidation Analysis Framework 1167
Chapter 25: Current Regional Context and Lessons from Prior Washoe Integration 1168
Chapter 26: Options for Fire Service Consolidation..... 1168
Chapter 27: Fiscal Equity and Legacy Capital Protection 1170
Chapter 28: Workforce, Collective Bargaining, and PERS 1171

Chapter 29: Governance Models for Further Consideration 1172
Chapter 30: Regional Fire and EMS Financial Models and Funding Strategy 1173
Chapter 31: Legislative Considerations and Implementation Path 1177
Chapter 32: EMS Integration 1178
Chapter 33: Current-State Dispatch System 1179
Chapter 34: Regional Dispatch Organizational Alternatives 1182
Chapter 35: Financial Modeling for Dispatch Frameworks 1183
Chapter 36: Recommended Regional Dispatch Framework 1185
Chapter 37: Dispatch-Specific Policy, Training, and Technology Standardization Framework 1187
Chapter 38: Dispatch Implementation Roadmap and Key Decisions 1188
Chapter 39: Transition Plan for Phased Regionalization 1189
Chapter 40: Summary of Findings 1190
Chapter 41: Summary of Potential Benefits of Consolidation 1192
Chapter 42: Summary of Potential Negative Impacts of Consolidation 1192
Chapter 43: Final Feasibility Analysis 1192
Chapter 44: Conclusions 1192
Calculation Packages 1193
Agency Performance and Workload 1193
Regional Performance, GIS, and Deployment 1193
Growth, Risk, Facilities, and Resilience 1194
Financial and Dispatch 1194

EXECUTIVE SUMMARY

Why this Study Matters

In 2025, the Nevada Legislature enacted Senate Bill 319, requiring Washoe County, Reno, and Sparks to establish a board to study the creation of a consolidated county fire protection district. The legislation called for examination of response, preparedness, costs, funding, legal requirements, liabilities, and insurance, with recommendations to the participating governments. It initiated a public examination of regional fire protection; it did not itself create a consolidated department or authorize new taxes.

The Regional Fire and EMS Feasibility, Efficiency and Service Enhancement Study carries that work forward. Its purpose is to help the region determine how to protect its communities effectively and how to pay for the service it chooses. The study area includes Reno, Sparks, and the territory served by Truckee Meadows Fire Protection District.

The contract required development and financial evaluation of three models, with the Baseline—continuation of the separate-agency system—required to be one of them. The Study assessed that Baseline alongside two full-consolidation models: a General Improvement District and a legislated Regional Fire Authority. It also evaluated Regional Alignment, an additional approach that strengthens cooperation while retaining the existing agencies. The resulting four options give regional leaders and residents a way to compare improved coordination with full organizational consolidation.

This decision matters because Washoe's need for dependable emergency protection is substantial. Homes and neighborhoods extend into landscapes exposed to wildfire. Busy urban areas contain large buildings, concentrated activity, and residents who may need help leaving the area. Roads and transportation corridors carry their own risks. Rural communities can be far from reinforcement, with fewer routes available when an emergency disrupts access. One serious incident can require help from several agencies while other residents continue to call 911.

Fire protection is the continuing ability to respond to those conditions: trained people ready to act, reliable vehicles and equipment, stations positioned to reach communities, and a system that can send additional help without leaving the next emergency unanswered. That capability must be maintained every day, including the days when a neighborhood experiences no fire.

The Study finds that stronger regional coordination can improve how existing resources are used. It also finds that projected funding will not meet the selected service and investment requirements. Residents therefore face a consequential choice. Maintaining current protection, or increasing it, will require authorization of additional funding. If residents do not want to pay the necessary increases in taxes or fees, and sufficient funding is not otherwise secured, they will need to accept a lower level of service.

The recommended course is to improve operations now through Regional Alignment while developing the service, funding, and legislative proposal for a Regional Fire Authority in parallel. The public should be able to see what each choice would cost and what it would mean for the protection of their community.

Protecting a region with demanding fire conditions

Washoe's fire risk extends across the places where people live, work, travel, and receive care. The Study identifies approximately 21,470 residential units in Extreme or High-Risk Fire Zones. Those homes are part of communities whose protection can depend on early warning, usable evacuation routes, water, defensible space, and firefighters able to reach the area and bring reinforcement. A wildfire can place all of those systems under pressure at once.

When homes are threatened, the work extends beyond stopping the fire. People may need help leaving, traffic must be managed, medically vulnerable residents may need assistance, and crews must protect buildings while maintaining access. Resources committed to that emergency are also resources that would otherwise be available for a building fire, collision, or medical call elsewhere. Regional readiness depends on having enough capability for both the major event and the ordinary emergencies that continue during it.

The urban parts of the region present a different but equally important set of demands. A fire in a large or occupied building can require several crews performing different tasks at the same time. Medical facilities, schools, care homes, detention facilities, and other locations with dependent occupants need plans suited to the people inside. Rapid arrival is important, but so is the ability to assemble the personnel and equipment needed to control the incident and protect everyone involved.

Distance adds another challenge. A rural station may handle fewer calls than an urban station yet provide protection that cannot be replaced quickly from elsewhere. Limited alternate roads, water supply, and longer travel for additional crews affect the consequences of an emergency. Call volume alone therefore cannot determine whether a station or crew is needed. The quieter company may be the only nearby protection for a community, or the reinforcement that allows another crew to manage a serious incident.

Daily medical demand is part of the same responsibility

In 2025, the regional system handled more than 97,000 unique incidents, approximately 266 each day. Medical incidents accounted for roughly three-quarters or more of each agency's calls. For many residents, their most direct experience of the fire service is a crew arriving to help during a medical emergency. Firefighters and ambulance personnel are connected parts of that response, even when they work for different organizations.

A crew helping one patient may be unavailable for the next incident. Repeated medical calls, transport commitments, overlapping emergencies, and major incidents all affect which resources remain ready. Fire-service planning must account for that daily workload as well as the less frequent events that demand many crews at once.

Growth will add to these pressures. The Study projects about 30,000 additional residents and approximately 5.6 percent more annual incidents by 2031. The effects will be concentrated in growing communities, including North Valleys, Spanish Springs, northern Sparks, and urbanizing edges. Emergency access, prevention, water, staffing, and station investment need to develop alongside those communities. Protecting Washoe requires a regional approach that recognizes both the concentration of urban demand and the distinct needs of rural and wildfire-exposed areas.

The financial challenge behind dependable service

Washoe is confronting pressures familiar to many jurisdictions across the country. The National League of Cities' 2025 fiscal report identifies infrastructure needs, inflation, employee wages, and public safety demands as important strains on municipal budgets. These pressures affect the ability of local governments to sustain services while renewing the facilities and equipment on which those services depend.

The fire service faces particularly difficult equipment costs. In 2025 testimony submitted to Congress, the International Association of Fire Chiefs described sharply higher fire-apparatus costs and extended delivery times. Departments have had to keep older vehicles in service longer, rely on reserves, and manage competition between equipment purchases and personnel needs. These are national pressures with practical consequences for local readiness.

For Washoe, the question is how to sustain protection as the cost of providing it rises. Around-the-clock staffing requires enough qualified employees to cover every shift, training, and leave. Stations need repair or replacement. Vehicles wear out. Protective equipment, communications, and specialized capabilities need ongoing investment. Continuing to provide the same service can cost more even without adding stations or increasing staffing.

The Study's financial forecast shows that the selected fire-service and capital requirements exceed projected continuing support under every evaluated governance option. The separate-agency Baseline and Regional Alignment have the same lowest modeled base cost, but both require approximately $286 million in additional support over FY2027–FY2031. The full-consolidation models require more: approximately $437 million for the General Improvement District and $445 million for the Regional Fire Authority.

Those are five-year planning amounts covering the selected program and applicable one-time requirements. They are not annual deficits or a stand-alone price for retaining today's deployment unchanged. Nevertheless, the analysis also finds a funding problem before separately added enhancements. Removing proposed improvements does not eliminate the underlying financial pressure.

Coordination helps but does not replace funding

Regional Alignment can improve the use of resources, coordinate investment, and reduce avoidable duplication. Its neutral base cost assumes the agreed work can be performed with existing resources or documented offsets. Additional staffing, outside assistance, overtime, or other work beyond that capacity requires its own funding. The report includes an optional startup allowance outside the base comparison.

Consolidation creates a new organization with formation, workforce, administrative, transition, and opening-cash needs. The Study does not demonstrate that savings will cover those costs. Likewise, moving people, assets, or obligations between governments does not make their regional cost disappear. Any claimed saving must represent an actual expenditure that can be avoided while preserving the intended service.

These findings make the public funding choice unavoidable. Regional leaders should explain what it costs to sustain protection, what selected improvements would add, and what service would remain affordable without additional revenue. Residents deserve a clear account of both the price of their choice and its consequences.

What the study tells us about improving service

The agencies already depend on one another

Reno, Sparks, and Truckee Meadows Fire Protection District are capable organizations serving one connected emergency-response region. They cooperate today, and major incidents often require help across jurisdictional lines. The opportunity is to make that cooperation more consistent, durable, and accountable through common expectations and clear responsibilities.

Separate practices can affect how a call is handled, which crew is sent, what information is shared, and how performance is measured. Common operating policies, training, qualification records, and reliable information about available crews would help the agencies function together more effectively. Many of these improvements can begin while they retain separate governing bodies, budgets, and employers.

It should be noted that regional coordination has continued to evolve during preparation of this Study. Reno and Sparks, for example, established a shared fire-chief arrangement in which the Reno Fire Chief also provides executive leadership to the Sparks Fire Department while the departments remain separate organizations. This type of organizational efficiency should be recognized and built upon, and the participating agencies should continue to explore additional opportunities to share leadership, administrative functions, services, or other resources where doing so improves efficiency, accountability, or service without reducing operational capability.

The closest suitable crew should respond when it can do so safely

The Study identified approximately 4,700 incidents where a neighboring agency's station had a potential travel advantage of at least one minute. This provides a practical reason to improve cross-boundary response. Actual benefit depends on whether a suitable crew is available, whether it can perform the work required, and whether the area sending help retains adequate protection.

Implementation should begin where the expected benefit is greatest and expand as results are demonstrated. The aim is dependable response for the region as a whole. A faster arrival in one neighborhood should be assessed alongside the ability to handle the next incident elsewhere and to bring enough additional crews to a larger emergency.

Existing response capacity remains important

The Study does not identify staffed-company closures as a service-preserving efficiency. Companies that appear close together may serve different neighborhoods, provide backup during overlapping calls, or supply essential reinforcement. Better coordination should improve their use; it does not establish that the region has excess crews.

Facility renewal remains necessary. Repairing or replacing an aging station preserves the service delivered from it. The priority is a coordinated capital program that addresses the most important facility and equipment needs while maintaining protection during the work. Future shared facilities should be considered only where a specific proposal demonstrates the required coverage, staffing, operational benefit, and value.

Existing volunteer fire programs also remain an important component of regional readiness, particularly in rural and wildland areas. These programs should be maintained and supported, with opportunities to strengthen recruitment, training, integration, and deployment considered as part of regional planning.

Dispatch and prevention offer major opportunities

Common dispatch practices and a regional Fire/EMS communications operation can improve the path from a 911 call to the arrival of help. Fire agencies and REMSA should also strengthen patient handoff, information exchange, clinical coordination, and decisions about when fire resources can return to availability. These improvements should preserve clear responsibility for ambulance and other continuing services.

Prevention reduces demands that response alone cannot solve. Wildfire mitigation, accessible warnings, evacuation assistance, safer access, and plans for critical facilities should be directed to verified local needs and build on existing programs. The Study supports focused attention where risk, service conditions, and vulnerability overlap. This includes rural communities as well as urban neighborhoods. A stronger regional system combines effective response with sustained work to prevent harm.

Washoe County's Wildland Fuels Division provides an important example of an existing regional capability. Its approximately 40 employees engage in fuel mitigation efforts throughout Washoe County and also provide additional wildfire-suppression capacity during wildfire incidents across jurisdictional boundaries. This capability should be maintained, and opportunities to expand the program should be evaluated where additional mitigation or suppression capacity would provide a demonstrated regional benefit.

Key findings of the study

The Study finds that Washoe's fire agencies have substantial capabilities and a strong foundation for working together. The principal challenges are making that cooperation consistent, preserving dependable protection as demand grows, and securing the funding needed to sustain the service residents expect.

Emergency demand is substantial and continues to grow. The regional system handled more than 97,000 unique incidents in 2025, approximately 266 each day. Medical incidents accounted for roughly three-quarters or more of each agency's calls. By 2031, the Study projects approximately 5.6 percent more annual incidents and about 30,000 additional residents. Growth will place additional pressure on communities already experiencing longer travel distances or competing demands for available crews.

Response reliability needs improvement across the region. The time residents wait for help is affected by how calls are handled, how quickly crews leave the station, travel conditions, and whether the closest suitable crew is already committed. Improvement requires attention to the entire response process. It also requires enough additional crews to manage a serious incident while maintaining protection elsewhere.

Better cross-boundary response can provide meaningful benefits. The Study identified approximately 4,700 incidents where a neighboring agency's station offered a potential travel advantage of at least one minute. Realizing that benefit requires common dispatch rules, reliable information about available crews, and protection for the area sending assistance. These improvements can begin without combining the departments into one organization.

The existing staffed response network remains important. The Study does not identify staffed-company closures as a service-preserving efficiency. Nearby companies provide backup, reinforcement, coverage during simultaneous calls, and specialized capabilities. Lower-volume stations can remain essential because of distance, access, or the communities they protect. Aging

facilities and equipment require investment even where the location and operational role remain appropriate.

Dispatch and EMS coordination are major opportunities for improvement. Shared technology must be supported by clear responsibility for handling calls, assigning resources, exchanging information, and maintaining service during outages. A regional Fire/EMS communications center, developed through an interim phase of enhanced shared operations, is the recommended permanent arrangement. Fire agencies and REMSA should also strengthen patient handoff, clinical coordination, and decisions about when crews can return to availability.

Prevention and preparedness must accompany response improvements. Approximately 21,470 residential units are located in Extreme or High-Risk Fire Zones. Wildfire mitigation, evacuation planning, accessible warnings, emergency access, and protection of vulnerable residents are central service responsibilities. The Study supports targeted work where local hazards, service conditions, and community needs intersect, building on existing agency and partner programs.

Every governance option faces a funding challenge. Projected continuing support does not meet the selected service and capital requirements under any of the four models. Regional Alignment has the same lowest modeled base cost as the separate-agency Baseline. Full consolidation requires additional resources to establish and operate the new organization. Neither coordination nor consolidation is demonstrated to eliminate the underlying funding requirement.

These findings lead to a clear public choice. Residents who want to maintain current protection or improve it will need to support the additional funding necessary. If that funding is not authorized or otherwise secured, the participating governments must explicitly select a lower level of service, explain its consequences, and coordinate its implementation.

Overview of the four service models

The contract required the Study to develop and financially evaluate three models, including the Baseline as a required point of comparison. The Study assessed two full-consolidation alternatives and also evaluated Regional Alignment as an additional way to improve service while retaining the existing agencies. The four models differ in who governs the service, who employs the workforce, how resources are managed, and how the service is funded.

Model One: Baseline Three-Agency Operation

The Baseline continues Reno Fire Department, Sparks Fire Department, and Truckee Meadows Fire Protection District as separate organizations, with their existing governing bodies, budgets, employment arrangements, assets, and cooperative agreements. Each agency remains responsible for its own service and investment decisions, while continuing to participate in mutual aid and other regional activities.

Its principal advantages are continuity and direct local control. It avoids the expense and disruption of creating a new organization, transferring employees and assets, or reallocating existing obligations. Residents retain established channels for holding their city or district accountable. Along with Regional Alignment, it has the lowest modeled base cost.

Its principal disadvantage is that regional decisions remain divided among separate organizations. Differences in priorities, operating practices, budgets, and investment schedules can make improvements harder to implement consistently. Cooperation can continue, but the Baseline does not establish the binding regional commitments and accountability proposed under Alignment.

Retaining the existing structure also does not resolve the financial outlook. Operating costs, facility and equipment renewal, and growth still require funding. The Baseline provides the reference for comparing alternatives; it is not a cost-free option or a way to sustain the selected service program without additional support.

Model Two: NRS 277.110 Washoe Regional Alignment Plan

Regional Alignment retains the three agencies while establishing a formal, binding framework for working together. Agreements would define common response practices, coordinated dispatch, joint training, shared information, regional planning, cost responsibilities, and public performance reporting. Each jurisdiction would generally retain its employees, facilities, equipment, budget, and existing obligations.

Its principal advantage is that the region can begin improving service without first creating a new government or employer. It builds on existing cooperation, preserves local accountability, and avoids many of the transfer costs and complications associated with full consolidation. It also creates common operating practices that would support a later transition to a regional organization.

Its principal disadvantage is that authority and funding remain divided. Regional commitments must be negotiated, maintained, and enforced among separately governed agencies. Disagreements over priorities, contributions, or implementation can slow progress. Alignment therefore requires clear responsibilities, dispute procedures, and sustained participation; it cannot depend only on goodwill between current leaders.

The financial model gives Alignment the same base cost as the Baseline where agreed work can be supported through existing resources or documented offsets. That assumption does not make additional staff time or assistance free. Work beyond available capacity requires separate funding. Alignment also does not create a dedicated regional revenue source or eliminate the projected funding gap.

Alignment is the recommended immediate approach because it allows practical improvements to proceed while the region develops its longer-term service and funding settlement.

Model Three: NRS Chapter 318 General Improvement District

The General Improvement District model would combine regional fire-service delivery within one governmental organization using the district structure evaluated in the report. A single organization would bring together governance, employment, operating decisions, and financial administration, subject to the formation and transfer arrangements adopted.

Its principal advantage is unified responsibility. One governing body and management structure could establish consistent service expectations, direct resources across the service area, and coordinate staffing, training, purchasing, and capital investment. The model uses an established governmental framework rather than requiring the region to design an entirely new form of authority through legislation.

Its disadvantages include a substantial transition and higher modeled costs than the Baseline or Regional Alignment. The participating governments would need to settle representation, employee arrangements, revenue assignments, assets, liabilities, and responsibilities remaining with the cities and district. Individual jurisdictions would exercise control through the regional governing arrangement rather than retain the same direct authority over a separate department.

The district structure also does not automatically solve the funding problem. Existing tax commitments and differences in available revenue capacity constrain the assumption that a new district could simply impose a sufficient, uniform regional property-tax increase. Revenue transferred from an existing government must be considered alongside the obligations and services that government would continue to fund.

The General Improvement District remains an evaluated consolidation alternative. However, it is not the recommended long-term pathway under the funding conditions identified in the Study.

Model Four: Legislated Washoe Regional Fire Authority

The Regional Fire Authority model would create a single regional organization through state legislation designed specifically for Washoe. The legislative framework could establish its territory, representation, service responsibilities, funding powers, employment arrangements, and treatment of assets and existing obligations.

Its principal advantage is the ability to design governance and funding together around the region's needs. A single organization could take responsibility for regional service, while a tailored legislative package could provide a pathway to additional revenue sources. Representation, accountability, service commitments, and protections for participating communities could be addressed within the same framework.

Its principal disadvantages are cost, complexity, and the approvals required. The Authority has the highest modeled five-year funding requirement among the evaluated options. It would require legislative action, agreement among the participating governments, applicable public approvals, and substantial workforce and administrative preparation. Local control would shift to the representation and decision-making arrangements established for the Authority.

New funding powers would create an opportunity to seek revenue, not a guarantee that sufficient money would be authorized or collected. The proposal must show what residents would receive, what they would pay, how existing obligations would be handled, and how continuing city and county services would remain funded. Consolidation cannot be justified as a demonstrated savings solution.

The Authority is the recommended longer-term pathway if residents support sufficient funding to maintain current or increased service. Its service commitments, funding proposal, and legislative framework should be developed in parallel with Regional Alignment. Full implementation should be planned over at least three years, with transfers occurring only when funding, approvals, workforce arrangements, and operational systems are ready.

The Baseline and Regional Alignment preserve three separate agencies; the General Improvement District and Regional Fire Authority create one regional organization. Each involves a different balance of local control, regional authority, transition effort, and funding opportunity. Under every model, residents must decide what level of protection they want and authorize the resources necessary to deliver it.

The recommended regional approach

Establish Regional Alignment now

The participating governments should formalize Regional Alignment through binding agreements covering common operating practices, response coordination, training, performance expectations, and regional accountability. The agencies would retain their governing bodies, employment

arrangements, budgets, and capital responsibilities unless they expressly agree otherwise. The work should have named leads, realistic staff assignments, identified funding, and public reporting.

Early action should concentrate on the matters residents experience directly: calls handled promptly, suitable crews sent without avoidable delay, effective reinforcement, and dependable coverage when resources are busy. Common training and equipment-readiness practices should support those improvements. Priority station and apparatus work should proceed through funded owner programs, coordinated where decisions affect neighboring communities.

Develop the Regional Fire Authority in parallel

Regional Alignment does not create the new regional revenue needed to address the financial outlook. The participating governments report limited capacity for additional fire appropriations. If residents support the funding necessary for current or increased protection, the Study recommends moving toward a legislated Regional Fire Authority with a service and funding arrangement designed for Washoe.

The Authority proposal should define the service it will deliver, how communities will be represented, how costs will be shared, and how performance will be reported. It must also provide workable arrangements for employees, assets, debt, retirement-related obligations, and responsibilities remaining with existing governments. Any proposed tax or fee must be lawfully authorized and supported through the applicable public and governmental approval processes.

This legislative and funding work should proceed alongside immediate operational improvements. The region does not need to wait for cooperation to fail before developing a sustainable regional funding proposal. An Authority should proceed because the public supports its service, funding, and governance commitments and the organization is ready to fulfill them.

Full implementation should be planned over at least three years. Transfers should occur only after approvals, sufficient funding, workforce agreements, administrative systems, and continuity arrangements are secured. Operational improvements should continue throughout that period.

Advance a separately funded communications program

The recommended permanent dispatch arrangement is a regional Fire/EMS communications center supported by a separate disaster-recovery site. Enhanced shared operations should provide the interim service while the permanent center is developed. Clear operating authority, trained staff, reliable technology, and tested backup arrangements matter as much as the building itself.

The recommended phased communications program requires approximately $41 million in additional funding over five years and about $12 million in continuing additional annual support by FY2031. That investment must be separately authorized and reconciled with the fire-service funding plan. Existing Police/911 services and continuing REMSA responsibilities must remain funded. A transfer of fire dispatch work does not automatically release an equivalent amount from existing budgets.

Together, these recommendations allow the region to improve service now while preparing a longer-term organization capable of delivering the protection residents choose and fund.

The choice ahead for residents

Residents face a consequential choice about fire and emergency medical protection. Maintaining current service—and making improvements where needed—will require additional funding. If

residents want that level of protection, they will need to authorize the taxes or fees necessary to support it through the applicable approval processes. If they choose not to provide additional funding, and sufficient resources are not otherwise secured, they will need to accept a lower level of fire and emergency response service.

That choice should be presented clearly and fairly. Regional leaders should show what each service level would provide, what it would cost households and businesses, and how funding would be used. The public should be able to compare the protection available under current-service, enhanced-service, and available-revenue options. A vote on funding should be informed by an understandable service commitment.

If reductions are necessary, the responsible governments must identify them explicitly. Depending on the decisions made, fewer available crews or reduced capability could mean longer waits, less coverage during overlapping calls, or slower assembly of resources for a major emergency. The actual effects must be explained for the specific service plan selected, including the consequences for neighboring jurisdictions. The Study does not prescribe a single reduction package or characterize existing companies as unnecessary.

Those decisions should be deliberate. Residents should not discover that service has diminished only after positions remain unfilled, equipment replacement is deferred, or response becomes less dependable. Governing bodies must choose an affordable service plan, coordinate it with employees and partner agencies, and inform the public before changes take effect.

Begin with a funded work program and visible accountability

The implementation periods described in this Study are planning estimates intended to guide, rather than rigidly sequence, the work. Activities may overlap and proceed concurrently where authority, funding, staffing capacity, and implementation readiness allow. Within that framework, the first six months should launch the Alignment agreement, practical response and dispatch improvements, capital-funding reconciliation, and public discussion of service and revenue choices. During months six through eighteen, the agencies should implement and evaluate common practices while the governments refine the Authority proposal, legislative approach, workforce arrangements, and financial settlement. Communications-center development should proceed through its separate funded program.

The Regional Fire Service Board should oversee regional progress, supported by the implementation structure described in the report, while the participating governing bodies retain their legal responsibilities. Quarterly reporting should show what has been completed, what service has improved, what has been spent, and which decisions remain. Residents should be able to see whether the commitments made to them are being delivered.

Washoe can improve how its agencies work together now. Sustaining that protection also requires a public commitment to its cost. The recommended path connects immediate improvements with a long-term service and funding agreement, and holds the responsible governments accountable for delivering the level of protection the community chooses.

ABBREVIATIONS

Abbreviation	Meaning
ACE	Accredited Center of Excellence
ACS	American Community Survey
AEMT	Advanced Emergency Medical Technician
AHJ	Authority Having Jurisdiction
ALS	Advanced Life Support
API	Application Programming Interface
ARFF	Aircraft Rescue and Firefighting
ASAP	As Soon As Possible
AVL	Automatic Vehicle Location
BC	Battalion Chief
BCC	Board of County Commissioners
BLS	Basic Life Support
CAAS	Commission on Accreditation of Ambulance Services
CAD	Computer-Aided Dispatch
CBA	Collective Bargaining Agreement
CDC	Centers for Disease Control and Prevention
CFR	Code of Federal Regulations
COVID-19	Coronavirus Disease 2019
CPRI	Community Planning Risk Index
CRA	Community Risk Assessment
CRR	Community Risk Reduction
CWPP	Community Wildfire Protection Plan
CY	Calendar Year
DBOH	District Board of Health
DHO	District Health Officer
DHU	Dispatcher Hour Utilization

Abbreviation	Meaning
DICO	Designated Infection Control Officer
DOI	Nevada Division of Insurance
E911	Enhanced 911
EAP	Emergency Action Plan
EFD	Emergency Fire Dispatch
EIA	U.S. Energy Information Administration
EMD	Emergency Medical Dispatch
EMS	Emergency Medical Services
EMSAB	Emergency Medical Services Advisory Board
EMT	Emergency Medical Technician
EMTP	Emergency Medical Technician–Paramedic
ePCR	Electronic Patient Care Report
EPL	Employment Practices Liability
ERAC	911 Emergency Response Advisory Committee
ERF	Effective Response Force
FEMA	Federal Emergency Management Agency
FMLA	Family and Medical Leave Act
FPD	Fire Protection District
FTE	Full-Time Equivalent
FY	Fiscal Year
GEMT	Ground Emergency Medical Transportation
GID	General Improvement District
GIS	Geographic Information System
GO	General Obligation
GPS	Global Positioning System
HIPAA	Health Insurance Portability and Accountability Act
HOA	Homeowners Association

Abbreviation	Meaning
HR	Human Resources
HVAC	Heating, Ventilation, and Air Conditioning
IAED	International Academies of Emergency Dispatch
IAFF	International Association of Fire Fighters
IB	Information Bulletin
IBNR	Incurred But Not Reported
IDLH	Immediately Dangerous to Life or Health
IGT	Intergovernmental Transfer
ILA	Interlocal Agreement
ILS	Intermediate Life Support
ISO	Insurance Services Office
IT	Information Technology
JAC	Joint Advisory Committee
LID	Logical Identification Number
LRZ	Limited Response Zone
MCI	Mass-Casualty Incident
MDC	Mobile Data Computer
MFA	Multi-Factor Authentication
MIH	Mobile Integrated Healthcare
MOU	Memorandum of Understanding
NDEP	Nevada Division of Environmental Protection
NDF	Nevada Division of Forestry
NEMSIS	National Emergency Medical Services Information System
NERIS	National Emergency Response Information System
NFIRS	National Fire Incident Reporting System
NFPA	National Fire Protection Association
NG911	Next Generation 911

Abbreviation	Meaning
NNPH	Northern Nevada Public Health
NRI	National Risk Index
NRS	Nevada Revised Statutes
NSRS	Nevada Shared Radio System
NWCG	National Wildfire Coordinating Group
O&M	Operations and Maintenance
OPEB	Other Post-Employment Benefits
OSHA	Occupational Safety and Health Administration
OSM	OpenStreetMap
P25	Project 25 digital radio standard
P90	90th percentile
PERS	Public Employees' Retirement System of Nevada
PMAC	Pre-Hospital Medical Advisory Committee
PMO	Project Management Office
PP-GEMT	Public Provider Ground Emergency Medical Transportation
PPC	Public Protection Classification
PPE	Personal Protective Equipment
PSAP	Public Safety Answering Point
QA/QI	Quality Assurance/Quality Improvement
RAFD	Reno–Tahoe Airport Fire Department
REMS	Rapid Extraction Module Support
REMSA	Regional Emergency Medical Services Authority, operating as REMSA Health
RFD	Reno Fire Department
RHMP	Regional Hazard Mitigation Plan
RIC	Rapid Intervention Crew
RIT	Rapid Intervention Team
RMS	Records Management System

Abbreviation	Meaning
RN	Registered Nurse
RTC	Regional Transportation Commission of Washoe County
RTAA	Reno-Tahoe Airport Authority
SB	Senate Bill
SFD	Sparks Fire Department
SFFPD	Sierra Forest Fire Protection District
SILVIS	Spatial Analysis for Conservation and Sustainability laboratory at the University of Wisconsin–Madison.
SOC	Standards of Cover
SOG	Standard Operating Guideline
SOP	Standard Operating Procedure
SOV	Statement of Values
SSM	System Status Management
STEMI	ST-segment Elevation Myocardial Infarction
SVI	Social Vulnerability Index
TCOR	Total Cost of Risk
TMFPD	Truckee Meadows Fire Protection District
TMRPA	Truckee Meadows Regional Planning Agency
TMWA	Truckee Meadows Water Authority
TPA	Third-Party Administrator
TRIAD	TRIAD Regional Hazardous Materials Response Team
UHF	Ultra-High Frequency
UPS	Uninterruptible Power Supply
USAR	Urban Search and Rescue
UTV	Utility Terrain Vehicle
VA	U.S. Department of Veterans Affairs
VIN	Vehicle Identification Number
WCRCS	Washoe County Regional Communication System

Abbreviation	Meaning
WCSO	Washoe County Sheriff's Office
WUI	Wildland–Urban Interface

Station references use **R** for Reno, **S** for Sparks, and **T** for Truckee Meadows, followed by the station number - for example, R7, S6, and T35. Combined references such as R11/T40 identify station interfaces or comparison pairs. Apparatus identifiers such as E41, SL61, and M-32 reproduce agency or CAD unit identifiers and are not separate abbreviations.

TERMS AND DEFINITIONS

The following definitions govern the principal technical and Study-specific terms used in this report. They should be read with the Abbreviations section. Where an agency policy, statute, contract, or adopted standard uses a more specific definition, that controlling source remains applicable.

TERM	DEFINITION AND REPORT USAGE
Access class	A category assigned by the fixed-station geographic model: robust residual gap, calibration-sensitive, or robustly within benchmark. It is a planning classification, not an observed response-time or compliance finding.
Active station	A station treated as operating in the current network as of the applicable effective date. Active does not mean that every assigned company or apparatus was staffed, available, or in quarters at every moment.
Added annual incidents	The model-estimated increase in yearly incident demand attributable to projected growth. These are expected values and may be fractional; they are not observed or scheduled dispatches.
Additive resource or personnel	A resource or person that increases the force already assigned to an incident. A partner unit that substitutes for an existing assignment, or a cross-staffed apparatus using crew counted already, is not additive.
Administrative efficiency	Reduction of unnecessary duplication; clearer responsibility; and more coordinated management without weakening service continuity, operational reliability, accountability, or required controls.
Adopted standard	A performance requirement formally adopted by an authorized agency or governing body. An adopted standard is distinct from a Study benchmark, a national reference, an internal objective, or a contractual ambulance franchise measure.
Affected territory	A station territory containing at least one qualifying current or projected cross-agency geographic condition. The term does not mean that every incident in the territory should be reassigned.
Agency demand population	The controlled incident universe used to describe demand for one agency. Agency populations retain their own source rules and are not automatically additive or directly comparable.
Agency source clock	The start and end timestamps available in an agency's records for a response interval. Because the agencies do not share identical source clocks, results remain qualified by the applicable agency definition.
Alarm assignment	The planned collection of companies, apparatus, command resources, and specialty functions assigned at a stated alarm level. It describes planned deployment, not confirmed arrival or task completion.
All-call population	A controlled population containing all qualifying incident types and response modes for the stated agency and period, unless a narrower filter is identified expressly.
All-EMS population	All qualifying EMS-family events in the stated source population, regardless of response mode when emergency-response coding cannot be separated reliably. In this report, Reno all-EMS results must not be described as Code 3-only performance.

TERM	DEFINITION AND REPORT USAGE
All-hazards posture	A preparedness approach that considers natural, technological, infrastructure, health, transportation, and human-caused hazards rather than planning only for the most frequent event type.
All-prefix activity population	The broader TMFPD recorded-activity population containing records under TMFPD and neighboring-agency prefixes. It supports commitment and cross-agency analysis but is not the district-originated demand total.
Alternate first arrival	A first-arriving unit other than the initially assigned or nominal first-due resource. The alternate may have been assigned simultaneously or later.
Ambulance franchise standard	A response-time requirement established by the REMSA franchise agreement, using the franchise's own zone, priority, clock, exclusion, and compliance rules. It is not interchangeable with a fire-agency or Study clock.
Apparatus	A response vehicle or equipment platform, such as an engine, ladder, rescue, medic unit, brush unit, or specialty vehicle. Apparatus presence alone does not establish staffing, qualification, availability, or task capability.
Assignment recovery	The time and process required to obtain a responding resource when an initially assigned unit does not become the first mobile unit. It is retained in turnout but may be omitted from responding unit turnout.
Association	A measured relationship between variables. Unless the design and evidence support causation, an association is not described as proof that one factor caused another.
Automatic aid	A prearranged, rules-based cross-jurisdiction response in which designated resources are dispatched automatically under an agreement or run-card rule, without waiting for an incident-specific request.
Automatic vehicle location	Technology that reports a unit's current location for dispatch and resource selection. AVL can support closest-appropriate-unit deployment but alone does not establish staffing, capability, authorization, or donor coverage.
Availability-detail cohort	A purpose-specific linked dataset containing the additional fields needed for busy-state, resource-depth, station-flow, or unit-history analysis. It is not substituted for an agency's all-call or all-EMS incident denominator.
Baseline	The controlled condition against which change is measured. Unless otherwise stated, the operational baseline is calendar year 2025; a chapter may identify a more specific pre-implementation or scenario baseline.
Benchmark	A value used for comparison, screening, or planning. A benchmark does not become an adopted, legal, regulatory, or contractual standard merely because the Study uses it.
Binding receiving station	A station whose modeled receiving headroom is exhausted before all requested geographic reallocations can be accepted. Binding is a capacity-screen result, not proof of actual daily unavailability.
Block group	A U.S. Census Bureau small-area statistical geography nested within a census tract. Block-group characteristics describe an area and are not attributed to every person or incident within it.
Boundary drop	A dispatch and deployment approach that removes jurisdictional boundary as the primary resource-selection constraint and allows the closest suitable available authorized unit for consideration. It does not eliminate legal

TERM	DEFINITION AND REPORT USAGE
	jurisdictions, merge agencies, or guarantee that the closest station's unit will respond.
Boundary effect	A modeled or observed service difference associated with selecting resources within an agency boundary when a closer participating resource may exist across that boundary.
Busy state	A CAD-derived indication that a unit was committed to an incident at the applicable comparison time. It does not capture every reason a resource may have been unavailable.
CAD-to-CAD interoperability	Electronic exchange of incident, status, and resource information between separate computer-aided dispatch systems. Interoperability improves shared visibility but does not itself create common policy, authority, or governance.
Calibration	The controlled adjustment or conversion used to align a modeled road-network measure with observed travel evidence. Calibration supports regional comparison but does not turn a static road model into a live emergency-routing system.
Calibration-sensitive geography	Geography for which the Study's two retained fixed-station travel calibrations produce different benchmark classifications. It is an uncertainty and field-validation category, not a pass or fail.
Call processing interval	The time from the applicable call receipt or creation timestamp to the first eligible dispatch or assignment. TMFPD's retained clock begins after transfer at the receiving system and is not an end-to-end originating-911 clock.
Capability	The ability to perform a required mission using the necessary personnel, qualifications, apparatus, equipment, command, and operating framework. Capability is distinct from capacity and proximity.
Capacity	The amount of workload or simultaneous demand a resource, station, agency, or system can absorb while maintaining required service and resilience. Capacity is not established by an apparatus count alone.
Capacity-building treatment	A community-risk-reduction action that enables residents, owners, facilities, or partner organizations to undertake and maintain protective work, such as grants, navigation assistance, training, or data support.
Capital improvement plan	A multiyear program that identifies facility, apparatus, technology, and infrastructure projects, timing, cost, funding, and priority. Listing a project does not establish whether it is funded or ready for construction.
Cascading effect	A secondary or compounding consequence in which one disruption, such as wildfire, earthquake, weather, power loss, road closure, or communications failure, impairs other lifelines and emergency-service functions.
Catchment	The geography assigned to a station point under a stated network and routing rule. Catchment demand is geographic; it does not prove which unit responded or which company handled the incidents.
Census tract	A U.S. Census Bureau statistical geography used for population, hazard, and vulnerability analysis. Tract averages do not describe every address, resident, or incident within the tract.
Chapter 318 General Improvement District	A Nevada special-purpose local government organized under NRS Chapter 318. In this study, it is evaluated as a possible regional fire and EMS

TERM	DEFINITION AND REPORT USAGE
	government - subject to unresolved legal, fiscal, governance, labor, and transition questions.
Chapter 474 fire protection district	A Nevada fire-protection district organized under NRS Chapter 474. The study distinguishes the existing TMFPD form from any proposed expanded or consolidated district.
Claims tail	Costs and obligations that continue after the event, policy period, employment period, or organizational transfer that created them, including unresolved claims and occupational disease exposure.
Closest appropriate unit	An available, staffed, qualified, equipped, authorized resource whose assignment fits the incident and preserves acceptable donor-area coverage. This operational concept is more restrictive than closest station.
Closest station	The station point with the shortest path under the stated road-network model. The term describes fixed geography and does not establish that a suitable unit was present or available.
Co-location	Placement of two or more agency functions, companies, or resources at one physical site. Co-location does not necessarily reduce the number of staffed companies or merge the participating agencies.
Code 3	An emergency response mode using warning lights and siren under the applicable agency's coding and downgrade rules. Code 3 populations are included only when the source evidence supports reliable classification.
Commissioning	The documented point at which a facility, system, or resource is operationally ready and placed into service. Construction completion, a ribbon cutting, and sustained CAD-recorded operations may occur on different dates.
Community risk	The interaction of hazards, exposure, vulnerability, consequence, demand, built environment, access, response capability, and resilience within a community.
Community Risk Assessment	The structured process used to identify, analyze, and prioritize the hazards, populations, occupancies, infrastructure, demand, and service conditions relevant to emergency service planning.
Community Risk Reduction	A coordinated process for reducing incident likelihood or consequence and improving preparedness through prevention, mitigation, education, enforcement, partnerships, readiness, and community capacity.
Company	A staffed operational crew normally assigned to an apparatus. A station, apparatus, and company are related but are not interchangeable terms.
Company consolidation	Reduction of two independently staffed companies to one staffed company. This is distinct from sharing a station site, combining administrative functions, or changing jurisdictional boundaries.
Company staffing	The number and qualifications of personnel assigned to one operational company or apparatus. It does not describe the total force assembled for a complex incident.
Comparison geography	The population or area used as the reference for an equity or exposure comparison. Regional and within-service-environment comparisons use different reference populations and must be labeled accordingly.
Concurrency	The occurrence of overlapping incidents or resource commitments. Average annual or daily demand does not describe concurrency.

TERM	DEFINITION AND REPORT USAGE
Confidence interval	A statistical range expressing uncertainty around an estimate. A 95 percent confidence interval does not mean there is a 95 percent probability that the specific reported interval contains a fixed true value.
Consequence	The potential effects of an incident on life safety, property, continuity, environment, infrastructure, or community function. Low frequency does not imply low consequence.
Consolidation	Transfer of substantial operating, governance, employment, fiscal, asset, or service responsibility into a single organization or structure. The report does not use consolidation as a synonym for cooperation or regionalization.
Controlling source	The source designated to govern a calculation, definition, network state, or decision when multiple records exist. A source may be controlling for one question but unsuitable for another.
Core-frontline unit	A regularly staffed response resource included in the applicable workload or commitment analysis. The exact unit set is agency- and analysis-specific and must be stated.
Corridor	A recurring geographic interface or travel pattern connecting stations, communities, or jurisdictions. A corridor is an operational review area, not necessarily a formal administrative boundary.
Corridor materiality	The minimum event or modeled-demand threshold used to decide whether a cross-agency corridor warrants focused analysis. Meeting the threshold initiates review; it does not authorize reassignment.
Coverage	The practical ability to deliver a timely, suitable, and sustainable response. Station proximity or a travel contour alone does not establish coverage because availability, capability, reinforcement, and donor effects also matter.
Critical infrastructure	A physical or organizational system whose disruption can materially impair public safety, health, transportation, communications, energy, water, government, or regional continuity. Infrastructure feature records are not automatically unique, validated facilities.
Critical occupancy	A facility whose occupants, use, scale, access, evacuation needs, security, fire protection, or continuity consequences warrant additional pre-incident and response planning. A listing is a screening result, not a deficiency finding.
Critical task	A function that must be performed to control a defined incident, such as command, safety, attack, water supply, search, ventilation, rapid intervention, medical care, evacuation, or logistics.
Cross-agency changed cell	A routed grid cell assigned to a different agency's station when the model changes from same-agency to regional closest-station selection. It measures geographic reassignment, not an observed dispatch.
Cross-agency geographic opportunity	A location or incident for which another participating agency's fixed station is materially closer under the stated model. It is an opportunity screen, not proof of operational feasibility or dispatch error.
Cross-staffed apparatus	An apparatus operated by personnel who normally staff another company or unit. Unless separate personnel are documented, the apparatus adds capability but not independent staffing or simultaneous depth.

TERM	DEFINITION AND REPORT USAGE
Current network	The station geometry applicable to the Study's current effective date. It includes current facilities only and does not credit future stations or count both the old and replacement Reno Station 1 locations.
Current System	The governance alternative under which Reno, Sparks, and TMFPD remain separate departments and pursue targeted coordination without creating a new regional operating government.
Cutover	The controlled transfer of operational responsibility, systems, staff functions, or service delivery from a predecessor arrangement to a new organization or operating model.
Daily deployability	Whether the required qualified personnel, apparatus, equipment, status, and supporting systems are actually ready and available on a particular day or shift. Program existence does not establish daily deployability.
Data vintage	The date or period represented by a dataset, policy, inventory, or public source. Vintage is distinct from the date on which the Study obtained or reviewed the source.
Decision point	A formal point at which specified evidence and readiness conditions require review before a recommendation, pilot, capital action, or organizational transition may advance.
Demand	Requests for service measured at the stated unit of analysis, such as incidents, unique regional events, unit assignments, or unit-hours. These measures are related but not interchangeable.
Demonstrated planning gap	A narrowly framed condition directly supported by the evidence and Study method. It is not automatically an observed failure, adopted-standard violation, or authorization for a specific remedy.
Denominator	The defined population against which a statistic, percentage, or rate is calculated. Every denominator must retain its agency, period, inclusion rules, geography, response mode or priority, and valid-record requirements.
Denominator integrity	The requirement that a result be calculated from the correct, consistently defined population and that changes in filters, priority, response mode, cancellation, or clock rules be disclosed.
Development location	A mapped representative point used to allocate planned or potential growth. It is not necessarily a parcel centroid, final project entrance, permit approval, construction schedule, or guarantee of development.
Dispatch record	An agency's administrative representation of an emergency occurrence. The same event may produce records in more than one agency system.
Dispatch-on-utterance	Initial dispatch based on information heard early in the emergency call, before completion of the full EMD or EFD interrogation. Later information may produce an upgrade, downgrade, cancellation, or revised assignment.
District-originated incident	An incident identified under the controlled source rules as originating within TMFPD's district-demand population. It is distinct from the broader all-prefix response-activity population.
Donor area	The geography normally protected by a resource proposed for cross-boundary use. Regional improvement must consider the service and depth left behind in the donor area.

TERM	DEFINITION AND REPORT USAGE
Donor coverage	The remaining timely, suitable, and sustainable response available to a donor area after one of its resources is assigned elsewhere.
Downgrade	A documented change from a higher-emergency response mode or priority to a lower one. Records are described as having no documented downgrade only when the available fields support that statement.
Dynamic posting	Real-time movement or placement of mobile units based on current demand, coverage, and system status rather than permanent assignment to a fixed station.
Ecological measure	A characteristic reported for an area, such as a tract or block group. It describes the geography and cannot be attributed to every individual, household, incident, or facility within it.
Effect size	A measure of the practical strength or magnitude of a relationship or difference. Statistical significance alone is not treated as evidence of operational importance.
Effective date	The date on which a station, policy, system, classification, or operating condition is treated as active for analysis. Announcement, construction, ceremonial opening, and operational dates must not be conflated.
Effective response force	The complete complement of personnel, apparatus, capabilities, and functions required to perform the critical tasks for a defined incident risk within the applicable assembly objective.
Emergency Medical Dispatch	Structured caller interrogation, prioritization, pre-arrival instruction, and medical-dispatch protocol performed under applicable clinical and operational authority.
EMS-family event	An incident classified as emergency medical or medical-assistance demand under the controlled coding rules for the applicable agency.
Engagement time	The recorded period during which an identified resource remains committed to an incident according to the available timestamps. It may include transport, transfer of care, and return-to-service activity.
Equity	A condition in which communities with comparable risk and service environments have a consistent opportunity to receive timely, suitable, and sustainable response. Equity does not require identical travel times everywhere.
Evidence grade	A project classification expressing the authority, completeness, and certainty of a source or modeled input. Evidence grade controls how strongly the Study may rely on the information; it is not a grade of agency performance.
Evidence hierarchy	The ordered framework used to determine which sources control particular questions. Placement reflects fitness and authority for the stated use, not universal superiority.
Evidence limitation	A condition in which the available record cannot support either an adequacy or deficiency conclusion.
Expected value	A model-estimated average amount, such as projected annual incidents. Expected values may be fractional and do not represent a count of specific future events.

TERM	DEFINITION AND REPORT USAGE
Exposure	People, property, infrastructure, operations, or financial interests subject to a hazard or loss. Exposure is distinct from the probability that an event will occur and from the capability to respond.
Facility condition	The physical state of a station or other asset, including structural, building-system, safety, functional, and lifecycle considerations. Poor condition alone does not establish that the service location is unnecessary.
Failover	A tested process for transferring a critical function to backup systems, facilities, communications paths, or personnel when the primary capability is unavailable.
Feature record	A mapped data record representing an infrastructure or other candidate feature. Multiple records may describe one physical system, and a feature record is not treated as a validated unique facility without reconciliation.
Fire first	The fire agency response to an EMS incident before or alongside ambulance arrival. The term describes sequence or system role and does not mean that fire-agency provides the transport function.
First alarm	The initial planned multi-unit assignment for a defined incident type or risk. First-alarm arithmetic is a planned resource count, not evidence that every listed unit arrived or completed its task.
First arrival	The earliest valid arrival status by an eligible responding unit under the applicable data rules. First arrival does not measure full effective-response-force assembly.
First-due company	The company normally assigned first responsibility for a location under a stated run card, agency plan, or geographic relationship. The first-due company may be unavailable or may not be the first to arrive.
First-due displacement	A condition in which the nominal or route-nearest first-due resource is already committed or otherwise does not provide the first response, requiring another resource to cover the incident.
Fixed-road model	A reproducible model that routes locations to fixed station points over a common road network. It does not reproduce live traffic, unit location, availability, staffing, capability, or dispatch policy.
Fixed-station access	The modeled relationship between a location and a fixed station under the stated road and benchmark rules. It is a structural planning measure, not a complete measure of operational coverage.
Forecast	A model-based estimate of a future condition under disclosed assumptions. A forecast is neither an observed fact nor a guarantee.
Forecast scenario	A controlled set of assumptions used to test how the location or timing of growth may affect demand. The Low, Baseline, and High scenarios vary spatial delivery of the same county population control, not the total county population.
Franchise response zone	A geographic area used by the ambulance franchise to assign response-time requirements. Franchise zones are not the same as fire-station territories, census geographies, or Study service environments.
Full static regional assignment	A sensitivity case assigning every routable incident to the nearest participating fixed station regardless of agency. It is an upper-bound geographic comparison, not a feasible dispatch plan.

TERM	DEFINITION AND REPORT USAGE
Future network	The expressly defined planned station geometry used for scenario analysis. In this Study it treats the Reno Station 1 move as a replacement and adds TMFPD Station 35 only after its future commissioning condition.
Future regional obligation	Normal post-transfer operating, staffing, reserve, replacement, technology, capital, and growth-related costs assigned to a successor regional organization after the agreed cutoff.
Geographic opportunity	A modeled location where station geometry suggests a potentially faster or more efficient resource relationship. Operational adoption requires separate authority, availability, capability, capacity, and donor-impact review.
Governance	The allocation of legal authority, representation, accountability, policy control, fiscal responsibility, and decision making among organizations.
Growth location	A representative mapped point used to allocate forecast population and expected incident demand. Its modeled values are planning estimates and may be fractional.
Growth-absorption monitoring	Recurring review of whether a station, company, corridor, or system can absorb projected demand without unacceptable deterioration in availability, reliability, depth, or donor coverage.
Hazard	A potentially damaging event or condition, such as wildfire, earthquake, flood, extreme weather, transportation disruption, or hazardous-material release. Hazard is distinct from exposure, vulnerability, consequence, and risk.
Headroom	The modeled amount of additional demand a receiving station or resource can accept before reaching the selected screening threshold. Headroom is not a live staffing or availability measure.
High social vulnerability	The Study's stated high-vulnerability screening category based on the applicable Social Vulnerability Index measure. It describes area-level conditions and is not an individual vulnerability determination.
Historical territory	A jurisdictional or station-area label applicable to an earlier network or operating period. It must be distinguished from a catchment generated from the current station-network.
Home agency	The agency whose jurisdiction or controlled population contains the incident under the stated source or geographic rule.
Home-station first arrival	An arrival by the company or unit associated with the incident's home station or territory. It is distinct from the first arrival by any eligible resource.
Hospital offload or wall time	The period during which an ambulance remains committed at a receiving facility before patient-care transfer and return to service. It affects availability even when it is not part of the public response time clock.
Improved response zone	A geographic area in which the modeled condition before/after boundary drop. The term emphasizes the location and magnitude of modeled improvement rather than a change in territorial ownership.
Incident or event	The underlying emergency occurrence for which service is requested. One incident may generate several agency records, unit assignments, and cumulative unit-hours.

TERM	DEFINITION AND REPORT USAGE
Incident universe	The complete controlled population eligible for a stated analysis before metric-specific timestamp or geography requirements are applied.
Incident-level record	A record representing the emergency occurrence once, as distinct from separate records for each responding unit.
Inside-boundary incident	An incident located within the agency or district boundary under the applicable geographic rule. It is not necessarily served only by that agency.
Insurance affordability	The price burden of obtaining and maintaining coverage. Affordability is distinct from whether coverage is offered at all.
Insurance availability	Whether an insurer offers or renews coverage for a property or class of risk. Availability is distinct from premium level and from fire-resource availability.
Insurance resilience	The ability of public entities, residents, and businesses to obtain, maintain, finance, and recover through insurance while reducing underlying risk and avoiding unmanaged coverage gaps.
Interlocal agreement	A written agreement through which public agencies exercise powers jointly, share services, assign responsibilities, or create a cooperative structure under applicable law. It does not necessarily create a new independent government.
Jurisdictional boundary	The legal or administrative line separating agency responsibility. A boundary may affect dispatch rules even where the physical road and station-network is continuous.
Layer-busy measure	A test of whether the first, second, or later route-nearest resources were committed at incident start. It describes depletion in successive geographic layers, not every form of unavailability.
Lead-agency model	A shared-service structure in which one existing agency operates a regional function for participating organizations under an agreement, while the participants retain underlying legal authority unless expressly delegated.
Legacy capital	Pre-existing station, apparatus, technology, or infrastructure needs attributable to a predecessor agency or service area before consolidation or transfer.
Legacy obligation	Debt, deferred maintenance, employment liability, workers' compensation, OPEB, contract obligation, or other cost attributable to periods before an agreed fiscal cutoff.
Lifeline	A system essential to community and emergency-service continuity, including power, water, transportation, communications, healthcare, fuel, or government operations.
Local CPRI	The Community Planning Risk Index calculated for the local jurisdiction under the Regional Hazard Mitigation Plan. It controls local hazard prioritization and is not averaged with the regional CPRI.
Logistic regression	A statistical method used to estimate adjusted odds of a defined outcome while controlling for measured factors. An adjusted association does not establish causation.
Loss run	A record of insurance claims and losses over a stated period, used to evaluate frequency, severity, reserves, and risk-financing alternatives.

TERM	DEFINITION AND REPORT USAGE
Lower study benchmark	The shorter end of a Study benchmark range used for screening and comparison. Exceeding it is not automatically a violation of an adopted agency standard.
Median	The 50th percentile: half of valid observations are at or below the reported value and half are above. It describes a typical record but not upper-tail reliability.
Medical direction	Clinical authority responsible for approving EMS protocols, scope, quality oversight, and related medical decisions. Administrative regionalization does not transfer medical authority by implication.
Metric-specific population	The subset of the incident universe with the fields, chronology, geography, and eligibility required for a particular measure. Different intervals may have different valid populations.
Modeled time saved	The estimated reduction in the travel component produced by comparing two fixed-station scenarios. It is not an observed or promised reduction in end-to-end response time.
Modeled travel time	A travel estimate produced from the controlled road network and calibration. It is distinct from travel recorded in CAD and excludes call processing, turnout, live traffic, unit status, and incident-specific operating conditions.
Move-up	Temporary relocation of a company or unit to maintain coverage after another resource becomes committed or unavailable.
Multi-company station	A station housing more than one independently staffed response company or unit. The companies may have different missions, assignment patterns, or availability.
Mutual aid	Cross-jurisdiction assistance provided under an agreement or incident-specific request. Unlike automatic aid, it is not necessarily dispatched automatically with the initial assignment.
Network state	A precisely dated set of station points and related scenario rules used for geographic analysis. Current, future, and stress-test states must not be blended.
No-degradation rule	A requirement that an operational, capital, or governance change must not create an unacceptable decline in service, safety, capability, reliability, equity, or donor-area protection.
Nominal headcount	The number of personnel implied by an assignment or staffing arithmetic without proof of incident-date availability, qualification, arrival, or task allocation.
Objective	A prospective performance expectation adopted or proposed for management and improvement. An objective is not automatically a legal mandate or a finding of historical compliance.
Observed performance	A result calculated from recorded incident or unit timestamps under the applicable source rules. It is distinct from modeled station travel and forecast demand.
Odds ratio	A logistic-regression measure comparing the adjusted odds of an outcome between groups. It is not the same as a probability ratio or proof of causation.

TERM	DEFINITION AND REPORT USAGE
On-scene status	A CAD status that indicates a unit has recorded arrival at the incident. Its operational use and completeness remain agency specific.
Operational feasibility	Whether a modeled or proposed action can be implemented with appropriate authority, staffing, capability, availability, donor protection, communications, command, labor, fiscal, and continuity controls.
Operational gap	A service limitation arising from dispatch, availability, staffing, policy, coordination, status visibility, or operating practice rather than from station geography alone.
Operational integration	Coordination of dispatch, deployment, policy, data, training, resource use, or management across agencies while the agencies may remain legally and fiscally separate.
Operational transfer	The date or process by which responsibility for delivering a service moves to a new organization or host arrangement. It is distinct from planning, legal formation, or facility construction.
Overnight readiness pattern	A recurring late-evening or overnight deterioration in mobilization or turnout performance identified in the applicable records. It is an observed pattern, not proof of a particular crew behavior or cause.
Percent within threshold	The share of valid observations completed at or below a stated benchmark, objective, or standard. It is not interchangeable with the percentile value itself.
Percentile	The time at or below which a stated percentage of valid observations falls. The 90th percentile is the Study's principal reliability statistic; the slowest 10 percent took longer.
Planning concern or uncertainty	A material condition that is sensitive to calibration, incomplete classification, or an assumption requiring validation. It is neither a demonstrated gap nor an evidence-free conclusion.
Planning screen	A reproducible method used to identify locations or conditions for further review. A screen prioritizes investigation and does not independently authorize an operational, capital, or legal decision.
Pooled regional percentile	A percentile calculated after combining agency records. The Study does not use such a measure where source populations, clocks, or rules are materially incompatible.
Population control	The fixed countywide population total to which each growth scenario reconciles. Scenario differences change the modeled spatial distribution of growth, not the controlling county total.
Positively identified Code 3 population	Records for which the source data affirmatively establish an emergency response and do not document a downgrade. Unknown-priority records are not silently classified as Code 3.
Pre-incident plan or preplan	A current, facility-specific operational plan documenting access, hazards, occupants, systems, water supply, contacts, response assignments, and other information needed before an emergency.
Primary unit	The unit identified by the source system as the principal responding resource. Primary-unit data may not describe all units assigned to or arriving at the incident.

TERM	DEFINITION AND REPORT USAGE
Primary-unit engagement	The recorded activity duration of the identified primary unit. It is a workload proxy and not a complete measure of all staffed-system availability.
Priority corridor	A boundary or station-interface corridor selected for early operational review because qualifying opportunities are concentrated and materially sized. It is not an instruction to reassign every incident.
Projected population increase	The modeled change between the controlled base population and the stated forecast year. It is not the total future population and is not a guarantee for delivery of every planned development.
Proposition-based analysis	A method that frames each potential finding as a narrow statement and reports it only at the level supported by the applicable evidence, assumptions, and decision rules.
Protected mission	A specialized responsibility that limits unrestricted use of a resource for ordinary regional deployment. Reno Station 15's airport/ARFF responsibility is treated as a protected mission.
Public Protection Classification	The ISO/Verisk community fire protection classification used by many insurers as one underwriting input. A PPC change does not guarantee a premium change or identical treatment by every insurer.
Publicly accessible evidence	External planning, population, development, land use, road, hazard, and similar evidence available to the public. Agency-provided CAD and project records are identified separately and not described as public sources merely because the Study used them.
Quantile analysis	A method used to examine how an effect changes across the response-time distribution, particularly toward the 75th, 85th, or 90th percentile.
Rebuild	Construction of a substantially new facility to replace an existing station function, usually at the same or a nearby site. A rebuild is not necessarily a relocation or a net new company.
Receiving headroom	The planning allowance used to test how much additional modeled demand a receiving station can accept before reaching the selected capacity threshold. It is not a live deployment simulation.
Receiving station	The station or catchment that would receive additional modeled demand under a regional assignment scenario.
Recorded unit-hours	The sum of incident-related commitment time captured in CAD for the included unit set. It is a lower-bound workload measure and excludes unrecorded training, inspections, maintenance, move-ups, outages, and station duties.
Regional Alignment Plan	The Study's NRS Chapter 277.110 operating framework for formal regional coordination while Reno, Sparks, and TMFPD remain separate governments, employers, budgets, and asset owners.
Regional closest-station assignment	A modeled rule that allows any participating fixed station to become the geographic assignment regardless of agency. It does not include live unit availability or capability.
Regional Fire Authority	A proposed Washoe-specific regional government that would require enabling legislation defining governance, service powers, revenues, employment, assets, liabilities, and transition.

TERM	DEFINITION AND REPORT USAGE
Regionalization	The coordination or sharing of functions across agencies. Regionalization can range from common policy and technology to shared management and does not necessarily mean organizational consolidation.
Reliability	Consistency of service across the response-time distribution, principally evaluated through upper-percentile performance rather than the median alone.
Relocation	Movement of an existing station or company to a different site. Unless new staffing is separately authorized, a relocation is not a net addition to regional capacity.
Replacement	Substitution of a new facility, apparatus, system, or station location for an existing one. The old and replacement assets are not counted simultaneously unless overlap is expressly modeled.
Reproducibility package	The retained scripts, source extracts, manifests, controls, and outputs needed to reconstruct or audit a calculation. It documents analysis but is not a separate empirical source from the underlying data.
Residual or unrouted event	An event retained in the overall demand total but excluded from a geographic calculation because it cannot be assigned reliably to the retained road network or model geography.
Resource depth	The number, proximity, availability, and capability of successive resources that can reinforce the first response or substitute when nearer resources are committed.
Resource intensity	The amount and type of personnel, apparatus, time, and specialty capability used by an incident. Resource intensity is distinct from incident frequency.
Responding-unit turnout	The interval from the successful responding unit's own assignment to its en-route status. Unlike turnout measured from the earliest eligible dispatch or assignment, it can omit the delay before an alternate unit is assigned.
Response mode	The operational instruction governing how a unit responds, such as emergency or non-emergency travel. Response mode must be taken from reliable source evidence rather than inferred from incident type.
Response territory	A jurisdictional, administrative, historical, or modeled area associated with an agency or station under a stated rule. The type of territory must be identified because these geographies are not interchangeable.
Retrospective catchment	Demand from an earlier period reassigned geographically to a later station configuration. It describes the geography the station would serve under that network and is not mature observed station workload.
Risk	The combined significance of hazard, likelihood or frequency, exposure, vulnerability, and consequence. The Study does not reduce unlike risk dimensions to one composite score unless a controlling source already defines one.
Risk class	A defined incident or occupancy category used to determine the critical tasks, personnel, apparatus, or comparison benchmark appropriate to the problem.
Risk treatment	An action intended to reduce the likelihood, exposure, vulnerability, or consequence of an adverse event.

TERM	DEFINITION AND REPORT USAGE
Risk-adjusted demand	Forecast incident demand produced by the controlled growth model after accounting for modeled small-area characteristics and spatial allocation. It is not a clinical or insurance risk score.
Robust residual gap	Geography for which both retained fixed-station travel calibrations exceed the applicable lower Study benchmark. It is a stable planning access result, not proof of an observed late response or adopted-standard violation.
Robustly within benchmark	Geography for which both retained fixed-station travel calibrations fall within the applicable lower Study benchmark. It does not guarantee unit availability, capability, or timely effective-response-force assembly.
Routed event	An incident or modeled location assigned successfully over the retained road network to a station or catchment. Routing success does not establish that the modeled route was used operationally.
Run card	The ordered dispatch plan identifying resources assigned to an incident type, location, or alarm level. Run cards are operating rules and may differ by agency or jurisdiction.
Rural/WUI service environment	Ordinary census tracts with fewer than 500 residents per square mile under the Study classification, together with the report's qualified rural and wildland-interface planning context. It is not identical to the county's regulatory WUI.
Same-agency closest-station assignment	A modeled rule that assigns each location to the nearest station belonging to its home agency. It provides the before-condition for boundary-effect comparison.
Sensitivity analysis	A controlled recalculation that changes an assumption, rule, threshold, or uncertain classification to test whether a finding remains stable.
Service environment	A Study category used to distinguish operating geography and benchmark context. The principal classes are Urban, Suburban, Rural/WUI, and Special-use/industrial/aviation.
Service sufficiency	The combined adequacy of access, planned force, availability, capability fit, reinforcement, and resilience for the relevant risk. No single travel-time or staffing measure establishes sufficiency.
Service-delivery equity	The disciplined evaluation of whether communities with comparable risk and service environments have a fair opportunity to receive timely, suitable, and sustainable service without shifting unacceptable harm elsewhere.
Shared-chief model	An arrangement in which one fire chief provides executive leadership to more than one legally separate department. It is management integration, not a merger of budgets, employees, assets, or governing bodies.
Shared-service model	An arrangement in which agencies provide or obtain a defined function jointly while retaining separate underlying organizations and responsibilities.
Shared-site study	An alternatives analysis of whether independently staffed companies could operate from one physical site. It does not presume company removal, station closure, or approval of co-location.
Source absence	The absence of sufficient evidence in the project record. Source absence must be reported as not established and is not treated as proof that the underlying condition or capability is absent.

TERM	DEFINITION AND REPORT USAGE
Special-use/industrial/aviation service environment	A separate Study category for developed tracts where very low residential density would produce an operationally misleading Rural/WUI classification. It receives descriptive treatment rather than an automatic density-based threshold.
Specialty capability	A mission requiring particular training, qualifications, personnel, apparatus, equipment, or activation procedures, such as hazardous materials, technical rescue, water rescue, wildland, aerial, or ARFF response.
Stabilization period	The initial post-cutover period during which actual operational, financial, workforce, technology, and service results are monitored against the approved business case and pretransfer baseline.
Staged status	A CAD status indicating that a unit is staged. Depending on agency practice, it may represent physical arrival near the incident, an instruction to stage, or a status entry made at the unit's current location; it is not automatically identical to on scene.
Standard	A formally applicable requirement or criterion. The report specifies whether a value is an agency standard, contractual franchise standard, regulatory requirement, national reference, Study benchmark, or recommended objective.
Standards of Cover	A risk- and performance-based framework connecting community conditions, deployment, response objectives, resource requirements, reliability, evaluation, and continuous improvement.
Statement of values	A location-level insurance schedule of buildings, contents, equipment, replacement values, occupancy, construction, and related exposure information.
Static geographic model	A model based on fixed locations and stated network rules rather than live unit status, traffic, move-ups, or dispatch decisions. Its outputs are planning opportunities and sensitivities.
Station	A physical facility or modeled location from which resources may deploy. A station is not synonymous with a staffed company, apparatus, or continuously available unit.
Station closure	Removal of a station facility or deployment location from service. Closure is distinct from temporary outage, company reassignment, relocation, rebuild, or co-location.
Station consolidation	Reduction of two station facilities or deployment locations to one. The report uses the term only when physical network capacity is reduced, not for administrative coordination or shared governance.
Station point	The mapped coordinate used to represent a station in the geographic model. It is a modeling input but does not alone establish current staffing or operational status.
Stranded cost	A predecessor expense or fixed obligation that remains after a function transfers and cannot be eliminated in proportion to the transferred workload.
Structural consolidation	Creation or use of one organization to assume substantial governance, employment, fiscal, asset, and operating responsibility from predecessor agencies.

TERM	DEFINITION AND REPORT USAGE
Structural gap	A limitation arising from station location, road access, facility network, or other persistent physical geography rather than from a temporary operating condition.
Study benchmark	A diagnostic or planning comparison adopted for this analysis. It is not represented as a locally adopted standard unless the report expressly says so.
Suburban service environment	An ordinary census tract with 500 to 1,000 residents per square mile under the Study classification.
Successive-layer depletion	A condition in which the first, second, and potentially later nearby resources are committed simultaneously, reducing reinforcement and substitute depth.
Target hazard	An occupancy, facility, operation, or location presenting unusual life-safety, property, operational, or community consequence that warrants risk-specific planning and response design.
Task matrix	A documented mapping of required incident functions to personnel, companies, apparatus, qualifications, and expected milestones.
Tax-rate area	A geographic combination of overlapping taxing jurisdictions and rates used to evaluate property tax capacity and taxpayer effects. It is more precise than a citywide or districtwide average.
Total cost of risk	The combined cost of premiums, retained losses, claims administration, brokerage, actuarial and legal services, collateral, risk control, internal administration, and volatility under comparable assumptions.
Total response interval	The interval from the applicable call-receipt or creation clock to the first valid arrival. It is calculated directly from incident-level timestamps and is not the sum of separately calculated component percentiles.
Transition obligation	A one-time legal, labor, technology, accounting, facility, election, relocation, systems-integration, or formation cost caused by a transition or consolidation.
Travel interval	The interval for the same eligible first-arriving unit from en route to the earliest valid staged or on scene status under the applicable agency rule.
Turnout	The interval from the earliest eligible dispatch or assignment to the first eligible unit becoming en route. It retains delay associated with an unsuccessful initial assignment.
Unit	A deployable operational resource represented in CAD, generally an apparatus and assigned personnel. Unit identifiers alone do establish location, staffing, qualification, or availability.
Unit response	One unit's assignment or response to an incident. One incident can generate multiple unit responses.
Urban service environment	An ordinary census tract with more than 1,000 residents per square mile under the Study classification.
Valid n	The number of records satisfying all eligibility, timestamp, sequence, geography, and quality rules for the reported metric. Valid n may differ across intervals derived from the same incident universe.
Vulnerability	Characteristics that can increase susceptibility to harm or reduce the ability to prepare, respond, evacuate, shelter, or recover. Area-level vulnerability does not describe every individual.

TERM	DEFINITION AND REPORT USAGE
Vulnerable location	A project-listed school, medical facility, care home, senior-living facility, detention site, or other location requiring additional access, evacuation, continuity, or assistance planning. Listing does not establish operating status or deficiency.
Wildland-urban interface	The area where structures and human development meet or intermingle with wildland vegetation. The Study distinguishes the fixed SILVIS research layer from Washoe County's regulatory WUI and does not treat the 2020 layer as a 2031 forecast.
Workload	The demand placed on personnel, units, stations, or systems, measured through clearly identified indicators such as incidents, unit assignments, engagement time, unit-hours, call volume, or concurrent work.
Workpaper	A controlled analytical file documenting calculations, definitions, source lineage, quality checks, and intermediate results. A workpaper is not an independent empirical source separate from the underlying records.

PART 1: INTRODUCTION

Chapter 1: Study Purpose and Scope

1.1 Purpose

The goal of the Washoe County Regional Fire and EMS Feasibility, Efficiency, and Service Enhancement Study (Study) is to independently evaluate current operations, identify opportunities for collaboration, and recommend strategies to improve service delivery, operational efficiency, and fiscal responsibility. The Study is also to advance regionalization efforts directed by the Washoe County Board of County Commissioners, Reno City Council, and Sparks City Council, while complying with the legislative requirements outlined in Nevada Senate Bill 319 (SB319). To achieve this goal, the Study responds to direction from the governing bodies of Washoe County, the Truckee Meadows Fire Protection District (TMFPD), the City of Reno, and the City of Sparks and supports the regional collaboration objectives in the scope of the Study.

This technical volume provides the integrated community-risk, standards-of-cover, deployment, station-network, and service-delivery equity foundation for that work. It connects historical demand and performance with geography, workload, resource depth, hazards, growth, facilities, specialty capabilities, critical occupancies, and population-level access. The result is not a single score or a ranking of agencies. It is a connected body of evidence that shows where service conditions differ, why those differences matter, and which operational choices are capable of addressing them.

The principal purpose is to give elected officials, district trustees, agency executives, fire chiefs, operational leaders, and community stakeholders a sound basis for decisions. The analysis distinguishes improvements that can proceed through dispatch, deployment, mutual aid, shared technology, common protocols, community risk reduction, or agency-specific management from changes that require additional policy, financial, labor, legal, insurance, governance, or capital evaluation.

The volume does not presume that regional collaboration requires one organizational model. Regional effectiveness can be improved through a range of arrangements, from better information sharing and automatic aid to coordinated deployment, shared capabilities, facility partnerships, or more structural organizational change. The technical question is whether a proposed action improves access, reliability, capability, equity, and sustainability without transferring unacceptable risk to another community or agency.

1.2 Why a Regional Analytical Framework Is Necessary

Fire department authority is jurisdictional, but emergency service access is physical. Residents experience the travel time, capability, and availability of resources that can reach them; they do not experience municipal or district boundaries as an operational benefit. Road connections, terrain, dispatch rules, station locations, simultaneous incidents, hospital transport cycles, vegetation fire, severe weather, regional facilities, and large-scale emergencies routinely affect more than one jurisdiction.

A station that appears lightly loaded when viewed only within its home territory may be a critical donor, boundary resource, specialty-capability location, or rural/wild-urban interface (WUI) coverage point. Conversely, a high-demand territory may receive acceptable service only because neighboring stations or agencies repeatedly absorb part of its workload. A regional framework is therefore

necessary to identify both recipient benefits and donor consequences and to prevent a local efficiency measure from creating a larger regional reliability problem.

A regional analysis is not intended to relieve agency accountability. Each agency retains its legal authority, adopted standards, staffing model, deployment practices, labor relationships, finances, and public responsibilities. The report preserves the specific data used by each agency and performance definitions where the underlying systems are not directly comparable. Regional synthesis is used when the issue crosses a boundary, such as nearest-station geography, mutual aid, capability access, future growth, effective-response-force assembly, or equity in service delivery.

The Study applies three evaluation lenses set out below. The use of three lenses mitigates against overly narrow conclusions.

Table 1-1. Three complementary evaluation lenses

Evaluation lens	Primary question	Decision value
Agency	How each department performs within its own service system, standards, staffing model, and data environment	Identifies agency-specific operational priorities and avoids false comparisons
Regional network	How station locations, roads, dispatch, mutual aid, resource movement, and specialty capability function across boundaries	Tests whether collaboration or network changes improve total system performance
Community and place	How access, hazard, vulnerability, critical occupancies, growth, and service reliability vary by location and population	Tests whether proposed actions distribute service benefits and risks equitably

Agency results show whether a department is meeting its own operational needs. Regional results show whether boundaries or fragmented information prevent better use of nearby resources. Community and place results show whether apparently efficient systemwide outcomes leave particular populations, hazards, or growth areas with persistent disadvantages.

1.3 Participating Fire Agencies and System Context

The principal fire agencies evaluated in this volume are the Reno Fire Department (RFD), Sparks Fire Department (SFD), and Truckee Meadows Fire Protection District (TMFPD). Together they operate the principal municipal and district station-network serving the Reno-Sparks urban area, suburban and unincorporated communities, rural areas, and wildland-urban interface environments within the Study geography.

The circumstances of each agency are evaluated on the evidence appropriate to its own data and operating context. The report does not assume that identically named fields have identical definitions, that recorded unit activity represents the same resource scope, or that one agency's locally adopted standard can be applied to another without explanation. Where direct comparison is appropriate, the relevant population, time period, geographic area, and performance measure are stated. Where direct comparison is not appropriate, the report presents the evidence separately and explains the limits on how the results can be compared or interpreted.

Table 1-2. System participants and their treatment in this volume

Participant	Relevant role	Treatment in the analysis
Reno Fire Department	Municipal fire and fire-based EMS response within Reno, together with regional aid and specialty functions	Evaluated as an independent agency and as part of the shared station-network
Sparks Fire Department	Municipal fire and fire-based EMS response within Sparks, together with regional aid and specialty functions	Evaluated as an independent agency and as part of the shared station-network
Truckee Meadows Fire Protection District	District fire and fire-based EMS response across suburban, rural, and WUI service environments	Evaluated as an independent district and as a major regional coverage and aid provider
Regional Emergency Medical Services Authority (REMSA)	Ambulance transport and the broader EMS interface	Included only where necessary to interpret fire-based EMS workload, transport cycles, call processing, deployment, or system context
County, municipal, and regional authorities	Land use, growth, roads, public facilities, hazards, emergency management, and capital planning	Used to establish authoritative planning and risk context; not treated as fire-department performance entities

REMSA is not treated as a fourth fire agency for comparative fire-department performance. Its operations are relevant where ambulance transport, patient handoff, call processing, unit commitment, or the division of EMS functions affect the interpretation of fire-company workload and service access. Questions concerning the ambulance franchise, medical transport governance, reimbursement, or a formal change in transport responsibility remain within the workstreams authorized to address those matters.

Financial, governance, insurance, legislative, labor, and formal transition plan questions likewise remain in their respective Study workstreams. This volume incorporates conclusions from those workstreams only when they materially affect the feasibility or interpretation of a service delivery option. That separation allows the technical analysis to remain specific operationally while ensuring that a recommendation is not presented as implementable before its broader consequences have been evaluated.

1.4 Analytical Scope

The analytical scope is broader than a conventional response time report. Response time remains important, but it is evaluated together with the demand, geography, resource availability, hazard, and population conditions that explain why performance varies and what can improve it realistically.

Community risk and service environment

The report describes the population, development pattern, service environments, critical occupancies, infrastructure, hazards, and community vulnerabilities that shape emergency service need. Urban, suburban, rural, and WUI conditions are not treated as interchangeable. The same incident volume can require different deployment depth, travel, water supply, apparatus, staffing, or mutual-aid arrangements depending on the environment in which it occurs.

Demand, response performance, and reliability

Historical incident records are used to measure demand, incident mix, temporal concentration, call processing, turnout, travel, and total response where the source data support those intervals. The analysis emphasizes percentile performance as well as central tendency because the service risk is often concentrated in the slower portion of responses. Reliability analysis extends beyond elapsed time to first-due occupancy, successive coverage layers, overlapping workload, long-duration commitments, repeat demand, and substitute or cross-boundary arrivals.

Deployment, mutual aid, and effective response force

The report evaluates how resources move within and across agencies, which stations repeatedly provide or receive support, and whether boundary relationships create practical opportunities for jurisdiction-neutral deployment. First arrival is not treated as a complete measure of fire service capability. Structure fires, vegetation incidents, rescues, hazardous conditions, and other complex events require multiple companies and specialized functions; the ability to assemble that effective response force is considered alongside first-arriving travel.

Stations, facilities, and specialty capabilities

Station analysis considers location, territory demand, network role, facility condition, operational suitability, donor and receiver relationships, critical capabilities, and the consequence of removing or relocating a resource. A low incident count is not treated as proof of excess capacity, and a high incident count is not treated as proof that a station alone is inadequate. The relevant question is what function the station performs within the network and whether another configuration can preserve or improve that function.

Equity, hazards, and future growth

Geographic and demographic equity are examined by testing whether longer response, weaker coverage, or future modeled gaps coincide with higher-risk populations, critical facilities, rural or WUI communities, population growth, or significant hazards. The report does not convert these dimensions into one opaque composite score. It preserves the component measures so decision-makers can see whether a concern arises from access, demand, vulnerability, hazard consequence, growth, or a combination of factors.

Regionalization feasibility, governance, finance, and legal considerations

Drawing from the findings above, the report evaluates whether greater regional integration of fire and emergency services is feasible operationally, institutionally, legally, and financially. The analysis considers a range of approaches, from expanded interagency coordination and jurisdiction-neutral deployment to more formal regional governance or consolidation, and examines the authorities, responsibilities, accountability structures, labor and organizational implications, and implementation requirements associated with each. The financial analysis considers the costs, revenues, liabilities, transition requirements, and potential efficiencies associated with regional alternatives rather than assuming larger scale will necessarily reduce costs. Legal and governance analysis identifies the

statutory, contractual, and intergovernmental arrangements needed to implement different models. Dispatch and communications are considered as integral parts of regional service delivery because call processing, unit selection, run-card design, interoperability, and cross-boundary deployment can materially affect whether regional operating strategies can function as intended.

1.5 Scope Boundaries and Reserved Decisions

This volume is an operational and community-risk analysis. It informs decisions but does not exercise the legal or policy authority required to make them. The distinction is important because an analytically supportable service concept may still require fiscal capacity, labor agreement, legal authority, public process, insurance review, land-use approval, or capital programming before implementation.

Table 1-3. Authority boundary of the technical volume

This volume evaluates	This volume does not decide
Current and future service demand, performance, access, workload, reliability, resource depth, hazard, vulnerability, and capability	The legality, governance structure, ownership, tax structure, or labor terms of a regional organization
Operational effects of dispatch, automatic vehicle location (AVL), closest-appropriate-unit response, automatic aid, relocation, station-network, and capability scenarios	Adoption of response standards, staffing levels, run cards, deployment directives, or collective-bargaining outcomes
General station functions and search geographies supported by service evidence	Parcel selection, acquisition, zoning, environmental review, design, procurement, or capital authorization
Service implications that financial, insurance, governance, legal, or transition workstreams should consider	Final financial feasibility, insurance classification, legislative action, implementation agreements, or transition plans

Recommendations that depend on reserved decisions are presented as phased actions with implementation points. An operational recommendation may, therefore, be supported in principle while remaining contingent on fiscal analysis, labor engagement, legal review, governance approval, capital feasibility, site due diligence, or post-implementation validation.

The report also does not assume that modeled improvements should automatically be implemented. For example, a route that appears to reduce travel time may not produce a better operational result if the responding unit lacks the appropriate apparatus, staffing, or specialized capability, if moving that unit would weaken coverage elsewhere, or if access, unit location, or effective-response-force requirements affect the response. Any proposed deployment change therefore must be tested against actual dispatch and operating conditions before implementation.

1.6 Evidence and Interpretation Standards

Generally, the analysis uses data and documents collected for the Study together with authoritative public information obtained no later than the Study's July 31, 2026 evidence acquisition cutoff. The report does not require a new nonpublic agency submission to state a finding that can be supported from the existing record.

Direct evidence is preferred. A transparent proxy is used only when it is fit for the stated question, its construction can be reproduced, and it is used with the agreement of the Client.

Table 1-4. Evidence types and permitted interpretation

Evidence type	Meaning	Permitted interpretation
Observed	Measured from retained incident, unit, facility, station, or public records	Describes recorded conditions for the stated period and population; does not automatically establish causation
Derived	Calculated from observed records using documented classifications, linkages, or spatial relationships	Supports comparison when the denominator and method are stated and quality controls are preserved
Modeled	Estimated under an explicit scenario, such as neutral station allocation, future growth, or a changed station-network	Describes the result of the stated assumptions; it is not a prediction that implementation or development will occur exactly as modeled
Recommended	Professional judgment integrating observed, derived, and modeled evidence with implementation constraints	Identifies a practical course of action and the conditions that must be satisfied before execution

The distinction among observed, derived, modeled, and recommended findings prevents presentation of scenarios as historical fact and associations as proven causes. It also allows decision-makers to see which conclusions are robust across several forms of evidence, and which depend more heavily on a particular assumption or proxy.

Decision standard for station and deployment actions

A station closure, company removal, consolidation, relocation, or major boundary change requires a higher evidentiary threshold than a routine operational adjustment because the action can permanently alter service access and regional resilience. A supported action must demonstrate that it preserves or improves first arrival, effective-response-force assembly, peak period depth, specialty capability, donor area coverage, hazard response, access to critical occupancies, and equitable service under current and reasonably anticipated growth conditions.

No single low-volume, low-occupancy, short-distance, or overlapping-coverage measure satisfies that standard. The report instead uses converging evidence and identifies the specific function that must be protected. Where the evidence does not demonstrate an acceptable replacement configuration, the volume does not recommend removal of the staffed capacity.

1.7 Relationship to the Broader Feasibility Study

This technical volume supplies the service delivery evidence required by the broader feasibility study. It identifies what the operating system needs to accomplish: the locations and populations requiring timely access, the depth and capabilities required for recurring and high-consequence incidents, the

cross-boundary relationships on which current service depends, and the growth and hazard conditions that should shape future investment.

Other workstreams determine whether and how a technically supportable option can be financed, governed, insured, negotiated, authorized, and implemented. Financial modeling tests affordability and fiscal distribution. Governance and legal analysis address authority and accountability. Labor and organizational analyses address workforce consequences. Insurance and legislative analysis address their respective external effects. Transition planning converts an approved direction into sequenced implementation. The workstreams are complementary: service evidence defines the operational requirement, while the other analyses determine the viable institutional path.

Integration is especially important for recommendations involving stations, staffing, apparatus, dispatch technology, shared services, or organizational change. A lower-cost option is not feasible if it produces unacceptable service loss. An operationally attractive option is not implementable if it lacks lawful authority, durable funding, workforce capacity, or an achievable transition. The final Study should, therefore, read technical, financial, governance, labor, legal, insurance, and implementation findings together rather than allowing one workstream to substitute for the others.

1.8 Intended Audience and Use of the Report

This report is intended for multiple audiences. The commissioning audience is the group of governing bodies and executive leadership of Washoe County, TMFPD, Reno, and Sparks. The volume is also intended for fire-service leaders, dispatch and EMS partners, planning and public-works staff, financial and legal advisors, labor representatives, and community stakeholders who need to understand the financial, governance, and service consequences of regional choices.

The report is designed to support four levels of use. Governing bodies can use the findings to set policy direction and implementation priorities. Agency executives can identify operational improvements and joint initiatives. Technical staff can use the documented methods and indicators for recurring review. The public can see the evidence, assumptions, limitations, and decision rules that connect a problem statement to a recommendation.

Table 1-5. Appropriate use of report findings

Finding type	Appropriate use	Use to avoid
Baseline finding	Understand recorded current conditions for the stated agency, period, population, and measure	Treat the value as a timeless agency characteristic or apply it to a different denominator
Regional comparison	Identify converging patterns and boundary relationships after reviewing method compatibility	Rank agencies using unlike workload scopes or performance definitions
Modeled scenario	Compare the stated current and alternative assumptions and identify locations sensitive to change	Treat the scenario as a parcel decision, adopted deployment plan, or guaranteed forecast
Recommendation	Use the action, rationale, priority, and implementation entry points together	Separate the recommendation from its stated prerequisites or donor/equity protections

The above interpretation framework is intended to improve public accountability. It sets out ways to properly interpret findings as well as interpretations to avoid.

1.9 Organization of the Report

The report is organized in 10 parts that move from purpose and evidence through observed system performance, risk and future needs, operational alignment, governance alternatives, implementation, and final conclusions. Later chapters rely on the definitions, evidence controls, and decision points established in Chapters 1–4 and distinguish actions available under the current organizational structure from those requiring additional governance, financial, labor, or legislative decisions.

Table 1-6. Report organization

Report part	Chapters	Principal content
Part 1: Introduction	Chapters 1–4	Study purpose and scope, prior studies, public feedback, and the methodology, evidence standards, and analytical controls governing the Study
Part 2: Baseline Analysis, Performance, Workload, and Regional Deployment	Chapters 5–10	Regional planning and community context, the service environment, historical fire and EMS demand, response performance, workload, unit availability, system reliability, boundary effects, response geography, and regional deployment
Part 3: Analysis of Hazards, Risks, and Vulnerabilities	Chapters 11–14	Service-delivery equity, established hazards, critical occupancies and infrastructure, specialty capabilities, critical tasking, staffing, and effective response force requirements
Part 4: Growth Modeling and Future Needs	Chapters 15–18	Projected growth and demand, emerging risk, station retention, relocation, shared-facility and closure decisions, regional risk-capability gaps, capital facilities, resource investments, and implementation priorities
Part 5: Standards of Cover, Community Risk Reduction, and Insurance	Chapters 19–21	Regional Standards of Cover and deployment strategy, community risk reduction, prevention and resilience, and insurance and risk-financing implications
Part 6: Regional Operational Alignment and Standardization	Chapters 22–23	Regional operational policies, training, certification, staffing and deployment alignment, and fleet, apparatus, personal protective equipment (PPE), equipment, maintenance, readiness, and interoperability standardization
Part 7: Fire Department Consolidation Options	Chapters 24–31	Consolidation framework and regional context, fire-service consolidation options, fiscal equity and legacy-capital protection, workforce and PERS considerations, governance models, regional fire and EMS financial models and funding strategy, and legislative implementation

Report part	Chapters	Principal content
Part 8: EMS Integration Considerations, Dispatch Analysis, and Consolidation Options	Chapters 32–38	EMS integration, the current dispatch system, regional dispatch alternatives, financial modeling, the recommended regional dispatch framework, policy, training and technology standardization, and the dispatch implementation roadmap and decision points
Part 9: Recommended Transition Model	Chapter 39	Phased regionalization, transition governance, stakeholder engagement, fire and dispatch implementation tracks, EMS integration, funding and authorization gates, operational transfer, stabilization, and performance oversight
Part 10: Conclusions	Chapters 40–44	Consolidated findings, potential benefits and negative impacts, final feasibility determinations, recommended regional fire and dispatch direction, initial governing-body decisions, and conclusions

Parts 1 through 5 establish the analytical foundation and the principal service findings. They describe the region; measure current demand and performance; evaluate hazards, equity, capability, growth, and station-network conditions; and translate those findings into a regional Standards of Cover, community-risk-reduction strategy, and insurance analysis.

Part 6 identifies operational alignment and standardization actions that can be advanced while RFD, SFD, and TMFPD remain separate agencies. Part 7 then evaluates whether deeper governmental consolidation would provide additional value beyond that improved operating baseline. Part 8 addresses EMS and dispatch as related but distinct integration workstreams while Part 9 integrates the workstreams into a phased transition model. Part 10 states the report's consolidated findings, benefits, adverse impacts, feasibility conclusions, and final recommendations.

1.10 Chapter Conclusion

The technical volume treats RFD, SFD, and TMFPD as distinct accountable agencies operating within one connected physical response network. That dual perspective is necessary to preserve agency-specific standards and responsibilities while identifying the regional effects of station geography, dispatch, mutual aid, resource movement, hazards, growth, and shared capability.

The report's decision framework is deliberately more demanding than a simple comparison of call counts or travel times. Service actions are evaluated against current demand, reliability, effective-response-force needs, donor and receiver relationships, specialty capability, hazards, critical occupancies, growth, and geographic and demographic equity. Operational improvements are considered before structural change, and structural recommendations are accompanied by the functions, protections, and implementation decisions required to make them credible.

This approach gives governing bodies and participating agencies a common factual basis without predetermining organizational governance, finance, labor, legal authority, insurance, capital approval, or implementation. It enables the broader Study to distinguish changes that are operationally beneficial and immediately practicable from those that require additional institutional decisions before they can proceed.

Chapter 2: Past Studies

For more than two decades, Washoe County and its regional partners have examined similar issues relating to: how to organize fire and emergency medical services, how to send the right resource without avoidable delay, how to measure performance consistently, and how to keep pace with growth, wildfire exposure, and rising medical demand. This chapter summarizes that work to give context to the present Study while also differentiating it.

2.1 Purpose of the Retrospective

The contract for this Study identifies six major reports completed between 2003 and 2023 and directs the Study team to consider their continuing relevance, assess the apparent status of their recommendations, identify remaining gaps, and avoid duplicating prior research. The Study's review also identified three closely related agency planning documents: the 2010 Fire and Fire-Based Emergency Medical Services Master Plan, the April 2011 Regional Standards of Cover, and the 2019 Truckee Meadows Fire Protection District Deployment Plan. Because the 2010 master plan and 2011 Standards of Cover were parts of a linked planning effort, they are discussed together below.

The purpose of reviewing these studies is not to judge earlier decision-makers against present conditions. Each report addressed the laws, finances, organizations, technology, growth patterns, and public priorities of its time. Some recommendations were acted upon, some were partly implemented, some were overtaken by later changes, and some remain unresolved. The useful question for the current Study is what each report established, what remains true, and what must now be tested with current evidence.

The Study's review shows substantial continuity. Although the reports differed in scope - - from a single fire district to the countywide EMS system and regional emergency communications - - they consistently identified the same broad needs: risk-based deployment; timely and interoperable dispatch; common data and performance measures; strong coordination between fire first response and ambulance transport; effective automatic aid across boundaries; sustainable governance and funding; and a phased approach to regional integration. This consistency of message indicates that the central challenges are not newly discovered, even though their operational consequences have grown.

2.2 Scope and Review Method

The county's public prior-study collection contains the six formal studies named in the contract. The present review also considered the linked regional Standards of Cover and TMFPD deployment planning documents because they directly address response objectives, station placement, workload, and mutual or automatic aid. Together, these materials represent eight principal planning cycles.

The review used four questions for each study: What problem was the report asked to address? What were its principal recommendations? What appears to have been implemented, superseded, or left incomplete? How should the current Study use the report without carrying forward outdated data or repeating completed analyses?

Implementation descriptions in this chapter are regional, planning-level assessments. They do not imply that every participating agency acted in the same way or at the same time. "Partial implementation" generally means that some related practices or projects advanced, but the recommendation was not completed uniformly across the regional system.

Table 2-1. Prior studies and their use in the current Study

Period	Study or planning cycle	Principal focus	Primary use in this Study
2003	Sierra Forest FPD Fire Service Alternatives	Governance, boundaries, financial sustainability, and service alternatives	Historical baseline for structural and fiscal questions
2004	Sierra Forest FPD Fire Service Alternatives, Phase 2	Preferred service model, Verdi cost sharing, and operational consolidation	Early example of phased consolidation and cost allocation
2009–2011	Fire and Fire-Based EMS Master Plan and Regional Standards of Cover	Risk zones, response objectives, station deployment, fire-based EMS, and volunteer reliability	Methodological foundation for current regional Standards of Cover work
2012	Washoe County EMS Systems Analysis	EMS oversight, dispatch, data, medical direction, franchise accountability, and closest-force response	Foundation for present fire/EMS integration and data-governance analysis
2014	Blue Ribbon Committee Report on Regional Fire Service	Regional service options, automatic aid, governance, performance, WUI, and public education	Framework for regional alternatives and implementation barriers
2019	Reno Fire Department Operational and Administrative Analysis	Reno operations, staffing, facilities, risk, performance, mutual aid, and dispatch	Urban-agency baseline requiring current regional validation
2019	TMFPD Deployment Plan	Workload balance, station configuration, North Valleys gaps, and aid relationships	Starting point for current station-network and growth analysis
2023	Regionalization Model and Recommendations Memorandum	Emergency communications, shared CAD, call transfers, closest-appropriate-unit response, and phased regionalization	Direct operational foundation for current integration and transition analysis

2.3 Review of Individual Studies

2.3.1 Sierra Forest Fire Protection District Fire Service Alternatives (2003)

The 2003 Walker & Associates study examined 10 alternatives for the Sierra Forest Fire Protection District (SFFPD). The alternatives ranged from continuation of the existing structure to conversion into a locally governed district, annexation by the Truckee Meadows Fire Protection District (TMFPD), formation of a county fire department, and arrangements that separated structural fire and EMS service from wildland fire responsibilities.

The report concluded that several models could be financially feasible under the assumptions then in use, but it favored alternatives that retained SFFPD wildland fire responsibilities and access to state

emergency funding while placing structural fire and EMS under local control. It also recommended adjusting district boundaries to reflect City of Reno annexations; examining service to West Verdi; reviewing service levels throughout the district and across neighboring jurisdictions; strengthening local-government financial management and audits; developing a capital improvement program; and continuing to explore joint stations with federal agencies.

This report is most valuable today as an early record of regional interdependence. It expressly recognized that SFFPD, TMFPD, and Reno were not stand-alone operations and relied heavily on one another. That observation remains relevant. So do its broader concerns about boundaries, governance, service-level alignment, labor costs, access to wildland resources, and the fiscal consequences of organizational change.

The report's numerical financial projections, tax assumptions, station conditions, staffing costs, and annexation assumptions, however, are no longer suitable for current decisions. The organizational setting has also changed substantially. The present Study therefore does not reuse the 2003 alternatives or cost tables. Instead, it carries forward the questions the report identified and evaluates them against current law, present-day agencies, current labor and capital conditions, and the regional service network.

2.3.2 Sierra Forest Fire Protection District Fire Service Alternatives, Phase 2 (2004)

Phase 2 narrowed the earlier alternatives and recommended a contract under which TMFPD would provide structural fire and EMS service to SFFPD while SFFPD retained wildland fire service. Because Reno was then providing TMFPD services under an interlocal agreement, the proposed arrangement would have placed structural fire and EMS operations within a larger consolidated operating system. The report also recommended sharing the cost of the Verdi station between SFFPD and Reno through a formula based equally on call volume and assessed value.

For the longer term, the report recommended considering a permanent merger of the districts after tax rates could be equalized and the necessary legislative authority obtained. The immediate contract model and the later structural model were deliberately sequenced. The report also emphasized public presentations, employee transition planning, preservation of volunteer arrangements, and negotiations concerning facilities and equipment.

The recommended structure was affected by later changes in district organization, service contracts, and regional relationships. For that reason, direct implementation is difficult to measure as a simple yes-or-no result. Nevertheless, the 2004 report provides an important precedent for several principles used in the current Study: operational integration can precede structural change; cost allocation should reflect both service use and fiscal capacity; tax effects must be evaluated before organizational change; and workforce, facilities, equipment, and public engagement require a defined transition plan.

The current Study does not update the 2004 Verdi formula or repeat its district-specific financial model. It uses the report to frame the modern analysis of cost allocation, transition sequencing, boundary effects, and the difference between operational coordination and legal consolidation.

2.3.3 Fire and Fire-Based EMS Master Plan and Regional Standards of Cover (2009–2011)

Diamante Public Sector Group began the County's fire and fire-based EMS master-planning work in 2009. A draft master plan was presented in January 2010. County records describe five areas of emphasis: fire suppression and operations; fire prevention; fire-based EMS; administration, management, and governance; and financial structure and impacts. The work also addressed

response outside jurisdictional boundaries, volunteer firefighters, station locations, and the difficulty of measuring performance when dispatch information was incomplete. The consultant urged the use of percentile-based response measures rather than averages and identified governance and regional coordination as central issues.

The April 2011 Regional Standards of Cover, prepared by Emergency Services Consulting International, incorporated earlier work prepared by Diamante for TMFPD, SFFPD, and County volunteer agencies, together with a City of Reno Standards of Cover analysis. It classified service areas as urban, suburban, rural, or frontier; established two tiers of first-due and effective-response-force objectives; examined actual response performance; and evaluated the distribution and concentration of stations and response resources.

The Standards of Cover recommended new and relocated stations to improve geographic coverage, shorter call-processing and turnout times, use of mobile data and automated routing, alternative protection measures such as residential sprinklers in remote communities, and stronger performance and accountability systems for volunteer response. It also recommended integrating volunteers more clearly into district command and reporting structures.

Several parts of this planning cycle remain directly relevant: the use of community risk to define service expectations; separate consideration of the first arriving unit and the full effective response force; measurement of call processing, turnout, and travel as distinct parts of the response; and recognition that urban, suburban, rural, and frontier areas cannot reasonably be evaluated as though they were identical. These concepts inform the present Community Risk Assessment and Standards of Cover analysis.

The historical incident data, response times, station-cost estimates, population patterns, volunteer availability, and proposed station locations are not assumed to remain current. Nor are the specific response objectives automatically adopted as current regional policy. The present Study recalculates performance with current agency data, updated GIS and growth information, current resource configurations, and the standards framework selected for this project. In this way, it extends the earlier methodology without repeating its mapping or relying on its dated numerical baseline.

2.3.4 Washoe County Emergency Medical Services Systems Analysis (2012)

The TriData/System Planning Corporation report found that EMS providers generally delivered timely, high-quality service, but that the system operated as a collection of separate parts rather than a fully coordinated countywide system. It identified weak communications, limited data sharing, inconsistent medical and administrative oversight, lack of transparency, and distrust among participants as underlying causes of operational and financial difficulty.

Its principal system recommendations were to establish a lead countywide EMS agency with an EMS manager, medical director, and supporting staff; strengthen systemwide quality management and medical oversight; create a central EMS data program; connect dispatch and clinical records; consolidate 9-1-1 and dispatch functions physically or virtually; implement automatic vehicle location and closest-force principles; improve radio interoperability; and redesign elements of ambulance-franchise oversight and accountability. It recommended retaining REMSA as the principal transport provider in its existing service area while improving coordination with fire first responders and other transport providers.

The 2012 report is an important predecessor to the current Study because its central subject was the same interdependence now being evaluated: fire agencies provide rapid first response while ambulance transport, medical direction, dispatch, hospitals, and oversight functions are distributed

among multiple organizations. Its recommendations concerning shared incident identifiers, integrated data, call transfers, CAD interoperability, AVL, closest-force response, medical quality review, and countywide accountability directly inform the current EMS and dispatch work.

Implementation has been partial. The region continues to use a hybrid fire-first-response and ambulance-transport model, and coordination and technology have advanced. However, the current project record continues to identify incomplete systemwide data integration, differences in dispatch workflow and performance definitions, and divided governance responsibilities. The present Study therefore updates the 2012 diagnosis rather than repeating its full EMS system review.

The report's 2010 incident volumes, response-time findings, population projections, staffing-cost estimates, contractual provisions, and specific financial recommendations require current verification and are not carried forward as present facts. The durable material is the system design logic: a high-performing EMS system requires shared data, clear accountability, coordinated clinical oversight, and dispatch processes that treat the patient's experience as one continuous event.

2.3.5 Blue Ribbon Committee Report on Regional Fire Service (2014)

The 2014 Blue Ribbon Committee, supported by Emergency Services Consulting International, evaluated regional fire service options through a citizen committee process. The report examined levels of service, staffing, governance, volunteers, labor, facilities, equipment, funding, system improvement opportunities, and four broad regional models: enhanced mutual or automatic aid; consolidation through an interlocal agreement; consolidation through one taxing district; and consolidation through a joint powers agreement.

The committee stated that an independent regional fire department governed by an autonomous board should be the ultimate goal, while also recommending that the County begin with smaller collaborative steps. Its operational recommendations included borderless or closest-unit automatic aid; standardized response-performance definitions; synchronized dispatch clocks; use of peak-activity units where demand is predictable; integration of volunteer departments into TMFPD; stronger community education; defensible-space enforcement; development of a Fire Adapted Community; incentives for built-in fire protection in remote areas; and a public-private partnership with REMSA to coordinate advanced-life-support resources.

The report also addressed implementation barriers. It warned that labor agreements, uneven facilities and replacement programs, unfunded liabilities, tax equalization, statutory tax limits, and political commitment could determine whether a regional model succeeded. Those cautions remain relevant and explain why operational merit alone is not sufficient to select or implement a governance model.

The ultimate independent regional department was not implemented. Some collaborative practices advanced, but automatic aid, common performance definitions, dispatch integration, and broader system governance remain incomplete at the regional level. The present Study uses the 2014 options and barriers as a tested policy framework. It does not repeat the committee's general case for collaboration. Instead, it evaluates current service performance, finance, law, workforce, capital needs, insurance considerations, and implementation requirements so that decision-makers can compare feasible contemporary models.

The 2014 report's historical tax comparisons, staffing and facility inventories, labor conditions, and agency financial information are not used as current data. Its continuing value lies in its clear description of regional options, implementation barriers, public accountability needs, and the practical distinction between enhanced cooperation and full consolidation.

2.3.6 Reno Fire Department Operational and Administrative Analysis (2019)

The Center for Public Safety Management was retained by the City of Reno to review the Reno Fire Department's operations, administration, workload, staffing, stations, apparatus, deployment, prevention, training, performance measurement, mutual aid, and relationship with REMSA.

Report recommendations with direct regional relevance to the current Study include a comprehensive station-improvement program and apparatus-replacement schedule; formal fire-risk analysis and pre-incident planning; an integrated risk-management plan; centralized EMS quality assurance; direct exchange of REMSA call-priority information with responding fire units; restoration of unrestricted automatic response with TMFPD; performance measures developed with community and workforce input; consideration of consolidated Reno and REMSA dispatch operations; and a CAD-to-CAD connection between those centers. The report also addressed fatigue, training, promotional qualifications, response assignments, alternative and cross-staffed units, wildland-fuel crews, inspections, sprinklers, and physical fitness.

The report is the strongest recent agency-level baseline for the urban core. It helps the current Study identify which issues were specific to Reno and which also appear across the regional system. In particular, its findings reinforce the importance of dispatch integration, automatic response, risk-based deployment, performance management, capital planning, and EMS quality coordination.

The current Study does not reuse the 2018 workload data, response-time calculations, station conditions, apparatus ages, staffing patterns, or cost assumptions as current facts. Those matters are re-evaluated using the Study's common definitions and current datasets. Agency-specific personnel and program recommendations are not presumed to be regional recommendations unless the present analysis independently supports them.

Implementation appears moderate at the agency level, with continuing evolution in planning and deployment. Regional application remains incomplete. An agency may improve its own systems while the broader region still lacks common dispatch logic, common measures, or fully integrated deployment.

2.3.7 Truckee Meadows Fire Protection District Deployment Plan (2019)

TMFPD's 2019 Deployment Plan examined how district stations were positioned relative to demand and response time using calls from January 2015 through October 2018. It found substantially greater demand in the northern part of the district, longer operating periods and more simultaneous calls in the north, and response gaps in Golden Valley and Lemmon Valley. It recommended moving resources toward higher-demand areas.

The plan's specific recommendations were to develop a plan to consolidate Stations 30 and 32; staff the consolidated company with four personnel; continue developing alternatives for Silver Lake and Lemmon Valley; expand mutual and automatic aid with regional partners; and establish a CAD-to-CAD interface with Carson City Fire Department. The plan linked station consolidation in the south to an opportunity to place a two-person squad in the higher-demand Sun Valley area.

This plan informs the current Study's analysis of growth-area coverage, workload balance, station-network efficiency, and the difference between jurisdictional deployment and regional resource positioning. Its finding that demand and resource distribution were uneven remains an issue requiring current analysis, particularly in growth areas.

The plan's incident dataset, station-condition assumptions, construction estimates, and exact station recommendations are historical. The current Study does not assume that consolidation, relocation,

or squad deployment remains the best option. It retests the underlying issue using current calls, current stations and apparatus, updated growth and risk information, current aid arrangements, and regional GIS modeling. This is a direct example of using an earlier study to define the question while avoiding duplication of its answer.

2.3.8 Regionalization Model and Recommendations Memorandum (2023)

Federal Engineering's 2023 memorandum addressed regional emergency communications for Reno, Sparks, Washoe County, and REMSA. The participating working group defined a common purpose centered on the caller's experience, appropriate deployment of resources, fewer duplicated processes, improved technology, and simpler governance.

The report recommended a progressive regionalization model. Its foundational steps included continued interagency collaboration; implementation of the shared Hexagon CAD governance agreement; virtual consolidation of the four emergency communication centers through interoperable telephone, CAD, and radio systems; reduction of avoidable 9-1-1 transfers; backup emergency medical dispatch capability; review of agreements affecting regionalization; common methods for measuring calls and response; response plans that dispatch the closest appropriate fire or medical resource; aligned emergency-communication workflows and training; coordinated workforce and compensation planning; automated electronic call sharing; and an implementation plan identifying capital and operating costs. The report identified fuller consolidation of call answering, processing, dispatch, and potentially response agencies as a later phase if conditions and political support allowed it.

This is the most direct operational predecessor to the current Study. The current contract specifically calls for close attention to its recommendations, and the current project record shows movement toward shared CAD, AVL visibility, and stronger regional operating discussions. Full interoperability, shared dispatch logic, and uniform closest-appropriate-unit deployment are not yet complete across the system.

The present Study, therefore, does not repeat Federal Engineering's communications-center assessment. It uses that work as the starting point for evaluating the operational effect of call transfers, CAD and AVL integration, common response plans, boundary-independent deployment, and phased implementation. It extends the analysis into areas outside the 2023 memorandum's primary scope, including fire and EMS workload, Standards of Cover, community risk, facilities, capital requirements, governance, finance, insurance, labor, and transition feasibility.

Specific technology timelines, staffing calculations, pay comparisons, call volumes, and system configurations from 2023 must be confirmed against current implementation. The enduring recommendation is the structure: begin with shared information and operating rules, measure results, and advance toward greater integration in phases.

2.4 Findings That Recur Across the Studies

The studies were commissioned for different reasons, yet many of their principal findings are notably consistent.

Regional interdependence. The system has long operated through interagency reliance. The 2003 report described SFFPD, TMFPD, and Reno as mutually dependent. Later reports reached the same conclusion from the perspectives of EMS, automatic aid, dispatch, and emergency communications. Separate governance does not eliminate operational interdependence.

Dispatch and communications. Call transfers, separate CAD environments, inconsistent workflows, limited visibility of neighboring resources, and radio or information-sharing gaps appear repeatedly from the 2010–2012 work through the 2019 and 2023 reports. The repeated finding is not simply that technology should be purchased. Governance, operating rules, common definitions, training, and automated response plans must accompany the technology.

Closest appropriate resource. The 2012 EMS analysis, 2014 Blue Ribbon report, 2019 Reno analysis, 2019 TMFPD plan, and 2023 memorandum all supported stronger automatic aid or closest-resource practices. The wording varies—closest force, borderless response, automatic response, or closest most appropriate unit—but the public-service objective is the same: jurisdictional lines should not create avoidable delay when an appropriate neighboring unit is available.

Common performance measurement. The 2010–2011 planning cycle called for percentile-based measures and separate analysis of call processing, turnout, travel, and full-force assembly. The 2012, 2014, 2019, and 2023 reports also called for shared data, common definitions, synchronized or comparable timestamps, and transparent reporting. Without a common measurement system, agency comparisons can be misleading and regional accountability remains limited.

Risk-based deployment and growth. The Standards of Cover and later deployment studies emphasized that resources should reflect risk, demand, travel conditions, and the ability to assemble an effective response force. Growth areas, rural travel, the North Valleys, and the wildland–urban interface have repeatedly complicated station and apparatus planning. These conditions have become more consequential as development and service demand have increased.

Fire and EMS integration. The studies consistently treated fire first response and ambulance transport as parts of one patient-care system. They supported continued fire first response and transport partnerships while calling for clearer oversight, shared data, coordinated quality review, better dispatch information, and contingency planning. The current Study follows the same system perspective.

Governance, finance, and workforce constraints. Structural proposals cannot be evaluated only by response performance. Tax limits, allocation of costs and liabilities, labor agreements, compensation, asset condition, legal authority, and representation all affect feasibility. The 2004, 2014, and 2023 reports especially emphasized phased action and the need to solve these matters through formal agreements and implementation planning.

Public understanding and preparedness. The 2014 report stressed public education about the emergency-response system and individual preparedness, particularly for wildfire. That theme is reinforced by the current public feedback summarized in Chapter 3: the community expects timely and dependable service, but also wants transparency, prevention, accountability, and a clear explanation of any proposed change.

2.5 What Information Remains Valid

The Study used the following distinctions when deciding what could be carried forward.

Table 2-2. Rules used to determine the continuing validity of prior-study information

Information type	Treatment in the current Study	Examples
Enduring historical record	Retained, with attribution	Prior governance arrangements, the alternatives considered, adopted recommendations, and the sequence of regional initiatives

Information type	Treatment in the current Study	Examples
Continuing planning principles	Retained and tested	Risk-based deployment, percentile performance, response-time components, effective response force, automatic aid, common data, EMS coordination, and phased implementation
Conditions that may persist	Treated as hypotheses requiring current evidence	Geographic gaps, workload imbalance, dispatch delay, boundary effects, WUI exposure, volunteer reliability, and uneven capital needs
Time-sensitive operating data	Replaced with current data	Incident volumes, response times, unit workload, staffing, station and apparatus inventories, dispatch processes, aid utilization, and hospital impacts
Time-sensitive financial or legal data	Rebuilt or separately verified	Budgets, labor costs, tax capacity, assessed valuation, capital estimates, franchise terms, statutory authority, and implementation costs

The most durable contributions are methodological and historical. Percentile response measures remain more informative than simple averages for describing service reliability. Breaking total response time into call processing, turnout, and travel remains essential for identifying where delay occurs. Evaluating the first arriving unit separately from the effective response force remains important because rapid arrival and sufficient incident capability are different questions. Risk zones, GIS travel analysis, workload and simultaneous-call analysis, and common incident identifiers also remain sound planning tools.

2.6 Avoiding Duplication

The design of the current Study was to move from repeated diagnosis toward implementation. Five controls were used to avoid duplicating prior work.

First, the Study created a recommendation crosswalk. Similar recommendations from different reports were grouped by subject - dispatch, data, deployment, EMS, governance, finance, workforce, capital, wildfire, and public communication. This makes recurring findings visible and prevents a familiar recommendation from being presented as a new discovery.

Second, prior findings were used as testable questions. For example, the 2019 TMFPD plan identified workload imbalance and North Valleys response gaps. The present Study does not repeat its 2015–2018 analysis; it asks whether updated incident and GIS data confirm the same condition. The 2012 and 2023 reports identified dispatch and data fragmentation; the present Study examines current workflows, technology, timestamps, and cross-boundary responses to determine what remains unresolved.

Third, current information replaces old baselines. Earlier incident counts, response times, population forecasts, station costs, compensation, and tax assumptions are not blended with current figures. The Study establishes a normalized current baseline so that agencies can be compared using common definitions .

Fourth, the Study concentrates on gaps not fully resolved by earlier reports. These include a regionwide, comparable Standards of Cover; current boundary and closest-appropriate-unit

modeling; consolidated assessment of fire and EMS workload and reliability; growth and future-demand analysis; service-delivery equity; wildfire and community-risk integration; current capital and facility needs; insurance considerations; legal and fiscal feasibility; and a sequenced transition framework with measurable responsibilities, costs, and outcomes.

Fifth, recommendations are tied to implementation. Where a prior recommendation remains valid, the present report identifies the decision-maker, prerequisite agreements, data or technology dependency, expected performance result, timing, and means of measuring progress. Repeating that dispatch should be integrated adds little unless the report also defines what must be integrated, in what order, under whose authority, at what cost, and how the region will know the change worked.

2.7 Implications for the Present Study

The prior studies do not point to one automatic governance answer. They do, however, establish a strong and consistent direction for the current analysis.

The first implication is that operational integration can proceed before a final decision on structural consolidation. Shared CAD and AVL visibility, common response plans, automatic aid, common performance definitions, and coordinated EMS quality review can improve service under several governance models. Those actions also generate the reliable evidence needed to judge whether deeper consolidation is warranted.

The second implication is that regional performance must be evaluated as a system. Residents experience one emergency, not a sequence of organizational boundaries. Call receipt, dispatch, fire response, ambulance response, hospital transfer, and restoration of unit availability are connected. The current Study, therefore, evaluates how the parts work together, while still recognizing the legal and fiscal responsibilities of each agency.

The third implication is that current evidence must control current decisions. Earlier studies provide a valuable record of issues, alternatives, and methods, but they cannot substitute for updated operational, financial, legal, capital, and community-risk analysis. Where current data do not support a firm conclusion, the report identifies the limitation rather than filling the gap with historical estimates.

Finally, the central challenge is implementation. Washoe County and its member cities have already invested substantially in defining the issues. The purpose of the present Study is to convert that accumulated knowledge into a practical set of choices: what can be improved now, what requires formal regional agreement, what depends on legislation or funding, what a larger governance change would achieve, and how performance should be measured over time.

Chapter 3: Public Feedback

3.1 Purpose and Role of Public Feedback

The Regional Fire and EMS Community Survey gave members of the public an opportunity to describe what they expect from fire protection and emergency medical services and how they view possible changes in the way those services are organized. Washoe County conducted the online survey from March 18 through April 30, 2026. The official, deduplicated results report recorded 830 submissions. Approximately 520 to 590 respondents answered most of the principal service, governance, and funding questions, depending on where the question appeared in the survey.

The responses provide an important public-interest test for the analysis that follows. They show which results matter most to participating respondents, where there is willingness to consider change, and what conditions decision-makers would need to satisfy before undertaking that change. They also provide context for evaluating response performance, dispatch and interagency coordination, station coverage, wildfire capabilities, funding, governance, and implementation.

Survey respondents placed service outcomes first: timely and reliable emergency response, seamless coordination, strong wildfire readiness, fair coverage, and clear accountability for public funds. Their feedback supports a close examination of regional options, but it does not predetermine the form of regional cooperation or consolidation.

Before providing details of the survey results, however, it is important to note key qualifications that should be considered when weighing the results. The survey was an open online engagement tool, *not* a random-sample public opinion poll. No sampling frame or weighting method was developed, and people who chose to participate may differ from the county population as a whole. Participation also declined in later questions, and percentages, therefore, use the valid responses to each question rather than all 830 submissions. The results should be understood as directional public input, *not* as a statistically representative statement of countywide opinion. Therefore, all results set out below should be read with these foundational qualifications in mind.

Participation nevertheless reflected all three principal service areas. Of those answering the location question, 40.1 percent lived in unincorporated Washoe County, 35.9 percent lived in Reno, and 17.8 percent lived in Sparks. Nearly two-thirds of respondents answering the experience question had previously called 911 for a fire or medical emergency in Washoe County. The responses, therefore, include substantial input from people with direct experience of the regional emergency-response system as well as people expressing expectations about future service. Many respondents made comments in response to the open-ended question "*Is there anything about fire or emergency medical services in Washoe County that you feel this survey did not address, or that you would like decision-makers to know?*" Because of the number and variability of these responses, they are summarized in Annex A.

3.2 What Respondents Expect in an Emergency

The clearest message is that respondents want qualified help to arrive promptly and the several parts of the emergency-response system to function as one coordinated service from the caller's perspective. When asked *When you call 911 for a medical emergency, all of the following matter - but if you had to choose, which one is most important to you?*, 45.9 percent selected trained responders arriving as quickly as possible. Another 43.4 percent said rapid arrival, high-quality care at the scene, and prompt transport were equally important. Taken together, these answers indicate that respondents do not view speed, care, and transport as competing ends. They expect the system to connect them reliably.

That expectation is even clearer in the agency coordination question: *How important is it to you that all these parties coordinate seamlessly during a medical emergency?* Approximately 72.1 percent said seamless coordination among fire departments, emergency medical services, 911 call-takers and dispatchers, and neighboring agencies was essential and that any gap was unacceptable. Another 22.8 percent described coordination as very important. In total, almost 95 percent placed seamless coordination in the top two categories.

Respondents' views of current service were generally favorable, but not uniformly so. In answer to the question concerning a prior 911 response experience *how satisfied were you with the response you received?*, about 50 percent of substantive answers were “very” or “somewhat” satisfied; approximately 11 percent were neutral, and approximately 10 percent were “somewhat” or “very” dissatisfied. When asked further *How confident are you that current emergency medical services meet your needs?*, 70.1 percent were “very” or “somewhat” confident, while 23.1 percent were “not confident” and 6.8 percent were “unsure.” These results suggest a sound base of public confidence while leaving a meaningful group whose experience or expectations have not been fully met.

For the remainder of this Study, the relevant question is, therefore, not simply whether current services are but whether a regional system can make the arrival of appropriate help more timely, dependable, and coordinated without creating new gaps or weakening the quality of care.

3.3 Wildfire Readiness Is a Core Service Expectation

Wildfire risk is not a secondary concern for respondents. Nearly 80 percent of respondents were very or somewhat concerned about wildfire risk in their area. In response to the question *“Which wildfire-related capabilities are most important to you?”*, the leading wildfire priority, selected by 85.2 percent, was rapid response to new fires before they grow. Respondents also identified coordination among agencies during large incidents, prevention and defensible-space education, evacuation planning, and specialized personnel and equipment as important capabilities.

The results suggest that respondents want the region to be able to act quickly when a fire starts, but they also recognize that major wildfire outcomes depend on work performed before and beyond the first response. A regional strategy must, therefore, address initial attack, agency coordination, public education, property-level mitigation, evacuation support, and access to specialized resources. Later chapters evaluate those needs as connected parts of regional readiness rather than as isolated programs.

3.4 Geography, Risk, and Service Equity

Respondents recognized that geography affects response times, but responses were not open ended. About 66.2 percent agreed at least somewhat that longer response times may be reasonable in rural areas because of distance, geography, and population density. Approximately 20.7 percent disagreed, and another 12.5 percent were neutral. This reflects a recognition of Washoe County's size and varied settlement pattern yet also acknowledges that rural delay remains a concern for many.

At the same time, approximately 77 percent agreed that schools, hospitals, senior-care facilities, and other high-risk locations should receive a more robust or rapid response. The public feedback, therefore, supports a risk-based approach: service objectives may reflect real geographic conditions, but the system should identify where delay carries greater consequences and plan staffing, station coverage, dispatch, mutual or automatic aid, and prevention accordingly.

For this Study, service “equity” does not mean promising identical travel times in every part of the county. It means explaining service differences, measuring them consistently, protecting

communities from avoidable disadvantage, and directing additional capability to places where population vulnerability, wildfire exposure, critical facilities, or incident demand make the consequences of delay more serious.

3.5 Openness to Regional Coordination and Consolidation

Respondents were more supportive of regional approaches than of maintaining separate departments as an end in itself. Among those answering the organizational question, 54.6 percent preferred a shared fire department serving multiple communities, while 29.5 percent preferred separate departments for each city or jurisdiction. The remaining 15.9 percent were unsure or had no preference.

Support increased when the question focused on outcomes. In answer to the question *If greater coordination or consolidation among the agencies could improve emergency response across the county, how open would you be to that kind of change?*, approximately 74.4 percent were "very" or "somewhat open" to greater coordination or consolidation if it could improve emergency response across the county. Only 8.6 percent were not very open, while 17.0 percent said the answer depended on additional information. Likewise, in answer to the question *Do you support a regional approach to fire protection if it is more cost-effective - for example, by reducing redundant services and equipment, improving standardization, and creating economies of scale in purchasing?*, 69.8 percent supported a regional approach if it would be more cost-effective through reduced duplication, improved standardization, or economies of scale.

Governance responses point in the same direction but also identify a condition for success. In answer to the question *How important is it to you that your local elected officials retain direct oversight of fire services in your area?*, about 20.4 percent said it was very important for local elected officials to retain direct oversight. By comparison, 40.9 percent said effective service delivery mattered more than the governance structure, and 34.3 percent said local oversight was somewhat important, but they were open to regional governance if services improved. In other words, most respondents were willing to consider a different governance arrangement, but a substantial share still valued local representation and accountability.

These findings should not be read as a public mandate for one organizational model; rather, that respondents are prepared to consider structural change when it produces visible improvements. Consolidation, shared services, common standards, automatic aid, dispatch integration, joint purchasing, or other regional arrangements must, therefore, be evaluated by what they accomplish, what they cost, how they are governed, and whether they protect service throughout Reno, Sparks, and unincorporated Washoe County.

3.6 Funding and Investment Priorities

Additional funding support from the public was substantial but conditional. When asked *which statement best reflects your view on funding for fire and emergency services,* approximately 43.1 percent supported additional funding when it is tied to specific improvements and transparent accountability, and another 27.3 percent supported modest, gradual increases as services improve. About 26.0 percent opposed higher taxes or fees at this time. The combined message is not simply support for more spending; it is support for a clear connection between public cost and measurable public benefit.

When asked to balance cost and response performance (*From a cost perspective, when you call 911 for a fire or medical emergency, what matters most to you?*), 50.0 percent preferred a reliable response that meets a defined goal while working within current funding. Another 38.5 percent

preferred the fastest possible response even if taxes or service costs increased. Only 8.5 percent placed avoiding tax or fee increases first, even if response times vary by location. These answers favor disciplined performance commitments and transparent choices over either an unlimited promise or a lowest-cost approach.

Respondents' investment priorities closely match the operational issues examined in later chapters. When asked *If investment in fire and emergency services were to increase, which areas should be prioritized?*, fire-station locations and deployment coverage were selected by 55.0 percent, firefighter staffing and training by 47.5 percent, dispatch and communications by 31.4 percent, wildfire prevention and mitigation by 24.8 percent, and replacement of aging apparatus and equipment by 16.5 percent. Because respondents could select more than one item, these percentages describe the relative emphasis placed on each priority rather than shares of a fixed budget.

3.7 What Open-Ended Comments Add

The open-ended comments reinforce the closed-ended results and show why support for regional change is conditional. Recurring topics included consolidation and shared services; taxes, fees, and budget transparency; EMS and ambulance transport; staffing and training; response times, station locations, and growth; dispatch and interagency coordination; local control and trust; rural and unincorporated service equity; and wildfire prevention and evacuation.

Comments reflected both support and opposition. Supportive comments commonly connected regional action with closer-unit response, less duplication, consistent training, stronger wildfire readiness, or improved accountability. Critical comments warned about added bureaucracy, loss of local influence, higher taxes, uneven cost sharing, changes to EMS responsibilities, or the possibility that one community could receive poorer service after reorganization. The comments do not reduce to a simple vote for or against consolidation. They identify the safeguards and evidence respondents expect decision-makers to provide.

3.8 Public Expectations as a Standard for the Study

The survey establishes a practical framework for judging the options examined in this report. Public feedback favors change only when change improves the service experienced by the community.

Table 3-1. Three complementary evaluation lenses

Public expectation	Test applied in the remainder of the Study
Timely, reliable arrival of appropriate help	Measure current response performance, workload, unit availability, station coverage, and the reliability of first- and later-arriving resources.
Seamless service across organizational boundaries	Evaluate dispatch, closest-appropriate-unit response, mutual and automatic aid, communications, and shared operating practices.
Protection based on geography, vulnerability, and risk	Examine rural and urban access, wildfire exposure, critical facilities, vulnerable populations, growth, and service-delivery equity.
Strong wildfire readiness	Evaluate initial attack, resource depth, prevention, mitigation, evacuation support, and regional surge capacity.

Public expectation	Test applied in the remainder of the Study
Demonstrable value and accountable funding	Compare costs, savings, service effects, implementation requirements, and measurable performance commitments.
Credible governance and careful implementation	Test representation, local accountability, transparency, EMS coordination, workforce impacts, and phased transition safeguards.

The public feedback, therefore, sets a demanding but balanced standard. Respondents do not ask decision-makers to preserve existing boundaries regardless of performance, nor do they support regionalization merely because it is regional. They want a system that sends appropriate help promptly, functions without avoidable gaps between agencies, prepares for wildfire, protects high-risk and geographically isolated communities, uses public funds responsibly, and reports results openly. Those expectations provide the public-facing basis for the technical, financial, governance, and implementation analyses that follow.

Chapter 4: Methodology, Evidence, and Analytical Controls

4.1 Purpose and Analytical Philosophy

This chapter establishes the methods, evidence rules, definitions, analytical controls that govern the full Washoe County Regional Fire and EMS Feasibility, Efficiency, and Service Enhancement Study. It is the controlling methodological statement for the report. Chapter-specific discussions may apply a subset of these methods, but they do not change the governing denominator, time origin, station-network state, evidence classification, or rule of inference unless the chapter expressly identifies the difference.

The Study evaluates one physical regional emergency-response environment served through three fire-department systems: the Reno Fire Department, Sparks Fire Department, and Truckee Meadows Fire Protection District. The objective is to create a common decision framework without erasing legitimate differences in service geography, incident records, staffing, apparatus, labor systems, governance, or adopted practice. Unlike records are not forced into a pooled statistic merely because they concern the same general subject.

The method is layered. Observed CAD and operational records establish demand, recorded response intervals, workload, unit commitment, and selected resource-depth conditions. Geographic models test fixed-station position, road access, jurisdictional effects, and conceptual alternatives. Population, hazard, WUI, critical-location, and growth sources describe the setting in which service must be delivered. Policies, training records, staffing, run cards, apparatus, equipment, facilities, specialty capabilities, agreements, legal authorities, budgets, and public or stakeholder input test whether an attractive concept is operationally, institutionally, and fiscally feasible.

The layers remain distinct until the decision question requires integration. A modeled road advantage is not an observed response-time saving. A vulnerable population characteristic is not proof of inequitable treatment. A planned alarm is not proof that the force assembled. A policy is not proof of consistent field execution. A reserve designation is not proof of excess capacity. A projected saving is not a realized saving. A governance alternative is not preferred merely because it is legally available. Each finding is limited to the proposition supported by the evidence.

The report uses an incremental decision sequence. Part 6 establishes the operational-alignment and standardization baseline available without structural consolidation. Part 7 then tests whether a governance alternative could produce material additional value beyond that baseline and whether the added legal, labor, fiscal, and transition burdens are justified. This prevents operational interoperability from being treated as proof that governance consolidation should follow.

4.2 Scope, Study Periods, and Units of Analysis

The principal fire-service systems evaluated are Reno, Sparks, and TMFPD. Each is examined as an independent operating and accountability system and as part of a regional response network. REMSA Health is not treated as a fourth fire department for comparative fire department performance. Ambulance transport and the EMS interface are examined where they affect call processing, fire-based EMS demand, on-scene arrival, transport-cycle workload, dispatch, governance, or system design. Clinical outcomes and ambulance-franchise performance are not inferred from fire-agency CAD data.

Calendar year 2025 is the common operational baseline for the principal demand, station-network, and regional event analyses. Earlier history is used only where a materially comparable series exists. TMFPD's broader all-prefix activity series includes substantial cross-agency work and is not treated as

organic district-demand growth. No single historical regional growth rate is fitted from those unlike series.

The quantitative information-acquisition cutoff is July 31, 2026 unless a controlling calculation package identifies a later decision date for a completed project input. Official planning, standards, statutes, program materials, and public agency records reviewed after that date may document current context or confirm a governing framework, but they do not silently change the frozen quantitative base. Post-cutoff operational changes are dated and are separated from historical calculations.

Units of analysis vary by question and include agency incidents, unit responses, primary-unit engagements, recorded unit-hours, linked regional events, routed incident locations, census tracts, block groups, routed grid cells, station catchments, road nodes, development points, listed occupancies, public infrastructure feature records, companies, apparatus, facilities, agreements, programs, governance functions, financial line items, and implementation actions. A count is interpreted only at its defined unit. Infrastructure feature records are not necessarily unique facilities; station-catchment incidents are not company responses; and expected 2031 events are not observed dispatches.

4.3 Report-Wide Analytical Framework

The report combines distinct analytical streams to evaluate the same regional service system. Observed records establish qualified measures of demand, response, and commitment. Geographic and growth models identify structural relationships and future planning pressures. Policy, workforce, asset, governance, legal, and financial analysis test whether a proposed response to those conditions can be delivered and sustained. Table 4-1 identifies the principal method and decision boundary for each report area.

The streams are integrated through a common service definition. A proposed operating change first identifies the function, geography, company or capability, and performance outcome involved. Its staffing, technology, facility, transition, and continuing cost consequences are then priced against the appropriate comparator. Funding, member equity, legal authority, workforce treatment, and service continuity are tested before the analysis supports a more consequential commitment. An operating benefit available through regional alignment is not credited exclusively to full consolidation.

Table 4-1. Report-wide analytical framework

Report area	Principal method	Primary decision question	Method boundary
Chapters 5–21: baseline, risk, performance, equity, capital, CRR, and insurance	Agency-qualified analysis; linked events; GIS models; authoritative public overlays	Where do demand, performance, risk, growth, and program conditions create priorities?	Observed, modeled, forecast, and qualitative findings remain distinct.
Chapter 22: operational alignment	Policy, training, qualification, staffing, deployment, and SOC crosswalk	What can be aligned under existing structures and what work is required?	Interoperability does not prove consolidation is necessary or funded.

Report area	Principal method	Primary decision question	Method boundary
Chapter 23: fleet and equipment	Reconciled inventory; standards crosswalk; conditional readiness and lifecycle screening	Where can maintenance, procurement, equipment, and reserve practices improve?	No automatic asset reduction or common reserve ratio; savings require a supported net cost change.
Chapters 24–29: governance, equity, and workforce	Alternative definition; law and agreement review; legacy and employment tests	What additional value and obligations follow from a governance change?	Legal availability alone does not establish affordability or implementation readiness.
Chapter 30: Fire and EMS finance	FY2026 direct baseline; FY2027–FY2031 four-option operating, capital, transition, liquidity, and funding schedules	What does each governance alternative cost and what additional support is required?	Scenario costs, continuation support, and legally committed funding remain distinct.
Chapter 31: legislative considerations	Primary-law and legislative-process analysis	Which actions require legislation and which decisions must precede a bill request?	Planning analysis does not predict passage or replace transaction-specific counsel review.
Chapter 32: EMS integration	Role mapping, linked events, arrival patterns, and policy review	How can first response, transport, dispatch, and data coordination improve?	Fire CAD and arrival order do not establish clinical outcomes or franchise performance.
Chapters 33–38: dispatch operations and finance	Current-state and call-flow review; alternatives; staffing and resilience tests; hybrid budgets and funding comparisons	Which dispatch scope and delivery arrangement can provide reliable service within member capacity?	Three alternatives and the recommended program remain separate; retained Police/911 and EMS work remains funded.
Chapters 39–44: transition and synthesis	Phased implementation; benefits and adverse impacts; comparative feasibility and transfer conditions	What should proceed and what must be resolved before a further commitment?	Synthesis creates no new evidence, appropriation, agreement, or operational acceptance.

Note: each method supports a defined decision. Findings may be integrated only after their source, scope, assumptions are retained. Financial methods are specified in Section 4.23 and dispatch operating methods in Section 4.26.

The governance analysis retains the Current System, the NRS 277.110 Regional Alignment Plan, a Chapter 318 General Improvement District, and a legislated Regional Fire Authority as separate policy alternatives. Chapter 30 compares the four alternatives through completed FY2027–FY2031 operating, capital, transition, opening-liquidity, and funding schedules. The approved FY2026 current direct baseline and 5 percent and 10 percent gross savings targets remain separate comparison and

sensitivity measures. The dispatch comparison separately costs the three Chapter 34 alternatives and the recommended program in Chapters 36–38.

Synthesis in Chapters 40–44 applies these methods without creating a new source of evidence. Findings distinguish a supported operating improvement, a quantified funding requirement, a conditional funding design, a committed budget, and readiness for an actual transfer.

4.4 Evidence Hierarchy and Public-Evidence Rule

The Study uses evidence already collected for the project and publicly accessible evidence. Sources are evaluated for provenance, effective date, coverage, internal consistency, unit of analysis, and fitness for the proposition being tested.

The July 31, 2026 acquisition cutoff governs the quantitative evidence base. A later item may be admitted only when it is a documented correction, a superseding controlled workpaper, or a confirmation of the meaning of evidence already in the project record. Each such exception retains its date and limited purpose and does not reopen evidence acquisition generally.

Authority and fitness are question specific. TMRPA controls the regional population forecast but does not establish fire-station need. The Regional Hazard Mitigation Plan establishes adopted hazard priorities but does not grade agency capability. NFPA standards provide comparison benchmarks but are not local requirements unless adopted. OpenStreetMap provides reproducible road and candidate-feature geometry but is not an authoritative dispatch network, parcel map, or asset registry.

Table 4-2. Evidence hierarchy and permitted analytical use

Note: Higher placement reflects control over a calculation or decision, not universal superiority. Each source remains limited to the stated use.

Priority	Evidence class	Primary examples	Permitted use	Principal control
1	Controlled calculations	Reconciled agency packages, integrated workpapers, GIS and QA controls	Material quantities, denominators, intervals, modeled assignments, and scenarios	Latest controlled release governs; definitions and effective dates are retained
2	Agency and project records	CAD/RMS exports, policies, agreements, run cards, rosters, interviews, fleet and facility records	Observed operations, documented practice, capability context, assets	Record existence does not prove daily readiness, or performance
3	Authoritative public sources	Statutes, local plans, TMRPA, Census/ACS, CDC, FEMA, OSHA, official standards records	Legal, population, planning, hazard, demographic, regulatory, and benchmark context	Use only at the published date, geography, denominator, and authority
4	Transparent proxies	Fixed-road routing, catchments, area allocation, screening	Comparative planning questions	Proxy is labeled; modeled result is not represented

Priority	Evidence class	Primary examples	Permitted use	Principal control
		overlays, and sensitivities tests within defined limits		as observation or authorization
5	Qualitative evidence	Structured interviews, workshops, public input, prior-study lessons	Context, implementation issues, and matters requiring further consideration or validation	Not treated as prevalence, consensus, or quantitative proof

Apparent conflicts are reconciled to the underlying components rather than averaged away. Where a later controlled workbook supersedes an earlier handoff value, the later controlled work governs.

A policy, roster, or inventory establishes documented existence but does not prove that the personnel, apparatus, equipment, and qualifications were simultaneously ready for a particular incident.

4.5 Data Integration, Record Linkage, and Denominator Control

The agencies' incident and unit exports are not treated as one naturally compatible regional database. Incident identifiers, timestamps, priority and response-mode fields, unit labels, status sequences, transport treatment differ. Each calculation begins by defining the valid source population for the question. Reported results identify the agency, event or unit basis, inclusion and exclusion rules, valid count, period, response filter, geography, and clock as applicable.

Agency demand totals use the controlled 2025 populations. Purpose-specific cohorts are retained for response intervals, workload, availability, mutual aid, EMS, ERF, and station-flow analysis. Regional mapping uses a separate linked-event registry to avoid counting records judged to describe the same regional emergency more than once. Record linkage does not imply that every near-simultaneous cross-agency record was an avoidable duplicate; the record may represent appropriate co-response, aid, upgrade, cancellation, transfer practice, or a data artifact.

Table 4-3. Principal operational populations and denominator rules

Note: These populations are purpose specific. They should not be added or substituted unless an explicit reconciliation rule permits it.

Population	2025 basis	Permitted use	Required qualification
Reno agency demand	67,009 all-call statistical events	Incident volume, mix, and regional source population	Performance and availability use smaller interval- or field-valid cohorts
Sparks agency demand	16,743 validated incidents	Incident volume, mix, and regional source population	Primary-unit commitment and interval-specific cohorts
TMFPD district demand	11,457 district-originated incidents	District demand, trend, and core workload	Separate from 21,101 all-prefix recorded activity

Population	2025 basis	Permitted use	Required qualification
Regional selected events	97,215 linked unique events	Regional demand, mapping, and growth control	Not the arithmetic sum of agency analytical populations
Regional routed events	96,386 events	Station catchments and fixed-road analysis	829 residual or unrouted events remain in the regional total
Lower-bound sensitivity	97,086 events	Tests unresolved cross-agency duplicate candidates	Sensitivity only; not the selected point estimate

Denominator integrity is treated as a performance control. Changes in cancellation, downgrade, priority, response mode, aid, transfer, and unit-selection rules can materially change a percentile even when operations do not change. Exclusions are retained and disclosed. Small samples are interpreted cautiously; tract screens use at least 20 valid records for the reliable stratum, while lower-volume locations remain available for case review rather than being assigned equal evidentiary weight.

4.6 Incident Demand and Historical Trend Methods

Demand analysis begins with frequency and incident type within each agency's controlled population. EMS and medical calls are grouped according to the source coding available to each agency. Reno's all-EMS analysis includes all response modes. Sparks uses the validated EMS coding in its controlled package. TMFPD uses district-originated incidents for district demand and the all-prefix activity population only when broader commitment is the question.

Trends are calculated only across periods whose coverage and selection rules are materially comparable. Partial years are not annualized without a reasonable seasonal basis. Method or source changes are not represented as organic growth. The report uses the controlled 2025 regional baseline and the published population forecast for future demand rather than fitting one regional historical growth rate.

Geographic demand is assigned to fixed-station catchments by event location and shortest routed station relationship for the stated network. Catchment demand describes incidents associated with a station position; it does not establish which agency or apparatus responded, whether a home unit was available, or whether the named company's personnel were first on scene. Retrospective catchments for a newly opened station describe the geography it would serve under the stated network, not observed full-year company workload.

4.6.1 Population-Normalized and Temporal Demand Methods

The service-equity analysis supplements raw incident counts with a population-normalized demand comparison. The comparison uses the common fixed-road response-territory geography because it provides an internally consistent relationship between routed incident locations and the population allocated to the same current-station catchments. The numerator is the number of deduplicated 2025 regional events routed to stations associated with each fire department. The denominator is the most recent controlled small-area population proxy available to the Study, constructed from 2024 American Community Survey block-group data and allocated to the same station-catchment geography. The annual rate is calculated as routed events divided by allocated residents, multiplied by 1,000.

These are response-territory proxy rates, not official municipal or district population rates. Station catchments do not precisely follow the legal boundaries of Reno, Sparks, or TMFPD, and the assigned station does not identify the agency or unit that responded. The measure describes resident-normalized demand within the physical response network. It does not independently measure agency workload, resource consumption, response performance, staffing adequacy, service quality, or equity.

Resident population is interpreted alongside employment, tourism, healthcare, institutional, entertainment, airport, highway, student, unhoused, or other nonresident activity. The per-capita comparison is interpreted together with raw incident volume, incident geography, service environment, response performance, resource availability, community risk, and critical-location evidence.

Temporal mapping uses the controlled 2025 regional linked-event population after cross-agency duplicate reconciliation. Only events with a usable local event date and time and a mappable incident location are included. Where multiple agency records represent the same regional event, the earliest valid incident-creation or call-receipt timestamp retained in the regional registry controls temporal assignment. That timestamp is used only to classify general demand timing; it is not treated as a common regional call-processing clock.

The temporal maps use Pacific local time and distinguish:

1. four equal six-hour dayparts: midnight–5:59 a.m., 6:00–11:59 a.m., noon–5:59 p.m., and 6:00–11:59 p.m.;
2. each day of the week, normalized by the number of occurrences of that weekday during 2025; and
3. Winter, Spring, Summer, and Fall, normalized by the number of calendar days in each season.

   For the temporal atlas, authoritative event coordinates are transformed from WGS 84 to NAD83 / UTM Zone 11N and aggregated to a fixed flat-top hexagonal grid with a 1,000-meter center-to-vertex radius, or approximately 1.003 square miles per cell. The temporal join retained 95,722 of the 96,386 routed regional events. Daypart and broad-group rates use 365 days; weekday rates use the 52 or 53 occurrences of each weekday in 2025; and seasonal rates use the actual number of calendar days in each season. The upper display class is capped at the 99.5th percentile within each map series so that extreme urban cells do not obscure lower-frequency corridor demand. Exact values remain in the controlled GIS tables. Current station points and first-due polygons are shown only as July 2026 planning context and are not represented as the historical deployment state for every 2025 event.

Broad call-type categories use the categories cross walked among the agency sources. Map panels within each comparison use common geographic units and consistent classification breaks. Individual medical event locations are not displayed. Aggregation and low-count controls are retained so that the figures describe spatial demand patterns without exposing sensitive event locations.

The temporal maps describe within-year 2025 variation. They are not five-year change maps. Reno's 2024 source covers August 29 through December 31, 2024. A partial-year Reno record is not annualized or treated as a complete seasonal baseline. The common 2025 baseline therefore provides the strongest supportable regional temporal comparison.

4.7 Response-Interval and Reliability Analysis

Response performance is evaluated as a sequence of components: call processing, responding-unit turnout where available, travel, and total response. Separating components identifies where time accumulates and prevents a favorable segment from concealing delay elsewhere. First-unit performance and effective-response-force assembly remain separate because the first arrival and the complete task-capable force answer different questions.

Call processing begins at the applicable originating public-safety-answering-point receipt or call-creation time and ends at the first eligible dispatch or assignment. TMFPD's retained processing measure begins at the receiving CAD or post-transfer timestamp. It is useful for internal analysis but is not an end-to-end comparison with a clock beginning at the original call. A pooled regional total-response statistic is not produced until originating clocks and transfer treatment are harmonized.

Turnout begins with the earliest eligible dispatch or assignment and ends when the first eligible unit becomes en route. It retains assignment-recovery delay when the initially assigned resource does not become the first mobile unit. Responding-unit turnout begins with the successful unit's own assignment and can omit that preceding delay. Sparks' turnout is a primary-unit proxy.

Travel follows the same eligible first-arriving unit from en route to the earlier valid staged or on-scene status. Total response combines the applicable processing, turnout, and travel intervals through first valid arrival. Records with negative, reversed, zero where invalid, nonnumeric, or otherwise unusable timestamps are excluded under the metric-specific rules and disclosed through the valid count.

Zero-second intervals are not handled by a blanket rule. A zero is retained when the underlying record confirms a physical response and supports immediate arrival, such as a unit already at the incident location. Records that show a zero interval but do not confirm a physical response are separated from the principal cohort. The Reno sensitivity analysis removes the 158 unconfirmed physical-response records so that their effect on reported percentiles can be observed. This treatment prevents valid immediate arrivals from being discarded while preventing an unverified status artifact from improving measured performance.

Agency eligibility rules remain explicit. Reno EMS metrics use the qualified all-EMS population; Reno fire and other emergency metrics use records confirmed as initially Code 3 without a documented downgrade. Sparks uses records positively identified as Code 3 without a documented downgrade. TMFPD uses the applicable inside-boundary Code 3 population, and its processing clock begins at the retained receiving or post-transfer timestamp.

The 90th percentile is the principal reliability statistic. The 85th percentile is retained where it governs an agency's adopted internal standard, the 75th percentile is an operational diagnostic, and the median describes the typical record. None substitutes for the stated accountability percentile. Agency results remain qualified by their own clocks, populations, and response definitions; the report does not produce an agency league table or a pooled percentile from incompatible records.

4.8 Workload, Availability, Concurrency, and Resource Depth

Workload and resilience are assessed through related but non-interchangeable measures. Incident count describes frequency. Recorded unit-hours describe incident-related commitment captured in CAD. Primary-unit engagement describes the recorded activity of the identified primary resource. First-due occupancy tests whether the route-nearest or home unit is already committed. Successive-layer depletion tests whether nearby alternatives are also committed. Cross-station flows describe how demand is redistributed through the network.

Recorded unit-hours are lower-bound incident-workload measures. Reno and TMFPD include selected core-frontline commitments; Sparks principally identifies recorded primary-unit commitment. Those totals are not used as an agency utilization ranking. Long EMS engagements may include transport, hospital arrival, transfer of care, and return to service; duration affects availability but is not presumed to be inefficiency.

Availability findings retain source-specific definitions. Reno and TMFPD layer-busy measures test whether successive route-nearest resources are committed at incident start. Sparks' engagement-active and overlapping-primary-engagement measures describe recorded workload rather than complete staffed-system availability. Static station proximity never proves receiving capacity because the applicable resource may be committed, out of service, cross-staffing another apparatus, or inappropriate for the incident.

Resource-depth analysis focuses on periods when responses are unusually delayed and on complex or long-duration incidents that commit multiple companies. The estimated capacity of receiving stations to absorb additional demand is used only as a planning limit, not as a simulation of actual day-to-day unit availability. It prevents the analysis from assuming that every geographic opportunity can be absorbed by another station, but it does not replicate daily staffing levels, simultaneous calls, unit relocations, or temporary outages.

4.8.1 Operational-Performance Sensitivity Measures

Recorded unit-hour utilization is calculated by clipping valid unit dispatch-to-clear intervals to the analysis year, unioning overlapping intervals by unit so clock time is not double counted, and dividing the resulting recorded incident-commitment hours by 8,760. The complementary CAD-clear proxy equals one minus that recorded rate. Recorded incident commitment is a lower-bound workload measure. Its CAD-clear complement can overstate task-capable availability because staffing, qualifications, mechanical status, training, inspections, move-ups, and residual coverage also govern deployability.

Full-alarm and ERF sensitivity testing separates first arrival, recorded unit-depth attainment, and task-capable personnel assembly. A 90th-percentile time to a stated depth is finite only when at least 90 percent of the stated cohort reaches that depth. Conditional percentiles among incidents that reached the depth are reported separately and are not compliance rates. Serviceability sensitivities test whether a planned assignment contains enough serviceable units; they do not model travel, staffing, qualifications, apparatus mix, task completion, or correlated outages.

EMS and regionalization sensitivities are classified as operational planning measures. Fire-unit arrival and clear intervals describe response and availability, not patient contact, treatment, transport appropriateness, handoff, offload, or outcome. Boundary-drop and common-AVL results are expected-value tests subject to unit suitability, live status, automatic-aid authority, road-network travel, specialty obligations, and residual-coverage controls. Observed and modeled results remain separately labeled.

4.9 Station-Network States and Effective Dating

Station counts are controlled by effective date. The report distinguishes physical facilities, staffed deployment sites, companies assigned to those sites, and points included in a geographic model. A facility may exist without being staffed, a company may retain its identifier after moving, and a geographic model may include a point to evaluate current or future service even when it was not staffed throughout the incident period.

The current operating network used for present-state planning contains 31 staffed station locations: 15 Reno, six Sparks, and 10 TMFPD. Sparks Station 6 is included in the present network after reopening, but historical workload and performance analyses follow the station configuration applicable to the record date. TMFPD Station 35 remains future-only until staffed operational commissioning and receives no current-network credit. The planned Reno Station 1 at 455 East Second Street is a one-for-one replacement, not an additional station. TMFPD Station 32's planned relocation to White Pelican Way is also a replacement; Station 30 is already closed. The Station 32 relocation receives credit only in its identified future scenario.

Reno designation changes are normalized through the station crosswalk: former R21 is treated as R13, former R19 as R14, and former R90 as R15. These are identifier changes rather than openings, closures, or relocations. Maps and tables identify whether they represent historical operations, the current 31-station-network, or a future network including staffed T35 and the replacement R1 location.

Table 4-4. Station-network states

Note: Physical construction, ceremonial opening, commissioning, staffing, and analytical inclusion are separate effective-date events.

Network state	Treatment	Permitted use	Required qualification
Historical operating state	Stations and staffed sites follow the incident date	Observed demand, response, workload, availability, and flow	No retroactive credit before opening or during a documented unstaffed period
Current planning state	31 staffed locations: 15 Reno, 6 Sparks, 10 TMFPD	Current fixed-station geography and regional planning	Sparks Station 6 is current; T35 is excluded
Future planned state	T35 after staffed commissioning; R1 moved to 455 East Second Street	Explicitly labeled future coverage, growth, and siting scenarios	T35 is not current capacity; new R1 replaces the existing point

4.10 Road-Network, Coverage, and Station-Catchment Methods

Geographic analysis uses directed road routing and the station configuration appropriate to the scenario. The retained model uses the July 26, 2026 OpenStreetMap road graph, official station information, and available first-due geography. It identifies shortest accessible station-to-location paths, same-agency catchments, jurisdiction-neutral fixed-station assignments, station-pair changes, priority interface geography, and conceptual siting alternatives. Radius circles and straight-line distance are used only for preliminary screening, not as response-time evidence.

The station comparison uses a fine grid of 0.0015 degrees, approximately 130 to 165 meters locally. The established equity and critical-location workflow uses a routed 250-metre grid. Results remain tied to the product that generated them. Grid cells are screening units, not parcels, legal first-due boundaries, dispatch beats, or guarantees for every address within a cell.

The same-agency model limits candidate stations to the agency serving the incident jurisdiction. The jurisdiction-neutral model permits any participating fixed station to be selected by shortest routed path. The difference isolates structural station and jurisdiction effects; it does not reconstruct the

apparatus dispatch selected. Another station appearing closer is a screening signal until station of origin, unit status, suitability, aid policy, and comparable route evidence are established.

Comparative station benefits apply the locked pooled-slope coefficient of 0.578673452406001 to the free-flow road-time difference. Raw OpenStreetMap time differences are not reported as emergency-response savings. Absolute calibrated values are estimates, not observed CAD distributions. The report relies primarily on comparative route difference and requires validation against observed operations before implementation.

Population is allocated to modeled cells by the share of each Census block group's land area intersecting those cells. This provides a consistent exposure estimate. It is suitable for comparative screening but not exact resident, household, parcel, or address counts.

4.11 Regional Deployment, Boundary, and Assignment Scenarios

This section evaluates the current station arrangement, the fastest response that could theoretically be achieved without regard to jurisdictional boundaries, and the closest-appropriate available deployment subject to operational safeguards.

Table 4-5. Regional deployment and boundary scenarios

Note: The scenarios answer different questions and are not added together as if they were one forecast.

Scenario	Question answered	Permitted interpretation	Not established
Current same-agency	What fixed-station geography follows existing jurisdictional candidate rules?	Reference station and territory relationship	Actual dispatch or current unit availability
Full jurisdiction-neutral	Where would another participating fixed station have the shorter route?	Geographic upper bound and corridor screen	Executable dispatch plan or guaranteed time saving
Closest-appropriate available	What portion of a defined priority cohort may be operationally testable?	Expected planning realization after capability, donor, receiver, ERF, specialty, airport, WUI, and availability safeguards	Universal boundary removal or deterministic assignment count
Historical availability sensitivity	How does a broad CAD-clear assumption affect opportunity?	Sensitivity around plausible availability	Adopted policy rate or task-capable availability

A cross-agency change becomes a priority opportunity only after a materiality screen. The fixed-network analysis uses at least 60 calibrated seconds to distinguish a potentially meaningful route advantage from differences likely to be overwhelmed by normal variation. This is a planning screen, not a promise that every affected incident will improve by one minute or more.

The operational realization scenarios adjust the fixed-network opportunity for existing cross-boundary responses and the stated capability, coverage, and availability assumptions. Expected shifts are one-for-one first-assignment changes, not new incidents and not reductions in regional event count. Existing aid, incremental assignment opportunity, and possible duplicate-assignment reconciliation remain separate so the same event is not credited twice.

The operational term is closest appropriate available unit, not merely closest unit. Suitability includes apparatus type, staffing, qualifications, ALS level, special mission, incident assignment, donor-area depth, receiving capacity, move-up or backfill, simultaneous demand, airport/ARFF restriction, WUI conditions, and mutual- or automatic-aid authority. A partner unit counted as a substitute is not counted as an addition to the ERF.

4.12 Population, Service Environments, and Community Context

Population and housing context use U.S. Census Bureau products at the retained geography and vintage. Countywide and tract descriptions use 2024 American Community Survey estimates. Fixed-network population comparisons use allocated 2020 population for a stable current-to-future station-geometry comparison. These populations are not interchangeable. ACS variables retain their own universes and denominators.

Geography is classified as Urban, Suburban, Rural/WUI, or Special Use for service planning. The classification reflects settlement pattern, road access, station spacing, density, WUI context, and operating environment. It is an analytical classification, not a legal land-use designation, Census urban boundary, or adopted difference in the value of service.

Observed and modeled conditions are compared within the same service environment. Urban, Suburban, and Rural/WUI thresholds are not mixed to create an apparent agency or demographic difference. Special-use industrial and aviation areas receive mission-specific treatment where ordinary residential-density assumptions are not appropriate.

4.13 Service-Delivery Equity and Vulnerability Methods

Service-delivery equity is evaluated through two independent analytical pathways. The geographic pathway tests whether areas with elevated hazards or location-specific operating constraints experience materially worse service than comparable areas. The demographic pathway tests whether areas with elevated population or housing vulnerability experience materially worse service than less-vulnerable areas within the same operating context. The results are combined only after each pathway has been evaluated independently.

Census tracts provide the common geographic unit. Tracts are analytical areas rather than station first-due territories, department boundaries, neighborhoods, or descriptions of every resident and property within them. Where more than one agency records incidents in the same tract, each agency's observations remain within its own analytical population.

Four service populations are evaluated separately: Reno EMS, Reno Fire/Other Code 3, Sparks Code 3, and TMFPD Code 3. Sparks and TMFPD use their respective qualifying Code 3 populations. Results are not produced by pooling raw response times among agencies or incident populations with different definitions.

Within each service population, tracts are compared only with tracts in the same Urban, Suburban, or Rural/WUI service environment. This control prevents differences associated with settlement pattern, road access, station spacing, and baseline travel distance from being mischaracterized as tract-level disparities. A rural/WUI tract is therefore compared with other rural/WUI tracts in the same service population rather than with compact urban areas.

The geographic pathway uses the adopted hazard evidence, FEMA National Risk Index natural-hazard attributes, SILVIS WUI geography, development pattern, road access, distance, and related physical conditions. Demographic variables are not used to determine geographic risk or select the geographic comparison population. A geographic service-sufficiency finding requires both an

elevated geographic-risk condition and a material service disadvantage relative to the applicable agency and service-environment peer group.

The demographic pathway uses the CDC/ATSDR 2022 Social Vulnerability Index, including the overall index, its four themes, and the retained component indicators. A tract enters the demographic screen when its Nevada-relative percentile rank is at or above 0.75 for the overall SVI or an applicable theme, or when it contains a concentration of elevated component indicators. A percentile threshold of 0.90 is tested as a sensitivity measure. Racial and ethnic minority concentration is evaluated separately as a disparity-screening characteristic and is not treated as an inherent source of emergency-service need or vulnerability.

The regional demographic analysis evaluates whether vulnerability is associated with 90th-percentile travel or benchmark-failure rates after controlling for service population, service environment, population density, and incident demand. Where a tract appears in more than one service population, statistical uncertainty is clustered by tract. Equal-tract, population-weighted, and incident-weighted specifications are used to determine whether a result depends on the selected weighting method. Multiple-comparison correction is applied to the regional family of demographic tests.

Tract-level service sufficiency is evaluated using valid observed travel records. A tract must contain at least 20 valid records within the applicable service population. The screen considers the tract's 90th-percentile travel interval, its difference from the median of the applicable peer group, its position within the peer distribution, benchmark attainment, sample size, and bootstrap uncertainty. A material tract-level finding requires a 90th-percentile travel interval at least one minute above the applicable peer median and placement within the upper portion of the peer distribution.

Findings are classified according to the strength of the supporting evidence. A confidence-supported finding has a material like-for-like difference supported by the available observations and bootstrap uncertainty testing. A validation finding has a material point estimate, but its sample size, uncertainty interval, or related evidence does not support the same level of confidence. A broad benchmark gap affecting most of a comparison group is treated as a general performance issue rather than a geographically or demographically concentrated disparity.

Convergence is evaluated only after the geographic and demographic pathways are complete. A convergence finding requires geographic risk, demographic vulnerability, and a material service disadvantage within the same tract and the same service population. A finding supported by Reno observations, for example, is not combined with an unrelated Sparks or TMFPD observation merely because both occur within the same tract.

The analysis identifies conditions requiring operational review, validation, mitigation, or monitoring. It does not establish that a demographic or hazard condition caused a service difference, that every resident experiences the tract-level result, or that an agency engaged in discriminatory treatment. Tract classifications do not independently determine dispatch assignments, staffing levels, station placement, capital investment, or jurisdictional responsibility. Those decisions require incident-level, workload, availability, access, effective-response-force, capability, feasibility, and cost evidence.

4.14 Hazard, WUI, Public Input, and Cascading-Risk Methods

The 2025 Washoe County Regional Hazard Mitigation Plan is the controlling local source for hazard prioritization, consequence descriptions, lifeline context, and identified mitigation needs. Its Community Planning Risk Index is retained as published or reconciled from its stated components

where quality control requires. CPRI values are planning-priority measures. They are not incident probabilities, response standards, staffing formulas, station requirements, or capability grades.

Where the component method is required, the CPRI weights probability at 30 percent, magnitude at 30 percent, onset at 10 percent, duration at 10 percent, and frequency at 20 percent. Published categories are High at 2.5 or greater, Medium from 2.0 through 2.4, and Low below 2.0. The local index governs local prioritization; a regional comparison is not averaged with it to create a new score.

FEMA National Risk Index census-tract attributes provide a consistent geographic screen for natural hazards. The retained attributes include hazard-specific risk ratings and expected annual loss measures. NRI values are nationally comparative and help identify broad concentrations of wildfire, earthquake, inland-flood, winter-weather, landslide, and other natural-hazard conditions. A tract is not a parcel-level hazard boundary, and an NRI value is not an event forecast, travel-time penalty, local performance standard, or resource requirement.

Some published NRI risk measures incorporate national social-vulnerability and community-resilience components. Those embedded components are not used to classify demographic vulnerability or determine whether service is equitably distributed. Demographic vulnerability is evaluated separately under Section 4.13 using the CDC/ATSDR 2022 Social Vulnerability Index, its themes and component indicators, and the applicable service-performance evidence.

The 2020 SILVIS WUI layer provides a reproducible research reference for identifying interface and intermix conditions. It is not the Washoe County regulatory WUI, a parcel-level code determination, or a forecast of the WUI boundary in 2031. Growth may be intersected with the fixed 2020 reference to identify areas requiring development, access, water-supply, evacuation, mitigation, or response-capacity review, but the analysis does not create a future WUI boundary.

Natural hazards are mapped at the tract level where the retained data provide meaningful geographic differentiation. Other hazards are evaluated through the adopted hazard record, documented corridors, affected service environments, and scenario-based operational requirements.

Hazard, WUI, access, critical-location, infrastructure, service-performance, and growth evidence remain separate measures. Their co-location identifies where preparedness, mitigation, continuity, access, evacuation, warning, water supply, response depth, or additional validation may deserve attention. The measures are not added into a composite score, and their overlap does not establish causation or independently select an apparatus, staffing, station, or capital response.

Cascading-risk analysis considers how one event may disrupt roads, water, power, communications, healthcare, transportation, dispatch, stations, fuel, or other systems needed for emergency response and community continuity. The method identifies dependencies, plausible operating consequences, and subjects for planning or exercises.

Public input contained in adopted plans, questionnaires, interviews, workshops, and documented public records is used qualitatively. It can identify recurring concerns involving evacuation, access, wildfire, warning, preparedness, service reliability, and community capacity. It is not treated as a statistically representative measure of prevalence, a route-capacity analysis, or independent proof of a service deficiency.

Hazard findings establish the conditions for which agencies should prepare. They do not establish that an emergency will occur in a particular location or that existing service is sufficient or insufficient. Service performance, resource availability, effective-response-force assembly, specialty

capability, station access, and capital needs are evaluated through their respective analytical methods.

4.15 Critical Occupancy and Critical Infrastructure Methods

Critical occupancies and critical infrastructure are related but distinct risk sets. Occupancies are examined for life safety, occupant movement, accountability, protection systems, evacuation or defend-in-place, and continuity. Infrastructure is examined for service interruption, cascading dependency, access, isolation, restoration, and secondary community consequences. A site may belong to both frames, but occupant load is not converted into an infrastructure score and a mapped utility feature is not converted into an occupancy conclusion.

The occupancy analysis uses the expanded inventory of 316 critical occupancies, comprising 173 Tier 1, 91 Tier 2, 46 Tier 3, and six special-treatment records. Each is assigned to the nearest routed future-network planning point and classified under robust gap, calibration-sensitive, within-benchmark, or special treatment. The list is a prioritization tool, not an inspection finding, dispatch entitlement, or proof that the modeled point is the emergency entrance.

Infrastructure candidate discovery uses the archived July 26, 2026 Geofabrik Nevada OpenStreetMap extract, filtered to the Study geography and joined to the routed grid. Seven obvious false positives are excluded by documented rule, leaving 263 retained feature records from 270 candidates. Nodes, ways, polygons, bridge segments, substations, towers, plants, dams, pipelines, and other components are feature records rather than verified unique facilities.

Tier 1 records are robust residual gaps and receive priority validation. Tier 2 records are calibration-sensitive and require the same work plus route and final-approach testing. Tier 3 records are robustly within the planning benchmark but remain subject to normal target-hazard review. Special-use or unassigned records require mission-specific treatment. A favorable access class does not prove facility adequacy, and an unfavorable class does not prove a facility is unsafe or unprotected.

Public presentation protects sensitive infrastructure details. Selected public facilities may be shown for preliminary linkage, while sensitive utility, communications, pipeline, and bridge information is reported in aggregate. Publication treatment is a security rule, not a criticality ranking.

4.16 Growth and 2031 Service-Demand Forecast

The growth model uses the TMRPA 2024 Consensus Forecast as the county population control. The published values of 520,826 for 2025 and 551,298 for 2031 produce an increase of approximately 30,472 residents, or 5.9 percent. The geographic model allocates approximately 30,442 residents within the mapped Study area; the small difference reflects allocation and rounding. Alternative scenarios change the location of growth, not the countywide control.

Growth is placed through two complementary methods. The first uses 184 named development locations compiled from public planning and development records. Each is represented by a point within the development area and may be at a different stage of planning, approval, construction, or occupancy. Inclusion is not an entitlement finding or a guarantee of 2031 occupancy. The second distributes remaining growth among 356 Census block-group locations to represent background growth; those points are not project sites.

Additional annual incidents are estimated from the 2025 event baseline and the small-area relationship among population, housing, demographic characteristics, and observed incident rates. The result is expected service-demand exposure, not a prediction that a particular address will generate a specified call count.

The urbanizing-periphery screen adds projected growth to the 2020 settled-area population surface and uses 1,000 residents per populated square mile as a diagnostic threshold. It is not an NFPA standard, Census boundary, regulatory classification, or automatic station trigger. Growth, WUI, vulnerability, critical sites, access, workload, availability, and ERF are evaluated together before a resource or capital response is advanced.

4.17 Critical Tasking, Staffing, ERF, and Specialty Capability

Critical tasking begins with the incident problem rather than a preferred apparatus count. Company staffing, initial-arriving capability, unit assembly, personnel assembly, and effective response force are separate concepts. ERF is the complete set of personnel, apparatus, qualifications, and functions needed to perform the selected critical tasks safely and effectively. It is not the first-arriving unit, the number of dispatched apparatus, or the four-person minimum condition for interior entry.

The federal respiratory-protection rule is used as the interior-entry safety baseline: at least two employees enter together and remain in contact while at least two remain outside, subject to the limited emergency-rescue exception. This condition does not independently staff command, safety, pump operation, sustained water supply, attack and backup lines, search, ventilation, ladders, rapid intervention, medical support, or relief.

NFPA 1750 (2026) is the principal current deployment Study benchmark. Legacy NFPA 1710 and 1720 frameworks are retained where they explain historical agency practice or service-environment context. Standards are comparison references unless adopted by the responsible body. Planned deployment is calculated only from documented apparatus quantities and normal staffing. Unspecified aid, callbacks, conditional tenders, and units without an established staffing value are excluded. Cross-staffed apparatus receives no additive personnel unless a separate crew is established.

Observed resource assembly uses the agency-specific historical cohorts and personnel-equivalent thresholds. Reno’s qualifying 2025 structure-fire analysis uses a 21-person-equivalent threshold; TMFPD’s 2022–2025 analysis uses a 16-person-equivalent threshold. These analyses retain their respective time origins and arrival rules and distinguish first arrival from reinforcing-unit travel and assembly. The common 620-second interval remains a recorded-unit-depth screen, not an adopted ERF standard or regional compliance clock.

Specialty capability uses an evidence ladder: program or mission existence; platform or qualification framework; current task-capable team; concurrent or prolonged-event depth; performance against an objective; and outcome association. The record supports program and selected platform descriptions for hazardous materials, technical rescue, water rescue, aerial, wildland/WUI, and airport/ARFF. R15 remains a protected airport/ARFF resource and is not unrestricted municipal depth.

4.18 Facility, Capital, and Station-Siting Methods

Capital analysis first defines the problem: facility condition, location, apparatus or program fit, operational systems, resilience, or a combination. It then tests life safety and continuity, fixed and observed coverage, functional suitability, workload, growth, WUI, critical-location importance, ERF and backup depth, service equity, feasibility, and readiness. These factors are not converted into a composite score because their scales and uncertainty differ.

The service function is protected before a building alternative advances. Each project identifies the company, apparatus, service geography, specialty mission, and ERF contribution that must remain available during temporary and permanent conditions. Poor building condition creates a facility

need; it does not establish that the station is redundant. Physical proximity creates an alternatives question; it does not prove spare receiving capacity.

Targeted station searches evaluate conceptual road nodes against route, population gap, incident tail, catchment, growth, WUI, critical-location, and network-preservation criteria. Passing nodes narrow the search direction but do not establish parcel ownership, availability, access rights, environmental or geotechnical conditions, utilities, zoning, constructability, neighborhood acceptance, cost, or design feasibility.

The close-station-pair review in Annex J applies six sequential criteria: individual modeled territory demand below 2,500 incidents; another station within approximately three road miles; combined modeled demand below 5,000 incidents; preservation of geographic, WUI, highway, specialty, growth, and other protected roles; demonstrated receiving capacity; and operational, labor, fiscal, agreement, and governance support. The numerical thresholds are preliminary screens, not adopted standards.

The Sparks Station 3 relocation analysis in Annex M replaces the existing Station 3 point within the future 32-station-network and tests 73 routed road nodes located within five kilometers of the current station at approximately 650-metre spacing. Candidate points are tested for preservation of systemwide and target-zone access, target-territory median and 90th-percentile travel, incident capture, growth-weighted travel, vulnerable-location access, and equity-related population effects. A candidate must pass the preservation screen, produce a material improvement under at least one stated criterion, and remain non-dominated across the retained outcomes. The result is a bounded search corridor, not a parcel selection or construction authorization.

Facility condition and cost analysis uses the regional owner capital crosswalk and separate project cash schedules in Chapter 30. Capital estimates must distinguish site and due diligence, design and construction, temporary service, apparatus/equipment/technology, recurring staffing and operations, contingency, escalation, financing, and lifecycle cost.

4.19 Community Risk Reduction and Insurance Methods

Community-risk-reduction analysis inventories prevention, inspection, public education, defensible-space, fuels, wildfire preparedness, smoke-alarm, and related activities using agency records and authoritative public sources. Programs are classified by documented scope, target population, geography, output, completion measure, maintenance requirement, and available outcome evidence. Activity count is not treated as proof of effectiveness.

The evaluation distinguishes program presence, eligible population, participation, completion quality, intermediate outcome, and longer-term outcome. New pilots require a baseline and defined eligible population. Established programs require comparable trend and maintenance measures. Rare-event programs emphasize tested capability, exercise performance, and corrective-action closure. Before-and-after claims should consider exposure, weather, occupancy, reporting change, and regression to the mean where feasible.

Insurance analysis uses public regulatory information, mitigation-recognition programs, fire-protection and wildfire-resilience materials, and documented stakeholder evidence. It distinguishes community mitigation, fire-service capability, property-level condition, insurer underwriting, rating classification, and individual policy outcome. Faster modeled response, Firewise recognition, defensible-space activity, or program participation is not represented as a guaranteed premium, renewal, rating, coverage, or loss result.

Insurance market findings use dated public Nevada Division of Insurance data calls, market reports, rate and form records where available, official fire-protection and mitigation sources, and clearly identified comparisons from other states. County, ZIP-code, and statewide figures retain their published geography, period, and denominator. A public adverse-action count does not establish the underwriting rule applied to an individual property, and a statewide market share is not treated as a Washoe County market share unless county-specific evidence supports it.

4.20 Regional Operational Policy, Training, Staffing, and Deployment Alignment

Chapter 22 uses a structured crosswalk of agency policies, standard operating guidelines, training systems, certification requirements, staffing practices, deployment rules, adopted response objectives, and Standards of Cover materials. The comparison is organized by critical operational domain rather than document title so functionally equivalent provisions can be identified even when agencies use different numbering, terminology, or document types.

For each domain, the method identifies documented common ground, material variation, and the operational consequence of the difference. A common vendor is not described as a shared system unless the agency instances are actually federated, governed, and capable of exchanging the required records.

Training and certification analysis distinguishes course completion, agency qualification, position qualification, currency, instructor or evaluator authority, and demonstrated task performance. It evaluates whether credentials and records can be recognized across agencies without weakening the controlling requirement. The method does not infer universal equivalency from a common course title or certification level.

Staffing and deployment analysis distinguishes minimum staffing, typical daily allocation, cross-staffing, relief, vacancies, callbacks, specialty assignments, and proposed regional endpoints. Annex G presents a planning-level comparison of all-four-person, all-three-person, and Urban/Suburban four-person–Rural/WUI three-person company staffing; targeted redistribution; ALS/BLS tiering; cross-trained resources; and dynamic or peak-period staffing. The comparison quantifies scheduled seats, planning FTE, modeled personnel cost, and planned-assignment sensitivity while retaining labor, fiscal, governing-body, and observed-performance decision points. No staffing case is treated as the selected or funded endpoint merely because it can be costed.

The evidence base consists of agency company and station inventories; documented structural-fire run cards and tasking; the Regional Structural-Fire ERF Benchmark and Evidence Model; fire and EMS CAD analyses; the Daily Paramedic Staffing Analysis; the matched Priority 1 REMSA/fire record; labor agreements; and the Regional Fire Financial Model. These sources support controlled comparisons of scheduled company seats, planning FTE, modeled personnel cost, and the arithmetic effect of staffing on documented planned assignments. They do not establish an observed regional ERF-compliance rate or a final post-by-post deployment design. Permanent deployment decisions require validated daily staffing and qualifications, unit availability, overtime and relief experience, full incremental cost, labor and legal review, and observed donor-area effects.

Policy and deployment recommendations are incremental. They begin with common definitions, data rules, regional guideline development, joint training and validation, CAD/AVL visibility, closest-appropriate available deployment, and common SOC reporting. Governance consolidation is not assumed. Dispatch alignment is treated as an enabling condition for reliability, not a guarantee of 90th-percentile performance.

4.21 Regional Fleet, Apparatus, PPE, and Equipment Standardization

Chapter 23 begins with the agency-supplied apparatus, fleet, PPE, SCBA, maintenance, replacement, inspection, procurement, technology, and equipment records. Fleet quantities are reconciled to the corrected September 3, 2026, workbook. The inventory classifies 343 included units as 117 heavy fire apparatus, 61 specialty apparatus, and 165 support and staff vehicles. Four Reno records are excluded from the reported fleet: FD118, FD119, FD202, and the duplicate FD411 record. These exclusions are documented so later updates can be reproduced.

Condition analysis uses the recorded condition fields and retained rating scale. Age and replacement-year screens are lifecycle-planning indicators rather than automatic replacement findings. A replacement year earlier than the analysis year may identify an overdue planning record, a deferred replacement, or a non-updated field; it does not prove that the unit is unsafe or must be retired.

Readiness comparisons distinguish inventory status, frontline assignment, reserve designation, out-of-service condition, daily inspection, preventive maintenance, testing, operator qualification, equipment complement, and actual deployment readiness. A unit coded out of service is not described as a mechanical outage until delivery, pre-service, administrative, maintenance, and repair status are reconciled.

Reserve analysis is category-specific and subject to review. The 27 designated heavy reserve units define the population for a shared-reserve feasibility evaluation; they do not establish excess capacity. No unit reduction or common reserve-to-frontline ratio is assumed. Evaluation requires standardized condition assessment, maintenance-downtime and utilization history, category and operator-qualification needs, surge and WUI requirements, receiving capacity, geographic access, and donor-coverage testing.

Standardization opportunities are evaluated for operational interoperability, safety, lifecycle timing, conversion cost, training, procurement leverage, maintenance capacity, data requirements, labor effects, grants, transition risk, and governance. Potential PPE purchasing efficiencies, maintenance collaboration, joint testing, Knox-box conversion, SCBA alignment, technology integration, and support-vehicle changes are not entered as savings without documented quotes, purchasing history, contracts, baseline costs, transition costs, retained obligations, and sensitivity testing. Prospective grants are not baseline revenue.

Annex U applies a separate FY2027-FY2036 cost-benefit method to the defined equipment-standardization program. Cash flows are stated in nominal dollars using 3.5 percent annual escalation; present values use a 3 percent real discount rate converted to a 6.605 percent nominal rate. A 20 percent contingency applies to identified one-time planning costs. Results report gross cost, conditional cash benefit, net funding need, present value, benefit-cost ratio, and payback year. Central, adverse, and favorable cases vary costs and the explicitly identified purchasing, testing, maintenance, and engine-procurement benefits; they are sensitivities, not probability forecasts. Benefits are credited only when the same specification, quantity, timing, and current-system counterfactual are defined. The model assigns no baseline value to grants, sale proceeds, staffing reductions, avoided injury, property loss, insurance effects, or reserve retirement. A negative financial result therefore identifies a funding requirement; it does not establish that an operationally necessary safety investment lacks value.

4.22 Governance, Consolidation, Fiscal Equity, and Workforce Methods

Governance analysis defines each alternative by legal basis, employer structure, governing body, command and administration, operating responsibility, asset and liability treatment, revenue

authority, predecessor responsibilities, implementation pathway, and reversibility. The alternatives are compared against the same criteria: administrative efficiency; operational value beyond the Part 6 baseline; fiscal oversight; funding capacity; transparency; legal and legislative feasibility; political feasibility; labor and PERS compatibility; legacy obligations; transition complexity; and service continuity.

The current system, NRS 277.110 regional alignment, a Chapter 318 general improvement district, and a legislated regional fire authority are not treated as identical options with different names. Each is evaluated for the functions it can actually perform, the authority it possesses, the responsibilities that remain with Reno, Sparks, TMFPD, or Washoe County, and the conditions that must be satisfied before implementation. Historical Washoe integration and regional comparisons are used as lessons, not deterministic forecasts.

The broader legal screen also evaluates a Chapter 474 metropolitan fire district. It remains in the legislative and local-code matrix because it is a relevant Nevada fire-district framework and prior legislative proposal, but current law does not permit it to absorb the Reno and Sparks municipal departments into a single metropolitan district without amendment. It is therefore not treated as a separate completed financial alternative in the final four-option comparison.

The analysis is neutral and incremental. It asks whether a structural model produces additional value beyond policy, training, deployment, fleet, procurement, data, EMS, and dispatch alignment achievable under existing structures. A legally available model is not preferred solely because it permits consolidation, and operational alignment is not described as effortless or costless.

Fiscal-equity analysis classifies assets, debt, reserves, restricted funds, capital contributions, pension and OPEB exposure, contracts, receivables, liabilities, and stranded predecessor functions by ownership, beneficiary, legal restriction, transferability, and time horizon. The fiscal-exit principle seeks to prevent one jurisdiction from exporting a legacy obligation or appropriating another jurisdiction's accumulated value without an explicit agreement. Chapter 30 quantifies the modeled cash and funding implications of the allocation and transfer assumptions.

Legacy analysis uses a common cutoff and valuation date, independent asset-condition evidence, predecessor opening-balance-sheet schedules, and a common regional opening standard. Each predecessor's net legacy position is evaluated as serviceable assets plus transferable reserves, less debt, deferred capital, and other legacy liabilities. The formula is a due-diligence framework rather than an accounting valuation; every item retains ownership, restriction, beneficiary, payment timing, and transfer treatment. Legacy, transition, and future regional obligations remain separate, and legacy treatment must have a defined endpoint.

Workforce analysis reviews employer-of-record changes, bargaining units and agreements, wages and benefits, rank and classification alignment, seniority, leave, discipline, promotional systems, staffing rules, PERS treatment, vacancies, transition protections, and meet-and-confer or bargaining obligations. It identifies conditions precedent and decision points. It is not a labor negotiation, actuarial valuation, or legal opinion.

Operational and governance effects are evaluated on separate but related axes. The operational axis defines how resources are selected, what unit-status and capability information is available, which resources are eligible for cross-boundary assignment, how donor coverage is protected, and how performance is measured. The governance axis defines who may adopt, finance, enforce, and sustain the selected operating package and who controls employment, budgeting, assets, capital planning, and regional accountability.

Where the same stations, staffed companies, apparatus, qualifications, dispatch rules, and donor-protection controls are held constant, a change in legal form is not assigned an additional response-time benefit. An operational benefit is credited to the least integrated alternative capable of delivering it. The same benefit is not credited again to a more consolidated model solely because employees, assets, or governing authority transfer to one organization.

The central operational comparison applies the 75 percent regional-response assumption to the controlled uncaptured priority cohort. The Current System remains the observed baseline, while NRS 277 Alignment represents formal implementation of the operating package. The Chapter 318 General Improvement District and Regional Authority use the same central operating result unless a different staffing, station, apparatus, EMS, or deployment package is expressly modeled and funded.

4.23 Financial Analysis and Model Validation

The financial analysis uses two related but distinct methods. Chapter 30 compares the four fire-service alternatives through a completed FY2027–FY2031 model, using the validated current direct baseline as a separate comparator. Chapters 35–38 retain a five-year scenario model for dispatch because the reviewed dispatch package contains defined current, alternative, and recommended-program schedules. Source, assumption, and reconciliation controls govern both analyses.

The method distinguishes recurring operating expenditure, modeled debt service, annual asset-replacement provision, one-time capital and transition, continuing predecessor costs, avoided future expenditure, cash expenditure reductions, reallocated costs, new regional overhead, restricted resources, and opening liquidity. The hybrid budget retains familiar salary, benefit, and service categories, then displays renewal, capital, transition, and financing effects separately. A full funding requirement that includes replacement contributions is not identical to governmental-fund expenditure in an adopted annual budget.

Costs and funding are tested separately. A lower-cost organization may still have a shortfall, while a new funding package may support an organization that costs more. Allocation determines which member pays; it does not change the regional requirement. No monetary value is assigned to lives saved, modeled response-time improvement, resilience, service equity, insurance effects, or avoided harm without a supported valuation method.

4.23.1 Regional Fire and EMS Financial Model

The fire analysis begins with a validated FY2026 comparable direct departmental baseline of $166.125 million: $84.723 million for Reno, $53.792 million for TMFPD, and $27.610 million for Sparks. Salaries and benefits total $148.464 million, or 89.4 percent of the baseline. Services, supplies, and direct capital account for the remaining $17.662 million. TMFPD's separately reported debt service, contingency, and transfers remain outside the comparable direct baseline and must be addressed in the successor transaction analysis.

The fire method presents the Current System, Regional Alignment, Chapter 318 GID, and Regional Fire Authority as four FY2027–FY2031 planning cases. The schedules distinguish recurring operations, added staffing, successor administration, continuing predecessor costs, capital, transition, past-service OPEB funding, and opening liquidity. Regional Alignment has the same modeled cost as the Current System; additional implementation assistance requires a separate appropriation or documented offset.

The 5 percent target is an $8.306 million gross reduction and the 10 percent target is a $16.613 million gross reduction. These are policy stress tests, not forecasts of achievable merger savings. The

linked agency categories apply 5 percent salary growth, 3.5 percent services and direct-capital growth, 8 percent Reno and Sparks benefit growth, and 19 percent TMFPD benefit growth. The September FY2027 Baseline source recurring cost is $198.108 million. These source assumptions remain distinct from separately labeled forecast-narrative and sensitivity assumptions and are not negotiated compensation commitments.

The common staffing ramp adds two, four, six, six, and six continuously staffed seats across the five years. One continuous seat uses 8,760 annual hours divided by 1,850 productive hours per employee, approximately 4.735 FTE, at a FY2027 loaded cost of $220,000 per FTE with 3 percent annual escalation. The 17-post four-person staffing sensitivity uses six Sparks and 11 TMFPD planning locations; it is distinct from the current 31-station geographic network.

Company staffing remains a distinct operational policy variable. The all-four-person, all-three-person, and Urban/Suburban four-person-Rural/WUI three-person cases change daily seats and planning FTE under stated assumptions, but they do not automatically remove command, administrative, specialty, or support functions. Those cases are service and workforce sensitivities; they are not final governance budgets or authority to change staffing.

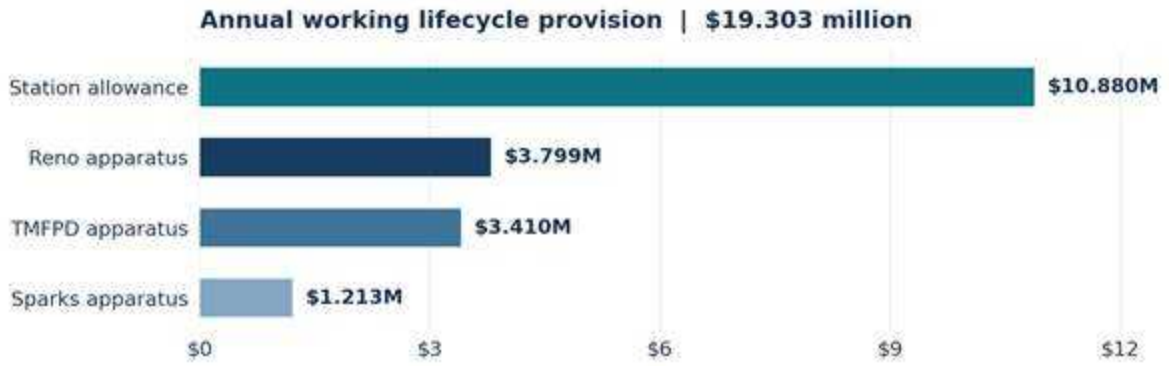
Lifecycle funding is analyzed apart from current direct capital. The working facility allowance is $10.880 million a year (32 stations × a $17 million replacement benchmark × 2 percent); it is a policy planning convention, not a condition-based station schedule. Independently summing entered replacement price divided by the type-specific useful life in the September 3 corrected agency tabs, after removing the four expressly excluded Reno records, produces $3.799 million for Reno, $1.213 million for Sparks and $3.410 million for TMFPD. TMFPD covers 60 heavy units and eight specialty units with matching lookup lives; seven of the latter are medic vehicles and are counted once. The resulting $8.423 million annual apparatus screen plus the facility allowance produces a $19.303 million working annual lifecycle provision. It describes future replacement funding at entered prices; it is not an agency-adopted reserve contribution, an expenditure schedule, or automatically a new cost above capital already in current budgets.

Table 4-6. Annual lifecycle working provision and unit coverage

Component	Covered units	Screened value ($M)	Annual amount ($M)
Reno apparatus	47 / 48	52.543	3.799
Sparks apparatus	23 / 23	18.650	1.213
TMFPD apparatus	68 / 107	49.500	3.410
Fleet subtotal	**138 / 178**	**120.693**	**8.423**
32-station planning allowance	32 stations	544.000*	10.880
Annual working total	**—**	**—**	**19.303**

*Source: corrected September 3 agency tabs, entered unit replacement prices and type-specific lookup lives. Unit counts cover heavy and specialty apparatus. *$544 million is 32 × $17 million, a station planning benchmark, not an appraisal. Annual amounts are gross renewal screens; funded capital and overlapping projects are not deducted.*

Figure 4-1. Source of the $19.303 million annual working provision; amounts are not net new funding



Capital and transition costs remain separate from the annual provision. The corrected inventory contains 343 included units and $139.180 million of entered replacement prices. The TMFPD provision above was independently calculated from unit prices and matched lookup lives. TMFPD's Capital Fund Policy and property-tax-related transfers are recognized separately as funding mechanisms; the calculated provision is not an actual annual contribution. Its worksheet supplies a default 15-year life for 39 other specialty units ($3.602 million) and 53 priced support units ($6.960 million); provisionally using that default adds $0.704 million annually and raises the broader workbook-cycle screen to $20.007 million. TMFPD engines FD1241–FD1243 are recorded Out of Service but included in the screen, contributing $0.240 million annually pending disposition. Medic vehicles are included once, but onboard EMS equipment is separate. The $59.600 million five-year gross apparatus cash schedule, station projects and one-time transition categories require unit, scope, funding-source and year-of-spend reconciliation before addition to any annual requirement.

Funding is tested by identifying the actual legal source, eligible use, amount, payer, timing, and restrictions. Reno and Sparks currently finance Fire through their general funds; TMFPD has a district property-tax structure, including a $0.5400 rate in the reviewed official schedule. Current budget support is not treated as a dedicated transferable revenue stream. Any successor property-tax structure requires tax-base and tax-cap analysis and a written County administration-cost method.

The base model applies a common continuation-support proxy totaling $950.974 million over FY2027–FY2031. Five-year additional support is $285.910 million for each of the Current System and Regional Alignment, $437.181 million for the GID, and $445.124 million for the Authority. These are modeled support requirements above the continuation proxy, not adopted agency deficits. The $94.980 million gross candidate-capital schedule uses a 50 percent overlap assumption, producing $47.490 million of base capital cash. The separate owner capital inventory totals $118.997 million gross and $116.952 million after identified duplicate repairs; its dated schedule retains its own escalation and overlap assumptions. Annual replacement provision, owner project stocks, and capital cash are reconciled before combination. The separate salary-harmonization sensitivity applies a 5 percent uplift to 25 percent of source payroll with 70 percent benefit loading, producing $1.925 million in FY2027 and $10.637 million over five years outside the base budgets.

Potential member contributions, property-tax assignments, fees, EMS receipts, grants, borrowing, asset proceeds, and other resources are recognized only when legally available and matched to eligible costs and timing. No unapproved levy, grant, dependable GEMT expansion, or asset sale is inserted to balance a fire-governance alternative. Borrowing is financing rather than revenue and requires a repayment schedule; one-time proceeds cannot support ongoing staffing.

Fire-based EMS remains within the departmental service scope being reviewed. REMSA's continuing EMS work and any possible expansion are separate from the dispatch delivery choice. The fire

analysis assumes current dispatch service continues unless a separate dispatch decision is approved. Combining fire and dispatch changes requires reconciliation of embedded fees, retained local communications costs, shared administration, transition, replacement, and funding credits; the full totals from the two analyses cannot simply be added.

A savings claim must identify the position, contract, expense, or future purchase that ends; the implementation date; the replacement cost; the predecessor effect; and the net recurring result. A transferred salary remains a regional cost, redeployment is not a cash saving unless spending ends, and deferred capital is a timing change unless the required asset base is permanently reduced. Recurring cash savings, one-time proceeds, avoided future capital, timing deferral, slower cost growth, and revenue enhancement are reported separately.

Asset and liability analysis is item-specific. Stations, apparatus, debt, leases, compensated absences, workers' compensation, pension and OPEB reporting, grants, contracts, restricted resources, and reserves must be linked to ownership, legal responsibility, payment timing, associated assets, and treatment in both predecessor and successor budgets. Accounting liabilities are distinguished from annual cash payments, and existing plan assets or funding credits are not counted twice.

Past-service OPEB uses an approximately $49.794 million common-date planning allocation and a 15-year, 5 percent cash-amortization schedule, less the existing TMFPD annual contribution once, producing approximately $4.663 million in added annual cash. The 5 percent rate is a cash-amortization assumption rather than an actuarial discount rate. The GID and Authority administration allowances begin at $0.900 million and $1.100 million and escalate 3.5 percent; their transition provisions total $16.116 million and $21.345 million. The capital base uses zero new borrowing; the separate financing sensitivity applies 80 percent debt financing over 20 years at 5 percent.

No universal reserve percentage is applied to total fire cost. The selected entity needs an adopted operating-liquidity policy, asset-replacement plan, debt and pay-go strategy, and opening cash sufficient for payroll, vendors, and revenue timing. The GID and Authority base cases fund two months of first-year recurring requirements as one-time opening cash, approximately $37.389 million and $37.506 million, respectively. A fund balance, restricted reserve, replacement contribution, or noncash asset value is not automatically transferable or available for operations.

The fire analysis includes sensitivities in compensation and harmonization, benefits and NVPERS, assessed-value and revenue growth, capital replacement timing, and the pace at which savings can be realized. Results are reported as ranges with timing and service consequences.

4.23.2 Dispatch Financial Model

The dispatch model uses a defined public communications baseline and forecasts FY2027 through FY2031. It separately identifies Reno’s combined Public Safety Dispatch budget, the staffing-based Sparks communications proxy, TMFPD’s proposed purchased dispatch fee, and the regional CAD/RMS budget. The FY2027 gross modeled baseline is approximately $15.828 million before the existing CAD/E911 credit of approximately $0.801 million. The resulting $15.027 million is a continuity funding proxy. It is not an executed contribution to a new organization or the complete budget of every regional PSAP and REMSA.

The source status of each baseline component controls its interpretation. Reno’s combined communications budget cannot be treated as a direct Fire-only budget. Sparks’ communications cost uses the staffing-based proxy. TMFPD’s purchased-service fee is not REMSA’s whole-center expense, and a CAD allocation is not the County PSAP budget. P25 radio, station alerting, telephony, network,

and other shared infrastructure require identification of gross scope, agency shares, existing support, and any outside costs.

The current comparator is retained alongside enhanced shared or virtual dispatch, a governmental lead-agency arrangement, a centralized regional center, and the separate recommended two-site program. The same modeled continuing public obligations remain visible across these cases. Each scenario adds the selected shared or regional operation, capital, transition, and replacement contribution according to its implementation schedule. Enhanced shared support precedes later unified operation and is not added a second time after its functions are absorbed. Half-year and full-year operating factors distinguish startup from mature-year cost. The recommended program's facility and transition assumptions are modeled separately from the centralized alternative.

Regional personnel cost follows the position, compensation, benefit, and implementation assumptions in the staffing and program schedules. Salaries and overtime grow at 5 percent, benefits at 10 percent, and services and capital at 3.5 percent; the initial regional benefit load is 55 percent. Existing municipal components retain their source-based treatment. The public unified-operation planning complement is 49 FTE, while the shared alternative adds 2.25 FTE-equivalent support at full operation. These amounts price the selected organization. Productive hours and continuous-position coverage provide a reasonableness check, but annual FTE arithmetic is not a substitute for the workload, relief, and shift-coverage tests in Section 4.26.

The hybrid presentation separates retained local costs from new shared or regional functions and classifies the latter as salaries and overtime, benefits, services, technology capital, facility capital, one-time transition, and replacement contributions. The principal reconciliation is: net public funding equals modeled cash expenditure plus replacement contributions less existing eligible modeled credits. Additional funding equals scenario net public funding less the same-year current-system net funding. The recurring comparison excludes one-time capital and transition while retaining the applicable replacement contribution. Five-year totals sum the annual nominal amounts without discounting.

The model adds incremental scenario replacement provision; a zero incremental comparator entry does not establish that existing centers have no renewal liability. Planning renewal assumptions are 10 years for console packages, interfaces, and station-alerting allowances and seven years for recording/QA and network/cybersecurity allowances. These are mixed cost groups. Interface renewal represents future rework rather than the physical life of a single asset. Shorter- and extended-cycle sensitivities alter replacement funding while leaving modeled cash expenditure unchanged. Apparatus replacement schedules do not establish dispatch technology lives, installed condition, or vendor support dates.

Residual-cost analysis protects the service left with each agency. The selected case retains 100 percent of the modeled Reno and Sparks recurring cost floors and grants no unverified payroll release. This is a conservative comparison convention, not a finding that every existing cost is permanently unavoidable. A lower-floor scenario must identify the expense that ends, the date it ends, release and backfill costs, and the remaining Police/911 staffing and service requirement. Any amount needed to restore the agreed remaining-service floor is returned to the comparison. A Fire share of calls or an internal budget allocation is not treated as cash available to finance the regional center.

Current cost per call is assessed only after matching the numerator and denominator. A whole-center measure requires whole-center cost and comparable workload for the same period; telephone contacts, incidents, and unit dispatches are distinct measures. TMFPD's proposed FY2027 dispatch

fee divided by CY2025 district-originated incidents is reported only as a mixed-period purchaser reference, with the separate EMS agreement excluded. It does not establish REMSA's operating efficiency or the avoidable cost of any public center.

The illustrative common-pool allocation assigns 20 percent by equal shares, 50 percent by incident workload, and 30 percent by resource shares. The current calculation uses CY2025 workload; a rolling multi-year basis remains a permanent-formula design choice. Direct costs and eligible credits are assigned by their service relationship, and internal transfers are eliminated from a combined public total. Other CAD participants retain their modeled existing shares without an assumed new assessment. The allocation is then compared with each member's recurring and annual startup capacity after retained services are funded. A calculated share is a required contribution, not proof of appropriation or ability to pay.

The funding model credits existing CAD/E911 support once. The FY2027 credit is $800,941.93, escalated at the services rate, for $4,295,023.77 over the forecast in each modeled option. It is continuing dispatch support, not a new consolidation saving or unrestricted fire revenue. Additional surcharge support requires eligible use and the applicable approval process. New grants, subscriber receipts, debt proceeds, opening cash, or a regional tax are not balancing entries. Any selected financing must show its purpose, amount, restrictions, collection or reimbursement timing, and repayment obligations. Recurring affordability and one-time cash sufficiency are tested separately.

REMSA dispatch sensitivities retain the distinction between TMFPD's dispatch and EMS agreements. EMS is assumed to continue, with possible expansion evaluated separately. The model compares continued separate dispatch, a defined regional REMSA contract, integrated participation, and public assumption of selected dispatch work. Equivalent public and provider scopes include clinical and ambulance responsibilities, supervision, interfaces, facilities, quality review, outage coverage, transition, and replacement. The existing dispatch fee is removed only from the proper date when the work or agreement ends or is replaced, with overlap and exit effects included. A cost-parity fee benchmark is not a provider quotation or the participating government's affordability limits.

County administrative delivery uses the TMFPD Treasurer, Purchasing, and Comptroller cost-allocation precedent as a task-specific proxy. The selected FY2025 allocations are normalized to FY2027 and compared with the identified salary and benefit work that could be replaced, together with a handoff allowance. The dispatch entity pays for County services; it does not generate revenue by billing the cost-allocation plan. Directors and operating supervision remain unless a separately supported scenario changes them. A substitution receives a net credit only for equivalent work removed, without duplicating a fire-model saving.

Sensitivity analysis changes regional pay, benefit escalation, support and capital scope, existing-fee replacement, staff transfer and remaining-service floors, and equipment renewal. Combined cases are labeled explicitly and require all their constituent conditions. The tests do not quantify every possible change in demand, call duration, vacancies, overtime, or member entry and withdrawal. Those factors remain requirements for service and implementation design rather than assumed zero-risk inputs. Chapter 35 quantifies the three organizational alternatives; Chapter 36 applies the same methods to the separate recommended program and its phased hybrid budget.

4.23.3 Evidence Controls Reconciliation and Feasibility Tests

Source and assumption registers preserve the origin, date, amount or rate, service scope, model location, treatment, and status of material inputs. They distinguish documented facts, approved planning choices, provisional assumptions, illustrative sensitivities, legal-validation items, and

excluded sources. Liability records retain item-specific source and payment information. A zero entered value is read with its stated accounting or assumption treatment. Only the controlling model case and applicable effective dates supply the report's figures. Model provenance and effective dates are recorded with the calculation evidence.

Model validation separates arithmetic consistency from external verification. Reconciliation checks compare baseline components with totals, annual schedules with cumulative results, budget categories with scenario costs, member allocations with the common pool, and reported values with their supporting model outputs. Formula and linkage review addresses broken references, stale output, inconsistent signs, and scenario inputs that fail to propagate. Calculations retain full precision until reporting. Independently rounded displayed figures may not sum exactly. An arithmetic reconciliation does not validate a provisional source amount, or an assumed service capacity.

Scenario testing checks the consequences of the input being changed. For dispatch, renewal-life changes affect replacement contributions while preserving the modeled cash schedule; lower residual floors or staff transfers must still respect the specified remaining-service requirement. Existing credits reconcile once across alternatives, and member totals reconcile with regional requirements. Fire and dispatch crosswalks distinguish imported public totals, embedded charges, and selected increments so the same function or funding credit is not counted twice. A transfer of a cost between organizations is tested separately from a reduction in combined cost.

Savings and funding claims receive an additional interpretation check. A savings credit requires a defined expense or future cost, supported timing, realization assumption, and net effect after implementation and replacement charges. Revenue must be distinguished by continuity assumption, legal commitment, eligible use, and availability date. Statutory permission to establish an entity is not treated as proof of new taxing capacity. A funded regional total does not establish that each member can afford its assessment or that predecessor services remain adequately supported.

Financial feasibility is reported at the level demonstrated. The fire analysis quantifies the four FY2027–FY2031 alternatives and their annual and cumulative support requirements. The dispatch analysis quantifies the defined five-year alternatives and recommended program. A final fire-service transfer additionally requires an adopted successor budget, documented recurring support, approved transition and capital, settled liability and resource terms, available opening cash, and operational readiness.

4.24 Legislative Analysis

Chapter 31 uses primary legal authorities: the Nevada Constitution, Nevada Revised Statutes, enacted session laws, bill text and legislative history, and official Legislative Counsel Bureau process materials. Secondary commentary is used only for context. Citations identify whether the authority is current law, a prior proposal, enacted enabling legislation, or a procedural source.

The analysis first separates actions available through existing interlocal, municipal, county, district, or administrative authority from actions that require new legislation. It then identifies the policy decisions that must be resolved before a bill draft request, including entity form, governing board, representation, revenue authority, debt and assets, labor and PERS treatment, EMS and dispatch responsibilities, transition powers, predecessor obligations, effective dates, and safeguards.

The legislative pathway is evaluated against applicable request, drafting, introduction, committee, fiscal-note, amendment, passage, gubernatorial-action, and effective-date processes for the 2027 Session. The method identifies dependencies, decision deadlines, and passage risks but does not

predict legislative approval. It is a planning analysis and not legal advice; final structure and statutory language require review by authorized counsel and the Legislative Counsel Bureau.

4.25 EMS Integration Methods

EMS analysis distinguishes fire-based first response, ambulance transport, dispatch, medical oversight, data exchange, and governance. It maps the current institutional and contractual roles before evaluating integration alternatives. Fire-department performance is not treated as ambulance-franchise performance, and an ambulance arrival comparison is not treated as a clinical outcome measure.

Operational analysis uses fire-agency CAD records, REMSA operational workbooks and linked records, emergency-medical-dispatch determinant mapping, agency-level on-scene arrival statistics, and fire-first arrival intervals. Matching rules, priority definitions, originating clocks, exclusions, and valid counts are retained.

The REMSA patient-perspective trend uses the DBOH v12 operational workbook for FY2018 through FY2024 and measures elapsed time from public safety answering point receipt to the first recorded on-scene unit, regardless of provider. The Priority 1 matched-arrival analysis uses 135,592 FY2020 through FY2024 incidents for which the supplied record supports both agency participation and an arrival classification. Its categories--REMSA first, fire first, same time, provider-only following cancellation, and all cancelled--are retained as recorded and are not collapsed into a binary comparison. The related fire-first interval analysis uses the 44,665 matched Priority 1 incidents in which fire was recorded first and groups the elapsed time to REMSA arrival into the reported interval bands. Agency-level annual arrival patterns beginning in FY2019 are presented separately where the supplied workbooks support them; differences in operating arrangements, including the TMFPD Limited Response Zone model, remain attached to interpretation.

The agency fire-response tables use the calendar-year 2025 operational eligibility rules in Section 4.7 and keep each agency's originating clock visible. They are not substituted for the REMSA patient-perspective clock or for franchise-zone compliance. Franchise benchmark comparisons retain the applicable priority, zone, percentile, and measurement origin. EMD determinant review describes the configured response recommendation associated with the supplied determinant table; it does not infer the unit actually assigned or the response mode actually driven.

Arrival analysis identifies who was recorded first on scene and, where supported, the interval by which fire or ambulance arrived first. It does not establish patient contact, treatment start, clinical appropriateness, transport decision, hospital outcome, or causation. Medic-unit durations may include transport, transfer of care, and return to service and are interpreted as availability effects rather than presumed inefficiency.

Policy and interoperability review examines ALS staffing, dispatch protocols, mutual expectations, ePCR and data exchange, performance definitions, governance, and practical integration steps. Comparative systems are used as design references rather than proof that one model will produce the same result in Washoe County.

4.26 Dispatch System and Organizational-Alternative Methods

Dispatch analysis combines a current-state service inventory, call-flow mapping, organizational comparison, staffing and facility review, financial modeling, and phased implementation tests. Chapters 33–34 define the existing system and alternatives; Chapters 35–36 price the options and recommended program; Chapters 37–38 address common policy, training, technology, and

acceptance. Section 4.23.2 governs financial calculations, while this section governs the operating functions and conditions being compared.

4.26.1 Current-State Functions and Call Flow

The inventory identifies each public-safety answering point, originating 911 role, secondary transfer, fire and EMS dispatch function, employer, clinical interface, staffing basis, infrastructure responsibility, facility, agreement, and funding relationship. Call-flow mapping distinguishes initial receipt, transfer, receiving-center processing, resource recommendation, actual assignment, unit status, and field arrival. A short interval within one center is not treated as the complete originating call-processing interval.

Workload is classified by the task it represents. Telephone contacts, transferred calls, unique incidents, multi-unit assignments, radio activity, and ambulance communications are not interchangeable. A purchaser's service fee is not substituted for the provider's whole-center budget.

The review identifies the existing regional CAD, radio, alerting, telephony, recording, GIS, and interface arrangements and the work required for common operations. It distinguishes documented installed capability, approved projects, planning assumptions, and functions that remain to be accepted. Planned CAD or AVL capability receives no current operating credit before testing and use. Shared vendor products alone do not establish shared configuration, common data, or a unified operating system.

4.26.2 Comparable Organizational Alternatives

The three Chapter 34 alternatives are enhanced shared-services or virtual regional dispatch, a governmental lead-agency arrangement, and a centralized regional center. They are compared on operational reliability, appropriate available resource deployment, fire/EMS coordination, workforce sustainability, governance, data control, cybersecurity, facilities, continuity, cost allocation, and implementation. Each option identifies which functions stay with existing agencies, which move, and which are purchased.

The recommended program in Chapters 36–38 is modeled separately as shared operating improvements and concurrent planning for a permanent regional Fire/EMS communications center with resilient backup arrangements, with unified operation subject to funding and readiness. Its facility and transition scope is not inherited from the centralized alternative. The comparison asks what additional benefit a deeper organization can provide beyond the shared operating baseline and what additional cost and commitment that benefit requires. Physical location, operating authority, employer, and fire-government structure remain distinct choices.

4.26.3 Staffing and Coverage Assessment

Staffing review separates the proposed organization from the shift coverage needed to perform its functions. The unified public planning allowance comprises 32 dispatchers, six shift supervisors including relief, two administrative supervisors, two directors, two QA/training positions, three CAD/GIS/IT-cybersecurity positions, and two performance/finance and administrative-support positions, totaling 49 FTE. The optional third director is excluded. These are costed functions, not a certified roster or finding of standards compliance.

The coverage reasonableness check divides continuous annual coverage hours by productive hours per employee. At 1,750 productive hours, one continuously staffed position requires approximately 5.01 FTE. That calculation explains a relief requirement but does not determine peak staffing,

concurrent duties, or backup-site coverage. Proposed day, night, swing, and minimum staffing patterns remain subject to the same test; a rotation or average workweek does not establish productive coverage after leave and training.

An adopted schedule requires hourly arrivals, concurrent incidents, task duration, radio workload, breaks, relief, vacancies, overtime, training, medical-call duties, surge, and outage arrangements. Those requirements are evaluated by function and period where evidence supports them. Annual incidents per console or a target cost per call cannot independently establish staffing. Fire department company staffing is analyzed separately from dispatch staffing.

4.26.4 REMSA and Clinical Responsibilities

REMSA's continuing EMS service is retained as a separate assumption from its dispatch role. The review compares continued separate dispatch, a regional contracted dispatch service, participation within a consolidated center, and public operation of selected dispatch functions while REMSA continues EMS. A REMSA contract is a service delivery variant rather than Chapter 34's governmental host arrangement.

For each variant, the service map assigns emergency medical interrogation, pre-arrival instructions, ambulance dispatch, clinical direction, quality review, escalation and cancellation, data access, interfaces, supervision, and fallback. Protocol software is treated as a service and procurement choice, not as evidence that clinical responsibility or staffing is resolved. The financial comparison includes the public work that remains outside a provider fee and the transition required to replace existing work. Potential EMS expansion in Reno and Sparks is not automatically credited as dispatch revenue or savings.

4.26.5 Facilities Technology and Resilience

Facility analysis compares the functions and continuity required under the selected option, including occupancy, access, security, power, environmental systems, communications, maintenance, and backup operation. The recommended program includes 12 primary and 12 backup equipped positions as a planning allowance. Equipped positions are distinguished from simultaneously staffed positions, and no modeled allowance establishes a selected site, parcel feasibility, detailed design, or procurement price.

Reuse is assessed by actual function, compatibility, condition, capacity, support, and the cost of integration. Existing regional investments receive credit only where they can perform the selected duty. Technology lifecycle assumptions support replacement-funding sensitivity; they do not establish installed remaining life. CAD interfaces and service components may require reconfiguration or renewal on a different cycle from physical furniture, radio hardware, or recording equipment.

Resilience is tested as continued service through a failure, not simply the presence of two locations. Common power, telecommunications, network, software, cyber, access, and staffing dependencies can defeat site redundancy. Acceptance must therefore address failover, recovery, degraded operation, data integrity, and restoration of normal service. The Study defines those requirements without representing unperformed site or outage tests as completed.

4.26.6 Implementation and Performance Validation

The roadmap stabilizes shared operations and measures whether the required results are achieved while concurrently developing the governance, business case, labor, facility, technology, and funding

package for deeper integration. Final cutover follows acceptance of the receiving service and its fallback arrangements. Stabilization and public review then compare the operating result with the approved baseline.

Phase-specific budgets distinguish initial shared work from conditional organizational preparation and later transfer. Approval of one phase does not authorize every subsequent expenditure. Performance measures include originating and receiving call milestones, transfer frequency and duration, processing reliability, correct assignment, quality review, staffing availability, outages, recovery, and the effect on remaining Police/911 and EMS functions. Claims of improvement retain compatible definitions, periods, and valid counts and do not infer clinical outcomes from dispatch intervals alone.

An alternative is considered financially possible only when its defined service, retained obligations, recurring support, capital, transition, replacement, and payment timing fit the demonstrated funding capacity. Where those conditions are not met, the method supports retaining or revising the funded shared scope while the deeper option is reconsidered. Common policy, training, clinical responsibility, and tested continuity remain requirements under every delivery arrangement.

4.27 Interviews, Public Input, and Stakeholder Validation

The prior-studies review is a structured retrospective rather than a reuse of historical numerical baselines. Each study is evaluated for purpose, geography, period, data, recommendations, implementation status, and continuing relevance. Recurring findings are grouped by subject, including dispatch, data, deployment, EMS, governance, finance, workforce, capital, wildfire, and public communication. Earlier incident counts, response times, station costs, population forecasts, staffing assumptions, and tax figures are not blended into the current baseline. Historical findings are converted into questions and tested against current evidence.

The Regional Fire and EMS Community Survey was open online from March 18 through April 30, 2026. The primary Study population consists of all 1,074 submitted records with de-duplication disabled. Records are not described as unique and duplicate-flagged submissions are not silently removed. The official de-duplicated population of 830 records and the completed-submission population are retained as sensitivity checks. Each question uses its own number of valid responses; skipped questions are not imputed, and percentages from multi-select questions may exceed 100 percent. Results describe respondents, not all Washoe County residents, because the survey had no validated probability sampling frame, recruitment probability, or weighting method.

Open-ended responses are reviewed separately from closed-ended results. The primary extract contains 577 nonblank comments, of which approximately 479 contain substantive material after removal of empty, administrative, or nonresponsive entries. Themes are coded as non-mutually exclusive qualitative categories, checked against the full comments, and reported as approximate prevalence and illustrative concerns rather than population estimates. Personally identifying or public-records-sensitive detail is not reproduced when it is unnecessary to the finding. Robustness is assessed by comparing the full submitted, de-duplicated, and completed-response results before a survey finding is used in synthesis.

Structured interviews, agency work sessions, technical workpapers, public questionnaires, workshops, Board materials, and documented public comments are used to identify operating practices, implementation constraints, disputed facts, and issues requiring quantitative or documentary validation. Interview statements are attributed at the appropriate organizational level and are not treated as universally held views unless independently supported.

Qualitative evidence is coded by subject and compared with records, agreements, data, and public sources. Agreement among interviewees may increase confidence in a description of practice and is evaluated alongside the quantitative and documentary evidence. Disagreement is retained as a governance or implementation issue rather than resolved by majority count.

Procedural engagement requirements are documented through the administrative record. A meeting, briefing, Board-member discussion, public-feedback session, or stakeholder validation is described as completed only when the record establishes that it occurred.

4.28 Standards, Recommendations, and Implementation Evaluation

Federal safety requirements, national consensus standards, existing agency policies, Study benchmarks, and proposed regional objectives remain distinct. OSHA establishes regulatory conditions. NFPA standards provide Study references. Existing agency objectives retain their local status. Chapter 19's phased values are recommendations for regional adoption, not adopted standards or proof of compliance until the responsible bodies act and establish an effective date.

The regional Standards of Cover method uses the 90th percentile for accountability and the 75th percentile for diagnostic early warning; separately reports call processing, turnout, first-due travel, and ERF assembly; preserves agency-qualified populations until clocks are harmonized; stratifies travel by service environment; and applies regional deployment changes only after confirming donor-area coverage, unit capability and availability, specialty-resource needs, and ERF requirements.

Recommendations advance only to the decision level supported by evidence. A demonstrated planning gap directly supports the narrow proposition tested. A planning concern identifies a material but assumption-sensitive condition. A Study opportunity is not an approved action. An approved planning direction is not an appropriation, selected parcel, staffing authorization, equipment disposition, labor agreement, or operating change.

The mitigation hierarchy tests the least disruptive effective response while preserving the ability to escalate. Data governance, common policy, CAD/AVL visibility, assignment recognition, turnout improvement, route validation, run-card design, donor safeguards, training, staffing, equipment standardization, prevention, preplanning, water and access work, and facility investment are matched to the demonstrated cause. Operational measures do not replace a supported facility, staffing, water, apparatus, or task-capable ERF need.

Every implementation recommendation is subject to evidence, authority, company and capability, performance and ERF, capacity, growth and equity, WUI, critical-site, continuity, labor, finance and lifecycle, and post-implementation points as applicable. Before implementation, the responsible body should define the baseline, eligible population, safeguard, stop condition, owner, review period, corrective action, and rollback method.

4.29 Quality Assurance, Reproducibility, and Change Control

Every material result is tied to a source file or authoritative publication, calculation package or workpaper, denominator, effective date, station-network state, scenario, and definition. Controlled workpapers are checked for file integrity, source inclusion, duplicate or unmatched identifiers, stale outputs, broken formulas, incompatible definitions, and consistency with chapter-facing values. Maps and figures derive from controlled data rather than hand-drawn approximations.

Reproducibility requires preservation of event and unit selection rules, station crosswalk, road-network date, coordinates, routing and snapping rules, calibration coefficient, grid, service-environment classification, population allocation, forecast control, scenario parameters, exclusions,

and rounding. Model quantities retain full precision in workpapers and are rounded only for reporting.

Changes to station openings, relocations, run cards, unit staffing, apparatus status, aid agreements, service-environment definitions, dispatch logic, population controls, road access, fleet records, legislation, or material development trigger the applicable controlled update. Current and future states remain separate until the effective date. Superseded values remain traceable within the project record but are not presented to the reader as competing final values.

Public reporting discloses performance, valid counts, and the applicable measurement definitions. Sensitive infrastructure detail remains controlled while public products use aggregate geography and non-sensitive attributes.

4.30 Analytical Interpretation and Regional Measurement

4.30.1 Purpose and Governing Rule

The available evidence is sufficiently strong to identify regional service patterns, workload pressures, geographic opportunities, planning priorities, conditional costs, and implementation requirements.

Sensitivity calculations are identified separately from observed results. They are not treated as forecasts, statistical probabilities, staffing reductions, cash savings, or evidence that a particular alternative will produce the modeled result.

4.30.2 Study Periods, Record Retention, and the Five-Year Baseline

Evidence periods are identified beside the applicable result. A five-year period is used for comparable years reconciled to a stable definition.

Reno's 2024 CAD source covers August 29 through December 31, and calendar year 2025 provides its common annual baseline. Sparks and TMFPD demand trends use their comparable 2023–2025 series. Regional matched Priority 1 EMS records support selected FY2020 through FY2024 analyses, while other dispatch, staffing, fleet, facility, and financial records use the period identified for the applicable measure.

Changes in incident coding, dispatch priority, station status, apparatus designation, unit naming, response policy, CAD configuration, and reporting practice can create breaks in a series even when nominally similar fields exist in multiple years. Trend findings are therefore limited to periods in which the denominator, field meaning, exclusions, and operating configuration could be reconciled. A shorter comparable series is preferable to a longer series created by combining unlike populations.

The general evidence-acquisition cutoff was July 31, 2026. Later material was used only where specifically authorized and identified in the applicable source note. EMS-related exceptions include the September 2 confirmation that the supplied REMSA Emergency Medical Dispatch response table applied throughout the January 2020 through February 2026 extract period and the REMSA Health Communications webpage listed in the bibliography as accessed September 8, 2026. These limited exceptions do not reopen the evidence record generally.

4.30.3 CAD Interval Workload Availability and Reliability

Agency response percentiles are evaluated within their qualified populations and are not pooled into a single regional percentile or used to create an unqualified agency ranking.

The available timestamps measure recorded CAD milestones. They do not necessarily establish patient contact, commencement of treatment, completion of a critical task, transfer of patient responsibility, actual apparatus movement, or continuous unit availability.

Recorded incident commitment provides a lower-bound workload measure.

Agency-specific controls also apply:

- Reno EMS analysis uses the qualified all-EMS population.
- Sparks medic-unit elapsed records may include transport, emergency-department handoff, and return-to-service activity. A long medic-unit interval is not automatically a dispatch, turnout, travel, or ambulance-delay finding.
- TMFPD call-processing measures begin after transfer into the receiving dispatch process and do not represent the caller's complete experience from the original 911 answer.
- The Study can identify concurrency, recorded commitment, first-due occupancy, layered response depth, and selected reliability patterns.

4.30.4 Effective Response Force Staffing and Task Completion

Planned alarm assignments and normal staffing records support apparatus and personnel arithmetic. They do not establish that every listed company was staffed, available, dispatched, arrived within the adopted interval, or carried the qualifications and equipment required for the incident.

The historical Reno and TMFPD resource-assembly analyses use their respective incident cohorts and personnel-equivalent thresholds described in Section 4.17.

A low recorded arrival count may reflect cancellation, downgrade, staging, incident resolution, or true non-arrival. It is not sufficient by itself to conclude that an agency routinely deploys an inadequate force. Conversely, a planned assignment that reaches a reference headcount does not prove timely task-capable assembly.

Staffing alternatives are planning cases rather than verified shift schedules. Modeled differences among three-person, four-person, hybrid, cross-trained, ALS/BLS, dynamic, or peak-period configurations do not establish that positions can be added, removed, or reassigned without a roster-level coverage test.

4.30.5 EMS Integration Patient Care and Transport

The EMS evidence supports several important findings. It identifies regional ambulance and fire arrival order for matched Priority 1 incidents, the distribution of fire-first intervals, observed Sparks fire-unit commitment on a defined matched cohort, and the configured Emergency Medical Dispatch response associated with the supplied determinant table.

Those measures have specific boundaries:

- A fire-first interval measures elapsed time between recorded fire and ambulance arrivals. It is not a complete fire-unit busy interval and does not establish that the interval was avoidable.
- The Sparks matched cohort measures fire-unit commitment on incidents identified as Sparks responded and REMSA transported. It does not establish that ambulance response or transport delay caused the recorded commitment.
- An EMD determinant configured as ILS eligible does not establish that an ILS ambulance was dispatched, that the unit responded as configured, that an ALS upgrade occurred, or that a fire paramedic accompanied the patient.

- Configured lights-and-sirens or non-lights-and-sirens response does not establish the response mode actually driven.
- An ambulance arrival timestamp does not establish patient contact, transfer of clinical responsibility, transport decision, loading, departure, hospital arrival, offload completion, or fire-unit release.

4.30.6 Geographic Station-network Growth Hazard and Equity

Fixed-road and station-location models identify structural geography, comparative route opportunities, response-time pressure, and locations where another station may be geographically closer. They do not reproduce emergency-vehicle speed, incident-time traffic, weather, smoke, snow, construction, closures, route choice, gates, private access, final approach, apparatus restrictions, queued incidents, move-ups, live unit position, capability, or dispatch judgment.

A modeled location outside a travel benchmark is not proof of a late observed response. A location within a benchmark is not a guarantee of timely response, unit availability, adequate staffing, or task-capable force assembly. A modeled geographic advantage also does not establish that the other agency's unit can respond without an unacceptable effect on its own first-due area.

The station-pair and boundary analyses are screening and planning tools. Static proximity and modeled travel-time savings do not establish that a company can be closed, absorbed, or relocated. Any staffed-company closure requires verified workload transfer, live availability, donor-area protection, second-due and effective-response-force effects, specialty responsibility, facility capacity, labor implications, and post-change performance monitoring.

Population, ACS, CDC, hazard, WUI, growth, and vulnerability data describe area conditions. They do not establish individual characteristics, individual experience, causation, parcel condition, or a particular resource requirement. The 2020 SILVIS WUI remains a fixed reference geography. The growth model is a planning scenario rather than a guarantee that a development will be approved, constructed, occupied, or generate the projected demand.

The future station-network model gives credit to a planned station or relocation only in the applicable future-network scenario. It does not establish the opening date, funded status, parcel feasibility, construction schedule, or observed performance of that facility.

Critical-occupancy and infrastructure inventories are inventories with defined scope. A mapped record does not establish current operating status, emergency entrance, fire-flow availability, protection-system condition, preplan quality, occupancy, population served, or daily specialty capability.

4.30.7 Facilities Fleet Equipment Policy and Program Records

Available station condition information and site observations support prioritization and further evaluation. They do not constitute a comprehensive architectural, structural, seismic, mechanical, accessibility, environmental, code, or lifecycle assessment. Capital allowances are planning values rather than parcel-specific designs, awarded prices, or complete project estimates. Land availability, temporary operations, escalation, permitting, utilities, relocation, and disposition proceeds require separate validation.

Agency-submitted fleet condition ratings provide an initial screening measure. A recorded reserve designation does not establish surplus, a replacement year does not establish a funded purchase, and an older apparatus is not automatically unavailable or unsafe.

The existence of a written policy, certification requirement, training program, common vendor, or compatible product does not establish uniform field execution, interoperability, daily readiness, or equivalent competence. Those conclusions require qualification records, exercises, inspections, audits, maintenance history, and observed performance.

4.30.8 Financial Dispatch and Organizational Methods

The financial models quantify the stated planning cases using the best available budgets, cost records, public financial evidence, and disclosed assumptions. They are not audited financial statements, appropriations, negotiated labor agreements, certified actuarial valuations, awarded prices, or guaranteed forecasts.

Annual replacement provision, actual capital purchases, operating reserves, opening liquidity, transferred assets, and legacy liabilities are different financial requirements and are not treated as interchangeable.

Dispatch staffing and cost scenarios remain dependent on validated hourly workload, concurrency, authorized and filled positions, minimum console assignments, productive staffing after leave and training, supervisory coverage, facility capacity, backup operations, equipment condition, vendor support dates, useful lives, and the scope and price of continued REMSA services. An allocated municipal Fire share cannot be assumed to become an avoidable cost without testing the residual Police and 911 operation.

- No financial savings should be assigned to an alternative unless the evidence identifies the current cost, proposed cost, implementation cost, transition cost, residual obligation, and portion of current expenditure that would actually leave an agency budget. Operational capacity, avoided elapsed time, or a lower modeled staffing requirement does not by itself create a cash saving.

4.30.9 Governance Legal Insurance CRR and Public Input

Governance analysis identifies legally available structures, decision rights, fiscal conditions, implementation steps, and comparative advantages and disadvantages. It does not establish political acceptance, governing-body approval, labor agreement, statutory compliance, or superior operational performance merely because a particular structure is selected. Many operational improvements can be implemented through interlocal agreements or common policy without changing the employing government.

Legal analysis is based on the primary authorities and enacted law available for the Study. It is not a substitute for legal advice concerning a final governance instrument, tax measure, labor obligation, asset transfer, provider assessment, franchise amendment, or legislative proposal.

Community Risk Reduction records identify existing programs, reported outputs, and opportunities for common measurement.

Potential insurance effects remain conditional and should not be presented as guaranteed savings.

Public feedback identifies participant experience, preferences, and concerns. Participation was voluntary and does not constitute a statistically representative vote or verified measure of regional public opinion. Responses inform planning priorities but do not independently establish operational performance or the feasibility of an organizational alternative.

4.30.10 Regional Measurement Framework

A regional measurement framework should establish:

- A minimum five-year retention period for incident, unit, staffing, AVL, transport, and status records, with longer retention where required for trend, legal, reimbursement, or capital analysis.
- A persistent regional incident identifier linking the originating PSAP, receiving dispatch center, fire response, ambulance response, transport, hospital destination, and applicable clinical record.
- Synchronized clocks and common definitions for 911 answer, transfer, determinant completion, dispatch recommendation, actual assignment, turnout, en route, staging, arrival, patient contact, cancellation, downgrade, clear, transport departure, hospital arrival, offload completion, and return to service.
- Separate fields for requested service level, configured response, actual unit type, response mode driven, upgrade, downgrade, fire-paramedic rider, rider reason, patient disposition, and fire-unit release.
- Continuous unit-status history identifying staffed, available, committed, posted, moved up, cross-staffed, reserved, training, maintenance, administratively assigned, and out-of-service conditions.
- Daily apparatus staffing and personnel qualification records capable of identifying the number and type of personnel and capabilities actually available by unit and shift.
- A confirmed-fire effective-response-force record linking unit and personnel arrival to required task completion.
- Common facility, fleet, equipment, maintenance, lifecycle, condition, and outage definitions supported by periodic professional assessment.
- Comparable financial cost centers separating fire response, EMS first response, transport, dispatch, medical direction, billing, compliance, capital, overhead, transfers, and reimbursement.
- Financial schedules that distinguish total cost, marginal cost, avoidable cost, releasable budget cost, transition cost, stranded cost, restricted resources, receipts, billed charges, contractual allowances, collections, bad debt, charity care, GEMT, Medicaid enhancement, and provider assessments.
- A recurring regional data-quality report showing valid counts, exclusions, duplicates, clock anomalies, classification changes, and breaks in series.

These measures support recurring evaluation of observed regional utilization, actual unit availability, confirmed effective-response-force assembly, EMS handoff and rider effects, comparable cost per call, and validated operational and financial outcomes. They should be treated as regional management controls rather than one-time study requests.

Table 4-7. Summary of analytical uses

Evidence or analytical domain	Supported use
Historical demand	Qualified trends within comparable supplied periods
Agency CAD intervals	Component performance within the stated population
Recorded workload and concurrency	Lower-bound incident commitment and selected reliability patterns

Apparatus availability and utilization	Recorded response and selected commitment measures
Effective response force	Planned personnel and apparatus arithmetic and selected recorded assembly evidence
EMS response integration	Arrival order, fire-first intervals, SFD matched commitment, and configured EMD response
Fixed-road and station models	Structural geography, comparative route opportunity, and corridor priority
Staffing alternatives	Planning comparison of stated staffing and deployment cases
Facility fleet and equipment evidence	Inventory screening and priority identification
Growth hazard WUI and equity evidence	Area-level planning pressure and geographic prioritization
Critical occupancies and infrastructure	Prioritized validation and preplanning queue
Fire financial scenarios	Stated-case cost and conditional funding requirements
Dispatch financial scenarios	Modeled public and incremental regional costs
EMS financial evidence	Selected receipts, cost categories, and statutory formula structure
Governance alternatives	Available structures, authorities, conditions, and implementation sequence
CRR insurance and public input	Program presence, planning priorities, and participant concerns

4.30.11 Methodological Conclusion

The evidence is sufficiently strong to support regional planning, common response and data definitions, targeted operational improvement, closest-appropriate-unit deployment, prioritized capital and facility action, common Standards of Cover development, structured EMS and dispatch integration, conditional financial planning, and phased implementation.

4.31 Ongoing Validation and Method Maintenance

The methodology is intended to support a living regional planning process. Demand, denominators, response components, overnight conditions, unit and specialty status, first- through third-layer depth, regional deployment, ERF, growth, equity, WUI, critical sites, CRR, facilities, fleet, equipment, training, policy alignment, EMS, dispatch, finance, and implementation performance should be reviewed on a recurring schedule.

A station opening or relocation, company or apparatus change, major run-card revision, CAD/AVL implementation, aid-agreement change, new road connection, major development occupancy, WUI or hazard update, facility outage, labor agreement, funding change, or data-definition change should trigger the applicable model and baseline refresh. Observed post-change results replace assumptions only after a representative period and data-quality review.

The regional data dictionary should govern incident identifiers; originating and receiving call milestones; dispatch recommendation and actual assignment; en route, staged, arrival, and clear status; priority and response mode; station, unit, apparatus, staffing, qualification, reserve, and out-of-service status; move-up and cross-staffing; aid; cancellation and downgrade; service environment; risk class; task and ERF chronology; WUI; growth; and critical-site relationships. Governance should assign an owner for each field, rule, release, and correction.

Method changes should be prospective and documented. Historical values should be recalculated only when the revised rule can be applied consistently; otherwise, the break in series remains visible. Public reporting should show the objective, current and prior comparable result, valid count, exclusion information, and material qualifications.

Methodological conclusion. The evidence is sufficiently strong to support regional planning, prioritized operational and capital action, adoption of common measurement rules, structured operational alignment, conditional fleet and equipment evaluation, and phased implementation.

PART 2: BASELINE ANALYSIS, EMERGING TRENDS, AND RECOMMENDED STANDARDS OF COVER

Chapter 5: Existing Regional Planning and Community-Risk Framework

The Study's growth, hazard, station-network, deployment, and capital analyses operate within an established hierarchy of regional plans, local land-use policies, hazard-mitigation programs, wildfire-planning documents, and development regulations. Together, these sources establish where and how the region expects to grow, the hazards that must be considered, and the governmental processes through which service and facility decisions are made. They do not, individually or collectively, predetermine station locations, staffing levels, apparatus assignments, land-use approvals, or capital authorizations. Those decisions require the operational, financial, engineering, and public processes addressed throughout this report.

5.1 Purpose and Scope

Regional fire and emergency medical service planning does not occur independently of land-use planning, population forecasting, infrastructure investment, hazard mitigation, or development review. Decisions about where people live and work, how development connects to the transportation network, where critical infrastructure is located, and how communities address wildfire, flood, earthquake, and other hazards influence both the quantity of emergency demand and the conditions under which fire and EMS agencies must respond.

This chapter establishes the planning and community-risk framework within which the Study's later analyses should be interpreted. Its purpose is not to conduct formal plan-conformance review or to make land-use determinations. Instead, it identifies the planning authorities and evidence relevant to regional fire/EMS service delivery and explains how that evidence is translated into operational questions.

The regional planning record supports coordinated, forward-looking fire/EMS analysis. It establishes a basis for evaluating growth, hazards, infrastructure dependencies, access, and service pressure.

5.2 Planning Authorities and Decision Hierarchy

Regional fire/EMS planning is shaped by several authorities with different legal, geographic, and functional responsibilities. The Truckee Meadows Regional Planning Agency establishes the regional planning framework and consensus population forecast. Reno, Sparks, and Washoe County maintain their own land-use plans, development regulations, capital programs, and public-facility policies. Emergency-management organizations and participating jurisdictions maintain the regional hazard-mitigation framework. Fire agencies, building officials, and land-use authorities administer fire-code, WUI, access, water-supply, and development-review requirements within their respective jurisdictions.

These responsibilities overlap, but they are not interchangeable. A regional population forecast establishes the amount of anticipated growth; it does not approve a development. A local master plan establishes land-use direction; it does not determine an operational fire-company configuration. A hazard-mitigation plan identifies threats and mitigation priorities; it does not prescribe a station count. A WUI code establishes property- and project-level requirements; it does not provide a time-specific forecast of where future wildfire incidents will occur.

The principal planning functions and their treatment in the Study are summarized below.

Table 5-1. Planning functions

Planning function	Principal framework or authority	Use in the Study	Decision reserved to responsible authority
Regional population amount	TMRPA 2024 Consensus Forecast	Controls countywide population totals through 2031	Adoption or amendment of the regional forecast
Regional planning hierarchy	2024 Truckee Meadows Regional Plan	Establishes regional vision, coordination context, and implementation framework	Formal regional-plan conformance
Expected growth location	TMRPA and local approved/planned development evidence	Supports spatial allocation of forecast growth and identification of service-pressure areas	Project entitlement, timing, phasing, or completion
Reno land use and public facilities	ReImagine Reno and related City plans and programs	Provides policy context for growth, redevelopment, infrastructure, resilience, and public services within Reno	Parcel-level conformance, zoning, permitting, siting, and capital authorization
Sparks land use and public facilities	Sparks Comprehensive Plan and development-review framework	Provides policy context for growth, infrastructure, fiscal review, and public services within Sparks	Annexation, zoning, entitlement, permitting, siting, and capital authorization
Unincorporated Washoe County	Envision Washoe 2040 and applicable area plans	Provides policy context for unincorporated growth, rural development, public facilities, natural resources, and resilience	County land-use, zoning, permitting, and capital decisions
Regional hazards	2025 Washoe County Regional Hazard Mitigation Plan	Establishes the regional multi-hazard context and mitigation priorities	Adoption of mitigation actions and jurisdictional implementation
Reno wildfire planning	2026 City of Reno Community Wildfire Protection Plan	Provides wildfire-risk, mitigation, preparedness, and interagency-coordination context	Program prioritization, funding, and implementation
Property-level WUI controls	Applicable WUI code, fire-hazard lookup, fire code, and fire-district determinations	Informs site-stage review of access, water, defensible-space, ignition resistance, and hazard classification	Project-specific regulatory and fire-code determinations

Planning function	Principal framework or authority	Use in the Study	Decision reserved to responsible authority
Fire/EMS deployment	Responsible fire agencies and governing bodies	Evaluated through demand, workload, travel-time, reliability, resource-depth, and risk analyses	Staffing, apparatus, station assignments, deployment policy, and operating budgets
Capital facility delivery	Local governments, fire agencies, regional partners, and funding authorities	Evaluated through facility condition, network need, site feasibility, cost, and implementation sequencing	Site acquisition, design, funding, construction, and authorization

The planning hierarchy therefore functions as a set of linked decision layers, on which parts of this Study build. Regional planning establishes common assumptions and coordination mechanisms. Local planning determines how growth and infrastructure are managed within each jurisdiction. Hazard and wildfire planning identify the conditions that require mitigation and preparedness. Operational analysis tests whether the emergency service network can meet current and future needs. Capital and governing processes determine which actions are funded and implemented.

5.3 Planning Evidence, Status, Geography, and Interpretation Controls

Planning documents differ in legal status, geographic coverage, effective date, level of detail, and intended use. Those differences are material to the analysis. The Study applies five interpretation controls to determine which planning documents to use and how.

First, each source is used only for the function it is designed to serve. Population forecasts control population totals. Land-use and development sources inform spatial allocation. Hazard plans establish hazard context and mitigation direction. Fire/EMS records establish incident demand, deployment, workload, and performance. Facility and capital records establish building condition, project status, and implementation constraints.

Second, jurisdictional boundaries are respected. Reno policy applies within Reno, Sparks policy within Sparks, and Washoe County policy within unincorporated County territory. Envision Washoe 2040 is not applied as the local land-use plan inside Reno or Sparks, and it is not substituted for the separate planning framework applicable to the Tahoe Planning Area.

Third, the Study distinguishes policy direction from implementation certainty. A policy encouraging compact development, infrastructure coordination, hazard mitigation, or resilient public services establishes an analytical consideration. It does not by itself establish that a facility will be built, that a station must be relocated, or that an emergency response standard has been satisfied.

Fourth, quantitative evidence is controlled by source date, geography, and model role. The model uses only publicly adopted evidence. Lifecycle and project-delivery timing assumptions are evaluated through bounded scenarios, aggregate-control reconciliation, evidence grading, and sensitivity testing. Information that documents current procedures or institutional responsibilities may be used as context without being introduced as a new quantitative model input.

Fifth, the Study preserves separate analytical dimensions rather than combining unlike evidence into a single planning or risk score. Growth, hazard exposure, access, incident demand, workload, resource depth, demographic conditions, facility condition, and project readiness remain separately identifiable. This allows decision-makers to see why a location or action receives attention and which

uncertainty could change the conclusion, and to prevent the creation of additional indexes that compete with existing policies.

5.4 Truckee Meadows Regional Plan and Regional Population Framework

The 2024 Truckee Meadows Regional Plan establishes the principal regional framework for coordinating growth, infrastructure, natural resources, and implementation across the Truckee Meadows. It provides a shared regional vision while recognizing that Reno, Sparks, Washoe County, and affected entities retain distinct responsibilities for local planning, regulation, infrastructure, and service delivery. For fire/EMS purposes, the Regional Plan is important in three ways.

First, it provides a common frame for considering the cumulative effects of growth. Emergency demand does not stop at municipal boundaries, and development in one jurisdiction can affect transportation corridors, water systems, mutual-aid relationships, hospitals, dispatch functions, and neighboring response resources. A regional frame allows those effects to be evaluated as parts of one service environment even when the resulting decisions remain local.

Second, the Regional Plan provides a mechanism for considering the relationship between growth and infrastructure. Its public-infrastructure framework addresses potable water, wastewater, flood and stormwater systems, transportation, and schools. Fire and EMS facilities are not one of the five statutory public-infrastructure-plan categories. Consequently, the regional public-infrastructure program should be treated as an important source of growth and infrastructure context, not as a regional fire-station facilities plan or a substitute for fire-agency capital analysis.

Transportation projects can change emergency access and travel patterns. Water infrastructure can affect fire flow and suppression capability. Flood-control projects can affect station accessibility and continuity. School construction can introduce substantial daytime populations and life-safety responsibilities. None of those investments, however, independently establishes the quantity, configuration, staffing, or location of fire/EMS resources.

Third, the Regional Plan's natural-resource framework provides information relevant to early identification of environmental and hazard constraints. Natural-resource consideration does not determine whether a conceptual fire-station location is feasible, but it helps identify matters that must be evaluated before a site proceeds. Those matters may include water resources, flood conditions, sensitive lands, tribal coordination, wildfire exposure, and the cumulative effects of new infrastructure.

The TMRPA Consensus Forecast is the controlling regional population source for the Study. TMRPA prepares the forecast on a recurring cycle using regional and external demographic information, reconciles the forecast with regional considerations, and disaggregates the countywide estimate among Reno, Sparks, and unincorporated Washoe County. The forecast provides a common population basis for regional and local facility planning.

Every Study growth scenario uses the same annual county population control through 2031. The scenarios do not compete over how many people will be present in Washoe County. Instead, they test alternative spatial allocations of the controlled growth total and the corresponding incident-generation relationships.

This distinction between growth amount and growth location is essential. The regional forecast answers how much population growth the model must accommodate. It does not, at the level needed for station-network analysis, determine precisely where each additional resident will live, when each housing unit will be occupied, or which planned project will proceed first.

5.5 ReImagine Reno: Growth, Public Facilities, and Resilience

ReImagine Reno provides the local land use and policy framework for evaluating growth, redevelopment, infrastructure, resilience, and public services within the City of Reno. Its relevance to fire/EMS planning arises from the relationship between development patterns and the service network, not from any assumption that the plan itself prescribes a station configuration.

Reno contains multiple planning conditions that can create different forms of emergency-service pressure. Established urban areas may experience redevelopment, intensification, changes in occupancy, increased traffic, and demand associated with aging or vulnerable populations. Growth areas at the urban edge may present longer response paths, fewer alternate routes, wildfire exposure, and greater dependence on infrastructure that must be delivered in phases. Employment, institutional, entertainment, and mixed-use districts may generate demand that is not proportional to resident population. Major transportation corridors can support access but can also experience congestion, grade separations, limited crossings, or incident-related blockage.

The City's regional-infrastructure function emphasizes coordination with Washoe County, Sparks, the Regional Transportation Commission, the Truckee Meadows Water Authority, the Nevada Department of Transportation, TMRPA, tribal entities, the University of Nevada, Reno, and water and flood-management organizations. That coordination is directly relevant to emergency service because fire/EMS performance depends on systems that fire agencies do not control alone.

For example, land-use approval may determine allowable development intensity, but transportation agencies influence road capacity and connectivity. Water providers influence the infrastructure available for suppression. Flood-management decisions affect access and facility continuity. Utility and communications providers affect station operations and dispatch reliability. Large public and institutional projects can change both daytime population and specialized response needs.

The Study uses Reno's planning framework to identify these relationships and to test whether the existing fire/EMS network remains appropriate as the city changes. It does not make parcel-level findings of master-plan conformance, approve development, interpret zoning, or select property for acquisition.

Where a conceptual station search area is identified within Reno, the location represents an operational geography: an area from which a resource could improve modeled access, workload distribution, resource depth, or continuity. It is not an endorsed parcel. Exact siting requires City planning and zoning review, environmental and natural-resource analysis, current WUI and fire-code review, flood and seismic evaluation, transportation access, utility availability, engineering, constructability, property control, neighborhood compatibility, cost development, and formal capital authorization.

5.6 Sparks Comprehensive Plan: Growth, Infrastructure, and Service Direction

The Sparks Comprehensive Plan provides the local policy framework for land use, growth, infrastructure, and community development within the City of Sparks. The city's Planning Division administers development-review processes that include comprehensive-plan amendments, rezonings, annexations, planned developments, subdivisions, conditional uses, and related applications.

This development-review structure is relevant to fire/EMS analysis because the form, location, and phasing of new development can affect both municipal service demand and regional resource relationships. Development near an existing station may still increase unit workload enough to reduce availability for surrounding areas. Development near a jurisdictional boundary may receive its

closest practical support from a resource in another agency. Large employment or industrial projects can introduce high-consequence hazards or specialized response requirements even when they add relatively little residential population.

Sparks also uses fiscal review for specified categories of major planning and development actions. Such review provides a mechanism for considering public-service effects during the land-use process. It should not, however, be treated as a substitute for fire/EMS workload, deployment, resource-depth, or capital analysis unless the underlying review explicitly evaluates those factors.

The Study uses the Sparks planning framework to answer three service questions. The first is whether growth is likely to add demand to already active companies or response areas. The second is whether the transportation network provides sufficient access and alternate routing as development expands. The third is whether new land uses introduce risks that require prevention, inspection, pre-incident planning, specialized capability, additional water supply, or multi-company response capacity.

As with Reno, the Study does not make parcel-level conformance, zoning, entitlement, annexation, or permitting determinations. A conceptual operational need identified in the Study must be carried through the City's applicable planning, development, fiscal, engineering, and capital processes before it becomes an authorized project.

5.7 Envision Washoe 2040: Unincorporated Growth, Rural/WUI Conditions, and Public Facilities

Envision Washoe 2040, adopted in January 2024, is the principal local planning framework for unincorporated Washoe County. It establishes goals and policies intended to guide growth, land use, infrastructure, natural resources, public services, and community character over a long-range planning horizon.

The unincorporated County presents a particularly varied fire/EMS planning environment. It includes suburbanizing areas, established communities, rural settlements, large undeveloped areas, mountainous terrain, WUI conditions, limited-access corridors, and locations where development intensity and emergency demand are separated by substantial travel distance. These conditions can make a uniform service-planning approach inappropriate.

In more urbanized unincorporated areas, the principal questions may involve workload, cross-jurisdictional response, street-network continuity, and the cumulative effects of nearby city growth. In rural or remote areas, the central questions may instead involve travel distance, volunteer or career resource availability, water supply, communications, severe-weather access, evacuation, and the ability to assemble an effective response. In WUI areas, community risk reduction, defensible-space, ignition-resistant construction, fuel management, evacuation preparedness, and interagency wildfire operations may be as important as first-due station access.

Envision Washoe 2040 informs these questions but does not resolve them by itself. A land-use designation may allow development at a particular intensity without demonstrating that fire/EMS resources can reach every future structure within a selected travel-time objective. Conversely, long travel time in a sparsely populated area does not automatically justify a fully staffed station without evidence of demand, risk, system benefit, cost, and long-term operating feasibility.

The Study therefore evaluates unincorporated growth through both accessibility and sustainability. It considers whether a proposed improvement would materially reduce exposure to delayed response, whether the resource would support surrounding communities and regional incidents, whether

sufficient demand and risk exist to justify continuing operating costs, and whether prevention or mitigation measures can address part of the identified risk.

Envision Washoe 2040 is applied only within its proper jurisdiction. It is not used as the local land-use framework inside Reno, Sparks, or the Tahoe Planning Area. Where incorporated and unincorporated growth interact, the Study evaluates the regional service effect while preserving the planning authority of each jurisdiction.

5.8 Cross-Jurisdictional Growth and Fire-Service Coordination

The geography of emergency response does not align perfectly with the geography of land-use authority. A city or the County may approve development within its boundary, while the closest available fire resource, supporting company, hospital route, water facility, evacuation corridor, or critical infrastructure may cross another boundary.

This condition makes cross-jurisdictional coordination a central part of regional service planning.

A development may create direct demand for the agency with jurisdiction while also increasing requests for mutual or automatic aid. Heavy workload at one station can reduce the availability of that station to assist a neighboring jurisdiction. Simultaneous incidents can require companies to move across the region, affecting coverage in the areas they leave. A roadway closure, wildfire, flood, or communications disruption may require alternate resources and routes that are not visible in a jurisdiction-only analysis.

The regional planning framework supports consideration of these cumulative effects, but it does not transfer land use or operating authority. Each jurisdiction remains responsible for its planning and development decisions. Each fire agency and governing body remains responsible for its deployment, staffing, budget, and agreements.

The Study consequently separates two questions that are sometimes combined. The first is which authority controls a planning or operating decision. The second is which communities and resources experience the operational effect. The first follows jurisdictional authority. The second must be evaluated regionally.

This approach is particularly important near municipal boundaries, in developing peripheral areas, along limited-access transportation corridors, and in locations where the closest resource may not belong to the agency with jurisdiction. It allows the Study to identify opportunities for coordinated facilities, shared training, common communications, aligned capital timing, automatic-aid refinement, or specialty-resource sharing without assuming that organizational consolidation is required.

5.9 Regional Hazard-Mitigation, Wildfire-Planning, and WUI Framework

The 2025 Washoe County Regional Hazard Mitigation Plan is the principal adopted regional source for the multi-hazard environment. The plan was developed with participating jurisdictions and established a shared framework for mitigation, prevention, preparedness, response, and recovery.

The regional hazard record identifies wildland fire as the region's highest local hazard priority. It also places fire/EMS planning within a broader hazard environment that includes flooding, earthquakes, severe weather, drought, hazardous materials, infrastructure disruption, and other threats. These hazards can affect emergency demand directly and can impair the systems on which response depends.

The hazard plan informs the Study in four ways:

1. It establishes which hazards require explicit consideration in service and facility planning.
2. It identifies mitigation and preparedness as necessary complements to emergency response.
3. It supports evaluation of facility continuity, access, communications, water supply, evacuation, and interagency coordination.
4. It provides context for understanding how continued development in higher-risk areas can increase both routine service pressure and low-frequency, high-consequence exposure.

The hazard plan does not prescribe a specific station count, staffing level, apparatus assignment, response-time standard, or capital project. Those matters are addressed through the operational and financial analysis below.

The 2026 City of Reno Community Wildfire Protection Plan provides a more focused wildfire-planning framework. It addresses collaborative wildfire planning, community risk analysis, vegetation and fuel reduction, structural ignitability, preparedness, public involvement, and interagency coordination. Its role is complementary to the Regional Hazard Mitigation Plan: the regional plan addresses multiple hazards across participating jurisdictions, while the CWPP provides more detailed wildfire-risk and mitigation direction for Reno.

The County's WUI Code Guide and current fire-hazard lookup serve a different function. They support property- and project-level determinations involving fire-hazard severity, defensible-space, ignition-resistant construction, access, water conformity, and fire-district review. These requirements can reduce risk at individual properties and developments, but they do not eliminate the need for regional wildfire preparedness or emergency-response capacity.

Table 5-2. Planning frameworks

Framework	Primary function	Appropriate Study use	Use not supported
Regional Hazard Mitigation Plan	Regional multi-hazard assessment and mitigation strategy	Hazard priorities, infrastructure dependencies, continuity, preparedness, and mitigation context	Direct derivation of station, staffing, or apparatus quantities
Community Wildfire Protection Plan	Community-scale wildfire risk reduction and coordination	Fuels, structural ignitability, preparedness, community engagement, and interagency priorities	Prediction of future wildfire incidents or automatic determination of station need
WUI code and fire-hazard lookup	Property- and development-level regulation	Current site review, defensible-space, ignition resistance, access, and water requirements	Versioned regional forecast of future WUI geography
Fixed SILVIS 2020 WUI reference	Reproducible analytical geography	Consistent comparison of current conditions and projected all-incident growth within a fixed reference area	Representation of an adopted 2031 WUI boundary or forecast of future wildfire incidents

For quantitative overlays, the Study retains the 2020 SILVIS WUI as a fixed reference geography. The planning record does not provide an adopted, time-specific 2031 WUI boundary suitable for reproducible modeling. The Study therefore does not project future WUI geometry.

Projected incident growth within the fixed WUI reference is described as projected all-incident growth occurring within that reference geography. It is not labeled as projected wildfire incidents. Wildfire occurrence depends on ignition, fuel, weather, suppression conditions, human behavior, and other factors that cannot be inferred from population growth alone.

5.10 Critical Facilities, Infrastructure, and Development Review

Fire/EMS service depends on a network of infrastructure and institutions extending beyond stations and apparatus. Transportation systems determine whether resources can reach incidents. Water systems affect suppression capability. Dispatch, radio, power, and data systems support communication and coordination. Hospitals receive transported patients. Schools, care facilities, correctional facilities, utility installations, government buildings, and major employment sites can generate specialized incidents or require complex evacuation and continuity planning.

Regional and local planning documents help identify where these dependencies exist and how they may change. They do not replace facility-specific risk assessment or operational preplanning.

A major roadway improvement may create a faster route under normal conditions while introducing construction detours or new access-control features. A water project may improve system capacity while leaving site-specific fire-flow questions for development review. A new school may add a critical facility and a concentrated daytime population. A large industrial project may require hazardous-materials planning, specialized suppression systems, or coordinated inspection. A new care facility may increase medical demand and evacuation complexity.

These examples demonstrate why development review must consider both project compliance and systemwide effects. A project may satisfy site-level access, hydrant, construction, and fire-code requirements while still adding sufficient incident demand to affect company availability. Conversely, a regional workload concern does not establish that a particular project is noncompliant.

The Study addresses the systemwide question. Project-specific plan review, fire-code review, water-supply approval, engineering, inspection, and permitting remain with the responsible authorities.

Critical facilities also require continuity analysis. A station that is well located for routine response may be exposed to flood, wildfire, seismic damage, power interruption, communications loss, or access failure. A hospital or dispatch center may remain structurally functional but become difficult to reach. Later chapters evaluate these dependencies as part of operational resilience rather than assuming that the presence of a facility ensures its availability during a major event.

5.11 Planning Implications for Equity, Access, and Community Resilience

Planning decisions influence how emergency-service benefits and burdens are distributed. Development location affects travel distance and unit workload. Transportation design affects access and route redundancy. Housing form and affordability affect where different populations can live. Infrastructure sequencing affects whether growth occurs with adequate roads, water supply, communications, and supporting systems. Hazard-mitigation investments affect the ability of communities to prepare for and recover from disruptive events.

The Study evaluates geographic risk and demographic vulnerability independently before considering where they converge. The geographic analysis tests whether higher-risk locations experience materially worse service than comparable locations served by the same agency and situated within the same service environment. The demographic analysis separately tests whether areas with elevated population or housing vulnerability experience materially worse service than less-vulnerable

but otherwise comparable areas. A demographic characteristic, hazard condition, or planning designation does not by itself establish inadequate service or inequity.

This distinction is important for planning. A community may contain a high proportion of older adults, persons with disabilities, limited-income households, or households without vehicles without experiencing a demonstrated fire or EMS service disadvantage. Such conditions may nevertheless require accessible warning, evacuation assistance, medical-continuity planning, transportation support, or targeted preparedness. A rural or WUI community may present a material geographic service concern because of distance, constrained access, wildfire exposure, limited water supply, or reduced resource redundancy even when demographic convergence is not demonstrated.

Planning agencies can address these conditions through their established development-review, capital-improvement, hazard-mitigation, WUI, transportation, and infrastructure frameworks. Development review can require adequate emergency access, road connectivity, addressing, water supply, and delivery of supporting infrastructure. Capital planning can test whether an investment preserves or improves service without transferring risk to another community. Mitigation and preparedness programs can address defensible space, home hardening, evacuation readiness, smoke and heat exposure, medical continuity, and accessible public communication. Interagency planning can address communities that rely on cross-boundary resources or have limited alternative access.

Each condition should be connected to the response capable of addressing it. Demographic vulnerability may support additional outreach, assistance, warning, evacuation, or preparedness measures. An access deficiency may require roadway, dispatch, deployment, or station-network review. Workload or availability concerns may require operational or staffing changes. Wildfire exposure may require mitigation, code administration, evacuation planning, water-supply coordination, and response readiness. Treating these conditions as a single score would conceal the nature of the problem and could direct resources toward an action that does not address the underlying need.

5.12 Key Planning-to-Operations and Planning-to-Capital Decisions

Planning evidence becomes operationally meaningful through a sequence of key decisions. Each decision point answers a different question and prevents a planning indicator from being treated prematurely as a capital conclusion.

Table 5-3. Planning decisions

Key decisions	Question	Principal evidence
1. Planning direction	Is growth, redevelopment, or infrastructure change directed or reasonably expected?	Regional and local plans, forecasts, development records, and capital programs
2. Demand effect	How much additional fire/EMS activity could the change generate?	Incident history, population, employment, occupancy, land use, and demand relationships
3. Access effect	Can existing resources reach the area through the available road network?	Travel-time modeling, roadway connectivity, barriers, alternate routes, and station locations
4. Capacity effect	Can existing companies absorb the demand while remaining available for other incidents?	Unit workload, simultaneous demand, reliability, utilization, and move-up patterns

Key decisions	Question	Principal evidence
5. Effective-response effect	Is sufficient resource depth available for structure fires, rescues, wildfire, hazardous materials, and other complex incidents?	Multi-unit travel, staffing, apparatus capability, aid relationships, and specialty resources
6. Mitigation alternatives	Can prevention, code, infrastructure, deployment, aid, or community-risk-reduction measures address the need?	Fire prevention, WUI programs, water and access improvements, scheduling, deployment, and agreements
7. Facility feasibility	If a capital facility remains warranted, is a suitable site available and resilient?	Land use, zoning, property, WUI, flood, seismic, environmental, access, utilities, engineering, and constructability
8. Financial and organizational feasibility	Can the project and continuing operations be funded and governed sustainably?	Capital cost, operating cost, staffing, revenue, agreements, implementation responsibility, and authorization

A station or apparatus proposal should not proceed solely because growth appears on a map. The proposal should be supported by evidence that the growth produces an access, capacity, effective-response, continuity, or system-reliability problem that cannot be addressed more appropriately through another measure.

The same logic applies to station closure or consolidation. A planning document, facility deficiency, or mapped overlap does not demonstrate that an emergency-response function can be removed. Closure analysis must evaluate incident demand, first-due coverage, unit workload, resource depth, simultaneous incidents, aid dependency, specialty functions, hazard exposure, facility alternatives, capital cost, operating effects, and the consequences of degraded access.

Conceptual station search nodes used later in the Study therefore describe general operational geographies. Before any location becomes a project site for a prospective station, it must pass through local land-use review, environmental and hazard review, transportation and access validation, utility and fire-flow analysis, site-control negotiations, engineering and constructability review, cost estimating, public and governing-body processes, and capital authorization.

5.13 Relationship to Later Analytical Chapters

This chapter establishes the planning and community-risk framework for the analyses that follow.

Later chapters combine population, development, demographic conditions, historical demand, response performance, workload, resource reliability, service equity, hazards, critical occupancies, effective response force, and projected growth to identify current and emerging service needs. The station-network, facility, capital, standards-of-cover, prevention, operational, governance, financial, EMS, dispatch, and implementation analyses then evaluate the available responses and their feasibility.

Planning evidence identifies where conditions warrant attention. Operational evidence determines whether a service problem exists. Capital, policy, financial, and governance analysis determines which response is appropriate, feasible, and sustainable. Formal decisions remain with the responsible governing authorities.

5.14 Limitations and Update Requirements

The planning framework is subject to several limitations. Population forecasts are estimates and will change as demographic, economic, housing, and migration conditions change. Development pipelines are dynamic. Projects may be added, delayed, redesigned, phased differently, or withdrawn. Local plans and codes may be amended. Infrastructure schedules may change. WUI and fire-hazard determinations may be updated as mapping methods, hazard information, and regulatory requirements evolve.

The Study does not assume that every planned development will be occupied by 2031. It also does not assume that development absent from the documented pipeline cannot occur. Limited scenarios and sensitivity testing are used to distinguish findings that remain stable under different allocations from findings that depend on a specific growth sequence.

The Study does not conduct parcel-level land-use, zoning, entitlement, annexation, environmental, or code-conformance review. Conceptual facility locations are not surveyed sites, appraisals, acquisition recommendations, or engineering designs.

Current planning, WUI, and development-review information may document procedures and responsibilities but does not necessarily provide a versioned quantitative dataset. Such information is used as regulatory or institutional context unless it meets the Study's quantitative evidence controls.

The regional planning framework should be revisited when:

1. TMRPA adopts a new consensus population forecast;
2. a local jurisdiction materially amends its master or comprehensive plan;
3. a major development changes scale, location, phasing, or approval status;
4. a major transportation, water, flood-control, hospital, or public-facility project changes;
5. a new hazard-mitigation plan or community wildfire protection plan is adopted;
6. WUI, fire-hazard, flood, or seismic information materially changes;
7. fire agencies change station assignments, staffing, apparatus, aid agreements, or deployment policy; or
8. observed incident demand differs materially from modeled growth.

Updating the planning record should trigger review of affected assumptions rather than automatic replacement of every Study conclusion. Findings supported by current demand, workload, access, and resource-depth evidence may remain valid even if a specific development schedule changes. Findings driven primarily by one future project should be reconsidered if that project changes.

5.15 Detailed Narrative Findings and Conclusions

5.15.1 Coordinated Framework and Distributed Responsibility

The Truckee Meadows has an established framework for regional forecasting, local land-use planning, infrastructure coordination, hazard mitigation, wildfire planning, and development review. Responsibility remains divided, however. TMRPA establishes the regional population framework; Reno, Sparks, and Washoe County control local planning and development; fire agencies control deployment and operations; and infrastructure providers control systems on which emergency response depends. Regional improvement therefore requires coordinated action even when authority remains distributed.

5.15.2 Growth Amount Is More Certain Than Location and Timing

The TMRPA Consensus Forecast provides the controlling countywide population estimate through 2031. The precise location and timing of that growth are less certain. Approved and planned developments indicate where growth is directed but do not guarantee project delivery.

The Study addresses this uncertainty by testing a defined range of geographic growth scenarios using the same regional growth total. Service needs that appear under multiple reasonable allocations warrant greater attention, while needs dependent on a particular project or development sequence should be monitored against development milestones.

5.15.3 Local Conditions Require Different Service Responses

Reno, Sparks, and unincorporated Washoe County present different growth and service conditions. Reno combines established urban demand, redevelopment, institutional activity, peripheral growth, traffic constraints, and WUI exposure. Sparks combines established urban areas with continued residential and employment expansion. Unincorporated areas include suburban, rural, remote, and WUI environments where access, water supply, evacuation, communications, and operating sustainability may be as important as incident volume.

A common regional methodology is appropriate, but solutions must reflect local conditions. Urban workload may require additional unit capacity; peripheral growth may require access or station-network action; and rural or WUI risk may require mitigation, aid, water-supply improvements, and strategically located resources.

5.15.4 Hazard Planning and WUI Regulation Have Defined Roles

Regional hazard and wildfire plans support mitigation, preparedness, facility continuity, public education, evacuation planning, and interagency coordination. They do not independently determine station locations, staffing, apparatus assignments, or response standards.

Property-level WUI requirements address construction, defensible space, access, and water supply. Regional wildfire analysis addresses broader exposure, evacuation, resource movement, simultaneous incidents, and community resilience. The 2020 SILVIS WUI remains a fixed analytical reference; growth within it represents projected all-incident service pressure in a WUI setting, not a forecast of future wildfire incidents. Mitigation and response capacity remain complementary requirements.

5.15.5 Infrastructure Coordination Should Precede Capital Decisions

Fire and EMS outcomes depend on transportation, water, communications, power, healthcare, flood control, and other infrastructure. Incorporating fire and EMS needs early in growth and infrastructure decisions can preserve station-site options, improve access and fire flow, address evacuation requirements, and coordinate capital timing.

Planning evidence identifies where conditions should be monitored; it does not establish that every growth area requires a new station or that an existing station can be closed. A capital recommendation requires evidence of a material and persistent operational problem, confirmation that a facility is the appropriate response, and consideration of continuing staffing, apparatus, maintenance, and replacement costs.

5.15.6 Overall Conclusion

The regional and local planning framework supports coordinated, risk-informed fire and EMS planning. Its principal limitation is the division of responsibility among multiple authorities and decision processes. Effective implementation depends on connecting regional forecasts and hazard priorities with local development review, infrastructure delivery, fire-agency operations, capital programming, and sustainable funding.

Planning evidence identifies where future demand or risk may emerge. Operational analysis determines whether access, workload, reliability, or resource-depth problems exist. Capital and financial analysis determine whether a proposed response is feasible and sustainable. Formal decisions remain with the responsible jurisdictions, fire agencies, infrastructure providers, and governing bodies.

Chapter 6: Regional Community and Service Environment

6.1 Purpose, Scope, and Questions Addressed

This chapter establishes the community and service-environment context within which the Reno Fire Department, Sparks Fire Department, and Truckee Meadows Fire Protection District provide fire, emergency medical, rescue, prevention, and disaster-support services. It identifies the population, housing, access, settlement, communication, evacuation, critical-location, and growth conditions that later chapters must consider when they measure demand, travel, workload, resource depth, effective-response-force assembly, specialty capability, station-network access, and service-delivery equity.

The chapter also separates three geographies that are easily confused. Countywide estimates describe the overall population base. Service-environment categories describe broad operating conditions such as urban, suburban, rural/WUI, and special use. Response-territory proxies assign small-area Census data to current-station catchments so that community conditions can be viewed in relation to the physical response network. None of those geographies replaces legal jurisdictional boundaries or proves which agency or unit actually responded to an incident.

Together, these community conditions help identify where warning, prevention, access, evacuation, response, and recovery may require different methods or additional support. These conditions identified where further analysis was warranted, and the integrated analyses in later chapters explore whether they correspond to a response failure, an inequity, or support case for adding, removing, relocating, or consolidating a station or company.

6.2 Regional Geography and Jurisdictional Setting

The regional Study area combines the incorporated cities of Reno and Sparks with the extensive unincorporated territory served by TMFPD and explores options for consolidation. Station and territory maps appear in the following Annexes: Annex B (Reno Fire Department), Annex C (Sparks Fire Department), and Annex D (TMFD). The urbanized core is physically continuous in many locations even though governance, dispatch, staffing, and operational responsibility remain agency specific. At the metropolitan edge, city and district areas meet along travel corridors and developing neighborhoods where the nearest station may be across an administrative boundary. Beyond that edge, the service network extends into valleys, foothills, mountain corridors, industrial areas, and WUI communities where distance and route structure can become dominant constraints.

This geography creates two simultaneous planning problems. The first is concentration: most residents, structures, institutions, and daily incidents are located in a relatively small metropolitan footprint. The second is extent: a much smaller share of residents is distributed across thousands of square miles that still require first response, backup, specialty capability, command, communications, and continuity during wildfire, winter weather, flooding, transportation incidents, or other disruptions. A system designed only around annual incident concentration would understate the obligation created by geographic reach; a system designed only around land area would understate the workload and concurrency of the urban core.

Road access is equally important. Dense urban grids can offer multiple routes, but congestion, rail crossings, limited-access roads, redevelopment, construction, and high incident concurrency can offset the apparent advantage of short distance. Suburban and edge areas may have newer roads but fewer cross-connections, limited bridge or arterial alternatives, gated access, or development patterns that concentrate traffic at a small number of exits. Rural and mountain properties may be reached through long corridors, steep grades, private roads, unpaved segments, seasonal conditions,

or difficult final approaches. Straight-line proximity therefore cannot substitute for road-network travel or observed performance.

The region's jurisdictional structure also means that community geography and agency geography do not always align. A resident's practical access to emergency service depends on the location and availability of an appropriate unit, the road network, communications and dispatch visibility, run-card and aid rules, apparatus and crew capability, and the condition of neighboring coverage after the unit is committed. Boundary proximity is a reason to examine coordinated deployment; it is not evidence on its own that one agency has spare capacity or that a company can be removed.

6.3 Population Distribution and Settlement Pattern

The 2024 American Community Survey tract estimates describe 497,200 residents in the county. The service-environment classification assigns 399,974 residents, or 80.4 percent, to urban tracts. Those residents occupy 119.4 square miles, only about 1.9 percent of the classified land area. By contrast, rural/WUI tracts contain 64,659 residents, or 13.0 percent of the population, across 6,141.7 square miles, approximately 97.2 percent of the classified land area. Suburban tracts contain 32,411 residents across 44.9 square miles; special-use tracts contain very little residential population but may contain consequential industrial, aviation, transportation, or other functions.

The contrast is operationally substantial. The resulting screening densities are approximately 3,350 residents per square mile in the urban environment, 722 in the suburban environment, and 11 in the rural/WUI environment. Urban density is therefore more than 300 times the rural/WUI screening density. Density does not translate directly into calls or staffing, but it explains why the same county can experience concentrated urban workload and long rural travel at the same time.

The figure and table below compare population and classified land shares.

Figure 6-1. Population concentration and geographic extent by service environment

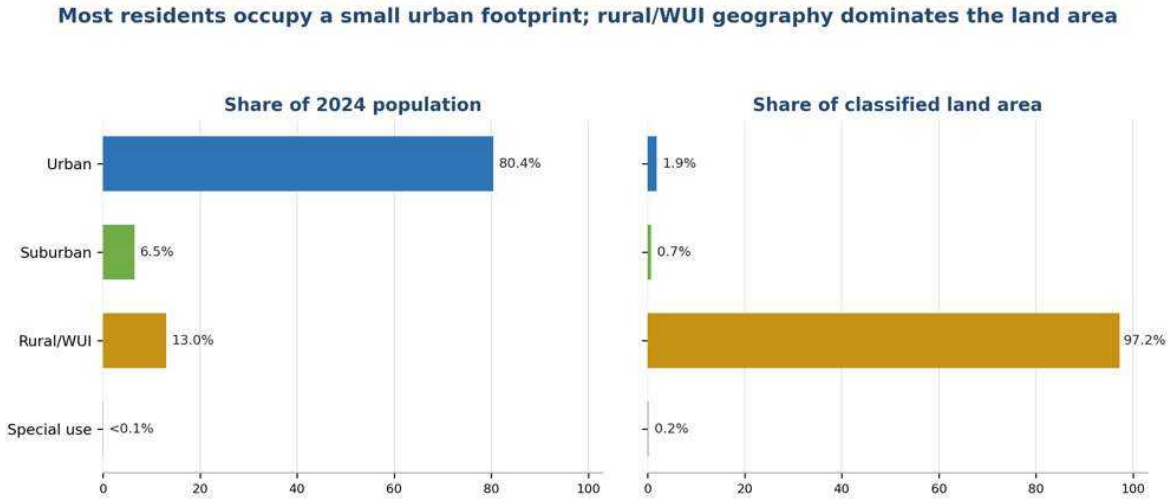


Table 6-1. Service-environment population, area, and screening density

Environment	2024 population	Population share	Land area (sq. mi.)	Land share	Population density
Urban	399,974	80.4%	119.4	1.9%	3,350 persons/sq. mi.

Environment	2024 population	Population share	Land area (sq. mi.)	Land share	Population density
Suburban	32,411	6.5%	44.9	0.7%	722 persons/sq. mi.
Rural/WUI	64,659	13.0%	6,141.7	97.2%	11 persons/sq. mi.
Special-use	156	<0.1%	9.9	0.2%	16 persons/sq. mi.

The urban share establishes where most residential demand exposure exists, but the rural/WUI land share establishes why annual call volume is not a sufficient measure of service obligation. A remote community may produce relatively few incidents while still depending on a strategically located company for initial attack, medical stabilization, corridor response, evacuation support, and the first stages of a larger force. Conversely, an urban station may protect a small land area but face high incident frequency, overlapping calls, complex occupancies, and repeated movement of neighboring companies.

The settlement pattern also cautions against a single countywide performance expectation without service-environment interpretation. A common policy framework can establish consistent definitions, transparency, and reliability goals, while the deployment strategy recognizes the different travel, water, access, apparatus, and mutual-aid conditions of each environment. The classification is descriptive and analytical; it does not itself establish a performance standard or different legal entitlement to service. The regional Standards of Cover later recommends service-environment-specific response objectives that reflect differences in travel distance, station spacing, road access, water supply, and deployment conditions while retaining common definitions, reliability measures, and accountability requirements.

6.4 Demographic and Household Characteristics

Countywide population totals do not describe how people receive warnings, leave a threatened area, communicate with responders, manage medical needs, or recover after an emergency. Age, disability, language, household composition, vehicle access, income, tenure, and housing form can influence those processes. The correct use of these characteristics is to design accessible systems and identify areas for closer operational review. The characteristics should remain separate rather than being collapsed into one vulnerability score that obscures different needs.

Table 6-2. Selected countywide population and housing indicators

Indicator	2024 estimate	Planning interpretation
Total population	497,200 persons	Current countywide community base
Age 65 and older	88,010 persons (17.7%)	Mobility, medical dependency, warning, evacuation, and recovery context
Hispanic or Latino	129,643 persons (26.1%)	Culturally competent and multilingual communication context; ethnicity is not a language proxy
Population with a disability	63,463 persons	Accessible warning, transportation, sheltering, communication, and continuity context; denominator differs

Indicator	2024 estimate	Planning interpretation
Limited English	33,465 persons	Population age 5+ speaking English less than very well; multilingual alerting and outreach context
Housing units	218,165 units	Scale and diversity of the built environment
Units in structures with 20+ units	23,925 units	High-density access, evacuation, alarm, suppression, and occupant-assistance context
Mobile homes	11,193 units	Wind, heat, wildfire, egress, hardening, and resident-assistance context
No vehicle available	12,773 households	Evacuation transportation, wellness-check, and recovery-access context

Older adults. Approximately 88,010 residents are age 65 or older. Age alone does not establish vulnerability, and older adults are not a uniform group. Nevertheless, a larger older-adult population increases the importance of fall and lift-assist prevention, medication and durable-medical-equipment continuity, accessible warning, assisted evacuation, heat and smoke outreach, and coordination with senior-living and healthcare partners. Older adults living alone may need different contact and transportation strategies than residents in congregate settings or multigenerational households.

Disability. The ACS estimate identifies 63,463 people with a disability under the relevant survey universe. Disability can affect mobility, hearing, vision, cognition, communication, self-care, or independent living, and those conditions create different planning needs. Sirens, text alerts, web notices, door-to-door contact, transportation, sheltering, and recovery assistance should therefore be designed as a redundant system rather than a single communication channel. Fire and EMS agencies cannot resolve every social-service need, but they should ensure that emergency plans, public information, evacuation coordination, and partner referrals do not assume that all residents can see, hear, understand, walk, drive, or relocate without assistance.

Language and cultural access. The county includes 129,643 Hispanic or Latino residents and 33,465 people age five or older who speak English less than very well. These are different measures. Hispanic or Latino identity should not be treated as evidence of limited English, and limited English should not be treated as a proxy for culture, immigration status, or trust. The operational implication is that time-critical warnings, evacuation instructions, smoke and heat information, defensible-space programs, inspection material, and recovery guidance should be available through multiple languages and trusted channels. Translation must be paired with plain language, visual communication, and distribution methods that work when power, cellular service, or internet access is disrupted.

Vehicle access and household isolation. The estimate of 12,773 households without an available vehicle has direct relevance to evacuation planning, but it is not a count of people who will need public transportation. Some households may have other means of travel, while people with vehicles may still be unable to drive because of age, disability, illness, fuel, road closure, or household circumstances. The appropriate planning response is a scalable transportation and assistance strategy, supported by registration or assistance programs where appropriate, pickup-point planning, accessible vehicles, partner roles, and redundant ways to request help.

Living alone, poverty, children, and housing instability also matter even where a single countywide headline value is not presented in this chapter. A person living alone may have no immediate assistance for warning, evacuation, or medical deterioration. Households with children may need reunification, car seats, medication, or school coordination. Lower-income households may face greater barriers to hardening, insurance, temporary lodging, transportation, or recovery. People experiencing homelessness or unstable housing may not receive address-based alerts and may be exposed to heat, cold, smoke, flood, fire, or medical risk in locations outside conventional residential datasets. These conditions warrant targeted planning, but they should not be inferred for an individual from tract characteristics.

6.5 Housing and the Built Environment

The housing stock shapes both emergency conditions and the methods available to reduce risk. The county contains 218,165 housing units, including 23,925 units in structures with 20 or more units and 11,193 mobile homes. These two categories together demonstrate that a material portion of the housing environment cannot be understood through a detached single-family model. At the same time, the rural and suburban portions of the region contain extensive detached development with longer driveways, private roads, larger parcels, interface fuels, and variable water supply.

Large multifamily buildings concentrate occupants and may generate repeated alarms, elevator events, cooking fires, medical calls, and evacuation or shelter-in-place decisions. Building height, construction, fire protection systems, access control, stair and elevator configuration, parking, and apparatus placement can affect operations. High renter occupancy can also increase resident turnover, making recurring building-level education, property-manager coordination, inspection follow-through, and multilingual materials more important than a one-time household campaign. The presence of multifamily housing is not a deficiency; it is a cue for occupancy-specific prevention and pre-incident planning.

Mobile and manufactured homes present a different combination of issues. Community layout, narrow internal roads, unit separation, wind exposure, heating and electrical systems, resident age, evacuation transportation, and proximity to vegetation can influence fire spread and evacuation. Some communities may also face affordability or ownership constraints that limit residents' ability to complete structural hardening or site improvements. Risk-reduction programs should therefore pair technical guidance with assistance pathways, community-level organizing, and clear responsibility for common-area access and vegetation.

Detached suburban and rural housing can appear less complex because occupant density is lower, but operational challenges may be greater. Long setbacks, address visibility, locked gates, narrow bridges, grade, snow, unpaved roads, limited turnaround, and water-supply constraints can delay arrival and restrict apparatus. In WUI areas, structure defense may occur while evacuation traffic is moving in the opposite direction. Prevention should include address marking, access and turnaround standards, defensible-space, home hardening, water-supply planning, and community evacuation coordination.

Housing condition and code vintage are additional considerations, but they are not fully characterized by the headline ACS variables. Older construction may lack current fire protection features; newer development may have modern codes but create high aggregate exposure, complex subdivisions, or long edge travel. Informal additions, overcrowding, short-term rental use, vacant buildings, and rapid tenant turnover may not be visible in Census measures. Inspection, permitting, parcel, and incident records are needed to translate the housing profile into specific prevention priorities.

6.6 Service-Environment Classification

The service-environment classification divides the county into Urban, Suburban, Rural/WUI, and Special Use contexts so that materially different operating conditions are not concealed within countywide averages. It is an analytical framework, not a zoning designation or legal boundary, and a tract may contain neighborhoods or corridors that differ from its overall classification.

Urban areas combine concentrated population and development with greater daily incident potential. Suburban areas include lower-density and developing edges where growth, road connectivity, and station relationships can change quickly. Rural/WUI areas combine dispersed settlement, longer travel, wildfire exposure, and greater dependence on sustained regional support. Special-use areas have little residential population but may contain aviation, industrial, institutional, transportation, or infrastructure functions with distinctive risks.

The classification provides a common context for comparing demand, travel, growth, vulnerability, and access. More specific decisions require progressively finer evidence at the tract, block-group, station-catchment, corridor, facility, and incident levels.

6.7 Urban Service Environment

The Urban environment contains approximately four-fifths of the county's population within a compact share of its land area. Its principal service challenge is concentration rather than geographic extent. Dense population, multifamily and rental housing, healthcare and social-service facilities, commercial activity, transportation corridors, entertainment, and visitor activity generate recurring demand within short distances. Multiple incidents can occur near one another while the route-nearest company is already committed.

Urban road networks may provide several theoretical routes, but congestion, traffic signals, rail and freeway barriers, construction, narrow streets, controlled building access, parking, and apparatus-placement constraints can delay travel and final access. At high-rise and large multifamily properties, reaching the address may be followed by additional time to locate the entrance, gain access, reach the fire or patient, control elevators, establish water supply, and assemble a task-capable force.

Urban community-risk reduction should therefore address both geography and occupancy conditions. Priorities include inspection reliability, alarm reduction, cooking-fire prevention, smoke alarms, fall and lift-assist interventions, building-manager coordination, language access, public information, and pre-incident planning. Notification and evacuation strategies should also account for households without vehicles, people living alone, renters, people experiencing homelessness, and others who may lack a stable address, internet access, transportation, or an established connection with local government.

6.8 Suburban and Urbanizing-Edge Environment

The Suburban environment contains a smaller population than the urban core but can experience the fastest operational change. Housing, schools, commercial centers, warehouses, roads, and utilities may be occupied or placed in service incrementally, increasing demand before long-term transportation or station projects are complete.

Developing edges may combine urban residential density with fewer parallel routes. Cul-de-sacs, gates, limited bridges, arterial dependence, construction traffic, and incomplete secondary connections can make straight-line proximity misleading. Growth can also increase company commitments, making backup distance, resource depth, and donor-area coverage as important as the initial route from the station.

Where development approaches the WUI, planning must also address emergency access, road redundancy, water supply, defensible space, home hardening, evacuation movement, station-network access, and post-occupancy demand. The North Valleys, northern and eastern Sparks and Spanish Springs, western Reno and the Verdi approaches, and South Reno and Galena illustrate different combinations of growth, WUI, transportation, and agency-boundary conditions. Planned development should not be counted as current population or demand before occupancy, and station decisions require combined evidence of growth, demand, travel, workload, resource depth, hazard, and continuity.

6.9 Rural WUI and Mountain Corridor Environment

Rural/WUI tracts contain 13.0 percent of the population but more than 97 percent of the classified land area. The operating challenge combines long travel, dispersed development, limited route alternatives, variable road and driveway conditions, water-supply constraints, communications gaps, wildfire exposure, evacuation movement, and extended backup and specialty-resource assembly. A first-arriving crew may begin operations with less immediate depth than a crew in the metropolitan core.

Wildfire can place evacuating residents and incoming emergency resources on the same constrained roads. Smoke, stalled vehicles, control points, utility hazards, and fire spread can further reduce access. Evacuation planning should identify primary and alternate routes, single-outlet areas, populations requiring assistance, animal and livestock movement, trigger points, public-information responsibilities, and measures for preserving responder access.

Mountain and highway corridors add severe weather, steep grades, visitor and commercial traffic, recreation, and isolation. A crash, closure, or storm may interrupt both public movement and the arrival of backup resources. Stations serving these areas may therefore have strategic value not reflected in annual incident counts. Appropriate apparatus, wildland capability, fuel and power endurance, communications redundancy, crew sheltering, and mutual-aid staging may be critical.

Rural/WUI performance should be evaluated against transparent service-environment objectives, actual road and access conditions, first-unit reliability, backup and effective-response-force assembly, and prevention and preparedness measures. Longer geography is a condition to manage, not a reason to disregard upper-tail delay or avoidable access problems.

6.10 Special-Use Areas and Regional Lifelines

Special-use areas contain little residential population, but population is not the appropriate measure of their importance. Aviation facilities, industrial and logistics properties, transportation corridors, utilities, detention settings, medical facilities, government functions, and other regional lifelines may present low-frequency but high-consequence incidents, unusual access, specialized hazards, or substantial continuity requirements. Their exposed populations may consist primarily of workers, travelers, patients, detainees, or other temporary occupants.

These locations require assessment based on function, occupancy, hazard, access, dependency, and required capability. Pre-incident planning should address specialized apparatus and qualifications, suppression systems, hazardous material information, secure entry, patient movement, backup power and communications, owner responsibilities, and cascading effects on other services. Chapter 13 provides the detailed critical-occupancy, infrastructure, access, and specialty-capability analysis.

6.11 Response-Territory Community Profiles

For regional comparison, 2024 ACS block groups were assigned to current-station catchments and summarized as Reno, Sparks, and TMFPD response-territory proxies. These proxies describe population and housing conditions associated with the physical station-network as of July 31, 2026. They are not official jurisdictional population estimates and do not identify which agency or unit responded to an incident.

The three proxy populations total 484,354, which is 12,846 below the countywide tract estimate of 497,200. This difference results from the different geographic construction and analytical purpose of the two measures. The proxy figures should be used to compare patterns within the response network rather than replace the countywide estimate or reconcile official agency population totals.

The following tables summarize selected population, housing, and service-environment characteristics by response-territory proxy.

Table 6-3. Response-territory demographic and housing proxies

Response-territory proxy	Population	Age 65+	Renter occupied	Attached/multifamily	Living alone
Reno	257,859	16.4%	52.1%	47.8%	30.3%
Sparks	113,569	16.0%	38.2%	33.8%	29.3%
TMFPD	112,926	21.7%	13.5%	6.9%	19.2%

Table 6-4. Service-environment mix within response-territory proxies

Response-territory proxy	Urban	Suburban	Rural/WUI	Special Use
Reno	96.5%	0.7%	2.7%	<0.1%
Sparks	89.7%	6.7%	3.5%	-
TMFPD	38.4%	20.3%	41.3%	-

The Reno proxy is the most urban and has the largest renter, attached and multifamily, and living-alone shares. These conditions support multifamily preplanning, reliable building access, alarm and inspection programs, multilingual communication, and outreach that remains effective despite residential turnover. Household data alone do not capture all vertical, congregate, commercial, visitor, or unhoused demand in the central city.

The Sparks proxy is also predominantly urban but has a larger Suburban share than Reno. Its renter and multifamily shares are lower than Reno's but substantially higher than TMFPD's. Sparks operates across mature urban neighborhoods, employment and industrial areas, and developing northern and eastern edges that create different demands within the same department.

The TMFPD proxy has the largest older-adult share and the most varied service-environment mix: 41.3 percent Rural/WUI, 20.3 percent Suburban, and 38.4 percent Urban. It should not be treated as a uniformly rural service area. Its urbanized communities require performance review appropriate to their operating environment, while its outlying areas retain distinct travel, apparatus, water-supply, weather, and resource-depth requirements.

Population-weighted indicators show larger limited-English shares in the Reno and Sparks proxies than in the TMFPD proxy. This supports targeted multilingual and trusted-messenger outreach in the urban system while maintaining language access regionwide. A lower proxy share does not establish that a particular station territory, facility, or incident has no language-access need.

6.12 Populations Requiring Additional Planning

Additional planning should focus on the task a person may need to complete rather than on a broad demographic label. The relevant questions are whether a person can receive and understand a warning, decide what to do, move or shelter safely, obtain transportation, maintain medication or equipment, communicate with responders, and access recovery assistance. Different populations can encounter the same barrier, and one person may encounter several barriers at once.

Warning systems should combine accessible mobile alerts, broadcast and social media, agency and partner channels, visual and audible methods, plain language, multilingual content, and field notification when required. Evacuation planning should include transportation assistance, mobility devices, caregivers, service animals, children, institutional movement, medically dependent residents, and people who are not registered for alerts. Shelter planning should address accessibility, power for medical equipment, medication, language, family reunification, animals, and transportation between sites.

Recovery can produce a second inequity even when the emergency response itself is comparable. Insurance access, documentation, digital access, temporary housing, contractor availability, language, disability accommodation, ownership or rental status, and the ability to pay for mitigation can affect whether a household returns safely. Fire agencies should not become insurers or general social-service providers, but prevention and recovery programs should include helpful referral pathways, accessible information, partner coordination, and measures of whether assistance reaches the intended communities.

Children and institutionalized or congregate populations require plan-based coordination. Schools need evacuation, reunification, transportation, accountability, and communication procedures. Senior-living and care settings need resident-acuity information, staffing and transportation plans, medication and power continuity, and decision rules for evacuation versus sheltering. Detention settings require secure movement, accountability, law-enforcement coordination, and access controls. These requirements cannot be inferred from a point on a map; they require current facility-specific plans and exercises.

Unhoused residents and people in unstable housing require explicit inclusion. They may be present along rivers, transportation corridors, open land, vehicles, temporary shelters, or informal encampments and may have limited access to address-based notices, transportation, refrigeration, medication, or conventional recovery resources. Outreach and evacuation planning should coordinate with field teams and service providers while protecting privacy and avoiding the use of fire-service data to stigmatize or displace individuals.

6.13 Critical Occupancies and Community Institutions

A provisional planning inventory identifies 316 critical-occupancy planning locations within the Washoe study area whose occupants or functions may require focused preparation. These comprise 82 schools, 15 senior-living facilities, 96 residential group-care and assisted-living locations, seven medical centers, three detention facilities, one inpatient physical rehabilitation hospital, nine skilled-nursing facilities, one adult day-services location, and 102 childcare locations. Under the future-station response-territory proxy, 175 locations are assigned to Reno, 72 to Sparks, and 69 to TMFPD. These assignments represent modeled closest-station service areas rather than legal jurisdiction boundaries or actual dispatch assignments. The inventory remains provisional and excludes unresolved locations; it is not a complete regional census.

Table 6-5. Provisional vulnerable- and critical-location inventory

Location type	Count	Principal planning task	Operational and continuity considerations
Schools	82	Evacuation, accountability, and reunification	Age-dependent assistance, students with disabilities, buses and pickup, parent communication, access during arrival and dismissal, and continuity of school operations
Senior living	15	Evacuation or shelter-in-place planning	Resident mobility and assistance needs, medication, oxygen, elevators, staffing, accessible transportation, and temporary accommodation
Residential group care and assisted living	96	Assisted evacuation or defend-in-place planning	Resident mobility and cognition, overnight staffing, caregiver assistance, alarms and suppression, medication, oxygen, accessible transportation, and receiving facilities
Medical centers	7	Clinical continuity and patient movement	Defend-in-place procedures, utilities and emergency power, medical gases, patient acuity, surge capacity, secure access, interfacility transfer, and incident command
Detention facilities	3	Secure evacuation and accountability	Controlled movement, custody, staffing, secure transportation, restricted access, receiving capacity, and multiagency command
Inpatient physical rehabilitation	1	Assisted patient movement and continuity of care	Limited mobility, transfer assistance, wheelchairs and other equipment, nursing support, elevators, transportation, and suitable receiving facilities
Skilled-nursing facilities	9	Assisted evacuation or defend-in-place planning	Resident acuity, dependence on staff, mobility and cognitive assistance, medication, oxygen, emergency power, transportation, and continuity of nursing care
Adult day services	1	Assisted evacuation, accountability, and caregiver reunification	Participant mobility and cognition, daytime staffing, medication and medical support, accessible transportation, caregiver notification, and alternate service arrangements
Childcare facilities	102	Staff-assisted evacuation, accountability, and family reunification	Infants and non-ambulance requiring children, evacuation equipment, staff-to-child assistance needs, secure release procedures, parent communication, and continuity of care
Total mapped planning locations	316	Facility-specific preplanning and validation	Confirm emergency entrances, access, occupancy, staffing, fire-protection systems, evacuation arrangements, and continuity requirements

The above count does not measure complexity. One school may have straightforward access and a well-tested plan, while another may have constrained egress or a large special-needs population. One medical facility may support regional continuity, while another may be a smaller outpatient site. Similarly, a senior-living point may represent independent living, assisted living, memory care, or skilled nursing, each with different staffing and movement requirements. Facility type, size,

construction, protection systems, occupant acuity, staffing, access, and continuity plans must be validated before capability conclusions are drawn.

Critical occupancies also influence regional resource depth. A significant incident can require simultaneous fire suppression, rescue, EMS, evacuation, transportation, law enforcement, public information, facility coordination, and continuity support. The location inventory is therefore linked to the later effective-response-force and specialty-capability analyses, but the Study does not claim that a location is inadequately covered merely because it appears in the inventory.

6.14 Growth and Changing Service Conditions

Using the TMRPA 2024 Consensus Forecast as its countywide planning control, the model increases Washoe County's forecast population from 520,826 in 2025 to 551,298 in 2031, an increase of 30,472 residents, or 5.85 percent. These are planning-forecast values used for spatial allocation and future-demand analysis; they are not observed Census population estimates. The TMRPA forecast and Census estimates have different vintages, methodologies, and analytical purposes. Their numerical difference should not be treated as an error or used to infer unobserved population growth.

Table 6-6. Controlled 2025-2031 population-growth allocation

Modeled allocation	Added population	Share of modeled growth	Planning use
Reno response territory	18,515	60.8%	Largest share of modeled growth; test both edge development and redevelopment conditions
Sparks response territory	7,077	23.2%	Northern/eastern growth and infill require post-occupancy demand and access review
TMFPD response territory	4,851	15.9%	Dispersed suburban and rural/WUI growth requires corridor, access, water, and depth review
Outside Study-scope allocation	30	0.1%	Retained in county control; not assigned to the three response-territory proxies
County total	30,472	100.0%	Controlled increase used in the 2031 regional scenario

The Reno response territory receives 60.8 percent of the modeled increase, Sparks 23.2 percent, and TMFPD 15.9 percent. These shares identify the broad distribution of added residential exposure, not the percentage growth rate of each agency. Because the current proxy populations and the growth control come from different constructions, the values should not be combined into unofficial agency forecasts.

The spatial distribution is more important than the countywide percentage. The model concentrates growth in the North Valleys and Cold Springs, Spanish Springs and the Kiley/Wingfield area, western Reno and Verdi approaches, central Reno redevelopment areas, South Reno and Galena, and

selected rural/WUI communities. Some growth fills existing station territories; some extends toward the edge of the current network; and some increases demand near agency boundaries or constrained corridors.

Growth affects more than first-unit distance. Added residents and structures can increase simultaneous demand, company utilization, traffic, inspections, prevention workload, school and medical demand, evacuation volume, water-supply requirements, and the time needed to restore coverage after a multi-unit incident. A development may be within a nominal travel area and still create a capacity or force-depth issue if the first-due company is frequently occupied or if neighboring companies have long travel paths.

Growth should therefore be monitored through occupancy and operations rather than forecast allocation alone. Reviews should evaluate certificates of occupancy or other verified development milestones, actual incident growth, unit utilization, simultaneous demand, first-unit and full-force performance, aid flows, road and signal completion, evacuation and access conditions, and the continuing ability of donor stations to protect their own areas. The appropriate response may be prevention, road or water improvements, dispatch changes, apparatus or staffing changes, station investment, or a combination.

6.15 Daytime, Visitor, Institutional, and Unhoused Populations

Residential population is the essential base for community analysis, but it is not the full population exposed to fire and EMS demand. Workers, students, patients, detainees, shoppers, event attendees, travelers, tourists, recreational users, and people experiencing homelessness can be present in locations where they are not counted as residents. Their presence can change by hour, day, season, event, and weather conditions.

Daytime population can increase demand in employment, education, healthcare, commercial, government, industrial, and logistics areas. Visitor and event populations can place additional load on transportation corridors, central venues, hotels, recreation areas, and airport or highway systems. Institutional populations may require staff-assisted movement and cannot be treated as ordinary households. Unhoused populations may concentrate in places with environmental exposure or difficult access and may move in response to weather, enforcement, construction, shelter availability, or service outreach.

The available residential model does not fully quantify these populations. Later demand analysis partly captures them because incidents are geocoded where they occur, but future residential growth modeling may not capture a new employer, major institution, visitor surge, event, shelter change, or transportation facility. Station-area monitoring should therefore pair residential population with land use, occupancy, employment, visitor, institution, special-event, and actual incident information.

This limitation is particularly important in special-use and central urban areas. An area with few residents may still generate consequential demand or require unusual capability. Conversely, an area with a large residential population may have predictable daily out-migration. To fully address these factors, residential data should be supplemented where nonresident exposure is material.

6.16 Implications for Demand, Deployment, Prevention, and Equity

The community profile establishes a set of interpretation rules for the remainder of the report. The first is that regional averages are insufficient. Urban concentration, suburban change, rural/WUI extent, and special-use functions create different combinations of demand, travel, access, capability,

and continuity. Later analysis shows results by service environment and by targeted geography rather than relying only on agencywide or countywide values.

The second rule is that demand and consequences are different. Population density and housing concentration can increase recurring calls and simultaneous workload, while a remote corridor, critical occupancy, or WUI community can require substantial capability despite a smaller annual count. Deployment decisions therefore consider frequency, severity, access, backup depth, specialty functions, and the consequences of a resource being unavailable.

The third rule is that vulnerability must be matched to a service condition before an equity conclusion is drawn. A tract with a higher older-adult, disability, limited-English, poverty, no-vehicle, renter, or multifamily share warrants accessible planning. It becomes a service-delivery equity concern when that context overlaps a demonstrated access, performance, reliability, resource-depth, capability, prevention-reach, or recovery-support condition. Even then, the area-level association does not establish individual experience or causation.

The fourth rule is that growth must be tested as it becomes occupied. Forecasts identify where to protect options and monitor conditions; they do not create current calls, current residents, or a current station requirement. Capital and staffing decisions require evidence that the projected development, road network, demand, and operational effects have occurred or are sufficiently committed to justify action.

The fifth rule is that agency boundaries cannot be treated as road barriers, but neither can they be ignored. Confirmed cross-agency activity is distinguished from a station-distance screening signal. A nearby partner station may identify an opportunity for common CAD/AVL visibility, automatic aid, or closest-appropriate-unit review; it does not prove that the unit was available, authorized, staffed, equipped, or able to respond without creating a donor-area gap.

The sixth rule is that prevention and preparedness are part of service delivery. Multilingual warning, accessible evacuation, multifamily and manufactured-housing programs, WUI hardening, address and access improvements, critical-occupancy preplans, transportation assistance, and partner referral systems can reduce risk or improve operational conditions. They should be measured for reach, completion, barriers, and outcomes by geography and service environment.

6.17 Analytical Limitations

The community and service-environment evidence are appropriate for regional planning but have important limits. First, ACS tract and block-group values are estimates and are subject to sampling error. Small-area estimates can have substantial margins of error, particularly for detailed population groups. Different indicators use different data sets and denominators. Counts should not be converted into percentages or combined unless the applicable denominator is known.

Second, area-based indicators are ecological. A tract or block-group percentage does not describe every person or household in that area and cannot be assigned to an individual incident. The analysis identifies potential planning barriers and distributional patterns; it does not label residents or infer that demographic characteristics caused demand, delay, injury, loss, or another outcome.

Third, the service-environment classification is a regional screen. Tracts can contain mixed development and access conditions, and the label does not reproduce parcel-level WUI, road, topographic, occupancy, or water-supply conditions. FEMA National Risk Index and regional hazard information provide context in later chapters but do not prove that a hazard caused a performance result.

Fourth, response-territory profiles are based on current-station catchments. They do not reproduce municipal or district boundaries, observed first-due assignments, unit station of origin, unit availability, mutual- or automatic-aid rules, or the actual first-arriving agency. Station-nearer or boundary screening was confirmed, when possible, with CAD, AVL, road-network travel, dispatch rules, apparatus suitability, staffing, and donor-area effects before an operational conclusion is made. This is explored in later chapters as part of the station-network analysis.

Fifth, the current-station catchment geography is a dated network state. The planned Reno Station 1 location and future TMFPD Station 35 should not be credited until they are commissioned under the defined future scenario. Conversely, an operating station is not omitted because a replacement or relocation is planned. Network changes require updated demographic and access summaries.

Sixth, the vulnerable- and critical-location inventory is provisional. Completeness, current operating status, occupancy subtype, capacity, protection systems, evacuation plans, and contact information have not been independently verified for every record. The counts identify records requiring further verification, which is beyond the scope of this Study. They do not establish inadequate coverage or capability.

Seventh, the growth allocation is a controlled scenario. It does not predict the timing of each development, nonresidential employment, visitor activity, major institutional openings, special events, changes in healthcare use, or land-use decisions after the model was prepared. Post-occupancy measurement remains necessary.

Eighth, residential Census estimates do not fully represent daytime, visitor, student, patient, detainee, institutional, short-term, or unhoused populations. Incident and land-use information partly addresses this gap, but the report does not provide a complete dynamic-population model.

Ninth, public input is directional. The submitted records are not treated as unique respondents, the sample is not statistically representative, question-level valid denominators vary, and the results are not weighted. Public-input percentages should frame questions and communication needs, not determine technical findings by themselves.

Finally, community and demographic evidence cannot independently establish a station, apparatus, company, staffing, consolidation, relocation, or capital decision. Those decisions require the combined evidence of observed demand, measured performance, workload, resource depth, critical tasking, capability, facility function, growth, access, continuity, equity, feasibility, and cost.

6.18 Findings and Conclusions

6.18.1 One Regional System Serves Fundamentally Different Environments

Washoe County's central service fact is the coexistence of population concentration and geographic extent. Approximately 80.4 percent of residents occupy the urban environment, while rural/WUI tracts account for about 97.2 percent of the classified land area. The regional system must therefore manage heavy urban demand and simultaneous calls while preserving credible access, initial capability, backup, communications, and continuity across remote and interface geography. Neither condition can be treated as secondary to the other.

6.18.2 Community Characteristics Change How Service Must be Delivered

Age, disability, language, vehicle access, living arrangement, tenure, housing form, and housing stability affect warning, evacuation, EMS interaction, sheltering, mitigation, and recovery. The evidence supports accessible, multilingual, multi-channel communication; transportation and

evacuation assistance planning; occupancy-specific prevention; and partner coordination. It does not support assigning vulnerability or causation to an individual based on where the person lives.

6.18.3 Housing Form Creates Distinct Prevention and Response Problems

Reno and Sparks contain larger renter and attached/multifamily shares, which increases the importance of building access, inspection, alarm management, property-manager coordination, vertical operations, and repeated resident education. TMFPD contains a larger older-adult share and a mixed urban, suburban, and rural/WUI geography, which increases the importance of accessible warning, medical and evacuation planning, long-access reliability, WUI mitigation, and resource depth. Manufactured housing and dispersed rural development require additional attention to road access, wind and wildfire exposure, water supply, hardening, and assistance barriers.

6.18.4 Growth is Geographically Concentrated but Operationally Multidimensional

The controlled 2031 scenario adds 30,472 residents, with the largest allocation in the Reno response territory and material additions in Sparks and TMFPD. North Valleys, Spanish Springs and the northern/eastern edge, western Reno and Verdi, South Reno and Galena, central redevelopment, and selected rural/WUI communities warrant continuing attention. The service question is not population growth alone; it is whether occupied growth changes incidents, availability, travel, backup depth, evacuation, prevention workload, and the ability to assemble the required force.

6.18.5 Critical Occupancies and Nonresident Populations Require Function-Based Planning

The planning inventory of 316 critical-occupancy planning locations—including schools, childcare facilities, senior living, residential group care and assisted living, medical centers, detention facilities, inpatient rehabilitation, skilled nursing, and adult day services—establishes a substantial preplanning and continuity workload. The needs of people using these facilities, together with those of visitors, workers, travelers, event populations, and unhoused residents, demonstrate why residential population alone is an incomplete measure of risk or service need. Facility verification, pre-incident planning, exercises, accessible evacuation arrangements, continuity planning, and owner/operator coordination are the appropriate next uses of this evidence.

6.18.6 Public Input Reinforces the Importance of Wildfire, Initial Action, Critical Sites, and Transparency

Participating respondents placed strong emphasis on wildfire concern, rapid initial attack, and robust response for high-risk locations. Most accepted that rural and urban response times may differ, while a material minority did not. The result supports transparent service-environment objectives, visible mitigation, and clear explanation of how geography is managed. Because participation was not representative and submitted records are not unique person counts, the input is directional and cannot substitute for operational evidence.

6.18.7 Overall Conclusion

The regional community profile alone does not point to one universal deployment answer. It establishes a disciplined set of questions that are explored with further analysis in later chapters. Urban decisions must account for workload, multifamily and institutional complexity, access, and resource availability. Suburban-edge decisions must account for occupied growth, road connectivity, WUI, and changing backup relationships. Rural and mountain-corridor decisions must account for distance, access, water, communications, evacuation, apparatus, and strategic continuity. Special-use decisions must account for function and consequence rather than residential population.

The evidence also establishes a clear equity principle: different community conditions may require different methods and additional support, but demographic context becomes a service delivery finding only when it is matched to a demonstrated operational or program condition. Later chapters retain that separation. Doing so permits the region to target warning, prevention, deployment, capital, and assistance where they are most needed without converting population characteristics into unsupported assumptions about individuals, agencies, or station requirements.

Chapter 7: Historical Fire and EMS Demand

The regional system in Washoe County is dominated by EMS demand, but incident frequency is only one dimension of service demand. Lower-frequency fires, rescues, roadway incidents, hazardous conditions, and wildland events can require more units, more specialized resources, or longer commitments. Demand is also concentrated in a relatively small number of urban station territories and repeat-use locations. These patterns establish where and when later chapters must test response performance, workload, resource depth, equity, effective-response-force assembly, and future network conditions. They do not, by themselves, establish that staffing, apparatus, stations, or specialty capabilities are sufficient or insufficient.

7.1 Purpose and Questions Addressed

This chapter establishes the report's historical-demand foundation. It uses agency-specific incident populations for agency demand and a separately reconciled unique-event registry for regional mapping. That distinction is necessary because Reno, Sparks, and TMFPD do not record, classify, or contribute data in exactly the same way. It is also necessary because a single emergency can appear in more than one agency's records when agencies respond together or provide cross-boundary assistance.

The analysis is intentionally descriptive and controlled. It identifies the scale and structure of demand without converting incident counts into unsupported conclusions about operational sufficiency.

7.2 Demand Concepts and Units of Analysis

The term *demand* can refer to several different things in fire and EMS analysis. They are related, but they are not interchangeable.

An incident or event is an emergency occurrence. A dispatch record is an agency's administrative representation of that occurrence. A unit response or assignment is the commitment of an apparatus or resource to the incident. Engagement time or unit-hours measures how long a resource remained committed according to the available timestamps. One incident can therefore generate one event, multiple agency records, several unit assignments, and many cumulative unit-hours.

Chapter 5 principally measures incidents and unique events. This is the correct level for describing how often the public requested service and where those requests originated. It is not a complete measure of resource consumption. Two territories with the same number of incidents may impose very different operating burdens if one has mostly short, single-unit responses and the other has transporting EMS assignments, structure fires, vegetation fires, technical rescues, or incidents requiring multiple companies for extended periods.

This distinction governs the interpretation of every table in the chapter. A territory count describes incident geography. It does not identify the responding unit, establish whether the nominal first-due company was available, or measure the number of apparatus committed. Similarly, an annual average describes the scale of demand but not its concurrency. A system averaging ten incidents during a period may receive those incidents evenly or may receive several at once. The resulting effect on coverage can be materially different.

7.3 Controlled Demand Populations

Each agency's principal 2025 population is retained for the question it is capable of answering. Reno's population consists of 67,009 all-call statistical events. Sparks' population consists of 16,743 validated incidents. TMFPD's principal district-demand population consists of 11,457 district-originated

incidents. TMFPD also has a broader 21,101-record all-prefix activity population that includes incidents appearing in its response data under neighboring-agency prefixes. The broader population is useful for examining recorded commitments and cross-agency activity, but it is not a separate demand total that can be added to Reno and Sparks.

Table 7-1. Demand populations

Agency or analytical purpose	Controlled 2025 population	Incidents or records	Primary permitted use
Reno	All-call statistical events	67,009	Reno demand and regional source population
Sparks	Validated incidents	16,743	Sparks demand and regional source population
TMFPD district	District-originated incidents	11,457	District demand, historical trend, and workload
TMFPD recorded activity	All-prefix incidents appearing in the TMFPD source	21,101	Recorded activity, commitments, and cross-agency analysis; not additive
Regional selected baseline	Cross-agency matched unique events	97,215	Regional demand, mapping, and growth control
Regional routed population	Unique events assigned in the current fixed-road model	96,386	Common station-territory analysis

The agency populations should not be forced into a single pooled agency denominator. Doing so would obscure material source differences and could count one event more than once. The regional registry resolves that problem for spatial analysis by matching records that represent the same emergency and retaining one event for regional counting.

7.4 Construction of the Regional Unique-Event Baseline

The regional event registry begins with 104,853 agency-source records: 67,009 Reno events, 16,743 Sparks incidents, and 21,101 records from the broader TMFPD all-prefix activity population. The reconciliation identified 7,638 accepted cross-agency matches. Removing those duplicative representations produces the selected point estimate of 97,215 unique regional events:

104,853 source records - 7,638 accepted cross-agency matches = 97,215 selected unique events.

This arithmetic explains why the regional total is not equal to the sum of the three agencies' principal demand populations. Reno's 67,009, Sparks' 16,743, and TMFPD's 11,457 district-originated incidents answer agency-level questions. The regional registry starts with TMFPD's broader all-prefix activity population because that source contains cross-agency activity that must be reconciled before regional events can be counted once.

The matching process also retained 129 unresolved candidate matches for sensitivity testing. If every unresolved candidate were treated as another duplicate, the resulting lower-bound estimate would be 97,086 events. The selected estimate and the sensitivity estimate differ by approximately 0.13 percent. This narrow range indicates that unresolved matching decisions do not materially change the regionwide demand scale.

Of the 97,215 selected events, 96,386 were assigned to a station territory in the current fixed-road network. The remaining 829 events, approximately 0.85 percent of the regional baseline, were

retained in the regional total but excluded from station-territory calculations. The routing rate is therefore approximately 99.15 percent. The small residual population limits the precision of spatial totals only at the margin; it does not warrant removing those events from the regional incident count.

The registry's survivor rule retains the selected target-agency record when an accepted source-to-target match exists, including documented transitive matches. Source deletion is applied only when both the source and the retained target are routable. These controls prevent an otherwise routable event from disappearing solely because another representation of the same event cannot be placed on the road network.

The regional registry is a fixed-road, expected-value analytical model. It does not reproduce live dispatch decision-making. It does not account for contemporaneous apparatus availability, traffic, staffing, capability, run-card rules, incident simultaneity, or the location of units away from station. Those operational questions require the evidence applied in later chapters.

7.5 Scale of 2025 Demand

The selected regional baseline of 97,215 unique events represents approximately 266.3 events per calendar day. That figure provides an understandable statement of scale: on an average day in 2025, the regional system received more than 260 unique calls for fire, EMS, rescue, roadway, alarm, hazardous-condition, service, and related assistance.

Agency-specific averages provide additional context:

Table 7-2. Approximate daily incidents by agency

Agency population	2025 incidents	Approximate incidents per day
Reno all-call events	67,009	183.6
Sparks validated incidents	16,743	45.9
TMFPD district-originated incidents	11,457	31.4
Regional selected unique events	97,215	266.3

The three agency averages are not presented as additive components of the regional total. They arise from agency-specific controlled populations, while the regional value is derived from the separate cross-agency reconciliation.

Annual and daily averages are useful for describing magnitude, but they smooth the actual arrival pattern. Fire and EMS systems do not experience an average day as a uniform sequence. Demand rises and falls by time of day, multiple incidents overlap, and a small number of events can commit several resources for long periods. Chapter 7 tests those operational conditions. The role of Chapter 5 is to establish the incident volume that creates the opportunity for them to occur.

7.6 EMS Is the Dominant Recurring Demand

EMS and medical incidents constitute the majority of demand in every agency population. Reno recorded 52,959 EMS events, 79.0 percent of its 67,009-event all-call population. Sparks recorded 13,415 EMS or medical incidents, 80.1 percent of its 16,743 validated incidents. TMFPD recorded 8,402 EMS or medical incidents, 73.3 percent of its 11,457 district-originated incidents. Within TMFPD's broader all-prefix activity population, 16,902 of 21,101 records, or 80.1 percent, were medical.

Table 7-3. Demand by type

Agency or population	All incidents	EMS or medical	Fire and other	EMS share
Reno all-call events	67,009	52,959	14,050	79.0%
Sparks validated incidents	16,743	13,415	3,328	80.1%
TMFPD district-originated incidents	11,457	8,402	3,055	73.3%
TMFPD all-prefix activity	21,101	16,902	4,199	80.1%

The common implication is that routine fire department demand is primarily medical. Deployment analysis that considered structure-fire occurrence alone would omit approximately three-quarters to four-fifths of the incidents that place fire-based resources into service. EMS demand must therefore remain central to workload, availability, growth, and service-equity analysis.

The Reno EMS denominator requires a specific control. The 52,959-event population includes all EMS calls regardless of response-mode coding. It is not a Code 3-only cohort. Reno's available priority fields do not support a reliable division of all EMS demand into a complete Code 3 and non-Code 3 population. The smaller recorded-priority subset must not be substituted for the full EMS denominator. The separate 55,172-event availability-detail cohort is used only for analyses that require its additional fields and is not the Reno all-call incident denominator.

Sparks' EMS population includes seven records coded EMSF whose description identifies them as MEDICAL. This classification correction is retained throughout the report. TMFPD's 11,457-event district-originated population remains the basis for district demand, while its broader all-prefix population is reserved for recorded activity and commitment questions.

7.7 Frequency, Consequence, and Resource Intensity

The dominance of EMS does not mean that nonmedical incidents are operationally secondary. Incident frequency and incident consequence describe different aspects of community risk. A medical call may require a comparatively routine initial assignment but occur with great frequency. A structure fire, vegetation fire, hazardous-materials incident, technical rescue, or complex roadway event may occur far less often while requiring multiple companies, command functions, specialty equipment, sustained water supply, or prolonged operations.

The detailed Sparks population illustrates this difference. EMS represents 80.1 percent of Sparks incidents and 77.9 percent of documented local primary-unit engagement hours. Fire, vegetation, and outside-fire incidents represent only 2.9 percent of incidents but 5.3 percent of documented primary-unit hours. Their average documented primary-unit commitment is approximately 38.5 minutes, compared with approximately 20.1 minutes for EMS. Mutual- and automatic-aid incidents show a similar duration effect, averaging approximately 39.4 minutes in the controlled Sparks record.

TMFPD exhibits the same general mechanism at a different scale. EMS and medical incidents account for 73.3 percent of district-originated incidents and 77.4 percent of recorded core-frontline hours. Fire, vegetation, and outside-fire incidents account for 7.9 percent of incidents but 9.1 percent of core-frontline hours. Vehicle and roadway incidents, fire-related incidents, and hazard or rescue incidents also have substantially higher multi-resource participation than alarms or routine service calls.

These agency results are not pooled into a regional incident-type rate because the source taxonomies, resource definitions, and available commitment fields are not completely harmonized.

They nevertheless demonstrate a consistent principle: high-frequency EMS demand drives the recurring service load, while lower-frequency incident classes can create disproportionate resource and capability requirements.

Chapter 7 retains non-medical demand in full and does not rank its importance solely by annual count. Hazard consequence is developed in Chapter 10, critical-site consequence in Chapter 11, and task-capable assembly in Chapter 12.

7.8 Historical Trend and Comparability

The historical analysis uses defined periods for each agency and analytical purpose. It includes a controlled 2025 regional baseline, a three-year comparable trend for Sparks, and a stable three-year district-originated series for TMFPD. Agency-specific historical trends are retained separately from the regional future-demand model.

Reno's selected source is complete for 2025. The 2024 comparison population contains 21,313 records covering August 29 through December 31. Those records describe that specific interval and are not annualized. Annualizing a late-year interval would assume that demand was evenly distributed across seasons, holidays, weather conditions, and source operations. The analysis preserves the actual period represented by those records. Reno therefore has a 2025 demand baseline in this chapter, with the August–December 2024 interval retained as historical context.

Sparks has a comparable three-year series. Validated incidents increased from 15,343 in 2023 to 16,248 in 2024, a 5.9 percent annual increase, and then to 16,743 in 2025, a further 3.0 percent increase. The cumulative increase from 2023 through 2025 was approximately 9.1 percent. The increase establishes recent growth in recorded incident demand, although the slower 2025 rate cautions against mechanically extending the earlier rate into the future.

TMFPD's district-originated series is substantially more stable than its broader recorded-activity series. TMFPD-prefix incidents totaled 11,281 in 2023, 11,388 in 2024, and 11,457 in 2025. The full three-year change was approximately 1.6 percent, and annual totals remained within a range of less than 2 percent. In contrast, the all-prefix activity population increased from 12,439 in 2023 to 13,901 in 2024 and 21,101 in 2025. That latter change is materially affected by the external agency feed and source method and is not interpreted as organic district-demand growth.

Table 7-4. Annual demand by agency

Controlled series	2023	2024	2025	Supported interpretation
Reno selected source	Not available	21,313 partial-year records	67,009	Complete 2025 baseline only; no annualized 2024 trend
Sparks validated incidents	15,343	16,248	16,743	Comparable three-year series; 9.1% cumulative increase
TMFPD district-originated incidents	11,281	11,388	11,457	Comparable and broadly stable three-year series
TMFPD all-prefix recorded activity	12,439	13,901	21,101	Changing activity/source population; not an organic demand trend

The contrasting agency histories are themselves important. They show why the report does not apply one historical percentage to every jurisdiction. Future demand is developed in Chapter 13 using the controlled regional spatial baseline and the applicable TMRPA population and development inputs rather than extrapolating incompatible historical series.

7.9 Temporal Distribution of Demand

Demand is not distributed evenly through the day. The detailed Sparks and TMFPD workpapers both show that the largest share of incident activity occurs from morning through late afternoon, with meaningful demand continuing into the evening.

In Sparks, approximately 60 percent of incidents occurred between 6:00 a.m. and 6:00 p.m. The noon-to-5:59 p.m. period was the largest single block, containing 5,647 incidents, or 33.7 percent of annual demand. The same period accounted for approximately 35.3 percent of documented primary-unit hours. Overnight, from midnight through 5:59 a.m., accounted for 13.4 percent of incidents.

TMFPD shows a closely related pattern. Approximately 61.4 percent of district incidents occurred between 6:00 a.m. and 6:00 p.m. The noon-to-5:59 p.m. period accounted for 34.6 percent of incidents. Demand remained substantial from 6:00 through 9:59 p.m., accounting for a further 20.1 percent. Overnight represented 12.1 percent.

Table 7-5. Share of incidents by daypart

Daypart	Sparks share of incidents	TMFPD share of incidents
Midnight-5:59 a.m.	13.4%	12.1%
6:00-11:59 a.m.	25.9%	26.9%
Noon-5:59 p.m.	33.7%	34.6%
6:00-9:59 p.m.	19.8%	20.1%
10:00-11:59 p.m.	7.2%	6.4%

The similarity is notable, but it should not be converted into a pooled regional hourly profile without a comparably constructed Reno distribution. The supported conclusion is that two independently analyzed agency populations display a strong daytime and early-evening demand cycle. The regional temporal analysis joins the controlled routed-event registry to valid 2025 agency event times. Of 96,386 routed events, 95,722, or 99.31 percent, support temporal classification. Regional demand peaks from noon through 5:59 p.m., with 31,556 events and a mean of 86.5 incidents per day; midnight through 5:59 a.m. is lowest, with 13,571 events and a mean of 37.2 per day. Friday has the highest normalized weekday rate at 273.2 incidents per Friday, compared with 251.3 per Sunday. Summer averages 272.0 incidents per day, compared with 257.7 in winter. Annex E maps these daypart, weekday, and seasonal distributions using a fixed approximately one-square-mile grid and a common scale within each series.

The operational meaning is limited but important. Daytime concentration increases the opportunity for simultaneous calls, prolonged EMS commitments, inspections, training, public education, and other scheduled work to interact. It does not independently establish inadequate staffing. Later chapters evaluate whether the observed demand cycle corresponds with unit engagement, first-due occupancy, overlapping incidents, or loss of nearby depth.

Seasonal and weekday effects should also be interpreted cautiously. Ordinary EMS demand may remain comparatively stable while vegetation fires, severe weather, smoke conditions, highway travel, special events, or holiday activity alter particular incident classes. Annual EMS dominance can therefore coexist with seasonally important fire or roadway risk. The evidence does not support one uniform regional seasonal multiplier, and none is imposed.

7.9.1 Spatial Variation by Time Period

Annex E, *Regional Temporal Demand Mapping*, extends the temporal analysis by showing where demand occurred during different periods of the common 2025 baseline. The annex contains

comparative map panels for four equal time-of-day periods, each day of the week, four seasons, and the broad incident-type groupings that can be reconciled across the participating agency records.

The maps are normalized for the amount of time represented by each comparison. Day-of-week results are reported per occurrence of the applicable weekday, and seasonal results are reported per calendar day. Common geographic units and map classifications are retained within each figure series so that a difference in shading represents a difference in mapped demand rather than a change in scale.

The annex should be read as a geographic description of when demand is concentrated, not as proof of why a pattern occurs. A temporal concentration may reflect residential activity, employment, healthcare, entertainment, transportation, weather, special events, wildfire conditions, or other community activity. It does not independently establish inadequate staffing, improper deployment, or unequal service.

The temporal maps are limited to the controlled 2025 regional baseline. They do not depict a five-year regional trend because the agency histories are not equally complete or constructed under one common selection method. In particular, Reno's available 2024 source is partial-year and does not support a complete annual or seasonal comparison.

7.10 Geographic Distribution and Service Environments

The region contains materially different service environments. The Reno and Sparks urban core contain the greatest concentration of calls within relatively compact territories. Outer suburban and developing areas contain lower present-day densities but can combine increasing demand with longer road distances. TMFPD also serves dispersed rural communities, highway corridors, foothill development, and wildland-urban interface areas where low annual incident counts can coexist with long travel paths, limited alternate access, severe weather exposure, water-supply constraints, and high-consequence wildfire conditions.

These differences matter because a count has no inherent geographic meaning. Five hundred incidents within a compact urban grid are not operationally identical to five hundred incidents distributed across a large rural or WUI territory. Urban concentration can create repeated and concurrent demand. Geographic dispersion can create extended travel, longer unit commitments, and fewer nearby alternatives. Institutional occupancies, airports, industrial sites, healthcare facilities, schools, casinos, highways, and remote recreation areas can create demand that is not well explained by resident population alone.

For this reason, Chapter 5 reports raw incident geography before attempting any per-capita interpretation. A resident-population rate could be misleading in places with large daytime employment, tourism, hospitals, senior-care concentrations, institutional populations, or through-travel. Any demographic or population-normalized interpretation must be tested using the controlled equity and growth methods in later chapters.

The temporal panels in Annex E confirm that the urban core remains the dominant demand concentration across dayparts, weekdays, and seasons while preserving lower-frequency corridor and outer-area demand that is not visible in a regional total alone.

7.11 Current Fixed-Road Station-Territory Distribution

The common regional fixed-road model assigns each routable 2025 event to the current station with the shortest modeled road-network path. The current network contains 31 active stations, includes Sparks Station 6, uses the Reno Station 1 deployment location applicable to the historical/current

network, and excludes future TMFPD Station 35. The planned Reno Station 1 at 455 E. Second Street and TMFPD Station 35 at 21233 Reno Technology Pkwy W. are future-network facilities and receive no current credit.

The 96,386 routed events are distributed as follows:

Table 7-6. Demand by station

Agency	Territory	Routed events	Share of routed regional demand
Reno	R1	17,837	18.5%
Reno	R3	10,718	11.1%
Reno	R12	5,488	5.7%
Reno	R2	5,006	5.2%
Reno	R13	4,545	4.7%
Reno	R9	3,890	4.0%
Reno	R4	3,777	3.9%
Reno	R6	3,731	3.9%
Reno	R8	3,721	3.9%
Reno	R10	3,488	3.6%
Reno	R5	1,986	2.1%
Reno	R11	1,944	2.0%
Reno	R7	716	0.7%
Reno	R14	656	0.7%
Reno	R15	524	0.5%
Sparks	S1	6,582	6.8%
Sparks	S2	3,911	4.1%
Sparks	S4	2,024	2.1%
Sparks	S3	1,743	1.8%
Sparks	S6	1,718	1.8%
Sparks	S5	890	0.9%
TMFPD	T45	3,161	3.3%
TMFPD	T46	2,145	2.2%
TMFPD	T44	1,311	1.4%
TMFPD	T42	1,069	1.1%
TMFPD	T33	914	0.9%
TMFPD	T36	876	0.9%
TMFPD	T32	742	0.8%
TMFPD	T37	538	0.6%
TMFPD	T40	536	0.6%
TMFPD	T39	199	0.2%
Regional routed total		96,386	100.0%

Table 7-6 establishes a pronounced concentration pattern. R1 alone contains 18.5 percent of all routed regional events. R1 and R3 together contain 29.6 percent. The three highest-volume territories - R1, R3, and S1 - contain 36.5 percent. The five highest-volume territories - R1, R3, S1, R12, and R2 - contain 47.3 percent. The 10 highest-volume territories contain 67.9 percent.

This means that nearly half of all routed demand is located within five modeled territories, while the remaining half is distributed across 26 territories with substantially different geography and risk. The

result confirms the centrality of the Reno urban core and downtown Sparks to regional incident volume. It also shows why station analysis cannot be reduced to equal territorial call counts: the station-network must protect both concentrated urban demand and lower-frequency areas with distinct travel, WUI, highway, airport, or critical-site obligations.

The territory names identify the nearest current station under the fixed-road model. They do not mean that the named agency handled every event or that the named company was first to arrive. They also do not establish the amount of remaining capacity at that station.

7.12 Agency Station Areas and Regional Territories Answer Different Questions

Agency station-area reports and the regional fixed-road model can produce different totals for the same nominal station. The difference is methodological rather than necessarily erroneous.

Agency station areas may be based on administrative boundaries, dispatch zones, locally maintained first-due areas, responding-unit attribution, or agency-specific routing. The regional model applies one consistent fixed-road nearest-station method across all three agencies. It ignores agency boundaries for the geometric comparison but does not reproduce live closest-unit dispatch.

Sparks provides a useful example. Within the agency's own controlled station-area geography, Station 1 contains 6,717 incidents, 40.1 percent of department demand; Station 2 contains 3,174; Station 3 contains 2,406; Station 5 contains 1,732; Station 4 contains 1,686; the current Station 6 geography contains 548; and 480 are other or unmapped. Those values differ from the common regional fixed-road territory totals of S1 6,582, S2 3,911, S3 1,743, S4 2,024, S5 890, and S6 1,718.

The agency view is appropriate for describing Sparks' internally defined demand distribution. The regional view is appropriate for comparing station geography consistently across agency boundaries. Neither table should be substituted for the other, and differences between them should not be presented as discrepancies in incident totals.

The same distinction applies to TMFPD. Its agency-specific road-nearest analysis of district-originated incidents assigns 11,386 reliable TMFPD-prefix incidents among TMFPD career stations. The regional model assigns unique events from all agencies to the nearest current station across the full three-agency network. A TMFPD territory total in the regional model can therefore differ from the district-originated territory total in the TMFPD agency report because the event population and station choice set are different.

7.13 Repeat Demand and High-Use Locations

Annual demand is concentrated not only by station territory but also at recurrent physical locations. Repeat-location analysis is useful because a comparatively small number of facilities or access points can generate a material share of incidents. It can also reveal that call frequency and resource consumption do not always identify the same priorities.

Sparks' 2025 location population contains approximately 15,299 incidents associated with 5,055 normalized physical locations. The ten highest-frequency locations generated 12.5 percent of location-assigned incidents. The 100 highest-frequency locations generated 34.3 percent, and the top 250 generated 46.6 percent. Approximately 5 percent of identifiable locations therefore generated nearly half of Sparks' location-assigned demand.

Sparks' highest-use locations include senior-living and skilled-nursing facilities, large multifamily properties, casinos and hotels, transit facilities, shelters, and institutional-care settings. The pattern is predominantly medical. The data also show why count alone is incomplete: among the 100 highest-frequency locations and the 100 locations consuming the most documented primary-unit time, 75

appear in both groups. Some locations generate many comparatively short incidents, while others generate fewer but much longer commitments.

TMFPD's repeat demand is more geographically dispersed but remains operationally meaningful. Its 2025 population contains 6,087 normalized locations. The 100 highest-frequency locations generated 18.5 percent of district-originated incidents; the top 1,000 generated 48.8 percent. Only 56 locations appeared in both TMFPD's top 100 by incident count and top 100 by core-frontline hours. The high-impact population includes senior-care facilities, multifamily and mobile-home properties, schools, correctional and public facilities, commercial and healthcare locations, highways, intersections, and other open-access areas.

These patterns indicate that repeat demand is not a single problem with a single solution. A senior-care facility may warrant clinical coordination, fall-prevention work, or facility-level EMS review. A recurrent alarm location may warrant inspection or alarm-management attention. A highway segment may require access, engineering, enforcement, or interagency coordination. A shelter, behavioral-health facility, or institutional setting may require a different partnership. Exact residential addresses and dwelling-unit identifiers should remain in confidential operational workpapers.

Repeat demand should not be characterized as unnecessary merely because it recurs. The supported finding is that targeted prevention or coordination at a small number of locations could potentially reduce avoidable demand or shorten repeat engagements. Whether a specific intervention is appropriate requires a review of the underlying incident types and circumstances.

7.14 Roadway, Corridor, and Open-Access Demand

Some recurring demand cannot be represented adequately by a conventional street address. TMFPD's repeat-location evidence includes interstate segments, freeway extensions, ramps, intersections, trailheads, gates, and other open-access locations. A repeated roadway label may represent multiple directions, mileposts, interchanges, or access points rather than one physical premise.

This matters for both prevention and deployment analysis. A highway corridor may produce fewer incidents than a large senior-care facility but impose longer access, traffic protection, extrication, hazardous materials, wildfire, or multi-agency requirements. Aggregating every record with the same highway name into one "location" could overstate point concentration, while treating each minor label variation as unrelated could conceal a genuine corridor pattern.

Chapter 7 therefore treats roadway and open-access recurrence as a corridor-level demand condition. Where the workpapers support it, priorities should be refined using coordinates, direction of travel, milepost or interchange, known access point, and road-nearest territory. These incidents then inform the transportation-hazard analysis in Chapter 10 and the critical-access and service-network analyses in later chapters.

7.15 Station 6 Transition Control

Sparks Station 6 opened on November 17, 2025. The distinction between observed operations and modeled geography is therefore especially important.

The regional current-network model retrospectively assigns 1,718 of the region's 2025 unique events to the Station 6 fixed-road catchment. That figure estimates the 2025 demand located in the geography Station 6 serves in the current network. It is not a full-year count of calls handled by Station 6, because the station operated for only the final portion of 2025.

Sparks' agency-defined current Station 6 geography assigns 548 incidents to that area under the agency workpaper's separate station-area method. The difference between 548 and 1,718 reflects different geographic methods and station choice sets; it must not be interpreted as a difference between observed and missing calls.

Pre-opening reliance on other stations in the Station 6 area is not evidence that the new station failed to serve its territory. A reasonable assessment of Station 6 company workload, first-due performance, or availability requires a representative post-opening operating period. The 2031 current-territory projection of approximately 2,271 incidents belongs to the growth analysis in Chapter 13 and is not used as a 2025 observed workload figure.

7.16 Other Station and Network Controls

Historical and future station configurations are kept separate throughout the analysis.

The current/historical network uses Reno Station 1's applicable 2025 deployment location. The planned Reno Fire Department Headquarters and replacement Station 1 at 455 E. Second Street is modeled only in future conditions. It is a one-for-one replacement location and is not treated as a second simultaneously available Station 1.

TMFPD Station 35 at 21233 Reno Technology Pkwy W. is also future-only. It receives no credit in the 2025 demand or current-network territory analysis. Future modeling can test how it changes road-nearest territories and projected access after it enters service.

Reno Station 15's airport and aircraft-rescue/firefighting responsibility must also remain visible. Its comparatively low fixed-road territory count does not establish spare deployable capacity or station redundancy. Airport protection and movement restrictions are capability and service-obligation questions that cannot be inferred from general community incident frequency.

More broadly, low-volume territories should not be interpreted as low-value stations. Some protect large geographic areas, limited-access corridors, rural communities, WUI areas, special hazards, or critical infrastructure. Conversely, high-volume territory totals identify substantial incident concentration but do not prove that the assigned station lacks resources. Station and capital conclusions require the integrated evidence in later chapters.

7.17 Implications for Subsequent Analysis

The historical-demand evidence establishes several requirements for the remainder of the report.

First, the response-performance analysis must retain agency-specific clocks and denominators. A common demand baseline does not make dissimilar processing, turnout, travel, or total-response measures interchangeable.

Second, workload analysis must test both frequency and duration. EMS drives the recurring call load, but the Sparks and TMFPD evidence shows that incident types and locations with moderate counts can consume disproportionate documented resource time. Concurrency and first-due occupancy cannot be inferred from annual territory totals.

Third, cross-boundary analysis must distinguish incident origin from the agency or unit that responded. Common fixed-road territories show station proximity; they do not prove that a boundary crossing occurred or that a neighboring unit was available and capable.

Fourth, equity analysis must examine actual performance and reliability rather than demographic composition alone. High demand in a vulnerable or historically underserved area warrants attention, but it is not itself proof of unequal service.

Fifth, hazard and critical-site analysis must preserve low-frequency, high-consequence risk. EMS dominance does not eliminate the need for structural-fire, wildland, hazardous-materials, technical-rescue, airport, water-supply, or critical-infrastructure capabilities.

Sixth, the growth model must begin from the reconciled 2025 geographic baseline and apply controlled future population and development evidence. It must not extrapolate Reno's partial-year history or TMFPD's changing all-prefix feed.

Finally, station-network decisions must integrate demand with road access, actual response performance, workload, concurrency, neighboring coverage, ERF assembly, critical occupancies, growth, facility condition, and operational constraints. No station addition, closure, relocation, staffing change, or apparatus change is supported by Chapter 5 alone.

7.18 Principal Findings

The principal findings of the historical-demand analysis are as follows:

1. **The selected 2025 regional baseline contains 97,215 unique events.** It is derived from 104,853 agency-source records after removal of 7,638 accepted cross-agency matches. The 129 unresolved candidate matches produce a lower-bound sensitivity of 97,086, only 0.13 percent below the selected estimate.
2. **The spatial baseline is highly complete.** The current fixed-road model routes 96,386 events, or approximately 99.15 percent of the regional total. The 829 residual events remain in regional demand but do not enter station-territory totals.
3. **EMS is the dominant routine demand in all three agencies.** EMS or medical incidents account for 79.0 percent of Reno's all-call population, 80.1 percent of Sparks' validated population, and 73.3 percent of TMFPD's district-originated population.
4. **Reno's EMS demand must be evaluated using the 52,959-event all-EMS denominator.** The evidence does not support treating that population as Code 3 or substituting a smaller recorded-priority cohort.
5. **Historical demand does not follow one regional trend.** Sparks experienced a 9.1 percent increase from 2023 through 2025. TMFPD district-originated demand remained broadly stable, increasing approximately 1.6 percent over the same period. Reno's available controlled source does not support a complete multiyear rate.
6. **Demand is concentrated during the daytime and early evening where comparable temporal evidence is available.** Approximately 60 percent of Sparks incidents and 61.4 percent of TMFPD incidents occurred between 6:00 a.m. and 6:00 p.m.; noon through 5:59 p.m. was the largest individual daypart in both agencies.
7. **Regional demand is geographically concentrated.** R1 contains 18.5 percent of routed regional events; R1 and R3 together contain 29.6 percent; and the five highest-volume territories contain 47.3 percent.
8. **Territory demand is not evenly related to service obligation.** Urban stations face concentrated recurring demand, while lower-volume suburban, rural, WUI, highway, airport, and special-hazard territories can require greater travel or unique capabilities. Counts alone cannot rank station importance.

9. **Agency station areas and common regional territories are separate analytical products.** They use different populations, boundaries, and assignment methods and should not be substituted for one another.
10. **Repeat demand is materially concentrated.** In Sparks, the top 100 identifiable locations account for 34.3 percent of location-assigned demand. In TMFPD, the top 100 account for 18.5 percent of district incidents. Count and resource-time rankings identify overlapping but non-identical locations.
11. **Frequency does not equal consequence or resource burden.** Detailed Sparks and TMFPD evidence shows that lower-frequency fire, vegetation, roadway, hazard, rescue, and aid incidents can require longer or more complex commitments than their incident share suggests.
12. **The Station 6 modeled catchment is not observed full-year Station 6 workload.** The station opened on November 17, 2025; its 1,718-event regional territory total is a retrospective geographic assignment.
13. **Future stations receive no current credit.** The planned Reno Station 1 at 455 E. Second Street is a one-for-one future replacement, and TMFPD Station 35 at 21233 Reno Technology Pkwy W. is future-only.
14. **Chapter 7 does not establish a capacity gap.** Staffing, apparatus, station, and specialty-capability sufficiency require the response, workload, risk, ERF, growth, and network evidence developed later in the report.

7.19 Conclusion

The historical record describes a regional emergency-service system with substantial daily demand, pronounced EMS dependence, and significant spatial concentration. The selected 2025 baseline represents approximately 266 unique events per day. Nearly four of every five Reno and Sparks incidents and almost three of every four TMFPD district-originated incidents are medical. Fire-based EMS is therefore not an ancillary service within the regional operating environment; it is the principal recurring source of public demand.

That conclusion must not obscure the remainder of the risk profile. The detailed Sparks and TMFPD evidence shows that lower-frequency incidents can consume a disproportionate share of documented resource time, require multiple companies, or impose specialty-capability requirements. Annual counts answer how often an incident occurs, but not how many resources it requires, how long those resources remain committed, or what consequence follows if the required capability is not available. An effective Standards of Cover must therefore respond to both frequency and consequence.

The record also shows that the region's demand is not geographically uniform. Almost one-fifth of all routed events occur in the R1 fixed-road territory, and R1 and R3 together account for nearly three-tenths of routed regional demand. Five territories contain almost half of the regional total. This concentration is operationally meaningful because it identifies where recurring calls are most likely to overlap and where later chapters must closely examine response performance, workload, and available depth. It is not, however, a finding that those territories are under-resourced. That determination requires evidence about which units responded, how long they were committed, how often first-due resources were occupied, what nearby alternatives existed, and whether the required force could be assembled.

The converse is equally important. A territory with comparatively few incidents is not necessarily over-resourced or redundant. Rural and WUI stations may protect large areas, limited road networks, high-consequence vegetation-fire exposures, isolated communities, water-supply constraints, highways, airports, industrial facilities, or critical infrastructure. Station value cannot be reduced to calls per year. The purpose of the demand geography is to identify the pattern that the broader deployment system must serve, not to assign a simple productivity score to each station.

Temporal evidence adds another layer. Sparks and TMFPD both experience their greatest demand from morning through early evening, with roughly three-fifths of incidents occurring between 6:00 a.m. and 6:00 p.m. This indicates when call arrivals are most likely to interact with prolonged EMS transports, training, inspections, prevention activity, and other operational commitments. It does not independently prove saturation. The concurrency and resource-depth analysis must determine whether the demand pattern actually produces repeated loss of first-due or nearby coverage.

Repeat-location evidence identifies a more targeted dimension of the demand problem. A relatively small set of senior-care, skilled-nursing, residential, shelter, transportation, commercial, institutional, roadway, and open-access locations generates a substantial share of calls. These concentrations create opportunities for community risk reduction and interagency coordination, but the appropriate intervention depends on the underlying cause. High demand at a senior-care facility, a casino, a transit center, a shelter, and an interstate corridor cannot be addressed through one generic strategy. Frequency and resource duration must both be considered, and private residential information must remain protected.

Historical change must also be interpreted agency by agency. Sparks has a valid three-year growth pattern, although its annual rate slowed in 2025. TMFPD's stable district-originated series contrasts sharply with the increase in its broader all-prefix activity feed, confirming that the latter cannot be treated as organic district growth. Reno's partial 2024 source does not support a comparable annual trend. The report therefore uses the reconciled 2025 event geography as its common starting point and relies on the separate controlled growth model for future conditions.

Taken together, the evidence supports a strong but deliberately limited conclusion. Washoe County's regional fire and EMS system must manage high-frequency medical demand concentrated in the urban core while maintaining the geographic reach, resource depth, and specialized capabilities required for lower-frequency but potentially severe incidents across suburban, rural, WUI, highway, airport, and critical-site environments. Chapter 5 establishes the demand the system must serve. It does not determine whether the current deployment system is sufficient. That judgment emerges only after the demand baseline is tested against observed response performance, workload and concurrency, cross-boundary response, equity, hazard consequence, critical-site access, effective-response-force assembly, growth, and station-network evidence in the chapters that follow.

Chapter 8: Response Performance

Response time is one of the most closely watched measures in emergency services, but it should be interpreted within a broader context rather than as a simple pass/fail metric. The National Fire Protection Association (NFPA) publishes consensus-based standards for the organization and deployment of fire and emergency services. Historically, these have included NFPA 1710 for career departments and NFPA 1720 for volunteer departments; those standards are being consolidated into NFPA 1750. These standards provide response-time, staffing, deployment, and service delivery benchmarks that are widely used as reference points. They reflect technical research, operational experience, and consensus within the fire and emergency services community, but they do not by themselves determine what level of service a local jurisdiction must adopt.

NFPA benchmarks are reference points, not locally adopted mandates. Actual performance is influenced by station location, staffing, call volume, geography, traffic, and available resources. Response time data in this Study should be understood as a tool for identifying trends, informing resource allocation, and supporting long-term planning rather than as a stand-alone measure of overall department effectiveness.

This chapter examines first arrival response performance for the three Fire Departments. Because the three agencies measure performance against different thresholds and qualifying incident populations, this report uses each agency's internal standards, as well as the recommended Standard of Cover presented in full in Chapter 19. This allows the Study to be equitable in measuring each agency against their actual adopted standards, as well as compare performance across the Departments. Nothing presented below should be interpreted as ranking the Departments – each faces unique conditions and challenges that recognized and explored.

The 2025 response data show that all three fire departments have areas where response performance can improve, but the causes and patterns differ by agency. Delays occur before units begin moving as well as during travel. Urban travel is slower than the Study benchmark across all three departments. Reno and Sparks also experience substantial suburban delays, while TMFPD's most significant geographic challenge is a smaller number of unusually long rural and wildland-urban interface responses. These findings do not support combining the agencies into one regional response-time number or ranking one department against another. Reno, Sparks, and TMFPD use different dispatch systems, response classifications, starting clocks, arrival-status practices, and performance standards. Each department should therefore be evaluated using its own valid data and the standards or benchmarks that apply to it. The results also do not establish that a particular station, staffing level, apparatus assignment, or governance model is responsible for slower response. Response time is affected by call handling, dispatch workflow, company turnout, station location, road access, unit availability, assignment decisions, incident type, and the location of the responding unit when the call is received. Later chapters evaluate those conditions before considering operational or capital changes.

8.1 Response Performance in Brief

The regional findings can be summarized as follows:

1. **Reno reported no formally adopted response-time standard**. Compared with the Study benchmarks, its 2025 results show longer-than-benchmark times in call processing, company mobilization, urban and suburban travel, and total first-arrival response. Reno's response-time challenges are therefore not limited to station geography or travel. Sparks exceeded the adopted time objective in the response measures that could be evaluated. The largest

recurring concerns were EMS turnout, overnight readiness, urban and suburban travel, and total response. Much of the measured call-processing delay occurred before formal CAD entry, while post-entry assignment was generally faster.

2. **TMFPD showed measurable improvement in processing and travel between 2023 and 2025**. Nevertheless, the district did not achieve its Code 3 call-processing objective, EMS turnout objective, urban travel objective, or urban total-response objective. It achieved its longer suburban and rural/WUI travel and total-response objectives at the 85th percentile. Rural and WUI incidents still included a smaller number of unusually long responses.
3. **The most consistent regional weakness was urban travel**. In each department's separately defined population, the median urban travel time exceeded the four-minute Study benchmark, and fewer than half of qualifying responses occurred within four minutes.
4. **Travel was not the only source of delay**. Call processing and company mobilization accounted for substantial time before apparatus began traveling. This was especially important in Reno and in Sparks EMS responses.
5. **Overnight turnout was slower even though overnight demand was generally lower**. The pattern was most pronounced in Sparks and TMFPD and was also present in Reno's analysis.
6. **Reduced unit availability was associated with slower responses**. When the nearest or normally assigned company was already committed, another station was more likely to provide the first arrival and travel time generally increased.
7. **First arrival is not the same as complete response capability**. This chapter measures the first eligible unit to arrive. It does not establish when the complete personnel, apparatus, qualifications, water supply, or specialty capabilities required for the incident were assembled.

8.1.1 Response-Time Components

Response time consists of several operational steps:

1. **Call processing.** Call processing measures how long it takes from the agency first receiving the incident to assigning the first eligible resource.
2. **Responding-unit turnout** measures the time from the responding unit's assignment until that unit begins moving
3. **Travel** begins when the first-arriving eligible unit goes en route and ends at the earliest valid staged or on-scene status.
4. **Total response** begins at the applicable receipt or creation time and ends with the first valid arrival.

Each measure answers a different question. Call processing concerns the communications system. Mobilization and turnout concern how quickly an assigned company begins moving. Travel concerns distance, route, availability, and access to the incident. Total response shows the cumulative effect of all of these steps from the applicable starting clock to first arrival.

The assignment-to-arrival portion of the response is evaluated through the separate mobilization and travel intervals. Their percentile values are not added to create a combined dispatch-to-arrival percentile because the call at the 90th percentile for mobilization may not be the same call at the 90th percentile for travel. Total response is calculated directly from each incident's actual starting and arrival timestamps.

8.1.2 How to Read a Percentile

A response time of eight minutes at the 90th percentile means that 90 percent of valid responses occurred in eight minutes or less and 10 percent took longer. An 85th-percentile time means that 85 percent occurred within the reported time and 15 percent took longer.

The median describes the typical response. A median of five minutes means that half of the valid responses were five minutes or less and half were longer.

A department can therefore have a relatively low median while still experiencing much slower response on a significant number of calls. The applicable 85th- or 90th-percentile result shows how consistently the department performs across the broader range of calls.

8.1.3 Standards and Study Benchmarks

The Study uses NFPA-based benchmarks to provide common reference points for evaluating performance. These values are informed by national deployment standards, but they are not adopted regional standards. Study benchmarks, adopted agency standards, and future regional objectives should be treated separately.

Reno reported that it did not have a formally adopted response-time standard. Its results are therefore compared only with the Study benchmarks.

Sparks has adopted standards generally aligned with NFPA 1710 and evaluates them at the 90th percentile. Sparks reported that it did not routinely track and report performance against those standards.

TMFPD adopted service-area standards through its Standards of Cover. Call processing is evaluated at the 90th percentile. Turnout, travel, and total response are generally evaluated at the 85th percentile. TMFPD's geographic standards allow more time in suburban and rural/WUI areas than the common Study benchmarks.

Because the three agencies measure performance against different thresholds and qualifying incident populations, this report applies a common methodology to support regional analysis. All agencies' data are evaluated using the same interval definitions, incident qualification criteria, and 90th percentile study benchmark, and each agency's performance against its own adopted standard is presented separately where one exists. Side by side results are intended to identify regional service gaps and opportunities for shared improvement, not to rank agencies, and should not be read as compliance findings.

Table 8-1. Response-time benchmarks and adopted agency standards

Performance measure	Study benchmark	Reno	Sparks adopted standard	TMFPD adopted standard
Call processing	1:00	No adopted standard	1:04 at 90th percentile	1:00 for Code 3 and 2:00 for other calls at 90th percentile
EMS turnout	1:00	No adopted standard	1:00 at 90th percentile	1:20 at 85th percentile

Performance measure	Study benchmark	Reno	Sparks adopted standard	TMFPD adopted standard
Fire turnout	1:20	No adopted standard	1:20 at 90th percentile	1:40 at 85th percentile
Urban travel	4:00	No adopted standard	4:00 at 90th percentile	6:40 at 85th percentile
Suburban travel	6:00	No adopted standard	4:00 at 90th percentile	8:40 at 85th percentile
Rural/WUI travel	10:00 to 12:00	No adopted standard	No declared standard	18:40 at 85th percentile
Urban total response	6:00	No adopted standard	6:20 at 90th percentile	8:00 at 85th percentile
Suburban total response	8:00	No adopted standard	6:20 at 90th percentile	10:00 at 85th percentile
Rural/WUI total response	12:00 to 14:00	No adopted standard	No declared standard	20:00 at 85th percentile

The Study benchmarks in this table are reference points for comparison. Exceeding a Study benchmark is not the same as failing an adopted local standard. Sparks and TMFPD results are evaluated against their own standards using the percentile specified by each agency.

8.1.4 Analysis Periods and Comparison Limits

Calendar year 2025 provides the principal common performance period. Selected TMFPD trends are also evaluated from 2023 through 2025. Reno and Sparks response-time findings use the common 2025 performance period.

The principal populations are:

1. Reno: 52,959 EMS and medical events across all response modes and 6,097 fire and other incidents confirmed as initially Code 3 without a documented downgrade.
2. Sparks: 4,806 incidents positively identified as Code 3 without a documented downgrade.
3. TMFPD: metric-specific inside-boundary Code 3 records, with 7,673 valid call-processing records and separate valid populations for mobilization, travel, and total response.

The agencies should not be ranked directly against one another using these results. Reno EMS includes all response modes because the available priority fields do not reliably identify Code 3 EMS responses. Sparks excludes incidents that could not be positively identified as Code 3. TMFPD call processing and total response begins when the call reaches TMFPD's receiving system, so any time that occurred before transfer is not included. TMFPD also uses the earliest valid staged or on-scene status as its arrival point.

8.2 Regional Performance Findings

Table 8-2 shows the 90th-percentile results for four major response components. It is included to show where delays occur and how large they are. It should not be used to rank departments.

Table 8-2. Selected 2025 regional response-performance results

Agency and population	Call processing	EMS mobilization or turnout	Urban travel	Urban total response
Reno EMS, all response modes	3:04	2:42	8:27	12:44
Sparks, identified Code 3	2:24	2:16	6:54	9:58
TMFPD, Code 3	2:08	1:53	7:45	10:40
Study benchmark	1:00	1:00	4:00	6:00

Each value is the 90th-percentile time for specific agency population shown in the table. For example, Sparks' urban travel time of 6:54 means that 90 percent of its valid urban Code 3 first arrivals occurred in 6:54 or less and 10 percent took longer. These values should not be used to rank the agencies because the underlying populations, clocks, and arrival-status rules differ.

8.2.1 Call Processing

Call processing frequently exceeded the one-minute Study benchmark. Reno's 90th-percentile processing time was 3:04 for EMS and 3:07 for confirmed Code 3 fire and other incidents. Sparks' 90th-percentile time was 2:24. TMFPD's recorded post-transfer time was 2:08.

Median processing times were much lower than the 90th percentile results, particularly in Sparks and TMFPD. Sparks had a median of 1:01, but only 48.9 percent of valid records were processed within one minute. TMFPD had a median of 0:59, but only 52.6 percent were within one minute. In both departments, approximately half of the valid calls took longer than the one-minute Study benchmark.

8.2.2 Turnout

EMS turnout exceeded the one-minute Study benchmark in all three agencies. Reno's EMS median was 1:35 and its 90th-percentile time was 2:42. Sparks' EMS median was 1:27 and its 90th-percentile time was 2:16. TMFPD's EMS median was 1:02 and its 90th-percentile time was 1:53.

Fire turnout was generally faster than EMS, but the 90th-percentile fire turnout time still exceeded the 1:20 Study benchmark. Reno's fire and other Code 3 turnout time was 2:34 at the 90th percentile. Sparks' fire turnout time was 2:03 at the 90th percentile. TMFPD's fire mobilization time was 1:59 at the 90th percentile.

8.2.3 Travel

Urban travel was the clearest common regional weakness. The urban median exceeded the four-minute Study benchmark for all three departments:

1. Reno EMS: 4:58 median and 8:27 at the 90th percentile.
2. Sparks Code 3: 4:17 median and 6:54 at the 90th percentile.
3. TMFPD Code 3: 4:19 median and 7:45 at the 90th percentile.

Only 32.1 percent of Reno's valid urban EMS responses, 42.9 percent of Sparks' valid urban Code 3 responses, and 44.2 percent of TMFPD's valid urban Code 3 responses occurred within four minutes.

Suburban travel was also slower than the six-minute Study benchmark at the median in Reno and Sparks. TMFPD's suburban median was 4:41, although its 90th-percentile time reached eight minutes.

Most rural and WUI responses occurred within the longer Study thresholds. However, a smaller group experienced unusually long travel times, particularly in TMFPD. The TMFPD rural/WUI travel time was 14:12 at the 90th percentile.

8.2.4 Total First-Arrival Response

Total response shows the cumulative effect of processing, mobilization, and travel. The urban median exceeded the six-minute Study benchmark in every agency population. Urban 90th-percentile total response was:

1. Reno EMS: 12:44.
2. Sparks Code 3: 9:58.
3. TMFPD Code 3: 10:40, measured from its post-transfer starting clock.

These findings demonstrate that travel is not the only source of delay. Time accumulated during call handling and company mobilization before apparatus began traveling.

8.3 Reno Fire Department Performance

Reno reported no formally adopted response-time standard. Its results are therefore evaluated against the Study benchmarks. They should not be described as compliance findings.

Reno's data show longer-than-benchmark times in several parts of the response process, including call processing, mobilization, travel, and total response. The findings indicate that station geography is only one of several factors affecting Reno's response performance.

Table 8-3. Reno 2025 response performance compared with Study benchmarks

Measure	Valid records	Median	90th percentile	Study benchmark	Finding
EMS call processing, all response modes	42,331	1:32	3:04	1:00	Above benchmark
Fire and other Code 3 call processing	6,030	1:57	3:07	1:00	Above benchmark
EMS turnout	40,568	1:35	2:42	1:00	Above benchmark; 22.9% within one minute
Fire and other Code 3 turnout	5,997	1:28	2:34	1:20	Above benchmark
Urban EMS travel	27,788	4:58	8:27	4:00	Above benchmark; 32.1% within four minutes
Suburban EMS travel	640	6:22	9:24	6:00	Above benchmark; 43.0% within six minutes
Rural/WUI EMS travel	1,112	6:23	10:25	10:00 to 12:00	Above the lower benchmark but within 12:00

Measure	Valid records	Median	90th percentile	Study benchmark	Finding
Urban EMS total response	27,788	8:33	12:44	6:00	Above benchmark; 13.3% within six minutes
Suburban EMS total response	640	10:00	13:48	8:00	Above benchmark; 22.0% within eight minutes
Rural/WUI EMS total response	1,112	10:22	14:49	12:00 to 14:00	Above the upper benchmark at the 90th percentile

8.3.1 What the Reno Results Show

Reno's processing time was already above the Study benchmark before company mobilization and travel began. Where processing could be divided into stages, most of the measured delay occurred before formal CAD entry or the point used for assignment. The 90th-percentile post-entry assignment interval was substantially shorter. This indicates that a substantial portion of the delay occurred during call receipt, information gathering, or dispatch workflow rather than in field response alone.

Mobilization times also exceeded the Study benchmarks. The EMS median of 1:35 means that more than half of valid EMS incidents took longer than the one-minute Study benchmark before the first eligible unit began responding. Fire and other Code 3 incidents were faster, but the 90th percentile mobilization time was still 2:34 compared with the 1:20 Study benchmark. .

Travel performance varied by geography. Urban and suburban travel were both slower than the Study benchmarks. Rural and WUI performance was comparatively stronger for most calls, although the 90th-percentile rural/WUI travel time remained above the lower end of the Study benchmark range. Total response confirms that delay accumulated across the complete process. Reno's urban EMS median was 8:33 and its 90th-percentile time was 12:44. The separate fire and other Code 3 population had a citywide total-response time of approximately 12:55 at the 90th percentile, showing that longer total-response times were not limited to EMS incidents.

8.3.2 Factors Affecting Reno's Response Performance

The measured contributors include:

- time before formal CAD entry or assignment;
- company mobilization, including differences by time of day, incident characteristics, and recent unit activity;
- distance and road access;
- whether the normally assigned or home-station company was already committed;
- use of a company from another station;
- incident and location complexity; and

Reno's availability analysis found that the normally assigned engine was already committed on 11.3 percent of eligible calls. On 2.1 percent of calls, the first two available coverage options were already committed, and on 0.6 percent, the first three were committed. This does not indicate that the system was routinely overwhelmed. It does show that, on some calls, nearby resources were already busy and another unit had to respond from farther away, contributing to longer response times.

The Reno EMS population contains 52,959 events, but only 30,050 had a valid travel and total-response interval. The available sensitivity testing indicates that the reported 90th-percentile results

remain stable, but ongoing reporting should include both performance and the percentage of records with valid timestamps.

8.3.3 Reno Implications

Reno's results support coordinated attention to call handling, dispatch workflow, company mobilization, unit availability, and travel. A station-only strategy would not address the time already accumulated before apparatus begins moving.

The findings support the dispatch improvements evaluated in Chapters 33 through 38, the workload and coverage-depth analysis in Chapter 9, the station-network analysis in Chapters 10 and 16, and the performance framework in Chapter 19. They do not independently establish the need for a station addition, station closure, staffing change, or apparatus reassignment.

8.4 Sparks Fire Department Performance

Sparks adopted 90th-percentile response-time standards broadly aligned with NFPA 1710. The available 2025 record allows direct comparison with most first-arrival standards.

Sparks' 2025 results exceeded its adopted 90th-percentile objectives in the measured processing, turnout, urban travel, suburban travel, urban total-response, and suburban total-response categories. Sparks did not declare rural/WUI travel or total-response standards.

Table 8-4. Sparks 2025 performance compared with adopted standards

Measure	Valid records	Actual 90th percentile	Adopted standard	Difference	Determination
Call processing	4,594	2:24	1:04	1:20 slower	Did not meet
EMS turnout	3,633	2:16	1:00	1:16 slower	Did not meet
Fire turnout	153	2:03	1:20	0:43 slower	Did not meet
Urban travel	3,558	6:54	4:00	2:54 slower	Did not meet
Suburban travel	117	9:16	4:00	5:16 slower	Did not meet
Rural/WUI travel	58	6:19	No declared standard	-	No adopted comparison
Urban total response	3,498	9:58	6:20	3:38 slower	Did not meet
Suburban total response	115	12:17	6:20	5:57 slower	Did not meet
Rural/WUI total response	52	8:37	No declared standard	-	No adopted comparison

8.4.1 What the Sparks Results Show

Sparks' call-processing median was 1:01, close to its 1:04 objective. The 90th-percentile result was 2:24, however, meaning that 90 percent of valid calls were processed within 2:24 and 10 percent took longer. Only 48.9 percent were processed within the Study's one-minute benchmark. The median call was processed considerably faster than calls at the 90th percentile.

EMS turnout showed a larger difference from the adopted objective. The median was 1:27, already 27 seconds above the adopted one-minute objective, and only 19.9 percent of qualifying EMS responses were within one minute. The 90th-percentile result was 2:16.

Fire turnout was stronger at the midpoint. Its median of 1:15 was within the 1:20 objective, and 56.2 percent of the qualifying records were within 1:20. The 90th-percentile result was 2:03, compared with the adopted 1:20 standard. The fire-turnout analysis included only 153 records and should be interpreted more cautiously than the EMS result.

Urban and suburban travel did not achieve the adopted four-minute standard. Urban travel had a median of 4:17 and a 90th-percentile time of 6:54. Suburban travel had a median of 6:24 and a 90th-percentile time of 9:16.

Total response reflects the combined effect of these delays. The urban median was 6:59, compared with the adopted 6:20 standard at the 90th percentile The urban median was 6:59, while the adopted standard calls for a 90th-percentile total response of 6:20 or less. The actual urban 90th-percentile result was 9:58. Suburban total response was slower, with a median of 8:46 and a 90th-percentile result of 12:17.

8.4.2 Factors Affecting Sparks' Response Performance

The most consistent departmentwide pattern was longer EMS turnout, particularly during late-evening and overnight hours. Overnight EMS median turnout reached approximately 2:08, and the 90th-percentile result reached approximately 2:47. Only about 3 percent of qualifying overnight EMS responses occurred within one minute.

The overnight pattern appeared across multiple stations. Approximate station-level overnight EMS medians were:

1. Station 1: 2:18;
2. Station 2: 2:04;
3. Station 3: 2:08; and
4. Station 4: 1:58.

The consistency across stations supports a departmentwide readiness review rather than attributing the problem to one station or company.

Call-processing analysis indicates that post-entry assignment was generally rapid, and that more of the measured delay occurred before formal CAD entry. Complex fire, alarm, gas, outside-fire, and similar incidents also required more processing time than routine incidents. The data identify where the measured delay occurred but do not establish its cause. Possible factors include caller information, location verification, protocol requirements, call transfer, workload, or other operating conditions.

Travel was primarily an urban and suburban issue. Specific station findings include:

1. Station 1's most prominent measured weakness was overnight turnout rather than fixed geographic coverage.
2. Station 3 combined measured travel concerns with documented facility-resilience problems, which should be considered in the separate relocation analysis
3. Station 4 continued to show longer travel times after accounting for distance, warranting review of egress, roadway access, signals, apparatus position, and internal response boundaries.
4. Station 5 was affected by long-duration transporting EMS workload and its regional interface.

5. Station 6 opened on November 17, 2025, so most 2025 territory results describe conditions before the station opened and should not be treated as mature Station 6 performance.

8.4.3 Sparks Implications

Sparks' results support a focused turnout-improvement program, separate overnight monitoring, review of pre-entry call processing, and targeted urban and suburban travel analysis. They also support the Station 3 relocation review and a focused Station 4 access and deployment review.

The results do not show that one departmentwide staffing or station solution would address all measured gaps. Dispatch workflow, turnout, road access, unit availability, station condition, and geographic deployment require separate but coordinated responses.

8.5 Truckee Meadows Fire Protection District Performance

TMFPD uses adopted standards differentiated by incident category and service environment. Its call-processing standard is evaluated at the 90th percentile. Turnout, travel, and total response are generally evaluated at the 85th percentile.

TMFPD's 2025 results show meaningful improvement in processing and travel compared with 2023. They also show areas where 2025 performance remained above adopted time objectives, including Code 3 call processing, EMS turnout, urban travel, and urban total response.

Table 8-5. TMFPD 2025 performance compared with adopted standards

Measure	Valid records	Actual result	Adopted standard	Difference	Determination
Code 3 call processing	7,673	2:08 at 90th percentile	1:00 at 90th percentile	1:08 slower	Did not meet
EMS mobilization	5,962	1:42 at 85th percentile	1:20 at 85th percentile	0:22 slower	Did not meet
Fire mobilization	1,614	1:45 at 85th percentile	1:40 at 85th percentile	0:05 slower	Did not meet
Urban travel	2,566	7:00 at 85th percentile	6:40 at 85th percentile	0:20 slower	Did not meet
Suburban travel	1,343	7:24 at 85th percentile	8:40 at 85th percentile	1:16 faster	Met
Rural/WUI travel	2,382	12:16 at 85th percentile	18:40 at 85th percentile	6:24 faster	Met
Urban total response	2,566	9:37 at 85th percentile	8:00 at 85th percentile	1:37 slower	Did not meet
Suburban total response	1,343	9:52 at 85th percentile	10:00 at 85th percentile	0:08 faster	Met

Measure	Valid records	Actual result	Adopted standard	Difference	Determination
Rural/WUI total response	2,382	15:27 at 85th percentile	20:00 at 85th percentile	4:33 faster	Met

TMFPD's 2025 fire-mobilization time was 1:45 at the 85th percentile, five seconds above the district's 1:40 objective. Based on 1,614 valid incidents, fire mobilization did not meet the adopted objective.

8.5.1 What the TMFPD Results Show

TMFPD improved its recorded call processing from 2023 through 2025. The median declined from 1:15 to 0:59, the 90th-percentile time declined from 2:49 to 2:08, and the share processed within one minute increased from 32.9 to 52.6 percent.

This represents meaningful improvement, but the 2025 Code 3 result did not achieve the district's one-minute objective at the 90th percentile. In addition, TMFPD's processing clock begins after the call has reached the receiving CAD or REMSA answer point.

AEMS mobilization did not achieve the district's 1:20 objective at the 85th percentile. The 2025 median was 1:02, the 85th-percentile time was 1:42, and the 90th-percentile time was 1:53. Although the typical incident was close to the objective, a significant portion of responses took longer.

TMFPD did not achieve its urban travel standard. Its urban travel time was 7:00 at the 85th percentile, compared with the adopted 6:40 objective. Suburban and rural/WUI travel achieved the district's longer geographic standards.

Comparison with the common Study benchmarks shows additional differences in travel performance by service area. TMFPD's urban travel time was 7:45 at the 90th percentile compared with the four-minute Study benchmark. Suburban travel was 8:00 compared with the six-minute Study benchmark. Rural/WUI travel was 14:12 compared with the Study's 10- to 12-minute range.

These two findings are not contradictory. TMFPD can achieve its adopted suburban and rural/WUI standards at the 85th percentile while still experiencing slower performance than the common Study benchmarks, particularly among the slowest calls.

8.5.2 Factors Affecting TMFPD's Response Performance

Road distance had the strongest measured association with travel time. Other important conditions included:

1. whether the road-nearest primary engine was already committed;
2. whether another station supplied the first-arriving unit;
3. apparatus role and selection;
4. highway, ramp, open-land, and unnumbered locations;
5. rural and WUI access conditions;
6. later assignment of an alternate resource;
7. severe-weather and mountain-corridor conditions, including delays associated with installing or removing tire chains on apparatus during responses in the Mt. Rose Highway area.
8. overnight mobilization; and
9. use and interpretation of staged arrival statuses.

When the road-nearest primary engine was identified as occupied, median travel increased from 5:27 to 5:40 and the 90th-percentile time increased from 11:08 to 13:49. The percentage of first arrivals supplied by another station increased from 9.0 to 32.9 percent. Performance within the applicable geographic benchmark declined by 10.7 percentage points.

This does not mean every occupied engine left the area without coverage. It shows that reduced availability was associated with longer response times. Later-assigned alternate resources represented a relatively small share of incidents but accounted for a disproportionate share of mobilization intervals exceeding three minutes. Brush-resource, later-assignment, and overnight cases should therefore receive targeted operational review.

8.5.3 TMFPD Implications

TMFPD's results support continued review of call processing, focused EMS and overnight mobilization review, urban travel, and individual rural and WUI responses with unusually long travel times.

The district's suburban and rural/WUI standards should remain geographically differentiated. Meeting those standards should not end review of the longer-response incidents, particularly where access, distance, first-due occupancy, or another-station response was associated with longer travel or total response times.

TMFPD's AVL capability provides a stronger operational foundation for closest appropriate available unit deployment. Regional use will still require common status definitions, capability rules, protection for the area supplying the unit, and verification that the selected unit improves service without creating a material gap elsewhere.

8.6 Factors Influencing Response Performances

8.6.1 Call Handling and Dispatch Workflow

The first response-time gap occurs before a field unit begins moving. Reno and Sparks show that much of the measured processing time occurred before formal CAD entry or assignment. TMFPD's measured processing time begins after transfer and was more concentrated between receipt by its system and assignment.

These are different parts of the dispatch process and may require different solutions. The regional CAD project can improve shared visibility, assignment logic, status updates, and cross-boundary coordination, but common call-taking, transfer, response-level, cancellation, and upgrade or downgrade policies will also be required.

8.6.2 Company Mobilization and Overnight Readiness

Mobilization was slower than the Study benchmarks across much of the regional record. The recurring late-evening and overnight pattern is particularly important because it occurred during periods of lower demand.

Potential contributors include alerting, sleeping-area travel, station layout, clothing and protective-equipment sequence, apparatus location, crew readiness, and other station practices. Recent unit activity was associated with faster mobilization in some analyses, possibly because crews were already awake, near the apparatus, or out of quarters. The data do not identify one cause.

Overnight turnout and mobilization should be measured separately and reviewed operationally. A relaxed overnight standard is not supported because the public's need for timely emergency response does not change during sleeping hours.

8.6.3 Geography, Roads, and Access

Distance is a major travel-time driver, but straight-line distance does not fully describe the response path. Travel can be affected by:

1. road connectivity and route length;
2. highway and ramp access;
3. signals, medians, grades, and congestion;
4. gates and private roads;
5. campuses and large properties;
6. seasonal and weather conditions;
7. the unit's actual starting position;
8. apparatus type and route suitability; and
9. final access to the reported incident location.

Urban travel delays occurred often enough that they cannot be explained by a small number of remote incidents. Most rural and WUI responses were within the longer geographic benchmarks, but some remote incidents had unusually long travel times and should be reviewed individually.

8.6.4 Unit Availability and Cross-Station Response

Station location establishes the fixed geographic starting point, but the nearest station's unit is not always available. When the normal company is committed, the incident may receive a unit from another station or agency.

Reno and TMFPD both show that first-due occupancy was associated with slower responses and increased reliance on another station. The difference was greatest among the longer response times. The data do not show that the system was routinely overwhelmed. They do show that when the first-due unit, and sometimes the next available unit, were already committed, response times could increase. Improvement cannot be based on station location or workload alone. Decisions also need to consider where units actually are, whether they are available, what type of resource is needed, and whether sending a unit leaves another area without adequate coverage. 8.7.5 Incident and Location Complexity

Processing and mobilization varied by incident type and location form. Vegetation fires, outside fires, hazardous conditions, structure fires, technical rescues, highway incidents, open-land calls, and complex facilities often required more time than routine calls.

These differences may reflect additional location verification, protocol questions, hazard identification, apparatus selection, interagency coordination, or access planning. They do not by themselves establish that a caller or dispatcher caused the delay.

TMFPD's open-land and unnumbered incidents had a processing median of 2:38, compared with 1:04 for ordinary street addresses in its pooled analysis. Similar patterns appeared in the Reno and Sparks analyses. These results support better mapping and location tools, verification of road and property access, and review of incidents with unusually long processing times.

8.6.5 Data and Status Practices

Response-time findings use chronologically valid timestamps for each measured interval. Each calculation applies the documented eligibility rules to the relevant start and stop events, with the qualifying incident population identified for that measure.

Zero-time records were retained or tested according to documented rules. Reno's sensitivity analysis showed that excluding unconfirmed zero mobilization records changed the 90th-percentile result by approximately one second, indicating that those records did not create the main finding.

TMFPD's travel analysis uses the earliest valid staged or on-scene status. Because "staged" does not always mean the unit has physically arrived at the incident, TMFPD should continue comparing staged and on-scene times and standardize how those statuses are entered and used.

Performance reports should show both the response-time result and the incident population used for each calculation. Common reporting definitions should identify the qualifying timestamps and arrival statuses so that each result can be interpreted consistently.

8.7 What the Findings Mean for the Rest of the Study

The response-performance findings establish where and when longer response times occurred. They do not independently select the remedy. Each finding must be combined with the workload, staffing, station, ERF, growth, equity, financial, and governance evidence developed later in the report.

Table 8-6. Use of Chapter 8 findings in later analysis

Chapter 8 finding	Operational meaning	Related analysis
Processing delay occurs before units are assigned	Dispatch workflow affects every responding resource	Chapters 33 through 38
Mobilization is slower than the Study benchmarks	Field-response improvement must begin before travel	Chapters 18, 19, and 22
Overnight mobilization is consistently slower	Separate overnight monitoring and operational review are needed	Chapters 19, 22, and 39
Urban travel is weak across all three departments	Station geometry, unit position, assignment, roads, and availability require coordinated review	Chapters 10, 16, 17, and 19
Reno and Sparks have suburban travel gaps	Suburban corridors require targeted deployment and access analysis	Chapters 10, 11, 15, and 17
Rural/WUI service includes unusually long responses	Remote routes and access conditions require case-specific review	Chapters 11, 12, 15, and 17
First-due occupancy slows some responses	Workload and coverage depth affect service reliability	Chapters 9, 10, and 14
First arrival does not measure complete incident capability	ERF, staffing, apparatus, and specialty capabilities require separate evaluation	Chapters 13 and 14
Agency clocks and definitions differ	Common regional reporting requires shared definitions and governance	Chapters 4, 19, 22, and 39

8.7.1 Dispatch and Communications

The processing results support implementation of the regional CAD system, shared unit visibility, common transfer and response-level protocols, and consistent upgrade, downgrade, and cancellation communication. Technology improvements should be paired with common operating rules and consistent performance measurement. Meaningful region-wide improvements in call-processing and dispatch times are closely tied if not dependent upon the investments outlined in Chapters 35 and 36.

8.7.2 Turnout and Station Readiness

The mobilization findings support a continued review of station alerting, station layout, crew movement, protective-equipment practices, apparatus positioning, assignment acknowledgment, later-assigned resources, and overnight conditions.

This review should begin with operational practices and measured exceptions. Facility changes should be considered where the evidence shows that station design or apparatus egress materially affects performance.

8.7.3 Station-network and Closest Appropriate Unit Deployment

The travel findings support targeted closest appropriate available unit and boundary-response strategies where another agency's available unit can arrive sooner. Implementation must protect the area supplying the unit and account for staffing, qualifications, apparatus type, airport responsibilities, rural and WUI coverage, ERF needs, and concurrent incidents.

A modeled travel-time improvement does not establish that the closer unit will always be available. The region should begin with controlled corridors, measure actual results, and expand only where the change improves response without weakening another area.

8.7.4 Workload Resource Depth and ERF

The response record shows that first-due occupancy was associated with longer response times on some calls. Chapter 9 evaluates workload, unit commitment, concurrent demand, and the remaining coverage layers. Chapter 14 evaluates planned staffing and effective-response-force requirements.

A favorable first-arrival time does not demonstrate that the complete task-capable force arrived on time. Conversely, a slower first arrival does not identify the apparatus, staffing, or station change necessary to correct it. Resource decisions require both first-arrival and complete-force evidence.

8.7.5 Standards of Cover

Chapter 19 converts the historical findings into prospective regional objectives. Those future objectives are phased to reflect the actual starting point and should not be applied retroactively as if they were adopted during 2025. The performance milestones guide service improvement; they do not independently authorize expenditures or organizational transfers. Operational improvements should proceed under Regional Alignment while funding, public-support, and legislative work advance in parallel, consistent with the financial framework and transition plan. Measures requiring additional expenditure or a transfer of responsibility remain subject to the applicable funding, approval, and readiness requirements.

Until agency clocks and definitions are aligned, the region should retain separate agency baselines. Common reporting should include the applicable population, start and stop events, valid-record

count, median, 75th percentile, applicable 85th or 90th percentile, percentage within the objective, service environment, and the definitions used to calculate each measure.

8.8 Findings and Management Priorities

8.8.1 Findings

1. Agency-specific clocks, response classifications, arrival-status rules, and qualifying incident populations provide the basis for interpreting each department's response performance. Results are reported separately using the applicable definitions and standards rather than combined into one regional response-time percentile or used to rank the departments.
2. First-arrival performance was not consistently within the Study's NFPA-based diagnostic benchmarks. Urban travel showed the most consistent regional difference from the benchmarks, while processing and mobilization also affected total response time.
3. Reno reported no formally adopted response-time standard. Compared with the Study benchmarks, its 2025 results show longer than benchmark times in processing, mobilization, urban and suburban travel, and total first-arrival response.
4. Sparks' 2025 results exceeded its adopted 90th-percentile objectives in the processing, turnout, urban travel, suburban travel, urban total-response, or suburban total-response measures that could be evaluated.
5. TMFPD improved recorded processing and travel from 2023 through 2025. Its 2025 results remained above the adopted time objectives for Code 3 call-processing, EMS mobilization, urban travel, and urban total-response while it achieved its adopted suburban and rural/WUI travel and total-response objectives at the 85th percentile.
6. TMFPD's 2025 fire-mobilization time was 1:45 at the 85th percentile, five seconds above the district's 1:40 objective. Based on 1,614 valid incidents, fire mobilization did not meet the adopted objective.
7. Late-evening and overnight mobilization times were generally longer, even during periods of lower incident demand, the pattern supports separate overnight reporting and operational review but does not support a relaxed overnight standard.
8. First-due occupancy and another-station response were associated with longer response times on affected calls. These conditions show the importance of workload and resource depth but do not establish continuous systemwide saturation.
9. Urban, suburban, and rural/WUI areas present different response conditions. Urban travel times were consistently above the Study benchmark, suburban performance varied by agency and corridor, and rural/WUI service included a smaller number of unusually long responses associated with distance and access.
10. First-arrival response time does not establish when a complete task-capable force or required specialty capability reached the incident. Full-alarm and ERF performance must be evaluated separately.

8.8.2 Management Priorities

The response-performance evidence supports the following priorities:

1. Establish common definitions for call receipt, assignment, en route, staged, on scene, cancellation, downgrade, response mode, and eligible first arrival.
2. Report performance at the percentile required by the applicable standard and explain the result in plain language.

3. Continue agency-specific reporting until the regional CAD environment produces sufficiently consistent clocks and incident populations.
4. Continue improving call-processing and dispatch performance through coordinated review of workflows, transfers, queues, and assignment practices.
5. Establish regular turnout monitoring, including separate overnight reporting and station-level review where warranted.
6. Review unusually long response times individually to distinguish data-quality issues from actual operating conditions, and identify appropriate follow-up.
7. Implement closest appropriate available unit and cross-boundary response through controlled corridors with remaining-coverage safeguards for the area supplying the unit, ERF, specialty-resource, airport, rural, and WUI safeguards.
8. Measure first arrival separately from complete task-capable force assembly.
9. Use the Chapter 8 baseline to evaluate whether later dispatch, deployment, station, staffing, and governance recommendations produce measurable improvement.

8.8.3 Conclusion

Response performance varies across the region and is affected by different conditions in each agency. Reno's 2025 results showed longer-than-benchmark times in several parts of the response process. Sparks' results showed the largest differences in EMS and overnight turnout and in urban and suburban travel. TMFPD showed improvement in processing and travel while several 2025 measures remained above adopted time objective. These results cumulatively indicate a region-wide service-delivery challenge. These findings support common measurement, targeted operational review, and carefully controlled regional deployment. They do not independently establish that consolidation, station construction, station closure, or a uniform staffing change is the necessary remedy.

Chapter 9: Workload, Unit Availability, and System Reliability

9.1 Workload and Availability in Brief

Annual call volume does not fully describe the demands placed on a fire and EMS system. Operational capacity also depends on how long units remain committed, how many units an incident requires, whether calls occur at the same time, and whether another suitable unit remains available for the next emergency.

The 2025 analysis produced six principal findings:

1. EMS and medical calls are the largest source of recurring workload in all three agencies. In TMFPD and Sparks, transport-related commitments are especially important because units can remain unavailable through patient transport, hospital transfer, documentation, and return travel.
2. Less frequent call types - fires, rescues, roadway incidents, and hazardous-condition calls, can create a sharper short-term loss of capacity because they often require several units at the same time.
3. The region was not continuously short of available units. However, there were recurring periods when the normally assigned unit—and sometimes the next two nearby response options—were already committed.
4. Reduced availability affected response performance. When the normally assigned unit was busy, responses were more likely to come from another station and slower travel times became more common.
5. Workload and reduced availability were concentrated in particular locations, units, and times of day. The findings therefore support targeted operational changes rather than a single regionwide staffing formula.
6. Interagency assistance is an essential part of the current system, but assistance is not cost-free. A unit crossing an agency boundary may improve the receiving area's response while reducing protection in the area that supplied the unit.

The results do not support removing staffed companies based solely on annual call totals or recorded incident-use rates. Instead, they support protecting response capacity, improving workload balance, managing EMS commitments, and using regional resources more deliberately.

It is important to note, that the workload measures in this section (incident volume, unit commitment, resource intensity, first-due/backup availability, concurrent demand, and station flows) reflect emergency response demand only. They do not capture a company's full workload, which also includes training, station/vehicle maintenance, inspections and community risk reduction, community events, and physical fitness requirements.

9.2 How Workload and Availability Are Measured

This chapter uses several measures because no single number can describe system capacity.

- **Incident volume** shows how often calls occur.
- **Unit commitment hours** show how long apparatus were assigned to recorded incidents.
- **Resource intensity** shows whether incidents generally required one unit or several units.
- **First-due availability** shows whether the normally assigned or closest engine was already committed when a new incident was dispatched.
- **Backup availability** shows whether the next one or two nearby response options were also committed.

- **Concurrent demand** shows how often multiple incidents were active at the same time.
- **Station and interagency flows** show which areas regularly provided or received support.

A percentile describes performance across a group of calls. For example, a travel time of 10 minutes at the 90th percentile means that 90 percent of calls had travel times of 10 minutes or less, while 10 percent took longer. The 90th percentile is used because public-safety systems must be evaluated on their slower calls as well as their typical calls.

9.2.1 Important Data Differences

The agency datasets do not measure workload in exactly the same way.

Table 9-1. Workload by agency

Agency	Workload population	What the measure includes
Reno	55,172 availability and workload events	Documented commitments by selected core frontline units
Sparks	16,743 validated incidents	Reconstructed commitment of the recorded primary unit
TMFPD	11,457 district incidents	Documented commitments by selected core frontline units

Reno recorded 67,009 unique incidents in its broader all-call population. The smaller 55,172-event population contains the additional unit-status information needed for workload and availability analysis.

Sparks provided reliable information about the primary unit assigned to each incident. It did not provide a complete reconstruction of every staffed unit's availability. Sparks results can therefore show primary-unit workload and overlapping incidents, but they cannot establish exactly how many staffed units remained available at any moment.

TMFPD's 2025 route-assigned population supports direct analysis of whether the first, second, and third nearby response options were already committed. A separate 2023–2025 population is used where a larger sample was needed to examine travel performance.

These differences mean that total hours and recorded use rates should not be used to directly compare the agencies or their personnel.

9.2.2 Recorded Incident-Use Rates

A recorded incident-use rate is the percentage of total calendar time during which a selected unit was documented as committed to an incident. It is not the same as staffed utilization or total workload.

Table 9-2. Incident use rates

Agency	Number of frontline units included in analysis	Recorded incident-use rate for the unit pool	Median unit rate	High-demand end of unit rates
Reno	23	7.6%	7.5%	12.7%
Sparks	8	7.7%	7.3%	11.6%
TMFPD	14	7.7%	5.6%	16.5%

The “high-demand end” is the 90th-percentile unit rate. This means 90 percent of the selected units had a recorded rate at or below the value shown, while 10 percent had a higher rate.

The highest recorded rates were concentrated among particular medic and high-demand engine assignments. TM46 recorded 19.8 percent, TM45 recorded 18.6 percent, and Sparks Medic 51 recorded 17.3 percent on the primary-unit measure. Reno units E4, E21, E1, and MED3 ranged from approximately 12.6 to 13.2 percent.

These rates identify where incident demand is concentrated. They do not mean that a unit with an 8 percent recorded incident-use rate was idle or available for the remaining 92 percent of the year. The records do not fully capture training, inspections, station duties, maintenance, move-ups, prevention activities, mechanical downtime, staffing limitations, or other non-incident commitments.

The most reliable availability measure is therefore not the apparent percentage of “clear” time. It is what happened when the next emergency occurred: whether the expected unit was available, whether another station had to respond, and whether response performance changed.

9.3 Regional Workload at a Glance

EMS and medical incidents dominate recurring workload throughout the region. Their effect is cumulative: thousands of calls repeatedly commit engines, rescues, and medic units throughout the day.

Fires, vegetation incidents, rescues, hazardous conditions, and serious roadway incidents occur less often. Their effect can be more immediate because several units may be committed at once.

Table 9-3. Regional workload profile

Agency	Measured incidents	Documented incident commitment	EMS share of incidents	EMS share of hours
Reno	55,172	15,253.9 core-frontline hours	77.3%	61.8%
Sparks	16,743	5,746.7 primary-unit hours	80.1%	77.9%
TMFPD	11,457	7,445.5 core-frontline hours	73.3%	77.4%

Reno’s total is the largest because Reno serves the largest urban incident population and its workload calculation includes multiple core units. Sparks’ total is lower in part because only the primary unit was measured. TMFPD’s workload reflects longer travel distances, medical transports, and multi-unit incidents across a geographically dispersed service area.

The principal regional finding is therefore not that one agency works more or less than another. It is that workload accumulates differently:

1. Reno experiences high urban call volume combined with recurring cross-station movement.
2. Sparks has concentrated urban demand and significant medic transport commitments.
3. TMFPD must maintain coverage across suburban, rural, mountain, and wildland-urban interface areas where replacement units may be farther away.

9.4 What Keeps Units Committed

9.4.1 EMS and Medical Demand

EMS is the largest recurring demand on all three agencies. Even when an individual EMS response uses relatively few fire resources, repeated calls can keep engines and medic units committed throughout the day.

The effect is most significant when a unit transports a patient. Its commitment may include:

1. travel to the incident;
2. on-scene patient care;
3. transport to a hospital;
4. transfer of care;
5. documentation; and
6. return travel and restoration of readiness.

TMFPD's EMS incidents represented 73.3 percent of incidents but 77.4 percent of documented core-frontline hours. Sparks' EMS incidents represented 80.1 percent of calls and 77.9 percent of documented primary-unit hours.

Sparks Medic 51 illustrates the capacity effect of transport-related workload. The unit had 1,477 valid primary engagements during 2025, totaling 1,513.4 documented hours. Its median engagement was 68.3 minutes. Its 90th-percentile engagement was approximately 104.5 minutes, meaning that 90 percent of its engagements lasted about 104.5 minutes or less and 10 percent lasted longer.

A long medic commitment is not, by itself, evidence of inefficiency. It may reflect appropriate patient care, hospital conditions, transport distance, documentation, or return travel. Its operational significance is simply that the unit cannot answer another call during that period.

9.4.2 Fires and Other Multi-Unit Incidents

Less frequent incidents can have a greater immediate effect on available capacity because they require multiple companies.

In Reno:

1. Fire, vegetation, and outside-fire incidents represented 4.3 percent of incidents but 14.5 percent of documented core-unit hours.
2. Approximately 29.7 percent used two or more core units.
3. Approximately 22.5 percent used three or more core units.
4. Hazard, rescue, and other complex incidents used three or more core units in approximately 26.3 percent of cases.

In TMFPD:

1. Fire, vegetation, and outside-fire incidents used three or more core units in approximately 24.3 percent of cases.
2. Vehicle and roadway incidents used two or more units in approximately 53.7 percent of cases.
3. Hazard, rescue, and other complex incidents used three or more units in approximately 22.2 percent of cases.

These incidents can reduce available coverage quickly, particularly where nearby stations are widely separated. The effect is more significant in rural and wildland-urban interface areas because

replacement resources may have longer travel distances and may also need specialized capabilities, such as water-supply, wildland, or rescue resources.

9.4.3 Long-Duration Incidents

A relatively small number of extended incidents account for a meaningful share of annual unit commitment:

1. Reno recorded 1,316 incidents using at least one core unit-hour. Together, they accounted for 2,950 hours, or 19.3 percent of Reno's measured core-unit workload.
2. TMFPD recorded 2,710 incidents using at least one core unit-hour. Together, they accounted for 4,522 hours, or 60.7 percent of TMFPD's measured core-unit workload.
3. Sparks recorded 1,149 incidents in which the primary unit remained committed for at least one hour. Together, they accounted for 1,809.8 hours, or 31.5 percent of Sparks' measured primary-unit workload.

The figures are not directly comparable because Reno and TMFPD include multiple core-unit commitments, while Sparks measures the primary unit. The common finding is that extended incidents create a disproportionate capacity effect.

9.4.4 Repeat-Demand Locations

A small number of locations generate recurring workload. Representative examples include:

Table 9-4. Repeat incident locations

Agency	Location	2025 incidents	Documented workload
Reno	Grand Sierra Resort	502	178.4 core-unit hours
Reno	Reno-Tahoe International Airport	356	135.9 core-unit hours
Reno	Peppermill	395	112.9 core-unit hours
Reno	200 East Fourth Street area	459	69.5 core-unit hours
Sparks	MorningStar Senior Living	348	317.1 primary-unit hours
Sparks	Wingfield Skilled Nursing	279	296.4 primary-unit hours
TMFPD	The Cascades of the Sierra	317	322.0 core-unit hours

MorningStar and Wingfield Skilled Nursing together generated 627 Sparks incidents and approximately 613.5 primary-unit hours, much of it involving Medic 51.

Repeat-demand locations are operationally important because they represent opportunities to reduce avoidable demand, improve facility care plans, clarify appropriate use of emergency services, and coordinate with hospitals, ambulance providers, social-service agencies, and facility operators. Demand reduction at a small number of high-use locations can return capacity to the system without relocating a station or adding a full-time company.

9.5 How Often Nearby Resources Were Already Busy

Reno and TMFPD records permit a direct test of whether the normally assigned or closest response options were already committed when a new call was dispatched.

Table 9-5. Availability of nearby response options

Agency	Incidents analyzed	Normally assigned unit busy	First two response options busy	First three response options busy
Reno	55,172	11.3%	2.1%	0.64%
TMFPD	11,386	8.6%	1.6%	0.39%

Most incidents occurred while the normally assigned unit was available. This confirms that neither system was continuously depleted.

However, the less frequent conditions remain operationally important. Across Reno and TMFPD, more than 1,300 incidents occurred when the first two nearby response options were already committed. On hundreds of incidents, the third nearby option was also busy.

These conditions matter most when the next call is a structure fire, serious rescue, cardiac arrest, wildfire, or other time-sensitive event requiring both a prompt first arrival and multiple additional units.

Sparks' data cannot support the same test. It can show how many other primary-unit engagements were active, but it cannot determine precisely which staffed units were available or whether the normally assigned unit was one of the committed resources. Sparks' results are therefore treated as evidence of concurrent demand, not as an exact staffed-availability rate.

9.6 How Reduced Availability Affects Response

When the normally assigned unit was already busy, responses more often came from another station and slower travel times became more common.

9.6.1 Reno EMS Responses

Table 9-6. Response rates by home engine status

Home engine status	Incidents	Median travel	90th-percentile travel	90th-percentile total response
Available	26,856	5:00	8:29	12:40
Busy	3,180	5:28	9:30	14:31
Difference	—	+0:28	+1:01	+1:51

When the home engine was busy, the median travel time increased by 28 seconds. The effect was greater among slower responses: 90th-percentile travel increased by 1 minute 1 second, and 90th-percentile total response increased by 1 minute 51 seconds.

9.6.2 Reno Fire and Other Emergency Responses

Table 9-7. Response rates by busy status

Availability condition	Incidents	Median travel	90th-percentile travel	90th-percentile total response	Responded from another station
First option available	4,918	4:25	8:10	12:33	14.0%
First option busy	458	5:26	10:01	15:06	62.4%

Availability condition	Incidents	Median travel	90th-percentile travel	90th-percentile total response	Responded from another station
First two busy	66	6:01	11:35	17:34	62.1%
First three busy	36	5:50	9:48	15:38	72.2%

When the first response option was busy, 90th-percentile travel increased by 1 minute 51 seconds and 90th-percentile total response increased by 2 minutes 33 seconds. Reliance on another station increased from 14.0 percent to 62.4 percent.

The smallest groups should be interpreted cautiously. The first-three-busy group contained only 36 incidents, so its times should not be read as evidence that each additional busy unit necessarily produces a fixed increase. The broader conclusion is that reduced nearby availability increases reliance on other stations and raises the likelihood of a slower response.

9.6.3 TMFPD Responses

Table 9-8. Response rates by first due status

Availability condition	Incidents	Median travel	90th-percentile travel	Above travel benchmark	First arrival not from nearest station
First option available	5,624	5:08	10:41	37.8%	8.3%
First option busy	375	5:51	13:40	50.9%	30.7%
Difference	—	+0:43	+2:59	+13.1 points	+22.4 points

When TMFPD's first response option was busy, median travel increased by 43 seconds and 90th-percentile travel increased by 2 minutes 59 seconds. The rate of responses above the travel benchmark increased by 13.1 percentage points, and the first arrival was much more likely to come from a station other than the nearest station.

A separate 2023–2025 analysis produced the same general finding. When the first-due unit was occupied, 90th-percentile travel increased from 11:08 to 13:49, and another station supplied the first arrival in 32.9 percent of cases rather than 9.0 percent.

9.6.4 Sparks Concurrent Demand

Table 9-9. Response rates by concurrent demand

Other primary engagements active	Incidents	Median travel	90th-percentile travel	Travel over 8 minutes
None	2,124	4:12	6:41	4.2%
One	1,544	4:19	7:04	5.4%
Two	572	4:38	8:02	10.5%
Three or more	185	4:43	8:21	11.4%

As the number of active primary engagements increased, Sparks travel performance became slower. The percentage of calls with travel over eight minutes increased from 4.2 percent when no other engagement was active to more than 11 percent when three or more were active.

This relationship describes response performance under different levels of concurrent primary-unit demand, with the number of remaining staffed resources treated as a separate operational measure. It provides evidence that overlapping demand affects response reliability.

9.7 Where and When Capacity Pressure Is Greatest

9.7.1 Time of Day

Reduced availability was most common during daytime and early evening hours.

Table 9-10. Availability by daypart

Time period	Reno: normally assigned unit busy	Reno: first two busy	TMFPD: normally assigned unit busy	TMFPD: first two busy
Midnight–6 a.m.	6.7%	1.0%	4.3%	0.5%
6 a.m.–noon	11.2%	1.8%	8.3%	1.6%
Noon–6 p.m.	13.2%	2.7%	9.5%	1.6%
6–10 p.m.	12.0%	2.3%	9.9%	2.1%

Reno's highest first- and second-response-option pressure occurred between noon and 6 p.m. TMFPD's highest first-option pressure occurred during the evening, while the highest rate of two nearby options being busy occurred from 6 to 10 p.m.

In Sparks, 60.2 percent of noon-to-6 p.m. incidents began while at least one other primary engagement was active. At least two were active for 22.4 percent of incidents, and at least three were active for 6.6 percent.

These patterns provide a basis for evaluating peak-period staffing, move-up practices, medic deployment, and supervisor-directed repositioning. Any change should be tested by hour, station area, unit type, and incident type rather than applied uniformly across the region.

9.7.2 Station and Unit Patterns

Workload is not evenly distributed among stations or units. Some stations carry high local demand, some regularly provide support to other areas, and some depend more heavily on neighboring stations.

Table 9-11. Station and unit patterns

Agency	Representative pattern	What this means operationally
Reno	Stations 1 and 3 combine high activity with substantial support to other station areas. Stations 4, 8, 12, and 13 receive meaningful support from elsewhere.	High-demand stations require protection, while receiving areas warrant review of demand, travel conditions, and first-due availability.

Agency	Representative pattern	What this means operationally
Sparks	Station 1 carries the largest local demand with relatively low substitution. Stations 2 through 5 rely more frequently on another station or outside agency.	Workload balancing should consider both local call volume and the amount of backup each territory requires.
TMFPD	Stations 45 and 46 carry high recorded workloads. Stations 32 and 44 frequently provide support outside their immediate areas. Stations 39 and 42 receive substantial support.	A station with lower local volume may still be essential as a regional support or coverage resource.

Reno Station 1 handled 10,825 events and exported approximately 407 more core-unit hours than it received. Reno Station 3 handled 8,249 events and exported approximately 228 net hours. In contrast, Stations 8, 12, and 13 received more support than they provided. Station 12's role must also be viewed in the context of difficult travel areas and network coverage needs.

Sparks Station 1's territory generated 6,717 incidents and its units recorded 6,771 primary assignments. Only 3.1 percent of its territory's first responses were supplied by a substitute unit. Stations 2 through 5 had substitution rates of approximately 16 to 24 percent. Station 6 opened on November 17, 2025; its short operating period is not a mature measure of future workload or capacity.

TMFPD Stations 45 and 46 recorded the greatest workload concentration. Station 44 provided substantial support to other areas, including Reno, while Station 32 exported approximately 263 more core-unit hours than it received. Their lower local incident volumes should not be interpreted as excess capacity without accounting for these support roles, rural coverage, and the time required for replacement units to reach their areas.

The variation among stations and units identifies practical opportunities for workload balancing. It does not establish that a busy unit is understaffed, that a lower-volume station is unnecessary, or that the appropriate remedy is the same in every area.

9.8 Mutual Aid and Coverage Impacts

Interagency assistance is already a routine part of the regional system. It can place a closer unit on an incident, add needed personnel or apparatus, and improve the assembly of resources for larger emergencies.

The same deployment can temporarily reduce capacity in the agency and station area providing the assistance.

Table 9-12. Selected 2025 interagency resource movements

Direction	Units deployed	Units arriving	Documented commitment	Assistance overlapped demand in the providing agency
TMFPD to Reno	8,687	3,223	1,490.5 hours	16.5%
TMFPD to Sparks	875	684	719.1 hours	48.0%
Sparks to TMFPD	415	134	173.7 hours	37.0%

Direction	Units deployed	Units arriving	Documented commitment	Assistance overlapped demand in the providing agency
Reno to TMFPD	96	47	47.6 hours	65.6%
Reno to Sparks	43	26	16.6 hours	76.2%
Sparks to Reno	36	26	14.2 hours	38.9%

“Deployed” means a unit began responding. “Arriving” means the unit reached the incident. The difference includes responses that were cancelled or cleared before arrival.

The largest movement was from TMFPD into Reno. Many of these deployments were brief and ended before arrival, but their frequency shows how closely connected the two systems are. The most active corridors included TMFPD Station 44 to Reno Station 9 and TMFPD Station 33 to Reno Station 12.

TMFPD assistance to Sparks occurred less often but involved longer commitments. The Station 46–Sparks Station 5 corridor was especially important, accounting for 420 deployments and approximately 395 documented hours. Sparks also provided assistance in the opposite direction, including from Station 5 into TMFPD Station 46’s area.

These findings support automatic and mutual aid when the assisting resource is the closest appropriate unit or is needed to assemble an effective response. They also show why regional deployment policies should consider remaining coverage in the providing area before sending a unit across a boundary.

A reliable regional approach should address:

1. which unit is closest and appropriate for the incident;
2. whether the providing station area has another reasonable response option;
3. whether the requested unit is needed for a simultaneous incident at home;
4. how long the assisting unit is likely to remain committed;
5. when a move-up or backfill unit should be assigned; and
6. whether repeated cross-boundary demand indicates a need for a different standing deployment plan.

Mutual aid should be evaluated as both a benefit to the receiving area and a capacity decision for the providing area.

9.8.1 Dual Dispatch Along Jurisdictional Boundaries

Dual Dispatch TMFPD maintains dual-dispatch arrangements with Reno and Sparks for incidents along their shared boundaries. These arrangements allow both agencies to begin responding while the closest appropriate unit is identified, avoiding delay while that determination is made. A responding unit may then be released when its assistance is no longer needed.

The 2025 CAD analysis shows activity consistent with this approach. In Reno territory, 820 Code 3 incidents involved both Reno and TMFPD units going en route, dispatches within two minutes, and at least one arrival. Of these, 804 incidents (98.0 percent) had identical recorded dispatch times. TMFPD provided the first or only documented arrival on 347 incidents (42.3 percent). Only one agency recorded an arrival on 743 incidents (90.6 percent), consistent with a response process in which both

agencies initially respond and one subsequently clears. Activity was concentrated in Reno Stations 9 and 12's territories.

Matched Sparks–TMFPD records also showed near-simultaneous dispatch, including 195 incidents in Sparks territory and 97 in TMFPD territory. The principal corridor connected TMFPD Station 46 and Sparks Station 5. Among 92 matched incidents in Sparks territory where both agencies arrived, TMFPD arrived first on 37, Sparks on 54, and one was tied. When TMFPD arrived first, its median arrival lead was 1 minute 48 seconds.

These findings support dual dispatch as an established response-reliability measure. Brief deployments that end before arrival can reflect the intended operation of the arrangement and should not automatically be interpreted as unnecessary assistance. Its operational value lies in beginning the response promptly while retaining the ability to release resources and restore coverage once the appropriate response is established.

9.9 What the Findings Mean for the Rest of the Study

9.9.1 Effective Response Force

First-arriving-unit performance is only one part of emergency response. Structure fires, rescues, hazardous-material incidents, and wildland fires require several units performing different tasks.

The workload analysis shows that approximately one-quarter of Reno and TMFPD fire, rescue, and hazard incidents used three or more core units. A department may therefore maintain an acceptable first arrival while still having difficulty assembling the full number of personnel and apparatus needed for a serious incident.

The effective-response-force analysis in Chapter 14 should account for:

1. units already assigned to EMS calls or transports;
2. stations providing coverage outside their normal areas;
3. simultaneous fire or rescue incidents;
4. rural and wildland-urban interface travel distances;
5. availability of specialty units and qualified personnel; and
6. capacity remaining after the initial assignment is dispatched.

9.9.2 EMS System Design

EMS demand is the largest recurring influence on fire-resource availability. The later EMS analysis should examine whether fire units are being used appropriately within the response model and how transport activity affects the availability of engines, rescues, and medic units.

The Medic 51 findings and other long transport commitments support closer examination of deployment, hospital transfer delays, unit posting, alternative response models, and coordination with the ambulance system. The objective should be to preserve patient care while reducing avoidable loss of emergency-response capacity.

9.9.3 Station and Deployment Planning

Station workload cannot be evaluated from call volume alone. Decisions concerning station locations, company deployment, or possible resource movement should also consider:

1. how often the station's units support other areas;
2. how frequently the station area receives outside support;

3. travel time for the next available unit;
4. number of resources needed for higher-risk incidents;
5. station's rural, wildland, specialty, or regional support role; and
6. expected growth and future demand.

This is particularly important for lower-volume stations that protect remote areas or serve as support resources within the regional network.

9.9.4 Workload Balancing and Peak Coverage

The analysis supports targeted evaluation of peak-period staffing and deployment. The most promising opportunities include:

- Evaluate supplemental capacity where predictable daytime and evening demand is greatest, distinguishing redeployment of existing resources from additional staffing requiring sustainable funding and approval.
- Review move-up and backfill rules when the first two nearby response options are committed.
- Protect high-use medic capacity during periods of heavy transport demand.
- Use real-time unit status to position available resources when multiple calls are active.
- Adjust interagency assignments when the area supplying the unit has limited remaining coverage.

These strategies should be tested before implementation. Peak staffing in one location may improve local availability but produce little regional benefit if it does not address the unit types, hours, or incidents actually causing the gap. Changes using existing resources may proceed through Regional Alignment within approved budgets and operating authority. Additional recurring expenditure remains subject to the financial framework and applicable funding and approval requirements.

9.9.5 Community Risk Reduction

Repeat-demand locations provide a direct connection between prevention activity and operational capacity. Targeted work with care facilities, hotels, shelters, transportation facilities, and other high-use locations may reduce recurring calls or shorten the time units remain committed.

Community risk reduction should therefore be treated as a capacity strategy as well as a prevention strategy.

9.9.6 Data and Performance Management

The agencies do not currently have a fully comparable measure of staffed unit availability. A regional performance system should distinguish among:

- committed to an incident;
- available in station;
- available while moving or posted elsewhere;
- committed to training, inspections, or prevention work;
- out of service for staffing, maintenance, or mechanical reasons;
- in transport or delayed at a hospital; and
- assignment outside the normal service area.

These distinctions allow dispatchers and operational supervisors to identify whether a unit that has cleared an incident is ready for immediate response or remains committed to another activity.

9.10 Findings and Management Priorities

9.10.1 Findings

1. EMS is the principal recurring workload in all three agencies and the largest continuing influence on unit availability.
2. Fires, rescues, roadway incidents, and hazardous conditions occur less frequently but can commit several units and reduce nearby response capacity quickly.
3. Recorded incident-use rates vary substantially among units. The highest rates are concentrated among selected medic units and engines serving high-demand areas.
4. Recorded incident-use rates are not measures of total productive time or staffed availability and should not be used to directly compare agencies, stations, or personnel.
5. Reno's normally assigned unit was busy on 11.3 percent of analyzed incidents. TMFPD's first response option was busy on 8.6 percent.
6. More than 1,300 Reno and TMFPD incidents occurred when the first two nearby response options were already committed.
7. When the normally assigned or closest unit was busy, responses more often came from another station and slower travel times became more common.
8. Sparks showed the same general relationship: travel performance worsened as the number of simultaneous primary engagements increased.
9. Workload and availability pressure are concentrated by station, unit, location, and time of day. The region does not have one uniform capacity problem.
10. Several stations with moderate local call volume provide important support to other areas. Local incident volume alone is not a sufficient basis for reducing or relocating a company.
11. Interagency assistance is operationally important, but frequent or extended assistance can reduce available coverage in the providing area.

Taken together, the results do not support a general reduction in staffed response companies. They support targeted management of peak demand, medical transports, repeat locations, station coverage, and cross-boundary deployment.

9.10.2 Management Priorities

The participating agencies should:

- Establish a common regional method for measuring staffed unit availability, incident commitment, non-incident commitment, move-ups, and out-of-service time.
- Monitor first-, second-, and third-response-option availability by station area and time of day.
- Review high-demand engines and medic units individually, including the incidents, locations, and transport conditions driving their workload.
- Evaluate peak-period staffing or deployment changes in the specific areas and hours where reduced availability is most common.
- Establish consistent move-up and backfill rules for periods when the first two nearby response options are committed.
- Review EMS transport and hospital-transfer commitments, with particular attention to extended medic-unit unavailability.

- Develop focused demand-reduction plans for high-use facilities and repeat-demand locations.
- Evaluate automatic- and mutual-aid assignments using both receiving-area benefit and remaining coverage in the area supplying the unit.
- Preserve the capacity needed to assemble multiple units for fires, rescues, hazardous conditions, and wildland incidents.
- Reassess workload and availability after Sparks Station 6 and other planned facilities have operated long enough to provide a representative performance period.
- Measure response-time and workload performance throughout shared/virtual dispatch integration and after implementation of the new CAD platform. Evaluate call-transfer intervals, shared unit visibility, and standardized protocols as each improvement enters service, consistent with Chapter 35's staged program. Maintain agency-specific baselines and common reporting definitions during implementation so that operational benefits can be assessed without waiting for a permanent consolidated center.

9.10.3 Conclusion

The regional system generally retains an available first response option, but that availability is not equally reliable in every place or at every time. EMS demand, medical transport, extended incidents, overlapping calls, and repeated movement between station areas create identifiable periods of reduced capacity. When nearby units are already committed, slower travel and cross-station response become more common.

The appropriate response is not a general assumption that the region has either too many or too few resources. The findings support a more focused approach: protect existing response capacity, improve how resources are distributed during predictable peak periods, manage transport-related commitments, reduce repeat demand where possible, and coordinate interagency assistance without overlooking the remaining coverage of the area providing the unit.

These findings provide the operational foundation for the later analysis of station coverage, effective response force, EMS integration, growth, regional deployment, and organizational alternatives.

Chapter 10: Boundary Effects, Response Geography and Regional Deployment

10.1 Response Geography in Brief

A fire agency's jurisdictional boundary functions much like a city or county line: it defines a clear area of legal responsibility, but it is not marked by any physical barrier, fence, or sign on the ground. Rather, it is an outline — largely invisible in the field — that reflects which fire agency is funded and authorized to serve a given area, typically through the taxes or other public funding contributed by the residents and businesses within it. A resident's home lies within one agency's jurisdiction in the same way it lies within one city or one county, even though nothing about the physical landscape marks that transition.

Fire and EMS units do not encounter a physical jurisdictional boundary when traveling to an emergency. In some parts of Washoe County, however, the closest fire station is operated by a different agency than the one responsible for the incident. This can result in a farther station being assigned even though a closer appropriate unit may be available.

This chapter evaluates whether Reno Fire Department, Sparks Fire Department, and Truckee Meadows Fire Protection District could use the existing station-network more effectively by sending the closest appropriate available unit, regardless of agency. This practice is referred to as boundary drop.

The analysis produced six principal findings:

- Approximately 43,678 residents live in areas where a station operated by another participating agency has at least a one-minute modeled travel-time advantage.
- Approximately 4,725 of the 96,386 calls tested during 2025 had at least a one-minute modeled advantage from a different agency’s station.
- The regional benefit is concentrated in five corridors rather than distributed evenly across the county.
- Department-wide median travel times change only slightly because most calls would continue to be served by the same station. The larger benefit is reducing some of the slowest responses in the identified corridors.
- A closer station does not necessarily have an available or appropriate unit. Regional deployment must protect the area providing the resource and preserve the personnel and apparatus needed for the full incident assignment.
- The findings support closest-appropriate-unit deployment across jurisdictional boundaries, with targeted exceptions where operational, contractual, or clinical considerations warrant a different response, along with shared real-time unit-location information (AVL), and measured implementation. They do not independently justify transfer of legal responsibility, physical station co-location, or closure of a staffed company.

The central finding is that the existing regional station-network can be used more effectively. The opportunity is meaningful, but it is targeted and subject to operational limits.

10.2 What the Analysis Can and Cannot Show

The analysis compares two station-selection methods:

- The station selected when the responding agency is limited to its own stations.

- The station with the shortest modeled road travel time, regardless of which participating agency operates it.

The current network contains 31 stations: 15 Reno stations, six Sparks stations, and ten TMFPD stations. Sparks Station 6 is included because it opened during 2025. TMFPD Station 35 is evaluated only as a future facility because it was not yet commissioned. The planned Reno Station 1 replacement is treated as a relocation, not as an additional station.

The model uses the road network and existing station locations to estimate where another agency's station has a travel-time advantage. The results were adjusted against observed travel patterns so that ordinary road-routing times were not presented as emergency-response times.

The model can identify:

1. where another participating station is geographically close;
2. approximate size of the travel-time advantage;
3. how often that geographic opportunity appeared among 2025 calls;
4. which station interfaces account for the greatest concentration of potential improvement; and
5. whether a receiving station could reach the assumed capacity limit under a future-demand scenario.

Operational application requires assessment of:

1. whether a particular unit will be staffed and available when an incident occurs;
2. whether the closest apparatus is suitable for the incident;
3. whether qualified personnel or specialized equipment are available;
4. whether sending the unit would leave its home area without reasonable protection;
5. whether traffic, weather, construction, gates, railroad crossings, or emergency conditions will affect the actual route;
6. whether the unit can remain on the assignment after the full incident requirements are known; and
7. how quickly the complete group of units needed for a structure fire, rescue, hazardous-material incident, or wildland fire will arrive.

The results therefore identify a response opportunity, not a guaranteed reduction in actual response time. Any operational plan must combine the geographic findings with live unit status, apparatus capability, staffing, concurrent demand, and coverage remaining in the area providing the unit.

10.3 Where Regional Deployment Could Improve Response

10.3.1 Observed Geographic Performance

Chapter 8 evaluates actual response performance against the Study benchmarks. When those results are examined geographically, performance varies within each agency's service area.

Table 10-1. Geographic areas below the recommended total-response time benchmark

Agency service area	Geographic areas with Statistically significant call volume	Areas below the Recommended response time benchmark	Share below benchmark
Reno	92	43	46.7%
Sparks	35	6	17.1%

Agency service area	Geographic areas with Statistically significant call volume	Areas below the Recommended response time benchmark	Share below benchmark
TMFPD	54	18	33.3%

The geographic areas in the table are agency specific. They should not be added together as a countywide total because the same Census tract may contain incidents served by more than one agency.

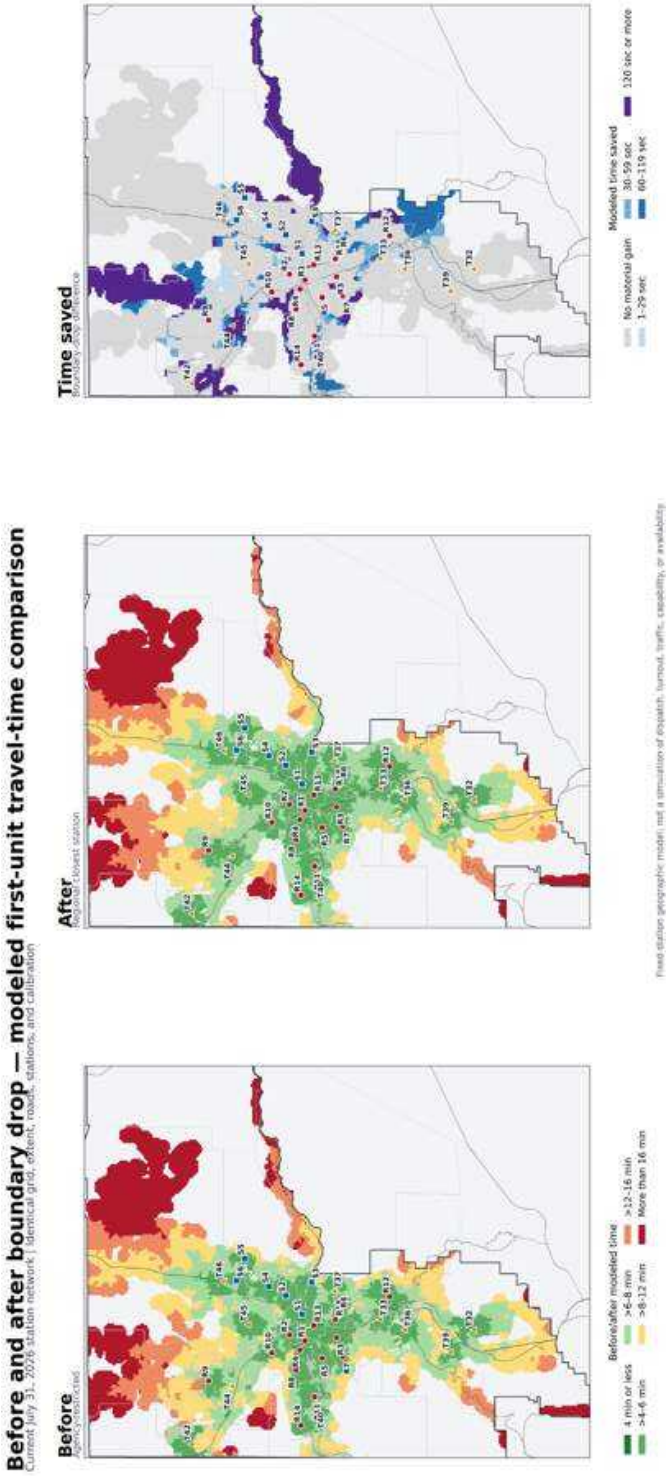
A below-benchmark area does not establish that another agency should take responsibility for the area. Slower performance may result from call processing, turnout, road access, unit availability, distance, incident conditions, or a combination of factors.

The comparison does show where geography may contribute to the problem. North Reno, Sun Valley, South Reno, Verdi, Hidden Valley, and portions of Spanish Springs contain examples where a station across an agency boundary may have a meaningful travel advantage.

10.3.2 Modeled Improvement Areas

The regional map compares modeled first-unit travel when stations are restricted by agency with modeled travel when the closest participating station can be selected regardless of agency.

Figure 10-1. Modeled first-unit travel time before and after regional station selection



The map shows that the majority of residents would experience little or no change because their current agency already operates the closest station. The potential benefit is concentrated near agency boundaries and in areas where the road network provides a more direct route from another agency's station. Annex G explores the potential time savings by department and station at the median and 90th percentiles.

Approximately 43,678 residents live in areas where a different agency's station has at least a one-minute modeled travel-time advantage. More than half of these residents live in areas where the modeled advantage is two minutes or more.

Table 10-2. Population in modeled travel-time improvement areas

Modeled travel-time advantage	Estimated population	Share of mapped population
Less than 30 seconds or no material change	423,871	87.5%
30 to 59 seconds	16,805	3.5%
60 to 119 seconds	20,192	4.2%
120 seconds or more	23,486	4.8%
At least 60 seconds	43,678	9.0%

Source: Boundary-Drop Response-Time Map Package. Population is allocated from Census block groups and is an area-based planning estimate, not an address-level count.

These findings do not mean every call within an improvement area will be one or two minutes faster. The closer unit may already be committed, may not be the appropriate apparatus, or may need to remain available for its home area. The results show where the station-network creates an opportunity for improvement.

10.3.3 Population Within Eight Modeled Travel Minutes

As a common geographic comparison, the analysis also examined the total populations within areas with modeled response times that meet the 8-minute standard. The eight-minute measure is not an adopted regional standard and does not replace the different urban, suburban, and rural or wildland-urban interface benchmarks used elsewhere in the report.

The proposed boundary drop increases the estimated population within eight modeled travel minutes from approximately 439,830 to 456,273. This is an increase of approximately 16,442 residents.

Table 10-3. Population with response time within recommended standard after boundary drop

Service territory	Before Boundary Drop	After Boundary Drop	Estimated additional population experiencing 8 minute total response
Reno	255,612	259,159	3,547
Sparks	105,117	105,653	536
TMFPD	79,102	91,460	12,359
Regional total	439,830	456,273	16,442

The largest change occurs in TMFPD's service area because portions of the district are closer to existing Reno or Sparks stations. This is a geographic access finding. It does not mean those residents presently receive inadequate service or that the outside unit will always be available.

10.4 What the 2025 Calls Show

The geographic model establishes where improvement is possible. The 2025 call analysis shows how often those opportunities occurred.

Of 96,386 calls tested:

- 10,204 calls, or 10.6 percent, had a different closest station when agency boundaries were removed from station selection.
- 4,725 calls, or 4.9 percent, had a modeled travel-time advantage of at least one minute from a different agency's station.

Table 10-4. Modeled effect on 2025 calls

Current service territory	Calls tested	Calls with at least one-minute advantage	Share of calls	Median travel-time reduction	Reduction at the 90th percentile
Reno	68,027	3,508	5.2%	4 seconds	21 seconds
Sparks	16,868	126	0.7%	No material change	5 seconds
TMFPD	11,491	1,091	9.5%	6 seconds	35 seconds
Regional total	96,386	4,725	4.9%	—	—

The department-wide median changes are small because most calls would continue to be served by the same station. The larger effect occurs among slower calls and within individual boundary corridors.

A 90th-percentile travel time means that 90 percent of calls had travel times at or below that value and 10 percent took longer. The reductions shown at the 90th percentile indicate that regional station selection is more likely to reduce some longer travel times than to change the typical response throughout an entire department.

10.4.1 Operationally Screened Opportunities

Not every call with a geographic advantage should be reassigned. A narrower review considered emergency calls in the priority corridors and applied incident and operational eligibility rules.

That review identified 934 priority opportunities:

- The regional system already captured 242 of them by sending the advantageous cross-boundary resource.
- The remaining 692 were not captured in the recorded response.

Using a planning assumption that the advantageous unit could be used on 75 percent of those 692 calls produces approximately:

- 519 additional cross-boundary first responses.
- An average modeled travel advantage of approximately 1 minute 47 seconds per shifted response.

- Approximately 15.5 total hours of modeled first-unit travel-time reduction.

These are planning estimates, not a dispatch quota or a prediction that 519 responses will necessarily be changed. Each assignment would still depend on live availability, apparatus type, staffing, incident conditions, and protection of the area supplying the unit.

10.4.2 Shared Unit-Location Information

Shared automatic vehicle location and unit-status information would help dispatchers identify the closest appropriate available resource, coordinate cross-boundary assignments, and release units when their assistance is no longer required. This information should include apparatus type, staffing, and operational capability so that assignment decisions account for both arrival time and the resources needed at the incident.

The dual-dispatch arrangements described in Section 9.8.1 allow neighboring agencies to begin responding while the closest appropriate unit is identified. A deployment that ends before arrival may therefore reflect the intended operation of a response-reliability measure. Shared information can improve that process by allowing dispatchers to resolve unit selection promptly while preserving the protection provided by an immediate initial response.

Under the planning assumptions tested, shared location and status information identified a potential reduction of approximately 2,438 initial assignments and approximately 60 hours of recorded unit commitment. These estimates are conditional on confirming that each avoided assignment is unnecessary for the incident and does not remove the protection intended by dual dispatch. They should not be treated as an operational cancellation target or as additional staffed capacity.

For structure fires and other incidents requiring multiple resources, the arrival of the closest unit does not establish that another responding company is unnecessary. That company may supply personnel, water, an aerial capability, command, or another function required to complete the assignment. Release decisions should therefore follow the incident's resource requirements and confirmed response status. Required alarm assignments, requested reinforcements, specialty resources, and coverage-protection moves must remain outside any reduction attributed to improved unit visibility.

10.5 Areas where Boundary Drop has the greatest impact

The potential benefit is concentrated in five station-interface corridors. Together, these corridors contain more than half of the mapped areas with at least a one-minute travel-time advantage.

Table 10-5. Priority response-time improvement corridors

Corridor	Principal station interface	Share of changed corridor area with at least one-minute advantage	Primary operating issue
North Reno and Silver Lake	R9, T44, and R10	74.6%	High recurring opportunity combined with the need to protect T44 and R10 coverage
South Reno and Foothill–Thomas Creek	R12, T33, and T36	62.4%	Road access, elevation, winter conditions, and difficult approaches

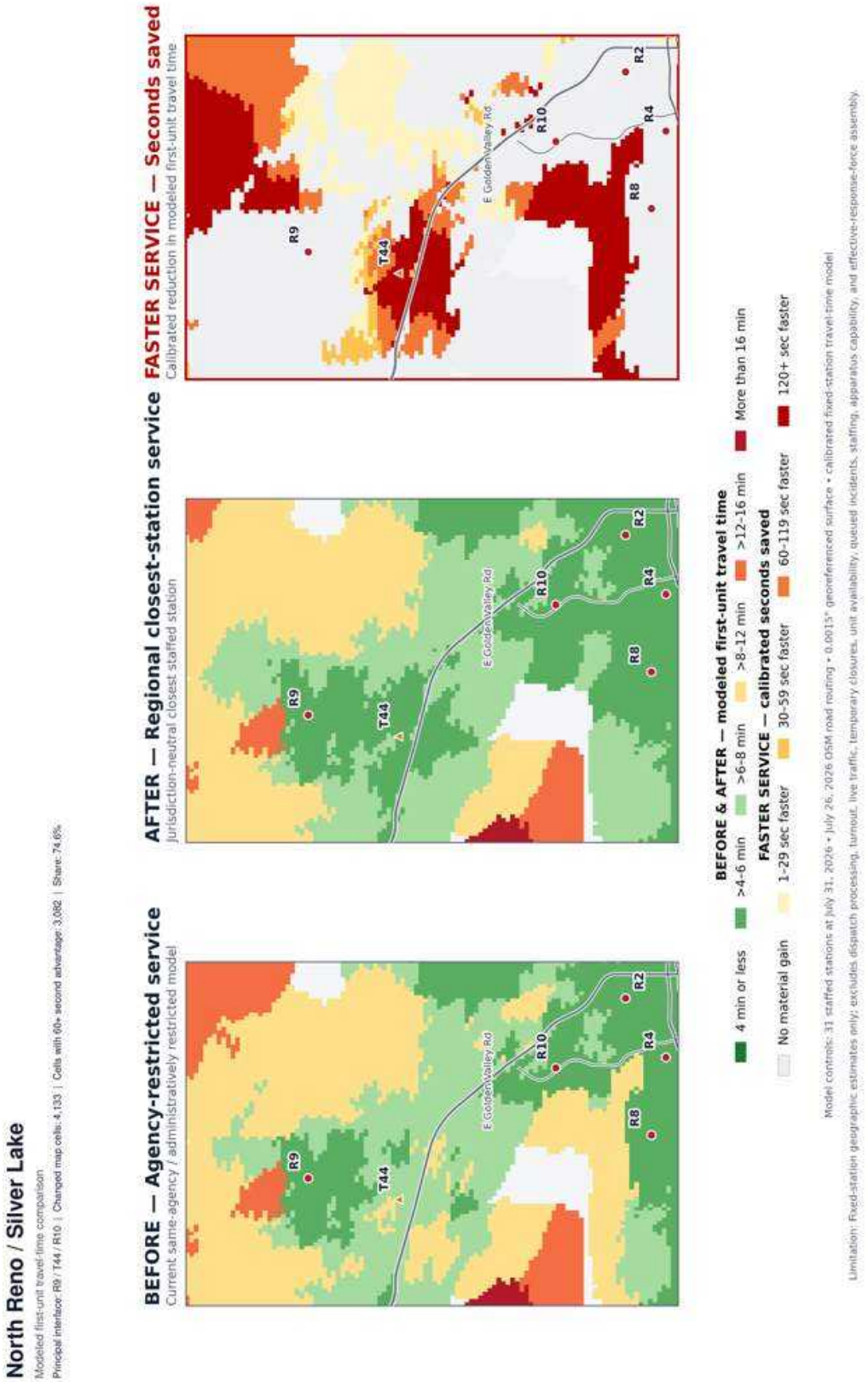
Corridor	Principal station interface	Share of changed corridor area with at least one-minute advantage	Primary operating issue
West Reno and Verdi	R11, R14, and T40	84.7%	Linear road network and limited backup routes
Sparks and Hidden Valley	S3 and T37	54.8%	Road barriers, limited entrances, and apparatus suitability
Spanish Springs and northern Sparks	S5, S6, and T46	33.2%	Growth, recent station changes, transport workload, and remaining capacity

10.5.1 North Reno and Silver Lake

The R9, T44, and R10 interface presents the strongest combination of modeled and observed opportunity.

In a focused comparison of 401 Reno Station 9 area incidents, TMFPD Station 44 was geographically closer for 173 calls. The modeled improvement areas include locations with one- and two-minute-or-greater travel advantages.

Figure 10-2. North Reno and Silver Lake response-time improvement corridor

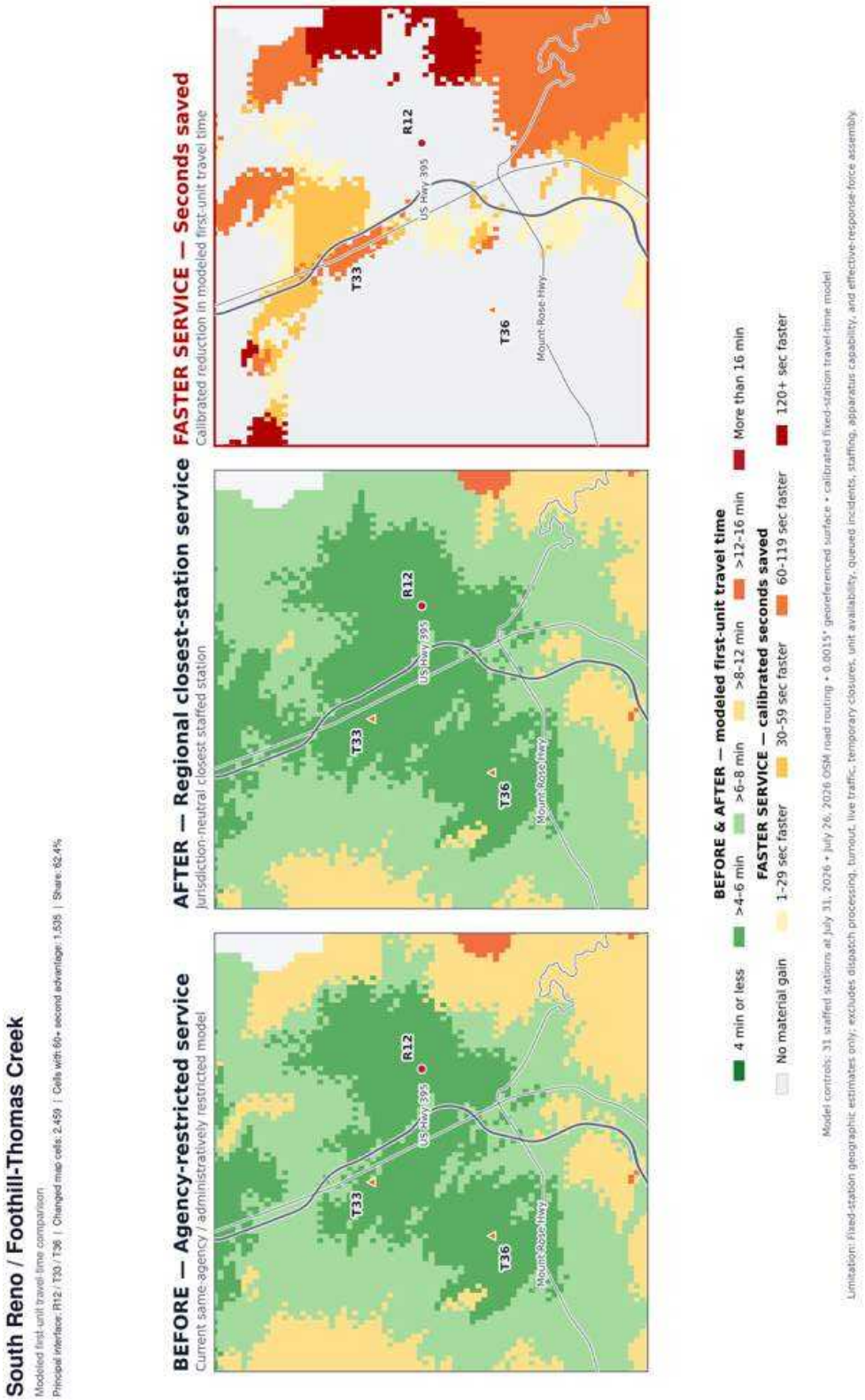


This corridor is a strong candidate for an early operational implementation. The plan must protect coverage in TMFPD Station 44's home area and account for the availability of Reno Station 10 and other nearby units. A geographically closer station should not be sent automatically if doing so would leave another area without reasonable backup or weaken the response available for a more serious incident.

10.5.2 South Reno and Foothill–Thomas Creek

The R12, T33, and T36 interface contains meaningful improvement areas along the jurisdictional boundary and near road-access transitions.

Figure 10-3. South Reno and Foothill–Thomas Creek response-time improvement corridor



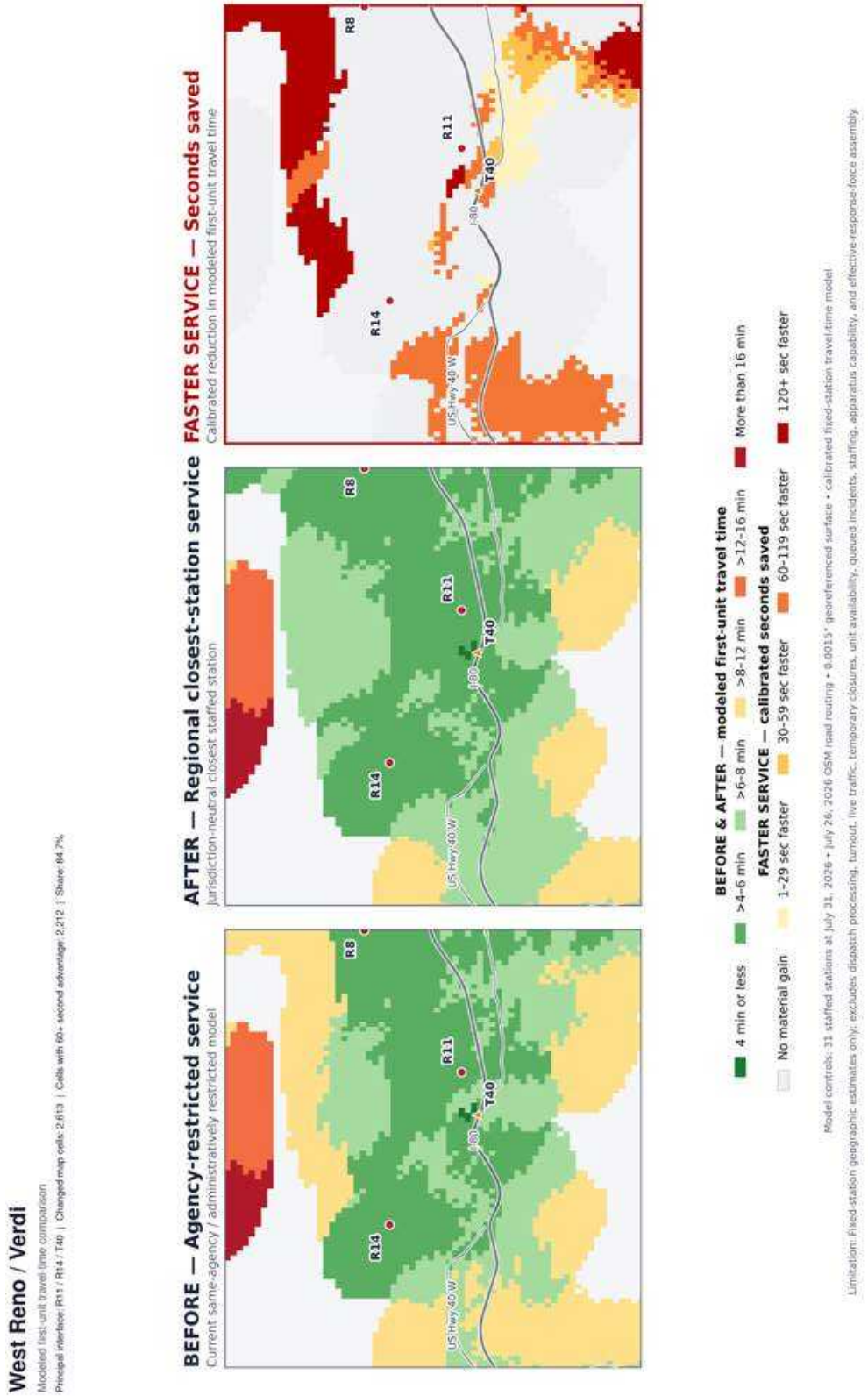
This area also has difficult observed travel conditions. Regional station selection can address the portion of delay caused by station location, but it cannot correct slow call processing, turnout, gates, final property access, winter conditions, or road limitations.

Before implementation, the agencies should verify community entrances, uphill and downhill travel conditions, seasonal access, apparatus suitability, and the availability of replacement coverage.

10.5.3 West Reno and Verdi

The R11, R14, and T40 interface has the largest concentration of one-minute-or-greater improvement areas among the five corridors.

Figure 10-4. West Reno and Verdi response-time improvement corridor



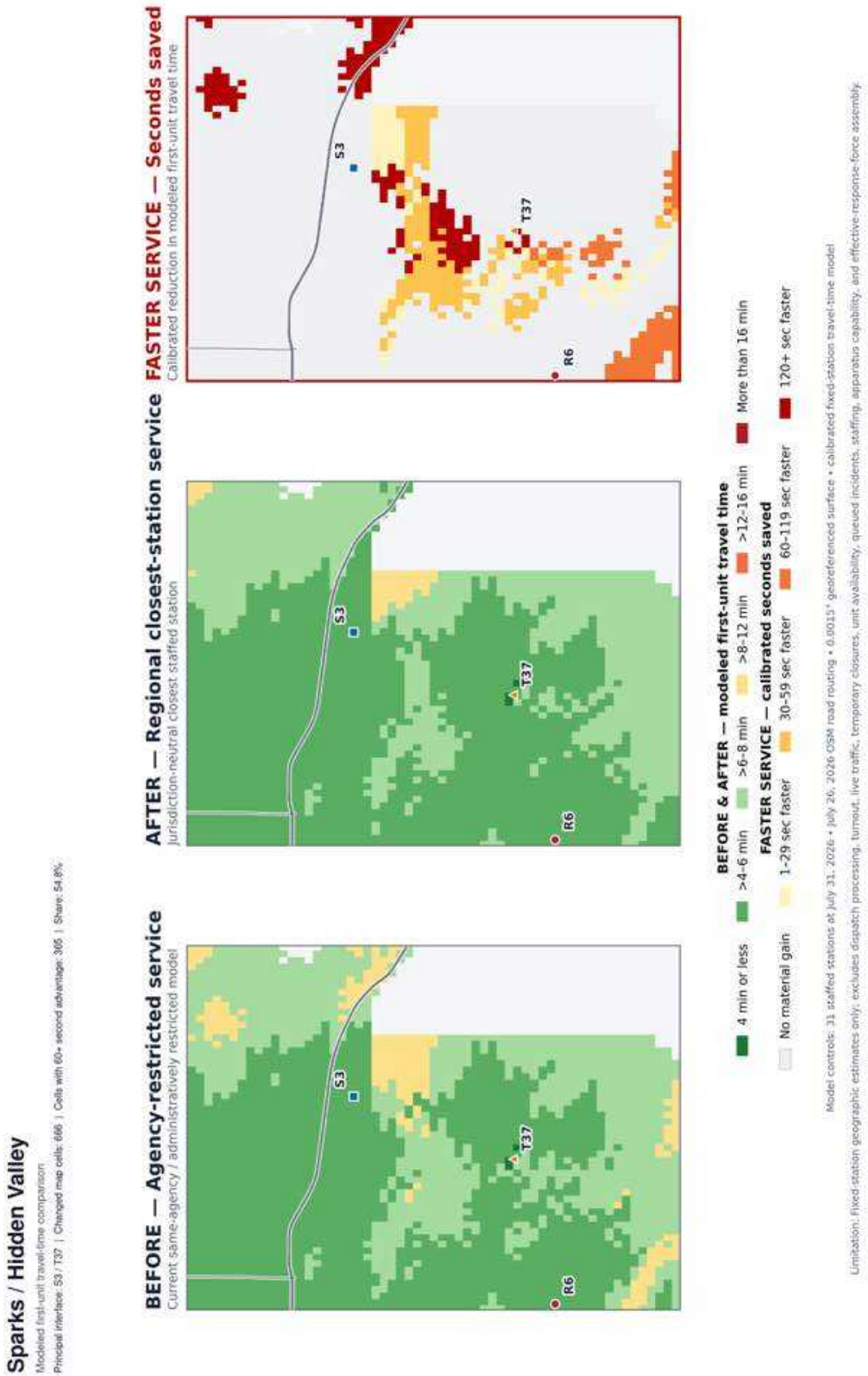
The corridor's linear road network creates opportunities for a closer unit to respond from the opposite side of an agency boundary. The same road pattern can also make backup coverage difficult. A unit sent in one direction may be the only practical resource available to cover an incident in the other direction.

Regional response rules for this corridor should therefore include clear minimum-coverage requirements and authority to withhold or recall a unit when conditions warrant.

10.5.4 Sparks and Hidden Valley

The S3 and T37 interface contains a smaller but clearly defined group of improvement areas. Road barriers and limited neighborhood entrances affect which station has the more direct route.

Figure 10-5. Sparks and Hidden Valley response-time improvement corridor



A corridor-specific plan should verify the usable approach to each eligible neighborhood rather than relying only on straight-line distance. The plan should also protect TMFPD Station 37's district responsibilities and ensure that the responding apparatus is suitable for the incident.

This corridor is especially relevant to the separate need to relocate Sparks Station 3. Regional deployment can improve selected responses under the existing network, but it does not eliminate the need to address Station 3's flood exposure and long-term location.

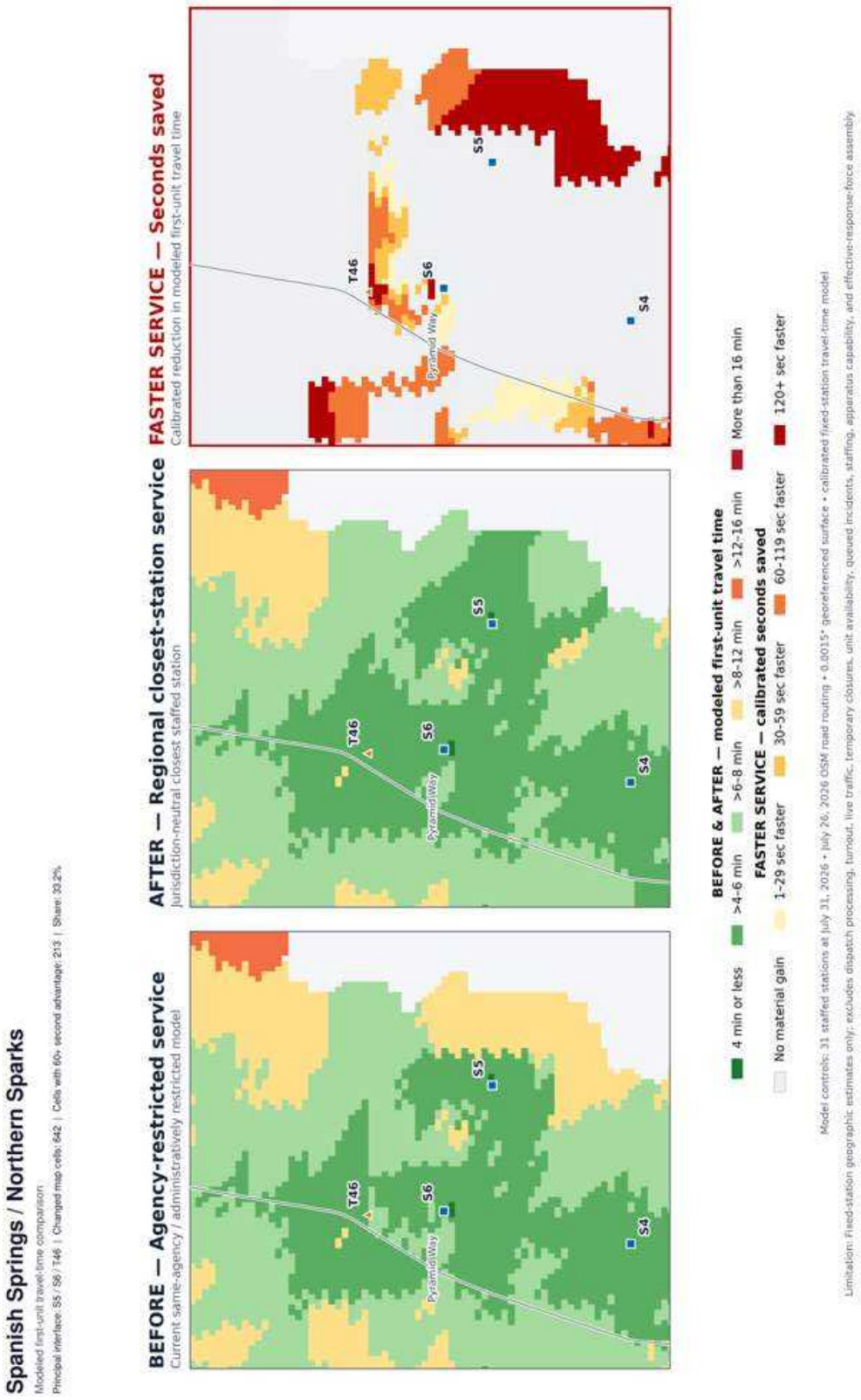
10.5.5 Spanish Springs and Northern Sparks

The S5, S6, and T46 interface contains fewer current improvement areas than the other four corridors, but it is operationally important because of continuing growth and the workload carried by Sparks and TMFPD medic resources.

Sparks Station 6 is included in the current geographic model and opened on November 17, 2025. Its workload, response patterns, and effects on neighboring stations should be evaluated over a representative post-opening operating period.

This corridor should be reevaluated after a representative period of Station 6 operations and again after TMFPD Station 35 is commissioned. Growth, medic transport commitments, simultaneous calls, and the capacity remaining at Stations 5, 6, and 46 should be considered before expanding cross-boundary assignments.

Figure 10-6. Spanish Springs and Northern Sparks response-time improvement corridor



10.6 Why Every Geographic Opportunity Cannot Be Used

A station may be geographically closer but unable to provide the best operational response. The unit may be:

1. assigned to another incident;
2. out of service;
3. staffed with fewer personnel than the incident requires;
4. the wrong apparatus type;
5. carrying a specialty capability needed elsewhere;
6. needed to protect a remote or difficult-to-cover area;
7. unable to reach the incident through the expected route; and
8. necessary to assemble the complete response for another active incident.

Regional deployment must therefore consider both the benefit to the receiving area and the effect on the area providing the unit.

10.6.1 Capacity of Receiving Stations

A future-demand scenario tested how many potential cross-boundary assignments could be accepted without exceeding the workload limit assumed for the stations receiving additional calls.

The scenario combined:

1. the current calls with at least a one-minute modeled advantage;
2. additional qualifying demand associated with projected growth through 2031; and
3. the modeled capacity remaining at the station that would receive each additional assignment.

The combined scenario contained approximately 5,588 current and projected opportunities. About 1,194, or 21 percent, could be accepted within the capacity assumptions tested.

Twelve stations reached the model's assumed receiving limit: R3, R4, R9, R10, R12, S3, T33, T40, T42, T44, T45, and T46.

This does not mean these stations are continuously busy or that they should refuse every additional call. It means the geographic opportunity is substantially larger than the additional workload those stations were assumed to be able to absorb. The finding reinforces the need for live unit status, and protection of the area providing the response.

10.6.2 Full Incident Requirements

A faster first arrival improves the opportunity to begin assessment and initial operations, but serious incidents require sufficient personnel and apparatus to perform several tasks. Boundary-drop response plans should address both the first appropriate arrival and the assembly of the complete incident assignment.

The effective response force findings in Chapter 14 demonstrate the importance of both objectives. TMFPD's documented first alarm provides 15 to 16 known personnel, five to six below the Study's low-hazard benchmark. Its cumulative second alarm provides 21 to 23 personnel, reaching that benchmark by count. A complete effective response force also requires the appropriate apparatus, qualifications, and task assignments; the personnel total alone does not establish full operational capability.

Cross-boundary deployment can contribute through substitution or additional resources. An appropriate neighboring company may replace a farther company and arrive sooner, or it may supplement the assignment with personnel or a capability needed to complete the response. Substitution must account for differences in company staffing and apparatus. Where the incident classification warrants a larger force, the initial assignment should include the additional resources needed to address a predictable shortfall.

Response plans should specify the engines, truck or aerial capability, command, water supply, medical support, and other resources required for the incident. A closer first unit should not delay those resources or trigger their cancellation before the complete assignment has been evaluated. Deployment decisions must also account for the supplying area's ability to assemble a response to another serious incident while companies are committed elsewhere.

The travel-time advantages reported in this chapter apply to first-unit station selection. They do not represent equivalent reductions in effective response force assembly time. Boundary drop provides an opportunity to improve both outcomes, but each requires separate measurement.

10.7 Recommended Regional Deployment Approach

The findings support a regional response-zone program built around the closest appropriate available unit, applied broadly as the region's long-term operating standard. Implementation should be phased, beginning with the priority corridors rather than applying one unconditional rule countywide all at once, with expansion to broader regional application guided by measured results from those corridors. This operational work should proceed through near-term Regional Alignment while funding, public-support, and legislative work advance in parallel under the transition plan. Corridor implementation and evaluation do not require those parallel activities to wait. Any subsequent organizational consolidation remains conditional on support, approvals, sustainable funding, and operational readiness.

10.7.1 Shared Location and Status Information

Reno, Sparks, and TMFPD should establish a shared reference for:

1. station and unit identifiers;
2. current unit location;
3. in-service and out-of-service status;
4. apparatus type;
5. staffing;
6. advanced life support capability;
7. specialty equipment and qualifications;
8. existing incident assignments;
9. move-up and coverage assignments.

Automatic vehicle location is essential to this approach. Station location alone is not sufficient because an apparatus may be responding from another station, returning from an incident, traveling to training, committed to a hospital, or temporarily out of service.

10.7.2 Response Rules

Response rules should be developed that may include operating plans defining:

1. the incident types eligible for regional first-unit response;

2. the minimum expected travel-time advantage;
3. the apparatus and staffing required;
4. when a unit may be withheld to protect its home area;
5. when a move-up or backfill unit is required;
6. how the remainder of the incident assignment will be dispatched;
7. when a local command or dispatch supervisor may override the automatic recommendation; and
8. how responses will be reviewed after implementation.

The one-minute threshold used in this Study is a planning screen. It does not need to become a universal dispatch rule. A smaller advantage may be meaningful for a cardiac arrest or confirmed structure fire, while a larger advantage may be appropriate for a lower-priority call.

10.7.3 Protection of the Area Providing the Unit

Regional deployment should not improve one response by creating an equal or greater service problem elsewhere. The agencies should establish minimum protection rules addressing:

1. the next available engine or medic unit;
2. expected travel time from the next station;
3. current simultaneous demand;
4. rural and wildland-urban interface coverage;
5. specialty capability;
6. weather and major-event conditions;
7. number of units already committed outside their normal areas, and
8. ability to assemble the complete response to a serious incident.

These rules should be visible to dispatchers and operational supervisors in real time.

10.7.4 Monitored Implementation

Implementation should begin as a monitored dispatch and response-plan change, not as a transfer of territory or legal responsibility.

Before-and-after evaluation should include:

1. how often the closer regional unit was recommended;
2. how often it was dispatched;
3. how often it was unavailable or withheld;
4. reasons for exceptions;
5. first-unit travel and total response times;
6. responses from another station;
7. simultaneous demand in the area providing the unit;
8. move-up and backfill activity;
9. assembly of the complete incident response;
10. cancellations and avoided duplicate assignments; and
11. effects on the home area of the unit providing assistance.

Agreements should address authorization, command, communications, data ownership, reimbursement where applicable, quality review, and the circumstances under which a unit may be withheld or recalled.

Wildland and outside-agency resource ordering should continue to follow the separate agreements and interagency systems applicable to those incidents.

10.8 Planned Stations and Future Growth

The current findings reflect the existing 31-station-network. Several planned or recent station changes will affect future response geography.

10.8.1 Sparks Station 6

Sparks Station 6 is included in the current geographic model because it opened in November 2025. Its workload, availability, and response patterns should be evaluated over a representative post-opening operating period.

The S5, S6, and T46 corridor should be reevaluated after Station 6 has operated through a representative period.

10.8.2 TMFPD Station 35

TMFPD Station 35 is treated as a future station until it is commissioned and available for response. Adding Station 35 to the geographic model reduces the number of current calls with at least a one-minute cross-boundary advantage from 4,725 to approximately 4,581.

Most of this change occurs within TMFPD's northern service area. The result indicates that Station 35 should reduce some cross-boundary opportunities, but it does not eliminate the broader need for regional deployment.

Station 35 should receive no operational performance credit until it is open, staffed, and included in the active response system.

10.8.3 Reno Station 1 Replacement

The planned Reno Station 1 facility at 455 East Second Street replaces the existing Station 1. It is not be counted as an additional company or station. The station move may change travel patterns in central Reno and near the Reno-Sparks boundary. Those effects should be measured after the replacement station becomes operational.

10.8.4 Growth Through 2031

Projected growth will increase demand in the North Valleys, Spanish Springs, northern Sparks, South Reno, and other developing areas near current agency boundaries.

Growth is likely to increase both the value and the difficulty of regional deployment. More calls may occur where another agency's station is geographically closer, but receiving stations may also have less capacity to accept additional assignments.

The regional model should therefore be updated when:

- a new station opens;
- a station is relocated or closed;
- apparatus or staffing is materially changed;
- a major road connection is added or altered;
- station first-due plans are revised, and
- a representative period of post-growth call data becomes available.

10.8.5 TMFPD Station 32 Relocation

TMFPD's planned Station 32 change is treated as a relocation of the existing station for Study purposes. Station 30 is already closed, so the Station 32 relocation is not counted as the consolidation of two operating stations or as an additional staffed station.

The historical findings retain the Station 32 location applicable to the analysis period. Future network evaluation should test the replacement location's effects on first-unit travel, neighboring coverage, cross-boundary assignments, and effective-response-force assembly. Operational performance credit should begin when the replacement facility is open, staffed, and incorporated into the active response system. Project expenditure remains subject to the financial framework and applicable capital approvals.

10.9 What the Findings Mean for the Rest of the Report

10.9.1 Workload and Availability

Chapter 9 shows that a closer unit may already be committed and that reduced availability can increase travel time. Chapter 10 therefore does not assume that the geographically closest station can accept every call.

Regional deployment must use live availability and must account for the workload transferred to stations receiving additional calls.

10.9.2 Effective Response Force

The effective response force analysis in Chapter 14 supports regional deployment plans that address the complete incident assignment. Cross-boundary response rules should identify the closest appropriate available resources needed to provide the required personnel and capabilities, while protecting the response capacity of the area supplying assistance.

Regional deployment may bring a needed company or capability to an incident sooner. Cross-boundary commitments also affect the resources available for a second serious incident. Performance monitoring should therefore measure first-unit arrival, the time required to assemble the specified personnel and apparatus, and the effect on the supplying area's response capability.

These findings reinforce the importance of maintaining staffed response depth. A company with modest local call volume may provide essential support for a full assignment elsewhere. The geographic improvements identified in this chapter support more effective use of the existing network; they do not independently establish that a staffed company can be removed or that full-response requirements can be met with fewer resources.

10.9.3 Dispatch and Communications

Regional deployment depends on shared unit-location, status, staffing, and capability information. Dispatchers must be able to see the participating resources and apply the same operational definitions across all three agencies.

These requirements support the shared/virtual integration work in Chapter 35's staged dispatch program. Shared visibility and common response rules should advance while permanent-center planning proceeds concurrently. Boundary-drop improvements do not depend on opening a permanent consolidated center; any subsequent transfer of dispatch operations remains subject to separate funding, approvals, and readiness requirements.

10.9.4 Station and Capital Planning

The geographic findings identify areas where the existing network can be used more effectively. They do not independently justify constructing, relocating, co-locating, or closing a station.

Station decisions must also consider workload, availability, facility condition, hazard exposure, growth, community access, effective response force, and the time required for backup resources to arrive.

10.9.5 Service Equity

Regional deployment can reduce avoidable differences created by administrative boundaries. Service equity does not require the same agency to answer every call within a jurisdiction. It requires that residents with comparable risks have a reasonable opportunity for timely and capable service.

The detailed equity analysis is presented in Chapter 11.

10.9.6 Property Insurance

Formal automatic-aid arrangements and improved first-alarm response may support future review under the ISO Public Protection Classification process. The analysis does not establish that regional deployment will change a classification, reduce premiums, or improve insurance availability.

Insurance outcomes also depend on staffing, water supply, full-alarm capability, wildfire exposure, property conditions, mitigation, and insurer underwriting. These issues are addressed in Chapter 21.

10.9.7 Governance Alternatives

Many of the identified improvements can be implemented through coordinated operating agreements and shared dispatch practices without consolidating the fire departments. Regional Alignment is the recommended near-term framework for advancing these improvements while service, funding, public-support, and legislative work proceed in parallel under the transition plan.

More integrated governance could make common policies, data systems, and accountability easier to administer, but governance change is not required to begin corridor-specific deployment or a full boundary drop. The operational benefit depends more directly on whether the agencies share accurate information, apply compatible response rules, and protect the area providing assistance. Any subsequent organizational consolidation remains conditional on public and governing-body support, applicable approvals, sustainable funding, and operational readiness.

10.10 Findings and Management Priorities

10.10.1 Findings

1. Agency boundaries sometimes prevent the station with the shortest modeled road travel time from being selected for the initial response.
2. Approximately 43,678 residents live in areas where another participating agency's station has at least a one-minute modeled travel-time advantage.
3. Approximately 4,725 of 96,386 tested 2025 calls had at least a one-minute modeled advantage from a different agency's station.
4. Most calls would continue to be served by the same station. The principal benefit is reducing selected longer travel times.

5. The most impactful benefit will likely occur in five corridors: North Reno and Silver Lake, South Reno and Foothill-Thomas Creek, West Reno and Verdi, Sparks and Hidden Valley, and Spanish Springs and northern Sparks.
6. The regional system already captures some cross-boundary opportunities. A narrower operational screen identified additional calls where regional first-unit deployment could potentially improve travel time.
7. Shared automatic vehicle location and unit-status information could also reduce unnecessary parallel initial assignments and preserve unit availability.
8. Geographic opportunity exceeds the additional workload that some receiving stations can reasonably absorb. The future capacity screen accepted approximately 21 percent of current and projected opportunities under the assumptions tested.
9. A closer station does not guarantee that an appropriate unit is staffed, available, or safe to send without weakening its home area.
10. Regional first-unit deployment must preserve the personnel, apparatus, and station coverage needed to assemble the complete response.

The findings support closest-appropriate-unit deployment across jurisdictional boundaries, with targeted exceptions where operational, contractual, or clinical considerations warrant a different response, along with the findings support corridor-specific deployment plans, shared real-time unit-location information (AVL), beginning with measured implementation in response corridors likely to have the greatest impact. They do not support immediate full boundary drop without conditions, transfer of legal responsibility, physical station co-location, or closure of a staffed company.

10.10.2 Management Priorities

The participating agencies should:

- Establish shared real-time visibility of unit location, availability, staffing, and capability.
- Develop boundary drop, closest available unit operationally appropriate rules beginning with, at a minimum, corridor-specific response plans for the five priority areas.
- Define eligible incident types and the minimum travel-time advantage required for regional first-unit selection.
- Establish minimum home-area coverage, move-up, and backfill requirements.
- Preserve the resources needed for full-alarm and effective-response-force assembly.
- Record why an advantageous regional unit was dispatched, withheld, unavailable, or replaced.
- Measure effects on both the area receiving assistance and the area providing the unit.
- Evaluate the potential reduction of unnecessary parallel initial assignments through shared unit-location information.
- Reevaluate the regional model after a representative period of Sparks Station 6 operations, commissioning of TMFPD Station 35, relocation of Reno Station 1, and other material station or road-network changes.

10.10.3 Conclusion

The existing regional station-network provides meaningful opportunities to reduce travel time without constructing a new station or changing legal service boundaries. These opportunities are concentrated near agency interfaces, where another participating station may have a more direct road route to the incident.

The appropriate strategy is not to ignore boundaries under all conditions. It is to send the closest appropriate available unit when the expected benefit is meaningful and when doing so will not create a greater coverage problem in the area providing the resource.

Regional deployment can improve selected first arrivals and reduce some of the longest travel times. It does not create additional staffed capacity, guarantee that a unit will be available, or replace the need to improve processing, turnout, access, staffing reliability, and full-response assembly.

PART 3: ANALYSIS OF HAZARDS, RISKS AND VULNERABILITIES

Chapter 11: Service Delivery Equity Analysis

11.1 Purpose and Questions

This chapter evaluates whether materially different levels of timely and effective fire and emergency medical service access occur in areas with elevated geographic or demographic vulnerability. Equity is not defined as identical response performance across every part of Washoe County. Urban form, road access, distance, development pattern, hazard conditions, station distribution, and available resources differ substantially across the region. The relevant question is whether the service available to a population is reasonably aligned with its level of risk and need.

The analysis addresses three related questions:

1. Where do material differences in timely and effective service access exist in higher-risk geographies after accounting for the responsible agency and the applicable urban, suburban, or rural/WUI service environment?
2. Where do material differences in timely and effective service access exist in demographically vulnerable areas when compared with like-for-like areas served by the same agency?
3. Where do geographic risk, demographic vulnerability, and service-access deficiencies converge in ways that warrant focused equity review or corrective action?

Geographic and demographic vulnerability are evaluated separately before their convergence is considered. This prevents the presence of one type of vulnerability from predetermining the result of the other analysis and allows the report to distinguish among general performance deficiencies, geographically concentrated risk, demographic disparities, and conditions in which multiple vulnerabilities overlap.

The analysis is intended to identify areas requiring management attention, further validation, operational improvement, resilience measures, or longer-term capital planning. It is not an inquiry into intent and does not, by itself, establish unlawful discrimination. A finding of slower service also does not automatically establish an equity concern. The equity significance depends on the magnitude and reliability of the difference, the level of need within the affected area, and whether the difference persists when compared with similarly situated geographies.

11.2 Equity and Service-Sufficiency Framework

The framework evaluates equity as the relationship among need, access, and service performance. Equal treatment is relevant, but it is not sufficient where populations or locations face materially different consequences from delayed or inadequate service. A service system may apply the same nominal standard throughout its jurisdiction while still producing an equity concern if higher-need areas consistently receive service that is less timely, less reliable, or less capable than the service available to comparable areas.

The analysis therefore uses two parallel pathways. The geographic pathway examines whether areas exposed to elevated wildfire, WUI, earthquake, flooding, winter-weather, access, or other location-specific risks receive service commensurate with those conditions. The demographic pathway examines whether populations with elevated social or demographic vulnerability experience materially different service access after geographic and agency differences are controlled. The two pathways are combined only in the convergence analysis.

Table 11-1. Analytical framework for vulnerability

Analytical stage	Principal question	Interpretation
Geographic vulnerability	Which locations face elevated hazards or other geographic conditions that increase emergency service need or consequences?	Establishes geographic risk and the level of service need associated with place.
Geographic service sufficiency	Do higher-risk locations receive materially worse service than comparable locations within the same agency and service environment?	Identifies geographic risk–service concerns without relying on demographic characteristics.
Demographic service sufficiency	Do demographically vulnerable tracts receive materially worse service than less-vulnerable but otherwise comparable tracts?	Identifies demographic service disparities independently of geographic-hazard findings.
Convergence	Where do geographic risk, demographic vulnerability, and service deficiencies overlap?	Identifies the strongest equity concerns and the areas warranting the highest level of review.

This structure distinguishes four types of findings. A broad failure to meet a performance benchmark across most comparable tracts is principally a systemwide performance issue. A material disadvantage in a higher-risk geography is a geographic service-sufficiency concern. A material disadvantage associated with demographic vulnerability is a demographic equity concern. The strongest equity concern occurs where a reliable service disadvantage coincides with both elevated geographic risk and elevated demographic vulnerability.

Vulnerability alone does not establish inadequate service, and service underperformance alone does not establish inequity. The analysis requires evidence that the conditions intersect in a manner that increases the likelihood or consequences of inadequate emergency-service access.

11.3 Analytical Structure and Interpretation

Census tracts provide the common geographic unit for relating service performance to hazard exposure, development pattern, and demographic conditions. They are analytical areas rather than fire-department service boundaries, station first-due areas, or descriptions of every person and property within them.

RFD, SFD, and TMFPD are evaluated separately because their source data, incident coding, service environments, deployment systems, and applicable performance benchmarks are not fully interchangeable. Results are not based on a pooled comparison of raw response times among the three agencies. Where more than one agency has activity in the same tract, each agency's observations are evaluated within its own comparison structure before the tract-level evidence is reconciled.

Within each agency, comparisons are made among tracts in the same urban, suburban, or rural/WUI environment. This like-for-like control reduces the likelihood that a rural or WUI tract will be classified as disadvantaged merely because it is compared with a compact urban area located close to multiple stations. It also prevents differences in agencywide operating conditions from being mischaracterized as tract-level inequities.

The analysis considers upper-percentile service performance, benchmark attainment, modeled access and coverage indicators, available workload and unit-availability measures, sample size, and statistical uncertainty. Detailed definitions, calculation procedures, data exclusions, sensitivity tests,

and limitations are provided in Chapter 4. This chapter presents only the methodological information necessary to interpret the findings.

A tract is not classified as a priority solely because its service time exceeds a benchmark. The analysis also considers whether performance is materially worse than that of comparable tracts, whether the result is supported by sufficient observations, and whether uncertainty testing supports the apparent difference. Findings are therefore distinguished as:

- Confidence-supported findings, where the available observations and uncertainty testing support a material like-for-like disadvantage.
- Validation priorities, where the estimated difference is material but the sample size, confidence interval, or other evidence does not support the same level of certainty.
- Broad performance gaps, where performance does not meet the applicable benchmark but is not materially worse than performance across the relevant comparison group.
- No demonstrated disadvantage, where the available evidence does not show a material service difference after the applicable controls are applied.

These classifications are planning and management tools. They identify where additional incident-level review, deployment analysis, field validation, operational intervention, or capital evaluation is warranted. They do not establish the cause of the observed condition, identify the responsible station or unit in every case, or demonstrate discriminatory intent. Geographic-risk findings are presented first, demographic findings are then evaluated independently, and the two are combined only in the convergence analysis.

11.4 Geographic Risk and Service Need

Geographic vulnerability reflects the likelihood that location-specific conditions will increase emergency demand, complicate access or operations, or increase the consequences of delayed service. The analysis considers wildfire and WUI exposure, earthquake, inland flooding, winter weather, landslide, development pattern, roadway access, distance, and other physical conditions identified in the regional hazard evidence. These conditions do not affect every tract in the same manner. A compact urban tract exposed to earthquake or flooding presents a different service problem from a rural/WUI tract characterized by wildfire exposure, long travel distances, limited access routes, and reduced resource depth.

Geographic risk was evaluated independently of demographic vulnerability. A tract was not classified as geographically vulnerable because of the characteristics of its population, and demographic conditions were not used to determine whether its service performance was materially worse than that of comparable geographies. The demographic analysis is presented separately in Sections 11.6 and 11.7.

The principal geographic service needs are:

1. **Wildfire and WUI areas.** These locations may require rapid initial attack, access through constrained road networks, structure protection, evacuation support, and the early assembly of resources beyond the first-arriving company. The consequence of delayed or unreliable access may therefore exceed that associated with an otherwise comparable lower-risk location.
2. **Earthquake-exposed areas**. Earthquake risk can create simultaneous incidents, roadway disruption, communications failures, water-supply impairment, and competing demands for limited resources. Service sufficiency depends on both first-unit access and the resilience and distribution of the broader response system.

3. **Flood-exposed areas**. Flooding may impair road access, isolate neighborhoods, increase rescue demand, and restrict the routes available to responding units. A station may appear geographically close while actual access remains vulnerable to disrupted or circuitous travel.
4. **Winter weather areas**. Snow, ice, elevation, and weather-related roadway conditions can increase travel time and reduce the reliability of normal station-access assumptions. The effect is particularly important in outlying areas with fewer alternative units or routes.
5. **Large, rural, and access-constrained tracts**. Low-density development does not eliminate service need. These areas may have longer baseline travel requirements, fewer nearby resources, limited water supply, and reduced redundancy when the first-due unit is unavailable.
6. **Multiple-hazard areas**. Where several hazards overlap, the combined operational need may be greater than the effect of any single hazard considered independently. Such areas warrant particular attention when service performance is also materially worse than that of comparable geographies.

The presence of a hazard does not, by itself, establish insufficient service. Geographic risk becomes a service-sufficiency concern when the available level of access is not reasonably aligned with the potential demand or consequences associated with that risk. The analysis therefore tests whether higher-risk tracts experience materially worse performance than tracts served by the same agency and situated within the same urban, suburban, or rural/WUI environment.

11.5 Service Sufficiency in Higher-Risk Geographies

The like-for-like analysis identified 28 tracts in which elevated geographic risk coincides with evidence of materially worse service access relative to comparable tracts. Nine are classified as confidence-supported Priority 1 review tracts. Nineteen are classified as Priority 2 validation tracts because the estimated disadvantage is material but the uncertainty interval does not fully support the same level of confidence.

The analysis was conducted separately for four service populations: Reno Fire Department EMS activity, Reno Fire/Other narrative-confirmed Code 3 activity, Sparks Fire Department Code 3 activity, and Truckee Meadows Fire Protection District Code 3 activity. The two Reno populations remain separate because the available data support different incident-selection rules. Where more than one service population recorded activity in the same tract, each result was evaluated within its own agency, incident population, and urban, suburban, or rural/WUI comparison group. Results from different populations were not pooled.

The 90th-percentile values in Tables 11-2 and 11-3 are estimated from retained observed travel records. The peer difference is the amount by which the tract's 90th-percentile travel interval exceeds the median for tracts in the same agency population and service environment. A tract may contain both confidence-supported and validation-level findings. Its overall classification reflects the strongest qualifying agency-specific finding.

Table 11-2. Confidence-supported geographic risk–service review tracts

Census tract	Service environment	Agency-specific service evidence	Geographic-risk conditions
32031001014	Urban	Reno Fire/Other Code 3: 11:11 p90, 3:13 above the peer median, confidence-supported. Reno EMS: 10:46 p90, 2:20 above the peer median, validation-level.	Majority WUI; winter-weather risk

Census tract	Service environment	Agency-specific service evidence	Geographic-risk conditions
32031001103	Urban	TMFPD Code 3: 10:21 p90, 3:06 above the peer median, confidence-supported. Reno Fire/Other Code 3: 10:06 p90, 2:08 above the peer median, validation-level.	Majority WUI; earthquake, inland-flood, and winter-weather risk
32031001203	Urban	Reno EMS: 10:28 p90, 2:02 above the peer median, confidence-supported. Reno Fire/Other Code 3: 11:02 p90, 3:03 above the peer median, validation-level.	Winter-weather risk
32031002219	Urban	Reno EMS: 11:12 p90, 2:45 above the peer median, confidence-supported. Reno Fire/Other Code 3: 10:02 p90, 2:04 above the peer median, validation-level.	Majority WUI; winter-weather risk
32031002618	Rural/WUI	Reno EMS: 11:33 p90, 2:14 above the peer median, confidence-supported. TMFPD Code 3: 14:20 p90, 1:49 above the peer median, validation-level.	Majority WUI; wildfire, earthquake, and winter-weather risk
32031002623	Urban	Reno EMS: 11:11 p90, 2:44 above the peer median, confidence-supported. Reno Fire/Other Code 3: 14:14 p90, 6:16 above the peer median, confidence-supported. TMFPD Code 3: 10:56 p90, 3:41 above the peer median, confidence-supported.	Majority WUI; wildfire, earthquake, and winter-weather risk
32031003206	Rural/WUI	TMFPD Code 3: 16:55 p90, 4:24 above the peer median, confidence-supported.	Majority WUI; wildfire and winter-weather risk
32031003501	Rural/WUI	TMFPD Code 3: 26:36 p90, 14:04 above the peer median, confidence-supported.	Majority WUI; wildfire, inland-flood, and winter-weather risk
32031003510	Urban	TMFPD Code 3: 10:40 p90, 3:26 above the peer median, confidence-supported. Sparks Code 3: 8:16 p90, 1:19 above the peer median, validation-level.	Majority WUI; winter-weather risk

The largest estimated difference occurs in Tract 32031003501. Its 90th-percentile TMFPD travel interval is approximately 14 minutes longer than the median for other TMFPD rural/WUI tracts. Tract 32031003206 presents a smaller but still substantial rural/WUI difference. These findings persist after the comparison is restricted to similarly classified TMFPD service environments.

The urban findings also represent localized disadvantages rather than comparisons between compact urban areas and distant rural territory. Tract 32031002623 is particularly significant because confidence-supported differences appear in the Reno EMS, Reno Fire/Other Code 3, and TMFPD Code 3 populations. Tract 32031001014 contains a confidence-supported Reno fire/other difference and a separate validation-level Reno EMS difference. Tracts 32031001203 and 32031002219 contain confidence-supported Reno EMS findings and validation-level Reno fire/other findings.

Table 11-3. Secondary geographic risk–service validation tracts

Census tract	Service environment	Agency-specific service evidence	Geographic-risk conditions
32031000201	Urban	Reno EMS: 9:30 p90, 1:03 above the peer median.	Earthquake and winter-weather risk
32031001010	Urban	Reno EMS: 10:06 p90, 1:40 above the peer median. Reno Fire/Other Code 3: 10:55 p90, 2:57 above the peer median. TMFPD Code 3: 9:07 p90, 1:52 above the peer median.	Majority WUI; winter-weather risk
32031001013	Rural/WUI	Reno EMS: 13:39 p90, 4:21 above the peer median.	Majority WUI; wildfire, earthquake, inland-flood, and winter-weather risk
32031001101	Urban	Reno Fire/Other Code 3: 10:05 p90, 2:07 above the peer median.	Earthquake, inland-flood, and winter-weather risk
32031001105	Urban	Reno Fire/Other Code 3: 9:17 p90, 1:19 above the peer median.	Winter-weather risk
32031001201	Urban	Reno EMS: 9:44 p90, 1:17 above the peer median. Reno Fire/Other Code 3: 9:30 p90, 1:31 above the peer median.	Earthquake and winter-weather risk
32031001703	Urban	Sparks Code 3: 8:56 p90, 1:59 above the peer median.	Majority WUI; earthquake and winter-weather risk
32031002106	Urban	Reno Fire/Other Code 3: 10:35 p90, 2:36 above the peer median.	Majority WUI; earthquake and winter-weather risk
32031002207	Urban	Reno Fire/Other Code 3: 9:39 p90, 1:40 above the peer median.	Majority WUI; earthquake, inland-flood, and winter-weather risk
32031002216	Urban	Reno EMS: 9:58 p90, 1:31 above the peer median.	Earthquake and winter-weather risk
32031002217	Urban	Reno Fire/Other Code 3: 10:18 p90, 2:19 above the peer median.	Majority WUI; winter-weather risk
32031002407	Urban	Reno Fire/Other Code 3: 9:28 p90, 1:30 above the peer median.	Majority WUI; winter-weather risk
32031002409	Urban	Reno EMS: 10:04 p90, 1:37 above the peer median.	Majority WUI; winter-weather risk
32031002611	Urban	Reno EMS: 9:50 p90, 1:23 above the peer median. Reno Fire/Other Code 3: 9:08 p90, 1:10 above the peer median.	Majority WUI; wildfire, earthquake, and winter-weather risk
32031002620	Urban	Reno Fire/Other Code 3: 9:12 p90, 1:14 above the peer median.	Majority WUI; winter-weather risk

Census tract	Service environment	Agency-specific service evidence	Geographic-risk conditions
32031002621	Rural/WUI	Reno EMS: 10:45 p90, 1:27 above the peer median.	Majority WUI; wildfire, earthquake, and winter-weather risk
32031002622	Urban	Reno Fire/Other Code 3: 9:50 p90, 1:52 above the peer median.	Majority WUI; earthquake and winter-weather risk
32031003109	Urban	Sparks Code 3: 8:06 p90, 1:09 above the peer median.	Majority WUI; winter-weather risk
32031003522	Urban	Sparks Code 3: 8:17 p90, 1:20 above the peer median.	Majority WUI; winter-weather risk

The Priority 2 tracts should not be treated as confirmed deficiencies. Each has an estimated difference of at least one minute and falls within the upper portion of its like-for-like comparison group, but the bootstrap interval does not fully clear the materiality threshold. The results support targeted validation rather than a definitive causal or capital conclusion.

Several Priority 2 findings warrant particular attention. Tract 32031001013 combines a large estimated rural/WUI difference with multiple hazards. Tract 32031001010 contains material point-estimate differences in the Reno EMS, Reno Fire/Other Code 3, and TMFPD Code 3 populations. Tracts 32031001101, 32031002106, 32031002207, 32031002217, 32031002407, 32031002620, and 32031002622 are supported by Reno fire/other observations and should be incorporated into incident-level and station-network review.

The 28 tracts are focused geographic risk–service review areas rather than evidence that higher-risk locations throughout Washoe County systematically receive inferior service. Most hazard-exposed tracts did not demonstrate a material like-for-like disadvantage. Conversely, benchmark gaps occurring throughout an agency's service area are principally systemwide performance concerns rather than evidence of a geographically concentrated disparity.

The Sparks findings reflect 2025 service conditions and should be validated using a representative post-opening period for Sparks Station 6. Planned facilities, including TMFPD Station 35 and the Reno Station 1 replacement, receive no retroactive performance credit. Their effects should be measured after the facilities are operational and sufficient post-implementation data are available.

Figure 11-1 displays the Priority 1 and Priority 2 tracts using official Census tract boundaries. The classifications do not establish the cause of a difference, identify a particular station or unit as responsible, or independently justify station construction, relocation, closure, or jurisdictional change. Priority 1 tracts warrant focused incident-level, deployment, access, and station-network review. Priority 2 tracts warrant continued monitoring and validation. Demographic vulnerability is evaluated independently in Sections 11.6 and 11.7 before the two analytical pathways are combined.

11.5.1 Priority 1 Geographic Risk–Service Tract Profiles

Census Tract 10.14 (32031001014) - Southwest Reno, including the Lakeridge and Ridgeview foothills. This urban tract contains substantial WUI and winter-weather exposure within a hillside road network. RFD Fire/Other Code 3 travel was confidence-supported at 11:11, approximately 3:13 above the applicable peer median; RFD EMS also showed a validation-level difference. The findings warrant examination of first-due availability, unit origin, route reliability, and winter access, particularly for incidents requiring rapid fire suppression or multiple responding units.

Census Tract 11.03 (32031001103) - West Reno, including Caughlin Ranch and the western foothills. Majority-WUI conditions coincide with earthquake, inland-flood, and winter-weather risk, creating the potential for constrained access and simultaneous or weather-related demand. TMFPD Code 3 travel was confidence-supported at 10:21, approximately 3:06 above its urban peer median; RFD Fire/Other Code 3 also showed a validation-level difference. Service review should address cross-boundary unit assignment, first-due availability, access redundancy, and the ability to maintain coverage when roads or normal response routes are disrupted.

Census Tract 12.03 (32031001203) - West Reno, including Summit Ridge and Sky Mountain. The tract is urban but includes elevated terrain and a local street network that may become less reliable during winter weather. RFD EMS travel was confidence-supported at 10:28, approximately 2:02 above the urban peer median, while RFD Fire/Other Code 3 showed a validation-level difference. The service implication is a need to examine the incidents driving the upper travel-time tail, including unit origin, concurrent demand, first-due availability, and access into hillside neighborhoods.

Census Tract 22.19 (32031002219) -Southeast Reno, including Curti Ranch and the Veterans Parkway–Geiger Grade area. Majority-WUI conditions and winter-weather exposure increase the importance of dependable access, rapid initial attack, and evacuation support. RFD EMS travel was confidence-supported at 11:12, approximately 2:45 above the urban peer median; RFD Fire/Other Code 3 also showed a validation-level difference. Review should focus on unit availability, response routes along the developing southeastern edge, and whether sufficient resources can reach WUI incidents promptly when demand is elevated.

Census Tract 26.18 (32031002618) - North Valleys, including portions of Lemmon Valley and the Stead area. This rural/WUI tract combines wildfire, earthquake, and winter-weather exposure with longer travel distances and reduced resource redundancy. RFD EMS travel was confidence-supported at 11:33, approximately 2:14 above its rural/WUI peer median; TMFPD Code 3 showed an additional validation-level difference. These conditions support coordinated review of cross-jurisdictional response, seasonal access, closest-unit dispatch, and the availability of backup resources for wildfire, medical, and concurrent incidents.

Census Tract 26.23 (32031002623) - North Valleys, including Golden Valley and Panther Valley. Majority-WUI conditions coincide with wildfire, earthquake, and winter-weather risk. Confidence-supported disadvantages occurred in all three applicable service populations: RFD Fire/Other Code 3 was approximately 6:16 above its peer median, TMFPD Code 3 was 3:41 above its peer median, and RFD EMS was 2:44 above its peer median. The consistency across agencies and incident populations makes this a particularly important location for interagency deployment, closest-unit, station-coverage, road-access, and resource-availability analysis.

Census Tract 32.06 (32031003206) - West Washoe Valley, including Franktown and the Galena foothills. This large rural/WUI tract is exposed to wildfire and winter weather and depends on a limited network of north–south and foothill access routes. TMFPD Code 3 travel was confidence-supported at 16:55, approximately 4:24 above the rural/WUI peer median. The gap has implications for wildfire initial attack, evacuation support, medical access, and the timely arrival of additional resources. Review should address resource depth, mutual-aid availability, seasonal route conditions, and coverage of dispersed development.

Census Tract 35.01 (32031003501) - Northern and eastern rural Washoe County, including Gerlach, Empire, and the Pyramid Lake–Nixon corridor. The tract's exceptional size, sparse development, long travel distances, and limited roadway alternatives compound wildfire, inland-flood, and winter-weather exposure. TMFPD Code 3 travel was confidence-supported at 26:36, approximately 14:04

above the rural/WUI peer median—the largest geographic service difference identified. Because conditions vary substantially within the tract, service planning should focus on its developed communities and travel corridors, including local response capacity, pre-positioning, mutual aid, alternate access, and the availability of additional resources during extended or simultaneous incidents.

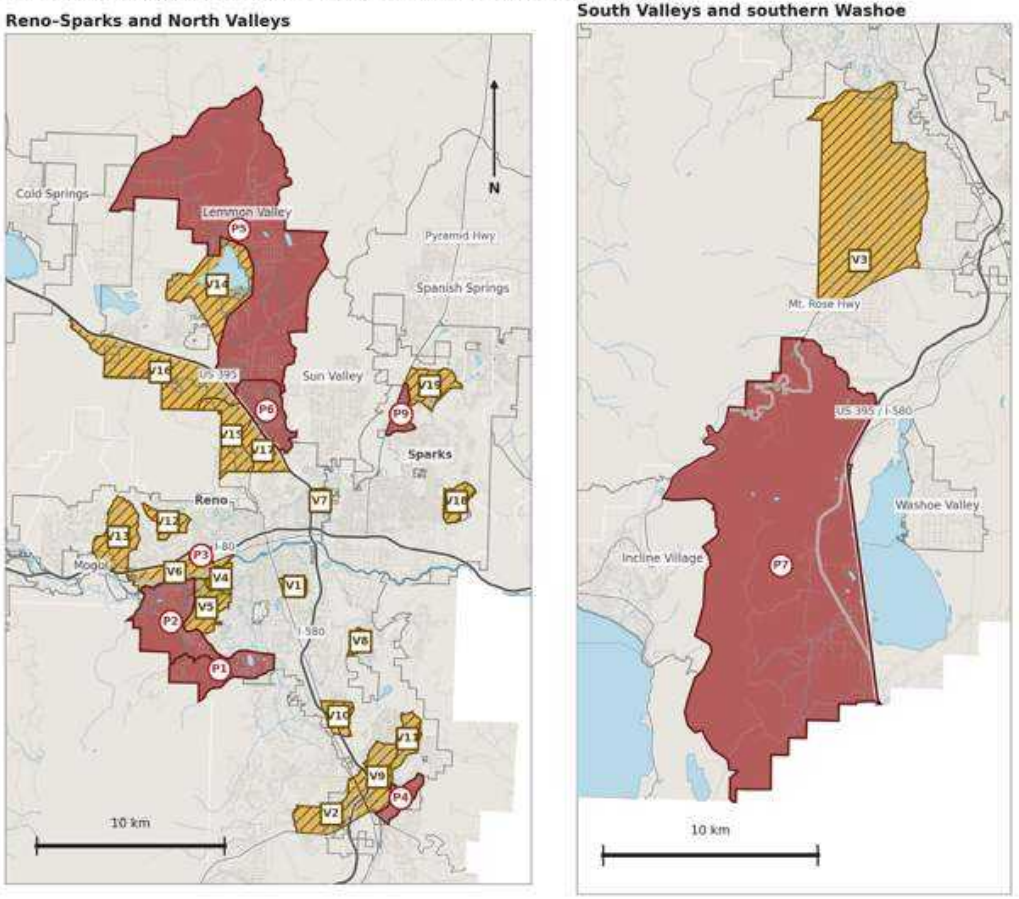
Census Tract 35.10 (32031003510) - Northeast Sparks fringe, including the First Tee Parkway and Pah Rah foothills area. Majority-WUI conditions and winter-weather exposure create a need for dependable access along a rapidly developing interjurisdictional edge. TMFPD Code 3 travel was confidence-supported at 10:40, approximately 3:26 above its urban peer median; SFD Code 3 also showed a validation-level difference. The service delivery review should examine jurisdictional routing, closest-unit assignment, unit availability, road-network connectivity, and whether planned or recent deployment changes adequately address the tract's upper-percentile performance.

Figure 11-1. Geographic risk-service review tracks

Note: maps on next page.

Figure 11-1. Geographic Risk-Service Review Tracts

Nine confidence-supported Priority 1 tracts and nineteen Priority 2 validation tracts



Map key

Labels correspond to Census tract numbers.

Priority 1 — confidence-supported

P1	Tract 10.14
P2	Tract 11.03
P3	Tract 12.03
P4	Tract 22.19
P5	Tract 26.18
P6	Tract 26.23
P7	Tract 32.06
P8	Tract 35.01
P9	Tract 35.10

Priority 2 — validation

V1	Tract 2.01	V11	Tract 22.17
V2	Tract 10.10	V12	Tract 24.07
V3	Tract 10.13	V13	Tract 24.09
V4	Tract 11.01	V14	Tract 26.11
V5	Tract 11.05	V15	Tract 26.20
V6	Tract 12.01	V16	Tract 26.21
V7	Tract 17.03	V17	Tract 26.22
V8	Tract 21.06	V18	Tract 31.09
V9	Tract 22.07	V19	Tract 35.22
V10	Tract 22.16		

P8 is shown in full in the county locator. Priority is based on the strongest qualifying service-population finding within each tract.

Washoe County locator

Sources: U.S. Census Bureau, 2020 TIGER/Line tracts, roads, hydrography, and places; public hazard and WUI evidence; RFD, SFD, and TMFPD CAD records; project analysis.
Projection: NAD83 / UTM zone 11N (EPSG:26911). Tracts are analytical review areas—not legal service areas, findings of discrimination, causation, or station recommendations.

11.6 Demographic Vulnerability and Service Need

Demographic vulnerability describes population, household, and housing conditions that may increase the consequences of delayed emergency assistance or create barriers to warning, evacuation, communication, medical continuity, mitigation, and recovery. It does not mean that every person within a tract is vulnerable or that a demographic characteristic caused a service condition. Census tracts are used to identify concentrations of relevant conditions, not to characterize individual residents.

The analysis uses the 2022 CDC/ATSDR Social Vulnerability Index, which organizes 16 tract-level indicators into four themes: socioeconomic status; household characteristics; racial and ethnic minority status; and housing type and transportation. The overall SVI, individual themes, and underlying indicators were examined so that the analysis would not depend solely on a single composite score. Racial and ethnic minority concentration was treated as a disparity-screening characteristic, not as a condition that inherently creates emergency-service need.

The principal demographic considerations affecting service need include:

- Socioeconomic constraints. Poverty, unemployment, limited educational attainment, lack of health insurance, and housing-cost burden may reduce a household's capacity to undertake mitigation, relocate temporarily, obtain follow-up care, or recover after an emergency.
- Age, disability, and household characteristics. Older adults, children, persons with disabilities, and single-parent households may require additional evacuation assistance, communication support, medical continuity, or responder time.
- Language and communication barriers. Limited English proficiency may reduce the effectiveness of warning, evacuation, prevention, and recovery information unless agencies provide multilingual and multi-channel communication.
- Housing and transportation conditions. Mobile homes, large multifamily buildings, crowding, group quarters, and households without vehicles may increase evacuation complexity, occupancy-specific response needs, or dependence on public emergency assistance.

A tract entered the demographic-vulnerability screen when its state-relative percentile rank was at or above 0.75 for the overall SVI or an applicable theme or when it contained a concentration of elevated component indicators. A percentile threshold of 0.90 was also tested as a sensitivity measure. These thresholds identify areas for comparative analysis; they do not independently establish inadequate service or inequity.

Demographic vulnerability was evaluated across all eligible tracts rather than only within the geographic risk–service tracts identified in Section 11.5. This preserves the independence of the geographic and demographic analytical pathways. The retained dataset contains 227 service-population–tract observations representing 125 unique tracts with at least 20 valid travel records.

Four service populations were analyzed separately:

- RFD-EMS;
- RFD-Fire/Other Code 3;
- SFD-Code 3; and
- TMFPD-Code 3.

Separating Reno EMS from Reno Fire/Other Code 3 prevents differences in incident mix from obscuring a service pattern. Sparks and TMFPD Code 3 populations include all qualifying emergency incident types available in their respective datasets. Each observation was compared only with tracts

in the same service population and urban, suburban, or rural/WUI environment. The adjusted analysis also accounted for population density and incident demand, with statistical uncertainty clustered by tract where the same tract appeared in more than one service population.

The regional analysis does not demonstrate a systematic adverse relationship between demographic vulnerability and service performance. After applying the agency and service-environment controls, density and demand adjustment, tract clustering, and multiple-comparison correction, neither overall SVI nor any of the four themes showed a statistically supported adverse relationship with 90th-percentile travel or benchmark-failure rates. The result was unchanged when tracts were weighted equally, by population, or by incident volume.

Racial and ethnic minority concentration likewise did not demonstrate a systematic adverse service relationship after the like-for-like controls were applied. This regional finding should not be interpreted to mean that demographic identity is irrelevant to service equity. It means that the available evidence does not show a general pattern in which tracts with greater racial or ethnic minority concentration receive worse emergency-service performance across the analyzed service populations.

The absence of a regional demographic gradient does not establish that every tract is equitably served. A regional model tests whether service performance generally worsens as vulnerability increases; it can coexist with localized areas in which elevated vulnerability and a material service disadvantage overlap. Section 11.7 examines individual tracts to identify confidence-supported findings and validation priorities.

The appropriate regional conclusion is that demographically vulnerable populations do not systematically receive worse service across the analyzed region, but a focused group of tracts warrants further review. In those locations, elevated demographic vulnerability coincides with service performance that is materially worse than that of comparable tracts. Those tract-level findings indicate where operational review, targeted outreach, access planning, prevention programs, additional data collection, or other service delivery measures may be warranted.

11.7 Service Sufficiency in Demographically Vulnerable Areas

The demographic service-sufficiency analysis identified 20 unique tracts in which elevated demographic vulnerability coincides with a material like-for-like service disadvantage. The results comprise 26 service-population–tract findings because several tracts contain qualifying observations in more than one analytical population.

Reno Fire Department incidents were evaluated in two separate populations: all identifiable EMS incidents and Fire/Other incidents confirmed as Code 3. These populations were not combined because their incident-selection rules differ. A tract's priority classification reflects its strongest qualifying finding, while results from both RFD populations are reported where available. Sparks Fire Department and Truckee Meadows Fire Protection District findings are based on their respective Code 3 populations.

Four service-population–tract findings are confidence-supported Priority 1 findings. Twenty-two are validation-level findings because the estimated service difference is material but the uncertainty interval does not fully support the same level of confidence. Two Priority 1 tracts—12.03 and 22.19—also contain validation-level RFD Fire/Other Code 3 findings. The remaining validation results represent 16 Priority 2-only tracts.

The 90th-percentile values in Tables 11-4 and 11-5 are estimated from retained observed travel records. The peer difference compares each tract with the median 90th-percentile result for tracts in the same service population and urban, suburban, or rural/WUI service environment.

Recognizable area descriptions are provided to help readers understand the general location of each tract. They are practical geographic references based on Census place boundaries, major roads, and commonly recognized communities or neighborhoods. Census tracts do not necessarily follow neighborhood boundaries, and some extend beyond the named area.

Table 11-4. Confidence-supported demographic vulnerability–service review tracts

Census tract	Recognizable area	Service population	Environment	Valid travel records	90th-percentile travel	Difference from peer median	Principal demographic context
12.03 (32031001203)	West Reno — Summit Ridge and Sky Mountain area	RFD — EMS	Urban	297	10:28	+2:02	Housing-cost burden at the 98th percentile; large multifamily housing at the 94th percentile; single-parent households at the 79th percentile
22.19 (32031002219)	Southeast Reno — Curti Ranch and the Veterans Parkway–Geiger Grade area	RFD— EMS	Urban	129	11:12	+2:45	Children and unemployment at approximately the 75th percentile
32.06 (32031003206)	West Washoe Valley — Franktown and the Galena foothills	TMFPD— Code 3	Rural/WUI	182	16:55	+4:24	Adults age 65 or older at the 96th percentile
35.01 (32031003501)	Northern and eastern rural Washoe County— including Gerlach/Empire and the Pyramid Lake–Nixon corridor	TMFPD— Code 3	Rural/WUI	199	26:36	+14:04	Group quarters at the 88th percentile; mobile homes at the 80th percentile; adults age 65 or older at the 77th percentile

11.7.1 Priority 1 Tract Profiles

Census Tract 12.03 (32031001203)—West Reno: Summit Ridge and Sky Mountain

Tract 12.03 covers the Summit Ridge and Sky Mountain area of west Reno, generally south of Interstate 80 and west of the Keystone corridor. It is characterized by very high housing-cost burden, a high concentration of residents in large multifamily buildings, and an elevated concentration of single-parent households. These conditions may reduce household financial resilience, create additional caregiving constraints, and introduce building-access, vertical-response, and occupancy-identification considerations.

The RFD EMS population produced a confidence-supported finding based on 297 valid travel observations. Its 90th-percentile travel interval was 10 minutes 28 seconds, compared with 8 minutes 27 seconds for the median urban RFD EMS tract—a difference of 2 minutes 2 seconds. The RFD Fire/Other Code 3 population produced a separate validation-level finding based on 56 observations, with an 11-minute 2-second 90th-percentile interval and a 3-minute 3-second difference from its urban peer median. Incident-level review should examine response origin, first-due availability, building and complex access, address identification, controlled-entry delays, and the distribution of incidents among multifamily properties. The evidence establishes a focused review priority but does not attribute the difference to residents, housing type, or any single operational cause.

Census Tract 22.19 (32031002219)—Southeast Reno: Curti Ranch and the Veterans Parkway–Geiger Grade Area

Tract 22.19 covers portions of southeast Reno near Curti Ranch, Veterans Parkway, and the Geiger Grade corridor. The demographic screen identified elevated concentrations of children and households affected by unemployment. These conditions do not produce a high overall SVI ranking, but they identify households that may have greater caregiving responsibilities and fewer financial or transportation alternatives when an emergency occurs.

The RFD EMS population produced a confidence-supported finding based on 129 valid travel observations. Its 90th-percentile travel interval was 11 minutes 12 seconds, compared with 8 minutes 27 seconds for the median urban RFD EMS tract—a difference of 2 minutes 45 seconds. The RFD Fire/Other Code 3 population produced a validation-level finding based on 43 observations, with a 10-minute 2-second 90th-percentile interval and a 2-minute 4-second difference from its urban peer median. The results indicate a localized upper-tail emergency-response problem within Reno's urban service environment. Review should examine unit origin, first-due availability, cross-station response, roadway and address access, and time-of-day patterns. The finding supports focused operational review without establishing a single cause or capital remedy.

Census Tract 32.06 (32031003206)—West Washoe Valley: Franktown and the Galena Foothills

Tract 32.06 extends through the western side of Washoe Valley, including the Franktown corridor and portions of the Galena foothills west of Interstate 580 and U.S. 395. The tract has an exceptionally high concentration of adults age 65 or older—approximately the 96th percentile statewide. It does not have high overall social vulnerability, but the older-adult concentration is independently important because it may increase the prevalence of mobility limitations, chronic medical needs, dependence on caregivers or medical equipment, and difficulty evacuating without assistance.

Based on 182 valid TMFPD Code 3 travel observations, the tract's 90th-percentile travel interval was 16 minutes 55 seconds, compared with 12 minutes 32 seconds for the median TMFPD rural/WUI

tract. The resulting 4-minute 24-second difference is confidence-supported, and approximately 55 percent of retained observations exceeded the ten-minute rural/WUI benchmark. TMFPD should examine the incidents contributing to the longest travel intervals, the distribution of older-adult residences and care settings, unit origin, cross-station response, roadway access, and the availability of nearer appropriate resources. Operational review should be paired with current premise information, responder-access planning, evacuation-assistance considerations, and continuity planning for residents dependent on medical support.

Census Tract 35.01 (32031003501)—Northern and Eastern Rural Washoe County

Tract 35.01 covers much of northern and eastern rural Washoe County, including the Gerlach and Empire area and portions of the State Route 447 and Pyramid Lake–Nixon corridor. Because of its exceptional size, conditions vary substantially across the tract and no single community represents the entire area. The demographic screen identified elevated concentrations of group-quarter residents, mobile-home residents, and adults age 65 or older. Group-quarter settings may require coordinated notification, evacuation, and continuity planning; mobile-home communities may have limited household resilience; and older adults may have greater mobility, medical-support, or transportation needs.

The tract recorded 199 valid TMFPD Code 3 travel observations. Its 90th-percentile travel interval was 26 minutes 36 seconds, compared with 12 minutes 32 seconds for the median TMFPD rural/WUI tract—a confidence-supported difference of 14 minutes 4 seconds. The lower bound of the 95-percent confidence interval was 24 minutes 22 seconds, and approximately 77 percent of retained observations exceeded the ten-minute rural/WUI benchmark. This is the largest demographic vulnerability–service gap identified in the analysis. Service planning should examine individual population clusters and recurring incident locations rather than treating the tract as a single uniform service area. Appropriate responses may include validation of station and unit origin, closest-appropriate-unit and mutual-aid practices, access and addressing improvements, occupancy-specific emergency plans, and measures that improve early notification and community readiness. The classification does not independently establish that a new station is the appropriate or cost-effective remedy.

Table 11-5 below shows 22 validation-level service-population–tract findings across 18 tracts. Tracts 12.03 and 22.19 are classified as Priority 1 based on their confidence-supported RFD EMS findings; their separate RFD Fire/Other Code 3 results are included in this table because those results remain validation-level. The other 16 tracts constitute the Priority 2 demographic review set.

Table 11-5. Demographic vulnerability–service validation findings

Census tract	Recognizable area	Environment	Validation-level service evidence	Principal demographic context
2.01 (32031000201)	South-central Reno-South Wells Avenue and the Plumb Lane-Vassar Street area	Urban	RFD- EMS: n=299, 9:30 p90, +1:03 from peer median	High overall and socioeconomic vulnerability; uninsured residents, crowding, lack of a high-school diploma, minority-status concentration, children, poverty, unemployment, limited English, multifamily housing, housing-cost burden, and no-vehicle households

Census tract	Recognizable area	Environment	Validation-level service evidence	Principal demographic context
10.10 (32031001010)	Southern Truckee Meadows - Virginia Foothills and the Toll Road-Whites Creek area	Urban	RFD - EMS: n=209, 10:06 p90, +1:40. RFD - Fire/Other Code 3: n=75, 10:55 p90, +2:57. TMFPD - Code 3: n=105, 9:07 p90, +1:52.	Large multifamily housing, mobile homes, and older adults
10.13 (32031001013)	Southwest Truckee Meadows - - Thomas Creek and Galena foothills	Rural/WUI	RFD - EMS: n=39, 13:39 p90, +4:21	Adults age 65 or older at the 92nd percentile
11.01 (32031001101)	Old Southwest Reno - Idlewild and Riverview area	Urban	RFD- Fire/Other Code 3: n=48, 10:05 p90, +2:07	Adults age 65 or older at the 91st percentile
11.05 (32031001105)	Southwest Reno- Caughlin Ranch and the Mayberry–Plumb area	Urban	RFD- Fire/Other Code 3: n=50, 9:17 p90, +1:19	Older adults and group-quarter residents
12.01 (32031001201)	West Reno - Mayberry Drive and West Fourth Street corridor	Urban	RFD - EMS: n=392, 9:44 p90, +1:17. RFD - Fire/Other Code 3: n=75, 9:30 p90, +1:31.	Multifamily housing, crowding, mobile homes, group quarters, housing-cost burden, and no-vehicle households
12.03 (32031001203)	West Reno - Summit Ridge and Sky Mountain area	Urban	RFD - Fire/Other Code 3: n=56, 11:02 p90, +3:03	Housing-cost burden, large multifamily housing, and single-parent households; Priority 1 classification is based on the separate RFD EMS finding
17.03 (32031001703)	Northeast Reno-Oddie Boulevard and Silverada Boulevard corridor	Urban	SFD - Code 3: n=53, 8:56 p90, +1:59	Group quarters, mobile homes, uninsured residents, and no-vehicle households
21.06 (32031002106)	Southeast Reno- Donner Springs area	Urban	RFD-Fire/Other Code 3: n=35, 10:35 p90, +2:36	Mobile homes and older adults
22.16 (32031002216)	South Reno-South Meadows Parkway and Foothill Road area	Urban	RFD- EMS: n=278, 9:58 p90, +1:31	Large multifamily housing, disability, no-vehicle households, and housing-cost burden

Census tract	Recognizable area	Environment	Validation-level service evidence	Principal demographic context
22.19 (32031002219)	Southeast Reno-Curti Ranch and the Veterans Parkway–Geiger Grade area	Urban	RFD- Fire/Other Code 3: n=43, 10:02 p90, +2:04	Children and unemployment; Priority 1 classification is based on the separate RFD EMS finding
24.07 (32031002407)	Northwest Reno- Robb Drive and Las Brisas area	Urban	RFD- Fire/Other Code 3: n=48, 9:28 p90, +1:30	Disability and unemployment
26.11 (32031002611)	Lemmon Valley- Stead Boulevard and Lear Boulevard area	Urban	RFD- EMS: n=281, 9:50 p90, +1:23. RFD- Fire/Other Code 3: n=96, 9:08 p90, +1:10.	Group quarters, children, single-parent households, mobile homes, and poverty
26.20 (32031002620)	North Reno-Golden Valley and North Virginia Street corridor	Urban	RFD- Fire/Other Code 3: n=50, 9:12 p90, +1:14	Disability, single-parent households, poverty, mobile homes, older adults, and housing-cost burden
26.21 (32031002621)	Northwest North Valleys-Silver Lake and the Peavine foothills	Rural/WUI	RFD-EMS: n=147, 10:45 p90, +1:27	Mobile homes, crowding, group quarters, limited English, and children
26.22 (32031002622)	North Reno-Panther Valley and North Virginia Street corridor	Urban	RFD- Fire/Other Code 3: n=76, 9:50 p90, +1:52	Single-parent households, group quarters, crowding, multifamily housing, housing-cost burden, children, mobile homes, lack of a high-school diploma, and poverty
31.09 (32031003109)	East Sparks-D'Andrea and Vista area	Urban	SFD- Code 3: n=109, 8:06 p90, +1:09	Older adults and group-quarter residents
35.22 (32031003522)	North Sparks-Kiley Ranch and the Wingfield Springs edge	Urban	SFD- Code 3: n=134, 8:17 p90, +1:20	Single-parent households, multifamily housing, unemployment, and children

The validation findings are material planning signals but should not be characterized as confirmed deficiencies. The point estimates meet the tract-level materiality screen, while the uncertainty intervals do not fully clear the required confidence margin. The RFD Fire/Other Code 3 population contributes 11 validation-level findings. No tract in that population meets the confidence-supported Priority 1 threshold.

Several tracts contain findings in more than one service population. Tract 10.10 contains validation-level findings in RFD EMS, RFD Fire/Other Code 3, and TMFPD Code 3. Tracts 12.01 and 26.11 contain validation-level findings in both RFD populations. These repeated findings increase the importance of

targeted review but do not convert a validation-level tract into a confidence-supported finding unless the applicable uncertainty test is satisfied.

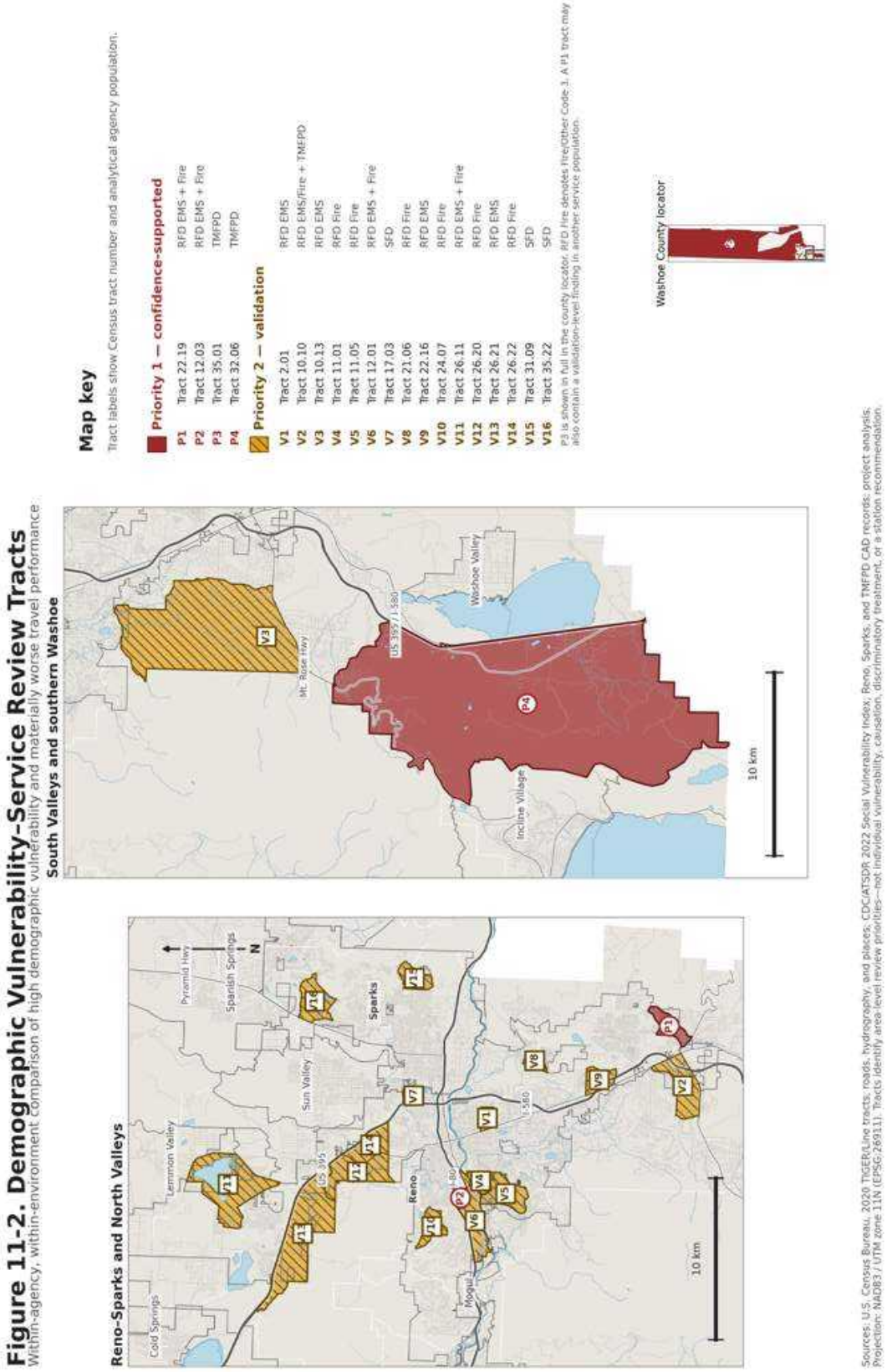
The SFD findings remain validation priorities because their uncertainty intervals do not support Priority 1 classification. Within the SFD urban comparison, mobile-home concentration produced the strongest localized adjusted relationship with 90th-percentile travel. The relationship was significant within that specific comparison family but did not survive the more conservative regionwide multiple-comparison correction. It should guide targeted validation rather than be characterized as a general Sparks-wide disparity.

Racial and ethnic minority concentration did not show a systematic adverse relationship with service performance after the like-for-like controls were applied. RFD Tract 2.01 in the South Wells–Plumb/Vassar area is the only retained finding in which elevated racial and ethnic minority-status concentration coincides with a material service disadvantage. Its result is validation-level and should not be generalized to other minority populations or interpreted as evidence that demographic identity caused the service condition.

The tract-level findings do not alter the regional conclusion in Section 11.6. After service population, service environment, population density, incident demand, tract clustering, weighting sensitivity, and multiple-comparison controls are applied, the evidence does not demonstrate a systematic adverse demographic gradient in 90th-percentile travel or benchmark failure. The appropriate finding is a focused set of tract-level review priorities rather than a regionwide demographic service disparity.

Figure 11-2 displays the four Priority 1 and 16 Priority 2-only tracts using official census tract boundaries and recognizable community references. The classifications do not establish that every resident experiences the tract-level condition, that demographic vulnerability caused slower service, or that an agency engaged in discriminatory treatment. Priority 1 tracts warrant focused operational and access review. Priority 2 tracts warrant continued monitoring, incident-level examination, and additional observations before a definitive service-sufficiency conclusion is reached. The convergence analysis in Section 11.8 identifies where these demographic findings also coincide with elevated geographic risk.

Figure 11-2. Demographic vulnerability-service review tracts



11.8 Convergence of Geographic and Demographic Vulnerability

The convergence analysis identifies where independently demonstrated geographic risk, demographic vulnerability, and material service disadvantage occur together. It does not fit an additional statistical model or use demographic characteristics to redefine the geographic findings. Instead, it reconciles the results of Sections 11.5 and 11.7 at both the tract and service-population levels.

A convergence finding requires the service disadvantage to be supported within the same analytical population. For example, a Reno EMS finding is not combined with an unrelated Sparks or TMFPD observation merely because both occur within the same tract. This control preserves the agency and service-environment comparisons used throughout the chapter.

The reconciliation produced no service-population mismatches. All 26 demographic vulnerability–service findings align with a material geographic service finding for the same tract and analytical population. Four are confidence-supported findings, and 22 remain validation-level findings.

Table 11-6. Geographic and demographic convergence summary

Classification	Unique tracts	Interpretation
Confidence-supported convergence	4	Priority 1 under both independent pathways; highest level of equity review
Validation-level convergence	16	Priority 2 under both pathways; material overlap requiring additional validation
Geographic Priority 1 only	5	Confidence-supported geographic risk–service concern without a qualifying demographic finding
Geographic Priority 2 only	3	Geographic risk–service validation priority without a qualifying demographic finding
Demographic only	0	No demographic vulnerability–service tract was located outside the geographic review set
Total geographic risk–service review tracts	28	Nine Priority 1 and 19 Priority 2 tracts

All 20 demographic review tracts are also geographic risk–service review tracts. The convergence is therefore concentrated rather than regionwide: four tracts have confidence-supported findings under both pathways, while 16 have material but less-certain findings under both pathways. Eight additional tracts present geographic risk–service concerns without a qualifying demographic vulnerability–service finding.

11.8.1 Confidence-Supported Convergence Areas

The four confidence-supported convergence tracts represent the strongest equity findings in the chapter. In each, elevated geographic risk, elevated demographic vulnerability, and a confidence-supported like-for-like service disadvantage are supported within the same analytical population.

Census Tract 12.03 (32031001203) - West Reno, including Summit Ridge and Sky Mountain. Winter-weather exposure coincides with housing-cost burden, large multifamily housing, and single-parent households. RFD EMS 90th-percentile travel was 10:28, approximately 2:02 above the urban Reno EMS peer median. RFD Fire/Other Code 3 also showed a validation-level difference of approximately 3:03. The convergence indicates a need to examine first-due availability, unit origin, hillside access,

winter route reliability, and the incidents contributing to the upper travel-time tail. Household and housing conditions also support targeted preparedness and emergency-communication measures.

Census Tract 22.19 (32031002219) - Southeast Reno, including Curti Ranch and the Veterans Parkway–Geiger Grade area. Majority-WUI conditions and winter-weather exposure coincide with elevated concentrations of children and unemployment. RFD EMS 90th-percentile travel was 11:12, approximately 2:45 above the urban peer median; RFD Fire/Other Code 3 also showed a validation-level difference of approximately 2:04. The combination has implications for EMS access, wildfire initial attack, evacuation support, family-oriented warning, and resource availability along Reno's southeastern development edge.

Census Tract 32.06 (32031003206) - West Washoe Valley, including Franktown and the Galena foothills. Majority-WUI conditions, wildfire exposure, winter weather, and a very high concentration of older adults occur together in this rural/WUI tract. TMFPD Code 3 90th-percentile travel was 16:55, approximately 4:24 above the applicable peer median. The convergence increases the importance of dependable medical access, evacuation assistance, winter route readiness, rapid wildfire response, mutual-aid availability, and sufficient resource depth when the first-due unit is unavailable or committed.

Census Tract 35.01 (32031003501) - Northern and eastern rural Washoe County, including Gerlach, Empire, and the Pyramid Lake–Nixon corridor. The tract combines exceptional travel distances, sparse development, limited roadway alternatives, majority-WUI conditions, wildfire, inland-flood, and winter-weather exposure with elevated concentrations of older adults, mobile homes, and group-quarter populations. TMFPD Code 3 90th-percentile travel was 26:36, approximately 14:04 above the rural/WUI peer median. Service planning should focus on the tract's developed communities and principal travel corridors rather than treating the entire tract as a uniform service area. Relevant measures include local response capacity, pre-positioning, mutual aid, alternate access, evacuation support, resilient warning systems, and continuity arrangements for populations requiring additional assistance.

These findings do not establish that demographic conditions caused slower service or that every resident experiences the tract-level condition. They establish that the potential consequences of a demonstrated service disadvantage are greater because the same areas contain geographic hazards and population or housing conditions that may complicate emergency response, evacuation, communication, or recovery.

11.8.2 Validation-Level Convergence Areas

Sixteen additional tracts contain both a geographic Priority 2 finding and a demographic Priority 2 finding. The estimated service disadvantages are material, but uncertainty intervals, sample size, or related evidence do not support the same level of confidence as the four areas above.

Table 11-7. Validation-level geographic and demographic convergence areas

Census tract and practical area reference	Supporting service population	Principal geographic conditions	Principal demographic context
2.01 (32031000201) - Central/south Reno, Wells Avenue and Plumb Lane	RFD - EMS	Earthquake and winter-weather risk	Economic vulnerability, uninsured residents, language and transportation barriers, crowding, and multifamily housing

Census tract and practical area reference	Supporting service population	Principal geographic conditions	Principal demographic context
10.10 (32031001010) - South Reno foothills, Whites Creek and River Oaks area	RFD - EMS; RFD - Fire/Other Code 3; TMFPD - Code 3	Majority WUI; earthquake and winter-weather risk	Multifamily housing, mobile homes, and older adults
10.13 (32031001013) - Southwest Reno foothills, Thomas Creek and Arrow Creek vicinity	RFD - EMS	Majority WUI; wildfire, earthquake, inland-flood, and winter-weather risk	Very high older-adult concentration
11.01 (32031001101) - West Reno, Riverview and western McCarran area	RFD - Fire/Other Code 3	Earthquake, inland-flood, and winter-weather risk	Very high older-adult concentration
11.05 (32031001105) - West Reno, Caughlin Ranch and River Run area	RFD - Fire/Other Code 3	Winter-weather risk	Older adults and group-quarter population
12.01 (32031001201) - West Reno, Mayberry Drive and West Fourth Street corridor	RFD - EMS; RFD - Fire/Other Code 3	Winter-weather risk	Multifamily housing, crowding, mobile homes, group quarters, housing-cost burden, and no-vehicle households
17.03 (32031001703) - North-central Reno, Oddie Boulevard and Silverada area	SFD - Code 3	Majority WUI; earthquake and winter-weather risk	Group quarters, mobile homes, uninsured residents, and no-vehicle households
21.06 (32031002106) - Southeast Reno, Mira Loma and Hidden Valley vicinity	RFD - Fire/Other Code 3	Majority WUI and winter-weather risk	Mobile homes and older adults
22.16 (32031002216) - South Reno, South Meadows and Gateway Drive	RFD - EMS	Earthquake risk	Multifamily housing, disability, no-vehicle households, and housing-cost burden
24.07 (32031002407) - Northwest Reno, Robb Drive and Las Brisas area	RFD - Fire/Other Code 3	Majority WUI and winter-weather risk	Disability and unemployment
26.11 (32031002611) - North Valleys, Lemmon Valley and Stead area	RFD - EMS; RFD - Fire/Other Code 3	Majority WUI; earthquake and winter-weather risk	Children, single-parent households, group quarters, mobile homes, and poverty

Census tract and practical area reference	Supporting service population	Principal geographic conditions	Principal demographic context
26.20 (32031002620) - North Valleys, Golden Valley and US 395 area	RFD - Fire/Other Code 3	Majority WUI and winter-weather risk	Disability, single-parent households, poverty, mobile homes, older adults, and housing-cost burden
26.21 (32031002621) - North Valleys, Silver Lake and Red Rock area	RFD - EMS	Majority WUI and wildfire risk	Mobile homes, crowding, group quarters, limited English, and children
26.22 (32031002622) - North Valleys, Panther Valley and North Virginia Street	RFD - Fire/Other Code 3	Majority WUI; earthquake and winter-weather risk	Single-parent households, group quarters, crowding, multifamily housing, housing-cost burden, children, mobile homes, and poverty
31.09 (32031003109) - East Sparks, D'Andrea area	SFD - Code 3	Majority WUI and winter-weather risk	Older adults and group-quarter population
35.22 (32031003522) - Northeast Sparks, Wingfield Springs area	SFD - Code 3	Majority WUI and winter-weather risk	Single-parent households, multifamily housing, unemployment, and children

The validation areas should not be characterized as confirmed demographic disparities. They identify locations where the estimated service difference and combined vulnerability are sufficiently material to justify continued monitoring and incident-level review. Relevant validation should examine unit origin, first-due availability, simultaneous demand, cross-station or cross-jurisdiction response, travel-route conditions, and the incidents producing the longest travel intervals.

Several patterns warrant attention. North Valleys findings extend across Lemmon Valley, Stead, Golden Valley, Silver Lake, Panther Valley, and the US 395 corridor. These areas combine WUI or other geographic risks with housing, transportation, household, age, or economic vulnerabilities. Sparks-supported findings occur in the Oddie–Silverada, D'Andrea, and Wingfield Springs areas. Their uncertainty does not eliminate the estimated disadvantage but limits the confidence with which it can be characterized. The South Reno and western Reno findings similarly indicate localized areas requiring operational validation rather than a citywide demographic disparity.

11.8.3 Geographic Risk–Service Findings Without Demographic Convergence

Eight tracts identified in Section 11.5 do not meet the demographic vulnerability–service screen. Five have confidence-supported geographic findings, and three remain geographic validation priorities.

Table 11-8. Geographic risk–service tracts without demographic convergence

Census tract and practical area reference	Geographic classification	Supporting service population	Principal geographic conditions
10.14 (32031001014) - Southwest Reno, Lakeridge and Ridgeview foothills	Priority 1	RFD - Fire/Other Code 3; RFD - EMS validation evidence	Majority WUI and winter-weather risk

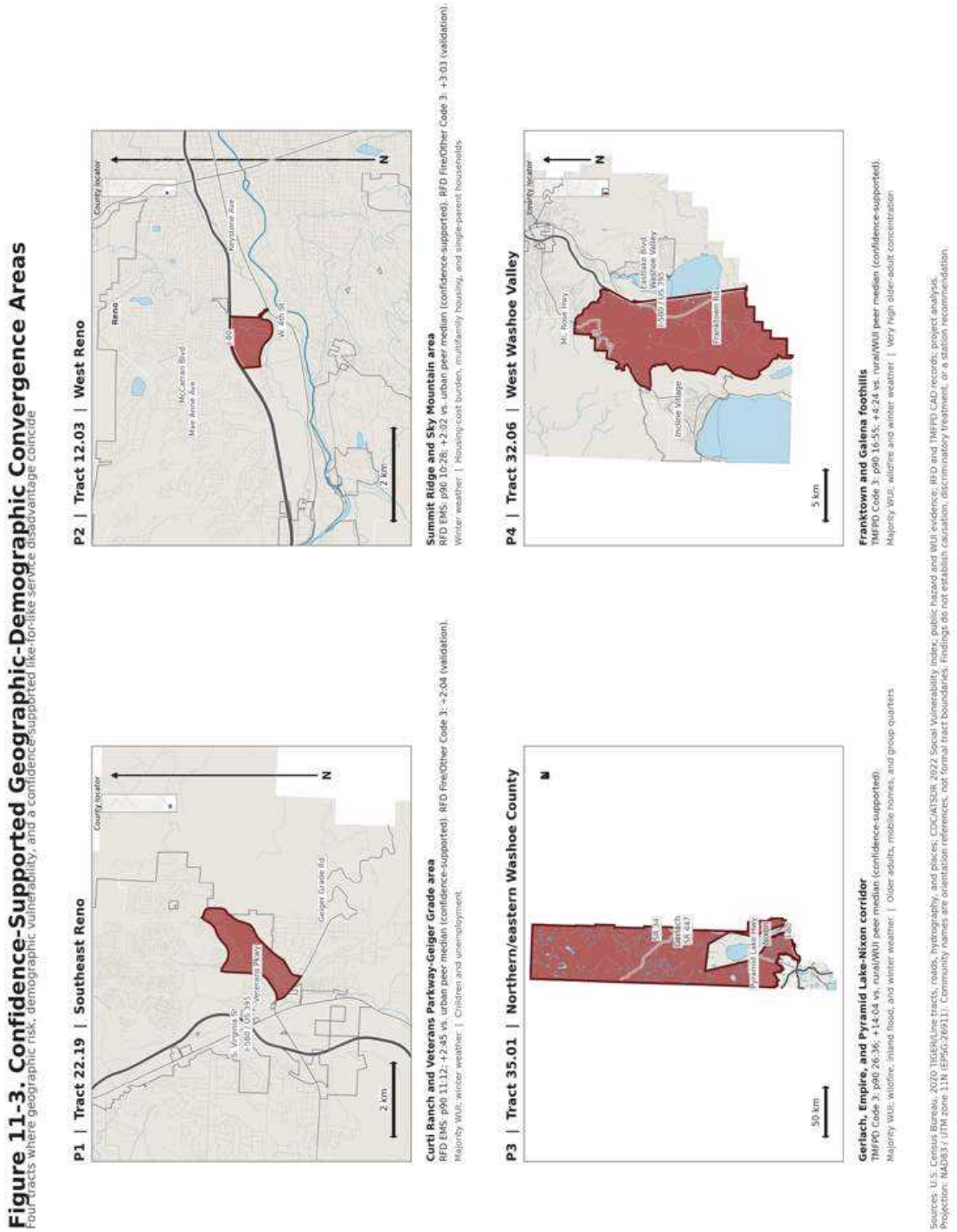
Census tract and practical area reference	Geographic classification	Supporting service population	Principal geographic conditions
11.03 (32031001103) - West Reno, Caughlin Ranch and western foothills	Priority 1	TMFPD - Code 3; RFD - Fire/Other Code 3 validation evidence	Majority WUI; earthquake, inland-flood, and winter-weather risk
26.18 (32031002618) - North Valleys, Lemmon Valley and Stead area	Priority 1	RFD - EMS; TMFPD - Code 3 validation evidence	Majority WUI; wildfire, earthquake, and winter-weather risk
26.23 (32031002623) - North Valleys, Golden Valley and Panther Valley	Priority 1	RFD - EMS; RFD - Fire/Other Code 3; TMFPD - Code 3	Majority WUI; wildfire, earthquake, and winter-weather risk
35.10 (32031003510) - Northeast Sparks fringe, First Tee Parkway and Pah Rah foothills	Priority 1	TMFPD - Code 3; SFD - Code 3 validation evidence	Majority WUI and winter-weather risk
22.07 (32031002207) - Southeast Reno, Veterans Parkway and State Route 341 corridor	Priority 2	RFD - Fire/Other Code 3	Majority WUI and winter-weather risk
22.17 (32031002217) - Southeast Reno, Veterans Parkway and Echo Valley area	Priority 2	RFD - Fire/Other Code 3	Majority WUI and winter-weather risk
24.09 (32031002409) - West Reno, Somersett and the US 40 corridor	Priority 2	RFD - EMS	Majority WUI and winter-weather risk

The absence of demographic convergence does not reduce the operational significance of these geographic findings. Tracts 10.14, 11.03, 26.18, 26.23, and 35.10 retain confidence-supported geographic risk–service concerns and warrant targeted operational review. They are not classified as the chapter's strongest demographic equity concerns because the adopted demographic screen did not identify a qualifying population-level vulnerability finding.

No tract was identified through the demographic pathway alone. This means the demographic analysis did not reveal an additional service-disadvantaged area outside the geographic review set. It does not establish that no individual vulnerability exists elsewhere or that every population outside the identified tracts experiences sufficient service. The analysis is tract-based and depends on the available incident sample, adopted thresholds, and area-level demographic evidence.

The convergence results provide the basis for the final equity classifications in Section 11.9. The four confidence-supported convergence tracts warrant the highest level of focused review. The 16 validation-level convergence tracts warrant continued monitoring and incident-level validation. The eight geographic-only tracts remain operational and resilience priorities, with the five confidence-supported geographic findings requiring particular attention.

Figure 11-3. Confidence-supported-demographic convergence areas



11.9 Equity Findings and Priority Review Areas

The analysis does not demonstrate a regionwide pattern in which greater demographic vulnerability is systematically associated with worse emergency-service performance. After controlling for service population, service environment, population density, and incident demand, no adverse demographic relationship remained significant under the regionwide multiple-comparison test. Most tracts with elevated geographic or demographic vulnerability also did not demonstrate a material like-for-like service disadvantage.

The analysis does identify localized conditions requiring management attention. Four Priority 1 areas contain the strongest convergence of elevated geographic risk, elevated demographic vulnerability, and a confidence-supported service disadvantage. Sixteen additional tracts are classified as Priority 2 convergence areas because they contain material geographic and demographic service findings that require further validation. Eight other tracts retain geographic risk–service concerns without meeting the demographic-convergence screen.

These classifications distinguish the strength and nature of the evidence; they do not prescribe a particular operational or capital response. Priority 1 areas warrant focused incident-level and operational review. Priority 2 areas warrant structured monitoring and additional validation. The eight geographic-only tracts remain operational and resilience priorities even though they are not classified as demographic equity concerns. None of the classifications establishes causation, discriminatory treatment, or an automatic need for a station, staffing, dispatch, or jurisdictional change.

11.9.1 Southeast Reno - Curti Ranch and Veterans Parkway–Geiger Grade Area

Census Tract 32031002219. This southeast Reno tract combines majority-WUI conditions and winter-weather exposure with elevated concentrations of children and unemployment. Its development pattern includes established residential areas and continued growth along the Veterans Parkway and Geiger Grade corridors. These conditions increase the importance of reliable emergency access, early wildfire intervention, evacuation coordination, and the ability to reach households that may have fewer financial resources for preparedness, temporary relocation, or recovery.

Within the RFD response data, EMS travel reached 11 minutes 12 seconds at the 90th percentile, approximately 2 minutes 45 seconds longer than the urban RFD peer median. That difference is confidence-supported. Fire and other Code 3 incidents also showed an estimated 2-minute 4-second disadvantage, although that result remains in the validation tier. The concurrence of both service streams indicates that the finding should not be treated solely as an EMS-demand issue. RFD should examine first-due availability, unit origin, cross-station response, concurrent demand, roadway access, and the incidents producing the upper travel-time tail. Service planning should also account for the tract's WUI interface and the communication and evacuation needs of families with children.

11.9.2 West Reno - Summit Ridge and Sky Mountain Area

Census Tract 32031001203. This west Reno tract combines winter-weather exposure with housing-cost burden, large multifamily housing, and single-parent households. The principal vulnerability is not a single hazard or population characteristic but the interaction of access conditions, concentrated residential occupancies, and households that may have limited flexibility during displacement or prolonged recovery. Multifamily properties can also create building-access, evacuation, accountability, and incident-resource requirements that are not fully represented by first-unit travel time alone.

RFD EMS travel reached 10 minutes 28 seconds at the 90th percentile, approximately 2 minutes 2 seconds longer than the urban RFD peer median, with the difference supported by the uncertainty analysis. Fire and other Code 3 incidents showed an additional validation-level difference of approximately 3 minutes 3 seconds. RFD should review the origins of responding units, first-due availability, simultaneous demand, access to multifamily properties, and the incidents responsible for the longest travel intervals. Prevention and preparedness efforts should include property-manager coordination, current building and access preplans, and practical emergency communication for multifamily and single-parent households.

11.9.3 Northern and Eastern Rural Washoe County - Gerlach, Empire, and Pyramid Lake–Nixon Corridor

Census Tract 32031003501. This exceptionally large rural tract contains communities and travel corridors spread across much of northern and eastern Washoe County. Majority-WUI conditions, wildfire exposure, inland-flood risk, winter weather, long travel distances, and limited route and resource redundancy create substantial geographic vulnerability. Elevated concentrations of older adults, mobile homes, and group-quarter residents may increase evacuation, mobility, medical-continuity, warning, and sheltering needs. Conditions vary considerably within the tract, and its Census boundary should not be interpreted as a single uniform community or service area.

TMFPD Code 3 travel reached 26 minutes 36 seconds at the 90th percentile, approximately 14 minutes 4 seconds longer than the median for other TMFPD rural/WUI tracts. This is the largest confidence-supported disadvantage identified in the convergence analysis. Distance is an unavoidable component of the result, but the magnitude of the difference after comparison with other rural/WUI tracts indicates a need for focused service delivery review. The appropriate response may require a combination of locally available initial-response capability, automatic and mutual-aid planning, unit-positioning and availability review, resilient communications, facility and group-quarter preplans, evacuation support, and contingency planning for disrupted roads or severe weather. No single station action should be selected without examining where incidents occur within the tract and which resources actually respond.

11.9.4 West Washoe Valley - Franktown and Galena Foothills

Census Tract 32031003206. This west Washoe Valley tract combines majority-WUI conditions, wildfire exposure, winter-weather risk, foothill development, and a very high concentration of older adults. The service delivery challenge includes extended access, variable road conditions, evacuation constraints, and limited nearby resource depth. Older residents may also be more likely to require mobility assistance, medication or medical-equipment continuity, and additional time to receive and act on evacuation instructions.

TMFPD Code 3 travel reached 16 minutes 55 seconds at the 90th percentile, approximately 4 minutes 24 seconds longer than the rural/WUI TMFPD peer median. The difference is confidence-supported and is sufficiently large to warrant incident-level review. TMFPD should examine first-due availability, unit origin, concurrent demand, mutual-aid opportunities, seasonal access conditions, and the location and characteristics of the incidents producing the longest travel intervals. Wildfire preplanning should specifically address evacuation assistance, communications with older residents, access to dispersed properties, and continuity of service when normal routes or nearby resources are unavailable.

11.9.5 Priority 2 Convergence Areas

The 16 Priority 2 convergence areas contain both elevated geographic risk and elevated demographic vulnerability together with an estimated material service disadvantage. The available observations, sample size, or uncertainty intervals do not support the same level of confidence as the four Priority 1 findings. These areas should therefore remain within a structured validation program rather than being characterized as confirmed service disparities.

The largest geographic concentration occurs in the North Valleys, including portions of Lemmon Valley, Stead, Golden Valley, Silver Lake, Red Rock, Panther Valley, and the North Virginia Street and US 395 corridors. These areas combine WUI or other geographic risks with varying concentrations of children, older adults, persons with disabilities, single-parent households, mobile homes, group-quarter populations, limited-English households, crowding, poverty, or housing-cost burden. The appropriate response is continued service monitoring accompanied by access, WUI, evacuation, warning, and development review through the responsible agencies' existing planning processes.

The Reno-area validation findings also include portions of the Wells Avenue–Plumb Lane area, the Whites Creek and River Oaks foothills, Thomas Creek and Arrow Creek, Riverview and western McCarran, Caughlin Ranch and River Run, Mayberry Drive and West Fourth Street, Mira Loma and Hidden Valley, South Meadows and Gateway Drive, and the Robb Drive and Las Brisas area. These findings involve different combinations of economic, housing, transportation, household, age, and disability conditions. They should not be treated as a single common service problem. Each area requires review of the particular incidents, responding units, access conditions, workload, and community needs that produced its classification.

The Sparks-supported validation areas include the Oddie Boulevard–Silverada area, D'Andrea, and Wingfield Springs. Their estimated service differences are material, but the uncertainty analysis does not support classification as confidence-supported findings. Continued review should account for the operating effects of Sparks Station 6, cross-station and cross-jurisdiction response, first-due availability, continuing development, and the incidents contributing to the longest travel intervals.

Validation should be incorporated into routine annual performance review using consistent incident definitions, examination of the longest individual responses, confirmation of unit origin and dispatch priority, and review of first-due availability, simultaneous demand, cross-station or interagency response, and route conditions. Findings should be updated annually and after material deployment changes, with AVL information incorporated into the review of turnout, unit location, and roadway-travel effects as those systems enter operation.

A Priority 2 area should be reclassified as Priority 1 only when the material service disadvantage is reproduced with sufficient observations and supported by the applicable uncertainty testing. If subsequent evidence does not reproduce the difference, the tract should be removed from the validation register or retained solely under the geographic, hazard, growth, or community-planning framework that remains applicable.

11.9.6 Geographic Risk–Service Areas Without Demographic Convergence

The geographic risk–service tracts identified in Section 11.5 that do not meet the demographic-convergence screen remain important operational findings. The absence of demonstrated demographic convergence does not mean that these areas receive adequate service or that their wildfire, WUI, flood, earthquake, winter-weather, or access conditions are unimportant. It means that the available evidence supports treatment as a geographic service-sufficiency or system-planning concern rather than a demographic equity priority.

Primary geographic findings warrant the same incident-level examination of unit origin, availability, access, concurrency, and station-network conditions. Secondary geographic findings should remain validation priorities. Improvements made in these areas may still provide significant life-safety, resilience, and regional-coverage benefits even when the justification is operational rather than equity-based.

11.9.7 Service Delivery Priorities

The findings support a tiered management response:

- Conduct focused operational reviews of the four Priority 1 convergence areas. Each review should identify the incidents producing the upper travel-time tail, responding unit and station, first-due availability, cross-station or interagency response, concurrent demand, and relevant access conditions.
- Develop tract-specific mitigation measures. Potential measures include deployment changes, closest-appropriate-unit and boundary-drop practices, automatic or mutual-aid adjustments, access and occupancy preplans, locally available rural response capability, evacuation assistance, and targeted prevention or preparedness outreach.
- Maintain the Priority 2 validation register. These areas should be monitored using consistent service definitions, minimum sample requirements, uncertainty testing, and agency-specific comparisons.
- Incorporate vulnerability into operational planning. Demographic conditions should inform communication, evacuation, prevention, medical-continuity, and recovery planning without being treated as evidence that demographic identity caused a service condition.
- Repeat the analysis periodically. The tract review should be updated after material station, deployment, dispatch, roadway, or growth changes, with AVL and unit-status information incorporated into routine performance monitoring as those systems enter operation.

These priorities should be carried forward through the near-term Regional Alignment framework and the implementation responsibilities and schedule established in Part 9. Operational coordination, common response practices, and targeted mitigation can proceed while the jurisdictions pursue the parallel, conditional pathway toward a legislated Regional Fire Authority. Staffing additions, capital projects, and dispatch investments should be evaluated against the finalized financial analyses in Chapters 27, 30, and 35 and implemented through the applicable funding and approval decisions.

The central equity finding is therefore localized rather than systemic. The available evidence does not show that demographically vulnerable communities throughout the region consistently receive worse service. It does show that four identifiable areas face a confidence-supported service disadvantage while also experiencing geographic and demographic conditions that may increase the consequences of delayed response. Those areas warrant the highest level of operational review, while the validation and geography-only tracts should remain within a structured regional monitoring and improvement program.

Chapter 12: Established Hazard Conditions and Fire/EMS Operational Implications

12.1 Purpose, Scope, and Questions Answered

This chapter establishes the hazard conditions that should govern fire and EMS preparedness across the Reno, Sparks, and Truckee Meadows Fire Protection District service systems. It combines the adopted hazard-priority record with tract-level natural-hazard screening, WUI conditions, the staffed-station-network, fixed-network access evidence, and the selected 2031 growth scenario. Chapter 11 provides the controlling analysis of demographic vulnerability, geographic service sufficiency, and the areas where those conditions converge.

The chapter provides the hazard foundation for later operational decisions. It determines which hazards warrant sustained attention, describes the parts of the Study area most affected by mapped natural hazards, explains the principal fire and EMS operating consequences, and identifies locations and service environments that should receive closer review. It does not independently determine staffing, apparatus, station siting, specialty-team readiness, capital need, or standards-of-cover compliance.

The region requires an all-hazards operating posture led by wildland fire and supported by systemwide continuity for earthquake, extreme weather, flood, energy interruption, transportation emergencies, hazardous materials, and other lower-frequency hazards. The most consequential planning condition is the possibility that hazard exposure, constrained access, vulnerable populations, growth, and lifeline disruption occur in the same operating environment. Chapter 17 identifies where geographic risk, demographic vulnerability, and demonstrated service disadvantage converge; this chapter explains how the applicable hazards affect preparedness and mitigation requirements.

12.2 Evidence Base and Analytical Controls

The 2025 Washoe County Regional Hazard Mitigation Plan (RHMP) is the controlling local hazard-priority source. Its Community Planning Risk Index weights probability at 30 percent, magnitude at 30 percent, onset at 10 percent, duration at 10 percent, and frequency at 20 percent. Published categories are High at 2.5 or greater, Medium from 2.0 through 2.4, and Low below 2.0. The local index governs local prioritization; the regional index is retained as a comparison and is not averaged with the local score.

FEMA National Risk Index census-tract attributes provide a consistent geographic screen for natural hazards. The retained hazard-specific attributes include expected annual loss and nationally comparative risk ratings. These measures help identify broad concentrations within the Study area, but a tract is not a parcel-level hazard boundary and an NRI value is not an event probability, travel-time penalty, response standard, or resource requirement.

Some published NRI risk ratings incorporate national social-vulnerability and community-resilience components. Chapter 12 treats those ratings as nationally comparative hazard-risk indicators and does not use them to classify demographic vulnerability or determine whether service is equitably distributed. Demographic vulnerability and its relationship to observed service performance are evaluated separately in Chapter 11 using the CDC/ATSDR 2022 Social Vulnerability Index, its component indicators, agency-specific service data, and like-for-like service-environment comparisons.

The current network shown on the hazard maps consists of 31 staffed stations: 15 Reno stations, six Sparks stations, and 10 TMFPD stations. Planned Station 35 and the planned replacement location

for Reno Station 1 may be shown on selected intersection maps as planning references. Station 35 is not counted as current until it is commissioned, and the planned Reno Station 1 location replaces rather than duplicates the existing station.

Chapter 12 does not apply a separate social-vulnerability threshold or recreate the demographic analysis. Where demographic conditions are relevant to warning, evacuation, medical continuity, transportation, sheltering, or recovery, the chapter relies on the independently established findings in Chapter 11. This preserves the distinction among hazard exposure, demographic vulnerability, modeled fixed-network access, observed service performance, and projected growth.

Table 12-1. Hazard evidence and analytical controls[1]

Evidence source	Use in this chapter	Controlling limitation
2025 Washoe County Regional Hazard Mitigation Plan	Local and regional hazard priorities, consequence descriptions, lifeline context, and wildfire-exposure evidence	Controlling local priority record; not a fire or EMS performance standard or capability assessment
FEMA National Risk Index tract attributes	Geographic screening of natural-hazard conditions, expected annual loss, and nationally comparative hazard-risk patterns	Census-tract planning screen; not a parcel-level hazard delineation, event forecast, local performance standard, or demographic-equity determination
CDC/ATSDR 2022 Social Vulnerability Index through Chapter 11	Context for warning, evacuation, medical continuity, transportation, preparedness, and recovery needs in independently identified priority areas	Describes tract-level population and housing characteristics; does not describe every resident or establish that demographic conditions caused a service difference
SILVIS WUI 2020 v4	Reproducible research reference for WUI conditions	Not the County regulatory WUI and not a forecast of the 2031 WUI boundary
Current staffed-station GIS	Location of the 31 stations credited as currently staffed	Shows fixed location only; does not establish unit status, staffing reliability, workload, travel performance, or effective response force
Chapter 16 fixed-network access analysis	Identification of areas requiring closer station-network, route, or access review	Modeled fixed-station screen; not observed response time, live unit availability, or proof of inadequate service
Selected 2031 baseline growth allocation	Location and relative magnitude of modeled additional annual incidents	Planning scenario; not an adopted land-use entitlement, parcel-level development forecast, or future hazard boundary

[1] Two table-adjacent RHMP statements conflict with the plan's tabulated values. For Wildland Fire, the Table 121 components and published calculation produce a score of 3.9/High, although adjacent narrative reports 2.1. For Flood, Table 86 reports a FEMA NRI value of 99.7/Very High, although adjacent narrative reports 96.4/Relatively Moderate. This chapter uses the tabulated values and retains the discrepancies in the supporting quality-assurance record.

Evidence source	Use in this chapter	Controlling limitation
RHMP public input	Qualitative concerns regarding evacuation, access, wildfire, and community preparedness	Directional public input; not statistically representative and not a route-capacity or service-performance analysis

Each source has a distinct role. Hazard priorities, expected loss, WUI conditions, demographic vulnerability, station geometry, observed service performance, fixed-network access, and projected growth are not interchangeable measures and are not combined into a composite score. Co-location identifies a location for closer review; it does not independently establish causation, inadequate service, a capability gap, or a resource requirement.

The adopted Regional Hazard Mitigation Plan controls local hazard prioritization. FEMA NRI and WUI sources provide geographic and comparative context but do not replace the adopted local priorities or establish departmental performance requirements. Chapter 11 controls the interpretation of demographic vulnerability and service-delivery equity.

12.3 Regional Hazard-Priority Profile

The 2025 Washoe County Regional Hazard Mitigation Plan identifies 13 hazards in its Washoe County-specific Calculated Priority Risk Index assessment: 10 rated High and three rated Medium. These ratings represent adopted planning priorities rather than real-time hazard conditions or fire-department capability assessments. Wildland Fire is the highest-ranked local hazard. Earthquake and Transportation Incident form the next tier, followed by Energy Emergency and Radiological Waste Transport. The remaining priorities are Extreme Weather, Flood, Criminal Acts and Terrorism, Hazardous Materials Incident, Avalanche and Landslide, Drought, Infectious Disease, and Volcano.

The priority table should be used as a sequence for inquiry rather than a resource-allocation formula. A lower-frequency hazard can still require specialized preparedness, and a high CPRI does not demonstrate that a current operational gap exists. Decisions must also consider actual incident history, simultaneous demand, critical tasking, staffing, apparatus, specialty capability, facilities, mutual aid, and affordability.

The table below shows that Wildland Fire ranks first locally. Earthquake and Transportation Incident share the next-highest local score. Ten of thirteen local profiles are High, supporting an all-hazards planning posture rather than equal resource allocation to every hazard.

Table 12-2. Local and regional hazard priority

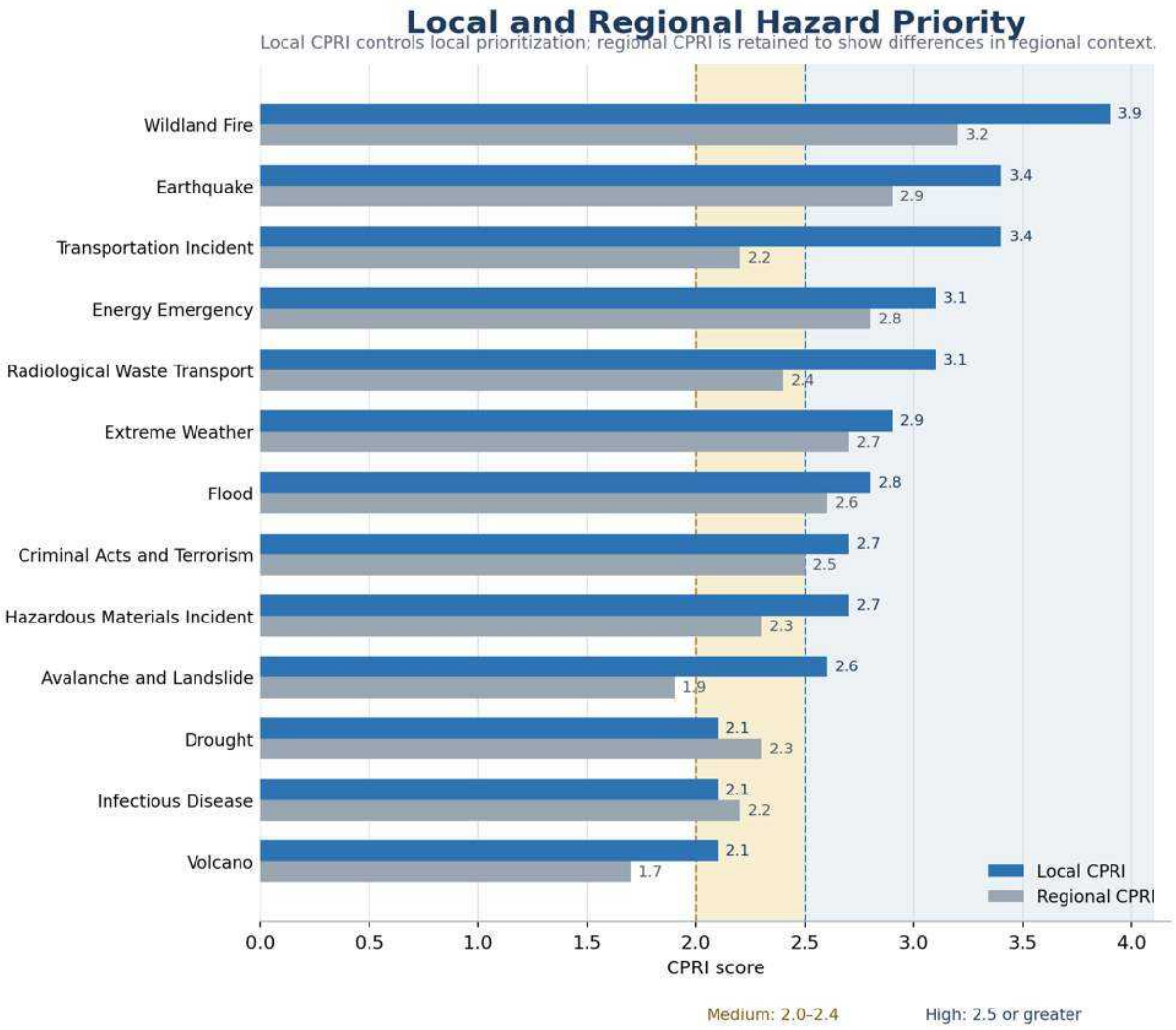
Hazard	Class	Local CPRI	Regional CPRI	Principal Fire/EMS planning relevance
Wildland Fire	Natural	3.9 / High	3.2 / High	WUI operations, evacuation, smoke-related EMS, water supply, mutual aid and extended operations
Earthquake	Natural	3.4 / High	2.9 / High	Dispersed incidents, collapse/fire, lifeline disruption and responder self-sufficiency
Transportation Incident	Technological	3.4 / High	2.2 / Medium	Mass-casualty triage, extrication, hazardous materials, route closure and unified command

Hazard	Class	Local CPRI	Regional CPRI	Principal Fire/EMS planning relevance
Energy Emergency	Technological	3.1 / High	2.8 / High	Facility, dispatch and communications continuity; generator, fuel, cooling and medical-device dependencies
Radiological Waste Transport	Technological	3.1 / High	2.4 / Medium	Isolation, detection, decontamination, PPE and specialist coordination
Extreme Weather	Natural	2.9 / High	2.7 / High	Winter access, wind, heat-related EMS, power loss, rehabilitation and simultaneous demand
Flood	Natural	2.8 / High	2.6 / High	Access isolation, evacuation, water rescue, contamination and extended operations
Criminal Acts and Terrorism	Human-caused	2.7 / High	2.5 / High	Mass-casualty response, scene security and unified command
Hazardous Materials Incident	Technological	2.7 / High	2.3 / Medium	Detection, PPE, control zones, decontamination and specialist coordination
Avalanche and Landslide	Natural	2.6 / High	1.9 / Low	Mountain-corridor access, isolation, technical rescue and responder safety
Drought	Natural	2.1 / Medium	2.3 / Medium	Fuel aridity, water-supply stress and amplification of wildfire conditions
Infectious Disease	Natural	2.1 / Medium	2.2 / Medium	EMS surge, PPE, infection control, medical coordination and workforce continuity
Volcano	Natural	2.1 / Medium	1.7 / Low	Ash, air quality, access, visibility, equipment protection and health impacts

Several local/regional differences are material. Transportation Incident, Radiological Waste Transport, and Hazardous Materials Incident are High locally but Medium regionally, reflecting locally important corridor and specialty-response concerns. Avalanche and Landslide is High locally but Low regionally, which is consistent with a localized mountain-corridor problem rather than uniform countywide exposure. Volcano is Medium locally and Low regionally. These differences remain separate so that broader averages do not obscure local operating conditions.

Figure 12-1 below shows that Wildland Fire is the leading local priority. Earthquake and Transportation Incident share the next-highest local score. The local and regional categories diverge most clearly for Avalanche and Landslide, Transportation Incident, Radiological Waste Transport, Hazardous Materials Incident, and Volcano. Those differences should remain visible rather than being averaged into a new index.

Figure 12-1. Local and regional hazard priority



12.4 Geographic Screening: What the Maps Show

Five natural hazards were mapped because the retained FEMA NRI tract record provides a reasonable, comparable geographic surface and because the resulting patterns add planning value: Wildland Fire, Earthquake, Inland Flood, Winter Weather, and Landslide. Each map uses the same metropolitan Study extent and overlays the 31 current staffed stations. The map colors show tract risk scores from 0 to 100; darker color indicates higher national comparative risk. The maps do not show drive-time polygons, current unit availability, or adopted agency response standards.

Not every hazard benefits from a tract choropleth. NRI Heat Wave ratings are uniformly Very Low in the retained Washoe tract data, while Drought is largely unrated and Strong Wind is low or very low. Mapping those layers would create an appearance of precision without useful local differentiation. Transportation, hazardous materials, radiological transport, energy emergency, criminal acts, infectious disease, and volcano also lack a retained, authoritative local risk surface suitable for a “highest-risk area” map. Those hazards are therefore discussed by documented corridor or service environment rather than assigned invented geography.

In Table 12-3 below, counts refer to census tracts in the mapped Reno–Sparks–Truckee Meadows Study extent. “Elevated” means FEMA NRI Relatively High or Very High. Compare hazards by the pattern and breadth of elevated tracts; do not add the counts or treat tract boundaries as parcel hazard boundaries.

Table 12-3. Geographic hazard screening summary

Mapped hazard	Elevated tracts	Very High tracts	Geographic interpretation
Wildland Fire	24	7	Peripheral and interface concentrations; central urban tracts are generally lower on the NRI screen
Earthquake	61	13	Broad high-risk pattern across the urban core and surrounding service environments
Inland Flood	13	1	More localized concentrations through parts of the central/eastern corridor and selected outer tracts
Winter Weather	114	3	Widespread regional condition affecting most of the mapped service area
Landslide	1	0	Highly localized elevated tract in the northern/eastern edge of the mapped extent

12.5 Wildland Fire and the Wildland–Urban Interface

12.5.1 Risk Significance and Affected Areas

Wildland Fire is the adopted number one local priority at 3.9/High. The NRI tract screen shows that the highest comparative risk is concentrated around the developing and rural edges of the metropolitan basin rather than uniformly across the urban core. Elevated tracts occur in the northern valleys around Cold Springs and Lemmon Valley/Stead; across the northern and eastern Spanish Springs interface; on western approaches near Verdi; south of Reno and Galena; and in large peripheral tracts beyond the continuously urbanized area. The pattern places wildfire planning at the boundary between municipal, suburban, rural, and open-land operating environments.

The map should not be read as a prediction that most of Washoe County will become a service-gap area. The dark peripheral tracts indicate high NRI wildfire risk today on a nationally comparative scale. They do not forecast incident timing, fire spread, future WUI expansion, or response failure. Central Reno and Sparks remain operationally exposed through smoke, evacuation movement, mutual-aid drawdown, communications and power effects, and displacement even where the tract wildfire score is lower.

12.5.2 Exposure and Development pressure

RHMP Table 118 reports 21,388 developed parcels and 21,470 residential units in Extreme or High-Risk Fire Zones. It identifies 1,656 residential units built since 2020, a reported 7.7 percent increase, and an associated plan population estimate of 3,726. The RHMP characterizes the resulting vulnerability increase as approximately seven percent, largely in the High-Risk zone. These measures

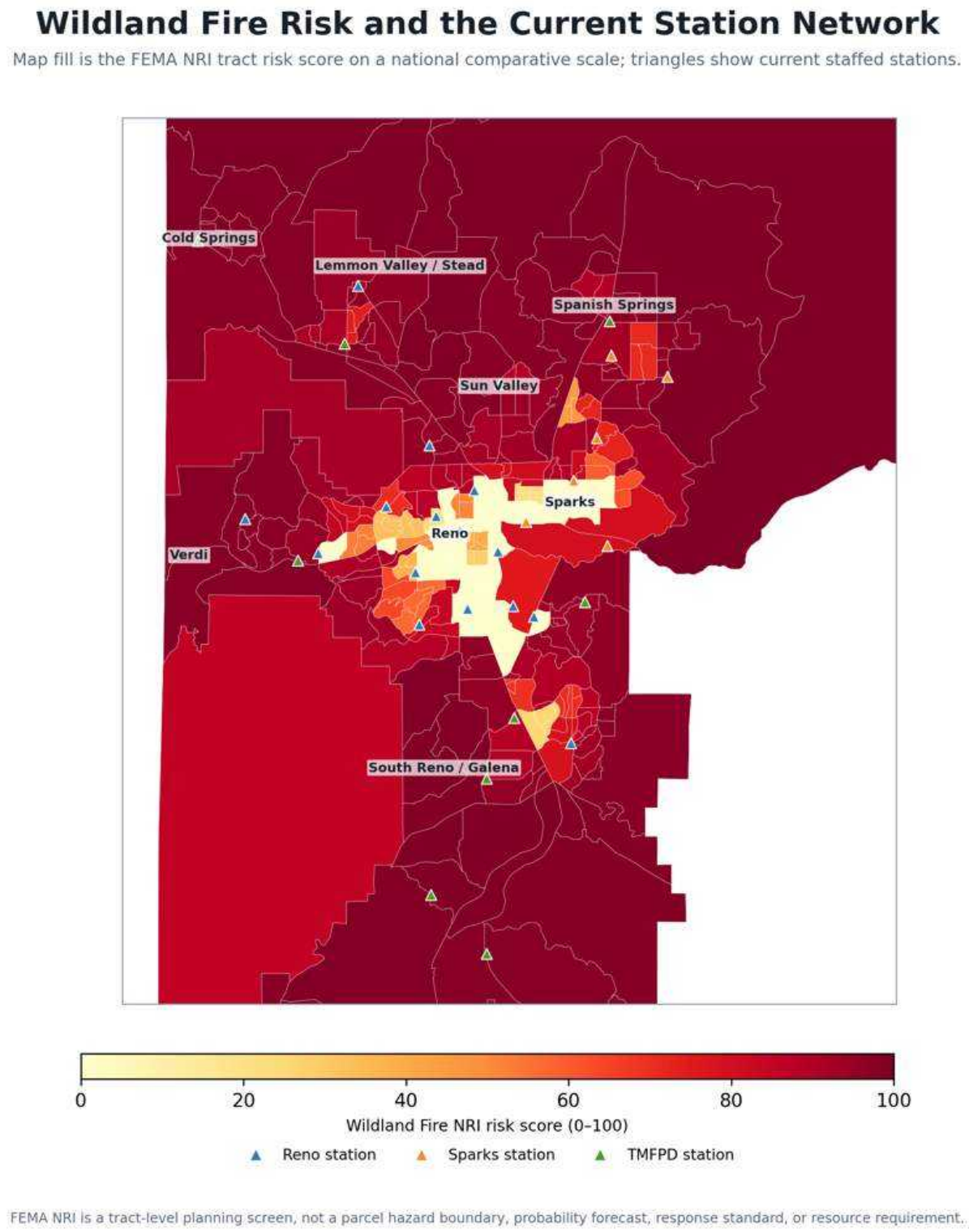
demonstrate material existing exposure and continued development pressure, but the aggregate counts cannot be allocated to individual agencies, stations, tracts, or projects without the underlying parcel geometry.

In the table below, each row reports a distinct measure. Parcel, housing, population, WUI, wildfire-risk and public-input measures have different geographies and denominators and must not be combined into a single score.

Table 12-4. Wildland-fire and WUI evidence

Wildfire / WUI evidence	Value	Interpretation and limitation
Local hazard priority	3.9 / High	Highest adopted local priority; not a capability grade
Developed parcels in Extreme/High-Risk zones	21,388	RHMP aggregate; includes city properties and is not station-allocated
Residential units on those properties	21,470	Current exposure measure; not a future-unit forecast
Residential units built since 2020	1,656	Evidence of recent development pressure; no retained parcel geometry
Plan-reported unit increase	7.7%	Rounded plan statistic; not a model coefficient
Associated population estimate	3,726	Planning estimate using countywide assumptions; not a small-area population count
SILVIS research WUI	2020 v4	Fixed research reference; not County regulatory WUI or a future boundary
Tract co-location screen	94 of 139 majority-WUI housing; 24 elevated NRI wildfire	Separate indicators; not a combined score or resource requirement
Named evacuation concerns	Red Rock, Silver Knolls, Cold Springs Valley	Qualitative RHMP input; not a route-capacity analysis

Figure 12-2. Wildfire Fire risk and the current station-network



Source: FEMA NRI tract attributes and participating-agency station GIS; project analysis, Sept. 2026.

12.5.3 Operational Implications

Wildland fire can create multiple concurrent missions: initial attack, structure protection, evacuation support, traffic and access coordination, medical response, smoke-related EMS, water-supply operations, public information, and prolonged incident support. The operational question is therefore broader than proximity to a station. It includes whether the closest unit is available and appropriately equipped, whether additional companies can arrive without leaving donor areas unprotected, whether water supply is reliable, and whether crews can sustain an extended operation under heat and smoke exposure.

Interface areas also present access and evacuation challenges. Limited route redundancy can place responding apparatus and outbound residents on the same transportation system. The public-input references to Red Rock, Silver Knolls, and Cold Springs Valley reinforce the need for area-specific evacuation coordination, but they do not quantify road capacity or prove an operational deficiency. A sound conclusion requires route analysis, traffic control assumptions, law-enforcement coordination, and the community evacuation plans applicable to each area.

Wildfire effects extend beyond the fire perimeter. Smoke can raise medical-support needs throughout the urban basin. Burned areas can increase subsequent flood, debris, erosion, slope, and water-quality problems. Preventive power shutoffs can reduce ignition risk while disrupting communications, cooling, medical devices, traffic controls, and station or water-system operations. These cascading pathways support continuity planning even in areas where direct wildfire exposure is lower.

12.5.4 Relationship to Equity, Access, and Growth Findings

Chapter 11 identifies three Priority 1 convergence areas with majority-WUI conditions: Southeast Reno around Curti Ranch and Veterans Parkway–Geiger Grade, northern and eastern rural Washoe County along the Gerlach, Empire, and Pyramid Lake–Nixon corridor, and West Washoe Valley around Franktown and the Galena foothills. The northern/eastern Washoe County and West Washoe Valley areas also meet the retained elevated wildfire-risk screen. These results establish that wildfire or WUI conditions coincide with a demonstrated service disadvantage and elevated demographic vulnerability in selected locations; they do not establish that wildfire exposure caused the service difference.

The service delivery implications differ by location. In Southeast Reno, the principal concerns include developing-edge access, initial attack, evacuation, concurrency, and the reliability of the urban station-network. In northern and eastern Washoe County, the dominant conditions are long travel distances, limited route and resource redundancy, wildfire exposure, severe weather, and dispersed communities. In West Washoe Valley, the combination of WUI development, wildfire exposure, foothill access, winter conditions, and a high concentration of older adults increases the importance of evacuation assistance, medical continuity, and reliable reinforcement.

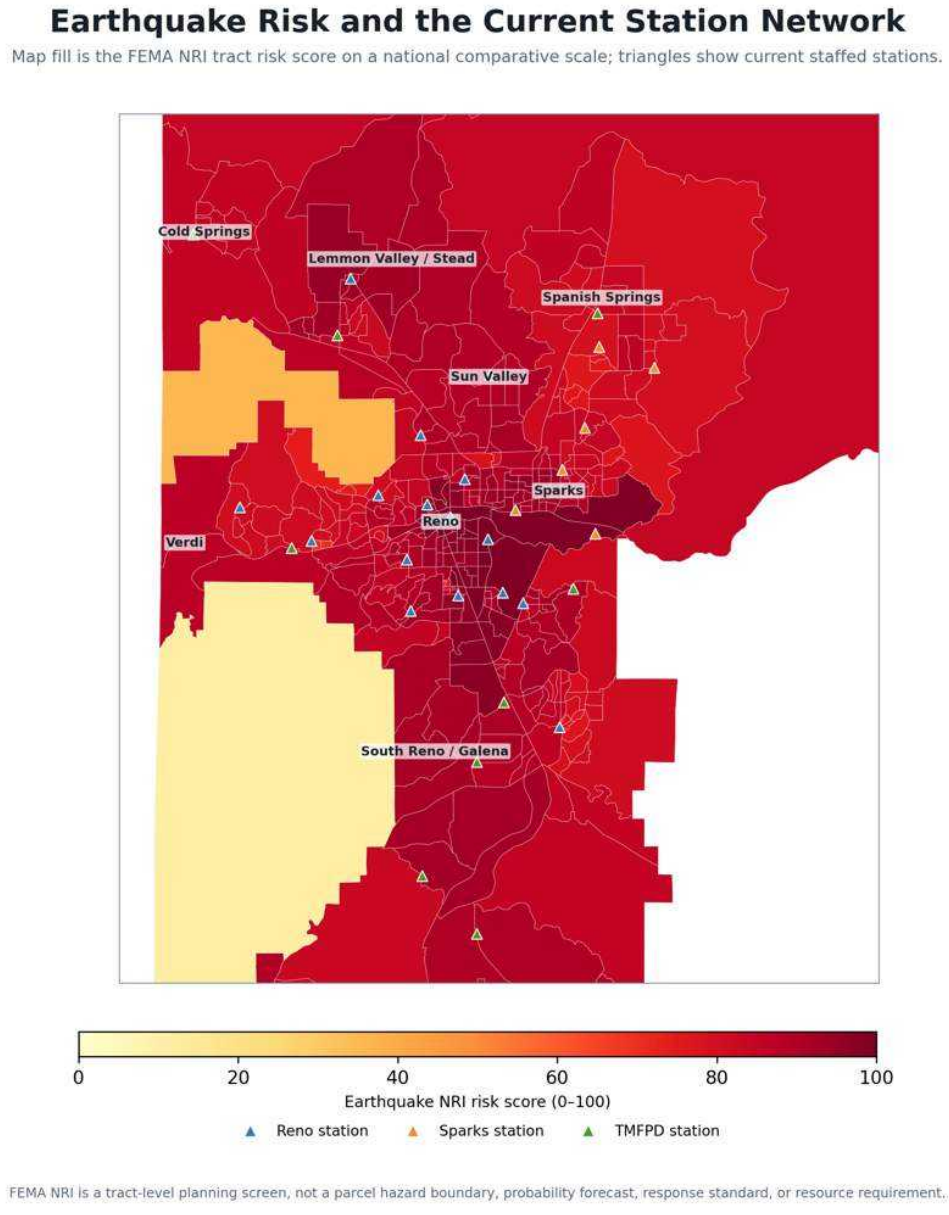
Other wildfire and WUI areas remain valid operational and prevention priorities even where Chapter 11 does not demonstrate demographic convergence. Hazard exposure alone can justify mitigation, preplanning, water-supply coordination, evacuation planning, and resource-readiness measures. The Priority 1 classification identifies where those measures should receive heightened attention because a confidence-supported service disadvantage is also present.

12.6 Earthquake and Systemwide Lifeline Disruption

12.6.1 Risk Significance and Affected Areas

Earthquake has a local CPRI of 3.4/High and is tied with Transportation Incident for the second-highest local priority. The NRI map shows a broad elevated-risk pattern across the urban core and much of the surrounding metropolitan service area. Thirteen mapped tracts are Very High and 61 are Relatively High or Very High. Unlike a localized corridor hazard, the earthquake planning problem is regional: multiple jurisdictions, facilities, transportation links, utilities, and responder households could be affected at the same time.

Figure 12-3. Earthquake NRI risk and the current staffed-station-network



Source: FEMA NRI tract attributes and participating-agency station GIS; project analysis, Sept. 2026.

12.6.2 Operational and Continuity Implications

The defining fire/EMS challenge is simultaneous, dispersed demand combined with impaired systems. Expected missions may include structure fire, collapse, medical response, extrication, hazardous-material release, utility isolation, evacuation, and welfare support. At the same time, road damage, debris, water-system failures, power loss, communications interruption, hospital access constraints, and damaged stations can reduce the ability to respond. Normal closest-unit assumptions may therefore be unreliable during the event period.

Station proximity is only one part of earthquake readiness. Each agency should be able to determine whether facilities remain occupiable, whether apparatus can exit, whether communications and dispatch can continue, whether fuel and emergency power are available, and how crews will be accounted for and sustained. The regional system also needs a common process for damage intelligence, priority setting, resource ordering, mutual-aid coordination, and protecting essential coverage when requests exceed immediately available resources.

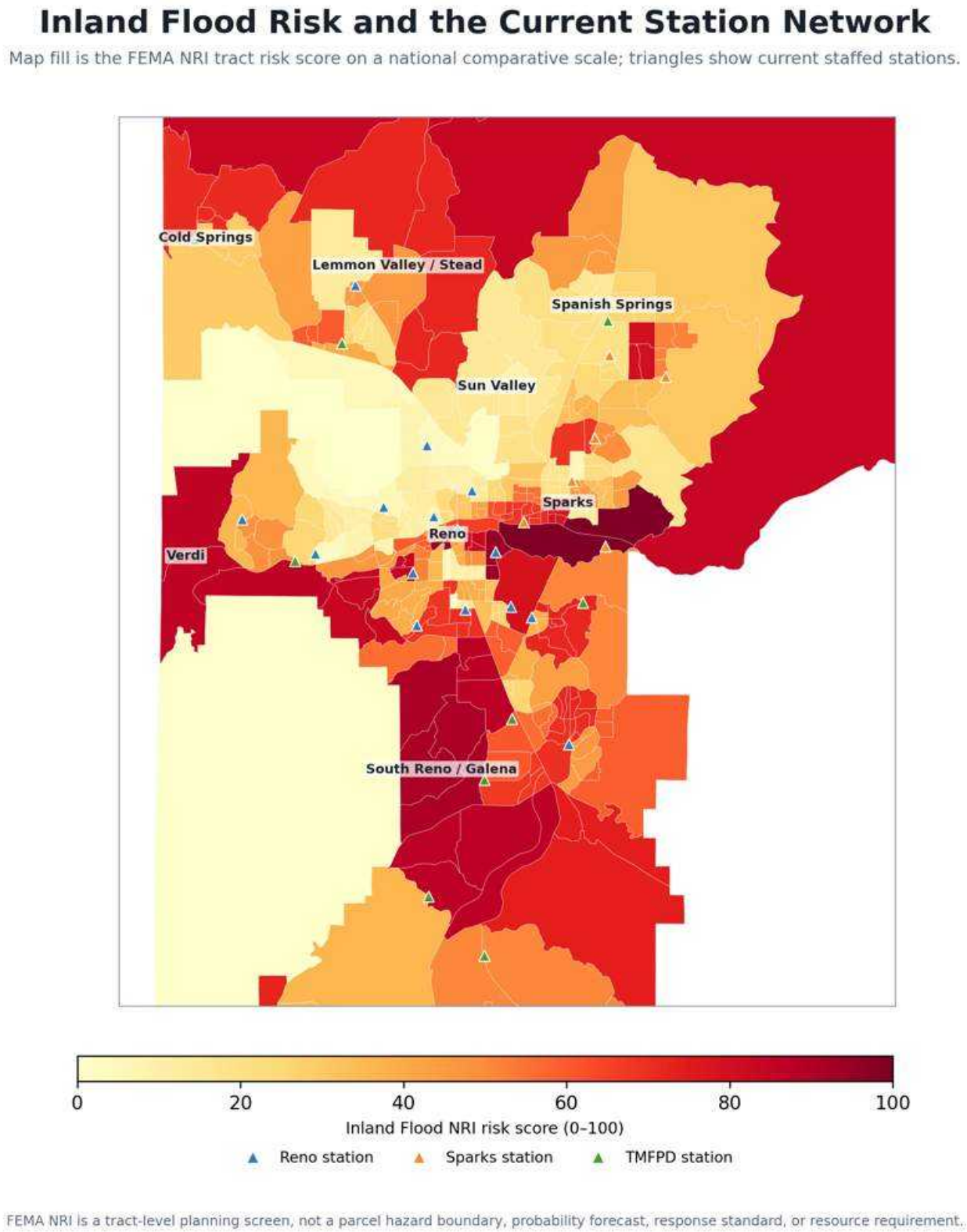
Earthquake exposure extends across urban, suburban, and peripheral portions of the region and intersects with populations that may require mobility assistance, accessible communication, transportation support, medical continuity, or additional recovery assistance. Chapter 11 does not demonstrate a regionwide demographic service disparity, and demographic concentration should not be treated as evidence that earthquake response is inadequate. The operational implication is that continuity, warning, evacuation, sheltering, and recovery planning must be accessible across the region while service-specific concerns are addressed through the priority classifications established in Chapter 11.

12.7 Flood and Post-Fire Flood Effects

12.7.1 Risk Significance and Affected Areas

Flood scores 2.8/High locally. The NRI tract geography is more differentiated than the earthquake or winter-weather patterns: 13 mapped tracts are Relatively High or Very High, including one Very High tract. The highest scores appear through parts of the central and eastern Reno–Sparks corridor and in selected southern and outer tracts. The tract pattern is a planning screen, not a floodplain. Facility or route decisions require site-level flood, drainage, and access evidence.

Figure 12-4. Inland Flood NRI risk and the current staffed-station-network



Source: FEMA NRI tract attributes and participating-agency station GIS; project analysis, Sept. 2026.

12.7.2 Operational Implications

Flood incidents can produce evacuation, water rescue, medical response, vehicle entrapment, electrical and gas hazards, contamination, and extended welfare needs. A relatively small inundated or debris-affected area can have a wider service effect when it closes a bridge, arterial, underpass, or station access route. The operational review should therefore consider both the exposed location and the network consequences of lost crossings or divided service areas.

Flood response may also require sustained operations under contaminated-water and cold-weather conditions. Apparatus access, personal protective equipment, rescue capability, decontamination, communications, and relief staffing should be evaluated against realistic local scenarios. The NRI rating alone does not determine whether a water-rescue team, high-clearance apparatus, station relocation, or additional staffing is required.

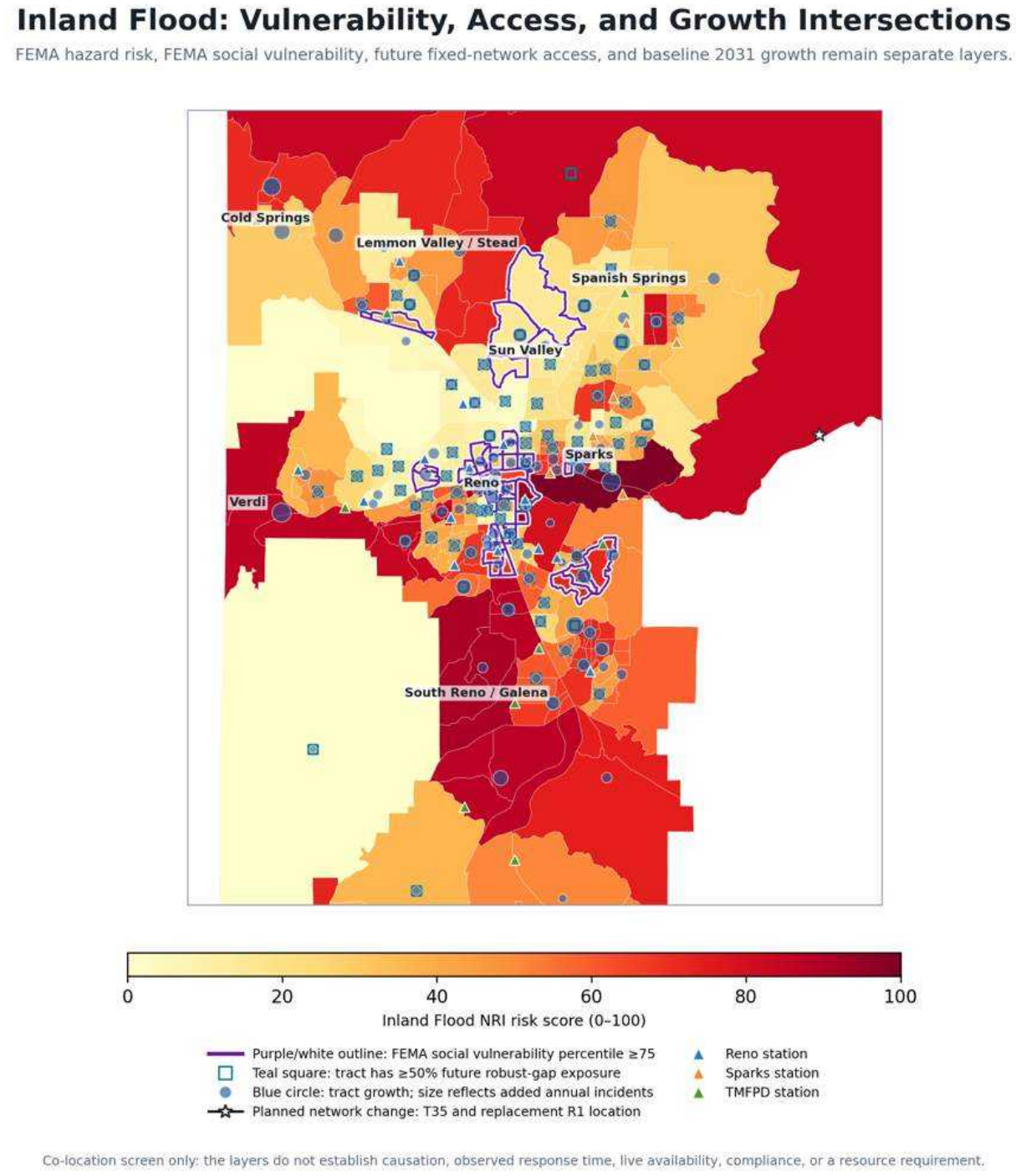
Wildfire can intensify later flood and slope effects through loss of vegetation, increased runoff, debris, erosion, and water-quality impacts. For that reason, flood planning should incorporate post-fire coordination among fire agencies, emergency management, public works, water utilities, land managers, and law enforcement. The relevant geography can change after a fire, so recurring pre-season and post-fire review is more supported by the evidence than a static compound-risk score.

12.7.3 Relationship with Vulnerability, Access, and Growth

Chapter 11 identifies northern and eastern rural Washoe County, including the Gerlach, Empire, and Pyramid Lake–Nixon corridor, as a Priority 1 convergence area. Inland-flood exposure is one of several geographic conditions affecting this exceptionally large tract. The finding increases the priority of route, access, evacuation, communications, and continuity review, particularly where flooding could isolate a community or further extend an already long response.

The Priority 1 designation does not establish that flooding caused the observed service disadvantage or that a station project would resolve it. Chapter 16 evaluates fixed-network and station-access conditions, Chapter 18 evaluates facility and capital implications, and Chapter 20 addresses warning, evacuation, preparedness, and community risk reduction. Site- and corridor-level flood information remains necessary before recommending a specific physical intervention.

Figure 12-5. Inland Flood intersections with social vulnerability, modeled future fixed-network access, and selected 2031 baseline growth



Source: FEMA NRI, Chapter 9 access model, selected growth allocation, and station GIS; project analysis, Sept. 2026.

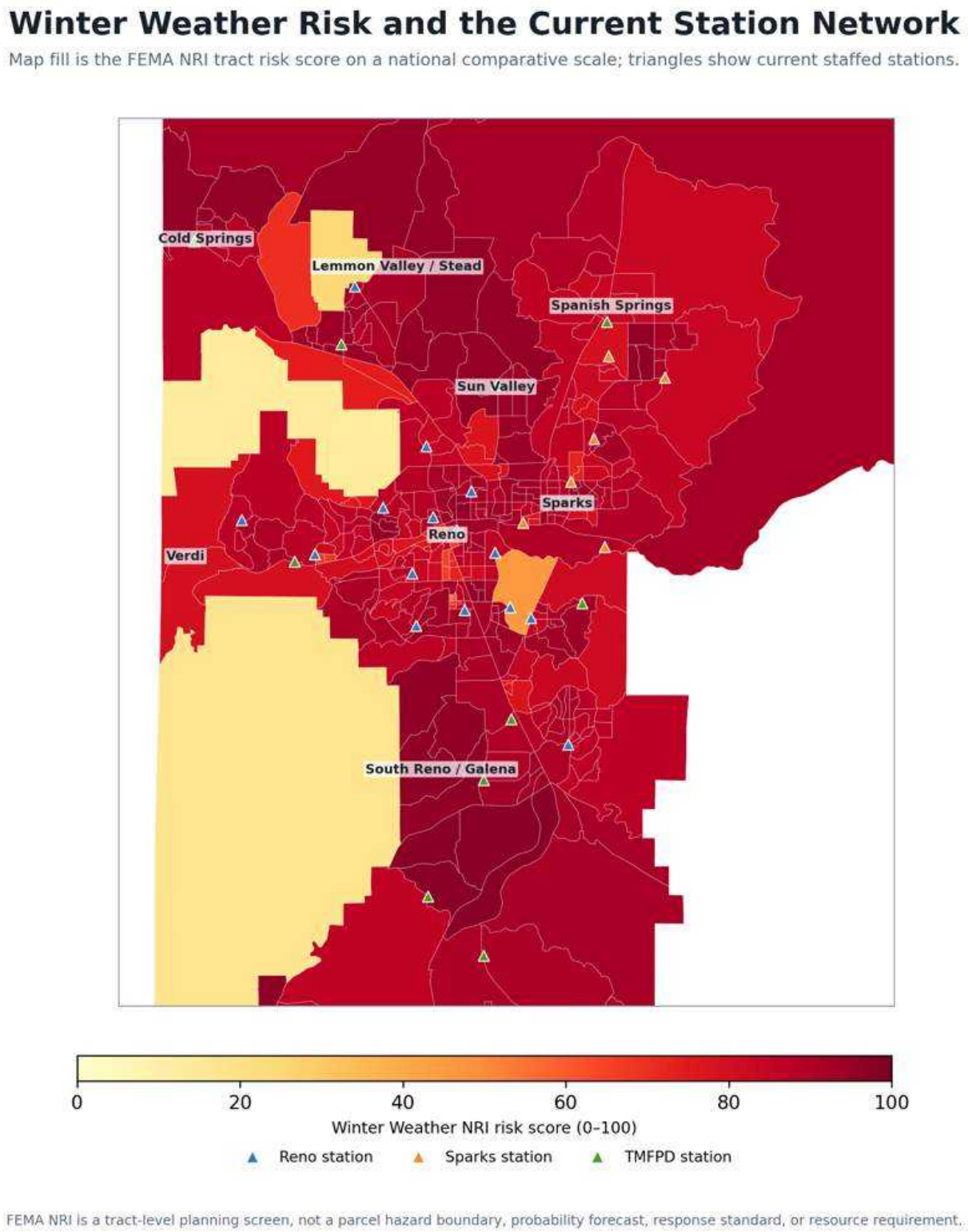
The strongest planning value of the intersection map is triage. It directs detailed route, facility, warning, and continuity review to places where several concerns are present. It does not mean the layers are statistically related, that future growth will occur inside a floodplain, or that a planned station change will resolve flood access. Chapter 14 must test network performance and route sensitivity, while Chapter 16 must evaluate facility-specific exposure and resilience.

12.8 Extreme Weather, Winter Access, Heat, Drought, and Energy Emergency

12.8.1 Widespread Winter-Weather Risk

Extreme Weather scores 2.9/High locally, and the NRI Winter Weather screen is widespread: 114 mapped tracts are Relatively High or Very High. The pattern extends across the urban core, northern valleys, Spanish Springs, western and southern approaches, and much of the surrounding service area. The broad distribution means winter weather should be treated as a regional access and continuity condition, not a single-neighborhood hazard.

Figure 12-6. Winter Weather NRI risk and the current staffed-station-network



Source: FEMA NRI tract attributes and participating-agency station GIS; project analysis, Sept. 2026.

12.8.2 Operating Effects

Snow, ice, wind, cold, and visibility constraints can increase travel time, reduce road capacity, delay employee reporting, obstruct apparatus movement, interrupt utilities, and create simultaneous calls for crashes, falls, exposure, carbon monoxide, and medical deterioration. The system must plan for both greater demand and lower mobility. Normal travel-time models should not be assumed to represent severe-weather conditions unless weather-specific data are explicitly used.

Extreme heat presents a different pathway: medical demand, dehydration, outdoor-worker exposure, cooling-system dependence, and responder rehabilitation. The retained NRI Heat Wave field is uniformly Very Low in the Washoe tract record and does not provide useful within-county differentiation. That data limitation does not make heat operationally irrelevant; it means this chapter avoids a misleading local heat-risk map and carries heat forward as a systemwide seasonal planning issue.

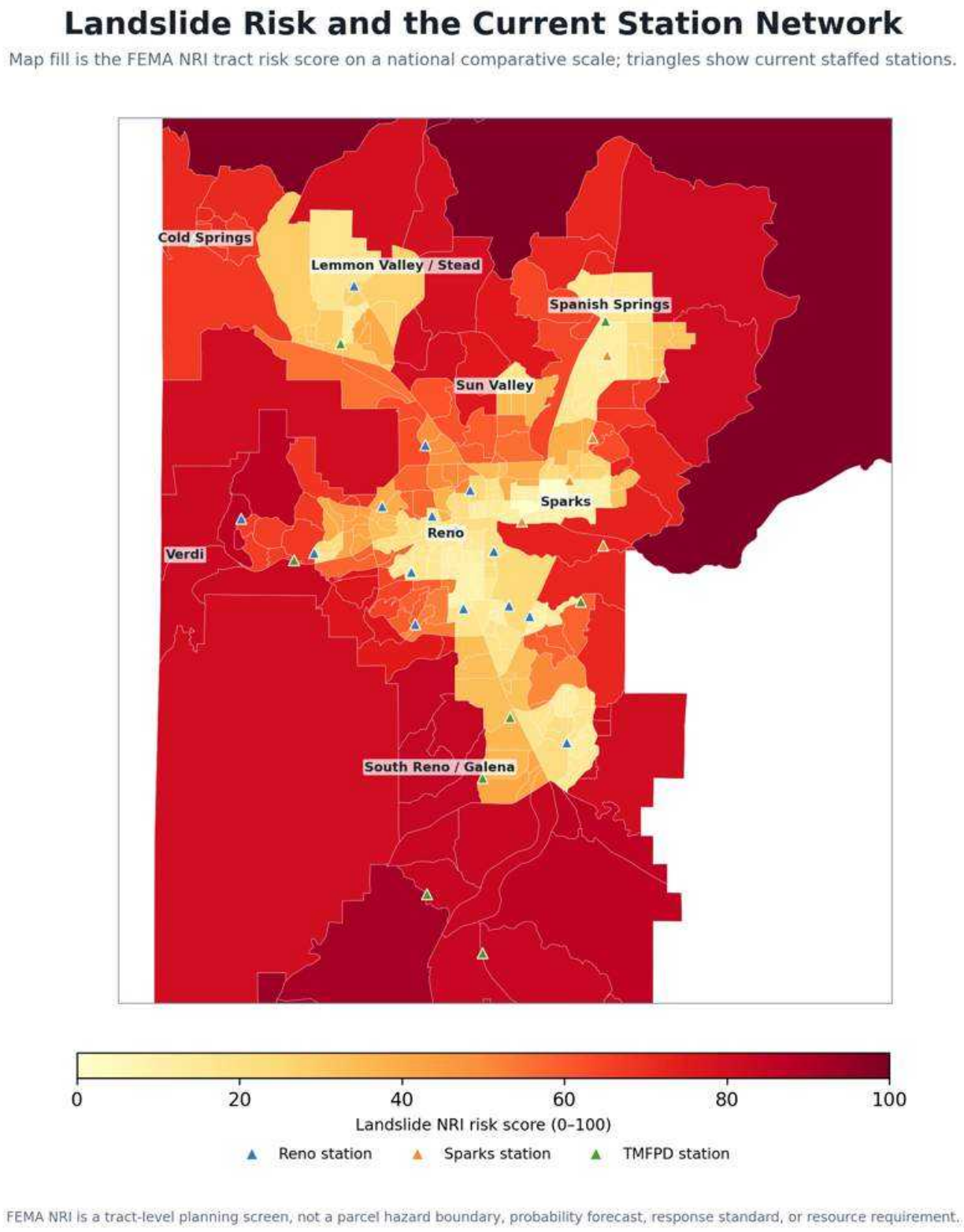
Drought scores 2.1/Medium and is best understood as a long-duration amplifier. It can increase fuel aridity, extend fire season conditions, and stress water supplies. The retained tract data are largely unrated for drought, so the chapter does not fabricate local hot spots. Drought should instead inform seasonal wildfire outlooks, water-supply coordination, vegetation management, and long-range community risk reduction.

Energy Emergency scores 3.1/High. Grid outages, preventive public-safety shutoffs, fuel disruption, and telecommunications failures can affect stations, dispatch, traffic controls, water systems, elevators, cooling, home medical equipment, and healthcare access. Demographic conditions identified in Chapter 11 are relevant because the ability to absorb an outage varies with mobility, income, housing, health, language, transportation access, and dependence on powered medical equipment. These conditions support accessible warning, continuity planning, generator and fuel testing, medically vulnerable population coordination, and clear public information. They do not create a tract-level outage forecast or independently establish a service deficiency.

12.9 Mountain-Corridor Hazards: Landslide and Avalanche

Avalanche and Landslide has a local CPRI of 2.6/High but a regional CPRI of 1.9/Low. The difference reinforces the need to preserve local geography. The NRI landslide screen identifies only one elevated tract in the mapped area, at the northern/eastern edge, although several peripheral tracts have higher scores than the urban basin. Avalanche data are applicable to a smaller set of mountain tracts and do not support a uniform metropolitan risk statement.

Figure 12-7. Landslide NRI risk and the current staffed-station-network



Source: FEMA NRI tract attributes and participating-agency station GIS; project analysis, Sept. 2026.

The principal operational problem is route isolation. Slope failure, rockfall, snow, or avalanche can block a corridor, delay outside resources, strand travelers, and expose responders to unstable terrain and weather. Technical rescue, communications, medical support, traffic control, towing/heavy equipment, and public-works coordination may be needed even when the affected population is small. Visitor and transient populations may not be reflected fully in residential demographic measures.

Planning should be corridor-specific: identify alternate access, closure and notification protocols, staging locations, rescue capability, weather and slope intelligence, and the mutual-aid path when normal travel is interrupted. The map does not justify permanent resource placement by itself. Chapter 11 should determine specialty capability, Chapter 14 should test route and station-network sensitivity, and Chapter 16 should address facility and communications resilience.

12.10 Transportation, Hazardous Materials, Radiological Transport, and Human-Caused Hazards

12.10.1 Transportation Incidents

Transportation Incident scores 3.4/High locally and 2.2/Medium regionally. The local priority reflects the operational significance of interstate and arterial travel, freight and passenger rail, aviation, and the connections among the Reno–Sparks urban core, industrial areas, mountain approaches, and outlying communities. A serious incident can combine mass-casualty triage, vehicle or machinery extrication, fire, hazardous-material release, route closure, and prolonged unified command.

Transportation risk is evaluated by corridor and incident scenario, accounting for road, rail, aviation, traffic volume, commodity flow, crash history, and consequence. Roadway proximity alone does not establish the level or nature of risk. Operational planning should use actual incident history, dispatch assignments, extrication and mass-casualty capability, partner roles, and route alternatives.

12.10.2 Hazardous Materials and Radiological Transport

Radiological Waste Transport scores 3.1/High locally, while Hazardous Materials Incident scores 2.7/High. The essential fire/EMS functions may include recognition, isolation, protective actions, detection, personal protective equipment, decontamination, medical monitoring, evidence preservation, specialist consultation, and coordination with law enforcement, transportation, environmental, and health agencies. The hazard priority establishes the need to test those functions; it does not establish that a participating agency lacks them.

Because hazardous commodities move through a network and fixed facilities may change over time, public mapping must also avoid creating false completeness or unnecessary tactical detail. Chapter 13 establishes the specialty-capability baseline, including team qualifications, equipment, deployment arrangements, and partner capabilities. Chapter 14 explains critical tasking and effective response force for structure-fire incidents; hazardous-materials and radiological incidents require mission-specific task assignments, qualified personnel, equipment, and partner resources appropriate to the scenario.

12.10.3 Criminal Acts and Terrorism

Criminal Acts and Terrorism scores 2.7/High. The public-report scope is strategic: scene security, mass-casualty coordination, rescue task-force integration where authorized, communications, unified command, medical surge, and continuity. Risk is event- and venue-dependent, and the

retained evidence does not support a neighborhood-level risk surface. The report therefore avoids tactical detail and does not grade agency readiness in this chapter.

12.11 Infectious Disease and Volcano

Infectious Disease scores 2.1/Medium. It can increase EMS demand while reducing workforce availability and increasing infection-control requirements. The operational planning questions include surveillance, PPE supply and fit, decontamination, medical direction, alternative treatment or transport pathways, employee health, staffing continuity, communications, and mutual support. The CPRI is not an epidemiological projection, and this chapter does not estimate case counts or ambulance demand.

Volcano also scores 2.1/Medium locally and 1.7/Low regionally. The relevant effects are principally ash and associated air quality, visibility, equipment protection, road access, respiratory health, water-system effects, and continuity. The low-frequency nature of the hazard supports scalable, partner-based planning rather than a dedicated local deployment model. No local highest-risk map is included because the retained data do not support a decision-useful metropolitan risk surface.

12.12 Cross-Hazard Vulnerability, Coverage, and Growth Synthesis

Hazard exposure, service performance, demographic vulnerability, fixed-network access, and projected growth answer different planning questions. This chapter does not combine them into a single risk or priority score. Instead, it identifies where hazard conditions may increase emergency demand, complicate response, or magnify the consequences of delayed or disrupted service. Operational and capital conclusions require the separate performance, workload, resource-depth, effective-response-force, station-network, facility, and feasibility analyses presented elsewhere in the report.

The service-sufficiency analysis identifies four areas where a confidence-supported service disadvantage coincides with both elevated geographic risk and elevated demographic vulnerability. All four include winter-weather exposure. Three contain majority-WUI conditions. Two—West Washoe Valley around Franktown and the Galena foothills and northern and eastern Washoe County around Gerlach, Empire, and the Pyramid Lake–Nixon corridor—also meet the elevated wildfire-risk screen. The northern and eastern Washoe County area includes inland-flood exposure.

The two other confidence-supported areas present different planning needs. Southeast Reno around Curti Ranch and the Veterans Parkway–Geiger Grade area combines majority-WUI conditions and winter-weather exposure with continued development along the urban edge. West Reno around Summit Ridge and Sky Mountain combines winter-weather exposure with hillside access and housing conditions that may affect preparedness and emergency communication. These differences demonstrate why the four areas should not receive a uniform intervention.

Sixteen additional areas contain material geographic and demographic service findings that require further validation. These areas are distributed across portions of Reno, Sparks, the North Valleys, and the southern and western foothills. They should remain within agency monitoring, incident review, hazard mitigation, and community risk assessment processes until additional observations determine whether the service differences persist.

Eight other tracts retain geographic risk–service concerns without meeting the demographic-convergence screen. Five have confidence-supported geographic findings, and three remain geographic validation priorities. Their lack of demographic convergence does not reduce the importance of wildfire, WUI, earthquake, flood, winter-weather, distance, or access conditions.

These areas remain appropriate for operational review, hazard mitigation, WUI planning, evacuation analysis, water-supply coordination, route assessment, and service monitoring.

The RHMP should continue to control local hazard priorities and mitigation strategy. Agency Community Risk Assessments and Standards of Cover should determine the appropriate service objectives, deployment measures, resource-depth requirements, and performance monitoring. WUI and wildfire programs should address initial attack, defensible space, structure hardening, evacuation, water supply, access, mutual aid, and protection of areas from which resources may be drawn. Emergency-management and continuity programs should address warning, transportation assistance, communications, medical continuity, sheltering, lifeline interruption, and recovery.

Fixed-network access and projected growth remain separate analytical layers. A fixed-station travel screen does not reproduce actual response performance, live unit availability, workload, apparatus capability, or effective-response-force assembly. Growth may add incidents, traffic, structures, and evacuation demand without changing the underlying hazard boundary. Neither condition independently establishes a need for a new station, additional company, different staffing level, or capital project.

The practical purpose of the synthesis is to identify where existing agency and County planning frameworks should examine conditions more closely. It does not replace those frameworks or prescribe a common response based on census-tract classification. The responsible agency must determine the nature of the problem, validate the operational mechanism, select measures capable of addressing it, and monitor whether those measures improve service or reduce community consequences.

12.13 Cascading Effects and Service-Environment Implications

Hazards should not be planned as isolated events. A wildfire may produce smoke-related medical demand, evacuation traffic, power shutoff, and later flood or slope effects. An earthquake may generate fires and rescues while interrupting water, power, roads, communications, and healthcare access. Winter weather may increase crashes and medical incidents while slowing apparatus and staff travel. Flooding may mobilize contaminants and remove key crossings. In each case, the response system can experience greater demand at the same time that its operating capacity is constrained.

Table 12-5. Hazard-to-operational-implication crosswalk

Hazard family	Potential operating effect	Operational planning and implementation considerations
Wildland fire / drought	Initial attack, WUI protection, evacuation, smoke-related EMS, water supply, drawdown, and prolonged operations	Incident history, water supply, resource depth, critical tasks, staffing, mutual aid, training, and evacuation plans
Earthquake	Simultaneous dispersed incidents plus road, water, power, communications, healthcare, and facility disruption	Facility/lifeline continuity, communications, personnel continuity, surge command, and regional resource evidence

Hazard family	Potential operating effect	Operational planning and implementation considerations
Transportation / HazMat / radiological	MCI, extrication, isolation, detection, PPE, decontamination, route closure, and unified command	Qualifications, apparatus/equipment, run cards, partner capability, training, exercises, and availability
Energy / extreme weather	Power and communications interruption, impaired access, heat/cold exposure, and medical-device dependencies	Generator/fuel assessment, dispatch continuity, seasonal demand, route reliability, and vulnerable-population planning
Flood	Access isolation, evacuation, water rescue, contamination, infrastructure damage, and extended operations	Site/corridor flood evidence, route and station access, rescue capability, facility exposure, and continuity plans
Infectious disease	EMS surge, infection control, PPE use, medical coordination, and workforce interruption	Demand surveillance, infection-control program, medical direction, staffing continuity, and mutual support
Avalanche / landslide / volcano	Localized access, technical rescue, ash/air quality, visibility, equipment, and responder-safety effects	Location-specific exposure, alternate access, technical capability, monitoring, and interagency plans
Criminal acts / terrorism	Mass casualty, security constraints, unified command, and continuity	Policy-authorized plans, law-enforcement coordination, communications, training, and exercises

This table shows that the recurring operational themes are simultaneous demand, impaired access, lifeline interruption, specialized response, prolonged operations and responder continuity. These themes inform the capability, capacity, deployment, and continuity analyses and recommendations in later chapters.

12.13.1 Urban Core

The urban core combines dense population, complex occupancies, transportation activity, healthcare and institutional facilities, utility dependencies, and a concentration of socially vulnerable tracts. Earthquake, transportation incidents, hazardous materials, energy interruption, extreme heat, infectious disease, and criminal acts can create dense or simultaneous demand. Regional priorities include communications, specialty response, mass-casualty coordination, continuity, and the ability to sustain core coverage while resources are committed elsewhere.

12.13.2 Suburban and Growth Interfaces

The North Valleys, Spanish Springs, western approaches, and South Reno/Galena show combinations of growth, wildfire exposure, weather risk, and future fixed-network access concerns. These areas

require recurring review of call growth, initial attack, road reliability, evacuation, water supply, mutual aid, and donor-area coverage. The correct response may be operational, preventive, intergovernmental, or capital; the chapter does not presume which.

12.13.3 Rural/WUI and Mountain Corridors

Rural and WUI areas combine longer travel, wildfire exposure, water-supply constraints, fewer route options, communications challenges, and potential extended operations. Mountain corridors add winter weather, slope, visitor, and isolation concerns. Preparedness should emphasize prevention, defensible access, evacuation coordination, appropriate apparatus, communications, technical rescue, weather intelligence, mutual aid, and endurance.

12.13.4 Transportation and Industrial Environments

Road, rail, aviation, freight, and industrial settings can require extrication, hazardous-material control, decontamination, mass-casualty management, and specialized partners. Because these conditions cross jurisdictional boundaries, regional standardization is most useful for run-card logic, terminology, communications, resource typing, specialty-team activation, common training, and after-action learning.

Table 12-6 below translates countywide hazard evidence into questions appropriate to distinct operating environments. It does not assign a hazard score, deficiency or resource prescription to any agency or station. It shows that Urban, suburban/interface, rural/WUI, mountain-corridor and transportation/industrial settings require different emphasis. Regional planning should preserve those distinctions while standardizing coordination and continuity controls.

Table 12-6. Service-environment planning implications

Service environment	Primary hazard emphasis	Regional planning implication
Urban core	Earthquake, transportation, HazMat, energy, heat, infectious disease, and human-caused events	Dense/simultaneous demand, lifeline continuity, MCI and specialty response, vulnerable-population communication, and regional surge
Suburban/growth interface	Wildland fire, evacuation, transportation, weather, power interruption, and expanding demand	Recurring growth/access review, road reliability, water supply, initial attack, mutual aid, and donor-depth protection
Rural/WUI	Wildland fire, drought, smoke, power shutoff, water supply, and prolonged travel	Prevention, evacuation, communications, appropriate apparatus, mutual aid, and extended-operation endurance
Mountain corridors	Winter weather, landslide/avalanche, wildfire, route isolation, and transient exposure	Alternate access, technical rescue, communications, weather intelligence, and regional assistance
Transportation/industrial	Road, rail, aviation, HazMat, and radiological transport	Coordinated run cards, isolation, detection, decontamination, extrication, MCI, and specialist partners

12.14 Findings

1. Washoe County requires an all-hazards fire and EMS operating posture. Ten of the thirteen hazards evaluated in the Regional Hazard Mitigation Plan are rated High locally, and the remaining three are rated Medium. This breadth requires preparation for multiple forms of disruption but does not mean that every hazard warrants the same resources or that every service environment faces the same operating conditions.
2. Wildland fire is the leading place-based hazard. Wildland Fire has the highest local Community Planning Risk Index score at 3.9/High. Twenty-four tracts fall within the elevated FEMA wildfire-risk categories, including seven rated Very High. The Regional Hazard Mitigation Plan identifies 21,388 developed parcels and 21,470 residential units in Extreme or High-Risk Fire Zones, including 1,656 residential units built since 2020. These conditions support sustained initial-attack readiness, WUI protection, evacuation planning, water-supply coordination, mitigation, mutual aid, and donor-area protection.
3. Earthquake and winter weather require regionwide continuity and surge planning. Earthquake is rated 3.4/High locally and has 61 elevated tracts, including 13 rated Very High. Winter Weather is widespread, with 114 elevated tracts, including three rated Very High. Both hazards can increase emergency demand while impairing roads, communications, utilities, water systems, facilities, healthcare access, and workforce availability.
4. Flood and mountain hazards require corridor- and site-specific treatment. Inland Flood is rated 2.8/High locally, with 13 elevated tracts, including one rated Very High. Flooding can affect areas outside an inundation boundary when bridges, underpasses, arterials, station entrances, or utility facilities are disrupted. Avalanche and Landslide are geographically concentrated but may isolate communities and travelers, delay reinforcements, and require specialized rescue capability.
5. Transportation, hazardous-materials, radiological, energy, infectious-disease, and human-caused hazards require scenario-based analysis. Their operational significance should be evaluated through incident and corridor history, critical-site information, partner responsibilities, run cards, qualifications, equipment, training, exercises, and continuity plans.
6. Service and vulnerability findings identify where hazard consequences warrant closer review. Four areas contain confidence-supported convergence of geographic risk, demographic vulnerability, and service disadvantage. Sixteen additional areas contain material findings requiring further consideration, while eight geographic risk–service tracts do not demonstrate demographic convergence. These results support differentiated operational review, preparedness, mitigation, warning, evacuation, medical-continuity, and community-assistance measures. They do not establish that a hazard or demographic characteristic caused the service difference.
7. Hazard exposure remains important outside the convergence areas. Wildfire, WUI, flood, earthquake, winter weather, distance, access, and reduced resource redundancy may warrant action even where demographic convergence is not demonstrated. Hazard mitigation and emergency preparedness should not be limited to areas identified through the service-sufficiency analysis.
8. Growth can intensify existing hazard and access conditions. The selected 2031 growth scenario places additional population and incident demand in areas affected by wildfire, WUI, earthquake, flood, winter weather, or constrained access. These intersections warrant development review and continuing service monitoring but do not forecast a future WUI boundary or independently justify a station, staffing, apparatus, or capital action.

9. Cascading effects present the most consequential regional operating condition. Wildfire, earthquake, severe weather, flood, and energy interruption may increase incident demand while reducing road access, water supply, communications, facility operability, workforce availability, and regional response capacity. Preparedness must account for these simultaneous effects rather than treating hazards as isolated events.
10. Hazard evidence establishes preparedness priorities, not operational or capital deficiencies. A hazard rating, tract classification, or geographic overlap does not determine response-time compliance, effective-response-force capability, staffing sufficiency, apparatus need, station condition, or fiscal feasibility. The evidence supports preparedness and closer review while leaving structural decisions to the applicable operational, network, facility, and financial analyses.

Taken together, the findings support a differentiated all-hazards framework. Wildfire and flood require place-based access, evacuation, water-supply, and mitigation measures. Earthquake and winter weather require regional continuity and surge planning. Transportation, industrial, specialty, and human-caused hazards require scenario-based capability assessment. Areas with documented or potential service disadvantages should receive additional attention through the agencies' existing risk assessment, Standards of Cover, WUI, evacuation, continuity, and service-monitoring processes..

12.15 Conclusions

12.15.1 Hazard Planning Must Be Regional but Tailored to Place

Washoe County's hazard environment requires regional coordination because major events can cross jurisdictional boundaries, draw resources from multiple agencies, and disrupt shared roads, utilities, communications, healthcare systems, and supply chains. Implementation must nevertheless reflect local conditions. The urban core, suburban growth areas, rural/WUI communities, mountain corridors, and transportation or industrial environments present different access, capability, evacuation, continuity, and resource-depth requirements.

12.15.2 Wildfire Requires the Strongest Place-Based Preparedness

Wildland fire is the region's leading geographically concentrated hazard. The required response includes more than station travel or initial attack. It includes WUI mitigation, structure protection, evacuation support, warning, traffic management, water supply, mutual aid, prolonged operations, smoke-related medical demand, and protection of communities from which resources are drawn. These responsibilities should remain central to the Regional Hazard Mitigation Plan, agency Community Risk Assessments and Standards of Cover, WUI programs, development review, and community risk reduction.

12.15.3 Earthquake and Severe Weather Require Systemwide Continuity

Earthquake and winter weather affect broad portions of the region and may reduce operating capacity while increasing emergency demand. The agencies and their partners should maintain continuity plans for stations, dispatch, communications, fuel, emergency power, water supply, staffing, alternate routes, healthcare coordination, and regional command. Routine fixed-station coverage does not establish readiness for a condition that may disrupt multiple parts of the system simultaneously.

12.15.4 Flood and Corridor Hazards Require Location-Specific Validation

Flooding, landslide, avalanche, transportation incidents, and hazardous-material releases can interrupt critical routes or isolate particular communities and facilities. Planning should identify vulnerable crossings, alternate routes, apparatus limitations, staging locations, specialist resources, partner responsibilities, and communication procedures. Tract-level screening can identify where closer review is warranted, but specific action requires corridor, site, and facility evidence.

12.15.5 Service Findings Should Be Applied Through Existing Agency and County Frameworks

The four confidence-supported convergence areas should receive focused operational and preparedness review. The 16 validation-level areas should remain within a structured monitoring and incident-review program. The eight geographic-only areas should continue to receive attention based on their service, hazard, WUI, distance, or access conditions.

These findings should be incorporated through the Regional Hazard Mitigation Plan, agency Community Risk Assessments and Standards of Cover, WUI and evacuation planning, pre-incident planning, development review, continuity programs, and annual service monitoring. They should not operate as independent dispatch categories, staffing formulas, or station-siting rules. The appropriate action depends on the identified mechanism and may involve operations, mutual aid, access, water supply, mitigation, warning, evacuation support, community assistance, or routine performance review.

Regional coordination of these actions should proceed through the near-term Regional Alignment framework and the implementation responsibilities established in Part 9. Agency and partner preparedness measures can advance while the jurisdictions pursue the parallel, conditional pathway toward a legislated Regional Fire Authority.

12.15.6 Overall Conclusion

Washoe County requires an all-hazards operating system led by wildfire readiness and supported by regional continuity for earthquake, severe weather, flood, energy interruption, transportation emergencies, hazardous materials, and other lower-frequency events. The evidence supports mitigation, pre-incident planning, continuity testing, partner coordination, exercises, accessible warning and evacuation, and recurring review.

The hazard analysis does not independently support a station closure, new station, staffing level, apparatus assignment, capital project, or finding of inadequate capability. Those decisions should integrate the applicable performance, workload, availability, effective-response-force, station-network, and facility findings with the finalized financial analyses in Chapters 27, 30, and 35 and the funding, approval, and implementation provisions in Part 9. Hazard and vulnerability information should determine where and under what conditions the agencies test readiness, not predetermine the solution.

Chapter 13: Critical Occupancies, Critical Infrastructure, and Specialty Capability

13.1 Purpose and Principal Findings

This chapter establishes the critical-occupancy, infrastructure, and specialty-capability baseline used in later risk, service-delivery, and regional coordination analyses. It addresses three dimensions of emergency-service need:

1. Locations with concentrated populations, people who may require assistance, or complex evacuation and continuity needs;
2. Infrastructure whose disruption could interrupt essential services or affect emergency operations beyond the incident site; and
3. Specialty capabilities maintained by the Reno Fire Department, Sparks Fire Department, Truckee Meadows Fire Protection District, and regional partners.

The analysis combines the project-supplied Vulnerable Locations inventory, additional public-source facility and licensing records, a public-source infrastructure screen, the regional station-access model, and agency records describing specialty missions and deployment arrangements.

The critical-occupancy inventory contains **316 study-area planning locations**. Of these, **173 are Tier 1**, where both modeled travel estimates exceed the applicable planning benchmark, and **91 are Tier 2**, where the estimates disagree. Together, these classifications account for **264 locations, or 83.5 percent** of the inventory. Childcare facilities, residential group care and assisted living, and schools account for 236 of these 264 locations.

The infrastructure register contains **263 retained feature records** across transportation, energy, dams and water control, communications, and water or wastewater. It has a broader geographic scope than the critical-occupancy inventory. Of its 109 records with public coordinates, 55 fall within the controlled study boundary. The remaining 154 records are retained in aggregate form without plotted public coordinates.

The participating departments and regional partners maintain a substantial specialty-capability base, including hazardous materials, technical rescue, water rescue, aerial operations, wildland/WUI response, and airport rescue and firefighting. These capabilities are an existing regional strength. Their operational contribution depends on qualified personnel, equipment readiness, activation arrangements, competing demand, and any restrictions on deployment.

These findings provide a consistent basis for the later chapters' integrated risk assessment, community risk reduction, insurance and continuity analysis, and evaluation of regional service alternatives. They are used alongside workload, effective-response-force, station-network, and financial evidence rather than as independent grounds for a staffing, station, apparatus, or organizational decision.

13.2 Evidence and Interpretation

Critical-occupancy inventory

The occupancy analysis begins with the project-supplied Vulnerable Locations inventory and incorporates additional public-source facility and licensing records. After study-area screening and reconciliation of duplicate and co-located records, the inventory contains 316 planning locations:

1. 82 schools;
2. 102 childcare facilities;
3. 15 senior-living facilities;
4. 96 residential group-care or assisted-living facilities;
5. Nine skilled-nursing facilities;
6. Seven medical centers;
7. Three detention facilities;
8. One inpatient rehabilitation facility; and
9. One adult day facility.

The counting unit is a resolved planning location or campus, rather than an individual building, license, or program. Eleven locations have an identified memory-care function and are included within their primary categories. Five childcare programs share existing school sites and are counted with those schools.

The inventory is a defined planning baseline covering the occupancy categories and study-area locations identified above. The mapped total counts confirmed planning locations within the selected scope. Other occupancy types, including shelters and residential recovery facilities, retain their operational significance and should be addressed through the applicable agency pre-incident planning and community risk reduction programs.

Infrastructure register

The infrastructure analysis uses candidate features identified in the archived July 26, 2026, Geofabrik Nevada OpenStreetMap extract. Seven documented false positives were excluded, leaving 263 retained feature records. OpenStreetMap provides a reproducible public source for identifying potential infrastructure features, but it is not an authoritative asset registry. A point, line, or polygon may represent an entire facility or one component of a larger system; asset owners maintain the authoritative information on current operating status.

The register retains both individually located and aggregate records. Its access totals describe the broader source register and must be distinguished from the infrastructure points displayed within the study boundary.

Fixed-network access analysis

The access analysis uses the planned 2027–2031 fixed-station network represented in the controlled model. This includes TMFPD Station 35 at 21233 Reno Technology Parkway West and the planned Reno Station 1 location at 455 East Second Street. Inclusion in the future network represents a modeled station location, not current operational credit.

The screen uses the lower Study travel benchmark for each service environment:

1. Four minutes for urban areas;

2. Six minutes for suburban areas; and
3. Ten minutes for rural/WUI areas.

The rural/WUI analysis retains 12 minutes as an additional sensitivity reference. These values are Study planning benchmarks rather than adopted response-time standards.

Two calibration methods translate road-network travel estimates into planning estimates of emergency travel. Chapter 4 and the supporting calculation records document the equations and methodology. Their agreement or disagreement determines the access classification.

Occupancy locations are associated with the nearest routed 250-meter planning-grid point. This provides a consistent regional comparison but does not constitute individualized routing to every emergency entrance.

Table 13-1. Fixed-network access classifications

Classification	Meaning	Interpretation in the Study
Tier 1	Both calibrated travel estimates exceed the applicable lower planning benchmark.	The modeled benchmark exceedance persists under both calibration methods.
Tier 2	One estimate exceeds the benchmark and the other meets it.	The access finding is sensitive to the calibration method.
Tier 3	Both estimates meet the applicable lower planning benchmark.	The model indicates favorable fixed-station travel access under both methods.
Special-use	The ordinary service-environment benchmark is not applied to the location's modeled geography or use.	The location is described separately from the three benchmark tiers. All six critical-occupancy locations in this category are inside the study area.
Outside-area or unassigned	A record lies outside the controlled study geography or cannot be reliably assigned within the model.	This treatment applies to records in the broader infrastructure register and is distinct from a travel-benchmark exceedance.

The screen describes modeled travel from fixed stations. It does not reproduce live vehicle location, traffic, unit availability, daily staffing, qualifications, apparatus suitability, concurrent incidents, call processing, turnout, or complete response-force assembly. It is not an incident-specific simulation of automatic or mutual aid.

Tier 1 does not establish that a facility is unsafe or inadequately protected. Tier 3 does not establish that every operational requirement is satisfied. The classifications provide a consistent geographic component for the broader risk analysis.

13.3 Critical Occupancy Findings

Childcare facilities, residential group care and assisted living, and schools account for 280 of the 316 planning locations. This concentration reflects the inventory's emphasis on occupancies where supervision, assisted movement, accountability, or continuity may be important during an emergency.

Table 13-2 shows the future-network access classifications. All locations in the table are within the study area. The full register is available as Annex N.

Table 13-2. Critical occupancy access summary

Occupancy type	Planning locations	Tier 1	Tier 2	Tier 3	Special-use	Tier 1 and Tier 2
Schools	82	42	19	16	5	61
Childcare facilities	102	56	33	12	1	89
Senior-living facilities	15	8	4	3	0	12
Residential group care and assisted living	96	58	28	10	0	86
Skilled-nursing facilities	9	4	2	3	0	6
Medical centers	7	3	3	1	0	6
Inpatient rehabilitation	1	0	1	0	0	1
Adult day services	1	0	0	1	0	0
Detention facilities	3	2	1	0	0	3
Total	**316**	**173**	**91**	**46**	**6**	**264**

Note: Locations are counted once under their primary category. Memory-care functions and childcare programs on existing school sites are included within these totals.

The 264 Tier 1–2 locations represent 83.5 percent of the inventory. Childcare facilities, residential group care and assisted living, and schools account for **236 of those locations, or 89.4 percent**. These categories therefore account for most of the locations where the access screen intersects with potentially substantial supervision or evacuation-assistance needs. The counts do not measure the number of occupants, the scale of an incident, or the relative consequences at individual facilities.

Schools and childcare facilities

Schools and childcare facilities concentrate populations whose size and assistance needs vary by age, time of day, season, and program use. Their operational requirements include supervision, evacuation, accountability, reunification, and communication with families. Infants, young children, and students with disabilities may require direct assistance, specialized movement equipment, or accessible transportation.

The inventory places 61 school locations and 89 childcare locations in Tier 1 or Tier 2. These findings connect modeled access with the need for coordinated facility and responder actions. Emergency entrances, dismissal traffic, staff availability, water supply, alarms, and suppression systems influence the practical response at each site.

Senior living, residential group care, and assisted living

The inventory includes 15 senior-living locations and 96 residential group-care or assisted-living locations. Twelve senior-living locations and 86 group-care or assisted-living locations fall in Tier 1 or Tier 2.

Assistance needs vary substantially within these categories. Some residents can evacuate independently; others may require staff assistance, protected relocation, accessible transportation, or continuity of medication and oxygen. The 11 identified memory-care locations add considerations involving cognitive assistance, supervision, accountability, and controlled-egress arrangements. The occupancy label alone does not establish resident acuity or the number of responders required.

Skilled nursing and inpatient rehabilitation

Skilled-nursing and inpatient rehabilitation facilities may accommodate patients who require substantial assistance with movement, medical equipment, or continuing treatment. Their response demands can include relocation between protected areas, coordinated patient movement, emergency power, medical-gas continuity, transportation, and receiving-facility capacity.

Six of the nine skilled-nursing locations and the single inpatient rehabilitation location fall in Tier 1 or Tier 2. These occupancies illustrate why modeled first-unit travel and the resources needed to complete incident tasks are separate considerations.

Adult day services

The single listed adult day location falls in Tier 3. Its operational needs may nevertheless include assisted movement, participant accountability, caregiver communication, and accessible transportation. Favorable modeled travel does not remove these occupancy-specific demands.

Medical centers

Medical centers combine patient life safety with a regional continuity function. An incident may require protected relocation, patient transfer, sustained utilities, emergency power, medical gases, communications, and coordination across the health-care network.

Six of the seven medical-center locations fall in Tier 1 or Tier 2. Their significance arises from both the needs of people at the incident site and the potential effects on regional treatment capacity.

Detention facilities

All three detention locations fall in Tier 1 or Tier 2. Detention incidents can require secure entry, controlled movement, custody coordination, accountability, supervised evacuation, and continuity of security systems. These requirements affect incident organization and resource needs independently of the travel classification.

Geographic organization

Under the future closest-station agency proxy, 175 locations are associated with Reno, 72 with Sparks, and 69 with TMFPD. These associations organize the inventory geographically; they are not legal jurisdiction determinations or actual dispatch assignments.

Neither the number of locations associated with an agency nor their tier distribution establishes inspection workload, station workload, or staffing requirements. Those depend on facility complexity, occupancy, incident demand, available protection, and the tasks required during a response.

13.4 Critical Infrastructure Findings

Infrastructure significance arises primarily from the services an asset supports and the consequences of disruption. An incident at an electrical, water, transportation, or communications asset can affect the wider community even when few people are present at the site.

Electrical service supports water pumping, communications, health care, traffic control, fuel delivery, and public-safety facilities. Water and wastewater systems depend on power, chemicals, communications, access, and specialized operators. Transportation routes affect emergency access and community movement. Communications systems support dispatch, incident command, public warning, and restoration.

Table 13-3 summarizes the **broader 263-record infrastructure register**, rather than a study-area-only inventory. Of the 109 records with public coordinates, 55 are inside the controlled study boundary and 54 are outside it. Another 154 records are retained in aggregate form without plotted public coordinates.

Table 13-3. Critical infrastructure access summary—broader source register

Sector	Retained feature records	Tier 1	Tier 2	Tier 3	Special-use, outside-area, or unassigned
Communications	18	5	3	1	9
Dams and water control	51	9	6	0	36
Energy	83	21	32	9	21
Transportation	94	29	25	22	18
Water and wastewater	17	6	2	1	8
Total	**263**	**70**	**68**	**33**	**92**

Note: Classifications retain the broader source register's access results. The final column combines distinct special-use and geographic assignment conditions. The totals are not counts of unique active facilities within the study area and should not be compared directly with the study-area occupancy totals.

Transportation includes 76 mapped bridge segments, while energy includes 55 substation features and five pipeline features. Multiple records can represent components of the same bridge or utility system. The register supports analysis of potential dependencies and response considerations; it does not establish infrastructure condition, operating status, failure probability, or asset-level criticality.

13.4.1 Energy

The energy screen includes electric-generation, substation, and fuel or gas pipeline features. Relevant incident considerations include electrical isolation, energized equipment, transformer or fuel hazards, smoke and runoff, restricted access, and interruption of dependent services.

The operational significance depends on the asset and the system it serves. Public mapping alone does not establish the materials present, the operating configuration, or the response arrangements at an individual feature. The register provides the geographic and sector context used in the later continuity and risk discussion.

13.4.2 Water, Wastewater, Dams, and Water Control

Water and wastewater assets can involve chemicals, confined spaces, electrical equipment, machinery, environmental pathways, and continuity requirements. Disruption can affect public health, firefighting water supply, or both.

Dams and water-control assets introduce different considerations involving downstream exposure, notification, access, emergency-action arrangements, and coordination with emergency management and law enforcement.

The public-source screen captures selected features rather than the complete network of treatment facilities, wells, pumping stations, storage, transmission, lift stations, telemetry, generators, and controls. Its value is in identifying dependencies relevant to emergency operations, while authoritative asset and operating information remains with the responsible owners and agencies.

13.4.3 Transportation and Communications

Transportation infrastructure affects both incident risk and emergency access. Bridge restrictions, flooding, fire, hazardous-materials releases, rail incidents, construction, or structural damage can alter routes and reduce access redundancy. These effects can extend beyond the location of the originating incident.

Communications continuity depends on power, backup power, network links, fuel, access, interoperability, and restoration arrangements as well as the physical location of equipment. A mapped communications feature therefore identifies a potential dependency, not a complete measure of system resilience.

The infrastructure screen supplies context for these regional consequences. Detailed operator records remain the authoritative source for asset configuration and operational arrangements; the report does not require their duplication in a separate public inventory.

13.5 Existing Specialty Capabilities

The participating departments and regional partners maintain specialty functions relevant to the occupancy and infrastructure risks identified in this chapter. Table 13-4 summarizes the documented capability base and the deployment conditions that affect its operational contribution.

Table 13-4. Documented specialty capability base

Capability	Documented regional foundation	Conditions affecting deployment
Hazardous materials	The TRIAD Regional Hazardous Materials Response Team provides a common three-agency operating framework. Agency records document membership, qualifications, apparatus, and selected cross-staffing arrangements.	Qualified personnel, team assembly, equipment readiness, activation, concurrent incidents, and effects on contributing companies.
Technical rescue and water rescue	Agency policies and training records document rope, trench, confined-space, collapse, water, ice, and related rescue functions across the regional system.	Mission-specific qualifications, team composition, equipment, assembly, sustained operations, and competing demand.
Aerial operations	Apparatus, operating, and staffing records document aerial capability within the regional system.	Mechanical availability, qualified operators, apparatus suitability, travel, access, and usable placement at the incident.
Wildland and WUI	Agency policies, qualification controls, tactical guidance, and specialty-apparatus records document wildland capability.	Resource typing, seasonal readiness, qualified staffing, drawdown, prolonged operations, and continued structural-fire and EMS coverage.
Airport rescue and firefighting	Reno-Tahoe Airport Fire Department Station 15 maintains a separately governed airport rescue and firefighting mission.	Airport-specific staffing, vehicle, availability, and continuity requirements restrict its treatment as general regional capacity.

This evidence establishes the presence and breadth of the regional capability base. The available project records do not support a comparable regional measurement of daily task-capable availability, assembly time, concurrent-event depth, or specialty-task performance. The Study therefore distinguishes documented capability from measured incident-level availability.

Cross-staffing is particularly important to that distinction. A rescue, hazardous-materials unit, brush unit, foam unit, tender, or other specialty platform can provide access to specialized equipment without adding an independently staffed company. When personnel transfer from an engine, ladder, medic, or other assignment, the source company may become unavailable or constrained. Those personnel cannot be counted simultaneously in both roles.

The Sparks records specifically identify several specialty platforms as unstaffed and cross-staffed when needed. These platforms receive no independent personnel credit in the Study's staffing and effective-response-force interpretation. The same counting principle applies wherever a specialty function draws on personnel assigned elsewhere.

Airport resources also have a distinct mission and operating framework. Their presence contributes to the region's overall capability but does not make them unrestricted municipal response resources.

Chapter 14 examines the relationship between apparatus, personnel, qualifications, and complete response-force assembly. Chapter 22 addresses regional operating policies, training, credential alignment, and specialty-team coordination. Chapter 23 addresses apparatus and equipment readiness. The capability baseline established here supplies context for those analyses.

13.6 Findings and Implications

Chapter 13 establishes a common set of planning locations, access classifications, infrastructure dependencies, and documented specialty capabilities. This allows later chapters to examine different aspects of risk and service delivery using the same baseline.

The occupancy findings show that modeled access concerns intersect with a substantial number of locations where supervision, assisted evacuation, secure movement, or continuity may be important. The infrastructure findings extend the analysis beyond people and property at an incident site to the services on which the wider community depends. The specialty-capability findings establish the resources and operating arrangements from which regional coordination begins.

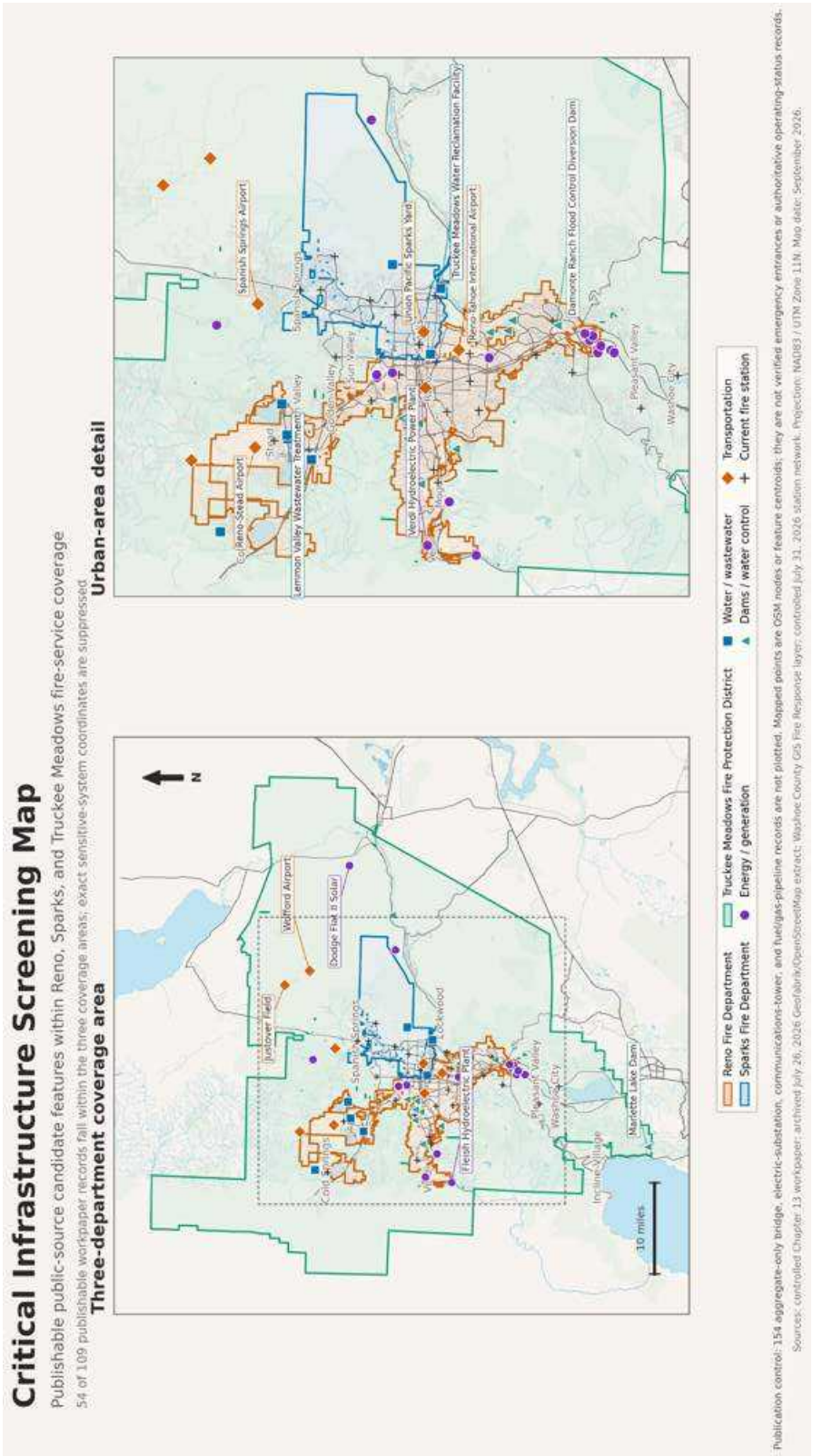
Later chapters use this baseline in the following ways:

- Effective response force. Chapter 14 places first-unit access in the context of the personnel, apparatus, qualifications, and simultaneous tasks required for a complete response. Occupancy characteristics help explain why reaching a location and meeting its incident needs are different measures.
- Integrated risk assessment. Chapter 17 combines the occupancy and infrastructure screens with the broader geographic and operational evidence to examine where access limitations may have greater life-safety or continuity consequences.
- Community risk reduction. Chapter 20 uses the inventory to identify focused opportunities involving critical occupancies, pre-incident planning, evacuation preparation, protection-system reliability, and owner/operator coordination.
- Insurance and continuity. Chapter 21 uses the baseline to examine potential property, liability, business-income, extra-expense, evacuation, and continuity exposures. Access tiers organize that discussion without serving as insurance classifications or loss estimates.

- Regional operations and resources. Chapters 22 and 23 use the documented specialty-capability base and its staffing dependencies in the discussion of coordination, qualifications, apparatus, and readiness.
- Findings and implementation. The baseline informs the report's priorities alongside workload, station-network, effective-response-force, financial, labor, and governance evidence. Near-term coordination proceeds through Regional Alignment and the implementation responsibilities established in Part 9, while the legislated Regional Fire Authority remains a parallel, conditional pathway. Staffing, apparatus, facility, and dispatch investments remain subject to the applicable financial analysis, funding, and governing-body approvals.

The chapter's contribution is a consistent connection between location, potential consequence, and response capability. It supports the later analyses without treating a modeled travel result, a mapped infrastructure feature, or a specialty apparatus count as a complete measure of protection.

Figure 13-1. Critical infrastructure screening map



Chapter 14: Critical Tasking, Staffing, and Effective Response Force (ERF)

14.1 Purpose and Principal Findings

This chapter evaluates whether the documented structure-fire response plans of the Reno Fire Department, Sparks Fire Department, and Truckee Meadows Fire Protection District contain enough personnel, apparatus, supervision, and specialized capability to perform the work expected at a significant fire. The central question is not simply how quickly the first unit arrives. It is whether the response system can assemble the people and equipment needed to control the incident safely and effectively.

That complete group is called the effective response force, or ERF. The first-arriving crew can begin important work, but it generally cannot perform command, water supply, fire attack, backup, search, ventilation, firefighter rescue, medical support, and other essential functions at the same time. The ability to assemble the remainder of the response is therefore a separate and equally important measure of fire protection.

The analysis produces five principal findings:

1. Reno's documented standard first alarm contains enough planned personnel to exceed the Study's low- and medium-hazard personnel benchmarks. Reno's higher-risk first alarm is two personnel below the high-hazard benchmark, while its cumulative second alarm exceeds that benchmark.
2. Sparks' and TMFPD's documented first alarms do not reach the Study's low-hazard personnel benchmark. Their cumulative second-alarm assignments reach the low-hazard benchmark by personnel count but remain below the medium-hazard benchmark.
3. Company staffing affects how many fireground tasks can begin at the same time. Four-person companies generally provide more early task capacity and require fewer apparatus to assemble a given number of personnel than three-person companies. Crew size does not, however, replace the need for the correct apparatus, command, safety, qualifications, or specialty capabilities.
4. Historical arrival records establish personnel-equivalent assembly times for Reno in 2025 and TMFPD across 2022–2025. Reinforcing-unit travel was the largest measured component in approximately 91 percent of the analyzed Reno assemblies reaching the 21-person equivalent and 86 percent of the analyzed TMFPD assemblies reaching the 16-person equivalent. These results support attention to reinforcing-company travel and assignment timing. Personnel-equivalent assembly measures the estimated personnel total associated with recorded apparatus arrivals; complete ERF performance also depends on simultaneous availability, apparatus, qualifications, and task assignments.
5. Regional response can improve the arrival of later companies and specialized resources, but only when the responding unit is available, appropriately staffed and equipped, and counted correctly. Shared dispatch and closest-appropriate-unit selection improve access to the existing regional resource pool; they do not create additional personnel or apparatus.

These findings combine planned-capability comparisons with historical personnel-equivalent assembly results. They identify where documented assignments appear numerically sufficient, where escalation is necessary, and which operational factors should guide improvements in force assembly. The historical results describe the incidents reaching the specified personnel thresholds and are not departmental ERF compliance rates.

The analysis is limited to structure-fire response. Wildland fires, hazardous-materials incidents, technical rescue, water rescue, aircraft rescue and firefighting, and mass-casualty incidents require different personnel, qualifications, apparatus, and partner resources.

14.2 What Effective Response Force Means

Several related staffing concepts are often treated as though they mean the same thing. They do not. Keeping them separate is essential to understanding the findings.

Table 14-1. Fireground staffing concepts

Concept	Plain-language meaning	What it establishes	What it does not establish
Company staffing	The number of personnel assigned to one apparatus	The crew normally available from that company	The complete force required for the incident
First arrival	The first appropriate unit reaches the incident	Work can begin and conditions can be assessed	All required tasks can be performed at once
Interior-entry condition IDLH	At least two personnel enter together while at least two remain outside, subject to the emergency-rescue exception	A minimum federal safety condition for interior operations in an immediately dangerous to life and health (IDLH) atmosphere	A complete firefighting force
Effective response force	The personnel, apparatus, supervision, qualifications, and assignments needed to perform the required tasks	The planned or actual ability to carry out the full incident strategy	Proof of performance unless arrival and task completion are measured

OSHA interior-entry condition

The federal respiratory-protection rule commonly described as "two-in/two-out" requires at least two employees to enter an immediately dangerous to life and health (IDLH) atmosphere together and remain in visual or voice contact, with at least two employees outside. One outside member may perform another role only when doing so does not jeopardize the interior team. The rule also recognizes a limited emergency-rescue exception for trapped occupants.

This four-person condition is a minimum entry-safety requirement. It does not provide separate personnel for stationary command, independent safety oversight, pump operation, sustained water supply, a backup line, search, ventilation, ladders, a full rapid-intervention crew, medical support, evacuation, or relief. Four personnel on scene should therefore not be described as a complete ERF.

Study benchmarks and local applicability

The Study compares the departments' documented structure-fire deployment with NFPA 1710 and NFPA 1720 while accounting for local staffing practices, community risk, and available funding. Those

standards remain important comparative references. NFPA 1750 provides the current risk-based deployment framework used for the principal comparison.

For career structure-fire response, the Study uses the following NFPA 1750 planning benchmarks:

1. Low hazard: 20 personnel, or 21 when a separate aerial operator is required.
2. Medium hazard: 28 personnel, or 29 with a separate aerial operator.
3. High hazard: 42 personnel, or 43 with a separate fire-pump operator.
4. Full-assignment objective: 8 minutes for low- and medium-hazard incidents and 10 minutes 10 seconds for high-hazard incidents, measured at the 90th percentile.

A result of 8 minutes at the 90th percentile means that 90 percent of qualifying incidents met the measure in 8 minutes or less, while 10 percent took longer. The qualifying incidents, starting point, ending point, and exclusions must be defined before this statistic can be treated as a performance measure.

The component objectives also include 80 seconds for fire turnout, 4 minutes for first-engine travel, and 6 minutes for the truck or second company with at least four personnel. These component intervals should not be compared directly with a locally reported total response time unless both measures begin and end at the same events.

The earlier NFPA 1710 framework used personnel benchmarks of 16 or 17 for a low-hazard structure fire, 27 or 28 for a medium-hazard incident, and 42 or 43 for a high-rise incident, depending on the required operator. NFPA 1720 used demand-zone benchmarks for predominantly volunteer and combination systems: 15 personnel in urban areas, 10 in suburban areas, six in rural areas, and four in remote areas, with different time and reliability expectations. These frameworks describe different service systems and should not be combined selectively.

The NFPA values are planning references. They have not been treated as an adopted regional compliance standard. The internal response-time objectives evaluated in Chapter 8 also do not create a common regional ERF measure. Local adoption requires the participating agencies to define their own risk classes, critical tasks, apparatus requirements, personnel requirements, measurement clocks, exclusions, and implementation schedule.

14.3 Critical Tasks and Risk-Based Response Needs

The required response force should begin with the incident problem rather than a preferred number of vehicles. A typical single-family residence, a larger multifamily or commercial building, and a high-rise or other high-hazard building do not create the same number of work areas, occupant problems, hose-line needs, supervisory positions, or logistical demands.

The Study groups the required work into six understandable categories. The detailed assignments within each category remain important operationally, but the grouped presentation shows why the required force increases as incident complexity grows.

Table 14-2. Study critical-task model by structural-fire risk

Task group	Low hazard	Medium hazard	High hazard	Principal work included
Command, safety, and interior supervision	3	3	7	Stationary command, command support, independent safety, and high-hazard division supervision

Task group	Low hazard	Medium hazard	High hazard	Principal work included
Water supply, fire attack, backup, and line support	7	11	7	Pump and water supply, attack and backup lines, entry support, and utilities
Search, access, ladders, and ventilation	4	8	8	Occupant search and rescue, access, ground ladders, and ventilation
Firefighter rescue readiness	4	4	4	Dedicated rapid-intervention capability
Medical care and rehabilitation	2	2	6	Immediate responder and civilian care and, for high hazard, rehabilitation
Evacuation and logistics	0	0	10	Evacuation, lobby and staging functions, vertical logistics, and equipment movement
Base personnel total	20	28	42	Personnel assigned to the identified task groups
Special operator when required	1	1	1	Aerial operator for low or medium hazard; fire-pump operator for high hazard

The increase from low to medium or high hazard is not simply a larger group doing the same work. Larger and more complex incidents require more teams to work simultaneously, more supervision, and additional evacuation, medical, and logistical functions.

The model also shows why a building cannot be assigned an ERF solely from its name or use. A school, hospital, assisted-living facility, detention facility, casino, warehouse, industrial site, or apartment building may present very different problems depending on size, height, construction, fire protection, occupant mobility, access, water supply, operating conditions, and the location and extent of the fire. The responsible agency's Community Risk Assessment, Standards of Cover, target-hazard process, and pre-incident plans should determine the applicable risk class.

14.4 Documented Staffing and Alarm Assignments

The three departments use different company staffing arrangements and different structure-fire response packages. The counts below include only apparatus and personnel established in the available run cards, policies, staffing records, and labor agreements. Discretionary units, unspecified mutual aid, callbacks, and resources without a documented staffing value are not included. A cross-staffed apparatus adds no personnel unless it has a separate crew.

Table 14-3. Documented structure-fire response assignments

Department	Assignment	Documented composition	Known planned personnel	Important qualification
Reno	Standard first alarm	2 battalion chiefs; 4 four-person engines; 2 four-person engine-ladder or truck companies; 6 medic, rescue, or squad personnel; 1 safety officer	33	Includes an aerial and documented task assignments
Reno	High-risk first alarm	2 battalion chiefs; 6 four-person engines; 2 four-person engine-ladder or truck companies; 6 medic, rescue, or squad personnel; 1 safety officer	41	Intended for higher-risk incidents
Reno	Cumulative second alarm	3 battalion chiefs; 6 four-person engines; 3 four-person engine-ladder or truck companies; 6 medic, rescue, or squad personnel; 1 safety officer	46	Unstaffed AIR unit excluded
Sparks	Standard first alarm	1 battalion chief; 4 three-person engines; 1 three-person truck or ladder company	16	Includes an aerial
Sparks	Cumulative second alarm	1 battalion chief; 6 three-person engines; 1 three-person truck or ladder company	22	Additional companies arrive through escalation
TMFPD	First alarm	2 battalion chiefs; 3 three-person engines; 1 three- or four-person engine-ladder company; 1 safety officer	16-17	Aerial contribution depends on the staffed configuration; tender and unspecified aid excluded
TMFPD	Cumulative second alarm	2 battalion chiefs; 4 three-person engines; 2 three- or four-person engine-ladder companies; 1 safety officer	21-23	Upper value is a staffing sensitivity, not an assured daily total

The table describes planned response packages. It does not establish that every listed unit was staffed, available, dispatched, or on scene at a particular incident. It also does not establish that the arriving personnel had the required qualifications or completed the required tasks.

14.5 Comparison with the Study Benchmarks

The planned-assignment comparison below answers a limited but important question: does the documented assignment contain enough known personnel to equal or exceed the Study benchmark? Personnel totals are evaluated separately from unit availability, arrival time, qualifications, apparatus, and completion of the required work. The department-specific sections also present historical personnel-equivalent assembly results for Reno and TMFPD, connecting planned response strength with the timing of recorded apparatus arrivals.

Table 14-4. Planned personnel compared with Study benchmarks

Department	Assignment	Known personnel	Difference from low benchmark of 21	Difference from medium benchmark of 29	Difference from high benchmark of 43	Plain-language interpretation
Reno	Standard first alarm	33	+12	+4	-10	Enough planned personnel for the low and medium comparisons
Reno	High-risk first alarm	41	+20	+12	-2	Close to, but below, the high-hazard comparison
Reno	Cumulative second alarm	46	+25	+17	+3	Exceeds the high-hazard personnel total after escalation
Sparks	Standard first alarm	16	-5	-13	-27	Additional personnel are required to reach the low comparison
Sparks	Cumulative second alarm	22	+1	-7	-21	Reaches the low total after escalation but remains below medium
TMFPD	First alarm	16-17	-5 to -4	-13 to -12	-27 to -26	Additional personnel are required to reach the low comparison

Department	Assignment	Known personnel	Difference from low benchmark of 21	Difference from medium benchmark of 29	Difference from high benchmark of 43	Plain-language interpretation
TMFPD	Cumulative second alarm	21-23	0 to +2	-8 to -6	-22 to -20	Reaches the low total by count after escalation but remains below medium

14.5.1 Reno Fire Department

Reno's standard first alarm contains 33 planned personnel, exceeding the Study's low-hazard benchmark of 21 by 12 personnel and its medium-hazard benchmark of 29 by four. The high-risk first alarm contains 41 personnel, two below the high-hazard benchmark of 43. Reno's cumulative second alarm contains 46 personnel, exceeding that benchmark by three. These assignments provide sufficient planned personnel for representative low- and medium-hazard incidents, with escalation needed to reach the high-hazard personnel benchmark.

Historical arrival records provide additional insight into how quickly personnel can assemble. The Study analyzed 531 Reno structure-response incidents from calendar year 2025, comprising 518 coded 1A, eight coded 2A, and five coded 0A. The analysis used the department's supplied unit identifiers and September 24, 2026, dispatch response patterns to interpret recorded apparatus arrivals. Normal staffing values were assigned to arriving units to estimate when successive personnel thresholds were reached. These are personnel-equivalent estimates rather than verified incident-date staffing counts.

Table 14-5. Reno historical personnel-equivalent assembly, calendar year 2025[2]

Incident group	Personnel-equivalent threshold	Incidents reaching threshold	Median assembly time for incidents meeting threshold	90th-percentile assembly time
1A	21 — Study low-hazard benchmark	149 of 518	8:09	12:55
1A	29 — Study medium-hazard benchmark	52 of 518	9:47	17:40
1A	33 — Reno standard first-alarm personnel total	27 of 518	10:55	18:20
2A	41 — Reno high-risk first-alarm personnel total	3 of 8	22:57	30:31

[2] Times are minutes, measured from CAD call entry to the recorded arrival that brought the cumulative personnel equivalent to the stated threshold. Percentiles include only incidents that reached each threshold. The 2A result is based on three incidents and should be interpreted cautiously.

Among the 1A incidents that reached the 33-person equivalent, half reached that threshold within 10 minutes 55 seconds of call entry and 90 percent within 18 minutes 20 seconds. The corresponding 90th-percentile times for the Study's 21- and 29-person benchmarks were 12 minutes 55 seconds and 17 minutes 40 seconds. These results show that assembling a larger force can require substantially more time than the first-unit response and that the size of a planned alarm assignment alone does not establish timely assembly.

Reno's principal operational issue is converting its comparatively substantial planned assignment into reliable assembly when a complete force is required. The historical results support attention to the timely dispatch and arrival of reinforcing companies and specialized resources, including their availability during simultaneous incidents. Performance monitoring should distinguish first-unit arrival, attainment of the required personnel total, and arrival of the complete apparatus and role mix.

Further analysis of the 149 incidents that reached the 21-person equivalent identified reinforcing-unit travel as the largest measured component of personnel assembly. For the unit whose arrival completed that threshold, the median en-route-to-on-scene interval was 6 minutes 11 seconds, compared with a median turnout interval of 1 minute 23 seconds. Travel was the largest response component in approximately 91 percent of these incidents. Among the slowest quarter of assemblies, the median travel interval increased to 9 minutes 32 seconds. These findings support focusing improvement efforts on the selection and positioning of reinforcing resources, including opportunities to dispatch closer suitable companies across jurisdictional boundaries.

Later dispatch also contributed to some longer assemblies. In 13 incidents, the unit completing the 21-person threshold was dispatched more than two minutes after the first dispatch; eight of those incidents began under a non-structure-fire call code, indicating that subsequent escalation may explain the additional interval. Operational review should therefore distinguish appropriate escalation from avoidable delay in assigning required resources. Assembly times also varied by station territory, but the geographic findings were less conclusive after accounting for nighttime and recorded workload. Neither nighttime nor systemwide recorded apparatus commitments showed a clear relationship with assembly time in this sample. The strongest supported priorities are reinforcing-company travel and the timing of assignments as incident needs become known.

14.5.2 Sparks Fire Department

Sparks' planned suppression-company and battalion-chief complement provides 16 personnel on the standard first alarm, five below the Study's low-hazard benchmark of 21 and 13 below the medium-hazard benchmark of 29. The corresponding cumulative second-alarm complement provides 22 personnel, one above the low-hazard benchmark but seven below the medium-hazard benchmark. These totals use three personnel per suppression company and one battalion chief.

The supplied dispatch response patterns identify a standard first-alarm assignment consisting of one battalion chief, one medic, three engines, one engine-or-ladder, and one truck. The engine-or-ladder position represents one company that can be filled by either apparatus type. The five suppression companies and battalion chief provide the 16-person complement used in this comparison. The separately listed medic is not assigned additional personnel credit in that base count. An independently staffed two-person medic would increase the planned total to 18, still three below the Study's low-hazard benchmark. Geographic response patterns also provide for variations in local assignments and partner-agency participation.

Historical arrival records show how quickly the suppression and command complement assembled. The Study examined 156 Sparks incidents with a final STRU1 call classification in calendar year 2025. Recorded arrivals of Sparks engines, trucks, ladders, and battalion-chief units were converted to personnel equivalents using the normal staffing assumptions described above. Thirty-nine incidents recorded cumulative arrivals equivalent to at least 16 personnel. Among those incidents, half reached the threshold within 11 minutes 49 seconds of CAD call entry, and 90 percent within 21 minutes 41 seconds. These estimates describe the assembly of a force comparable in size to the base suppression and command complement; they do not establish attainment of the Study's 21-person low-hazard benchmark.

Personnel totals and apparatus composition were evaluated separately. Thirty-five incidents recorded the arrival of at least four engines, one truck or ladder, and one battalion chief. For those incidents, the median assembly time was 11 minutes 12 seconds and the 90th percentile was 19 minutes 22 seconds. Applying the supplied pattern's alternative of three engines, an additional engine or ladder, a truck, and a battalion chief identified 39 completed assemblies when the medic was excluded from this specific comparison. These are comparisons with the documented apparatus pattern, rather than findings that the same assignment governed every historical incident.

Cumulative arrivals must also be distinguished from resources available at the same time. When units that had already cleared were excluded, 36 incidents reached the 16-person equivalent with the counted units simultaneously recorded on scene. Their median assembly time was 11 minutes 37 seconds, and the 90th percentile was 18 minutes 59 seconds. This distinction separates the assembly of an available force from the accumulation of arrivals during extended operations.

The five-year records provide additional context. Across 770 incidents coded STRU, STRU1, or STRU2 during 2021–2025, 186 recorded cumulative arrivals equivalent to at least 16 personnel. Their median assembly time was 10 minutes 43 seconds from CAD call entry, and the 90th percentile was 20 minutes 28 seconds. The distribution between STRU1 and STRU2 changed substantially during the period, so the combined structure-response population provides the more consistent historical comparison. Annual differences should not be interpreted as a demonstrated performance trend.

Table 14-6. Sparks historical assembly of a 16-person equivalent, 2021–2025

Year	Included incidents	Incidents reaching 16-person equivalent	Median assembly time for incidents meeting threshold	90th-percentile assembly time
2021	155	31	11:06	24:29
2022	158	34	10:50	17:23
2023	145	42	9:58	14:59
2024	150	40	10:30	20:39
2025	162	39	11:49	21:41
Combined	770	186	10:43	20:28

Notes: Times are minutes from CAD call entry and describe cumulative arrivals among incidents reaching the 16-person equivalent. Included incidents comprise final call codes STRU, STRU1, and STRU2. The 2025 population includes 156 STRU1 incidents and six STRU incidents; all 39 completed assemblies occurred within the STRU1 group. Personnel equivalents assume three personnel per Sparks engine, truck, or ladder and one per battalion-chief unit. Counts are not ERF compliance rates.

Reinforcing-unit travel was the largest measured component of the completed 2025 assemblies. For the unit whose arrival completed the 16-person threshold, the median en-route-to-on-scene interval was 8 minutes 46 seconds, compared with a median turnout interval of 2 minutes 5 seconds. Travel was the largest response component in 36 of the 39 incidents, or approximately 92 percent. Among the slowest quarter of assemblies, median completing-unit travel increased to 12 minutes 22 seconds. These findings support reviewing the selection and location of reinforcing companies, including opportunities to dispatch closer suitable resources across jurisdictional boundaries. They do not establish how much of the recorded travel interval was avoidable.

Later assignment also contributed to some longer assemblies. In four incidents, the unit completing the 16-person threshold received its arrival-producing assignment more than two minutes after the first dispatch. Such intervals may reflect escalation, reassignment, or changing incident needs and should be reviewed in that operational context. Neither nighttime conditions nor systemwide recorded engine and aerial commitments showed a clear relationship with assembly time in the completed 2025 sample.

The incident counts are not ERF compliance rates. Structure-response assignments may be reduced as conditions become clearer, and an incident that does not proceed to full assembly should not automatically be classified as an unsuccessful response. The reported percentiles describe incidents that reached the specified threshold. Personnel equivalents also remain distinct from verified incident staffing, qualifications, and the assignment of personnel to required functions.

Sparks therefore faces two related operational priorities: providing sufficient personnel and capability for the incident risk, and assembling that force promptly. Reaching the Study's low-hazard personnel benchmark requires resources beyond the base 16-person suppression and command complement. Those resources may be provided through a larger initial assignment, additive automatic aid, or escalation. A cumulative second-alarm total should not be treated as though it were a complete first alarm, because requesting, dispatching, and moving additional companies takes time. Improvement efforts should address reinforcing-company travel and assignment timing while preserving the appropriate apparatus mix, simultaneous personnel availability, qualifications, and task assignments needed for a complete effective response force.

14.5.3 Truckee Meadows Fire Protection District

TMFPD's documented first-alarm assignment consists of two battalion chiefs, three engines, one ladder or replacement engine, and one TM medic. Under the Study's normal staffing assumptions, this provides 16 personnel, or 17 when the ladder carries four personnel. The assignment is therefore four to five personnel below the Study's low-hazard benchmark of 21. Reaching that benchmark requires additional resources through the initial assignment, automatic aid, or escalation. When an engine replaces the ladder, aerial capability must also be addressed separately.

The Study examined 520 TMFPD-origin first-alarm structure responses from the complete calendar years 2022 through 2025, excluding explicitly identified training, duplicate, and other-response-code records. Recorded apparatus arrivals were converted to personnel equivalents using consistent normal-staffing assumptions. Because apparatus identifiers and response codes changed during this period, the historical analysis evaluates personnel assembly without assuming that the documented first-alarm apparatus pattern governed every incident in all four years.

Table 14-7. TMFPD historical assembly of a 16-person equivalent, 2022–2025[3]

Year	Included incidents	Incidents reaching 16-person equivalent	Median assembly time for incidents meeting threshold	90th-percentile assembly time
2022	107	16	30:57	45:12
2023	141	16	23:31	45:13
2024	126	25	25:46	37:09
2025	146	20	23:09	49:19
Combined	**520**	**77**	**25:27**	**48:15**

Across the four-year period, 77 incidents recorded cumulative arrivals equivalent to at least 16 personnel. Among these incidents, half reached the threshold within 25 minutes 27 seconds of entry into the dispatch queue, and 90 percent within 48 minutes 15 seconds. The annual results describe relatively small completed samples and do not establish a consistent trend in performance. The 16-person measure describes the assembly of a force comparable in size to the base first alarm; it does not represent attainment of the Study's 21-person low-hazard benchmark.

Cumulative arrivals must also be distinguished from personnel available at the same time. When units that had already departed or cleared were excluded, 72 incidents reached the 16-person equivalent. Eighteen incidents accumulated a 21-person equivalent, while 15 reached that total with the counted units still recorded as present. Some higher-threshold arrivals occurred during extended operations. These results reinforce the distinction between initial force assembly and the addition or replacement of resources over the course of an incident.

The incident counts are not compliance rates. First-alarm resources may be canceled or reassigned as incident conditions become clearer. Of 2,659 individual unit-response records without a staged or on-scene timestamp, 2,175 were marked "Cancel Enroute." These records document responses that did not continue to arrival and should not be classified as late arrivals. A complete ERF assessment additionally requires the appropriate apparatus, qualifications, and task capability for the incident. The queue-entry clock used here must also be aligned with the applicable objective before a time-standard comparison is made.

Travel was the largest measured component of personnel assembly. For the unit whose arrival completed the 16-person threshold, the median en-route-to-arrival interval was 17 minutes 57 seconds, compared with a median turnout interval of 1 minute 15 seconds. Travel was the largest response component in 66 of the 77 completed assemblies, or approximately 86 percent. This finding remained consistent when the analysis excluded personnel credits for tenders and separately identified chief, prevention, and safety resources. The results support particular attention to the travel required of reinforcing companies, while not establishing how much of that travel could be avoided.

Later assignment also contributed to some longer assemblies. In 31 incidents, the unit completing the 16-person threshold received its arrival-producing assignment more than two minutes after the first assignment. These intervals can reflect escalation, reassignment, or changing resource needs

[3] Times are minutes, measured from Time Sent To Queue to the recorded arrival completing the threshold. Both medians and 90th percentiles include only incidents reaching the threshold. Personnel equivalents represent assumed normal staffing of recorded TMFPD resources, rather than verified incident-date crew counts or a complete accounting of partner resources.

and should not automatically be characterized as dispatch failures. The expanded sample did not establish a clear relationship between assembly time and nighttime conditions, broad geographic classification, or recorded concurrent engine and aerial commitments.

TMFPD's principal operational priorities are to provide the force required by the incident risk and to reduce avoidable delays in assembling reinforcing resources. This includes selecting suitable available companies, incorporating additive automatic-aid resources where appropriate, and promptly expanding assignments when incident conditions warrant. The findings support reviewing reinforcing-company travel and assignment timing alongside the personnel and apparatus composition of the response. Headcount, simultaneous availability, apparatus capability, qualifications, and task assignments remain complementary requirements for a complete effective response force.

14.6 Company Staffing and Deployment Alternatives

Company staffing affects what a crew can do immediately and how many separate functions can proceed at the same time. A three-person engine normally consists of an officer, driver or pump operator, and one firefighter. That crew can begin important work, including deploying an initial attack line, but it has limited ability to divide among pump operation, command, entry, search, backup, water supply, accountability, and other functions while maintaining safe crew integrity.

A fourth member can allow another coordinated function to begin or can keep the company intact while the officer manages conditions and accountability. The operational effect is therefore greater than a simple increase of one person. It is most important before reinforcement arrives, particularly where later companies have long or unreliable travel times.

Four-person staffing is not a complete ERF solution by itself. It does not replace an aerial, battalion chief, safety officer, sustained rapid-intervention capability, water-supply resource, medical support, or specialized qualification. Conversely, adding vehicles without adequate staffing can increase the number of apparatus at the scene without producing a task-complete force.

Annex H compares the required staffing and deployment alternatives in detail. The principal structure-fire implications are as follows.

14.6.1 All-Four-Person Company Staffing

If the documented Sparks companies were staffed with four personnel, the standard first-alarm count would increase from 16 to 21 and the cumulative second-alarm count from 22 to 29. Those totals equal the Study's low- and medium-hazard personnel benchmarks.

Under the all-four-person case, TMFPD's modeled first-alarm count would increase from 16–17 to 20, one below the low-hazard benchmark of 21. This configuration includes two battalion chiefs, four four-person engine or ladder companies, and one two-person TM medic. Higher company staffing therefore improves TMFPD's early task capacity but does not eliminate the need to review the number and type of companies on the assignment. Second-alarm planning should separately account for the cumulative personnel and apparatus needed to meet the medium-hazard benchmark of 29.

14.6.2 All-Three-Person Company Staffing

If Reno's affected companies were staffed with three personnel, its standard first-alarm count would decline from 33 to 27, its high-risk first-alarm count from 41 to 33, and its cumulative second-alarm count from 46 to 37. The standard assignment would remain above the low-hazard personnel benchmark but would fall below the medium-hazard benchmark. The second-alarm total would

remain below the high-hazard benchmark. This alternative would reduce early task capacity and increase dependence on additional apparatus.

14.6.3 Geographic Hybrid

The geographic hybrid evaluated in Annex G uses four-person staffing for selected urban and suburban companies and three-person staffing in selected rural and WUI areas. It captures much of the added fixed capacity of the all-four-person alternative while targeting personnel to areas with higher demand or greater need for simultaneous early tasks. The model adds 13 daily seats, compared with 17 under the all-four-person case.

The planning-level analysis identifies the hybrid as a targeted alternative, but it does not determine the final placement of every added position. Implementation requires shift- and company-level deployment decisions using current incident demand, fire risk, later-company travel, concurrent calls, mutual-aid availability, WUI responsibilities, and the financial evaluation in Chapter 30. Staffing additions should proceed through the funding, labor, and governing-body approval steps established in Part 9.

14.6.4 Flexible and Cross-trained Deployment

The Study evaluated redistribution, tiered ALS/BLS deployment, cross-trained personnel, and dynamic or peak-period staffing. Each can improve a specific part of the system, subject to the following limits:

1. Redistributing personnel or apparatus can strengthen one assignment while weakening the area from which the resource is moved. The Study's planning-level analysis considered both the receiving-area benefit and the donor-area effect; any implemented change requires field validation and ongoing monitoring of both areas.
2. Tiered ALS/BLS deployment can preserve advanced medical resources for calls that require them and may improve company availability. It does not add structure-fire personnel unless the responding crew is staffed, qualified, equipped, and assigned to the fire response.
3. Cross-trained personnel can support both fire and EMS missions, but they count only once. A crew committed to an ambulance or specialty apparatus cannot be counted simultaneously on its engine or ladder company.
4. Peak-period staffing can add capacity during predictable workload periods or elevated seasonal risk. It does not create a 24-hour ERF unless the added resource is continuously staffed and incorporated into the alarm assignment.

The staffing models are planning alternatives, not authorized regional endpoints. Moving an alternative into operation requires shift-level validation, labor and legal review, financial analysis, service-equity review, and governing-body approval. The evidence supports preserving the existing staffed-company baseline while using targeted fixed and flexible staffing investments where they produce a documented improvement in task execution, company availability, ERF assembly, ALS coverage, or system resilience.

14.7 Geography and Regional Resource Sharing

ERF reliability is a regional network issue. A first-due station may provide an early initial arrival while the second, third, and later companies travel from several other stations. The practical capability of an area therefore depends on later-company travel, unit availability, staffing, qualifications, and concurrent demand as well as the location of the closest station.

14.7.1 Service Environment

Urban areas generally have a denser station-network and a wider selection of engines, aerials, command officers, and specialty resources. That density can improve assembly. It can also be offset by high call volume, repeat locations, complex occupancies, and simultaneous incidents that commit nearby companies.

Suburban and growth areas may have acceptable first-unit access but less reinforcement depth. The North Valleys, Spanish Springs, western approaches, and South Reno-Galena areas require continued attention to the travel and availability of second and later companies as development and incident demand increase.

Rural and WUI areas face longer reinforcement travel, fewer alternate routes, limited water supply, seasonal access problems, communications constraints, evacuation demands, and extended incident commitments. A structural-fire ERF benchmark remains relevant to a building fire in these areas, but it does not describe the complete force required for a vegetation or WUI incident. Wildland operations may require typed engines, tenders, hand crews, dozers, aircraft, evacuation coordination, structure-protection groups, and extended logistical support.

Community and occupancy conditions can increase the consequences of delayed assembly or add specific operational needs. Limited mobility, assisted evacuation, language and communication barriers, medical dependence, secure movement, high occupant load, and difficult property access should be addressed through risk classification, pre-incident planning, evacuation planning, and incident command. These conditions help identify where ERF performance deserves closer review; they do not change the required fireground tasks solely because an incident occurs in a particular census tract.

14.7.2 Mutual Aid and Closest-Appropriate-Unit Response

Regional response can improve ERF assembly when a neighboring company is closer, when the home department's company is already committed, or when a required apparatus or capability is better positioned across a jurisdictional boundary. The benefit may apply to the first unit, second company, aerial, command officer, safety function, rapid-intervention capability, or complete force.

The following controls are essential:

1. The selected unit must be available, staffed, equipped, qualified, and authorized to perform the assigned function.
2. The run card and aid agreement must identify whether the partner company substitutes for a home-department company or is added to the original assignment. A substitute may improve arrival time without increasing the number of personnel. An added company may improve both time and force size.
3. The response must consider the effect on the area from which the company is drawn. Improving one incident should not create an unacceptable coverage or specialty-capability gap elsewhere.
4. Shared CAD and AVL can improve regional visibility and unit selection, but they do not create additional resources. Common status definitions, capability typing, and override rules are required.
5. Alarm escalation adds resources but also adds request, dispatch, turnout, travel, and availability time. A second-alarm total should not be reported as though it were timely first-alarm performance.

Cross-staffed resources require particular care. When a crew transfers from an engine, ladder, medic, or other company to a specialty apparatus, the source company is no longer fully available. Both resources cannot be counted at the same time unless a separate crew is provided.

Reno-Tahoe Airport Fire Department resources are also subject to airport-specific mission, index, staffing, vehicle, and continuity requirements. They should not be treated as unrestricted municipal ERF capacity.

The available records do not contain complete historical cross-department AVL, staffed-unit status, qualifications, and task chronology. The Study can therefore identify geographic opportunities for regional response, but it cannot reconstruct the closest available task-capable assignment for every past incident.

14.8 Findings and Implications for the Report

14.8.1 First Arrival and Complete Force Measure Different Capabilities

The first-arriving company can assess conditions, begin rescue or fire attack, and request additional resources. A complete structure-fire response requires additional people and apparatus to perform several essential tasks at the same time. Accordingly, first-arrival performance is not treated in this report as evidence that an ERF can assemble reliably.

14.8.2 Mutual Aid and Closest-Appropriate-Unit Response

Regional response can improve ERF assembly when a neighboring company is closer, when the home department's company is already committed, or when a required apparatus or capability is better positioned across a jurisdictional boundary. The benefit may apply to the first unit, second company, aerial, command officer, safety function, rapid-intervention capability, or complete force.

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The selected unit must be available, staffed, equipped, qualified, and authorized to perform the assigned function.

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Reno-Tahoe Airport Fire Department resources are also subject to airport-specific mission, index, staffing, vehicle, and continuity requirements. They should not be treated as unrestricted municipal ERF capacity.

The Study's geographic modeling and historical personnel-assembly findings support coordinated selection of reinforcing companies and appropriately configured automatic-aid assignments. Implementation should use current unit location, staffed-unit status, qualifications, and apparatus capability to select suitable resources, with routine monitoring of complete-force assembly and coverage in the areas supplying assistance.

14.8.3 Company Staffing Affects Early Task Capacity

Four-person staffing can improve the number of functions that begin before reinforcement arrives and can reduce the number of apparatus needed to assemble a personnel total. The benefit is strongest where the added member resolves a specific task or reliability problem. A uniform staffing decision should not be made without examining risk, later-company travel, workload, WUI obligations, apparatus needs, labor implications, and cost.

The staffing and deployment alternatives annex provides the detailed comparison of all-four-person, all-three-person, geographic-hybrid, tiered ALS/BLS, cross-trained, and peak-period alternatives. Chapters 22 and 30 address the associated policy, labor, and financial considerations.

14.8.4 Historical Personnel Assembly and Complete ERF Performance

The historical analyses establish personnel-equivalent assembly times for Reno in 2025, Sparks across 2021–2025, and TMFPD across 2022–2025. Among Reno's 1A incidents reaching the 21-person equivalent, the 90th-percentile assembly time was 12 minutes 55 seconds from call entry. Among Sparks incidents reaching the 16-person equivalent, the five-year 90th-percentile assembly time was 20 minutes 28 seconds from CAD call entry; the corresponding 2025 result was 21 minutes 41 seconds. Among TMFPD incidents reaching the 16-person equivalent, the 90th-percentile assembly time was 48 minutes 15 seconds from entry into the dispatch queue. These results describe different personnel thresholds, incident populations, periods, and starting clocks and should not be treated as a direct departmental comparison or as ERF compliance rates.

Cumulative personnel arrivals must also be distinguished from a force available at the same time. In Sparks, 39 incidents in 2025 reached the cumulative 16-person equivalent, while 36 reached that threshold with the counted units simultaneously recorded on scene. The latter group had a 90th-percentile assembly time of 18 minutes 59 seconds. In TMFPD's four-year analysis, 77 incidents reached the cumulative 16-person equivalent, while 72 reached that threshold with the counted units still recorded as present. These findings demonstrate why performance reporting should distinguish initial force assembly from resources arriving and departing during extended operations.

Reinforcing-unit travel was the largest measured component in approximately 91 percent of the analyzed Reno assemblies, 92 percent of the analyzed Sparks assemblies in 2025, and 86 percent of the analyzed TMFPD assemblies. The findings support attention to reinforcing-company selection, travel, and assignment timing. Chapter 19 establishes the regional measurement framework for distinguishing personnel assembly from the simultaneous availability of the apparatus, qualifications, and task assignments required for a complete ERF. Routine performance reporting should apply those definitions without treating the Study benchmarks as existing compliance requirements.

14.8.5 Regional Deployment Can Improve Access but Does Not Create Capacity

The Study's fixed-station, boundary, and regional-deployment modeling shows how closest-appropriate-unit response, automatic aid, shared CAD, and common AVL can improve access to existing personnel and apparatus. The historical personnel-assembly findings reinforce the importance of reducing avoidable travel by reinforcing companies and assigning suitable resources

promptly as incident needs become known. The operational benefit depends on correct unit selection, additive versus substitutive counting, and protection of the donor area. After implementation, the departments measure complete-force assembly and system resilience as well as first arrival.

These operating improvements should proceed through Regional Alignment and the staged dispatch and technology implementation described in Part 9. Dispatch investments should follow Chapter 35's recommended program and the applicable funding, readiness, and approval requirements.

14.8.6 Structural Decisions Require Measured Operational Benefit

The ERF findings do not independently justify removing or consolidating a staffed company or station or adopting a uniform regional staffing reduction. Station relocations justified by facility condition, hazard exposure, or network needs should preserve the required operational capacity and account for first-arrival and reinforcing-company access. Any change should demonstrate improved task execution, assembly, availability, or resilience without creating an unacceptable gap elsewhere.

The near-term course is to preserve the existing company network, adopt common risk and task definitions, pilot or implement selected additive options identified by the planning-level analysis for documented first-alarm gaps, and incorporate complete task-capable assembly into routine performance monitoring. These actions carry forward the deployment strategy in Chapter 19, the policy and staffing framework in Chapter 22, the regional-response opportunities in Chapters 10 and 16, and the financial decisions in Chapter 30.

Implementation should proceed through the near-term Regional Alignment framework while the jurisdictions pursue the parallel, conditional pathway toward a legislated Regional Fire Authority. That pathway does not require Regional Alignment to fail first and remains subject to public support, required approvals, sustainable funding, and operational readiness under Part 9.

PART 4: GROWTH MODELING AND FUTURE NEEDS

Chapter 15: Projected Growth, Emerging Risk, and 2031 Service Demand

Response times are a direct product of how resources are allocated relative to demand. As communities grow, response times typically get slower unless resource allocation keeps pace: traffic congestion increases, call volume rises, and first-due units are more frequently unavailable, requiring backfill from more distant units with longer travel times. This is a structural, predictable consequence of growth, not a sign of declining agency performance.

Deployment improvements such as AVL-driven closest-unit boundary drop and reduced duplicate responses can meaningfully improve response times at comparatively low cost and are discussed throughout the Study. But these measures alone cannot offset the effects of sustained growth. The most direct and reliable way to preserve response performance over the long term is adding stations, apparatus, and staffing commensurate with projected demand — and the central question for jurisdictions is ensuring that investment keeps pace with the growth driving it.

Growth is not only a regional total. Its operational significance depends on where new demand occurs, which station catchments receive it, and whether hazard, vulnerability, and fixed-network access concerns coincide.

15.1 Purpose and Principal Conclusions

This chapter evaluates how population growth through 2031 is expected to change fire and emergency medical service demand across the Reno Fire Department, Sparks Fire Department, and Truckee Meadows Fire Protection District service areas. It identifies where new residents and additional incidents are expected, how that growth is distributed among station catchments, how the planned 32-station-network changes geographic access, and where growth overlaps wildfire, wildland-urban interface, social-vulnerability, and fixed-station travel concerns.

The regional forecast is moderate in percentage terms but uneven in location. Annual fire/EMS incidents are projected to increase from 97,215 in 2025 to approximately 102,654 in 2031, an increase of 5.6 percent. Urban areas account for most of the additional annual incidents, while Suburban and Rural/WUI areas receive nearly half of the projected population increase. This outward distribution matters because peripheral stations are generally farther apart, road networks provide fewer alternate routes, and major incidents may depend more heavily on cross-boundary or second-due resources.

The planned station-network improves access in important locations but does not distribute new capacity in proportion to projected growth. S6 has already reduced reliance on E41 in northeast Sparks, yet its geographic catchment is projected to grow by approximately 32 percent. T35 materially improves the Patrick/Waltham area but does not relieve the S6 growth corridor. The planned Reno Station 1 location causes a substantial redistribution of central Reno station catchments rather than a net increase in the number of Reno stations.

15.2 How the 2031 Forecast Was Constructed

15.2.1 Regional Population and Incident Baselines

The population forecast begins with the TMRPA 2024 Consensus Forecast. It uses a forecast county population of 520,826 for 2025 and 551,298 for 2031. The resulting projected increase is approximately 30,472 residents, or 5.9 percent. The geographic model places approximately 30,442

of those residents within the mapped Study geography; the small difference reflects allocation and rounding controls. Throughout this chapter, “projected population increase” means the modeled increase from 2025 through 2031 unless another period is stated explicitly.

The incident baseline contains 97,215 unique fire/EMS events recorded during 2025 after overlapping records among the three agencies were reconciled so that the same regional incident was not counted more than once. Of those events, 96,386 could be assigned to the road-network model and a station catchment. The remaining 829 events are included in the regional incident total but are not used to estimate station-level geography.

15.2.2 Two Methods for Locating Forecast Growth

The forecast places population growth in two ways. First, 184 named development locations were identified from the public planning and development records used in the growth model. They include subdivisions, planned-unit developments, apartments and townhomes, infill projects, redevelopment, and residential conversions at varying stages of planning or construction. Each is represented by a point within the project area. Inclusion in the model does not constitute a land-use approval finding and does not guarantee that every unit will be occupied by 2031.

Second, the portion of county growth that could not be linked to a specific named development was distributed among 356 Census block-group locations. These locations represent the expected background growth of existing neighborhoods and dispersed development. Their representative points are used only to place the block group’s forecast growth on the road network; they are not proposed projects or precise development sites.

In the table below, the forecast distributes the countywide 2025-2031 population increase between identifiable development locations and the remaining small-area growth. “Development location” refers to a mapped planning or development record, not a fire-department project.

Table 15-1. How forecast growth was placed geographically

Forecast component	Locations	Projected population increase, 2025-2031	Share of population increase	Additional annual incidents by 2031	Share of incident increase	Geographic meaning
Named development locations	184	24,353.9	80.0%	4,231.8	77.8%	Project or planned-development representative point
Census block-group growth	356	6,088.5	20.0%	1,207.3	22.2%	Block-group representative point; exact location unknown
Regional modeled total	540	30,442.3	100.0%	5,439.0	100.0%	All forecast locations

This table shows that most forecast growth is associated with identifiable development locations, but the block-group component is necessary to represent growth that cannot be tied to a named project.

Named development locations account for approximately 24,354 residents—80 percent of the mapped increase—and about 4,232 additional annual incidents. The block-group component accounts for the remaining 6,088 residents and 1,207 incidents. Using both components avoids concentrating all future demand at named projects and avoids omitting growth expected within existing neighborhoods.

15.2.3 From Population Growth to Incident Demand

The model estimates the additional annual incidents associated with each location using the small-area relationship between population, demographic characteristics, housing, and 2025 incident rates. The estimate is a planning forecast of demand exposure, not a prediction that a particular address will generate a specific number of calls. Nonresidential activity, major institutional openings, tourism, daytime population, special events, dispatch changes, and changes in healthcare use may produce demand not fully represented by the residential model.

Station assignments are fixed-road geographic estimates. A “same-agency” assignment identifies the closest modeled station operated by the agency responsible for the territory. A “regional” assignment identifies the closest participating-agency station without regard to jurisdiction. Neither estimate includes live unit location, unit availability, traffic, turnout, apparatus suitability, dispatch rules, simultaneous incidents, move-ups, or effective response force assembly. These factors are addressed in the operational portions of the Study and remain necessary when interpreting the geographic findings below.

15.3 Current Service Demand and the 2031 Regional Outlook

Regional annual incident demand is projected to increase by approximately 5,439 incidents between 2025 and 2031. Adding this increase to the 97,215-event 2025 baseline produces a 2031 forecast of approximately 102,654 annual incidents. The road-routable portion increases from 96,386 to approximately 101,436 incidents, or 5.2 percent.[4]

The regional percentage understates the operational significance of growth in the most affected areas. A five- to six-percent increase spread uniformly across the region would be comparatively easy to absorb. The model instead shows geographic and station-catchment increases ranging from minimal change to more than 30 percent. The location and timing of growth therefore matter more for deployment than the regional percentage alone.

15.4 Growth Compared with Station-Site Expansion

The station-network is expected to expand more slowly than population and incident demand through 2031. Using the TMRPA 2024 Consensus Forecast values, county population is projected to increase from 526,529 in 2026 to 551,298 in 2031, or 4.7 percent. Routed incident demand increases 5.2 percent from its 2025 baseline. The number of staffed station sites increases from 31 to 32, or 3.2

[4] The difference between the regional and routed totals consists of incidents or growth locations that could not be assigned to the road network with adequate confidence; those records remain in the regional forecast rather than being treated as zero demand. A sensitivity calculation that treated every unresolved potential cross-agency duplicate as a duplicate produced a 2031 estimate of approximately 102,516 incidents, or about 138 incidents below the adopted forecast and roughly one-tenth of one percent of the regional total. Uncertainty in the remaining duplicate candidates does not materially change the scale or geographic direction of the 2031 outlook.

percent. Consequently, the regional ratio of routed incidents per staffed site rises by approximately 2.0 percent even after T35 is included.

This comparison is a network-level capacity warning, not a determination that every station is inadequate. Station sites differ in the number and type of companies they house, staffed unit hours, apparatus, first-due availability, utilization, facility condition, and ability to assemble an effective response force. Those operational characteristics are evaluated elsewhere in the Study. The significance of the site-count comparison is that the planned physical network does not, by itself, offset projected demand growth and that capacity will need to be preserved or expanded within the most affected catchments.

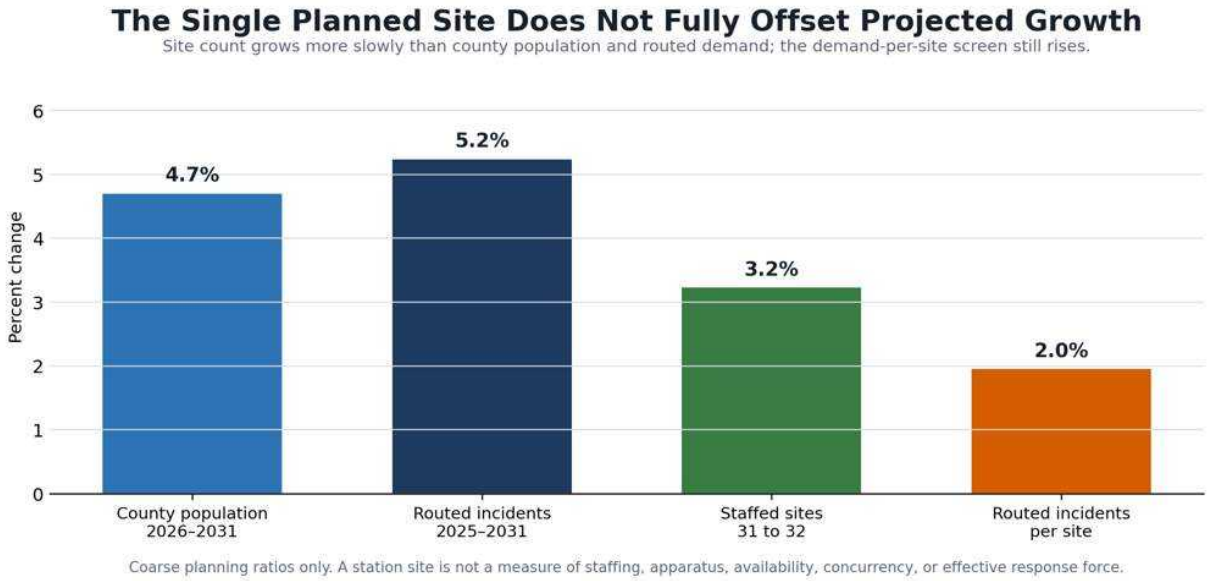
Table 15-2. Regional growth and station-site comparison

Indicator	Baseline	2031 condition	Change	Meaning
County population	526,529 - 2026 TMRPA forecast	551,298 - 2031 TMRPA forecast	+4.7%	Forecast-to-forecast population change from the current station-network year
Routable annual incidents	96,386 in 2025	101,435.7	+5.2%	Events that can be assigned to station catchments
Staffed station sites	31 as of July 2026	32	+3.2%	T35 added; planned R1 replaces current R1
Routable incidents per site	3,109.2	3,169.9	+2.0%	Regional ratio; not a company utilization measure
County population per site	16,984.8	17,228.1	+1.4%	Regional ratio; not first-due population

This table shows that population and incident demand are projected to grow faster than the number of staffed station sites through 2031. The difference is meaningful for planning, although site count alone does not measure deployed capacity.

In Figure 15-1 below, each bar uses the period stated below it. The population bar uses the TMRPA forecast period from 2026 through 2031 because the current station inventory is dated 2026; the incident bar uses the 2025 CAD baseline; the station bar compares 31 current sites with 32 planned sites. The final bar is the resulting change in routable incidents per site.

Figure 15-1. Population, annual incident demand, station sites, and incidents per site through 2031.



Source: county population controls, 2025 regional event file, and current/future station-network; project analysis, Sept. 2026.

Population and incident demand are projected to grow faster than the number of staffed station sites. Because growth is concentrated rather than uniform, the effect will be most pronounced at S6, S3, R12, R14, R11, R9, and specific TMFPD catchments rather than equally distributed across the system.

15.5 Geographic Distribution of Projected Growth

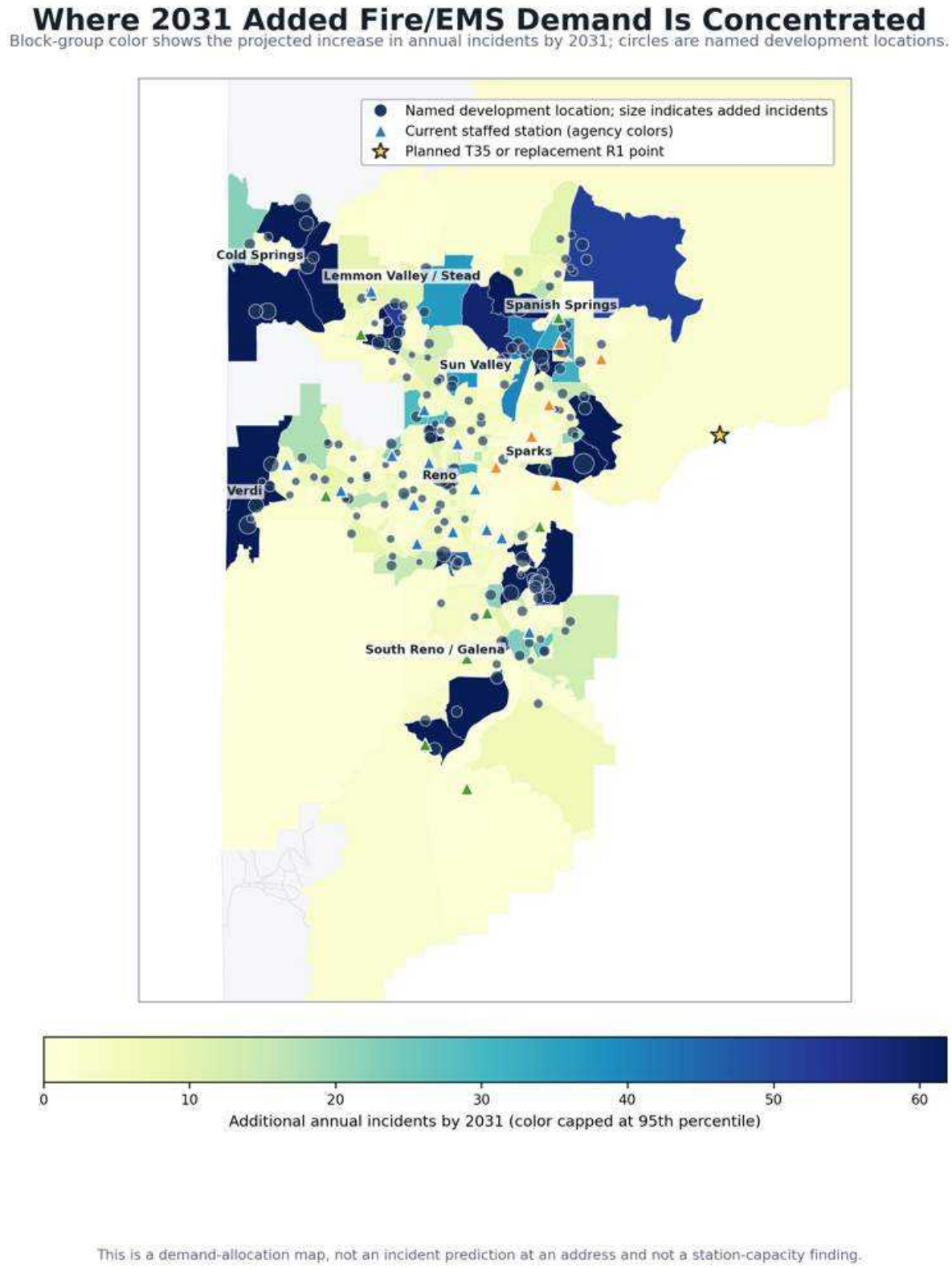
15.5.1 Regional Growth Pattern

Projected growth is distributed across the metropolitan core, suburban expansion areas, and outlying communities. The largest identifiable development-related concentrations include Copper Canyon, Reno Revival, Evans Ranch, Santerra/Quilici, Kiley Ranch North, Stonegate, Silver Hills, South Meadows III, the Plumas Street redevelopment area, Meridian 120, Mortensen Ranch, Sonoma Highlands, Daybreak, Pioneer Meadows, and Highland Valley. These names identify locations in the planning dataset; they do not indicate that every project will be completed on the same schedule or at the same scale.

The block-group component adds smaller growth increments throughout existing neighborhoods. Together, the two components produce concentrations in the North Valleys, Spanish Springs and Kiley/Wingfield areas, western Reno and Verdi approaches, central Reno redevelopment areas, South Reno and Galena, and several Rural/WUI communities. This distribution explains why some station catchments increase much faster than the region as a whole.

In Figure 15-2 below, the block-group color represents the projected increase in annual incidents by 2031, with the color scale capped at the ninety-fifth percentile so moderate concentrations remain visible. Circles show named development locations and are sized by their projected incident increase. Agency-colored triangles show current staffed stations. Yellow stars show T35 and the planned R1 location.

Figure 15-2. Projected 2025-2031 fire/EMS demand growth by block group and named development location



Source: regional growth model, 2024 Census block groups, and current/future station-network; project analysis, Sept. 2026.

As Figure 15-2 above shows, the regional forecast is not an equal percentage applied to every part of Washoe County. Several peripheral and boundary-interface block groups contain concentrated future demand, while many surrounding block groups show little change. Central Reno continues to have the highest existing incident volume, but several outlying catchments experience faster percentage growth.

Table 15-3. Areas, or corridors, that are anticipated to see the highest grow rates

Planning corridor	Added residents by 2031	Additional annual incidents
North Valleys / north Reno	8,297	1,097
Spanish Springs / northern Sparks	5,895	816
West Reno / Verdi	3,363	547
South Reno / Foothill–Thomas Creek	4,195	798
East Sparks / southeast Reno / Hidden Valley	2,443	607

Annex I presents a 2031 Growth Corridor Atlas, with maps by jurisdiction, and a data set of all 530 modeled growth areas is being provided to the jurisdictions separately.

15.5.2 Growth by Service Environment

The table below reports the population increase and additional annual incidents expected by 2031. Percentages are shares of the regional increase, not percentages of existing population or existing incidents.

Table 15-4. Distribution of projected growth by service environment, 2025-2031

Service environment	Forecast locations	Projected population increase, 2025-2031	Share of regional population increase	Additional annual incidents by 2031	Share of regional incident increase
Urban	408	15,339.9	50.4%	3,100.9	57.0%
Suburban	45	6,558.5	21.5%	715.5	13.2%
Rural/WUI	85	8,458.8	27.8%	1,613.1	29.7%
Special use	2	85.2	0.3%	9.6	0.2%

This table shows that urban areas forecast to receive the largest absolute demand increase. Suburban and Rural/WUI areas together are forecast receive nearly half of the projected population increase and approximately 43 percent of the additional annual incidents.

Urban areas receive approximately 15,340 additional residents and 3,101 additional annual incidents, representing 50 percent of the projected population increase and 57 percent of the projected incident increase. Suburban areas receive approximately 6,559 residents and 715 incidents. Rural/WUI areas receive approximately 8,459 residents and 1,613 incidents. Suburban and Rural/WUI areas therefore receive approximately 49 percent of the new residents and 43 percent of the additional incidents even though they contain only about 18 percent of the 2020 small-area population used to establish the service-environment geography.

This is the central outward-growth finding. It does not mean that most future incidents will occur outside the urban core; the existing Urban service environment will continue to generate most regional demand. It means that a disproportionate share of the increase will occur in areas where station spacing, road connectivity, WUI conditions, winter access, water supply, and cross-boundary response are more consequential.

Only locations that passed the road-routing quality checks are included in the table below. “Beyond screen” means the fixed-road estimate exceeds the Study’s lower planning screen for that service environment; it is not observed response time or standards noncompliance.

Table 15-5. Projected growth and the future fixed-station travel screen

Travel-screen result	Lower planning screen	Routing-qualified growth locations	Projected population increase at routed locations	Locations beyond screen	Projected population increase beyond screen	Share of routed population increase beyond screen
Urban	4 minutes	405	15,167.9	404	15,158.8	99.9%
Suburban	6 minutes	42	4,290.3	31	3,777.5	88.0%
Rural/WUI	10 minutes	74	8,298.8	3	1,380.3	16.6%

This table shows that the strict four-minute Urban benchmark is exceeded at nearly all routed Urban growth locations. The more decision-relevant peripheral results are the Suburban and Rural/WUI locations beyond their six- and ten-minute screens.

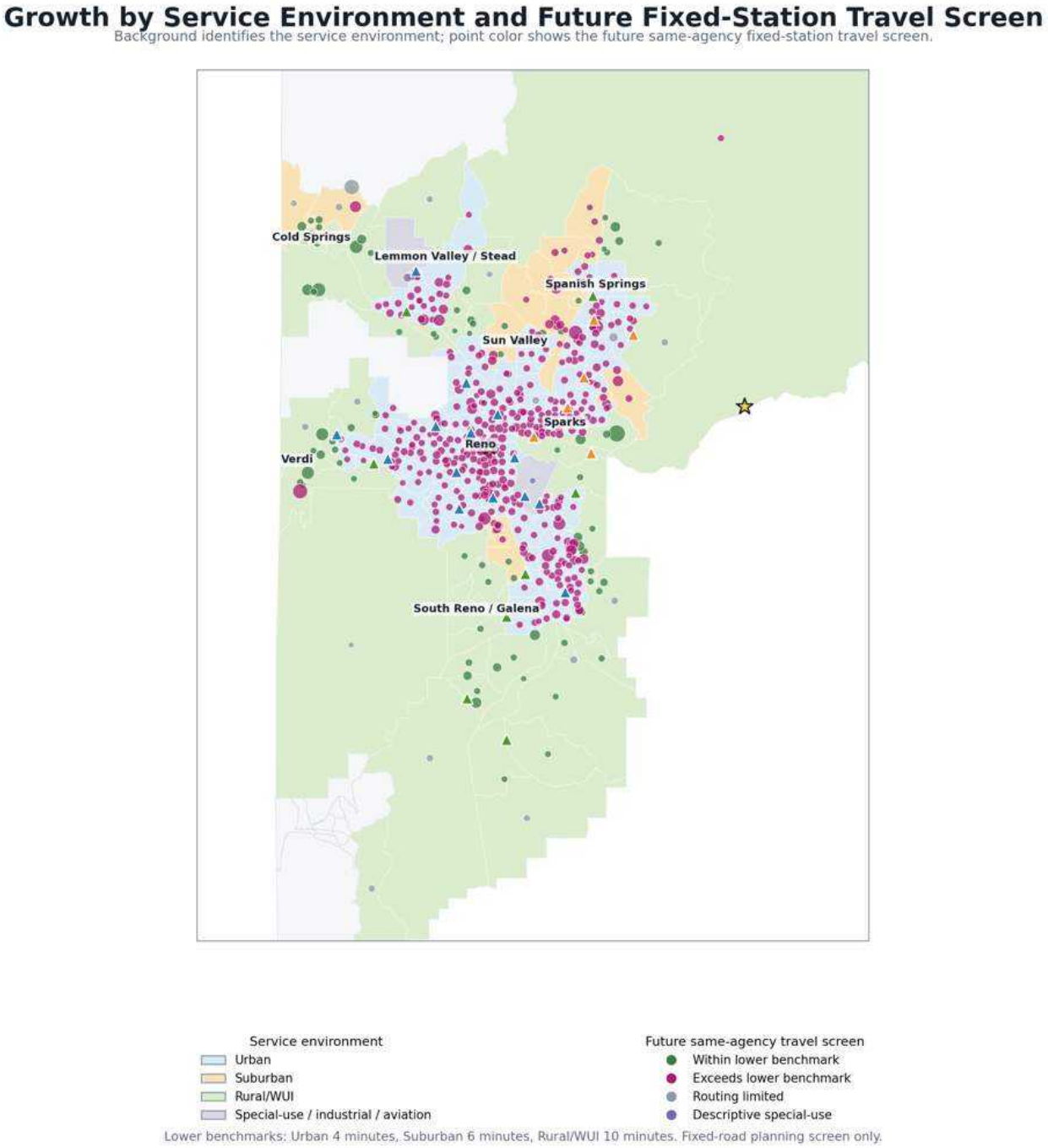
The two Special-use locations are excluded from the comparison because the industrial/aviation category is descriptive and does not have a lower travel screen.

The four-minute Urban screen is intentionally stringent: 404 of 405 routed Urban growth locations are beyond it. That result does not mean nearly all new urban residents will receive inadequate service. It means the fixed-road portion of travel alone is longer than the lower planning screen at the representative point. The screen excludes dispatch processing, turnout, actual traffic, unit availability, and incident-specific access, and it is not the adopted compliance measure used to judge observed agency performance.

The Suburban and Rural/WUI results are more useful for distinguishing peripheral access. Thirty-one Suburban locations, representing approximately 3,778 additional residents, are beyond the six-minute screen. Three Rural/WUI locations, representing approximately 1,380 residents, are beyond the ten-minute screen. Most other Rural/WUI growth remains between four and ten minutes of modeled fixed-road travel - longer than an urban pattern but within the Study’s lower Rural/WUI screen.

Figure 15-3. Projected growth by service environment and future same-agency fixed-station travel screen

Note: Growth points are green when the future same-agency road estimate is within the applicable lower screen, magenta when it is beyond the screen, and gray when road routing was not sufficiently reliable. Point size represents the projected increase in annual incidents. The colors apply to the growth points, not to every acre of the surrounding map.



Source: service-environment analysis, regional growth model, and future station-network; project analysis, Sept. 2026.

Figure 15-3 identifies a broad band of Urban growth points beyond the strict four-minute screen and more selective Suburban and Rural/WUI access concerns at the metropolitan edge. It does not show that most of Washoe County is a future service-gap area. Large portions of the map contain little or no forecast population growth, and the colored points represent modeled development or block-group growth locations rather than continuous gap polygons.

15.6 Agency and Station-Catchment Effects

15.6.1 Agency Service Areas

When incidents are assigned to the closest station operated by the agency responsible for the territory, Reno receives the largest absolute increase - approximately 3,210 annual incidents - because it also has the largest 2025 baseline. Sparks receives approximately 1,332 additional incidents and has the highest percentage increase at 7.9 percent. TMFPD receives approximately 508 additional incidents, a 4.4-percent increase. T35 changes the distribution of TMFPD demand among district stations but does not change the districtwide total.

The table below assigns 2025 incidents and projected 2025-2031 growth to the closest station operated by the agency responsible for the territory. It does not estimate which agency would respond under regional closest-unit dispatch.

Table 15-6. Projected annual incident demand by agency service area

Agency	Staffed sites in 2026	Routable annual incidents in 2025	Additional annual incidents by 2031	Projected routable annual incidents in 2031	Increase, 2025-2031
Reno	15	68,027	3,210.2	71,237.2	4.7%
Sparks	6	16,868	1,331.8	18,199.8	7.9%
TMFPD	10	11,491	507.6	11,998.6	4.4%

This data shows that Reno receives the largest absolute increase; Sparks has the highest percentage increase. TMFPD growth is redistributed internally when T35 is added.

A jurisdiction-neutral station assignment produces a different distribution because the closest station is sometimes operated by an adjacent agency. Under that purely geographic lens, approximately 65,092 projected incidents are closest to Reno stations, 17,699 to Sparks stations, and 18,645 to TMFPD stations. These amounts describe geographic proximity, not an automatic-aid workload forecast. Actual agency workload depends on response-plan eligibility, unit availability, apparatus suitability, governance, and whether a closer cross-boundary resource is free to respond.

15.6.2 Station Catchments

Station-catchment growth is concentrated. S6 has the highest percentage increase at 32.2 percent and receives approximately 553 additional annual incidents. S3 is second at 25.7 percent and receives approximately 449 incidents. T39 and R14 exceed 20 percent, although both begin from smaller 2025 catchments. R12 receives approximately 549 additional incidents - nearly the same increase as S6 - but its larger baseline produces a 10.0-percent growth rate. The combination of absolute increase and percentage increase provides the most useful indication of future pressure.

In the table below, the percentage is the projected increase in annual incidents by 2031 divided by the 2025 incidents geographically assigned to the catchment. Both the number and percentage should be considered because small catchments can show high percentages.

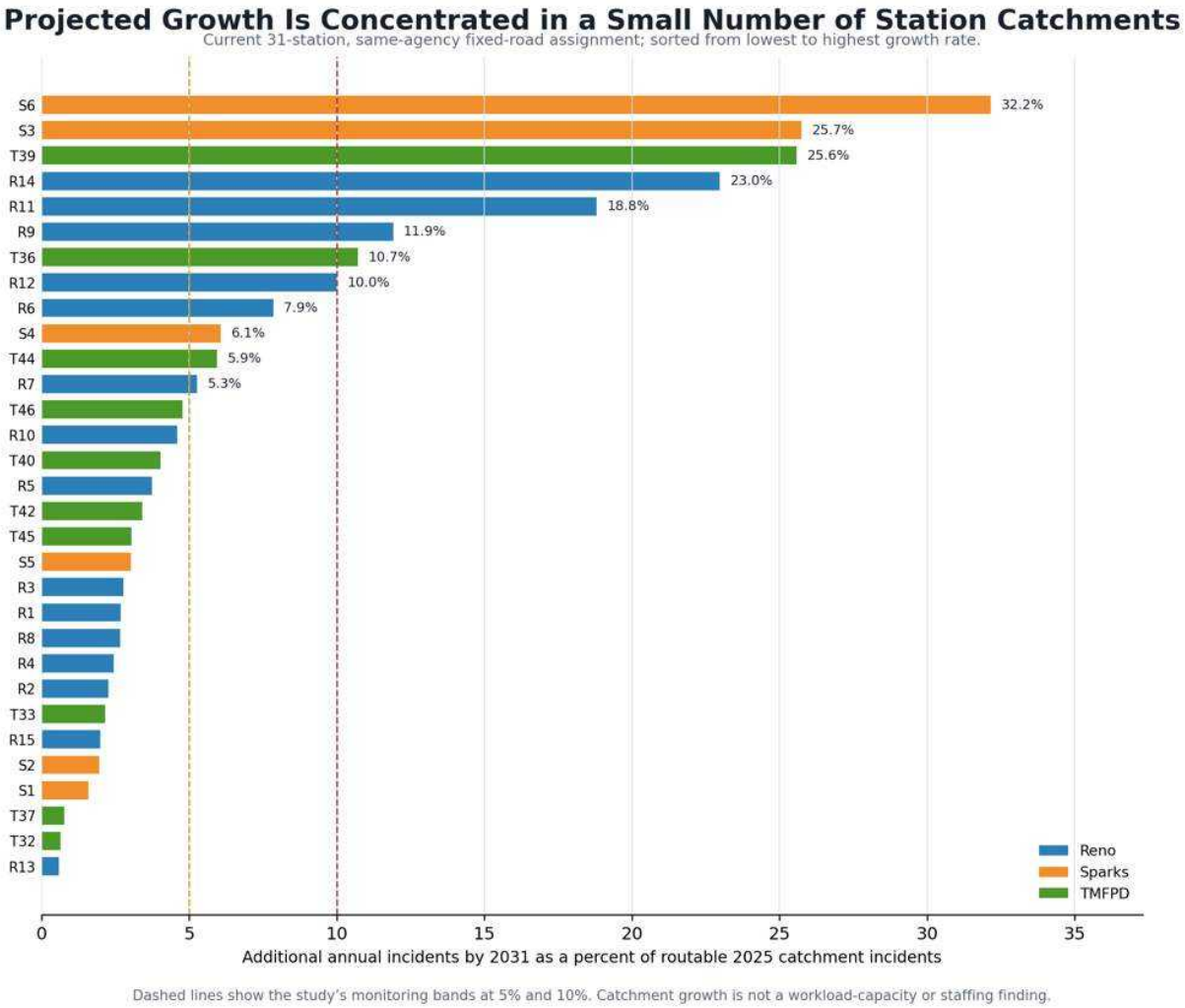
Table 15-7. Station catchments with the greatest projected growth

Station	Agency	Routable annual incidents in 2025	Additional annual incidents by 2031	Projected routable annual incidents in 2031	Increase, 2025-2031
S6	Sparks	1,718	552.6	2,270.6	32.2%
S3	Sparks	1,743	448.7	2,191.7	25.7%
T39	TMFPD	199	50.9	249.9	25.6%
R14	Reno	656	150.7	806.7	23.0%
R11	Reno	1,944	365.4	2,309.4	18.8%
R9	Reno	3,890	463.2	4,353.2	11.9%
T36	TMFPD	876	93.8	969.8	10.7%
R12	Reno	5,488	549.3	6,037.3	10.0%
R6	Reno	3,731	293.1	4,024.1	7.9%
S4	Sparks	2,024	122.9	2,146.9	6.1%

This table shows that S6 and S3 have the highest growth rates among the larger catchments. R12 also receives a large number of additional incidents despite a lower percentage increase.

Figure 15-4. Projected 2025-2031 incident growth within current same-agency station catchments.

Note: Stations are ordered by the projected percentage increase in annual incidents within the current same-agency geographic catchment. Agency colors distinguish Reno, Sparks, and TMFPD. Dashed lines at five and ten percent are Study monitoring bands, not performance standards or staffing triggers.



Source: 2025 routable event file and regional growth model; project analysis, Sept. 2026.

Figure 15-4 does not convert directly into a staffing recommendation. The Study's availability, concurrency, unit workload, effective-response-force, and facility analyses determine whether an existing company can absorb additional demand. The growth result changes the interpretation of those findings: current operational pressure at a rapidly growing station is more consequential than the same pressure in a stable catchment, while a high growth percentage at a small station may remain manageable in absolute terms.

S6 and S3 are the clearest Sparks growth-pressure locations; R12 combines a large absolute increase with an already substantial base; R14, R11, and R9 represent important Reno growth areas; and T39 has a high percentage increase from a smaller base. These locations warrant priority in the regional implementation and monitoring framework described in Section 13.14.

15.7 Sparks Station 6 and the Northeast Sparks Growth Corridor

15.7.1 Observed service redistribution

S6 has already changed the operating geography of northeast Sparks. Before the S6 configuration, E41 provided 21.9 percent of primary responses in the area for which S6 is geographically closest, averaging 1.13 primary responses per day. Under the established S6 configuration, E41's share declined to 5.6 percent and its rate declined to 0.26 per day. During a period when the S6 resource was temporarily reassigned, E41's share increased to 16.0 percent and its rate increased to 0.76 per day.

The decline and subsequent rebound provide direct evidence that S6 reduces reliance on the Station 4/E41 operating area. The period comparison does not isolate every change in staffing, demand, dispatch, or simultaneous activity and therefore does not establish a precise response-time or availability effect. It does establish that the S6 operating configuration materially redistributes primary response workload.

In the table below, the first two rows report E41 activity in the same geography during three operating periods. The remaining rows compare 2025 geographic demand with the 2031 forecast.

Table 15-8. S6 service effect and 2031 demand outlook

S6 measure	Before S6	Established S6 configuration	Temporary S6 resource reassignment	Interpretation
E41 share of primary responses in the S6-nearest area	21.9%	5.6%	16.0%	S6 substantially reduces E41 reliance
E41 primary-response rate in the S6-nearest area	1.13/day	0.26/day	0.76/day	Activity rebounds when the S6 resource is moved
S6 same-agency geographic catchment	1,718 annual events in 2025	2,270.6 annual events in 2031	+552.6 / +32.2%	Largest projected catchment growth rate
S6 regional geographic catchment	1,516 annual events in 2025	1,939.2 annual events in 2031	+423.2 / +27.9%	Jurisdiction-neutral proximity estimate
S6/T46 interface geography	126 annual events in 2025	230.3 annual events in 2031	+104.3 / +82.8%	Potential shared-response exposure; not a transfer forecast

This table shows that S6 has materially reduced reliance on E41 in northeast Sparks, but projected demand within the S6 catchment rises enough to place continuing pressure on the service improvement.

15.7.2 Projected Demand within the S6 Catchment

Twenty-five road-routable growth locations are assigned to S6 under the same-agency geographic model. Together, they represent approximately 3,789 additional residents and 553 additional annual incidents by 2031. More than half of the routable Sparks population increase and approximately two-fifths of its incident increase occur in the S6 catchment. S6 is therefore a central part of Sparks' future service network, not simply a station serving current demand.

Kiley Ranch North, Sonoma Highlands, and Pioneer Meadows are the largest identifiable contributors. Kiley Ranch North represents approximately 935 additional residents and 167 additional annual incidents. Sonoma Highlands represents approximately 941 residents and 97 incidents. Pioneer Meadows represents approximately 218 residents and 92 incidents. Differences between population and incident growth reflect the demographic and incident-rate characteristics of the surrounding block group; they are not project-specific assumptions about resident behavior.

In the table below, population and incident columns are projected increases from 2025 to 2031. The regional station column identifies the geographically closest participating-agency station and does not assign responsibility or establish available capacity.

Table 15-9. Principal development locations in the S6 catchment

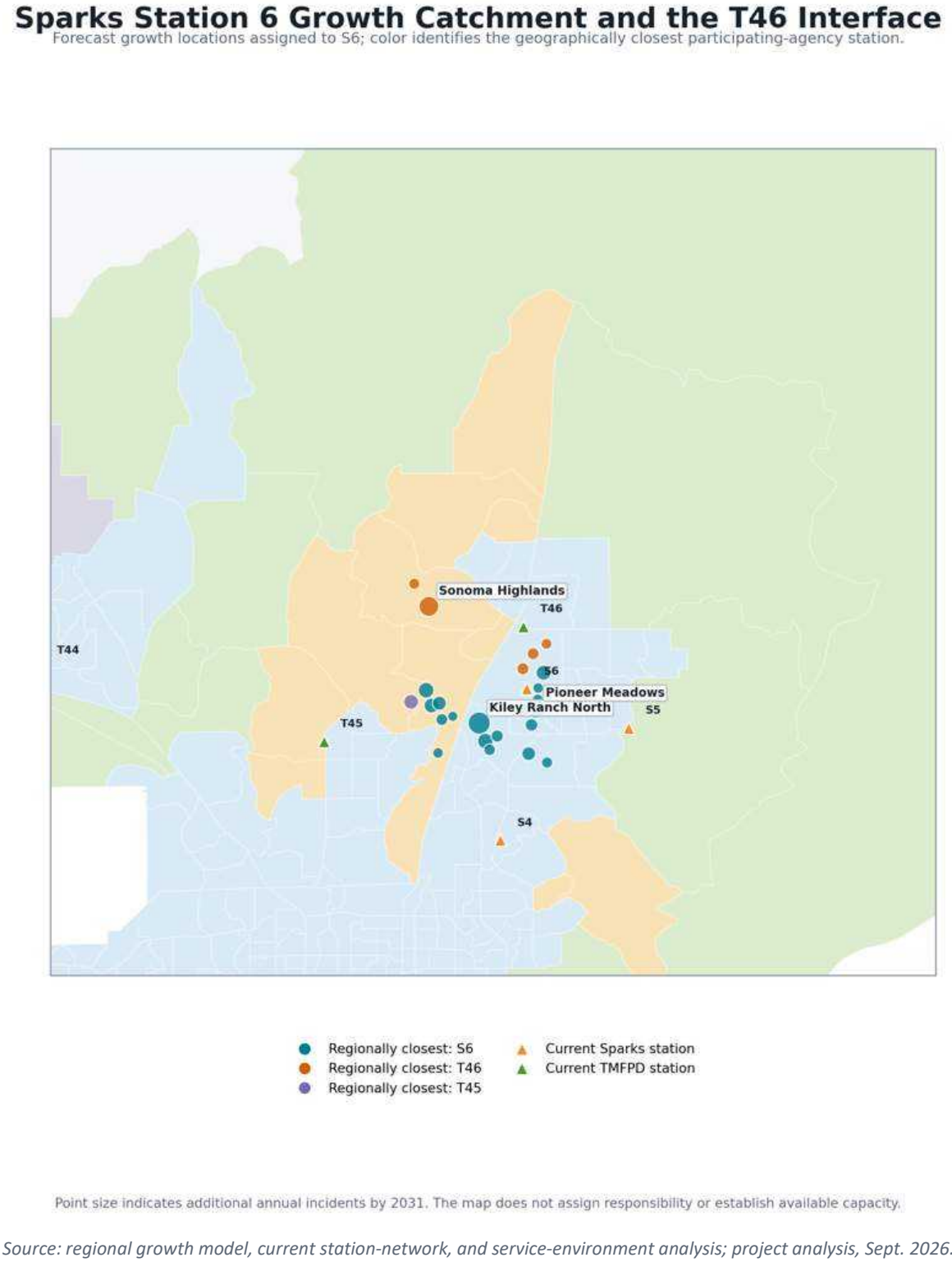
Growth location	Projected population increase, 2025-2031	Additional annual incidents by 2031	Same-agency station	Geographically closest regional station	Future same-agency road estimate	Travel-screen result
Kiley Ranch North	935.1	167.2	S6	S6	5.7 min	Exceeds planning screen
Sonoma Highlands	940.7	97.3	S6	T46	8.1 min	Exceeds planning screen
Pioneer Meadows	218.1	92.2	S6	S6	4.4 min	Exceeds planning screen
5 Ridges - Villages 9 & 10	313.8	27.8	S6	S6	7.1 min	Exceeds planning screen
Kiley Ranch North Phase 6	144.8	25.9	S6	S6	5.6 min	Exceeds planning screen
Stonebrook Phase 2	175.6	20.7	S6	S6	4.8 min	Exceeds planning screen

Growth location	Projected population increase, 2025-2031	Additional annual incidents by 2031	Same-agency station	Geographically closest regional station	Future same-agency road estimate	Travel-screen result
5 Ridges - Villages 2, 3, 4, 6, 7	239.9	20.1	S6	S6	6.8 min	Exceeds planning screen
5 Ridges - Village 8	213.1	18.9	S6	T45	7.4 min	Exceeds planning screen

This table shows that Kiley Ranch North, Sonoma Highlands, and Pioneer Meadows account for much of the projected S6 growth. Sonoma Highlands is the clearest S6/T46 boundary-interface location.

Figure 15-5. Sparks Station 6 growth catchment and the T46 boundary interface.

Note: The map shows forecast growth locations assigned to S6 when only Sparks stations are considered. Point color identifies whether S6, T46, or T45 is geographically closest when jurisdiction is ignored. Point size represents the additional annual incidents expected by 2031. The map does not assume that a TMFPD unit is available or assigned to respond.



Source: regional growth model, current station-network, and service-environment analysis; project analysis, Sept. 2026.

Growth east and southeast of S6 is generally closest to S6 under both the same-agency and regional lenses. Sonoma Highlands and several northern locations are geographically closer to T46. Annual incident exposure in the S6/T46 interface increases from 126 events in 2025 to approximately 230 by 2031. This does not mean 230 calls will transfer to T46; it means the number of incidents for which cross-boundary proximity may matter is increasing rapidly.

15.7.3 Future Service Implication

S6 is expected to preserve a shorter station path for northeast Sparks growth and reduce the need for E41 to cover the S6-nearest geography. At the same time, a 32-percent increase in its geographic catchment can consume part of that improvement through more frequent commitment of the first-due company. Stable staffing and availability at S6 are therefore central to preserving the benefit already observed.

T35 does not materially change this conclusion. The future network assigns no forecast growth location from the S6 catchment to T35, and S6's modeled demand is unchanged when T35 is added. T35 serves a different need farther east and southeast. The evidence supports continued S6 service and coordinated S6/T46 dispatch and coverage planning; it does not support reducing S6, treating T46 as guaranteed capacity, or describing T35 as relief for northeast Sparks growth.

15.8 Effect of the Planned 32-Station-network

The future network contains two changes: T35 is added at 21233 Reno Technology Parkway, and Reno Station 1 moves from its temporary operating location to the planned headquarters and Station 1 at 455 East Second Street. The latter is a relocation, not an additional Reno station. The resulting network contains 32 staffed sites.

15.8.1 TMFPD Station 35

T35 creates a new fixed-station catchment in the Patrick/Waltham area. Under the same-agency model, 202 existing 2025 events shift geographically from T37 to T35. Of those events, 145 receive a modeled reduction of at least 60 seconds, the median reduction is approximately 211 seconds, and the combined annual road-time reduction is approximately 14.5 hours. Under the jurisdiction-neutral regional model, 128 existing events shift from S3 to T35; 102 receive at least a 60-second reduction, with a median reduction of approximately 255 seconds.

No forecast 2025-2031 growth location is assigned to T35 under either geographic lens. This does not indicate that T35 lacks value. It indicates that the station's principal modeled benefit is improved access to existing Patrick/Waltham demand and associated industrial, transportation, and hazard geography rather than absorption of the major residential growth concentrations identified in this chapter.

The table below applies the future network to existing 2025 events. "Assigned to T35" means T35 becomes the closest fixed station in that geographic lens; it does not predict actual dispatch or unit availability.

Table 15-10. Geographic effect of planned TMFPD Station 35

Network change	2025 source catchment	Existing 2025 events geographically assigned to T35	Events with at least 60-second reduction	Median modeled road-time reduction	Combined annual modeled reduction	Forecast growth locations assigned to T35
Same-agency	T37 (202)	202	145	211 sec	14.5 hr	0
Regional	S3 (128)	128	102	255 sec	8.1 hr	0

This table shows that T35 materially improves the Patrick/Waltham geography but does not absorb a meaningful share of the modeled residential growth through 2031.

15.8.2 Reno Station 1 Relocation

The planned Station 1 location produces a larger networkwide redistribution than T35. In the same-agency model, 3,795 existing routed events change their closest station between the current and future networks. The principal shifts include R13 to R1, current R1 to R4, R4 to R1, R3 to R1, current R1 to R2, and R5 to R1. In the jurisdiction-neutral model, 3,779 events change their closest station, including a current-R1-to-S1 movement near the jurisdictional boundary.

With projected 2031 demand included, R1's future same-agency geographic catchment is approximately 1,272 annual incidents larger than the catchment produced by the current station location. R4 increases by approximately 461 incidents and R2 by approximately 244, while R13, R3, and R5 decline as the dividing lines between fixed-station catchments move. These amounts do not predict the number of calls physically handled by each company; they describe how the future station location changes geographic proximity.

The planned 32-station-network produces two distinct benefits. T35 improves access to an existing east-county demand area. The planned R1 location substantially redraws central Reno first-due geography. Neither change offsets the high growth projected for S6, S3, R12, and other expanding catchments, and neither changes the regional total number of incidents expected in 2031.

15.9 Urbanizing Areas at the Metropolitan Edge

15.9.1 Planning Definition

The analysis identifies places where projected population density begins to resemble an urban development pattern while the area remains classified as Suburban and its representative fixed-station travel remains suburban or slower. A planning trigger of 1,000 residents per populated square mile is used to identify this transition. The trigger is not an NFPA standard, Census urban boundary, or adopted local service classification. It is a diagnostic threshold for reviewing whether land-use intensity and service capability remain aligned.

The density calculation uses the 2020 small-area population surface established in Chapter 9 and the area of populated 250-meter grid cells within each block group. The forecast 2025-2031 population increase is then added to that surface. Because a comparable 2025 small-area population surface was not available (US Census Bureau conducts the census on a ten-year cycle), the calculation does not include population change between 2020 and 2025 and is therefore conservative where growth

occurred during those years. The result is a service-planning density measure, not an official population-density statistic.

In the table below, the density screen adds forecast 2025-2031 population growth to the 2020 small-area population surface.

Table 15-11. Urbanizing-periphery locations

Area	2020 settled-area density	2031 diagnostic density (2020 base plus forecast growth)	Projected population increase, 2025-2031	Additional annual incidents by 2031	Same-agency station	Representative future road estimate	Travel-screen result
Sonoma Highlands	656	1,003	963.4	99.6	S6	8.1 min	Beyond 6-minute Suburban screen
Miramonte	961	1,140	514.9	65.2	S4	6.8 min	Beyond 6-minute Suburban screen
Rancharrah	975	1,120	132.6	45.7	R3	6.2 min	Beyond 6-minute Suburban screen

This table shows that Sonoma Highlands, Miramonte, and Rancharrah cross the Study's density trigger while their representative locations remain beyond the six-minute Suburban travel screen.

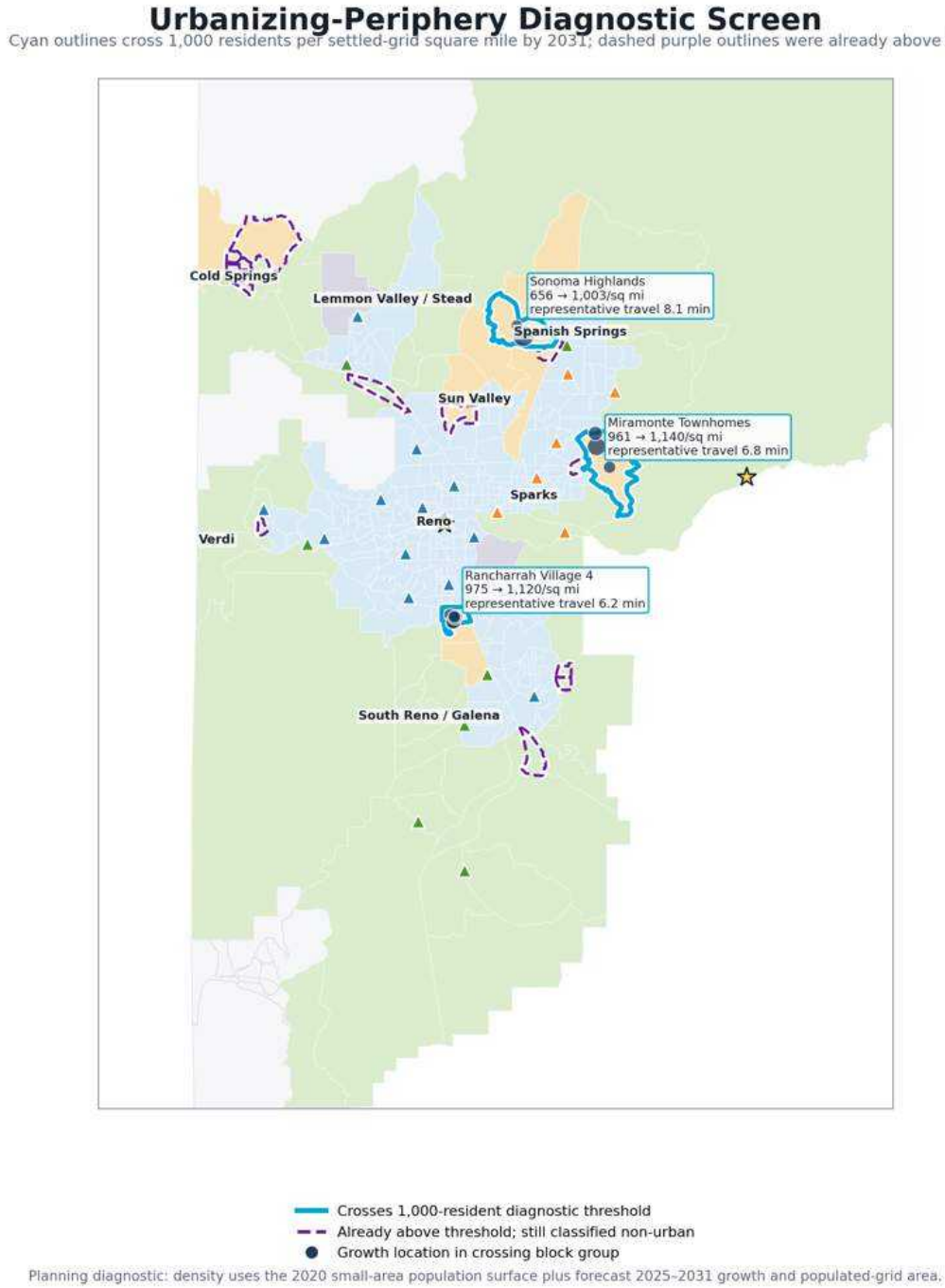
Three Suburban block groups cross the diagnostic threshold. Sonoma Highlands increases from approximately 656 to 1,003 residents per populated square mile; its representative S6 road estimate is approximately 8.1 minutes, and T46 is geographically closer under the regional lens. Miramonte increases from approximately 961 to 1,140 residents per populated square mile; its representative S4 estimate is approximately 6.8 minutes. Rancharrah increases from approximately 975 to 1,120 residents per populated square mile; its representative R3 estimate is approximately 6.2 minutes.

All three representative locations exceed the six-minute Suburban lower planning screen as well as the four-minute Urban screen. This establishes a localized mismatch between emerging development intensity and fixed-station proximity. It does not establish an observed response-time failure or automatically reclassify the areas as Urban. Actual service adequacy also depends on turnout, unit availability, road access, water supply, built form, hazard exposure, and effective response force.

The analysis also identifies 14 non-Urban block groups that already exceeded the 1,000-resident diagnostic threshold on the 2020 population surface. Those areas receive approximately 3,490 additional residents and 371 additional annual incidents by 2031. Their presence indicates that service-environment classifications can lag settlement patterns even before future development is added.

Figure 15-6. Urbanizing-periphery service-planning screen.

Note: Cyan outlines identify the three Suburban block groups that cross the density trigger after forecast growth is added. Dashed purple outlines identify non-Urban block groups already above the trigger on the 2020 population surface. Labels show the density change and representative future road estimate. The map is a planning diagnostic and does not establish a legal urban boundary.



Source: 2020 small-area population surface, projected 2025-2031 growth, and future same-agency road model; project analysis, Sept. 2026.

The urbanizing-periphery condition is therefore real but geographically specific. Sonoma Highlands and northern Spanish Springs, Miramonte and the eastern Sparks edge, and Rancharrah are the clearest examples. Other outlying growth remains below the density trigger but may still present significant fire-service challenges because WUI exposure, limited access, evacuation constraints, distance, and water supply can be important at any population density.

15.10 Growth, Hazard, Vulnerability, and Service Access

Growth affects emergency-service requirements through both frequency and consequence. Additional residents, housing, and development generally increase incident demand. The operational effect becomes more significant where growth occurs in areas that already have limited station access, reduced response redundancy, WUI or wildfire exposure, constrained roads, water-supply limitations, or demonstrated upper-percentile service disadvantages.

The growth forecast was cross-referenced with the independently established service-sufficiency findings using Census geography and the agency responsible for each growth location. A location was treated as reinforcing an existing service concern only when its responsible agency matched the agency whose observations supported that concern. This prevents growth in one agency's portion of a tract from being attributed to a service condition demonstrated only in another agency's records.

The same-agency crosswalk identified 118 growth locations within existing service-concern areas. These locations account for approximately 6,140 additional residents and 1,053 additional routable annual incidents by 2031. They represent approximately 20 percent of the projected regional population increase and 21 percent of the projected increase in routable incidents. Growth is therefore not disproportionately concentrated in these areas as a group, but several individual corridors contain substantial projected increases.

Table 15-12. Projected growth in areas with existing same-agency service concerns

Relationship to existing service conditions	Areas with agency-aligned growth	Growth locations	Projected population increase, 2025–2031	Road-routable locations	Additional routable annual incidents by 2031	Locations beyond future fixed-station screen
Confidence-supported service disadvantage with elevated geographic and demographic vulnerability	4	9	354	8	51	8
Material service disadvantage and vulnerability requiring additional validation	14	63	3,804	63	680	62
Geographic risk–service concern without demographic convergence	8	46	1,982	44	323	38
Total	**26**	**118**	**6,140**	**115**	**1,053**	**108**

Notes: A growth location is included only when its responsible agency matches an agency whose service observations supported the tract-level concern. Two additional validation tracts contain forecast growth, but the responsible agency does not match the agency whose records supported the service finding; those locations are excluded from the table. Projected population includes all agency-aligned growth locations. Incident totals include only locations that passed road-routing quality controls and are calibrated to the adopted Chapter 15 agency growth totals. "Beyond future fixed-station screen" means that modeled road travel exceeds the applicable lower planning screen of four minutes for Urban, six minutes for Suburban, or ten minutes for Rural/WUI locations. It is not an observed response-time result or a finding of standards noncompliance.

The agency-aligned areas account for approximately 20.2 percent of the regional population increase and 20.9 percent of the projected increase in routable incidents. Most of this growth occurs in areas requiring additional validation or presenting geographic service concerns rather than in the four areas with the strongest combined evidence.

15.10.1 Relationship to the Strongest Existing Service Findings

The four areas with the strongest combined evidence of geographic risk, demographic vulnerability, and service disadvantage contain nine forecast growth locations representing approximately 354 additional residents and 51 additional routable annual incidents. The limited scale of this growth means that projected development is not the principal cause of the service concerns in these areas.

Southeast Reno, including Curti Ranch and the Veterans Parkway–Geiger Grade area, has the largest projected increase among the four areas. It is expected to receive approximately 276 additional residents and 33 additional routable annual incidents. This growth adds demand to an area where Reno service observations already show longer upper-percentile travel relative to comparable urban tracts. Development review and annual service monitoring should examine first-due availability, access from Veterans Parkway and Geiger Grade, concurrent demand, and the incidents contributing to the upper travel-time distribution.

The Summit Ridge and Sky Mountain area in west Reno is projected to receive approximately 51 additional residents and 17 additional routable annual incidents. The increase is modest, but it adds demand to an existing urban service concern affected by hillside access and winter route conditions. The appropriate response is continued performance and access monitoring rather than a growth-driven capital conclusion.

Projected growth is minimal in West Washoe Valley and northern and eastern rural Washoe County. West Washoe Valley receives approximately 13 additional residents at a representative location that could not be routed with adequate confidence. Northern and eastern rural Washoe receives approximately 14 additional residents and fewer than two additional routable annual incidents at the modeled location. The latter location remains beyond the ten-minute rural/WUI fixed-road screen. In both areas, existing distance, unit availability, route resilience, wildfire and winter access, mutual aid, and locally available response capability remain more consequential than the forecast growth increment.

15.10.2 Larger Growth and Service-Pressure Areas

The most substantial growth-related service pressures occur outside the four strongest convergence areas. Northeast Sparks and Wingfield Springs contain approximately 1,409 additional residents and 320 additional routable annual incidents within an existing validation area. Kiley Ranch North and Pioneer Meadows account for much of this increase. This result reinforces the importance of maintaining Station 6 availability and monitoring the S6/T46 interface as northeast Sparks continues to develop.

The North Valleys also contain several significant intersections. Growth within the Reno-served Lemmon Valley and Stead area accounts for approximately 559 additional residents and 66 additional routable annual incidents. An adjacent TMFPD-served area accounts for approximately 511 additional residents and 43 additional routable annual incidents. Two rural/WUI growth locations in the latter area remain beyond the ten-minute fixed-road screen, including Prado Ranch, where Reno Station 9 is geographically closer than TMFPD Station 44. These conditions support coordinated development review, roadway and water-supply evaluation, WUI planning, and cross-boundary deployment analysis.

Other material concentrations include approximately 440 additional residents and 66 incidents in the Veterans Parkway and Echo Valley area; approximately 405 residents and 131 incidents in the Reno-served Lakeridge and Ridgeview area; approximately 290 residents and 36 incidents near Riverview and western McCarran; and approximately 282 residents and 29 incidents along the Mayberry Drive and West Fourth Street corridor. Additional concentrations occur in Panther Valley, Golden Valley, D'Andrea, South Meadows, and other portions of southeast and west Reno. These locations do not require the same response, but they warrant monitoring where added demand may reduce first-due availability, increase concurrent incidents, or place greater reliance on second-due and adjacent-agency companies.

15.10.3 Fixed-Station Access and Network Effects

Of the 118 agency-aligned growth locations, 115 could be evaluated using the future road network. One hundred eight exceed the lower fixed-station planning screen for their service environment. One hundred five of those locations are urban and exceed the intentionally stringent four-minute urban screen. That result should not be interpreted as observed response-time failure or standards noncompliance.

The more decision-relevant findings are the three rural/WUI growth locations beyond the ten-minute screen. Together, they represent approximately 292 additional residents and 23 additional routable annual incidents. These locations are in the Lemmon Valley–Stead area and northern or eastern rural Washoe County. They warrant attention to route reliability, first-due availability, water supply, winter access, wildfire response, and the time required to assemble additional resources.

The planned station-network provides little direct relief to the growth locations within the identified service-concern areas. The Reno Station 1 relocation changes the same-agency assignment for one affected growth location near Wells Avenue and Plumb Lane, representing approximately 27 additional residents and nine annual incidents. Station 35 does not change the same-agency assignment of a forecast growth location within these areas. Four agency-aligned growth locations, representing approximately 302 additional residents, retain a geographic advantage of at least 60 seconds from a station operated by another participating agency. This supports continued closest-appropriate-unit and coverage-preservation review but does not establish that the adjacent agency will always have an available or appropriate unit.

15.10.4 Community-Risk and Development-Planning Implications

The growth model does not project a future WUI boundary. It uses the 2020 SILVIS WUI as a fixed geographic reference and distinguishes between a representative growth point that physically intersects mapped WUI and broader block-group or tract-level WUI conditions. WUI and wildfire context should therefore be confirmed through the agencies' CRA/SOC processes and the applicable land-use, fire-code, access, water-supply, and evacuation review for each development.

Demographic conditions should not be used to increase the incident forecast, assign station locations, or independently rank capital projects. Where an agency's CRA/SOC identifies barriers involving warning, evacuation, transportation, language access, disability, older adults, medical continuity, or housing conditions, those findings should inform community risk reduction, emergency communication, evacuation support, and occupancy-specific planning. They do not replace the operational tests governing station access, company availability, second-due coverage, or effective response force.

Critical occupancies and infrastructure may also create requirements that are not proportional to resident population. The occupancy and specialty-capability findings in Chapter 13 and the staffing and effective-response-force findings in Chapter 14 should be applied when development affects schools, healthcare facilities, group-quarter occupancies, utilities, transportation facilities, industrial sites, or other locations with elevated life-safety or continuity consequences.

Projected growth does not materially intensify the service concern in every area with an existing disadvantage. Its most consequential effects are concentrated in northeast Sparks and Wingfield Springs, the North Valleys, portions of southeast and southwest Reno, and selected west Reno corridors. The agencies should address these conditions through their adopted CRA/SOC, development-review, concurrency, WUI, deployment, automatic-aid, and capital-planning processes. Tract-level findings should guide where additional review is warranted, but they should not function as automatic station-siting or capital-priority classifications.

15.11 Regional Deployment and Boundary Corridors

Projected growth increases the number of incidents located where a station operated by another participating agency is at least 60 modeled seconds closer than the station assigned under jurisdictional boundaries. With the current 31-station-network and 2031 demand, approximately 1,026 annual incidents fall within the Study's priority geographic cohort. With T35 and the planned R1 location, the cohort declines to approximately 920 incidents because the planned network resolves part of the geographic disadvantage.

The regional response scenario applies a conservative realization factor only to calls that are geographically eligible, historically subject to the relevant operating rules, and not already captured by cross-boundary response. Under that scenario, the current network could produce approximately 553 additional closest-station responses and 16.5 hours of combined annual road-time reduction. The future network reduces the estimate to approximately 475 additional responses and 13.1 hours because some of the benefit is already achieved by the station changes.

These are planning estimates rather than guaranteed response-time savings. A closer station may be unavailable, unsuitable for the incident, needed to preserve its own coverage, or excluded by the response plan. The calculation also does not measure the effect on donor-area availability or effective response force. Its significance is that growth increases the number of incidents at jurisdictional interfaces and that the future station-network reduces - but does not eliminate - the geographic opportunity for coordinated regional response.

The S6/T46 corridor is the most prominent growth-related interface. Other important corridors include North Reno with T44/T45, western Reno with T40, South Reno with T33/T36, and the Sparks/Hidden Valley interface. In these areas, closest-unit deployment can improve access while also increasing the risk that the assisting company is unavailable in its home district. Regional protocols therefore need both a closest-unit rule and a coverage-preservation rule.

The planned 32-station-network improves regional geographic alignment, primarily through T35 and the R1 relocation, but approximately 920 annual incidents remain in the priority cross-boundary cohort under projected 2031 demand. Regional dispatch and coverage protocols remain a meaningful component of the future service model.

15.12 Interpretation and Limitations

The 2031 forecast represents a planning scenario based on published population controls, public development information, 2025 incident experience, and the assumption that the relationship between small-area population characteristics and incident demand remains useful through 2031. Project timing, occupancy mix, economic conditions, annexation, prevention, healthcare use, dispatch policy, and reporting practices can change both the amount and location of demand.

Named development locations are represented by points and may include projects at different planning, approval, construction, or occupancy stages. Block-group growth locations represent distributed growth rather than exact sites. Seventeen forecast locations could not be assigned to the road network with adequate confidence; their demand remains in the regional totals but is excluded from station-travel findings. Evans Ranch accounts for a substantial share of the routing-limited Suburban population increase, which is why all-location growth totals and road-screen totals are reported separately.

The fixed-road model represents normal geographic access. It does not include traffic, severe weather, construction, gates, private roads, evacuation conflict, apparatus-specific grades, dispatch processing, turnout, unit availability, or simultaneous calls. A location beyond a lower planning screen is not proof of late observed response or standards noncompliance. A location within the screen is not a guarantee of timely response.

Station count is an intentionally simple measure. A station can house one or several companies, operate with different staffed hours, or experience changes in apparatus availability without changing the site count. A relocation can improve one area and lengthen travel to another without adding capacity. The findings on availability, concurrency, unit workload, facility condition, critical tasking, and effective response force elsewhere in the report remain the basis for determining whether the projected demand can be absorbed operationally.

The urbanizing-periphery density measure is a diagnostic, not a regulatory classification. The hazard, WUI, vulnerability, access, and growth layers are also independent. Their overlap identifies places where more detailed operational attention or community risk reduction is justified; it does not establish causation, individual exposure, discriminatory treatment, or a single capital-project ranking.

15.13 Findings and Service-Planning Implications

15.13.1 Regional Growth is Moderate, but its Operational Effect is Concentrated

The region is projected to add approximately 30,442 mapped residents and 5,439 annual fire/EMS incidents by 2031. A 5.6-percent regional incident increase is not inherently unmanageable, but it does not occur uniformly. S6, S3, R12, R14, R11, R9, T36, and T39 receive substantially more pressure than a regionwide average would indicate. Operational and capital priorities therefore need to reflect station-catchment conditions rather than a single countywide growth factor.

15.13.2 Growth is Shifting toward Service Environments with Less Network Redundancy

Suburban and Rural/WUI areas receive nearly half of projected population growth and approximately 43 percent of the additional annual incidents. These environments generally have wider station

spacing, fewer alternate routes, greater WUI exposure, and more dependence on adjacent companies for major incidents. The distribution increases the importance of availability and response depth even where the regional total remains moderate.

15.13.3 Station-Site Expansion Does Not Fully Offset Forecast Demand

The planned network grows from 31 to 32 staffed sites, while population and routed incident demand grow faster. Routable incidents per station site increase approximately 2.0 percent. This finding does not replace the report's unit-hour, availability, concurrency, ERF, or facility-capacity analyses; it gives those findings a future-growth context. Where current operational analysis identifies limited availability or weak response depth, projected growth increases the significance of that condition. Where current capacity is strong, the forecast indicates how much of the margin may be consumed by 2031.

15.13.4 The Urbanizing-Periphery Condition is Present in specific Locations

Sonoma Highlands, Miramonte, and Rancharrah cross the Study's urban-density planning trigger while remaining beyond the six-minute Suburban fixed-road screen at their representative locations. These are the clearest cases in which development intensity is moving faster than the service geography. The finding is not countywide and does not automatically require a new station, but it does support explicit service-capacity consideration as these areas build out.

15.13.5 S6 is Essential to the Northeast Sparks Service Model and Will Face Substantial Growth

Observed operating-period evidence shows that S6 materially reduces E41 activity in the S6-nearest area. The S6 catchment is also projected to add approximately 553 annual incidents, a 32.2-percent increase. S6's benefit depends on the continued availability of its assigned company; frequent reassignment or loss of service would recreate reliance on E41/S4 at the same time that northeast Sparks demand is increasing.

15.13.6 T35 Improves Existing East-County Access but Does Not Relieve the Principal Residential Growth Corridors

T35 provides meaningful modeled travel improvement for the Patrick/Waltham area and reduces part of the regional cross-boundary opportunity near S3. It receives no major forecast residential growth location in the 2031 model and does not change S6 demand. Its service value is primarily associated with existing demand, east-county access, transportation and industrial geography, and response-force coverage - not relief of northeast Sparks or the North Valleys.

15.13.7 The Planned R1 Location will Materially Redistribute Central Reno Demand

The R1 relocation changes the geographically closest station for thousands of existing events and shifts substantial projected demand among R1, R2, R3, R4, R5, and R13. The move is therefore an operational network change, not merely a facility replacement. Company availability, turnout, access routes, and second-due/ERF patterns in central Reno will determine how the geographic redistribution translates into actual performance.

15.13.8 Growth and Vulnerability Require both Deployment and Prevention Responses

Growth overlaps WUI conditions across much of the metropolitan fringe, elevated wildfire risk in portions of the Study area, and social vulnerability in parts of Reno and Sparks. Station deployment alone cannot address all of these conditions. WUI mitigation, evacuation planning, road and water-

supply review, accessible warning, language access, medically vulnerable resident planning, and occupancy-specific prevention are necessary complements to response capacity.

15.13.9 Regional Response Remains Important After Planned Station Changes

The future station-network reduces the number of incidents with a substantial cross-boundary geographic advantage, but approximately 920 projected annual incidents remain in the priority cohort. S6/T46 is the clearest growth-related interface. A regional response framework that considers closest available resources while preserving donor-area coverage can improve access without assuming the adjacent agency always has spare capacity.

15.13.10 The Findings Do Not Support Station Closure

The projected increase in incidents per site, concentrated catchment growth, outward shift into Suburban and Rural/WUI areas, and continued importance of cross-boundary response all favor preserving geographic coverage and operational depth. The growth analysis does not identify a station whose service area becomes unnecessary. Any consolidation or relocation decision must demonstrate that the remaining network can maintain first-due availability, second-due coverage, and effective response force under both current and projected demand.

15.14 Implementation and Monitoring Framework

The following actions convert the chapter's findings into an ongoing regional planning process. They are management practices intended to keep the 2031 forecast aligned with actual development, station operations, and service performance.

Regional Alignment provides the near-term framework for coordinating these actions and conducting annual regional review after the 2031 forecast is adopted. Operational improvements and growth monitoring should proceed while service-level choices, sustainable funding, and a potential legislated regional solution are developed in parallel.

Table 15-13. Implementation and monitoring framework

Action	Lead participants	Timing	Core measures	Purpose
Regional growth register	Reno, Sparks, TMFPD, and local planning agencies	Update annually	Units approved, under construction, and occupied; population estimates; actual incidents; first-due station	Compares forecast development with actual delivery and demand
S6 and S6/T46 corridor review	Sparks, TMFPD, and dispatch leadership	Quarterly after a stable S6 operating year	S6 and E41 incident volume, first-due availability, cross-boundary responses, simultaneous demand, move-ups	Confirms whether the S6 service improvement is being preserved as the corridor grows

Action	Lead participants	Timing	Core measures	Purpose
T35 post-opening review	TMFPD with regional partners	Six and twelve months after opening	Actual first-due shifts, travel percentiles, availability, T37/S3 relief, second-due and ERF effects	Confirms whether the Patrick/Waltham geographic benefit is realized operationally
R1 relocation review	Reno with regional partners	Six and twelve months after occupancy	R1/R2/R3/R4/R5/R13 workload, availability, route performance, second-due and ERF assembly	Measures the central Reno redistribution created by the new location
Urbanizing-area service review	Fire agencies and land-use/public-works staff	During major development review and annually	Dwelling delivery, settled-area density, road redundancy, water supply, WUI exposure, incident demand, station travel	Keeps service assumptions aligned with development intensity in Sonoma Highlands, Miramonte, Rancharrah, and similar areas
Growth-risk equity review	Regional CRR and prevention staff	Annual SOC/CRR update	Growth coinciding with WUI, wildfire, social vulnerability, critical facilities, and longer access	Targets prevention, preparedness, evacuation, and accessible-risk communication

The above framework focuses on protecting the S6 improvement, confirming T35 and R1 operating effects, connecting development review to service capacity, and updating the forecast with observed growth and demand.

The monitoring framework connects land-use change with emergency-service planning. Development approvals and annual growth estimates become service-planning inputs; station and unit performance show whether the forecast is being absorbed; and the risk and equity overlays identify where prevention and preparedness can reduce consequences before additional suppression capacity is required.

Chapter 16: Regional Station-network Decisions: Retention, Relocation, Shared Facilities, and Closure

16.1 Purpose and Decision Scope

This chapter determines what physical and operational station-network actions are supported by the combined regional evidence. It does not repeat the full response-time, boundary, growth, effective-response-force, risk-capability, or capital analyses developed elsewhere in the Study. Chapter 10 establishes the geographic and response-time improvement opportunity; Chapter 14 establishes the task-capable force and assembly requirements; Chapter 15 addresses growth; Chapter 17 integrates risk and capability; Chapter 18 develops the capital program; and Chapter 19 establishes the regional deployment strategy. This chapter uses those findings to decide whether stations and staffed companies should be retained, relocated, consolidated, placed in a shared facility, or closed.

The controlling distinction is between a building and the service deployed from it. A facility may be replaced, relocated, rehabilitated, or ultimately decommissioned while its company, apparatus, staffing, response geography, and contribution to regional depth remain necessary. Conversely, two stations may be close enough to justify coordinated dispatch or future facility planning without establishing that either staffed company is redundant.

No current staffed-company closure or one-company consolidation is supported. No physical co-location project is presently recommended. The evidence supports selected coverage-preserving replacements and relocations, continued operational integration in defined boundary corridors, and limited future consideration of two-company shared facilities when specified lifecycle and performance conditions are met. Every current staffed company should be retained while those actions are implemented and measured.

16.2 Definitions and Analytical Controls

The word consolidation is used elsewhere in the Study to describe governmental, administrative, dispatch, technology, or operating integration. Those forms of consolidation do not necessarily alter the station-network. For this chapter, the following terms distinguish actions that have materially different service consequences.

Table 16-1. Station-network decision terms

Term	Meaning in this chapter	Current evidentiary status
Operational integration	Coordinated incident identity, CAD/AVL visibility, run cards, automatic aid, or closest appropriate available unit selection without removing a company.	Supported in defined corridors subject to operating safeguards.
Station replacement	Construction of a new or substantially renewed facility that preserves the company and its service function.	Supported at identified facilities; project scope varies.
Station relocation	Movement of a company to a different operating point intended to preserve or improve its service geography.	Supported or already planned in specified cases only.

Term	Meaning in this chapter	Current evidentiary status
Facility decommissioning	Retirement of an existing building after its company and required capabilities have transferred to an accepted replacement facility.	May occur as part of an approved replacement or relocation; it is not a staffed-company closure.
Two-company shared facility	Two independently staffed and deployable companies operating from one coordinated or common site.	Study only in limited future cases; no project is presently recommended.
One-company consolidation	Reduction of two independently staffed companies to one company expected to cover both service areas.	Not supported.
Staffed-company closure	Removal of an independently staffed response company and the associated net regional response capacity.	Not supported.

The current modeled network contains 31 station sites: 15 Reno stations, six Sparks stations, and ten TMFPD stations. Sparks Station 6 is part of the current network. The future network contains 32 station sites because TMFPD Station 35 is added after staffed commissioning while Reno Station 1 moves from 495 East Fourth Street to 455 East Second Street as a one-for-one replacement. The two Reno Station 1 locations must never be counted simultaneously. Reno Station 15 remains part of the mapped network but is protected from ordinary municipal closure or receiving-capacity assumptions by its airport rescue and firefighting mission.

The fixed-road network model identifies persistent geographic relationships; it does not reproduce the actual location, availability, staffing, apparatus, qualifications, traffic conditions, dispatch authority, or donor-area consequence associated with a particular incident. Throughout this chapter, the operating standard is the closest appropriate available unit: a staffed, qualified, authorized resource that matches the incident need and can be assigned without creating an unacceptable loss of coverage or capability elsewhere. A closer station building is therefore evidence of a possible operating opportunity, not proof that its company can absorb another station's work.

16.3 Controlling Station-Network Decisions

The regional evidence produces different decisions for different locations. The supported disposition is determined by the complete record of coverage, demand, growth, concurrent workload, effective-response-force contribution, specialty mission, WUI or rural dependency, facility condition, receiving capacity, and implementation readiness. Table 16-2 states the controlling station-network disposition. Project scope, cost, parcel analysis, and sequencing are addressed in Chapter 18.

Table 16-2. Controlling station and station-pair dispositions

Station or relationship	Supported disposition	Controlling condition
Regional staffed-company network	Retain every current staffed company.	Each company contributes to first response, simultaneous-incident coverage, or assembly of a complete response force. No alternative establishes

Station or relationship	Supported disposition	Controlling condition
		that a company can be removed while preserving the required regional service.
R9 / T44	Priority operating integration; retain both companies.	Recurring cross-boundary opportunities support coordinated assignments. Both companies remain important to local coverage, growth, and multi-company response. Operating plans should address first arrival, full-assignment assembly, and coverage remaining in the supplying area.
R12 / T33–T36	Priority operating integration; retain all companies.	The geographic opportunity involves several TMFPD stations, while R12 carries substantial and growing demand. Assignment changes must preserve the personnel, apparatus, and geographic depth needed across the affected service areas.
R6 / T33–T37	Operating integration; retain all companies.	Selected incidents can benefit from regional assignment, subject to highway, rural, WUI, and remaining-coverage protections. Additional south-county staffing should trigger reassessment of the network, but supports consolidation only if its location, capabilities, and availability preserve the functions of any company proposed for removal.
R5 / R7	Rehabilitate R7 at its existing site and preserve both companies. Consider a future two-company shared site only at a major facility lifecycle decision.	The siting screen favors the existing R7 location. Any shared-site alternative must preserve both companies and demonstrate acceptable first-unit access, subsequent-company arrival, complete force assembly, and simultaneous-incident coverage across both service areas.
R11 / T40	Retain both companies. Consider a two-company shared site only at a major facility lifecycle decision.	Separate western service areas, growth, and limited road connections require geographically effective response depth. Retaining two companies at one site would not, by itself, establish that their existing coverage and force-assembly functions are preserved.
S6 / T46	Retain both companies; monitor growth, workload, availability, and interagency response.	The stations serve different growth and access conditions. Their contribution should be evaluated through both first-unit performance and their role in assembling larger assignments.
S3 / T37 / future T35	Relocate S3 within east Sparks; retain the S3 and T37 companies; commission T35 as additional future capacity.	S3's east-Sparks, ALS, hazardous-materials, and ERF functions must be preserved. T37 retains eastern highway and WUI responsibilities. T35 does not automatically replace either company's service or force-assembly contribution.
R13 / S1	Provide a permanent R13 near the Mill Street	High combined demand, distinct service areas, and multi-company response requirements support

Station or relationship	Supported disposition	Controlling condition
	service area, retain both companies, and place S1 in modernization planning.	separate companies. R13's temporary facility creates a capital need without establishing excess operational capacity.
R2 / S1 and R1 / S1	Retain the separate companies and address facility needs independently.	Central-city proximity supports coordinated response but does not eliminate workload, simultaneous-incident, or full-assignment requirements.
R14 / T40	Retain both companies; maintain localized monitoring and mutual-aid readiness.	The limited geographic relationship does not establish that either company's coverage or contribution to larger assignments can be absorbed by the other.
R4	Replace or comprehensively remediate the facility while retaining its company and central-city operating role.	Facility investment must preserve first-unit coverage and the company's contribution to surrounding multi-company assignments.
S2	Rebuild or replace the facility for apparatus and program fit while retaining its company.	The station contributes urban coverage and first-alarm capacity. Temporary and permanent arrangements must preserve both functions.
T32 and T44	Advance T32's relocation to White Pelican Way and programmed renewal or replacement of T44 while retaining both companies.	T32's relocation must account for rural/WUI access and supporting-company travel. T44's local coverage, regional response depth, and R9/T44 operating relationship must remain protected.
R10	Retain the current deployment point.	No relocation case is established. The company's local coverage and contribution to North Valleys response depth remain necessary considerations in any future proposal.
R1	Implement the planned move to 455 East Second Street as a one-for-one relocation.	Preserve staffed-company capacity throughout the transition and evaluate the new location's effect on both first-unit access and supporting-company arrival. The replacement becomes the active operating point only after commissioning.
R15	Retain as a protected airport/ARFF facility.	Airport responsibilities, specialized apparatus, staffing, continuity requirements, and off-airport operating limits prevent its treatment as unrestricted municipal or regional ERF capacity.

16.4 Station and Staffed-Company Closure Findings

The closure analysis asks whether the region can remove an independently staffed company while preserving the service that remains. This is more demanding than identifying a low-volume station or another building within a short distance. Removing a company changes first-unit access, simultaneous-incident capacity, move-up requirements, multi-company assembly, specialty availability, and the probability that the nominal receiving company will already be committed. It may also remove the only practical operating point for a rural, WUI, highway, airport, or limited-access area.

The demand and proximity thresholds used in the station-pair review are screening tools rather than closure standards. They identify relationships requiring closer examination. A staffed-company closure is supported only if every service-protection point is affirmatively satisfied. Receiving capacity must account for the receiving company's existing workload, concurrent incidents, geographic responsibilities, and contribution to the complete response force.

Table 16-3. Staffed-company closure decision point

Gate	Required demonstration	Regional finding
Demand and workload	Comparable demand, unit utilization, incident duration, and workload transfer can be absorbed without unacceptable reliability loss.	Existing companies provide workload and simultaneous-incident capacity that must be preserved. No reviewed closure alternative satisfies this requirement.
Travel and geographic access	Actual emergency travel and access remain acceptable across both affected service areas, including during adverse conditions.	Existing operating locations protect distinct first-response and supporting-company access. No reviewed closure alternative preserves all required geographic functions.
Receiving capacity	The receiving company has sustained staffed availability, apparatus capacity, and concurrency margin after transferred demand is included.	Receiving companies retain their own workload, coverage, and reinforcing-response responsibilities. No reviewed closure alternative provides an acceptable transfer of all affected functions.

Gate	Required demonstration	Regional finding
ERF and network depth	The remaining network can assemble the required personnel, apparatus, and qualifications within the applicable risk-specific response objectives. Evaluation must include first-unit arrival, subsequent-company and aerial arrival, complete force assembly, overlapping incidents, and coverage remaining in areas supplying assistance. Personnel assigned to cross-staffed apparatus must not be counted more than once.	The ERF findings establish the operational importance of retaining independently staffed companies and access to reinforcing resources. No station-specific closure alternative demonstrates that these functions would remain acceptable after a company is removed.
Protected missions	Rural/WUI, highway, airport, specialty, critical-site, isolated-access, and regional backup functions remain fully supported.	Material dependencies remain in the screened network.
Growth and equity	The post-change network remains adequate under projected growth and does not transfer disproportionate access or reliability risk.	No closure alternative has passed this test.
Implementation support	Operations, dispatch, labor, fiscal, agreement, governance, continuity, and public-accountability requirements are resolved.	No staffed-company closure is supported.

No current station or company satisfies the complete closure gate. The finding is not that every existing building must remain unchanged indefinitely. It is that no action should remove an independently deployable staffed company or reduce net regional response capacity on the present evidence. An existing facility may be retired only after an approved replacement or relocation is staffed, equipped, commissioned, incorporated into CAD/AVL and response plans, and shown to preserve the required service function.

R15 requires an additional exclusion from ordinary closure logic. Its airport rescue and firefighting role, specialized apparatus, operating restrictions, and continuity obligations prevent its lower general-service workload from being interpreted as spare municipal capacity. The future T35 likewise cannot be used to support a present closure before it is commissioned and its observed network contribution is established.

16.5 Consolidation and Shared-Facility Findings

Station-network consolidation must be separated from operational regionalization. Common incident identity, CAD/AVL visibility, joint run cards, automatic aid, and closest appropriate available unit deployment can improve use of the existing network while every company remains independently available. Those actions are supported where the advantage is recurring and governed. They do not establish that two companies should become one.

16.5.1 One-Company Consolidation

No reviewed station pair supports reducing two independently staffed companies to one. In the higher-demand urban pairs, the companies provide workload capacity, concurrent-incident resilience, and faster multi-company assembly. In lower-volume suburban, rural, and WUI

relationships, the facilities protect different road networks, growth areas, access corridors, or specialty missions. Across both settings, retaining the independently staffed companies preserves the workload capacity, geographic coverage, and reinforcing resources needed to perform these functions.

16.5.2 Two-Company Shared Facilities

A two-company shared facility is a capital alternative that retains two independently staffed and deployable companies. Any proposal must preserve their personnel, apparatus, qualifications, dispatch availability, and required operational functions. Building savings must be evaluated separately from the staffing and equipment needed to maintain those functions.

Preserving two companies does not necessarily preserve their geographic contribution. Moving them to a common site changes travel to incidents throughout both existing service areas and to locations where they support other companies. A shared site may provide acceptable first-unit access while delaying subsequent companies or the apparatus needed to complete an effective response force. Both companies would also depend on the same station access, egress, and exposure to a facility disruption.

The service comparison must therefore evaluate first-unit arrival, subsequent-company and aerial arrival, complete risk-specific force assembly, and response capability during overlapping incidents. It must include the coverage remaining when one or both companies are committed elsewhere. Company staffing and cross-staffing arrangements must be represented explicitly so that apparatus availability is not mistaken for additional personnel.

The capital business case should compare renewal of the two existing sites with a common-site alternative. It should include land, design, apparatus egress and simultaneous departures, living and program space, temporary operations, resilience, labor effects, ownership, governance, and lifecycle cost. A common site should proceed only if it preserves the required service and offers a supported overall advantage.

R5/R7 is a potential future two-company shared-site relationship, but the supported action is rehabilitation of R7 at its existing site. The siting screen favors the existing R7 location among the concepts evaluated. A shared-site comparison is appropriate only when a major facility, property, or program decision creates a material reason to reconsider the two-site configuration.

R11/T40 presents a similar future capital question. Both companies should remain in service. A major replacement decision at either facility may justify comparing coordinated renewal with a common two-company site. That comparison must preserve access to the separate western service areas and each company's contribution to regional force assembly. Neither relationship supports a one-company alternative.

16.5.3 Close-Pair Dispositions

Table 16-4. Close-pair action categories

Action category	Locations	Meaning
Priority operating integration	R9/T44; R12/T33-T36; R6/T33-T37	Develop regional assignment rules while retaining every involved company.

Action category	Locations	Meaning
Monitoring and aid coordination	S6/T46; S3/T37	Measure growth, availability, specialty, and mutual-aid effects; do not infer redundancy from proximity.
Future two-company shared-site alternative	R5/R7; R11/T40	Study only at the stated lifecycle trigger and only with both companies independently deployable.
Retain and address facilities separately	R13/S1; R2/S1; R1/S1	High demand, distinct catchments, and force-depth needs defeat structural consolidation.
Localized relationship	R14/T40	Maintain mutual-aid readiness and monitor; no structural action is supported.

Annex J contains the detailed pair-by-pair review. The annex should remain the source for individual profiles, while this chapter controls the regional disposition. If a detailed pair value uses a different workload population from the regional routed-demand model, the annex should identify that population explicitly so the measures are not treated as interchangeable.

16.6 Relocation, Replacement, and Facility-Disposition Findings

A deficient, temporary, flood-exposed, or poorly fitting facility can require substantial investment while its staffed company remains essential. The choice among rehabilitation, replacement, and relocation should reflect both the facility problem and the operating role of the location.

Station location affects more than the first response within a station's immediate service area. It also determines how quickly the company can reinforce other stations and contribute personnel, apparatus, and specialized capabilities to a complete incident assignment. Site comparisons should therefore evaluate first-unit access, supporting-company travel, complete force assembly, and coverage during overlapping incidents.

A replacement or relocation must maintain service throughout the transition. An existing facility may be decommissioned after its company and required capabilities have transferred to an accepted operating location. Retirement of the building does not constitute authority to remove the company or reduce its staffing.

16.6.1 Supported and Planned Relocations

Sparks Station 3. S3 should be relocated within east Sparks to address its flood exposure while preserving its east-Sparks response role, Engine 31 ALS function, hazardous-materials capability, and contribution to effective response force assembly. Site selection should consider both local first-unit access and the company's travel to incidents requiring multiple Sparks or regional resources. T37's Hidden Valley, eastern Interstate 80, and WUI responsibilities and T35's future TMFPD service role do not replace S3's functions. Annex M provides the evaluation of potential sites outside the floodplain and their modeled current and future coverage.

Reno Station 13. R13 should receive a permanent replacement on or near its Mill Street service area. Its urban demand, ALS operations, and contribution to surrounding multi-company assignments support maintaining that service position. Final site selection should preserve apparatus access, Training/Safety needs, and continuity of operations until the replacement is accepted.

Reno Station 1. R1 should move to the planned public-safety center at 455 East Second Street as a one-for-one replacement. The operating comparison should address central-city first-unit access and the company's arrival as part of larger assignments. The existing operating point remains active until the replacement is staffed, equipped, commissioned, and incorporated into dispatch systems and response plans. The two locations must not be counted as simultaneous staffed capacity.

TMFPD Station 32. T32's move to White Pelican Way should be treated as a relocation of its existing company. The service evaluation should address first-unit access, rural/WUI and highway responsibilities, travel by reinforcing companies into the affected area, and T32's ability to support incidents elsewhere. The relocation does not add a company or establish that another company can be removed. Transition arrangements must maintain the station's required coverage and capabilities until the replacement is operational.

16.6.2 Coverage-Preserving Replacement and Rehabilitation

R4 should be replaced or comprehensively remediated while preserving its central-city company and coverage role. S2 should be rebuilt or replaced to accommodate its apparatus and program requirements while maintaining its urban and first-alarm functions. T44 should receive programmed renewal or replacement that protects its local service area, rural/WUI responsibilities, and contribution to the R9/T44 response corridor. R7 should be rehabilitated at its existing site, and Sparks Station 1 should remain in structured modernization planning.

Temporary operating locations and construction phasing should account for the same service requirements as permanent sites. Retaining personnel during a project is necessary, but the temporary deployment point must also allow those personnel and their apparatus to reach the areas and assignments they support.

16.6.3 Locations Requiring Monitoring

S6 should be monitored as an active station in a developing service area. Evaluation should include workload, first-unit performance, interagency assistance, contribution to larger assignments, and coverage remaining when its company is committed.

T35 should receive operational credit after staffed commissioning. Its contribution should then be evaluated through observed coverage, workload distribution, reinforcing-company arrival, and effective response force assembly. The addition of a station does not automatically establish that existing capacity is surplus.

R10 should retain its current deployment point unless a future site comparison demonstrates a service advantage while preserving its local and supporting response functions. R15 should remain subject to airport-specific operating and continuity requirements and should not be assumed available for unrestricted municipal assignments.

16.7 Relationship to Regional Deployment Findings

Chapter 10 identifies five geographic zones where cross-boundary station selection can improve first-unit travel. Three station-specific relationships provide priorities for operating implementation: R9/T44, R12/T33–T36, and R6/T33–T37. The geographic zones describe where travel advantages occur; the operating priorities incorporate incident eligibility, resource availability, and protection of the area supplying assistance.

Regional Alignment provides the near-term framework for implementing these operating priorities while service-level choices, sustainable funding, and a potential legislated regional solution proceed

in parallel. Dispatch implementation and financing should follow the separate program in Chapter 35, with coordinated responsibilities for unit visibility, response assignments, communications, and performance monitoring.

The incident-based network analysis finds that 10,204 of 96,386 routed 2025 events have a different closest station when agency boundaries are removed from station selection. Of these, 4,725 have a modeled travel advantage of at least 60 seconds. These figures describe geographic opportunity. Actual assignments depend on staffed availability, apparatus suitability, qualifications, response authority, and the complete incident requirement.

Effective response force findings give these operating relationships an additional purpose. Regional assignments can improve the first arrival and can also provide personnel or capabilities needed to complete a larger response. An appropriate neighboring company may substitute for a farther company or supplement the assignment. Substitution must preserve the required staffing and apparatus; supplementation must account for the coverage remaining in the supplying area.

Incident-specific response plans should identify the complete initial assignment, including required reinforcing companies and specialty capabilities. A neighboring company needed to address a predictable personnel or capability requirement should be included at initial dispatch when warranted by the incident classification. Arrival of the first unit should not automatically cause the cancellation of another company required for the complete response.

A shared operating picture should identify incident identity, actual unit location, staffed status, apparatus, qualifications, assignment role, and the reason an otherwise closer resource is unavailable or bypassed. Performance monitoring should measure first-unit arrival, subsequent-company and aerial arrival, complete force assembly, move-up and backfill activity, coverage restoration, and effects on the supplying area.

The first-unit travel advantages in Chapter 10 should not be applied directly to ERF assembly times. Regional deployment may improve either or both measures, depending on which resource controls completion of the assignment. Its operational value should be established through both measures while all involved companies remain available as independent response resources.

16.8 Future Decision Points

The supported station dispositions should be revisited through the annual Standards of Cover process and whenever a major station lifecycle, commissioning, road-network, service-demand, or deployment change occurs. Reconsideration of a staffed-company closure, one-company consolidation, or two-company shared facility requires a complete alternative analysis rather than an updated proximity map. At minimum, the record must establish:

1. a common and current incident population with reconciled station, unit, and agency identifiers;
2. observed AVL-based emergency travel for the first unit, required follow-on companies, and complete risk-specific ERF;
3. daily staffed-unit availability, out-of-service intervals, unit utilization, incident duration, concurrent demand, move-ups, and coverage-restoration time;
4. the apparatus, staffing, qualifications, specialty functions, and cross-staffing consequences associated with every affected company;
5. the residual road-network coverage and access available to both service areas under normal, WUI, severe-weather, evacuation, highway, and major-incident conditions;

6. receiving-company capacity after transferred demand, projected growth, and simultaneous incidents are included;
7. effects on critical occupancies, infrastructure, rural/WUI communities, service environments, and material equity indicators;
8. parcel, access, water, utility, environmental, facility-program, apparatus-egress, resilience, temporary-service, and lifecycle-cost evidence for any physical alternative;
9. labor, fiscal, ownership, agreement, command, liability, insurance, governance, and public-accountability provisions; and
10. a staged implementation plan with baseline measures, decision thresholds, specialty overrides, donor-area safeguards, stop conditions, and post-implementation review.

A proposed change should not proceed if it requires an uncommissioned station, assumes a partner company is always available, double-counts a cross-staffed crew, transfers demand without demonstrated receiving capacity, removes a protected capability, or improves one area by creating an unacceptable gap elsewhere. A successful building project or technology installation is not itself proof that service improved; the observed operating results remain controlling.

16.9 Findings and Conclusions

16.9.1 The Network Supports Preservation and Better Use of Existing Capacity

The three agencies operate separate systems on one regional road network. Recurring cross-boundary relationships justify better incident recognition, unit visibility, and closest appropriate available unit selection. They do not establish excess staffing, apparatus, or company capacity. Regional Alignment should provide the near-term framework for improving how the existing network is seen, selected, governed, and measured while retaining every current staffed company. These operating improvements should proceed alongside service-level and funding decisions and development of a potential legislated regional solution, with dispatch implementation and financing coordinated through Chapter 35.

16.9.2 No Staffed-Company Closure or One-Company Consolidation is Supported

No location satisfies the complete staffed-company closure criteria. Station proximity and lower local demand do not establish that a company is unnecessary. Companies also provide reinforcing personnel, required apparatus, simultaneous-incident coverage, and support to areas beyond their immediate service territories.

The ERF findings reinforce the importance of that response depth. TMFPD's documented first alarm provides 15 to 16 known personnel, while its cumulative second alarm provides 21 to 23. Reaching the Study's low-hazard personnel benchmark therefore depends on resources beyond the first alarm, together with the apparatus, qualifications, and task assignments needed for a complete force. Removing an independently staffed company could increase reliance on more distant resources or reduce the capacity available for another incident.

These findings establish the importance of retaining capacity without assigning an unmeasured consequence to a particular station closure. No station-specific alternative demonstrates that the remaining network could absorb a company's removal while preserving first-unit access, complete force assembly, simultaneous-incident response, specialty functions, rural/WUI protection, growth capacity, and service equity. The Study therefore supports no staffed-company closure, routine brownout, or reduction of two independent companies to one.

16.9.3 Selected Relocation and Replacement Actions are Supported

The evidence supports a permanent R13 near the Mill Street service area, relocation of S3 within east Sparks, the planned one-for-one R1 move to 455 East Second Street, and relocation of T32 to White Pelican Way. It also supports coverage-preserving investment at R4, S2, and T44; rehabilitation of R7 at its existing site; modernization planning for S1; monitoring of S6; commissioning and evaluation of T35; and protection of R15's airport mission.

Each project must preserve the affected company's first-unit role and its contribution to larger assignments. Site selection and transition planning should account for supporting-company travel, required apparatus, complete force assembly, and coverage during overlapping incidents. A better building or improved average first-unit travel does not alone establish that all required service functions are preserved.

Facility retirement may follow an accepted replacement or relocation. It should not reduce the number of independently staffed companies or count a replacement operating point as additional capacity.

16.9.4 Shared Facilities Remain Conditional Two-Company Alternatives

No physical co-location project is presently recommended. R5/R7 and R11/T40 may be considered as future two-company shared-site alternatives when a major facility lifecycle decision creates a substantive reason to compare them with renewal of the existing sites.

Any alternative must retain both independently staffed and deployable companies, their apparatus, qualifications, and operational functions. It must also demonstrate that the common location preserves acceptable first-unit access, subsequent-company arrival, complete force assembly, and response to overlapping incidents across the affected service areas. The evaluation must address the consequences of both companies sharing one access point and one facility exposure.

A shared facility should proceed only where the service analysis and capital business case establish an overall advantage over two-site renewal. Building efficiency does not establish surplus response capacity, and retaining two companies at one address does not by itself preserve the geographic depth provided by two operating locations.

16.9.5 Overall Conclusion

The regional station-network should be improved without being thinned. The appropriate sequence is to preserve staffed-company capacity; correct documented facility and siting problems; commission the planned R1 and T35 changes under effective-date controls; implement and measure regional deployment; and reconsider physical alternatives only when observed operating evidence and a complete service-protection business case support them. This approach converts station proximity into a disciplined opportunity for better service without treating geography, building condition, or organizational consolidation as a shortcut to capacity reduction.

Chapter 17: Regional Risk–Capability Gap Analysis

17.1 Purpose and Principal Conclusion

This chapter brings together the report's findings concerning response performance, workload, resource availability, geographic access, structural-fire response assignments, critical occupancies, infrastructure, specialty capabilities, projected growth, wildfire exposure, station facilities, and service-delivery equity. Its purpose is to determine what the combined evidence establishes about the regional fire and EMS system and what actions the evidence supports.

The central conclusion is that the region has localized access, facility, staffing, and resource-availability concerns, but the evidence does not establish a general need for additional fire stations. Some areas have longer modeled or observed travel times, limited nearby resource depth, or difficulty assembling the personnel identified in the Study's structural-fire comparisons. These conditions vary by agency, service environment, incident type, and location.

The fixed-road analysis identifies extensive areas outside the Study's travel-time screens. Those results are useful for comparing station configurations and identifying places requiring closer review. They are not observed response times, adopted performance standards, or proof that another station is required. The four-minute urban screen is particularly demanding: 404 of the 405 evaluated urban growth locations exceed it. A large population outside that screen therefore demonstrates the limits of the existing station geography under a stringent planning test, not a corresponding population that lacks fire or EMS service.

The report supports retaining every existing staffed company; completing identified station replacement, rehabilitation, and relocation projects; improving closest-appropriate-unit and cross-boundary deployment; strengthening structural-fire alarm assignments where indicated; improving unit-status and arrival data; and monitoring areas where service performance, growth, wildfire exposure, and community needs overlap. A new station should be considered only where observed performance, sustained demand, unit availability, required response capability, future growth, site feasibility, and the effect on surrounding service areas collectively establish that operational or existing-facility alternatives will not address the problem adequately.

17.2 Interpretation of the Evidence

The analyses summarized in this chapter answer different questions and should not be combined into a single adequacy score. Modeled station travel describes geographic access from fixed station locations. Observed incident data describe what occurred during the Study period. Workload and availability measures describe the frequency with which nearby resources may be committed. Structural-fire response assignments describe the personnel and apparatus planned for an incident. Critical-site and specialty-capability inventories identify potential operational needs. Growth projections identify where demand may increase. Demographic and geographic vulnerability describe conditions that may increase the consequences of delayed service or complicate warning, evacuation, medical continuity, and recovery.

A concern becomes a basis for a specific operational or capital action only when the evidence supports the proposed remedy. For example, a location outside a modeled travel-time screen may warrant route validation, closest-unit deployment, or station-location review. It does not automatically warrant a new station. A first-alarm personnel count below a selected comparison may warrant a run-card change or an additive alarm assignment. It does not automatically warrant another station or company.

The following distinctions govern the chapter's conclusions:

- A modeled access concern means that one or both fixed-station travel models place a location outside the applicable planning screen.
- An observed service concern means that incident data show comparatively long response times, recurring upper-tail delays, or other performance conditions requiring review.
- A resource-availability concern means that the expected first-due or nearby resource may be committed when another incident occurs.
- A planned-force shortfall means that the personnel assigned under a documented alarm plan are fewer than the selected Study comparison. It is not a finding of failed incident tasks.
- A supported action is one for which the available evidence identifies both the problem and a reasonable response without creating an unacceptable effect elsewhere.

The future station scenario includes TMFPD Station 35 at 21233 Reno Technology Parkway West and the planned Reno Station 1 location at 455 East Second Street. Station 35 receives no current operating credit until it is commissioned, staffed, equipped, incorporated into response assignments, and evaluated with operating data. Reno Station 15 remains dedicated to the airport and aircraft rescue and firefighting mission and is not treated as general excess municipal capacity. Cross-staffed specialty apparatus are not counted as independently staffed companies.

17.3 Fixed-Station Geographic Access

The fixed-station analysis compares station locations using two retained road-travel calibrations. A location is classified as outside both screens when both models exceed the applicable urban, suburban, or rural/WUI planning time. A location is model-sensitive when one model meets the screen and the other does not. These categories describe agreement between two planning models; they do not establish what happened during an actual emergency.

Under the current network, approximately 290,809 allocated 2020 residents are in areas outside both fixed-road screens. Under the future 32-station scenario, approximately 287,249 remain in that category, 162,098 are in model-sensitive areas, and 34,836 are within the planning screen under both models.

Table 17-1. Fixed-station access classification

Measure	Current network	Future network	Interpretation
Active or scenario station points	31	32	Station 35 is included only in the future scenario
Population outside both travel-time screens	290,809	287,249	Reduction of approximately 3,560
Population in model-sensitive areas	-	162,098	Field travel and route validation required
Population within both travel-time screens	-	34,836	Both models meet the applicable screen
Listed critical occupancies outside both screens	63	62	One-record reduction in the supplied inventory

Approximately 59.3 percent of the scored future-network population is outside both planning screens, 33.5 percent is in the model-sensitive category, and 7.2 percent is within both screens.

These percentages should not be interpreted as the shares of the population receiving inadequate, uncertain, or adequate emergency service. The result is strongly influenced by the lower planning times, particularly the four-minute urban fixed-road screen. It identifies how much of the region cannot be placed inside those travel envelopes from the modeled station points.

The addition of Station 35 and relocation of Reno Station 1 reduce the population outside both screens by approximately 3,560, or about 1.2 percent of the current total in that category. This means those two projects do not materially change the regionwide fixed-road classification. It does not mean the projects lack local value or that additional stations elsewhere would necessarily produce the same result.

The fixed-station analysis is most useful for:

1. comparing alternative station locations under the same assumptions;
2. identifying road, gate, grade, seasonal-access, and final-approach conditions;
3. locating areas where observed performance should be examined more closely;
4. testing whether a proposed relocation improves one service area without materially degrading another; and
5. preserving future options in corridors where demand and development are increasing.

It is not a live dispatch simulation. It does not account for the position of a mobile unit, unit availability, move-ups, traffic conditions, incident-specific staging, dispatch recommendations, cross-boundary response, or changes in road access. Station geography should therefore be considered together with observed performance and resource availability before a station conclusion is reached.

17.4 Observed Performance and Resource Availability

Observed incident data show meaningful differences among agencies and service environments. Reno's 2025 EMS all-call total-response time reached 12 minutes 54 seconds at the 90th percentile. Reno's narrative-confirmed fire and other Code 3 incidents reached approximately 12 minutes 55 seconds. Sparks' identified Code 3 total-response time reached 10 minutes 22 seconds. TMFPD's 90th-percentile travel time was 7 minutes 45 seconds in Urban areas, 8 minutes in Suburban areas, and approximately 14 minutes 12 seconds in Rural/WUI areas, following a 2-minute 8-second post-transfer processing interval.

These results should remain agency specific. The datasets use different incident populations, interval definitions, filters, and data structures. A pooled regional response time would conceal those differences rather than produce a meaningful regional measure.

Table 17-2. Observed performance and resource-availability measures

Agency	Measure	Result	Interpretation
Reno	EMS all-call total response, 90th percentile	12:54	Upper end of the retained EMS response distribution
Reno	Narrative-confirmed fire and other Code 3 total response, 90th percentile	12:55	Defined set of fire and other emergency incidents; not structural-fire ERF assembly
Sparks	Identified Code 3 total response, 90th percentile	10:22	Agency-specific emergency response population
TMFPD	Travel time, 90th percentile	Urban 7:45; Suburban 8:00; Rural/WUI 14:12	Travel varies substantially by service environment

Agency	Measure	Result	Interpretation
Reno	First, first two, and first three engines busy	11.261%; 2.084%; 0.640%	Indicates layered depletion; not continuous staffed-unit availability
TMFPD	First, first two, and first three units busy	8.633%; 1.634%; 0.386%	Indicates layered depletion; method is not identical to Reno in all respects
Sparks	Engagement begins during another primary engagement	51.542%	Indicates overlapping demand
Sparks	Calendar time with two or more primary engagements	14.564%	Indicates concurrent workload; not a first-due-busy rate

Source: Agency CAD records and regional performance and resource-depth analyses.

Reno and TMFPD generally retain deeper resources during most incidents, but the first-due or nearest layer is unavailable often enough to affect service in individual cases. When the first resource is committed, the responding unit may come from another station or jurisdiction and travel farther. The relatively low frequency of deeper depletion does not establish excess capacity because those events are precisely the circumstances in which longer response and reduced backup are most likely.

The Sparks data demonstrate substantial concurrent workload but do not permit the same first-due-busy calculation used for Reno and TMFPD. Sparks' results should therefore be used to support workload and concurrency review, not converted into a comparable availability percentage.

The observed evidence supports targeted review of upper-percentile response performance, first-due availability, unit origin, turnout, dispatch processing, cross-station response, and concurrent demand. It does not identify a single station-network deficiency shared by the three agencies.

17.5 Structural-Fire Response Assignments

The structural-fire analysis compares documented alarm assignments with selected NFPA 1750 personnel references and examines observed assembly of personnel-equivalent response forces. These references are Study comparisons, not adopted regional standards. The assignment analysis tests the number of known personnel assigned under each response plan. The incident analysis examines when responding units assemble the evaluated personnel equivalent. Personnel count, apparatus mix, qualifications, and task assignments must be considered together when determining whether the response provides a complete task-capable force.

Reno's standard first alarm assigns 33 personnel. This is 12 above the selected 21-person low-hazard comparison and four above the 29-person medium-hazard comparison. Reno's high-risk first alarm assigns 41 personnel, two below the selected 43-person high-hazard comparison before escalation. Reno's cumulative second-alarm assignment reaches 46.

Sparks' confirmed first-alarm pattern contains 16 personnel, five below the selected 21-person low-hazard comparison. Its cumulative second alarm reaches 22. TMFPD's documented first-alarm pattern contains 16 to 17 personnel: two battalion chiefs, three three-person engines, a ladder or replacement engine with three to four personnel, and a two-person TMFPD medic unit. This is four to five below the selected 21-person low-hazard comparison and 12 to 13 below the 29-person medium-hazard comparison. Second-alarm planning should account separately for the cumulative personnel, apparatus, qualifications, and task assignments required for the applicable risk class.

Table 17-3. Structural fire personnel comparison

Agency and response	Planned personnel	Selected comparison	Difference	Interpretation
Reno standard first alarm	33	21 low hazard with aerial	+12	Exceeds the selected low-hazard comparison
Reno standard first alarm	33	29 medium hazard with aerial	+4	Exceeds the selected medium-hazard comparison
Reno high-risk first alarm	41	43 high hazard with fire pump	−2	Two personnel below the comparison before escalation
Reno cumulative second alarm	46	43 high hazard with fire pump	+3	Exceeds the numerical comparison after escalation
Sparks first alarm	16	21 low hazard with aerial	−5	Five personnel below the first-alarm comparison
Sparks cumulative second alarm	22	21 low hazard with aerial	+1	Exceeds the low-hazard comparison after escalation
TMFPD first alarm	16–17	21 low hazard with aerial	−5 to −4	Four to five personnel below the first-alarm comparison; apparatus and task requirements also apply
TMFPD cumulative second alarm	16–17	29 medium hazard with aerial	−13 to −12	Twelve to thirteen personnel below the medium-hazard comparison; reinforcing resources are required

Source: Agency response assignments and regional effective-response-force analysis. OSHA two-in/two-out requirements are entry controls and are not complete effective-response-force standards.

The results identify alarm-assignment questions rather than station-location conclusions. Sparks and TMFPD should evaluate whether additive first-alarm assignments, automatic aid, risk-based run cards, or other deployment changes can address the numerical differences. Reno should evaluate its high-risk alarm assignment and the timing of escalation resources.

The observed assembly analysis in Chapter 14 gives these assignment findings an operational dimension. Reno's evaluated 21-person-equivalent assembly time was 12 minutes 55 seconds at the 90th percentile. For TMFPD's complete 2022–2025 study years, 77 of 520 evaluated incidents reached the 16-person equivalent, with a median assembly time of 25 minutes 27 seconds and a 90th-percentile time of 48 minutes 15 seconds among those incidents. These results use different personnel thresholds and incident populations and should be interpreted within each agency's analysis. Reinforcing-unit travel was the largest measured assembly component in approximately 91 percent of the evaluated Reno assemblies and 86 percent of the evaluated TMFPD assemblies.

Operational implementation should therefore address both the initial assignment and the arrival of the resources needed to complete it. Risk-based dispatch, timely assignment of reinforcing companies, appropriate automatic aid, and preservation of geographically distributed staffed companies are central to that work. Performance monitoring should distinguish first-unit arrival, personnel-equivalent assembly, and assembly of the complete task-capable force, with attention to apparatus, qualifications, cancellations, and the resources remaining available for other incidents.

17.6 Cross-Boundary Deployment and Receiving Capacity

The regional road network creates situations in which a station operated by another participating agency is nominally closer by at least 60 seconds. The baseline-to-2031 analysis identifies approximately 5,588 incidents meeting that geographic condition after routing exclusions. This represents potential travel advantage before unit availability, workload, specialty mission, donor-area effects, or interagency operating rules are considered.

After applying the selected receiving-capacity limit, approximately 1,194 incidents, or 21.4 percent of the potential volume, remain eligible for reassignment. Twelve receiving stations reach their modeled limits: R3, R4, R9, R10, R12, S3, T33, T40, T42, T44, T45, and T46.

These results do not mean that the remaining incidents cannot receive mutual or automatic aid. The model uses a conservative allocation and does not simulate live unit status, simultaneous demand, move-ups, specialty restrictions, or reciprocal changes elsewhere in the system. It demonstrates that shorter geographic distance cannot be treated as unlimited receiving capacity.

The strongest opportunities remain the R9/T44 interface, the R12/T33–T36 area, and the R6/T33–T37 corridor. These areas warrant controlled closest-appropriate-unit testing with:

1. common unit-location and status information;
2. documented dispatch recommendations and overrides;
3. donor- and receiving-area workload limits;
4. airport, wildland, HazMat, technical-rescue, and other specialty overrides;
5. duplicate-response controls;
6. performance and workload monitoring; and
7. defined conditions for narrowing, revising, or ending the pilot.

Every involved company should remain independently staffed and deployable during these tests. Cross-boundary deployment can improve the use of the existing network, but it does not create new capacity and should not be used to support a station closure.

17.7 Critical Occupancies and Infrastructure

The study-area critical-occupancy inventory contains 316 mapped planning locations following reconciliation of duplicate and overlapping records. It is a provisional planning inventory rather than a complete regional census. All 316 locations are within the study boundary. Under the future fixed-station network, both travel-time estimates exceed the applicable study benchmark at 173 locations, the two estimates disagree at 91 locations, and both estimates meet the benchmark at 46 locations. Six locations receive descriptive special-use treatment rather than a generic travel-benchmark classification.

The inventory comprises 82 schools, 15 senior-living facilities, 96 residential group-care and assisted-living locations, seven medical centers, three detention facilities, one inpatient physical rehabilitation hospital, nine skilled-nursing facilities, one adult day-services location, and 102 childcare locations. Memory care is identified at 11 locations already included in these categories. Five childcare programs are incorporated into existing school planning locations and are not counted separately.

In total, 264 locations, or 83.5 percent of the mapped inventory, either exceed the travel benchmark under both estimation methods or have results that depend on the calibration method used. This distribution identifies a substantial preplanning and validation workload. It does not establish that these facilities are unsafe or inadequately protected. Facility-level service needs depend on the correct emergency entrance, road and gate access, occupancy, building configuration, fire-protection

systems, available water, evacuation or defend-in-place strategy, occupant assistance needs, required incident tasks, and available qualified resources.

The mapped inventory excludes six candidate records outside the study boundary and 58 records held for scope or location validation. Developmental-disability provider contacts are not counted as residential facilities without verified site addresses. Shelter and recovery-facility candidates have not yet been incorporated. These gaps should be addressed through agency and owner/operator reconciliation.

The agencies should maintain the inventory through routine coordination with facility operators, licensing authorities, and local planning and inspection programs. Updates should address facility openings and closures, changes in occupancy or services, site addresses, and relationships among programs operating at the same location. This process should keep residential-care, childcare, shelter, recovery, and other locations requiring occupant assistance aligned with current pre-incident plans and emergency contacts.

The public-source infrastructure screen contains 263 retained feature records: 94 transportation, 83 energy, 51 dams and water-control features, 18 communications, and 17 water or wastewater features. Both travel-time estimates exceed the applicable benchmark for 70 records, the estimates disagree for 68, and both meet the benchmark for 33. The remaining 92 records receive special-use, outside-area, or unassigned treatment.

These infrastructure records identify potential lifeline dependencies rather than verified individual facilities. Public mapping may include multiple components of the same system, inactive features, or geometry that does not represent the emergency entrance. The inventory should be reconciled with the responsible owners and operators before conclusions are reached about site access, protection, consequences, redundancy, restoration priority, or resource needs.

Immediate priorities are locations where occupants may require substantial assistance, delayed access could complicate protective actions, or infrastructure disruption could produce consequences beyond the incident site. Validation should address:

1. emergency entrances, gates, and alternate routes;
2. fire flow, fixed fire-protection systems, and emergency power;
3. evacuation, assisted movement, defend-in-place procedures, and continuity needs;
4. staffing available to assist occupants, including overnight coverage;
5. hazardous processes and shutdown requirements;
6. communications and owner/operator coordination;
7. required fire, EMS, HazMat, technical-rescue, water-rescue, aerial, or wildland capabilities; and
8. preplans, inspections, exercises, receiving facilities, and restoration arrangements.

17.8 Specialty Capabilities

The regional record identifies programs or platforms for hazardous materials, technical rescue, water rescue, aerial operations, wildland/WUI operations, and airport aircraft rescue and firefighting. This demonstrates substantial regional capability breadth.

Operational readiness depends on how many fully qualified specialty teams are available on a particular day, whether required apparatus are in service, how cross-staffing affects other companies, and whether a second simultaneous specialty incident can be supported. Timed assembly, task-performance, and outcome measures should be used to evaluate readiness across the six capability areas.

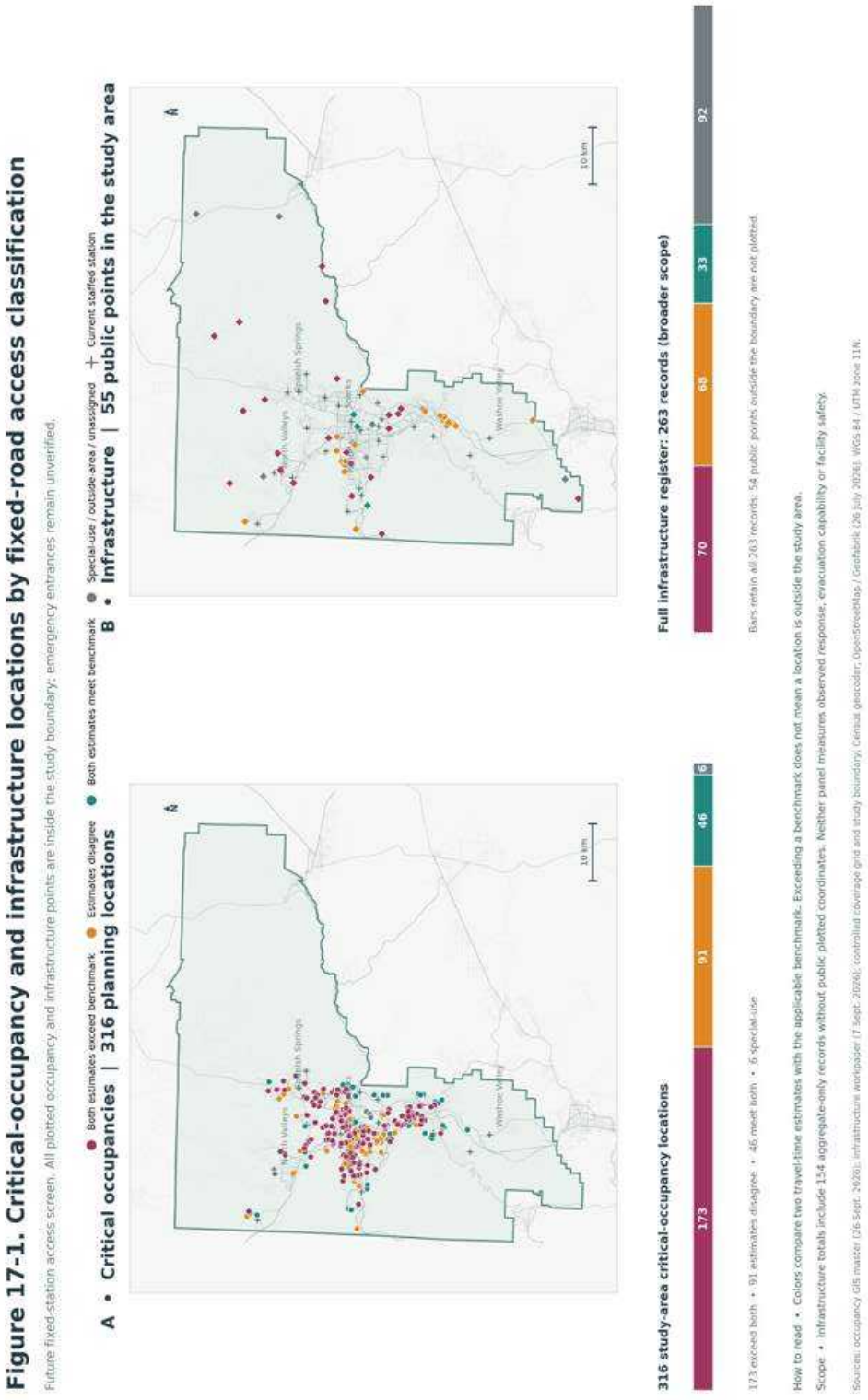
Cross-staffed apparatus must be interpreted carefully. A crew capable of moving from an engine to a rescue, HazMat, water-rescue, or wildland apparatus broadens the work that crew can perform, but it does not create another independently staffed company. When the crew operates the specialty apparatus, its regular unit may no longer be available for another response.

The three agencies should maintain a common capability record identifying:

1. the mission and resource type;
2. the minimum qualified crew;
3. current credentials;
4. daily personnel and apparatus status;
5. cross-staffing dependencies;
6. activation and assembly procedures;
7. alternate resources; and
8. the ability to support concurrent incidents.

Exercises and incident records should then be used to evaluate how quickly the required team assembles and whether the intended tasks can be completed. Regional readiness reviews should use these results to establish daily and simultaneous specialty capacity, identify appropriate reinforcing resources, and maintain coverage when a specialty team is committed.

Figure 17-1. Critical occupancy and infrastructure location by fixed-road access classification



17.9 Projected Growth, WUI, and Major-Incident Conditions

The regional growth model starts with 97,215 unique incidents and projects approximately 102,654 incidents by 2031, an increase of approximately 5,439 annual incidents across all modeled locations. Of these, 101,436 are associated with the controlled routed geography.

Thirty-three growth locations are in station territories already identified for access, workload, WUI, or boundary review. Together, they add approximately 863 annual incidents. Twenty-nine follow an existing service condition and add approximately 760 incidents. Four add approximately 103 incidents elsewhere within territories already under review. The model does not identify a newly developed territory that independently creates a demonstrated need for another station.

The largest projected increases in annual incident demand between 2025 and 2031 occur within the current station catchments of Sparks Station 6, with approximately 553 additional incidents; Reno Station 12, with 549; Reno Station 1, with 477; Reno Station 9, with 463; and Sparks Station 3, with 449. These are followed by Reno Station 11, with approximately 365 additional incidents; Reno Station 3, with 297; and Reno Station 6, with 293. Percentage increases provide additional context: Sparks Stations 6 and 3 increase by approximately 32.2 and 25.7 percent, respectively, while Reno Stations 12, 9, and 11 increase by approximately 10.0, 11.9, and 18.8 percent. These locations account for the largest added incident volumes and warrant particular attention when assessing future service capacity. Other catchments, including TMFPD Station 39 and Reno Station 14, show relatively high percentage increases from smaller baselines but substantially fewer additional incidents.

These percentages do not establish future unit utilization or station failure. They identify where agencies should monitor incident demand, simultaneous calls, first-due availability, cross-station reliance, and facility capacity. Growth may turn a manageable current condition into a future constraint even when the station map does not change.

Wildfire and wildland–urban interface (WUI) conditions add a separate operational concern. The County's Fire Risk Rating maps areas as Low, Moderate, High, or Extreme; SILVIS maps WUI areas where housing is near or mixed with wildland vegetation. These measures describe different conditions, so a residential unit can fall within both a County High or Extreme zone and a SILVIS WUI area. Applying the Study's residential parcel screen within the three agency boundaries identifies 13,484 units in County High or Extreme zones: 5,577 in Reno Fire's service area, none meeting this specific screen in Sparks Fire's, and 7,907 in TMFPD's. A separate overlay using the fixed 2020 SILVIS WUI geography identifies 70,816 residential units in Reno Fire's area, 37,402 in Sparks Fire's, and 33,849 in TMFPD's. Sparks' zero in the County High/Extreme screen therefore does not indicate an absence of WUI exposure or wildfire planning responsibilities. The selected 2031 growth model places representative points for approximately 8,840 additional residents and 1,268 additional annual incidents in current High-rated areas, primarily in Reno and TMFPD area. Those allocations do not establish how many additional residential units will lie in either geography by 2031.

Table 17-4. WUI and High-risk fire zones by jurisdiction table [5]

Study agency	County rating: High units	County rating: Extreme units	High + Extreme units	SILVIS WUI residential units
Reno Fire	5,577	0	**5,577**	**70,816**

[5] The County High/Extreme columns and the SILVIS WUI column are separate geographic measures and may overlap; they must not be added together. All columns use qualifying residential units from the same Assessor parcel screen and

Study agency	County rating: High units	County rating: Extreme units	High + Extreme units	SILVIS WUI residential units
Sparks Fire	0	0	**0**	**37,402**
TMFPD	7,847	60	**7,907**	**33,849**
Three-agency total	**13,424**	**60**	**13,484**	**142,067**

WUI service needs cannot be evaluated through station travel alone. Initial attack, evacuation traffic, limited road access, water supply, smoke, wind, structure protection, public warning, and the availability of additional companies can become more important than a small difference in normal road travel. Station, roadway, dispatch, development, and capital decisions affecting these areas should therefore be evaluated through the agencies' community risk assessments, Standards of Cover, WUI preplans, evacuation plans, and development-review processes.

17.10 Areas Requiring Focused Service Review

The service-sufficiency analysis does not identify a regionwide pattern in which greater demographic vulnerability is systematically associated with worse fire or EMS performance. It does identify localized areas where longer service times coincide with geographic hazards and community conditions that may increase the consequences of delayed assistance.

Four areas warrant the highest level of focused review:

1. Southeast Reno around Curti Ranch and the Veterans Parkway–Geiger Grade area;
2. West Reno around Summit Ridge and Sky Mountain;
3. Northern and eastern rural Washoe County, including Gerlach, Empire, and the Pyramid Lake–Nixon corridor; and
4. West Washoe Valley around Franktown and the Galena foothills.

Review of these areas should determine which incidents contribute to the upper end of the travel-time distribution and whether the observed conditions reflect station distance, first-due unit unavailability, concurrent demand, response by a more distant unit, interagency deployment, road access, severe weather, or another recurring operational condition. The results should be considered through each agency's community risk assessment, Standards of Cover, deployment review, and capital-planning processes.

Sixteen additional areas have material combined findings but require continued incident accumulation or operational validation before the service difference can be characterized with the same confidence. These areas should be included in routine monitoring of travel performance, unit origin, first-due availability, concurrent incidents, automatic- or mutual-aid use, and changes in incident demand.

Eight other tracts have geographic risk and service concerns without a qualifying demographic convergence finding. These areas remain important operational and resilience priorities. Their monitoring should focus on the conditions demonstrated by the evidence, including extended travel, limited response depth, wildfire exposure, evacuation constraints, roadway limitations, severe weather, or projected growth.

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the three agencies' fire-service boundaries. The WUI column applies the fixed 2020 SILVIS interface and intermix **geography** to those parcel records; it is not a current WUI boundary or a measure of wildfire-loss probability.

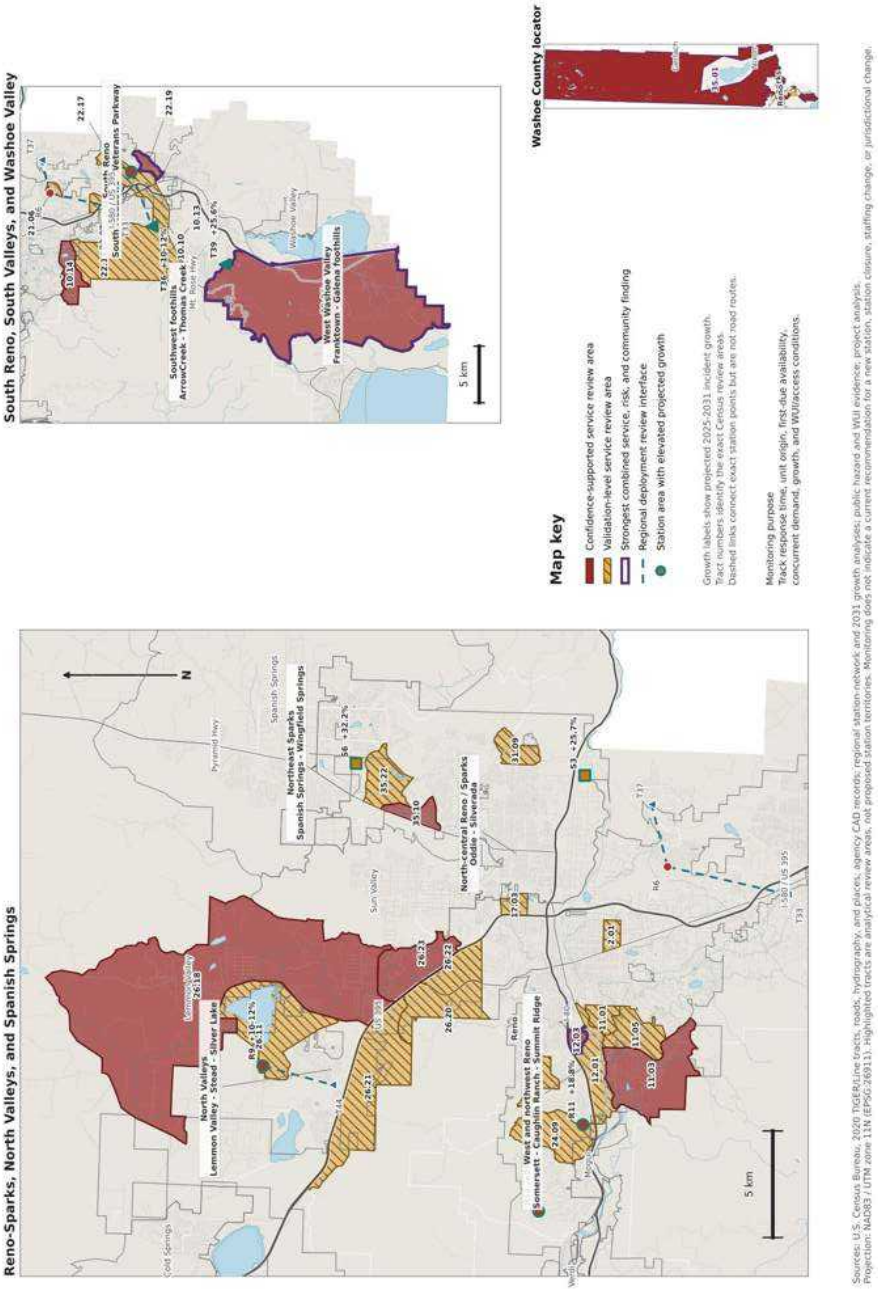
Community conditions should inform the mitigation selected where they affect warning, evacuation, transportation, medical continuity, or the ability to prepare for and recover from an emergency. Relevant measures may include WUI and evacuation preplanning, accessible and multilingual warning, coordination with residential or group-care facilities, medical-continuity planning, and outreach to populations that may require additional evacuation assistance. These measures address the practical consequences of an emergency; they do not change the critical tasks or personnel required for a given incident.

These areas are service-review and planning priorities. They are not dispatch categories, station territories, staffing formulas, or independent recommendations for new stations. Any future station or deployment change should be supported by sustained incident demand, recurring unit-availability or travel deficiencies, insufficient response depth, growth, and evaluation through the agencies' established planning frameworks.

Figure 17-2 identifies the areas where current service conditions, geographic constraints, demographic vulnerability, or projected growth warrant continued monitoring. The highlighted areas are not proposed station locations or recommended station service areas. They identify where the agencies should track whether service performance and resource capacity are improving, remaining stable, or approaching the point at which operational or capital action may be necessary.

Figure 17-2. Areas to monitor for possible future station needs

Figure 17.2. Areas to Monitor for Possible Future Station Needs
No new station is currently recommended; highlighted areas warrant continued review of service performance, demand, resource availability, growth, and access



Sources: U.S. Census Bureau, 2020 TIGER/Line tracts, roads, hydrography, and places; agency CAD records; regional station-network and 2031 growth analyses; public hazard and WUI evidence; project analysis.
Projection: NAD83 / UTM zone 11N (EPSG:26911). Highlighted tracts are analytical review areas, not proposed station territories. Monitoring does not indicate a current recommendation for a new station, station closure, staffing change, or jurisdictional change.

17.11 Station and Facility Implications

The combined evidence supports improving the existing station-network without reducing staffed-company capacity. It does not establish a general requirement for additional station sites.

The following station and facility actions are supported:

1. Establish a permanent Reno Station 13 near the Mill Street service area.
2. Relocate or replace Sparks Station 3 within the accepted east Sparks service area while preserving its company, ALS function, and HazMat role.
3. Complete the planned one-for-one relocation of Reno Station 1 and measure its operating effects.
4. Complete the planned relocation of TMFPD 32 to the new location at White Pelican Way and measure its operating effects.
5. Address documented facility or program needs at Reno Station 4, Sparks Station 2, and TMFPD Station 44 without removing their companies.
6. Rehabilitate Reno Station 7 at its existing site.
7. Continue modernization planning for Sparks Station 1.
8. Continue monitoring the operating effects of Sparks Station 6.
9. Complete TMFPD Station 35, recognize its operational capacity after staffed commissioning, and evaluate its observed coverage, workload, response, and reinforcing-resource contribution over the first 12 months.
10. Preserve Reno Station 15 and its airport mission.

Potential shared facilities at R5/R7 and R11/T40 remain future Study alternatives rather than current recommendations. Any shared facility would need to retain two independently staffed and deployable companies and demonstrate better overall service, access, resilience, facility function, and lifecycle value than renewing two separate sites.

No existing staffed company satisfies the complete closure test. Geographic proximity alone does not show that another company can absorb the demand, provide the required effective response force, protect WUI and rural areas, maintain specialty capability, and respond during simultaneous incidents. The report therefore supports no staffed-company closure, routine brownout, or reduction of two companies to one.

A proposal for an additional station or independently staffed company should proceed only when all of the following are demonstrated:

1. persistent observed response or resource-availability problems in a defined service area;
2. sufficient existing or projected incident demand;
3. evidence that first-due unavailability, distance, or insufficient nearby resource depth materially contributes to the problem;
4. a clear fire, EMS, WUI, specialty, or effective-response-force need;
5. a tested location that materially improves the affected service area;
6. no unacceptable reduction in service to adjacent or donor areas;
7. evidence that dispatch, run-card, move-up, mutual-aid, access, turnout, prevention, or existing-facility alternatives will not adequately address the condition;
8. feasible property, roadway, water, utility, environmental, and facility conditions; and
9. a sustainable staffing, apparatus, operating, and lifecycle funding plan.

No net-new station proposal currently satisfies that complete evidentiary chain. Station 35 is an already planned future facility and should be evaluated after commissioning rather than used to infer a broader station expansion requirement.

17.12 Regional Improvement Priorities

The findings support the following coordinated actions under Regional Alignment. Operational improvements, supported facility projects, and performance monitoring should proceed while service-level choices, sustainable funding, and a potential legislated regional solution are developed in parallel. Dispatch implementation and financing should follow Chapter 35, with coordination across the participating agencies.

17.12.1 Improve Unit and Response Data

The agencies should establish common records for staffed unit status, apparatus outages, move-ups, cross-staffing, qualifications, dispatch recommendations, overrides, cancellations, unit origin, and all-unit arrival chronology. Structural fire records should identify confirmed-fire status, applicable risk class, required tasks, and the time at which a task-capable force assembled.

These records support routine deployment decisions and performance review by distinguishing a station-location problem from a turnout, availability, dispatch, run-card, or staffing problem. Regional monitoring should use them to evaluate the effects of operational changes, maintain specialty readiness, and protect coverage in areas supplying assistance.

17.12.2 Test Closest-Appropriate and Cross-Boundary Deployment

The R9/T44, R12/T33–T36, and R6/T33–T37 interfaces should receive controlled operational testing. Each pilot should have a baseline, performance target, receiving- and donor-area limits, specialty overrides, review period, and conditions for modification or termination.

The objective is to improve response using the existing regional network while protecting the capacity and missions of both participating agencies.

17.12.3 Review Structural-Fire Alarm Assignments

Sparks and TMFPD should evaluate first-alarm assignments against their adopted risk classes and critical tasks. Reno should evaluate the assignment and escalation sequence for high-risk structural fires. The review should consider additive resources, automatic aid, unit qualifications, arrival order, and the timing of the complete task-capable force.

No agency should adopt a personnel change solely to match a Study comparison without first determining the tasks, risk classifications, operating policies, and performance objectives that it intends to use.

17.12.4 Complete Supported Facility Projects

Reno Station 13, Sparks Station 3, Reno Station 4, Sparks Station 2, TMFPD Station 32, TMFPD Station 35, and TMFPD Station 44, 45, and 46 should advance through their identified replacement, relocation, rehabilitation, or continuity processes. Each project should preserve the existing company and mission during transition and should be tested for its effect on surrounding service areas.

17.12.5 Validate Critical Occupancies and Infrastructure

The supplied occupancy and public-source infrastructure inventories should be reconciled with agency, facility, and owner/operator records. Validation should focus first on locations outside both travel screens, model-sensitive locations, facilities requiring assisted evacuation or continuity of care, and infrastructure whose disruption could impair public safety, water, communications, transportation, or emergency operations.

17.12.6 Incorporate Community Conditions Through Existing Planning Frameworks

The four highest-priority areas and the additional validation areas should be addressed through the agencies' community risk assessments, Standards of Cover, WUI plans, evacuation planning, pre-incident planning, public education, emergency communications, and capital review.

The purpose is to ensure that identified service conditions and community needs influence implementation. It is not to create separate response standards or resource assignments based on demographic characteristics.

17.12.7 Monitor Growth and Preserve Future Options

Annual monitoring should compare actual incident growth, first-due availability, concurrent demand, upper-percentile response performance, and development activity with the 2031 projections. Property or facility options should be preserved where warranted, but a capital project should not proceed until the operational need and expected service benefit are demonstrated.

17.13 Findings

1. The fixed-road model identifies extensive areas outside the Study's travel-time screens. Because the screens are diagnostic planning measures - particularly the four-minute urban screen - the result does not establish that the same population receives inadequate service or that additional stations are required.
2. The future network reduces the population outside both travel-time screens by approximately 3,560. Station 35 and the Reno Station 1 relocation may provide local benefits, but those projects do not materially change the regionwide fixed-road classification.
3. Observed response performance and resource availability vary by agency, service environment, and location. The evidence supports targeted operational review rather than a single regional finding of station-network inadequacy.
4. Sparks' first-alarm personnel count is five below the selected 21-person low-hazard Study comparison. TMFPD's first alarm contains 16 to 17 personnel, four to five below that comparison. Reno's high-risk first alarm is two below its selected comparison before escalation. These are alarm-assignment findings and do not establish observed task failure or a need for another station. The observed assembly analysis also identifies reinforcing-unit travel as the largest measured component in approximately 91 percent of evaluated Reno assemblies and 86 percent of evaluated TMFPD assemblies. These findings support timely assignment of reinforcing resources, appropriate automatic aid, and preservation of geographically distributed staffed companies.
5. Cross-boundary deployment offers meaningful travel-time opportunities, but the receiving-capacity analysis shows that proximity cannot be treated as unlimited capacity. Controlled closest-appropriate-unit pilots are appropriate; unrestricted reassignment is not.

6. The critical-occupancy and infrastructure inventories identify a substantial preplanning and owner/operator coordination workload. Their mapped locations do not establish that an individual facility is unsafe, inadequately protected, or in need of a new station.
7. The region has substantial specialty-program breadth. Operational readiness depends on daily qualified staffing, apparatus availability, cross-staffing effects, concurrent specialty capacity, and timely assembly of the required resources. Common capability records, exercises, and incident reviews should support regional readiness management and preserve coverage when specialty resources are committed.
8. Projected growth primarily adds demand within territories already under review. The model does not identify a newly developed territory that independently establishes a need for another station.
9. The combined service, geographic-risk, and demographic analyses identify four areas requiring the highest level of focused operational review, 16 areas requiring continued validation, and eight additional geographic risk–service areas. The responsible agencies should address the underlying conditions through their established community risk assessment, Standards of Cover, deployment, WUI and evacuation, service-monitoring, and capital-planning processes. These findings do not independently establish a need for new stations or create separate staffing, dispatch, or station-placement rules.
10. The evidence supports retaining all staffed companies and completing identified replacement, rehabilitation, and relocation projects. It supports no current staffed-company closure, one-company consolidation, or general program of station expansion.

17.14 Application of the Findings

The fixed-station analysis provides a geographic planning basis for comparing station configurations. Operational decisions should combine those findings with actual unit locations, traffic, unit availability, move-ups, incident-specific access, emergency staging, and cross-boundary response arrangements. The two travel calibrations share the same general station and roadway structure. Agreement between them identifies a consistent modeled geographic condition; observed service performance is evaluated separately through incident records.

Regional deployment management should maintain a common operating picture of daily staffing, unit status, apparatus outages, move-ups, and specialty qualifications. Structural-fire performance review should distinguish documented alarm assignments, observed personnel-equivalent assembly, and assembly of a complete task-capable force. Confirmed-fire classification, all-unit arrivals, cancellations, risk classification, qualifications, and task assignments should guide evaluation against the applicable response objective.

The critical-occupancy and infrastructure inventories provide a regional basis for preplanning and coordination with agencies, facilities, and owners and operators. Site-level application should identify the correct emergency entrance, actual fire flow, protection-system condition, internal access, occupancy, operating status, consequences of disruption, redundancy, and restoration priority. Infrastructure planning should distinguish individual operating facilities from multiple mapped components of the same system.

Growth projections are planning estimates of future demand. The 2020 WUI layer provides a fixed geographic reference for evaluating the relationship between forecast growth and established WUI conditions. Development review and WUI planning should also consider changes in vegetation, development patterns, access, and mitigation through 2031. Tract-level demographic findings describe area conditions and should guide locally appropriate warning, evacuation, medical-

continuity, and preparedness measures without attributing the same circumstances to every resident or treating demographic characteristics as the cause of a service result.

The receiving-capacity model provides a conservative planning scenario for evaluating potential workload transfers. Operational implementation should apply current unit status, concurrent demand, specialty requirements, and protection of the area supplying assistance. The NFPA 1750 personnel values are Study comparisons; agencies should establish their applicable risk-specific assignments and performance objectives through their Standards of Cover and operating policies. Together, these analytical and operational controls connect the findings to specific service improvements and capital decisions.

17.15 Conclusion

The regional fire and EMS system has extensive existing station, company, and specialty-capability resources. It also has identifiable places where travel is longer, nearby units may be committed, projected demand is increasing, first-alarm assignments are below selected Study comparisons, facilities require action, or wildfire and community conditions increase the consequences of delay.

Those findings do not add up to a general conclusion that Washoe County needs more fire stations. The fixed-road screens are useful for identifying and comparing geographic concerns, but they do not measure live response or determine the appropriate remedy. The observed data identify localized performance and availability issues rather than a uniform regional station deficiency.

The supported strategy is to preserve every staffed company; complete the identified replacement, rehabilitation, and relocation projects; commission and evaluate planned facilities; improve unit visibility and closest-appropriate deployment; strengthen structural-fire alarm assignments where needed; maintain critical-site preplans and specialty readiness; and monitor growth and the areas identified for focused service review.

Regional Alignment provides the near-term framework for coordinating these actions. Operational improvements and supported facility projects should proceed while service-level choices, sustainable funding, and a potential legislated regional solution are developed in parallel. Chapter 30 provides the financial comparison and funding requirements, while Chapter 35 governs the separate dispatch implementation and financing program. A transfer to a legislated regional authority remains conditional on public support, required approvals, sufficient funding, and operational readiness.

Additional station or staffing capacity should be considered only when a defined service area shows a persistent operational deficiency, the cause is established, less costly or less disruptive alternatives are inadequate, and a proposed investment produces a measurable improvement without creating an unacceptable effect elsewhere. On the present evidence, targeted improvement of the existing network is supported; generalized station expansion and staffed-company reduction are not.

Chapter 18: Capital Facilities, Resource Investments, and Implementation Priorities

18.1 Purpose, Scope, and Key Findings

The region should renew deficient fire facilities while preserving every staffed company and its service role. Four Tier 1 station projects should advance into programming, supported by phased renewal, rehabilitation, commissioning, and operational improvements. Chapter 16 establishes station-network dispositions; this chapter translates them into projects, planning allowances, funding requirements, and implementation decisions. Chapter 30 establishes the validated regional financial baseline and affordability controls, and Chapter 35 addresses dispatch financing.

The distinction between a building and the service deployed from it is fundamental. A staffed-company closure removes an operating company from the regional response system. A one-company consolidation combines two current service areas while retaining only one of the companies. A two-company shared facility places two independently staffed and deployable companies at one site. Facility retirement or decommissioning after a one-for-one replacement concerns the building, not the company. These actions must not be treated as interchangeable. A station can be physically deficient while its company, location, and contribution to first-unit coverage or effective-response-force depth remain operationally necessary.

The evidence supports four Tier 1 station projects: replacement or comprehensive structural remediation for Reno Station 4; a permanent Reno Station 13 on or near its existing Mill Street service area; rebuilding or replacing Sparks Station 2 for apparatus and program fit; and relocating Sparks Station 3 within east Sparks while preserving its current company and specialty functions. TMFPD Station 32 should proceed as a relocation of its existing company to White Pelican Way, while Station 44 requires programmed renewal or replacement. Reno Station 7 should be rehabilitated at its current location, and Reno Station 10 should remain at its current deployment point with the identified repair work included in the capital program.

The planned Reno Station 1 at 455 East Second Street is a one-for-one replacement for the current Station 1. Both locations must never be counted simultaneously as available capacity. The capital program includes a $17 million replacement allowance and retains the identified interim repair work. TMFPD Station 35 at 21233 Reno Technology Parkway is future-only and receives no present coverage, workload, force, or capability credit before staffed commissioning. Its construction is excluded from the additional station capital inventory because the project is nearing completion. Sparks Station 6 is an active current station with a developing demand history and should be retained and monitored. Reno Station 15 remains a distinct airport rescue and firefighting facility whose mission restricts ordinary municipal deployment assumptions.

The investment program has two linked tests. Operational priority establishes why work is needed and which service must be protected. Financial readiness establishes the scope, cost, timing and dependable resources required to deliver it. A high-priority project may advance through engineering and programming before it has a construction appropriation, but an illustrative allowance does not authorize construction. Necessary facility work and operational improvements should proceed under Regional Alignment while service-level choices, sustainable funding, and a potential legislated regional solution are developed in parallel.

Chapter 30 identifies a gross station capital inventory of $118.997 million and an inventory total of $116.952 million after duplication adjustments. Its conditional station scenario totals $111.391 million. These amounts represent distinct inventory and scenario measures and should be used according to their stated scope and assumptions. They are planning costs rather than construction

appropriations. Project authorization should establish land and site requirements, design and engineering, construction, temporary quarters, equipment, contingency, timing, and funding responsibility. Annual lifecycle provisions should remain separate from the station repair and replacement inventory, with project costs and funding sources reconciled to prevent double counting.

18.2 Capital Decision Framework

A capital recommendation requires more than a condition label. Chapter 16 controls station disposition; this chapter applies a multi-stage capital framework that begins with the problem to be solved and then tests the operational consequences of each project alternative. The principal factors are life safety and continuity; geographic coverage; facility condition; functional suitability; current workload; projected growth; WUI and critical-location importance; effective-response-force and backup depth; service-equity effects; and readiness and feasibility. These factors are reviewed together, but they are not converted into a composite score. Their meanings, units, and uncertainties differ too substantially for an arithmetic ranking to be reasonable.

The first decision point asks whether the need is a building problem, a location problem, an apparatus/program-fit problem, an operating-system problem, or a combination. A structurally deficient foundation may require remediation or replacement while the site remains useful. A floodplain or edge location may justify a limited relocation search. An apparatus that cannot be accommodated may require a different building program. A coverage concern caused by assignment logic may be better addressed through common AVL and closest appropriate available unit dispatch. Defining the problem incorrectly is the fastest route to an expensive but ineffective project.

The second decision point protects the service function. Every project must state which company, apparatus, first-due geography, specialty mission, and ERF contribution must remain available. Temporary quarters and construction phasing are part of the project scope, not an afterthought. A facility action fails if it corrects a building condition by creating a material service gap, eroding task-capable assembly, or shifting demand to a receiving station that lacks headroom.

Table 18-1. Capital action categories and evidence thresholds

Each action class has a different burden of proof. The table prevents a maintenance issue, location concern, or Study candidate from being treated as an approved replacement, relocation, or closure.

Action class	Evidence threshold	Supported use	Service control	Not supported
Maintain / monitor	Facility remains functional; condition and service requirements receive periodic review	Routine lifecycle work and defined monitoring	Retain current company/capability	Assuming no future need
Repair / rehabilitate	Documented systems, envelope, structural, or functional need	Renew existing site while service continues	Temporary service and apparatus access	Closing company because building is deficient
Replace near service area	Documented need plus network-preservation screen	One-for-one replacement near current role	No worse coverage, ERF, or capability	Exact parcel or budget without feasibility

Action class	Evidence threshold	Supported use	Service control	Not supported
Internal relocation	Site problem plus materially better search result	Parcel review within preservation band	Retain company, geography, specialty role	Transfer function to a nearby agency station
Future commissioning	Constructed/planned site plus staffed operational opening	Credit after acceptance and effective date	Run card, apparatus, staffing and continuity	Current benefit before opening or double count
Two-company shared-site study	Major lifecycle trigger plus all network, labor, cost, and service continuity requirements	Compare two-site and shared-site alternatives	Two independently deployable companies remain	One-company consolidation
Operational / technology investment	Problem is dispatch, visibility, deployment, information, or reliability	CAD/AVL, run-card, status, communications and monitoring	Donor safeguards and audit	Treating technology as added personnel
Staffed-company closure	Every demand, travel, capacity, ERF, capability, growth, equity and continuity requirement passes	None under current evidence	No lost company or specialty function	Using proximity, age, or condition alone

Project maturity determines what can be authorized. Conceptual road-node screening establishes a search direction. Parcel selection and project authorization require review of availability, ownership, environmental and geotechnical suitability, utilities, land-use approval, and construction price. The station capital inventory distinguishes identified repair and renewal scopes from replacement and relocation allowances. Each project should retain necessary interim repairs, reconcile overlapping scopes, and establish its complete delivery budget through programming and design. Source amounts and planning allowances should be used according to their stated scope and estimate maturity.

Facility condition and service need must be evaluated separately. A deficient building may need major work while its company remains essential. Proximity to another station warrants an alternatives test, but does not establish that the other station can absorb its workload or effective-response-force contribution.

18.3 Regional Facility and Investment Portfolio

The operational analysis contains 31 active stations in the current network and 32 in the future network. T35 is the net addition; the existing and future R1 locations are mutually exclusive. T32's relocation replaces its existing operating point and does not add a staffed company. The financial planning inventory and operational station count serve different purposes. A station included in capital planning becomes operational capacity only after staffed commissioning. Project ownership, appropriations, and commissioning must remain explicit.

The portfolio divides into four practical groups. The Tier 1 group contains four projects with an established facility or site problem and a clear service-preservation direction. The relocation and program-renewal group includes T32's planned move to White Pelican Way and T44's renewal or replacement, with project definition and engineering supporting delivery. The rehabilitation, repair, transition, and monitoring group includes R7, R10, R1, T35, and S6, each of which requires a particular action other than an immediate recommendation for an additional station. The remaining facilities form the routine maintenance, repair, and renewal program.

Figure 18-1. Controlling capital-program counts

Note: The first two values are current investment directions. The two zero values are binding current findings: the program does not remove a staffed company, and it does not presently recommend a physical co-location project. Future lifecycle-triggered, two-company shared-site alternatives are not counted as current projects.

Table 18-2. Regional station investment program at a glance

Note: Timing identifies project-definition priorities. The financial cash windows in Section 18.13 are illustrative and may extend beyond the desired early-action period; neither is an adopted construction schedule.

Program group	Assets	Supported direction	Timing	Binding service protection
Tier 1 capital	R4, R13, S2, S3	Engineer, program, site where applicable, fund, and deliver priority work	Begin now; phased FY2027–FY2031	Retain every current company and capability
Relocation and program renewal	T32, T44	Deliver T32's planned relocation; assess and program T44 renewal or replacement	Coordinate with approved project schedules and the five-year capital program	Preserve isolated, north-valley, WUI, engine/medic and ERF roles
Rehabilitation and repair	R7, R10	Rehabilitate R7 at its current site; complete identified R10 repairs at its current deployment point	Schedule through the capital program according to scope and service needs	Keep R5 and R7 independently deployable; preserve R10 coverage
Future transition	R1, T35	Commission, establish effective date, and validate first-year performance	At opening + 12 months	One R1 only; no T35 credit before staffed opening

Program group	Assets	Supported direction	Timing	Binding service protection
Active monitoring	S6	Retain and establish a mature workload/reliability record	Quarterly / annual	Evaluate workload and response depth as the service area develops
Modernization / lifecycle	S1 and remaining current stations	Complete comparable assessment and maintain rolling lifecycle program	Capital cycle	Protect current geography, workload and specialty contributions

The portfolio is intentionally asymmetric. R4 presents a major structural problem. R13 presents a temporary-facility problem combined with a defined service-area preservation need. S2 presents an apparatus and program-fit problem. S3 presents a location, floodplain, growth, and facility problem. T32's relocation must preserve its company and service responsibilities, while T44 requires programmed renewal supported by facility and operational assessment. R10 is not a relocation project because the location screen showed only modest nearby benefit; its identified repairs should be completed while retaining the current deployment point.

Routine maintenance and renewal work should continue even though it is not individually analyzed as a major project. The station-by-station capital inventory includes identified Reno repair scopes, including interim R1 repairs and work at R3 and R10, together with the replacement and relocation allowances. Sparks Station 1 requires modernization planning as an aging headquarters facility. Identified TMFPD repairs should be carried in the capital program, including applicable work at Stations 44, 45, and 46. Newer or recently modernized stations should retain routine maintenance, testing, and reserve planning. The absence of a Tier 1 label does not mean an asset requires no investment.

18.4 Tier 1 Station Projects

The four Tier 1 projects should move into formal programming because the evidence establishes both a material facility need and a service role that must be retained. The projects are not interchangeable. Each has a different problem statement, location treatment, program requirement, and continuity risk. Project charters should therefore be station-specific even if the agencies use a common regional business-case template.

Table 18-3. Tier 1 capital directions and protected functions

Note: The recommendation column states the supported action. The final column states the next evidence required before a site, design, or budget is authorized.

ID	Established problem	Supported action	Function to preserve	Next decision point
R4	Major foundation deficiency; high combined central-city demand and depth role	Replace or comprehensively remediate	R4 company, central coverage, Reno force depth	Engineering alternative, program, temporary service, site, cost and funding

ID	Established problem	Supported action	Function to preserve	Next decision point
R13	Temporary modular/tent facility; permanent quarters required	Permanent replacement on or near Mill Street	Company, ALS, Training/Safety, existing geography	Parcel, access, engineering, temporary quarters, lifecycle cost and funding
S2	1974 facility is aging and functionally constrained for aerial/program needs	Rebuild or replace for apparatus and program fit	Company, first-alarm contribution, aerial/program function	Program, apparatus envelope, site, phasing, engineering, cost and funding
S3	1988 floodplain/edge site with east-growth and facility constraints	Relocate within east-Sparks preservation band	Engine 31 ALS, HazMat cross-staffing, east-Sparks coverage	Parcel, floodplain, access, constructability, continuity, cost and funding

18.4.1 Reno Station 4

R4 has the strongest immediate structural capital case. The reviewed facility record identifies a major foundation deficiency and a $1.725 million scoped need. That amount is evidence of a material problem; it is not a replacement estimate and does not determine whether comprehensive remediation or replacement provides the better lifecycle value. The next step is an engineering alternatives analysis that compares structural remediation, major renovation, and one-for-one replacement using a common program and cost basis.

This chapter carries a $17.00 million FY2026-dollar replacement allowance for R4 as a common planning benchmark. The $1.725 million source scope is not added as a second project. Engineering must establish which work is included in the selected remedy and whether any separately necessary interim work creates an additional cost.

The R4 company and central-city coverage role must remain in service throughout the project. Nearby stations cannot be presumed to absorb its demand or its contribution to Reno force depth. The business case should test the temporary quarters location, apparatus access, response geography, R1 transition interaction, communications, crew facilities, decontamination, seismic performance, and construction phasing. If an on-site phased solution interrupts apparatus egress or materially worsens coverage, an off-site temporary configuration must be included in the base project - not treated as an optional add-on.

Delay carries two kinds of consequence. The first is facility and lifecycle risk: continued operation may increase repair complexity or constrain safe use. The second is service-planning risk: emergency or unplanned work could force a less controlled temporary deployment. Advancing engineering now allows the agency to choose the transition rather than react to it.

18.4.2 Reno Station 13

R13 operates from a temporary modular/tent configuration and requires a permanent station. The capital need is therefore not contingent on showing that a distant site would improve regional averages. The requirement is to replace a temporary facility while preserving the existing Mill Street service geography, ALS function, and Training/Safety role. The current deployment point remains the baseline until a staffed permanent replacement is commissioned.

The targeted search evaluated 50 conceptual road nodes. Six passed the screen, and three non-dominated nodes lie within approximately 0.9 kilometers of the current point. Those preferred concepts reduce modeled robust-gap population by approximately 1,541 to 4,998 residents and improve incident p90 travel by about 12 to 15 seconds. These results support a search within a defined area near the current location; they do not select a parcel. A distant relocation that abandons the present service role is not supported.

The permanent program must include apparatus access and bay dimensions, ALS operations, Training/Safety requirements, crew and support space, decontamination, storage, communications, emergency power, and the ability to function during regional emergencies. Parcel due diligence must address title, access, utilities, environmental and geotechnical conditions, permitting, constructability, and the continued operation of the temporary configuration until turnover.

R13 carries a $17.00 million facility allowance in 2026 dollars. Project programming should establish land, temporary-service, and other delivery costs and reconcile them with the capital schedule in Chapter 30. A feasible parcel and a complete delivery estimate are required before that allowance becomes an authorization budget.

18.4.3 Sparks Station 2

S2 is a 1974 facility with significant age and functional constraints, including inability to accommodate the intended aerial or program configuration. The appropriate response is not to remove the company or transfer its contribution to other Sparks stations. Sparks' documented first-alarm personnel configuration is already below the selected low-hazard Study benchmark. A project that reduces S2 availability during or after construction would worsen the force-design issue the regional strategy is intended to address.

The project should begin with a complete functional program: apparatus type and future replacement envelope; bay length, height, width, door clearances, turning and apron; vehicle weight and slab capacity; exhaust control; clean/dirty separation; equipment and reserve storage; crew and command spaces; training and program needs; communications; power; and transition phasing. The alternatives should compare rebuilding on site, phased construction, and replacement on a nearby parcel. The facility decision must follow the service and apparatus program rather than fitting the program into a predetermined building concept.

Temporary-service planning is critical. The company and required apparatus must remain independently deployable, and any aerial or specialty function affected by construction must have an explicit interim plan. Other Sparks companies cannot be counted as unused capacity. Commissioning should include apparatus-fit testing, station alerting, run-card verification, turnout and travel baselines, and confirmation that planned first-alarm and specialty contributions are restored.

The financial illustration carries a $17.00 million replacement allowance for S2 in 2026 dollars. It does not select rebuilding over replacement, establish an aerial purchase price, or fund added staffing. Those choices must be reconciled to the facility, fleet, and operating schedules.

18.4.4 Sparks Station 3

S3 combines a facility, site, and network problem. The 1988 station occupies a floodplain/edge setting, while east Sparks and the Reno Technology Parkway corridor are changing. The supported action is an internal east-Sparks relocation that improves the station’s operating position without transferring its mission to TMFPD Station 37 or future Station 35. Engine 31’s ALS function, the cross-

staffed hazardous-materials capability, and the company's contribution to Sparks ERF must be preserved.

The search screened 73 conceptual road nodes. Nine passed and three were non-dominated in a north-central East Prater/Marina-oriented band. Preferred nodes reduce modeled robust-gap population by approximately 5,489 to 7,841 residents, while incident p90 travel ranges from about 26 seconds better to essentially neutral. The significance is not that one node is a selected station site. It is that the analysis identifies a limited area in which parcel feasibility can be investigated without sacrificing the station's east-Sparks role.

Floodplain treatment is a key requirement. Parcel review must evaluate finished-floor elevation, access during flood conditions, drainage, utilities, emergency power, hazardous-materials program requirements, apron and bay geometry, and the ability to reach major roads under normal and disrupted conditions. The project also must test construction and transition effects on S2, S4, S6, T37, and the future T35 network. A site should be rejected if its apparent average benefit depends on unverified road access, degrades critical portions of the current territory, or assumes a partner company will routinely replace Engine 31.

S3 carries a $17.00 million facility allowance in 2026 dollars. Project expenditures should follow the capital schedule and funding controls in Chapter 30, with delivery timing established through site selection, design, and construction planning. Parcel acquisition and associated delivery costs should be identified in the authorization budget and reconciled with the facility allowance. Site disposition proceeds, if any, require a separate supported capital offset.

18.5 Program Renewal Rehabilitation and Diagnostic Actions

The second group requires active capital management with project-specific schedules and commitments. T32 requires delivery of its planned relocation, while T44 needs a formal renewal program because age, geography, and operational role make passive monitoring insufficient. R7 needs rehabilitation rather than relocation. R10 should retain its current deployment point and receive the identified repairs. S1 should enter a modernization track as an aging headquarters facility, while the broader group of aging facilities should be managed through comparable assessments.

18.5.1 TMFPD Station 32

T32 is an aging 1979 metal facility serving the geographically isolated Washoe Valley environment. Its engine/medic capability and rural/WUI role cannot be replaced through a simple proximity assumption. Long travel distances and limited alternatives make preservation of its service responsibilities a controlling condition for the planned relocation to White Pelican Way. The move should be treated as relocation of the existing company, with no increase or reduction in the number of independently staffed companies.

The project should proceed through programming, site and engineering review, and a service-continuity plan addressing structural and seismic performance, bays and apparatus, crew space, decontamination, power and fuel, smoke filtration, communications, water and sanitary continuity, WUI hardening, and temporary service. The service evaluation should address first-unit access, rural/WUI and highway responsibilities, travel by reinforcing companies into the affected area, and T32's ability to support incidents elsewhere. The capital program uses a $17 million replacement allowance, with project scope and delivery costs reconciled to Chapter 30. The project must maintain Washoe Valley coverage throughout construction and should not be described as a consolidation that removes the company.

18.5.2 TMFPD Station 44

T44 is a 1976 facility with an identified renewal need. Its capital priority is driven by age, North Valleys growth, WUI exposure, the R9/T44 boundary interface, and its contribution to TMFPD force depth. Programming should include a current facility-condition assessment to define the engineering scope, compare renewal and replacement alternatives, and establish the project budget. Identified repairs should remain in the capital program, with overlapping work reconciled to the selected long-term project.

Capital planning should proceed with the R9/T44 dispatch work rather than wait for it or treat it as substitute capacity. The operating pilot may improve closest appropriate available unit selection, but both companies remain necessary and donor effects must be measured. A T44 project must preserve northern and WUI access, the staffed company, apparatus and crew functions, and the ability to contribute to TMFPD ERF while temporary quarters are in use.

18.5.3 Reno Station 7 and the R5/R7 Relationship

R7 dates to 1965 and has a $320,000 scoped renewal need, but the targeted alternatives did not establish a superior relocation. Rehabilitation at the current site is therefore the supported near-term action. This preserves a known operating position while addressing lifecycle needs and avoids turning a station-pair study into a premature site move.

R7 rehabilitation at the current site is the controlling near-term action. R5 and R7 may be examined together only when a major lifecycle or site trigger creates a real capital decision. At that point, the first comparison must include two-site, two-company alternatives. A shared site becomes a legitimate alternative only if it houses two independently staffed and deployable companies and apparatus and passes every parcel, cost, travel, coverage, capacity, effective-response-force, capability, growth, equity, labor, governance, and continuity requirements. The current evidence supports neither a one-company option nor a closure.

18.5.4 Sparks Station 1 and the Modernization Track

S1, built in 1981, is an aging headquarters facility with extensive repair and modernization needs. It should be programmed through a comparable facility assessment and functional plan that addresses headquarters, operational, specialty, training, communications, continuity, and public-service requirements. Its high-demand and specialty contributions must remain available during phased work. Programming should establish the site treatment, scope, cost, and schedule needed to deliver modernization while preserving those functions.

Other aging facilities should enter a common modernization track. The cycle should include structural, seismic, envelope, mechanical, electrical, plumbing, power/fuel, communications, bay/apron, apparatus, decontamination, accessibility, crew-health, storage, training, WUI, flood, and continuity fields. This common basis supports consistent comparison of engineering condition across agencies. Qualitative priorities should guide project development, with facility assessments informing the scope and sequence of individual investments.

Renewal and modernization allowances should follow the station capital schedule in Chapter 30 and be developed into project budgets through facility assessment, programming, and design. T32 should be carried separately as a planned relocation with a $17 million replacement allowance. R7 retains its identified $320,000 rehabilitation scope, and R10 retains its current deployment point with the identified repairs included in the capital program. Each project should distinguish immediate repairs

from long-term renewal and reconcile overlapping work so that necessary service-continuity measures are retained and costs are counted once.

18.6 Planned and Newly Operating Facilities

18.6.1 Reno Station 1 Transition

The future R1 at 455 East Second Street replaces the current operating Station 1 one-for-one. The current station must remain the analytical and operational point until the effective transition. The future building cannot be credited because construction is substantially complete, because apparatus is scheduled to move, or because a projected opening date is near. Credit begins when the station is accepted, staffed, equipped, connected to dispatch and station alerting, and operational under an approved run card. After that transfer, retirement or decommissioning of the former building is a facility-disposition action, not a staffed-company closure.

The capital program includes a $17 million replacement allowance for R1 and retains the identified repair costs needed while the company continues operating from its temporary location. Project programming should coordinate interim work, construction, temporary-service requirements, and the final move, with costs and funding reconciled to Chapter 30. Necessary interim repairs should remain part of the program even though a permanent replacement is planned.

R1 carries the region's highest modeled station workload - 17,837 routed events in 2025 and 18,314 expected in the 2031 scenario. The move changes central catchments and relationships with nearby Reno and Sparks stations. Commissioning should therefore test apparatus egress, turn restrictions, signals, alerting, communications, response routes, headquarters continuity, run cards, ERF assembly, and transition-day coverage. The old and new points must never appear together in station, staffing, workload, access, or ERF totals.

The first-year review should compare actual unit selection, turnout, travel, workload, simultaneous demand, aid, and coverage restoration with the pre-move baseline. Material adverse effects should lead to run-card, signal, access, or deployment correction. The investment should be judged by observed operation after commissioning, not by modeled geometry alone.

18.6.2 TMFPD Station 35

T35 at 21233 Reno Technology Parkway is the only net station addition in the future 32-station scenario. It is intended to establish an eastern anchor and reduce reliance on cross-boundary substitution. In the controlled network analysis, the current-network 2031 S3/T37 interface expectation is approximately 111 events and falls to about 33.62 with the future network. That is a meaningful planning effect, but it becomes real only after T35 opens with a staffed, equipped, dispatchable company.

T35 remains part of the future operational network, while its construction is excluded from the additional station capital inventory because the project is nearing completion. Project closeout and operating responsibilities should remain with the responsible agency unless an approved agreement assigns them elsewhere. Staffing, equipment, commissioning, and recurring operating costs should be accounted for in their applicable budgets without duplicating amounts already included.

Commissioning must identify the staffed apparatus, qualifications, station alerting, communications, run card, specialty functions, backup and move-up logic, and the service-area transition. The post-opening evaluation should examine workload, response, aid, donor effects, access gaps, and the

relationship with S3 and T37. If the opening configuration differs materially from the modeled assumption, the future network should be rerun rather than preserving an obsolete benefit estimate.

18.6.3 Sparks Station 6

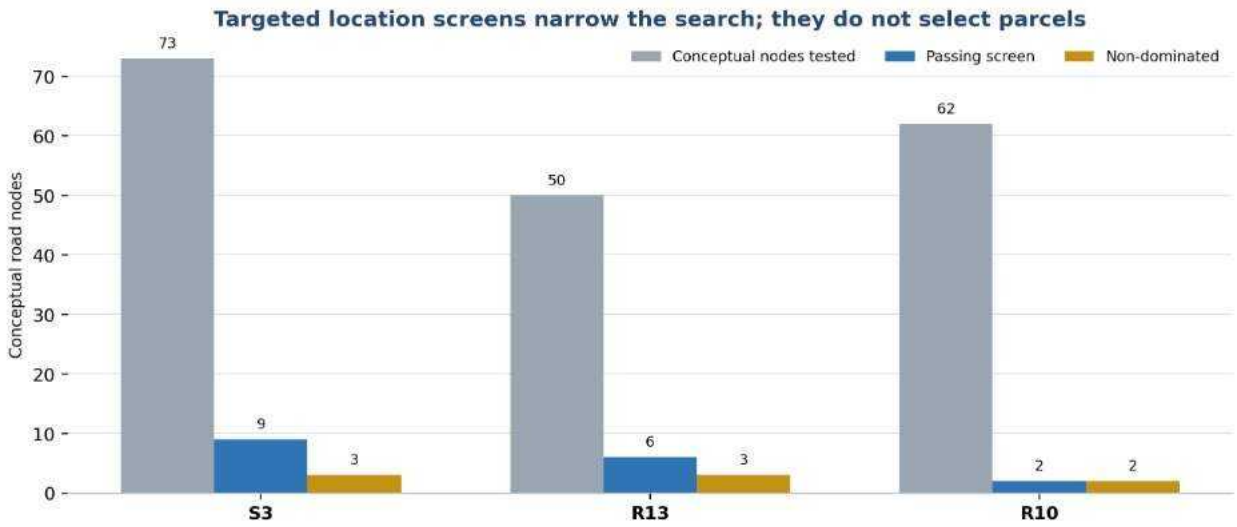
S6 is an active current station serving a developing demand area. Its capacity should be evaluated against current workload, projected growth, and its contribution to regional response depth. The station-network model assigns 1,718 routed events in 2025 and approximately 2,271 expected events in 2031, a 32.16 percent increase. These are modeled station-assignment values rather than a claim about a full year of observed calls from the newly operating facility. The appropriate investment posture is to retain, maintain and monitor S6 as surrounding development and mutual-aid relationships mature.

Monitoring should include company workload and utilization, simultaneous demand, first-unit reliability, aid, coverage restoration, apparatus and staffing availability, and the developing S6/T46 interface. The station's company and service role should be preserved as northeast Sparks demand grows.

18.7 Station Siting and Relocation Requirements

A station site is an operating platform, not merely a point that improves an average travel statistic. It must permit safe and reliable apparatus departure, preserve the intended service geography, support the assigned apparatus and people, remain usable during the hazards it is expected to serve, and fit the land, utility, environmental, and permitting context. A site that performs well in a road-node model can fail because the parcel lacks access, is too small, sits in a flood or geotechnical constraint, cannot support turning and aprons, or creates an unacceptable transition problem.

Figure 18-2. Targeted station search results



Note: The screen progressively narrows conceptual road locations. It does not evaluate parcels, ownership, cost, utilities, or constructability. R10 remains diagnostic despite two non-dominated nodes because the modeled benefit is modest and the facility record must be corrected first.

Table 18-4. Siting directions

Note: Population and p90 values are scenario comparisons used to define search direction. They are not promised response-time improvements.

ID	Screen result	Modeled directional effect	Supported next step	Excluded inference
S3	9 of 73 pass; 3 non-dominated in east-Sparks band	Robust gap lower by about 5,489–7,841; p90 about 26 seconds better to neutral	Parcel, floodplain, access, constructability, program and cost review	No exact site; T37/T35 do not replace S3
R13	6 of 50 pass; 3 non-dominated within about 0.9 km	Robust gap lower by about 1,541–4,998; p90 about 12–15 seconds better	Limited parcel search near Mill Street	No distant relocation or selected parcel
R10	2 of 62 pass; modest nearby alternatives	Robust gap lower by about 389–412; p90 about 7–14 seconds better	Retain current deployment point and complete identified repairs	No relocation project

For S3 and R13, parcel evaluation should use a two-stage process. The first stage screens legal availability, usable acreage, road access, apparatus egress, hazards, utilities, environmental and geotechnical constraints, and planning compatibility. The second stage compares the feasible parcels using emergency routing, catchment effects, critical-location access, WUI and evacuation routes, growth, ERF assembly, donor-area capacity, site program, temporary service, lifecycle cost, and implementation risk. A parcel should not advance merely because it is closest to a conceptual node.

The program must define space before land is acquired. Bay count and dimensions, apparatus turning, reserve storage, crew and specialty-team space, training, decontamination, logistics, public access, emergency operations, backup power, communications, fuel, and future expansion can materially change the required parcel. Undersizing the site can lock the agency into later program compromises and expensive reconstruction.

Temporary coverage should be evaluated as part of siting. A replacement parcel that cannot be occupied until the current station is vacated may require temporary quarters. A renovation may require phased bay or crew displacement. The travel and coverage effect of the temporary condition can be more significant than the difference among final sites. The implementation analysis must model both.

18.8 Two Company Shared Facilities and Coordinated Capital Planning

Chapter 16 distinguishes one-company consolidation from a two-company shared facility. A one-company consolidation removes one current staffed company and is not supported. A two-company shared facility can contain two independently staffed and deployable companies, separate apparatus, and agency-specific authority. No such project is presently recommended, but the concept may be compared with two-site alternatives when a defined lifecycle trigger creates a real capital decision. A shared-building concept does not create a basis to remove a company and should not be evaluated only after a preferred parcel has been identified.

Table 18-5. Shared-site and coordinated-capital candidates

Note: Every row preserves current frontline capacity. 'Study' means a reversible alternatives analysis, not approval or implementation.

Candidate	Current direction	Trigger	Must preserve	Stop condition
R5 / R7	Rehabilitate R7 at its current site; retain R5; reconsider a two-company shared-site alternative only at a future lifecycle trigger	Major lifecycle/site decision after two-site options tested	Both Reno companies, apparatus and coverage roles	One-company assumption, worse travel/gap, lost depth/capacity, unsupported cost
R11 / T40	Retain both; reconsider a two-company shared-site alternative only at a future lifecycle trigger	Later major capital trigger affecting one or both sites	One Reno and one TMFPD company; western coverage and force depth	Current facilities remain serviceable; legal/labor/funding/network requirements are not met
R9 / T44	Coordinate T44 renewal with dispatch integration	T44 capital programming and corridor operating pilot	Both companies and T44 North Valleys/WUI role	Donor depletion, ERF degradation, or project interruption
Shared support functions	Study training, logistics, administration, or support facilities by function	Valid service and lifecycle business case	Frontline deployment and distributed readiness	Claimed savings without current cost/service and transition analysis

The alternatives sequence matters. At a major R5 or R7 lifecycle or site trigger, the region should compare rehabilitation or replacement at two sites with a two-company shared-facility alternative. Each alternative must use the same company, apparatus, program, lifecycle, and continuity assumptions. Only then can land, design, operations, governance, and cost be compared fairly. A shared option that appears cheaper because it silently removes a company or omits transition and operating costs is not a valid alternative.

R11/T40 is also a future, lifecycle-triggered alternative rather than a current project. Both facilities are relatively modern or serviceable, their growth and coverage roles differ, and the pair contributes to different agency force requirements. A study becomes useful only when a real lifecycle event creates an avoidable capital-duplication question. The intergovernmental case must then address ownership, land, financing, maintenance, command, labor, security, station identity, alerting, apparatus, cost allocation, and exit rights while preserving one Reno company and one TMFPD company as independently deployable resources.

Regional dispatch and technology integration does not require physical co-location. Common CAD/AVL visibility, de-duplicated assignment, closest appropriate available unit logic, and coordinated move-up can improve the use of separate facilities. Those operational measures should proceed on their own merits and should not be withheld to create an artificial justification for a building project.

No shared-station construction saving is credited in the selected capital program. A future business case should distinguish avoided building expenditure, annual operating savings, replacement

contributions and one-time sale proceeds. The same feasible benefit must be offered to the Current System comparator; it should not be attributed exclusively to consolidation.

18.9 Apparatus Staffing and Capability Alignment

Facility investment must follow the operating mission. An engine station, aerial facility, medic base, wildland or water-tender location, hazardous-materials platform, rescue function, and airport station have different bay, apron, storage, maintenance, decontamination, training, staffing, and continuity requirements. A building that merely fits the current vehicle may be obsolete when the replacement apparatus arrives. Each project program should use the expected apparatus class, dimensions, axle and total weight, turning template, exhaust output, charging or shore-power needs, and equipment load.

S2 is the clearest apparatus-fit project because the facility constrains the intended aerial or program role. S3 must accommodate Engine 31 ALS and the cross-staffed hazardous materials function. R13 must support ALS and Training/Safety. T32 must support rural/WUI engine and medic operations. T44 must support its North Valleys/WUI and force-depth role. R15 must be evaluated against airport/ARFF requirements. These program statements should be converted into room, bay, apron, storage, utility, training, and staffing schedules before design.

Cross-staffing requires explicit accounting. A specialty platform staffed by personnel assigned to another unit does not create independent staffing. A new bay or apparatus purchase can improve equipment availability while leaving deployable personnel unchanged. Project business cases must state whether a function is independently staffed, cross-staffed, callback-dependent, or partner-dependent and identify what primary unit becomes unavailable during activation. If the proposed investment requires an additional staffed company or specialty team, the recurring personnel, supervision, training, and relief costs must be presented with the capital request.

Where a project supports an ALS engine, medic unit, or ambulance function, the project program must include both the vehicle and the clinical and communications equipment that make the unit operational. The current workbooks identify 17 ambulance- or medic-category vehicles with $6.386 million of submitted replacement value, but they do not provide a complete inventory of monitors and defibrillators, powered cot and loading systems, ventilators, automated CPR devices, radios, tablets, medication-control systems, disposable stock, biomedical maintenance, software, or ownership restrictions. These assets may have shorter replacement lives than the chassis and may be transferred, restricted, leased, or owned by another entity.

Before a facility, fleet, or governance decision is authorized, the agencies should maintain a unit-level EMS asset register linking each vehicle and onboard asset to its owner, funding source, service role, assigned station, condition, warranty or support date, replacement year and cost, annual reserve, CAD and radio configuration, and disposition decision. Standardization, coordinated remounting, common procurement, and pooled reserves may produce cost avoidance, but no saving should be counted until compatibility, conversion cost, spare ratios, downtime, geography, transport scope, and clinical governance are resolved.

ERF implications should be tested at both temporary and final stages. Sparks and TMFPD planned first alarms remain below the selected low-hazard Study comparisons, and Reno's high-risk first alarm remains below the selected high-hazard comparison before escalation. Those findings do not establish observed task failure, but they make company preservation essential. Temporary quarters, apparatus moves, or construction phasing cannot assume that a neighboring company is surplus.

Table 18-6. Facility-program requirements by mission

Note: These are programming questions that must be resolved for each project; they are not uniform prescriptions for every station.

Mission element	Facility/program question	Capital implication	Operating implication	Completion evidence
Apparatus	What current and replacement vehicles must fit and maneuver?	Bay/apron dimensions, slab, doors, exhaust, utilities	Ready reserve and maintenance access	Full-scale fit/turning test
Staffing	What daily, relief, surge and supervisory staffing is supported?	Crew, office, sleep, hygiene and parking program	Recurring personnel and relief cost	Staffing plan and occupied-use approval
Specialty	What equipment, qualifications and activation model apply?	Secure storage, training, decon, dedicated systems	Independent vs cross-staffed status	Readiness and activation record
ERF	How does the company contribute to risk-class task assembly?	Alerting, egress, apparatus availability	Run-card and donor-depth protection	Pre/post assembly audit
Health/safety	How are contaminants, noise, heat, sleep and physical security controlled?	Hot/warm/cold zoning, exhaust, laundry, showers, filtration	Work-practice and maintenance requirements	Commissioning and exposure-control verification

18.10 Resilience and Station Hardening

A fire station must remain operational during the event it is expected to support. This is more demanding than ordinary code compliance. Earthquake, wildfire, smoke, flood, winter weather, heat, energy interruption, communications failure, and evacuation congestion can increase demand while reducing station functionality. Resilience should therefore be treated as a service-continuity requirement and incorporated into every major project and comparable facility assessment.

Emergency power analysis should identify the loads that must be carried, fuel duration, refueling access, automatic transfer, testing, maintenance, and the interaction with station alerting, doors, exhaust, HVAC, refrigeration, communications, IT, medical equipment, and sanitary systems. A generator nameplate alone does not establish continuity. The agency must know which loads are connected and how long the station can operate during a regional outage.

WUI and smoke resilience are especially relevant for T32, T44, eastern and peripheral stations, and any facility supporting extended wildfire operations. Defensible-space, ember-resistant assemblies, filtered clean-air space, HVAC capability, exterior material, water, access, and fuel protection should be tested. Apparatus must be able to enter and leave while residents evacuate, smoke reduces visibility, and power or communications are degraded. Lower annual workload does not reduce the strategic value of a rural/WUI station during a large incident.

Flood and drainage requirements are central to S3 and should be screened regionwide. Seismic and structural resilience are material for R4 and should be incorporated into renewal decisions for older facilities. R15 requires airport-specific continuity, and facilities supporting communications, logistics, training, or command require backup and redundancy appropriate to their regional role. The correct design objective is not identical hardening at every station; it is mission- and hazard-based continuity.

Table 18-7. Station resilience minimum review

Note: A major project should document every domain and explain any exclusion. Existing stations should be assessed on a recurring risk-based cycle.

Domain	Question	Evidence	Potential investment	Service test
Power / fuel	Can critical loads operate for the planned outage duration?	Load inventory, transfer, fuel, testing and refueling plan	Generator, fuel, transfer, load management	Sustained full critical-load test
Comms. / IT	Can alerting, dispatch, command and public contact continue?	Primary/backup paths, coverage, equipment and dependencies	Redundant links, radio/IT rooms, backup systems	Failover exercise
Seismic / structural	Will the station remain usable after expected shaking or failure?	Current engineering and nonstructural assessment	Retrofit, restraint, replacement	Post-event occupancy objective verified
Wildfire / smoke	Can the facility resist ignition and support clean-air operations?	WUI exposure, defensible-space, envelope and filtration	Hardening, fuels, HVAC/filtration, protected fuel	Seasonal inspection and smoke-mode test
Flood / drainage	Are building and access functional during design events?	Floodplain, drainage, elevation and route analysis	Elevation, drainage, relocation or access improvement	Building and route continuity demonstrated
Water / sanitary	Can crews and essential systems operate during disruption?	Supply, storage, wastewater and failure dependencies	Storage, redundancy, emergency connections	Duration and resupply test
Crew / extended operations	Can staff shelter, recover and sustain prolonged response?	Occupancy, air quality, hygiene, food, sleeping and logistics	Clean zones, filtration, storage and support space	Extended-operations exercise

18.11 Noncapital and Lower-Cost Alternatives

Not every identified gap is a station-building problem. The station-network analysis found meaningful opportunities for closest appropriate available unit deployment, but only a subset of theoretical cross-boundary advantage can be absorbed under the selected receiving-capacity screen. The highest-value first investments in some corridors are common CAD/AVL visibility, assignment de-duplication, run-card design, unit-status governance, and donor-area safeguards. These measures can improve use of the existing network without removing companies or waiting for a capital project.

Operational alternatives should be tested before a new facility is attributed to a boundary effect. A common AVL implementation can reveal the actual closest appropriate unit rather than the closest station building. Automatic-aid run cards can distinguish additive resources from one-for-one substitution. Move-up and coverage-restoration plans can protect donor areas. Additional staffing or apparatus reassignment at an existing station may address an availability or capability problem more directly than relocation. These alternatives require measurement because a static geographic advantage is not the same as realized response benefit.

Prevention and mitigation can reduce risk where access remains difficult. WUI fuels work, defensible-space, home hardening, water and access planning, inspections, protection systems, critical-occupancy preplans, and evacuation coordination can reduce the event's probability, growth, or consequence. These actions do not replace the SOC or ERF, but they may be more immediate and cost-effective than construction for a discrete risk condition.

Table 18-8. Capital alternatives screen

Note: The decision question is which intervention addresses the demonstrated cause. Several interventions may be required together.

Observed problem	Test before construction	Capital may be supported when	Required safeguard
Boundary delay / duplicate assignment	Common AVL, de-duplication, closest appropriate available run card	Persistent gap remains after live operational test	Donor, authority, apparatus and mission controls
High workload / availability	Staffing, move-up, unit-hour and apparatus deployment alternatives	Existing site cannot support required capacity or geography demands expansion	Concurrency and follow-on coverage
Planned ERF gap	Additive alarm design, staffing and qualification options	Facility cannot house or deploy the supported added capability	Task-capable assembly and recurring cost
Critical-location concern	Inspection, systems, water/access validation, preplan and exercise	Site/network evidence shows a persistent facility or deployment need	Base the intervention on verified site conditions and operational requirements

Observed problem	Test before construction	Capital may be supported when	Required safeguard
WUI / rural risk	Fuels, hardening, evacuation, water, access and seasonal deployment	Geography and demand still support facility investment	Maintain response capability; mitigation is not a discount
Facility condition	Repair/rehabilitation and phased continuity alternative	Lifecycle and operational case favors replacement or relocation	Never remove company because building is poor

Noncapital conclusion. Common CAD/AVL, closest appropriate available unit deployment, additive run-card design, prevention, and preplanning should advance where they directly address the problem. They complement the capital program; they do not justify reducing staffed-company capacity or deferring a demonstrated structural or functional facility need.

Dispatch investments should use the program selected under Chapter 35. Fire governance does not automatically determine dispatch governance. Project estimates must reconcile station alerting and local systems with the dispatch program, including any costs retained at Reno and Sparks police dispatch centers. E911 belongs in the dispatch analysis. No dispatch amount should be added to a station or governance transition budget a second time.

18.12 Prioritization and Phasing

The implementation sequence begins with project definition and immediate service protection, followed by phased delivery and a rolling renewal program. R4, R13, S2 and S3 should enter engineering or programming promptly; R10 should receive the identified repairs, T32 should advance through its planned relocation, and R1 and T35 require commissioning controls. Project expenditures should follow the capital schedule and funding controls in Chapter 30. Planning cash windows support the funding comparison; they do not establish a construction completion date or justify delaying urgent safety work. Necessary capital work and operational improvements should proceed while service-level choices, sustainable funding, and a potential legislated regional solution are developed in parallel.

Priority is determined by consequence, not building age alone. A rural or WUI station may have lower annual call volume but severe loss of coverage if unavailable. A central station may have alternatives nearby but high workload and force-depth importance. A functionally constrained facility may need replacement before an older but serviceable building. Conditions requiring engineering evaluation should receive timely assessment to determine the appropriate remedy and priority. This is why the phasing framework uses explicit stages rather than a single numeric rank.

Table 18-9. Phased implementation program

Note: These are decision stages and monitoring periods. Actual commitments depend on project definition and funding; the annual cash illustration is in Section 18.13.

Horizon	Assets / actions	Primary work	Stage before commitment	Performance checkpoint
Immediate project definition	R4, R13, S2, S3; T32 relocation;	Engineering/programming; relocation and repair	Ownership, program, temporary service,	Current travel, workload, ERF/depth, status

Horizon	Assets / actions	Primary work	Stage before commitment	Performance checkpoint
	R10 repairs; R1/T35 readiness	scopes; commissioning plans; baselines	authority and responsible entity	and capability baseline
FY2027–FY2031 planning window	Phase R4, R13, S2, S3; deliver R1 replacement and T32 relocation; rehabilitate R7; complete identified repairs	Site and design where applicable; construction/phasing; interim repairs; continuity	Parcel/constructability, full continuity, lifecycle cost, funding and permits	Quarterly construction/service audit and opening test
Renewal and modernization within the five-year program	T44, S1; rolling modernization track	Comparable assessments; replacement, renewal, and upgrade programs	Common condition basis, service impact, cost and capital ranking	Annual facility reliability, readiness and network review
Lifecycle trigger / long range	R5/R7; R11/T40; growth-dependent capacity	Triggered two-company alternatives and long-range feasibility	Full network, labor, legal, cost, growth, equity and continuity case	Compare travel/gap, capacity, ERF, capability and lifecycle value
Opening + 12 months	Future R1; T32 relocation; T35; completed capital projects	Controlled activation and observed validation	Staffing, apparatus, run card, systems acceptance and effective date	Workload, response, aid, donor effects, gaps, reliability and corrective action

The four Tier 1 directions are sufficiently established to begin project definition without waiting for every station to receive a numerical capital rank. R10 requires a focused diagnostic. R1 and T35 require readiness and data baselines before opening. T32, T44 and S1 should enter assessment and programming concurrently so their renewal needs can be sequenced deliberately. Approved resources and any urgent protective work must be identified for each early phase.

A regional capital calendar should identify dependencies among projects. Temporary quarters may compete for sites and infrastructure. Apparatus procurement can determine bay and utility requirements. Dispatch and AVL changes can affect run cards and baseline measures. Labor and staffing plans can alter room programs and recurring cost. Sequential commissioning may be necessary to avoid simultaneous reductions in first-alarm or backup depth.

18.13 Capital Costs and Funding Requirements

18.13.1 Project Allowances and Estimate Maturity

This chapter applies the station capital inventory and financial scenarios in Chapter 30 to the supported station directions. The gross inventory totals $118.997 million, with $2.045 million in duplication adjustments producing a $116.952 million adjusted inventory. Chapter 30 separately presents a $111.391 million conditional station scenario, reflecting its timing, escalation, existing-budget overlap, and allowance assumptions. The inventory and scenario serve different planning purposes and should not be treated as interchangeable totals or added together.

The capital program includes replacement or relocation allowances for R1, R4, R13, S2, S3, and T32, together with identified repair, rehabilitation, renewal, and modernization scopes. The $17 million station benchmark provides a consistent comparison basis; it is not a station-specific bid or an all-inclusive delivered cost. R1's identified interim repairs remain in the program alongside its replacement allowance. Reno repairs, including R3 and R10, and identified TMFPD repairs should remain in the station-by-station schedule, with overlapping scopes reconciled so that each cost is counted once.

Table 18-10. Cost structure for project authorization

Cost category	Typical components	Decision use	Authorization requirement
Site and due diligence	Land, title, survey, environmental, geotechnical, utilities, entitlement	Compare feasible parcels and acquisition risk	Establish parcel requirements, acquisition terms, site suitability, and associated costs for each applicable project
Design and construction	Programming, design, permits, construction, escalation, contingency	Planning and authorization budget	Develop a project estimate that distinguishes repairs, rehabilitation, replacement, and overlapping scopes
Temporary service / transition	Temporary quarters, site work, moves, alerting, communications, apparatus access	Protect service during delivery	Approve the project-specific continuity plan and its costs
Apparatus / equipment / technology	Vehicles, specialty equipment, station systems, CAD/AVL, radio, IT and alerting	Match facility to operating program	Price each project's requirements and reconcile them with fleet and dispatch budgets
Recurring operations	Staffing, relief, utilities, fuel, maintenance, inspections, software and support	Determine sustainable annual cost	Identify the project's incremental operating effects and responsible funding source

Cost category	Typical components	Decision use	Authorization requirement
Lifecycle and risk	Renewal, major maintenance, energy, resilience, replacement and residual value	Compare renovate, replace, relocate and shared options	Use a common comparison basis and distinguish annual replacement provisions from project expenditures

Every estimate should state its basis year, facility program, land and site works, professional fees, utilities, contingency, escalation, temporary quarters, equipment, technology, owner costs and annual operating effect. Funding authorization should follow the maturity of the estimate.

Table 18-11. Station capital inventory and financial scenario in $ millions

Capital measure	Amount	Basis and application
Gross station capital inventory	118.997	Identified station repair, rehabilitation, renewal, modernization, replacement, and relocation costs before duplication adjustments
Duplication adjustments	(2.045)	Removes overlapping amounts identified in the Chapter 30 reconciliation
Adjusted station capital inventory	116.952	Gross inventory after duplication adjustments; not an annual expenditure schedule or net funding requirement
Conditional station scenario	111.391	Separate Chapter 30 planning scenario using its stated timing, escalation, existing-budget overlap, and allowance assumptions; not additive to the inventory

Source: Chapter 30 station capital inventory and conditional financial scenario. The station-by-station schedule controls individual project amounts and scope. Annual expenditures and funding commitments follow the selected project program and applicable approvals.

R1 includes a $17 million replacement allowance and the identified interim repairs. T32 includes a $17 million allowance for relocation of its existing company. R10 remains at its current deployment point with identified repairs included. T35 construction is excluded from the additional station capital inventory because the project is nearing completion, while commissioning and recurring operating responsibilities remain with the applicable agency budgets. S6 has no new capital project assumed. Other renewal, growth-dependent additions, support facilities, and project-specific continuity costs should be identified separately when proposed and reconciled with the selected program.

The station inventory is not automatically an unfunded cash obligation or a successor-entity appropriation. Net additional funding should be determined after reconciling project expenditures with existing appropriations, eligible capital resources, debt commitments, and other applicable funding already included in the financial model. Any source credited against a project must be documented by amount, eligible use, owner, approval, and timing. No grant revenue is assumed. Annual lifecycle provisions remain separate from this repair and replacement inventory, with asset-level reconciliation preventing duplicate recognition of the same expenditure or funding contribution.

18.13.2 Lifecycle Contributions and the Annual Capital Comparison

Lifecycle funding is an annual planning provision for eventual asset replacement. It is distinct from routine maintenance, current construction projects, debt service, operating liquidity, and the cash balance of an existing capital fund. Consistent with the methodology in Section 4.23, this chapter uses a common lifecycle screen so that the three agencies can be compared on the same basis.

For facilities, the Study retains a $10.880 million annual working provision, calculated from 32 station bases, an assumed $17 million replacement benchmark per station, and a 2 percent annual contribution. This is a regional planning convention rather than an appraisal, project estimate, agency-adopted reserve requirement, or statutory minimum.

For apparatus, the agency inventories provide the replacement values and vehicle classifications used in the regional calculation. Using entered replacement prices divided by the applicable type-specific useful lives produces annual working provisions of $3.799 million for Reno, $1.213 million for Sparks, and $3.410 million for TMFPD, for a regional screened apparatus total of $8.423 million annually. The TMFPD calculation covers 60 heavy units and eight specialty units with matching useful lives; seven of the specialty units are medic vehicles and are counted once.

The TMFPD amount is a Study planning calculation based on the District's unit replacement values and applicable useful lives. It should be distinguished from an agency-adopted annual reserve contribution because an analytical lifecycle requirement and an agency's actual capital-funding policy answer different questions. TMFPD maintains a Capital Fund and has an established policy governing transfers to that fund associated with property-tax receipts. Those actual transfers and accumulated Capital Fund resources should be recognized when determining how much of the modeled replacement requirement is already funded, subject to their eligible uses and existing commitments.

The $8.423 million apparatus screen uses a defined calculation population of 138 heavy and specialty apparatus records within the 178-record inventory. TMFPD's worksheet also contains 39 additional specialty units and 53 priced support units evaluated in a sensitivity using a default 15-year life. Applying that default provisionally adds approximately $0.704 million annually, increasing the combined facility-and-apparatus screen from $19.303 million to approximately $20.007 million. Reno and Sparks also report 110 support vehicles valued at approximately $7.925 million; their replacement cycles should be addressed in the respective fleet schedules. The $19.303 million figure remains the primary common-basis working provision, with the broader default-life calculation reported separately as a sensitivity.

Medic and ambulance-category vehicles are included within the applicable agency apparatus calculations and therefore should not be added again as a separate EMS lifecycle requirement. Onboard clinical, communications, and other equipment remains separate where it is not included in vehicle replacement values.

Table 18-12. Capital planning controls aligned with Section 4.23 and Chapter 30

Capital measure	Amount	Interpretation
FY2026 direct departmental capital	$0.597M	Capital already included in the comparable direct baseline; it must be reconciled against the same assets before calculating net additional funding.
Reno apparatus	$3.799M annually	Entered replacement prices divided by applicable useful lives; calculation population of 47 heavy/specialty units.

Capital measure	Amount	Interpretation
lifecycle screen		
Sparks apparatus lifecycle screen	$1.213M annually	Entered replacement prices divided by applicable useful lives; calculation population of 23 heavy/specialty units.
TMFPD apparatus lifecycle screen	$3.410M annually	Calculated from agency replacement prices and applicable useful lives for 68 heavy/specialty units. Distinct from the District's adopted Capital Fund transfer.
Regional screened apparatus provision	$8.423M annually	Common-basis lifecycle screen covering 138 heavy/specialty units; medic vehicles included once.
Working facility provision	$10.880M annually	Planning convention based on 32 station bases and a $17M replacement benchmark at 2% annually.
Working annual lifecycle provision	$19.303M annually	$8.423M apparatus screen plus $10.880M facility allowance. Gross planning provision, not automatically a new annual appropriation.
Broader workbook-cycle sensitivity	$20.007M annually	Includes provisional 15-year lives for additional TMFPD specialty/support units; retained as a sensitivity rather than the primary provision.
Separate gross apparatus schedule	$59.600M over five years	Gross cash schedule requiring unit, scope, funding-source, and year-of-spend reconciliation.
Gross station capital inventory	$118.997M	Inventory before duplication adjustments; separate from annual lifecycle contributions.
Adjusted station capital inventory	$116.952M	Inventory after $2.045M in duplication adjustments; not automatically a net funding requirement.
Conditional station scenario	$111.391M	Separate Chapter 30 scenario using its stated timing, escalation, existing-budget overlap, and allowance assumptions; not additive to the inventory or annual lifecycle provision.

The resulting $19.303 million annual working lifecycle provision is therefore a common regional planning measure, not a finding that the participating agencies must appropriate $19.303 million of new money each year. Existing direct capital, funded reserves, agency capital-fund contributions, debt proceeds, and other resources supporting the same assets must first be reconciled when determining the net incremental funding requirement. Eligible amounts should be credited once, with financing proceeds and associated debt service identified separately. Section 4.23 applies this

same control: the annual lifecycle provision is not automatically a new cost above capital already contained in current budgets.

Similarly, the separate $59.600 million five-year apparatus cash schedule, station projects, and other one-time capital requirements cannot simply be added to the annual lifecycle provision. They must be reconciled by asset, project scope, funding source, and year of expenditure so that the same replacement requirement is not counted both as an annual contribution and as a cash purchase.

A lifecycle contribution is also not the same as an available cash balance. Capital planning should distinguish the physical replacement requirement, the agency's funding policy, annual transfers or contributions, opening restricted and unrestricted balances, project expenditures, financing proceeds, and closing cash. For TMFPD specifically, this means the District's Capital Fund Policy and actual transfers should be incorporated into the funding reconciliation rather than substituting the Study's modeled $3.410 million lifecycle provision for the District's existing capital-funding practice.

18.13.3 Governance Transition and Recurring Affordability

The station program addresses needs that exist with or without consolidation. Governance formation and implementation costs remain separate from station-project costs. Chapter 30 now provides a defined planning schedule for the NRS 277.110 Regional Alignment Plan, but it does not establish a complete transition price for a Chapter 318 General Improvement District or a legislated Regional Fire Authority. Facility-specific temporary quarters, construction moves, technology, labor, legal, and continuity costs must be assigned to the project or governance workstream that causes them before authorization.

Table 18-13. Full-consolidation transition cost categories and implementation controls

Transition category	Examples	Implementation control
Governance and legal	Formation documents, labor counsel, asset transfer, tax and legal opinions	Establish the selected legal pathway, responsible parties, required approvals, and funded scope within the transition program.
Finance and workforce systems	ERP, payroll, HRIS, benefits, timekeeping, procurement, audit setup	Confirm system requirements, procurement and conversion costs, testing, and continuity before transfer.
IT, cybersecurity, GIS, and records	Identity, networks, devices, interfaces, migration, retention	Assign ownership, migration responsibilities, security requirements, recurring support, and acceptance tests.
Labor and workforce	Bargaining, classification, testing, uniforms, leave and pension administration	Reconcile workforce agreements, implementation costs, recurring compensation, and retained or transferred obligations.
Fleet, facilities, and branding	Transfers, inspections, maintenance setup, standards, inventory, leases	Reconcile asset-level costs and obligations with the station and apparatus programs; count each requirement once.
Project management and contingency	Implementation office, owner's representative, communications, risk reserve	Establish accountable delivery responsibilities, milestones, contingency controls, and expenditure authority.

Working capital	Payroll float, vendor terms, receivable and tax-distribution timing	Apply the selected model's opening-cash requirement and confirm liquidity through a month-by-month cash-flow plan.

Source: Chapter 30 and the Part 9 transition plan. Modeled transition and opening-cash requirements provide the planning basis; implementation commitments should follow approved scopes, allocations, procurement, and readiness decisions.

Regional Alignment is modeled at the same regional cost as the Baseline, with no automatic net incremental recurring shared-services pool. Chapter 30 separately identifies an optional $2.000 million coordination startup. That optional amount should be authorized only for a defined scope and funding plan and should not be presented as a mandatory cost of Regional Alignment. Dispatch implementation and financing follow Chapter 35 and must remain separately identifiable.

Cost allocation should follow the activities and benefits of the selected program. Direct costs should be assigned to the member that causes or exclusively benefits from them. Any approved shared expenditure requires an agreed allocation, payment schedule, and responsible entity. Transition expenditures should be allocated according to the activities, agencies, assets, and implementation work that cause them rather than automatically applying a recurring operating formula.

Every capital project also needs an operating plan. Additional staffing, utilities, maintenance, technology support, training, and debt service must be included where incremental to the selected budget. Chapter 30's modeled additional five-year support requirement is $285.910 million for both the Baseline and Regional Alignment, $437.181 million for the GID, and $445.124 million for the Regional Authority. These figures describe the respective financial scenarios and should not be treated as station-project totals. The modeled opening-cash requirements of $37.389 million for the GID and $37.506 million for the Regional Authority should retain their separate liquidity treatment and be reconciled with the full funding schedule before appropriations are established.

The financial comparison does not establish that full consolidation is a cost-saving substitute for funding the selected service package. A reserve-fleet reduction, avoided replacement, released payroll position, or shared support function should enter a project business case only after the timing, service effect, replacement cost, and net recurring saving are established. No staffed-company closure or one-company station consolidation is required or supported by the capital recommendations. New funding can improve affordability without reducing the cost of the selected service package.

Regional Alignment, necessary capital work, and operating improvements should proceed while service-level choices, sustainable funding, and a potential legislated regional solution are developed in parallel. Full legislated consolidation requires at least three years and remains conditional on public support, required approvals, sufficient funding, and operational readiness. Until an authorized transfer takes effect, existing agencies remain responsible for their services, assets, contracts, and project commitments.

18.13.4 Funding Status and Source Controls

Table 18-14. Capital funding responsibilities by governance model

Model	Planning responsibility	Funding condition
Current System	Agency-owned projects and continuing municipal or TMFPD support	Identify appropriations, eligible reserves, debt or pay-go financing, and continuing operating effects.

Model	Planning responsibility	Funding condition
Regional Alignment	Agency projects plus agreed shared investments	Maintain the Chapter 30 cost-neutral comparison with the Baseline. Any optional coordination startup or separately approved shared investment requires a defined scope, enforceable member allocation, and funding approval. No independent tax is assumed.
Chapter 318 GID	Common program plus district formation	Identify lawful revenue assignments, tax-cap capacity, member effects, and the services and obligations remaining with predecessor governments. Fund the selected operating, capital, transition, and opening-liquidity requirements.
Regional Authority	Common program plus statutory formation and transfer	Establish enabling powers, recurring funding, transition cash, taxpayer effects, and treatment of assets and liabilities. Transfer remains conditional on required approvals, sufficient funding, and operational readiness.

Source: Chapter 30 and the Part 9 transition plan. Legal powers, transaction approvals, tax-cap effects, and voter requirements must be distinguished for the selected mechanism.

Allocation decisions distribute responsibility for approved costs; they do not change the regional cost of the selected service and capital program. Under Regional Alignment, any shared expenditure should have an agreed allocation based on its purpose, beneficiaries, and implementation responsibilities. An operating formula should not automatically allocate station, apparatus, or facility projects, and it should not determine legacy debt, reserve, or asset-transfer treatment. Those obligations require separate project-specific or negotiated provisions consistent with Chapters 27 and 30.

A project funding register should distinguish an existing-law source needing appropriation or an approved transfer from a source needing new legislation, voter approval, or both. It should identify the amount, permissible use, owner, approval action, effective date and collection schedule. A calculated property-tax rate equivalent describes a requirement; it is not evidence of available levy capacity. Chapter 30 provides the detailed funding and legal-pathway comparison.

Existing facility-related revenues and obligations must be reconciled before they are credited to the station program. Reno's adopted budget reports approximately $8.767 million of ad valorem revenue associated with the fire-station override, and Sparks identifies fire-station-related debt obligations. TMFPD's Capital Fund Policy, associated transfers, and accumulated resources should also be incorporated into the reconciliation. Each resource or obligation must be assigned to its eligible assets and commitments before determining net additional funding or successor responsibility. The analysis must identify legal restrictions, pledged debt service, programmed projects, available balances, approval requirements, and whether the resource or obligation remains with the predecessor or moves with the associated asset.

Land or surplus-apparatus sale proceeds are one-time capital offsets only. Debt proceeds are financing and require a repayment schedule and debt service. Capital impact fees require a qualifying source and eligible purpose; no assumed amount is credited here. E911 remains within the dispatch analysis, GEMT is not treated as dependable base operating support, and wildfire recovery or

miscellaneous reimbursements remain variable unless demonstrated. No speculative receipt reduces an identified requirement.

Opening liquidity and legally restricted reserves require separate treatment from lifecycle replacement funding. A reported fund or asset balance must be tested for cash availability, encumbrances, ownership, permitted use, and transferability. Chapter 30 requires an item-level asset, liability, debt, lease, reserve, grant, and contract schedule. Neither a liability balance nor a funding transfer should be counted twice.

18.14 Implementation Governance

Each project requires an accountable sponsoring agency, an operational owner, a facilities/project owner, finance and procurement authority, labor participation where working conditions or deployment are affected, and a data owner responsible for baseline and post-implementation measurement. Regional review is required when a project changes cross-boundary response, shared technology, automatic aid, specialty capability, or another agency's expected donor role.

Regional Alignment provides the near-term framework for coordinating the capital program while service-level choices, sustainable funding, and a potential legislated regional solution proceed in parallel. Necessary facility work should continue through the responsible agencies' project and appropriation processes during that period. Dispatch implementation and financing should follow Chapter 35, with station systems and project interfaces coordinated to avoid duplicate expenditure.

Under the Current System or Regional Alignment, Reno remains the project sponsor for R4, R13, R7, R10 and the R1 transition; Sparks for S2, S3, S1 modernization and S6 monitoring; and TMFPD for T32, T44 and T35. Each must coordinate cross-boundary effects. A consolidated model requires dated assignment of ownership, contracts, project obligations and funding to the successor. Until that assignment is effective, a proposed successor should not be treated as the contracting or paying entity. R15 additionally requires airport and applicable governing-authority review.

Interlocal or joint governance becomes necessary for a shared facility, common CAD/AVL, shared station systems, co-funded support facility, or project that creates binding response obligations. Agreements should address authority, command, staffing, labor, dispatch, apparatus, qualifications, data, records, cost allocation, ownership, maintenance, liability, insurance, dispute resolution, performance review, and exit. A capital study should not create an operational commitment by implication.

Project stages should be formal. Concept authorization approves the problem statement and alternatives. Programming approves the service and facility requirements. Site authorization follows parcel and network due diligence. Design authorization follows cost, funding, continuity, and operating review. Construction authorization requires temporary service and risk controls. Commissioning requires system acceptance, staffing, apparatus, run cards, training, and effective dates. Closeout requires corrected deficiencies and a scheduled post-opening review.

Every project resolution should identify the company and capabilities to be preserved, the network state, temporary-service plan, cost maturity, funding source and restrictions, decision authority, and post-implementation test. The finance schedule should show the payer before and after any governance transfer. Future capacity is credited only after staffing, equipment and systems are accepted and operating.

Asset transfers require an item-level record of title, carrying and replacement values, condition, outstanding debt or leases, maintenance obligations, restricted funds, source documents and annual cash commitments. Reno and Sparks' preference to transfer fire-related liabilities is a negotiating

condition, not an executed allocation. The liability options in Chapter 30 must be applied case by case, subject to mandatory legal succession and third-party rights. Land and buildings are not opening payroll cash, and restricted maintenance resources are not unrestricted revenue.

18.15 Monitoring and Decision Points

Capital completion is not proof of service improvement. A new or renovated building may improve safety and reliability while leaving travel, turnout, workload, ERF, or boundary performance unchanged. A relocation may improve one catchment and worsen another. A shared facility may reduce building duplication but increase apparatus egress or governance complexity. Post-implementation monitoring is, therefore, part of the investment, not a discretionary evaluation.

Table 18-15. Capital decision and monitoring points

Note: A failed monitoring point narrows, pauses, redesigns, or reverses the action. It is not averaged against favorable factors.

Monitoring point	Required evidence	Applies to	Failure response	Review timing
Problem and authority	Traceable need, responsible owner, formal authority and approved program	All projects	Narrow or do not advance	Concept / program
Company and capability	Staffing, apparatus, qualifications and specialty mission preserved	All capital, shared-site and transition actions	Stop or augment continuity plan	Every phase
Coverage / performance	Comparable fixed-network and observed p90 component baseline; access/egress test	Relocation, replacement, temporary quarters	Modify site, run card, quarters or design	Before site; quarterly; 12 months
ERF and safety	Personnel, apparatus, qualification and task chronology; OSHA entry controls	Projects affecting company availability or alarms	Rephase or add resources	Before construction and after opening
Capacity / donor	Staffed status, concurrency, move-up, first/second/third resource layers	Boundary, temporary service and shared-site actions	Override, backfill, phase or stop	Real time and quarterly
Growth / equity / WUI	Robust and sensitive gaps; growth; demographic variables; WUI; critical locations	Site and network alternatives	Modify or reject alternative	Annual and before site authorization
Finance / lifecycle	Comparable alternatives, full project and recurring cost, funding and risk	Major capital and shared facilities	Study only; no authorization	Program and design stages
Opening readiness	Systems accepted; staffed apparatus, run card, training, effective date and rollback	R1, T32 relocation, T35 and completed projects	Delay opening or maintain prior configuration	Opening and closeout
Observed validation	Workload, turnout/travel, reliability, aid, donor effects, ERF and corrective action	All completed major projects	Correct operations or design; update models	Quarterly and 12 months

S6, T35, and R1 require especially clear baselines because their operating histories or locations change. S6 should be reviewed as an active station whose workload is maturing. T35 should be evaluated from the staffed opening date, with no pre-opening benefit. R1 should use a one-for-one transition record and compare old and new station performance without overlapping the locations. S3 and R13 require pre-relocation catchment and route baselines so any observed change can be attributed carefully.

The R5/R7 and R11/T40 concepts should remain in the monitoring register even when no study is active. The trigger is a real lifecycle or site decision, not the passage of time alone. When triggered, the region should rerun the complete network, capacity, ERF, capability, growth, equity, cost, and continuity screen using current data. If the shared option fails any company-preservation or service point, two-site alternatives remain the governing path.

Financial monitoring should report project expenditure against scope, remaining commitments, forecast completion cost, recurring operating changes, lifecycle contributions actually funded, permissible reserve draws and closing cash by fund. A commitment or reserve balance must have a specific source and owner before it is credited. Estimate assumptions, scheduled pricing decisions, funding allocations, and approval conditions should remain visible in the project register. Project reporting should reconcile expenditures with Chapter 30 and identify any shared systems or dispatch costs assigned to Chapter 35 so that each cost and funding source is counted once.

18.16 Findings and Conclusions

18.16.1 The Region has a Prioritized Investment Program

The capital evidence supports a clear sequence rather than a general statement that the system is aging. R4, R13, S2, and S3 are Tier 1 projects because each combines a material facility or site need with a defined service function that must be preserved. T32 should proceed through its planned relocation to White Pelican Way, while T44 requires programmed renewal because age, geography, WUI, growth, and force-depth roles make passive monitoring inadequate. R7 should be rehabilitated at its current site, and R10 should retain its current deployment point with the identified repairs included in the capital program.

18.16.2 Facility Need and Service Redundancy are Opposite Questions

The most important capital finding is that a poor facility does not make its company expendable. R4's structural condition, R13's temporary quarters, S2's functional constraints, S3's site limitations, and the age of T32 and T44 create reasons to invest while maintaining coverage. None creates a closure case. The integrated screen supports zero staffed-company closures and zero one-company consolidations. No physical co-location project is presently recommended. Every current major action is therefore a preserve-and-improve project, while R5/R7 and R11/T40 remain future two-company alternatives at defined lifecycle triggers.

18.16.3 S3 and R13 Have Limited Search Directions, R10 Does Not

The targeted location analysis provides useful but limited direction. S3 has a viable east-Sparks preservation band with three non-dominated conceptual nodes and material robust-gap improvement. R13 has three non-dominated concepts close to its current Mill Street role with modest p90 and population-gap improvement. Both should proceed to parcel due diligence. R10 produced only two modest nearby alternatives and remains the closest fixed-route station for most of its demand relationship. Its current deployment point should be retained, with identified repairs completed through the capital program.

18.16.4 R1 and T35 Must be Commissioned Before They are Credited

The future network is not current capacity. The new R1 replaces the existing point one-for-one, and the two must never be counted together. T35 is the sole net station addition and can reduce reliance on the eastern boundary interface, but only after staffed opening. Both projects require accepted systems, apparatus, staffing, run cards, communications, training, effective dates, and a 12-month operational review. Modeled benefit is a planning expectation, not proof of achieved performance.

18.16.5 Shared Facilities Remain Two-Company Alternatives

R5/R7 becomes a capital-alternatives study candidate only when a major lifecycle or site event creates a real decision; the current action is rehabilitation of R7 at its existing site. R11/T40 remains a contingent future review. Any shared site must preserve two independently staffed and deployable companies, satisfy every travel, access, capacity, effective-response-force, capability, growth, equity, continuity, parcel, labor, and governance requirement, and demonstrate that total long-term costs are acceptable. No one-company configuration is supported. Operational integration through CAD/AVL and dispatch can proceed without physical co-location.

18.16.6 Capital Programming Must Include Apparatus People and Continuity

A station project is incomplete if it addresses the shell but not the operating mission. S2 must fit the aerial/program requirement; S3 must support Engine 31 ALS and hazardous-materials cross-staffing; R13 must support ALS and Training/Safety; T32 and T44 must support rural/WUI and force-depth roles; R15 must meet airport requirements. Bay geometry, vehicle weight, exhaust, clean/dirty separation, storage, training, communications, power, staffing, and specialty readiness belong in the project program. Any added staffed capability requires a recurring operating plan and cannot be inferred from an additional bay.

18.16.7 Resilience is a Service Requirement

Stations must remain usable when wildfire, smoke, flood, earthquake, winter weather, energy interruption, and communications failure increase demand. Emergency power and fuel, redundant communications, seismic and structural performance, smoke filtration, defensible-space, flood/drainage, water and sanitary continuity, apparatus access, and extended crew operations should be incorporated into comparable assessments and every major project. Lower call volume does not diminish the importance of an isolated rural or WUI station during regional disruption.

18.16.8 The Financial Plan Quantifies the Program and its Funding Conditions

Chapter 30 identifies a gross station capital inventory of $118.997 million and an adjusted inventory of $116.952 million after $2.045 million in duplication adjustments. Its separate conditional station scenario totals $111.391 million under the stated timing, escalation, existing-budget overlap, and allowance assumptions. These measures should retain their distinct purposes and should not be added together or treated automatically as unfunded appropriations. The program includes the $17 million R1 replacement allowance and retained interim repairs, the $17 million T32 relocation allowance, and identified station repair and renewal scopes. T35 construction is excluded from the additional station capital inventory because the project is nearing completion.

The common annual lifecycle screen comprises a $10.880 million facility provision and an $8.423 million apparatus provision, producing a $19.303 million working annual total. The apparatus component includes $3.799 million for Reno, $1.213 million for Sparks, and $3.410 million for TMFPD. The broader workbook-cycle sensitivity is $20.007 million annually. These are gross planning

provisions, not automatic requirements for new annual appropriations. Existing capital funding, eligible reserves, TMFPD Capital Fund transfers, and other resources supporting the same assets must be reconciled before determining net additional funding. The separate $59.600 million five-year apparatus schedule and station projects require asset-level reconciliation to prevent counting the same replacement requirement both as an annual contribution and as a cash purchase.

Medic and ambulance-category vehicles are included within the applicable apparatus calculations and must not be added again as a separate EMS vehicle requirement. Clinical, communications, and other onboard equipment should be assigned to the appropriate asset schedule where it is not included in vehicle replacement values. Dispatch implementation and financing remain governed by Chapter 35, with shared systems and station interfaces reconciled so that costs are counted once.

Regional Alignment is modeled at the same regional cost as the Baseline, with an optional $2.000 million coordination startup identified separately. Chapter 30's additional five-year support requirement is $285.910 million for both the Baseline and Regional Alignment, $437.181 million for the GID, and $445.124 million for the Regional Authority. The modeled opening-cash requirements of $37.389 million for the GID and $37.506 million for the Regional Authority retain their separate liquidity treatment. These financial scenarios establish the need for explicit service, funding, and implementation decisions; they do not establish consolidation as a substitute for sustainable funding.

18.16.9 Overall Conclusion

The region should advance R4, R13, S2 and S3 into formal programming, undertake R7 rehabilitation at its present site, resolve R10 identity and egress questions, and prepare R1 and T35 for controlled commissioning. T32, T44 and S1 should enter structured renewal and modernization planning. Capital requests should identify their place in the common regional program and their incremental effect on annual operations. The need for these investments is under every governance alternative.

Delivery requires funded project stages, protected temporary service and realistic procurement timing. Agencies should pursue the operating improvements that address assignment, availability and risk while engineering the necessary facility work. Regional Alignment provides the near-term coordination framework while service-level choices, sustainable funding, and a potential legislated regional solution proceed in parallel. Dispatch implementation and financing should follow Chapter 35. Full legislated consolidation requires at least three years and remains conditional on public support, required approvals, sufficient funding, and operational readiness.

Consolidation should receive only demonstrated incremental savings, and a prospective funding power should receive no credit until the corresponding source and approvals are established. Project expenditures, lifecycle contributions, existing capital resources, transition requirements, and opening liquidity should be reconciled under Chapter 30 so that each cost and funding source is counted once.

A project is ready to advance when its service purpose, complete cost, responsible owner, funding restrictions, continuity arrangements and performance tests are sufficiently defined for the next commitment. The regional program should preserve company capacity while improving facilities, asset renewal and operational reliability.

PART 5: STANDARDS OF COVER, COMMUNITY RISK REDUCTION, AND INSURANCE

Chapter 19: Regional Standards of Cover and Deployment Strategy

19.1 Purpose and Central Recommendation

This chapter establishes the recommended regional Standards of Cover and deployment strategy for the Reno Fire Department, Sparks Fire Department, and Truckee Meadows Fire Protection District. This is a recommendation for a unified standard for the three agencies, in contrast to the varied standards each agency individually follows at present. It converts the preceding community-risk, service-demand, operational-performance, equity, hazard, growth, and facility findings into an operating policy framework. The chapter answers five practical questions: what service should be measured; at what reliability level; how the objective should vary by service environment and incident risk; when a cross-boundary unit should be selected; and how the participating agencies should implement and govern the framework without reducing current capacity. Adoption should proceed through near-term Regional Alignment while the participating jurisdictions address service levels, sustainable funding, and the Regional Fire Authority pathway in parallel, as described in Part 9. Authority implementation remains conditional on public support, required approvals, sufficient funding, and operational readiness.

NFPA benchmarks inform the development of the recommended SOC, but within the context of local conditions. The Study recognized that actual performance is influenced by station location, staffing, call volume, geography, traffic, and available resources.

The principal recommendation is a phased regional SOC built around the 90th percentile, with the 75th percentile retained as an early-warning diagnostic. The framework uses common definitions but does not pool unlike agency clocks. It establishes separate objectives for call processing, EMS and fire turnout, and first-due travel in Urban, Suburban, and Rural/WUI environments. Total response time remains reportable, but a single regional total-response objective should not be adopted until all three agencies can measure from the same originating event and apply the same inclusion rules.

For structural fires and other multi-company incidents, the SOC should define the effective response force by risk class, required tasks, apparatus, personnel, and assembly time. The planned alarm analysis and the Reno and TMFPD personnel-arrival analyses support both initial force design and evaluation of assembly performance. The recommended policy distinguishes planned alarm sufficiency, estimated personnel arrival, and task-capable ERF assembly, with each result reported using its stated incident population, clock, personnel basis, apparatus, and required functions.

The deployment strategy is “closest appropriate,” not simply “closest.” A cross-boundary resource may be selected when it is available, carries the required capability, does not leave its donor area without the required depth, fits the full alarm assignment, and does not compromise a specialty mission. Three corridors - R9/T44, R12/T33-T36, and R6/T33-T37 - support priority operating pilots. S6/T46 and S3/T37 support coordination and monitoring; R5/R7 and R11/T40 remain capital-planning locations; and R14/T40 is a localized interface rather than a material operating corridor. Every current staffed company is retained under the recommended strategy.

The region can improve first-unit access and operational consistency without closing a station or treating adjacent-agency capacity as unlimited. The gains depend on common unit visibility, disciplined suitability and donor-coverage controls, risk-based alarm design, and staged performance improvement rather than on an immediate, unconditional boundary drop applied all at once.

19.2 What the Regional Standards of Cover Establishes

A Standards of Cover is the governing framework that links community risk to the distribution, concentration, reliability, and measurement of emergency-response resources. It does not consist of a single response-time number. A complete SOC identifies the incidents and populations being measured, defines each clock interval, assigns a reliability statistic, differentiates service environments, establishes the response force required for different risks, and states the operational rules used when resources are committed or shared across boundaries.

The recommended framework is regional in method and local in accountability. Reno, Sparks, and TMFPD would report the same performance components, percentile statistics, service-environment classes, risk concepts, and exclusions. Each agency would remain accountable for its own defined incident population, with regional reporting applying common originating call clocks, incident linkage, and unit-level chronology. This approach permits meaningful comparison and coordinated improvement without creating a false regional average from different data definitions.

The table below separates the reliability statistic, measurement unit, deployment geography, and implementation rule. These elements work together; none is a stand-alone finding of compliance.

Table 19-1. Recommended regional Standards of Cover framework

Framework element	Recommended policy	Why it matters
Reliability	Use the 90th percentile for accountability and the 75th percentile as an early-warning diagnostic.	Averages conceal the delayed tail; p90 describes the time within which nine of ten qualifying incidents are handled.
Clock components	Report call processing, turnout, first-due travel, and ERF assembly separately.	Separate components show whether delay originates in dispatch, station readiness, travel, or multi-company assembly.
Comparable populations	State agency-specific denominators and clock definitions alongside the common regional reporting rules.	Prevents a pooled number from overstating or understating performance because of different source systems.
Service environments	Apply Urban, Suburban, and Rural/WUI travel objectives; use mission-specific treatment for special-use areas.	Station spacing, road access, demand density, water supply, and WUI conditions differ materially across the region.
Risk-based response force	Define low-, medium-, and high-risk assignments by tasks, apparatus, personnel, and assembly time.	The first arriving unit and the full task-capable force answer different operational questions.
Deployment selection	Use the closest appropriate available unit after donor-coverage, ERF, and specialty-capability controls.	A geographic advantage should not create a new service gap or remove a required capability.

Framework element	Recommended policy	Why it matters
Improvement sequence	Adopt achievable 24-month objectives, then five-year and long-term objectives.	A phased standard creates immediate accountability and a defined sequence for improving service performance.

The word “objective” is used intentionally. The values in this chapter are recommendations for adoption by the participating governing bodies. They are not existing regional standards and should not be described as current compliance requirements. Once adopted, the SOC should identify the effective date, the accountable incident population, the approved exclusions, and the improvement tier in force for each agency.

19.3 Measurement and Reliability Framework

19.3.1 The 90th Percentile as the Accountability Statistic

The 90th percentile is the recommended reliability statistic for public accountability. A p90 of 480 seconds means that 90 percent of qualifying incidents were at or below 480 seconds and 10 percent took longer. This statistic is more useful than an average for emergency service because it exposes the slower portion of the distribution where simultaneous demand, unit unavailability, distance, access constraints, and operational recovery are most likely to appear.

The 75th percentile should be retained as an operational diagnostic. Movement at p75 can show that the central portion of performance is deteriorating before the p90 objective is missed, or that an improvement is becoming stable before it reaches the tail. The p75 is not a substitute for p90 and should not be used to report compliance. Median, p75, and p90 should be displayed together in management reports, while the adopted p90 remains the accountability point.

19.3.2 Required Component Clocks

Call processing begins at the originating public-safety answering point receipt or call-creation event and ends when the first eligible response is dispatched. Where a call transfers between centers, the originating event remains necessary to measure the public’s full experience. TMFPD’s current processing measure begins after transfer and describes that dispatch segment; originating-call processing and transfer time should be reported as separate components of the full public-facing interval.

Turnout begins when the first eligible response is dispatched and ends when the first eligible unit is en route. This interval captures alerting, station readiness, crew movement, apparatus boarding, assignment recovery, and successful unit acceptance. Fire and EMS are reported separately because protective equipment and incident preparation differ. Sparks’ measure describes primary-unit turnout and should remain labeled on that basis, with assignment recovery reported separately so that the primary-unit interval retains its defined meaning.

First-due travel begins when the first eligible unit is en route and ends at arrival. It should be stratified by service environment and, where possible, priority and incident type. The selected unit must be appropriate for the incident; a closer unit that lacks the required apparatus, staffing, qualification, or mission availability is not the first-due resource for SOC purposes. Fixed-road GIS estimates support station and corridor planning but are not a substitute for observed travel performance.

Total response time is the combined public-facing interval from originating receipt to arrival. It should continue to be reported within each agency's valid clock definition. A pooled regional target would be misleading while the originating event and transfer treatment differ. After the clocks are harmonized and audited, total response may be adopted as an additional public measure without replacing component accountability.

19.3.3 Population, Exclusions, and Denominator Integrity

Each reported result should state the incident population, valid-record count, excluded-record count and reason, time period, priority definition, response mode, service environment, and clock source. Cancellation, downgrade, mutual-aid, duplicate-dispatch, transfer, no-en-route, and data-quality rules must be versioned. A performance change is not reliable if it can be produced by changing the denominator without disclosing the change.

The current regional analysis therefore does not use the sum of agency workloads as a count of unique regional incidents. Reno, Sparks, and TMFPD retain different but valid analytical populations for the measures shown below. The SOC provides the structure needed to make those populations increasingly comparable while preserving consistent definitions for each reported measure.

19.4 Recommended Phased Performance Objectives

The proposed objectives are staged to create an attainable first accountability tier, a five-year improvement tier, and a long-term aspiration. The 24-month tier should become effective after definitions, denominator rules, and reporting controls are adopted. The five-year tier assumes common AVL visibility, improved dispatch and station-readiness processes, and sustained quality assurance. The long-term tier moves call processing, turnout, and travel toward contemporary benchmark performance while retaining the region's service-environment distinctions.

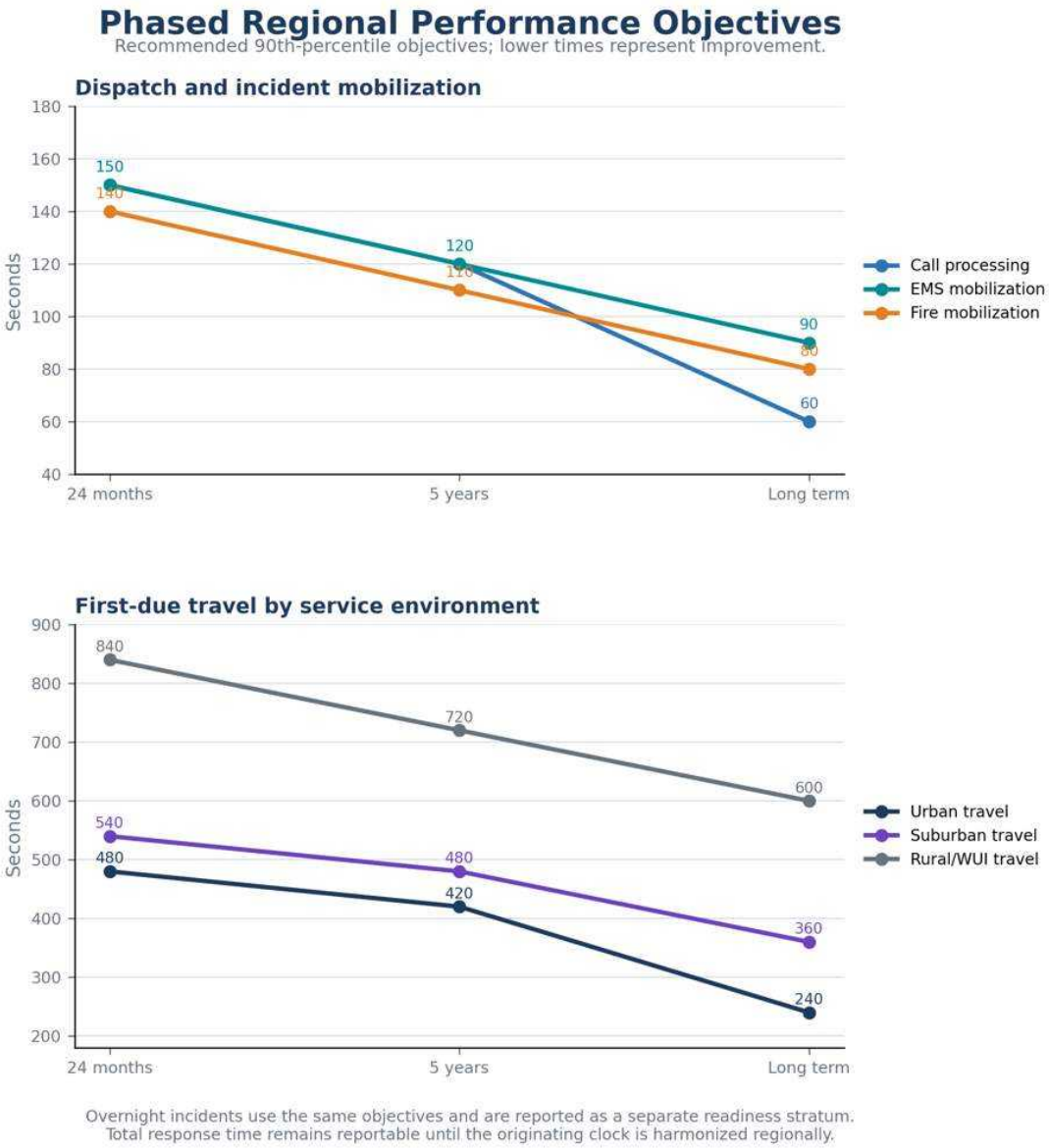
In the table below, each value is a recommended objective in seconds. "24 months" is the initial accountability tier; five-year and long-term values describe improvement stages. These objectives require governing-body adoption before they become formal standards.

Table 19-2. Recommended Standards of Cover: Phased 90th-percentile performance objectives

Performance component	24-month objective	Five-year objective	Long-term objective	Reliability and application
Call processing	150 sec	120 sec	60 sec	p90; originating receipt/call creation to first eligible dispatch
EMS turnout	150 sec	120 sec	90 sec	p90; first eligible dispatch to first eligible unit en route
Fire turnout	140 sec	110 sec	80 sec	p90; fire/other emergency population reported separately
Urban first-due travel	480 sec	420 sec	240 sec	p90; closest appropriate available first-due resource
Suburban first-due travel	540 sec	480 sec	360 sec	p90; closest appropriate available first-due resource

Performance component	24-month objective	Five-year objective	Long-term objective	Reliability and application
Rural/WUI first-due travel	840 sec	720 sec	600 sec	p90; closest appropriate available first-due resource
Total response	Report by qualified agency clock	Adopt only after clock harmonization	Maintain alongside component measures	Do not pool unlike originating clocks
Low/medium structural ERF	Adopt design and report assembly	Report observed p90 assembly	480 sec benchmark aspiration	Confirmed-fire cohort; risk, task, apparatus, and personnel complete
High structural ERF	Adopt design and report assembly	Report observed p90 assembly	610 sec benchmark aspiration	Confirmed-fire cohort; high-risk task force and pump/aerial functions as applicable

Figure 19-1. Phased Regional Performance Objectives



The long-term travel values should be understood as benchmark aspirations, not a promise that the existing fixed-station-network can produce the same result in every location. The earlier GIS, performance, growth, facility, and risk-capability analyses identify locations where road geometry, station spacing, unit availability, or hazard conditions constrain the achievable result. Annual SOC updates should show both the adopted objective and the actual geographic distribution of performance rather than converting a regional percentile into a parcel-level guarantee.

19.5 Current Performance Relative to the Initial Tier

Current performance was compared with the proposed 24-month tier using the best supported agency-specific populations. The comparison is intended to establish the initial improvement agenda, not to declare compliance with a standard that has not yet been adopted. Results should not be ranked as a league table because the source populations and several clock definitions differ.

Across all three agencies, median urban travel times exceed the benchmark, as do call-processing and turnout times, indicating a region-wide service-delivery challenge.

In the table below, current values are shown only for the agency population and clock stated in the first column. A negative difference means the current result is faster than the proposed objective; a positive difference means improvement is needed.

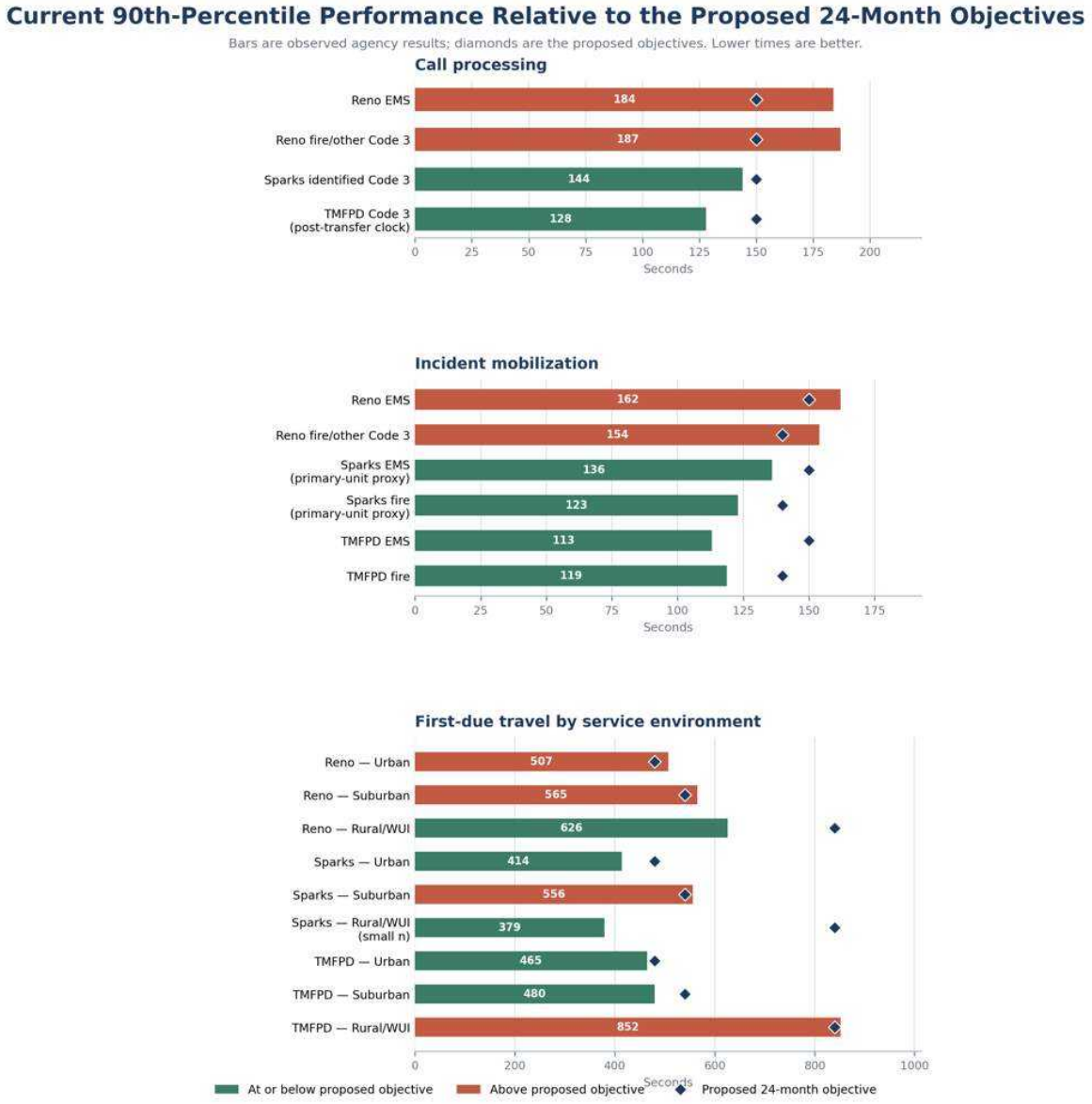
Table 19-3. Current 90th-percentile performance compared with the proposed 24-month objective

Measure and population	Current p90	Proposed 24-month objective	Difference	Interpretation
Reno EMS - call processing	184 sec	150 sec	+34 sec	Comparable agency clock; improvement needed
Reno fire/other Code 3 - call processing	187 sec	150 sec	+37 sec	Narrative-confirmed Code 3 population; improvement needed
Sparks identified Code 3 - call processing	144 sec	150 sec	−6 sec	Within initial tier for identified Code 3 population
TMFPD Code 3 - call processing	128 sec	150 sec	−22 sec	Post-transfer clock; not the full originating public interval
Reno - turnout	162 sec	150 sec	+12 sec	Improvement needed
Reno fire/other Code 3 - turnout	154 sec	140 sec	+14 sec	Improvement needed
Sparks EMS / fire - turnout	136 / 123 sec	150 / 140 sec	−14 / −17 sec	Primary-unit turnout; within initial tier for this measure
TMFPD EMS / fire - turnout	113 / 119 sec	150 / 140 sec	−37 / −21 sec	Within initial tier for the stated measure
Reno - Urban / Suburban / Rural-WUI travel	507 / 565 / 626 sec	480 / 540 / 840 sec	+27 / +25 / −214 sec	Urban and Suburban improvement needed
Sparks - Urban / Suburban / Rural-WUI travel	414 / 556 / 379 sec	480 / 540 / 840 sec	−66 / +16 / −461 sec	Suburban improvement needed; Rural/WUI small n
TMFPD - Urban / Suburban / Rural-WUI travel	465 / 480 / 852 sec	480 / 540 / 840 sec	−15 / −60 / +12 sec	Rural/WUI improvement needed

This table shows that Reno has the clearest initial improvement need in call processing, turnout, and Urban/Suburban travel. Sparks Suburban and TMFPD Rural/WUI travel also exceed the initial objective, while several other measures are within it.

Figure 19-2. Current 90th-percentile performance relative to the proposed 24-month objectives.

Note: Bars show the current p90 for the stated agency population. A navy diamond marks the applicable proposed 24-month objective. Green means the current result is at or below the objective; rust means the result is above it. Qualified clocks and small samples are identified in the labels.



Source: unified regional performance synthesis and Chapter 17 analytical control; project analysis, Sept. 2026.

19.5.1 Call Processing

Reno's p90 processing result is 184 seconds for EMS and 187 seconds for the fire/other Code 3 population. These values exceed the proposed initial objective by 34 and 37 seconds. Because the excess appears in two Reno incident groupings, the initial priority is not limited to a single call type.

The improvement agenda should focus on the upper tail: call entry and triage duration, queue conditions, transfer or assignment recovery, and the time to dispatch the first eligible response. A lower median would not, by itself, resolve this p90 finding.

Sparks' identified Code 3 result of 144 seconds is six seconds within the proposed tier. TMFPD's 128-second result is 22 seconds within the tier for the available post-transfer interval. The TMFPD result cannot be interpreted as the resident's full processing experience because time before the transfer is outside that clock. Accordingly, the correct finding is that the measured post-transfer segment is within the proposed initial tier, while the end-to-end interval remains a harmonization priority.

19.5.2 Turnout

Reno's EMS p90 turnout is 162 seconds and its fire/other Code 3 result is 154 seconds, exceeding the proposed tier by 12 and 14 seconds. These are comparatively modest gaps but affect the slowest ten percent of qualifying incidents. The operating focus should include station alerting, dispatch-to-assignment recovery, turnout readiness, facility circulation, and exception review for incidents where the initially assigned unit did not promptly become en route.

Sparks' primary-unit turnout measure is 136 seconds for EMS and 123 seconds for fire; TMFPD's supported values are approximately 113 seconds for EMS and 119 seconds for fire. These measures are within the proposed tier. Sparks should retain the primary-unit label and report assignment recovery separately, because primary-unit turnout and the handling of an earlier unsuccessful assignment describe different parts of the unit-selection sequence.

19.5.3 First-due Travel

Reno exceeds the proposed Urban and Suburban p90 objectives by 27 and 25 seconds. Reno Rural/WUI travel is within the initial 840-second objective. Sparks Urban travel is within the initial objective, while Suburban travel exceeds it by approximately 16 seconds. The Sparks Rural/WUI result is faster than the objective but is based on a small population and should not be generalized. TMFPD is within the Urban and Suburban objectives and approximately 12 seconds above the Rural/WUI objective.

These differences are small enough that operational and geographic variation can change the annual result, but they identify where the initial tier should concentrate attention. Reno requires both dispatch/turnout and Urban/Suburban travel improvement; Sparks requires Suburban travel attention while maintaining the S6 improvement; and TMFPD requires Rural/WUI tail management. Common AVL and corridor deployment can improve some first-unit trips, but they will not remove every road-distance, terrain, winter-access, WUI, or unit-availability constraint.

19.6 Service-Environment Deployment Strategy

The service-environment standard translates one regional reliability method into three different operating contexts. The environments are not agency labels. Each agency serves more than one environment, and the same station may support incidents with different access, density, water-supply, and response-force needs. Assignment to an environment should be based on the controlled Study geography and updated as settlement patterns change.

In the table below, the objective is the recommended 24-month first-due travel value at the 90th percentile. The deployment response identifies the operating emphasis appropriate to the environment, not a promise that every parcel will be reached within the value.

Table 19-4. Deployment strategy by service environment

Service environment	Proposed 24-month p90 travel objective	Principal operating condition	Deployment emphasis
Urban	480 sec	High incident density, closer station spacing, traffic and simultaneous-demand exposure	Closest-appropriate selection, rapid backfill, congestion-aware routing, and protection of second/third-due depth
Suburban	540 sec	Expanding development, uneven road connectivity, boundary interfaces, and longer second-due paths	Cross-boundary response, growth-linked capacity review, road redundancy, and planned move-up coverage
Rural/WUI	840 sec	Longer travel, sparse station spacing, WUI exposure, variable water supply, and fewer immediate backups	Preserve local availability, water/wildland capability, early escalation, mutual-aid depth, and evacuation/access planning
Special use / industrial / aviation	Mission-specific	Facility-specific hazards, restricted access, industrial processes, transportation systems, or regulated response requirements	Occupancy preplans, specialty-resource typing, access controls, and risk-specific alarm assignments

The above strategy framework does not impose one metropolitan travel target on dissimilar geographies. It pairs a common reliability method with different Urban, Suburban, and Rural/WUI operating expectations.

19.6.1 Urban Deployment

The Urban strategy emphasizes reliability under demand rather than station distance alone. Dense incident patterns make the nearest company more likely to be committed, so the first-due question must include actual availability and the ability to preserve second- and third-due coverage. Common AVL, consistent unit status, rapid move-up, and qualification-aware selection are the principal operating tools. The Urban objective should be reported separately for EMS and fire when the populations differ materially, and high-demand station catchments should be examined for the availability and concurrency effects identified in the operational chapters.

19.6.2 Suburban Deployment

The Suburban environment contains the strongest intersection of projected growth, boundary opportunity, and developing road networks. The recommended 540-second initial objective recognizes longer travel than the Urban environment but still requires active management of the delayed tail. R9/T44, R12/T33-T36, and R6/T33-T37 are the priority operating interfaces. S6/T46 requires continued monitoring because S6's presence materially improves northeast Sparks service while its catchment is projected to grow rapidly. Development review should treat station access,

road redundancy, water supply, and follow-on force as service-capacity questions rather than relying only on straight-line proximity.

19.6.3 Rural/WUI Deployment

The Rural/WUI objective recognizes that station spacing and road distance are materially greater, but it does not treat extended response as inevitable or unmanageable. The operating strategy should preserve the availability of the local company, dispatch WUI and water-supply resources early, maintain mutual-aid depth, and avoid sending the only appropriate resource away for a small geographic advantage elsewhere. During elevated wildfire conditions, resource drawdown and regional surge requirements may justify specialty and donor-coverage overrides that would not apply on an ordinary day.

The TMFPD Rural/WUI p90 is approximately 852 seconds, slightly above the proposed initial tier. The result should be addressed through tail-event review, unit-status reliability, road and access conditions, and the distribution of qualifying incidents. The objective is not an instruction to reduce local Rural/WUI resources to improve a regional average; local availability and follow-on depth are part of the standard.

19.7 Structural-Fire Risk Classification and Effective Response Force

19.7.1 Why the ERF Standard is Separate from First-due Performance

The first arriving engine can begin size-up, rescue, fire attack, exposure protection, or other urgent work, but most structure fires require multiple simultaneous functions. The effective response force is the complement of people, apparatus, qualifications, and assigned tasks needed to conduct those functions safely and effectively. The ERF clock answers when that task-capable force is assembled; it is not interchangeable with the arrival time of the first unit.

The SOC should adopt representative low-, medium-, and high-risk occupancy classes and then link each class to a task matrix. The analysis uses NFPA 1750 (2026) as the current primary Study reference. Legacy NFPA 1710 and 1720 values may be shown for continuity with existing agency practice, but they should remain clearly labeled as legacy references. Neither the NFPA values nor the Study's representative classes become local standards until adopted.

Personnel values are NFPA 1750 study benchmarks and include an additional person when the specified aerial or fire-pump function is required. They are planning references, not adopted local risk classifications or proof of on-scene task completion.

Table 19-5. Representative structural-fire risk classes and Study ERF references

Risk class	Representative condition	NFPA 1750 personnel reference	Travel / assembly reference	Regional SOC application
Low	Representative smaller residential structure with ordinary access and no unusual exposure	20; 21 when an aerial function is required	First engine 240 sec; truck/second company 360 sec; full assignment 480 sec at p90	Adopt local task matrix and apparatus mix; report confirmed-fire assembly by the adopted task

Risk class	Representative condition	NFPA 1750 personnel reference	Travel / assembly reference	Regional SOC application
				and personnel definitions
Medium	Representative garden apartment, strip commercial, or occupancy requiring a broader simultaneous task set	28; 29 when an aerial function is required	First engine 240 sec; truck/second company 360 sec; full assignment 480 sec at p90	Use risk-specific first alarm or automatic escalation sufficient for tasks and personnel
High	High-rise or other occupancy requiring expanded command, fire attack, search, evacuation, systems, and support functions	42; 43 when a fire-pump function is required	First engine 240 sec; truck/second company 360 sec; full assignment 610 sec at p90	Pre-identify occupancy, alarm level, specialty functions, staging, and regional follow-on force

19.7.2 OSHA Entry Condition and Task-capable Staffing

The OSHA respiratory-protection rule establishes the minimum personnel condition for interior structural firefighting in an immediately dangerous to life or health atmosphere, subject to the rule's rescue exception. This four-person entry condition is a safety floor, not a complete fireground ERF. Meeting it does not provide the personnel needed for water supply, command, search, ventilation, rapid intervention, exposure protection, medical support, aerial operations, or high-rise systems. The SOC should therefore show both the OSHA entry condition and the larger risk-based task force without presenting them as equivalent.

19.7.3 Planned Alarm Sufficiency

Available staffing and alarm records support a numerical screen of planned personnel. The screen determines whether the known alarm arithmetic reaches the NFPA 1750 reference headcount. It does not prove arrival by the benchmark, the presence of every required apparatus and qualification, or performance of the task matrix. Those distinctions are central to the conclusions below.

Table 19-6. Planned structural-fire personnel compared with NFPA 1750 study benchmarks

Note: The comparison is arithmetic. It asks whether the planned alarm personnel equal the reference headcount. It does not establish that all units arrived within the benchmark, carried the required capabilities, or completed the required tasks.

Agency alarm	Known planned personnel	Low reference 20/21	Medium reference 28/29	High reference 42/43	Interpretation
Reno standard first alarm	33	Exceeds by 12–13	Exceeds by 4–5	Short by 9–10	Numerically supports low and representative medium risk; high risk requires escalation
Reno high-risk first alarm	41	Exceeds by 20–21	Exceeds by 12–13	Short by 1–2	Nearly reaches high-risk headcount before any upgrade; task and time still control
Reno standard second alarm, cumulative	46	Exceeds by 25–26	Exceeds by 17–18	Exceeds by 3–4	Numerically exceeds high-risk reference; arrival time and task capability remain separate measures
Sparks standard first alarm	16	Short by 4–5	Short by 12–13	Short by 26–27	Does not reach current low-risk headcount
Sparks second alarm, cumulative	22	Exceeds by 1–2	Short by 6–7	Short by 20–21	Reaches low-risk headcount; remains below medium-risk reference
TMFPD first alarm	15–16	Short by 4–6	Short by 12–14	Short by 26–28	Does not reach low-risk headcount on the first alarm
TMFPD second alarm, cumulative	21–23	Meets/exceeds by 0–3	Short by 5–8	Short by 19–22	Reaches low-risk headcount; aerial and task mix require explicit assignment

This table shows that Reno's planned first-alarm staffing can numerically support low and representative medium risk. Sparks and TMFPD reach the low-risk headcount only through

cumulative second-alarm resources; both cumulative second-alarm designs remain below the medium-risk personnel reference. The personnel-arrival analysis for Reno's 2025 first-alarm cohort identifies 149 of 518 incidents reaching an estimated 21-person threshold, with a median of 8:09 and a p90 of 12:55 from CAD call entry. For TMFPD's 2022–2025 cohort, 77 of 520 incidents reached an estimated 16-person threshold, with a median of 25:27 and a p90 of 48:15 from Time Sent To Queue. These percentiles describe the incidents reaching each stated threshold. The estimates apply the staffing assumptions in the agency analyses to recorded resource arrivals; the different personnel thresholds and clock origins are reported separately. They measure personnel assembly, while complete ERF performance also includes the required apparatus, qualifications, and tasks.

19.7.4 Regional ERF Deployment Direction

Reno's planned first-alarm complement can serve as the basis for low- and representative medium-risk assignments, with a defined high-risk escalation. Sparks and TMFPD require additive regional design if the low-risk reference is to be reached on the initial response rather than after a cumulative second alarm. "Additive" means that partner resources increase the total task-capable force; they must not merely replace a home-agency unit already counted in the alarm arithmetic. The CAD configuration should identify whether each mutual or automatic-aid unit is additive, substitutive, or conditional so that personnel are never double counted.

The Study does not find that Sparks or TMFPD are unable to fight structure fires. It finds that the supported planned first-alarm headcount does not reach the selected low-risk reference and that reinforcing-company arrival is a separate operating requirement from first-unit arrival. The appropriate response is to adopt risk/task definitions, build an initial alarm that reaches the approved task force through local and regional resources, and measure the confirmed-fire assembly interval at p90. The Reno and TMFPD assembly analyses identify reinforcing-unit travel as the principal time component in most threshold-reaching incidents, supporting early assignment of suitable reinforcing resources and protection of the companies needed to complete the force.

High-risk occupancies require pre-incident alarm design. The high-risk assignment should identify command, water supply, fire attack, search, ventilation, rapid intervention, medical, aerial, fire-pump, lobby/control, staging, and other facility-specific functions before an incident occurs. The SOC should not assume that a numerically sufficient headcount contains every specialty function. Apparatus type, qualifications, and task assignments remain separate pass conditions.

19.8 Regional Deployment Rule

The following decision sequence governs any regional closest-appropriate assignment. It is designed to secure a first-unit travel advantage while preventing the responding agency from losing the depth or specialty capability needed in its own area. The sequence should be implemented in CAD decision logic where feasible and retained in supervisor procedures for conditions that require judgment.

The table below demonstrates that dispatch proceeds from incident eligibility through post-incident review. A unit is selected only if every preceding control is satisfied. Failure at any step returns the incident to the home-agency or next-appropriate response pattern.

Table 19-7. Regional deployment decision sequence

Order	Decision layer	Required rule	Failure or safeguard action
1	Incident eligibility	Apply common determinant, priority, response-mode, and cancellation/downgrade rules.	Nonqualifying incident remains on the home response plan.
2	Closest appropriate unit	Rank actual available units by live/calibrated travel, apparatus, staffing, and qualifications.	If the closest unit is not appropriate, select the next appropriate unit.
3	Residual coverage	Protect donor-area first-, second-, and third-layer coverage and WUI/remote missions.	Use the home or next resource; initiate move-up/backfill when needed.
4	Full alarm assembly	Build the risk-class assignment and distinguish additive aid from substitution.	Escalate or add units until the approved force is dispatched without double counting.
5	Specialty override	Preserve ARFF, HazMat, rescue, aerial, water, and wildland/WUI functions.	Retain or replace the specialty unit even when another unit has a small travel advantage.
6	Dynamic coverage	Reposition or backfill after a material commitment.	Restore the approved coverage floor and follow-on response depth.
7	Post-incident quality review	Compare recommendation, selection, override, arrival, assembly, and donor effect.	Correct rules, data, training, or coverage plans when an exception is repeated.

This table shows that “closest appropriate” is materially different from “closest.” It allows a geographic advantage only when capability, availability, donor coverage, full-alarm assembly, and specialty missions remain protected.

19.8.1 Closest Appropriate Versus Closest

A simple closest-unit rule looks only at estimated arrival. The recommended rule asks whether the unit is actually available and capable, whether it belongs in the full alarm assignment, and what remains behind after it leaves. This is especially important where a station houses a specialty resource, where the next donor-area unit is distant, where WUI conditions increase local drawdown risk, or where simultaneous demand is already consuming response depth.

An override is not a failure of regional deployment. It is evidence that the unit-selection rule recognized a more important capability or coverage condition. The SOC should report recommended unit, selected unit, override reason, donor coverage before and after selection, and realized travel effect. Repeated overrides can indicate either that the corridor is not appropriate for routine integration or that a capacity, staffing, or CAD-typing problem needs correction.

19.8.2 Duplicate Response and Assignment Recovery

Common AVL visibility should reduce avoidable parallel movement by showing which appropriate unit can arrive first before multiple agencies independently commit resources. The rule should not suppress a resource that is additive to the ERF or required for a specialty function. When an assigned unit fails to become en route within the approved turnout interval, the system should recover the assignment promptly and retain the unsuccessful attempt in the audit record. This connects dispatch reliability directly to the turnout measure rather than treating only the successful unit as the full event history.

19.9 Boundary-Corridor Strategy

19.9.1 What the Scenario Represents

The boundary model estimates the subset of projected 2031 incidents in priority interfaces where a participating-agency station has a meaningful geographic advantage. “Eligible corridor incidents” are the projected incidents that pass the corridor’s geography and screening rules. “Currently captured” incidents are the portion already expected to receive the cross-boundary assignment under the calibrated operating pattern. “Additional shifts” are the further one-for-one assignments expected after applying each corridor’s directional selection rate and safeguards. They are not new incidents, new call volume, or a universal percentage transfer.

Under the current 31-station-network with projected 2031 demand, approximately 1,026 annual incidents are eligible in the designated interfaces. About 289 are already captured, and the case estimates approximately 553 additional assignments. The associated gross road-time advantage is approximately 16.5 hours per year, or about 107 seconds per shifted incident on average. Under the future 32-station-network, eligible exposure declines to approximately 920 incidents, currently captured assignments remain about 286, and additional shifts decline to approximately 475, with 13.1 aggregate annual road-hours of modeled benefit.

In the table below, eligible incidents are projected events in the designated priority interfaces that pass the geographic screen. Currently captured incidents are those already expected to receive the cross-boundary assignment. Additional shifts are the further one-for-one assignments estimated after applying corridor-specific controls.

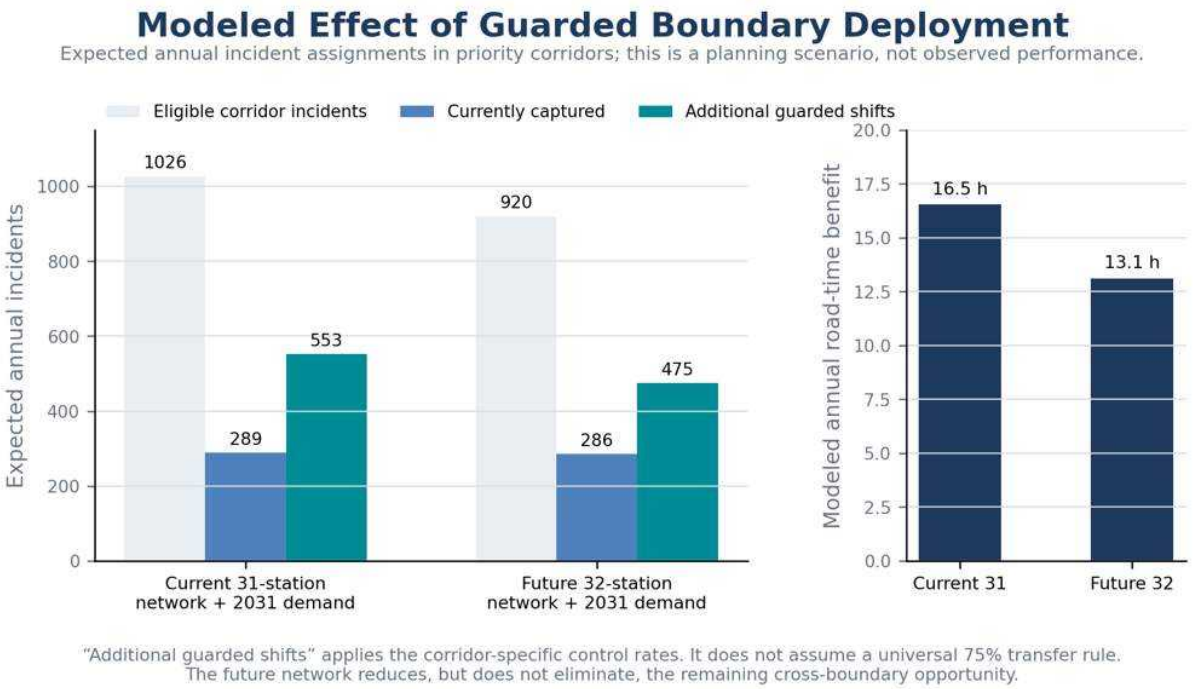
Table 19-8. Modeled boundary-deployment opportunity under 2031 demand

Scenario	Eligible corridor incidents	Currently captured	Additional shifts	Modeled annual road-time benefit	Interpretation
Current 31-station-network + projected 2031 demand	1,026.4	289.3	552.8	16.5 hours	Largest remaining operating opportunity in the priority interfaces
Future 32-station-network + projected 2031 demand	919.7	285.8	475.4	13.1 hours	T35 and the R1 relocation reduce, but do not eliminate, the opportunity

This table shows a future 32-station-network can reduce the size of the opportunity, but an estimated 475 additional assignments and 13.1 aggregate annual road-hours remain available after applying the operational safeguards described in the analysis.

Figure 19-3. Modeled effect of guarded boundary development

Note: The left panel separates eligible incidents, assignments already captured, and the additional shifts. These bars are not additive totals. The right panel shows the aggregate modeled annual road-time benefit for the additional shifts. The result is an expected-value planning estimate, not an observed response-time improvement.



The aggregate annual hours are not a measure of program importance by themselves. Emergency-service value occurs at the affected incident, where an earlier appropriate unit can begin care, size-up, rescue, confinement, or hazard control. The modest regional total also confirms that boundary integration is a targeted reliability strategy rather than a substitute for station capacity, staffing, or risk-based ERF deployment.

19.9.2 Corridor-specific treatment

The “recommended treatment” column distinguishes an operating pilot, a monitoring interface, a capital study, and localized monitoring. These categories are not interchangeable and none authorizes removal of a staffed company.

Table 19-9. Corridor and capital-planning dispositions

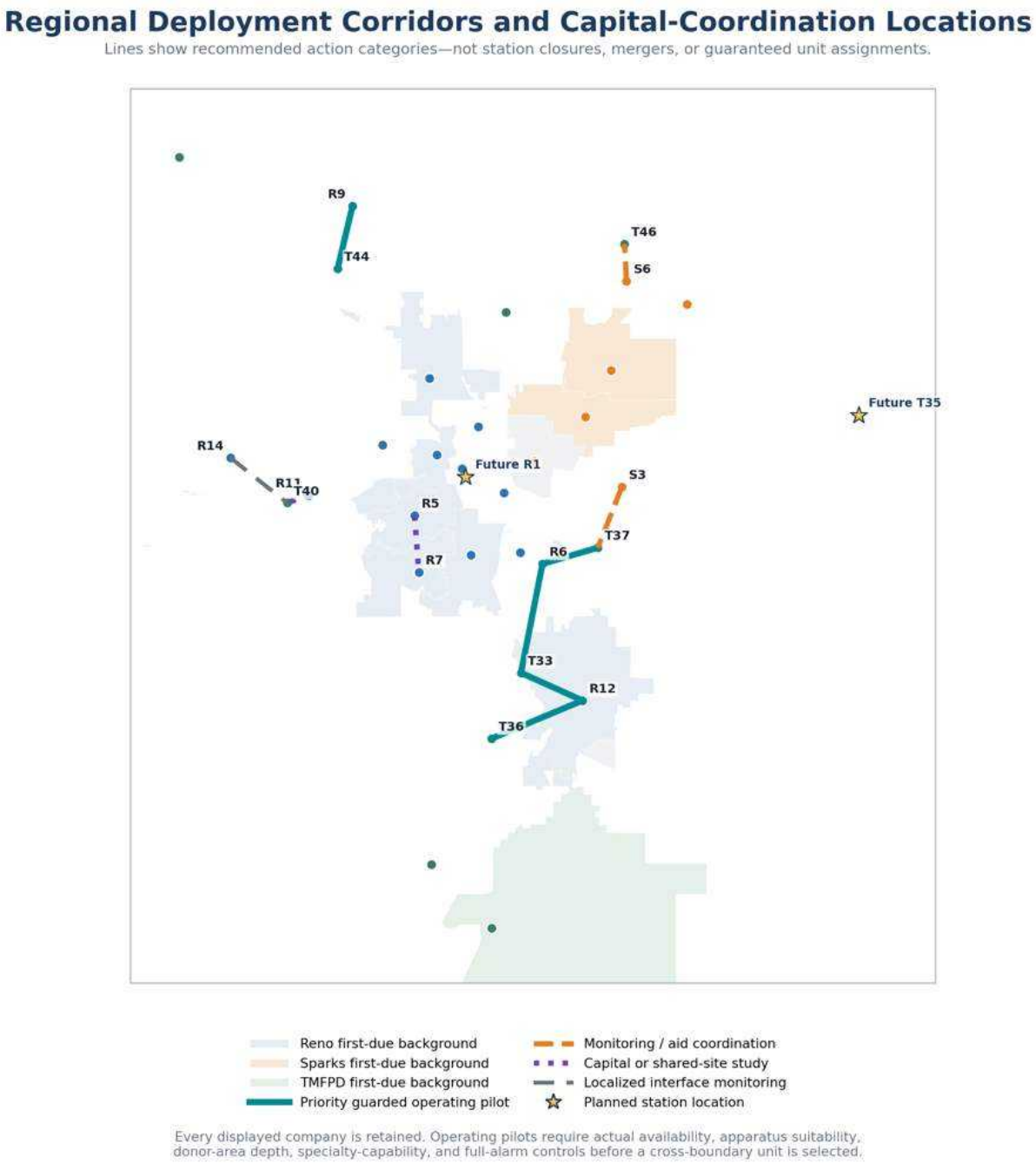
Location	Recommended treatment	Why this treatment fits the evidence	Required safeguard
R9 / T44	Priority operating pilot and capital coordination	Largest supported 60-second corridor; R9 projected growth is material	Protect T44 and North Valleys depth; retain both companies

Location	Recommended treatment	Why this treatment fits the evidence	Required safeguard
R12 / T33–T36	Priority operating pilot	Material R12 growth and qualified directional advantage	Protect R12 demand and TMFPD backup layers; retain all companies
R6 / T33–T37	Priority operating pilot	Qualified geographic integration opportunity	Use donor, backup, follow-on-force, and capability controls; retain all companies
S6 / T46	Monitoring and mutual/automatic-aid coordination	S6 serves a high-growth area; operating coordination must preserve S6 availability and T46 donor depth	Preserve S6 availability and T46 donor depth; no co-location conclusion
S3 / T37	Relocation coordination and limited boundary response	S3 relocation changes east-Sparks geography	Retain both companies and S3 ALS/HazMat capability
R5 / R7	Primary physical co-location Study candidate	Close station geography and capital timing may support a shared facility	Retain two independently deployable companies; no one-company option supported
R11 / T40	Secondary lifecycle-triggered shared-site Study	Border capacity and facility lifecycle justify coordination	Retain one Reno and one TMFPD company
R14 / T40	Localized interface monitoring	Projected corridor exposure is about 106 incidents, below the 150-incident materiality screen	Retain both companies; geography, WUI, and ERF needs preclude closure inference

Three corridors are ready for operating integration. Other locations require monitoring or capital coordination because the evidence does not support the same operational treatment.

Figure 19-4. Regional deployment corridors and capital-coordination locations

Note: The map uses line color and style to distinguish four action categories. Teal solid lines are priority operating pilots; orange dashed lines are monitoring or aid-coordination interfaces; purple dotted lines are capital/shared-site studies; and gray dashed lines are localized monitoring. Background colors show current first-due agency geography. Stars show the planned T35 and future R1 locations for context. Blank map areas are outside the displayed official first-due polygons; they are not labeled as having no service.



Source: official current first-due geography, controlled station-network, and Chapter 17 analytical control; project analysis, Sept. 2026.

Figure 19-4 is a strategy map rather than a response-time heat map. The connecting lines identify station pairs or groups for a defined policy action; they do not mean that every incident between the stations should be transferred, that the stations have duplicate service areas, or that one company can absorb another. The full decision requirements in Section 19.8 apply to every operating selection.

19.10 Critical Occupancy, Infrastructure, and Specialty-Capability Deployment

The community-risk analysis identifies occupancies and systems where consequence, access, evacuation complexity, hazardous processes, or continuity needs are more important than ordinary incident frequency. These include high-rise and large multi-family buildings, hospitals and care facilities, schools, correctional facilities, industrial and hazardous-material locations, airports and aviation operations, major transportation corridors, utilities, communications assets, and WUI communities. The SOC should assign these risks to explicit alarm and pre-incident-plan categories rather than relying on the general first-due travel objective alone.

For each critical occupancy or infrastructure class, the regional run-card design should state the required command function, engine and truck companies, water supply, rescue, medical, hazardous-material, aerial, wildland, airport, or other specialty resources; the planned personnel; staging and access assumptions; and the assembly milestone. Resources from another agency may fill a required role only when the CAD record identifies the capability and the daily status confirms that it is available. A station label or apparatus type should not be treated as proof of current staffing, qualification, or mission readiness.

Specialty protection can override a small first-unit travel advantage. S3's ALS/HazMat capability, for example, must be retained in the S3/T37 coordination strategy. Similar controls should protect airport, technical rescue, aerial, water-tender, and wildland/WUI functions wherever the designated unit is the only immediately available regional resource of its type. The override should be coded and reviewed so that the region can distinguish necessary capability protection from avoidable dispatch inconsistency.

The future SOC should use confirmed-fire and risk-qualified incident cohorts for ERF reporting. Structure-fire dispatches that are cancelled or downgraded before the force is needed should not be interpreted as failed assembly; conversely, a first-arriving unit should not be interpreted as the full ERF. The report should present planned force design, first-unit performance, estimated personnel assembly, and task-capable ERF performance as distinct findings, applying the stated cancellation, arrival, task, and personnel definitions to each measure.

19.11 Current and Future Station-Network Alignment

19.11.1 Current 31-station-network

The current network provides broad regional coverage but leaves specific boundary interfaces where the geographically closer appropriate station may belong to another agency. The modeled opportunity is concentrated enough to support targeted integration and too limited to justify a blanket response rule. Because current station catchments also differ in demand, growth, resource depth, facility condition, and WUI responsibility, the deployment policy must preserve the companies at both ends of the priority corridors.

19.11.2 Future 32-station-network

The future network adds TMFPD Station 35 at 21233 Reno Technology Parkway West and relocates Reno Station 1 to 455 East Second Street. The R1 move replaces the temporary Station 1 location; it does not add a second Reno company or a second Reno station site. The future network therefore contains 32 staffed sites - one more than the current network.

T35 improves the Patrick/Waltham and east-county geography and reduces a portion of the current cross-boundary opportunity near Sparks and TMFPD. The R1 relocation redistributes central Reno first-due geography. Together, the future changes reduce the modeled priority-interface eligible

volume from approximately 1,026 to 920 projected annual incidents and reduce the additional cross-boundary assignments that remain feasible after applying the operational safeguards from approximately 553 to 475 The changes make the remaining boundary strategy smaller and more targeted; they do not eliminate it.

The future network should be incorporated through effective-date controls. T35 must not be counted as available before it is opened, staffed, equipped, and present in CAD/AVL. The future R1 location must replace - not duplicate - the temporary site in station counts and routing. Six- and twelve-month post-opening reviews should compare actual unit selection, travel, availability, donor effects, second-due coverage, and ERF contribution with the modeled geography.

19.11.3 Why the Strategy Retains all Current Companies

The preceding chapters identify projected demand growth, facility needs, resource-depth constraints, ERF headcount gaps, WUI responsibilities, and continued reliance on follow-on companies. The boundary model estimates one-for-one first-unit assignment changes; it does not create additional regional capacity. Closing or removing a company would consume the very donor coverage and response depth that make regional deployment safe. R5/R7 and R11/T40 may support coordinated facilities, but any shared site must retain the independently deployable companies and capabilities required by both service areas. Maintaining this service configuration requires sustainable funding. If sufficient funding is not secured, the governing bodies must explicitly evaluate service-level changes and their consequences for coverage, reinforcement, and risk; regional coordination alone does not resolve that funding decision.

19.12 Adoption, Governance, and Implementation

The regional SOC should be adopted through a common policy instrument approved by the participating governing bodies and implemented through agency procedures, dispatch configuration, and a regional technical governance group. The policy instrument should contain the definitions, percentiles, phased objectives, service environments, risk-class method, deployment rules, reporting requirements, and change-control process. Agency procedures may add stricter requirements but should not silently redefine the common measures.

The phases below overlap intentionally. Measurement definitions are adopted first; common visibility and controlled dispatch follow; performance objectives and ERF reporting develop through the operating phases. Service, funding, and governance work proceeds concurrently under Part 9, and dispatch advances through the separate funding and readiness decisions in Chapter 35. The sequence improves reliability and regional integration while preserving current companies and specialty capabilities throughout implementation.

Table 19-10. Standards of Cover adoption and implementation sequence

Phase	Timing	Primary operating actions	Performance and ERF milestone	Capacity protection
1 Adopt the measurement framework	0–6 months	Approve clocks, populations, p90/p75 reporting, service environments, exclusions, and version control. Begin parallel service, funding,	Establish initial baselines, including the personnel-arrival analyses; adopt representative	Retain all current companies and identify daily capability/status fields.

Phase	Timing	Primary operating actions	Performance and ERF milestone	Capacity protection
		and governance work under Part 9.	risk/task design method.	
2 Establish common visibility	6–18 months	Implement common AVL visibility, unit eligibility, capability typing, duplicate controls, and override audit.	Improve processing and turnout; validate comparable unit chronology.	Prepare R9/T44, R12/T33–T36, and R6/T33–T37 pilots with donor-depth rules.
3 Operate the initial tier	12–24 months	Run initial pilots, dynamic coverage, assignment recovery, and overnight readiness review.	Apply 150-sec processing, 150-sec EMS, 140-sec fire, and 480/540/840-sec travel objectives at p90.	Use additive ERF designs for Sparks/TMFPD and high-risk escalation; advance continuity-controlled facilities.
4 Mature regional performance	2–5 years	Refine dispatch selection, corridor rules, and regional quality assurance.	Progress to 120-sec processing, 120/110-sec turnout, and 420/480/720-sec travel; sustain observed ERF reporting.	Update capacity and growth assumptions; coordinate T32/T44 renewal and other lifecycle projects.
5 Sustain and reassess	Long term	Publish annual SOC results and periodically revalidate risk, growth, and deployment.	Progress toward long-term objectives and 480/610-sec ERF benchmark aspirations.	Consider structural network alternatives only after all performance, ERF, equity, and capability requirements are satisfied.

19.12.1 Governance and Change Control

The regional technical group should include operations, dispatch, data/GIS, training, prevention/CRR, and facilities/capital representatives from the participating agencies. Its role is to maintain the data dictionary, approve non-policy calculation changes, review overrides and corridor results, prepare the annual SOC report, and identify matters requiring governing-body action. Changes to the

adopted objective, risk class, major exclusion, or capacity rule should remain policy decisions rather than technical adjustments.

Each calculation release should carry a version identifier and effective date. The report should preserve prior results long enough to distinguish operational change from data-definition change. Opening T35, relocating R1 or S3, changing a run card, adding a staffed company, removing an apparatus from service, revising a service-environment boundary, or materially changing dispatch logic should trigger a documented scenario update rather than an unannounced break in the time series.

19.12.2 Stop Conditions for Operating Pilots

A corridor pilot should pause or narrow if it produces sustained donor-area depletion, worsens the delayed tail in the donor area, removes a required specialty capability, weakens first- or second-due coverage, disrupts the full alarm assignment, or produces an inequitable deterioration in an affected population. A high override rate, low realized travel benefit, or repeated data mismatch should trigger rule review. A pause protects the integrity of the pilot; it does not invalidate regional deployment as a whole.

19.12.3 Achieving the Response Performance Milestones

The response-time milestones provide a framework for identifying regional improvement opportunities and are not meant to single out any agency's performance. Opportunities range from lower-cost, near-term operational changes—including improved dispatch coordination, interoperable CAD, AVL, automatic aid, run-card changes, and closest-appropriate-resource deployment—to longer-term investments in staffing, apparatus, stations, dispatch, and technology. Near-term strategies should be tested and expanded where they demonstrate measurable improvement without adversely affecting donor-area coverage or ERF performance.

Many of these benefits can be pursued without organizational consolidation. If consolidation is ultimately selected, it could provide additional flexibility for regional deployment, move-ups, staffing, specialty resources, and station planning. Higher-cost investments should follow demonstrated operational need and be weighed against community risk, expected service improvements, fiscal capacity, and competing public funding priorities. Chapters 27 and 30 establish that Regional Alignment is cost-neutral relative to the Baseline in the financial comparison and does not itself close the funding shortfall. Service-level and recurring funding decisions should therefore proceed alongside operational improvements and Authority design. Dispatch implementation follows Chapter 35 independently of the fire-governance decision and requires its own funding and readiness approvals.

The 24-month milestone provides a reasonable direction for near-term improvement, although operational changes alone are unlikely to achieve every component. Five-year performance requires sustained dispatch and readiness improvements, supported by targeted deployment changes. The long-term milestone requires a funded station and company configuration capable of substantially shorter travel times.

Departments can directly address apparatus readiness, station alerting, crew turnout, unit-status accuracy, and deployment practices. Call-processing improvements require joint action with dispatch providers; staffing and station changes require governing-body support. Road distance, terrain, and weather must inform achievable coverage. Improvement should not depend on faster or less safe driving.

24-month milestone — improve dispatch, readiness, and assignments

The first milestone establishes 90th-percentile targets of 2:30 for call processing, 2:30 for EMS turnout, 2:20 for fire turnout, and travel times of 8:00 urban, 9:00 suburban, and 14:00 rural.

Reno. Prioritize the dispatch path from initial receipt to station alert. Dispatch partners should eliminate duplicate entry and unnecessary repeated questions, establish consistent transfer handoffs, and promptly assign resources once sufficient information is available, while retaining necessary location verification and clinical triage. Modeled dispatch reductions capped at 30 and 60 seconds lower processing p90 from approximately 3:05 to 2:36 and 2:07; only the stronger case meets the first target.

At stations with recurring turnout delays, improve alert reliability, equipment placement, crew assignments, and safe night-time movement to apparatus. The stronger turnout scenario removes 75 percent of turnout above a matched peer benchmark, lowering EMS turnout p90 from 2:42 to approximately 2:27 and fire turnout from 2:34 to 2:20. Both meet the first targets. Urban and suburban travel nevertheless remain approximately 23 and 22 seconds above target. Address these residual gaps through reliable unit-status updates, prompt replacement of unavailable assignments, and coverage arrangements at the TM44–Reno 9/10, TM33/36–Reno 6/12, and TM40–Reno 11/19 interfaces.

Sparks. Maintain components already meeting the first milestone and concentrate on suburban travel, approximately 9:16 against the 9:00 target. Trial closest suitable available unit assignments at the Sparks 5/6–TM46 interface, with minimum donor coverage and fallback assignments. Keep Station 6 in the operating network and account for medic transport and hospital handoff commitments when arranging coverage. Dispatch handoff and alerting improvements also offer a practical gain: the modeled 30-second processing case lowers p90 from approximately 2:23 to 1:53.

TMFPD. Preserve existing turnout strengths and focus on rural travel and border assignments. Use unit-location and availability information to activate suitable neighboring resources at the Reno and Sparks interfaces, with explicit protection for donor-area coverage and reinforcement. A restricted rural scenario with 75 percent activation of eligible boundary opportunities lowers travel p90 from approximately 14:12 to 13:52, compared with the 14:00 target. Dispatch partners should also streamline transfers and assignment decisions throughout the originating-call-to-alert sequence.

Combined scenarios produce modeled total-response p90 improvements of 31–51 seconds for Reno, 23–33 seconds for Sparks, and 5–10 seconds for TMFPD. These cases combine capped dispatch reductions, removal of 50–75 percent of matched turnout excess, and activation of 75–100 percent of eligible boundary opportunities. They are conditional planning estimates, not guaranteed savings. Component percentiles must not be added to calculate total-response p90.

Five-year milestone — resolve persistent availability and coverage gaps

The five-year targets reduce processing and EMS turnout to 2:00, fire turnout to 1:50, and urban, suburban, and rural travel to 7:00, 8:00, and 12:00.

Reno. The stronger operational scenario still misses processing, both turnout targets, and urban and suburban travel. Meeting this milestone requires further dispatch redesign and deployment changes. Establish planned coverage moves when first-due companies are committed, adjust training and inspection placement where these activities repeatedly reduce coverage, and evaluate peak-period staffed resources in recurring demand corridors. Persistent gaps require a funded staffed company, relocation, or additional site.

Sparks. The dispatch scenario supports the processing target. Focus the next stage on EMS turnout, fire turnout, and suburban travel. Apply station-specific readiness improvements, formalize coverage during medic commitments, and expand successful TMFPD border assignments. Where simultaneous demand continues to leave suburban areas without a nearby suitable unit, evaluate peak-period staffing or additional staffed capacity.

TMFPD. The measured EMS turnout target is already met. Concentrate further improvements on dispatch workflow, fire turnout, and urban and rural travel. Use existing unit-location capability to strengthen closest suitable unit selection and coverage moves. Where distance remains the principal constraint, evaluate company placement, relocation, or additional staffed coverage rather than expecting turnout improvements to close the travel gap.

Complete five-year attainment should not be promised from practice changes alone. Deployment investments should demonstrate improved first arrival while maintaining neighboring coverage, second-due response, and effective response force.

Long-term milestone — align the network with the standard

Long-term targets are 1:00 processing, 1:30 EMS turnout, 1:20 fire turnout, and travel of 4:00 urban, 6:00 suburban, and 10:00 rural. These are system-design objectives requiring more than routine operational improvement.

Reno should test station and company placement at developing edges and in areas repeatedly affected by concurrent demand. Sparks should evaluate suburban coverage and neighboring-unit access under simultaneous incidents. TMFPD should test distributed staffed coverage and rural/WUI reinforcement against road distance and growth. All three require sustained dispatch improvements and funded deployment plans. Where geography prevents reasonable attainment, identify the achievable service level and corresponding prevention, mitigation, and reinforcement measures.

Table 19-11. Implementation and decision schedule

Period	Actions and decisions
Days 0–30	Chiefs and dispatch managers assign joint leads, identify recurring delay mechanisms, and select station-readiness and border-assignment pilots. Governing bodies initiate parallel service, funding, and governance work under Part 9.
Days 31–90	Trial dispatch handoffs, readiness routines, unit-status escalation, and limited border run cards. Review response improvement, safety, and donor coverage.
Months 4–12	Expand successful practices across shifts and seasons. Cost deployment alternatives for persistent gaps.
Months 12–24	Assess first-milestone attainment and adopt budgets, owners, and implementation dates for unresolved coverage needs.
Years 3–5	Implement funded dispatch, staffing, and deployment changes; assess five-year attainment annually.
Beyond five years	Deliver the station and company configuration needed for long-term objectives and reassess coverage as development and demand change.

The milestones provide a phased path for improving regional response performance, beginning with dispatch, readiness, unit availability, and cross-boundary deployment before moving to more costly staffing and facility solutions. Modeled improvements indicate meaningful opportunities, but results should be validated through operational trials and balanced against donor-area coverage and ERF

performance. Persistent gaps will require longer-term, funded deployment decisions based on workload, geography, community risk, and fiscal capacity.

19.13 Accountability and Public Reporting

The SOC should produce a concise public performance section and a more detailed operational review. The public section should show adopted objective, current p90, prior-period p90, valid incident count, service environment, and material qualification. The operational section should add p50 and p75, distributions, exclusions, overnight results, station and corridor stratification, unit-selection and override fields, donor effects, and confirmed-fire ERF assembly under the adopted risk and task definitions.

The table below identifies the minimum measures to be reported under the SOC. This section provides the SOC update and monitoring framework; this table establishes the measures needed to judge the Chapter 19 policy.

Table 19-12. Regional accountability measures

Reporting domain	Minimum measure	Cadence	Decision use
Demand and denominator	Valid incidents by agency, type, priority, environment, and data-validity status	Quarterly / annual	Prevents performance change from being confused with coding or population change
Call processing	p50, p75, p90 by agency and transfer path	Monthly / quarterly	Identifies dispatch-tail delay while clocks remain separately qualified
Turnout	p50, p75, p90 for EMS, fire, and 00:00–05:59 incidents	Monthly / quarterly	Tracks readiness and assignment recovery without relaxing the overnight objective
First-due travel	p90 by Urban, Suburban, Rural/WUI, priority, and valid sample size	Quarterly / annual	Shows geographic access and changing delayed-tail conditions
Effective response force	p90 task-capable assembly by adopted risk class and confirmed-fire cohort	Quarterly under adopted definitions	Tests the planned force using personnel, apparatus, task, and arrival measures
Resource depth	First-/second-/third-layer commitment, unit availability, move-up, and donor effect	Quarterly	Shows whether first-unit improvement is consuming follow-on capacity
Boundary deployment	Recommended versus selected unit, override, realized seconds, donor/backfill result	Quarterly by corridor	Determines whether rules produce benefit without harm

Reporting domain	Minimum measure	Cadence	Decision use
Growth, equity, and WUI	Demand change and underlying access/vulnerability/hazard measures by environment	Annual	Tests whether service improvement is equitably distributed and remains aligned with growth

This table shows that a public SOC update can distinguish actual service improvement from changes in the data being measured by reporting the specific populations used for each reporting period, clocks, percentiles, exclusions, and operational overrides.

Chapter 20 contains the community risk reduction monitoring and update framework. The Chapter 19 reporting requirement addresses operational performance: it ensures that the Board and participating agencies can determine whether the adopted standards are being met, whether improvement is occurring, whether a boundary rule is producing its intended effect, and whether the improvement is being purchased by weakening another area or capability.

The operational-performance measures should be reported as a layered set rather than one utilization or reliability score. The annual public update should include recorded unit-hour utilization and CAD-clear availability by unit role; staffed and qualified availability using the defined live-status denominator; first-arrival and full-assignment assembly at the 50th, 75th, and 90th percentiles; incident counts and the proportion reaching each assembly threshold; EMS patient-contact, treatment, transport-arrival, handoff, offload, disposition, and return-to-service intervals using linked incident and patient-care records; and boundary/AVL recommendation, acceptance, override, cancellation, donor-drawdown, and residual-coverage results.

The public report should identify the definition and operational meaning of each observed measure beside the applicable modeled sensitivity, preserving the distinction between recorded activity, staffed capability, and patient-care outcomes. CAD-clear time must not be presented as staffed availability, recorded unit arrivals must not be presented as task-capable ERF, and fire/ambulance arrival gaps or fire-unit clear times must not be presented as clinical outcomes.

19.14 Application of the Standards and Deployment Models

The analysis supports a policy framework and initial deployment strategy. The three agencies will need to continue the work they have begun to address adopting one originating call-processing clock, AVL, and shared dispatch policies to achieve this. The operating framework should connect unit chronology, confirmed-fire status, incident task assignments, entry/mode timestamps, and common occupancy risk classifications so that each reported measure describes the service function being evaluated.

Adoption of the SOC can happen concurrently with these efforts. Implementation should follow the operating milestones while service, funding, and governance decisions advance in parallel. The region can adopt definitions, phased objectives, risk/task design requirements, deployment rules, and reporting controls now.

The boundary analysis is a fixed-road and expected-value planning model. It does not reproduce live traffic, unit status, staffing, apparatus suitability, specialty missions, simultaneous incidents, move-ups, dispatch judgment, or full ERF assembly. Its results identify where pilots are justified and the approximate size of the opportunity. Actual continuation or expansion should be based on observed pilot results and donor-area safeguards.

T35 and the future R1 location are future-state assumptions. Neither should appear in current performance reporting before its effective date, and operational readiness are confirmed. The station-network results also do not support closure: the modeled first-unit assignment shift is not a capacity-absorption test, and the current evidence does not establish that another company can assume the removed company's demand, follow-on coverage, ERF contribution, and specialty functions.

19.15 Findings and Conclusions

19.15.1 The Region Needs One Measurement Framework, Not One Unqualified Regional Average

Reno, Sparks, and TMFPD can be accountable to the same performance concepts without combining unlike source clocks or incident populations. The 90th percentile provides the appropriate reliability measure, while the 75th percentile provides an earlier operational warning. Component reporting is essential because it identifies whether delay originates in processing, turnout, travel, or multi-company assembly. A pooled total-response number would presently conceal material differences in the originating clock and transfer treatment.

19.15.2 The Initial Performance Agenda is Specific and Achievable

Reno's p90 results exceed the proposed 24-month objective in call processing, EMS and fire turnout, and Urban and Suburban travel. Sparks is within the initial processing and available turnout tiers but exceeds the Suburban travel objective. TMFPD is within the measured post-transfer processing, turnout, Urban travel, and Suburban travel tiers but slightly exceeds the Rural/WUI travel objective. These findings identify discrete improvement priorities; they do not support a conclusion that one agency is categorically higher or lower performing than another.

19.15.3 Overnight Service Should be Made Visible Without Adopting a Lower Expectation

The midnight-through-05:59 period should be reported separately because station and crew readiness conditions can affect the delayed tail. The same incident-specific objective should apply at all hours. This produces a clear readiness finding without accepting a time-of-day service disparity as normal.

19.15.4 Current Structural-fire Alarm Designs Do Not Provide the Same Planned Initial Force Across the Region

Reno's planned standard first alarm numerically exceeds the NFPA 1750 low- and representative medium-risk references, while its high-risk first alarm nearly reaches the high-risk reference and its cumulative second alarm exceeds it. Sparks and TMFPD do not reach the selected low-risk headcount on the first alarm; their cumulative second alarms reach low risk but remain below the medium-risk reference. The regional strategy should therefore use additive partner resources and risk-specific escalation to create a task-capable initial force rather than treating a cross-boundary unit as a one-for-one substitute already counted in the alarm.

19.15.5 Planned-force Design and Personnel Assembly Support ERF Accountability

The planned alarm analysis and the Reno and TMFPD personnel-arrival analyses provide complementary measures of force sufficiency and assembly. The SOC should report the time and proportion of incidents reaching each stated personnel threshold, together with the required apparatus, qualifications, task assignments, confirmed-fire status, and arrival chronology. These measures connect observed personnel assembly to the adopted task-capable ERF standard.

19.15.6 Targeted regional deployment with appropriate safeguards remains valuable under the future network

Under projected 2031 demand, the strategy estimates approximately 553 additional assignment shifts and 16.5 gross annual road-hours of first-unit advantage with the current network. T35 and the R1 relocation reduce the future estimate to approximately 475 shifts and 13.1 hours. The opportunity becomes smaller, but it remains operationally meaningful at affected incidents and supports continued regional integration.

19.15.7 Three Corridors Support Priority Operating Pilots; Other Locations Require Different Treatment

R9/T44, R12/T33-T36, and R6/T33-T37 have the strongest combination of geographic advantage and controllable deployment conditions. S6/T46 and S3/T37 require monitoring and aid coordination because growth, relocation, and specialty capability affect the decision. R5/R7 and R11/T40 remain capital-coordination opportunities that must retain separate deployable companies. R14/T40 is a localized interface because its projected volume is approximately 106 annual incidents, below the Study's 150-incident material-corridor screen.

19.15.8 Closest Appropriate Deployment Must Protect the Service Left Behind

A boundary drop is justified only when the resource is appropriate, available, compatible with the full alarm, and dispensable from its donor-area depth for that incident. The same rule must preserve specialty missions and initiate move-up or backfill where needed. This protection is not a secondary implementation detail; it is the condition that makes regional unit selection sustainable.

19.15.9 The Planned 32-station-network Improves Alignment but Does Not Eliminate Regional Dependence

T35 strengthens the Patrick/Waltham and east-county geography, while the future R1 location redistributes central Reno service. Neither change replaces the need for common AVL, coordinated boundary response, risk-based ERF, or local capacity. T35 is not relief for the S6 growth corridor, and the R1 move is a relocation rather than an additional Reno station.

19.15.10 The findings support preservation of every current staffed company

The region's projected growth, resource-depth needs, structural-fire force requirements, WUI exposure, specialty missions, and follow-on coverage requirements all depend on the existing company network. The first-unit geographic model identifies assignment opportunities but does not create new capacity. No closure or one-company consolidation is supported. Capital coordination may improve facilities and operating relationships only if the required companies and capabilities remain independently deployable. Preserving this configuration requires sufficient recurring and capital funding. The parallel service, funding, and governance process in Part 9 should address that requirement; any service reduction resulting from insufficient funding must be an explicit governing-body decision with its operational consequences identified.

Chapter 20: Community Risk Reduction, Prevention, and Resilience Strategy

20.1 Purpose and Scope

Community risk reduction gives the participating jurisdictions an opportunity to address residential wildfire exposure before an emergency occurs. Reno, Sparks, and the Truckee Meadows Fire Protection District have well-developed community risk reduction programs. This chapter provides an additional geographic lens to inform future efforts by identifying residential areas where the combination of wildfire risk, exposed homes, social vulnerability, and emergency access supports consideration of concentrated or expanded work.

The Study identifies five locations for focused discussion based on the combination of wildfire risk, the number of homes in higher-risk areas, social vulnerability, and modeled emergency access. These findings provide a geographic basis for community consultation and for developing projects suited to local conditions.

The central question is: Where do residential wildfire risk, exposed homes, social vulnerability, and longer emergency access combine most strongly within the three-agency study area? The analysis answers that question through a consistent quantitative screen. It then uses the existing 2031 growth allocation to identify where additional residents may increase the scale of preparedness and mitigation work.

The chapter describes potential project types rather than selecting individual properties or committing jurisdictions to specific projects. Reno, Sparks, and Truckee Meadows Fire Protection District (TMFPD), working with their respective jurisdictions and partners, should engage affected communities to confirm local needs, understand participation barriers, and determine project locations, scope, delivery arrangements, and measures of success.

The assessment focuses on residential conditions. Critical occupancies are documented separately in the Study's facility inventory. That inventory may support subsequent operator engagement concerning preparedness and continuity planning; it is not used here to assign facility risk rankings.

20.1.1 Existing jurisdiction CRR programs

Reno, Sparks, and TMFPD already deliver a broad range of community risk reduction services. Their prevention, education, development review, and wildfire mitigation programs form the foundation for the residential priorities discussed in this chapter. The activity measures below illustrate the extent and variety of that work; they use different program definitions and are not a comparison of agency effectiveness.

Reno

Reno's CRR work includes fire and life-safety inspections, fire investigations, code enforcement, development plan review, and public education. The Study's 2025 prevention records report 5,128 combined inspections and 2,100 plan reviews. Public education includes home escape planning, fire extinguisher training, children's fire safety, and station visits. Wildland–urban interface requirements and defensible-space and fuels work complement these activities. Reno's 2026 home wildland-fuels dumpster service helps residents dispose of vegetation, while its community wildfire protection plan update supports longer-term wildfire planning with regional partners.

Sparks

Sparks' existing CRR services include fire-code administration, development plan review, inspections, public education, and wildland–urban interface code authority. Its green-waste dumpster program combines vegetation disposal with defensible-space education, helping residents carry out household mitigation. The Study's program records report approximately 640 cubic yards collected in 2025 and 500 cubic yards in spring 2026. These services provide a practical foundation for continued household preparedness and wildfire risk reduction.

Truckee Meadows Fire Protection District

TMFPD combines plan review, occupancy inspection and preplanning with a substantial wildland and fuels-reduction program. Its 2025 records report 492 annual or business-license inspections and 1,558 plan reviews, together with 340 defensible-space inspections, approximately 460 acres of grant-funded treatment, and 47 acres of prescribed fire. Green-waste collection and curbside chipping provide additional ways for residents to complete mitigation work. The fall 2026 chipping program focuses on eligible older residents, people with disabilities, and low-income households unable to transport material themselves.

TMFPD's Wildland/Fuels Division, with approximately 40 employees reported in the Study's agency records and funding primarily from grants, is an established regional asset. Its fuels mitigation and wildfire response capacity support work across jurisdictional boundaries. Future residential projects should build on this capability, existing partnerships, and established delivery arrangements.

20.1.2 An additional lens for future efforts

The quantitative analysis adds a geographic lens to this existing body of work. It identifies where residential wildfire risk, exposed homes, social vulnerability, and modeled emergency access combine to support consideration of additional or continued effort. It is not an audit of current programs, a measure of their effectiveness, or evidence that a highly ranked tract is unserved. Jurisdictions can use the findings alongside local knowledge, ongoing projects, operational priorities, available resources, and community consultation to inform future outreach, assistance, and mitigation.

20.2 How residential priorities were identified

20.2.1 Geographic scope and eligibility

The analysis assigns residential parcel representative points to Census tracts and to the Reno, Sparks, or TMFPD fire district. Residential units attached to each parcel provide the measure of household exposure. A tract is eligible for ranking when at least one study-area residential unit is assigned to the County's High or Extreme wildfire-risk category. This rule identifies 30 eligible tracts and 13,484 residential units in those two categories within the parcel screen.

Eligibility is a focused wildfire screening rule. Tracts outside this set can still have wildfire concerns, vulnerable residents, or other CRR needs. In particular, the County overlay assigns no Sparks residential units to High or Extreme; this result does not establish an absence of wildfire risk in Sparks. The chapter's ranking should be used for the defined residential wildfire purpose rather than as a comprehensive ranking of all community risks.

20.2.2 Four measures with equal baseline weights

Table 20-1. Residential priority measures

Measure	Measurement used	Weight
Wildfire risk	Residential-unit-weighted mean of the USFS 2024 Risk to Potential Structures raster at parcel points.	25%
Residential exposure	Number of study-area residential units in County High or Extreme wildfire-risk polygons.	25%
Social vulnerability	CDC 2022 overall Social Vulnerability Index for the Census tract, re-ranked within the eligible set.	25%
Emergency access	Residential-unit-weighted mean modeled travel time from the closest eligible station in the regional network.	25%

Each measure is converted to a 0–100 percentile score across the same 30 eligible tracts. A higher value increases priority. The four component scores are averaged to produce the baseline score. This gives each factor equal influence on the composite and prevents differences in units of measurement from controlling the result. Exposure is measured as an absolute number of residential units, so it reflects the scale of potential household work. The share of a tract's study-area units in High or Extreme is also reported as context.

Equal weighting is an explicit planning choice. It is not presented as a scientifically established optimum. The score expresses relative priority within the eligible set; it is not the probability of a wildfire, a prediction of losses, or a finding that every household in the tract needs the same intervention. The USFS measure represents modeled structural risk under its general assumptions and does not constitute an individual property assessment.

CDC SVI describes tract-level social conditions. Its published value and the Study's re-ranked vulnerability component have different reference populations. A tract can rank relatively high among these 30 wildfire-eligible tracts while having a comparatively low published SVI value. Neither measure establishes the circumstances of an individual household. Consultation should identify practical assistance needs without assuming that all residents share the tract's characteristics.

20.2.3 Emergency access and sensitivity testing

The access measure uses the July 31, 2026 station network and a road model derived from the July 26 OpenStreetMap extract. The model identifies the closest eligible regional station without an agency-boundary restriction and applies the Study's travel calibration. The airport-restricted Reno Station 15 is excluded from general residential access. The baseline assumes the station's company is available; it does not add call processing or turnout time and does not represent an observed total response interval.

The Study compares response-access weights of 0%, 10%, 20%, 25%, and 30%, with the remaining weight divided equally among the other three factors. It also tests same-agency access, access from the second-closest station, and a road-network sensitivity excluding tracks. The current top five have weight-test rank ranges of 1, 2–5, 3–7, 2–5, and 4–8, respectively. Tract 35.01 (Northern rural study area) remains first in each of the tested access-weight scenarios. The results support focused attention to the selected locations while showing that their precise ordering depends partly on the emphasis placed on access.

Observed travel summaries provide a check on the modeled geographic pattern. They do not replace the common station-based measure with individual delayed incidents. Detailed formulas, score intervals, source controls, and sensitivity results are provided in Annex K.

20.3 Residential Priority Results

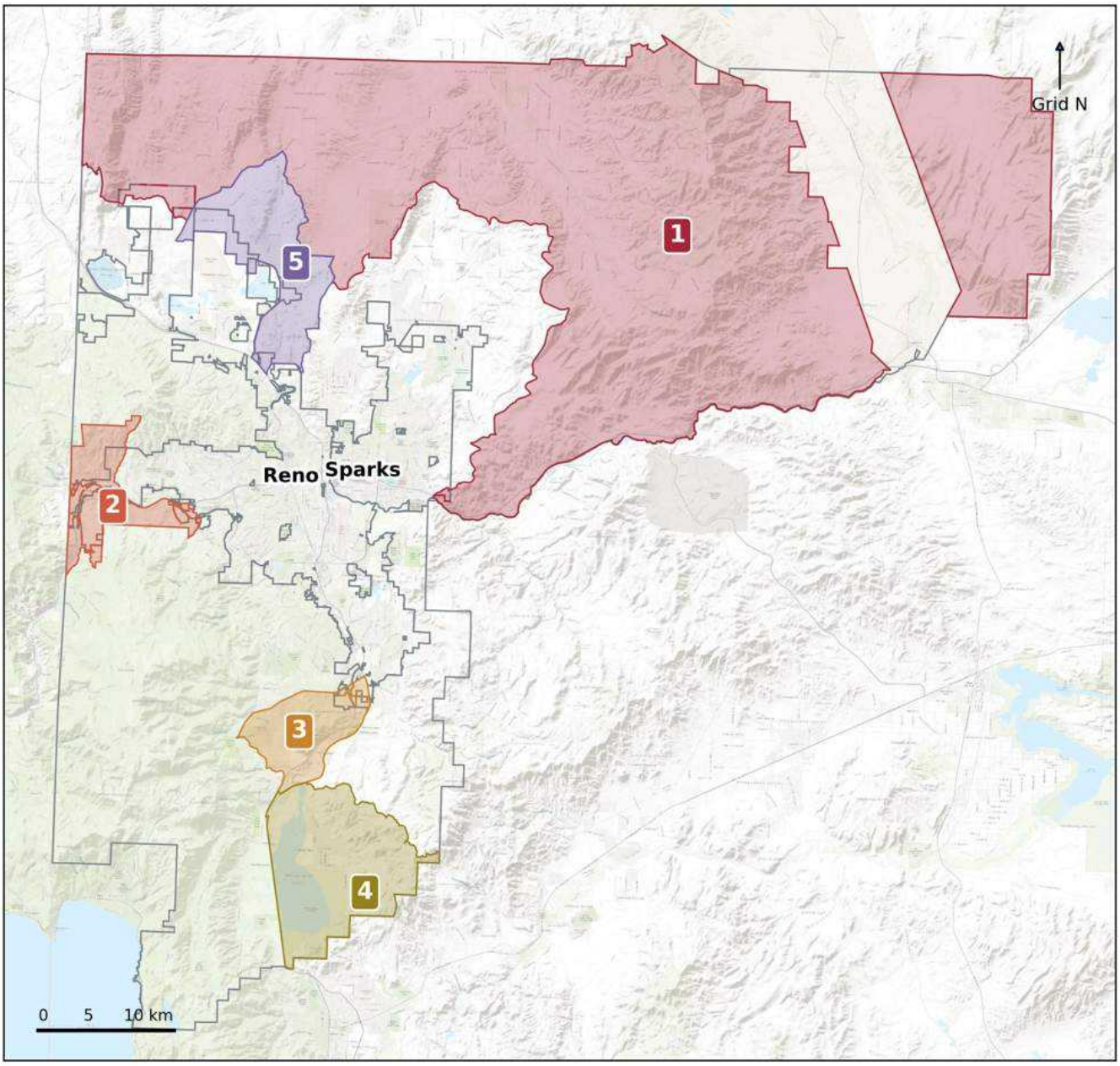
The table below presents the five highest baseline scores. The measures show why the locations warrant different types of attention. The exposure and travel figures describe the study-area residential units assigned to each tract; the CDC value describes the full Census tract.

Table 20-2. Top five residential priority tracts

Rank and tract	Priority score	High or Extreme units	Share of study units	Published CDC SVI	Modeled travel minutes
1 32031003501 (Northern rural study area)	87.07	570	57.1%	0.3511	16.84
2 32031002302 (Verdi and Mogul corridor)	71.55	738	40.1%	0.1990	6.84
3 32031003203 (Galena and Mount Rose foothills)	69.83	1,488	66.3%	0.0650	7.04
4 32031003207 (Eastern Washoe Valley)	68.97	1,478	99.8%	0.1912	6.32
5 32031002618 (Lemmon Valley and adjoining northern areas)	68.10	395	14.1%	0.1886	7.92

The published CDC SVI ranges from 0 to 1. The priority score ranges from 0 to 100. Modeled travel is a residential-unit-weighted tract mean, not a response-time standard or a predicted arrival time for every address. Source: quantitative CRR analysis.

Figure 20-1. Top five residential CRR priority locations



Numbers correspond to Table 20-2. Colored areas are Census tracts clipped to the study fire districts; gray lines show the district boundaries. Shading identifies geographic screening areas, not uniformly hazardous land or selected project footprints. Only the study-district portion of the extensive tract 35.01 (Northern rural study area) is shown. Boundary sources: Census TIGER/Line 2022 and County fire-district geometry. Projection: NAD83 / UTM zone 11N. Basemap: Esri World Topographic Map, Esri and contributors.

20.4 Priority Locations and Potential CRR Projects

The geographic descriptions below are orientation labels. Census tract identifiers and Figure 20-1 define the analytical locations. Consultation should refine the broad tract priorities into neighborhoods and households where a proposed project addresses a verified condition.

20.4.1 Northern rural study area

Census tract 32031003501 (Northern rural study area)

The study-district portion of tract 32031003501 (Northern rural study area) includes northern rural residential areas beyond the Reno–Sparks urban core. The full tract extends much farther north than the mapped study area; the ranking applies to the study-area residential units. TMFPD is the district represented in this tract's residential screen.

Tract 35.01 (Northern rural study area) ranks first with a score of 87.07. It has the highest residential-unit-weighted USFS risk and the longest modeled first-station travel among the 30 eligible tracts. The mean modeled travel time is 16.84 minutes. Of 998 residential units, 570 are in the County High category, approximately 57.1%. Its published SVI is 0.3511; its vulnerability component is elevated relative to the eligible set, but the analysis does not characterize every resident as socially vulnerable.

The growth model allocates about 14 additional residents and 1.8 additional annual incidents by 2031, entirely as diffuse block-group growth. Existing exposure and emergency access, rather than the scale of projected development, therefore provide the main basis for CRR attention.

Suitable project types include voluntary property-level wildfire assessments, assistance with defensible space and ember-resistant improvements where assessment identifies a need, accessible household preparedness outreach, and evacuation preparation for residents who require transportation or other assistance. Longer modeled access supports particular attention to warning receipt, household readiness, and early protective action under official direction.

Consultation should identify the residential clusters to serve first, residents' ability to undertake or maintain mitigation, communication and transportation barriers, and practical delivery arrangements across a dispersed area. The tract score does not establish that a new fire station is required.

20.4.2 Verdi and Mogul corridor

Census tract 32031002302 (Verdi and Mogul corridor)

Tract 32031002302 (Verdi and Mogul corridor) covers residential portions of the western Truckee River corridor around Verdi and Mogul. residential units fall within both Reno and TMFPD districts, supporting coordinated engagement across the district boundary.

The tract ranks second with a score of 71.55. The screen identifies 738 residential units in the County High category out of 1,839 units, approximately 40.1%. Mean modeled first-station travel is 6.84 minutes. Its combination of exposure, wildfire risk, and access produces a high composite score. The published SVI is 0.1990; it should not be described as nationally high vulnerability simply because its within-study vulnerability component is above the eligible-set midpoint.

The model allocates approximately 2,508 additional residents and 437.1 additional annual incidents by 2031. Seven mapped projects account for approximately 2,473 of those residents. This is the largest growth allocation among the top five and creates an opportunity to engage new households as development occurs.

Potential projects include neighborhood-based wildfire assessments and mitigation assistance, coordinated preparedness information for existing and incoming residents, and evacuation-readiness activities developed with local residents. Public agencies and delivery partners could consider assistance that helps households address verified property conditions and sustain completed work.

Consultation should identify priority neighborhoods within the tract, address the needs of residents on both sides of the jurisdictional boundary, and determine how project timing can reach incoming residents. Development representative points establish growth context; they do not identify the final homes to include in a project.

20.4.3 Galena and Mount Rose foothills

Census tract 32031003203 (Galena and Mount Rose foothills)

Tract 32031003203 (Galena and Mount Rose foothills) includes residential areas in the southern foothills associated with Galena and the Mount Rose area. Its residential units lie in Reno and TMFPD districts.

The tract ranks third with a score of 69.83. It contains 1,488 residential units assigned to the County High category out of 2,243 units, approximately 66.3%. This substantial exposure is a major driver of priority, together with modeled first-station travel averaging 7.04 minutes. The published SVI is 0.0650, and its vulnerability component is lower than those of the other four leading tracts. The supported finding is concentrated residential exposure and access considerations, rather than a general claim of high social vulnerability.

The growth model allocates approximately 926 additional residents and 130.9 additional annual incidents by 2031. Four mapped project records account for approximately 885 additional residents. Growth increases the number of households that preparedness and mitigation activities may need to reach.

Suitable project types include coordinated voluntary home and property assessments, defensible-space and home-hardening projects responsive to verified conditions, and preparedness and evacuation-planning outreach for existing and incoming households. Assistance should be available through locally established eligibility rules so that households facing financial, physical, or other barriers can participate.

Consultation should determine the neighborhoods and property conditions most suitable for coordinated work, identify households requiring assistance, and establish how new development will be included in outreach. The tract's low published SVI does not establish that every household can independently fund or complete mitigation.

20.4.4 Eastern Washoe Valley

Census tract 32031003207 (Eastern Washoe Valley)

Tract 32031003207 covers eastern Washoe Valley residential areas within the TMFPD study district. The precise area is defined by its Census boundary and the study-district intersection.

The tract ranks fourth with a score of 68.97. Of 1,481 residential units, 1,478 are assigned to the County High category, approximately 99.8%. This concentration is the principal reason for broad residential attention. Mean modeled first-station travel is 6.32 minutes. The published SVI is 0.1912, and access is less influential here than in tract 35.01 (Northern rural study area).

The growth model allocates approximately 35 additional residents and 3.5 additional annual incidents by 2031, entirely as diffuse block-group growth. The chapter's recommendation therefore centers on the existing residential population and the extensive High-category exposure.

Potential projects include broad neighborhood outreach, voluntary property assessment followed by targeted mitigation assistance, coordinated vegetation-management activities where appropriate, and household evacuation preparation. A high share of exposed units supports considering neighborhood-scale delivery rather than assuming the issue is confined to a few isolated properties.

Consultation should identify common participation barriers, opportunities for coordinated work among adjacent properties, and arrangements for maintaining completed mitigation. The high exposure share does not establish that every property has the same susceptibility or requires the same treatment.

20.4.5 Lemmon Valley and adjoining northern areas

Census tract 32031002618 (Lemmon Valley and adjoining northern areas)

Tract 32031002618 (Lemmon Valley and adjoining northern areas) includes residential areas around Lemmon Valley and adjoining northern neighborhoods. Its residential units fall within both Reno and TMFPD districts.

The tract ranks fifth with a score of 68.10. It contains 395 residential units assigned to the County High category out of 2,806 units, approximately 14.1%. Its modeled first-station travel averages 7.92 minutes, and its USFS risk and access components contribute more strongly than the absolute exposure count. The published SVI is 0.1886. These conditions support a geographically targeted approach within the tract.

The growth model allocates approximately 512 additional residents and 53.6 additional annual incidents by 2031. Five mapped projects account for approximately 459 additional residents. Engagement should therefore address both established residential areas and households entering developing neighborhoods.

Suitable project types include targeted household wildfire assessment and assistance in exposed residential clusters, accessible preparedness communications, and evacuation preparation that identifies residents requiring help. Jurisdictions can coordinate outreach across their boundary and consider how incoming households will receive consistent information.

Consultation should locate the exposed clusters, establish the specific barriers residents face, and determine where mitigation assistance or preparedness work would be most useful. The tract's 14.1% High-category share argues for locating projects carefully rather than extending a uniform treatment across all residential areas.

Table 20-3. Priority locations and potential CRR projects

Location	Principal conditions	Potential project types	Consultation focus
35.01 (Northern rural study area)	High modeled risk and longest access	Property mitigation assistance; household and evacuation readiness	Dispersed households; transport and communication needs
23.02 (Verdi and Mogul corridor)	Residential exposure and substantial growth	Neighborhood mitigation; preparedness for existing and new residents	Cross-jurisdiction delivery and development timing
32.03 (Galena and Mount Rose foothills)	Large exposed-unit count and growth	Property assessments; coordinated mitigation; household outreach	Targeted assistance and new-household participation
32.07 (Eastern Washoe Valley)	Nearly all units in County High	Neighborhood-scale outreach and mitigation; evacuation preparation	Common barriers and maintenance arrangements
26.18 (Lemmon Valley and adjoining northern areas)	Risk and access with localized High exposure	Targeted household assistance; preparedness and evacuation outreach	Exposed clusters and growing neighborhoods

20.5 Growth and Emerging Needs Through 2031

The growth overlay retains the Study's 2025–2031 allocation and joins each growth record to its source Census tract. It distinguishes named mapped projects from diffuse block-group residual growth. The former uses project representative locations; the latter identifies growth within a broader area without specifying where individual homes will be built. All 540 source growth records agree with their Census tract when checked against the tract geometry.

Table 20-4. Growth context for the top five residential priorities

Tract	Project-associated residents	Diffuse residents	Total added residents	Added annual incidents
32031003501 (Northern rural study area)	0.0	14.0	14.0	1.8
32031002302 (Verdi and Mogul corridor)	2,473.4	34.2	2,507.5	437.1
32031003203 (Galena and Mount Rose foothills)	885.0	41.4	926.4	130.9
32031003207 (Eastern Washoe Valley)	0.0	35.0	35.0	3.5
32031002618 (Lemmon Valley and adjoining northern areas)	458.6	53.5	512.1	53.6

Together, the top five contain approximately 3,995 additional residents and 627 additional annual incidents in the growth model. Approximately 86% of that population growth is allocated to tracts 23.02 (Verdi and Mogul corridor) and 32.03 (Galena and Mount Rose foothills). Incident increments represent expected annual demand across all incident types in 2031 relative to 2025. They are not wildfire incident forecasts.

A supplementary point-based screen associates approximately 2,374 added residents in tract 23.02 (Verdi and Mogul corridor), 480 in tract 32.03 (Galena and Mount Rose foothills), and 124 in tract 26.18 (Lemmon Valley and adjoining northern areas) with mapped projects whose representative points intersect County High or Extreme polygons. These quantities identify projects for closer geographic review. They do not establish that all associated residents or future homes will occupy the mapped risk zone. Diffuse allocations are not assigned project-level wildfire exposure.

Tract 32031002613 (Cold Springs and Woodland Village) also presents an emerging residential CRR need. It ranks sixth under the baseline CRR measure and has approximately 3,169 additional residents, the largest growth allocation among the 30 eligible tracts. Its detailed results remain in Annex 20A. This finding supports keeping the broader ranked list available for subsequent engagement and planning.

Growth informs project scale and timing without changing the current four-factor ranking. The overlay does not estimate future social vulnerability, property-level losses, company availability, or response delays. Tracts 35.01 (Northern rural study area) and 32.07 (Eastern Washoe Valley) remain important because of present conditions even though their growth allocations are comparatively small.

20.6 Community Consultation and Project Selection

20.6.1 Establish the local focus

Each jurisdiction should use the tract findings to identify residential clusters for initial engagement. Where a priority area crosses the Reno–TMFPD boundary, the agencies should coordinate the geographic focus and communicate a consistent purpose. Local review should connect the broad tract screen with neighborhood conditions before individual projects are selected.

Affected residents should have practical opportunities to explain their concerns, identify barriers, and help shape proposed work. Engagement should consider renters as well as property owners, people who require assistance to participate, and residents whose work schedules or communication needs make standard public meetings difficult. Language access, accessible formats, and multiple participation methods should be selected in response to local needs.

20.6.2 Select projects with affected communities

Project selection should consider the documented risk being addressed, the households likely to benefit, residents' priorities, feasibility, cost, maintenance requirements, and the organization able to deliver the work. Where household financial or physical capacity affects participation, jurisdictions should establish transparent assistance criteria. The tract score should guide outreach rather than serve as proof of an individual household's eligibility.

Potential projects should be refined through neighborhood engagement and, where appropriate, voluntary property-level assessment. For example, the geographic screen can justify discussing defensible-space assistance, but an assessment of the property and applicable requirements should determine the work itself. Similarly, evacuation preparation should be developed with the agencies responsible for warning, traffic management, transport assistance, and emergency instructions.

Before implementation, the responsible jurisdiction should document the selected geographic area, project purpose, participating partners, funding approach, delivery schedule, household participation arrangements, and ongoing maintenance responsibilities. Residents should be told how consultation influenced the selected work and how subsequent concerns or access barriers can be raised.

20.6.3 Measure delivery and results

Each selected project should establish measures that match its purpose. Mitigation projects can track properties assessed, agreed work completed, and maintenance follow-up. Preparedness projects can track participating households, completion of household plans, and assistance arrangements established with resident consent. Outreach measures should distinguish people contacted from those who actually participate or complete an activity.

Jurisdictions should periodically review participation, distribution of benefits, and barriers to completion. A higher number of contacts alone does not establish reduced wildfire risk. Where feasible, follow-up assessment should confirm that the intended property condition or preparedness need was addressed. Agencies should also review the priority screen when material changes occur in residential development, hazard mapping, or the staffed station network.

20.7 Findings and Conclusions

The quantitative screen identifies five residential locations where the combination of wildfire risk, exposed homes, social vulnerability, and emergency access supports focused CRR attention. Tract 35.01 (Northern rural study area) has the highest baseline score and remains first across the tested

access weights. Tracts 23.02 (Verdi and Mogul corridor) and 32.03 (Galena and Mount Rose foothills) combine substantial current residential exposure with the largest growth allocations among the top five. Tract 32.07 (Eastern Washoe Valley) has an exceptionally high concentration of residential units in the County High category. Tract 26.18 (Lemmon Valley and adjoining northern areas) combines modeled risk and access concerns with more localized High-category exposure.

The findings support different project emphases in different places. They do not support treating every tract as uniformly hazardous or every resident as equally vulnerable. Suitable project types include household mitigation assistance, coordinated neighborhood activities, accessible preparedness outreach, and evacuation preparation. Their location and design should respond to verified conditions and community priorities.

The participating jurisdictions should use this additional geographic lens, alongside their existing CRR programs, to guide targeted consultation with affected communities and develop locally supported CRR projects. Annex 20A provides the full ranked list, component measures, growth context, and sensitivity results for broader engagement and subsequent planning. The chapter establishes priorities for preventive work; decisions about station investment, deployment, or specific projects require the corresponding operational, financial, and local implementation analysis.

Chapter 21: Insurance

This chapter evaluates how regionalization of fire and emergency services in Reno, Sparks, Washoe County, and the Truckee Meadows Fire Protection District could affect public-entity insurance, residential insurance, commercial and multifamily insurance, and broader community risk. The analysis distinguishes between benefits attributable to regionalization, benefits achievable through coordination without consolidation, and insurance-resilience measures that should proceed under any governance structure.

Main Findings

At a summary level, the three agencies take different approaches to insuring their risks. The comparison provides an overview of each program's general structure, including purchased insurance, retained risk, and claims obligations.

TMFPD transfers its workers' compensation exposure to a guaranteed-cost insurer and, beginning July 1, 2026, obtains property, liability, auto, management liability, and cyber coverage through the Nevada Public Agency Insurance Pool (NPAIP); its FY2026-27 program costs $2.34 million. Sparks allocates $178,663 of its citywide FY2026-27 premiums to its fire department and retains fire workers' compensation losses up to $3 million per claim. Reno self-funds workers' compensation and carries $107.5 million in reserves on 225 open or reopened fire claims.

Workers' compensation is the dominant exposure. It represents 80.4 percent of TMFPD's FY2026-27 insurance cost, presumptive heart, lung, and cancer claims account for 25 percent of TMFPD's and 31 percent of Sparks' recent incurred workers' compensation losses, and permanent-total-disability claims account for 87 percent of the incurred value of Reno's open fire claims.

Vehicle operations produce most of the remaining losses. Vehicle-related claims account for 91 percent of TMFPD's non-workers'-compensation claim payments since 2021 and 85 percent of Reno's fire liability losses since September 2021. Coordinated driver, apparatus, and occupational-exposure controls are therefore the most direct risk-reduction opportunities, and they do not require consolidation.

Regionalization alone does not guarantee lower premiums, improved insurance availability, better protection classifications, or increased insurer capacity. Potential insurance benefits would depend on measurable improvements in response reliability, effective-response-force capacity, prevention, inspections, water supply, communications, fleet management, occupational safety, continuity, and community risk reduction.

A regional structure could improve consistency in risk management, claims administration, exposure data, mitigation documentation, and insurer engagement. It could also create or concentrate risks involving legacy liabilities, workers' compensation, employment practices, cyber operations, public officials, EMS, catastrophe aggregation, shared facilities, and transition-related coverage gaps.

Existing public protection, automatic aid, shared dispatch, mitigation, and community-risk-reduction programs provide a foundation for improvement without requiring immediate consolidation. Conversely, any change to stations, staffing, apparatus, deployment, communications, water supply, or automatic aid could degrade protection if not supported by capacity analysis and measurable safeguards.

Regionalization carries no assumed insurance saving or premium reduction. Any financial benefit should reflect the coverage, retained risk, actuarial valuation, and market terms of the arrangement actually adopted.

Governance Models and Insurance Implications

The insurance implications differ for the proposed governance models primarily based on whether the existing agencies remain with the employers, asset owners, and insured parties.

Model One: Baseline Three-Agency Operation. Reno Fire Department, Sparks Fire Department, and TMFPD remain separate organizations under their existing cooperative agreements. Each agency retains its insurance, self-insurance, and claims programs, and legacy liabilities stay where they are. Transition risk is lowest, but duplicated procurement, inconsistent exposure records, and differing loss-control standards would persist.

Model Two: NRS 277.110 Washoe Regional Alignment Plan. The three agencies remain separate legal organizations but operate within a formal regional framework that includes binding commitments, common performance standards, closest-appropriate-unit response, and regional oversight. Insurance programs, workers' compensation obligations, assets, and legacy liabilities remain with the participating jurisdictions unless they are changed by agreement or law. The interlocal agreement must allocate responsibility for shared operations, cross-assigned personnel, shared leadership, regional data systems, and the oversight bodies themselves. This model permits coordinated procurement, common safety standards, and shared claims data without rating any fire department separately from its parent program.

Status Quo and Regional Alignment retain the existing insured entities and programs unless an agreement provides otherwise. Regional Alignment can nevertheless change shared-operation exposures and requires clear allocation of coverage, defense, indemnification, and claims responsibility.

Model Three: NRS Chapter 318 General Improvement District. Regional fire service would be consolidated into an independent district formed under existing Nevada law. The district would become the employer, asset owner, vehicle operator, and named insured and would need its own risk-financing program through pool membership, commercial insurance, qualified self-insurance, or a combination. It would begin without its own loss history, would require allocation of predecessor liabilities, and would require tail or prior-acts protection for claims-made coverages.

Model Four: Legislated Washoe Regional Fire Authority. Regional fire service would be consolidated into a new authority created through state legislation designed for Washoe County. Its insurance implications are similar to those of the General Improvement District, but the enabling legislation could also define the authority's insurance and self-insurance powers and the treatment of predecessor workers' compensation and occupational-disease liabilities. The Authority pathway should be developed in parallel with near-term Regional Alignment and the service and funding decisions in Part 9, with implementation conditional on public support, required approvals, sufficient funding, and readiness.

Recommended Actions

Under Regional Alignment, the following actions would proceed through the interlocal framework while each agency retains its own program. Preparation for the potential Authority should proceed concurrently with Regional Alignment. Under either full-consolidation option, each applicable transfer requirement would need to be completed before any function, employee, or asset transfers. The governing bodies should adopt a staged, evidence-based process:

Establish interim no-degradation controls before changing deployment, staffing, stations, apparatus, communications, water supply, or automatic aid.

1. Create a legally binding responsibility map covering employees, assets, contracts, prior acts, open claims, workers' compensation, occupational disease, EMS, cyber, property, vehicles, records, defense, indemnification, and successor obligations.
2. Reconcile property, fleet, payroll, personnel, claims, contracts, facilities, technology, and continuity exposures before procuring joint or regional coverage.
3. Obtain actuarial analysis and matched quotations comparing guaranteed-cost insurance, public-entity pools, self-insurance, deductibles, retentions, and hybrid structures on a basis that includes premiums, retained losses, reserves, collateral, and administration.
4. Standardize verified public-protection information, engage insurers, brokers, and Verisk, and measure actual changes in coverage, underwriting, deductibles, classifications, capacity, and premiums.
5. Publish quarterly performance dashboards covering response reliability, effective response force, staffing, apparatus availability, claims, injuries, loss-control actions, insurance status, financial exposure, and implementation risks.

Decisions Required from Governing Bodies

The governing bodies should authorize Regional Alignment as the near-term operating approach while advancing service-level, recurring-funding, and Regional Fire Authority design work in parallel. They should also authorize the phased implementation described in Part 9, including the overlapping months 0–6, 6–18, and 12–24 work periods, and determine whether to seek the state legislation that a Regional Fire Authority would require. The Authority pathway remains conditional on public support, required approvals, sufficient funding, and operational readiness; dispatch implementation proceeds independently under Chapter 35.

The governing bodies should further determine how any regional board would be constituted, including Reno, Sparks, and Washoe County representation and cross-jurisdiction approval of major decisions. They should identify which employees, assets, contracts, liabilities, and insurance responsibilities would transfer and which would remain with the originating agencies, and they should define the funding, reserve, cost-allocation, and labor-transition protections required. Finally, they should set the response, financial, insurance, and accountability thresholds that must be met before each phase and the conditions that would require modification, pause, or rollback of implementation.

The recommended decision is to authorize Regional Alignment implementation with parallel service, funding, governance, insurance due diligence, and no-degradation transition planning while preserving existing coverage, automatic aid, and public protection. Structural consolidation should proceed only after public support, required approvals, sufficient funding, legal authority, fiscal equity, labor protections, liability allocation, actuarial support, coverage continuity, and measurable service safeguards are documented and approved. If funding is insufficient, the governing bodies must address the resulting service-level choices explicitly rather than assume that consolidation will finance the existing service configuration.

Regionalization, as proposed in this report, may improve the insurance environment if it produces measurable improvements in governance, loss control, deployment reliability, emergency communications, water-supply coordination, fleet management, occupational safety, and community risk reduction.

Organizational consolidation alone does not reduce risk, improve a PPC classification, or stabilize public-entity, residential, or commercial premiums. The principal near-term risk is an unclear

transition; the principal long-term opportunity is a unified, accountable regional risk-management system.

21.1 Baseline Insurance Environment

21.1.1 Fire Departments and Public Entities

The Reno Fire Department, the Sparks Fire Department, and the Truckee Meadows Fire Protection District (TMFPD) face similar risks: firefighter injuries and illnesses, vehicle accidents, damage to stations and equipment, and lawsuits. But each pays for those risks in a different way.

In general, a public agency can handle risk in two ways:

- **Buy insurance.** It pays a set price each year, and an insurance company or a pool of public agencies pays the claims.
- **Self-insure.** It pays claims itself, up to a set dollar amount per claim called a "retention," and buys insurance only for costs above that amount.

Reno

Generally, Reno and Sparks keep a substantial share of their risk through self-insurance. TMFPD relies more heavily on purchased insurance.

Reno’s fire department costs are handled within citywide funds, and the study team generally describes Reno as self-insuring a substantial share of its risk. Workers' compensation covers medical care and lost wages for employees injured or made ill on the job. It is the largest fire-related obligation in the information Reno provided. An outside company, CorVel, manages these claims for the City.

As of September 11, 2026, Reno had 225 fire department workers' compensation claims that were open or had been reopened. The City has paid about $40.7 million on these claims so far. It also records estimates, called "claim reserves," of about $107.5 million for payments it expects to make in the future; these estimates describe expected claim payments rather than cash set aside. Together, that is a total expected cost of about $148.2 million.

Claims for permanent total disability account for about 87 percent of that expected cost. The oldest open claim dates to 1992. By comparison, liability claims involving the fire department, mostly vehicle accidents, totaled about $85,000 over the past five years.

Reno's fire department property list includes 16 insured locations, 14 of them fire stations, valued at about $47.9 million. Its fleet roster, dated May 2026, lists 146 vehicles and pieces of equipment, from fire engines to trailers.

According to City budget figures, citywide risk retention spending was about $7.8 million in fiscal year 2024-25, and citywide workers' compensation spending was about $10.2 million. Both figures cover all City departments, not just fire.

Sparks

Sparks covers its fire department through the City's overall insurance program. For the year that began July 1, 2026:

- **Property.** Buildings, vehicles, and equipment are insured through the Nevada Public Agency Insurance Pool (NPAIP), a group of public agencies that share insurance costs. Sparks pays the first $10,000 of each property claim.

- **Lawsuits and liability claims.** Sparks pays the first $500,000 of each claim itself. An insurance policy with a $5 million limit covers larger claims.
- **Firefighter workers' compensation.** Sparks pays the first $3 million of each claim itself. Insurance covers costs above that.

Sparks estimates that $178,663 of the City's insurance costs this year are attributable to the fire department. Most of that, $105,054, is for property coverage. The rest covers liability, workers' compensation insurance for the largest claims, and smaller policies for crime, threats against employees, and cyberattacks.

Most of these amounts are estimated from the fire department's share of the City's property values, payroll, vehicles, employees, and revenue. The liability amount is an estimate provided by the insurer. The City cautions that if the fire department bought insurance on its own, the price could be higher.

For context, the City's overall insurance bill for this year is about $1.36 million, up 8 percent from last year. That figure does not include about $177,000 the City pays for workers' compensation insurance covering claims above the amounts it pays itself. The value of the City's insured property rose 16 percent, to about $242 million.

The $178,663 covers only purchased insurance. It does not include the claims Sparks pays out of its own budget. Sparks has paid about $3.7 million so far on fire department workers' compensation claims from the past 10 years. That is an average of about $370,000 for each year's claims, roughly double the fire department's insurance allocation.

Truckee Meadows Fire Protection District

TMFPD buys its own insurance and relies on it more heavily than the two cities do. On July 1, 2026, it moved most of its coverage from private insurance companies to the same public agency pool Sparks uses. That coverage includes:

- property
- vehicles and fire apparatus
- general liability
- management and employment claims
- cyber coverage

Under the new arrangement, the liability coverages have $10 million limits. Property coverage has a $500 million limit, and cyber coverage has a $1 million limit. TMFPD pays the first $5,000 of most claims, or $25,000 for cyber claims.

For workers' compensation, TMFPD buys "guaranteed-cost" insurance. It pays a set premium each year, and the insurance company pays the claims. TMFPD has no deductible or self-insured amount on these claims.

TMFPD's insurance program is estimated to cost about $2.34 million this year. About $1.88 million of that, or 80 percent, is for workers' compensation. Its total insurance cost has risen about 71 percent over five years, from about $1.37 million in 2021-22.

Workers' compensation drove most of that increase, including a 35 percent jump at the July 2026 renewal. The cost of all other coverage rose about 5 percent this year, despite the switch to the pool.

TMFPD also spends about $50,000 a year on a contracted program that helps injured employees get prompt medical care and return to work. From 2022-23 through 2025-26, it paid $2,000 to $3,000 a year out of pocket toward claims.

Recorded claim liabilities do not equal annual premium, losses incurred by a fire department in a single year, or the price of transferring those liabilities. Because Reno and Sparks retain most fire losses while TMFPD transfers most of its losses to an insurer or the pool, premiums alone do not provide a valid comparison among the agencies. Loss experience, reserves, retentions, and administrative costs must be compared together before any savings estimate or liability transfer is considered.

21.1.2 Residential Customers

The Nevada Division of Insurance's (DOI) 2025 Insurance Market Report noted increasing homeowners' insurance nonrenewal in wildfire-prone areas, including 481 policies statewide in 2023. Although this reflects national wildfire trends, Nevada's geographic risk profile and limited historical loss experience also influence underwriting. Nevada regulations prohibit insurers from relying solely on predictive models to deny or nonrenewal coverage without considering property-specific mitigation measures.

The DOI's expanded 2023 Wildfire Data Call provides a Washoe County baseline based on insurer-reported 2022 activity; it is not a current or independently verified measure of market access. Reported figures do not capture consumers screened-out before applying, duplicate applications, or adverse actions not classified as wildfire related. Insurers reported 1,179 Washoe County applications rejected because of wildfire risk - 0.6 percent of 201,524 reported applications - and 172 wildfire-related cancellations or nonrenewal, representing 64.9 percent of the statewide total. These figures were not limited to the Study area.

State Farm Group was Nevada's largest homeowners' insurer in 2023, with 17.79 percent of statewide direct written premium, followed by Farmers (12.25 percent), Allstate (10.91 percent), Travelers (8.26 percent), and American Family (8.23 percent). Together, these groups represented 57.43 percent of the statewide market. These carrier-level market shares describe the statewide market rather than a Washoe County allocation. Of the 481 statewide wildfire-related cancellations or nonrenewal in 2023, 89 involved Reno- or Sparks-addressed ZIP Codes; that geographic count describes market activity across insurers rather than a carrier-specific result.

Insurance stress may take the form of refusal to quote or bind, cancellation or nonrenewal, higher premiums or deductibles, reduced dwelling or ordinance-and-law limits, wildfire exclusions, lender-placed coverage, or underinsurance caused by rising reconstruction costs. Renters may be affected through loss of contents and additional-living-expense coverage, displacement, and higher housing costs.

As this report was being prepared, regional wildfires - including the August 2026 Hawk Fire - caused significant property damage and business interruption. It is too early to determine their effects on rates, reinsurance, or underwriting appetite. Consequently, near-term projections regarding insurance availability and affordability - and the effects of regionalization or mitigation measures - remain highly uncertain

21.1.3 Commercial, Multifamily, HOA, and Institutional Customers

Commercial underwriting is account-specific and considers construction, occupancy, protection systems, fire flow, sprinklers, alarms, loss history, business-income exposure, catastrophe

concentration, and the insured's risk controls. Public Protection Classification (PPC) may influence commercial property underwriting, but property-specific and portfolio factors remain important.

Nevada's 2025 market report provides statewide commercial-habitational context from the Division's 2024 Commercial Habitational Insurance Data Call: in 2023, 19,315 policies were issued, 1,457 were canceled or nonrenewed (including 22 attributed directly to wildfire), and 51 of 13,771 applications were declined because of wildfire. These figures demonstrate the need to evaluate commercial-habitational insurance separately from homeowners' coverage.

Commercial customers also face business-income and extra-expense losses from evacuation, smoke, utility disruptions, road closures, supply-chain interruptions, or reduced customer access, even when the property is not directly damaged. Multifamily and HOA coverage adds issues involving shared property, governance, assessments, reconstruction standards, and deductible allocation.

Nevada treats business and commercial property differently from personal homeowners' insurance for rate-regulation purposes. According to the 2025 market report, rates for most commercial lines of insurance are deregulated, while Nevada is a "prior approval" state for personal lines such as homeowners insurance. As a result, commercial pricing and capacity decisions are especially dependent on the account, insurer, and market. Underwriters therefore require current information on construction, occupancy, values, protection systems, fire flow, access, response capability, loss history, catastrophe exposure, and business-interruption controls.

21.2 Changes in Risk Exposure Under Regionalization

Regionalization may affect three interconnected groups: fire departments and governing entities, homeowners and residential insurers, and businesses and commercial insurers. Changes in governance, dispatch, deployment, station coverage, prevention, inspection, training, and catastrophe preparedness could influence public-entity liability, operational continuity, property-loss frequency and severity, and private insurers' assessment of community and property risk.

The impact will depend on implementation. Governance consolidation alone does not guarantee insurance savings, while operational improvements may also be achieved through automatic aid, shared dispatch, common procedures, joint training, coordinated prevention, or other interlocal agreements. Any projected insurance benefit should therefore be linked to documented improvements in response capability, loss prevention, reliability, or loss severity.

21.2.1 Governance and Administration

A regional structure changes decision-making, personnel administration, property and contract management, records custody, prevention and inspection responsibilities, and claims handling. A single authority may reduce inconsistent policies and duplication, but it may also concentrate management, public-officials, employment-practices, procurement, open-meeting, public-records, contractual, and cyber risks.

If the departments remain legally separate, the shared leadership structure must clearly define who controls operations and who is responsible for employees, equipment, insurance, indemnification, and liability. Regional coordination could improve prevention, inspections, pre-incident planning, mitigation outreach, and public information. However, during the transition, unclear authority, inconsistent enforcement, or disrupted records custody could create additional risk.

Regional fire-service governance does not necessarily transfer land-use, building-code, water-system, or other authorities affecting property risk. Those responsibilities must be expressly identified.

The July 29, 2026, Reno-Sparks shared-fire-chief arrangement was described as shared leadership rather than a merger. Because the departments remain separate, the arrangement does not automatically transfer personnel, assets, policies, insurance, or legacy liabilities. The interlocal agreement and insurance documents should address employment direction, borrowed-servant issues, public-officials liability, cyber liability, vehicle use, records custody, indemnification, defense, claims reporting, and shared-operation losses. The arrangement falls within the status quo and regional alignment paths described above and does not by itself create a new insured entity.

21.2.2 Operations and Service Delivery

Regionalization may reduce risk through more reliable closest-unit response, improved unit availability, reserve capacity, interoperable communications and command, surge capability, consistent training, and stronger prevention and inspection programs. It may increase risk if travel distances grow, stations or companies are removed without verified replacement coverage, apparatus availability declines, systems are disrupted, specialized capabilities are lost, or WUI expertise is weakened.

For homeowners, response reliability, station and apparatus coverage, water-supply planning, and public education may reduce the frequency or severity of loss and may affect PPC components. These improvements may support discussions with insurers but do not guarantee lower premiums, broader coverage, renewals, or changes to proprietary underwriting models.

For businesses, key factors include effective-response-force assembly, staffing and apparatus depth, specialized capabilities, fire flow, inspections, pre-incident planning, alarm and sprinkler oversight, hazardous-materials response, and continuity during regional emergencies. Improved coordination may reduce property damage and business interruption; reduced coverage or failed transitions may increase both.

Existing automatic-aid and shared-CAD arrangements should be preserved during any transition. The Reno-TMFPD cooperative agreement, the TMFPD-Sparks enhanced-aid agreement, and the regional HxGN governance agreement illustrate how shared operations can be supported by defined governance and cost-allocation terms. Any regionalization plan should build on these mechanisms and verify replacement systems before discontinuing existing protections.

21.2.3 Exposure Concentration and Correlation

Consolidation places more public assets, employees, vehicles, operations, data, and liabilities within a common governance and insurance structure. This may improve purchasing leverage and consistency but also increases concentration risk. A single earthquake, cyberattack, fleet loss, employment-practices claim, or wildfire could affect multiple stations, jurisdictions, systems, employees, and operations simultaneously.

The agencies' schedules show the scale of that concentration. Their property schedules list approximately $124.5 million in insured buildings and contents: $47.9 million for Reno, $27.2 million for Sparks, and $49.4 million for TMFPD. The schedules are not built the same way. TMFPD's includes sheds, shipping containers, and storage tanks, and Reno's includes contents at administrative and warehouse sites. Sparks' figure excludes $139,177 in separately scheduled equipment.

Their fleet lists include 383 vehicles, trailers, and equipment units: 146 for Reno, 75 for Sparks, and 162 for TMFPD.

Sparks and TMFPD both insure property through the NPAIP program. Both agencies' coverage summaries describe its $150 million earthquake and flood limit as shared. TMFPD's pool cyber

coverage is likewise subject to a $15 million shared aggregate, while Sparks buys cyber coverage separately from a commercial carrier. A regional earthquake or flood could draw on the same limit for both agencies and other pool members at the same time. A widespread cyber event could do the same for TMFPD's cyber coverage.

These events could create correlated losses. Fire departments may face facility and apparatus damage, employee injuries, extraordinary costs, and continuity demandsat the same time that homeowners and businesses in the same area experience property damage interruption.

Regional public-entity insurance covers participating governments; it does not control private policies for homes and businesses. Accordingly, limits, deductibles, retentions, catastrophe aggregation, business interruption, extra expense, cyber coverage, mutual-aid liabilities, and continuity plans should be evaluated against coordinated regional loss scenarios rather than as isolated exposures.

21.2.4 Direction of Risk and Insurance Consequences

Directionally, the evidence indicates that regionalization would most affect workers' compensation, vehicle and apparatus liability, and property and catastrophe aggregation for the public entities, and would affect residents and businesses only through PPC components and the protection delivered at individual addresses. This assessment does not predict insurer pricing, coverage availability, protection classifications, or individual underwriting decisions.

Public-entity insurance costs should be evaluated for the proposed operating arrangement using matched coverage terms, retained-loss assumptions, actuarial valuations, and market quotations. Residential and commercial insurance outcomes depend on carrier underwriting, catastrophe exposure, property characteristics, and policy terms. Accordingly, the assessment identifies the direction of risk and the conditions for insurance recognition without assigning automatic changes in premiums, policy availability, insurer capacity, deductibles, or protection classifications.

21.3 Fire Department and Public-Entity Insurance Impacts

Regionalization may change the insured entity, employer, asset owner, vehicle operator, contracting party, records custodian, self-insured retention holder, and party responsible for existing and future claims. The impact would be limited under continued interlocal cooperation, greater under shared personnel or operational control, and greatest if a new authority assumes employees, assets, and service responsibilities.

The primary objective is to ensure that every asset, employee, activity, prior act, open claim, and contingent liability remains assigned to a legally and financially responsible entity without gaps in coverage, defense, claims reporting, or reserve funding.

21.3.1 Starting Risk-Financing Structure

Reno and Sparks operate within their respective citywide property, liability, workers' compensation, benefits, and risk-retention programs. TMFPD is a separate Washoe County political subdivision with district-specific insurance and financial obligations, including certain legacy workers' compensation liabilities. Because coverage limits, retentions, accounting, and policy structures differ, the agencies' financial and insurance data are not directly comparable.

Regionalization would therefore require more than combining three fire-department policies. A new authority may need to assume or allocate assets, employees, loss history, open and incurred-but-not-reported claims, reserves, collateral, and administrative responsibilities. If the agencies remain legally

separate, coverage and indemnity must be coordinated without assuming that operational control transfers insurance responsibility.

21.3.2 Property, Facilities, Equipment, and Continuity

A regional property program could improve valuations, eliminate duplicate schedules, identify uninsured improvements, and standardize coverage for stations, training facilities, communications systems, generators, fuel systems, portable equipment, and apparatus. These benefits depend on confirming ownership and developing a complete regional statement of values.

The three agencies' statements of values establish the property-insurance baseline. TMFPD's June 22, 2026, schedule lists 36 property lines with $49.4 million in insured value, although its exposure summary reports $41.7 million, and the difference should be reconciled. Sparks' schedule lists 12 building lines with $27.2 million in replacement cost and contents value, including the new Station 6 at $8.7 million, plus $139,177 of scheduled equipment, and Station 3 is located in flood zone AE. Reno's schedule lists 17 lines with $47.9 million in total insured value, 11 of the 15 buildings with a recorded construction year were built before 1990 and only three are sprinklered. The regional valuation process should maintain current appraisals, identify contractors' equipment values, document Station 12's construction characteristics, and reconcile the station identities used in property and fleet schedules, including Stations 13, 14, and 15.

The property loss history is modest. TMFPD reported one property claim of $62,014 in May 2024, and Sparks reported losses of $53,585 at Station 1 and $18,000 to the Station 4 solar array. Using the FY2026-27 allocations, Sparks' fire property premium equals approximately $1.97 per $1,000 of combined property, vehicle, and equipment value, and TMFPD's pool property premium equals approximately $2.20 per $1,000 of scheduled property value. Because both agencies are insured through the same pool, these figures provide a starting point for a common valuation and allocation method.

A regional statement of values should document, for each location, ownership, leasehold interests, occupancy, construction, age, size, and condition; building, contents, functional-replacement, communications, and specialty-equipment values; generators, fuel systems, solar equipment, alarms, sprinklers, and security systems; earthquake, wildfire, flood, ordinance-and-law, and debris-removal exposures; and dependencies on dispatch, communications, utilities, information systems, and fleet maintenance.

Asset-transfer documents should align title, possession, maintenance, and insurance responsibility. Otherwise, uncertainty may arise over insurable interest, deductibles, valuation, loss payments, subrogation, repairs, and insurance proceeds. Leases, grants, debt instruments, development agreements, and use restrictions must also be reviewed.

A larger regional schedule increases catastrophe aggregation. A single earthquake, wildfire, smoke event, utility failure, or communications outage could affect multiple facilities and require temporary stations, apparatus relocation, mobile communications, debris removal, code upgrades, emergency procurement, employee displacement, and additional operating expense. Coverage limits, sub-limits, deductibles, waiting periods, utility-service provisions, equipment breakdown, and continuity protections should be tested against these correlated losses.

For a governmental fire agency, continuity-of-operations and extra-expense coverage are generally more relevant than traditional business-income coverage, although revenue loss may matter where the agency receives EMS, inspection, permit, contract, or deployment-reimbursement revenue.

21.3.3 Public-Entity, Governance, Employment, Civil Rights, and EMS Liability

Regionalization may reduce liability through consistent command, policies, training, documentation, prevention, inspection, contracting, and quality assurance. It may also create claims involving formation decisions, service-level changes, employee transfers, seniority and benefits, procurement, public records, open meetings, data migration, station or deployment changes, and alleged geographic or demographic disparities.

Nevada law permits local governments to purchase liability insurance, establish self-insurance funds, or use both, including coverage for officers, employees, qualifying contractors, and defense costs, under NRS 41.038.

NRS 41.035 limits damages in covered state-law tort actions to $200,000 per claimant and bars exemplary or punitive damages in those actions. Federal civil-rights, employment, contractual, inverse-condemnation, injunctive, and other claims may be treated differently. Defense costs may remain substantial even when damages are limited or liability is not established.

Governing documents should allocate responsibility before any regional transition, during phased implementation or shared leadership, after functions transfer, and during automatic aid, mutual aid, cross-assignment, or out-of-area deployment.

They should also address defense, indemnity, notice, counsel, settlement authority, cooperation, retentions, insurance requirements, subrogation, and records preservation.

EMS creates separate professional-liability exposure involving assessment, treatment, triage, refusal of care, protocols, documentation, quality assurance, medical direction, controlled substances, patient records, and privacy. NRS Chapter 450B and NAC Chapter 450B address these responsibilities.

TMFPD's 2024/25 renewal proposal included professional healthcare liability within its general-liability program. Equivalent protection should be preserved under any regional model. Coverage and governance documents must identify responsibility when dispatch, first response, medical direction, treatment, quality assurance, or supervision involve more than one organization.

TMFPD Insurance Summary

Employment-practices exposure may arise from hiring, promotion, discipline, testing, accommodations, leave, retaliation, discrimination, harassment, seniority, bargaining-unit treatment, overtime, and special assignments. Regional policies may reduce future inconsistency but will not eliminate claims arising from predecessor practices or the transition. Changes involving mandatory bargaining subjects remain subject to Nevada Chapter 288 and applicable collective-bargaining agreements.

21.3.4 Workers' Compensation, Occupational Disease, and Employee Benefits

Workers' compensation is likely the most significant long-tail risk associated with regionalization. Firefighter cancer, cardiac, respiratory, infectious-disease, behavioral-health, hearing, musculoskeletal, and cumulative-trauma claims may emerge years after exposure. The effective date of a regional entity does not determine responsibility; liability may depend on employment and exposure history, statutory presumptions, injury dates, policy terms, self-insurance arrangements, reserves, and transition agreements.

The former Reno–TMFPD arrangement illustrates this risk. Workers' compensation was previously handled through Reno's self-funded program. After the arrangement ended in 2012, TMFPD

obtained guaranteed-cost coverage for current operations, while specified pre-2012 claims remained with Reno and TMFPD retained future heart-and-lung obligations. TMFPD reported approximately $984,000 in related claims liability as of June 30, 2025. Reno's open fire loss run includes 72 claims with injury dates from 2000 through 2011, the period of the former arrangement, carrying $52.5 million in gross incurred value and $29.0 million in reserves. Allocation of those claims should follow the applicable employment, assignment, exposure, and contractual responsibilities rather than the injury-date range alone.

This history demonstrates that long-tail liabilities do not end when an arrangement terminates. A transition must preserve and allocate employment, assignment, and exposure histories; medical examination and surveillance records; payroll and classification records; open and closed claims, loss runs, reserves, and legal expenses; return-to-work and accommodation records; and prior policies, excess coverage, self-insurance documents, and administrator agreements.

Nevada law establishes presumptions and examination requirements for firefighter occupational diseases in NRS Chapter 617, and the agencies' claims show why those presumptions matter. TMFPD recorded 15 presumptive claims since July 2019 with $1.60 million in incurred value, or 25.2 percent of its workers' compensation total, eight of which remain open. Sparks recorded 22 heart, lung, or cancer claims with $1.30 million in incurred value, or 30.6 percent of its ten-year total, including its largest claim of $945,790. Reno's open inventory includes 90 occupational-disease, cancer, and respiratory claims with $111.9 million in incurred value and $77.3 million in reserves. Nevada also regulates self-insured workers' compensation programs, including financial requirements, security, excess insurance, ownership or control changes, and continuing security for outstanding or contingent liabilities. A regional entity should not be assumed to inherit a predecessor's self-insurance certification, collateral, excess coverage, or loss history, and any new self-insured program would require its own certification under NRS Chapter 616B.

Pre-transition obligations should remain identifiable by entity, coverage period, and funding source. Any transfer, assumption agreement, loss-portfolio arrangement, or commutation should follow legal, coverage, and actuarial review, including known claims, incurred-but-not-reported claims, future development, administrative costs, collateral, and occupational-disease liabilities.

Health, life, disability, accidental-death, and related employee benefits also require continuity. Reno and Sparks report self-funded health programs, and transition arrangements should preserve the applicable benefit and stop-loss protections for all affected personnel. A regional entity may face different eligibility, contribution, network, stop-loss, and administrative requirements.

21.3.5 Vehicles, Apparatus, Cross-Assignment, and Mutual Aid

Regionalization may reduce fleet risk through consistent driver qualification, emergency-vehicle training, backing and intersection procedures, seat-belt enforcement, telematics, maintenance, crash review, and replacement planning. It may also create uncertainty when ownership, garaging, maintenance, employment, dispatch, and operational control are divided among entities.

TMFPD's FY2026-27 auto and apparatus coverage is provided through NPAIP with a $10 million liability limit and a $5,000 deductible for $166,208, covering 154 scheduled units with $37.7 million in insured value. Sparks insures 54 fire vehicles with $25.1 million in agreed value under the City's NPAIP physical-damage coverage, with a $10,000 deductible, and retains the first $500,000 of vehicle liability; the City's premium allocation uses a slightly different vehicle value of $26.0 million, which should be reconciled. Reno's fleet roster lists 146 units; their valuations and coverage terms should

be aligned with the regional fleet schedule. These programs should be reconciled before any cross-assignment arrangement is assumed to be covered.

Fleet age and valuation also bear on coverage. TMFPD's apparatus inventory lists 162 units, 33 of which, including 21 heavy apparatus, are beyond their NFPA-based planning life, and it estimates $60.1 million in replacement cost, compared with $37.7 million in scheduled insured value. Eighteen of Sparks' 54 vehicles are model year 2011 or older, including three 2006 pumpers, a 2006 aerial platform, and a 2000 heavy rescue. In Reno's roster, 32 of 145 dated units, including 10 of 28 engines and aerials, are model year 2011 or older, most of them assigned to reserve or academy use. Agreed-value and replacement-cost bases should be aligned so that a total loss of a front-line or reserve apparatus can be replaced without an unfunded gap.

Vehicle losses are the most frequent non-workers'-compensation claims. TMFPD paid $646,639 on 22 auto-liability and physical-damage claims from December 2021 through May 2026, including a single physical-damage loss of $269,228 in February 2025. Reno's fire liability loss run records 76 vehicle-related claims totaling $1.50 million since October 2006, including a 2019 pedestrian fatality involving a ladder truck that resulted in a net incurred loss of $999,708; in the most recent five years, 14 of Reno's 19 fire liability claims involved vehicles, most of them low-speed strikes of parked vehicles, gates, and fixed objects. Sparks reported a $25,000 physical-damage loss to one engine.

A regional fleet schedule should identify each unit's number, ownership, title, financing, garaging, operating territory, replacement value, specialty equipment, driver qualifications, maintenance and inspection records, mileage, loss history, and liability and physical-damage coverage terms.

Coverage should also address temporary replacement and loaned apparatus, newly acquired units, equipment carried on vehicles, towing and recovery, pollution cleanup, and service-continuity costs when a high-value unit is unavailable.

Automatic aid, mutual aid, shared staffing, and cross-assignment should be treated as routine regional exposures. Agreements and insurance documents should address permissive use, employee and special-employer status, workers' compensation, automobile and general liability, physical damage, defense, indemnity, subrogation, and claims reporting. Reno's liability loss run already includes a 2020 claim in which TMFPD sought $5,000 from Reno under their cooperative agreement for heat damage to a TMFPD ladder truck, which illustrates that shared-response losses are allocated by contract rather than by insurance.

These provisions should also cover volunteers, reserves, recruits, trainees, medical directors, contractors, and personnel deployed outside the region. Employment status and operational control should be determined by written agreements - not solely by the dispatching agency or the insignia on the apparatus.

21.3.6 Cyber, Privacy, Records, and Claims-Made Continuity

Regionalization could improve cybersecurity through standardized systems and controls, but it would also concentrate dispatch, mobile data, patient, inspection, payroll, fleet, access, email, and public-records systems. A single cyber event could therefore disrupt regional operations and expose sensitive information.

The existing HxGN agreement provides a useful model by assigning security responsibilities, allocating breach costs, funding cybersecurity insurance, requiring records maintenance, and establishing governance and change-management procedures. A regional arrangement should apply similar requirements across all systems, vendors, users, data, interfaces, and recovery dependencies.

Key issues include dispatch interruption, ransomware, data loss, privacy breaches, vendor failure, forensic investigation, notification, defense, regulatory response, public communications, and manual continuity procedures. Dispatch continuity planning should follow Chapter 35's independent implementation pathway, including protection for the primary center, disaster-recovery site, shared systems, and continuing operations during any transition. A dispatch transfer requires its own funding, coverage, and readiness approvals, regardless of the timing of fire-service governance changes.

TMFPD's cyber coverage changed in FY2026-27 from a $2 million commercial policy with a $50,000 retention to NPAIP coverage of $1 million per claim within a $15 million aggregate shared by pool members, with a $25,000 deductible. Sparks carries a $3 million citywide cyber limit with a $50,000 deductible, of which $165 in premium is allocated to the fire department. Regionalization should preserve existing protection while determining whether combined systems require higher limits, retentions, or vendor-related protections and whether a shared pool aggregate is adequate for a regional dispatch or records event.

Claims-made management, employment-practices, cyber, privacy, and professional-liability policies require special transition planning. The parties should preserve retroactive dates, prior-acts coverage, extended-reporting rights, predecessor policies, and clear responsibility for deductibles, defense costs, and reporting when the conduct and claim occur in different organizational periods.

Records custody is separate from insurance coverage. The transition should identify custodians for operational, personnel, medical, inspection, financial, dispatch, claims, and governance records while meeting Nevada public-records, retention, privacy, and open-meeting requirements.

21.3.7 Environmental, Pollution, Crime, and Specialty Exposures

Fire-service operations create exposures that may be excluded or restricted under standard policies including fuel storage, hazardous-materials response, contaminated runoff, decontamination, AFFF and PFAS, emergency releases, hazardous-material transportation, and training activities.

Older facilities may also involve asbestos, mold, lead, underground tanks, or soil contamination.

TMFPD purchases $2 million of pollution liability with a $25,000 deductible for an annualized $18,632, $2 million of crime coverage with a $25,000 deductible for $3,055, and $1 million of assault and threat coverage for $1,340. Sparks carries $3 million of citywide crime coverage with a $50,000 deductible and $1 million of assault and threat coverage, of which $4,273 in premium is allocated to the fire department. Coverage comparisons should identify each agency's applicable terms, limits, retentions, exclusions, and endorsements before treating these protections as equivalent.

Facility transfers should distinguish pre-existing contamination, operational releases, emergency-response activities, and post-transfer conditions. Separate reviews are also needed for equipment breakdown, generators, and portable equipment; radios, tools, and equipment in transit; crime, social engineering, and funds-transfer fraud; bond and faithful-performance requirements; unmanned aircraft, watercraft, and specialty-response equipment; contractor services; and workplace violence and threat response. Coverage should not be assumed merely because an activity supports governmental or emergency operations. Applicability depends on policy terms, exclusions, endorsements, self-insurance authority, and the entity performing the work.

21.3.8 Governance and Risk-Financing Implications

Insurance implications vary by governance models carried forward by the Study. Under the status quo the agencies retain their employees, assets, claims, and insurance programs.

Under the Regional Alignment, operational coordination and some shared leadership may become regional while legal and insurance responsibility remains with each agency. The interlocal agreement must address cross-assigned employees, professional services, vehicles, EMS direction, cyber systems, records, indemnity, defense, and claims reporting, and it does not by itself transfer assets, coverage, or legacy liabilities.

Under the General Improvement District or a Regional Fire Authority, a single prospective insurance program may improve coordination but would involve new-entity underwriting, start-up collateral, catastrophe concentration, transition claims, claims-made continuity, and separation of fire exposures from the city programs in which the Reno and Sparks fire departments are currently rated. Predecessor loss history should be extracted, reconciled, and allocated before it is used for underwriting. Any proposed assumption of existing fire workers' compensation obligations should address the claims represented by Reno's $107.5 million in open reserves and Sparks' $545,564 in outstanding reserves; TMFPD's guaranteed-cost claims would remain with its insurer, but its retained pre-2012 heart-and-lung obligations would still require allocation. These claim-reserve estimates are distinct from annual insurance expenditure, cash reserves, and the negotiated funding required for a liability transfer. Consistent with Chapters 27 and 30, predecessor liabilities remain assigned to their originating entities unless an express, valued, funded, and approved agreement transfers them.

NRS Chapter 277 authorizes interlocal agreements; however, such agreements do not automatically transfer property, employees, liabilities, insurance, self-insurance certification, or political-subdivision status.

Risk-financing options include guaranteed-cost insurance, deductibles, self-insured retentions, public-entity pools, qualified self-insurance, or combinations. Selection will depend on legal status, eligibility, financial capacity, regulation, collateral, and excess insurance requirements. Because Sparks and TMFPD already participate in NPAIP, pool membership is a practical option for any successor entity, subject to the pool's eligibility and underwriting requirements.

A lower premium does not necessarily mean a lower overall cost. Comparisons should include retained losses, reserves, defense costs, collateral, administration, assessments, exclusions, cash-flow volatility, catastrophe aggregation, and the entity's ability to absorb a severe loss year.

Initially, the regional entity will need to prioritize coverage certainty and financial stability over aggressive retention, increasing retention only after establishing reliable controls, loss experience, reserves, claims management, and liquidity.

Regionalization alone establishes neither an increase nor a reduction in total insurance cost. The financial comparison should retain the modeled insurance-cost treatment unless an approved arrangement demonstrates a change in the total cost of risk.

21.4 Residential Insurance Impacts

21.4.1 How Regionalization Can Affect Residents

Regionalization does not directly change homeowner or renter insurance; however, it can influence inputs that carriers may consider, including fire-department capability, water supply, dispatch, road distance and access, station and apparatus availability, response reliability, WUI exposure, structure hardening, defensible- space, neighborhood fuels, prior loss, and catastrophe concentration. The effect is address-specific and carrier-specific.

Regional actions that strengthen PPC components, such as consistent emergency communications, closest-unit response that reduces recognized road distance, dependable automatic aid, and water-

supply coordination, can support a more favorable classification or preserve an existing one. Actions that remove a staffed company, lengthen road distance to a recognized station, weaken automatic-aid terms, or disrupt dispatch can have the opposite effect.

Direction depends on implemented capability and carrier treatment; none of the pathways guarantees a premium outcome.

Local improvements also operate within state-wide pricing. The final premium paid by a Washoe County property owner reflects both local/property-level factors and broader insurer pricing. Under Nevada law, rate development may consider past and prospective loss and expense experience within and outside Nevada, catastrophe hazards and contingencies, and broader trends. Nevada homeowners rate filings also identify the contribution of factors such as protection class, territory, construction class, and amount of insurance. Local fire-service and mitigation improvements therefore operate within, rather than replace, the insurer's statewide rating structure. A successful local intervention may assist in stabilizing the premiums relative to the premium that otherwise would have applied, preserve eligibility, or prevent less favorable terms without producing a nominal year-over-year premium decrease.

21.4.2 ISO/PPC: Use and Limits

The PPC assigned by the ISO, Verisk business remains relevant because it provides a standard evaluation of public fire protection and is widely used in property underwriting, particularly for commercial risks. Regionalization should preserve the underlying component of emergency communications, fire department distribution and operations, water supply, and community risk reduction. Under Verisk's Fire Suppression Rating Schedule, emergency communications account for up to 10 points, the fire department for up to 50 points, and water supply for up to 40 points, with community risk reduction providing up to 5.5 additional points. Regional dispatch and shared unit-status information bear on the communications component. Closest-unit response, automatic aid, company distribution by road distance, training, staffing, and apparatus and reserve-apparatus capacity bear on the fire department component, which is why the fleet-age findings matter for classification as well as for coverage. Water supply is controlled by water purveyors rather than by fire-service governance, and prevention, inspection, and public education bear on community risk reduction. None of the configurations studied changes water supply, so any classification effect would come from communications, deployment, and community risk reduction.

A single regional PPC should not be assumed. ISO, a Verisk business, may assign split classifications based on recognized protection areas, road distance from responding stations, creditable water supply, and automatic-aid arrangements. Insurers are not required to use PPC and may rely on other underwriting, rating, or catastrophe-model factors. As a result, a PPC change may have no effect on some insurers, while others may apply it differently.

A boundary or governance change may be insurance-neutral if protection at an address remains unchanged. Conversely, changes to stations, response areas, automatic aid, or water supply may affect insurance treatment even if the organizational structure or PPC remains unchanged.

The agencies already conduct related activities, including response monitoring, PPC-informed planning, deployment analysis, standards-of-cover testing, and CAD change-management procedures. A common pre-implementation no-degradation and insurance-impact review should apply to changes to stations, companies, staffing, apparatus, dispatch, or material water-supply conditions. Existing practices should provide the foundation for that review, including consultation with ISO/Verisk, insurers, pools, and brokers when appropriate.

21.4.3 Proprietary Models and Controllable Risk Factors

Insurers use different wildfire-risk methods. The Nevada DOI's wildfire data call, covering practices through 2022, found that 50.5 percent of responding insurers used wildfire-scoring models; 44.2 percent considered property-level mitigation; and 5.2 percent considered community-level mitigation. Reported factors included roof type, construction, vegetation management, defensible space, loss history, location, and access to year-round firefighting resources. The data show that wildfire models and property characteristics matter to some insurers but do not identify each carrier's model or weighting.

Commercial underwriting may be even less consistent. Nevada's wildfire-mitigation incentive program primarily applies to personal-lines insurance; commercial insurers may recognize mitigation at their discretion and commercial rates are not subject to the same prior-approval requirements.

Proprietary models may combine fuels, terrain, slope, road access, property characteristics, weather, ignition and fire-spread potential, structural vulnerability, suppression capability, expected loss, and geographic concentration. Verisk's Fireline product is one example of an address-level wildfire assessment tool. These examples describe potential inputs only and do not establish which products Nevada insurers use or how they weigh factors.

The factors used by insurers differ significantly in the extent to which a fire department or jurisdiction can affect them. The Nevada mitigation program identifies property hardening, defensible space, accessible water storage, Firewise USA recognition, Fire Adapted Community status, and fire-department participation in Ready, Set, Go! as measures eligible for expedited approval when voluntarily adopted by an insurer. The program does not require an insurer to offer any of these incentives. Accordingly, regional agencies should pursue these measures for their demonstrated risk-reduction value and should describe insurance benefits only as potential, carrier-dependent secondary effects.

21.5 Commercial, Multifamily, and HOA Insurance Impacts

Section 21.4.2 addresses PPC and the protection conditions applicable to property insurance generally, Section 21.1.3 provides the commercial baseline. This section addresses additional issues affecting commercial, multifamily, condominium, and HOA properties.

21.5.1 Commercial Property and Business Income

Commercial underwriting is account-specific and may consider construction, occupancy, fire load, values, loss history, water supply, sprinklers, alarms, access, public protection, business-income exposure, catastrophe concentration, and the insured's loss-control program. PPC may be relevant but is not required and may be outweighed by property-specific conditions.

Regionalization may improve underwriting evidence if it produces measurable improvements in closest-suitable-unit response, effective-response-force assembly, specialized capabilities, inspections, pre-incident planning, water information, or impairment management. Governance changes alone do not establish such improvements.

Boundary-drop analysis identifies potential response opportunities in North Reno/Silver Lake, West Reno/Verdi, South Reno/Foothill–Thomas Creek, Sparks/Hidden Valley, and Spanish Springs/northern Sparks. These areas include residential, commercial, institutional, transportation, industrial, and developing properties. The analysis does not identify individual commercial accounts or determine whether a property meets an insurer's distance or protection thresholds. Insurance effects must therefore be evaluated at the property level after implementation.

TMFPD Station 35 is already under construction and is not a new opportunity created by this analysis. Once staffed, equipped, dispatchable, and placed into service, it may improve protection for industrial, logistics, transportation, and special-hazard properties in the Patrick/Waltham–Reno Technology Parkway area. No insurance credit should be assigned until its service area, staffing, apparatus, water supply, response performance, and effective-response-force contribution are documented.

Critical occupancies. The updated study-area inventory identifies 316 critical-occupancy planning locations, including schools, childcare facilities, senior living, residential group care and assisted living, skilled nursing, medical centers, inpatient rehabilitation, adult day services, and detention facilities. Under the future fixed-network access screen, 173 locations are Tier 1, with both travel estimates exceeding the applicable benchmark, and 91 are Tier 2, with the estimates disagreeing. Together, these tiers account for 264 locations, or 83.5 percent of the inventory. Another 46 locations meet the benchmark under both estimates, and six receive special-use treatment. All 316 locations are within the study area; the tiers describe modeled travel access, not geographic inclusion.

These occupancies may present significant property, liability, business-income, extra-expense, evacuation, and continuity exposures. During inspection and pre-incident-planning cycles, priority should be given to confirming emergency entrances, road and gate access, water supply, alarms, suppression systems, impairments, evacuation or defend-in-place procedures, occupant assistance needs, staffing, transportation, planned assignments, specialized capabilities, and effective-response-force requirements. Tier placement is a preliminary access screen—not an insurance classification, a finding of inadequate protection, or a loss estimate.

Existing systems. RFD, SFD, and TMFPD already conduct inspections, plan review, permitting, fire-protection-system oversight, and Community Connect activities. These systems should remain the operational foundation. Regionalization does not require a new inspection or preplanning database. The insurance opportunity is to align nonconfidential data fields and provide owners or brokers, upon request, with dated summaries of verified public-protection conditions. Confidential preplans, security details, occupant information, gate codes, and hazardous-material data should not be routinely provided to insurers.

Water providers and fire departments should also maintain consistent, current information on hydrants, fire flow, alarms, sprinklers, pumps, and system impairments, particularly when boundary-drop changes the responding agency or an impairment affects a high-hazard property.

21.5.2 Multifamily, Condominium, and HOA Exposures

Multifamily and common-interest properties involve overlapping master-policy and unit-level coverage. Master policies may cover buildings, exteriors, and common areas, while owners and renters require separate coverage for contents, improvements, liability, displacement, and loss assessment. Large deductibles, code upgrades, association decisions, contractor shortages, underinsurance, and unclear responsibility between master and unit policies may delay recovery.

Wildfire may cause simultaneous structural, smoke, debris-removal, landscaping, infrastructure, displacement, assessment, and business-income losses. A property may remain uninhabitable because of damaged water, power, access, alarms, sprinklers, elevators, or other shared systems even without extensive direct fire damage.

Renter and multifamily exposure is concentrated primarily in Reno and Sparks:

Response territory	Renter-occupied	Attached or multifamily
Reno	52.1%	47.8%
Sparks	38.2%	33.8%
TMFPD	13.5%	6.9%

Existing inspection, plan-review, public-education, Community Connect, WUI, defensible-space, fuels-management, and mitigation programs already serve portions of this market. The principal unmet need is coordination among fire-prevention agencies, DOI, licensed producers, housing staff, HOA organizations, property managers, and consumer or legal partners.

Fire agencies should address protection, access, mitigation, evacuation routes, and emergency information. Insurance and housing partners should address master policies, deductibles, replacement cost, ordinance-and-law coverage, loss assessment, renter and unit-owner coverage, and policy interpretation.

Information provided to owners or insurers should distinguish among:

- building-wide protection systems and inspection status;
- common-area access, vegetation, landscaping, decks, fencing, and other mitigation;
- measures applicable to specific buildings or units;
- association and individual-owner responsibilities;
- one-time improvements versus recurring maintenance; and
- community-recognition boundaries and buildings included.

This prevents common-area mitigation or community recognition from being misinterpreted as unit-level compliance and provides associations with a defensible record of completed and maintained work, even when no insurer discount is available.

21.5.3 Commercial, Multifamily, and HOA Actions

Commercial, multifamily, HOA, and homeowners' results should remain separate. A service or mitigation improvement may affect more than one customer group, but evidence of improved outcomes in one market should not be used to claim improved affordability or availability in another.

21.6 Insurance Implications of CRR/SOC Findings

21.6.1 Analytical Foundation

The community risk reduction and standards of cover (CRR/SOC) analysis provides a geographic and operational foundation for identifying where insurance-relevant conditions overlap. The completed analysis addresses regional response opportunity, projected growth, receiving-station capacity, wildland-urban interface (WUI) conditions, wildfire indicators, housing and social vulnerability, critical occupancies, and community-recognition evidence. These factors can help identify locations where regional service changes or risk-reduction investments warrant closer insurance-related attention. The detailed methods and numerical results remain in the CRR/SOC, deployment, growth, and related analyses elsewhere in this Report, including Chapter 13 for the critical-occupancy access analysis.

These information layers measure different conditions and must remain analytically separate. A modeled response advantage does not establish actual response performance; a WUI intersection does not establish parcel-level wildfire exposure; social vulnerability is relevant to allocation of public

assistance but is not an insurance-rating factor; and community recognition does not establish the conditions at an individual property. Combining these measures into a single insurance or underwriting score would overstate what the Study evidence can support.

The principal regionalization implication is that existing jurisdictional boundaries do not always correspond to the closest available fire-service resource or to the geography of growth and wildfire exposure. Regional deployment, automatic aid, shared communications, and coordinated prevention may improve protection where they produce a measurable operational improvement. Governance changes alone, however, does not create an insurance benefit. Any insurance-related benefit must be connected to an implemented and documented improvement in response capability, effective response force, water supply, prevention, mitigation, or other protection delivered.

The CRR/SOC findings also show that geographic opportunity must be considered together with operational capacity. Regional closest-suitable-unit deployment may improve access in selected areas but receiving and donor capacity can limit the extent to which modeled geographic opportunities can be implemented without degrading service elsewhere. The insurance implication is therefore a no-degradation approach: regional service changes should preserve or improve protection at affected locations and should not be represented as improving insurance conditions until the operational change has been implemented, measured, and, where relevant, recognized by the applicable classification or insurance process.

21.6.2 Insurance-Related Uses of the Completed Models

The completed CRR/SOC and deployment analyses support the following insurance-related conclusions. The detailed calculations remain in the originating operational analyses and are not repeated here.

21.6.3 Use of the Planning Results

The CRR/SOC analyses are planning and public-investment tools, not insurance pricing or underwriting models. They do not determine PPC classifications, carrier underwriting, eligibility, premiums, deductibles, limits, or insurer capacity. They also do not reproduce proprietary catastrophe models, portfolio decisions, reinsurance costs, property inspections, or policy terms.

The operational models use defined road, growth, WUI, capacity, vulnerability, and other planning inputs and do not capture all live operating conditions. WUI, recognition, critical-occupancy, growth, and social-vulnerability data should not be interpreted as parcel-level insurance classifications.

21.7 Residential Insurance Affordability and Availability: Findings and Implications

Regionalization does not directly control homeowner or renter insurance availability or affordability. Insurers also consider catastrophe models, portfolio concentration, loss experience, reinsurance, rebuilding costs, claims history, underwriting rules, and filed rating factors. A governance change alone therefore does not establish improved insurability or premium stability.

Regionalization may affect public-protection factors that insurers consider, including station and apparatus availability, dispatch, communications, response reliability, water supply, prevention, inspections, WUI capability, and the quality of supporting information. Any insurance relevance depends on measurable improvement in protection actually delivered - not organizational structure alone.

Property hardening, defensible space, fuels treatment, community recognition, consumer assistance, code alignment, and market monitoring may improve physical risk or insurance resilience, but they are not dependent on regionalization.

The appropriate objective is twofold: prevent regionalization from degrading insurance-relevant protection and identify where coordination can improve the delivery and documentation of that protection.

21.7.1 Existing Programs and Residual Regional Needs

The agencies' existing prevention, inspection, and public-education programs constitute the community risk reduction component of PPC. In 2025, Reno reported 5,128 inspections, 2,100 plan reviews, and 213 investigations, and TMFPD reported 492 annual or business-license inspections and 1,558 plan reviews. Sparks provides inspections, plan review, and public education through its established prevention programs, which form part of the same regional public-protection foundation.

TMFPD's Wildland/Fuels Division is an important component of mitigation efforts. Its fuels-reduction and prescribed-fire work directly reduces physical wildfire exposure and may also improve conditions relevant to insurer underwriting, eligibility, or rating decisions. Any insurance benefit, however, would depend on the location and extent of completed work, the quality of mitigation documentation, and individual insurer practices; no specific premium or coverage outcome should be assumed. Maintaining clear records of completed fuels treatments and other verified mitigation work can help make these risk-reduction efforts more visible and usable to insurers.

Reno, Sparks, and TMFPD also offer Community Connect programs through which residents and businesses may voluntarily provide property, occupant, access, protection-system, emergency-plan, and hazardous-material information for emergency response. Existing Community Connect, inspection, preplanning, permitting, GIS, dispatch, CWPP, and mitigation systems provide a foundation for additional insurance-related work.

Remaining needs involve consistency, geographic coverage, documentation, and insurance relevance, as well as distinguishing regional fire-service improvements from broader resilience measures that can proceed independently of consolidation.

The region therefore does not begin from an absence of mitigation or prevention capacity. The principal question is how regionalization affects public protection and how existing programs document conditions relevant to classification.

21.7.2 Fire Protection and Boundary-Drop Documentation

Closest-suitable-unit deployment is the operational issue most directly connected to regionalization. Boundary-drop analysis identifies locations where another agency may provide a geographic response advantage. That opportunity may improve insurance-relevant protection only if the change is implemented, consistently available, adequately staffed and equipped, and does not weaken effective response-force capacity elsewhere.

Improved first-unit access cannot be treated as a net benefit if it depletes the receiving station, weakens the donor area, or reduces response reliability. Regionalization should therefore apply a no-degradation standard to both the area receiving service and the resources supporting it.

Insurance relevance depends on actual deployment, staffing, apparatus, road distance, water supply, response performance, effective response force, PPC treatment, and carrier practices - not modeled

travel time alone. The projected improvement should not be presented as an insurance benefit until implemented and supported by current evidence.

21.7.3 Station and Fixed-Protection Considerations

A station may affect insurance if it changes recognized access, response reliability, effective response force, or another insurer-relevant factor. Planned or modeled station changes have no established insurance effect until operational and measurable.

As previously noted, TMFPD Station 35 is under construction and its insurance relevance will depend on whether it is staffed, equipped, dispatchable, and placed into service.

Other station additions or relocations should be evaluated under the same standard. A replacement station at the same location may improve resilience, apparatus capacity, working conditions, or continuity without changing geographic insurance factors. Station investment and insurance treatment should remain separate unless a measurable connection is established.

21.7.4 Construction Standards and Existing Homes

Washoe County, Reno, Sparks, and TMFPD use WUI codes, defensible-space programs, mitigation assistance, inspections, and public education, although requirements, mapping, enforcement, documentation, and treatment of existing structures vary.

Greater consistency in ember-resistant construction, defensible space, enforcement, and maintenance may reduce wildfire risk and improve mitigation evidence. These benefits result from the measures themselves, not from fire-service consolidation. Land-use and building-code authorities do not automatically transfer through consolidation and can be coordinated under existing governance.

This work is addressed through RES-7 as an independent insurance-resilience action. Any insurance recognition remains carrier-dependent and should not be assumed from code adoption or mitigation completion alone.

21.7.5 Insurer Engagement, Consumer Navigation, and Market Monitoring

These activities fall into two categories:

Regionalization-related activities. Changes to deployment, station coverage, communications, water supply, or other public-protection functions should be documented through a consistent, model-neutral evidence package identifying the responding agency and station, service area, road distance, staffing, apparatus, water supply, measured response performance, applicable PPC information, and effective date. The package should document verified protection conditions - not predict carrier underwriting. Only appropriate, nonconfidential information should be shared. Community Connect records, confidential preplans, occupant information, gate codes, security details, hazardous-material information, and other protected operational data should not be disclosed automatically. These activities support RES-3 and RES-4.

Independent insurance-resilience activities. Consumer navigation, mitigation-documentation assistance, insurance-shopping information, and monitoring of affordability and availability remain valuable regardless of governance structure. Local agencies may provide factual assistance and referrals but should not interpret coverage, promise results, or provide advice requiring an insurance license.

Monitoring should track quote success, wildfire-related cancellations and nonrenewal, premium and deductible changes, mitigation evidence submitted, reconsideration activity, and resulting decisions, subject to privacy protections. These efforts should be treated as resilience measures - not automatic benefits of consolidation.

21.7.6 Recommended Action Summary

Recommendations from Sections 21.4–21.7 are consolidated and prioritized in Section 21.10.

21.8 Cost Efficiencies and Public-Entity Risk-Reduction Opportunities

This section addresses insurance and retained-risk costs for Reno, Sparks, TMFPD, and their governing entities. Residential and commercial measures are addressed in Sections 21.5 and **21.7.**

The agencies currently use different insurance, retention, claims, fleet, occupational-risk, property, and administrative structures. Coordination does not require immediate replacement of those arrangements. The appropriate level of integration depends on the governance model, legal responsibility for employees and assets, loss experience, risk tolerance, and available insurer, pool, broker, administrator, and risk-financing terms.

21.8.1 Coordinated Procurement

Potential efficiencies include a common renewal calendar, coordinated broker scopes, standardized exposure schedules, shared appraisal methods, consistent actuarial assumptions, aligned coverage specifications, consolidated certificates, and reduced administrative duplication. These measures can be implemented while the agencies remain separately insured.

Any comparison of procurement alternatives should include premiums and pool contributions; expected and actual retained losses; deductibles and self-insured retentions; claims and third-party-administrator expenses; brokerage, actuarial, legal, and appraisal costs; collateral and reserve requirements; legacy-claim and runoff funding; loss-control investment; administrative staffing and technology; differences in limits, sublimits, and exclusions; and volatility under ordinary and catastrophe scenarios.

Selected insurance and claims-cost components illustrate the different financing structures of TMFPD and Sparks. TMFPD's premiums and pool contributions of $2,336,800 and its $49,758 return-to-work program total approximately $2.39 million, or about $11,600 per employee. Sparks' allocated premium of $178,663 and its ten-year average incurred fire workers' compensation loss of approximately $425,000 total approximately $603,500, or about $6,350 per employee, excluding retained liability losses, claims administration, and city overhead. These selected components are not the total cost of risk for either agency. The difference reflects financing structure more than loss experience, because the two agencies' workers' compensation loss costs per employee are similar.

Coordinated procurement and administration offer opportunities to improve efficiency, but no insurance saving should be credited to Regional Alignment without a demonstrated reduction in comparable total cost. Regional Alignment remains cost-neutral relative to the Baseline in Chapter 30's financial comparison.

Competitive marketing and a matched total-cost-of-risk comparison are required before concluding that joint purchasing, higher retention, a pool, a captive, or another risk-financing structure is less expensive or more protective.

21.8.2 Coordinated Public-Entity Safety and Risk Management

The most directly controllable public-entity opportunity is coordination of internal safety, loss control, claims, and continuity practices.

Each jurisdiction already maintains risk-management, safety, fleet, maintenance, training, claims, technology, and personnel functions. Regionalization creates an opportunity to align standards, terminology, data, review practices, and corrective-action accountability without assuming that all entities must immediately use one insurer or claims administrator.

The coordinated framework should address the priorities that follow from the agencies' loss data. First, vehicle operations should be governed by common driver qualification, backing and spotter procedures, intersection policies, telematics, and crash review, because vehicle claims dominate the liability and physical-damage losses of Reno and TMFPD. Second, occupational-disease exposure controls, including cancer screening, medical surveillance, decontamination, and exposure recordkeeping, should be standardized because presumptive claims produce the largest and longest-lived workers' compensation costs in all three agencies. Third, strain and sprain prevention and return-to-work practices should be aligned; lost-time claims account for 72 percent of TMFPD's incurred workers' compensation losses, many of TMFPD's claim descriptions involve training drills, fitness activity, and patient lifting, and TMFPD's contracted injury-care and return-to-work program offers a model that could be extended regionally. Fourth, the agencies should adopt common claim, exposure, and property data fields, because their loss runs currently use different formats, periods, and coverage categories.

Community wildfire mitigation is excluded from these priorities because its residential and commercial loss-reduction effects are addressed in Sections 21.5 through 21.7.

21.8.3 Implementation and Decision Standard

Insurance integration should proceed in stages consistent with the selected governance model. Data coordination, safety standards, claims management, fleet controls, property-risk management, cyber controls, and joint procurement can begin while existing insurance programs remain separate. Changes in coverage placement or risk financing should occur only after exposures, liabilities, coverage terms, and financial impacts have been reconciled. This preparation should proceed in parallel with Regional Alignment and the service, funding, and Authority work in Part 9; completion of an Alignment phase is not a prerequisite for evaluating the successor arrangement.

Continuity of protection should be the baseline principle. No employee, asset, apparatus, facility, operation, contract, prior act, claim, or other exposure should transfer on the assumption that existing insurance or self-insurance will follow automatically. Existing coverage should not be canceled or materially changed until replacement protection is confirmed and effective. Confirmation should address the covered entity and operations, effective dates, limits, deductibles or retentions, exclusions, endorsements, claims reporting, prior-acts or tail coverage, and legacy liabilities.

The degree of insurance integration should match the degree of organizational and operational integration. Joint placement, greater retention, self-insurance, or a unified regional program require stronger analysis because these options change loss allocation, catastrophe aggregation, collateral, reserves, and treatment of prior and future claims.

Potential savings from pooling, joint insurance, self-insurance, or higher retention should be recognized only when supported by comparable coverage, validated loss experience, actuarial

analysis, binding quotations, and effective protection. A lower premium alone does not establish lower overall cost or improved coverage. The implementation sequence is addressed in Section 21.11.

21.9 Nevada Insurance Policy Context and Relationship to Regionalization

Nevada provides statutory and administrative mechanisms to encourage wildfire mitigation and support property-insurance availability. These mechanisms offer context for evaluating whether improved fire protection or mitigation may influence insurers, but they do not establish that regionalization will change underwriting, eligibility, ratings, or premiums.

State insurance policy governs insurers, products, rates, underwriting, and consumer protections. Washoe County fire-service governance determines how Reno, Sparks, Washoe County, RFD, SFD, and TMFPD organize, fund, and deliver public protection. The jurisdictions can improve mitigation records, document service changes, assist consumers, and communicate with insurers under any governance model. Neither regionalization nor state insurance reform requires the other.

Regionalization may improve the consistency of information available to insurers, but recognition remains subject to Nevada law, approved insurer practices, and carrier-specific underwriting and rating methods.

21.9.1 Existing Nevada Authority

NRS 679B.129 authorizes the Commissioner of Insurance to establish programs allowing insurers to provide wildfire-mitigation incentives. The authority is permissive; it does not require insurer participation, mandate a specific discount, or guarantee coverage, renewal, or premium reductions.

The DOI's Wildfire Mitigation Incentive Program allows personal-lines insurers to seek expedited approval for selected property- and community-level mitigation incentives. Participation and treatment remain insurer specific. Commercial property is subject to different rate-regulation provisions, so commercial recognition is especially dependent on the property, account, and insurer.

Nevada also permits policies to exclude wildfire and allows standalone wildfire coverage. These options may support availability when standard coverage is limited, but they may increase costs and create separate deductibles, limits, exclusions, and claims procedures. They should therefore be viewed primarily as availability mechanisms, not evidence of regionalization savings.

21.9.2 Nevada Market Evidence

The DOI's Wildfire Data Call, covering insurer practices through December 31, 2022, reported that 50.5 percent of responding insurers used wildfire scoring models, 44.2 percent considered property-level mitigation, and 5.2 percent considered community-level mitigation.

The data confirms that wildfire models and mitigation are relevant to portions of the market, but recognition is not uniform. The limited reported use of community-level mitigation does not mean such measures lack physical risk-reduction value; it demonstrates only that community designations cannot be treated as proof of a specific insurance result. The data also do not establish current practices for every Nevada insurer.

Mitigation and improved fire protection may reduce loss frequency or severity and may influence insurance outcomes. Whether they affect underwriting, eligibility, classifications, deductibles, premiums, or capacity depends on the insurer's data, rating plan, models, concentration limits, and product structure. Physical risk reduction and insurance recognition are related but distinct.

Accordingly, no regionalization measure, mitigation activity, community designation, or certification guarantees coverage, renewal, availability, deductible treatment, or premium stabilization. Claimed insurance benefits of consolidation should be tied to documented, implemented changes and actual insurer treatment.

21.9.3 Comparison with Other-State Requirements

Other states use varying approaches to connect wildfire mitigation with insurance, including mandatory consideration or rating treatment, disclosure and reconsideration requirements, and public verification systems that do not mandate a specific insurer outcome. These models may inform Nevada policy but are statewide insurance choices independent of whether Reno, Sparks, and TMFPD regionalize fire services. Comparisons of California, Colorado, Oregon, and New Mexico are provided in Annex O.

21.9.4 Nevada Policy Options

Several incremental state-level actions identified in the Study could improve the connection between verified mitigation or public-protection information and insurer decision-making without making those actions part of the regionalization decision.

These options support the objective of improving the quality and usability of insurance-relevant evidence. They do not require creation of a regional fire authority and should be treated as independent insurance-resilience actions, not benefits attributable to consolidation.

More substantive alternatives - such as mandatory incorporation of mitigation into underwriting or rating methods, mandatory discounts or alternative adjustments, or restrictions on the use of particular risk information - raise broader statewide actuarial, legal, regulatory, and market-capacity questions. Those alternatives are summarized in Annex O rather than treated as recommendations arising directly from Washoe County fire-service regionalization.

21.9.5 Design Principles and Safeguards

Any effort to link wildfire mitigation or public-protection information to insurance decisions should:

1. Maintain actuarial support and insurer model neutrality.
2. Protect personal, proprietary, and security-sensitive information.
3. Distinguish public planning maps from parcel-level insurance classifications.
4. Provide procedures to correct inaccurate or outdated information.
5. Ensure equitable access to verification and mitigation programs.

Verification confirms that specified work or conditions exist; it does not establish the amount of risk reduction or guarantee a particular insurance outcome. Additional policy considerations appear in Annex O.

21.9.6 Legislative and Regulatory Pathway

Nevada could pursue insurance-policy changes in stages, beginning with improved public information, standardized evidence, correction procedures, insurer engagement, and outcome measurement. If these measures do not produce consistent recognition of verified mitigation, the state could consider additional statutory or regulatory requirements.

These reforms are not prerequisites for regionalization and would not constitute insurance benefits attributable to consolidation. They address the statewide relationship among insurers, policyholders,

mitigation evidence, and insurance regulation and can proceed independently of Washoe County's fire-service structure.

21.9.7 Relationship to Washoe Fire-Service Governance

State insurance policy and Washoe County fire-service governance should remain coordinated but analytically separate. A Washoe County governance action would address regional authority, representation, finance, personnel, assets, liabilities, operations, and accountability. State insurance laws and regulations would govern insurers and policyholders statewide. Neither requires the other.

Regardless of governance structure, Reno, Sparks, Washoe County, RFD, SFD, and TMFPD can maintain reliable information on stations, apparatus, deployment, water supply, prevention, inspections, WUI conditions, fuels treatment, defensible space, property hardening, community recognition, and maintenance. This information should be documented through a consistent, model-neutral framework that identifies verified facts, applicable geography, and effective dates. Insurers would remain responsible for determining how the information affects underwriting or rating, subject to Nevada law and DOI oversight.

A regional authority might improve consistency in data, prevention, inspections, and public information, but consolidation is not required to achieve those improvements. It would not compel insurers to use PPC, revise proprietary wildfire scores, recognize Firewise designations, change portfolio limits, issue or renew coverage, or reduce premiums.

Regionalization should therefore be evaluated primarily on service, governance, fiscal, labor, equity, risk-management, and implementation evidence. Insurance reforms should be evaluated separately based on consumer protection, mitigation evidence, actuarial support, administrative feasibility, and market capacity.

Nevadas existing framework already permits insurers to offer voluntary wildfire-mitigation incentives through an expedited DOI approval process. Eligible measures include Class A roofs, enclosed eaves, fire-resistant vents and siding, defensible space, water storage, Firewise communities, Fire Adapted Communities, and Ready, Set, Go! The program, however, remains voluntary and does not require insurers to offer discounts. The most practical near-term strategy is to standardize documentation, clarify insurer treatment, establish correction and reconsideration procedures, and measure actual insurance outcomes. Broader statewide reforms can be considered separately if warranted.

The central conclusion is that improved fire protection and verified mitigation may reduce physical risk and influence insurance decisions, but regionalization alone does not guarantee greater availability, renewals, improved classifications, or premium stabilization. Such outcomes should be attributed to consolidation only when supported by a specific, implemented regional change.

21.9.7 Relationship to Washoe Fire-Service Governance

State insurance regulation and Washoe County fire-service governance should remain coordinated but analytically separate. A Washoe enabling act would address a regional entity's authority, representation, finances, workforce, assets, liabilities, operations, and accountability. State insurance law would govern insurers and policyholders statewide. Neither requires the other.

Reno, Sparks, Washoe County, RFD, SFD, and TMFPD can support mitigation recognition under any governance model by maintaining reliable records on stations, apparatus, deployment, water supply, prevention, inspections, WUI conditions, fuels treatment, defensible space, property hardening, community recognition, and maintenance. They should present this information through a

consistent, model-neutral evidence package that distinguishes verified facts from modeled results and identifies the applicable geography and effective data.

Insurers would remain responsible for determining how the information affects underwriting or rating, subject to Nevada law and DOI oversight. A regional authority might improve consistency in data, prevention, inspections, and public information, but consolidation is not required to achieve those improvements. It would not compel insurers to use PPC, change proprietary wildfire scores, recognize Firewise designations, issue coverage, or reduce premiums.

Regionalization should therefore be evaluated on service, governance, fiscal, labor, equity, and implementation evidence. Insurance reforms should be evaluated separately based on consumer protection, mitigation evidence, market data, actuarial support, administrative feasibility, and market capacity. Insurance outcomes should not be overstated as a justification for consolidation.

21.9.8 Findings and Conclusions

Nevada law authorizes a voluntary wildfire-mitigation incentive program through which personal-lines insurers may obtain expedited approval for property- and community-level incentives, including Firewise USA recognition. The program does not require participation or guarantee coverage, reconsideration, or premium reductions.

DOI data through 2022 show greater reported consideration of individual mitigation than community mitigation: 44.2 percent of responding insurers considered property-level measures, compared with 5.2 percent for community-level measures. These reported practices support improved community-level documentation and insurer transparency.

Other states demonstrate additional approaches, including mandatory mitigation recognition, alternative discounts, disclosure of insurer practices, decision explanations, reconsideration, appeals, and public certification systems that do not guarantee a particular insurance result.

Nevada should proceed in stages:

- Standardize mitigation and public-protection evidence.
- Require clearer insurer explanations and correction procedures.
- Expand and evaluate mitigation incentives.
- Implement a carefully designed FAIR Plan or residual-market mechanism.
- Leverage and/or Test innovative products and reinsurance options.
- Consider stronger mandates only if voluntary recognition and market-access reforms remain inadequate.

Verified mitigation and improved fire protection may reduce losses and influence underwriting, eligibility, pricing, deductibles, or capacity. Results will depend on insurer practices, loss experience, catastrophe exposure, rebuilding costs, reinsurance, and portfolio conditions. No local action or state requirement can guarantee coverage, renewal, availability, or a specific premium

21.10 Consolidated Recommendations

The following recommendations consolidate Sections 21.2–21.9 and build on existing automatic-aid, shared-CAD, wildfire-preparedness, community-risk-reduction, fuels-management, consumer-assistance, and risk-management programs. Unless a new entity is created, most can be implemented under existing governance through coordinated action by Reno, Sparks, TMFPD, Washoe County, and state and community partners.

21.10.1 Fire Department and Public-Entity Recommendations

P--Establish transition controls.

Before transferring employees, assets, operations, or liabilities, adopt a transition plan addressing legal authority, operational control, employment, asset ownership, insurance, self-insurance, claims, contracts, records, and predecessor coverage. No responsibility should transfer until protection is documented and effective. Prepare these controls concurrently with near-term Regional Alignment and the parallel service, funding, and governance work in Part 9.

P-2 --Preserve legacy liabilities.

Keep pre-transition workers' compensation, occupational-disease, liability, employment, automobile, cyber, and property claims assigned to the originating entities unless they are expressly transferred, actuarially valued, funded, and documented. Preserve employment and exposure records.

P-3 --Reconcile exposures before procurement.

Reconcile property, equipment, fleet, payroll, personnel, contracts, cyber systems, and continuity dependencies before seeking regional coverage. Compare alternatives using equivalent limits, retentions, deductibles, exclusions, and catastrophe assumptions.

P-4 --Compare total cost of risk.

Evaluate premiums, retained losses, claims and legal costs, actuarial services, collateral, legacy liabilities, administration, risk controls, exclusions, and volatility. A lower premium is not a savings if it reflects reduced coverage or greater retained risk.

P-5 --Align safety and claims controls.

Standardized exposure records, medical surveillance, return-to-work practices, driver qualifications, apparatus maintenance, crash and near-miss reporting, contract indemnity, certificates of insurance, claims reporting, and corrective-action tracking.

P-6 --Test catastrophe and technology continuity.

Evaluate limits, deductibles, extra expense, temporary facilities, backups, communications redundancy, and cyber coverage against simultaneous earthquake, wildfire, dispatch, utility, or communications disruptions. Apply Chapter 35's separate dispatch readiness requirements to the primary-center and disaster-recovery arrangements and maintain funded shared operations until the applicable transition requirements are satisfied.

P-7 --Apply a no-degradation standard.

Before changing stations, staffing, apparatus, dispatch, communications, automatic aid, or water supply, assess first-unit response, effective response force, reliability, donor and receiving capacity, fire protection, and insurance implications. Consult Verisk and insurers where classifications or underwriting may be affected.

P-8 --Assign insurance governance.

Designate accountable executive, risk, finance, legal, human-resources, operations, prevention, fleet, facilities, and technology leads. Maintain renewal calendars, claim-authority matrices, transition logs, contract standards, annual exposure reviews, and governing-body reports.

21.10.2 Residential Recommendations

RES-1 - Target assistance geographically.

Use Section 21.6 analysis to prioritize home hardening and mitigation, defensible space, community recognition, and insurance navigation. Stead/North Valleys should receive initial priority based on the identified overlap of growth, WUI exposure, service-access opportunities, and vulnerable locations.

RES-2 -Preserve address-level protection.

Apply the no-degradation standard before changing deployment, stations, apparatus, communications, water supply, or automatic aid. Boundary changes alone should not be represented as improving insurance conditions.

RES-3 - Standardize mitigation evidence.

Develop a common, model-neutral record covering response information, evacuation corridors, station and water supply, PPC data, hardening, defensible space, fuels work, community recognition, inspection dates, verification sources, and maintenance status. Separate verified conditions from assumptions about insurance treatment.

RES-4 -Confirm insurer treatment.

Work with the Nevada Division of Insurance, insurers, brokers, and Verisk to identify which measures and documentation affect eligibility, underwriting, or discounts. Public guidance should identify qualifying measures and required evidence without guaranteeing a premium or coverage outcome.

RES-5 - Expand insurance navigation.

Through Washoe 311, housing and community partners, fire agencies, and the Division of Insurance, help residents document mitigation, understand adverse decisions, compare coverage, obtain quotations, avoid underinsurance, and use complaint processes. Assistance should not constitute licensed insurance advice.

RES-6 - Expand verified mitigation.

Prioritize defensible space, fuels management, inspections, green-waste programs, community recognition, and home hardening. Verify completion and maintenance, while addressing barriers involving income, age, disability, language, tenure, manufactured housing, and contractor access.

RES-7 - Coordinate resilient construction requirements.

Reno, Sparks, and Washoe County should align building, fire, subdivision, access, water-supply, and WUI requirements, emphasizing life safety and physical-loss reduction. Insurance recognition should be evaluated with insurers rather than assumed.

RES-8 - Support measured state reforms.

Support standardized mitigation evidence, improved insurer recognition, and other policy options identified in Section 21.9. Consider alternative insurance structures only if standard-market access remains materially inadequate after mitigation, documentation, carrier engagement, and consumer assistance.

21.10.3 Commercial, Multifamily, and HOA Recommendations

C-1 - Develop priority-property profiles.

Identify commercial, multifamily, HOA, industrial, institutional, and critical-service properties requiring current protection information. Profiles should address response, effective response force, special operations, water supply, fire flow, access, inspections, preplans, sprinklers, alarms, impairments, and mitigation.

C-2 - Protect effective response force.

Evaluate service changes against the staffing, apparatus, water, command, technical-rescue, hazardous-materials, aerial, wildland, evacuation, and continuity needs of complex or high-value properties. First-unit travel time alone is insufficient.

C-3 - Coordinate protection information.

Establish consistent methods for maintaining and sharing fire-flow, hydrant, sprinkler, alarm, access, inspection, and impairment information among fire agencies, water providers, owners, and contractors, with appropriate security controls.

C-4 - Expand business continuity assistance.

Integrate wildfire, smoke, evacuation, access, utility, supplier, and restoration planning into existing programs through economic-development agencies, chambers, emergency management, fire agencies, housing partners, and property managers.

C-5 - Maintain a multifamily and HOA track.

Address common-area mitigation, master policies, deductibles, replacement cost, ordinance-and-law coverage, displacement, maintenance, system impairments, and the relationship between master and unit-level policies.

C-6 - Monitor commercial outcomes separately.

Track commercial, multifamily, and HOA outcomes separately from homeowners insurance, including quoting, renewals, limits, deductibles, capacity, exclusions, and recurring issues by property type while protecting confidential information.

21.11 Implementation Work Plan

This work plan assigns timing, applicability, responsible parties, and expected results to the Section 21.10 recommendations. It begins when the governing bodies authorize the applicable insurance work plan. Until a successor entity assumes a function, responsibility remains with the existing entity that performs it.

The plan distinguishes actions required by structural or operational regionalization from initiatives that can proceed under current governance. This prevents broader insurance-resilience efforts from being misrepresented as benefits attributable to consolidation

21.11.1 Phased Work Plan

In months 0–6, the agencies should adopt transition controls, assign insurance governance, reconcile exposure schedules, and begin common safety and claims data standards while preparing the liability, coverage, and risk-financing arrangements for the potential Authority in parallel with Regional Alignment. In months 6–18, as Regional Alignment agreements are executed, they should allocate liability for shared operations, align renewals and valuation methods, test catastrophe continuity, and complete the workers' compensation actuarial comparisons, while applying the no-degradation standard and public-protection documentation. In months 12–24, they should evaluate results, obtain PPC letters, request classification review where changes have been implemented, and

report outcomes. The additional steps in P-2 and P-4 and the six-step sequence in Section 21.11.2 should advance concurrently with the service, funding, and governance work in Part 9 and must be satisfied before any employee, asset, or liability transfers to a General Improvement District or Regional Fire Authority. Authority implementation remains conditional on public support, required approvals, sufficient funding, and readiness. Dispatch follows Chapter 35's separate pathway; where regional-center funding or readiness requirements are not met, the funded shared phase continues.

The actions above are coordination and resilience measures that can be undertaken without consolidation. Their inclusion in the implementation plan does not establish that they are benefits caused by regionalization.

21.11.2 Six-Step Insurance Integration Sequence

Where greater integration of fire-agency insurance or risk financing is proposed, the following sequence applies in addition to the phased work plan.

First, the agencies should complete the exposure, claims, and coverage reconciliation. Second, they should obtain actuarial valuations of predecessor liabilities and decide which liabilities remain with the originating entities. Third, they should market the proposed program and obtain binding quotations on matched terms. Fourth, they should compare those quotations with the existing programs using all the cost components. Fifth, they should execute agreements that allocate predecessor liabilities, tail coverage, and claims handling. Sixth, they should bind replacement coverage and confirm it in writing before cancelling any existing policy or transferring any function.

No existing fire-agency policy or risk-financing arrangement should be cancelled, and no covered fire-service exposure should be transferred, until the applicable replacement protection and legacy-liability treatment have satisfied these six steps.

21.12 Conclusions

For the participating fire agencies and governing entities, reductions or stabilization in public-entity insurance costs are not an established primary justification for consolidation. Regionalization may reduce administrative duplication, strengthen risk controls, and enable coordinated procurement of property, liability, workers' compensation, apparatus, cyber, and other coverage. It may also concentrate catastrophe, employment, cyber, fleet, and long-tail workers' compensation exposures. Any projected savings would require comparable exposure data, coverage terms, loss experience, actuarial analysis, and market quotations; scale alone does not establish lower cost. The baseline shows why: the agencies' workers' compensation financing ranges from guaranteed cost to multimillion-dollar retention.

The principal insurance concern is continuity of coverage and responsibility for legacy liabilities. Reno, Sparks, and TMFPD have different insurance and risk-financing structures, particularly for workers' compensation and retained risk. If employees, assets, facilities, apparatus, operations, or liabilities are transferred, coverage, funding, records, and claims responsibility must remain continuous. No predecessor coverage or self-insurance authority should be assumed to transfer automatically. Insurance and liability preparation should proceed alongside Regional Alignment and the parallel service, funding, and governance work in Part 9. Coverage transfers remain subject to the applicable approvals and readiness requirements, and dispatch retains its separate Chapter 35 implementation pathway.

Regional coordination may produce insurance-relevant benefits if it measurably improves fire protection through closest-unit deployment, automatic aid, shared communications, station and

apparatus availability, water-supply coordination, or other operational improvements. Any benefit depends on adequate donor and receiving capacity, effective response-force capability, and demonstrated service reliability. Regionalization alone does not improve ISO Public Protection Classifications (PPCs), underwriting, or insurer response; any benefit must reflect protection delivered and recognized by Verisk or the applicable insurer. Regional deployment does not by itself establish an ISO Public Protection Classification change or a premium reduction.

For homeowners, renters, businesses, multifamily properties, HOAs, and institutions, regionalization alone does not establish improved availability, affordability, classifications, or premiums. Potential benefits remain address- and carrier-specific. Residential insurers may also consider wildfire models, property characteristics, catastrophe concentration, and reinsurance conditions. Commercial underwriting further depends on construction, occupancy, fire flow, sprinklers, alarms, specialized response capability, loss history, business-interruption exposure, and catastrophe concentration.

Wildfire mitigation and insurance reform should be pursued independently of consolidation. These measures should not be characterized as insurance benefits of regionalization unless they result directly from an implemented regional change.

Insurance should therefore function as an implementation safeguard and performance measure. Its priorities are maintaining coverage, assigning liabilities, controlling transition risk, protecting service continuity, and validating any claimed benefits with evidence. The strongest insurance rationale for regional coordination is improved risk governance and reduced physical or operational losses - not guaranteed financial savings.

PART 6: REGIONAL OPERATIONAL ALIGNMENT AND STANDARDIZATION

Chapter 22: Regional Operational Policies, Training, Staffing, and Deployment Alignment

This chapter establishes a framework to harmonize agency policies, operational procedures, training standards and certifications, and staffing and deployment practices across RFD, SFD, and TMFPD. National standards - including NFPA 1710/1720/1750, NIMS, OSHA, and IAFC/IAFF guidance - serve as reference points, locally adapted to available funding, operational realities, and community risk profiles, and aligned with Standards of Cover (SOC) and financial sustainability models.

22.1 Problem Statement and Regional Context

RFD, SFD, and TMFPD operate in a shared response environment where incidents routinely involve mutual aid, unified command, and mixed-company operations. Differences in policies and SOGs, training requirements, and staffing practices impede interoperability, create command-and-control friction, reduce firefighter safety, and increase total cost of ownership through duplicate training, inconsistent backfill practices, and inefficient deployment constraints.

Although governed separately, the agencies operate in an interconnected regional response environment and have supported continued operational coordination through mutual aid, joint training, shared SOG development, and dispatch-system modernization. These conditions support Regional Alignment as the near-term operating framework while the participating governments and residents concurrently consider the service and funding choices identified in Chapter 30 through the process described in Chapter 39. Pursuit of a legislated Regional Fire Authority and its funding package depends on public support and the required approvals. The region's mutual and automatic aid models have evolved over time, but legacy governance documents have not been fully reconciled with current operating plans. At least one prior analysis describes a shift from broader automatic response arrangements toward more limited closest-unit-only approaches - a change that may leave nearby appropriate resources unused. Moving toward broader closest-appropriate available-unit deployment in appropriate boundary areas represents a significant long-term opportunity to improve response effectiveness, subject to donor coverage, ERF, specialty-resource, airport, WUI, and availability controls.

The multi-PSAP dispatch environment - creates dual-dispatching delays and limited cross-agency unit visibility. Phone-based coordination between dispatchers at separate PSAPs generates avoidable response delays on multi-agency incidents and is further hampered by the absence of standardized dispatch policies and practices. Radio interoperability is a relative strength; all three agencies operate on the Harris L3 800 MHz system and channel naming standardization is nearing completion. Historical institutional tensions are measurably improving; joint training initiatives, collaborative committees, and shared academy programs will organically strengthen trust and cohesion over time.

Operational Impacts

Communications complexity and patch-dependent constraints with EMS partners create coordination issues on multi-agency incidents impeding the transfer of vital response information.

Non-uniform training expectations and unclear credential equivalencies reduce personnel portability and increase mutual aid friction.

Duplicated training development, inconsistent readiness definitions, and inefficient deployment constraints contribute to overtime pressure and reduced system efficiency reducing the benefits of cost sharing and position training alignment across agencies.

Fiscal impacts: duplicated training costs, inconsistent staffing backfill practices, and inefficient deployment constraints may generate avoidable overtime exposure and unnecessary cost of service delivery.

Fiscal impacts: each agency backfills vacancies through a different process and trigger (i.e. manual day-of, voluntary/mandatory, and rank-for-rank/mandatory, respectively as examples), with no shared minimum-crew or in/out-of-service definitions - differences that, combined with duplicated training development, complicate coordinated backfill planning and regional overtime budgeting. Common definitions and coordinated practices would support consistent benchmarking and joint forecasting.

Inconsistent response time measurement benchmarks and methodology impede meaningful cross-agency performance comparison and the formal adoption, comparable reporting, and observed validation of the regional Standards of Cover framework established in Chapter 19.

22.1.1 Regional Agency Profiles

The Reno Fire Department (RFD), Sparks Fire Department (SFD), and Truckee Meadows Fire Protection District (TMFPD) are the three fire agencies whose policies, training standards, and staffing practices are evaluated throughout this report. Each is a full-service fire and rescue organization delivering structural and wildland fire suppression, technical rescue, hazardous materials response, all-hazards emergency management, and ALS-level medical first response across the urbanized core of Washoe County and the surrounding unincorporated communities.

The profiles below summarize each agency's organizational structure, station complement, staffing model, and operational posture as of fiscal year 2026. They are intended to orient the reader to the specific agencies and operational context within which the policy, training, and staffing analysis throughout this report was developed.

Reno Fire Department

City of Reno; Full-Service Career Department; Municipal Fire Agency

15	337	3	2
Fire Stations	Sworn FTE (FY2026)	Ladder / Truck Cos.	ISO Classification (Presently being evaluated)

The Reno Fire Department is the largest of the three regional agencies, serving the City of Reno as a fully career, full-time municipal department with 337 sworn FTE and 15 stations distributed across the urban service area. RFD carries the largest share of the region's combined emergency response workload and maintains the most extensive dedicated aerial and truck capability in the system.

Station 1 anchors downtown response with an engine, a ladder truck, and a squad. Dedicated truck companies at Stations 1, 3 and 15 provide aerial and heavy rescue (housed at station 3) capability across the urban core. Station 15 at Reno-Tahoe International Airport operates Aircraft Rescue and Firefighting (ARFF) apparatus - a specialized mission distinct from the department's general suppression and rescue operations.

RFD provides ALS-level medical first response at seven stations - currently Stations 2, 3, 7, 9, 12, 13, and 14 - with planned expansion to Stations 6, 10, and 11 by 2027. Ambulance transport is predominately provided by REMSA Health under the regional franchise agreement with some exceptions where RFD provides transport under agreement; RFD units respond in a first-response and ALS support capacity on applicable medical incidents.

Sparks Fire Department (SFD)

City of Sparks; Full-Service Career Department; Municipal Fire Agency

6	93	8	2
Fire Stations	Sworn FTE (FY2026)	Daily Staffed Units	ISO Classification

The Sparks Fire Department is a fully career municipal department operating six stations with 93 sworn FTE across the City of Sparks. Station 1 anchors response with a one-engine, one-truck, and one-squad configuration providing both suppression depth and aerial capability at the city core. An ALS ladder/quint at Station 6 covers the eastern service area, and a transport-capable engine (ALS) is staffed at Station 5. Truck 11 at Station 1 operates at BLS level; all other daily companies carry ALS designation. Note: Recent funding for additional approval for additional FTEs will bring aerial staffing from 3-4 in the near term.

SFD's compact geographic footprint and consistent shift staffing position it as an efficient multi-mission agency. The department does not currently use AVL for deployment. Closest-appropriate-resource use within its jurisdiction is planned after implementation of the new regional CAD platform, and all stations house suppression-capable apparatus.

Truckee Meadows Fire Protection District (TMFPD)

Unincorporated Washoe County; Combination Career / Volunteer Special District

10	207	Station 33	3/10
Staffed Stations	Sworn FTE (FY2026)	Ladder Company	ISO Classification

The Truckee Meadows Fire Protection District is a combination career/volunteer special district serving the unincorporated areas of Washoe County surrounding the Cities of Reno and Sparks. With 207 sworn FTE and 10 currently staffed stations, TMFPD serves the most geographically varied service area of the three agencies, encompassing dense suburban development, rural corridors, wildland-urban interface terrain, and isolated communities. Station 35 is treated as a future facility and receives no current-network credit until staffed commissioning.

Engine companies form the district's suppression backbone across all stations. A ladder company at Station 33 provides aerial and heavy rescue capability for the district. Distinctively, TMFPD operates three transport-capable ALS ambulances at Stations 32, 45, and 46 within designated limited-response zones under a REMSA sub-contract arrangement - a transport configuration unique among the three regional fire agencies. The district maintains at minimum one paramedic-qualified member on every first-out engine and ambulance across all shifts.

Of the three agencies, TMFPD presents the most operationally complex profile - combining structural suppression, wildland interface response, ALS first response, and limited transport operations across a service area that spans significant geographic and demographic variation.

TMFPD also maintains an active volunteer program that provides coverage across the rural and wildland areas of the district. Consultant interview records identify volunteer-staffed locations at

South Valley (Stations 300 and 320), Silver Lake (Station 430), Red Rock (Station 240), Palomino Valley (Station 450), and Gerlach (Station 242), where volunteers support wildland fire response, water tender operations, and emergency support functions. TMFPD provides administrative, operational, and training oversight for the volunteer programs. While this report focuses primarily upon career staffing, the volunteer program remains relevant to service delivery in TMFPD's rural communities. The supporting volunteer program assessment is retained in the report's consolidated annex materials.

22.2 Standards and Frameworks

The following national standards serve as reference points, locally adapted to operational realities (staffing configurations, existing station location, etc.) and fiscal constraints.

Table 22-1. National standards reference points

Framework	Relevance to Chapter 22
NIMS Implementation Objectives	Consistent NIMS adoption; SOGs and training program materials as evidence -plain language, interoperable communications, refresher frequency.
NIMS National Qualification System (NQS)	Performance-based qualifications; position task books; evaluator guidance; portable interoperable roles.
NIMS Mutual Aid Guideline	Common terminology; certification recognition; interoperable communications protocols; credential validation at resource check-in.
NIMS Communications & Information Management Standards	Plain language requirements; standards-based communications system expectations; interoperability across dispatch and field environments.
NFPA 1710 / 1720 / 1750	Staffing and deployment reference benchmarks; locally adapted to performance objectives and fiscal constraints.
NFPA 1521	Anchor standard for Incident Safety Officer roles, duties, and minimum qualification equivalencies.
IAFC / IAFF Guidance	Labor-management alignment for policy development, safety sign-off processes, and operational standards.
OSHA Respiratory protection requirements	Respiratory protection requirements, including the IDLH two-in/two-out provisions of 29 CFR 1910.134(g)(4), provide a baseline safety requirement for interior structural firefighting. Regional policies should maintain compliance through consistent accountability, RIC/RIT, respiratory-protection, and staffing practices.

22.3 Current State Assessment

Analytical Methodology

This assessment was conducted across three core analytical dimensions (see the Regional Operational Readiness Assessment appears in Annex P). Findings and recommendations are locally adapted throughout to align with available funding, operational realities, and community risk profiles

- and are aligned with the Standards of Cover (SOC) framework in Chapter 19 and the financial sustainability models developed under this engagement.

Policy and Procedure Review

Existing operational policies, training manuals, and standard operating guidelines (SOGs) across RFD, SFD, and TMFPD were reviewed and cross walked. The crosswalk was structured to identify: (a) redundancies — requirements that exist in multiple documents, beneficial where consistent and costly where duplicative; (b) conflicts — requirements that differ across agencies and create field friction or inconsistent outcomes; and (c) gaps — functions for which no regional policy exists, or where existing policies are incomplete or outdated. Results are reflected in Sections 22.3.1, 22.4, and 22.5.

The full document inventory reviewed by the Study Team is maintained in the project working files; the interoperability-critical policy domains most relevant to regional standardization are summarized in this chapter.

Training and Certification Alignment

Current training standards across all three agencies were compared against applicable national benchmarks - including NFPA/NIMS standards, locally mandated certifications specific to Nevada and each agency's operational requirements. The assessment evaluated recruit academy, engineer and officer development pathways, promotional testing standards, joint training frequency, and training records infrastructure. Recommendations D and E in Section 22.5 emphasize standardized curricula and continuing education requirements, with particular attention to interoperability and cost containment as organizing principles.

Regional minimum qualifications should preserve all applicable Nevada State Fire Marshal, EMS, NWCG, and other legally required credentials; regional standardization should establish a common floor above those requirements rather than replace them.

The Regional Training Committee should establish annual minimum continuing-education and refresher requirements by operational role, including required joint multi-agency training for interoperability-critical disciplines.

Staffing Practices and Deployment

Existing staffing levels, deployment models, and shift configurations across all three agencies were assessed in relation to the community risk and demand profiles developed in Chapters 10, 14, and 16 - including call volume, incident type mix, geographic coverage requirements, and growth trends - alongside fiscal constraints. The assessment documents minimum staffing requirements, backfill and callback practices, apparatus deployment configurations, and dispatch models. Staffing alternatives are evaluated against the regional Standards of Cover framework in Chapter 19 and the financial analysis developed for this Study. This assessment informs Recommendations F and G in Section 22.5 and the phased Implementation Roadmap in Section 22.6.

22.3.1 Policies and Procedures

Each agency maintains a distinct policy and operational guideline library, with differences in document maturity, review cycles, and labor sign-off requirements that reflect each agency's governance structure and organizational culture. Naming conventions vary meaningfully across agencies: SFD organizes its directives under Rules, Regulations, and Standard Operating Procedures; RFD distinguishes between policies - used for administrative guidance - and Standard Operating Guidelines, which govern tactical field operations; and TMFPD applies the term "Policy" and

“Operational Guidelines “across both administrative and operational contexts. For clarity and consistency throughout this report, SOG refers to operational directives and policy refers to administrative directives, regardless of the terminology used by a given agency.

Administrative policies present the more significant harmonization challenge. They are frequently unique to each agency, deeply tied to the parent governance and legal frameworks of their respective jurisdictions - city ordinance, district board authority, and collective bargaining structures - and are therefore not readily transferable across organizational boundaries. Meaningful blending of administrative policies will require a more deliberate, longer-term governance process and may not be necessary unless a later governance decision requires common administration, compared with operational standardization alone.

Tactical operational guidelines present a more accessible near-term opportunity. Across all three agencies, tactical SOGs vary in maturity, organizational structure, and depth; however, because they govern how units operate on shared incidents, they have a more direct path to regional harmonization. The primary constraint is not philosophical - the agencies share a common operational culture and mutual aid history - but practical: staffing disparities between agencies create differences in tactical assumptions and deployment expectations that must be reconciled as part of any unified operational doctrine effort. Despite these differences, all three agencies participated in executing the November 2025 Regional SOGs and described the Regional SOG Committee as a functioning, productive body. The governance model - agency representatives drafting jointly adopted standards that each Chief signs and operationalizes - is working and should be formalized, resourced, and supported. Moving toward broader closest-appropriate available-unit response principles in appropriate mutual-aid areas represents a significant long-term opportunity that will become increasingly achievable as SOG and dispatch integration matures. Refer to the phased implementation plan in Section 22.6.

Table 22-2. Policy Divergences - Comparison Matrix

Topic	Reno (RFD)	Sparks (SFD)	Truckee Meadows (TMFPD)
Document Naming & Structure	Policies (administrative guidance); Standard Operating Guidelines (tactical field operations)	Rules, Regulations, and Standard Operating Procedures - distinct from administrative policies	Policy and/or Operational Guidelines - applied to both administrative and operational contexts
Operational SOG Library	Limited in quantity; high in substance and personnel engagement; robust supporting policy library	4-section framework; 2–5 yr review cycle; clear delineation between document types	Online library; best practices committee with high engagement
Labor Sign-Off	Not required; voluntary for safety items	Notified; formal for safety items	Required for safety-related items
Wildland SOG	None - identified regional gap	Moderate capability	Strong SOG & operational capability
High-Rise SOG	Strong; dedicated truck SOG	Moderate capability	No SOG; very limited experience

Topic	Reno (RFD)	Sparks (SFD)	Truckee Meadows (TMFPD)
Staffing Minimum	4-person (CBA + SOC)	3-person engines & aerial, recent approval for additional FTEs will bring aerial to 4-person	3-person engines; 4-person Quint (cross-staffed)
Labor Representation	IAFF Local 731	IAFF Local 731	IAFF Local 2487

Each agency has an extensive library of accepted SOG s, the table above is meant provide a small sampling of some core disparities.

Table 22-3. Executed Regional SOGs - November 2025

Regional SOG	Status
Incident Command & Risk Management	✓ FULLY EXECUTED - All three Fire Chiefs, November 1, 2025
Personnel Accountability	✓ FULLY EXECUTED - All three Fire Chiefs, November 1, 2025
Operational Terminology (OG502.3)	✓ FULLY EXECUTED - All three Fire Chiefs, November 1, 2025
Structure Fire Operations	In Development - Priority Nearing Completion
Mayday / RIC/ RIT Coordination	In Development - Priority
High Rise	In Development

The Regional SOG Committee should receive a formal charter, dedicated administrative support, and a published multi-year adoption roadmap. All SOG adoptions must be interlocked with delivery through each agency's training-platform instance and appropriate hands-on training - no SOG is complete until trained across all three agencies. Refer to the Critical Domain Policy Crosswalk in Annex Q.

22.3.2 Training and Certifications

All three agencies conduct 16-20-week recruit academies with nearly identical minimum hiring qualifications. Engineer and officer development pathways differ materially in certification requirements, time commitments, and compensation models, creating credential portability friction - but also a clear opportunity for coordinated training efforts. Interview participants reported that joint training outside of HAZMAT is informal and infrequent, typically involving two to three multi-agency events per year. The Regional Public Safety Training Center (RPSTC) is used extensively by Reno and other public safety partners, who dominate scheduling; TMFPD has opted out entirely, citing distance, scheduling barriers, and cost; and SFD finds availability a significant constraint. Minimum qualifications for Firefighters are closely aligned across agencies, with moderate divergence at the Engineer, Company Officer, and Battalion Chief levels. All three agencies use separate agency instances of a common training-records vendor and the same promotional-testing

vendor (Jack Clancy & Associates). This common vendor base may facilitate a future shared or federated configuration, but the systems are not presently integrated.

Table 22-4. Training Divergences - Comparison Matrix

Topic	Reno (RFD)	Sparks (SFD)	Truckee Meadows (TMFPD)
Recruit Academy	In-house at RPSTC; 20 weeks	In-house; 16 weeks	Carson City Regional Academy; 16+ weeks with subsequent 2 Weeks 'in house" post academy
Engineer Development	3-week school; paid; task books	Task book + in-house test; paid off-duty	2-week school; unpaid off-duty
Captain Development	7 yrs OTJ + 2-week school	Task book + SFM Fire Officer I	6 yrs + 2-wk school + Fire Officer I + NWCG Engine Boss + Hazmat Ops
BC Development	4 yrs captain + BA/BS	Fire Officer II + task book	Fire Officer II + 6 yrs captain + Engine Boss + Hazmat IC + 2-week school
RPSTC Access	Annual buy-in; dominant scheduler	Available; scheduling a significant constraint	Opted out -distance, scheduling & cost barriers
Labor Union	IAFF Local 731	IAFF Local 731	IAFF Local 2487

Training Alignment Strengths

1. All three agencies use separate agency instances of the same training and certification vendor. A shared or federated configuration could improve cross-agency certification visibility, subject to technical, contractual, governance, and implementation review.
2. All three use the same testing vendor for promotional testing - the infrastructure for a joint promotional process is functionally in place.
3. Consultant interviews described the HAZMAT team as conducting monthly regional training and functioning as a practical proof-of-concept for regional training integration.
4. Consultant interview summaries indicate command-level support for a joint recruit academy as a foundational core, a combined engineer academy, and an officer development program. Establishing minimum qualifications, acting standards, and joint promotional processes for Firefighter through Battalion Chief across all three agencies could standardize performance expectations, strengthen command and control, improve regional confidence, and create opportunities for cost containment.
5. A regional role-based training matrix with defined refresher expectations and clear cross-agency equivalencies would immediately reduce portability friction and support consistent mutual-aid credential validation.

RPSTC Governance Action Needed: A governance review of RPSTC access, scheduling, and cost-sharing is a precondition for more equitable participation by all three agencies. The current scheduling structure effectively concentrates access with one fire agency and other public safety agencies and should be restructured if the Center is to serve its regional purpose.

22.3.3 Staffing Model: Planning Comparison

Annex H presents the planning-level comparison. All-four-person staffing adds 17 daily seats at an estimated $9.588 million in annual loaded personnel cost. All-three-person staffing removes 20 daily Reno seats and has a stabilized annual loaded-cost reduction of approximately $11.280 million, phased through attrition; it is not an immediate cash saving or a service-neutral efficiency case. The geographic hybrid adds 13 daily seats at an estimated $7.332 million in annual loaded personnel cost. These are Annex H's annual staffing estimates, not the five-year funding requirements presented in Chapter 30. Chapter 30 provides the controlling financial comparison for evaluating the affordability of the selected service package, with overlapping staffing costs counted only once. None of these cases is an authorized endpoint. Selection remains subject to operational validation, labor and legal review, fiscal feasibility, service-equity analysis, and governing-body approval.

The following assessment documents existing staffing levels, deployment models, and shift configurations across all three agencies, evaluated against community risk and demand profiles - including call volume, incident type mix, geographic coverage requirements, and growth trends - alongside fiscal constraints and the performance objectives established in Chapter 19.

Table 22-5. Staffing model planning comparison

Topic	Reno (RFD)	Sparks (SFD)	Truckee Meadows (TMFPD)
Engine Staffing	4-person (CBA + SOC)	3-person min. (1 paramedic/engine/day)	3-person with daily ALS staffing
Truck / Aerial	4-person dedicated truck	3-person aerial (1 truck + 1 Quint, Stn 6)	4-person cross-staffed Quint; no dedicated truck
Shift Schedule	48/96 - ABC rotation	48/96 - ABC rotation	48/96 - ABC rotation
Staffing Software	Telestaff (manual; BC-managed)	Telestaff (automated; 48-hr lookahead)	Telestaff (automated; 48-hr lookahead callback)
Labor Union	IAFF Local 731	IAFF Local 731	IAFF Local 2487
Dispatch Model	Run cards retained in the core city for workload balancing; AVL planned after Octave/Hexagon go-live in outlying areas where automatic aid is present.	No current AVL; closest-appropriate-resource use within SFD planned after regional CAD implementation; enhanced aid with TMFPD in defined zones	Dynamic AVL operational within TMFPD; regional CAD is expected to support multi-agency closest-appropriate available-unit deployment
Response Time Benchmark	No formally adopted standard	90th percentile (adopted; not currently tracked or reported)	85th percentile per SOC; zone-differentiated (differs from peers)

Staffing Model: Service and Funding Decision

Four-person staffing may improve initial task execution and effective-response-force assembly. The planning comparison in Annex H evaluates all-four-person, all-three-person, and hybrid urban/suburban-four-person and rural-three-person alternatives to inform decision-making around this issue moving forward, alongside Chapter 30's financial analysis.

The operational analysis in Chapter 14 indicates that four-person staffing may improve initial task execution and effective-response-force assembly. It does not, however, establish a selected or funded regional staffing endpoint. Regional decision-making should use the report's comparison of all-four-person, all-three-person, and hybrid urban/suburban-four-person and rural-three-person alternatives before selecting a preferred staffing model or implementation sequence. That selection should form part of the concurrent service and funding process described in Chapter 39, reflecting the services residents are willing to fund. Reserve-fleet need should be evaluated separately based on frontline availability, maintenance downtime, apparatus category, surge and WUI requirements, and operator qualifications.

The operational analysis in Chapter 14 and the staffing analysis in Annex H show that all-four-person staffing provides the largest fixed-capacity increase, while the geographic hybrid captures 13 of the 17 additional daily seats associated with the all-four-person case. The all-three-person case removes all 20 affected seats from Reno and weakens its planned structural-fire personnel depth. Neither added-seat case independently establishes ERF sufficiency throughout the region. A risk-based phased package is therefore the preferred planning framework, subject to location-specific operational validation, labor review, fiscal feasibility, and governing-body approval. Reserve-fleet requirements remain a separate decision based on frontline availability, maintenance downtime, apparatus category, surge and WUI requirements, and operator qualifications.

Dispatch - The Universal Chokepoint

Interview participants consistently identified dispatch as the most urgent operational barrier and the highest near-term priority across the three fire agencies and REMSA Health. Incompatible CAD systems, multiple PSAPs, and dual-dispatching processes create coordination overhead and limit cross-agency unit visibility. Phone-based coordination between dispatchers at separate PSAPs can generate avoidable delays on multi-agency incidents. The new regional CAD platform (HxGN/Octave) is broadly supported as an important near-term technology investment that can enable shared AVL visibility, closest-appropriate available-unit routing, and broader cross-boundary coordination. Its benefits depend on alignment of regional policies, response-level standards, AVL utilization rules, and cancellation criteria. The report's dispatch chapters recommend enhanced shared/virtual operations as an interim phase while planning for a permanent regional Fire/EMS communications center proceeds concurrently. That permanent center is the recommended dispatch end state and is intended to reduce the coordination barriers associated with the current multi-PSAP environment. Implementation remains subject to approved funding, required agreements, and operational readiness; it does not require fire-department consolidation.

The operational and dispatch analyses in this report confirm that the new regional CAD platform is supported by an established multi-agency governance structure - including a Manager's Board, Executive Board, and Change Advisory Board, with Washoe County serving as the contractual holder and fiscal administrator for the shared platform. This governance infrastructure is operational. The work that remains is policy-level: aligning response protocols, run-card logic, AVL utilization rules, and boundary-drop procedures within the platform's existing framework. The technical foundation is nearly in place; this chapter addresses the associated governance and policy work.

Closest-Appropriate Available-Unit Response: Status and Path to Broader Boundary-Drop

The three agencies have made significant progress on an operational agreement to dispatch Engines, Brush units, and Battalion Chiefs using AVL-based closest-appropriate available-unit selection; extension to Truck Companies is a stated future goal. Once formalized and validated, this agreement may demonstrate that broader cross-boundary operational coordination is feasible, without predetermining any governance outcome. Current AVL and closest-unit deployment status reflects a region in active transition:

TMFPD is the region's early adopter on closest-unit dispatch: dynamic AVL is already operational within its jurisdiction, and TMFPD has programmed its CAD to support the tentative multi-agency agreement. TMFPD intends to send and accept the closest appropriate available unit regardless of jurisdiction, subject to agreed operational controls.

RFD does not currently use AVL for dispatch but plans a hybrid deployment approach once the new Octave/Hexagon CAD platform goes live: AVL-based deployment will be used in outlying areas where automatic aid is present, while the core city will continue to use the run-card system to help balance workload across busy downtown districts. Any broader regional boundary-drop deployment should retain donor-coverage, ERF, specialty-resource, airport, WUI, and availability controls.

SFD does not currently use AVL for deployment but plans closest-appropriate available-unit dispatch within its jurisdiction once the new regional CAD platform is live. SFD and TMFPD already operate under an enhanced aid agreement in which each agency may respond into the other's jurisdiction in defined areas. This provides an existing operational foundation for evaluating broader boundary-drop at the SFD/TMFPD interface, subject to performance validation and agreed operational controls.

The boundary-drop analysis in Chapters 10 and 16 identifies specific corridors where closest-appropriate available-unit response may reduce travel time, with modeled benefits varying by location and circumstance. Those findings should not be generalized into a regionwide one- to two-minute guarantee. Implementation depends on the new regional CAD platform, aligned dispatch protocols, and mutual aid contributions, ERF, specialty-resource, airport, WUI, and availability overrides. Dispatch integration and policy alignment are enabling conditions that may improve 90th-percentile performance, but they are not sufficient to guarantee achievement of regional reliability standards. Stakeholders noted that Knox-box key-system compatibility is a dependency for broader boundary-drop and that a local dispatch policy workgroup could proceed without formal consolidation.

Path to Broader Operational Coordination

The enhanced aid arrangement between SFD and TMFPD provides a practical foundation for evaluating broader closest-appropriate available-unit response. Extending this model to all three agencies would depend on the new regional CAD platform, aligned SOGs and response standards, and mutual aid contributions, ERF, specialty-resource, airport, WUI, and availability controls. Broader cross-boundary response does not require governance consolidation to begin, and operational results should inform the concurrent service, funding, and governance process without predetermining its outcome.

TMFPD's staffing model includes a volunteer component that warrants recognition in regional planning. Based on consultant interview records and FY2026/27 program information, the program was reported to cost approximately $260,000-$300,000 annually, support one FTE administrative coordinator position, and include 28 operational volunteers qualified to at least Wildland FFT2. The program supplements career staffing across rural and wildland areas and may also support training and workforce development. Any regional governance or service-delivery alternative should account

for the program's rural coverage role, costs, qualifications, recruitment needs, and operating controls. The supporting volunteer program assessment is retained in the report's consolidated annex materials.

Northern Washoe County presents a distinct service-delivery issue that should be recognized in the regional planning process. Existing fire and emergency response in these remote areas involves a combination of County, TMFPD, volunteer, and cooperating-agency resources and should not be characterized as the sole responsibility of TMFPD.

Under the recommended near-term Regional Alignment Plan, existing northern service capabilities and supporting arrangements should remain in place unless the responsible governing agencies expressly determine that a change is warranted. Regional Alignment does not require the transfer of northern County fire-service responsibilities, volunteer programs, or associated costs to another entity.

As a General Improvement District or Regional Fire Authority is evaluated through the parallel service, funding, and governance process, northern service responsibilities would need to be addressed explicitly before any transfer occurs. That review should identify the responsible service provider, applicable agreements, volunteer and cooperating resources, operational requirements, and associated operating and capital costs.

22.3.4 Response Time Standards and Standards of Cover

The assessment reveals meaningful divergence in standard-setting maturity across the three agencies - a divergence that impedes formal adoption, comparable reporting, and observed validation of the regional Standards of Cover framework established in Chapter 19. The agency standards are summarized below and should be read with Chapter 19's regional recommendations.

At a regional level, response time standards differ across three dimensions: whether formal standards have been adopted, which reliability threshold is applied, and how response time intervals are measured. These differences reflect different governance cultures, different approaches to accountability, and materially different operational environments. Resolving them is not about forcing uniformity - it is about establishing the shared measurement framework needed to adopt, implement, report, and validate the regional SOC recommendations in Chapter 19.

Alignment with NFPA Benchmarks

Where formal standards have been adopted, partial alignment with NFPA 1710 benchmarks is evident. SFD's adopted call processing time and urban total response time targets correspond closely to NFPA 1710 values, as does its urban ERF target - reflecting SFD's career municipal character. TMFPD's standards, adopted per its Standards of Cover, are differentiated by zone/land use (urban, suburban, and rural/WUI) and reflect the district's geographically diverse character: urban and suburban standards are longer than NFPA 1710 benchmarks due to the significant travel distances inherent in a 1,000+ square mile district, while rural/WUI standards are consistent with the geographic and demographic realities of its service area. ERF standards have not yet been adopted by TMFPD or formally addressed by RFD - a gap in full-deployment accountability across the region.

For regional comparison and accountability, Chapter 19 recommends reporting at the 90th percentile, with the 75th percentile used as a diagnostic measure and with performance objectives adapted to land-use and service-zone conditions.

Agency Responses - Summary

Reno Fire Department

RFD has not formally adopted a response time performance standard. RFD did clarify that, once the Octave/Hexagon CAD platform goes live, AVL is planned for outlying areas where automatic aid is present, while run cards will continue to be used in the core city to balance workload across busy downtown districts. Adoption of defined performance thresholds and a consistent measurement methodology would establish the basis for RFD's comparable ongoing reporting and observed validation of the regional Standards of Cover framework in Chapter 19, building on the response-time analysis presented in this report.

Sparks Fire Department

SFD submitted adopted performance standards broadly consistent with NFPA 1710 benchmarks across call processing, turnout time, and urban response categories, applying a 90th percentile reliability threshold. SFD's adopted standards are not currently incorporated into routine agency performance reporting. Establishing recurring reporting against those standards is an operational implementation priority, with the administrative support required included in the implementation workplan and budget. SFD indicated that CAD data is accessible through its records platform for analytical purposes. On AVL and dispatch, SFD currently does not use AVL, but plans closest-appropriate-resource use after the new regional CAD platform is implemented. Its enhanced aid arrangement with TMFPD provides an operational foundation for evaluating cross-boundary closest-appropriate available-unit response with agreed controls.

Truckee Meadows Fire Protection District

TMFPD has adopted the most mature response time standards of the three agencies, formalized through its Standards of Cover and differentiated by service zone/land use, applying the 85th percentile reliability threshold. This differs from SFD's 90th percentile and must be accounted for in any comparative analysis. TMFPD is the only agency currently operating dynamic AVL-based closest-unit dispatch. Its plan under the new regional CAD platform is to continue and/or extend this capability to multi-agency response, with Engines, (Brush units, and Battalion Chiefs are already operating with AVL closest unit) considered through closest-appropriate available-unit selection across agency lines under the tentative three-agency agreement. TMFPD noted that zoning classifications may overstate urbanization in some areas - Palomino Valley, for example, is approximately 12.6 miles and 15 minutes from the nearest career station - and these geographic nuances should inform interpretation of zone-based standards hence TMFPD has utilized land use as a parameter for response standards. TMFPD submitted dashboard performance data for review as part of this engagement.

The boundary-drop model is recommended as a phased, long-term regional deployment strategy and does not assume that universal AVL capability currently exists but that it will in the near-term future. TMFPD, Reno, and Sparks are at different stages of CAD and AVL implementation; accordingly, each agency should determine the timing and extent of participation based on its operational needs and technology capabilities. Initial implementation should focus on targeted boundary-area pilots using AVL where available and preplanned, boundary-neutral run cards where it is not. As capabilities mature, successful pilots can be expanded toward closest-appropriate-available-resource deployment, including the combination of resources necessary to assemble an effective response force (ERF) for higher-hazard incidents. Expansion should be based on demonstrated improvements in response performance while maintaining appropriate donor-area coverage, rather than assuming that a uniform regional deployment model must be implemented simultaneously by all three agencies. Also refer to the TMFPD Volunteer Fire Program Assessment in Annex R.

SOC Adoption and Validation Requirements

Chapter 19 establishes the recommended regional Standards of Cover framework. The immediate priorities are: (1) formal adoption of defined performance objectives and interval definitions; (2) comparable reporting at the 90th percentile, with the 75th percentile used diagnostically and with land-use and service-zone distinctions retained where appropriate; and (3) consistent AVL-based time-stamping and data governance across the regional CAD environment. These steps are required to implement, monitor, and validate the regional framework; they are not prerequisites to its development.

22.4 Core Findings

22.4.1 Key Findings

The regional system functions in an interconnected operational environment despite separate governance structures. Modeling indicates that incremental regionalization- through closest-appropriate available-unit response and coordinated deployment - can produce measurable improvements without requiring governance consolidation.

Consultant interviews consistently identified unified or functionally integrated dispatch as the highest-priority near-term operational improvement across the three fire agencies and REMSA Health.

Regional SOGs - Incident Command & Risk Management, Personnel Accountability, and Operational Terminology - were signed by all three Fire Chiefs in November 2025, creating an executed shared baseline. The Regional SOG Committee, now expanded to include Battalion Chiefs and Captains, is the significant organizational asset for regionalization; Mayday/RIC and Structure Fire SOGs are in active development.

All three agencies share the same 48/96 shift schedule and use separate agency instances of the same training-platform vendor (Vector Solutions). RFD and SFD personnel are represented by IAFF Local 731, while TMFPD personnel are represented by IAFF Local 2487. These common elements provide useful alignment infrastructure, although federation, labor review, and implementation work remain necessary.

Consultant interviews identify the HAZMAT Triad - shared SOGs, equipment, training, and certification minimums - as a practical proof-of-concept for further operational alignment across the three agencies.

Staffing disparities remain material: RFD operates with a four-person minimum, while SFD and TMFPD generally operate with three-person company staffing. Consultant interviews indicate support among command and labor participants for considering four-person staffing, but the preferred regional endpoint remains unresolved and requires consideration of the report's comparison of all-four-person, all-three-person, and hybrid alternatives, together with fiscal and labor review.

Policy version drift persists: legacy directives and modern operating plans are not fully reconciled, constraining efficient deployment and creating inconsistent expectations.

Dispatch fragmentation remains the most urgent operational barrier. Consultant interviews consistently identified the anticipated new regional CAD (Hexagon On-Call/Octave CAD) as an important enabling technology for broader closest-appropriate available-unit response and a consequential near-term regional investment.

Interoperability friction persists in predictable areas: technology platforms, communications dependencies, credential portability, and inconsistent staffing, deployment, and readiness definitions.

Response time performance standards differ materially across agencies in adopted benchmarks and measurement methodology. RFD has not formally adopted any response time standard; SFD has adopted NFPA 1710-aligned standards but does not currently track or report against them; TMFPD has adopted and tracks zone-differentiated standards per its Standards of Cover using an 85th percentile threshold. These differences impede comparable regional reporting and observed validation and should be reconciled as part of formal adoption and implementation of the Chapter 19 regional SOC framework.

22.4.2 Regional Strengths

Table 22-6. Regional strengths matrix

Strength	Description
Foundation Solid	Three Regional SOGs — Incident Command, Personnel Accountability, and Operational Terminology — fully executed and signed by all three Chiefs in November 2025. These form the executed anchor for all subsequent regional standards work.
Committee Active	The Regional SOG Committee is functional, expanding, and producing results. Now inclusive of Battalion Chiefs and Captains, it is the single most important organizational asset for near-term regionalization.
Infrastructure Ready	A shared 48/96 shift schedule, two established labor organizations, and separate agency instances of the same training-platform vendor provide a useful alignment foundation. Federation, labor review, governance, and implementation work would still be required.
Proof of Concept	Consultant interviews identify the HAZMAT Triad as a practical model for further operational alignment through joint training, shared SOGs, standardized equipment, and aligned certification minimums. Its applicability to Water Rescue, Technical Rescue, and other domains should be evaluated with appropriate modifications.
Labor Aligned	Consultant interviews indicate support among command and labor participants for considering four-person staffing. A preferred regional staffing model has not been selected, and any change remains subject to formal labor, fiscal, operational, and governing-body review.

22.4.3 Gaps and Friction Points

Table 22-7. Gaps/friction points matrix

Gap	Description
Policy Version Drift	Legacy mutual aid governance documents conflict with modern operating plans. No regional policy hierarchy defines what governs in multi-agency incidents.
Operational Layer Incomplete	Mayday/RIC/RIT, Structure Fire, Highrise (in progress), communications interoperability, and automatic/mutual aid expectations remain distributed across separate agency libraries with uneven maintenance. Progress toward boundary-drop is impeded until these gaps are resolved.
Dispatch Fragmented	Multi-PSAP environment, incompatible CAD systems, and no seamless cross-agency unit visibility. Phone-based inter-dispatcher coordination creates avoidable delays

Gap	Description
	on multi-agency incidents. Deployment of the new unified CAD platform is the near-term solution.
Closest-Unit Gap	Agency deployment plans are not fully uniform. RFD plans AVL use in outlying automatic-aid areas after Octave/Hexagon go-live while retaining run cards in the core city for workload balancing; SFD plans expanded closest-appropriate-resource use after CAD implementation; TMFPD supports broader boundary-drop. Policy alignment and operational safeguards remain prerequisites to cross-jurisdictional closest-appropriate available-unit deployment.
Training Siloed	No joint academy since 1998, no shared training standards. TMFPD has opted out of RPSTC primarily due to being an unsupported member while one agency controlled the scheduling. Divergent Engineer and Officer development standards create credential portability friction.
Staffing Disparity	RFD at 4-person minimum; SFD and TMFPD generally at 3-person company staffing. No preferred regional staffing endpoint has been selected, and no unified readiness definition framework exists for closest-appropriate available-unit deployment.
Response Metrics Inconsistent	TMFPD uses the 85th percentile; SFD nominally uses the 90th percentile; RFD has no adopted percentile standard; and measurement methodology varies. These differences impede comparable reporting and observed validation of the Chapter 19 regional SOC framework.

22.5 Strategic Recommendations

22.5.1 Policies and Procedures

Formalize the Regional SOG Committee

1. Review any standing charter and, as needed, issue a formal charter with decision rights, policy hierarchy, and change-control procedures; assign dedicated administrative support. Include labor representation in charter development.
2. Confirm executed November 2025 Regional SOGs as anchor standards and define how local SOPs relate to them in multi-agency operations.
3. Interlock all SOG adoptions with delivery through the agencies' respective training-platform instances and hands-on training - no SOG is complete until trained across all three agencies.
4. Establish minimum regional standards for IDLH accountability (passport/PAR/entry-exit reporting) and plain-language communications conventions as priority early outputs of the Committee.

Complete the SOG Development Pipeline

1. Complete Mayday/RIC/RIT and Structure Fire? Highrise SOGs as immediate next outputs; advance pipeline: MVA → Multi-Company Operations → Wildland (TMFPD leads).
2. Formalize a tiered policy model: regional minimum standards govern multi-agency operations; agency supplements address local needs.
3. Standardize a unified development-review-training rollout cadence across all three agencies.
4. Develop a Regional Unified Operations Doctrine consolidating minimum standards for Command/Unified Command conventions, Incident Safety Officer (ISO) triggers and qualifications, IDLH accountability, communications conventions, and mutual aid receiving/demobilization documentation.

Establish a Regional Policy Hierarchy and Resolve Legacy Drift

1. Publish an explicit hierarchy: regional SOGs govern multi-agency incidents; agency SOPs govern internal single-agency operations.
2. Identify and supersede legacy governance documents that conflict with current operating plans and SOC-driven deployment expectations. Retool existing groups and cycle out or update outdated SOGs and policies rather than creating new structures.
3. Establish or expand a unified dispatch policy workgroup before the new regional CAD platform goes live to align response levels, AVL utilization, cancellation criteria, and boundary-drop rules. Confirm the go-live schedule and structure the workgroup as a multi-agency, cost-sharing body; three build-outs are presently underway.
4. Adopt closest-appropriate available-unit response as a long-term operational goal in appropriate cross-boundary areas; use the formalized dispatch policy workgroup to define the SOG prerequisites, donor-coverage protections, ERF and specialty-resource overrides, airport and WUI controls, and governance conditions required for implementation.

22.5.2 Training and Certifications

Establish a Regional Training Committee and Joint Academy

1. Form a Regional Training Committee with representation from all three agencies, inclusive of labor; own the regional training calendar and shared curriculum standards.
2. Conduct a governance review of RPSTC access and cost-sharing as a precondition; launch a joint recruit academy on a generalized, non-agency-specific curriculum.
3. Evaluate a shared or federated configuration of the agencies' separate training-platform instances for cross-agency certification visibility; evaluate a joint promotional-testing process using the common vendor, paired with defined minimum qualifications.

Expand the HAZMAT Triad Model and Implement a Regional Training Matrix

1. Launch joint Water Rescue (WET) team training under the HAZMAT model - monthly joint training, shared SOGs, shared certification minimums. No comparable structure currently exists for WET or Technical Rescue; this gap should be addressed immediately following HAZMAT model replication. Stakeholders indicated the expanded model may not need to be as robust as the HAZMAT Triad, with priority focus on training, SOGs, and response-criteria standardization.
2. Publish a regional role-based training matrix aligned with NIMS Implementation Objectives: required training by role, time-to-complete, continuing education requirements and refresher frequency, and documentation - prioritizing interoperability and cost containment.
3. Develop shared task books and minimum qualifications for Engineer, Captain, and BC; establish shared evaluators, common evaluation forms, and a joint preparatory academy program for Engineer, Company Officer, and Battalion Chief. Include alignment of Acting officer standards, with allowance for some agency-specific language where needed.
4. Implement credential recognition and mutual-aid check-in validation consistent with NIMS Mutual Aid guidance; establish NQS-aligned evaluator practices to support portable qualifications across agencies.

22.5.3 Staffing and Deployment

Compare and Select a Regional Staffing Model

Use the report's operational analysis, Annex H's comparison of all-four-person, all-three-person, and hybrid urban/suburban-four-person and rural-three-person staffing alternatives, and Chapter 30's financial analysis to inform selection of a regional staffing model.

Evaluate initial task execution, ERF assembly, workload, safety, service-level equity, labor implications, transition costs, and recurring fiscal effects before selecting a preferred endpoint. Incorporate that selection into the parallel service and funding process described in Chapter 39 so that staffing commitments reflect the services residents are willing to fund. Any legislated funding package depends on public support and the required approvals. If additional funding is not supported and no other sustainable source becomes available, staffing and service commitments must fit available resources.

Treat any aerial, truck, or engine upstaffing sequence as a conditional alternative dependent on measured operational need, fiscal feasibility, labor review, governing-body approval, and demonstrated results. Do not assume that consolidation economies will offset upstaffing costs; quantify any savings and implementation costs separately.

Harmonize Deployment, Readiness, and Response Standards

Establish a unified readiness framework: in-service/out-of-service triggers, minimum-crew assumptions, and vacancy fill/backfill rules. Implement the Chapter 19 regional SOC measurement framework, using the 90th percentile for accountability and the 75th percentile for diagnostic analysis, with consistent AVL-based interval definitions and methodology. Retain appropriate variation by urban, suburban, rural, and WUI service conditions so improvement can be measured across differing operating environments. Establish closest-appropriate available-unit principles by agency; compare them with SOC performance objectives and fiscal constraints as the basis for phased operational alignment.

22.6 Implementation Roadmap and Performance Measures

The phases below organize operational implementation under the near-term Regional Alignment framework. Service, funding, and governance work should proceed concurrently under Chapter 39, using Chapter 30’s financial analysis and the operational alternatives evaluated in this report. The phase ranges are indicative implementation periods, not waiting periods for beginning funding discussions, permanent-center planning, or evaluation of legislative options. Pursuit of a legislated Regional Fire Authority and its funding package depends on public support and the required approvals.

PHASE 1 — 0–18 Months

Formalize Regional SOG Committee with charter, administrative support, and multi-year adoption roadmap.

Complete Structure Fire, Mayday/RIC/RIT and Highrise Fire SOGs; train to adoption in all three agencies via their respective training-platform instances and hands-on delivery.

Confirm November 2025 Regional SOGs as anchor standards; publish explicit policy hierarchy.

Implement Chapter 19's 90th-percentile accountability and 75th-percentile diagnostic reporting framework with consistent interval definitions and AVL-based methodology.

Establish unified dispatch policy workgroup; advance the new regional CAD platform under an agreed implementation schedule.

Begin funded interim shared/virtual dispatch improvements and concurrent planning, governance, funding, workforce, facility, technology, and continuity work for the permanent regional Fire/EMS communications center described in Chapters 33–38.

Use the report's operational and financial comparison of all-four-person, all-three-person, and hybrid staffing alternatives, including recurring and transition costs, to develop service and funding choices through the process described in Chapter 39.

Evaluate a shared or federated configuration of the agencies' separate training-platform instances.

Establish formal WET team joint training program following the HAZMAT model.

Develop and deliver Regional Unified Operations Doctrine Pack: Command conventions, IDLH accountability minimums, communications conventions, and mutual aid receiving/demobilization documentation.

PHASE 2 — 18–36 Months

Pilot closest-appropriate available-unit dispatch in defined cross-boundary areas, subject to donor coverage, ERF, specialty-resource, airport, WUI, and availability controls; expand only after measured validation.

Continue the interim shared/virtual dispatch phase and the planning, governance, funding, workforce, facility, technology, and continuity work required for the permanent regional Fire/EMS communications center described in Chapters 33–38, advancing implementation as funding, approvals, and readiness permit.

Conduct RPSTC governance review; establish equitable fire-service scheduling access.

Launch joint recruit academy-generalized curriculum; document success metrics.

Expand the HAZMAT model to Technical Rescue as appropriate.

Publish regional role-based training matrix; develop joint task books for Engineer, Captain, and BC.

Evaluate a joint promotional-testing process; stand up Regional Training Committee.

Reconcile legacy enhanced/limited aid classifications with the new regional CAD deployment model.

Refine the selected staffing package using the report's operational and financial comparison of all-four-person, all-three-person, and hybrid staffing alternatives, including recurring and transition costs, as service and funding decisions advance.

Advance any aerial or truck staffing change only if supported by measured operational need, fiscal feasibility, labor review, and governing-body approval.

Implement NQS-aligned credential recognition and mutual-aid check-in validation across all three agencies.

PHASE 3 — 3–7 Years

Implement any selected engine-staffing changes after consideration of the report's staffing-model comparison, fiscal feasibility review, labor review, governing-body approval, and evaluation of earlier implementation results. This phase does not preclude earlier implementation where the applicable operational, funding, labor, and approval requirements are satisfied.

Evaluate consolidation of training functions into a Regional Training Division.

Complete SOG and policy integration for shared operational domains.

Implement any supported governance change only after completion of the applicable financial, labor, legal, and governing-body requirements. Evaluation of governance and funding alternatives begins

alongside near-term operational alignment under Chapter 39; operational alignment does not predetermine consolidation.

Preconditions for Phase Advancement

The following conditions apply to the operational activities they support. They should not delay independent work on service and funding choices, public engagement, legislative options, or authorized permanent-center planning. Activities may advance concurrently where their own prerequisites, funding, and approvals are satisfied.

Phase 1 → Phase 2

The new regional CAD platform is operational and performing as expected across all three agencies.

Regional SOG Committee has adopted and trained to at least five regional SOGs with documented compliance.

Unified dispatch policy workgroup has produced draft policies for response levels, AVL utilization, and cancellation criteria.

Labor has been briefed and engaged on the regional vision with formal input mechanisms established.

Response-time interval definitions and measurement methodology are standardized across all three agencies, with 90th-percentile accountability and 75th-percentile diagnostic reporting consistent with Chapter 19.

The cross-boundary response policy workgroup has defined the SOG, operational safeguards, and governance conditions required to pilot closest-appropriate available-unit deployment across jurisdictional lines.

Phase 2 → Phase 3

Joint recruit academy has produced at least one cohort with documented success metrics.

WET and Technical Rescue teams are operating under the HAZMAT Triad model.

Use the Annex H planning comparison as the screening basis for staffing and deployment decisions. Before appropriation or deployment, validate the selected companies and operating periods, daily staffing and qualifications, relief and overtime requirements, equipment and vehicle costs, released expenditure, labor effects, ERF contribution, and donor-area coverage consequences.

The report's financial comparison of all-four-person, all-three-person, and hybrid staffing alternatives has been applied to the selected service package; any selected pathway is fiscally feasible and approved by the applicable governing bodies.

Any governance change advanced through the parallel service and funding process is designed, funded, and approved before implementation, including public support and the required approvals for any legislated funding package.

Closest-appropriate available-unit dispatch is operational in defined auto-aid zones with documented performance and donor-coverage data.

Table 22-8. Performance measures

Domain	Measure	Target
Policy Alignment	Conflicts and gaps resolved; legacy documents retired or superseded	100% of critical domains resolved within 18 months
SOG Adoption	Regional SOGs adopted and trained across all three agencies	5 SOGs trained in Phase 1; full pipeline by Phase 2
Training Compliance	Compliance rates by role; refresher completion; evaluator consistency	Baseline in Phase 1; 90%+ compliance by Phase 2
Joint Training	Multi-agency events; cross-agency certification visibility	WET monthly by Phase 1; full joint calendar by Phase 2
Field Operations	IDLH accountability compliance (PAR completion); communications policy compliance in multi-agency incidents	Protocol established Phase 1; compliance documented Phase 2
Response Performance / SOC	Consistent 90th-percentile accountability and 75th-percentile diagnostic reporting with AVL-based methodology; cross-agency interval alignment	Benchmarks aligned Phase 1; improvement trending Phase 2
Dispatch CAD (Hexagon / Octave)	Go-live achieved; dual-dispatch and phone-based coordination reduced and monitored through documented performance measures	Agreed implementation schedule in Phase 1; coordination effects measured and reported in Phase 2
Staffing Pathway	Report's comparison of all-four-person, all-three-person, and hybrid alternatives applied to service and funding choices; any selected staffing change is funded and approved	Service and funding evaluation begins in Phase 1 alongside operational improvements; implementation timing determined only after fiscal, labor, operational, and governing-body review
Closest-Unit / Boundary-Drop	Within-agency closest-appropriate available-unit deployment evaluated after CAD implementation; cross-boundary controls defined; initial pilots launched and measured	Within-agency evaluation in Phase 1; cross-boundary pilot in Phase 2; broader implementation only after measured validation

22.7 Conclusion

The region is well-positioned for meaningful operational integration. Aligned shift schedules, closely aligned labor representation through IAFF Local 731 (RFD/SFD) and IAFF Local 2487 (TMFPD), a functioning Regional SOG Committee, executed regional standards, and a proven proof-of-concept in the HAZMAT Triad all point toward a realistic and achievable path forward.

The highest-value path is to formalize regional operational coordination, publish enforceable unified-operations minimum standards, address longstanding differences in governance and administrative practices, align training and credentialing using FEMA NIMS/NQS principles, and evaluate phased staffing and deployment alternatives against SOC outcomes and fiscal constraints. Annex H provides the comparative framework for evaluating those alternatives but does not establish a preferred staffing model. The remaining barriers are real but manageable: dispatch fragmentation is being actively addressed through the new regional CAD platform; the preferred staffing model remains unresolved pending service and funding decisions informed by the report's operational and financial analyses, labor review, and governing-body approval; and consultant interviews indicate improving institutional trust across agencies.

The most important near-term action is moving from ad-hoc progress to structured momentum formalizing the Regional SOG Committee, advancing the new regional CAD platform's deployment, standardizing response-time measurement, promotional testing, and training, and using the HAZMAT model as a reference for further operational alignment. Consultant interviews consistently identified unified or functionally integrated dispatch as the region's highest near-term priority. The path to broader closest-appropriate available-unit response runs through the new regional CAD platform and the policy and standards alignment addressed in this chapter. Both must advance in parallel.

Implementation requires sufficient staff capacity and approved funding. Chapter 30 models Regional Alignment at the same cost as the three-agency Baseline; this does not establish that existing services are fully financed or that all coordination work can be absorbed by existing staff. Where staff cannot complete the required tasks alongside their continuing duties, additional consultant assistance will create costs. Operational efficiencies should continue to be pursued, but the financial analysis does not establish that they can close the projected funding gap.

Final Observation

The three Operations Chiefs described continuing regional integration efforts and supported a phased operational-alignment pathway. That leadership momentum supports further coordination, but it does not determine the appropriate governance outcome. The recommendations in this chapter support operational progress under near-term Regional Alignment while service, funding, and governance choices proceed concurrently through Chapter 39's transition process, with financial, labor, legal, service-level, and governing-body review. Pursuit of a legislated Regional Fire Authority and its funding package depends on public support and the required approvals. If residents do not support additional funding and no other sustainable source becomes available, services will need to be adjusted to fit available resources.

Chapter 23: Regional Fleet, Apparatus, PPE, and Equipment Standardization

This chapter addresses equipment and resource standardization for SFD, TMFPD, and RFD. The chapter encompasses four core analytical components: (1) a data collection review of asset inventories, procurement cycles, and maintenance practices at each agency; (2) benchmarking of current practices against NFPA standards and FEMA/NIMS guidelines for equipment interoperability and maintenance; (3) a procurement and replacement policy review with recommendations for joint purchasing and regional agreements to achieve economies of scale; and (4) integration with the report's financial analysis to identify potential capital and operating effects and the validation required before savings are modeled. Findings draw on agency policy documents, strategic plans, interviews with Operations Chiefs and subsequent staff discussions (April-June 2026), the stakeholder workshop (July 2026), and the corrected September 3, 2026 consolidated fleet workbook.

23.1 Problem Statement and Context

Fleet lifecycle management and equipment standardization are core readiness and fiscal control functions - not simply “vehicle replacement” or “procurement.” They directly determine whether first-out and reserve units can respond reliably during concurrent incidents, whether maintenance-related failures create safety and liability exposure, whether deferred maintenance drives escalating repair costs, and whether mutual aid units arrive with predictable, compatible capability.

23.1.1 Regional Context and Agency Posture

The three agencies operate in a partially interconnected environment - shared incident operations, a common communications infrastructure, and a mutual aid fabric that requires predictable capability across agency lines. Equipment variation that may be manageable within a single agency becomes operationally significant and fiscally costly when agencies regularly depend on one another.

Each agency has made procurement, maintenance, and technology decisions that were rational within its own budget and governance context but that, in aggregate, have produced a fragmented regional equipment environment. The drivers - independent procurement cycles, differing purchasing rules, decentralized governance, and incompatible documentation systems - are structural, not the result of disagreement about direction.

Several conditions create a favorable environment for near-term progress. All three agencies share the same 48/96 shift schedule, personnel are represented by IAFF Local 731 (RFD and SFD) and IAFF Local 2487 (TMFPD), and the agencies use separate instances of the same training-platform vendor (Vector Solutions). Consultant interviews identify the HAZMAT Triad - with shared SOGs, equipment, and training - as a practical proof-of-concept for further multi-agency alignment. Operations Chiefs described mutual-aid apparatus as generally compatible despite different manufacturers, and radio compatibility is improving through coordinated regional efforts. These are practical foundations for evaluation and implementation.

Consultant interviews indicate support among the three Operations Chiefs for evaluating standardization and shared services. The principal barriers described were structural and historical, requiring a defined governance framework, validated costs, and a clear implementation sequence.

23.1.2 Why Standardization Matters

Where equipment complements, PPE programs, SCBA configurations, fleet management practices, and technology workflows vary significantly, the region incurs measurable costs:

1. Safety: Incompatible PPE and SCBA create critical safety vulnerabilities on the fireground, exposing firefighters to unnecessary risk and directly undermining coordinated emergency response.
2. Higher unit costs: Independent procurement of similar equipment across three agencies can result in higher per-unit prices, longer lead times, and duplicated vendor management.
3. Reduced readiness: Inconsistent maintenance practices, unique parts requirements, and the absence of common out-of-service thresholds extend out-of-service time across the fleet.
4. Interoperability risk: Mutual aid units arrive with different tool configurations, incompatible accessories, or unfamiliar equipment layouts - increasing setup time and cognitive load at the point of operation.
5. Fiscal unpredictability: Over-life apparatus and deferred maintenance create compounding fiscal exposure that independent replacement schedules are unlikely to resolve efficiently without regional coordination.

23.1.3 Why Variation Persists

Configuration and platform variation across the three agencies reflects the cumulative effect of independent decision-making over many years, not a disagreement about direction. The specific structural drivers include:

1. Legacy procurement decisions made independently under different budget cycles and vendor relationships.
2. Differing purchasing rules, approval thresholds, and procurement authorities across city and district governance structures.
3. Decentralized program governance with no regional standards body, no common change-control process, and no mechanism for joint specification development.
4. Multiple documentation and tracking systems that evolved independently and do not share data fields or export formats, making cross-agency readiness comparison difficult even when the underlying data exists.

23.1.4 Operational and Financial Impacts

Operational Impacts

1. Mutual aid units arrive with different tool configurations, incompatible accessories, or unfamiliar equipment layouts, increasing setup time and cognitive load at the point of operation.
2. SCBA cylinder pressure incompatibility is an operationally significant current gap: not all agencies' fill infrastructure can support the pressure standard used by the others.
3. All three agencies use different Knox-box access systems, creating a concrete and immediately solvable, access problem when shared apparatus responds to calls at structures registered under another agency's system.
4. Truck deployment philosophy differs across agencies: one operates dedicated trucks with specialized crews, while another's cross-staffed model results in less specialization and occasional equipment-location issues during mutual aid transitions.

Financial Impacts

1. Independent procurement of similar equipment can reduce purchasing leverage and may result in higher per-unit costs, longer lead times, and duplicated vendor management overhead.

2. One agency's reliance on city fleet for apparatus maintenance can contribute to reactive maintenance and should be evaluated through comparative cost, downtime, and service-level data.
3. Fragmented service contracts and the absence of joint procurement for major equipment categories may leave potential economies of scale unrealized; the magnitude requires market testing.
4. Over-life apparatus and deferred maintenance create compounding fiscal exposure that independent replacement schedules, without regional coordination, are unlikely to resolve efficiently.

Refer to Annex U: Equipment Standardization Roadmap and Quantified Cost Benefit Analysis for detailed analysis.

23.2 Standards and Benchmark Framework

The region can draw from existing national standards rather than create new technical requirements. Implementation should distinguish current standards from legacy references embedded in agency policies. The table below identifies the intended edition and application of each framework.

Table 23-1. List of standard frameworks

Standard	Focus	Current Status Across Three Agencies	Regional Action Needed
NFPA 1910 (2024)	Inspection, maintenance, refurbishment, testing, and retirement of in-service emergency vehicles; EVT qualifications	RFD has a documented legacy NFPA 1911-based program; the other agencies report inspection and PM practices, but documentation is not uniform	Map legacy policy references to NFPA 1910 (2024); adopt common OOS, inspection, testing, PM, and documentation requirements
NFPA 1851 (2020)	PPE selection, care, and maintenance	Agency materials and interviews indicate aligned PPE programs, two sets per firefighter, and 10-year replacement cycles; regional verification remains necessary	Verify compliance and specifications; coordinate replacement timing for joint-procurement evaluation; develop a costed cache-and-resupply agreement
NFPA 1910 (2024) - aerial systems	Inspection and testing of in-service aerial devices within the current emergency-vehicle framework	No documented aerial testing governance program at any agency, though testing does occur	Establish documented regional aerial-testing governance and test joint specialty-service procurement

Standard	Focus	Current Status Across Three Agencies	Regional Action Needed
NFPA 1910 (2024) - PM program	Preventive-maintenance program requirements and supporting inspection, testing, repair, and recordkeeping	PM components are reported at all agencies; no common regional program document exists	Develop and adopt a consolidated regional PM program aligned with NFPA 1910 (2024)
FEMA/NIMS	Resource management, mutual aid, and resource typing	Replacement planning and lifecycle management broadly consistent with NIMS intent at all agencies	Apply NIMS resource typing to formalize apparatus capability baselines; require open data export on all future system procurements

NFPA 1910 (2024) is the current reference used in this chapter for inspection, maintenance, refurbishment, testing, and retirement of in-service emergency vehicles. Agency documents that cite legacy NFPA 1911, NFPA 1914, or NFPA 1915 provisions should be mapped to the applicable NFPA 1910 requirements rather than treated as separate current standards.

For regional implementation, key mutual-aid resources - engines, aerials, wildland apparatus, water tenders, HAZMAT, and rescue units - should be mapped, where applicable, to FEMA/NIMS resource typing so capability is described consistently across agencies.

23.3 Current Fleet and Equipment Posture

Apparatus findings are based on the corrected September 3, 2026 consolidated fleet workbook compiled from the completed agency submissions.

23.3.1 Apparatus Fleet and Asset Inventory

To support consistent regional lifecycle planning, this report separates the fleet into three functional categories. The categories distinguish frontline and mission-specific emergency-response assets from the administrative and support fleet so that lifecycle exposure and replacement planning can be evaluated on a comparable basis. This separation also avoids blending administrative and support vehicles with emergency-response apparatus while preserving each category's distinct lifecycle context.

Heavy Fire Apparatus. This category comprises self-propelled primary-response vehicles used for fire suppression, rescue, water supply, wildland response, and frontline emergency medical transport. This category includes engines/pumpers, brush and wildland apparatus, aerial ladders/platforms/quints, water tenders/tankers, heavy rescue units, ALS ambulances/medic units, and ARFF apparatus.

Specialty Apparatus. This category comprises mission-specific response assets configured for functions beyond standard engine and aerial operations. Examples include hazardous materials response units, technical rescue units, mobile air/SCBA compressor units, foam suppression units, wildland dozer/skid units, marine rescue units, mobile command/EOC vehicles, and rehabilitation or EMS support units.

Support & Staff Vehicles. This category comprises non-fire-apparatus vehicles used primarily for command, administration, logistics, transport, and general support. This category includes chief and command vehicles, administrative sedans and SUVs, pickups and utility vehicles, vans, trailers, and logistics/cargo vehicles.

For lifecycle analysis, Heavy Fire Apparatus and Specialty Apparatus are evaluated separately from Support & Staff Vehicles because their operational roles, maintenance demands, and replacement-cycle assumptions are materially different.

Despite different manufacturers, all three agencies operate engines with very similar Engine core specifications - 1,500 GPM pump and 500-750-gallon tank - and mutual aid apparatus compatibility is rated as generally good by Operations Chiefs. Hose loads, nozzle types, and ground ladder complements are similar enough for personnel to operate effectively on an unfamiliar rig. Core engine specifications are already aligned in the most operationally significant dimension; formalizing that as a regional procurement standard for future purchases is a logical next step. Stakeholders emphasized that engine equipment complements - including hoses and ladders - should ultimately be standardized regionally as well.

Table 23-2. Apparatus fleet and inventory elements

Element	TMFPD	Reno FD	Sparks FD
Service environment	All-risk + wildland interface + water supply; strong brush and water tender, and specialty unit complement	Urban all-risk; dedicated truck capability and high-rise specialization, with significant wildland interface risk compliment	All-risk; balanced frontline/reserve mix with aerial, brush/patrol, and specialty assets
Aerial/quint	1 cross-staffed quint - flexible but less specialized	Dedicated truck(s) with specialized crews	1 dedicated truck + 1 quint
Replacement cycle	13-yr frontline; 4%/yr funding beginning this FY; no set reserve ratio	10/10 frontline; $3M/yr program not consistently funded; no set reserve ratio	15-yr frontline, 16–25 reserve; not consistently funded; no set reserve ratio
Maintenance model	In-house; ASE/EVT Master Mechanic certified; only EVT test-hosting site in region, staffing of 1 fleet manager & 3 fire mechanics	Full in-house corp yard; shop supervisor and dedicated mechanics; 2–3 week upfit capability	No in-house fire mechanics; relies entirely on city fleet
Joint procurement	Uses cooperative purchasing; no joint procurement with RFD/SFD	No joint procurement except HAZMAT items	No joint procurement except HAZMAT items

Table 23-3. Apparatus fleet categories

Fleet Category	RFD	SFD	TMFPD	Regional Total	Executive Note
Heavy Fire Apparatus	40	17	60	117	Primary heavy-response fleet; 34 units have populated estimated replacement years earlier than 2026. This is a lifecycle-planning screen, not a mandatory replacement finding.
Specialty Apparatus	8	6	47	61	Four units have populated estimated replacement years earlier than 2026. Condition, utilization, readiness, and mission role must inform final action.
Support & Staff Vehicles	85	25	55	165	Twelve TMFPD units have estimated replacement years earlier than 2026. This agency-specific finding is a lifecycle-planning screen; regional replacement priorities should reflect condition, utilization, and assigned function.
Total Fleet Units	133	48	162	343	Corrected September 3, 2026 workbook. Four RFD records are excluded: FD118, FD119, academy-only FD202, and the duplicate ALS/Medic FD411 occurrence.

Note: Additional unit-level fleet detail is in the report's consolidated annex materials.

The corrected regional profile shows an average age of 11.09 years for Heavy Fire Apparatus and 9.84 years for the included fleet overall. Thirty-eight Heavy and Specialty units have populated estimated replacement years earlier than 2026 - 34 Heavy and four Specialty. This is a lifecycle-planning screen, not a finding that every unit requires immediate replacement. Specialty units often have unique duty cycles, and final lifecycle decisions are best made by qualified fleet mechanics and fire leadership using age, mileage, engine hours, condition, repair history and frequency, mission criticality, and parts/supportability. NFPA benchmarks provide an important planning reference, but well-maintained apparatus may remain safe and serviceable beyond a nominal benchmark when inspections, condition, and maintenance history support continued use. This reinforces the need for a standardized regional condition-rating system to support consistent frontline, reserve, and replacement decisions.

The corrected workbook includes 178 Heavy and Specialty units, of which 177 have condition ratings: 109 Good or Excellent, 50 Fair, and 18 Poor or Critical. These condition ratings serve as initial screening indicators rather than findings from a uniform regional mechanical inspection. The workbook also codes three TMFPD units as out of service; all three are 2026 units, and that designation should not by itself be interpreted as a mechanical outage because pre-service or delivery status may also account for it. Twelve TMFPD Support and Staff Vehicles have populated replacement years earlier than 2026. That agency-specific finding should inform TMFPD's replacement planning without being generalized to the regional support fleet. A formal, standardized regional condition-rating and data framework would support consistent lifecycle decisions across apparatus and support-vehicle categories.

23.3.2 Fleet Documentation, Maintenance Practices, and Procurement Policies

All three agencies have functioning inspection programs, deficiency tracking, and work order workflows. The gap is consistency, not capability. Out-of-service criteria and PM triggers are formally

documented at only one agency. A review of each agency's procurement policies confirms that all three operate under independent purchasing authority with no joint procurement mechanisms in place for apparatus, PPE, or SCBA.

Designated replacement funding streams have been inconsistently sustained across agencies. Where dedicated funding exists, it is frequently subject to reallocation, deferring apparatus replacement beyond recommended lifecycle thresholds and increasing long-term cost and risk.

Table 23-4. Fleet documentation, maintenance practices, and procurement policies

Element	TMFPD	Reno FD	Sparks FD
Inspection program	Documented; front-line and reserve schedules defined	Documented; policy is based on legacy NFPA 1911 and should be mapped to NFPA 1910 (2024); periodic and annual cycles	Documented; daily inspection procedure with written deficiency reporting
OOS criteria	Not documented as standalone policy	Formally documented; legacy NFPA 1911-aligned companion criteria document; map to NFPA 1910 (2024)	Not documented as standalone policy
PM triggers	Not in policy but in practice based upon age hours miles per manufacturer.	Formally documented; mileage and time-based triggers defined by apparatus class	Regional alignment should incorporate the PM triggers used by city fleet services.
Replacement / procurement policy	Replacement matrix by class; Fleet Reduction Plan; uses cooperative purchasing (HGAC and similar)	Multi-year replacement schedule with vehicle-level detail; independent agency procurement	Strategic Plan 2024–2028 guidelines; CIP items; Motor Vehicle Fund; independent procurement
Maintenance staffing	ASE/EVT Master Mechanic certified; one Fleet Manager and three Fire Mechanics only EVT test-hosting site in region	Full corp yard; shop supervisor, parts runner, dedicated mechanics with after-hours capabilities	No in-house fire mechanics; city fleet dependent - structural vulnerability

No formal apparatus condition-rating system exists at any of the three agencies - a shared gap that limits the precision of lifecycle planning across the region. NFPA lifecycle guidance provides an essential baseline, but it is a starting point, not a substitute for qualified mechanical assessment and operational judgment. A regional condition-rating framework that incorporates condition, utilization, repair frequency, reliability, and mission role would give agency leadership a documented basis for determining whether a unit should remain frontline, transition to reserve, or be replaced - and would do so consistently across all three agencies.

Establishing that framework does not inherently require new technology, but it does require staff time for development, application, and administration. Where existing staff cannot complete that work alongside their continuing duties, additional consultant assistance will create costs that must be included in the implementation budget. A lightweight, common rating standard applied uniformly is an early, high-leverage standardization opportunity: it directly strengthens the foundation for a

shared reserve program, supports joint replacement planning, and provides the condition-grounded data the regional lifecycle calendar will require to function as intended.

Standardized replacement cycles, forward-looking cost forecasting, and dedicated capital funding - protected from routine reallocation - are the fiscal infrastructure that makes condition-based decisions actionable. Without them, even well-documented condition findings are vulnerable to deferral. Together, these elements reduce the institutional pressure to extend apparatus beyond safe and efficient lifecycle thresholds and ensure that warranted replacements proceed on schedule rather than accumulating as deferred risk.

23.3.3 SCBA - Most Actionable Standardization Opportunity

All three agencies use the same SCBA manufacturer and model family - a meaningful baseline compatibility. The technical gap is cylinder pressure standard and fill infrastructure, with direct consequences for mutual aid sustainment and inter-agency billing. Additionally, incompatible emergency buddy breather systems (EBBS) create significant safety issues. Incompatible pressure standards and fittings reduce fireground efficiency and create interoperability constraints during multi-agency operations.

Table 23-5. SCBA matrix

Element	TMFPD	Reno FD	Sparks FD
Cylinder pressure	Nearly fully converted to 5.5 (5,500 psi); a reported prospective private grant may replace most remaining SCBAs if awarded and implemented	Mixed 4.5 and 5.5; 5.5 currently reserved for RIC and HAZMAT operations; stated direction is toward full conversion	Primarily 4.5; 5.5 on trucks, HAZMAT, and RIC; agency goal: full conversion by 2030
Fill infrastructure	Capable of filling 5.5 cylinders with three fixed air fill compressors and multiple sites.	Capable of filling 5.5; air truck is a de facto regional fill resource - inter-agency billing is an active source of friction	Cannot currently fill 5.5 cylinders - highest-priority fill infrastructure gap in the region
Near-term capital action	Confirm grant status and eligible scope; cost remaining conversion, EBBS compatibility, training, and implementation; do not assume grant funding until awarded	No pending SCBA capital action; RFD conversion timeline should be established as part of the regional standardization initiative	Cost the 5.5 fill-infrastructure and remaining-SCBA requirements; evaluate AFG eligibility and establish a non-grant funding pathway

SCBA Standardization Pathway: Align the region on a single cylinder-pressure standard (Scott 5.5) for frontline operations, with interoperable buddy-breather connections. If TMFPD's reported prospective grant is awarded and implemented, it may advance that alignment; no grant offset is assumed. Immediate actions are to cost and fund SFD's fill-infrastructure and remaining-SCBA needs, establish a timeline and cost for RFD's full conversion, and include training, testing, mobile-fill, and

transition costs. AFG or other grant funding may be pursued but should not be treated as baseline funding until awarded.

23.3.4 PPE: A Ready-Made Joint Procurement Opportunity

Agency materials and interviews indicate that all three agencies operate PPE programs aligned with NFPA 1851 (2020), maintain two PPE sets per firefighter, and use 10-year replacement cycles. This reported common baseline should be confirmed through the regional specification process. PPE is not shared or borrowed across agencies during mutual-aid surge situations, no cache-and-resupply agreement exists, and joint procurement has not been pursued. These conditions create an opportunity for coordinated procurement and mutual-aid resupply, subject to specification, contamination-control, sizing, inventory, and cost review.

23.3.5 Communications, Technology, and Data

Radio interoperability is a genuine regional strength. All three agencies share the same 800 MHz platform, use the same VHF standard for wildland operations, and are near completion of a regional initiative to standardize radio channel naming conventions. The agencies use separate instances of the same training-records vendor and are transitioning to a shared next-generation CAD platform.

The gap is on the asset management side: each agency has a working documentation and tracking system, but none shares data fields or export formats. The solution is a regional minimum data standard, with future platform consolidation considered only if it provides a demonstrated operational or financial benefit. Two near-term friction points warrant resolution: the regional EMS provider, REMSA, is still completing its 800 MHz transition, and all three agencies use different Knox-box access systems - both are solvable and addressable in the near term. Near-term standardization should focus on common data fields, export formats, equipment identifiers and readiness-status definitions; longer-term platform consolidation should be considered primarily after regional data requirements and governance are established.

23.3.6 Regional Readiness Assessment by Equipment Domain

Table 23-6. Regional readiness assessment by equipment domain

Domain	Status	Key Barrier / Note
Apparatus compatibility	✓ Ready	Different manufacturers: operationally compatible - all engines share substantially similar pump and tank specs, Brush units largely from same manufacturer
SCBA compatibility	~ Partial / Gap	SFD fill infrastructure cannot support 5.5 standard; a prospective TMFPD grant may advance alignment if awarded and implemented; SFD upgrade path under discussion, limited mobile fill station compatible to higher fill pressures requires over use of RFD mobile unit, shared mobile “air truck” opportunity.
PPE standardization	~ Partial	Agency materials and interviews indicate NFPA 1851 (2020)-aligned programs; no joint procurement or cross-agency cache agreement; compliance and specifications require regional verification
Fleet maintenance capacity	~ Ready / Gap	Two agencies have strong in-house capacity; SFD is city fleet dependent - regional consortium feasibility study is the recommended next step

Domain	Status	Key Barrier / Note
OOS criteria and PM triggers	~ Ready / Gap	Formally documented at one agency only though in practice in others; regional adoption of that model is the straightforward path
Condition rating systems	✗ Gap	No formal condition scoring system at any of the three agencies; age-based decision-making only; early standardization opportunity
Asset tracking / data	~ Partial	Each agency has working systems; no common data standard for cross-agency readiness reporting
Radio interoperability	✓ Ready	All 800 MHz; channel naming standardization near completion
Knox-box access	✗ Gap	All three agencies use different systems - near-term , potentially costly fix; prerequisite for shared reserve deployment
Aerial testing governance (NFPA 1910, 2024)	✗ Gap	Testing occurs but no documented governance program at any agency; shared specialty contract is the recommended solution
Regional PM program (NFPA 1910, 2024)	✗ Gap	No consolidated regional program document; joint development under the current standard is a practical deliverable

Legend: ✓ Ready = Alignment achieved ~ Partial = Partial alignment; gaps identified ✗ Gap = Material gap requiring targeted action

Refer to Annex T: Equipment Standardization Roadmap and Quantified Cost Benefit Analysis

23.4 Standardization Opportunities

Priorities reflect combined impact on mutual aid interoperability and lifecycle cost.

23.4.1 Common Apparatus Readiness Standards - Highest Leverage, Lowest Cost

Establishing a common regional readiness standard is the prerequisite for every subsequent initiative. Shared reserve programs, joint procurement, and maintenance arrangements all depend on a shared understanding of what 'ready' means. Establishing the standard does not inherently require capital investment, but development and implementation require staff time and may create training, system-support, or consultant costs. Where existing staff cannot absorb the work alongside their continuing duties, those additional costs must be funded. An Equipment Standardization Roadmap and Quantified Cost-Benefit Analysis appears in Annex U.

Adopt a four-status readiness definition (first-out ready, reserve ready, ready-limited, out-of-service) and apply consistently across all three agencies.

Develop a regional minimum inspection checklist covering items that every agency's program must address, while preserving agency-specific additions.

Adopt regional OOS thresholds aligned with NFPA 1910 (2024), mapping the most fully documented existing agency model from its legacy NFPA 1911 basis to the current standard.

Require each agency to document its PM trigger schedule by apparatus class and integrate it with the work order workflow.

Define a regional minimum asset record standard: data fields that must be present and exportable from any system.

Establish a regional apparatus condition scoring framework as a companion to the readiness standard - a consistent set of condition criteria and scoring definitions enabling status decisions to be based on documented condition data rather than age alone. This closes the shared gap identified across all three agencies and supports appropriate reserve-to-frontline designation and replacement prioritization.

23.4.2 SCBA Standardization

Completing regional alignment to a single cylinder-pressure standard would address the most significant current equipment incompatibility, reduce inter-agency friction, and improve the ability to sustain units at regional fill sites. A reported prospective TMFPD grant may advance the effort if awarded and implemented; it is not treated as baseline funding. The remaining work includes costing and funding SFD's fill-infrastructure upgrade, establishing RFD's conversion timeline, addressing incompatible EBBS connections, and evaluating joint or shared SCBA testing alongside pressure and fill-system standardization.

23.4.3 PPE Joint Procurement and Cache Agreement

The reported NFPA 1851-aligned baseline and common 10-year replacement cycles make joint PPE procurement suitable for evaluation. A regional performance specification, compliance verification, vendor pricing, and coordinated replacement timing are the primary requirements. A parallel cache-and-resupply agreement could address the mutual-aid surge gap but requires contamination-control, sizing, inventory, administration, and implementation-cost review.

23.4.4 Regional Fleet Maintenance Consortium

The three agencies' maintenance capabilities may be complementary: RFD has a full in-house corporation yard with upfit capability; TMFPD has EVT-certified mechanics and is the only regional EVT test-hosting site; and SFD has no in-house fire mechanics. Consultant interviews identified a possible two-hub arrangement using the RFD corporation yard and TMFPD shop. A two-hub model would allow the city-fleet-dependent agency to transition to the regional arrangement, reducing reactive maintenance risk without creating new infrastructure. Stakeholders confirmed this model, with RFD's full corp-yard facility serving as the one hub and TMFPD's EVT-certified shop serving as the one hub.

This is a feasibility concept, not a confirmed operating model. It should be evaluated against workload, staffing, receiving capacity, travel and towing time, labor requirements, governance, liability, startup and transition costs, service-level expectations, and comparative maintenance data before implementation.

23.4.5 Shared Reserve Pilot

A regional shared-reserve program may improve access to compatible backup apparatus during major incidents and planned maintenance downtime and may reduce duplicative carrying costs if a category-specific feasibility evaluation identifies surplus units. The evaluation should establish readiness requirements and designation criteria by apparatus class rather than assume a single reserve-to-frontline ratio. Consultant interviews indicated support for evaluating shared reserves, conditioned on adequate cross-agency operator training and receiving-agency readiness.

The 27 designated Heavy Fire Apparatus reserve units - 10 at RFD, four at SFD, and 13 at TMFPD - establish the population for a shared-reserve feasibility evaluation; they do not establish excess capacity. Based on the current regional inventory, the ratio of one reserve aerial truck or quint for

every three frontline units appears to be within a reasonable range. By comparison, the ratio of approximately one reserve Type 1 engine for every 1.8 frontline engines suggests that the regional reserve-engine fleet may be larger than operationally necessary; following a standardized condition and coverage assessment, some reserve engines could potentially be removed from the fleet, reducing ongoing maintenance, insurance, and future replacement costs. Any reduction, rotation, or reassignment should follow category-specific readiness requirements, standardized condition assessments, maintenance-downtime and utilization analysis, operator-qualification review, surge and WUI requirements, receiving-capacity review, and donor-coverage testing. No single reserve-to-frontline ratio is assumed. Additional unit-level fleet detail is retained in the report's consolidated annex materials.

A regional shared-reserve pilot should focus initially on compatible Heavy Fire Apparatus classes - particularly Type 1 engines and Type 3, 5, and 6 wildland units - once each agency has confirmed final reserve designations, operator-qualification requirements, current unit condition, maintenance availability, and receiving capacity. A standardized condition and readiness assessment should precede any decision to reduce, rotate, or reassign reserve apparatus. The 165 Support and Staff Vehicles should be evaluated separately through a position-by-position and function-by-function analysis; no reduction is assumed from consolidation or operational alignment alone.

Reserve-fleet need should be evaluated independently of company-staffing alternatives. Staffing can affect task execution and effective-response-force assembly, but reserve need is driven primarily by frontline availability, maintenance downtime, apparatus category, operator qualifications, surge and WUI requirements, receiving capacity, and donor-coverage obligations.

Knox-box access standardization is a prerequisite before shared apparatus can respond to calls at a receiving agency's structures.

23.4.6 Technology and Data Interoperability

Platform consolidation is a mid- or long-term objective. The near-term objective is data interoperability: a regional minimum data standard enabling each agency's existing system to feed a shared readiness picture. The agencies' separate instances of the common training and certification vendor should be coordinated - or federated if technically, contractually, and operationally feasible - to support equipment training, SCBA and PPE certification tracking, and apparatus qualification records.

23.5 Governance, Recommendations, and Roadmap

23.5.1 Governance Structure

A three-body governance model provides the authority, technical capacity, and administrative support needed for durable outcomes.

Table 23-7. Structure of governance model and responsibilities

Body	Membership	Core Responsibilities
Regional Fleet & Equipment Steering Committee	Chiefs/designees, fleet managers, finance officers	Policy approval; annual workplan; cost-share and ILA decisions; deviation authority; budget oversight

Body	Membership	Core Responsibilities
Technical Fleet & Equipment Working Group	Shop leads/EVTs, operations representatives, logistics coordinators	Develop and maintain regional standards; OOS thresholds; inspection taxonomy; PM trigger framework; procurement specifications; reserve rotation; NFPA compliance documentation
Fiscal / Legal / Procurement Subgroup	Finance, legal counsel, procurement officers	Draft and administer contracts; joint solicitations; liability and insurance provisions; cost allocation

The HAZMAT Triad governance model - informal but functional - is an existing reference point for how these agencies can collaborate without heavy bureaucratic structure.

Consistent with the labor-inclusion principle applied to regional governance structures elsewhere in this report, the Regional Fleet & Equipment Steering Committee should include labor representation alongside chiefs, fleet managers, and finance officers.

23.5.2 Procurement and Replacement Policy Recommendations

A review of each agency's current procurement policies confirms that no joint purchasing mechanisms exist for major equipment categories. The following recommendations address this gap:

Pursue joint procurement for the three highest-readiness categories first: SCBA fill infrastructure, PPE under coordinated replacement cycles, and shared aerial-testing services. Grant funding may be pursued for eligible one-time costs but should not be treated as baseline revenue or a substitute for fiscal planning.

Adopt standards-based procurement clauses for all major equipment acquisitions: interoperability with the regional standard, open data export to the minimum asset record standard, and sustainment documentation requirements.

Evaluate cooperative purchasing vehicles already in use by one or more agencies for applicability to regional PPE, SCBA, and apparatus accessory procurement.

For any major equipment category where all three agencies purchase on similar cycles, evaluate a joint regional solicitation rather than three independent ones. PPE replacement is the most immediate candidate, but any savings should be established through vendor quotes, cooperative-contract comparisons, or documented purchasing history before being included in an implementation budget.

Create a regional lifecycle framework with standard apparatus classes and typing, life-stage definitions (first-out / reserve / retire), and an annual evaluation cycle using common metrics. Align replacement schedules across agencies where cycles approach simultaneously to enable coordinated procurement.

Fleet inventory data supports coordinated replacement planning. RFD's 10-year frontline replacement cycle, SFD's 15-year cycle, and TMFPD's 13-year cycle represent meaningfully different planning horizons. Coordinating future replacement windows where operationally appropriate can improve specification consistency, reduce fragmentation, and support a more deliberate regional lifecycle calendar. Ultimately, fleet replacement planning should combine common regionally adopted benchmarks with operational judgment.

Chapter 30 provides the controlling financial analysis for apparatus cost, reserve, and funding considerations. This chapter therefore focuses on fleet composition, lifecycle status, readiness, interoperability, maintenance, and opportunities for regional standardization, while identifying proposal-specific costs and potential savings to establish during implementation planning. Implementation budgets should reconcile those amounts with Chapter 30's provisions so that existing expenditure, replacement requirements, and any verified savings are counted once. Refer to Annex T: Equipment Standardization Roadmap and Quantified Cost Benefit Analysis.

23.5.3 Potential Financial-Model Inputs for Further Consideration

Chapter 30 provides the controlling financial comparison. The current financial scenarios contain no explicit savings for joint PPE procurement, shared-reserve reductions, a maintenance consortium, joint aerial testing, Knox-box standardization, or SCBA alignment. These initiatives may create capital or operating effects, but none should be treated as an established saving without documented validation. The following table identifies the evidence and cost treatment required when developing implementation budgets for the initiatives recommended in this chapter.

Table 23-8. Potential capital and operating effects

Initiative	Potential Financial Effect	Validation Required / Budget Treatment
Joint PPE Procurement	Coordinated purchasing may lower unit prices and reduce duplicated solicitation effort.	No savings assumed. Obtain vendor quotes, cooperative-contract comparisons, or documented purchasing history; include specification, administration, transition, and cache costs.
SCBA Cylinder Pressure Alignment	A common pressure and fill standard may reduce future capital fragmentation and improve interoperability.	Cost SFD fill infrastructure, remaining SCBAs, EBBS alignment, mobile fill, testing, training, and transition. Recognize grant offsets only after award.
Shared Reserve Fleet Right-Sizing	If category-specific analysis identifies surplus units, disposition may reduce carrying costs and future replacement obligations.	No unit reduction assumed. Budget reductions only after readiness, condition, downtime, utilization, operator, surge/WUI, receiving-capacity, and donor-coverage analysis identifies surplus by category.
Fleet Maintenance Consortium	A shared arrangement may improve maintenance access and purchasing leverage and may reduce reactive maintenance exposure.	Complete proposal-specific feasibility analysis using labor, workload, capacity, travel/towing, liability, service-level, cost, downtime, startup, transition, and governance data before budgeting savings.
Joint Aerial Testing Contract	Joint procurement of testing services may reduce per-unit cost and duplicated vendor administration.	Compare current agency costs and requirements with vendor quotes for a joint contract; include contract administration and transition costs.
Knox-Box Standardization	Conversion creates one-time capital and implementation costs and may enable broader shared-apparatus deployment.	Inventory affected sites and devices; cost hardware, keys, rekeying, records, training, administration, and transition. Do not assign savings until operational effects are demonstrated.

Funding Strategy Considerations

Federal Assistance to Firefighters Grant (AFG): SFD's fill-infrastructure upgrade and SCBA cache may be eligible candidates. A prospective grant should not be included as baseline revenue or as a project-cost offset unless an award is received and applicable costs are confirmed as allowable. Any award should be treated as one-time funding.

Cooperative purchasing agreements: at least one agency already participates in a cooperative purchasing vehicle applicable to apparatus and equipment. Regional use may reduce procurement effort, but legal eligibility, pricing, specifications, administrative requirements, and any implementation costs must be verified.

Interlocal Agreement cost-share frameworks: shared maintenance and reserve programs require cost-share formulas (by fleet size, call volume, or utilization rate) that must be reflected in each agency's operating budget.

Reserve-fleet disposition: if the category-specific feasibility evaluation identifies surplus apparatus, disposition may generate one-time proceeds and reduce carrying costs. No proceeds or avoided costs should be included in an implementation budget before that determination.

Capital replacement schedule alignment: coordinating apparatus replacement schedules across all three agencies opens the possibility of evaluating joint financing or regional debt instruments where authorized. Any borrowing-cost advantage must be demonstrated through financing terms, issuance costs, repayment obligations, and comparison with individual agency financing; regional coordination does not itself establish lower borrowing costs or new borrowing authority.

Implementation planning may test these initiatives as sensitivities against Chapter 30's financial comparison after their proposal-specific inputs are validated. It should include implementation and transition costs for SCBA alignment, Knox-box conversion, data interoperability, maintenance arrangements, training, and joint procurement; recognize reserve savings only if category-specific analysis identifies surplus units; and recognize grant offsets only after award. Vendor quotes, cooperative-contract comparisons, documented purchasing history, maintenance cost and downtime data, staffing and receiving-capacity analysis, and implementation schedules should support any quantified result. Costs and savings should be reconciled with existing agency expenditure and Chapter 30's provisions so that each amount is counted once.

23.5.4 Phased Implementation Roadmap

Equipment standardization should proceed under near-term Regional Alignment alongside the service, funding, and governance process described in Chapter 39. The phases below establish an indicative sequence for operational work. Independent activities may proceed concurrently where their technical prerequisites, staff capacity, funding, and approvals permit. Any additional consultant assistance required to supplement existing staff capacity must be included in the implementation budget.

PHASE 1 — 0–12 Months

Establish governance structure.

Adopt regional readiness definitions and OOS thresholds.

Develop minimum inspection checklist and asset record standard.

Initiate SCBA standardization, establish RFD and SFD conversion requirements, and pursue eligible grants without assuming award.

Complete a Knox-box inventory, transition-cost analysis, and standardization decision.

Complete radio channel naming standardization.

Obtain pricing for shared aerial-testing services.

Collect fleet maintenance cost, downtime, workload, staffing, capacity, and receiving-agency data for proposal-specific evaluation of the two-hub maintenance concept identified in this chapter.

PHASE 2 — 12–24 Months

Complete the fleet-maintenance consortium feasibility study; implement only if approved and funded.

Evaluate joint PPE procurement using verified specifications and pricing.

Develop and cost a PPE cache-and-resupply agreement.

Launch a shared-reserve pilot only after category-specific readiness, condition, operator, receiving-capacity, surge/WUI, and donor-coverage review.

Adopt a regional PM trigger framework.

Implement aerial-testing governance aligned with NFPA 1910 (2024).

Finalize the SCBA mutual-aid sustainment plan.

Coordinate equipment training and certification tracking across the agencies' separate training-platform instances; evaluate federation if feasible.

Assess grant outcomes and fund any remaining infrastructure through validated non-grant pathways.

PHASE 3 — 24–48 Months

Develop and adopt a consolidated regional PM program aligned with NFPA 1910 (2024).

Begin coordinated apparatus-specification standardization for future replacement purchasing.

Begin coordinated apparatus specification standardization for future replacement. Align multi-year replacement schedules and funding strategies into a regional lifecycle calendar.

Evaluate data-infrastructure consolidation based on Phase 2 experience.

Phase advancement should be conditioned on completing the foundational steps relevant to each activity. Phase 1 to Phase 2 requires adopted regional readiness definitions for shared-readiness activities, a costed and funded SCBA standardization plan for SCBA implementation, and a Knox-box standardization decision for activities dependent on cross-jurisdictional access. Phase 2 to Phase 3 requires a completed maintenance-consortium feasibility decision and, if approved, an implementation plan for the maintenance arrangement, together with documented shared-reserve pilot performance and donor-coverage data before broader reserve deployment. These dependencies should not delay independent procurement, training, policy, or funding work that is ready to proceed.

23.6 Key Findings

All three agencies maintain functioning inspection and documentation programs, but formal out-of-service criteria and PM trigger frameworks are documented inconsistently across agencies. The strongest existing model provides a ready regional template; it does not need to be rebuilt, only adopted.

1. Fleet-management governance varies among agencies. RFD has a documented inspection policy based on legacy NFPA 1911, companion out-of-service criteria, time- and mileage-based PM triggers, and a published apparatus replacement schedule; TMFPD also reports structured inspection and replacement practices. Regional standards should map legacy policy references to NFPA 1910 (2024).
2. No participating agency has established a documented category-specific reserve requirement. The 27 designated Heavy Fire Apparatus reserve units define the population for evaluation but do not establish excess capacity.
3. TMFPD holds the highest available EVT certifications and is the only agency in the region registered to host EVT certification testing. Its Fleet Reduction Plan demonstrates proactive lifecycle discipline.
4. SFD relies on city fleet services, creating a structural maintenance vulnerability. A shared maintenance model is identified by agency leadership as a logical solution worth exploring.
5. All three agencies use the same SCBA manufacturer. SCBA cylinder pressure divergence is the most operationally significant current equipment incompatibility.
6. Agency materials and interviews indicate NFPA 1851 (2020)-aligned PPE programs, two PPE sets per firefighter, and 10-year replacement cycles across the three agencies. This reported common baseline is suitable for joint-procurement evaluation, subject to verification and pricing.
7. Radio interoperability is a genuine regional strength: all three agencies share the same 800 MHz platform and are actively standardizing channel naming conventions.
8. Asset tracking and inspection documentation systems differ across agencies and do not share data fields. A regional minimum data standard is the near-term path to cross-agency readiness reporting.
9. The regional fleet contains 343 included units: 117 Heavy Fire Apparatus, 61 Specialty Apparatus, and 165 Support & Staff Vehicles - a substantial shared capital asset base whose lifecycle planning, maintenance, replacement and reserve fleet management represent a material fiscal obligation that regional coordination can meaningfully optimize.
10. No common formal apparatus condition-rating system exists across the three agencies. Agency-submitted ratings provide an initial screen, but they were not developed through a uniform mechanical inspection protocol. A standardized regional framework is an early standardization opportunity.

23.7 Priority Recommendations

1. Establish a Regional Fleet Readiness and Equipment Standardization Initiative with a three-body governance structure: Steering Committee, Technical Working Group, and Fiscal/Legal/Procurement Subgroup.
2. Adopt a regional readiness definition set and minimum inspection checklist so each agency's existing documentation system feeds a shared regional readiness picture without requiring platform change.
3. Evaluate a formal shared-reserve program using category-specific readiness requirements, condition, utilization, maintenance-downtime, operator-qualification, surge and WUI, receiving-capacity, and donor-coverage criteria. Reduce or reassign apparatus only if that evaluation identifies surplus units; do not assume a single regional reserve-to-frontline ratio.
4. Establish regional OOS thresholds and PM trigger standards aligned with NFPA 1910 (2024), mapping the most fully developed existing agency model from its legacy NFPA 1911 basis to the current standard.
5. Advance SCBA cylinder-pressure standardization by costing and funding SFD's fill-

infrastructure upgrade, addressing EBBS compatibility, and establishing a timeline for RFD's full conversion. Explore eligible grants without treating prospective awards as baseline funding.

6. Explore joint PPE procurement by coordinating replacement cycles across all three agencies. Establish a PPE cache-and-resupply agreement for mutual aid surge situations.
7. Conduct a feasibility study for a regional fleet maintenance consortium using a two-hub model.
8. Resolve Knox-box incompatibility - all three agencies use jurisdiction-specific keys. This is a potentially costly near-term interoperability issue and a prerequisite for broader shared-apparatus deployment. Consultant interviews identified support for selecting and implementing a common access approach as an early standardization action, subject to full transition-cost and implementation review.
9. Define a regional minimum asset record standard requiring exportability from each agency's existing system.
10. Develop a regional NFPA alignment package under NFPA 1910 (2024), including OOS thresholds, PM triggers, inspection and testing requirements, aerial-system testing governance, and a consolidated regional PM program document. Map any legacy NFPA 1911, 1914, and 1910/1915 policy references to the applicable current provisions.
11. Use Chapter 30's financial analysis as the basis for incorporating validated standardization costs, potential savings, transition requirements, and funding strategies into implementation budgets and regional capital planning. Reconcile these amounts with existing agency expenditure and modeled provisions so that each cost and any verified saving are counted once. Include additional staff-support or consultant costs where existing capacity cannot absorb implementation work. Do not budget savings or grant offsets without documented support.

Consultant interviews identify the HAZMAT Triad - shared SOGs, joint training, standardized equipment, and aligned certification minimums - as a practical reference for further multi-agency equipment alignment. Its application to other domains should be evaluated with discipline-specific operational, fiscal, and governance controls.

PART 7: FIRE DEPARTMENT CONSOLIDATION OPTIONS

Chapter 24: Consolidation Analysis Framework

Part 6 establishes the operational improvements available through regional coordination among Reno Fire Department, Sparks Fire Department, and Truckee Meadows Fire Protection District. Part 7 evaluates the governance arrangements that could support those improvements and the region's longer-term service needs, applying the contractual evaluation principles and decision criteria below. Regional Alignment is recommended as the near-term operating framework while the participating governments and residents determine the services they want and are willing to fund. Operational improvements and consideration of service, funding, and governance options should proceed concurrently. The analysis examines the benefits, costs, responsibilities, and implementation requirements of each option, including whether a different governmental structure offers financial or institutional capabilities needed to sustain the selected services.

This chapter sets out the framework used to test that question. It describes the current governance context, identifies the range of potentially available governance arrangements, and applies the evaluation principles and decision criteria stated below to narrow the range to four options for detailed analysis. Subsequent chapters compare those options with the operational-alignment baseline in terms of service performance, administrative efficiency, fiscal equity, workforce and legacy obligations, accountability, legal and legislative feasibility, implementation risk, and implementation or transition cost. The purpose is to identify the conditions, tradeoffs, and decision points associated with each alternative so that the participating jurisdictions can determine whether any governance change provides sufficient incremental value to warrant implementation.

24.1 SB 319 and the Present Decision Context

In 2025, the Nevada Legislature enacted SB 319, requiring Washoe County, Reno, and Sparks to establish a six-member study board by interlocal agreement and to evaluate a consolidated fire-protection structure, response-time effects, costs, legal mechanisms, assessments, debt and liabilities, and related implementation issues. The enacted law deliberately did not itself create the consolidated department or grant new taxing authority; Washoe County's official study-board page expressly states that any such authority would require legislative action. The study report is due by December 31, 2026. (2025 Nev. Stats. ch. 447; Washoe County Regional Fire Services Study Board.)

The introduced version of SB 319 is also instructive. Early provisions would have created a more direct mechanism for combining incorporated and unincorporated territory into a county fire protection district through interlocal agreement. Those operative provisions were deleted before enactment and replaced with the study mandate. (SB 319 as introduced and amended, 83rd Session.)

24.2 Evaluation Principles

In evaluating potential governance options, the authors have applied the following evaluation principles, per the terms of the Study contract.

1. **Administrative Efficiency.** Administrative efficiency should be assessed by whether a governance structure reduces unnecessary duplication, clarifies decision-making and administrative responsibility, improves coordination across Reno, Sparks, and TMFPD, and supports efficient regional service delivery without compromising operational reliability; Fiscal oversight should be evaluated based on the clarity and strength of budgeting, financial controls, cost allocation, revenue management, reserves, debt, capital planning, and

treatment of participating or predecessor assets, liabilities, and legacy capital needs, as applicable to the option being evaluated.

2. **Transparency.** Transparency should be a core feature of any governance model, with clearly defined decision authority, public representation, accessible budgets and financial reporting, measurable performance reporting, and documented responsibility for major operational and fiscal decisions; legislative feasibility should distinguish actions that can be implemented under existing Nevada law from those requiring statutory amendment or new enabling legislation, and should account for the complexity, timing, and legal dependencies associated with each option.
3. **Political Feasibility.** Political feasibility should consider the likelihood that the structure can secure and sustain support from the participating governing bodies, affected communities, taxpayers, employees, and other stakeholders, including whether representation and cost allocation are perceived as equitable.
4. **Incremental Value.** A more complex governance structure should be considered only when it provides material service, accountability, financial, workforce, or organizational benefits that cannot be achieved reliably through Regional Alignment. Greater structural integration is not, by itself, evidence of greater value.
5. **Workforce and personnel compatibility.** Compatibility with existing collective bargaining and personnel systems should be evaluated before any employee or employer transition occurs. Governance options should account explicitly for existing CBAs, bargaining obligations, seniority, classifications, compensation, benefits, PERS, accrued leave, workers' compensation, and other personnel systems while maintaining workforce and service continuity.

Alongside these contractual evaluation principles, the Study also examined the financial sustainability of each governance option using the analysis in Chapter 30. This examination considered the cost of maintaining and enhancing services, the support available from continuing revenues, the participating governments' limited capacity to increase appropriations, and the additional funding mechanisms associated with each model. Regional Alignment can support substantial operational improvements, but the financial analysis does not establish that those efficiencies can close the projected funding gap. Under these fiscal constraints, a legislated Regional Fire Authority provides the identified pathway among the evaluated models to new regional funding powers, if the public supports pursuing that approach. Chapter 30 illustrates a dedicated sales tax; a legislative package could include other authorized revenue sources. Creation of an authority does not guarantee sufficient revenue, and consolidation increases modeled costs.

It is important to note that the menu of options presented in Chapter 26 and full models presented in Chapter 29 for consolidation are governance models and affect the governing, legal, administrative, and financial aspects of a future consolidated fire department. Station network coverage, unit response, and effective response force (ERF) assembly would not be inherently affected by adopting any consolidation model without also making one or more of the operational changes proposed in previous chapters. Operational performance and potential efficiencies are examined in details throughout Chapters 7-17, and costed, as appropriate, in Chapters 18, 27, and 30. Governance and operations are intentionally evaluated separately so that the Client may accurate evaluate their options and how they can be selected to meet their intended goals.

24.3 Decision Criteria

Drawing from the Study's evaluation principles, the authors have considered the following decision criteria to identify potential governance options.

Table 24-1. Study decision criteria

Criterion	Question
Administrative efficiency	Can the structure reduce unnecessary administrative duplication, clarify authority and responsibility, support coordinated regional operations, and provide an efficient framework for managing shared functions, services, and resources?
Fiscal oversight	Does the structure provide clear responsibility for budgeting, financial controls, cost allocation, revenues, reserves, debt, capital planning, and participating or predecessor assets, liabilities, and legacy deficiencies as applicable?
Transparency	Are governance responsibilities, representation, decision-making, budgets, funding allocations, performance measures, and major implementation or transition decisions clearly defined and readily visible to elected officials and the public?
Legislative feasibility	Can the structure be implemented under existing Nevada law, or would statutory amendments or new enabling legislation be required? How complex are the legal and legislative steps necessary to establish and sustain the model?
Political feasibility	Is the structure likely to obtain and retain sufficient support from Reno, Sparks, Washoe County/TMFPD, affected communities, taxpayers, employees, and other stakeholders, and does it provide a politically feasible approach to representation and fiscal equity?
Incremental Value	Does the structure provide material benefits beyond those available through Regional Alignment, and are those benefits sufficient to justify its additional cost, complexity, organizational disruption, and implementation risk?
Collective bargaining and personnel compatibility	Can the structure accommodate or transition existing CBAs, bargaining obligations, seniority, classifications, compensation, benefits, PERS, leave, workers' compensation, and other personnel systems without unacceptable labor conflict or service disruption?

Chapter 30 informs the application of these criteria by distinguishing operational effectiveness, authority to raise revenue, and the availability of sufficient funding. A governance model may improve coordination without resolving the funding gap, and a model with broader revenue powers still depends on public support, required approvals, and actual collections. The comparison therefore considers whether each arrangement can deliver the services residents are willing to fund, including its operating, capital, and transition costs.

Chapter 25: Current Regional Context and Lessons from Prior Washoe Integration

25.1 The Present System is Already Interconnected

Washoe County has already invested in regional systems that make deeper operational integration more practical. County reporting on the replacement regional CAD/RMS project describes participation by Reno, Sparks, Washoe County, REMSA, more than 17 agencies, and approximately 2,000 personnel. County officials have expressly linked the project to unrestricted automatic aid and boundary dropping. Reno and TMFPD have also operated automatic aid since 2015 under an agreement requiring the nearest entity to respond to reported fires regardless of jurisdiction. (Washoe County BCC update, Aug. 19, 2025; Washoe Life, Sept. 23, 2015.)

Reno and Sparks moved further in July 2026 by approving a shared-fire-chief interlocal arrangement. Reporting based on the cities' joint announcement states that Reno Fire Chief Dave Cochran provides executive leadership to both departments while the departments remain legally separate, with separate budgets, personnel, labor agreements, stations, and municipal governance. The arrangement is therefore an important current example of management regionalization without legal merger. (KOLO, July 29, 2026; 2 News Nevada, July 30, 2026.)

25.2 The 2000–2012 Reno/TMFPD Consolidation Provides Important Lessons

TMFPD and Reno previously operated under an interlocal fire-services consolidation from July 1, 2000 through June 30, 2012. Washoe County's 2025 OPEB financial materials continue to track retiree-benefit obligations arising from that period, including employees who transferred when the agreement ended. The termination ultimately produced litigation concerning workers' compensation, indirect costs, damaged property, and equipment; Reno and TMFPD settled those claims in 2016. This history demonstrates both that deep operational consolidation is feasible under an interlocal structure, and that unclear allocation of long-tail liabilities can survive the operational arrangement for years. (Washoe County OPEB Trust Fund financial statements, 2025; Washoe Life, Jan. 28, 2016.)

25.3 Existing Interlocal and Cooperative Agreement Assessment

The Task 4.1 Scope of Work requires an assessment of existing interlocal and cooperative agreements among the participating agencies under NRS Chapter 277. The working inventory supplied for this report identifies confirmed or strongly documented agreements and programs, together with several additional arrangements that require review of the executed agreement before they can be characterized definitively as NRS Chapter 277 agreements. The existing and recent arrangements demonstrate that Reno, Sparks, Washoe County, TMFPD, and other regional public agencies already use interlocal structures for public-safety operations, shared infrastructure, regional boards, technical review, project funding, and joint service delivery. They also demonstrate several governance tools relevant to fire and EMS regionalization: balanced representation, joint operating and technical committees, negotiated cost sharing, delegated administrative responsibility, shared personnel or management, common infrastructure, and defined project or service scopes.

25.3.1 Agreement Inventory and Governance Relevance

Table 25-1. Agreements, parties, functions, and governance relevance

Arrangement	Parties	Function / structure	Task 4.1 governance relevance
Reno-TMFPD automatic-aid agreement	City of Reno and TMFPD	Closest appropriate available unit response to reported fires across jurisdictional boundaries while each agency retains its separate governance, employees, budget, and assets.	Direct precedent for reducing jurisdictional boundary effects and operational alignment without legal consolidation. A broader regional agreement should specify dispatch rules, service expectations, performance measures, imbalance monitoring, reimbursement, liability, and amendment or termination procedures.
Reno-Sparks shared-fire-chief arrangement	Cities of Reno and Sparks	Shared executive leadership while the departments remain legally and fiscally separate.	Direct precedent for a hybrid administrative structure that preserves agency autonomy. The model should be evaluated for delegated authority, accountability to both cities, cost allocation, conflicts, continuity, and succession.
Regional Fire Services Study Board ILA	Washoe County, Reno, and Sparks	Creates an equally represented board to study regional fire and emergency-service delivery and possible consolidation.	Direct precedent for equal intergovernmental representation and a common regional work program. It is a temporary study structure, not an operating governance model, and does not itself establish permanent service, employment, revenue, or capital authority.
Washoe County P25 Radio System ILA	Washoe County and participating public-safety partner agencies	Joint financing, development, operation, maintenance, and governance of regional emergency communications infrastructure; includes operating and technical advisory committees.	Strong public-safety precedent for layered governance, common technical standards, shared infrastructure, and committee-supported administration. Its governance and cost-allocation features should be considered for regional CAD, radio, data, and communications functions.
Former Reno-TMFPD fire-services consolidation	City of Reno and TMFPD/Washoe County	Provided consolidated fire-service operations from 2000 through 2012 and was later terminated.	Demonstrates that deep interlocal fire-service integration is possible, but also shows the importance of detailed provisions for assets, indirect costs, workers' compensation, OPEB, employee transition, damaged property,

Arrangement	Parties	Function / structure	Task 4.1 governance relevance
			withdrawal, dispute resolution, and post-termination obligations.
Regional Road Impact Fee program	Washoe County, Reno, Sparks, and RTC Washoe	Joint administration of regional development-related fees and regional transportation improvements through an interlocal cooperative framework.	Relevant precedent for multi-agency administration of restricted regional revenues, coordinated capital planning, and allocation of projects and responsibilities. It does not establish fire-service revenue authority.
Street and Highway Projects agreements	Washoe County, Reno, Sparks, and RTC, as applicable	Annual cooperative agreements identifying projects, responsibilities, and regional capital expenditures.	Useful precedent for project-specific capital commitments, annual work programs, and transparent allocation of participating-agency responsibilities.
Regional homeless-services agreement	Reno, Sparks, and Washoe County	Regional shelter and homeless-service operations through interlocal cooperative agreements and amendments.	Comparable three-government precedent for shared service delivery, funding, amendment, and operational responsibility. The service differs from fire and EMS, but the agreement may provide useful governance and cost-sharing provisions.
Public-water-system engineering review ILA	NDEP, Washoe County District Board of Health, and TMWA	Coordinates technical engineering review through joint or cooperative action.	Precedent for delegating a defined technical function while participating entities retain their underlying legal responsibilities.
Regional water cooperative framework	Reno, Sparks, Washoe County, GIDs, TMWA, and related water entities	Uses an NRS Chapter 277 cooperative framework for regional planning and joint exercise of shared powers.	Relevant precedent for a durable, multi-entity regional organization with participation by cities, a county, districts, and a specialized regional provider.

There are additional regional agreements involving Sun Valley General Improvement District parks and recreation funding, a Washoe County Sheriff/Nevada Attorney General notification-services contract, Truckee Meadows regional-planning funding, interim Reno/Washoe County Sheriff leadership, and North Lake Tahoe Fire Protection District fee collection. These examples demonstrate additional regional experience with shared or cooperative arrangements. They are included as contextual examples rather than direct fire-service governance precedents. Also refer to the Agreement and Cost-Sharing Inventory in Annex W.

25.3.2 Assessment of the Present Agreement Framework

Existing legal and institutional capacity. The inventory confirms an established regional practice of using interlocal agreements for joint boards, public-safety infrastructure, shared management, technical services, regional programs, and capital projects. This supports the conclusion that NRS

Chapter 277 provides a practical and durable legal framework for fire and EMS operational alignment.

The identified arrangements are organized around separate functions or projects. They do not, collectively or individually, establish one comprehensive operating agreement governing regional fire and EMS dispatch, deployment, staffing authority, performance standards, training, specialty resources, procurement, data, capital coordination, budgeting, and dispute resolution across Reno, Sparks, and TMFPD.

Limited transfer of underlying authority. Most examples preserve the legal, fiscal, employment, and policy authority of the participating agencies. This characteristic is compatible with the Regional Alignment Plan but does not, without additional action, create a single employer, independent regional revenue source, unified capital authority, or consolidated fire and EMS government.

Relevant agreement design lessons. A regional fire and EMS interlocal agreement should draw from the strongest features of the existing arrangements while addressing the weaknesses identified by the former Reno-TMFPD consolidation. At minimum, it should define board composition and voting, delegated and retained authority, administration, financing and cost allocation, service and performance standards, personnel assignments, asset use and ownership, insurance and liability, records and data, dispute resolution, amendment, withdrawal, termination, and treatment of continuing and legacy obligations.

Regionalization pathway. The existing agreements can remain in effect where useful, but the participating agencies should incorporate or coordinate the principal fire and EMS operating provisions through a master regional alignment agreement with function-specific schedules. This would reduce conflicting terms, clarify accountability, and allow dispatch, communications, automatic aid, common operations, training, specialty resources, procurement, performance reporting, and capital coordination to be implemented in phases.

Chapter 26: Preliminary Menu of Options for Fire Service Consolidation

As a result of the application of these principles and decision criteria, the authors have identified the following governance options for initial consideration.

1. Baseline Three-Agency Operation
2. NRS Chapter 474 Independent Regional or Consolidated Fire Protection District
3. NRS 277.110 Washoe Regional Alignment Plan
4. Expanded NRS Regional Entity
5. NRS 318 General Improvement District
6. New Legislative Approach: Washoe Regional Fire Authority

Each of these is examined below. From these options, the Study team identified three consolidation options and one regional alignment option to model in more detail in Chapter 29 and price in Chapter 30.

26.1 Baseline Three-Agency Operation

26.1.1 Overview of the Option

Under the Baseline Three-Agency Operation Option, fire and fire-based emergency medical services in the principal Washoe County study area continue to be provided through three legally and fiscally independent organizations:

- City of Reno Fire Department
- City of Sparks Fire Department
- Truckee Meadows Fire Protection District (TMFPD)

Each organization retains its existing governing authority, employer structure, revenues, budget, personnel system, collective bargaining relationships, stations, apparatus, capital program, policies, and legal responsibilities. Reno Fire remains a department of the City of Reno and is governed fiscally and administratively through Reno's municipal government. Sparks Fire remains a department of the City of Sparks under the Sparks municipal structure. TMFPD remains a Chapter 474 fire protection district governed through its Board of Fire Commissioners and financed separately from the Washoe County general fund.

The three departments may cooperate through automatic aid, mutual aid, interlocal agreements, specialty teams, shared technology, common operating guidelines, joint training, and other collaborative arrangements without changing their underlying legal status.

The current structure should therefore not be characterized as three departments operating entirely independently of one another. The region already contains meaningful forms of cooperation. The defining feature is instead that ultimate governance, employment, fiscal authority, and capital responsibility remain divided among three separate fire-service organizations.

That distinction establishes the baseline against which the regionalization and consolidation options in this report should be evaluated.

26.1.2 Current Operating Context

The current system already includes automatic aid, regional CAD/RMS work, some specialty teams, shared practices, and a Reno–Sparks shared fire chief, and additional collaborative opportunities should be an ongoing consideration. These arrangements demonstrate meaningful cooperation but do not consolidate governance, employment, budgets, assets, or legal responsibility.

26.1.3 Administrative Efficiency

Administrative responsibility is clear within each agency but fragmented regionally. Voluntary sharing can reduce duplication in leadership, training, procurement, technology, data, logistics, and planning; however, each governing body retains final authority over its budget, personnel, capital, and operating priorities.

26.1.4 Operational Efficiency and service-delivery Effects

The principal operational constraints are fragmented call processing and dispatch authority, conditional cross-boundary deployment, separate unit-management systems, independently planned stations, apparatus, staffing, and specialty resources. These constraints can add handoffs and preserve boundary effects even when agencies cooperate.

Closest-appropriate-unit dispatch, common CAD/AVL rules, automatic aid, common run cards and SOGs, joint training, regional move-up practices, shared performance measures, and capital review can materially improve service without changing legal governance. Their durability depends on continuing agreement among the three agencies.

26.1.5 Fiscal Oversight

This option provides strong and familiar fiscal oversight within each jurisdiction. Reno Fire expenditures are incorporated into Reno's municipal financial system. Sparks Fire expenditures are incorporated into Sparks' system. TMFPD maintains its own district budget and dedicated fire-service fiscal structure. This allows each governing body to:

- Adopt its own fire budget; establish local reserves; determine staffing; approve labor agreements; finance apparatus; plan stations.
- Issue or support debt under applicable law.
- Respond to local fiscal conditions; and hold its own fire administration accountable.

The option also preserves clear attribution of existing:

- debt; assets; reserves; deferred maintenance; unfunded liabilities; and; capital deficiencies.

One jurisdiction's historic capital condition does not automatically become another jurisdiction's financial responsibility. This is a significant fiscal-equity advantage when compared with an improperly structured consolidation. The regional weakness is that there is no single authority responsible for the financial health of the entire response system. Three individual rational budget decisions can produce a regionally suboptimal result.

For example:

- One agency may defer an apparatus purchase whose reliability effects neighboring jurisdictions; two agencies may maintain similar specialty capabilities rather than jointly financing one regional capability; station planning may respond to jurisdictional development rather than regional drive-time coverage; compensation decisions in one jurisdiction may affect recruitment or retention in another; a staffing reduction may shift workload to neighboring departments through automatic aid; or.
- One government may lack the fiscal capacity to make a capital investment that would benefit the entire response network.

The current option therefore provides high local fiscal accountability but limited unified regional fiscal oversight.

Transparency

The current system provides well-established public accountability through existing elected governments. Reno voters elect the City Council responsible for Reno Fire. Sparks voters elect the Sparks City Council. TMFPD residents are represented through the governing structure applicable to the district. Each organization is subject to applicable Nevada requirements concerning:

- public budgeting, open meetings, public records, audits, procurement, collective bargaining approvals, financial reporting; and
- elected-government oversight.

This makes responsibility for many local decisions straightforward. If Reno changes Reno Fire staffing, Reno's governing body is accountable. The same principle applies to Sparks and TMFPD. Regional accountability is less clear.

When the relevant issue involves:

- automatic aid, boundary-drop response, regional dispatch, cross-jurisdiction workload, specialty resources, station siting; common operating standards; or
- regional service performance, responsibility may be divided among multiple agencies and governing bodies.

The public may then be able to see what each department does without having a single place to evaluate how the regional system performs as a whole. This can be mitigated through common public reporting, but the current governance structure does not require one regional budget, one regional Standards of Cover, or one regional performance system.

26.1.6 Funding Options

Funding remains with Reno, Sparks, and TMFPD, supplemented by negotiated cost sharing, in-kind support, grants, service contracts, and shared capital arrangements. This preserves clear local responsibility for revenue, debt, reserves, and legacy capital but does not create a unified regional operating or capital budget. The following table should serve as the primary funding inventory.

Table 26-1. Primary funding inventory

Funding tool	Baseline Three-Agency Operation Option treatment
Existing Reno revenues	Retained by Reno. Fire funding continues through Reno's municipal fiscal structure.
Existing Sparks revenues	Retained by Sparks. Fire funding continues through Sparks' municipal fiscal structure.
Existing TMFPD revenues	Retained by TMFPD. The district continues under its Chapter 474 fiscal structure.
Regional operating revenue	None as an independent revenue source. Shared programs are funded through contributions or agreements.
New regional property tax	No. Maintaining the current option requires no new regional levy.
Agency property-tax authority	Unchanged. Each existing government's applicable authority remains in place.
Operating reserves	Separate. Each jurisdiction maintains its own reserves at the organization level (e.g. city or district); there is no regionwide fire reserve.

Funding tool	Baseline Three-Agency Operation Option treatment
Capital reserves	Separate. Apparatus and facilities remain financed through individual agency plans.
Agency debt	Yes, independently. Each government uses its existing lawful borrowing authority.
Regional debt	None inherent in the current three-department structure. A joint capital project must use existing-law cooperative or member financing.
Shared-program contributions	Yes. Agencies may allocate joint costs through interlocal agreements.
In-kind contributions	Yes. Personnel, equipment, facilities, and services can support cooperative functions.
Automatic-aid reimbursement	Not necessarily required for routine reciprocal aid. Persistent imbalance may justify negotiated compensation.
Grants	Yes. Agencies may pursue grants separately or collaboratively.
EMS revenues	Remain with the currently authorized entity.
Fire inspection/prevention fees	Remain with existing authorized governments.
Development impact fees	Remain with current legally authorized cities/counties. Regional capital coordination remains necessary.
Special assessments	Only where an existing government has independent lawful authority. No new regionwide power arises.
Visitor/high-utilizer revenues	Only if an existing government has or obtains lawful authority. No regional mechanism exists merely because departments cooperate.
Legacy-area financing	Generally unnecessary. Debt, assets, and deficiencies remain with their existing governments rather than being pooled.
Joint procurement savings	Available through cooperation, although participation is voluntary and savings remain primarily with the agencies incurring the underlying cost.

26.1.7 Funding Assessment

The Baseline Three-Agency Operation option retains existing revenue arrangements and financial responsibility within Reno, Sparks, and TMFPD. Each government continues to fund its own personnel, operations, facilities, apparatus, debt, and other obligations. Cooperative activities may be supported through agreed contributions, shared resources, or joint purchasing, but this structure does not create an independent regional revenue source.

Chapter 30 identifies a projected gap between the combined cost of the modeled Baseline and the continuation funding assumed available over the five-year planning period. This is a regional financial finding; it does not establish that each agency faces the same shortfall or that existing revenues are equally constrained across the three jurisdictions. The participating governments have indicated that their capacity to provide additional appropriations for fire services is limited.

Maintaining the existing organizations avoids the formation and transfer costs associated with a consolidated entity, but it does not resolve the projected funding gap. Operational improvements and cooperative efficiencies can improve the use of available resources; the financial model does not

establish that those measures would generate sufficient savings to sustain the modeled service package without additional support.

Financial sustainability under this option therefore depends on the relationship between each government's available funding and its service commitments, including the effects of local decisions on neighboring agencies through automatic aid. Any additional funding would require an identified source and the applicable approvals, with public support central to proposals that increase taxpayer contributions. If sufficient additional funding cannot be secured, service levels and expenditure would need to be adjusted to available resources.

26.1.8 Political Feasibility

Political feasibility is high in the near term because existing governments, taxes, labor relationships, and community identities remain intact. Its long-term acceptability depends on whether cooperation can produce equitable, measurable regional performance without a unified employer, revenue system, or capital authority.

26.1.9 Existing Government Responsibilities

Existing government responsibilities remain unchanged: each government retains its employees, labor agreements, assets, debt, reserves, liabilities, capital deficiencies, taxes, and legal duties. Section 4 provides the common fiscal-equity framework used to compare this result with consolidation alternatives.

Table 26-2. Existing government responsibilities

Responsibility	Reno	Sparks	TMFPD
Fire operating budget	Retained	Retained	Retained
Personnel/employer obligations	Retained	Retained	Retained
Existing debt	Retained	Retained	Retained
Existing assets	Retained	Retained	Retained
Capital replacement	Retained	Retained	Retained
Reserves	Retained	Retained	Retained
Collective bargaining	Retained	Retained	Retained
Workers' compensation/OPEB	Retained	Retained	Retained
Direct fire-service oversight	Retained	Retained	Retained
Regional oversight	Cooperative only	Cooperative only	Cooperative only

26.1.10 Advantages and Limitations

Table 26-3. Advantages and limitations

Advantages	Limitations / risks
No organizational transition required.	Does not eliminate jurisdictional fragmentation.
Preserves established Reno, Sparks, and TMFPD governance.	Three governing systems continue to make decisions affecting one interconnected response network.
No new legislation required to maintain the structure.	Structural regional problems cannot always be resolved through voluntary cooperation.
No new regional taxing entity or revenue conversion required.	No independent regional revenue source or unified fiscal plan exists.

Advantages	Limitations / risks
Preserves existing CBAs, personnel systems, seniority, benefits, and PERS relationships.	Different labor and personnel systems can complicate deeper operational integration.
Keeps predecessor debt, reserves, assets, and capital deficiencies clearly allocated.	A financially weaker agency's capital or staffing limitations can create regional operational effects.
Existing elected bodies retain direct fire-service accountability.	No single elected body is accountable for performance of the regional fire-response system as a whole.
Avoids startup costs associated with creating a new employer or government.	Maintains duplicated administrative and support functions where regional consolidation could potentially reduce duplication.
Allows cooperation through automatic aid, interlocal agreements, specialty teams, joint training, and shared technology.	Cooperation remains dependent on continued agreement and may vary by function or political leadership.
Current agencies retain community identity and organizational continuity.	Historical boundaries can continue to influence deployment, capital, staffing, and policy decisions.
Allows each government to tailor service and spending to local priorities.	Local optimization may conflict with regional optimization.
Existing revenue and debt tools remain familiar and legally established.	Regional capital projects require coordinated action by multiple governments.
Very low implementation risk in the short term.	Long-term risk may increase if independent fiscal pressures or service demands diverge.
No assumption of merger-related cost savings is required.	The option does not capture potential long-term savings or efficiencies from unified administration where those can be demonstrated.

26.1.11 Decision-criteria Summary

Table 26-4. Summary of decision criteria

Criterion	Answer
Administrative efficiency	Low to moderate regionally. Each department maintains clear local administrative responsibility, but three executive, fiscal, personnel, training, procurement, capital, and support structures remain. Cooperative arrangements can reduce selected duplication without changing governance, but participation remains voluntary.
Fiscal oversight	High locally; limited regionally. Each government retains direct responsibility for its budget, debt, reserves, assets, and capital. This strongly protects predecessor fiscal attribution. There is no single entity responsible for whether the combined regional system is financially optimized or whether one agency's fiscal decisions impose operational costs on the others.
Transparency	High for individual agency decisions; moderate for regional-system accountability. Existing elected bodies, budgets, audits, and public processes remain familiar. The public has no single regional governing

Criterion	Answer
	body responsible for overall fire-system performance, expenditure, and capital planning.
Legislative feasibility	Very high. No new legislation is required to maintain existing organizations. Additional cooperation can generally proceed through existing legal authority and interlocal agreements.
Political feasibility	High in the near term. The option preserves existing local authority, tax structures, organizational identity, and elected oversight. Its long-term political defensibility depends on whether the system can demonstrate acceptable service, cost, capital, and regional coordination outcomes.
Collective bargaining and personnel compatibility	Very high. Existing employers, CBAs, bargaining units, compensation systems, seniority, benefits, PERS arrangements, leave, and workers' compensation remain intact. The limitation is that differences among those systems continue and may complicate deeper regional operating integration.

26.1.12 Overall Assessment

The Baseline Three-Agency Operation option preserves Reno Fire Department, Sparks Fire Department, and TMFPD as separate organizations with established governing bodies, employers, budgets, assets, and service responsibilities. Its principal strengths are organizational continuity, direct local accountability, and clear allocation of financial obligations. It avoids the formation, workforce-transfer, and administrative-system costs associated with creating a consolidated entity.

Existing collective bargaining agreements, personnel systems, and employment relationships remain in place. Each government retains responsibility for its debt, reserves, facilities, apparatus, employee obligations, and capital needs. These arrangements allow local elected officials to determine service priorities and expenditure within their respective jurisdictions while maintaining identifiable responsibility for existing liabilities.

Separate governance does not prevent operational cooperation. Automatic aid, closest-appropriate-unit response, coordinated dispatch practices, common operating procedures, joint training, shared specialty resources, and cooperative purchasing can be implemented through agreements among the agencies. The operational analyses elsewhere in this report identify improvements that can be pursued without transferring employees, assets, or governmental authority.

The principal limitation is that regional coordination continues to depend on agreement among organizations with separate budgets and decision-making authority. Staffing, station investment, apparatus replacement, and service reductions adopted by one government can affect neighboring agencies through the interconnected response system. Shared practices can reduce operational friction, but no single governing body is responsible for the combined system’s funding, capital investment, or performance. Sustaining regional commitments therefore depends on the terms of the agreements and the participating governments’ continued ability and willingness to support them.

The financial assessment is similarly mixed. Maintaining the existing structure avoids consolidation costs and preserves established revenue arrangements, but it creates no additional regional revenue source. Chapter 30 identifies a projected funding gap under the modeled Baseline, and the participating governments have indicated that their capacity to increase fire-service appropriations is limited. The model does not establish that cooperative efficiencies alone can close that gap. Continued operation at the modeled service level would therefore require sufficient additional

support or expenditure adjustments. Where additional taxpayer contributions are proposed, public support and the applicable approvals would be necessary.

The Baseline option provides a framework for continued local governance with cooperative regional service delivery. Its ability to sustain the desired services depends on adequate agency funding, durable operating agreements, and coordination of decisions that affect the wider response network. Its central tradeoff is the continuity and local control provided by separate organizations alongside the continuing need to reconcile regional service requirements through multiple governing and financial systems.

26.2 NRS Chapter 474 Independent Regional or Consolidated Fire Protection District

26.2.1 Overview of the Option

NRS Chapter 474 provides Nevada's principal statutory framework specifically governing county fire protection districts. Unlike a general-purpose governmental entity, a Chapter 474 district is organized specifically around fire protection and related emergency services and may operate as a separate political subdivision with its own budget, property, personnel, operating revenues, and authorized debt.

Chapter 474 does not establish only one form of fire district. For purposes of the Washoe regionalization analysis, three related structures are relevant:

1. **Election-based independent fire protection district.** NRS 474.010 through 474.450 provide for creation of a county fire protection district through petition, hearing, and election. Once formed, the district is a political subdivision with perpetual existence and is governed by a three- or five-member board of directors. Directors may represent election districts or be elected at large and serve four-year nonpartisan terms. The district's activities are legally separate from those of the county and other political subdivisions. (NRS 474.007, 474.010–474.160.)
2. **County-commission-governed fire protection district.** NRS 474.460 through 474.540 permit a board of county commissioners to organize qualifying unincorporated territory into a fire protection district. The district is a political subdivision, but the county commissioners serve ex officio as its Board of Fire Commissioners. TMFPD currently operates under this structure. (NRS 474.460–474.540.)
3. **Consolidated Chapter 474 district.** NRS 474.532 and 474.533 authorize a county with fewer than 700,000 residents to consolidate two or more districts organized under NRS 474.460 when specified conditions are satisfied. The Legislature expressly declared the policy behind this provision to be improved efficiency in firefighting and EMS and dedicated ad valorem funding. Existing law requires the districts to be contiguous, wholly within the same county, and subject to equal applicable tax rates at the time of consolidation. The resulting consolidated district assumes the debts, obligations, liabilities, revenues, expenditures, and assets of the predecessor districts. (NRS 474.532–474.533.)

These existing forms provide a substantial statutory foundation for a regional fire district. They do not, however, currently provide a complete existing-law mechanism for consolidating Reno Fire, Sparks Fire, and TMFPD**.** NRS 474.010 presently limits an election-created district to contiguous unincorporated territory or incorporated territory within a consolidated municipality, while NRS 474.460 excludes incorporated areas other than consolidated municipalities expressly. NRS 474.533,

in turn, consolidates Chapter 474.460 fire districts- not municipal fire departments. Reno and Sparks therefore cannot simply be added to TMFPD under the present Chapter 474 consolidation provisions.

For Washoe County, the meaningful Chapter 474 option is consequently a legislatively enabled regional fire protection district using Chapter 474 as the statutory foundation. The Legislature could amend Chapter 474 to permit incorporated Reno and Sparks territory to participate, establish the desired regional governing board, provide for succession to municipal fire functions, and tailor funding, labor, asset, liability, and transition provisions. This approach is different from creating an entirely new statutory species of regional authority: it would build upon Nevada's existing fire-district law while adding the provisions necessary for metropolitan application.

26.2.2 Comparable Historical Usages

Relevant Chapter 474 experience includes TMFPD and the Sierra/TMFPD consolidation. That history demonstrates the statute’s usefulness for unincorporated fire-district governance but does not supply a complete mechanism for combining Reno and Sparks into a metropolitan district.

26.2.3 The 2025 SB 319 Chapter 474 Proposal

There is also an unusually relevant recent legislative drafting precedent.

The first reprint of SB 319 in the 2025 Legislature proposed amending Chapter 474 specifically for Washoe County. The proposal would have allowed Washoe County and participating incorporated cities to use an interlocal agreement to place qualifying unincorporated and incorporated territory into a county fire protection district. The proposed district would have been a political subdivision governed by two Washoe County commissioners and two members from each participating city's governing body, with voting protections requiring participation by each appointing jurisdiction. It also addressed succession to predecessor assets and liabilities, budget contributions, district employment, property acquisition, debt, assessments, and dissolution.

Those operative provisions were removed before enactment. The final SB 319 instead directed Washoe County, Reno, and Sparks to study creation of a consolidated county fire protection district and specifically determine the legal mechanisms, fiscal effects, debt and liability implications, and other requirements of consolidation. The deleted provisions therefore are not existing law and should not be treated as legislative authorization. They are significant, however, because they demonstrate that a Washoe-specific Chapter 474 metropolitan district has already progressed to detailed legislative drafting and provide a starting point for future legislation.

26.2.4 Administrative Efficiency

A consolidated Chapter 474 district could centralize governance and administration under one fire-specific organization. Efficiency would depend on actual integration of executive, finance, HR, training, prevention, procurement, fleet, facilities, technology, and data functions - not on formation alone.

26.2.5 Operational Efficiency and Service Delivery Effects

A single district could unify dispatch policy, deployment, staffing, command, training, specialty resources, stations, apparatus, and performance management. It could remove many interagency handoffs and permit systemwide coverage decisions.

Those benefits remain conditional on lawful inclusion of municipal service areas, a safe transition, adequate funding, and clear service-level protections. Consolidation should not be credited with operational gains that can be achieved more quickly through cooperative operational alignment.

26.2.6 Fiscal Oversight

Chapter 474 provides a stronger existing fiscal framework than Chapter 277. Districts prepare annual budgets under Nevada local-government finance law and have dedicated fire-protection tax authority. Chapter 474 also provides mechanisms for acquisition and ownership of stations, apparatus, communications equipment, and other property and provides authority for bonds and other municipal securities subject to statutory requirements and debt limits. District property is vested in the district rather than remaining part of the general assets of another local government.

For districts organized under NRS 474.460 or 474.533, the statute requires separate operating and emergency funds. Chapter 474 also authorizes general-obligation borrowing for authorized capital assets and imposes a statutory debt limitation of 5 percent of applicable assessed valuation. These provisions create a recognizable and comparatively mature fiscal-control framework.

A regional Chapter 474 district would therefore have an important advantage over an interlocal entity: fire revenues, expenditures, capital, and debt could be accounted for in one dedicated fire-government structure rather than through annual contributions from three governments.

There are, however, two important limitations.

First, all regional property-tax planning remains subject to Nevada's broader overlapping property-tax framework, including NRS 361.453 and applicable abatement provisions. A Chapter 474 district does not create unused tax capacity merely by being formed.

Second, existing NRS 474.533 requires the consolidated district to assume **all** debts, obligations, liabilities, revenues, expenditures, and assets of the predecessor fire districts. That default rule does not adequately protect the legacy-capital principle adopted for this Study if Reno, Sparks, and TMFPD enter consolidation with materially different debt, reserves, facility conditions, apparatus replacement needs, accrued employment liabilities, or deferred capital obligations.

Accordingly, any Washoe-specific Chapter 474 legislation should address or modify, as necessary the general succession rule with explicit legacy schedules, cutoff dates, restricted predecessor obligations, and geographically limited financing mechanisms. Without that modification, the ordinary Chapter 474 consolidation rule could shift legacy obligations from individual predecessor organizations to the new district before those obligations have been appropriately resolved.

26.2.7 Funding Options

A Chapter 474 district can use the taxes, debt, reserves, grants, contracts, fees, and other financing authorized by statute, but the final approach must be tested within NRS 361.453 and all affected tax-rate areas.

26.2.8 Funding Summary

Table 26-5. Funding tool and NRS Chapter 474 regional district treatment

Funding tool	NRS Chapter 474 Regional District treatment
Dedicated operating property tax	Yes. Major structural strength. NRS 474.190/474.200 and 474.510 provide dedicated fire-protection ad valorem taxation. The Chapter 474 operating levy is subject to its

Funding tool	NRS Chapter 474 Regional District treatment
	statutory limitation and Nevada's broader overlapping tax limits.
Maximum Chapter 474 operating levy	Up to 1% of applicable assessed value under existing statutory language, effectively up to $1.00 per $100 of assessed valuation before other constraints. Actual capacity may be substantially lower because of NRS 361.453 and overlapping tax rates.
NRS 361.453 tax-cap interaction	Major constraint. The combined levy generally may not exceed $3.64 per $100 assessed valuation. Every affected tax-rate area must be modeled independently.
Existing TMFPD revenues	Can transition to successor district subject to legal structure. Existing 474.533 automatically transfers predecessor-district revenues when qualifying districts consolidate. A Reno–Sparks–TMFPD option requires legislation addressing municipal revenues.
Reno/Sparks existing fire-service revenues	Not automatically transferred by Chapter 474. Enabling legislation or agreements must define which revenues, contributions, or tax capacity follow the municipal fire function.
Temporary municipal transition contributions	Potentially yes. Should be expressly authorized and documented if required to maintain service during fiscal conversion.
General-obligation bonds / municipal securities	Yes. Strong authority. NRS 474.512 authorizes bonds and other municipal securities for qualifying fire property, subject to the Local Government Securities Law.
Debt-service property tax	Yes. NRS 474.515 requires an ad valorem levy sufficient to pay principal and interest on general obligations, subject to applicable law.
Statutory debt limit	Yes, 5% of applicable assessed valuation for districts governed under NRS 474.460/474.533. Actual prudent capacity will generally be lower.
Medium-term obligations	Available expressly for the election-created form under NRS 474.170; the regional enabling statute should clarify equivalent financing tools for the selected district form.
Apparatus/facility capital funds	Yes, and should be formalized. District capital planning can be unified regionally rather than remaining with three predecessor governments.
Emergency reserve	Yes, but existing statutory fund is capped. NRS 474.510 caps the designated emergency fund at $1 million for a 474.460 district and $1.5 million for a 474.533 consolidated district. A metropolitan district should evaluate whether legislation is needed for a modern reserve structure.
Other operating/capital/stabilization reserves	Should be expressly confirmed in enabling legislation and local-government finance review. A large regional agency should not rely on the small statutory emergency fund as its entire reserve policy.

Funding tool	NRS Chapter 474 Regional District treatment
Grants and intergovernmental revenue	Yes, where program requirements permit. Chapter 474 expressly contemplates interagency contributions and certain matching grants.
Interlocal/service-contract revenue	Potentially yes. The district can participate in cooperative governmental-service arrangements under applicable authority.
Fire/emergency cost recovery	Yes, but narrowly. NRS 474.550 authorizes recovery from responsible parties for qualifying willfully or negligently caused fires or emergencies, subject to statutory exceptions.
Fire-hazard abatement recovery	Yes. NRS 474.580 allows direct recovery and a property-specific special assessment for district costs of eliminating an uncorrected fire hazard.
General special assessments	No broad Chapter 474 authority identified. The NRS 474.580 assessment is specific to hazard-abatement cost recovery. Broader authority would require another statute or legislation.
EMS/ambulance revenues	Potential, but not automatic. Chapter 474 authorizes EMS and ambulance operations, but separate authority and EMS/franchise analysis are required for billing and transport revenue.
Fire inspection / prevention fees	Not clearly established as broad independent Chapter 474 revenue authority. A regional enabling statute should expressly address inspection, plan-review, permit, and related fees.
Development impact fees	No automatic Chapter 474 successor authority assumed. Chapter 278B treatment or an express legislative successor mechanism is needed.
Visitor/high-utilizer revenues	No existing general Chapter 474 authority. Requires separate statutory authority or new legislation.
Legacy-area revenue	Should be expressly created for this consolidation. Existing NRS 474.533's blanket succession rule is too broad if predecessor debt and capital conditions differ materially.
Donated property/equipment	Yes. Chapter 474 permits acquisition of qualifying district property by donation as well as purchase.

Funding assessment: Chapter 474 offers a dedicated fire-service fiscal structure, but municipal revenue succession, overlapping tax capacity, taxpayer effects, debt, reserves, and legacy obligations require model-specific legislation and financial validation.

26.2.9 Transparency

Chapter 474 can provide strong transparency, but the result depends substantially on which governance variant is chosen.

An election-based district provides the clearest direct accountability. NRS 474 permits three- or five-member boards of directors, requires nonpartisan four-year terms, and provides for district elections. North Lake Tahoe demonstrates that such an elected fire-district board can operate as a durable local governance institution.

A district established under the NRS 474.460 option is governed instead by the county commissioners acting as the Board of Fire Commissioners. That arrangement is familiar in Washoe County through TMFPD and provides accountability through already elected county officials. It may be less suited to a Reno–Sparks–TMFPD regional district, however, because Reno and Sparks residents could reasonably expect identifiable representation in governance of a service historically controlled by their city councils.

A legislatively modified Chapter 474 district could solve this through either:

- a directly elected regional Board of Fire Directors;
- geographically based election districts reflecting Reno, Sparks, and the existing TMFPD service area;
- an appointed transitional board followed by an elected permanent board; or
- an intergovernmental board with statutorily protected representation.

The 2025 first reprint of SB 319 proposed the latter approach, giving two seats each to Washoe County and each participating city and requiring board action to receive support from at least one member appointed by every participating governing body. That design demonstrates one possible representation model, although it should not be adopted automatically without districting, voting-rights, and governance analysis.

Regardless of board form, the regional statute should require a unified public budget, independent annual audit, capital-improvement plan, apparatus-replacement plan, reserve policy, debt schedule, labor-cost reporting, and regional service-performance dashboard.

26.2.10 Legislative Feasibility

For a district limited to qualifying unincorporated territory, Chapter 474 is already available. For a consolidated Reno–Sparks–TMFPD district, however, legislation is required.

The principal legal obstacle is boundary eligibility. Current NRS 474.010 and 474.460 do not provide a mechanism for ordinary incorporated Reno and Sparks territory to become part of the proposed district, and NRS 474.533 applies only to consolidation of districts already formed under NRS 474.460.

Legislative feasibility should nevertheless be rated more favorably than if policymakers were starting with no statutory foundation. Nevada already:

- Has a mature Chapter 474 statutory structure for fire districts.
- Amended Chapter 474 in 2015 specifically to facilitate consolidation.
- Used that amendment in Washoe County to complete the Sierra/TMFPD consolidation.
- Developed detailed Washoe-specific Chapter 474 language during consideration of SB 319 in 2025.

The 2025 Legislature ultimately removed the operative consolidation provisions and chose to require further study instead. That history argues against treating enactment as routine. It also means that many of the principal drafting questions - city participation, district governance, succession, finance, assessment authority, debt, and dissolution- have already been identified.

Any future bill should address issues beyond the deleted SB 319 language. This Study has identified additional issues requiring greater specificity, particularly employee successorship, PERS, existing CBAs, municipal revenue replacement, legacy capital, predecessor debt, tax-cap effects, fire-code authority, EMS relationships, reserves, withdrawal, and long-term governance.

26.2.11 Political Feasibility

Political feasibility is **moderate** and depends heavily on governance and funding design.

The district concept has several potential political advantages. Fire protection districts are already familiar in Washoe County, TMFPD itself operates under Chapter 474, the Legislature has expressly recognized fire-district consolidation as a means to improve efficiency and preserve dedicated fire funding, and SB 319 specifically directs the current regional study toward a possible consolidated county fire protection district.

A fire district may be more familiar to the public than a newly created regional authority: residents would receive fire and EMS services from a dedicated fire government with an identifiable governing board, dedicated revenues, public budget, and regional service standards.

The principal political issues are likely to be:

- whether Reno and Sparks are willing to transfer fire-service authority from their city councils;
- whether the permanent board provides credible representation to all predecessor areas;
- whether taxpayers perceive revenue changes as equitable;
- whether existing city revenues supporting fire service are transferred, replaced, or retained;
- whether one predecessor area's debt or capital deficiency is shifted to the others;
- whether existing service levels are protected; and
- whether employees and labor organizations have confidence in the transition.

An elected regional board could strengthen long-term public accountability but would also constitute a larger transfer of political authority away from existing city and county governing bodies. An appointed intergovernmental board would preserve institutional representation but could be perceived as less directly accountable to regional voters. The board question should therefore be treated as a central political-design issue, not merely an administrative detail.

26.2.12 Compatibility with Existing Collective Bargaining and Personnel Systems

A Chapter 474 district is capable of employing its own workforce, but Chapter 474 does not itself solve the employee transition required to combine three existing employers.

NRS 474 authorizes district boards to organize fire departments, employ personnel, pay salaries, and appoint a fire chief. A regional district could therefore become the single successor employer.

Moving from that legal capacity to an actual three-agency employee transfer is considerably more complex. Reno, Sparks, and TMFPD presently have separate employment structures, compensation schedules, seniority systems, leave provisions, benefits, classifications, workers' compensation responsibilities, and collective bargaining relationships. NRS 288 requires local-government employers to bargain in good faith over specified mandatory subjects including wages, leave, insurance benefits, hours, disciplinary procedures, recognition, classifications, and reduction-in-workforce procedures.

The regional district would also need confirmed treatment as a participating public employer under PERS and a defined process for payroll, contribution reporting, service credit, and transfer of employees. Nevada's PERS statute broadly includes political subdivisions within the definition of public employer, but implementation should be formally confirmed before transfer.

Accordingly, a Chapter 474 consolidation should follow the same labor-transition principles recommended for the Regional Fire Authority:

- Retain employees with predecessor employers during the operational-alignment and planning phases; complete classification and compensation mapping before transfer; negotiate treatment or succession of existing CBAs; protect accrued leave and other vested or negotiated employee interests; establish responsibility for pre-transfer workers' compensation, OPEB, and other long-tail liabilities; confirm PERS participation and employer-reporting arrangements; establish seniority and promotional rules.
- Avoid assuming immediate savings from workforce reduction; and; use attrition and vacancy management where practical to address administrative duplication.

From a personnel perspective, a Chapter 474 district could function as a permanent regional employer, but creating that employer would require a substantial workforce transition.

26.2.13 Predecessor-retained Responsibilities

Predecessor assets, debt, employee liabilities, reserves, and capital deficiencies must be inventoried and allocated before transfer. Chapter 474 does not eliminate historical obligations; Section 4's cutoff-date and legacy-schedule methodology should control.

Table 26-6. Predecessor-retained responsibilities

Responsibility	Reno	Sparks	TMFPD / Washoe
Future regional fire operations	Largely transferred	Largely transferred	Largely transferred
Legacy debt	May remain	May remain	May transfer or remain by schedule
Legacy capital deficiencies	Recommended predecessor/legacy-area responsibility	Same	Same
Pre-transfer employee liabilities	May remain by schedule	Same	Same
Future regional capital	District responsibility	District responsibility	District responsibility
Municipal land-use authority	Retained	Retained	County retains applicable authority
Direct fire-board oversight	Reduced/ended	Reduced/ended	Depends on district governance
Tax-rate/fiscal monitoring	Continuing	Continuing	Continuing
Transition oversight	Continuing until transfer complete	Same	Same

26.2.14 Advantages and Limitations

Table 26-7. Advantages and limitations of Chapter 474 in the regional context

Advantages	Limitations / risks
Uses Nevada's existing fire-specific governmental framework rather than creating an entirely new type of entity.	Current Chapter 474 does not permit a Reno–Sparks–TMFPD regional district without legislative change.

Advantages	Limitations / risks
Creates a dedicated political subdivision focused on fire and related emergency services.	Existing NRS 474.533 consolidates Chapter 474.460 districts, not municipal fire departments.
Can support one fire chief, employer, command system, budget, deployment model, and capital plan.	Full employee transfer still requires substantial NRS 288 bargaining, classification, benefit, seniority, workers' compensation, and PERS work.
Provides dedicated ad valorem funding and established budget, property, capital, and debt mechanisms.	Property-tax capacity remains constrained by Nevada's overlapping tax-rate and abatement framework.
Can provide direct elected governance if the independent-district model is selected.	Standard Chapter 474 board structures may not provide the representation desired for Reno, Sparks, and TMFPD without statutory modification.
Actual Washoe precedent exists: Sierra and TMFPD were consolidated under Chapter 474 after enabling legislation.	The Sierra/TMFPD precedent involved two unincorporated Chapter 474 districts and was substantially simpler than the proposed three-agency consolidation.
The Legislature has expressly declared district consolidation to serve efficiency and dedicated fire/EMS funding objectives.	Existing 474.533 succession rules automatically transfer predecessor debt and liabilities and therefore require modification to protect legacy capital and fiscal equity.
Considerable legislative drafting work already exists through the 2025 SB 319 process.	The relevant SB 319 provisions were deleted before enactment, demonstrating that important policy issues remained unresolved.
More structurally durable than an interlocal agreement because the resulting district can have perpetual existence, its own assets, and its own fiscal structure.	Less flexible than a fully purpose-built authority unless Chapter 474 is extensively amended; extensive amendments may narrow the practical distinction between this option and the Regional Fire Authority option (below).

26.2.15 Implementation Pathway

If selected, a regional Chapter 474 district would require legislative provisions establishing municipal participation, regional governance, and succession to the fire-service responsibilities being transferred. The proposal would draw on the organizational analysis in this chapter, the fiscal-equity framework in Chapter 27, the workforce principles in Chapter 28, and the financial findings in Chapter 30.

Preparation of governance, service, funding, and transition arrangements could proceed concurrently with operational cooperation among the existing departments. Advancement of a specific proposal would depend on public and governmental support for its representation, service commitments, taxpayer impacts, and allocation of responsibilities. District formation would not establish sufficient funding by itself.

Implementation would include the required legislation and approvals, establishment of district governance, adoption of funded operating and transition budgets, workforce arrangements, and execution of asset, debt, reserve, liability, and contract schedules. Financial and administrative systems would need to function before the district assumed the associated responsibilities. Existing agencies would maintain emergency services throughout preparation and transfer.

Chapter 39 describes the administrative, financial, and operational work associated with a regional transition. The transfer date would reflect funding availability, workforce arrangements, systems readiness, and continuity of service. Preparatory work completed before formation would contribute to readiness, while critical unmet conditions would require adjustment of the transfer schedule.

Table 26-8. Criteria assessment for implementation

Criterion	Assessment	Implementation considerations
Administrative efficiency	High long-term potential	A regional district could provide one employer, chief, budget, procurement structure, capital program, and administrative organization. Efficiencies would depend on participating-agency functions and expenditure actually ending or decreasing. Formation would create additional administrative work and transition costs.
Fiscal oversight	High, with statutory modifications	A regional district could administer operating expenditure, authorized revenues, reserves, assets, and capital obligations through one financial structure. Chapter 30 identifies property-tax capacity constraints relevant to this option; taxing authority does not establish sufficient additional revenue. Implementation would require explicit allocation of transferred and retained liabilities, protection of restricted resources and pledged revenues, and treatment of legacy capital consistent with Chapter 27. Additional funding would depend on public support and the applicable authorizations and approvals.
Transparency	High if governance is properly designed	The governing structure would need to provide understandable representation and accountability across the participating communities. Public budgets, audits, capital plans, and geographic performance reporting would connect district decisions with taxpayer contributions and service results.
Legislative feasibility	Moderate	The regional arrangement would require amendments addressing municipal participation and succession, governance, revenue treatment, and transition responsibilities. The Chapter 474 framework and prior legislative approaches discussed in this chapter provide a foundation, but implementation would depend on the provisions enacted.
Political feasibility	Moderate	The option provides a dedicated fire-service organization while transferring responsibilities from existing institutions. Support would depend on representation, service commitments, taxpayer impacts, municipal fiscal effects, legacy obligations, and workforce continuity. Support for operational cooperation would not automatically establish support for district formation or additional taxation.
Collective bargaining	Moderate during transition; high as an end state	A single district employer could administer common personnel systems. Transition would require the bargaining, classification, compensation, benefits, seniority,

Criterion	Assessment	Implementation considerations
and personnel compatibility		PERS, and liability arrangements addressed in Chapter 28, with functioning payroll and personnel administration before employment responsibilities transferred.

26.2.16 Overall Assessment

A regional fire protection district established through amendment of NRS Chapter 474 could combine Reno, Sparks, and TMFPD fire functions within one governmental organization. The option builds on an established Nevada fire-district framework while requiring provisions adapted to municipal participation and the transfer of existing city and district responsibilities. Its principal structural benefit is the potential to bring governance, employment, operations, budgeting, assets, and capital planning under one district.

Organizational scope and operational integration. A regional Chapter 474 district could establish:

- One governing body responsible for the district's fire and emergency services.
- One fire chief and operating command structure.
- One employer and personnel administration.
- A regional operating budget and capital program.
- Common deployment policies, operating procedures, and training.
- Coordinated apparatus replacement, specialty resources, and facility investment.
- Regional service standards and performance reporting.

These capabilities would allow decisions about staffing, deployment, equipment, and capital to be made for the district's service area as a whole. The district could assign resources across former agency boundaries through a common management structure.

The resulting service benefits would depend on the operating package and resources implemented. A change in governmental form does not itself shorten travel distances, add available personnel, or improve dispatch processing. Many of the operating practices identified in this report can also be implemented through interagency agreements. The district's distinguishing feature would be its ability to administer those practices through one organization and align operating decisions with a common budget and capital plan.

Statutory structure and legislative requirements. The Chapter 474 framework provides an established foundation for a dedicated fire district. The regional application examined here would require amendments addressing the participation of Reno and Sparks and the succession of their fire-service responsibilities. The district would also need clear provisions governing the relationship between the regional organization, TMFPD, and the participating cities and county.

The legislative subjects identified earlier in this section include formation, territory, representation, revenue treatment, employee succession, assets, liabilities, and transition authority. The Chapter 474 provisions considered during the 2025 SB 319 process provide relevant drafting history, but those provisions did not establish the proposed regional district. Any regional arrangement would depend on the legislation actually enacted and the approvals required for its implementation.

The extent of the amendments would affect the option's implementation burden. Targeted changes could retain much of the established district framework. More extensive provisions could tailor the district closely to Washoe's circumstances, while increasing the amount of legislative design and

agreement required. This is a practical distinction between adapting an existing statutory form and establishing a separate enabling framework.

Governance and representation. A regional district would assume responsibilities currently exercised through separate governing bodies. Its governing structure would therefore need to represent the participating communities and provide clear accountability for service levels, expenditure, and capital investment.

An elected regional board could provide direct accountability to district residents. An appointed or intergovernmental structure could preserve formal representation of participating governments. Either approach would involve decisions about geographic representation, voting authority, terms, and the relationship between district decisions and responsibilities retained by the cities and county.

Representation would be particularly important where communities differ in population, tax base, development patterns, service demand, and capital needs. A regional budget could support investment across the service area, but residents would need to understand how priorities are established and how service results are reported. Common service standards and geographic performance reporting would help connect district decisions to their effects on individual communities.

The district's responsibilities would also need to be distinguished from municipal and county functions that remain outside it. Land use, development approvals, emergency management, infrastructure, and other local services would continue to require coordination even after fire operations were combined.

Revenue capacity and financial sustainability. The option could place fire-service revenue, expenditure, reserves, and capital obligations within a dedicated district budget. This would provide a common financial structure for regional services. It would not, by itself, establish that sufficient additional revenue is available.

Chapter 30 identifies constraints on property-tax capacity and continuing government support that are relevant to any regional district proposal. An existing statutory power to levy a tax is distinct from the amount that can practically and lawfully be collected within the affected tax areas. Similarly, transferring an existing revenue stream to the district changes the recipient but does not create additional regionwide funding.

The Chapter 474 regional option is not separately priced among Chapter 30's four modeled cases. The costs and funding results assigned to the GID or legislated Authority should therefore not be attributed automatically to this structure. Those comparisons nevertheless demonstrate that organizational consolidation carries transition and operating costs and cannot be assumed to close the projected gap through efficiencies.

A regional district's funding arrangement could include authorized district revenues, defined transfers, continuing contributions, and other sources included in the approved framework. Any proposal for additional taxpayer funding would depend on public support and the applicable authorizations and approvals. The service commitment would need to reflect the revenue actually available, including the timing of collections and the resources required during startup.

Continuing contributions and fiscal exit. Transfer of fire-service operations and release from financial responsibility are separate decisions. A city could cease operating its own fire department while continuing to contribute revenue to the regional district. Alternatively, an approved revenue arrangement could place ordinary future operating costs primarily on the district's independent funding sources.

Continuing contributions would preserve a financial relationship between the district and the participating governments. Their terms would need to connect payment obligations with representation, budget decisions, service commitments, and procedures for addressing revenue shortfalls. A district funded through independent revenues would place more direct financial responsibility on its governing body, but would still require sufficient revenue to support its obligations.

Neither arrangement should obscure the effect on predecessor budgets. Revenue redirected from a city or district may support the regional organization while reducing resources available to the predecessor. Municipal support costs may also continue after fire operations transfer, particularly where shared finance, human resources, information technology, or facility functions cannot be reduced proportionately.

The financial arrangement would therefore distinguish recurring support for future services, temporary transition assistance, and retained historical obligations. Fiscal exit would occur only to the extent that the approved structure actually ends a predecessor's responsibility for the relevant expenditure.

Assets, debt, and legacy-capital protection. A regional district could own and manage stations, apparatus, equipment, and other resources through one capital system. The transfer arrangements would need to preserve existing restrictions and assign responsibility for associated debt, maintenance, replacement, and contractual obligations.

The fiscal-equity framework in Chapter 27 provides the basis for distinguishing predecessor obligations from future regional costs. Relevant categories include outstanding debt, deferred facility work, apparatus replacement needs, employee liabilities, restricted reserves, and commitments entered into before transfer. Combining operations would not extinguish those obligations or make restricted resources available for unrelated purposes.

A defined transfer date and schedules incorporated into the implementing arrangements would establish which assets and obligations move to the district and which remain with their originators. Where appropriate and authorized, geographically attributable obligations could remain assigned to the area responsible for them. Future regional investment could then be budgeted under the district's adopted capital policies.

These provisions would influence both financial feasibility and public acceptance. Residents would need to understand how existing obligations are treated and how the costs of future regional services are distributed.

Workforce and administrative transition. A regional district could become one employer, but formation would not automatically reconcile the existing personnel systems. The workforce principles in Chapter 28 address collective bargaining, classifications, compensation, seniority, benefits, PERS, accrued leave, workers' compensation, and other employment obligations.

Implementation would require functioning payroll, benefits, personnel administration, financial controls, insurance, procurement, records, and technology systems before the district assumed the corresponding responsibilities. Existing departments would continue providing emergency services while these arrangements were established.

Administrative efficiencies could develop where the district replaces separate functions and the underlying predecessor expenditure actually ends. They should not be assumed to occur immediately. Parallel systems, transition staff, consultant assistance, and workforce integration can

increase costs during formation. Any continuing municipal support expenditure would remain part of the overall fiscal effect.

Implementation and political feasibility. The option would involve a transfer of governmental responsibility, organizational identity, employment, and assets. Public acceptance would depend on the proposed service commitments, representation, taxpayer impacts, treatment of existing obligations, and confidence in the transition.

Preparatory work on governance, service costs, funding, and workforce arrangements could proceed alongside practical interagency improvements. Operational transfer would depend on the required legislation and approvals, sufficient funding, and readiness of the district's systems and personnel. Chapter 39 provides the broader framework for coordinating those administrative, financial, and operational tasks.

The principal assessment is:

1. **Operational integration:** Substantial potential through one command structure, employer, deployment system, and capital program.
2. **Administrative efficiency:** Potential to reduce duplication where functions and expenditure are actually consolidated, with additional workload and cost during transition.
3. **Revenue structure:** A dedicated district framework, with actual funding capacity dependent on authorized sources, tax constraints, public support, and the approved financial arrangement.
4. **Fiscal independence:** Dependent on the balance between independent district revenues and continuing government contributions.
5. **Predecessor responsibilities:** Determined by the allocation of future service costs, retained liabilities, revenue transfers, and transition commitments.
6. **Fiscal equity:** Dependent on explicit treatment of assets, debt, restricted resources, employee obligations, and legacy capital.
7. **Governance and transparency:** Potential for direct regional accountability, subject to representative governance and clear public reporting.
8. **Workforce transition:** Substantial because a single employer would assume responsibilities currently administered separately.
9. **Legislative feasibility:** Dependent on amendments suited to municipal participation and regional succession.
10. **Implementation risk:** Significant during formation and transfer, requiring funded administrative capacity and continuity of emergency services.

The regional Chapter 474 option offers an established fire-district foundation that could be adapted to unified service delivery. Its central tradeoff is the opportunity to place regional responsibility within a dedicated district alongside the legislative, financial, governance, and transition arrangements needed to accommodate the Reno–Sparks–TMFPD system. Its suitability depends on the resulting structure's ability to deliver the services residents support at a cost they are willing and able to fund.

26.3 NRS 277.110 Washoe Regional Alignment Plan Option

26.3.1 Definition

The **Washoe Regional Alignment Plan** is an operational-regionalization option established principally through the Nevada Interlocal Cooperation Act, NRS 277.080 through 277.180. It preserves Reno Fire

Department, Sparks Fire Department, and Truckee Meadows Fire Protection District (TMFPD) as separate legal organizations, employers, bargaining entities, budgetary units, and governing jurisdictions while creating a formal framework through which the three agencies increasingly operate as a single regional emergency-response network.

The option is therefore regionalization without legal consolidation. Reno continues to govern and fund Reno Fire; Sparks continues to govern and fund Sparks Fire; and the TMFPD Board of Fire Commissioners continues to govern and fund TMFPD. Employees remain with their existing employers, existing collective bargaining agreements remain in place, existing revenues remain with the participating governments, and ownership of stations and apparatus generally remains unchanged.

What changes is the way the agencies organize and govern those functions in which separate jurisdictional systems can interfere with efficient regional service delivery. NRS 277.110 permits Nevada public agencies- including counties, incorporated cities, and districts - to exercise jointly powers, privileges, and authority they are independently capable of exercising and to enter agreements for joint or cooperative action. If an agreement establishes a separate legal or administrative entity, NRS 277.120 requires the agreement to define the entity's organization, delegated powers, duration, purpose, financing, budget, termination, and disposition of property. If no separate entity is created, the agreement must still address duration, purpose, financing, termination, property arrangements, and provide for an administrator or joint board representing the participating agencies. NRS 277.170 permits participating agencies to support a cooperative undertaking through appropriations, property, personnel, and services, and NRS 277.180 separately authorizes interlocal contracts for governmental services and joint use of fire-fighting and fire-protection equipment and personnel.

The Regional Alignment Plan option would use these authorities to formalize regional governance over defined cooperative functions without transferring the underlying governmental responsibility for fire protection from the participating jurisdictions. NRS 277.130 expressly provides that an interlocal agreement does not relieve a participating public agency of a legal obligation merely because an agreement has been established.

The principal functions appropriate for regional alignment include:

- closest-appropriate-unit dispatch and automatic aid; CAD, AVL, and communications governance; regional response determinants and run-card methodology; common operational SOGs/SOPs; joint training and qualification standards; regional specialty-team governance; procurement and equipment standardization.
- data governance and performance measurement; selected logistics and administrative coordination; regional capital-planning and station-siting review; and; coordinated Standards of Cover development.

The option is designed to capture service improvements that do not require creation of a new taxing entity, immediate transfer of employees, assumption of existing jurisdictional debt, or dissolution of existing departments.

26.3.2 Comparable Historical Usages

Washoe agencies already use automatic aid, shared systems, specialty teams, and other cooperative practices. These examples establish a practical foundation for formal Chapter 277 alignment but do not create consolidated governance or finance.

26.3.3 Administrative Efficiency

The Regional Alignment Plan option can coordinate policy, training, procurement, data, specialty resources, planning, and selected administration while preserving three employers and budgets. It reduces duplication where authority is expressly delegated but does not eliminate the underlying organizations.

26.3.4 Operational Efficiency and Service Delivery Effects

Operational alignment can address the region's most immediate friction through closest-appropriate-unit dispatch, common CAD/AVL rules, automatic aid, standardized SOGs, joint training, regional move-ups, shared metrics, and coordinated specialty resources.

Its principal limitation is that some authority remains divided among the participating governments: staffing, labor, assets, core budgets, and final capital authority remain with the participating governments unless specifically delegated.

26.3.5 Fiscal Oversight

Under the Regional Alignment Plan, Reno, Sparks, and TMFPD retain their existing revenues, budgets, reserves, assets, debt, and capital responsibilities. Chapter 277 does not create a new regional property-tax base or independent recurring revenue source.

NRS 277.120 requires an interlocal agreement to specify the manner of financing the cooperative undertaking and maintaining its budget. NRS 277.170 permits participating agencies to support the undertaking with appropriations, property, personnel, or services. The region could therefore create an identifiable joint operating budget for agreed regional functions while leaving each agency's underlying fire budget intact.

The option has an important fiscal-equity advantage under Regional Alignment: existing jurisdictional debt, reserves, assets, deferred maintenance, and legacy capital generally remain identifiable with the government that incurred or accumulated them. The region does not need to resolve every legacy-capital issue merely to begin closest-unit response or joint training.

The corresponding limitation is that final capital authority remains with the participating governments. One jurisdiction may identify a regionally beneficial station, apparatus purchase, staffing change, or technology investment while another governing body has different fiscal priorities. The Regional Fire Service Board can provide regional review and coordination, but it cannot compel an appropriation that has not been lawfully delegated to it.

Fiscal oversight under this option should therefore focus on two separate levels:

- transparent accounting and auditing of joint regional expenditures; and
- continued public reporting of each participant's underlying fire-service expenditures and capital commitments, so regional performance is not evaluated without its financial context.

26.3.6 Funding Options

Chapter 277 activities are funded through negotiated contributions, cost allocation, grants, in-kind support, contracts, and other lawful cooperative mechanisms. Because this option does not independently create a regional tax base, the ILA must specify budget adoption, allocation formulas, payment obligations, reserves, capital commitments, audit, amendment, withdrawal, and termination. Use the following table as the primary funding summary.

26.3.7 Funding Summary

The Alignment Plan has the **lowest fiscal restructuring requirement** of the regionalization options because it does not replace existing agency revenues, budgets, taxes, or debt structures. Its financial basis is principally a shared-cost framework for activities the participating agencies agree to conduct collectively, layered over the existing three-agency system.

Table 26-9. Alignment Plan funding tools

Funding tool	Washoe Regional Alignment Plan treatment
Existing agency operating revenues	Yes - primary foundation. Reno, Sparks, and TMFPD retain their existing revenues and continue financing their own departments.
Member appropriations for regional programs	Yes. Participating agencies may appropriate funds for agreed joint activities under NRS 277.170.
Equal-share or formula-based contributions	Yes. The ILA may allocate joint costs using equal shares, population, assessed valuation, workload, personnel, usage, or a blended methodology.
Personnel and in-kind contributions	Yes. NRS 277.170 expressly permits property, personnel, and services to support the cooperative undertaking.
Grants and intergovernmental revenues	Yes. Useful for technology, training, preparedness, interoperability, wildfire, specialty resources, and capital projects; should not be relied upon for permanent core operating costs without replacement funding.
Shared procurement savings	Yes, as savings or avoided costs. Savings ordinarily remain with the agency incurring the expense unless otherwise agreed.
Specialty-team cost sharing	Yes. Function-specific formulas may support regional HazMat, rescue, training, investigations, or similar programs.
Shared CAD/communications/technology funding	Yes. Through member contributions, grants, lead-agency financing, or other authorized arrangements.
Existing agency capital funding	Yes -principal capital approach. Stations, apparatus, and major assets generally remain owned and financed by the participating agencies during alignment.
Cooperative facility/equipment financing	Potentially yes. NRS 277.0705–277.0755 permits cooperative financing for qualifying facilities and expressly includes fire equipment, subject to underlying borrowing authority and statutory repayment limitations.
Member-issued debt	Potentially. Each agency may use its own lawful debt authority for projects it finances or, under NRS 277.170, support a cooperative undertaking through its own securities subject to applicable law.
Existing EMS/service-fee revenues	Remain with existing authorized agencies, unless a lawful agreement provides otherwise. The Alignment Plan creates no new fee power.

Funding tool	Washoe Regional Alignment Plan treatment
Fire inspection/prevention fees	Remain with existing authorized governments. Regional standards may be coordinated, but collection authority does not arise from the Alignment Plan itself.
Development impact fees	Remain with governments possessing the applicable statutory authority. No new Chapter 278B authority is created by the ILA.
New regional property tax	No. Chapter 277 does not by itself create an independent Alignment Plan levy.
Independent regional GO debt	No general independent authority created by the Alignment Plan. Existing agencies retain their own debt authority; limited cooperative financing mechanisms may be available.
Special assessments	No new independent authority assumed. Requires a separate statutory basis.
Visitor/high-utilizer revenues	No new independent authority. Would require existing lawful authority or new legislation.
Legacy-area revenue	Generally unnecessary at this stage. Existing jurisdictional debt, capital deficiencies, and existing assets remain primarily with the predecessor governments, preserving clear fiscal attribution.

26.3.8 Funding Assessment

Regional Alignment retains the existing agency revenue structures and funds shared activities through agreed contributions, assigned personnel, in-kind support, and other cooperative arrangements. It can establish common budgeting and cost allocation for regional functions while leaving responsibility for underlying operations, assets, debt, and capital with Reno, Sparks, and TMFPD. The arrangement does not itself create an independent regional revenue source.

Chapter 30 models Regional Alignment at the same cost as the three-agency Baseline. This means no net increase above the modeled Baseline; it does not mean that existing services are fully financed or that implementation requires no additional work. The projected gap between modeled expenditure and continuation funding remains under Alignment.

The cost-neutral assumption depends on the agencies' ability to perform agreed regional work within existing resources or offset additional expenditure through verified reductions elsewhere. Coordination, training, performance reporting, agreement development, and financial administration require staff time. Where existing personnel cannot absorb those responsibilities alongside their continuing duties, consultants, backfill, or additional positions would create costs requiring offsets or separately approved funding. A dedicated regional program office is therefore not automatically included within the cost-neutral assumption.

Shared procurement, coordinated training, and more efficient use of apparatus and specialty resources may produce savings or avoided costs. Those benefits depend on the activities implemented and the expenditure actually reduced. Chapter 30 does not establish that such efficiencies can close the projected funding gap, and the participating governments have indicated that their capacity to increase fire-service appropriations is limited.

The option's financial strength is its ability to organize shared work without transferring the agencies' entire revenue and expenditure systems. Its limitation is continuing dependence on each government's fiscal capacity and commitment to regional obligations. Sustainable implementation requires agreed activities to match available funding and staff capacity. If sufficient additional revenue is not supported or secured, service commitments would need to be adjusted to available resources.

26.3.9 Transparency

The Alignment Plan can provide a visible regional accountability structure without transferring final political authority away from the existing elected bodies.

A six-member Regional Fire Service Board, composed of two elected officials from Reno, two from Sparks, and two from the TMFPD/Washoe governing structure, provides equal institutional representation. This mirrors the representation structure established by the Legislature for the SB 319 Regional Fire Services Study Board, which consists of two Washoe County commissioners, two Reno City Council members, and two Sparks City Council members. (2025 Nev. Stats. ch. 447.)

Unlike the temporary SB 319 Study Board, however, the Alignment Board would exist to oversee an ongoing regional operating program established by the participating governments. Its primary focus would be on providing regional transparency on the activities of the alignment plan, and a direct line of communication back to the respective governing bodies. Any additional authority conveyed by their respective governing bodies should be established through an interlocal agreement.

A Management Committee composed of the participating fire chiefs or designated executive representatives would direct technical implementation and bring recommendations to the Regional Fire Service Board and, when required, the participating governing bodies.

The interlocal agreement should clearly specify:

board membership and appointment; voting requirements; matters requiring unanimous or jurisdiction-concurrent approval; authority delegated to the Management Committee; matters reserved to individual governing bodies; public meeting and records requirements; annual regional work plans.

budget approval; dispute-resolution procedures; performance reporting; amendment procedures; withdrawal and termination requirements; and; disposition of any jointly acquired property.

This distinction between oversight and legal authority is important. Unless power is expressly and lawfully delegated, the Regional Fire Service Board does not replace the Reno City Council, Sparks City Council, or TMFPD Board of Fire Commissioners.

Transparency would also be supported through a public regional performance dashboard, an annual regional operating report, and disclosure of significant instances in which an agency departs from an agreed regional policy.

This structure provides a formal process for identifying and resolving disagreements rather than relying primarily on informal staff relationships.

26.3.10 Legislative Feasibility

The core Alignment Plan can be implemented principally under existing Nevada law.

NRS 277.100 defines public agencies broadly enough to encompass counties, incorporated cities, and districts. NRS 277.110 permits those public agencies to exercise jointly powers each already

possesses, while NRS 277.120 expressly anticipates either a separate administrative entity or an administrator/joint board to govern a cooperative undertaking. NRS 277.170 provides mechanisms for participating agencies to contribute funding, personnel, property, and services, and NRS 277.180 expressly authorizes interlocal governmental-service contracts and joint cooperative use of firefighting and fire-protection equipment.

For agreements under NRS 277.110 in which more than $25,000 in expenditure is reasonably foreseeable, the statute requires a written agreement and ratification by the participating governing bodies. NRS 277.140 also requires qualifying agreements to be recorded with the county recorder in each affected county and filed with the Secretary of State; the statute provides an optional process for Attorney General review as to form and compatibility with Nevada law.

This legal framework is particularly relevant because the Legislature itself relied on the same Interlocal Cooperation Act in SB 319 when it directed Washoe County, Reno, and Sparks to create the current six-member Regional Fire Services Study Board by interlocal agreement.

The principal legal boundary is equally important: agencies may jointly exercise powers they possess, but Chapter 277 should not be treated as automatically granting new substantive powers that none of the participating agencies possesses.

Accordingly, the Alignment Plan should not assume that the regional board independently may:

- Levy a new property tax.
- Impose a regional tax or fee without separate statutory authority.
- Issue general-obligation debt merely because the regional arrangement exists; supersede the statutory authority of the participating governing bodies; unilaterally transfer employees between employers; rewrite municipal ordinances; exercise independent land-use authority; or; permanently assume assets or liabilities without appropriate legal action.

Those limitations should remain clearly defined under Regional Alignment and would require additional legal authority if the participating governments later considered transferring broader governmental, fiscal, employment, or asset responsibilities to a different organizational structure.

26.3.11 Political Feasibility

Regional Alignment preserves existing governing bodies, departmental identities, employers, and ownership of assets while establishing shared responsibility for specified regional functions. These features can make the option politically accessible to jurisdictions seeking closer operational cooperation while retaining local control over fire-service budgets, staffing, and capital investment. Employees also retain their existing employer relationships, although changes in operating practices may still affect working conditions.

Political acceptance depends on how shared authority and financial responsibility are distributed. Each jurisdiction would need confidence that its participation produces identifiable service benefits, that contributions are equitable, and that regional decisions account for its communities' needs. Representation, voting arrangements, delegated responsibilities, dispute resolution, and withdrawal provisions would influence the durability of the agreement.

Retaining local authority also creates a continuing need for agreement among participating governments. Regional priorities may compete with local budget pressures, capital needs, or service preferences. Changes in elected leadership or financial conditions could affect participation, particularly where shared activities depend on discretionary staff assignments or annual

appropriations. Clear commitments and public reporting can strengthen accountability, but the arrangement remains dependent on sustained intergovernmental cooperation.

Public acceptance also depends on a clear explanation of what Alignment can deliver within available resources. Chapter 30's cost-neutral assumption does not establish that current services are fully funded or that every regional initiative can be absorbed by existing staff. Additional expenditure would require an identified funding source, and proposals involving increased taxpayer contributions would depend on public support and the applicable approvals.

Regional Alignment can operate while the jurisdictions and residents consider longer-term service, funding, and governance choices. Participation does not commit the region to consolidation or require other options to await evidence that Alignment has failed. Its political feasibility rests on support for the shared functions proposed, the resources committed to them, and the balance between regional accountability and retained local authority.

26.3.12 Participating-Government Retained Responsibilities

Employees, core assets, taxes, debt, reserves, and legacy liabilities remain with Reno, Sparks, and TMFPD. Joint obligations should be limited to those expressly created by the ILA and allocated through a transparent formula.

Table 26-10. Retained responsibilities for participating governments

Responsibility	Reno	Sparks	TMFPD
Core fire operating budget	Retained	Retained	Retained
Regional-program contribution	Shared obligation	Shared obligation	Shared obligation
Personnel/employer obligations	Retained	Retained	Retained
Existing debt and legacy capital	Retained	Retained	Retained
Stations/apparatus ownership	Generally retained	Generally retained	Generally retained
Capital replacement	Retained, regionally coordinated	Retained, regionally coordinated	Retained, regionally coordinated
Collective bargaining	Retained	Retained	Retained
Direct department oversight	Retained	Retained	Retained
Regional policy oversight	Shared through ILA	Shared through ILA	Shared through ILA

26.3.13 Advantages and Limitations

Regional Alignment can formalize shared operating practices while preserving the participating agencies' existing organizations and responsibilities. Its advantages arise from coordinated service delivery and limited organizational disruption. Its limitations concern the authority retained by separate governments, continuing dependence on agency resources, and the commitments needed to sustain shared activities.

Table 26-11. Advantages and limitations of Alignment Plan

Advantages	Limitations / risks
Allows regional operating improvements while Reno, Sparks, and TMFPD remain separate legal organizations.	Does not establish a single employer, consolidated fire department, or independent regional revenue structure.
Uses the interlocal mechanisms described in this chapter to organize shared functions and responsibilities.	The arrangement's authority remains bounded by the powers available to the participants and the responsibilities they delegate.
Supports closest-appropriate-unit response, automatic aid, and coordinated coverage without requiring organizational consolidation.	Consistent implementation depends on common operating practices, resource availability, and sustained interagency commitments.
Preserves existing collective bargaining agreements, employer relationships, PERS arrangements, and personnel systems.	Differences in labor agreements, compensation, staffing rules, and classifications remain. Changes affecting working conditions still require the applicable bargaining and personnel processes.
Supports coordinated CAD and AVL use, common procedures, training, specialty resources, procurement, and performance reporting.	The administrative responsibilities associated with three separate organizations continue. Savings occur only where activities or expenditure are actually reduced.
Allows agencies to implement and measure operational improvements while retaining existing employees, revenues, and assets.	Operational success does not establish that available revenue can sustain the desired services or resolve every governance and financial issue.
Preserves identifiable responsibility for existing debt, reserves, assets, employee liabilities, and legacy capital.	Does not create a unified regional capital budget. Shared capital priorities remain dependent on identified owners, funding sources, and participating-government approvals.
Can establish representative regional oversight and defined responsibility for agreed functions.	Participating governments retain authority over matters not delegated, including their underlying budgets and other local responsibilities.
Builds on existing operating relationships, agreements, and shared initiatives.	Leadership changes, budget pressures, contribution disputes, and differing service priorities can affect participation and continuity.
The Southern Nevada examples discussed in this chapter illustrate substantial automatic-aid and communications coordination among separate departments.	Those examples also retain separate budgets, employment systems, administrative responsibilities, and capital priorities.
Provides a framework for common public reporting using the report's performance measures and operational findings.	Ongoing reporting requires assigned responsibility, consistent application of definitions, and staff capacity to maintain and explain results.
Can operate concurrently with consideration of longer-term service, funding, and governance options.	Consideration of another option does not resolve the continuing obligations associated with shared systems, investments, or agreements. Withdrawal and termination provisions remain necessary.

Advantages	Limitations / risks
Chapter 30 models Alignment without a net cost increase above the three-agency Baseline.	The Baseline funding gap remains. Additional consultants, backfill, or dedicated positions require verified offsets or separately approved funding where existing staff cannot absorb the work.
Allows shared expenditure to be allocated through agreed contributions and in-kind support.	Cost allocation distributes expenditure but does not create new revenue. The participating governments' limited additional appropriation capacity constrains the shared program.

26.3.14 Implementation Pathway

If selected, Regional Alignment would be implemented through an interlocal agreement defining the shared functions, delegated authority, oversight arrangements, financial commitments, and responsibilities retained by each participating government. The agreement would also establish procedures for resolving disagreements, amending commitments, withdrawing from shared activities, and maintaining service continuity.

The operational recommendations elsewhere in this report provide the foundation for the joint work program. Implementation would translate those recommendations into assigned responsibilities and operating arrangements for dispatch coordination, closest-appropriate-unit response, automatic aid, common procedures, training, specialty resources, performance reporting, and capital coordination. Activities could proceed at different rates according to their funding, technology, staffing, and agreement requirements.

Participating agencies would assign responsibility for coordination and technical work through existing leadership and staff where capacity permits. Additional consultant assistance, backfill, or dedicated positions would require identified funding or verified expenditure offsets. Chapter 30's cost-neutral Alignment case does not automatically provide a separately staffed regional office.

Implementation would include common performance measures and periodic public reporting on service results, expenditure, and completion of agreed activities. These reviews would support adjustments to the shared program and accountability for regional commitments. Evaluation of longer-term service, funding, or governance options could proceed concurrently; it would not depend on completing an Alignment trial period.

Chapter 39 describes the associated administrative, financial, and operational tasks and their indicative timing. Under this option, implementation would preserve the existing employers and governing bodies while establishing the authority, resources, and working arrangements needed for the functions they agree to undertake collectively.

26.3.15 Decision-criteria Summary

Table 26-12 summarizes Regional Alignment against the Study's contractual decision criteria. The assessment distinguishes the ability to coordinate regional functions from the authority and financial responsibilities retained by the participating governments.

Table 26-12. Summary of Alignment Plan decision criteria

Criterion	Answer
Administrative efficiency	The option can consolidate processes and reduce duplicated effort in dispatch coordination, operating procedures, training, specialty resources,

Criterion	Answer
	data management, procurement, and planning. It retains the administrative responsibilities associated with three separate employers, budgets, and governing bodies. Efficiencies depend on the activities actually combined and the expenditure reduced. Regional coordination also requires staff capacity; consultants, backfill, or dedicated positions would require identified funding where existing personnel cannot absorb the work.
Fiscal oversight	Joint activities can operate through a defined regional budget, agreed cost allocation, financial controls, and public reporting. Underlying agency revenues, reserves, debt, assets, and capital responsibilities remain separate. This preserves identifiable responsibility for existing obligations but leaves regional commitments dependent on participating-government resources. Chapter 30 models Alignment at the same cost as the Baseline, with the projected funding gap remaining. Cost allocation and common budgeting do not themselves provide additional revenue.
Transparency	A representative regional oversight body, management committee, written agreement, public work plan, and common performance reporting can make shared decisions and results visible. The agreement would distinguish delegated authority from matters retained by the Reno City Council, Sparks City Council, and TMFPD governing body. Reporting would identify responsibility for expenditure, implementation, service performance, and corrective action.
Legislative feasibility	The core option uses the existing interlocal framework described in this chapter to organize joint activities, administration, contributions, and services. Its scope remains bounded by the participating agencies' authority and the functions delegated through their agreement. A proposal involving additional governmental or revenue powers would require the corresponding statutory authority. Consideration of such a proposal could proceed concurrently with Alignment.
Political feasibility	The option preserves existing governing bodies, departmental identities, budgets, and employer relationships while providing a formal structure for cooperation. Support would depend on representation, equitable contributions, service benefits, and the balance between shared authority and local control. Continuation requires sustained participation and workable provisions for funding, amendment, dispute resolution, withdrawal, and service continuity. Adoption would neither commit the region to consolidation nor prevent concurrent consideration of other service, funding, or governance options.
Collective bargaining and personnel compatibility	Employees remain with their existing employers and personnel systems, preserving existing collective bargaining relationships, compensation, benefits, seniority, and PERS arrangements. Common practices affecting working conditions remain subject to applicable bargaining and personnel requirements. Staff assigned to shared functions would require clear supervision, cost allocation, liability responsibility, and arrangements for returning to agency duties.

26.3.16 Overall Assessment

The NRS 277.110 Washoe Regional Alignment Plan provides a formal structure for regional cooperation while preserving Reno Fire Department, Sparks Fire Department, and TMFPD as separate organizations. Each agency retains its employer relationships, governing body, underlying budget, assets, and service responsibilities. The interlocal agreement establishes how the agencies would jointly administer specified functions, allocate shared costs, measure performance, and resolve disagreements.

The option's principal strength is its ability to organize substantial operational improvements without requiring wholesale transfer of employees, assets, revenues, or governmental responsibilities. Its principal limitation is that the regional program remains dependent on the authority and resources committed by three separately governed and financed organizations.

Operational capabilities. Regional Alignment could support many of the service improvements identified elsewhere in this report, including:

- Closest-appropriate-unit response and automatic aid.
- Coordinated dispatch protocols, run cards, and unit-selection practices.
- Shared CAD information, unit-status information, and AVL integration.
- Regional move-up and coverage arrangements.
- Common operating procedures and incident-management practices.
- Joint training, qualifications, and exercises.
- Specialty-resource coordination.
- Common apparatus and equipment specifications and cooperative purchasing.
- Consistent data definitions and regional performance reporting.
- Coordinated Standards of Cover, station planning, and capital review.

These activities address operating conditions that can be improved through common practices and sustained cooperation. Their implementation would depend on the relevant technology, staffing, training, agreements, and funding. Establishing an interlocal framework would assign responsibility for the work, but the service benefits would arise from the practices actually implemented.

The operational comparison in Chapter 29 distinguishes those benefits from the effects of changing governmental structure. Where the same regional operating package is implemented, the analysis does not assign additional immediate response-time benefits solely because agencies consolidate. Alignment can therefore support substantial operational integration while leaving the underlying organizations intact.

Retained authority and regional decision-making. The agencies would continue to exercise authority over responsibilities not delegated through the agreement. These include their core budgets, employment relationships, assets, and capital obligations. Regional oversight would operate within the authority granted by the participating governments.

This division allows the agencies to coordinate service delivery while maintaining local accountability. It also places practical limits on regional direction. A closest-appropriate-unit policy can send an available engine across a jurisdictional boundary, but the owning agency continues to finance that engine's personnel, maintenance, and replacement. A regional capital review can identify a beneficial station investment, but the responsible government must still authorize and fund the project. Common deployment planning can identify a staffing need without ensuring that the agency concerned has sufficient revenue to meet it.

The distinction between shared authority and retained authority would therefore be central to the agreement. Operational responsibilities need to be clear enough for chiefs and field personnel to apply consistently, while decisions requiring governing-body approval remain identifiable. Dispute-resolution procedures would provide a means of addressing disagreements without routinely interrupting shared operations.

Administrative efficiency and implementation capacity. Alignment could reduce duplicated effort through common policies, coordinated training, shared procurement, consolidated reporting, and joint administration of selected programs. Savings would depend on the activities undertaken and the expenditure actually reduced. More consistent practices may also improve service or reduce staff workload without producing an immediate cash saving.

The option retains the administrative responsibilities associated with three employers and three underlying financial systems. Regional coordination would add work involving meeting administration, agreements, scheduling, financial allocation, performance analysis, and public communication. That work could be assigned to existing staff where capacity permits.

Chapter 30 models Alignment at the same cost as the three-agency Baseline. This assumes that agreed activities can be supported within existing resources or through verified expenditure offsets. It does not automatically fund a separate program office, new positions, or consultant assistance. Where personnel cannot complete regional responsibilities alongside their continuing duties, additional support would create costs requiring identified funding. Implementation capacity would consequently affect both the scope and pace of the shared program.

Funding and financial sustainability. Existing agency revenues would remain the financial foundation of the option. Shared activities could be supported through agreed contributions, assigned personnel, in-kind resources, grants, and other authorized cooperative arrangements. The agreement could establish a joint budget and allocation formulas for those activities while leaving each agency's underlying fire-service budget intact.

This structure preserves existing revenue relationships and avoids the fiscal conversion associated with creating a consolidated government. It does not establish an independent regional revenue source. The participating governments would remain responsible for financing their own services and meeting their agreed regional commitments.

Chapter 30 identifies a projected gap between modeled expenditure and continuation funding under both the Baseline and Alignment cases. Cost neutrality between those options does not mean that the services are fully funded. The participating governments have indicated that their capacity to increase appropriations is limited, and the financial model does not establish that operational efficiencies can close the gap.

A contribution formula can distribute the cost of shared work, but it cannot create additional fiscal capacity. Differences in agency resources would therefore continue to affect participation, staffing, and capital investment. If additional funding is proposed, its source, taxpayer effects, and service commitments would need to be clear, with public support and the applicable approvals necessary for any increased taxpayer contribution. If sufficient funding cannot be secured, service commitments would need to fit available resources.

Fiscal equity, assets, and capital. Alignment generally preserves the attribution of existing debt, employee liabilities, reserves, assets, and deferred capital needs to the government responsible for them. The region would not need to combine all existing obligations merely to establish common

operating practices. This provides continuity and reduces the complexity of beginning shared activities.

Shared expenditure would nevertheless require equitable allocation. The agreement would distinguish costs incurred for a regional function from each agency's continuing local obligations. Joint use of facilities, apparatus, equipment, or personnel would require clear responsibility for operating costs, maintenance, insurance, replacement, and any obligations continuing when the arrangement ends. Chapter 27 provides the fiscal-equity framework for those decisions.

Capital coordination could improve the regional value of station, apparatus, and technology investments. It would not automatically create a unified capital budget or transfer ownership. The participating governments would retain responsibility for their facilities and equipment unless a specific agreement provided otherwise. Regional review would therefore need to connect proposed investments with an identified owner, funding source, and continuing operating commitment.

Workforce continuity. Employees would remain with their existing employers, and existing collective bargaining relationships, compensation systems, benefits, and personnel structures would continue. This avoids the workforce-transfer requirements associated with establishing a single employer.

Common operating practices can still affect schedules, assignments, training, supervision, and other working conditions. Those changes would follow the applicable bargaining and personnel processes. Personnel assigned to regional functions would need clear supervisory relationships and responsibility for employment costs, performance management, and return to agency duties. Alignment would reduce the extent of organizational transition without eliminating the need to manage workforce implications.

Accountability and durability. A regional oversight structure, management committee, and technical working groups could provide continuing direction for the shared program. Common performance measures and public reporting would allow residents and governing bodies to assess whether agreed practices are being implemented and whether service results are improving.

Durability would depend on continued participation and the strength of the agreement. Changes in leadership, budget pressures, differing service priorities, or disagreement over contributions could affect the program. Clear voting arrangements, funding commitments, amendment procedures, dispute resolution, and withdrawal provisions would support continuity. As shared systems and investments expand, the consequences of withdrawal would become more significant and would need to be addressed in the agreement.

Alignment could operate while the jurisdictions and residents consider longer-term service, funding, and governance choices. It would neither require a subsequent consolidation nor prevent consideration of another structure. Evaluation of other options could proceed concurrently with operational improvements.

The principal assessment is:

- **Operational integration:** Substantial potential through common dispatch, deployment, training, procedures, and resource coordination.
- **Administrative efficiency:** Potential to reduce duplicated effort in shared functions while retaining the responsibilities associated with three separate organizations.
- **Fiscal independence:** Limited; the arrangement remains dependent on participating-government resources and does not itself create a regional revenue source.

- **Participating-government responsibility:** Continuing for employees, core services, assets, capital, debt, and agreed shared activities.
- **Fiscal equity:** Existing obligations remain identifiable, while shared costs require transparent allocation and funding commitments.
- **Workforce transition:** Limited organizational disruption because employers remain unchanged, with bargaining and personnel requirements continuing for affected practices.
- **Governance durability:** Dependent on delegated authority, sustained participation, enforceable commitments, and workable dispute-resolution and continuity provisions.
- **Implementation risk:** Lower organizational-transfer demands, with practical risks concentrated in staff capacity, technology, consistent operating practices, and funding.
- **Political feasibility:** Supported by retention of local institutions, but dependent on acceptance of shared authority, equitable contributions, and realistic service commitments.

Regional Alignment offers a means of improving regional operations while maintaining separate governmental and employment structures. Its central tradeoff is operational coordination with limited organizational disruption alongside continued dependence on separate budgets, retained local authority, and sustained intergovernmental agreement. Its effectiveness would depend on the commitments implemented and the resources available to support them.

26.4 Expanded NRS 277 Regional Entity Option

26.4.1 Overview of the Option

The Expanded NRS 277 Regional Entity option would organize defined fire, EMS, administrative, or support functions through an interlocal structure. Its scope could range from one agency providing services to another to a jointly administered regional organization with responsibility for specified functions, personnel, resources, and expenditure.

Regional Alignment retains the existing departments as the principal operating organizations. An expanded arrangement could assign more direct responsibility for selected functions to an operating agency or regional entity. The degree of integration would depend on the structure selected, the authority delegated, and the funding and resources committed.

Chapter 277 provides several distinct mechanisms relevant to this option. They differ in governance, participation, employment, financing, and continuing responsibility. They are alternatives for organizing services, rather than required stages in a progression toward consolidation.

Table 26-13. Relevant NRS 277 variants for this Study

Variant	Description	Principal use
Contract-for-service	One public agency performs defined services for another through an agreement under NRS 277.180. The agreement assigns service responsibilities, payments, oversight, and other obligations.	Uses an existing organization to provide specified operational or support functions, potentially extending to a broader contracted fire-service arrangement.
Joint legal or administrative entity	Eligible participating agencies establish a separate entity under the general NRS 277.110–277.120 framework, with defined governance, delegated functions, financing, personnel and property arrangements, and termination provisions.	Provides shared regional administration or broader integration of approved functions through a jointly governed organization.

Variant	Description	Principal use
NRS 277.103/.105 governmental-service consolidation	A county, its largest city, and participating incorporated cities consolidate governmental services through an interlocal arrangement and may establish a permanent administrative entity. Fire prevention and suppression are among the identified functions.	Provides a county-city structure for consolidated services. Application to the full Reno–Sparks–TMFPD system requires explicit treatment of the existing fire district's participation and responsibilities.

Contract-for-service variant. Under this arrangement, an existing agency would provide agreed services within another participant's territory or perform support functions on its behalf. The scope could include:

- Fire and EMS response.
- Command and executive management.
- Staffing of designated stations.
- Training and qualification programs.
- Logistics, fleet, and equipment support.
- Prevention and inspection functions within the authority assigned.
- Information technology and records.
- Procurement.
- Data management and performance reporting.
- Other specified administrative services.

The receiving government would finance the services through contractual payments, contributions, or other agreed support. It would retain the responsibilities assigned to it by the agreement and applicable law.

This variant uses an existing employer, command structure, financial system, and administrative organization. It can reduce the need to establish separate regional infrastructure, although the operating agency may require additional capacity to serve the expanded area. The cost would depend on the functions assumed, staffing arrangements, support requirements, and expenditure discontinued by the receiving agency.

Governance would remain connected to the operating agency's existing institutions. The agreement would therefore need to establish how the receiving government influences service commitments, budgets, performance expectations, and significant changes. This relationship differs from creating a jointly governed organization in which participating governments share formal decision-making authority.

A limited support-service contract could preserve existing employment arrangements. A broader operating contract involving employee transfers would carry more substantial bargaining, compensation, benefits, seniority, and liability implications. Those requirements would depend on the actual service and workforce arrangement.

Joint legal or administrative entity variant. This structure would establish a regional organization with responsibilities expressly assigned by the participating agencies. The general interlocal framework includes cities, counties, and districts among eligible public agencies, providing a basis for participation by Reno, Sparks, Washoe County, and TMFPD.

The founding agreement would define the entity's organization, governing body, delegated powers, purpose, duration, financing, budgeting, property arrangements, and termination procedures. It

would also distinguish the entity's responsibilities from those retained by its members. Establishment of a joint entity would not automatically release a participating government from its underlying obligations.

Depending on the functions approved, the organization could include:

- A representative regional governing board.
- An executive director, fire chief, or regional administrator.
- Finance and budget administration.
- Data management and performance reporting.
- Regional training administration.
- Procurement, logistics, and specialty-resource support.
- Planning and capital-program coordination.
- Communications governance.
- Property and equipment contributed, assigned, or otherwise made available by members.
- Personnel employed by or assigned to the organization under the approved arrangements.

The entity's scope could be limited to selected shared services or extend to broader operational responsibilities. Functions could transfer together or in stages according to their funding, workforce, technology, and administrative requirements. Neither approach would require a prior trial of another governance model.

The organization would exercise the powers assigned within the applicable interlocal framework. Creating an entity would not itself provide an unrestricted grant of governmental authority or an independent regional tax base. Member contributions, assigned resources, and other authorized receipts would remain central to its financial structure unless additional authority were established.

Governmental-service consolidation variant. NRS 277.103 and 277.105 provide a distinct county-city mechanism for consolidating governmental services. The framework contemplates a permanent administrative entity serving participating cities and the unincorporated county, with fire prevention and suppression among the identified functions. Related support activities, including information systems and building and vehicle maintenance, are also relevant to a regional fire organization.

This variant could place consolidated functions within a continuing administrative structure funded through negotiated county and city contributions. The participants would need to connect authority over services with responsibility for budget commitments, capital, personnel, and performance. Permanent administration would not, by itself, create independent recurring revenue.

The treatment of TMFPD is a specific distinction between this variant and the general joint-entity framework. The county-city provisions do not expressly identify an existing Chapter 474 fire district as a participating entity. A regional arrangement using this mechanism would therefore need a legally effective means of incorporating TMFPD's functions and assigning its obligations. Washoe County's participation should not be assumed to transfer those functions automatically.

The implementing structure would specify whether district participation is accommodated through an accompanying interlocal arrangement, an authorized transfer or reorganization, or a targeted statutory provision. That choice would determine the treatment of TMFPD's governance, employees, revenues, assets, and liabilities. It is a condition of applying the county-city mechanism to the proposed regional system.

Across the three variants, the central design question is which functions would be administered regionally and how the authority, funding, resources, and accountability for those functions would be

assigned. Chapter 27 addresses the allocation of financial obligations, Chapter 28 addresses workforce implications, and Chapter 30 provides the financial context for evaluating the resources available to support the selected arrangement.

26.4.2 Comparable Historical Usages

Nevada interlocal arrangements show that public agencies can create joint administrative structures and consolidate selected governmental services. Their relevance is functional; namely, the agreement must expressly define powers, governance, financing, property, personnel, liability, withdrawal, and dissolution.

26.4.3 Administrative Efficiency

An Expanded NRS 277 Regional Entity can centralize selected administration and support functions by transferring defined responsibilities to a separate regional organization. It can reduce duplication, but core employer and taxing authority remain with the participating governments unless another statute supplies those powers.

26.4.4 Operational Efficiency and Service Delivery Effects

The entity could administer dispatch, training, logistics, data, specialty resources, procurement, planning, and other delegated services under unified policies and performance measures.

It is less effective, however, for complete operational consolidation because staffing authority, labor relationships, core revenue, major assets, and ultimate governmental responsibility may remain divided.

26.4.5 Fiscal Oversight

A separate NRS 277 entity can have a defined budget, governing board, accounting structure, property arrangements, and financial controls. NRS 277.120 requires the founding agreement itself to state how the undertaking will be financed and how its budget will be established and maintained. NRS 277.170 permits participating agencies to support the entity through appropriations, property, personnel, and services and recognizes grants, gifts, and other sources as potential support. This permits significantly stronger regional fiscal oversight than simple coordination.

A properly designed entity should prepare:

- an annual regional budget; audited financial statements; multiyear financial forecasts; cost-allocation schedules; reserve policies; capital plans; procurement reports.
- personnel-cost schedules; regional asset inventories; contract registers; and quarterly budget-to-actual reporting.

The entity's budget should be adopted publicly by its board and incorporated into the participating governments' own budget processes.

The critical limitation is revenue independence.

The entity can administer a substantial budget, but Chapter 277 does not generally convert it into an independent regional taxing district. Unless another statute provides authority, its basic operating revenue remains dependent upon member governments, delegated revenues, contractual payments, fees or charges lawfully available to the members, grants, or other authorized sources.

That distinction matters for long-term fiscal stability. A $100 million regional entity funded by binding member contributions can be operationally substantial, but it is fiscally different from a district that

independently levies a dedicated tax. Its budget ultimately depends on the legal and political commitment of the participating governments.

26.4.6 Funding Options

Funding consists principally of member contributions, cost allocations, grants, contracts, in-kind support, and authorized cooperative financing. The agreement should establish multiyear obligations, reserves, capital commitments, audit, remedies for nonpayment, withdrawal, and termination. Retain the following table as the technical funding inventory.

26.4.7 Funding Summary

Table 26-14. Technical funding inventory

Funding tool	NRS 277 Regional Entity treatment
Member appropriations	Yes. Principal operating source under NRS 277.120/277.170.
Contract payments	Yes. NRS 277.180 supports governmental-service contracts.
Personnel/property/in-kind support	Yes. Expressly permitted under NRS 277.170.
Existing agency tax/general revenues	Yes, through lawful member appropriation or transfer; taxes remain imposed under the member's underlying authority.
New regional property tax	No independent Chapter 277 authority identified. Requires another statutory basis or legislation.
Grants/intergovernmental revenues	Yes, subject to program eligibility.
Service fees/charges	Potentially, only where underlying legal authority exists and can be lawfully delegated.
Member-issued GO/other debt	Potentially, using the member's existing borrowing authority and applicable procedures.
Cooperative facility revenue securities	Yes, in defined circumstances under NRS 277.0705–277.0755, including qualifying fire equipment and facilities.
Independent unrestricted regional GO debt	Not created merely by Chapter 277.
Development impact fees	No new independent authority assumed. Must be traced to Chapter 278B or another source.
Special assessments	No general new authority assumed from Chapter 277.
Visitor/high-utilizer revenue	Requires independent existing authority or legislation.

The funding structure makes an NRS 277 entity more capable than a simple annually funded committee, but it remains dependent on participating governments unless separate statutory authority provides an independent revenue source.

26.4.8 Transparency

A joint NRS 277 entity can provide stronger regional transparency than either informal cooperation or a single-agency contract-for-service model. The founding agreement can establish a governing board with balanced representation from Reno, Sparks, and TMFPD/Washoe County. Unlike a Regional Alignment Plan board, the governing board of a separate entity can be given actual delegated decision-making authority over the functions assigned to it.

The agreement should clearly distinguish:

- powers delegated to the entity;
- powers retained by participating governments; actions requiring a simple board majority; actions requiring supermajority approval; actions requiring affirmative support from each participating jurisdiction; actions requiring separate approval by participating governing bodies; and actions beyond the entity's authority.

For each regional function, the public should be able to determine who decides, who pays, who performs, who measures performance, and who is accountable**.**

At minimum, the entity should be subject to and explicitly address applicable Nevada requirements concerning open meetings, public records, local government budgeting, auditing, procurement, ethics, and financial reporting.

The founding agreement should also require a public regional dashboard and annual performance report linking expenditures to measurable service outcomes.

26.4.9 Legislative Feasibility

The general NRS 277.110/277.120 joint-entity model is feasible under existing law. Reno, Sparks, Washoe County, and TMFPD are all public agencies within the broad statutory definition. They may jointly exercise governmental powers and create a separate legal or administrative entity by agreement. The agreement must be written and ratified when the statutory expenditure threshold applies and must satisfy the organizational, financing, budgeting, termination, and property requirements of NRS 277.120. Qualifying agreements must also be recorded and filed as prescribed by NRS 277.140.

NRS 277.103/.105 is even more explicit regarding consolidated fire service between the county and participating cities: prevention and suppression of fire is expressly identified as a function that may be performed by a permanent administrative entity.

The primary unresolved legal issue is whether and how that more specific county-city consolidation mechanism encompasses TMFPD. A second issue is the legal boundary between delegating an existing power and creating a new independent governmental power.

The regional entity should not be assumed, merely because it exists under Chapter 277, to possess:

- independent ad valorem taxing authority; an unrestricted regional sales or excise tax; unrestricted GO debt authority; development-impact-fee authority; special-assessment authority; municipal police powers; independent land-use authority; or
- another revenue or regulatory power not lawfully available through the participating governments or separately granted by statute.

Formal counsel review is therefore particularly important if policymakers contemplate transferring broader fiscal, employment, asset, or governmental authority to an Expanded NRS 277 Regional Entity.

26.4.10 Political Feasibility

Political feasibility is moderate to high for a limited or staged regional entity and becomes more uncertain as additional authority, personnel, assets, and financial responsibility are transferred to it. The structure has a major political advantage over both a contract-for-service model and immediate statutory consolidation: no existing jurisdiction needs to agree initially to be absorbed into another.

A balanced regional governing board can preserve institutional representation while transferring real authority over agreed functions. Employees can remain with their existing employers during early phases. Assets and debt can remain locally owned. Major tax restructuring can be postponed.

This creates a comparatively lower-risk way for elected officials to determine whether broader regional administration provides measurable benefit. The political difficulty increases as the entity receives more authority.

Questions may arise concerning:

- representation and voting weight; whether all jurisdictions contribute equitably; whether one government can withdraw; whether one jurisdiction can veto regional decisions; whether regional costs grow faster than anticipated; who controls personnel decisions; whether a regional board is sufficiently accountable; or
- whether one jurisdiction disproportionately uses regional units or services; and; whether the entity becomes effectively permanent without direct voter approval.

These risks can be reduced through carefully designed voting rules, contribution formulas, withdrawal provisions, independent performance evaluation, and measurable decision points.

26.4.11 Compatibility with Existing Collective Bargaining and Personnel Systems

An Expanded NRS 277 Regional Entity can be structured to provide high compatibility during staged implementation, because immediate transfer of operational employees is not necessary.

If this model were pursued, firefighters and most other existing personnel could initially remain employed by Reno, Sparks, and TMFPD while selected administrative functions are assigned to the entity. Personnel could support the regional organization through:

- assignment, detail, loan, reimbursement agreement, shared positions, new regional positions, or direct employment by the regional entity where legally and operationally appropriate.

NRS 277.170 expressly permits participating public agencies to provide personnel and services to support a joint undertaking.

Each assignment should identify:

- employer of record;
- appointing authority;
- supervision; payroll responsibility; benefits; PERS reporting; workers' compensation; discipline; liability.
- indemnification; access to information; bargaining-unit treatment; and return rights.

Any action affecting wages, hours, classifications, schedules, benefits, bargaining-unit status, discipline, or another mandatory subject remains subject to NRS Chapter 288 and applicable collective bargaining agreements. A later transition to the regional entity as a single employer would be more complex.

Before any broad employee transfer, the region should complete:

- classification mapping; compensation comparison; seniority rules; promotional systems; leave-bank treatment; health benefits; retiree-health obligations.
- workers' compensation allocation; CBA successorship or transition agreements; management/exempt employment treatment; and formal PERS analysis.

Accordingly, the model is best characterized as labor-compatible during regional administrative integration but labor-intensive if used to create one employer.

26.4.12 Participating-Government and Pre-Transfer Responsibilities

The agreement must expressly allocate employees, assets, contracts, debt, claims, indemnification, reserves, and termination costs. Existing obligations are not automatically extinguished or transferred by creating a joint entity.

Table 26-15. Responsible parties pre-transfer

Responsibility	Reno	Sparks	TMFPD
Member contribution	Likely continuing	Likely continuing	Likely continuing
Direct fire operating costs	Retained unless and until specific functions are transferred	Same	Same
Existing debt	Usually retained unless expressly transferred	Same	Same
Legacy capital	Recommended to remain identifiable	Same	Same
Employee liabilities	Pre-transfer liabilities generally retained or scheduled	Same	Same
Assets	May remain local or be assigned/transferred	Same	Same
Regional-entity oversight	Continuing member-government role	Continuing member-government role	Continuing member-government role
Direct operational oversight	Declines as authority is delegated	Declines	Declines
Withdrawal/dissolution exposure	Yes	Yes	Yes

26.4.13 Advantages and Limitations

An Expanded NRS 277 Regional Entity could concentrate responsibility for defined services within a shared organization or an existing operating agency. Its capabilities would depend on the variant selected and the authority, resources, and obligations assigned. Table 26-16 summarizes the principal advantages and limitations, including the distinction between regional administration and independent funding.

Table 26-16. Advantages and limitations of an Expanded NRS 277 Regional Entity

Advantages	Limitations / risks
Uses the interlocal structures described in this chapter to organize services without necessarily creating a new governmental district.	The selected structure must accommodate all participating agencies and assigned functions. Additional authority may be necessary for responsibilities beyond the applicable framework.
Can establish a separate legal or administrative entity with direct	Its powers depend on the authority available to the participants and the functions delegated.

Advantages	Limitations / risks
responsibility for specified regional functions.	Establishment does not automatically create new governmental or revenue powers.
A joint entity can provide shared regional governance rather than placing all functions under one existing department.	Representation, voting rights, budget authority, and retained local responsibilities require clear agreement. A contract-for-service variant remains connected to the operating agency's governing structure.
Can centralize administration, training, procurement, data, planning, logistics, and other functions together or in stages.	A regional organization can add cost and complexity if participating agencies retain the same activities and expenditure. Administrative savings depend on actual reductions in duplication.
Can use assigned personnel, services, facilities, and equipment, with employment arrangements suited to the functions undertaken.	A full workforce transfer involves substantial bargaining, compensation, classification, benefits, PERS, and liability requirements. Shared assignments also require clear supervision and employment responsibilities.
Can administer an agreed regional budget and provide common financial reporting.	Recurring revenue generally remains dependent on member contributions and other authorized receipts. A joint budget does not itself establish an independent regional tax base.
Provides several organizational variants, including the county-city service-consolidation mechanism described in §26.4.1.	The county-city variant requires an explicit legal mechanism for incorporating TMFPD's functions and obligations; county participation does not automatically transfer district responsibilities.
Can preserve identifiable responsibility for participating-government assets, reserves, debt, and legacy liabilities.	Shared use or transfer requires clear allocation of maintenance, insurance, replacement, debt, restrictions, and obligations continuing after withdrawal or termination.
Can support multiyear regional planning and a common capital program.	Adoption of regional priorities does not guarantee member appropriations. Each investment requires a funding commitment and assigned ownership and operating responsibility.
Can use applicable cooperative financing arrangements for eligible capital needs.	Financing remains subject to the authority and repayment resources supporting it. Borrowing does not resolve a recurring operating deficit.
Can function as a continuing arrangement for selected services or broader regional administration, without requiring a prior Alignment trial or a subsequent consolidation.	Durability depends on enforceable commitments, dispute-resolution procedures, and continuity arrangements. Withdrawal by a major participant could materially affect services and shared investments.
Can draw on the local interlocal-service experience discussed in Chapter 25.	That experience also demonstrates that financial, employment, property, and termination obligations can continue after an operating arrangement ends.
Can connect regional management responsibility with measurable service commitments and public reporting.	Regional authority and local funding responsibility may diverge if the entity directs services while members retain discretion over the resources needed to provide them.

Advantages	Limitations / risks
Allows the scope of shared administration to match the functions participating governments choose to combine.	Chapter 30's cost-neutral Alignment assumption does not automatically apply to an expanded organization. Additional staff, consultants, systems, or transferred functions require funded implementation and operating arrangements.
Can allocate shared costs through agreed contribution formulas and in-kind support.	Allocation changes who pays; it does not create additional regional resources. Limited member appropriation capacity and the projected funding gap remain relevant constraints.

26.4.14 Implementation Pathway

An Expanded NRS 277 Regional Entity option should be considered only for functions that benefit from actual centralized administration. Implementation should follow the process for phased transition set out in Chapter 39 and should not transfer critical operations until funding, authority, personnel, insurance, systems, and continuity requirements are validated.

26.4.15 Decision-criteria Summary

Table 26-17 summarizes the Chapter 318 General Improvement District against the Study's contractual decision criteria. The assessment distinguishes the organizational capabilities of a regional district from the funding and transition arrangements necessary to deliver the selected services.

Table 26-17. Summary of Chapter 318 regional integration decision criteria

Criterion	Answer
Administrative efficiency	A fully implemented GID could combine operating management, employment, procurement, training, fleet, capital planning, and administrative support within one organization. Efficiencies would depend on separate agency activities and underlying expenditure actually ending or decreasing. Formation would create additional workload and costs for systems, personnel arrangements, and parallel operations. Chapter 30 models the GID at a higher cost than the Baseline and Regional Alignment; immediate net savings should not be assumed.
Fiscal oversight	A GID could provide a unified budget, financial controls, reserves, asset management, and capital and debt planning. Its funding tools would remain subject to practical revenue capacity, restrictions, and repayment obligations. Chapter 30 identifies property-tax constraints and a substantial gap under the modeled continuation-funding assumptions. Implementation would require explicit treatment of continuing contributions, transferred revenues, retained predecessor costs, and legacy obligations. Independent financial administration does not establish sufficient additional revenue.
Transparency	The district framework described in §26.5.9 provides public governance, budgeting, financial reporting, and accountability mechanisms. The selected governing arrangement would need to provide understandable representation across Reno, Sparks, and participating unincorporated communities. Districtwide reporting would be complemented by geographic service results,

Criterion	Answer
	transparent capital priorities, and clear identification of responsibilities retained by other governments.
Legislative feasibility	Chapter 318 provides an existing district framework for the services described in this chapter. Implementing a regional GID would also require legally effective arrangements for municipal fire-function succession and TMFPD reorganization or transfer. The formation and transfer instruments would specify responsibility for employees, assets, contracts, revenues, and liabilities. Any provisions beyond the existing framework would require corresponding statutory authorization. Additional revenue powers should not be assumed to arise from district formation alone.
Political feasibility	The option would transfer substantial service responsibility from existing governments to a regional district. Acceptance would depend on representation, service commitments, taxpayer impacts, municipal fiscal effects, workforce continuity, and treatment of historical obligations. Public support for operational cooperation would not automatically establish support for district formation or additional taxation. Consideration of the GID could proceed alongside operational improvements without requiring a prior finding that Alignment had failed.
Collective bargaining and personnel compatibility	A GID could become a single regional employer, but formation would not automatically reconcile existing personnel and bargaining systems. Transition would involve the bargaining, classification, compensation, benefits, seniority, PERS, accrued-leave, and liability arrangements addressed in Chapter 28. Payroll, benefits administration, supervision, and workforce assignments would need to be operational before employment responsibilities transferred, with emergency-service continuity maintained throughout implementation.

26.4.16 Overall Assessment

The Expanded NRS 277 Regional Entity offers a structure for placing selected administrative and operating functions within a shared regional organization. Depending on the variant selected, participating governments could establish a joint governing body and budget, assign personnel and property, and delegate responsibility for specified services. This would allow functions currently administered separately to be managed through a common organization while preserving the participating governments' responsibilities for functions and obligations they retain.

Organizational scope and operational integration. The variants described in §26.4.1 provide different approaches to shared administration and integration. A joint legal or administrative entity under the general interlocal framework differs from the more specific county-city service-consolidation arrangement. Those distinctions affect participation, governance, employment, and the responsibilities transferred. The general joint-entity approach accommodates participation by the three agencies; use of the county-city variant would require an express legal mechanism for incorporating TMFPD's responsibilities into that arrangement.

The functions assigned to an expanded entity could include:

- Data management and regional performance reporting.
- Training administration, common qualifications, and exercises.
- Procurement, equipment standards, and logistics.

- Specialty-resource administration.
- Operating-policy development and regional deployment planning.
- Standards of Cover and capital coordination.
- Selected fleet, facility, and technology services.
- Regional communications governance.
- Broader operational or employment responsibilities where included in the approved structure.

The operational recommendations elsewhere in this report provide the substantive basis for these functions. The entity could give a regional manager direct responsibility for carrying out agreed activities, rather than relying entirely on coordination among separate agency managers. The extent of that authority would depend on the functions delegated, the resources committed, and the decisions reserved to participating governments.

Administrative efficiency and cost. The option can reduce duplication when activities transfer to the regional entity and corresponding work within the participating agencies ends or decreases. For example, a common procurement or training function could replace multiple administrative processes. The benefit would depend on the actual organizational changes and expenditure reductions achieved.

There is also a risk of adding an administrative layer. Participating governments may need to retain finance, human resources, information technology, legal, procurement, or other support functions for their remaining services even after fire responsibilities transfer. If a regional entity establishes similar capabilities, the combined cost may increase. Allocation of an existing municipal overhead charge to another department does not constitute a regional saving unless the underlying expenditure is reduced.

The financial treatment of each transferred function would therefore distinguish the participating-agency activity discontinued, any expenditure actually removed, the replacement regional cost, and the service or administrative benefit obtained. Startup expenditure and any period of parallel operation would also form part of the cost of implementation. Consultants, backfill, or dedicated regional positions would require funding where existing staff cannot absorb the work.

Chapter 30's cost-neutral Regional Alignment assumption does not automatically apply to an expanded entity. A larger organization with its own personnel, systems, or transferred responsibilities would have a different expenditure profile. The chapter's modeled consolidation costs illustrate the importance of workforce, administrative, transition, and opening-cash requirements, but they should not be attributed unchanged to an expanded interlocal structure with a different scope.

Revenue and continuing government support. The entity could administer a regional budget, but its funding would generally remain derived from participating governments and agreed activities. Sources could include member appropriations, service-contract payments, assigned personnel and property, grants, existing revenues lawfully contributed or transferred, and authorized cooperative financing. The organizational arrangement does not itself establish an independent regional tax base.

Reno, Sparks, and TMFPD/Washoe County would consequently remain financially central even where substantial operating responsibility moved to the entity. A government could replace direct departmental expenditure with an annual contribution to the regional organization. That changes how the service is administered and paid for; it does not necessarily release the government from its continuing fire-service funding obligation.

Chapter 30 identifies a projected gap between modeled service costs and continuation funding, while the participating governments have indicated that additional appropriation capacity is limited. Reorganizing existing contributions would not, by itself, close that gap. Revenue already supporting fire services cannot also be counted as new funding merely because it passes through a regional budget. Any additional funding proposal would depend on an available source, the applicable approvals, and public support where increased taxpayer contributions are proposed.

Governance and financial accountability. A central design consideration is the relationship between delegated operating authority and retained financial responsibility. The entity might direct personnel, set regional operating priorities, and administer capital plans while participating governments continued raising and appropriating its funding. This arrangement can function through agreed commitments, but it can also create tension if regional decisions impose costs that individual members cannot or will not support.

The governing agreement would need to connect decision-making authority with budget approval, contribution formulas, service commitments, and responsibility for expenditure changes. Representation and voting arrangements would determine how participating governments influence regional decisions. Public reporting would distinguish the entity's expenditure and performance from obligations retained by each member.

Durability would depend on the strength of those arrangements. An entity funded through member contributions remains exposed to local budget pressures, changes in elected leadership, disagreements over service levels, cost-allocation disputes, and differing capital priorities. Multiyear commitments, payment provisions, dispute-resolution procedures, and clear amendment and withdrawal terms can reduce these risks. Continuity arrangements become particularly important where a member's withdrawal could affect staffing, facilities, technology, or services used by the entire region.

Fiscal exit, assets, and legacy obligations. Transfer of operating responsibility would not automatically provide a financial exit for participating governments. The agreement would distinguish continuing contributions for future services from retained debt, employee liabilities, restricted resources, contractual commitments, and legacy capital obligations. The fiscal-equity principles in Chapter 27 provide the foundation for that allocation.

Asset arrangements could range from shared use to leases or ownership transfers. Each arrangement would carry different responsibilities for maintenance, insurance, replacement, outstanding debt, and disposition when the agreement ends. A common capital plan would also need a defined funding mechanism: regional agreement on an investment does not ensure that member governments can finance it.

The earlier Reno–TMFPD experience demonstrates the importance of these distinctions. Substantial service integration can be achieved through interlocal arrangements, while obligations involving workers' compensation, property, equipment, employee benefits, indirect costs, and termination may continue after the operating relationship ends. Clear treatment of those obligations supports both financial transparency and organizational stability.

Workforce and implementation. Shared administration could operate through personnel assigned by existing employers, with defined supervision, cost allocation, and responsibility for employment obligations. Broader integration into one employer would involve the bargaining, compensation, benefits, seniority, PERS, and liability considerations addressed in Chapter 28. The transition burden would increase with the number and complexity of functions transferred.

Implementation could be phased by function, with administrative systems and resources established before the entity assumes responsibility for the corresponding service. This does not require the region to adopt another governance model first or commit to a subsequent consolidation. The entity could remain responsible for a defined set of shared services or assume a broader role if separately approved and funded.

The principal assessment is:

- **Operational integration:** Substantial potential for direct regional administration of delegated functions. Results depend on the operating practices and resources implemented.
- **Administrative efficiency:** Potential to reduce duplication where participating-agency activities and costs are actually removed; additional cost where regional functions are layered over retained systems.
- **Fiscal independence:** Limited under a contribution-funded arrangement. Independent recurring revenue would require an additional lawful funding mechanism.
- **Participating-government responsibility:** Continuing for agreed contributions and retained obligations, even where operating authority transfers.
- **Governance durability:** Dependent on delegated authority, representation, enforceable funding commitments, and continuity provisions.
- **Workforce transition:** Less extensive where employees remain with existing employers; more substantial where employment transfers.
- **Implementation risk:** Proportionate to the scope of transferred functions, with greater demands where the entity assumes workforce, assets, and operational responsibility.
- **Political feasibility:** Influenced by the balance between regional control, local representation, continuing financial obligations, taxpayer effects, and demonstrated service benefits.

The Expanded NRS 277 Regional Entity provides flexibility to organize selected shared functions or broader regional administration. Its central tradeoff is the ability to concentrate responsibility within one organization while remaining dependent on participating-government funding and agreements. Its suitability rests on matching the entity's authority and service obligations with durable resources and accountable governance.

26.5 NRS 318 General Improvement District Option

26.5.1 Overview of the Option

A **General Improvement District (GID)** is an independent special-purpose local government organized under NRS Chapter 318. Nevada law characterizes a GID as a body corporate and politic and a quasi-municipal corporation, with perpetual existence through its governing board and authority to own property, employ personnel, operate authorized projects and services, levy taxes, establish reserves, incur authorized debt, and exercise the basic powers granted to it at formation or subsequently added according to statute.

Chapter 318 allows a district to receive one or more enumerated "basic powers." Two are directly relevant to this Study:

- furnishing facilities for protection from fire, under NRS 318.116 and 318.1181; and
- furnishing emergency medical services, under NRS 318.116 and 318.1185.

For fire protection, NRS 318.1181 authorizes acquisition of fire equipment, construction or improvement of fire-protection facilities, fire-hazard abatement, coordination with the State Forester Firewarden, and recovery of qualifying wildfire suppression costs. More generally, NRS 318.100 permits a district to furnish services pertaining to the basic powers it is authorized to exercise, while NRS 318.175–318.185 gives the district authority to operate its projects and hire and compensate personnel.

For EMS, the authority is especially explicit. NRS 318.1185 permits the district to acquire equipment and property, employ and supervise emergency medical personnel, and fix rates or charges for EMS services furnished by the district.

For Washoe County, the option would contemplate creation of a GID covering the intended Reno, Sparks, and TMFPD service area and granting the district fire-protection and EMS powers, together with the fiscal, property, employment, capital, and administrative powers necessary to operate as the regional organization.

A GID is therefore considerably more than a cooperative arrangement. Unlike an NRS 277 entity, it can exist as its own local government with independent taxation, assets, debt, employees, reserves, and elected governance.

The remaining legal question is not whether Chapter 318 recognizes fire and EMS powers. It does. The more significant issue is whether the existing statutory framework is sufficiently complete to supersede two municipal fire departments and an existing Chapter 474 district and transfer their full operating, regulatory, labor, fiscal, and liability structures into one metropolitan GID without additional legislation. That issue should be formally resolved by agency counsel and Nevada Legislative Counsel with consultation from the Attorney General before Chapter 318 is treated as a completely off-the-shelf consolidation mechanism.

26.5.2 Comparable Historical Usages

Chapter 318 is widely used for Nevada special-purpose districts and expressly authorizes fire protection and EMS. Its relevance is the availability of an established independent district framework; comparable districts do not resolve Washoe's specific tax-cap, municipal-succession, labor, or legacy issues.

26.5.3 Administrative Efficiency

A GID could consolidate executive, finance, HR, labor, training, prevention, procurement, fleet, facilities, technology, data, and capital functions under one elected district government. Any administrative efficiencies would need to be demonstrated through the staffing, organizational, and financial transition analysis rather than assumed from consolidation alone. 26.5.4 Operational efficiency and service delivery effects.

A GID can operate one regional deployment system, employer, command structure, training program, specialty-resource plan, Standards of Cover, and capital program. This provides high organizational integration potential, but does not by itself establish better operational performance than a functioning Regional Alignment Plan option. Operational improvement remains dependent on adequate recurring revenue, lawful municipal service transfer, workforce integration, EMS coordination, and complete operational-transfer systems readiness.

26.5.5 Fiscal Oversight

Chapter 318 gives a GID substantial independent fiscal authority, but statutory authority should be distinguished from practical fiscal capacity. NRS 318.225 authorizes a GID to levy general ad valorem taxes on taxable property within the district. NRS 318.230 requires the board annually to determine the amount necessary after considering other revenues and to establish a property-tax rate sufficient to support organization, operations, maintenance, acquisition of works and equipment, and principal and interest on general obligations. The statute also requires the operating and acquisition/debt components of the tax rate to be separately identifiable.

Chapter 318 separately authorizes reserve funds. NRS 318.250 permits the board to levy taxes and collect revenue to establish reserves for district obligations, maintenance and operations, depreciation, extensions, and improvements. The borrowing framework is also broad. Subject to Chapter 318 and other applicable local-government finance requirements, a district may issue:

- short-term notes and interim obligations;
- general-obligation bonds;
- revenue bonds; and
- special-assessment bonds.

NRS 318.277 establishes a statutory debt ceiling equal to 50 percent of the district's last assessed valuation, excluding specified forms of special obligations. That legal maximum should not be interpreted as evidence of practical or prudent borrowing capacity. Actual debt capacity would depend on available property-tax capacity, recurring revenues, debt-service affordability, inherited obligations, capital requirements, reserve levels, market conditions, and the district's overall financial position.

A regional GID could therefore establish one auditable regional balance sheet, budget, reserve structure, and multiyear capital plan. Those are meaningful structural differences from a contribution-funded the Regional Alignment Plan option.

A further condition should be explicit: if the purpose of transferring fire responsibility to a GID is to create an independent regional provider, Reno, Sparks, and the existing agency should not be expected to maintain indefinite operating subsidies or fiscal backstops. Limited transition funding may be necessary, but the financial model should identify a defined date by which the GID becomes fully responsible for recurring regional fire and EMS costs.

26.5.6 Funding Options

Chapter 318 provides fiscal authority, including ad valorem taxation, debt, reserves, EMS charges, grants, contracts, and qualifying assessments. These powers are summarized in the following table..

26.5.7 Funding Summary

Table 26-18. NRS Chapter 318 treatment of funding tools

Funding tool	NRS Chapter 318 GID treatment
Independent recurring property tax	Statutory authority: Yes. Practical capacity: Undetermined. NRS 318.225–318.230 authorize an independent levy, but available capacity must be established by tax-rate area under NRS 361.453.
Separate fire-specific base levy	Not identified in current NRS 318.1181. Fire operations would principally rely on the general GID levy.

Funding tool	NRS Chapter 318 GID treatment
Existing TMFPD revenues	Potentially transferable through reorganization and transition arrangements. Exact treatment requires legal and fiscal mapping.
Reno/Sparks municipal fire revenues	Not automatically transferred. The GID option should not assume indefinite municipal operating contributions. This should be addressed as part of the overall organization transition plan.
Predecessor operating subsidies	Potentially appropriate during a defined transition only. Long-term reliance on Reno, Sparks, or County contributions would materially weaken the GID's claim to fiscal independence and would be inconsistent with the purpose of transferring ordinary operating responsibility to the district.
General-obligation debt	Yes, subject to actual repayment capacity, tax-rate constraints, debt-management requirements, and prudent debt policies.
Revenue bonds	Yes, for qualifying revenue-producing services or facilities where a sufficient lawful revenue stream exists.
Special-assessment bonds	Yes, for eligible improvements supported by lawful special assessments.
Short-term/interim obligations	Yes, but appropriate primarily for timing and transition rather than structural operating deficits.
Statutory debt ceiling	50 percent of assessed valuation for debt counted under NRS 318.277, excluding specified special obligations. This is not evidence of prudent borrowing capacity.
Reserve funds	Yes. Strong statutory authority, but the operating option must demonstrate the ability to fund adequate reserves as well as current service.
EMS rates and charges	Expressly authorized, subject to the broader EMS, franchise, transport, reimbursement, and regulatory structure.
General fire-response fees	Not automatically established. Each proposed fee requires an independent legal basis.
Special assessments	Available for qualifying specially benefited improvements, not as general operating revenue.
Wildfire/fire-hazard cost recovery	Available in qualifying circumstances, but not dependable recurring revenue because it depends on specific incidents or qualifying actions.
Grants/intergovernmental revenue	Available, but should supplement rather than support the core recurring cost structure.
Property/asset transfers	Authorized for qualifying property and project resources, subject to asset, liability, condition, and debt review.
Development impact fees	No automatic successor authority should be assumed. Separate legal treatment is required.
Fire inspection/prevention fees	Require specific legal confirmation or legislation.
Visitor/high-utilizer revenues	No independent Chapter 318 authority identified. Another statutory basis or legislation would be required.
Legacy-area revenue	Possible only through careful legal design. Historical liabilities should not automatically become regionwide GID obligations.

26.5.8 Funding Assessment

The Chapter 318 General Improvement District option provides a framework for administering regional operating revenue, reserves, capital expenditure, and debt through one district. The funding tools described above give it financial capabilities beyond a contribution-funded interlocal arrangement. Their availability, however, does not establish that sufficient additional revenue exists to support the proposed services.

Chapter 30 models the GID at a higher total cost than the three-agency Baseline and Regional Alignment. Its projected funding requirements include the costs of consolidation, transition, and opening liquidity. Under the continuation-funding assumptions, the model retains a substantial funding gap. Formation of the district therefore does not, by itself, establish financial sustainability.

Property-tax capacity is a significant constraint. Chapter 30 identifies limits on additional levies within the affected tax areas, particularly the municipal portions of the proposed service area. A districtwide assessed valuation cannot be treated as an unrestricted base against which an additional uniform levy is necessarily available. The model's property-tax illustrations describe potential yield under specified assumptions; they do not establish approved or collectible additional revenue across the entire region.

Existing government contributions or revenue transfers could support the district, but their treatment must distinguish continuing support from genuinely additional funding. Revenue already included in Chapter 30's continuation estimate cannot be counted again as a new source closing the gap. Redirecting revenue to the district may also reduce resources available to the contributing government, which could retain debt, legacy liabilities, and support costs after fire operations transfer. The participating governments have indicated that their capacity to increase appropriations is limited.

Other funding tools serve different purposes. Authorized service charges may support eligible activities, grants may assist particular projects, and borrowing may finance eligible capital investment. These mechanisms do not necessarily provide unrestricted recurring revenue for staffing and ordinary operations. Borrowing also creates debt-service obligations, while reserves provide liquidity and financial protection rather than a permanent solution to an operating deficit. Chapter 30 does not credit the GID with a new dedicated sales-tax source.

The GID's financial strength is its ability to place authorized revenues and regional expenditure within a unified district budget. Its financial limitation is the gap between those organizational powers and the additional revenue demonstrated under the modeled assumptions. A sustainable implementation would require a funded service package, explicit continuing contributions or revenue transfers, and provision for transition costs, opening cash, capital, and retained obligations.

Any additional revenue proposal would depend on public support and the applicable authorizations and approvals. If those revenues cannot be secured, the service package would need to fit available funding. Additional legislation could alter the district's funding capabilities, but those capabilities would arise from the enacted provisions and should not be assumed inherent in the existing GID framework.

26.5.9 Transparency

Chapter 318 contains a substantial built-in governance and financial transparency framework. For the standard structure, the county commission initially establishes accounting practices, audit procedures, a budget, and management standards and appoints a five-member initial board.

Thereafter, district trustee elections generally occur with county general elections, trustees serve staggered four-year terms, and the positions are nonpartisan.

The statute also requires the board to maintain records of proceedings, budgets, audits, financial statements, and corporate actions. Current Chapter 318 requires these records to be published on the district's website or provided to the county for online publication.

Chapter 318 permits the creation of election areas within a district, which can provide geographic representation rather than requiring every trustee to be elected entirely at large. There is also another governance possibility: under NRS 318.0953, a county commission may elect to serve ex officio as the board of trustees of a district organized on or after July 1, 2007. A local managing board may then be established, although that managing board itself cannot levy taxes or issue bonds.

For a Reno–Sparks–TMFPD regional organization, the standard elected five-member trustee structure would provide direct democratic accountability, but it does not automatically protect institutional representation among the three existing service areas.

The governance design should therefore evaluate:

- five-member districtwide board;
- five geographic trustee districts;
- another election-area arrangement allowed under existing law;
- transitional appointments followed by elections; or
- special legislation if policymakers conclude that a larger or differently structured board is necessary.

If substantial special legislation is required simply to produce an acceptable governance structure, that becomes relevant to the comparison between the GID and a purpose-built Regional Fire Authority.

26.5.10 Legislative Feasibility

The GID has a stronger existing statutory foundation for metropolitan geography than the Chapter 474 district. NRS 318.055 expressly provides that, except where otherwise limited, a GID may be:

- entirely within a municipality;
- entirely outside a municipality;
- partly within and partly outside one or more municipalities or counties; and
- composed of noncontiguous tracts.

That is significant for Reno and Sparks. There is, however, an important formation restriction. An initiating ordinance ordinarily may not include property within seven miles of the boundary of an incorporated city or specified town unless one of the statutory exceptions applies. Those exceptions include unanimous approval of the county commission or consent by the governing body of the affected city, among others.

For a regional district encompassing Reno and Sparks, consensual formation involving both cities and Washoe County would therefore be the practical pathway even where an alternative statutory route may technically exist.

Formation also requires:

- an initiating resolution or petition; county commission ordinance; a service plan; findings concerning public convenience and necessity; findings concerning economic feasibility; defined boundaries; notice.
- organizational hearing; and; statutory protest procedures.

There is also a specific statutory pathway for TMFPD: NRS 474.537 permits a qualifying Chapter 474 district to reorganize as a Chapter 318 fire-protection GID and transfer its liabilities and assets to the successor district.

The remaining legal questions are more consequential than simple district formation. Counsel should determine whether existing Chapter 318 authority is sufficient to accomplish without special legislation:

- cessation or transfer of Reno and Sparks municipal fire functions; employee successorship; treatment of existing municipal CBAs; transfer of municipal fire revenues; succession to municipal contracts and liabilities; fire-code adoption and enforcement within incorporated cities; plan review and inspection.
- interaction with municipal police powers; EMS/franchise relationships; development-impact-fee succession; and; legacy-area financing.

Accordingly, formation of a GID has comparatively strong existing statutory authority; complete conversion of three existing fire organizations into one metropolitan fire GID requires more legal work.

26.5.11 Political Feasibility

The GID has mixed political characteristics. One of its strongest features is direct public accountability. A standard GID can ultimately be governed by elected district trustees rather than by a board composed solely of representatives of participating or former governing governments. That creates a clear regional electorate and a governing body whose principal responsibility is the regional service.

It also creates fiscal clarity: residents can see a district tax, district budget, district debt, and district capital program rather than following fire funding through several municipal and county budgets.

Those same characteristics create political transition issues. Reno and Sparks would be asked to transfer a core municipal public-safety responsibility to a separately elected regional government. The City Councils would no longer directly control the fire chief, fire budget, station siting, staffing, or major capital decisions after transfer.

The political feasibility of the option will therefore depend significantly on:

- representation; actual tax effects; whether city taxes or expenditures change when fire responsibility transfers; service-level guarantees; treatment of existing capital; employee transition; whether communities perceive the regional arrangement as equitable.
- fire-code relationships; and; public confidence that a new special district adds value rather than simply adding another layer of government.

The presence of existing GIDs in Washoe County makes the legal form familiar, but familiarity with the GID structure should not be treated as evidence that voters or elected officials would necessarily support transferring municipal fire departments into one.

26.5.12 Compatibility with Existing Collective Bargaining and Personnel Systems

A GID can become a single regional employer. Chapter 318 expressly authorizes the district to hire and retain employees and to prescribe their duties and compensation. As a political subdivision or public/quasi-public corporation, a GID would fall within the broad definition of a local-government employer under NRS Chapter 288. That makes the option structurally compatible with a unified regional workforce. It does not, however, automatically resolve the transition from the three existing employers.

Reno, Sparks, and TMFPD currently have separate:

- bargaining relationships; CBAs; compensation schedules; classifications; seniority rules; promotional systems; benefits.
- leave banks; disciplinary systems; workers' compensation arrangements; retiree obligations; and; management classifications.

NRS 288 requires local-government employers to bargain over mandatory subjects including wages and other employment conditions. PERS also requires specific implementation planning. Nevada law generally requires public employers and qualifying employees to participate in PERS, but the district should obtain formal PERS confirmation of employer registration, firefighter treatment, payroll reporting, and employee-transfer procedures before any operational transfer.

The labor-transition framework should therefore address:

- CBA successorship or interim continuation; bargaining-unit recognition; classification mapping; compensation alignment; seniority; probation; promotional rights.
- accrued leave; specialty pay; health benefits; PERS; workers' compensation.
- OPEB and retiree medical;
- discipline and grievances; management and exempt employees; and; treatment of duplicated administrative positions.

As with the Regional Fire Authority and Chapter 474 options, workforce reductions should not be assumed as an immediate source of consolidation savings. Estimates of the fiscal impact of harmonizing the multiple collective bargaining agreements can be found in the finance section of this Study.

26.5.13 Predecessor Retained Responsibilities

Formation documents and any conforming legislation must allocate predecessor assets, debt, reserves, employee liabilities, contracts, and capital deficiencies using Section 4's cutoff-date and legacy-schedule methodology.

Table 26-19. Predecessor retained responsibilities for regional Chapter 318 entities

Responsibility	Reno	Sparks	TMFPD / Washoe
Future fire operating costs	Primarily transferred	Primarily transferred	Primarily transferred
Existing municipal debt	May remain unless transferred	Same	NRS 474.537 may transfer qualifying TMFPD obligations
Legacy employee liabilities	May remain by schedule	Same	Could transfer or remain depending on reorganization design

Responsibility	Reno	Sparks	TMFPD / Washoe
Future regional capital	GID responsibility	GID responsibility	GID responsibility
Municipal land use/building authority	Retained	Retained	County retains applicable authority
Development-fee role	May remain unless legislatively transferred	Same	County role may remain
Direct fire governance	Generally ends after transfer	Generally ends	Depends on formation structure
Fiscal/tax monitoring	Continuing	Continuing	Continuing
Transition/legacy oversight	Continuing	Continuing	Continuing

26.5.14 Advantages and Limitations

Table 26-20. Advantages and limitations for regional Chapter 318 entities

Advantages	Limitations / risks
Existing Nevada quasi-municipal governmental structure rather than an entirely new statutory entity.	No closely comparable identified Nevada precedent for replacing multiple major municipal/district career fire departments with a metropolitan GID.
Can include territory within and outside municipalities under existing Chapter 318 language.	Seven-mile formation restriction requires satisfaction of statutory exceptions; Reno/Sparks participation would practically require political consent.
Express fire-protection and EMS basic powers.	Full municipal fire-suppression succession, prevention authority, and code relationships require careful legal confirmation.
Independent recurring ad valorem revenue authority.	Actual property-tax capacity is constrained by overlapping tax rates, NRS 361.453, and abatements.
Independent property ownership and unified capital program.	Municipal revenue and asset transition must still be negotiated and legally implemented.
Broad debt structure including GO bonds, revenue bonds, and special-assessment bonds.	Broad statutory debt limit is not a measure of prudent or affordable borrowing capacity.
Strong statutory reserve authority.	Formation and fiscal conversion would be substantially more complex than NRS 277 regionalization.
Express EMS rate-and-charge authority.	Washoe's ambulance franchise and Chapter 450B still limit what EMS services can actually be provided or supported through rates and charges.
Special assessments available for qualifying specially benefited improvements.	Special assessments cannot legitimately fund general regional operations merely because fire protection benefits the public.
Standard elected board provides direct regional accountability.	Generic five-member structure does not inherently preserve Reno, Sparks, and TMFPD institutional representation.
Election areas can provide geographic representation.	Desired transition appointments or larger/customized representation may require legislative modification.

Advantages	Limitations / risks
Can employ one consolidated workforce.	Full transfer requires substantial collective bargaining, CBA successorship, classification, benefits, seniority, workers' compensation, and PERS work.
NRS 474.537 expressly recognizes conversion of a Chapter 474 district into a fire GID.	Conversion of TMFPD does not itself transfer Reno and Sparks municipal departments.
General special-district framework provides durability independent of annual member appropriations.	The more special legislation required for revenue, governance, labor, code enforcement, legacy capital, and municipal succession, the smaller the practical advantage over a purpose-built authority.

26.5.15 Implementation Pathway

GID implementation should use the common phased pathway in Chapter 39, including formation approvals, tax validation, transition governance, workforce and asset schedules, systems buildout, independent readiness review, and stabilization.

26.5.16 Decision-criteria Summary

Table 26-21. Summary of Chapter 318 regional integration decision criteria

Criterion	Answer
Administrative efficiency	A fully implemented GID can consolidate the three departments into one governing, operating, administrative, procurement, training, capital, and support structure. Its long-term potential is substantial, but formation initially adds significant transition workload and should not assume immediate workforce savings.
Fiscal oversight	Chapter 318 provides a unified district budget, independent ad valorem revenue, reserve authority, property ownership, GO and revenue debt, and special-assessment mechanisms. Fiscal oversight can therefore be strong. The major Washoe issues are tax-cap capacity, municipal revenue transition, legacy liabilities, and disciplined debt policy.
Transparency	The standard GID provides direct elected governance, public budgeting, audits, financial records, online reporting, and potentially geographic election areas. The generic five-member board may not by itself provide the representation desired during a three-agency transition.
Legislative feasibility	Chapter 318 already permits districts within municipal territory, recognizes fire and EMS powers, and provides a specific mechanism for Chapter 474 districts to reorganize as fire GIDs. The unresolved question is whether full succession of Reno and Sparks municipal fire functions can be accomplished cleanly under existing law or requires conforming legislation.
Political feasibility	The option provides a familiar special-district form and direct voter accountability but requires Reno and Sparks to transfer a core municipal responsibility to a separate regional government. Political feasibility will turn heavily on representation, tax effects, service protections, municipal fiscal impacts, labor transition, and legacy-capital equity.
Collective bargaining and	A GID can become the single regional employer and clearly falls within Nevada's local-government labor framework, but Chapter 318 does not

Criterion	Answer
personnel compatibility	automatically reconcile three existing personnel and bargaining systems. Full implementation requires NRS 288 bargaining, CBA successorship, classification and compensation alignment, PERS planning, benefit/seniority treatment, and liability allocation.

26.5.17 Overall Assessment

The NRS Chapter 318 General Improvement District option provides an established district framework through which fire and emergency services could be administered by one regional government. A fully implemented GID could combine governance, employment, operations, assets, budgeting, and capital planning. Its principal structural strength is the ability to place responsibility for regional services within an organization distinct from the participating municipal governments.

That organizational capability is separate from financial sufficiency. Chapter 30 models the GID at a higher cost than the Baseline and Regional Alignment and identifies a substantial gap between its funding requirements and continuation support. The option therefore offers a means of organizing consolidated services, but its existing funding tools do not establish that the modeled services can be sustainably financed.

Organizational scope and operational integration. A regional GID could establish:

- One governing body and executive management structure.
- One fire chief, command system, and deployment framework.
- One employer and personnel administration.
- A regional operating budget, reserve policy, and capital program.
- Common training, qualifications, and operating procedures.
- Unified apparatus, equipment, fleet, and facility management.
- Regional service standards and public performance reporting.

These capabilities could simplify decisions that currently require agreement among separate organizations. Staffing, apparatus assignments, specialty resources, and capital investment could be managed across the district's service area through a common chain of responsibility.

The operational benefit would depend on the services and practices implemented. The comparison in Chapter 29 does not demonstrate additional immediate response-time benefits from adopting the GID structure where the same regional operating package is implemented under Alignment. The GID's distinguishing capability is unified authority over employment, budgets, assets, and deployment. Additional staffed resources or service enhancements would still require funding.

Statutory framework and municipal succession. The option draws on the Chapter 318 framework described earlier in this section, including district governance, authorized services, budgeting, property ownership, revenues, and debt. This provides an existing organizational foundation rather than requiring every feature of the district to be established through a separate enabling act.

The regional application would also involve the transfer of municipal fire functions and the treatment of TMFPD. Formation of a district and succession to the responsibilities of existing departments are distinct actions. The implementing arrangements would need to establish which functions transfer, the effective dates, the treatment of existing organizations, and responsibility for contracts, personnel, property, and liabilities.

The statutory mechanisms discussed in this chapter provide the starting point for those arrangements. Where the selected regional design requires authority beyond that framework, conforming legislation would form part of implementation. The extent of such legislation would affect the practical advantage of using an existing district structure. It would also determine whether additional powers arise from Chapter 318 itself or from provisions specifically enacted for the regional proposal.

Governance and public accountability. A GID would provide a governing body responsible for district services, expenditure, and capital investment. The governance alternatives described in §26.5.9 offer different relationships between district residents, the county, and the participating municipalities.

Representation would be a central consideration in a district serving Reno, Sparks, and the participating unincorporated areas. Board composition and geographic representation would affect how communities influence service priorities, budgets, and capital decisions. The organization would also need a clear relationship with governments retaining land-use, infrastructure, emergency-management, and other responsibilities outside the district.

A unified budget and reporting system could make regional expenditure and performance easier to evaluate. Geographic service reporting would remain important so that districtwide results do not obscure differences among communities. Accountability would depend on residents being able to identify who sets service commitments, how investments are prioritized, and how the district responds when results or revenues differ from expectations.

Revenue capacity and financial sustainability. The GID could administer authorized taxes, charges, reserves, and financing within one district financial system. These tools offer flexibility for managing services and capital, but their practical value depends on available revenue capacity and the obligations they must support.

Chapter 30 identifies material constraints on additional property-tax revenue within the proposed service area. A district's authority to levy a tax does not mean that a uniform additional rate can be applied across all participating territory without regard to existing overlapping rates and other constraints. The chapter's property-tax illustrations therefore do not establish an unrestricted new revenue source sufficient to close the modeled gap.

The GID case also does not include a new dedicated sales-tax source. Additional legislated revenue powers could change the financial arrangement, but those powers would depend on the provisions enacted and the required approvals. They should not be assumed to arise merely through district formation.

Other sources have specific roles. Service charges can support eligible activities; grants can assist particular projects; borrowing can finance eligible capital; and reserves can support liquidity and financial resilience. These mechanisms do not necessarily provide unrestricted recurring revenue for permanent staffing and ordinary operations. Debt financing creates repayment obligations, and temporary resources cannot indefinitely support recurring expenditure.

Chapter 30's higher modeled GID cost includes the financial effects of consolidation, transition, and opening liquidity. The analysis does not establish that administrative efficiencies would offset those requirements or close the projected funding gap. Financial sustainability would therefore depend on an actual funding package sufficient for the service level selected, including capital, reserves, debt service, and transition obligations.

Continuing government support and fiscal exit. A GID could receive continuing contributions or transferred revenues from the participating governments as part of its funding arrangement. Those

sources would need to be distinguished from genuinely additional revenue. Amounts already included in Chapter 30's continuation support cannot also be counted as new funding.

Transfer of operating responsibility would not automatically end a predecessor's financial obligations. A municipality could cease directly operating its fire department while continuing to support the district through an agreed payment or revenue transfer. Alternatively, sufficient independent district funding could reduce that continuing relationship. The extent of fiscal exit would depend on the approved revenue arrangement and the costs retained by each government.

Existing debt, employee liabilities, contractual commitments, and municipal support expenditure could remain after transfer. Some support functions serve multiple departments and may not decline proportionately when fire operations move. The district's funding benefit from a revenue transfer would therefore need to be considered alongside the predecessor's remaining expenditure and reduced resources.

Continuing contributions would require clear payment obligations, service commitments, and accountability. An independently funded arrangement would place more direct financial responsibility on the district, but would still depend on sufficient actual collections. The participating governments' limited capacity to increase appropriations is relevant under either arrangement.

Assets, capital, and legacy obligations. A GID could own stations, apparatus, equipment, and other assets and manage replacement through one regional capital program. This would allow investment priorities to be considered across the service area. It would also bring together assets with different ages, conditions, financing arrangements, and replacement needs.

Chapter 27 provides the framework for distinguishing predecessor obligations from future regional expenditure. Transfer arrangements would identify the treatment of outstanding debt, restricted funds, deferred maintenance, employee liabilities, and other historical commitments. Existing pledges and restrictions would continue to affect how resources could be used.

A unified capital program would not make all historical deficiencies automatically attributable to all district taxpayers. The approved arrangements would establish which obligations remain with their originators, which transfer, and how future regional costs are allocated. The treatment of development-related revenue and capital responsibilities would also need to correspond to the district's authorized powers and the functions retained by the cities and county.

Workforce and administrative transition. A single district employer could administer common classifications, staffing practices, training, and personnel systems. Reaching that structure would involve the collective bargaining, compensation, benefits, seniority, PERS, leave, and liability considerations addressed in Chapter 28.

The district would also require functioning finance, treasury, payroll, insurance, procurement, records, technology, fleet, and facility systems. Some functions could be provided through service agreements; others could be established within the district. Their cost would depend on the organization adopted and the support arrangements retained.

Administrative savings would occur only where duplicated activities and underlying expenditure actually end or decline. During transition, the district and predecessor systems may operate concurrently. Dedicated implementation personnel, consultants, backfill, and systems conversion would require funding while existing departments continued emergency operations.

Implementation and political feasibility. The option would transfer substantial authority from existing institutions to a regional district. Public acceptance would depend on representation, service

commitments, taxpayer impacts, workforce continuity, and the treatment of each jurisdiction's existing obligations.

Formation and financial preparation could proceed alongside operational cooperation. Consideration of the GID would not require a prior finding that Alignment had failed. Operational transfer would depend on the applicable approvals, funded transition arrangements, and readiness of the district to assume its responsibilities.

If additional taxpayer funding is needed, public willingness to provide it would be central to the proposal. District formation would not guarantee that support. If sufficient revenue cannot be secured, the service package would need to be adjusted to available resources.

The principal assessment is:

- **Operational integration:** Substantial potential through unified command, employment, deployment, assets, and capital planning.
- **Administrative efficiency:** Potential to reduce duplication where functions and expenditure are actually consolidated, with additional costs during formation and transition.
- **Revenue structure:** Established district tools, constrained by practical revenue capacity and the purposes for which particular sources may be used.
- **Financial sustainability:** Not established by the modeled continuation funding; Chapter 30 identifies a substantial additional funding requirement.
- **Fiscal independence:** Dependent on the actual revenue package and any continuing contributions from participating governments.
- **Fiscal equity:** Dependent on explicit allocation of assets, restricted resources, debt, employee liabilities, and legacy capital.
- **Governance durability:** Supported by an independent district structure, with effectiveness dependent on representation, funding, and clear service responsibilities.
- **Workforce transition:** Substantial because the district would assume employment responsibilities currently administered separately.
- **Implementation complexity:** Significant, including municipal succession, financial conversion, administrative systems, and continuity of operations.
- **Political feasibility:** Dependent on public and governmental acceptance of the proposed representation, funding, services, and transfer arrangements.

The GID offers an established organizational framework for unified regional fire and emergency services. Its central tradeoff is the ability to consolidate authority and financial administration alongside the constraints on additional revenue and the demands of transferring existing municipal and district responsibilities. Its suitability depends on whether the approved structure can support the services residents choose with sufficient, sustainable funding.

26.6 Washoe Regional Fire Authority Option

26.6.1 Overview of Option

A **Washoe Regional Fire Authority (Authority)** would be a new, independent regional public entity created by the Nevada Legislature specifically to assume defined fire, rescue, fire-based EMS, prevention, and related emergency-service functions currently performed by the City of Reno Fire Department, City of Sparks Fire Department, and Truckee Meadows Fire Protection District.

Unlike the NRS 277 options, the Authority would not depend principally upon continuing delegation of power from three predecessor governments. Unlike a General Improvement District or Chapter 474 fire protection district, it would not have to fit the regional system into a generic statutory structure developed for a broader or different class of local governments.

The enabling legislation could instead address the full Washoe consolidation in one statutory framework, including:

- legal status and boundaries; governing board structure and representation; transfer and supersession of predecessor fire functions; employer status; collective bargaining and labor successorship; PERS participation; employee-transfer rights and obligations.
- assets and real property; debt and liabilities; reserves; workers' compensation and long-tail employment obligations; fire prevention and code enforcement; EMS and ambulance authority; revenues, taxes, fees, and charges.
- debt and capital financing; development impact fees; service zones and legacy-capital areas; automatic aid and outside-service agreements; annexation and boundary changes; withdrawal and dissolution; and; conditions required before operational transfer.

Because the Authority would be created specifically for the Washoe regional system, the Legislature could define exactly which fire-service powers of Reno, Sparks, Washoe County, and TMFPD transfer to the Authority and which governmental functions remain with the predecessor jurisdictions. Municipal land-use, zoning, building, and other general police powers, for example, need not transfer merely because fire-prevention functions do. Similarly, Reno and Sparks could remain responsible for all non-fire municipal services while ceasing to operate independent fire departments on the statutory transfer date.

The option is therefore best understood as legislative consolidation into a purpose-built regional fire government, rather than merely a cooperative arrangement or conversion into an existing form of special district.

26.6.2 Comparable Historical Usages

The principal structural precedent is Nevada's use of purpose-built metropolitan public-safety legislation, particularly NRS Chapter 280. Prior fire-specific proposals and SB 319 demonstrate legislative interest but do not supply current operating or taxing authority for a Washoe Regional Fire Authority.

26.6.3 Administrative Efficiency

A purpose-built Authority can consolidate all administrative functions under one organization and tailor governance, service standards, accountability, and transition requirements to Washoe. Administrative savings must be validated rather than presumed.

26.6.4 Operational Efficiency and Service Delivery Effects

The Authority can provide one dispatch and deployment policy, employer, command structure, training system, specialty-resource plan, Standards of Cover, and regional capital program. Its purpose-built statute can also define the fire/EMS interface and municipal prevention authority (code enforcement, inspection services, fire plan check, the issuing of Certificates of Occupancy by the regional fire service, etc).

These advantages depend on adequate revenue, successful labor and asset transition, operational readiness, and enforceable service-level protections.

26.6.5 Fiscal Oversight

A purpose-built statute allows fiscal oversight to be designed specifically for the scale and risks of a regional fire organization. The enabling legislation should require, at minimum:

- annual operating and capital budgets; multiyear financial forecasting; annual independent audit; public budget hearings; uniform accounting; quarterly budget-to-actual reporting; formal reserve policy.
- apparatus replacement plan; capital-improvement plan; debt-management policy; asset-management program; public procurement rules; financial performance reporting; and; separate accounting for restricted and legacy obligations.

The Authority should also be treated expressly as a local government for applicable Nevada financial-management, debt, audit, and reporting requirements rather than leaving that status to inference.

One advantage of special legislation is that fiscal accountability can be designed together with revenue authority. The statute can establish not only what revenues the Authority may collect, but also:

- what each revenue may fund; whether geographic restrictions apply; whether voter approval is required; how debt is approved; what reserve requirements apply; how legacy funds are segregated; how impact-fee proceeds are restricted.
- what happens to existing predecessor reserves; and; what fiscal obligations survive withdrawal or dissolution.

This is particularly important because the Authority would be succeeding governments with materially different funding and capital structures.

26.6.6 Funding Options

Enabling legislation should provide only the revenue and financing powers necessary for the approved service and capital model, potentially including property tax, fees, EMS revenue, grants, reserves, and appropriate debt authority.

The financial model demonstrates potential for recurring revenue, taxpayer effects, tax-cap compliance, transition funding, reserves, debt service, legacy treatment, and a clear allocation of ongoing and legacy financial responsibility after transfer if properly legislated and voter approved.

26.6.7 Funding Summary

Because the Authority does not yet exist, the following table describes powers that could be granted by enabling legislation.

Table 26-22. Summary of possible funding powers granted by Authority-enabling legislation

Funding tool	Washoe Regional Fire Authority treatment
Transfer of existing recurring fire revenues	Can be expressly required or authorized. The statute should identify which predecessor revenues transfer, which are replaced, and which remain with Reno, Sparks, or Washoe County.
Regional property tax	Can be expressly granted. Requires tax-rate-area modeling and interaction with NRS 361.453, abatements, debt levies, and existing local rates.

Funding tool	Washoe Regional Fire Authority treatment
NRS 361.453 treatment	Must be expressly addressed. The ordinary combined levy generally is limited to $3.64 per $100 assessed valuation; any proposed special treatment requires specific legislation and legal/fiscal review.
Temporary predecessor contributions	Can be required by statute or transition agreement to fund formation, system conversion, or initial operations.
EMS rates/billing	Can be expressly authorized, subject to Chapter 450B, licensing, medical direction, reimbursement law, and the Washoe ambulance system.
Fire inspection, plan-review and permit fees	Can be expressly granted, avoiding ambiguity over succession from municipal fee systems.
Incident/specialized cost recovery	Can be specifically authorized for defined extraordinary services or responsible-party recovery.
Development impact fees	Requires express legal treatment. NRS 278B currently defines the imposing “local government” as a city or county; a new Authority would not automatically qualify.
Growth-related fire capital	Can be integrated directly into the statute. Chapter 278B already recognizes fire stations, certain fire/EMS vehicles and equipment, and regional training facilities as eligible fire-station project components.
Grants/intergovernmental revenue	Can be expressly authorized and should be incorporated into the regional financial plan.
General-obligation debt	Can be granted expressly, with statutory debt limits, approval requirements, tax pledge, and Chapter 350 treatment defined in the enabling act.
Medium-term obligations/installment purchase	Can be expressly authorized and coordinated with Chapter 350.
Revenue bonds	Can be authorized where a legally sufficient revenue stream exists.
Capital/apparatus replacement funds	Should be expressly authorized and institutionalized through reserve and lifecycle policies.
Operating/stabilization reserves	Should be expressly authorized, with board policy and financial reporting requirements.
Special assessments	Can be legislatively granted, but should be limited to circumstances meeting applicable special-benefit and procedural requirements.
Outside-service contracts	Can be expressly authorized for fire, EMS, specialty, training, or other regional services.
Visitor/high-utilizer supplemental revenues	Possible only if specifically authorized by legislation. These are policy choices, not inherent Authority powers, and may implicate the two-thirds revenue-vote requirement.
Legacy-area revenues	Can be purpose-built in the statute. This is one of the Authority option’s principal design advantages because predecessor obligations can be assigned to the appropriate geographic area rather than automatically becoming regionwide obligations.

Funding tool	Washoe Regional Fire Authority treatment
Predecessor debt	Should be expressly allocated. The statute can leave debt with the predecessor, transfer defined debt, or allocate responsibility through legacy schedules rather than applying a blanket succession rule.

26.6.8 Funding Assessment

The Legislated Washoe Regional Fire Authority option provides the opportunity to establish a revenue framework specifically designed for the regional fire and emergency-service organization. Enabling legislation could define the Authority's revenue sources, the treatment of existing government support, capital-financing powers, reserves, and responsibility for legacy obligations. Those capabilities would depend on the provisions enacted and the approvals required to activate them.

Chapter 30 models the Authority at a higher cost than the Baseline, Regional Alignment, and GID cases. Its financial requirements include organizational transition, workforce and administrative arrangements, and opening liquidity. Consolidation therefore does not constitute a demonstrated cost-saving strategy. The option's potential financial advantage is the ability to establish additional regional funding powers through legislation.

The dedicated sales-tax scenario in Chapter 30 illustrates one possible source of additional revenue. Its inclusion in the Authority case reflects the legislative authorization contemplated for that model; it does not represent an approved tax or guaranteed receipt. The scenario demonstrates the contribution that the modeled source could make toward the funding requirement, rather than establishing that every illustrated rate would fully finance the Authority.

A legislative package could include other authorized revenue sources or a combination of mechanisms. Their suitability would depend on expected yield, stability, taxpayer impacts, collection costs, permitted uses, and public acceptance. Property-tax provisions would also need to account for the capacity constraints identified in Chapter 30. Creating a new entity or granting broader powers would not remove the underlying limits on household affordability or existing government resources.

Continuing agency support would remain a separate component of the financial arrangement. Contributions or transferred revenues already included in Chapter 30's continuation estimate cannot also be counted as new funding. Where resources move from a predecessor government to the Authority, the effect on that government's remaining obligations would need to be reflected explicitly. The participating governments have indicated that their capacity to increase appropriations is limited.

The funding package would need to support recurring operations with recurring revenue while separately providing for capital expenditure, transition costs, and opening cash. Grants or temporary assistance could support eligible purposes, but would not establish a permanent funding basis for staffing. Borrowing could spread eligible capital costs over time while creating debt-service obligations. Delayed or partial-year revenue collections would affect the resources needed before and immediately after operational transfer.

Public support is central to the option's financial feasibility. Residents would need a clear account of the services proposed, the additional amount they would pay, and the consequences if additional funding were not approved. Legislative authorization would establish the available powers; required governmental and voter approvals and actual collections would determine whether sufficient funding became available.

The Authority consequently offers substantial flexibility in revenue design, together with significant legislative, political, and implementation dependencies. A financially sustainable outcome would require a publicly supported and authorized funding package sufficient for the selected services and the cost of the organization delivering them. If adequate revenue cannot be secured, the service commitment would need to be reduced to available resources regardless of the breadth of powers included in the enabling legislation.

26.6.9 Transparency

A purpose-built Authority permits the governance and accountability system to be designed around the regional electorate rather than inherited from an existing city, county, or generic district statute.

A permanent regional board could be directly elected. A five- to nine-member structure remains a reasonable range for analysis, but the final size and election system should follow population, geography, districting, and voting-rights analysis rather than being selected solely for institutional symmetry.

Potential structures include:

- geographically elected districts; and
- a combination of districts and at-large seats, another legally supported elected structure, or transitional appointments followed by permanent elections.

A transitional board could initially include representatives appointed by Reno, Sparks, and Washoe County/TMFPD so that the new government can establish budgets, financial systems, HR, contracts, labor agreements, and administrative infrastructure before the first regular Authority election.

The permanent statute should expressly address:

- residency, vacancies, districting, ethics, conflicts of interest.
- open meetings, public records, board compensation, removal where legally appropriate, appointment and removal of the fire chief, budget hearings, audits; and
- procurement, performance reporting, and public access to financial and service data.

The Authority should also publish a regional performance dashboard containing, at minimum where data permit:

- call processing, turnout, travel, total response, unit reliability, workload, assembly of the personnel and equipment needed for complex incidents; and
- regional unit deployment and external mutual-aid activity, staffing, capital-plan performance, and adopted service-level measures.

Unlike an interlocal structure, responsibility would be concentrated in one governing body. The public should therefore be able to identify clearly which institution is responsible for fire-service budgets, deployment, capital, labor, and performance.

26.6.10 Legislative Feasibility

Creation of the Authority requires new Nevada legislation. That makes legislative enactment an unavoidable condition of this option rather than a possible later refinement. Nevada nevertheless has substantial precedent supporting the legal mechanics of such legislation.

NLS Chapter 280 demonstrates that the Legislature can authorize county and municipal public-safety agencies to merge, supersede predecessor agencies, transfer functions and employees, establish a regional fiscal structure, govern property and debt, and prescribe withdrawal and dissolution rules.

AB 278 demonstrates that substantially the same statutory concept has previously been drafted specifically for metropolitan fire departments.

The introduced version of SB 319 demonstrates that Washoe-specific legislation covering incorporated Reno and Sparks territory and unincorporated Washoe County territory was actively considered as recently as 2025. The enacted version now directs the participating governments to determine the legal mechanisms and fiscal consequences of consolidation. The legislative challenge is therefore less about whether Nevada *can* establish such an entity and more about reaching agreement on what the statute should provide.

Issues requiring policy resolution before introduction include:

- governance; representation; boundaries; revenues; property-tax treatment; employee successorship; existing CBAs;
- PERS; municipal revenue transfer; debt; assets; reserves; legacy capital; EMS: and
- ambulance authority; fire-code enforcement; impact fees; service levels; and withdrawal/dissolution.

Revenue provisions create another legislative consideration. Article 4, Section 18(2) of the Nevada Constitution requires a two-thirds vote of each legislative house for a measure that creates, generates, or increases public revenue, including taxes, fees, assessments, or rates. Accordingly, legislation containing new Authority revenue powers should be developed with Legislative Counsel and fiscal staff early rather than adding the revenue framework late in the legislative process.

26.6.11 Political Feasibility

The Legislated Washoe Regional Fire Authority would involve a substantial transfer of responsibility from existing governments to a regional organization. Reno and Sparks would relinquish direct operation of their fire departments, and TMFPD's functions would transfer or be superseded according to the enabling legislation. Political feasibility would depend on acceptance of that transfer, the proposed governance structure, the service commitments, and the financial effects on residents and participating governments.

The ability to tailor the legislation offers flexibility in addressing these concerns. Representation, voting arrangements, geographic accountability, fiscal protections, and transition responsibilities could be designed specifically for the regional service area. That flexibility also requires agreement on matters currently governed through separate institutions. A proposal would need to explain who makes decisions, how communities are represented, and how residents can hold the Authority accountable for expenditure and performance.

Public willingness to fund services. Support for improved regional coordination should not be treated as support for consolidation or increased taxation. Residents may favor common operating practices while holding different views about transferring authority or paying more for services. The public discussion would therefore need to distinguish the benefits of operational cooperation, the consequences of organizational consolidation, and the services purchased through additional funding.

Chapter 30 provides the financial basis for that discussion. It identifies a projected funding gap and models the Authority at a higher cost than the Baseline and Regional Alignment. A proposal would need to explain both the additional organizational costs and the services that the proposed revenue would sustain or enhance. The modeled sales tax is one possible funding mechanism; public

acceptance could differ according to the funding mix, taxpayer impacts, and service commitments presented.

Public support would be central to pursuing a specific funding and governance package. Legislative authorization would not guarantee that residents accept the proposed revenue measures or that sufficient receipts become available. If additional funding is not supported or cannot be secured, and no sustainable alternative is available, services would need to be reduced to fit available resources.

Jurisdictional and workforce interests. The participating governments would consider the effect on local authority, budgets, retained liabilities, assets, and services remaining outside the Authority. A revenue transfer could support the regional organization while reducing a predecessor's resources. Clear treatment of those effects would be necessary to assess the proposal's consequences for each jurisdiction.

Employees and labor representatives would have a direct interest in employer succession, bargaining arrangements, compensation, benefits, seniority, assignments, and organizational continuity. The workforce principles in Chapter 28 provide the foundation for addressing these interests. Defined protections and an executable transition could strengthen confidence, while uncertainty about employment arrangements or service continuity could weaken support.

Timing and consideration of alternatives. Evaluation of the Authority could proceed alongside practical operational improvements and consideration of other governance options. Its consideration would not require a prior finding that Regional Alignment had failed. Evidence from ongoing cooperation could inform the proposal, but the funding and governance questions identified in the report can be addressed concurrently.

The option's political strength is the ability to present a regional organization with explicitly defined powers, responsibilities, and funding arrangements. Its political challenge is securing agreement on the transfer of existing authority and the amount residents are willing to pay. Feasibility would depend on a clear, publicly supported relationship among representation, taxpayer contributions, service commitments, and accountability.

26.6.12 Compatibility with Existing Collective Bargaining and Personnel Systems

An Authority can be designed to become a single regional employer, but personnel transition is one of the most complex elements of the option. NRS Chapter 288 requires local-government employers to bargain in good faith over specified mandatory subjects including compensation, leave, benefits, safety, and other terms and conditions of employment. New, extended, or modified local-government collective bargaining agreements must also be approved publicly under NRS 288.153. The enabling statute should therefore establish the legal framework for employee transfer without attempting to legislatively predetermine matters that must be collectively bargained.

The transition plan should address:

- employer succession,
- recognition of bargaining units, continuation or supersession of existing CBAs, classification mapping, rank structure, salary placement, seniority, promotional rights.
- probationary status, leave balances, health insurance, retiree benefits, specialty pay, schedules, and discipline.
- grievances, workers' compensation, occupational claims, management and exempt employees, accrued liabilities, and;
- employee rights if the transfer is delayed or terminated.

The preferred transition principle should remain that existing permanent employees are mapped into like or substantially similar positions where possible, and that consolidation is not based on immediate service-disruptive workforce reduction. Administrative efficiencies can subsequently be achieved through organizational design, attrition, vacancy management, reassignment, and negotiated changes where appropriate.

PERS also requires express attention. NRS 286.070 broadly defines a public employer to include political subdivisions and public or quasi-public organizations funded at least partly by public money, while NRS 286.290 generally requires public employers to participate in the System. The enabling statute should nevertheless explicitly establish the Authority's public-employer status and require PERS coordination before transfer so that there is no uncertainty concerning employer registration; police/fire retirement classification; contribution reporting; payroll conversion; service credit; transferred employees; and treatment of pre-transfer obligations.

The Authority's ability to become one employer is therefore a long-term structural advantage, but the path to that employer must be negotiated and administratively prepared well before operational transfer.

26.6.13 Predecessor-retained Responsibilities

The enabling act and transition schedules must expressly allocate assets, reserves, contracts, debt, workers' compensation, OPEB, accrued leave, capital deficiencies, and other liabilities. Section 4's cutoff-date, legacy-area, and financial responsibility principles should govern.

Table 26-23. Predecessor retained responsibilities of the Authority option

Responsibility	Reno	Sparks	TMFPD / Washoe
Future Authority fire operations	Transferred	Transferred	Transferred as defined
Future regional operating funding	Authority responsibility, except required transition/legacy contributions	Same	Same
Pre-transfer debt	Can remain or transfer by statutory schedule	Same	Same
Legacy capital	Recommended predecessor/legacy-area responsibility	Same	Same
Pre-transfer workers' compensation/OPEB	Can remain with predecessor by statute	Same	Same
Future Authority capital	Authority responsibility	Authority responsibility	Authority responsibility
Municipal land-use authority	Retained	Retained	County authority retained where applicable
Direct fire operational oversight	Ends after transfer	Ends after transfer	Ends except any statutory role
Transition-readiness oversight	Major continuing responsibility until operational transfer	Same	Same

Responsibility	Reno	Sparks	TMFPD / Washoe
Tax/fiscal coordination	Continuing	Continuing	Continuing
Dissolution/contingent exposure	Depends on statute	Depends on statute	Depends on statute

26.6.14 Advantages and Limitations

Table 26-24. Advantages and limitations of the Authority option

Advantages	Limitations / risks
Statute can be designed specifically around Reno, Sparks, TMFPD, and the regional service area.	Requires enactment of new state legislation before the entity can exist.
Can supersede predecessor fire functions clearly on a defined transfer date.	Requires substantial policy agreement before legislation can be drafted effectively.
Can create one employer, fire chief, command system, administrative organization, and service standard.	Full workforce transfer creates major labor, HR, benefits, PERS, classification, and change-management requirements.
Governance and representation can be tailored to regional geography rather than inherited from a generic district statute.	Board design requires districting, representation, and voting-rights analysis.
Can explicitly establish direct elected accountability.	Transfers direct fire-service control away from existing city and county governing bodies.
Can create a diversified revenue framework rather than rely solely on member contributions.	New or increased revenue provisions may require a two-thirds legislative vote under Nevada Constitution Article 4, Section 18.
Can expressly address the interaction of a regional levy with Nevada property-tax law.	The Legislature cannot eliminate the underlying affordability and overlapping-tax-rate constraints simply by creating a new entity.
Can expressly grant EMS, prevention, billing, fee, and regulatory authority.	Each power must be drafted carefully to avoid conflicts with Chapter 450B, municipal codes, land-use authority, franchises, and other law.
Can solve the Chapter 278B successor problem directly.	Impact-fee authority does not arise automatically because existing Chapter 278B defines local government as a city or county.
Can create regional debt, reserve, and capital-replacement authority specifically for fire service.	Greater fiscal powers increase the importance of debt limits, reserve standards, audit requirements, and voter/taxpayer safeguards.
Can expressly protect legacy capital and predecessor debt through geographic schedules or zones.	Determining the opening asset, debt, reserve, and liability positions will be technically and politically difficult.
Can establish clear withdrawal, dissolution, default, and asset-disposition rules from inception.	Poorly designed exit provisions could create stranded debt, operational instability, or inequitable asset distributions.
Chapter 280 provides an enacted Nevada public-safety merger precedent.	Police governance and finance are not automatically appropriate for fire and EMS.
AB 278 provides Nevada metropolitan-fire drafting history.	AB 278 was proposed legislation, not an enacted or operating fire-authority precedent.

Advantages	Limitations / risks
SB 319 provides recent Washoe-specific consolidation drafting history.	The substantive consolidation provisions were removed before enactment, demonstrating that important policy questions remained unresolved.
Can align future operating and capital decisions regionally rather than by historic jurisdiction.	Highest implementation burden occurs before the benefits of complete organizational consolidation can be realized.

26.6.15 Implementation Pathway

If pursued with public support, the Legislated Washoe Regional Fire Authority would require a coordinated program of legislative, financial, administrative, workforce, and operational preparation. Chapters 27–31 provide the analytical foundation for those activities, and Chapter 39 describes the associated responsibilities and indicative schedule. Implementation would translate the report's findings into the specific provisions, agreements, budgets, and operating arrangements needed for the selected service package.

Concurrent preparation. Initial work on service commitments, funding alternatives, representation, and legislative feasibility could proceed alongside operational improvements among the existing agencies. The region would not need to complete an Alignment trial before evaluating the Authority. Preparatory work would not commit the participating governments or residents to formation, taxation, or operational transfer.

The service and funding proposal would connect the costs identified in Chapter 30 with the services offered to residents. It would distinguish continuing agency support, genuinely additional revenue, capital requirements, transition expenditure, and opening cash. Further development of a specific legislative package would depend on public support for its service commitments, taxpayer impacts, and governance arrangements.

Legislative and governmental action. The enabling proposal would define the Authority's territory, functions, governing structure, representation, revenue powers, accountability, and relationship to participating governments. It would also address employer succession, assets, contracts, debt, restricted resources, legacy obligations, and the responsibilities retained by predecessor organizations. Chapter 31 identifies the legislative subjects and procedural considerations.

Enactment and activation would be distinct milestones. The legislation could establish a framework while making implementation dependent on specified governmental and voter approvals, funding conditions, and readiness requirements. The transition arrangements would identify responsibility for continuing services if those conditions were delayed or not satisfied.

Financial and administrative establishment. Following the necessary authorization, transitional leadership would establish the Authority's budget, financial controls, banking and treasury arrangements, payroll, benefits administration, insurance, procurement, records, technology, and reporting systems. Revenue collection dates and any partial first year of receipts would be reflected in the startup cash schedule.

Implementation capacity would require explicit funding. Dedicated staff, consultant assistance, backfill, systems conversion, and parallel operations would be treated as transition expenditure. Existing agency resources could support agreed tasks, but their availability would not be assumed where continuing responsibilities already absorb staff capacity.

Workforce, assets, and service arrangements. The workforce principles in Chapter 28 would guide employee succession, bargaining, classifications, compensation, benefits, seniority, PERS, and related employment provisions. The fiscal-equity framework in Chapter 27 would guide the schedules assigning assets, debt, reserves, liabilities, and capital responsibilities.

Dispatch, EMS, prevention, communications, and supporting service agreements would identify the functions assumed by the Authority and those retained by other organizations. Existing arrangements would continue until their replacements were authorized and operational. Transfer of fire-service governance would not automatically transfer ambulance transport, medical oversight, or every dispatch responsibility.

Operational transfer and stabilization. The transfer date would depend on sufficient funding, functioning administrative systems, completed workforce and asset arrangements, and demonstrated ability to maintain emergency services. Activities completed during concurrent preparation would count toward readiness rather than being repeated after selection of the Authority.

The implementation schedule would reflect legislative opportunities, required approvals, revenue commencement, bargaining, procurement, and technology dependencies. Critical unmet conditions would warrant adjustment of the transfer date. Following transfer, operational, financial, workforce, and capital performance would be reviewed during the first year, with public reporting on service commitments and corrective action where needed.

The pathway therefore permits preparation to advance concurrently while keeping formation and operational transfer conditional on public support, required approvals, adequate resources, and service readiness.

26.6.16 Decision-criteria Summary

Table 26-25. Summary of Authority decision-criteria

Criterion	Answer
Administrative efficiency	A purpose-built Authority can replace three separate fire administrative and operating organizations with one employer, chief, budget, procurement system, training structure, fleet program, capital plan, and regional deployment system. Transition initially creates substantial additional administrative workload, and savings should be demonstrated rather than assumed.
Fiscal oversight	The statute can establish one regional budget, audit system, reserve structure, capital plan, debt framework, revenue system, and asset register while separately protecting legacy obligations. The principal challenges are property-tax capacity, predecessor revenue transition, debt/liability allocation, and ensuring that new revenue powers are accompanied by appropriate fiscal controls.
Transparency	The Authority can be designed around a directly accountable regional board, public budgets, independent audits, published capital plans, open meetings, public records, and service-performance reporting. Transparency depends on clear board representation and explicit statutory allocation of authority.
Legislative feasibility	New legislation is required. Nevada has strong structural precedents in Chapter 280, AB 278, and the Washoe-specific SB 319 drafting history, but

Criterion	Answer
	no direct existing regional fire authority. Revenue provisions may also invoke the two-thirds requirement in Nevada Constitution Article 4, Section 18.
Political feasibility	The option requires the largest transfer of existing governmental authority because Reno and Sparks would relinquish direct operation of their fire departments and TMFPD functions would transfer or be superseded. Feasibility depends on representation, service protections, taxpayer impacts, municipal fiscal effects, labor transition, legacy equity, and demonstrable regional benefits.
Collective bargaining and personnel compatibility	The Authority can become a single long-term employer, but the transition requires extensive NRS 288 bargaining and detailed treatment of CBAs, classifications, compensation, seniority, benefits, leave, workers' compensation, PERS, retiree obligations, and bargaining-unit representation. The statute should establish a transition framework without attempting to bypass mandatory bargaining requirements.

26.6.17 Overall Assessment

The Legislated Washoe Regional Fire Authority would establish a regional government specifically designed for the fire and emergency-service responsibilities transferred from Reno, Sparks, and TMFPD. Its principal strength is the ability to address governance, revenue, employment, assets, liabilities, and transition within one enabling framework. Its principal constraint is that those features depend on legislative enactment, public support, required approvals, and successful implementation.

The Authority could combine services within one organization while providing funding powers tailored to its responsibilities. Neither organizational consolidation nor statutory authority would guarantee financial sustainability. Chapter 30 models the Authority at the highest cost of the four detailed cases. Its potential financial benefit is access to additional revenue mechanisms, rather than a demonstrated reduction in the cost of providing the modeled services.

Organizational scope and operational integration. A fully implemented Authority could establish:

- One regional governing body with responsibility for the services assigned to it.
- One fire chief and operating command structure.
- One employer and personnel administration.
- A regional operating budget, revenue framework, and reserve policy.
- Unified staffing, deployment, training, and operating procedures.
- Regional ownership and management of transferred stations, apparatus, and equipment.
- A common capital-improvement and replacement program.
- Regional service standards and public performance reporting.

These arrangements could place decisions about resources and expenditure within one chain of responsibility. The Authority could manage deployment, staffing, specialty resources, and capital investment across its service area without requiring separate agency approval for each decision within its assigned powers.

The operational benefits would depend on the practices and resources implemented. Chapter 29 does not assign additional immediate response-time benefits to the Authority where the same regional operating package is implemented under another model. A new governing structure would

not itself add staffed units, shorten travel distances, or improve call processing. It could provide a common institution responsible for sustaining those activities and financing additional services where supported.

Legislative design and statutory flexibility. The Authority's enabling framework could address the specific relationships among the participating cities, district, and county. Its design could include formation and activation, territory, representation, employer succession, revenue sources, asset transfers, debt, legacy obligations, and procedures for future participation or dissolution.

This flexibility would allow the regional arrangement to address issues that otherwise require coordination across several existing statutory and organizational structures. The legislation could define the relationship between transferred fire functions and retained responsibilities for land use, development, emergency management, and municipal support services. It could also establish the Authority's role in EMS, prevention, code enforcement, and growth-related capital, subject to the provisions enacted.

The same flexibility creates legislative and political demands. The participating governments and residents would need a sufficiently clear proposal to assess the powers being requested, their costs, and their consequences. Enabling legislation could establish conditions for activation and phased implementation, but the basic allocation of authority, funding, and responsibility would need to be understandable before the proposal advanced.

Governance and representation. The Authority could have a governing structure designed around the participating communities rather than an inherited district arrangement. Representation could account for the regional geography and the relationship among municipal and unincorporated service areas. The selection of elected, appointed, or transitional arrangements would affect accountability and the continuing role of existing governments.

Governance would need to connect authority over service standards, budgets, employment, and capital with responsibility for results. Representation and expenditure allocation are separate questions: a formula for distributing costs does not by itself establish voting rights or public accountability.

A unified budget, audit system, capital plan, and performance-reporting framework could make regional decisions more visible. Geographic reporting would remain necessary to show how service commitments and investments affect different communities. The public would need to understand who sets priorities, how those priorities are funded, and what happens when revenues or service results differ from the adopted plan.

Revenue powers and financial sustainability. The Authority could be granted revenue powers designed for the selected service package. Chapter 30 illustrates a dedicated sales tax as one potential source. A legislative proposal could include other authorized mechanisms or a combination of sources, with their suitability depending on yield, stability, taxpayer effects, permitted uses, and collection timing.

The modeled sales-tax scenario is an illustration, not an approved funding commitment. It shows how additional receipts could contribute toward the financial requirement; it does not establish that every illustrated rate would fully fund the Authority. Authorization, required approvals, and actual collections would remain separate steps.

Property-tax provisions would also remain subject to the capacity constraints identified in Chapter 30. Establishing a new organization would not make overlapping tax commitments or household

affordability concerns disappear. Grants, charges, borrowing, and reserves would have specific roles, but should not be treated as interchangeable sources of unrestricted recurring operating revenue.

The financial comparison includes the cost of consolidation itself. Chapter 30 models additional expenditure associated with organizational transition, workforce and administrative arrangements, and opening liquidity. Its findings do not establish that efficiencies would offset the Authority's higher cost or close the projected gap.

A sustainable funding arrangement would therefore need to support recurring operations, capital commitments, reserves, debt service, and transition requirements. It would also need sufficient cash before recurring collections were fully available. Public support for that arrangement would be central to proceeding. If adequate revenue cannot be secured, the service commitment would need to fit available resources regardless of the powers authorized.

Continuing support and predecessor fiscal responsibilities. The enabling framework could specify which existing revenues or contributions continue and which expenditure obligations transfer. This offers flexibility in defining the financial relationship between the Authority and its predecessors, but it does not guarantee a complete fiscal exit for existing governments.

A revenue transfer could support the Authority while reducing resources available to the contributing government. Amounts already included in Chapter 30's continuation estimate cannot also be counted as new revenue closing the funding gap. The participating governments have indicated that their capacity to increase appropriations is limited.

Existing governments could retain debt, employee liabilities, contractual commitments, and support costs after operating responsibility transferred. Some municipal administrative expenditure may continue because the underlying functions serve other departments. The financial arrangement would distinguish these retained costs from temporary transition support and any continuing contribution toward future regional services.

An independently funded Authority could assume ordinary future operating and capital responsibility to the extent that its actual revenue supported those obligations. An arrangement involving continuing government contributions would preserve a financial relationship requiring clear payment terms, representation, and accountability. The enacted structure and approved funding package would determine the extent of predecessor fiscal exit.

Assets, legacy obligations, and fiscal equity. The Authority could manage transferred assets and future capital through one regional system. Its enabling provisions could also distinguish historical obligations from future regional expenditure using the principles in Chapter 27.

Relevant responsibilities include predecessor debt, restricted reserves, deferred facility work, apparatus replacement needs, workers' compensation, retiree obligations, accrued employee liabilities, and existing contracts. Formation would not extinguish those obligations or make restricted funds available for unrelated purposes.

A defined transfer date and incorporated schedules would identify what moves to the Authority, what remains with each predecessor, and how continuing payments are handled. Where authorized and appropriate, geographically attributable obligations could remain assigned to the area responsible for them. Future replacement and improvement costs could then follow the Authority's regional capital policies.

These arrangements would affect both financial feasibility and public acceptance. Residents would need to understand how historical costs are treated, how contributed assets and resources are

recognized, and how future expenditure benefits the regional service area. Legislative flexibility can support clear allocation, but the allocation must be expressed in the actual provisions and agreements.

Workforce and administrative transition. The Authority could establish one employer and common personnel administration. The transition would involve the collective bargaining, classifications, compensation, seniority, benefits, PERS, leave, and liability matters addressed in Chapter 28. Establishment of the Authority would not automatically reconcile existing employment arrangements.

Before assuming services, the organization would require functioning finance, treasury, payroll, benefits, insurance, procurement, records, technology, fleet, and facility systems. Some functions could be provided through service agreements, while others could be administered internally. Their scope and cost would depend on the operating organization adopted.

Existing departments would continue providing emergency services while these arrangements were established. Parallel operations, systems conversion, consultants, backfill, and dedicated transition personnel would require funding. Administrative efficiencies could occur where duplicated functions and expenditure actually end, but immediate savings should not be presumed.

Dispatch, EMS, and retained partner responsibilities. The Authority's fire-service responsibilities would need to fit within the broader emergency-response system. Formation would not automatically transfer every dispatch function, ambulance-transport responsibility, medical-oversight role, or regulatory duty.

The report's dispatch and EMS analyses provide the basis for assigning those interfaces. Agreements would identify which services the Authority performs, which remain with other organizations, and how operational coordination, payment, and accountability are maintained. Technology and operating arrangements would need to be ready before the Authority assumed the corresponding functions.

Implementation and political feasibility. The Authority would require agreement on a substantial transfer of governmental responsibility and a supported funding arrangement. Public acceptance would depend on representation, taxpayer impacts, service commitments, workforce continuity, and treatment of predecessor obligations.

Initial service, financial, governance, and legislative preparation could proceed alongside operational improvements. Consideration of the Authority would not require a prior finding that Regional Alignment had failed, nor would preliminary work commit the region to formation.

Pursuit of a specific package would depend on public support. Operational transfer would follow the required approvals, adequate funding, and readiness of personnel, systems, and agreements. Chapter 39 provides the framework for coordinating those activities. Legislative timing, revenue commencement, bargaining, procurement, and technology would influence the schedule; critical unmet conditions would require adjustment of the transfer date.

The principal assessment is:

- **Operational integration:** Substantial potential through one employer, command structure, deployment system, and capital program.
- **Administrative efficiency:** Potential where duplicate functions and expenditure are actually removed, with significant startup and transition demands.

- **Revenue-design flexibility:** Broad potential through enabling legislation, dependent on the powers enacted and approved.
- **Financial sustainability:** Conditional on sufficient actual revenue; Chapter 30 models the highest cost among the four detailed cases.
- **Predecessor fiscal responsibilities:** Capable of explicit statutory allocation, with fiscal exit dependent on the approved funding arrangement and retained obligations.
- **Fiscal equity:** Capable of detailed treatment through asset, debt, restricted-resource, and legacy-obligation provisions.
- **Governance and transparency:** Flexible design, with effectiveness dependent on representation, clear authority, and public accountability.
- **Workforce transition:** Substantial because employment responsibilities would transfer to a new organization.
- **Legislative and implementation risk:** Significant because formation, funding powers, succession, and administrative readiness must be established.
- **Political feasibility:** Dependent on public and governmental support for the services, costs, representation, and transfer of responsibility proposed.

The Legislated Washoe Regional Fire Authority offers the ability to define a regional organization and its funding powers within a tailored statutory framework. Its central tradeoff is that flexibility alongside higher modeled costs and substantial legislative, political, and implementation requirements. Its suitability depends on a publicly supported service and funding package and an executable transition that assigns responsibilities clearly and maintains emergency-service continuity.

Chapter 27: Fiscal Equity and Legacy Capital Protection

The Study Team was contracted to examine and define three models for consolidation, one of which was required to be the current baseline. In addition to these, the team also prepared a fourth model for regional alignment for the Board's consideration. These models are as follows:

- Model One: Baseline Three-Agency Operation
- Model Two: NRS 277.110 Washoe Regional Alignment Plan
- Model Three: NRS Chapter 318 General Improvement District
- Model Four: Legislated Washoe Regional Fire Authority

This chapter tests whether the four governance models can finance comparable fire and emergency service fairly from differing starting revenue structures, while identifying who pays existing debt, claims, employee obligations, capital deficiencies and future costs. Monetary tables use dollars or millions as labeled; source dates differ and must not be added across stocks and cash flows.

The present Northern Nevada revenue framework differs among Reno, Sparks and Truckee Meadows Fire Protection District (TMFPD). Statutory distribution rules, municipal versus dedicated district revenue, existing pledges and different tax bases affect capacity to provide a comparable service regardless of the governance chosen. Preserving current budgets preserves those starting arrangements. A cost-neutral regional alignment also preserves them unless the members separately agree on a revenue or service-capacity remedy. Creating a regional entity does not, by itself, establish fiscal equity.

The State reports FY2025 actual consolidated-tax (C-tax) distributions of $91.498 million to Reno, $36.837 million to Sparks and $10.811 million to TMFPD. The two city amounts fund citywide services; the TMFPD amount is district revenue. Those amounts demonstrate distinct revenue channels but are not comparable Fire appropriations, per-resident capacity, or proof of the size or direction of a normalized service gap. County FY2026–27 published rates likewise show citywide Reno and Sparks levies of $0.9598 per $100 of assessed value and a TMFPD levy of $0.5400; different service perimeters preclude a direct fairness ranking.

The identified fire-related bond and district lease cash schedule totals $15.123 million for FY2027–FY2031: Reno $2.061 million on one identified apparatus bond, Sparks $6.567 million on its fire bond, and TMFPD $6.495 million on bonds and existing leases. These are existing payment references for the instruments identified in §27.4, not an incremental consolidated cost or a sum of comparable-date principal balances.

Adopt one regionwide equity test in every path: compare legally usable Fire revenue with the cost of the same adopted service standard, risk and capital lifecycle in each service area; publish the tax effort and beneficiary incidence alongside it.

Keep historic obligations attributable to their originators. Any consolidation must assign assets and liabilities through the applicable statutory authority and executed transfer arrangements, preserve creditor rights and outstanding pledges, and identify the resources supporting assumed obligations. Enacted SB 319 requires the study; it does not establish the proposed county fire district or impose the asset and liability transfers contained in the deleted formation provisions.

Make NRS 277 regional alignment zero net incremental in the base case. Members retain their budgets and bear their agreed share of optional work only when an equal, evidenced release of

current expense or a separately approved source funds it; negotiate any future program and fiscal-equity adjustment explicitly.

A positive equity finding depends on how each model treats jurisdiction-level Fire revenues, comparable service needs, inherited obligations and restricted resources. For a consolidation transaction, the implementation schedules and signed settlement must apply the chapter's equity framework at a common valuation and transfer date.

27.1 Classification of Obligations

The financial structure should identify the purpose, responsible payer, funding source, and timing of every material cost, resource, and obligation before a contribution schedule or transfer agreement is approved. Each amount should be counted once. Where an item has current-service, transition, and future-service components, the financial schedules should distinguish those components explicitly.

Table 27-1. Classification and financial treatment of obligations and resources

Classification	Scope	Required financial treatment
Current departmental obligations	Existing agency operations, contracts, capital commitments, debt payments, and other continuing responsibilities.	Retain with the responsible agency unless an approved agreement transfers a defined responsibility and its supporting resources. Identify amounts already included in the baseline before adding any regional charge.
Shared Regional Alignment activities	Approved common work undertaken while the departments remain separate, including policy coordination, training, performance measurement, and procurement.	Fund through existing appropriations and agreed member responsibilities. Preserve the modeled zero net increase by identifying any new shared expenditure and an equal release of existing expenditure. Work requiring additional funding remains outside the base until separately approved.
Formation and transition obligations	One-time legal, workforce, technology, accounting, training, facility, parallel-operation, and implementation costs caused by an approved organizational or service change.	Schedule by fiscal year and responsible payer. Allocate according to the work or change causing the cost, exclude amounts already funded in existing budgets, and identify an approved funding source.
Legacy obligations	Debt, claims, accrued employment liabilities, past-service benefit obligations, leases, deferred maintenance, and other responsibilities attributable to periods before an agreed transfer date.	Identify the originating obligor, associated assets, restrictions, and annual cash requirements. Any transfer should specify the accompanying funding or negotiated offset and the responsibilities that remain with the predecessor.
Restricted resources	Bond proceeds, grants, pension and OPEB trusts, dedicated funds, pledged receipts, and other resources limited to particular uses.	Apply only to permitted obligations. Do not treat restricted balances as general operating revenue or unrestricted opening cash. Credit each resource once.

Classification	Scope	Required financial treatment
Future regional obligations	Operating, staffing, replacement, capital, reserve, and risk requirements arising from an approved regional service or successor organization.	Fund through the adopted service budget and contribution or revenue plan. Distinguish recurring operations, capital expenditure, replacement contributions, and opening liquidity.

Chapter 30 models Regional Alignment at the same annual operating, capital, and cash requirement as the three-agency Baseline throughout FY2027–FY2031. There is no additional recurring shared-services pool, formation expense, or transition appropriation in that base case. Each agency retains its employer responsibilities, assets, debt, benefit obligations, and existing funding arrangements.

Cost neutrality describes the difference between the two governance options; it does not mean that the underlying service plan is fully funded. Both the Baseline and Regional Alignment require $285.910 million in additional five-year support under Chapter 30's planning assumptions, for items including deferred construction and maintenance. That amount is a regional funding comparison, not an adopted jurisdiction-specific deficit or a cost created by Regional Alignment.

Chapter 30 separately identifies a $2.000 million optional coordination startup allowance for data and systems integration, training and backfill, procurement and legal work, and cybersecurity and migration. This allowance is outside the cost-neutral base. If authorized, it must be supported by equal documented releases from existing spending to preserve neutrality or by a separate agreement and additional appropriation. The same treatment applies to other proposed shared initiatives.

The dispatch investments evaluated in Chapter 35 require their own funding decisions. Any combined fire and dispatch implementation budget should reconcile shared technology, training, administrative support, and transition activities so that the same work is funded once.

A contribution formula determines who pays; it does not establish a saving or create additional regional revenue. Directly attributable work should be assigned to its beneficiary, while genuine common costs should follow an agreed allocation method. Station and apparatus obligations should remain traceable to ownership, service benefit, and any approved transfer terms.

Financial equity also requires distinguishing an obligation's outstanding balance from its annual cash effect. Debt principal, accrued leave, and benefit liabilities are balance-sheet amounts; debt installments, settlement payments, and benefit contributions are cash flows. Before adding a payment to the forecast, determine whether it is already included in the baseline. Deferred capital likewise requires a project schedule and funding reconciliation before it becomes an additional annual cash requirement.

Regional cost neutrality does not ensure that every participating government is affected equally. The allocation should show each agency's contribution, any existing expenditure released, the resulting net change, and the resources legally available to meet its obligations.

27.2 Analysis of Baseline Equity Considerations

Unequal starting revenue structure

The initial framework does not provide a common revenue basis for comparison. Nevada C-tax uses historic base allocations and statutory second-tier distribution and permits a separately approved alternative distribution formula under NRS 360.730. State schedules explicitly identify a Washoe

formula involving Palomino Valley GID and TMFPD. The resulting receipts do not track identical Fire service needs or dedicated local funding. Section 360.730 is a potential negotiation mechanism for participating entities; it is not an automatic transfer of city revenue to a Fire successor.

Figure 27-1. Actual FY2025 C-tax distributions.

City amounts are citywide and TMFPD is a district receipt; bar length must not be read as per-capita Fire capacity or inequity magnitude.

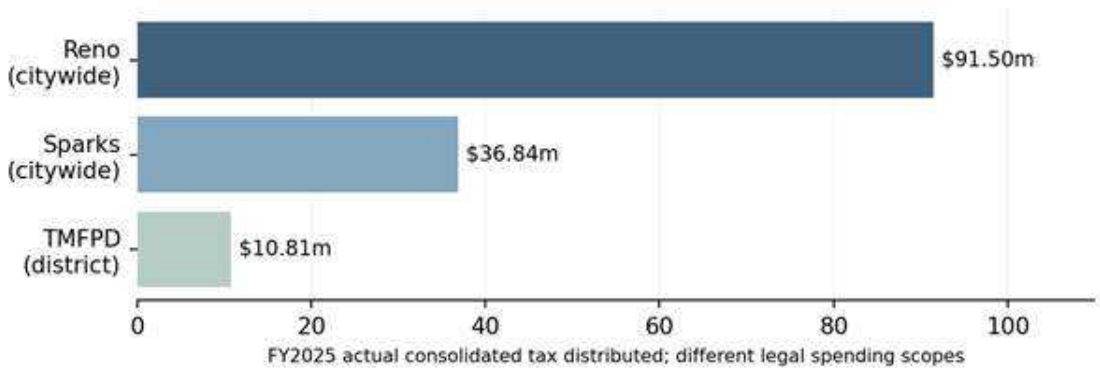


Table 27-2. Revenue and direct fire cost references.

Source years and service boundaries differ. The citywide revenue rows cannot be assigned to Fire, and the district's gross revenue is not necessarily unrestricted. Direct costs exclude some capital and support allocations. These figures describe the existing revenue structures and cost references; they do not establish comparable Fire funding capacity.

Source check	Reno	Sparks	TMFPD
FY2025 actual C-tax, $m	91.498 citywide	36.837 citywide	10.811 district
FY2026 project-sheet revenue, $m	263.546 citywide	111.318 citywide	54.901 district
FY2026 comparable direct Fire cost, $m	84.723	27.610	53.792
FY2026–27 published local tax rate / $100 AV	0.9598 citywide	0.9598 citywide	0.5400 district

Equal city tax rates do not imply equal fire revenue capacity: taxable valuation, abatements, shared county and school overlays, citywide obligations, geographic service demand, and dedicated district boundaries differ. Conversely, a larger city C-tax receipt does not establish a larger uncommitted Fire allocation. The comparison demonstrates differences in revenue structure; those differences alone do not establish the magnitude or direction of inequity in funding comparable Fire services. The equity test below distinguishes revenue structure from the relationship between usable Fire funding and comparable service needs.

Quantitative equity test for all four paths

For each agency or service area i and year t, define usable recurring Fire capacity U(i,t) as legally available dedicated Fire revenue plus adopted city Fire appropriation and executed contract transfers, less receipts pledged elsewhere or required for an unrelated municipal service. Define comparable need N(i,t) as the priced common deployment and response standard plus staffed relief, fleet and station lifecycle, risk, employer benefit cash, administration and required reserve

contributions, after removing embedded items and verified cash savings. Compute coverage U/N and the residual N−U; disclose recurring and one-time items separately. The City-to-Fire appropriation must be documented, never inferred by multiplying citywide C-tax by a historic spending percentage.

Apply three additional tests before claiming equity: (1) horizontal taxpayer treatment at equal assessed value and service risk; (2) comparable effective response and capital condition after controlling for density, geography and wildland exposure; and (3) burden incidence—who legally pays predecessor debt, regional service and growth. The implementation schedules for a selected arrangement should carry forward the report's baseline and financial analysis, showing baseline and post-transaction values for every area, with a 2025/2026 bridge and FY2027–FY2031 forecast. A single total regional gap from Chapter 30 is a planning funding residual against continuation support, not this jurisdiction-level equity measure.

The following schedules apply the report's revenue, service, capital, and legacy-obligation findings to the specific funding and transfer arrangements adopted for implementation. Closing balances, legal assignments, and contractual commitments would reflect the applicable transaction date.

Table 27-3. Implementation schedule

Implementation schedule	Numerator / denominator or reconciliation	Responsible implementation leads
Revenue and pledge	C-tax, property-tax, AB104, and fee schedules by fund and area; adopted Fire appropriations; bond pledges; and the legal assignment of revenues under the selected arrangement.	Agency finance + State Taxation
Service need	The report's calls, unit-hours, travel-time coverage, station footprint, and risk analysis, matched to the selected deployment and staffing package. Four-person staffing costs apply where included in that package.	Fire chiefs + GIS / CAD
Capital	The report's station and apparatus findings, carried into transfer schedules identifying ownership, condition, remaining life, grants, committed CIP, and replacement cash without duplicating modeled expenditure.	Fleet / facilities + accountant
Legacy and opening cash	The chapter's debt and liability schedules, updated to the transfer date for maturities, claims, employee balances, actuarial obligations, legal assignment, restrictions, encumbrances, and available opening cash.	Finance + actuary + bond counsel

27.3 Fiscal Exit Principles

No agency fiscally exits under Model 1 or Model 2. Reno, Sparks and TMFPD keep legal identities, assets, existing debt, reserves and ordinary Fire service responsibilities. A common program can shift a defined task and its existing appropriation, but a cost allocation does not change ownership, automatically release municipal overhead or settle past liabilities.

For Model 3 or Model 4, set the valuation date and transfer cutoff in the controlling instrument. Use payment before closing, lawful defeasance, funded assumption with associated cash/revenue, legally authorized geographically restricted payment, or a fixed and terminating predecessor payment schedule. Historical attribution and legal obligor can differ: a successor may owe a creditor while a predecessor funds the payment under an enforceable covenant. Assumed obligations must be paired

with cash and the future right to collect cash, and counterparties must consent where required. New Fire operations and routine future replacement belong to the successor after a completed transfer.

Enacted SB 319 establishes the study requirement; it does not establish a county fire district or require the transfer of predecessor debts, obligations, liabilities, revenues, expenditures and assets. The proposed formation and transfer provisions, including sections 2 and 16, were deleted by amendment. Their appearance in earlier bill versions does not create a mandatory assumption requirement or a July 1, 2027 formation date. Any originator-specific economic settlement must instead be implemented through the statutory authority applicable to the selected model and legally effective funding, indemnity, supporting revenue and transfer arrangements. The controlling instruments must distinguish obligations assumed by the successor from those retained by each predecessor and preserve applicable creditor rights and revenue pledges.

27.4 Legacy Debt Liabilities and Deferred Capital

27.4.1 City of Reno

The identifiable 2019 Fire Apparatus Bond originated at $6.327 million. The City register estimates $1.993 million principal at the start of FY2027, with $686,881 FY2027 debt service and estimated $692,780 and $681,390 in FY2028–FY2029. The latter two are planning estimates; any settlement would use the trustee's payment schedule applicable at the transfer date. Do not import the City's other 28 instruments into Fire without purpose and asset tagging. The City remains the legal obligor absent approved transfer and satisfaction of bond covenants.

Reno's FY2025 audited citywide net pension liability was $359.352 million; OPEB including PEBP, $127.782 million; compensated absences, $37.202 million; and self-insurance liabilities, $112.888 million. These are entire-city measures, not Fire liabilities, cannot be totaled as a Fire settlement, and are not additional annual cash above payroll and benefits. Any transfer settlement would apply employee-level allocation, Fire claim history, actuarial service attribution and budget-overlap reconciliation at the agreed transfer date. A restricted apparatus balance of about $4.976 million is not general successor opening cash. Fire premises and shared dispatch/radio/IT obligations would be assigned through separate property, contract and funding schedules.

Station and apparatus deferred maintenance is not computed by subtracting book value from replacement cost. Apply the report's facility and apparatus findings to the transfer-date schedules, accounting for completed work and changes in condition; link VIN and title to purchase financing, and fund any confirmed pre-cutoff deficiency to the agreed opening standard. Post-cutoff regional deployment changes are future regional costs.

27.4.2 City of Sparks

Sparks has an identified $15.000 million Fire bond principal balance at June 30, 2025, pledged to consolidated tax and limited-tax general obligation revenues, with maturities through May 2043. Published FY2027–FY2031 service is $6.566815 million, including $3.210 million principal and $3.356815 million interest; an additional $15.768 million published FY2032–FY2043 tail is future cash, not extra face principal. A $1.256 million premium adjusts accounting carrying value rather than increasing original principal. Any successor assumption must identify bondholders' legal claim and preserve pledge coverage.

Sparks' FY2025 citywide pension stock was $129.373 million. A $33.528 million Fire share in the register uses a cross-year payroll-budget ratio and is a planning proxy, not an actuarial transfer bill. Citywide OPEB was $41.527 million; any Fire-specific transfer settlement would use a cohort

valuation at the agreed transfer date. Citywide compensated absences of $21.210 million have a $4.605 million budget-share proxy; settlement would use the transferring employees' actual balances. The sick-leave conversion $5.021 million city stock may overlap leave reporting. Fire case reserves identified in a September 2026 loss run total $545,564 before adjustment for two potentially duplicate records and exclude any separate allowance for incurred but not reported claims. This amount is a source-reported reserve reference, not a final transfer liability. Do not sum any of these stocks or proxies into a one-time closing payment.

Fire equipment Fund 1702 net assets of $2.634 million are designated; any transfer credit would reflect cash, encumbrances, title and permitted purpose at the transfer date. The FY2027 wildland and EMS contract minimums ($49,375 and $6,000) are identified gross payment references and may already be in normal operating expense. The report's station and fleet findings would support the transfer-date condition and ownership schedules used to establish any positive asset credit or repair charge, accounting for completed work and changes before transfer.

27.4.3 Truckee Meadows Fire Protection District

TMFPD's FY2025 district-wide audited liabilities total $98.288 million and include a separately disclosed $3.259 million EMS component; the remaining $95.029 million is governmental/shared and is not automatically a Fire-only payable. At June 30, 2026 the District reported $14.170 million debt principal across four issues: $1.856 million equipment, $1.308 million GO capital, $5.031 million State Infrastructure Bank revenue financing and $5.975 million GO capital. The State Infrastructure Bank debt carries a superior lien on specified C-tax and consent conditions; any transfer must preserve the pledge and satisfy applicable consent requirements before revenue reallocation.

District June 2025 audited pension stock was $59.091 million including $2.632 million EMS; older reported net OPEB stock was $4.046 million including $45,452 EMS. A newer June 2025 OPEB valuation establishes $20.249 million gross liability less $18.716 million restricted trust assets, or $1.533 million net, about 92.43 percent funded. These are different measurement bases; do not add the older and newer net values or treat trust assets as transferable operating cash. District compensated absences are $10.665 million including $314,469 EMS. District legacy claims of $983,977 are included in the $98.288 million total and already netted against the $2.492 million workers-compensation fund assets to yield $1.507 million restricted net position.

The insurance response identifies 259 current insured claim IDs and $1.465 million remaining workers-compensation case reserves across 39 open or reopened cases, each explicitly marked non-legacy. This does not replace the separate FY2025 $983,977 retained legacy-claims balance. Any transfer settlement would reconcile paid amounts, case reserves, incurred but not reported claims, and legal responsibility at a common transfer date. Do not add the current claims total to audited liabilities without that reconciliation.

Existing district bonds and leases require $1.422 million FY2027, $1.426 million FY2028, $1.431 million FY2029, $1.377 million FY2030 and $0.839 million FY2031. A separate $86,075 FY2027 P25 amendment is excluded from the base debt table because its treatment as an additional payment, rather than an amount overlapping original radio obligations, is not established. Any transfer of district obligations would follow the statutory authority and executed arrangements applicable to the selected model, with the service boundary and allocation of EMS and other activities expressly defined. Enacted SB 319 does not require assumption of the District's obligations.

27.4.4 Comparison and Cash-flow Schedule

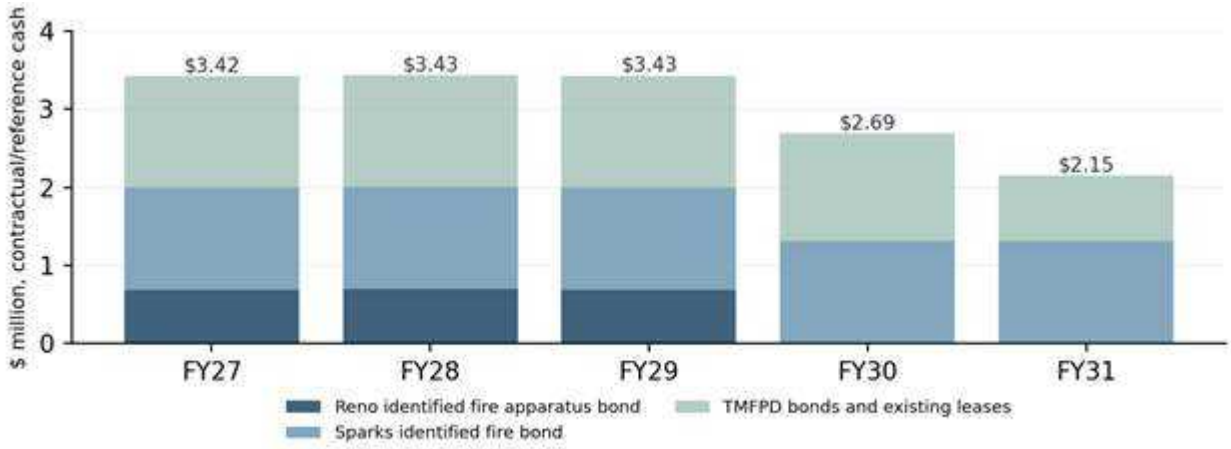
Table 27-4. Existing gross payments, not a regional uplift or complete all-in debt budget.

Reno FY2028–29 (*) estimates. The TMFPD row includes existing leases. Published separate radio, WC, and operating contracts are excluded.

FY	Reno identified	Sparks bond	TMFPD bonds / leases	Total identified
2027	$686,881	$1,312,413	$1,421,656	$3,420,950
2028	$692,780*	$1,313,413	$1,425,783	$3,431,976
2029	$681,390*	$1,312,913	$1,431,295	$3,425,598
2030	—	$1,315,913	$1,377,473	$2,693,386
2031	—	$1,312,163	$838,786	$2,150,949
Five-year total	$2,061,051	$6,566,815	$6,494,993	$15,122,859

Figure 27-2. Identified existing contractual or planning cash by originator

Different principal valuation dates prevent aggregation of reported stock balances.



27.5 Legacy Equity Methodology

27.5.1 Guiding Principles and Opening Ledger

A consistent legacy methodology should be completed before any full operational transfer.

- Establish a common cutoff and valuation date. The statute, formation resolution, or transfer agreement should identify the date that separates predecessor obligations from successor responsibilities and the date used to value assets, reserves, debt, and liabilities.
- Complete independent asset-condition assessments. Review stations and land, training and support facilities, apparatus and fleet, communications systems, technology, major equipment, and other material capital assets using comparable condition and remaining-life standards.
- Prepare a complete predecessor inventory. For each agency, identify assets, ownership, remaining useful life, reserves, restricted resources, debt, leases, deferred maintenance,

replacement requirements, workers' compensation, OPEB, accrued leave, claims, litigation, grants, contracts, covenants, and other long-tail obligations.

- Adopt an objective regional opening standard. Define the asset condition, funding position, documentation, and operating readiness required for property entering the regional system. Apply the same standard to deficiencies and positive contributions.
- Calculate each predecessor's net legacy position. Consider serviceable transferable assets and legally available reserves, less debt, deferred capital, and other legacy liabilities. Accounting balances, replacement values, and cash availability must remain distinct.
- Create predecessor-specific legacy schedules. Each schedule should identify the item, responsible predecessor or service area, baseline amount or condition, associated asset or resource, treatment, funding source, completion date, and closure standard.
- Select an authorized financing mechanism. Options may include project completion before transfer, debt defeasance, restricted cash or reserve transfer, asset-linked debt transfer, fixed transition payments, geographically limited revenue, or another lawful ring-fenced mechanism.
- Define when legacy treatment ends. When the agreed obligation is satisfied or the asset reaches the regional opening standard, future maintenance, rehabilitation, replacement, and ordinary risk become successor responsibilities.
- Separate legacy capital from future regional capital. New stations, apparatus, technology, staffing, and improvements justified by post-transfer demand, regional optimization, or future growth should not be charged back to a predecessor merely because the project lies within its former boundary.
- Protect the opening position. Between valuation and transfer, require disclosure and agreed treatment of unusual maintenance deferral, accelerated spending, new debt, asset disposition, reserve withdrawals, replacement-schedule changes, or other material changes.

The net legacy position is transaction due diligence, not a yearly operating contribution formula. Value usable assets by independent remaining service value, estimate the cash required to cure a deficiency to the common opening standard, identify debt at settlement date, and recognize only unencumbered legally transferable reserves. Present asset value, committed cash and accounting liabilities in separate columns; a single net number conceals pledge and timing restrictions.

27.5.2 Comparison of Settlement Tools

Table 27-5. Settlement tools

Method	Application	Economic / legal safeguard
Cure before closing	Completed station repair, debt retirement or funded escrow.	Verify completion / trustee release; no successor duplicate asset credit.
Funded assumption	Successor takes specified debt or employee benefit cash with matching restricted revenue or cash.	Bond / actuarial consent and coverage; identify successor obligation and originator funding.
Geographic legacy charge	Past obligations traced to a predecessor area under specific authority.	Time limited, debt-specific, transparent; preserve existing municipal pledges.
Terminating predecessor schedule	Agreed defined payments after service transfer.	Legally enforceable termination, liquidity bridge and appropriation risk review.

Method	Application	Economic / legal safeguard
Positive credit	Serviceable assets or available resources exceed opening standard.	Recognize once at transaction; no automatic operating contribution discount.

27.5.3 Treatment by Governance Model

Model 1 and Model 2 require no opening balance-sheet exchange; each owner services its own pre-existing debt. For Model 3, entity formation, permissible debt assumption and fiscal transfers require a transaction agreement, statutory authority and third-party consents; do not presume Chapter 318 formation itself moves municipal debt. For Model 4, specify the precise enabling law. SB 319, as enacted, does not require the transfer of existing Fire liabilities or establish the previously proposed liability-assumption and pledge provisions. Any subsequent enabling legislation and executed transfer agreements must identify the obligations to be assumed and finance the legacy burden explicitly through associated assets, pledged receipts and/or legally enforceable area or predecessor funding, while preserving outstanding creditor rights. If a different statute is proposed, model its actual assumption and pledge clauses independently.

27.6 Stranded Predecessor Costs

27.6.1 Cash Release and Replacement Test

A cost is stranded only if, after the Fire function transfers, the predecessor still pays a cash expense for a service it can no longer recover through an effective non-Fire use. A departmental overhead allocation is not a saving, and the successor may need to buy back IT, payroll, dispatch, purchasing, risk, fleet or legal support. Set the net cash release for each activity to canceled or reduced invoices and payroll less severance, retained minimum service, buyback fees and one-time exit payments, with evidence and a dated release curve.

27.6.2 Reno

The September transition scenario carries approximately $13.39 million of managed Reno exposure over five years; it is a scenario, not an invoiced or certified regional burden. Its FY2025 gross allocated starting reference is $12.623 million, less $3.307 million depreciation and $1.579 million continuing dispatch/CAD, leaving $7.738 million for further reconciliation of noncash, payroll retention, replacement services and baseline overlap. Keep police/911/records and E911-funded assets outside an assumed Fire saving until service boundary, positions and contracts are documented.

27.6.3 Sparks

The scenario includes about $0.25 million over five years of Sparks HR exposure. Match employee and contract workloads to the successor service contract, identify any released budget line and separate citywide police/administrative services. Sparks Fire's FY2026 budget includes $10.490 million benefits (including $6.567 million retirement and $1.238 million workers-compensation); these are embedded costs, not an additional successor liability simply because employment transfers.

27.6.4 TMFPD

County allocation plan charges to the district (FY2025 final / FY2027 provisional) total $1.009 million for Funds 280 and 286. This is allocated cost, not proof of a new successor administration fee or a

County cash saving. A managed five-year scenario has about $0.54 million of County-side exposure; invoice-by-invoice service replacement and released positions control whether it is incremental. Under a full district transfer, EMS, rural/volunteer agreements, claim administration and County support require separate legal and functional perimeters.

27.6.5 Comparison by model

Models 1 and 2 leave most shared infrastructure with existing owners and ordinarily create no stranded-cost event. Models 3 and 4 create a potential event when Fire employees and service management move. For every affected function publish predecessor cash before and after, successor replacement invoice, start date and termination date. Attribute only the nonoverlapping difference; do not add the $13.39 million, $0.54 million and $0.25 million scenario references mechanically to Chapter 30 transition or recurring totals.

27.7 Reserves and Positive Fiscal Contributions

27.7.1 Guiding Principles and Identified Balances

Recognize positive value symmetrically: a district or city contributing a useful unpledged Fire asset or legally transferable cash should receive the negotiated opening credit that matches its service benefit and remaining life. Do not equate book fund balance, grant proceeds, replacement price, OPEB trust, debt service reserve or restricted project cash. The asset cannot also remain on the predecessor balance sheet to pay another obligation.

Table 27-6. Different balance dates and accounting definitions; amounts are not pooled. The TMFPD General Fund balance used for this comparison is $7.832 million as of June 2025.

Reported source balance	Amount, $m	Use for this study
TMFPD General Fund, June 2025	7.832	Includes assignments / stabilization; not automatically free cash.
TMFPD Emergency Fund	1.906	Restricted purpose; mostly noncash receivables.
TMFPD Capital Projects	7.697	Restricted/committed projects; verify unpaid purchase orders.
TMFPD Debt Service	0.446	Debt and covenant purpose.
TMFPD four funds total	17.881	Accounting balance, not a successor contribution.
Sparks Fire equipment net assets	2.634	Fund 1702; reconcile spendable cash and commitments.
Reno apparatus restricted fund	4.976	Purpose-restricted; transfer only with permitted projects.

27.7.2 Implications by Model

For Models 1 and 2, balances stay with current owners and pay their authorized purpose. For Models 3 and 4, complete an account-by-account closing-cash schedule: cash plus collectible receivables, less current payables, encumbrances, excluded grants, legally unavailable restrictions and committed debt coverage. Open successor operating liquidity must be separately financed; it cannot be inferred from a predecessor's positive fund balance or net equity. GASB reporting is a useful starting inventory, while the legal transfer and actual cash reconciliation determine spend-ability.

27.8 Future Regional Obligations by Model

The separately issued Chapter 30 case model provides a scale check. Five-year FY2027–FY2031 gross cash requirements are $1,236.883 million for Baseline and cost-neutral Regional Alignment, $1,388.154 million for GID and $1,396.098 million for the legislated case. Against its $950.974 million continuation-support proxy, the associated planning cash residuals are $285.910 million, $285.910 million, $437.181 million and $445.124 million. These amounts include stated planning assumptions, capital financing and, for the entity cases, opening liquidity as a one-time cash requirement. They are neither adopted deficits nor jurisdiction-specific Fire revenue capacity measures; do not use them to assert that the higher-cost governance option is automatically less equitable.

27.8.1 Model One: Baseline Three-Agency Operation

Reno, Sparks and TMFPD remain responsible for their own current and future Fire costs, debt service and replacement programs. Regional mutual-aid benefits and cross-border dispatch workload require transparent contract payments. Correct the unequal capacity starting point through explicit state distribution or locally approved service payments, funding reallocations and common service standards; simply preserving local accountability cannot be scored as an equity improvement. Chapter 30's baseline aggregate residual is a regional planning comparison, not three legally appropriated deficits.

27.8.2 Model Two: NRS 277.110 Washoe Regional Alignment Plan

Regional alignment is modeled at zero net incremental cost to the three-agency base. Each agency pays a fair agreed share of an approved joint task only after equal verified releases from existing line items or a separately authorized contribution; otherwise it is a proposed future initiative outside the base. Shared activity and matching releases must be recorded per agency and year. Because each party keeps its existing tax receipts, the inequitable starting revenue structure remains in place; any capacity correction requires a distinct agreement and funding source, regardless of the zero-net-cost operating assumption.

Cost neutrality means no increase above the modeled Baseline, not that existing services are fully funded; the projected funding gap identified in Chapter 30 remains. Where existing staff cannot absorb the required regional work alongside their continuing duties, consultants, backfill, or additional positions would create costs requiring verified expenditure offsets or separately approved funding.

Modeled contribution example and incidence

The following is an expressly illustrative $1.000 million joint program, not an adopted budget. Allocate documented existing expense releases in proportion to the FY2026 direct Fire cost weights (Reno 51.00 percent, Sparks 16.62 percent, TMFPD 32.38 percent). If the new payments use those same shares, every agency and the region have $0 incremental expense. If the boards instead choose equal one-third contributions but releases remain as shown, the program stays regionally cost neutral while Sparks bears about $167,000 more, TMFPD $10,000 more, and Reno $177,000 less. Regional neutrality alone does not settle fairness among taxpayers. The attached workbook permits changing the pool, shares and verified offsets.

Table 27-5. Illustrative rounded allocations; the workbook carries exact proportions.

A regional project cannot be added to the cost-neutral Chapter 30 base without signed releases or additional revenue. Direct-cost weights are a transparent demonstration, not a finding that cost or capacity share is the fairest formula.

Agency	Release / direct cost share	Matched payment	Net matched	Equal payment	Net equal
Reno	51.00% / $509,996	$509,996	$0	$333,333	−$176,663
Sparks	16.62% / $166,202	$166,202	$0	$333,333	+$167,131
TMFPD	32.38% / $323,802	$323,802	$0	$333,334	+$9,532
Region	100% / $1,000,000	$1,000,000	$0	$1,000,000	$0

27.8.3 Model Three: NRS Chapter 318 General Improvement District

A GID needs an independently costed new-service budget, formed geographic boundary, legal revenue authority and a debt-and-asset transfer plan. It would assume ordinary future regionwide operating and lifecycle costs only after an executed transfer. Test how existing C-tax, city Fire appropriations, district receipts and committed debt resources would be rerouted, and whether the resulting jurisdiction or taxpayer pays for comparable service. Under NRS 360.740, a new local government's eligibility for C-tax is conditioned on specified services and a State process; no automatic new GID C-tax allocation should be assumed.

27.8.4 Model Four: Legislated Washoe Regional Fire Authority

Model the actual enacted assumption and funding rules, not an assumed generic authority. Any enabling legislation and executed transfer agreements must address the transfer of former Fire obligations and assets, negotiated contributions, protection of outstanding pledges, and a source for entity liquidity. SB 319, as enacted, does not establish those transfer or funding provisions. Chapter 30 provides the financial comparison and an illustrative sales-tax scenario; a legislative package could include other authorized revenue sources. Pursuing that package depends on public support and the required governmental and voter approvals. Neither creation of an authority nor authorization of a revenue source guarantees sufficient funding. Apply the final enacted provisions to Chapter 30's assumptions before implementing a transfer. Whatever statute is chosen, the old distribution may pass through unchanged or change in ways that shift capacity; score the change at household, area and agency level against the same costed service standard.

Table 27-8. "Conditional" requires demonstrated adequate revenue and service capacity, including an approved remedy for any identified inequity, in addition to lawful debt settlement.

None of the models can be judged equitable by governance label alone.

Equity dimension	Baseline	Regional alignment	GID	Legislated
Initial revenue differences	Persist	Persist absent separate remedy	Must be remeasured	Must be remeasured
Historic creditor rights	Original obligor	Original obligor	Only lawful assumed debt	Statute-specific; preserve outstanding creditor rights
Future capital payer	Local agency	Local agency unless joint project	Successor after transfer	Successor after transfer

Equity dimension	Baseline	Regional alignment	GID	Legislated
Positive equity finding	Conditional	Conditional	Conditional	Conditional

27.9 Fiscal Equity Decision Rule and Implementation

The governing bodies should approve a model only when the six original tests—contribution, legacy, funding, allocation, fiscal exit and future regional responsibility—are answered in a common signed schedule, with requirements applied to the responsibilities actually being transferred or shared. Also examine whether the proposal maintains adequate service and funding capacity across participating areas and provides a deliberate remedy for any identified inequity. Differences in revenue structure alone do not establish unequal Fire service capacity. Publish, at a minimum, the baseline and proposal U/N and annual N−U by area for five years, taxes and transfers by taxpayer area, adopted service performance, creditor coverage and funded opening cash. Set a minimum acceptable service standard and a defined transition period; if any service area's coverage worsens without a signed, financed mitigation, do not describe the proposal as fiscally equitable.

The findings and schedules in this chapter, the service recommendations elsewhere in the report, and Chapter 30's financial comparison provide the basis for these implementation documents. Update them for the selected service package, approved funding arrangements and effective transfer date. Opening liability, asset-transfer and fiscal-exit requirements apply where obligations or assets would change hands; they do not prevent Regional Alignment improvements from proceeding under existing authority and approved budgets.

Table 27-9. Fiscal equity decision conditions

Before decision	Required signed evidence	Release condition
Revenue equity schedule	State distributions, city Fire appropriations, district dedicated revenues, tax-area AV, pledge and five-year service need.	Comparable area-level coverage and payer incidence for all models.
Opening liability register	Bond trustee and lender schedules, employee census, OPEB valuation, claims case/IBNR, contracts and permits.	Each assumed balance has legal authority, cash and nonoverlap sign-off.
Asset and cash schedule	Station survey, VIN/title, capital commitments, grant restrictions, bank and trustee balances.	Independent opening standard and restricted-fund reconciliation.
Exit / funding agreement	Release dates, replacement invoices, reserve policy, legacy charges and successor appropriations.	No unfunded transfer; no indefinite predecessor guarantee.
Annual review	Quarterly actuals and annual five-year refresh; public equity scorecard.	Board corrects service or funding when coverage diverges.

The next budget cycle can implement the revenue test under the baseline or Regional Alignment without waiting for consolidation: use the revenue structures and obligations identified in this chapter and the costs established in Chapter 30 to prepare the annual Fire funding schedule for the selected services. Where that schedule identifies a disparity in service funding capacity, distinguish the effects of formula distribution, taxable base, pledged cash, budget policy and service risk, and negotiate a permitted remedy. Test a C-tax formula revision only with statutory parties and State

Taxation; evaluate service-contract payments and adopted appropriations separately. Carry the agreed adjustment, including its payer and sunset, through all four Chapter 30 models.

This work should proceed alongside operational improvements and public consideration of service and funding choices. The participating governments have indicated that their capacity to increase Fire appropriations is limited. Any proposal for additional regional revenue therefore depends on public support and the required approvals; it must not be treated as secured funding. If additional funding is not supported and no other sustainable source becomes available, the jurisdictions will need to adjust services to available resources and explain the resulting service and fiscal-equity effects.

Chapter 28: Workforce, Collective Bargaining, and PERS

28.1 Workforce Transition is a Major Condition Precedent to Full Consolidation

Workforce integration is one of the most consequential implementation risks in any full consolidation of Reno Fire, Sparks Fire, and TMFPD.

Operational regionalization can begin while employees remain with their existing employers. Full organizational consolidation cannot. Once a GID, Regional Fire Authority, or other successor organization becomes the fire-service employer, the region must transition multiple personnel and bargaining systems into one organization without disrupting emergency operations, payroll, benefits, retirement reporting, workers' compensation, or employee rights.

Regional Alignment provides the recommended near-term operating framework. Workforce planning for a potential successor organization can proceed concurrently with operational improvements and consideration of service and funding choices. Employee transfer remains conditional on the required approvals, a funded transition, and demonstrated employer readiness; it is not an automatic consequence of Regional Alignment.

This requires more than transferring names from one payroll system to another.

A full transition must address, at minimum:

- classification structure; rank structure; compensation; schedules; minimum staffing provisions; seniority; promotional systems;
- probation; specialty assignments and specialty pay; leave balances; health and welfare benefits; retiree obligations; workers' compensation; discipline; and
- grievance procedures; management and supervisory positions; bargaining-unit representation; PERS participation and reporting; personnel records; HR and payroll systems; and responsibility for pre-transfer and post-transfer employment liabilities.

NRS Chapter 288 establishes collective-bargaining requirements for Nevada local-government employers, including mandatory subjects such as wages, hours, leave, insurance benefits, classifications, discipline, and other employment conditions. Chapter 286 governs participation in the Public Employees' Retirement System.

The legal ability to create a new regional employer therefore does not eliminate the need to negotiate and implement the workforce transition.

Labor transition should not be treated as a source of immediate savings

Chapter 30 models full consolidation at a higher cost than the three-agency Baseline or Regional Alignment and does not establish immediate personnel savings.

Fire suppression staffing is driven principally by adopted service levels, minimum staffing requirements, deployment needs, workload, leave, overtime, training, and collective bargaining rather than the number of governmental organizations.

Some long-term savings may be possible in:

- executive administration; finance; HR; training administration; logistics; procurement; fleet; and
- data and performance; planning; and other duplicated support functions.

Any such savings must be demonstrated against the successor organization's replacement costs and predecessor costs that continue after transfer before being treated as available funding.

During transition, costs may increase because predecessor personnel systems and the new regional personnel system must operate simultaneously. Additional temporary labor-relations, HR, legal, payroll, benefit, data, and change-management resources may also be necessary.

The preferred method for reducing true administrative duplication should therefore be attrition, vacancy management, reassignment, and elimination of duplicative functions over time, rather than assuming immediate layoffs as a consolidation benefit.

28.2 Recommended Workforce Transition Principles

1. Preserve service continuity.

No employee transfer should occur until the successor organization can reliably perform payroll, benefits administration, PERS reporting, workers' compensation administration, HR, scheduling, timekeeping, personnel records, and labor relations.

2. Map positions before mapping people.

The regional organization should first establish:

- required organizational structure; classifications; ranks; job duties; spans of control; staffing requirements; minimum qualifications; and
- compensation philosophy.

The organizational and staffing recommendations in this report and the personnel assumptions in Chapter 30 should provide the starting point, with adjustments reflecting the selected and funded service package. Individual employees should then be mapped into the approved structure. This reduces the risk that the new organization merely combines three existing organizational charts without determining what the regional system actually needs.

3. Update the three-agency workforce baseline for transfer.

Before negotiating transfer, the region should update the workforce information underlying this report and Chapter 30 to reflect the proposed transfer date and document for Reno, Sparks, and TMFPD:

- authorized and filled positions; classifications; ranks; base pay; specialty pay; overtime practices; schedules;
- minimum staffing; seniority rules; promotional requirements; probation; leave; health benefits; retiree benefits; and
- workers' compensation arrangements; bargaining units; management/exempt positions; and; other material personnel provisions.

4. Negotiate transition and successorship arrangements before transfer.

Existing collective bargaining agreements should not simply be assumed to disappear or automatically become one regional agreement.

The parties should determine, through lawful bargaining and legal review which agreements remain effective during transition; which provisions continue temporarily; how bargaining representation

will be handled; how conflicting provisions will be reconciled; how and when a regional agreement will be negotiated; and what occurs if regional formation is delayed or terminated.

5. Avoid involuntary reduction in base compensation solely because of transfer where practicable and negotiated.

A reasonable transition objective is that employees should not experience an immediate reduction in base salary solely because the employer changes. However, this should be expressed as a negotiated transition principle rather than an unconditional guarantee, because compensation, differentials, schedules, benefits, specialty pay, and other employment conditions must be addressed through the applicable bargaining and personnel process.

6. Protect accrued employee interests through explicit transition rules.

The treatment of accrued vacation; sick leave; compensatory time; longevity; seniority; probationary status; promotional eligibility; and other accrued or negotiated interests should be resolved before transfer.

7. Establish regional seniority rules before employees transfer.

Combining three seniority systems can affect shift bidding; vacation selection; transfers; promotions; layoffs; specialty assignments; and other employment rights. The regional system should therefore define whether seniority is based on total continuous fire-service employment; predecessor-employer service; date of regional transfer; rank seniority; or another negotiated method. This issue should be resolved before, not after, employees become part of one workforce.

8. Resolve classification and compensation differences transparently.

The successor organization should establish one classification and compensation structure appropriate to the regional organization.

The transition analysis should identify:

- employees below the proposed regional range; employees above the proposed regional range;
- differing specialty pays; and
- schedule-related compensation; longevity differences; acting-pay practices; and other compensation disparities.

Any red-circling, grandfathering, step placement, pay protection, or phased harmonization should be explicitly negotiated and financially modeled. Chapter 30's compensation assumptions provide the planning basis; the financial effects of negotiated terms should be reconciled against those assumptions and incorporated into the funded implementation budget before transfer.

28.3 PERS Transition

PERS treatment should be confirmed before any employee transfer. The successor organization must have the required status and administrative capability to participate as a public employer and to perform all employer reporting and contribution functions.

The transition should confirm:

- employer participation; employee reporting; contribution responsibility; payroll integration; service-credit continuity; reporting codes; contribution rates; and

- treatment of transferred employees; and responsibility for corrections relating to pre-transfer service.

The financial model should not assume that creation of a new regional employer alters previously earned PERS service or eliminates existing retirement obligations. PERS implementation should be treated as a Day-1 readiness requirement.

Workers' compensation and other long-tail employee liabilities

Workers' compensation, retiree health, OPEB, accrued leave, litigation, and other employment liabilities require the same legacy framework applied elsewhere in this report. The liability schedules and settlement principles in Chapter 27 provide the basis for allocating these obligations, with balances updated to the agreed transfer date and funding reconciled with Chapter 30 to avoid double counting.

A cutoff date should distinguish:

Pre-transfer liabilities

Obligations attributable to employment before the regional transfer date.

Transition liabilities

Costs specifically caused by the employee transfer.

Future regional liabilities

Obligations arising from employment by the successor organization after transfer.

Pre-transfer liabilities should be economically attributable to the predecessor employer or service area, but the preferred transition structure should avoid leaving Reno, Sparks, or TMFPD with indefinite administrative responsibility where the liability can instead be quantified, funded, transferred with adequate resources, insured, or otherwise ring-fenced.

For example, the transition may use claim-by-claim predecessor schedules; loss-reserve transfers; insurance arrangements; restricted funding; fixed settlement amounts; or another legally appropriate mechanism.

The objective should be the same as with legacy capital:

- Historical responsibility should remain identifiable without requiring predecessor governments to remain permanent participants in the regional fire-service financial system.
- Future workers' compensation and employee liabilities arising after transfer should be responsibilities of the successor regional employer.

Administrative and management personnel

Consolidation creates a different issue for administrative, command, management, and support positions than for front-line operational staffing.

Three organizations may currently maintain overlapping:

- executive command positions; finance functions; HR functions; training administration; logistics; fleet management; prevention administration.
- procurement; data and performance; IT support; public information; and planning functions.

The successor organization should determine the regional structure based on operational need rather than automatically preserving every predecessor position.

The transition plan should identify for each potentially duplicative function:

- the regional function required;
- predecessor positions performing the function;
- positions that transfer;
- positions that are reassigned;
- vacancies that can remain unfilled;
- functions that cease;
- functions that remain with predecessor governments; and
- the timing of any resulting cost reduction.

This analysis should also recognize stranded predecessor overhead. A municipal HR, finance, legal, or IT position may not disappear immediately simply because fire service transfers. Those residual costs should be included in the fiscal transition analysis but should not become permanent obligations of the successor fire organization.

The administrative staffing and transition costs modeled in Chapter 30 and the stranded-cost treatment in Chapter 27 provide the financial starting point. Any resulting cost reduction should be measured against those assumptions, including replacement costs, rather than added as a separate saving where it is already reflected in the model.

NRS 277 assignments

During Regional Alignment or an approved NRS 277 transition arrangement, employees may remain employed by Reno, Sparks, or TMFPD while performing regional functions. Regional Alignment is the near-term operating framework and does not commit the participating governments to a subsequent employee transfer or formation of a permanent regional entity.

Written assignment or detail agreements should address:

- employer of record; appointing authority; day-to-day supervision; compensation; benefits; PERS reporting; workers' compensation; and
- discipline; grievance procedures; confidentiality; liability and indemnification; access to records; duration of assignment; and return or placement rights.

Employees assigned to a transitional organization should have explicit treatment if the permanent regional entity is not ultimately formed. In short, no employee should find themselves stranded without a deliberate path to return to their respective position and organization.

This protects both the employee and the predecessor employer and reduces the risk that temporary integration creates unresolved employment rights.

28.4 Workforce Transition Decision Point

No full employee transfer should occur until the successor organization can demonstrate simultaneous readiness in all critical workforce systems.

Table 28-1. Minimum conditions required before transfer of workforce

Readiness area	Required condition before transfer
Regional organization	Approved organizational structure and authorized positions
Classification	Regional classification and rank structure adopted
Compensation	Pay placement and transition rules established
Collective bargaining	Interim/successor bargaining framework lawfully resolved
Seniority	Regional seniority methodology established
Leave	Accrued leave treatment documented
Benefits	Health and welfare coverage effective on Day 1
PERS	Successor employer participation and reporting confirmed
Payroll	Tested regional payroll system operational
Timekeeping/scheduling	Regional systems tested
Workers' compensation	Carrier/administrator and legacy-claim responsibilities established
HR	Personnel policies and HR administration operational
Discipline/grievances	Regional procedures established
Personnel records	Custody, transfer, privacy, and retention procedures established
Management	Chief and required command/administrative leadership in place
Insurance/liability	Required employment-related coverage effective
Employee communication	Individual transfer information provided before cutover
Financial readiness	Approved funding for payroll, benefits and workforce transition expenses, with sufficient opening liquidity available before transfer; amounts reconciled with Chapter 30 and the negotiated workforce arrangements

Failure of a critical readiness condition should delay employee transfer rather than requiring the region to improvise after the new employer becomes operational.

28.5 Workforce Fiscal-exit Principle

Full consolidation should create a clear point at which the successor organization becomes responsible for the workforce it employs.

After the transfer date, the regional organization should ordinarily bear the cost of:

- salaries; overtime; benefits; PERS employer costs; workers' compensation for post-transfer claims; leave earned after transfer; regional labor agreements; and
- payroll; HR administration; recruitment; training; and future employment liabilities.

Reno, Sparks, and TMFPD should retain only those employee-related obligations specifically identified as predecessor legacy responsibilities or temporary transition responsibilities.

They should not remain indefinitely responsible for supporting the successor organization's payroll, benefits, or future employment liabilities after transferring operational control.

28.6 Overall Workforce Assessment

Full consolidation should create a clear point at which the successor organization becomes responsible for the workforce it employs.

After the transfer date, the regional organization should ordinarily bear the cost of:

- salaries; overtime; benefits; PERS employer costs; workers' compensation for post-transfer claims; leave earned after transfer; regional labor agreements; and
- payroll; HR administration; recruitment; training; and future employment liabilities.

Reno, Sparks, and TMFPD should retain only those employee-related obligations specifically identified as predecessor legacy responsibilities or temporary transition responsibilities.

They should not remain indefinitely responsible for administering the successor organization's payroll, benefits, or future employment liabilities after transferring operational control. This does not preclude agreed continuing agency contributions under the adopted funding plan. Those contributions should be expressly defined, reconciled with the continuing support assumed in Chapter 30, and distinguished from responsibility for employing and administering the regional workforce.

Chapter 29: Governance Models for Further Consideration

The Study Team was contracted to examine and define three models for consolidation, one of which was required to be the current baseline. In addition to these, the team also prepared a fourth model for regional realignment for the Board's consideration.

The preceding analysis evaluated the broader range of governance options available for regional fire and EMS delivery in Washoe County. The four models below are carried forward for more detailed consideration:

- Model One: Baseline Three-Agency Operation - continuation of Reno Fire Department, Sparks Fire Department, and Truckee Meadows Fire Protection District as separate organizations;
- Model Two: NRS 277.110 Washoe Regional Alignment Plan - preservation of the three legal organizations while creating a formal regional operating and oversight structure
- Model Three: NRS Chapter 318 General Improvement District- consolidation into an independent regional district using an existing Nevada statutory form; and
- Model Four: Legislated Washoe Regional Fire Authority- consolidation into a new regional government created specifically for the Washoe fire and EMS system.

These models were selected because together they represent the principal practical choices available to policymakers rather than minor variations of the same structure. They range from no structural consolidation to full regional consolidation and include both an existing-law consolidation mechanism and a purpose-built legislative mechanism.

The models should not be understood as requiring an immediate all-or-nothing decision, nor do they represent a required progression from separate departments to consolidation. The Study recommends Regional Alignment as the near-term operating framework while the participating governments and residents determine the level of service they are willing to fund. Operational improvements and evaluation of longer-term funding and governance options should proceed concurrently. Dispatch, data, performance measurement, common operating practices, and closest-appropriate-unit deployment are appropriate early priorities and should proceed without requiring a decision to consolidate the organizations.

Chapter 30 identifies a projected funding gap and models full consolidation at a higher cost than the Baseline or Regional Alignment. With the participating governments indicating limited capacity to increase appropriations, the legislated Regional Fire Authority provides the identified pathway among the evaluated models to new regional funding powers, if the public supports that approach. Chapter 30 illustrates a dedicated sales tax, but a legislative package could include other authorized revenue sources. Neither legislation nor consolidation guarantees sufficient funding. The GID remains a comparison option, but Chapter 30 does not establish a sufficient additional funding source for it. If residents do not support additional funding and no other sustainable source becomes available, services will need to be adjusted to fit available resources.

29.1 Model One: Baseline Three-Agency Operation

29.1.1 Why this Model was Included

The current system must be carried forward as a complete option because it is the current state of the fire service within the region and is the baseline against which every regionalization proposal should be measured.

Reno Fire Department, Sparks Fire Department, and TMFPD are functioning public-safety organizations with established:

- governing authority; personnel; collective bargaining relationships; budgets; stations; apparatus; operational systems; and
- capital programs; and community identities.

Maintaining the existing structure avoids virtually all the formation and transition risks associated with consolidation. It does not require additional legislation, creation of a new governmental organization, wholesale employee transfer, transfer of assets or liabilities, restructuring of existing revenues, or consolidation of personnel and collective bargaining systems.

At the same time, preserving the existing organizations does not mean that the regional system should remain operationally static.

The current system is divided across separate governing, fiscal, dispatch, capital, and personnel structures. Prior studies have repeatedly identified dispatch coordination, closest-appropriate-unit response, common operating practices, data consistency, and regional capital coordination as areas where improvement remains possible. This Study has similarly concluded that continuing the status quo would preserve existing structures but would not capture many of the service and coordination improvements available through a more formal regional operating framework.

The Current System is therefore modeled as continued independent governance with completion of already authorized or mutually agreed cooperative initiatives, not as an assumption that no further operational improvement will occur.

29.1.2 End-state Structure

Under this model:

- Reno Fire remains a City of Reno department; Sparks Fire remains a City of Sparks department; TMFPD remains a separate Chapter 474 fire protection district; existing governing bodies retain full fire-service authority; employees remain with their current employers; existing CBAs and personnel systems continue; stations and apparatus remain locally owned.
- Existing revenues remain with the current governments; debt and reserves remain separately accounted for; capital plans remain independently adopted; and; mutual aid, automatic aid, CAD, specialty-team, and other cooperative arrangements continue under existing or separately negotiated agreements.

There is no new regional governing body with delegated fire-service authority.

29.1.3 Recommended Management Structure

Existing governance

The current governance arrangement remains intact:

Reno City Council

- Reno municipal administration
- Reno Fire Chief / Reno Fire Department

Sparks City Council

- Sparks municipal administration

- Sparks Fire Chief / Sparks Fire Department

TMFPD Board of Fire Commissioners

- TMFPD administration
- TMFPD Fire Chief / Truckee Meadows Fire Protection District

Where a shared executive arrangement exists, such as the Reno–Sparks shared-fire-chief structure, that arrangement may continue subject to the participating governments' agreements.

Interagency coordination

No permanent regional management organization is required under this model.

Existing technical committees should continue for:

- CAD; dispatch; SOGs;
- specialty resources; and
- training; communications; mutual and automatic aid; and; other agreed functions.

The key distinction from the Regional Alignment Plan is that these committees remain cooperative technical mechanisms rather than components of a formal regional governance structure.

29.1.4 Implementation Requirements

Because the model already exists, implementation consists primarily of stabilizing and improving the current system.

Required work should include:

- completing current regional CAD and interoperability initiatives; updating automatic- and mutual-aid agreements; maintaining common SOGs where appropriate; continuing joint training; maintaining specialty-team agreements; developing comparable regional performance measures; improving data quality; and
- identifying cross-boundary response problems; and improving interagency communication.

Implementation steps and milestones are consolidated in Chapter 39.

29.1.5 Transition Milestones

There is no organizational transition, but the model should still contain measurable milestones.

Table 29-1. Milestones for maintaining current system

Milestone	Indicative timing	Completion test
Common performance definitions adopted	0–6 months	Comparable regional measures approved by all agencies
Regional CAD/AVL functions operational	According to existing implementation schedule	Reliable shared information on unit availability and incident exchange.
Automatic-aid agreements reviewed	0–12 months	Known boundary and dispatch gaps documented and addressed where feasible

Milestone	Indicative timing	Completion test
Common high-priority SOGs reviewed	6–12 months	Interagency incident procedures documented
Regional capital information exchanged	Annually	Major station/apparatus plans reviewed for cross-jurisdiction effect
Governance continuation review	Every 2 years	Governing bodies determine whether model continues to meet adopted criteria with a focus on developing residential and commercial communities

Decision Point

The Current System remains a viable fallback if Regional Alignment is not adopted or cannot be sustained. If it is retained, the participating governments should periodically evaluate whether separate governance continues to provide acceptable:

- response performance; fiscal sustainability; staffing; capital replacement; service equity; interoperability; and
- regional accountability.

Persistent problems that cannot be resolved through ordinary cooperation should support reconsideration of Regional Alignment. Evaluation of longer-term funding and governance options should proceed concurrently with operational improvements, using Chapter 30's financial findings and the service levels residents are willing to fund. Consideration of full consolidation does not require Regional Alignment to first prove insufficient. Implementation of a consolidation option should depend on public support for the proposed service and funding package, the required approvals, and a financially sustainable transition plan.

29.1.6 Indicative Administrative Costs

The Current System has minimal new formation cost, but it should not be characterized as having no governance-related cost.

Table 29-2. Current system additional costs

Cost category	Relative additional cost	Principal drivers
Governance formation	Existing	No new organization
Legal/interlocal work	Low	Updating aid and cooperative agreements
Data/performance	Low–Moderate	Common measures, reporting, analysis
CAD/technology	Existing program cost	Regional CAD, AVL, interfaces
Joint training/SOG alignment	Low–Moderate	Staff time, exercises, documentation
Regional planning	Low	Voluntary capital and operational coordination
Labor transition	None	No employer transfer

Cost category	Relative additional cost	Principal drivers
Financial transition	None	Existing fiscal systems remain
Public communication	Low	Comparative reporting and existing public processes
Ongoing structural cost	Potentially material	Continued administrative duplication, separate systems, separately adopted capital decisions

The principal financial issue is therefore not startup cost. It is the continuing cost of maintaining three independent organizations and any additional cost or lost opportunity created by separate deployment, administrative, or capital decisions. These considerations do not establish net savings from consolidation. Chapter 30 models both full-consolidation options at a higher cost than the Current System or Regional Alignment; any administrative savings must be demonstrated after accounting for successor costs, transition expenses, and predecessor costs that continue.

29.1.7 Continuing Responsibilities of Existing Governments

All primary responsibilities remain with Reno, Sparks, and TMFPD. There are no collective bargaining requirements outside of what is currently required.

29.1.8 Successful Implementation

The model is successful if the three departments demonstrate that they can maintain independent governance while providing reliable regional emergency response; effective automatic aid; interoperable operations; transparent performance; adequate staffing; sustainable capital replacement; and reasonable fiscal equity.

29.2 NRS 277.110 Washoe Regional Alignment Plan

29.2.1 Why this Model is Recommended for Consideration

The Regional Alignment Plan was selected as the recommended near-term operating framework because it provides a practical means of achieving meaningful regional service improvement while preserving the three existing organizations. It preserves the existing employers, governing bodies, tax structures, collective bargaining relationships, assets, and debt while creating a formal structure for coordinated regional work.

That relative continuity does not make the model costless or effortless. As detailed in Chapters 22 and 23, implementation requires development, adoption, and maintenance of common policies and SOGs; joint training, qualification, and exercise programs; dedicated program-management and administrative capacity; common data definitions, governance, interfaces, dashboards, and performance reporting; and labor and legal review where changes affect working conditions or delegated authority.

Implementation also requires funded plans for SCBA interoperability or conversion, Knox-box alignment, fleet condition and reserve-capacity analysis, common apparatus and equipment specifications, cooperative procurement, lifecycle planning, and associated implementation costs. Those costs should be reconciled with the expenditures already included in Chapter 30, with any net additional expenditure separately approved and funded before the affected initiative proceeds. Chapter 30 models Regional Alignment at the same cost as the three-agency Baseline; this means no increase above the modeled Baseline, not that existing services are fully financed. Where existing staff cannot complete the required work alongside their continuing duties, additional consultant

assistance will create costs. Although the plan avoids the larger employee-transfer and revenue-restructuring requirements of formal consolidation, it constitutes a substantial, multi-year implementation program rather than a no-cost extension of routine agency activity.

The model responds directly to recurring findings concerning dispatch coordination; closest-appropriate-unit response; inconsistent business rules; separate operating procedures; data comparability; joint training; specialty resources.

It also may provide some improvement in procurement; and capital planning.

It also preserves:

- existing employers; and
- CBAs; existing tax structures; existing governing bodies; assets; debt; and agency identity.

This model includes regional governance oversight, a Management Committee, and technical working groups for operations, training, procurement, data/performance, and capital planning.

This model is carried forward as the Study's recommended near-term operating framework. It preserves separate legal organizations while creating a formal regional framework for coordinated operations, performance, funding of shared functions, and accountability. Operational improvements should proceed concurrently with consideration of the service levels residents are willing to fund and the longer-term funding and governance options identified in Chapter 30. Pursuit of a legislated Regional Fire Authority and its funding package depends on public support and the required approvals; it does not require Regional Alignment to first prove insufficient.

29.2.2 End-state Structure

Reno Fire, Sparks Fire, and TMFPD remain separate legal departments and employers.

A formal NRS 277.110 interlocal agreement establishes regional governance over defined shared functions.

The operating principle is three employers and three fiscal entities operating through one formal regional framework for agreed shared functions.

The ILA should define:

- delegated and retained authority; voting; financing; reporting; property; dispute resolution; withdrawal; and
- amendment; and termination.

29.2.3 Recommended Oversight Structure

Regional Fire Service Board

A six-member Regional Fire Service Board is recommended:

- two representatives designated by Reno;
- two designated by Sparks; and
- two representing TMFPD/Washoe County.

Members should be selected officials from the participating governing bodies.

The Board provides:

- public oversight; and
- regional policy direction; review of performance; approval of the regional work plan; monitoring of milestones; and; escalation of unresolved interagency issues.

The Board does not replace the governing bodies for matters not lawfully delegated.

Management Committee

A Management Committee consisting of the participating fire chiefs or designated executive representatives manages implementation.

Responsibilities include reviewing and advancing technical recommendations; coordinating implementation; resolving operational disagreements; presenting policy matters to the Regional Board; and maintaining the annual work plan.

Regional Program Management Office

Under this model, consideration should be given to adding a small Regional Alignment Program Management Office rather than relying entirely on employees performing regional implementation work in addition to normal duties.

At minimum, the function should include a dedicated regional coordinator; data/performance support; and administrative/project support.

These positions may initially be loaned from participating agencies; shared positions; contracted support; or funded as part of the ILA development.

Chapter 30 models Regional Alignment within the same spending envelope as the three-agency Baseline. Assigned staff and shared positions must therefore be supported within existing budgets or by documented expenditure offsets to remain within that assumption. Where existing staff cannot complete the required work alongside their continuing duties, consultant assistance, additional positions, or necessary backfill will create costs that require separate approval and funding unless fully offset. The ILA and annual work plan should identify those costs and each agency's contribution.

This office does not become another fire administration. Its purpose is to maintain schedules, work products, performance measures, public reporting, and other related support for the regional program. The level of dedicated support can be adjusted over time as regional processes become established

Technical working groups

Five core working groups are recommended:

Regional Operations Working Group

Responsible for:

- closest-appropriate-unit dispatch;
- run cards; and
- AVL; unit and capability classification; move-ups; response plans; regional SOGs; unit reliability; and after-action review;
- apparatus deployment; and
- related regional operational policies and field procedures.

Training Working Group

Responsible for common qualifications; joint exercises; annual training plans; and interoperability training.

Data and Performance Working Group

Responsible for common definitions; dashboards; CAD data; data governance; NERIS; workload; and regional performance analysis.

Procurement and Resource Standardization Working Group

Responsible for apparatus specifications; PPE; equipment; technology; lifecycle standards; joint purchasing; and specialty unit and capability planning.

Capital Planning and Facility Siting Working Group

Responsible for:

- regional Standards of Cover;
- station-siting analysis;
- major facility proposals; and capital coordination.

Capital coordination does not transfer responsibility for locally owned facilities, apparatus, or other capital obligations. Each participating jurisdiction remains responsible for those costs unless a separate agreement expressly provides otherwise.

Implementation requirements

The principal requirements are:

- executed NRS 277.110 ILA; defined delegation of authority; regional operating policies; common performance measures; CAD/AVL interoperability; agreed cost allocation; joint work plan; and
- working-group staffing; labor review of policies affecting working conditions; public reporting; and dispute-resolution procedures.

No wholesale employee transfer or revenue restructuring is required.

29.2.4 Implementation Milestones

Table 29-3. Implementation milestones for NRS 277.110 Washoe Regional Alignment Plan

Milestone	Indicative timing	Completion test
ILA and governance established	0–3 months	All governing bodies approve
Regional management structure operating	0–3 months	Board, Management Committee and PMO functioning
Common baseline adopted	0–6 months	Comparable metrics publicly reported
Closest-resource framework implemented	3–9 months	CAD/run-card rules operational
Priority SOGs aligned	6–12 months	Common operating rules validated in training
Joint training program operational	6–12 months	Regional annual training calendar active
Regional capital review established	6–18 months	Major capital decisions receive regional analysis
First performance validation	12–18 months	Results compared with baseline

The service, funding, public-engagement, and governance work described in Chapter 39 should proceed concurrently with these operational milestones. It should use Chapter 30's financial comparison and the report's service recommendations and does not need to await the first performance validation.

Performance Review

At approximately 12–18 months, determine whether dispatch integration works; closest-appropriate-unit response has improved; common policies are actually used; data are reliable; regional governance can resolve disagreements; cost sharing is perceived as equitable; and regional service has improved without unacceptable local degradation.

If performance is satisfactory, policymakers can choose to:

- Continue the Regional Alignment Plan as the near-term operating framework.
- Deepen shared administration under NRS 277.
- Advance a supported and financially sustainable consolidation proposal while Regional Alignment continues.

If performance is satisfactory, Regional Alignment should continue to support operational improvements. The participating governments may refine or expand specific shared functions under NRS 277 where doing so improves performance or accountability. Satisfactory operational performance does not, by itself, resolve the funding gap identified in Chapter 30.

If performance is unsatisfactory, specific deficiencies should be remediated rather than assuming that structural consolidation alone will solve them.

Consideration of a GID or Regional Fire Authority should proceed alongside Regional Alignment and should address the selected service package, sustainable funding, governance, and implementation requirements. Pursuit of a legislated Authority and its funding package depends on public support and the required approvals. Neither consolidation nor additional revenue should be presumed, and the region does not need to wait for Alignment to prove insufficient before evaluating those choices.

Table 29-4. Indicative administrative costs of the Regional Alignment Plan

Cost category	Relative cost	Principal drivers
ILA/legal development	Low– one-time	Agreement drafting, governance, delegation
Regional Board	Low ongoing	Meeting administration, notices, records
Program Management Office	Moderate ongoing	Program management, analytics, administrative support
Data/performance	Moderate	Dashboard, analysis, data governance
CAD/AVL integration	Moderate–High but partly existing	Interfaces, configuration, testing
SOG/policy alignment	Low–Moderate	Staff and legal/labor review
Joint training	Moderate ongoing	Training hours, exercises, facilities
Procurement standardization	Low initially	Staff analysis and solicitation coordination
Capital planning	Low–Moderate	Standards of Cover, performance analysis

Cost category	Relative cost	Principal drivers
Labor transition	Low	No employer transfer; bargaining or labor review where policies affect working conditions
Financial transition	Low	No new fiscal entity
Public communication	Low–Moderate	Dashboard, meetings, annual reporting

These categories describe the work and resources involved; they are not automatically additional expenditures above Chapter 30. Regional Alignment is modeled at the same cost as the three-agency Baseline. Work supported within existing budgets or by documented expenditure offsets remains within that assumption. Where existing staff cannot perform the required tasks, additional consultant assistance or other implementation capacity will create costs requiring separate approval and funding unless fully offset. Cost neutrality does not mean that existing services are fully financed.

The Alignment Plan is the least costly of the regional governance alternatives to establish and administer because it preserves the existing departments and limits the new structure to agreed regional functions.

29.2.5 Continuing Responsibilities

Reno, Sparks, and TMFPD retain:

- employees; core operating budgets; CBAs; assets; debt; reserves; capital ownership; and
- and legal fire-service responsibility except where authority is expressly delegated.

They additionally assume responsibility for agreed regional contributions and oversight.

29.2.6 Successful Implementation

The model is successful if it produces measurable regional response improvements while preserving stable local governance and can demonstrate that regional policies are consistently followed; data and performance are comparable; shared investments are equitable; and the governance structure can resolve interagency issues while the participating departments remain separate organizations and sustain regional commitments

29.3 NRS Chapter 318 General Improvement District

29.3.1 Why this Model is Included

The Chapter 318 General Improvement District is carried forward as an existing-law full-consolidation option for comparison alongside Regional Alignment and the legislated Regional Fire Authority. It offers a materially different alternative from the NRS 277 approaches because a GID can become an independent regional government with:

- its own governing board; employees; budget; assets; property-tax authority; reserves; authorized debt; and
- fire-protection powers; EMS powers; and long-term capital responsibility.

It therefore provides an appropriate test of the question:

If full consolidation is selected, can Washoe County achieve it through an existing Nevada governmental form without creating an entirely new statutory entity?

The GID is carried forward instead of Chapter 474 as one of the four detailed models because Chapter 318 offers broader existing geographic flexibility for a district extending across incorporated and unincorporated territory and already contains fire, EMS, tax, debt, reserve, and special-assessment mechanisms. Chapter 474 remains relevant as a legal alternative and as part of TMFPD's transition analysis, but modeling both as full end states would create substantial duplication in the final decision set.

These powers do not, by themselves, establish sufficient additional funding. Chapter 30 identifies constraints on additional property-tax capacity and does not establish a sufficient additional funding source for the GID. Existing revenues redirected to a district must be distinguished from new revenue, and borrowing creates repayment obligations. The GID therefore remains a comparison option whose implementation would require a sustainable funding plan for the selected services, public support, and the required approvals.

29.3.2 End-state Structure

At full implementation:

- The GID becomes the regional fire and assigned EMS organization; Reno and Sparks cease operating the fire functions transferred to the GID; TMFPD is reorganized, transferred, dissolved, or otherwise transitioned according to the adopted legal pathway; the GID becomes the principal fire-service employer; one regional fire chief manages organization; one district budget funds the regional organization; district assets are owned or controlled regionally.
- The district maintains a unified capital plan; a regional tax and revenue structure replaces or supplements predecessor fire funding; and the GID Board of Trustees becomes directly accountable for regional fire-service performance.

29.3.3 Recommended Management structure

GID Board of Trustees

A permanent elected **Board of Trustees** should govern the district.

The final arrangement should be based on population; geography; representation; election-area analysis; and applicable voting-rights requirements.

The standard Chapter 318 framework should be used where it produces adequate representation. If significant special legislation is required to redesign the board, that should be recognized in comparing the GID with the purpose-built Authority option.

Fire Chief

The Board appoints a regional **Fire Chief** responsible for the consolidated organization.

Executive management

The permanent regional executive structure should include functions for:

- operations; EMS; fire prevention/community risk reduction; finance; human resources/labor relations; training; logistics/fleet; and
- facilities/capital; data/performance/technology; and administration.

The final span of control and authorized positions should be determined through an organizational design process rather than simply combining all predecessor administrative positions.

29.3.4 Required Transition Management Structure

A GID cannot effectively move directly from formation ordinance to operational consolidation. A GID Transition Organization should be established before operational transfer.

Transition Steering Committee

Before the permanent GID board is fully functioning, a senior intergovernmental steering structure should include:

- Reno City Manager or designee; Sparks City Manager or designee; Truckee Meadows Fire Protection District fire chief;
- participating fire chiefs; and
- finance representatives; HR/labor representatives; and legal counsel.

Its role is policy coordination and transition oversight, not operational command. It should also be tasked with regular reporting to the participating governing bodies as well as providing updates to the public on the progress and updated timeline for transition.

GID Transition Board

Once authorized under the applicable formation structure, the initial GID governing board assumes responsibility for formation of the new government.

Transition Executive Director

A dedicated Transition Executive Director or GID Formation Director should report to the transition board.

This should be a full-time transition role rather than an additional duty assigned to an existing chief. It may be possible to reassign an existing position to fill this role with the understanding that this would be their only assignment or responsibility and they would report directly to the transition board.

Transition Management Office

The Transition Director should supervise dedicated workstreams for:

1. governance and legal;
2. finance and revenue;
3. labor and workforce;
4. operations and dispatch;
5. facilities, fleet, assets and capital;
6. IT, data and records;
7. EMS and fire prevention;
8. insurance and risk;
9. procurement and contracts; and
10. public communication/transition communication.

29.3.5 Implementation Requirements

Full implementation requires resolution of at least:

- district boundaries; municipal consent and formation requirements; governance; tax-rate-area modeling; service plan; property-tax capacity; revenue transition;
- assets;

- debt; to include legacy debt to predecessor agencies;
- legacy capital; reserves; employee successorship; CBAs; classification and compensation; PERS; workers' compensation;
- insurance; EMS; fire prevention; code relationships; impact fees; procurement; records;
- cybersecurity; dispatch; capital planning; and transfer-date authority; and
- Implementation steps and milestones are consolidated in Chapter 39 to avoid duplicating the transition plan in each model description.

29.3.6 Transition Milestones

Table 29-5. Transition milestones for NRS Chapter 318 General Improvement District model

Milestone	Indicative phase	Completion test
Chapter 318 legal opinion	Early feasibility	No unresolved fatal statutory barrier
Boundary/service plan completed	Formation design	Full proposed service area documented
Financial feasibility established	Formation design	Sustainable operating/capital model
Jurisdictional consent achieved	Before formation	Required approvals secured
GID legally formed	Formation	District and board legally exist
Transition organization staffed	Immediately after formation	Dedicated PMO operational
Labor framework completed	Pre-transfer	Bargaining and employee-transfer structure ready
Revenue structure operational	Pre-transfer	Cash available for operational transfer
Assets/debt/legacy schedules complete	Pre-transfer	Opening balance sheet defined
Operational systems tested	Pre-transfer	CAD, payroll, communications, command and records pass readiness tests
GID transfer-readiness point	Immediately before operational transfer	Independent readiness certification
Operational transfer	Transfer date	GID assumes service
First-year audit/performance review	12-18 months post-transfer	Financial and service results compared with baseline

Key Decision: GID-2 - Formation authorization

Before legal formation, policymakers should determine that:

The GID is supported as the preferred arrangement for delivering the selected service package, based on the report's operational findings, Chapter 30's financial comparison, and public consideration of service levels, costs, and taxpayer impacts. This determination does not require Regional Alignment to first prove insufficient.

The revenue structure is viable; governance is acceptable; tax effects are understood. Because Chapter 30 does not establish sufficient additional funding for the GID, the proposed funding plan

must demonstrate how operating, capital, transition, and opening-cash requirements will be met, with the required funding approvals secured before the corresponding commitments are made.

Labor/asset issues appear resolvable.

Key Decision: GID-3 - Transfer readiness

Operational transfer should not occur unless all critical systems are functioning.

A statutory formation date and an operational transfer date should not be assumed to be the same date.

29.3.7 Indicative Administrative Costs

The GID has **high one-time formation and transition costs**, followed by a permanent regional administrative structure that should replace, rather than merely supplement, predecessor fire administration.

Table 29-6. NRS Chapter 318 General Improvement District administrative costs

Cost category	Relative cost	Principal drivers
Legal/formation	High one-time	Counsel, service plan, ordinance, hearings, election/protest process
Governance formation	Moderate–High	Board formation, clerk, bylaws, policies
Transition management office	High one-time	Director, PMO, workstream leads
Financial transition	High	tax modeling, accounting, treasury, audits, opening balance sheet
Labor/HR transition	High	classification, compensation, bargaining, benefits, leave, seniority
PERS/payroll	Moderate–High	employer setup, systems, testing
Asset/debt transition	High	appraisal, titles, contracts, liabilities, legacy schedules
IT/data/records	High	systems integration, cybersecurity, records migration
CAD/communications	Moderate	System conversion, identifiers, configuration, testing
Insurance/risk	Moderate	coverage placement, workers' compensation
Operations/policy	Moderate	SOGs, command, deployment model
Training	Moderate–High	transition exercises and qualification
EMS/prevention	Moderate	licensing, code, permitting, billing systems
Public communication	Moderate	hearings, formation materials, employee/community outreach
Permanent administration	Material ongoing	board, executive, finance, HR, IT, procurement, planning
Offset potential	Long-term	elimination of predecessor administrative duplication where actually achieved

29.3.8 Continuing Responsibilities of Reno, Sparks and TMFPD/Washoe County

After operational transfer, predecessor governments may continue to carry:

- legacy debt; and
- pre-transfer employee liabilities; OPEB; workers' compensation; retained contracts; legacy capital deficiencies; transition contributions; and retained regulatory responsibilities.

The formation documents must identify these explicitly.

The adopted funding plan may also include agreed continuing agency contributions. These should be distinguished from retained legacy obligations and reconciled with the continuing support assumed in Chapter 30. Transferring responsibility for operations to the GID does not, by itself, establish that predecessor contributions can end or that sufficient replacement revenue is available.

29.3.9 Successful Implementation

The GID model is successful if it establishes:

- one financially sustainable regional fire service providing; reliable regional response; a functioning elected governance system; adequate reserves; unified capital planning; equitable legacy treatment; stable labor relations; and
- and measurable operational improvement without creating unacceptable taxpayer shifts or residual predecessor costs.

29.4 Legislated Washoe Regional Fire Authority

29.4.1 Why this Model was Included

The Washoe Regional Fire Authority is carried forward as a purpose-built full-consolidation option that provides the identified pathway among the evaluated models to new regional funding powers, if the public supports that approach. The Authority provides the greatest flexibility to address, in one statutory framework, the issues that generic district law addresses only partially or indirectly.

These include:

- Reno and Sparks municipal fire-function succession; TMFPD transition; regional boundaries; board representation; employee successorship; CBAs; PERS;
- revenue transfer;
- property-tax authority; dedicated sales-tax authority or other legislated revenue mechanisms;
- impact fees; EMS; fire prevention; code authority; assets; debt; reserves; and
- legacy capital; service zones; and dissolution.

If full consolidation is selected, a legislated Regional Fire Authority offers the greatest ability to design a governance, funding, labor, asset, and accountability structure specifically for Washoe County. Regional Alignment should provide the near-term operating framework while the participating governments and residents consider service levels, costs, and willingness to fund those services. Development of a supported legislative proposal can proceed concurrently with operational improvements and does not require Regional Alignment to first prove insufficient.

Chapter 30 illustrates a dedicated sales tax, but the legislative package could include other authorized revenue sources. Neither creation of an Authority nor authorization of a revenue source guarantees sufficient funding. Chapter 30 models the Authority at a higher cost than Regional Alignment, so its potential financial advantage is access to additional funding powers rather than demonstrated savings from consolidation. Implementation depends on public support for the service and funding package, the required governmental and voter approvals, and a financially sustainable transition plan.

The Authority is carried forward because it allows policymakers to compare an existing-law consolidation structure(GID) against a statute written specifically for Washoe County.

29.4.2 End-state Structure

At full implementation:

- One independent Washoe Regional Fire Authority provides the transferred fire and assigned EMS services; Reno and Sparks no longer operate separate fire departments ; TMFPD functions transfer or are superseded as specified; the Authority becomes the regional employer; one board governs the fire system; one fire chief manages regional operations; one budget and capital plan govern the system.
- Authority revenues replace or receive the appropriate predecessor fire resources; and legacy obligations remain separately allocated as specified in law.

29.4.3 Recommended Governance

Regional Board of Fire Commissioners

A directly elected Board of approximately **five to nine members** should be evaluated if the Authority is pursued. The exact size and election design should follow:

- population; geography; urban/suburban/rural representation; voting-rights analysis; and
- public-policy decisions.

Potential structures include:

- geographic districts; a combination of districts and at-large positions; or another reasonable regional arrangement.

Terms should be staggered.

Fire Chief

The Board appoints and evaluates the Regional Fire Chief.

The Chief should have clear statutory or board-delegated authority over operations; administration; personnel; deployment; training; and organizational management.

Executive structure

The Authority should establish executive functions for:

- Operations; EMS; Community Risk Reduction / Fire Prevention; Finance; Human Resources and Labor Relations; Training and Professional Development; Legal, Fleet, Logistics and Procurement; and
- Facilities and Capital Planning; Technology, Data and Performance; Risk Management; and; Board/Administrative Services.

The structure should be developed from the functions required by the regional organization rather than by combining existing organizational charts.

29.4.4 Potential Transition Governance if the Authority is Pursued

The transition structure would be necessary because the Authority does not exist until legislation is enacted.

Stage A - Pre-legislation Policy Steering Committee

Before enactment, Reno, Sparks and Washoe County/TMFPD **could establish, if they decide to pursue the Authority,** a senior Regional Fire Authority Policy Steering Committee to prepare the decision package.

Recommended membership:

- senior elected-policy representatives as appropriate;
- Reno City Manager or designee;
- Sparks City Manager or designee;
- Truckee Meadows Fire Protection District Fire Chief or designee;
- participating fire chiefs; finance executives; HR/labor executives; and
- counsel.

The temporary SB 319 Study Board may provide recommendations within its statutory mandate, but it should not be treated as the future operational governing body.

Stage B - Pre-legislation Transition Planning Office

A dedicated **Authority Planning/Transition Director** should be appointed before or during legislative development only if policymakers decide to pursue the Authority.

The Director coordinates the Authority decision package.

Stage C - Statutory Transitional Board

The enabling legislation should create a temporary governing board effective upon enactment or formation.

This Board should have sufficient authority to:

- hire the transition executive; adopt startup budgets; negotiate contracts; hire staff; establish financial systems; bargain where legally appropriate; acquire insurance; and
- prepare the regional organization; and approve transfer-readiness work.

Permanent elections would occur according to the statutory schedule.

Stage D - Transition Management Office

The Authority should operate a formal PMO with workstreams for:

1. legislation/legal;
2. governance;
3. finance/revenue;
4. labor/workforce;
5. operations/dispatch;
6. EMS;
7. prevention/code;

8. facilities/assets/capital;
9. fleet/logistics/procurement;
10. IT/data/records/cybersecurity;
11. insurance/risk/workers' compensation; and
12. communication/change management.

29.4.5 Implementation Requirements

The Authority requires the most comprehensive preparatory work of the four models.

Required products include:

- legislative framework; final enabling bill; governance plan; districting analysis; service boundary; revenue model; tax-rate-area model.
- initial budget; five-year forecast; capital plan; reserve policy; debt plan; impact-fee treatment; asset inventory.
- debt/liability inventory; legacy schedules; labor-transition framework; classification/compensation plan; PERS plan; employee successorship provisions; EMS plan.
- fire-prevention/code plan; insurance; IT.
- CAD;
- records; procurement; and transfer-readiness plan.

These products should build on the service recommendations, organizational analysis, asset and liability schedules, and financial modeling provided in this report. Chapter 30 supplies the controlling financial comparison; implementation work should translate its assumptions into the selected service package, proposed revenue arrangements, negotiated agreements, and transfer-date budgets.

Initial Authority feasibility work should proceed alongside Regional Alignment and public engagement. More detailed development of a legislative proposal depends on public support for the proposed service and funding package. Regional Alignment should not be implemented solely as a transition step toward this model.

Table 29-7. Milestones for implementation of Authority model

Milestone	Indicative phase	Completion test
Regional Alignment operating	Near-term implementation, concurrent with funding and governance work	Common operating foundation exists
Authority policy framework complete	Initial feasibility and public discussion, concurrent with Alignment	Governance, powers and service scope defined
Five-year financial plan for selected services complete	Financial development, concurrent with policy framework and public discussion	Chapter 30 translated into a sustainable proposed revenue/capital framework, including transition and opening cash
Legacy schedules complete	Transition planning, concurrent with financial and legal development	Predecessor obligations identified

Milestone	Indicative phase	Completion test
Labor framework complete	Transition planning, concurrent with financial and legal development	Transfer principles and bargaining pathway defined
Governing bodies authorize legislation	Following public consideration of the service and funding package	Participating governments approve direction based on public support
Enabling legislation enacted	Legislative process	Authority legally authorized
Required voter approvals secured	According to the enacted approval process	Required approval of the proposed funding and organizational arrangements obtained
Transition PMO staffed	Authorized and funded preparation before operational transfer	Dedicated implementation capacity established
Transitional Board seated	As authorized by enabling legislation	New government operational for formation purposes
Initial Authority budget adopted	After formation and before operational transfer	Startup and operational-transfer funding available
Workforce agreements complete	Pre-transfer, concurrent with systems and asset preparation	Employees can lawfully transfer
PERS/payroll/benefits tested	Pre-transfer, concurrent with workforce and operational preparation	Employment systems operational
Assets/debt/contracts scheduled	Pre-transfer, concurrent with workforce and systems preparation	Opening balance sheet defined
CAD/command/readiness testing complete	Pre-transfer, concurrent with administrative systems testing	Operational systems validated
Transfer-readiness certification	Immediately before operational transfer	All required conditions satisfied
Authority assumes operations	Approved transfer date following readiness certification	One regional department begins service
First-year audit and performance review	Following the first year of operations	Outcomes publicly evaluated

The milestones identify dependencies rather than a series of consecutive work periods. Financial, legal, workforce, asset, and operational preparation should proceed in parallel where authority and funding permit. The detailed schedule in Chapter 39 should be adjusted to legislative opportunities, public decisions, revenue availability, and demonstrated readiness. Enactment alone does not establish that sufficient funding is available or that operational transfer can proceed.

29.4.6 Indicative Administrative Costs

The Regional Fire Authority has the highest pre-implementation administrative burden because it requires both legislation and formation of an entirely new government.

Its long-term administrative cost may, however, ultimately replace some portion of the separate fire-administration structures currently maintained across the three agencies where functions and positions can actually be eliminated.

Table 29-8. Administrative costs of Authority model

Cost category	Relative cost	Principal drivers
Legislative/legal	High	bill drafting, Legislative Counsel, fiscal/legal analysis
Governance design	Moderate–High	districting, representation, board design
Transition PMO	High	dedicated director, program office, workstream management
Financial/revenue transition	Very High	tax modeling, revenue transfers, accounting, reserves, initial budget
Labor/workforce	High	bargaining, classification, compensation, benefits, seniority
PERS/payroll	High	new employer, systems and testing
Assets/debt/legacy	High	valuation, title transfer, debt, liabilities, legacy zones
Insurance/risk	Moderate–High	regional coverage, workers' comp structure
CAD/communications	High	integrated configuration and system conversion
IT/data/cybersecurity	High	enterprise systems, records, security
Procurement/contracts	Moderate–High	vendor transition, policies, contract assignment
EMS/prevention	Moderate–High	authority, licensing, code and billing systems
Operations/policy/training	High	regional SOGs, command, qualification and exercises
Capital/facilities	High analytical cost	facility assessment, capital baseline, station plan
Public/transition communication	High	legislative, public, workforce and transition communications
Elections	Moderate	transitional/permanent board election requirements
Permanent administration	Material ongoing	regional board, executives, finance, HR, IT, planning
Long-term offset potential	Potentially Moderate	elimination of duplicative fire-administration functions where validated

No implementation decision should assume that those long-term offsets occur immediately. Additionally, during formation existing agency and Authority administrative systems may operate concurrently.

Chapter 30 models the Authority at a higher total cost than the Baseline or Regional Alignment. The potential administrative offsets described here do not establish net savings from consolidation. Implementation budgets should reconcile these cost categories with the administration and

transition allowances already included in Chapter 30, and any additional savings should be recognized only after accounting for successor replacement costs and predecessor costs that continue. Costs and offsets already reflected in the model should not be counted again.

29.4.7 Continuing Responsibilities of Existing Governments

Even after transfer, Reno, Sparks and Washoe County/TMFPD may remain responsible for:

- scheduled legacy debt; OPEB; workers' compensation; pre-transfer claims; retained contracts; retained property; transition payments; and
- other obligations identified in the statute.

They also retain land use, zoning, building and other non-transferred governmental functions.

The adopted funding package may also include agreed continuing agency contributions. These should be expressly defined in the enabling legislation or funding agreements, distinguished from retained legacy obligations, and reconciled with the continuing support assumed in Chapter 30. Formation of the Authority does not, by itself, establish that predecessor contributions can end. Any proposed reduction or phase-out must be supported by sufficient replacement revenue under the approved funding plan.

29.4.8 Successful Implementation

The Authority model is successful if it establishes a regional organization that demonstrates:

- improved response performance; closest-appropriate-unit deployment; financially sustainable operations; equitable treatment of taxpayers; stable labor relations; reliable payroll and benefits; adequate reserves; and
- unified capital planning; transparent governance; protection of legacy obligations; and measurable reduction in unnecessary organizational barriers.

29.5 Comparative Implementation Characteristics

The four models differ not only in governance but in the amount and type of organizational change required.

Table 29-9. Comparison of implementation of the four models

Characteristic	Current System	Regional Alignment Plan	Chapter 318 GID	Regional Fire Authority
Legal organizations	3 remain	3 remain	1 regional district	1 regional authority
New legislation required	No	No for core model	Generally no new entity type; conforming legislation may be required	Yes
Employee transfer	No	No	Yes for full consolidation	Yes
New regional employer	No	No	Yes	Yes
New governing entity	No	Regional joint board, potentially	Yes	Yes

Characteristic	Current System	Regional Alignment Plan	Chapter 318 GID	Regional Fire Authority
		limited/delegated authority		
Independent regional revenue	No	No	Authority under Chapter 318, but Chapter 30 does not establish sufficient additional funding	As granted by legislation, subject to required approvals; sufficient funding is not guaranteed
Unified capital program	No	Coordinated only	Yes	Yes
Closest-appropriate unit implementation	Cooperative	Core feature	Internal organizational policy	Internal organizational policy
One regional command	No	Coordinated	Yes	Yes
Formation cost	Minimal	Low–Moderate	High	Very High
Transition complexity	Minimal	Low–Moderate	High	Very High
Long-term structural integration	Low	High operational integration/Low structural consolidation	Very High structural consolidation	Very High structural consolidation
Ability to tailor governance	Low	Moderate contractually	Moderate within Chapter 318	Highest
Primary implementation risk	Persistent coordination and accountability gaps	Inconsistent implementation, funding, or adherence to shared commitments	Formation, tax and workforce conversion	Legislative, fiscal, labor and organizational complexity

The degree of structural integration should not be interpreted as a ranking of desirability. Regional Alignment is designed to achieve substantial operational integration while preserving separate legal organizations. The GID and Regional Fire Authority provide greater structural consolidation, but the value of that additional authority must be assessed against the selected service package, funding requirements, taxpayer impacts, and transition costs. Regional Alignment should proceed as the near-term operating framework while those choices are considered concurrently. Pursuit of a legislated Authority and its funding package depends on public support and the required approvals; it does not require Regional Alignment to first prove insufficient.

29.6 Funding by Governance Model

The four governance models differ substantially in the degree to which fire-service funding remains with the existing organizations or moves to an independent regional entity. The Current System and Regional Alignment Plan preserve the existing revenue structures of Reno, Sparks, and TMFPD. The

General Improvement District creates an independent district funding structure under existing Nevada law. The Legislated Washoe Regional Fire Authority provides the greatest ability to design a diversified regional funding framework specifically for a consolidated regional fire and EMS organization. The table below provides a summary of funding tools by governance model. Full finance models are provided for each governance model in Chapter 30.

The availability of a funding tool does not establish sufficient revenue to support the selected services. Chapter 30 identifies constraints on additional property-tax capacity and does not establish a sufficient additional funding source for the GID. Its illustrative dedicated sales tax applies to the legislated Authority option, but a legislative package could include other authorized revenue sources. Pursuing such a package depends on public support and the required approvals; neither authorization nor formation guarantees sufficient funding.

Table 29-10. Comparison of funding tools of four models

Funding tool	6.1 Current System	6.2 NRS 277.110 Washoe Regional Alignment Plan	6.3 NRS 318 General Improvement District	6.4 Legislated Washoe Regional Fire Authority
Existing agency revenues	Remain with Reno, Sparks, and TMFPD and continue to fund their respective departments	Remain with each agency. Regional programs are funded separately through agreed contributions or in-kind support.	Existing fire revenues must be transferred, replaced, or otherwise reconciled as responsibility shifts to the GID. Municipal revenues do not automatically transfer.	Enabling legislation and transition agreements can expressly identify which existing fire revenues transfer, which are replaced, and which remain with predecessor governments.
Regional operating contributions	Only for specific cooperative programs or interlocal activities.	Primary regional funding mechanism. Agencies may contribute cash, personnel, property, or services for shared activities. Contributions within Chapter 30's cost-neutral case require existing budget capacity or matching expenditure offsets; net additional costs require separate approval and funding.	May be used during formation, transition, and ongoing operations under the adopted funding plan. Contributions cannot be assumed to end without sufficient replacement revenue.	Can form part of the startup and continuing funding package. Any phase-out must be defined and supported by sufficient replacement revenue.

Funding tool	6.1 Current System	6.2 NRS 277.110 Washoe Regional Alignment Plan	6.3 NRS 318 General Improvement District	6.4 Legislated Washoe Regional Fire Authority
Independent regional property tax	None. Existing taxing authority remains with current governments.	None. NRS Chapter 277 does not independently create a new regional ad valorem levy.	Yes. Chapter 318 provides independent GID ad valorem authority, subject to Nevada property-tax limitations. Chapter 30 does not establish sufficient additional capacity to close the funding gap.	Can be expressly granted by legislation. Rate, voter approval, uses, levy priority, and tax-cap treatment can be specifically designed. Available capacity must still be established.
Dedicated regional sales tax or other legislated revenue	No new regional source under the baseline model.	No new taxing authority created by the Alignment agreement.	Chapter 30 does not model a dedicated sales tax under the existing-law GID option.	Chapter 30 illustrates a dedicated sales tax. Other authorized revenue mechanisms may be included in the legislative package, subject to public support and required approvals.
NRS 361.453 property-tax limitation	Applies to existing overlapping taxing entities.	Same underlying limitation; Alignment Plan creates no new levy.	Applies directly to any GID levy and must be modeled by affected tax-rate area.	Must be expressly addressed in the financial and legislative design; any special treatment requires statutory authority.
Operating reserves	Maintained separately by each existing government or district.	Remain primarily with each agency; limited joint-program reserves may be established contractually.	Yes. Chapter 318 expressly supports district reserve funds for operations, obligations, depreciation, extensions, and improvements.	Can be purpose-built. Legislation can expressly authorize or require operating, stabilization, emergency, capital, apparatus, and debt-service reserves.
Capital / apparatus replacement reserves	Separate agency responsibility.	Separate agency responsibility, although capital planning can be coordinated regionally.	District would maintain unified capital and replacement reserves.	Authority would establish one regional capital and apparatus-replacement program with dedicated reserve requirements.
General-obligation debt	Each existing government uses its own	Remains with participating governments. NRS 277 does not	Yes. Chapter 318 authorizes general-obligation securities subject to	Can be expressly authorized, with the enabling statute defining debt limits,

Funding tool	6.1 Current System	6.2 NRS 277.110 Washoe Regional Alignment Plan	6.3 NRS 318 General Improvement District	6.4 Legislated Washoe Regional Fire Authority
	lawful debt authority.	create unrestricted independent regional GO authority.	statutory procedures and debt limits.	voter approval, tax pledge, and Chapter 350 procedures.
Medium-term / installment financing	Available to existing governments under applicable law.	Participating agencies may use their own borrowing authority; limited cooperative mechanisms also exist under Chapter 277.	Available under Chapter 318 and other applicable municipal-finance law.	Can be expressly authorized and coordinated directly with Chapter 350.
Revenue bonds	Available only where an existing entity possesses lawful authority and a qualifying revenue source.	No general new regional authority merely from Chapter 277; may be available under specific cooperative-financing provisions or member authority.	Yes, for qualifying revenue-producing district services or facilities.	Can be expressly authorized for legally sufficient dedicated revenue streams.
Cooperative capital financing	Available through existing-law agreements between participating governments where applicable.	Yes, in defined circumstances. NRS 277.0705–277.0755 provides cooperative financing mechanisms for qualifying governmental facilities and expressly includes fire equipment.	Generally unnecessary as the primary structure because the GID has its own capital/debt authority, although intergovernmental financing remains possible.	Could use Authority debt directly or participate in other lawful cooperative financing arrangements.
EMS rates and charges	Existing legally authorized agencies retain current authority.	Existing/member authority only; Alignment Plan itself creates no new EMS charging power.	Express statutory authority. NRS 318.1185 permits rates or charges for EMS services furnished by the GID, subject to Chapter 450B and the regional EMS/franchise framework.	Can be expressly granted for EMS response, transport, billing, or other defined services, subject to applicable EMS law.

Funding tool	6.1 Current System	6.2 NRS 277.110 Washoe Regional Alignment Plan	6.3 NRS 318 General Improvement District	6.4 Legislated Washoe Regional Fire Authority
Ambulance transport revenue	Remains within the existing authorized EMS/franchise structure.	No new transport authority created by the ILA.	Potentially available if the GID lawfully provides transport and satisfies Chapter 450B and franchise requirements.	Can be specifically addressed in enabling legislation, but must still be reconciled with Chapter 450B, REMSA, and franchise arrangements.
Fire inspection / prevention / plan-review fees	Remain with existing governments possessing legal authority.	Existing authority may continue or be administered cooperatively where lawfully delegated. No new fee authority arises from Chapter 277 alone.	Requires careful legal tracing. Chapter 318 provides fire powers, but metropolitan inspection, permit, and plan-review fee authority should be confirmed or supplemented.	Can be expressly granted and defined in legislation, together with the relationship to municipal fire codes, building functions, and land-use authority.
Incident / specialized cost recovery	Existing legally authorized mechanisms remain with each agency.	May be coordinated, but no new independent regional authority arises from Chapter 277.	Chapter 318 provides certain wildfire and hazard-related cost-recovery authority; broader charges require separate authority.	Can be expressly authorized for defined services such as HazMat, standby, negligent fire, extraordinary rescue, or other legally appropriate cost recovery.
Development impact fees	Remain with Reno, Sparks, Washoe County, or other governments authorized under Chapter 278B.	No new independent Chapter 278B authority. Eligible proceeds may potentially support regional projects through lawful arrangements.	Requires careful legal design. A GID does not automatically succeed to municipal/county Chapter 278B authority. Collection may remain with cities/county or require conforming legislation.	Can be specifically aligned with Chapter 278B. Legislation can create successor authority or require transfer of eligible fire-capital proceeds.
Growth-related fire capital	Funded through the existing governments' lawful growth and capital mechanisms.	Remains with existing governments, with regional capital coordination.	Can be financed through GID tax/debt tools, but impact-fee succession requires separate legal treatment.	Can be expressly integrated into the Authority statute through impact-fee, service-zone, or other lawful growth-capital mechanisms.

Funding tool	6.1 Current System	6.2 NRS 277.110 Washoe Regional Alignment Plan	6.3 NRS 318 General Improvement District	6.4 Legislated Washoe Regional Fire Authority
Special assessments	Available only where an existing government possesses applicable statutory authority.	No new independent general assessment power from Chapter 277.	Yes for qualifying specially benefited public improvements under Chapter 318; not a substitute for general operating revenue.	Can be expressly authorized with special-benefit, notice, hearing, protest, and use safeguards.
Grants and intergovernmental revenue	Each agency may apply independently or jointly.	Yes. Regional programs may be supported by grants and intergovernmental funding; member governments remain available as applicants where appropriate.	Yes. The GID can pursue eligible regional grants as one governmental organization.	Yes. Legislation can expressly authorize grant receipt and administration through one regional grant-management function.
Outside-service / contract revenue	Existing agencies may contract where legally authorized.	Existing agencies may provide services through interlocal agreements; regional cost sharing can be established.	GID can enter appropriate service agreements and receive lawful contract revenue.	Authority can be expressly granted broad interlocal, mutual-aid, and outside-service contracting authority.
Personnel / in-kind contributions	Used for joint activities where agreed.	Important funding tool. Chapter 277 expressly permits participating agencies to provide personnel, property, equipment, and services.	Primarily a transition tool once the GID begins becoming the direct employer/operator.	Primarily useful during startup and transition before Authority systems and staffing are fully established.
Joint procurement savings / avoided costs	Available voluntarily among current agencies.	Core opportunity. Common specifications and cooperative purchasing can reduce or avoid costs without structural consolidation.	GID can conduct unified procurement directly once consolidated.	Authority can establish one regional procurement and lifecycle-management program.
Visitor / high-utilizer supplemental revenues	Only if an existing government	Chapter 277 creates no new authority.	No broad existing GID authority should be assumed	Can be specifically proposed in enabling legislation, subject to

Funding tool	6.1 Current System	6.2 NRS 277.110 Washoe Regional Alignment Plan	6.3 NRS 318 General Improvement District	6.4 Legislated Washoe Regional Fire Authority
	already possesses authority or new legislation is enacted.		for visitor, gaming, or high-utilizer revenues; additional legislation would likely be required.	constitutional, statutory, nexus, and political analysis.
Legacy debt	Remains entirely with the government that incurred it.	Remains with predecessor governments unless a specific agreement provides otherwise.	Must be allocated during formation. TMFPD and municipal obligations may require different transition treatment.	Can be expressly allocated by statute, including retention by predecessor governments, transfer of defined obligations, or separate legacy schedules.
Legacy capital deficiencies	Remain with the jurisdiction where they exist.	Remain principally with the participating governments, preserving clear attribution.	Should be inventoried and separately accounted for before assets are pooled; special legislation may be necessary for geographically differentiated treatment.	Can be expressly protected through legacy areas, predecessor schedules, restricted revenues, or other purpose-built mechanisms.
Pre-transfer workers' compensation / OPEB / employee liabilities	Remain with current employers.	Remain with current employers.	Must be allocated through formation and employee-transition agreements; should not be assumed to transfer automatically.	Can be expressly allocated in legislation and transition schedules, with cutoff dates and clear successor/predecessor responsibility.
Unified regional capital program	No. Three separate capital programs remain.	Coordinated, but final capital authority remains with individual governments.	Yes. GID can own regional assets, issue authorized debt, maintain reserves, and adopt one capital plan.	Yes. Authority can be specifically empowered to own assets, issue debt, create reserves, levy authorized revenues, and maintain a regional capital program.
Long-term revenue independence from Reno/Sparks/Washoe appropriations	Not applicable; agencies remain independently funded.	Regional programs depend on participating agency funding commitments established	Conditional on sufficient lawful district revenue. Chapter 30 does not establish that predecessor	Conditional on the revenue powers enacted, public support, required approvals, and sufficient receipts.

Funding tool	6.1 Current System	6.2 NRS 277.110 Washoe Regional Alignment Plan	6.3 NRS 318 General Improvement District	6.4 Legislated Washoe Regional Fire Authority
		through the interlocal agreement.	appropriations can be eliminated or that additional district revenue can close the funding gap.	Continuing agency contributions may remain part of the adopted funding package.

29.6.1 Comparative Funding Implications

The financial distinction among the four models is fundamentally one of how far fiscal responsibility moves away from the existing governments and whether sufficient revenue is available to support the selected services.

Under the Current System, essentially all operating and capital funding remains with the respective agencies. This produces the greatest continuity and clearest allocation of existing agency obligations, but no independent mechanism exists for coordinating regional staffing, capital, or revenue.

Under the NRS 277.110 Washoe Regional Alignment Plan, that basic structure remains intact. The agencies add a regional layer funded primarily through member appropriations, personnel, services, grants, shared procurement, and specific cooperative investments. This is the least fiscally disruptive regionalization model, but it requires predictable and enforceable member commitments for the functions undertaken regionally. Regional coordination of capital planning does not transfer responsibility for locally owned stations, apparatus, debt, or other capital obligations. Those responsibilities remain with the participating jurisdictions unless separately transferred by agreement or law. Chapter 30 models Alignment at the same cost as the Baseline; net additional implementation costs require separate approval and funding unless offset by existing expenditure reductions. This cost-neutral assumption does not mean that existing services are fully financed.

The Chapter 318 GID changes the financial structure substantially. It creates an independent regional government with its own ad valorem authority, reserves, debt mechanisms, asset ownership, EMS charging authority, and capital program. Its principal fiscal challenges include the transition from existing municipal and TMFPD revenues, the availability of property-tax capacity, treatment of Chapter 278B impact fees, and allocation of legacy obligations. Chapter 30 identifies constraints on additional property-tax capacity and does not establish a sufficient additional funding source for the GID. Independent taxing and financing powers therefore should not be equated with sufficient revenue or the ability to eliminate continuing predecessor contributions.

The Legislated Washoe Regional Fire Authority offers the greatest ability to design the funding structure around the regional fire system itself. Its enabling legislation can determine which predecessor revenues transfer, establish an Authority property-tax component, authorize debt and reserves, address EMS and prevention revenues, create a successor mechanism for growth-related capital, and protect legacy obligations through geographically or legally restricted mechanisms. Chapter 30 also illustrates a dedicated sales tax; a legislative package could include other authorized revenue sources. Its flexibility is correspondingly dependent on legislative enactment, public support, and the required governmental and voter approvals. Neither creation of the Authority nor authorization of a revenue source guarantees sufficient funding.

Overall funding continuum

The four options therefore represent a clear funding continuum:

Current System

Existing agency revenues and independent capital systems.

Regional Alignment Plan

Existing agency revenues + regional contributions and potentially shared investments.

General Improvement District

Independent district revenue authority + unified capital/debt structure under existing law, with sufficient funding still to be established.

Regional Fire Authority

Purpose-built regional revenue, capital, debt, reserve, growth, and legacy framework established by legislation, subject to public support and required approvals.

The central financial policy decision is therefore broader than whether regionalization will "cost more or less." Policymakers must determine what level of shared funding and fiscal authority is appropriate for the selected model, what existing expenditures and revenues would change if full consolidation is pursued, and whether the resulting structure can support operations, reserves, capital replacement, growth, and legacy obligations equitably over the long term.

Chapter 30 identifies a projected funding gap under all four models and higher costs under full consolidation. The participating governments have indicated limited capacity to increase appropriations. Regional Alignment should therefore proceed as the near-term operating framework while jurisdictions and residents consider what services they are willing to fund. The legislated Authority provides the identified pathway among the evaluated models to new regional funding powers if the public supports that approach. If additional funding is not supported and no other sustainable source becomes available, services will need to be adjusted to fit available resources.

29.7 Comparative Decision Matrix

The four models carried forward for detailed consideration represent materially different levels of regional integration. The Current System preserves existing governance and fiscal structures; the NRS 277.110 Regional Alignment Plan preserves the three organizations while creating a formal regional operating framework; the Chapter 318 General Improvement District creates a consolidated regional government under an existing Nevada statutory structure; and the Washoe Regional Fire Authority creates a purpose-built consolidated organization through new legislation.

The matrix below compares the models against the principal governance, operational, fiscal, labor, and implementation considerations identified in this Study.

Table 29-11. Comparison of the four models against the Study criteria

Criterion	6.1 Current System	6.2 NRS 277.110 Regional Alignment Plan	6.3 NRS 318 GID	6.4 Washoe Regional Fire Authority
Administrative efficiency	Low–Moderate. Separate executive, fiscal, personnel, training, procurement,	Moderate–High. Can consolidate policies, training, data, procurement, specialty	High after consolidation. One government can consolidate executive, finance, HR, procurement,	Very High potential after consolidation. Can be designed expressly around one regional administrative and

Criterion	6.1 Current System	6.2 NRS 277.110 Regional Alignment Plan	6.3 NRS 318 GID	6.4 Washoe Regional Fire Authority
	fleet, and capital structures remain. Cooperative efficiencies are possible but voluntary.	resources, and planning while retaining three employers. Most underlying administrative structures remain.	training, fleet, facilities, data, and support functions. This organizational potential does not establish net savings; Chapter 30 models higher costs than Baseline or Alignment.	operating organization without having to preserve generic statutory structures. This organizational potential does not establish net savings; Chapter 30 models higher costs than Baseline or Alignment.
Operational efficiency / service delivery improvement	Low–Moderate regionally. Automatic aid and cooperation improve service, but separate dispatch relationships, resource systems, staffing, and capital decisions preserve regional friction.	High potential. Closest-appropriate-resource dispatch, common CAD/AVL, move-ups, SOGs, training, data, and specialty-resource coordination can address many current response-time inefficiencies without merger.	Very High long-term organizational potential. One employer and deployment authority can optimize dispatch, staffing, stations, apparatus, specialty resources, and system coverage regionally. No additional immediate operational benefit above effective Alignment is demonstrated for the same service package.	Very High long-term flexibility if full consolidation is implemented. Provides the same consolidation benefits as the GID while allowing the operating framework, service standards, EMS structure, and regional deployment authority to be designed specifically for Washoe. No additional immediate operational benefit is demonstrated for the same service package.
Fiscal oversight	High locally; Low regionally. Each government has clear responsibility for its own finances, but no entity oversees the financial health of the combined regional response system.	Moderate. Joint activities can be budgeted and reported regionally, but core budgets, reserves, debt, and capital remain with the three governments.	High. One district budget, audit structure, reserves, assets, debt program, and capital plan can provide consolidated fiscal oversight.	Highest design potential. Legislation can create one fiscal system while expressly defining revenue, reserves, debt, legacy obligations, audit, capital, and financial-reporting requirements.
Transparency and accountability	High locally; Moderate	High if formally structured. A	High. A directly elected district	High–Very High. Governance,

Criterion	6.1 Current System	6.2 NRS 277.110 Regional Alignment Plan	6.3 NRS 318 GID	6.4 Washoe Regional Fire Authority
	regionally. Existing elected bodies are clearly accountable for their departments, but no single body is responsible for regional-system performance.	Regional Fire Service Board, public work plan, regional budget, dashboard, and defined delegated authority can make shared decisions visible.	board, public budget, audits, and unified performance reporting provide clear regional accountability.	elections, reporting, audit, performance, service standards, and public-accountability requirements can be built directly into the statute.
Speed to begin	Immediate. Model already exists.	Very High. Core actions can begin under existing law through agreement.	Low–Moderate. Requires legal analysis, formation process, fiscal modeling, governance design, and substantial transition preparation.	Low for operational transfer. Policy agreement, legislative development, and transition preparation can proceed concurrently with Alignment, but formation and transfer depend on enactment, required approvals, funding, and readiness.
New legislation required	No.	No for the core model. Existing Chapter 277 authority supports joint action; separate legislation would be needed only for powers unavailable under existing law.	Not necessarily for basic formation, but conforming or special legislation may be necessary to accomplish municipal fire-function succession, revenue transition, labor, impact fees, governance tailoring, or other metropolitan requirements.	Yes. The Authority would only exist through new enabling legislation.
Political feasibility	High in the near term. Preserves existing authority, taxes, organizations, and community identity. Long-term support	High . Produces visible regional improvements without requiring governments to surrender their governance and	Moderate. Requires Reno and Sparks to transfer a major municipal service to an independent district and requires agreement on taxes,	Moderate. Requires the greatest institutional change and legislative agreement, but can be designed specifically to address representation, fiscal

Criterion	6.1 Current System	6.2 NRS 277.110 Regional Alignment Plan	6.3 NRS 318 GID	6.4 Washoe Regional Fire Authority
	may weaken if separate governance continues to create unresolved service or fiscal problems.	administrative authority.	representation, assets, and labor.	equity, and local concerns. Pursuit depends on public support for the proposed service and funding package.
Independent regional revenue capacity	None. Existing agency revenues remain separate.	Low. Regional activities depend primarily on member contributions, grants, in-kind support, and specific cooperative financing.	Independent revenue authority exists, but additional capacity is constrained. Chapter 318 provides ad valorem taxation, reserves, debt authority, EMS charges, and other district financing tools; Chapter 30 does not establish sufficient additional funding.	Potentially highest. The Legislature can create a diversified regional funding structure tailored to the Authority, subject to constitutional and statutory requirements, public support, and required approvals. Chapter 30's sales-tax scenario is illustrative; sufficient funding is not guaranteed.
Property-tax restructuring required	No. Existing structures remain.	No for the core model. Existing agency taxes and revenues remain in place.	Yes for full consolidation. A GID levy and corresponding predecessor fiscal changes must be modeled within Nevada's overlapping tax framework.	Depends on the selected funding package. The statute can define a regional levy and revenue transition; any property-tax component requires detailed NRS 361.453 and taxpayer-impact analysis. Other legislated revenue sources may form part of the package.
Single employer	No.	No. Employees remain with their respective agencies	Yes after transfer.	Yes after transfer.
Collective bargaining and personnel compatibility	Very High. Existing CBAs, employers, compensation, seniority, benefits, PERS, and personnel	Very High. Existing employers and CBAs remain; regional policies affecting working conditions still	Moderate during transition; High as an end state. Creates one employer but requires substantial NRS 288 bargaining,	Moderate during transition; High as an end state. Requires substantial NRS 288 bargaining and personnel transition work similar to the

Criterion	6.1 Current System	6.2 NRS 277.110 Regional Alignment Plan	6.3 NRS 318 GID	6.4 Washoe Regional Fire Authority
	systems remain intact.	require appropriate labor review.	classification, compensation, seniority, benefits, PERS, and liability work.	GID, but legislation can expressly establish the employee-successorship framework and transition protections.
Labor-transition risk	Minimal. No transfer occurs.	Low. No wholesale transfer; risk principally arises from common policies affecting mandatory bargaining subjects.	High. Full workforce consolidation requires transfer of three personnel and bargaining systems.	High. Full workforce consolidation is complex, although the statute can provide clearer successorship and transition rules.
Unified regional staffing and deployment	Limited. Each department controls its own staffing and resources.	Moderate. Regional deployment and move-ups can be coordinated, but staffing authority remains with each employer.	High. One employer can manage staffing, vacancies, overtime, deployment, and coverage regionally.	High. One employer and purpose-built deployment authority can manage the entire response system as one regional resource network.
Unified capital planning	Low. Three independently adopted capital programs.	Moderate. Regional review and Standards of Cover can inform decisions, while final capital authority remains with each participating government.	High. One district owns or controls regional assets and can adopt one capital and apparatus-replacement program.	High–Very High. One regional capital program can be tied directly to statutory service standards, growth planning, reserves, and legacy-capital rules.
Governance customization	Low. Existing governance remains as established.	Moderate–contractually. Board composition, voting, delegated authority, dispute resolution, and reporting can be tailored, but underlying governments remain.	Moderate. Chapter 318 provides flexibility, but the permanent structure must operate within the statutory GID framework unless modified legislatively.	Very High. Board structure, districts, powers, transition, service zones, accountability, and fiscal rules can be designed specifically for Washoe.
Legacy-capital protection	Very High by separation.	Very High. Legacy obligations	Moderate–High if explicitly designed.	Very High design flexibility. Enabling

Criterion	6.1 Current System	6.2 NRS 277.110 Regional Alignment Plan	6.3 NRS 318 GID	6.4 Washoe Regional Fire Authority
	Each jurisdiction retains its own debt, assets, deficiencies, and capital responsibility.	remain clearly attributable to the respective agencies.	Legacy schedules can be created, but geographically differentiated treatment may require careful legal structuring or legislation.	legislation can expressly create legacy areas, predecessor schedules, restricted revenues, cutoff dates, and separately protected obligations.
Protection against shifting predecessor debt/liabilities	Highest. Obligations remain with the entity that incurred them.	Highest. No automatic pooling of predecessor obligations.	Good if carefully structured. Formation documents must prevent unintended pooling of debt, OPEB, workers' compensation, and capital deficiencies.	Very High if expressly legislated. The statute can specifically state which obligations transfer and which remain with predecessor governments.
Regional capital/debt capacity	Fragmented. Each government uses its own financing authority.	Limited regionally. Members retain most debt authority; Chapter 277 provides narrower cooperative financing mechanisms.	Broad financing authority. Independent GO, revenue, special-assessment, reserve, and other Chapter 318 tools are available subject to law; actual borrowing capacity depends on sufficient repayment revenue and applicable limits.	Potentially broad financing authority. Statute can expressly establish GO, revenue, medium-term, reserve, and other appropriate capital-financing authority; actual capacity depends on approved revenues and repayment ability.
Growth-related capital funding	Existing city/county mechanisms continue separately.	Remains largely with existing governments; regional planning can coordinate use.	Moderate. GID capital authority is strong, but Chapter 278B impact-fee succession requires separate legal design.	High design potential. Enabling legislation can expressly coordinate the Authority with Chapter 278B or another growth-capital mechanism.
EMS funding flexibility	Existing authorities and REMSA framework remain.	Existing/member authority only.	High relative to other existing-law models. NRS 318.1185 expressly permits rates or charges for EMS services furnished by the GID, subject	Potentially highest. Statute can expressly define EMS service, transport, billing, rates, charges, and relationships with Chapter 450B and

Criterion	6.1 Current System	6.2 NRS 277.110 Regional Alignment Plan	6.3 NRS 318 GID	6.4 Washoe Regional Fire Authority
			to applicable EMS law.	existing franchise structures.
Implementation complexity	Very Low.	Low–Moderate. Primarily governance, policy, technology, data, training, and coordination.	High. Requires formation, revenue conversion, labor transition, asset transfer, systems creation, and operational transfer.	Very High. Requires all major consolidation tasks plus legislation and creation of a new statutory government.
Implementation risk	Very Low immediate implementation risk; unresolved regional coordination or accountability problems may remain.	Low–Moderate. Change can be phased and corrected without transferring the entire organization.	High. Poorly sequenced formation or transfer could disrupt payroll, labor, funding, dispatch, or operations.	High. High. Very high transition burden, although purpose-built legislation can reduce legal ambiguity and establish formal conditions that must be met before transfer.
Ability to phase implementation	Limited structural change; cooperative initiatives can still be phased.	Very High. Core strength of the model. Functions can be implemented and tested incrementally.	Moderate. Planning can be phased, but final consolidation requires a defined organizational transfer.	High. Planning and preparation can proceed concurrently with Alignment and public consideration of funding; enabling law can establish a staged transition and decision points.
Ability to reverse course before consolidation	Not applicable.	High. Individual regional initiatives can be revised without unwinding a new government.	Moderate before formation; Low after full transfer.	High during planning; Low after full statutory and operational transfer.
Durability	High as an institutional status quo, but low as a mechanism for durable regional integration.	High. High if established through a durable ILA with clear funding commitments, delegated authority, amendment and withdrawal provisions, dispute resolution, and continuing	High. Independent district government with its own board, revenues, employees, and assets.	Very High. Very High. A purpose-built statutory government can provide strong long-term institutional durability if legislation is well designed.

Criterion	6.1 Current System	6.2 NRS 277.110 Regional Alignment Plan	6.3 NRS 318 GID	6.4 Washoe Regional Fire Authority
		participation by Reno, Sparks, and TMFPD.		
Direct regional voter accountability	No. Voters elect separate governing bodies responsible for separate agencies.	Limited. Regional board members generally derive authority from participating governments rather than a distinct regional electorate.	Yes. Standard GID governance can provide an elected regional board.	Yes, if designed as recommended. Purpose-built legislation can establish direct regional elections and geographic representation.
Continuing financial responsibility of participating/existing governments after full implementation	Full. Each government retains responsibility for its own fire service	Full for each agency's underlying fire service, plus agreed contributions for shared regional functions.	Defined by the funding and transfer agreements. Future operations transfer, but predecessor debt, employee liabilities, legacy capital, retained responsibilities, and agreed continuing contributions may remain.	Defined by legislation and funding agreements. Material legacy responsibilities may remain for years, and continuing agency contributions may form part of the funding package. Reductions require sufficient replacement revenue.
Best use	Appropriate if policymakers determine that separate departments can meet desired regional performance, fiscal, and capital requirements with existing cooperation.	Recommended near-term operating framework. Appropriate for measurable regional operational improvement while retaining separate governance, employment, budgets, and capital responsibility as service and funding choices are considered.	Existing-law full-consolidation comparison option. Implementation requires acceptable governance, sufficient funding, labor arrangements, and municipal-transition authority; Chapter 30 does not establish sufficient additional revenue.	Purpose-built full-consolidation option and identified pathway among the evaluated models to new regional funding powers, if publicly supported. Implementation requires an approved and sustainable service and funding package and a funded transition.

Quantified Operational Consequence by Governance Model

The operational comparison holds the physical service network constant so that improvements attributable to resource sharing are not mistakenly attributed to legal consolidation.

Table 29-12. Operational consequence comparison of the four models

Alternative	Central operating package	2025 controlled priority result	2031 future 32 station result	Incremental operational and institutional effect
Current System	Observed 2025 operating pattern	242 of 934 opportunities historically captured; no additional central-case credit	No additional central-case credit	Operational baseline. The same result remains possible as an upside case if the agencies voluntarily adopt, fund, and sustain the complete regional operating package.
NRS 277 Alignment	75 percent regional-response package	519 additional shifts; 761 total captures; 15.495 modeled first-unit travel-benefit hours	475.308 expected additional shifts; 13.103 modeled benefit hours	Reference operational case and least-cost modeled structure that formally assigns responsibility for the regional program.
Chapter 318 GID	Same regional-response package	Same as NRS 277 Alignment	Same as NRS 277 Alignment	No additional immediate response-time, availability, ERF, or EMS benefit is demonstrated above effective alignment. Adds unified employment, deployment, budgeting, assets, and capital authority.
Regional Authority	Same regional-response package	Same as Chapter 318 GID	Same as Chapter 318 GID	No additional immediate operating benefit is demonstrated above the GID. Adds the ability to tailor revenue, liability, representation, succession, EMS, and related statutory powers.

The central comparison does not treat the full boundary-neutral station analysis as an executable dispatch forecast. That broader reference identifies 10,204 of 96,386 routed events for which a different regional fixed station is selected and 4,725 events with at least 60 modeled seconds of advantage. The source-reported 90th-percentile reductions are 21 seconds in Reno territory, 5 seconds in Sparks territory, and 35 seconds in TMFPD territory. These results establish the geographic opportunity but do not demonstrate that every closer resource was staffed, available, qualified, or safe to release.

The projection is therefore the appropriate governance comparison. The GID and Regional Authority may simplify adoption and enforcement of the operating package, but the available evidence does not support assigning them additional immediate seconds saved when the service package is unchanged.

Comparative findings

The matrix demonstrates that there is no single model that scores highest on every criterion.

The Current System performs strongest in immediate feasibility, continuity, labor compatibility, preservation of local authority, and protection against transferring predecessor liabilities. Its principal weaknesses are regional administrative efficiency, unified fiscal oversight, capital coordination, and the absence of a single organization responsible for regional response performance.

The NRS 277.110 Regional Alignment Plan provides the strongest balance of feasibility and operational improvement. It can address many of the current system's most important service delivery weaknesses - particularly dispatch, closest-appropriate-unit response, common operating practices, joint training, data, specialty resources, and capital coordination - without requiring an employer, tax, or asset transfer. Its structure intentionally retains three separately funded and governed organizations. Regional functions therefore depend on durable member commitments, and capital coordination does not replace each government's authority over its own capital program. Chapter 30's cost-neutral Alignment assumption does not establish that existing services are fully financed or that additional implementation work can always be absorbed by existing staff.

The Chapter 318 GID provides an established full-consolidation structure under an established Nevada statutory form. It provides independent governance, taxation, debt, reserves, assets, employment, EMS authority, and unified capital planning. Its principal uncertainties include whether the generic GID framework can accommodate the Reno–Sparks–TMFPD transition cleanly without enough special legislation that its existing-law advantage becomes less significant, and whether sufficient revenue can support the selected services. Chapter 30 identifies constrained additional property-tax capacity and does not establish a sufficient additional funding source for the GID.

The Washoe Regional Fire Authority provides the greatest governance and fiscal design flexibility. It can address representation, municipal succession, employee transfer, PERS, tax authority, EMS, fire prevention, impact fees, legacy obligations, debt, reserves, and capital in one enabling statute. That flexibility comes with the greatest legislative and implementation burden. Legislative development and transition preparation can proceed alongside Alignment, with operational transfer dependent on approvals, funding, and readiness. Chapter 30 models the Authority at a higher cost than Alignment; its potential financial advantage is access to new regional funding powers if the public supports the proposed package, rather than demonstrated consolidation savings.

Decision implications

The four models represent two related policy questions that should be addressed concurrently.

The first question is:

How should Reno, Sparks, and TMFPD improve regional operations while remaining separate governmental fire organizations?

The Study recommends that Reno, Sparks, and TMFPD remain separate governmental fire organizations while operating through the Regional Alignment Plan as the near-term framework. The immediate policy question is therefore how much formal regional governance, shared funding, operational coordination, and accountability are necessary to make that model effective and durable.

The second question is:

What level of service are residents willing to fund, and which governance and revenue arrangements can sustain that service?

Chapter 30 identifies a projected funding gap, and the participating governments have indicated limited capacity to increase appropriations. Regional Alignment can support operational

improvements, but the financial model does not establish that efficiencies will close that gap. The legislated Authority provides the identified pathway among the evaluated models to new regional funding powers, subject to public support and required approvals. Chapter 30's sales-tax scenario illustrates one option; other authorized revenue mechanisms could form part of a legislative package.

This creates a useful decision framework:

Current System

Preserve independent governance and improve cooperation where possible.

Regional Alignment Plan

Preserve independent governance while establishing the recommended near-term regional operating framework.

Chapter 318 GID

Create one regional government using an existing Nevada statutory structure, however, may not provide sufficient ongoing revenue to support maintenance of existing services.

Washoe Regional Fire Authority

Create one regional government through legislation specifically designed for the Washoe fire and EMS system. If the public supports the service and funding package and the required approvals are secured, this model could provide new revenue powers to support current or increased services. Sufficient funding is not guaranteed.

The matrix reinforces the Study's recommended parallel approach: implement Regional Alignment and measure its results while developing service and funding choices with the participating governments and residents. Dispatch, closest-appropriate-unit deployment, data, SOG, training, and performance improvements should proceed under that framework. A supported legislative proposal can advance concurrently; the region does not need to wait for Alignment to prove insufficient. If additional funding is not supported or cannot be secured and no other sustainable source becomes available, services will need to be adjusted to fit available resources.

Chapter 30: Regional Fire and EMS Financial Models and Funding Strategy

As noted above, the Study team was contracted to examine and define three models for consolidation, one of which was required to be the current baseline. In addition to these, the team also prepared a fourth model for regional alignment for the Board's consideration. These models are as follows:

- Model One: Baseline Three-Agency Operation
- Model Two: NRS 277.110 Washoe Regional Alignment Plan
- Model Three: NRS Chapter 318 General Improvement District
- Model Four: Legislated Washoe Regional Fire Authority

This chapter prices these four governance models, using one consistent, disclosed set of incremental assumptions. The Baseline and Regional Alignment keep the same annual program and continuation-revenue assumptions. Deferred station investment and optional one-time coordination costs appear in separate decision schedules. The analysis includes five-year operating, capital cash, benefit funding, debt, liquidity, staffing, predecessor contributions and conditional tax scenarios. It is a planning estimate for decisions, not an adopted agency budget, a certified levy, or an actuarial valuation.

None of the four structures is fully financed by the project's continuation-support estimate. Under the stated base assumptions, additional five-year lawful support totals Baseline $285.9 million, Regional Alignment $285.9 million, GID $437.2 million, Legislated authority $445.1 million. New entities also require funded unrestricted cash at inception. Managers should select a governance option only with a priced annual contribution or authorized revenue plan and a written asset and liability agreement.

The four options differ in governance and conversion risk. Baseline and Regional Alignment are revenue neutral with respect to their existing support framework, and Regional Alignment has exactly the same operating, capital and cash requirement as the three-agency Baseline in every forecast year. Revenue neutral here means no change in the assumed continuation receipts and no new tax or funding entitlement from changing coordination; it does not mean that the underlying service plan balances. Each existing employer pays its own liabilities. Deferred station construction and repairs are displayed by owner outside the five-year approved cash plans, together with a separately priced optional coordination startup scenario. The entity options have formation and opening cash requirements.

Table 30-1. A Fully modeled cost and incremental support, FY2027–FY2031[6]

Option	Gross cash uses[1]	Debt-funded capital	Continuation support	Additional support	FY2027	FY2031
Baseline	1,236.9	0.0	951.0	285.9	37.5	70.4

[6] Gross cash uses include modeled net additional capital projects and any successor opening unrestricted cash; agency-owned deferred station stock is separately screened and not included as a new outlay. The funding identity is gross cash uses = assumed continuation support + required new lawful support + any authorized capital borrowing proceeds. No loan proceeds are assumed in the base. Figures are modeled cash flows, not booked deficits; rounding may differ by $0.001 million.

Option	Gross cash uses[1]	Debt-funded capital	Continuation support	Additional support	FY2027	FY2031
Regional Alignment	1,236.9	0.0	951.0	285.9	37.5	70.4
GID	1,388.2	0.0	951.0	437.2	96.9	92.1
Legislated authority	1,396.1	0.0	951.0	445.1	97.7	95.1

Baseline and Regional Alignment each need $285.9 million of additional five-year support, $37.5 million in FY2027 and $70.4 million by FY2031. Their difference is precisely $0 in every year. A GID needs $437.2 million and a legislated authority $445.1 million. The year-one entity figures include one-time opening unrestricted cash of $37.4 million and $37.5 million; this cash remains an asset, not a recurring expense. These are additional support needs above an unchanged and unverified continuation-support proxy, not deficits adopted by any jurisdiction.

Linked fiscal forecast. The accompanying workbook carries Reno, Sparks and TMFPD on separate source-backed salary, benefits, services and capital schedules, reconciles them to the regional planning scope, and rolls each governance option through an annual budget, financing, incremental cash, new-debt and candidate-asset schedule. In FY2027 the agency forecasts total $182.639 million while the regional control is $198.108 million; the $15.469 million difference remains visible and unclassified, rather than being arbitrarily charged to an agency. This difference is part of the reported cost, not a second spending request. An illustrative full-funding cash path demonstrates the required commitments; the base books none.

Financial statements and deferred upkeep. Section 30.11 provides linked five-year operating results, cash flows and incremental year-end balance sheets for Regional Alignment, a GID and a legislated authority. It assumes the full additional support is enacted solely to illustrate a financeable case; the current base contains no such signed commitment. The owner inventory distinguishes $5.947 million of gross repair and maintenance from station construction and modernization; after the known $2.045 million R4/R7 overlap, $3.902 million is a conditional repair schedule outside the approved cash plan. Neither existing agency balance sheets nor the unknown overlap with candidate capital have been replaced with assumed zeros.

Deferred construction affordability. The station inventory also contains $102.000 million of new or replacement builds and $11.050 million of provisional modernizations, in addition to net listed repairs of $3.902 million. After only identified same-scope duplication, the $116.952 million conditional portfolio would imply an average $23.390 million of annual cash if 100 percent were genuinely unfunded, newly authorized and paid evenly over five years. No evidence establishes those three conditions. Section 30.11.4 shows zero, 25, 50 and 100 percent decision screens by owner; none changes the revenue-neutral Baseline or Regional Alignment forecast before project matching and appropriation. The existence of a backlog is not a finding that every listed dollar is unpaid.

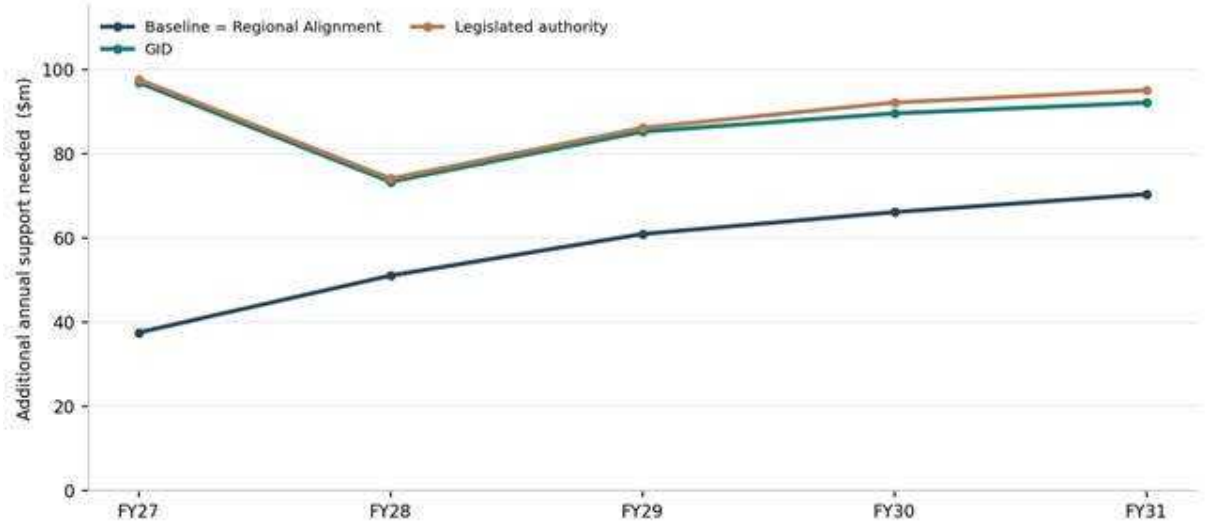
Illustrative construction calendar and staged conversion. Section 30.11.5 turns the station-by-station source inventory into a five-year project cash calendar. Its 3 percent yearly cost escalation, 20 percent assumed match to already modeled candidate capital and separate $7.000 million in 2026-

dollar site and facility allowances produce $111.391 million of additional conditional nominal cash during FY2027–FY2031. The estimate does not alter any four-option base forecast. Section 30.9.4 also prices Reno and Sparks as a first-stage successor while TMFPD retains its existing employer and obligations: $385.195 million of regional five-year support above the existing proxy, including $25.493 million of city-entity opening cash. Both cases require specific appropriations before implementation.

Table 30-2. Base funding and a separate assumed station authorization, FY2027–FY2031 USD millions[7]

Structure	Base need	Optional station cash	With separate station decision
Baseline	285.910	111.391	397.301
Regional Alignment	285.910	111.391	397.301
GID	437.181	111.391	548.572
Legislated authority	445.124	111.391	556.516
Reno–Sparks first; TM retained	385.195	111.391	496.587

Figure 30-1. Incremental support required by fiscal year under the base assumptions



FY2027 entity figures include opening cash.

Components of the five-year funding requirement

The source financial schedule shows a $176.956 million five-year recurring residual for each of Baseline and Regional Alignment, and $261.464 million for each successor entity. The planning bridge schedules a common staged seat ramp, a 15-year past-service OPEB funding proxy, a one-percent

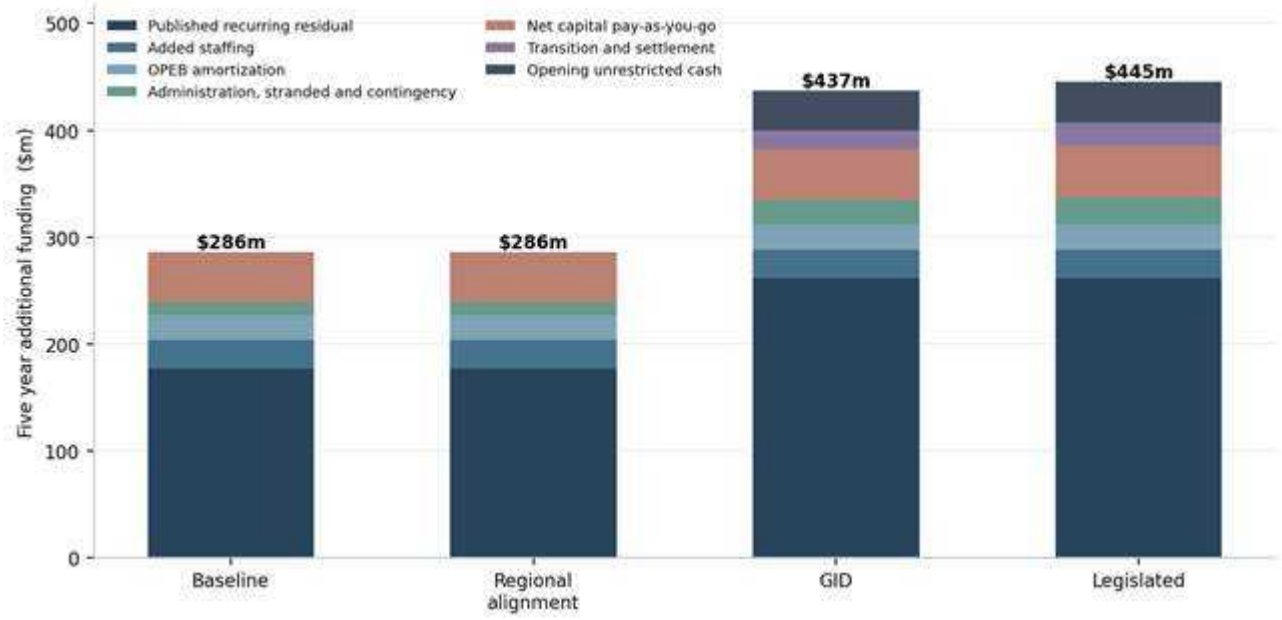
[7] Footnote ES-3. “Optional station cash” is an incremental scenario after 3% construction escalation, an unverified 20% year-by-year source-capital match, six $0.850m site allowances, and $1.900m of S4/S5/logistics and community risk reduction facility proxies (all at 2026 prices). It excludes new financing, grants and incremental station crews. The first two base cases remain identical; the separate city-first option does not create a fifth legal tax entitlement.

operating provision and candidate project capital paid in current cash after a disclosed overlap allowance. Successor entities additionally carry formation, administration, stranded cost, claims settlement and two months of unrestricted opening cash. Separate station inventory is a project stock, not another cash demand automatically added to that bridge. Restricted pension and OPEB trusts cannot fund operations.

Lifecycle replacement screen. The corrected September 3 roster supports a $19.303 million annual gross replacement screen: $10.880 million for a station planning convention and $8.423 million from priced heavy and specialty apparatus with type-specific workbook lives. It adds a calculable $3.410 million TMFPD component to the prior Reno and Sparks screen. The amount is not a new appropriation or an additional funding gap; existing capital budgets, funded reserves, candidate projects and owner station backlog must be reconciled by asset and year first. Section 30.6 and Annex Z give the unit coverage and remaining assumptions.

Additional finance decisions in this chapter: predecessor debt and liability settlement is provisional; the 5 percent OPEB cash-amortization assumption is not an actuarial discount rate; TMFPD's seven $0.300 million medic units support a $0.420 million annual replacement-planning proxy but no verified Capital Fund transfer; and a new County property-tax administration allowance is shown only as a conditional scenario pending the County's tax receipts. Salary harmonization is screened separately for a new employer. The operating model and its published funding gaps are unchanged until source-account crosswalks, actual cash availability and legal authority support a revised base.

Figure 30-2. Source recurring residual and incremental items that make up the five-year additional support requirement.



What each section means for a manager

Common basis 30.1. The FY2027–FY2031 source totals are reconciled to the three separate agency forecasts and explicit scope differences. Budgetary expenditure, cash movement, debt and partial asset stocks are linked. No capital loan proceeds are credited without borrowing authority.

Baseline 30.2. Existing employers, levies and debt remain with each predecessor. This is the least expensive model in the tested assumptions but still has a growing annual gap. Only a funded multi-year appropriation and demonstrable continued support make it sustainable.

Regional Alignment 30.3. The option costs exactly the same as baseline in all five years. Each agency pays its fair share within existing appropriations; illustrative optional startup is listed separately. A new shared initiative requires documented released offsets or a prospective new agreement and appropriation.

Improvement district 30.4. A GID has a distinct employer and cash balance. It must finance its estimated opening unrestricted cash as well as $16.116 million in transition; neither a predecessor tax rate nor an audited liability transfers automatically.

Legislated authority 30.5. The modeled annual operating source cost equals the GID source assumption, but separate legislative transition, administration and stranded allowances make this option more costly. Enabling law must define revenue, liabilities, employer succession and debt power.

Savings and deployment 30.6 and 30.7. No unproved staffing or apparatus savings reduce the base budgets. Based on 15 Reno four-person stations, six Sparks three-person stations and 11 TMFPD three-person stations, moving the latter 17 to four costs an illustrative $17.709 million annually in FY2027. Moving Reno to three has at most $15.626 million in gross salary avoidance with no net savings assumed. Reconcile each station with its actual company roster.

Liabilities and fiscal equity 30.8. Projected Fire shares of dated citywide OPEB plus the TMFPD net position total $49.794 million at the June 2026 comparison date. The model amortizes past service over 15 years, prices settlement allowances, and leaves bonded predecessor debt with its present obligor. Equity requires an inventory and a negotiated contribution rule.

Comparison and action 30.9 and 30.10. The report tests 0, 50, 100 percent and phased additional predecessor funding; maps tax-zone headroom; and estimates conditional legislated sales-tax yield. Uniform additive property tax cannot be assumed where overlapping levies already reach $3.6600. A binding fiscal agreement must finance any remaining gap and protect each predecessor’s capital obligations.

Staged conversion and project timing 30.9.4 and 30.11.5. A fully specified planning bridge for Reno and Sparks as the first successor costs $1,336.169 million in regional gross cash over five years including TMFPD retained services, compared with $950.974 million of allocated but uncertified continuation support. A dated station calendar places the conditional incremental construction peak in FY2030 at $37.017 million; owner obligations remain separate until approved conveyance and funding.

Three statements and deferred repairs 30.11. The last chapter section presents an income-statement proxy, cash-flow statement and incremental balance sheet for each regional option, with year-by-year ties. It separately prices the owner repair backlog and identifies the cash support that would be needed if that backlog were later authorized.

Immediate decision request. Direct each finance office to identify a signed fire and EMS budget base, update OPEB, debt and leave schedules and map the lawful tax and collection base. Start Regional Alignment only within the present three-agency spending envelope. Any joint initiative with net additional cost must receive separate approval and funding before it is entered into the forecast. Do not infer a new taxing entitlement from the illustrative tax calculation.

Funding scenarios pending appropriations, tax-area valuation and legal review. The 0 percent, 50 percent, 100 percent and phased predecessor contribution figures measure the incremental appropriations needed beyond the continuation-support proxy; no additional commitment is signed in the base. Property-tax rate equivalents and tax-area differences show arithmetic only, pending certified assessed value by tax code, legally available rates, displaced predecessor revenue and tax counsel review. The conditional sales-tax test also depends on specific enabling legislation, a successful vote under the proposed design and a full-year collection period. None of these hypothetical receipts reduces the base case funding requirement.

Table 30-3. Funding reality and discrete obligations USD millions[8]

Metric	Baseline / alignment	GID	Legislated
FY2027 additional support before new commitments	37.5	96.9	97.7
Five-year residual with 50% gap-funded by predecessors	143.0	218.6	222.6
One-time transition already in entity cash plan	0.000	16.1	21.3
Agency-owned station builds and repairs, gross stock	119.0	Same legacy stock	Same legacy stock
Additional approved station cash from that stock	0.000	0.000	0.000

30.1 Universal Considerations for All Four Models

30.1.1 Source Basis, Timing and Budget Classification

The September 2026 Part 7 finance reconciliation is the common forecast source. It estimates five annual recurring totals by model, one unchanged continuation-support proxy, separate transition schedules and a candidate capital cash schedule. The source totals are broader than the FY2026 three-agency direct-cost comparison. The latter totals $166.125 million: $86.277 million salaries, $62.187 million benefits, $17.065 million services and $0.597 million directly identified cash capital. The July agency workbook instead totals $170.515 million for FY2026 and $182.639 million for FY2027; the September baseline starts FY2027 at $198.108 million. Those vintages cannot be added or treated as growth in a matching account base. Reno's independently published FY2027 Fire activity is $87.215 million, compared with a $92.338 million Reno July projection. Scope and timing reconciliation is a prerequisite to an adopted appropriation.

The project forecast narrative assumes a balanced FY2026 start, a separate capital pay-as-you-go reserve of roughly $43 million growing 3.5 percent annually, and property tax growth tests of 3, 5 or 7 percent, with CTAX at 3.5 percent, other revenue at 2 percent, salary at 5 percent, benefits at 10 percent and supplies at 3.5 percent. We adopt zero borrowing in the base and a 50-percent overlap

[8] The station inventory is not verified incremental spending: the five-year budget already includes candidate capital cash and substantial overlap is possible. The extra predecessor contribution row is a hypothetical payment above the $950.974m continuation proxy; it is not already appropriated. New tax receipts remain $0 in all base cases.

sensitivity assumption; the finance offices must reconcile each capital item to its corresponding budget account before adoption. Employer harmonization belongs only to a new-employer option and is not charged to Regional Alignment, whose employers and labor agreements remain separate.

The linked model forecasts salary at 5 percent, services and agency direct capital at 3.5 percent, Reno and Sparks benefits at 8 percent, and TMFPD benefits at 19 percent, using the July agency source's separate benefit assumptions. Its FY2027 calculated totals match the three published direct expense projections. Thereafter the workbook applies those annual drivers consistently, avoiding a non-numeric Sparks FY2031 capital entry and broken TMFPD FY2031 revenue formulas. The difference between the sum of agency cost categories and each September option's reported recurring source total is a visible scope and classification bridge within that reported cost, not another expenditure. Its five-year amount is $66.9 million in Baseline and $151.5 million in GID. Citywide Reno and Sparks revenues are displayed for source transparency but never added as Fire receipts.

Benefit budget source and detail. The existing employee-benefit budget amounts used in the model were obtained from the budgets approved by each agency's governing board, as carried in the agency baseline forecast. Those source budgets provide aggregate benefit amounts for this analysis; they do not provide a sufficiently detailed, comparable breakdown by health coverage, pension contribution, payroll taxes, leave, workers' compensation and other benefit types. The forecast carries and escalates aggregate benefits under disclosed agency assumptions. Current-service retirement is presumed included; past-service OPEB and loaded staffing benefits are separately disclosed in Sections 30.1 and 30.8. Refer to the Full Financial Base Assumptions and Sensitivity Definitions in Annex Y.

Table 30-4. Budget vintage and purpose

Control	Amount	What it can establish
FY2026 narrow direct comparator	$166.125m	Direct salary, benefits, supplies and directly reported capital; not the later regional scope.
FY2026 July agency workbook	$170.515m	Separate inclusion of Reno and Sparks city capital and small service differences.
FY2027 July agency projection	$182.639m	Different forecasting scope from September; $15.469m below later baseline.
FY2027 September baseline	$198.108m	Starting regional source cost for the four-option comparison.
FY2027 adopted Reno Fire activity	$87.215m	Official Fire program comparator; dispatch and broader scope require reconciliation.

30.1.2 Cost, financing and cash are different quantities

In each year, recurring spending equals source recurring cost plus separately priced staffing, legacy OPEB funding, administration, predecessor expense and the operating provision. Candidate gross project cash is reduced by an assumed 50 percent overlap with source spending. The base pays 100 percent of the estimated remaining capital in current cash and borrows $0, consistent with the project forecasting narrative's pay-as-you-go policy; identified project reserves cannot be credited until their balance and eligible use are verified. A conditional 80-percent borrowing case uses 20-year level payments at 5 percent and shows loan receipts once against the matching project cash. The 50-

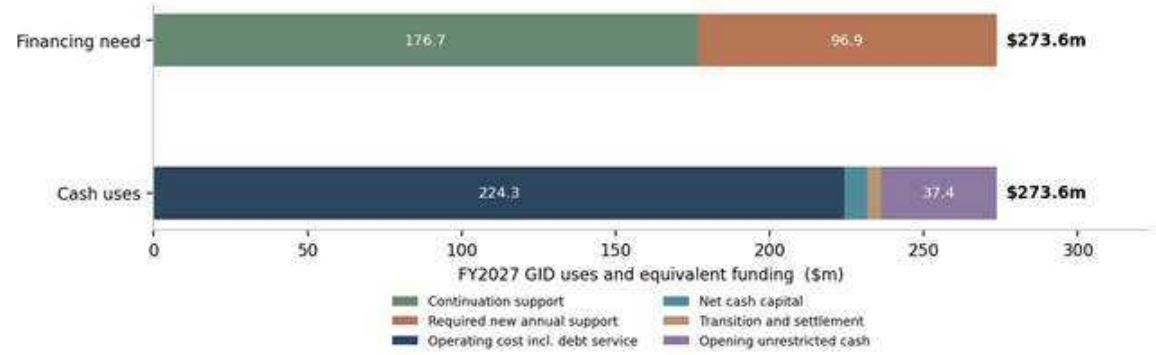
percent overlap is an illustrative account-reconciliation estimate, and a zero-overlap stress is quantified in Section 30.9. Separate transition schedules are assumed 100 percent incremental to the source recurring totals; direct evidence of overlap would reduce the requirement. GID and authority opening liquidity is two months of first-year recurring expenditure, above an assumed $0 in independently verified freely transferable cash. This cost-scaled policy produces approximately $37.389 million for GID and $37.506 million for the legislated authority in FY2027. The GFOA reference concerns general-purpose government General Funds and is used here as an illustration, not as a statutory minimum for a district.

We distinguish three controls for each option: expense is the five-year program and transition outlay; cash timing adds project draws and a one-time opening liquidity stock; funding is the lawful continuation receipts plus enacted incremental appropriations and, only if authorized, capital loan proceeds. The base projects no new capital issue and assumes $0 transferable cash. The debt schedule remains in the linked workbook to test a legally authorized financing alternative. Estimated OPEB net stocks and bonds are balances, so only scheduled new funding or one-time verified settlements enter current-year cash. The four cases retain the same frontline deployment target to isolate the fiscal effects of governance.

Table 30-5. FY2027 GID funding identity

Uses of cash	FY2027	Sources of cash	FY2027
Recurring program and new debt service	224.3	Continuation support	176.7
Net additional capital projects	7.4	Additional lawful support required	96.9
Transition and settlement	4.5	New capital borrowing proceeds	0.0
Opening unrestricted reserve	37.4		
Gross uses	273.6	Gross financing sources	273.6

Figure 30-3. One-year GID cash uses and financing. Opening reserve appears once, at formation.



30.1.3 Labor, Benefits and Operational Risk

A 24-hour post requires 8,760 hours each year. At 1,850 productive hours per paid employee, one additional continuous seat requires 4.735 FTE; at the assumed FY2027 loaded $220,000 per FTE it costs $1.042 million annually. Annual added staffing cost increases 3 percent after FY2027. The base funds a two-, four-, six-, six-, six-seat ramp common to every option. Agency leads identify 15 Reno stations staffed at four and six Sparks and 11 TMFPD stations staffed at three. Upgrading those 17 three-person locations to four would cost $17.709 million per year at FY2027 loaded rates if each hosts one qualifying continuous company. It is a staffing scenario, not automatically additional to an already funded roster or the six-seat ramp. A documented post-by-post roster is required to identify overlap.

The Reno FY2025 audited citywide net OPEB liability was $127.782 million; Sparks reported $43.256 million of citywide total OPEB liability at June 2024 without GASB-qualified trust assets in that statement. TMFPD's newer June 2025 valuation reports $20.249 million total and $18.716 million trust assets, or $1.533 million net. Fire shares of city liabilities are estimated from Fire salaries divided by the corresponding city covered payroll, grown to a common June 2026 planning date. That produces $37.842 million Reno, $10.373 million Sparks and $1.579 million TMFPD. A level 15-year 5-percent past-service payment, less the stated $0.135 million existing TMFPD annual determined contribution, gives $4.663 million additional cash each year. This is a full scheduled amortization of the estimated legacy net position, not an instant cash payoff or a new actuarial valuation; actual plan contributions and Fire populations must be confirmed before transfer.

OPEB discount rate and participant demographics. The model's 5 percent is the financing rate used to amortize an estimated past-service balance over 15 years; it is not certified as Reno's, Sparks's or TMFPD's GASB 75 measurement discount rate. An OPEB measurement discounts projected benefit payments using a rate informed by projected plan asset sufficiency and, when applicable, a high-quality municipal bond rate. Each agency actuary should provide its measurement date and discount rate, investment-return and municipal-bond components, trust cash-flow depletion test, medical cost trend, mortality, retirement/termination, spouse/dependent election, disability, age/service/pay distribution, covered active/retiree census and annual employer normal cost. The city Fire shares used here are payroll allocations of citywide reported liabilities rather than separate Fire actuarial valuations, as discussed and agreed by the three jurisdictions CFOs. No missing demographic count is invented in the base.

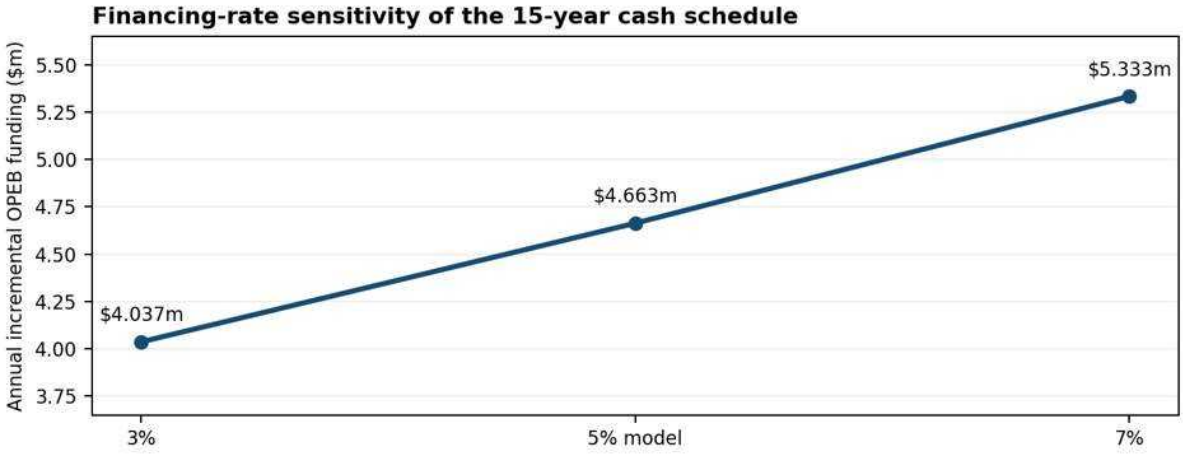
Table 30-6. Financing scenarios

Financing scenario	Net OPEB stock proxy	Annual additional cash
3% cash amortization	$49.800m	$4.037m
5% report base	$49.800m	$4.663m
7% cash amortization	$49.800m	$5.333m
5% rate and 90% allocated stock	$44.820m	$4.183m
5% rate and 110% allocated stock	$54.780m	$5.143m

Sensitivity is a funding-policy arithmetic screen, not a revaluation of OPEB benefits. It applies P × r / (1 − (1 + r)^−15), then subtracts the existing $0.135 million TMFPD annual determined contribution once. The ±10 percent stock cases illustrate uncertainty in the payroll allocation, not demographic experience. Published $4.663 million uses the unrounded model inputs; displayed calculations from

$49.800 million may differ at the last $0.001 million. Rate or demographic changes to actuarial liabilities require agency actuaries, not this amortization formula.

Figure 30-4. Funding-rate sensitivity; these 3%, 5% and 7% rates do not substitute for GASB OPEB valuation discount rates.



30.1.4 Financing and Revenue Eligibility

The annual continuation support of $176.730 million in FY2027 growing to $204.206 million in FY2031 is the project's unchanged funding proxy; its allocation, legal durability and collections have not been independently certified. The base case assumes 100 percent realized and $0 in newly executed incremental support. Every modeled gap is the new annual appropriation, legally dedicated receipt or negotiated contribution needed beyond that proxy. A debt assumption is a cash-financing convention, not a finding that any borrower already has bond authority or covenant capacity. Conditional revenue from grants, land sales, EMS transport and speculative efficiencies is set at $0 because the record supplies no executed net receipt.

The FY2027 county budget reports $32.339 billion countywide assessed value. A separate FY2026 statewide distribution worksheet lists Reno $16.763 billion, Sparks $5.948 billion and TMFPD $7.471 billion in allocation assessed values, or a $30.181 billion sum for arithmetic stress testing. These are different vintages and neither certifies a new GID tax base. With the $30.181 billion proxy and an assumed 90-percent effective yield, $0.01 per $100 produces $2.716 million a year, and covering the FY2027 GID support need alone would take about $0.357 per $100 if the entire proxy base were legally available. It is not: Reno and Sparks tax area examples each total $3.6600, while TMFPD examples range $3.2402, $3.4698 and $3.6600. NRS 361.453 specifies a general $3.64 cap with listed exceptions; the County FY2027 budget identifies a $3.66 applicable maximum in the published local schedule. Real headroom must be tested by parcel, existing pledges, statutory priority and any required rate reduction. The full TMFPD allocation cannot be assigned to its lowest-rate area.

30.1.5 Comparable Consolidation Methods Applied to Washoe

Sequence before legal conversion. South Metro Fire Rescue's district service plan documents contractual authority service before inclusion and full consolidation for Cunningham and Littleton. Its timing illustrates why operating cooperation, governance transfer, bond succession and tax approval belong on different gates; the Colorado legal and revenue arrangements are not imported into Nevada. In Washoe the first gate is a neutral spending envelope and measurable service standards, followed only if requested by audited conversion schedules.

Allocate the service that causes the cost. A regional fire and EMS dispatch feasibility study commissioned for the Redwood Empire Dispatch Communications Authority records use of a five-year average of agency call volume for variable dispatch cost, with a distinct base-call tier, and a different Marin method using a two-year average and CAD participation. Washoe can adopt that cost-driver discipline: trace direct seats, sites, licenses and incidents first; negotiate a transparent fixed platform share; true-up actual use; and avoid using population or direct operating cost for every common-service line. Its call-volume formulas apply to dispatch, not universally to engines, legacy debt or OPEB.

Test whether consolidation creates real savings. A published Sierra Vista–Fry Fire District feasibility study preferred continued automatic aid after finding uncertain fiscal advantage from legal consolidation. This is a cautionary example, not a result for Washoe; no efficiency or attrition saving enters our base until an agency shows a released appropriation after redundancy, backfill, overtime and transition. Government Finance Officers Association guidance similarly calls for defensible documentation of full direct and indirect costs in allocation. Also see the Capital and Fleet Audit Protocol in Annex AA.

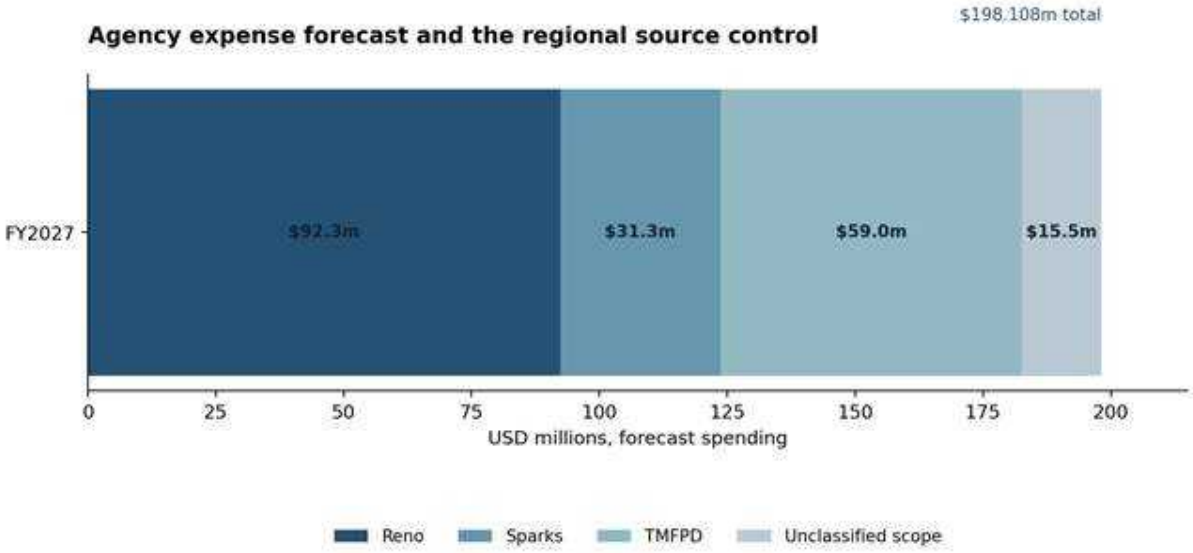
30.1.6 Integrated Agency, Regional and Cash Forecasting Framework

The corporate-model structure is adapted to a public service decision because its useful building blocks are consolidation (three expense inputs plus a separately identified scope allowance), a five-year budget and forecast (service outlays and continuation support by governance structure), a financing and cash roll forward (annual funding and the stock of available cash), and a conditional asset and debt roll forward. Equity valuation, acquisition pricing, leveraged returns, discounted corporate cash flow and an IPO forecast have no decision-useful role in setting a county fire appropriation. Governmental fund reporting emphasizes current financial resources under a modified-accrual basis; government-wide statements use economic resources and accrual. The workbook therefore labels the cash and capital asset screen as a partial planning balance, rather than presenting it as an audited GASB statement of net position.

Table 30-7. FY2027 three-agency forecast to regional case control USD millions

Expense line	Reno	Sparks	TMFPD	Three agency total	September source difference
Salaries	47.794	14.482	28.315	90.591	Included in source
Benefits	35.579	11.329	22.317	69.225	Included in source
Supplies and services	6.584	3.434	7.736	17.755	Included in source
Direct capital	2.380	2.070	0.618	5.068	Included in source
Direct subtotal	92.338	31.315	58.986	182.639	15.469
Regional reported source cost				198.108	Difference is unclassified

Figure 30-5. July agency expense forecasts compared with the September regional recurring source control in FY2027. The separate difference is not an invented agency charge.



Agency revenue discipline. The July Reno and Sparks tables project revenue for their whole cities. Subtracting a fire department's spending from those entire city receipts would produce an artificial surplus and could quietly assume that tax money earmarked for police, utilities or debt can be moved to Fire. TMFPD's published district income also mixes taxes, reimbursement, grants and contractual receipts; some may be limited or already reflected in the continuation proxy. The workbook's only booked FY2027 regional support is the existing $176.730 million continuation proxy, allocated across agency worksheets solely as a demonstrative cost-weight illustration. This allocation sums to that one regional amount and creates no new regional revenue.

Two FY2026 expense measures serve different purposes: $166.125 million of narrower direct costs yields shares of Reno 51.0 percent, TMFPD 32.4 percent and Sparks 16.6 percent for an illustrative predecessor-payment allocation. The July agency workbook's $170.515 million direct budgets yield shares of Reno 51.09 percent, TMFPD 31.55 percent and Sparks 17.36 percent to illustrate distribution of the single continuation-support proxy across agency worksheets. Neither expense mix establishes equitable or legally available tax contributions. An intergovernmental agreement must set cost drivers and financing shares independently.

Consolidation-to-cash identities. For each year, the unclassified bridge equals regional reported source cost minus the three agencies' direct forecasts. Budget expenditure equals reported recurring source cost plus incremental staffing, benefit funding, administration, stranded cost, contingency, new-debt service, net additional project capital and transition/settlement cash. Annual incremental cash change equals continuing support plus signed new support plus scenario contributions plus borrowing proceeds less cash expenditure. The new-asset and new-principal stocks separately roll forward from additions, provisional depreciation, issuance and repayments. The test sheet checks these identities for each case and year.

Capital overlap requires affirmative proof. FY2027 gross candidate capital cash is $14.773 million. The modeled 50-percent overlap is $7.386 million, while the three agency schedules explicitly identify only $5.068 million in existing direct capital. Thus $2.318 million of the assumed project overlap cannot be traced to that clearly labeled line. It may be present in the September aggregate's unclassified scope or other eligible accounts, or it may be additional. The figure is disclosed as an

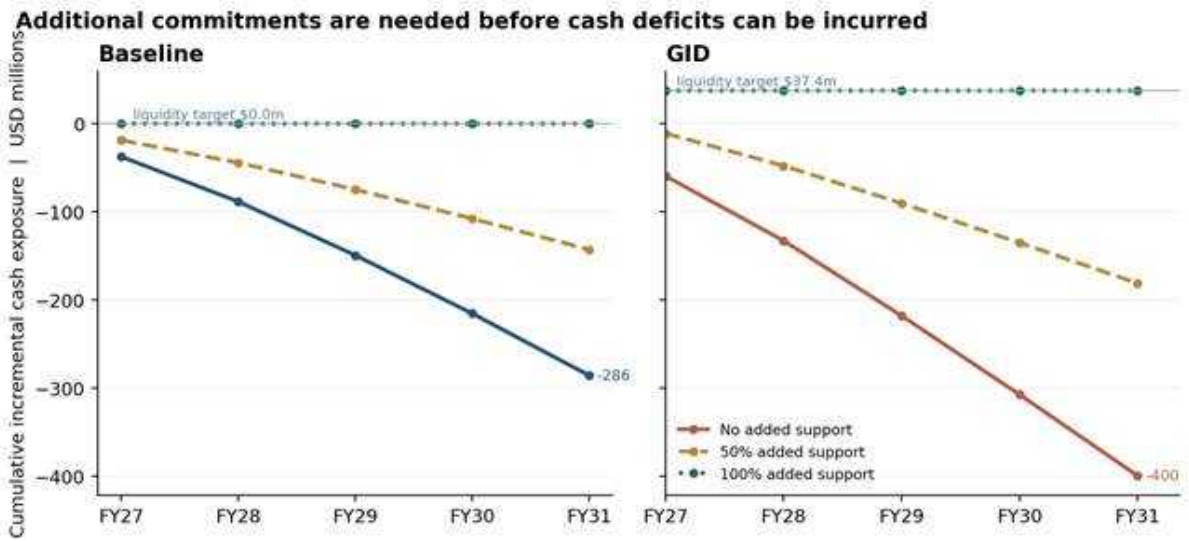
assumption, and the zero-overlap sensitivity prices the consequence of failing to document it; no finance office should approve the lower cash budget until projects and account codes are matched.

Table 30-8. FY2027 pro forma financing and working capital illustration USD millions[9]

Option	Cash use excluding opening target	Continuation	Unfunded annual cash change	Opening cash target	Fully funded commitment
Baseline	214.222	176.730	-37.492	0.000	37.492
Regional Alignment	214.222	176.730	-37.492	0.000	37.492
GID	236.250	176.730	-59.521	37.389	96.910
Legislated authority	236.888	176.730	-60.159	37.506	97.665

Figure 30-6. Illustrative incremental cash positions under 0%, 50% and 100% newly committed funding of the annual gap.

The 100% successor position preserves its opening cash target; lower paths are unfinanced exposures, not permitted overdrafts.



[9] The annual cash change assumes $0 newly executed commitments in the project evidence. A negative value signals resources that must be secured before spending; it is never a proposal to operate with a negative bank balance. The GID and authority full-funding rows cover current cash uses AND separately establish the minimum initial cash asset. Existing owners' actual bank balances remain outside this incremental illustration. Figures differ by rounding.

30.2 Model One: Baseline Three-Agency Operation

30.2.1 Complete Budget and All-in Cash Requirement

The City of Reno, TMFPD and the City of Sparks continue as separate employers and issuers. No new district is formed and no new unrestricted opening cash transfer is assumed. The full source estimate remains intact; the incremental staffing and legacy benefit funding overlays reflect the same service goal as the other options. Each agency retains responsibility for its own facilities, collective bargaining, trust, debt, insurance and contract settlements. This model has no transition provision in the source schedule.

Table 30-9. Baseline detailed five year cash model (USD millions)[10]

Budget and cash line	FY27	FY28	FY29	FY30	FY31	Total
Estimated salaries within source	90.6	95.1	99.9	104.9	110.1	500.6
Estimated benefits within source	69.2	77.2	86.3	96.7	108.6	438.0
Estimated services within source	17.8	18.4	19.0	19.7	20.4	95.2
Estimated direct capital within source	5.1	5.2	5.4	5.6	5.8	27.2
Source scope and overhead allowance	15.5	14.9	13.9	12.4	10.3	66.9
PUBLISHED SOURCE RECURRING COST	198.1	210.8	224.5	239.3	255.1	1,127.9
Deployment staffing enhancement	2.1	4.3	6.6	6.8	7.0	26.9
OPEB past-service funding	4.7	4.7	4.7	4.7	4.7	23.3
Additional administration and insurance	0.0	0.0	0.0	0.0	0.0	0.0
Predecessor stranded expense	0.0	0.0	0.0	0.0	0.0	0.0
Operational uncertainty provision	2.0	2.1	2.2	2.4	2.6	11.3
New capital debt service	0.0	0.0	0.0	0.0	0.0	0.0
TOTAL RECURRING REQUIREMENT	206.8	221.9	238.1	253.2	269.4	1,189.4
Unborrowed additional capital cash	7.4	12.3	12.7	9.9	5.2	47.5

[10] The first five lines are a presentation allocation of the published aggregate; the source scope line is the explicit balancing amount. It is included in the published recurring total. Gross cash use equals the nondebt support target plus new borrowing proceeds. Existing debt service and baseline benefits are assumed already included in the source cost.

Budget and cash line	FY27	FY28	FY29	FY30	FY31	Total
Incremental transition cash	0.0	0.0	0.0	0.0	0.0	0.0
One-time personnel settlement	0.0	0.0	0.0	0.0	0.0	0.0
Entity opening cash funded	0.0	0.0	0.0	0.0	0.0	0.0
NONDEBT CASH SUPPORT TARGET	214.2	234.2	250.8	263.0	274.6	1,236.9
Continuation support	176.7	183.2	189.9	196.9	204.2	951.0
ADDITIONAL LAWFUL SUPPORT NEEDED	37.5	51.0	60.9	66.1	70.4	285.9
New debt proceeds, matched to capital	0.0	0.0	0.0	0.0	0.0	0.0
GROSS CASH USE INCLUDING FINANCED PROJECTS	214.2	234.2	250.8	263.0	274.6	1,236.9

30.2.2 Budget Drivers and Financing

The five-year source recurring cost of $1,127.9 million rises to $1,189.4 million after the shared deployment, OPEB past-service funding and contingency. Gross candidate capital is $95.0 million; 50 percent is assumed to be within source spending, leaving $47.5 million in incremental five-year cash. The base has $0 new borrowing and $0 incremental new loan service. Existing secured principal stays with its issuer and scheduled payments are assumed included in the source. In the contingent borrowing sensitivity, 80 percent of reconciled new capital can be financed if lawful authority, covenants, project eligibility and coverage are documented; every bond dollar creates a future repayment.

30.2.3 Funding and Risks

Existing projected support covers 76.9 percent of modeled nondebt cash needs. Closing $285.9 million requires approved added contributions over FY2027–FY2031; an illustrative direct-cost weighted FY2027 split is Reno $19.1 million, TMFPD $12.1 million, Sparks $6.2 million. This allocation is a negotiation illustration, not a recommendation to shift a city tax or restricted district revenue. A five percent support shortfall or larger-than-assumed capital overlap difference would worsen affordability as shown in Annex AF.

30.2.4 Deferred Station Investment and One-time Items Outside the revenue-Plan

The Baseline leaves capital and obligations with their existing owners. A station-level construction and repair inventory totals $118.997 million gross: Reno $56.812 million, Sparks $38.250 million and TMFPD $23.935 million. It includes $2.045 million of known Reno R4/R7 scope overlap; removing only that duplication leaves $116.952 million as a conditional inventory, which can still contain completed work, budgeted construction or work already included in the five-year capital program. The figures are a backlog and planning allowance, not an assertion that $118.997 million has not been funded. The current five-year cash model separately contains $94.980 million in gross

candidate project cash, of which $47.490 million is assumed incremental. The owner must map each project before any part of the inventory is added to an annual funding request.

Table 30-10. Owner-specific station inventory kept separate from annual baseline cash USD millions

Owner	Gross builds and repairs	Known same-scope duplication	Conditional inventory	FY27–31 additional approved cash
Reno	56.812	2.045	54.767	0.000
Sparks	38.250	0.000	38.250	0.000
TMFPD	23.935	0.000	23.935	0.000
Region	118.997	2.045	116.952	0.000

Baseline creates $0 of governance formation expense. Existing agency budgeting, capital design and past-service OPEB amortization remain within the planned lines where already counted. Separate board decisions would have to phase any unmatched station backlog and authorize matching cash, grant or debt proceeds. Reno R1, R4 and R13 each carry a $17 million preliminary new-build or replacement allowance; Sparks S2 and S3 each carry $17 million; TMFPD T32 carries $17 million. These allowances require site, scope, land, contingency and delivery-cost verification and may change substantially.

30.3 Model Two: NRS 277.110 Washoe Regional Alignment Plan

30.3.1 Complete Budget and All-in Cash Requirement

Regional Alignment is a coordinated operating option among the existing three public employers. Fire chiefs may agree on standards, mutual and automatic response arrangements, procurement specifications and incident information within present appropriations. There is no assumed new employing entity, administrative appropriation, stranded cost, transition cash, personnel settlement, transfer of apparatus or debt, or opening cash. The same service enhancement, OPEB funding and candidate pay-as-you-go capital appear in both this case and Baseline; they reflect a common regional service target, not a cost created by alignment. The complete table is reproduced so each manager can compare the annual category totals directly.

Table 30-11. Regional Alignment detailed five year cash model USD millions[11]

Budget and cash line	FY27	FY28	FY29	FY30	FY31	Total
Estimated salaries within source	90.6	95.1	99.9	104.9	110.1	500.6
Estimated benefits within source	69.2	77.2	86.3	96.7	108.6	438.0

[11] The first five lines are a presentation allocation of the published aggregate; the source scope line is the explicit balancing amount. It is included in the published recurring total. Gross cash use equals the nondebt support target plus new borrowing proceeds. Existing debt service and baseline benefits are assumed already included in the source cost.

Budget and cash line	FY27	FY28	FY29	FY30	FY31	Total
Estimated services within source	17.8	18.4	19.0	19.7	20.4	95.2
Estimated direct capital within source	5.1	5.2	5.4	5.6	5.8	27.2
Source scope and overhead allowance	15.5	14.9	13.9	12.4	10.3	66.9
PUBLISHED SOURCE RECURRING COST	198.1	210.8	224.5	239.3	255.1	1,127.9
Deployment staffing enhancement	2.1	4.3	6.6	6.8	7.0	26.9
OPEB past-service funding	4.7	4.7	4.7	4.7	4.7	23.3
Additional administration and insurance	0.0	0.0	0.0	0.0	0.0	0.0
Predecessor stranded expense	0.0	0.0	0.0	0.0	0.0	0.0
Operational uncertainty provision	2.0	2.1	2.2	2.4	2.6	11.3
New capital debt service	0.0	0.0	0.0	0.0	0.0	0.0
TOTAL RECURRING REQUIREMENT	206.8	221.9	238.1	253.2	269.4	1,189.4
Unborrowed additional capital cash	7.4	12.3	12.7	9.9	5.2	47.5
Incremental transition cash	0.0	0.0	0.0	0.0	0.0	0.0
One-time personnel settlement	0.0	0.0	0.0	0.0	0.0	0.0
Entity opening cash funded	0.0	0.0	0.0	0.0	0.0	0.0
NONDEBT CASH SUPPORT TARGET	214.2	234.2	250.8	263.0	274.6	1,236.9
Continuation support	176.7	183.2	189.9	196.9	204.2	951.0
ADDITIONAL LAWFUL SUPPORT NEEDED	37.5	51.0	60.9	66.1	70.4	285.9
New debt proceeds, matched to capital	0.0	0.0	0.0	0.0	0.0	0.0
GROSS CASH USE INCLUDING FINANCED PROJECTS	214.2	234.2	250.8	263.0	274.6	1,236.9

30.3.2 Revenue Neutrality and Separately Tracked Deferred Costs

For every year t, Regional Alignment spending[t] − Baseline spending[t] = $0 and Regional Alignment funding gap[t] − Baseline funding gap[t] = $0. Both options therefore need $285.9 million of additional five-year support for the underlying regional service and capital plan; this is not a finding that today's agencies are fully funded. No contribution from one agency to another is counted as new regional revenue. The identical commitment would have to be funded in either governance arrangement.

Regional Alignment has no new dedicated revenue, no automatic transfer of property or sales tax and no approval to increase regional spending. Each agency retains the station inventory assigned to it in Table 30-3a. Deferred construction and repairs are visible on a separate register; they do not disappear when managers coordinate service. The conditional net station inventory is $116.952 million after only the known $2.045 million Reno duplication, before any signed match to existing five-year capital cash. A joint project may be useful without becoming an expense of the neutral base.

Table 30-12. One-time costs and deferred decisions screened outside Regional Alignment USD millions

Potential decision	Illustrative amount	Cash in neutral base	Required decision
Retained Reno station builds and repairs	56.812	0.000	Reno phasing, overlap, funded balance and approvals.
Retained Sparks station builds and repairs	38.250	0.000	Sparks phasing, overlap, funded balance and approvals.
Retained TMFPD station builds and repairs	23.935	0.000	TMFPD phasing, overlap, funded balance and approvals.
Optional data, training, legal and security startup	2.000	0.000	Assumed envelope; agency invoice shares and matching released appropriations or new approvals.
New employing entity formation / debt payoff	0.000	0.000	No new employer or accelerated settlement under this governance option.

The $2.000 million optional coordination startup is a transparent sensitivity allowance: $0.800 million data and systems integration, $0.600 million training and backfill, $0.300 million procurement and legal work, and $0.300 million cybersecurity and migration. It is not a vendor bid or an approved appropriation. Each participating agency would pay its negotiated share. To preserve cost neutrality, managers would document a matching $2.000 million release from spending already inside the Baseline in the same fiscal year. Without those offsets, actual aggregate cost would increase by $2.000 million and require a separate agreement, appropriation and financing action. None of the station stock or this optional startup is silently treated as free.

30.3.3 Fair-Share Policy and a Future-Gate

Each agency is assumed to pay its fair share of its own existing service and of any opt-in shared service. An agency retains its employer payroll and benefits, PERS and OPEB contributions, collective bargaining obligations, owned fleet, bond and insurance claims. For any joint purchase, trace directly attributable costs to the benefiting agency first (staff hours, CAD transactions, licensed users, calls, facilities or apparatus days). Split a genuine common platform by an agreed fixed component and a measured variable component, with a ceiling, quarterly actual-cost true-up and annual review. Do not bill all direct spending to a three-agency pool or charge the same salary in both local and shared budgets. Historical narrow direct-cost weights—Reno 51.0 percent, TMFPD 32.4 percent, Sparks 16.6 percent—serve only as a transparent example until the participants agree to an activity-specific method.

TMFPD already receives County services under the July 7, 2026 County–district interlocal agreement. Its section 3 directs use of the County Cost Allocation Plan unless both parties agree otherwise, with actual vendor SAP charges, certain reimbursable work, quarterly journal entries and annual settlement. The existing cost allocation and reciprocal County payment are separate from any optional three-agency alignment invoice; they do not create a new charge merely because agencies coordinate. The County and district must first identify the account, billing basis and FY2027 appropriation for each existing exchange.

Cost-neutrality rule: annual new joint expenditure minus documented releases from spending already in the Baseline must equal $0, including the startup period. Merely dividing a new bill among agencies does not make aggregate expenditures neutral. An example $1.000 million dispatch improvement with $1.000 million of approved reductions in existing agency dispatch appropriations leaves the combined budget unchanged; at illustrative direct-cost weights the same-cost transition and offset by party are Reno $0.510 million, TMFPD $0.324 million and Sparks $0.166 million, each with a $0.000 million net increase. If the reductions cannot be documented, the proposal is $1.000 million in new regional expense even if agencies pay their shares. It is outside the neutral base and requires separate appropriations, agreement and revised forecast. See the Agency Share Illustration for a neutral Regional Alignment in Annex AC.

Table 30-13. Test applied before approving a joint initiative

Gate	Evidence and control
Scope and benefit	Define participating agencies, delivery standard, project owner, legal and operational lead.
Full price	Include vendor, labor, benefits, data, backfill, procurement, startup and eventual exit and replacement.
Existing budget release	Identify appropriation, account, effective date and approved reduction; independent finance signoff.
Aggregate neutrality	Verify joint costs less actual predecessor budget releases equals $0 in each year.
Allocation and payments	List drivers, agency shares, fiscal agent, billing cadence, true-up, audit, cap and dispute path.

Gate	Evidence and control
Future change	Any remaining positive cost needs separate budget approval and new committed resources before the base changes.

Future Regional Alignment costs can be discussed and agreed upon by the participating agencies through a signed schedule. The schedule must state deliverables, timing, fair shares, real offsets or added legally available appropriations, employer and asset ownership, restricted grants, withdrawal treatment and independent audit. No joint cost is automatically imposed by this report. At each annual budget cycle, the finance leads should sign a zero-difference reconciliation against the Baseline and record any proposed expansion as a separately identified decision. The companion workbook has annual formula tests and an opt-in ledger that defaults to zero.

The actual legal instrument affects this allocation. Nevada law requires a local government to budget expected cooperative-agreement expenses; under certain NRS 277 agreements over $25,000 formal governing-body action is required, and NRS 277.105 permits negotiation of a revenue-based contribution rule for a permanent administrative entity. Those provisions must be applied by counsel to the precise scope and participants. This base creates no separate permanent administrative entity. If one is proposed, its employer structure and cost base move out of the neutral case and receive their own authorized budget and fiscal review.

30.4 Model Three: NRS Chapter 318 General Improvement District

30.4.1 Complete Budget and All-in Cash Requirement

A general improvement district is treated as a new employer and fiscal entity for planning. Its source recurring cost is higher than the baseline before additions. The base further budgets $0.900 million of FY2027 net contracted administration and risk support, $2.000 million in FY2027 predecessor duplicate spending decaying over time, a 1-percent one-time payroll-and-benefit cash settlement, the separate $16.116 million transition schedule, and two months of unrestricted starting cash. The two-month amount recalculates from modeled FY2027 recurring spending; it is not a repeat annual charge. Existing agencies are assumed to retain all preexisting secured debt until a specific consent and payoff document reallocates it.

Table 30-14. GID detailed five year cash model (USD millions[12])

Budget and cash line	FY27	FY28	FY29	FY30	FY31	Total
Estimated salaries within source	90.6	95.1	99.9	104.9	110.1	500.6
Estimated benefits within source	69.2	77.2	86.3	96.7	108.6	438.0
Estimated services within source	17.8	18.4	19.0	19.7	20.4	95.2

[12] The first five lines are a presentation allocation of the published aggregate; the source scope line is the explicit balancing amount. It is included in the published recurring total. Gross cash use equals the nondebt support target plus new borrowing proceeds. Existing debt service and baseline benefits are assumed already included in the source cost.

Budget and cash line	FY27	FY28	FY29	FY30	FY31	Total
Estimated direct capital within source	5.1	5.2	5.4	5.6	5.8	27.2
Source scope and overhead allowance	29.9	30.7	31.1	30.5	29.3	151.5
PUBLISHED SOURCE RECURRING COST	212.6	226.6	241.7	257.4	274.2	1,212.4
Deployment staffing enhancement	2.1	4.3	6.6	6.8	7.0	26.9
OPEB past-service funding	4.7	4.7	4.7	4.7	4.7	23.3
Additional administration and insurance	0.9	0.9	1.0	1.0	1.0	4.8
Predecessor stranded expense	2.0	1.5	1.1	0.8	0.6	6.1
Operational uncertainty provision	2.1	2.3	2.4	2.6	2.7	12.1
New capital debt service	0.0	0.0	0.0	0.0	0.0	0.0
TOTAL RECURRING REQUIREMENT	224.3	240.3	257.5	273.3	290.3	1,285.7
Unborrowed additional capital cash	7.4	12.3	12.7	9.9	5.2	47.5
Incremental transition cash	3.0	3.9	4.9	3.4	0.9	16.1
One-time personnel settlement	1.5	0.0	0.0	0.0	0.0	1.5
Entity opening cash funded	37.4	0.0	0.0	0.0	0.0	37.4
NONDEBT CASH SUPPORT TARGET	273.6	256.5	275.2	286.5	296.3	1,388.2
Continuation support	176.7	183.2	189.9	196.9	204.2	951.0
ADDITIONAL LAWFUL SUPPORT NEEDED	96.9	73.3	85.2	89.6	92.1	437.2
New debt proceeds, matched to capital	0.0	0.0	0.0	0.0	0.0	0.0
GROSS CASH USE INCLUDING FINANCED PROJECTS	273.6	256.5	275.2	286.5	296.3	1,388.2

30.4.2 Formation Cash and Capital Schedule

The GID FY2027 gross cash use of $273.6 million combines recurring expenditure, $7.4 million in net additional project draws, $4.5 million of formation and employee settlement and $37.4 million of opening unrestricted cash. Its base financing is $176.7 million of continuation support and $96.9 million of additional legally available support, with $0 loan proceeds assumed. The reserve cannot be funded with TMFPD's $18.716 million restricted OPEB trust or its restricted capital fund.

Opening cash construction and legal availability. The GID's $37.389 million opening balance equals two twelfths of about $224.336 million FY2027 modeled recurring cost; the legislated authority's $37.506 million is two twelfths of about $225.036 million. These are unrestricted starting liquidity targets held on the balance sheet, not annual expense, not debt settlement, and not a second payment for the same projects. The base credits $0 of transferable cash because no predecessor has certified funds free of bonds, OPEB trusts, grants, owner capital or other restrictions. The resulting first-year cash support is financed once in the main option tables. Monthly timing should project payroll, invoices, transition deposits, project draws and the County Treasurer's tax distribution by fund; the minimum trough plus the governing board's contingency policy, rather than an annual average alone, determines the final balance.

Table 30-15. Unrestricted cash target (GID vs Legislated)

Unrestricted cash target	GID FY2027	Legislated FY2027
One month, sensitivity	$18.695m	$18.753m
Two months, modeled base	$37.389m	$37.506m
Three months, sensitivity	$56.084m	$56.259m

Sensitivities scale the published two-month target and are not additive to it. One month would release approximately $18.694 million of GID or $18.753 million of authority start-up financing relative to base; three months would require those same added amounts. Available predecessor cash requires signed fund restrictions, authorization and ownership; no plan may spend restricted TMFPD OPEB or capital cash as general opening liquidity.

Figure 30-7. First-year unrestricted cash under one-, two- and three-month policies; base remains two months.

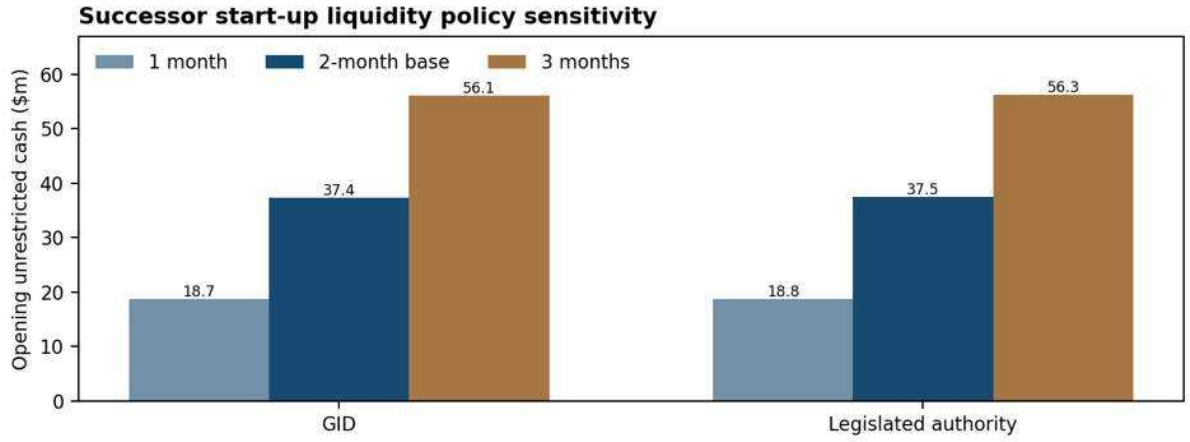
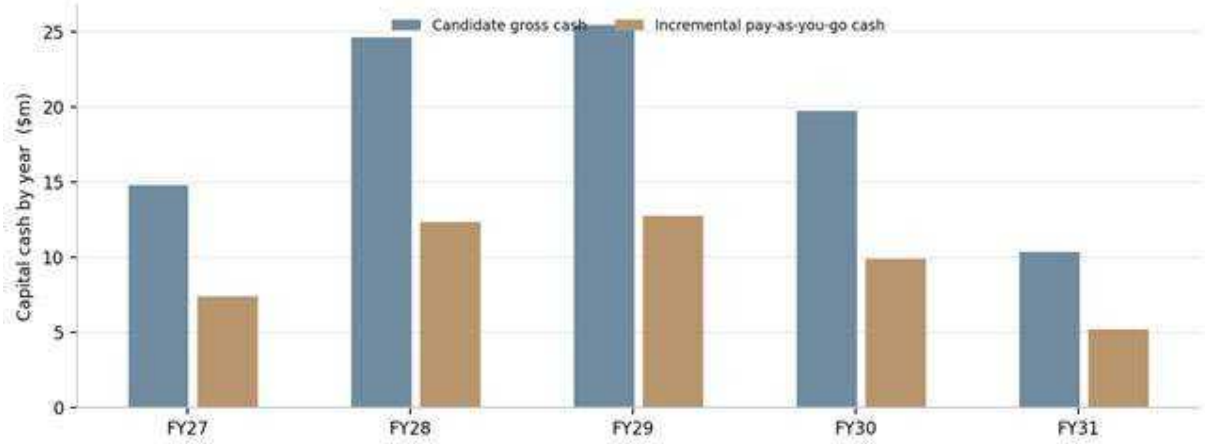


Figure 30-8. Gross candidate project cash and estimated incremental pay-as-you-go funding after assumed 50-percent overlap; no borrowing in the base.



30.4.3 Revenue, Debt and Residual Risk

Neither NRS 318 formation nor reassignment of Fire service proves that an existing city property rate follows a new district. Section 30.1 shows an arithmetic tax equivalence using a hypothetical assessed base. Finance staff need a certified parcel map and tax allocation by overlapping entity, debt-capacity and coverage opinion, actual collection calendar, ambulance fee eligibility and any service-fee billing system. With no executed receipts, the base credits zero new property tax, grant, fee or cash transfer above the continuation proxy. A hypothetical 80-percent new-capital borrowing case is separately priced and cannot be booked without issuer authority, project eligibility, a revenue pledge and debt-service coverage.

County administration should be budgeted under a written service-level schedule: payroll, benefits, public records, procurement, treasury, financial reporting, dispatch and information technology. The $0.900 million FY2027 net allowance is a planning estimate above the source aggregate and escalates 3.5 percent. Claims paid and insured exposures remain with the party assigned in the final conveyance and insurance agreements. No prior agency fund balance is assumed legally usable until a fund-by-fund reconciliation and successor board acceptance are signed.

Existing TMFPD County cost allocation and successor administration reconciliation. The County FY2025 Cost Allocation Plan, Schedule A.022 and Schedule D.015, assigns $1,008,167 to FD280 Truckee Meadows Fire Protection and $977 separately to FD286 TMFPD Emergency Fund. The FD280 components below sum exactly to the printed $1,008,167 total. This is an allocated FY2025 cost, not an FY2027 billed amount, a verified FY2027 TMFPD cash expenditure, or a cost that automatically disappears on consolidation. The supplied PDF labels the plan “Final FY25 – Provisional FY27,” while its published schedules identify FY2025. Obtain the provisional FY2027 schedule and actual journal entries before substituting any amount in the financial model.

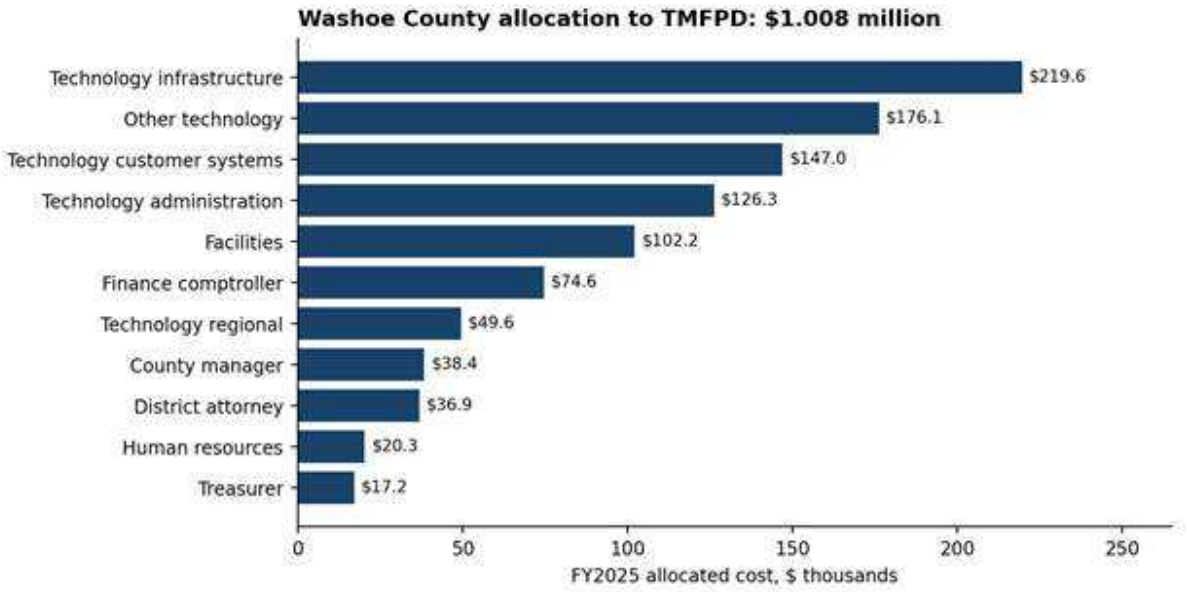
Table 30-16. FY2025 FD280 Source categories and treatments

FY2025 FD280 source category	Allocated dollars	Treatment
Technology functions (five lines)	$718,523	Historical allocated cost; verify agreement and billing
Facilities and legal	$139,104	Verify continuing service and stranded County cost

FY2025 FD280 source category	Allocated dollars	Treatment
Comptroller and County manager	$112,978	Verify recipient and fund accounting
Human resources and Treasurer	$37,562	Verify actual direct or indirect charge
Total FD280 TMFPD	$1,008,167	FY2025 allocation, not an FY2027 invoice

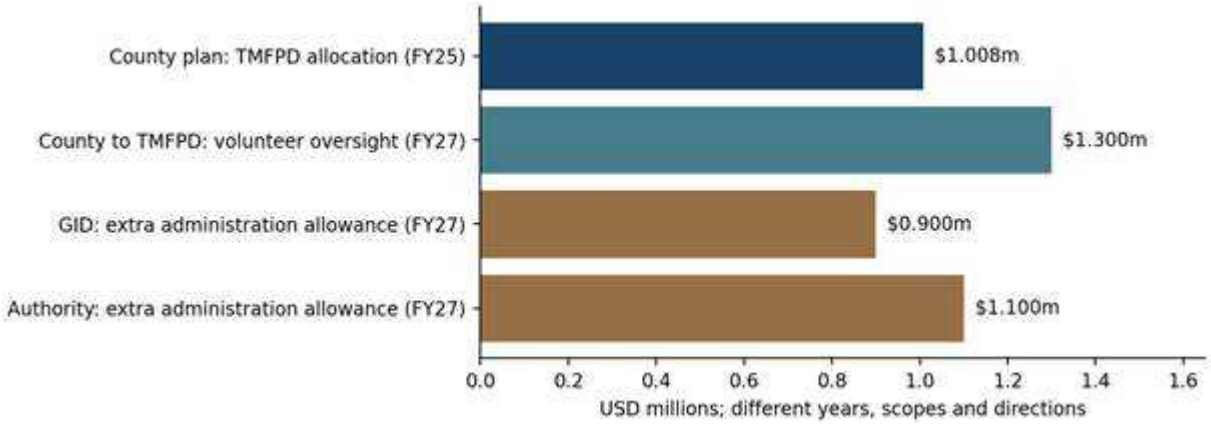
Figure 30-9. FY2025 County service allocations to TMFPD; components sum to $1,008,167.

Source: Washoe County FY2025 Cost Allocation Plan, Schedule A.022. Amounts are not automatically incremental cash.



The County–TMFPD agreement also calls for $1,300,000 of County compensation to TMFPD in FY2027 for oversight of volunteer fire departments (section 4), subject to its approval/effective date and later CPI adjustments. This is a receipt to TMFPD and expense to the County, not a County administrative allocation to TMFPD. Section 2.1.1 caps TMFPD's first-year routine maintenance responsibility for County-owned volunteer facilities at $250,000; major projects and responsibility above that cap require the agreement's separate terms. Section 3 calls for County-plan-based reimbursements, actual SAP billings, at least quarterly journals and settlement by August 31. These three contractual flows require distinct gross entries and elimination only when both sides are consolidated in the same reporting perimeter; no $1.3 million offset or $250,000 extra outlay is assumed in the current cash model.

Figure 30-10. Historical allocation, contractual payment and successor allowances have different fiscal years and cash directions; bars are for scale only and must not be netted.



Model treatment and reconciliation gate. The existing $900,000 GID FY2027 and $1,100,000 legislated FY2027 administration allowances remain disclosed incremental planning provisions, escalating 3.5 percent; no numerical change is booked because the supplied documents do not certify which current County allocations are already embedded in the published regional recurring source, which would transfer, or which County costs would persist. Calculate final added administration by service and year as successor cost plus documented predecessor retained cost minus verified releases or costs already included in the source total. Allow overlap relief only with an account crosswalk and a corresponding authorized budget release; allocate accrued services and revenues to the legal payer and payee. A simple $1,008,167 less $900,000 comparison is invalid across different vintages, scopes, and accounting bases.

TMFPD's existing County-supported expenditure remains within the underlying agency source forecast. The $0.900 million GID and $1.100 million legislative FY2027 administration and risk amounts are regional planning assumptions, not validated TMFPD County administrative costs. An account-level reconciliation has not determined which existing County services continue, transfer or are replaced, nor which entries are already embedded in the source cost. The FY2025 County allocation of $1.008 million is historical evidence and cannot itself resolve the FY2027 overlap.

Reno comparator. Reno's FY2025 Full Cost Allocation Plan summary assigns $12,623,182 to Fire (0900), including $3,307,011 of depreciation; this is a plan allocation, not an invoice or demonstrably avoidable cash. It is not comparable to TMFPD's $1,008,167 County-plan allocation without matching cost centers, capital/depreciation treatment and internal charges. Do not add either historical plan total to the model's existing agency cost or claim either entire allocation as a consolidation saving. Sparks requires its own equivalent service and budget crosswalk.

30.5 Model Four: Legislated Washoe Regional Fire Authority

30.5.1 Complete Budget All-in Cash Requirement

The published legislated annual source cost is identical to the GID cost in each forecast year. This is a modeling convention, not evidence that the legal structures have identical staffing, fiduciary or insurance economics. This chapter assigns a separate FY2027 $1.100 million net administration allowance and $2.500 million in predecessor duplicate cost that declines by 25 percent annually, as

well as the source legislative transition provision of $21.345 million. Opening unrestricted cash is two months of its own FY2027 recurring cost.

For the legislated authority the two-month $37.506 million unrestricted opening cash target uses the same cash-waterfall rule and a distinct first-year cost base. Existing city or TMFPD cash does not become freely transferable through legislation alone; fund restrictions, pledged assets and legal assignments govern the actual starting amount. The one- and three-month sensitivity and monthly certification steps are set out with the GID in Section 30.4.2.

The $1.100 million annual-start administration allowance has the same unresolved service-by-service overlap as the GID $0.900 million allowance. The FY2025 County plan and existing County–TMFPD agreement identify present services and contractual payments but do not establish a legislated successor's staffing, County contract scope, cash price or agency cost release; therefore the displayed budget remains a planning case until documented in a signed transition schedule.

Table 30-17. Legislated authority detailed five year cash model USD millions13

Budget and cash line	FY27	FY28	FY29	FY30	FY31	Total
Estimated salaries within source	90.6	95.1	99.9	104.9	110.1	500.6
Estimated benefits within source	69.2	77.2	86.3	96.7	108.6	438.0
Estimated services within source	17.8	18.4	19.0	19.7	20.4	95.2
Estimated direct capital within source	5.1	5.2	5.4	5.6	5.8	27.2
Source scope and overhead allowance	29.9	30.7	31.1	30.5	29.3	151.5
PUBLISHED SOURCE RECURRING COST	212.6	226.6	241.7	257.4	274.2	1,212.4
Deployment staffing enhancement	2.1	4.3	6.6	6.8	7.0	26.9
OPEB past-service funding	4.7	4.7	4.7	4.7	4.7	23.3
Additional administration and insurance	1.1	1.1	1.2	1.2	1.3	5.9
Predecessor stranded expense	2.5	1.9	1.4	1.1	0.8	7.6
Operational uncertainty provision	2.1	2.3	2.4	2.6	2.7	12.1
New capital debt service	0.0	0.0	0.0	0.0	0.0	0.0

[13] The first five lines are a presentation allocation of the published aggregate; the source scope line is the explicit balancing amount. It is included in the published recurring total. Gross cash use equals the nondebt support target plus new borrowing proceeds. Existing debt service and baseline benefits are assumed already included in the source cost.

Budget and cash line	FY27	FY28	FY29	FY30	FY31	Total
TOTAL RECURRING REQUIREMENT	225.0	240.8	258.0	273.7	290.7	1,288.3
Unborrowed additional capital cash	7.4	12.3	12.7	9.9	5.2	47.5
Incremental transition cash	3.0	4.1	5.3	5.5	3.4	21.3
One-time personnel settlement	1.5	0.0	0.0	0.0	0.0	1.5
Entity opening cash funded	37.5	0.0	0.0	0.0	0.0	37.5
NONDEBT CASH SUPPORT TARGET	274.4	257.3	276.1	289.1	299.3	1,396.1
Continuation support	176.7	183.2	189.9	196.9	204.2	951.0
ADDITIONAL LAWFUL SUPPORT NEEDED	97.7	74.1	86.2	92.2	95.1	445.1
New debt proceeds, matched to capital	0.0	0.0	0.0	0.0	0.0	0.0
GROSS CASH USE INCLUDING FINANCED PROJECTS	274.4	257.3	276.1	289.1	299.3	1,396.1

30.5.2 Enabling Legislation and Fscal Conditions

The five-year full modeled incremental support is $445.1 million, $7.9 million above the GID planning case. The legislative schedule differs particularly in FY2030–FY2031, so the excess is not simply a launch-year legal fee. Finance staff should price full agency conversion, statewide retirement reporting, property title, grant succession, loss history, bond indentures and collective bargaining before selecting an effective date.

A statute would need to specify the legal employer, governing board, jurisdiction and exclusions, assets and records passing by operation of law, each predecessor’s funded and unfunded employee liabilities, debt and security pledges, rate and fee authority, annuity of legacy claims, operating aid and withdrawal or dissolution. Nothing in this analysis presumes that legislation could extinguish a current bond, divert pledged receipts or create a tax outside constitutional and statutory restrictions. Capital financing and legacy transfer require separate legal opinions.

30.6 Potential for Cost Savings

The base credits zero savings because no station-by-station coverage design, vacancy schedule, labor agreement, fleet disposal list or agency exit plan demonstrates a net cash release. Co-location, common procurement and shared management can have value, but none are recommended in this report. Attrition yields savings only when an appropriation actually disappears after overtime, backfill, services and remaining overhead. The corrected fleet register describes 343 units with a $139.180 million gross replacement value. This is an asset stock; 155 units lack scheduled replacement years, so no five-year apparatus saving is assumed. Specific fuel, maintenance, spare availability and resale proceeds would need to be included in a separate lifecycle analysis.

Table 30-18. Decision rules and financial size of proposed savings

Proposal	Illustrative annual amount	Required proof before credit
5 percent of FY2026 direct spend	$8.306m target	Station plan, minimum staffing, labor and dispatch; proof of released appropriation.
10 percent of FY2026 direct spend	$16.613m target	Same, with multiagency exit costs and asset disposal proceeds separately shown.
1 percent of FY2027 services estimate	$0.2 million	Written procurement contract price and implementation cost net of existing procurement.
Move rather than eliminate funded posts	$0 in base	Vacancy/attrition schedule, overtime and recruit-academy offset.
Replace an apparatus later	$0 recurring in base	Unit deemed permanently unnecessary with coverage and maintenance impacts valued.

The station lifecycle planning floor of $10.880 million a year (32 illustrative stations × $17 million replacement value × 2 percent), together with roughly $5.013 million per year for calculable Reno and Sparks heavy/specialty fleet, indicates a $15.893 million minimum annual lifecycle provision. This is a planning floor, not a complete funded capital ledger. It is not added to the $94.980 million candidate project cash or the $139.180 million fleet replacement stock: each answers a different question and can overlap. Project-by-project matching of VIN, site, appropriation and restricted funding is the route to a defensible savings claim.

Medic-vehicle audit and TMFPD annual Capital Fund method. The corrected September 3 workbook contains 17 included ambulance/medic units priced at $6.386 million: Reno eight, Sparks two and TMFPD seven. The Reno/Sparks $0.857 million annual EMS-vehicle reserve screen is already within their approximately $5.013 million heavy/specialty subtotal, and TMFPD's seven units each carry a $0.300 million price and a five-year lookup life. Price ÷ life produces $0.420 million a year for TMFPD and a $1.277 million regional EMS-vehicle planning screen; $0.420 million is already within TMFPD's $3.410 million and the regional $8.423 million apparatus screen, not added a second time. TMFPD's actual annual reserve cells and replacement-year cells are blank in the corrected agency tab. The client reports an adopted Capital Fund Policy linked to property-tax receipts; a standalone policy, transfer percentage, dated receipt base, actual annual transfers, restricted opening balance and separate medic replacement schedule were not among the current uploaded source files. The model therefore recognizes that a policy exists but does not substitute the $0.420 million proxy for an approved policy transfer or present zero actual contributions.

Table 30-19. TMFPD Unit/role and capital funds

TMFPD unit/role	Age at FY2026; assumed due	Entered replacement price
FD0118 reserve	8 years; prior-year flag	$0.300m
FD0135 reserve	7 years; prior-year flag	$0.300m
FD0132 reserve	6 years; prior-year flag	$0.300m
FD0133 reserve / FD0134 frontline	4 years; FY2027 screen	$0.600m
FD4241 / FD4242 frontline	2 years; FY2029 screen	$0.600m
Seven included units	Five-year lookup; not an approved schedule	$2.100m

Age-implied timing is an assumption because the submitted year fields are empty. As a transparent catch-up stress, replacing all three previously flagged units and two FY2027 age-five units in FY2027 would cost 5 × $0.300m × 1.035 = $1.553m; replacing the remaining two in FY2029 would cost 2 × $0.300m × 1.035^3 = $0.665m. Five-year nominal cash is $2.218m. This schedule is not approved procurement, does not prove vehicle condition and must be replaced with the District's policy schedule. Funding the constant-dollar $0.420m provision for five years would accumulate $2.100m before investment earnings and project withdrawals; it would not by itself finance the $2.218m nominal cash when FY2027 replacement is front loaded. Actual opening Capital Fund cash, annual property-tax-triggered transfers and usable debt or grants control affordability. This is separate from the $59.600m regional gross apparatus plan and $94.980m candidate capital cash until vehicle-by-vehicle overlap is identified.

Figure 30-11. Seven TMFPD medics: price-and-age scenario versus $0.420m straight-line provision. The chart is not a District replacement schedule.

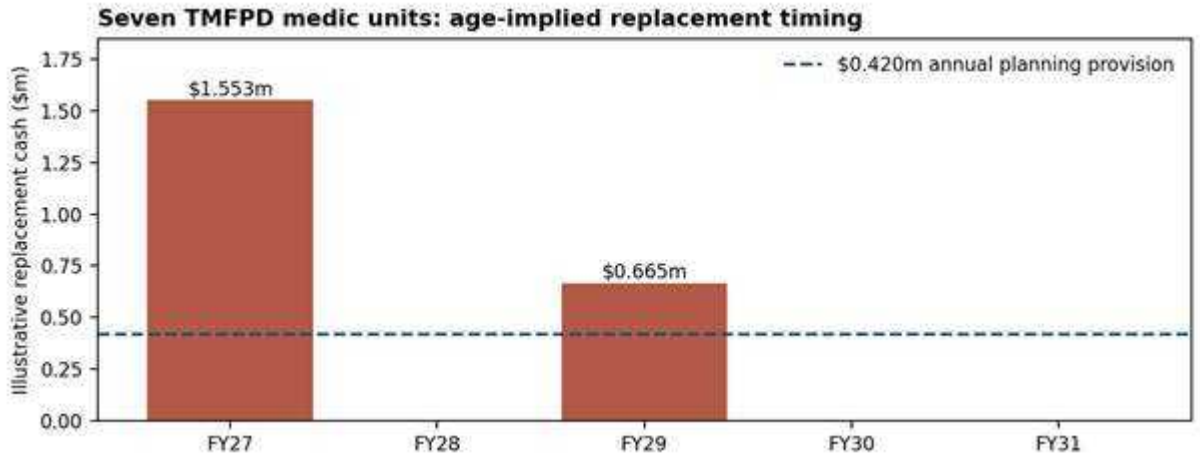
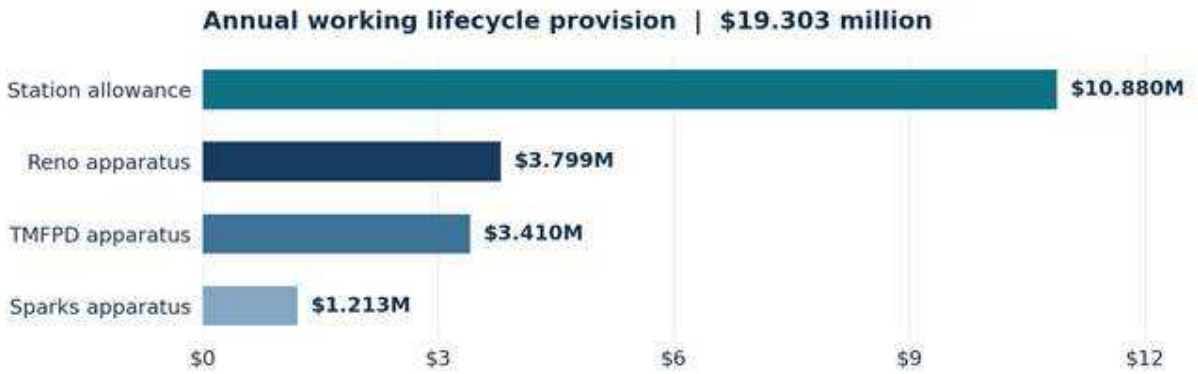


Figure 30-12. Gross annual replacement planning screen by apparatus owner and common station convention. Individual labels are rounded; no amount is automatically added to the cash model.



30.7 Deployment Models and Four-person Staffing

The operational recommendation is four-person companies where the coverage study requires them. Client-provided station counts identify 15 Reno stations already at four, six Sparks stations at three and 11 TMFPD stations at three. The primary illustration assumes one qualifying continuously staffed engine or truck company at each listed station; actual split companies, variable assignments, relief and station openings may alter the count. Sparks' 2025–27 firefighters agreement provides a normal three-person staffing floor on listed engines and aerial units and two for a medic, so a medic is not automatically included in the upgrade. The project paramedic roster distinguishes Sparks transport from Reno first-response and TMFPD engine/ambulance coverage. A signed company-by-shift roster must reconcile these descriptions before any hiring authority.

Pay and benefit harmonization for a new employer. Regional Alignment leaves three employers and existing labor agreements in place and therefore has no new harmonization charge. The GID and legislated totals carry source salary and benefit forecasts but no position-by-position grade mapping, successor bargaining agreement or harmonized salary line. To expose the possible scale without asserting a settlement, this separate gross sensitivity applies a 0 percent, 5 percent or 10 percent wage uplift to an assumed 25 percent of FY2027 source salaries ($90.591 million), with a 70 percent incremental benefit loading factor. These 25 percent and 70 percent inputs are stress assumptions, not measured bargaining outcomes or the existing NVPERS employer rate; the 5 percent scenario adds $1.925 million in FY2027 and $10.637 million on the same 25 percent/5 percent/70 percent assumptions against the reported $500.570 million five-year salary classification. It is outside all four published base budgets, all existing staffing additions and the $4.663 million OPEB amortization. Actual cost must compare each incumbent's grade, step, hours, incentive, overtime, leave, health, pension election and effective date, net of included wage growth and approved position releases.

Table 30-20. Scenario on source salaries

Scenario on 25% of source salary	FY2027 added cost	Five-year added cost
0% uplift	$0.000m	$0.000m
5% uplift, 70% benefit load	$1.925m	$10.637m
10% uplift, 70% benefit load	$3.850m	$21.274m

Formula: reported source salary × 25 percent affected payroll × selected wage increase × (1 + 70 percent incremental benefit load). Gross sensitivity only: confirm existing rate and overlapping forecast items before any appropriation.

Table 30-21. Station-specific deployment alternatives at FY2027 loaded rates USD millions14

Agency / alternative	Stations	Change in 24/7 seats	Paid FTE change	FY2027 cost / avoided cost	FY27–31 total
Reno remains at four	15	0	0.0	0.000	0.000
Sparks to four	6	+6	28.4	6.250	33.184
TMFPD to four	11	+11	52.1	11.459	60.838
Both agencies to four	17	+17	80.5	17.709	94.022
Reno down to three (risk case)	15	−15	-71.0	15.626 gross	82.960 gross

Figure 30-13. Four-person upgrade by agency versus maximum Reno three-person gross payroll avoidance; FY2027 only.

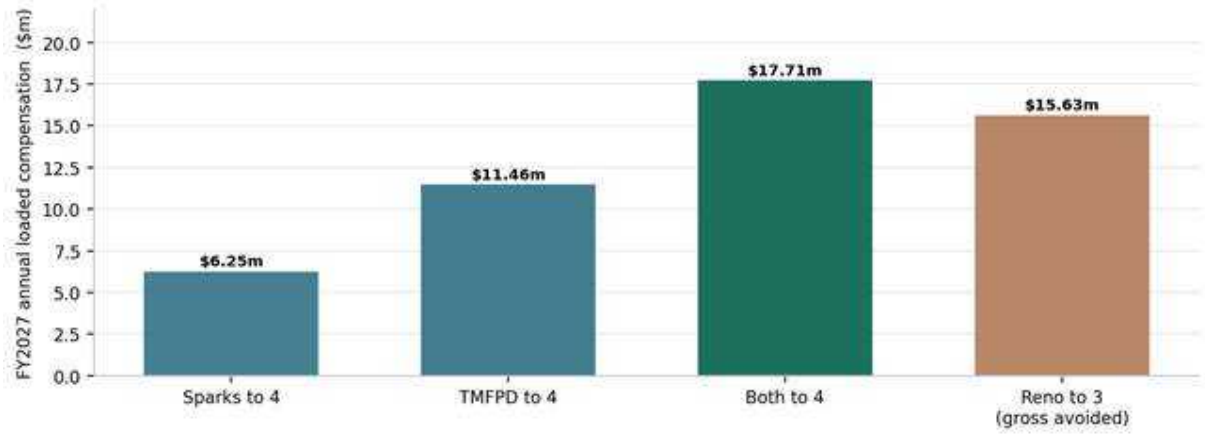


Table 30-22. FY2027–FY2031 17-post upgrade against the common budget ramp (USD millions)

Line	FY2027	FY2028	FY2029	FY2030	FY2031	Five year
Gross Sparks and TMFPD upgrade	17.709	18.241	18.788	19.352	19.932	94.022
Existing ramp provision in all four cases	2.083	4.292	6.631	6.830	7.035	26.871
Extra if all ramp seats confirmed same posts	15.626	13.949	12.157	12.522	12.897	67.150

[14] Post conversion uses 8,760 hours ÷ 1,850 productive hours = 4.735 paid FTE per continuous position and $0.220 million loaded annual cost per paid FTE in FY2027. No academy, fleet, pension transition or facility build is included. The Reno case is a maximum gross payroll avoidance, not a budget saving or operational endorsement. Three-percent annual pay escalation yields five-year totals.

Under the base plan the six-seat ramp is a common operational enhancement and is not verified as the same positions as any of the 17 station upgrades. Therefore the four-option cash tables neither add the 17 seats nor credit the Reno reduction; they remain distinct operational decisions. The bottom line is an explicitly conditional overlap screen: subtracting ramp positions is permissible only after budget and roster identifiers prove that those posts are already funded in the same years. Similarly, Reno moving to three cannot be counted as a regionwide offset while preserving a four-person operational standard; labor approvals, redeployment and calls-for-service must be assessed first. A phased four-person upgrade can be rerun by starting station and year; the model sheet exposes the cost by year.

30.8 Debt, Liabilities, and Fiscal Equity

30.8.1 Provisional Entity-level Settlement Inventory

TMFPD audited June 2025 liabilities total $98.288 million, including a separately disclosed $3.259 million EMS component; that stock includes a $59.091 million net pension measure from a different valuation date, bonded obligations, compensated absences and a historically measured OPEB liability. Its more recent June 2025 OPEB valuation reports $1.533 million net; the historical and updated OPEB amounts cannot be summed. The June 2026 indebtedness report gives $14.170 million bond principal, with supported annual payments already assumed in the original ongoing cost. Predecessor creditors, employees and trusts retain their legal claims unless an executed transfer and consents provide otherwise.

Table 30-23. Priced approach to inherited obligations (USD millions[15])

Agency	Proxy net OPEB stock	Added annual OPEB cash	Assumed bond payoff at transfer	GID personnel settlement cash
Reno	37.8	3.6	0.000	0.8
TMFPD	1.6	0.0	0.000	0.5
Sparks	10.4	1.0	0.000	0.2
Total	49.8	4.7	0.000	1.5

Reno's and Sparks's published pension balances are citywide and do not establish a debt transfer. PERS statutory and contractual employer contributions are treated as included in modeled benefits. This chapter assigns $0 incremental accelerated PERS payoff, not a zero pension liability. TMFPD's restricted OPEB trust assets cannot be used for station construction or operating payroll. The successor agreement must list bond principal by issue, mortgage or pledged revenue, termination and consent terms, installment schedules, leave and sick-time rights, general liability loss runs, grants subject to reversion and insured claim responsibilities.

The July 2025 NVPERS memorandum publishes a 58.75-percent Police/Fire employer-pay contribution rate for its applicable plan election. That is an existing payroll funding rule where applicable, not 58.75 percent of total fire expense and not a new merger premium. Each finance

[15] Zero bond payoff is an explicit assumption that each obligor retains and services its existing debt under current covenants. It does not assert absence of Reno or Sparks Fire-attributable debt. The settlement column is a one-time proxy allocated by FY2026 direct-cost weights; it is not a claims adjudication or actuary-certified leave balance.

director must match bargaining election, covered payroll and current contribution budgets before substituting a rate in the source benefit line; the base assumes included current service. This avoids charging retirement twice.

30.8.2 OPEB Funding Choice and Resource Equity

The base funds the estimated $49.8 million of past-service net OPEB across employers through an incremental $4.663 million annual 15-year amortization schedule. Current service and routine benefit expense are assumed in the source aggregate. If all attributed past-service liability must be trust funded on the legal start date instead, an illustrative immediate deposit is $49.8 million and replaces the five forecast-year installments of $23.3 million. The alternative raises five-year baseline cash by $26.5 million and GID cash by $25.7 million; the GID difference is lower because its two-month operating reserve also falls when annual OPEB amortization is replaced. It must never be added to the annual amortization. An actuarial certificate determines actual normal cost, amortization basis, available trust credit, covered employees and employer of record.

The FY2026 direct-cost weights are Reno 51.0 percent, TMFPD 32.4 percent and Sparks 16.6 percent. Applied solely as an example to the GID FY2027 additional support, these weights give Reno $49.4 million, TMFPD $31.4 million and Sparks $16.1 million. A negotiated fiscal-equity schedule should instead consider forecast calls and service level, taxable property, inherited assets net of liens, the origin and restrictions of funding, resident versus visitor demand and who keeps each predecessor obligation. The mechanism needs a baseline date, true-up, disputes and annual audit. The weights in this paragraph convey no legal payment obligation.

The existing revenue starting point is uneven. Countywide distribution rules, city tax overlays, TMFPD's separate levy, parcel mix and committed debt produce different capacity before any governance decision. The model intentionally holds a common regional continuation proxy to compare costs; it does not certify equal per-resident revenue, a transferable fire-specific levy or proportional free cash across jurisdictions. In every path, the parties should record existing receipts and inherited obligations by legal owner, then allocate new shared services by measured use and ability to pay subject to adopted policy. The differing FY2026 allocation valuations and FY2027 tax-area ceilings in Section 30.9 are observable evidence of why a simple FY2026 expense share is insufficient.

30.8.3 Transaction Accounting, Conversion Inventory, and Liability Firewall

Governmental mergers, acquisitions and transfers of operations have different accounting treatment under GASB Statement 69. A merger of legally separate governments without significant consideration generally uses carrying values; an acquisition with significant consideration generally measures assets and liabilities at acquisition value; a transfer of operations has its own carrying-value approach. Regional Alignment is a coordinated operating arrangement in this forecast, not a priced purchase or assumed statutory merger. The final auditor must classify any later GID or legislative transfer on its actual facts and record assets, debt, grants, compensated absences and commitments in the right entity. The cited rule informs the diligence inventory; it does not establish Nevada succession or funding authority.

Table 30-24. Predecessor evidence

Predecessor evidence	Baseline and Regional Alignment	GID or legislated conversion
Reno/Sparks secured debt	Issuers retain debt and scheduled source-paid service; accelerated payoff modeled $0.	List issue, restricted pledge, consent, defeasance price and document before any optional transfer.
TMFPD bond principal	$14.170m June 2026 dated stock retained; recurring service presumed in source.	Keep legal obligor unless bond counsel signs transfer; $0 accelerated payoff modeled.
OPEB and pension	Employer retains plan and makes estimated $4.663m combined added OPEB past-service payments.	Only actuary-approved attributed OPEB and trust succession; current PERS costs already within benefits.
Apparatus and stations	Title, depreciation, restrictions and capital remain with each owner.	Transfer only after VIN, valuation, useful life, liens, insurance and authorized conveyance.
Leave, litigation and claims	Existing employer remains responsible; no alignment exit settlement.	One-time cash proxy and stranded costs in entity budget; adjudicate insured claim tail.

A practical closing schedule should show each asset and liability at a common audited cutoff date, its legal owner, accounting carrying value, eligible funding restriction, proposed obligor, cash paid at closing, post-closing service and authorized signatory. A transferred asset is not a cash receipt, and assuming debt service in the September source does not extinguish the underlying bond. A manager can then compare the net asset package and future cash obligations before accepting a new entity's equity allocation.

Per-agency settlement status and closing protocol. Tables 30-9 and 30-9a identify estimated inherited OPEB stocks based on proxies agreed with the jurisdictions CFOs, first-year personnel cash allowances and documented debt/lease service by current issuer. The identified five-year debt/lease service is Reno $2.061 million, Sparks $6.567 million and TMFPD $6.495 million, totaling $15.123 million. The GID settlement cash entries are illustrative personnel allowances of approximately $0.8 million Reno, $0.2 million Sparks and $0.5 million TMFPD, not a liability payoff or negotiated settlement. Existing issuers retain obligations and $0 accelerated bond payoff is assumed, not established as legally sufficient. A binding settlement needs each predecessor's audited issue register, employee and claims tail census, bond call/pledge terms, pension and OPEB census, restricted cash, fair-value versus carrying-value analysis, creditor consent, treatment of citywide obligations, negotiated reimbursement/indemnity and signatures before a closing date. The public model remains a planning analysis pending those certifications.

30.9 Comparing the Models and Funding Strategies

The reported recurring source is already above continuation support in every option. After incremental cost and cash, Baseline and Regional Alignment have identical and lowest five-year additional funding requirements. GID and legislated conversion require separately priced formation, administration, predecessor settlement and opening liquidity. The comparison assumes identical

frontline deployment, 50-percent candidate capital overlap and $0 independently verified transferable cash. A new entity needs an enforceable revenue plan and documented transfer rights; a change of governance does not itself create resources. Funding scenarios are set out in Annex AE, Annual Funding Scenarios and Approval Tests.

Table 30-25. Funding strategy evaluated against the base cash gap

Instrument	Modeled new proceeds	Financial and legal condition
Predecessor annual appropriations	$0 committed	Issue approved five-year schedules; reconcile source continuation receipts to adopted budgets.
Capital borrowing	$0 in base; conditional sensitivity	Potential financing of eligible capital only if statutory authority, coverage, covenants and repayment are signed.
Property tax rate equivalence	$0 certified	Requires eligible parcel base, rate allocation, statutory room, abatement and collection forecast.
EMS transport reimbursement	$0 incremental	Do not credit without payer mix, provider contract, rate, cost and net collection proof.
Grants and donations	$0 incremental	Need award letter, restrictions, match and grant-period cash schedule.
Existing unrestricted cash	$0 transferable	Obtain bank balances, restricted-fund analysis and successor transfer authority.
Operating efficiencies	$0 credited	Signed contracts and net released appropriations after transition and backfill.

30.9.1 How Much Must Predecessors Actually Contribute?

The funding proxy already represents $950.974 million of five-year continuation support. A contribution scenario is useful only if it represents an increment over that proxy and its payer identifies an available, unrestricted appropriation. The following four tests allocate each year's remaining gap to additional predecessor support at 0, 50 or 100 percent, or phase the added support at 0, 25, 50, 75 and 100 percent across FY2027–2031. Each test leaves all four source budget lines, formation needs and required opening cash unchanged. One entity's contribution is not a new regionwide tax receipt unless it is genuinely additional and collected.

Table 30-26. Predecessor funding scenarios pending appropriations, tax-area valuation and legal review: five-year residual (USD millions)

Additional funded share of each annual gap	Baseline	Regional alignment	GID	Legislated
0%	285.910	285.910	437.181	445.124

Additional funded share of each annual gap	Baseline	Regional alignment	GID	Legislated
50%	142.955	142.955	218.590	222.562
100%	0.000	0.000	0.000	0.000
phase 0-25-50-75-100%	122.745	122.745	216.915	219.345

Under 50-percent additional predecessor funding, FY2027 alone still needs $48.455 million for GID and $48.832 million for legislation. The phased route begins at zero new funding and therefore leaves the full $96.910 million GID or $97.665 million legislated initial cash need uncovered. A 100-percent contribution closes the modeled residual arithmetically, but must be separately appropriated every year and does not establish that any predecessor can pay. Allocate documented direct-use costs first, then shared platform fees by agreed fixed and variable drivers; a blanket historic-spend percentage is only an illustration.

Table 30-27. Predecessor funding scenarios pending appropriations, tax-area valuation and legal review: unapproved FY2027 payments at 50% (USD millions[16])

Potential contributor	Direct FY2026 expense weight	GID new payment	Legislated new payment
Reno	51.0%	24.712	24.904
Sparks	16.6%	8.053	8.116
TMFPD	32.4%	15.690	15.812

30.9.2 Property Tax: combined ceiling, tax areas and feasible redesign

NRS 318.225 and 318.230 permit a properly formed GID to levy and collect taxes within its lawful powers, subject to overlapping rates and statutory constraints. A special act for a legislated authority must state its exact taxing powers. The published FY2026–27 schedule illustrates no simple additive property-tax room in Reno area 1000 or Sparks area 2000, each at $3.6600 per $100. TMFPD area 4000 totals $3.2402, area 4020 totals $3.4698 and area 4400 totals $3.6600. Headroom against the County budget's applicable $3.66 published maximum is therefore 0, 0, 0.4198, 0.1902 and 0 respectively; actual levy certification may be more restrictive under NRS 361.453, 361.455 and bonded-debt priority.

[16] Illustrative funding scenario pending appropriations: no contributor has committed these payments. The expense weights do not measure current revenue capacity, which is uneven under local distribution mechanics. Each payer must preserve inherited debt, OPEB and station inventory before an additional transfer; a legally equitable contribution formula remains to be negotiated.

Table 30-28. Published combined rates used in property-tax funding scenarios pending appropriations, tax-area valuation and legal review (USD per $100 assessed value)

Area and service	Published combined	Arithmetic to $3.66	Consequence for an ADDITIVE district levy
Reno 1000	3.6600	0.0000	Any new uniform increment requires replacement or rate reduction.
Sparks 2000	3.6600	0.0000	No incremental room shown in representative area.
TMFPD 4000	3.2402	0.4198	Potential room only on eligible property in this subarea.
TMFPD 4020	3.4698	0.1902	Less room because Sun Valley Water overlaps.
TMFPD 4400	3.6600	0.0000	Palomino Valley GID overlap removes simple room.

For scale, the FY2026 SCCRT allocation proxies total $30.181 billion across the three agencies. At assumed 90-percent effective yield, the annual gross arithmetic for a uniform $0.10, $0.25 and $0.36 rate per $100 is $27.163 million, $67.908 million and $97.787 million, respectively, *only if all assigned property is legally taxable at that rate*. Because the city portions appear at the published ceiling and TMFPD is a patchwork, none of those uniform additive amounts is certified available cash. Even assigning the entire $7.471 billion TMFPD proxy to its low-rate area 4000 produces only an upper-bound $28.227 million under the $0.4198 difference, and exaggerates capacity where property falls in areas 4020 and 4400. The GID FY2027 residual of $96.910 million would require an arithmetical $0.357 per $100 on the full $30.181 billion proxy; the legislated $97.665 million requires $0.360. These are hypothetical funding scenarios pending certified tax-area valuation and legal review, not expected or approved collections.

A workable district or authority plan would instead map certified assessed value by tax code and planned boundary; separate existing City, County, TMFPD, school and pledged levies; test legally permissible replacement or reallocation of old rates; and quantify any reduction in predecessor general resources. If a new fire levy replaces a city or TMFPD levy, the successor receives the associated cash but the predecessor loses it: that amount already embedded in continuation support cannot be credited again as incremental revenue. Annexation, exemptions, parcel abatements, debt priority and annual collection timing also affect yield. No property-tax receipt is booked until the treasurer and counsel certify the net new amount and the origin of displaced revenue.

30.9.3 Conditional Sales Tax Available Only Under the Tested Legislative Design

The legislated structure is screened for a dedicated fire and EMS sales/use tax that would need BOTH explicit legislative authorization for this purpose and a successful countywide voter measure under the proposed design. This is a modeled route, not current authority or a promised election outcome. Existing Nevada local sales tax provisions carry distinct purposes and approval methods; for example, NRS 377D.100 permits specified county taxes under its own approval rules and does not by itself dedicate receipts to this proposed regional fire authority. Neither GID nor Regional Alignment is credited with a dedicated new sales levy.

The Department of Taxation lists Washoe's existing countywide sales and use rate as 8.265 percent. Purely additive 0.10-, 0.25- and 0.50-point illustrations would put the combined rate at 8.365, 8.515 and 8.765 percent, before any future rate change. Those totals are arithmetic, not a finding that the increases comply with all statutory limits, existing earmarks, rate interactions or the proposed electorate question. The Legislature and tax counsel would need to write and validate purpose, maximum, collection date, remittance and sunset or renewal before a ballot and any budget entry.

Nevada Department of Taxation data show $13.416 billion in Washoe taxable sales for the complete FY2026 fiscal year ending June 2026. Holding that historical year constant and applying an assumed 95-percent net realization factor for refunds, collection and timing, a 0.10, 0.25 or 0.50 percentage-point levy yields $12.745 million, $31.862 million or $63.724 million, respectively, for a hypothetical full collection year. These are historical-base arithmetic scenarios, not a forecast of FY2027 taxable sales or the legally taxable base for a new levy. A start after July 1 would collect less in its first fiscal year. Without legislative authorization and the contemplated voter approval, the modeled proceeds remain $0.

Table 30-29. FY2027 gap less a hypothetical full year of legislated sales tax (USD millions)

Hypothetical tax	Net sales yield	No extra predecessor funds: residual	50% extra predecessor funds: residual
0.00 point	0.000	97.665	48.832
0.10 point	12.745	84.920	36.088
0.25 point	31.862	65.803	16.970
0.50 point	63.724	33.940	0.000

With no new predecessor support, closing the FY2027 legislated cash gap would take 0.766 percentage point of sales tax if the historical FY2026 base is realized for an entire collection year at 95 percent. A 50-percent newly appropriated predecessor share lowers this arithmetic rate to 0.383 point. A FY2027 taxable-sales forecast, implementation date, exemptions, remittance fees and rate-cap analysis remain necessary. Five-year proceeds cannot be certified by multiplying this full-year illustration by five. Sales and property taxes may cover distinct shares of the same annual residual only after verifying net incremental receipts without double counting.

Figure 30-14. Illustrative FY2027 funding requirement less a full year of conditional sales tax on the FY2026 base, with zero versus 50-percent newly appropriated predecessor funding. Enabling law and voter approval are assumed.

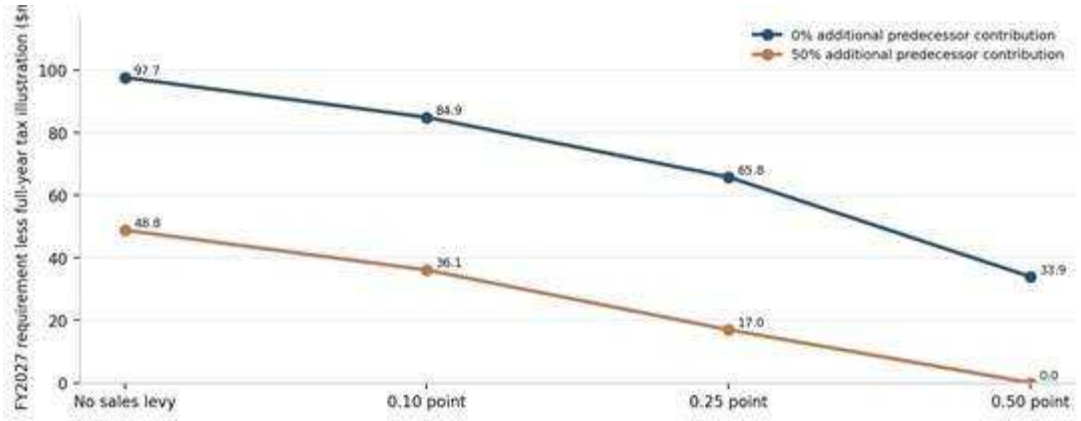


Figure 30-15. GID five-year funding sensitivity. Each single-factor case changes only the named driver; the combined case changes several.

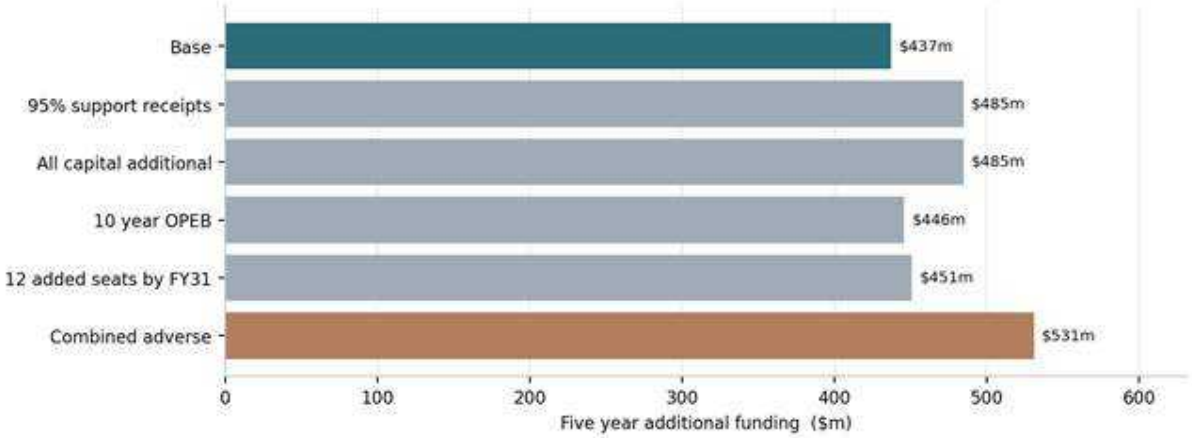


Table 30-30. Five-year sensitivity additional funding (in USD millions)

Case	Baseline	Regional alignment	GID	Legislated
Base	285.9	285.9	437.2	445.1
Support receipts at 95 percent	333.5	333.5	484.7	492.7
All capital cash additional	333.4	333.4	484.7	492.6
80 percent borrowing if authorized	257.5	257.5	408.9	416.8
OPEB amortized in ten years	294.2	294.2	445.7	453.7
Twelve added seats by FY2031	299.7	299.7	451.0	458.9
Three month opening cash	285.9	285.9	455.9	463.9
Combined adverse planning case	360.4	360.4	531.0	539.0

Case	Baseline	Regional alignment	GID	Legislated
Immediate full OPEB trust prefunding	312.4	312.4	462.9	470.8

The 95-percent continuation-receipt case changes revenue realization, not operating costs. The zero-overlap case treats the full potential project cash schedule as additional and pays it in current cash. Conditional 80-percent borrowing reduces first-year project cash but introduces debt service in each issuance year and beyond FY2031; it is not a grant or a net saving. A shorter OPEB payoff raises annual funding. The combined stress is a planning envelope that mixes support shortfall, full capital inclusion, conditional 60-percent issuance, faster OPEB funding and greater deployment. Because borrowing offsets some contemporaneous capital cash, this combined case is not necessarily the mathematical worst case. It is neither a probability estimate nor an adopted financing plan.

30.9.4 Reno and Sparks First as a Staged Conversion Test

A two-city first consolidation would leave TMFPD as a separate employer until a later decision. The workbook agency-driver forecast provides a narrow, comparable budget starting point for that stage. The two cities have $123.7 million of projected FY2027 direct Fire expense, rising to $156.1 million by FY2031, or $696.9 million in five years; TMFPD retains a separate $364.1 million direct-cost forecast. These are existing-agency direct categories, including their existing direct capital. They do not establish a new city-only entity's price or allocate the wider September source scope, candidate capital, tax receipts, employee benefits transfer, debt or formation cash.

Table 30-31. Staged two-city direct-cost comparator before successor adjustments (USD millions[17])

Forecast scope	FY27	FY28	FY29	FY30	FY31	Five years
Reno direct	92.3	97.9	103.8	110.1	116.8	520.9
Sparks direct	31.3	33.1	35.1	37.1	39.3	176.0
Two-city stage	123.7	131.0	138.9	147.2	156.1	696.9
TMFPD separately	59.0	64.9	71.8	79.6	88.8	364.1

City-first conversion budget and funding condition

For a complete management comparison, the model allocates the source entity program estimate to Reno and Sparks in each year using their share of the three direct agency cost forecasts (67.7 percent in FY2027, 63.8 percent in FY2031); TMFPD retains its matching share of the Baseline source estimate. Both entities retain their own OPEB installments and predecessor debt issuers. Only the city successor incurs the explicitly assumed administration, stranded cost, share of regional formation cash, one-time settlement and two months of opening unrestricted cash. The $950.974

[17] Historical direct agency drivers are linked to the workbook's Reno cost, Sparks cost and TMFPD cost sheets; displayed one-decimal figures may differ from the sum of separately rounded rows. Table 30-10f now supplies a conditional funded two-city successor scenario, with no consolidation saving assumed. A defensible stage budget requires the boundary and tax-area schedule; Fire-only labor and OPEB census; shared-chief and dispatch cost releases; staged administration, station and apparatus ownership; retained TMFPD agreements; Reno and Sparks creditor consent; a signed transition calendar; and a separately approved cash/revenue plan. Delay or later TMFPD entry changes the terms and must be modeled at the actual date.

million continuation-support proxy is allocated for an arithmetic bridge, but no jurisdictional receipt is represented as transferable.

Table 30-32. Reno–Sparks-first entity and TMFPD retained regional cash bridge (USD millions[18])

Regional stage cash line	FY27	FY28	FY29	FY30	FY31	Five years
Two-city entity annual recurring	152.958	161.886	171.150	178.822	186.667	851.483
TMFPD retained annual recurring	65.312	72.006	79.548	87.260	95.973	400.099
Net candidate projects (base)	7.386	12.311	12.742	9.876	5.174	47.490
City formation and settlement	3.024	2.583	3.209	2.214	0.573	11.603
City opening cash asset	25.493	0.000	0.000	0.000	0.000	25.493
Total cash uses	254.175	248.787	266.649	278.172	288.386	1,336.169
Continuation-support proxy	176.730	183.195	189.922	196.921	204.206	950.974
Additional support needed	77.445	65.592	76.728	81.250	84.180	385.195

The resulting $385.195 million five-year requirement lies between the three-agency Baseline ($285.910 million) and the three-agency GID ($437.181 million), largely because only the cities form the successor and need opening liquidity. The figure is a modeled requirement against a proxy, not a tax-rate recommendation. Under a later separately approved station program, the stage requirement rises to $496.587 million using the same portfolio scheduling convention, but the owner covenant must keep Reno, Sparks and TMFPD backlogs distinct. A legal design that leaves one city outside the entity, changes service deployment, assigns different pension/OPEB obligations or displaces its existing levy requires reforecasting this table. Refer generally to the Annual Comparative Cost and Cash Requirement in Annex Z.

30.10 Projected Statements, Key Parameters, and Deferred Maintenance

This section translates the existing fiscal plan into three linked, five-year pro forma statements for Regional Alignment, the proposed general improvement district (GID) and the legislated authority. The operating statement resembles an income statement; the cash-flow statement separates operations from new project investment and financing; the projected balance sheet carries only new activity after the analytical starting date. Each case uses the exact expenditure, continuation-support, capital and opening-liquidity figures reported in Sections 30.2–30.5. No tax receipt, signed incremental predecessor contribution, transferred asset or inherited liability is manufactured to make the statements balance.

Funding condition. The displayed three-statement case assumes managers first enact and collect the full annual additional support shown in the existing finance model. These are funding scenarios

[18] Stage assumptions footnote 1. City-first formation is 21/32 of the GID transition cash: $10.576m over five years. City FY2027 successor administration is $0.600m (3.5% annual increase), city predecessor retained cost $0.950m (25% yearly decay), city past-service OPEB $4.645m each year, first-year settlement 1% of Reno/Sparks FY2026 direct salary and benefits ($1.027m), and opening cash two months of FY2027 city recurring operations ($25.493m). TMFPD stays at its present employer with $0.018m of added annual OPEB cash. No new taxes, debt issuance, transition savings or assumed transfer of legacy city liabilities are credited. Existing candidate-project cash of $47.490m remains counted only once. The difference between the three source cost scopes is allocated by annual direct expense solely to price this illustration.

pending appropriations, tax-area valuation and legal review. That assumption exposes the assets and cash a viable financing package would create; it is not the project base case or evidence that the money is available. Without such funding, the identical cash-flow table would show the uncured annual exposure in the original case schedule, and no successor spending authority could be inferred from a negative modeled bank balance. Regional Alignment remains cost neutral relative to Baseline; its conditional support would fund the underlying common service gap, not a new alignment fee. See Annex AF's Integrated Consolidation, Pro Forma Budget and Cash Schedules.

30.10.1 Key Financial Parameters and Accounting Boundary

Table 30-33. Controlling inputs for the three-statement forecast[19]

Parameter	Base treatment and source
Planning window and starting position	FY2027–FY2031; incremental modeled opening cash, candidate asset additions and new debt all start at $0. This is not predecessor audited opening net position.
Continuation support and additional legal financing	Five-year support proxy $950.974 million. Signed additional support $0 in project evidence; conditional full-funding needs: alignment $285.910 million, GID $437.181 million, authority $445.124 million.
Candidate capital and excluded station stock	Gross five-year candidate cash $94.980 million; 50 percent assumed already in source spending, leaving $47.490 million additional. Owner station inventory $118.997 million remains separately controlled.
Asset expense and depreciation	Illustrative 70 percent of additional candidate projects capitalized; remaining 30 percent expensed. New capital only: 20 years straight-line, half-year addition convention.

[19] Chapter 30 project cost/support and cash schedules, owner station inventory, separate workbook Inputs, Cash and position, Deferred maintenance and three statement worksheets. Parameter values are forecast choices unless a public disclosure or project source is specifically identified. An annual actual-to-plan ledger by government, fund and asset is necessary before budget adoption. **Footnotes to Tables 30-12 through 30-22.** (1) GASB 34 distinguishes government-wide accrual reporting from governmental-fund modified-accrual reporting. The income-statement proxy and incremental balance sheet here are decision schedules, not an ACFR, a complete governmental-fund statement, or a legal representation of successor net position. Opening predecessor asset, receivable, payable, debt, pension, OPEB and grant-restriction balances are excluded pending a common-date audited conversion ledger. (2) The conditional revenue row equals the additional cash required above the project continuation-support proxy. No governing body has approved that row in the source evidence; a funding decision must precede spending. Any future tax needs rate, taxpayer base, existing-levy displacement, collections and legal approval review. (3) The model provisionally expenses source budget items including existing direct capital and treats past-service OPEB trust-funding cash as a planning program outlay. Those conventions do not determine GASB 75 OPEB expense; the responsible actuary and auditor must replace them before issuing financial statements. (4) The new candidate-project outlay is 70% capitalized and 30% expensed as an analytical assumption. Depreciation applies only to that new 70% using a 20-year straight-line useful life and half-year first-year convention. The 50% overlap with source capital cost must be resolved project by project; existing facilities and apparatus have no assigned book value in these sheets. (5) Newly issued principal is a financing cash outflow, not period expense; loan interest is expensed. No debt is issued in the case displayed. Existing bonds are carried by their current legal issuers and are not silently set to zero by these incremental statements. (6) Opening modeled cash is $0 **for the incremental portion only**. GID and authority statements finance and retain two months of unrestricted opening cash as an asset; Regional Alignment has no separate new entity, opening transfer or extra reserve. A $0 modeled cash balance for alignment says nothing about Reno, Sparks or TMFPD actual bank balances.

Parameter	Base treatment and source
Benefit and debt treatment	Added OPEB trust-funding cash $4.663 million per year under a 15-year, 5 percent legacy policy; existing source benefit cost is separate. Base new borrowing is $0; any issuance is a distinct lawful alternative, with interest expensed and principal financing cash.
Opening successor cash	GID $37.389 million and authority $37.506 million in FY2027, each based on two months of modeled recurring spending. Alignment adds $0 separate entity cash. These are balance-sheet assets, not operating expenses.
Deferred repair scenario	Gross separately identified owner repairs $5.947 million less $2.045 million known overlapping R4/R7 repair scopes = $3.902 million conditional repair balance. Owner/building condition and candidate-project overlap still require verification; base adds $0 cash from this inventory.

30.10.2 Five-year Linked Operating Results, Cash Flows and Balance Ssheets

The following statements deliberately show one fully financed illustrative case for each governance option. The workbook also preserves the unfunded base cash schedule and the 0 percent, 50 percent, 100 percent and phased predecessor contribution sensitivities. The annual new contribution on the projected operating statement matches that option's preexisting additional support requirement. The balance-sheet stock includes only retained newly funded cash and the modeled book value of newly added candidate projects, less any newly issued principal. Existing agency bank accounts, fleet, stations, receivables, bonds, compensated leave, pension and OPEB obligations are not measured by this incremental balance sheet and remain on the predecessor ledgers absent a documented transfer.

Table 30-34. Conditional five-year statement totals and FY2031 incremental position (USD millions[20])

Measure	Regional alignment	GID	Legislated authority
Continuation support, FY27–31	950.974	950.974	950.974
Additional conditional financing, FY27–31	285.910	437.181	445.124
FY2031 unrestricted incremental cash	0.000	37.389	37.506
FY2031 new capital net-book proxy	28.848	28.848	28.848
FY2031 new capital principal outstanding	0.000	0.000	0.000

[20] Conditional funding is hypothetical and must be enacted separately. The GID and authority hold the two-month cash target as an asset across the forecast, while Regional Alignment remains the existing three-agency arrangement with $0 separately assumed incremental cash. FY2031 new assets are identical because the same candidate capital and 70% capitalization proxy apply to all three; the table omits all predecessor owned assets and obligations.

Measure	Regional alignment	GID	Legislated authority
FY2031 modeled incremental net position	28.848	66.237	66.354

Regional Alignment financial statements

Conditional full-funding presentation: the incremental contribution line shows the lawful support still required each year, assuming it is separately enacted and received. Current evidence supports $0 signed incremental receipts; the cash and balance-sheet outcomes below are thus a decision scenario, not an adopted entity financial forecast.

Table 30-35. Regional Alignment projected operating statement (USD millions[21])

Statement line	FY27	FY28	FY29	FY30	FY31	5 yr / close
Continuation support	176.730	183.195	189.922	196.921	204.206	950.974
Previously signed added support	0.000	0.000	0.000	0.000	0.000	0.000
Conditional added support still required	37.492	51.027	60.904	66.122	70.365	285.910
TOTAL CONDITIONAL REVENUES	214.222	234.222	250.826	263.043	274.571	1,236.883
Recurring source estimate	198.108	210.847	224.544	239.282	255.148	1,127.929
Added personnel, benefit funding and program	8.727	11.063	13.539	13.885	14.249	61.464
New project interest	0.000	0.000	0.000	0.000	0.000	0.000
Formation and transition	0.000	0.000	0.000	0.000	0.000	0.000
Personnel and claims settlement	0.000	0.000	0.000	0.000	0.000	0.000
Noncapitalized new candidate projects	2.216	3.693	3.823	2.963	1.552	14.247
Depreciation on newly capitalized projects	0.129	0.474	0.912	1.308	1.572	4.396
TOTAL PLANNING EXPENSES	209.180	226.078	242.819	257.438	272.521	1,208.036

[21] Operating statement footnotes 1–3 below apply. The modeled net-position change reflects conditional financing, asset capitalization and depreciation; it does not represent certified governmental-fund surplus or a GASB statement of activities.

Statement line	FY27	FY28	FY29	FY30	FY31	5 yr / close
CHANGE IN MODELED NET POSITION	5.041	8.144	8.007	5.605	2.050	28.848

Table 30-36. Regional Alignment projected cash-flow statement (USD millions[22])

Statement line	FY27	FY28	FY29	FY30	FY31	5 yr / close
Opening incremental cash	0.000	0.000	0.000	0.000	0.000	0.000
Continuation support receipts	176.730	183.195	189.922	196.921	204.206	950.974
Signed new receipts	0.000	0.000	0.000	0.000	0.000	0.000
Conditional new receipts	37.492	51.027	60.904	66.122	70.365	285.910
Program, formation and settlement cash paid	206.835	221.910	238.084	253.167	269.397	1,189.393
NET CASH FROM OPERATIONS / FUNDING	7.386	12.311	12.742	9.876	5.174	47.490
Candidate capital cash paid	-7.386	-12.311	-12.742	-9.876	-5.174	-47.490
New capital borrowing received	0.000	0.000	0.000	0.000	0.000	0.000
Principal paid on newly issued debt	0.000	0.000	0.000	0.000	0.000	0.000
NET PROJECT AND FINANCING CASH	-7.386	-12.311	-12.742	-9.876	-5.174	-47.490
ANNUAL CHANGE IN CASH	0.000	0.000	0.000	0.000	0.000	0.000
CLOSING INCREMENTAL CASH	0.000	0.000	0.000	0.000	0.000	0.000
Minimum successor liquidity target	0.000	0.000	0.000	0.000	0.000	0.000
CASH ABOVE / BELOW TARGET	0.000	0.000	0.000	0.000	0.000	0.000

[22] Cash-flow footnotes 2, 4 and 5 apply. Negative project and principal rows are uses. The opening liquidity stock is financed in FY2027 and retained as cash; it is not charged again in later fiscal years.

Table 30-37. Regional Alignment projected incremental balance sheet (USD millions23)

Statement line	FY27	FY28	FY29	FY30	FY31	5 yr / close
Incremental unrestricted cash	0.000	0.000	0.000	0.000	0.000	0.000
New project assets less modeled depreciation	5.041	13.185	21.193	26.797	28.848	28.848
TOTAL INCREMENTAL ASSETS	5.041	13.185	21.193	26.797	28.848	28.848
Newly issued project debt	0.000	0.000	0.000	0.000	0.000	0.000
Cumulative modeled net position	5.041	13.185	21.193	26.797	28.848	28.848
LIABILITIES PLUS MODELED POSITION	5.041	13.185	21.193	26.797	28.848	28.848
BALANCE-SHEET RECONCILIATION	0.000	0.000	0.000	0.000	0.000	0.000

General improvement district financial statements

Conditional full-funding presentation: the incremental contribution line shows the lawful support still required each year, assuming it is separately enacted and received. Current evidence supports $0 signed incremental receipts; the cash and balance-sheet outcomes below are thus a decision scenario, not an adopted entity financial forecast.

Table 30-38. General improvement district projected operating statement USD millions[24]

Statement line	FY27	FY28	FY29	FY30	FY31	5 yr / close
Continuation support	176.730	183.195	189.922	196.921	204.206	950.974
Previously signed added support	0.000	0.000	0.000	0.000	0.000	0.000
Conditional added support still required	96.910	73.321	85.231	89.596	92.123	437.181
TOTAL CONDITIONAL REVENUES	273.640	256.516	275.153	286.517	296.329	1,388.154

[23] Balance-sheet footnotes 1, 4 and 6 apply. The FY2031 column is a closing stock, not a five-year sum. Zero on new project debt means no **new** capital issuance in the modeled base; it does not describe predecessor bonds or leases. The balance-sheet difference should equal 0.000 each year.

[24] Operating statement footnotes 1–3 below apply. The modeled net-position change reflects conditional financing, asset capitalization and depreciation; it does not represent certified governmental-fund surplus or a GASB statement of activities.

Statement line	FY27	FY28	FY29	FY30	FY31	5 yr / close
Recurring source estimate	212.565	226.615	241.721	257.360	274.177	1,212.438
Added personnel, benefit funding and program	11.772	13.652	15.800	15.908	16.105	73.237
New project interest	0.000	0.000	0.000	0.000	0.000	0.000
Formation and transition	3.043	3.937	4.889	3.374	0.873	16.116
Personnel and claims settlement	1.485	0.000	0.000	0.000	0.000	1.485
Noncapitalized new candidate projects	2.216	3.693	3.823	2.963	1.552	14.247
Depreciation on newly capitalized projects	0.129	0.474	0.912	1.308	1.572	4.396
TOTAL PLANNING EXPENSES	231.209	248.372	267.146	280.912	294.279	1,321.917
CHANGE IN MODELED NET POSITION	42.431	8.144	8.007	5.605	2.050	66.237

Table 30-39. General improvement district projected cash-flow statement (USD millions25)

Statement line	FY27	FY28	FY29	FY30	FY31	5 yr / close
Opening incremental cash	0.000	37.389	37.389	37.389	37.389	37.389
Continuation support receipts	176.730	183.195	189.922	196.921	204.206	950.974
Signed new receipts	0.000	0.000	0.000	0.000	0.000	0.000
Conditional new receipts	96.910	73.321	85.231	89.596	92.123	437.181
Program, formation and settlement cash paid	228.864	244.204	262.410	276.641	291.155	1,303.275
NET CASH FROM OPERATIONS / FUNDING	44.776	12.311	12.742	9.876	5.174	84.879
Candidate capital cash paid	-7.386	-12.311	-12.742	-9.876	-5.174	-47.490

[25] Negative project and principal rows are uses. The opening liquidity stock is financed in FY2027 and retained as cash; it is not charged again in later fiscal years. Cash-flow footnotes 2, 4 and 5 apply.

Statement line	FY27	FY28	FY29	FY30	FY31	5 yr / close
New capital borrowing received	0.000	0.000	0.000	0.000	0.000	0.000
Principal paid on newly issued debt	0.000	0.000	0.000	0.000	0.000	0.000
NET PROJECT AND FINANCING CASH	-7.386	-12.311	-12.742	-9.876	-5.174	-47.490
ANNUAL CHANGE IN CASH	37.389	0.000	0.000	0.000	0.000	37.389
CLOSING INCREMENTAL CASH	37.389	37.389	37.389	37.389	37.389	37.389
Minimum successor liquidity target	37.389	37.389	37.389	37.389	37.389	37.389
CASH ABOVE / BELOW TARGET	0.000	0.000	0.000	0.000	0.000	0.000

Table 30-40. General improvement district projected incremental balance sheet (USD millions[26])

Statement line	FY27	FY28	FY29	FY30	FY31	5 yr / close
Incremental unrestricted cash	37.389	37.389	37.389	37.389	37.389	37.389
New project assets less modeled depreciation	5.041	13.185	21.193	26.797	28.848	28.848
TOTAL INCREMENTAL ASSETS	42.431	50.575	58.582	64.187	66.237	66.237
Newly issued project debt	0.000	0.000	0.000	0.000	0.000	0.000
Cumulative modeled net position	42.431	50.575	58.582	64.187	66.237	66.237
LIABILITIES PLUS MODELED POSITION	42.431	50.575	58.582	64.187	66.237	66.237
BALANCE-SHEET RECONCILIATION	0.000	0.000	0.000	0.000	0.000	0.000

Legislated authority financial statements

[26] Balance-sheet footnotes 1, 4 and 6 apply. The FY2031 column is a closing stock, not a five-year sum. Zero on new project debt means no **new** capital issuance in the modeled base; it does not describe predecessor bonds or leases. The balance-sheet difference should equal 0.000 each year.

Conditional full-funding presentation: the incremental contribution line shows the lawful support still required each year, assuming it is separately enacted and received. Current evidence supports $0 signed incremental receipts; the cash and balance-sheet outcomes below are thus a decision scenario, not an adopted entity financial forecast.

Table 30-41. Legislated authority projected operating statement (USD millions[27])

Statement line	FY27	FY28	FY29	FY30	FY31	5 yr / close
Continuation support	176.730	183.195	189.922	196.921	204.206	950.974
Previously signed added support	0.000	0.000	0.000	0.000	0.000	0.000
Conditional added support still required	97.665	74.080	86.159	92.163	95.058	445.124
TOTAL CONDITIONAL REVENUES	274.394	257.274	276.081	289.084	299.264	1,396.098
Recurring source estimate	212.565	226.615	241.721	257.360	274.177	1,212.438
Added personnel, benefit funding and program	12.472	14.234	16.296	16.341	16.493	75.835
New project interest	0.000	0.000	0.000	0.000	0.000	0.000
Formation and transition	2.981	4.114	5.322	5.508	3.421	21.345
Personnel and claims settlement	1.485	0.000	0.000	0.000	0.000	1.485
Noncapitalized new candidate projects	2.216	3.693	3.823	2.963	1.552	14.247
Depreciation on newly capitalized projects	0.129	0.474	0.912	1.308	1.572	4.396
TOTAL PLANNING EXPENSES	231.847	249.130	268.074	283.480	297.214	1,329.744
CHANGE IN MODELED NET POSITION	42.547	8.144	8.007	5.605	2.050	66.354

[27] The modeled net-position change reflects conditional financing, asset capitalization and depreciation; it does not represent certified governmental-fund surplus or a GASB statement of activities. Operating statement footnotes 1–3 apply.

Table 30-42. Legislated authority projected cash-flow statement (USD millions[28])

Statement line	FY27	FY28	FY29	FY30	FY31	5 yr / close
Opening incremental cash	0.000	37.506	37.506	37.506	37.506	37.506
Continuation support receipts	176.730	183.195	189.922	196.921	204.206	950.974
Signed new receipts	0.000	0.000	0.000	0.000	0.000	0.000
Conditional new receipts	97.665	74.080	86.159	92.163	95.058	445.124
Program, formation and settlement cash paid	229.502	244.963	263.338	279.209	294.090	1,311.102
NET CASH FROM OPERATIONS / FUNDING	44.893	12.311	12.742	9.876	5.174	84.996
Candidate capital cash paid	-7.386	-12.311	-12.742	-9.876	-5.174	-47.490
New capital borrowing received	0.000	0.000	0.000	0.000	0.000	0.000
Principal paid on newly issued debt	0.000	0.000	0.000	0.000	0.000	0.000
NET PROJECT AND FINANCING CASH	-7.386	-12.311	-12.742	-9.876	-5.174	-47.490
ANNUAL CHANGE IN CASH	37.506	0.000	0.000	0.000	0.000	37.506
CLOSING INCREMENTAL CASH	37.506	37.506	37.506	37.506	37.506	37.506
Minimum successor liquidity target	37.506	37.506	37.506	37.506	37.506	37.506
CASH ABOVE / BELOW TARGET	0.000	0.000	0.000	0.000	0.000	0.000

[28] Negative project and principal rows are uses. The opening liquidity stock is financed in FY2027 and retained as cash; it is not charged again in later fiscal years. Cash-flow footnotes 2, 4 and 5 apply.

Table 30-43. Legislated authority projected incremental balance sheet (USD millions29)

Statement line	FY27	FY28	FY29	FY30	FY31	5 yr / close
Incremental unrestricted cash	37.506	37.506	37.506	37.506	37.506	37.506
New project assets less modeled depreciation	5.041	13.185	21.193	26.797	28.848	28.848
TOTAL INCREMENTAL ASSETS	42.547	50.691	58.699	64.304	66.354	66.354
Newly issued project debt	0.000	0.000	0.000	0.000	0.000	0.000
Cumulative modeled net position	42.547	50.691	58.699	64.304	66.354	66.354
LIABILITIES PLUS MODELED POSITION	42.547	50.691	58.699	64.304	66.354	66.354
BALANCE-SHEET RECONCILIATION	0.000	0.000	0.000	0.000	0.000	0.000

30.10.3 Owner Deferred Maintenance and the Conditional Cash Schedule

The three departments currently require six new or replacement station allowances totaling $102.000 million, two provisional modernizations totaling $11.050 million, and $5.947 million of separately identified gross repairs and maintenance. These are different decisions: the replacement allowances require site and design estimates; modernization factors are percentages of a uniform $17 million benchmark (as agreed by the CFOs of the three jurisdictions); repairs require condition, completion and scope checks. The Reno R4 and R7 repairs include $2.045 million of known duplication with their major-project presentations, leaving $3.902 million of conditional net repairs. The gross station portfolio remains $118.997 million and conditional gross less the two known overlaps is $116.952 million. Neither figure is a new five-year appropriation.

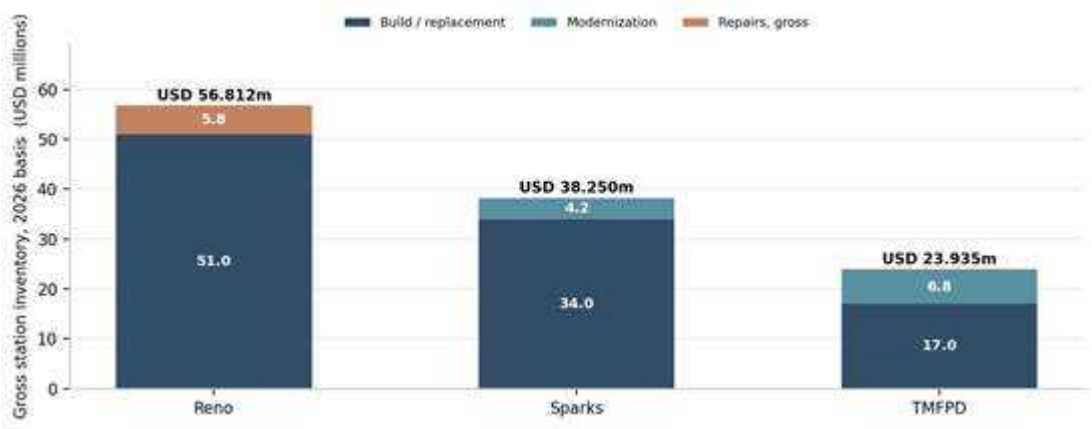
Table 30-44. Gross station inventory and repairs by responsible owner (USD millions[30])

Owner	Build / replace	Modernize	Gross repairs	Known overlap	Net repairs[1]	All gross
Reno	51.000	0.000	5.812	2.045	3.767	56.812
Sparks	34.000	4.250	0.000	0.000	0.000	38.250
TMFPD	17.000	6.800	0.135	0.000	0.135	23.935
REGION	102.000	11.050	5.947	2.045	3.902	118.997

[29] The FY2031 column is a closing stock, not a five-year sum. Zero on new project debt means no **new** capital issuance in the modeled base; it does not describe predecessor bonds or leases. The balance-sheet difference should equal 0.000 each year.

[30] The owner, not a successor, retains the obligation until a funded transfer agreement is executed.

Figure 30-16. Gross owner station inventory, separating new builds and replacement, provisional modernization and listed repairs. Duplicated Reno repairs remain in gross amounts and are reconciled in Table 30-23.



For screening only, allocating 100 percent of the $3.902 million conditional net repair balance in equal, constant-dollar payments over five years would require $0.780 million of additional cash per year. A 50 percent decision would use $0.390 million annually, and a 25 percent decision $0.195 million. These values show the scale of work; the project ledger has no verified completion dates, individual authorizations, separate tax or grant awards, prevailing costs or crosswalk proving which items are already in the existing $94.980 million candidate capital plan. The workbook therefore leaves base additional repair cash at $0, with a separate editable phasing control. Funding a 100 percent repair schedule would raise the five-year additional support need by at most $3.902 million only if all of that scoped work is genuinely incremental; actual incremental need can be lower after reconciliation.

Table 30-45. Optional constant-dollar repair cash outside the base (USD millions[31])

Conditional repair scope	FY27	FY28	FY29	FY30	FY31	Five year
25% of net listed repairs	0.195	0.195	0.195	0.195	0.195	0.975
50% of net listed repairs	0.390	0.390	0.390	0.390	0.390	1.951
100% of net listed repairs	0.780	0.780	0.780	0.780	0.780	3.902

Implementation trigger. Require each finance and facilities team to classify every owner row as complete, already appropriated, included in the candidate program, or newly needed. Record project ID, location, work order, construction-versus-repair policy, FY2027–FY2036 year, grant eligibility, scope overlap, escalation and owner debt/revenue pledge. A new entity may accept a station or

[31] These are management funding scenarios pending scope, appropriations, schedule, building condition and legal/owner review. The phase assumes no price escalation at the 2026 source cost basis, equal five-year installments and no engineering priority; changing the Inputs tab updates the workbook schedule. Add only the verified project-level amount absent from current operating and candidate capital cash, and retain each owner's burden in the contribution agreement. GFOA recommends condition assessment and coordinated multi-year capital/maintenance budgets.

maintenance obligation only with a signed conveyance, a funding source and a closing entry reconciled to both predecessor books; otherwise the backlog remains with that predecessor.

30.10.4 Conditional Construction and Repair Affordability

The repair-only sensitivity excludes construction and modernization. Table 30-25 retains each owner and converts its 2026 inventory into an equal-year affordability equivalent. It is not a construction schedule: land, additional bays, escalation, project timing and operating impact require site-level estimates.

Table 30-46. Owner capital stock and equal annual affordability equivalent (USD millions[32])

Owner	Build	Modernize	Net repairs	Conditional stock	Annual if fully new
Reno	51.000	0.000	3.767	54.767	10.953
Sparks	34.000	4.250	0.000	38.250	7.650
TMFPD	17.000	6.800	0.135	23.935	4.787
Total	102.000	11.050	3.902	116.952	23.390

Table 30-47. Five-year deferred-station funding exposure if entirely incremental (USD millions[33])

Newly authorized share	Added 5 yr cash	Annual equivalent	Baseline / alignment total	GID total	Authority total
0%	0.000	0.000	285.910	437.181	445.124
25%	29.238	5.848	315.148	466.419	474.362
50%	58.476	11.695	344.386	495.657	503.600
100%	116.952	23.390	402.861	554.132	562.076

30.10.5 Dated Station Construction, Maintenance and Scope Scenarios

The 2026 conditional source portfolio of $116.952 million is the agency-owned $118.997 million gross inventory after removing only the two identified R4/R7 duplicate repair presentations. This planning cash schedule places 35 positive source rows into a five-year delivery window; repairs are drawn 40 percent, 30 percent, 20 percent and 10 percent in FY2027–FY2030, and station builds and modernizations follow explicit site profiles in Annex AG. A 3 percent cost escalation from the source year produces $129.508 million in nominal priced draws. The schedule separately assumes six site allowances at $0.850 million each and proxy amounts for Sparks S4 ($0.250m), S5 ($0.150m), and logistics / community risk reduction space ($1.500m), or $7.785 million nominal after escalation. These nine planning entries are assumptions, not bids, and exclude architectural plans, land acquisition evidence, grants and construction debt.

[32] The screen applies each share after two known duplicate repairs, assuming no remaining item is in the $94.980 million candidate program or another funded project. Verify each match before a new cash request.

[33] These conditional ceilings are not approved budgets. Base cash already includes $47.490m of net candidate capital; funded or completed overlaps reduce the new need. Equal-year averages do not establish FY2027 liquidity or actual construction timing. Include only unmatched owner-approved draws when due, plus new-station operations. The workbook links the same screen.

Table 30-48. Owner-by-owner 2026 stock to nominal cash bridge, illustrative (USD millions[34])

Owner	2026 priced stock	Nominal priced draws	Assumed base match	Site nominal	New conditional cash
Reno	54.767	60.734	12.147	2.837	51.424
Sparks	38.250	42.514	8.503	4.015	38.027
TMFPD	23.935	26.260	5.252	0.933	21.941
Region	116.952	129.508	25.902	7.785	111.391

Figure 30-17. Conditional extra station cash by legal owner after the assumed existing capital match. New work requires a separate funding action.

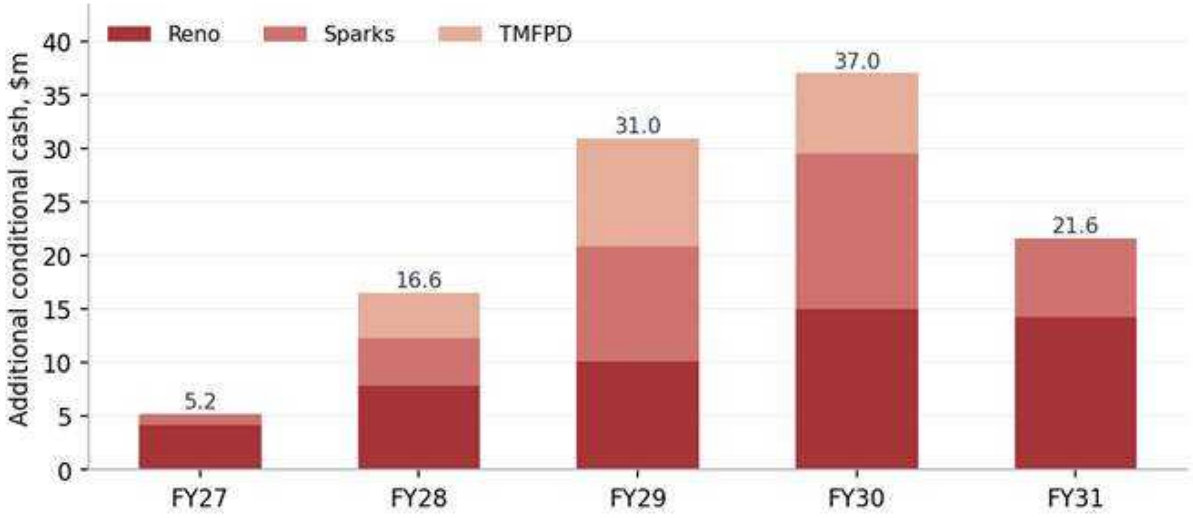


Table 30-49. Project-year source overlap and incremental funding screen (USD millions[35])

Five-year cash bridge	FY27	FY28	FY29	FY30	FY31	Total
2026 source portfolio escalated	5.985	19.593	36.380	42.916	24.635	129.508
Less assumed cash in source candidate plan	-1.197	-3.919	-7.276	-8.583	-4.927	-25.902
Extra site and allowances	0.433	0.881	1.860	2.684	1.927	7.785
New conditional cash	5.221	16.555	30.964	37.017	21.635	111.391

[34] Project cash footnote 2. The 20% candidate-project match is a modeling assumption, not a completed project-to-project audit. It totals $25.902m and is smaller than the existing $47.490m net candidate-capital cash both cumulatively and in each individual year; the remainder of that candidate cash stays available for other planned projects. Source inventory gross is $118.997m; net subtracts only $2.045m of known duplicate Reno repairs. The $7.000m of extra 2026-dollar scope is excluded from the original owner register and is assumed 100% newly funded. Owners bear their respective incremental cash until an executed transfer says otherwise.

[35] Cash footnote 3. The $25.902m presumed overlap is an assumed component of the $47.490m already contained in the four governance base cases; it is shown as a negative only in this incremental bridge and is never subtracted again from those base forecasts. Actual matching could be 0%: with identical timing and 3% escalation, conditional new cash would be $137.293m; a verified greater match lowers it. Matching must use project IDs, scope, tax area, original appropriation and construction period before adoption. All added draws are assumed pay-as-you-go.

Five-year cash bridge	FY27	FY28	FY29	FY30	FY31	Total
Already modeled candidate cash	7.386	12.311	12.742	9.876	5.174	47.490

Cash footnote 3. The $25.902m presumed overlap is an assumed component of the $47.490m already contained in the four governance base cases; it is shown as a negative only in this incremental bridge and is never subtracted again from those base forecasts. Actual matching could be 0%: with identical timing and 3% escalation, conditional new cash would be $137.293m; a verified greater match lowers it. Matching must use project IDs, scope, tax area, original appropriation and construction period before adoption. All added draws are assumed pay-as-you-go.

Operations and capital boundaries. The calendar assumes that each funded replacement or relocation reuses an existing company and has no incremental operating crew. If a station becomes a net new staffed company, the staffing module estimates one additional four-person 24-hour crew at approximately $4.167 million in FY2027 loaded pay (four positions × 8,760 hours ÷ 1,850 productive hours × $0.220m per paid FTE); escalate 3 percent annually from its actual in-service year. Do not add an already scheduled company from the separate 2/4/6-seat deployment ramp a second time. Property, utility, site and apparatus operating costs require location-specific approval. New project debt is $0; bond proceeds would require a term, rate, debt service and issuer-by-issuer legal review.

Funding consequence. If all conditional station work is newly authorized under these stated assumptions, total support above the continuation proxy is $397.301m for either neutral case, $548.572m for a GID and $556.516m for a legislated authority over five years. The city-first regional stage would require $496.587m. These conditional totals include the existing base candidate capital once and the newly scheduled owner projects once. They are scenario appropriations, not existing budget deficits, and do not confer a property levy or sales-tax entitlement.

30.11 Findings and Recommendations

Adopt one finance baseline. Have the three finance directors sign a single FY2026 and FY2027 reconciliation of fire-only and dispatch scope, all salaries and benefits, the $15.469 million July-to-September FY2027 difference, the source-scope allowance and revenues legally committed to Fire and EMS.

Set an explicit service roster. Verify the 15 Reno four-person, six Sparks three-person and 11 TMFPD three-person station counts against company-by-shift rosters and actual funded seats. Reconcile the 17-post four-person proposal against the separately included 2/4/6-seat budget ramp and price training, relief and specialty certification.

Obtain an actuarial and creditor settlement schedule. Obtain Fire-attributable city OPEB and PERS information, the current TMFPD valuation, all leave rosters, insured and self-insured claims, bonds by issuer and call, leases and consent requirements. Adopt one funding policy, whether amortization or immediate cash prefunding.

Audit every capital project. Match the $94.980 million five-year candidate schedule to the agency-owned $118.997 million station inventory, the fleet ledger, station completion and source appropriations by project. Resolve the known $2.045 million R4/R7 duplication, actual remaining overlap, building design and financing before drawing a cash timetable.

Certify opening cash and revenue before creating an entity. Prepare a 24-month weekly receipts and payroll projection, unrestricted predecessor bank and fund balances, trust exclusions, executed bridge support, property parcel mapping and statutory/tax counsel opinion. Preserve at least the board-approved cash policy from the start date.

Bind funding to governance. Seek signed predecessor increments above current continuation support; map each proposed district tax area and displaced existing levy; and for the legislative sales

option require enabling authority and the contemplated voter approval before booking a cent. Require annual cash coverage, successor ownership, claim tail and inflation true-up.

Sequence the decision. Approve a cost-neutral Regional Alignment work plan within existing agency appropriations first. Require a signed scope, documented released offsets, fair-share schedule and recalculated funding plan before any paid joint program begins. Advance GID or legislation only after cash, legal and actuarial conditions are certified.

The companion Excel workbook carries editable source and assumption cells, five annual cash waterfalls, benefit allocation calculations and formula-based consistency checks. The decision table is linked to the model. These planning estimates are suitable for option comparison and manager direction; appropriation, tax and debt actions require the separate certifications identified above.

Chapter 31: Legislative Considerations and Implementation Path

31.1 Purpose and Relationship to Existing Analysis

This chapter explains when legislation may be necessary to implement the Study's findings. It does not repeat the report's analysis of consolidation, governance, finance, workforce, emergency medical services, insurance, or transition planning. Regional Alignment is recommended as the near-term operating framework, while the participating governments and residents consider the service levels they are willing to fund and the longer-term funding and governance arrangements needed to sustain those services. Its purpose is to identify when legislation would be necessary, what policy choices must be resolved before a measure is requested, and how a supported proposal could move through the 2027 Nevada Legislative Session if legislation is pursued.

The Consolidation Analysis Framework explains the statutory purpose of the Study and the requirements established by Senate Bill 319. Options for Fire Service Consolidation and Governance Models for Further Consideration evaluate the available organizational forms and carry forward four models for decision. Fiscal Equity and Legacy Capital Protection and Workforce, Collective Bargaining, PERS address the principal financial and personnel issues. Chapter 30 provides the controlling financial comparison and funding analysis. The Insurance chapter, EMS Integration, and Transition Plan for Phased Regionalization address their respective subject areas in greater detail. Within the report sequence, this chapter follows the governance and financial analyses and should be read with those analyses.

The enacted requirements of SB 319 direct the participating local governments to complete an evidence-based study and transmit findings and recommendations, including any recommended legislation. They do not create a regional fire entity or require consolidation. Accordingly, a legislative recommendation should identify the authority needed to implement a supported service, funding, and governance package that is not available under existing law. Evaluation of that package should proceed concurrently with Regional Alignment and does not require Alignment to first prove insufficient. Legislation should not be used to postpone core decisions about participation, representation, revenue, succession, service responsibility, or transition until after enactment.

This chapter is a policy and statutory framework, not a legal opinion. Any legislative measure should be prepared by the Nevada Legislative Counsel Bureau and reviewed by counsel for the affected public entities, with specialized review as appropriate for public finance, labor, elections, emergency medical services, and ambulance-franchise issues.

31.2 When Legislation Is Necessary

Nevada law already supplies several tools for joint fire and emergency-service activity. Chapter 277 authorizes interlocal cooperation and may support shared dispatch protocols, closest-unit response, training, purchasing, prevention, planning, data, administration, or other jointly exercised functions. Chapter 318 authorizes general improvement districts with fire-protection and emergency-medical-service powers. Chapter 474 governs county fire protection districts. Options for Fire Service Consolidation discusses the capabilities and limitations of these mechanisms; that analysis is not repeated here.

The need for legislation depends on the model selected. Maintaining the current organizational structure or implementing Regional Alignment under Chapter 277 may require no statutory change unless counsel identifies a specific barrier. A Chapter 318 model could use an existing district framework but may require targeted provisions to address municipal participation, institutional succession, or the transition of existing city and district responsibilities. A purpose-built regional

political subdivision would require an enabling act defining its creation, powers, governance, revenue, accountability, and relationship to the participating governments.

Chapter 30 distinguishes those organizational powers from the availability of sufficient funding. Regional Alignment creates no new revenue source, and the participating governments have indicated that their capacity to increase appropriations is limited. The GID has existing statutory funding tools, but Chapter 30 identifies constraints on additional property-tax capacity and does not establish a sufficient additional funding source for it. Under these conditions, the legislated Regional Fire Authority provides the identified pathway among the evaluated models to new regional funding powers, if the public supports that approach. Chapter 30 illustrates a dedicated sales tax, but the legislative package could include other authorized revenue mechanisms. Neither legislation nor creation of an Authority guarantees sufficient funding.

The legal review should therefore apply the report's findings to the specific powers and provisions required by a supported proposal. Potential gaps include formation and activation across municipal and unincorporated territory; local-consent requirements; permanent governance and geographic representation; independent revenue and debt authority; succession to assets, liabilities, contracts, and public-employer obligations; the labor and PERS transition; the division between fire-based EMS response and ambulance transport; code adoption and enforcement; and procedures for later participation, withdrawal, or dissolution. These subjects become legislative issues only to the extent that the selected model cannot address them through existing law and enforceable agreements.

31.3 Decisions Required Before a Legislative Measure Is Requested

If public support warrants pursuing legislation, the participating governments should resolve the following policy questions before asking a sponsor or other authorized requester to advance a substantive measure. Each choice is already supported by a corresponding chapter of the report. Legislation should implement policy decisions developed through the Study, public engagement, and governing-body process, not become the forum for deciding the basic governance model. Any earlier request intended to preserve a legislative opportunity should identify the proposed subject and the decisions and approvals still required, as discussed in §31.5.

Table 31.1. Decisions, primary report analysis, and required legislative output

Decision	Primary report analysis	Required legislative output
Operating and governance model	Options for Fire Service Consolidation; Governance Models for Further Consideration	Selected model, statutory vehicle, scope of transferred or shared functions, and reasons existing authority is sufficient or insufficient.
Formation, territory, and representation	Governance Models for Further Consideration	Participating territory; mandatory or permissive participation; activation and local-consent process; initial and permanent governing body; appointment, election, districting, terms, and voting rules.
Revenue, fiscal equity, and legacy obligations	Fiscal Equity and Legacy Capital Protection; Chapter 30 financial analysis	Authorized revenue sources and limits; relationship to existing levies and continuing agency support; transition costs and opening cash; capital obligations; debt, reserves, liabilities, and taxpayer protections.

Decision	Primary report analysis	Required legislative output
Public support and funding approvals	Chapter 30; Transition Plan for Phased Regionalization	Defined service and funding package; required governmental and voter approvals; activation conditions; and treatment if sufficient funding is not approved or secured.
Workforce succession	Workforce, Collective Bargaining, PERS	Successor employer; bargaining obligations; accrued and vested benefits; PERS and other post-employment obligations; seniority, classification, claims, and transition authority.
EMS and ambulance interface	EMS Integration	Responsibility for first response, transport, dispatch, medical control, system oversight, reimbursement, licensure, and existing franchise rights.
Service standards and accountability	Service, deployment, risk, and governance chapters	Required standards, geographic and incident-level reporting, audit and public-meeting duties, equity safeguards, and authority over prevention and local codes.
Transition and readiness	Transition Plan for Phased Regionalization	Transition body, concurrent workstreams, milestones, readiness findings, phased effective dates, contingency authority, post-implementation evaluation, and any withdrawal or dissolution provisions.

The financial decision is particularly important. Chapter 30 provides the completed financial comparison on which a proposed tax, assessment, fee, exemption, or transfer formula should be based. The selected funding package should reflect the services residents are willing to fund, the cost of the organization delivering them, and the required approvals. Any requested measure should be supported by a clear account of current and proposed revenue, transition costs, debt and legacy obligations, capital needs, and the distribution of effects among participating jurisdictions and taxpayers. Proposal-specific estimates should be reconciled with Chapter 30 so that existing support, additional revenue, and costs already included in the model are not counted twice.

The recommendation should also distinguish immediate operational actions from structural authority. Closest-unit protocols, automatic-aid improvements, common standards, shared training, data integration, or joint procurement may be implemented under existing authority without requiring a decision on full consolidation. Conversely, statutory authorization for a future entity may be made permissive or contingent on local and voter approvals, sufficient funding, and readiness findings. Each recommended result should therefore be identified as requiring legislation or as implementable under existing authority.

31.4 Minimum Framework of an Enabling Bill

If a supported model requires enabling legislation, the measure should contain enough policy direction to prevent unresolved governance, fiscal, service, and succession questions from being delegated to a future entity without standards. The detailed implementation subjects identified in Transition Plan for Phased Regionalization can be organized into five areas.

Legal creation and activation. State the public purpose; define the entity and participating territory; establish the initiation, hearing, consent, and activation process; create the initial and permanent governing bodies; prescribe representation, voting, ethics, and public-accountability requirements; and grant only the powers needed for the selected operating model. Specify the governmental and

voter approvals required for formation, revenue authorization, and activation, distinguishing those decisions where they occur at different times.

Funding and transfer of responsibilities. Identify authorized revenue and debt tools, approval requirements, fiscal limits, audits, reserves, and capital-planning duties. Define any continuing agency contributions and the conditions governing their adjustment or phase-out. Require sufficient funding for startup, opening liquidity, and recurring service commitments before operational transfer. Establish verified transfer-date inventories, valuation and cutoff methods, and responsibility for assets, debt, contracts, pending claims, liabilities, records, and legacy obligations, using the schedules and findings in this report as the starting point. Protect bondholders and existing contractual rights and provide a defined process for resolving transfer disputes.

Workforce succession. Identify the successor public employer and the authority needed to implement a lawful personnel transition. Address recognition of bargaining obligations, accrued and vested benefits, PERS and other post-employment obligations, seniority and classification principles, pending grievances and claims, and the relationship between statutory protections and required collective bargaining.

Service and regulatory responsibilities. Define responsibility for suppression, rescue, specialized response, EMS first response, ambulance transport, dispatch, prevention, inspection, investigation, community risk reduction, and wildfire mitigation. Require adopted service standards and geographically specific performance reporting. Clarify medical control, licensure, reimbursement, franchise rights, code administration, permits, enforcement matters, mutual aid, data, and records.

Transition and long-term governance. Establish a transition body, required plans, readiness requirements, milestones, reporting duties, phased effective dates, limited contingency authority, and post-implementation evaluation. Provide rules for future participation, annexation or detachment where applicable, withdrawal, dissolution, and disposition of responsibilities if activation conditions are not satisfied. Address delayed or rejected funding approvals and insufficient receipts, including responsibility for continuing services and any authorized transition expenditure if operational transfer cannot proceed.

The bill should use the simplest legal vehicle capable of implementing the adopted model. It should not transfer functions merely because they could be placed in a regional entity, and it should not promise outcomes that the evidence cannot establish. If an important issue cannot be resolved before a bill is introduced, the bill should clearly state who will decide it, what standards will govern the decision, and how the decision will be documented publicly. Major policy questions should not simply be left to the future regional organization. Refer to the Legislative and Local Code Amendment Matrix in Annex AH.

31.5 If Legislation is Pursued

The 84th Session of the Nevada Legislature begins February 1, 2027. Under NRS 218D.205, a county or city request for a legislative measure ordinarily must be approved at a public hearing and submitted to the Legislative Counsel by September 1 before the session. For the 2027 Session, that deadline was September 1, 2026, and a local-government measure requested under that section must be pre-filed by November 18, 2026. The Legislative Counsel's 2027 local-government request form states that the prefiling requirement cannot be waived.

As part of the concurrent legislative-feasibility work, the participating governments should determine whether an existing request can legally accommodate the proposed measure. If no suitable request exists, an authorized nonlegislative requester may seek a written waiver based on exceptional

circumstances under NRS 218D.105; this does not waive the separate local-government prefiling requirement. An eligible incumbent or newly elected legislator may also use an available individual request on or before December 10 under NRS 218D.150. Any request submitted before the Study Board's final report should be sufficiently specific to preserve the intended subject while allowing the final policy details to reflect the completed analysis; NRS 218D.100 does not permit the subject matter of a request to be changed after submission.

A legislative request, by itself, would not constitute a decision to pursue full consolidation or approve additional taxes. Preserving a legislative opportunity should not be represented as public endorsement of the eventual service and funding package. If advancement of legislation is authorized, the participating governments would also need a principal sponsor, documented local-government positions, and clear drafting instructions. That information should state the selected model, statutory purpose, required powers, formation and consent process, governance, financing, succession principles, EMS interface, transition structure, affected laws, and known state and local fiscal effects. The Legislative Counsel Bureau, not the Study Board, will prepare the legislative text.

The 2027 Session provides a potential legislative opportunity, not a guaranteed formation or operational-transfer date. The participating governments should assess that opportunity alongside the public-engagement and funding work in Chapter 39. If a sufficiently defined and supported proposal cannot be advanced within the applicable legislative process, Regional Alignment and necessary service and budget decisions should continue while the legislative schedule is reconsidered.

Table 31-2. Legislative stage, record needed, and principal risk if not resolved

Stage	Record needed	Principal risk if unresolved
Request and sponsorship	Valid request; settled subject; principal sponsor; support in both houses; documented positions of Washoe County, Reno, and Sparks.	Missed deadlines, unavailable request capacity, or a proposal introduced without sustainable local sponsorship.
Pre-introduction development	LCB instructions; legal review; Chapter 30 translated into the proposed service and funding package; transition principles; stakeholder and public review; list of statutes and local provisions affected.	A measure that is internally incomplete, lacks public support, or requires fundamental redesign after introduction.
Fiscal and committee review	State and local fiscal effects; transition costs; revenue limits; responses to labor, EMS, rural/WUI, governance, and taxpayer concerns.	Adverse or incomplete fiscal notes, broad opposition, or referral to multiple committees without time for resolution.
Hearings and amendments	Consistent testimony, public evidence, amendment parameters, and authority to resolve technical issues without changing the adopted model.	Conflicting commitments, loss of key safeguards, or amendments that change the proposal's fiscal or operational basis.
Passage and executive action	Passage in both houses, concurrence in amendments, enrollment, implementation funding, and a clear record supporting gubernatorial action.	Late passage with unresolved funding or transition duties, veto, or an effective date that precedes operational readiness.

After introduction, the presiding officer determines committee referral. A regional-governance measure may involve government-affairs, revenue, and fiscal review, but the precise referral will depend on the measure's contents. Bills affecting state or local finances may require fiscal notes under Chapter 218D. The normal sequence is introduction and referral, public hearing, committee work session and amendment, passage by the first house, consideration by the second house, concurrence or resolution of amendments, enrollment, and presentation to the Governor for signature, allowance without signature, or veto. Nevada's 120-day regular session makes it especially important to resolve major policy questions before a bill is introduced.

31.6 Considerations if Legislation is Pursued

A legislative proposal should be proportional to the demonstrated need. The legislative record should distinguish problems that require statute from those that can be addressed through dispatch integration, automatic aid, closest-unit deployment, common standards, or interlocal administration. The operational improvements recommended in this report should proceed under existing authority where permitted. The separate funding need identified in Chapter 30 should be addressed concurrently, including consideration of new regional revenue powers through a legislated Authority if the public supports that approach.

Agreement among the participating governments would be important to both the legislative process and later implementation. The measure should clearly state whether participation is mandatory or permissive and what approvals are required before activation. Unresolved disagreement among Washoe County, Reno, and Sparks over participation, governance, service control, or financing would create both legislative risk and implementation risk. If legislation is pursued, development of the proposal should also include fire and EMS leadership, labor organizations, public finance staff, ambulance-system and medical-control representatives, rural and wildland-urban-interface communities, and other parties directly affected by the selected model. Residents should be presented with clear service and funding choices, including the consequences if additional funding is not supported.

The funding plan must also be clear before legislation advances. Chapter 30 provides the financial basis and models the Authority at a higher cost than Regional Alignment. The financial record should identify current and proposed revenue, whether any new charge supplements or replaces an existing charge, continuing agency contributions, transition costs and opening cash, debt and reserves, legacy capital obligations, expected operating and capital needs, and taxpayer effects by jurisdiction. The legislation should state the basis, limits, approval process, and permitted use of any revenue authority. It should not rely on later decisions to answer whether the new structure adds cost, shifts obligations, or changes existing protections. Authorization of revenue should be distinguished from the amount and timing of receipts, and implementation should depend on sufficient approved funding for the selected services.

Service and representation safeguards should address the different operating conditions of urban, suburban, rural, and wildland-urban-interface areas. The measure should require transparent service standards, reporting by geography and incident type, public capital planning, and a process for material deployment changes. These safeguards should protect accountability without locking in operational details that qualified fire and EMS leaders must adjust as conditions change.

Workforce transition and the EMS interface should be sufficiently resolved to support a fiscal note and implementation schedule. Enactment alone will not complete collective bargaining, resolve individual employment obligations, or alter ambulance licensure, medical control, or franchise rights.

The measure should authorize and sequence the required processes and assign responsibility for unresolved claims, contracts, and regulatory approvals.

Statewide insurance policy should remain separate from the decision whether to create a Washoe regional fire entity. The Insurance chapter evaluates mitigation documentation, insurer practices, consumer information, data, and possible statutory or regulatory options. Improved protection and verified mitigation may inform underwriting, but neither regional governance nor a mitigation designation can guarantee issuance, renewal, or premium reduction. Any insurance-related legislation should be evaluated on its own merits and should not be tied to a fire-governance measure unless there is a clear policy reason to do so.

31.6.1 Legislative Risks

Creating a Regional Fire Authority may require amending multiple NRS chapters, each of which touches different policy domains, committees and stakeholder interests. This range of statutes increases the risk of legislative resistance, jurisdictional disputes, and competing amendments. Fire governance changes may face opposition from cities concerned about loss of authority, unions concerned about workforce consolidation and area concerns about tax-cap flexibility. A proposed revenue package may also fail to secure legislative authorization or the required public approval, or may produce insufficient revenue for the selected service commitments. These possibilities should be addressed through explicit approval and activation conditions rather than an assumption that enactment assures implementation.

If insurance reforms are pursued separately, they may face pushback from carriers wary of new transparency requirements or reconsideration mandates. Those risks should be evaluated within the separate insurance proposal and should not be treated as an unavoidable component of Authority legislation.

31.6.2 Policy Risks

The policy risks center on implementation complexity and alignment across agencies. A Regional Fire Authority requires coordinated transfer of the personnel, assets, liabilities, and service responsibilities assigned to it, with each governed by different local ordinances and collective bargaining agreements. Changes to dispatch systems, fire codes, and EMS protocols should follow the selected scope and the report's recommendations rather than be presumed to require wholesale transfer. Misaligned expectations could also create political pressure or public dissatisfaction.

Chapter 30's higher modeled consolidation costs create an additional policy risk if residents expect organizational integration to reduce expenditure or finance service expansion without additional revenue. The service package must match the funding residents support and the revenues that can actually be secured. If those resources are insufficient to sustain current or increased services, the participating governments must explain and implement the necessary service adjustments.

31.6.3 Procedural Risks

Procedurally, a supported bill and its implementation require coordinated action across the affected jurisdictions, including Washoe County, Reno, Sparks, and TMFPD. The ordinances, interlocal agreements, transition plans, administrative regulations, and governmental or voter approvals required will depend on the selected statutory design and the responsibilities being transferred. Delay or refusal to provide a required approval could stall formation, alter participation, or prevent operational transfer.

Revenue commencement, bargaining, employer setup, asset and contract transfers, and administrative-system readiness may follow different schedules. If agencies lack resources or encounter technical challenges, implementation timelines may slip. Where existing staff cannot perform the required administrative, financial, or legal work alongside continuing duties, consultant assistance or other additional implementation capacity will create costs that must be funded.

Any separately pursued insurance program may require rulemaking, data-system development, certification protocols, and annual reporting, depending on its design. Those requirements should be evaluated separately. Combining fire governance and insurance reforms could increase procedural challenges during legislative drafting, legal review, and fiscal note preparation and should occur only where a clear policy reason supports doing so.

31.6.4 Collaborative Structures That Support Change

The most effective strategy for collaboration is to create and maintain shared governance and shared ownership. The Regional Fire Service Board, Management Committee, and technical working groups recommended in Chapter 29, together with the implementation and engagement arrangements in Chapter 39, provide the structure for that work. These bodies should use the report's findings and recommendations to coordinate operational improvements and develop the decisions needed for any supported legislative proposal.

Joint working groups, cross-agency steering committees, and interlocal transition teams allow each entity to participate in shaping operational standards and implementation requirements. Their responsibilities should be assigned through the recommended structure so that additional committees do not duplicate existing work. This reduces the perception that authority is being "taken" from any one jurisdiction and allows the participating governments to address regional needs through shared decisions.

Early agreement on common goals such as improved response times, consistent fire code enforcement where appropriate, and verified mitigation helps align stakeholders around shared public safety outcomes rather than territorial concerns. Public engagement must also allow residents to determine which services they are willing to fund. Collaboration should support an informed decision and should not presume approval of consolidation, additional taxes, or better insurance outcomes.

31.6.5 Operational Strategies That Improve Service Delivery and Reduce Conflict

Operational efficiency improves when agencies adopt standardized procedures, shared data systems, and common training and certification requirements. The dispatch coordination, closest-appropriate-unit deployment, common operating procedures, training, and performance-measurement recommendations elsewhere in this report provide the basis for that work. Coordinated fire code administration and dispatch protocols can improve consistency across the region, reducing duplication and conflicting standards. A unified fire code, regional service zones, or a transfer of dispatch responsibility should be used only where supported by the selected arrangement; they are not prerequisites to beginning Regional Alignment.

Agencies should use phased implementation, allowing operational improvements to proceed under existing employers and authority while service and funding choices are considered. If a supported consolidation option proceeds, responsibilities, personnel, and assets should transfer according to the approved plan and readiness conditions rather than all at once without preparation. Clear memoranda of understanding (MOUs), transparent timelines, and predictable milestones reduce uncertainty and help labor groups, city councils, and county commissions understand how changes

affect staffing, budgets, and service delivery. Regular cross-agency tabletop exercises, shared training academies, joint community education campaigns reinforce collaboration and build trust among operational teams.

31.6.6 Change-Management Strategies That Expand Capabilities While Minimizing Risk

The most important change-management strategy is proactive communication- internally, externally, and across all jurisdictions. Agencies should also adopt a unified messaging plan that explains the report's findings, the operational improvements that can proceed under Regional Alignment, and the service and funding choices facing the community. That communication should distinguish demonstrated benefits from potential benefits, explain Chapter 30's higher consolidation costs, and identify what each proposed funding package would purchase.

Residents should have a meaningful opportunity to determine whether they are willing to pay more to sustain current services or support increased services. If additional funding is not supported and no other sustainable source becomes available, the communication plan should explain the service reductions required to operate within available resources.

Finally, embedding continuous feedback loops including regular stakeholder meetings, public dashboards, and iterative policy refinement ensures that implementation responds to public decisions and observed performance. This approach strengthens long-term stability, reduces friction, and supports continuous improvement without presuming a particular governance or funding outcome.

31.7 Relationship to the Transition Plan

Transition Plan for Phased Regionalization contains the report's detailed implementation schedule and should remain the primary source for operational transition planning. This chapter does not duplicate its workstreams, inventories, work areas, or indicative timing. Regional Alignment, service and funding choices, public engagement, and initial legislative feasibility should proceed concurrently as described in Chapter 39. If public support warrants pursuing legislation, it should provide the authority needed to carry out the adopted transition plan and should identify who must make each readiness determination.

Any enabling legislation should allow implementation to occur in stages when doing so reduces risk and keeps responsibility clear. Shared planning, procurement, training, prevention, data, or dispatch protocols may begin before a broader transfer if independently authorized. Each phase should identify the entity responsible for every function, use measurable readiness requirements, require a public record of completion, and provide a limited process for adjusting milestones when prerequisites are not met. Effective dates should reflect operational readiness and any election, bargaining, finance, procurement, technology, regulatory, or contract dependencies identified in the transition plan.

Legislative enactment, legal formation, revenue authorization, commencement of collections, and operational transfer should be treated as distinct events. Administrative, financial, legal, workforce, and operational preparation may proceed in parallel where authorized and funded, but operational transfer should not occur until the required approvals, sufficient funding and opening cash, and critical readiness conditions are satisfied. No fixed minimum implementation period should be inferred merely by adding together work periods that can proceed concurrently.

31.8 Conclusion

The Study does not identify new legislation as necessary to implement the recommended near-term NRS 277.110 Regional Alignment framework unless counsel identifies a specific statutory barrier. Existing law may be sufficient for continued separate operations, Regional Alignment, or an interlocal administrative structure. Those operational arrangements do not, however, create the additional regional revenue needed to address the funding gap identified in Chapter 30.

Regional Alignment should proceed while the participating governments and residents determine the services they want and are willing to fund. Given the participating governments' limited capacity to increase appropriations and the funding constraints identified for the existing-law options, a legislated Regional Fire Authority provides the identified pathway among the evaluated models to new regional funding powers, if the public supports that approach. Chapter 30 illustrates a dedicated sales tax, but other authorized revenue sources could form part of a legislative package. The Authority is modeled at a higher cost than Alignment, and neither legislation nor consolidation guarantees sufficient funding.

If legislation is pursued, the participating governments should use this report's operational, financial, governance, and transition findings to define the proposal, obtain proposal-specific legal review, document their positions and public support, and resolve the major policy questions before a bill is introduced. Legislation should provide only the authority needed to implement a supported model and should not be used to predetermine full consolidation or defer major governance, funding, workforce, or service decisions until after enactment.

The region does not need to wait for Regional Alignment to prove insufficient before evaluating or developing a supported legislative proposal. Implementation should depend on the required governmental and voter approvals, a defined service commitment, sufficient funding, and demonstrated readiness. If additional funding is not supported or cannot be secured and no other sustainable source becomes available, the agencies will need to reduce services to fit available resources while continuing practical operational improvements through Regional Alignment.

PART 8: EMS INTEGRATION CONSIDERATIONS, DISPATCH ANALYSIS, AND CONSOLIDATION OPTIONS

Chapter 32: EMS Integration

This Chapter provides an integrated analysis of EMS. It evaluates EMS as a co-equal component of the regional public safety system and aligns EMS findings with fire operations, governance, financial modeling, and Standards of Cover considerations.

32.1 How the Regional EMS System Works

Emergency medical calls in Washoe County are processed through a multi-step, multi-agency chain. A 911 call is first answered by a primary Public Safety Answering Point (PSAP) - either the City of Reno, City of Sparks, or Washoe County regional dispatch - which conducts initial call intake including initial medical screening based on the caller's reported complaint and simultaneously dispatches fire units. If determined to be medical in nature, the call is then transferred to REMSA Health's dispatch center, where Emergency Medical Dispatch (EMD) staff apply a structured protocol to classify the call by priority and dispatch the appropriate ambulance resource. REMSA's ambulances are not assigned to fixed stations; instead, they are dynamically positioned across the region using a System Status Management (SSM) model and a real-time posting algorithm (Marvelis), which is intended to improve unit placement based on projected demand patterns and current unit locations. This approach is designed to support system-wide coverage but makes REMSA's unit locations less predictable to fire agencies that do not have real-time CAD visibility into REMSA's fleet.

Fire units are dispatched through their respective communications systems, with TMFPD fire resources dispatched by REMSA. On Priority 1 calls, either a fire unit or REMSA may arrive first, depending on location, unit availability, and other operating conditions. Fire personnel initiate Advanced Life Support (ALS) care where trained paramedics are assigned, and maintain patient care until REMSA's ambulance arrives. Patient care may then be transferred to REMSA's crew for transport to the appropriate receiving facility. This co-response model depends on effective coordination between agencies that operate independent dispatch centers, separate Computer-Aided Dispatch (CAD) systems, and different electronic patient care record (ePCR) platforms. When coordination works well, the model can support timely care initiation and transport. When it breaks down - due to communication gaps, multiple call transfers, incompatible technology, or unclear clinical authority - it can contribute to delays, duplicated effort, and risk to patient care. The findings in this chapter document both dimensions.

The governance framework for this system flows from Northern Nevada Public Health (NNPH), whose District Board of Health (DBOH) - a special district created under Nevada Revised Statutes Chapter 439 through interlocal agreement among Washoe County and the cities of Reno and Sparks - holds statutory authority to grant, regulate, and enforce the exclusive ambulance franchise. REMSA Health operates under that franchise. The three fire agencies - RFD, SFD, and TMFPD - are municipal and district public safety departments operating independently under their respective governing bodies, but participating in the regional EMS system through interlocal agreements, shared clinical protocols, and co-response arrangements. The EMS Oversight Interlocal Agreement and the 2026 REMSA Amended and Restated Franchise Agreement are the two instruments that formally define regional accountability, performance standards, and the boundaries of each agency's authority.

32.2 Analytical Context

The region's EMS system must be understood as a connected operational chain with interdependent stages, each affecting system performance:

- Call taking and triage
- Dispatch and communications
- Fire-based first response
- Ambulance transport response
- Medical control and destination decisions
- Unit recovery and return-to-service

Ambulance deployment, dispatch logic, and transport reliability affect fire unit availability, workload, and geographic service reliability directly. Fire-based EMS response practices affect how quickly care is initiated and how long resources remain committed. The regional system therefore requires a unified evaluation framework rather than separate fire and transport analyses.

Annex AJ characterizes the EMS system as “coordinated but not fully integrated” - a framing that is consistent with the operational findings from structured interviews and the quantitative data analyzed in this chapter. Per Standard of Cover background analysis, EMS incidents account for roughly 70–80 percent of total regional call volume, underscoring why EMS performance is central to the broader regional fire and EMS study. As described in the Background, REMSA’s dynamic posting model is intended to support regional ambulance coverage but creates friction when fire agencies lack real-time CAD visibility into REMSA unit locations. This lack of visibility is compounded by separate CAD systems and inconsistent mobile-data connectivity across agencies. Hospital offload delay - the time an ambulance crew spends at a receiving hospital before transferring patient care and returning to service - is identified in Annex AJ as an additional system constraint that reduces available unit capacity and compounds the ILS deployment problem described in Section 32.9. Zone-based response benchmarks confirmed by REMSA are included in Annex AI.

GIS-based response and deployment modeling is contained in the Standard of Cover section of this report and is incorporated here by reference; this chapter focuses on the EMS operational, governance, and implementation implications of those modeled results.

The primary quantitative data sources are the REMSA DBOH v12 workbook, the agency-level on-scene arrival statistics workbook (REMSA-provided), and the fire-first arrival interval workbook (REMSA-provided). These cover Priority 1 matched call events - the highest-acuity subset of the call load. Interview findings from the April–May 2026 structured interviews with all four agencies provide the operational context, agency perspectives on operational challenges, and agency perspectives on integration feasibility.

EMS findings and scenario assumptions were periodically coordinated with the Study’s Operations and Financial Modeling teams to maintain consistency in deployment assumptions, data interpretation, and financial inputs.

The 2012 EMS Systems Analysis remains a relevant historical baseline. Its identification of fragmented data systems, unsynchronized clocks, and dispatch inefficiencies as barriers to accurate performance measurement bears directly on interpreting the current datasets because several of those data-integration limitations remain while the new unified CAD platform is being implemented. The REMSA Benchmark Confirmation and the Daily Paramedic Staffing Analysis for Fire Agencies provide additional historical context for staffing models and comparative benchmarks referenced within the chapter.

32.3 Regional Patient Perspective and Response Time Trends

Patient perspective time measures the total elapsed time from the moment a 911 dispatcher answers the call to the moment the first emergency unit - REMSA Health or a fire agency - arrives at the scene. It is the most patient-centered measure of system performance: from the patient's viewpoint, help has not arrived until someone is physically on scene.

Table 32-1. Regional patient perspective - PSAP to first arriving unit (FY2018–FY2024)

Metric	FY18	FY19	FY20	FY21	FY22	FY23	FY24
P1 Median - PSAP to 1st Unit (mm:ss)	5:52	6:20	6:38	7:06	7:07	6:42	6:45
All-Priority Median (mm:ss)	6:14	6:36	6:54	7:29	7:32	7:10	7:16
Annual Call Volume	70,880	71,961	72,619	77,813	82,808	89,992	93,293
Population Estimate	451,923	460,237	469,801	473,606	479,385	486,784	492,041

Priority 1 median response time rose from 5 minutes 52 seconds in FY2018 to a peak of 7 minutes 07 seconds in FY2022 - a 21 percent increase - during a period that included COVID-19 system pressures and significant call-volume growth. Post-FY2022, times improved modestly to 6:45 (FY2024) but have not returned to pre-FY2020 levels.

Call volume grew from 70,880 in FY2018 to 93,293 in FY2024 - a 31.6 percent increase against a population increase of approximately 8.9 percent, suggesting rising per-capita EMS demand. These trends are consistent across all priority levels.

Zone-based response time standards - Priority 1 through 3 across Zones A through E - confirmed by REMSA through the IRQ benchmark process are included in Annex AI (see also Figure A-1, REMSA Response Zone Map). Approximately 96 percent of Priority 1 calls originate from Zone A, where the franchise standard is 8 minutes 59 seconds at the 90th percentile. Consistent with the region's geography, performance is generally strongest in the higher-density urban zones of Reno and Sparks, with greater variability in outlying suburban and rural areas.

The geographic distribution of total regional EMS call volume across REMSA Health, RFD, SFD, and TMFPD is shown in Annex AI, Figure A-2. The map provides a complementary view of where EMS demand is concentrated across the Study area and should be considered alongside the zone-based response-time analysis.

Note: REMSA provided FY2025–FY2026 Priority 1 performance at the 90th percentile; those results are presented against the applicable franchise benchmarks in Annex AI, Table A-2.

32.3.1 Fire Agency Code 3 EMS Response Time Performance

While Table 32-1 (above) presents the REMSA-side patient-perspective measure (PSAP answer to first-arriving unit, regardless of agency), the tables below present each fire agency's own Code 3 (lights-and-siren) EMS response-time performance for calendar-year 2025, broken out by response segment and geographic area (Urban, Suburban, and Rural/WUI). The incident populations used for each measure are identified below each table; call processing, travel, and total response are not limited to EMS incidents. These tables allow the fire-agency legs of the response - dispatch, turnout,

and travel - to be examined individually rather than only as part of the combined patient-perspective total. See the Zone-Based Response Benchmarks and Response-Zone Map in Annex AI.

Response Time Segments

Each table below reports performance across four response segments, consistent with how fire-agency CAD data records the response timeline:

Dispatch / Call Processing - the time from call receipt to unit notification.

EMS Turnout Time - the time from unit notification to the unit being en route.

Travel Time - the time from the unit going en route to arrival on scene, shown separately for Urban, Suburban, and Rural/WUI response areas.

Total Response Time - the cumulative measure from call receipt to unit arrival on scene, combining call processing, turnout, and travel into a single composite indicator, also broken out by response area.

Each performance interval is reported at the median, 85th percentile, and 90th percentile, alongside the applicable benchmark. NFPA 1710, 1720, and 1750 establish benchmark times for each of these segments, representing reference performance benchmarks for fire and EMS system design and evaluation. In practice, these benchmarks are often difficult to fully attain, and communities must ultimately weigh community risk, service expectations, and fiscal realities in determining the level of performance that is achievable and appropriate under present circumstances.

Data Notes, Constraints, and Methodology

The tables below are based on calendar-year 2025 incident-level data. Call processing, travel, and total-response measures use the qualifying Code 3 incident populations described below each table. EMS turnout uses the agency-specific EMS population identified in the accompanying note; Reno's EMS turnout measure includes EMS-related incidents regardless of response mode. These population distinctions should be retained when interpreting or comparing the measures. Only incidents with complete and chronologically valid timestamps for the applicable interval were included, and geographic comparisons exclude special-use or unclassified areas.

Table 32-2. Reno Fire Department - Response metrics for EMS Turnout and Fire/Other Code 3 Incidents (2025)

Source: Sparks Statistical Analysis; Code 3 (lights-and-siren) incidents, CY2025.

Response Area	Dispatch / Call Processing: Median	85th	90th	Benchmark	EMS Turnout Time: Median	85th	90th	Benchmark	Travel Time: Median	85th	90th	Benchmark	Total Response Time: Median	85th	90th	Benchmark
1:57	2:47	3:07	1:00	1:35	2:27	2:42	1:00	4:25	7:21	8:17	4:00	8:27	11:38	12:40	6:00	1:57
1:57	2:47	3:07	1:00	1:35	2:27	2:42	1:00	5:42	9:07	9:42	6:00	10:03	13:34	14:09	8:00	1:57
1:57	2:47	3:07	1:00	1:35	2:27	2:42	1:00	6:27	9:16	10:14	10:00–12:00	10:50	14:05	15:00	12:00–14:00	1:57

EMS turnout is the calendar-year 2025 all-EMS/medical population. Call processing, travel, and total-response values reproduce the table's 2025 narrative-confirmed fire/other Code 3 population; records require interval-specific valid timestamps, and geography rows exclude special-use or unclassified incidents.

Table 32-3. Sparks Fire Department - Response metrics for EMS Turnout and Code 3 Incidents (2025)

Source: Sparks Statistical Analysis; Code 3 (lights-and-siren) incidents, CY2025.

Response Area	Dispatch / Call Processing: Median	85th	90th	Benchmark	EMS Turnout Time: Median	85th	90th	Benchmark	Travel Time: Median	85th	90th	Benchmark	Total Response Time: Median	85th	90th	Benchmark
Urban	1:01	2:00	2:24	1:00	1:27	2:04	2:16	1:00	4:17	6:18	6:54	4:00	6:59	9:09	9:58	6:00
Suburban	1:01	2:00	2:24	1:00	1:27	2:04	2:16	1:00	6:24	8:29	9:16	6:00	8:46	11:40	12:17	8:00
Rural / WUI	1:01	2:00	2:24	1:00	1:27	2:04	2:16	1:00	3:30	NR	6:19	10:00–12:00	5:24	NR	8:37	12:00–14:00

The table reproduces qualifying calendar-year 2025 incidents identified as initially Code 3 with no documented downgrade. EMS turnout is limited to EMS-classified calls; processing and geography-specific travel/total-response rows retain the broader qualifying Code 3 population and exclude special-use incidents from the three response-area rows.

Table 32-4. Truckee Meadows Fire Protection District - Response metrics for EMS Turnout and Code 3 Incidents (2025)

Source: TMFPD Statistical Analysis; Code 3 (lights-and-siren) incidents, CY2025.

Response Area	Dispatch / Call Processing: Median	85th	90th	Benchmark	EMS Turnout Time: Median	85th	90th	Benchmark	Travel Time: Median	85th	90th	Benchmark	Total Response Time: Median	85th	90th	Benchmark
Urban	0:59	1:48	2:08	1:00	1:02	1:42	1:53	1:00	4:19	7:00	7:45	4:00	6:44	9:37	10:40	6:00
Suburban	0:59	1:48	2:08	1:00	1:02	1:42	1:53	1:00	4:41	7:24	8:00	6:00	7:09	9:52	10:37	8:00
Rural / WUI	0:59	1:48	2:08	1:00	1:02	1:42	1:53	1:00	7:02	12:16	14:12	10:00–12:00	9:38	15:27	17:47	12:00–14:00

The table uses the calendar-year 2025 rows from the supplied TMFPD Code 3 population. Processing begins at the recorded REMSA answer time, EMS turnout uses eligible EMS/medical incident-mobilization records, and travel/total response require valid eligible-unit milestones and an Urban, Suburban, or Rural/WUI classification.

32.4 On-Scene Arrival Pattern Analysis - Who Arrives First

The on-scene arrival analysis examines Priority 1 matched REMSA/fire incident records. The dataset includes incidents in which both agencies arrived, one response was cancelled before arrival, or both responses were cancelled, as reflected in Table 2 The regional dataset covers FY2020–FY2024 with 135,592 total matched call records.

Table 32-5. Regional on-scene arrival - Priority 1 matched calls (FY2020–FY2024)

Arrival on Scene	FY20	FY21	FY22	FY23	FY24	Total FY20-24
REMSA Health First	47.1%	48.0%	45.5%	48.5%	49.2%	47.6%
Fire First	40.7%	39.0%	38.0%	26.7%	26.0%	33.8%
REMSA Only (Fire Cancelled)	9.6%	10.2%	9.3%	13.2%	14.5%	11.4%
Fire Only (REMSA Cancelled)	1.6%	1.5%	1.9%	1.5%	1.7%	1.7%
Same Time	0.2%	0.2%	4.2%	8.9%	7.3%	4.4%
All Cancelled	0.8%	0.9%	1.1%	1.3%	1.3%	1.1%
Total Matched Calls (n)	24,249	24,176	29,756	28,792	28,619	135,592

Based on REMSA provided data, REMSA Health arrived first on 47.6 percent of all matched Priority 1 calls over the five-year period, compared to fire at 33.8 percent - a 14-percentage-point lead, with REMSA recorded as first more frequently than fire in the matched dataset. This difference widened over the period: the gap was 6 points in FY2020 and expanded to 23 points by FY2024.

REMSA-only responses (fire cancelled before arrival) grew from 9.6 percent in FY2020 to 14.5 percent in FY2024. The "Same Time" category grew from 0.2 percent to 7.3 percent - a pattern that warrants investigation to determine whether it reflects a genuine operational change or a CAD recording artifact. Interview findings with TMFPD leadership indicate that the high simultaneous-arrival rate in TMFPD data reflects the Limited Response Zone (LRZ) sub-contract model, where TM units transport patients under a REMSA sub-contract arrangement - **providing a likely operational explanation for the pattern**.

Table 32-6. Agency-level on-scene arrival - Priority 1 by agency (FY2019–FY2024)

Source: REMSA Health - provided data.

Agency / Indicator	FY19	FY20	FY21	FY22	FY23	FY24	Trend
RFD - REMSA Health First	50.0%	50.5%	53.2%	51.2%	54.8%	53.3%	Up
RFD - Fire First	36.9%	36.1%	32.9%	35.1%	26.4%	25.5%	Down
RFD - REMSA Only (Fire Cxld)	10.7%	10.9%	11.7%	10.7%	16.2%	18.5%	Up
SFD - REMSA Health First	42.7%	42.7%	44.0%	42.3%	46.1%	46.4%	Up
SFD - Fire First	47.9%	47.9%	46.3%	47.6%	42.8%	43.1%	Down
SFD - REMSA Only (Fire Cxld)	7.3%	6.9%	7.5%	7.3%	9.0%	7.7%	Flat

Agency / Indicator	FY19	FY20	FY21	FY22	FY23	FY24	Trend
TMFPD - REMSA Health First	35.0%	35.8%	27.5%	17.7%	18.3%	30.1%	Variable
TMFPD - Fire First	53.7%	53.6%	60.0%	40.0%	3.8%	2.9%	See Note
TMFPD - Same Time	2.0%	2.9%	3.3%	32.9%	68.9%	57.6%	See Note

DATA NOTE - TMFPD: The high TMFPD "Same Time" rate and sharp decline in "Fire First" reflect the Limited Response Zone (LRZ) sub-contract model under which TM units (M-32, M-45, M-46 at Stations 32, 45, 46) transport patients in exchange for reduced REMSA response time requirements. This was identified through TMFPD leadership interviews. The LRZ model represents an existing integrated operating arrangement that may warrant further evaluation for applicability elsewhere.

32.5 Fire-First Arrival Interval Analysis

When fire units arrive on scene first at Priority 1 calls, the time until REMSA Health's arrival is operationally important - it determines how long patients rely solely on fire-based care and how long fire units are committed before transport capabilities are present. The dataset covers FY2020–FY2024 with 44,665 fire-first incidents.

Table 32-7. Fire-first arrival interval to REMSA - Priority 1 (FY2020–FY2024)

Source: REMSA Health - provided data; fire-first matched calls, Priority 1, FY2020–FY2024.

Time Interval (REMSA after Fire)	FY20	FY21	FY22	FY23	FY24	FY20-24
Less than 1 minute	31.6%	30.5%	28.5%	34.3%	34.7%	31.6%
1:01 to 3:00 minutes	36.8%	32.7%	31.4%	34.6%	36.4%	34.2%
3:01 to 5:00 minutes	17.6%	17.0%	16.5%	15.0%	14.8%	16.3%
5:01 to 10:00 minutes	11.0%	14.5%	15.8%	10.6%	9.7%	12.6%
10 or more minutes	3.0%	5.3%	7.7%	5.5%	4.5%	5.3%
Total Incidents (n)	9,925	8,909	10,979	7,591	7,261	44,665

REMSA arrived within 3 minutes of fire in 65.8 percent of fire-first incidents, and within 5 minutes in 82.1 percent. The 5.3 percent of fire-first incidents with REMSA delays exceeding 10 minutes represents approximately 2,362 incidents over five years. FY2022 showed the highest rate of extended delays (7.7 percent), consistent with peak patient perspective times that year.

In 66 percent of the calls where fire arrived before REMSA and the two records could be matched, REMSA arrived within 3 minutes of the fire unit. In 18 percent of cases, the gap exceeded 5 minutes, and in 5 percent it exceeded 10 minutes. Those longer intervals are important because fire personnel may

be managing the patient for a longer period before transport capability arrives. The data do not establish when patient contact or treatment began, what care was provided, whether transport timing was appropriate, or whether the longer interval affected the patient's outcome. The calls with gaps exceeding 5 or 10 minutes should therefore receive focused clinical and operational review, including clear handoff criteria and evaluation of ILS deployment.

32.6 Dispatch Coordination - A High-Priority Operational Issue

Dispatch coordination was consistently identified during interviews across all four agencies as a high-priority and immediately addressable operational issue. The region operates with multiple primary PSAPs (Reno, Washoe County, and Sparks dispatch their own fire and law enforcement resources) and REMSA as a secondary EMS-specific PSAP. Medical calls are identified by the primary PSAP and transferred to REMSA for EMD processing and ambulance dispatch, which can introduce latency, multiple call transfers, information loss, and redundant caller questioning.

REMSA's internal dispatch performance is reported by REMSA as averaging 22 seconds from address identification to unit assignment. The reported coordination challenges are concentrated at the PSAP transfer interface and in the absence of cross-agency real-time unit visibility. Fire agencies cannot see REMSA units in CAD (and vice versa, with limited exceptions); REMSA cannot access Sparks or Reno radio systems on 800 MHz without patching; and fire agencies cannot receive real-time call status updates from REMSA.

Agency-specific dispatch concerns reported during interviews:

- RFD describes the current dispatch situation as a significant coordination problem. Reno dispatches medical calls on utterance (before full EMD), which can result in preliminary dispatches that REMSA later upgrades or downgrades - but downgrades are not reliably communicated back to fire units. Reno cannot formally conduct EMD because REMSA currently performs that function under the existing system, which Reno representatives identified as a source of delay and coordination concern.
- SFD identifies dispatch as a leading near-term operational issue. Response levels can begin differently in each CAD system with no real-time updates between them. Cancellations are communicated by phone when dispatchers are not busy - a process that can take several minutes. Sparks does not currently use AVL for any fire units.
- TMFPD identifies several dispatch concepts requiring alignment: ambulances are dispatched later than TMFPD believes is optimal; Emergency Medical Dispatch (EMD) - the structured questioning protocol that guides how 911 calls are classified and prioritized - is performed solely by REMSA, not by fire dispatch; call terminology varies between agencies; and transfer delays mean the same incident can receive different classifications in different CAD systems, creating confusion about resource assignments.
- REMSA's key dispatch concerns are the inability to access Reno and Sparks CAD in real-time, radio compatibility limitations (REMSA is on UHF and patches to 800 MHz - fire radios are 800 MHz Harris L3, and Logical Identification Number (LID) access to network capacity on the fire system is limited), and the absence of standardized cancellation and response-level update protocols.

Anticipated New CAD: All four agencies identified the new unified CAD platform's implementation as a major technological opportunity to improve dispatch coordination. The system is intended to allow all agencies to see each other's unit status and locations in real-time without physical PSAP consolidation, enabling AVL-based closest-unit routing and automated upgrade/downgrade notification if the participating agencies adopt those operating rules. Critically, Article 5.2 of the 2026 franchise agreement

now contractually requires REMSA to participate as a voting member of the new unified CAD platform's Manager's Board and to develop recommended regional call-taking processes in coordination with Reno, Sparks, and Washoe County. However, interviewees emphasized that technology alone will not solve the problem - common policies must accompany the platform. An existing or reconstituted Dispatch Policy Workgroup should develop aligned policies before and during deployment of the new unified CAD platform.

32.7 Governance and Contractual Structure

The 2026 REMSA Amended and Restated Franchise Agreement (effective July 1, 2026) establishes a clearer current-state framework than earlier agreements. Key provisions identified through document review and confirmed during interviews include:

The franchise agreement is executed between Northern Nevada Public Health (NNPH) - governed by its District Board of Health (DBOH), a special district created under Nevada Revised Statutes Chapter 439 through interlocal agreement among Washoe County and the cities of Reno and Sparks - and REMSA Health. DBOH is the regional public-health authority responsible for ambulance-franchise oversight under the current framework. It holds the statutory power to grant, regulate, and enforce the exclusive ambulance franchise, and may assess financial penalties of up to $10,000 per materially adverse noncompliance event following a formal Board review process. The 2026 franchise agreement is the primary instrument through which DBOH exercises that authority. For Reno Fire, Sparks Fire, and TMFPD, the DBOH's policy role is indirect but consequential: regional EMS protocols, medical control authority, and co-response governance frameworks all flow from the existing regional oversight and contractual framework.

Article 2.5 - The franchise is indefinite in duration with no fixed expiration date. DBOH may terminate for cause under limited circumstances or give five years' notice of its decision to choose a different franchisee; while REMSA may give five years' notice to terminate for feasibility concerns for or ten days' notice to terminate if it perceives risks or impediments to its operational or financial feasibility.

Article 2.6.3 - A formal franchise language review commences July 1, 2031 and recurs every five years. If the fire departments of Washoe County, City of Reno, and City of Sparks are consolidated into a regional fire department, the franchise language review is accelerated to begin within six months of consolidation implementation.

Article 2.4 - Formally requires REMSA Health and the DISTRICT to coordinate discussions with fire agency medical directors bi-annually to develop, monitor, and update action plans related to clinical and operational metrics.

Article 5.1 - Requires REMSA to establish 800 MHz communications capability and transition to the Washoe County radio system as an equal partner agency as access is made available. Access has thus far been limited due to system capacity (LID limitations).

Article 5.2 - Acknowledges that REMSA participates as a voting member of the new unified CAD platform's Manager's Board to develop recommended regional call-taking processes with fire agency and Washoe County participation.

Article 12.2 - Requires REMSA to submit quarterly ILS reports to the Regional EMSAB including number of ILS responses, upgrades to ALS, ILS transports, response times by zone, and - critically - number of calls requiring fire riders on ILS transports.

Article 17.4 - Provides a replacement-model termination pathway if the DISTRICT Board identifies, funds, and approves a more efficient model, publicly vetted and approved by the DISTRICT Board, City of Reno,

City of Sparks, and Washoe County, five years in advance of ending the Franchise Agreement with REMSA.

Attachment A - Non-Conforming Transport Protocol defining specific life-threatening conditions under which fire may transport (STEMI, uncontrolled hemorrhage, penetrating trauma with sucking chest wound, obstructed airway, other time-sensitive peri-arrest conditions), requiring REMSA consent and dual medical director review within 72 hours.

Zone-based response standards for Priority 1 calls; monthly, quarterly, and annual reporting obligations; and administrative performance expectations with corrective action thresholds.

The EMS Oversight Interlocal Agreement complements the franchise by vesting in the DBOH - through NNPH - responsibility for regional EMS performance monitoring, annual reporting, strategic planning, and participation in CAD-to-CAD interface efforts. Together, these two instruments constitute the formal governance basis for regional EMS accountability.

To strengthen transparency and accountability in EMS service delivery, this report recommends that the participating governments ensure that quarterly performance reporting is provided under the existing REMSA agreement. Consistent access to that reporting would support ongoing evaluation of EMS performance, including ILS responses, upgrades to ALS, ILS transports, response times by zone, and calls requiring fire riders on ILS transports, and allow the participating agencies to track the results of the operational improvements recommended in this chapter.

Any future EMS governance, dispatch, or transport model should be vetted for consistency with NRS Chapter 439, DBOH/NNPH authority, the controlling franchise agreement, and applicable Nevada EMS licensing and medical-control requirements.

FRANCHISE DURATION: The 2026 REMSA Amended and Restated Franchise Agreement is indefinite (Article 2.5) - there is no 2030 or any other expiration date. The first formal franchise language review is triggered July 1, 2031 (Article 2.6.3), recurring every five years. Any study reference to "2031 franchise renewal" should be understood as referring to this 2031 language review cycle, not a termination or re-bid event.

32.8 A Principal Limiting Condition: Data Maturity

The 2012 EMS Systems Analysis identified the region's information environment as one of its most significant structural weaknesses - documenting no central EMS data repository, multiple unlinked CAD systems, unsynchronized clocks, incomplete countywide AVL implementation, and built-in dispatch delay from fragmented system architecture. These findings provide historical context for the shared CAD, clock synchronization, unit-location visibility, and regional reporting improvements recommended in this chapter.

The current contractual documents show movement toward stronger reporting and interface expectations. Implementation of the unified CAD platform provides an opportunity to connect incident records, maintain consistent timestamps, improve visibility of available units, and support common dispatch processes across participating agencies. These operational improvements should proceed under Regional Alignment alongside the service, funding, and governance work described in Chapter 39. Recurring regional reporting should track call processing, response intervals, ambulance availability, ILS-to-ALS upgrades, and fire ride-alongs so that the agencies can assess the effects of the recommended improvements and adjust operating practices as needed.

The region's EMS transports are received across a network of regional medical centers, specialty care facilities, and a VA medical center, whose distribution and capacity directly influence transport times and offload performance. Hospital offload delay can also constrain system capacity. When ambulances are held at hospital receiving bays, unit availability decreases and ILS units are more likely to be dispatched to ALS-active fire scenes in their absence - potentially increasing the engine ride-along problem described in Section 32.9. Hospital wall-time was cited by all agencies as improving and no longer a regularly recurring problem, which interview participants attributed to improved communication and coordination with area hospitals.

32.9 Clinical Protocol and ePCR Interoperability Gaps

Interviews with all four agencies identified three connected clinical governance gaps that warrant regional attention because they can affect coordination, continuity of care, and operational efficiency in the current co-response model:

No Written Patient Care Handoff Criteria

No written protocol defines when fire initiates care, when REMSA assumes primary patient authority, or when fire units can release from scene. Day-to-day handoffs from fire ALS to REMSA transport default to on-scene judgment for standard calls. All four agencies identified the absence of written handoff criteria during interviews. The Non-Conforming Transport Protocol (Attachment A of the 2026 franchise) addresses only the narrow decision tree for a small number of critical, time-sensitive presentations - it does not provide routine handoff guidance for the majority of co-response calls.

ePCR Incompatibility

All three fire agencies use ESO as their electronic patient care record (ePCR) platform. REMSA uses ImageTrend. These systems do not share data automatically or in real time. One reported concern involves cardiac arrest patients: all agencies use Zoll cardiac monitors, but because the ePCR systems are incompatible, REMSA paramedics arriving on scene may disconnect the patient from the fire agency’s cardiac monitor and reconnect their own device - a practice that TMFPD identified during interviews as creating a potential interruption in monitoring continuity associated with documentation and data transfer. All agencies report patient data to the State of Nevada through the national NEMSIS standard, but this statewide reporting does not provide real-time visibility between agencies or support joint quality review.

Medical Direction, Protocol Coordination, and Joint QA/QI

Washoe County's regional EMS protocols are developed and periodically revised through a collaborative process involving EMS agency representatives and regional medical directors, with regional EMS oversight staff supporting protocol coordination and distribution. The EMS oversight program, which falls within Northern Nevada Public Health, coordinates the regional protocol meetings, formats the protocols and maintains the availability and distribution of protocols to the participating agencies through electronic and printed formats.

The current protocol-development and approval process lacks a standing forum that consistently convenes all regional medical directors. The Pre-Hospital Medical Advisory Committee (PMAC) - which historically served as the regional forum for bringing medical directors, agency representatives, and hospital leadership together to evaluate and review protocols - was recently dissolved following an extended period of inactivity. Its dissolution has left no standing body that convenes the region's medical directors collectively around protocol and operational matters. While each individual agency

medical director retains sign-off authority for their agency's protocols, there is currently no structured mechanism that uniformly engages all medical directors in a coordinated review process or supports consistent regional coordination. This represents an opportunity to strengthen regional clinical coordination within the existing EMS framework. An effort to bridge this gap is presently underway and should be supported.

Each fire agency maintains its own medical director; REMSA operates under its own medical director with a separate director for air operations. The clinical coordination issues identified through agency interviews support establishing a standing regional mechanism for resolving protocol differences or questions of on-scene clinical authority across agencies. An estimated 20 percent of protocols remain agency-specific appendices despite shared Washoe County regional protocols.

No shared formal joint QA/QI process exists. Interview participants identified HIPAA, data-sharing, and scheduling issues as barriers to establishing a structured multi-agency case review program. Individual agency QA practices vary significantly - TMFPD conducts 100 percent QA on all calls; REMSA is contractually required to review 5 percent plus all high-acuity calls. The Joint Advisory Committee (JAC) meets monthly with representation from all four agencies and functions as a workgroup that will report through the District Health Officer (DHO) to the EMS Advisory Board (EMSAB). The JAC currently serves in an advisory capacity and does not have delegated decision-making authority.

32.9.1 ILS Unit Deployment and Fire Unit Availability

A recurring operational concern identified during interviews involves the deployment of Intermediate Life Support (ILS) units to calls that may need ALS or where fire has already initiated ALS care. Because ALS care - medication administration, advanced airway management, IV access - cannot be handed off to a lower level of care, the fire ALS provider must either: (a) accompany the patient in the REMSA transport unit, taking the fire unit and assigned personnel out of service; or (b) remain on scene until an ALS unit arrives.

TMFPD described this as a daily operational problem, with fire personnel accompanying transports or remaining committed for extended periods, reducing fire-unit availability in the affected area. . SFD described it as intermittent but problematic. RFD identified concerns regarding the ability of fire paramedics to accompany patients when continued ALS care is needed, with potential implications for both care continuity and fire-unit availability.

Article 12.2 of the 2026 franchise agreement now contractually requires REMSA to submit quarterly reports tracking ILS responses, ALS upgrades, and the number of calls requiring fire riders on ILS transports. This data requirement should provide a stronger factual basis for evaluating the frequency, location, and operational effects of ILS deployment and for determining whether protocol or deployment changes are warranted.

32.9.2 Fire Agency ALS Staffing Baseline

The following table summarizes fire agency ALS staffing models based on information request responses from each agency, as documented in the Daily Paramedic Staffing Analysis for Fire Agencies. REMSA's deployment baseline is drawn from REMSA-provided operational data.

Table 32-8. Fire agency ALS staffing and transport capability baseline

ALS Staffing Element	RFD	SFD	TMFPD
Paramedic staffing model	ALS at Stns 2,3,7,9,12,13,14; 2027 expansion adds Stns 6,10,11. Stns 1,4,5,6,8,10,11 not currently ALS-designated.	Min 1 EMTP per engine per day; ambulances min 1 paramedic. Truck 11 (Stn 1) is BLS daily.	Policy: at least 1 EMTP on every first-out Engine and each medic unit. Policy P204.5 ALS-ILS conversion exists but rarely used. Stn 35 new, not yet staffed.
ALS-certified personnel	109 paramedics; 132 AEMT; 73 EMT; 1 EMS RN	Staffed per CBA minimum	Per staffing plan,
Transport capability	5 ambulances; 2 staffed; ~100 transports/yr (non-conforming transport per Attachment A)	Medic 51 (Stn 5): 1 ALS transporting ambulance, daily staffed; ~8 calls/day; ~5 transports	M-32 (Stn 32), M-45 (Stn 45), M-46 (Stn 46): 3 ALS medic units in Limited Response Zones under REMSA sub-contract
Response priority coverage	Priority 1 and 2 only	Priority 1 and 2 only	All priorities (1, 2, 3)
ePCR Platform	ESO	ESO	ESO

Annex AJ, Fire-Based ALS Deployment and EMS Integration Plan, provides a complementary, detailed treatment of the issues raised in this section. It sets out a phased strategy for strengthening fire-based ALS capability - beginning with a controlled pilot of targeted ALS squads or peak-period medic resources - while REMSA continues to operate as the exclusive ambulance-franchise holder and principal transport-system operator.

Table 32-9. REMSA health fleet and deployment baseline

Metric	Value / Description
Average daily ALS units deployed	41–45 ALS units
Average daily ILS units deployed	9–13 ILS units
Average daily BLS units deployed	5–10 BLS units
Average call-to-unit-assignment time	22 seconds (internal dispatch)
Dynamic posting algorithm	Marvelis (real-time unit positioning)
Fleet age - ambulances	4.9 years average
Fleet age - total fleet	7.7 years average
ALS cost per transport	Approximately $650

Metric	Value / Description
Radio capability	UHF primary; patches to 800 MHz; supervisory personnel only have 800 MHz
CAD platform	Own CAD (transitioning to Hexagon interface)
Shift planning tool	First Watch (9-week rolling historical demand with seasonal adjustments)

Beyond its core ALS/ILS/BLS fleet, REMSA also maintains specialized capabilities - including critical care transport, event medical support, and coordination with regional air medical providers - that supplement day-to-day system deployment.

32.10 Governance Perspectives and Integration Spectrum

There is substantial consensus across all four agencies on several integration principles: interview participants generally supported improved dispatch coordination, broader use of the new unified CAD platform, stronger regional governance and performance measurement, and continued evaluation of how fire and ambulance resources should work together with increased transparency and collaboration. No fire agency identified expansion into ambulance transport as a primary organizational objective**.** .

The principal difference among agency perspectives concerns governance and decision-making authority. REMSA generally favors building on the existing regional EMS and franchise structure, while fire agencies expressed interest in stronger and more formal representation in regional EMS decision-making. Interview participants raised differing views regarding the appropriate balance among franchise oversight, ambulance-system management, fire-agency participation, and clinical and operational authority. These perspectives should inform future governance discussions without, by themselves, determining the appropriate organizational model.

This chapter focuses on high-acuity Priority 1 calls. It should be noted, however, that low-acuity incidents likely account for a significant share of total EMS responses and subsequent transports across the region. Alternative response models - including nurse triage programs, behavioral health co-response teams, Mobile Integrated Healthcare (MIH) and Community Paramedicine programs, treatment-in-place protocols, and non-emergency transportation alternatives for patients who do not require emergency department care - fall outside the scope of this Study, though many of these programs are already operational within REMSA's current service model. Any comprehensive, whole-system approach to future EMS delivery in the region should consider how these lower-acuity pathways are structured, resourced, and coordinated across agencies, as they represent both a meaningful portion of system demand and a potential opportunity to improve system efficiency and patient care.

The Alliance Model. The alliance model is a public-private partnership structure for emergency medical services in which a local public entity - typically a city fire department or fire district - takes operational control of ambulance system management and deployment while contracting with a private company to supply vehicles, equipment, and staffing. This model may offer different reimbursement and cost-recovery opportunities: the Public Provider Ground Emergency Medical Transportation (PP-GEMT) Intergovernmental Transfer (IGT) program enables eligible public agencies to receive supplemental Medi-Cal reimbursements above the standard fee-for-service rate, with the funding gap bridged through voluntary intergovernmental transfers - a financial mechanism unavailable to purely private providers. Reno Fire, Sparks Fire, and TMFPD all currently receive GEMT reimbursement, making the public provider status of each agency a financial consideration in evaluating future EMS delivery options.

Interest in an alliance model was noted across the region, though at varying and generally modest levels. The concept has generated some minor workforce concerns around the housing and deployment of REMSA units at fire stations, though the effect of different deployment approaches would require further evaluation. Most paramedics in the region received their initial EMS training through REMSA-sponsored programs, creating a shared clinical foundation that may support future regional training and clinical-coordination efforts.

EMS Funding Landscape: GEMT and State Reimbursement Reform

GEMT programs provide supplemental Medicaid reimbursement that allows eligible public ambulance providers to recover a portion of the gap between standard Medicaid rates and the actual cost of service delivery. Within Washoe County, each of the three fire agencies maintains a limited ambulance transport capability - deployed when REMSA resources are unavailable, delayed, or insufficient - and qualifies for GEMT reimbursement on eligible Medicaid transports. Although fire agency transport volumes are modest relative to REMSA's overall activity, GEMT reimbursement provides supplemental revenue even at lower volumes and may represent a meaningful, although secondary, source of EMS cost recovery for eligible public providers.

Current federal Medicaid reform discussions include proposals that could limit or reduce supplemental reimbursement mechanisms, including GEMT, through restricted cost recovery methodologies, alignment with Medicare ambulance schedules, and increased federal oversight of intergovernmental transfer arrangements. Simultaneously, Nevada Senate Bill 424 (2025) introduces a statewide assessment mechanism applied to private ambulance providers - including REMSA - designed to draw additional federal matching funds into Nevada's EMS reimbursement system. While SB 424 does not mandate consolidation or directly govern fire agency operations, it creates additional reimbursement and reporting considerations that should be included in future EMS financial analysis. Potential changes to GEMT and other reimbursement mechanisms also support treating these revenues as supplemental and potentially variable rather than as a guaranteed funding source for future structural changes.

Table 32-10. Integration model spectrum

Integration Model	Description	Franchise Impact	Near-Term Feasibility
Status Quo Plus	Hexagon/Octave CAD, AVL dispatch, common operating policies - no structural change	None	High
Operational Integration	Improved Regional dispatch coordination, written handoff criteria, joint QA/QI, coordinated medical direction, shared ePCR or interoperable data exchange	May require agreement or franchise changes depending on scope	Medium-High
Alliance Model	REMSA units co-located in fire stations and/or dynamically deployed	Would require contractual and governance review	Low-Medium

Integration Model	Description	Franchise Impact	Near-Term Feasibility
Fire Transport Expansion	Fire agencies expand transport in defined zones or call types	Would require franchise and regulatory review and, depending on scope, amendment	Low-Medium
New Regional EMS Entity	New regional governance structure that could require use of the replacement-model or other applicable provisions of the 2026 franchise agreement, together with participating-government approval and any required statutory or regulatory action	Major structural and contractual action subject to the applicable 2026 franchise provisions	Low

32.10.1 Comparative EMS Governance and Delivery Benchmarks

Comparative EMS Benchmarking. Review of selected western regional EMS systems - including Clark County, Nevada; Contra Costa County, California; King County, Washington; and San Mateo County, California - shows that effective regional integration can occur under different governance and transport structures. The most transferable practices for Washoe County are aligned dispatch, common medical oversight, shared performance measures, and clearly defined transport responsibilities rather than any single ownership model. Financial comparisons are not directly transferable because reimbursement mechanisms - including public-provider GEMT and other Medicaid funding structures - vary materially by state and provider type.

Benchmark sources: official EMS agency and contract materials from Clark County/Southern Nevada Health District, Contra Costa Health EMS/Contra Costa County Fire, Public Health–Seattle & King County Medic One/EMS, and San Mateo County Health EMS.

32.11 Existing Agency Policies Support Practical Integration

The regional agencies already employ several integration practices:

- TMFPD supports closest ALS response regardless of affiliation, using flex staffing, limited response zone dispatch logic, and structured cancellation practices. The LRZ model (Stations 32, 45, 46) is a current example of operational integration.
- Sparks Fire uses closest-appropriate-unit logic, and defined operational channel use with REMSA; a pre-planned enhanced aid arrangement with TMFPD uses closest-appropriate-unit dispatch between those two agencies.
- Reno Fire uses cancellation validation rules and patched radio/talkgroup practices supporting coordinated EMS operations.
- Regional EMS protocols include medical control fallback rules and MCI destination coordination - the joint MCI plan exercises annually and represents a functioning example of joint planning that could serve as a model for other protocol areas.

32.12 Unified Fire and EMS Performance Measurement

Credible regionalization or integration analysis requires a connected set of metrics:

- Time to first care (fire or REMSA on scene, by incident acuity and zone)
- Time to transport arrival (REMSA arrival when fire is first, and transport time to destination)
- Unit reliability and saturation (unit-hour availability by zone and time of day)
- Geographic equity (response time distribution by zone, not just aggregate medians)
- Commitment duration and return-to-service (fire unit time on EMS incidents and suppression coverage impact)
- ILS-forced fire engine ride-along frequency (as a system performance metric, now reportable under Article 12.2)
- Hospital offload/wall-time by receiving facility: tracking ambulance-to-patient-transfer time at each hospital as a system constraint metric, enabling destination load-balancing and surge capacity coordination where supported by available data

32.13 Conclusions

The analysis supports eight principal conclusions.

First: EMS and fire operations function as an operationally interdependent regional response system and should be analyzed that way.

Second: The 2026 REMSA franchise agreement provides the appropriate current contractual basis. It is indefinite in duration (Article 2.5) with no fixed expiration. The first formal language review begins July 1, 2031 (Article 2.6.3). Earlier franchise documents are superseded.

Third: Dispatch coordination was consistently identified as a high-priority near-term operational issue. The new unified CAD platform is a major technology component of that effort , but common policies must accompany the technology. The 2026 franchise contractually requires REMSA's participation in the new unified CAD platform's governance (Article 5.2).

Fourth: Four connected clinical governance gaps - no written patient care handoff criteria, ePCR incompatibility, inconsistent medical-direction coordination, and potentially duplicative transport-unit deployment - warrant regional attention because of their potential effect on care continuity and operational efficiency. All are addressable without structural reorganization or franchise amendment.

Fifth: The most actionable near-term opportunities lie in dispatch coordination (the new unified CAD platform + common dispatch policy workgroup), written handoff and cancellation standards, ILS deployment governance, ePCR integration, and joint QA/QI - all advanceable under the current governance framework.

Sixth: Structural alternatives should remain under consideration but should be evaluated only after the baseline system is measured reliably and tied to real financial and operational data. The 2031 franchise language review cycle provides an appropriate opportunity to reassess structural arrangements if measured experience shows that important problems remain unresolved under the existing framework. Fire agency consolidation would trigger an accelerated six-month review under Article 2.6.3

Seventh: The recommended integration pathway - improved dispatch coordination, appropriate ALS deployment, stronger shared governance, and coordinated clinical oversight - is aligned with NFPA 1750 standards for EMS system design and with the policy objectives of Nevada Senate Bill 319. These alignments support continued regional improvement under the existing framework and any later evaluation of structural change.

Eighth: The dissolution of PMAC has created a coordination gap in regional clinical governance with no replacement structure currently in place. No standing body convenes all regional medical directors for protocol development, clinical standards alignment, or QA/QI oversight. Each medical director retains individual sign-off authority for their agency's protocols, but there is no mechanism ensuring coordinated or consistent regional engagement - a gap that may become more important as regional coordination increases. Designating an interim protocol coordination forum, and evaluating a more coordinated regional medical-direction structure, is a near-term action that does not require franchise amendment and should not wait for the 2031 review cycle.

32.14 Recommendations by Priority

Table 32-11. Recommendations summary by priority and timeframe

Priority	Timeframe	Recommended Action
Priority 1	Immediate	Establish or support regional dispatch policy workgroup - before the new unified CAD platform goes live
Priority 1	Immediate	Establish unified regional EMS-fire performance framework
Priority 1	Immediate	Validate 2026 franchise implementation requirements (Articles 2.4, 5.1, 5.2, 12.2)
Priority 1	Immediate	Develop written patient care handoff and cancellation criteria
Priority 1	Immediate	Formalize and expand JAC or similar protocol working group into Regional EMS Operations Committee with clearly defined authority and decision-making responsibilities consistent with existing statutory, contractual, and medical-direction requirements.
Priority 1	Immediate	Address PMAC dissolution: designate interim regional protocol governance authority - convening all agency medical directors, NNPH EMS Oversight staff, to ensure coordinated protocol review and clinical standards alignment pending formal Regional EMS Operations Committee establishment. Ensure REMSA quarterly reporting requirements are met.
Priority 2	Near-Term	Evaluate coordinated regional medical-direction options, including single-director or co-directorship models; reconstitute regional protocol governance body to replace dissolved PMAC
Priority 2	Near-Term	Establish formal joint QA/QI program with HIPAA data-sharing agreement
Priority 2	Near-Term	Quantify fire unit commitment time and ILS ride-along frequency; evaluate whether ILS protocol or deployment changes are warranted
Priority 3	Mid-Term	Migrate to shared or API-integrated ePCR platform (the two ePCR platforms)

Priority	Timeframe	Recommended Action
Priority 3	Begin Near-Term; Refine Mid-Term	Develop and test formal integration options alongside Regional Alignment and the service, funding, and governance work in Chapter 39; incorporate findings into the applicable franchise review process
Priority 3	Begin Near-Term; Refine with Proposed Changes	Apply Chapter 30's financial analysis to proposed EMS service changes and evaluate proposal-specific effects on GEMT reimbursement flows (all three fire agencies), REMSA uncompensated care burden, Nevada SB 424 provider assessment tax projections, and total system EMS expenditure across all agencies

Priority 1 - Immediate / High Priority

Establish a Dispatch Policy Workgroup Before Hexagon Goes Live

Form and/or support a multi-agency Dispatch Policy Workgroup (RFD, SFD, TMFPD, REMSA, Washoe County) with clearly defined authority for common dispatch-policy development, consistent with the responsibilities of the participating agencies.

Develop unified policies for AVL-based closest-unit dispatch, response level criteria by call priority, cancellation standards, and PSAP transfer protocols, operational-ready at deployment of the new unified CAD platform.

The regional dispatch workgroup should establish a common call-triage framework defining initial medical screening, EMD authority, upgrade/downgrade communication, and fire/ambulance response triggers across participating PSAPs.

Modeled after the Regional SOG Committee that has produced successful fire suppression policy harmonization.

Establish a Unified Regional EMS-Fire Performance Framework

Adopt common definitions for all major response intervals across REMSA, PSAPs, and fire agencies.

Require linked incident identifiers across CAD systems wherever technically feasible.

Build the regional dashboard around end-to-end system performance rather than agency-specific measures alone.

Prioritize zone-level metrics as required by the 2026 franchise, rather than relying solely on system-wide medians.

Validate 2026 Franchise Implementation Requirements

Review actual implementation status of Articles 2.4, 5.1, 5.2, and 12.2 - bi-annual medical director coordination, 800 MHz access, new unified CAD platform board participation, and ILS quarterly reporting.

Confirm whether required monthly, quarterly, and annual reports are being produced in usable form.

Confirm operational status of call-taking governance provisions and related working group activity.

Develop Written Patient Care Handoff and Cancellation Criteria

Jointly author written criteria covering: when fire continues as primary ALS provider; when REMSA assumes primary care authority; when fire units can release; when cancellation is appropriate by priority and call type.

Incorporate into Washoe County regional protocols. Engage all participating medical directors in review and approval consistent with their respective authority, and use joint training or simulation to support implementation.

Use the biannual medical director coordination process (Article 2.4) as a forum for coordinated review and implementation.

Strengthen Regional EMS Operations Coordination

Expand the existing Joint Advisory Committee (JAC), or establish a similar regional EMS operations forum, to coordinate protocol development, QA/QI, co-response standards, and other shared operational issues. Its authority and decision-making structure should be defined by the participating agencies and consistent with existing statutory, contractual, and medical-direction responsibilities. Stakeholders confirmed that this expansion is already in motion.

Require each agency director and all medical directors as mandatory members. Structure the Regional EMS Operations Committee with up to five standing sub-committees aligned with SOC integration workgroup framework: (1) Executive - policy direction and Board of Health interface; (2) Operational - dispatch policy workgroup and deployment coordination; (3) Clinical - protocols, medical director oversight, and joint QA/QI; (4) Data - linked identifiers, shared metrics, and performance dashboard; (5) Workforce - regional paramedic pipeline and joint training program

Priority 2 - Near-Term / Operational Integration

Appoint a Regional Medical Direction Options

Evaluate a more coordinated regional medical-direction structure, including the potential use of a single regional medical director or co-director model, if participating agencies determine that it would improve protocol consistency, clinical coordination, and joint quality improvement. Encourage participation by the participating medical directors in regular Regional EMS coordination meetings and evaluate whether agency-specific protocol appendices can be reduced where they are not clinically necessary

Establish a Formal Joint QA/QI Program

Establish a regional EMS Quality Improvement Committee with representation from all four agencies and Northern Nevada Public Health.

Develop a HIPAA-compliant data-sharing agreement enabling case review across agency boundaries. Focus initially on high-acuity call types (cardiac arrest, stroke, major trauma).

Pursue a two-track ePCR strategy: near-term API-based data exchange between the two ePCR platforms; mid-term evaluation of shared platform migration.

Develop a regional paramedic training pipeline - academic instruction, clinical rotations, and field internships integrated across fire agencies and REMSA - to support regional workforce development and any future changes in ALS deployment. Approximately 70–80 percent of current fire department paramedics were trained through REMSA sponsorship programs; a formalized regional pipeline could improve training and consistency and coordination among participating agencies.

Quantify ILS Impacts and Evaluate Potential Protocol or Deployment Changes

Use Article 12.2 quarterly ILS reports as the baseline dataset for identifying ALS-active scenes receiving ILS deployment.

Use the Article 12.2 data with REMSA and participating fire-agency medical direction to identify circumstances in which ILS deployment to ALS-active scenes creates recurring clinical or operational concerns and determine whether protocol or deployment changes are warranted
Track ILS-forced fire engine ride-along frequency by station as a system performance metric. Stakeholders identified reducing the frequency of fire paramedic ride-along as a potential operational improvement.

Priority 3 - Mid-Term / Structural and Scenario Analysis

ePCR Integration

Implement minimum shared data dictionary and API-based exchange between the fire and EMS ePCR platforms, resolving the cardiac monitor data transfer problem.

Evaluate whether all agencies can migrate to a single platform. If not, explore a middleware integration layer.

Integration Options for the 2031 Franchise Language Review

Use measured experience under the improved regional operating framework to determine whether additional governance or structural changes warrant consideration during the July 2031 franchise language review. Stakeholders emphasized that near-term transition-of-care and tiered-service-model issues should be addressed as they arise and should not be held up pending the 2031 review.

Evaluate additional dispatch, LRZ, transport, or public-private operating arrangements only where performance data identify a specific service problem and the proposed change can demonstrate a likely operational or clinical benefit.

If fire agency consolidation is implemented, conduct the accelerated six-month franchise review trigger (Article 2.6.3).

For a more detailed treatment of issues raised in the EMS section - including a phased ALS deployment model, patient handoff criteria, workforce requirements, and implementation sequence - see Annex AJ, *Fire-Based ALS Deployment and EMS Integration Plan*, which is intended to be read alongside this memorandum.

Joint EMS Financial Analysis

Commission a shared financial study that looks at four key areas: (1) how much uncompensated care REMSA provides each year, (2) how much Medicaid reimbursement fire agencies receive through the Ground Emergency Medical Transportation (GEMT) program, (3) the impact of Nevada's new provider assessment tax (SB 424), and (4) the total amount all agencies spend on EMS services. This Study is needed before any material structural or service delivery change can be reliably evaluated financially or before reliable financial projections can be made. EMS integration is not expected to produce substantial cost savings, consistent with broader regional consolidation financial findings.

Recommended Immediate Actions

The following immediate actions are recommended for approval and initiation.

- Establish or reform and support existing Dispatch Policy Workgroup with RFD, SFD, TMFPD, REMSA, and Washoe County representation - with clearly defined authority for common dispatch-policy development and a mandate to be operationally ready, where practicable, before deployment of the new unified CAD platform.
- Implement the common incident identifiers, response-interval definitions, and recurring reporting arrangements recommended in this chapter to track operational improvements under Regional Alignment.
- Designate a regional data governance group with representation from REMSA, all PSAPs, and all fire agencies to oversee data-sharing protocols, linked identifier standards, and recurring performance reporting.
- Direct verification of 2026 franchise implementation status, specifically confirming Articles 2.4, 5.1, 5.2, and 12.2 obligations and whether ILS quarterly reporting has commenced.
- Request that participating medical directors jointly develop written patient-care handoff criteria for coordinated review and adoption through the appropriate agency and clinical-authority processes
- Use the report's operational findings to prioritize implementation of dispatch latency reduction; AVL/closest-resource governance; cancellation and co-response standardization, and track their effects through the regional performance framework.
- Include geographic breakdowns of fire-first delay events (10+ minute REMSA arrival intervals) by zone and time of day in recurring regional performance reporting to inform deployment zone assessment.
- Apply Chapter 30's financial analysis to the EMS options advanced through the parallel service and funding process, incorporating proposal-specific effects on GEMT, provider assessment tax, uncompensated care, and total system expenditure before committing to a change in service responsibilities.

Chapter 33: Current-State Dispatch System

33.1 Regional Dispatch Structure

Washoe County's emergency communications environment is best understood as a regional network of distinct communications centers. The participating fire agencies do not share a single employer, supervisory structure or dispatch-service arrangement, even though they increasingly depend on common regional technology.

See Table 33-1 on the following page.

33.2 Current Call-Flow and PSAP Architecture

The regional call-flow structure involves several organizations. Depending on the location and type of incident, initial 9-1-1 call taking, Fire dispatch, law-enforcement dispatch, medical interrogation, and ambulance deployment can occur in different organizations. As a result, a medical incident may pass between more than one communications center before all required resources are dispatched. Medical calls represent approximately 70–80 percent of dispatch activity. These handoffs can require repeated verification or retransmission of information and can add complexity to the call-processing workflow. Reno and Sparks operate primary PSAPs. A Fire or medical call originating in either city may begin in the municipal PSAP. Medical incidents then require coordination with REMSA for ambulance dispatch and medical processing. In unincorporated areas, the County PSAP and REMSA/TMFPD communications functions can both be involved. The current arrangement has historically required telephone or radio coordination and, in some workflows, repeated collection or retransmission of incident information.

The Regional CAD project is expected to materially improve this environment by creating a common incident and unit-status platform. That investment should reduce manual data exchange and make cross-agency visibility easier. It does not, by itself, create a single regional communications center or establish one regional dispatch organization. Those are separate organizational decisions addressed in the following chapters.

Recommended End-State Call Flow: **The recommended end state is a regional Fire/EMS communications center that performs emergency call processing and EMD and dispatches the closest appropriate available Fire/EMS resource without regard to agency boundaries. The existing virtual/HxGN environment should be used as an interim step while that regional center is established. The permanent center would operate from one primary site with a separate disaster-recovery location that is not normally staffed. Governance of the regional center could be provided through a JPA or a designated host agency, as discussed in the following chapters. .**

Table 33-1. Washoe County's fire/dispatch functions at a glance

Fire/PSAP function	Current dispatch provider	PSAP role	Relationship to other functions	Regionalization significance
Reno Fire Department	City of Reno Public Safety Dispatch	Primary PSAP	Integrated municipal communications operation also serving Reno Police, Reno Municipal Court Marshal Division, and University Police Services.	Fire dispatch is embedded in a broader city communications cost and staffing structure.
Sparks Fire Department	City of Sparks Emergency Communications	Primary PSAP	Combined Police/Fire/911 communications function within the Sparks Police Department.	Dispatchers are multifunctional; Fire workload cannot be translated directly into releasable FTEs.
Truckee Meadows Fire Protection District	REMSA Health Regional Emergency Communications Center	Secondary Fire/EMS communications function receiving transferred calls	REMSA dispatches TMFPD fire resources as well as ambulance and other medical resources.	Direct contract service model creates the clearest identifiable current Fire/EMS dispatch fee.
Washoe County Sheriff's Office	County law-enforcement communications center	Primary PSAP for relevant unincorporated traffic	Law enforcement remains separate from TMFPD Fire dispatch but is a critical call-routing and technology partner.	Any regional Fire/EMS design must preserve the County PSAP interface and continuity responsibilities.

33.3 Staffing and Workload

33.3.1 Reno

Reno Public Safety Dispatch is a multi-discipline operation in which dispatchers support both call taking and public-safety dispatch functions. Recruiting materials describe a 24-hour environment serving multiple partner agencies. The current project record does not provide a complete validated staffing matrix showing authorized positions, filled positions, minimum console assignments, Fire-specific workload, leave relief, or the number of positions that could be removed or transferred if Fire dispatch moved elsewhere.

For financial modeling, Reno should therefore be treated as a combined communications cost center until a functional staffing analysis is completed. The relevant question is not what percentage of Reno incidents are Fire incidents. It is how many positions, supervisory assignments, consoles, and support costs actually become unnecessary after Fire workload moves, while preserving minimum Police/911 coverage and the City's other dispatch obligations, including airport/ARFF services where applicable.

33.3.2 Sparks

Sparks illustrates why Fire workload cannot be translated directly into a specific number of dispatch positions that could be removed or transferred. The City's FY25 budget materials identify 18 Emergency Communications Dispatcher positions and five Emergency Communications Supervisor positions, under a Police Services Manager for Communications. These are authorized positions; one supervisor position is unfilled and unfunded, and two positions are under offer, while recruitment is ongoing for a further 6 positions.

Historical records demonstrate recurring staffing pressure. In 2021, Sparks entered into an interlocal arrangement with Washoe County during what the agreement described as an ongoing critical staffing shortage, with the County providing 48 hours per week of dispatch coverage and Sparks reimbursing actual personnel costs. FY2022-23 materials identified 12 dispatchers and three trainees against an authorized complement of 18 dispatchers. Current recruiting activity demonstrates an active staffing pipeline. In 2025, Sparks implemented Desk Agent A, a Motorola product used to improve call taking, which currently handles approximately 20 percent of non-emergency calls.

Sparks dispatchers are multifunctional and removal of Fire workload does not necessarily make an equivalent number of employees unnecessary. Remaining Police/911 operations still require continuous call-taking and radio coverage, supervision, leave relief, training, surge capacity, and coverage for vacancies. If Fire dispatch workload is later moved to a regional center, any staffing reduction or transfer should be based on a post-change staffing analysis rather than on Fire call volume alone.

33.3.3 TMFPD / REMSA

TMFPD differs from Reno and Sparks because it contracts Fire and medical dispatch services from REMSA rather than operating a municipal PSAP. REMSA describes its Regional Emergency Communications Center as a larger multi-function medical communications operation supporting ground ambulance, Fire dispatch for TMFPD, Care Flight, and other transport or coordination functions. . Public information does not provide a separate staffing or cost allocation for the TMFPD portion of the REMSA communications operation.

The TMFPD-REMSA relationship provides a useful baseline because the service payment is directly identifiable. Under the recommended regional model, emergency EMD and Fire/EMS dispatch would occur at the regional communications center. REMSA would continue to operate its existing center for

interfacility transfers, critical-care transport, air operations, and other company functions, and REMSA dispatch personnel could be assigned to the regional center. Regional staffing must therefore account for both the functions moving into the regional center and the functions REMSA will continue to perform separately.

33.3.4 Regional Staffing Implications

- Do not determine regional staffing by simply adding together the current authorized positions from each communications center.
- Do not assume that the percentage of Fire calls equals the percentage of municipal dispatch staff that could be reassigned to the regional center. First determine how many positions are needed on each shift for call taking, Fire/EMS radio, supervision, and other required functions. Then add staffing needed to cover leave, training, vacancies, and overtime. Account separately for call taking, Fire/EMS radio, supervision, quality assurance, training, CAD/GIS administration, IT support, and management where those functions require dedicated staffing.
- Do not use past vacancies or staffing shortages as the basis for sizing the future regional center.
- Staffing should be based on peak workload, major incidents, and minimum 24/7 operating requirements, not annual averages alone.

The project record identifies two preliminary staffing concepts: a 42-hour, 12-hour-shift model with 32 dispatchers, four shift supervisors, and two administrative supervisors, and a 40-hour, 10-hour-shift model with 38 dispatchers, six shift supervisors, and two administrative supervisors. These are planning scenarios only. Final staffing should be based on the confirmed call flow, required console coverage, workload, supervision, and relief needs of the recommended regional center. See Annex AL, Dispatch Staffing and Workload Requirements.

33.4 Technology and Equipment Baseline

Technology is the area in which regional integration is already most advanced. The region is moving toward Regional CAD as a common CAD platform and already operates within a largely regional P25 radio environment. Significant shared investments also exist in station alerting, GIS, E911-supported systems, dispatch consoles, recording, and other communications infrastructure. The practical task is therefore not to replace every agency system, but to complete the remaining technology, policy, and operating changes needed to support one regional view of incidents, unit status, and available resources. Also see the Dispatch Technology and Equipment Inventory in Annex AK.

Table 33-2. Domains, current condition, objective, action, and priority

Domain	Current condition	Regional objective	Remaining action	Priority
CAD / mobile	Legacy systems have differed; Regional CAD implementation is underway.	Common Regional CAD environment and mobile architecture.	Complete implementation and validate interfaces, security, permissions, and mobile workflows	Very high - foundational to the regional dispatch system.

Domain	Current condition	Regional objective	Remaining action	Priority
GIS / addressing / response plans	Regional GIS exists but historical differences in addressing, and response-plan logic have been documented.	One authoritative regional Fire/EMS GIS and response-plan library.	Assign responsibility for the data and establish testing and change-control procedures	Very high – response policy depends on accurate CAD/GIS configuration.
AVL / closest-unit logic	REMSA/TMFPD has documented AVL use; regionwide use of AVL for closest appropriate available unit dispatch is not yet consistently implemented	Real-time unit location and dispatch of the closest appropriate available unit across agency boundaries.	Adopt common deployment rules and validate unit location and travel time data.	Very high – necessary for boundaryless dispatch
Radio / consoles	Reno, Sparks, and TMFPD operate in the regional P25 environment; console configurations and REMSA interoperability have differed.	Common Fire/EMS dispatch and incident-channel configuration with reliable primary and backup console access.	Define talk groups, console ownership, backup operations, and external interoperability.	High.
Station alerting	PURVIS investments documented across the region.	Common station-alerting interface and performance standard.	Validate Regional CAD integration, alert timing, failover, and monitoring.	High.
NG911 / call handling	County-funded regional modernization is underway; center-specific implementation details vary.	Electronic call and data routing that supports the recommended regional communications center and its backup operation.	Document call-flow design, backup procedures, and responsibility for system connections.,.	High.

Domain	Current condition	Regional objective	Remaining action	Priority
RapidSOS / supplemental location	Regional use documented at Reno, Sparks, and County PSAPs; exact REMSA deployment requires validation.	Consistent access to supplemental location information for regional call takers and dispatchers	Confirm deployment and data-sharing permissions.	High.
Logging / recording	Regional Verint integration and console recording are documented in parts of the system.	One regional policy for Fire/EMS recording, retention, and authorized access..	Confirm product scope, retention, ownership, and cross-agency access.	Moderate.
Fire operations / preplans	First Due is documented across the three fire agencies.	Consistent access to fire preplans and operational information, integrated with CAD where appropriate	Confirm system versions, interfaces, and responsibility for maintaining the data.	Moderate.

33.5 Facilities and Resilience

- Establish or reform and support existing Dispatch Policy Workgroup with RFD, SFD, TMFPD, REMSA, and Washoe County representation - with clearly defined authority for common dispatch-policy development and a mandate to be operationally ready, where practicable, before deployment of the new unified CAD platform.
- Implement the common incident identifiers, response-interval definitions, and recurring reporting arrangements recommended in this chapter to track operational improvements under Regional Alignment.
- Designate a regional data governance group with representation from REMSA, all PSAPs, and all fire agencies to oversee data-sharing protocols, linked identifier standards, and recurring performance reporting.
- Direct verification of 2026 franchise implementation status, specifically confirming Articles 2.4, 5.1, 5.2, and 12.2 obligations and whether ILS quarterly reporting has commenced.
- Request that participating medical directors jointly develop written patient-care handoff criteria for coordinated review and adoption through the appropriate agency and clinical-authority processes
- Use the report's operational findings to prioritize implementation of dispatch latency reduction; AVL/closest-resource governance; cancellation and co-response standardization, and track their effects through the regional performance framework.
- Include geographic breakdowns of fire-first delay events (10+ minute REMSA arrival intervals) by zone and time of day in recurring regional performance reporting to inform deployment zone assessment.

Apply Chapter 30's financial analysis to the EMS options advanced through the parallel service and funding process, incorporating proposal-specific effects on GEMT, provider assessment tax,

uncompensated care, and total system expenditure before committing to a change in service responsibilities.

33.6 Current Costs and Funding

Fire and EMS dispatch in Washoe County is financed through municipal operating budgets, purchased services, shared regional technology contributions, and restricted communications funding. Reno and Sparks support combined communications operations that include police, fire, and 911 responsibilities. TMFPD purchases Fire/EMS dispatch from REMSA. Regional CAD/RMS, radio, and related systems have separate shared funding arrangements.

Chapter 35 establishes a FY2027 gross modeled dispatch baseline of $15.828 million. It comprises Reno's adopted Public Safety Dispatch budget, a staffing-based estimate for Sparks Communications, the proposed TMFPD–REMSA dispatch fee, and the proposed regional CAD/RMS budget. Applying one proposed eligible CAD/E911 credit of $0.801 million produces a net continuity funding estimate of $15.027 million. This is the financial comparison for continuing the modeled services; it is not an adopted regional budget or an agreed member assessment.

Table 33-3. Current dispatch costs, funding, and financial-model treatment

Operation or funding component	Principal funding	FY2027 amount used in Chapter 35	Financial-model treatment
Reno Public Safety Dispatch	City of Reno General Fund	$9.895 million	Adopted combined dispatch activity. Includes continuing responsibilities beyond Fire/EMS dispatch; the entire amount is not available for transfer to a regional fire communications operation.
Sparks Communications	City of Sparks General Fund within Police Administration	$3.602 million	Staffing-based planning estimate for combined communications. It is not a separately adopted Fire/EMS dispatch budget or a demonstrated amount of releasable spending.
TMFPD purchased Fire/EMS dispatch	TMFPD operating revenues	$0.778 million	Proposed annual REMSA dispatch fee. Retained in the comparison until the corresponding work and contractual obligations end or are replaced. The separate EMS agreement continues independently.
Regional Unified CAD/RMS	Participating-agency contributions and eligible E911 support	$1.554 million	Proposed Fund 212 budget for the shared platform. Existing costs and funding must be carried forward or reassigned once, with only additional regional requirements treated as new spending.
Gross modeled baseline	Combined sources above	**$15.828 million**	Current-service comparison before the restricted CAD/E911 credit.
Proposed CAD/E911 credit	Restricted E911 funding	**($0.801 million)**	Applied once to eligible CAD costs, subject to approval and availability. It is not unrestricted support for regional payroll or general operations.

Operation or funding component	Principal funding	FY2027 amount used in Chapter 35	Financial-model treatment
Net continuity funding estimate	Modeled member-supported balance	**$15.027 million**	Comparison amount after the proposed restricted credit; not an executed contribution schedule.

Amounts are rounded. Chapter 35 provides the detailed source amounts, assumptions, and annual forecasts.

The modeled baseline does not represent the entire regional emergency communications or EMS system. REMSA's continuing ambulance and other communications activities and County PSAP costs not separately identified in the model remain outside this comparison. Existing P25 and other shared communications obligations must also be assigned to the responsible payer and reconciled with any successor budget. Neither the full E911 expenditure authority nor an existing regional technology budget constitutes new funding available for unrestricted dispatch operations.

The financial comparison distinguishes spending that continues locally, spending that can transfer with an assigned function, and additional spending required for the regional program. Moving Fire/EMS dispatch does not automatically release a proportional share of municipal communications budgets. Reno and Sparks must continue to fund their remaining Police/911 responsibilities, and REMSA must continue its retained communications and EMS functions. A saving is recognized only when an identifiable existing expense ends, after accounting for replacement service and transition costs.

The dispatch program also requires a distinct funding decision from the fire governance options in Part 7. Chapter 30 models Regional Alignment at the same cost as the three-agency Baseline. Chapter 35 separately identifies additional five-year funding of $8.633 million for enhanced shared/virtual dispatch and $41.447 million for the recommended staged shared-to-unified program. Adoption of Regional Alignment therefore does not, by itself, fund either dispatch program.

Any combined fire and dispatch implementation budget should reconcile existing dispatch charges, CAD/RMS contributions, administrative support, training, technology, and transition work before calculating the total additional requirement. Participating governments should approve their annual contributions against both continuing local obligations and the selected regional program, with recurring operations, one-time implementation spending, and replacement funding identified separately.

33.7 Agreements and Existing Cost-Sharing Arrangements

The current communications environment is governed by multiple instruments serving different purposes: purchased dispatch service, ambulance-franchise obligations, regional technology governance, radio cost allocation, E911 administration, airport dispatch, and mutual or automatic aid. Creation of a regional communications center does not require replacing all these agreements. Existing regional systems and agreements should be preserved where they remain useful, while provisions affected by the new dispatch structure are amended or replaced as needed.

Table 33-4. Instruments, current role, key features, and consolidation implications

Instrument	Current role	Key fiscal/governance feature	Consolidation implication
TMFPD-REMSA Emergency Medical and Emergency Fire Dispatch Services Agreement	Purchased Fire/EMS dispatch service	Proposed FY2027 fee of $777,652 identified in public agenda; executed terms should govern.	Coordinate the regional-center transition with the REMSA agreement term to avoid unnecessary overlapping costs and service obligations.
REMSA-Northern Nevada Public Health ambulance franchise	Regional ambulance and EMS-system responsibilities, including communications obligations	Broader than the TMFPD dispatch contract; establishes responsibilities that may affect EMD, ambulance dispatch, radio, backup, and CAD/AVL interoperability.	Because the recommended regional center would perform emergency EMD and Fire/EMS dispatch, implementation must be coordinated with REMSA and Northern Nevada Public Health to preserve ambulance-service, clinical, regulatory, and communications responsibilities.
Regional CAD OnCall governance agreement	Regional CAD/RMS governance, fiscal administration, shared expenses, and change control	Washoe County serves as contract holder/fiscal administrator in the current model; governance boards are already established.	Preserve and adapt the existing regional CAD framework. The regional center will require clear authority over user access, configuration, data ownership, and cost sharing. .
Regional P25 / WCRCS agreement	Long-term regional radio governance and cost allocation	Shared infrastructure with agency participation and established allocation methods.	Preserve. A regional dispatch organization must define console ownership, talk groups, radio IDs, and participation in existing governance.
Reno-RTAA Fire Services ILA	Airport/ARFF and related Fire services including dispatch	External entity reimburses Reno under agreement terms.	If dispatch responsibility moves, associated service obligations and revenue must be allocated consistently.
Regional Fire Study Board ILA	Study governance and equal regional participation	Study costs and representation only.	Does not create dispatch authority but demonstrates an existing example of equal regional representation.

Instrument	Current role	Key fiscal/governance feature	Consolidation implication
Washoe County E911 / ERAC structure	Dedicated regional communications funding and equipment governance	Supports qualifying communications expenditures; current surcharge is administered regionally.	The regional center should continue to use eligible E911 funding where permitted, without assuming that E911 revenue can support general operating costs.

Mutual-aid, automatic-aid, and wildland agreements remain important to the regional dispatch model. See Annex AM, Mutual-Aid and External Dispatch Interfaces. The regional center must preserve the legal authority for resources to cross jurisdictional boundaries while using common response plans and direct dispatch where automatic aid is authorized.

33.8 Current-State Findings

1. The principal regional challenge is that dispatch authority, workflow, and policy remain divided among multiple organizations rather than absence of regional technology investment.
2. Regional CAD, P25, E911, station alerting, and other shared investments make near-term regional operating improvements possible while the permanent regional communications center is being established.
3. Reno and Sparks combine 9-1-1 call taking, law enforcement, and Fire dispatch. Moving Fire/EMS dispatch to a regional center would not automatically reduce municipal staffing or costs by an equivalent amount; remaining Police/911 staffing and operating needs must be evaluated separately.
4. TMFPD's contractual model makes its current dispatch service cost easier to identify but the transition to a regional center must be coordinated with the REMSA agreement.
5. The recommended regional center would perform emergency EMD and provide Fire/EMS dispatch. REMSA would remain responsible for its separate non-911 communications functions, so implementation must clearly define the division of responsibilities between the regional center and REMSA.
6. Mutual and automatic aid should become simpler under common CAD and response plans, but the underlying legal authority and external-agency ordering procedures will remain necessary.
7. The recommended end state is one regional Fire/EMS communications center using boundaryless dispatch, supported by a separate disaster-recovery site. Final staffing, facility size, and operating cost should be based on that model.
8. Financial modeling should not assume immediate staffing reductions or count the same Regional CAD, P25, E911, or facility cost twice.

Chapter 34: Regional Dispatch Organizational Alternatives

34.1 Design Principles

Regional dispatch should support coordinated Fire/EMS service regardless of whether the fire departments remain separate, operate under the recommended near-term Regional Alignment framework, or enter a future consolidated organization. The dispatch decision concerns how calls are processed, resources are assigned, operations are supervised, and communications remain available during disruptions. Those functions can be integrated without consolidating the fire departments themselves.

The alternatives are evaluated against common requirements for governance, call flow, staffing, technology, facilities, administrative support, EMS coordination, transition, cost, and continuity. The recommended end state is one regional Fire/EMS communications operation using boundaryless dispatch from a normally staffed primary center, supported by a separate disaster-recovery site. Boundaryless dispatch means assigning the closest appropriate available resource under agreed response and coverage rules, while preserving the participating agencies' operational responsibilities.

Enhanced shared-services or virtual dispatch is the recommended first implementation phase and the financial benchmark for evaluating deeper integration. It establishes common operating practices while existing employers and centers remain in place. Planning for the permanent regional center should proceed concurrently with these improvements and the service, funding, and governance work described in Chapter 39. A permanent regional center should proceed to implementation when its additional service benefits, annual funding, workforce arrangements, facilities, and continuity requirements support implementation and the required approvals have been secured. Its implementation does not require consolidation of the fire departments.

The fire governance and dispatch funding decisions must be distinguished. Chapter 30 models Regional Alignment at the same cost as the three-agency Baseline. Chapter 35 separately prices additional dispatch services and implementation. Adopting Regional Alignment does not authorize or fund the dispatch program. Any additional dispatch expenditure requires an identified funding source, participating-agency commitments, and reconciliation with costs already included in fire, communications, and regional technology budgets.

34.2 Alternative 1 - Enhanced Shared-Services / Virtual Regional Dispatch

Under Alternative 1, Reno, Sparks, REMSA, and the County PSAP retain their current communications employers and operating sites. Regional integration occurs through common policies, coordinated supervision of shared functions, and consistent use of existing technology. The agencies establish a common Fire/EMS response-plan process; standardize incident coding, unit status, closest-appropriate-unit rules, cancellations, upgrades, and downgrades; and implement shared training, quality assurance, performance measurement, and configuration control.

This alternative provides the operational foundation for the recommended permanent regional communications center. It also permits the agencies to measure the benefits of common practices before undertaking workforce transfers or major facility commitments.

Table 34-1. Alternative 1 assessment

Dimension	Alternative 1 assessment
Governance	Existing employers remain, with binding regional agreements defining common operating policies, decision authority, accountability, and dispute resolution.

Dimension	Alternative 1 assessment
PSAP model	Existing PSAPs continue operating. Common CAD and electronic information exchange support coordinated processing and reduce avoidable manual handoffs.
Staffing	Personnel remain with their existing agencies. Incremental shared support, training, and backfill are funded through the approved program.
Technology	Builds on regional CAD, P25 radio, station alerting, GIS, AVL, vehicle routing, NG911, recording, and existing communications infrastructure.
Facilities	Existing centers remain active, with tested reciprocal support and failover procedures.
EMS/REMSA	REMSA continues its current dispatch responsibilities while the agencies define and prepare any future transfer of emergency 911 EMD and Fire/EMS dispatch functions.
Financial requirement	Chapter 35 estimates $8.633 million in additional funding over FY2027–FY2031, including a $1.287 million increment in FY2031.
Primary benefit	Establishes common regional operations with the lowest modeled additional funding requirement and limited employer or facility disruption.
Primary risk	Benefits depend on consistent implementation of shared rules, clear operating authority, and sustained member support.

The Study recommends beginning this work through a funded implementation program. Existing technology and cooperation provide a foundation, but the modeled shared-services alternative includes additional support and implementation costs. It should not be described as fully funded through existing appropriations unless equivalent, identifiable expenditures are released.

Chapter 35 estimates a five-year net funding requirement of $93.908 million for this alternative, compared with $85.275 million for the modeled current system. The $8.633 million difference is the additional requirement for maintaining enhanced shared/virtual dispatch throughout the comparison period. It is a standalone alternative and should not be added in full to the recommended staged program, which already incorporates its interim shared-services phase.

As implementation proceeds, the agencies should measure call-processing performance, transfer reliability, consistency of resource assignment, quality assurance, and continuity. These results establish the improved operating baseline against which the permanent regional center's additional benefits should be assessed. The shared/virtual operation should remain funded and active until the permanent center is ready for a safe operational transfer. If funding or readiness conditions delay that transfer, the region should continue the shared operation while adjusting the permanent-center scope, schedule, or financing plan.

34.3 Alternative 2 - Lead-Agency Regional Fire/EMS Dispatch

Under Alternative 2, one governmental communications agency becomes the operator for regional Fire/EMS dispatch and provides service to the other governmental participants under an NRS Chapter 277 service arrangement. The host agency could use an existing communications facility, employment system, procurement structure, and technical staff, reducing the need to create a new public organization.

The lead-agency model is administratively straightforward but requires clear governance and financial protections. Non-host members would delegate significant operational authority to the host and would need enforceable service standards, governance rights, budget transparency, audit access, and withdrawal protections. The host would need clear reimbursement for direct and indirect costs so that regional responsibilities are fully funded by the participating agencies.

Table 34-2. Alternative 2 assessment

Dimension	Alternative 2 assessment
Governance	NRS 277 service agreement; host agency manages operations subject to defined regional oversight.
PSAP model	Supports the regional Fire/EMS communications center while municipal and County primary PSAP functions remain separate unless changed through a separate decision.
Staffing	Regional-center staff could be employed by the host agency or assigned through agreements with participating agencies.
Technology	Builds on existing regional systems; the host assumes day-to-day responsibility for system administration and technical operations, subject to regional governance.
Facilities	Use a primary host facility with a separate disaster-recovery site that is not normally staffed.
EMS/REMSA	Emergency EMD and Fire/EMS dispatch would occur at the regional center. REMSA would continue its separate non-911 communications functions and could assign personnel to the regional center under agreement.
Transition cost	Transition costs would include staffing, facility modifications, contracts, technology, training, and operational transition.
Primary benefit	Provides one operating chain of command for regional Fire/EMS dispatch without creating a separate public agency.
Primary risk	Requires strong regional oversight so non-host agencies retain meaningful input, while Reno and Sparks may continue to carry some Police/911 costs after Fire/EMS dispatch moves to the regional center.

The lead-agency model changes who operates the regional center, not the recommended service model itself. Boundaryless Fire/EMS dispatch, regional EMD, one primary operating site, and a separate disaster-recovery site would remain the same whether the center is operated by a host agency or by a separate regional organization.

34.4 Alternative 3 - Centralized Regional Fire/EMS Dispatch Center

Alternative 3 combines unified governance and staffing with a principal physical regional Fire/EMS dispatch center. It provides the greatest degree of physical integration and can simplify supervision, training, shared situational awareness, and identity. It can also create a highly visible regional institution.

The principal disadvantage is that the facility decision becomes a major capital and schedule driver. If Spectrum Boulevard cannot accommodate the full program without significant expansion, the region could face a multi-year facility project while still needing to maintain current operations. A central center also requires a genuinely capable backup environment; physical consolidation cannot be allowed to create a single-building point of failure.

Table 34-3. Alternative 3 assessment

Dimension	Alternative 3 assessment
Governance	Could use Alternative 2 host model; physical centralization does not determine the legal form.
PSAP model	Most naturally supports a regional secondary Fire/EMS communications center; a broader primary-PSAP role would require separate analysis.
Staffing	Unified staffing, supervision, training, QA, and scheduling in one primary operating environment.
Technology	Requires full regional systems, consoles, resilient network/telephony, recording, cybersecurity, and backup capability.
Facilities	Highest requirement; primary mission-critical center plus tested backup site.
EMS/REMSA	Emergency 911 EMD would occur at the regional center. REMSA would retain its separate non-911 communications functions. Ambulance-dispatch responsibilities, REMSA personnel assignments, supervision, and any space or interface requirements should be defined during implementation.
Transition cost	Highest; facility, relocation, workforce, equipment, and operational-transfer overlap create substantial one-time exposure.
Primary benefit	High degree of day-to-day operational integration and common supervision.
Primary risk	Capital cost, schedule, transition concentration, and resilience if backup capability is inadequate.

34.5 Comparative Evaluation

Enhanced shared or virtual dispatch has the lowest modeled additional cost and the least immediate workforce and facility disruption. A lead-agency operation or centralized regional center can provide a unified chain of command, common supervision, and more integrated daily operations, but each requires substantially greater funding and more extensive implementation commitments.

The alternatives describe related organizational choices. A host agency can operate a physically centralized center, and a separate regional organization can also operate that center. Legal form alone does not determine facility requirements, service performance, resilience, or cost. The Chapter 35 financial scenarios should therefore be interpreted according to their specified staffing, facility, transition, and retained-cost assumptions.

Table 34-4. Comparative assessment of dispatch alternatives

Criterion	Alternative 1 — Shared / Virtual	Alternative 2 — Lead Agency	Alternative 3 — Centralized Center
Operating authority	Common policies across separate operating organizations	One host agency accountable for the assigned regional service	Unified regional operations under a host or separate regional organization

Criterion	Alternative 1 — Shared / Virtual	Alternative 2 — Lead Agency	Alternative 3 — Centralized Center
Service integration	Common response rules, data, training, quality assurance, and coordinated workflows	Unified operating direction for the transferred functions	Unified staffing, supervision, and daily operations at a primary center
Implementation demands	Lowest; existing employers and centers remain	Workforce, service, host-support, and governance agreements	Workforce integration, facility commissioning, technology, and operational transfer
Facility requirements	Existing centers with tested interfaces and continuity	Host capacity and a capable disaster-recovery site	Primary regional center and a capable disaster-recovery site
Remaining local costs	Existing communications obligations continue	Police/911 and other retained functions remain funded until a specific cost release is established	Police/911 and other retained functions remain funded until a specific cost release is established
Resilience	Depends on tested coordination and failover among existing centers	Depends on host and backup capability	Depends on primary-site resilience and effective disaster recovery
Principal financial risk	Additional shared work without sufficient funding or consistent implementation	Underpricing host support or overstating releasable local costs	Capital, transition, recurring staffing, and retained local costs
Recommended role	Near-term implementation phase and comparison benchmark	Potential operating and governance arrangement for the permanent center	Permanent-center organizational and facility option

Chapter 35 provides the following five-year comparison.

Table 34-5. Modeled dispatch funding requirements, FY2027–FY2031

Financial scenario	Total net funding requirement	Additional funding above current system
Current system	$85.275 million	—
Enhanced shared / virtual	$93.908 million	$8.633 million
Governmental lead agency	$126.825 million	$41.550 million
Centralized regional center	$132.233 million	$46.958 million
Recommended staged shared-to-unified program	$126.722 million	$41.447 million

The staged program is a separately modeled implementation sequence. Its total should not be calculated by adding the standalone alternatives together.

None of the alternatives produces a net saving against the current system under the modeled assumptions. The recommended staged program requires $32.814 million more over five years than continuing enhanced shared or virtual dispatch. Its justification therefore rests on the additional service, accountability, and resilience benefits that unified operations can deliver.

The implementation decision should identify those additional benefits separately from improvements already achievable through shared CAD, common policies, training, and coordinated dispatch. It should also address annual affordability. The staged program's additional requirement peaks at $14.947 million in FY2030 and is $12.001 million in FY2031, including replacement funding. Participating governments must be able to support both the implementation peak and the continuing operating requirement while maintaining their remaining local communications responsibilities.

The permanent-center recommendation establishes the preferred organizational direction. A binding implementation decision requires an approved scope, measurable service gains, funded annual contributions, and satisfactory workforce, facility, EMS, and continuity arrangements.

34.6 Nevada Legal and Governance Considerations

The legal review identifies NRS Chapter 277 as the principal existing authority for near-term dispatch regionalization. NRS 277.180 supports intergovernmental service contracts in which one public agency performs a governmental service for others, making it well suited to a lead-agency model. NRS 277.110-.120 allows interlocal agreements to establish a separate legal or administrative entity or, if no separate entity is created, a joint board or administrator. The agreement must define organization, powers, purpose, financing, duration, termination, and disposition of property.

The legal review also identifies NRS 277.103-.105 as a broader service-consolidation authority involving the County, the largest city, and other participating cities. The statute expressly addresses consolidation of governmental services and references fire prevention and suppression. That authority may be relevant to broader fire-service governance, but regional dispatch can be established without resolving whether the fire departments themselves should ever consolidate.

The practical legal distinction is between authority to perform and govern a shared service and authority to impose independent regional taxes or assessments. Chapter 277 can provide substantial operational and administrative authority, but it should not be assumed to create a new regionwide revenue power that the participating agencies do not otherwise possess. If the participating governments determine that the region requires a fully autonomous regional government with independent tax, assessment, debt, asset, and employer powers, special legislation may provide clearer authority.

Chapter 474 is a less direct fit for dispatch regionalization and is not necessary to create a regional communications function. EMS responsibilities must also be treated separately. Nevada EMS law and the REMSA/NNPH franchise structure govern ambulance service, medical dispatch, and clinical oversight and must be addressed as emergency EMD and Fire/EMS dispatch are moved to the regional communications center. REMSA would continue its separate non-911 communications functions under the existing EMS and franchise framework.

Under the recommended model, the principal legal choice is therefore whether the regional center is operated by a host agency under interlocal agreement or by a separate regional entity created under Chapter 277.

34.7 Recommended Organizational Structure

The recommended end state is a single regional Fire/EMS communications operation providing boundaryless dispatch from one normally staffed primary center, supported by a separate disaster-recovery site. The center may be operated by a host agency or a separate regional organization. Either arrangement should provide one accountable operating chain of command, enforceable service standards, transparent budgeting, and meaningful participation by the agencies served.

Implementation should begin with funded enhanced shared or virtual dispatch. During this phase, existing employers retain personnel supervision while the agencies establish common operating rules, reliable information on unit availability and capability, coordinated training, quality assurance, and tested continuity. This work supports immediate service improvement and prepares the region for permanent-center operations. Planning for the permanent center should proceed concurrently, alongside the service, funding, and governance work described in Chapter 39. Dispatch integration can proceed independently of fire-department consolidation when its funding, approvals, and operational readiness requirements are met.

The planning organization provides an Operations Director and an Administrative Director. The Operations Director should oversee dispatch operations, operational supervisors, training, quality assurance, and assigned EMS dispatch workflows. The Administrative Director should oversee budgeting, contracts, records, HR/payroll coordination, and technical-service accountability. Medical authority and clinical quality-assurance responsibilities should be assigned explicitly with the responsible EMS authorities. Technical support is included in the staffing allowance; an optional third director is not funded in the selected case.

Participating organizations should have defined roles in policy development, with representation, reserved decisions, and cost allocation addressed separately. Regional dispatch procedures must align with the operating guidelines of the fire and EMS agencies they serve. CAD and REMSA interfaces should support tested workflows for incident updates, ambulance coordination, cancellations, escalation, and backup operations.

Under the recommended service arrangement, emergency 911 EMD and Fire/EMS dispatch would occur at the regional center. REMSA would retain its separate communications functions for interfacility transfers, critical-care transport, air operations, and other company business. Ambulance-dispatch responsibilities, any REMSA personnel assigned to the regional center, supervision, medical oversight, and information exchange should be defined in the implementation agreements. The separate EMS service obligations continue unless changed through their own authorized process.

The financial model retains existing municipal communications obligations and the TMFPD dispatch fee until a supported cost-release or contract-replacement decision takes effect. This protects continuing Police/911 and other services and avoids assuming that transferring Fire/EMS workload automatically eliminates existing spending.

Chapter 35 prices the recommended staged program at $126.722 million in total net funding over FY2027–FY2031, including $41.447 million above the current modeled system. This is $32.814 million more than enhanced shared or virtual dispatch. The program should therefore be authorized as a separately funded service investment. Chapter 30 models Regional Alignment at the same cost as the three-agency Baseline; that comparison does not establish that existing services are fully financed or supply the additional dispatch funding.

Progression to the permanent center should depend on the additional benefits expected from unified operations, each member’s approved annual contribution, and completion of the workforce, facility, technology, EMS, and continuity requirements. If those conditions are not met, the region should continue the funded shared operation while adjusting the permanent-center scope, schedule, or funding plan. The recommended organizational direction remains a unified regional center; the timing of operational transfer follows demonstrated readiness and affordability.

34.7.1 Legal implementation principle

Use the legal vehicle that supports the selected operating responsibilities and clearly assigns employment, assets, contracts, liabilities, funding, and accountability. A host-agency arrangement and a separate regional organization should be assessed against the same service requirements and member protections.

Authorization of the shared or virtual phase should identify its scope, budget, responsible parties, and performance requirements. It should not be treated as authorization for a subsequent employer transfer, facility commitment, contract termination, or transfer of EMS responsibilities.

Before permanent-center implementation, participating governments should approve the final operating agreement, annual contribution schedule, capital and transition funding, asset responsibilities, and workforce arrangements. The agreement should also address records, insurance, continuity, withdrawal, and obligations that remain with existing agencies. Legal and EMS review should confirm the assigned responsibilities before operational transfer.

An interlocal arrangement does not itself provide new revenue. Any additional dispatch expenditure must be supported by approved contributions, verified spending offsets, or another authorized funding source. Costs shared with the fire Regional Alignment program should be reconciled by activity and fiscal year so that the same implementation work is funded once.

Chapter 35: Financial Modeling for Dispatch Frameworks

Summary of Financial and Operating Findings

The regional dispatch system already operates through shared technology and mutual support, but it remains a network of separate employers, budgets, service boundaries, contracts, records functions, and continuity obligations. Reno budgets Public Safety Dispatch as a standalone General Fund activity; Sparks places Communications within Police Administration; TMFPD purchases fire and emergency medical dispatch from REMSA; and Washoe County administers regional CAD RMS, E911, radio, and central-service functions. The financial decision is therefore broader than moving fire calls. It must identify the work that transfers, the police and 911 work that remains, the successor staffing and technology required, and the predecessor costs that can actually end.

Table 35-1. Financial and operating finding summary

Report area	Summary finding	Decision implication
Current financial baseline	$15.828M FY2027 gross continuity proxy and $15.027M after one supported CAD E911 credit	Use for comparison only; build a final successor budget from validated staffing, contracts, assets, and retained costs at the time of transition
Savings targets	5% equals $0.791M and 10% equals $1.583M in recurring reduction	Treat as planning thresholds; recognize savings only after successor and residual costs are funded
Staffing	The 49-FTE unified-center complement is an illustrative service and relief case.	Price posts from full PSAP workload, relief, actual payroll and retained local service floors; claim no payroll saving before a funded predecessor release.
Workload	97,215 controlled CY2025 fire-service incidents; separate metrics show broader PSAP demand	Do not use fire incidents as the denominator for whole-PSAP staffing or cost per call
Technology and replacement	CAD RMS, P25 radio, recording, alerting, GIS, interfaces, facilities, and backup capacity already overlap	Create an incremental asset ledger so existing, E911-funded, reusable, and replacement costs are counted once
Operating options	Enhanced shared or virtual, governmental lead agency, and centralized center remain the three planning models	Enhanced shared or virtual has the lowest implementation and stranded-cost risk; deeper models require stronger evidence

Report area	Summary finding	Decision implication
Five-year fiscal impact	Staged shared-to-unified option: $126.722M five-year net funding, $41.447M more than current.	The combined program is an investment decision under the current model, not a self-financing consolidation
Transition and retained costs	Parallel operations, labor integration, system configuration, facilities, contracts, and local police and records work may continue	Identify the one-time Table 35-22 project cash, annual replacement contributions and Table 35-23 locally retained obligations by payer and fiscal year; reconcile any component already included in the option total.

The 5 percent target may be explored through management and support attrition, vacancy management, overtime and schedule improvement, fewer transfers and duplicate entries, vendor and license rationalization, shared quality and training functions, facility use, and coordinated replacement timing. The 10 percent target is unlikely to be achieved through supplies or procurement alone because Reno's adopted dispatch budget is 95.1 percent salaries and benefits. A sustainable 10 percent reduction would require a supported change in workforce, site strategy, service scope, or contract structure.

Restricted credit and staffing productivity stress

The FY2027 continuity proxy applies one proposed, restricted $0.800942 million E911 CAD credit against $15.828241 million gross cost, yielding $15.027299 million of modeled member-supported cost. If the $800,941.93 Fund 212 CAD allocation is not eligible, approved and available in the same fiscal year, the member cash requirement increases dollar for dollar. A January 2026 E911 advisory proposal of $895,000 for a regional CAD upgrade and annual maintenance is a separate budget proposal; the amounts cannot both be credited without a scope, fiscal-year and appropriation crosswalk (Washoe County E911 Advisory Committee, Jan. 15, 2026; Unified CAD/RMS Managers Board, Feb. 12, 2026). E911 is not general payroll support. An existing REMSA or municipal PSAP charge stays in its predecessor budget until the service and invoice actually end. The staged five-year budget is $126.722 million in total, or $41.447 million more than current and $32.814 million more than enhanced shared/virtual service.

Table 35-2. FY2027 Measure or productive hour screen

FY:27 measure or productive-hour screen	Amount	Interpretation
Gross current modeled cash and program	15.828241 M	One adopted, one proxy, two proposed components
Proposed eligible E911 credit	(0.800942 M)	Restricted and unapproved for some cost types
Net current proxy if credit usable	15.027299 M	Not a certified agency funding schedule

FY:27 measure or productive-hour screen	Amount	Interpretation
Four posts continuously at 1,600 hrs/FTE	21.9 FTE	35,040 staffed hours ÷ 1,600
Four posts at 1,750 hrs/FTE	20.0 FTE	Only four positions, before supervision/peak demand
Four posts at 1,900 hrs/FTE	18.4 FTE	Optimistic productive-hours sensitivity

The 49-FTE unified-center complement is an illustrative service design, not a proposed payroll reduction. Before authorizing an employer transfer or permanent facility, the agencies should price the chosen service boundary against 15- or 30-minute telephone and radio demand for fire, EMS, police and call taking; simultaneous work; relief, leave and training; actual pay, benefits and overtime; REMSA coverage; host administration; and primary and backup sites. Approval should show annual operating cash, transition cash, retained predecessor cost, restricted credits and a separately funded replacement contribution for each participating agency.

Table 35-3. FY2027 source component

FY:27 source component	Amount ($M)	Evidence class / limitation
Reno adopted dispatch	9.894554	Adopted city amount; reconcile actual scope
Sparks communications	3.602398	Staffing-based proxy, not an audited expenditure
TMFPD–REMSA proposed fee	0.777652	Proposed contract amount; validate executed terms
Regional CAD/RMS proposed	1.553637	Proposed project budget; eligible scope unresolved
Gross modeled baseline	15.828241	Sum of four source components
Proposed restricted E911 credit	(0.800942)	Only qualifying approved CAD costs
Net continuity proxy	15.027299	Planning result, not adopted revenue

FY2027 gross modeled cost of $15.828241 million comprises Reno adopted dispatch $9.894554 million, Sparks staffing proxy $3.602398 million, TMFPD proposed REMSA fee $0.777652 million and proposed CAD/RMS $1.553637 million. After a single, proposed eligible E911 CAD credit of $0.800942 million, the net continuity proxy is $15.027299 million. The inputs differ in adoption status, service boundary and fiscal vintage; they define a comparable planning base rather than member appropriations. The 97,215 controlled CY2025 incidents measure unique fire-service demand, not the telephone, law-enforcement, radio and nonincident workload of an entire PSAP. Four continuously staffed dispatcher posts alone imply 35,040 coverage hours, or 20.02 FTE at 1,750 productive hours, before supervisors, peak demand and other required posts; the 49-FTE case requires a priced post and relief schedule.

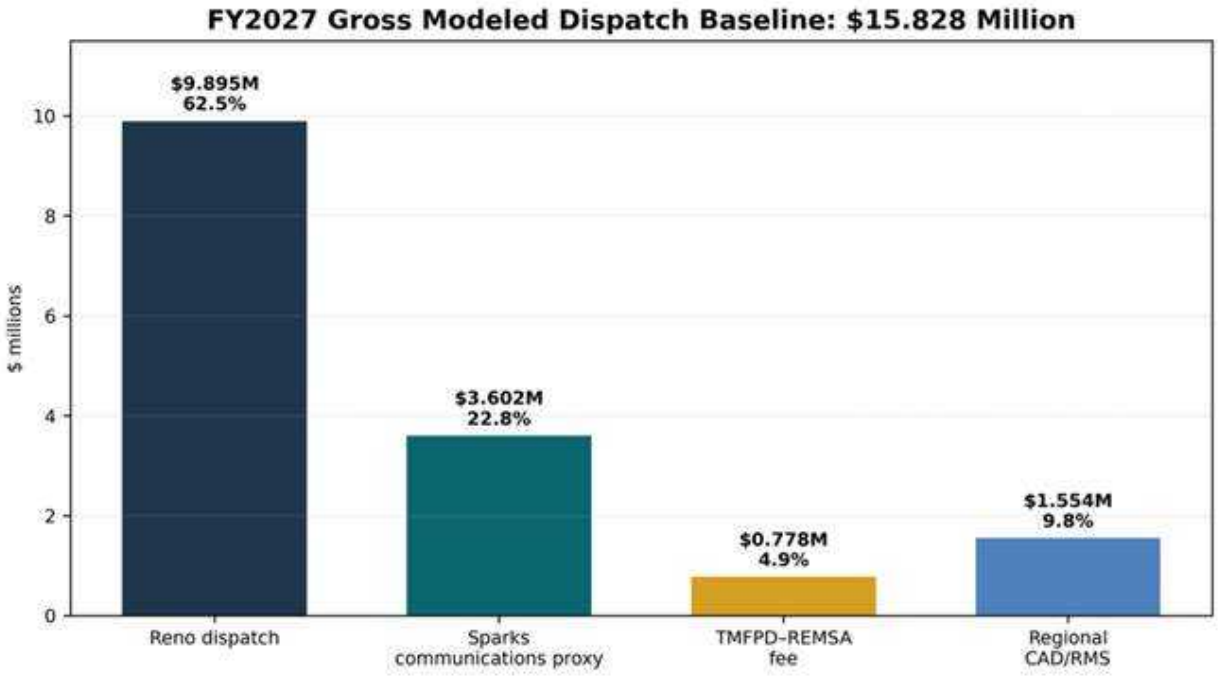
The regional dispatch system includes Reno and Sparks primary PSAPs, County communications, REMSA's EMS-specific dispatch and shared technology; a pre-existing Reno–Sparks dispatch interlocal arrangement also forms part of the current operating baseline. Shared CAD software and radio infrastructure have not yet produced a fully operational closest-appropriate-unit regional dispatch workflow. Reno budgets dispatch within its General Fund; Sparks' communications share is estimated

rather than audited; TMFPD's REMSA fee and the CAD/RMS plan are proposed. Any successor model must count municipal Police/911 work that remains, verified contractor obligations and genuinely released predecessor spending.

Table 35-4. Decision measures and current results

Decision measure	Current result	Meaning
FY2027 gross modeled baseline	$15.828M	Reno adopted budget + Sparks proxy + proposed TMFPD–REMSA fee + proposed CAD/RMS budget
Supported CAD E911 credit	($0.801M)	Current proposed CAD allocation to the restricted 911 Fund; not unrestricted operating revenue
Net continuity funding proxy	$15.027M	Planning proxy after one supported CAD credit; not an appropriation schedule
5% recurring savings target	$0.791M	Target gross budget $15.037M before new regional payroll, capital, transition, and retained costs
10% recurring savings target	$1.583M	Target gross budget $14.245M; likely requires operating-model or service-boundary decisions
Selected CY2025 regional incident baseline	97,215 unique incidents	Controlled fire-service spatial/workload denominator; not whole-PSAP call volume
Existing five-year model increments	$8.633M / $41.550M / $46.958M	Enhanced shared / lead agency / centralized center; all require additional funding as currently modeled
Staged shared-to-unified option	$126.722M five-year net funding	$41.447M above current; $32.814M above enhanced shared/virtual dispatch

Figure 35-1. FY2027 gross modeled dispatch baseline



The strongest near-term investment case is enhanced shared or virtual dispatch: common governance, operating policy, quality standards, data definitions, CAD configuration, technology controls and tested failover, with existing centers retained. A lead agency or unified center should be authorized when the service scope, whole-PSAP workload, successor post plan, labor terms, REMSA boundary, asset and site program, and predecessor cost releases yield an affordable, funded option with measurable service benefits. The comparison must include recurring, one-time, lifecycle and locally retained costs at the same service standard.

Boundary Dimensions That Affect the Financial Model

Table 35-5. Boundary dimensions

Boundary dimension	Current condition	Financial and operating implication
Fire jurisdiction	Reno, Sparks, and TMFPD have distinct response areas	Defines response responsibility but does not necessarily define the answering PSAP, employer, or cost share
Call answering and transfer	Municipal PSAPs and REMSA perform different answering, interrogation, transfer, and dispatch tasks	Measure each task and transfer path before positions or contracts are moved
Police and records	Reno and Sparks communications remain tied to police, records, evidence, and law-enforcement systems	Identify retained staffing, supervision, facilities, security, and records custody

Boundary dimension	Current condition	Financial and operating implication
REMSA and ambulance service	TMFPD dispatch and ambulance transport are separate arrangements	A dispatch change does not automatically release ambulance, clinical, or interface costs
Regional technology	Washoe County administers CAD RMS and supports regional radio, E911, recording, and continuity	Budget incremental configuration and lifecycle costs; do not re-budget shared assets as if none exist
Employer and labor	Personnel work under separate city, district, county, and contractor structures	Price wages, benefits, PERS treatment, seniority, leave, classification, and transition protections before selecting an employer
Continuity and resilience	Multiple sites and reciprocal capabilities provide geographic and operational redundancy	Retain backup capacity until the successor model passes testing, training, failover, and recovery acceptance

The most important scope decision is whether the project transfers only fire radio dispatch, includes fire and EMS call processing, adds primary 911 call taking, or creates a full multi-discipline emergency communications operation. Each choice produces a different staffing complement, facility plan, technology requirement, records obligation, transition schedule, and allocation formula. The successor budget should not be finalized until the governing bodies select and document that service boundary.

Operating Asymmetry and Call Flow

The network has two different service models. Reno and Sparks combine fire communications with municipal police and primary-PSAP responsibilities, while TMFPD obtains fire and medical dispatch from REMSA's broader medical communications operation. A call may therefore be answered, medically interrogated, dispatched, transferred, recorded, and coordinated by different organizations depending on location and incident type. The consolidation design must identify who performs each function rather than assume that all work now labeled dispatch moves together.

A future call-flow design should assign initial 911 answering, emergency medical dispatch, fire dispatch, ambulance deployment, police notification, incident ownership, audio retention, mutual-aid ordering, and major-incident command support. Until those responsibilities are assigned, neither the regional staffing complement nor the member cost allocation can be finalized.

Shared Technology, Separate Operations

Regional HxGN OnCall CAD/RMS, P25 radio, Verint recording, E911-supported equipment, station alerting, GIS, and system interfaces provide a substantial technical foundation. Washoe County already contracts for HxGN and administers the regional budget, invoicing, maintenance, upgrades, and supporting infrastructure. The FY2027 CAD/RMS budget also demonstrates an existing annual user-based cost-allocation process.

Common technology alone does not create common operations. The agencies still need binding governance for GIS changes, call types, run cards, unit-status conventions, closest-appropriate-unit recommendations, cancellations, upgrades and downgrades, training, quality assurance, data

ownership, cybersecurity, vendor change control, and after-hours technical authority. These controls should be implemented even if the agencies retain their current employers and centers.

Continuity and Resilience

Reno, Sparks, and Washoe County remain separate primary PSAPs but participate in regional continuity planning. The E911 record identifies reciprocal or alternate operating locations, call-taking continuity, CAD and radio access, geographic separation, security, network capacity, backup power, staff relocation, testing, and training as ongoing requirements. A distributed or two-site model may reduce building risk, but it still requires funded equipment, licenses, connectivity, and regularly exercised procedures.

The radio record also documents console disconnections, missing audio associated with partner infrastructure work, system degradation events, aging seven- to ten-year console components, and recommendations for backup base stations and preventive maintenance. These items should be converted into an asset ledger with owner, location, age, vendor-support date, replacement year, replacement cost, backup role, and eligible funding source.

Financial Consequence of the Network

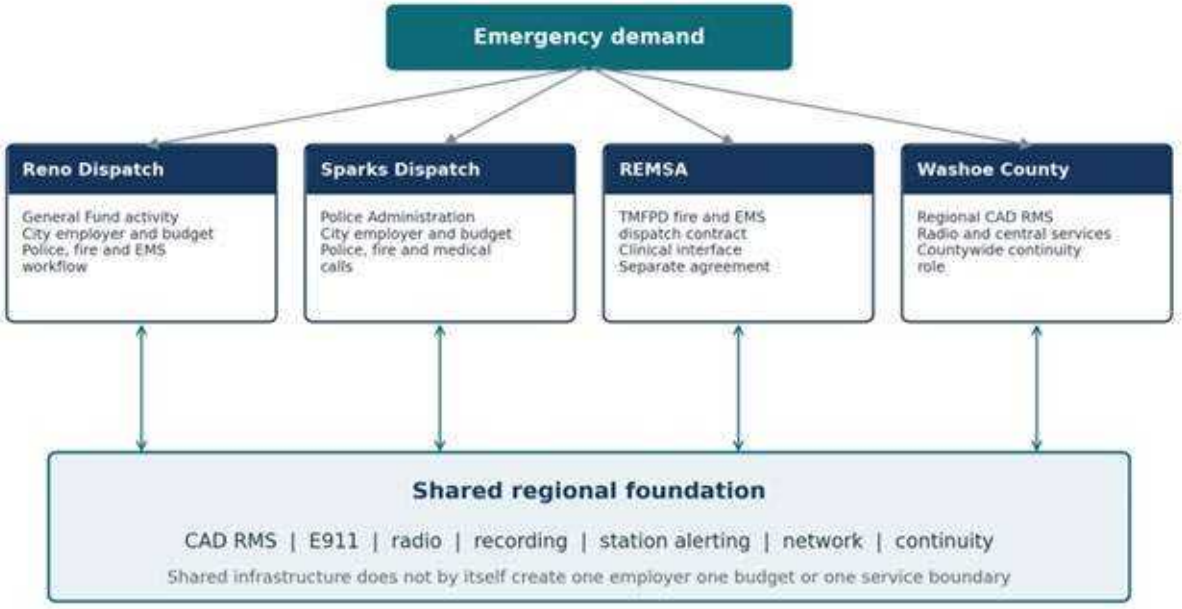
The existing structure creates six different financial treatments: transferable costs, avoidable predecessor costs, retained local costs, shared regional costs, one-time transition costs, and stranded obligations that remain after workload transfers. The report recognizes a saving only when a named position, contract, facility, system, or purchase actually ends and the successor cost of the same service is known.

Current Operating Responsibility Matrix

Table 35-6. Function, current responsibility, consolidation decision

Function	Current responsibility	Consolidation decision
Call receipt and dispatch	Reno and Sparks municipal operations; REMSA for TMFPD fire and EMS	Define transferred work and retained police records and clinical functions
CAD RMS platform	Washoe County administered regional fund and managers board	Price only incremental configuration interfaces support and governance
E911 funding	County administered restricted fund and eligible projects	Confirm eligibility timing and approval before recognizing a credit
Radio and communications	Regional infrastructure with agency consoles channels and operating practices	Assign lifecycle ownership replacement standards and backup capacity
Continuity and failover	Distributed PSAP sites systems and mutual support	Preserve redundant capability and test failover before any release of sites or staffing
Employer and administration	Separate city district county and contractor structures	Select the successor employer governance labor and central service model

Figure 35-2. Current regional dispatch network and shared infrastructure



This rule is especially important for Reno and Sparks. Their communications budgets support combined police, 911, fire, supervisory, technology, and continuity responsibilities. Fire incident share is not a reasonable proxy for releasable payroll. In Sparks, documented vacancies may mean that removing fire workload first improves capacity and reduces overtime exposure rather than eliminating filled positions.

Relationship Between Fire and Dispatch Consolidation

Dispatch can be integrated while fire departments remain separate, and fire departments can consolidate while existing PSAPs remain. The financial model must name the actual scope: fire-only dispatch, combined police/fire call taking, a hosted regional function, a virtual network, or a full multiagency emergency communications center. Using the word “consolidation” without a service boundary produces a budget that cannot be audited.

REMSA Dispatch and Ambulance Transport

TMFPD’s April 2025 ambulance transport amendment extended the transport arrangement through 2030 and removed dispatch language specifically to keep the agreements independent. The staff report stated that the transport revision had no fiscal change. Therefore, ending or changing the dispatch agreement does not end the ambulance relationship or automatically release EMS-related costs.

Recommended Direction

Proceed first with the changes that improve service and financial control without requiring an immediate employer or facility decision: adopt regional governance, standardize call types and performance measures, maintain one controlled workload registry, define E911 and CAD RMS approval rules, reconcile the regional asset inventory, and test reciprocal operating and failover procedures.

These steps can reduce transfers, rework, overtime exposure, inconsistent configuration, and avoidable capital duplication while preserving service continuity.

Authorize detailed design of a lead-agency or centralized model only after the agencies approve the service boundary, successor employer, labor approach, staffing and relief schedule, REMSA interface, records and evidence custody, technology ownership, facility strategy, cost-allocation formula, member affordability test, transition appropriation, and documented release of predecessor costs. Report service performance, one-time costs, lifecycle contributions, residual costs, and recurring savings separately so that a lower member contribution is not mistaken for a lower regional cost.

35.1 Current Financial Baseline

The FY2027 gross modeled baseline is $15,828,241. It is a continuity comparison - not a successor organization budget - because the four components have different evidence status and service boundaries. Reno is adopted; Sparks is a consultant proxy; the TMFPD fee is a formal recommendation; and the CAD/RMS total is a proposed regional fund budget.

Table 35-7. FY2027 gross modeled baseline elements

Component	Amount	Evidence status	Boundary
Reno Public Safety Dispatch	$9,894,554	Adopted FY2027 General Fund activity	Whole combined Dispatch activity
Sparks Communications	$3,602,398	Consultant staffing proxy; not a published cost center	Combined communications concept; detail still required
TMFPD purchased dispatch	$777,652	June 2026 recommendation; up from $632,303.32	TMFPD purchaser fee, not REMSA whole-center cost
Regional Unified CAD/RMS	$1,553,637	Proposed FY2027 Fund 212 budget	CAD, law RMS, shared contracts, and contingency
Gross modeled baseline	$15,828,241	Calculated sum	System continuity proxy before E911 credit
Supported CAD E911 credit	($800,942)	Proposed FY2027 CAD allocation	Restricted funding applied once
Net continuity funding proxy	$15,027,299	Calculation	Not a member assessment or successor appropriation

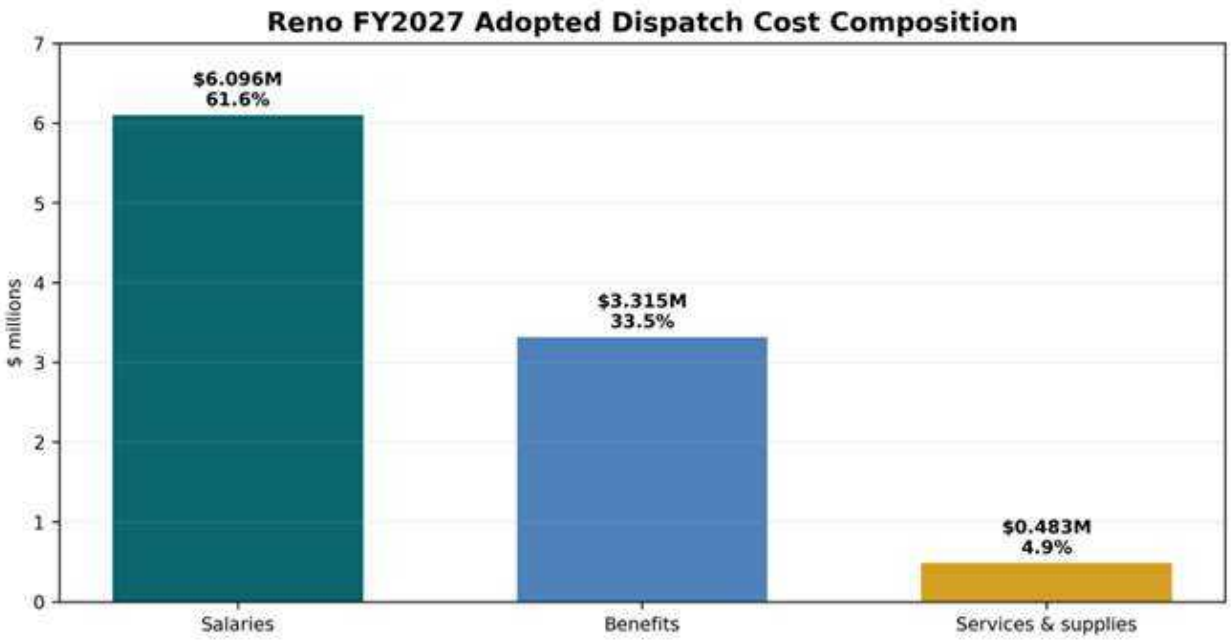
35.1.1 Reno Adopted-budget Control

Table 35-8. Reno dispatch budget control

Reno Dispatch category	FY2026 adopted	FY2027 adopted	Change
Salaries and wages	$6,107,072	$6,096,340	($10,732)
Employee benefits	$3,293,472	$3,314,856	$21,384

Reno Dispatch category	FY2026 adopted	FY2027 adopted	Change
Services and supplies	$579,285	$483,358	($95,927)
Total	$9,979,829	$9,894,554	($85,275) / −0.85%

Figure 35-3. Reno FY2027 adopted dispatch cost composition



Reno salaries and benefits equal 95.1 percent of the adopted dispatch budget. This does not prove that all regional dispatch costs have the same mix, but it demonstrates why a material savings case needs a position-and-shift design. Eliminating supplies alone cannot reach the regional 5 percent target.

35.1.2 Sparks Budget Limitation

Sparks Communications is budgeted within Police Administration rather than as a separate dispatch department. The $3.602398 million FY2027 input is therefore a staffing-based planning proxy. Available position authorization identifies 18 Emergency Communications Dispatchers and five Emergency Communications Supervisors under a Police Services Manager for Communications; authorized positions do not establish currently filled posts or available cash. Historical staffing evidence includes County coverage of 48 hours per week in 2021 and 12 dispatchers plus three trainees against 18 authorized positions in FY2022–23. The regional option maintains Sparks police/911 minimum coverage and recognizes a local payroll saving only for a named, funded position or contract that actually ends.

35.1.3 TMFPD Fee Change

The June 2026 agenda recommends increasing the annual REMSA dispatch fee by $145,348.68, or 23.0 percent, from $632,303.32 to $777,652 for FY2027. The executed amendment, detailed service scope, performance standards, cost build, and termination provisions were not included in the reviewed agenda file; the report therefore treats the new amount as proposed.

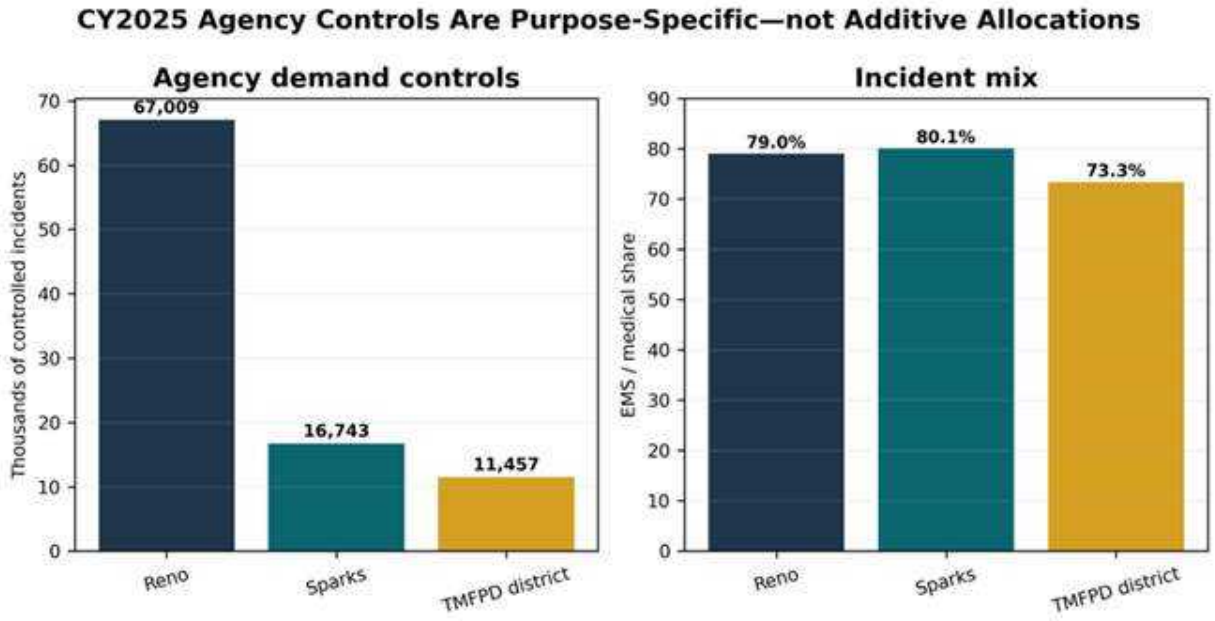
35.2 Workload Demand and Denominator Controls

Dispatch workload has multiple valid units: telephone calls, texts, transfers, administrative calls, CAD incidents, unit responses, radio transmissions, channel occupancy, and quality-assurance work. No single count should be used for staffing, cost allocation, and performance unless its scope matches the cost and service being analyzed.

Table 35-9. Sparks workload demand and dominator controls

Control	CY2025 value	Permitted use	Do not use for
Reno fire-service events	67,009	Agency demand; regional source population	Whole Reno PSAP cost per call
Sparks validated fire-service incidents	16,743	Agency demand; regional source population	Standalone Sparks communications unit cost
TMFPD district-originated incidents	11,457	District demand and purchaser indicator	All regional activity or REMSA center cost
TMFPD all-prefix activity incidents	21,101	Regional commitment and overlap analysis	TMFPD district demand
Regional descriptive sum	104,853	Quality assurance only	Unique regional demand
Regional selected baseline	97,215	Spatial/growth and controlled regional analysis	Whole-PSAP call-taking or staffing without other workload
Regional lower bound	97,086	Sensitivity only	Point estimate

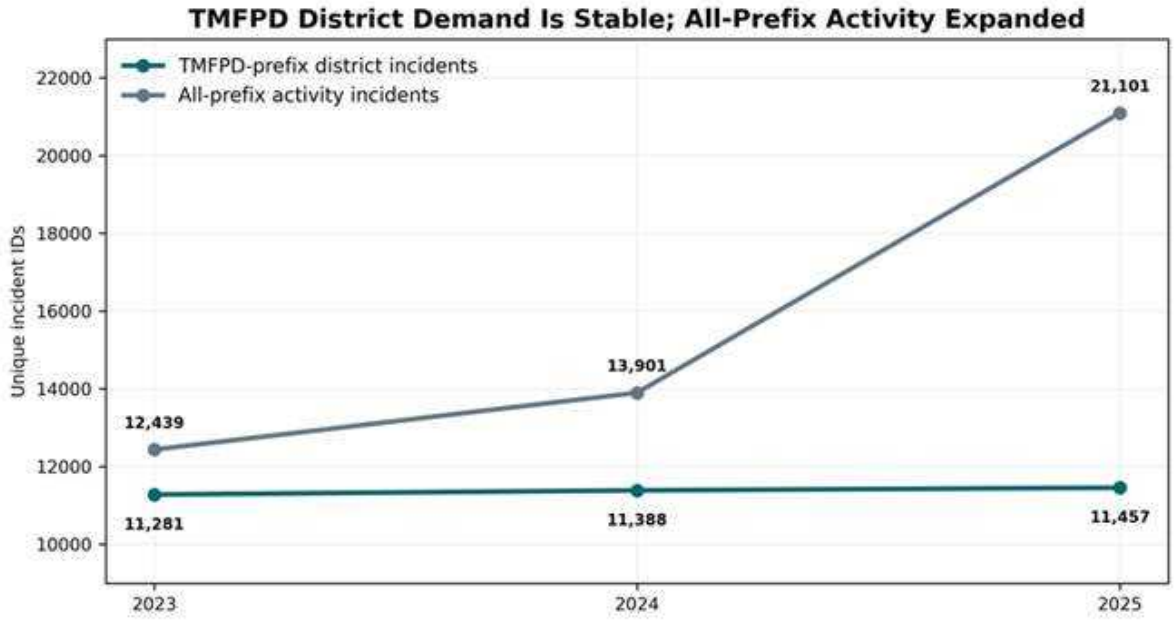
Figure 35-4. Controlled agency demand and EMS mix



35.2.1 Cross-agency De-duplication

The CY2025 agency activity controls total 104,853 (Reno 67,009 + Sparks 16,743 + TMFPD all-prefix 21,101). Removing 7,357 previously confirmed cross-agency duplicates and 281 accepted one-to-one matches gives 97,215 unique fire-service incidents. If all 129 unresolved candidates prove to be additional duplicates, the sensitivity falls to 97,086. TMFPD district-originated 11,457 incidents are contained in, and are not added to, its 21,101 all-prefix count. None of these fire incident measures represents whole-PSAP calls, transfers or radio tasks.

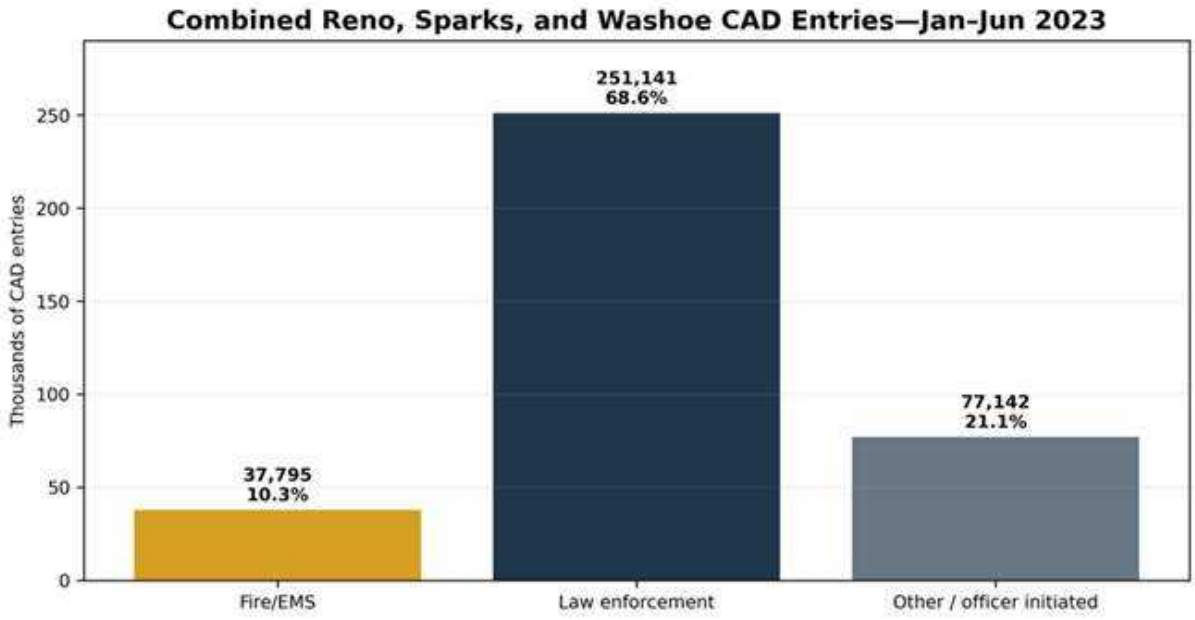
Figure 35-5. TMFPD district and all-prefix incident trends



TMFPD-prefix district demand increased only from 11,281 incidents in 2023 to 11,457 in 2025, about 0.8 percent annualized. The much larger increase in all-prefix activity to 21,101 reflects expanded records for incidents originating under other agency prefixes and should not be read as an 85 percent increase in district demand. The 2025 source contains 20,558 TMFPD-unit response rows for 11,457 district incidents, or 1.79 unit responses per incident; unit work and incident counts are not interchangeable.

35.2.2 Whole-PSAP Workload is Larger than Fire-service Incidents

Figure 35-6. Combined six-month CAD entry mix



For January through June 2023, the E911 update reported 129,542 wireless and wireline 911 calls, 3,107 texts, 35,170 transfers, 172,614 nonemergency/10-digit emergency calls, 71,220 outgoing calls, and 366,078 CAD entries. Fire/EMS represented 37,795 CAD entries, compared with 251,141 law-enforcement and 77,142 other/officer-initiated entries. The report marked several metrics under review. These measures demonstrate that moving Fire/EMS incidents does not proportionally remove whole-center workload or minimum shift coverage.

35.2.3 Cost-per-call Rule

A systemwide cost per call is not currently supportable because the $15.828 million baseline includes whole-center, proxy, contract, CAD, RMS, and shared costs while 97,215 is a fire-service incident population. The limited purchaser indicator is $67.88 per TMFPD district-originated reference incident ($777,652 ÷ 11,457), using mixed FY2027 cost and CY2025 incidents. It is not REMSA's cost per dispatch and should not be used as an agency allocation rate.

35.2.4 Permitted Uses of the Controlled Workload

Is CY2025 regional fire-service demand controlled?

Yes - 97,215 selected unique incidents with a 97,086 lower-bound sensitivity.

Use the controlled 97,215 fire-service incident denominator for regional geographic and demand comparisons; re-estimate growth and station-area effects using documented location rules before making deployment or facility commitments.

Can agency fire-service demand be compared?

Yes - within each stated control and purpose.

Do not simply add agency controls or convert them into PSAP staffing shares.

Can TMFPD purchaser cost be monitored?

Yes - $67.88 per district reference incident is a limited trend indicator.

Match future fee years and incident years; separate scope, quality, and unit-response changes.

Can whole-center staffing be set?

No - the incident registry omits full telephone, transfer, radio, task-duration, concurrency, and Whole-center staffing follows call, transfer, radio, CAD task, peak concurrency and productive-hour demand across all assigned services; 97,215 fire incidents alone cannot determine it.

Apply the interval-workload and post-coverage specifications in Tables 35-7 and 35-8 to the service boundary selected for funding.

35.3 Staffing and Workforce Model

Staffing drives both the largest recurring cash exposure and PSAP service capacity. The 49-FTE unified case, the authorized Sparks complement, and coverage arithmetic serve distinct purposes: scenario pricing, current position control and minimum continuous-post coverage. The successor budget should include filled and vacant posts, supervision, call taking, radio, training, quality assurance, administration, technology and relief across the selected Reno, Sparks, County and REMSA functions. Count a reduction only when the new shift plan sustains the agreed service floor and the predecessor budget removes the corresponding spending.

Table 35-10. Staffing model

Planning function	FTE concept	Status / test required
Dispatchers	32	Scenario core: price calls, radio, CAD, simultaneous work, breaks, leave, training, vacancies and continuity coverage.
Shift supervisors	6	Four core plus two relief; validate span, 24/7 relief, and incident-command responsibility
Administrative supervisors	2	Validate QA, scheduling, records, accreditation, and labor workload
Operations and administrative directors	2	Define whether both are required under host or regional governance
QA and training	2	Match EMD/EFD, call review, certification, coaching, and onboarding load
CAD, GIS, IT/cybersecurity	3	Decide in-house versus County/host/shared service; avoid double counting
Performance/finance/admin support	2	Match budget, contracts, analytics, invoicing, records, and clerical work

Planning function	FTE concept	Status / test required
Total full-operation planning concept	49	Illustrative complete-service complement; not approved posts or a releasable local payroll schedule.

The position crosswalk is a transaction schedule: Sparks contributes its 18 authorized dispatcher and five supervisor posts plus manager oversight as the available authorization reference; Reno retains police/911 and other multidisciplinary staffing needed after any fire transfer; and REMSA and County roles follow the executed service boundary. For each candidate transfer or attrition saving, the schedule prices incumbent status, loaded wages, minimum post coverage, replacement and training cost, overlap, release date and the exact predecessor appropriation reduced. A blank validation template is a sign-off mechanism, not proof of a cash saving.

35.3.1 Coverage Math

A single 24/7 post requires 8,760 staffed hours per year. Dividing by an illustrative 1,750 productive hours per employee gives 5.01 FTE per continuously staffed post; four posts require 20.02 FTE before additional simultaneous work, supervision, training, relief, vacancies and surge. The 49-FTE center scenario should be supported by a shift roster, pay and benefits, overtime and successor administration schedule, then tested against current PSAP service floors.

35.3.2 Staffing Inputs and Coverage Test

Table 35-11. Measure, why it matters, and required sources

Measure	Why it matters	Inputs for approved service design
911, nonemergency, text, transfer, and outgoing contacts by 15/30-minute interval	Determines call-taking concurrency and transfer workload	Telephony and text platform extracts
Radio talk time / channel occupancy by talk group	Determines dispatcher channel capacity better than incident totals	WCRCS radio logs; validated PTT and listening-time measures
CAD events, unit assignments, and task durations	Measures entry, dispatch, status, and multiunit workload	Controlled CAD event and unit-response records
Leave, training, vacancy, overtime, breaks, and relief	Converts posts into paid FTE and identifies controllable backfill	Payroll, scheduling, and HR records
Supervision, QA, EMD/EFD, records, and administrative tasks	Prices required nonconsole work and quality controls	Work sampling and position duty review
Outage, surge, special event, wildfire, and mutual-aid duty	Protects resilience and peak service	COOP exercises and after-action records

35.3.3 Workforce Authorization Sequence

35.3.3 Attrition and Employee Transition

A savings plan should prefer vacancy control, attrition, transfer, reassignment, and phased non-backfill where service analysis supports fewer positions. For each proposed reduction, document the incumbent or vacancy status, loaded cost, effective date, bargaining and civil-service requirements, leave payout, training replacement, backfill effect, and predecessor budget reduction. Moving staff to a regional employer without eliminating the original cost produces no system saving.

35.3.4 Workforce Authorization Sequence

1. Approve service posts

Identify call-taking, fire, law, EMS, radio, supervision, QA, training, technical, administrative, surge and failover posts in the proposed service agreement.

2. Price relief and paid FTE

Translate each 24/7 post into paid staff using productive hours, leave, breaks, training, vacancies, overtime rules and simultaneous workload.

3. Map employer obligations

Tie incumbents, vacancies, classifications, certifications, schedules, pay, leave, seniority and bargaining terms to the successor and predecessor employers.

4. Stage workforce changes

Schedule supported vacancy holds, attrition, transfers, reassignment or non-backfill alongside staffing, training, service metrics and any parallel operation.

5. Recognize actual net release

Record the successor payroll and the adopted predecessor budget reduction in the same period; net overtime, leave payout, training, administration and transition cash before crediting savings.

35.4 Technology Radio Facilities and Replacement Requirements

The region is already implementing a unified HxGN OnCall environment. The original July 2023 schedule identified $7.714 million of 27-month implementation cost - $3.954 million CAD, $3.290 million law-enforcement RMS, $0.195 million infrastructure, and $0.275 million project support - and $1.021 million of post-implementation annual costs. The FY2027 proposed CAD/RMS budget is $1.554 million and includes maintenance, service contracts, and a 15 percent maintenance contingency. The scopes and periods are not directly comparable.

Figure 35-7. HxGN OnCall implementation and annual-cost scope

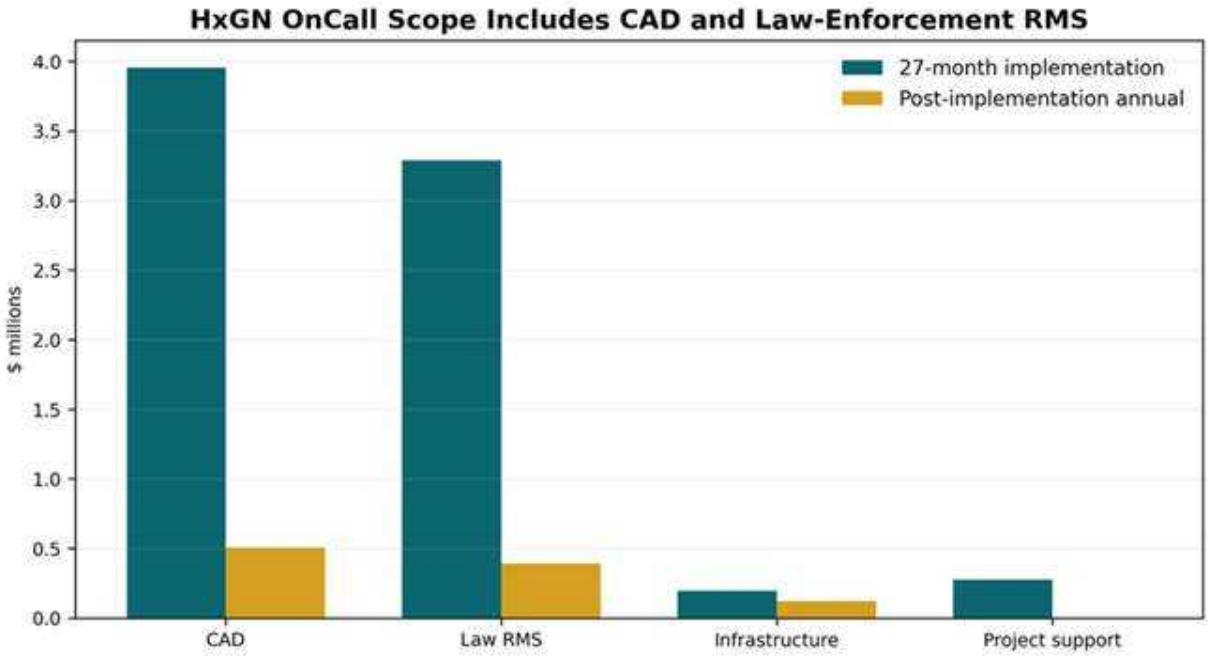
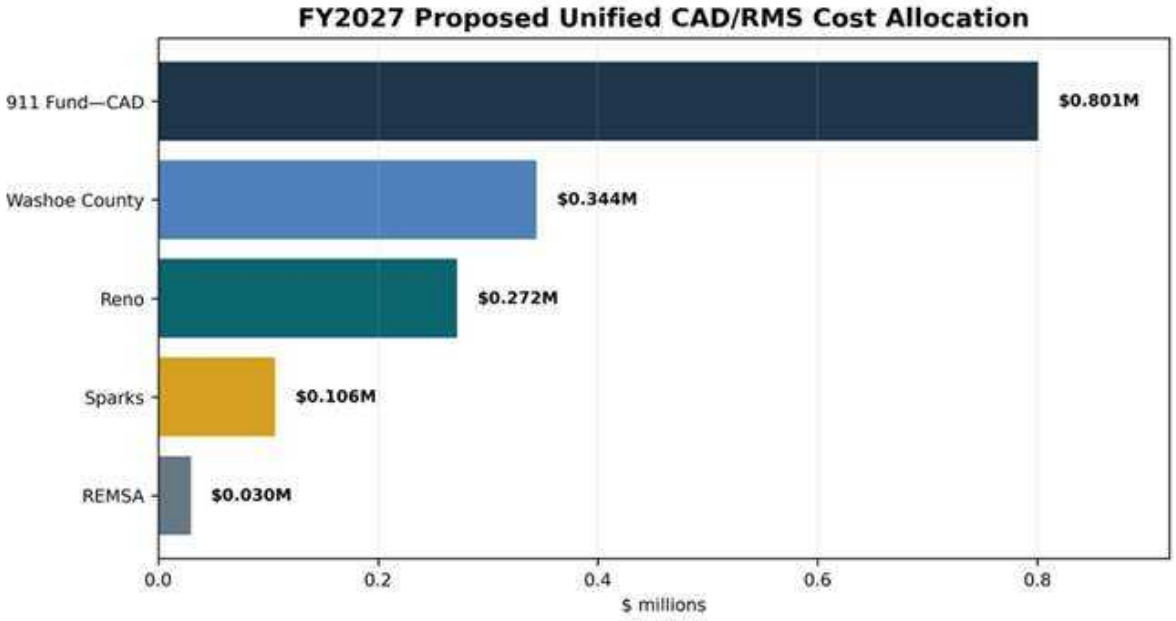


Figure 35-8. FY2027 proposed Unified CAD/RMS allocation



The FY2027 proposal allocates $800,941.93 to the 911 Fund for CAD, $344,442.93 to Washoe County RMS/shared costs, $272,185.68 to Reno RMS/shared costs, $106,421.30 to Sparks RMS/shared costs, and $29,645.54 to REMSA shared costs. The agreement allocates cost using anticipated system users and requires annual review. A separate dispatch-service assessment should not duplicate these existing technology charges.

35.4.1 E911-funded Projects and Incremental-cost Control

The FY2027 E911 presentation reports $6.636 million of planned expense and an adjusted FY2025 year-end fund balance of $7.153 million after $1.585 million of encumbrances. Its agency total reconciles approximately to the stated total, while the displayed expense-category labels do not; the category chart should be reconciled before use as a line-item budget. The June 2026 purchase-order register separately lists $927,620.52 outstanding and $529,013.92 paid across CAD PCs, station alerting, dispatch software, monitors, radio equipment, Axon, training, and other projects. These are active restricted commitments, not free cash for regional payroll.

The November 2025 Hexagon-to-Verint request sought up to $26,450 for an interface serving the three PSAPs and supported agencies. Earlier referenced actions included up to $58,500 for a Purvis station-alerting interface and $633,600 for an Intrado/Verint recording upgrade. These examples show why a consolidation technology budget must identify existing funding and shared beneficiaries before labeling a component “new.”

The planning replacement reserve uses ten-year lives for consoles, interfaces and station alerting; seven years for recording/quality assurance and network/cybersecurity; fifteen years for site work; and ten years for furniture and ancillary assets. Implementation support is a one-time cash item and is excluded from recurring replacement. These are disclosed pricing lives, not verified installation or retirement dates. Shorter lives raise five-year full-program funding by $593,920; longer lives reduce it by $339,796. Five-year modeled expenditure cash remains $128.713 million in this isolated sensitivity because the change affects reserve contributions. An asset-by-asset commissioned-date and vendor-support register determines the final annual reserve.

35.4.2 Radio and Console Lifecycle

The June 2026 800 MHz users-group material identifies dispatch consoles roughly seven to ten years old, hard-drive recommendations, console disconnect and missing-audio events, backup-base-station needs, and site, generator, cooling, tower and radio maintenance. The presentation stated that 40 logical IDs remained at that time. The asset schedule for each alternative should distinguish existing funded maintenance from incremental project spending and inventory consoles, furnishings, computers, telephony, radios, recording, station alerting, UPS/generator, network, licenses and backup capacity by owner, condition, support end, location and eligible funding source.

Table 35-12. Radio and controls planning life and budget

Asset / service	Planning life or control	Budget treatment
Console packages and associated equipment	Condition, vendor support, and 7–10 year age signal	Dated replacement schedule; do not defer without reliability test
Recording / QA and interfaces	Seven- to ten-year planning range; contract and installed dates govern	Separate software/subscription, interface rework, hardware, and implementation
CAD/RMS and infrastructure	Unified program already funded in part	Incremental ledger: existing, reusable, committed, new, and avoided
Radio / P25	Debt, operations, IDs, maintenance, coverage, backup base stations	Retain system contribution and lifecycle obligations

Asset / service	Planning life or control	Budget treatment
Primary and backup facilities	Security, power, HVAC, bandwidth, ergonomics, geographical diversity	Price both routine occupancy and tested failover; a backup is not optional capacity

35.4.3 TMFPD Audited P25 Commitment

TMFPD's FY2024 audit reports remaining P25 obligations of $583,380 principal, $105,892 interest, and $37,794 reserve, with average annual payments of approximately $66,097 over 11 years. A dispatch reorganization does not extinguish this debt-related obligation unless the agreement is legally reassigned.

35.4.4 EMS Apparatus and Mobile Medical Equipment

The fire-apparatus workbooks identify 17 units classified as ALS Ambulance / Medic Units: eight in Reno, two in Sparks, and seven in TMFPD. Nine are listed as frontline and eight as reserve. Their combined estimated replacement value is $6.386 million. This fleet is operationally connected to dispatch because CAD unit identifiers, radio aliases, mobile data, AVL, station alerting, unit-status rules, and closest-unit recommendations must remain synchronized with the vehicles actually available. It is not, however, part of the $15.828 million dispatch operating baseline unless the adopted service boundary expressly transfers vehicle ownership, EMS response, or transport responsibilities.

Table 35-13. Agency, EMS units/status, and planning

Agency	EMS units and status	Years in service	Replacement value	Annual lifecycle proxy	Planning exposure
Reno	8 (5 frontline / 3 reserve)	2008-2025	$3.686M	$0.737M	1 overdue; 2 due by 2028; duplicate FD411 medic row excluded
Sparks	2 (1 frontline / 1 reserve)	2023-2024	$0.600M	$0.120M	0 overdue; 1 due by 2028
TMFPD	7 (3 frontline / 4 reserve)	2018-2024	$2.100M	$0.420M	3 overdue; 2 due by 2028; lifecycle provision derived because submitted reserve cells are blank
Regional	17 (9 frontline / 8 reserve)	2008-2025	$6.386M	$1.277M	4 overdue; 5 additional units due in 2027-2028

35.4.5 Replacement Schedule and Capital Exposure

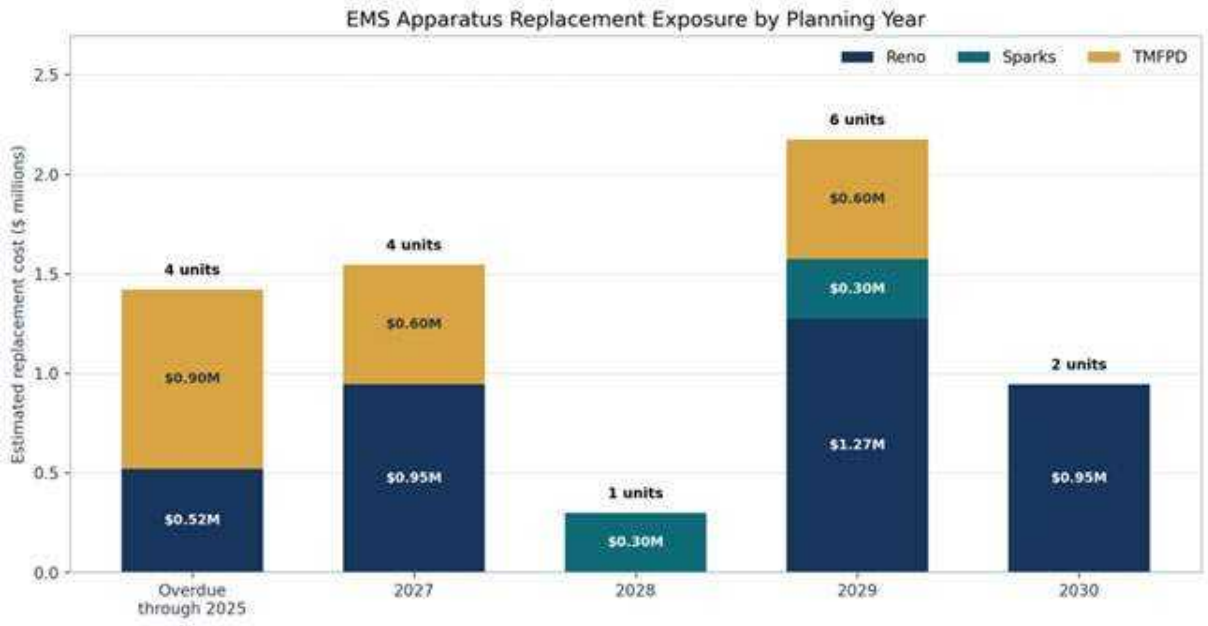
Applying the five-year planning life in the supplied apparatus workbooks places four units beyond their calculated replacement year: TMFPD FD0132, FD0135 and FD0118, and Reno FD413. Four more are scheduled in 2027 (TMFPD FD0133 and FD0134; Reno FD400 and FD704), and one Sparks unit (M1/3400) in 2028. The 17-vehicle planning exposure is $6.386 million based on unrounded source amounts; annual table rows are rounded. Condition, mileage, duty cycle, remount feasibility, reserve

role and procurement lead time determine actual replacement, rather than age alone. Reno FD413 is recorded as a 2008 frontline unit with no condition rating and merits priority inspection. EMS vehicle exposure is not a dispatch-center operating charge absent an explicit transfer of ownership or service.

Table 35-14. Replacement planning by year (2025-2030)

Planning year	Units	Estimated cost	Interpretation
Overdue through 2025	4	$1.421M	TMFPD FD0132, FD0135, FD0118; Reno FD413. Verify condition and whether already replaced.
2027	4	$1.545M	TMFPD FD0133, FD0134; Reno FD400, FD704. Plan condition reviews and procurement.
2028	1	$0.300M	Sparks M1/3400; assess duty, remount feasibility and service need.
2029	6	$2.174M	TMFPD FD4241, FD4242; Reno FD705, FD706, FD707; Sparks M2/3401.
2030	2	$0.945M	Reno FD416 and FD708; verify reserve assignment and replacement timing.
Total	17	$6.386M	TMFPD FD0132, FD0135, FD0118; Reno FD413. Verify condition and whether already replaced.

Figure 35-9. EMS apparatus replacement exposure by planning year



35.4.6 Onboard EMS Equipment Not Captured in the Fleet Workbooks

The apparatus schedules primarily describe vehicles, chassis, status, mileage, condition, lifecycle, and replacement cost. They do not provide a complete inventory of the clinical and communications

equipment carried on each unit. A merger or dispatch transfer should therefore create a separate, unit-level EMS equipment register before estimating transition cost or savings.

Table 35-15. Equipment groups and financial/consolidation treatment

Equipment group	Examples	Financial and consolidation treatment
Patient monitoring and telemetry	Monitor/defibrillators, ECG, pulse oximetry, capnography, batteries, chargers	Track serial number, software/support term, maintenance, consumables, interoperability, and replacement cycle separately from the vehicle
Patient movement	Powered cots/loading systems, stair chairs, bariatric and restraint equipment	Confirm ambulance-body compatibility and remount or retrofit cost before standardizing specifications
Airway and resuscitation	Ventilators, mechanical CPR, suction, oxygen delivery and airway equipment	Separate reusable capital assets from recurring medical supplies and require clinical standardization
Medication and controlled storage	Drug boxes, locks, refrigeration, temperature monitoring, security	Determine custody, licensing, calibration, replacement, and audit responsibility under the successor employer
Mobile communications	P25 radios, mobile/portable radios, MDTs/tablets, AVL/GPS, CAD and station-alerting interfaces	Inventory ownership and programming; budget mounts, licenses, interfaces, cybersecurity, testing, spares, and replacement without duplicating existing regional technology
Infection control and readiness	PPE caches, decontamination equipment, sharps and biohazard systems, chargers and shore power	Classify recurring supplies, station infrastructure, and durable equipment separately; preserve reserve-unit readiness

35.4.7 Financial and Operating Implications

The equipment workstream should be modeled outside the recurring dispatch baseline and then assigned according to the approved service boundary. Potential efficiencies include common vehicle specifications, joint procurement, coordinated remounting, shared maintenance contracts, standardized spare equipment, pooled reserve policy, and synchronized radio/MDT programming. These are opportunities for capital deferral or cost avoidance; they should not be booked as recurring savings until the agencies validate deployment requirements, peak demand, geography, maintenance downtime, mutual-aid coverage, ownership, grants and restrictions, warranties, and the number of units that can actually be released. A centralized dispatch center can improve unit visibility and utilization without reducing the number of response or transport units needed to meet service standards.

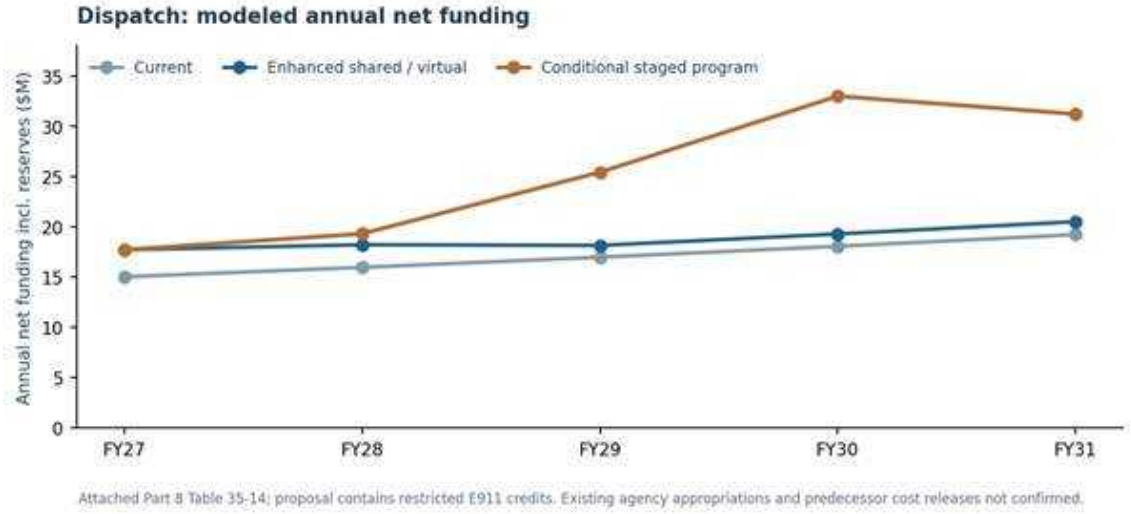
Before implementation, the agencies should approve one EMS asset ledger linking each vehicle and onboard asset to unit ID, station, service role, transport authorization, owner, funding source, condition, mileage or usage, warranty/support date, replacement year, replacement cost, annual reserve,

CAD/radio configuration, and disposition decision. This ledger should reconcile to finance fixed assets and to the CAD unit roster.

35.5 Consolidation Operating Models

Annual and five-year funding consequences

Figure 35-10. Annual net funding requirement by modeled dispatch option.



Over FY2027–31, the modeled current net funding requirement is $85.275 million; enhanced shared/virtual is $93.908 million; governmental lead agency is $126.825 million; centralized center is $132.233 million; and staged shared-to-unified is $126.722 million. Increments over current are $8.633 million, $41.550 million, $46.958 million and $41.447 million, respectively. The staged option costs $32.814 million more than enhanced shared/virtual. These net scenarios reflect their modeled cash, replacement contributions and restricted E911 credits; they are not executed assessments. The staged increment peaks at $14.947 million in FY2030, so the governing bodies should test annual affordability as well as five-year total cost.

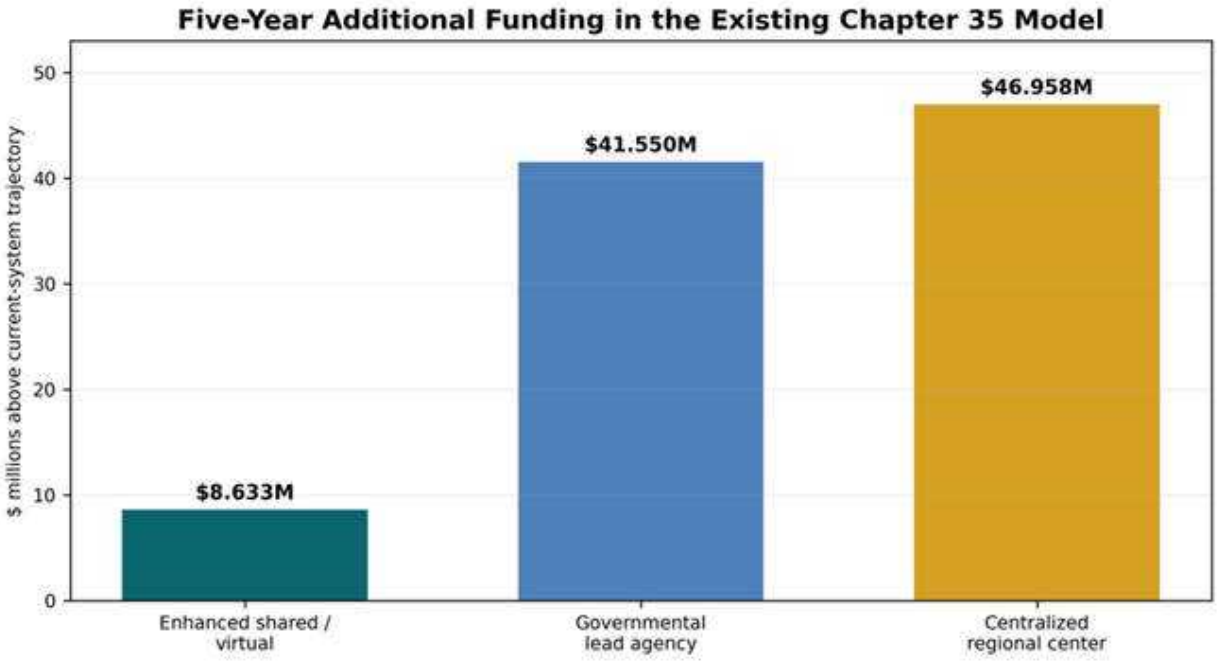
The five-year option budgets in Table 35-14 provide a common current-service comparison, while Table 35-15 isolates the additional funding each design would require. The staged shared-to-unified case increases net need from $17.720 million in FY2027 to $33.012 million in FY2030 before declining to $31.233 million in FY2031. This pattern reflects a transition and operating ramp; it is not a level annual levy or a forecast of adopted agency spending..

Table 35-16. Operating models, concepts, funding, and primary benefit test

Alternative	Operating concept	Five-year additional funding	FY2031 additional recurring	Primary benefit test
1. Enhanced shared / virtual	Existing employers and centers; common policy, CAD configuration, QA/training, data, and failover	$8.633M	$1.287M	Can shared governance and support deliver measurable consistency and resilience without

Alternative	Operating concept	Five-year additional funding	FY2031 additional recurring	Primary benefit test
				physical consolidation?
2. Governmental lead agency	One public host operates the agreed regional scope; predecessor services remain funded until released	$41.550M	$11.267M	Can host capacity replace local work at a lower net cost while preserving police/911 and EMS?
3. Centralized regional center	Unified staffing in a primary regional center with capable backup	$46.958M	$12.574M	Do unified supervision and facilities produce benefits exceeding the higher recurring and capital burden?
Staged shared-to-unified option	Shared/virtual first, then conditional unified operation across two capable sites	$41.447M above current; $126.722M total net funding	$10.801M above current before reserve contributions	Do the measured resilience and service gains justify $32.814M above the shared/virtual benchmark?

Figure 35-11. Five-year additional funding in the existing Chapter 35 model



For each option and fiscal year, modeled net funding requirement = operating and project cash spending + the separately identified replacement-fund contribution − approved, eligible CAD/E911 support. Table 35-14 displays the resulting planning budget; Table 35-22 identifies capital, transition and replacement components already represented in option pricing. Financing proceeds and reserve drawdowns are sources of cash, not additional operating revenue or automatic cost reductions.

Table 35-17. Annual net funding budget by operating model

Operating model	FY2027	FY2028	FY2029	FY2030	FY2031	Five-year total
Current system	$15.027M	$15.970M	$16.981M	$18.066M	$19.231M	$85.275M
Enhanced shared/virtual	$17.720M	$18.224M	$18.152M	$19.294M	$20.518M	$93.908M
Governmental lead agency	$19.396M	$23.135M	$25.128M	$28.669M	$30.498M	$126.825M
Centralized regional center	$18.537M	$23.822M	$27.950M	$30.119M	$31.805M	$132.233M
Stage shared to unified option	$17.720M	$19.318M	$25.439M	$33.012M	$31.233M	$126.722M

Table 35-18. Annual additional funding above the current system

Operating model	FY2027	FY2028	FY2029	FY2030	FY2031	Five-year increment
Current system	$0.000M	$0.000M	$0.000M	$0.000M	$0.000M	$0.000M
Enhanced shared/virtual	$2.692M	$2.254M	$1.172M	$1.228M	$1.287M	$8.633M

Operating model	FY2027	FY2028	FY2029	FY2030	FY2031	Five-year increment
Governmental lead agency	$4.368M	$7.165M	$8.147M	$10.603M	$11.267M	$41.550M
Centralized regional center	$3.510M	$7.852M	$10.969M	$12.053M	$12.574M	$46.958M
Stage shared to unified option	$2.692M	$3.348M	$8.459M	$14.947M	$12.001M	$41.447M

The staged program's FY2031 increment is $12.001 million: $10.801 million for regional/shared operations plus a $1.201 million replacement contribution. The $10.801 million is therefore the additional recurring operating amount before reserve funding, while $12.001 million represents the complete modeled FY2031 increment.

Table 35-19. Five-year option budget reconciliations

Calculation	Reconciliation
Current-system five-year net budget	$89.570M gross continuity trajectory − $4.295M modeled CAD/E911 credits = $85.275M
Enhanced shared five-year net budget	$85.275M + $8.633M = $93.908M
Governmental lead five-year net budget	$85.275M + $41.550M = $126.825M
Centralized center five-year net budget	$85.275M + $46.958M = $132.233M
Staged-program five-year net budget	$85.275M + $41.447M = $126.722M
Staged-program FY2031 net budget	$19.231M current support + $10.801M regional/shared operations + $1.201M replacement contribution = $31.233M

Fiscal Interpretation of the alternatives

The enhanced shared/virtual alternative is the financial benchmark because its $93.908 million five-year budget supports common governance, data, policy, training, CAD configuration, quality assurance, and failover without assuming that existing PSAPs close. Compared with this benchmark:

- The governmental lead-agency model costs **$32.917 million more** over five years.
- The centralized-center model costs **$38.325 million more** over five years.
- The staged Chapters 36–38 program costs **$32.814 million more** over five years.

These additional expenditures should purchase measurable improvements - such as faster call transfers, greater processing reliability, standardized EMD/EFD protocols, stronger quality assurance, improved surge capacity, and tested continuity - that cannot be achieved through the enhanced shared/virtual model. Each model should also be evaluated by annual cash requirement because an acceptable five-year total may still include an implementation-year funding peak that exceeds member-agency capacity.

35.5.1 Decision Interpretation

Alternative 1 is the financial benchmark because common governance, data, policy, training, CAD configuration, and failover can be pursued without assuming that whole PSAPs close. Alternatives 2 and 3 should be selected only if their additional cost purchases clearly defined gains - such as faster

transfers, improved processing reliability, stronger quality assurance, standardized EMD/EFD, better surge capacity, and tested continuity - that cannot be obtained through the shared model.

35.5.2 Two-site Unified Operations and New Construction

Unified governance and staffing can potentially operate from more than one capable site. A two-site design can preserve geographic redundancy and use existing investments, but it still requires common supervision, workforce rules, CAD/radio/telephony integration, security, backup power, quality control, and a single operating doctrine. It should not inherit the centralized-center facility allowance without a site-specific study.

35.5.3 Operating-model Selection Criteria

Table 35-20. Selection criteria for centralized on two-site unified

Criterion	Enhanced shared / virtual	Lead agency	Centralized or two-site unified
Employer and labor transition	Current employers remain	Host becomes employer for defined scope	Regional/host employer for unified scope
Facility strategy	Existing sites and tested reciprocal failover	Host capacity plus capable backup	Selected primary and backup sites; new construction optional
Cost-release potential	Limited; focuses on support and productivity	Possible after local work and contracts demonstrably end	Potentially broader, but highest transition and stranded-cost exposure
Governance need	Binding common policies, metrics, configuration and dispute process	Host accountability plus member service agreement	Regional authority/board, unified command and funding agreement
Decision threshold	Measurable benefit exceeds modest recurring increment	Matched host price and service outperform shared model	Benefits exceed lead/shared model after full capital, recurring, and residual cost

35.6 Current 5 Percent and 10 Percent Savings Scenarios

The savings targets apply to the $15.828 million gross continuity baseline. They are recurring net expenditure tests, not across-the-board cuts and not predictions. The supported CAD E911 credit remains a funding source; reducing an eligible E911-funded cost may reduce both expense and reimbursement, so the member-funded benefit must be tested separately.

Figure 35-13. Figure 35-B. Five-year additional funding over modeled current dispatch.

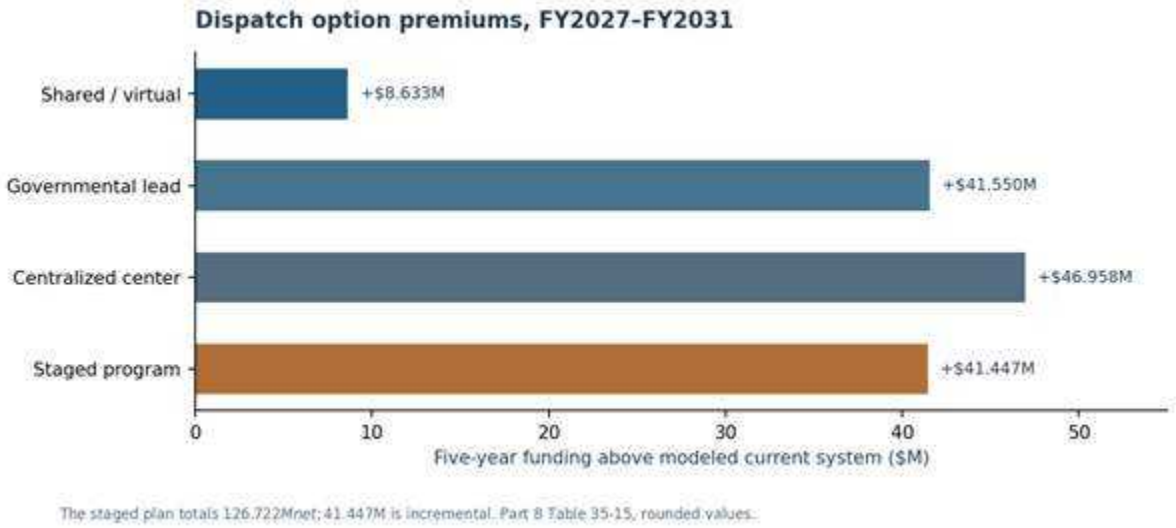


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Figure 35-14. FY2027 gross recurring savings tests

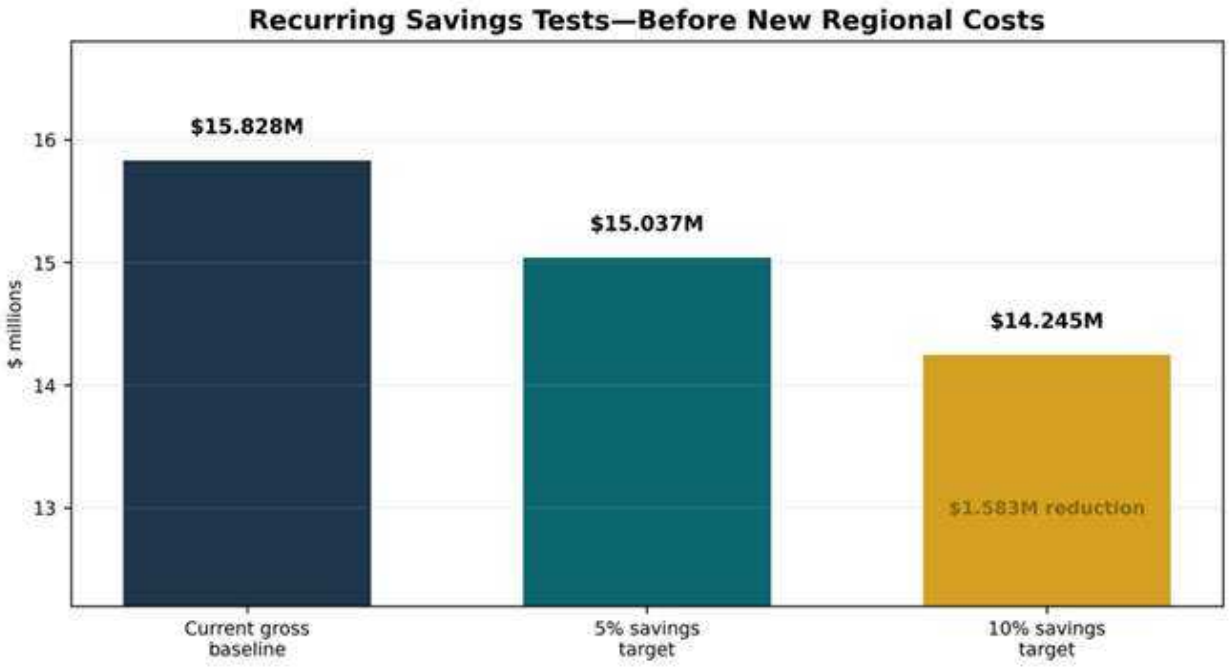


Table 35-21. Recurring savings measures

Measure	Current	5% target	10% target
Gross system cost	$15,828,241	$15,036,829	$14,245,417

Measure	Current	5% target	10% target
Required recurring reduction	-	$791,412	$1,582,824
Supported CAD E911 credit	($800,942)	($800,942)	($800,942)
Net funding after same credit	$15,027,299	$14,235,887	$13,444,475

Table 35-22. Five-year target sensitivity

Fiscal year	Gross continuity proxy	5% target	10% target
FY2027	$15.828M	$15.037M	$14.245M
FY2028	$16.799M	$15.959M	$15.119M
FY2029	$17.839M	$16.947M	$16.055M
FY2030	$18.954M	$18.006M	$17.059M
FY2031	$20.150M	$19.143M	$18.135M
Five-year total	$89.570M	$85.092M	$80.613M
Five-year gross reduction	-	$4.479M	$8.957M

Figure 35-15. Five-year gross continuity and savings target paths

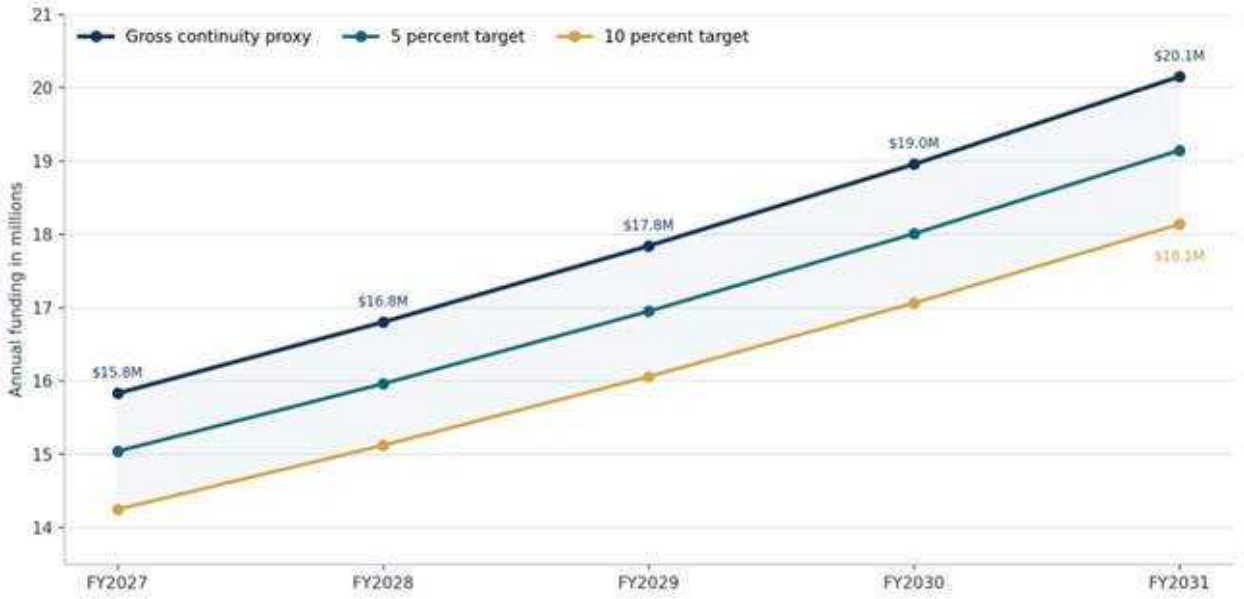


Table 35-23. Potential support for the 5 percent target

Savings lever	How it can reduce cost	Certification condition
Management and support attrition	Combine executive, scheduling, QA/training, finance, analytics, and administrative roles where work truly overlaps	Named position crosswalk, successor workload, loaded compensation, effective date, and predecessor budget reduction
Shift and overtime optimization	Regional relief, common vacancy management, aligned schedules, cross-trained coverage, and lower backfill	Validated post/coverage model; three-year overtime, leave, vacancy, and training history; service-floor compliance
Call transfer and duplicate-processing reduction	Fewer handoffs, repeated entry, callbacks, and separate QA processes	Baseline task/time study and measured postimplementation productivity or position release
Vendor, license, and interface rationalization	End duplicate software, maintenance, support, and interface contracts after cutover	Contract inventory, beneficiary allocation, termination dates, funded replacement, and decommission evidence
Facility and support consolidation	Reduce duplicate occupancy/support while preserving a capable backup	Site decision, security/power/network test, lease/ownership terms, and backup operating plan
REMSA dispatch contract decision	End the $0.778M fee only when replacement scope is operating and contract obligations end	Executed terms, cutover date, replacement payroll/technology, overlap, and continuing REMSA clinical/EMS cost
Capital and replacement planning	Standardize equipment, reuse funded assets, coordinate refreshes, and avoid unnecessary duplicate purchases	Asset-level inventory, condition/support dates, approved lifecycle schedule, and avoided purchase identified

The proposed TMFPD–REMSA fee is almost the entire 5 percent gross target, but its removal would not equal savings unless the replacement dispatch service costs less and all exit/overlap costs are paid. Likewise, the $1.554 million CAD/RMS budget is nearly the 10 percent target but is a required shared platform, not a duplicative cost available for elimination.

35.6.1 Requirements for the 10 Percent Target

A 10 percent recurring reduction is $1.583 million. Since Reno's services-and-supplies budget is only $0.483 million and regional CAD/RMS already represents shared infrastructure, the target likely requires one or more workforce, site, contract, service-scope, or productivity decisions. Examples include validated reductions in minimum staffed posts, consolidated supervision/support, a lower-cost matched REMSA or host contract, decommissioning of a site while preserving backup capacity, or significant cost

avoidance from common technology. Each choice has service, labor, continuity, and implementation consequences.

Table 35-24. Requirements for 10 percent target

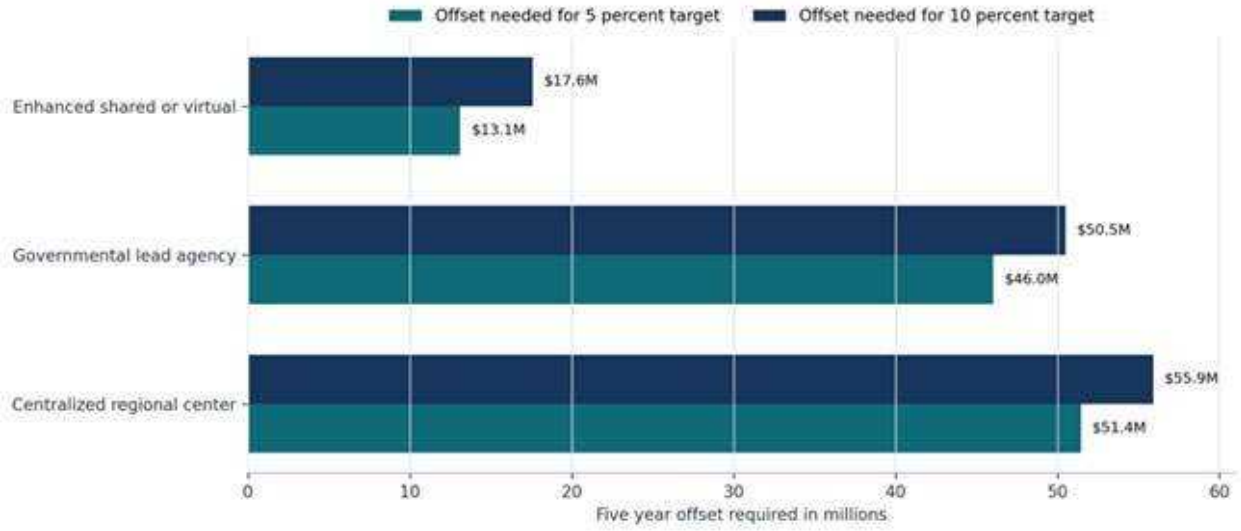
Classification	Count toward savings?	Treatment
Recurring cash saving	Yes, after replacement cost	Named payroll, contract, occupancy, maintenance, or license amount that ends
One-time proceeds or vacancy	No for recurring target	Use for transition, reserve, or one-time capital
Avoided future capital	Separate	Show asset/project, prior schedule, service test, and future cash effect
Deferred replacement	No unless permanently avoided	Retain liability and report reliability/support consequence
Restricted E911 reimbursement	Funding, not operating efficiency	Credit only eligible, approved, nonduplicative cost with timing
Cost avoidance / slower growth	Separate from current reduction	Compare with a documented status-quo trajectory and measured driver

Focused sensitivities do not eliminate the funding gap. A 10 percent compensation transfer yields no net saving while 100 percent retained local service floors are protected; a 90 percent floor permits a conditional $2.853 million five-year reduction. Shared Fire support, after an illustrative service charge, reduces the full program by $1.039 million. A 25 percent reduction in incremental technical support lowers the program by $0.617 million but narrows the difference from shared/virtual dispatch by only $0.192 million. None is an approved saving, and effects are not additive.

Table 35-25. Target test against the existing options

Option	Five-year model increment	Total offset needed to meet 5% target	Total offset needed to meet 10% target
Enhanced shared / virtual	$8.633M	$13.111M	$17.590M
Governmental lead agency	$41.550M	$46.029M	$50.507M
Centralized regional center	$46.958M	$51.437M	$55.915M

Figure 35-16. Five-year option offsets required to meet the savings targets



No current option reaches either savings target as modeled. To do so, the Client must revise the operating package, document predecessor cost release, phase capital, secure eligible funding, or redefine the target as service improvement/cost avoidance rather than a current-dollar reduction. Changing member allocation only redistributes cost; it does not reduce it.

35.6.2 Target Governance and Reporting

The governing bodies should approve a common savings definition before publishing a percentage. Report gross reductions, successor replacement costs, residual costs, one-time costs, timing, and net recurring savings separately. Use quarterly realization reporting after implementation, and reverse any claimed saving if service floors require unplanned overtime, restored posts, duplicate systems, or deferred capital. A target is achieved only when the reduction appears in both the operating model and the adopted predecessor budgets.

35.7 Transition Capital and Implementation Cash Flow

Cash and reserve distinction

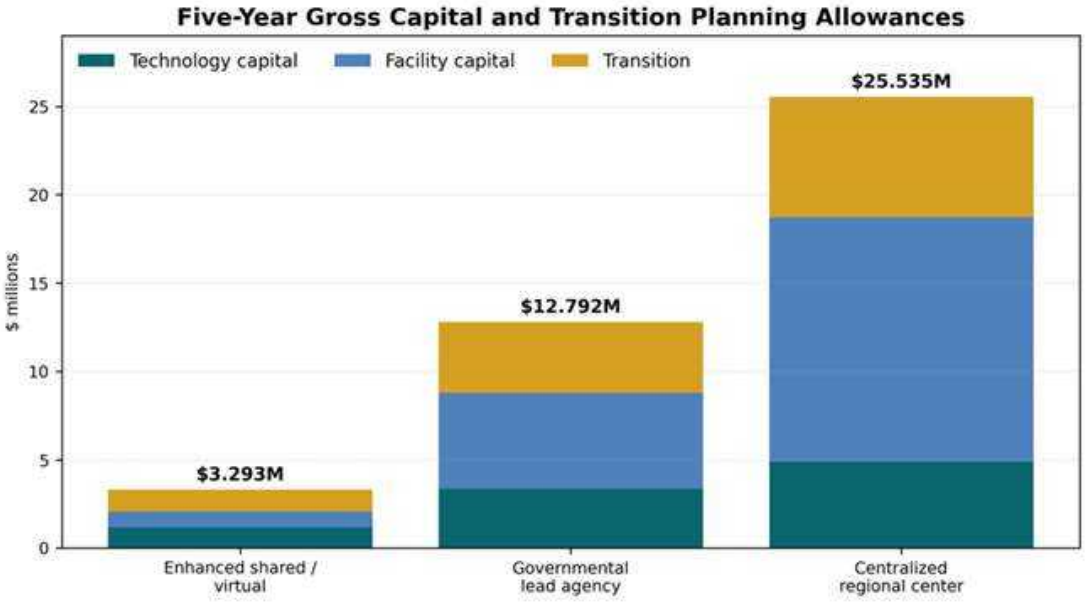
Table 35-26 separates five-year technology capital, facility capital and transition expenditure: $3.293 million for enhanced shared, $12.792 million for governmental lead and $25.536 million for a central center. It also identifies distinct replacement contributions of $0.806 million, $1.873 million and $2.260 million. These are component views of the modeled options, subject to a line-by-line sources-and-uses reconciliation; adding every component to the Table 35-14 option total would double count amounts already embedded in net funding. Approve project cash by fiscal year and payer, restricted-credit eligibility, any financing and repayment, and transfers to a ring-fenced replacement reserve.

The transition component in Table 35-22 is $1.222 million shared, $4.022 million lead and $6.802 million central over five years; it differs from recurring staffing and from the reserve for future replacements. The appropriation schedule should separately fund governance/legal setup, labor transition, recruitment and training, integration, commissioning, parallel operation, contract exit, exercises and cutover, then reconcile HxGN, E911, radio, recording, alerting and facility commitments before procurement. Local police/911, EMS and central-service spending retained by predecessors remains a separate member obligation under Table 35-23 until a named budget line is released.

Table 35-26. Transition capital and implementation flow

Five-year amount	Enhanced shared	Lead agency	Centralized center
Technology capital	$1.162M	$3.353M	$4.896M
Facility capital	$0.909M	$5.417M	$13.837M
Transition expenditure	$1.222M	$4.022M	$6.802M
Capital and transition total	$3.293M	$12.792M	$25.536M
Separate replacement contributions	$0.806M	$1.873M	$2.260M

Figure 35-17. Gross capital and transition planning allowances



35.7.1 Capital Decision Rules

- Maintain a sources-and-uses ledger by asset, project, site, payer, eligibility, timing, and owner.
- Classify each item as existing/reusable, committed, incremental, replaced, avoided, or decommissioned.
- Do not subtract financed capital from project cost; show debt or lease proceeds and complete recurring repayment.
- Do not use E911 fund balance for noneligible payroll, facilities, or general regional administration.
- Fund replacement separately from startup purchases and do not count reserve contributions again as revenue when spent.
- Require parallel-operation and rollback funding until operational acceptance criteria are met.

35.8 Retained Residual and Stranded Costs

The central financial risk is paying twice: once for a new regional function and again for the predecessor staff, facilities, systems, or contracts that cannot be removed. A fire-dispatch transfer may leave Reno or Sparks with nearly unchanged police/911 minimum staffing and supervision. A call-volume allocation is not evidence of cash savings.

Table 35-23. Residual costs

Residual cost	Why it may remain	Required proof of release
Police/911 call taking and dispatch	Minimum posts, radio channels, supervision, records, and public contact continue	Shift/post analysis and adopted predecessor budget reduction
Facilities and backup sites	Primary or backup operational capability, security, power, HVAC, network, and leases continue	Site closure/repurpose plan and preserved COOP capacity
Technology and licenses	Law RMS, CAD/mobile users, telephony, recording, cybersecurity, and interfaces continue	User/license inventory, contract change, decommission and replacement ledger
Central services	Finance, HR, IT, legal, procurement, risk, audit, and treasury staff may remain at city/county	Activity-based avoidability study and successor service cost
REMSA / EMS obligations	Clinical, ambulance deployment, EMD, transport, and other EMS functions may continue	Executed service boundary and matched provider/replacement scope
Radio and debt commitments	Regional infrastructure, P25 payments, operations, IDs, coverage, and maintenance continue	Agreement amendment or funded successor assumption

35.8.1 Maximum Supportable Transfer Rule

The maximum transferable amount is the predecessor cost actually removed after its remaining service meets the agreed standard and all release costs are paid. For each line, identify the position or contract, annual cost, end date, severance/leave/overlap, replacement cost, and adopted budget action. Retaining a conservative local cost floor is not proof that every cost is unavoidable; lowering the floor is not a budget instruction unless the service analysis supports it.

35.9 Funding Cost Allocation E911 and Indirect Costs

Net member requirement equation

Gross successor and retained municipal cash cost + independently funded project cash + properly scheduled replacement contributions − legally eligible E911/grants − verified actual predecessor expense released = member funding requirement. Do not count an accounting allocation as cash released, or a proposed restricted credit as unrestricted payroll support. An incremental County

property-tax administration charge is inapplicable under a member-funded dispatch agreement and unpriced under a hypothetical direct levy. Approve votes, member shares, caps and annual true-up in the actual contract.

The successor funding formula should reflect both readiness and use. Directly attributable contracts should be assigned directly. Shared fixed costs should recognize baseline readiness; variable operating costs should reflect controlled workload and complexity. Population alone does not measure dispatch work, and incident counts alone do not measure duration, radio occupancy, or concurrency.

Table 35-28. Funding allocations for E911 and indirect costs

Allocation component	Candidate measure	Control
Direct cost	Dedicated interface, subscriber service, site, or agency-specific requirement	Assign to beneficiary under written scope
Readiness / fixed cost	Equal/base share, service population, assessed value, or agreed capacity share	Document policy purpose and affordability
Call-taking work	911/nonemergency/text/transfer volume and handling time	Use rolling, validated telephony data
Dispatch / radio work	CAD events, unit assignments, talk time, channel occupancy, concurrency	Use controlled system logs, not raw incident totals alone
Technology use	Authorized CAD/RMS users, consoles, interfaces, storage, mobile users	Reconcile to vendor licensing and existing governance formula
Annual true-up	Rolling multi-year measures and direct-cost changes	Set caps, floors, entry/withdrawal, dispute, and reconciliation rules

35.9.1 Population Context

Nevada's certified July 1, 2025 population is 519,471 for Washoe County, including 283,378 in Reno and 117,116 in Sparks. The residual 118,977 is not a TMFPD service-population proxy because it includes other jurisdictions and fire districts. Population may represent capacity or readiness, but it should not be substituted for the service-area and workload definitions.

35.9.2 E911 Restrictions and Fund condition

E911 surcharge funds support eligible emergency-reporting technology and related costs. The source record supports CAD, call handling, recording, station alerting, dispatch software, infrastructure, and related projects, but it does not establish unrestricted support for regional payroll, general facilities, or all transition costs. Count an E911 credit only after eligibility, approval, amount, and reimbursement timing are documented.

35.9.3 Indirect and Central-service Costs

Table 35-29. Indirect/central service costs and implications

Current evidence	Amount / condition	Regional implication
Reno General Fund indirect-cost reimbursement	$10.103M citywide FY2027; not Dispatch-specific	Obtain the dispatch service share and determine which city workload/spending ends or remains
Sparks central-service plan	$20.073M FY2024 actual central-service cost; $4.230M allocated to other funds and $15.842M unallocated	Police/General Fund support is not isolated as a dispatch charge; build activity-based finance, HR, IT, legal, procurement, risk, and facilities cost
Washoe County CAP - CAD/RMS fund	$121,982 FY2025 allocated central-service cost	Include host/County administration once; reconcile to the proposed Fund 212 service contracts and future charges
Successor administration	Budget an activity-based service allowance for the selected host or entity	Price finance, payroll, HR, procurement, legal, audit, insurance, treasury, records, GIS, IT/security and governance once; distinguish the retained local share.

An allocated cost is not automatically avoidable. System savings equal the predecessor spending that actually ends less the successor cost of performing the same function. A host charge can be economical, but it must be matched to the services and capacity provided rather than treated as a generic percentage.

35.9.4 Property-tax Administration

Dispatch does not inherently create a property-tax administration cost. That cost arises only if the selected regional entity receives a direct property-tax levy or related distribution requiring County assessment, billing, collection, accounting, appeals, and audit support. If that financing structure is selected, obtain a written County fee or approved allocation method and show gross tax revenue and administration expense separately. Until then, the dispatch model should state “not applicable under member-contribution funding; to be determined under a direct levy,” rather than insert zero or reuse a fire-district assumption.

Nevada's Interlocal Cooperation Act permits governmental entities to cooperate and create administrative or joint structures, but the agreement must define purpose, powers, financing, budgeting, governance, property, liability, duration, withdrawal, termination, and audit responsibilities. NRS 244A.7645 supports eligible emergency-communications enhancements; it does not convert restricted surcharge resources into unrestricted payroll or facility revenue. Final authorization therefore depends on the chosen structure, governing-body actions, and a cost-eligibility schedule.

35.9.5 Recommended Funding Architecture

Layer	Recommended treatment
Base readiness	A stable member contribution supporting minimum 24/7 posts, governance, core facilities, and continuity.
Variable workload	A rolling share using validated handling time, CAD/unit work, and radio demand rather than incident count alone.
Direct beneficiary	Agency-specific interfaces, dedicated positions, subscribers, or service enhancements charged directly.
Restricted E911	Eligible approved technology credited to the corresponding expense, with reimbursement timing and encumbrances shown.
Capital and replacement	Separate scheduled contributions or authorized financing; never hidden in a one-year operating percentage.
True-up and change	Annual reconciliation plus entry, withdrawal, extraordinary-event, and dispute provisions.

35.9.6 Cost Layer and Approval Test

Table 35-30. Cost layer, budget treatment, and approval test

Cost layer	Budget treatment	Approval test
Current operations	Included in continuity baseline	Reconcile adopted budget contract and actual service scope
Transferred successor costs	New recurring regional budget	Support positions benefits contracts services and central administration from the bottom up
Retained local costs	Remain with predecessor agencies	Fund police records facilities and other work that continues after transfer
Transition and parallel operation	Separate one time appropriation	Fund overlap integration training testing change management and rollback capacity
Capital and lifecycle	Separate project and replacement schedule	Use an asset ledger installed dates remaining lives escalation and approved funding sources
Restricted credits	Offset only eligible approved costs	Match E911 grants or subscriber credits to approved projects and timing
Stranded and residual costs	Remain until released by evidence	Recognize a saving only after payroll contract facility or central service spending ends

Figure 35-18. Recommended dispatch financial architecture

35.10 Service Performance and Nonfinancial Fiscal Drivers

Several decisions are operational, labor, governance, or technology choices rather than accounting choices, but they can have larger fiscal consequences than supplies or contracts. The financial model should attach a measurable service result and risk owner to each major expenditure or saving.

Table 35-31. Service performance drivers

Driver	Service impact	Potential fiscal impact
Call-answer and processing standards	Speed, abandonment, queueing, transfer, and dispatch time	Staffing posts, overtime, technology, and quality costs
EMD/EFD and clinical responsibility	Prearrival instructions, triage, protocol compliance, medical oversight	Licensing, training, QA, liability, and REMSA/public division of work
Police/fire service boundary	Separate radio, records, NCIC/CJIS, and incident workflows	Limits releasable staff and systems after fire-only transfer
Workforce availability	Recruitment, training pipeline, turnover, vacancy, leave, and burnout	Overtime, minimum staffing, academy/onboarding, retention incentives
Continuity and cybersecurity	Outage, failover, ransomware, backup communications, data integrity	Redundant sites/systems, monitoring, insurance, exercises, recovery
Governance and accountability	Authority over standards, budgets, personnel, data, and disputes	Administrative structure, legal cost, decision speed, member risk
Growth and development	Volume, density, demographics, special facilities, and event demand	Future posts, channels, consoles, sites, network and radio capacity

Driver	Service impact	Potential fiscal impact
Public and responder trust	Acceptance of transfers, protocols, unit recommendation, and mutual aid	Implementation pace, training, change management, and operational rework

35.10.1 Continuity of Operations is a Funded Operating Function

The 2023 E911 plan describes a "go to anywhere" backup strategy requiring call taking, CAD, radio, ancillary applications, suitable sites, security, bandwidth, power, UPS/generator, ergonomics, ongoing location and technology evaluation, testing, training, and an assigned owner. A virtual or multi-site model can avoid an expensive duplicate building, but it cannot avoid continuity responsibilities.

35.10.2 Channel and Communications Capacity

Agency narrative identifies single-channel capacity and peak call-hour concerns, while the radio source documents console disruptions, audio issues, coverage events, aging components, and constrained logical IDs. These conditions require measured channel occupancy, simultaneous incidents, mutual-aid traffic, wildfire surge, and failover testing before staffing or site reductions. The narrative assertion of approximately 15 calls per hour on one Reno channel should be validated against radio and CAD logs before publication as a capacity standard.

35.10.3 Required Performance and Accountability Dashboard

The selected operating model should be accompanied by a common monthly dashboard. Financial savings should not be certified if they coincide with a material decline in call handling, dispatch reliability, response processing, staff sustainability, or continuity readiness. Baseline definitions must be standardized before trend comparisons begin.

Table 35-32. Dashboard measures and minimum controls

Measure	Why it matters	Minimum control
911 answer performance	Tests access to the emergency system	Report by PSAP, hour, call type, and percentile using a common definition
Call-processing interval	Measures time from answer to dispatch recommendation	Separate fire, EMS, law, transfer, and priority categories
Transfer rate and transfer time	Identifies handoff delay and duplicate processing	Track transfers among municipal PSAPs, County, REMSA, and outside agencies
Concurrency and queue depth	Drives console and relief staffing	Measure peak periods and simultaneous major incidents, not only annual averages
Radio workload and channel occupancy	Tests whether staffing and channel capacity are adequate	Include transmissions, duration, mutual-aid traffic, wildfire surge, and backup channels
System availability and failover	Protects continuity and responder safety	Track CAD, telephony, radio, recording, alerting, network, and interface outages

Measure	Why it matters	Minimum control
Staffing sustainability	Connects service performance to payroll	Report authorized, filled, vacant, training, overtime, mandatory holdover, leave, and turnover
Protocol and quality compliance	Supports consistent clinical and operational decisions	Report EMD/EFD compliance, errors, complaints, rework, and corrective training
Continuity exercises	Demonstrates that backup capability is usable	Document test date, scenario, time to restore, deficiencies, owner, and remediation date

35.11 Decision Conditions and Financial Sensitivities

Table 35-33. Risks, potential bias, and required response

Decision condition	Cash or service sensitivity	Approval treatment
Sparks staffing and spending boundary	$3.602398M planning proxy and 18 dispatcher/5 supervisor authorizations do not establish a releasable payroll amount.	Continue proxy in option comparison; require filled/vacant payroll, overtime, facility and indirect-cost bridge for a signed transfer.
TMFPD–REMSA service boundary	The proposed $0.777652M fee changes when the executed EMS/dispatch service scope changes.	Price the executed fee, ambulance/EMD responsibilities, overlap, termination, liability and service standards by year.
Whole-PSAP demand and paid coverage	A fire-incident total omits police, telephone, transfers, radio and peak staffing.	Certify 15/30-minute workload, service floors, shift coverage, productive hours and relief before setting paid posts.
E911 availability and restricted use	Only eligible, approved, available CAD spending reduces member cash; project charts and allocations can differ.	Crosswalk FY2027 Fund 212 $800,941.93 with the separate $895,000 advisory proposal; reconcile project, encumbrance and year once.
Reuse, replacements and contracts	An unfunded replacement or duplicated CAD/radio commitment understates the full option cost.	Approve project ledger by asset, payer, installed/support dates and E911 source; contribute to lifecycle reserve separately.
Primary and backup facilities	Capacity, security, power, redundancy and upkeep drive both transition and ongoing cash.	Price site condition, acquisition/build, upkeep and COOP testing for one-site and two-site options.

Decision condition	Cash or service sensitivity	Approval treatment
Predecessor and successor administration	Citywide indirect totals do not equal avoidable dispatch cash; a new host also has service cost.	Use activity-based allocations and an adopted predecessor release schedule; carry unreleased local amounts as retained obligations.
Labor and cutover period	Overlapping payroll, leave, training and bargaining terms can delay net savings.	Fund position crosswalk, parallel service and signed labor terms through acceptance and first annual true-up.
Member affordability	A five-year total can mask the FY2030 staged peak of $14.947M over current.	Approve annual recurring/one-time contributions and a funded financing schedule for each member.
Agency sign-off on assumptions	Scenario values are design inputs until their service and fiscal boundaries are approved.	Finance, legal, PSAP, EMS and technology leads sign dated exceptions, workpapers and authority before implementation.

35.11.1 Sensitivity Priorities

- Fire-only transfer versus full public-safety communications scope
- Retained local cost floor at 100 percent, 95 percent, and 90 percent, supported by service analysis
- REMSA continues, becomes provider, participates, or exits selected dispatch work
- Regional pay and benefit structure; vacancy/overtime and training pipeline
- One site, two sites, hosted capacity, or new central facility
- Technology reuse versus replacement; E911 eligibility and timing
- Population/workload growth, call-duration change, subscriber entry or withdrawal
- Shorter and longer equipment replacement cycles and vendor support dates

35.11.2 Authorization Package for a Binding Decision

A binding staffing transfer, site selection or multiyear contract should be accompanied by the following agency-approved schedules. They are implementation and funding controls for each alternative, with a named owner and effective date:

- Workforce schedule: authorized, filled, vacant and trainee posts; overtime and leave relief; minimum consoles; and the predecessor reductions approved by Reno, Sparks, the County and any participating REMSA employer.
- REMSA schedule: the executed TMFPD service terms and the selected regional fire/EMS, ambulance, EMD, data, clinical oversight, liability, continuity and exit boundaries, with annual price.

- Asset and reserve schedule: each technology or site asset's owner, age, condition, vendor-support date, cost, planned replacement, maintenance, E911 eligibility and funding treatment by option.
- Site and continuity schedule: primary and backup console capacity, physical security, power, network diversity, radio, recording, relocation, expansion and demonstrated failover costs.
- Workload and service schedule: calls, texts, transfers, CAD and radio tasks, handle time, concurrency, non-fire work, QA, training and peak events by suitable 15- or 30-minute interval.
- Predecessor and successor budget bridge: each local appropriation transferred, ended or retained; the date it changes; overlap and leave payouts; restricted credits; and resulting annual member cash.
- Approvals and accountability schedule: named operating, technical, finance and legal certifications, exceptions, member contribution ceilings, annual true-up and cutover acceptance thresholds

35.12 Implementation Roadmap and Decision Points

Figure 35-19. Decision sequence for regional dispatch consolidation

Table 35-34. Implementation roadmap by phase

Phase	Core work	Requirements for proceeding
0. Define scope and checks	Service boundary; REMSA role; police/records boundary; performance, labor, resilience, and contribution ceilings	Written client scope and affordability envelope
1. Baseline and due diligence	Sparks detail; all rosters/payroll; contracts; workload; facilities; assets; indirect costs; E911/project ledger	Reconciled current-state cost, work, asset, and obligation register
2. Shared controls	Common governance, data definitions, policy, CAD configuration, QA/training, mutual support, and COOP exercises	Measured service improvement and funded support
3. Detailed design	Queueing/staffing; host/entity; sites; technology; labor; procurement; cost allocation; funding	Balanced recurring and one-time business plan with predecessor service floors
4. Build and parallel operation	Recruit/transfer; configure; integrate; train; test; operate parallel; public/responder communication	Operational acceptance, failover exercise, rollback readiness, and funding certification

Phase	Core work	Requirements for proceeding
5. Cutover and stabilization	Contract transition, command, QA, service monitoring, cost tracking, decommission	Performance and budget thresholds sustained before cost release
6. Annual true-up	Allocation, staffing, technology, reserves, assets, service metrics, subscriber changes	Governing-board review and corrective action

Table 35-35. Savings realization register

Required field	Purpose
Action and owner	Names the operational change and accountable executive
Baseline cost and source	Connects the saving to an adopted position, contract, facility, or purchase
Gross recurring reduction	States the annual cost ending after stabilization
Replacement / retained cost	Captures new regional and predecessor obligations
One-time implementation cost	Shows cash needed before savings begin
Effective date and ramp	Prevents a full-year amount from being claimed before realization
Service metric and floor	Protects call answer, processing, quality, radio, resilience, and employee safety
Evidence of budget release	Requires payroll/contract termination and adopted budget action
Net recurring saving	Only this amount counts toward the 5 percent or 10 percent target

35.13 Calculation Checks and Agency Approval Controls

Table 35-36. Arithmetic validated; implementation assumptions priced

Decision input	Current evidence	Decision condition / owner
FY:27 budget components	One adopted; one proxy; two proposed	Finance leads reconcile appropriations and executed contracts
49-FTE staffing / four posts	Illustrative productive-hour arithmetic	PSAP leads certify interval workload, schedule, leave and relief
Regional CAD	Shared software/radio components; operational integration unproven	CAD board + REMSA test interface, status, protocol and closest-unit rules
EMS data and tiering	Article 12.2 quarterly ILS/fire-rider series not reviewed	NNPH obtain contracted report, clinical group review duplicates

Decision input	Current evidence	Decision condition / owner
Facilities and E911	Conceptual site/asset and restricted fund credits	Site sponsor and E911 administrator certify costs and eligibility
Local staff/cost release	No signed predecessor release schedule	Reno/Sparks/County and unions validate actual continuing work

Table 35-37 distinguishes verified arithmetic from authorizations that govern an eventual service transfer. The budget is usable for policy comparison now; a legally binding funding schedule follows agency approval of scope, payroll and predecessor cost releases.

Twenty-one numeric checks of the supplied dispatch materials reconciled the FY2027 baseline, savings thresholds, TMFPD fee change, incident controls and focused option calculations. The reviewed Reno archive also passed an integrity and recorded-hash check. This gives confidence in the reproduced source-vintage arithmetic; it is not an audit opinion on agency payroll, a vendor quote, an executed REMSA amendment or a certification of capital age and condition. Table 35-32 states the specific adoption controls for these inputs.

Table 35-37. Validation area, status, and conclusion

Budget element	Planning treatment	Authority for binding commitment
Budget and target arithmetic	Arithmetic checked	Gross/net continuity, savings thresholds, fee change and option arithmetic reproduced; member finance leads adopt actual appropriations.
Workload and data provenance	Controlled incident scope	97,215 unique fire incidents and 97,086 sensitivity supported for stated uses; PSAP leads certify broader interval workload for staffing.
Financial-model calculation integrity	Scenario formulas checked	Reserve lives and sensitivity formulas reconcile for tested cases; approve each asset's cost, age, ownership and funded reserve.
Current Sparks roster and releasable FTE	18 + 5 authorized Sparks positions; $3.602398M proxy	Sparks finance/PSAP lead certifies filled/vacant payroll, service floor and any enacted predecessor release; authorization is not a cash saving.
Unified-center staffing plan	49-FTE unified-center scenario	Receiving employer and PSAP leads approve post coverage, shift/relief plan, wages, benefits, overtime, labor terms and administration.
Equipment/site replacement schedule	Planning lives and source fleet register	Technology/site sponsor dates and conditions installed assets, secures funding; EMS fleet retained outside dispatch unless expressly transferred.
REMSA scope and price	$0.777652M proposed TMFPD fee	TMFPD and REMSA approve executed fee and selected service, liability, exit and transition terms; carry continuing contracts until ended.

Budget element	Planning treatment	Authority for binding commitment
Legal and funding structure	Pathway and restricted support contingent on action	Counsel and finance approve interagency terms, source eligibility, appropriations, ceilings and annual assessments.
Client issue status	Planning comparison ready	Authorize shared design and measurement; require separately priced transition, reserve and retained-local schedules before build/transfer.
EMS apparatus and mobile equipment	17 vehicles; $6.386M replacement exposure	EMS agencies verify unit IDs, condition, role, onboard equipment, ownership and remount before approving capital or asset transfer.

Finance, operations, technology and legal leads should sign the corresponding control before making a staffing, site, procurement or predecessor-cost-release commitment.

35.14 Findings and Recommendations

- **The regional system is already technologically integrated in important respects.**
  - Treat common CAD/RMS, E911, radio, recording, and station-alerting as the platform baseline; price only incremental consolidation need.
  - The FY2027 comparison uses source-specific evidence classes.
  - Reno dispatch uses an adopted city amount, Sparks Communications a staffing proxy, TMFPD–REMSA a proposed annual fee and CAD/RMS a proposed Fund 212 project amount. Preserve those labels in member assessments and replace scenario inputs with approved amounts when each agency takes action.
- **Workload measures have different purposes.**
  - Maintain the 97,215 unique fire-service baseline for regional incident analysis but build a separate whole-PSAP workload registry for staffing and cost allocation.
  - Savings require a funded post or contract release.
  - Tie any payroll saving to interval demand, a staffed shift plan, the predecessor's continuing police/911/EMS service floor, and an adopted reduction net of successor staffing, training, overtime and transition.
- **The modeled options add cost.**
  - Use enhanced shared/virtual dispatch as the benchmark; approve deeper integration only for specified benefits within member contribution ceilings.
- **A 5 percent target is possible to explore but not yet certified.**
  - Build a named $0.791M recurring portfolio from attrition, scheduling/overtime, duplicate processing, vendors, facilities, contracts, and capital - net of replacement cost.
- **A 10 percent target requires deeper decisions.**
  - Treat $1.583M as a stress test requiring workforce/site/service-scope or contract redesign, with explicit service and labor consequences.
  - Transition and replacement are separately funded decision layers.

  - Use the Table 35-22 capital and transition appropriation schedule, a separately contributed lifecycle reserve, and Table 35-23 predecessor obligations; phase each commitment against service and cash acceptance tests.
  - Predecessor administration continues until a cost ends.
  - The Reno, Sparks and County citywide central-service amounts are context, not dispatch-specific savings. Retain local finance, HR, IT, records, risk, facility and legal costs until an activity-based predecessor reduction and the successor charge are both approved; credit only the net released cash.
- **E911 and property-tax funding are often misunderstood.**
  - Use E911 only for eligible approved costs; include property-tax administration only if a direct levy structure is selected and priced by the County.
- **EMS fleet and onboard equipment are a distinct capital workstream**
  - Reconcile 17 medic/ambulance-category units and all onboard clinical/communications assets before recognizing fleet savings or transferring operating responsibility.

Also see Annex AN Dispatch Financial Model Methods, Assumptions, and Required Outputs.

35.14.1 Near-term Authority and Later Commitments

The agencies can fund shared governance, data, CAD configuration, common operating rules and failover tests under present service boundaries. Workforce transfer, facility selection and contract exit require the Table 35-33 authorization package and an annual sources-and-uses plan, because these actions affect both the successor and retained local budgets.

Table 35-33. Decisions by stage, actions supported, and required protections

Decision stage	Actions supported by the record	Required protection
Proceed now	Common CAD/GIS governance; standardized run cards and call types; shared training, QA, data definitions, performance reporting, cybersecurity coordination, and continuity exercises	Retain current employers, contracts, staffing floors, and service accountability during design and testing
Complete during design	Whole-PSAP workload study; successor organization chart; asset and facility ledger; REMSA options; cost allocation; labor and legal review; transition schedule	Use independent validation, named owners, documented assumptions, and member affordability limits
Approve only after validation	Employer transfer; permanent staffing reduction; facility closure or construction; REMSA scope change; member assessments; claimed 5% or 10% recurring savings	Require executed agreements, adopted budgets, tested failover, funded overlap, measurable service standards, and a formal go/no-go decision

35.14.2 Recommended Client Decision

Authorize a funded enhanced shared/virtual dispatch design and service measurement phase under existing PSAP and REMSA boundaries. Require the proposed scope to identify the regional operating increment, Table 35-22 capital/transition cash and replacement reserve, Table 35-23 locally retained expense, eligible restricted credits, responsible payer and peak-year contribution. Evaluate a

governmental lead, centralized center or two-site unified operation on identical fire, EMS, police/911, workforce and continuity boundaries. Move beyond the shared model only when the member contributions are authorized, the service gain is measurable, annual cash is affordable and predecessor budget releases have been enacted.

Figure 35-20. Recommended decision progression

Chapter 36: Recommended Regional Dispatch Framework

36.1 Recommended Service and Organizational Approach

The recommended end state is one regional Fire/EMS communications operation providing boundaryless dispatch from a normally staffed primary center, supported by a separate disaster-recovery site for temporary continuity during outages. A host agency or a separate regional entity may operate the center. Either arrangement should provide one accountable operating chain of command, consistent dispatch practices, and enforceable service and financial responsibilities.

Implementation should begin with funded enhanced shared or virtual dispatch. Existing employers and primary PSAP responsibilities remain in place while the agencies establish common policies, response plans, training, performance measures, reliable information exchange, and tested continuity. These improvements provide immediate operational value and establish the foundation for permanent-center operations. Planning for the permanent center should proceed concurrently with these improvements and the service, funding, and governance work described in Chapter 39. Dispatch integration does not require fire-department consolidation and may proceed independently when its funding, approvals, and operational readiness requirements are met.

The intended benefits are consistent call processing, clearer supervisory accountability, coordinated resource deployment, and reliable service during major incidents or outages. Performance should be measured during the shared phase to refine permanent-center planning and identify the additional benefits attributable to unified operations. The financial model does not demonstrate that regional dispatch pays for itself through verified reductions in existing spending.

The recommended staged program requires $41.447 million in additional funding over FY2027–FY2031 relative to the current modeled public scope, including replacement contributions. It requires $32.814 million more than continuing enhanced shared or virtual dispatch. These amounts support a service-investment decision and require explicit participating-government funding commitments.

The dispatch program is financially distinct from the fire Regional Alignment model in Chapter 30, which carries the same cost as the three-agency fire baseline. Adopting Regional Alignment does not fund the additional dispatch program. Shared activities, existing communications charges, and implementation costs must be reconciled between the two models before a combined budget is adopted.

The permanent regional center remains the recommended organizational direction. Operational transfer should proceed when the service scope, additional benefits, annual contributions, workforce arrangements, REMSA responsibilities, facilities, technology, and continuity provisions support a safe and funded operation. If those conditions are not met, the agencies should continue the funded shared phase while revising the permanent-center scope, schedule, or funding plan.

36.2 Governance and Administrative Oversight

Formalize a binding Fire/EMS Dispatch Policy and Operations Board within the Regional CAD governance environment or a complementary agreement. During the interim shared/virtual phase, , the board is responsible for common operating rules; each employer retains daily personnel supervision. As th e permanent regional center is implemented, the agreement must identify one accountable operating chain of command.

Table 36-1. Decisions requiring regional authority

Policy responsibility	Required control
Deployment and data	Common incident classification, priority, GIS/addressing, run cards, resource status, closest-appropriate available unit routing and automatic-aid rules.
Interagency operations	Common cancellation, upgrade/downgrade, duplicate-incident, cross-boundary, radio and major-incident procedures.
Configuration and quality	Named change owner; testing and effective dates; common training, simulation, QA/QI and performance definitions.
Continuity	Approved outage, failover, emergency change, recovery and disaster-recovery activation procedures.
Reserved governing decisions	Budget and allocation; membership and withdrawal; major capital, CAD replacement, facility choice and EMS processing changes.

Distinguish representation from assessments. A larger workload contribution need not confer control over every policy. Specify voting and concurrence rules for reserved decisions, dispute resolution and emergency authority. A host-agency arrangement or a separate regional entity may provide the permanent governance and administrative structure; neither operating form establishes new revenue on its own.

36.3 Recommended Funding and Cost Sharing

The funding agreement should distinguish common readiness, variable workload, directly attributable costs, and eligible external revenues. Readiness supports minimum coverage, leadership, technology administration, quality assurance, and continuity. Workload measures allocate shared use. Direct costs follow the participating agency or contract that causes them. Restricted credits reduce the corresponding eligible expense once before the remaining member obligation is assigned.

The illustrative common-pool formula assigns 20 percent by equal shares, 50 percent by incidents and 30 percent by resources, producing approximately 58.07 percent Reno, 21.14 percent Sparks and 20.79 percent TMFPD. The equal and resource components together represent readiness. The current calculation uses CY2025 workload; a permanent formula should use agreed rolling multi-year measures and annual reconciliation. These are planning assumptions, not executed payment commitments.

Table 36-2. Additional member assessments $ millions

Budget line	FY2027	FY2028	FY2029	FY2030	FY2031
Reno	1.564	1.944	4.912	8.680	6.970
Sparks	0.569	0.708	1.788	3.159	2.536
TMFPD	0.560	0.696	1.759	3.108	2.495
Total additional assessment	2.692	3.348	8.459	14.947	12.001

Assessments are additional to continuing local communications obligations and existing CAD funding. FY2030 includes half-year regional-center operations and major capital and transition spending. FY2031 is the first full operating year. Other CAD partners retain their existing modeled shares and receive no additional assessment here. Values round independently.

Table 36-3. Five-year member funding $ millions

Member	Continuing obligations[1]	Additional program	Total
Reno	57.975	24.070	82.045
Sparks	21.123	8.760	29.883
TMFPD	4.170	8.618	12.788
Other CAD partners	2.006	0.000	2.006

[1] Retained local service and net existing CAD obligations within the modeled scope. Includes the existing TMFPD dispatch fee; excludes its separate EMS agreement.

The dispatch allocation is specific to this service. It does not replace the contribution principles for fire Regional Alignment, transfer legacy obligations, or establish a general division of regional fire and EMS costs. Any activity funded jointly through the fire and dispatch programs should have one identified cost, payer, and allocation method.

Member affordability should be evaluated alongside each government's continuing fire, Police/911, capital, benefit, and other obligations. Chapter 30 identifies $285.910 million in additional five-year support for either the fire Baseline or Regional Alignment under its planning assumptions. That requirement is not available revenue for dispatch, and the fire and dispatch figures should not be added without first reconciling their overlapping costs and funding. The participating governments have indicated that their capacity to increase appropriations is limited. Dispatch funding should therefore be included in the parallel service and funding choices described in Chapter 39, with the additional cost and service benefits of the recommended dispatch program explained as part of the package residents are asked to support. If public support warrants pursuing a legislated Regional Fire Authority, its proposed funding package may include dispatch responsibilities and associated costs. Chapter 30's sales-tax scenario illustrates one potential revenue source; other legislated mechanisms may be considered, but neither legislative authorization nor creation of an authority guarantees sufficient revenue.

Before adopting assessments, each government should identify its recurring contribution capacity and its separate capacity for one-time implementation spending in each fiscal year. The agreement should address billing, annual reconciliation, contribution limits, delinquency, reserve ownership, capital approval, and withdrawal. County custody of funds may support administration, but it does not itself supply revenue.

If a participating government cannot fund its share, the response should be an approved change in scope, schedule, funding, or allocation. Reallocating an assessment changes who pays; it does not reduce the regional requirement. A lower total requirement must be supported by a documented cost reduction or a change in the services and investments being purchased. If residents do not support additional funding and no other sustainable source becomes available, service commitments must be adjusted to fit available resources. Near-term dispatch improvements and permanent-center planning may continue within approved funding while those choices are resolved.

36.4 Recommended Staffing Framework

Build staffing from simultaneous call taking, radio assignments, supervision, relief, training and resilience requirements. The costed public model provides 49 full-operation FTE; it is a planning complement, not an adopted dispatch staffing plan. The fire department staffing analysis is separate.

Table 36-4. Staffing and leadership reconciliation

Function	FTE	Financial basis
Dispatchers	32	Core operating concept.
Shift supervisors	6	Four core positions plus two relief positions.
Administrative supervisors	2	Core operating concept.
Operations director	1	Operational accountability.
Administrative director	1	Budget, contracts and support accountability.
QA and training	2	Regional instruction, call review and exercises.
CAD / GIS / IT and cybersecurity	3	One planning position for each function.
Performance/finance and administrative support	2	One position each; purchased-service substitution is conditional.
Total	49	38 core positions + 2 relief + 9 management/support.

The annual full-operation allowance is $8.461 million in FY2027 dollars, including technology, administration, training and regional-center operations and disaster-recovery capability. The staffing build includes $4.430 million in salaries, $2.437 million in benefits and $0.274 million in overtime. These amounts are part of the operating allowance, not additional charges. An optional third IT director is excluded.

At 1,750 productive hours per employee, one continuously staffed supervisor position requires about 5.01 FTE. The six-supervisor allowance addresses that coverage issue but does not validate the complete schedule. Test hourly demand, call duration, concurrent incidents, radio workload, leave, breaks, vacancies, training, surge and disaster-recovery staffing requirements before committing positions.

The operating concept includes six daytime dispatchers, five nighttime dispatchers, one supervisor per shift and three swing positions from 1000 to 1300, with a proposed minimum of four dispatchers and one supervisor. These patterns require a productive-hours and peak-demand test; a 42-hour average workweek or 3-on/3-off rotation is not proof of sufficient coverage. Console counts likewise do not establish staffing or standards compliance.

No immediate workforce reduction is assumed. The interim shared/virtual phase funds 2.25 FTE-equivalent incremental shared support at full operation while existing employers retain personnel. Before any transfer or reassignment of personnel, evaluate assignments, reimbursed details, transfer and hiring against compensation, bargaining, seniority, PERS and leave obligations. Any temporary employer arrangement must have a single operational supervision and reimbursement protocol.

36.5 Recommended PSAP and EMS Architecture

Maintain governmental primary PSAP responsibilities during interim shared/virtual phase. . The recommended regional Fire/EMS communications center may continue to receive transferred emergency calls from existing governmental primary PSAPs; implementation of regional Fire/EMS dispatch does not by itself require transfer of Reno, Sparks, or County Police/911 call-taking responsibilities. Map the call and data path from receipt through transfer, interrogation, dispatch, updates and fallback.

TMFPD's REMSA dispatch agreement and EMS agreement are separate. REMSA EMS service is assumed to continue and may expand in Reno and Sparks. Neither EMS continuation nor possible expansion determines governance of the regional Fire/EMS communications center or creates dispatch revenue.

Table 36-5. REMSA and regional-center responsibilities

Delivery arrangement	Required financial treatment
REMSA participates within unified regional dispatch	Assign public and REMSA staff, equipment, space, ambulance dispatch responsibilities, and supervision explicitly. Emergency 911 EMD should occur at the regional center. REMSA personnel may be assigned to the regional center while remaining REMSA employees. Charge each function once; replace the old dispatch fee only where its work and obligations end.
Public unified regional dispatch with REMSA EMS continuing	Public organization provides the defined dispatch service; REMSA retains EMS obligations and agreed medical/transport interfaces and its separate communications center for interfacility transfers, critical-care transport, air operations, and other company business. The budget shown uses this public staffing build while conservatively retaining the old TMFPD dispatch fee.

Resolve protocol approval, medical direction, ambulance dispatch, clinical QA, medical data, escalation/cancellation, and outage fallback with NNPH and REMSA. Emergency 911 EMD should occur at the regional center. Administrative regionalization does not transfer clinical authority by implication. Contracts must state the service retained by REMSA and the service assigned to the regional operation.

The companion comparison contains recurring fee ceilings of $7.931 million for independent regional delivery and $3.570 million for integrated participation, in FY2027 dollars. These are matched-scope comparison thresholds, not quotes or demonstrated savings. They use their specified public-center comparator, remove the old TMFPD dispatch fee on both sides and exclude startup capital and replacement funding. The integrated test assumes a 50 percent public payroll share; actual work allocation must be established before applying it to the recommended regional-center model.

An agreed dispatch-contract replacement may remove the old fee from its effective date after overlap and exit costs are included. Do not remove the EMS contract. Test any EMS expansion in a separate service budget and reconcile only documented dispatch interfaces or shared costs.

36.6 Recommended Facility and Resilience Model

Plan one regional operating system with one normally staffed primary communications center and a separate disaster-recovery site. The disaster-recovery site should be capable of supporting temporary continuity of essential Fire/EMS communications during an outage or other loss of the primary center,

but it is not intended for routine parallel staffing or extended normal operations. Resilience requires independent or appropriately redundant power, network, CAD, radio, and other critical infrastructure so that a failure affecting the primary center does not also disable the disaster-recovery capability. No final site is selected.

Table 36-6. Capital scope and reuse FY2027 dollars in millions

Cost group	Gross program	Phase 1 reuse[1]	Remaining balance
Two facilities and ancillary scope	5.750	0.900	4.850
Primary and backup technology	6.700	1.150	5.550
Transition activities	6.490	1.205	5.285

[1] Assumes the Phase 1 scope is included in the broader program allowances and remains usable. These are scope offsets, not proceeds or new savings. Actual-year spending includes escalation and appears in Table 36.8.

Facility allowances comprise $2.500 million for each existing-site retrofit and $0.750 million for ancillary/security work. Technology includes a 12-console primary package and a modeled backup-console allowance that should be reconciled to the confirmed seven-console disaster-recovery configuration. The disaster-recovery consoles are not assumed to be routinely staffed. Validate the required disaster-recovery capacity, reusable assets and facility work before treating these allowances as project prices.

Evaluate Spectrum Boulevard and other candidate sites using the same criteria: secure console space, staff support, access, parking, accessibility, growth, UPS/generation, diverse telecommunications, radio/CAD/NG911 connectivity, cyber controls, environmental systems, delivery schedule and total capital/operating cost. Commission failover and recovery under realistic loads. Site selection should confirm that the primary center and disaster-recovery site together provide the required operational continuity, with the primary center serving as the normal operating location.

36.7 Leadership and Administrative Delivery

The Operations Director should oversee regional-center dispatch, operational supervisors, training and QA, including assigned EMS dispatch workflows. The Administrative Director should oversee budget, contracts, records, HR/payroll coordination and technical service accountability. Clinical direction remains with the designated medical authority. IT/CAD/GIS services may be delivered by staff, County services or contracts, with a named accountable manager and service standards.

The County cost-allocation precedent provides an alternative basis for selected administrative services. Treasury, purchasing and comptroller allocations total $112,185 on the FY2025 TMFPD basis, or approximately $120,175 in FY2027 dollars. Replacing half of the finance analyst and half of administrative support would remove $135,625 of salary/benefit cost, leaving approximately $15,450 in annual savings before a $50,000 handoff allowance. This is a scope proxy, not a County quote or evidence that these positions can be released.

County administration would charge benefiting entities for services; the regional dispatch operation would not earn revenue by billing the County allocation plan. Price HR/payroll, procurement, accounting, audit, systems and retained duties explicitly. Keep both directors in the selected planning model and avoid also claiming the same support reduction in the fire budget. The budget below retains dedicated staff.

36.8 Recommended Program Hybrid Budget

The budget separates the new shared/regional service from retained public obligations. Figures are nominal FY2027–FY2031 dollars. Salaries and overtime grow 5 percent annually, benefits 10 percent, and services/capital 3.5 percent; the initial regional benefit load is 55 percent. These forecast assumptions align with the fire model and are not negotiated compensation commitments.

Table 36-7. Shared/regional service budget $ millions

Budget line	FY2027	FY2028	FY2029	FY2030	FY2031
Salaries and overtime	0.125	0.263	0.276	2.868	5.718
Employee benefits	0.069	0.151	0.166	1.713	3.567
Services and supplies	0.258	0.534	0.552	1.018	1.515
Regional/shared operation	0.452	0.947	0.994	5.598	10.801
Technology capital	0.805	0.357	2.378	3.692	0.000
Facility capital	0.630	0.279	2.078	3.226	0.000
One-time transition	0.723	1.593	2.831	1.758	0.000
Regional cash expenditure	2.610	3.177	8.281	14.275	10.801
Replacement contribution	0.083	0.172	0.178	0.672	1.201
Required new member support[1]	2.692	3.348	8.459	14.947	12.001

[1] *No new external revenue is credited. Required support equals regional cash spending plus replacement contributions; it is not an approved balancing transfer. Interim shared/virtual operating costs stop being separately added as permanent regional-center operations are implemented.*

Table 36-8. Public cost and funding reconciliation $ millions

Budget line	FY2027	FY2028	FY2029	FY2030	FY2031
Regional/shared operation	0.452	0.947	0.994	5.598	10.801
Retained local obligations	14.275	15.191	16.174	17.231	18.367
Existing shared CAD/RMS	1.554	1.608	1.664	1.723	1.783
Total operating expenditure	16.280	17.746	18.833	24.552	30.951
Capital and transition	2.158	2.229	7.287	8.676	0.000
Total public cash expenditure	18.438	19.975	26.120	33.229	30.951
Replacement contribution	0.083	0.172	0.178	0.672	1.201
Less existing E911 support	0.801	0.829	0.858	0.888	0.919
Net public funding requirement	17.720	19.318	25.439	33.012	31.233
Assumed existing agency support	15.027	15.970	16.981	18.066	19.231

Budget line	FY2027	FY2028	FY2029	FY2030	FY2031
Additional funding requirement	2.692	3.348	8.459	14.947	12.001

Note: values round independently.

The defined public scope includes Reno and Sparks whole communications costs, the TMFPD dispatch fee, and shared CAD/RMS. It excludes REMSA's continuing EMS activity and the County PSAP's separate operating costs. Sparks is represented by a staffing-based cost estimate. Replacement contributions are funded provisions for future expenditure rather than current equipment purchases. No opening cash, new grants, subscriber receipts, new tax, or borrowing is assumed. The modeled E911 credit remains subject to eligible use, approval, and availability.

Table 36-7 identifies the additional program requirement. Table 36-8 places that same program within the broader public communications comparison. The tables are two views of the same budget and must not be added together. Capital, transition, and replacement amounts already included in the program must likewise be counted once when preparing appropriations.

The connection to Chapter 30 requires an activity-level reconciliation. Existing fire budgets may already contain dispatch charges, CAD contributions, technology support, or administrative allocations represented in the dispatch comparison. Chapter 30 also identifies a separate $2.000 million optional coordination startup allowance covering data and systems integration, training and backfill, procurement and legal work, and cybersecurity and migration. Where that allowance and the dispatch program address the same work, the combined implementation budget should assign the expense once.

The fire Regional Alignment base remains cost neutral relative to the fire Baseline; this means no increase above the modeled Baseline, not that existing services are fully financed. The dispatch program shown here requires a separate appropriation or documented release of existing spending sufficient to fund the approved scope. Neither an internal transfer between agencies nor an accounting allocation creates additional regional revenue

36.9 Financial Feasibility and Member Protection

The recommended five-year program comprises $128.713 million in public cash expenditure plus $2.304 million in replacement contributions, less $4.295 million in modeled existing CAD/E911 support. The resulting net funding requirement is $126.722 million. Continuing the modeled current funding base provides a comparison amount of $85.275 million, leaving $41.447 million in additional need.

These figures establish the scale and timing of the investment. They do not establish legally committed successor funding or sufficient opening liquidity. The staged program requires $32.814 million more than enhanced shared or virtual dispatch over the same period. Its financial justification therefore depends on additional service and resilience benefits, supported by affordable annual contributions. Given the participating governments' limited capacity to increase appropriations, those contributions should be evaluated within the parallel service and funding process described in Chapter 39. Any proposed legislated funding depends on public support and the required approvals; authorization of a revenue source does not guarantee sufficient receipts.

Table 36-9. Decisions that can change feasibility

Financial constraint	Required decision and and consequence
Recurring support	Full FY2031 operation adds $10.801 million plus $1.201 million replacement funding: $12.001 million above the current comparator. Commit recurring support or reprice the service. One-time grants do not close this ongoing requirement.
Capital and transition	Fund the $20.351 million five-year capital and transition program within the annual schedule. The total additional requirement peaks at $14.947 million in FY2030. Any borrowing requires a separate financing, debt-service, and repayment schedule.
Opening liquidity	Identify cash needed for payroll, procurement, reimbursement timing, and contingencies before operational transfer. Scheduled replacement contributions do not demonstrate sufficient opening operating cash.
Remaining Police/911 service	Retain modeled local obligations until an identifiable cost release is supported. Any transfer of funding must preserve the staffing and operating capacity required for the services that remain.
TMFPD dispatch contract	Remove the existing fee only when the corresponding agreement and work end or are replaced. Include exit and overlap costs and preserve funding for the separate EMS agreement.
Shared administration and technology	Compare priced support arrangements and verified reuse. Count savings once across the fire and dispatch programs, after replacement-service charges and implementation costs.
Combined agency affordability	Evaluate dispatch assessments alongside continuing fire, capital, benefit, and other obligations and the service and funding choices described in Chapter 39. Reconcile overlapping fire and dispatch costs before presenting a combined funding requirement.
Insufficient funding or readiness	Continue the funded shared/virtual phase while the permanent-center scope, schedule, or funding plan is revised. Its $8.633 million five-year increment remains the financial benchmark for the interim approach.

A supportable transfer of existing funding requires an identifiable budget expense that ends, its effective date, the remaining service requirement, and any backfill, overtime, leave, or other release cost. Moving an allocated share of Fire calls out of a municipal communications operation does not establish an equivalent cash saving. Redeployed staff capacity may improve service without reducing expenditure.

Replacement funding should follow asset condition, support dates, ownership, and the approved equipment schedule. The technology-life sensitivity produces five-year additional funding of $41.107 million to $42.041 million around the $41.447 million planning case, with unchanged current cash spending. These assumptions support financial planning but do not establish the remaining life of installed assets or the amount of opening cash required.

Member protection also requires a clear assignment of obligations. For every transferred contract, asset, employee responsibility, or shared service, identify the legal obligor, annual payer, associated funding, and effective date. Liability balances should not be treated as annual cash expenditure, and existing capital or operating commitments should not disappear from the comparison merely because responsibility changes.

The participating governments should approve a consolidated annual funding schedule that distinguishes continuing local expenditure, additional regional operations, capital and transition spending, replacement contributions, restricted credits, and any verified cost releases. That schedule should reconcile the dispatch program with Chapter 30 without treating the fire model's projected support requirement as available dispatch funding. If residents do not support additional funding and no other sustainable source becomes available, the service package and implementation commitments must be adjusted to fit available resources.

Planning for the permanent center should proceed alongside funded shared/virtual improvements and the service and funding process in Chapter 39. Operational transfer should proceed when this financial schedule is affordable and funded and the additional service benefits and operational readiness requirements are satisfied. The host-agency and separate-regional-entity approaches remain governance alternatives for delivering the recommended service. Neither changes the requirement to protect continuing local services and finance the full regional obligation.

Chapter 37: Dispatch-Specific Policy, Training, and Technology Standardization Framework

37.1 Regional Dispatch Policy Framework

Shared technology requires common operating rules. Establish one authoritative path from agreement or policy decision through configuration, testing, training and effective date. Record approved operational exceptions so dispatchers and field crews apply the same instructions.

Table 37-1. Required policy standards

Domain	Regional standard
Classification and priority	Comparable incidents receive comparable classifications and urgency, subject to documented legal, clinical, geographic or operational exceptions.
Response plans	One library specifies authorized resources by geography, incident, priority, capability and automatic-aid status.
Closest appropriate unit	AVL, GIS and automatic vehicle response routing recommend the nearest appropriate available resource, subject to capability, coverage, command and approved exceptions.
Resource status	Common available, committed, out-of-service, move-up, training and other status definitions.
Cancellation and priority changes	Immediate common workflows transmit cancellation, upgrade and downgrade to all affected agencies and resources.
Duplicate incidents	Common association or merge rules prevent unnecessary parallel dispatch and preserve the record.
Major incidents	Standard command/tactical channels, resource ordering, expanded staffing and regional coordination maintain both incident and routine community service.
Wildland and WUI	Defined triggers and request points transition to state/federal interagency ordering where required.
System failure	Documented CAD, radio, station alerting, telephony/NG911, network, cyber and facility fallback.
Change control	Policy approval → GIS/run-card configuration → technical test → training/notification → documented effective date.

Assign a policy owner, technical owner and approval authority for each domain. Changes affecting field deployment or EMS must receive the corresponding operational or medical approval before release. Maintain an emergency-change process with subsequent review and a tested rollback path.

Interim shared/virtual support and transition allowances fund the modeled common-policy and training effort. The board must prioritize deliverables within the approved envelope. Unfunded additions to scope require an explicit schedule or budget decision rather than an assumed contribution from already committed agency staff.

37.2 Regional Training Framework

Common training should precede organizational transfer. Build a shared operating foundation during the interim shared/virtual phase and for transition to the regional center, with role-specific qualification rather than immediate qualification of every employee for every function. Align dispatch procedures with the field agencies' operating guidelines.

Table 37-2. Minimum training scope

Module	Required content
Regional orientation	Jurisdictions, stations, resource types, hospitals/critical facilities, partners, geography and special risks.
CAD and mobile workflow	Incident creation, unit recommendation and routing, AVL, status, cross-boundary response, updates, cancellations, failover and reconstruction.
Fire dispatch / EFD	Adopted interrogation and dispatch-first rules, resource assignment, alarms, hazardous conditions and specialty incidents.
EMD / clinical workflow	For personnel assigned to emergency 911 EMD: certification, continuing education, medical oversight, QA and privacy requirements.
Radio operations	Dispatch, command/tactical, interoperability, major-incident and outside-agency channels.
Automatic and mutual aid	Response plans, request points, acceptance, relevant reimbursement triggers and wildland ordering boundaries.
Continuity	CAD down, primary-center evacuation, radio/station-alert failure, network/cyber incidents, staffing shortages and surge, and disaster-recovery activation.
Joint simulation and QA	Scenario drills, regional and primary/DR continuity exercises, after-action review, call review, supervisor calibration and improvement.

The Operations Director or designated interim implementation lead should approve a qualification matrix covering each assignment, required course or demonstration, evaluator and renewal interval. Include paid release time, backfill, instructor time, certification and exercise costs in the service and transition budget. A course roster alone does not establish readiness for independent duty.

Test uncommon but consequential conditions: simultaneous major incidents, loss of the primary center during peak workload, loss of CAD-to-CAD exchange, EMS transfer failure and staff shortages. Evaluate routine community coverage during the same exercise. Record defects, corrective actions, retest results and the person authorized to accept the outcome.

Set measurable acceptance thresholds before implementation. Use call-processing intervals and distributions, transfer errors, protocol adherence, correct unit recommendations, failover performance and supervisor coverage. Avoid claiming compliance with a standard solely from staffing or console counts; establish the applicable requirement and test method first.

37.3 Equipment and Technology Standardization Roadmap

Preserve existing regional investment and price only the incremental work needed for the selected scope. The following roadmap defines the operating outcomes to procure and test; it is not a vendor quote or an assertion that all installed systems already meet the regional standard.

Table 37-3. Technology actions and timing

System / timing	Required action and benefit
Regional CAD/mobile - near term	Stabilize the regional implementation with one supported production configuration, role-based access, release governance and tested interfaces. Reduce duplicate entry and improve resource visibility.
GIS/response plans - near term	Name the authoritative data owner; normalize addresses, boundaries and response logic; validate controlled updates. Reduce routing and recommendation errors.
AVL - near term	Validate location quality, status integration and automatic vehicle response routing; adopt coverage and deployment rules. Measure the resulting service benefit.
P25/consoles - near to mid term	Inventory consoles and talk groups; standardize dispatch/incident architecture; verify resilient radio access and REMSA interoperability.
PURVIS alerting - near term	Validate the CAD interface, alert timing, redundancy, maintenance and ownership. Monitor dispatch-to-alert performance.
NG911/call handling - near to mid term	Map call and location-data transfer, ESInet connections, overflow, failover and records responsibility. Test the regional Fire/EMS communications-center architecture and its interfaces with the governmental primary PSAPs.
Recording/logging - near to mid term	Confirm call, radio, CAD and audit coverage; retention, access, legal hold and ownership. Support QA and reconstruction.
Cyber/identity - continuous	Assign access, monitoring, privileged accounts, vendor duties, backup, recovery and incident response across agency environments.
First Due/preplans - mid term	Inventory modules, versions and ownership; verify field access, appropriate CAD integration and offline capability. Preserve usable regional investment.

37.3.1 Replacement provision and asset ownership

The planning technology lives are 10 years for consoles, CAD interfaces and station alerting, and 7 years for recording and network/security equipment. They support sensitivity and reserve calculations; they do not determine the remaining life of installed assets. Fire apparatus age and replacement records are not evidence of dispatch equipment life.

For each asset, identify owner, installation date, condition, vendor support end, reusable capacity, required replacement date, eligible funding and annual maintenance. Reconcile primary-center and disaster-recovery capital scope, including the 12-console primary and seven-console DR configuration, with interim shared/virtual purchases. Separate implementation services from depreciable/replacement assets and document any existing regional investment that remains in the baseline.

Chapter 38: Dispatch Implementation Roadmap and Key Decisions

38.1 Interim Shared/Virtual Phase - Regional operational integration

Implement enhanced shared or virtual dispatch as a funded service-improvement program and the operating foundation for the recommended permanent regional Fire/EMS communications center. Existing employers and sites remain during this phase while the agencies establish common policies, reliable information exchange, coordinated training, and tested continuity. Planning and preparation for the permanent center should proceed concurrently with these improvements and the service, funding, and governance work described in Chapter 39. Dispatch integration does not require fire-department consolidation.

The planning schedule funds half-year shared support in FY2027 and full support from FY2028. These are financial timing assumptions. The implementation schedule should follow approved funding, assigned responsibilities, and operational readiness.

Table 38-1. Interim-phase deliverables

Workstream	Required result
CAD and interfaces	Production readiness for CAD, GIS, AVL/routing, station alerting, radio and call interfaces, recording, access controls, cybersecurity, and fallback procedures.
PSAP and EMS architecture	Document Reno, Sparks, County, REMSA, and overflow workflows. Define interim call transfers, emergency-call processing, ambulance interfaces, and the proposed transition of emergency 911 EMD to the regional center.
Binding governance	Establish policy authority, escalation procedures, configuration control, testing, and emergency-change responsibilities.
Response plans and deployment	Adopt common incident, unit-status, cancellation, and automatic-aid rules, with closest-appropriate-available-unit response and safeguards for continuing community coverage.
Training and performance	Implement common instruction, simulations, incident identifiers, and measures covering call receipt, processing, dispatch, arrival, reliability, and quality.
Funding and cost control	Approve the shared-phase budget and member contributions. Identify existing, additional, and reusable work and reconcile activities also included in the fire Regional Alignment program.

The FY2027 additional funding requirement is $2.692 million. Alternative 1 alone requires $2.254 million in FY2028. The recommended staged program requires $3.348 million in FY2028 because it also includes $1.094 million in planning and preparation for the permanent regional center.

These expenditures require a dispatch funding decision separate from adoption of the fire Regional Alignment model. Chapter 30 assumes no incremental cost for Regional Alignment above the fire Baseline. Any additional dispatch work must therefore receive its own appropriation or be supported by documented releases from existing spending. Where fire and dispatch implementation activities overlap, the same work should be funded once.

Authorization of the shared phase should specify its deliverables, annual budget, participating-agency obligations, and performance measures. Concurrent permanent-center planning should have an approved scope and budget. Neither authorization of the shared phase nor authorization of planning constitutes approval of subsequent facility construction, workforce transfer, contract termination, or other noncancelable permanent-center commitments.

38.2 Decision Point 1 - Is Operational Integration Working?

Evaluate the shared phase against a defined pre-implementation baseline. Assess CAD and interface stability, data quality, manual transfers, duplicate entry, telephone and radio coordination, closest-appropriate-unit response, automatic aid, policy consistency, staffing and supervision, and failover performance.

The review should distinguish improvements already delivered through shared operations from problems that remain. Identify which remaining problems can be corrected through existing agreements, technology, training, or supervision and which would benefit from unified regional-center operations. This provides the operational basis for judging the permanent center's additional cost and refining its design as planning proceeds concurrently.

The participating governing bodies should determine whether the shared phase is delivering its funded objectives and use the findings to refine the authorized permanent-center planning package. Planning should identify the additional service benefits sought, the work needed to establish feasibility, its cost, and the responsible agencies. That planning may begin alongside shared-phase implementation and does not need to await completion of this performance review. Approval to investigate or design the center does not constitute approval to construct it or transfer operations.

If shared-phase performance is unsatisfactory, correct the specific deficiencies and test the results. A new organization or facility should not be assumed to resolve unstable interfaces, inconsistent response rules, inadequate training, or unclear responsibilities without corresponding operational changes.

Where permanent-center funding or readiness remains unresolved, continue the funded shared operation while completing the necessary work. The permanent regional center remains the recommended organizational direction, but further commitments should follow evidence of additional benefit and a credible funding and implementation plan.

38.3 Permanent-Center Planning - Governance, business case and organizational design

Develop a complete implementation package before transferring employees, assets, or dispatch responsibility. Preparation should proceed alongside shared/virtual dispatch improvements and the service, funding, and governance work described in Chapter 39, with findings from shared-phase performance reviews incorporated as they become available. The package should define the recommended service, compare host-agency and separate-regional-entity delivery arrangements, and establish the annual funding required for the selected approach.

The business case should use enhanced shared or virtual dispatch as its comparison. Chapter 35 models a five-year additional requirement of $8.633 million for that alternative and $41.447 million for the recommended staged program. The permanent-center decision must therefore explain the service and resilience benefits associated with the additional $32.814 million.

Table 38-2. Required permanent-center planning package

Workstream	Decision evidence
Service scope and benefits	Define the functions transferring to the center and those remaining with municipal PSAPs, the County, and REMSA. Identify measurable benefits beyond those expected or achieved through the shared phase.
Legal form and membership	Compare host-agency and separate-organization arrangements using the same service requirements. Define members, customers, partners, employment responsibilities, assets, contracts, and termination provisions.
Governance	Establish voting, reserved powers, annual budget approval, dispute resolution, admission, withdrawal, amendments, and emergency authority.
Finance and member capacity	Provide annual operating, capital, transition, replacement, and opening-cash requirements; participating-agency contributions; eligible funding; retained local costs; and sensitivity to timing and scope. Reconcile overlapping fire and dispatch expenditures.
Workforce	Establish the workload and coverage plan, employer, classifications, compensation, benefits, PERS treatment, seniority, transfer or detail arrangements, recruitment, training, and relief coverage.
Facilities and assets	Price the 12-console primary-center and seven-console disaster-recovery requirements. Identify reusable equipment, ownership, leases, E911-funded assets, licenses, vendor commitments, and facility operating costs.
REMSA and EMS	Define emergency 911 EMD and Fire/EMS dispatch responsibilities at the regional center, ambulance-dispatch arrangements, and any REMSA personnel assignments. Document REMSA's retained interfacility, critical-care, air, and other company communications, together with medical authority, quality assurance, data exchange, fallback, and required contract or franchise actions.
Liabilities and continuity	Identify the legal obligor and annual payer for retained or transferred responsibilities. Address insurance, indemnity, claims, workers compensation, cybersecurity, privacy, records, withdrawal, dissolution, and stranded costs.
Implementation and acceptance	Establish procurement, construction or retrofit, recruitment, training, parallel operations, testing, transfer, and fallback milestones, with named acceptance authorities.

The financial package should reconcile existing dispatch charges, CAD/RMS contributions, administrative services, training, technology, and transition activities with the fire financial model. Chapter 30's optional $2.000 million coordination startup allowance should be matched against the dispatch work program before any combined appropriation is proposed. Overlapping activities should have one identified expense and funding assignment.

Separate the appropriation for planning and design from later commitments for facilities, staffing, and operational transfer. Each authorization should identify the work being purchased, its funding source, and the decisions that remain subject to subsequent approval

38.4 Decision Point 2 -Is the Region Ready to Implement the Permanent Regional Center?

Proceed beyond planning when the permanent-center package establishes a defined service scope, measurable additional benefits, legally available funding, an affordable annual contribution schedule, and workable workforce, facility, technology, REMSA, and continuity arrangements.

Evaluate host-agency and separate-regional-entity approaches against the same recommended operating model: one normally staffed primary Fire/EMS communications center and a separate disaster-recovery site. Compare their actual employment, support-service, governance, and capital requirements rather than assuming that either legal form is inherently less expensive.

The financial decision should address both total cost and annual cash requirements. The recommended staged program adds $41.447 million over FY2027–FY2031 relative to the current modeled system. Its additional requirement peaks at $14.947 million in FY2030 and is $12.001 million in FY2031, including replacement funding. Each participating government should approve its annual share while maintaining the local services and obligations that remain.

The implementation package should also provide a five-to-ten-year view of operating costs, replacement requirements, and cash needs. The quantified comparison in this Study covers five years. Opening liquidity, delayed reimbursements, extended parallel operations, and any financing and repayment obligations should be addressed before noncancelable commitments are made.

The selected forecast places 40 percent of capital spending that follows the required approvals in FY2029 and 60 percent in FY2030. Transition activities associated with those approvals are scheduled 20 percent in FY2028, 50 percent in FY2029, and 30 percent in FY2030. These assumptions define the modeled cash schedule; they do not establish that approvals have occurred. Changes in approval or delivery dates require a corresponding revision to annual costs and member contributions.

Decision Point 2 may authorize implementation within an approved scope and funding limit, require additional design or funding work, or defer implementation while the funded shared operation continues. Authorization should identify the commitments permitted at this stage and preserve the final operational-transfer certification described in §§38.5–38.6.

The permanent-center recommendation should advance when its additional benefits justify the expenditure and its implementation requirements are funded. Approval should not depend on unverified staffing savings, assumed contract releases, or an expectation that the fire Regional Alignment budget will absorb the dispatch increment.

38.5 Permanent Regional-Center Implementation and Operational Transfer

Make the host arrangement or regional organization legally and financially effective before operational responsibility changes. The planning case begins half-year regional-center operations in FY2030 and reaches full operation in FY2031. Readiness determines the actual date.

Table 38-3. Operational-transfer readiness certifications

Domain	Required certification
Governance and finance	Authority and budget effective; participating agency funding instruments in place; opening cash and reserve needs identified and funded; payroll, procurement, audit and controls operational.
Workforce	Positions filled or assigned; labor obligations met; supervisors and schedules in place; active pay/benefits; minimum coverage achievable without future hiring assumptions.
Technology and field workflow	End-to-end tests passed for CAD, GIS, AVL/routing, call handling/NG911, radio, station alerting, recording, cyber, data interfaces and responder workflow.
REMSA and clinical workflow	Approvals complete; emergency 911 EMD and regional Fire/EMS dispatch responsibilities assigned to the regional center; REMSA-retained non-911 communications functions documented; ambulance responsibilities documented; transfer, QA, medical data and fallback tested; contract requirements satisfied.
Facilities and continuity	Primary and disaster-recovery facilities commissioned; power, environment, security and communications verified; outages, evacuation, cyber, surge and staffing-shortage exercises passed. The disaster-recovery site must demonstrate the ability to assume required operations during loss of the primary center.
Contracts, assets and insurance	Contracts, leases, licenses and insurance effective; asset ownership and participating-agency or legacy obligations traceable; no unsupported cost release.
Partner and public readiness	Responders, PSAPs, mutual-aid partners and affected stakeholders trained or notified; fallback contacts and escalation methods published.

38.6 Decision Point 3 - Final Operational-transfer Decision

The governing body or designated transfer authority should receive written certification from operations, technology, workforce, finance, facilities and the responsible EMS/medical authorities. Unresolved defects that materially impair emergency response, call routing, dispatch, staffing, clinical processing, cybersecurity or continuity are grounds to delay operational transfer unless an approved compensating control has been tested.

The financial certification should reconcile the adopted budget to executed participating agency payments, contract obligations, payroll dates and procurement commitments. A reserve contribution schedule is not proof of sufficient opening liquidity. Do not start service against assumed future revenue or an unsupported transfer from remaining Police/911 operations.

Maintain a funded fallback and extended parallel-operation plan, with decision authority, communications and trigger conditions. If the operational transfer slips, price continuing support, overlap and contract extension costs and adjust the participating-agency schedule before further commitments. Meeting a published date is not a substitute for safe service readiness.

38.7 Stabilization and Performance Reporting

Treat the first six to twelve months after operational transfer as formal stabilization. Report monthly or quarterly against both the approved business case and the improved interim shared/virtual baseline. Establish targets, accountable owners, and corrective-action dates before implementation.

Table 38-4. Operating and financial scorecard

Measure family	Measures and decision use
Service	Answer/transfer and dispatch intervals; station alerting; turnout interface; closest-appropriate available unit use, response performance and cross-boundary coordination. Test claimed added value.
Reliability	Interface defects, radio/alert failures, outages, failover events and data-quality incidents. Prioritize corrective investment.
Workforce	Vacancies, overtime, holdovers, qualifications, turnover, retention and supervisor coverage. Compare actual productive coverage with the costed plan.
Quality	EFD/EMD protocol adherence, complaints, clinical QA, reconstruction and major-incident findings. Assign corrective training and policy changes.
Finance	Operating variance, participating-agency billing/collections, capital and transition, reserve balances, eligible reimbursements, residual cost and working cash. Reforecast both service and funding.
Governance	Policy changes, disputes, participating-agency requests, change-control compliance, audit findings and completed corrective actions.

Reconcile actual cash spending, replacement transfers and restricted receipts separately. Test whether claimed local reductions occurred and whether remaining Police/911 and other retained communications functions sustained required service; restore funding where required. Keep the assessment allocation review separate from the total-cost review. A changed participating-agency share is not a regional efficiency.

38.8 Recommended Implementation Decision

Authorize and fund shared operational integration as the first implementation priority. Establish common dispatch policy, response logic, training, information exchange, performance measurement, and tested continuity while maintaining existing employers and service responsibilities. These actions can proceed independently of a decision to consolidate the fire departments.

Retain one regional Fire/EMS communications center, supported by a separate disaster-recovery site, as the recommended dispatch end state. Use the shared phase to establish the operating foundation and measure the additional benefits expected from unified operations. Permanent-center planning should proceed concurrently with shared operational improvements and the service, funding, and governance work described in Chapter 39. Evaluate host-agency and separate-regional-entity arrangements as alternative means of delivering that service.

The recommended staged program requires $41.447 million in additional five-year funding above the current modeled system and $32.814 million more than enhanced shared or virtual dispatch. Its first full

operating year requires a $12.001 million addition, including replacement funding. These amounts define the present investment and affordability tests; they are not approved member commitments.

The dispatch program requires funding separate from the fire Regional Alignment assumption in Chapter 30, which models the same cost as the three-agency Baseline without establishing that existing services are fully financed. Before adopting a combined implementation budget, reconcile existing communications charges and shared technology, training, administration, and transition activities. Count each cost and any verified saving once. Include the dispatch program's additional costs and service benefits in the service and funding choices presented to residents. Any legislated funding package depends on public support and the required approvals and does not guarantee sufficient revenue.

Authorize permanent-center implementation when the additional service benefits, annual member contributions, workforce arrangements, REMSA responsibilities, facilities, technology, and continuity provisions are sufficiently defined and funded. Authorize operational transfer only after the readiness certifications and financial protections in §§38.5–38.6 are satisfied.

If recurring capacity, one-time resources, or operational readiness are insufficient, continue the funded shared operation while revising the permanent-center scope, schedule, or funding plan. If residents do not support additional funding and no other sustainable source becomes available, adjust service commitments to fit available resources. Maintain required local Police/911, EMS, and communications services throughout the transition. Each additional commitment of authority, employment, assets, or capital should follow the corresponding governing-body approval and demonstrated ability to sustain the service.

PART 9: RECOMMENDED TRANSITION MODEL

Chapter 39: Transition Plan for Phased Regionalization

39.1 Purpose and Transition Strategy

This transition plan sets out how Reno, Sparks, and Truckee Meadows Fire Protection District can improve regional fire and emergency services while the participating governments and residents determine the services they want and are willing to fund. The recommended approach is to implement Regional Alignment as the near-term operating framework and concurrently address the longer-term service and funding choices identified in Chapter 30.

Regional Alignment allows the three departments to improve dispatch coordination, automatic aid, deployment, operating procedures, training, specialty-resource coordination, capital planning, and performance measurement while retaining their separate employers and governing bodies. These improvements should begin where existing authority, funding, and staff capacity permit. They do not need to await a decision on full consolidation.

The financial challenge requires attention at the same time. Chapter 30 identifies a substantial projected gap between the cost of continuing regional fire services and the support assumed available, before separately modeled staffing enhancements and additional capital requirements are included. The participating governments have indicated that additional resources available to appropriate to fire services are limited. Although Regional Alignment can improve the use of existing resources, the financial analysis does not establish that operational efficiencies can close the projected gap.

The jurisdictions and residents therefore face a service and funding choice. They must determine whether they are willing to pay more to sustain current services or support an increased level of service. That discussion should explain what the available funding would purchase, how costs would be distributed, and what reductions would be necessary if additional revenue is not supported. If the public does not support additional funding and no other sustainable source becomes available, services will need to be adjusted to fit available resources.

Under these fiscal constraints, the legislated Regional Fire Authority provides the identified pathway among the evaluated models to new regional funding powers. Chapter 30 illustrates a dedicated sales tax, but a legislative proposal could include a combination of authorized revenue sources suited to the selected service package. Pursuing that approach depends on public support. Neither creation of an authority nor authorization of a revenue source guarantees sufficient funding, and consolidation itself does not make the modeled services less expensive, in fact it would raise the cost.

The transition should consequently proceed through parallel work. The departments should implement practical operational improvements while the participating governments develop clear service and cost choices, engage residents, and evaluate the feasibility of the available funding and governance arrangements. If public support warrants pursuing a legislated solution, that work can advance while Regional Alignment continues. The region does not need to wait for Alignment to fail before considering how to finance services sustainably.

Implementation must also reflect the capacity of the participating agencies. Chapter 30 models Regional Alignment at the same cost as the three-agency Baseline. Where existing staff cannot complete the required coordination, financial, administrative, or legal work alongside their continuing duties, additional consultant assistance will create costs.

The following sections assign responsibilities, describe the concurrent workstreams, and establish an indicative schedule for operational improvements, public discussion, financial planning, and any supported organizational transition. Regional Alignment provides the near-term operating framework throughout this process. The eventual outcome will depend on the service levels the community chooses, its willingness to fund them, and the ability of the selected arrangement to deliver those services sustainably

39.2 Financial Context and Community Choices

Chapter 30 establishes the financial basis for the transition. Under its planning assumptions, the three-agency Baseline and Regional Alignment each require $285.910 million in additional support over FY2027–FY2031. The General Improvement District requires $437.181 million, and the legislated Regional Fire Authority requires $445.124 million. These amounts represent funding required above the modeled continuation support. They are not adopted agency deficits, and they include different combinations of operating, capital, transition, and opening-cash requirements.

Regional Alignment has the same modeled cost as the Baseline because the departments retain their existing employers, budgets, assets, and obligations. Cost neutrality does not mean that the underlying service plan is fully funded or that all implementation work can be undertaken without additional expense. Where existing staff lack capacity, consultant assistance, backfill, or other support will require additional funding unless offset by documented reductions elsewhere.

The projected funding pressure also extends beyond proposed service enhancements. Chapter 30 identifies a $176.956 million five-year difference between the Baseline's source recurring costs and continuation support before the separately added staffing, past-service benefit funding, operating provision, and incremental capital requirements. The source budget includes broader program costs and some capital expenditure, so this amount should not be treated as a stand-alone price for maintaining today's deployment unchanged. It nevertheless demonstrates that removing proposed enhancements would not eliminate the modeled funding gap.

The participating governments have indicated that their capacity to provide additional appropriations for fire services is limited. Chapter 30 tests additional predecessor contributions, but those scenarios do not establish that the necessary resources are available. The transition must therefore connect the desired service level to a realistic funding source rather than assume that existing governments can absorb the difference.

The community discussion should distinguish three service and funding choices.

Table 39-1. Service and funding choices for community consideration

Choice	Service implications	Financial implications
Sustain current services	Maintain existing response capability, with operational improvements through Regional Alignment and the investment needed to keep personnel, apparatus, and facilities available.	Identify the recurring support and capital funding needed to sustain the existing service configuration. Continuing present deployment does not hold its cost constant.
Fund enhanced services	Select improvements supported by the Study, such as additional staffing, targeted deployment, dispatch integration, or facility investment.	Identify the additional cost of each selected improvement, its implementation schedule, and its continuing operating and replacement requirements.

Choice	Service implications	Financial implications
Operate within available revenue	Retain feasible coordination improvements while adjusting the service package to the funding available.	Identify the reductions necessary to/ balance expenditure and revenue, together with their effects on coverage, response capability, workload, and community risk.

1. These choices should be presented with comparable annual costs, expected service outcomes, and taxpayer impacts. The discussion should distinguish current operations from enhancements, one-time expenditure from recurring commitments, and fire-department costs from separately funded dispatch investments. The staffing and station scenarios in Chapter 30 are options for consideration; they should not all be treated as commitments or added together without accounting for overlapping expenditure.
2. Residents should also understand that a governance change carries costs of its own. The GID and legislated Authority are more expensive than the Baseline and Regional Alignment under the modeled assumptions. Their financial case cannot rest on an expectation that consolidation will automatically generate savings. Any proposed efficiency should be identified and measured, but the model does not establish savings sufficient to close the projected gap.
3. Under the stated limits on additional local appropriations, the legislated Regional Fire Authority provides the identified pathway among the evaluated models to new regional funding powers. Chapter 30 illustrates a dedicated sales tax; a legislative package could include other authorized revenue sources or a combination of sources. The purpose would be to finance the service package supported by the community, including its continuing costs and the expense of transition. Pursuing that package depends on public support, and sufficient revenue is not assured merely because a new organization or funding mechanism is authorized.
4. The participating governments should use the Study's findings to explain what additional funding would deliver and what would change without it. Residents and businesses should be able to understand both the amount they may be asked to pay and the practical consequences for emergency services. If additional funding is not supported and no other sustainable source becomes available, the agencies will need to reduce services to fit available resources. Those choices should consider effects across the region, including areas with greater vulnerability, longer response times, or limited alternative coverage.
5. This discussion should proceed alongside operational Alignment. Common dispatch practices, automatic aid, training, and other achievable improvements can advance while service packages and funding options are evaluated. More consequential administrative, legal, and financial commitments should follow the direction supported by the community and the resources available to implement it.

39.3 Implementation Leadership and Capacity

Regional Alignment requires clear responsibility for completing the shared work while Reno, Sparks, and TMFPD continue operating as separate departments. The participating governments should establish a small implementation structure that uses existing leadership and administrative resources where practical, assigns sufficient staff time, and obtains additional assistance where needed. Its immediate purpose is to deliver operational improvements and support informed service and funding choices.

The Regional Fire Service Board described in Chapter 29 should provide regional policy oversight under the participating governments' agreement. Its responsibilities should include reviewing progress, considering service and funding options, receiving public input, and referring decisions to the governing

bodies responsible for them. The agreement should distinguish the Board's implementation role from the existing Study Board's responsibilities. Regional coordination does not itself transfer control of departmental budgets, employees, assets, or services.

A Regional Transition Task Force should coordinate implementation across the participating governments. It should include senior administrative representatives, the fire chiefs, and designated finance, human resources, and legal leads. Dispatch leadership, labor representatives, REMSA, Northern Nevada Public Health, and other technical participants should be involved in the work affecting their responsibilities. Existing committees should be used where they can perform these functions effectively.

The Task Force should maintain one shared work plan covering operational Alignment and the concurrent service, funding, and public-engagement activities. Its role is to resolve issues that cross departmental boundaries, coordinate staff assignments, identify resource needs, and keep recommendations consistent. Technical work should be assigned to the people responsible for the affected service rather than routed through a new standing committee for every subject.

Table 39-2. Implementation responsibilities

Lead or group	Principal responsibilities
Participating governing bodies	Determine their jurisdiction's service and funding position; authorize agreements and expenditure; consider public input; and decide whether to pursue a supported legislative proposal.
Regional Fire Service Board	Provide regional oversight, review progress and service outcomes, consider shared priorities, and maintain public visibility of the work.
Regional Transition Task Force	Coordinate the overall work plan, resolve cross-agency administrative issues, identify staffing and consultant needs, and prepare recommendations for participating governments.
Fire chiefs and operational leads	Implement automatic aid, deployment coordination, common procedures, training, specialty-resource coordination, and performance monitoring while maintaining daily service.
Finance leads	Use Chapter 30 to develop annual service and funding comparisons, reconcile shared costs, price implementation assistance, and identify the financial consequences of each proposed service package.
Human resources and labor leads	Evaluate staff capacity, assignments, backfill, and employment implications. If a supported consolidation option advances, develop the workforce arrangements needed for that option.
Legal counsel and legislative leads	Prepare and review agreements, clarify authority and responsibilities, and evaluate legislative options. Advance detailed formation work when supported by the participating governments and public direction.
Dispatch and EMS representatives	Coordinate CAD, call-processing, communications, medical-response, and REMSA interfaces with the separate dispatch and EMS work described in Part 8.
Communications and community-engagement leads	Present consistent service and cost information, organize public participation, report feedback, and publish progress and changes to the anticipated schedule.
Designated implementation coordinator	Maintain the integrated schedule, track assignments and expenditure, organize working sessions, and bring delays or unresolved issues to the Task Force.

The participating governments should designate an implementation coordinator at the outset. This may be an existing employee with an explicit allocation of time, a shared assignment, or a contracted role. The choice should reflect the workload and available capacity. Naming a coordinator without adjusting that person's existing responsibilities will not provide the capacity needed to manage a regional program.

During the initial work-planning period, each agency should identify the personnel available for implementation, the time they can contribute, and the work that would require backfill or outside assistance. Consultant support may be necessary for program coordination, financial analysis, public engagement, specialized legal work, workforce planning, or technical integration. Each assignment should have a defined product, completion period, agency lead, and cost. Consultants should supplement agency capacity while leaving policy decisions and service accountability with the participating governments.

Chapter 30 does not include a new staffed Program Management Office in the cost-neutral Regional Alignment base. Any dedicated position, consultant contract, overtime, or backfill beyond existing appropriations therefore creates an additional cost unless matched by a documented reduction elsewhere. Shared assignments should identify who pays and how costs are distributed, including any work also funded through the dispatch program.

Implementation capacity can expand if public support leads the region to pursue a legislated authority and funding package. Detailed formation, employment, financial-system, and asset-transfer work would require more concentrated support than near-term operational Alignment. That additional capacity should be planned and funded as part of the supported transition rather than established in anticipation of a decision the community has not made.

The Task Force should use regular working meetings to keep parallel activities moving and provide concise quarterly public progress reports through the regional oversight structure. Reports should identify completed improvements, upcoming tasks, implementation expenditure, changes in timing, and matters requiring community or governing-body consideration. This provides continuity and accountability while keeping the management structure proportionate to the work.

39.3.1 Working Groups and Stakeholder Workshops

The Regional Transition Task Force should organize focused working groups to implement the Study's recommendations and resolve matters requiring agreement among participating agencies. These groups should draw on existing committees and technical staff wherever practical. They should have defined assignments and completion dates, with additional meetings scheduled according to the work rather than establishing a permanent committee for every subject.

Initial workshops should take place during the first three months of implementation. Each should begin with the relevant findings, recommendations, and financial assumptions already presented in the Study. Participants should use that foundation to agree on implementation priorities, responsibilities, resources, and sequencing. The workshops should not repeat the Study's analysis or defer improvements that can already proceed.

The following working groups provide a practical structure. Related groups may meet jointly where their assignments overlap.

Governance and implementation. Agency administrators, fire chiefs, counsel, finance representatives, and the implementation coordinator should translate the Chapter 29 Regional Alignment structure into the agreement and work plan described in §39.6. The initial workshop should settle responsibility for

shared decisions, reporting, agency participation, and escalation of unresolved issues. If public support warrants pursuing an Authority, this group should coordinate the governance and legislative assignments in §§39.9–39.10 using the recommended structure in §29.4.

Dispatch, CAD, and automatic aid. Dispatch managers, fire operations representatives, CAD/GIS and technology staff, and REMSA representatives should implement the coordinated workflows recommended in Part 8. Initial assignments should address incident ownership, call and data transfer, unit status, closest-appropriate-unit recommendations, run cards, cancellations, move-ups, and backup procedures. The group should identify the changes achievable through existing systems and agreements, schedule testing and training, and coordinate additional expenditure with the dispatch financial program.

Operations, deployment, and training. Operations and training chiefs, company and specialty-resource representatives, and relevant labor participants should apply the Study's response, effective response force, station-network, and apparatus recommendations. Initial work should establish priority common procedures, a joint exercise calendar, qualification requirements, and coverage safeguards for cross-boundary assignments. Reviews of specialty resources or shared apparatus should follow Chapter 23's readiness and coverage principles. Proposals involving additional staffing or reduced capacity should be coordinated with the service and funding work.

Fire–EMS coordination. Fire EMS leads, REMSA, agency medical directors, Northern Nevada Public Health, and dispatch representatives should advance Chapter 32's recommendations through the clinical and operational forums identified there. Workshop priorities should include patient-care handoffs, cancellation and escalation practices, ambulance coordination, information exchange, joint quality review, and the effect of EMS commitments on fire-unit availability. Assignments should distinguish changes achievable within existing responsibilities from proposals requiring separate service, contractual, or clinical decisions.

Finance, assets, and capital. Agency finance directors or their designees, capital and facilities staff, fleet managers, procurement representatives, and fire leadership should apply Chapters 27 and 30 to the selected implementation activities. Initial work should connect the service options to annual costs, identify continuing support, reconcile overlapping expenditure, and schedule near-term capital decisions. The group should also identify practical opportunities for coordinated procurement or shared investment, with clear ownership, maintenance, and funding responsibilities. Its work should supply the financial information needed for public discussion without assuming that new revenue or predecessor contributions are available.

Administrative services and technology. Finance, HR, procurement, risk management, records, facilities, and technology leads should assign the support needed for Regional Alignment under existing agency systems. The initial workshop should identify staff capacity, shared-service arrangements, and any additional consultant or backfill requirements. If a publicly supported Authority proposal advances, the group should implement the administrative arrangements in §39.11, including system preparation, service agreements, testing, and continuity.

Workforce and labor. Human resources and labor-relations staff, employee representatives, fire leadership, payroll and benefits specialists, and counsel should apply Chapter 28's workforce principles. Early discussions should address the practical effects of joint training, shared assignments, qualifications, and implementation workload while the three employers remain separate. If consolidation advances with public support, the group should coordinate the negotiations and employee-level preparations described in §39.12. Workshops should support, without replacing, the applicable bargaining and employment processes.

Community engagement and communication. Participating-agency communications and engagement leads should work with fire and finance staff to implement §39.8. Community representatives should help identify accessible ways to explain service choices and reach residents across the service area. This group should coordinate public materials, workshops, feedback summaries, and updates on costs and timing. Its role is to support an informed community decision; it should not presume support for additional funding or consolidation.

Assignments and follow-through. Each working group should have an agency lead responsible for completing its assignment and reporting to the implementation coordinator. After each initial workshop, the lead should provide a concise action record identifying:

- The report recommendation being implemented and the practical result sought.
- The agreed action, responsible participants, and target date.
- Staff time, consultant assistance, or additional expenditure required.
- Dependencies involving another working group, agreement, system, or funding decision.
- Any unresolved choice requiring direction from the Task Force or participating governments.

These records should form part of the single implementation work plan rather than separate reporting systems. The coordinator should bring related assignments together—for example, a response-plan change requiring CAD configuration, training, and finance support—and resolve competing demands on the same personnel.

Working groups should report progress through the quarterly process in §39.3. Where a task is complete, the responsible operating agency or existing committee should take over its continuing maintenance. Groups undertaking Authority-specific work should expand only as public support, the selected proposal, and available implementation funding justify that work.

39.4 Parallel Implementation Schedule

The transition should begin with concurrent work on operational improvements, service and funding choices, and the administrative and legal preparation needed to support those choices. Regional Alignment does not need to be completed or found unsuccessful before the region examines its longer-term funding options. Equally, examining a legislative option does not commit the participating governments or residents to consolidation or additional taxes.

The schedule below uses elapsed time from the participating governments' decision to begin implementation. The periods are planning targets rather than fixed completion dates. They assume that responsible staff are assigned and necessary implementation assistance is funded. Activities should overlap where practical, with public communication continuing throughout.

Table 39-3. Parallel implementation sequence

Indicative period	Operational Alignment	Service, funding, and public engagement	Administrative and legal work
Months 0–3	Assign operational leads and select immediate priorities from the Study. Begin coordination that can proceed under	Present the financial outlook and begin discussing service priorities with residents, employees, businesses, and partner agencies. Organize the service-and-cost	Establish the implementation responsibilities in §39.3. Identify staff capacity, consultant needs, and implementation costs. Review existing agreements and map

Indicative period	Operational Alignment	Service, funding, and public engagement	Administrative and legal work
	existing agreements and funded capacity.	comparison using Chapter 30.	legislative opportunities and dependencies.
Months 3–6	Advance common dispatch and automatic-aid practices, response plans, data definitions, and priority training. Identify work requiring additional expenditure.	Develop understandable options for sustaining current services, making selected improvements, or operating within available revenue. Explain preliminary costs and service consequences and obtain public feedback.	Prepare the Regional Alignment agreement and shared work plan. Reconcile agency contributions and overlapping fire and dispatch costs. Assess possible revenue mechanisms and the authority each would require.
Months 6–12	Implement priority common procedures, joint exercises, deployment coordination, and performance reporting. Begin regional review of significant capital proposals.	Refine service packages and taxpayer impacts in response to public discussion. Determine whether there is sufficient support to advance a particular funding and governance proposal.	If public support warrants proceeding, develop the legislative policy proposal, sponsorship approach, and more detailed transition requirements. Continue financial, workforce, asset, and contract preparation needed to evaluate feasibility.
Months 12–18	Review operational results and correct problems. Continue improvements that demonstrate value and can be sustained.	Present the preferred service and funding approach, or revise it where support or affordability is insufficient. Explain the service adjustments required if additional funding is unavailable.	Advance a supported proposal according to legislative opportunities. Identify the administrative systems, workforce arrangements, startup resources, and revenue timing required for implementation.
Beyond month 18, as circumstances require	Maintain Regional Alignment and adjust operations to the funded service plan. Continue performance and equity reviews.	Maintain public reporting on costs, services, funding decisions, and schedule changes. Revisit the service package if anticipated revenue or support does not materialize.	If a regional authority and funding package are supported and authorized, complete formation and transfer preparations. Otherwise, implement the administrative and budget changes needed to operate within available resources.

The first six months should include focused working sessions on dispatch and automatic aid; operations, deployment, and training; Fire–EMS coordination; finance and capital; and administrative and workforce responsibilities. These sessions should use the Study's findings as the starting point and bring together the people responsible for implementing the recommendations. Their outputs should be specific assignments, identified costs, agreed sequencing, and matters requiring policy direction.

Public engagement should begin early enough to influence the service options rather than occur only after a preferred organizational structure has been developed. As costs and service consequences become clearer, the participating governments should explain the choices in progressively greater detail. Staff may examine legislative feasibility during this period so residents can consider realistic options. Advancing a particular consolidation and funding proposal should depend on public support.

Several activities can proceed before a decision on consolidation. Agencies can align operating procedures, prepare common performance reports, examine shared purchasing opportunities, and identify their own contracts, assets, liabilities, and administrative responsibilities. This work supports Regional Alignment and improves the quality of any later organizational decision. Commitments to establish a successor employer, acquire facilities, transfer assets, or build new administrative systems should follow selection and funding of the supported approach.

The schedule must also reflect dependencies that cannot be resolved simply by assigning an earlier date. A service package must be sufficiently defined to price its recurring requirements. A revenue proposal must be developed far enough to explain its taxpayer effects. Workforce and administrative arrangements must be established before employees and operating responsibilities transfer. Revenue collection and opening cash must support payroll and other obligations from the start of regional operations.

For a legislated Authority, the report's indicative allowance of 24–42 months following selection of that option remains a planning reference for legislation, formation, and preparation for operational transfer. It should not automatically be added to every preceding period in the table. Preparatory work may already be underway through the parallel process. The integrated schedule should identify what has been completed and what remains, taking account of legislative timing, public support, funding availability, and the practical work of establishing the organization. The allowance is neither a minimum duration nor a promised completion date.

Regional Alignment should continue throughout any supported legislative and organizational transition. The performance review at approximately months 12–18 should guide operational corrections and service planning; it should not function as a prerequisite to examining the funding problem. Successful Alignment may improve regional response while leaving the need for additional revenue unresolved.

If additional funding is not supported or cannot be secured, the participating governments should begin the service and budget adjustments needed to remain financially sustainable. They should not postpone those decisions in reliance on uncertain future legislation. Useful coordination improvements should be retained, and the effects of any reductions on coverage, response capability, and vulnerable communities should be explained publicly.

Section 39.17 consolidates these workstreams into a detailed schedule of tasks, leads, resources, dependencies, and expected results. The implementation coordinator should maintain that schedule and report material changes so that agencies and residents can see how operational progress, community choices, and funding decisions affect the work ahead.

39.5 Immediate Operational Improvements

The fire departments and their dispatch and EMS partners should begin with improvements that address the service issues identified in the Study and remain useful under any future governance arrangement. Initial work should concentrate on dispatch coordination, automatic aid, common operating practices, joint training, and consistent performance measurement. These activities can proceed while the community considers longer-term service and funding choices.

The fire chiefs, working with dispatch leadership and the relevant technical leads, should establish a manageable first-year work plan. Each action should identify the responsible lead, participating agencies, expected operational result, staff time, and any additional expenditure. Existing projects and agreements should be used wherever they can deliver the required improvement. Tasks requiring configuration changes, training, or additional personnel should be scheduled against actual implementation capacity.

Table 39-4. Priority operational improvements and first-year milestones[36]

Priority	Initial action	Lead and participants	Indicative milestone
Dispatch and incident coordination	Agree on incident ownership, information exchange, dispatch responsibilities, updates, and cancellation procedures for incidents involving multiple agencies. Reduce avoidable transfers and duplicate processing.	Dispatch managers, fire operations leads, CAD administrators, and REMSA for affected EMS workflows.	Priority workflows agreed within 3 months; changes tested and introduced during months 3–6.
Automatic aid and closest-appropriate-unit response	Review response plans at jurisdictional boundaries, identify where existing agreements support direct dispatch, and define unit suitability, availability, and coverage protections.	Fire chiefs, operations leads, dispatch managers, and agency counsel where agreement changes are needed.	Priority response plans reviewed within 3 months; phased implementation during months 3–9 as agreements and technology permit.
CAD, unit status, and location information	Align unit identifiers, capabilities, availability definitions, and response recommendations. Test how location and status information are shared and used.	CAD/GIS administrators, dispatch managers, and agency technology and operations staff.	Common definitions established within 6 months; routing and recommendation changes tested before operational use.
Common incident procedures	Prioritize command, communications, accountability, Mayday, resource requests, and interagency handoff procedures.	Operations and training chiefs with dispatch participation.	Priority procedures agreed within 6 months and exercised during months 6–12.
Joint training and qualifications	Establish a shared training calendar and verify the qualifications needed for interagency assignments and specialty resources.	Training leads, operations chiefs, and specialty-team coordinators.	Initial calendar within 3 months; joint exercises and corrective follow-up during months 3–12.
Fire–EMS coordination	Clarify first-response, patient-care handoff, cancellation, ambulance coordination, and escalation	Fire EMS leads, REMSA, agency medical directors, Northern Nevada	Priority issues assigned within 3 months; agreed procedures introduced and

[36] *Timing is measured from the start of implementation and depends on funded staff capacity, existing project schedules, and the readiness of the affected systems.*

Priority	Initial action	Lead and participants	Indicative milestone
	practices within existing service arrangements.	Public Health, and dispatch representatives.	reviewed during months 3–12.
Performance and service equity	Use common measures to track call processing, turnout, travel, first arrival, effective response force assembly, availability, and cross-boundary response.	Agency data and performance leads with operations and dispatch staff.	Initial implementation baseline within 3 months; quarterly reporting thereafter.
Continuity and fallback	Review procedures for CAD, radio, communications-center, and staffing disruptions, including interagency assistance and restoration of normal operations.	Dispatch, technology, and operations leads.	Priority fallback procedures reviewed within 6 months and tested during the first year.

Dispatch and automatic aid. The initial objective is to make existing resources work together more reliably. Response plans should identify which appropriate unit is dispatched, who has responsibility for the incident record, how additional resources are requested, and how agencies communicate changes. Where dual dispatch is used along a boundary, the agencies should agree on how the responding unit is confirmed and how other resources are released without delaying the required response.

Closest-appropriate-unit dispatch should account for unit capability, actual availability, and the coverage consequences of sending a resource outside its normal area. A closer station does not necessarily provide an available or suitable unit. Location-based recommendations should be introduced only where the necessary AVL and status information are functioning reliably; other areas should use agreed response plans and dispatcher confirmation until that capability is available.

Changes should also preserve the resources needed for effective response force assembly. Improving the first arrival should not unintentionally reduce the personnel, apparatus, or qualifications available for the remaining incident tasks or for simultaneous calls elsewhere. Operations and dispatch leads should review those effects together when adjusting assignments and cancellation rules.

Common procedures and training. The first-year program should concentrate on procedures that affect crews working together at the same incident. Existing agency procedures provide the starting point. Joint exercises should test whether crews and dispatchers can apply the agreed practices under realistic conditions, including simultaneous incidents, major fires, and communications failures. Exercise findings should lead to specific corrections, assigned owners, and follow-up practice.

Fire–EMS coordination. Early work should improve the interface between fire first response and ambulance service while preserving the responsibilities of the participating agencies and medical authorities. Priority activities include reliable incident updates, clear patient-care handoffs, coordinated cancellation practices, and escalation when transport resources are delayed or additional clinical assistance is needed. The separate EMS and dispatch recommendations in Part 8 should guide this work. Operational coordination does not itself authorize a change in ambulance transport, clinical authority, or contractual responsibilities.

Measuring the result. The Study's findings should serve as the starting point for implementation monitoring. The agencies should establish a comparable pre-change period and record when each operational change takes effect. Quarterly reviews should assess whether processing and response improve, whether regional resources remain available, and whether benefits are distributed across the

service area. Reviews should include consequences for the jurisdiction providing assistance as well as the jurisdiction receiving it.

The initial work plan should not assume station closures, company reductions, reserve-apparatus reductions, or new staffing commitments. Such changes require their own operational and financial assessment. Where a proposed improvement needs additional staffing, overtime, backfill, software, equipment, or consultant assistance, its cost should be identified before implementation. Dispatch expenditures should be reconciled with the separately funded program in Chapters 35–38.

These actions should continue where they demonstrate value regardless of the eventual funding or governance choice. Their purpose is to improve service with the resources available while providing practical experience to inform the community's longer-term decisions.

39.6 Establishing and Sustaining Regional Alignment

Regional Alignment should provide a durable near-term framework for the operational work described in Section 39.5. The participating governments should establish an interlocal agreement that defines their shared responsibilities while preserving each agency's authority over its employees, budget, assets, and continuing services. Existing automatic-aid, dispatch, technology, and other cooperative agreements should remain in use where appropriate, with their responsibilities coordinated through the broader Alignment framework.

Agreement development should proceed alongside immediate operational improvements. Actions already supported by existing agreements and funded capacity need not wait for completion of the broader arrangement. During the first three months, the participating governments should settle the principal responsibilities, identify the agreements requiring amendment, and assign preparation of the necessary documents. The objective should be to establish the initial Alignment agreement and work plan within approximately six months, subject to the participating governments' review and implementation capacity.

The agreement should be sufficiently specific to support daily work without requiring every operational adjustment to return to the governing bodies. It should identify matters delegated to the fire chiefs or designated administrators and matters reserved for governing-body consideration, including additional expenditure, changes in service commitments, and transfers of responsibility.

Table 39-5. Core elements of the Regional Alignment framework

Element	Arrangement to establish
Purpose and participating services	Define the operational improvements and shared activities included in Alignment, with a clear relationship to existing dispatch, automatic-aid, and EMS arrangements.
Oversight and implementation	Establish the responsibilities of the Regional Fire Service Board, Transition Task Force, fire chiefs, and implementation coordinator described in §39.3.
Operating responsibilities	Identify who develops, approves, implements, and maintains common response plans, procedures, training, and performance measures.
Annual work plan	Set priorities, responsible leads, staff commitments, completion dates, expected results, and costs for the coming year.
Funding and cost allocation	Distinguish work supported within existing budgets from additional shared expenditure. Assign directly attributable costs to the relevant participant and agree on the allocation of common costs.
Data and reporting	Establish common definitions, reporting responsibilities, appropriate access, and procedures for correcting inconsistencies.

Element	Arrangement to establish
Resource use and coverage	Define how cross-boundary deployment, move-ups, specialty resources, and assistance are coordinated while maintaining coverage in the areas providing resources.
Capital coordination	Provide regional review of significant station, apparatus, communications, and specialty-resource proposals while retaining each owner's investment and funding responsibilities.
Dispute resolution	Provide a practical route for resolving operational disagreements, escalating unresolved administrative or financial issues, and documenting the outcome.
Amendment and continuity	Establish how participants change the work plan or agreement, address withdrawal, and preserve essential cooperative services during any organizational change.

Annual work planning and funding. The fire chiefs and administrative leads should prepare a single annual Alignment work plan for regional review and incorporation into the participating agencies' budget processes. The plan should identify a manageable set of activities, the personnel assigned, and the time available to complete them. Training, finance, legal, technology, and communications staff should be included when their participation is necessary.

Chapter 30 assumes that Regional Alignment operates within the same spending envelope as the three-agency Baseline. The work plan should therefore identify which tasks can be completed within existing appropriations and which require additional resources. Consultant assistance, overtime, backfill, software, or other incremental expenditure should be priced explicitly. If those costs cannot be offset by documented reductions in existing spending, they require additional funding and increase the cost of implementation.

Cost sharing should follow the work being undertaken. An agency-specific service should generally be assigned to the agency receiving it, while a common regional activity should use an agreed allocation reflecting its purpose and beneficiaries. A regional payment should not be counted as additional revenue to the system when it is simply a transfer between participating agencies. Work funded through the dispatch program should be reconciled with the Alignment work plan so that the same staff assignment, system improvement, or training activity is paid for once.

Maintaining operational commitments. Common policies should be supported by assigned responsibility for training, implementation, and maintenance. When response plans or procedures change, the affected dispatchers, crews, supervisors, and partner agencies should receive the information and preparation needed to apply them consistently. The Management Committee should address recurring operational problems through routine coordination and bring unresolved resource or policy questions to the regional oversight structure.

Regional resource coordination should preserve the distinction between improved access and additional capacity. Automatic aid may make a suitable neighboring unit available sooner, but it does not create another staffed company. Shared specialty resources and reserve apparatus should be evaluated against simultaneous demand, maintenance needs, qualifications, and coverage before any reduction or reassignment is proposed. Changes in staffing or deployment should follow the operational and financial analysis described elsewhere in the Study.

Regional capital review should identify opportunities for compatible specifications, coordinated replacement, shared use, or avoidance of unnecessary duplication. Each proposal should also consider response coverage, continuing operating costs, and the effect on other agencies. Review does not

transfer ownership or make the cost a regional obligation. Any shared investment requires an explicit agreement on contributions, access, maintenance, replacement, and eventual disposition.

Performance review and adjustment. The regional oversight structure should receive quarterly reports on implementation progress, expenditure, and service outcomes. A broader review at approximately months 12–18 should assess whether agreed practices are being used, whether response coordination and reliability have improved, and whether participating jurisdictions are experiencing adverse coverage or workload effects. The review should identify specific corrections and the resources needed to complete them.

That review should inform the parallel service and funding discussion. Alignment may be operationally successful while the projected funding gap remains unresolved. Conversely, a difficulty with a particular procedure or agreement may be corrected without organizational consolidation. Neither outcome should be treated as an automatic decision about the longer-term governance model.

Regional Alignment should remain in operation while residents and participating governments consider the service package they are willing to fund. If public support leads to pursuit of a legislated authority, Alignment should continue through the legislative and implementation period and preserve the improvements already achieved. If additional funding is not supported or cannot be secured, its work plan and service commitments should be adjusted to the resources available while retaining cooperative practices that continue to provide value.

39.7 Defining and Pricing Service Options

The participating governments should translate the Study's operational recommendations and Chapter 30 financial analysis into a small number of clearly defined service options. Residents should be able to understand what each option provides, its annual cost, how it would be funded, and the consequences of choosing a lower or higher level of service.

This work should begin alongside Regional Alignment. The fire chiefs should define the operational content, finance leads should prepare the corresponding costs, and dispatch, EMS, human resources, and capital staff should address their respective responsibilities. Initial options should be available for public discussion during months 3–6 and refined during months 6–12 as community preferences and funding feasibility become clearer.

The comparison should distinguish three packages: sustaining current services, providing selected enhancements, and adjusting services to available revenue. Each should use the same forecast period, cost assumptions, and treatment of continuing obligations. Chapter 30 provides the financial starting point; the purpose is to connect its figures to identifiable service commitments.

Table 39-6. Information required for each service option

Component	Service description	Financial treatment
Frontline deployment	Staffed companies, daily staffing, operating hours, unit types, and geographic coverage.	Identify salaries, benefits, relief, overtime, recruitment, training, and equipment. Separate existing funded positions from additions or reductions.
Response capability	Expected first-arrival performance, effective response force contribution, simultaneous-incident coverage, and reliance on neighboring resources.	Explain which changes are supported by existing analysis and what resources are needed to achieve them. Do not assign the same improvement separately to multiple initiatives.

Component	Service description	Financial treatment
Fire-based EMS	First-response capability, ALS staffing, clinical coordination, and the effect of EMS commitments on fire-unit availability.	Retain continuing EMS obligations and identify incremental staffing, equipment, medical oversight, and training costs. Separate ambulance transport changes from fire-service coordination.
Dispatch	Shared operational improvements or the separately priced regional-center program.	Use the applicable Chapter 35 scenario and reconcile costs already included in agency budgets or other implementation activities.
Stations and facilities	Existing sites, repairs, replacements, relocations, and any proposed additional staffed facilities.	Separate funded work, conditional projects, construction expenditure, and continuing staffing and facility operating costs.
Apparatus and equipment	Frontline and reserve capability, replacement needs, maintenance, and interoperability.	Identify existing provisions and additional requirements by asset and year. Distinguish replacement planning amounts from actual available funding.
Prevention and community risk reduction	Inspection, plan review, investigation, education, and targeted risk-reduction capacity.	Show personnel and program costs and explain how any change affects workload, service access, and prevention activity.
Administration and transition	Coordination support, consultant assistance, and any organizational formation or transfer work.	Separate recurring support from one-time implementation, predecessor-retained costs, and opening cash.

Sustaining current services. This package should make a final determination of the resources needed to maintain the existing service configuration over the forecast period, allowing for the cost of personnel, benefits, maintenance, and necessary replacement, utilizing the analysis and recommendations in this report. It should incorporate achievable operational improvements through Regional Alignment while showing any additional implementation expense separately.

Maintaining current services does not mean holding expenditure at its present dollar amount or postponing necessary replacement indefinitely. The package should explain the investment needed to keep existing companies, apparatus, and facilities available. It should also distinguish maintaining today's deployment from maintaining today's performance as population, workload, and simultaneous demand change.

Chapter 30's Baseline includes a common staffing enhancement, additional benefit funding, an operating provision, and incremental capital cash. The current-service package should identify those components explicitly rather than describe the entire Baseline funding requirement as the cost of unchanged deployment. Removing an enhancement from the comparison should not also remove an existing obligation or expenditure needed to sustain service.

Selected service enhancements. Improvements should be presented as identifiable additions that residents can evaluate individually or as a combined package. Examples include targeted fourth-person staffing, additional deployment during periods of concentrated demand, dispatch integration, and station investment supported by the coverage analysis. Each proposal should identify where and when it would operate, the expected benefit, the implementation cost, and the continuing annual requirement.

Chapter 30 illustrates the scale of the staffing choice. Moving the six Sparks and eleven TMFPD qualifying companies from three to four personnel is estimated at $17.709 million annually in FY2027 dollars and $94.022 million over five years. That is a separate gross scenario. The common staffing ramp already included in the four governance models should be credited against it only where the same positions and funding years overlap. The public comparison should use the resulting net additional requirement for the selected deployment plan.

Enhancements may be phased by location, operational priority, or funding availability. Where the Study supports a modeled response improvement, the package should explain the conditions needed to achieve it. Additional personnel, a different station location, and faster dispatch affect different parts of service delivery; their benefits should not be assumed interchangeable or simply added together.

Services within available revenue. This package should show what can be sustained if additional funding is not supported or secured. Finance and operational staff should identify the scale and timing of the necessary expenditure reductions and develop corresponding service configurations. Potential changes should be evaluated for their effects on staffed availability, effective response force assembly, geographic coverage, EMS response, prevention activity, overtime, and reliance on neighboring agencies.

The comparison should count actual net expenditure reductions. Reassigning personnel does not save payroll unless the funded expenditure changes. Removing a company may increase overtime or demands on neighboring resources. Deferring apparatus or facility work shifts expenditure into the future and may affect reliability; it should not be presented as a permanent saving. Any proposed reduction should therefore include its operational consequences and offsetting costs.

The Study does not establish a specific service-cut package that can be implemented without further deployment analysis. The agencies should use its findings to identify and test practical choices, with particular attention to communities already experiencing longer response times, limited alternative coverage, or greater vulnerability. The public should receive a clear account of the consequences rather than a general statement that agencies will absorb a funding shortfall.

Comparing costs and funding. Each package should show annual operating expenditure, one-time implementation costs, capital spending, replacement contributions, and the additional funding required above continuing support. Where consolidation is considered, its formation, administrative, workforce, and opening-cash requirements should be shown separately from the cost of the chosen services. This allows residents to distinguish the price of service improvements from the expense of establishing a new organization.

A regional total should be accompanied by understandable illustrations of who would pay under the funding approaches being considered. Those illustrations should reflect the proposed revenue mechanism and distinguish additional payments from existing taxes or contributions. They should remain conditional until the funding design is sufficiently developed to support reliable estimates.

The resulting options should give participating governments and residents a concrete basis for discussion: the services each package provides, its expected benefits and tradeoffs, and the amount needed to sustain it. If public support favors additional funding, the preferred package can guide development of the legislative proposal. If support is insufficient, the agencies should refine the service package to the resources available while continuing useful Regional Alignment improvements.

39.8 Public Engagement and Willingness to Fund Services

Public engagement should help residents and participating governments determine which fire and emergency services the community is willing to fund. It should begin while service options are being

developed and continue as their costs, benefits, and taxpayer effects become clearer. The process should allow the community to influence the proposed service package and funding approach before either is treated as the preferred outcome.

The participating governments should coordinate the engagement program through their communications and community-engagement leads, with fire and finance staff available to explain operational and financial questions. Regional materials should use consistent figures and assumptions while explaining differences in local service conditions and potential taxpayer impacts. The implementation coordinator should maintain a common schedule of public activities and publication dates.

Table 39-7. Public engagement activities and intended results[37]

Indicative timing	Activity	Intended result
Months 0–3	Publish an accessible summary of the Study's service findings, Chapter 30 financial outlook, and near-term Alignment priorities. Begin discussions with residents, businesses, employees, and community organizations.	Establish a common understanding of the service and funding problem and identify the questions the public wants answered.
Months 3–6	Present initial service packages through public workshops, community meetings, and online and written feedback opportunities. Explain current-service, enhanced-service, and available-revenue choices.	Identify service priorities, affordability concerns, and aspects of the options requiring further explanation or revision.
Months 6–12	Present refined service costs and illustrative taxpayer effects under feasible funding approaches. Discuss governance, accountability, implementation costs, and the consequences of insufficient funding.	Assess whether there is support for advancing a particular package and identify conditions or changes important to the community.
As a proposal develops	Publish the proposed service commitments, funding structure, implementation schedule, and responses to recurring questions. Explain material changes from the options previously discussed.	Allow residents to evaluate a concrete proposal before participating governments decide how to proceed.
Throughout implementation	Provide quarterly progress summaries, updated schedules, expenditure information, and reports on operational improvements.	Maintain transparency and show how public input and subsequent decisions affect services, costs, and implementation.

Information for residents. Public materials should explain the services currently provided, the improvements available through Regional Alignment, and the funding required to sustain or expand the selected service package. They should distinguish the cost of providing services from the additional expense of establishing a regional organization. The legislated Authority should be presented as a

[37] *Timing should follow the availability of sufficiently developed service and cost information. Engagement should continue if the proposal or implementation schedule changes.*

possible means of obtaining new funding powers, conditional on public support and a workable funding package.

The discussion should address both regional and local consequences. Residents should be able to understand how an option could affect nearby coverage, staffing, response capability, EMS coordination, and the availability of resources during simultaneous incidents. Where additional funding is proposed, materials should provide understandable illustrations of household or business costs based on the revenue mechanisms under consideration. Assumptions should be stated clearly, particularly where the funding design remains subject to legislative action.

The available-revenue option should receive comparable attention. Materials should explain the service adjustments that would be necessary if additional funding is not supported or cannot be secured. Those consequences should be grounded in the deployment and financial work described in §39.7. Unsupported predictions about individual incidents, insurance premiums, or specific closures should not be used to influence the discussion.

Participation across the service area. Engagement should provide opportunities for residents of Reno, Sparks, and the TMFPD service area, including communities with different response conditions, wildfire exposure, and access to alternative resources. Meetings should be supplemented by accessible online, written, and, where practical, telephone participation. Appropriate language assistance and accessible formats should help residents understand and respond to the choices.

Community organizations, employers, care providers, and other local partners can help reach people who may not attend a regional meeting. Employees, labor representatives, dispatch personnel, and EMS partners should also have opportunities to explain implementation concerns and operational consequences. Their input should inform the options without substituting for the broader community's service and affordability choices.

Understanding public support. Feedback should address specific combinations of service and cost. General support for better emergency services does not establish willingness to pay a particular amount, and support for additional funding does not necessarily establish support for every governance arrangement. Residents should be able to express preferences about service priorities, the scale and distribution of additional costs, regional accountability, and alternatives.

Meeting comments and voluntary online responses provide useful information about concerns and preferences, but they should not be presented as a representative measure of the entire population. If the participating governments commission a public-opinion survey, its questions should describe service and cost choices neutrally, and the findings should explain the survey method and uncertainty. Any survey or facilitated engagement assistance should be included in the implementation budget.

The regional oversight structure should receive public summaries identifying the main preferences, areas of disagreement, affordability concerns, and changes made in response. The summaries should distinguish input received from conclusions drawn by staff or governing bodies. Public engagement informs the decision to advance a proposal; it does not replace any formal vote or other approval applicable to the selected funding arrangement.

Using the results. If public support favors a defined service package and additional funding, the participating governments can use that direction to develop the legislative and implementation proposal. Where support depends on a lower cost, different funding mix, narrower service package, or stronger accountability provisions, those changes should be evaluated and brought back for discussion.

If additional funding is not supported, the participating governments should explain how services will be adjusted to available resources and continue involving the community in those choices. Regional

Alignment should preserve useful operational improvements throughout either outcome. The engagement process should keep residents informed about what has been decided, what remains open, and how those decisions affect the services they receive.

39.9 Developing Funding and Governance Options

The governance recommendations in Chapter 29 and the financial analysis in Chapter 30 provide the foundation for selecting and implementing a sustainable regional service model. The next step is to apply those recommendations to the service package supported by the community and establish the corresponding agency commitments, revenue provisions, and implementation schedule.

Finance leads should coordinate this work with fire leadership, agency administrators, and legal counsel while Regional Alignment and public engagement proceed. Chapter 30's annual forecasts should remain the starting point, with adjustments tied to the services selected, their implementation dates, and the funding arrangements proposed. Detailed development of a legislative consolidation proposal should depend on public support.

The role of the evaluated governance models. Regional Alignment remains the recommended near-term operating framework. The structure described in §29.2 allows the agencies to improve coordination while retaining their existing employers, assets, budgets, and responsibilities. It does not create a new revenue source, and the participating governments have indicated that their capacity to increase appropriations is limited.

The GID described in §29.3 provides an alternative organizational structure, but Chapter 30 does not establish a sufficient additional funding source for it. The financial analysis identifies constraints on additional property-tax capacity and does not treat existing government revenue as automatically transferable or available twice. The GID remains a comparison option; combining services under that structure would not, by itself, resolve the funding gap.

Under these conditions, the legislated Regional Fire Authority described in §29.4 provides the identified pathway among the evaluated models to funding powers designed for the region's service needs. If public support warrants pursuing that approach, the recommended Authority structure should form the basis of the legislative proposal. Its governance and revenue provisions should be developed together so the community can understand what the organization would deliver, how it would be funded, and who would be accountable for its performance.

Developing the funding package. Chapter 30's sales-tax scenario illustrates one potential source of additional regional revenue. A legislative proposal need not rely on that source alone. It could combine authorized revenue mechanisms and continuing agency support, subject to legal feasibility and public acceptance. Each component should identify its purpose, expected annual yield, collection timetable, and effect on taxpayers and participating governments.

The implementation work should build directly on the report's financial schedules and recommendations. It should convert planning assumptions into the specific contributions, project commitments, and funding provisions needed for the supported service package.

Table 39-8. Applying the report's recommendations to the funding and governance proposal

Component	Report foundation	Implementation task
Selected service package	Operational recommendations, Standards of Cover, and Chapter 30 staffing and capital scenarios.	Select the improvements and service commitments supported by the community, establish their start dates, and carry their costs into the annual funding plan.

Component	Report foundation	Implementation task
Continuing agency support	Chapter 30 continuation-support estimates and predecessor contribution scenarios.	Establish what each government will continue to provide and which obligations it retains. Distinguish existing support from additional appropriations.
New recurring revenue	Chapter 30 funding analysis, including the conditional legislative sales-tax scenario.	Develop the supported revenue mix, specify its proposed authority and collection arrangements, and update expected receipts for the intended implementation period.
Capital funding	Chapter 30 project schedules, station inventory, and replacement analysis.	Select and phase projects, match them to existing appropriations, and identify the remaining funding or financing requirement without duplicating costs.
Transition and opening cash	Chapter 30 formation, administration, transition, and opening-liquidity provisions.	Schedule actual startup activities and payments, identify their funding, and align the availability of operating cash with the transfer date.
Governance and representation	Chapter 29's Regional Alignment and Authority structures.	Translate the recommended oversight and management arrangements into the final agreement or legislative proposal, including representation and assigned responsibilities.
Workforce transition	Chapter 28 workforce, collective-bargaining, and PERS recommendations.	Negotiate and document the employment arrangements for the supported option and incorporate their financial effects into the implementation budget.
Fiscal equity and legacy obligations	Chapter 27 allocation and legacy principles and Chapter 30 liability and cash-flow treatment.	Complete the agreements assigning assets, debt, liabilities, restricted resources, and continuing predecessor costs to the responsible parties.
Revenue and cost uncertainty	Chapter 30 financial sensitivities.	Apply the relevant sensitivities to the selected package and identify adjustments if revenue, costs, or implementation timing differ from the central forecast.

Continuing support requires particular care. If revenue is redirected from an existing government to the Authority, it may support the successor's budget but also reduce the predecessor's resources. That movement should be shown explicitly. Revenue already included in Chapter 30's continuation estimate should not be counted again as a new source closing the funding gap.

Recurring expenditure should be supported by recurring revenue. Grants, asset proceeds, and temporary assistance may support eligible startup or capital needs, but they should not be assumed to sustain permanent staffing. Borrowing may spread eligible capital costs over time; it also creates repayment obligations that belong in the annual funding plan. Restricted balances should be assigned only to their permitted purposes.

The proposal should distinguish authority to collect revenue from the revenue expected to become available. Chapter 30's illustrative yields depend on specified assumptions and do not establish approved receipts. A supported legislative package should use the proposed collection base, commencement date, administrative costs, and expected variability. A partial first year of collections must be reflected in the startup schedule.

Implementing the recommended governance structure. Under Regional Alignment, the recommended Regional Fire Service Board and Management Committee coordinate shared activities while the three departments retain their employers, budgets, assets, and service responsibilities. If public support warrants pursuing the legislated Authority, the governance and management arrangements in §29.4 should guide the transition to a regional organization.

The transition work is to translate that structure into specific responsibilities, agreements, and funded positions. Chapter 29 provides the organizational framework; Chapter 28 guides workforce transition; Chapter 27 addresses fiscal equity and legacy obligations; Chapter 30 controls the financial comparison; and Chapter 31 identifies the legislative considerations. Together, these recommendations provide the basis for settling implementation terms with participating governments, employees, and other affected parties.

Representation and cost allocation should remain distinct. The agreement or legislative proposal should implement the recommended oversight arrangements and explain which decisions belong to the regional governing body and which responsibilities remain with participating governments. A contribution formula determines financial responsibility but does not, by itself, establish voting rights.

Dispatch and EMS arrangements should follow the recommendations in Part 8. Dispatch integration can proceed while the fire departments remain separate, subject to its own funding and implementation requirements. Any subsequent fire consolidation should incorporate those arrangements and preserve clearly assigned responsibilities for ambulance service, medical oversight, and continuing municipal or County support. Existing obligations should be retained, transferred, or replaced explicitly, and shared implementation costs should be counted once.

Chapter 30 models the legislated Authority at a higher cost than Regional Alignment. Its potential advantage is the opportunity to establish additional funding powers capable of supporting the community's chosen services. If that approach receives public support, the proposal should present the recommended organization, its additional cost, the services it would deliver, and the revenue needed to sustain them together.

Advancing a supported option. During months 3–6, the participating governments should use the report's models to prepare the service and funding choices for public discussion. During months 6–12, they should refine the preferred package in response to community feedback and establish whether sufficient support exists to pursue the legislative approach. Legislative opportunities may affect the schedule, but they should not substitute for explaining the proposal and assessing public support.

If support favors a different funding mix, a narrower service package, or another allocation of costs, the proposal should be revised and its financial implications explained. If additional funding is not supported or cannot be secured, the agencies should proceed with the service adjustments needed to operate within available resources. Regional Alignment should continue to support practical operational improvements under either outcome.

39.10 Legal and Legislative Work

Chapter 31 provides the legislative framework for implementing the Study's recommendations, supported by the governance models in Chapter 29, workforce principles in Chapter 28, fiscal-equity provisions in Chapter 27, and financial analysis in Chapter 30. The transition work should convert those recommendations into the agreements and legislative provisions needed for the option supported by the participating governments and the public.

Two activities should proceed concurrently. Agency counsel should support the Regional Alignment agreement and operational improvements that can be implemented through existing arrangements. At

the same time, designated legal and legislative leads should examine how the recommended Authority model and a potential funding package could be advanced if public support warrants proceeding. Preliminary preparation should establish realistic choices and timing without committing the region to consolidation.

Implementing Regional Alignment. The interlocal framework described in §29.2 and the implementation arrangements in §39.6 should guide agreement preparation. Counsel should translate the recommended allocation of responsibilities into provisions addressing regional oversight, delegated operational decisions, agency contributions, records, liability, amendments, and withdrawal. Existing automatic-aid, dispatch, technology, and service agreements should be incorporated or coordinated where they remain useful.

Operational staff and counsel should identify which immediate improvements can proceed under existing agreements and which require amendments. This allows dispatch coordination, training, and common response practices to advance without waiting for every part of the broader agreement. The work should follow Task 6's direction to use the simplest practical legal and administrative arrangements capable of delivering the intended result.

Preparing a supported legislative proposal. If community support warrants pursuing a legislated Regional Fire Authority, Section 29.4 should provide the organizational starting point and Chapter 31 should guide the legislative approach. The participating governments should settle the policy choices needed to turn those recommendations into drafting instructions. These include the service area, representation, functions transferring to the Authority, funding package, employer responsibilities, and treatment of existing assets and obligations.

The funding provisions should reflect the service package developed through §§39.7–39.9. Chapter 30's sales-tax illustration is one potential component. Any other proposed revenue mechanism should be evaluated for its contribution to the annual funding requirement, taxpayer effects, and implementation timing. The proposal should explain both the powers being sought and the conditions under which they would be exercised.

Table 39-9. Legal and legislative implementation tasks

Work area	Report foundation	Implementation action and timing
Regional Alignment agreement	§29.2 and §39.6	During months 0–6, translate the recommended oversight, operating, and funding arrangements into the participating agencies' agreement.
Existing operational agreements	Chapter 25 and Part 8	During months 0–6, identify amendments needed for the initial dispatch, automatic-aid, and Fire–EMS improvements. Continue updates as individual changes are implemented.
Legislative route and calendar	Chapter 31	Begin in months 0–3 by confirming the available request and sponsorship routes, applicable deadlines, and opportunities for advancing a supported proposal.
Authority governance and powers	§29.4	As public direction develops, prepare policy instructions covering boundaries, representation, responsibilities, employer powers, assets, and accountability.
Revenue and fiscal provisions	Chapter 30	Develop the provisions needed for the publicly supported funding package, including permitted uses, collection arrangements, applicable approval procedures, and the relationship to continuing agency support.

Work area	Report foundation	Implementation action and timing
Workforce succession	Chapter 28	If the Authority proposal advances, translate the recommended workforce principles into the legislative and negotiated arrangements needed for employment continuity.
Assets and legacy obligations	Chapters 27 and 30	Establish the legal treatment of property, debt, contracts, claims, restricted resources, and predecessor-retained responsibilities before transfer commitments are made.
Dispatch and EMS responsibilities	Part 8	Preserve the recommended division of dispatch, ambulance, medical, and regulatory responsibilities in the proposed legislation and associated agreements.
Formation and operational transfer	§29.4 and Chapter 31	Provide for the transitional organization, startup funding, administrative preparation, and an operational-transfer date tied to readiness and available funding.

Legislative coordination and timing. The participating governments should designate a lead for coordinating the legislative work and maintaining a common statement of the proposal. Agency counsel, finance staff, fire leadership, and legislative representatives should use that statement when discussing sponsorship, drafting, and fiscal effects. Differences among participants should be resolved early enough to avoid conflicting instructions or commitments.

Chapter 31 identifies the legislative request process and a potential 2027 pathway. The implementation team should confirm which route remains available when the participating governments are ready to act. The elapsed-month schedule in this chapter does not override legislative deadlines. Early review of those deadlines can preserve options while public discussion continues, but a request or sponsorship discussion does not establish public acceptance of consolidation or additional funding.

The legislative timetable should identify preparation, introduction, consideration, possible amendment, and implementation activities. It should also show how a later legislative opportunity would affect costs and the service plan. Regional Alignment should continue during any delay, with agency budgets based on available resources rather than anticipated legislative receipts.

Maintaining a coherent proposal. Chapters 27–31 should be used together when evaluating proposed legislative changes. An amendment to representation may affect accountability; a change in funding may alter affordability or fiscal equity; and a change in employee or liability treatment may materially affect transition costs. Those consequences should be reflected in the financial and implementation schedules before the participating governments endorse a material change.

The proposal should include the administrative means to establish the organization and prepare for service transfer. It should distinguish formation from the assumption of emergency operations so that employment arrangements, payroll, insurance, contracts, communications, and operating cash can be put in place first. The operational-transfer provisions should accommodate postponement where essential preparations or funding are incomplete.

Public support remains central throughout this work. If the legislative process materially changes the service commitments, taxpayer burden, or governance arrangement previously presented to residents, the participating governments should explain those changes and reconsider whether the proposal retains that support. If a supported and financially workable package cannot be achieved, Regional Alignment should continue while services and expenditure are adjusted to the resources available.

39.11 Financial and Administrative Preparation

The financial schedules in Chapter 30 and the organizational arrangements in Chapter 29 provide the basis for implementation. The administrative work should turn those recommendations into assigned services, annual budgets, operating systems, and agreements appropriate to the path supported by the community. Preparations should be proportionate to that decision: Regional Alignment requires coordination among existing administrations, while a new Authority would require funded arrangements for the full range of employer and public-service responsibilities.

Supporting Regional Alignment. During the near-term Alignment period, the participating agencies should continue using their existing payroll, finance, procurement, insurance, records, and technology systems. The shared work plan should identify which agency administers each joint activity, how participating agencies contribute, and who maintains the associated records and financial reporting. A separate regional administrative organization is not assumed in Chapter 30's Alignment base.

The implementation coordinator and agency finance leads should maintain a schedule of shared assignments and expenditure. This should distinguish existing staff contributions, additional consultant assistance, overtime or backfill, and purchases. Work already funded through the dispatch program or another agency project should be identified so it is not charged again through Alignment.

Preparing for a supported Authority. If public support warrants advancing the legislated option, the management structure in §29.4 should guide the assignment of administrative responsibilities. Chapters 27 and 28 provide the principles for legacy obligations and workforce transition, while Chapter 30 supplies the operating, formation, and cash requirements. The task is to implement those arrangements through actual service agreements, system configurations, staff assignments, and budgets.

Existing agency or County systems may be able to provide some successor services through agreed arrangements. Each proposed arrangement should identify the work covered, service capacity, annual charge, implementation cost, and responsibility for records and controls. Chapter 30's administration allowances provide planning amounts; they do not constitute a service contract or prove that existing agency support costs will disappear.

Table 39-10. Financial and administrative implementation tasks

Function	Report foundation	Implementation action and expected result
Operating and implementation budgets	Chapter 30 annual forecasts and §29.4 management structure.	Convert the selected service package and organizational arrangements into budgets for continuing operations, startup, capital, and replacement funding. Assign each expenditure to the responsible agency or successor.
Revenue collection and treasury	Chapter 30 funding scenarios and opening-cash provisions.	Establish contribution and collection schedules, banking and treasury arrangements, authorized payments, and cash forecasting. Match receipts to payroll, contract, and project payment dates.
Accounting and financial reporting	Chapters 27 and 30 fiscal treatment.	Establish accounts and reporting that distinguish operating expenditure, capital, restricted resources, liabilities, and transfers. Prepare the successor's opening financial records from the agreed transfer schedules.
Payroll and benefits administration	Chapter 28 workforce recommendations.	Configure the agreed employee arrangements, deductions, benefits, leave balances, and employer contributions. Complete test payrolls and resolve differences before employees transfer.

Function	Report foundation	Implementation action and expected result
Procurement and contracts	Chapter 29 administrative structure and Chapter 30 cost assumptions.	Assign purchasing authority, establish vendor and payment arrangements, and implement contract assignments or replacements. Maintain necessary services throughout the changeover.
Insurance and risk management	Chapter 21 insurance recommendations and Chapters 27–28 liability principles.	Put the required property, vehicle, liability, employment, workers' compensation, and other applicable coverage in place. Document responsibility for existing claims and continuing exposures.
Information technology and cybersecurity	Chapter 29 support arrangements and Part 8 communications recommendations.	Establish accounts, access, licensing, support, backup, recovery, and security responsibilities. Coordinate dispatch-related systems with the separately funded dispatch program.
Records and public administration	Chapter 29 governance and administrative responsibilities.	Assign custody and access for personnel, operational, financial, property, and public records. Establish the administrative support needed for governing-body meetings, reporting, and public inquiries.
Facilities, fleet, and logistical support	Chapter 30 asset and capital schedules and §39.13.	Implement maintenance, fuel, supply, facility-support, and equipment arrangements, identifying services retained by predecessors and those provided to the successor.
Transition coordination	§29.4 transition structure and §39.3 implementation capacity.	Assign staff and consultant responsibilities, manage dependencies, track expenditure, and report readiness for the planned operational-transfer date.

Annual funding and cash availability. The implementation budget should preserve Chapter 30's distinction between expenditure and cash requirements. Formation costs are expenditures; opening liquidity is cash held to meet obligations as they fall due. Neither should be omitted, and the opening-cash amount should not be added twice to the modeled requirement.

For the legislated Authority, Chapter 30 includes a $37.506 million opening unrestricted cash target based on its FY2027 planning assumptions. The actual implementation requirement should be scheduled against the selected start date, payroll cycle, revenue collections, contract payments, and capital commitments. The chapter's recommended receipts-and-payments forecast should be used to identify the lowest projected cash balance during startup and the resources needed to maintain operations.

Potential predecessor transfers should be reconciled by fund and permitted use. Restricted pension, benefit, capital, grant, or pledged resources should not be treated as freely available operating cash. Any temporary support required before new revenue is collected should have an identified provider, amount, availability date, and repayment arrangement where applicable. Anticipated tax receipts alone do not pay startup invoices.

Continuing predecessor responsibilities. Agency finance and administrative leads should apply Chapters 27 and 30 to each function that transfers, continues, or is replaced. For example, moving fire employees may change payroll workload without eliminating a city payroll system, and a successor may still purchase technology, legal, fleet, or financial services from a participating government.

The implementation schedule should show the existing expense, any amount that actually ends, the successor's replacement cost, and the date of change. Temporary overlap should be budgeted where needed for continuity. A reassigned accounting charge should not be recorded as a saving unless the underlying expenditure is reduced.

Sequencing and testing. Initial administrative preparation can begin during months 3–6 through the assignment of Alignment responsibilities and identification of systems and contracts affected by a possible transfer. If a publicly supported Authority proposal advances, detailed service arrangements, implementation specifications, and staffing assignments can be developed alongside the legislative work. Commitments to purchase or establish successor systems should follow the authority and funding available for that purpose.

Once formation and startup funding are established, finance, payroll, procurement, records, and technology preparations should proceed concurrently with workforce and asset agreements. The schedule should allow time for configuration, data transfer, staff training, and testing. Payroll should be checked through parallel calculations; financial staff should test receipts, payments, purchasing, and reporting; and technology staff should demonstrate access, backup, and recovery for essential services.

The administrative transition should preserve uninterrupted pay, benefits, purchasing, insurance, and operational support. Where a successor function is not ready, a funded temporary service arrangement may provide continuity. Its duration, responsible provider, and cost should be explicit.

Throughout this work, the implementation coordinator should report progress against the approved scope and budget. If public support, legislation, or funding does not permit the Authority to proceed, the agencies should retain the administrative improvements useful to Regional Alignment and avoid further successor-specific commitments. If it does proceed, the completed arrangements should support a financially and operationally prepared transfer rather than an organization that must finish building essential systems after assuming emergency services.

39.12 Workforce and Labor Transition

Chapter 28 establishes the workforce principles for regionalization, and Chapter 29 describes the management arrangements for the evaluated models. Implementation should apply those recommendations while maintaining workforce stability and the staffing needed for daily operations. Regional Alignment retains the three existing employers. A transfer to a regional employer would arise only if a consolidation and funding proposal receives public support and proceeds to implementation.

Human resources and labor-relations leads should work with fire chiefs, finance staff, legal counsel, and employee representatives throughout this process. Early participation should address the practical effects of operational Alignment and give employees reliable information about the options being considered. It should not imply that employment transfer or a particular compensation arrangement has already been decided.

Workforce arrangements during Regional Alignment. Common procedures, joint training, and coordinated deployment should be implemented through the existing employers and their applicable employment arrangements. Supervisors and employees should understand how shared operational direction relates to agency responsibility for scheduling, personnel management, qualifications, and discipline.

The annual Alignment work plan should identify the staff time required for training, working groups, data reporting, and implementation assignments. Participation should be scheduled around minimum coverage and normal duties. Where additional release time, backfill, overtime, or consultant assistance

is necessary, the cost should be included in the work plan rather than absorbed through an unsupported assumption about staff availability.

The staffing alternatives in Chapter 30 and the operational recommendations elsewhere in the Study should guide any proposed deployment enhancement. Changes in funded positions, company staffing, or working arrangements should be connected to the selected service package and its resources. Regional coordination alone should not be treated as authority to reduce positions or change employment terms.

Preparing for a supported regional employer. If public support warrants advancing the Authority, the workforce transition principles in Chapter 28 should provide the basis for negotiations and implementation. The recommended organization in §29.4 should be translated into actual positions, reporting relationships, and assignments. The remaining work is to settle employee-specific terms, document responsibilities, and establish functioning employment systems.

Table 39-11. Workforce implementation tasks

Work area	Report foundation	Implementation task
Employee participation and communication	Chapter 28 workforce principles and §39.8 engagement approach.	Establish regular discussions with employee representatives and provide consistent information about proposed assignments, employment arrangements, timing, and unresolved matters.
Organization and position assignments	Chapter 29 management structures and Chapter 30 service assumptions.	Match existing positions and proposed additions to the funded organization, identifying operational, supervisory, prevention, technical, and administrative responsibilities.
Classifications and compensation	Chapter 28 transition principles and Chapter 30 compensation sensitivity.	Apply the negotiated classification, pay, incentive, overtime, and benefit arrangements to each affected position and incorporate the resulting costs into the budget.
Seniority, promotion, and leave	Chapter 28 workforce recommendations.	Document the agreed treatment of service credit, promotional eligibility, probation, leave balances, and other employment provisions before transfer.
Retirement and employee benefits	Chapter 28 PERS discussion and Chapter 30 benefit assumptions.	Confirm the arrangements applicable to transferring employees, coordinate employer administration, and reconcile contributions and benefit coverage with payroll and finance.
Accrued obligations and claims	Chapters 27, 28, and 30.	Assign responsibility for accrued leave, past-service benefits, workers' compensation, and other employment-related obligations, distinguishing existing balances from payments due during transition.
Staffing and qualifications	Operational recommendations and Chapter 30 deployment scenarios.	Establish company and shift assignments, relief coverage, required qualifications, and recruitment or training needed to deliver the funded service package.

Work area	Report foundation	Implementation task
Payroll and personnel records	Chapter 28 and §39.11 administrative preparation.	Reconcile employee records, test payroll and deductions, confirm benefit enrollment, and resolve differences before the first successor payroll.
Transfer and initial support	Chapter 29 transition structure.	Provide employees with their assignments, reporting arrangements, effective dates, and contacts for resolving pay, benefits, scheduling, or personnel issues.

Compensation and financial treatment. Chapter 30 leaves existing employers and labor agreements in place under Regional Alignment and therefore includes no new compensation-harmonization charge for that model. For the successor options, it provides a separate sensitivity illustrating the possible cost of harmonization. That sensitivity is not a negotiated settlement or a funded promise to employees.

If the Authority proceeds, finance and human resources staff should apply the agreed terms to the actual workforce. The resulting cost should distinguish ordinary forecast pay growth, changes attributable to the new employment arrangements, additional staffing, and one-time payments. Amounts already included in Chapter 30 should be reconciled before further costs are added.

The report does not support financing consolidation through assumed immediate workforce savings. A position reassignment does not produce a cash saving unless expenditure actually falls after accounting for continuing work, relief, overtime, and replacement support. Any proposed reduction through vacancies or attrition should be evaluated against the funded service commitments and the operational demands on remaining personnel.

Employment continuity and inherited obligations. The transfer arrangements should implement Chapter 28's workforce protections and Chapter 27's assignment of legacy responsibilities. Employees should know which organization is responsible for their pay, benefits, records, and outstanding employment matters on each side of the transfer date.

Past-service liabilities should remain distinguishable from the successor's current employment costs. An accrued balance should not be added to the annual budget as though it were payable in full unless that is the agreed funding treatment. Likewise, a change of employer should not cause an existing obligation to disappear from the financial schedules. The responsible payer, payment timing, and supporting resources should be documented.

Sequencing and readiness. During the first six months of Alignment, human resources and operational leads should address the staffing effects of shared assignments, training, and procedures. If a publicly supported Authority proposal advances, detailed workforce negotiations and position mapping should proceed alongside legislative, financial, and administrative preparation. The implementation schedule should allow time to settle terms and test systems before an operational-transfer date is confirmed.

Before transfer, employees should receive clear information about their classification, assignment, compensation, benefits, leave treatment, supervision, and effective date. Payroll testing should compare employee-level results and resolve discrepancies. Required operational qualifications, shift coverage, and supervisory assignments should be in place from the first day.

The initial stabilization period should include prompt access to human resources and payroll support, regular contact with employee representatives, and monitoring of vacancies, overtime, retention, and training needs. Problems affecting employees should be addressed quickly so they do not undermine service continuity or confidence in the transition.

If the community does not support consolidation or the required funding is unavailable, the three agencies remain responsible for their employees. Any service adjustments should be implemented through their existing workforce processes, with early communication about the staffing consequences. Useful joint training and operating practices should continue where they remain affordable and effective.

39.13 Assets, Capital, and Legacy Obligations

Chapter 27 establishes the principles for assigning assets and legacy responsibilities, while Chapter 30 identifies their financial treatment and the scale of capital requirements. The station-network and apparatus analyses provide the operational basis for investment decisions. Implementation should bring these recommendations together in dated project and responsibility schedules, preserving a clear distinction between regional coordination and a transfer of ownership or financial obligation.

Under Regional Alignment, each participating government retains responsibility for its stations, apparatus, equipment, debt, reserves, and other existing obligations unless a specific agreement provides otherwise. Regional review should improve the coordination of investment without delaying necessary maintenance or assuming that another government will absorb an owner's costs.

Coordinating capital investment. The regional capital review described in Chapter 29 should use the station-network analysis in Chapter 16, the growth findings in Chapter 17, and the apparatus recommendations in Chapter 23 to assess significant projects. The purpose is to determine how an investment supports coverage, resource availability, interoperability, and future demand across the service area.

Early working sessions should address projects already approaching procurement, design, or construction decisions. Opportunities may include compatible apparatus specifications, coordinated replacement schedules, shared specialty equipment, communications investments, training facilities, and facility improvements. Shared purchasing or use should be pursued where it provides a practical benefit, with ownership, access, maintenance, replacement, and cost responsibilities agreed before commitment.

Table 39-12. Asset, capital, and legacy implementation tasks

Work area	Report foundation	Implementation action
Stations and facilities	Chapters 16, 17, and 30.	Carry the identified projects into owner-specific schedules, confirming scope, completion status, existing appropriations, timing, and remaining expenditure. Apply the regional coverage findings to proposed replacements, relocations, or additions.
Apparatus and equipment	Chapter 23 and Chapter 30's fleet and replacement analysis.	Use the report's inventory to schedule condition reviews, procurement, maintenance, and replacement. Confirm operational assignments and reserve needs before proposing reductions or shared use.
Dispatch and communications assets	Chapters 35–38.	Coordinate ownership, reuse, replacement, and interfaces through the dispatch implementation program. Reconcile any equipment or project also included in fire capital budgets.
Debt, leases, and contracts	Chapters 27 and 30.	Update outstanding balances and payment schedules to the intended implementation date. Identify continuing

Work area	Report foundation	Implementation action
		obligations, proposed assignments, consent requirements, and the responsible payer.
Employment and claims liabilities	Chapters 27, 28, and 30.	Apply the agreed treatment of accrued leave, benefit obligations, workers' compensation, and other claims, distinguishing liability balances from scheduled payments.
Restricted resources	Chapters 27 and 30.	Identify permitted uses, associated obligations, and any conditions affecting transfer. Assign each resource once to an eligible purpose.
Shared investment	Chapter 29 capital coordination recommendations.	Document the participating agencies, service benefit, contributions, ownership, operating access, maintenance, and replacement arrangements for each approved joint project.
Conditional transfer to an Authority	§29.4 and Chapters 27–30.	Prepare the property, equipment, contract, liability, and funding schedules needed to implement the publicly supported regional arrangement. Establish the effective date and responsibilities before and after transfer.

Applying the capital schedules. Chapter 30 identifies a gross station construction and repair inventory of $118.997 million. Removing the identified $2.045 million duplication leaves a conditional inventory of $116.952 million. These amounts describe project scope and planning allowances; they do not establish that every listed dollar remains unfunded or must be spent during the transition.

The implementation schedule should match those projects to the existing capital program, including the $47.490 million in incremental candidate capital cash already included in Chapter 30's base forecasts. The separate $111.391 million conditional station scenario reflects its own assumptions about timing, escalation, existing-budget overlap, and additional allowances. It should be used as a planning scenario rather than automatically added to the adopted service package.

For each project selected to proceed, the owner should identify expenditure already incurred, committed funding, remaining scope, expected payment dates, and any continuing operating costs. A replacement or relocation that accommodates an existing company should be distinguished from a new staffed facility. Construction expenditure does not, by itself, provide the personnel, apparatus, utilities, or maintenance needed to operate an additional company.

The same approach applies to apparatus. Chapter 30's replacement values and annual planning provisions should inform funding decisions, but they are not evidence that the corresponding cash is available. Replacement timing should follow the report's fleet recommendations together with condition, duty, maintenance, and operational requirements. A deferred purchase should not be described as a permanent saving unless the asset is no longer required and the service consequences have been assessed.

Assigning legacy responsibilities. The settlement principles in Chapter 27 should guide any proposed transfer. Each schedule should identify the originating government, the asset or obligation, its value or outstanding balance, restrictions, associated resources, annual payments, and the responsibility proposed for the successor. The final terms should distinguish obligations retained by predecessors from those transferred with an agreed funding arrangement.

Debt balances, accrued benefits, claims, and deferred maintenance have different financial consequences. Their outstanding amounts should not all be treated as immediate cash payments.

Chapter 30's funding schedules should be adjusted only for the actual payment or settlement arrangement, with amounts already included in continuing budgets recognized once.

An asset transfer also does not establish that the asset is free of obligations or ready for unrestricted regional use. Property, leases, grants, financing, maintenance commitments, and operating agreements may affect its use and cost. The transfer schedule should implement the agreed treatment of those responsibilities and identify any necessary action before the effective date.

Sequencing the work. During months 3–6, agency capital, fleet, and finance leads should use the Study's inventories to identify near-term investment decisions, shared opportunities, and obligations relevant to the service options. This work supports Regional Alignment whether or not consolidation proceeds. Necessary repairs and replacement should continue through the responsible owner's funded program.

If public support warrants pursuing the Authority, detailed transfer and settlement schedules should proceed alongside legislative, workforce, and financial preparation. Before operational transfer, the parties should have agreed which assets and obligations move, which remain, what funding accompanies them, and who provides maintenance and support from the first day.

If consolidation or additional funding is not supported, ownership and legacy responsibilities remain with the existing agencies. Regional capital coordination can still improve compatibility and investment decisions, but the participating governments must align project commitments with available resources and explain the service consequences of deferral or reduction.

39.14 Dispatch and EMS Coordination During Transition

The dispatch and EMS recommendations in Part 8 should proceed as connected workstreams within the transition. Chapter 32 identifies practical improvements to Fire–EMS coordination, and Chapters 34–38 establish the recommended dispatch organization, financial comparison, and implementation sequence. Regional Alignment provides a framework for applying these recommendations while the fire departments remain separate.

Dispatch integration and fire-department consolidation involve different responsibilities and funding decisions. A regional dispatch operation can serve three separate departments, and a subsequent fire Authority can incorporate the dispatch arrangements already established. The schedules should therefore be coordinated without making either organizational change a prerequisite for the other.

Implementing the dispatch recommendations. Chapters 36 and 38 recommend beginning with enhanced shared or virtual dispatch and progressing toward one regional Fire/EMS communications operation, with a normally staffed primary center and a separate disaster-recovery site, when its funding and operational requirements are satisfied. The initial work should concentrate on common response rules, reliable incident exchange, unit availability and capability information, quality assurance, training, and continuity.

The dispatch leads should implement the policy and operating arrangements described in Chapters 36–37 through the participating communications organizations and existing CAD governance. Fire chiefs should provide the deployment rules and coverage expectations needed to apply closest-appropriate-unit response. Changes should be tested with dispatchers and field personnel before becoming normal operating practice.

Chapter 35 provides the controlling financial comparison. The recommended staged dispatch program requires $41.447 million in additional funding over FY2027–FY2031 above the modeled current system. That requirement is separate from the cost-neutral fire Regional Alignment assumption. Any proposed

public funding package should explain whether it includes the dispatch investment and reconcile shared technology, administrative, training, and transition costs so they are counted once.

The permanent-center recommendation does not establish that its funding is available. If implementation resources are insufficient, the participating agencies should continue the funded shared arrangements while revising the scope, timing, or funding plan. Any additional revenue sought from residents remains subject to the community's willingness to support the proposed services.

Applying the EMS recommendations. Chapter 32 identifies near-term priorities that can improve care coordination and fire-unit availability within the existing delivery structure. These include written patient-care handoff and cancellation practices, coordinated clinical oversight, improved exchange of patient information, joint quality review, and monitoring of the effects of EMS assignments on fire resources.

Fire EMS leads, REMSA, agency medical directors, Northern Nevada Public Health, and dispatch representatives should apply those recommendations through focused working sessions and assigned implementation tasks. The regional clinical coordination arrangements recommended in Chapter 32 should support common practices while preserving the responsibilities of the participating medical authorities.

Table 39-13. Dispatch and EMS implementation priorities

Work area	Report recommendation	Transition action and intended result
Dispatch policy and response plans	Chapters 34, 36, and 37 recommend common operating authority, response rules, and quality controls.	Assign policy owners, introduce agreed run cards and incident procedures, and train dispatchers and crews in their use.
Incident and resource information	Part 8 recommends reliable CAD interfaces, consistent unit status, and coordinated response information.	Test incident updates, resource recommendations, cancellations, and fallback procedures across participating organizations.
Patient-care handoff and cancellation	Chapter 32 identifies written handoff and cancellation practices as near-term priorities.	Implement agreed responsibilities for transferring care and releasing resources, with clinical review of exceptions and problems.
Clinical coordination and quality review	Chapter 32 recommends coordinated medical-direction engagement and joint quality improvement.	Establish the recommended forum, assign review responsibilities, and use findings to improve protocols and training.
Patient-information exchange	Chapter 32 identifies ePCR interoperability and continuity of information as priorities.	Implement the agreed information-sharing arrangements and phase technical improvements according to clinical need, privacy requirements, and funding.
Fire-unit availability during EMS incidents	Chapter 32 recommends monitoring commitment time, transport-rider events, and ambulance coordination.	Track how EMS work affects company availability and identify operational changes through joint fire and EMS review.
Permanent regional dispatch	Chapters 36–38 recommend a primary regional center with separate disaster recovery.	Follow the dispatch implementation schedule for staffing, facilities, technology,

Work area	Report recommendation	Transition action and intended result
		REMSA responsibilities, funding, and operational readiness.
Any subsequent fire Authority	Chapter 29 provides the successor fire organization; Part 8 defines dispatch and EMS interfaces.	Incorporate the established dispatch and EMS agreements into the supported Authority transition, updating responsibilities and payment arrangements where necessary.

Preserving clear service responsibilities. The recommended permanent dispatch arrangement places emergency 911 EMD and defined Fire/EMS dispatch functions at the regional center. Part 8 distinguishes those functions from REMSA's retained communications for interfacility transfers, critical-care transport, air operations, and other company activities. The implementation agreements should put that division into practice, including ambulance-dispatch assignments, medical oversight, staffing, information exchange, and fallback.

TMFPD's purchased dispatch service and its separate EMS agreement should remain distinct in the transition budget and contracts. Replacing a dispatch function does not automatically end ambulance-service obligations or release all associated expenditure. Any reduction in an existing charge should follow the actual change in service, including overlap and exit arrangements.

A fire Authority, if publicly supported and established, should assume only the EMS functions assigned to it through the final service and legal arrangements. Fire-department consolidation should not be treated as an automatic decision to change ambulance ownership, transport delivery, billing, or clinical authority. Those questions should follow Chapter 32's integration recommendations and their own operational and financial justification.

Sequencing and continuity. Initial dispatch and EMS working sessions should begin during the first three months, using the findings and recommendations in Part 8. Common procedures, training, quality review, and information exchange should advance during the first year as staff capacity, technology, and funding permit. Longer-term system changes should follow the dedicated dispatch roadmap and remain coordinated with the service and funding discussion.

Before any transfer of dispatch responsibility, the participating organizations should test the complete call and information pathway, including incident updates, ambulance coordination, radio communications, system outages, and recovery. Existing arrangements should remain available until the replacement service is ready and funded.

Quarterly transition reporting should connect dispatch and EMS changes to the outcomes residents experience: time to dispatch and first arrival, reliability of information transfer, coordinated patient care, and the availability of fire resources for subsequent incidents. These measures should guide corrective action and demonstrate which benefits have been achieved through Alignment and which require further investment.

39.15 Acting on the Community's Decision

The service options, financial analysis, and public engagement described in §§39.7–39.9 should lead to a clear direction from the participating governments, informed by the community's willingness to fund services. The decision should identify the service package to be pursued, its funding approach, and the organizational arrangements needed to deliver it. General support for regional cooperation should not be treated as approval of an unspecified tax increase or consolidation proposal.

The report provides the starting point for each outcome. Regional Alignment supplies the near-term operating framework in Chapter 29. Chapter 30 establishes the financial comparison and funding scenarios. The operational, capital, dispatch, and EMS recommendations identify the services and improvements that can be included in the selected package. Implementation should carry those recommendations forward according to the funding and public support available.

Table 39-14. Implementation response to the service and funding decision

Community and funding outcome	Recommended response	Work that continues
Support for additional funding and a legislated regional approach	Advance the Authority and funding proposal using §29.4, Chapter 30, and Chapter 31. Define the supported service commitments and fund the necessary legislative and transition work.	Regional Alignment, operational improvements, public reporting, and preparation for a conditional transfer.
Support for additional funding, but concern about the proposed service package, taxpayer burden, or governance	Revise the proposal using the report's service and financial options. Explain the resulting changes in cost, service, representation, and accountability before proceeding.	Alignment and targeted work needed to present a revised, financially coherent option.
Support for improved services, but insufficient willingness to fund their full cost	Identify the affordable subset of improvements and phase them according to service priority and available resources. Do not commit to the full package without sufficient recurring support.	Funded improvements, monitoring, and transparent explanation of the services that cannot yet be provided.
Additional funding is not supported	Adopt a service plan consistent with available revenue, using the operational findings to assess the consequences of reductions.	Affordable Alignment activities, joint operating practices, and public reporting on service changes.
A supported funding proposal cannot be enacted or does not produce the expected revenue	Revise the timing or service package and explain the shortfall. Avoid unsupported commitments while considering any acceptable alternative.	Existing-agency operations, funded coordination, and budget adjustments needed to maintain financial balance.

If a legislated approach receives public support. The participating governments should translate the supported package into the policy instructions and implementation arrangements described in §§39.10–39.13. The proposal should retain a clear connection between the revenue sought and the services promised. Formation, workforce, administrative, asset, and liability arrangements should follow the report's recommendations and be funded within the transition schedule.

Public support for pursuing the proposal does not ensure legislative enactment, completion of applicable approvals, or sufficient collections. Those dependencies should remain visible in the schedule and financial plan. Regional Alignment should continue while they are resolved, and operational transfer should follow the readiness arrangements in §39.16.

The participating governments should also identify how existing services will be financed during the intervening period. A prospective regional revenue source does not resolve an immediate agency budget shortfall. Any temporary support, phased expenditure, or service adjustment should be stated explicitly rather than left dependent on the expected completion of legislation.

If the community supports a different package. Feedback may favor some improvements while rejecting others, or support additional revenue while questioning the proposed allocation of costs or governance. The response should be to revise the relevant elements and explain their consequences. Chapter 30's scenarios and the service options developed under §39.7 provide the basis for doing so.

A smaller package should include the continuing resources needed to deliver its selected services. For example, funding a facility without its operating personnel or introducing a staffing improvement without relief and benefit costs would leave an incomplete commitment. Phasing should identify when each improvement becomes affordable and what service remains in place until then.

Material changes should be presented to the community before the participating governments proceed on the assumption that earlier support still applies. The public discussion should remain tied to a defined proposal rather than a general preference for better services.

If additional funding is not supported or available. The participating governments should adopt the service adjustments necessary to align expenditure with sustainable revenue. The report's response, deployment, station-network, apparatus, and risk findings should guide the evaluation of those adjustments. The financial objective should be a demonstrable reduction in expenditure, with the operational consequences made clear.

Regional Alignment should help coordinate the effects across jurisdictions. A reduction in one agency may increase automatic-aid demand, unit commitment, or coverage pressure elsewhere. The agencies should account for those effects when revising response plans and avoid treating neighboring capacity as an unlimited substitute for locally funded service.

Residents should receive a clear explanation of what changes, when it changes, and how the agencies will monitor the effects. Where reductions affect staffing, deployment, prevention, maintenance, or replacement, the corresponding service implications should be described. Employees and partner agencies should receive sufficient notice and preparation to implement the changes through their respective operating and workforce arrangements.

Useful coordination improvements should be retained wherever they remain affordable. Common procedures, compatible training, reliable information exchange, and coordinated dispatch can continue to improve the use of available resources, even when the total service package must be reduced.

Recording and reviewing the direction. The participating governments should publish a concise statement of the selected service package, funding assumptions, implementation responsibilities, and anticipated timetable. It should identify which actions begin immediately and which depend on legislation, revenue, or further public decisions.

Subsequent reporting should compare actual expenditure, revenue, and service performance with that commitment. If conditions change materially, the governments should explain the difference and adjust the plan. The purpose is to sustain a clear relationship between the services the community chooses, the resources it provides, and the responsibilities undertaken by the agencies.

39.16 Conditional Operational Transfer and Stabilization

Operational transfer applies only if a regional consolidation and funding package receives public support and the participating governments proceed with its implementation. Until that point, Reno, Sparks, and

TMFPD continue providing services through their existing organizations and the Regional Alignment framework.

The transfer should implement the organization recommended in Chapter 29, the workforce arrangements in Chapter 28, the asset and legacy provisions in Chapter 27, and the funded service plan derived from Chapter 30. The objective is continuity: the regional organization should assume responsibility with the personnel, resources, systems, and operating cash needed to deliver the agreed services from its first day.

Preparing for the transfer date. The transition leadership described in §29.4 should coordinate the final preparations with the existing fire chiefs and administrative leads. The schedule should identify when each responsibility changes and which predecessor services continue under temporary or ongoing agreements. Employees, dispatch organizations, EMS partners, vendors, and participating governments should receive consistent information about the effective date and their responsibilities.

A proposed transfer date should reflect the readiness of the essential functions shown in Table 39-15. Preparations can proceed concurrently, but an incomplete function that would materially disrupt emergency response, employee pay, insurance, or financial capacity should be resolved before responsibility changes.

Table 39-15. Essential arrangements for operational transfer

Function	Arrangement needed at transfer	Responsible leads
Governance and command	Regional leadership and delegated authority are in place. Employees and partners understand the command structure and responsibilities that remain with participating governments.	Regional executive leadership, existing fire chiefs, and legal counsel.
Funding and operating cash	The service budget is funded, contributions and revenue arrangements are effective, and cash is available for payroll, contracts, and other obligations as they fall due.	Finance and treasury leads.
Staffing and supervision	Funded positions, shift assignments, relief coverage, supervisors, and required qualifications support the adopted service package.	Operations, human resources, and training leads.
Payroll and benefits	Employee records and agreed terms are reconciled; payroll has been tested; benefit coverage and employer administration are effective.	Human resources, payroll, and finance leads.
Dispatch and communications	Response plans, unit identifiers, command contacts, radio access, and incident information work with the organization assuming fire-service responsibility.	Dispatch, operations, and technology leads.
EMS coordination	Clinical, patient-care, ambulance, and information-sharing responsibilities remain clear and operational under the arrangements described in Part 8.	Fire EMS leads, medical authorities, REMSA, and dispatch representatives.
Assets and operational support	Stations, apparatus, equipment, supplies, maintenance, and facility services are available	Fleet, facilities, logistics, and finance leads.

Function	Arrangement needed at transfer	Responsible leads
	under completed ownership or service arrangements.	
Contracts, liabilities, and insurance	Required contracts and coverage are effective, and responsibility for continuing obligations and claims is documented.	Legal, procurement, risk-management, and finance leads.
Records and technology	Authorized personnel can access the operational, personnel, financial, and public records needed for their work; backup and recovery arrangements function.	Records, technology, cybersecurity, and administrative leads.
Continuity and partner readiness	Temporary support, fallback procedures, escalation contacts, and the response to a delayed transfer are understood and funded.	Transition leadership and the affected agency and partner leads.

The financial preparation should follow Chapter 30's cash-flow approach. An adopted annual budget or anticipated future collection does not demonstrate that funds will be available on the dates required. Finance staff should confirm the timing of receipts and payments, the unrestricted opening balance, and any temporary funding needed during the initial collection period. If the transfer date changes, overlap costs and contribution schedules should be updated.

The fire-service transfer does not require a simultaneous dispatch-center transfer. Chapters 36–38 provide the separate dispatch implementation sequence. Where dispatch remains with existing providers, those arrangements should support the new fire organization through agreed response plans, identifiers, contacts, and payment responsibilities. Combining major changes on the same date should occur only where the participating organizations can demonstrate that the combined transition is workable.

Maintaining continuity during changeover. The final preparation period should include exercises and administrative tests using the actual staffing, systems, and partner arrangements intended for operation. These should cover routine response, simultaneous incidents, a major incident, loss of a critical system, and access to backup support. Payroll, purchasing, payment, and reporting tests should be completed alongside operational preparation.

The changeover plan should identify who can resolve an immediate problem and which existing resources remain available for support. Temporary predecessor assistance may be appropriate for payroll, records, technology, fleet, or other functions, provided the service, duration, and cost are agreed. Existing arrangements should not be withdrawn before their replacements are functioning.

If a significant readiness problem requires postponement, the participating governments should maintain funded existing operations and publish a revised schedule. The cost of additional overlap should be identified promptly. A calendar target should not take precedence over the ability to provide the adopted service.

Initial stabilization. The first 90–180 days should include frequent operational and administrative review. Regional leadership should monitor staffing, payroll, benefits, dispatch coordination, unit availability, maintenance, purchasing, revenue receipts, and cash balances. Employees and partner agencies should have clear contacts for reporting problems and receiving timely decisions.

Service monitoring should use the measures established through Regional Alignment. This allows the region to distinguish benefits already achieved through common practices from changes associated with

the new organization or additional funded resources. Performance should be reviewed by service area as well as regionally so that improvements in one location do not obscure adverse effects elsewhere.

The transition team should maintain a concise record of significant issues, responsible leads, corrective actions, and resolution dates. Public updates should report service performance, implementation expenditure, and any material departure from the funded plan. Temporary support arrangements should end when the successor function is working reliably and the corresponding cost can actually be released.

First-year evaluation. After the first full year of regional operations, the governing body should receive a financial audit and an integrated review of service performance, workforce stability, capital needs, and revenue adequacy. The review should compare actual results with the service and funding commitments presented to the community.

The assessment should address whether the promised staffing and deployment are in place, whether coordination and response reliability have improved, whether the operating and replacement programs are affordable, and whether predecessor and regional obligations are being met as agreed. It should also identify the actual net effect of any anticipated administrative or procurement savings.

Where results differ materially from the adopted plan, regional leadership should explain the causes and recommend corrective action. Changes may involve operating practices, implementation timing, expenditure, or the service package itself. The continuing obligation is to deliver services consistent with the funding residents supported and to make any necessary adjustments transparent.

39.17 Detailed Implementation Timeline and Responsibilities

The implementation schedule brings together the operational, financial, administrative, legal, and community work described in this chapter. Regional Alignment begins while the participating governments and residents consider service and funding choices. A legislative and organizational transition proceeds only if public support and a workable funding package justify that course.

The tables below identify recommended planning windows, accountable leads, dependencies, and expected results. Month 0 is the participating governments' decision to begin implementation. These periods are scheduling assumptions rather than statutory deadlines or commitments to spend. The implementation coordinator should convert them into calendar dates and assigned staff responsibilities using the resources approved for the work.

Activities within each table should proceed concurrently where their dependencies permit. Work completed during Alignment should carry forward into any supported regional transition.

Table 39-16. Initial implementation and parallel preparation, months 0–6

Timing	Task and report foundation	Accountable lead	Resources and dependencies	Expected result
Months 0–1	Assign the implementation leadership described in §39.3, using Chapter 29's recommended structure.	Participating government administrators and fire chiefs.	Designated agency representatives and an explicit allocation of coordinator time.	Named leads, meeting schedule, reporting responsibilities, and initial work plan.

Timing	Task and report foundation	Accountable lead	Resources and dependencies	Expected result
Months 0–2	Identify staff capacity and additional assistance needed for the initial program.	Implementation coordinator with finance and department leads.	Review of available staff time, ongoing duties, backfill, and consultant requirements.	Costed implementation assignments, with any additional expenditure identified for funding.
Months 0–3	Conduct focused workshops on operations, dispatch, EMS, finance and capital, administration, and workforce matters.	Transition Task Force and technical leads.	Study findings, existing agreements, agency operating knowledge, and partner participation.	Agreed priority actions, responsibilities, dependencies, and unresolved policy choices.
Months 0–3	Begin the immediate improvements in §39.5.	Fire chiefs and dispatch leadership.	Existing authority, funded staff capacity, and coordination with CAD and EMS partners.	Initial changes in incident coordination, response planning, training, and information exchange.
Months 0–3	Establish the implementation performance baseline using the Study's measures.	Agency performance leads with operations and dispatch staff.	Common definitions and assigned reporting responsibilities.	Comparable starting measures and a quarterly reporting schedule.
Months 0–3	Explain the financial outlook and begin public engagement under §39.8.	Communications leads with fire and finance leadership.	Consistent Chapter 30 figures and accessible public materials.	Public understanding of the service and funding choices and a record of initial concerns.
Months 0–3	Confirm legislative opportunities and dependencies identified in Chapter 31.	Designated legislative lead and agency counsel.	Review of available request routes, sponsorship opportunities, and applicable calendars.	A dated legislative planning schedule, without presuming support for a proposal.
Months 0–6	Prepare the Regional Alignment agreement described in §39.6.	Agency counsel, administrators, and fire chiefs.	Chapter 29 recommendations and participating-government review.	Defined oversight, operating responsibilities, cost allocation, and procedures for

Timing	Task and report foundation	Accountable lead	Resources and dependencies	Expected result
				maintaining the arrangement.
Months 3–6	Prepare initial service and funding choices using §39.7 and Chapter 30.	Finance leads and fire chiefs.	Selection of service components, consistent cost assumptions, and reconciliation of existing funding.	Comparable descriptions of current-service, enhanced-service, and available-revenue options.
Months 3–6	Reconcile near-term capital and administrative commitments.	Finance, facilities, fleet, and administrative leads.	Chapter 30 schedules, existing appropriations, contracts, and project status.	Owner-specific investment priorities and identification of overlapping or additional expenditure.

The initial period should produce functioning coordination and understandable choices for the public. It should not be used to establish a new Authority administration before the community has indicated support for that direction. Necessary consultant assistance should have a defined assignment and funding source.

Table 39-17. Operational implementation and community direction, months 6–18

Timing	Task and report foundation	Accountable lead	Resources and dependencies	Expected result
Months 6–9	Put the initial Alignment agreement and annual work plan into operation.	Participating governments, regional oversight body, and fire chiefs.	Agreed responsibilities and funded agency assignments.	Regional coordination operating through the existing departments.
Months 6–12	Implement and exercise common procedures, training, automatic aid, and dispatch practices.	Operations, training, dispatch, and EMS leads.	Staff preparation, functioning technology, and applicable agreements.	Demonstrated use of common practices and correction of identified problems.
Months 6–12	Refine service packages and taxpayer illustrations following public feedback.	Finance and communications leads with fire leadership.	Initial service options and feasible funding approaches.	Clear choices showing annual cost, service consequences, and who would pay.
Months 6–12	Present the funding and governance proposal described in §39.9, if public support warrants	Participating government administrators and legislative leads.	Community feedback, Chapter 29 structure, and Chapter 30 funding analysis.	A defined proposal for consideration, including service commitments and transition costs.

Timing	Task and report foundation	Accountable lead	Resources and dependencies	Expected result
	further development.			
Months 6–12	Prepare preliminary workforce, asset, and administrative implementation schedules for a supported option.	HR, finance, legal, facilities, fleet, and technology leads.	Chapters 27–30 and the scope of the proposal under consideration.	Identified responsibilities, negotiated matters, startup tasks, and likely implementation costs.
Months 6–18	Apply regional review to significant capital decisions.	Fire chiefs and capital-program leads.	Station-network, growth, fleet, and Chapter 30 recommendations.	Coordinated investment decisions with clear ownership and funding responsibilities.
Months 12–18	Review Alignment's operating results and expenditure.	Regional oversight body and Transition Task Force.	Quarterly reporting and joint exercise results.	Corrective actions and an updated work plan; evidence to inform service choices.
As community direction becomes clear	Select the implementation response in §39.15.	Participating governing bodies.	Public feedback and a sufficiently defined service and funding package.	Direction to advance a supported proposal, revise it, or adjust services to available revenue.
At each agency budget cycle	Reconcile current services and implementation commitments with available revenue.	Agency finance leads and governing bodies.	Actual appropriations and updated cash forecasts.	A funded operating plan that does not depend on uncertain future legislation.

The months 12–18 performance review should improve Alignment and inform the service discussion. It should not delay examination of the funding problem or serve as a test that Alignment must fail before a legislative option can be considered.

Conditional legislative and organizational schedule. If the public supports a legislated regional approach, the remaining schedule should be tied to the proposal's legislative opportunity, applicable public decisions, revenue commencement, and operational readiness. These events may occur at different points in the elapsed-month schedule. Assigning them a fixed calendar date before the funding design is settled would imply certainty that the report does not establish.

The report's 24–42-month allowance following selection of the Authority option remains an indicative reference for legislation, formation, and transfer preparation. Completed preliminary work should be recognized within that allowance, and remaining tasks should be scheduled concurrently where feasible. It should not automatically be added to all preceding Alignment activities.

Table 39-18. Conditional implementation of a publicly supported regional Authority

Planning window or trigger	Task and report foundation	Accountable lead	Principal dependency	Expected result
Following sufficient public support to advance the proposal	Settle the service, governance, and funding instructions using Chapters 29–31.	Participating governments with fire, finance, and legal leads.	A defined package and resources for legislative preparation.	Consistent instructions for sponsorship and drafting.
Before and during the relevant legislative opportunity	Advance the proposal and evaluate amendments under §39.10.	Legislative lead and agency counsel, supported by finance and fire leadership.	Available legislative route and continued support for the proposal.	Enacted provisions suitable for the supported service and funding arrangement, if legislation succeeds.
According to the selected funding design	Complete applicable public decisions and establish revenue implementation arrangements.	Participating governments and responsible election, revenue, and treasury officials.	The requirements and timing of the authorized mechanism.	Confirmed funding authority and a realistic collection schedule, if approved.
When formation and startup expenditure are authorized and funded	Establish the transitional leadership and administrative responsibilities recommended in §29.4.	Authorized regional governing body and transition executive.	Effective formation provisions and startup resources.	An organization able to manage implementation expenditure and complete transfer preparations.
During formation, in parallel	Complete workforce agreements and position assignments under Chapter 28 and §39.12.	HR and labor-relations leads with employee representatives.	Agreed organization, funded staffing, and employment arrangements.	Defined employee terms, assignments, and transfer records.
During formation, in parallel	Complete asset, contract, liability, and predecessor-service agreements under §39.13.	Legal, finance, asset, and procurement leads.	Agreed allocation principles and any necessary consents.	Executable schedules identifying what transfers, what remains, and who pays.
During formation, in parallel	Configure finance, payroll, procurement, insurance, records, and technology under §39.11.	Regional administrative leadership and service providers.	Funded implementation scope, workforce terms, and access to necessary records.	Functioning administrative services with assigned support and controls.

Planning window or trigger	Task and report foundation	Accountable lead	Principal dependency	Expected result
Before confirming operational transfer	Finalize the annual budget, receipts-and-payments forecast, opening cash, and temporary support.	Finance and treasury leads.	Reliable contribution commitments, collection timing, and actual payment requirements.	Sufficient funding and available cash for the intended start date.
Before operational transfer	Test staffing, command, dispatch interfaces, EMS coordination, administrative systems, and fallback arrangements.	Regional executive, fire chiefs, and technical leads.	Systems and agreements sufficiently complete for realistic testing.	Resolved critical problems and demonstrated ability to assume the funded service.
At the agreed and supported transfer date	Put the completed operating, employment, asset, and funding arrangements into effect.	Regional leadership and predecessor agencies.	Readiness across the functions in Table 39-15.	Continuous emergency services under the regional organization.
First 90–180 days after transfer	Provide enhanced operational, employee, financial, and technical support.	Regional leadership and transition team.	Funded stabilization capacity and continuing partner assistance where agreed.	Timely correction of problems and reliable routine operations.
Following the first full operating year	Complete the audit and integrated performance review described in §39.16.	Regional governing body, executive leadership, and independent auditor.	Full-year operating and financial results.	Public assessment of delivery against the service and funding commitments.

The same staff may contribute to several concurrent tasks. The coordinator should account for that workload when assigning dates. Activities requiring specialized legal, actuarial, financial, labor, technology, or project-management assistance should be included in the implementation budget. Parallel scheduling shortens elapsed time only where adequate capacity exists to undertake the work.

Alternative schedule where additional funding is unavailable. The participating agencies should not wait indefinitely for a regional funding proposal while their operating budgets become unsustainable. The service-adjustment work should be prepared alongside the funding options so it can be implemented when necessary.

Table 39-19. Implementation where additional funding is not supported or secured

Timing or trigger	Action	Accountable lead	Expected result
During service-option development	Use the Study's operational findings to identify the service configuration supportable by available revenue.	Fire chiefs and finance leads.	A costed alternative showing actual expenditure reductions and operational consequences.
When the funding decision or forecast establishes the need	Select the service adjustments and their effective dates.	Participating governing bodies.	A financially sustainable agency plan and a clear public explanation.
Before changes take effect	Complete workforce arrangements, revise dispatch and automatic-aid plans, and inform employees, partners, and residents.	HR, operations, dispatch, and communications leads.	Prepared implementation that accounts for effects on neighboring jurisdictions.
During the first 90–180 days following material service changes	Monitor coverage, availability, response, overtime, and cross-boundary demand.	Fire chiefs and performance leads.	Early identification of adverse effects and practical corrective action.
Quarterly and through annual budgeting	Review expenditure, service results, and the continuing Alignment work plan.	Finance leads and regional oversight body.	Continued coordination within available resources and transparent reporting of service outcomes.

Maintaining the schedule. The implementation coordinator should maintain one calendar covering these workstreams, with named task owners, approved resources, completion dates, and unresolved dependencies. Existing agency project schedules should be incorporated rather than duplicated. The Task Force should address delays through changes in assignments, scope, resources, or timing and refer material funding or policy choices to the participating governments.

Quarterly public updates should report operational improvements, expenditure, upcoming work, and changes in the anticipated timeline. Where legislative or funding conditions change, the update should explain the effect on services and commitments. This approach allows Regional Alignment to deliver near-term benefits while the region pursues the longer-term outcome supported by its residents and sustainable within its resources.

PART 10: CONCLUSIONS

Chapter 40: Summary of Findings

40.1 Purpose, Scope, and Overall Finding

This chapter consolidates the principal findings from Chapters 1 through 39, including the fire-service financial analysis in Chapter 30 and the dispatch analysis in Chapters 35 through 38. It provides the common evidence base for the benefits, adverse impacts, final feasibility analysis, and conclusions in Chapters 41 through 44. It distinguishes improvements supported now from organizational and financial commitments that require further public decisions.

The Washoe County fire and EMS system is operationally regional but institutionally divided. Reno Fire Department (RFD), Sparks Fire Department (SFD), and Truckee Meadows Fire Protection District (TMFPD) are capable organizations with separate governing, fiscal, labor, capital, and operating systems. They nevertheless serve a connected region, rely on one another at jurisdictional interfaces, share communications infrastructure, and contribute to regional assembly of personnel and equipment for complex incidents and specialty response. The principal opportunity is to align deployment, information, operating policy, readiness, capital planning, and accountability across those boundaries.

The evidence supports substantial operational regionalization while preserving staffed-company capacity. Common performance measures, reliable regional information on which units are available, where they are, and what capabilities they have, governed closest appropriate available unit response, coordinated planning for the personnel and equipment needed to manage complex incidents, common operating standards, and selected shared services can improve service through the recommended Regional Alignment model. A legislated Regional Fire Authority represents the recommended longer-term pathway if residents support sufficient funding to maintain current or increased service; it is not a prerequisite for beginning immediate operational improvements.

The financial models establish that every option must address funding. The three-agency Baseline and Regional Alignment have identical and lowest modeled fire-service costs, but continuation support does not keep pace with the selected operating and capital requirements. Alignment improves regional coordination within the existing organizational structure; a consolidated government requires additional formation, administrative, workforce, and opening-cash resources. For dispatch, enhanced shared operations require less additional funding than a governmental lead agency, a centralized center, or the recommended permanent regional-center program. The permanent regional-center program is a separate service investment and is not demonstrated to pay for itself through reductions in existing spending. The supported direction is to implement Regional Alignment now while residents and participating governments determine the level of fire protection they want and are willing to fund. If the public supports sufficient funding to sustain current or increased service, the three agencies and Washoe County should move toward the legislated Regional Fire Authority solution. If sufficient funding is not supported or otherwise secured, each responsible governing body must determine which services to reduce, explain the consequences, and coordinate those decisions with neighboring jurisdictions. Service improvement, public engagement, sustainable funding, and legislative preparation should proceed in parallel. Transfers of authority, employees, assets, liabilities, EMS functions, or dispatch responsibility require the corresponding approvals, funding, workforce arrangements, and demonstrated continuity.

40.2 Study Direction, Prior Experience, Public Input, and Evidence Controls

Senate Bill 319 (SB 319) and the Study's contractual direction require an evidence-based evaluation of service improvement, regional coordination, consolidation alternatives, financial feasibility, implementation, and public accountability. The analysis distinguishes current facts from modeled conditions, planning screens, policy choices, and future decisions. Findings are stated only to the level supported by the available record.

More than two decades of prior studies repeatedly identified regional interdependence, separate communications and dispatch arrangements, the value of closest-appropriate response, the need for common performance measures, and the importance of risk-based deployment and coordinated capital planning. The recurrence of these findings demonstrates that the issues are persistent rather than isolated. The 2000–2012 Reno/TMFPD consolidation experience also shows lack of clearly defined and durable governance, cost responsibility, labor relationships, authority, and exit provisions can reverse operational integration.

Public feedback emphasizes timely initial action, wildfire readiness, protection of critical and high-risk locations, equitable access, transparent performance, and responsible use of public funds. Respondents expressed openness to regional coordination and, in some cases, consolidation when a service benefit can be demonstrated. Because participation was voluntary and does not constitute a representative public-opinion sample, the feedback is directional: it identifies expectations the technical and governance analysis must address but does not select an institutional model.

The report applies common analytical controls to support sound decisions. Response measures retain their agency, incident-population, priority, and clock definitions so that comparisons describe equivalent activities. Fixed-station modeling identifies geographic opportunities that operating plans then evaluate against unit availability, capability, and coverage. Hazard and equity screens guide focused prevention, access, and preparedness work. Facility condition informs renewal decisions, while service coverage and response depth determine the operational importance of a company. Future stations receive operational credit only after staffed commissioning. These controls connect the findings to their appropriate planning and implementation uses throughout this chapter.

40.3 Regional Planning, Community, Demand, and Service Environments

Regional and local planning documents establish a common growth and hazard context, but fire and EMS decisions remain distributed among several governments and service systems. The region has sufficient planning structure to coordinate development review, infrastructure, wildfire mitigation, access, water, and public-facility decisions. The remaining need is a repeatable mechanism that uses planning information to support operating, prevention, capital, and performance decisions across agency boundaries.

Adjusting for population reinforces the need to distinguish demand concentration from departmental performance. Using the common current-station response-territory geography, the Study identifies 263.8 annual routed events per 1,000 allocated residents in Reno-associated catchments, 148.5 in Sparks-associated catchments, and 101.8 in TMFPD-associated catchments, compared with 199.0 across the routed regional population. These proxy rates do not follow legal jurisdiction boundaries and do not account fully for non-resident exposure. They show that the region's incident burden is not proportional to resident population alone and that per-capita demand must be evaluated with geographic extent, incident mix, institutional and visitor activity, resource commitment, response reliability, and community risk. Annex E provides the related 2025 temporal-demand maps. Washoe County combines concentrated metropolitan demand with extensive suburban, rural, mountain-corridor, and wildland–urban-interface geography. Approximately 80.4 percent of residents live in the Urban service

environment, while Rural/WUI tracts account for approximately 97.2 percent of classified land area. The system must manage frequent and overlapping urban incidents while preserving credible initial response, reinforcement, communications, evacuation support, and continuity across large and sometimes access-constrained areas. One countywide workload or travel statistic cannot describe both responsibilities adequately.

The controlled 2025 baseline contains 97,215 unique regional events after cross-agency duplicate reconciliation; 96,386 events, or approximately 99.15 percent, were routed in the fixed-road network model. EMS is the dominant recurring demand in all three agencies, accounting for 79.0 percent of Reno's all-call population, 80.1 percent of Sparks' validated population, and 73.3 percent of TMFPD's district-originated population. Reno's EMS analysis uses the 52,959-event all-EMS denominator. That population describes all EMS demand and is retained consistently in the response, workload, and related sensitivity analyses rather than being labeled as a Code 3-only population.

Demand is concentrated geographically and temporally. Reno Station 1's modeled territory contains 18.5 percent of routed regional events; Reno Stations 1 and 3 together contain 29.6 percent; and the five highest-volume territories contain 47.3 percent. Repeat demand is also concentrated, although incident count and unit-time rankings do not identify identical locations. These patterns support targeted demand management and deployment review, but lower routine volume does not establish that a station is unnecessary. Rural/WUI, highway, airport, specialty, and remote stations may be essential because of geography or mission rather than annual incident count.

40.4 Response Performance, Workload, Availability, and Resource Depth

Response reliability is a regional service priority, with the improvement work informed by each agency's response process and incident population. Each agency's analysis identifies material delay in parts of the distribution, particularly the slower tail. Reno EMS uses an all-call population; Reno fire/other uses a confirmed-response population; Sparks uses positively identified Code 3 records; and TMFPD's recorded processing and total-response measures begin after transfer. Results should therefore remain identifiable by agency and response clock. Common regional reporting should retain those definitions while measuring processing, turnout, travel, and total response consistently for the service being evaluated.

Delay accumulates in different portions of the response process. The analysis identifies opportunities for improvement in processing, turnout, and travel, with the relative contribution of each component varying by agency and incident population. Reno shows material processing and turnout opportunity before travel. Sparks' record identifies turnout challenges while its post-entry dispatch interval is comparatively fast. TMFPD has improved some processing and travel measures while turnout has worsened in the relevant comparison. Urban travel is a broad regional limitation: every agency's Urban median exceeds four minutes, fewer than half of qualifying incidents fall within the Study's lower Urban travel benchmark. The 90th-percentile result is materially longer. Suburban and Rural/WUI conditions require different expectations and remedies.

The 90th percentile is the appropriate principal measure of reliability because median improvement can coexist with an unchanged slow tail. In other words, the 90th percentile is the time within which 90 percent of qualifying responses occur. It helps show how the system performs on the slower responses, not just on the typical response. The 75th percentile is useful as an earlier diagnostic indicator. It shows the time within which 75 percent of qualifying responses occur and can reveal developing performance problems before they become as pronounced at the 90th percentile. Component reporting is required to distinguish processing, turnout, travel, and multi-company assembly. Time-of-day analysis may also be useful where it helps identify recurring operating patterns, but the Study does not assign a single

cause to those differences. The principal capacity concern is recurring localized loss of response depth rather than continuous regionwide saturation. In the available detail, Reno's home engine is recorded busy for 11.3 percent of relevant incidents and TMFPD's first route layer is occupied for 8.6 percent of route-assigned incidents. The first two layers are occupied in 2.1 percent and 1.6 percent, respectively. These conditions are associated with measurable delay, substitute first arrival, and greater reliance on neighboring stations or agencies. Long EMS transport cycles, concentrated repeat demand, and complex multi-unit incidents can further reduce the capacity available for a second serious event.

The structural-fire run cards do not provide the same planned initial personnel force across the region. This is a planning finding, not proof of observed task failure, legal deficiency, or a predetermined staffing prescription. Cumulative alarm headcount does not establish when a qualified, task-capable force assembled; cross-staffed apparatus cannot be counted as independent personnel; and a partner company that substitutes for an already-counted company does not add force. The evidence supports better information on unit status and personnel qualifications, risk-specific additive alarm design, protection of the area providing a resource, and measurement of observed task-capable assembly. It does not demonstrate excess staffed-company capacity.

40.5 Boundary Effects, Mutual Aid, and Regional Deployment

Administrative boundaries contribute to response delay, but they do not explain every delayed event. Across the comparable mapped surface, 20,817 of 67,881 cells, or 30.7 percent, would change to another participating agency's station under a jurisdiction-neutral fixed-station comparison. These cells encompass approximately 172.49 square miles and an estimated 72,451 residents. This is a geographic upper bound, not the population guaranteed to receive faster service and not a conclusion that a historical assignment was incorrect.

The incident-based screen identifies a smaller but operationally meaningful opportunity. Of 96,386 routed events, 10,204 have a different jurisdiction-neutral fixed station, and 4,725 events - approximately 4.9 percent of routed demand - have a modeled fixed-station advantage of at least 60 seconds. Five corridor groups contain approximately 50.5 percent of all cross-agency changed cells and 53.9 percent of cells meeting the 60-second threshold. The opportunity is concentrated and should be addressed through corridor-specific operating design rather than universal removal of jurisdictional controls.

The strongest initial operating interfaces are R9/T44, R12/T33–T36, and R6/T33–T37. The planned R1 replacement and T35 opening modestly change the screen but do not eliminate persistent boundary relationships. Mutual aid is already embedded in regional service delivery; the principal opportunity is to make appropriate cross-boundary response faster, more visible, and more consistent while protecting the service left behind.

Boundary and closest-unit flags are operational review signals, not proof that the wrong agency responded. Straight-line or fixed-network proximity does not establish causation, unit availability, incident suitability, donor-area capacity, or the applicable automatic-aid rule. Before a corridor or historical event is used to change policy, the agencies should verify CAD station of origin, real-time unit and capability availability, dispatch and automatic-aid rules, response mode, road-network travel, full-alarm compatibility, backfill requirements, and the effect on the area providing the resource. The controlling concept is the closest appropriate available unit, not the nearest station in isolation.

The reliability sensitivities quantify the effect of alternative implementation rates. In the 934-event priority-corridor cohort, the recommended 75 percent activation case adds 519 expected cross-boundary assignments, increases total capture to 81.5 percent, and produces 15.49 modeled first-unit benefit hours with 259.5 gross donor hours under the retained 30-minute assumption. In the separate

4,075-event common-AVL cohort, a 75 percent realization produces approximately 2,438 avoided initial assignments and preserves 59.81 directly observed giver hours. These are planning estimates of response access and resource conservation. They do not establish that an assignment was suitable, coverage-neutral, or safely reducible without live status, capability, aid-rule, full-alarm, and donor-depth validation.

40.6 Equity, Hazards, Critical Locations, and Specialty Capability

The service-equity finding is that service access varies substantially across the region, but the evidence does not show a consistent demographic disparity. Equity does not require identical response times in every location, but the differences in access and response depth should be identified, measured consistently, and considered in relation to community risk, feasible alternatives, and the level of service the region intends to provide.

Minority and limited-English associations with the robust-gap tier are small and do not persist when residents are compared within the same Urban, Suburban, or Rural/WUI service environment. Households without vehicles and residents of large multifamily structures are more concentrated in calibration-sensitive geography. Those patterns justify observed-response validation, access review, evacuation planning, and accessible communications; they do not establish discriminatory treatment or support a single composite equity score.

Rural and WUI communities are also an important part of the service-equity analysis. They may serve fewer residents across much larger areas but can face longer reinforcement travel, fewer alternate routes, water-supply limitations, evacuation constraints, wildfire exposure, communications challenges, and reduced response depth. A population-weighted analysis alone could therefore understate the operational importance of those communities.

Wildland fire is the leading place-based hazard in the controlled regional register at 3.9/High. The record identifies 21,470 residential units and 21,388 developed parcels in Extreme or High-Risk Fire Zones, including continued recent development. Wildfire can simultaneously create initial-attack, structure-protection, evacuation, medical, traffic, water, communications, and prolonged regional-resource demands. Earthquake, winter weather, flood, transportation incidents, and lifeline failures create different but similarly important continuity requirements. Hazard ratings establish preparedness priorities; they are not staffing formulas or proof of a capability deficiency.

Critical occupancies and infrastructure are materially present in modeled access-concern areas. Chapter 13's expanded critical-occupancy inventory contains 316 locations. The inventory and access classifications in Chapters 13 and 17 provide the location-specific basis for this work; the retained public-source infrastructure screen contains 263 features, including 70 in Tier 1 and 68 in Tier 2. These inventories establish a practical sequence for preplanning, access review, and owner/operator coordination. Site review should address operating status, emergency access, water and protection systems, occupants and dependencies, hazards, required tasks, daily qualified capability, concurrent response depth, current preplans, and exercises. The location and action register in Chapter 20 connects these findings to focused community risk reduction and preparedness activities.

The region has meaningful capability breadth in hazardous materials, technical rescue, water rescue, aerial operations, wildland/WUI operations, and airport rescue and firefighting. The record also shows cross-agency dependencies and opportunities for common typing, joint training, coordinated deployment, and shared investment. A regional readiness process should identify qualified personnel by shift, cross-staffing assignments, apparatus availability, simultaneous-team depth, mission-specific response requirements, task performance, and the time needed to restore capability following a commitment. This would make existing capability more visible and usable across agency boundaries. A

cross-staffed platform cannot be counted independently when its crew is committed elsewhere, and regional redeployment must preserve the personnel and equipment required for protected specialty missions.

Overall, four areas have confidence-supported convergence of service disadvantage, geographic risk, and demographic vulnerability. Sixteen additional areas have material combined findings that require further operational validation, and eight areas have geographic risk and service concerns without a qualifying demographic convergence finding. These results warrant focused review through the agencies' community risk assessments, Standards of Cover, WUI and evacuation planning, community risk reduction programs, service monitoring, and capital-planning processes. They do not establish discriminatory treatment, demonstrate that demographic conditions caused the service difference, or create separate dispatch, staffing, or station-placement rules. Demographic and household conditions should inform accessible warning, evacuation assistance, medical-continuity planning, transportation support, and targeted CRR delivery where they increase the consequences of delay or create practical barriers to preparedness and recovery.

Fiscal equity is addressed separately in the financial and governance analysis, including how costs, legacy obligations, taxpayer effects, and service benefits are distributed among participating jurisdictions.

40.7 Growth and the Regional Risk–Capability Gap

The controlled forecast projects regional annual incidents to increase from 97,215 in 2025 to approximately 102,654 in 2031, a 5.6 percent increase, while the population scenario adds approximately 30,472 residents. Urban areas account for most added incidents, but Suburban and Rural/WUI areas receive nearly half of projected population growth. Thirty-three qualifying growth locations add approximately 863 annual incidents, principally within geography already affected by the service-access screen. Growth therefore intensifies existing pressure more than it creates a wholly new countywide problem.

Planned network changes do not distribute capacity in proportion to every growth area. T35 is expected to improve the Patrick/Waltham area after staffed commissioning but does not resolve northeast Sparks growth pressure. The S6 catchment is projected to grow substantially and requires continued monitoring as its operating history develops. The future R1 location redistributes central catchments rather than adding a Reno company. Sonoma Highlands, Miramonte, and Rancharrah illustrate areas becoming more urban in settlement pattern while retaining fixed-station travel times more typical of suburban areas or slower. Forecasts must be refreshed annually using actual development, population, incident, access, and station-effective-date information.

The regional service challenge involves several distinct operating and investment needs. These include response reliability, localized loss of first-due and second-due depth, assembly of the personnel and equipment required for complex incidents, persistent boundary effects, facility renewal, and access in growth and WUI areas. Critical-location preplanning and daily specialty-readiness reporting provide additional direction for site-specific and mission-specific action. The remedies should match the condition: dispatch and deployment changes, training, prevention, access improvements, staffing, and capital investment have different purposes and costs. The participating governments should use these findings to define service choices for residents, price the selected actions, and explain the coverage and risk consequences of the funding available.

40.8 Station-Network, Facility Disposition, and Capital Priorities

Chapter 16 controls station-network and facility-disposition findings; Chapter 18 converts those decisions into capital and implementation priorities. The operational recommendation is to preserve

every staffed company. The station-network analysis does not identify staffed-company closure or one-company consolidation as a service-preserving efficiency, and no physical co-location project is presently recommended. Close station pairs generally represent separate companies that contribute to first-unit coverage, concurrent-demand protection, the assembly of additional personnel and equipment for larger incidents, different catchments, or distinct missions. Building condition and service redundancy are separate questions. If public funding decisions require a smaller service package, the responsible governing bodies must expressly select and evaluate those reductions; they should not describe them as elimination of demonstrated excess capacity.

The immediate capital program is differentiated. R4, R13, S2, and S3 are the four Tier 1 station projects because each combines a material facility or site need with a service function that must be preserved. T32 is treated as a relocation/replacement project, with a $17 million preliminary construction allowance in Chapter 30; T44 requires programmed renewal. R7 should be rehabilitated at its current site. R10 remains at its current location, with the applicable repair items retained in the owner's capital schedule; those items do not establish a need to relocate the station. S1 belongs in structured renewal and modernization planning. Project scope and timing should be reconciled with owner appropriations and the station-by-station financial inventory before additional cash is authorized.

The R1 project at 455 East Second Street is a one-for-one replacement. Reno's temporary operating location remains the service reference until the replacement is accepted, staffed, equipped, connected to dispatch and station alerting, and operating under an approved run card. Chapter 30 carries the $17 million preliminary replacement allowance and retains the applicable interim repairs; those scopes should be reconciled with existing project funding. Retirement or decommissioning of a former building after transfer is facility disposition, not company closure. T35 is the planned net addition in the applicable future-network scenario and receives operational credit after staffed commissioning; it is excluded from the remaining station construction-cost inventory because of its advanced delivery status. S6 is already operational and should be retained and monitored as its demand record matures. R15 remains a protected airport/ARFF facility whose airport obligations govern its availability for other response.

R5/R7 and R11/T40 are future two-company shared-site alternatives only. R5/R7 may be reconsidered when a major lifecycle or site trigger creates a real capital decision; until then, rehabilitation of R7 at its current site is the controlling action. R11/T40 is a more contingent lifecycle review. Any future shared facility must preserve two independently staffed and deployable companies and pass parcel, access, travel, coverage, capacity, multi-company response, specialty, growth, equity, labor, governance, continuity, and lifecycle-cost reviews. Neither pair supports a one-company option. R6 and T37 should both be retained, with operational integration where eligible. R6 is already a high-activity urban station, and its workload does not establish unused capacity sufficient to absorb an additional station territory. If added south-county resources materially change workload and coverage, the agencies may reassess the network using the resulting staffed deployment and observed demand. Such reassessment would require its own service and financial analysis.

The station evidence supports project programming, and Chapter 30 supplies owner-specific planning allowances and conditional cash scenarios. Each project requires a defined program, temporary-service plan, apparatus and specialty fit, resilience criteria, basis-year cost, recurring operating effect, lifecycle alternatives, funding plan, and post-opening performance review. The gross station construction and repair inventory is $118.997 million; removing $2.045 million of known same-scope duplication leaves $116.952 million before reconciliation to existing funding and candidate projects. The separately scheduled scenario produces $111.391 million of additional conditional nominal cash over FY2027–FY2031 using its stated escalation, project-overlap, and site allowances. These are distinct measures, not

amounts to add together. The 32-station lifecycle screen remains a planning convention rather than an additional appropriation or a count of currently operating sites. Future-network analysis uses replacement and additional stations only in the applicable commissioned-station scenario.

Under Regional Alignment, each jurisdiction remains responsible for its own stations, facilities, apparatus, and capital obligations unless a separate agreement provides otherwise. Regional capital coordination means that major station, facility, or apparatus decisions with cross-boundary effects should be reviewed for their regional impact before they are finalized. It does not make one jurisdiction responsible for another jurisdiction's capital costs.

40.9 Standards of Cover, Community Risk Reduction, and Resilience

The recommended regional Standards of Cover framework uses common interval definitions, 90th-percentile public accountability, 75th-percentile diagnostic reporting, service-environment tiers, agency and incident-type stratification, and phased improvement objectives. The initial tier is an improvement standard rather than a retrospective finding of legal or national-standard noncompliance. Performance should be reported by component, geography, incident type, first-due availability, and relevant capability so that apparent improvement cannot conceal a transferred delay or weakened area providing the resource. Time of day analysis may be used when it helps identify a recurring operating issue, but it should remain a diagnostic tool rather than a separate service standard.

Community risk reduction is necessary because station geography and emergency deployment cannot address every loss pathway. Existing prevention, code-administration, fuels management, defensible-space, public-education, investigation, preplanning, and partnership programs provide a substantial foundation. A common regional process should show how identified risks are assigned to responsible agencies and partners, which prevention and preparedness actions are completed and maintained, and how the results inform subsequent decisions. This process should build on existing programs, account for current mitigation, and connect location-specific needs to feasible assistance, development review, deployment, and capital actions.

Operational and prevention strategies should reinforce one another. Persistent response gaps, repeat demand, critical-location priorities, wildfire exposure, vulnerable households, and growth areas should inform preplans, inspections, public assistance, evacuation and access work, water coordination, home-risk reduction, and partner engagement. Equity evidence should be used to improve access to protection and assistance, not to label individuals or infer unsupported causation.

40.10 Insurance and Risk-Financing Findings

Regionalization can improve the insurance environment only to the extent that it measurably improves governance, loss control, deployment reliability, communications, water coordination, fleet management, occupational safety, and community risk reduction. Organizational consolidation by itself does not improve an ISO Public Protection Classification, guarantee access to insurance, or reduce public-entity, residential, or commercial premiums. Catastrophe concentration, statewide loss experience, reinsurance, reconstruction cost, carrier strategy, and property-specific conditions remain important external drivers.

For the participating public entities, consolidation would place a larger workforce, fleet, property schedule, cyber environment, and emergency-operation volume under fewer decision makers. That concentration can improve consistency but can also increase the consequences of a major shared loss or disruption and create coverage disputes if employer, asset, claim, indemnity, and transition dates are unclear. The agencies' different risk-financing structures and legacy workers' compensation arrangements cannot be combined through a simple policy transfer.

For residents and businesses, the strongest regional contribution is preservation and documentation of actual protection. Public Protection Classification remains relevant but is neither universal nor sufficient. Outcome measures should include insurability, policy terms, relative cost, and loss reduction. Faster modeled response in a corridor may support risk-reduction work, but no household-level insurance effect should be claimed without documented protection changes and insurer recognition.

40.11 Regional Operational Policy, Training, Staffing, and Deployment Alignment

The regional operating baseline is sufficiently mature to support formal alignment. Existing cooperation, aligned shift schedules, established labor representation, the Regional Standard Operating Guideline Committee, regional standards already in use, common or converging technology, and the hazardous-materials triad demonstrate that coordinated operations are practical. The remaining limitation is that many arrangements remain function-specific, informal, or dependent on continued voluntary practice rather than enforceable regional minimum standards and measured accountability.

The highest-value near-term actions are to formalize regional operating governance; adopt common minimum policies and terminology; stabilize regional CAD and unit-status practices; align response levels, run cards, cancellation rules, and automatic aid; standardize response-time definitions under Chapter 19; establish common qualification and credential records; coordinate recruit and specialty training; and publish compliance and outcome measures. Common policy should define the minimum regional rule while preserving agency-specific procedures where variation does not impair interoperability or safety.

Company staffing remains a service, workforce, labor, and financial decision. Reno generally uses a four-person staffing pattern, while Sparks and TMFPD generally use three, with some exceptions. All-four-person, all-three-person, and Urban/Suburban four-person–Rural/WUI three-person hybrid patterns must be assessed against task-capable assembly, response reliability, coverage, specialty obligations, labor requirements, and affordability. Chapter 30 holds frontline deployment consistent in its principal governance comparison and separately prices staffing sensitivities. The selected cases also distinguish source program costs, employment assumptions, past-service funding, administration, retained predecessor expenses, and transition. Each difference should be attributed to the relevant cost component. A priced staffing scenario is a planning alternative rather than an adopted staffing recommendation. Any change to current company staffing requires a service assessment, workforce arrangements, and an explicit funding decision. Fire department staffing and dispatch staffing remain separate analyses.

Broadly applied closest-appropriate-unit deployment should be phased in through defined priority corridors, with expansion to each new corridor only after common policy, reliable unit and capability status, protection of the area providing the resource, dispatch governance, training, and before-and-after measurement are in place. Operational alignment and staffing analysis should proceed together, but neither requires a prior decision to create one regional employer.

40.12 Regional Fleet, Apparatus, PPE, and Equipment Standardization

The included regional fleet contains 343 units: 117 Heavy Fire Apparatus, 61 Specialty Apparatus, and 165 Support and Staff Vehicles. This is a substantial regional capital investment and long-term replacement responsibility. The agencies maintain functioning inspection and documentation programs, but condition ratings, out-of-service criteria, preventive-maintenance triggers, asset records, and replacement practices are not fully standardized. Regional coordination can improve readiness and lifecycle planning without requiring immediate ownership consolidation or a single software platform.

The strongest early opportunity is a common regional readiness framework aligned with NFPA 1910 (2024), including consistent out-of-service thresholds, preventive-maintenance triggers, inspection and testing requirements, condition ratings, exportable minimum asset records, and transparent exception reporting. Existing agency practices can be mapped into that framework rather than discarded. The region should also evaluate a two-hub fleet-maintenance consortium, with particular attention to the different fleet-maintenance delivery models currently used by the agencies, including SFD's use of general city fleet services.

Equipment standardization should focus first on operational interoperability. All three agencies use the same SCBA manufacturer, but cylinder-pressure differences remain the most significant current incompatibility and require a costed conversion plan, fill-infrastructure work, EBSS compatibility, training, and funded timing. Common PPE baselines support joint-procurement and surge-cache evaluation. Shared radio infrastructure and channel-name alignment are regional strengths. Jurisdiction-specific Knox-box keys remain a potentially costly access problem that must be resolved before broader shared-apparatus deployment.

The 27 designated Heavy Fire Apparatus reserve units define the population for review; they do not establish surplus capacity. A shared-reserve assessment should establish requirements by apparatus category, condition, utilization, maintenance downtime, operator qualifications, surge and WUI needs, receiving capacity, and the ability to maintain service in areas providing resources. Chapter 30 credits no apparatus savings in the base financial comparison. Conditional retirement of a genuinely surplus or eligible end-of-life asset requires a specific disposal and replacement schedule, service review, and owner approval. An avoided replacement, reduced annual replacement provision, sale receipt, and maintenance saving are different financial effects and must be counted separately and only once. The same saving must also be available to a coordinated three-agency system when comparing its cost with a consolidated entity.

40.13 Consolidation Framework, Regional Context, and Governance Options

The consolidation analysis distinguishes service integration from governmental reorganization and connects both to the service level the community is willing to fund. The operating chapters support regional cooperation now. The longer-term policy question is how the region will finance and govern the protection residents choose, given the projected shortfall and limited capacity for additional local appropriations. Regional Alignment can improve operations while the agencies retain separate employers and budgets. A legislated Regional Fire Authority provides the identified pathway among the evaluated models to new regional funding powers, subject to public support and approval. Developing that pathway should proceed alongside Alignment rather than await a finding that operational cooperation has failed.

Existing interlocal arrangements demonstrate that Reno, Sparks, Washoe County, TMFPD, and partner agencies can govern shared infrastructure, technical services, public-safety operations, personnel, projects, and cost allocation under Nevada law. They are nevertheless divided by function and do not collectively provide comprehensive regional fire and EMS governance. A master NRS 277.110 Regional Alignment Plan with function-specific schedules is the recommended regional governance framework because it can align operations while preserving the participating agencies' legal, fiscal, labor, and ownership structures.

Four models are retained for consideration: the improved Current System; the NRS 277.110 Washoe Regional Alignment Plan; an NRS Chapter 318 General Improvement District; and a legislated Washoe Regional Fire Authority. No model is superior on every criterion. The first two preserve separate fire organizations and differ principally in the formality, authority, durability, and accountability of regional

alignment. The latter two create one regional government and differ principally in statutory fit, design flexibility, revenue and succession structure, representation, legislative exposure, and transition complexity.

The Regional Alignment Plan provides the recommended near-term balance of operational benefit, feasibility, and preservation of local authority. It can address dispatch coordination, closest appropriate available unit response, common operating practices, training, data, specialty coordination, fleet readiness, procurement, and capital coordination without an immediate transfer of employees, taxes, assets, or municipal responsibility. Its operation depends on enforceable commitments among three separately governed and funded organizations. Its fiscal role is equally important to define: coordination does not create a dedicated regional revenue source or eliminate the underlying funding shortfall. Successful Alignment should continue while the community's service, funding, and longer-term governance choices are developed.

Regional Alignment is a substantial, multi-year implementation effort involving policy and SOG development, joint training, common qualifications, data governance and reporting, labor and legal review, and the equipment and fleet work identified in Chapters 22 and 23. Chapter 30 models this work at zero net increment to the Baseline where existing appropriations and documented expenditure offsets support the agreed scope. That assumption does not make staff time or outside assistance free. The Regional Fire Service Board, participating administrators and fire chiefs, Regional Transition Task Force, designated implementation coordinator, and technical leads described in Chapter 39 should have defined assignments, authority, deliverables, and reporting responsibilities. A dedicated position, consultant contract, overtime, or backfill beyond existing resources requires separate funding unless fully offset. The optional $2.000 million startup allowance is a separately approved sensitivity, not an automatic charge in the Alignment base.

A Chapter 318 GID offers an established governmental structure evaluated for unified service delivery. A purpose-built Regional Fire Authority offers greater flexibility to specify representation, funding, succession, labor, PERS, EMS, assets, debt, reserves, and legacy protections. Both consolidated options cost more than the Baseline and Regional Alignment under Chapter 30's assumptions. The GID remains an evaluated alternative, with formation, tax-area, revenue-assignment, representation, and succession requirements. Under the identified limits on additional existing-government appropriations, the legislated Authority is the recommended pathway to develop if residents support funding current or increased service. The legislative proposal must connect its powers and revenue provisions to the selected service package and a financed transition. If sufficient support is not secured, each jurisdiction must select the services it can afford while retaining practical regional coordination.

40.14 Fire Service Financial Findings

40.14.1 Cost, Continuing Support, and the Funding Gap

Chapter 30 evaluates FY2027 through FY2031 in nominal dollars. The comparable FY2026 direct-cost baseline is $166.125 million. It is an expenditure starting point and a reference for selected savings sensitivities; it is not the five-year continuation-support forecast or a schedule of revenue assigned to a successor. The principal comparison uses $950.974 million of modeled continuation support over five years. The forecast narrative includes salary growth of 5 percent, benefit growth of 10 percent, supplies growth of 3.5 percent, property-tax growth tests of 3, 5, and 7 percent, C-tax growth of 3.5 percent, and other revenue growth of 2 percent. Chapter 30's reconciled agency source schedules and explicitly priced overlays control the reported totals. These planning assumptions should be carried into service comparisons without being represented as negotiated commitments or guaranteed receipts.

The financial model distinguishes recurring expenditure, project cash, financing, transition, personnel settlements, and opening liquidity. Source recurring costs are supplemented by the selected deployment enhancement, past-service OPEB funding, operating provision, and option-specific administration and predecessor expense. The base assumes no new borrowing. Gross candidate project cash of $94.980 million is reduced by an assumed 50 percent overlap with source expenditure, leaving $47.490 million of additional five-year capital cash. Project-to-account reconciliation determines the actual overlap. GID and Authority opening cash is included once as a one-time funding need and retained as a balance-sheet asset, rather than charged as recurring expense. Additional support is the difference between the option's nondebt cash requirement and continuation support. It is a planning requirement to be financed through lawful commitments, not an adopted deficit or an automatic jurisdictional assessment

Table 40-1. Selected fire-service cash and funding findings ($ millions)

Model	FY2027 additional support	FY2031 additional support	Five-year gross cash requirement	Five-year additional support
Baseline three-agency system	37.492	70.365	1,236.883	285.910
NRS 277 Regional Alignment	37.492	70.365	1,236.883	285.910
Chapter 318 GID	96.910	92.123	1,388.154	437.181
Legislated Regional Authority	97.665	95.058	1,396.098	445.124

Note: Chapter 30 values are independently rounded. Annual additional support includes applicable project and one-time cash requirements and is not a recurring-only gap. Five-year gross cash and additional-support totals include GID opening cash of $37.389 million and Authority opening cash of $37.506 million once. The separate conditional station scenario and optional Alignment startup are excluded from these base totals.

All four options require additional support under the selected forecast. Baseline and Regional Alignment each require $37.492 million in FY2027 and $70.365 million in FY2031, totaling $285.910 million over five years. These annual amounts include the applicable project cash and other modeled requirements; they are not recurring-only gaps. Chapter 30 also identifies a $176.956 million five-year difference between Baseline source recurring costs and continuation support before separately added deployment staffing, past-service benefit funding, the operating provision, and incremental capital. The source recurring budget contains broader program costs and some capital, so that amount is not a stand-alone price for maintaining current deployment unchanged. It nevertheless establishes that removing proposed enhancements would not eliminate the funding problem. Public service choices should separately price existing protection, selected improvements, and the service configuration affordable within available revenue.

Regional Alignment adds no net recurring, transition, new-employer, personnel-settlement, or opening-cash requirement in the base case. Its annual spending and additional-support requirement equal the Baseline in every modeled year. Members retain their underlying departmental services, capital ownership, labor agreements, and legacy obligations. The optional $2.000 million coordination startup comprises $0.800 million for data and systems integration, $0.600 million for training and backfill, $0.300 million for procurement and legal work, and $0.300 million for cybersecurity and migration. It

remains outside the neutral base. Matching released appropriations preserve cost neutrality; otherwise, the additional work requires a separate agreement, appropriation, and funding source. Changing member shares distributes cost but does not reduce the regional requirement.

40.14.2 Cost Parity and Conditional Efficiencies

The GID and Authority cases use the same published consolidated source operating assumption and the common frontline deployment comparison. Their final recurring and total cash requirements differ because the model separately prices administration, predecessor expense, legislative and organizational transition, settlement allowances, and opening liquidity. Formation creates a new employer and financial organization with responsibilities that Regional Alignment leaves with the existing agencies. The governing bodies should therefore compare the cost components and cash timing, rather than attribute every difference to frontline staffing or assume that two consolidated legal forms have identical final costs. Chapter 30's four-option cash comparison and sensitivity schedules provide the controlling financial basis.

The principal comparison requires $437.181 million of additional five-year support for the GID and $445.124 million for the Authority, compared with $285.910 million for Baseline and Regional Alignment. These figures include the respective one-time opening-cash requirements and should be interpreted with their operating, capital, transition, and settlement components. The base credits no unproved staffing, apparatus, procurement, or administrative savings. Consolidation is therefore not supported as a self-financing solution or a demonstrated five-year payback. Its justification must be the funded service, governance, and accountability package chosen by the community. Any efficiency subsequently proposed must identify an actual net expenditure release after backfill, transition, and continuing predecessor obligations, and equivalent efficiencies must also be credited to the separate-agency comparison.

A transferred employee remains a regional cost, and redeployment within a city is not a payroll saving unless a funded expenditure ends or a separately supported hire is avoided. Retiring a genuinely surplus end-of-life apparatus may avoid a future purchase or reduce replacement provision, but it does not create a second avoided purchase if retirement was already scheduled. Sale proceeds are one-time capital resources. Savings depend on service-preserving actions, implementation dates, replacement charges, and costs retained by the predecessor governments.

40.14.3 Funding Options and What Would Make an Alternative Possible

The GID base case does not establish an immediately available uniform incremental regionwide property-tax levy. Chapter 30's representative Reno and Sparks tax areas already reach the published combined ceiling, while TMFPD's overlapping tax areas have differing capacity. A required-rate calculation illustrates the scale of the funding task but does not authorize collections. A viable property-tax proposal must identify the eligible parcel base, existing pledges, overlapping rates, any replacement or reallocation of current levies, and the resulting effect on continuing governments. Existing taxes, C-tax distributions, and municipal contributions can support a successor through an approved assignment, but revenue already included in continuation support cannot also be counted as new regional funding.

The legislated Authority provides the identified pathway among the evaluated models to a tailored new regional funding package if the public supports it. Chapter 30 illustrates a dedicated fire and EMS sales/use tax requiring explicit enabling legislation and a successful countywide voter measure under the tested design. Using the $13.416 billion historical FY2026 taxable-sales base and a 95 percent realization assumption, hypothetical full-year increases of 0.10, 0.25, and 0.50 percentage point produce $12.745 million, $31.862 million, and $63.724 million, respectively. These are annual historical-base

illustrations, not approved proceeds or a five-year revenue forecast. Against the Authority's $97.665 million FY2027 additional cash requirement, the 0.50-point illustration leaves $33.940 million to finance without additional predecessor support. A combination of sources may be considered, with annual receipts, startup timing, taxpayer effects, and continuing-government obligations reconciled. The public must be shown the service purchased and the remaining cost; authorization of a tax or formation of an Authority does not itself guarantee sufficient revenue.

Table 40-2. Financial decisions required for fire-service implementation

Option	Required financial decision	Continuing condition
Baseline three-agency system	Fund the selected departmental service, renewal, and capital program.	Match service commitments to sustainable annual resources.
NRS 277 Alignment	Use existing appropriations and verified offsets; separately approve any added scope.	Members retain departmental, capital, and legacy obligations; the underlying shortfall remains.
Chapter 318 GID	Secure lawful revenue assignments, formation funding, and opening cash.	Confirm eligible tax capacity and protect continuing-government services.
Legislated Regional Authority	Obtain public support for the service and funding package and advance enabling legislation and required approvals.	Demonstrate sufficient annual yield, collection timing, transition funding, liability allocation, and opening cash.

Funding sufficiency and cost savings are different findings. A funded organization may cost more than the Current System, and a lower-cost organization may remain underfunded. New borrowing finances capital but introduces debt service; one-time grants or asset sales do not close a continuing operating shortfall. The selected fire benchmark credits no grants, dependable GEMT expansion, or unapproved new receipts. Dispatch E911 support is accounted for within dispatch. Joint fire and dispatch implementation requires reconciliation of embedded charges, replacement provision, transition costs, and shared credits before the two programs can be combined.

40.14.4 Liabilities, Equity, Reserves, and Opening Cash

Reno and Sparks' preference to transfer fire-related retirement obligations, bond indebtedness, maintenance resources, and related items materially affects feasibility and member equity. Chapters 27 and 30 distinguish the negotiated transaction from the assumptions used to compare governance options. The selected Chapter 30 base retains existing bonded obligations with their legal obligors, treats scheduled payments as included in source expenditure, and assumes no accelerated bond or PERS payoff at transfer. It separately prices past-service OPEB funding and personnel-settlement allowances. The parties may consider retention, asset-linked transfer, broader transfer, or phased arrangements where lawful, but mandatory succession, third-party rights, fund restrictions, and executed contracts govern the final allocation. Legislation and transfer agreements must identify both the obligations and the associated resources.

Each obligation and resource should have a source, financial period, fire-service scope, legal owner or obligor, annual payer, payment schedule, restrictions, and consistent treatment in predecessor and successor budgets. Chapter 30's projected fire-share OPEB comparison totals $49.794 million at the June 2026 comparison date and uses approximately $4.663 million in annual added cash under its 15-year funding assumption. That projected comparison differs from dated audited balances. TMFPD's June

2025 valuation reports $20.249 million in total OPEB liability, $18.716 million in plan assets, and $1.533 million net liability. Historical and updated measures must not be summed, and assets already reflected in a net measure must not be deducted again. Current-service pension contributions, past-service funding, bond payments, personnel settlements, insurance expense, and claims reserves should remain separately identifiable. Restricted trust assets and property values do not provide unrestricted operating cash.

Chapter 30 retains lifecycle replacement screens as planning information outside any automatic additional appropriation. Its station convention uses 32 planning sites at $17 million each and a 50-year life, producing a $10.880 million annual gross screen before inflation. The priced heavy and specialty apparatus screen adds $8.423 million, producing $19.303 million in gross annual lifecycle planning requirements. These screens must be reconciled by asset and year with capital already in source budgets, funded reserves, candidate projects, and the separate owner station inventory before any further funding is requested. They are not additional gaps to add to Table 40-1 or statutory operating reserves. Dispatch technology retains its own replacement assumptions based on the communications asset schedule, condition, and vendor support.

Chapter 30 distinguishes statutory fund-balance rules, collective-bargaining protections, district reserve authority, emergency funds, and operating liquidity. They do not establish one universal reserve percentage for every participating government or successor. The 4 percent general-fund reporting threshold and the 16.67 percent collective-bargaining protection discussed there must not be presented as interchangeable minimum reserve requirements. The applicable legal fund, denominator, restrictions, and adopted instruments control.

Chapter 30 includes $37.389 million of GID opening cash and $37.506 million of Authority opening cash, each based on two months of its modeled first-year recurring requirement. Regional Alignment creates no separate entity opening-cash requirement. The consolidated amounts are already included once in the five-year cash comparison and must not be added again. They are liquidity targets rather than annual expense or debt settlement. Before transfer, the parties should replace the planning convention with a monthly receipts-and-payments schedule addressing payroll, vendors, project deposits, revenue collection, eligible transferred balances, restricted funds, and replenishment. Approved opening cash must be available when the successor assumes its obligations, while the continuing governments retain sufficient resources for their own services.

40.15 Legislative Considerations and Implementation Path

Legislative planning should proceed alongside Regional Alignment, service-option development, and public engagement. Existing authority supports the recommended near-term operating framework unless counsel identifies a specific barrier. That operational framework does not itself provide the new regional revenue needed to address the financial outlook. If residents support funding current or increased service through a legislated regional solution, the participating governments should develop and advance the Authority proposal while continuing practical operating improvements. A finding that Alignment has failed is not a prerequisite. The proposed enabling act should provide the governance, funding, succession, employment, EMS, asset, liability, and transition powers needed for the publicly supported service package, with implementation linked to funding and readiness.

Before a bill is requested, the region must settle the material policy choices and complete the supporting legal and financial record. At minimum, the legislative instructions should identify the proposed entity and territory; representation and voting; powers and retained responsibilities; revenues and taxpayer effects; assets, debt, reserves, and legacy obligations; employment and collective

bargaining; PERS; EMS and dispatch relationships; service standards; transparency; transition authority; effective dates; withdrawal or dissolution; and responsibility for unresolved claims and contracts.

The immediate legislative work is to identify available request and sponsorship routes, document participating-government positions, engage affected labor and service partners, and establish a dated preparation schedule consistent with Chapter 31. Any 2027 opportunity depends on the applicable route, calendar, and readiness of the supported proposal. Full legislated consolidation should be planned as a process of at least three years, with operational improvements continuing throughout. Chapter 39's 24–42-month allowance following selection of the Authority is an indicative formation and transfer-preparation reference; preliminary work already completed should be recognized rather than automatically added again. Enactment does not establish operational readiness. The legislation and implementation agreements should preserve clear responsibility at each effective date and connect transfers to approved funding, workforce arrangements, administrative systems, and continuity tests.

Insurance policy should remain analytically distinct from the fire-governance measure unless policymakers affirmatively decide otherwise. Improved protection and verified mitigation may inform underwriting, but neither regional governance nor a mitigation designation guarantees issuance, renewal, or premium reduction.

40.16 EMS Integration Findings

Fire first response and ambulance transport operate as an interdependent regional EMS system even though governance, dispatch, clinical oversight, documentation, and employment remain divided. EMS dominates recurring fire-agency workload, and ambulance transport and hospital-cycle commitments can materially affect fire-based medic availability and the suppression system that depends on those personnel and units. EMS performance should therefore be measured as a complete patient and resource pathway rather than as isolated agency intervals.

Dispatch coordination is a high-priority EMS operating issue identified in the record. Medical incidents can pass among governmental public-safety answering points, fire dispatch, emergency medical dispatch, and REMSA ambulance dispatch, producing repeated questions, handoffs, and divided accountability. Regional CAD is the necessary technology foundation, but it does not determine who answers the call, conducts medical interrogation, dispatches transport, approves upgrades or cancellations, or is responsible for clinical quality review.

A common EMS operating framework should address patient-care handoff and cancellation criteria, ePCR interoperability, medical-direction coordination, joint quality assurance and improvement, and efficient transport-unit deployment. These functions can be improved while the fire departments retain separate governance. A standing clinical and operational forum should assign responsibility for protocols, information exchange, handoff, cancellation, and quality review across the participating systems. Its work should connect fire-unit availability and patient continuity to the dispatch design, medical oversight, and responsibilities of each responding or transporting organization.

The 2026 REMSA franchise agreement provides the current contractual framework described in Chapter 32, including participation in regional CAD governance. REMSA's EMS service is assumed to continue. TMFPD's REMSA EMS agreement and dispatch agreement are separate: continuation or expansion of EMS does not decide who performs dispatch, and a dispatch transfer does not terminate EMS funding. The financial comparison includes no speculative net benefit from EMS expansion. Any expansion requires its own service, clinical, workforce, billing, collection, and authority assumptions, with only documented shared dispatch costs reconciled into the communications budget. The 2031 franchise language-review cycle is a future decision point, while earlier work should focus on dispatch, handoff, data, clinical governance, and joint performance measurement.

The EMS analysis measures operating and resource-availability intervals and identifies priorities for clinical and operational coordination. In the SFD fiscal-year 2025 file, the 90th percentile is 9.3 minutes from dispatch to arrival, 72.1 minutes from arrival to last clear, and 78.4 minutes from dispatch to last clear; on 1,889 SFD-response/REMSA-transport matched records, arrival to last clear is 67.1 minutes at the 90th percentile. Matched fire/ambulance arrival gaps and dispatch or release-time sensitivities help identify where coordination may improve fire-company availability. These are response and unit-commitment measures. Patient-contact, treatment, transport, hospital handoff, and outcome measures should be maintained through the clinical quality process using linked CAD, ePCR, transport, and receiving-facility records with common identifiers and defined clocks.

40.17 Dispatch and Emergency Communications Findings

40.17.1 Operating Alternatives and the Recommended Program

The principal communications problem is fragmented authority, workflow, and policy despite substantial regional investment in CAD, P25 radio, E911-supported systems, station alerting, GIS, and recording. The priority is one regional operating system with binding common rules, reliable information on unit availability and capability, consistent response clocks, quality assurance, change control, cybersecurity, and tested failover. Physical centralization and fire-department consolidation are separate decisions.

Chapter 35 costs all three Chapter 34 alternatives: enhanced shared or virtual dispatch, a governmental lead agency, and a centralized center. Chapters 36–38 define a separate recommended program: an interim shared/virtual phase followed by implementation of the permanent regional Fire/EMS communications center when the required governance, funding, workforce, facility, REMSA, technology, and continuity conditions are sufficiently developed and approved. The recommended program is a separate financial case and should not be presented as identical to any single Chapter 34 costed alternative.

Table 40-3. Dispatch options FY2027–FY2031 ($ millions)

Option	Five-year net public funding	Five-year addition above current	Five-year capital and transition	FY2031 recurring addition
Current comparator	85.275	-	-	-
Alternative 1 Shared/virtual	93.908	8.633	3.293	1.287
Alternative 2 Governmental lead	126.825	41.550	12.792	11.267
Alternative 3 Centralized center	132.233	46.958	25.536	12.574
Recommended Regional-center program	126.722	41.447	20.351	12.001

The comparison retains the modeled public communications obligations at Reno and Sparks, TMFPD's purchased dispatch fee, and common CAD/RMS costs. It is not the complete operating budget of every regional PSAP or of REMSA. The $85.275 million five-year current comparator includes $4.295 million of

existing CAD/E911 support credited consistently across options. That support is continuing funding, not a new consolidation saving. Additional funding is measured above assumed continuing agency support; it does not establish available member budget capacity or executed assessments.

Alternative 1 is the first investment benchmark and the interim operating phase while the permanent regional Fire/EMS communications center is developed. Its $8.633 million five-year addition must itself be funded and tied to service outcomes. Beyond Alternative 1, the governmental lead alternative requires another $32.917 million, the centralized alternative another $38.325 million, and the recommended program another $32.814 million over five years. Those increments must purchase measurable benefits beyond the common policy, technology integration, training, and failover already included in shared operations.

40.17.2 Staffing, Facilities, and the Recommended Regional-Center budget

The public planning complement for full unified operation is 49 FTE: 32 dispatchers, six shift supervisors, two administrative supervisors, two directors, two QA/training positions, three CAD/GIS/IT-cybersecurity positions, and two performance/finance and administrative-support positions. This reconciles the 38-position core concept with two relief supervisors and nine management/support positions. An optional third IT director is excluded. The total is a cost allowance, not an adopted staffing plan or a finding of standards compliance.

At 1,750 productive hours per employee, one continuously staffed supervisory position requires approximately 5.01 FTE. That explains the supervisor-relief allowance but does not validate the complete roster. Concurrent functions, hourly demand, call duration, radio activity, breaks, leave, vacancies, training, surge, and backup-site coverage must determine the adopted schedule. Phase 1 provides 2.25 FTE-equivalent incremental shared support at full operation while existing employers retain personnel. No immediate workforce reduction is assumed.

The recommended facility concept is one regional Fire/EMS communications operation from a normally staffed primary site supported by a separate disaster-recovery site that is not normally staffed. No site is selected. The planning configuration provides 12 consoles at the primary center and seven consoles at the disaster-recovery site. The disaster-recovery site must sustain the required temporary continuity functions during loss of the primary center, with tested power, telecommunications, CAD, radio, and recovery arrangements. Common single points of failure can defeat a two-location design. Existing assets and Phase 1 work receive reuse credit only where their functions and condition support it.

Table 40-4. Recommended regional-center program budget ($ millions)

Budget line	FY2027	FY2028	FY2029	FY2030	FY2031
Salaries and overtime	0.125	0.263	0.276	2.868	5.718
Employee benefits	0.069	0.151	0.166	1.713	3.567
Services and supplies	0.258	0.534	0.552	1.018	1.515
Regional/shared operation	**0.452**	**0.947**	**0.994**	**5.598**	**10.801**
Technology capital	0.805	0.357	2.378	3.692	0.000
Facility capital	0.630	0.279	2.078	3.226	0.000
One-time transition	0.723	1.593	2.831	1.758	0.000

Budget line	FY2027	FY2028	FY2029	FY2030	FY2031
Regional cash expenditure	**2.610**	**3.177**	**8.281**	**14.275**	**10.801**
Replacement contribution	0.083	0.172	0.178	0.672	1.201
Required additional support	**2.692**	**3.348**	**8.459**	**14.947**	**12.001**

The recommended program's five-year public cash expenditure is $128.713 million. Adding $2.304 million of replacement contributions and subtracting $4.295 million of existing CAD/E911 support gives $126.722 million of net public funding, or $41.447 million above the current comparator. The $20.351 million capital/transition component is already included in those totals. FY2030 is the peak additional-funding year at $14.947 million; FY2031 is the first full operating year, requiring $12.001 million of continuing additional support including replacement provision. These figures are planning requirements, not quotations or approved payments.

The illustrative assessment formula assigns 20 percent by equal shares, 50 percent by incidents, and 30 percent by resources, yielding approximately 58.07 percent Reno, 21.14 percent Sparks, and 20.79 percent TMFPD. Applied to the recommended additional program, the five-year amounts are $24.070 million, $8.760 million, and $8.618 million respectively, independently rounded. They sit above continuing local and CAD obligations. Representation and voting need not follow the assessment shares. Every participating agency must establish annual recurring and one-time contribution capacity before adopting the program.

40.17.3 Current Cost Per Call and Protection of Remaining Police/911 Service

Dispatch cost comparisons must match the service being purchased and the workload being measured. Telephone contacts, incidents, unit dispatches, radio activity, transfers, and administrative work represent different demands. Whole-center costs should be compared with the corresponding whole-center workload and fiscal period; purchased-service fees should be compared with the contracted scope. Chapter 35 therefore uses the current public cost components and modeled alternatives to evaluate regional investment, while retaining the TMFPD purchaser indicator for its defined purpose. Table 40-5 identifies how each component should be used without treating unlike measures as a ranking of dispatch-center efficiency.

Table 40-5. Current dispatch unit-cost findings

Center or purchaser	Cost basis used	Application to financial decisions
Reno	Municipal communications expenditure.	Evaluate the whole-center service scope and preserve funded Police/911 functions after any Fire transfer.
Sparks	Staffing-based communications cost proxy.	Match the adopted post and relief schedule to workload and retained municipal responsibilities.
REMSA	Contracted service scope and regional participation alternatives.	Distinguish TMFPD's purchased dispatch fee from REMSA's whole-center costs and its separate EMS agreement.

Center or purchaser	Cost basis used	Application to financial decisions
Washoe County PSAP	Shared CAD participation and any separately agreed service scope.	Keep CAD contributions distinct from the cost of operating a full PSAP or providing contracted functions.
TMFPD purchased dispatch	$67.88 per district-originated reference incident.	$777,652 proposed FY2027 dispatch fee divided by 11,457 CY2025 incidents; mixed-period purchaser indicator, excluding the separate EMS agreement.

Removing Fire workload from Reno or Sparks does not release a proportional share of a combined communications budget. Police/911 minimum coverage, supervision, leave relief, training, facilities, technology, and surge capacity remain. The selected model retains 100 percent of the municipal recurring cost floors and credits no unverified payroll release. A funding transfer requires an identifiable expenditure that ends, its effective date, replacement or backfill costs, and proof that the remaining center can operate within its retained funding. Redeployed capacity can improve service without creating transferable cash.

40.17.4 REMSA, County Administration, and Equipment Renewal

REMSA's EMS role should be evaluated separately from governance of the regional Fire/EMS communications center. Emergency 911 EMD and Fire/EMS dispatch should occur at the regional center, while REMSA retains its separate non-911 communications functions. Implementation must clearly define ambulance-dispatch responsibilities, REMSA personnel assignments, supervision, clinical direction, QA, medical data, escalation/cancellation, interfaces, and outage fallback.

The planning budget conservatively retains TMFPD's existing dispatch fee alongside the new public staffing build. It may be removed only when the agreement and its work end or are replaced, with exit and overlap costs included. The separate EMS agreement continues. Chapter 36's recurring REMSA comparison thresholds - $7.931 million for independent delivery and $3.570 million for integrated participation in FY2027 dollars - are matched-scope public-program benchmarks, not quotes or universal affordability ceilings. They exclude startup and replacement funding; the integrated test assumes a 50 percent public payroll share. Actual work allocation and participating agency funding capacity must be established before applying them to the recommended regional-center program.

County treasury, purchasing, and comptroller services offer a conditional administrative-delivery alternative. The TMFPD cost-allocation precedent equates to approximately $120,175 in FY2027 dollars. Against $135,625 of potentially replaced salary and benefit cost, the indicated annual difference is approximately $15,450 before a $50,000 handoff allowance. This is a planning comparison, not a county quote or verified position release. The dispatch entity would pay for County services; it would not generate revenue by billing the County cost-allocation plan. The selected budget retains both directors and dedicated support, and any substitution must avoid duplicating a saving in the fire model.

Dispatch renewal assumptions are 10 years for consoles, CAD interfaces, and station alerting and seven years for recording and network/security equipment. They support testing of replacement-funding assumptions, not a conclusion about installed assets' remaining life. The recommended program's technology-life sensitivity changes five-year additional funding to $41.107–$42.041 million around the $41.447 million planning case while leaving current modeled cash spending unchanged. Condition, vendor support, functionality, and tested resilience must govern an actual replacement schedule.

The funding decision must distinguish recurring affordability from startup cash. One-time assistance or borrowing cannot by itself close the mature operating requirement. If the permanent regional-center program cannot yet be funded or other implementation prerequisites are not satisfied, the participating agencies should continue the funded interim shared/virtual operation while revising the regional-center scope, schedule, phasing, governance, facility strategy, or funding approach. Each adjustment must state the service consequence and the net supported cost change. Common policies, training acceptance tests, technology standards, and the decision points in Chapters 37–38 remain necessary throughout implementation.

40.18 Transition and Implementation Findings

The recommended transition proceeds through parallel operational, financial, public-engagement, and preparatory work. The NRS 277.110 Regional Alignment Plan is the near-term fire operating framework. Reno, Sparks, and TMFPD should implement practical service improvements while the participating governments and residents decide the level of protection they want and are willing to fund. Service packages should distinguish maintaining current capability, purchasing improvements, and operating within available revenue. If the public supports a funded regional approach, the agencies and County should move toward the legislated Authority solution. If sufficient funding is not supported or otherwise secured, each governing body must select the necessary service reductions. The Current System and GID remain comparative alternatives, while dispatch follows its own coordinated funding and implementation program.

During the initial 0–6 months, the participating governments should assign implementation leadership, designate a coordinator, identify available staff capacity and additional assistance, and establish a common work plan. Practical operating work includes Regional CAD stabilization, unit availability and capability information, common measurement, dispatch and automatic-aid policy, operating standards, training, specialty coordination, fleet readiness, and capital coordination. At the same time, finance and communications leads should explain the financial outlook, begin public engagement, develop service and cost choices, and identify legislative opportunities. Preparing the Alignment agreement and reconciling near-term capital and administrative commitments should proceed concurrently with those activities.

During months 6–18, the initial Alignment agreement and funded work plan should become operational, supported by common procedures, exercises, training, automatic aid, and dispatch practices. Public feedback should inform refined service packages, annual costs, taxpayer illustrations, and the proposal considered by the governing bodies. Preliminary workforce, asset, administrative, and funding schedules should be developed for a supported regional option. The months 12–18 review should assess Alignment's operating results and expenditure and correct implementation problems. It should inform the service discussion without delaying consideration of the funding problem or requiring Alignment to fail before legislative preparation can proceed.

If public support warrants a legislated Authority, the remaining schedule should follow the legislative opportunity, applicable public approvals, revenue commencement, and organizational readiness. Full consolidation should be planned over at least three years, with the detailed calendar recognizing work completed in parallel and the indicative 24–42-month formation and transfer allowance in Chapter 39. Formation, workforce negotiations, asset and liability agreements, financial systems, and continuity preparation should proceed concurrently where funded capacity permits. If sufficient additional funding is unavailable, service-adjustment planning must also be ready: each jurisdiction should approve the expenditure reductions and effective dates, prepare employees and partners, revise response

arrangements, and publicly explain the resulting service level. Regional coordination should continue under either outcome.

A full transfer should occur only after the selected organization has functioning command, payroll, human resources, labor relations, benefits, PERS, finance, procurement, technology, records, insurance, facilities, communications, and continuity systems.

The dispatch schedule in Chapter 38 is a conditional planning sequence, not a commitment to advance automatically. Phase 1's FY2027 addition is $2.692 million. Alternative 1 alone requires $2.254 million in FY2028, while the recommended program requires $3.348 million because it includes $1.094 million of organizational preparation. Authorizing initial integration does not authorize that preparation, later facilities, workforce transfer, or unified operational transfer. Each decision must reconcile its own additional scope and cost with the fire program and with spending already approved.

Each transfer of authority, employees, assets, liabilities, EMS functions, dispatch responsibility, or capital requires a public decision and the corresponding legal and financial authority. Emergency routing, CAD, radio, station alerting, staffing, payroll, benefits, PERS, insurance, cybersecurity, finance, and continuity arrangements should be tested before the receiving organization assumes responsibility. Existing arrangements should remain available until their replacements function reliably. If a critical condition is not ready, the affected transfer should be postponed or supported by an approved and tested temporary arrangement, with the cost and revised schedule reported publicly. Calendar targets should support preparation rather than substitute for demonstrated readiness.

Implementation requires governance and management capacity proportionate to the approved work. Existing agency assignments should be used where practical, with dedicated coordinator time and separately funded consultant assistance or backfill where necessary. Stakeholder engagement must include employees, labor organizations, governing bodies, dispatch and EMS partners, taxpayers, residents, businesses, and other public-safety partners. Quarterly reporting should cover progress, expenditure, service reliability, equity, workforce stability, capital condition, taxpayer effects, and the capacity remaining in areas providing resources. The first 90–180 days after a material transfer or service adjustment require close operational and financial monitoring. Following the first full operating year of a successor, an audit and integrated performance review should compare actual delivery with the service and funding commitments presented to the community and identify corrective action.

40.19 Consolidated Findings and Decisions

The findings support Regional Alignment as the recommended near-term operating framework and immediate action on common response rules, unit availability and capability information, performance measurement, coordinated training, complex-incident response planning, fleet readiness, protection of areas providing resources, and priority capital investment. These activities should proceed alongside public decisions about the level of fire protection residents want and are willing to pay for. Alignment's performance should guide improvement and inform the regional proposal, while sustainable funding and legislative preparation advance in parallel. The region should not defer its financial choices until completion of a sequence of operating trials.

Baseline and Regional Alignment have identical and lowest modeled costs, and each requires $285.910 million of additional five-year support for the selected service and capital plan. The projected shortfall is not eliminated by removing proposed enhancements. The GID and Authority require $437.181 million and $445.124 million, respectively, including their one-time opening liquidity. Consolidation therefore increases the modeled funding requirement. The legislated Authority provides the identified pathway among the evaluated models to new regional funding powers under the stated constraints on additional local appropriations. Chapter 30's sales-tax scenarios illustrate potential yield, not an adopted levy or a

fully funded program. The proposed service package must be connected to sufficient annual receipts, transition cash, owner capital responsibilities, and protection of continuing government services.

For dispatch, the recommended program implements the permanent regional-center end state, with $41.447 million of additional five-year funding and $12.001 million of additional FY2031 recurring support, including replacement provision. The three Chapter 34 alternatives remain useful financial comparisons, while the recommended regional-center program is the selected planning case. REMSA's EMS continuation is assumed; implementation must define ambulance-dispatch responsibilities, REMSA personnel assignments, supervision, clinical interfaces, and the non-911 communications functions retained by REMSA. Municipal Police/911 funding cannot be reduced by an allocated Fire workload share unless the corresponding expenditure can actually be released without degrading the remaining service.

The operational evidence supports preservation of response capacity and does not identify staffed-company closure, one-company consolidation of close station pairs, or a general apparatus reduction as service-preserving savings. Conditional retirement of genuinely surplus or eligible end-of-life assets requires demonstrated reserve sufficiency and a reconciled financial effect. Future stations receive operational credit after staffed commissioning, and the R1 replacement does not add a company. If residents do not support sufficient funding and no other sustainable source is secured, governing bodies must select an affordable service configuration and explain the reductions in protection that follow. Any reduction should be evaluated for response coverage, staffing, simultaneous-incident capacity, wildfire and specialty capability, and effects on neighboring jurisdictions.

The operational analysis provides a basis for implementation planning and continuing public accountability. The Study evaluates unit use, apparatus availability, personnel and equipment assembly for complex incidents, EMS response intervals, and resource reliability through observed results and defined planning sensitivities. Implementation reporting should retain the distinction between modeled benefits and results achieved after a change. Common unit-status and qualification reporting, significant-incident review, EMS quality processes, and geographic performance measures should show whether the funded operating package delivers its intended outcomes. Reviews should address both the responding area and the area providing assistance, so regional improvement does not conceal a loss of protection elsewhere.

The participating governing bodies should present comparable current-service, enhanced-service, and available-revenue choices, with annual cost, taxpayer effects, and service consequences. If residents support funding current or increased protection, Reno, Sparks, and TMFPD, together with Washoe County, should move toward the legislated Regional Fire Authority and develop its service commitments, funding settlement, representation, workforce arrangements, and enabling framework. Full implementation should be planned over at least three years while Alignment continues. If sufficient funding is not supported or otherwise secured, each jurisdiction must explicitly decide which services to reduce and coordinate the resulting operating changes. In either case, the governing bodies remain responsible for adopting funded budgets and protecting continuity during implementation.

The final direction is to connect the service residents choose with the resources necessary to deliver it. Regional Alignment should provide immediate operational improvement while the region develops and pursues the longer-term solution supported by the public. A legislated Authority should proceed to transfer only after required approvals, sustainable funding, workforce agreements, administrative systems, and continuity arrangements are in place. The regional Fire/EMS communications center should advance through its separate implementation program, coordinated with these decisions. Where funding requires service reductions, those choices should be deliberate and public rather than emerge

through unplanned vacancies, deferred replacement, or declining reliability. Public reporting should measure delivery against the adopted service and funding commitments.

Chapter 41: Summary of Potential Benefits of Consolidation

41.1 Overall Assessment of Potential Benefits

Regional integration offers Washoe County a practical opportunity to improve the reliability, consistency, and accountability of fire and EMS service. The strongest benefits arise from common operating rules, better information about available resources, coordinated training and the assembly of personnel and equipment for complex incidents, and investment decisions that consider the whole service network. Many of these benefits can be achieved through the NRS 277.110 Washoe Regional Alignment Plan while Reno, Sparks, and Truckee Meadows Fire Protection District remain separate organizations. A consolidated department could extend those benefits through unified command, employment, budgeting, and capital ownership. A legislated Regional Fire Authority could also provide the new regional funding powers needed to support the service package residents choose, subject to public support, enabling legislation, and required approvals. Operational improvement and development of that funding and governance pathway should proceed in parallel.

The distinction matters financially. A benefit available through a shared agreement cannot be credited exclusively to full consolidation. The relevant comparison is between a well-run and funded alignment program and the additional service that a consolidated organization could deliver. Chapters 24–30 establish the governance and financial framework for that comparison; Chapters 33–38 separately evaluate dispatch. Chapter 40 brings together the supporting findings.

The benefits described here are opportunities with identifiable operating mechanisms. Their realization depends on funded implementation, enforceable responsibilities, workforce participation, and public measurement of results. Residents should be shown what current protection costs to sustain, what additional investment would purchase, and what services would be reduced if sufficient funding is not supported or otherwise secured. If the public is willing to fund current or increased protection, the agencies and Washoe County should move toward the legislated solution while implementing Regional Alignment. That direction connects regional coordination to a sustainable service commitment without treating organizational change as a guarantee of faster response or lower expenditure.

41.2 More Reliable Response Across Jurisdictional Boundaries

Common deployment rules can reduce avoidable delay where an appropriate neighboring resource can reach an incident sooner than the resource selected under separate jurisdictional arrangements. The regional analysis identifies 4,725 routed events with a modeled fixed-station advantage of at least 60 seconds. That finding establishes a meaningful, geographically concentrated opportunity for operating improvement. It does not establish the availability of a particular apparatus when a historical call occurred or predict an equal saving for every future incident.

The full fixed-station reference indicates that the improvement is concentrated in the delayed tail rather than distributed equally across all events. On the report-controlled 96,386-event population, the source-reported modeled 90th-percentile reductions are 21 seconds in Reno territory, 5 seconds in Sparks territory, and 35 seconds in TMFPD territory.

The central governance projection applies a narrower operational screen. Within the 934-event priority cohort, 242 opportunities were historically captured and 692 remained uncaptured. Applying the 75 percent realization assumption produces 519 additional expected shifts, 761 total expected captures, approximately 15.495 modeled first-unit travel-benefit hours, and an average modeled advantage of approximately 107.48 seconds among shifted events. This result applies equally to NRS 277 Alignment, the GID, and the Regional Authority when their operating packages are held constant.

The benefit comes from combining reliable unit status and capability information with common response rules. Dispatchers need to know which unit is available, whether it is appropriate for the incident, and what coverage remains after it is assigned. Common automatic-aid and move-up procedures can then make cross-boundary response more consistent and reduce the need to negotiate individual assignments during an emergency. The initial operating interfaces identified in the deployment chapters provide a reasonable place to begin phased implementation.

Regional alignment can deliver this benefit through binding operating agreements and shared dispatch practices. A consolidated organization could further centralize command and deployment authority, particularly where separate approval or budget priorities impede regional decisions. Neither arrangement removes road, geography, turnout, concurrent-demand, or specialty constraints. Success should be measured through observed processing, turnout, travel, and total-response performance, including the 90th percentile, together with the coverage left in the area from which a responding unit is reassigned.

41.3 Stronger Regional Depth and Response Capability

A regional operating framework can improve how the existing companies assemble for significant incidents and how the system protects capacity for the next call. Common resource typing, qualification records, alarm design, and command expectations would make the contribution of each agency more predictable. A shared view of available personnel and apparatus would also make cross-staffing and specialty restrictions visible before resources are committed.

These changes address the report's finding of recurring localized loss of response depth. They can improve the use of available capacity without assuming the region has excess staffed companies. A second apparatus at a station does not add an independent company when it relies on the same crew. Likewise, a mutual-aid company that substitutes for a company already counted in an alarm assignment does not increase the total personnel force.

The availability analysis quantifies the exposure that regional deployment is intended to manage. Reno records its home engine as occupied at the start of 6,213 of 55,172 availability-detail incidents, or 11.3 percent. Its first two proxy response layers are occupied in 1,150 incidents, or 2.1 percent, and its first three in 353 incidents, or 0.64 percent. TMFPD records first-due occupation in 983 of 11,386 route-assigned incidents, or 8.6 percent; the first two layers are occupied in 186 incidents, or 1.6 percent, and the first three in 44 incidents, or 0.39 percent.

Occupied conditions are associated with material upper-tail penalties. Reno EMS 90th-percentile total response increases by 1 minute 51 seconds when the home engine is recorded as busy. Reno fire and other 90th-percentile total response increases by 2 minutes 33 seconds when the first response layer is occupied. TMFPD 2025 90th-percentile travel increases by 2 minutes 59 seconds under the corresponding occupied condition. These values demonstrate the importance of nearby replacement depth, but they are not subtracted from every projected cross-boundary shift because a receiving unit can also create donor-area exposure.

Planned personnel do not change solely because governance changes. Reno's documented standard first alarm contains 33 known personnel, its high-risk first alarm 41, and its cumulative second alarm 46. Sparks' documented first alarm contains 16 and its cumulative second alarm 22. TMFPD's documented first-alarm assignment contains 16 to 17 personnel, including its medic contribution; cumulative alarm planning must retain the assignment composition and additive-resource rules in Chapter 14. The recorded 620-second unit-depth screen identifies a Reno median of three and 90th percentile of eight units and a TMFPD median of one and 90th percentile of two units. That screen measures unit depth within a specified interval rather than complete task-capable force assembly. The historical personnel-

equivalent analysis adds a more direct assembly measure: Reno's 21-person-equivalent result is 12 minutes 55 seconds at the 90th percentile. Across TMFPD's complete 2022–2025 years, 77 of 520 incidents reached the 16-person-equivalent threshold, with a median of 25 minutes 27 seconds and a 90th percentile of 48 minutes 15 seconds from Time Sent To Queue. These agency-specific thresholds, clocks, and qualifying populations should remain distinct.

These results support improved resource selection, visibility, alarm design, and protection of the area providing assistance. Reinforcing-unit travel was the largest measured component in approximately 91 percent of the analyzed Reno assemblies and 86 percent of the qualifying TMFPD assemblies. This finding connects regional depth to the location and availability of reinforcing companies as well as to dispatch and turnout. The principal benefit is a more dependable assembly of the personnel and equipment needed for complex incidents, supported by continued coverage and coordinated restoration of resources. Implementation reporting should measure staffed-unit status, qualifications, arrival order, task-capable assembly, move-up activity, and apparatus outages. A consolidated employer could make staffing assignments and regional training obligations more uniform, but company staffing remains a separate service, labor, and funding decision. Personnel-equivalent thresholds and planned alarm headcounts should be interpreted with apparatus mix, qualifications, simultaneous presence, and task assignments. Actual performance after implementation should establish whether the funded package improves assembly and preserves coverage.

41.4 A More Coherent Dispatch and EMS Pathway

Dispatch integration can improve the caller's experience and the continuity of the response by reducing repeated questioning, unnecessary incident transfers, inconsistent cancellation decisions, and divided responsibility for quality review. Common timestamps and incident records would allow the region to see delay across the complete pathway instead of only within each center's portion of the call.

Chapter 34's enhanced shared-services alternative can establish many of these improvements while existing centers remain in operation. The enhanced shared/virtual model serves as the interim operating phase while the permanent regional Fire/EMS communications center is developed. The recommended program in Chapters 36–38 establishes one regional Fire/EMS communications operation using boundaryless dispatch, operated from a normally staffed primary site with a separate disaster-recovery site. The center may be operated by a governmental host agency or a separate regional organization. Its principal benefit is one accountable operating system with tested continuity during loss of the primary site.

REMSA's continuing EMS role is compatible with the recommended regional dispatch model. TMFPD's EMS and dispatch agreements are separate, so continuation or expansion of REMSA's EMS work does not determine governance of the regional Fire/EMS communications center. Emergency 911 EMD and Fire/EMS dispatch should occur at the regional center, while REMSA retains its separate non-911 communications functions. Implementation must clearly define ambulance-dispatch responsibilities, REMSA personnel assignments, supervision, clinical oversight, data access, escalation/cancellation, and outage fallback.

The Reno all-EMS boundary sensitivity identifies 1,970 events with at least 60 modeled seconds of cross-agency fixed-station advantage. Four priority corridors contain 516 uncaptured events. Applying the same 75 percent assumption produces 387 expected first-unit shifts and approximately 11.064 gross modeled travel-benefit hours. This is a Reno-recipient all-EMS sensitivity and uses a different population from the 934-event recorded-priority cohort. The two results should not be added together.

Across 44,665 fire-first incidents from FY2020 through FY2024, REMSA arrived within three minutes of the fire unit in 65.8 percent, within five minutes in 82.1 percent, and more than ten minutes after the

fire unit in 5.3 percent, representing approximately 2,362 incidents. These arrival intervals identify where fire ALS bridging, handoff, and fire-unit commitment may be most consequential. They measure the relationship between responding units. Patient-contact time, treatment, transport decisions, fire-unit release, and clinical outcomes should be evaluated through the related EMS quality processes using their own defined measures. Shared review can then connect response coordination to patient continuity and restoration of fire-company availability.

The central NRS 277, GID, and Regional Authority cases therefore assume common dispatch, data, and response practices while retaining REMSA's transport role. No separate clinical or transport benefit is assigned to the GID or Authority, and no franchise replacement or public ambulance expansion is embedded in the fire-governance comparison. Fewer organizational handoffs can support faster and more consistent service, but the report does not monetize patient outcomes or establish a specific mortality benefit. The appropriate tests are observed call-processing performance, transfer frequency and duration, clinical quality review, correct resource assignment, and continuity during outages. Dispatch integration must also preserve the municipal Police/911 services that remain outside the new arrangement.

41.5 Common Operating Standards and Workforce Development

Regional minimum policies and common training can make interagency operations more predictable. The agencies already have a foundation of cooperation, regional guidelines, shared training, and specialty partnerships. Formal alignment would turn that foundation into defined responsibilities for policy adoption, qualification maintenance, exercises, and correction of performance problems.

A common qualification record can reduce uncertainty about which crews can perform particular tasks. Coordinated recruit, driver operator, officer, command and specialty training can improve access to instruction and allow the region to plan training absences without unintentionally weakening coverage. Shared exercises can test command, accountability, communications, and resource assembly under realistic conditions. These are service benefits even when they do not reduce payroll.

A consolidated employer could also provide consistent classification structures, career pathways, and workforce planning across the region. That opportunity depends on negotiated treatment of compensation, seniority, benefits, pensions, and existing agreements. Uniformity can increase costs as well as reduce administrative variation. Chapter 30 holds frontline deployment consistent in its principal governance comparison and separately identifies staffing sensitivities and employment-related cost assumptions. Those components should be distinguished from administration, predecessor expense, transition, and opening liquidity before an option's cost difference is described as an organizational efficiency. Workforce improvements should be priced as part of the service package presented to residents.

41.6 Coordinated Facilities, Fleet, and Procurement

Regional capital planning can direct investment toward the facilities and equipment that most affect service continuity, readiness, and future demand. It can also improve the timing of replacement projects, shared specifications, temporary operating arrangements, and maintenance capacity. A regional program would allow the agencies to assess how one project affects the rest of the network before committing to a site or major purchase.

Under the Regional Alignment Plan, coordinated capital planning would not transfer ownership or make one agency responsible for another agency's capital obligations unless the participating governing bodies separately agree to that arrangement.

The immediate station benefit is preservation and renewal of needed service capacity. The priority projects identified in Chapters 16 and 18 should advance through project programming and funding decisions regardless of the eventual governance model. R7 rehabilitation, the R1 replacement, T32 relocation/replacement, and renewal at other identified stations address different facility conditions and service functions. Chapter 30 distinguishes the $118.997 million gross station inventory, the $116.952 million inventory after known duplication, and the $111.391 million conditional scheduled cash scenario. These are separate planning measures, not amounts to add together or automatic new appropriations. Owner funding and overlap with candidate projects must be reconciled before expenditure is authorized. The operational evidence supports retaining every staffed company; if funding decisions require reductions, the resulting loss of service must be separately assessed and disclosed.

The regional fleet inventory creates opportunities for common condition assessment, maintenance standards, purchasing specifications, parts planning, and coordinated reserve availability. Equipment compatibility work, including the identified SCBA pressure differences, would improve practical interoperability. The two-hub maintenance concept warrants evaluation against service requirements, travel, downtime, and total cost.

Conditional retirement of verified surplus or eligible end-of-life apparatus could avoid a future purchase or reduce maintenance and replacement requirements. Such effects require a category-specific readiness assessment and a financial schedule that prevents double counting. The 27 designated heavy reserve units are a review population, not an established surplus. Full ownership consolidation is not necessary to begin this work, although it could simplify future regional allocation once equity and control are settled.

41.7 More Consistent Community Risk Reduction and Service Equity

Regional coordination can connect response findings to prevention, preplanning, development review, water and access improvements, and assistance to vulnerable residents. A common process would make it easier to identify a priority location, assign responsibility, confirm that protective work occurred, and evaluate whether the work changed risk or service access.

This benefit is particularly relevant where wildfire exposure, growth, limited access, or concentrated demand places pressure on the emergency response network. Shared planning can coordinate evacuation needs, critical-infrastructure dependencies, high-risk occupancies, and specialty resources across boundaries. It can also help ensure that prevention assistance reaches households that face practical barriers to completing protective work.

The equity findings support geographically and operationally targeted action. They do not establish a uniform demographic disparity or justify treating every screened location as deficient. Similarly, better protection may support a property owner’s insurance position, but the Study does not establish a premium reduction or guarantee coverage. The benefit is documented improvement in actual protection and access to risk-reduction services, with any insurance effect assessed separately.

41.8 Stronger Accountability and Fiscal Discipline

The Regional Alignment Plan can create an accountable forum for decisions that now span several departments. Defined authority, member commitments, common reporting, and a dispute process would make it clearer who must act when a regional problem persists. A consolidated government could centralize regional service standards, staffing, capital, and financing under one governing body and budget. A legislated Authority could connect those responsibilities to a regional funding package supported by residents. Its potential value therefore includes sustained financing and accountability for

the chosen service, while Alignment delivers immediate operating improvements. Legislative and financial preparation need not wait for Alignment to prove unable to resolve an operating problem.

That broader authority can improve the consistency of long-term investment and clarify responsibility for regional performance. It may also provide another mechanism to resolve competing local priorities. The advantage is conditional on representation, transparency, enforceable financial commitments, and fair treatment of participating-government obligations and, where applicable, predecessor obligations. Centralizing a decision does not necessarily make it equitable or financially sound.

The financial models provide a common basis for separating recurring operations, project cash, transition, continuing support, additional funding, and opening liquidity. Lifecycle replacement screens remain distinct from appropriated expenditure and should be reconciled with existing capital funding by asset and year. Applying that discipline can improve decisions under every governance model. Shared procurement or administrative services may produce efficiencies, but each credit must identify the expenditure that ends or the supported cost that is avoided. County treasury and administrative services provide one alternative to evaluate by scope and price; they do not create revenue for the participating agency. The resulting fiscal benefit is a clearer account of what residents are paying for and which organization must deliver it.

The selected models do not demonstrate that full fire consolidation or the permanent regional-center dispatch program pays for itself through verified reductions in current spending. The potential benefit is therefore better service and accountability for a transparent additional investment. A funding mechanism that makes an organization affordable is a separate benefit from a reduction in the regional cost of providing service.

Chapter 30 models Regional Alignment at exactly the same cost as the three-agency Baseline in each forecast year. Both require $285.910 million of additional support over FY2027–FY2031 for the selected service and capital plan. The GID requires $437.181 million and the legislated Authority $445.124 million. The consolidated amounts include their one-time opening-cash requirements of $37.389 million and $37.506 million, respectively; those amounts must not be added again. Optional Alignment startup of $2.000 million remains outside the neutral base and requires documented offsets or separate funding. These results support immediate coordination while recognizing the additional investment associated with a new regional government. They do not establish that present agency services are fully funded or that existing staff can absorb every implementation task without additional assistance.

The potential financial benefit of the legislated approach is access to an approved funding framework capable of sustaining the service residents choose. Chapter 30 illustrates a conditional dedicated sales tax; other authorized sources or a combination could be considered within the legislative design. The benefit depends on public support, required approvals, sufficient net yield, and a workable collection schedule. It is separate from reducing the cost of providing service: consolidation increases modeled costs, and changes in legal form do not automatically add personnel, reduce first-due occupancy, improve ERF assembly, or produce better clinical outcomes. Those results follow from the funded operating package. Public comparisons should identify the investment, service commitments, governance responsibilities, and taxpayer effects together.

41.9 How Benefits Should be Verified

Each funded initiative should have a defined baseline, responsible manager, implementation date, outcome measure, and review period. Measures should distinguish service improvement, expenditure reduction, avoided future cost, and risk reduction. Combining these effects into one unqualified savings figure would obscure the decision the participating governing bodies must make.

Table 41-1. Potential benefits and evidence of realization

Potential benefit	Available through alignment	Evidence of realization
More reliable response	Common dispatch and automatic-aid rules.	Observed interval improvement with coverage maintained in the area from which resources are reassigned..
Stronger regional depth	Shared status, qualifications, and alarm design.	Reliable assembly of needed personnel and equipment and reliable second-incident coverage.
A more coherent EMS pathway	Common routing, data, and clinical interfaces.	Fewer unnecessary transfers and documented quality improvement.
Workforce readiness	Joint training and qualification standards.	Exercise results and qualified capability available by shift.
Capital and fleet value	Common project priorities and readiness criteria.	Maintained availability and supported lifecycle cost changes.
Accountability	Binding responsibilities and public reporting.	Timely corrective action and sustained service results.
Administrative efficiency	Defined shared or contracted functions.	Equivalent work delivered at a verified lower net cost.

Implementation measurement should include the number of eligible cross-boundary opportunities, the number and percentage actually shifted, the processing, turnout, travel, and total-response intervals before and after implementation, the first-due occupied rate, successive-layer depletion, donor-area drawdown, move-up activity, and the time required to restore coverage. Significant-incident Multi agency response review should measure actual arrival order, qualifications, task-capable personnel assembly, and continued coverage at the selected percentile. EMS review should separately measure fire-unit arrival, patient contact, ambulance arrival, handoff, fire-unit release, and transport intervals.

Each initiative should identify the responsible body, activation date, eligible incident population, baseline period, donor-protection rule, expected result, and review period before implementation. Observed implementation data should replace the planning sensitivity after a representative operating period. Benefits achieved through Alignment should remain credited to that operating work when the region evaluates an Authority; they should not be counted again as an additional benefit created solely by a new legal entity. Where results fall short, the review should distinguish implementation, resource, authority, funding, and coordination issues and assign corrective action. This measurement should inform the parallel service and funding discussion while work on a publicly supported legislative proposal continues.

Regional Alignment should implement and measure achievable benefits now while the participating governments develop service choices, engage residents, and prepare sustainable funding and governance options. If residents support the funding needed to maintain current protection or purchase improvements, the agencies and Washoe County should move toward the legislated Regional Fire Authority solution. Full implementation should be planned over at least three years, with required approvals, workforce arrangements, funding, and continuity in place before transfer. If sufficient funding

is not supported or otherwise secured, each jurisdiction must decide which services to reduce and explain the effects on residents and neighboring agencies. The regional dispatch program should advance through its separate funded implementation process. The measure of success is delivery of the service the community chooses and funds, with clear responsibility for results.

Chapter 42: Summary of Potential Negative Impacts of Consolidation

42.1 Overall Assessment of Adverse Impacts

Full consolidation would change who governs, employs, owns, pays, and carries risk for fire and EMS service. Those changes can impose material costs and redistribute obligations even when the operating objective is sound. The principal adverse impacts are higher transition and recurring funding requirements, the allocation of legacy liabilities, disruption to the workforce and service systems, reduced local control, and costs that remain with a participating or continuing government after resources are transferred. These effects should be presented alongside the potential benefits so residents can assess the complete service and funding proposal. Establishing a regional organization does not eliminate the obligations of the receiving entity or the governments that retain services.

These impacts are not equally likely under every alternative. Shared operating agreements expose the members primarily to implementation, coordination, and continuing contribution risks. A new consolidated government adds employment, asset, revenue, liability, and institutional transition risks. Dispatch may follow a different organizational path, with its own effects on Police/911 and REMSA. The financial and legal conditions must therefore be evaluated for the specific arrangement being considered.

This chapter identifies the adverse effects that should influence the decision and the protections necessary to address them. Each risk should be assigned to the relevant operating, workforce, financial, or governance workstream in Chapter 39, with a responsible lead and a funded response where required. The detailed financial treatment remains in Chapters 27 and 30 and Chapters 35–36. Regional Alignment should proceed while these matters and the public's service and funding choices are addressed in parallel. The decision to form and transfer services to an Authority should follow sufficient public support, required approvals, sustainable funding, and demonstrated readiness.

42.2 Higher Costs and Pressure on Continuing Services

The selected financial cases show that consolidation requires additional funding while the three-agency system already faces a projected shortfall. Baseline and Regional Alignment each require $285.910 million of support above modeled continuation funding over FY2027–FY2031. The GID requires $437.181 million and the Authority $445.124 million. Annual additional-support requirements in FY2031 are $70.365 million for Baseline and Alignment, $92.123 million for the GID, and $95.058 million for the Authority. These are cash-funding measures that include applicable project requirements, not recurring-only gaps. The comparison holds frontline deployment consistent and separately identifies source costs, staffing enhancements, past-service funding, administration, predecessor expense, capital, transition, settlements, and opening liquidity. The public should be shown which components support service and which arise from organizational conversion.

Regional Alignment has no net additional cost relative to Baseline in the selected model; each agency retains its employer, budget, assets, capital responsibilities, and obligations. Optional coordination startup of $2.000 million is outside that neutral base. Existing appropriations or matching expenditure releases can support the agreed work, but consultants, dedicated positions, overtime, or backfill without offsets require separate funding. The GID and Authority include $37.389 million and $37.506 million of opening cash, respectively, already counted once in their five-year requirements. The base credits no unproved staffing, apparatus, or administrative savings. Its results do not establish that consolidation pays for itself. The additional cost must therefore be supported by the community's service and funding decision and a complete financing plan.

The adverse impact is pressure on available recurring and capital resources. Transition staff, legal and financial work, technology changes, replacement needs, and new organizational support may draw on funding also needed for current response and priority facilities. Underfunding the transition can create pressure to postpone maintenance, reduce reserves, leave positions vacant, or seek unsupported company reductions. The adopted scope must fit a funding plan that protects continuing service throughout implementation. Chapter 30 identifies a $176.956 million difference between five-year Baseline source recurring costs and continuation support before separately added staffing, past-service funding, the operating provision, and incremental capital. Although the source budget includes broader program costs and some capital, this demonstrates that eliminating proposed enhancements alone would not resolve the financial pressure. Service choices must be priced explicitly rather than assume that unchanged deployment has a constant or fully funded cost.

42.3 Costs that Remain After a Transfer

A transfer of responsibility does not release an equal amount of cash from a participating government's budget. Some central administrative functions, facilities, technology, supervision, insurance, and debt may continue after fire personnel or dispatch workload moves. These remaining costs can leave a city or district with fewer resources to support its retained responsibilities.

The dispatch effect is especially important for Reno and Sparks. Removing Fire calls from a combined communications center leaves Police/911 staffing, relief, training, supervision, facilities, technology, and surge requirements. The share of calls classified as Fire is not the share of the budget that can safely transfer. The selected dispatch comparison retains 100 percent of the modeled municipal recurring cost floors and credits no unverified payroll release.

This protection increases the apparent cost of the regional dispatch program, but it prevents an unsupported saving from concealing a funding gap in the remaining center. Any later reduction must identify the expenditure that actually ends, its effective date, exit or backfill costs, and the remaining center's ability to deliver its service. A redeployed employee may provide useful additional capacity without generating transferable cash.

The same principle applies to fire administration and shared County services. A function should not be credited as removed in the fire model and again in dispatch. A regional organization's payment for County support must be compared with a verified reduction or avoided cost of equivalent work. Changes to internal allocations alone do not establish a regional saving.

42.4 Transfer of Liabilities and Unequal Financial Burdens

The treatment of retirement obligations, bonds, leases, maintenance resources, deferred maintenance, and other liabilities can materially change feasibility and member equity. Reno and Sparks' preference to transfer fire-related obligations must be evaluated through item-specific schedules. Any successor organization and the continuing governments need to know which obligation transfers, which resources accompany it, and who remains responsible if an expected resource is unavailable.

A broad transfer can spread historical costs across taxpayers who did not previously fund or control the underlying decision. Retention can also be inequitable if a participating government gives up revenue or assets while continuing to pay the associated obligation. An asset-linked or phased arrangement may address some of these concerns, but mandatory succession and third-party rights constrain the available choices. The transaction-specific requirements discussed in Chapters 27, 30, and 31 control over a general modeling preference.

Accounting liabilities and cash payments require separate treatment. A pension or OPEB balance is not a second annual cash charge, and assets already reflected in a net liability cannot be deducted again.

Chapter 30 retains existing bonded obligations with their legal obligors, assumes scheduled payments are included in source expenditure, and adds no accelerated bond or PERS payoff at transfer. It separately prices past-service OPEB funding and personnel settlements. Its projected fire-share OPEB comparison is $49.794 million, with approximately $4.663 million in annual added cash under the selected 15-year funding assumption. Dated audited balances, projected allocation measures, annual funding, and restricted trust assets should remain distinct in the transaction schedules. A negotiated transfer must identify both the obligation and the resources accompanying it.

The principal protection is a common obligation and resource register tied to source evidence, ownership, legal responsibility, payment timing, restrictions, and treatment in both budgets. The participating governments should reconcile bonds, leases, employee obligations, OPEB funding, claims, grants, and owner capital commitments before approving transfer terms. The selected financial scenarios provide the comparison framework; executed agreements and required consents establish the actual allocation. Changes to that allocation should be reflected in both the successor and continuing-government forecasts so that the regional budget does not appear balanced by leaving an unfunded obligation with another public body.

42.5 Workforce Disruption and Loss of Institutional Capacity

A new employer can create uncertainty about classification, compensation, seniority, promotion, leave, benefits, pensions, workers' compensation, and representation. Prolonged uncertainty may affect recruitment, retention, morale, and cooperation precisely when the region needs experienced personnel to support implementation. Managers and specialists assigned to transition work may also have less time for their ordinary operating responsibilities.

Uniform employment terms can create upward cost pressure, particularly where existing compensation or benefits differ. Conversely, attempts to obtain savings through reductions can encounter legal, bargaining, retention, or operational constraints. The selected financial assumptions are planning cases; they are not negotiated employment agreements or authority to change current staffing.

Workforce transition should have funded capacity and a tested implementation schedule. Employees need clear information about what has been decided, how remaining terms will be negotiated, and the effective date of any change. Payroll, benefits, pension participation, insurance, and personnel records must function before transfer. Fire department staffing and dispatch staffing require separate operating analyses, even when some transition support is shared. During Alignment and parallel preparation, agency leaders should identify the staff time available alongside normal duties and price any consultant assistance, overtime, or backfill needed. A named implementation role without sufficient time or resources can increase workload and delay both routine service and transition tasks.

42.6 Reduced Local Control and Governance Complexity

Consolidation shifts some decisions from existing governing bodies to a regional body. A member may have less direct control over the location of future investment, deployment priorities, service enhancements, or the timing of expenditure. Smaller participants may be concerned about representation; larger contributors may question whether their financial share is reflected in decision authority. Equal voting and proportional funding answer different policy questions and need not produce the same distribution.

A regional body can also become slower or less accountable if authority is divided without a workable dispute process. Informal consensus may be insufficient when a decision affects local staffing, taxation, or capital. The prior Reno/TMFPD experience demonstrates the importance of durable cost responsibility, operating authority, labor arrangements, and exit provisions.

An alignment agreement must state which decisions are binding, which remain local, how contributions are enforced, and how disputes are resolved. A consolidated government additionally needs clear representation, service commitments, reporting, and treatment of withdrawal or dissolution. These provisions must protect service continuity and outstanding obligations if the political relationship changes.

42.7 Operational Disruption and Shared-System Failure Risk

Changes to dispatch, CAD configuration, run cards, station alerting, radio procedures, records, and command can interrupt emergency service if they are introduced without adequate testing. Training and simultaneous operation of old and new processes add workload. A transfer date chosen for administrative convenience can create pressure to accept unresolved operating defects.

Consolidation can also increase the effect of a shared-system failure. A common network, cyber environment, management structure, or financial system can affect several service areas at once. A primary regional Fire/EMS communications center and separate disaster-recovery site provide resilience only if power, communications, access, technology, staffing, and recovery arrangements can sustain the required service. A shared failure point can disable both locations.

The recommended dispatch program therefore requires operational acceptance tests, outage exercises, documented fallback, and sufficient overlap before transfer. The 49-FTE planning complement is a cost allowance, not an adopted shift schedule. Equipped console positions are not staffed positions. Concurrency, leave, vacancies, training, medical-call functions, and backup coverage must be reconciled before staffing is accepted as sufficient.

Before a transfer, the receiving organization should demonstrate functioning emergency routing, staffing, payroll, benefits, legal authority, and continuity arrangements. Critical functions should be tested using the actual personnel, systems, and partner interfaces intended for operation. If a required function is not ready, the affected transfer should be delayed or supported by an approved and tested temporary arrangement, with its cost and revised schedule disclosed. Independently funded operational improvements can continue. The protections in Chapters 38–39 should govern the actual change in responsibility, rather than an administrative target date determining when service systems must be accepted.

42.8 Coverage Risks from Unsupported Resource Reductions

An expectation of consolidation savings can encourage resource reductions before their operational effects are fully evaluated. The station-network evidence does not identify elimination of a staffed company or combining two companies into one as a service-preserving efficiency. Nearby stations may serve distinct catchments, provide concurrent-demand capacity, contribute separate personnel to a major incident, or carry different specialty obligations. This finding should remain clear in the funding discussion. If available revenue requires a smaller service package, governing bodies must explicitly identify the reduction in protection rather than describe it as removal of demonstrated excess capacity.

Facility condition is also separate from service redundancy. Replacing or rehabilitating a deficient station preserves an operating function; it does not demonstrate that the company can be removed. Future shared-site concepts require two independently staffed and deployable companies where that is the controlling service requirement. Planned stations cannot offset present capacity before they are staffed and commissioned.

Rural/WUI, remote, highway, and airport functions are particularly vulnerable to decisions based only on annual workload. The airport/ARFF mission at R15 remains protected. Low routine call volume does not establish that a reserve apparatus or specialty platform is unnecessary. Any proposed retirement must

address readiness, maintenance downtime, surge, qualification, and remaining coverage before its financial effect is credited. If public funding decisions require service reductions, each responsible governing body should assess response times, simultaneous-incident capacity, wildfire and specialty obligations, and impacts on neighboring jurisdictions. Revised dispatch, automatic-aid, workforce, and public-information arrangements should be in place before changes take effect, with close monitoring during the first 90–180 days.

42.9 EMS and Insurance Consequences

A dispatch reorganization can disrupt the clinical and operational relationship between fire response and ambulance transport if responsibilities are not explicit. Repeated medical interrogation, inconsistent cancellation rules, poorly coordinated information exchange, or divided quality review could continue under a new organizational name. The receiving operation should therefore define medical interrogation, ambulance assignment, cancellation, supervision, clinical oversight, quality review, and outage responsibilities with its partners. Removing TMFPD's dispatch fee before the associated work or contract has ended would understate transition cost. REMSA's separate EMS agreement continues under the planning assumption, with non-911 communications functions and regional-center interfaces expressly assigned.

Potential EMS expansion in Reno and Sparks introduces its own service, workforce, billing, collection, clinical, and authority decisions. It should not be used as an assumed subsidy for dispatch or fire consolidation without a supported financial case. A dispatch contract must specify the actual service being purchased and the obligations that remain with each party.

Insurance and risk financing require similar precision. Combining employees, property, apparatus, technology, and operations can change the distribution of risk and complicate historical claims. Coverage periods, insured entities, indemnities, workers' compensation arrangements, and responsibility for prior events must align with actual transfer dates. The Study does not establish that public-entity or household insurance costs will fall because a regional organization is created.

42.10 Taxpayer Exposure and Implementation Affordability

The authority to establish an organization is different from the authority and capacity to fund it. Chapter 30's representative tax-area analysis does not establish an immediately available uniform incremental regionwide GID property-tax levy. The legislated Authority illustration instead tests a dedicated fire and EMS sales/use tax requiring explicit enabling legislation and a successful countywide voter measure under the proposed design. On the historical FY2026 taxable-sales base and a 95 percent realization assumption, a hypothetical 0.50-percentage-point increase yields $63.724 million for a full collection year. Against the Authority's $97.665 million FY2027 additional cash requirement, that illustration leaves $33.940 million to finance without additional predecessor support. It is not a complete adopted funding package or a guarantee of collection timing. The proposal must show the full annual financing requirement and the net yield of all approved sources.

Taxpayers may face an additional levy, continued existing governmental charges, or changes in municipal service support. Those effects should be shown by jurisdiction and affected taxpayer group using the actual proposed transaction. Transferring an existing revenue stream can leave obligations behind; creating a new stream can increase the total burden. Neither effect is resolved by showing that a new regional organization's budget balances.

Opening liquidity and long-term renewal must also be protected. Chapter 30 includes GID opening cash of $37.389 million and Authority opening cash of $37.506 million once in the respective cash requirements. These are balance-sheet liquidity targets based on two months of modeled first-year

recurring expenditure, not annual expense or universal statutory minimum reserves. The separate gross lifecycle screens and station inventory must be reconciled with existing budgets, reserves, and candidate projects before further funding is requested. Property transferred to a new organization does not provide payroll cash. The funding plan must demonstrate revenue collection dates, available opening balances, payroll and vendor timing, continuing debt and liability payments, and adequate support for retained government services.

These risks support deliberate, funded implementation while Regional Alignment, public engagement, service-option development, and legislative preparation proceed in parallel. Residents must decide the level of fire protection they want and are willing to pay for. If they support sufficient funding to maintain current or increased service, the agencies and Washoe County should move toward the legislated Regional Fire Authority solution, with full implementation planned over at least three years and transfers dependent on approvals, funding, workforce arrangements, and continuity. Alignment need not fail before that work begins. If sufficient funding is not supported or otherwise secured, each jurisdiction must determine which services to reduce, explain the consequences, and coordinate changes with its neighbors. Deliberate public choices are preferable to service reductions emerging through unplanned vacancies, deferred replacement, or deteriorating reliability. The regional Fire/EMS communications center should proceed through its separate funding and readiness program, coordinated with the service package the community supports.

Chapter 43: Final Feasibility Analysis

43.1 Feasibility Determination

The Study supports proceeding with funded regional operating improvements and the NRS 277.110 Washoe Regional Alignment Plan as the preferred operating framework. The evidence supports common response and dispatch practices, improved dispatch integration, coordinated training and readiness, regional performance accountability, and coordinated review of major capital decisions, while preserving every staffed company. These actions address demonstrated service problems and can advance while the participating agencies retain their separate employers, assets, budgets, and capital responsibilities.

Regional Alignment establishes a formal near-term operating framework with defined governance, member responsibilities, common performance requirements, public reporting, dispute-resolution procedures, and coordinated regional operations, while Reno Fire Department, Sparks Fire Department, and Truckee Meadows Fire Protection District remain separate legal organizations and employers. It can deliver practical improvements while the participating governments and residents determine the level of protection they want and are willing to fund. Successful coordination should continue throughout that process. Its operational benefits do not eliminate the projected funding shortfall or create a new regional revenue source.

The final direction depends on the community's service and funding decision. If residents support sufficient funding to sustain current or increased protection, Reno, Sparks, and TMFPD, together with Washoe County, should move toward the legislated Regional Fire Authority solution. That pathway provides the identified opportunity among the evaluated models for new regional funding powers under the stated limits on additional local appropriations. The GID remains an evaluated alternative. Service improvements, public engagement, funding development, and legislative preparation should proceed in parallel, without requiring Alignment to fail first. Actual transfer remains conditional on the required approvals, sustainable financing, liability and asset arrangements, workforce agreements, and operating continuity. If sufficient funding is not supported or otherwise secured, each jurisdiction must explicitly determine which services to reduce and explain the resulting consequences.

Dispatch warrants its own decision. Enhanced shared operations are the initial investment benchmark and should be implemented as the interim operating phase while the permanent regional Fire/EMS communications center is developed. The recommended program in Chapters 36–38 establishes one regional Fire/EMS communications center using boundaryless dispatch as the recommended end state, operated from one primary site with a separate disaster-recovery site. Implementation of the permanent regional center should proceed when the required governance, funding, workforce, facility, REMSA, technology, and continuity conditions are sufficiently developed and approved. Selection of a consolidated fire government does not automatically select a dispatch employer, operator, facility, or contract.

43.2 How Feasibility Was Evaluated

Feasibility has several distinct tests. Operational feasibility asks whether an arrangement can deliver the required service and preserve response depth. Financial feasibility asks whether recurring requirements, transition, replacement, liabilities, and opening cash can be supported when needed. Legal and governance feasibility concerns the actual powers, agreements, employment arrangements, and transfers required. Implementation feasibility concerns whether those elements can become operational without a service interruption. Equity and accountability consider whether service, costs, responsibilities, assets, liabilities, and decision-making authority are distributed in an understandable

and supportable manner, including whether residents receive reasonably equitable service across jurisdictional boundaries. An option must satisfy the material conditions across these tests. A lower estimated cost cannot compensate for an unresolved emergency-service function, and a legal formation pathway cannot compensate for a continuing funding gap. Feasibility therefore depends on the combination of service, cost, authority, workforce, implementation, equity, and accountability - not any single factor.

Comparisons must hold the service package reasonably consistent where possible. Cost estimates are nominal FY2027–FY2031 planning figures. They are not procurement quotations, appropriations, negotiated labor agreements, adopted tax measures, or a complete audited opening balance sheet.

43.3 Operational Feasibility of Regional Alignment

The agencies already operate within a connected service network and have a substantial foundation of cooperation. The report identifies recurring boundary effects, localized loss of response depth, and opportunities to align performance definitions and make regional unit availability and capability more visible. These findings support formal operating responsibilities, common readiness reporting, and coordinated response practices. The practical task is to convert existing cooperation into a durable operating framework with assigned leadership, funded staff capacity, consistent procedures, and public measurement of results.

Initial priorities should include common CAD and unit-status practices, closest appropriate available unit rules beginning with defined corridors, compatible alarm assignments, common qualifications, joint training and exercises, and public performance reporting. The regional framework should also coordinate review of major facility, apparatus, and deployment decisions that could affect regional coverage or service continuity. Implementation should preserve airport, rural/WUI, specialty, and simultaneous-incident capacity.

This regional coordination would not transfer responsibility for routine capital needs. Each jurisdiction would remain responsible for its own stations, apparatus, maintenance, replacement costs, debt, and other capital obligations unless a separate agreement expressly provides otherwise. The regional role is to coordinate major decisions when they have consequences beyond one jurisdiction.

Regional Alignment is operationally feasible and supportable for funded implementation. Each major initiative should have an owner, sufficient staff capacity, an identified funding source, training, acceptance criteria, and before-and-after measurement. Where authority remains with separate governments, the agreement must make member responsibilities sufficiently durable to deliver the regional result. Chapter 30’s neutral base assumes work within existing appropriations or documented expenditure offsets. Consultant support, dedicated positions, overtime, or backfill beyond that capacity require separate approval and funding. An implementation coordinator and the Chapter 39 leadership structure should keep operational work and the concurrent service and funding discussion moving together.

The quantified evidence supports beginning regional operational improvements while the longer-term funding and governance pathway is developed. The central NRS 277 operating case produces 519 additional expected 2025 priority shifts and approximately 15.495 modeled first-unit travel-benefit hours. Under the future 32-station and growth scenario, the same rule produces 475.308 expected shifts and 13.103 modeled benefit hours. The Current System could reproduce this result as an upside case if the participating agencies voluntarily adopt, finance, and sustain the same complete operating package. These are planning estimates tied to defined deployment rules, rather than additional benefits automatically produced by a change in legal form.

The Chapter 318 GID and Regional Authority are operationally feasible if they preserve the selected staffed capacity, qualifications, protection of areas providing assistance, and implementation safeguards. Their operational design must show how command, deployment, training, specialty capability, and continued coverage will function under the proposed organization. A change in legal form does not automatically create additional response-time, availability, workload, ERF, or EMS benefit. The Authority's additional justification includes a durable regional service commitment and a legally authorized funding framework capable of supporting the protection residents choose. That case should be developed alongside Alignment and assessed against its cost, governance arrangements, taxpayer effects, and ability to deliver the adopted service.

The feasibility determination is positive for funded regional operating Alignment and conditional for a legislated regional organization. The condition is a supported and financeable service package with the authority, workforce, assets, systems, and continuity needed to implement it. Benefits already achieved through Alignment should remain credited to those operating improvements and should not be counted again as gains created solely by consolidation. The additional cost of a new entity must be evaluated against its funding, governance, and service commitments. If the selected funding is unavailable, governing bodies must determine an affordable service configuration and disclose the operational effects of any reductions.

43.4 Financial Feasibility of the Four Fire-Service Options

Every fire-service option requires additional support under the selected forecast. The three-agency Baseline and Regional Alignment have identical and lowest modeled requirements in each year. Alignment preserves the existing employers, budgets, assets, labor agreements, and capital obligations while coordinating regional operations. The GID and Authority add the costs associated with a new employer and organization, including option-specific administration, predecessor expense, transition, personnel settlements, and opening cash. The comparison holds frontline deployment consistent and separately identifies staffing and other sensitivities. Continuing with separate agencies does not eliminate the cost of sustaining service or the underlying projected funding shortfall.

Three financial measures must be distinguished when interpreting the comparison, together with the treatment of capital and opening liquidity:

1. **The FY2026 comparable direct-cost baseline is $166.125 million.** Chapter 30 derives this amount from the validated departmental expenditures of Reno, Sparks, and TMFPD. It is the common expenditure starting point for the operating forecast and the 5 percent and 10 percent savings sensitivities. It is not a forecast of legally secured successor revenue.
2. **Continuation support** is a separate funding proxy representing the modeled continuation of existing governmental support. Chapter 30 uses $950.974 million over FY2027–FY2031. This amount permits comparison of the four options on a common basis; it is not a source-by-source assignment of revenue to a successor. Additional predecessor contributions, new tax proceeds, and transferred cash must be separately authorized and reconciled to this proxy. Moving an existing receipt from one government to another does not create new regional revenue, and a receipt already counted in continuation support cannot also close the additional funding requirement.
3. **The cash requirement** includes source recurring expenditure, the selected deployment enhancement, past-service OPEB funding, the operating provision, applicable administration and predecessor costs, incremental project cash, transition, personnel settlements, and opening liquidity. The base includes no new borrowing. Gross candidate capital of $94.980 million is reduced by an assumed 50 percent overlap with source spending, leaving $47.490 million of

additional five-year project cash. The GID and Authority opening balances are funded once and retained as balance-sheet assets. Gross lifecycle replacement screens and the separate owner station inventory require asset-by-asset reconciliation before further appropriations; they are not automatically added to the base forecast. Additional support is the cash requirement remaining after modeled continuation support.

The following relationships govern the comparison. Chapter 30 calculates them using underlying unrounded values; displayed figures are independently rounded:

Five-year additional support = Five-year nondebt cash support requirement − Five-year continuation support of $950.974 million.

Annual additional support = That year's nondebt cash support requirement − That year's continuation support. This includes applicable project and one-time cash needs and is not a recurring-only gap

Table 43-1. Reconciled selected fire cash and funding comparison ($ millions; nominal dollars)

Model	FY2027 additional support	FY2031 additional support	Five-year gross cash requirement	Five-year additional support
Baseline three-agency system	37.492	70.365	1,236.883	285.910
NRS 277 Regional Alignment	37.492	70.365	1,236.883	285.910
Chapter 318 GID	96.910	92.123	1,388.154	437.181
Legislated Regional Authority	97.665	95.058	1,396.098	445.124

Regional Alignment has no net additional recurring, transition, personnel-settlement, or entity opening-cash cost compared with Baseline in the selected model. Both require $285.910 million of additional five-year support. The optional $2.000 million startup allowance remains outside the neutral base: $0.800 million for data and systems, $0.600 million for training and backfill, $0.300 million for procurement and legal work, and $0.300 million for cybersecurity and migration. Documented offsets preserve neutrality; without them, the selected work creates additional expenditure requiring its own agreement, appropriation, and financing. The contribution formula distributes cost among members but does not reduce the regional requirement.

1. The GID has a five-year gross cash requirement of $1,388.154 million and requires $437.181 million above continuation support. Its FY2027 additional requirement is $96.910 million, including the one-time $37.389 million opening-cash target. These totals reflect the selected source operating assumptions and separately priced service, legacy funding, administration, predecessor expense, capital, transition, and personnel-settlement requirements. Opening cash is already included once in the comparison; it is not an extra amount to add to Table 43-1. The figures describe a funding task rather than demonstrated savings or an available tax levy.
2. The legislated Authority has a five-year gross cash requirement of $1,396.098 million and requires $445.124 million above continuation support. Its FY2027 additional requirement is $97.665 million, including the one-time $37.506 million opening-cash target. The GID and Authority share the published consolidated source operating assumption, but their final totals differ because administration, predecessor expense, legislative and organizational transition, and opening liquidity are separately priced. They should not be described as having identical

final recurring requirements. The difference in cost does not by itself establish operational superiority; the proposed authority and funding package must be evaluated with the service it would deliver.

The gaps in Table 43-1 are planning gaps. They are not adopted tax increases, appropriations, or the amount any individual jurisdiction would necessarily be required to contribute. They also do not establish that all existing revenues could transfer legally to a successor. Before implementation, the participating governments would need a source-by-source funding schedule, member contribution or revenue commitments, opening-cash analysis, and treatment of assets, liabilities, debt, reserves, restricted resources, employee obligations, and continuing predecessor-government costs.

For the Baseline, continued separate operation requires funding for the selected service and capital plan. The projected pressure is not confined to proposed improvements: Chapter 30 identifies a $176.956 million five-year difference between source recurring costs and continuation support before separately added staffing, past-service funding, the operating provision, and incremental capital. The source budget contains broader program costs and some capital, so that amount is not an exact price for maintaining today's deployment unchanged. It nevertheless shows that removing enhancements alone does not solve the funding problem. The participating governments should price current protection, chosen improvements, and an available-revenue alternative separately for public consideration.

Regional Alignment provides the recommended near-term combination of operating value, manageable organizational change, and implementation feasibility. It has the same modeled cost as Baseline, but cost neutrality does not mean the underlying service plan is fully funded. Each agency retains responsibility for its department, capital, and legacy obligations. Existing staff and resources should support shared work where practical; additional capacity must be priced and funded when needed. Alignment should continue while residents consider the service level they want and while sustainable funding and legislative preparation proceed in parallel. It is an operating framework for improvement, rather than a substitute for the required financial decision.

The Chapter 318 GID is an evaluated consolidated governmental structure whose feasibility depends on a lawful and sufficient funding and transfer arrangement. Chapter 30's representative tax-area analysis shows no simple uniform additive property-tax capacity across the region: Reno and Sparks examples are at the published combined ceiling, and TMFPD's overlapping tax areas differ. A viable proposal would require an eligible parcel base, lawful revenue assignments, workable representation, and protection of continuing municipal services. Employees, assets, debt, restricted balances, reserves, and legacy obligations would require explicit treatment. The planning comparison credits no unapproved new levy or transferable cash solely because a district can be formed.

The legislated Regional Fire Authority is the identified pathway among the evaluated models to new regional funding powers under the stated limits on additional local appropriations. If residents support funding current or increased service, the agencies and County should move toward this solution. Chapter 30 illustrates a dedicated fire and EMS sales/use tax requiring enabling legislation and a successful countywide voter measure under the tested design. At the historical FY2026 taxable-sales base and a 95 percent realization assumption, a 0.50-percentage-point increase produces $63.724 million in a hypothetical full collection year. Against the Authority's $97.665 million FY2027 additional cash requirement, it leaves $33.940 million without further predecessor support. This illustrates one component of a potential package, not complete funding or approved proceeds. The final proposal must identify sufficient annual net revenue, collection timing, transition funding, taxpayer effects, and treatment of continuing obligations.

The financial comparison does not support a savings-based claim that full consolidation pays for itself. The base credits no unproved staffing, fleet, procurement, or administrative reductions, and both consolidated options cost more than Baseline and Alignment. A regional funding mechanism can make a chosen service package financeable without reducing its cost. The owner station portfolio must also remain separately controlled: $118.997 million gross, $116.952 million after identified duplication, and $111.391 million in the separately scheduled conditional cash scenario. These are distinct measures with different assumptions, not cumulative appropriations. If sufficient funding for the chosen service is not supported or otherwise secured, each jurisdiction must determine the reductions needed to fit available resources and disclose the consequences. That decision should accompany the funding alternatives rather than be deferred until budgets force unplanned deterioration.

43.5 Dispatch Feasibility and Recommended Approach

Chapter 35 provides the cost comparison for the three Chapter 34 alternatives. The recommended regional-center program in Chapters 36–38 is a separate financial case. All require additional funding above the current public comparator. The permanent regional-center model requires a materially larger commitment than the interim shared/virtual phase.

Table 43-2. Dispatch financial comparison ($ millions)

Option	Five-year net public funding	Five-year addition above current	FY2031 recurring addition
Current comparator	85.275	-	-
Alternative 1 Shared/virtual	93.908	8.633	1.287
Alternative 2 Governmental lead	126.825	41.550	11.267
Alternative 3 Centralized center	132.233	46.958	12.574
Recommended Regional-center program	126.722	41.447	12.001

The comparison includes continuing public costs that remain outside the proposed regional dispatch function. It should therefore be read as a planning comparison of the alternatives, not as the complete operating budget of every dispatch center or REMSA.

Enhanced shared operations are supportable as the first funded dispatch investment and should serve as the interim operating phase while the permanent regional Fire/EMS communications center is developed. The permanent center may be operated by a governmental host agency or a separate regional organization and remains subject to accepted staffing, facilities, service responsibilities, and sufficient participating-agency funding. The organizational form selected to operate the center does not determine whether the service is self-financing. The recommended program requires $41.447 million above the current comparator over five years, including $12.001 million of additional recurring support in FY2031. Compared with enhanced shared operations alone, the recommended program requires another $32.814 million over five years. That increment must purchase measurable benefits beyond those achievable through the shared interim phase.

The recommended facility concept provides one regional Fire/EMS communications operation from a normally staffed primary site supported by a separate disaster-recovery site that is not normally staffed. The planning configuration provides 12 consoles at the primary center and seven consoles at the disaster-recovery site; no site is selected. The recommended program's facility and staffing assumptions are planning allowances, not final site selections or an adopted staffing schedule. Final staffing and facility decisions must demonstrate adequate workload capacity, relief, training, backup operations, and system resilience.

Any funding agreement should clearly separate recurring operating costs, transition costs, capital costs, and replacement funding and should identify each participating agency's contribution. The allocation examples in Chapter 36 are planning illustrations, not executed funding commitments or rules for governance representation.

If the permanent regional-center program exceeds available participating-agency funding or other implementation prerequisites are not yet satisfied, the participating jurisdictions should continue the funded interim shared/virtual operation while revising the regional-center scope, schedule, phasing, governance, facility strategy, or funding approach. Each change must show its effect on service, continuing municipal obligations, annual operations, transition, and replacement. A less expensive alternative should not be treated as equivalent unless it provides the required service and resilience.

43.6 REMSA and Alternative Service Arrangements

REMSA's EMS service is assumed to continue and may expand in Reno and Sparks. That assumption should remain separate from the dispatch governance and implementation decisions for the regional Fire/EMS communications center. Each REMSA service arrangement must be compared on equivalent scope, including ambulance-dispatch responsibilities, interfaces with the regional center, supervision, clinical quality, technology, outage coverage, and the work retained by public agencies.

The cost benchmarks in Chapter 36 are planning comparisons, not REMSA quotations or universal contract ceilings. Any REMSA proposal should be evaluated on equivalent service scope and should include the public work, transition costs, technology, oversight, and replacement obligations that would remain outside the contract. County administrative services may also provide an alternative for selected support functions, but any assumed savings should be credited only after the specific work, capacity, cost, and positions replaced have been verified. Neither alternative should be credited twice across fire and dispatch. The final combined budget must identify which organization performs each function and which expenditure changes. Continuing TMFPD dispatch payments can be removed only when the work or agreement ends or is replaced, with overlap and exit requirements included. The separate EMS agreement remains outside that reduction.

43.7 Financial Equity, Liabilities, and Protection of Remaining Services

Financial feasibility must be demonstrated for the receiving organization and the governments retaining responsibilities. A successor can appear balanced while a city loses support needed for Police/911, debt, administration, or other continuing services. The assessment must therefore show the before-and-after budget for every affected government and distinguish cash released from costs merely reallocated.

The same principle governs assets and liabilities. A consolidation proposal must identify what remains with each government, what transfers, which resources accompany each obligation, and who pays on each effective date. Legal restrictions, contract rights, debt, restricted balances, and continuing services must be addressed as one transaction. Chapter 30's base retains existing bonded obligations with their legal obligors, assumes scheduled payments within source expenditure, and includes no accelerated bond or PERS payoff. Past-service OPEB funding and personnel settlements are separately priced. Dated

accounting balances, projected allocation measures, annual payments, and restricted trust assets must remain distinct. The station lifecycle convention of 2 percent against a 50-year benchmark is a gross planning screen, not an automatic appropriation or universal statutory reserve. Opening liquidity is a separate balance-sheet requirement, already included once in the consolidated cash totals, and must be tested against actual payroll, vendor, and revenue timing.

Dispatch unit-cost comparisons should use equivalent service scope, workload measures, and fiscal periods. Whole-center budgets include telephone, radio, law-enforcement, administrative, and other responsibilities beyond the fire-service incident count. TMFPD's purchased dispatch fee is a contract measure, not REMSA's whole-center operating cost. Operator selection and any proposed budget release should therefore be based on a matched service and cost schedule, with the staffing and funding necessary to retain municipal Police/911 functions. Moving workload or reallocating a charge does not by itself release transferable cash.

43.8 Conditions Before a Structural Transfer

The following conditions provide the decision basis for moving from a supported service and funding proposal to an actual transfer. They apply to the selected scope; a dispatch or administrative transfer need not wait for an unrelated fire-government decision. Public support and the required governmental and voter approvals must be connected to the service commitments and funding design. If an implementation condition is not ready, the affected transfer should be delayed or supported by an approved and tested temporary arrangement, while independently funded operating improvements and preparatory work continue.

Table 43-3. Conditions before a structural service transfer

Decision area	Required evidence	Condition for proceeding
Service and staffing	Defined duties, coverage, staffing, and performance requirements.	The proposed organization can sustain the required service.
Authority and governance	Applicable powers, representation, executed agreements, and approvals.	Each responsibility has a lawful and accountable owner.
Recurring funding	Dated support commitments and expenditure schedule.	Recurring resources cover the adopted service and renewal requirements.
Transition and capital	Costed workstreams, project sequence, and financing.	Cash and implementation capacity are available when needed.
Liabilities and equity	Item-specific obligations, resources, restrictions, and transfer terms.	Successor and predecessor budgets reconcile without hidden exposure.
Workforce and opening cash	Employment arrangements, tested payroll and benefits, eligible liquidity.	Employees can transfer and obligations can be paid on the effective date.
Operational continuity	Routing, technology, staffing, outage, and fallback tests.	The receiving service is accepted before the predecessor withdraws.
Public service and funding decision	Defined service package, taxpayer effects, public support, and required governmental and voter approvals.	The proposed service and funding arrangement has the approvals required for the selected legal and revenue design.

Before authorizing a structural transfer, the participating governments should receive the transaction-specific financial, legal, workforce, and operational record demonstrating that these conditions have been met. The five-year comparison provides a planning basis; the implementation budget must identify actual appropriations, receipt timing, eligible opening cash, contracts, and continuing-government obligations. Staff capacity and specialized assistance should be funded alongside the work. Approval of a supported legislative proposal permits its authorized preparation and formation steps, while operational transfer remains dependent on functioning systems, completed agreements, and service acceptance.

43.9 Phasing and the Decision to Proceed

Chapter 39's fire transition and Chapter 38's dispatch roadmap should be coordinated while retaining separate scopes, funding decisions, and acceptance requirements. During the initial 0–6 months, the participating governments should assign leadership and coordinator time, begin practical operating improvements, prepare the Alignment agreement, reconcile capital commitments, and develop accessible service and cost choices. Public engagement, funding analysis, and identification of legislative opportunities should occur concurrently. During months 6–18, agencies should implement and exercise common practices, refine service packages and taxpayer illustrations, and develop preliminary workforce, asset, and administrative schedules for a supported regional option. The months 12–18 operating review should improve Alignment and inform the proposal; it is not a prerequisite that Alignment must fail before funding or legislative work proceeds.

Approval of an initial Regional Alignment or enhanced shared-dispatch initiative does not authorize later entity formation, facility commitments, workforce transfer, or operational transfer without the corresponding decisions and funding. Each authorization should identify the service package, expected result, annual and one-time costs, responsible organization, approved resources, and readiness conditions. Residents must be presented with a clear choice about the level of fire protection they want and are willing to pay for. If they support sufficient funding to maintain current or increased service, Reno, Sparks, and TMFPD, together with Washoe County, should move toward the legislated Regional Fire Authority. Full implementation should be planned over at least three years, recognizing concurrent work and Chapter 39's indicative 24–42-month formation and transfer-preparation allowance following selection. That allowance should not automatically be added to all earlier Alignment work. If sufficient funding is not supported or otherwise secured, each jurisdiction must determine which services to reduce, approve their timing, and explain the effects on coverage, staffing, response reliability, wildfire and specialty capability, and neighboring jurisdictions. Dispatch and automatic-aid plans, workforce arrangements, and public information should be prepared before reductions take effect. The permanent regional Fire/EMS communications center should continue through its separate funded implementation program. The final feasibility determination supports immediate Regional Alignment, parallel development of a publicly supported legislated funding solution, and transfer only after approvals, sustainable resources, workforce agreements, and continuity are secured. The governing bodies remain responsible for maintaining funded operations and making any necessary service reductions deliberate, coordinated, and transparent.

Chapter 44: Overall Conclusion

Washoe County should organize its fire and EMS services to operate more consistently as a regional response network. The Study demonstrates persistent opportunities in dispatch, cross-boundary response, shared information on unit availability and capabilities, training, planning for the personnel and equipment needed to manage complex incidents, readiness, and capital coordination. Those opportunities justify action now through a funded and accountable regional operating program.

The NRS 277.110 Washoe Regional Alignment Plan provides the recommended near-term operating framework. It can preserve the existing departments and their responsibilities while establishing common rules, shared work, enforceable commitments, and public performance oversight. At the same time, Washoe County residents and their governing bodies must decide what level of fire protection and emergency response they want and are willing to fund. If residents support sufficient funding to sustain current or increased protection, Reno, Sparks, and Truckee Meadows Fire Protection District, together with Washoe County, should move toward the legislated Regional Fire Authority solution. If sufficient funding is not supported or otherwise secured, each responsible jurisdiction must determine which services to reduce and explain the consequences. Operational improvements, public engagement, funding development, and legislative preparation should proceed in parallel.

Organizational change does not remove the need to finance current service. Baseline and Regional Alignment have identical modeled costs and each requires $285.910 million in additional support over FY2027–FY2031 for the selected service and capital plan. The GID requires $437.181 million and the legislated Authority $445.124 million. These are requirements above modeled continuation support and include different operating, capital, transition, and opening-cash components; they are not the exact price of maintaining today's deployment unchanged. The financial pressure also exists before separately modeled enhancements. Every modeled dispatch improvement requires additional support. The central public decision is therefore the service result the community expects, the resources it will commit, and the operating and governance arrangement capable of delivering that result sustainably.

44.1 Preserve Response Capacity and Address the Demonstrated Priorities

The operational recommendation is to preserve every staffed company while improving how the companies work together. The evidence does not identify company closure, one-company consolidation of close station pairs, or a general apparatus-reduction target as service-preserving efficiencies. Localized loss of response depth, growth, WUI exposure, and specialty obligations make continued capacity a priority. If the community does not support sufficient funding and no other sustainable source is secured, any necessary reduction must be an explicit service decision by the responsible governing body. Its effects on coverage, staffing, response reliability, major-incident capability, and neighboring jurisdictions must be assessed and publicly explained rather than presented as removal of demonstrated excess capacity.

Capital decisions should follow the differentiated station findings. R4, R13, S2, and S3 are the Tier 1 station priorities. T32 is a relocation/replacement project, while T44 requires programmed renewal. R7 should be rehabilitated at its current site, and R10 should remain at its current location with applicable repair items retained in the owner's schedule. The R1 project at 455 East Second Street is a one-for-one replacement; its preliminary $17 million allowance and applicable interim repairs remain distinct scopes to reconcile with existing funding. T32 also carries a preliminary $17 million allowance. T35 receives operational credit after staffed commissioning and is excluded from the remaining station construction-cost inventory because of its advanced delivery status. S6 remains operational, and R15's airport/ARFF function remains protected. Chapters 16 and 18 govern service and project priorities; Chapter 30 controls their financial treatment and overlap with existing capital funding.

Regional operating work should proceed alongside this renewal program. Common response definitions, corridor-specific closest appropriate available unit deployment, compatible alarm assignments, joint training, and readiness reporting can improve reliability with the existing network. Community risk reduction, growth review, critical-location preplanning, and access and evacuation work should address risks that faster dispatch or a different organization cannot resolve alone.

44.2 Make Fire Governance and Dispatch Decisions Explicitly

The four fire models remain distinct evaluated choices. Baseline preserves existing government but requires sustainable funding and service improvement. Regional Alignment formalizes shared operations and accountability while retaining the same modeled cost as Baseline. A GID requires a workable formation, revenue-assignment, funding, and transfer transaction. A legislated Authority offers greater flexibility to establish regional governance and new funding powers, but requires a supported service package, enabling legislation, required approvals, and a financed transition. Both consolidated cases cost more than Baseline and Alignment under Chapter 30's assumptions. Their financial case must rest on delivery of the publicly supported service and funding package rather than an expectation that consolidation will pay for itself.

Regional Alignment is the recommended near-term fire operating model. The legislated Regional Fire Authority is the recommended pathway to pursue if residents support the funding necessary to maintain current or increased service under the identified constraints on additional local appropriations. The GID remains an evaluated alternative. Legislative and financial preparation should advance alongside operational Alignment and public engagement; Alignment need not fail before this work begins. Full legislated consolidation should be planned over at least three years, with the schedule recognizing work completed concurrently and the formation and transfer-preparation allowances in Chapter 39. Transfer should occur only after funding, approvals, workforce arrangements, administrative systems, and service continuity are secured.

Dispatch should begin with the funded scope of enhanced shared operations, which should serve as the interim operating phase while the permanent regional Fire/EMS communications center is developed. The participating governing bodies should retain all three Chapter 34 alternatives as financial and organizational comparisons, while using the recommended regional-center program in Chapters 36–38 as the permanent operating model. Its $41.447 million five-year additional requirement and $12.001 million FY2031 recurring addition are material commitments. Implementation of the permanent regional center should proceed when its staffing, facilities, resilience, governance, REMSA interfaces, and participating-agency funding are sufficiently developed and supported.

REMSA's EMS work is assumed to continue and may expand independently of the dispatch decision. Ambulance-dispatch responsibilities, personnel assignments, supervision, clinical interfaces, retained non-911 communications functions, and associated costs must be defined explicitly. The participating governing bodies should compare the full public effect of each arrangement, including retained municipal Police/911, continuing contracted work, overlap, replacement, and any County administrative support. A Fire call allocation is not sufficient evidence that a city can release an equivalent share of its communications budget.

44.3 Establish an Affordable and Equitable Funding Settlement

The financial work should guide the scope of each authorization. The budget should identify salaries, benefits, services, debt where applicable, project cash, asset renewal, transition, personnel settlements, and opening liquidity separately, together with continuation support and the additional amount required. Member shares and proposed revenue should be shown by year so initial cash and mature

recurring affordability can be assessed together. Regional Alignment's neutral base assumes existing appropriations or documented expenditure offsets. Consultant assistance, dedicated staffing, overtime, or backfill beyond available capacity require separate funding; the optional $2.000 million startup allowance is outside the base. Residents should receive comparable descriptions of current protection, selected improvements, and the services affordable within available revenue, with annual costs and taxpayer effects for each choice.

A structural proposal must also explain what remains with each participating government after transfer. Revenue, asset, and liability transfers must be considered as one transaction, with item-specific schedules and lawful treatment. Restricted balances, pension and OPEB accounting, annual debt payments, claims, deferred maintenance, and opening cash require separate treatment. Chapter 30 includes GID opening liquidity of $37.389 million and Authority opening liquidity of $37.506 million once in their respective funding requirements; these balances must not be added again or treated as annual expense. The $118.997 million gross station inventory, $116.952 million inventory after known duplication, and $111.391 million conditional scheduled scenario are distinct planning measures that require reconciliation to owner funding and candidate projects. A successor's balanced budget must be accompanied by funded continuing-government obligations and a workable receipts-and-payments schedule.

The Authority funding illustration provides a basis for developing a public proposal, rather than an adopted tax or a complete funding commitment. Chapter 30 tests a dedicated fire and EMS sales/use tax requiring enabling legislation and a successful countywide voter measure under the proposed design. A hypothetical 0.50-percentage-point increase yields $63.724 million for a full collection year on the historical FY2026 taxable-sales base and 95 percent realization assumption. It leaves $33.940 million of the Authority's FY2027 additional cash requirement to finance without further predecessor support. A legislative package may combine authorized sources, but must show sufficient annual net yield, collection timing, taxpayer effects, and treatment of legacy obligations. If residents are willing to fund the selected service, the governments should advance that package. If sufficient funding is not supported or otherwise secured, each jurisdiction must approve the service reductions necessary to match expenditure with available resources.

44.4 Initial Decisions and Public Accountability

The participating governing bodies should authorize a defined initial work program through the implementation structure described in Chapter 39. The Regional Fire Service Board should provide regional oversight, supported by the Regional Transition Task Force, participating administrators and fire chiefs, a designated implementation coordinator, and technical leads. Existing committees should perform suitable assignments rather than duplicating standing structures. Each assignment should have adequate staff time, a defined product, and an identified funding source, including additional assistance where needed. Policy, fiscal, employment, legislative, and transfer decisions remain with the bodies legally responsible for them. The initial work program should advance operational improvements and public service-and-funding choices concurrently.

Table 44-1. Initial decisions for the participating governing bodies

Decision	Required direction	Result to review
Regional service and public choice	Present current-service, enhanced-service, and available-revenue options with annual costs and taxpayer effects.	Public direction on the level of protection and willingness to fund it.

Decision	Required direction	Result to review
Fire Alignment	Authorize common operating priorities, binding responsibilities, fair shares, and dispute procedures.	Agreement and funded work plan using existing capacity, offsets, or separately approved assistance.
Dispatch scope	Fund interim shared operations and separately authorize permanent-center preparation and implementation.	Annual budget, assigned operator and REMSA responsibilities, and acceptance criteria.
Capital and readiness	Advance owner-specific priorities and reconcile projects with existing funding while preserving response capacity.	Project sequence, temporary service plans, funding crosswalk, and readiness measures.
Financial settlement	Reconcile continuation support, new revenue, program costs, transfers, and retained obligations.	Annual member and taxpayer effects, liability allocation, eligible opening cash, and protected continuing services.
Parallel legislative pathway	Develop and advance the Authority service and funding package if public support warrants that direction.	**Required approvals, sufficient revenue, funded transition, workforce arrangements, and readiness before transfer.**
Service reductions if funding is insufficient	Each jurisdiction selects the services to reduce and coordinates implementation with employees, dispatch, and neighboring agencies.	Approved affordable service plan, disclosed operational consequences, effective dates, and performance monitoring.

The first authorization should identify the work funded, responsible leads, expected outcomes, staff capacity, and dates for review. During the initial 0–6 months, the agencies should begin practical improvements, prepare the Alignment agreement, reconcile capital commitments, develop service and cost choices, and begin public engagement and legislative planning. During months 6–18, they should implement and exercise common practices, refine the public proposal, and prepare the workforce, asset, administrative, and funding schedules appropriate to the supported direction. Quarterly public reporting should show progress, expenditure, service performance, material risks, and upcoming decisions. It should distinguish completed tasks from demonstrated benefits and explain any change in the anticipated schedule or funding requirement.

time-of-day distinctions required for valid comparison. The 90th percentile should remain the principal reliability measure, supported by the 75th percentile and component diagnostics. Coverage in the area from which a unit is reassigned, assembly of the personnel and equipment needed for complex incidents, system outages, workforce stability, capital condition, and the financial position of remaining services should be reviewed alongside first-unit response.

44.5 Final Determination

Washoe County should immediately move forward with the Regional Alignment model, implement common regional operating standards, preserve staffed-company capacity, and advance priority capital work through funded owner programs. At the same time, residents, after an appropriate engagement and voter approval processes, must decide the level of fire protection and emergency response they

want and are willing to fund. The participating governments should present clear choices showing the cost of sustaining current protection, the additional investment required for selected improvements, and the service consequences of operating within available revenue. Continuing the existing funding arrangements without addressing the projected shortfall will not sustain the modeled service and capital requirements.

If residents support sufficient funding to maintain current or increased service, Reno, Sparks, and Truckee Meadows Fire Protection District, together with Washoe County, should move toward the legislated Regional Fire Authority model. Service commitments, sustainable funding, representation, workforce arrangements, and the legislative framework should be developed in parallel with immediate operational improvements. Full implementation should be anticipated to take at least three years, with complete integration occurring only after the required approvals, funding, workforce agreements, administrative systems, and continuity arrangements are secured. Enhanced shared dispatch should operate during the interim while the permanent regional Fire/EMS communications center advances through its separately funded implementation program, including governance, staffing, facility, REMSA, technology, and resilience requirements.

If sufficient funding to maintain current service is not supported or otherwise secured, each responsible governing body must explicitly determine which services to reduce to bring its obligations within available resources. Those decisions should identify the effects on coverage, staffing, response times, simultaneous-incident capacity, wildfire and specialty capability, and neighboring jurisdictions. The agencies should coordinate revised dispatch and automatic-aid arrangements, complete applicable workforce processes, and inform residents before changes take effect. Reductions should follow a deliberate public decision rather than emerge through unplanned vacancies, deferred replacement, or declining service reliability. Regional Alignment should continue to improve the use of available resources under either outcome. Ultimately, there is no cost-free solution to the region's service and funding challenge. The decisions ahead require unavoidable trade-offs between funding and service delivery. While this Study provides options to inform those decisions, the participating governments and residents must determine the level of service they are willing and able to support.

ANNEXES

These annexes provide the maps, technical inventories, decision screens, and implementation tools that support the findings in the main report. They are ordered by the first principal chapter they support. Each annex uses letter-based section, table, figure, and map numbering. General sources follow in the report-wide Bibliography, and calculation packages are listed separately after the Bibliography.

Annex Guide

Annex	Title	Report connection
A	Public Feedback Summary	Chapter 3
B	Reno Fire Department Station and Territory Map	Chapter 6
C	Sparks Fire Department Station and Territory Map	Chapter 6
D	Truckee Meadows Fire Protection District Station and Territory Map	Chapter 6
E	Regional Temporal Demand Mapping	Chapter 7
F	Regional Response-Time Performance Standards	Chapter 8
G	Modeled Boundary-Drop Travel-Time Savings by Department and Station Area	Chapter 10
H	Staffing and Deployment Alternatives Analysis	Chapter 14
I	2031 Growth Corridor Atlas	Chapter 15
J	Close Station-Pair Network Review	Chapter 16
K	Residential CRR Ranking and Growth Analysis	Chapter 20
L	Station Condition Inventory	Chapter 18
M	Priority Areas for Firewise and Community Mitigation Verification	Chapter 20
N	Community Insurance Resilience and Mitigation Priority Analysis	Chapter 21
O	Comparative Wildfire Mitigation Recognition Frameworks and Nevada Policy Options	Chapter 21
P	Regional Operational Readiness Assessment	Chapter 22
Q	Critical-Domain Policy Crosswalk	Chapter 22
R	TMFPD Volunteer Fire Program Assessment	Chapters 22 and 28
S	Regional Fleet Inventory Summary	Chapter 23
T	Apparatus Type and Condition Summary	Chapter 23
U	Equipment Standardization Roadmap and Quantified Cost-Benefit Analysis	Chapters 23 and 30
V	Shared Reserve and Fleet Maintenance Operating Standards	Chapter 23

Annex	Title	Report connection
W	Agreement and Cost-Sharing Inventory	Chapters 24 through 29
X	Debt and liability interpretation	Chapter 27
Y	Full financial base assumptions and sensitivity definitions	Chapter 30
Z	Annual comparative cost and cash requirements	Chapter 30
AA	Capital and fleet audit protocol	Chapter 30
AB	Reproducible calculations and controls	Chapter 30
AC	Agency share illustration for a neutral Regional Alignment	Chapter 30
AD	Model decision framework and five-year bridge	Chapter 30
AE	Annual funding scenarios and approval tests	Chapter 30
AF	Integrated consolidation, pro forma budget and cash schedules	Chapter 30
AG	Station and staged conversion cash assumptions	Chapter 30
AH	Legislative and Local Code Amendment Matrix	Chapter 31
AI	Zone-Based EMS Response Benchmarks and Response-Zone Map	Chapter 32
AJ	Fire-Based ALS Deployment and EMS Integration Plan	Chapter 32
AK	Dispatch Technology and Equipment Inventory	Chapter 33
AL	Dispatch Staffing and Workload Data Requirements	Chapters 33 and 35
AM	Mutual-Aid and External Dispatch Interfaces	Chapters 33 and 37
AN	Dispatch Financial Model Methods, Assumptions, and Required Outputs	Chapter 35
AO	Regionalization and Consolidation Decision Register	Chapters 38 and 39

Annex A: Public Feedback Summary

Responses to Online Survey Closing 30 April

The following summarizes the comments in response to the survey question: Is there anything about fire or emergency medical services in Washoe County that you feel this survey did not address, or that you would like decision-makers to know? This is provided in summary because of the number and variability of responses.

Themes in the Open-Ended Responses

The authors have sorted substantive comments into the 13 response areas below. Blank entries, generic acknowledgments, and replies expressing no substantive opinion were excluded. Comments addressing several issues inform more than one category. This is a qualitative summary—not a ranking of prevalence or a measure of countywide support. Respondents' claims are reported as views, not independently verified findings. The important qualifications noted in respect of the weight given to the primary survey question results also apply to these comments.

The comments emphasize reliable coverage, coordinated response, responsible spending, and accountable leadership. They differ substantially over whether those objectives require full consolidation, cooperation among independent agencies, changes to ambulance provision, or additional funding. Support for operational improvements therefore should not be interpreted automatically as support for a particular organizational model.

A.1 Regional Consolidation and Alternatives

Supporters viewed consolidation as a means of reducing duplication, improving coverage, standardizing operations, and overcoming jurisdictional divisions. Opponents emphasized local accountability, departmental identity, protection of existing resources, and concerns about higher costs or reduced service. An alternative was stronger cooperation, automatic aid, and unified dispatch without merging departments or budgets. Previous consolidation and separation generated conflicting assessments and requests to explain what would be different this time. Some respondents proposed broader governmental or multi-county consolidation.

A.2 Organizational Governance and Interagency Relationships

Comments called for clear accountability, balanced representation, and safeguards against one jurisdiction dominating a regional organization. Suggested arrangements included an independently elected board, public members, and members with operational or financial expertise. Other respondents preferred retaining existing local control or giving department leaders greater operational authority. Concerns included political interference, union influence, competing institutional interests, and persistent interagency disagreements. Cooperation and public service were repeatedly placed ahead of organizational control.

A.3 Dispatch, Communications, and Closest-Resource Response

Respondents repeatedly requested unified dispatch, fewer transfers between call centers, and dispatch of the closest appropriate available resource regardless of jurisdiction. Reported concerns included repeated questioning, delayed notification, inconsistent information, unnecessary duplicate responses, and units being canceled after deployment. Suggestions included shared radio communications, linked dispatch systems, and real-time vehicle-location information. Views differed over who should operate dispatch and whether law enforcement should share the same center as fire and EMS.

A.4 Service Coverage, Response Times, Stations, and Growth

Comments called for maintaining, reopening, or adding staffed stations as development increases. Particular concerns involved rural and outlying communities, including the North Valleys, Washoe Valley, Verdi, and Spanish Springs. Respondents questioned station closures, relocation proposals, traffic-related delays, and the availability of backup coverage. Some feared that regional deployment would draw resources toward urban areas. Experiences ranged from rapid, lifesaving responses to serious delays. Protecting existing service during any transition was an important concern.

A.5 Staffing, Training, and Workforce Support

A recurring request was four-person apparatus staffing, associated by respondents with firefighter safety and effective emergency operations. Other comments questioned universal staffing increases or preferred targeting additional staffing to outlying stations. Themes also included recruitment, retention, competitive compensation, employee fatigue, mandatory overtime, and potential job losses. Respondents supported consistent training and operating procedures, employee participation in decisions, and preservation or expansion of volunteer and youth recruitment programs.

A.6 EMS Organization, Ambulance Transport, and REMSA

Views differed sharply. Some respondents supported transferring ambulance services to fire departments or a separate publicly operated EMS agency; others proposed competitive private provision or mixed arrangements. Critics raised concerns about transport delays, staffing, clinical standards, franchise restrictions, and oversight. Conversely, supporters praised REMSA's care and favored preserving what they described as a regional service operating without tax subsidy. Comments also requested clearer comparisons of service quality, transport costs, billing, and accountability under alternative arrangements.

A.7 Appropriate Use of Emergency Resources

Respondents questioned sending large fire apparatus, multiple crews, or two ambulances to medical incidents when fewer resources might suffice. Suggestions included matching the response to medical urgency, telephone nurse assessment, and distinguishing emergency response from non-emergency healthcare and social-service needs. A contrasting view favored fire department attendance at every medical emergency. Questions also concerned when paramedic-level staffing is necessary and whether clinical outcomes receive sufficient attention alongside response times.

A.8 Costs, Efficiency, and Financial Accountability

Comments sought evidence of actual savings rather than assumptions that consolidation would reduce costs. Potential savings identified by respondents included fewer executive positions and less duplication in administration, dispatch, training, and equipment. Countervailing concerns included transition expenses, expanded management structures, labor-contract changes, pensions, overtime, and inherited debt. Respondents requested independent audits, understandable cost comparisons, and an explanation of how any savings would benefit taxpayers or improve frontline services.

A.9 Funding, Taxation, and Fair Distribution of Costs

Opposition to additional taxes frequently reflected household affordability and fixed-income concerns. Other respondents would consider increases for demonstrable improvements in staffing, facilities, or wildfire prevention. Questions concerned dedicated fire funding versus general funds, differences between city and district funding, and whether one community would subsidize another. Suggested contributors included developers, businesses, visitors, and higher-risk properties. Comments also sought

clarity about ambulance charges and whether transport revenue would remain available for emergency services.

A.10 Wildfire Prevention and Risk Reduction

Respondents sought greater investment in vegetation management, defensible space, prescribed burning, and enforcement where neighboring properties create hazards. Practical suggestions included green-waste collection, affordable hazardous-material disposal, home-hardening assistance, public education, and neighborhood or homeowners' association involvement. Some favored tighter restrictions on activities that could start fires. Other comments addressed the number of staff assigned to fire prevention work, coordination with land-management agencies, and earlier use of aerial firefighting resources.

A.11 Evacuation, Public Warning, and Emergency Preparedness

Comments emphasized limited evacuation routes, congestion, clearly identified evacuation zones, and timely, consistent instructions. Respondents wanted warning arrangements that remain effective during electricity, internet, or cellular outages. Particular concerns involved people with disabilities or medical equipment, residents with livestock, and visitors without vehicles. Suggestions included better evacuation support and training, coordination with utilities, and planning for communities with limited road access.

A.12 Home Insurance Availability and Affordability

Some respondents connected insurance costs, loss of coverage, or perceived protection ratings with wildfire exposure and distance from staffed stations. Comments sought consideration of whether better protection and mitigation could improve insurance affordability. One proposed a FAIR Plan insurance option. These were concerns and suggestions, not demonstrated insurance outcomes.

A.13 Public Information, Consultation, and the Study Process

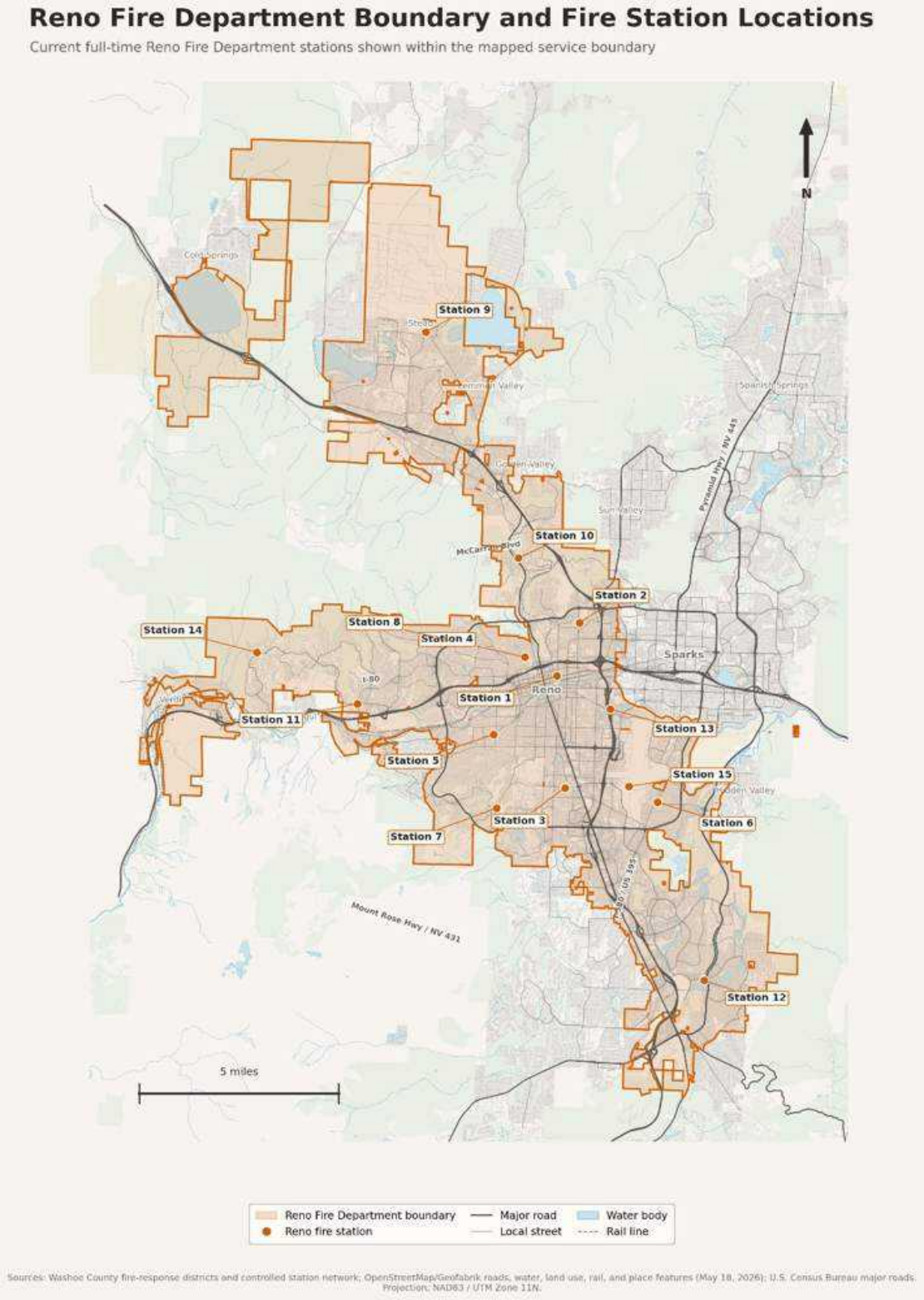
Respondents requested clearer information about existing expenditures, staffing, station coverage, call volumes, response performance, and the costs and consequences of alternatives. Some considered survey questions leading, vague, or insufficiently differentiated between fire and EMS; others questioned the relevance of demographic questions. Comments called for meaningful public and employee participation, transparency, and lessons from previous arrangements. Frustration with repeated studies was accompanied by requests for practical action and visible follow-through.

Responses to 22 October 2026 Public Presentation of Draft Report

TBD after responses received

Annex B: Reno Fire Department Station and Territory Map

Map B-1. Reno Fire Department boundary and fire station locations

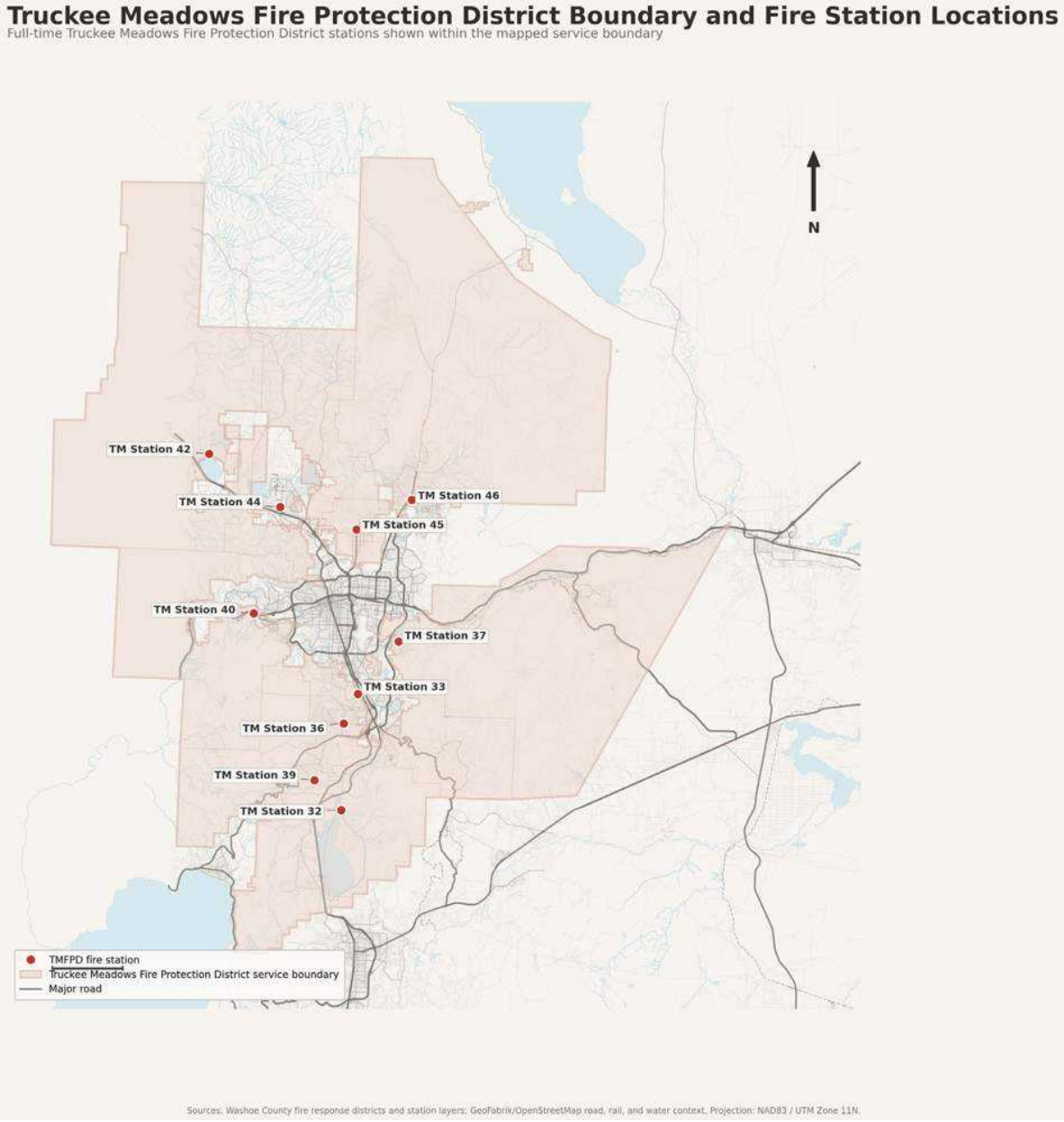


Annex C: Sparks Fire Department Station and Territory Map

Map C-1. Sparks Fire Department boundary and fire station locations

Annex D: Truckee Meadows Fire Protection District Station and Territory Map

Map D-1. Truckee Meadows Fire Protection District boundary and fire station locations



Annex E: Regional Temporal Demand Mapping

The atlas shows where regional incident demand occurred during four equal six-hour dayparts, each day of the week, and each season. Supplemental maps show the same population by broad incident group. All panels use approximately one-square-mile hexagons and a family-specific common logarithmic scale, allowing direct spatial comparison among panels in the same series.

The controlled Chapter 8 routing registry contains 96,386 unique routed events. A deterministic incident-identifier join recovered a valid 2025 timestamp for 95,722 events, or 99.31 percent. The remaining 664 events are excluded only from temporal classification: 663 Reno synthetic duplicate-event identifiers lack a recoverable event time in the controlled registry, and one linked record carries a 2024 timestamp. Every retained event was assigned to one and only one hexagon.

E.1 Regional Distribution Summary

Series	Highest regional level	Measure	Comparison
Daypart	Noon to 5:59 p.m.	31,556 events; 33.0%; 86.5 per day	Midnight to 5:59 a.m.: 13,571; 14.2%; 37.2 per day
Weekday	Friday	14,205 events; 273.2 per Friday	Sunday: 13,069; 251.3 per Sunday
Season	Summer	25,025 events; 272.0 per day	Winter: 23,197; 257.7 per day
Broad group	EMS and medical	76,055 events; 79.5%; 208.4 per day	Fire and hazard: 10,646; service rescue and other: 9,021

The regional totals show a strong daytime cycle and a comparatively narrow day-of-week and seasonal range. The spatial panels add the decision-relevant question: whether those time patterns remain concentrated in the same core geography or extend into different corridors and outer service areas.

E.2 How to Read the Atlas

Color. Darker hexagons indicate a higher normalized event rate. A logarithmic scale preserves both urban concentration and lower-frequency corridor demand. The upper color is capped at the 99.5th percentile within each series; exact values remain in the GIS table.

Boundaries and stations. Colored lines are official July 2026 first-due polygons. Triangles show the current 31-station-network as of July 31, 2026. These layers provide present planning context and are not represented as the historical deployment state for every 2025 incident.

Interpretive boundary. The maps show demand distribution. They do not establish response time, unit availability, concurrency, staffing sufficiency, or legal service responsibility for a particular incident.

E.3 Method and GIS Controls

Authoritative event coordinates come from the controlled Chapter 8 event model. Reno event times are joined from CALL_CREATED_Datetime, Sparks event times from CALL_ENTRY_DATE and CALL_ENTRY_TIME, and TMFPD event times from Answer Time. Agency timestamps are treated as recorded local time; no time-zone conversion is applied. These source clocks support calendar

classification but are not represented as identical end-to-end call-processing clocks. The joins use the event identifiers retained by the agency calculation packages and the Chapter 8 routing registry.

Coordinates are transformed from WGS 84 to NAD83 UTM zone 11N before aggregation. The fixed flat-top grid uses a 1,000-meter center-to-vertex radius, producing 1.003-square-mile hexagons. The published Study-area polygon is retained as the background extent; 211 retained events fall outside that polygon and remain visible in occupied perimeter hexagons so the atlas does not suppress controlled event geography.

Daypart and broad-group panels use 365 as the denominator. Weekday panels use the 52 or 53 occurrences of that weekday in 2025. Seasonal panels use the actual number of days in winter, spring, summer, and fall. This normalization prevents the extra Wednesday and unequal season lengths from appearing as demand differences.

E.4 Source and Validation Controls

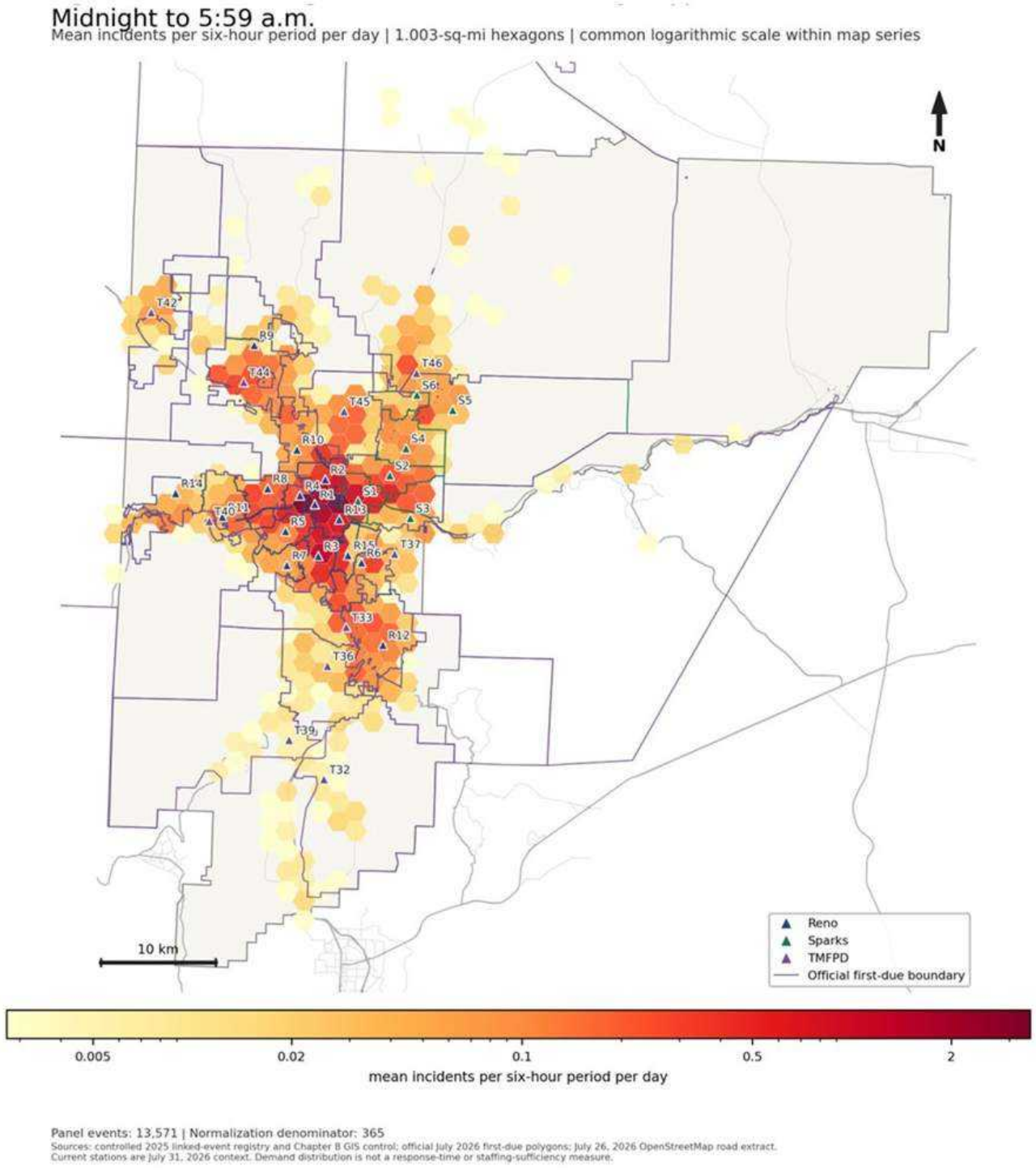
Control	Source	Validated result
Event identity and location	Chapter 8 GIS control package	96,386 routed unique events in WGS 84
Temporal attributes	Final agency calculation sources	95,722 valid 2025 joins; 99.31% coverage
Service geography	Official current first-due polygons	31 polygon records; July 2026 context
Station geography	Controlled current station-network	31 included station points as of July 31, 2026
Road context	Project-retained OpenStreetMap Nevada extract	7,272 motorway-through-tertiary features; July 26, 2026
Aggregation	Projected fixed hexagonal grid	1.003 sq mi; 1,240 retained cells; 471 occupied

Partition tests confirm that daypart, weekday, season, and broad-group counts each sum to the 95,722-event retained population. All event coordinates are finite, all hexagon geometries are valid, and all retained events have a single hexagon assignment. The reproducibility package contains the aggregated GeoPackage, CSV tables, classification crosswalk, map index, source register, validation summary, file hashes, and build script.

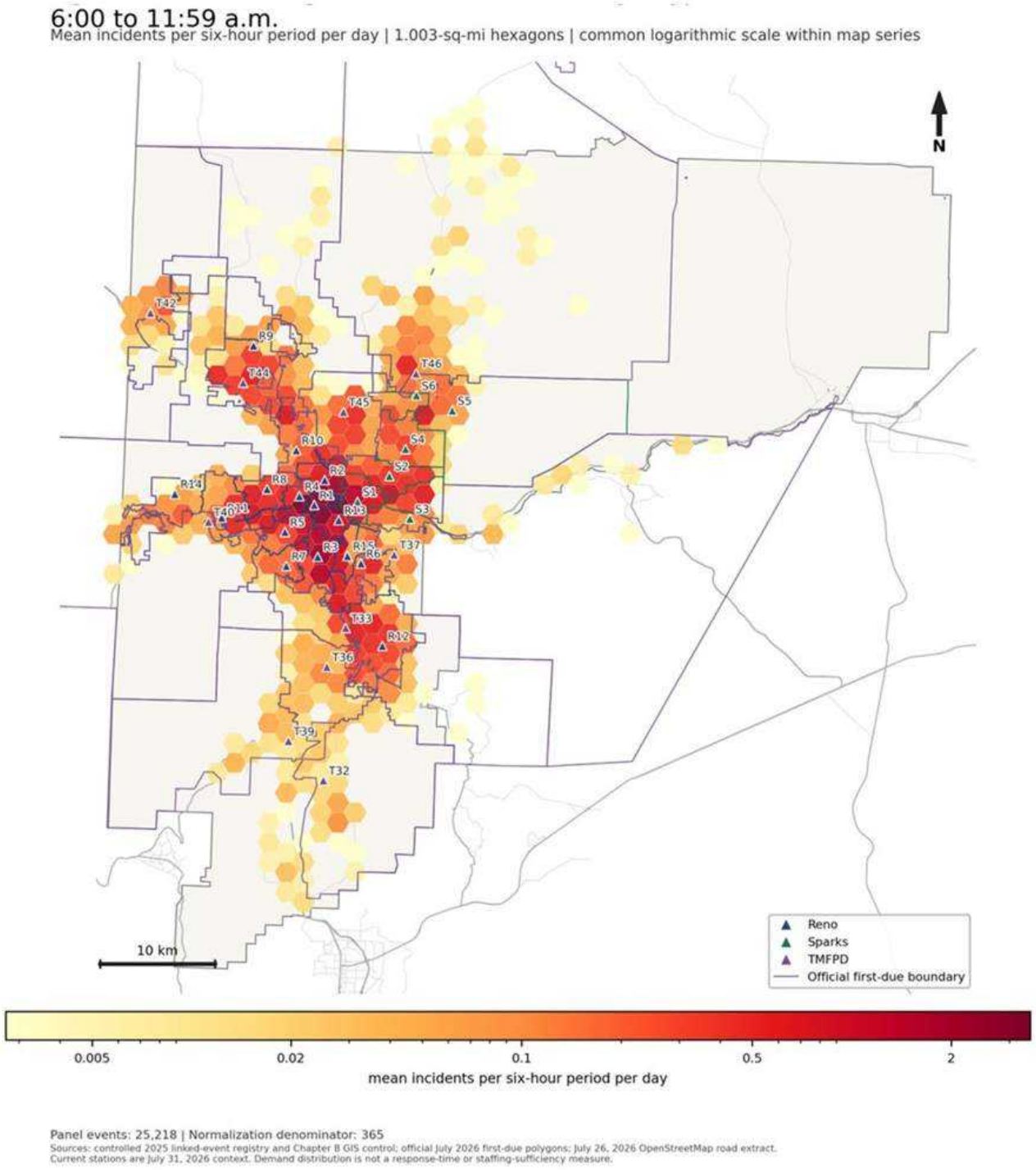
E.5 Temporal Demand Map Series

Maps E-1A through E-4C present the daypart, weekday, seasonal, and broad incident-group series using the common methods and controls described above.

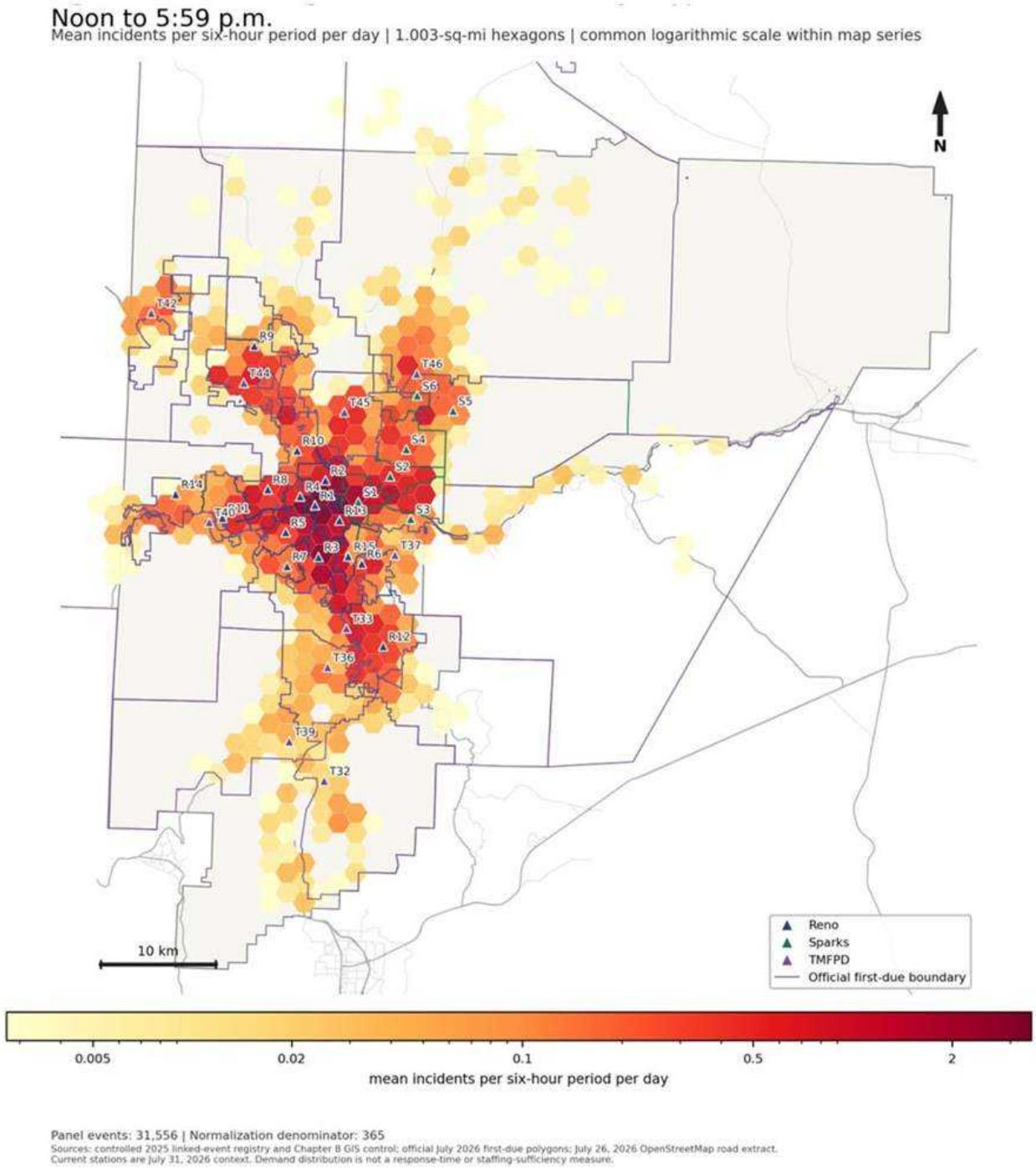
Map E-1A 2025 regional incident demand by daypart



Map E-1B. 2025 regional incident demand by daypart



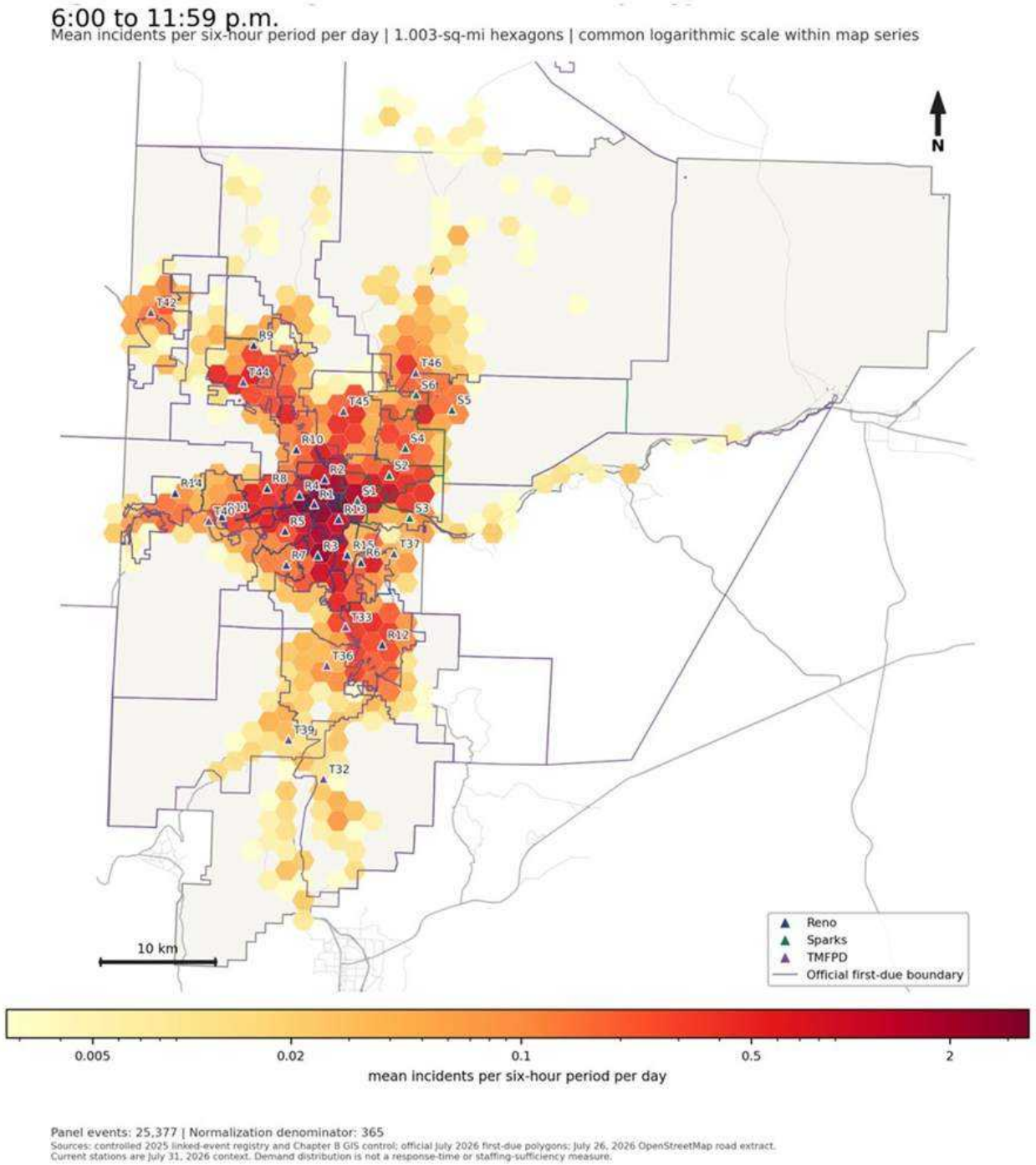
Map E-1C. 2025 regional incident demand by daypart



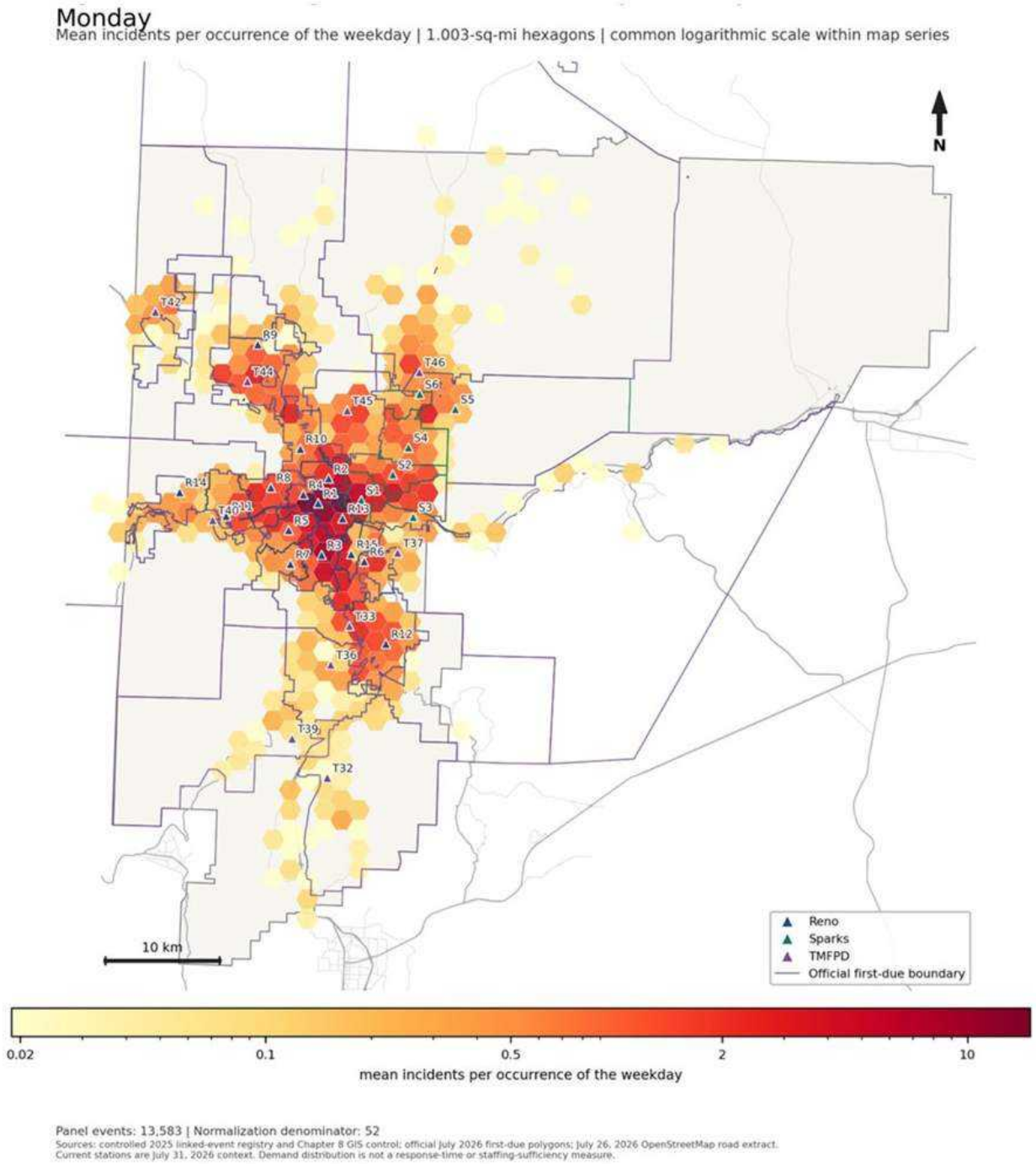
Panel events: 31,556 | Normalization denominator: 365

Sources: controlled 2025 linked-event registry and Chapter B GIS control; official July 2026 first-due polygons; July 26, 2026 OpenStreetMap road extract.
Current stations are July 31, 2026 context. Demand distribution is not a response-time or staffing-sufficiency measure.

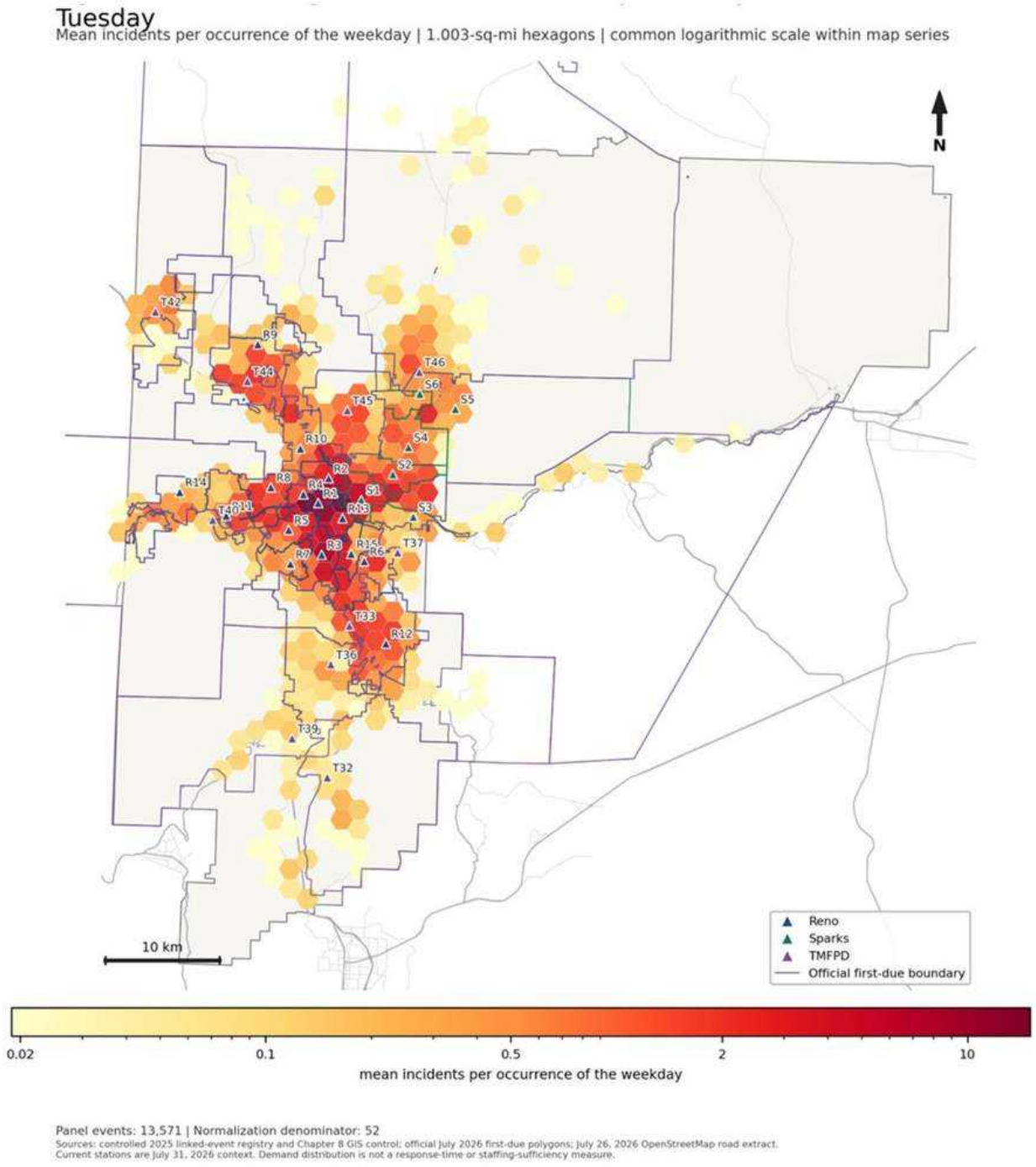
Map E-1D. 2025 regional incident demand by daypart



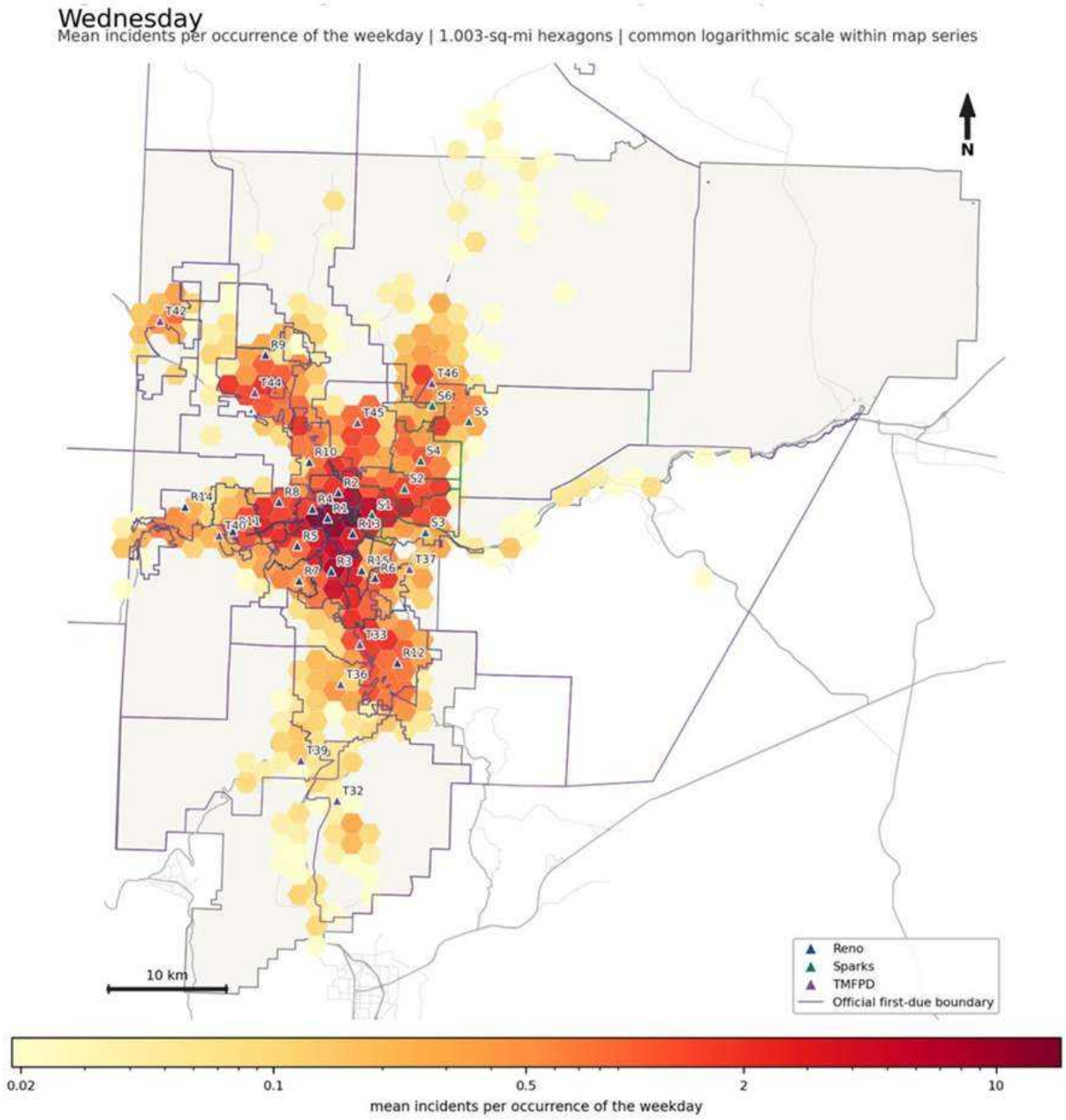
Map E-2A. 2025 regional incident demand by weekday



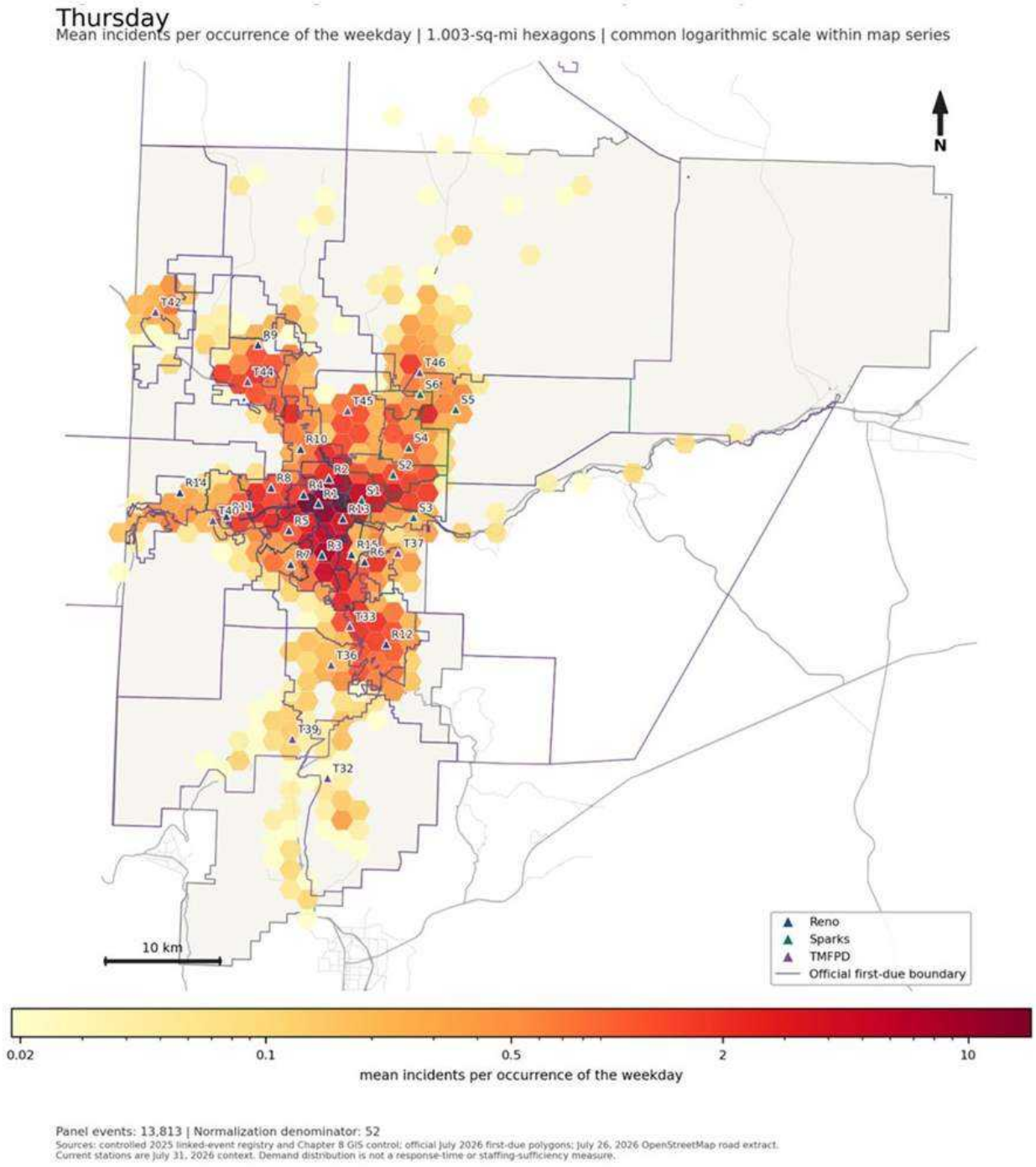
Map E-2B. 2025 regional incident demand by weekday



Map E-2C. 2025 regional incident demand by weekday

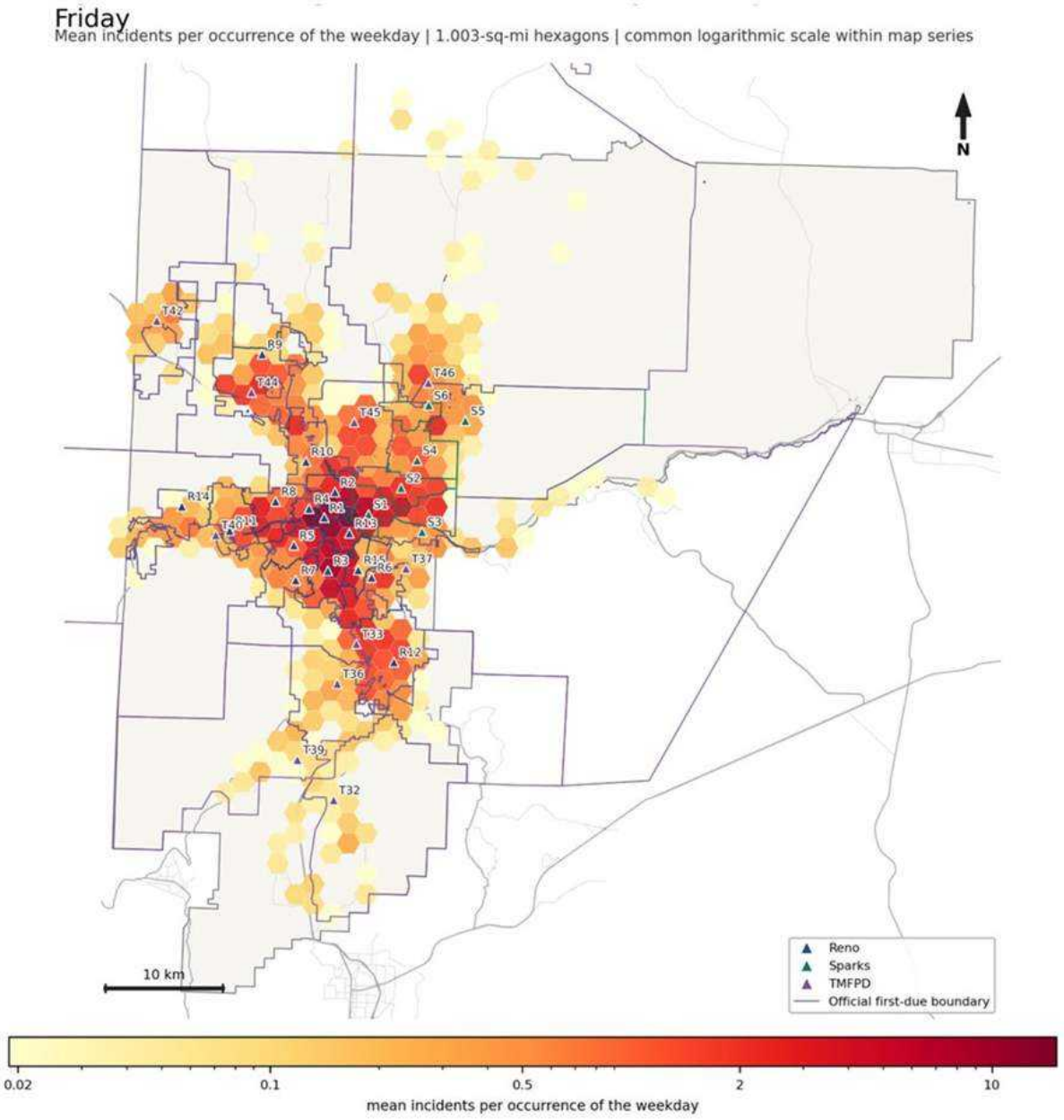


Map E-2D. 2025 regional incident demand by weekday

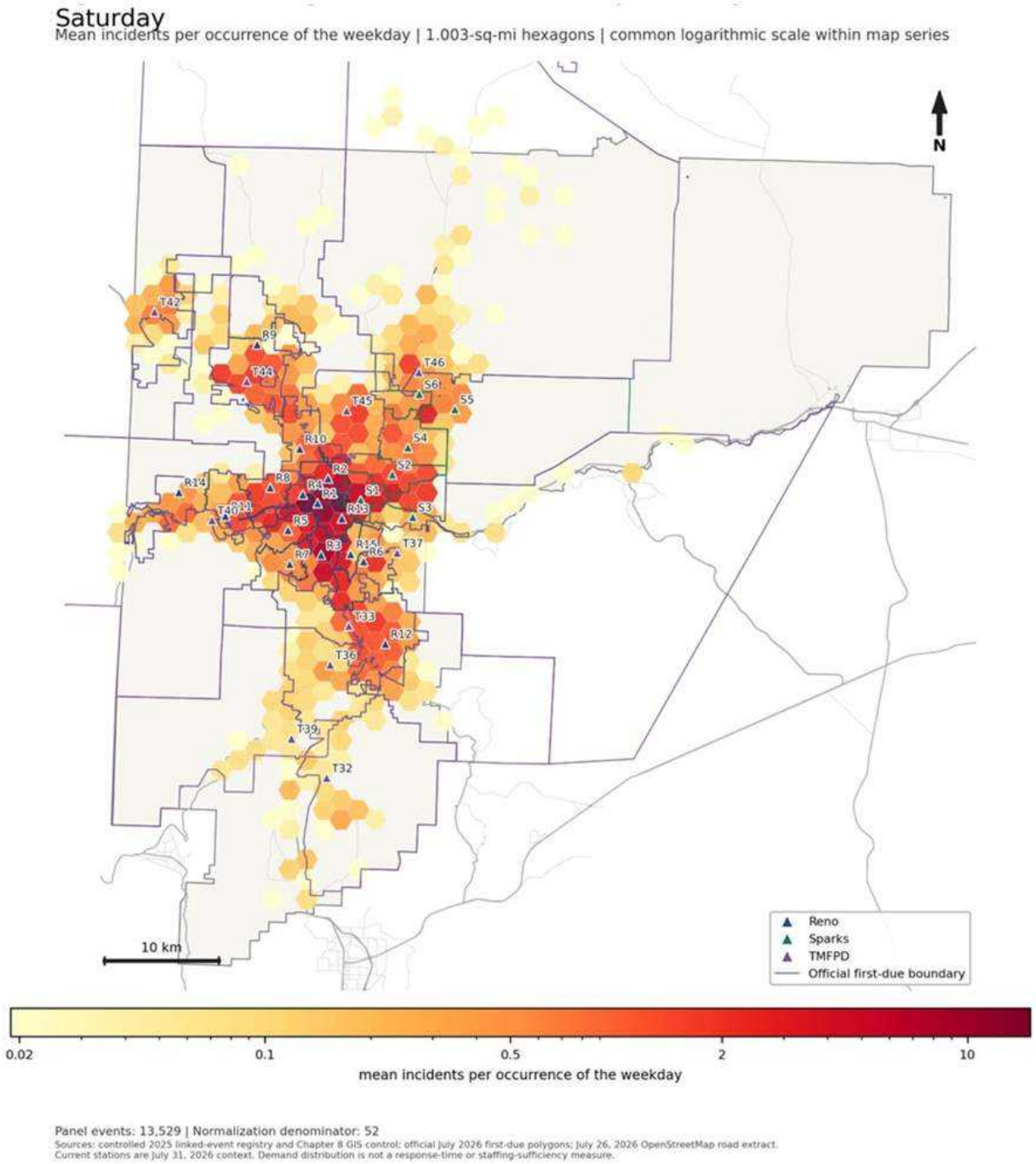


Panel events: 13,813 | Normalization denominator: 52
Sources: controlled 2025 linked-event registry and Chapter 8 GIS control; official July 2026 first-due polygons; July 26, 2026 OpenStreetMap road extract.
Current stations are July 31, 2026 context. Demand distribution is not a response-time or staffing-sufficiency measure.

Map E-2E. 2025 regional incident demand by weekday

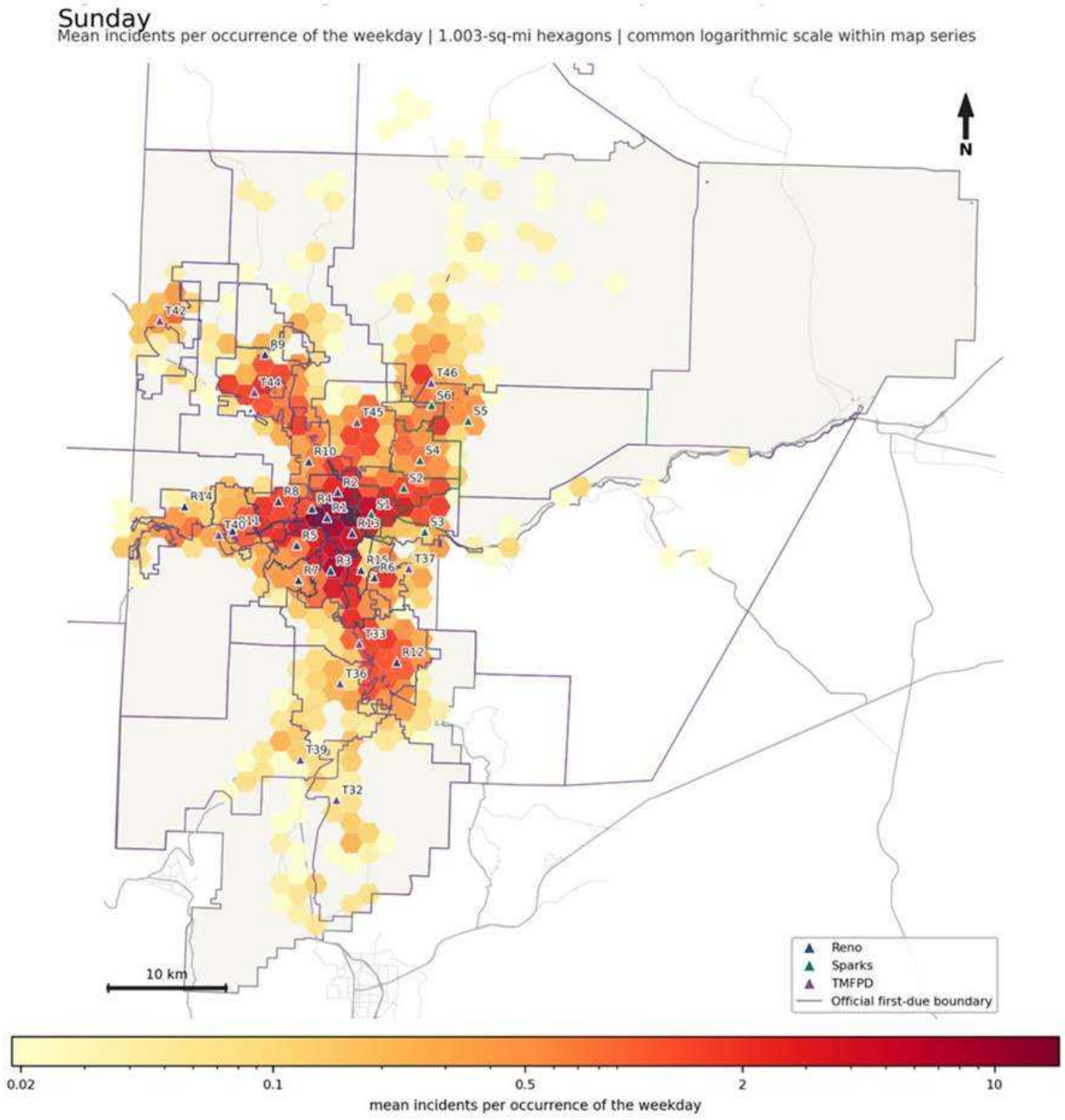


Map E-2F. 2025 regional incident demand by weekday



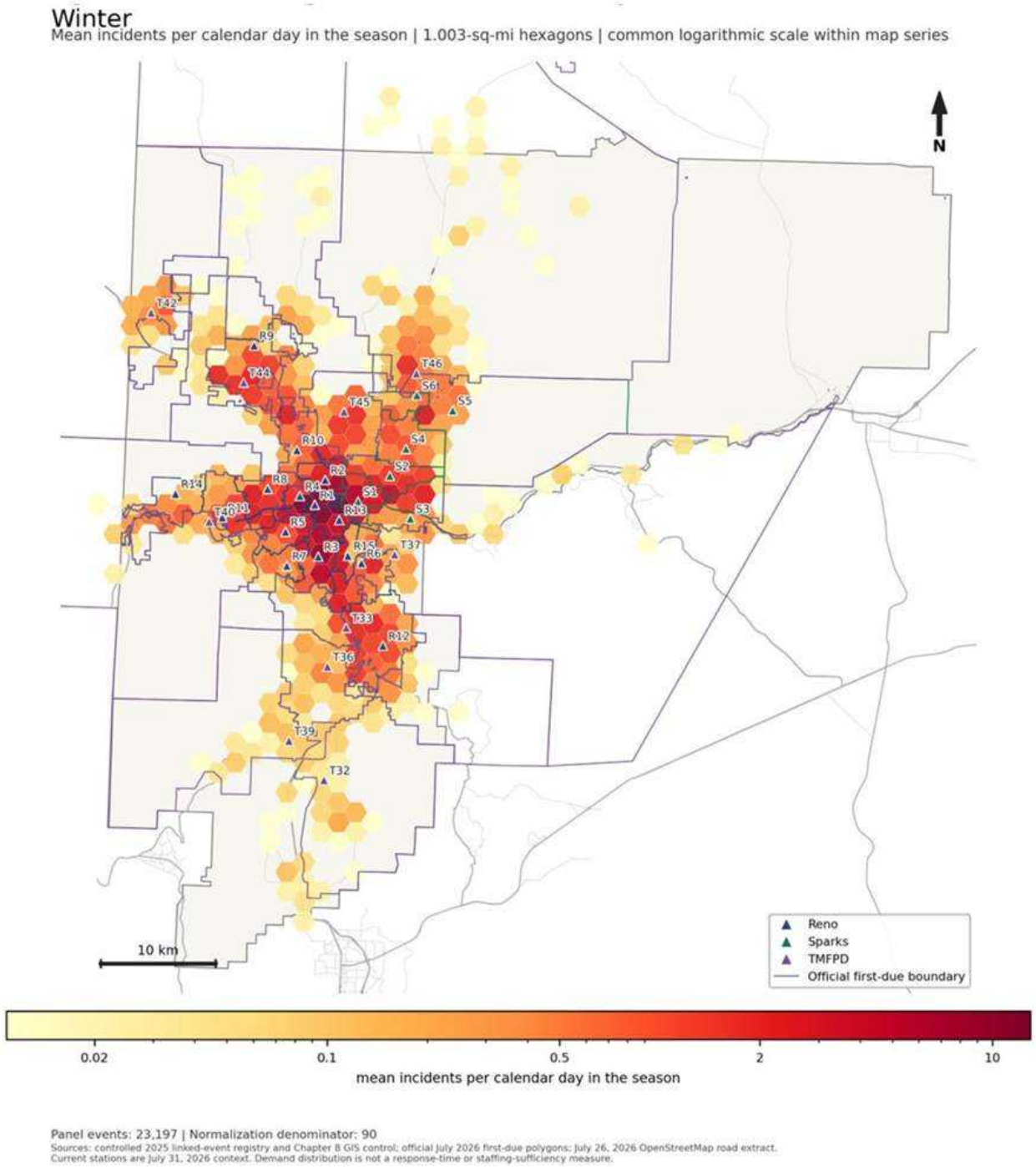
Panel events: 13,529 | Normalization denominator: 52
Sources: controlled 2025 linked-event registry and Chapter 8 GIS control; official July 2026 first-due polygons; July 26, 2026 OpenStreetMap road extract.
Current stations are July 31, 2026 context. Demand distribution is not a response-time or staffing-sufficiency measure.

Map E-2G. 2025 regional incident demand by weekday



Panel events: 13,069 | Normalization denominator: 52
Sources: controlled 2025 linked-event registry and Chapter 8 GIS control; official July 2026 first-due polygons; July 26, 2026 OpenStreetMap road extract.
Current stations are July 31, 2026 context. Demand distribution is not a response-time or staffing-sufficiency measure.

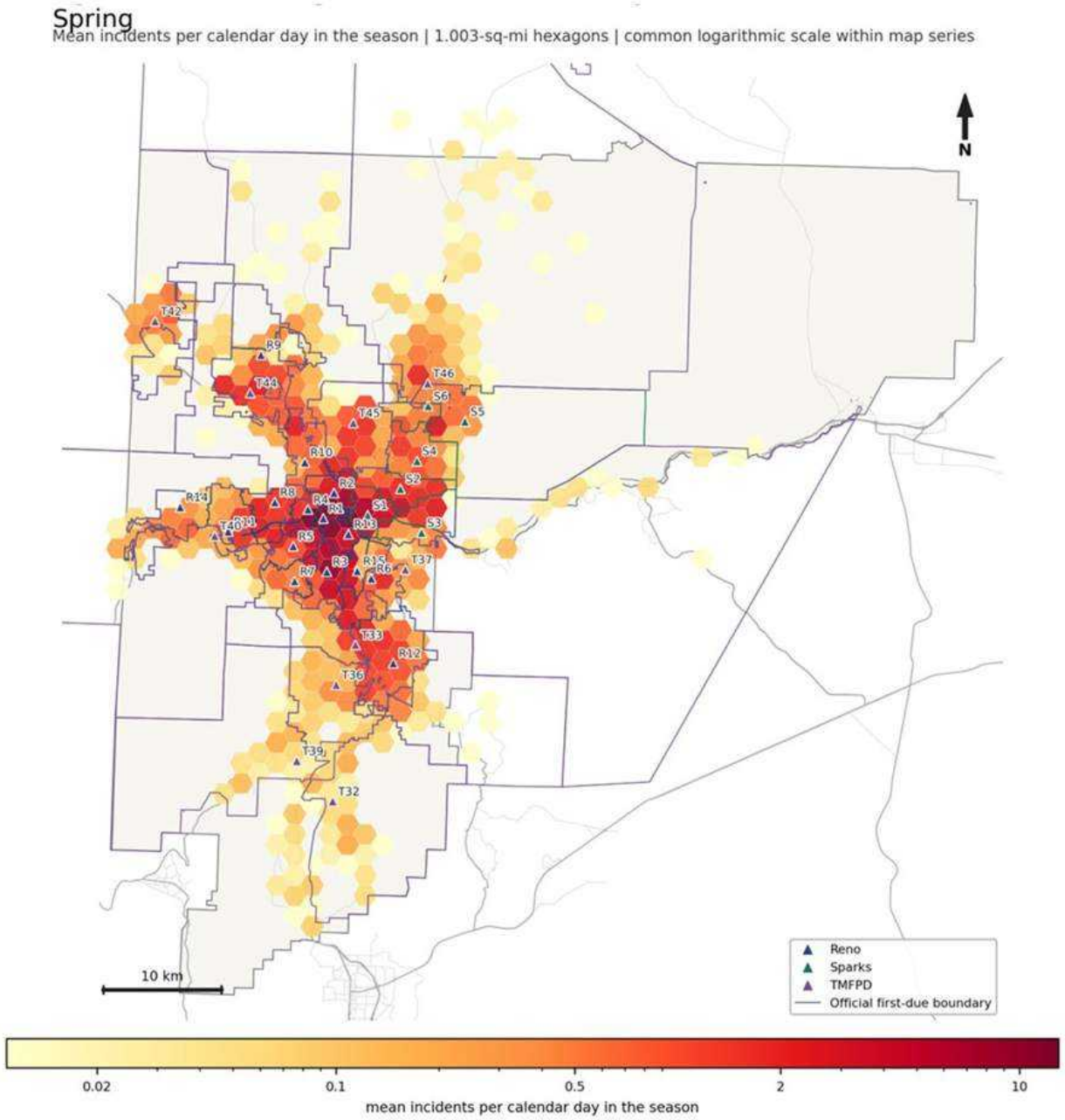
Map E-3A. 2025 regional incident demand by season



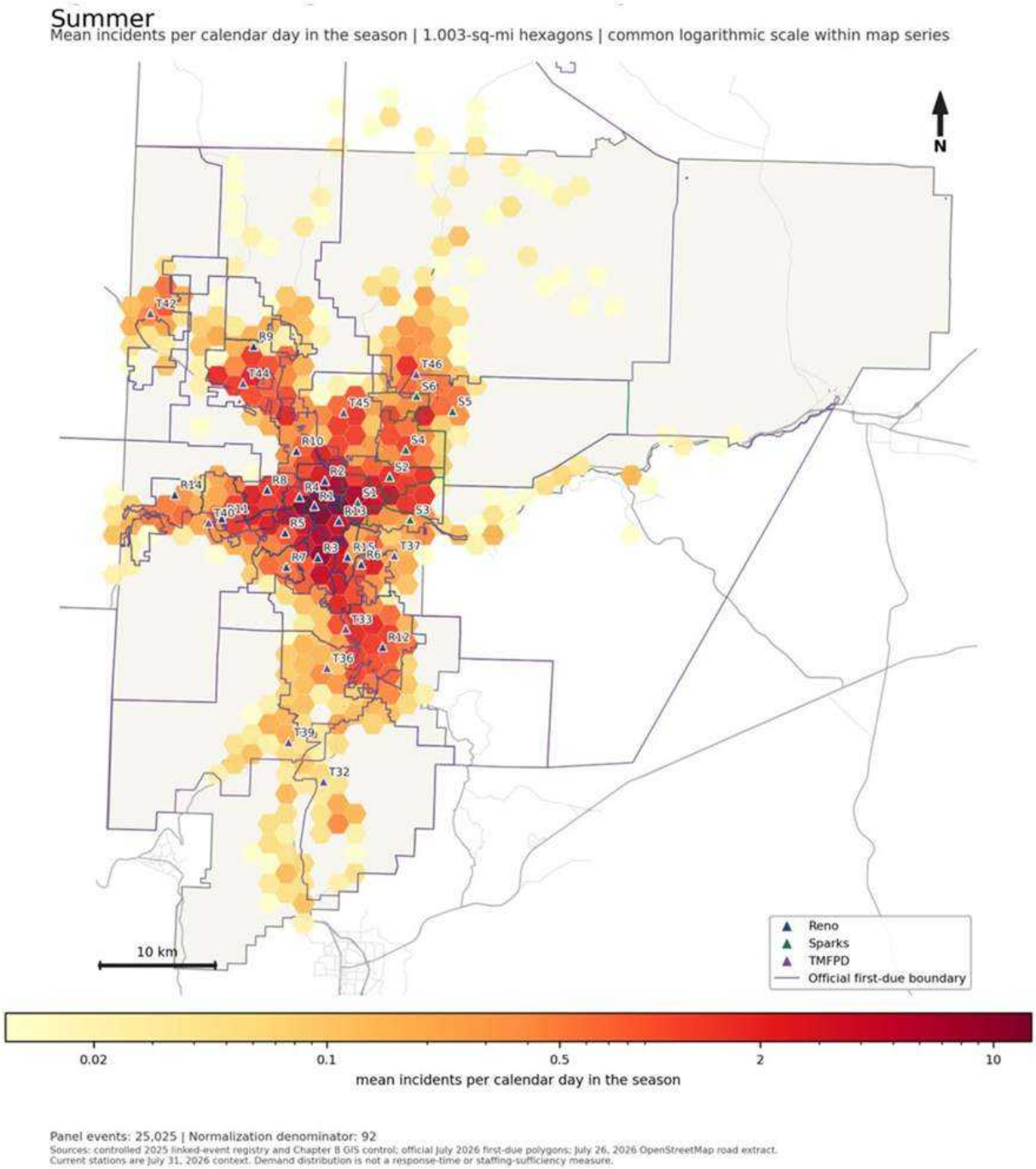
Panel events: 23,197 | Normalization denominator: 90

Sources: controlled 2025 linked-event registry and Chapter B GIS control; official July 2026 first-due polygons; July 26, 2026 OpenStreetMap road extract.
Current stations are July 31, 2026 context. Demand distribution is not a response-time or staffing-sufficiency measure.

Map E-3B. 2025 regional incident demand by season

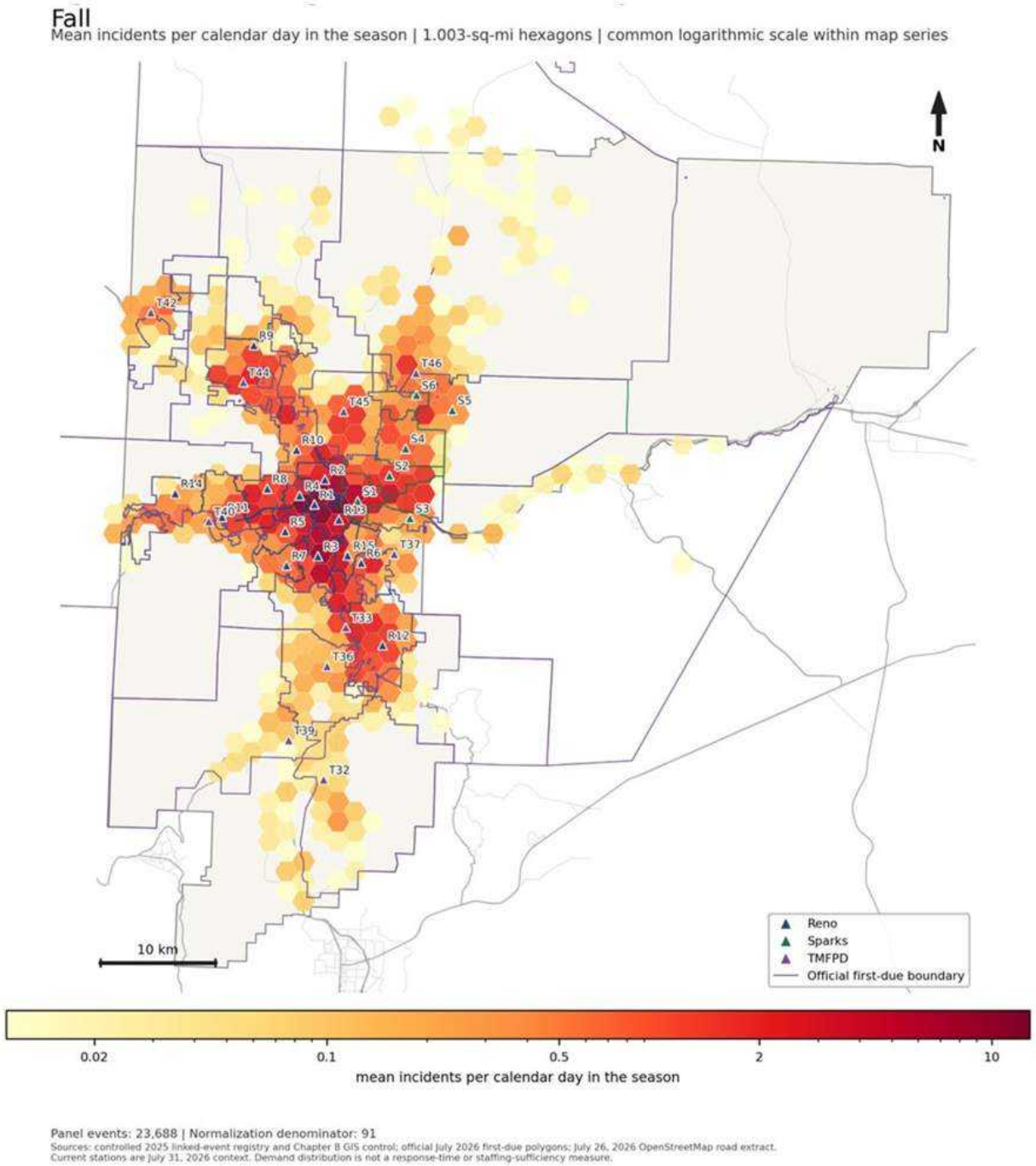


Map E-3C. 2025 regional incident demand by season



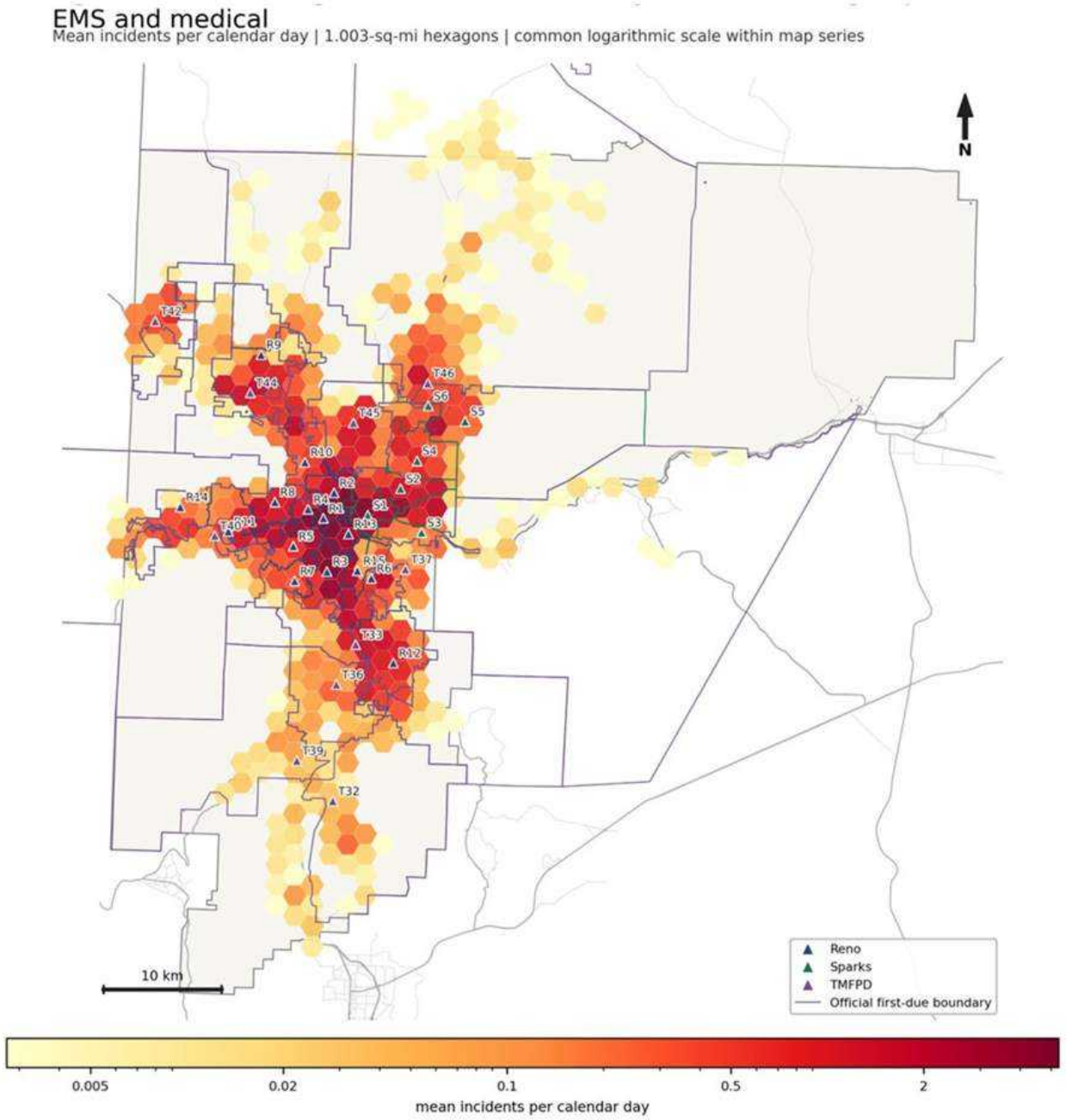
Panel events: 25,025 | Normalization denominator: 92
Sources: controlled 2025 linked-event registry and Chapter 8 GIS control; official July 2026 first-due polygons; July 26, 2026 OpenStreetMap road extract.
Current stations are July 31, 2026 context. Demand distribution is not a response-time or staffing-sufficiency measure.

Map E-3D. 2025 regional incident demand by season



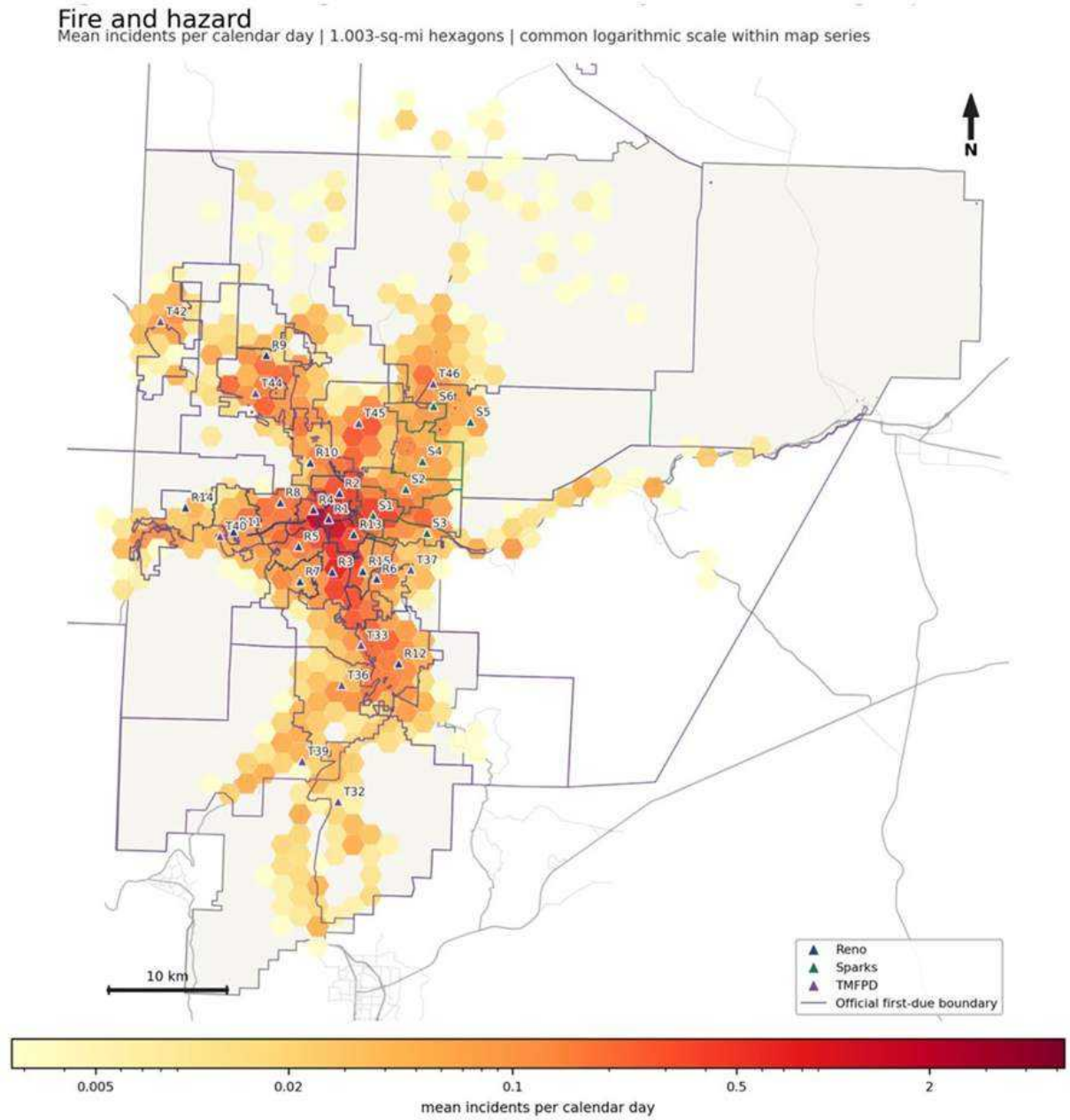
Panel events: 23,688 | Normalization denominator: 91
Sources: controlled 2025 linked-event registry and Chapter 8 GIS control; official July 2026 first-due polygons; July 26, 2026 OpenStreetMap road extract.
Current stations are July 31, 2026 context. Demand distribution is not a response-time or staffing-sufficiency measure.

Map E-4A. 2025 regional incident demand by broad incident group



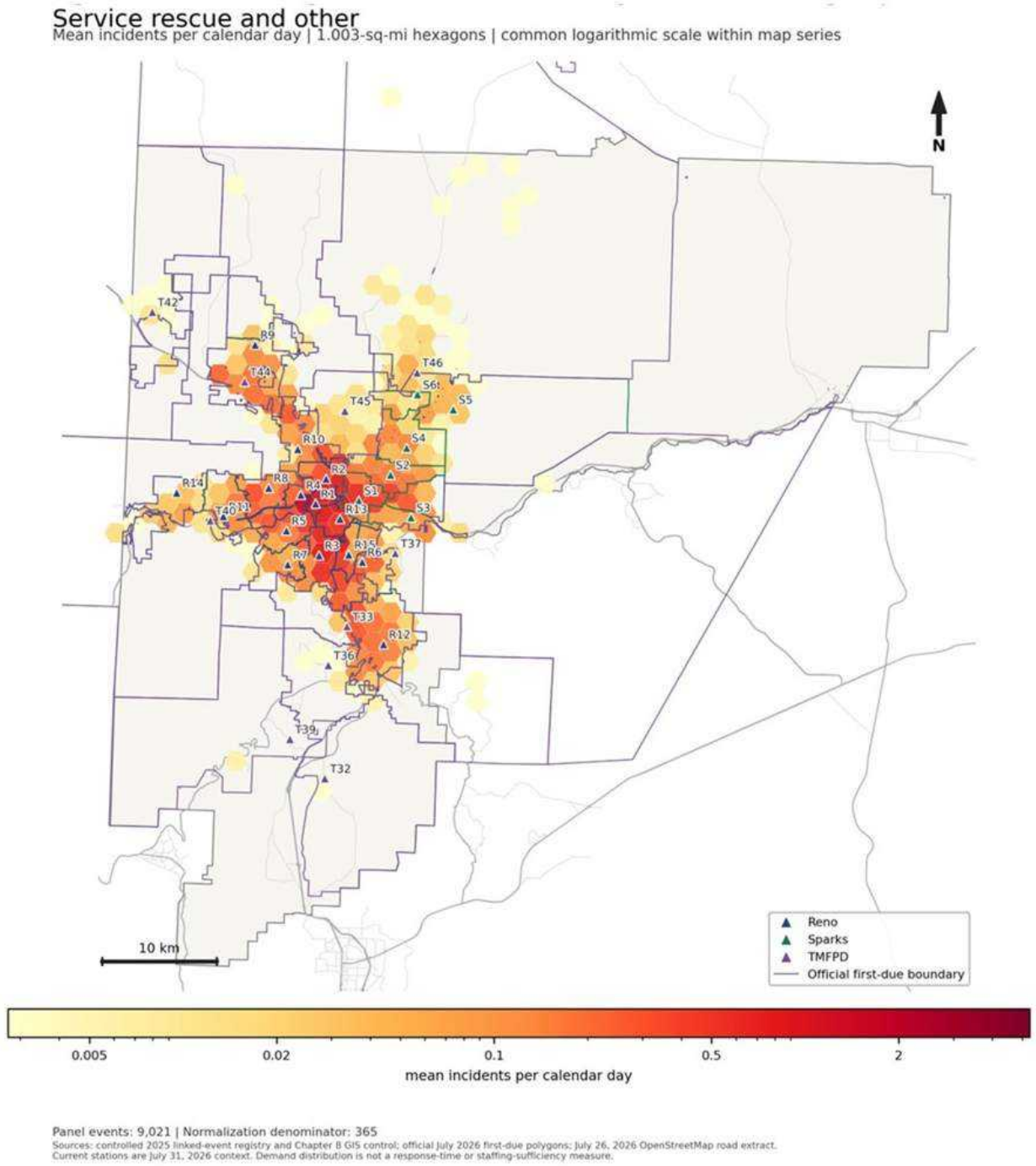
Panel events: 76,055 | Normalization denominator: 365
Sources: controlled 2025 linked-event registry and Chapter B GIS control; official July 2026 first-due polygons; July 26, 2026 OpenStreetMap road extract.
Current stations are July 31, 2026 context. Demand distribution is not a response-time or staffing-sufficiency measure.

Map E-4B. 2025 regional incident demand by broad incident group



Panel events: 10,646 | Normalization denominator: 365
Sources: controlled 2025 linked-event registry and Chapter 8 GIS control; official July 2026 first-due polygons; July 26, 2026 OpenStreetMap road extract.
Current stations are July 31, 2026 context. Demand distribution is not a response-time or staffing-sufficiency measure.

Map E-4C. 2025 regional incident demand by broad incident group



E.6 Interpretation and Limitations

E.6.1 Supported Conclusions

Demand is geographically concentrated in the Reno-Sparks urban core in every temporal series, while lower-frequency demand remains visible along northern, western, southern, and eastern corridors. The concentration is greatest from noon through early evening. Friday has the highest normalized weekday total and Sunday the lowest, but the regional weekday range is modest. Summer has the highest daily seasonal rate and winter the lowest, again with a modest regional spread. EMS and medical incidents account for nearly four-fifths of the retained temporal population and drive much of the recurring core pattern.

E.6.2 Operational Use

The maps support scheduling, prevention, deployment review, and geographic drill-down. A map pattern should be combined with observed unit commitments, concurrent demand, first-due occupancy, road access, incident type, effective-response-force requirements, and receiving capacity before a staffing or station decision is made.

E.6.3 Event-Time Limitation

Temporal results cover 99.31 percent of the controlled routed-event population. The 664 excluded records are not spatially imputed into a period. Their absence is small in regional terms but should be retained when comparing atlas totals with the full 96,386-event Chapter 8 routed population.

E.6.4 Geographic Context Limitation

First-due boundaries, current station points, and major-road context are current planning layers dated July 2026. They orient the reader but do not retrospectively assert which company was staffed, available, dispatched, or first on scene for a 2025 event. The maps publish aggregated cells rather than exact incident points.

E.6.5 Broad-Group Limitation

The three broad groups harmonize source codes for regional display. They do not replace agency-specific incident coding or National Fire Incident Reporting System classification. The reproducibility package preserves the source-code crosswalk and should govern any regrouping.

Annex F: Regional Response-Time Performance Standards

The following table presents formally submitted response time performance standards for all three regional fire agencies as of May 2026. RFD reported no adopted formal standards; all RFD entries reflect that status. SFD standards are adopted but not currently tracked or reported against. TMFPD standards are adopted per its Standards of Cover and are actively measured. NFPA reference benchmarks are included as context only and do not represent any agency's adopted standard.

Table F-1. Formally submitted regional response-time performance standards (May 2026)

Performance Category	**NFPA Reference Benchmark**	**Reno Fire Dept (RFD)**	**Sparks Fire Dept (SFD)**	**Truckee Meadows FPD (TMFPD)**
	Context only Not agency standard	**No formally adopted standard**	**Adopted; not currently tracked 90th percentile**	**Adopted per SOC 85th percentile**
Call Processing	*1:04 (NFPA 1710)*	*Not currently measured*	1:04 | 90th pct	1:00 HIGH / 2:00 all others | 90th pct
Turnout Time – EMS	*1:00 (NFPA 1710)*	*Not currently measured*	1:00 | 90th pct	1:20 | 85th pct
Turnout Time – Fire	*1:20 (NFPA 1710)*	*Not currently measured*	1:20 | 90th pct	1:40 | 85th pct
Travel Time – Urban	*4:00 (NFPA 1710)*	*Not currently measured*	4:00 | 90th pct	6:40 | 85th pct
Travel Time – Suburban	*Agency-defined*	*Not currently measured*	4:00 | 90th pct	8:40 | 85th pct
Travel Time – Rural / WUI	*NFPA 1720 / Agency-defined*	*Not currently measured*	*No declared standard*	18:40 | 85th pct
Total Response – Urban	*6:20 (NFPA 1710)*	*Not currently measured*	6:20 | 90th pct	8:00 | 85th pct
Total Response – Suburban	*Agency-defined*	*Not currently measured*	6:20 | 90th pct	10:00 | 85th pct
Total Response – Rural / WUI	*NFPA 1720 / Agency-defined*	*Not currently measured*	*No declared standard*	20:00 | 85th pct
ERF – Urban Moderate Risk	*10:20 (NFPA 1710)*	*Not currently measured*	10:20 | 90th pct	*Not currently measured*
ERF – Suburban Moderate Risk	*Agency-defined*	*Not currently measured*	10:20 | 90th pct	*Not currently measured*

Performance Category	NFPA Reference Benchmark	Reno Fire Dept (RFD)	Sparks Fire Dept (SFD)	Truckee Meadows FPD (TMFPD)
	Context only Not agency standard	**No formally adopted standard**	**Adopted; not currently tracked 90th percentile**	**Adopted per SOC 85th percentile**
ERF – Rural / WUI Mod. Risk	*NFPA 1720 / Agency-defined*	*Not currently measured*	*No declared standard*	*Not currently measured*

** NFPA benchmarks are reference values only. TMFPD uses the 85th percentile; SFD uses the 90th percentile. RFD has not adopted a formal standard (per email Chief Cochran). SFD adopts but does not currently track these standards. Completed by SFD: Kevin Jakubos, Division Chief, 5/20/2026. Completed by TMFPD: Division Chief, 5/19/2026*

Annex G: Modeled Boundary-Drop Travel-Time Savings by Department and Station Area

This annex presents the detailed department- and station-area results supporting the regional deployment analysis. It compares modeled first-unit travel when station selection is restricted to the responsible agency with modeled travel when the closest participating station can be selected regardless of jurisdiction.

The results measure the effect of station location and the road network. They do not predict whether a unit will be staffed, available, appropriate for the incident, or safe to send without weakening coverage in the area providing the resource.

G.1 How to Read the Results

The median represents the middle modeled call. The 90th percentile represents the slower end of performance: 90 percent of modeled calls are at or below that time, while 10 percent take longer. Department-wide medians change little because most calls retain the same closest station. Larger differences appear among slower calls and in specific station areas near agency boundaries.

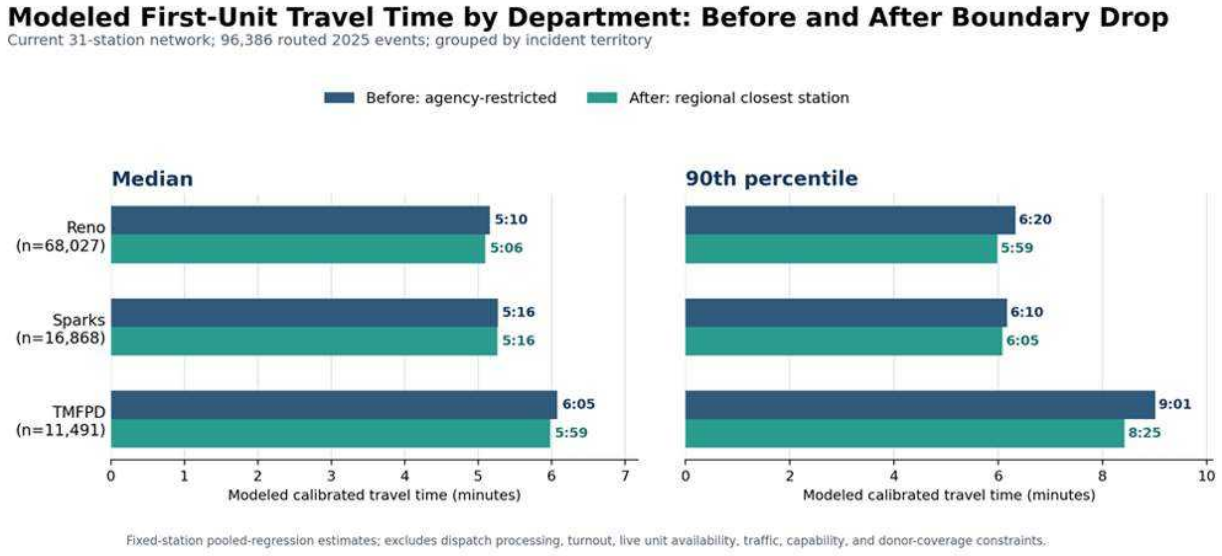
G.2 Department Results

Table G-1. Department-Level Modeled Travel-Time Results

Department	Calls	Median before	Median after	Median savings	90th before / after	90th savings
Reno	68,027	5:10	5:06	4 sec	6:20 / 5:59	21 sec
Sparks	16,868	5:16	5:16	0 sec	6:10 / 6:05	5 sec
TMFPD	11,491	6:05	5:59	6 sec	9:01 / 8:25	35 sec

Note: Savings are calculated from the underlying model. They may differ by one second from subtraction of the displayed times because the displayed times are rounded.

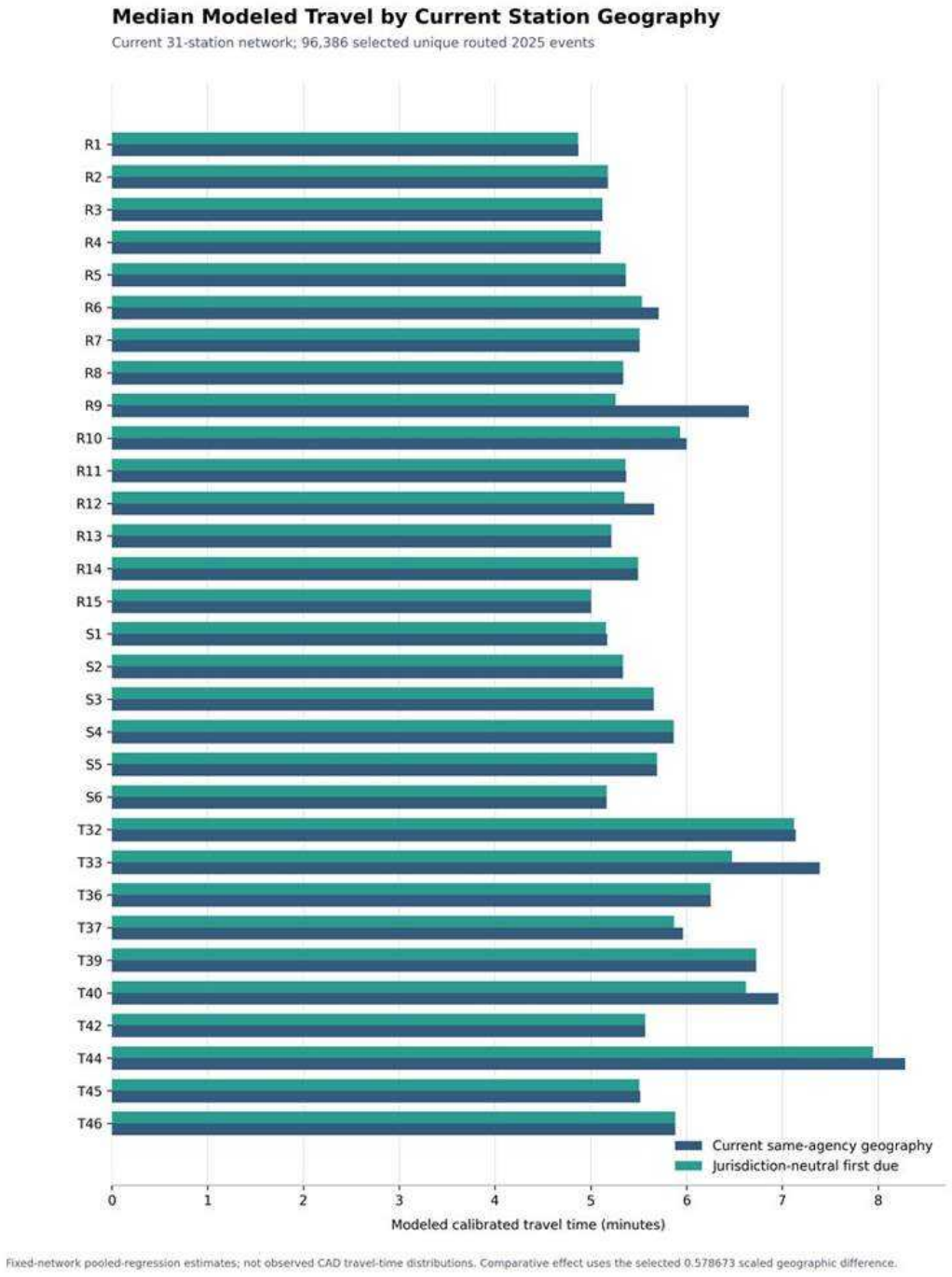
Figure G-1. Modeled first-unit travel time by department under agency-restricted and regional station selection. Current 31-station-network and 96,386 routed 2025 calls



G.3 Median Results by Station Area

The station-area comparison groups calls by their current station geography. It does not evaluate the performance of an individual station or crew. The most visible median reductions occur in the R9, R12, T33, T37, T40, and T44 areas. Most central station areas change little because their current agency already operates the closest station for most calls.

Figure G-2. Median modeled travel time by current station area. Blue represents agency-restricted station selection; green represents selection of the closest participating station.

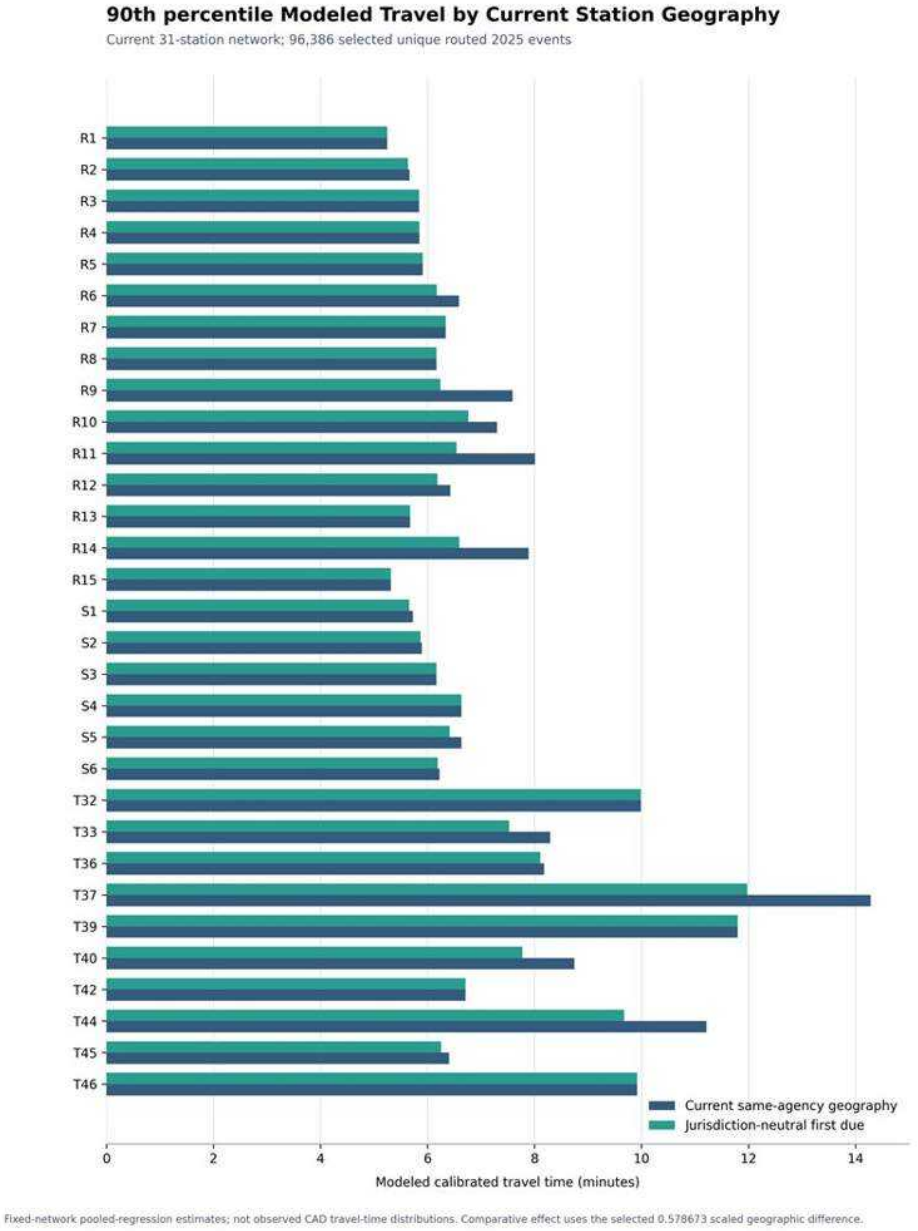


G.4 90th-Percentile Results by Station Area

The 90th-percentile comparison shows where regional station selection could reduce some of the longest modeled travel times. The larger reductions are concentrated in the R9, R11, R14, T37, T40, and T44 areas. These results support targeted corridor plans rather than an unconditional regionwide closest-station rule. They do not independently support transfer of legal responsibility, station closure, or removal of a staffed company.

Source: Boundary-Drop GIS and Area/Population Calculation Package; Regional Spatial-Growth and Network Calculation Package; Operational Performance and Regionalization Sensitivity Workpaper; calendar-year 2025 agency CAD records.

Figure G-3. 90th-percentile modeled travel time by current station area. Ninety percent of modeled calls are at or below the displayed time; 10 percent take longer.



Annex H: Staffing and Deployment Alternatives Analysis

H.1 Purpose and Principal Finding

This annex presents a planning-level comparison of the staffing and deployment alternatives identified in the Study scope: all-four-person company staffing; all-three-person company staffing; an Urban/Suburban four-person-Rural/WUI three-person hybrid; targeted redistribution; ALS/BLS tiering; cross-trained resource use; and dynamic or peak-period staffing. It applies the company inventory, planned structural-fire assignments, EMS deployment evidence, workload timing, and financial assumptions. It does not select or authorize a labor, budget, or deployment change.

Principal finding. The evidence does not support all-three-person staffing as a service-neutral efficiency strategy. That case removes 20 daily seats from Reno's 20 structural companies and weakens planned structural-fire personnel depth. All-four-person staffing provides the largest capacity increase, adding 17 daily seats at an estimated $9.588 million annual loaded cost in FY2026 dollars, but still does not by itself make every documented first alarm numerically sufficient for the Study's low-hazard ERF benchmark. The geographic hybrid adds 13 daily seats at an estimated $7.332 million annual loaded cost; however, automatically retaining three-person staffing at four rural/WUI companies would place the smaller crew where reinforcement can be least reliable. The most supportable planning direction is therefore a phased, risk-based package that preserves the 37-company baseline, targets fourth-seat investments to measured ERF and coverage leverage, maintains a tiered ALS network with tail-risk safeguards, and tests cross-trained and peak-period resources before permanent expansion.

Table H-1. Decision summary

Alternative	Quantified effect	Operational finding	Planning disposition
All four person	+17 daily seats; +58.65 FTE; +$9.588M loaded/yr	Largest fixed-capacity gain; improves planned assembly but does not independently close every ERF gap	Retain as upper fixed-staffing case
All three person	-20 daily seats; -69.00 FTE; -$11.280M stabilized loaded/yr	Reduction occurs entirely in Reno; degrades its standard first alarm from 33 to 27 personnel	Do not treat as service-neutral or immediate saving
Geographic hybrid	+13 daily seats; +44.85 FTE; +$7.332M loaded/yr	Captures 76.5% of all-four seat gain; leaves four rural/WUI companies at three	Use only with location validation and equity safeguards
Risk-based phased package	Cost depends on selected seats, schedules, and qualifications	Directs fixed and flexible capacity to documented need and permits measured adjustment	Preferred planning framework; requires validation gates

Source: Regional Fire Financial Model; agency staffing records; Chapter 14 planned-assignment analysis. Amounts are planning estimates, not appropriations.

H.2 Evidence Base and Analytical Limits

The evidence base consists of agency company and station inventories; documented structural-fire run cards and tasking; the Regional Structural-Fire ERF Benchmark and Evidence Model; fire and EMS CAD analyses; the Daily Paramedic Staffing Analysis; the matched Priority 1 REMSA/fire record; labor agreements; and the Regional Fire Financial Model.

The record supports controlled comparisons of scheduled company seats, planning FTE, modeled personnel cost, and the arithmetic effect of company staffing on documented planned assignments. It does not support an observed regional ERF-compliance rate or a final post-by-post deployment design. The following items remain implementation inputs: incident-date staffing and qualifications; unit availability and move-ups; actual task milestones; complete regional hourly demand; fire-unit time on low-acuity EMS calls; patient-contact and outcome data; overtime and relief experience; specialty premiums; and released expenditure associated with any position change.

- First-arrival travel time is unchanged in the three fixed-staffing cases because the analysis holds the same 37 companies, stations, and apparatus in service.
- A modeled position reduction is not an immediate cash saving unless vacancy, attrition, layoff, reassignment, and overtime effects are documented and approved.
- A numerical personnel total is not a complete ERF finding; command, safety, aerial, rapid-intervention, water-supply, medical, qualification, and task requirements still apply.
- Rural/WUI designations in the financial workbook are provisional planning labels and require local validation before use in policy or labor decisions.

H.3 Current Baseline

The company-staffing comparison uses 37 independently staffed structural companies. Reno has 20 companies staffed at four; Sparks has seven companies staffed at three; and TMFPD has ten companies generally staffed at three. TMFPD's cross-staffed quint is not counted as an additional independent company. The baseline therefore contains 131 scheduled daily seats.

Table H-2. Company baseline used in the comparison

Agency	Independent structural companies	Current staffing basis	Current daily seats	Planning geography
Reno	20	4 per company	80	Urban/Suburban
Sparks	7	3 per company	21	Urban/Suburban
TMFPD	10	3 per company	30	6 Urban/Suburban; 4 Rural/WUI (provisional)
Regional total	37	Mixed	131	33 Urban/Suburban; 4 Rural/WUI

Source: Regional Fire Financial Model, Company Staffing Scenarios; agency apparatus and staffing records.

H.4 Fixed Company-Staffing Alternatives

For each continuously staffed seat, the model applies three platoons and a 15% relief factor, producing 3.45 planning FTE. At the $95,000 salary assumption and 72.0786308965% aggregate benefit proxy, one continuous seat equals approximately $563,988 in annual loaded personnel cost in FY2026 dollars.

These values exclude premium pay, overtime, training backfill, apparatus, equipment, facilities, and transition cost.

Table H-3. Fixed company-staffing scenario comparison

Scenario	Daily seats	Seat change	FTE change	Salary change	Loaded annual change
Current mixed baseline	131	0	0.00	$0	$0
All four person	148	+17	+58.65	+$5,571,750	+$9,587,791
All three person	111	-20	-69.00	-$6,555,000	-$11,279,754 stabilized
Geographic hybrid	144	+13	+44.85	+$4,260,750	+$7,331,840

Source: Regional Fire Financial Model. Loaded cost combines the salary assumption with the aggregate benefit proxy. All-three savings are stabilized planning values, not an immediate-year budget reduction.

The all-three scenario's modeled salary reduction is phased through 4% annual attrition rather than layoffs. The salary-only effect is -$0.275 million in FY2027, -$0.567 million in FY2028, -$0.875 million in FY2029, -$1.200 million in FY2030, and -$1.545 million in FY2031. The stabilized loaded value therefore must not be used as a near-term cash-saving claim.

H.5 Planned ERF and Task-Capacity Sensitivity

The Study benchmarks are 21 personnel for low hazard with an aerial, 29 for medium hazard with an aerial, and 43 for high hazard with a pump operator. Table H-4 recalculates only the known personnel assigned on the documented agency run cards. It does not change the apparatus mix, test actual arrival within the time objective, or establish task completion.

Table H-4. Planned-assignment personnel sensitivity by fixed staffing case

Agency / assignment	Current	All four	All three	Hybrid	Benchmark comparison
Reno standard first	33	33	27	33	29 medium
Reno high-risk first	41	41	33	41	43 high
Reno second alarm, cumulative	46	46	37	46	43 high
Sparks standard first	16	21	16	21	21 low
Sparks second alarm, cumulative	22	29	22	29	29 medium
TMFPD first alarm	15-16	19	15	15-19	21 low
TMFPD second alarm, cumulative	21-23	27	21	21-27	29 medium

Source: Chapter 14, Tables 12-4, 12-5, and 12-7; Regional Fire Financial Model. Hybrid TMFPD values depend on the mix of provisional Urban/Suburban and Rural/WUI companies assigned to the incident.

The comparison establishes three decision-relevant results. First, all-four staffing brings the documented Sparks standard and cumulative second-alarm assignments to the low- and medium-hazard personnel totals, respectively. Second, TMFPD's modeled all-four first alarm remains two personnel below the low-hazard total and its cumulative second alarm remains two below the medium-hazard total; run-card composition or additive resources are still required. Third, the all-three case lowers Reno's standard first alarm below the medium benchmark and its cumulative second alarm below the high benchmark. These are planned-force arithmetic findings, not observed compliance results.

H.6 Targeted Redistribution and Fourth-Seat Sequencing

The current evidence does not support permanent closure, relocation, or removal of a staffed company. Redistribution should therefore be structured as no-net-loss deployment: closest-appropriate dispatch, predefined move-up triggers, temporary coverage moves, and targeted added seats or units. Any donor-area move must be recorded and tested for the time and depth lost in the donor geography.

A useful cost and governance sequence is to price the existing agency groupings separately. This sequence is analytical, not a predetermined order of implementation. Final priorities should be set using workload, ERF contribution, first-due occupancy risk, simultaneous-demand exposure, reinforcement travel, WUI conditions, unit availability, labor feasibility, and service equity.

Table H-5. Fourth-seat planning increments

Increment	Added daily seats	Planning FTE	Loaded annual cost	Cumulative endpoint
Sparks seven companies	7	24.15	$3,947,914	Sparks at four; 138 regional seats
TMFPD six provisional Urban/Suburban companies	6	20.70	$3,383,926	Geographic hybrid; 144 seats
TMFPD four provisional Rural/WUI companies	4	13.80	$2,255,951	All four; 148 seats

Source: Derived from the Regional Fire Financial Model per-seat assumptions. No implementation priority is implied by table order.

The $2.256 million annual difference between the hybrid and all-four cases represents four continuous seats. It should be evaluated against the operational value of an added member where reinforcement travel, access, water supply, evacuation, or simultaneous WUI demand can extend the time before additional companies arrive. A simple urban-equals-four/rural-equals-three rule is not a sufficient equity or risk standard.

H.7 ALS/BLS Tiering

Current fire ALS capability is already tiered. Reno identifies ALS coverage at Stations 2, 3, 7, 9, 12, 13, and 14, with planned expansion to Stations 6, 10, and 11. Sparks requires at least one paramedic on each engine daily and on ambulances; Truck 11 is BLS. TMFPD requires at least one paramedic on every first-out engine or medic unit. This baseline supports a staged ALS distribution analysis without assuming that every apparatus must be ALS.

The matched Priority 1 record includes 44,665 fire-first incidents during FY2020-FY2024. REMSA arrived within three minutes of the fire unit in 65.8%, within five minutes in 82.1%, and more than ten minutes

later in 5.3% - approximately 2,362 incidents. These data support protection against the delayed tail; they do not support removal of ALS capability from a location without incident-level clinical, availability, and handoff analysis.

Table H-6. ALS/BLS tiering alternatives

Alternative	Use	Benefit	Evidence/control required
Current tier plus planned Reno expansion	Maintain documented agency minimums and close identified Reno geographic gaps	Lowest near-term change; preserves current qualification model	Confirm funded paramedic staffing and daily reliability
Targeted regional ALS tier	Place ALS on high-demand or long-delay first-out resources; retain BLS support companies	Directs scarce paramedic capacity to exposure and transport-delay risk	Demand by hour/location, ALS intervention, REMSA lag, rider and unit-hour data
All Urban/Suburban frontline ALS	Progressive endpoint for urban/suburban engines and trucks	More consistent capability across boundaries	Roster sufficiency, education pipeline, premium cost, QA/medical oversight
Universal frontline ALS	ALS on every first-out company	Maximum geographic uniformity	Incremental clinical value and full staffing cost are not established by current evidence

Source: Daily Paramedic Staffing Analysis; Chapter 32; matched Priority 1 REMSA/fire calculation record.

The preferred planning structure is a targeted regional ALS tier with explicit minimum coverage, backup, and redeployment rules. A BLS company may remain operationally appropriate when a reliable ALS resource is simultaneously assigned and likely to arrive within the adopted clinical objective. Conversely, a nominal ALS designation is not sufficient when vacancies, transport riders, cross-staffing, or other assignments make the capability unavailable.

H.8 Cross-Trained Resource Use

Cross-trained resources can add useful capacity when personnel, apparatus, qualifications, and response roles are explicit. Appropriate planning candidates include ALS squads, peak medic or rescue units, WUI surge modules, and specialty resources able to perform a defined secondary role when not committed to their primary mission. They should supplement, not be double-counted with, the company or apparatus from which they are cross-staffed.

- Record the unit's actual staffed status, qualifications, location, and primary/secondary mission in CAD.
- Count a person and apparatus only once in any ERF or coverage calculation.
- Define which mission has priority and when a cross-trained unit may be reassigned.
- Measure specialty readiness, canceled responses, response contribution, out-of-service time, and donor-coverage effects.
- Provide training and relief sufficient to maintain both qualification sets; do not treat dual qualification as free capacity.

The current record supports these controls and planning uses, but not a fixed number of cross-trained positions or a claim of net savings. Those decisions require duty-roster, qualification, training-hour, simultaneous-demand, and actual-release-cost evidence.

H.9 Dynamic and Peak-Period Staffing

Available hourly profiles show a consistent daytime concentration in Sparks and TMFPD. Approximately 60.0% of Sparks incidents and 61.4% of TMFPD incidents occur from 6:00 a.m. through 5:59 p.m. The noon-5:59 p.m. period accounts for 33.7% of Sparks incidents and 35.3% of Sparks primary-unit hours, and 34.6% of TMFPD incidents. The overnight share is 13.4% in Sparks and 12.1% in TMFPD. These profiles support testing daytime overlays, but the evidence base does not contain one uniform pooled hourly profile for all three agencies.

Table H-7. Two-person peak-resource planning costs

Schedule	Coverage concept	Planning FTE	Loaded annual personnel cost	Principal use
10 hours/day, daily	Two-person resource during selected peak	2.875	$469,990	Targeted noon/afternoon demand or ALS squad
12 hours/day, daily	Two-person daytime resource	3.450	$563,988	Broader daytime/early-evening coverage
24/7	Two-person continuously staffed resource	6.900	$1,127,975	Continuous additive capacity where fixed need is demonstrated

Source: Planning derivation from three platoons, 15% relief, $95,000 salary per FTE, and the 72.0786308965% benefit proxy. Excludes apparatus, equipment, premium pay, overtime, and training backfill.

Peak units should be additive and dynamically positioned through written coverage rules. Recommended trial functions are: high-demand EMS first response; ALS gap coverage; incident-capacity restoration after a company commitment; planned-event and seasonal WUI reinforcement; and response-improvement-area coverage. Deployment should use defined start/stop hours and relocation triggers rather than unmanaged posting. A pilot should compare matched periods for response contribution, unit-hour utilization, transport-rider events, company availability, move-ups, ERF participation, overtime, and cost.

H.10 Cost-Benefit and Affordability Interpretation

The fixed staffing cases are incremental personnel comparisons, not complete budgets. Their benefits are additional task capacity, reduced reliance on later-arriving companies, greater qualification flexibility, and potentially more resilient coverage after commitment. Their costs are recurring and will grow with compensation, benefits, overtime, training, equipment, and other negotiated requirements. The cases do not assume station closure or faster vehicle travel.

Table H-8. Comparative decision tests

Decision test	All four	All three	Hybrid	Risk-based package
Fixed task capacity	Highest	Lowest	Higher in 33 designated companies	Targeted; depends on funded mix
Near-term recurring cost	Highest quantified increase	No immediate stabilized saving	Material quantified increase	Scalable by seat, schedule, and phase
Rural/WUI reinforcement risk	Adds local member	No added member	Leaves four provisional companies at three	Can prioritize long-reinforcement areas
ERF sufficiency	Improves; not complete solution	Degrades Reno planned depth	Improves Sparks; TMFPD varies	Pairs seats with run-card and additive-resource changes
Evidence fit	Bounded and priceable	Bounded but not service-neutral	Bounded; geography needs validation	Best fit for staged validation

Source: Synthesis of Tables H-3 through H-7. Qualitative ratings are planning interpretations of the stated quantitative evidence and limitations.

The $7.332 million hybrid case is 76.5% of the all-four cost and captures 76.5% of the all-four seat increase. This proportionality means the hybrid does not reveal a special staffing efficiency; it purchases 13 of the 17 additional seats and omits four. A preferred case therefore should be selected based on the marginal service value and equity effect of each seat, not the scenario label alone.

H.11 Recommended Planning Framework

The Study should carry forward a risk-based phased package rather than adopt one uniform staffing label as the immediate regional endpoint. This framework is compatible with continued separate departments, regional alignment, or a later consolidated structure.

- Preserve the 37-company baseline unless a later observed deployment Study supports a specific change.
- Establish common staffed-unit, qualification, and cross-staffing status in CAD before measuring regional ERF performance.
- Use the low-, medium-, and high-hazard task models to identify where one additional company member materially reduces the number or timing of dependent resources.
- Price fourth seats by company or coherent response area, not only as regional all-or-nothing cases.
- Maintain tiered ALS coverage with adopted minimums, automatic ALS backup, and safeguards for REMSA-delay and transport-rider events.
- Pilot two-person cross-trained or peak resources in high-demand and response-improvement areas before committing to permanent continuous staffing.

- Evaluate rural/WUI companies individually using reinforcement travel, simultaneous demand, access, water supply, evacuation, seasonal risk, and equity; do not use population density alone.
- Report outcomes by geography and incident type so regional efficiency is not achieved by shifting risk to a donor area.

H.12 Implementation Requirements and Performance Measures

Table H-9. Requirements before a staffing or deployment change

Requirement	Minimum evidence or action	Decision consequence
Operational design	Adopted risk classes, task matrices, apparatus/qualification rules, response clocks, and donor-coverage safeguards	Defines what the resource must accomplish
Daily baseline	Validated company, position, qualification, vacancy, relief, overtime, cross-staffing, and out-of-service data	Converts planned staffing to actual deployable capacity
Financial validation	Salary, benefits, premiums, relief, overtime, training, equipment, vehicle, facility, and transition cost; documented released expenditure	Establishes appropriation and cash effect
Labor/legal review	Collective-bargaining, classification, scheduling, safety, licensing, medical-control, and governing-body review	Determines lawful and executable pathway
Pilot design	Baseline, matched comparison periods, target geography, operating rules, stop conditions, and independent evaluation	Permits controlled learning before scale
Equity review	First-unit and full-force reliability, move-ups, uncovered time, and outcomes by urban, suburban, rural, and WUI area	Prevents regional benefit from masking local loss

Source: Study evidence-limit framework; Chapters 14, 19, 22, 30, 32, and 39.

Core performance measures should include: staffed-unit availability; first-unit and full-force assembly at the 90th percentile; ERF personnel, apparatus, and qualification completeness; unit-hour utilization; simultaneous-incident and move-up frequency; donor-area uncovered time; ALS arrival and intervention; REMSA lag; fire-rider events; specialty readiness; overtime; vacancy; and total incremental cost. Data completeness should be published with each result.

H.13 Conclusion

The available evidence supports a planning-level comparison of the required alternatives. The analysis quantifies the three fixed company-staffing cases, recalculates their planned personnel effect, prices illustrative phased and peak-resource increments, and defines how ALS/BLS tiering, cross-trained resources, redistribution, and dynamic staffing should be tested. Implementation remains subject to the requirements identified in this annex.

No uniform endpoint is established as operationally sufficient and fiscally authorized. All-three staffing is not supported as a service-neutral efficiency case. All-four staffing remains the maximum fixed-capacity case. The geographic hybrid is a priceable intermediate case but requires rural/WUI validation. A risk-

based phased package is the most reasonable planning direction because it connects each added or reassigned resource to a documented task, coverage, clinical, workload, or resilience need and permits the result to be measured before further commitment.

H.14 Sources and Assumptions Register

Table H-10. Principal evidence and use

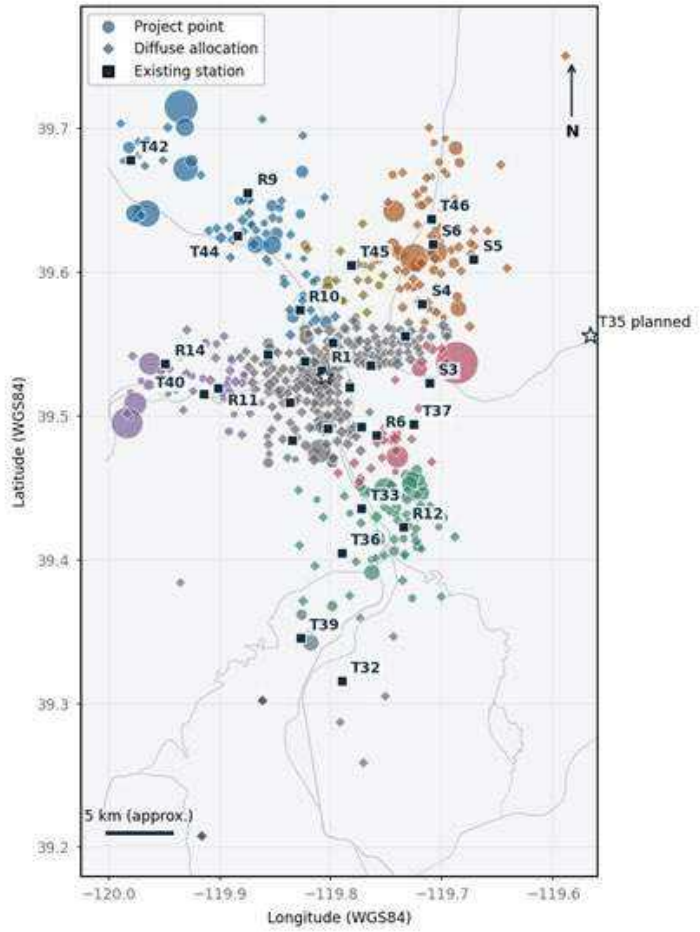
Evidence	Use in this annex	Control
Regional Fire Financial Model, FY2027-FY2031	Company counts, scenario seats, FTE, salary, benefit proxy, attrition	Planning model; amounts require budget validation
Agency staffing, apparatus, run-card, and Daily Paramedic Staffing Analysis records	Current company and ALS baseline; planned assignments	Planned records do not prove daily availability
Regional Structural-Fire ERF Benchmark and Evidence Model	Risk-based personnel benchmarks and calculation controls	Planning benchmarks are not locally adopted compliance standards
Agency CAD and workload calculation records	Hourly demand, response chronology, workload, and evidence limitations	Agency clocks and fields are not uniformly complete
Matched REMSA/fire Priority 1 calculation record	Fire-first interval distribution and delayed-tail context	Does not establish treatment, outcome, or ALS necessity
Collective-bargaining agreements and labor materials	Implementation constraints for staffing and schedules	Negotiation and legal review remain required

Financial assumptions: three scheduled platoons for each continuously staffed 24/7 seat; 15% relief; $95,000 salary per incremental suppression FTE; 72.0786308965% aggregate benefit proxy; and 4% annual attrition for modeled downward staffing. Unless otherwise noted, dollar amounts are annual FY2026-dollar planning values and exclude premium pay, overtime, training backfill, apparatus, equipment, facilities, and transition costs.

Annex I: 2031 Growth Corridor Atlas

2031 growth: regional corridor overview

Existing forecast displayed geographically; all 540 selected growth allocations retained.



30,442 added residents
5,439.0 added annual incidents
540 representative allocations

Regional incidents: 97,215 in 2025 to 102,654 in 2031 (+5.59%). Circle/diamond area increases with added incidents.

- NV North Valleys / north Reno
- SS Spanish Springs / northern Sparks
- WR West Reno / Verdi
- SR South Reno / Foothill-Thomas Creek
- ES East Sparks / southeast Reno / Hidden Valley
- SV Sun Valley
- SW Southern Washoe / foothills
- UC Remaining Reno-Sparks urban areas
- UA Unresolved source territory

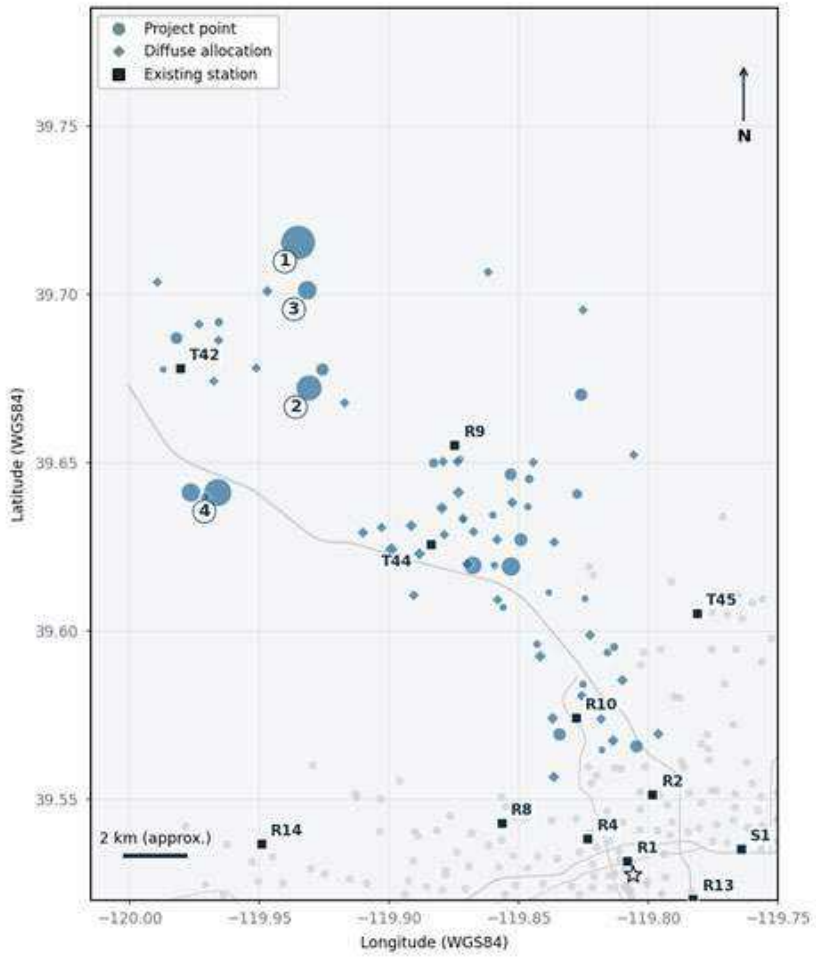
Colors identify the reporting corridor assigned from the source model territory. They do not depict adopted corridor or jurisdiction boundaries.

Gray lines: source major roads. Squares: 31-station cutoff network. Stars: future-only T35 and replacement R1; no extra R1 site is counted.

Point locations are representative. Map size indicates demand increment, not development footprint or response-time performance.

North Valleys / North Reno

Reporting corridor NV | North Reno, Stead/Lemmon Valley and Cold Springs-related source territories.



8,297 added residents
1,096.8 added annual incidents
73 representative allocations

Model agency	Residents	Incidents/yr
Reno	6,189	855.6
TMFPD	2,108	241.2

Largest mapped-project allocations
Numbered on map; project growth is a modeled allocation, not a delivery commitment.

1. Evans Ranch
 2,228 residents; 232.0 incidents/year

2. Silver Hills
 1,023 residents; 126.0 incidents/year

3. Silver Star Ranch
 627 residents; 65.3 incidents/year

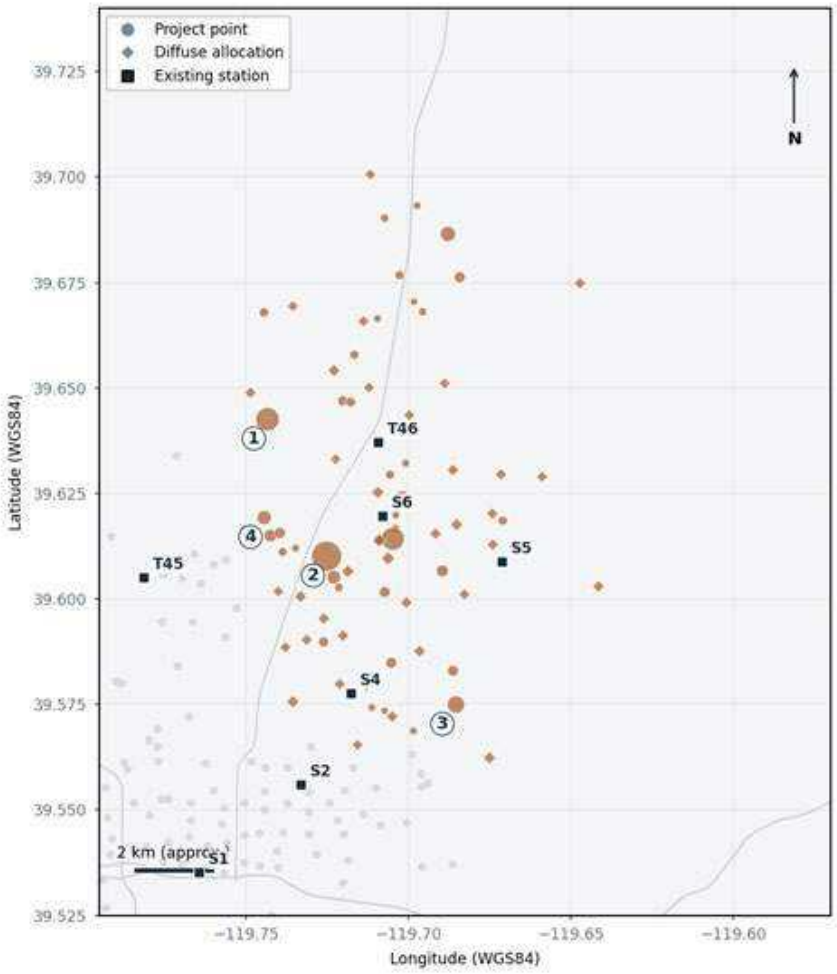
4. Stonegate Phase 1A
 602 residents; 146.1 incidents/year

Reporting definition: source territories R9, R10, T42, T44. Includes all growth records in those territories; wider than the named neighborhood alone.

Point locations are representative. Map size indicates demand increment, not development footprint or response-time performance.

Spanish Springs / Northern Sparks

Reporting corridor SS | Northern Sparks and Spanish Springs-related source territories.



5,895 added residents
816.3 added annual incidents
77 representative allocations

Model agency	Residents	Incidents/yr
Sparks	5,083	713.9
TMFPD	812	102.4

Largest mapped-project allocations
Numbered on map; project growth is a modeled allocation, not a delivery commitment.

1. Sonoma Highlands
941 residents; 97.3 incidents/year

2. Kiley Ranch North
935 residents; 167.2 incidents/year

3. Miramonte Townhomes
384 residents; 48.6 incidents/year

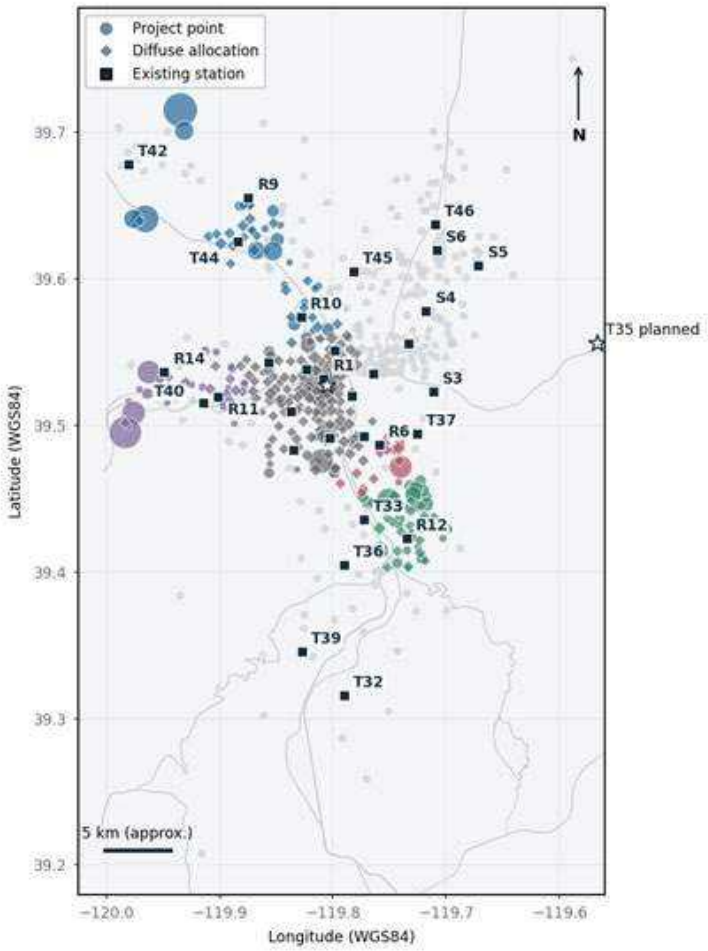
4. 5 Ridges - Villages 9 & 10
314 residents; 27.8 incidents/year

Reporting definition: source territories S4, S5, S6, T46. Includes all growth records in those territories; wider than the named neighborhood alone.

Point locations are representative. Map size indicates demand increment, not development footprint or response-time performance.

Reno: 2031 growth allocations

Agency planning view | Same regional forecast; source model agency retained.



18,110 added residents
3,442.3 added annual incidents
311 representative allocations

Corridor	Residents	Incidents/yr
NV	6,189	855.6
WR	3,241	527.4
SR	3,324	693.5
ES	1,409	148.9
UC	3,948	1,216.9

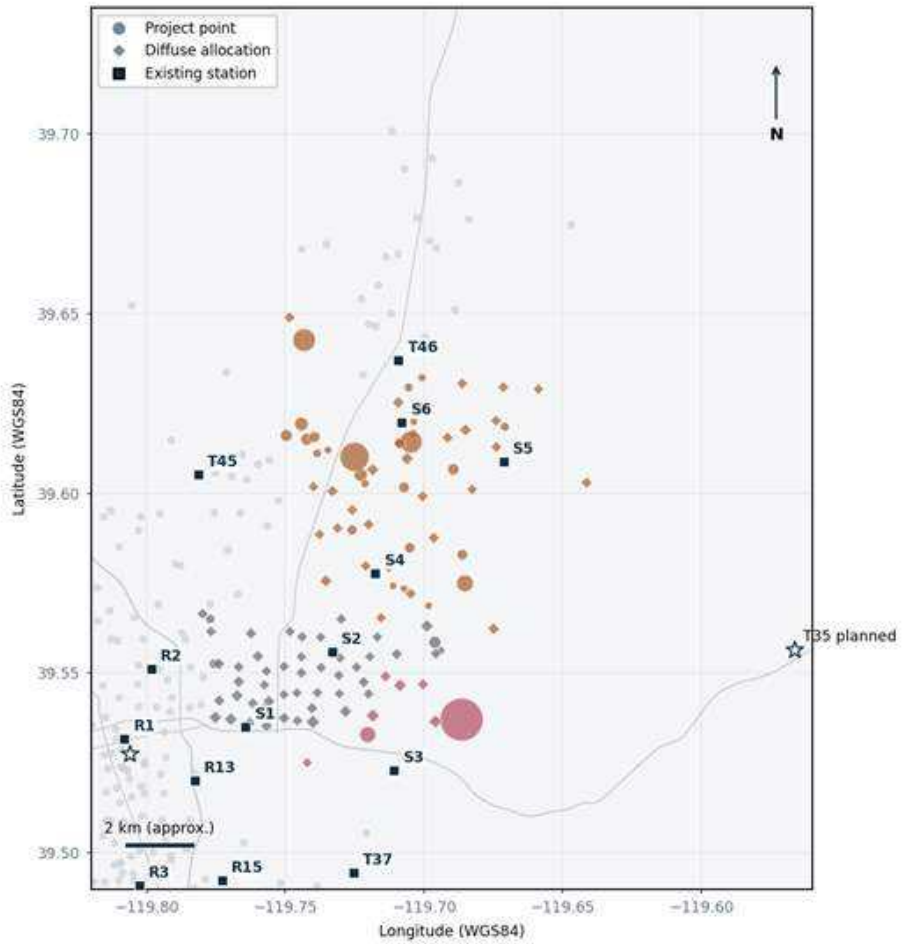
- NV North Valleys / north Reno
- WR West Reno / Verdi
- SR South Reno / Foothill-Thomas Creek
- ES East Sparks / southeast Reno / Hidden Valley
- UC Remaining Reno-Sparks urban areas

Agency totals preserve the source model agency. Other agencies' allocations appear in pale gray for context. These are growth increments, not total station calls.

Point locations are representative. Map size indicates demand increment, not development footprint or response-time performance.

Sparks: 2031 growth allocations

Agency planning view | Same regional forecast; source model agency retained.



7,077 added residents
1,352.5 added annual incidents
114 representative allocations

Corridor	Residents	Incidents/yr
SS	5,083	713.9
ES	998	452.3
UC	995	186.2

■ SS Spanish Springs / northern Sparks

■ ES East Sparks / southeast Reno / Hidden Valley

■ UC Remaining Reno-Sparks urban areas

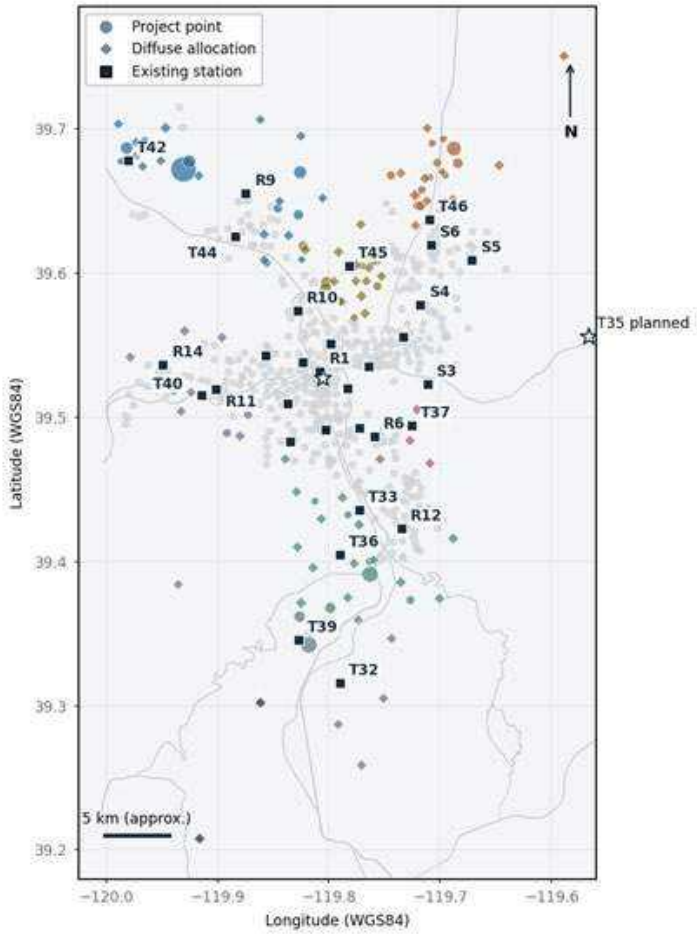
Agency totals preserve the source model agency. Other agencies' allocations appear in pale gray for context. These are growth increments, not total station calls.

Point locations are representative. Map size indicates demand increment, not development footprint or response-time performance.

TMFPD: 2031 growth allocations

Agency planning view | Same regional forecast; source model agency retained.

Point locations are representative. Map size indicates demand increment, not development footprint or response-time performance.



5,255 added residents
644.3 added annual incidents
115 representative allocations

Corridor	Residents	Incidents/yr
NV	2,108	241.2
SS	812	102.4
WR	122	19.8
SR	871	104.5
ES	36	5.7
SV	897	96.1
SW	392	70.3
UA	18	4.2

■ NV North Valleys / north Reno

■ SS Spanish Springs / northern Sparks

■ WR West Reno / Verdi

■ SR South Reno / Foothill-Thomas Creek

■ ES East Sparks / southeast Reno / Hidden Valley

■ SV Sun Valley

■ SW Southern Washoe / foothills

■ UA Unresolved source territory

Agency totals preserve the source model agency. Other agencies' allocations appear in pale gray for context. These are growth increments, not total station calls.

Corridor totals and use of the maps

Reporting corridor	Source model territories	Added residents	Added incidents/yr
NV - North Valleys / north Reno	R9, R10, T42, T44	8,297	1,096.8
SS - Spanish Springs / northern Sparks	S4, S5, S6, T46	5,895	816.3
WR - West Reno / Verdi	R11, R14, T40	3,363	547.2
SR - South Reno / Foothill-Thomas Creek	R12, T33, T36	4,195	798.0
ES - East Sparks / southeast Reno / Hidden Valley	R6, S3, T37	2,443	606.9
SV - Sun Valley	T45	897	96.1
SW - Southern Washoe / foothills	T32, T39	392	70.3
UC - Remaining Reno-Sparks urban areas	R1, R2, R3, R4, R5, R7, R8, R13, R15, S1, S2	4,943	1,403.1
UA - Unresolved source territory	T30	18	4.2
TOTAL	540 allocations	30,442	5,439.0

Annex J: Close Station-Pair Network Review

J.1 Purpose and Scope

This annex documents 11 station pairs that appear close enough on a regional map to raise a reasonable consolidation question. Each profile explains why the pair was screened, what the detailed analysis found, why a one-company consolidation is, or is not supported, and what action is supported instead.

For this Annex, station consolidation means reducing two independently staffed response companies to one company or eliminating one station function. It does not mean improving regional governance, sharing data, using common automatic vehicle location (AVL), sending the closest appropriate unit across a boundary, or placing two separately staffed companies at one future facility.

> Important distinction. A closer neighboring station can improve the first assignment for selected incidents while both stations remain necessary for simultaneous calls, multi-company incidents, specialty missions, and coverage of the neighboring company's home area.

J.2 Screening Method

1. Demand - Is the station's modeled territory demand below 2,500 incidents?
2. Road proximity - Is another station within approximately three road miles?
3. Combined demand - Is the pair's combined modeled demand below 5,000 incidents?
4. Geography and mission - Can rural, WUI, highway, specialty, isolated-access, growth, and other protected roles be maintained?
5. Receiving capacity - Can the remaining station absorb workload while preserving availability, travel, staffing, apparatus, and full response-force depth?
6. Operational support - Do field, dispatch, labor, fiscal, agreement, and governance reviews support removal?

The numerical criteria are used only for preliminary planning and are not adopted service standards. A pair may meet an initial criterion and still fail the overall evaluation. If evidence about receiving capacity or operational feasibility is missing, the proposal is treated as not meeting the requirement rather than assuming that sufficient capacity exists.

J.3 Interpretation and Limitations

It can show: fixed-station road relationships, comparable modeled territory demand, forecast growth signals, recurring interface corridors, facility considerations, and mission constraints.

It cannot by itself show: the closest actual apparatus at dispatch, emergency-speed travel, complete staffed availability, move-up coverage, hospital/offload effects, parcel feasibility, or the receiving station's ability to absorb a closure.

J.4 Summary of Pair Determinations

The table provides a concise guide to the 11 detailed profiles that follow. Modeled demand is a regional planning measure and should not be read as an observed company run count.

Table J-1. Summary of Close Station-Pair Determinations

Pair	Combined demand	Why one-company consolidation fails	Supported action
R11 / T40	2,853	High growth, distinct western coverage, no receiving-capacity proof	Retain both; annual review
S6 / T46	3,011	S6 is new; rapid growth and separate northern/eastern roles	Retain; build S6 baseline
R13 / S1	11,914	Very high urban demand; separate facility and coverage needs	Retain; replace R13 nearby
R6 / T37	5,160	Distinct Reno and Hidden Valley/eastern/WUI coverage	Retain; integrate dispatch If and when additional staffing is added in the south county, reexamine potential for consolidation.
R6 / T33	5,108	Directional first-unit advantage does not establish capacity to absorb R6	Retain; boundary drop
R9 / T44	8,115	High two-way demand and strong interface require both companies	Retain; priority corridor
R2 / S1	12,250	High urban demand and little meaningful substitution	Retain; separate capital work
R12 / T33	8,756	High-use R12 and strategic T33 position; growth and depth matter	Retain; boundary drop
S3 / T37	2,968	S3 ALS/HazMat and east Sparks role differ from T37 WUI/eastern role	Relocate S3; retain T37
R1 / S1	21,522	Two high-demand urban anchors; almost no material substitution	Retain both
R14 / T40	1,531	Limited overlap, terrain/WUI role, and T40 growth	Retain; localized monitoring

J.5 Related Two-Company Capital Case

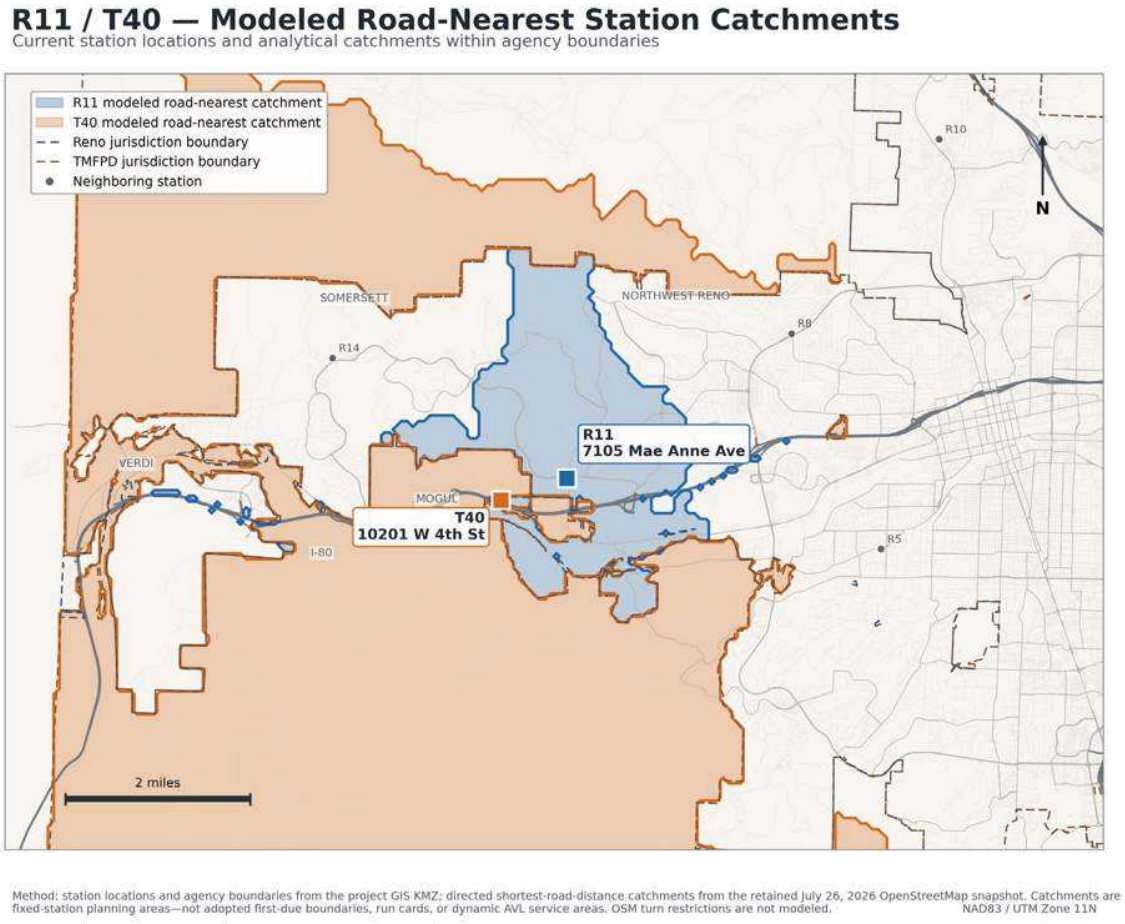
R5/R7 is intentionally not included among the 11 non-consolidation profiles. The analysis supports a narrower capital feasibility study for coordinated renewal or possible shared-site planning, but only if both independently staffed companies and their response availability are retained. The current siting screen favors rehabilitation of the existing R7 site and does not support closing either company. Evidence basis: Final Handoff Memorandum, §§7 and 12.3; Decision Screen; Pair Overlap and R7 Siting; Chapter 16.

PAIR 01 | RENO / TMFPD

J.6 Station-Pair Profiles

J.6.1 R11 / T40

Agencies	Straight-line distance	Road relationship	Combined demand	Disposition
Reno / TMFPD	.75 miles	2.27 road miles	2,853 combined modeled incidents	Retain both companies; review overlap and growth annually



Map J-1. R11 and T40 Modeled Road-Nearest Station Catchments

Why consolidation appears plausible

The stations are close on the road network, the combined modeled demand is below the 5,000-incident screening threshold, and each station individually falls near or below the low-demand screen. On a map, this is one of the clearest cases in which a single location might appear able to serve both jurisdictions.

What changes the conclusion

1. Growth changes the risk. R11 is projected to grow by approximately 14.4 to 18.1 percent, while T40 is projected to grow by approximately 24.0 to 35.2 percent. Removing capacity before that growth is absorbed would create a larger future risk than the present-day demand count suggests.
2. The western catchments are not interchangeable. T40 preserves TMFPD coverage in the Mogul and western corridor, while R11 serves Reno geography. Their proximity supports faster cross-boundary assistance, but it does not establish that one company can cover both areas when the other is committed.
3. The operating opportunity is limited and directional. The boundary screen found 35 eligible TMFPD-to-Reno priority opportunities in this interface, 27 of which were already captured, and only five eligible events in the opposite direction. This is evidence for better unit selection, not for eliminating a company.
4. There is no receiving-capacity proof. Neither station has demonstrated the staffed availability, concurrency margin, apparatus capacity, and residual multi-unit coverage required to absorb the other company.

Why R11 Has Not Been Demonstrated Capable of Absorbing T40

Capacity consideration	Evidence	Why R11 cannot be treated as capable of absorbing T40
Added workload	R11 has 2,322 modeled territory incidents and T40 has 531. Absorbing T40 would increase the modeled demand assigned to R11 by approximately 23 percent, to 2,853 incidents.	The combined total remains below the preliminary 5,000-incident screen, but that threshold is only an initial screening measure. It does not demonstrate that E11 has the availability, staffing, apparatus, or travel capacity to accept the additional territory.
Existing R11 workload	Station 11 territory recorded approximately 1,838 incidents in 2025. E11 accumulated approximately 566 documented incident hours during the year, and its 25 highest-frequency locations accounted for approximately 34 percent of that time.	R11 already carries recurring senior-care, healthcare, multifamily, freeway, and western-corridor demand. The documented commitment hours are also a lower-bound measure that excludes training, maintenance, staffing shortages, inspections, relocations, and other non-incident unavailability.
Existing R11 travel performance	R11's urban median travel time is approximately 5:05, with only 32.4 percent of qualifying urban incidents reached within four minutes. Even when a Station 11 resource provides the first arrival, median travel is approximately 4:56.	R11 already exceeds the Study's urban travel objective within its own territory. Assigning it responsibility for the more distant Mogul, Verdi, Interstate 80, Old Highway 40, and rural/WUI areas would not correct that condition and could further extend travel in both service areas.
Geographic reach	T40's territory includes Mogul, Verdi, Interstate 80 and its ramps, Old Highway 40, Gold Ranch Road,	The stations are only 2.27 road miles apart, but the territories extend in different directions.

Capacity consideration	Evidence	Why R11 cannot be treated as capable of absorbing T40
	mountain access, and adjoining rural/WUI areas. Its median modeled road distance is 3.61 miles, with a 90th-percentile distance of 5.53 miles.	Building proximity does not establish that R11 can reach T40's western and rural/WUI territory reliably.
T40 home-territory dependence	A Station 40 resource provided the first arrival to 96.9 percent of qualifying incidents in its road-nearest territory. The small group receiving another station's first arrival had a 23:00 travel-time 90th percentile.	T40's territory is predominantly dependent on T40 for first arrival. Removing that company would replace a normally local response with more distant and less reliable substitute coverage.
Corridor and specialty functions	T40 records engine, brush, water-tender, command, and other specialty-resource activity. Fire, vegetation, and outside incidents represented 11.8 percent of calls but generated approximately 85.1 operational hours.	These rural, WUI, roadway, water-supply, and extended-duration functions cannot be assumed to transfer to E11 merely because the stations are close. Apparatus, staffing, cross-staffing, and capability equivalency have not been established.
Regional support role	In the 2025 resource-flow analysis, T40 exported approximately 48.8 core-frontline hours and received approximately 9.5 hours, making it a net exporter of approximately 39.3 hours.	Closing T40 would remove both its home-territory coverage and its contribution to other TMFPD territories. R11 would therefore inherit more than T40's local incident count; the surrounding TMFPD network would also lose an established supporting company.
Directional operating evidence	Only five eligible Reno-to-TMFPD priority opportunities were identified in the R11/T40 interface, of which one was already captured.	The available incident history shows very little recurring evidence that R11 is geographically positioned to replace T40. It supports selected closest-unit responses, not transfer of T40's entire service responsibility.
Forecast growth	T40's modeled demand is projected to grow approximately 24.0 to 35.2 percent through the planning horizon. R11 is also projected to grow approximately 14.4 to 18.1 percent.	Any apparent present-day margin would be consumed by growth at both stations. Removing T40 would concentrate two growing service areas in one company before receiving capacity has been demonstrated.

Why T40 Has Not Been Demonstrated Capable of Absorbing R11

Capacity consideration	Evidence	Why T40 cannot be treated as capable of absorbing R11
Scale of the workload transfer	R11 has 2,322 modeled territory incidents, compared with 531 at T40. R11's modeled demand is approximately 4.4 times T40's existing modeled demand. Combining the territories would increase T40's assigned modeled demand to 2,853 incidents - more than five times its present modeled territory demand.	Although the combined total passes the preliminary demand screen, the directional transfer would fundamentally change T40 from a comparatively low-demand western corridor station into the primary station for a much larger northwest Reno urban service area. No operational analysis demonstrates that TE40 could sustain that change.
R11 urban demand	Station 11 territory recorded approximately 1,838 incidents in 2025. Demand includes senior living, memory care, a specialty hospital, dialysis, large multifamily properties, schools, commercial uses, and freeway incidents. The 25 highest-frequency locations generated approximately 45 percent of territory incidents.	R11's workload is not simply dispersed low-density demand near the jurisdictional boundary. Much of it is concentrated urban and institutional demand requiring reliable local availability.
Limited geographic substitution	Within 285 analyzed R11 urban home-station first-arrival incidents, T40 had a shorter fixed route for only one incident. Across the broader 331-incident all-geography population, T40 was closer for 24 incidents, or 7.3 percent, all concentrated in the western interface.	T40 provides a meaningful advantage for a limited Somersett/Verdi/Mogul interface, but it is not better positioned for the Mae Anne, Sharlands, Robb Drive, Northgate, and other core northwest Reno areas. A localized boundary opportunity cannot support transfer of the entire R11 territory.
Existing T40 travel performance	T40's pooled urban median travel time is approximately 6:52, and only 21.6 percent of qualifying urban incidents are reached within four minutes. Its urban 85th-percentile travel time is approximately 9:55, outside TMFPD's 6:40 internal objective.	T40 already has a significant urban travel gap within its own territory. Adding the much larger R11 urban service area would extend the company farther from its station and would not provide acceptable replacement coverage for northwest Reno.
T40 home-territory reliability	T40 provides 96.9 percent of first arrivals within its own road-nearest territory. When TE40 was occupied, the share of incidents receiving another station's first arrival increased from 2.8 percent to 25.0	Diverting TE40 routinely into R11's larger service area would make T40 unavailable more often for Mogul, Verdi, Interstate 80, and rural/WUI calls, increasing reliance on more distant TMFPD companies.

Capacity consideration	Evidence	Why T40 cannot be treated as capable of absorbing R11
	percent, although the occupied population was small.	
Assignment recovery	Later-assigned alternate resources serving the T40 environment had a median mobilization interval of 3:24 and a 90th percentile of 5:09; 57.1 percent exceeded three minutes.	The existing data show that replacement coverage is not always restored promptly when the initially selected resource does not respond. Removing R11 would increase dependence on precisely this substitute-response process.
Regional donor role	T40 worked outside its own road-nearest territory on 35.0 percent of reliable-territory core assignments and 24.7 percent of core-frontline hours. It exported approximately 48.8 hours while receiving 9.5 hours.	T40 already supports several TMFPD territories while maintaining its own western coverage. Absorbing R11 would compete with that donor role and could transfer workload and coverage gaps to Stations 45, 44, 46, 42, 37, and other neighboring stations.
R11 resources and functions	R11 records E11 as its principal frontline resource and also records HAZ11, DECON11, B11, and related support identifiers.	The available evidence does not establish that T40 could replace R11's frontline and specialized functions. Any consolidation analysis would need to preserve those capabilities and determine their staffing and deployment requirements independently.
Directional operating evidence	The boundary screen identified 35 eligible TMFPD-to-Reno priority opportunities in the R11/T40 interface. Twenty-seven were already captured, leaving only eight uncaptured opportunities.	The existing record supports more consistent selection of T40 for a limited group of western incidents. It does not show that T40 is the appropriate first-due station for the remainder of R11's territory or that R11 can be eliminated.
Forecast growth	R11 is projected to grow approximately 14.4 to 18.1 percent, while T40 is projected to grow approximately 24.0 to 35.2 percent.	T40 would be required to absorb R11's much larger workload while also accommodating faster growth within its own territory. No receiving-capacity evidence supports that outcome.

Network conclusion

Two-way receiving-capacity conclusion. The two absorption tests fail for different reasons. R11 cannot be treated as capable of absorbing T40 because R11 already has above-standard urban travel, T40's western and rural/WUI territory remains predominantly self-served, T40 performs a material regional donor role, and only five eligible R11-to-T40 directional opportunities were identified. T40 cannot be treated as capable of absorbing R11 because R11's modeled demand is approximately 4.4 times T40's

existing modeled demand, T40 is geographically advantageous only in the limited western interface, and T40 already has an urban travel gap and a substantial home-territory and regional-support responsibility. In neither direction has the Study established the staffed availability, apparatus capacity, concurrency margin, replacement coverage, or full-alarm depth required for one company to assume both territories.

Result. Retain both independently deployable companies. Use common AVL and guarded closest-appropriate dispatch to capture the limited directional advantages, particularly where T40 is materially closer in the western R11 interface. Any future shared-site or coordinated capital concept should retain one Reno company and one TMFPD company unless several years of post-AVL data demonstrate adequate two-way receiving capacity, simultaneous-call coverage, specialty capability, and full-alarm depth.

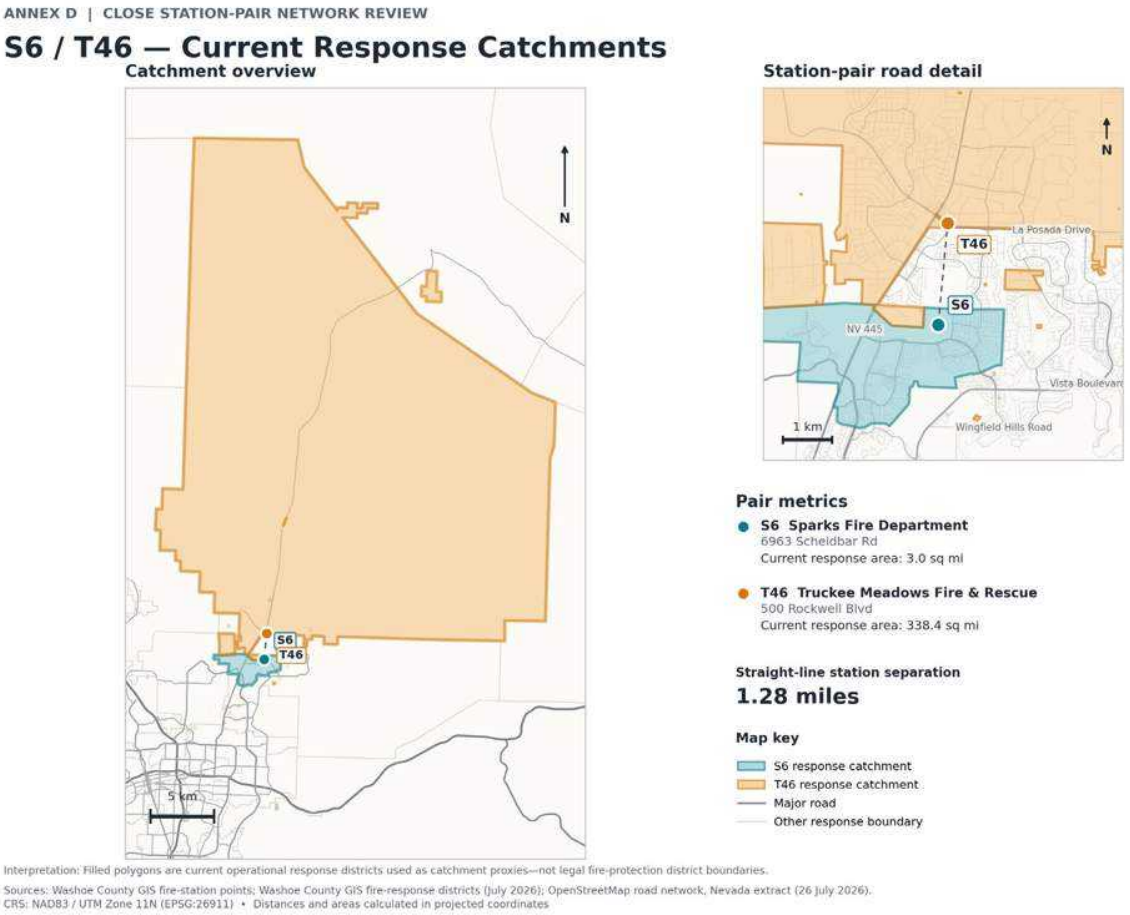
> Supported action. Use common AVL and closest-appropriate dispatch; track cross-boundary assignments, simultaneous demand, and growth each year; coordinate future facility planning without reducing the number of staffed companies.

Future decision point. Reconsider only after several years of observed post-AVL unit availability, concurrent-call performance, growth, and receiving-capacity evidence demonstrate that both service areas and full alarm assignments remain adequately covered.

PAIR 02 | SPARKS / TMFPD

J.6.2 S6 / T46

Agencies	Road relationship	Combined demand	Disposition
Sparks / TMFPD	2.22 road miles	3,011 combined modeled incidents	Retain both; establish a mature S6 operating baseline



Map J-2. S6 and T46 Modeled Road-Nearest Station Catchments

Why consolidation appears plausible

S6 and T46 are separated by a short road distance and their combined modeled demand is below the 5,000-incident screen. S6 also has a low initial modeled workload, which can make the pair look duplicative before the age of the station and the growth pattern are considered.

What changes the conclusion

1. S6 is new. S6 opened in 2025. The available operational extract combines portions of S5 and S6 activity, so the station does not yet have a mature, stand-alone history from which to infer long-term utilization, availability, or closure effects.
2. The growth signal is substantial. S6 carries the highest forecast growth range in the closure screen, approximately 31.5 to 67.8 percent. T46 also has an established Spanish Springs workload and a separate northern/eastern coverage role.
3. The two catchments face different future pressures. A short distance between buildings does not show that the roads, development fronts, or simultaneous incidents served from each location can be covered by one company.
4. The remaining station has not been shown to have spare capacity. No complete receiving-capacity analysis confirms that either company could absorb the other station's demand while preserving first-unit access and multi-company depth.

Why S6 Has Not Been Demonstrated Capable of Absorbing T46

Capacity consideration	Evidence	Why S6 cannot be treated as capable of absorbing T46
Added workload	The closure screen assigns approximately **667 modeled incidents to S6** and **2,344 to T46**, for a combined total of **3,011**.	Transferring T46's modeled demand to S6 would add workload equal to approximately **351 percent of S6's current modeled demand**. S6 would become responsible for about 4.5 times its present modeled workload.
Existing T46 workload	The audited TMFPD analysis identifies **2,195 T46-territory incidents in 2025**, or approximately **6.0 incidents per day**. Approximately **78.3 percent** were EMS or medical incidents.	T46 is not a minimally used station whose workload can be shifted without consequence. Its existing incident volume would become the dominant portion of the combined S6 workload.
S6 operating history	S6 opened on **November 17, 2025**. It operated for only 45 days during 2025, producing only **12 strict Code 3 station-resource incidents** for that year. The first continuous bridge period, January 1–June 2, 2026, contained **277 validated primary assignments**.	The available record is insufficient to determine S6's mature utilization, simultaneous-call capacity, or ability to accept a large permanent workload transfer. Low initial workload cannot be interpreted as demonstrated spare capacity.
Apparatus and functional capacity	S6's normal staffed resource is **Ladder 61**, a three-person, ALS, non-transporting 75-foot quint. The T46 records separately identify substantial activity by **Engine 46 and Medic 46**, together with brush and water-tender resources.	One S6 suppression company has not been shown capable of replacing T46's separate engine, medic, and supporting apparatus functions while continuing to protect northern Sparks.
T46 first-due reliability	T46's first-due engine was recorded as occupied during approximately **11.1 percent** of territory incidents. When it was occupied, another station supplied first arrival approximately **26.0 percent** of the time, compared with **4.9 percent** when it was not occupied.	The T46 area already requires meaningful backup coverage when its first-due company is committed. Shifting the entire territory to S6 would increase dependence on distant substitute companies unless additional staffed capacity were provided.
Travel when the first-due unit is occupied	When the T46 first-due engine was not occupied, territory travel had a **5:13 median** and **11:10 90th percentile**. When it was occupied, those measures increased to approximately **6:29** and **15:33**.	Existing performance deteriorates when the first-due resource is unavailable. The evidence does not show that S6 could assume the territory without reproducing or worsening this substitute-response condition.
Geographic reach	T46 protects Spanish Springs and a mixture of urban, suburban, and rural/WUI geography. In the 2025 travel population, T46 territory included **640**	The stations serve different road approaches, development patterns, and outer-area geography. Proximity between the buildings does not

Capacity consideration	Evidence	Why S6 cannot be treated as capable of absorbing T46
	urban, 443 suburban, and 251 rural/WUI responses. S6 is positioned for Kiley Ranch, Pioneer Meadows, and northern Sparks.	establish that S6 can provide equivalent access throughout T46's eastern and rural/WUI territory.
Regional support role	T46 recorded **478 outbound assignments** totaling approximately **117.3 frontline hours** while also receiving approximately **152.7 hours** of inbound support. The largest two-way relationship was with T45.	S6 would have to absorb T46's home-territory demand while also replacing its contribution to the surrounding TMFPD station-network. No analysis demonstrates that S6 has that regional donor capacity.
Forecast growth	S6's own modeled demand is projected to increase from approximately **667 incidents to 877–1,119 by 2031**, an increase of **31.5–67.8 percent**.	S6 faces the strongest proportional growth exposure among Sparks stations. Its presently modest workload is expected to increase substantially even without adding T46's established workload.
Receiving-capacity evidence	The available records do not provide complete staffed availability, all-unit status, move-up coverage, non-incident out-of-service time, or full-alarm assembly performance for a combined S6/T46 territory.	Without those measures, the Study cannot establish that S6 would retain adequate first-unit reliability, concurrent-call coverage, or effective-response-force depth after absorbing T46.

Why T46 Has Not Been Demonstrated Capable of Absorbing S6

Capacity consideration	Evidence	Why T46 cannot be treated as capable of absorbing S6
Added workload	Adding S6's **667 modeled incidents** to T46's **2,344 modeled incidents** would increase T46's modeled responsibility by approximately **28 percent**, producing the **3,011-incident combined territory**.	Passing the Study's 5,000-incident screening threshold does not establish operational capacity. A permanent increase of approximately 28 percent requires actual availability, concurrency, and residual-coverage evidence that has not been provided.
Existing T46 commitment	The audited TMFPD analysis identifies approximately **2,195 T46-territory incidents**, **970 recorded primary-engine hours**, and a first-due occupied condition on approximately **11.1 percent** of territory incidents.	T46 already carries an established workload and measurable first-due occupancy. The existing record does not demonstrate sufficient headroom to absorb a separate growing station territory.
Purpose of S6	S6 was established to correct a documented northern Sparks deployment gap. Before it opened, **622 of 623 classifiable first arrivals - 99.8**	Closing S6 and transferring responsibility to T46 would remove the local deployment point created specifically to reduce reliance on apparatus responding from elsewhere.

Capacity consideration	Evidence	Why T46 cannot be treated as capable of absorbing S6
	percent - originated from another Sparks station or an outside agency.	
Pre-opening travel condition	The historical S6 geography recorded approximately **6:57 median travel** and a **10:03 90th percentile** before S6 developed a meaningful operating history.	These results show that the northern Sparks area was already difficult to reach from the pre-existing station-network. The evidence does not demonstrate that assigning the territory to T46 would preserve acceptable travel performance.
Demonstrated deployment benefit	Before S6 opened, Engine 41 supplied approximately **1.13 primary responses per day** into the S6-nearest geography. During the established S6 configuration, that rate fell to approximately **0.26 per day**.	S6 measurably reduced the northern workload carried by another Sparks company. Removing S6 would risk restoring that burden to S4 and other companies whenever T46 was unavailable or poorly positioned.
Fixed-road relationship	With S6 included in the station-network, only approximately **0.15 percent** of its modeled territory showed a meaningful fixed-station advantage for a neighboring agency.	The road network supports maintaining a Sparks deployment point in the S6 area. It does not show that T46 is broadly better positioned to serve the S6 catchment.
Post-opening travel	During the continuous early-2026 S6 operating period, identified-priority incidents had approximately **5:52 median travel** and an **8:56 90th percentile**.	Travel remains material even with a station located inside the northern growth area. Moving the primary response origin away from S6 has not been demonstrated capable of maintaining or improving those results.
Separate operational function	S6 provides a separately staffed ALS suppression company and cross-staffed brush and UTV resources. Approximately **75 percent** of its identified-priority bridge-period workload was EMS or medical.	Absorbing S6 would require T46 to replace both northern Sparks suppression capacity and non-transporting ALS first response while preserving its existing engine, medic, and Spanish Springs responsibilities. That capability has not been demonstrated.
Growth exposure	S6's territory contains approximately **4,236 remaining project units**, 13 tracked development projects, and projected demand growth of **31.5–67.8 percent by 2031**.	Consolidation would remove the station positioned at the principal northern Sparks growth front and transfer an expanding territory to an already active neighboring station.
Concurrent and multi-company demand	The Sparks data do not provide a complete all-unit status history for calculating S6-specific staffed availability or concurrency. T46's own analysis shows degraded travel and increased	The evidence does not establish that T46 could cover simultaneous incidents in both territories or maintain adequate multi-company

Capacity consideration	Evidence	Why T46 cannot be treated as capable of absorbing S6
	substitute response when its first-due engine is occupied.	depth after assuming S6's responsibilities.
Receiving-capacity evidence	No complete analysis demonstrates T46's remaining staffed capacity after accounting for home-territory incidents, medic and engine commitments, outbound assignments, training, maintenance, move-ups, and major incidents.	The absence of complete capacity evidence is a failed consolidation gate. It cannot be interpreted as proof that T46 has unused capacity.

Concluding finding. Neither direction passes the receiving-capacity test. S6 is a new deployment point serving the region's strongest proportional growth area, while T46 carries an established Spanish Springs workload and separate engine, medic, highway, suburban, and rural/WUI responsibilities. The supported action remains to retain both independently deployable companies, establish a mature S6 operating baseline, and use common AVL and coordinated mutual or automatic aid for eligible incidents.

Network conclusion

The present evidence does not support closing or combining either staffed company. An early structural change would be based on an incomplete history precisely when the area is undergoing rapid development.

Supported action. Retain both stations, use common AVL and coordinated mutual aid, and establish a multi-year S6 baseline covering unit utilization, concurrent demand, travel performance, aid flows, and development-related demand.

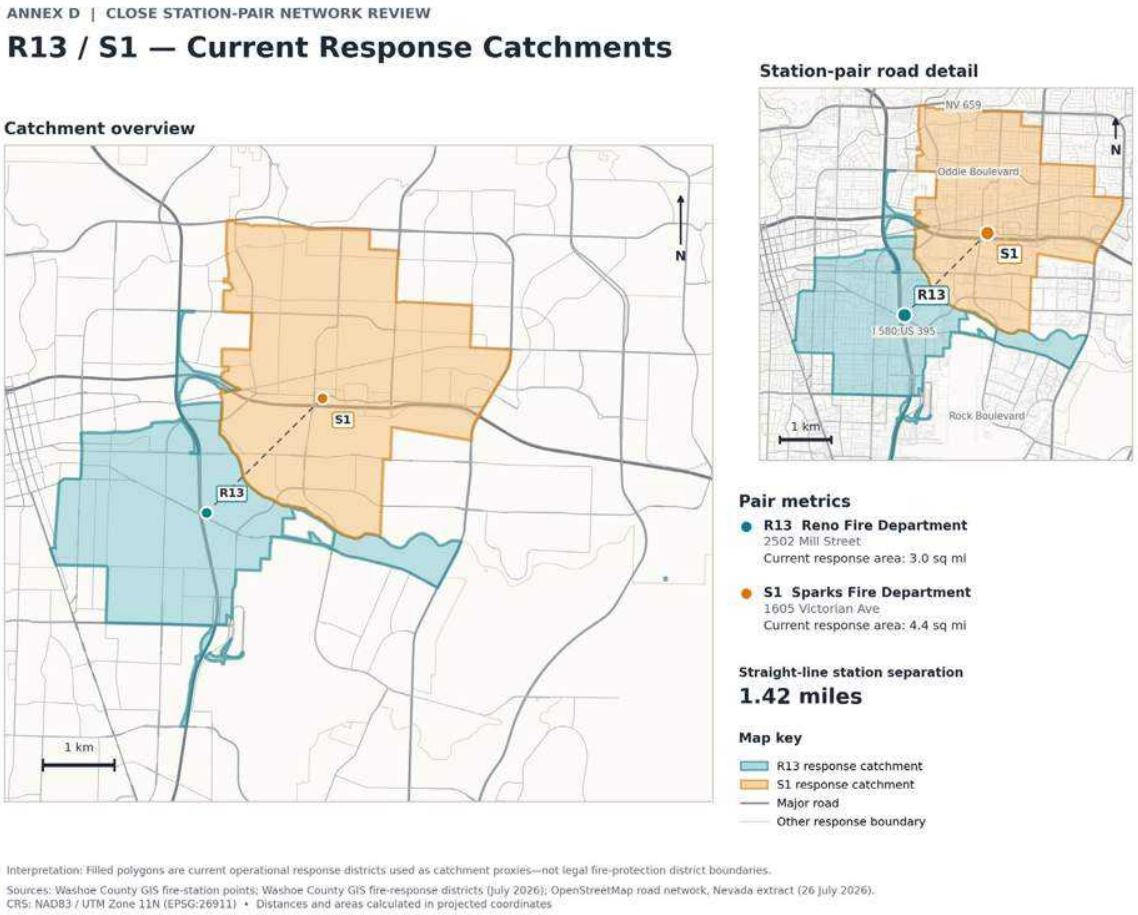
Future decision point. Reconsider only after S6 has a mature record and the region can demonstrate that one location could absorb the other's demand and geography without reducing reliability during overlapping incidents.

Evidence basis: Decision Screen, Closure Screen and Facility Condition; Final Handoff Memorandum, §§4.5, 5.2, and 9; Chapter 16.

PAIR 03 | RENO / SPARKS

J.6.3 R13 / S1

Agencies	Road relationship	Combined demand	Disposition
Reno / Sparks	1.98 road miles	11,914 combined modeled incidents	Retain both; replace R13 near its current service area



Map J-3. R13 and S1 Modeled Road-Nearest Station Catchments

Why consolidation appears plausible

R13 and S1 are close across the Reno-Sparks boundary, and R13 operates from a temporary facility. Those facts can create the impression that the temporary station could be eliminated and its work shifted to the established Sparks station.

What changes the conclusion

1. The combined demand is very high. The pair carries approximately 11,914 modeled incidents, more than twice the 5,000-incident combined-demand screen. S1 is modeled at 6,775 incidents and R13 at 5,139.
2. The facilities solve different problems. R13's temporary modular/tent condition supports permanent replacement near the Mill Street service area. S1 is an aging headquarters facility that also requires modernization. One capital need does not create operating capacity in the other building.
3. Urban proximity adds response depth. In a dense urban network, nearby companies help assemble multiple units and preserve coverage when one unit is already committed. Eliminating either company would reduce that depth even if the buildings appear close.
4. The service areas remain distinct. The stations anchor different sides of the city boundary and different road approaches. The analysis did not find evidence that one station could absorb both catchments and maintain reliable coverage.

Why R13 Has Not Been Demonstrated Capable of Absorbing S1

Capacity consideration	Evidence	Why R13 cannot be treated as capable of absorbing S1
Added workload	The closure screen assigns approximately **5,139 modeled incidents to R13** and **6,775 to S1**, for a combined total of **11,914**.	Transferring S1's modeled demand would increase R13's responsibility by approximately **132 percent**. The resulting workload would be about 2.3 times R13's present modeled demand and more than twice the annex's 5,000-incident combined-demand screen.
Existing R13 workload	The Mill Street territory recorded approximately **4,136 all-call incidents in 2025**. The predecessor E21 handled **4,503 assignments** and approximately **1,121.8 documented incident hours**. Current E13 is documented as incident-committed approximately **12.4 percent** of available time, increasing to **16.1 percent** during the afternoon.	R13 is already a busy central-city company. Its existing incident commitment does not demonstrate the unused capacity required to absorb Sparks' highest-demand station territory.
Existing S1 workload	S1 generated approximately **6,717 Sparks-origin incidents**, or about **18.4 incidents per day**, and **6,775 all-source territory incidents**. E11, E12, and T11 together recorded **6,760 primary assignments** and approximately **1,589 primary-unit hours**.	S1's workload is larger than R13's entire modeled territory. Moving that demand to R13 would fundamentally change the station's operating scale rather than produce a modest redistribution.
Apparatus and command functions	R13's principal routine resource is E13, supported by Brush 13 in a specialized role. S1 houses **two daily-staffed ALS engines, a staffed 100-foot aerial company, a battalion chief, and reserve or specialty apparatus**, including heavy-rescue and water-rescue resources.	A single Reno engine company has not been shown capable of replacing S1's multiple frontline companies, aerial capability, command presence, and specialty resources while continuing to protect the Mill Street territory.
R13 facility capacity	R13 operates from an approximately **9,490-square-foot temporary modular facility**, with apparatus housed in a separate fabric structure. The installation has remained in service beyond the expected life of a temporary station.	The existing facility is itself a capital deficiency. It has not been demonstrated capable of accommodating S1's additional companies, personnel, apparatus, command functions, or support requirements.
S1 force depth	S1-associated resources supplied approximately **96.9 percent** of classifiable S1-territory first arrivals despite the territory producing about 40 percent of Sparks-origin demand.	This result supports preserving S1's multi-company configuration. It demonstrates that the station's existing resources are actively sustaining a very high-demand territory; it does not demonstrate that

Capacity consideration	Evidence	Why R13 cannot be treated as capable of absorbing S1
		those resources are redundant or transferable to R13.
Distinct service geography	R13 protects the Mill Street, East Second Street, Kuenzli Street, Renown Regional Medical Center, Grand Sierra Resort, Kietzke Lane, and I-580 area. S1 protects the Victorian, Prater, Oddie, Rock, Galletti, and I-80 corridors in central Sparks.	The stations anchor different arterial systems, freeway approaches, institutional clusters, and municipal service areas. A 1.98-mile station-to-station relationship does not establish equivalent access throughout both territories.
Repeat-demand concentration	R13's top 25 locations generated approximately **1,900 incidents**, or **45.9 percent** of its 2025 territory workload. S1's top 25 locations accounted for approximately **37 percent of its core primary assignments** and **32 percent of documented primary-unit time**.	Both territories contain concentrated recurring demand at shelters, casinos, healthcare facilities, transit locations, and multifamily properties. Combining them would place two substantial repeat-demand environments on one receiving station.
Response and reliability	R13's 2025 median travel was approximately **4:46 for EMS** and **4:09 for fire/other incidents**, with 90th percentiles of **8:15** and **7:13**. The Mill Street location performs comparatively well after road distance is considered.	Removing S1 would require R13 to extend farther into central Sparks while maintaining its present Reno coverage. No event-level analysis demonstrates that this could be done without degrading travel reliability in one or both territories.
Receiving-capacity evidence	Complete staffed availability, simultaneous-company status, move-up coverage, non-incident out-of-service time, facility capacity, and full-alarm assembly performance have not been modeled for an R13 absorption scenario.	The absence of complete capacity evidence is a failed consolidation gate. It cannot be interpreted as proof that R13 can absorb S1.

Why S1 Has Not Been Demonstrated Capable of Absorbing R13

Capacity consideration	Evidence	Why S1 cannot be treated as capable of absorbing R13
Added workload	Adding R13's **5,139 modeled incidents** to S1's **6,775** would increase S1's modeled responsibility by approximately **76 percent**, producing the **11,914-incident combined territory**.	This is not a marginal workload transfer. It would require S1 to support almost three-quarters more modeled demand while retaining its existing Sparks responsibilities.
Existing S1 workload	S1 is already Sparks' highest-demand station environment, averaging approximately **18.4 Sparks-origin incidents per day**. Its three core companies recorded approximately **6,760 primary assignments**	S1's multiple companies are associated with an existing high-demand operating environment. Their presence does not establish excess capacity sufficient to absorb another major urban territory.

Capacity consideration	Evidence	Why S1 cannot be treated as capable of absorbing R13
	and **1,589 documented primary-unit hours** in 2025.	
Uneven company workload	E12 alone recorded **3,365 primary assignments** and approximately **759 documented hours**. E11 recorded **2,721 assignments and 638.8 hours**, while T11 recorded **674 assignments and 191.4 hours**.	S1's workload is not held by an idle reserve of companies. It is distributed across actively used engines and an aerial company, with E12 carrying particularly substantial demand.
R13 availability pressure	Current E13 is documented as incident-committed approximately **12.4 percent** of available time and more than **16 percent** during the afternoon. The predecessor E21 recorded approximately **1,121.8 incident hours in 2025**.	Eliminating R13 would remove a materially utilized central Reno engine. S1 would have to replace that company during the periods when Mill Street demand is already most active.
Mill Street deployment value	The directed road-network analysis found the Mill Street deployment point broadly well positioned. Regional Sparks and TMFPD geography had little effect on the R13 territory, and the location performs slightly better than expected after accounting for road distance and measured operating conditions.	The analysis does not show that S1 is a broadly superior fixed response point for the R13 catchment. Building proximity therefore does not establish that the Mill Street company is geographically redundant.
R13 response geography	The R13 territory includes a regional hospital, the Grand Sierra Resort, dense multifamily housing, shelters and social-service facilities, public-safety facilities, commercial properties, and I-580 access.	These uses create a distinct central Reno demand pattern. S1 has not been demonstrated capable of covering these locations while preserving its own Victorian Avenue and central Sparks response obligations.
S1 turnout performance	S1's overall turnout median is approximately **1:40**, with a **2:25 90th percentile**. Between midnight and 6 a.m., the median increases to **2:18**, and approximately **73 percent** of responses exceed two minutes.	S1 already has a documented turnout-reliability issue, particularly overnight. The evidence does not establish that adding R13's workload would preserve or improve readiness.
Multi-company and alarm depth	S1's two engines, truck company, and battalion chief provide important Sparks alarm-assembly and simultaneous-response depth. R13 provides a separate Reno company for central-city incidents and regional reinforcement.	Moving R13's territory to S1 would require S1 companies to leave their home area more frequently while also eliminating one independently deployable Reno company. That would reduce regional depth unless replacement resources were added.
Facility condition	S1 is a headquarters facility dating from 1981–1982. Although extensively	An aging facility requiring continued investment has not been demonstrated capable of

Capacity consideration	Evidence	Why S1 cannot be treated as capable of absorbing R13
	modernized, continued major repair and modernization needs remain.	accommodating R13's additional company, apparatus, personnel, and workload. S1's facility needs should be addressed independently from R13's replacement.
Current versus future demand	R13's projected growth range is comparatively modest, approximately **0.5–2.7 percent**, but its present workload is already substantial. The closure screen does not provide a comparable S1 growth range.	The consolidation decision fails on current workload and operating depth without relying on future growth. The absence of a growth estimate for S1 is not evidence that its demand will decline or that capacity will become available.
Receiving-capacity evidence	No complete analysis establishes S1's remaining staffed capacity after accounting for overlapping incidents, truck and engine assignments, command responsibilities, training, maintenance, move-ups, major incidents, and concentrated repeat demand.	Without this evidence, S1 cannot be treated as capable of absorbing R13 while maintaining reliable Sparks coverage and full effective-response-force assembly.

Concluding finding. Neither direction passes the receiving-capacity test. This pair carries very high existing urban demand and provides valuable cross-boundary response depth. R13's temporary facility is a capital deficiency, not evidence of operational redundancy. The supported action is to retain both stations, replace R13 near the Mill Street service area, modernize S1 through a separate capital program, and improve cross-boundary dispatch and multi-company coordination.

Network conclusion

Facility condition should not be mistaken for service redundancy. The appropriate response to R13's temporary condition is a permanent facility on or near the current service area, not transfer of the company's demand to S1.

> Supported action. Retain both staffed companies; replace R13 near its current Mill Street-area geography; modernize S1 through a separate capital program; improve cross-boundary dispatch and multi-company coordination.

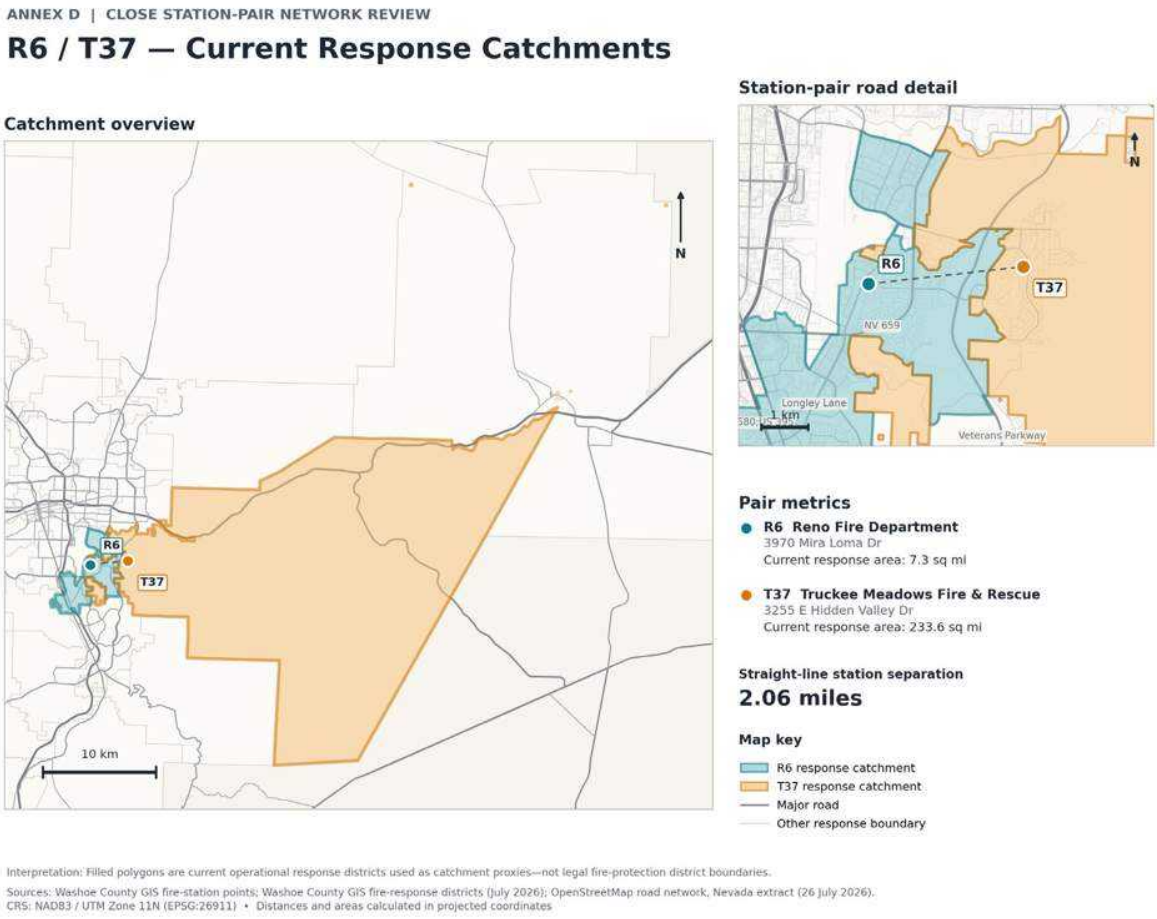
Future decision point. Reconsider only with observed unit-hour capacity, concurrent-demand, road travel, complete effective-response-force, and facility-capacity evidence showing that one station can carry the combined urban workload.

Evidence basis: Decision Screen, Closure Screen and Facility Condition; Final Handoff Memorandum, §§4.5, 5.2, and 5.3; Chapter 16.

PAIR 04 | RENO / TMFPD

J.6.4 R6 / T37

Agencies	Road relationship	Combined demand	Disposition
Reno / TMFPD	2.80 road miles	5,160 combined modeled incidents	Retain both; use operational integration where eligible



Map J-4. R6 and T37 Modeled Road-Nearest Station Catchments

Why consolidation appears plausible

The stations fall within the three-road-mile proximity screen and sit near a jurisdictional interface. Because T37 has a comparatively low modeled territory demand, it may appear that one company could be moved or combined with the other.

What changes the conclusion

1. The pair does not pass the combined-demand screen. R6 carries approximately 4,621 modeled incidents and T37 approximately 539, producing a combined total of about 5,160.

2. The stations protect different geography. R6 serves Reno demand, while T37 maintains access to Hidden Valley, the eastern Interstate 80 corridor, and wildland-urban interface areas. Those responsibilities are not substitutes.
3. A lower-volume station can still be geographically essential. T37's value includes being positioned for a large or access-sensitive area and providing initial WUI capability and regional depth. Annual demand alone does not measure the consequence of losing that position.
4. Capital condition does not support removal. R6 requires facility renewal; T37 has been modernized. This supports investment in the R6 facility while keeping its response function, not transferring the function to T37.

Why R6 Has Not Been Demonstrated Capable of Absorbing T37

Capacity consideration	Evidence	Why R6 cannot be treated as capable of absorbing T37
Closure-screen workload	R6 carries 4,621 modeled incidents and T37 carries 539. Consolidation at R6 would produce 5,160 modeled incidents - 160 incidents, or 3.2%, above the 5,000-incident screening threshold.	Absorption would add approximately 11.7% to R6's modeled demand and cause the combined station area to fail the initial workload screen.
Existing R6 workload	R6 recorded 3,417 underlying territory incidents in 2025. E6 completed 6,355 valid assignments and accumulated approximately 1,657 committed hours, producing 9.5% clock commitment. Afternoon commitment reached 13.4%.	R6 is already a high-activity urban station. Its workload profile does not demonstrate sufficient unused capacity to assume responsibility for an additional station territory without added staffing and resources.
Concentrated urban service demand	The 25 highest-demand R6 locations generated 1,231 incidents, or 36.0% of territory demand. These include senior housing, multifamily housing, behavioral-health and care facilities, mobile-home communities, and major commercial properties.	R6 must retain reliable availability for recurring demand at complex and high-utilization occupancies. Diverting R6 resources eastward could increase simultaneous-demand and local-coverage risk.
R6 reliability constraints	E6 was occupied during approximately one in ten analyzed incidents. When E6 was occupied, the practical Reno second-coverage layer was also occupied in more than one-quarter of cases.	The station's apparent capacity cannot be evaluated from average utilization alone. Existing concurrency conditions limit its ability to provide dependable coverage for both territories.
T37 local demand	T37 recorded 482 audited territory incidents in 2025, approximately 1.32 incidents per day. The incident mix included 293 EMS incidents, 106 vehicle or roadway incidents, and 44 fire, vegetation, or outside-fire incidents.	Although lower-volume than R6, T37 serves recurring and operationally diverse demand. Those incidents would not disappear if the station were removed.
Local first-arrival performance	A Station 37 resource supplied the first arrival in 632 of 679 analyzed	The data show that T37 ordinarily provides the local response, while

Capacity consideration	Evidence	Why R6 cannot be treated as capable of absorbing T37
	responses, or 93.1%. Its median travel time was approximately 4:43, with an 11:44 90th percentile. When another station supplied the first arrival, median travel increased to approximately 11:08 and the 90th percentile to 17:10.	substitute-station arrivals are materially longer. No travel analysis demonstrates that R6 could reproduce T37's existing access performance.
Hidden Valley and eastern-corridor access	T37 maintains access to Hidden Valley, the eastern I-80 corridor, and surrounding rural/WUI areas. For 2025 rural/WUI territory incidents, median travel was approximately 5:12 and the 90th percentile was 13:22.	The station's value is geographic as well as volumetric. Moving the first-due resource farther west would remove a strategically placed response point from an area already characterized by longer and more variable travel.
Apparatus and response function	T37 operates an engine and brush resources suited to its rural/WUI environment. R6's principal frontline resource is E6; its other recorded units are limited or specialized resources and are not equivalent continuously available first-due units.	Absorption would require R6 to replace T37's structure-fire, roadway, vegetation-fire, and WUI functions while continuing to protect its own dense urban territory. That capability has not been demonstrated.
Regional support contribution	Station 37 resources made 259 outbound assignments totaling approximately 62.5 hours. About 37.3% of core assignments and 31.6% of core hours occurred outside the home territory. T37 was a net exporter of approximately 37.2 frontline hours.	Closing T37 would remove a regional support resource, not merely redistribute its local calls. R6 would inherit local demand while the wider TMFPD network lost an existing donor station.
Forecast growth	T37's closure-screen growth range is approximately 11.1%–14.9%.	The receiving-capacity decision should account for increasing eastern-area demand. Absorption based only on present averages would understate the future burden placed on R6.
Facility and implementation capacity	The Annex identifies a renewal need at R6. No funded staffing, apparatus, facility expansion, move-up plan, or effective-response-force analysis has been identified to support consolidation there.	A station requiring renewal should not be presumed capable of accepting another service area without a defined capital and operating plan.

Why T37 Has Not Been Demonstrated Capable of Absorbing R6

Capacity consideration	Evidence	Why T37 cannot be treated as capable of absorbing R6
Closure-screen workload	Transferring R6's 4,621 modeled incidents to T37 would increase T37's modeled demand by approximately 857%. The resulting 5,160 incidents would equal about 9.6 times T37's present modeled workload.	This is not an incremental coverage adjustment. It would fundamentally change the operating scale of T37 and would exceed the pair's closure-screen threshold.
Difference in operating scale	T37 recorded 482 territory incidents in 2025, while R6 recorded 3,417. TE37 completed 695 core assignments and approximately 197.5 committed hours; E6 completed 6,355 valid assignments and approximately 1,657 committed hours.	T37's current utilization demonstrates operation as a lower-volume geographic and regional-support station - not an established capacity to assume a major urban workload.
R6 urban demand characteristics	R6 protects dense residential development, senior and care facilities, behavioral-health locations, mobile-home communities, commercial occupancies, and the South McCarran–Longley–South Virginia transportation network.	Absorbing R6 would require T37 to support a much denser and more repetitive urban demand profile than the one reflected in its current workload.
R6 response performance	For R6 EMS incidents, median travel was 5:48 and the 90th percentile was 9:11. For fire and other Code 3 incidents, median travel was 5:29 and the 90th percentile was 8:49. Even home-station responses had a median near 5:09.	R6 already operates in a travel-constrained environment. Removing its local response point would add distance to many incidents, and no GIS or deployment analysis demonstrates that T37 could maintain current response performance.
Relevant network relationship	Where a non-Reno station was geographically nearer to an R6 incident, the identified interface was overwhelmingly with T33 - not T37.	General regional proximity should not be interpreted as evidence that T37 is a practical replacement for R6. The available analysis does not establish broad T37 coverage of R6's existing catchment.
Loss of eastern coverage	T37's present mission includes Hidden Valley, eastern I-80, roadway incidents, and rural/WUI response. Its pooled rural/WUI resource travel already has a median of approximately 5:34 and a 90th percentile of 15:30.	Assigning T37 to R6's urban workload would frequently draw its resources westward, leaving its existing rural/WUI territory dependent on more distant substitutes.
Regional donor obligations	T37 provided 259 outbound assignments and was a net exporter of frontline hours. Substantial flows included support	The station's low home-territory volume is partly used to support the broader network. Absorbing R6

Capacity consideration	Evidence	Why T37 cannot be treated as capable of absorbing R6
	to T46, T36, and T45, while T40, T33, and T45 also supported T37.	would consume that availability and reduce resilience elsewhere.
Apparatus and effective response force	T37's current engine and brush-resource configuration is appropriate to its existing service environment. R6 supports a much larger urban call volume and complex-property risk profile.	A modern station building and low average unit commitment do not establish sufficient personnel, apparatus, supervision, or effective-response-force capacity for R6's workload.
Concurrency and availability	T37's primary-engine occupancy was approximately 2.7%, but complete unit-status, move-up, simultaneous-incident, and multi-unit alarm analyses have not established how the station would perform under a nine-fold workload increase.	Low present utilization is not interchangeable with proven receiving capacity. The proposed workload is far outside the range represented by T37's current operating data.
Facility condition	T37 has been modernized, while R6 requires renewal.	Facility condition may support continued use of T37, but it does not create the staffing, apparatus, or geographic reach necessary to replace R6. R6's renewal need is not evidence that its station function is redundant.
Growth and implementation requirements	Eastern-area demand is forecast to grow, while no funded plan has been identified to relocate resources, expand staffing, add apparatus, or mitigate the loss of either first-due position.	T37 would need to absorb R6 while preserving its own growing territory and regional-support role. That combined capability has not been demonstrated.

Neither direction passes the absorption test. R6's existing workload, concentrated urban demand, concurrency exposure, and facility-renewal needs prevent it from being treated as capable of assuming T37 without substantial additional capacity. Conversely, T37's current staffing and operating scale are not remotely proportionate to R6's urban workload, and shifting its resources west would weaken Hidden Valley, eastern I-80, rural/WUI, and regional-support coverage.

The supportable disposition is to retain both stations, advance the necessary renewal of R6, preserve T37's eastern and WUI response role, and pursue operating integration through AVL-based dispatch, guarded closest-appropriate response, and boundary-drop arrangements where donor coverage, apparatus capability, and WUI conditions permit.

Network conclusion

The pair is an operating-interface opportunity, not a closure opportunity. A closer available company may appropriately cross the boundary for selected incidents, but retaining both companies is necessary to protect their separate catchments and provide backup during concurrent demand.

Supported action. Retain both stations; renew R6; use common AVL and boundary drop for eligible incidents; preserve capability, donor-coverage, and WUI overrides.

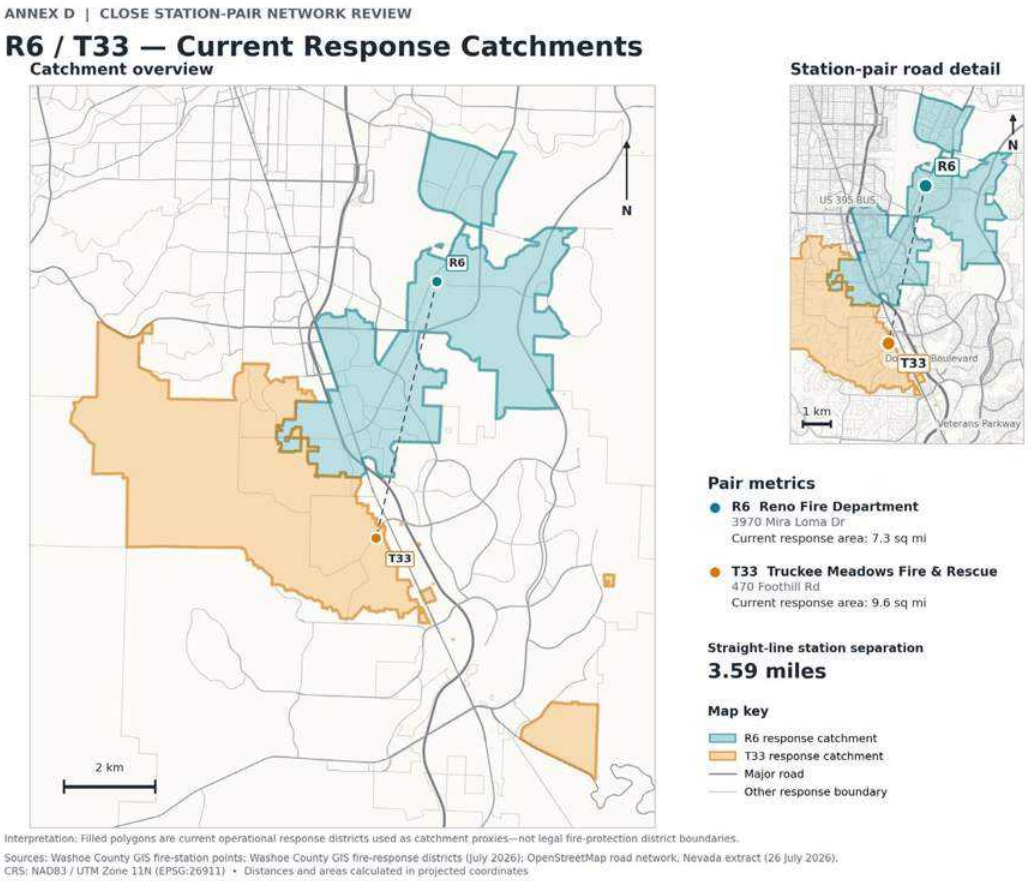
Future decision point. Reconsider only if event-level emergency travel, availability, concurrency, WUI coverage, and full-alarm assembly analysis demonstrates acceptable residual service after removal of one company. If and when additional staffing is added in the south county, it would alleviate some of the call volume at which. Point there would be potential for consolidation that should be reexamined.

Evidence basis: Decision Screen, Closure Screen, Pair Overlap, and Facility Condition; Final Handoff Memorandum, §§4.5, 5.1, and 5.2.

PAIR 05 | RENO / TMFPD

J.6.5 R6 / T33

Agencies	Road relationship	Combined demand	Disposition
Reno / TMFPD	Directional road-network interface	5,108 combined modeled incidents	Retain both; apply closest-appropriate response, review after 12 month period



Map J-5. R6 and T33 Modeled Road-Nearest Station Catchments

Why consolidation appears plausible

T33 is better positioned for a meaningful share of incidents assigned to the R6 side of the boundary. That directional advantage can look like evidence that T33 could replace part or all of the R6 station function.

What changes the conclusion

1. The advantage is incident-specific. A non-Reno station was closer for 122 of 439 analyzed R6 urban home-first incidents; T33 accounted for 119. Only 8.9 percent of the cohort had a modeled distance advantage of at least one mile.
2. A closer first unit is not the same as spare system capacity. The result identifies where dispatch can improve the first assignment. It does not demonstrate that T33 is available at the same times, can absorb R6's workload, or can preserve coverage after leaving its own area.
3. R6 carries most of the combined demand. R6 is modeled at approximately 4,621 incidents and T33 at approximately 487. The combined 5,108 incidents exceed the closure screen, and shifting the larger workload to the smaller station would require capacity evidence that is not currently indicated.
4. The companies contribute separate depth. Keeping both stations supports concurrent incidents and multi-unit assembly on both sides of the boundary.

Why R6 Has Not Been Demonstrated Capable of Absorbing T33

Capacity consideration	Evidence	Why R6 cannot be treated as capable of absorbing T33
Closure-screen workload	R6 carries approximately 4,621 modeled incidents and T33 approximately 487. Consolidation at R6 would produce 5,108 modeled incidents, exceeding the 5,000-incident screening threshold.	Absorption would add approximately 10.5% to R6's modeled demand and cause the combined territory to fail the initial workload screen.
Existing R6 workload	R6 recorded 3,417 underlying territory incidents in 2025. Across the Reno workload analysis, E6 completed 6,355 valid assignments and accumulated approximately 1,657 committed hours, producing 9.5% clock commitment.	R6 is already a high-activity urban station. Its existing workload does not demonstrate sufficient unused capacity to assume T33's territory and regional responsibilities without additional resources.
Concentrated urban demand	The 25 highest-demand R6 locations generated 1,231 incidents, or 36.0% of territory demand. These include senior housing, multifamily housing, care and behavioral-health facilities, mobile-home communities, and major commercial properties.	R6 must maintain reliable availability for recurring demand at complex and high-utilization occupancies. Sending its resources farther south would increase local concurrency and backfill exposure.
R6 availability and coverage depth	E6 was occupied during approximately one in ten analyzed incidents. When E6 was occupied, the practical Reno second-coverage layer was also occupied in more than one-quarter of cases.	R6 already depends on surrounding companies during concurrent demand. Absorbing T33 would increase the number of incidents competing for the same urban response and backup resources.

Capacity consideration	Evidence	Why R6 cannot be treated as capable of absorbing T33
T33's observed service demand	T33's road-nearest territory generated 909 TMFPD-prefix incidents in 2025, averaging 2.49 incidents per day. EMS and medical incidents accounted for 687 incidents, or 75.6%.	T33's observed operating demand is substantial and would continue if the station were removed. The closure-screen count should not be interpreted as the station's complete operational workload.
Mixed service geography	T33 serves developed South Virginia Street and commercial areas, suburban neighborhoods, highway approaches, foothill development, and rural/WUI areas extending toward Geiger Grade.	R6's predominantly urban operating environment does not replicate T33's mixed urban, suburban, highway, rural, and WUI coverage role.
Existing travel reliability	Pooled T33 territory travel medians were approximately 4:21 in urban areas, 6:12 in suburban areas, and 9:15 in rural/WUI areas. Urban and suburban travel did not meet TMFPD's internal reliability metrics.	T33's territory already has travel-reliability concerns. Removing the geographically positioned company and relying on R6 has not been demonstrated to preserve acceptable urban, suburban, or rural/WUI service.
Apparatus and operational function	T33's principal recorded resources include TE33 and TL33, with brush and water-tender identifiers also present. R6's principal frontline resource is E6; its other recorded units are limited or specialized and are not equivalent continuously available replacements.	Absorption would require R6 to replace T33's engine, ladder, WUI, water-supply, and highway-response functions while maintaining its own urban first-due responsibility. That capability has not been established.
South-area network role	T33 supplied 362 assignments and 84.8 core-frontline hours outside its own territory during 2025. It provided support to Stations 36, 45, 44, 46, 37, and 32.	Removing T33 would reduce response depth across the interconnected south-area network. R6 would inherit T33's local demand while other TMFPD territories lost an existing supporting company.
Receiving-capacity evidence	R6 requires facility renewal. No funded staffing, apparatus, bay expansion, move-up plan, or effective-response-force analysis has been identified to support consolidation at R6.	A station requiring renewal should not be presumed capable of accepting another company's territory and operational functions without a defined capital and staffing plan.

Why T33 Has Not Been Demonstrated Capable of Absorbing R6

Capacity consideration	Evidence	Why T33 cannot be treated as capable of absorbing R6
Closure-screen workload	Transferring R6's 4,621 modeled incidents to T33 would increase T33's modeled demand by approximately 949%. The resulting 5,108 incidents would equal about 10.5 times T33's current modeled demand.	This would fundamentally change T33's operating scale. It is not an incremental workload transfer that could be supported by the station's present activity level.
Difference in operating scale	R6 recorded 3,417 territory incidents in 2025. T33 recorded 909 TMFPD-prefix territory incidents. E6 completed 6,355 valid assignments across the Reno analysis, while TE33 and TL33 recorded 982 TMFPD-prefix core-frontline assignments in 2025.	T33's existing operation does not demonstrate the personnel, apparatus, or support capacity necessary to assume R6's much larger urban workload.
Geographic advantage is limited and directional	A non-Reno station was closer for 122 of 439 analyzed R6 urban home-first incidents, with T33 accounting for 119. Only 8.9% of the full cohort had a modeled T33 distance advantage of at least one mile.	The results support changing the first assignment for selected incidents. They do not establish that T33 can replace R6 throughout its catchment or assume responsibility for incidents where R6 remains better positioned.
Availability is not assured	TE33 was already committed when 71 of 909 T33 territory incidents began, a 7.8% first-due-busy rate. In the pooled Code 3 population, occupied-first-due incidents had a 9:01 median travel time, and another station arrived first in 70.8% of cases.	T33 is not continuously available even for its existing territory. Adding R6's workload would increase first-due conflicts and reliance on neighboring stations.
Dependence on neighboring stations	Station 36 supplied 62.4 core-frontline hours to T33's territory, and Station 32 supplied another 25.1 hours. T33 received 96.9 hours in total and exported 84.8 hours, making it a modest net receiver.	T33's present service level already depends on reciprocal support, particularly from T36 and T32. Existing neighboring-station depth should not be counted as unused T33 capacity available to absorb R6.
Existing multi-station depth	Although TE33 was committed during 7.8% of territory incidents, the first two road-nearest engines were simultaneously committed during only 0.6%, and no incident began while the first three were committed.	The current network performs because multiple companies remain available. Removing R6 would eliminate part of that depth and could convert manageable first-due occupancy into broader coverage depletion.
R6 urban service demands	R6 protects dense residential development, senior and care facilities, behavioral-health locations, mobile-home communities, commercial occupancies, and the	Absorbing R6 would require T33 to support a high-frequency and concentrated urban demand profile in addition to its existing suburban,

Capacity consideration	Evidence	Why T33 cannot be treated as capable of absorbing R6
	South McCarran–Longley–South Virginia transportation network.	highway, foothill, and WUI responsibilities.
R6 response performance	R6 median travel was approximately 5:48 for EMS incidents and 5:29 for fire and other Code 3 incidents. The corresponding 90th percentiles were 9:11 and 8:49. Even R6 home-station responses had a median near 5:09.	R6 is already travel-constrained. Although T33 is closer to selected incidents, no analysis demonstrates that it could maintain R6-area response performance across the entire territory.
Apparatus and effective response force	T33 provides engine and ladder capability and supports mixed-geography incidents. R6 contributes a separate staffed engine and access to the Reno urban response system.	T33 cannot be assumed to replace R6's first-due company while simultaneously preserving ladder availability, its own territory coverage, and effective-response-force assembly on both sides of the boundary.
Facility and staffing uncertainty	CAD identifies recorded T33 resources but does not establish bay configuration, station staffing, cross-staffing, move-up status, or non-incident out-of-service time. No funded expansion plan has been identified.	The physical presence of multiple unit identifiers does not demonstrate that T33 has the personnel or facility capacity to operate the additional companies that absorption would require.

Neither direction passes the absorption test. R6's existing urban workload, concurrency exposure, concentrated repeat demand, and facility-renewal needs prevent it from being treated as capable of assuming T33's mixed-geography territory and regional functions. T33, in turn, does not have demonstrated capacity to absorb a workload nearly ten times its closure-screen demand while maintaining its own ladder, highway, rural/WUI, and south-area network responsibilities.

The road-network findings do support operational integration. T33 should receive selected R6-side incidents when it is the closest appropriate available company, but only with donor-coverage, capability, backup, and effective-response-force safeguards. Both staffed companies should be retained.

Data note: The 4,621 and 487 figures are the normalized modeled counts used in the Annex J closure screen. The 3,417 and 909 figures are observed 2025 territory counts produced under each agency's operational dataset and analytical definitions. They should not be combined or treated as directly interchangeable.

Network conclusion

The Study supports changing selected assignments, not removing either company. The directional geographic mismatch is best corrected through AVL-supported dispatch with donor and backup safeguards.

> Supported action. Implement boundary drop for qualifying incidents; audit actual unit selection and availability; retain R6 and T33 as separate staffed companies.

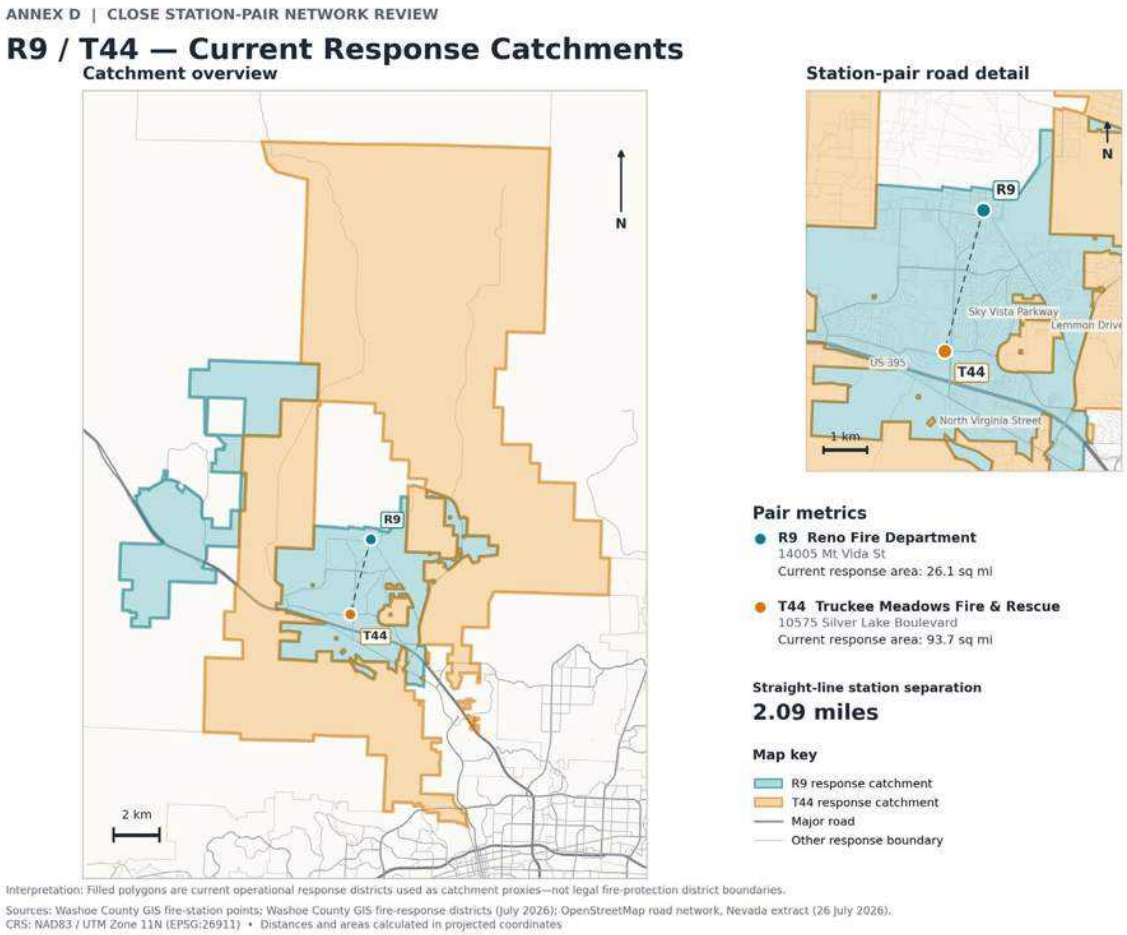
Future decision point. Reconsider only with post-AVL evidence showing sustained T33 capacity, acceptable residual TMFPD coverage, reliable R6-area travel, and no loss of full effective-response-force assembly.

Evidence basis: Final Handoff Memorandum, §§5.1, 5.2, and 7; Decision Screen, Closure Screen; R6 urban home-first road-network cohort.

PAIR 06 | RENO / TMFPD

J.6.6 R9 / T44

Agencies	Road relationship	Combined demand	Disposition
Reno / TMFPD	2.31 road miles	8,115 combined modeled incidents	Retain both; make this the priority boundary-drop corridor



Map J-6. R9 and T44 Modeled Road-Nearest Station Catchments

Why consolidation appears plausible

R9 and T44 are close and repeatedly serve an active cross-boundary interface. T44 is geographically closer for many incidents initially associated with the R9 area, which can be misread as evidence that the stations duplicate one another.

What changes the conclusion

1. This is a high-demand corridor. R9 carries approximately 6,726 modeled incidents and T44 approximately 1,389. Their combined total of 8,115 is well above the closure screen.
2. The geographic opportunity is real but does not imply closure. T44 was closer for 173 of 401 analyzed R9 urban home-first incidents, or 43.1 percent. The median advantage was 1.58 road miles, and 31.2 percent had an advantage of at least one mile.
3. Both directions matter. The priority screen identified 229 Reno-to-TMFPD eligible opportunities and 236 in the reverse direction. That two-way relationship shows the value of retaining both stations and sending the closest appropriate available company.
4. Growth and facility condition reinforce retention. R9 shows continued demand growth, while T44 carries a 16.6 to 24.4 percent growth range and requires replacement or renewal. An aging building is a capital issue; it is not evidence that the coverage should disappear.

Why R9 Has Not Been Demonstrated Capable of Absorbing T44

Capacity consideration	Evidence	Why R9 cannot be treated as capable of absorbing T44
Closure-screen workload	R9 carries approximately 6,726 modeled incidents and T44 approximately 1,389. Consolidation at R9 would produce 8,115 modeled incidents, more than 3,100 incidents above the 5,000-incident closure screen.	Absorption would add approximately 20.7% to an R9 workload that already exceeds the screening threshold on its own.
Existing R9 workload	R9 territory recorded approximately 3,509 incidents in 2025. Across the Reno Study period, E9 completed 4,967 valid assignments and accumulated approximately 1,115 committed hours.	E9's moderate 6.5% recorded commitment does not establish that the station can absorb another territory. The measure excludes training, maintenance, staffing shortages, relocation, and other non-incident unavailability.
Concentrated and complex demand	R9's 25 highest-frequency locations generated 1,036 incidents, or 29.5% of territory demand. The territory includes large apartment developments, mobile-home communities, schools, retail centers, industrial and logistics facilities, freeway interchanges, and major intersections.	R9 must retain capacity for a substantial and varied North Valleys workload. Adding T44's incidents would increase both routine demand and exposure to extended roadway, industrial, and fire events.
T44's observed service demand	T44's road-nearest territory generated 1,112 TMFPD-prefix incidents in 2025, approximately 3.05 incidents per day.	T44's workload is not limited to a small number of routine calls. Its fire and WUI incidents consume resources

Capacity consideration	Evidence	Why R9 cannot be treated as capable of absorbing T44
	EMS represented 72.7% of demand, while fire, vegetation, and outside-fire incidents generated 120.5 operational unit-hours.	disproportionately to their incident count and would remain after consolidation.
T44's mixed service geography	T44 serves Stead, Silver Lake, Lemmon Valley, US 395, North Virginia Street, Red Rock Road, dispersed development, open land, and rural/WUI areas. The modeled territory has a 3.89-mile median station distance and a 5.95-mile 90th-percentile distance.	R9 cannot be assumed to reproduce T44's geographic position across its long northern and rural/WUI territory. The stations overlap meaningfully, but they do not have identical catchments.
Existing T44 travel conditions	T44's pooled urban travel median was approximately 9:30, while rural/WUI travel had a 9:14 median and 15:06 90th percentile. Only 4.1% of pooled urban incidents were reached within four minutes.	T44's territory already has significant distance and reliability challenges. Removing its locally positioned company and relying on R9 has not been demonstrated to preserve acceptable access.
Apparatus and operational functions	T44's recorded resources include TE44, brush units, a water tender, and squad, hazard, utility, and other support identifiers. R9's principal frontline resource is E9; MED9, R9, B9, and other identifiers are not equivalent continuously available companies.	Absorption would require R9 to replace T44's engine, brush, water-supply, WUI, hazard, and regional-support functions while protecting its own territory. That capability has not been established.
T44's regional donor role	T44 supplied 586 assignments and 148.9 core-frontline hours outside its home territory. It was a net exporter of 49.2 hours, including 72.8 hours to T42 and 64.9 hours to T45.	Removing T44 would reduce response capacity across the wider North Valleys network. R9 would inherit local demand while TMFPD lost one of its most important donor companies.
Growth	T44 carries a projected growth range of approximately 16.6%–24.4%, while R9 also shows continued demand growth.	The receiving-capacity decision cannot rely on present averages. Consolidation would place two growing service areas on one company.
Facility and implementation capacity	No funded R9 staffing, apparatus, bay expansion, move-up, or effective-response-force plan has been identified to support consolidation.	Moderate recorded E9 utilization is not a substitute for demonstrated facility, staffing, and alarm-assembly capacity.
Effect on the regional interface	The priority screen identified 229 qualifying Reno-to-TMFPD opportunities and 236 in the reverse direction.	The interface produces value in both directions. Removing T44 would eliminate one side of the two-company network that makes closest-appropriate response possible.

Why T44 Has Not Been Demonstrated Capable of Absorbing R9

Capacity consideration	Evidence	Why T44 cannot be treated as capable of absorbing R9
Closure-screen workload	Transferring R9's 6,726 modeled incidents to T44 would increase T44's modeled demand by approximately 484%. The combined 8,115 incidents would equal approximately 5.8 times T44's current modeled demand.	This would fundamentally change T44's operating scale and greatly exceed the workload represented by its current staffing and apparatus configuration.
Difference in observed workload	R9 recorded approximately 3,509 territory incidents in 2025, compared with 1,112 in T44's road-nearest territory. E9 completed 4,967 Study-period assignments; TE44 completed 1,557 TMFPD-prefix assignments in 2025.	T44's existing operation does not demonstrate the capacity to accept R9's substantially larger workload while continuing to serve its own territory.
Geographic advantage is substantial but incomplete	T44 had a shorter fixed route for 173 of 401 analyzed R9 urban home-first incidents, or 43.1%. Its median advantage in those incidents was 1.58 road miles, and 31.2% of the full cohort had an advantage of at least one mile.	T44 is better positioned for many incidents, but R9 remains better positioned for the majority of the analyzed cohort. The result supports selective assignment, not replacement of R9's entire station function.
Observed first-arrival benefit	T44 supplied the first arrival on approximately 31% of incidents in the supplemental R9 urban deployment population. Its observed median travel was approximately 4:17, compared with approximately 5:23 when an R9 resource arrived first.	This confirms the value of cross-boundary dispatch. It does not show that T44 was available for all R9 incidents or could absorb the remaining workload without degrading its own territory.
Existing T44 commitment	TE44 accumulated approximately 916.6 all-prefix incident hours, representing 10.5% recorded annual occupancy - the third-highest primary-engine occupancy among the ten modeled TMFPD stations.	T44 is already a comparatively busy TMFPD engine. Its current workload does not demonstrate durable headroom for R9's demand.
First-due and layered depletion	TE44 was already committed when 9.0% of 2025 territory incidents began. The first two road-nearest engines were simultaneously committed during 1.6% of incidents, and the first three during 0.4%.	T44 already experiences first-due and occasional multi-layer depletion. Absorbing R9 would increase the frequency with which both its own and adjoining territories depend on more distant resources.
Effect of T44 occupancy	When TE44 was not occupied, another station supplied the first arrival in 8.9% of qualifying incidents. When TE44 was occupied, that rate increased to 52.8%,	The existing record shows that T44's availability materially affects coverage. Adding R9's workload would increase precisely the condition associated with substitute-station reliance.

Capacity consideration	Evidence	Why T44 cannot be treated as capable of absorbing R9
	and the travel-time upper tail became longer.	
Regional donor responsibilities	Approximately 37.8% of T44's reliably attributed assignments and 41.3% of its core-frontline hours occurred outside its home territory. T42 and T45 are its largest support relationships.	Absorbing R9 would consume capacity currently used to sustain T42, T45, and other TMFPD territories, weakening North Valleys system resilience.
R9's urban and transportation demand	R9 serves dense multifamily development, mobile-home communities, schools, retail, logistics facilities, and recurring incidents along US 395, Stead Boulevard, Lemmon Drive, Silver Lake Road, and Sky Vista Parkway.	T44 would have to assume a large urban and transportation workload while retaining its rural/WUI, highway, water-supply, and regional-support responsibilities.
T44 facility condition	T44 is a 1976 facility with an identified renewal need. The report supports a formal condition assessment and renewal program but does not establish available space for additional staffing or apparatus.	Facility age is a capital issue, not evidence of excess operating capacity. Consolidation at T44 would require a defined replacement or expansion program that has not been developed.
Growth and residual coverage	T44's territory is projected to grow by approximately 16.6%–24.4%. R9 also serves continued North Valleys development.	T44 would need to absorb R9 while maintaining coverage for its own growing territory and its T42/T45 donor responsibilities. That combined capability has not been demonstrated.

Neither direction passes the absorption test. R9 already carries a high modeled workload and cannot be presumed capable of accepting T44's growing urban, rural/WUI, highway, specialty-resource, and regional-support responsibilities. T44, meanwhile, has comparatively high engine occupancy, an extensive donor role, a facility-renewal need, and no demonstrated capacity to assume R9's substantially larger workload.

R9/T44 is nevertheless the strongest operational-integration opportunity in the close-pair review. The road network and observed first arrivals show that T44 can materially improve response for selected R9-area incidents, while the boundary-drop screen identifies a nearly equal number of opportunities in the reverse direction. The appropriate action is guarded, AVL-supported closest-appropriate response - not removal of either company. Both stations should be retained, and T44's renewal should proceed in coordination with the integrated dispatch model.

Data note: The 6,726 and 1,389 figures are the normalized modeled counts used in the Annex J closure screen. The 3,509 and 1,112 figures are observed 2025 territory counts produced under each agency's operational dataset and analytical definitions. They should not be combined or treated as directly interchangeable.

Network conclusion

R9/T44 is the strongest case for operational integration and one of the weakest cases for capacity removal. Closing a company would reduce the very two-way depth that makes closest-appropriate response workable.

> Supported action. Prioritize boundary drop and common AVL in this corridor; retain both companies; coordinate T44 replacement or renewal with the new dispatch model.

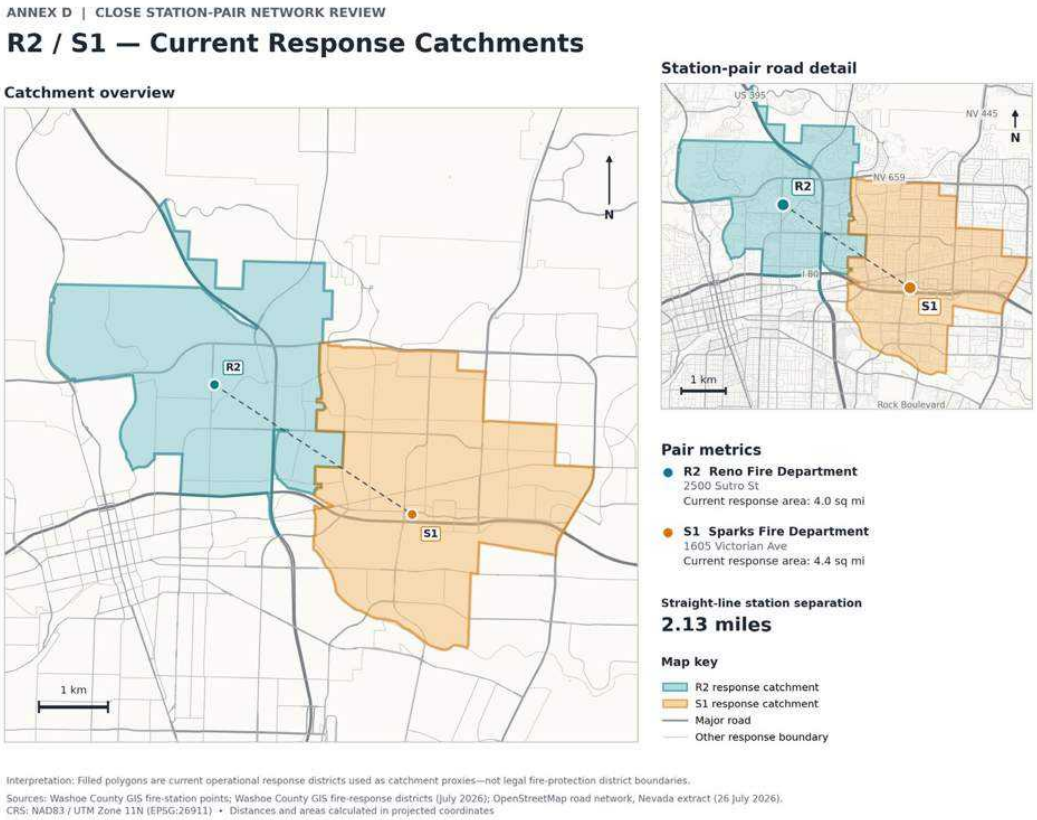
Future decision point. Reconsider only after observed availability, workload transfer, concurrency, and complete alarm-assembly performance show durable excess capacity under the integrated operating model.

Evidence basis: Decision Screen, Closure Screen, Pair Overlap, Facility Condition, and Boundary Drop; Final Handoff Memorandum, §§4.4, 5.1, 5.2, and 7.

PAIR 07 | RENO / SPARKS

J.6.7 R2 / S1

Agencies	Road relationship	Combined demand	Disposition
Reno / Sparks	Map-proximity screening pair	12,250 combined modeled incidents	Retain both; address facility needs separately



Map J-7. R2 and S1 Modeled Road-Nearest Station Catchments

Why consolidation appears plausible

R2 and S1 lie in the central Reno-Sparks urban area and appear close when viewed without the road network, event distribution, and workload. This makes them a natural pair to screen for possible cross-boundary consolidation.

What changes the conclusion

1. The combined demand is too high for the screening concept. R2 is modeled at approximately 5,475 incidents and S1 at approximately 6,775, for a combined total of 12,250.
2. Neither is the other's primary nearest alternative. The station screen identifies R1 as R2's nearest alternative and R13 as S1's. This weakens the assumption that the two facilities are direct geographic substitutes.
3. Fixed-route and arrival evidence does not show meaningful substitution. The completed pair review found little meaningful road-network or observed-arrival evidence that one station routinely replaces the other's service position.
4. Both facilities have their own capital needs. R2 is an aging facility requiring lifecycle renewal, while S1 is an aging headquarters facility requiring modernization. Those needs should be solved without removing staffed response capacity.

Why R2 Has Not Been Demonstrated Capable of Absorbing S1

Capacity consideration	Evidence	Why R2 cannot be treated as capable of absorbing S1
Closure-screen workload	R2 carries approximately 5,475 modeled incidents and S1 approximately 6,775. Consolidation at R2 would produce 12,250 modeled incidents - 2.45 times the 5,000-incident closure screen.	Absorption would increase R2's modeled workload by approximately 124%. R2 already exceeds the screening threshold without any transferred S1 demand.
Existing R2 workload	R2 territory recorded approximately 4,576 underlying incidents in 2025. E2 completed 5,706 valid assignments and accumulated approximately 1,684 committed hours; MED2 completed 5,463 assignments and accumulated approximately 1,366 hours.	R2 is already a high-activity urban station. Its engine and medic workloads do not demonstrate sufficient unused capacity to absorb Sparks' highest-demand station territory.
R2 availability and coverage depth	E2 was already committed during approximately one in ten incidents in the urban availability population. When E2 was committed, Station 1 - the practical Reno second-due company - was also committed in approximately 27.5% of those cases.	R2 already experiences meaningful first- and second-layer coverage pressure. Adding S1's workload would increase concurrent-demand and substitute-response exposure.
S1 territorial demand	S1 generated approximately 6,717 Sparks-origin incidents in 2025, representing 40.1% of departmentwide demand. The broader all-source territory contained approximately 6,775 incidents, or about 18.4 incidents per day.	S1's demand is greater than R2's entire modeled workload and cannot be treated as an incremental addition to R2.

Capacity consideration	Evidence	Why R2 cannot be treated as capable of absorbing S1
S1 resource workload	E11, E12, and T11 appeared as the primary unit on 6,760 qualifying incidents and accumulated approximately 1,589 documented primary-unit hours.	S1's workload is presently distributed among multiple frontline companies. Transferring the territory to R2 would concentrate that demand on a much smaller station-resource configuration.
Headquarters and command function	S1 is Sparks' headquarters and houses two staffed ALS engines, a staffed aerial company, and a battalion chief. It also supports reserve engine and truck capacity, heavy rescue, water rescue, brush, and other apparatus.	R2's E2 and MED2 cannot be treated as replacements for S1's headquarters, command, aerial, rescue, reserve, and specialty functions.
Concentrated S1 demand	S1's 25 highest-frequency locations generated 2,566 incidents, approximately 37% of E11/E12/T11 primary assignments and 32% of their documented primary-unit hours. Our Place alone generated 854 incidents.	Absorption would expose R2 to substantial recurring demand from shelters, casinos, transit facilities, skilled nursing, behavioral health, and multifamily properties while it continued to protect its own high-use locations.
Different service geography	R2 protects northeast Reno, including substantial senior, care, rehabilitation, multifamily, lodging, retail, arterial, and freeway demand. S1 protects central Sparks and the Victorian, Prater, Oddie, Rock, El Rancho, Galletti, and I-80 corridors.	The stations serve separate urban catchments. Central-area map proximity does not demonstrate that R2 can maintain acceptable travel throughout S1's territory.
Fixed-route evidence	Only approximately 5.3% of routable S1 incidents had another agency's fixed station geographically nearer. The median modeled advantage was approximately six seconds, with no material one-minute or two-minute opportunity population.	The road network does not identify R2 as a meaningful replacement for S1. Any cross-boundary opportunities are isolated and incident-specific.
Observed first-arrival relationship	S1 resources supplied 96.9% of classifiable S1 territory first arrivals. Outside agencies supplied only 0.3%.	S1 is overwhelmingly self-served. The observed deployment record does not show routine reliance on R2 or another outside agency that could support consolidation.
Facility and implementation capacity	R2 is a 1987 two-bay facility with moderate lifecycle-renewal needs. No funded expansion, staffing, apparatus, command-relocation, or effective-response-force plan has been identified.	R2's renewal need should be addressed as a lifecycle project. It does not demonstrate that the facility can accept S1's companies, headquarters functions, apparatus, or workload.

Why S1 Has Not Been Demonstrated Capable of Absorbing R2

Capacity consideration	Evidence	Why S1 cannot be treated as capable of absorbing R2
Closure-screen workload	Transferring R2's 5,475 modeled incidents to S1 would increase S1's modeled demand by approximately 80.8%. The resulting 12,250 incidents would be 2.45 times the closure-screen threshold.	S1's multi-company configuration does not overcome the scale of the proposed transfer. The combined demand is far outside the closure-screen range.
Existing S1 workload	S1 already generates approximately 40% of Sparks-origin demand. E11, E12, and T11 accumulated approximately 1,589 documented primary-unit hours in 2025.	S1's multiple companies are actively used to manage its existing high demand. Their presence should not be interpreted as unused capacity available to absorb R2.
R2 territorial demand	R2 recorded approximately 4,576 underlying incidents at 1,227 identifiable premises in 2025. EMS and medical incidents dominate, together with substantial multifamily, senior, rehabilitation, lodging, and care-facility demand.	Absorption would add another major urban service area with recurring EMS and high-occupancy-property demand to Sparks' busiest station.
R2 apparatus workload	E2 and MED2 accumulated approximately 821 and 636 documented incident hours, respectively, during 2025. The 25 highest-frequency locations consumed approximately 23% of their combined documented incident time.	Removing R2 would eliminate two actively used local resources. S1 would need to replace both engine and medical-response capacity while sustaining its own companies and specialty functions.
R2 concurrency exposure	E2 was committed during approximately 10% of analyzed incidents. When that occurred, the practical Reno second-due company was also committed in more than one-quarter of cases.	R2's current territory requires independent local capacity and surrounding Reno depth. Transferring the territory to S1 could worsen existing concurrent-demand exposure rather than resolve it.
R2 response performance	R2 territory median travel was approximately 4:38 for EMS incidents and 4:14 for fire and other Code 3 incidents. R2 resources had a median near 4:06 when they arrived first, compared with approximately 5:25 for outside-station first arrivals.	The available evidence shows a travel penalty when R2 loses local coverage. No analysis demonstrates that S1 could reproduce R2's current geographic performance throughout northeast Reno.
Nearest-station relationship	The station screen identifies R1 - not S1 - as R2's primary nearest alternative. For S1, the corresponding nearer alternative is R13.	R2 and S1 are not one another's principal geographic substitutes. Consolidating them would disregard the surrounding R1 and R13 network

Capacity consideration	Evidence	Why S1 cannot be treated as capable of absorbing R2
		that actually controls much of the second-due relationship.
Limited cross-boundary substitution	The pair review found little meaningful fixed-route or observed-arrival evidence that R2 and S1 routinely replace one another's service positions.	Visual proximity near the Reno–Sparks boundary does not establish operational interchangeability or acceptable whole-territory coverage.
S1 turnout and workload concerns	S1's 2025 median turnout was approximately 1:40, with a 2:25 90th percentile. Overnight median turnout reached 2:18, and approximately 73% of overnight responses exceeded two minutes.	S1 already has a documented readiness issue requiring operational attention. Adding R2's workload would increase station demand without addressing that underlying reliability concern.
S1 specialty and citywide roles	S1's two ALS engines, aerial company, battalion chief, and specialty resources support incidents beyond routine first-due demand. T11 also responds across a broader geography than the engine companies.	Capacity appearing to exist within a multi-company station is partly required for command, aerial, rescue, and citywide response. It cannot be assumed available for permanent R2 coverage.
Facility condition	S1 was constructed in 1981 and dedicated in 1982. Although it has undergone substantial work, continued major repair and modernization needs remain.	S1's modernization need should be addressed through a functional headquarters and facility plan. The existing building should not be presumed capable of accommodating additional companies or functions from R2.

Neither direction passes the absorption test. R2 cannot absorb S1's higher territorial demand, multi-company workload, headquarters function, command presence, staffed aerial company, and specialty resources. S1 cannot absorb R2's substantial engine and medic workload while continuing to serve approximately 40% of Sparks' incident demand and preserving its command, aerial, rescue, and citywide responsibilities.

The geographic premise is also weak. R1 is the primary nearby alternative for R2, while R13 is the more relevant alternative for S1. Only about 5% of S1 incidents have another agency station geographically nearer, and the typical advantage is only a few seconds. The evidence therefore supports retaining both stations, renewing R2, modernizing S1, and using regional dispatch only for isolated incident-specific opportunities.

Data note: The 5,475 and 6,775 figures are the normalized modeled counts used in the Annex J closure screen. The 4,576 R2 count and 6,717 Sparks-origin S1 count are observed 2025 territory measures produced under their respective agency datasets and definitions. They should not be combined or treated as directly interchangeable.

Network conclusion

The map relationship does not survive the road, demand, and capacity tests. Combining the stations would concentrate a large urban workload at one location and reduce resilience when the remaining company is committed.

> Supported action. Retain both companies; renew R2 and modernize S1 through separate capital plans; use regional dispatch for incident-specific cross-boundary opportunities rather than a fixed consolidation.

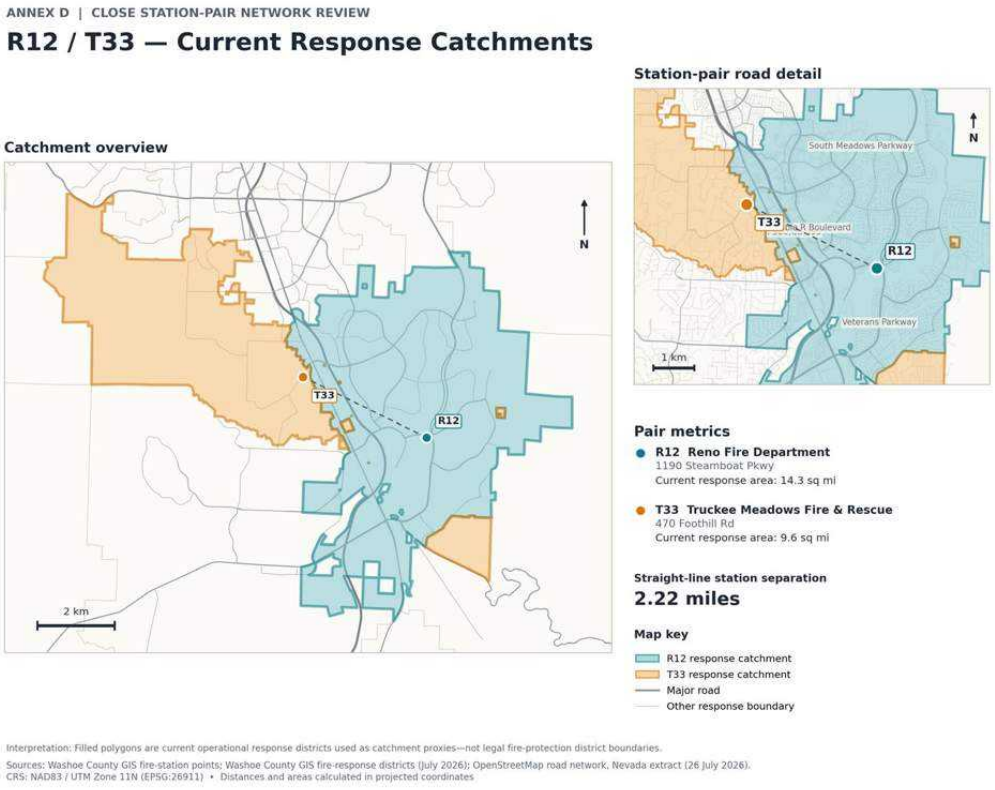
Future decision point. Reconsider only with detailed emergency-travel surfaces and observed concurrent-demand and receiving-capacity evidence that account for the surrounding R1 and R13 network.

Evidence basis: Decision Screen, Closure Screen and Facility Condition; Final Handoff Memorandum, §§4.5 and 5.2.

PAIR 08 | RENO / TMFPD

J.6.8 R12 / T33

Agencies	Road relationship	Combined demand	Disposition
Reno / TMFPD	3.01 road miles	8,756 combined modeled incidents	Retain both; implement boundary drop



Map J-8. R12 and T33 Modeled Road-Nearest Station Catchments

Why consolidation appears plausible

R12 and T33 sit at an active south-valley interface, and T33 is better positioned for many incidents on the R12 side of the boundary. The stations therefore appear to overlap when the analysis is limited to closest fixed-station distance.

What changes the conclusion

1. The combined workload is substantial. R12 carries approximately 8,269 modeled incidents and T33 approximately 487, producing a combined total of 8,756.
2. The closer-station finding is meaningful but limited to selected incidents. A non-Reno station was closer for 219 of 675 analyzed R12 urban home-first incidents, or 32.4 percent; T33 accounted for 193 and T36 for 26. A modeled advantage of at least one mile occurred in 20.4 percent.
3. The direction-specific operating opportunity is clear. The priority screen identified 82 Reno-to-TMFPD opportunities at the R12/T33 interface and 26 in the reverse direction. This supports controlled cross-boundary assignment, not wholesale transfer of the station function.
4. Growth and network depth argue against removal. R12 is a high-use, growing station. T33 is strategically positioned within the TMFPD network. Each helps protect its own jurisdiction and provides depth for the other.

Why R12 Has Not Been Demonstrated Capable of Absorbing T33

Capacity consideration	Evidence	Why R12 cannot be treated as capable of absorbing T33
Closure-screen workload	R12 carries approximately **8,269 modeled incidents** and T33 approximately **487**, producing **8,756 combined incidents**. R12 alone is already 65% above the 5,000-incident screening level; the combined workload is approximately 75% above it.	Even the normalized screening measure places the combined station function well outside the range in which one-company consolidation should be presumed feasible.
Existing R12 utilization	R12 territory recorded approximately **4,261 incidents in 2025**. E12 recorded **6,960 assignments and 1,896 committed hours**, equal to approximately **14.4% of Study-period clock time**.	R12 is already a high-use station. Adding T33's workload, coverage responsibility, and move-up obligations would reduce the limited headroom available for simultaneous South Reno incidents.
Growth exposure	Reno identifies R12 as its fastest-growing fire district. Reported call volume increased from **2,231 to 3,389 between 2018 and 2022**, an increase of approximately **52%**.	Any apparent present-day capacity must be evaluated against continuing growth. Transferring T33's function to R12 would consume capacity needed for R12's own expanding service area.
R12 demand concentration	The 25 highest-frequency R12 locations generated approximately **1,428 incidents**, or **33.5%** of 2025 territory demand, and approximately **25.5% of E12's documented incident hours**.	Senior housing, multifamily properties, healthcare facilities, schools, retail occupancies, and transportation corridors create recurring and sometimes extended commitments that

Capacity consideration	Evidence	Why R12 cannot be treated as capable of absorbing T33
		cannot be assumed available for the T33 catchment.
T33's existing workload	T33's road-nearest territory recorded approximately **909 TMFPD incidents in 2025**, including **687 EMS/medical incidents**. TE33 and TL33 accumulated approximately **982 core assignments and 232 committed hours**.	T33 is not an inactive or nominal location. Its existing incidents would become additional demand on an already highly utilized R12 company.
Different geographic mission	T33 protects South Virginia Street, commercial development, suburban neighborhoods, the Geiger Grade corridor, and rural/WUI portions of the south foothills.	R12's urban and suburban response position does not, by itself, replace T33's access to rural roads, elevation changes, winter approaches, vegetation-fire exposure, and WUI incidents.
Apparatus and response-force role	T33 is associated with TE33 and TL33 and also supports brush, water-tender, and specialty designations. E12 is the principal R12 frontline company; other R12 designations are not equivalent continuously available first-due companies.	Eliminating T33 would remove more than an engine location. No evidence shows that R12 could reproduce T33's ladder, WUI, water-supply, and response-force contribution while continuing to cover its own territory.
T33 network contribution	Approximately **36.5% of T33's attributable unit-hours** occurred outside its home territory. T33 exchanges material workload with T36, T32, T37, T44, T45, and T46.	Moving T33's function to R12 would remove a strategically positioned TMFPD resource from the broader south-county network, not merely transfer a small isolated catchment.
Substitute performance when T33 is occupied	When TE33 was not occupied, pooled Code 3 travel had a median of approximately **7:44**. When TE33 was occupied, the median increased to approximately **9:01**, and another station supplied the first arrival in approximately **70.8%** of incidents.	Existing results show that replacement coverage is slower when T33 is unavailable. Permanent removal would institutionalize that substitute-response condition.
Receiving capacity has not been established	The available records do not establish spare R12 apparatus bays, additional staffing, simultaneous specialty-unit capacity, or sustained receiving headroom.	Geographic proximity cannot substitute for a facility, staffing, apparatus, and concurrent-demand plan demonstrating that R12 can accept T33's complete function.

Why T33 Has Not Been Demonstrated Capable of Absorbing R12

Capacity consideration	Evidence	Why T33 cannot be treated as capable of absorbing R12
Extreme workload imbalance	Absorbing R12 would add approximately **8,269 modeled incidents** to T33's **487**, an increase of approximately **1,698%**. The resulting workload would be about **18 times T33's present modeled demand**.	This is not a marginal workload transfer. It would fundamentally change T33 from a comparatively moderate-demand interface station into the receiving station for one of the region's busiest and fastest-growing service areas.
Observed operating scale	R12 territory recorded approximately **4,261 incidents in 2025**, compared with approximately **909** in T33's road-nearest territory. E12 recorded **1,896 committed hours** during the Study period, compared with approximately **232 core hours** for TE33 and TL33.	T33's present workload and operating history do not demonstrate the capacity to accept R12's much larger incident volume or apparatus-hour burden.
Limited geographic substitution	A non-Reno station was closer for **219 of 675 analyzed R12 urban home-first incidents**, or **32.4%**. T33 accounted for **193** and T36 for **26**.	T33 was not closer for most of the analyzed R12 incidents. Closing R12 would therefore worsen or lengthen coverage for the majority of the R12 catchment to obtain an advantage for a limited edge area.
Corridor benefit is shared with T36	The modeled R12-side advantage was divided between T33 and T36 rather than being supplied by T33 alone.	The geographic finding supports a coordinated south-corridor network. It does not establish that T33 can replace R12 throughout the full R12 service area.
R12's travel problem is principally distance-based	R12's analyzed home-station incidents had a median directed road distance of approximately **1.91 miles**. E12 performed slightly better than Reno's distance-matched expectation.	The evidence does not identify an inefficient R12 company that can simply be removed. It identifies a large and elongated service area that benefits from additional regional access points.
R12 already depends on network depth	Different-station first arrivals occurred in approximately **38.0% of analyzed EMS incidents** and **31.3% of analyzed fire/other incidents** in R12 territory. E12 was already committed during approximately one in eight incidents in the urban availability analysis.	Removing R12 would eliminate the territory's principal company while it is already drawing heavily on surrounding resources. That would convert supplemental network assistance into routine replacement coverage.
T33 has limited availability headroom	TE33 was already occupied for approximately **7.8% of road-nearest first-due incidents**. When	T33 does not possess continuous unused capacity. Adding R12's workload would increase simultaneous-demand

Capacity consideration	Evidence	Why T33 cannot be treated as capable of absorbing R12
	occupied, substitute first arrivals were materially slower and usually came from another station.	conflicts and pull more distant TMFPD companies into both catchments.
R12 serves complex urban demand	R12 covers South Meadows, Damonte Ranch, Double Diamond, major multifamily and senior housing, medical facilities, schools, retail development, and the South Virginia Street/I-580 corridor.	T33's current operating profile does not demonstrate the staffing or response-force capacity necessary to replace R12's high-volume urban, institutional, transportation, and multifamily workload.
Effective-response-force protection	R12 and T33 contribute separate companies from different sides of the south-valley interface.	Consolidating at T33 would reduce the number of independently available companies supporting simultaneous incidents, structure fires, transportation emergencies, and WUI events.
Facility and staffing expansion are unproven	The available T33 records do not establish spare quarters, bays, staffing, cross-staffing arrangements, or the ability to house and operate the additional resources needed to replace R12.	Unit identifiers and physical proximity do not prove that T33 can accommodate R12's personnel, apparatus, demand, or full response-force function.
Growth remains controlling	R12's service area is rapidly developing, while the broader South Reno–Foothill corridor also faces continued growth.	Transferring the growing R12 workload to T33 would consume future capacity at both the receiving station and the neighboring TMFPD stations required to backfill it.

Directional Determination

Neither absorption direction passes the operational-capacity test. **R12 cannot be presumed capable of absorbing T33 because R12 is already highly utilized and T33 supplies a distinct south-county, WUI, apparatus, and network-depth function. T33 cannot be presumed capable of absorbing R12 because the transferred workload would be disproportionate and T33 is geographically advantageous for only a portion of R12's catchment.**

The evidence instead supports retaining both stations and implementing a **guarded closest-appropriate boundary drop** for qualifying incidents. Assignment should remain subject to current unit availability, required apparatus and capability, donor-area coverage, simultaneous-demand conditions, effective-response-force requirements, and seasonal or WUI access considerations.

Data note: The 8,269 and 487 figures are normalized modeled counts used by the Annex J closure screen. The 4,261 R12 and 909 T33 figures are observed agency operational counts derived under their respective station-analysis methods. They should be used to describe operating workload, but should not be added to or directly substituted for the modeled closure-screen counts.

Network conclusion

T33 can improve first-unit travel for qualifying calls without replacing R12. Closing either company would trade a dispatch-boundary improvement for a larger loss of capacity and concurrent coverage.

Supported action. Retain both stations; implement closest-appropriate response with capability and donor-coverage overrides; monitor workload transfer and future south-valley demand.

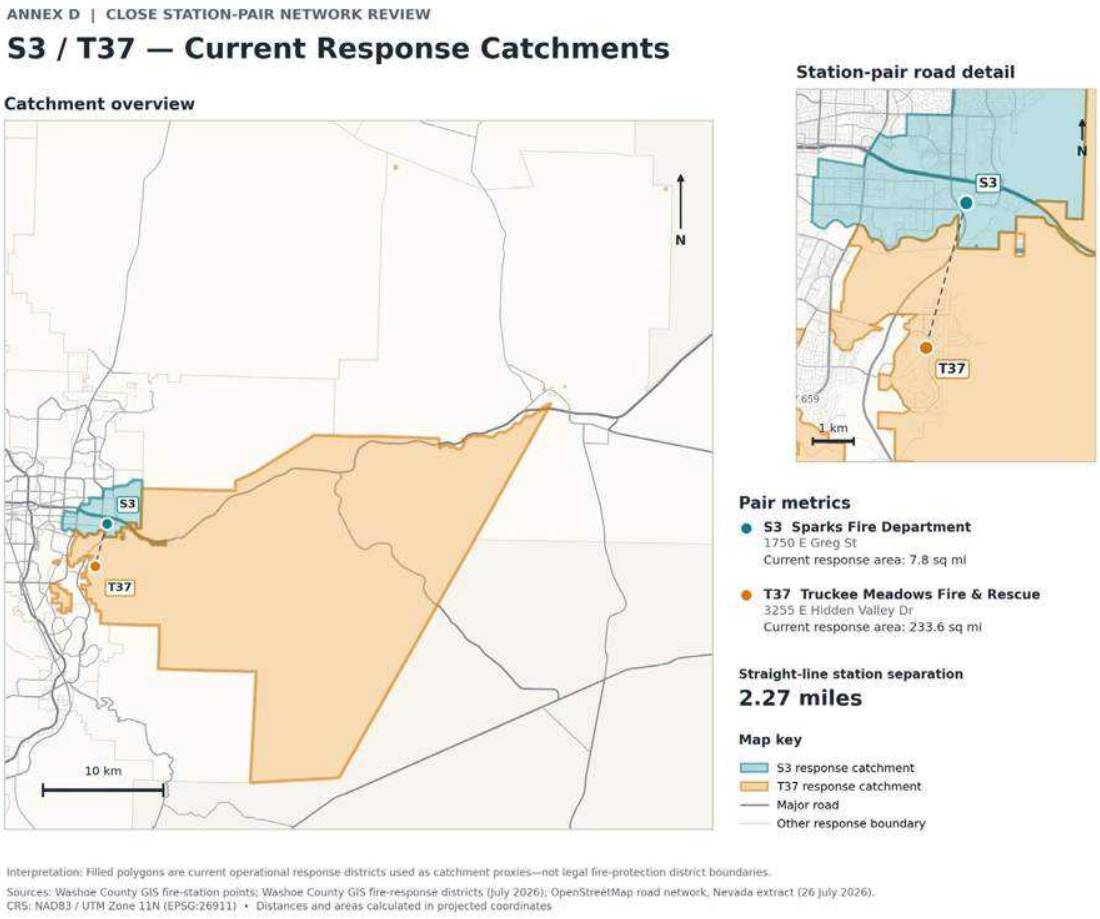
Future decision point. Reconsider only if integrated operations show sustained receiving capacity, acceptable response across both catchments, and preserved multi-company and WUI coverage during simultaneous incidents.

Evidence basis: Decision Screen, Closure Screen and Pair Overlap; Final Handoff Memorandum, §§4.4, 5.1, 5.2, and 7.

PAIR 09 | SPARKS / TMFPD

J.6.9 S3 / T37

Agencies	Road relationship	Combined demand	Disposition
Sparks / TMFPD	3.18 road miles	2,968 combined modeled incidents	Relocate S3 within east Sparks; retain T37



Map J-9. S3 and T37 Modeled Road-Nearest Station Catchments

Why consolidation appears plausible

S3 has a floodplain/edge-site concern, T37 is nearby across the boundary, and the combined modeled demand is below 5,000. Those conditions can make T37 appear to be a substitute for replacing or relocating S3.

What changes the conclusion

1. The S3-specific substitution test is weak. Within the S3 home-first cohort, the outside-agency closer share was negligible. The boundary line and building distance therefore do not solve the east Sparks coverage problem.
2. The missions are different. S3 supports east Sparks coverage and carries ALS and hazardous-materials functions. T37 protects Hidden Valley, eastern Interstate 80, and WUI geography. These roles are not interchangeable.
3. Both locations face growth. S3 carries a forecast growth range of approximately 10.6 to 26.8 percent and T37 approximately 11.1 to 14.9 percent.
4. Regional dispatch can still improve selected calls. The broader boundary screen identified 153 Sparks-to-TMFPD eligible opportunities, 148 of which were not captured in the baseline. These are incident-specific opportunities and should not be treated as proof that T37 can replace S3.

Why S3 Has Not Been Demonstrated Capable of Absorbing T37

Capacity consideration	Evidence	Why S3 cannot be treated as capable of absorbing T37
Closure-screen workload	The pair carries approximately **2,968 combined modeled incidents**, below the 5,000-incident initial screening level.	Passing the preliminary workload screen only identifies a pair for further review. It does not establish that S3 has the staffing, apparatus, geographic reach, or concurrent-demand capacity to assume T37's function.
Existing S3 workload	S3 territory recorded approximately **2,429 all-source incidents in 2025**. E31 was the primary resource on **2,271 incidents** and accumulated approximately **605.5 documented primary-unit hours**.	Absorbing T37's 482-incident road-nearest workload would add approximately 20% to S3's existing territory demand before accounting for move-ups, mutual aid, training, HazMat assignments, or non-incident unavailability.
Limited company depth	S3 has one routinely staffed frontline company: **E31, a Type 1 ALS engine**. Its reserve engine and HazMat tractor/trailer are not independently staffed; the HazMat resource is cross-staffed when required.	A single staffed S3 company cannot be presumed capable of covering its existing urban workload, cross-staffing HazMat, and replacing T37's engine and WUI functions simultaneously.
Different service geography	T37 protects Hidden Valley, rural and WUI areas, open land, and remote portions of the eastern Interstate 80 corridor. The T37 road network has a **6.56-mile 90th-percentile distance**, with some	S3's east-Sparks position and urban apparatus configuration do not reproduce T37's access to Hidden Valley, rural roads, highway ramps, open land, and the extended eastern corridor.

Capacity consideration	Evidence	Why S3 cannot be treated as capable of absorbing T37
	Station 37 responses extending considerably farther.	
T37's first-due value	A T37 resource supplied the first arrival in approximately **93.1%** of analyzed T37-territory incidents. When T37 arrived first, median travel was approximately **4:43**; when another station arrived first, it was approximately **11:08**.	Existing results show a substantial travel penalty when T37 is replaced by another station. Permanent transfer of the territory to S3 would institutionalize that substitute-response condition.
WUI and specialty capability	TE37 recorded approximately **197.5 hours** on TMFPD-prefix incidents, while TBR37 added approximately **50.2 operational hours**. Brush-resource hours are material relative to the station's engine workload.	T37 provides a distinct vegetation-fire and WUI function. S3's ALS engine and cross-staffed HazMat mission do not replace the brush capability, access characteristics, or WUI position supplied by T37.
Eastern-network support	T37 exported approximately **62.5 core-frontline hours** and received approximately **25.3 hours**, making it a **37.2-hour net donor**. Its largest outbound relationship was with T46 territory.	T37 is not an isolated low-volume station. Removing it would reduce support for T46 and other eastern TMFPD territories while requiring S3 and more distant companies to cover the resulting gap.
Highway and access workload	Vehicle and roadway incidents represent approximately **22.0%** of T37-territory demand. Interstate 80 mainline, ramp, Mustang Ranch Road, Lockwood, Waltham, and Patrick-area incidents dominate the station's repeat-demand profile.	These calls require specialized route knowledge, access-point selection, highway positioning, and long-corridor coverage that cannot be inferred from the 3.18-mile station-to-station relationship.
S3 relocation direction	Sparks' adopted planning direction is to relocate S3 out of the floodplain and closer to the center of its east-Sparks service district.	A properly relocated S3 would be positioned to improve internal Sparks coverage, not necessarily to move closer to or assume T37's Hidden Valley and eastern-corridor territory.
Future growth	S3 carries a forecast growth range of approximately **10.6% to 26.8%**; T37 carries approximately **11.1% to 14.9%**.	S3 will need its available capacity for growing east-Sparks demand. Absorbing T37 would consume future headroom while simultaneously removing capacity from another growing service area.
Receiving capacity is unproven	No evidence establishes an S3 replacement site, additional company, additional daily staffing, apparatus capacity, or response-force plan capable of accepting T37's complete function.	Relocating S3 does not establish that the replacement facility can house, staff, and operate T37's engine, brush, and eastern-network responsibilities.

Why T37 Has Not Been Demonstrated Capable of Absorbing S3

Capacity consideration	Evidence	Why T37 cannot be treated as capable of absorbing S3
Workload imbalance	S3 recorded approximately **2,429 territory incidents**, compared with **482 TMFPD-prefix incidents** in T37's road-nearest territory. Transferring S3's observed workload would increase T37's territory-scale demand by approximately **504%**.	T37's comparatively low present workload does not demonstrate the ability to accept a service area approximately five times larger than its own existing demand.
S3-specific substitution test	Among approximately **2,429 routable S3 incidents**, another agency's fixed station was closer in only approximately **0.08%**. The median modeled advantage within that very small population was approximately 25 seconds.	T37 is not geographically better positioned for any meaningful share of S3's present catchment. The station-to-station distance does not translate into territory-wide substitution.
Observed outside-agency coverage	Of **2,396 classifiable first arrivals** in S3 territory, only **five**, or approximately **0.2%**, came from an outside agency. Another Sparks station supplied 377 first arrivals.	S3's coverage issue is overwhelmingly internal to Sparks. Existing operations provide no evidence that T37 is already functioning as a practical substitute for S3.
S3's urban mission	S3 protects senior-care facilities, multifamily housing, the Sparks Marina, casinos and hotels, medical facilities, commercial and industrial occupancies, and the I-80/Vista/North McCarran corridors.	T37's current Hidden Valley, rural/WUI, and eastern-highway deployment does not provide equivalent access to the dense urban and institutional demand concentrated within S3 territory.
ALS and HazMat capability	S3 houses **E31 as a Type 1 ALS engine** and the Sparks HazMat tractor/trailer. The HazMat apparatus is cross-staffed from the station when required.	Absorbing S3 would require T37 to reproduce both routine ALS first response and Sparks' HazMat deployment function. Geographic proximity alone does not establish equivalent staffing, qualifications, apparatus, or response arrangements.
Concentrated recurring demand	S3's 25 highest-frequency E31-dominant locations generated approximately **45.0% of E31 assignments** and **43.5% of documented E31 hours**. Three East Prater senior-care properties alone generated **381 incidents** and 340 E31 assignments.	T37 would inherit a large, highly recurrent urban EMS workload that differs substantially from its present call profile and would repeatedly pull the company away from Hidden Valley and the eastern corridor.
T37's current network obligation	T37 operates as a net donor, with approximately **31.6% of its core-frontline hours** occurring outside its home road territory.	T37's lower home-territory call count should not be mistaken for unused capacity. Much of its available time

Capacity consideration	Evidence	Why T37 cannot be treated as capable of absorbing S3
		already supports other TMFPD stations, particularly T46.
Consequences when T37 is unavailable	When TE37 was occupied, another station supplied the first arrival in approximately **46.7%** of the pooled travel population, compared with **6.0%** when TE37 was not occupied.	Adding S3's workload would increase periods when T37 could not protect its own territory, shifting more Hidden Valley, WUI, and I-80 incidents to distant substitute companies.
S3's current travel problem	E31's 2025 Code 3 travel median was approximately **4:54**, with a **7:28 90th percentile**. The analysis found that the problem reflects S3's position within Sparks, not a broad cross-agency boundary opportunity.	Moving the S3 function to T37 would not correct the identified internal siting problem. It would place the company outside the service geography the relocation is intended to improve.
Effective-response-force protection	S3 and T37 provide two independently positioned companies serving different urban, highway, industrial, rural, and WUI risks.	Consolidation at T37 would eliminate an east-Sparks company and increase travel and assembly demands for structure fires, HazMat incidents, freeway emergencies, and simultaneous incidents.
Broader boundary opportunities are not S3-specific	The broader boundary screen identified **153 Sparks-to-TMFPD eligible opportunities**, including 148 not captured in the baseline. The S3-specific road-network test, however, found almost no meaningful outside-agency advantage.	Regional dispatch may improve selected calls elsewhere along the Sparks–TMFPD boundary, but those opportunities do not demonstrate that T37 can replace S3.
Future growth	S3's forecast growth range reaches approximately **26.8%**, while T37's reaches approximately **14.9%**.	Transferring the growing east-Sparks workload to T37 would consume capacity needed for both the Sparks growth area and T37's own expanding eastern service responsibilities.

Directional Determination

Neither absorption direction passes the operational-capacity and mission-equivalency tests. **S3 has not been demonstrated capable of absorbing T37 because it has one routinely staffed frontline company, a substantial existing urban workload, and no demonstrated ability to replace T37's Hidden Valley, eastern-highway, brush, WUI, and network-donor functions. T37 has not been demonstrated capable of absorbing S3 because the workload transfer would be disproportionate, the S3-specific geographic substitution opportunity is negligible, and T37 does not reproduce S3's urban ALS and HazMat role.**

The appropriate capital action is therefore to **relocate S3 within east Sparks while retaining T37**. Guarded cross-boundary response may still be used for incident-specific opportunities, but only after validating current unit status, required capability, donor-area protection, highway or WUI access, and effective-response-force requirements.

Data note: The 2,968 figure is the normalized combined demand used by the Annex J closure screen. The 2,429 S3 and 482 T37 figures are observed operational counts derived under different agency-

specific methods. They illustrate the directional workload scale but should not be added to or substituted directly for the modeled closure-screen count.

Network conclusion

The correct capital question is where to place a replacement S3 within east Sparks, not whether to shift its full function to T37. Retaining both stations preserves urban specialty capability, eastern access, and WUI depth.

> Supported action. Relocate S3 within its east Sparks service area; retain T37; use cross-boundary response for eligible incidents after unit-status and capability validation.

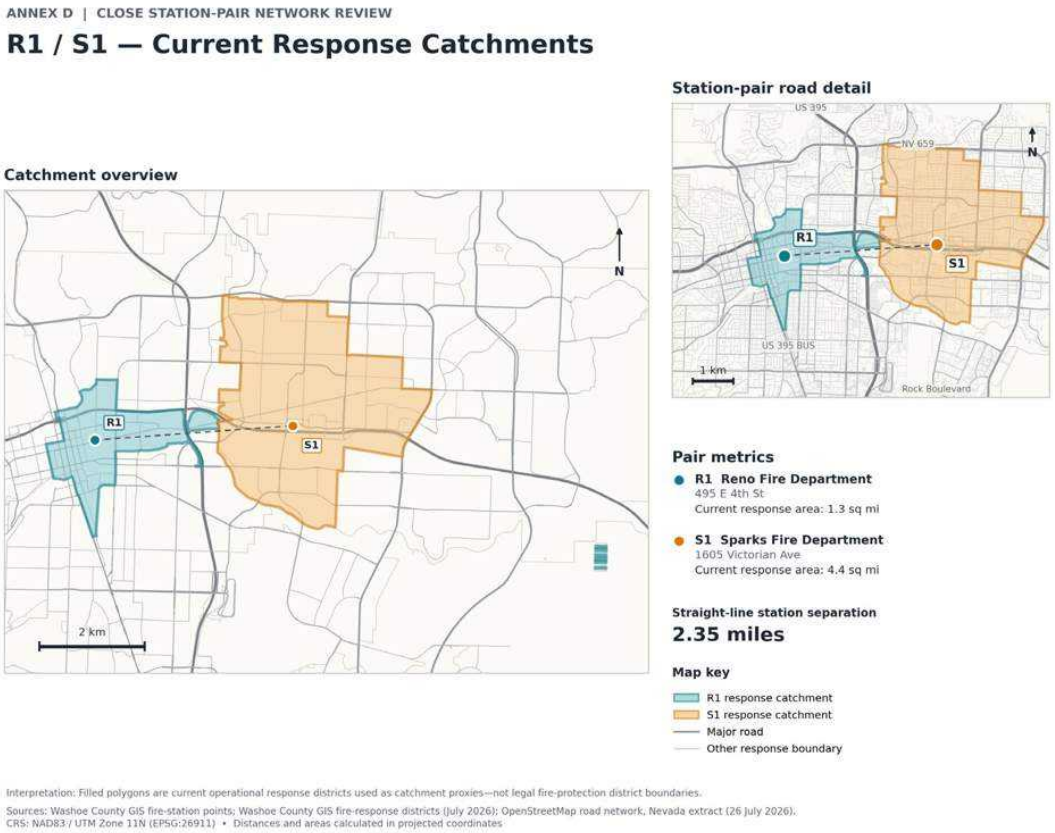
Future decision point. Reconsider only through a joint site and deployment study that proves comparable east Sparks access, ALS/HazMat coverage, Hidden Valley/WUI protection, and full response-force reliability.

Evidence basis: Decision Screen, Closure Screen, Pair Overlap, Facility Condition, and Boundary Drop; Final Handoff Memorandum, §§4.4, 5.1-5.3, and 7.

PAIR 10 | RENO / SPARKS

J.6.10 R1 / S1

Agencies	Road relationship	Combined demand	Disposition
Reno / Sparks	Central urban map-proximity pair	21,522 combined modeled incidents	Retain both as high-demand urban anchors



Map J-10. R1 and S1 Modeled Road-Nearest Station Catchments

Why consolidation appears plausible

R1 and S1 are prominent central-city stations on opposite sides of the municipal boundary. A regional map can make the boundary appear to be the principal reason for maintaining both locations.

What changes the conclusion

1. This is the highest-demand reviewed pair. R1 carries approximately 14,747 modeled incidents and S1 approximately 6,775, for a combined total of 21,522.
2. The fixed network shows almost no material substitution. The completed review found almost no meaningful cross-agency geographic substitution between the two stations. Each remains an anchor for its own central urban demand pattern and road approaches.
3. Nearby urban companies provide depth rather than duplication. Major incidents require multiple companies, and high call volume increases the likelihood that the nominally closest unit is already assigned. Removing a company would weaken both routine reliability and alarm assembly.
4. Capital work must preserve coverage. R1's relocation/replacement planning and S1's headquarters modernization are facility decisions. Each project requires a controlled transition that preserves the staffed company and its service geography.

Why R1 Has Not Been Demonstrated Capable of Absorbing S1

Capacity consideration	Evidence	Why R1 cannot be treated as capable of absorbing S1
Closure-screen workload	R1 carries approximately **14,747 modeled incidents** and S1 approximately **6,775**, producing **21,522 combined incidents**. The pair's combined demand is more than four times the 5,000-incident initial screening level.	R1 is already nearly three times the screening level by itself. Absorbing S1 would add approximately **46%** to R1's modeled workload and is not supportable as a one-company consolidation without extraordinary additional capacity.
Existing R1 territory demand	R1 territory recorded approximately **10,841 underlying CAD incidents in 2025**, including 9,368 EMS/medical incidents in the station performance population.	R1 already serves one of the region's largest and most operationally complex incident concentrations. Its available capacity is required for downtown Reno rather than as replacement capacity for central Sparks.
R1 apparatus workload	E1 recorded **11,450 assignments and 2,270 committed hours**; SQ1 recorded **11,093 assignments and 1,868 hours**; and L1 recorded **5,505 assignments and 1,193 hours** during the Study period.	R1's engine, ladder, and squad are already heavily committed to distinct duties. Their presence at one station should not be interpreted as unused capacity capable of replacing S1's companies.
Existing availability pressure	E1 was already committed during approximately **12.7%** of incidents in the urban availability-analysis population. E1 and the practical Reno second coverage layer were both occupied during approximately **2.7%**.	R1 periodically requires deeper Reno coverage for its own territory. Adding S1's workload would increase simultaneous-demand conflicts and draw additional Reno companies away from their home areas.
Concentrated recurring demand	R1's 25 highest-frequency locations generated approximately **4,803 incidents**, equal to **44.3%** of 2025 territory demand, and approximately **739 E1/L1/SQ1 apparatus-hours**.	Casinos, hotels, shelters, transit facilities, supportive housing, senior housing, multifamily properties, and healthcare locations generate persistent demand that materially limits R1's receiving headroom.
S1's existing operating scale	S1 territory recorded approximately **6,775 all-source incidents in 2025**, including 6,717 Sparks-origin incidents. E11, E12, and T11 accumulated approximately **6,760 primary assignments and 1,589 documented primary-unit hours**.	S1 is not a minor satellite workload. Transferring its demand to R1 would require R1 to absorb the operating burden of one of the region's busiest multi-company stations.
S1's multi-company function	S1 houses **two staffed ALS engines, a staffed aerial company, and a battalion chief**, together with reserve and specialty apparatus.	R1 cannot be treated as replacing S1 merely because it also houses multiple resources. Removing S1 would eliminate two engines, an aerial company, and command presence unless those

Capacity consideration	Evidence	Why R1 cannot be treated as capable of absorbing S1
		resources, staffing, and facilities were fully reproduced elsewhere.
S1's demonstrated local resilience	S1 resources provided the first arrival in approximately **96.9% of 6,684 classifiable territory incidents**. Only 0.3% received an outside-agency first arrival.	S1's multi-company configuration is successfully retaining local coverage despite very high demand. That performance supports preserving the station's depth, not transferring its work to R1.
Minimal geographic substitution	Another agency station was closer for approximately **5.3%** of routable S1 incidents, but the median modeled advantage was only about **six seconds**. No analyzed group had an advantage of at least one minute.	R1 does not have a meaningful geographic advantage across the S1 catchment. The municipal boundary and apparent map proximity do not demonstrate operational duplication.
Major-incident response depth	R1 and S1 each provide multiple companies to a dense central urban area containing hotels, casinos, institutional occupancies, multifamily housing, transportation corridors, and public gathering locations.	These companies are needed together to assemble an effective response force for structure fires and other complex incidents. Removing S1 would reduce alarm depth rather than eliminate redundant capacity.
Facility capacity	R1's replacement at 455 E. Second Street is intended to replace a deficient temporary station and preserve R1's engine, ladder, and squad functions.	The replacement project does not establish additional bays, staffing, quarters, or operating capacity sufficient to accept S1's two engines, truck, command, and associated workload.
Capital-project continuity	R1 is transitioning from a temporary facility to a permanent replacement station, while S1 requires continued headquarters modernization.	Each capital project must preserve its existing staffed companies. One station's facility work does not create evidence that the other station's operational function can be eliminated.

Why S1 Has Not Been Demonstrated Capable of Absorbing R1

Capacity consideration	Evidence	Why S1 cannot be treated as capable of absorbing R1
Disproportionate workload transfer	Absorbing R1 would add approximately 14,747 modeled incidents to S1's 6,775, an increase of approximately 218%. The resulting workload would be more than three times S1's current modeled demand.	S1's strong multi-company depth does not demonstrate the ability to more than triple its modeled workload while preserving central Sparks coverage.
R1's observed demand	R1 territory recorded approximately 10,841 incidents in 2025, compared with 6,775 in S1's all-source territory population.	The proposed transfer would add a second, substantially larger central-city demand base to an already high-volume Sparks headquarters station.

Capacity consideration	Evidence	Why S1 cannot be treated as capable of absorbing R1
R1's distinct apparatus functions	R1 houses E1, L1, and SQ1. The ladder and specialty squad have responsibilities extending beyond conventional first-due engine service.	Absorbing R1 would require S1 to reproduce Reno ladder, squad, specialty, and downtown response functions in addition to maintaining its two-engine, truck, and command responsibilities.
R1's fixed geographic position	R1 was the shortest Reno fixed-station route for approximately 98.1% of 1,210 analyzed urban home-first incidents. A non-Reno station was shorter for only 2.1%.	R1 is already exceptionally well positioned for its territory. Moving its function to S1 would replace a favorable local position with a more distant cross-boundary response for nearly the entire R1 catchment.
Lack of material S1 advantage	Only approximately 0.4% of the analyzed R1 population had a non-Reno station at least one-half mile closer, and none had a one-mile advantage.	S1's apparent map proximity does not translate into meaningful territory-wide travel improvement. The fixed-network evidence provides almost no basis for treating S1 as R1's substitute.
R1 first-arrival performance	R1 home-station first-arrival travel had a median of approximately 3:25. The station's median directed road distance was approximately 0.67 mile.	Removing R1 would give up one of Reno's strongest fixed travel positions and replace it with longer approaches across different central-city road networks.
R1 demand complexity	R1 protects downtown Reno, the East Fourth Street corridor, casinos and hotels, shelters, transit facilities, multifamily and supportive housing, public spaces, commercial properties, and major transportation corridors.	S1's central Sparks companies are not positioned or shown to have available capacity to assume this dense and operationally complex Reno demand pattern.
S1's current workload	S1 generates approximately 40.1% of Sparks-origin incident demand. About 21.6% of its incidents begin while another documented S1 territory engagement is active.	Although S1's multiple companies provide strong resilience, that depth is actively used to manage overlapping Sparks demand. It should not be interpreted as surplus capacity available for R1.
S1 repeat-demand burden	S1's 25 highest-frequency locations generated approximately 2,566 incidents and 512 primary-unit hours. Our Place alone generated 854 incidents and approximately 141 Station 1 hours.	High-frequency shelter, casino, transit, institutional, senior-care, and multifamily demand already consumes a material share of S1 company capacity.
Multi-company depth must be preserved	S1's two engines and truck allow it to retain a local first arrival on nearly 97% of incidents despite extraordinary workload.	Transferring R1's demand would consume the very depth that enables S1 to remain resilient, increasing dependence on Sparks Stations 2, 3, and 4 and on outside agencies.

Capacity consideration	Evidence	Why S1 cannot be treated as capable of absorbing R1
Effective-response-force consequences	R1 and S1 currently provide separate engine, ladder/truck, specialty, and command resources from opposite sides of the central urban area.	Consolidation at S1 would reduce the number of independently available companies supporting simultaneous incidents and multi-company alarm assignments across both cities.
Receiving facility is not uncommitted capacity	S1 is a 25,881-square-foot headquarters and multi-company station, but it already houses E11, E12, T11, command, reserve, and specialty resources and requires continued modernization.	Facility size does not establish available bays, living quarters, staffing, or deployment capacity for R1's engine, ladder, squad, personnel, and incident demand.

Directional Determination

Neither absorption direction passes the workload, geographic-substitution, apparatus, or effective-response-force tests. **R1 has not been demonstrated capable of absorbing S1 because R1 already carries extraordinary downtown demand and S1 contributes two engines, an aerial company, command capacity, and proven local resilience. S1 has not been demonstrated capable of absorbing R1 because the workload transfer would more than triple S1's modeled demand and the fixed network shows almost no meaningful S1 advantage within R1's territory.**

The appropriate action is to **retain both stations as high-demand urban anchors**. Their proximity should be used to strengthen coordinated dispatch, move-up coverage, and major-incident response - not to justify removal of either station. Both facility projects should maintain continuous company coverage and preserve existing service geography during construction and transition.

Data note: The 14,747 R1 and 6,775 S1 figures are normalized modeled counts used by the Annex J closure screen. The approximately 10,841 R1 and 6,717 Sparks-origin/6,775 all-source S1 figures are observed 2025 operational counts produced under the respective agency analyses. Reno resource assignments cover the Reno Study period, while the Sparks primary-unit measures principally describe 2025. These figures establish workload scale but should not be treated as directly interchangeable denominators.

Network conclusion

The pair's proximity is operationally useful because it supports urban response depth. It is not evidence that one high-demand station can absorb the other.

> Supported action. Retain both companies; coordinate dispatch, move-up, and major-incident response; maintain continuous coverage through each facility project.

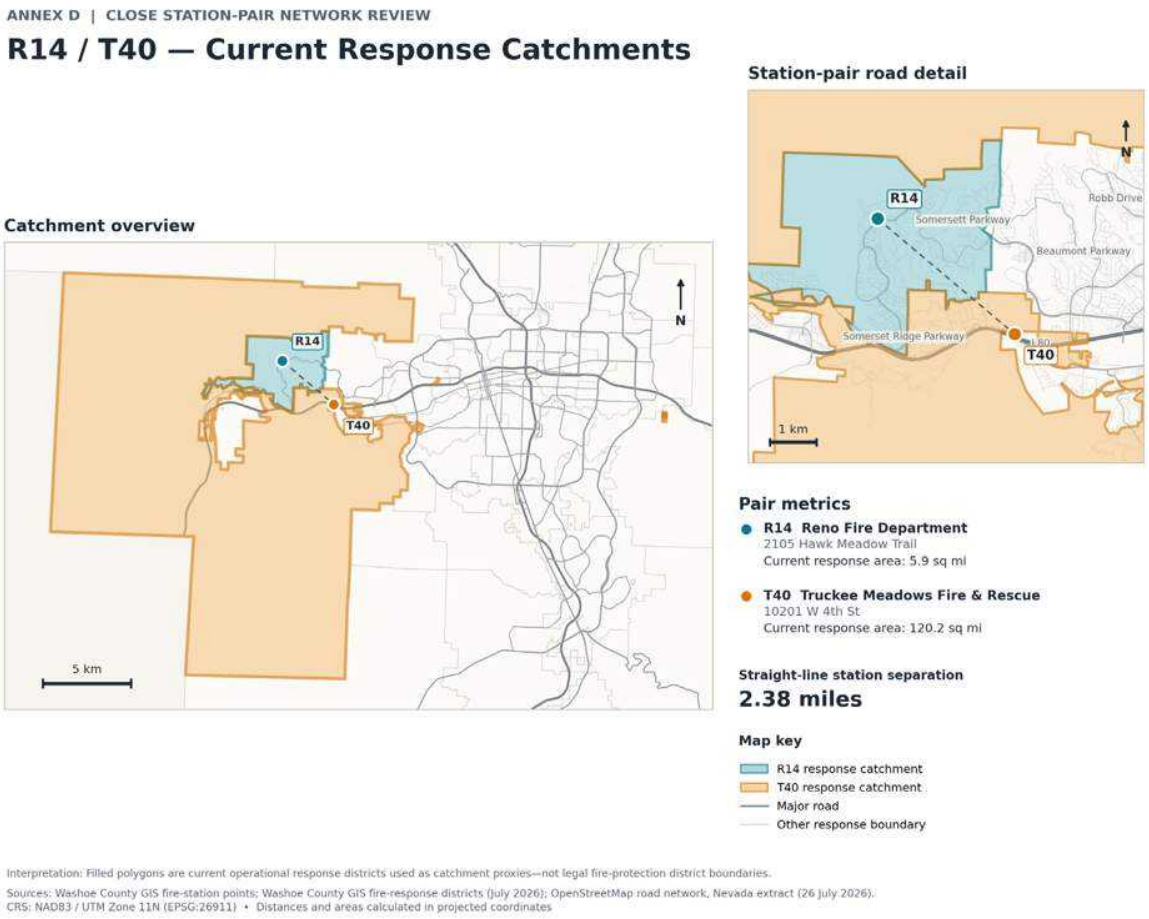
Future decision point. Reconsider only if a full central-area deployment model, using observed availability and complete alarm assignments, demonstrates acceptable coverage and capacity after removal of one company.

Evidence basis: Decision Screen, Closure Screen and Facility Condition; Final Handoff Memorandum, §§4.5, 5.2, and 7; Chapter 16.

PAIR 11 | RENO / TMFPD

J.6.11 R14 / T40

Agencies	Road relationship	Combined demand	Disposition
Reno / TMFPD	Localized western road-network interface	1,531 combined modeled incidents	Retain both; monitor targeted interface response



Map J-11. R14 and T40 Modeled Road-Nearest Station Catchments

Why consolidation appears plausible

R14 and T40 have the lowest combined modeled demand among the 11 reviewed pairs, and some cross-boundary responses occur in the western area. A simple demand-and-distance screen therefore makes this pair appear especially attractive for consolidation.

What changes the conclusion

1. The road-network overlap is small. T40 was closer for only 12.6 percent of the normalized R14 incidents analyzed. R14 remained the closest regional station for 87.4 percent.

2. The advantage is modest. Where T40 was closer, the median advantage was 0.58 road mile, and none of the analyzed cases showed an advantage of at least one mile.
3. The corridor is below the materiality screen. The projected corridor total was approximately 105.9 priority events, below the 150-event materiality screen used in the integrated workpaper.
4. Low demand does not remove the geographic mission. R14 provides geographic and WUI coverage shaped by terrain and road access. T40 has its own western role and a high forecast growth range of approximately 24.0 to 35.2 percent.

Why R14 Has Not Been Demonstrated Capable of Absorbing T40

Capacity consideration	Evidence	Why R14 cannot be treated as capable of absorbing T40
Closure-screen workload	The pair carries approximately **1,531 combined modeled incidents**, the lowest combined demand among the 11 reviewed pairs and below the 5,000-incident initial screening level.	Low combined demand identifies a pair for further review; it does not establish that one location can provide comparable road access, WUI capability, apparatus, and concurrent coverage across both western territories.
R14's current workload	The R14/former R19 territory recorded approximately **494 all-call incidents in 2025**. E19 recorded 594 assignments and 188.8 committed hours, while the successor E14 had a similar **2.3% recorded occupancy** in 2026 year-to-date.	R14 has incident-response headroom, but low utilization alone does not prove that it can assume T40's separate Verdi–Mogul, highway, and regional-support responsibilities.
T40's existing workload	T40's road-nearest territory generated **493 TMFPD-prefix incidents in 2025**. TE40 recorded 703 assignments and approximately **196.4 hours** on TMFPD-prefix incidents.	T40 is an active frontline station with an operating workload comparable in scale to R14's observed territory workload. Its demand would become an additional responsibility rather than a negligible transfer.
Different geographic position	T40 serves Mogul, Verdi, Interstate 80, Old Highway 40, Gold Ranch Road, western Reno interfaces, rural roads, mountain approaches, and WUI areas.	R14's Hawk Meadow location is not shown to provide comparable access throughout this elongated western corridor. Terrain, interchange access, winter conditions, and directional road approaches limit simple station-to-station substitution.
T40's first-due value	T40 supplied the first arrival in approximately **96.9%** of qualifying territory incidents. When another station arrived first, the small substitute population had an approximately **8:00 median** and **23:00 90th-percentile travel time**.	T40 normally provides its own territory's first arrival. Existing substitute responses show a pronounced risk of unusually long travel when another station must cover the area.
Consequences when T40 is occupied	When TE40 was not occupied, another station arrived first in approximately **2.8%** of incidents. When TE40 was	T40's availability materially affects who reaches its territory first. Removing the station would make substitute

Capacity consideration	Evidence	Why R14 cannot be treated as capable of absorbing T40
	occupied, that share increased to approximately **25.0%**.	coverage routine rather than occasional.
WUI and specialty function	T40-associated resources recorded approximately **64 brush-unit hours** and **25.6 water-tender hours** in addition to addition to engine workload. Fire, vegetation, and outside incidents represented only 11.8% of territory calls but generated approximately **85.1 operational hours**.	Incident counts understate T40's WUI and wildland resource burden. R14's engine and limited brush activity have not been demonstrated capable of replacing T40's engine, brush, water-tender, and extended wildland functions.
Regional donor role	T40 operated outside its home road territory on approximately **35.0% of reliable-territory assignments** and **24.7% of core-frontline hours**. It exported approximately 48.8 hours and imported 9.5, making it a **39.3-hour net exporter**.	Eliminating T40 would remove support from T45, T44, T46, T42, T37, and other TMFPD territories. R14 has not been shown capable of replacing that districtwide donor function.
Limited pair overlap	The analysis identifies only a localized western interface. The projected corridor total was approximately **105.9 priority events**, below the 150-event materiality screen.	The available cross-boundary activity is too limited to establish that R14 can absorb T40's entire station function. It supports targeted mutual aid rather than closure.
T40 growth exposure	T40 carries a forecast growth range of approximately **24.0% to 35.2%**.	Even if present workload appears modest, transferring T40's function would remove capacity from a corridor expected to experience substantial growth.
Receiving capacity is unproven	The available records do not establish additional R14 staffing, quarters, apparatus bays, wildland capability, water-tender capacity, or a move-up plan for the Verdi–Mogul corridor.	R14's low recorded incident occupancy cannot substitute for a demonstrated staffing, apparatus, facility, and deployment plan capable of accepting T40's complete role.

Why T40 Has Not Been Demonstrated Capable of Absorbing R14

Capacity consideration	Evidence	Why T40 cannot be treated as capable of absorbing R14
Geographic substitution is limited	T40 had the shorter fixed road route for only **12.6%** of analyzed R14 incidents. R14 remained the closest regional station for approximately **87.4%**.	T40 is not better positioned for most of R14's catchment. Closing R14 would worsen fixed-station access for the large majority of the analyzed territory.
T40's advantage is modest	Where T40 was closer, its median advantage was approximately **0.58 road mile**. The advantage reached	The limited advantage supports incident-specific selection near the interface. It does not demonstrate a

Capacity consideration	Evidence	Why T40 cannot be treated as capable of absorbing R14
	one-half mile for approximately 10.5% of incidents, but no analyzed incident showed an advantage of at least one mile.	broad geographic basis for transferring the R14 station function to T40.
R14's urban position	R14 was the shortest Reno fixed-station route for **100% of the normalized urban network population**. No Sparks or TMFPD station had a shorter route in that urban cohort.	Transferring R14's urban responsibility to T40 would not correct the identified travel issue because R14 is already the best-positioned existing fixed station.
Observed T40 arrivals do not prove replacement capacity	A T40 resource supplied approximately one-quarter of identified first arrivals in R14 territory, even though fixed geography favored T40 for only 12.6% of the normalized network population.	The difference indicates that unit status, dynamic location, dispatch practices, incident requirements, or mutual-aid procedures affect actual assignments. Observed cross-agency arrivals cannot be treated as evidence that T40 can replace R14.
R14's service geography	Approximately **72%** of R14's supplemental geographic-analysis population is rural/WUI. The territory includes Somersett, Sierra Canyon, western foothill development, long neighborhood road systems, terrain, winter exposure, and the western edge toward Mogul and Verdi.	R14 protects a distinct foothill and WUI population whose access is shaped by local roads and terrain. T40's corridor position does not provide equivalent coverage throughout Somersett and Sierra Canyon.
R14's low utilization is geographically necessary	R14 recorded approximately **494 territory incidents**, and E14/E19 was incident-committed only about 2% of available clock time.	Low utilization reflects a lower-density geographic mission, not an absence of need. The company supplies structural-fire, EMS, rural/WUI, wildfire, western-edge, and system-coverage capacity over an area where travel distances and access conditions matter.
R14 response times still require a local company	R14's 2025 travel medians were approximately **5:31 for EMS/medical incidents** and **5:50 for fire/other Code 3 incidents**. Its rural/WUI upper tail remains an operational concern.	If service from the locally positioned R14 already produces meaningful travel intervals, shifting the territory to the more distant T40 location would not be expected to preserve response reliability across most of the catchment.
T40's current workload and donor obligations	T40 serves its own territory while exporting approximately **39.3 more core-frontline hours than it receives**.	T40's apparent availability is already used to support multiple other TMFPD territories. Adding R14's full catchment would compete with both its home-

Capacity consideration	Evidence	Why T40 cannot be treated as capable of absorbing R14
		territory and donor-network responsibilities.
T40 availability is not unlimited	TE40 was already committed at the start of approximately **3.9% of 2025 territory incidents**. Another station supplied the first arrival in 25% of the small pooled population when TE40 was occupied.	Adding R14's workload would increase first-due conflicts and dependence on more distant TMFPD or Reno companies, particularly during concurrent incidents.
WUI and severe-weather depth	R14 and T40 provide two separate western companies capable of supporting wildfire, evacuation, winter-weather, highway, and extended-duration incidents.	Consolidating at T40 would remove a geographically separate company precisely where terrain, limited access, weather, and wildfire conditions can restrict movement and require simultaneous coverage.
Growth reduces future headroom	T40's forecast growth range is approximately **24.0% to 35.2%**. Future western Reno, Mogul, Verdi, and WUI demand is also expected to affect the shared corridor.	T40's future capacity should be preserved for its own growing territory. Its present workload does not demonstrate sustainable headroom for R14's complete service area.
Corridor activity is below the structural-change threshold	The projected interface contained approximately **105.9 priority events**, below the 150-event materiality screen.	The opportunity is too small and localized to support elimination of R14. Targeted closest-appropriate response can capture the benefit without removing a station.
Receiving capacity has not been established	The available data do not establish that T40 has sufficient staffing, quarters, apparatus capacity, or replacement coverage to assume R14 while preserving Verdi–Mogul and donor-network service.	Proximity and low incident counts cannot substitute for a complete receiving-capacity and effective-response-force demonstration.

Directional Determination

Neither absorption direction passes the geographic, apparatus, WUI, or network-capacity tests. **R14 has not been demonstrated capable of absorbing T40 because T40 supplies distinct Verdi–Mogul, Interstate 80, wildland, water-supply, and donor-network functions. T40 has not been demonstrated capable of absorbing R14 because it is geographically better positioned for only a small portion of R14's territory, while R14 remains the closest regional station for approximately 87.4% of the analyzed population.**

The appropriate action is to **retain both stations and monitor the localized western interface**. Targeted mutual aid and closest-appropriate available-unit selection should be used where T40 has a verified road-network advantage, subject to apparatus capability, current unit status, donor-area coverage, weather, WUI conditions, evacuation demands, and concurrent incidents.

Data note: The 1,531 figure is the normalized combined demand used by the Annex J closure screen. The approximately 494 R14 and 493 T40 figures are observed 2025 territory counts produced under different agency-specific methods. They establish the similar present scale of the two station territories but should not be added to or substituted directly for the modeled closure-screen count.

Network conclusion

The initial low-demand signal does not survive the geographic test. One station cannot substitute for the other across most of the analyzed R14 area, and future growth strengthens the case for retaining T40 capacity.

> Supported action. Retain both stations; use targeted mutual aid and incident-specific unit selection; monitor the small interface rather than making a structural station change.

Future decision point. Reconsider only if a future road-access and WUI analysis shows materially broader substitution, sufficient receiving capacity, and acceptable coverage during severe-weather, evacuation, and concurrent incidents.

Evidence basis: Decision Screen, Closure Screen and Facility Condition; Final Handoff Memorandum, §§5.1, 5.2, and 7; Chapter 16.

J.7 Evidence Base and Interpretation Notes

This annex is a public-facing synthesis of the completed station-network workstream. It does not rerun the underlying models or create a closure implementation plan. The decision screen is the controlling synthesis; the calculation packages remain the quantitative audit record.

J.7.1 Principal Evidence Sources

Controlling station-network synthesis: Washoe County Regional Fire Station Network Decision Screen, September 4, 2026.

Analytical handoff: Washoe Regional Station Network Final Handoff Memorandum, September 4, 2026.

Regional report narrative: Chapter 16, Regional Station Network Decisions: Retention, Relocation, Shared Facilities, and Closure.

Regional road method: Regional Network Method and the project station/boundary spatial package.

Boundary operations: Post-AVL Boundary-Drop Incremental Model; Boundary-Drop Operational Eligibility and Coverage Screen; Boundary-Drop Historical Availability Calibration.

Agency analyses: Reno Statistical Analysis and reconciled calculation package; Sparks Statistical Analysis and reconciled calculation package; TMFPD Statistical Analysis, 2023-2025 and audited calculation package.

Growth and facilities: Washoe Fire Growth and Service Needs Model Workpaper; reviewed regional fire-station condition inventory.

Road-network source: OpenStreetMap Nevada extract. Road distances are shortest-path planning measures, not emergency response-time estimates.

J.8 Defined Terms

Modeled demand: A harmonized station-territory planning baseline. It is not an observed company run count and is not fully interchangeable with each agency’s operational workload measure.

Road miles: Directed shortest-path road distance used to identify structural station relationships. It excludes turnout, signals, emergency speed, weather, grade, railroad delay, and actual unit location.

Receiving capacity: Evidence that the remaining station can absorb additional workload while maintaining staffing, availability, apparatus fit, travel performance, concurrent-call coverage, and full effective-response-force depth.

Boundary drop: Sending a closer appropriate neighboring-agency unit for eligible incidents, subject to capability, donor-area, backup, and incident-type safeguards.

Retain both companies: Maintain two independently staffed and available response companies. This does not prevent governance consolidation, shared services, joint training, automatic aid, or a future shared facility designed for two companies.

Decision rule. No staffed station or company should be removed until observed availability and multi-unit performance demonstrate that first-unit access, complete response-force assembly, concurrent-demand reliability, specialty coverage, WUI/rural resilience, and service equity remain acceptable after the change.

Annex K: Residential CRR Ranking and Growth Analysis

This annex supports Chapter 20. It records the eligible tract set, quantitative measures, scoring rules, sensitivity results, growth allocations, and source controls. The baseline residential priority score uses equal 25% weights. Growth is reported as context and does not enter that score.

K.1 Geographic scope and source measurements

Residential parcel representative points are assigned to Census tracts and the Reno, Sparks, or TMFPD fire district. The retained screen contains 150,724 residential parcel records and 212,293 residential units. The 30 eligible tracts have at least one study-area unit in County High or Extreme wildfire-risk polygons; those categories contain 13,484 units. Parcel-point assignment does not represent a building-by-building survey. County risk categories and the USFS continuous raster are separate inputs with different meanings.

The exposure measure E is the count of units in High or Extreme. The hazard measure H is the unit-weighted mean of USFS Risk to Potential Structures values across all retained study-area residential units in an eligible tract. The vulnerability measure V is CDC 2022 RPL_THEMES for the full tract. The access measure A is the unit-weighted mean modeled first-station travel time across all retained residential units in the tract, not only those in High or Extreme.

The model covers the July 31, 2026 current station network, with 30 stations after excluding airport-restricted R15. It therefore represents that retained network date rather than subsequently opened, relocated, or proposed stations. It uses directed road routing, retained road-class speeds and access assumptions, and the closest eligible regional station. Company availability is assumed for the baseline.

K.2 Formula and normalization

For each component, rank the 30 eligible tract values from lowest to highest using average ranks for ties. Convert rank r to a percentile: $P = 100 \times (r - 1) / 29$. If all component values are equal, assign 50 to all tracts. Higher values consistently increase priority.

The baseline score is $S = 0.25 \times P(H) + 0.25 \times P(E) + 0.25 \times P(V) + 0.25 \times P(A)$. Scores are rounded to 10 decimal places for rank comparisons. Rank 1 is the highest score; tied scores share a competition rank. Published SVI values are already percentiles, but this model re-ranks them within the same 30-tract comparison set used for the other components.

For a parcel with u residential units, its contribution to a tract mean is weighted by u. Thus H equals the sum of u times the raster value divided by the sum of units; A equals the sum of u times modeled travel minutes divided by the sum of units. The retained calibration is modeled travel seconds = 232.7165293885879 + 0.5786734524060007 × routed free-flow seconds. Divide by 60 for minutes. This calibrated modeled travel measure excludes call processing and turnout.

The road model snaps parcel points to the nearest reachable network node within 1,750 meters. It does not invent an off-road connector time. All retained units have a primary route, although point-to-road separation can affect local interpretation. The retained reconstruction check matches 99.63% of station assignments across 95,858 comparison events, with a median absolute route-time difference of zero seconds. This verifies consistency with the controlled routing calculation, not real-time emergency performance.

K.3 Intervals and sensitivity rules

Four USFS state-edge NoData pixels are handled with bounds rather than imputed values. For a tract, the lower hazard mean is the known weighted raster sum divided by all retained units. The upper mean

adds 13.2 times the number of units associated with missing cells to that sum before division. The 0–13.2 bound follows the retained published raster range. Units affected by a missing cell are counted using their residential weights; four cells need not mean four units.

Component percentile bounds compare each tract's hazard interval with the intervals of the other 29 tracts. The lower percentile counts intervals whose upper bound is below the tract's lower bound, with half weight for equality. The upper percentile counts intervals whose lower bound is below the tract's upper bound, with half weight for equality. Self-comparisons are excluded. Fixed exposure, SVI, and access percentiles are then combined with those bounds to produce score intervals.

The best rank is one plus the number of other tracts whose lower score exceeds the tract's upper score. The worst rank is one plus the number of other tracts whose upper score exceeds the tract's lower score. This method preserves uncertainty and possible ties rather than forcing a unique order. It does not assign probabilities to the interval endpoints.

Access-weight tests use w = 0, 0.10, 0.20, 0.25, and 0.30. The scenario score is $S(w) = [(1 - w) / 3] \times [P(H) + P(E) + P(V)] + w \times P(A)$. Same-agency, second-closest-station, and no-track tests replace the access measure and re-rank it across the same tracts while holding the other factors and 25% baseline weights constant. A second-closest station is a fixed-network alternative, not a prediction of actual dispatch or simultaneous-incident coverage.

Observed travel summaries provide a geographic check. For tract groups with at least 30 observations, the retained correlation between observed median travel and modeled access is approximately 0.984 for Reno (13 groups, 720 observations) and 0.819 for TMFPD (19 groups, 3,380 observations). These checks do not validate company availability or establish an observed total response interval for each tract.

K.4 Full ranking and raw measures

Table K-1. Baseline ranking and input measures

Rank	Tract	Score	High or Extreme units	CDC SVI	Travel min	USFS mean bounds
1	32031003501	87.07	570	0.3511	16.84	0.8925
2	32031002302	71.55	738	0.1990	6.84	0.1932
3	32031003203	69.83	1,488	0.0650	7.04	0.2240
4	32031003207	68.97	1,478	0.1912	6.32	0.2052
5	32031002618	68.10	395	0.1886	7.92	0.2685
6	32031002613	64.66–65.52	823	0.1834	5.91	0.2754–0.2964
7	32031003206	62.93	527	0.0026	8.45	0.4190
8	32031002620	59.48	554	0.7711	5.47	0.1158
9	32031003205	58.62	32	0.4473	6.87	0.1621
9–10	32031002603	57.76–58.62	133	0.0767	9.18	0.2760
11	32031002621	56.90	147	0.7490	6.11	0.1468
12	32031001013	54.31	1,707	0.0052	6.61	0.0967
13	32031002705	51.72	1	0.6203	5.56	0.3013

Rank	Tract	Score	High or Extreme units	CDC SVI	Travel min	USFS mean bounds
14	32031002401	50.00	908	0.3563	4.90	0.0765
15	32031980300	49.14	9	0.0000	12.21	0.8126
16	32031002210	48.28	303	0.1261	6.30	0.1203
17	32031002612	47.41	79	0.4941	5.49	0.1617
17	32031003516	47.41	116	0.0078	6.39	0.5738
19	32031003519	46.55	53	0.0130	6.84	0.3641
20	32031001014	43.97	327	0.1014	6.42	0.0333
21	32031002303	42.24	605	0.0234	5.60	0.0875
22	32031002412	40.52	415	0.0949	5.52	0.0875
23	32031001015	39.66	457	0.3537	5.16	0.0129
24	32031001010	38.79	68	0.3862	5.97	0.0154
24	32031002500	38.79	422	0.2692	5.06	0.0367
26	32031001103	37.93	349	0.0143	6.37	0.0451
27	32031002409	31.03	309	0.0403	5.61	0.0326
28	32031001105	24.14	190	0.1040	5.41	0.0016
29	32031001104	22.41	256	0.0975	5.14	0.0075
30	32031002103	18.97	25	0.0247	5.47	0.0642

USFS means are retained raster values, not loss probabilities. CDC values describe the full tract. Exposure and travel describe retained study-area units. Rank intervals retain source uncertainty and possible ties.

K.5 Component percentile scores

Table K-2. Normalized inputs on a 0–100 scale

Tract	USFS risk	Exposure	Vulnerability	Access
32031003501	100.00	75.86	72.41	100.00
32031002302	62.07	82.76	65.52	75.86
32031003203	68.97	96.55	31.03	82.76
32031003207	65.52	93.10	62.07	55.17
32031002618	72.41	55.17	58.62	86.21
32031002613	75.86–79.31	86.21	55.17	41.38
32031003206	89.66	68.97	3.45	89.66
32031002620	44.83	72.41	100.00	20.69
32031003205	58.62	10.34	86.21	79.31

Tract	USFS risk	Exposure	Vulnerability	Access
32031002603	75.86–79.31	27.59	34.48	93.10
32031002621	51.72	31.03	96.55	48.28
32031001013	41.38	100.00	6.90	68.97
32031002705	82.76	0.00	93.10	31.03
32031002401	31.03	89.66	79.31	0.00
32031980300	96.55	3.45	0.00	96.55
32031002210	48.28	41.38	51.72	51.72
32031002612	55.17	20.69	89.66	24.14
32031003516	93.10	24.14	10.34	62.07
32031003519	86.21	13.79	13.79	72.41
32031001014	17.24	48.28	44.83	65.52
32031002303	34.48	79.31	20.69	34.48
32031002412	37.93	58.62	37.93	27.59
32031001015	6.90	65.52	75.86	10.34
32031001010	10.34	17.24	82.76	44.83
32031002500	20.69	62.07	68.97	3.45
32031001103	24.14	51.72	17.24	58.62
32031002409	13.79	44.83	27.59	37.93
32031001105	0.00	34.48	48.28	13.79
32031001104	3.45	37.93	41.38	6.90
32031002103	27.59	6.90	24.14	17.24

K.6 Rank sensitivity

Table K-3. Rank by access weight and alternative access measure

Tract	0%	10%	20%	25%	30%	Same agency	Second station	No tracks
32031003501	1	1	1	1	1	1	1	1
32031002302	5	3	2	2	2	2	4	2
32031003203	7	5	4	3	3	4	5	3
32031003207	2	2	3	4	5	5	2–3	4
32031002618	8	7	5–6	5	4	3	6	5
32031002613	2–3	4	5–6	6	7	6	2	6
32031003206	12	10	8	7	6	7	7	7
32031002620	3–4	5	7	8	10	9	7	8

Tract	0%	10%	20%	25%	30%	Same agency	Second station	No tracks
32031003205	13	12	10	9	9	9	15	8
32031002603	17–18	14–15	11	9–10	8	9–11	11	8–10
32031002621	9	9	9	11	11	7	11–12	11
32031001013	15	14–15	12	12	12	12	13	12
32031002705	10	11	14	13	14	14	10	13
32031002401	6	8	12	14	18	16	14	14
32031980300	25	23	18	15	13	17	16	15
32031002210	17	16	16	16	15	12	16	16
32031002612	11	13	15	17	19	14	9	17
32031003516	21	19	17	17	16	19	18	17
32031003519	22	22	19	19	17	18	18	19
32031001014	23	23	21	20	20	20	24	20
32031002303	19	20	20	21	21	20	21	21
32031002412	19	21	23	22	22	22	20	22
32031001015	15	18	22	23	25	22	22	23
32031001010	23	25	25	24	24	24	26	24
32031002500	14	17	24	24	26	24	22	24
32031001103	26	26	26	26	23	24	25	26
32031002409	27	27	27	27	27	27	27	27
32031001105	28	28	28	28	28	28	28	28
32031001104	28	29	29	29	29	29	29	29
32031002103	30	30	30	30	30	30	30	30

The no-track scenario is a sensitivity result using its retained routed coverage. It is not a replacement for the complete baseline network. The alternative second-station measure can produce wider rank intervals where uncertain hazard values interact with different access percentiles.

K.7 Growth overlay

Each of the 540 growth records has a unique location ID and a 12-digit block-group GEOID. The first 11 digits assign it to a Census tract. All representative points agree with that source tract. Population and incident increments are summed once per record and joined to the ranked set. Mapped-project and diffuse allocations remain separate. All representative points assigned to the 30 eligible tracts lie within the study districts; this does not establish that the entire source allocation is geographically contained within those districts.

Table K-4. Selected 2025–2031 growth allocation by eligible tract

Tract	Project residents	Diffuse residents	Total residents	Annual incidents
32031003501	0.0	14.0	14.0	1.8
32031002302	2,473.4	34.2	2,507.5	437.1
32031003203	885.0	41.4	926.4	130.9
32031003207	0.0	35.0	35.0	3.5
32031002618	458.6	53.5	512.1	53.6
32031002613	3,096.9	71.9	3,168.8	331.5
32031003206	0.0	13.4	13.4	2.1
32031002620	173.5	55.6	229.1	36.2
32031003205	37.6	41.2	78.8	11.5
32031002603	1,219.1	12.8	1,232.0	151.7
32031002621	10.3	24.8	35.1	4.5
32031001013	16.4	54.9	71.3	9.2
32031002705	976.6	50.8	1,027.5	99.0
32031002401	87.4	56.3	143.7	26.2
32031980300	0.0	0.2	0.2	0.0
32031002210	83.8	62.1	145.9	17.3
32031002612	868.6	33.5	902.1	215.7
32031003516	388.2	40.5	428.7	54.1
32031003519	145.8	49.3	195.2	19.7
32031001014	381.5	37.4	418.9	134.9
32031002303	114.9	38.9	153.8	24.4
32031002412	24.2	23.5	47.7	5.9
32031001015	16.5	75.3	91.7	19.3
32031001010	135.6	58.3	193.9	63.0
32031002500	0.0	81.2	81.2	10.3
32031001103	61.5	54.7	116.3	19.1
32031002409	26.9	63.7	90.6	12.0
32031001105	0.0	63.4	63.4	6.2
32031001104	0.0	67.8	67.8	9.4
32031002103	479.7	21.7	501.4	64.4

The 30 eligible tracts contain 13,493.5 allocated additional residents and 1,974.7 additional annual incidents. The full 540-record source contains 30,442.3274 additional residents and 5,439.0493

additional annual incidents. The county population control is 30,472 additional residents; the 29.6726 residual remains unallocated and is not assigned to a priority tract. These controls preserve the selected growth source without creating a new forecast or reconciling different report scenarios.

The incident measure uses the selected recalibrated added_incidents field. The original_added_incidents field is retained for lineage but does not control this overlay. Population totals agree with the CRR register at its displayed rounding. Growth totals are tract-level planning context, not estimates of new homes inside wildfire zones. No future SVI or future composite CRR score is calculated.

K.8 Evidence and interpretation controls

The principal evidence is the September 29 CRR reproducibility package, version 2, and the selected growth source and overlay identified in the chapter sources. Census TIGER/Line 2022 geometry, CDC SVI 2022, the USFS 2024 raster, and retained County GIS snapshots retain their source dates. Parcel assignment and growth joins use longitude/latitude coordinates; Census NAD83 coordinates are treated as coincident with WGS84 at this regional screening scale.

The original parcel screen retains 14 parcels, representing 25 study-area units, without a County risk-category match. They are not silently classified as Low or High. Four USFS state-edge cells are separately handled through the score bounds. These treatments preserve the defined eligibility and scoring rules without inventing household conditions.

The ranking is a comparative planning aid. It does not establish individual household vulnerability, property-specific treatment, evacuation clearance time, actual station availability, or project readiness. Jurisdictions should use community consultation and the appropriate local assessment to select specific work and participation criteria. No Firewise coverage adjustment or institutional risk score is included.

Annex L: Station Condition Inventory

Reno Fire Department | Sparks Fire Department | Truckee Meadows Fire Protection District

Inventory reference date: September 4, 2026.

L.1 Purpose and Scope

This annex presents the station condition inventory supporting the Washoe County report's evaluation of capital facilities, station investment, consolidation and relocation. It records 32 facilities: 15 Reno stations, six Sparks stations and 11 Truckee Meadows Fire Protection District (TMFPD) stations, including planned Station 35. The inventory brings together station addresses, recorded construction years, apparatus bay counts, documented facility conditions and assigned apparatus.

The entries identify documented maintenance and capital needs and distinguish those findings from facilities for which condition evidence remains limited. They provide a basis for considering facility investment alongside service coverage, operational capacity and implementation requirements. A condition entry alone does not establish that a station should close, consolidate or relocate.

L.2 Interpretation of the Inventory

Condition descriptions summarize the source records and are not a uniform engineering rating or a new physical inspection. The absence of a documented deficiency does not establish that a facility is free of defects. Construction year, continued operational use and general descriptions of serviceability do not independently verify current condition. Recorded years may identify a base structure rather than a later expansion or renovation; unverified information remains identified as such.

Dollar amounts are approximate identified projects reported in the inventory. They should not be treated as a complete, consistently scoped regional capital backlog or as comparable replacement estimates. Descriptions, completion statements and planned resources retain the inventory's September 4, 2026 reference date; they are not forecasts of subsequent project delivery.

Assigned apparatus reflects the station-based information verified with agency Operations Chiefs for the Study. Cross-staffed, secondary, specialty and planned resources are identified where documented; their listing does not establish that every resource can be staffed and deployed simultaneously.

L.3 Reno Fire Department

Table L-1. Reno Fire Department station condition inventory

Stn.	Address	Year built	Bays	General condition	Assigned apparatus
1	495 E. 4th St.	2008	2	Serviceable/high-use facility. 2026 FCA identifies replacement of heavily used roll-up doors and motors, exterior-envelope repairs, and cracked dayroom/kitchen flooring. Approx. $165,000 in identified projects.	1 engine; 1 ladder truck; 1 squad.
2	2500 Sutro St.	1987	2	Aging facility with moderate renewal needs. Retaining wall/stairs/courtyard repairs, interior and lighting work, landscaping conversion, and a roof approaching end of useful life. Approx. $130,000 in identified projects.	ALS ambulance; BC/command. RFD ambulance is not counted as a routine transporting unit.
3	580 W. Moana Ln.	1989	5	Generally serviceable. Exterior is described as average and electrical/plumbing largely good; remaining work includes landscaping, envelope/interior finishes, and drain re-piping. Kitchen remodel and door replacement were completed in FY26.	1 engine; 1 ladder truck; ALS ambulance; BC/command. RFD ambulance is not counted as a routine transporting unit.
4	1096 Ralston St.	1986	2	Major facility deficiency. Foundation stabilization is identified as a prerequisite to other improvements; foundation work is estimated at $1.5 million, with approx. $1.725 million in total identified projects.	1 engine.
5	1500 Mayberry Dr.	1960	1	Aging facility with significant rehabilitation needs: bathroom/water damage, deteriorated finishes, old cast-iron plumbing, and possible asbestos/lead concerns. Approx. $300,000 in identified projects.	1 engine.
6	3970 Mira Loma Dr.	1984	2	Significant maintenance needs. Apparatus apron/bay floor cracking, exterior water intrusion, aging generator, interior/bathroom renewal, and landscaping work are identified. Approx. $405,000 in projects.	1 engine.

Stn.	Address	Year built	Bays	General condition	Assigned apparatus
7	3050 Skyline Blvd.	1965	2	No Priority 1 projects in the 2026 FCA. Near-term work includes sand/oil separator installation, kitchen/interior renewal, window upgrades, and roof replacement planning. Approx. $320,000 in identified projects.	1 engine (ALS station).
8	3600 Kings Row	1969	2	Significant near-term maintenance. Identified work includes pavement, drainage, overhead doors, roof, building envelope, kitchen/interior finishes, landscaping, and plumbing planning. Approx. $465,000 in projects.	1 engine.
9	14005 Mt. Vida St.	1986	2	Moderate maintenance needs, including pavement, remaining overhead doors, interior/cabinet work, and generator replacement planning. Roof repair was completed in FY26. Approx. $200,000 in identified projects.	1 engine (ALS station).
10	5250 N. Virginia St.	1984	2	Generally serviceable. The 2026 FCA contains no Priority 1 projects.	1 engine.
11	7105 Mae Anne Ave.	2001	3	Generally serviceable. Current identified work is limited primarily to parking/driveway crack repair and interior finishes. Approx. $55,000 in identified projects.	1 engine; planned ALS station in 2027.
12	1190 Steamboat Pkwy.	2014	2	Newer facility with comparatively limited needs. Current work centers on wind-damaged doors/panic hardware and exterior water-intrusion sealing. Approx. $37,000 in identified projects.	1 engine (ALS station).
13	2501 Mill St.	2008	3	Temporary modular facility with apparatus housed in a fabric/tent structure. City capital planning identified the apparatus tent as beyond useful life; the temporary configuration remains a significant capital concern.	1 engine; Training & Safety Captain resource (ALS station).
14	2105 Hawk Meadow Trl.	2007	2	Generally good condition. The 2026 FCA identifies only limited exterior wood-trim repainting and no Priority 2 or Priority 3 projects; approx. $15,000 in identified work.	1 engine (ALS station).

Stn.	Address	Year built	Bays	General condition	Assigned apparatus
15	1805 Riley Ave.	Not verified	4	Operational airport ARFF facility. RTAA issued a 2025 project to replace the facility roof, and its current construction page lists the roof project as completed. No comprehensive station-specific condition assessment was located.	1 truck; 2 ARFF units; BC/command.

L.4 Sparks Fire Department

Table L-2. Sparks Fire Department station condition inventory

Stn.	Address	Year built	Bays	General condition	Assigned apparatus
1	1605 Victorian Ave.	1981	3	Aging headquarters facility with extensive repairs and remodeling over the past 18 years, including roof, sleeping quarters, showers, offices, bay doors, elevator, carpet and HVAC controls. Continued major repair/modernization is identified.	Engine 11 (ALS); Engine 12 (ALS); Truck 11 (BLS). Cross-staffed/secondary: technical rescue, boat, brush.
2	2900 N. Truckee Ln.	1974	2	Aging station with numerous upgrades to living quarters, kitchen, HVAC, generator, water heater and bay doors. Existing facility cannot accommodate an aerial apparatus; rebuild is recommended.	Engine 21 (ALS). Cross-staffed/secondary: foam unit, patrol.
3	1750 E. Greg St.	1988	2	Priority replacement/relocation facility. Station flooded in 1997, remains in a floodplain and near the city boundary; the Strategic Plan advises against substantial additional investment in the existing building.	Engine 31 (ALS). Cross-staffed/secondary: HazMat.
4	1450 Disc Dr.	1997	2	Largely functional and appropriately maintained. Remaining issues include drainage, carpet replacement and evaluation/renewal of major operational systems.	Engine 41 (ALS). Cross-staffed/secondary: brush.

Stn.	Address	Year built	Bays	General condition	Assigned apparatus
5	6490 Vista Blvd.	2005	2	Generally serviceable. Identified needs are principally routine exterior maintenance, including xeriscaping/zero-scaping, siding paint and exterior paint upkeep; no major replacement is identified.	Medic 51 (ALS transporting ambulance). Cross-staffed/secondary: water tender, brush.
6	6963 Scheidbar Rd.	2025	4	New station. The Strategic Plan identified the facility as a 2025 project intended to improve response coverage and operational capacity; current staffing documentation shows the station in service.	Ladder 61 / quint (ALS). Cross-staffed/secondary: brush.

L.5 Truckee Meadows Fire Protection District

Table L-3. Truckee Meadows Fire Protection District station condition inventory

Stn.	Address	Year built	Bays	General condition	Assigned apparatus
32	1240 East Lake Blvd., Washoe Valley	1979	3	Aging 1979 metal station with three apparatus bays and crew quarters. District records have described the modular/metal facility as showing its age; Washoe Valley replacement/consolidation planning has been underway.	Engine 32; Medic 32 (transporting) - station base for M32 is flagged as unconfirmed in the staffing source.
33	470 Foothill Rd., Reno	2018	3	Modern 2018 station. No material current facility deficiency was identified in the reviewed government sources.	Engine 33; Ladder 33. Also a TMFPD HazMat response station/capability.
35	21233 Reno Technology Pkwy. W.	2026	3	New 13,000-sq.-ft., three-bay station under construction/coming in 2026. Designed for four to eight firefighters and future growth.	Planned: Engine 35. Facility design also provides for a Type 3 brush engine and water tender; not yet staffed in the 2026 Master Bid source.
36	13500 Thomas Creek Rd., Reno	2012	2	Comparatively modern 2012 facility. No material station-specific deficiency or comprehensive facility condition assessment was identified in the reviewed public sources.	Engine 36.

Stn.	Address	Year built	Bays	General condition	Assigned apparatus
37	3255 Hidden Valley Dr., Reno	1977 (base structure)	2	Substantially modernized in phases. Crew-quarter conversion was completed in 2023 and a 4,325-sq.-ft. apparatus-bay/connection expansion was completed in 2025 to bring the station up to current operating standards.	Engine 37.
39	4000 Joy Lake Rd., Reno	1996	2	Facility was remodeled in 2017. No newer station-specific condition assessment was identified in the reviewed government sources.	Engine 39.
40	10201 W. 4th St., Mogul	2014	2	Modern 2014 facility. Public records document a 2013 groundbreaking and planned May 2014 opening; no material current facility deficiency was identified in the reviewed sources.	Engine 40.
42	3680 Diamond Peak Dr., Reno	2005	2	Generally serviceable by age and continued operational use. No material station-specific deficiency or comprehensive facility condition assessment was identified in the reviewed public sources.	Engine 42.
44	10575 Silver Lake Blvd., Stead	1976	3	Aging 1976 facility; no current station-specific FCA was located. A 2019 proposal to redistribute coverage was a deployment recommendation, not a documented structural-condition finding.	Engine 44. Also a TMFPD HazMat response station/capability.
45	5841 Sun Valley Blvd., Sun Valley	2000	3	Station was constructed in 2000 and was described by the District as its most modern station at the time. No current station-specific condition assessment was identified in the reviewed sources.	Engine 45; Medic 45 (ALS transporting ambulance).
46	500 Rockwell Blvd., Spanish Springs	1981	3	1981 facility. District records in 2023 described the station as aging but still viable and in good condition; an apparatus bay had recently been added. No newer condition assessment was identified.	Engine 46; Medic 46 (ALS transporting ambulance).

L.6 Data Notes and Operational Qualifications

L.6.1 Station Numbering and Facility Identity

Reno station numbering follows the City's 2026 station list. Current Station 13 is former Station 21 at 2501 Mill Street; current Station 14 is former Station 19 at 2105 Hawk Meadow Trail. The 2026 Reno Facility Condition Assessment (FCA) contains facility-label and address inconsistencies for some renumbered stations. Condition information has not been transferred where the assessed facility could not be matched to the current station address. The Station 10 condition entry therefore remains unverified.

L.6.2 Ambulance and Specialty Resources

Reno advanced life support (ALS) ambulances at Stations 2 and 3 are station-based resources, but the staffing source directs that routine Reno transporting units on duty be treated as zero unless an exceptional-operations roster documents otherwise. TMFPD Medic 32's station base remains unconfirmed in the staffing source. Basic life support (BLS), aircraft rescue and firefighting (ARFF), hazardous materials (HazMat) and battalion chief (BC) designations describe the listed resource or capability.

L.6.3 Planned and Recently Completed Facilities

Sparks Station 6 is listed as a new facility in service in the staffing documentation. TMFPD Station 35 is included as a planned facility coming in 2026, with Engine 35 not yet staffed in the supplied 2026 Master Bid information. Its listed year and design capacity do not establish that it was operational on the inventory reference date.

L.6.4 Construction Years and Condition Evidence

Assessor-based construction years for TMFPD Stations 36, 37, 39, 42 and 44 are provisional and identify the recorded base structure. TMFPD Station 37's subsequent conversion and expansion are described separately. Age-based or operational descriptions, including the description for TMFPD Station 42, should be read with the stated absence of a comprehensive station-specific condition assessment.

Annex M: Sparks Station 3 Relocation Search Area Analysis

Purpose and Principal Finding

This annex evaluates the search area for relocating Sparks Fire Department Station 3 from its existing East Greg Street site. It integrates the station-specific response analysis, the future regional station network, 2025 incident geography, projected 2031 demand, population coverage, facility resilience, and Station 3 capability requirements. The analysis identifies a preferred search corridor and two retained alternatives. It does not select or approve a parcel.

Principal finding. The preferred lead search area is the north-central East Prater corridor near East Prater Way and Locomotive Way. That conceptual location provides the strongest balanced improvement in modeled current-demand travel, 90th-percentile travel, future-growth travel, and target-area population coverage. The East Prater Way and Parlanti Lane area is the principal secondary search area. The Vista Boulevard and Ricco Drive area remains an eastern growth-oriented alternative. Final selection requires parcel, floodplain, access, engineering, operational, financial, and policy review.

Table AO-1. Decision summary

Priority	Conceptual search area	Principal advantage	Planning disposition
1	East Prater Way near Locomotive Way	Strongest balanced current- and future-demand result	Advance as the lead parcel-search corridor
2	East Prater Way near Parlanti Lane	Largest systemwide population-gap reduction and strongest target-incident capture	Retain as the principal secondary corridor
3	Vista Boulevard near Ricco Drive	Largest improvement in future-growth weighted travel	Retain as an eastern growth-oriented alternative

Source: Washoe Targeted Station Search-Area Screen, September 5, 2026. Conceptual points are road-network nodes, not parcels.

Decision Context

Station 3 is located at 1750 East Greg Street. The 1988 facility was inundated during the 1997 Truckee River flood, and the Sparks Fire Department Strategic Plan identifies relocation away from the floodplain and toward the center of the station's service district as the preferred capital direction. The station is also positioned at the edge of its service geography. Replacement on the current site would address building age but would preserve the existing flood and deployment limitations.

Station 3 is not an engine-only facility. Engine 31 is an advanced life support company, and Station 3 is the department's designated hazardous-materials station. It houses a tractor-trailer and specialized HazMat equipment used within the regional TRIAD program. Relocation must therefore preserve both the first-unit response role and the station's specialty capability, apparatus accommodation, storage, decontamination, training, and deployment requirements.

Evidence Base and Analytical Method

The targeted search used the study's future 32-station fixed network. Sparks Station 6 was treated as active, Truckee Meadows Station 35 as operating, and the planned Reno Station 1 location as a one-for-

one replacement for the existing point. The Station 3 search sampled 73 routed road nodes inside the applicable agency boundary and within five kilometers of the current station at approximately 650-meter spacing. Each candidate replaced Station 3 while all other future stations remained fixed.

The screening retained separate measures rather than combining them into a weighted score. Measures included target-territory incident median and 90th-percentile modeled travel, target-incident capture, growth-weighted travel, systemwide robust coverage-gap population, target-zone robust coverage-gap population, vulnerable-location coverage, and separate equity-related population measures.

- Preservation screen: no material worsening of system robust-gap population, target median, target 90th percentile, or target capture relative to the current site.
- Material-improvement screen: at least 100 fewer residents in the robust coverage gap, 15 seconds lower target 90th-percentile travel, or 15 seconds lower growth-weighted mean travel.
- Non-dominated screen: a point remains when no tested point is better on all four retained outcomes of system robust-gap population, target median, target 90th percentile, and growth-weighted mean.
- Robust coverage gap: both retained calibration methods exceed the study's lower planning benchmark for the applicable service environment.

The model is a planning screen. It does not contain live AVL position, real-time unit availability, traffic, turnout, call processing, complete ERF assembly, unit-hour capacity, parcel ownership, acquisition cost, utilities, environmental clearance, geotechnical or seismic conditions, or station-specific engineering. These items remain implementation gates.

Existing Station 3 Service Conditions

The station-specific response record supports relocation as an operational as well as a facility-resilience project. Engine 31's 2025 Code 3 travel median was approximately 4:54, its 90th percentile was approximately 7:28, and approximately 29.1 percent of qualifying responses were within four minutes. Unit and suite responses had a median of approximately 5:20, while highway and ramp responses had a 90th percentile of approximately 9:12.

Approximately 15.9 percent of classifiable Station 3 territory incidents received a substitute first-arrival proxy. Approximately 98.7 percent of those substitutes came from another Sparks station. A neighboring-agency fixed station was geographically closer for only about 0.08 percent of routable Station 3 territory incidents. The principal geography problem is therefore internal station placement within Sparks, not a regional boundary condition that can be solved by replacing Station 3 with Truckee Meadows Station 37 or future Station 35.

Demand is concentrated along East Prater, the Marina and Harbour Cove area, Vista Boulevard, Nichols Boulevard, the Legends commercial environment, I-80, and the industrial and commercial area surrounding Greg Street. Three East Prater senior-care properties generated 381 incidents, 340 Engine 31 primary assignments, and approximately 88.6 documented Engine 31 hours. The 25 highest-frequency locations accounted for approximately 45 percent of Engine 31 primary assignments and approximately 44 percent of documented Engine 31 hours.

Candidate Search Area Results

Nine conceptual points passed both the preservation and material-improvement screens. Three were non-dominated. They form a bounded east-Sparks search band extending from the East Prater and Parlanti Lane area through East Prater and Locomotive Way to Vista Boulevard near Ricco Drive. The current site remains the analytical baseline.

Table AO-2. Modeled travel change relative to the current Station 3 point

Candidate	Search area	Median change	90th-percentile change	Growth-weighted mean change
C043	East Prater and Parlanti	-28.8 sec	-5.1 sec	-36.6 sec
C044	East Prater and Locomotive	-39.9 sec	-26.3 sec	-67.5 sec
C047	Vista and Ricco	-8.1 sec	+0.1 sec	-76.1 sec

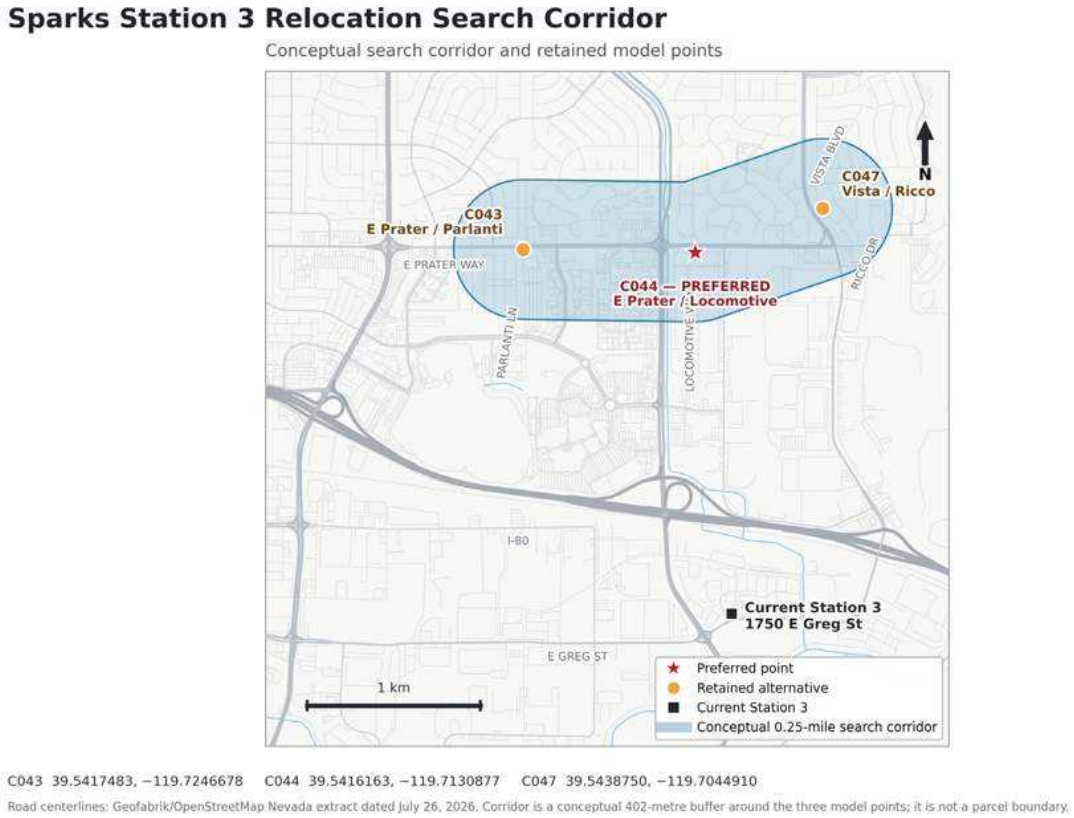
Negative values indicate shorter modeled travel. The approximately 0.1-second increase at C047 is effectively unchanged at planning precision.

Table AO-3. Modeled robust coverage-gap population change

Candidate	Search area	Systemwide change	Station 3 target-zone change
C043	East Prater and Parlanti	-7,841 residents	-2,780 residents
C044	East Prater and Locomotive	-7,558 residents	-4,053 residents
C047	Vista and Ricco	-5,489 residents	-1,758 residents

Negative values indicate fewer residents in the modeled robust coverage gap. These are planning estimates, not adopted compliance findings.

Figure AO-1. Station 3 relocation search corridor and retained model points



The shaded area is a conceptual 0.25-mile corridor around the three retained model points. The red star identifies the preferred East Prater and Locomotive point; orange circles identify retained alternatives. Points show modeled road-network locations, not available parcels.

Preferred Lead Search Area

East Prater Way near Locomotive Way

Candidate C044 is located near East Prater Way and Locomotive Way at approximately 39.541616 north latitude and 119.713088 west longitude. It is approximately 2.09 kilometers, or 1.30 miles, from the current Station 3 point. C044 provides the strongest balanced result among the three non-dominated candidates.

- The modeled target-incident median improves by approximately 39.9 seconds.
- The modeled target-incident 90th percentile improves by approximately 26.3 seconds.
- The growth-weighted mean improves by approximately 67.5 seconds.
- The systemwide robust coverage gap decreases by approximately 7,558 residents.
- The Station 3 target-zone robust coverage gap decreases by approximately 4,053 residents, the largest reduction among the three finalists.

This location moves the company materially north from the floodplain-edge setting while remaining centered between the western East Prater and Marina demand and the Vista and Legends corridors. It improves present-territory performance without shifting the station so far east that existing Marina, Nichols Boulevard, Greg Street, or internal Sparks coverage becomes secondary.

Retained Alternative Search Areas

East Prater Way near Parlanti Lane

Candidate C043 is located near East Prater Way and Parlanti Lane at approximately 39.541748 north latitude and 119.724668 west longitude. It is approximately 2.42 kilometers, or 1.50 miles, from the current site. This location produces the largest systemwide robust-gap population reduction and the highest modeled target-incident capture among the finalists. Its 90th-percentile travel improvement is smaller than C044's. C043 should remain the principal secondary search area, particularly if parcel availability or operational egress makes the C044 corridor infeasible.

Vista Boulevard near Ricco Drive

Candidate C047 is located near Vista Boulevard and Ricco Drive at approximately 39.543875 north latitude and 119.704491 west longitude. It is approximately 2.39 kilometers, or 1.49 miles, from the current site. This location provides the greatest improvement in growth-weighted travel but only a modest improvement in the current-demand median and essentially no change in the current-demand 90th percentile. It should remain an eastern growth-oriented alternative rather than the lead current-network choice.

Floodplain and Site Resilience Requirements

Floodplain avoidance is a threshold requirement, not a preference to be traded against modest travel improvement. The final parcel, apparatus apron, fuel and generator systems, communications equipment, access roads, and secondary egress must be located and designed for continuity during Truckee River flooding and major storm events. A road-node result does not establish that the surrounding parcel is outside the Special Flood Hazard Area or that its access remains usable during a flood.

- Verify the current FEMA flood-zone designation, floodway relationship, base-flood elevation, drainage, grading, and any levee-related residual risk for each parcel.
- Confirm that both primary and secondary apparatus routes remain usable under the governing flood and drainage scenarios.
- Evaluate seismic, liquefaction, geotechnical, utility, hazardous-material storage, backup-power, communications, and fuel-system resilience.
- Do not advance a parcel that solves building flood exposure but retains route isolation, constrained egress, or critical utility vulnerability.

Operational and Facility Requirements

The selected site and facility must preserve Station 3's first-unit and specialty functions. Parcel size and station design should be established from the apparatus and operating program before land acquisition.

1. Provide direct, reliable access to East Prater and efficient connections to Vista Boulevard, Nichols Boulevard, Sparks Marina, Legends, I-80, and the Greg Street industrial and commercial area.
2. Provide apparatus circulation, turning radius, bay depth, apron length, overhead clearance, and controlled egress suitable for Engine 31 and the HazMat tractor-trailer.
3. Preserve ALS staffing, HazMat equipment storage, decontamination, training, maintenance support, station alerting, communications, backup power, and secure fuel capability.

4. Evaluate signal preemption, median restrictions, left-turn delay, school and commercial traffic, railroad or freeway constraints, winter operations, and at least one practical alternate response route.
5. Maintain an explicit construction-period continuity plan so Engine 31 and the HazMat function remain deployable throughout transition.

Parcel Due Diligence and Decision Gates

Table AO-4. Required gates before site selection

Gate	Required evidence	Decision consequence
Parcel and land use	Ownership, availability, size, zoning, compatibility, acquisition terms, and schedule	Eliminates unavailable or operationally unsuitable parcels
Flood and resilience	FEMA mapping, drainage, floodway, access continuity, seismic, geotechnical, utilities, power, communications, and fuel	No parcel advances without continuity and resilience findings
Road access and travel	Parcel-specific routing, intersection delay, signal control, median access, traffic, alternate egress, and field drive tests	Confirms whether modeled road-node benefit is achievable
Operations and capacity	Daily staffing, unit availability, simultaneous calls, move-ups, donor-area effects, run cards, ERF, ALS, and HazMat continuity	Prevents geographic improvement from masking an availability or capability loss
Facility program	Bay and apron design, HazMat tractor-trailer fit, decontamination, storage, training, crew support, and future flexibility	Defines the minimum buildable station program
Financial and legal	Land, design, construction, transition, lifecycle, environmental, procurement, labor, and governing-body review	Establishes affordability and lawful implementation

Failure of any threshold gate returns the search to the next retained corridor or parcel. Passing the road-network screen does not override a failed resilience, access, capability, or feasibility gate.

Implementation and Validation

Parcel search should begin in the C044 East Prater and Locomotive corridor and proceed concurrently in the C043 East Prater and Parlanti corridor so that land availability does not force an unsupported site decision. The C047 Vista and Ricco corridor should remain in the comparison when verified development timing or eastern demand materially changes the planning balance.

Before acquisition, each feasible parcel should be rerun through the complete road network using its actual driveway and direction of egress. The analysis should then test traffic, intersection delay, station alerting and turnout, real-time unit availability, simultaneous incidents, neighboring-station workload, donor-area effects, ERF assembly, ALS coverage, HazMat deployment, and construction continuity. The final comparison should retain each measure separately and should not convert the decision to a single weighted score.

Following opening, Sparks should preserve a pre-relocation baseline and evaluate the new station quarterly and at 12 months. Measures should include turnout, first-unit travel, 90th-percentile reliability, target-territory capture, substitute first arrival, highway and ramp travel, unit and suite travel, simultaneous demand, move-ups, neighboring-station support, ERF assembly, HazMat deployment, and facility continuity events.

Findings and Conclusion

The station-network evidence supports relocating Station 3 within east Sparks. It does not support rebuilding on the current East Greg Street site, replacing Station 3 with Truckee Meadows Station 37 or future Station 35, closing the company, or shifting the station so far east that the established Marina, Nichols Boulevard, East Prater, and Greg Street service role is weakened.

The East Prater and Locomotive Way corridor is the preferred lead search area because it provides the strongest balanced result across current median travel, current 90th-percentile travel, growth-weighted travel, and target-zone population coverage. East Prater and Parlanti Lane is the principal secondary area. Vista Boulevard and Ricco Drive remains a future-growth alternative. These conclusions establish the order of parcel investigation; they do not identify a buildable or approved parcel.

Annex N: Critical Occupancy Locations

This annex lists the 316 mapped planning locations in the September 26, 2026 critical-occupancy register. The three tables are organized by fire-service jurisdiction, then occupancy type and location name. Jurisdiction is assigned by intersecting each recorded location with the Study's agency boundary map, independently of the closest-station calculation.

The closest-station column identifies the station with the shortest modeled road-network drive time in the Study's current station network, using the register's assigned 250-metre planning-grid point. Bold, shaded entries marked with an asterisk identify 39 locations where that station belongs to another jurisdiction. These are opportunities for cross-jurisdiction response coordination; actual deployment also depends on unit availability, access and required capabilities. The comparison does not include call processing or turnout.

Location is shown as the recorded street address or, where no street address was recorded, latitude and longitude. Each row represents one mapped planning location; co-located programs and campus records follow the register's consolidation rules. RFD = Reno Fire Department; SFD = Sparks Fire Department; TMFPD = Truckee Meadows Fire Protection District.

Table 1. Reno critical occupancy locations (190)

Location name	Type	Location	Jurisdiction	Closest station by drive time
A PLUS LEARNING CENTER	Childcare	4701 NEIL ROAD RENO, NV 89502	Reno	RFD Station 3
ALEPH ACADEMY	Childcare	1175 WEST MOANA RENO, NV 89509	Reno	RFD Station 3
ALL ABOUT KIDS LEARNING CENTER	Childcare	655 ALVARO STREET RENO, NV 89503	Reno	RFD Station 4
ALL ABOUT KIDS LEARNING CENTER 2	Childcare	3615 LAKESIDE DRIVE RENO, NV 89509	Reno	RFD Station 3
BIGGEST LITTLE LEARNING CENTER	Childcare	7510 LONGLEY LANE, SUITE 103 RENO, NV 89511	Reno	TMFPD Station 33 *
BLUE KANGAROO LEARNING CENTER	Childcare	9370 GATEWAY DRIVE RENO, NV 89521	Reno	TMFPD Station 33 *
BLUE KANGAROO LEARNING CTR - SUMMIT	Childcare	4820 SUMMIT RIDGE DRIVE RENO, NV 89523	Reno	RFD Station 8
BROOKFIELD'S TODDLER LRNG CNTR	Childcare	185 REDFIELD PARKWAY RENO, NV 89509	Reno	RFD Station 3

Location name	Type	Location	Jurisdiction	Closest station by drive time
CAUGHLIN PRESCHOOL	Childcare	1524 AMBASSADOR DRIVE RENO, NV 89523	Reno	RFD Station 11
CHILD & FAMILY RESEARCH CENTER-COMSTOCK	Childcare	2420 COMSTOCK DRIVE RENO, NV 89557	Reno	RFD Station 4
CHILD & FAMILY RESEARCH CENTER-SF	Childcare	1664 N. VIRGINIA ST, MAIL STOP 0141 RENO, NV 89557	Reno	RFD Station 1
CHILD & FAMILY RESEARCH CENTER-WRB	Childcare	1664 N. VIRGINIA ST, MAIL STOP 0141 RENO, NV 89557	Reno	RFD Station 1
CHILD AND FAMILY RESEARCH CENTER-GRANT	Childcare	3700 GRANT DRIVE RENO, NV 89509	Reno	RFD Station 3
CREATIVE WORLD CHILDREN'S ACADEMY	Childcare	3670 WARREN WAY RENO, NV 89509	Reno	RFD Station 3
CROSSWALK PRESCHOOL	Childcare	3697 KINGS ROW SUITE D RENO, NV 89503	Reno	RFD Station 8
DESERT PEACH MONTESSORI SCHOOL	Childcare	627 SUNNYSIDE DRIVE RENO, NV 89503	Reno	RFD Station 4
E L CORD CHILD CARE CENTER	Childcare	7000 DANDINI BLVD RENO, NV 89512	Reno	RFD Station 10
EARLY HEAD START - DESTINY	Childcare	790 SUTRO STREET RENO, NV 89512	Reno	RFD Station 1
EARLY HEAD START-NEIS	Childcare	2667 ENTERPRISE RD RENO, NV 89512	Reno	RFD Station 2
EARLY LEARNING CENTER 1	Childcare	1270 FOSTER DRIVE RENO, NV 89509	Reno	RFD Station 5
EARLY LEARNING CENTER 3	Childcare	3700 SAFE HARBOUR PLACE RENO, NV 89512	Reno	RFD Station 2
EARLY LEARNING CENTER 4	Childcare	785 WEST 6TH STREET RENO, NV 89503	Reno	RFD Station 4
EARLY LEARNING CENTER 9	Childcare	2680 E. 9TH STREET RENO, NV 89512	Reno	SFD Station 1 *

Location name	Type	Location	Jurisdiction	Closest station by drive time
HEAD START BERNICE MATHEWS	Childcare	2700 ELEMENTARY DRIVE RENO, NV 89512	Reno	RFD Station 2
HEAD START CSA	Childcare	1100 E 8TH STREET RENO, NV 89512	Reno	RFD Station 1
HEAD START SMITHRIDGE	Childcare	4950 FILBERT ROAD RENO, NV 89502	Reno	RFD Station 3
HEAD START VASSAR	Childcare	2405 VASSAR STREET RENO, NV 89502	Reno	RFD Station 13
HEAD START WOOSTER	Childcare	1950 VILLANOVA STREET RENO, NV 89502	Reno	RFD Station 13
HIGH DESERT MONTESSORI CHARTER SCHOOL	Childcare	101 FANTASTIC DRIVE RENO, NV 89512	Reno	RFD Station 2
KIDDIE ACADEMY OF SOUTH RENO	Childcare	550 MAESTRO DRIVE RENO, NV 89511	Reno	RFD Station 6
KIDS LIFE CHILD DEVELOPMENT CENTER	Childcare	10300 RIO WRANGLER PARKWAY RENO, NV 89521	Reno	RFD Station 12
KIDS R US	Childcare	4800 FILBERT ROAD RENO, NV 89502	Reno	RFD Station 3
LEAP AHEAD LEARNING CENTER	Childcare	2085 WEST 7TH STREET RENO, NV 89503	Reno	RFD Station 4
LITTLE GOLDEN GOOSE	Childcare	273 CHENEY STREET RENO, NV 89502	Reno	RFD Station 1
LITTLE GOLDEN GOOSE PRESCHOOL - UNIVERSITY	Childcare	826 RALSTON STREET RENO, NV 89503	Reno	RFD Station 4
LITTLE HANDS LEARNING CENTER	Childcare	1508 AMBASSADOR DRIVE RENO, NV 89523	Reno	RFD Station 11
LITTLE HANDS LEARNING CENTER 2	Childcare	6152 MAE ANNE AVENUE RENO, NV 89523	Reno	RFD Station 11
LITTLE LEARNERS	Childcare	332 RYLAND STREET RENO, NV 89501	Reno	RFD Station 1

Location name	Type	Location	Jurisdiction	Closest station by drive time
LITTLE LEARNERS DAY CARE CENTER	Childcare	322 RYLAND STREET RENO, NV 89501	Reno	RFD Station 1
LITTLE LITES CHRISTIAN LEARNING CENTER	Childcare	3200 SUTRO STREET, RENO, NEVADA ,89512 RENO, NV 89512	Reno	RFD Station 2
MILESTONES - EARLY CHILDHOOD LEARNING	Childcare	6870 SOUTH MCCARRAN BOULEVARD RENO, NV 89509	Reno	RFD Station 3
MUNCHKINLAND PRESCHOOL	Childcare	924 LANDER STREET RENO, NV 89509	Reno	RFD Station 1
NOAHS ARK CHILD DEVELOPMENT CENTER	Childcare	1660 GRANDVIEW AVENUE RENO, NV 89503	Reno	RFD Station 4
NORTHERN STAR MONTESSORI SCHOOL	Childcare	6340 MAE ANNE AVENUE RENO, NV 89523	Reno	RFD Station 11
PINION EARLY EDUCATION CENTER	Childcare	6119 RIDGEVIEW COURT RENO, NV 89519	Reno	RFD Station 3
PRIMROSE SCHOOL OF SOUTH RENO	Childcare	9410 DOUBLE DIAMOND PARKWAY RENO, NV 89521	Reno	TMFPD Station 33 *
PURPLE DOOR PRESCHOOL MIDTOWN	Childcare	80 CONTINENTAL DRIVE RENO, NV 89509	Reno	RFD Station 3
RENOWN HEALTH CHILD CARE CENTER	Childcare	835 EAST 2ND STREET RENO, NV 89502	Reno	RFD Station 1
SAINT JOHN'S CHILDRENS CENTER	Childcare	1070 WEST PLUMB LANE RENO, NV 89509	Reno	RFD Station 5
SMALL STRIDES - RANCHARRAH	Childcare	5431 KIETZKE LANE RENO, NV 89511	Reno	RFD Station 3
SMALL STRIDES, INC.	Childcare	9580 PROTOTYPE COURT RENO, NV 89521	Reno	TMFPD Station 33 *
SONSHINE PRESCHOOL	Childcare	755 TRADEMARK DRIVE RENO, NV 89521	Reno	TMFPD Station 33 *

Location name	Type	Location	Jurisdiction	Closest station by drive time
SOUTH RENO KINDERCARE	Childcare	9315 PROTOTYPE DRIVE RENO, NV 89521	Reno	TMFPD Station 33 *
SUNFLOWER PRESCHOOL	Childcare	1080 BERRUM LANE RENO, NV 89509	Reno	RFD Station 3
THE GODDARD SCHOOL - SOMERSETT	Childcare	455 SOMERSETT PARKWAY RENO, NV 89523	Reno	RFD Station 11
THE GODDARD SCHOOL - SOMERSETT - SATELLITE LOCATION	Childcare	6330 MAE ANNE AVENUE, SUITE 2 RENO, NV 89523	Reno	RFD Station 11
THE GODDARD SCHOOL AT SOUTH MEADOWS	Childcare	8650 TECHNOLOGY WAY RENO, NV 89521	Reno	TMFPD Station 33 *
THE LION AND THE LAMB	Childcare	1220 ROBB DRIVE RENO, NV 89523	Reno	RFD Station 11
THE PREP SCHOOL OF SOUTH MEADOWS	Childcare	780 SANDHILL ROAD RENO, NV 89521	Reno	TMFPD Station 33 *
TRUCKEE RIVER CHILD DEVELOPMENT CENTER	Childcare	8550 WHITE FIR STREET RENO, NV 89523	Reno	TMFPD Station 40 *
UNDER THE MAGIC PINE TREE - HAWTHORNE	Childcare	1580 HAWTHORNE ROAD RENO, NV 89502	Reno	RFD Station 6
UNDER THE MAGIC PINE TREE YORI LLC	Childcare	2725 YORI AVE RENO, NV 89502	Reno	RFD Station 3
WILLOW & WONDER EARLY LEARNING CENTER LLC	Childcare	1675 ROBB DRIVE RENO, NV 89523	Reno	RFD Station 11
Nevada Restitution Center	Detention	39.52705, -119.78869 (latitude, longitude)	Reno	RFD Station 13
Washoe County Juvenile Services	Detention	39.56945, -119.80978 (latitude, longitude)	Reno	RFD Station 10
Washoe County Sheriff	Detention	39.57334, -119.81067 (latitude, longitude)	Reno	RFD Station 10

Location name	Type	Location	Jurisdiction	Closest station by drive time
RENOWN REHABILITATION HOSPITAL	Inpatient rehabilitation	1495 MILL ST RENO, NV 89502	Reno	RFD Station 13
Northwest Specialty Hospital	Medical Center	39.51775, -119.88179 (latitude, longitude)	Reno	RFD Station 11
Reno VA Medical Center	Medical Center	39.51553, -119.79905 (latitude, longitude)	Reno	RFD Station 13
Renown Reg'l Medical Ctr	Medical Center	39.52624, -119.79530 (latitude, longitude)	Reno	RFD Station 13
Renown South Meadows Medical Ctr	Medical Center	39.43591, -119.75961 (latitude, longitude)	Reno	TMFPD Station 33 *
Sierra Medical Center	Medical Center	39.46629, -119.76744 (latitude, longitude)	Reno	RFD Station 6
St Mary's Reg'l Medical Ctr	Medical Center	39.53259, -119.81874 (latitude, longitude)	Reno	RFD Station 4
A AND S LEGACY	Residential group care	1800 PRINCE WAY RENO, NV 89503	Reno	RFD Station 4
A SUMMERDALE HOMES @ RIBEIRO LLC	Residential group care	1868 RIBEIRO CIRCLE RENO, NV 89503	Reno	RFD Station 4
ANGELICA'S LOVING HOME CARE	Residential group care	3475 SCOTTSDALE ROAD RENO, NV 89512	Reno	RFD Station 2
APRILS VILLA	Residential group care	10450 ARBOR WAY RENO, NV 89521	Reno	RFD Station 12
ASPEN HOME FOR SENIORS, LLC	Residential group care	2000 PALISADE DR RENO, NV 89509	Reno	RFD Station 5
ATRIA SUMMIT RIDGE	Residential group care	4880 SUMMIT RIDGE DRIVE RENO, NV 89523	Reno	RFD Station 8
BAILEYS GROUP HOME INC	Residential group care	1998 ARCANE AVENUE RENO, NV 89503	Reno	RFD Station 8
BRIGHT LIFE	Residential group care	10515 KENAI DR. RENO, NV 89521	Reno	RFD Station 12

Location name	Type	Location	Jurisdiction	Closest station by drive time
BROOKDALE RENO	Residential group care	3105 PLUMAS STREET RENO, NV 89509	Reno	RFD Station 3
CESSABELLA RESIDENTIAL SUITE LLC #1	Residential group care	8295 OPAL STATION DR RENO, NV 89506	Reno	TMFPD Station 45 *
CLEARWATER AT RANCHARRAH	Residential group care	5255 KIETZKE LANE RENO, NV 89511	Reno	RFD Station 3
CORINTHIAN PLACE LLC	Residential group care	2630 SUNRAY DR RENO, NV 89503	Reno	RFD Station 8
DIVINITY HOMECARE	Residential group care	3944 KENTWOOD COURT RENO, NV 89503	Reno	RFD Station 8
ELEVATED HOME CARE I	Residential group care	3995 BELMORE WAY RENO, NV 89503	Reno	RFD Station 8
ELEVATED HOME CARE III	Residential group care	3921 KINGSROW RENO, NV 89503	Reno	RFD Station 8
EVERGREEN RESIDENCE	Residential group care	1305 KINGS COURT RENO, NV 89503	Reno	RFD Station 4
FAMILY HOME CARE RHL	Residential group care	975 CORDONE AVENUE RENO, NV 89502	Reno	RFD Station 13
FIVE STAR PREMIER RESIDENCES OF RENO	Residential group care	3201 PLUMAS STREET RENO, NV 89509	Reno	RFD Station 3
GLENDA CARE	Residential group care	1235 GLENDA WAY RENO, NV 89509	Reno	RFD Station 3
GOLDEN HEART GROUP HOME CARE II	Residential group care	3990 LAKESIDE DRIVE RENO, NV 89509	Reno	RFD Station 3
GOLDEN MANOR	Residential group care	416 SYSONBY CT RENO, NV 89521	Reno	RFD Station 12
GOLDEN MANOR SERENITY	Residential group care	465 SYSONBY CT RENO, NV 89521	Reno	RFD Station 12
GOLDEN ROSE HOME	Residential group care	8055 OPAL STATION DRIVE RENO, NV 89506	Reno	RFD Station 10

Location name	Type	Location	Jurisdiction	Closest station by drive time
GOLDEN VALLEY GROUP CARE II	Residential group care	1140 MANHATTAN STREET RENO, NV 89512	Reno	RFD Station 2
GOLDEN YEARS CASTLE HOME CARE	Residential group care	2060 ARCANE AVE RENO, NV 89503	Reno	RFD Station 8
GOLDEN YEARS CASTLE LAKESIDE LLC	Residential group care	935 MANZANITA LANE RENO, NV 89509	Reno	RFD Station 3
GOLDEN YEARS CASTLE MIDTOWN	Residential group care	300 LA RUE AVENUE RENO, NV 89509	Reno	RFD Station 1
GOLDEN YEARS CASTLE OF KINGS ROW	Residential group care	1875 KINGS ROW RENO, NV 89503	Reno	RFD Station 8
GOOD OLD DAYS HOMECARE II	Residential group care	4205 MIRA LOMA DR RENO, NV 89502	Reno	RFD Station 6
GRACEFUL LIVING	Residential group care	2690 TRAIL RIDER DRIVE RENO, NV 89521	Reno	RFD Station 12
GRANDMOTHERS CRIB	Residential group care	700 SIENNA STATION WAY RENO, NV 89512	Reno	RFD Station 2
HOLY CHILD RESIDENTIAL CARE IV	Residential group care	5825 TAPPAN DRIVE RENO, NV 89523	Reno	RFD Station 8
JOHNSON GROUP CARE #1	Residential group care	1895 CARVILLE DR RENO, NV 89512	Reno	RFD Station 2
JTM GROUP HOME LLC	Residential group care	1435 AKARD DRIVE RENO, NV 89503	Reno	RFD Station 8
KINGS ROW RESIDENCE	Residential group care	1254 SAINT ALBERTS DR RENO, NV 89503	Reno	RFD Station 8
KRYSTONS HOME CARE II	Residential group care	7990 ZINFANDEL DRIVE RENO, NV 89506	Reno	RFD Station 10
LIMESTONESHIRE LLC	Residential group care	7474 LIMESTONE DRIVE RENO, NV 89511	Reno	RFD Station 6
LITTLE ANGEL CARE HOME LLC	Residential group care	2570 KEYSTONE AVE RENO, NV 89503	Reno	RFD Station 8

Location name	Type	Location	Jurisdiction	Closest station by drive time
LONGEVITY RESIDENTIAL CARE II	Residential group care	4073 KINGS ROW RENO, NV 89503	Reno	RFD Station 8
LOVE & JOY RESIDENCE I	Residential group care	1750 CANYONLANDS WAY RENO, NV 89521	Reno	RFD Station 12
MARIELLA SENIOR LIVING OF RENO	Residential group care	222 EAST PATRIOT BLVD RENO, NV 89511	Reno	TMFPD Station 33 *
MOTHERS LOVE & CARE #2 LLC	Residential group care	4130 GARLAN LANE RENO, NV 89509	Reno	RFD Station 3
OASIS PLACE	Residential group care	2722 HARDING WAY RENO, NV 89503	Reno	RFD Station 8
OUR HOME ADULT LIVING	Residential group care	4180 SIERRA MADRE DR RENO, NV 89502	Reno	RFD Station 6
PARK PLACE ASSISTED LIVING	Residential group care	2305 IVES COURT RENO, NV 89503	Reno	RFD Station 8
PLEASANT CARE GROUP HOME III	Residential group care	795 SIENNA STATION WAY RENO, NV 89512	Reno	RFD Station 2
PLUMAS LIVING	Residential group care	1860 WENDY WAY RENO, NV 89509	Reno	RFD Station 3
PROVIDENCE HOME CARE	Residential group care	5325 VISTA LARGA CIRCLE RENO, NV 89523	Reno	RFD Station 8
SAINT ANNE'S GROUP HOME	Residential group care	1625 PEAVINE RD RENO, NV 89503	Reno	RFD Station 8
SAINT PAUL HOME CARE II	Residential group care	4900 KOENIG ROAD RENO, NV 89506	Reno	RFD Station 10
SAINT PAULS HOME CARE III	Residential group care	4910 KOENIG RD RENO, NV 89506	Reno	RFD Station 10
SERVANT HEART	Residential group care	2225 JESTER CT RENO, NV 89503	Reno	RFD Station 8
SIERRA MANOR CARE HOME	Residential group care	327 RIVER FLOW DRIVE RENO, NV 89523	Reno	TMFPD Station 40 *

Location name	Type	Location	Jurisdiction	Closest station by drive time
STARLIGHT GROUP HOME	Residential group care	2301 EAST 9TH ST. RENO, NV 89512	Reno	SFD Station 1 *
STONE VALLEY MEMORY CARE	Residential group care	6155 STONE VALLEY DR RENO, NV 89523	Reno	RFD Station 11
SUMMERSET RENO ASSISTED LIVING	Residential group care	6215 SHARLANDS AVE RENO, NV 89523	Reno	RFD Station 11
SUMMERSET RENO MEMORY CARE	Residential group care	6205 SHARLANDS AVE RENO, NV 89523	Reno	RFD Station 11
SUMMIT GROUP HOME	Residential group care	3645 RIO POCO RD RENO, NV 89502	Reno	RFD Station 6
SUMMIT GROUP HOME	Residential group care	9570 COMANCHE MOON DR RENO, NV 89521	Reno	TMFPD Station 33 *
SUNLIFE CARE	Residential group care	1360 MARNE DR. RENO, NV 89503	Reno	RFD Station 8
SUNLIT TERRACE GROUP HOME	Residential group care	2555 SKYLINE BLVD RENO, NV 89509	Reno	RFD Station 7
TERRACINA HOME CARE II, LLC	Residential group care	1721 GLEN COVE CT RENO, NV 89521	Reno	RFD Station 12
THE SEASONS OF RENO, ASSISTED LIVING AND MEMORY CARE	Residential group care	5165 SUMMIT RIDGE COURT RENO, NV 89523	Reno	RFD Station 8
THE SIENNA ARBOUR LLC	Residential group care	945 SIENNA PARK DRIVE RENO, NV 89512	Reno	RFD Station 10
THE WRIGHT GROUP HOME OF LUCKY LIFE	Residential group care	598 WEST PLUMB LN RENO, NV 89509	Reno	RFD Station 5
WASHOE SENIOR LIVING I	Residential group care	4190 BISMARCK DRIVE RENO, NV 89502	Reno	RFD Station 6
WASHOE SENIOR LIVING II	Residential group care	425 SONDRIO COURT RENO, NV 89521	Reno	RFD Station 12

Location name	Type	Location	Jurisdiction	Closest station by drive time
Academy of Arts, Careers and Technology	School	39.50619, -119.75536 (latitude, longitude)	Reno	RFD Station 6
Alice Smith Elementary School	School	39.60714, -119.83729 (latitude, longitude)	Reno	RFD Station 10
Bailey Charter Elementary School	School	39.49452, -119.79483 (latitude, longitude)	Reno	RFD Station 3
Brookfield Elementary and Middle School Campus	School	39.47606, -119.80416 (latitude, longitude)	Reno	RFD Station 3
Damonte Ranch High School	School	39.42300, -119.71256 (latitude, longitude)	Reno	RFD Station 12
Desert Heights Elementary School	School	39.65325, -119.88311 (latitude, longitude)	Reno	RFD Station 9
Donner Springs Elementary School	School	39.47583, -119.74429 (latitude, longitude)	Reno	RFD Station 6
Double Diamond Elementary School	School	39.44082, -119.74808 (latitude, longitude)	Reno	TMFPD Station 33 *
Encompass Academy	School	39.51596, -119.83270 (latitude, longitude)	Reno	RFD Station 5
George Westergard Elementary School	School	39.52716, -119.89247 (latitude, longitude)	Reno	RFD Station 11
Grace Warner Elementary School	School	39.52868, -119.85538 (latitude, longitude)	Reno	RFD Station 8
Huffaker Elementary School	School	39.47031, -119.80470 (latitude, longitude)	Reno	RFD Station 3
Hunter Lake Elementary School	School	39.51138, -119.83608 (latitude, longitude)	Reno	RFD Station 5
Innovations High School	School	39.52515, -119.82315 (latitude, longitude)	Reno	RFD Station 4
Jessie Beck Elementary School	School	39.50447, -119.82566 (latitude, longitude)	Reno	RFD Station 5

Location name	Type	Location	Jurisdiction	Closest station by drive time
Little Flower Catholic School	School	39.50732, -119.79017 (latitude, longitude)	Reno	RFD Station 13
Mater Academy of Northern Nevada MANN	School	39.53781, -119.78093 (latitude, longitude)	Reno	SFD Station 1 *
Melton Elementary School	School	39.54571, -119.89350 (latitude, longitude)	Reno	RFD Station 8
Mount Rose K-8	School	39.51537, -119.81556 (latitude, longitude)	Reno	RFD Station 1
Nevada Sage Waldorf School	School	39.50408, -119.76187 (latitude, longitude)	Reno	RFD Station 6
Nevada State High School - Reno: Meadowwood	School	39.45631, -119.77746 (latitude, longitude)	Reno	TMFPD Station 33 *
O'Brien Middle School	School	39.62219, -119.87924 (latitude, longitude)	Reno	TMFPD Station 44 *
Our Lady of the Snows School	School	39.51364, -119.81560 (latitude, longitude)	Reno	RFD Station 1
Reno High School	School	39.51757, -119.82776 (latitude, longitude)	Reno	RFD Station 5
Roy Gomm Elementary School	School	39.50704, -119.86061 (latitude, longitude)	Reno	RFD Station 5
Saint Thomas Aquinas Academy	School	39.51989, -119.81458 (latitude, longitude)	Reno	RFD Station 1
Sierra Nevada Academy Charter School (S.N.A.C.S.)	School	39.65127, -119.88344 (latitude, longitude)	Reno	RFD Station 9
Smithridge Elementary School	School	39.48054, -119.78279 (latitude, longitude)	Reno	RFD Station 3
St. Albert the Great Catholic School	School	39.53549, -119.84515 (latitude, longitude)	Reno	RFD Station 8
St. Nicholas Orthodox Academy	School	39.49818, -119.79399 (latitude, longitude)	Reno	RFD Station 3

Location name	Type	Location	Jurisdiction	Closest station by drive time
Stead Elementary School	School	39.62405, -119.88161 (latitude, longitude)	Reno	TMFPD Station 44 *
TMCC High School	School	39.57214, -119.79838 (latitude, longitude)	Reno	RFD Station 10
Towles Elementary School	School	39.53795, -119.85043 (latitude, longitude)	Reno	RFD Station 8
Triad School	School	39.44736, -119.75657 (latitude, longitude)	Reno	TMFPD Station 33 *
Washoe Inspire Academy	School	39.51159, -119.75025 (latitude, longitude)	Reno	RFD Station 13
Amy's Eden Senior Care - Assisted living homes for 2 and in home care services	Senior Living	39.43863, -119.75541 (latitude, longitude)	Reno	TMFPD Station 33 *
Holiday Sky Peaks	Senior Living	39.51949, -119.85375 (latitude, longitude)	Reno	RFD Station 8
Lakeside Manor Retirement	Senior Living	39.49594, -119.80734 (latitude, longitude)	Reno	RFD Station 3
Mountain Lakes Estates	Senior Living	39.44079, -119.75731 (latitude, longitude)	Reno	TMFPD Station 33 *
Promenade On the River	Senior Living	39.52239, -119.81878 (latitude, longitude)	Reno	RFD Station 1
Revel Rancharrah	Senior Living	39.47089, -119.79236 (latitude, longitude)	Reno	RFD Station 3
Sierra Canyon by Del Webb	Senior Living	39.53044, -119.95191 (latitude, longitude)	Reno	RFD Station 14
Silver Sage Senior Residence	Senior Living	39.47801, -119.77643 (latitude, longitude)	Reno	RFD Station 6
Vintage at the Crossings,	Senior Living	39.42464, -119.75589 (latitude, longitude)	Reno	RFD Station 12

Location name	Type	Location	Jurisdiction	Closest station by drive time
Vintage Hills Senior Apartments | Affordable Apartments 55+	Senior Living	39.53643, -119.86181 (latitude, longitude)	Reno	RFD Station 8
ADVANCED HEALTH CARE OF RENO	Skilled nursing	961 KUENZLI STREET RENO, NV 89502	Reno	RFD Station 1
ALPINE SKILLED NURSING AND REHABILITATION CENTER	Skilled nursing	3101 PLUMAS STREET RENO, NV 89509	Reno	RFD Station 3
ALTA SKILLED NURSING AND REHABILITATION CENTER	Skilled nursing	555 HAMMILL LANE RENO, NV 89511	Reno	RFD Station 3
LIFE CARE CENTER OF RENO	Skilled nursing	445 WEST HOLCOMB LANE RENO, NV 89511	Reno	TMFPD Station 33 *
ROSEWOOD REHABILITATION CENTER	Skilled nursing	2045 SILVERADA BLVD RENO, NV 89512	Reno	RFD Station 2

* Closest modeled station belongs to another jurisdiction.

Table 2. Sparks critical occupancy locations (68)

Location name	Type	Location	Jurisdiction	Closest station by drive time
MORE TO LIFE ADULT DAY HEALTH CENTER, LLC	Adult day	1963 E PRATER WAY SPARKS, NV 89434	Sparks	SFD Station 3
ALPHABET ACADEMY	Childcare	4860 VISTA BLVD. SPARKS, NV 89436	Sparks	SFD Station 4
CRUNCH FITNESS SPARKS	Childcare	1315 SCHEELS DR SPARKS, NV 89434	Sparks	SFD Station 3
CSA HEAD START / EARLY HEAD START - SULLIVAN	Childcare	1850 SULLIVAN LANE SPARKS, NV 89431	Sparks	SFD Station 1
EARLY LEARNING CENTER 2	Childcare	605 S. 21ST STREET, BLDG. 605 SPARKS, NV 89431	Sparks	SFD Station 1
EARLY LEARNING CENTER 6	Childcare	1200 EL RANCHO DRIVE SPARKS, NV 89431	Sparks	SFD Station 1
EXCEL CHRISTIAN SCHOOL	Childcare	3001 ROCKWOOD DRIVE SPARKS, NV 89434	Sparks	SFD Station 2
HEAD START AGNES RISLEY	Childcare	1960 SULLIVAN LANE SPARKS, NV 89431	Sparks	SFD Station 1
IMAGINATION STATION LEARNING CENTER	Childcare	1410 IRATCABAL CIRCLE SPARKS, NV 89436	Sparks	SFD Station 4
ITSY BITSY LEARNING CENTER LLC	Childcare	1880 PRATER WAY SPARKS, NV 89431	Sparks	SFD Station 1
KINDERCARE LEARNING CENTER 1073	Childcare	1285 NORTH MCCARRAN BOULEVARD SPARKS, NV 89431	Sparks	SFD Station 2
LITTLE FEATHERS LEARNING CENTER	Childcare	2055 EAST PRATER WAY SPARKS, NV 89434	Sparks	SFD Station 3
LITTLE FRIENDS CHILDCARE CENTER	Childcare	591 LOS ALTOS PARKWAY SPARKS, NV 89436	Sparks	SFD Station 4
MAGIC TREEHOUSE	Childcare	606 6TH STREET SPARKS, NV 89431	Sparks	SFD Station 1

Location name	Type	Location	Jurisdiction	Closest station by drive time
PEBBLES-THE ROCK CHRISTIAN PRESCHOOL	Childcare	4950 VISTA BOULEVARD SPARKS, NV 89436	Sparks	SFD Station 4
PLA BEAUTY CHILD CARE FACILITY	Childcare	350 SALOMON CIRCLE SPARKS, NV 89434	Sparks	SFD Station 3
PURPLE DOOR PRESCHOOL LLC - D'ANDREA	Childcare	1955 BARING BOULEVARD SPARKS, NV 89434	Sparks	SFD Station 2
SIERRA NEVADA CORP	Childcare	444 SALOMON CIRCLE SPARKS, NV 89434	Sparks	SFD Station 3
SMALL WONDERS - ALF SORENSEN	Childcare	1400 BARING BLVD SPARKS, NV 89434	Sparks	SFD Station 2
SMALL WONDERS LDJ	Childcare	1200 12TH STREET SPARKS, NV 89431	Sparks	SFD Station 1
SONSHINE GARDENS DAYCARE AND PRESCHOOL	Childcare	1125 STANFORD WAY SPARKS, NV 89431	Sparks	SFD Station 2
SPANISH SPRINGS KINDERCARE	Childcare	7989 TIERRA DEL SOL PKWY SPARKS, NV 89436	Sparks	TMFPD Station 46 *
THE EARLY YEARS ACADEMY	Childcare	822 E STREET SPARKS, NV 89431	Sparks	SFD Station 1
THE GODDARD SCHOOL - LOS ALTOS	Childcare	751 LOS ALTOS PARKWAY SPARKS, NV 89436	Sparks	SFD Station 4
THE TREASURE CHEST LEARNING CENTER	Childcare	890 ROBERTA LANE SPARKS, NV 89431	Sparks	SFD Station 2
Northern Nevada Medical Ctr	Medical Center	39.54107, -119.69724 (latitude, longitude)	Sparks	SFD Station 3
ARBORS MEMORY CARE	Residential group care	2121 EAST PRATER WAY SPARKS, NV 89434	Sparks	SFD Station 3
ARTESIAN GARDENS SENIOR CARE II, LLC	Residential group care	1550 FIRMAN CT SPARKS, NV 89434	Sparks	SFD Station 2
BROOKDALE VISTA	Residential group care	2000 E PRATER WAY SPARKS, NV 89434	Sparks	SFD Station 3

Location name	Type	Location	Jurisdiction	Closest station by drive time
CASA ROMANA II	Residential group care	1436 HEAVEN DRIVE SPARKS, NV 89436	Sparks	SFD Station 4
FAITH & HOPE HOME CARE LLC	Residential group care	973 LEPORI WAY SPARKS, NV 89431-1165	Sparks	SFD Station 2
GOLDEN HEART GROUP HOME CARE I	Residential group care	3413 ALPAND LANE SPARKS, NV 89434	Sparks	SFD Station 4
HOLY FAMILY HOME CARE	Residential group care	3235 DELNA DRIVE SPARKS, NV 89431	Sparks	SFD Station 2
KILEY RANCH SENIOR LIVING	Residential group care	6300 DAVID ALLEN PARKWAY SPARKS, NV 89436	Sparks	SFD Station 6
MORNINGSTAR OF SPARKS	Residential group care	2360 WINGFIELD HILLS DR SPARKS, NV 89436	Sparks	SFD Station 6
PLEASANT CARE GROUP HOME	Residential group care	639 K STREET SPARKS, NV 89431	Sparks	SFD Station 1
PLEASANT CARE GROUP HOME II	Residential group care	3238 JAMESTOWN COURT SPARKS, NV 89431	Sparks	SFD Station 2
SHELTERING ARMS CARE HOME	Residential group care	1255 LOMA VERDE CT., SPARKS, NV 89436	Sparks	SFD Station 4
SHELTERING ARMS CARE HOMES II	Residential group care	1060 RAIN WATER CT. SPARKS, NV 89436	Sparks	SFD Station 4
SOFIA'S HOME	Residential group care	2612 WABASH CIRCLE SPARKS, NV 89434	Sparks	SFD Station 3
SUMMIT GROUP HOME	Residential group care	1620 BYRD DR SPARKS, NV 89431	Sparks	SFD Station 2
VISTA ADULT CARE	Residential group care	1079 RICCO DRIVE SPARKS, NV 89434	Sparks	SFD Station 3
WATERFIELD SENIOR LIVING	Residential group care	3056 WATERFIELD DRIVE SPARKS, NV 89434	Sparks	SFD Station 2

Location name	Type	Location	Jurisdiction	Closest station by drive time
Alpine Academy	School	39.54092, -119.71937 (latitude, longitude)	Sparks	SFD Station 3
Bohach Elementary School	School	39.61001, -119.72449 (latitude, longitude)	Sparks	SFD Station 6
Bud Beasley Elementary School	School	39.58051, -119.70677 (latitude, longitude)	Sparks	SFD Station 4
Diedrichsen Elementary School	School	39.55206, -119.71111 (latitude, longitude)	Sparks	SFD Station 2
Dilworth Middle School	School	39.54091, -119.74557 (latitude, longitude)	Sparks	SFD Station 1
Drake Elementary School	School	39.55536, -119.74854 (latitude, longitude)	Sparks	SFD Station 2
Greenbrae Elementary School	School	39.54850, -119.74796 (latitude, longitude)	Sparks	SFD Station 2
Holy Cross Catholic Church	School	39.59444, -119.71334 (latitude, longitude)	Sparks	SFD Station 4
Immaculate Conception Catholic Church	School	39.55720, -119.75599 (latitude, longitude)	Sparks	SFD Station 2
Jerry Whitehead Elementary School	School	39.56458, -119.71088 (latitude, longitude)	Sparks	SFD Station 2
Lena Juniper Elementary School	School	39.56138, -119.74504 (latitude, longitude)	Sparks	SFD Station 2
Marvin Moss Elementary School	School	39.55040, -119.69715 (latitude, longitude)	Sparks	SFD Station 2
Mitchell Elementary School	School	39.53934, -119.75879 (latitude, longitude)	Sparks	SFD Station 1
Procter R Hug High School	School	39.56439, -119.76718 (latitude, longitude)	Sparks	RFD Station 2 *
Risley Elementary School	School	39.55055, -119.77029 (latitude, longitude)	Sparks	SFD Station 1

Location name	Type	Location	Jurisdiction	Closest station by drive time
Sky Ranch Middle School	School	39.60971, -119.72227 (latitude, longitude)	Sparks	SFD Station 6
Sparks High School	School	39.54094, -119.76170 (latitude, longitude)	Sparks	SFD Station 1
Van Gorder Elementary School	School	39.62516, -119.68175 (latitude, longitude)	Sparks	SFD Station 5
Brookdale Sparks	Senior Living	39.54241, -119.70792 (latitude, longitude)	Sparks	SFD Station 3
Grace Senior Apartments | Affordable Senior Apartments	Senior Living	39.54427, -119.76276 (latitude, longitude)	Sparks	SFD Station 1
Lincoln Way Senior Apartment Living	Senior Living	39.53902, -119.74747 (latitude, longitude)	Sparks	SFD Station 1
Sierra Crest Senior Living	Senior Living	39.54011, -119.75206 (latitude, longitude)	Sparks	SFD Station 1
HEARTHSTONE HEALTH AND REHABILITATION	Skilled nursing	1950 BARING BOULEVARD SPARKS, NV 89434-6735	Sparks	SFD Station 2
NORTHERN NEVADA STATE VETERANS HOME	Skilled nursing	36 BATTLE BORN WY SPARKS, NV 89431	Sparks	SFD Station 1
WINGFIELD SKILLED NURSING AND REHABILITATION CENTE	Skilled nursing	2350 WINGFIELD HILLS ROAD SPARKS, NV 89436	Sparks	SFD Station 6

* Closest modeled station belongs to another jurisdiction.

Table 3. TMFPD critical occupancy locations (58)

Location name	Type	Location	Jurisdiction	Closest station by drive time
ALPHA 1 G LLC - ABC HALO' CHILDCARE CENTER	Childcare	4845 SUN VALLEY BOULEVARD SUN VALLEY, NV 89433	TMFPD	RFD Station 2 *
CAUGHLIN CLUB KIDZ	Childcare	4102 CAUGHLIN PARKWAY RENO, NV 89519	TMFPD	RFD Station 5 *
COLD SPRINGS CHILDCARE CENTER	Childcare	17495 EGRET LANE RENO, NV 89508	TMFPD	TMFPD Station 42
DISCOVERIES PRESCHOOL GPJ	Childcare	253 EGYPTIAN DRIVE SPARKS, NV 89441	TMFPD	TMFPD Station 46
DREAM BIG DAY CARE AND LEARNING CENTER, LLC	Childcare	5880 KLONDIKE DRIVE SUN VALLEY, NV 89433	TMFPD	TMFPD Station 45
JUST KIDDING LEARNING CENTER	Childcare	260 EAGLE CANYON DR SPARKS, NV 89441	TMFPD	TMFPD Station 46
LISA HALL DBA BIG STEPS LITTLE FEET PRESCHOOL	Childcare	5330 FENNO WAY RENO, NV 89519	TMFPD	TMFPD Station 40
LITTLE U PRESCHOOL	Childcare	1580 GEIGER GRADE RENO, NV 89521	TMFPD	RFD Station 12 *
LULLABY LEARNING CENTER	Childcare	18705 VILLAGE CENTER DRIVE, SUITE 103 RENO, NV 89508	TMFPD	TMFPD Station 42
LULLABY LEARNING CENTER 2	Childcare	100 DELI STREET RENO, NV 89506	TMFPD	TMFPD Station 44
RENO CHRISTIAN FELLOWSHIP PRESCHOOL	Childcare	1700 WEST ZOLEZZI LANE RENO, NV 89511	TMFPD	TMFPD Station 36
ROOTS AND WINGS CHRISTIAN PRESCHOOL	Childcare	6255 PYRAMID WAY SPARKS, NV 89436	TMFPD	SFD Station 4 *
SOUTH RENO UNITED METHODIST CHURCH PRESCHOOL	Childcare	200 DE SPAIN LANE RENO, NV 89511	TMFPD	TMFPD Station 36

Location name	Type	Location	Jurisdiction	Closest station by drive time
SUMMIT RIDGE CHRISTIAN SCHOOL	Childcare	7075 PYRAMID HIGHWAY SPARKS, NV 89436	TMFPD	SFD Station 6 *
THE BARNYARD PRESCHOOL LLC	Childcare	60 FIRESTONE COURT SPARKS, NV 89441	TMFPD	TMFPD Station 46
A SUMMERDALE HOMES @ RIATA LLC	Residential group care	14315 RIATA CIRCLE RENO, NV 89521	TMFPD	RFD Station 12 *
ADULT CARE AT PAH RAH	Residential group care	7300 PAH RAH DR SPARKS, NV 89436	TMFPD	SFD Station 4 *
ARTESIAN GARDENS	Residential group care	75 MULE DEER DRIVE RENO, NV 89523	TMFPD	TMFPD Station 40
CASCADES OF THE SIERRA	Residential group care	275 NEIGHBORHOOD WAY SPARKS, NV 89441	TMFPD	TMFPD Station 46
CORINTHIAN PLACE SOUTH LLC	Residential group care	5855 LONE HORSE DR RENO, NV 89502	TMFPD	TMFPD Station 37
ELEVATED HOME CARE II	Residential group care	881 W GOLDEN VALLEY RENO, NV 89506	TMFPD	RFD Station 10 *
GOLDEN VALLEY GROUP CARE	Residential group care	2690 MARGARET DRIVE RENO, NV 89506	TMFPD	TMFPD Station 44
GOLDEN YEARS CASTLE 2	Residential group care	5175 SLEEPY HOLLOW DR RENO, NV 89502	TMFPD	TMFPD Station 37
HOPE VALLEY CARE	Residential group care	2307 HICKORY DRIVE SPARKS, NV 89441	TMFPD	TMFPD Station 46
LOLA'S LEGACY	Residential group care	8115 MOHAWK LANE RENO, NV 89506-9126	TMFPD	TMFPD Station 44
SOUTH MEADOWS RESIDENTIAL CARE HOME	Residential group care	13495 STONEY BROOK DR RENO, NV 89511	TMFPD	TMFPD Station 33
VALLEY OF GOLDEN AGES	Residential group care	2680 MARGARET DR. RENO, NV 89506	TMFPD	TMFPD Station 44
Alyce Taylor Elementary School	School	39.65301, -119.71029 (latitude, longitude)	TMFPD	TMFPD Station 46

Location name	Type	Location	Jurisdiction	Closest station by drive time
Bishop Manogue Catholic High School	School	39.42393, -119.76458 (latitude, longitude)	TMFPD	TMFPD Station 33
Brown Elementary School	School	39.40285, -119.72575 (latitude, longitude)	TMFPD	RFD Station 12 *
Cold Springs Middle School	School	39.69248, -119.96214 (latitude, longitude)	TMFPD	TMFPD Station 42
Desert Skies Middle School	School	39.62255, -119.76455 (latitude, longitude)	TMFPD	TMFPD Station 45
Doral Academy of Northern Nevada (DANN)	School	39.39046, -119.77937 (latitude, longitude)	TMFPD	TMFPD Station 36
Esther Bennett Elementary School	School	39.60769, -119.78394 (latitude, longitude)	TMFPD	TMFPD Station 45
Foothills Church Academy	School	39.39207, -119.72030 (latitude, longitude)	TMFPD	RFD Station 12 *
Galena High School	School	39.38788, -119.77684 (latitude, longitude)	TMFPD	TMFPD Station 36
Hidden Valley Elementary School	School	39.49995, -119.71636 (latitude, longitude)	TMFPD	TMFPD Station 37
Hunsberger Elementary School	School	39.40643, -119.80088 (latitude, longitude)	TMFPD	TMFPD Station 36
Lemmon Valley Elementary School	School	39.64578, -119.83776 (latitude, longitude)	TMFPD	TMFPD Station 44
Lenz Elementary School	School	39.42760, -119.77557 (latitude, longitude)	TMFPD	TMFPD Station 33
Lois Allen Elementary School	School	39.57958, -119.78586 (latitude, longitude)	TMFPD	TMFPD Station 45
Marce Herz Middle School	School	39.40597, -119.79407 (latitude, longitude)	TMFPD	TMFPD Station 36
Marvin Picollo Elementary School	School	39.43181, -119.77455 (latitude, longitude)	TMFPD	TMFPD Station 33

Location name	Type	Location	Jurisdiction	Closest station by drive time
Michael Inskeep Elementary School PTO	School	39.69508, -119.97274 (latitude, longitude)	TMFPD	TMFPD Station 42
Mountain View Montessori School	School	39.41893, -119.76439 (latitude, longitude)	TMFPD	RFD Station 12 *
Nancy Gomes Elementary School	School	39.68010, -119.96783 (latitude, longitude)	TMFPD	TMFPD Station 42
North Valleys High School	School	39.60634, -119.82310 (latitude, longitude)	TMFPD	RFD Station 10 *
Palmer Elementary School	School	39.60641, -119.76031 (latitude, longitude)	TMFPD	TMFPD Station 45
Pinecrest Academy of Northern Nevada	School	39.66771, -119.71422 (latitude, longitude)	TMFPD	TMFPD Station 46
Pleasant Valley Elementary School	School	39.35106, -119.78107 (latitude, longitude)	TMFPD	TMFPD Station 32
Sage Ridge School	School	39.40890, -119.79942 (latitude, longitude)	TMFPD	TMFPD Station 36
Spanish Springs Elementary School	School	39.64402, -119.69319 (latitude, longitude)	TMFPD	TMFPD Station 46
Spanish Springs High School	School	39.65011, -119.72964 (latitude, longitude)	TMFPD	TMFPD Station 46
Sun Valley Elementary School	School	39.59159, -119.77554 (latitude, longitude)	TMFPD	TMFPD Station 45
Verdi Elementary School	School	39.52039, -119.98978 (latitude, longitude)	TMFPD	TMFPD Station 40
Yvonne Shaw Middle School	School	39.64785, -119.72339 (latitude, longitude)	TMFPD	TMFPD Station 46
Vintage at Spanish Springs	Senior Living	39.64292, -119.71837 (latitude, longitude)	TMFPD	TMFPD Station 46
NEURORESTORATIVE	Skilled nursing	3980 LAKE PLACID DRIVE SUITE 2 RENO, NV 89511	TMFPD	TMFPD Station 36

* Closest modeled station belongs to another jurisdiction.

Annex O: Comparative Wildfire Mitigation Recognition Frameworks and Nevada Policy Options

O.1 Purpose and Scope

This annex supports Sections 21.9.3 through 21.9.6 by summarizing selected state approaches for connecting verified wildfire mitigation with insurance decisions and by identifying potential policy options for Nevada. It preserves the detailed legal and policy comparison outside the main chapter so that Chapter 21 can focus on the findings relevant to Washoe County fire-service governance.

The approaches summarized here do not constitute existing Nevada requirements unless expressly identified as such. They are comparative policy models and do not establish that mitigation, community recognition, or improved fire protection will produce a particular underwriting, eligibility, renewal, or premium result.

O.2 Comparison of State Approaches

Table O-1. Comparison of Selected State Wildfire Mitigation Recognition Approaches

State and approach	Qualifying mitigation	Insurer obligation	Consumer process	Principal limitation
Nevada - voluntary incentive filings	Specified structure-hardening and immediate-surroundings measures; Firewise USA; Fire Adapted Community; Ready, Set, Go!; and other recognized governmental programs.	An insurer may file discounts or other incentives through an expedited approval process.	Treatment depends on the insurer's approved filing and general Nevada notice and complaint requirements.	Participation and recognition are voluntary; no uniform mitigation-specific reconsideration or appeal procedure applies.
California - mandatory rating-plan recognition	Applicable Firewise USA Sites in Good Standing, state-listed Fire Risk Reduction Communities, and specified defensible-space and building-hardening measures.	When an insurer uses a rating plan that differentiates or surcharges premium based on wildfire risk, the plan and rate offered must reflect applicable required mitigation factors.	The insurer provides information concerning the wildfire score or classification, contributing property features, mitigation measures and applicable premium effects; consumers may seek rescoring and appeal.	The regulation does not require use of a wildfire-risk model or prescribe one uniform discount percentage.
Colorado - model incorporation or alternative discount	Verified property-level hardening and defensible-space measures and qualifying community-level mitigation or certifications.	Covered insurers using wildfire-risk or catastrophe models must incorporate qualifying mitigation into applicable models or underwriting/pricing, or provide qualifying	Applicable classifications, contributing factors, mitigation effects, rescoring and appeal processes are addressed.	The requirements do not establish the same discount or underwriting result for every insurer.

State and approach	Qualifying mitigation	Insurer obligation	Consumer process	Principal limitation
		adjustments where required.		
Oregon - mandatory consideration and disclosure	Property-level and community-level wildfire mitigation, including qualifying community-recognition programs.	Homeowners insurers must address mitigation in underwriting guidelines and rate plans and disclose relevant treatment in specified wildfire-related adverse actions.	Notices identify relevant characteristics, potentially useful mitigation and, where applicable, available premium adjustments.	Consideration of mitigation does not require a uniform discount or require mitigation to reverse an adverse decision.
New Mexico - public verification and certification	Wildfire Prepared Home requirements, including immediate-zone, defensible-space, ember-resistance and other building-hardening measures.	No uniform insurer-recognition requirement was identified; public officials support assessment and standardized certification.	Trained personnel inspect qualifying properties and issue standardized evidence that may be submitted to insurers.	Certification establishes completed mitigation but does not guarantee coverage, renewal, eligibility or a premium reduction.

O.2.1 California

California Code of Regulations, title 10, section 2644.9, applies when an insurer uses a rating plan that segments, differentiates, or surcharges premium based on wildfire risk. Applicable Firewise USA Sites in Good Standing, designated Fire Risk Reduction Communities, and specified property-level mitigation measures must be reflected in the wildfire-sensitive rating plan and resulting rate.

California does not require every insurer to use a wildfire-risk model. Where wildfire risk is used in the rating plan, however, applicable mandatory mitigation factors cannot be omitted. The framework also provides consumers with information concerning relevant wildfire classifications and property characteristics, available mitigation, premium effects, rescoring following mitigation, and an appeal process.

The California approach therefore links specified verified mitigation directly to applicable rating treatment while preserving insurer-specific actuarial methods.

O.2.2 Colorado

Colorado House Bill 25-1182 establishes requirements for specified residential-property policies under which verified property- and community-level wildfire mitigation must be incorporated into applicable wildfire-risk, catastrophe, or scoring models or otherwise reflected in underwriting and pricing. Where qualifying measures are not incorporated into the applicable model, the framework provides for qualifying mitigation adjustments.

The law also provides for disclosure of available adjustments, applicable risk classifications and important contributing factors, rescoring following qualifying mitigation, and an appeal process. Proprietary models provided to the regulator remain protected.

Colorado's approach does not prescribe one wildfire model or identical premium adjustment for every insurer. It instead requires qualifying mitigation to have a defined place in the applicable underwriting or pricing process.

O.2.3 Oregon

Oregon Senate Bill 82 requires homeowners insurers to make public whether and how wildfire-risk mitigation may affect underwriting and rates and to reflect mitigation treatment in underwriting guidelines and rate plans. Its definition of wildfire mitigation includes both property-level and community-level actions.

For specified wildfire-related cancellations, nonrenewals, or premium increases, insurers must provide information concerning relevant property characteristics, potentially useful mitigation, and the potential effect of mitigation on applicable wildfire-risk scores or classifications. Where applicable, premium-increase notices identify available mitigation adjustments.

Oregon also distinguishes public wildfire planning information from insurer risk information. The framework reinforces the principle relevant to this Study that maps prepared for planning, mitigation, WUI administration, evacuation, or public investment should not automatically be treated as parcel-level insurance classifications.

Subsequent Oregon work has continued to examine verified mitigation standards, insurer treatment, data collection, grant support, and potential incentives. These broader policy activities remain separate from the Washoe County regionalization decision.

O.2.4 New Mexico

New Mexico has supported implementation of the IBHS Wildfire Prepared Home program through involvement of insurance and fire-safety officials in property assessment and verification. The resulting certification provides standardized evidence of specified mitigation conditions that can be submitted to an insurer.

The New Mexico approach is principally an evidence-and-verification model. The public evidence reviewed for this Report does not establish that every insurer must recognize the certification, alter an underwriting classification, issue or renew coverage, or provide a specified discount.

The approach is relevant to Nevada because it demonstrates how public entities can improve the consistency and credibility of mitigation evidence without certifying a particular insurance outcome.

O.3 Comparative Implications

The approaches noted above illustrate four different ways in which public policy can connect wildfire mitigation and insurance:

1. **Mandatory rating recognition**, as illustrated by California.
2. **Model incorporation or an alternative adjustment**, as illustrated by Colorado.
3. **Required consideration and disclosure**, as illustrated by Oregon.
4. **Standardized public verification without a mandated insurer outcome**, as illustrated by New Mexico.

None of these approaches eliminates insurer-specific actuarial analysis, catastrophe exposure, reinsurance conditions, portfolio-capacity considerations, or underwriting judgment. They are presented here as a range of options available for improving how verified mitigation is received, evaluated, explained, or reflected in insurance decisions.

O.4 Detailed Nevada Policy Options

Table O-2. Nevada Wildfire Mitigation Recognition Policy Options

Policy option	Purpose and principal requirements	Potential pathway
Publish current mitigation treatment	Identify insurers with approved property- or community-level incentives, applicable policies, qualifying measures, verification requirements, geographic limitations, and whether the treatment affects premium, underwriting, or both.	DOI publication based on approved filings and insurer confirmation.
Standardize mitigation evidence	Establish common fields for structure hardening, defensible-space, community recognition, fuels work, inspection, completion date, maintenance, geographic applicability, and certifying authority.	DOI and State Forester guidance, potentially followed by a Washoe-area or statewide pilot.
Require public insurer disclosures	Require insurers to state whether and how verified property and community mitigation may affect underwriting, eligibility, classification, premium, deductible, or other terms.	Regulation if supported by existing authority or targeted legislation if a new duty is required.
Establish reconsideration and correction rights	Allow an applicant or policyholder to submit qualifying evidence, correct inaccurate property information, request rescoring or reconsideration, and receive a timely response.	Targeted legislation or rulemaking.
Require mitigation consideration	Require insurers using wildfire risk in residential underwriting or rating to accept qualifying evidence and document how it was considered.	Targeted legislation supported by implementing regulations.
Require model incorporation or an alternative adjustment	Require qualifying mitigation to be incorporated into applicable underwriting or rating methods or provide an actuarially supported alternative adjustment where it is not incorporated.	Legislation defining covered policies, qualifying measures, actuarial standards, exceptions, enforcement, and rulemaking.
Protect appropriate use of public maps	Prevent a planning or hazard map from becoming a determinative parcel-level insurance classification without appropriate validation, property-level review, and correction procedures.	Legislation, regulation, or formal DOI guidance.
Fund mitigation and verification	Support inspections, home hardening, defensible-space, certification, contractor access, maintenance, and community-scale treatment.	State appropriations, grants, federal funding, and local cost sharing.

Policy option	Purpose and principal requirements	Potential pathway
Require outcome reporting	Measure insurer participation, recognized measures, submissions, reconsideration outcomes, premium adjustments, adverse actions, geographic reach, and credible loss experience.	Updated data calls initially and recurring statutory reporting if warranted.

The first several options emphasize evidence, information, and process rather than prescribing a particular premium result. More substantive requirements - particularly mandatory mitigation consideration or model incorporation - would require additional legal, actuarial, administrative, and market-capacity analysis.

O.5 Design Principles and Safeguards

Physical risk reduction and insurance treatment. Verification demonstrates that specified work or conditions exist. It does not establish the exact amount of loss reduction or guarantee a particular underwriting or premium result. Mitigation remains justified by physical risk reduction even where no immediate insurance adjustment results.

Model neutrality and actuarial support. Public standards can identify evidence insurers must receive or consider without requiring every insurer to use the same catastrophe model, wildfire score, factor weighting, or discount percentage. Applicable rating requirements remain subject to actuarial standards.

Verification and maintenance. Evidence should identify the applicable property or community, measures completed, verification date, responsible verifier, geographic applicability, and any continuing maintenance requirements. Procedures should allow correction of inaccurate or outdated information.

Appropriate use of public maps. Wildfire, WUI, evacuation, service-access, and social-vulnerability maps serve different public purposes and operate at different geographic scales. No public planning map should automatically be treated as a parcel-level insurance classification without validation for that purpose.

Consumer explanation and reconsideration. Consumers benefit from sufficient information to understand important wildfire-related factors, the mitigation evidence that can be submitted, and available correction, reconsideration, or complaint procedures without requiring disclosure of protected proprietary models.

Confidentiality and public accountability. Personal information, insurer trade secrets, security-sensitive data, and protected model information require appropriate safeguards. Those protections need not prevent aggregate reporting concerning insurer participation, procedural outcomes, recognized measures, and market trends.

Equitable access. Inspection costs, contractor availability, technology, language, disability, tenure, financing, and maintenance requirements can limit participation. Mitigation-recognition systems should therefore account for access barriers while retaining objective verification standards.

Market stability. Implementation periods should allow for insurer filings, regulatory action, system changes, verifier training, consumer communication, and baseline measurement. Mitigation recognition can improve risk differentiation but cannot independently offset catastrophe exposure, rebuilding costs, reinsurance conditions, or insurer concentration.

O.6 Potential Legislative and Regulatory Pathway

A staged Nevada approach could begin with actions that improve information and evidence without dictating insurer pricing: publication of current insurer treatment, standardized evidence, better correction and reconsideration procedures, and outcome reporting.

A subsequent stage could establish more uniform procedural obligations if voluntary practices remain inconsistent. Potential requirements could address submission of verified mitigation evidence, correction of inaccurate property information, disclosure of principal wildfire-related factors, reconsideration or rescoring, written responses, and access to the DOI complaint process.

More substantive mitigation-recognition requirements could be evaluated separately if those measures do not produce sufficiently consistent treatment. California, Colorado, and Oregon illustrate different approaches ranging from mandatory rating recognition to model incorporation and required consideration/disclosure. Any Nevada legislation would require definition of covered policies, qualifying evidence, required insurer response, actuarial standards, exceptions, confidentiality protections, enforcement authority, implementation timing, and administrative resources.

Implementation would also require baseline and recurring measurement of actual insurance outcomes. Measures could include insurer participation, verified mitigation completed, evidence submitted, classifications or scores revised, premium adjustments, eligibility or renewal decisions changed, adverse-action trends, quote success, market capacity, and credible changes in loss experience over time.

These statewide policy options remain independent of Washoe County fire-service regionalization. Their inclusion in this annex provides policy context and preserves the underlying research without treating statewide insurance reform as a consequence or benefit of consolidation.

Annex P: Regional Operational Readiness Assessment

The following matrix summarizes readiness across the principal regional operating domains examined in Chapter 22, informed by the Operations Chiefs interviews conducted April 23-30, 2026.

Table P-1. Regional Operational Readiness Assessment

Domain	RFD	SFD	TMFPD	Key Barrier / Note
SOG / Policy Framework	~ Partial	✓ Ready	~ Partial	Regional committee active; policy hierarchy needed
Dispatch / CAD	✗ Gap	✗ Gap	~ Partial	Hexagon deployment pending; phone-based coordination creates delays
Radio Interoperability	✓ Ready	✓ Ready	✓ Ready	All 800 MHz Harris L3; channel naming conventions standardizing
Training Records	✓ Ready	✓ Ready	I✓ Ready	All on Vector/Target; uniform but not yet shared or configured jointly
Joint Training Activity	~ Partial	~ Partial	~ Partial	HAZMAT excellent; no WET/Tech Rescue equivalent; others ad hoc
Staffing Alignment	✓ Ready	✗ Gap	✗ Gap	4-person vs. 3-person; financial not labor barrier; aerials/trucks first
Labor Relations	✓ Ready	✓ Ready	✓ Ready	IAFF Local 731 (RFD/SFD) and IAFF Local 2487 (TMFPD); no adversarial barriers
Response Benchmarks	~ Partial	~ Partial	~ Partial	TMFPD at 85th pct; RFD/SFD at 90th; prevents credible regional SOC
Policy Lifecycle / Governance	~ Partial	~ Partial	~ Partial	No unified hierarchy; legacy documents not reconciled
Institutional Trust	~ Partial	✓ Ready	~ Partial	Tension improving; joint training will organically strengthen cohesion

Legend: ✓ **Ready** = Alignment achieved ~ Partial = Partial alignment; gaps identified ✗ **Gap** = Material gap requiring targeted action

Annex Q: Critical-Domain Policy Crosswalk

The following crosswalk maps interoperability-critical policy domains against available agency documentation.

Table Q-1. Interoperability-Critical Policy Crosswalk

Domain	Regional Anchor	RFD	SFD	TMFPD	Key Flag
Incident Command	✓ EXECUTED (Nov 2025)	Regional IC SOG	SOP 2.09 Firegroun d	OG502.1 Regional IC SOG	OK - needs lifecycle governance
Terminology	✓ EXECUTED (Nov 2025)	Regional Terminolo gy SOG	SOP 2.09 benchmar ks	Regional Terminolo gy SOG	Inconsistency risk without training
Accountability	✓ EXECUTED (Nov 2025)	Regional SOG + local SOG	Reference d in ops materials	Regional Accounta bility SOG	Redundancy drift without hierarchy
Mayday / Emergency Traffic	IN DEVELOPMENT	P&P 103.60 → Policy 103.36	SOP 2.10 Emergenc y Radio	P512.4 Mayday & Emergenc y Traffic	Priority: standardize before Hexagon
RIT / RIC/RIT	IN DEVELOPMENT	P&P 103.38 / 103.37 RIT	SOP 2.11 Rapid Interventi on	OG507.2 Rapid Interventi on Team	Lifecycle drift risk; SOG priority
Communications	MISSING - regional	P&P 103.60 Radio Comms (2024)	SOP 5.01 Radio Comms (2020)	Multiple radio/talk group policies	Uneven maturity; lifecycle drift, Naming conventions nearly complete
Automatic / Mutual Aid	MISSING - modern regional	EO 216.00 (1987) - LEGACY	SOP 2.01 via brochure reference	P1003.0 Auto & Mutual Aid	Legacy/brochure dependency - high risk
Wildland Operations	IN DEVELOPMENT	No wildland SOG - GAP	Limited SOG	Strong wildland SOG	RFD gap relative to regional risk
High-Rise Operations	IN DEVELOPMENT	Strong; dedicated truck SOG	Moderate capability	No SOG; no experienc e	TMFPD gap; regional SOG needed

Annex R: TMFPD Volunteer Fire Program Assessment

This annex documents the current status, operational capabilities, costs, risks, and recommendations associated with the Truckee Meadows Fire Protection District volunteer fire program. It supports the workforce and service delivery findings in Chapters 22 and 28.

R.1 Program Overview

TMFPD's volunteer program is a volunteers-only non-career program providing coverage across rural and wildland areas of the district where career-only staffing would be economically impractical. The program currently comprises 41 volunteers, of whom 28 are fully operational and 13 hold grandfathered support roles. All operational volunteers are qualified to a minimum of Wildland FFT2; a number hold FFT1 (Squad Boss) and ENOP (apparatus operator) credentials. Volunteers are notified through a mobile notification and response application (FirstDue) and respond to their assigned station, with deployment requiring at minimum one qualified driver and one additional person.

Beyond its operational role, the program functions as a training ground and career entry pathway for future professional firefighters - generating a homegrown workforce pipeline that benefits both TMFPD and partner agencies. TMFPD also provides administrative oversight for independent community volunteer programs in Gerlach, Rancho Haven, and Palomino Valley, where volunteers represent the only on-site emergency presence in their communities.

R.2 Station Deployment and Capabilities

Active volunteer stations and their operational scope:

Volunteer deployment is concentrated in wildland fire response, water tender shuttle operations, and hazardous weather coverage. High-activation events - red flag days, lightning, snow, flooding, and the annual Reno Balloon Race wildfire standby - occur approximately 6 to 12 times per year and represent the program's highest-value operational contribution. EMS response is limited to Stations 240, 450, and 242, where volunteers operate at BLS level consistent with individual certifications.

- Gerlach (Station 242): Wildland, accidents, and ESF. Located approximately 2.5 hours north of Reno. Royal Ambulance is contracted for EMS services in this community. Consistently reliable.
- Palomino Valley (Station 450): Wildland, ESF, and EMS up to BLS. Among the most reliable stations.
- Red Rock (Station 240): Wildland, ESF (exterior structural support), and EMS up to BLS.
- Silver Lake (Station 430): Wildland operations only. Among the most operationally reliable stations in the program.
- South Valley (Stations 300, 320): Wildland operations only.

R.3 Training and Qualifications

All prospective operational volunteers must complete the following prior to deployment: NFPA 1582 medical physical; background check; wildland fire courses S-130, S-190, L-180, and NWCG S-110; CPR/BLS or EMT certification; and ICS credentialing (Courses 100, 200, 700, and 800). All required training is provided at no cost to the volunteer. Apparatus operators complete ENOP (Engine Operator) qualification. Ongoing participation is supported through regular station drills and joint pre-season wildland training with career staff.

Onboarding note: The qualification process takes several months from initial onboarding to full deployment readiness. Regional planning should account for this lead time when projecting volunteer capacity.

R.4 Program Cost and Return on Investment

The volunteer program operates at an annual cost of approximately $226,000, inclusive of coordinator salary, annual physicals, PPE, equipment, station operating costs, and workers' compensation. This figure is expected to rise to $260,000–$300,000 annually as the full-time coordinator position transitions from SAFER grant funding to the permanent operating budget. Career staffing providing equivalent coverage across these rural and outlying areas would cost many times the current program budget. Sustaining and growing the volunteer program represents one of the highest-value resource investments available to the regional fire-service system.

R.5 Regional Consolidation - Opportunity and Risk

Regional consolidation presents a genuine opportunity to strengthen and expand the volunteer program. A consolidated Washoe Metropolitan Fire Authority would encompass a significantly larger population base than TMFPD draws from independently, creating a broader volunteer recruitment pool and the potential to grow the deployable roster. At the same time, there is a real risk that in the complexity of integration the program is deprioritized or subjected to administrative expectations calibrated for career operations. The regional fire-service system must make an affirmative commitment to protect the program's funding, identity, and operational design - volunteers who feel valued and supported will remain engaged; those who sense marginalization will leave.

R.6 Recommendations

The TMFPD volunteer program is a proven, cost-effective, and community-rooted component of the regional fire service. With deliberate investment and thoughtful integration into the regional framework, it has the potential to grow in both capacity and impact - extending service reach into communities the regional fire-service system could not otherwise serve as effectively, while developing the next generation of professional firefighters from within the communities they will serve.

- Initiate cross-agency relationship building between TMFPD volunteer personnel and career staff from Reno Fire and Sparks Fire prior to formal consolidation, so that shared incident coordination begins from a foundation of familiarity and mutual respect.
- Formally integrate community volunteer programs in Gerlach, Rancho Haven, Palomino Valley, (given constraints below) and other rural Washoe County communities under the regional fire-service system with consistent qualification standards and sustainable funding. Considerations/constraints: The Gerlach and Red Rock volunteers operate under “North of Township 25” and are Washoe County, not a part of the TMFPD. Palomino operates largely as a TMFPD program since their area is ½ in and ½ out of TMFPD formal boundaries.
- Develop a regional volunteer recruitment strategy drawing on the expanded population base of the consolidated authority and explicitly marketing the program as a path to professional firefighting and meaningful community service.
- Formalize an annual training calendar aligned with the regional training schedule and SOG rollout, providing structure without imposing burdens incompatible with volunteer availability.
- Establish program tracking goals (not mandates) for station activation rate, training participation, onboarding pipeline, and retention - used as planning and investment tools, not compliance benchmarks.
- Secure permanent budget funding for the volunteer coordinator position within the regional fire-service system's operating budgets, replacing SAFER grant dependency with a stable, protected budget line.

Annex S: Regional Fleet Inventory Summary

This annex summarizes the current agency-submitted fleet inventory, emphasizing Heavy Fire Apparatus deployment, reserve status, and fleet age. Agency classifications and intentional lifecycle-data gaps are preserved; financial implications are addressed in Chapter 30.

Lifecycle guidance should be applied as a planning benchmark rather than a stand-alone retirement trigger. Specialty apparatus may have unique service lives, and final frontline, reserve, or replacement decisions are best informed by qualified mechanics and fire leadership using age, mileage, engine hours, condition, repair frequency, reliability, mission need, and parts supportability.

S.1 Reno Fire Department (RFD) - 133 Fleet Units

Table S-1. Reno Fire Department Heavy Apparatus Inventory

RFD - Heavy Apparatus Inventory	Front-Line	Reserve	Notes / Status	Total
Type 1 Engine / Pumper	17	9	-	26
Aerial / Quint	3	1	-	4
Brush / Wildland	9	0	-	9
Heavy Rescue	1	0	-	1
Heavy Apparatus Total	**30**	**10**	**-**	**40**

RFD reports 133 total fleet units, including 40 Heavy Fire Apparatus. Of the heavy fleet, 30 are frontline/first-out and 10 are reserve; no RFD Heavy units remain in other/OOS status for lifecycle calculations after the confirmed exclusions. Heavy apparatus average 8.7 years; Specialty Apparatus average 4.3 years; Support & Staff Vehicles average 8.4 years; and the overall RFD fleet averages 8.2 years. Ten Heavy and one Specialty unit have populated replacement years earlier than 2026. RFD confirmed the FD411 duplication was corrected; the valid Type 3 Brush/Wildland record remains included and the duplicate ALS/Medic occurrence remains excluded. RFD also confirmed FD118 and FD119 are decommissioned and FD202 is strictly a training-academy vehicle; all three are excluded from replacement-cycle and cost-forecasting calculations. RFD Support & Staff lifecycle inputs were left blank as submitted, so no overdue total is inferred for that category.

S.2 Sparks Fire Department (SFD) - 48 Fleet Units

Table S-2. Sparks Fire Department Heavy Apparatus Inventory

SFD - Heavy Apparatus Inventory	Front-Line	Reserve	Notes / Status	Total
Type 1 Engine / Pumper	5	3	-	8
Aerial / Quint	2	1	-	3
Brush / Wildland	5	0	-	5
Water Tender / Tanker	1	0	-	1
Heavy Apparatus Total	**13**	**4**	**-**	**17**

SFD reports 48 total fleet units, including 17 Heavy Fire Apparatus. Of the heavy fleet, 13 are frontline/first-out and 4 are reserve; no Heavy units are listed Out of Service in the submitted workbook. Heavy apparatus average 8.6 years; Specialty Apparatus average 16.3 years; Support & Staff Vehicles average 7.7 years; and the overall SFD fleet averages 9.1 years. Three Heavy and three Specialty units have populated replacement years earlier than 2026. SFD Support & Staff lifecycle inputs were left blank as submitted, so no overdue total is inferred for that category.

S.3 Truckee Meadows Fire Protection District (TMFPD) - 162 Fleet Units

Table S-3. Truckee Meadows Fire Protection District Heavy Apparatus Inventory

TMFPD - Heavy Apparatus Inventory	Front-Line	Reserve	Notes / Status	Total
Type 1 Engine / Pumper	10	6	3 Out of Service	19
Aerial / Quint	1	0	-	1
Brush / Wildland	17	6	4 Volunteer Station	27
Water Tender / Tanker	8	1	4 Volunteer Station	13
Heavy Apparatus Total	**36**	**13**	**8 Volunteer Station / 3 OOS**	**60**

TMFPD reports 162 total fleet units, including 60 Heavy Fire Apparatus. Of the heavy fleet, 36 are frontline/first-out, 13 are reserve, 8 are assigned to Volunteer Station status, and 3 are Out of Service. Heavy apparatus average 13.4 years; Specialty Apparatus and Support & Staff Vehicles each average 10.2 years; and the overall TMFPD fleet averages 11.4 years. Twenty-one Heavy units have populated replacement years earlier than 2026. A complete Specialty overdue count is not calculated because 45 of 47 Specialty rows do not contain a submitted estimated replacement year. Twelve Support & Staff units have populated replacement years earlier than 2026. The FD1241/FD1242/FD1243 identifiers reflect the agency-confirmed correction and remain included.

TMFPD fleet reduction plan: 3 new Type 1 engines arriving July 2026 (3 oldest liquidated - net count unchanged); 3 Type III brush units to be liquidated September 2026; and 2 water tenders to be liquidated September 2026.

S.4 Regional Consolidated Summary - 343 Fleet Units

Table S-4. Regional Fleet Summary

Fleet Category / Metric	RFD	SFD	TMFPD	Regional Total	Observation
Heavy Fire Apparatus	40	17	60	117	Primary emergency-response fleet.
Specialty Apparatus	8	6	47	61	Mission-specific assets; lifecycle may be asset-specific.
Support & Staff Vehicles	85	25	55	165	Reported separately from emergency-response apparatus.
TOTAL FLEET UNITS	**133**	**48**	**162**	**343**	**RFD duplicate FD411 excluded; FD118/FD119 decommissioned and FD202 training-only excluded.**
Heavy Apparatus Reserve Status	10	4	13	27	Submitted Reserve status; excludes OOS and TMFPD Volunteer Station units.
Known Heavy + Specialty Overdue	11	6	21	38 known	Based on populated replacement-year fields; TMFPD Specialty coverage is incomplete.
Heavy Apparatus Avg. Age	8.7	8.6	13.4	11.1	Age 0 included as new; unknown ages excluded.
All Fleet Avg. Age	8.2	9.1	11.4	9.8	Weighted unit-level average.

Regionally, 27 Heavy Fire Apparatus are currently designated Reserve: 10 at RFD, 4 at SFD, and 13 at TMFPD. These are agency-submitted status designations and do not, by themselves, establish that any unit is excess. The Study recommendation for a shared reserve fleet should therefore proceed through a standardized readiness and condition assessment, confirmation of operational coverage needs, and agency validation before any unit is reduced, rotated, or reassigned.

Regional Heavy Fire Apparatus average 11.1 years and the full fleet averages 9.8 years. NFPA lifecycle guidance provides a useful benchmark, but continued serviceability should be determined through documented mechanical condition and operational review. A standardized regional condition-rating system would provide the common basis needed to distinguish units that can safely remain frontline, transition to reserve, or require replacement.

Annex T: Apparatus Type and Condition Summary

Agency-submitted condition ratings provide a useful screening view of fleet health, but they are not a substitute for a standardized mechanical condition assessment. The table below summarizes the current Heavy and Specialty Apparatus ratings by apparatus group.

Table T-1. Heavy and Specialty Apparatus Condition Summary

Apparatus Type / Group	Units	Good / Excellent	Fair	Poor / Critical	Avg. Rating
Type 1/2 Engines / Pumpers	53	38	15	0	4.0
Brush / Wildland Apparatus	42	16	22	4	3.4
Aerial / Quint Apparatus	8	4	1	3	3.1
Water Tenders / Tankers	15	7	5	3	3.3
ALS Ambulance / Medic Units	17	16	0	0	4.3
Rescue / Technical Rescue	4	1	0	3	2.5
Specialty Trailers	18	12	5	1	3.7
Dozer / Skid Units	4	1	0	3	2.5
Chipper / Chipper Trucks	6	6	0	0	4.0
UTV / Marine Units	6	6	0	0	4.0
Other Specialty / Mission-Specific	5	2	2	1	3.6
REGIONAL HEAVY + SPECIALTY TOTAL	**178**	**109**	**50**	**18**	**3.7**

Overall trend: 109 of 177 rated Heavy and Specialty units are rated Good or Excellent, while 18 are rated Poor or Critical. Poor/Critical ratings are most concentrated in aerial/quint and rescue/dozer groups, reinforcing the value of the formal regional condition-rating process recommended in Chapter 23.

Source: August 2026 consolidated agency fleet workbook (RFD, SFD, and TMFPD agency-submitted tabs), updated with RFD Division Chief clarification received September 2026. Condition scale: 5 = Excellent, 4 = Good, 3 = Fair, 2 = Poor, 1 = Critical / Replace Now. The duplicate RFD FD411 record is excluded; RFD FD118 and FD119 are decommissioned and FD202 is training-academy only and are excluded from lifecycle/cost calculations; one RFD medic unit has no submitted condition rating. Ratings are cursory agency assessments and were not produced through a common regional mechanical inspection protocol.

Annex U: Equipment Standardization Roadmap and Quantified Cost-Benefit Analysis

Reno Fire Department | Sparks Fire Department | Truckee Meadows Fire Protection District

Planning period FY2027 through FY2036

U.1 Purpose and principal finding

A phased regional equipment program can improve interoperability and purchasing discipline without requiring a single regional employer. The financial case is strongest for common specifications, joint PPE purchasing and joint equipment testing. The broader program also requires safety and readiness investments whose value is not demonstrated by purchasing savings alone.

This annex completes a quantified planning analysis for a defined program. It combines project fleet records, public procurement comparators and explicit assumptions agreed with the jurisdictions CFOs. The results are conditional estimates, not awarded prices, verified agency savings or a certified estimate of the cost to convert every regional asset. The 100 SCBA conversion positions and other assumed quantities define the modeled scope; larger verified requirements would increase the cost.

Table U-1. Ten-year central planning results in present value dollars

Program	Cost	Quantified benefit	Net benefit
Purchasing and testing with common governance A + B + E + G	$480,588	$761,665	$281,077
Full defined program A through I	$2,953,627	$927,084	−$2,026,544

Present values use FY2026 purchasing power and a 3% real discount rate. Positive net benefit means quantified benefits exceed cost. Program definitions and inputs appear in Sections 3 and 4.

The purchasing and testing program has a benefit cost ratio of 1.58 and reaches cumulative payback in FY2034. It still requires approximately $89,971 of net funding over FY2027–FY2031. The full program has a ratio of 0.31 and does not reach payback within ten years.

The recommended decision is to establish the common standards and procurement work first, fund essential SCBA and access improvements as readiness investments, and make maintenance expansion and reserve reductions conditional on a demonstrable service and financial case. No safety benefit is assigned an invented dollar value.

U.2 Scope and analytical method

U.2.1 Baseline and comparison

The comparison retains current service levels, agency staffing and existing operating costs. The defined program adds its implementation and recurring costs, then subtracts only the purchasing and maintenance effects shown in the calculation. No station closure, company reduction, payroll saving, grant award, asset-sale receipt or insurance-premium reduction is assumed. The same opportunities are available for evaluation under retained agencies, an interlocal arrangement or a consolidated employer. They are not benefits unique to consolidation.

Common engine specifications apply only to 17 frontline Type 1 engines with recorded replacement years in FY2029–FY2036 and populated costs. Replacement dates remain unchanged in both alternatives. Those source dates are a planning schedule, not funded orders or a finding that all units must retire in that year. Overdue reserve engines are excluded from this procurement discount calculation.

U.2.2 Cost and benefit treatment

All inputs are stated in FY2026 dollars. One-time cost includes a 20% planning contingency; recurring allowances do not. Staff effort is priced as an all-inclusive incremental service allowance at $100 per hour, not as a salary schedule or a claimed payroll saving. The allowance must cover delivery or backfill; using existing employees does not make the resource requirement disappear.

PPE and engine benefits are reductions in the price of the same planned purchase quantities, with the same performance requirements. Joint-testing benefits reduce an assumed eligible contract spend. Maintenance benefits require an actual reduction in external or otherwise avoidable cost, after pilot operating costs; transfers between public agencies are not regional savings. Discount and efficiency percentages are scenario assumptions, not observed Washoe results.

For SCBA, the central case charges the entire defined conversion tranche and claims no existing-replacement offset because no matched dated funding schedule has been established. This is a conservative gross-funding treatment, not a finding that every dollar is incremental to ordinary replacement. Section 8 quantifies the effect of matched replacement offsets. No terminal resale value is credited to equipment remaining in service at FY2036; this also makes the ten-year financial result conservative.

U.2.3 Formulas and time convention

For each fiscal year t, where FY2027 is t = 1: nominal cash = FY2026-dollar cash × 1.035^t. Present value = FY2026-dollar cash ÷ 1.03^t. The equivalent nominal discount rate is 6.605%. All cash flows occur at fiscal year end. The 3.5% escalation follows the financial model; the 3% real discount rate is an annex planning assumption, tested at 0% and 7%.

Net present benefit = discounted benefits − discounted costs. Benefit cost ratio = discounted benefits ÷ discounted costs. Payback is the first fiscal year after which cumulative net benefit remains nonnegative through FY2036. Annual savings, cumulative payback, avoided purchase cost and replacement-reserve contributions are separate measures.

U.3 Defined program and cost build

Codes A–I are used consistently throughout the annex. One-time amounts below include 20% contingency and are in FY2026 dollars. Scope quantities and rates without a local measured basis are planning assumptions, identified in the input register. Recurring costs begin in the stated year and continue through FY2036.

Table U-2. One time implementation cost and recurring cost by initiative

Code and action	One time calculation	One time cost	Recurring cost
A Common readiness and data governance	343 asset records × $100 + 600 hours × $100 + $20,000 data setup; × 1.20.	$137,160	$26,000 from FY2027
B Joint PPE procurement	120 specification and solicitation hours × $100; × 1.20.	$14,400	$4,000 from FY2028
C SCBA conversion tranche	100 staff positions × $12,000 + $75,000 fill upgrade + $40,000 compatibility/testing + 400 training hours × $100; × 1.20.	$1,626,000	$10,000 from FY2029
D Cross jurisdiction key access	36 reserve units × (two $2,500 secure devices + $500 installation) + $15,000 integration/training; × 1.20.	$255,600	$7,200 from FY2029
E Joint equipment testing	Specification and contract setup $5,000; × 1.20.	$6,000	$1,000 from FY2028
F Maintenance pilot	Feasibility $40,000 + shop/data setup $50,000 + training $20,000; × 1.20.	$132,000	$20,000 from FY2029
G Common specifications	Engine, hose/nozzle, tool, layout and acceptance specification work $30,000; × 1.20.	$36,000	$5,000 from FY2029
H Shared reserve pilot	36 reserve units × $1,500 physical/readiness assessment + 300 training hours × $100; × 1.20.	$100,800	$12,000 from FY2029
I PPE surge cache	24 coat-and-trouser sets × $4,500 + $12,000 fitting/storage; × 1.20.	$144,000	$6,000 from FY2029

The total one-time provision is $2,451,960. Program A covers common policy, the minimum data schema and record reconciliation, not mechanical inspection. Program H separately funds the reserve readiness assessment. Program F uses existing shops; new buildings or dedicated mechanics are outside this pilot and would require a revised business case.

U.4 Quantified benefit build and decision thresholds

Table U-3. Annual benefit assumptions and financial break even tests

Initiative	Central benefit calculation	Standalone break even
B PPE purchasing	120 coat-and-trouser sets/year × $4,500 × 5% = $27,000/year from FY2028.	1.08% verified price reduction at the same volume.
E Joint testing	$100,000 eligible annual contract spend × 10% = $10,000/year from FY2028.	1.77% verified contract reduction.
F Maintenance pilot	$500,000 avoidable annual cost envelope × 5% = $25,000/year from FY2029.	7.80% gross reduction, or $39,009/year.
G Engine specifications	Recorded purchase value in the applicable year × 3%. Seventeen engines; $20,576,000 in FY2026 reference value.	0.42% reduction across the same dated purchases.
A, C, D, H and I	No cash saving or monetized safety benefit credited.	Require a readiness, service or enabling justification; costs remain in the program.

Standalone thresholds include the initiative's own implementation and recurring costs, but not a share of common governance A. The purchasing-and-testing portfolio includes all of A, so its result does not omit the enabling cost. Do not add that portfolio result to the full-program result: the portfolio is a subset.

U.4.1 Meaning of the price assumptions

The $4,500 PPE allowance is for a coat and trousers, not a complete personal protective ensemble. Public comparators include $5,155 for a set in Delano's January 2025 request and $3,570.91 for a set in Cherokee County's 2026 pricing. Differences in specifications and timing prevent treating that price spread as a Washoe saving. The modeled 5% saving is tested separately.

Everett's February 2025 SCBA procurement includes a standard 5,500-psi pack at $7,220, 45-minute cylinders at $1,450 each and a facepiece at $385. One pack, two cylinders and one facepiece total $10,505 before tax and freight; a 3.5% uplift produces $10,873. The $12,000 allowance includes a rounded accessory and delivery provision, before the separate 20% program contingency. It is not a current local quote.

Washington County, Maryland, awarded $99,720.60 for a coordinated hose, pump, ground-ladder and aerial-testing program in September 2025. This supports the scale and feasibility of shared testing, but it does not establish Washoe's current $100,000 eligible spend or a 10% discount.

U.5 Annual funding and cash flow

Table U-4 shows the full defined program in nominal dollars. Costs are additional program provisions before any documented offset against existing budgets. Benefits remain conditional. A negative net benefit represents additional funding required. Full gross cost should be budgeted until contract or purchase reductions become executable.

Table U-4. Full program annual cash flow in thousands of nominal dollars

Fiscal year	One time cost	Recurring cost	Gross benefit	Net benefit	Cumulative net
2027	250.0	26.9	0.0	−276.9	−276.9
2028	1,496.9	33.2	39.6	−1,490.5	−1,767.4
2029	901.4	101.1	108.7	−893.8	−2,661.3
2030	0.0	104.7	112.5	7.8	−2,653.5
2031	0.0	108.3	119.8	11.5	−2,642.0
2032	0.0	112.1	76.2	−35.9	−2,677.9
2033	0.0	116.0	117.0	1.0	−2,676.9
2034	0.0	120.1	216.0	95.9	−2,581.0
2035	0.0	124.3	84.5	−39.8	−2,620.8
2036	0.0	128.6	615.6	486.9	−2,133.8
Total	2,648.3	975.4	1,489.9	−2,133.8	

Ten-year gross nominal program cost is $3,623,712. Conditional gross benefit is $1,489,866 and the residual funding requirement is $2,133,846. The largest annual net requirement is approximately $1.49 million in FY2028. These are program costs, not the full fire-service budget.

U.5.1 Five-year budget view

Table U-5. FY2027 through FY2031 nominal budget comparison

Program	Gross cost	Gross benefit	Net funding need
Purchasing/testing plus governance	$384,434	$294,463	$89,971
Full defined program	$3,022,536	$380,561	$2,641,975

The savings are uneven because engine purchases are uneven. Ten of the 17 engines fall in FY2036. The ten-year positive result for the purchasing-and-testing program therefore does not establish near-term budget relief or funding for the SCBA conversion.

U.6 Cost-benefit results by initiative

Table U-6. Ten-year present value results in thousands of FY2026 dollars

Initiative	PV cost	PV benefit	Net PV	BCR	Payback FY
A Common readiness and data governance	355.0	0.0	−355.0	0.00	Not reached
B Joint PPE procurement	44.2	204.1	159.9	4.62	2028
C SCBA compatibility conversion tranche	1,576.5	0.0	−1,576.5	0.00	Not reached
D Controlled cross jurisdiction key access	288.6	0.0	−288.6	0.00	Not reached
E Joint equipment testing contract	13.4	75.6	62.2	5.65	2028
F Maintenance collaboration pilot	258.1	165.4	−92.7	0.64	Not reached
G Common engine and equipment specifications	68.0	482.0	413.9	7.08	2030
H Shared reserve readiness pilot	174.4	0.0	−174.4	0.00	Not reached
I Regional PPE surge cache	175.4	0.0	−175.4	0.00	Not reached
Full program	2,953.6	927.1	−2,026.5	0.31	Not reached

BCR is the ratio of quantified financial benefit to program cost. A zero ratio for a safety or readiness action means no benefit was monetized; it does not mean the action has no operational value. Individual payback years exclude common governance. The portfolio includes that cost once.

U.6.1 Interpretation for the Participating Governments

Joint PPE purchasing, joint testing and common engine specifications each pass their standalone central-case financial test. With common governance included, the purchasing-and-testing program has $281,077 in net present benefit. Its five-year cash position remains negative, and the long-term result depends on the replacement schedule and achieved prices.

The maintenance pilot has approximately $92,696 in net present cost at the assumed 5% efficiency. Its required gross annual improvement is approximately $39,009, compared with $25,000 modeled. Approval to expand the pilot should require documented cost avoidance of at least 7.80% on the same $500,000 eligible spend, or a separately justified service improvement.

The full program requires approximately $268,085 per year of additional real benefits in FY2028–FY2036 to reach a financial BCR of 1.00. This is a break-even threshold, not an estimate of injury prevention, incident outcomes or insurance savings. The participating governments can fund essential readiness outcomes even where financial payback is not demonstrated.

U.7 Phased equipment standardization roadmap

Year 1 is FY2027. The roadmap can proceed under a regional agreement while the agencies retain their employees and assets. A steering committee of agency leadership, fleet and logistics staff, finance and labor representatives should own the work, with one accountable lead for each action.

Table U-7. Delivery stages and funding decisions

Stage	Deliverables and accountable leads	Decision to advance
0–12 months FY2027	Chiefs and finance establish common readiness definitions, record standards and cost ownership (A). Logistics completes PPE and testing solicitations (B/E). Fleet leads complete common engine/accessory specifications (G). Fleet and finance complete the maintenance feasibility component (F).	Adopt standards; verify equivalent specifications and baseline purchase prices; reconcile existing funded work. Full-scope FY2027 gross provision: $276,925 nominal.
12–24 months FY2028	Fleet/logistics begin a costed SCBA conversion and fill-system work (C), controlled key access (D), physical reserve assessments and operator preparation (H), and cache establishment (I). Joint PPE and testing benefits begin (B/E). Maintenance setup proceeds only after the feasibility decision (F).	Fund the defined quantities. Require manufacturer-approved configurations, secure access governance, fitting/contamination controls, and no loss of donor readiness. FY2028 gross provision: $1,530,138 nominal.
24–48 months FY2029–FY2030	Fleet leads complete the defined SCBA tranche, operate the reserve and maintenance pilots, and execute common-specification engine purchases at their recorded replacement dates. Logistics measures paid prices, stock use and testing costs.	Accept completed work against operational tests. Expand maintenance only if savings or service value justify its cost. No reserve retirement solely from age or a numerical ratio.
Years 5–10 FY2031–FY2036	Finance and fleet refresh the lifecycle calendar annually; use the same specifications for scheduled replacements; maintain training and equipment records; reassess vendors, compatible configurations and pilot performance.	Each annual budget uses actual quotes and delivery dates. Retain independent capability exceptions for WUI, specialty missions and local access needs.

U.7.1 Priority and sequencing

Common data and readiness definitions are prerequisites for shared reserves and maintenance. Existing SCBA pressure/fill incompatibility makes the Sparks fill-system work an early safety priority. Complete common access arrangements before relying on a shared apparatus to enter protected properties in another jurisdiction. Use ordinary replacement windows for equipment standardization wherever this preserves service and avoids stranded equipment value.

U.7.2 Acceptance criteria and responsibility

Table U-8. Initiative acceptance and benefit realization requirements

Code	Lead	Required evidence at acceptance
A	Regional coordinator and agency fleet leads	All 343 included assets mapped to one identifier and record schema; status distinctions preserved; agency sign-off on readiness definitions. Annual costs reconciled with existing regional administration.
B	Joint procurement lead	Same compliant specifications, fitting and delivery scope; paid unit prices compared with a same-date standalone alternative. Confirm the 120-set annual tranche or revise volume.
C	Respiratory protection leads	Manufacturer-approved packs, cylinders and emergency breathing connections; commissioned fill capability; documented testing and training. Verify how many 4,500-psi positions require conversion.
D	Agency access-system administrators	Authorized cross-jurisdiction master-key custody; access audit trails; lost-key and revocation procedures; testing in receiving jurisdictions. No assumed communitywide rekeying.
E	Fleet testing lead	Equivalent test scope, qualified providers and records; confirm actual eligible spend and contract savings. Existing test obligations remain in force.
F	Shop supervisors and finance	Measured workload and receiving capacity; actual avoidable cost after labor, parts, towing and retained charges; service-level performance at least maintained.
G	Technical specification group	Mission-appropriate specifications and exceptions; consistent hose/nozzle, tool, ladder and equipment-layout requirements; bids and acceptance criteria. No early disposal solely to achieve uniformity.
H	Operations and fleet leads	Category-specific readiness, daily serviceability, simultaneous downtime, operator qualifications, surge/WUI and donor-coverage tests before sharing or retirement.
I	Logistics and safety leads	Approved size mix, contamination segregation, cleaning/inspection, custody, resupply and replacement rules. Cache is supplementary and not a substitute for assigned PPE.

U.7.3 Procurement and technical boundaries

Use competitively supportable procurement methods and a documented agreement for specifications, purchasing authority, ownership, cost allocation and disputes. A shared vendor or model family is not sufficient evidence of pressure, connection or certification compatibility. The annex prices complete compatible SCBA positions; it does not authorize field modifications or assume that every existing pack can be converted.

The access model retains jurisdiction-specific keys in controlled devices on the modeled reserve fleet. It is a costed alternative to replacing every property owner's lockbox. Wider building rekeying, additional

frontline-vehicle devices, new shop construction, wholesale radio/CAD replacement and enterprise software migration are outside this defined program and must not be described as included.

U.8 Sensitivity and uncertainty analysis

The scenarios vary assumptions, not the evidence grade. The adverse case increases all modeled costs by 25% and credits no savings. The favorable case reduces costs by 15% and assumes PPE/testing/maintenance/engine benefits of 10%/20%/10%/5%. The central rates are 5%/10%/5%/3%. Cost multipliers apply after the central 20% one-time contingency.

Table U-9. Full program sensitivity in thousands of present value dollars

Scenario	PV cost	PV benefit	Net PV	BCR
No savings with full program cost	2,953.6	0.0	−2,953.6	0.00
Adverse	3,692.0	0.0	−3,692.0	0.00
Central planning case	2,953.6	927.1	−2,026.5	0.31
Favorable	2,510.6	1,693.5	−817.1	0.67
Two year benefit delay	2,953.6	523.0	−2,430.6	0.18
Discount rate 0 percent	3,238.6	1,150.3	−2,088.3	0.36
Discount rate 7 percent	2,637.0	708.6	−1,928.4	0.27

The full program does not reach ten-year financial payback in any of these cases. The benefit-delay case retains costs at their planned dates and shifts benefits two years later; benefits after FY2036 are excluded. It is a conservative delivery-risk test, not a rescheduled whole-program budget.

U.8.1 Dependence on the engine purchase schedule

The purchasing-and-testing program's central net present benefit of $281,077 becomes −$77,923 if all benefits are delayed two years. It becomes −$200,893 if no engine discount is achieved. An unfunded or deferred engine replacement plan cannot support an immediate savings commitment.

U.8.2 Scope sensitivity for SCBA

Table U-10. Full program net present benefit at different SCBA quantities

Conversion scope	SCBA one time FY2026 cost	Full program net PV
50 complete positions	$906,000	−$1,357,758
100 complete positions	$1,626,000	−$2,026,544
200 complete positions	$3,066,000	−$3,364,115

These are scope tests, not observed regional conversion counts. Each position includes one pack, two 45-minute cylinders and one facepiece. The fill, compatibility and training allowances and $10,000 recurring allowance are held constant to isolate quantity; larger scope may also require more training or maintenance.

U.8.3 SCBA replacement timing and funding offsets

A full new-purchase allowance should not be confused with the incremental cost of standardization. If the same SCBA positions would have been replaced at the same time under the current system, that matched expense belongs in both alternatives. Only a documented, funded replacement obligation for the same equipment and fiscal year can reduce the incremental program need. A contribution to a general replacement reserve is not itself a matched purchase.

Table U-11. Effect of matched SCBA baseline replacement expenditure

Matched offset	Offset basis in FY2026 dollars	Full program net present benefit
0% central case	$0; no matched offset credited	−$2,026,544
50% of hardware	$600,000, split equally across FY2028–FY2029	−$1,469,222
100% of hardware	$1,200,000, split equally across FY2028–FY2029	−$911,901

The offsets apply to the $1.2 million pack/cylinder/facepiece allowance only. The fill upgrade, integration, training, contingency and recurring costs remain fully charged. This deliberately retains the central contingency even when replacement overlap is recognized. The offset is a subtraction from incremental cost, not an additional benefit or a new funding source.

U.8.4 Choosing the conversion approach

Lifecycle-led conversion aligns compatible equipment with already scheduled replacement, minimizes premature write-offs and may reduce incremental funding if baseline expenditures are documented. Accelerated conversion provides earlier uniformity but requires earlier cash, may strand serviceable equipment and should be justified by a specific operational incompatibility. The central phasing completes 50 modeled positions in FY2028 and 50 in FY2029; it does not establish that the whole region will then be converted.

Sparks' inability to fill the target pressure is the clearest identified infrastructure gap. Reno's fill capability and regional air resource, and TMFPD's existing high-pressure capability, should be incorporated into the implementation design before buying duplicate capacity. The $75,000 fill allowance is for one upgrade, not a regional compressor-replacement program.

U.8.5 Unmonetized benefits

The analysis does not price avoided injury, faster access, improved incident outcomes, shared surge capability or reduced apparatus downtime as benefits without an evidence-based causal and financial measure. These outcomes remain material to the decision. Negative financial net present value establishes a funding requirement; it does not establish that an essential safety investment should be rejected.

U.9 Source linked engine procurement schedule

The following 17 frontline Type 1 engines have source estimated replacement years in FY2029–FY2036 and populated replacement costs. They form the engine discount denominator. Sheet names below refer to the corrected regional apparatus workbook. The listed costs are source planning values treated as FY2026 reference dollars, not bids or appropriations.

Table U-12. Included engine records and source locations

Year	Agency	Unit	Reference cost	Workbook location
2029	TMFPD	FD0103	$1,200,000	TMFPD row 10
2030	TMFPD	FD0105	$1,200,000	TMFPD row 12
2031	RFD	FD111	$1,296,000	RFD row 15
2033	SFD	E31 / 3125	$1,000,000	SFD row 12
2034	SFD	E41 / 3126	$1,000,000	SFD row 13
2034	TMFPD	FD0116	$1,200,000	TMFPD row 13
2034	TMFPD	FD0117	$1,200,000	TMFPD row 14
2036	RFD	FD100	$1,296,000	RFD row 5
2036	RFD	FD101	$1,296,000	RFD row 6
2036	RFD	FD102	$1,296,000	RFD row 7
2036	RFD	FD107	$1,296,000	RFD row 11
2036	RFD	FD110	$1,296,000	RFD row 14
2036	TMFPD	FD0120	$1,200,000	TMFPD row 15
2036	TMFPD	FD0121	$1,200,000	TMFPD row 16
2036	TMFPD	FD0122	$1,200,000	TMFPD row 17
2036	TMFPD	FD0123	$1,200,000	TMFPD row 18
2036	TMFPD	FD0124	$1,200,000	TMFPD row 19
Total		17 engines	$20,576,000	

RFD means the “Reno Fire Department (RFD)” sheet; SFD means “Sparks Fire Department (SFD)”; TMFPD is the sheet name. Included records are frontline, not the reserve-engine retirement candidates in Section 10.

At the central 3% assumption, the FY2026-dollar purchase benefits are $36,000 in FY2029, $36,000 in FY2030, $38,880 in FY2031, $30,000 in FY2033, $102,000 in FY2034 and $374,400 in FY2036. Total undiscounted engine benefit is $617,280; discounted benefit is $481,970. Zero benefit is assigned in years without an included purchase.

The model assumes the stated purchase amount is paid in the replacement year. Actual deposits, staged payments, delivery delays and appropriation changes would alter the cash schedule. No lifecycle-reserve reduction is added to these same purchase-price benefits.

U.10 Shared reserves and retirement options

The corrected 343-unit inventory includes 27 Heavy Fire Apparatus reserves and nine Specialty Apparatus reserves: 36 reserve-labeled units across the pooled engine, aerial, medic, wildland and tender classes. Four support/staff reserves are separate. The 27-unit chapter count and 36-unit financial-model count therefore describe different category scopes. The reserve label does not prove that all units are mechanically ready on a given day.

Program H funds a 36-unit readiness pilot but assumes no fleet reduction. Eight reserve engines have recorded replacement years before FY2027. Their age-screen results do not establish redundancy, unsafe condition or an approved no-replacement retirement. Three TMFPD entries already identify planned surplus and cannot automatically generate an incremental regionalization saving.

Table U-13. Reserve engines with pre FY2027 replacement years

Agency and unit	Source year	Reference cost	Treatment
RFD FD103	2023	$1,296,000	No approved no-replacement decision
RFD FD104	2024	$1,296,000	No approved no-replacement decision
RFD FD105	2024	$1,296,000	No approved no-replacement decision
RFD FD108	2024	$1,296,000	No approved no-replacement decision
RFD FD109	2023	$1,296,000	No approved no-replacement decision
TMFPD FD0045	2022	$1,200,000	Already marked TO SURPLUS; compare current-system action
TMFPD FD5036	2023	$1,200,000	Already marked TO SURPLUS; compare current-system action
TMFPD FD5037	2023	$1,200,000	Already marked TO SURPLUS; compare current-system action

Table U-14. Conditional avoided purchase sensitivity for the five RFD candidates

Units not replaced	Assumed FY2029 purchase avoided	Present value of avoided purchase
0	$0	$0
1	$1,296,000	$1,186,024
3	$3,888,000	$3,558,071
5	$6,480,000	$5,930,118

Table U-14 is excluded from every central and favorable program result. It assumes the current-system alternative would purchase the same replacement engines in FY2029 at $1.296 million each, and the

regional alternative would not. That purchase date and no-replacement decision are assumptions, not sourced approvals. If the current system also retires the assets without replacement, the incremental benefit is zero. No sale proceeds, maintenance saving or annual lifecycle-reserve credit is added. Program H's costs remain separately charged.

U.11 Financial integration and accountability

U.11.1 Preventing duplicate costs and benefits

Chapter 30 validates $17.065 million of FY2026 services and supplies and identifies $5.013 million in known annual reserve values for Reno and Sparks heavy and specialty apparatus. The apparatus reserve amount is incomplete because TMFPD and most support-fleet reserve fields were not supplied. Neither aggregate amount is the eligible purchasing or maintenance ledger used in this annex. The annex's $500,000 maintenance and $100,000 testing envelopes remain explicit scenario assumptions, and no percentage saving is applied to the entire regional services-and-supplies baseline.

Item	Required treatment in the main financial model
Common administration	Map B and all initiative administration to funded regional coordination, procurement, IT and fleet functions. Remove matched duplicate costs before integration; do not simply add both totals.
Existing PPE and equipment budgets	Retain normal purchases in both alternatives. Credit only the same-quantity, same-specification price difference. Apply SCBA replacement offsets only to matched equipment and dates.
Aggregate efficiency scenarios	Replace the relevant aggregate services-and-supplies saving with the validated initiative amount; do not stack this annex's saving on an already-applied percentage reduction.
Engine purchases and replacement reserves	Use either the actual purchase saving in a cash schedule or its reconciled effect on required replacement funding. Do not count both for the same asset and period.
Shared reserves and disposal	Differentiate current-system retirement from incremental regional action; add no proceeds or avoided purchase without a specific asset and date. Excluded RFD units remain excluded.
Dispatch and communications	Keep the separate dispatch model and existing CAD/radio investment outside this program. Data work here covers fleet/equipment records and standards, not a new CAD platform.

U.11.2 Allocation among agencies

Assign equipment purchase costs to the receiving agency or agreed asset owner. Allocate PPE by actual sets ordered, engine savings by the purchasing agency and maintenance/testing by documented units or work performed. Allocate common governance through an agreed workload or benefit method. No equal-third allocation or automatic transfer of legacy liabilities is assumed. A cost paid by another participating agency is not a regional saving.

U.11.3 Reporting and review

Each initiative should report approved scope, obligation and payment dates, actual unit prices, implementation and recurring costs, measured service outcomes, and the amount of any demonstrated saving. Finance should identify the budget line and year from which the saving is released. Recalculate the annex annually using actual orders and scope; retain source records for every claimed offset.

U.12 Input and assumption register

Evidence classes: P = project source observation; B = public comparator used only for planning scale; A = analytical assumption; D = arithmetic derived from identified inputs. No class means that a future saving is assured. This register identifies the source or assumption for every monetary driver in the model.

Table U-15. Shared financial and procurement drivers

ID	Input and selected value	Basis and treatment
A1	FY2027–FY2036; 3.5% annual escalation; 3% real discount; 6.605% nominal discount	Escalation P from S2 Assumptions B7:B8. Horizon and real discount A. Nominal rate D = 1.035 × 1.03 − 1.
A2	20% contingency on all one-time costs	A; planning uncertainty allowance, not an engineering estimate. No automatic 20% uplift on recurring cost.
A3	$100 per hour all-inclusive incremental services	A; covers assigned delivery/backfill or contracted support. Not a wage quote or payroll reduction.
A4	A: 343 × $100 records; 600 setup hours; $20,000 data setup; 200 recurring hours + $6,000/year	343 P from S1. Rates, hours and software amounts A. Produces $137,160 one-time and $26,000 recurring.
A5	B: 120 sets/year; $4,500/set; 5% discount; 120 setup hours and 40 hours/year	Volume and discount A. Unit cost A informed by B comparators S5–S6. Coat/trouser pairs only. Benefits begin FY2028.
A6	C: 100 positions × $12,000; one $75,000 fill upgrade; $40,000 compatibility/testing; 400 training hours; $10,000/year	Scope and allowances A. Pack price informed by S7; fill scale by S8. 50% one-time spend in each FY2028/FY2029. Recurring starts FY2029.
A7	D: 36 units; two $2,500 secure devices each; $500 installation/unit; $15,000 integration; $200/unit/year	36 P reserve-labeled units from S1. Device quantities and prices A; two devices allow controlled custody of three jurisdiction keys subject to design approval. No whole-community lockbox count assumed.
A8	E: $100,000/year eligible testing spend; 10% reduction; $5,000 setup; $1,000/year administration	A, with S9 as B scale comparator. Assumed spend is not a Washoe ledger total. Benefits and recurring cost start FY2028.

U.12.1 Remaining drivers and scenario controls

Table U-16. Pilot costs and alternative case assumptions

ID	Input and selected value	Basis and treatment
A9	F: $500,000/year avoidable cost envelope; 5% gross improvement; $40,000 feasibility; $50,000 setup; $20,000 training; $20,000/year	All A; existing-shop pilot only. Feasibility in FY2027; other setup in FY2028; benefit and recurring cost FY2029–FY2036. No incumbent payroll saving.
A10	G: $30,000 setup; $5,000/year; 3% price reduction on 17 engine purchases totaling $20,576,000	Schedule, IDs and costs P from S1 and Table 12. Discount and administration A. Procurement benefits occur only in source replacement years; annual administration starts FY2029.
A11	H: 36 units × $1,500 assessment; 300 training hours; $12,000/year pilot logistics	Quantity P from S1. Rates/hours A. One-time cost FY2028; recurring FY2029–FY2036. Zero fleet reduction or sale benefit.
A12	I: 24 sets × $4,500; $12,000 fitting/storage; $6,000/year care and replenishment	All quantities A; PPE unit scale informed by S5–S6. One-time cost FY2028; recurring starts FY2029. No dollar benefit claimed.
A13	Adverse: 1.25 × cost, all benefits zero. Favorable: 0.85 × cost; discounts/efficiencies 10% PPE, 20% testing, 10% maintenance, 5% engines	A; combined sensitivities, not probability forecasts or confidence intervals. Quantities and cost timing unchanged. Cost factors apply to one-time and recurring totals.
A14	Benefit delay two years; discount sensitivity 0% and 7%; SCBA quantities 50 and 200	A; delay holds costs fixed and omits benefits outside FY2036. SCBA quantity test holds infrastructure and operating allowances fixed.
A15	SCBA matched replacement offsets 0%, 50%, 100% of $1.2 million hardware allowance	A; offset split equally across FY2028/FY2029. No contingency, training, fill or recurring offset. No offset in central case.
A16	Retire without replacement 0, 1, 3 or 5 RFD reserve engines; $1.296 million each; avoided purchase FY2029	Price P from S1; quantity/action/year A. Entirely outside program totals. Current-system counterfactual must support the same funded purchase.
A17	Grants, asset-sale proceeds, terminal value, staffing savings, injury/property/insurance monetization: $0	Analytical exclusions. Zero credit does not imply zero operational value, asset value or potential grant eligibility.

One-time timing is exhaustive: A/B/E/G and F feasibility occur in FY2027; D/H/I and F setup occur in FY2028; C is split equally across FY2028 and FY2029. Recurring start years are stated in Table U-2. Annual benefits are given in Table U-3 and the dated engine schedule. These inputs and the formulas in Section 2 reproduce the reported results without an undisclosed balancing item.

U.13 Source register

Project records are evidence already held for the Study. Public comparator records listed below were published before July 31, 2026 and were reviewed for this annex on September 10, 2026. They are price and scope references, not offers to the Washoe agencies. New agency requests and vendor solicitations were not used.

S1 Regional apparatus inventory and completed agency fleet workbooks. Corrected compilation, September 3, 2026.

Project package "apparatusworkbook.zip"; corrected workbook "Apparatus_Workbook_09.03.26_RFD_CORRECTIONS_REDLINE Use this one.xlsx." Agency sheets, columns A–U; Regional Summary. Supports 343 included units, category/status counts, replacement years and values. Table U-12 gives each procurement row. RFD FD118, FD119, academy FD202 and duplicate ambulance FD411 are excluded. The valid wildland FD411 remains included.

S2 Washoe Regional Fire Financial Model. Working model v3_19, saved September 10, 2026.

Project financial synthesis. Locations: Agency Baseline E7; Assumptions B7:B8; Capital Lifecycle G6:G8 and row 13; Fleet Consolidation rows 13–19 and 68–88; Operating Costs rows 14–24; Savings Scenarios rows 46–55. Supports common financial conventions, fleet-cost reconciliation and double-count controls. It does not validate this annex's discounts.

S3 Regional Fleet, Apparatus, PPE, and Equipment Standardization. Chapter 23.

Project chapter, September 2026; sections 23.3.3–23.3.5 and 23.4–23.5. Supports SCBA pressure and fill gaps, PPE practices, maintenance concept, access incompatibility and staged governance. Financial effects remain conditional on the separately disclosed assumptions.

S4 Reno Fire Department. Equipment and PPE records and asset decommission register.

Project package "14 Equipment Reno Equipment and PPE.zip." The register contains pack, cylinder, compressor and access-device records but is not an authenticated active regional conversion census. Its legacy records and missing dates are the reason pack/cylinder row counts are not treated as the regional conversion quantity.

S5 City of Delano, Minnesota. Purchase of New Firefighting Turnout Gear. Council agenda, January 7, 2025.

Five coat-and-trouser sets at $5,155 each; $25,775 total. Historical specification-specific comparator; no Washoe discount inferred.

Public source

S6 Cherokee County, Georgia. Turnout Gear Purchase for Fire and Emergency Services. Agenda request, December 2, 2025.

Calendar 2026 Globe coat-and-trouser pricing of $3,570.91 per set. Used with S5 to inform a rounded planning allowance, not as an interchangeable quote.

Public source

U.13.1 Public equipment and service comparators

S7 City of Everett, Washington. Scott SCBA, cylinders and accessories purchase. Council consent item, February 5, 2025; Sea-Western quote QUO27576, December 10, 2024.

Quoted unit prices: standard 5,500-psi pack $7,220; 45-minute cylinder $1,450; facepiece $385. The complete proposal includes other configurations and 9.9% Washington tax. The annex uses selected pre-tax components only and does not import Washington tax or assert current contract eligibility. Price calculation appears in Section 4.1.

Public source

S8 Waterford Regional Fire Department, Michigan. Ordering of a New SCBA Fill Station for the 2025 Budget. Memorandum, December 2, 2024.

Identifies a $49,603.70 fill-station project. Scope and installation conditions are not identical to Sparks. A $75,000 planning allowance is used for one upgrade; the difference is a site/scope allowance, not a sourced bid.

Public source

S9 Washington County, Maryland. Fire Service Testing and Inspection Contract Award. September 11, 2025.

$99,720.60 for coordinated testing of approximately 200,000 feet of hose, ground ladders for 53 engines and eight ladder trucks, pumps for 53 engines and eight aerial ladders. Used as program-scale evidence only; no per-aerial price or purchasing discount is inferred from the bundled total.

Public source

U.13.2 Source interpretation

Public procurement examples establish that the referenced equipment and coordinated services have been purchased at the recorded amounts and scopes. They do not establish current Washoe pricing, identical configurations or an achievable percentage reduction. The $2,500 access-device allowance, labor hours, software and setup allowances, pilot costs and all benefit percentages are analytical assumptions, not amounts attributed to those public records.

Source record counts were reconciled to 343 included fleet units: 117 Heavy Fire Apparatus, 61 Specialty Apparatus and 165 Support and Staff Vehicles. The engine procurement subset contains 17 distinct agency/unit records totaling $20.576 million. Discounted initiative totals reconcile to the program total, and the nominal cash flows discounted at 6.605% reconcile to the constant-dollar cash flows discounted at 3%. Minor table differences can result from rounding.

U.14 Recommended adoption approach

Adopt the roadmap as a phased planning framework. Authorize the common standards, specification and price-comparison work first. Treat SCBA and access improvements as separately justified readiness investments; use ordinary replacement funding where a matched obligation exists. Set explicit financial and service thresholds for the maintenance and shared-reserve pilots. Incorporate only reconciled, executable costs and benefits into agency budgets and the report's regional financial scenarios.

Annex V: Shared Reserve and Fleet Maintenance Operating Standards

This annex provides proposed baseline operating standards for the two shared-services initiatives most likely to require an interlocal agreement: the shared reserve pilot and fleet maintenance consortium.

V.1 Shared Reserve Pilot - Baseline Operating Rules

Table V-1. Shared Reserve Pilot Baseline Operating Rules

Element	Baseline Standard
Pilot apparatus classes	Type 1 engines; Type 3/5/6 brush/grass units - most compatible specifications across agencies; most predictable mutual aid demand
Readiness categories	Ready | Ready-Limited | Out-of-Service
Minimum readiness criteria	Current inspections completed, no critical defects, readiness status documented, staffing and driver qualification assumptions defined
Rotation	Quarterly drive/exercise cycle; post-rotation inspection and corrective work order closure before return to available status
Dispatch triggers	Major incident surge; planned maintenance downtime coverage; substitution for out-of-service units
Knox-box prerequisite	All three agencies must be on a common Knox-box standard before deployment - shared apparatus cannot respond to calls at a receiving agency's structures without compatible key access
Cost allocation	Direct costs by work order; shared overhead by agreed formula (fleet size, call volume, or utilization rate)

V.2 Maintenance Consortium - Baseline Operating Standards

Table V-2. Maintenance Consortium Baseline Operating Standards

Element	Baseline Standard
Hub structure	Hub 1: agency with full corp yard and upfit capability. Hub 2: agency with EVT-certified mechanics and EVT test-hosting capability. SFD transitions from city fleet dependency to regional consortium agreement.
Work priority	First-out readiness repairs, then reserve readiness, then planned PM work
Minimum data sharing	Monthly dataset: unit identifier, work type, labor hours, parts cost, downtime hours
QA/QC	Standardized acceptance checklist; defined sign-off authority; records retained consistent with NFPA 1915 intent
Liability and insurance	Defined responsibility during custody, transport, testing, and repair at each hub location
Performance measures	PM completion rate, mean downtime per unit, reserve readiness %, cost per operating hour, OOS events per quarter

Annex W: Agreement and Cost-Sharing Inventory

This annex inventories agreements and cost-sharing instruments relevant to regional fire, EMS, and dispatch coordination.

Table W-1. Agreement and Cost-Sharing Inventory

Instrument	Status	Function	Fiscal feature	Regionalization action
TMFPD-REMSA Fire/Medical Dispatch Services Agreement	Current / FY2027 terms to be confirmed from executed instrument	Dispatch service	Direct TMFPD service payment; proposed FY2027 amount $777,652 in public agenda.	Align cutover with expiration/amendment to avoid duplicate cost; review termination, transition, liability and equipment terms.
REMSA-NNPH Ambulance Franchise	Current franchise structure	EMS / ambulance / communications	Defines broader ambulance and EMS communications responsibilities.	Any change to EMD or ambulance dispatch requires coordinated contractual/regulatory action.
Regional CAD Governance Agreement (2023)	Current regional technology governance	CAD/RMS	Shared expenses, governance boards, County fiscal/contract administration.	Preserve platform and governance; revise user roles, configuration authority, cost shares and data responsibilities if organization changes.
Washoe County P25 / WCRCS Interlocal Agreement (2020)	Current regional radio framework	Radio	O&M/capital allocation under regional agreement.	Preserve backbone; define console/talk group/radio-ID responsibilities for regional dispatch.
Reno-RTAA Fire Services ILA (2024)	Current based on project record	Airport/ARFF service	RTAA reimburses Reno for covered services including dispatch.	Ensure service obligation and associated revenue follow the dispatch function if transferred.
Regional Fire Study Board ILA (2025)	Current Study governance	Study governance	Shared Study cost and equal representation.	Useful governance precedent but does not itself authorize future dispatch operations.
TMFPD-Washoe County/WCSO historical dispatch arrangement	Historical transition arrangement	Temporary dispatch service	Historical payment up to $109,374.41 per month identified in the project record.	Local precedent for temporary transition support; no current obligation assumed.

Instrument	Status	Function	Fiscal feature	Regionalization action
Washoe County E911 / ERAC	Current funding/governance structure	E911 funding	Countywide surcharge supports qualifying communications expenditures.	Maintain relationship; determine eligibility by cost category; do not presume unrestricted payroll eligibility.

Agreement-status labels above reflect the current project record. Before implementation, the parties should obtain and review the executed current instruments, amendments, operating plans, schedules, termination provisions, insurance clauses, and cost-allocation attachments.

Annex X: Debt and liability interpretation

Dates: Reno projected opening FY2027 $1.993m Fire apparatus principal; Sparks FY2025 $15.000m Fire bond principal; TMFPD June 2026 $14.170m four-issue principal. These balances must not be added as if simultaneous at closing. The FY2027–31 gross cash in Table 27-3 combines dated schedules only to show the known existing payment path. It excludes unverified Reno mixed-purpose borrowing, the later Sparks bond tail, TMFPD potential radio amendment, successor borrowing and previously embedded payroll/benefits.

TMFPD 2025 $98.288m liabilities include a $3.259m disclosed EMS component and the $0.984m legacy claims stock; its latest net OPEB reference is $1.533m from a different valuation year. Reno and Sparks citywide pension, OPEB and insurance stocks have no actuarially certified Fire transfer share. Across all entities, distinguish the gross accounting liability from an annual employer contribution, a debt principal from principal plus future interest, a reserve from available cash and an adopted budget from executed cash outflow. The attached workbook keeps these classes in separate blocks.

Annex Y: Full financial base assumptions and sensitivity definitions

Table Y-1. Replacement-ready model assumptions

Driver	Base value	Meaning and resulting treatment
FY2027–31 source totals	Sept program plan	Baseline and Regional Alignment identical annually; GID and legislated successor cases retain their own published aggregates.
Agency salary / benefits / service growth	5% / 8% or 19% / 3.5%	Benefits 8% Reno/Sparks and 19% TMFPD per July source; 3.5% direct capital. Unclassified bridge stays within published regional cost.
Hypothetical additional funding control	0% base, test 50% and 100%	Not an existing commitment; funding-scenario cash stays separate from the published required new annual support.
Partial new-asset accounting screen	70% share / 20-year life	Illustrative capitalization of new candidate cash; half-year depreciation; NOT an audited capital asset or GASB net-position statement.
Added continuous seats	2 / 4 / 6 / 6 / 6	Common base enhancement; 17-post four-person scenario separate pending verified roster overlap.
FTE hours / loaded FY2027 cost	1,850 h / $0.220m	8,760-hour post divided by productive hours; loaded cost grows 3%.
OPEB city allocation	Fire pay / city covered payroll	Citywide liabilities scaled to Fire, rolled to common FY2026.
OPEB past-service cash	15 years / 5%	Annuity, net of TM existing annual determined contribution $0.135m.
Source capital overlap	50%	Half candidate project cash assumed already in reported source; risk shown at 0%.
Net additional capital borrowing	0% base; 80% stress	Cash-pay capital base; conditional 20-year 5% loan, with cumulative same-year service.
Transition / one-time claims	100% incremental	Full source formation provision; GID/authority claims proxy 1% of FY2026 personnel.
Baseline / alignment claims proxy	0% / 0%	Same employers and employee agreements; no alignment formation cash booked.
FY2027 admin, by case	$0 / $0 / $0.90 / $1.10m	Successor increment above source; increases 3.5% after FY2027.
FY2027 stranded, by case	$0 / $0 / $2.00 / $2.50m	Successor-only duplicate spending; 75% of prior-year cost remains annually.

Driver	Base value	Meaning and resulting treatment
Operating contingency	1.0% of source cost	Additional annual cash expense; not a borrowing or restricted reserve.
Entity opening cash	Two months / $0 transferable	One-time reserve stock based on first-year recurring requirement.
Project continuation support	100% realized	Zero incremental executed support assumed; stress at 95%.
Legacy secured debt payout	$0 incremental	Retained by present obligors and existing payments assumed in source.
Growth in new property/EMS/grants	$0 credited	Excluded until lawful and contractually documented.
Tax equivalence denominator	$30.181bn FY26 allocation proxy / 90% net	Comparative Reno, Sparks and TMFPD distribution valuation; not a certified FY27 district base or available headroom.
Legislative sales scenario	$13.416bn full FY26 / 95%	Historical full-year base only; conditional enabling legislation and favorable vote; 0.10, 0.25 and 0.50 point rates; no base receipts.
Neutral alignment optional startup	$2.000m outside base	Systems .8, training/backfill .6, legal/procurement .3, security .3; contemporaneous offsets or new approval required.
Station inventory	$118.997m gross; $2.045m known overlap	Reno $56.812m; Sparks $38.250m; TMFPD $23.935m; no extra annual cash until audited and phased.

Sensitivity cases: 95-percent support collections; zero original-cost capital overlap; **80-percent new capital borrowing, conditional on authority**; ten-year OPEB amortization; seat ramp of 2, 4, 8, 10, 12; three-month successor cash; immediate full past-service OPEB trust funding in place of 15-year payments; and a combined case with 95-percent support, zero capital overlap, conditional 60-percent borrowing, ten-year OPEB, 2/4/8/10/12 seats and three-month cash. Single-factor scenarios hold all other assumptions; these are planning stresses, not probability bands.

Annex Z: Annual comparative cost and cash requirements

Table Z-1. Fully modeled additional annual support, with one-time cash USD millions

Option	FY27	FY28	FY29	FY30	FY31	Five year
Baseline	37.5	51.0	60.9	66.1	70.4	285.9
Regional Alignment	37.5	51.0	60.9	66.1	70.4	285.9
GID	96.9	73.3	85.2	89.6	92.1	437.2
Legislated authority	97.7	74.1	86.2	92.2	95.1	445.1

Table Z-2 FY2027 entity formation and benefit / debt funding USD millions

Option	Annual OPEB	First-year new debt service	Transition	Settlement	Opening cash	Net new capital paygo
Baseline	4.7	0.0	0.0	0.0	0.0	7.4
Regional Alignment	4.7	0.0	0.0	0.0	0.0	7.4
GID	4.7	0.0	3.0	1.5	37.4	7.4
Legislated authority	4.7	0.0	3.0	1.5	37.5	7.4

The main model tables in Sections 30.2–30.5 contain each budget category by year. These two exhibits make the cross-option year-by-year funding and formation items easier to compare without reclassifying the source aggregate.

Annex AA: Capital and fleet audit protocol

The $94.980 million gross candidate capital cash schedule is $14.773 million in FY2027, $24.623 million in FY2028, $25.485 million in FY2029, $19.752 million in FY2030 and $10.348 million in FY2031. A 50-percent overlap assumption implies **$47.490 million of incremental cash-funded projects in the base** and **$0 loan proceeds**. Only an authorized 80-percent borrowing alternative would raise about $37.992 million of receipts against the projects, leave about $9.498 million of immediate project cash and create future service. The exact model retains six-place inputs. The $139.180 million fleet replacement value is a stock and may include vehicles already in the project cash schedule. [1][10][11]

Table AA-1. Station-level owner inventory and known duplicated repair scope USD millions

Owner	Station	Build / modernization	Repair and budget difference	Gross	Known duplicate
Reno	R1	17.000	0.465	17.465	0.000
Reno	R2	0.000	0.180	0.180	0.000
Reno	R3	0.000	0.360	0.360	0.000
Reno	R4	17.000	1.725	18.725	1.725
Reno	R5	0.000	0.355	0.355	0.000
Reno	R6	0.000	0.505	0.505	0.000
Reno	R7	0.320	0.460	0.780	0.320
Reno	R8	0.000	0.505	0.505	0.000
Reno	R9	0.000	0.200	0.200	0.000
Reno	R10	0.000	0.365	0.365	0.000
Reno	R11	0.000	0.105	0.105	0.000
Reno	R12	0.000	0.087	0.087	0.000
Reno	R13	17.000	0.115	17.115	0.000
Reno	R14	0.000	0.065	0.065	0.000
Sparks	S1	4.250	0.000	4.250	0.000
Sparks	S2	17.000	0.000	17.000	0.000
Sparks	S3	17.000	0.000	17.000	0.000
TMFPD	T32	17.000	0.000	17.000	0.000
TMFPD	T44	6.800	0.000	6.800	0.000
TMFPD	T39	0.000	0.053	0.053	0.000

Owner	Station	Build / modernization	Repair and budget difference	Gross	Known duplicate
TMFPD	HQ	0.000	0.072	0.072	0.000
TMFPD	Unassigned site	0.000	0.009	0.009	0.000
REGION	Total	113.370	5.627	118.997	2.045

Gross source scope retained by agency. Reno R4 $1.725m repair and R7 $0.320m repair may duplicate their major project allowances; deduct once in a conditional inventory. Reno R1 includes $17m build plus $0.465m interim work. Sparks S1 $4.25m and TMFPD T44 $6.8m are provisional modernization factors; T32 is a $17m new relocated station. TMFPD FY2026 repair completion is unverified. Funding status, site costs and FY2027–FY2036 dates need owner signoff. [20]

Evidence field	Required capital-audit entry
Asset ID and VIN	Identify owner, duplicate records, assigned apparatus and status in service.
Facility/site	Identify land, building, occupancy, condition, expansion and replacement need.
Cash window	Quote, escalation date, authorization, delivery, retainage, grant timing.
Existing appropriation	Fund, project, encumbrance, restricted balance and accounted depreciation/reserve.
Borrowing eligibility	Issuer, useful life, bond authorization, pledge, interest and annual debt service.
Service effect	Companies and frontline spare capacity maintained through delivery and disposal.

Before an adopted appropriation, substitute a project-by-project overlap sum for the 50-percent placeholder and replace indicative draws with signed procurement and delivery dates. The base is already fully cash funded. If borrowing is proposed, test useful-life matched maturities, lawful proceeds, real issue timing, issuer-specific coverage and principal outstanding beyond FY2031. No schedule should use the full $139.180 million fleet replacement stock as five-year cash without a dated replacement plan.

Annex AB: Reproducible calculations and controls

• Source classification: agency salary[t] = agency FY2026 salary × (1.05)^(t+1); agency benefits[t] = agency FY2026 benefits × (1.08)^(t+1) for Reno and Sparks, or × (1.19)^(t+1) for TMFPD; agency supplies and capital grow 3.5% annually. Source-vintage difference[t] = September option recurring cost[t] − SUM(all three projected agency expense categories[t]); the agency categories plus this difference equal the published source total every year.

• Additional deployment[t] = continuous seats[t] × 8,760 ÷ 1,850 × $0.220 million × (1.03)^t. Starting seats[t] are 2, 4, 6, 6, 6.

• Attributed legacy OPEB stock = citywide net or total liability × FY2026 Fire salary ÷ relevant city covered payroll × (1.03)^(years to June 2026). TMFPD starts with June 2025 net liability. The $4.663 million annual funding is the 15-year 5-percent annuity on these attributed stocks, less TMFPD existing annual determined contribution.

• Net additional capital[t] = gross candidate capital[t] × (1 − 50% assumed overlap). Debt proceeds[t] = $0 in the base; cash capital[t] equals 100% of net capital[t]. A separate conditional sensitivity issues debt for 80% of incremental projects at a 20-year 5% annuity with first payment in the issue year.

• Recurring cash requirement[t] = published aggregate[t] + staffing[t] + OPEB[t] + administration[t] + stranded[t] + 1% operating provision[t] + annual new-debt payment[t].

• Gross cash uses[t] = recurring cash requirement[t] + net additional capital[t] + incremental transition[t] + cash settlement[t] + opening reserve[t]. Continuing support[t] + required additional support[t] + capital debt proceeds[t] = gross uses[t].

• Annual gap[t] = recurring cash requirement[t] + unborrowed capital[t] + transition[t] + settlement[t] + opening reserve[t] − realized project continuation support[t] − executed new operating support[t]. Base executed new operating support is zero.

• Regional Alignment spending[t] = Baseline spending[t] + approved joint initiative costs[t] − actual existing budget releases[t]; both latter terms are $0 in the agreed neutral base. If a proposal proceeds, equal verified offsets maintain neutral aggregate cost. A positive difference requires approved extra appropriations and rebaselining.

• Paid FTE for added companies = qualifying three-person company count × one extra continuous seat × 8,760 ÷ 1,850. FY2027 annual loaded cash = FTE × $0.220m; later years escalate 3%. The 17-post upgrade remains a scenario outside all four base budgets until positions already in the 2/4/6 ramp are specifically reconciled.

• Additional predecessor contribution[t] = required support gap[t] × agreed newly funded share[t]; remaining gap[t] = required support gap[t] − that contribution[t] − other separately approved net receipts[t]. Do not double count continuation support or a predecessor transfer as regionwide new cash.

• Illustrative incremental property tax[t] = sum by certified tax area of eligible assessed valuation[area,t] × lawfully available added rate[area,t] ÷ 100 × effective yield − any displaced precursor receipts already in continuation support. An entire agency valuation cannot be assigned to multiple tax areas.

• Conditional legislated sales tax yield = prior complete FY2026 taxable sales × hypothetical legislated and voter-approved incremental rate × assumed net collection factor. The historical $13.416 billion base and assumed 95% capture price a full collection year only; they do not forecast FY2027 collections, and $0 is included in base funding.

The cash identity and source classification identity are zero in every option and period in the workbook. Ending new debt principal is a stock and is displayed as the FY2031 balance, rather than the sum of annual end balances. Existing TMFPD interest/principal, current employee benefit expense and restricted trust assets are never added wholesale to annual cash.

Annex AC: Agency share illustration for a neutral Regional Alignment

The Regional Alignment has **exactly the same regional cash plan** as the Baseline. The following distribution is illustrative and uses each agency's share of FY2026 narrow direct cost to show the annual magnitude that a future funding schedule would need to allocate. It must not be read as a transfer of taxes or as evidence that existing receipts and the additional support belong to a particular jurisdiction. A signed agreement should allocate historical obligations to their actual employer and shared new work to its measured users.

Table AC-1. Illustrative allocation of additional support required under either neutral case (USD millions)

Period	Reno 51.0%	TMFPD 32.4%	Sparks 16.6%	Regional gap
FY2027	19.121	12.140	6.231	37.492
FY2028	26.023	16.523	8.481	51.027
FY2029	31.061	19.721	10.122	60.904
FY2030	33.722	21.410	10.990	66.122
FY2031	35.886	22.784	11.695	70.365
Five-year sum	145.813	92.578	47.519	285.910

The fair-share agreement would instead create separate budget exhibits: retained service and payroll at each agency; directly traceable shared service invoices; fixed and variable joint platform costs; historical debt and benefit payments by legal obligor; and any actual predecessor appropriation released as an offset. The agreement should cap billed amounts, address service expansion, set quarterly actual-versus-budget reports, allow audit, specify materiality for budget amendments and set an exit and claim-tail rule. Its contribution schedule should sum to the approved joint budget **and** the aggregate preexisting appropriations should fall by an equal amount if the parties intend to preserve cost neutrality.

Table AC-2. Annual reconciliation template and required equation USD millions

Component	Neutral base	Illustrative future $1m project	Finance interpretation
Joint program invoices	0.000	1.000	No invoicing until scope and funding agreed.
Released included predecessor spending	0.000	(1.000)	Account, authorization and effective-date evidence.
Net regional spending change	0.000	0.000	Invoices less genuine released budget, annually.
Agency contributions for project	0.000	1.000	Transfers fund invoices and do not create new consolidated revenue.

Component	Neutral base	Illustrative future $1m project	Finance interpretation
Total incremental regional support	0.000	0.000	If offset disappears, rebaseline +1.000 and approve lawful support.

Annex AD: Model decision framework and five-year bridge

A disciplined consolidation decision must compare the continuation case to each legal structure using the same service requirement and the same dates. The bridge below isolates additional program cost, administration, residual predecessor costs, cash settlement, formation schedule and opening liquidity. All four include the same frontline seat ramp, OPEB funding policy and cash-funded candidate capital. Common items cancel when comparing governance structures though they still require lawful money.

Five-year component vs baseline	Regional Alignment	GID	Legislated
Additional source program cost	0.000	84.508	84.508
Additional administration	0.000	4.826	5.899
Predecessor overlap expense	0.000	6.102	7.627
Transition outlay	0.000	16.116	21.345
Settlement cash	0.000	1.485	1.485
Opening unrestricted liquidity	0.000	37.389	37.506
ADDITIONAL SUPPORT DIFFERENCE	0.000	151.271	159.215

The five-year GID and authority differences include reserve formation as a cash requirement, not an operating expense. They exclude unknown purchase prices or debt defeasance because this chapter assumes **no assets bought for consideration and no accelerated debt payoff**. If a conversion document requires either, its price must replace that assumption and be included in the relevant structure before decision. Any future legally approved tax, grant, ambulance collection or financing reduces a requirement only when its net timing and eligible use are reconciled; an illustrative rate is never booked as a receipt.

Decision stage	Finance deliverable	Release condition
1 Neutral coordination	Signed service standards and current three-agency budget control.	Annual alignment-minus-baseline reconciliation equals $0.
2 Optional shared purchase	Full vendor/personnel price, direct-use shares and real released accounts.	Appropriations and true-up agreed before expenditure.
3 Entity diligence	Audited fiscal opening balance sheet and agency-level debt, OPEB, fleet and claim register.	Finance and legal sign-off on each successor and restriction.
4 Revenue and liquidity	Five annual committed financing sources, weekly first-year cash forecast and reserve policy.	No projected unsupported shortfall in adopted budget.

Decision stage	Finance deliverable	Release condition
5 Conversion decision	GASB classification, transfer documents and public approvals.	All conditions from stages 1–4 ratified by proper governing bodies.

Annex AE: Annual funding scenarios and approval tests

The matrices below hold the current expenditure and continuation-support plan constant. New predecessor money is applied only against the positive annual residual. These are **funding scenarios pending appropriations, tax-area valuation and legal review**, as well as source eligibility review and a signed contribution schedule. A 50-percent scenario shows a fiscal requirement for each employer, not evidence of available cash. A phased scenario cannot close an initial successor formation need when its first-year added contribution is zero.

Table AE-1. Baseline annual residual under hypothetical predecessor appropriations (USD millions)

Funding line	FY27	FY28	FY29	FY30	FY31	Five year
Before any additional support	37.492	51.027	60.904	66.122	70.365	285.910
0% contribution residual	37.492	51.027	60.904	66.122	70.365	285.910
50% contribution residual	18.746	25.513	30.452	33.061	35.182	142.955
100% contribution residual	0.000	0.000	0.000	0.000	0.000	0.000
Phased 0/25/50/75/100% residual	37.492	38.270	30.452	16.530	0.000	122.745

Table AE-2. GID annual residual under hypothetical predecessor appropriations (USD millions)

Funding line	FY27	FY28	FY29	FY30	FY31	Five year
Before any additional support	96.910	73.321	85.231	89.596	92.123	437.181
0% contribution residual	96.910	73.321	85.231	89.596	92.123	437.181
50% contribution residual	48.455	36.660	42.616	44.798	46.061	218.590
100% contribution residual	0.000	0.000	0.000	0.000	0.000	0.000
Phased 0/25/50/75/100% residual	96.910	54.991	42.616	22.399	0.000	216.915

Table AE-3. Legislated authority annual residual under hypothetical predecessor appropriations (USD millions)

Funding line	FY27	FY28	FY29	FY30	FY31	Five year
Before any additional support	97.665	74.080	86.159	92.163	95.058	445.124
0% contribution residual	97.665	74.080	86.159	92.163	95.058	445.124
50% contribution residual	48.832	37.040	43.080	46.081	47.529	222.562
100% contribution residual	0.000	0.000	0.000	0.000	0.000	0.000
Phased 0/25/50/75/100% residual	97.665	55.560	43.080	23.041	0.000	219.345

Approval and accounting sequence. First verify each agency's current revenue already included in the continuation-support proxy; second preserve funds pledged to debt, OPEB, station works and other services; third obtain an annual legal appropriation or signed service invoice commitment for any added predecessor contribution; fourth reconcile actual monthly cash timing; fifth, if an entity is contemplated, obtain tax-area, voter and enabling-law opinions. In the legislated sales case, legislation and a favorable voter decision are both preconditions to any projected receipt. A new property levy cannot be credited against the same cash already removed from a predecessor's existing fire allocation.

Annex AF: Integrated consolidation, pro forma budget and cash schedules

The linked workbook consists of source inputs, one expense forecast for each Fire agency, a regional consolidation bridge, four existing governance cost schedules, four budget and financing statements, partial cash/asset/debt roll forwards and independent reconciliation controls. These records are structured like the consolidation, budget and forecasting models in public-sector finance. Every large financial result below comes directly from recalculated workbook cells; the agency cost inputs originate in the July 2026 project workbook, while the regional control and support proxy originate in the separate September 2026 planning schedule. [1][5][28][29]

Table AF-1. Agency cost build and source difference, FY2027–FY2031 (USD millions)

Forecast input or bridge	FY27	FY28	FY29	FY30	FY31	Five year
Reno direct expense	92.338	97.888	103.796	110.086	116.786	520.893
Sparks direct expense	31.315	33.138	35.076	37.138	39.332	175.999
TMFPD direct expense	58.986	64.934	71.769	79.648	88.757	364.094
THREE AGENCY DIRECT	182.639	195.960	210.641	226.873	244.874	1,060.987
September reported baseline	198.108	210.847	224.544	239.282	255.148	1,127.929
UNCLASSIFIED SOURCE DIFFERENCE	15.469	14.887	13.903	12.409	10.273	66.942
One continuation support proxy	176.730	183.195	189.922	196.921	204.206	950.974

Agency forecast = FY2026 source category × annual assumption; it is not an adopted individual Fire budget. Every FY2027 agency result ties to its separate source worksheet. The five-year unclassified amount is a scope distinction included in the reported regional cost, not a fifth agency or newly appropriated funding. Do not add the citywide revenues shown in source rows.

For each fiscal year the fund-budget display divides the published regional estimate into agency-derived account categories and its undistributed difference. The reported cost remains the single source of truth for case comparisons. Benefit funding is a forecast cash policy rather than a government-wide OPEB expense measurement. Existing fixed-asset depreciation, pension accruals and interfund elimination entries cannot be reliably produced from the evidence. The following schedules consequently describe funding and annual cash requirements and do not claim to reproduce a complete set of audited financial statements.

Table AF-2. Baseline annual budget-to-cash schedule (USD millions)

Finance line	FY27	FY28	FY29	FY30	FY31	Five year
Salaries within regional source	90.591	95.120	99.876	104.870	110.113	500.570
Benefits within regional source	69.225	77.218	86.317	96.698	108.571	438.029
Services within regional source	17.755	18.376	19.019	19.685	20.374	95.209

Finance line	FY27	FY28	FY29	FY30	FY31	Five year
Direct capital within regional source	5.068	5.246	5.429	5.619	5.816	27.179
Source scope and overhead difference	15.469	14.887	13.903	12.409	10.273	66.942
PUBLISHED RECURRING SOURCE	198.108	210.847	224.544	239.282	255.148	1,127.929
Incremental staff, OPEB, admin and risk	8.727	11.063	13.539	13.885	14.249	61.464
Debt interest, new capital only	0.000	0.000	0.000	0.000	0.000	0.000
Debt principal, new capital only	0.000	0.000	0.000	0.000	0.000	0.000
RECURRING CASH COST	206.835	221.910	238.084	253.167	269.397	1,189.393
Additional candidate capital cash	7.386	12.311	12.742	9.876	5.174	47.490
Transition and claims settlement	0.000	0.000	0.000	0.000	0.000	0.000
TOTAL CASH EXPENDITURE	214.222	234.222	250.826	263.043	274.571	1,236.883
Continuation support [once]	176.730	183.195	189.922	196.921	204.206	950.974
Signed new support	0.000	0.000	0.000	0.000	0.000	0.000
Hypothetical new contribution [0% base]	0.000	0.000	0.000	0.000	0.000	0.000
New project debt proceeds	0.000	0.000	0.000	0.000	0.000	0.000
CURRENT CASH CHANGE WITH 0% NEW SUPPORT	-37.492	-51.027	-60.904	-66.122	-70.365	-285.910
Opening liquidity stock requirement	0.000	0.000	0.000	0.000	0.000	0.000
ANNUAL FULL-FUNDING COMMITMENT	37.492	51.027	60.904	66.122	70.365	285.910

The hypothetical new contribution has a 0% default and is not booked as authorized. The separate full-funding commitment is the annual amount needed to leave the successor liquidity asset intact or, for the two neutral cases, to close the modeled incremental annual deficit. Borrowing is $0 in the base and must be legally approved to change. [1]

Table AF-3. Regional Alignment annual budget-to-cash schedule (USD millions)

Finance line	FY27	FY28	FY29	FY30	FY31	Five year
Salaries within regional source	90.591	95.120	99.876	104.870	110.113	500.570

Finance line	FY27	FY28	FY29	FY30	FY31	Five year
Benefits within regional source	69.225	77.218	86.317	96.698	108.571	438.029
Services within regional source	17.755	18.376	19.019	19.685	20.374	95.209
Direct capital within regional source	5.068	5.246	5.429	5.619	5.816	27.179
Source scope and overhead difference	15.469	14.887	13.903	12.409	10.273	66.942
PUBLISHED RECURRING SOURCE	198.108	210.847	224.544	239.282	255.148	1,127.929
Incremental staff, OPEB, admin and risk	8.727	11.063	13.539	13.885	14.249	61.464
Debt interest, new capital only	0.000	0.000	0.000	0.000	0.000	0.000
Debt principal, new capital only	0.000	0.000	0.000	0.000	0.000	0.000
RECURRING CASH COST	206.835	221.910	238.084	253.167	269.397	1,189.393
Additional candidate capital cash	7.386	12.311	12.742	9.876	5.174	47.490
Transition and claims settlement	0.000	0.000	0.000	0.000	0.000	0.000
TOTAL CASH EXPENDITURE	214.222	234.222	250.826	263.043	274.571	1,236.883
Continuation support [once]	176.730	183.195	189.922	196.921	204.206	950.974
Signed new support	0.000	0.000	0.000	0.000	0.000	0.000
Hypothetical new contribution [0% base]	0.000	0.000	0.000	0.000	0.000	0.000
New project debt proceeds	0.000	0.000	0.000	0.000	0.000	0.000
CURRENT CASH CHANGE WITH 0% NEW SUPPORT	-37.492	-51.027	-60.904	-66.122	-70.365	-285.910
Opening liquidity stock requirement	0.000	0.000	0.000	0.000	0.000	0.000
ANNUAL FULL-FUNDING COMMITMENT	37.492	51.027	60.904	66.122	70.365	285.910

The hypothetical new contribution has a 0% default and is not booked as authorized. The separate full-funding commitment is the annual amount needed to leave the successor liquidity asset intact or, for the two neutral cases, to close the modeled incremental annual deficit. Borrowing is $0 in the base and must be legally approved to change. [1]

Table AF-4. GID annual budget-to-cash schedule (USD millions)

Finance line	FY27	FY28	FY29	FY30	FY31	Five year
Salaries within regional source	90.591	95.120	99.876	104.870	110.113	500.570
Benefits within regional source	69.225	77.218	86.317	96.698	108.571	438.029
Services within regional source	17.755	18.376	19.019	19.685	20.374	95.209
Direct capital within regional source	5.068	5.246	5.429	5.619	5.816	27.179
Source scope and overhead difference	29.926	30.655	31.080	30.487	29.303	151.451
PUBLISHED RECURRING SOURCE	212.565	226.615	241.721	257.360	274.177	1,212.438
Incremental staff, OPEB, admin and risk	11.772	13.652	15.800	15.908	16.105	73.237
Debt interest, new capital only	0.000	0.000	0.000	0.000	0.000	0.000
Debt principal, new capital only	0.000	0.000	0.000	0.000	0.000	0.000
RECURRING CASH COST	224.336	240.267	257.521	273.268	290.282	1,285.674
Additional candidate capital cash	7.386	12.311	12.742	9.876	5.174	47.490
Transition and claims settlement	4.528	3.937	4.889	3.374	0.873	17.600
TOTAL CASH EXPENDITURE	236.250	256.516	275.153	286.517	296.329	1,350.765
Continuation support [once]	176.730	183.195	189.922	196.921	204.206	950.974
Signed new support	0.000	0.000	0.000	0.000	0.000	0.000
Hypothetical new contribution [0% base]	0.000	0.000	0.000	0.000	0.000	0.000
New project debt proceeds	0.000	0.000	0.000	0.000	0.000	0.000
CURRENT CASH CHANGE WITH 0% NEW SUPPORT	-59.521	-73.321	-85.231	-89.596	-92.123	-399.791
Opening liquidity stock requirement	37.389	37.389	37.389	37.389	37.389	37.389
ANNUAL FULL-FUNDING COMMITMENT	96.910	73.321	85.231	89.596	92.123	437.181

The hypothetical new contribution has a 0% default and is not booked as authorized. The separate full-funding commitment is the annual amount needed to leave the successor liquidity asset intact or, for the two neutral cases, to close the modeled incremental annual deficit. Borrowing is $0 in the base and must be legally approved to change. [1]

Table AF-5. Legislated authority annual budget-to-cash schedule (USD millions)

Finance line	FY27	FY28	FY29	FY30	FY31	Five year
Salaries within regional source	90.591	95.120	99.876	104.870	110.113	500.570
Benefits within regional source	69.225	77.218	86.317	96.698	108.571	438.029
Services within regional source	17.755	18.376	19.019	19.685	20.374	95.209
Direct capital within regional source	5.068	5.246	5.429	5.619	5.816	27.179
Source scope and overhead difference	29.926	30.655	31.080	30.487	29.303	151.451
PUBLISHED RECURRING SOURCE	212.565	226.615	241.721	257.360	274.177	1,212.438
Incremental staff, OPEB, admin and risk	12.472	14.234	16.296	16.341	16.493	75.835
Debt interest, new capital only	0.000	0.000	0.000	0.000	0.000	0.000
Debt principal, new capital only	0.000	0.000	0.000	0.000	0.000	0.000
RECURRING CASH COST	225.036	240.849	258.017	273.700	290.670	1,288.272
Additional candidate capital cash	7.386	12.311	12.742	9.876	5.174	47.490
Transition and claims settlement	4.465	4.114	5.322	5.508	3.421	22.829
TOTAL CASH EXPENDITURE	236.888	257.274	276.081	289.084	299.264	1,358.592
Continuation support [once]	176.730	183.195	189.922	196.921	204.206	950.974
Signed new support	0.000	0.000	0.000	0.000	0.000	0.000
Hypothetical new contribution [0% base]	0.000	0.000	0.000	0.000	0.000	0.000
New project debt proceeds	0.000	0.000	0.000	0.000	0.000	0.000
CURRENT CASH CHANGE WITH 0% NEW SUPPORT	-60.159	-74.080	-86.159	-92.163	-95.058	-407.618
Opening liquidity stock requirement	37.506	37.506	37.506	37.506	37.506	37.506
ANNUAL FULL-FUNDING COMMITMENT	97.665	74.080	86.159	92.163	95.058	445.124

The hypothetical new contribution has a 0% default and is not booked as authorized. The separate full-funding commitment is the annual amount needed to leave the successor liquidity asset intact or, for the two neutral cases, to close the modeled incremental annual deficit. Borrowing is $0 in the base and must be legally approved to change. [1]

Table AF-6. Cash and partial net-asset interpretation, FY2031 (USD millions)

Planning stock / control	Baseline	Regional Alignment	GID	Legislated
Cumulative unfinanced cash exposure	-285.910	-285.910	-399.791	-407.618
Cash target for successor entity	0.000	0.000	37.389	37.506
Incrementally capitalized gross assets	33.243	33.243	33.243	33.243
Modeled accumulated depreciation	4.396	4.396	4.396	4.396
Incremental asset book-value proxy	28.848	28.848	28.848	28.848
Newly issued capital principal outstanding	0.000	0.000	0.000	0.000
Partial net asset exposure, unfinanced	-257.062	-257.062	-370.944	-378.771

Accounting boundary. The final row combines only modeled incremental cash, a provisional 70-percent capitalizable portion of new candidate capital after assumed overlap, its 20-year half-year depreciation proxy and new project borrowings. It excludes all original buildings and apparatus, restricted cash, legacy loans, existing receivables and payables, pension and OPEB net liabilities, grant restrictions and the full ledger of intragovernmental transfers. A negative partial amount indicates financing exposure under an uncommitted scenario; it is **not** an agency's GASB net position or a proposal to spend beyond cash on hand. The 70-percent share is an assumption requiring asset-by-asset capitalization review. [4][5][28]

Table AF-7. Funding-control sensitivity on modeled FY2031 cash (USD millions)

Option	0% added funding	50% added funding	100% added funding	Cash target
Baseline	-285.910	-142.955	0.000	0.000
Regional Alignment	-285.910	-142.955	0.000	0.000
GID	-399.791	-181.201	37.389	37.389
Legislated authority	-407.618	-185.056	37.506	37.506

50% assumes half of each positive annual cash-support gap is truly additional and available in-year; no such commitments are evidenced. Cash paths are cumulative from a $0 project-verifiable incremental starting balance, not from actual audited predecessor bank balances. The 100% case is an algebraic target and requires enforceable funding. [1]

Table AF-8. Mandatory finance-office evidence before adopting a new entity budget

Evidence and reporting owner	Required model replacement and approval consequence
Reno / Sparks general ledgers	Provide Fire and EMS account-level salary, benefit, capital, dispatch and identified Fire-specific taxes, service fees and transfers; replace July forecast categories and classify regional source difference.
TMFPD audited trial balance	Provide unrestricted/restricted FY2026 closing cash, receivables, encumbrances, funds legally available to a successor and detailed interagency reimbursements; eliminate genuine internal transfers.
All agencies and outside actuary	Confirm Fire-attributable OPEB normal cost, past-service balance and funding schedule; reconcile existing pension expense and any transferred benefits trust before allocating liability.
Creditor / treasurer / counsel	Confirm each Reno, Sparks and TMFPD bond and lease balance, legal pledges, service dates, title transfers, required consent and repayment source; enter any binding defeasance in the year of payment.
County assessor and tax collection office	Supply certified taxable value by parcel/tax code and boundary, statutory levy/replacement authority, overlapping tax maxima, abatement and annual net displaced revenue.
Finance directors and governing bodies	Execute annual continuation and incremental contribution schedules, cash-timing and reserve policy, station-by-station capital prioritization and matched appropriation releases for any neutral shared work.

Release tests. The workbook's Model audit tab must show zero for each agency source reconstruction, one-time continuation allocation, governance neutral-case differential, each fund-statement identity, and each cash, asset and debt rollforward. Its legacy-accounting completeness field deliberately remains **NO** until auditable opening balances, fund restrictions, government-wide existing assets, pension/OPEB attribution, interagency eliminations and verified debt data permit a complete audited presentation. Passing arithmetic checks alone does not establish legal revenue or budget authority.

Annex AG: Station and staged conversion cash assumptions

A reader can trace each agency-owned project from its 2026 source amount to the estimated year of payment and the incremental contribution, without treating an unapproved construction program as a funded governance cost. Duplicate Reno R4 and R7 assessed repairs are removed once from the 2026 source scope. The six new/replacement projects retain the $17m per-station benchmark set in the owner inventory.

Table AG-1. Station-by-station source stock and conditional incremental cash (USD millions)

Owner / station	2026 source	Extra proxy	FY27	FY28	FY29	FY30	FY31	New 5y cash
Reno R1	17.465	0.850	3.130	7.017	5.608	0.042	0.000	15.796
Reno R10	0.365	0.000	0.120	0.093	0.064	0.033	0.000	0.310
Reno R11	0.105	0.000	0.035	0.027	0.018	0.009	0.000	0.089
Reno R12	0.087	0.000	0.029	0.022	0.015	0.008	0.000	0.074
Reno R13	17.115	0.850	0.038	0.029	1.599	7.329	7.538	16.533
Reno R14	0.065	0.000	0.021	0.017	0.011	0.006	0.000	0.055
Reno R2	0.180	0.000	0.059	0.046	0.031	0.016	0.000	0.153
Reno R3	0.360	0.000	0.119	0.092	0.063	0.032	0.000	0.306
Reno R4	17.000	0.850	0.000	0.000	2.368	7.319	6.701	16.388
Reno R5	0.355	0.000	0.117	0.090	0.062	0.032	0.000	0.301
Reno R6	0.505	0.000	0.166	0.129	0.088	0.045	0.000	0.429
Reno R7	0.460	0.000	0.152	0.117	0.080	0.041	0.000	0.391
Reno R8	0.505	0.000	0.166	0.129	0.088	0.045	0.000	0.429
Reno R9	0.200	0.000	0.066	0.051	0.035	0.018	0.000	0.170
Sparks S1	4.250	0.000	0.700	1.984	0.929	0.000	0.000	3.613
Sparks S2	17.000	0.850	0.000	2.300	7.105	6.505	0.000	15.910
Sparks S3	17.000	0.850	0.000	0.000	2.368	7.319	6.701	16.388
Sparks S4	0.000	0.250	0.258	0.000	0.000	0.000	0.000	0.258
Sparks S5	0.000	0.150	0.000	0.159	0.000	0.000	0.000	0.159
Sparks System logistics and CRR	0.000	1.500	0.000	0.000	0.328	0.675	0.696	1.699
TMFPD HQ	0.072	0.000	0.024	0.018	0.013	0.006	0.000	0.061
TMFPD Site unassigned	0.009	0.000	0.003	0.002	0.002	0.001	0.000	0.008
TMFPD T32	17.000	0.850	0.000	3.066	7.105	5.692	0.000	15.864
TMFPD T39	0.053	0.000	0.018	0.014	0.009	0.005	0.000	0.045
TMFPD T44	6.800	0.000	0.000	1.154	2.972	1.837	0.000	5.963
Regional conditional total	**116.952**	**7.000**	**5.221**	**16.555**	**30.964**	**37.017**	**21.635**	**111.391**

Table AG-1 footnote 4. Each row combines a site's priced build, modernization and net repair scopes where applicable. The "Extra proxy" is $0.850m for each of R1, R4, R13, S2, S3 and T32; $0.250m for S4, $0.150m for S5 and $1.500m for Sparks logistics and community risk reduction space. These are explicit analyst allowances because the source offers no quantity or bid, not agency requests or evidence of added construction. Source repairs dated FY2026 are assumed incomplete for the conservative scenario; subtract confirmed completed jobs. Year-end amounts apply escalation and then 80% incremental share only to priced inventory, and 100% to extra proxy. Summing displayed three-decimal rows can differ from calculation by $0.001m.

Annex AH: Legislative and Local Code Amendment Matrix

AH.1 Summary

Table AH-1. Legislative and Local Code Decision Matrix

Model	State legislation	Local-code package	Bottom line
1 Current structure / service alignment	Not needed	Only if regulatory or dispatch authority is reassigned	Use NRS 277 agreements; keep existing employers, districts, tax bases, fire chiefs, and franchises.
2 Chapter 277 operating entity	Conditional	Likely	Existing law supports an administrative entity, but not an autonomous regional taxing and debt-issuing government or automatic successor.
3 Chapter 318 GID	Not necessarily; targeted amendments advisable	Required at conversion	Municipal territory may already be included. Governance, municipal succession, full-service authority, and tax conversion are the real gaps.
4 Chapter 474 metropolitan district	Required	Required	Current Chapter 474 cannot absorb ordinary Reno and Sparks territory/departments into the county-commission district form.
5 Purpose-built regional authority	Required	Required	Enabling act must supply the entity, powers, revenues, succession, workforce, regulatory, EMS, dispatch, and dissolution rules.

AH.1.1 Conclusions

Chapter 277 is already broad enough for coordinated and jointly administered fire functions. It does not by itself create an independent regional tax base, erase the legal duties of the parties, or automatically transfer employees, debt, property, permits, franchises, or collective-bargaining obligations.

Chapter 318 is not geographically barred from municipal territory. NRS 318.055 allows a general improvement district to lie entirely within, entirely outside, or partly within municipalities and to be noncontiguous. The legally relevant issues are municipal consent where required, creation procedure, governance, and the breadth of municipal-level fire, EMS, code-enforcement, and revenue powers transferred to the district.

Chapter 474 remains structurally incompatible with a single Reno–Sparks–unincorporated Washoe district unless amended. NRS 474.010 and 474.460 restrict the relevant district forms, while NRS 474.533 consolidates qualifying existing districts rather than municipal fire departments.

Reno Charter § 1.090 requires the City Manager to appoint a Fire Chief and recognizes the City's Fire Department. If Reno eliminates that office/department in favor of a regional chief, the Charter must be amended or an express exception enacted.

Fire consolidation does not silently transfer ambulance transport or emergency medical dispatch. NRS 450B.820 preserves local franchise authority; NRS 474.590 protects an existing exclusive ambulance franchise; and the current NNPH franchise instrument must be preserved or affirmatively amended.

Washoe County Code §§ 65.400–65.460 are 911 surcharge and advisory-committee provisions, not EMS-franchise provisions. They become relevant only when governance, plan authority, or use of surcharge proceeds changes.

The first reprint of S.B. 319 supplies useful drafting architecture, but it is not operative law. In the enacted bill, sections 1–14 - the regional district provisions - were deleted; the enacted measure created the Study board and report mandate only.

AH.1.2 Status Legend

Table AH-2. Legislative and Local Code Status Legend

Provision(s)	Current legal effect	Status	Amendment direction / trigger
No amendment	Existing published law supplies the stated authority.	No amendment	Implementation may still require agreements, resolutions, budgets, permits, bargaining, or approvals.
Local only	State authority is sufficient, but an ordinance, code designation, or local instrument must change.	Local only	Triggered only by the selected transfer of a local office, regulatory function, or fund governance.
Conditional	Amendment depends on the final powers, financing, workforce, EMS, or dispatch design.	Conditional	Draft only after the triggering policy choice is made.
Required	The selected model conflicts with or lacks authority under current law.	Required	Include in the enabling bill or charter amendment before operational transfer.
Conforming	A downstream provision or local instrument must be aligned with the new legal entity.	Conforming	Do not change substantive life-safety standards unless harmonization is separately chosen.

AH.2 Model 1 Current Structure With Service Alignment

Legal posture: no state-law amendment is needed if Reno, Sparks, and TMFPD remain separate employers and taxing/governing bodies while aligning deployment, training, purchasing, specialty teams, facilities, communications, or selected administration.

Table AH-3. Model 1 Current Structure Provisions

Provision(s)	Current legal effect	Status	Amendment direction / trigger
NRS 277.110, .120	Public agencies may jointly exercise powers they each can exercise; the agreement supplies organization, purpose, financing, administration, duration, and termination terms.	No amendment	Use the agreement to allocate command, performance, cost, records, indemnity, and termination duties.
NRS 277.130	A joint agreement does not relieve a party of a legal obligation, although actual and timely performance by the joint entity may satisfy it.	No amendment	Do not describe alignment as extinguishing each government's underlying statutory or charter duty.
NRS 277.140	Qualifying agreements may be submitted for Attorney General review and must be recorded and filed as specified.	No amendment	Compliance item only; no substantive amendment indicated.
NRS 277.170, .180	Parties may appropriate money, supply personnel/property, issue their own securities, and contract for governmental services, expressly including joint fire equipment and protection.	No amendment	Use for service contracts, cost sharing, shared assets, and capital participation.
NRS 277.050, .053	Public agencies have mechanisms to sell, lease, exchange, or convey real property for a public purpose.	No amendment	Use only for voluntary property transactions; these sections do not create automatic succession.
NRS 474.460–.590	TMFPD remains the Chapter 474 district with its existing board, revenues, duties, liabilities, and franchise limitation.	No amendment	No Chapter 474 change while TMFPD remains intact.
Reno Charter § 1.090	Reno retains its Fire Chief and Fire Department.	No amendment	Amend only if Reno abolishes the chief/department or places the charter office outside City control.

Provision(s)	Current legal effect	Status	Amendment direction / trigger
NRS 286; NRS 288	Employees remain with their existing PERS-participating employers and bargaining units.	No amendment	Bargain effects of shared work where required; no statutory successor-employer rule is needed for alignment.
NRS 450B; NRS 474.590	Existing EMS permits, health-authority jurisdiction, and exclusive ambulance franchise remain in place.	No amendment	Specify that fire first response and coordinated dispatch do not transfer transport or EMD franchise rights.
WCC Ch. 60; RMC Title 16; SMC Title 14	Each jurisdiction remains its own adopted-code authority and names its own fire official/chief.	Conditional	No change for common training or inspection protocols. Amend only if enforcement, permits, fees, citations, or appeals are delegated.
NRS 244A.7641–.7648; WCC 65.400–.460	County 911 surcharge proceeds are held in a special revenue fund and limited to authorized system/facility uses under the master plan and advisory structure.	Conditional	No change for operational coordination. Amend WCC only if committee membership, plan governance, or funding recipient structure changes; do not fund general dispatch operations outside authorized uses.

AH.3 Model 2 Chapter 277 Joint Operating or Administrative Entity

Legal posture: Chapter 277 can support a permanent joint administrative entity and shared fire operations, but the entity is derivative of delegated powers and party contributions. State legislation is triggered if the entity is expected to tax, assess, issue its own debt, automatically succeed to municipal/district obligations, or displace charter and franchise rights.

Table AH-4. Model 2 Chapter 277 Provisions

Provision(s)	Current legal effect	Status	Amendment direction / trigger
NRS 277.103, .105	The county, largest city, and other participating cities may consolidate services by interlocal agreement; a permanent administrative entity may perform listed functions including fire prevention/suppression and general support services.	No amendment	Existing authority supports a regional operating/administrative entity funded by negotiated governmental contributions.

Provision(s)	Current legal effect	Status	Amendment direction / trigger
NRS 277.110–.120	Joint powers and governance terms must be stated in the agreement.	No amendment	Enumerate board composition, reserved powers, budget shares, service standards, employment model, property custody, and unwind rules.
Independent taxing / assessment power	Chapter 277 authorizes negotiated contributions, not a freestanding regional ad valorem levy or special assessment imposed directly by the joint entity.	Required	If direct revenue authority is selected, enact a specific levy/assessment grant, base, rate/cap, collection method, geographic incidence, abatement treatment, and debt-security rules.
NRS 350; NRS 354	Parties can issue their own securities and budget under existing law; the Chapter 277 entity has no clear independent general-obligation debt base merely by agreement.	Conditional	No amendment for party-financed capital. Legislate if the entity will issue debt, pledge taxes, or be a separate local government for budgeting/debt purposes.
Assets, debt, claims, contracts	Chapter 277 permits voluntary transfers but supplies no automatic universal succession from Reno, Sparks, or TMFPD.	Conditional	Use assignment/assumption agreements if consent and covenants allow. Enact succession language if a single legal transfer is required, preserving bond and contract obligations.
NRS 286.042, .070, .290	A publicly funded political or quasi-public entity can qualify as a public employer; firefighters must hold eligible positions with a participating public employer.	Conditional	No benefit-rule amendment is facially necessary if the entity qualifies and participates. An enabling act should expressly designate it a public employer and preserve service/classification; address actuarial liabilities separately.
NRS 288.060, .140–.170, .270	A political subdivision or public/quasi-public corporation is a local government employer; recognition, bargaining-unit, mandatory-bargaining, and prohibited-practice rules apply.	Conditional	Existing labor law governs. Add successor-recognition/CBA continuity only if the transition policy demands certainty beyond case-specific bargaining and Board determinations.

Provision(s)	Current legal effect	Status	Amendment direction / trigger
Reno Charter § 1.090	Reno must retain its Fire Chief unless an exception is enacted.	Conditional	No change if the Chapter 277 entity coordinates operations while Reno keeps the charter office. Required if the regional chief replaces the Reno Fire Chief.
NRS 450B.820; NRS 474.590	State EMS permitting does not supersede a local franchise; a Chapter 474 district may not operate ambulance service within an exclusive-franchise area.	Conditional	No change for first response. Amend the franchise/interlocal instruments - and state law only if necessary - before transferring ambulance transport or exclusive EMD.
Local fire codes	Reno, Sparks, and Washoe/TMFPD codes name local fire officials and allocate permits, fees, enforcement, and appeals.	Local only	Adopt parallel amendments only for functions actually delegated to the joint entity; preserve adopted technical standards unless intentionally harmonized.
E911 law and WCC 65	The county remains surcharge imposer, fund custodian, and master-plan body under NRS 244A and WCC 65.	Conditional	No change if the entity merely provides dispatch services. Amend local governance only if committee/recipient references change; state amendment needed for materially broader surcharge uses.

AH.4 Model 3 Chapter 318 General Improvement District

Legal posture: a Chapter 318 GID can already cross municipal boundaries and may include noncontiguous territory. Formation geography is not the principal amendment issue. The key questions are governance, the breadth of municipal-level fire/code authority, transfer of Reno and Sparks operations, workforce succession, and conversion of existing revenues and obligations.

Table AH-5. Model 3 Chapter 318 Provisions

Provision(s)	Current legal effect	Status	Amendment direction / trigger
NRS 318.050, .055	A county may create a GID; it may be entirely within, entirely outside, or partly within municipalities and may be noncontiguous, subject to statutory distance/consent conditions.	No amendment	Do not seek a blanket municipal-inclusion amendment. Use municipal consent where required by NRS 318.055.

Provision(s)	Current legal effect	Status	Amendment direction / trigger
NRS 318.065–.075	Formation culminates in an ordinance establishing a governmental subdivision, body corporate, and quasi-municipal corporation.	No amendment	Existing entity status is sufficient unless a different activation or electorate model is selected.
NRS 318.080 et seq.	Default governance is a five-member district board with statutory election/appointment rules, not a board of delegated county/city officials.	Conditional	Amend if the desired board allocates fixed Reno, Sparks, and county seats, uses unit-vote protections, or departs from the statutory election model.
NRS 318.116, .1181	Chapter 318 identifies fire protection as a basic power; § 318.1181 expressly addresses facilities/equipment, hazard abatement, and coordination.	Conditional	For a full municipal fire department, add express suppression, rescue, prevention, inspection, plan review, code adoption/enforcement, citation, fee, mutual-aid, and incident-command powers to eliminate ambiguity.
NRS 318.1185	An EMS-powered district may acquire equipment, employ EMTs, and charge rates subject to Chapter 450B.	No amendment	Sufficient for EMS capacity; it does not override permits, health-authority rules, or exclusive ambulance/EMD rights.
NRS 318.175, .180	General powers support property, contracts, personnel, and operation of district facilities/services.	No amendment	Use with the specifically activated fire/EMS powers.
NRS 474.537	An existing NRS 474.460/.533 fire district may reorganize as a GID; the GID must assume all district debts, obligations, liabilities, revenues, expenditures, and assets.	No amendment	This provides a TMFPD succession route. It does not itself transfer Reno or Sparks departments.
Municipal succession	Chapter 318 has no equivalent automatic transfer of a city fire department's workforce, claims, contracts, property, debt, revenues, permits,	Conditional	Use negotiated transfers where adequate; enact a municipal-successor provision if comprehensive transfer without serial assignments is selected.

Provision(s)	Current legal effect	Status	Amendment direction / trigger
	and regulatory proceedings.		
NRS 318.225, .230; NRS 361.453	A GID may levy ad valorem tax for authorized purposes, subject to statutory procedures and the combined property-tax cap.	No amendment	Existing levy authority may be sufficient, but the financing plan must fit available cap capacity and avoid duplicate levies during transition.
NRS 361.4722–.4724	Partial-abatement rules affect actual property-tax yield.	No amendment	Model revenue on abated collections, not nominal assessed-value multiplication. Legislation is needed only if a special exemption is sought.
NRS 318.275, .277; NRS 350	GIDs may borrow and are subject to Chapter 318 and Local Government Securities Law limitations.	No amendment	No special debt grant is needed unless the selected security, transition borrowing, or inherited-debt structure falls outside existing authority.
NRS 286; NRS 288	A GID is a public/local government employer. Existing PERS and collective-bargaining law applies.	Conditional	No general amendment required. Consider transition language preserving PERS classification/service, CBA continuity, seniority, leave, grievances, and allocation of actuarial liabilities.
Reno Charter § 1.090	The GID form does not displace Reno's mandatory Fire Chief by implication.	Required	Amend or except the Charter if Reno's department/chief is replaced; no change if Reno retains the charter office and contracts for operations.
Local fire codes / fees	Current local codes identify local officials and fee recipients.	Conforming	At transfer, substitute the GID/fire official where appropriate; decide whether municipal codes remain adopted locally and enforced by contract or a single district code is authorized.

AH.5 Model 4 Chapter 474 Metropolitan Fire District

Legal posture: enabling legislation is required. The 2025 S.B. 319 first reprint is a useful starting architecture, but the Legislature deleted its operative district sections. Any new bill should correct the unresolved items below rather than simply reenact that draft.

Table AH-6. Model 4 Chapter 474 Provisions

Provision(s)	Current legal effect	Status	Amendment direction / trigger
NRS 474.010	The election-created form is limited to contiguous unincorporated territory or incorporated territory in a consolidated municipality.	Required	Create an express metropolitan form that can include Reno, Sparks, contiguous unincorporated territory, and enclaves/noncontiguous territory.
NRS 474.460	The county-commission-created form excludes incorporated territory other than a consolidated municipality and is governed ex officio by county commissioners.	Required	Override the territory rule and establish a regional board that represents each participating government.
NRS 474.533	It permits consolidation of qualifying contiguous Chapter 474 districts with equal tax rates; it does not consolidate city fire departments.	Required	Add a distinct municipal-and-district consolidation mechanism rather than relying on § 474.533.
Entity / governance	Current Chapter 474 lacks the desired Reno–Sparks–county metropolitan board and unit-vote design.	Required	Define political-subdivision status, boundaries, appointment/election method, terms, vacancies, quorum, voting protections, reserved matters, and withdrawal/dissolution.
Powers	Existing district powers are oriented to Chapter 474 districts; metropolitan operations need an unambiguous grant.	Required	Expressly authorize fire suppression, rescue, prevention, fire-code administration/enforcement, EMS first response, communications, facilities, purchasing, mutual aid, employment, claims, contracts, fees, and rulemaking.
Assets / liabilities / revenues	Current law does not automatically make a new metro district successor to Reno and Sparks departments.	Required	Transfer identified assets, debt, claims, contracts, grants, records, revenues, permits, investigations, and pending proceedings; protect outstanding obligations and pledged revenues.
NRS 354.470–.626	Local-government budgets are governed by the Local Government Budget and Finance Act.	Conforming	Make the district subject to Chapter 354 and identify fiscal year, funds, treasurer, audit, claims, and initial budget authority.

Provision(s)	Current legal effect	Status	Amendment direction / trigger
NRS 350; NRS 474.514	Local securities law and the Chapter 474 debt limit govern existing fire districts.	Required	Specify debt limit/security, treatment of inherited debt, transition borrowing, voter approval where applicable, and dissolution taxation. Preserve bond covenants.
NRS 361.453, .4722–.4724	Combined tax cap and abatements constrain collections.	Required	Define the levy/assessment and its priority/cap treatment. If the bill creates or increases public revenue, Nevada Constitution art. 4 § 18(2) requires a two-thirds vote in each house.
NRS 286.042, .070, .290	Public employers participate in PERS; firefighter status follows qualifying work with a participating employer.	Conforming	Declare the district a public employer and successor for employment purposes; preserve service/firefighter classification and allocate employer/actuarial obligations without reducing vested benefits.
NRS 288.060, .140–.170	The district will be a local government employer subject to collective-bargaining law, but current law contains no comprehensive fire-consolidation successor code.	Required	State the treatment of recognition, bargaining units, CBAs, seniority, probation, leave, discipline, grievances, and initial terms; preserve mandatory bargaining rights.
Reno Charter § 1.090	Reno must appoint a Fire Chief and recognizes its Fire Department.	Required	Create the same functional exception contemplated by S.B. 319 R1, but draft it to match the final governance model and treatment of City employees.
NRS 450B.820; 474.590	Local EMS franchise authority remains; Chapter 474 districts cannot operate ambulance service in an exclusive-franchise area.	Conditional	Preserve first response if transport/EMD stays with REMSA. If the district will transport or provide exclusive EMD, amend franchise instruments and any conflicting statute expressly.
NRS 474.565, .580	Boundary adjustment and fire-hazard enforcement provisions do not reference a new metropolitan form.	Conforming	Add the new form to boundary and enforcement cross-references, as S.B. 319 R1 proposed.
Nev. Const. art. 4 §§20–21	Local/special laws regulating county	Required	Use a general-law classification and statewide-uniform architecture where

Provision(s)	Current legal effect	Status	Amendment direction / trigger
	business and tax assessment are restricted; general laws must have uniform operation where applicable.		feasible; require Legislative Counsel constitutional review.

AH.6 Model 5 Purpose-Built Regional Fire Authority

Legal posture: a new regional authority cannot be created solely by local agreement if it is to possess independent sovereign, taxing, debt, regulatory, or succession powers. The enabling act should be complete enough that the authority does not depend on implication for core powers.

Table AH-7. Model 5 Purpose-Built Authority Provisions

Provision(s)	Current legal effect	Status	Amendment direction / trigger
Enabling act	No current NRS chapter creates the contemplated Washoe regional fire authority.	Required	Create the authority; state its political-subdivision/body-corporate status, purpose, territory, perpetual existence, activation conditions, and relationship to Chapters 277, 318, and 474.
Board and accountability	No default governance exists for this entity.	Required	Specify seats, appointment/election, terms, vacancies, removal, voting, unit-vote or supermajority matters, ethics, compensation, officers, public reporting, and conflict resolution.
Operational powers	Powers cannot be inferred beyond the enabling act and incorporated general laws.	Required	Grant fire, rescue, WUI, prevention, inspection, plan review, code enforcement, EMS first response, communications, facilities, contracting, purchasing, grants, mutual aid, emergency authority, and claims powers.
Revenue and tax	No independent revenue base exists.	Required	Specify contributions and/or levies, geographic incidence, rate/cap, collection, abatements, fees, grants, reserves, tax-cap interaction, and voter-approval requirements. Revenue-creating provisions implicate art. 4 § 18(2).
Debt and budget	The authority is not automatically within Chapters 350 and 354.	Required	Apply Chapters 350 and 354; define debt limit, securities, pledges, transition borrowing, audit, treasurer,

Provision(s)	Current legal effect	Status	Amendment direction / trigger
			claims, fiscal year, and insolvency/dissolution rules.
Universal succession	No current law transfers all municipal and TMFPD interests to a new authority.	Required	Provide schedules/effective dates for property, debt, claims, contracts, grants, revenues, permits, records, litigation, regulatory matters, and bond protections.
Workforce / PERS	Existing PERS law covers public employers but does not itself settle all transition allocations.	Required	Designate the authority a public employer and participating employer; preserve credited service and firefighter classification; allocate contribution and actuarial liabilities; prohibit impairment of vested benefits.
Labor succession	NRS 288 applies but does not prescribe a complete merger of multiple fire bargaining units and agreements.	Required	Preserve recognition and bargaining rights; define interim CBAs, unit placement, seniority, leave, discipline, grievances, and a lawful path to successor agreements.
Insurance / liability	Public-body status affects tort caps, immunities, workers' compensation, risk pools, and indemnity.	Required	Apply relevant public-law protections and assign legacy/new claims, insurance, self-insurance, indemnities, and tail coverage; avoid creating uninsured gaps.
Public governance laws	NRS Chapters 241, 239, 281A, 332, and 338 apply based on entity status and statutory definitions.	Conforming	Apply them expressly or amend definitions if needed; do not create accidental exemptions.
Reno Charter § 1.090	The charter office remains mandatory absent an express exception.	Required	Conform the Charter if Reno's Fire Chief/Department is displaced.
EMS / franchise	State permits and NNPH/REMSA franchise rights remain separate from the new authority.	Conditional	Define fire-based EMS scope. Preserve the franchise unless intentionally renegotiated and lawfully amended; do not assume authority to transport or provide exclusive EMD.
Local codes	Local enactments name current departments, boards, officials, fee recipients, and appeals bodies.	Conforming	Adopt coordinated Reno, Sparks, Washoe, TMFPD, and health-authority changes effective with operational transfer.

Provision(s)	Current legal effect	Status	Amendment direction / trigger
Dissolution / withdrawal	No default rule exists.	Required	Specify withdrawal conditions, minimum service continuity, debt/revenue survival, property and workforce disposition, franchise continuity, and voter/government approvals.
Nev. Const. art. 1 §15; art. 4 §§20–21	Contracts may not be impaired; local/special-law restrictions require careful bill form.	Required	Protect CBAs, franchise, bond, lease, grant, and vendor obligations and use a constitutionally supported general-law structure.

AH.7 Cross-Cutting Local Code and Instrument Matrix

These amendments are conditional on an actual transfer of legal authority. Operational standardization alone does not require changing the code official, fee recipient, appeals body, health authority, or 911 fund custodian.

Table AH-8. Cross-Cutting Local Code and Instrument Provisions

Provision(s)	Current legal effect	Status	Amendment direction / trigger
WCC 60.100.010	Applies Chapter 60 within TMFPD boundaries and unincorporated county areas not covered by another authority having jurisdiction.	Conforming	If TMFPD is replaced, redefine the territorial authority and successor AHJ; preserve coverage during the effective-date transition.
WCC 60.100.020	Adopts the 2024 IFC and 2024 IWUIC with amendments for covered territory.	Conditional	Retain the technical adoption unless a uniform regional code is chosen. Amend only the adopting authority, territorial scope, or intentionally harmonized provisions.
WCC 60.100.040	Authorizes citations by the TMFPD fire code official and designees.	Conforming	Substitute or authorize the regional/GID/metro official before enforcement transfer.
WCC 60.100.050	Penalty and enforcement provisions reference the fire code official, fire chief, TMFPD Board, and County Commission.	Conforming	Replace institutional references and preserve pending violations, appeals, and collections.
WCC 60.100.060	TMFPD Board and County Commission may adopt a	Conforming	Identify the new fee-setting body and recipient; preserve lawfully accrued fees and refunds.

Provision(s)	Current legal effect	Status	Amendment direction / trigger
	fee schedule; fees are tied to TMFPD administration.		
Reno Charter § 1.090	Requires a City Fire Chief and treats the Fire Chief/Department as part of City organization.	Required	Amend only for models that replace the City chief/department; retain for alignment or contract service with a charter-compliant chief.
RMC Title 16, Ch. 16.01	Reno's fire administration/code provisions and published 2024 IFC amendments allocate authority to Reno's fire chief/code official, prevention function, permit/fee system, and appeals/enforcement structure.	Conforming	Replace or delegate only the institutional provisions needed for the selected model; preserve the 2024 life-safety text unless harmonization is approved.
SMC Title 14, Ch. 14.05	Sparks' fire-prevention title adopts the 2024 IFC/IWUIC and assigns local administration, permits, fees, enforcement, and appeals.	Conforming	Amend official/department references at transfer; preserve technical standards unless a regional code is affirmatively adopted.
WCC 65.400–.460	Creates the 911 Emergency Response Advisory Committee, specifies Reno/Sparks/County appointments, imposes the surcharge, and governs the special revenue fund.	Conditional	This is a dispatch-funding instrument, not an EMS franchise. Amend only if membership, plan responsibility, county fund administration, surcharge level, or eligible recipients change.
NNPH ambulance franchise agreement	The published franchise grants exclusive ground-ambulance service rights in the service area and includes emergency medical dispatch obligations/rights.	Conditional	No change for fire first response. Obtain District Board of Health action and amend the franchise/interlocal allocation before transferring transport or exclusive EMD; address contract-impairment risk.
NNPH EMS regulations / protocols	The health authority's published EMS framework governs system oversight, clinical requirements,	Conditional	Conform provider names, medical oversight, response-plan roles, data/reporting, and dispatch interfaces if the operational model

Provision(s)	Current legal effect	Status	Amendment direction / trigger
	permits, and provider performance in the district.		changes; do not transfer health authority by implication.
Permits, licenses, fee schedules	Current instruments are issued to or administered by named governments, departments, and providers.	Conforming	Include continuity clauses for pending applications, inspections, permits, variances, violations, fees, and appeals; reissue only where legally necessary.

AH.7.1 Dispatch-Specific Rule

Keep three functions legally distinct

(1) 911 call receipt/PSAP technology and surcharge funding; (2) fire-unit dispatch; and (3) emergency medical dispatch/ambulance deployment. They may be operationally integrated, but they rest on different statutes, local code provisions, master plans, and franchise rights.

AH.8 Provision Package for a Future Enabling Bill

The following is the minimum substantive structure for either a Chapter 474 metropolitan district bill or a purpose-built regional authority. It intentionally excludes legislative-process tasks and other procedural workplan items.

Table AH-9. Future Enabling Bill Provision Package

Provision(s)	Current legal effect	Status	Amendment direction / trigger
1. Definitions / territory	Define participating governments, service area, included/excluded parcels, municipal territory, enclaves, and authority/district.	Required	Avoid reliance on current Chapter 474 municipal exclusions.
2. Creation / activation	State when the entity legally exists and when operating powers begin.	Required	Coordinate effective dates with local ordinances, transfers, budget, payroll, insurance, permits, and emergency continuity.
3. Governance	Set board representation, voting, reserved matters, fiduciary duties, vacancies, and public accountability.	Required	Decide whether each participating government has a unit veto for budget, tax, debt, withdrawal, or service-level changes.
4. Fire / rescue powers	Grant complete service and regulatory authority.	Required	Include suppression, rescue, prevention, inspections, plans, WUI, hazardous materials, code

Provision(s)	Current legal effect	Status	Amendment direction / trigger
			enforcement, citations, fees, mutual aid, and emergency command.
5. EMS boundary	Define first response, transport, EMD, medical direction, data, and health-authority roles.	Required	Expressly preserve or modify the NNPH/REMSA framework; conform NRS 450B and 474.590 only to the selected scope.
6. Dispatch boundary	Define fire dispatch, PSAP interface, EMD, CAD/data, radio, records, and E911 funding responsibilities.	Required	Preserve NRS 244A/WCC 65 restricted-fund rules unless amended.
7. Finance	Authorize contributions, levies/assessments, fees, grants, reserves, debt, and audits.	Required	Address tax cap/abatement, geographic equity, debt limit, bond covenants, revenue transition, and constitutional voting threshold.
8. Succession	Transfer assets, liabilities, debt, contracts, claims, grants, records, revenues, permits, and proceedings.	Required	Use schedules and non-impairment language; distinguish title transfer from operational custody.
9. Workforce	Define employer, transfer date, classification, seniority, leave, probation, discipline, and benefits.	Required	Preserve PERS service/firefighter status and mandatory bargaining rights; allocate actuarial and legacy obligations.
10. Regulatory continuity	Preserve codes, permits, inspections, violations, appeals, and fee schedules during transition.	Required	Prevent an enforcement gap on the operational effective date.
11. Liability / insurance	Allocate legacy and new claims and coverage.	Required	Address tort status, workers' compensation, self-insurance, indemnity, and tail coverage.
12. Withdrawal / dissolution	Define exit rights and continuing obligations.	Required	Debt, pledged revenues, franchises, employee rights, and minimum service obligations must survive as specified.
13. Conforming amendments	Update statutory, charter, and local cross-references.	Required	At minimum: Reno Charter § 1.090 when the City chief is replaced; Chapter 474 boundary/enforcement cross-references; and local code-official/fee provisions.

AH.8.1 S.B. 319 Drafting Lessons

R1 correctly identified the need for express municipal territory, political-subdivision status, regional board composition, universal succession, budget, assessment, debt, dissolution, boundary, hazard-enforcement, and Reno Charter provisions.

R1 did not enact any of those provisions: the enrolled bill states that sections 1–14 were deleted. They should be cited as precedent only, never as current authority.

A successor bill should go further by expressly resolving PERS/employer status, labor succession, EMS transport and EMD franchise boundaries, 911 funding, local fire-code continuity, tort/insurance, procurement/public works, records/open-meeting application, and transition claims.

Because a new levy, assessment, fee, or changed computation base creates or increases public revenue, the bill should be planned for the two-thirds threshold in Nevada Constitution art. 4 § 18(2).

AH.9 Accuracy Controls and Legal Interpretive Limits

Table AH-10. Accuracy Controls and Legal Interpretive Limits

Issue	Controlling authority	Treatment	Final interpretive rule
Chapter 318 municipal territory	Published NRS 318.055 expressly permits a GID within, outside, or partly within municipalities and permits noncontiguous territory.	Controlling	No Chapter 318 amendment is required solely to include Reno or Sparks territory; municipal-consent and formation requirements still apply.
WCC Chapter 65 citation	Published §§ 65.400–.460 concern 911 telephone enhancement, committee governance, surcharge, and a special revenue fund.	Controlling	These provisions govern dispatch and E911 matters only; they are not ambulance-franchise authority.
S.B. 319 status	The first reprint proposed operative Chapter 474 changes; the enrolled text deleted sections 1–14 and retained the study/report mandate.	Controlling	First-reprint language is proposed drafting precedent, not enacted law; metropolitan district authority was not enacted.
Chapter 277 effect	NRS 277.130 preserves each party's legal obligations; §§ .103–.105 and .110–.180 support shared delivery and administration.	Controlling	Chapter 277 supports alignment and joint delivery but does not create automatic succession or an independent taxing district.
Reno Fire Chief	Reno Charter § 1.090 uses mandatory appointment language.	Controlling	A charter amendment or express exception is required if a regional chief replaces the Reno Fire Chief.

Issue	Controlling authority	Treatment	Final interpretive rule
EMS franchise	NRS 450B.820 and 474.590 preserve local/exclusive franchise effects.	Controlling	Fire-based EMS first response remains legally distinct from ambulance transport and emergency medical dispatch.
Local code editions	Washoe/TMFPD, Reno, and Sparks published 2024 fire-code adoptions/amendments effective in the 2025–2026 cycle.	Controlling	Current 2024 code adoptions and amendments control.

AH.9.1 No-Amendment Determinations

No NAC 450B amendment is presently identified if the selected entity operates within the existing permit, certification, medical-direction, and health-authority framework.

No NRS 286 benefit-formula amendment is presently identified. Entity qualification, employer participation, firefighter classification, and allocation of transition liabilities must be confirmed; a special act can provide clarity without changing benefit formulas.

No NRS 288 amendment is necessary for ordinary bargaining under existing employers or a clearly designated new political subdivision. Transition-specific successor rules are a policy choice for a structural consolidation bill.

No amendment to the technical substance of the 2024 IFC/IWUIC is legally required merely because the enforcing organization changes. Organizational, territorial, fee, permit, citation, and appeal references do require conforming treatment.

Annex AI: Zone-Based EMS Response Benchmarks and Response-Zone Map

AI.1 Benchmarks and Reported Performance

The following zone-based response benchmarks were confirmed by REMSA through the May 2026 benchmark review and are accurate against the 2026 Amended and Restated Franchise Agreement. REMSA's response time clock starts when the agency receives the caller's address, phone number, and chief complaint (not at 911 call receipt). On average, a unit is assigned within 22 seconds of that point. Zones B, C, and D are calculated together for 90th percentile reporting due to low combined Priority 1 volume (typically under 100 calls/month combined). Approximately 96% of Priority 1 calls originate from Zone A. The geographic boundaries of each response zone are shown in Map AI-1 below, which depicts the NNPH/DBOH-approved REMSA Health Response Zone Map (effective July 1, 2024). Table AI-2 presents REMSA-provided FY2025–FY2026 Priority 1 actual 90th-percentile performance by zone for descriptive comparison with these franchise benchmarks. The FY26 annual review found no zone-boundary revisions warranted for 2025 or 2026; a new map format was introduced in 2025 to improve accessibility.

Table AI-1. REMSA Zone-Based Response Benchmarks - All Priorities (IRQ-Confirmed, 2026)

Source: REMSA benchmark confirmation, May 2026; 2026 Amended and Restated Franchise Agreement.

Response Zone	P1 - 90th Pct	P2 - 90th Pct	P3 - 90th Pct	Notes
Zone A - Urban Core	8:59	12:59	19:59	~96% of Priority 1 call volume
Zone B	15:59	19:59	24:59	B/C/D reported together
Zone C	20:59	24:59	29:59	B/C/D reported together
Zone D	30:59	34:59	39:59	B/C/D reported together
Zone E - Rural/Remote	Best Effort/ASAP	ASAP	ASAP	No fixed standard

Table AI-2. REMSA Priority 1 Actual 90th-Percentile Response-Time Performance by Zone - FY2025–FY2026

Source: REMSA Health provided FY2025–FY2026 Priority 1 90th-percentile response-time data; 2026 Amended and Restated Franchise Agreement used for benchmark context.

Zone	90th Percentile Response Time	Call Count
Zone A	0:08:53	31,089
Zone B	0:16:03	761
Zone C	0:15:10	364
Zone D	0:25:47	46

Zone	90th Percentile Response Time	Call Count
Zone E	0:35:11	137

Interpretive note: The individual zone values above are descriptive. As shown in Table AI-1, under the 2026 Franchise Agreement, Priority 1 compliance for Zones B, C, and D is calculated collectively across the combined B/C/D response areas; Zone E is a best-effort/ASAP area without a fixed response-time standard. Shown in Table AI-1

AI.2 Exclusions from Response-Time Calculations

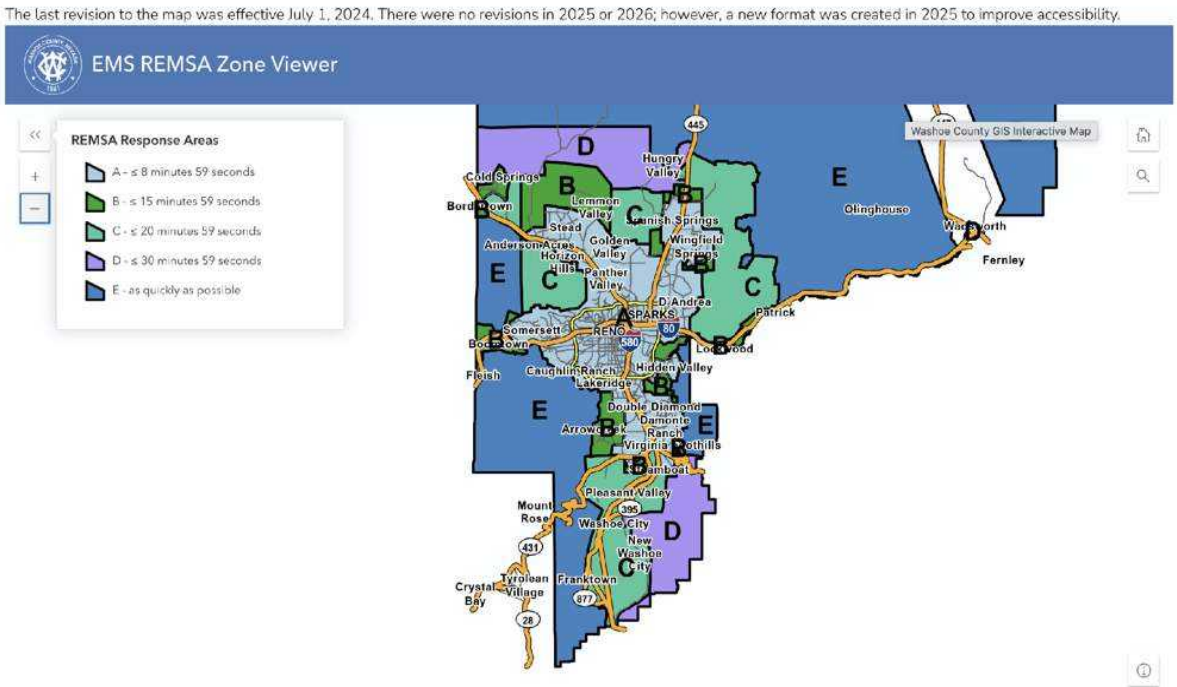
- Approved exempt responses (for example, qualifying snow/weather events, system overload conditions, hospital-related delays, and other approved circumstances).
- Incidents where crews failed to record an on-scene status.
- Incidents involving an incorrect address provided by the reporting party.

AI.3 Supplemental Communications-Center Benchmarks

SUPPLEMENTAL BENCHMARKS: REMSA Health's Regional Emergency Communications Center holds Accredited Center of Excellence designations from the International Academies of Emergency Dispatch for emergency medical and emergency fire dispatch. REMSA also reports internal unit-turnout benchmarks of under 60 seconds for calls for service and 120 seconds for post moves. These operating benchmarks are monitored in quarterly EMS Advisory Board reporting but are not separately stated in the franchise agreement.

Source: REMSA Health accreditation information and quarterly EMS Advisory Board reporting.

AI.4 Response-Zone Map



Map AI-1. REMSA Health Response Zone Map - Washoe County (Reference, July 1, 2024)

Source: Northern Nevada Public Health (NNPH) EMS Oversight Program / Washoe County Regional Services GIS. Approved by the District Board of Health (DBOH). Last revision effective July 1, 2024. Zone boundaries reviewed annually and on census-year cycles. Approximate depiction - not to scale. Interactive map available at: nnph.org/programs-and-services/phd/emergency-medical-services-oversight-program/ems_response.php

The map above depicts the five REMSA Health response zones across Washoe County. Zone A - the urban core covering Reno, Sparks, and immediately surrounding areas - accounts for approximately 96% of all Priority 1 call volume. Zone B consists of small suburban patches adjacent to Zone A. Zones C and D extend into outer suburban and rural areas, respectively, including the corridor toward Pyramid Lake (Zone C/D northeast) and the area toward the California border and Mt. Rose (Zone C southwest). Zone E covers the most remote areas where only best-effort response is feasible. Zone benchmarks for Zones B, C, and D are calculated together due to low combined call volume (typically under 100 Priority 1 calls per month combined). The Gerlach volunteer ambulance service area and North Lake Tahoe Fire Protection District are excluded from the REMSA franchise service area. The map is created by the NNPH EMS Oversight Program and Washoe County GIS, reviewed by NNPH and REMSA Health, and formally approved by the District Board of Health (DBOH).

Additional information can be located under REMSA's Health Franchise Map Review located here: https://storymaps.arcgis.com/stories/e0a207dc0abc45058618899ed105118f

Annex AJ: Fire-Based ALS Deployment and EMS Integration Plan

AJ.1 Purpose and Principal Recommendation

This annex establishes a phased plan for integrating fire-based advanced life support delivery with the regional ambulance transport system. Its principal recommendation is to strengthen and more deliberately distribute fire-based ALS capability while retaining REMSA as the exclusive ambulance-franchise holder and principal regional transport-system operator. Existing authorized fire-agency transport arrangements would remain unchanged.

Expansion should proceed through measured stages rather than through a predetermined apparatus or organizational model. The plan is intended to improve access to appropriate clinical capability, reduce avoidable fire-unit commitment, and better align fire response, ambulance deployment, patient handoff, medical oversight, hospital operations, data systems, and workforce development.

The recommended initial action is a controlled test of targeted ALS squads or peak-period medic resources. Broader hybrid or frontline ALS expansion should occur only if measured results demonstrate an operational benefit and the participating agencies can sustain the associated staffing and cost.

AJ.2 Current System Configuration

The regional EMS system uses a coordinated dual-provider structure. Reno Fire Department, Sparks Fire Department, and Truckee Meadows Fire Protection District provide fire-based medical first response and ALS care where qualified personnel are assigned and available. REMSA provides regional ambulance response and transport under the ambulance franchise. Existing limited fire-agency transport operations function through the specific arrangements described in Chapter 32.

REMSA dynamically positions ambulances based on anticipated demand, current unit locations, and availability rather than assigning all ambulances to fixed stations. Fire resources are generally station based. Effective performance therefore depends on coordinated dispatch, shared awareness of unit status and location, appropriate ALS and ILS assignment, clear patient-care transfer criteria, and timely release of fire companies after ambulance arrival.

The current system is coordinated but not fully integrated. Dispatch workflows, data governance, patient-care documentation, medical-direction coordination, workforce planning, and performance measurement remain divided among participating organizations.

AJ.3 Principal System Constraints

Table AJ-1. Principal EMS System Constraints

Constraint	Current Condition	Planning Implication
Fire-based ALS coverage	ALS staffing and daily availability vary by agency, station, apparatus, vacancy, and cross-staffing condition.	Use explicit minimums, backup rules, and staged expansion rather than assuming every company is continuously ALS capable.
Ambulance availability	Ambulance availability varies with demand, transport activity, hospital handoff, and return-to-service time.	Coordinate deployment and measure ambulance reliability by time, location, and franchise response zone.
ALS and ILS alignment	An ILS ambulance arriving after fire has initiated ALS care can require a fire-paramedic rider or continued fire-unit commitment.	Use required ILS reporting to determine whether protocol, call-type, or deployment changes are warranted.

Constraint	Current Condition	Planning Implication
Patient handoff	Routine criteria for transfer of care and fire-unit release are not consistently documented across the system.	Adopt written regional handoff, rider, cancellation, and release criteria.
Dispatch coordination	Separate workflows and incomplete real-time visibility can produce inconsistent assignments, transfers, upgrades, downgrades, and cancellations.	Complete shared CAD visibility and establish common operating rules.
Clinical and data integration	Medical direction, QA/QI, and electronic patient-care data remain distributed across organizations and platforms.	Establish regional clinical coordination, linked identifiers, interoperable data exchange, and joint case review.
Workforce capacity	ALS expansion depends on recruitment, education, preceptor capacity, relief staffing, and daily roster sufficiency.	Establish a regional paramedic workforce pipeline and verify deployable staffing before expansion.

Source: Chapter 32; agency staffing and operational records; Daily Paramedic Staffing Analysis; 2026 REMSA franchise agreement; and Annex H.

AJ.4 Phased Fire Based ALS Deployment Model

The recommended deployment pathway retains current agency ALS minimums and uses targeted additions to address demonstrated service gaps. Each phase is conditional. Advancement requires evidence that the preceding phase improved access to appropriate ALS capability or reduced avoidable fire-unit commitment without weakening fire-suppression coverage or creating an unsupported recurring cost.

Table AJ-2. Phased Fire-Based ALS Deployment Model

Phase	Deployment Model	Principal Use	Required Determination
Phase 1	Existing ALS tier, planned expansion, and targeted ALS squad or peak-period medic pilots	High-demand periods, geographic ALS gaps, extended ambulance-arrival locations, and restoration of capacity following prolonged EMS commitments	Demonstrated need, available qualified staffing, defined operating hours and deployment rules, funding, and a controlled evaluation plan
Phase 2	Hybrid combination of ALS engines and targeted ALS squads	Broader geographic ALS reliability while preserving flexible response to concentrated demand	Measured Phase 1 benefit, acceptable company and donor-area availability, sustainable cost, and labor and medical-control approval
Phase 3	Expanded frontline ALS on urban and suburban engines or trucks	More consistent ALS capability across jurisdictional boundaries	Verified paramedic pipeline and daily roster, demonstrated incremental value, full recurring funding, and adequate medical-direction and QA/QI capacity

Phase 1 is the recommended near-term action. A targeted resource should be additive and should not be created by removing a baseline company, apparatus, or required position. Its duty hours, response area, dispatch rules, qualifications, relocation triggers, and termination conditions should be established before the pilot begins.

The pilot may use a two-person ALS squad or peak-period medic resource where staffing and apparatus availability support that configuration. Deployment should focus on demonstrated demand or service conditions rather than jurisdictional boundaries.

AJ.5 Integration With the REMSA Transport System

REMSA would remain the exclusive ambulance-franchise holder and principal regional transport-system operator under this recommended model. Fire-based ALS deployment is intended to improve access to qualified care and regional system resilience; it is not intended to duplicate routine ambulance transport.

Fire and ambulance resources should be dispatched according to common clinical and operational rules using the closest appropriate available resource. Participating agencies should have real-time visibility of unit status and location where authorized and technically available.

The agencies and REMSA should use the quarterly ILS information required by Article 12.2 of the 2026 franchise agreement to identify recurring circumstances in which an ILS transport unit is assigned to an ALS-active scene. The review should distinguish clinically necessary fire-paramedic riders from avoidable deployment mismatch and should evaluate effects on patient-care continuity, fire-company availability, ambulance availability, and donor-area coverage.

AJ.6 Patient Handoff and Fire Unit Availability

Regional protocols should specify:

- When fire remains the primary ALS provider.
- When REMSA assumes patient-care responsibility.
- When a fire paramedic accompanies the ambulance.
- The clinical circumstances requiring a rider.
- When the remaining fire company may return to service.
- When a fire or ambulance resource may be cancelled.
- How disagreements regarding clinical responsibility are resolved.

The regional data record should include fire arrival, ambulance arrival, transfer of care, rider status and reason, fire-unit release, transport departure, hospital arrival, offload completion, and return to service under a common incident identifier.

These records should be used to measure the frequency and duration of extended fire-unit commitments and determine whether the phased deployment model improves resource availability. A shorter time to ALS arrival is not sufficient if the arrangement increases out-of-service time, weakens the effective response force, or transfers risk to another response area.

AJ.7 Hospital System Integration

Hospitals are active components of the EMS system because transport destination, receiving-facility capacity, patient transfer, and offload time can affect ambulance availability. Stakeholders reported that hospital offload performance has improved, but the region should continue measuring receiving-facility transfer intervals as a system-capacity indicator.

Regional coordination should include facility-specific offload monitoring, notification of unusual capacity constraints, destination and surge coordination consistent with medical-control requirements, and review of extended ambulance and fire-unit commitments associated with hospital transfer conditions.

Hospital information should be used as an operational planning input. It should not be used to redirect patients or change clinical destination decisions outside applicable protocols and medical-control authority.

AJ.8 Clinical Governance Quality Improvement and Data Integration

The phased ALS strategy requires coordinated clinical and operational oversight. The regional structure may use the Joint Advisory Committee or a successor forum, provided its authority and relationship to agency medical directors, Northern Nevada Public Health, the District Board of Health, and the ambulance franchise are clearly defined.

Table AJ-3. EMS Integration Responsibilities

Function	Principal Responsibility	Required Result
Executive coordination	Policy direction, participating-government coordination, and interface with the District Board of Health and Northern Nevada Public Health	Clear authority, accountability, and escalation procedures
Operational coordination	Dispatch rules, deployment, patient handoff, cancellation, unit release, and pilot oversight	One documented regional operating framework
Clinical coordination	Protocol alignment, medical-direction coordination, and joint QA/QI	Consistent clinical expectations and a formal case-review process
Data governance	Common definitions, linked identifiers, completeness controls, authorized access, and recurring reporting	Comparable end-to-end performance measures
Workforce coordination	Paramedic education, clinical rotations, field internships, continuing education, and relief planning	Sustainable qualified staffing for each authorized phase

A single regional medical director is not required for Phase 1. More coordinated medical-direction options, including a single director or co-directorship, may be evaluated if the agencies later pursue deeper operational integration.

The agencies should establish a HIPAA-compliant data-sharing structure supporting joint review of selected high-acuity incidents, extended fire-first intervals, fire-paramedic rider events, and other defined system exceptions. Near-term integration may use secure data exchange between the existing ePCR platforms. Migration to a single platform may be evaluated separately.

AJ.9 Paramedic Training and Workforce Development

The agencies and REMSA should coordinate a regional paramedic workforce pipeline that includes academic instruction, clinical rotations, field internships, preceptor capacity, continuing education, and joint simulation.

Workforce planning should separately identify:

- Certified personnel.
- Personnel available for operational assignment.
- Required daily staffed positions.
- Vacancies, leave, and training relief.
- Premium pay and overtime.
- Field-training and preceptor requirements.
- Medical-direction and QA/QI capacity.
- The number of additional positions required for each proposed deployment phase.

No deployment phase should be approved from certification totals alone. Each phase requires a roster-level demonstration that the required paramedics can be assigned every day without reducing required staffing elsewhere or counting the same person in more than one operational role.

AJ.10 Implementation Sequence

Table AJ-4. EMS Integration Implementation Sequence

Period	Primary Actions	Required Decision
0–12 months	Confirm governance; adopt common performance and handoff measures; validate Article 12.2 reporting; complete the staffing and cost baseline; design the targeted ALS pilot	Approve, revise, or decline a defined pilot with identified staffing, funding, dispatch rules, baseline measures, and termination conditions
12–36 months	Operate and evaluate targeted ALS or peak-period medic pilots; complete shared CAD visibility and data alignment; strengthen regional QA/QI and workforce development	Determine whether Phase 1 should continue, change, expand, or end
36–72 months	If supported by measured results, implement selected hybrid ALS-engine and ALS-squad arrangements	Approve a validated Phase 2 deployment plan and recurring financial authorization
Beyond 72 months	Consider broader frontline ALS and any deeper governance or transport changes through the applicable franchise, legal, labor, financial, and public processes	Prepare a separate decision package demonstrating service benefit, affordability, legal authority, and implementation readiness

AJ.11 Performance Measures

The evaluation should include:

- Time to first appropriate ALS capability.
- Fire and REMSA arrival order and interval.
- Ambulance response reliability by zone, location, and time.
- ILS responses to ALS-active scenes.
- ALS upgrades and fire-paramedic rider events.
- Fire-company and ambulance availability.
- Unit-hour utilization.
- Concurrent incident exposure.
- Move-ups and donor-area uncovered time.
- Effective-response-force participation.
- Staffing reliability, vacancies, and overtime.
- Clinical QA/QI findings.
- Total incremental and lifecycle cost.

Results should be reported by geography, time of day, incident type, and deployment condition where the available data support those distinctions. The evaluation should identify data completeness and should not infer clinical outcomes from response intervals alone.

AJ.12 Expected Benefits and Evidentiary Limits

Table AJ-5. Expected EMS System Benefits

Expected Result	Operational Mechanism	Required Validation
Earlier access to ALS capability	Targeted paramedic resources reach identified service gaps	Time to first appropriate ALS capability
Improved ALS reliability	ALS resources are distributed according to demand, geography, and availability	Reliability by location, hour, and incident type
Reduced fire-unit commitment	Better ambulance alignment and clearer handoff and rider rules	Fire-unit release time and fire-paramedic rider frequency
Improved fire-system availability	Companies return to service sooner following EMS incidents	Company availability, concurrent demand, and uncovered time
Improved ambulance deployment coordination	Shared unit visibility and common dispatch rules reduce avoidable mismatch	Ambulance reliability, upgrades, cancellations, and unit status
Improved performance management	Linked data and common definitions support regional evaluation	Data completeness and recurring regional reporting

These benefits are expected operating mechanisms rather than guaranteed results. The available evidence does not establish the final number or location of ALS squads, the number of additional paramedic positions required, the complete cost of the regional EMS system, a quantified clinical outcome, or the net savings of the full phased model.

Those determinations require the linked unit-status, clinical, staffing, transport, handoff, cost, and outcome information identified in Section 4.30.5 and Chapter 32.

AJ.13 Conclusion

The recommended near-term direction is a coordinated regional EMS system in which REMSA continues to operate the regional ambulance transport system and the fire agencies strengthen ALS first response through a targeted, measured, and financially controlled deployment strategy.

Targeted ALS squads or peak-period medic pilots should precede broader hybrid or frontline ALS expansion. Each subsequent phase should proceed only when observed results demonstrate a service benefit, the participating agencies can sustain the staffing and cost, and fire, ambulance, clinical, and donor-area reliability are preserved.

This phased approach improves the integration of fire-based ALS and ambulance transport without presuming that the region must change its ambulance franchise, transfer transport responsibility, or create a new EMS organization.

Annex AK: Dispatch Technology and Equipment Inventory

Table AK-1. Dispatch Technology and Equipment Inventory

Domain	Reno	Sparks	TMFPD / REMSA	Regional assessment
Primary CAD	Reno / regional legacy -> Regional CAD	Sparks / regional legacy -> Regional CAD	REMSA partner in Regional CAD project	Regional CAD is the target common platform; production status and interfaces should be validated.
CAD mobile	Legacy mobile -> Regional CAD mobile architecture	Legacy mobile -> Regional CAD mobile architecture	Legacy REMSA/TMFPD AVL/mobile -> Regional CAD architecture	Standardize workflows and role-based access.
Radio network	WCRCS/NSRS regional P25	WCRCS/NSRS regional P25	TMFPD regional-system access; REMSA interoperability historically different	Regional radio backbone is already highly consolidated.
Dispatch consoles	L3Harris Symphony / replacement investments documented	Harris equipment documented	Exact REMSA console configuration requires validation	Inventory and plan common Fire/EMS talk group and backup access.
GIS / mapping	Regional CAD GIS / Esri Street Map procurement documented	Regional CAD GIS / Esri Street Map	Historical addressing differences documented	Create one authoritative regional Fire/EMS GIS and change-control process.
Supplemental 9-1-1 location	RapidSOS documented	RapidSOS documented	Exact deployment requires validation	Ensure responsible call takers have consistent access.
NG911 / ESInet	County-funded regional program	County-funded regional program	Interface requirements with REMSA secondary operation require validation	Design around target PSAP architecture and failover.
Recording / logging	Regional CAD-to-Verint integration documented; console recall capability	Regional Verint integration documented	Participation/interface requires validation	Create common retention, access and evidentiary policy.
Station alerting	PURVIS documented	PURVIS documented	PURVIS documented for TMFPD	Strong standardization opportunity; validate Regional CAD integration and redundancy.

Domain	Reno	Sparks	TMFPD / REMSA	Regional assessment
AVL	Regional CAD capability anticipated	Regional CAD capability anticipated	Operational AVL/GPS use documented for closest TMFPD resource	Extend to common closest-appropriate-unit policy.
Fire operations / preplans	First Due documented	First Due documented	First Due documented	Inventory modules/version and interfaces; standardize data governance.

Annex AL: Dispatch Staffing and Workload Data Requirements

Table AL-1. Dispatch Staffing and Workload Data Requirements

Data element	Required detail
Authorized and filled positions	Dispatchers, supervisors, managers, QA/trainers, CAD/GIS/IT support; filled, vacant, trainee/probationary.
Qualification status	Police, Fire, EFD, EMD, call-taking and other certifications/console qualifications.
Shift structure	Schedules, shift lengths, overlap, minimum staffing, target staffing, on-call/recall practices.
Console assignments	Call-taking, Police radio, Fire radio, EMS radio, shared channels, information/support, supervisor console coverage.
Workload	911 calls, administrative calls, Fire incidents, EMS incidents, radio transactions, units dispatched, average call/incident handling time, peak hourly volume.
Vacancy/overtime	Vacancy history, overtime, mandatory holdover, callback, supervisor console coverage and training backfill.
Leave/relief factor	Vacation, sick, holiday, training, FMLA and other nonproductive time used to convert continuously staffed seats to FTE.
Residual requirement	Minimum sustainable Police/911 staffing after Fire workload moves from Reno or Sparks.
Transferability	Positions that could actually move, be eliminated, be repurposed, or remain with predecessor agency.
Compensation	Salary ranges, premiums, benefits, PERS, overtime rules, differentials and collective-bargaining requirements.

Annex AM: Mutual-Aid and External Dispatch Interfaces

The regional communications design must preserve the legal authority for resources to operate across jurisdictional boundaries while simplifying the communications transaction. The list below reflects the key relationships identified in the project record; current controlling instruments and operating plans should be validated before CAD configuration is treated as authoritative.

Table AM-1. Mutual-Aid and External Dispatch Interfaces

Relationship	Type	Dispatch significance	Regional treatment
Reno Fire-TMFPD Automatic/Mutual Aid MOU (2024)	Internal regional	Response plan and CAD changes for designated areas; later operating status should be verified.	Convert current authorized response logic into the regional response-plan library and eliminate unnecessary dual dispatch.
Sparks Fire-TMFPD Cooperative Agreement (2021)	Internal regional	Automatic, enhanced and mutual aid; original term reaches 2026.	Verify renewal/replacement; preserve legal authority while simplifying dispatch transaction.
Reno Fire-Sparks Fire automatic/mutual-aid relationship	Internal regional	Current operational relationship indicated; controlling general agreement not in source record.	Obtain executed instrument and configure regional response plans from current authority.
REMSA-Reno / REMSA-TMFPD / Reno-Sparks / Sparks-TMFPD EMS agreements (2016 series)	EMS-specific	Historical EMS mutual-aid instruments; current independent status not established.	Validate whether superseded or still operative before regional EMS deployment rules are finalized.
TMFPD-North Lake Tahoe FPD	External local	Cooperative/automatic aid relationship.	Preserve automatic-aid geography, order point, radio procedure and operating plan.
TMFPD-Carson City Fire	External local	Cooperative relationship at southern boundary.	Define automatic versus request-based aid and dispatch exchange process.
TMFPD-Storey County Fire	External local	Cooperative agreement plus annual operating plan.	Use current operating plan for response zones, ordering and radio procedures.
TMFPD-North Lyon County FPD	External local	Automatic and mutual aid relationship.	Preserve external ordering and response rules.
Sparks Fire-Storey County / Reno Fire-Storey relationships	External local	Separate relationships identified.	Reconcile two local interfaces with the same neighboring agency.
US 395 Mutual Aid Communications Plan (2025)	Cross-state / external	Single-point ordering and closest-resource logic along US 395.	Preserve designated ordering point and cross-state procedure.

Relationship	Type	Dispatch significance	Regional treatment
Nevada / federal wildland cooperative system	Wildland/interagency	Separate resource-ordering framework involving NDF and federal partners.	Regional center should serve as an efficient gateway, not replace interagency ordering systems.

Annex AN: Dispatch Financial Model Methods, Assumptions, and Required Outputs

The completed dispatch financial model evaluates current operations and the organizational alternatives presented in Chapters 34 and 35. This annex identifies the model structure, required outputs, and data controls needed to keep the comparison explicit, auditable, and updateable.

Table AN-1. Dispatch Financial Model Structure, Outputs, and Data Controls

Required output	Definition
Current total regional communications cost	Agency operating costs + shared regional infrastructure, net of duplicate entries.
Current Fire/EMS-related cost	Direct costs plus reasonable allocations; identify nonallowable combined PSAP costs separately.
Scenario recurring cost	Personnel, technology, facilities, IT/cyber, QA/training, contracts, insurance, administration and replacement reserves.
Scenario cost per dispatched incident	Recurring scenario cost divided by an agreed Fire/EMS workload denominator after the cost model is built.
Transition cost	One-time governance, legal, labor, training, technology, facility, parallel-operation and cutover cost.
Capital cost	Facility, consoles, network, equipment, cybersecurity, station alerting and other long-lived investments.
Residual predecessor cost	Costs that remain in Reno, Sparks, TMFPD, REMSA or County after the function moves.
Net systemwide impact	New regional cost + residual predecessor cost - avoidable predecessor cost - eligible external funding.
Member assessments	Common readiness + workload + direct cost - credits.
Sensitivity cases	Call volume, wage/benefit, staffing minimum, overtime, facility cost, E911 eligibility, REMSA role, member changes and grant availability.
Five-/ten-year lifecycle view	Operating escalation, debt/financing, capital replacement, reserves and major technology refresh.

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Calculation linkage. The source data identified in this chapter were analyzed through *Regional Risk-Capability Gap Calculation Package*; *Hazard Conditions and Operational Implications Calculation Package*; *Regional Structural-Fire Effective Response Force Benchmark Calculation Package*; *Fire Growth and Service-Needs Calculation Package*; *Regional Spatial-Growth and Network Calculation Package*; *Current and Future Station-Network GIS Calculation Package*; and *Service-Delivery Equity Calculation Package*. These packages are analytical records, not independent sources.

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Chapter 36: Recommended Regional Dispatch Framework

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Chapter 41: Summary of Potential Benefits of Consolidation

No separate sources. This chapter synthesizes findings and sources documented in the preceding chapters.

Chapter 42: Summary of Potential Negative Impacts of Consolidation

No separate sources. This chapter synthesizes findings and sources documented in the preceding chapters.

Chapter 43: Final Feasibility Analysis

No separate sources. This chapter synthesizes findings and sources documented in the preceding chapters.

Chapter 44: Conclusions

No separate sources. This chapter synthesizes findings and sources documented in the preceding chapters.

CALCULATION PACKAGES

The following calculation packages form the report's quantitative audit record. They are listed separately from the bibliography because they are derived analytical products rather than independent sources. Each package is identified by a single standardized reporting title.

Agency Performance and Workload

Reno Fire and EMS Statistical Calculation Package. Primary inputs: City of Reno Fire Department CAD dispatch, incident, unit-chronology, and station-assignment extracts.

Reno All-EMS Event-Level Calculation Package. Primary inputs: City of Reno Fire Department CAD records and EMS event classifications.

Reno Call-to-Event Reconciliation Calculation Package. Primary inputs: City of Reno Fire Department dispatch, incident, and unit-response records.

Reno All-EMS Boundary-Sensitivity Calculation Package. Primary inputs: City of Reno Fire Department CAD records, station assignments, and regional station and road-network data.

Sparks Fire and EMS Statistical Calculation Package. Primary inputs: City of Sparks Fire Department CAD, primary-unit, incident, station, and territory extracts.

TMFPD Fire and EMS Statistical Calculation Package. Primary inputs: Truckee Meadows Fire Protection District CAD, incident, unit-chronology, availability, and station-assignment extracts.

Regional Performance, GIS, and Deployment

Regional Performance and Resource-Depth Calculation Package. Primary inputs: Reno, Sparks, and TMFPD CAD and unit-chronology records.

Operational Performance and Regionalization Sensitivity Calculation Package. Primary inputs: Reno, Sparks, and TMFPD calendar-year 2025 CAD and unit-chronology records; SFD fiscal-year 2025 Rescue and EMS records; REMSA operational timing and matched-arrival records; boundary-drop availability calibration; and common-AVL linked-event modeling.

Regional Structural-Fire Effective Response Force Benchmark Calculation Package. Primary inputs: Agency alarm assignments, staffing and apparatus records, operating policies, and applicable NFPA and OSHA authorities.

Regional Mutual-Aid and Linked-Event Calculation Package. Primary inputs: Agency CAD records, mutual- and automatic-aid agreements, run cards, and boundary-response records.

Boundary-Drop GIS and Area/Population Calculation Package. Primary inputs: Agency CAD and station records, OpenStreetMap road-network data, and Census population data.

Current and Future Station-Network GIS Calculation Package. Primary inputs: Agency station GIS, facility, apparatus, operating-status, CAD, and OpenStreetMap road-network data.

Service-Delivery Equity Calculation Package. Primary inputs: Agency CAD records, Census and ACS data, CDC/ATSDR Social Vulnerability Index data, FEMA National Risk Index data, and SILVIS WUI data.

Study Standard Coverage-Gap Calculation Package. Primary inputs: Agency CAD and station records, road-network data, and the fire/EMS performance standards cited in the report.

Growth, Risk, Facilities, and Resilience

Planning Consistency Calculation Package. Primary inputs: Regional and local plans, consensus forecasts, agency station records, WUI data, and public project records.

Hazard Conditions and Operational Implications Calculation Package. Primary inputs: Washoe County hazard-mitigation and WUI materials, FEMA risk data, SILVIS WUI data, Census data, and agency operational records.

Fire Growth and Service-Needs Calculation Package. Primary inputs: Consensus forecasts, Census and ACS data, local planning records, agency CAD data, station records, and WUI and hazard datasets.

Regional Spatial-Growth and Network Calculation Package. Primary inputs: Agency station and CAD records, OpenStreetMap road-network data, Census data, and regional growth forecasts.

Future-Network Sensitivity Calculation Package. Primary inputs: Agency station and CAD records, planned station changes, road-network data, and regional growth forecasts.

Integrated Station-Network and Effective Response Force Calculation Package. Primary inputs: Agency station, apparatus, staffing, CAD, and alarm-assignment records, together with road-network data and cited performance standards.

Targeted Station Search-Area Calculation Package. Primary inputs: Agency station and facility records, road-network data, growth forecasts, and public parcel and project information used in the report.

Regional Risk-Capability Gap Calculation Package. Primary inputs: Hazard, WUI, critical-infrastructure, demographic, station, apparatus, staffing, and specialty-capability records.

Stations, Facilities, and Capital Planning Calculation Package. Primary inputs: Agency station-condition and facility records, apparatus and staffing records, public station-project records, and agency financial reports.

Community Risk Reduction Calculation Package. Primary inputs: Agency prevention and mitigation program records, hazard and WUI data, Firewise USA materials, and local wildfire-planning sources.

Insurance-Resilience and Firewise Crosswalk Calculation Package. Primary inputs: Nevada Division of Insurance materials, Verisk/ISO materials, Firewise USA information, agency mitigation records, and cited insurance authorities.

Close Station-Pair Consolidation Review Calculation Package. Primary inputs: Agency station, facility, apparatus, staffing, CAD, and operating-status records, together with OpenStreetMap road-network data.

Financial and Dispatch

Fire Service Financial Modeling Calculation Package. Primary inputs: Agency financial reports, OPEB materials, staffing and labor records, capital and facility records, and cited Nevada authorities.

Dispatch Financial Modeling Calculation Package. Primary inputs: Agency communications, E911, and dispatch budgets; governance agreements; and 911 surcharge information.