



ORIGINALS WITH SIGNATURES ON FILE AT STATION 1



# SOUTHERN PARK COUNTY FIRE PROTECTION DISTRICT

Guffey, Colorado • Established 1987

1745 County Road 102, Guffey, CO 80820 • (719) 689-9479 • www.guffeyfire.net

This is a public policy document of the Southern Park County Fire Protection District. Copies are available at Station §1 and at www.guffeyfire.net.

## POLICY NO. 200-2.03 DUAL-ROLE POLICY — DIRECTORS SERVING AS OPERATIONAL MEMBERS

Southern Park County Fire Protection District • Series 200 — Governance & Administration

<b>Policy Number:</b>	<b>200-2.03</b>	<b>Document Number:</b>	20260408_ADMIN_200-2.03_DualRolePolicy_DR_AFT-v0.4
<b>Effective Date:</b>	May 12, 2026	<b>Adopted:</b>	May 12, 2026
<b>Reviewed / Revised:</b>	—	<b>Next Review:</b>	Annual — Q1 each year
<b>Approved By:</b>	Board of Directors, SPCFPD	<b>Classification:</b>	<b>PUBLIC POLICY DOCUMENT</b>
<b>Supersedes:</b>	None. First adoption. Implements and expands upon BAM v1.1 § 2.2.3 (Dual Role — Operational Members) and BAM § 7.3.1 (Board Member as Volunteer).		
<b>Cross-References:</b>	BAM v1.1 (§§ 2.2, 2.2.1, 2.2.2, 2.2.3, 7.3.1) • Policy 200-2.02 (Conflict of Interest — All Personnel) • Policy 200-2.01 (Code of Ethics and Conduct § 6) • Policy 100-1.02 (Mission, Core Values & Ethics § 5.3) • Policy 300-3.13 (Progressive Discipline — pending) • Policy 300-3.25 (Volunteer Membership Standards — pending) • C.R.S. § 24-18-101 et seq. (Colorado Government Ethics Act) • C.R.S. § 24-18-109 (Special district officers and employees) • C.R.S. § 31-31-101 et seq. (FPPA) • C.R.S. § 8-40-202 (Workers' compensation — volunteer firefighters) • C.R.S. § 32-1-902 (Special district board duties)		

### 1. PURPOSE

The Southern Park County Fire Protection District is a rural volunteer-based fire district in which some members of the Board of Directors also serve as active operational members — as volunteer firefighters, medical volunteers, or in other response capacities. This arrangement is common in small special districts, reflects genuine community commitment, and is entirely lawful. It is also inherently complex.

A Director who also serves operationally holds two legally and functionally distinct roles simultaneously. In their governance role, they are an elected public official with fiduciary duties to the District and the community. In their operational role, they are a volunteer member subject to the authority of the District



Chief, the SOG Manual, and the same standards of conduct that apply to every other member. These roles are not in conflict by nature — but they create structural situations in which conflicts of interest, chain-of-command ambiguities, and appearance problems can arise if they are not carefully managed.

This policy establishes the framework for identifying, disclosing, and managing those situations. It does not discourage Directors from serving operationally. It provides the structure necessary for dual-role Directors to serve effectively in both capacities with integrity.

**Relationship to BAM and Policy 200-2.02.** This policy implements and expands upon BAM v1.1 §§ 2.2.3 and 7.3.1, which identify the dual-role scenario and call for a standalone policy. It supplements Policy 200-2.02 (Conflict of Interest — All Personnel) by addressing the specific conflict categories that arise uniquely from dual-role service. In any conflict between this policy and BAM § 2.2, the BAM controls as to Director governance obligations.

## 2. SCOPE

This policy applies to every Director of the Board who also serves or seeks to serve as an active operational member of the District in any capacity, including:

- Active volunteer firefighter;
- Active medical volunteer or EMT/paramedic;
- Reserve member (as defined in Policy 300-3.27 — Fire Department Reserve Program, pending drafting; Reserve standards currently governed by Legacy Policy #080 and applicable SOGs);
- Incident Commander, Operations Section Chief, or other ICS leadership role; or
- Any other operational role that places the Director under the operational authority of the District Chief.

**Note:** This policy does not apply to Directors who attend training sessions, community events, or public education activities in a purely observational or representative capacity. It applies when a Director is serving in a functional operational role — one that places them in the chain of command or gives them access to operational information, equipment, or resources in a manner that could interact with their governance function.

## 3. FOUNDATIONAL PRINCIPLE: TWO ROLES, ONE PERSON

A Director serving in an operational capacity at any given time is acting “as a volunteer,” not “as a Director.” The two roles are legally distinct and carry different obligations, different authorities, and different chains of accountability. This distinction is not merely formal — it has practical consequences.

- a.** In the governance role. The Director acts collectively with the Board at duly noticed public meetings. The Director has no individual governance authority outside of Board action. The Director’s principal obligation is to the public interest and to the District as an institution — not to operational staff, operational outcomes, or their own operational experience. See BAM §§ 2.1, 2.3.4.
- b.** In the operational role. The Director is subject to the authority of the District Chief and all applicable SOGs, operational orders, and safety requirements — exactly as any other volunteer. The Director has no special operational authority by virtue of being a Director. The District Chief’s operational authority over the Director-as-volunteer is not diminished by the Director’s Board membership. See BAM § 7.3.1.
- c.** The structural tension. The structural tension inherent in dual-role service is not a character flaw — it is a foreseeable consequence of small-district governance. The District Chief reports to the Board collectively. Yet when a Director responds to an incident, the District Chief has operational authority over that Director. The Director votes on the District Chief’s employment and compensation. Yet the District Chief can discipline the Director for operational misconduct. This tension must be managed with transparency, not ignored.

**The cardinal rule:** A Director may never use their governance position to advance, protect, or insulate their operational interests — and may never use their operational access to advance their governance position or to obtain information not available to the full Board. These two roles must be kept functionally separate at all times.



## 4. DISCLOSURE OBLIGATIONS

---

- a. Annual disclosure. Every Director who serves in an operational capacity shall disclose that dual-role status on the Annual Conflict of Interest Disclosure Form (Policy 200-2.02, Appendix A), identifying their operational role, certifications held, and any known pending matters before the Board in which their operational service creates or could create a conflict. The annual disclosure is the baseline; it does not substitute for item-specific disclosures required under §§ 4(b) and 5.
- b. Item-specific disclosure. Before the Board takes action on any matter listed in § 5 (Required Recusals) or § 6 (Discretionary Recusals), the dual-role Director shall disclose their operational interest in the matter on the record before any Board discussion begins. The disclosure shall identify the specific operational interest and its relationship to the matter before the Board. The disclosure shall be recorded in the minutes.
- c. Change of status. If a Director joins, leaves, or changes their operational role during a term, they shall notify the Board Chair and the Secretary/Treasurer in writing within fifteen (15) days of the change, and shall submit an amended Annual Conflict of Interest Disclosure Form within the same period.

## 5. REQUIRED RECUSALS — MANDATORY ABSTENTION

---

The following Board actions require automatic recusal by a dual-role Director without exception. These are matters in which the Director has a direct personal interest as an operational member that is distinct from the general interest shared by all Directors in the sound management of the District:

- Adoption of, amendment to, or repeal of any policy establishing compensation, stipends, per-call pay, expense reimbursement, or other direct financial benefits for volunteer members or reserve members — including the Director's own position.
- Any personnel action — discipline, suspension, or termination — directed at the Director's own operational membership.
- Any proceeding or Board review in which the Director is the subject of a complaint, safety investigation, or operational misconduct allegation.
- Procurement of specific equipment, gear, or apparatus for which the Director has submitted a written recommendation or advocacy in their operational capacity, or in which the Director has a financial interest through a vendor relationship.
- Any contract, grant, or agreement in which the Director, or a household member of the Director, has a direct financial interest, as defined in Policy 200-2.02 § 3.

**Procedure for required recusals:** The Director shall (1) disclose the specific interest on the record before discussion; (2) refrain from all discussion and voting; (3) physically leave the meeting room if the matter involves personnel action against the Director or a sensitive operational matter. Required recusals are not subject to a de minimis exception. The recusal shall be recorded in the minutes with the nature of the conflict stated.

## 6. DISCRETIONARY RECUSALS — CASE-BY-CASE ASSESSMENT

---

The following situations may or may not require recusal depending on the specific facts. The dual-role Director shall disclose the situation and the Board Chair shall make a de minimis determination on the record. If the Board Chair is the dual-role Director with the potential conflict, the Vice Chair makes the determination. A de minimis determination requires a finding that no reasonable person would perceive the Director's participation as compromising the integrity of the decision:

- Votes on training programs, certifications, or continuing education requirements that apply equally to all members of the Director's operational classification.
- Votes on equipment or apparatus procurement where the Director has no special advocacy role and the equipment is of general operational benefit.
- Personnel actions involving volunteers with whom the Director has served operationally, where the relationship is routine professional contact and no specific personal bias exists.



- Adoption of SOGs or operational policy changes that affect the Director's operational role but that are presented by the District Chief for Board awareness or approval.
- Acceptance or denial of volunteer applications from persons personally known to the Director through operational context.

## 7. CHAIN OF COMMAND AND OPERATIONAL AUTHORITY

---

- a. Chief's operational authority is unconditional. When a Director is serving in an operational capacity — at an incident, in training, or in any other operational context — the District Chief's operational authority is unconditional. The Director is subject to all lawful operational orders, SOG requirements, and safety directives exactly as any other member. Board membership does not create any exemption from operational discipline or operational standards. See BAM § 7.3.1.
- b. Director may not invoke governance authority operationally. A Director serving in an operational capacity shall not invoke their status as a Director to override, circumvent, or challenge operational decisions made by the District Chief or an Incident Commander. A Director who disagrees with an operational decision may raise the matter with the Board — collectively, at a properly noticed meeting — after the incident. They may not act unilaterally on the incident scene or in training. See BAM § 2.3.4.
- c. IC authority and Director-as-volunteer. A Director may serve as Incident Commander (IC) on emergency incidents. When doing so, the Director exercises operational authority over all personnel on scene in their capacity as IC, not as a Director. The Director-as-IC shall not give any direction, instruction, or communication that could reasonably be interpreted as a governance-level directive to any District employee or volunteer. After the incident, normal governance protocols resume.
- d. Post-incident operational information. A Director who responds to an incident may obtain operational or situational information not available to the full Board. Before raising any such information in a Board governance context, the Director shall notify the Board Chair and the District Chief. If the information is relevant to a governance matter pending before the Board, it shall be presented through the District Chief's report to the full Board rather than through the Director's individual account, unless the information directly implicates misconduct by the District Chief.

## 8. OPERATIONAL DISCIPLINE OF A DUAL-ROLE DIRECTOR

---

- a. District Chief's authority. The District Chief has the same authority to counsel, warn, or recommend disciplinary action against a dual-role Director for operational misconduct as the Chief has with respect to any other member. The Director's Board membership does not limit this authority.
- b. Escalation to the Board. If the District Chief determines that a dual-role Director's operational conduct warrants suspension or removal from operational membership, the Chief shall present the matter to the Board Chair in writing. The Board shall act on the matter in the Director's capacity as a volunteer — not as a Board member — and shall follow the same procedures applicable to any volunteer disciplinary matter, except that the affected Director shall be recused from all Board deliberation and action on the matter.
- c. Director-initiated resignation from operational role. A Director who determines that the dual-role situation has become unmanageable may resign from their operational role at any time without affecting their Board membership. Resignation from the operational role is not a resignation from the Board.
- d. Board-initiated removal from operational role. In extraordinary circumstances where the Board determines, by majority vote of disinterested Directors, that a Director's continued operational service creates an irresolvable conflict with their governance obligations or creates material risk to the District, the Board may require the Director to choose one role or the other. This action requires prior notice to the Director and an opportunity to be heard at a Board meeting.

## 9. FPPA AND WORKERS' COMPENSATION CONSIDERATIONS

---

- a. FPPA eligibility. A Director who serves as an active volunteer firefighter may be eligible for pension benefits through the Fire and Police Pension Association of Colorado (FPPA) under C.R.S. § 31-31-101 et seq., subject to applicable FPPA eligibility rules and the District's participation status. Directors with questions about FPPA eligibility in light of their dual-role status should consult FPPA directly or seek legal counsel. The District makes no representation about FPPA eligibility in this policy.



- b. Workers’ compensation coverage. Volunteer firefighters are covered by workers’ compensation for injuries sustained during emergency response and training under C.R.S. § 8-40-202. This coverage applies to a Director responding in their operational capacity. A Director attending a Board meeting or performing governance functions is not covered as a volunteer firefighter under § 8-40-202; they are covered, if at all, under the District’s general liability and public official coverage. Directors with questions about the intersection of their dual-role status and coverage should consult District Counsel.
- c. Financial interest implications. A Director who personally receives FPPA pension benefits or per-call stipends as a volunteer has a financial interest in any Board vote that could materially affect those benefits. See § 5 (Required Recusals) and Policy 200-2.02 § 3 (definition of Financial Interest). C.R.S. § 24-18-109 applies to special district officers and employees with financial interests in District contracts and compensation arrangements; consult District Counsel before any vote that could affect a Director’s personal compensation or benefits.

### 10. CONFLICT SCENARIO QUICK REFERENCE

The following table provides a quick reference for the most common dual-role conflict situations. It is illustrative, not exhaustive. The general principles in §§ 3–6 govern situations not addressed here. When in doubt, disclose.

Scenario	Why a Conflict Exists	Required Action
<b>Board votes on volunteer compensation structure, stipends, or per-call pay</b>	Director-as-volunteer is a direct financial beneficiary of the outcome. Even a modest personal benefit triggers the financial interest standard under C.R.S. § 24-18-109.	Disclose and recuse. Do not participate in discussion or vote.
<b>Board votes on equipment procurement that the Director will personally use on response</b>	Director has a personal operational interest (personal safety, equipment preference) that could influence judgment independent of the public interest.	Disclose. Recuse from vote if the Director advocated for the specific equipment or has a personal financial connection to the vendor.
<b>Board votes on disciplinary action against a fellow volunteer with whom the Director has served</b>	Personal relationship creates an appearance conflict. Director may have bias toward or against the subject based on operational experience together.	Disclose the relationship. Recuse if the relationship is close enough that a reasonable person would question impartiality.
<b>Director serves as Incident Commander (IC) at an emergency scene</b>	IC has command authority over other emergency personnel — including staff who report to the Board collectively. Creates an appearance that a Board member has individual authority over District employees.	Permitted with clear role separation: Director is acting in operational capacity only. Director may not issue directives to District employees in their governance capacity while on scene.
<b>Board votes on the District Chief’s employment, compensation, or discipline</b>	Director-as-volunteer is supervised by the District Chief operationally. This is an inherent structural tension — the Director votes on the employment of their operational supervisor.	Disclose the dual-role relationship. Participate in the vote unless an additional specific conflict exists (e.g., personal dispute arising from operational context).
<b>Board votes on personnel discipline of a volunteer who also supervised the Director during an incident</b>	Operational relationship between Director and subject creates appearance of personal bias.	Disclose. Recuse if the operational relationship creates a specific personal conflict. Board Chair makes de minimis determination if recusal is disputed.
<b>Director responds to an incident involving a third party who also has a matter pending before the Board</b>	Director-as-volunteer may obtain information through operational response that is relevant to a Board matter, creating information asymmetry.	Disclose to Board Chair before participating in the Board matter. Board Chair determines appropriate action, which may include recusal or full Board awareness.
<b>Director participates in operational training that the Board funded by resolution</b>	Director personally benefits from a Board decision they participated in.	Generally no conflict if the training is made available to all eligible members on equal terms. Disclose if training was Director-specific or if Director advocated specifically for the funding.



<b>Director uses District apparatus or equipment outside of emergency response</b>	Director-as-volunteer using District resources may create appearance of preferential treatment approved by the same Board on which the Director sits.	Comply with the same use policies that apply to all volunteers. No special access. Report any concerns to District Chief.
<b>Board votes to accept or deny a volunteer application from someone known to the Director through operational service</b>	Director has an operational relationship with the applicant that could influence judgment.	Disclose the relationship. Recuse if the relationship is substantial enough to create a reasonable appearance of bias.

### 11. TRAINING AND ACKNOWLEDGMENT

Every dual-role Director shall complete orientation on this policy within thirty (30) days of first serving in an operational capacity after becoming a Director, or within thirty (30) days of this policy’s adoption for currently serving dual-role Directors, whichever is applicable. The orientation shall be conducted by the Board Chair or District Counsel and shall cover the foundational principle (§ 3), the required recusal categories (§ 5), and the chain-of-command rules (§ 7). The completion of orientation shall be documented by the Secretary/Treasurer. This policy shall be reviewed annually with all dual-role Directors as part of the Q1 ethics review cycle established by Policy 200-2.01 § 9.

### 12. ANNUAL REVIEW AND AMENDMENT

This policy shall be reviewed in the Q1 annual review cycle per Policy 100-1.06. The Board Chair shall confirm that any dual-role Directors then serving have current disclosure forms on file and have completed required orientation. Amendment requires a majority Board vote per Policy 100-1.06 § 5.

### 13. SEVERABILITY

If any provision of this policy is held invalid or unenforceable, the remaining provisions shall continue in full force and effect.

### PASSAGE AND ADOPTION.

PASSED, APPROVED, AND ADOPTED by the Board of Directors of the Southern Park County Fire Protection District at a duly noticed public meeting, by the following vote:

Director	AYE	NAY	ABSTAIN
Sean English (Board Chair)	AYE		
Mike Brandt (Secretary/Treasurer)	AYE		
Mike Parrish	AYE		
Mike Smith	<input type="checkbox"/>		
Jennifer Taylor	AYE		



---

## ATTESTATION.

---

IN WITNESS WHEREOF, the undersigned duly authorized officers hereby attest to the adoption of this policy.

---

**Sean English**

Board Chair — Board of Directors, SPCFPD

**Date:** May 12, 2026

---

**Mike Brandt**

Secretary/Treasurer — Board of Directors, SPCFPD

**Date:** May 12, 2026

---

**Mike Parrish**

Board Member — Board of Directors, SPCFPD

**Date:** May 12, 2026

---

**Mike Smith**

Board Member — Board of Directors, SPCFPD

**Date:** \_\_\_\_\_

---

**Jennifer Taylor**

Board Member — Board of Directors, SPCFPD

**Date:** May 12, 2026

---

## CERTIFICATION.

---

I, Mike Brandt, Secretary/Treasurer of the Board of Directors of the Southern Park County Fire Protection District, Park County, Colorado, hereby certify that the foregoing is a true and correct copy of Policy 200-2.03 duly adopted by the Board of Directors at a duly noticed public meeting, at which a quorum was present and acting throughout.

---

**Mike Brandt**

Secretary/Treasurer — Southern Park County Fire Protection District

**Date:** May 12, 2026



Document Revision History

Document: 20260408\_ADMIN\_200-2.03\_DualRolePolicy\_DRAFT-v0.4 Policy: 200-2.03 — DUAL-ROLE POLICY — DIRECTORS SERVING AS OPERATIONAL MEMBERS

Table with 4 columns: Ver., Date, Author, Changes / Status. Rows include v0.1 through v1.0, detailing revisions from initial adoption to formal adoption.

This policy shall be interpreted consistently with: BAM v0.8 (§§ 2.2, 2.2.1, 2.2.2, 2.2.3, 7.3.1); Policy 200-2.02 (Conflict of Interest — All Personnel); Policy 200-2.01 (Code of Ethics and Conduct § 6); Policy 100-1.02 (Mission, Core Values & Ethics § 5.3); Policy 300-3.13 (Progressive Discipline — pending); Policy 300-3.25 (Volunteer Membership Standards — pending); C.R.S. § 24-18-101 et seq. (Colorado Government Ethics Act); C.R.S. § 24-18-109 (Special district officers); C.R.S. § 31-31-101 et seq. (FPPA); C.R.S. § 8-40-202 (Workers' compensation — volunteer firefighters); C.R.S. § 32-1-902 (Special district board duties); Article XXIX, Colorado Constitution (Ethics in Government).

— END OF POLICY 200-2.03 —