



UNIFIED FIRE AUTHORITY BOARD MINUTES

DECEMBER 9, 2025, 7:30 AM

Electronically via Zoom Webinar/UFA Headquarters-3380 South 900 West SLC, UT 84119

- Call to Order

Quorum present

Chair Fotheringham called the meeting to order at 7:32 am.

- Public Comment

None

Public comment was available live and with a posted email address.

- Minutes Approval

a. November 18, 2025

Council Member Fotheringham asked for a correction to his title in the November minutes. With that correction, Mayor Overson made a motion to approve the October 18, 2025, minutes as submitted. Council Member Stewart seconded the motion, and all voted in favor; none opposed.

- Approval of 2026 UFA Board Meeting Schedule

Mayor Overson made a motion to approve the 2026 UFA Board Meeting Schedule as presented. Council Member Hull seconded the motion, and all voted in favor.

- Committee Updates

a. Benefits and Compensation Committee (no meeting since the last UFA Board Meeting, no updates)

b. Governance Committee (no meeting since the last UFA Board Meeting, no updates)

c. Finance Committee-December 1, 2025 Meeting Update

Chair Fotheringham attended on behalf of Chair Henderson, who was unable to attend. The committee conducted a detailed review of the fiscal year 2025 financial statements and the associated audit reports in preparation for the presentation to the full board in today's meeting.

- Review and Approval of the Fiscal Year 24/25 Financial Report and Audit

CFO Hill explained that the Finance Committee had spent considerable time reviewing the materials. Tony provided a detailed walkthrough of the financial document structure:

- Management's Discussion and Analysis (MD&A): Pages 17–24. This section provides management's narrative overview of the fiscal year, key financial trends, and significant changes.

- Basic Financial Statements, including the statement of net position and fund-level financial information.
- Balance Sheet highlighting year-end fund balances and providing context for financial condition and future budget planning.
- Notes to the Financial Statements offering detailed explanations of accounting policies, pension obligations, capital assets, long-term liabilities, and other required disclosures.
- Final General Fund Budget-to-Actual Report summarizing final budget performance compared to actual revenues and expenditures.

CFO Hill introduced Marcus Arbuckle, a Partner at Keddington & Christensen, who served as the lead auditor for the FY 2025 audit. Marcus thanked the Board for the opportunity to audit the Unified Fire Authority. He reviewed the audit's scope, noting that it was conducted in accordance with generally accepted auditing standards and Government Auditing Standards. He presented the three required audit reports included with the financial statements:

Independent Auditor's Report (Page 13)

- An unmodified (clean) opinion was issued on the financial statements.
- The opinion applies to the basic financial statements and accompanying footnotes.
- Other supplemental information, including the MD&A, was reviewed for consistency with the audited statements.

Report on Internal Control over Financial Reporting (Page 71)

- The audit included an evaluation of internal controls related to financial reporting.
- Areas reviewed included cash receipts, cash disbursements, payroll processing, journal entries, and the financial close process.
- No material weaknesses or significant deficiencies were identified.
- Auditors confirmed appropriate separation of duties and adequate safeguards to prevent and detect errors or irregularities.

Report on State Compliance (Page 73)

- State compliance testing was conducted using the State Auditor's compliance guide.
- Areas tested included budgetary compliance, fund balance requirements, fraud risk assessment, government fees, compliance with the Open and Public Meetings Act, and Utah Retirement Systems reporting.
- No findings or recommendations were identified.

Chair Fotheringham asked clarifying questions regarding the internal control report language, specifically the distinction between material weaknesses and significant deficiencies. Marcus confirmed that no significant deficiencies were identified and that any such issues would have been formally reported if present. He explained that the report language reflects standardized audit

wording for a clean opinion. Chair Fotheringham commented on the historical significance of the clean audit, noting that the organization is now nearly a decade removed from prior material weaknesses and significant deficiencies and has achieved approximately seven to eight consecutive clean audits. He characterized this as a significant milestone for the organization.

CFO Hill clarified for the Board that a material weakness represents the most serious internal control issue, while a significant deficiency is a lesser concern, and reiterated that neither was identified during this audit.

Marcus further reported that no uncorrected misstatements were identified during the audit. Fraud risk procedures were performed, including staff interviews and journal entry testing, with no instances of fraud identified. No significant difficulties were encountered during the audit process.

A new accounting standard, GASB Statement No. 101, was implemented during FY 2025, changing the recognition of sick leave liabilities. Management successfully implemented the new standard using appropriate estimates and documentation.

Marcus provided an update on the Single Audit requirement. He explained that a Single Audit is required when federal expenditures exceed \$750,000. During FY 2025, UFA expended approximately \$820,000–\$822,000 in federal funds, triggering this requirement. He noted that most Single Audit fieldwork has been completed. Final issuance was delayed due to the late approval of the federal compliance supplement by the Office of Management and Budget. A separate supplemental Single Audit report will be issued upon completion and will reference the FY 2025 financial statement audit.

Board members expressed appreciation to Finance staff and auditors for their professionalism and the consistently strong financial controls demonstrated by the organization.

Council Member Stewart made a motion to approve the fiscal year 24/25 financial report and audit as submitted. Council Member Hull seconded the motion, and all voted in favor.

- Consider Resolution 12-2025A, Approving Proposed Exhibit A to the UFA/UFSA Interlocal Agreement for Services for Calendar Year 2026

CFO Hill introduced Resolution 12-2025A, requesting Board approval of the updated Exhibit A to the interlocal agreement between the Unified Fire Authority (UFA) and the Unified Fire Service Area (UFSA). He explained that Exhibit A identifies UFA employees who dedicate a portion of their time to providing administrative and operational support to UFSA. The exhibit includes updated percentages and associated costs and is reviewed annually in accordance with the interlocal agreement approved in 2017.

CFO Hill noted that minor staffing adjustments were reflected within the finance department; other staff allocations remained unchanged. The updated allocation results in a total annual cost to UFSA of just under \$400,000, which is recorded as revenue to UFA.

Council Member Stewart made a motion to approve Resolution 12-2025A, Approving Exhibit A to the UFA/UFSA Interlocal Agreement for Services for Calendar Year 2026. Mayor Overson seconded the motion, and a roll call vote was taken.

Roll Call Vote

Bailey	YES	Jackson	YES
Bourke	YES	Kanter	YES
Buroker	YES	Knopp	YES
Butterfield	YES	Overson	YES
Fotheringham	YES	Stewart	YES
Gettel	-	Weichers	-
Harris	YES	Westmoreland	YES
Henderson	YES		
Huish	YES		
Hull	YES		

• Administrative and Planning Report

Assistant Chief Russell presented the Administration and Planning Report and advised the Board that the report would consist of two detailed report-outs: An update on peer support and mental health training presented by Battalion Chief Fossum. A legislative session preview presented by UFA lobbyists, outlining key issues expected to impact UFA operations and governance.

a. Boulder Crest Training

Battalion Chief Fossum provided a comprehensive overview of UFA's recent participation in the Boulder Crest *Struggle Well* program, a nationally recognized resilience and post-traumatic growth training tailored to first responders.

Legislative Background and Funding Source

- In 2022, the Utah Legislature passed HB23, requiring public safety agencies to enhance mental health resources for first responders.
- The bill appropriated \$5 million in one-time grant funding to be distributed statewide.
- UFA applied for and was awarded \$280,000, allowing the agency to significantly strengthen its existing peer support and behavioral health infrastructure.

Program Purpose and Alignment

- Battalion Chief Fossum emphasized that the grant funding was intentionally used to expand and enhance UFA's current peer support program.

- The *Struggle Well* curriculum focuses on post-traumatic growth, resilience-building, and long-term mental wellness rather than crisis-only intervention.
- National outcome data demonstrates improvements in employee retention, job satisfaction, and reduced burnout among participating agencies.

Training Implementation and Participation

- Approximately \$50,000 of the awarded funds were allocated to send 21 UFA peer support team members to the training.
- Two retired members were also included to strengthen continuity of care and peer credibility.
- Participants represented a cross-section of ranks and assignments to ensure department-wide applicability.

Observed Outcomes and Benefits

- Participants reported the training was impactful, practical, and directly applicable to real-world peer interactions.
- The training expanded the depth and capability of the peer support team, enabling earlier intervention and more effective support.
- Battalion Chief Fossum noted increased confidence among peer supporters when engaging members following critical incidents.
- Retirees, spouses, and dependents remain eligible for mental health services for up to three years following retirement.
- For retirees residing outside of Utah, UFA's contracted clinician, Captain Lane Hilton, assists in locating appropriate local providers.
- UFA covers the cost of these services during the eligibility window, reinforcing continuity of care beyond active service.

Council Member Hull commended UFA's leadership in mental health initiatives and referenced a recent presentation delivered to Chamber West businesses from Unified Fire Authority staff. She noted that the presentation was the most well-attended program the Chamber had hosted and received exceptionally positive feedback.

Board members expressed appreciation for UFA's proactive approach and the program's potential for replication across other agencies.

b. Legislative Update

Dave Spatafore and Ashley Mirabelli provided an in-depth overview of the upcoming legislative session, highlighting bills and policy discussions anticipated to directly affect fire, EMS, and special service districts.

Session Structure and Timeline

- A special legislative session was scheduled for the same evening, including the repeal of HB267. Repeal removes restrictions related to collective bargaining and the use of government property by unions.

- The general legislative session is scheduled to run from January 20 through March 6.
- Weekly legislative summaries will continue to be provided to the UFA Legislative Committee throughout the session.

Ambulance and EMS-Related Legislation

- Up to three ambulance-related bills are anticipated, including:
 - Amendments to HB301 (2025), which established statewide ambulance base rates and standardized medication billing.
 - Replacement of a medication-by-medication billing list with a simplified flat percentage billing model.
 - Creation of a review committee to evaluate ambulance service costs in lieu of a follow-up audit.

SB215 – Interfacility Transport Authority

- SB215 shifted authority for interfacility transport licensure to local governments.
- Concerns remain regarding ambiguous language affecting special service districts and interlocal entities such as UFA.
- Any clarifying legislation will require stakeholder consensus prior to introduction.

Additional EMS and Fire Service Topics

- A proposal for an umbrella ambulance insurance policy was discussed.
 - UFA emphasized the importance of ensuring fair reimbursement rates and maintaining a streamlined billing process.
- Follow-up legislation related to presumptive cancer screening was reviewed.
 - To date, over 70 firefighters have participated in screenings, with approximately 10% testing positive.
 - A proposed cancer trust fund would combine state appropriations and local agency contributions.

Governmental Immunity and Legal Clarification

- Following the Utah Supreme Court decision in *UFA v. Armenta*, legislation is advancing to clarify governmental immunity protections for EMS providers.
- The bill defines both emergency medical assistance and emergency responders.
- If approved with a supermajority, the legislation would take immediate effect and apply retroactively.

Wildland-Urban Interface (WUI) Requirements

- HB48 requires local governments to adopt and enforce WUI codes by January 1.
- State Forestry and Fire continues to finalize high-risk maps and administrative rules.
- Potential legislative cleanup language may be introduced depending on implementation challenges.

Controlled Substances Licensure

- UFA is working with Representative Wilcox on legislation to establish a state-level EMS controlled substances license.
- The intent is to mirror federal requirements, reduce regulatory uncertainty, and improve compliance consistency statewide.

Property Tax Legislation

- Multiple property tax-related bills are anticipated, including proposals affecting truth-in-taxation requirements, growth calculations, and potential tax caps.
- UFA will continue to monitor and report impacts to the Board as details emerge.

• Support Services Report

a. Capital Purchases Update

Assistant Chief Robinson presented a detailed update on the FY 2025–26 Capital Replacement Program. The program represents approximately a \$22 million investment in fleet, equipment, and infrastructure. Funding became available in October, and roughly \$15 million has been expended to date. Accelerated purchasing strategies were employed to mitigate rising apparatus and equipment costs.

Fleet and Equipment Purchases completed or in progress include:

- Five Type 1 fire engines
- Two Type 1–3 fire engines
- Five ambulances
- Three tractor-drawn aerial apparatus
- One heavy rescue vehicle
- One forklift
- Two breathing air compressors (Stations 101 and 106)
- 10 powered stretchers and five power load units
- 75 thermal imaging cameras distributed department-wide

Assistant Chief Robinson noted that these acquisitions support reliability, firefighter safety, and operational readiness.

b. Herriman Station 103 Construction Update

Construction commenced on October 6, 2025. Utilities installation, footings, and foundation work have been completed. Underground electrical and plumbing systems are currently underway. Slab pour and vertical construction are scheduled as the next phases. The project remains on schedule.

• Operations Report

a. Call Volume Report

Assistant Chief Dern provided a comprehensive overview of current operational metrics.

- Year-to-date call volume is approximately 36,000 calls, with projections nearing 39,000 for the year. This represents an approximate 5% increase compared to the prior year.
- November 2025 call volume exceeded November 2024 by more than 200 calls, indicating sustained growth in service demand.
- The 90th percentile turnout time remains near the two-minute benchmark.
- Slight month-over-month improvements were noted, reflecting continued emphasis on station readiness and efficiency.
- Station 101 recorded the highest call volume.
- Medic Engine 107 was placed into service on November 16, improving EMS coverage and response times in the Oquirrh Shadows area.
- Structure fires decreased from 16 to 9.
- EMS-related calls totaled nearly 1,800 for the reporting month, remaining the dominant call type.

b. **NERIS Transition**

Assistant Chief Dern informed the Board that UFA is transitioning from the National Fire Incident Reporting System (NFIRS) to the National Emergency Response Information System (NERIS). The transition deadline is January 1, 2026. Training, data migration, and vendor coordination efforts are ongoing. No action is required by member municipalities as part of this transition.

c. **Board Reporting**

A few years back, the Board had asked Operations to give a monthly report at the Board Meeting regarding call volume and data. Chief Dern invited the Board to give feedback regarding the monthly report and asked the Board to submit any suggestions on data points or presentation formats that could enhance the monthly Operations Report. If you have any feedback regarding the monthly report, please submit it directly to Assistant Chief Dern.

• **Fire Chief Report**

a. **Chief's Recognition/Holladay City**

Chief Burchett recognized Dan Brown and Dave Marino for exemplary service. Both Captains assisted a hearing-impaired resident in obtaining appropriate smoke and carbon monoxide detection devices. Chief Burchett emphasized that while the action may appear small, it exemplified UFA's culture of service, inclusive safety, and commitment to going beyond emergency response.

Captains Dan Brown and Dave Marino were formally recognized and presented with Office of the Fire Chief coins in appreciation of their service.

b. Winter Fire School/Female Firefighter Interest Workshop

Chief Burchett introduced Winter Fire School, a two-day conference hosted annually by the Utah Fire and Rescue Academy (UFRA) in St. George, noting this year marks approximately the 20th anniversary of the event. The conference includes roughly 90 classes and draws approximately 800 students statewide. Chief Burchett invited Captain Molly Doyle to present on a recruitment initiative held in conjunction with UFRA's Winter Fire School.

Captain Doyle clarified that this event is distinct from the UFA Local 1696 Fire School, which will occur in March. She explained that the initiative was created to address recruitment challenges, specifically targeting adult women interested in the fire service—a demographic not previously well served by existing youth programs. The program is offered to women age 18 and older, includes participation from multiple agencies statewide, has included representation from eight agencies in prior years and seven agencies this year, and accepts one female firefighter mentor per participating agency.

Over the past two years, approximately 30 women have attended, with at least eight participants now serving as full-time professional firefighters in Utah, representing a strong conversion rate.

The two-day program includes:

- Structural turnout gear provided by UFA and Salt Lake City logistics divisions
- Rotational skills stations (45 minutes each), including donning PPE, hydrant operations, hose movement, search techniques, ladder throws, and crawling through burn props
- Training is conducted at the St. George Fire Department facility with support from Chief Stoker and UFRA

Molly emphasized the collaborative benefits of the program, noting that cross-agency relationships formed through mentorship have improved morale, interagency cooperation, and operational effectiveness on joint calls. The event is free to attendees, with costs covered except for transportation and lodging. Registration typically opens via social media. The upcoming session is scheduled for January 23–24.

Board members expressed strong support for the initiative. The Board Chair encouraged staff to identify potential ways the Board could assist, including potential scholarships or other support for Salt Lake County participants. The Board emphasized the importance of gender diversity, particularly in emergency medical response, which comprises a significant portion of call volume.

Fire Chief Burchett highlighted the program's statewide focus and credited Molly's leadership for expanding interdepartmental collaboration. He noted that UFA's number of female firefighters has increased from eight in 2018 to 37 currently, attributing much of this success to active mentorship and outreach efforts.

c. Fire School 101-March 27, 2026

Chief Burchett provided a reminder that the UFA Local 1696 Fire School is scheduled for March 27, 2026.

He noted that board membership changes occurring in January may result in new council members and asked that municipalities help ensure new board members are informed. Staff will also conduct outreach through UFA liaisons. Chief Burchett emphasized the importance of early scheduling to avoid conflicts and encouraged attendance by new board members. Captain Doyle added that she and Local 1696 President Young will provide additional outreach once the new board is seated.

d. Dial 211 (Help with Health and Human Services)

Chief Burchett introduced Dial 211 as the Community Risk Reduction focus for the current quarter, following the previous quarter's lithium-ion battery safety campaign. He noted that 211 is an existing resource that is underutilized and cost-free to UFA. Fire Marshal Watkins explained that 211 is facilitated by United Way and provides a comprehensive catalog of local community resources, including:

- Food assistance
- Housing and shelter
- Healthcare
- Mental health and substance abuse services
- Utility assistance
- Aging and adult services

Residents may access services by:

- Dialing 2-1-1 to speak with a live operator
- Using the Utah 211 mobile app
- Searching online by ZIP code

Fire Marshall Watkins emphasized the value of 211 for situations that fall outside emergency response protocols, allowing responders to connect individuals with appropriate services rather than defaulting to 911.

Director of Communications Easton provided supporting data, noting that from December to December there were approximately 40,786 calls to 211 Utah. The most common categories included housing and shelter (32%), food assistance (10%), utilities, COVID-19, and mental health. He emphasized that increased use of 211 can reduce non-emergency 911 calls. Board members were encouraged to download the Utah 211 app and explore available resources. It was noted that the service is available in Spanish both via phone and the app.

Chief Burchett acknowledged that many staff and board members were previously unaware of the service, reinforcing the importance of promoting existing resources rather than creating new programs. He reiterated that this approach aligns directly with UFA's Community Risk Reduction strategy.

Chief Burchett recognized that this meeting marked the final meeting for several board members. He thanked them for their service, engagement, and dedication, stating it had been an honor to work with

them and wishing them well in future endeavors.

Possible Closed Session

None

Adjournment

Mayor Knopp moved to adjourn the December 9, 2025, UFA Board Meeting. Council Member Hull seconded the motion, and all voted in favor; none opposed.

BOARD MEMBERS IN ATTENDANCE

Mayor Cheri Jackson	Council Member Tyler Huish
Council Member Paul Fotheringham	Council Member Tish Buroker
Mayor Kristie Overson	Council Member Trish Hull
Mayor Dan Knopp	Mayor Tom Westmoreland
Council Member Jared Henderson	Council Member Sheldon Stewart
Mayor Roger Bourke	Council Member Chrystal Butterfield
Council Member Catherine Harris	Deputy Mayor Catherine Kanter
Council Member Kathleen Bailey	

BOARD MEMBERS ABSENT

Mayor Dustin Gettel	Mayor Mike Weichers
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STAFF IN ATTENDANCE

Chief Dominic Burchett	CFO Tony Hill
CLO Brian Roberts	Clerk Micayla Dinkel

ATTENDEES

AC Dern	AC Robinson	Captain Doyle
AC Russell	DC Widdison	FM Watkins
DOC Easton	BC Wilde	HRD Day
Courtney Samuel	DC Greensides	BC Fossum
Rachel Anderson	OC Kay	Shellie Fowlks
Ashley Mirabelli	Dave Spatafore	Marcus Arbuckle