



SOUTHERN PARK COUNTY FIRE PROTECTION DISTRICT

Guffey, Colorado • Established 1987

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POLICY NO. 100-1.07
THREE-MANUAL SYSTEM — HIERARCHY AND CONFLICT RESOLUTION
Southern Park County Fire Protection District • Series 100 — Introduction, Mission & Authority

Policy Number:	100-1.07	Document Number:	20260408_ADMIN_100-1.07_ThreeManualSystem_DRAFT-v0.3
Effective Date:	April 8, 2026	Adopted:	April 8, 2026
Reviewed / Revised:	—	Next Review:	Annual — Q1 each year
Approved By:	Board of Directors, SPCFPD	Classification:	PUBLIC POLICY DOCUMENT
Supersedes:	None — new policy. Hierarchy provisions previously embedded in Policy 100-1.01 (§ 3) and BAM § 1.1.2 are consolidated and expanded here into the District’s authoritative statement of three-manual system governance.		
Cross-References:	Policy 100-1.01 (§§ 1, 2, 3) • Policy 100-1.06 (Amendment and Annual Review) • BAM v0.8 (§§ 1.1, 1.1.1, 1.1.2, Intro) • SPCFPD Bylaws (Articles I–X, March 2014) • SOG Manual (SOG 110 — Statement) • C.R.S. Title 32, Article 1 (Special District Act) • C.R.S. § 24-6-402 • Policy 200-2.07 (Board Meeting Procedures)		

1. PURPOSE

This policy describes the three-manual governance system of the Southern Park County Fire Protection District, defines the purpose and scope of each of the three manuals, establishes the hierarchy of authority among them, and provides rules for resolving conflicts when provisions in different documents are inconsistent with one another. It is the District’s authoritative single-source reference for questions about which document governs in any given situation.

Why a standalone policy. Hierarchy provisions previously appeared in Policy 100-1.01 § 3 and BAM § 1.1.2 in abbreviated form. As the Policy Manual has grown, a standalone three-manual policy is needed to: (a) describe each manual’s purpose, scope, and authority in sufficient detail; (b) provide an accessible



conflict-resolution reference for Board members, the District Chief, and all personnel; and (c) ensure that the hierarchy is consistently applied across all three manuals as each is amended over time.

2. SCOPE

This policy applies to all persons subject to any SPCFPD governance document, including Board Directors, the District Chief, paid staff, volunteer members, reserve members, auxiliary members, and contractors acting on behalf of the District. It governs how the three District manuals interact, which manual controls in cases of conflict, and how conflicts are to be escalated and resolved.

3. THE THREE MANUALS: DEFINITIONS AND PURPOSES

The Southern Park County Fire Protection District maintains three governing manuals. Each occupies a distinct and non-overlapping domain. Together they constitute the complete written governance framework of the District, subordinate to the Bylaws and Colorado law.

- a. The Board Administrative Rules, Practices and Procedures Manual ("BAM"). The BAM is the primary internal governance document for the Board of Directors. It governs how the Board itself operates: meeting procedures, officer duties and authorities, Director ethics and conduct, financial oversight and budget process, contract authority, personnel policy at the Board level, and Board-staff relations. The BAM is addressed primarily to Board Directors and the District Chief in their capacity as advisors to the Board. It does not govern the conduct of volunteer members, station operations, or emergency response. The current version is BAM v0.8 (Doc. No. 20260408_GOV_BoardAdminManual_v0.8). Amendment requires four of five Directors (see BAM § 1.3.2 and Policy 100-1.06 § 6).
- b. The Policy Manual. The Policy Manual is the District’s instrument for implementing Board-level direction across all aspects of District administration, operations, personnel, and services. It translates the Board’s statutory authority into enforceable written policies that apply to all District personnel — Board, staff, volunteers, and contractors. The Policy Manual is organized into ten numbered series (100 through 1000) covering every subject area of District governance. See Policy 100-1.01 § 5 for the series structure. Amendment requires three of five Directors (see Policy 100-1.01 § 8 and Policy 100-1.06 § 5).
- c. The Standard Operating Guidelines Manual ("SOG Manual"). The SOG Manual governs field and station operations: emergency response procedures, incident command, apparatus operations, training requirements, personnel conduct in the field, and related operational matters. SOGs are issued under the authority of the District Chief within the framework established by the Policy Manual and the BAM. The SOG Manual is addressed primarily to operational members. SOG amendments are made by the District Chief; certain categories of amendment require Board approval (see Policy 100-1.06 § 7). The current SOG Manual is the version maintained by the District Chief, last formally reviewed by the Board in conjunction with this policy.

4. HIERARCHY OF AUTHORITY

The following six-level hierarchy governs all District documents and all actions taken by the Board, District Chief, and District personnel. In the event of conflict between documents at different levels, the higher-level document controls. This hierarchy is binding on the Board, the District Chief, all paid staff, and all volunteer members.

LEV EL	AUTHORITY SOURCE	SCOPE	NOTES AND GOVERNING RULES
1	Colorado Constitution and Applicable Federal Law	Supersedes all District documents without exception	Binding on the Board, all staff, all volunteers, and all District documents. Federal law controls where applicable. The Board may not adopt any policy inconsistent with state or federal constitutional requirements.



2	Colorado Revised Statutes (C.R.S. Title 32; Titles 24, 31)	<i>Establishes the District's existence and legal powers</i>	Establishes the District as a Colorado special district. Grants and limits Board authority. Compliance is non-negotiable. Statutory changes automatically supersede conflicting provisions in any District document.
3	District Bylaws (adopted March 2014, as amended)	<i>Governs Board composition, elections, and vacancies</i>	Govern Board membership, officer roles, elections, quorum, and vacancies. Bylaws may be amended only as prescribed by C.R.S. Title 32 and the Bylaws themselves. No District manual may contradict the Bylaws.
4	Board Administrative Rules Manual (BAM v0.8)	<i>Governs internal Board procedures and financial controls</i>	Controls internal Board conduct: meeting procedures, ethics, financial oversight, personnel authority, and contracts. The BAM is a Board-internal governance document. Amendment requires 4 of 5 Directors. See BAM § 1.1.2 and Policy 100-1.06 § 6.
5	Board Resolutions and Policy Manual	<i>Implements Board policy direction for District operations</i>	Resolutions and the Policy Manual implement the Board's exercise of its statutory authority across all District operations and personnel. THIS POLICY IS AT THIS LEVEL. Policy amendments require 3 of 5 Directors. See Policy 100-1.06 § 5.
6	Standard Operating Guidelines (SOG Manual)	<i>Governs field operations and station procedures</i>	Operational procedures for emergency response, training, personnel conduct, and station operations. Issued by the District Chief under authority delegated by the Board. SOGs may not contradict any higher-level document. See Policy 100-1.06 § 7.

⚠ Important. No individual Director, the District Chief, or any other District personnel may act in a manner inconsistent with this hierarchy. Board authority is collective and exercised only through formal Board action at duly noticed meetings. An individual Director has no authority to override any document at any level. See BAM v0.8 §§ 2.3.2, 2.3.4 and Policy 100-1.01 § 3(c).

5. COMPARISON OF THE THREE MANUALS

The following table summarizes the key attributes of each of the three manuals to assist Board members, the District Chief, and personnel in determining which manual governs a given situation.

ATTRIBUTE	BAM	POLICY MANUAL	SOG MANUAL
Full name	Board Administrative Rules, Practices and Procedures Manual (BAM)	Policy Manual	Standard Operating Guidelines Manual (SOG Manual)
Current version	BAM v0.8	Policy Manual (100-series through 1000-series)	SOG Manual (as maintained by District Chief)
Governing authority	Board of Directors	Board of Directors	District Chief, under Board authority
Primary audience	Board Directors and District Chief	All District personnel, Board, volunteers, contractors	All operational members and District Chief



Amendment authority	4 of 5 Directors (supermajority)	3 of 5 Directors (majority)	District Chief (Board approval required in limited cases)
Subject matter	Board internal governance: meeting procedures, ethics, financial oversight, personnel authority of Board, Board-staff relations	Operational and administrative policy: personnel, operations, training, equipment, safety, finance (staff-level), public relations	Field and station operations: emergency response, ICS, personnel conduct, training procedures, equipment use, apparatus operations
Relationship to Bylaws	Supplements; cannot contradict	Supplements; cannot contradict	Subordinate to Bylaws, BAM, and Policy Manual
Public record?	Yes — CORA applies	Yes — CORA applies	Yes — CORA applies
Adoption trigger	Board resolution	Board resolution	District Chief action; Board resolution for certain amendments
Amendment notice	14 days before meeting	72 hours before meeting	14 days for Board-directed changes; District Chief discretion otherwise

6. BOUNDARIES: WHAT EACH MANUAL DOES NOT GOVERN

As important as what each manual governs is what it does not govern. Understanding these boundaries prevents misapplication and false conflicts.

a. BAM Does Not Govern:

- Emergency incident operations or any conduct in the field — those are governed by the SOG Manual;
- The general conduct of volunteers, paid staff, or contractors in their operational roles — those are governed by the Policy Manual (Personnel and Operations series);
- The content of specific operational policies — those are the Policy Manual’s domain; or
- The process for adopting or amending the Policy Manual or the SOG Manual — see Policy 100-1.06.

b. Policy Manual Does Not Govern:

- The internal procedural rules of the Board of Directors (how the Board runs its meetings, how Directors must conduct themselves as Board members) — those are governed by the BAM;
- The step-by-step tactical procedures for emergency response — those are governed by the SOG Manual; or
- Colorado law, the District Bylaws, or Board resolutions — those are higher in the hierarchy and cannot be altered by policy.

c. SOG Manual Does Not Govern:

- Board governance, Board meeting procedures, or Director conduct as Board members — those are governed by the BAM;
- District-wide administrative or personnel policy (compensation, hiring, discipline, records, CORA, public relations) — those are governed by the Policy Manual; or
- Any matter that requires Board action or Board approval — those require a policy amendment or resolution, not an SOG.

7. CONFLICT RESOLUTION RULES

A conflict exists when two provisions in different documents (or within the same document) cannot both be complied with, or when following one would require violating the other. Apparent conflicts often dissolve on



Careful reading — many cases involve documents governing different subjects that simply need to be read together. When a genuine conflict exists, apply the following rules in sequence:

1. Hierarchy controls first. Apply the six-level hierarchy in § 4. The higher-level document always controls over a lower-level document, regardless of which was adopted more recently or which is more specific. This is the primary rule.
2. Specific over general. When two provisions at the same level of the hierarchy conflict, the more specific provision governs over the more general. Example: a specific policy governing wildfire inspections (Policy 400-4.09) governs over a general operations policy on the same point.
3. Later over earlier. When two provisions at the same level of the hierarchy and equal specificity conflict, the more-recently-adopted provision controls. Note: this rule applies only within the same level of the hierarchy. A newer SOG does not supersede an older Policy Manual provision. Only a higher level can override a lower level.
4. No unilateral resolution. No individual Director, the District Chief, or any other person may unilaterally declare that one provision supersedes another. Conflicts that cannot be resolved by applying rules 1–3 must be brought to the Board for formal resolution. See § 8.

The following table provides quick-reference conflict resolution guidance for the most common conflict scenarios:

CONFLICT SCENARIO	RULE	EXPLANATION AND AUTHORITY
A Policy Manual policy conflicts with the BAM	BAM controls as to Board governance matters; Policy Manual controls as to District-wide operational matters. Bring to Board for resolution if the conflict is material.	Policy 100-1.01 § 1; BAM § 1.1.2. BAM governs internal Board procedures; Policy Manual governs District operations. If genuinely irreconcilable, resolve by Board vote to amend the lower or more-recently-superseded document.
A Policy Manual policy conflicts with the Bylaws	Bylaws control. The conflicting Policy Manual provision is of no effect to the extent of the conflict until the Board amends the Policy Manual.	Bylaws are at Level 3 in the hierarchy, above the Policy Manual at Level 5. No policy may validly contradict the Bylaws.
An SOG conflicts with a Policy Manual policy	Policy Manual controls. The conflicting SOG provision is suspended until the District Chief amends the SOG to comply.	SOGs are at Level 6. The District Chief must ensure SOG compliance with all higher-level documents. Board may direct SOG amendment by resolution.
An SOG conflicts with the BAM	BAM controls. District Chief must amend the SOG.	BAM is at Level 4; SOGs are at Level 6.
A more-recently-adopted policy conflicts with an older policy	More-recently-adopted provision controls unless the older document is at a higher level of the hierarchy.	Later adoption does not override the hierarchy. A newer SOG does not supersede an older Policy Manual provision. A newer Policy Manual provision does supersede an older Policy Manual provision on the same subject.
A policy conflicts with Colorado law or Bylaws	Colorado law and Bylaws control absolutely. The	The Board Chair and District Counsel shall be notified. The Board shall place an amendment on the next available agenda.



	conflicting provision is void.	
Two provisions within the same manual conflict	Apply the specific-over-general rule: the more specific provision governs over the more general. If still unresolved, the more-recently-adopted provision controls.	Bring ambiguity to the Board's attention at the next regular meeting for clarification by resolution or amendment.
A legacy policy (2013 Manual) conflicts with a new Policy Manual policy	New Policy Manual policy controls. Legacy policies are superseded to the extent of the conflict.	Policy 100-1.01 § 9; Policy 100-1.06 § 9. Legacy policies remain in effect only where consistent with current documents.

8. CONFLICT ESCALATION PROCEDURE

When a conflict between documents cannot be resolved by applying the rules in § 7, or when there is uncertainty about which document governs, the following escalation procedure applies:

STEP	ACTION	WHO	HOW
1	Identify the conflict	Note the specific provisions in conflict; document the source, version, and section numbers of each conflicting provision.	
2	Apply hierarchy rule	Apply the six-level hierarchy (§ 4). If the conflict is between documents at different levels, the higher level controls. Stop here if resolution is clear.	
3	Apply conflict rules	If the hierarchy does not resolve the conflict (e.g., same-level documents, same manual), apply the specific-over-general and later-over-earlier rules from § 7.	
4	Notify Board Chair	If the conflict cannot be resolved by applying the hierarchy and conflict rules, notify the Board Chair in writing. The Board Chair shall consult District Counsel as appropriate.	
5	Place on agenda	The Board Chair shall place the conflict on the agenda for the next regular Board meeting. The Board shall resolve the conflict by formal vote — either by clarifying interpretation or	



		by directing an amendment.	
6	Document resolution	The Board’s resolution of the conflict shall be documented in the meeting minutes and, where applicable, memorialized in an adopting resolution. The Secretary/Treasurer shall prepare a conforming draft amendment to the relevant document(s) reflecting the Board’s resolution, for adoption at the next regular meeting. The District Chief may assist in preparing the draft but does not unilaterally update any adopted policy document or the BAM.	

a. Interim Conduct. While a conflict is pending resolution, all parties shall comply with the higher-level document in the hierarchy. If the conflict is between same-level documents, the more-recently-adopted provision shall be followed on an interim basis, pending Board resolution. No operations shall be suspended or delayed solely because of a pending conflict unless the Board Chair or District Chief determines a safety or legal issue requires it.

b. Emergency Situations. During an active emergency incident, the Incident Commander’s authority under NIMS and ICS is paramount. Conflicts between the SOG Manual and other documents shall not be raised or debated during an active incident. Post-incident, any identified conflict shall be escalated per this section.

9. INTEGRATION: HOW THE THREE MANUALS WORK TOGETHER

The three manuals are designed to be read together as a coherent and integrated governance framework, not as competing or duplicative documents. The following principles guide their integration:

a. Consistent application. All three manuals shall be applied in a manner that gives effect to all three simultaneously wherever possible. A provision in one manual should not be read to nullify a provision in another unless the higher-hierarchy rule compels it.

b. Mission-consistent interpretation. Where a provision is ambiguous or two provisions are in apparent conflict, the interpretation most consistent with the District’s Mission Statement (Policy 100-1.02, and as stated in Policy 100-1.01 § 4) shall be preferred. The District’s mission is to protect lives, property, and the environment of southern Park County through professional fire suppression, emergency medical services, wildfire mitigation, and community education.

c. Annual alignment review. As part of the annual review process under Policy 100-1.06, the District Chief shall identify any known or suspected conflicts between the three manuals and present them to the Board for resolution. This review is the primary mechanism for keeping the three manuals aligned as each evolves.

d. New documents. Whenever a new policy, BAM amendment, or SOG is adopted, the District Chief shall review the proposed document for conflicts with existing provisions in the other two manuals and include a written conflict-check statement in the staff report or briefing accompanying the proposed document. For policies and BAM amendments, this statement is presented to the Board before the adoption vote and the Board retains full authority to determine whether a conflict exists. For SOGs, the District Chief’s conflict-check statement does not substitute for Board review if a Director believes a conflict exists.



10. KEY DEFINITIONS FOR THIS POLICY

BAM (Board Administrative Rules Manual). The primary internal governance document of the Board of Directors of the SPCFPD, governing Board meeting procedures, officer duties, ethics, financial oversight, and Board-staff relations. Current version: BAM v0.8.

Conflict. A situation in which two or more provisions in District governance documents cannot both be given full effect simultaneously, or in which complying with one requires violating the other. Apparent conflicts that dissolve on careful reading are not conflicts for purposes of this policy.

District Chief. The chief executive officer of the District’s fire and emergency services operations, appointed by and answerable to the Board. The District Chief’s authority is bounded by all documents at levels 1–5 of the hierarchy.

Hierarchy. The six-level ranking of authority established in § 4 of this policy, under which higher-level documents always control over lower-level documents in the event of conflict.

Policy Manual. The collection of numbered policies (100-series through 1000-series) adopted by the Board governing District-wide administration, operations, and personnel. Governed by Policy 100-1.01.

SOG (Standard Operating Guideline). A written operational procedure governing field or station activities, issued by the District Chief within the framework of the Policy Manual and BAM.

SOG Manual. The collection of all adopted SOGs maintained by the District Chief.

11. SEVERABILITY

If any provision of this policy is held to be invalid or unenforceable by a court of competent jurisdiction, 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 regular meeting of the Board held on Pending Board adoption, by the following vote:

Director	AYE	NAY	ABSTAIN
Sean English (Board Chair)			
Mike Brandt (Secretary/Treasurer)			
Mike Parrish			
Mike Smith			
Jennifer Taylor			

ORIGINALS WITH SIGNATURES AVAILABLE AT STATION1



ATTESTATION.

IN WITNESS WHEREOF, the undersigned, being the duly authorized officers of the Board of Directors of the Southern Park County Fire Protection District, hereby attest to the adoption of this policy.

Sean English

Board Chair — Board of Directors, SPCFPD

Date: April 8, 2026

Mike Brandt

Secretary/Treasurer — Board of Directors,
SPCFPD

Date: April 8, 2026

Mike Parrish

Board Member — Board of Directors, SPCFPD

Date: April 8, 2026

Mike Smith

Board Member — Board of Directors, SPCFPD

Date: April 8, 2026

Jennifer Taylor

Board Member — Board of Directors, SPCFPD

Date: April 8, 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 100-1.07 duly adopted by the Board of Directors at a regular public meeting held on Pending Board adoption, at which a quorum was present and acting throughout.

Mike Brandt

Secretary/Treasurer — Southern Park County Fire Protection District

Date: April 8, 2026



Document Revision History

Document: 20260408_ADMIN_100-1.07_ThreeManualSystem_DRAFT-v0.3 Policy: 100-1.07 — THREE-MANUAL SYSTEM — HIERARCHY AND CONFLICT RESOLUTION

Table with 4 columns: Ver., Date, Author, Changes / Status. Rows include v0.1 (April 8, 2026), v0.2 (April 8, 2026), v0.3 (April 8, 2026), and V1.0 (April 8, 2026).

This policy shall be interpreted consistently with: Policy 100-1.01 (§§ 1, 2, 3 — foundational hierarchy provisions); Policy 100-1.06 (Amendment and Annual Review Procedures); BAM v0.8 (§§ 1.1, 1.1.1, 1.1.2, and Chapter 10); SPCFPD Bylaws (Articles I–X, March 2014); C.R.S. Title 32, Article 1 (Special District Act); C.R.S. § 24-6-402 (Open Meetings Law).

— END OF POLICY 100-1.07 —