



FACTUAL UPDATE TO SERVICE PLAN

FOR

DURANGO FIRE PROTECTION DISTRICT

LA PLATA AND SAN JUAN COUNTIES, COLORADO

142 Sheppard Drive

Durango, CO 81303

Version - 2023

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BACKGROUND

Purpose

The original service plan that defines the Durango Fire Protection District (DFPD) was approved by the La Plata County Board of County Commissioners in 2006 as a proposed district, if it were to be voted and approved by the voters. At that time, the organization was known as the Durango Fire Rescue Authority. The Authority was formed in 2002 as a functional consolidation of Animas Fire Protection District; Hermosa Cliffs Fire Protection District; Durango Fire Department, a municipal department; and Mercy Paramedics, a hospital-based ambulance service. In 2006, voters approved forming the Durango Fire Protection District but did not fund it. Therefore, it was a shell district and all operations and finances remained in the Authority until 2014. In 2014, the voters approved the funding of the district by dissolving Animas and Hermosa Cliffs Fire Protection Districts, using a basis of 5.7 mills as the tax base for the entire district. All fund balances, vehicles, and buildings were transferred to DFPD. At the point of dissolving Animas Fire Protection District and Hermosa Cliffs Fire Protection District, all existing bonds were paid off, and no debt service existed. Mercy Paramedics had no fund balance to contribute, and had previously transferred all staff, vehicles, and equipment to the Authority. The City of Durango arranged the payment of their owed share of fund balance to be paid throughout the 15-year length of the contract. The City transferred all of its equipment and apparatus to the District and provided River City Hall (Station 2) as a station throughout the term of the contract.

The newly formed and funded District provided service to the City of Durango via a contract for service instead of inclusion into the district. Two unsuccessful attempts (votes in 2006 and 2011)

to include the City in the District, showed the challenges of fiscal consolidation. The solution was to form and fund the district and provide service to the City via a contract.

In the fall of 2016, DFPD went to the voters of the District as well as the City of Durango, asking for an increase of 2.5 mills to fund the District needs. The District voters approved the increase, with the new base of 8.2 mills to provide funding. In the City, residents approved the 2.5 mill rate specific for fire protection. The City 2.5 mills is paid to the City and forwarded to the District as part of their 8.2 mill contracted payment.

The District serves a population of roughly 42,000 people over 325 square miles, and formally became the Durango Fire Protection District in 2014 with the dissolving of the prior agencies. With the changes over the years in structure and function, it was determined that a significant update to the service plan would be appropriate and beneficial. Essentially, the purpose of this document is to provide a factual update to the District's service plan to reflect the services currently being provided. The updates described herein are not material modifications to the District's original service plan as set forth in § 32-1-207(2), C.R.S.

History

The current fire protection district is the result of three fire service agencies and an EMS agency forming partnerships, and eventually, consolidating into a single fire protection district over the past few decades. Starting January 1, 2002, Durango Fire Rescue Authority, and ultimately DFPD, were formed by consolidating the following organizations:

- Animas Fire Protection District (“Animas Fire”) (1970-2014)

- Animas Fire started in 1970 as the Animas Volunteer Fire Department, later becoming a fire protection district. Animas Fire's district surrounded the City of Durango and had steady increasing calls for service and demands on staffing, prevention, and code enforcement. The volunteer organization had a paid chief and office manager, and later transitioned into paid daily staff response to help cover the call volume and service demand. Animas Fire was formed to bolster and improve the services previously provided by the La Plata Volunteers. This all-volunteer agency served the County for many years prior to 1970. Animas Fire provided fire, rescue, prevention, and inspection duties to its district.
- As of January 1, 2002, Animas Fire operated under the Durango Fire Rescue Authority until it was dissolved in 2014.
- Hermosa Cliffs Fire Protection District (1977-2014)
 - Hermosa Cliffs Fire Protection District (HCFPD) was established in 1977 to serve the northern part of La Plata County and the southern tip of San Juan County, CO. This area was previously protected by Animas Fire with limited services. HCFPD provided fire, EMS and ALS ambulance service, prevention and inspection to its district.
 - As of January 1, 2002, HCFPD operated under the Durango Fire Rescue Authority until it was dissolved in 2014.
- City of Durango Fire Department: 1881-2014
 - The City of Durango Fire Department (DFD) was the second paid fire department in the State of Colorado. It was established and ran as a

department of the City of Durango as a municipal fire department. DFD provided fire, rescue, prevention and inspection duties to the area within the city limits of Durango.

- As of January 1, 2002, DFD operated under the Durango Fire Rescue Authority until it was absorbed into DFPD in 2014.
 - The City is now served by DFPD via a contract for service.
- Mercy Paramedics
 - Started operating an ambulance service in 1969, after taking it over from two local mortuaries. Mercy Paramedics covered all of La Plata County. Throughout the years, Ignacio created their own ambulance service, and Hermosa Cliffs Fire Protection District started their ALS transport in the mid-1990s. The ambulances were based at the hospital creating long response times to distant parts of the County. The hospital staff met with the fire chiefs working on the consolidation and offered the ALS transport services to be included in the consolidation. This would result in more cost effective services and substantially shorter response and transport times. Mercy Paramedics only provided ALS ground ambulance service.

SERVICE AREA

Description

The Durango Fire Protection District (the “District”) is located in southwestern Colorado in central La Plata County and southern San Juan County. The north/south axis is Highway 550, from the state line with New Mexico to the south, to the top of Coal Bank Pass on the north, near the 55 mile marker. The east/west axis is roughly from the Florida River on the east to just shy of the top of Hesperus Hill on the west. The District serves a diverse area of approximately 325 square miles, including the City of Durango, and portions of two counties. The City of Durango has medium density housing and a historic main street with many buildings dating to the early 1900s. The regional airport is on the southeastern edge of the district. Many oil and gas wells, pumping stations, and a large processing plant are in the district. Fort Lewis College as well as most of the Durango 9-R schools are within the District boundaries or contracted area. The majority of the district exists in the WUI area with limited water supply. See Exhibit A for a map of the District boundaries.

Durango Fire Protection District also provides transport EMS service to the entire Fort Lewis Mesa Fire Protection District, adding an additional 325 sq. miles of coverage for our ambulance crews. Currently this service is provided without a contract or compensation to DFPD. Changes to this model may be pursued that are reasonable for all parties in the future. Any such changes will not constitute a “material modification” of this updated Service Plan for purposes of Section 32-1-207(2), C.R.S.

Demographics

The District’s resident population is approximately 42,000 (see Table 1). The diverse mix of landscapes and population centers results in around 6,500 incidents per year. In 2020, approximately 72% of incidents were Emergency Medical calls, 5% alarms, 19% public assist, 2% fires, 2% other.

Table 1. *County Demographic Summary*

(www.Point2homes.com and www.census.gov 2017-2021)

Total Population	55,5638
Gender/Age	
Male	50.4%
Female	49.6%
Median Age	41.0
Underage 5	4.1%
Under 18	18.0%
Age 18+	77.9%
Age 65+	19.9%
Race/Ethnicity	
White	87.9%
Black/African American	0.8%
American Indian/Alaskan Native	7.7%
Asian	0.8%
Pacific Islander	0.1%
Other Race	2.5%
Two or More Races	2.6%
Hispanic	13.0%
Education (25+ Years Old)	
High School	96.6%
Bachelor’s	47%
Households	
Total Housing Units	24,234
Owner-Occupied Housing	73%
Renter-Occupied Housing	27%

Category		%
Median Home Value	\$430,200	
Avg. Household Size	2.42	
Total Households	22,266	
Income		
Median Household Income	\$75,089	
Households Below Poverty Level		10.1%

Emergency Services Contract Areas

Service contracts may be established from time to time to provide fire protection, emergency medical, and related services pursuant to the provisions of the Colorado Constitution, Article XIV, § 18(2)(a), and (b), C.R.S., § 29-1-203, C.R.S., and § 32-1-1001(d), and (k), C.R.S.

The District provides the following emergency services contracts in effect as of the date of this updated Service Plan:

- City of Durango: In 2014, the District established a contract with the City to provide fire protection and emergency medical services, hazardous materials incident response, fire code enforcement, investigation services, and water and ice rescue and recovery services to the City, which is surrounded by the District.

SERVICES

Overview

The District is a combination career/volunteer department with approximately 100 full-time firefighters staffing 4 fire stations and 40 volunteers staffing an additional 12 stations, all working together to provide all-hazards capabilities: fire suppression, emergency medical services (EMS; including advanced life support and patient transport), hazardous materials,

technical rescue, and firefighting. The District also has approximately 25 staff and uniformed personnel that provide: a) oversight of operations; b) support functions including finance, human resources, information technology, fleet, and facilities; and c) fire prevention, education, emergency management, and community relations services. The District currently has an ISO of 4 within 5 miles of a fire station.

Statutory authority for fire protection districts comes primarily from Article 1, Title 32 of the Colorado Revised Statutes (the “Special District Act”), and other statutes related to Colorado local governments. The Colorado General Assembly has declared in § 32-1-102, C.R.S. that the organization of fire protection districts will serve a public use and will promote the health, safety, prosperity, security, and general welfare of the inhabitants of such districts. Pursuant to §§ 32-1-103, 32-1-1002, C.R.S., a fire protection district has the authority to provide the following services:

- Protection against fire by any available means.
- Ambulance, emergency medical, rescue. Ambulance services include the transportation of sick, disabled, or injured persons. Emergency medical services include initial emergency medical assistance, including, but not limited to, the treatment of trauma, burns, respiratory, circulatory, and obstetrical emergencies.
- Enforce all laws of Colorado and ordinances and resolutions of the appropriate political subdivisions relating to the prevention of fires and suppression of arson. This includes the inspection of buildings, premises, public places, and hazardous materials and operations to identify and correct conditions that are liable to cause a fire or explosion.
- Investigate the cause, origin, and circumstances of fires and work with the appropriate

jurisdiction to pursue criminal proceedings when appropriate.

Additional statutory authority for fire protection districts to provide fire protection and emergency services include, but are not limited to: § 29-22.5-103, C.R.S. (wildland fire), § 23-31-301, C.R.S. (receive grants to reduce wildfire risk and improve forest health), § 29-22-102, C.R.S. (hazardous materials response), and Title 24, Article 33.5, Part 7 C.R.S. (emergency and disaster management). In order to carry out and support these services, it is necessary for the District to have the personnel, equipment, facilities, vehicles, and other abilities to perform the following functions:

- All-hazards emergency response: The ability to perform a variety of technical rescues, specialized firefighting for specific hazards, and hazardous materials release mitigation.
- Agreements: The District may contract with, or provide service to, existing and future fire departments, municipalities, counties, state and federal agencies, fire protection districts and emergency service providers for such other services as are mutually beneficial and desirable.
- Support services: The ability to provide logistical services for the ordering and delivery of supplies related to all emergency and support functions; maintenance of equipment, vehicles and facilities; financial services for planning, accounting, payroll, statutory compliance, billing, and similar; human resources for recruitment, hiring, benefits administration, and similar functions; training of personnel; support for the mental and physical well-being of personnel including rehabilitation from injuries; risk management; data analysis, future planning and other support for independent evaluations; information technology support for networks, databases, software; and such other services that

support the various functions of the District.

- Community risk-reduction services: The ability to inform, communicate with, and answer inquiries from citizens, customers, media; perform fire prevention and other risk reduction activities through education, code enforcement, inspections, and investigations.
- Fire codes: The District will enforce the adopted Fire Code of the city and county within the District.
- The District shall have the power to provide for the financing of and design, acquisition, construction, completion, relocation, remodeling and installation of facilities and equipment for fire protection, including fire stations, fire apparatus, ambulances and ambulance stations, emergency medical response, rescue, and all necessary, incidental and appurtenant facilities, land and easements, together with extensions of and improvements to said systems, within and without the boundaries of the District.

Subject to § 32-1-207(2)(a), C.R.S. and any and all other legal requirements, the District may provide any service or utilize any power or legal authority currently, or in the future, available to a fire protection district, without the same being deemed a material modification of this updated Service Plan.

Specifically, the District provides the following services:

Emergency Medical Services and Ambulance Transport

The Durango Fire Protection District provides first response and fully licensed ambulance transport services within the district boundaries to victims of medical and traumatic emergencies.

The services provided include Basic Life Support, Advanced Life Support, and medical

transport, as permitted by applicable laws, rules, and regulations. Additionally, DFPD may provide first response and ambulance transport services to neighboring fire districts based on mutual and automatic aid agreements, as well as to assist in multi-casualty incidents overwhelming any EMS system in the region. DFPD may, through mutual and automatic aid agreements, require assistance from neighboring agencies in circumstances overwhelming its available resources.

Although all calls are handled with urgency, 911 response types (i.e., emergent/non-emergent) are based on national criteria dispatch system, allowing for a safer, no lights and sirens response when possible. DFPD provides sufficient ALS ambulances, as well as trained and certified personnel, to manage the anticipated emergency call volumes based on historical data and reasonable projections.

DFPD also provides non-emergency, interfacility ambulance transport to patients originating within the district boundaries, if ambulances and crews are available, and transports these patients to destinations also within the district boundaries. By contract with originating facilities, DFPD may extend non-emergency, interfacility services to and from locations outside of the district, providing such trips can be accomplished without compromising emergency response capability to the district. DFPD may request the assistance of mutual aid partners to assist with non-emergency, interfacility ambulance transport requests when DFPD resources are not available.

To assist in the life safety of special events, DFPD's services include reviewing event permit

applications for events within the district boundaries and making recommendations regarding the emergency medical service needs. DFPD may provide EMS/ambulance standby services to events, with or without charging a fee, providing personnel and ambulances are available and without compromising emergency response capability to the district.

Ambulance transport, as well as medical services without transport, are provided as fee-for-service and billed according to all applicable laws and regulations.

Wildland Response

Catastrophic wildfires threaten DFPD and much of the United States. DFPD's Wildland Fire Division helps protect the district and its residents. This is accomplished in a variety of ways:

1. DFPD staffs a wildland crew 7-days a week during the anticipated peak fire season. This crew is led by experienced firefighters with nationally recognized wildland fire certifications. The primary role of this crew is to respond to fire in DFPD's jurisdiction and mutual aid areas.
2. Preventing catastrophic wildfires is an important part of the DFPD's wildland division. This is accomplished by firefighters utilized for fire mitigation on private, city, and county lands within DFPD's district. DFPD works with federal, state, and local partners to obtain and execute grants for fire mitigation.
3. Supervision of wildland fire suppression and mitigation accomplished by full-time wildland firefighters. These positions are responsible for ensuring DFPD meets national wildland firefighting standards and best practices. The full-time wildland staff also assists with wildland training and assisting other local agencies with suppression and prescribed

fire. These positions also are utilized to bolster DFPD and incident command needs.

4. The need for Incident Management Team (IMT) members is common across the nation. DFPD meets this need with its 'Single Resource Program.' This program is comprised of part-time contractual employees that assist on local and national IMTs. These members assist in a variety of functions including incident command, operations, finance, safety, planning and logistics.

DFPD's Wildland Division partially funds the seasonal wildland crew and full-time wildland positions through mitigation projects and contracting with other agencies for projects and wildfires outside our district. DFPD firefighters are utilized as part of the [National Cohesive Wildland Fire Management Strategy](#). This strategy allows for mobilization of firefighters, equipment, and IMT members nationwide. Wildfires generally follow seasonal trends; participation in this program allows DFPD to receive additional firefighting resources when large fires occur and allows DFPD to contract with other agencies when they need additional resources.

Structural Firefighting

Durango Fire Protection District provides structural firefighting services within the boundaries of our fire district on initial response and supports regional districts via Mutual Aid and Auto Aid agreements. This service includes aerial/ladder trucks, structural fire engines, tankers and brush trucks. All full-time 911 response personnel are trained to at least the IFSAC Firefighter 1 level.

DFPD's structural firefighting is a tiered response. All calls have paid staff respond immediately,

with a volunteer response as soon as possible and when needed. Currently, the District operates out of 16 fire stations. Four are staffed with full-time firefighter/medics, twelve are volunteer staffed. Of the 12 volunteer staffed stations, 4 are designed for a resident to live in the station to provide a faster response in that station district. Those resident stations are not always full, as we do not have consistent staff to fill those positions. All 16 station districts are covered by one of the full-time stations to ensure a response to all emergency and non-emergency calls.

As stated in the EMS paragraph, we use national criteria to determine whether a call justifies lights and sirens or if no lights and sirens are appropriate based on the caller/call type information. Assessment of the balance of risk and benefit is a crucial part of our response safety plan.

Rescue/Extrication/Specialty

DFPD provides rescue and extrication services based on historical need, demand, and forecasted needs. DFPD provides rope rescue in both low and high angle theaters within our district, and support Search and Rescue and neighboring districts in those areas outside of our district via mutual aid. Vehicle extrication is provided from all paid stations and most of the volunteer stations. DFPD does not provide trench rescue. DFPD provides limited confined space rescue. DFPD supports the LPCSO Dive Team with medical support within our district but does not have a stand-alone team. DFPD provides support to the DPD SWAT Team via a contract. Special Events are covered primarily by contract to cover expenses, and to ensure that normal 911 response capabilities are not impacted by any event.

Haz/Mat

Durango Fire Protection District protects its service area from hazardous materials (Haz Mat) incidents through prevention and response. Prevention is offered in risk assessments, inspections, and training. Participating in the Local Emergency Planning Commission (LEPC) multiple local government agencies and industry work together to assess and mitigate risks related to transportation, storage, and use of hazardous materials. DFPD's Prevention Division carries out plan reviews and inspections to maintain awareness of materials and uses in our community. The certifications offered to all response members is Haz Mat Operations, focusing on identification and defensive measures to contain the spill. Specialized Haz Mat training known as Haz Mat Technician is offered off-site to be prepared to take more close-up measures to control leaks and offload containers. Continuing education is offered locally covering the skills related to Haz Mat Technician certification level.

Durango Fire offers a tiered response for incidents involving hazardous materials. Most members are operations level responders that can utilize the protective clothing in recognition, emergency decontamination, and defensive control measures. Durango Fire also has a special technician level response team for response to hazardous materials incidents in district, and throughout the region utilizing mutual aid. DFPD strives to have Haz Mat Technicians on each shift as well as enough technicians to support the demand. The team has tools and training to control a leak at its source minimizing the impact to life, environment, and property. If leaks cannot be controlled, we can assist transfer or flare certain flammable materials to mitigate an emergency. The owner of the material is responsible for handling response, clean up, and any expenses incurred. We can offer referrals for notifications and environmental services once the emergency is over or if it

exceeds the capabilities of our organization.

All hazardous materials response services by DFPD are aimed at saving lives and property and protecting against harm to the environment. DFPD is not equipped, trained nor certified to conduct clean-up operations. Other agencies that conduct that type of work must be utilized for those remediation and clean-up activities.

Fire Prevention/Risk Reduction, Inspection & Enforcement

The Code Enforcement and Prevention Division of DFPD strives to prevent loss of life and property, and to build community resilience. The 5 E's (emergency response, engineering, enforcement, education, and economic incentives) of the nationally recognized Community Risk Reduction program are all used. The Division performs origin and cause fire investigations, both structural and wildland, and assists law enforcement agencies and the legal system in the prosecution of arson cases identified through the investigations.

The Division, per adopted codes, state statutes, contracts, development agreements and memorandums of understanding, performs plan reviews, permitting and inspections in the building environment. Infrastructure development of water supply and access is reviewed and inspected per adopted codes and standards in coordination and conjunction with local, state, and private entities.

The Division provides community education services to the public as requested and as needed through the Community Risk Reduction Plan. The Community Risk Reduction Plan is developed by the Division using nationally recognized standards.

Training Division

DFPD Training Division is charged with training, testing, and certifying the organizational membership to perform a variety of tasks relating to the emergency fire and EMS response needs of the district. The Division also responds to emergencies to strengthen the incident command team and provide additional safety.

1. The Division's current staffing includes positions for one Battalion Chief and one administrative assistant. Three Safety/Training Captains report to the Division. Each Captain is assigned to one of the 3 shifts and is responsible for insuring adequate training and certification on his/her own shift. In addition, the Safety Captains and Battalion Chief can respond to emergency calls to bolster the incident management team.
2. The Training Division accounts for the training and certification of DFPD's members, including full time, part-time, seasonal and volunteer members.
3. Internally, the Training Division collaborates with other Divisions to forecast, develop, and support adequate training in specific areas such as fire prevention, EMS, facilities and fleet maintenance, and structure and wildland fire suppression.
4. The Training Division provides proctors and testing for certification and education, both within our agency and to assist other agencies throughout the region.
5. Externally, the Training Division collaborates with civic, community, and private organizations to identify training needs and develop training for the public and DFPD membership.
6. The Division executes an entry-level firefighter training program in the form of an annual Fire Academy on the DFPD Training Center campus. This entry level training is required

for all DFPD firefighting personnel.

7. The DFPD Training Center is a regional training hub and serves many neighboring agencies in courseware and training. This collaboration benefits both DFPD and the other agencies by assuring consistency in training, as well as building relationships for major incidents that exceed the capabilities of DFPD and our regional partner agencies.
8. Safety Captains function as an additional layer of Incident Command, in the case of large incidents, multiple emergencies at once, and requests for aid from neighboring agencies.

The Training Division will continue to serve a vital role in providing adequate continuing education for its internal and external customers, and by providing a dedicated Safety Officer to the ever-growing dangers and demands of emergency operations.

Business Offices

As a Special District in the State of Colorado, DFPD is a quasi-governmental organization. The Board of Directors holds taxing authority and fiscal and operational controls allowing independent operations. Therefore, DFPD does not share responsibility for overhead service needs with other governmental entities. As such, human resources, finance, fleet and facilities maintenance, and general organizational management from the elected officials down through the entire organization are housed within.

Partnerships

The District works closely with La Plata and San Juan County governments, the City of Durango, the La Plata and San Juan County Sheriff's Offices, local emergency service providers,

and other appropriate organizations, including entering into intergovernmental agreements to provide efficiency in fire protection and emergency services and to avoid duplication of expenses and efforts.

The District utilizes dispatch and communication services from the Durango/La Plata Communications Center. Those services are provided on a user-fee basis. The District may contract with existing and future fire departments, municipalities, fire protection districts, emergency response service providers and other emergency service providers for such other services as are mutually beneficial and desirable.

The District operations are generally provided as above. Any modifications are allowed without the same being deemed a material modification of this updated Service Plan.

GOVERNANCE

The District is governed by a seven-member, elected board of directors. Directors are elected during regular elections in May of odd years (§§ 1-1-104(42), 1-13.5-111(1), 32-1-103(17), and 32-1-305.5(3), C.R.S.). Directors can serve for a term of four years and there are term limits of two terms.

The District reserves the ability to establish director districts and designate whether directors are elected at large or by the eligible electors within an established director district, as allowed by statute (§ 32-1-902.7, C.R.S.), without the same being deemed a material modification of this

updated Service Plan.

In accordance with §§ 32-1-1001, and 32-1-1002, C.R.S., a fire protection district board of directors has the power to, among other things:

- Levy ad valorem taxes.
- Adopt and enforce fire codes, as applicable within each county or municipality.
- Borrow money, incur indebtedness, and issue bonds as authorized.
- Acquire, dispose of, and encumber real and personal property.
- Enter into contracts and agreements.
- Hire the Fire Chief and consultants.
- Impose, within the District's boundaries, fees and charges for ambulance and emergency medical services (and related extrication, rescue, or safety services), and requested or mandated inspections related to an adopted fire code.
- Furnish services outside the District's boundaries and impose fees and charges for such services.
- Create and fund firefighters pension funds.

Statutes outside the Special District Act provide the District and its Board of Directors additional legal authority to provide other emergency services and take related governance, operational and administrative actions.

FINANCIAL PLAN

Assessed Value

For 2022 taxes collected in 2023, DFPD (La Plata and San Juan County combined) has a total property valuation of \$5,842,728,895 and assessed valuation of \$628,483,461. The City of Durango has a total property valuation of \$4,574,808,100 and assessed valuation of \$598,822,420. Table 2 shows the values by property classification and county.

Table 2. *DFPD Property Values (\$), 2023 Budget Year.*

Area	Actual Valuation	Assessed Valuation
La Plata	\$5,768,087,280	\$619,353,150
Residential	\$4,837,640,810	\$336,216,410
All Others	\$930,446,470	\$283,136,740
City of Durango	\$4,574,808,100	\$598,822,420
Residential	\$2,906,772,780	\$202,019,590
All Others	\$1,668,035,320	\$396,802,830
San Juan	\$74,641,615	\$9,130,311
Residential	\$56,760,819	\$3,944,876
All Others	\$17,880,796	\$5,185,435
Total	\$10,417,536,995	\$1,227,305,881

Revenues

The District’s current voter-approved mill levy rate is 8.2 mills. That mill rate was increased in 2017 from a previous 5.7 mills. The District reserves the right to seek voter approval for property tax mill levy increases and other voter approvals contemplated by TABOR and increase its revenues without the same being deemed a material modification of this updated Service Plan.

The current mill levy results in total revenue from property taxes within the District, for 2022 collected in 2023, of \$5,153,564. The contract with the City provides revenue equal to the

District’s mill rate (8.2) X the City’s assessed valuation, resulting in 2023 revenues of \$4,910,344. District reserves the ability to collect revenues from refunds and abatements in the future without the same being deemed a material modification of this updated Service Plan.

The District has two funds: General Fund and a Capital Projects Fund. Table 3 shows the total revenues for all funds for the 2023 budget year. The District reserves the right to modify its budget format and fund structure without the same being deemed a material modification of this updated Service Plan.

Table 3. *DFPD Total Revenues, 2023 Budget Year.*

Revenue Source	Amount
DFPD Property Taxes	\$5,153,564
City Contract Revenue	\$4,910,344
District Specific Ownership Taxes	\$500,000
City Specific Ownership Taxes	\$500,000
Net Investment Earnings	\$55,000
Ambulance Transport Fees	\$6,630,000
Prevention Fees	\$80,000
Wildland Fire Billing	\$780,000
State and Federal Grants	\$811,000
Impact Fees and Capital Funding	\$592,052
Other Income	\$164,644
Total Revenues	\$20,176,604

Other revenues include, but are not limited to: hazardous materials response fees, responses outside district boundaries including wildfire/disaster deployments, rental income, grants, contracted services, investment earnings, Medicare/Medicaid supplemental fee, and miscellaneous income. The District currently receives impact fees from La Plata County, San Juan County and the City of Durango. The District reserves the ability to modify/update this revenue source in the future, consistent with legal authority, without the same being deemed a material modification of this updated Service Plan.

The District is authorized by Title 32, Article 1, C.R.S. to use a number of methods to raise revenues for capital needs and general operations costs. These methods, subject to the limitations imposed by Article X, Section 20 of the Colorado Constitution, include issuing debt, levying taxes, and imposing fees and charges. Information concerning directors, management, meetings, elections, and current taxes are provided annually in the Notice to Electors described in § 32-1-809(1), C.R.S., which can be found at the district office, on the district's website, on file at the division of local government in the state department of local affairs, or on file at the office of the clerk and recorder of each county in which the special district is located.

Expenditures

The District has two funds: General Fund and Capital Projects Fund. Table 4 shows the total expenditures for all funds for the 2022 budget year. Other expenditures include, but are not limited to, treasurer's fees, insurance, outside services, utilities, and routine maintenance. Occasionally budgeted expenditures exceed budgeted revenues, which may occur as a result of strategically utilizing reserve to fund capital, special initiatives, or long-term financial plans.

In accordance with TABOR (Article X, Section 20 of the Colorado Constitution), a minimum of 3% of budgeted General Fund revenues are set aside as emergency reserves. The District reserves the right to continue to evaluate and adjust its reserve policy in order to meet constitutional provisions while ensuring funding stability.

Table 4. *District Expenditures – All Funds, 2023 Budget Year.*

Expenditures	Amount
Salaries	\$9,413,000
Benefits	\$2,450,000
Operating	\$6,292,802
Capital Expenditures	\$2,708,000
Transfer to Capital Projects Fund	\$1,000,000
Total Expenditures	\$21,863,802

Debt and Debt Service

The District currently has no outstanding debt or authorized and unissued debt. Lease-purchase financing is an option, facilities can be leased to provide logistics and other support services, and vehicles can be leased to provide transportation related to the provision of services. The District may borrow funds, incur indebtedness, issue bonds, or utilize other forms of revenue or purchasing in the future, with voter approval where necessary, for the purpose of improving the existing fire protection and emergency rescue and medical system and service, including necessary fire apparatus, vehicles, emergency medical and rescue vehicles and firefighting equipment, buildings and structures to house the vehicles and equipment, as well as providing

meeting and training facilities, land and easements, and any necessary, incidental, and appurtenant equipment for said improvements, as required, for the District and its inhabitants.

Subject to any and all requirements for voter approval and other legal requirements, the District may raise or lower its mill levy, incur debt, utilize financing vehicles and issue bonds without the same being deemed a material modification of this updated Service Plan, unless this causes a decrease in the financial ability of the District to discharge indebtedness.

CAPITAL

The District’s investment in capital assets for its governmental and business type activities as of December 31, 2021, amounts to \$14,790,963 (net of accumulated depreciation and related lease debt). This investment in capital assets includes land, buildings, vehicles, equipment, construction, and right to use assets (see Table 5).

Table 5. *District’s Capital Assets – Net of Depreciation (as of December 31, 2021).*

	Total
Land	\$1,226,106
Buildings	\$7,616,925
Vehicles	\$4,098,819
Equipment	\$1,849,113
Construction in Progress	\$ 0
Total	\$14,790,963

Facilities

The District's 19 facilities are shown in Exhibit B and valued at approximately \$38,350,241 (as of December 31, 2022, insured value). The number and values of facilities in the future may be added, replaced, expanded, or relocated, including the purchase and sale of associated land.

(Note: There is a substantial difference between depreciated value, replacement value and insured value. DFPD uses each value for specific, required purposes, planning or reporting.)

Vehicles & Equipment

There are currently 92 vehicles valued at approximately \$19,794,248 (as of December 31, 2022, insured value). Vehicles are owned and continually replaced based on age, miles, operating hours, general condition, and maintenance costs. Therefore, the number and values of vehicles in the future may vary. *(Note: There is a substantial difference between depreciated value, replacement value and insured value. DFPD uses each value for specific, required purposes, planning or reporting.)*

The District owns a large variety of equipment valued at approximately \$4,640,638.99 (as of December 31, 2022, original cost-based value). This equipment includes items with a value at or above \$5,000 and includes items such as furniture, fixtures, fitness equipment, computers, telephones, Self-Contained Breathing Apparatus, cardiac heart monitors and defibrillators, thermal imagers, and radios. All equipment is owned and continually replaced based on general condition, maintenance costs, and compliance with safety standards. Therefore, the number and values of equipment in the future may vary. *(Note: This is not inclusive of all equipment. Many items are less than \$5,000 each, being excluded from this value. However, those items in*

aggregate can have a high value, i.e., hose, portable radios, etc.).

FUTURE GROWTH

The District population is anticipated to continue increasing due to major housing developments primarily located in La Plata County and the City of Durango. Developments such as Three Springs, Twin Buttes (City of Durango), and Edgemont Ranch (La Plata County), could increase the County population to 80,000 by 2050 (State of Colorado, DOLA).

The associated increase in population and commercial occupancies will result in an increase in emergency incidents, commercial structures to inspect, and community risk reduction programs to expand, along with the associated support programs to construct fire service facilities, hire employees, purchase equipment, deliver supplies, and expand other infrastructure. In order to prepare for this anticipated growth, it is common practice for the developers of large housing developments to dedicate land for a future fire station, and the District has secured land in several areas to allow for new or relocated fire stations. The District will also have all powers of eminent domain granted fire protection districts (§ 32-1-1002(1)(b), C.R.S.) in order to secure land that is critical for the construction of facilities and delivery of services.

The District's boundaries may also change over time with the inclusion or exclusion of properties. Boundaries may also change when properties that aren't currently in a fire protection

district decide to include into the District. Similarly, the District periodically audits the properties that are capable of being served by the District, but which are not within a fire protection district boundary and notifies property owners that they should include within the District. Inclusions or exclusions may also take place to realign boundaries with adjacent fire protection districts to achieve efficiencies or better align with service capabilities and station locations. Future consolidations are another opportunity for boundary changes. The District will continue to evaluate the feasibility of additional consolidations when requested by another agency in order to pursue those opportunities that can improve service, firefighter safety, financial security, and long-term stability. The District reserves the right to modify its boundaries except when such modification involves inclusion of property that is located within a county or municipality with no other territory within the District.

Agreements

The District has secured many intergovernmental agreements or MOU's in order to improve service throughout the District and surrounding region for routine and large-scale incidents, provide emergency or support services on a contractual basis when mutually agreed upon with another political subdivision, or participate in cooperative efforts at the state or national level for disasters. Those items are not detailed out in this document, as they are updated and change frequently. Copies may be requested from the District. The District reserves the right to modify these agreements and enter into additional contracts, intergovernmental agreements, and service agreements for service both within and without the District's boundaries without the same being deemed a material modification of this updated Service Plan. Agreements that contain additions to the types of services provided or a decrease in the level of service, as contemplated by this

service plan, § 32-1-207(2)(a), C.R.S., or the inclusion of property that is located within a county or municipality with no other territory within the District, may be deemed a material modification.

CONCLUSION

This updated Service Plan is submitted in accordance with the requirements of Part 2, Title 32 of the Colorado Revised Statutes (the "Special District Act"). It does not impose any mandatory obligations on the District and does not limit the District from utilizing any current or future legal authority available to a fire protection district. The purpose of this updated Service Plan is to produce satisfactory evidence that the requirements for La Plata and San Juan County's approval of this updated Service Plan, as set forth in §§ 32-1-203(2), and (2.5), C.R.S., have been met to enable the continuation of the Durango Fire Protection District with all related powers.

This updated Service Plan is in compliance with §§ 32-1-203, 32-1-207, C.R.S., and should be approved for the following reasons:

- There is sufficient existing and projected need for organized service in the area currently being served and to be serviced by the special district.
- Without the District continuing to serve the area within its boundaries as set forth in this updated Service Plan, service to the area would be inadequate for present and projected needs.
- The District is capable of providing economical and sufficient service to the area within its boundaries as they currently exist or may exist in the future.

- The area included in the District has, or will have, the financial ability to discharge any indebtedness as contemplated by this updated Service Plan on a reasonable basis.
- Adequate service is not, or will not be, available to the area within the District's boundaries through the county or other existing municipal or quasi-municipal corporations, including existing special districts, within a reasonable time and on a comparable basis.
- The facility and service standards of the District are compatible with the facility and service standards of each county within which the District is located and each municipality which is an interested party under § 32-1-204 (1), C.R.S.
- The proposal is in substantial compliance with a master plan adopted pursuant to § 30-28-106, C.R.S.
- The updated Service Plan is in compliance with any duly adopted county, regional, or state long-range water quality management plan for the area.
- Approval of this updated Service Plan will be in the best interests of the area served by the District and its residents.

This updated Service Plan has been designed with sufficient flexibility to enable the District to provide required services and facilities under evolving circumstances without the need for numerous amendments. While the assumptions upon which this updated Service Plan are generally based are reflective of the current plans and expectations of the District, the cost estimates and Financial Plan are sufficiently flexible to enable the District to provide necessary services and facilities without the need to amend this updated Service Plan. Modification of the general types of services and facilities shall be permitted to accommodate potential changing

needs and plans of the District.

CONTACTS

Durango Fire Protection District

c/o Fire Chief

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970-382-6000

Collins Cole Flynn Winn & Ulmer, PLLC

Special Counsel

c/o Allison Ulmer

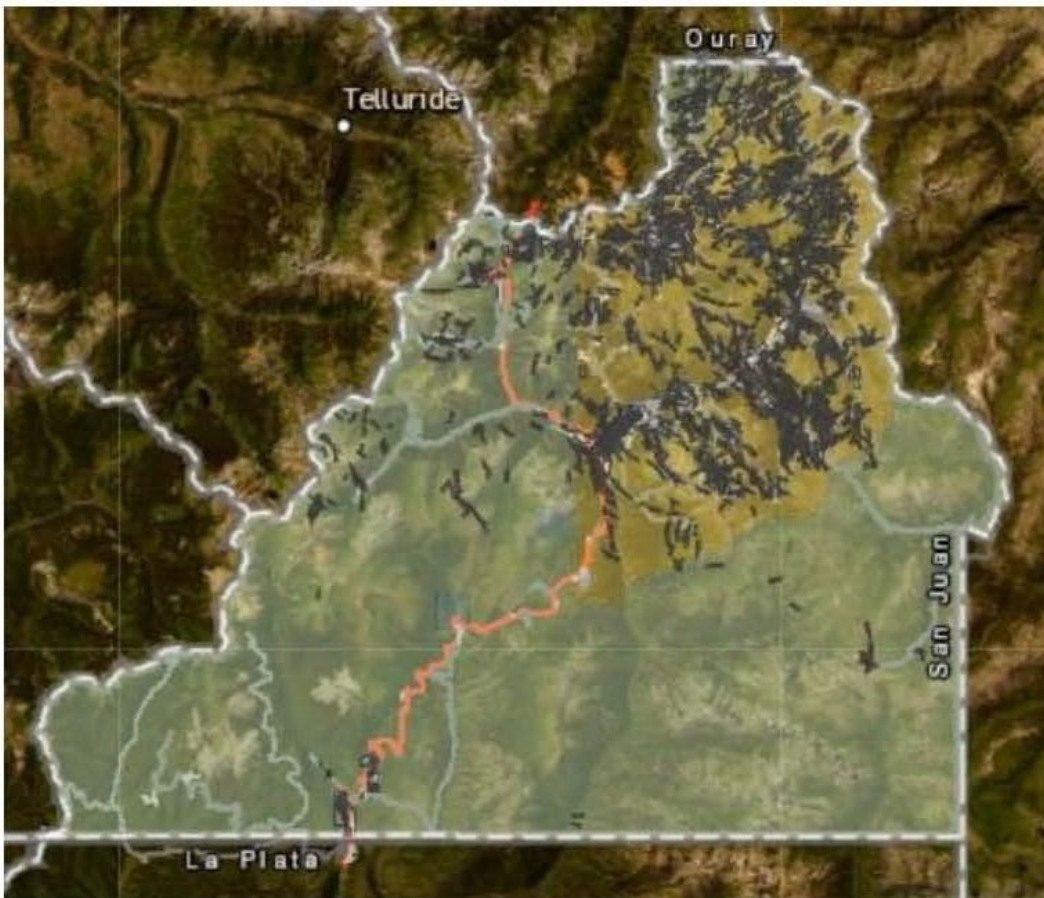
165 S. Union Blvd, Suite 785

Lakewood, CO 80228

(720) 617-0080

EXHIBIT A

DFPD District Map – San Juan County, Colorado



San Juan County, bordered to the south by La Plata County.

The DFPD District tax payers are the high-lighted boxes on the bottom of the upper map. DFPD responds to the calls on **Highway 550 to the top of Coal Bank Pass.**

EXHIBIT B

DFPD District Map in La Plata County, Colorado

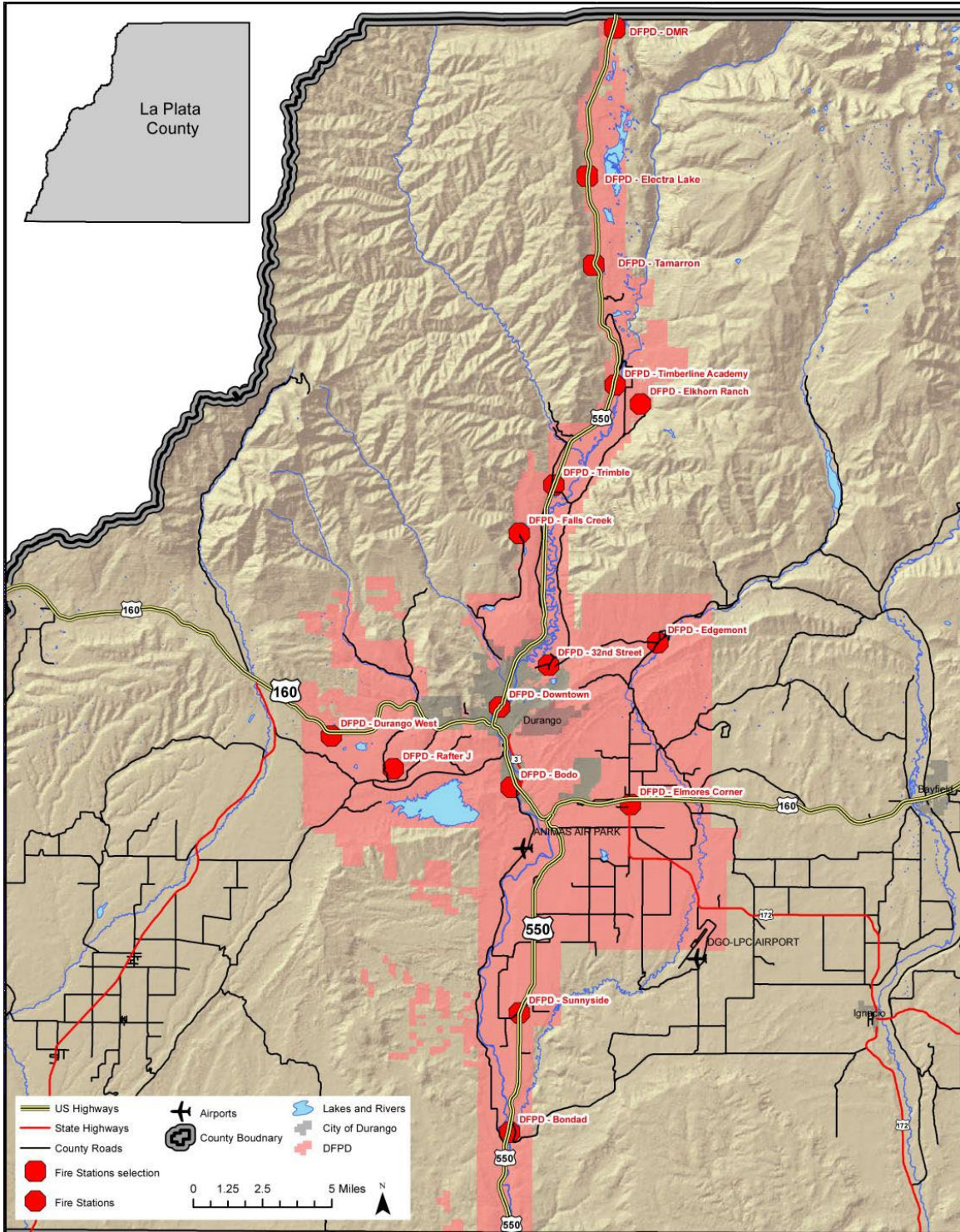


EXHIBIT C

Facilities

				Durango Fire Protection District			
Statement of Values				2023			
Loc #	Location Address	City	Zip Code	Occupancy	Move Forward Value	Year Built	Area
1	142 Sheppard Dr	Durango	81303	Station #1	\$7,941,329	1998	20,000
2	770 County Rd. 251	Durango	81303	Station #3	\$4,633,146	1997/2019	10,300
3	6363 Falls Creek Main	Durango	81303	Station #13	\$500,000	1986	2,000
4	8565 Highway 550	Durango	81303	Station #4	\$500,000	1980	2,000
5	6342 County Rd. 240	Durango	81303	Station #5	\$500,000	1980	2,000
6	31263 Highway 550	Durango	81303	Station #6	\$2,121,556	1997	5,600
7	204 Highway 172	Durango	81303	Station - 3 Bay/Station 7	\$750,000	1980	3000
7Bldg2	204 Highway 172	Durango	81303	Station - 2 Bay/ Aux Bldg	\$375,000	1974	1500
8	50 Lazy Pine Dr.	Durango	81303	Station #9	\$500,000	1980	2000
9	4040 Highway 550	Durango	81303	Station #11	\$1,243,646	1997	3000
10	225 Animas Springs Rd.	Durango	81303	Station #12	\$1,243,646	1998	3000
11	615 West Fork Rd	Durango	81303	Station #8	\$175,000	1978	700
11Bldg2	615 West Fork Rd	Durango	81303	Building #2/Aux Bldg	\$500,000	1978	2000
12	40839 Highway 550	Durango	81303	Station #14	\$315,167	1978	700
13	49816 Highway 550	Durango	81303	Station #16	\$800,000	1977	2000
14	44301 Highway 550	Durango	81303	Station #15	\$3,000,000	1981	2100
15	1235 Camino Del Rio	Durango	81303	Station #2	\$0	1970	5000
16	104 Sheppard Dr.	Durango	81303	Administration Building	\$1,818,686	1997	5500
17	655 Elkhorn Mountain Rd.	Durango	81301	Station #10	\$325,000	2007	1300
18	182 Sheppard Dr	Durango	81303	Training Tower	\$1,751,000	2021	4,936
	56 CR 302	Durango	80303	Land (apprx 1 Acre)			
	CR 141 (2800 CR 141)	Durango	81301	Land (apprx 2 Acres)			
	575 Wilson Gulch Road	Durango	81301				
19	201 E 12th ST	Durango	81301	Administration Building	\$5,158,163	1916	44,000
	201 E 12th ST	Durango	81301	Big Picture Building	\$3,198,902	1950	38,000

EXHIBIT D

Mill Levy Comparison for Regional Fire Protection Districts

2022 Budget Year

Fire District	Base Mill Levy	Bond Mill Levy	Total Mill Levy	County
Durango Fire Protection	8.2	0.0	8.2	La Plata, San Juan
Upper Pine (Bayfield)	10.9	0.0	10.9	La Plata
Los Pinos (Ignacio)	9.5	0.0	9.5	La Plata, Archuleta
Fort Lewis Mesa	10.1250	0.0	10.125	La Plata