

LARKSPUR FIRE PROTECTION
DISTRICT



FIVE-YEAR STRATEGIC PLAN

2026-2030

PREPARED BY :

Strategic Planning Committee



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Mission, Vision, Values

Mission of Larkspur Fire Protection District:

"Dedicated to our community through quality services, compassion, and excellence."

Vision of Larkspur Fire:

Larkspur Fire Protection District is dedicated to being a progressive fire department, constantly putting the community above our own needs. The sacrifice our members make will be in the name of safety for the citizens we protect.

Larkspur Fire Protection District Values:

These values are the principles and practices that we will use to show the public who we are.

Integrity

Larkspur Fire is an organization that displays the utmost fairness, adhering to the highest moral and ethical standards in everything we do.

Compassion

Larkspur Fire is an organization that provides understanding and empathy to those in need.

Professionalism

Larkspur Fire staff will constantly challenge themselves to be the most professional firefighters and Emergency Medical Services providers through education, training, and community service.

Courage

Larkspur Fire staff shall have the courage to exceed expectations in the face of danger or adversity without hesitation, in order to protect life, property the environment, and our community values.

Commitment

Larkspur Fire is committed to building relationships within our community to better prepare and educate our stakeholders and citizens for emergencies and unexpected events.

Larkspur Fire Moto:

Progression, Dedication, Sacrifice



The Larkspur Fire Protection District (LFPD) protects approximately 110 square miles of southern Douglas County. We do this through a team of highly trained firefighters and medics who staff two stations on a full-time basis (a third station is staffed by volunteers). We are a combination department consisting of both paid and volunteer staff. Our boundaries extend from the Pike National Forest to the west, to the El Paso County line to the south, and to Franktown to the east. To the north, our District shares a boundary with the Town of Castle Rock and the Jackson 105 Fire District. Within our boundaries, our residents - approximately 6500 in number - principally live within a small number of developed neighborhoods with homes scattered throughout our lands.

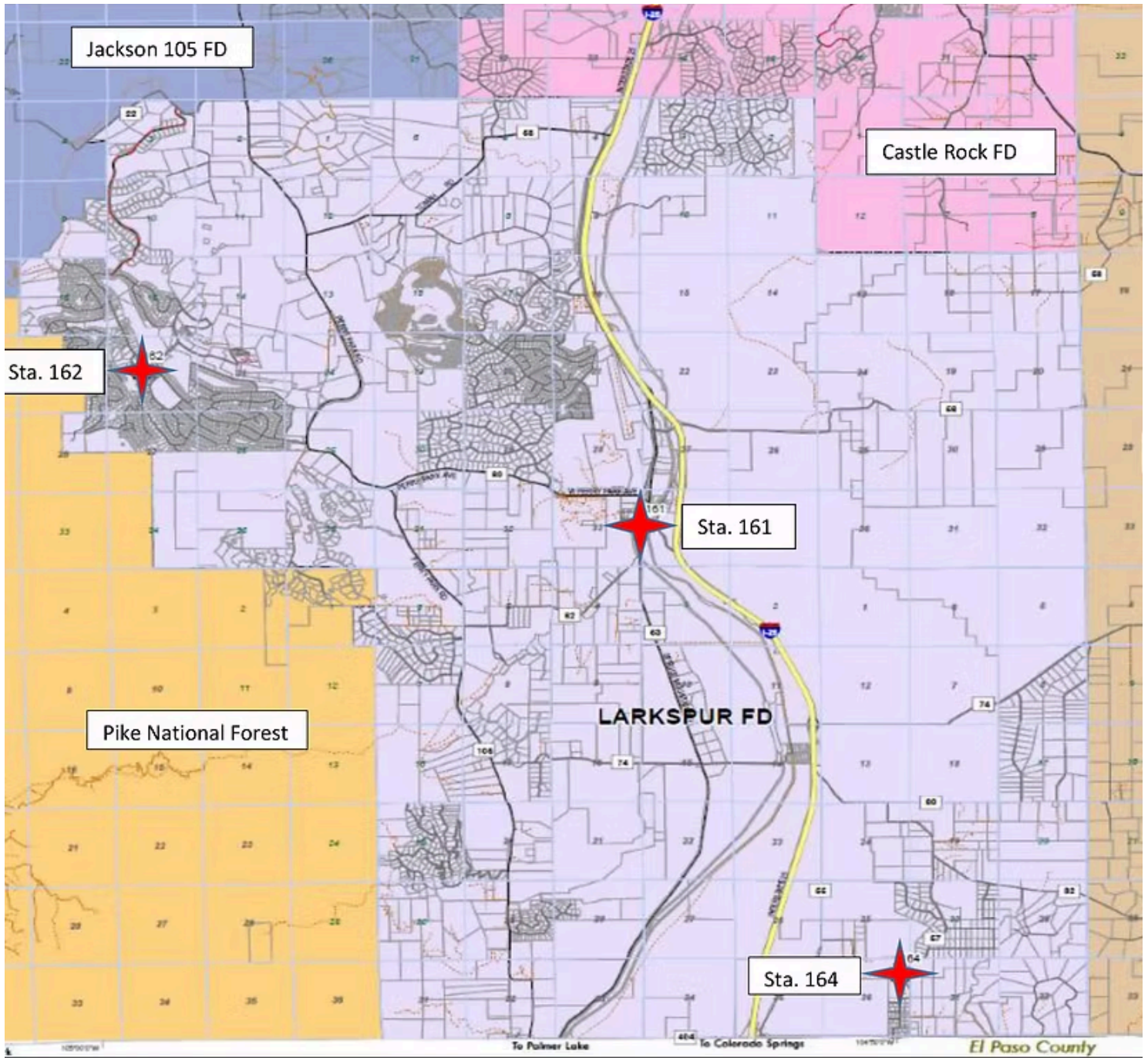
While our Fire District lies almost equally between the State's largest metropolitan areas, the lands we protect are remarkably undeveloped by modern standards. Interstate 25 dissects our District almost evenly down the center, with much of our residential areas lying west of the highway. The natural beauty of our jurisdiction is overwhelming, and our area is crisscrossed by county owned open spaces, trails, and working ranches. The principal north/south freight line also traverses our jurisdiction, and a FAA registered airport with a 5700 foot runway also lies within our boundaries. Within the hills and forests of our District can be found numerous items of critical infrastructure such as cellular repeater towers and a water treatment facility along with historical items of cultural importance.

Among the many perils that we train and prepare for, our largest risk in terms of harm to our residents and their properties is wildfire. Whether a fire threatens one of our pristine spaces or subdivisions due to a lightning strike, or perhaps fire might endanger our District if it escapes from the nearby national forest, LFPD resources are always prepared to respond to fires or reports of smoke. Fighting fire within the Wildland Urban Interface (WUI) carries with it extreme risks and thus mandates that we employ a well-trained and professional workforce. Our most numerous requests for assistance are medical emergencies, and our ambulances are staffed by paramedics with advanced life support capabilities. We are often summoned to the Federal interstate where there are over 100,000 daily car movements resulting in high-speed motor vehicle collisions or weather caused incidents. A large commercial event also takes place each summer for 8 consecutive weekends – an event that attracts thousands of visitors who require diverse support from the LFPD.

The large size of our District and the needs of our constituents and visitors can challenge our resources at times. As with many public safety agencies, there are occasions when LFPD resources are not available to respond to emergent requests for assistance because we are assisting others. On those occasions, the LFPD has formal agreements with neighboring agencies who respond within our District through a process known as mutual aid. In return, LFPD resources also respond to out-of-district emergencies when our neighbors need support. Faced with an increasing number of requests for assistance and care of an increasing level of complexity and difficulty, the LFPD has gradually increased its staffing levels while also revitalizing aging equipment. For example, the LFPD recently took delivery of its first new ambulance in over a decade – a purchase driven by the high maintenance costs associated with operating older vehicles.

The Larkspur Fire Protection District continues to evolve and progress as it strives to enhance and expand the protection it provides to those who seek its assistance. We are dedicated to our community through quality services, compassion and excellence, words that are so vitally important to us that they serve as our mission statement. On every shift on every day, the LFPD team is proud to serve our constituents, and we are prepared to do so on a moment's notice. You can count on us being there for you and your family.

Larkspur Fire Protection District



STATION 161



STATION 162



STATION 164



Our Population

Current Population

6,466

Larkspur Fire Protection District

2020 Population

6,296

Larkspur Fire Protection District

5,810,774

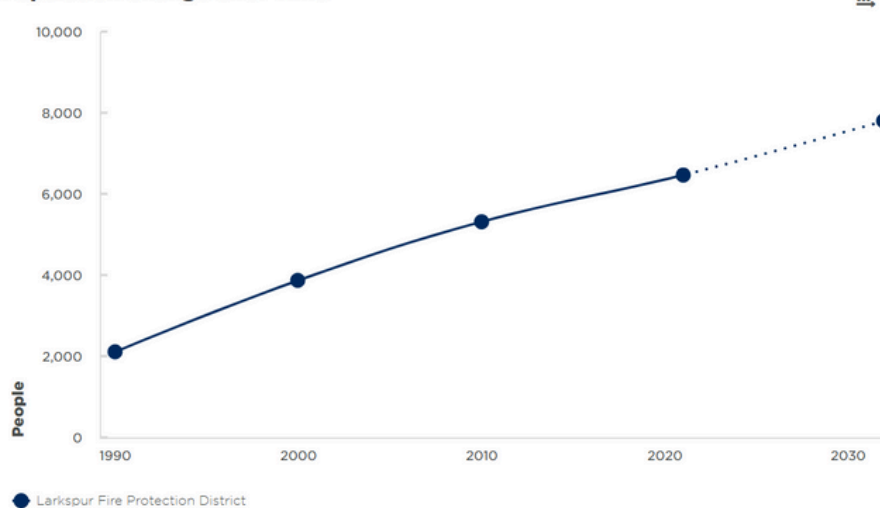
Colorado

5,773,714

Colorado

Sources: US Census Bureau 2020; US Census Bureau ACS 5-year 2019-2023

Population Change Over Time



Sources: US Census Bureau; US Census Bureau ACS 5-year

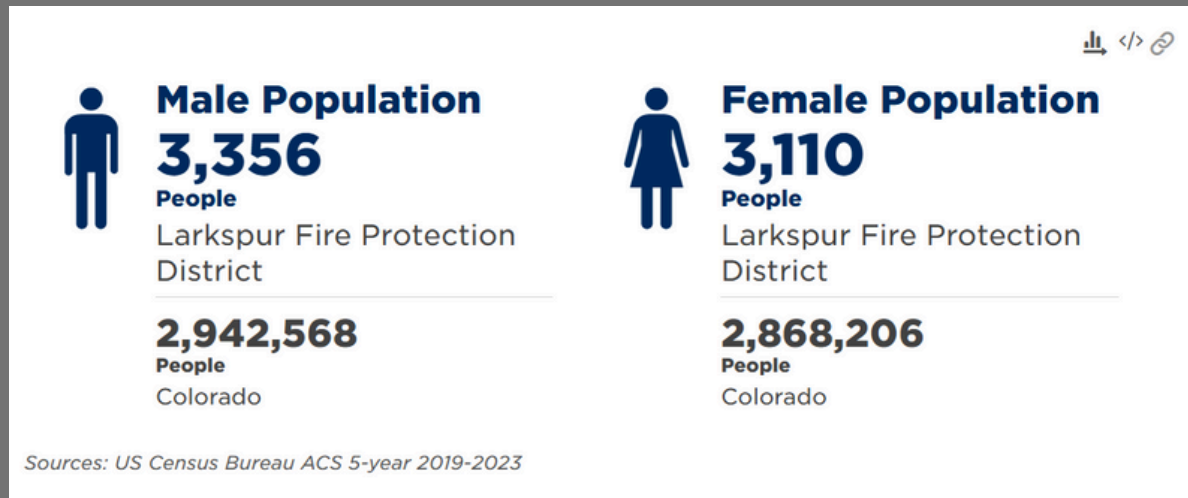
Age Distribution



Sources: US Census Bureau ACS 5-year 2019-2023

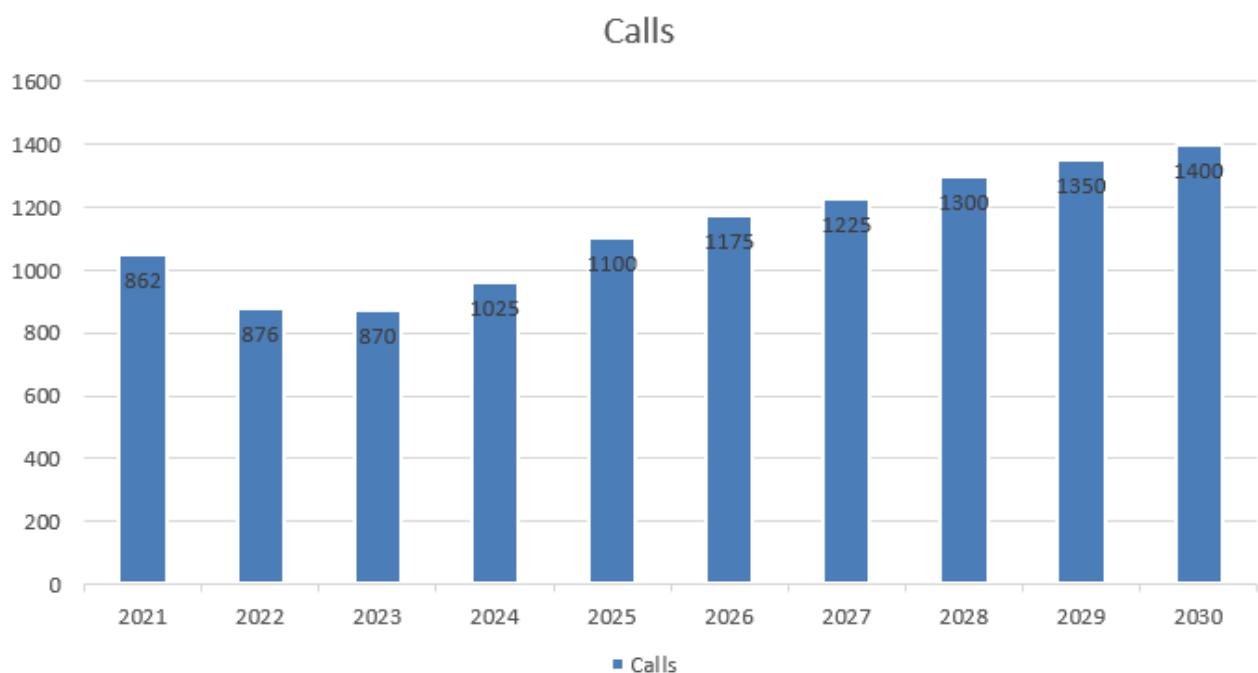


Our Population



Our residents come from varying demographics and educational levels. Understanding the diversity of our community is important when providing services and interacting with the people we serve.

Call Volume





Our Citizens



Percent High School Educated

99.2%

of People 25 Years and Over

Larkspur Fire Protection District

92.8%

of People 25 Years and Over
Colorado



Percent College Educated

64.9%

of People 25 Years and Over

Larkspur Fire Protection District

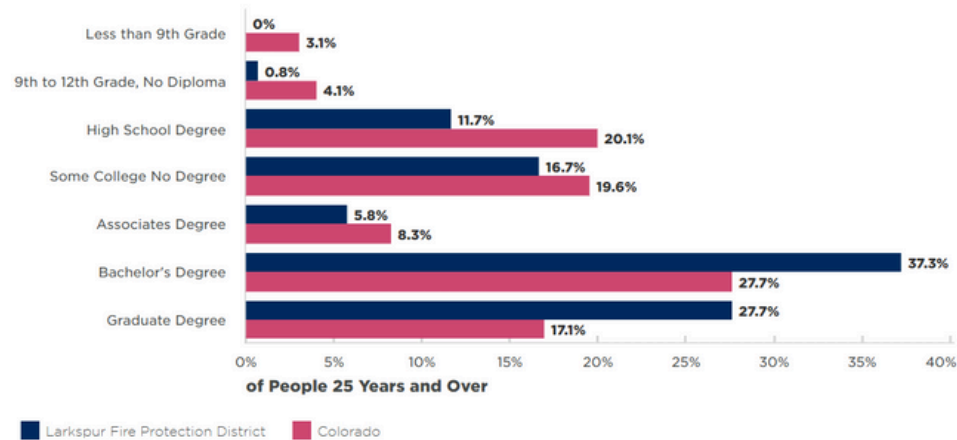
44.7%

of People 25 Years and Over
Colorado

Sources: US Census Bureau ACS 5-year 2019-2023

Note: Percent High School Educated includes anyone who earned a high school diploma, GED or equivalent credential, or higher level of educational attainment. Percent College Educated includes anyone who earned a bachelor's degree, master's degree, professional school degree, or doctorate.

Highest Level of Educational Attainment



Sources: US Census Bureau ACS 5-year 2019-2023



Median Household Income

\$151,931

Larkspur Fire Protection District

\$92,470

Colorado

Poverty Rate

2.7%

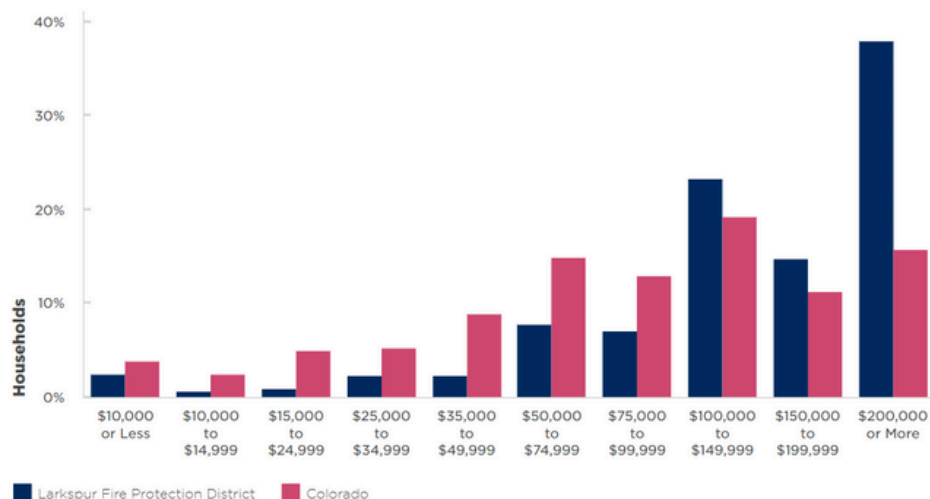
Larkspur Fire Protection District

9.2%

Colorado

Sources: US Census Bureau ACS 5-year 2019-2023

Household Income





Our Community



Current Housing Units

2,496

Larkspur Fire Protection District

2,545,124
Colorado

Housing Units in 2020

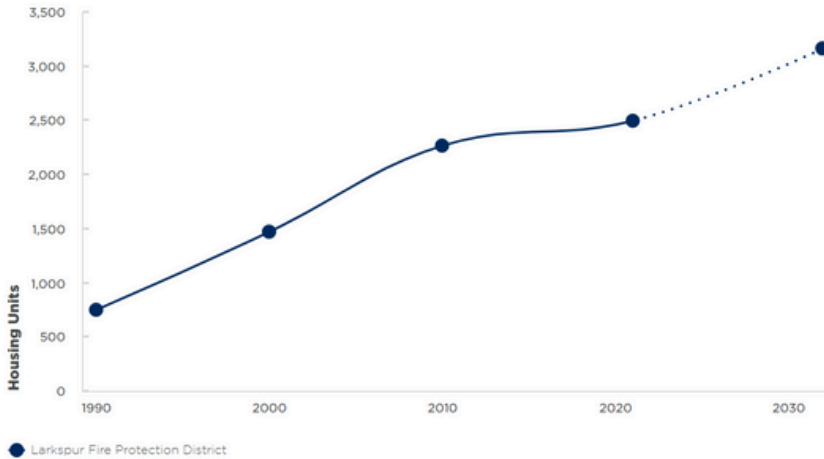
2,591

Larkspur Fire Protection District

2,491,404
Colorado

Sources: US Census Bureau 2020; US Census Bureau ACS 5-year 2019-2023

Housing Units Change Over Time



Sources: US Census Bureau; US Census Bureau ACS 5-year

People Living With a Disability

10%

of People

Larkspur Fire Protection District

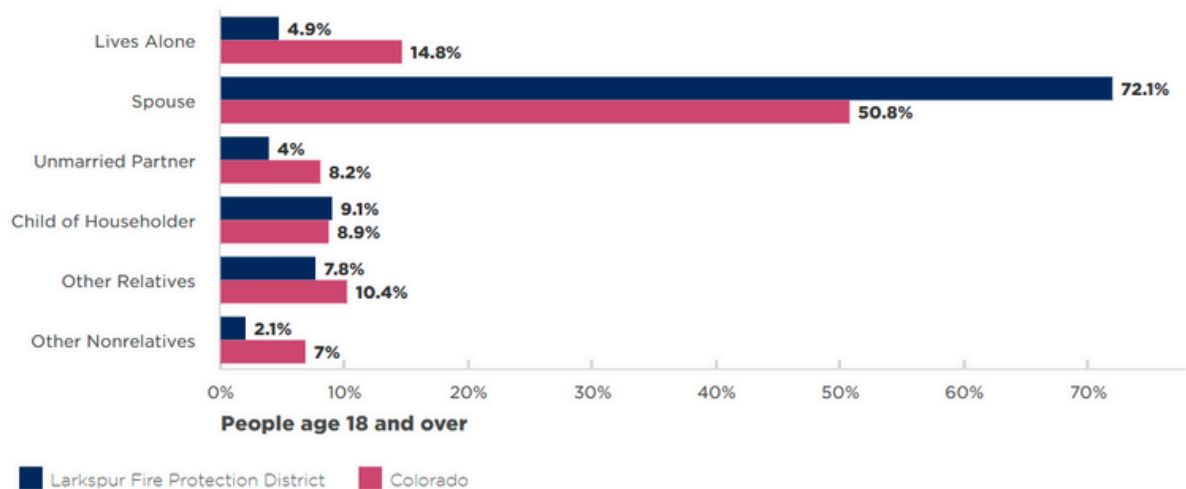
11.2%

of People

Colorado

Many of our calls for service will occur in a home. By making residents safer in their homes we can help ensure a higher quality of life. This section provides insight into where our population lives, the types of homes they reside in, and the people that reside within those homes.

Living Arrangements



Sources: US Census Bureau ACS 5-year 2019-2023



Our Community

Building Median Year Built 1997

Year

Larkspur Fire Protection District

1983

Year

Colorado

Vacant Housing Units

3.2%

of Housing Units

Larkspur Fire Protection District

8.6%

of Housing Units

Colorado

By understanding where and how our residents live, we can better plan for emergencies and find programs to help our residents address their needs.

Housing Types

Our community is comprised of both rented and owned housing units. Each type presents different needs and risks for our residents.



Owner Occupied Housing Units

95%

of Occupied Housing Units

Larkspur Fire Protection District

66%

of Occupied Housing Units

Colorado



Renter Occupied Housing Units

5%

of Occupied Housing Units

Larkspur Fire Protection District

34%

of Occupied Housing Units

Colorado



Sources: US Census Bureau ACS 5-year 2019-2023

Older homes can pose several challenges. They can lack structural integrity, have unsafe wiring, and often don't comply with the most up-to-date building codes. Older homes can also pose hazards to the health of residents. Use this section to understand which areas in our community have older homes.

EXECUTIVE SUMMARY

This Five-Year Strategic Plan provides a comprehensive roadmap for the Larkspur Fire Protection District (LFPD) from 2025 through 2030. The plan addresses critical areas necessary to maintain and enhance the level of service provided to our constituents.

THE PLAN FOCUSES ON SIX KEY AREAS:

Staffing
Training
Capital Equipment
Information Technology
Professional Accreditation
Revenue Sustainability

FINANCIAL OVERVIEW:

Cumulative to achieving the goals outlined in these areas, besides maintaining the current financial stability of the district, it appears that pursuing a ballot measure in 2026 of either a mill levy or bond is the prudent and fiduciary responsibility of the Board of Directors. The plan identifies a financial need of \$4.4M for operations, and \$6.5M in Capital Expenditures over the next five years, with the Districts' capital revenues projected to be depleted entirely during 2027.



From The Fire Chief

Welcome to the inaugural Strategic Plan of the Larkspur Fire Protection District. I appreciate you taking the time to learn about the fire department that serves your family. My name is Timothy L. McCawley, and I have been the Fire Chief since November 2023. When I joined, our organization was undergoing significant changes, and we successfully managed this to begin shaping our future.

At the outset of this project, we engaged in discussions about the possibility of creating a robust and exceptional fire department, believing that funding was the only requirement. Ultimately, we concluded that it would be more beneficial to understand the desires and needs of the community. We are proud to announce that community members were nominated by board members and town officials to determine the type of fire department that citizens envision. The findings are compiled in the report you are about to read. The team that volunteered to assemble this report was committed to assessing community needs and providing recommendations on how we can enhance our service to you, rather than merely focusing on expansion. Their suggestions and conclusions will be prioritized and executed as we are able to do so.

In the past two years, we have made significant progress from our previous state. Our focus has shifted towards the members of the organization who are dedicated to assisting you during your times of need. We have clearly defined our Mission, Vision, and Values, which we aim to uphold each time we respond to a community need. It is a privilege for us to contribute to making this area a wonderful place to live, visit, and enjoy, especially while experiencing the beautiful outdoors that our region provides. The dedication of our staff to be at their best when a disaster strikes in your life is truly inspiring. We have transitioned from a state of uncertainty and challenging direction to actively planning for our future. We will continue to strive to anticipate the needs of the community, preparing for the future before we encounter challenges that exceed our capacity to support our citizens.

Leading this remarkable team of individuals is among the most fulfilling achievements of my career. It brings me great satisfaction to mentor these men and women, assisting them in reaching their full potential. Our organization is dedicated to preparing for the worst possible scenarios and will always be poised to respond when needed. The empathy and commitment within this group will enable us to accomplish incredible objectives that we might not have imagined achievable in the past. I am eager to witness what lies ahead for Larkspur Fire Protection District and feel privileged to guide us into the future.

Respectfully,

Timothy L. McCawley

MPA, CFO, CEMSO, CTO

Fire Chief





Preamble

"It's tough to make predictions, especially about the future." — Yogi Berra

This quote highlights the inherent difficulty of forecasting future events and conditions with certainty due to the unpredictable nature of life. In 2025, we developed this plan during a time that Larkspur Fire was experiencing a period of stability in operational personnel, financial condition, and equipment/facilities serviceability.

Our Approach

There are known indications within the next five years for LFPD which place a mandate upon preparation to sustain and hopefully enhance services provided to the constituents and non-residents within our district. A few examples of the known-unknown possibilities might stem from legislative changes in property taxes, large ticket capital equipment costs that significantly outpace the rate of inflation, delivery of equipment extending three to five years from the time of order, increasing competition from other fire agencies for staff, and housing growth in the northern and southern district boundaries. A worst-case scenario of the unknown-unknown would be the short-term and long-term impact of a catastrophic event within the district, such as a devastating wildfire resulting in the loss of homes.

Development Process: To achieve balance from multiple perspectives, a committee that included citizens living within the district, the Mayor of Larkspur, LFPD staff, and two LFPD Board of Directors members worked to gather historical and current information on pertinent operational and financial subjects to make projections. Public input via a general, participant non-selective survey was elicited and focused on expectations of services. Also, governmental organizations within the district were asked to voice their expectations of LFPD.

Mission: Most important to this plan is to ensure that highly trained and well-staffed firefighters and paramedics arrive in any foreseeable emergency with the necessary equipment and within a timeframe that can make a difference in what might be the worst day of someone's life.



SWOT Analysis

The following SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis provides a comprehensive assessment of LFPD's current position in 2025:

SWOT ANALYSIS

STRENGTHS

- Desirable work environment with low staff attrition
- Competitive wages and benefits
- Improved morale over the past 18 months
- Training has become a high priority
- Core staff with district-specific experience and long-term commitment
- Strong leadership earning confidence from staff, constituency, and local government
- Equipment and facilities in good condition
- Strong community support as shown in previous ballot measures
- Current period of financial stability

WEAKNESSES

- Heavy reliance on residential property taxes
- Bond reaching maturity
- No significant residential or commercial building projects on the horizon
- Apparatus nearing end of service life within two to five years
- Rising replacement costs beyond LFPD control
- Increasing maintenance requirements
- Extended response times in southeastern district area
- EMS technology outpacing current equipment functionality

OPPORTUNITIES

- Building collaborative relationships with nearby fire agencies to improve response for the community
- Economies of scale through partnerships
- Land available north of Station 161 for a regional training facility
- Cost-sharing with other agencies and grants
- Expansion of staffing and facilities for Station 164 Greenland coverage
- Specialty services billing (Hazmat, Electric Vehicle fires, vehicle extrication)

THREATS

- Impact of large-scale catastrophic events on resources and revenue
- Growth outside district boundaries drawing resources without tax revenue
- Competition for firefighters from Front Range agencies
- Nationwide trend of fewer volunteer firefighters
- Uncertainty in fire apparatus market delivery and pricing
- Legislative changes negatively affecting tax base
- Changes to NFPA standards potentially increasing costs
- Federal government funding elimination of agencies

Strategic Priority 1: Staffing

Overview

The progression of LFPD started as an entirely volunteer agency, which evolved into a combination of paid and volunteer staffing. It is anticipated that the cadre of volunteers will continue for the foreseeable future, though there will be a decrease in individuals willing to make the immense commitment to be a volunteer firefighter. We can expect that volunteers with LFPD will do so with the hope of this being an entry point for becoming a career position here or with another fire agency.

The volunteers are an integral part of our staffing and are treated as equals to early-career paid staff in job performance expectations and training. We should plan to have frontline operational paid staffing levels, using NFPA guidelines, that optimize firefighter safety and functionality for the diverse spectrum of services LFPD provides.

Strategic Goals

Having two fire stations that could function independently would minimize the necessity of Station 161 always responding to provide additional workforce, thus keeping Station 161 available to respond to its traditional service area. This would also reduce wear and tear on fire apparatus.

Financial Requirements

- Annual cost of implementing staffing levels: \$510,000 to \$650,000 per year
- SAFER Grant Opportunity: Potential to receive grant financing up to 75% of staffing costs for three years if awarded
- With SAFER Grant: Annual expenses reduced to approximately \$130,000 per year if awarded
- Grant Condition: Sustained staffing commitment after three-year grant period if awarded



Strategic Priority 1: Staffing

Timeline

Phased implementation over the five-year planning period, with Station 161 and 162 enhancements prioritized in years 2026–2028, and Station 164 planning occurring in years 2028–2030.

Station	Position	2025	2026	2027	2028	2029	2030
161	Vol FF						
161	Pd FF	1	1	2	2	2	2
161	Medic	2	2	2	2	2	2
161	Lieutenant	1	1	1	1	1	1
161	Battalion Chief	1	1	1	1	1	1
162	Vol FF						
162	Pd FF	1	2	2	2	2	2
162	Medic	1	1	1	1	1	1
162	Lieutenant	1	1	1	1	1	1
164	Vol FF	0	0	0	0	0	
164	Pd FF	0	0	0	0	0	
164	Medic	0	0	0	0	0	1
164	Lieutenant	0	0	0	0	0	1
	Totals	7	9	10	10	10	12

Representation of the staffing increases planned.

Implementation Plan

Phase	Strategy
Phase 1 Station 162	Initial addition of a Lieutenant position, followed by an added firefighter position, bringing the station crew number to four. This will enable independent operation and reduce reliance on Station 161 for mutual aid within the district.
Phase 2 Station 161	Addition of a paid Firefighter on the suppression apparatus to enhance operational capabilities and response effectiveness.
Phase 3 Station 164	The potential staffing of this firehouse is on the distant horizon of this plan. Multiple scenarios exist regarding what this will require and how it might be accomplished. Optimally, it would include Advanced Life Support-capable personnel and initial attack firefighting equipment.

Supporting Resources

This staffing plan is based on NFPA guidelines 1710 and 1720, which provide industry-standard benchmarks for career and volunteer fire department staffing levels.

Overview

The development of a skills training facility is in the best interests of the Fire District, continuing the trajectory of a more robust training program. LFPD has orchestrated one to two fire academies per year for many years. In addition, there is ongoing firefighter skills proficiency and certification renewal.

Multiple technology upgrades significantly enhanced our classroom for didactic sessions in 2024. However, training in areas such as hands-on firefighter and emergency driving skills has been lagging. Although we have several training props at Station 161, live fire and driver training have been a challenge to facilitate on a frequency basis that meets our needs, often necessitating sending our staff to other agencies and using their facilities. This is associated with usage fees and the costs of sending staff for training on their days off to maintain coverage within the District.

Strategic Goal

LFPD owns approximately three acres of property connected north of Station 161, which would be the site of the proposed training facility. Other fire agencies could train there in terms of usage fees or other financial arrangements, creating a potential revenue stream.

Training Facility Components

- 1. Concrete Pad
 - Must be constructed to an engineering standard that withstands repeated heavy loads without deterioration. Concrete is the surface material of choice for specific driving skills. A support structure for the burn building is to be included in this construction.
- 2. Two Firefighting Hydrants
 - Provides real-life water management applicability for training exercises.
- 3. Burn Building
 - A commercially constructed metal structure specifically engineered for repeated firefighting use.
- 4. Perimeter Fencing
 - For site security and aesthetics.

Component	Cost
Concrete Pad	\$600,000
Two Firefighting Hydrants	\$100,000
Perimeter Fence	\$25,000
Burn Building	\$400,000 - \$1,500,000
Total Estimated Cost	\$1,125,000 - \$2,225,000

Timeline

- 2026: Concrete pad, fencing, fire hydrants
- 2027–2028: Burn building construction

Burn Day Cost (at Outside Burn Tower)	Cost
Rent Training Facility (Burn Tower)	\$800
Burn Tower Safety Officer (Other Agency)	\$650
1403 Live-Burn Instructors and Personnel	\$720
Fuel	\$300
Cost of OT and Instructors (2-1403 Instructors, 1-Ignitions, 7 Academy Instructors)	\$6,500
Cost of gear depreciation	\$500
Total Estimated Cost	\$9,470

Potential Revenue (Savings Using Our Burn Tower)	Cost
Rent Training Facility (Burn Tower)	\$0
Burn Tower Safety Officer from LFPD (On Duty/TO)	\$0
Reduction of OT Cost (On Duty Crews can assist with Burn (2-1403 Instructors, 1-Ignitions, 2-Academy Instructors)	\$3,250
Cost of Gear and Burn Tower Depreciation	\$250
Total Estimated Cost	\$3,250

Cost of burn building could be made up with 20 outside burns per year over 12 years. This does not include the savings of not going to outside burn buildings for our own training.

Funding Scenarios	
Consortium Approach	Develop a consortium of area fire agencies which directly contribute to funding the building and maintenance of the training ground. This would guarantee a certain number of training sessions per year, with surcharges for usage beyond allocated amounts.
Sole Proprietorship with Leasing	LFPD is the sole proprietor of the training facility, leasing it to outside fire agencies for revenue generation.
Grant-Based Funding	Seeking grants and other financial assistance to aid in building the training ground facility, with the stipulation that other agencies are allowed to use it.

Supporting Resources

This training plan aligns with NFPA 1402, Edition 2019, which provides standards for fire service training.

Strategic Priority 3: Capital Acquisition

Overview

As the vehicles, facilities, and equipment age, it is necessary to plan for the acquisition of replacements and retire the aging fleet and equipment. Facilities will need to be expanded/upgraded to accommodate additional staffing. The capital equipment acquisition schedule shows when replacements/upgrades take place over the five-year planning period.



Acquisition Schedule Structure

- Aerial and Engines: 10-year lease schedule
- Other Equipment: 5-year lease schedule
- Facilities: One-time capital expenditure amounts
- Existing Leases: Currently in place and continuing

Revenue Implications

Based upon this schedule, it will be necessary to ask our constituents to approve additional funding to ensure the requirements can be met. The depletion of capital surplus during 2027 necessitates action in 2026 to secure additional revenue sources through either:

- Mill levy increase
- Bond measure
- Combination approach



Planning Considerations

This schedule assumes delivery of equipment can be met in the required timeframes. However, current market conditions indicate potential challenges:

- Extended delivery times (3–5 years from order to delivery)
- Costs significantly outpacing inflation rates
- Market volatility in fire apparatus industry
- Supply chain uncertainties



Financial Requirements

- Total 5–Year Need: \$6.5 million
- Critical Timeline: Capital revenue will be depleted entirely during 2027
- Extended Commitment: Many leases-to-purchase agreements continue beyond 2030

Strategic Plan Capital Budget						
		2026	2027	2028	2029	2030
Vehicles	Aerial/Heavy Rescue					\$250,000
	Suppression Appartus	\$47,000	\$187,000	\$187,000	\$337,000	\$337,000
	Ambulances	\$240,000	\$240,000	\$320,000	\$320,000	\$320,000
	Command Vehicles					\$40,000
	Brush Truck (Type 6)	\$85,000	\$170,000	\$170,000	\$170,000	\$170,000
	Tender				\$120,000	\$120,000
	Support Vehicle	\$12,000	\$12,000	\$12,000	\$12,000	\$12,000
	Admin Vehicle	\$6,000	\$6,000	\$6,000	\$6,000	\$6,000
Facilities	161					
	162 (Bedroom)	\$75,000				
	164 (Station Improvements)					\$300,000
Equipment/Supplies	PPE/Bunker Gear Lease	\$78,000	\$78,000	\$78,000	\$78,000	
	SCBA					
	Prams (Included with Medics Lease)					
	Medical Devices	\$300,000				
	Drone	\$6,000	\$6,000	\$6,000	\$6,000	\$6,000
	IT Hardware/Software/Apple		\$45,000	\$45,000	\$45,000	\$45,000
	Gas Detectors	\$8,000	\$8,000	\$10,000	\$10,000	\$10,000
Training Facility	Station 161 Parking Lot	\$100,000				
	Concrete Pad/Fencing/2 Hydrants		\$650,000			
	Training Building			\$800,000		
Totals:		\$957,000	\$1,402,000	\$1,634,000	\$1,104,000	\$1,616,000
					5-YEAR TOTAL:	\$6,713,000

Apparatus purchases are planned for lease to purchase above to help spread cost over time.

Supporting Resources

This apparatus replacement plan aligns with NFPA 1921, Edition 2019, which provides standards for fire apparatus.

Overview

The IT landscape for fire service organizations is rapidly evolving, presenting both challenges and opportunities. LFPD must anticipate and prepare for significant changes in technology infrastructure, cybersecurity requirements, and operational systems over the next five years.

Key Technology and Challenges

1. Cybersecurity

We can anticipate the need to constantly fortify against malware and hackers, which will require increasing expenses from cybersecurity programs, computing processing requirements, and staff training. The categories of threats include malware, viruses, worms, Trojan horses, logic bombs, ransomware, spyware, adware, rogue software, wipers, and key loggers.

- Our current IT contractor believes that LFPD is well-positioned with cybersecurity measures from the perspective of hardware, firmware, and software, although upgrading will be a continuing process
- Personnel training in cybersecurity measures and adherence to these measures must be continuous

2. Artificial Intelligence

Computer-based Artificial Intelligence (AI) programs will be used in ways that are extremely difficult to predict from the perspective of 2025 because AI is an innovative technology now reaching commercialization. Like it or not, the reality is that AI will cause a change in thinking in the automation of many functions that we can hardly imagine.

3. Infrastructure Status

Most of the computers and associated infrastructure at LFPD have been updated within the past eighteen months. We anticipate that near the end of the five-year strategic plan, many of these premise-based systems will need updating to keep pace with the changing landscape of computer technology requirements.

4. Cloud-Based Technology

Reliance increasingly on cloud-based technology systems will change the landscape of our computer processing requirements, internet connectivity and redundancy, data storage, and cybersecurity. This might result in an inverse effect: decreasing our hardware expenses while increasing the expenses of using cloud technology.

5. IT Service Risk

Our current IT contractor, GS Networking Solutions, is the company's sole proprietor and principal worker. The IT services that he has provided for LFPD have been excellent and reasonable in cost. However, he has no contingency staff if he were suddenly incapacitated. This possibility places a considerable risk of disruption to our business functionality.

Strategic IT Initiatives

Initiative 1: IT Coordinator Position

Description: Designation of a job position as IT Coordinator from our current staff.

Responsibilities:

- Maintaining familiarity with software and hardware operations
- Capability to perform initial troubleshooting tasks
- Be the point of contact internally and with outside vendors for IT systems matters
- Make recommendations for equipment and software changes
- Continual facilitation of cybersecurity measures

Implementation: 2026

Cost: \$2,200/year salary premium, comparable to other coordinator positions



Initiative 2: Shadow Cloud Data Storage

Description: Implementation of secondary cloud storage independent of current cloud servers.

- Back-up performed from the Cloud in a manner that would diminish the likelihood of transfer of corrupted data
- Enhanced data security and recovery capabilities

Implementation: 2026

Cost: \$6,000 – \$12,000

Initiative 3: Redundant Internet Access

Description: Establishing redundant access to internet services to ensure 100% reliability for off-premise storage/servers.

- Service such as StarLink versus ground-based connectivity
- Ensures continuous operations during primary service disruptions

Implementation: 2026–2027

Cost: \$5,000

Initiative 4: Computer Station Updates

Description: Updating of on-premise computer stations as needed for work performance requirements.

- Consideration of migration from PC to Apple-based equipment and software
- Enhanced performance and compatibility

Implementation: 2027 (significant project phase)

Cost: \$45,000/year equipment lease, included in capital equipment plan

Initiative 5: Secondary IT Vendor

Description: Elicit a secondary IT vendor to position for seamless transition should our current IT contractor not be able to meet requirements.

- Risk mitigation strategy
- Business continuity assurance

Implementation: As soon as feasible

Cost: To be determined because this cost could be kept down with an internal solution.

Initiative 6: IT Training Program

Description: Conducting IT classes for staff regularly with significant focus on IT cybersecurity measures and other software program-specific training.

Implementation: As soon as workable

Cost: Operational expense



Supporting Resources

Consultation with subject matter experts including GS Network Solutions (current LFPD IT Contractor) and Don Wells (IT Systems contractor).

Overview

Accreditation is a voluntary process where a fire agency seeks a national review of its entire operational and administrative processes. Once requested, this independent examination of a fire department's activities and procedures follows a comprehensive and structured process designed to provide an unbiased view of the agency.

Every aspect of a department's functions and procedures will be examined, discussed, and reviewed by peers in the profession of fire operations and management. Accreditation is not a mandatory process defined by law, and the process is not a punitive review or audit assessing regulatory compliance conducted by a governmental agency.

The Commission on Fire Accreditation International

The private organization, known as the Commission on Fire Accreditation International (CFAI), supplies the foundational basis of expertise by providing not only the necessary structure to these analytical means and measures used in the process but also the trained personnel necessary to conduct the review.



An accredited agency can be expected to meet and most likely exceed the standards required of a professional fire department.

The Self-Assessment Model

The Fire and Emergency Services Self-Assessment Model (FESSAM) is the cornerstone of the agency accreditation process. The Commission does not set standards; rather, the Commission develops and approves a model of agency self-assessment that digs into the core of the agency and assures that the processes and programs typically found within a credible organization are being applied and measured.

While fire agencies may face many of the same hazards and risks, the communities they protect are diverse and geographically dissimilar in many respects. As such, the accreditation process doesn't seek to define what an agency must look like. Rather, the accreditation process provides agencies and their communities with a path toward professionalism and risk reduction by ensuring agencies not only have standards but are applying those standards as continuously assessed by appropriate and effective measurement tools.



Expected Benefits

While not inclusive, an agency seeking accreditation can expect to achieve positive results in many of the following areas:

- Greater community alignment of capabilities with citizen expectations
- Quality improvements within the fire agency in every aspect
- Identification and implementation of modalities to enhance positive relationships with the workforce
- Areas of strengths and weaknesses within the fire agency will be identified with recommendations on how they can be addressed
- Improvement plans will be designed with goals for implementation
- Data-supported decision-making in all aspects of agency operations will be introduced and integrated
- Effective communication of management and leadership philosophies
- Creation and/or enhancement of defined mission and related objectives
- The development of organizational procedural processes, policies, and documents

The Accreditation Process

Accreditation is not an inspection-focused program where inspectors check boxes after observing tasks being completed. To the contrary, the reviews and discussions triggered by the accreditation program explore whether an agency has the institutional, managerial, and programmatic capabilities to provide services to the public it is charged to protect.

Example: While vehicular operations are an important component of an agency's operations, CFAI personnel will not visit fire stations to inspect tires on an apparatus. Instead, CFAI peer assessors will examine and review a department's procedures, policies, and processes regarding apparatus maintenance to understand and render advice on the sufficiency of the agency's overall programmatic guidance which governs and addresses safe and effective vehicle activities.



Commitment and Timeline

Pursuing accreditation is not easy, and an agency can generally expect to spend several years in the process once it is initiated. In addition to the initial fee charged, an agency must commit to an open and candid engagement in a process that will challenge its customs and question its practices.

Nothing will be exempted from review, and there will occasionally be certain core constituencies or community stakeholders who will be or may become uncomfortable with the process. However, when the process is completed, the LFPD and its constituents will receive significant returns on investment.

Expected Outcomes

The completion of the accreditation process will result in the incorporation and integration of nationally recognized standards and practices in our programs and guidance, with a resulting increase in the protection we provide our constituents. This professional recognition will:

- Validate LFPD's commitment to excellence
- Enhance community confidence in fire protection services
- Provide benchmark standards for continuous improvement
- Strengthen organizational culture and professionalism

Improve risk management and operational effectiveness

Cost

- \$7,000 for application fee.
- \$12,000 planned for improvements needed to accomplish.

Timeline: LFPD anticipates pursuing professional accreditation within the next several years, with the process expected to take multiple years from initiation to completion.

Overview

This section of the Strategic Plan is intended to give financial projections for the operations and capital needs of the district. It includes projected staffing requirements, technological evolution forecasts, equipment replacement, estimated income changes, building maintenance, and training needs.

The Board of Directors, working with the Command Staff, have been very fiscally responsible in the past and have implemented best business practices to achieve this success. However, there are potential high impact scenarios that could significantly affect our financial position, such as major tax law changes, inflation, interest rate changes, and catastrophic fire impacts.

Current Financial Status

LFPD is currently experiencing a period of financial stability. However, the comprehensive analysis of future needs identified in this strategic plan reveals significant financial challenges on the horizon.

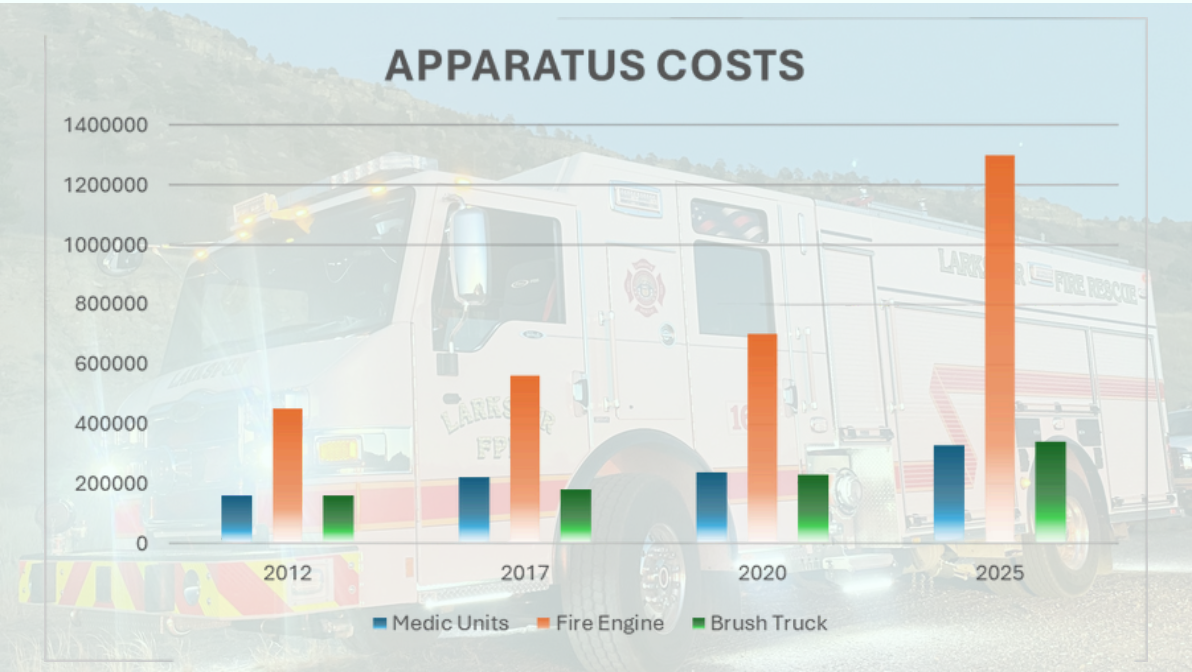
Critical Cost Escalation Example

Equipment Cost Inflation: The district has an aging fleet of high-cost equipment and the cost for replacement has skyrocketed over the past five years.

Fire Engine Cost Comparison:

- 2020: \$700,000 (fully equipped for LFPD needs)
- 2025: \$1,300,000 (fully equipped for LFPD needs)
- Increase: 85.7% over five years (versus typical inflation of ~15-20%)

This dramatic cost escalation significantly outpaces general inflation and demonstrates why capital planning is critical to district sustainability.



Financial Strategy for Equipment Replacement

Our financial strategy is to utilize 5-year or 10-year lease (installment purchase) options versus outright purchase for our replacement equipment, depending on the class of vehicle and attractive financing rates. This approach provides:

- Predictable annual expenses
- Preservation of capital reserves for emergencies
- Ability to acquire necessary equipment without depleting cash reserves
- Flexibility to adjust to changing financial conditions

Three Budget Scenarios

To plan for various potential futures, three year-by-year operating income and expense scenarios have been developed:

- **Scenario 1:** 0% change in property tax revenues (best case)
 - -\$2,315,000 (5 year operating net revenue) (income minus expenses)
- **Scenario 2:** 2.5% annual loss of property tax revenues (moderate case)
 - -\$3,540,700 (5 year operating net revenue) (income minus expenses)
- **Scenario 3:** 5% annual loss of property tax revenues (conservative case)
 - -\$4,391,700 (5 year operating net revenue) (income minus expenses)

Consideration was given to an unlikely increase in property tax revenue of 2.5% but it would not be enough to offset the requirement to take action in 2026. A 5% annual loss projection was used as worst case scenario because of up to 3% loss already experienced recent years.

Each scenario accounts for year-over-year inflation factors in operating expenses while modeling different property tax revenue trajectories based on potential legislative changes and economic conditions.

The Challenge: Continual Property Tax Reductions

For more than two decades, property taxes, the primary source of annual re-occurring revenue for most of Colorado's fire departments, especially fire protection districts, have been continually reduced to the point where many FDs are unable to maintain staffing, unable to purchase new apparatus, unable to keep personal protective equipment up-to-date and unable to handle the continued increase in emergency calls.

Current Primary Funding Sources for Colorado's Fire Departments:

- **Fire protection districts** = overwhelmingly dependent on property taxes with no significant additional sources of revenue
- **Municipal fire departments** = primarily sales and use taxes via municipal budgets
- **Volunteer fire departments** = ranges from property taxes (smaller FPDs) along with donations, bake sales, breakfasts, dinners, etc.

Five-Year Budget Projection (5% Decrease Property Tax Scenario)

The following budget projection assumes a 5% annual decrease in property tax revenue, reflecting potential legislative changes and economic uncertainties. This conservative projection illustrates the critical need for sustainable revenue solutions. These assumptions are made based on the annual losses in the past 2 years of 3%.

Category	2025 Budget	2026	2027	2028	2029	2030
INCOME						
Revenue - Taxes	\$4,570,062	\$4,371,800	\$4,189,000	\$4,021,500	\$3,863,700	\$3,715,000
Revenue - Operating	\$210,100	\$220,600	\$231,300	\$242,000	\$252,800	\$263,600
Revenue - Interest	\$115,000	\$100,000	\$80,000	\$75,000	\$75,000	\$75,000
Revenue - Miscellaneous	\$265,000	\$330,000	\$330,000	\$330,000	\$330,000	\$330,000
TOTAL INCOME	\$5,160,162	\$5,022,400	\$4,830,300	\$4,668,500	\$4,521,500	\$4,383,600
EXPENSES						
Administrative	\$339,000	\$325,000	\$351,500	\$336,500	\$341,500	\$347,900
Wages	\$2,992,900	\$3,278,000	\$3,426,000	\$3,463,000	\$3,587,000	\$3,717,000
Benefits	\$856,500	\$800,000	\$824,000	\$847,000	\$873,000	\$896,000
Volunteer	\$52,000	\$48,000	\$46,000	\$44,000	\$42,000	\$40,000

Strategic Priority 6: Revenue Sustainability

Category	2025 Budget	2026	2027	2028	2029	2030
Communications	\$113,300	\$122,000	\$135,000	\$141,000	\$146,000	\$152,000
Training/Prevention	\$100,000	\$104,000	\$109,000	\$113,000	\$116,000	\$119,000
Fleet	\$197,500	\$185,000	\$189,000	\$197,000	\$205,000	\$214,000
Operational Equipment	\$109,500	\$112,000	\$114,000	\$118,000	\$120,000	\$124,000
EMS Equipment	\$68,900	\$84,900	\$87,900	\$90,900	\$93,900	\$97,900
Physical Properties	\$177,300	\$161,100	\$166,600	\$186,600	\$186,600	\$193,200
TOTAL EXPENSES	\$5,006,900	\$5,220,000	\$5,449,000	\$5,537,000	\$5,711,000	\$5,901,000
SURPLUS/DEFICIT	\$153,262	(\$197,600)	(\$618,700)	(\$868,500)	(\$1,189,500)	(\$1,517,400)

Critical Financial Alert

Five-Year Cumulative Deficit: (\$4,391,700)

This projection demonstrates that under a **5% annual decrease in property tax revenue** scenario:

- 2025: Modest surplus of \$153,262
- 2026: Deficit begins at (\$197,600)
- 2027: Deficit accelerates to (\$618,700)
- 2028–2030: Deficits exceed \$800,000 annually, reaching (\$1,517,400) by 2030

This budget scenario does NOT include the \$6.5M capital equipment needs or the training facility costs outlined in this strategic plan.

Budget Analysis: Key Findings

Revenue Trends

- Declining Tax Revenue: Property tax revenue decreases from \$4.57M (2025) to \$3.72M (2030) — a reduction of \$855,062 over five years
- Interest Income Decline: Projected decrease from \$115,000 to \$75,000 as capital reserves are depleted
- Operating Revenue Growth: Modest increases in operating revenue provide only partial offset to tax revenue decline

Expense Trends

- Wages: Largest expense category, increasing from \$2.99M to \$3.72M (+24.2%) to support staffing enhancements and cost-of-living adjustments
- Benefits: Increasing from \$856,500 to \$896,000, reflecting growing personnel costs
- Communications: Significant growth from \$113,300 to \$152,000 (+34.2%), reflecting technology infrastructure needs
- EMS Equipment: Increase from \$68,900 to \$97,900 (+42.1%), addressing new medical technologies
- Total Operating Expenses: Growing from \$5.01M to \$5.90M (+17.8%)

The Growing Gap

The fundamental challenge is clear: **revenues are declining while necessary expenses are increasing**. The gap between income and expenses grows from a manageable deficit of \$197,600 in 2026 to an unsustainable deficit of \$1.5M by 2030.

Revenue Structure and Vulnerabilities

Primary Revenue Source

Our revenue is heavily reliant upon residential property taxes, which creates vulnerability to:

- Legislative changes in property tax regulations
- Economic fluctuations affecting property values
- Limited growth in the tax base due to lack of significant residential or commercial building projects
- Potential catastrophic events that could destroy property and reduce tax revenue

Bond Status

The current bond has been funding capital projects since 2011 and will be paid off early at the end of 2025. This important mill levy funding source will be eliminated.

Strategic Priority	Estimated Cost	Timeline
Staffing Enhancements	\$510,000 - \$650,000/year	2026-2030
Training Facility	\$1,125,000 - \$2,225,000	2026-2028
Capital Equipment	\$6,500,000	2025-2030
IT Infrastructure	\$47,200+ annually	2027-2030
Accreditation Process	\$7,500 (Initial fees + ongoing)	2026-2030

Critical Decision Point: 2027

Capital Revenue Depletion: Based upon the capital equipment acquisition schedule, our capital surplus will be depleted entirely during 2027. **This creates an urgent need for action in 2026 to secure additional funding sources.**

Revenue Enhancement Strategies

Critical Decision Timeline: 2026 Action Required

Legislative Uncertainty: Considering the uncertainties which the Colorado legislature may enact, prudence suggests we should act in 2026.

Recommendation: If reserves and revenue projections are unable to meet the requirements for the district, other solutions to consider include ballot measures for an operational mill levy increase or a bond issue. These options will require approval of the constituency within the district.

Based upon these estimates, we will need to request a mill levy increase and/or seek issuance of a bond.

Dual Ballot Measure Strategy

It seems prudent to assess the use of a mill levy increase for operations and/or a bond initiative for capital expenditures. A dual approach addresses both immediate operational needs and long-term capital requirements, whereas a single approach would take a more precise prediction:

Mill Levy Increase (Operations)

- **Purpose:** Address ongoing operational expenses including staffing, training, equipment maintenance, and general operations
- **Impact:** Provides sustainable annual revenue to close the growing deficit gap
- **Addresses:** The \$197,600 to \$1.5M annual deficits projected in the budget scenarios
- **Duration:** Ongoing revenue source

Bond Initiative (Capital Expenditures)

- **Purpose:** Fund capital requirements outlined in the strategic plan
- **Covers:**
 - Equipment replacement (\$6.5M over five years)
 - Training facility development (\$1.1M – \$2.2M)
 - Facility upgrades and expansions
 - IT infrastructure improvements
- **Benefit:** Spreads large capital costs over time without depleting operational reserves
- **Duration:** Fixed term with defined repayment schedule

1. Ballot Measure (2026)

The Board of Directors will need to pursue a ballot measure in 2026, with options including:

- **Mill Levy Increase:** Ongoing revenue stream for operational
- **Bond Measure:** Dedicated funding for capital projects and equipment
- **Combination Approach (Recommended):** Strategic mix of mill levy and bond to address both operational and capital needs

2. Grant Opportunities

- SAFER Grant: Potential to finance up to 75% of staffing costs for three years (reducing annual expenses from \$510,000–\$650,000 to approximately \$130,000)
- Training Facility Grants: Federal and state grants for regional training center development
- Equipment Grants: Assistance for specialized equipment purchases

3. Fee-Based Services

- Training Facility Leasing: Revenue from other fire agencies using LFPD training facilities
- Specialty Services Billing: Hazmat response, electric vehicle fires, vehicle extrication services
- Regional Partnerships: Cost-sharing agreements with neighboring agencies

4. Impact Fees

Consideration of implementing impact fees for new development:

- Initial study cost: \$12,000 – \$15,000
- Requires analysis of development volume to determine return on investment
- May not generate sufficient revenue given current development projections

Fiduciary Responsibility

Cumulative to achieving the goals outlined in all strategic priority areas, besides maintaining the current financial stability of the District, it appears that pursuing a ballot measure in 2026 for a mill levy for operations and/or a bond for capital needs is the prudent and the fiduciary responsibility of the Board of Directors.

This recommendation is based on:

- The \$6.5 million capital equipment need over five years
- Depletion of capital reserve by 2027
- Ongoing operational cost increases from staffing enhancements
- One-time capital expenditures for training facility development
- Continuing lease obligations extending beyond 2030



Implementation and Monitoring

Governance and Oversight

The LFPD Board of Directors is responsible for:

- Acceptance and approval of strategic plan recommendations
- Authorization of funding requests and ballot measures
- Regular review and adjustment of strategic priorities
- Oversight of implementation progress
- Accountability to district constituents

Plan Review and Updates

- Considering the unpredictability and many factors affecting LFPD, a plan such as this must be subject to regular, periodic revisions. The Board will conduct:
- Quarterly Reviews: Progress updates on strategic initiatives
- Annual Comprehensive Review: Full assessment of plan relevance and necessary adjustments
- Mid-Cycle Major Review: Comprehensive reevaluation at the 2.5-year mark (mid-2027)
- Adaptive Management: Flexibility to respond to unforeseen circumstances and opportunities

Performance Metrics

Success will be measured through

- Response time improvements
- Staffing level achievements
- Training facility completion and utilization
- Capital equipment acquisition on schedule
- IT system reliability and cybersecurity incidents
- Progress toward accreditation milestones
- Financial stability indicators
- Community satisfaction surveys

Community Engagement

The development of this strategic plan included significant community input, and ongoing engagement will continue through:

- Public presentations on plan progress
- Annual reports to constituents
- Town hall meetings for major initiatives
- Survey feedback on service expectations
- Collaboration with local government entities
- Transparent financial reporting



Conclusion

The Larkspur Fire Protection District Five-Year Strategic Plan represents a comprehensive and realistic roadmap for maintaining and enhancing the critical emergency services provided to our community. This plan is built upon a foundation of:

- **Community Input:** Extensive engagement with citizens, staff, Board members, and local government officials
- **Professional Standards:** Alignment with NFPA guidelines and industry best practices
- **Financial Realism:** Honest assessment of costs and funding requirements
- **Strategic Vision:** Forward-thinking initiatives that position LFPD for long-term success
- **Operational Excellence:** Commitment to continuous improvement in all areas

The Path Forward

The successful implementation of this strategic plan will require:

- **Community Support:** Approval of necessary funding measures in 2026
- **Board Leadership:** Continued governance and oversight by the Board of Directors
- **Staff Commitment:** Dedication from all LFPD personnel to excellence in service delivery
- **Partnership Development:** Collaboration with neighboring agencies and regional entities
- **Adaptive Management:** Flexibility to respond to changing circumstances

Core Mission

Throughout all planning and implementation activities, LFPD remains focused on its core mission: to ensure that highly trained and well-staffed firefighters and paramedics arrive in any foreseeable emergency with the necessary equipment and within a timeframe that can make a difference in what might be the worst day of someone's life.

This strategic plan provides the framework to fulfill that mission for the next five years and beyond, ensuring that the Larkspur Fire Protection District continues to serve as a professional, responsive, and essential community resource.

**Reviewed and Published by the LFPD
Board of Directors
Date: 11/2025**

For more questions or more information please contact us:



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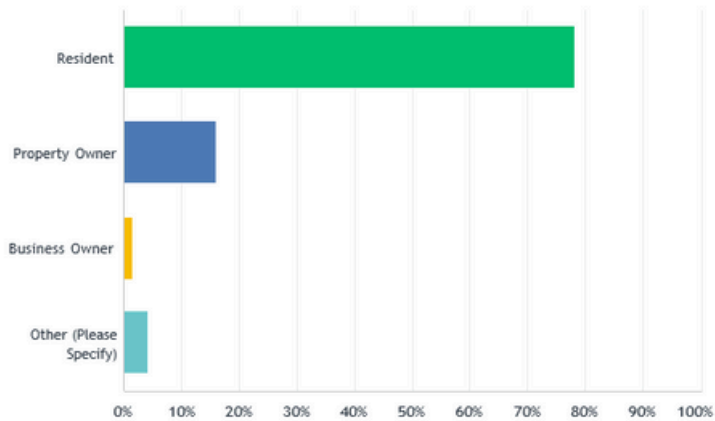
Appendix

Appendix A

This appendix is the survey as submitted to the community by the strategic planning committee and the results.

Q1 What is your relationship to the Larkspur Fire Protection District?

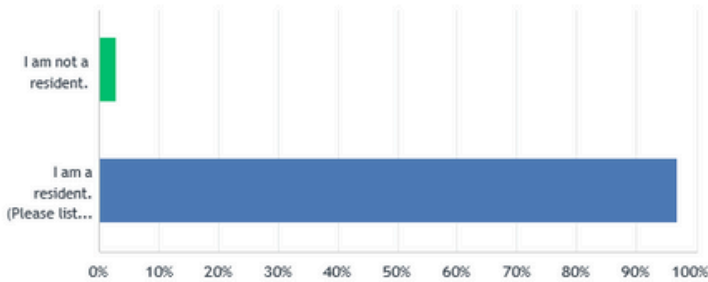
Answered: 69 Skipped: 0



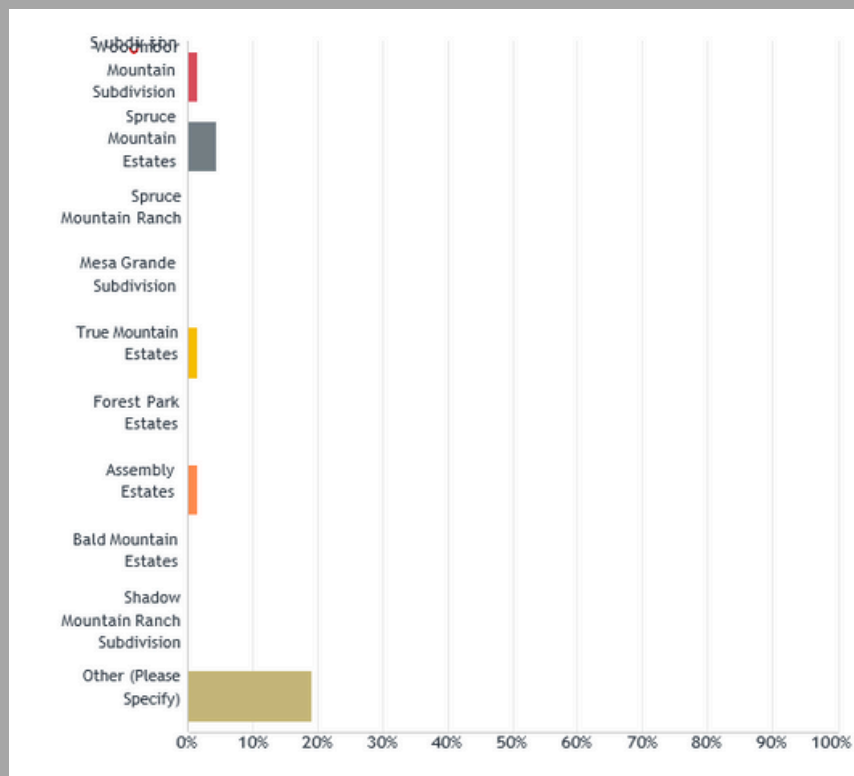
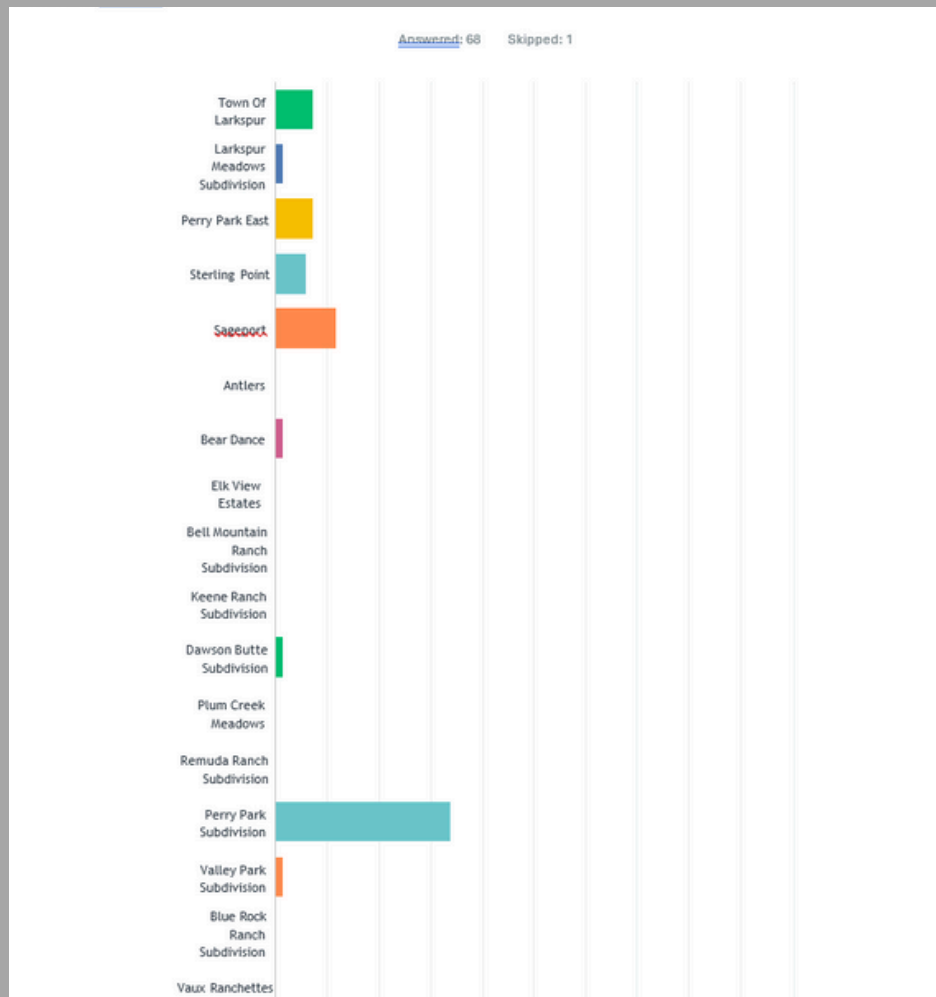
ANSWER CHOICES	RESPONSES	
Resident	78.26%	54
Property Owner	15.94%	11
Business Owner	1.45%	1
Other (Please Specify)	4.35%	3
TOTAL		69

Q2 If you are a resident, how many are living in the home and what are the ages of the residents in your home?

Answered: 69 Skipped: 0

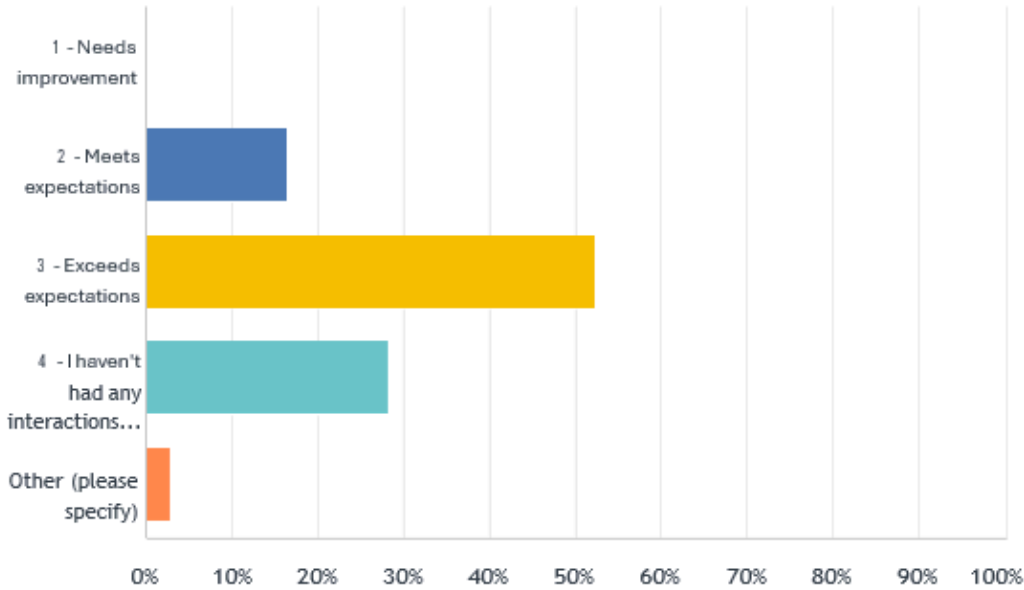


ANSWER CHOICES	RESPONSES	
I am not a resident.	2.90%	2
I am a resident. (Please list ages of the residents below)	97.10%	67
TOTAL		69



Q5 How would you rate the overall performance of the Larkspur Fire Protection District in providing Fire and EMS services?

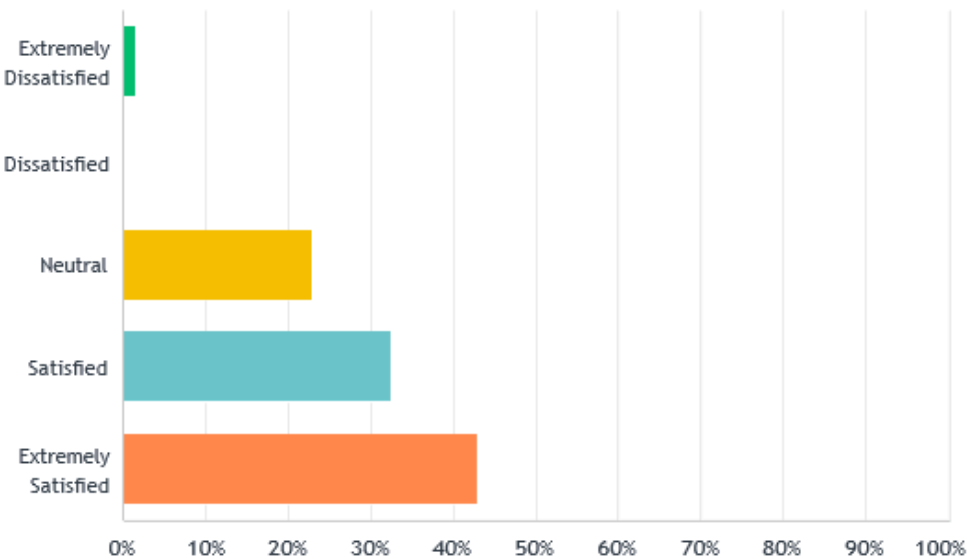
Answered: 67 Skipped: 2



ANSWER CHOICES	RESPONSES	
1 - Needs improvement	0.00%	0
2 - Meets expectations	16.42%	11
3 - Exceeds expectations	52.24%	35
4 - I haven't had any interactions with the Fire Protection District	28.36%	19
Other (please specify)	2.99%	2
TOTAL	67	

Q6 How satisfied are you with response times for Fire and EMS incidents in your area?

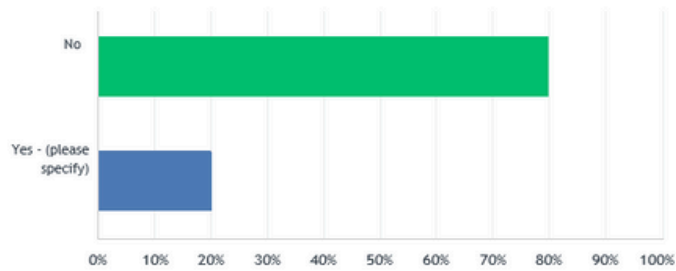
Answered: 65 Skipped: 4



ANSWER CHOICES		RESPONSES	
Extremely Dissatisfied		1.54%	1
Dissatisfied		0.00%	0
Neutral		23.08%	15
Satisfied		32.31%	21
Extremely Satisfied		43.08%	28
TOTAL			65

Q7 Have you or your household used any Larkspur Fire Protection District services in the past 24 months?

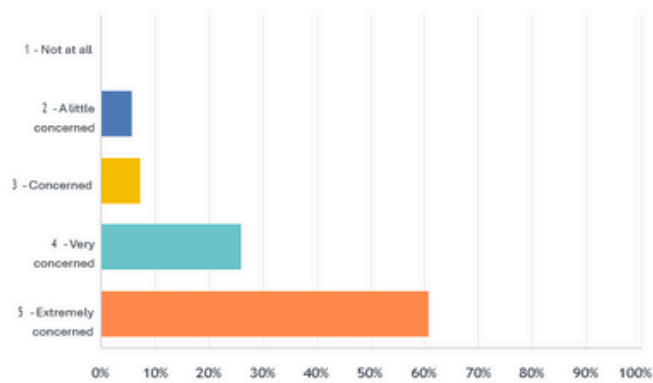
Answered: 68 Skipped: 1



ANSWER CHOICES	RESPONSES	
No	79.41%	54
Yes - (please specify)	20.59%	14
TOTAL		68

Q8 How concerned are you about wildfire risk in the Larkspur area?

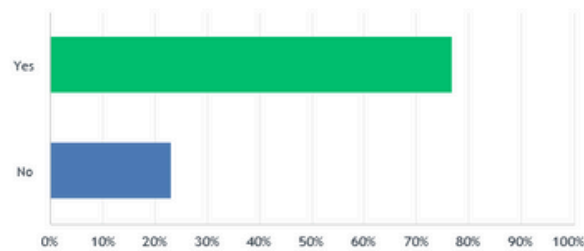
Answered: 69 Skipped: 0



ANSWER CHOICES	RESPONSES	
1 - Not at all	0.00%	0
2 - A little concerned	5.80%	4
3 - Concerned	7.25%	5
4 - Very concerned	26.09%	18
5 - Extremely concerned	60.87%	42
TOTAL		69

Q9 Are you aware that Larkspur Fire offers property mitigation assessments free of charge?

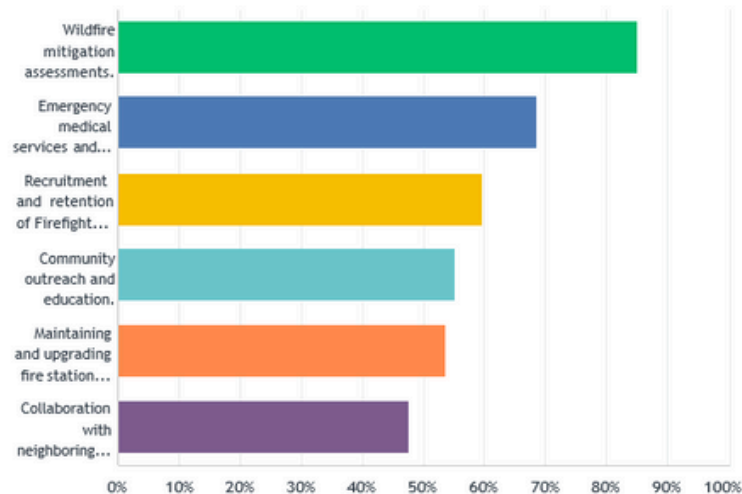
Answered: 69 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	76.81%	53
No	23.19%	16
TOTAL		69

Q11 Please select priorities for the coming 3-5 years for the Larkspur Fire Protection District (Select all that apply)

Answered: 67 Skipped: 2



ANSWER CHOICES	RESPONSES	
Wildfire mitigation assessments.	85.07%	57
Emergency medical services and ambulance response.	68.66%	46
Recruitment and retention of Firefighters and Volunteers.	59.70%	40
Community outreach and education.	55.22%	37
Maintaining and upgrading fire stations and equipment.	53.73%	36

Collaboration with neighboring fire agencies

47.76%

32

Total Respondents: 67



FOR BEING INTERESTED IN
OUR SUCCESS.

A huge thank you to the members of the Strategic Planning Committee for their hard work in assessing our needs and what the community needs from its fire district into the future. We would not be able to accomplish this without their dedication and passion for the community we serve.

Mayor Sherilyn West

Tony Caterina

Ron Roberts

Gilad Schwartz

Larry Sutton

Board Treasurer Ed Chambers

Board Secretary Wayne Moore

Charles Walden

Julius Doelle

Additional Thank You to the following:

Community members time for taking the survey on our needs.

Lieutenant Rob Lawrenz for his long hours and technical assistance in publication.

Continued support from Local 4855 for their help in these projects.

The numerous staff that helped with answering questions about their areas of expertise.



Supporting financial struggles of many Colorado special district fire departments can be found from the Colorado State Fire Chief's Association, through the document below.

2024 UPDATE

The Colorado Fire Service: Career, Combination and Volunteer

*Protecting the Citizens, the Economy and
the Environment of Colorado*



**When you don't know who else to call, call the fire department!
We will come and stand between you and danger...
no matter what the threat.**




For more information please visit our website.

www.LarkspurFire.org

