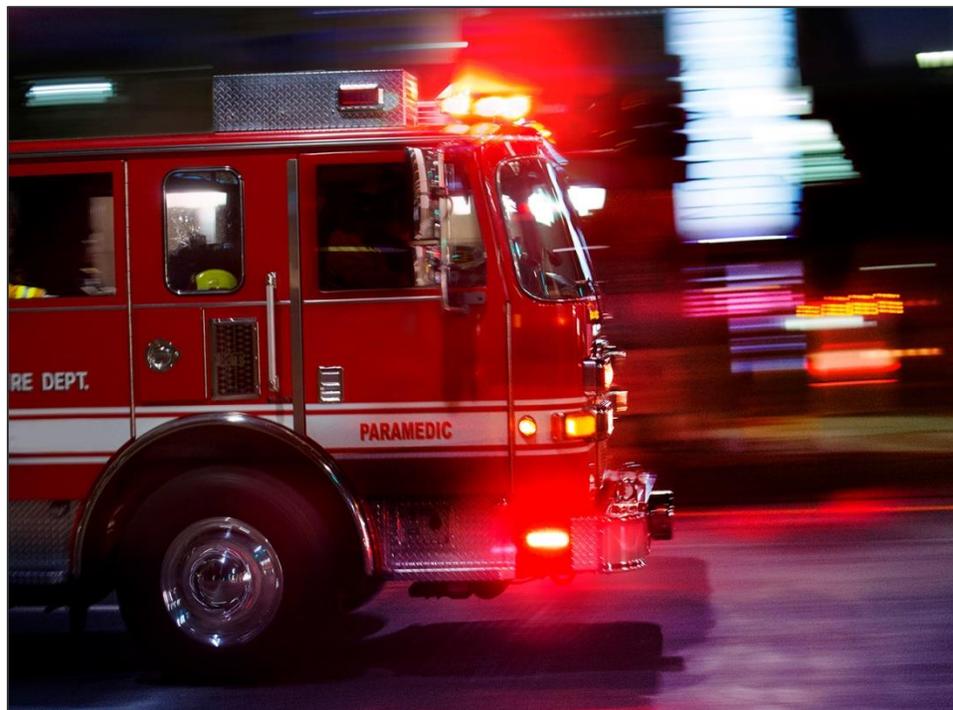


Strategic Plan

Grand Traverse Rural Fire, MI



CPSM[®]

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ICMA

Exclusive Provider of Public Safety Technical Services for
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The Association & The Company

The International City/County Management Association (ICMA) is a 100-year-old, nonprofit professional association of local government administrators and managers, with approximately 9,000 members spanning thirty-two countries.

Since its inception in 1914, ICMA has been dedicated to assisting local governments in providing services to their citizens in an efficient and effective manner. Our work spans all of the activities of local government — parks, libraries, recreation, public works, economic development, code enforcement, Brownfields, public safety, etc.

ICMA advances the knowledge of local government best practices across a wide range of platforms including publications, research, training, and technical assistance. Its work includes both domestic and international activities in partnership with local, state, and federal governments as well as private foundations. For example, it is involved in a major library research project funded by the Bill and Melinda Gates Foundation and is providing community policing training in Panama working with the U.S. State Department. It has personnel in Afghanistan assisting with building wastewater treatment plants and has had teams in Central America providing training in disaster relief working with SOUTHCOM.

The **ICMA Center for Public Safety Management (ICMA/CPSM)** was one of four Centers within the Information and Assistance Division of ICMA providing support to local governments in the areas of police, fire, EMS, emergency management, and homeland security. In addition to providing technical assistance in these areas we also represent local governments at the federal level and are involved in numerous projects with the Department of Justice and the Department of Homeland Security. In each of these Centers, ICMA has selected to partner with nationally recognized individuals or companies to provide services that ICMA has previously provided directly. Doing so will provide a higher level of services, greater flexibility, and reduced costs in meeting members' needs as ICMA will be expanding the services that it can offer to local governments. For example, The Center for Productivity Management (CPM) is now working exclusively with SAS, one of the world's leaders in data management and analysis. And the Center for Strategic Management (CSM) is now partnering with nationally recognized experts and academics in local government management and finance.

Center for Public Safety Management, LLC (CPSM) is now the exclusive provider of public safety technical assistance for ICMA. CPSM provides training and research for the Association's members and represents ICMA in its dealings with the federal government and other public safety professional associations such as CALEA. The Center for Public Safety Management, LLC maintains the same team of individuals performing the same level of service that it has for the past seven years for ICMA.

CPSM's local government technical assistance experience includes workload and deployment analysis using our unique methodology and subject matter experts to examine department organizational structure and culture, identify workload and staffing needs, and identify and disseminate industry best practices. We have conducted more than 200 such studies in 36 states and 155 communities ranging in size from 8,000 population (Boone, Iowa) to 800,000 population (Indianapolis, Ind.).

Thomas Wieczorek is the Director of the Center for Public Safety Management. Leonard Matarese serves as the Director of Research & Program Development. Dr. Dov Chelst is the Director of Quantitative Analysis.

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MISSION STATEMENT

CPSM conducted interviews and listening sessions with fire and EMS staff, Grand Traverse Rural Fire Department (GTRFD) Board Members, governmental board members, surrounding fire chiefs, and community members at four public meetings. The result was the creation of a Mission Statement and a series of recommendations that appear in the Operations Report. The recommendations have detail findings surrounding their development as well as data drawn from the Dispatch Center's Computer Aided Dispatch.

A detailed report that follows outlines the various comments and statements gathered at the various sessions. The mission statement that was initially developed is:

Grand Traverse Rural Fire Department is created to provide fire and EMS services for the Townships and Villages it serves. The department is committed to saving lives and property through fire suppression and emergency medical response while recognizing it needs to be efficient and effective with the community's investment.

While it did not get mentioned at any of the public input sessions, CPSM would recommend adding: "Grand Traverse Rural Fire Department is created to provide **the best** fire and EMS services for the Townships and Villages it serves." CPSM would also highlight the use of volunteers which was frequently mentioned in all meetings:

Grand Traverse Rural Fire Department will provide the best fire and EMS services for the Townships and Villages it serves. The volunteer department is committed to saving lives and property through fire suppression and emergency medical response while recognizing the constant need to be efficient and effective with the community's investment.

The values that drive the department included:

- ***While made up of many members, we have one mission and common values focused on serving our collective community***
- ***We will work to provide adequate and consistent deployment of resources; stations, staffing, and equipment.***
- ***We value the teamwork of our board, volunteers and citizens***
- ***We serve, often without compensation.***
- ***All of our citizens, business and communities will receive the same excellent service regardless of population, budget size, or geographic location.***
- ***Our success will depend on the continued comradery and partnership of mutual aid resources – both given and received.***
- ***The dedication and protection of volunteers will remain the focus of the Board of Directors and the Community served by GTRFD. Training and safety will always be first at GTRFD.***
- ***We will not be afraid of change but, instead, will embrace it at all levels of the organization. At least 10% of each Board of Director meeting will be dedicated to future planning for the Department.***
- ***We value communication at all levels and will strive to leave no one out.***

The main strategies are contained in the Executive Summary of the Operations Report and include:

SECTION ONE - EXECUTIVE SUMMARY

RECOMMENDATIONS

1. The Grand Traverse Rural Fire Department (GTRFD) and Green Lake Township (along with Grant) should enter agreement to delay withdrawal from the association until June 1, 2017. All provisions for withdrawal should be continued until that date. During interviews with members of the current GTRFD, several important actions must take place in the remaining months of 2016 that could impact service delivery. CPSM feels Green Lake/Grant Townships and GTRFD would best be served by taking additional time to implement these major changes. This agreement to delay withdrawal should be affirmed by the boards in November and would serve as the basis of continuing many of the remaining recommendations. Timeline and priority: Immediate. Green Lake and Grant held a special meeting and appear on track to withdraw on January 1 (decision to be made in December at regular meetings). The GTRFD Board did not vote to extend at its special meeting.
2. The GTRFD should convert the existing agreement authorizing consolidation to Act 57 of 1988, "Emergency Services to Municipalities." The act provides for the incorporation by two or more municipalities for providing emergency services. It also allows for a separate tax levy which would require a vote of the residents in all the Townships and could be undertaken later. CPSM recommends the participants in the GTRFD authorize its attorneys to begin the process of transitioning from the current agreement to Act 57. Timeline and priority: Immediate. The GTRFD Board did not adopt Act 57 at its Special Meeting.
3. CPSM recommends that a personnel committee be established for the GTRFD and immediately begin work on updating the job descriptions for the department. During interviews with GTRFD board members as well as the respective Townships, concern was expressed as to authority, management, and cost for employees of the fire district. Employees work at the discretion of the board and salaries have been set by past boards that appear to be a source of contention with current members. In the case of the Chief's position, regular reviews were not conducted and should be a task of the personnel committee which could draw on representatives from the communities with a background in Human Relations. The contract for the chief expires December 31, 2016 and is a reason CPSM recommends extending deadlines for withdrawal to June to ensure decisions can be made in a non-crisis framework. Timeline: Immediate. GTRFD Board adopted this recommendation and formed a committee at its special meeting in November.
4. CPSM recommends an expansion of the board and Township selection process for representatives on the new board authorized under Public Act 57 of 1988. The current board is comprised of Supervisors from the Townships and was identified as problematic by other board members from some townships. Each Township should elect a representative on a regular basis who would represent them at the GTRFD. CPSM also recommends additional spots be identified on the board for persons with backgrounds in medical, human resources, personnel management, and other specialized skills that could benefit GTRFD. An alternative would be to develop standing committees that report to the Board for some of these areas. Timeline: Transition process
5. CPSM has recommended that Green Lake Township begin to immediately hire a Director of Emergency Services with specialized skill in EMS. CPSM recommends that the GTRFD consider (should Green Lake and Grant remain in the new authority) this person eventually transition to overseeing all medical operations for the combined GTRFD. The Director of Emergency Services recommended by CPSM in a job description ideally

could assume command in the absence of a fire chief but would be primarily tasked for EMS operations, Quality Control, and Quality Review. While Green Lake would ultimately hire the person for this position, it is recommended that if the GTRFD remain with its existing participants that the individual transition into the fire department to serve all members. Green Lake is in the process of seeking applicants.

6. The GTRFD should make the recruitment and retention of additional personnel one of its highest priorities. A key component of this priority should be to apply for a federal SAFER grant to support recruitment and retention of on-call personnel. The application should cite an attempt to meet the provisions of NFPA 1720. This grant should be utilized to develop a comprehensive marketing program to attract new members, and to provide incentives for the retention of those personnel. CPSM recommends that the GTRFD consider expanding this position to service surrounding volunteer departments which would increase the potential for funding from the SAFER grants. With expansion, the position could be full-time. CPSM review of attendance at events showed day times as a problem. NFPA, has recently released recommendations that a house fire (standard 2000 square foot residential with proper setbacks) have a 12-person assignment. Open air strip malls, that are found throughout the region, carry a recommendation of 23 personnel. Garden Style Apartments, like those at Interlochen, are recommended to have 27 personnel and high rise as found at the Casino in Whitewater Township are recommended to have 40 on assignment.
7. The GTRFD should explore the feasibility of utilizing, and in fact encouraging, township and village employees to perform "dual roles" by serving not only in their full-time positions, but also serving the Fire Department as call firefighters.
8. Under Act 57, the mission of the GTRFD should be expanded to include EMS. Reasons for this expansion are included in the comments section but are driven by the lack of available on-call personnel during daytime hours. All the EMS providers have paid staff available during those hours and CPSM has found it common in most parts of the country to cross-train EMS personnel to also respond to fire. The goal should include upgrading EMS response in all the GTRFD to Advanced Life Support capability (ALS). Currently, Whitewater Township receives ALS service through a contract with a private firm; none of the other areas are delivering ALS. Blair Township dispatches a unit when an ALS upgrade is required and subsequently bills for the services.
9. The GTRFD should modify its dispatch protocol for responding to medical emergencies. If the closest station does not respond, no further fire department resources should respond, or be dispatched, unless specifically requested by the EMS unit.
10. GTRFD should establish metrics for dispatch that meet NFPA standards for communication centers. These metrics should be reviewed after each call as part of normal quality assurance processes with results reported to boards for the fire authority and communication center. In discussing dispatch times with the department, a Priority Medical Dispatch protocol is followed using New World Software. The New World programs are excellent for jail management and police but are not as robust for fire and EMS. All agencies in the county should establish this as a priority to upgrade or replace the CAD management program.
11. The GTRFD should conduct a formal districtwide fire risk analysis that concentrates on commercial and industrial occupancies. Townships should ensure commercial development plans and modifications are signed off by the GTRFD.
12. The GTRFD should establish a formal pre-incident planning program with the goal of having an up-to-date preplan for every business and commercial occupancy (including schools, churches, etc.) within its response area.
13. In consultation and cooperation with its neighboring departments, the GTRFD should develop automatic aid agreements that specify the immediate dispatch of certain necessary resources and possibly additional personnel for various types of reported

emergencies, primarily structure fires. Closest due units should be listed on run cards at dispatch and any policy change should be approved by the GTRFD Board of Directors. CPSM does note that closest unit is difficult because of fees for service charged by some departments.

14. The GTRFD should discontinue the practice of allowing apparatus to respond with just one firefighter unless specifically authorized by a chief officer.
15. The GTRFD and its participating municipalities should make it a priority to identify additional suitable locations for dry hydrants or standpipes throughout the district, and, in conjunction with the various public works departments, or through the formation of public/private partnerships, install as many of them as possible each year based upon the highest risk areas and/or year-round accessibility and usability. Maintenance should be done by GTRFD.
16. The GTRFD should develop a comprehensive list AND a map that shows the location of ALL potential water supply fill sites throughout the district and, within reason, in surrounding communities. This would be a requirement when the department undergoes a review for its Insurance Standards Organization (ISO) fire rating.
17. The GTRFD should work with the governing bodies of all the participating municipalities to consider adopting municipal regulations requiring the installation of a fire water supply cistern in any new development consisting of three or more homes or for any individual home of larger than a designated square footage, and which are located outside of the municipal water supply system service areas.
18. The GTRFD should install automatic fire alarm systems with heat, smoke, and carbon monoxide detection in all fire stations. These systems should not only be equipped with both audible and visible warning devices, they should automatically transmit an alarm to either the department's dispatch center, or, an approved central monitoring station.
19. The GTRFD should consider equipping all existing fire stations with complete, automatic fire sprinkler systems for the protection of the occupants, buildings and equipment, as well as complete, supervised smoke detection systems already recommended, that transmit an alarm to the fire dispatch center or central monitoring station.
20. The GTRFD should install vehicle exhaust extraction systems for all vehicles in all the apparatus bays at all department fire stations.
21. The GTRFD should install automatic start emergency generators at all stations to provide needed power and keep the stations operational during power failures/outages.
22. The GTRFD should apply for an Assistance to Firefighters (AFG) Grant to attempt to obtain funding for the installation of the automatic fire suppression and fire alarm, vehicle exhaust extraction systems, and emergency generators in all stations.
23. The GTRFD and the municipalities that are part of it and/or own the station facilities should develop a long-range facilities capital plan to address the numerous operational and personnel safety deficiencies currently found in them and generally significantly upgrade and modernize, or replace them, to meet the current and future needs of the department. In the interim, consideration should be given to the rental of appropriate and code-approved living quarters for staff at the station. and its customers.
24. The GTRFD should track and analyze annual repair, maintenance, and service costs for the apparatus fleet and utilize this information in periodic review and updating of the vehicle replacement schedule.
25. Long term, the GTRFD should consider selling the existing tankers and replacing them with new combination engine/tender apparatus.
26. The GTRFD should consider the acquisition of quick attack, rescue (interface) pumpers to be used in conjunction with larger combined engine/water tanker apparatus.
27. Should the GTRFD assume responsibility for EMS in the communities it serves, it should consider the acquisition of combination Fire/EMS transport vehicles.

28. The GTRFD should replace the existing 1982 ladder truck with a single axle "quint" that has a 75' aerial ladder, is configured to fully function as a fire pumper, and, can be easily set up and operated by one or two personnel.
The following GTRFD vehicles have probably reached the end of their useful service life and should be removed from service.

- Brush 2
- Brush 3
- Rescue 3
- Brush 4

29. The GTRFD should remove one air/light unit and one water supply unit from service and sell them. The proceeds from the sale can then be reinvested in the department's other capital needs.

30. Long term, when the time comes to replace them, the GTRFD should seriously analyze whether they have a true need for either their own air/light unit, or water supply unit.

31. The GTRFD should consider adopting the following recommended apparatus fleet (assuming a continued 4 station configuration):

- 4 – Quick Attack/Rescue Engines, or, Combination fire/EMS transport vehicle
- 4 – Engine/tender combination
- 4 – Brush units* (pick-up trucks w/ skid units)
- 1 – 75' Quint (Regional Resource)
- 1 – Air/Light Unit (Regional Resource)
- 1 – Water Supply Unit (Regional Resource)
- 1 – Reserve Engine

32. The GTRFD should consider applying for an Assistance to Firefighters (AFG) Grant for the 75' Quint since it is the department's oldest vehicle, lacks up to date safety features, and is a true regional resource.

33. The GTRFD should establish a formal replacement plan for fire and rescue equipment. The regular replacement of large cost items such as hose, ladders, firefighter PPE, portable radios, and SCBA on an incremental basis will avoid major one-time increases in the annual operating budget.

35. The GTRFD should develop and implement a long-term capital apparatus, vehicle, and equipment replacement plan.

36. The GTRFD board should consult with its legal counsel to ensure that it has adopted all necessary policies and that all policies are current and appropriate.

37. The board should ensure that all department personnel participate in a documented annual review of all authority policies.

38. Using an organizational and operational analysis as a foundation and guide, the board should establish a committee to begin oversight of the long-range/strategic planning process and develop a plan to guide the department's future. Certain projections, such as the construction of a new station or the apparatus replacement plan, can be tentatively projected out past five years.

39. Overall, the fire station site visits by the CPSM team showed stations that are inadequate for the needs of a modern-day fire department, even one that is staffed almost entirely by volunteer personnel. Except for Station 2, the stations lack basic safety and operational features, and are crowded with almost no storage or crew areas. The apparatus bays are very small for modern fire stations. This limits the amount of apparatus and/or equipment that can be stored in the station. In addition, hose and equipment cannot be efficiently

loaded/unloaded inside during cold or inclement weather, nor can equipment be removed from the apparatus and set up for training and maintenance activities. However, for the most part they did appear relatively clean.

40. GTRFD should develop using Community Risk Reduction as a focal point of its efforts and prevent fires from occurring to the extent possible.
41. Develop a "360 Communications Plan." In the listening sessions, communications were brought up by staff, volunteers, board members, members of the Township and Villages, surrounding departments, and citizens. GTRFD administration needs to provide regular updates to staff and board members; board members need to be communicating that information to respective Township Boards; the volunteers need to be involved in processes; and education/outreach programs need to be developed to citizens. Timeline: Immediate
42. Consideration should be given to developing public education/communication using older volunteers who no longer can fight fire, educators from the community (active and retiree), volunteers from the hospital, Tribe, and Interlochen. With an aging population, many in the community may have time they wish to give but lack an outlet in which to give; fire prevention and education is an excellent area that can provide reward (personal and professional). Broken Arrow, Arizona has developed a team of such participants who present throughout the community 365 days a year; not just during fire prevention week. Timeline: Immediate.
43. GTRFD should position itself to attract new partners; the existing focus has been on downsizing and withdrawal of members.

COMMENTS FROM MEETINGS

Strengths

- Up to date equipment
- Leadership
- Volunteers – very dedicated
- Consistent training
- Numbers of firefighters
- Purchasing power
- Redundancy of equipment
- Familiarity of equipment and procedures
- Mutual and automatic aid
- Command/chain of command
- Mix of old and new firefighters
- Efficiency of having one chief
- Coverage at the stations
- ISO rating
- Rural standards are higher than surrounding departments
- A willingness to respond when called upon

Weaknesses

- Funding
- Dysfunction on the board and support
- Lack of communication across the board; within the chain of command from the board to staff.
- Who's in and the geography of the district
- GTRFD is on 800 MHz; surrounding counties are not
- Divergence of expectations
- Turnover in EMS staff that is provided
- Facilities
- No sunset on funding or representation
- Citizen involvement
- Focus has been on contraction and not future growth
- Working with the Tribes

Future

- Work within the budget
- How to pay for the services and increasing costs; smaller townships are limited
- Opportunity to restructure
- Equitable representation and sunsets on service to prevent problems
- How is mutual aid delivered
- Strong teamwork can still be better
- Paying volunteers more
- Public Act 57
- Cross-train ambulance and fire personnel
- Find ways to recruit, fund raise, and improve public awareness
- Improve relationships with other counties and departments
- Update box alarms

- Eliminate politics from GTRFD
- Master plan for service
- Transparency improved
- Combine EMS and fire
- Eliminate the disconnect between expectations and reality
- Secure funding
- Get the best ISO
- ALS and 24-hour staffing
- Revise the Explorer program
- Improve outreach – public education
- Improve investigations – fire investigations
- One county department
- Protect and serve the people; focus on the citizen and service

Threats

- Funding
- Lack of volunteers
- Communications
- Available time
- Ability to pay
- Balance of ability to pay versus expectations
- Rural's existence
- Who delivers the services
- Volunteerism
- Lack of shared vision
- Lack of knowledge by the public on how Rural operates
- What is the cost of fire?
- Continued increases in mandated training and education for volunteers
- Visions of geopolitical groups
- Townships leaving
- Mediation
- Coming to a shared vision