



Grand Fire Protection District No. 1

2021 – 2025

Strategic Plan



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Table of Contents

Overview and Scope..... 3

Grand County Fire Districts Map..... 4

Grand Fire Protection District Map..... 5

Mission, Vision, Values, Culture..... 6

Current Operating Environment..... 7

 Community Background..... 7

 Services 7

 Agreements..... 7

 Staffing 8

 Community Need 8

 Stations and Apparatus 10

 Financial 10

Planning Process and Methodology 12

District Priorities 13

Planned End State 18

Other References 19

Appendix A – Operational Statistics 20

Appendix B – S.W.O.C. Analysis 23

Appendix C- Intent Based Planning Data 26

Appendix D- Apparatus Replacement Schedule 30

Appendix E- Future North Station 32

Appendix F- Fire Protection Districts 33

Overview

In recent years, the community of Granby and surrounding areas have found ourselves in a state of rapidly changing risks. Frequency and severity of wildland fires is on an upward trend, combined with local growth, visitation, a building boom, increased traffic, and an exploding Short Term Rental market combine to create new and complex problems for a traditionally agricultural community. For a district to provide a fire-safe environment for its citizens, visitors and businesses, fire protection and emergency service needs must be identified, planned for, and properly addressed in the most cost-effective manner. Grand Fire Protection District (GFPD) has recognized the importance of planning for the future around a shared vision that provides the best services to the community. GFPD has developed the 2021 Strategic Plan to provide the district a roadmap into the future.

The strategic plan for GFPD will be based on a five-year timeframe: 2021-2025. Updates and progress reports will be completed and reported to the district Board of Directors to ensure stated goals and objectives are being met or updated.



It is anticipated that the 2021 Strategic Plan will:

- Provide a view of the district's present and future fire protection and emergency services needs and setting
- Provide an assessment of the current fire protection and emergency services systems, their capabilities, and limitations as a basis for establishing goals and performance measures
- Support a model of operation that addresses future fire and rescue needs of the district
- Establish a set of goals and objectives that will determine the desired performance levels ('service levels') and establish service level indicators that provide a meaningful measure the effectiveness
- Establish initiatives that will help prevent harm from emergencies or mitigate potential impacts



- Provide a safe, proactive, and cost-effective fire protection and emergency services system strategy for the years outlined within this strategic plan and beyond the 2021 GFPD Strategic Plan will be a dynamic document that will continue to evolve, adapting to the changes that unfold over the next five years. Periodic evaluations and progress reports to the Board of Directors will be an essential part of this planning process. Updates and progress reports will also be included in an annual report made by the fire chief and the organization to communicate to the Board members and public the progress made on the stated organizational goals and objectives contained within this plan.

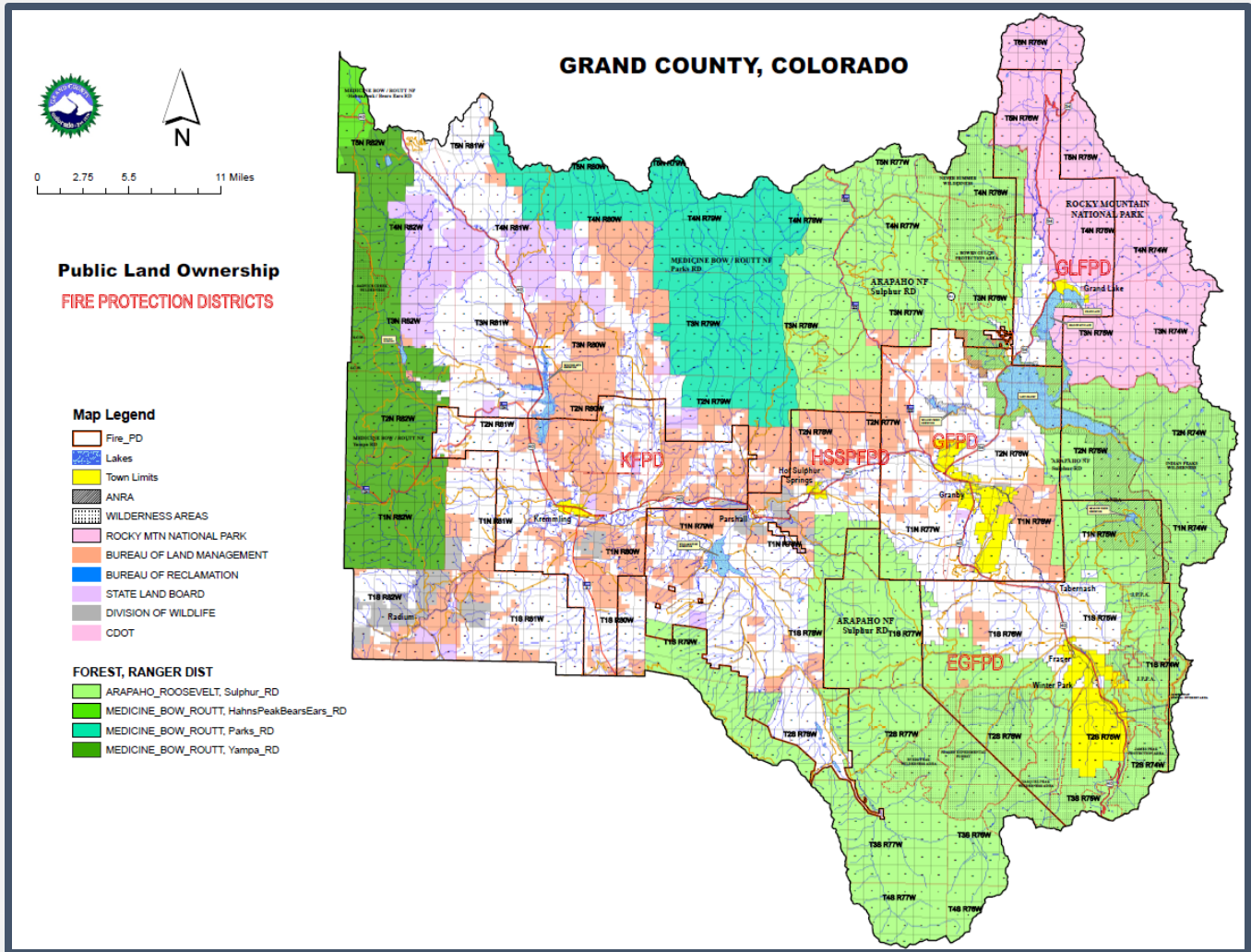


Figure 1. Grand Fire Protection District is one of five fire protection districts in Grand County and serves the greater Granby area at the crossroads of the county.

Scope

The intent of the 2021 GFPD Strategic Plan is primarily to provide guidance as a foundation for decisions and setting overall direction for the district. The overall scope of this plan has been to focus on an outlook for GFPD, both strategically and operationally, in capital expansion and ongoing operation and maintenance. An emphasis in how improvements may impact:

- Taxpayers in the district
- Performance of the fire protection and emergency services systems
- New and existing community development
- Safety of the public and emergency services personnel
- Future expansion and needs for staffing, facilities, and services

Items such as equipment specifications and operating procedures have been purposely omitted from this plan. These relate to operational or task levels and can be best addressed in other documents and procedures within the district's management.

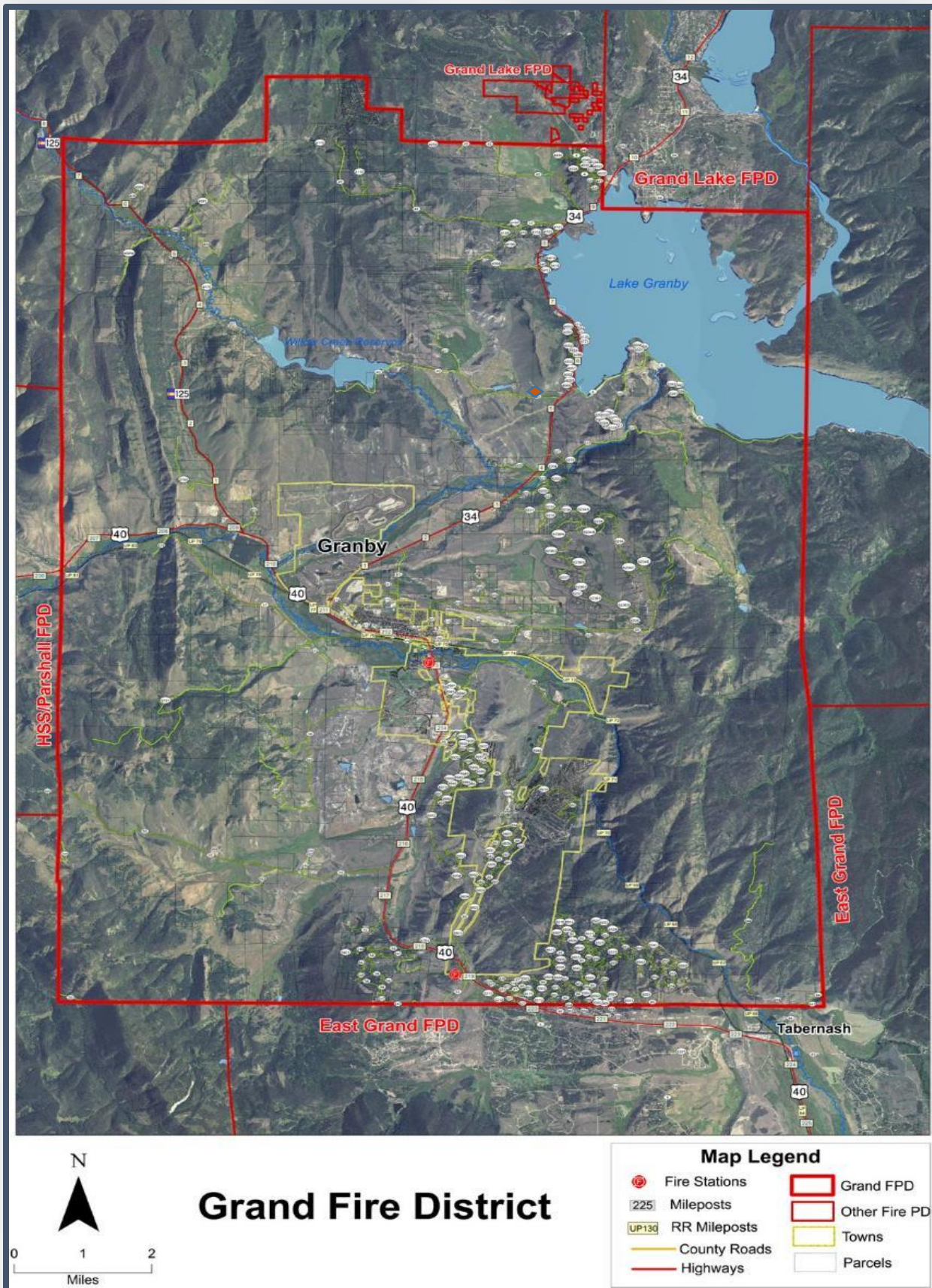


Figure 2. Grand Fire Protection District Boundaries. ♦ Denotes planned station.

Mission

To Protect Life, Property, and our Environment through prevention, preparedness, collaboration, and response.

Vision

Be a department that demonstrates excellence in service delivery to our community while proactively identifying the risks and challenges we face. We will build and maintain strong relationships with our community and regional partners through communications, cooperation, and collaboration as we plan for, train for and respond to all types of incidents that threaten our District.

Values

Safety: We provide training, equipment, and leadership to our members, emphasizing safety in all aspects of operations to ensure that “Everyone Goes Home”.

Respect: We expect all members to show a high level of respect to each other and the public.

Professionalism: We perform our duties with proven knowledge, skill and ability in accordance with current national standards of competence.

Integrity: We serve the public with honor and the highest moral and ethical standards.

Honesty: We always exhibit reputable and respectable behavior.

Responsibility: We employ progressive policies, procedures and standards in our District’s management that ensure efficient fiscal practices and effective planning for the future.

Accountability: We are accountable to each other and the citizens and visitors of our District to provide effective, caring, trustworthy service when responding to all calls for assistance.

Culture

An organizational culture that is new and different that values leadership, customer service, a sense of family, and work ethic

An organizational culture where resident, volunteer, part-time, and career staff value one another, respect their differences, but focus on the similarities of their mission

A safety culture that encourages communication, accountability, and the open reporting of honest mistakes
Personnel that are well informed, have a role that is well defined, and are trained to a higher level than ever before

A fire department that is looking to the future in terms of organizational planning and succession planning

Current Operating Environment

Community Background

Grand Fire Protection District began as a small Volunteer Fire Department in March of 1939 with 15 members and later became a formal Fire Protection District under Colorado Revised Status Title 32 in April of 1951. Grand Fire serves the greater Granby area in Central Grand County. The area began as largely agricultural but has grown as a retail center as well as a tourist destination. The area includes thousands of acres of public lands including Bureau of Land Management, National Forest, the Arapahoe National Recreation area. The District also protects many of the areas schools, infrastructure for trans basin water projects, a small airport, several golf courses, guest ranches and a ski area. The community continues to grow as destination and a prevalence of second homes is led the way to a booming short term rental home industry.

Services

Grand Fire provides a variety of services to support a variety of emergency types.

- Fire Suppression (Structural / Wildland)
- Surface Water and Motor Vehicle Rescue
- Hazardous Materials /Conditions
- First Aid/Basic Life Support/EMS Assistance
- Community Risk Reduction
- Fire Inspections / Plans Review
- Community Services and Events
- Hazardous Fuels Mitigation Projects
- Regional and National All-Hazard Incident Assignments



Figure 3. Firefighters survey incident needs after extricating a patient. Winter conditions and accidents go hand in hand in Grand County.

Agreements

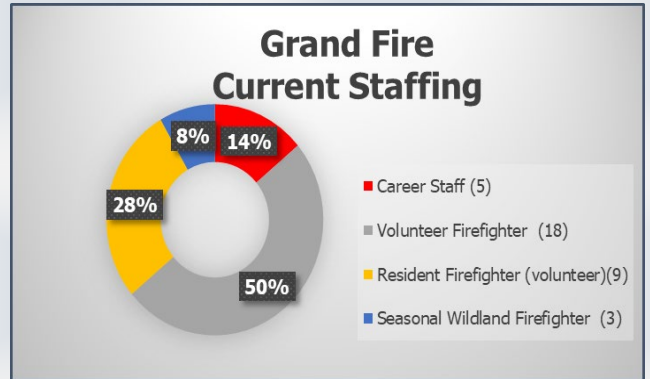
In an effort to most effectively bring resources to bare on incidents, and collaborate for the benefit of the public, the District maintains several Inter Governmental Agreements.

- Auto Aid: East Grand Fire and Grand Lake Fire
- Mutual Aid: Grand County Fire Protection Districts
- Mutual Aid: Mountain Area Fire Departments in Northwest Colorado
- IGA: Grand County Emergency Telephone Service Authority (911)
- IGA: Grand County Dispatch Center
- IGA: Impact Fee Collection, Grand County and Town of Granby
- Fire Code Enforcement: Grand County and Town of Granby

Staffing

Grand Fire Protection District has traditionally and still primarily staffs incidents with Volunteer Firefighters. In 2006, the District hired it’s first employee, a Fire Chief, and shortly there after added an administrative position as well as a Training Officer. Since 2006 the District has added an Administrative Chief and a Wildland Coordinator for a total of five career staff. Additionally, in 2020 the District added two seasonal positions for our wildland program, and a third in 2021. These firefighters are available for local, regional, and national assignment, and are available to assist residents of the District with mitigation planning and projects.

In 2007, the district created a Resident Firefighter program in which allows volunteer firefighters to live at one of the stations rent free in exchange for two days of shifting. Resident firefighters earn state certification and experience to add to their resume as they search for a career position with another agency. Young adults from the area and across the country apply to be part of the program, and Grand Fire can currently accommodate up to eleven resident firefighters.



As the community gets busier, it has become more difficult to staff with volunteers. The current affordable housing crunch has decreased the number of full-time residents with time to give. Additionally, the district has need for full time personnel, including a Fire Marshal, specialist to work with the community on risk reduction, and as call volume climbs, full time firefighters will be needed.

Figure 4. Grand Fire still relies heavily on volunteer firefighters, representing 80% of our workforce.

Community Need

As our community has grown and the demographics have changed from a ranching and agricultural community to recreational destination and a business center, so have the needs of the community. The District now hosts a ski area, golf courses, lakes, a national recreation area, thousands of acres of public lands and has experienced a building boom of town homes, condos and single family homes. Many of these homes are secondary homes for the owners, who visit occasionally, but often rent out their homes on a short-term basis as lodging for others. Housing units in the Town of Granby alone have gone from under 950 in 2004 to over 2500 in 2020.

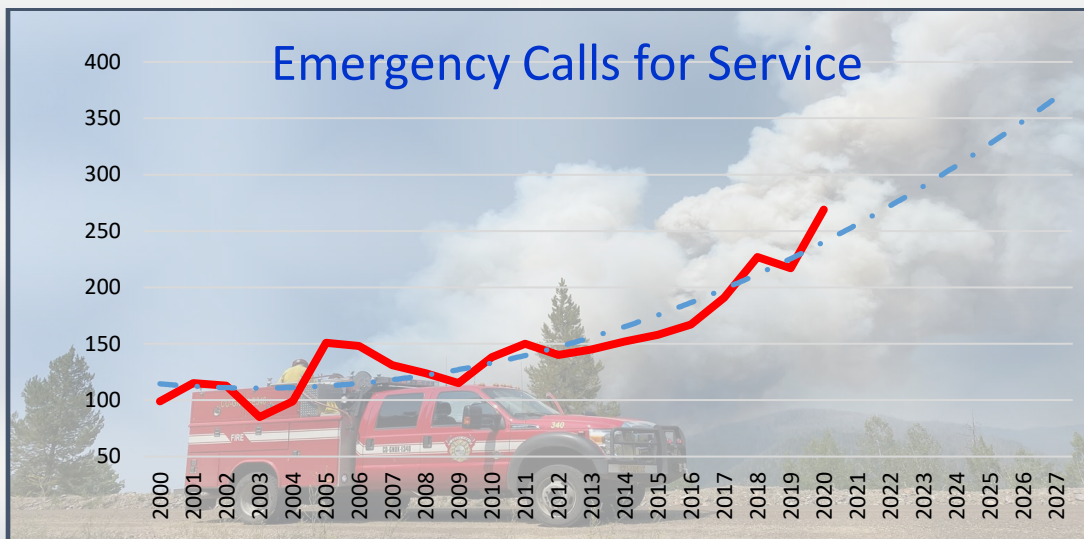
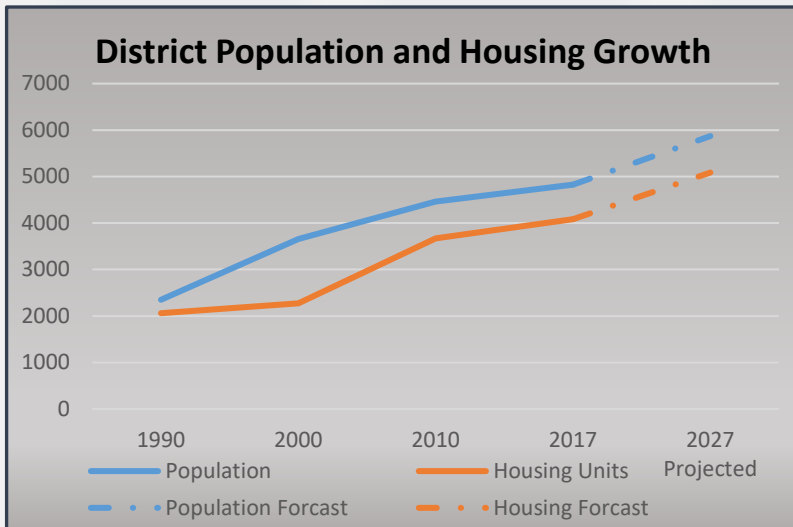


Figure 5 Calls for Emergency Services have risen as our community grows. Calls have averaged an 8% increase annually since 2009. A trend line has been added to demonstrate where call volume might go if the community continues to grow.



In addition to the demographic changes, the environment around our community has had considerable changes, the most notable being a pine bark beetle epidemic in the 2000s that has triggered an eighty percent mortality of our lodge pole pine forests, and has created a fuels problem we still deal with today, as is evidenced by the 2020 East Troublesome Fire, which earned the title of the state’s historically second largest wildland fire, growing over 100,000 acres in one afternoon and finishing out near 200,000 acres.

Figure 6 Sources: US Census; US Census ACS 5-year

Grand Fire has seen call volume increase from under a hundred calls a year in the mid 2000’s to nearly 300 calls for service in 2020. While all categories of incidents are up, categories such as Hazardous Conditions, Alarms, Rescue and Wildland Fire have climbed significantly with a higher population of both visitors and residents. Mirroring our seasonal population increases, many of these calls get compressed into summer and winter months, and the District has seen an increase in instances where we see multiple calls a day, or run multiple calls at the same time, adding additional stress to our volunteer firefighter staffing.

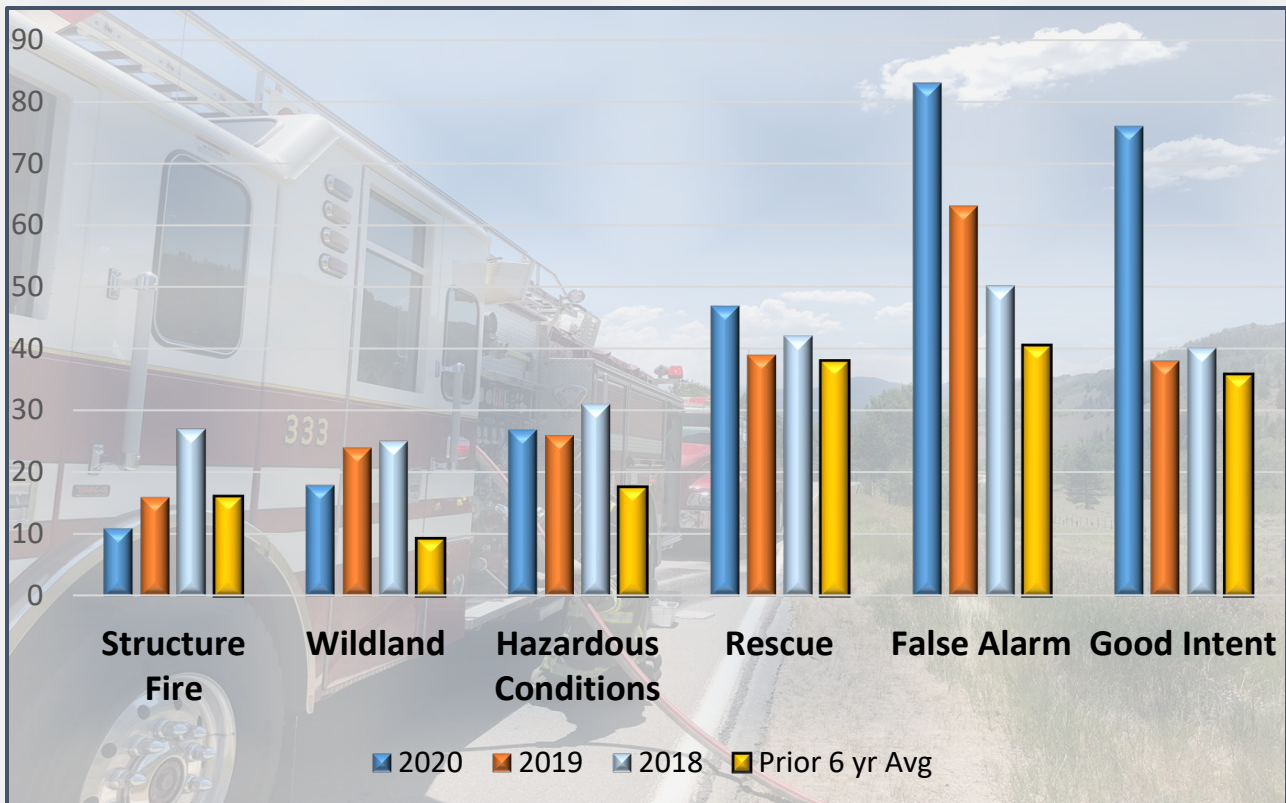


Figure 7 Emergency Call history for the last three years, plus a running average for the six years prior. As with many rural departments, higher risk incidents tend to be lower frequency, but do happen several times a year. Rescue calls are made up of primarily motor vehicle accidents and EMS assists.

As our community needs have increased, so have those of our neighboring communities and local and regional partners. In recent years the District has seen an increase in requests for mutual aid, whether it be a structure fire in another district, a medical emergency within our district, or a wildland fire in a neighboring county. Conversely, the District has made more mutual aid requests in recent years to assist our firefighters in bringing a quick resolution to an incident. The District has found these relationships to be beneficial to our constituency, but does occasionally require committing staffing to other agencies, and in the case of wildland fire, for longer periods of time.

The District has also made an engine available for national assignment for wildland fire in recent years. Averaging 4-6 two-week assignments a year, the District gains valuable experience on large wildland fire in other areas that experience is brought back to benefit our community. The District has also been able to use the earned income to fund additional wildland apparatus and equipment.

Stations and Apparatus

Grand Fire currently operates out of a Headquarters Station in Granby and as well as an additional station on Red Dirt Hill, which is co-owned with East Grand Fire Protection District in the Fraser Valley. Both stations, as well as a apartment building for resident firefighters were constructed between 2005 and 2009. The Red Dirt station houses apparatus from both districts and is set up to respond to incidents in either district. As plans were being made in 2004 for the current facilities, the District committed to a north station to serve the Lake Granby area and now owns 5 acres near Lake Granby that needs to be built on by 2026 by agreement with the seller. Plans are currently being developed for that facility.

Due to the nature of the district and the variety of property to protect, the District currently owns five structure engines, a 100’ tower truck, two water tenders, three wildland engines and four utility vehicles. The District has an additional wildland engine on order. Most of the engines were purchased between 2005 and 2009 with proceeds from the District’s bond initiative which is due to be paid off in 2025. Some of the utility vehicles and water tenders are older. Maintenance costs for the fleet average around \$25,000 a year. The District maintains a replacement schedule for the apparatus, and would like to replace the larger engines every 20-25 years, and utilities every 15 years, or as milage dictates.

Financials

Grand Fire is Fire Protection District established under Colorado Revised Statutes Title 32, which allows and limits the District to tax real property within the boundaries. Our primary revenue source comes from property taxes. Property tax collection eb and flow with property value and typically lag behind current values by 34 to 36 months as the county assessor is required to use specific data. Grand Fire collected peak revenue in 2010 and 2011 of \$785 thousand dollars, then revenues declined following the recession.

Property tax revenues have been slow to recover with the state’s Gallagher amendment reducing the assessment rate for several cycles. While the

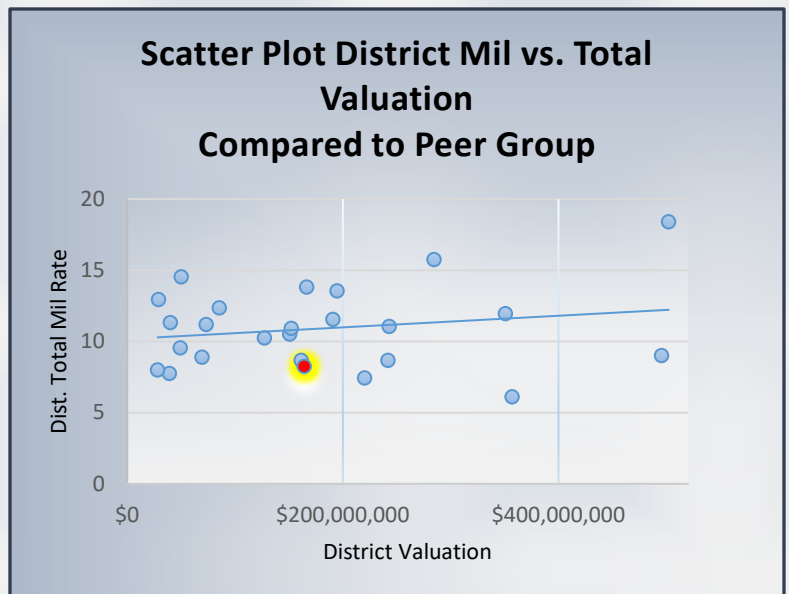


Figure 8 Mill rate collected by Grand Fire compared to Peer agencies around the state. Peer agencies represent agencies with a similar size, demographics, or economic models.

voters approved a measure to “De-Gallagher” in 2018, losses from previous cycles remain permanent. In 2021 the District anticipates property tax revenue to be around \$715 thousand dollars.

The District currently collects and operates on 4.446 mills and collects an additional 3.8 mills to pay off long term debt (general obligation bonds). Relative to similar agencies in the region, the District’s tax collection is in the lower 28%.

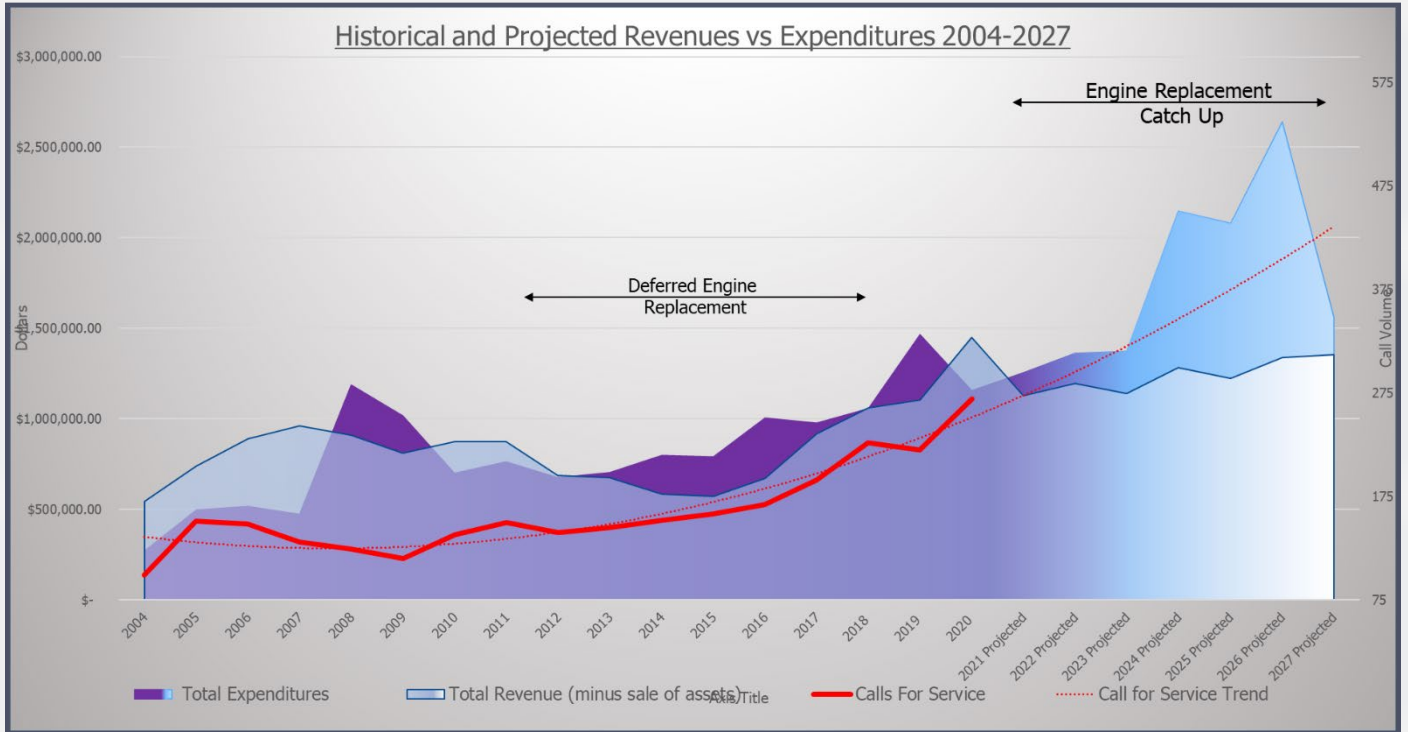


Figure 9 Expenses vs Revenues. The District has prided itself on fiscal responsibility, but has had to curtail capital spending in the recession. Revenues 2016 and forward represent tax revenue, as well as grants, impact fees, and revenue from wildland fire assignments out of the area. As we project budgets forward, many of the engine replacements we have deferred will become necessary to invest in before they become a liability.

In recent years the District has been able to supplement property tax revenue with grant income, fire impact fees, and wildland assignments. The District monitors and applies for a handful of grants each year, typically for equipment or special projects with varying success. The District works with Grand County and the Town of Granby to collect Fire Impact fees on new development and construction. Master planning in the county and the town have pushed for new development to pay it’s own way and consequently the District contracts a study every five years to justify and set Fire Impact fees on new growth to help offset the costs of capital equipment and facilities to serve the growing demands. During the recession, impact fee revenue was often under Twenty thousand dollars annually, but in recent years has grown and added nearly two hundred thousand dollars to our capital projects fund annually. Wildland assignment revenue has been an increasing part of our budget and comes from sending engines and crews out nationally. Firefighters gain valuable experience to bring home, but the District also bills for their time and the engine time. While much of the revenue covers payroll, meals, lodging, and fuel, the District is able to put some money aside for equipment and apparatus purchases. Assignment revenue allows the District to staff a few additional people in the summer months, but is variable depending on the year.

Planning Process and Methodology

As part of normal business, the District collects data and monitors trends internally. To ensure the District is meeting current and expected needs the planning process gathered additional input from firefighters, fire officers, staff, agency and organizational partners, and the public. Several public meetings were held and well attended, comment periods were offered for the public and other agencies to submit comments, and many personal conversations and meetings with internal members were had.

Comments were gathered and condensed into a **S**trengths, **W**eaknesses, **O**pportunities, and **C**hallenges analysis (S.W.O.C). After the SWOC process, the department analyzed the most pertinent issues raised. The intent is to identify the issues that create a critical gap in service to address in the 2021-2025 Strategic Plan. These issues and gaps became the foundation for the agency's priorities.

Results from the gap analysis were then reviewed and built into an Intent Based Planning process. Which included breaking critical factors down into knowns and unknowns, controllable and uncontrollable, strengths and weaknesses, and dangers and opportunities. Factors were also broken into PSESII Dimensions (see below), and Agency Priorities were created.



Figure 10. Firefighters return from working the Jack Creek Fire in 2017



Figure 11. Fire Fighters prepare to work a structure fire near Lake Granby in 2015

District Priorities

1. Volunteer recruitment / retention / training
2. Staff professional development / qualifications
3. Community Risk mitigation
4. Matching long range facility plans to need
5. Community engagement / education / growth / change
6. Apparatus maintenance / replacement
7. Build fiscal position to meet community risks and needs

1. Volunteer recruitment / retention / training

- Define future requirements: numbers & mix for full-time, resident, volunteers
- Define remuneration & benefits packages for recruitment / retention
- Implement local and regional recruitment
- Identify key retention benefits by demographic group and benchmark
- Identify mix of on-line, classroom, practical and On the Job Training skill development
- Develop strategy for crew mixes for mentoring
- Find training synergies with GC and mountain community districts
- Assess the use of current or additional housing as incentives

Metrics: Annual volunteer turnover, median experience and qualifications, % of crews fully meeting qualification requirements

2. Staff professional development / qualifications/ retention

- Identify key leadership & technical positions
- Validate job descriptions and qualifications
- Develop and maintain internal & local candidate succession list
- Development of plans defined for key candidates
- Update staff qualifications inventory
- Maintain all job descriptions with complete qualifications
- Maintain staff turnover data and benchmark in western mountain districts
- Assess compensation and benefits compared to regional employment competitors

Metrics: Annual volunteer turnover, median experience and qualifications, % of crews fully meeting qualification requirements

3. Community Risk mitigation

- Identify key, high consequence risks for mountain communities
- Engage developers & owners in early plan reviews
- Identify key, high consequence risk by facility and activity
- Update risk inventory and mitigation plans
- Maintain engagements and code inspections
- Active participate in the Grand County Wildfire Council to identify, communicate, mitigate risk
- Advocate adoption of a Wildland Urban Interface Code in Grand County building code and development reviews
- Participate, and when appropriate, lead community driven Risk Mitigation planning process such as CWPPs, Community Mitigation Assistance Teams, Community Planning Assistance for Wildland Fire
- Educate HOAs, developers, owners on risk mitigation
- Use site rapid risk assessments
- Look for opportunities to be more proactive with Development Plan Reviews
- Support Firewise Community implementation: fuel reduction & water supply
- Identify key external partners and appropriate mutual aid plans for each
- Update plans on defined basis
- Inform public of cooperative plans

Metrics: Number of engagements and results, number of Firewise sites

4. Matching long range facility plans to need

- Define staged requirements for new station, apparatus & specialty equipment
- Maintain cost estimates for capital and operating cost changes
- Develop staffing plans for paid and volunteer positions
- Maintain long term equipment replacement plan / schedule
- Define maintenance cost break-over points for major equipment placements
- Building on Red Dirt Station experience define synergies for new station
- Identify potential support services sharing opportunities
- Implement regular on-site community training & education events
- Assess current and projected rural water supply needs
- Utilize audio / visual conference facilities to broaden external engagements

Metrics: Availability and reliability for major equipment, annual operating expense reductions, plans and estimates are current, numbers of events and personnel engaged

5. Community engagement / education / growth / change

- Maintain Insurance Service Office rating of 3 or better in residential areas
- Keep structure fire rates and loss below population and housing growth rates
- Regularly participate with local civil society groups and HOAs
- Public recognition of citizens, businesses, and staff in prevention
- Actively engage community and listen, including schools and public events
- Use code enforcement as an educational tool with businesses
- Provide public training opportunities for extinguishers, blankets, wildland preparation
- Regularly engage local planning departments: monitor developments / trends
- Advocate adoption of current Fire Codes in building codes and permits
- Educate agencies, developers, business owners
- Maintain dialog amongst GC districts staff and BOD to capture synergies
- Support Firewise Community implementation with developers and government
- Establish long-term (5+ years) funding and budget outlook.

Metrics: ISO rating map within district, # of properties surveyed and owners engaged, # public engaged and hours of education, # and % of HOAs engaged annually, # of development and property reviews, # and % of Firewise Communities, # local government staff engaged and hours of education



Figure 12. Sparky the Fire Dog talks with visitors at our annual Fire Prevention Week Open House



Figure 13. Firefighters and E340 assist a neighbor with an Agricultural Burn in 2019.

6. Apparatus maintenance / replacement

- Identify key, high consequence risk by structure type and location
- Update risk inventory
- Maintain apparatus and equipment appropriate for identified risks
- Define mutual aid needs / opportunities: equipment, personnel, training
- Advocate for grants for equipment, supplies, training, assessments, etc.
- Formalize mutual aid agreements with local, state, federal parties
- Utilize NFPA guidelines as a basis for planning
- Employ independent 3rd party inspectors
- Assure critical spares inventory is maintained
- Train fire staff in maintenance and field repairs
- Replace short life equipment in planned tranches (eg. turnout gear, SCBAs)
- Update equipment inventories

Metrics: Availability and reliability of major equipment, maintenance schedule is met, spare inventory in-hand, training completion



Figure 14. Firefighters and Rescue Engine 345 work an accident on Hwy. 125.

7. Build fiscal position to meet community risks and needs

- Using existing and new data from the other priorities, build a long term budget strategy including any additional capital or staffing needs
- Identify potential gaps from funding to expense
- Identify appropriated financial reserves desired for emergency or unplanned expenses
- Explore current mill rates vs other locally or regionally
- Assess other opportunities for user based fees to fund program gaps
- Stay involved with community planning and demographic forecasting to identify increased need or funding concerns early.
- Work with BOD on identified funding gaps and solutions
- Work with state partners to minimize reductions in assessment rates or financial mandates
- Create “shovel ready” capital projects to better prepare for grant requests
- Develop funding strategies for any gaps

Metrics: Five- and 10-year budget drafts, capital reserve targets, capital project priority lists, “what if” scenario analysis, Board of Director review and prioritization of gaps and solutions



Figure 15. Firefighters pull a late night on the Deep Creek Fire in 2020.

Planned End State

Grand Fire responded to the community needs by handling all incidents, mitigated all issues, and reduced risk in a professional manner according to its statement of purpose and mission. The fire district staff stabilized and diversified income, allowing for upgrades in equipment, facilities, and training to meet the community's growing and evolving needs. Leadership built a staffing model that was appropriate for local needs seasonally, allowed for quality local and national training, and hired enough staff to improve response times and handle normal operations. GFPD retained a large volunteer firefighting force to assist with larger incidents, emergencies, and mutual aid calls. The fire district was respected and attracted both local community members and national candidates who valued GFPD's reputation, training, experience, and commitment to professional development. Grand Fire was an integral part of emergency response and community planning activities locally, regionally, and statewide to the benefit of our citizens.

Performance Measurement

To establish that GFPD's Strategic Plan is achieving results, performance measurement data will be defined and monitored. A *Managing for Results* approach will utilize the following:

- Identification of strategic goals and objectives;
- Determination of resources necessary to achieve them.
- Collection and evaluation of performance data; and
- Data use to drive continuous improvement.

Measuring the results of our plan will help differentiate success from failure. Defining success allows the district to recognize and reward success and progress instead of failure. Performance measurement allows us to learn and improve. Demonstrating results with facts builds public support.

District staff will survey a sampling of community members through a Google survey to investigate the public perceptions of the fire department and how to meet the public's expectations.

Leadership will work with the staff, volunteer and resident firefighters, and the board of directors to refine the organization's Mission, Vision, Values, and Culture.

Other References

Grand Fire website: www.grandfire.org

Town of Granby website: www.townofgranby.com

Grand County website: www.co.grand.co.us

Grand County Hazard Mitigation Plan: www.co.grand.co.us/1340/Multi-Jurisdiction-Hazard-Mitigation-Pla



Figure 16. East Troublesome Fire: north of Granby on October 21, 2020 (7:45pm) The Fire burned over 100,000 acres that evening and over 570 structures were lost during the push and the subsequent 48hrs.

Appendix A

Operational Statistics

Training



Figure 17. Staff and Volunteers put in considerable time training and on calls each year. Training hours were greatly reduced in 2020 due to adjustments during the Pandemic, but also a change in requirements as call volume comes up.



Figure 18. Training encompasses a large variety of skill sets and topics, and in many cases senior and officer firefighters have different training needs than firefighters earlier in their career. Call Volume and Community needs also dictate where training hours need to be spent.

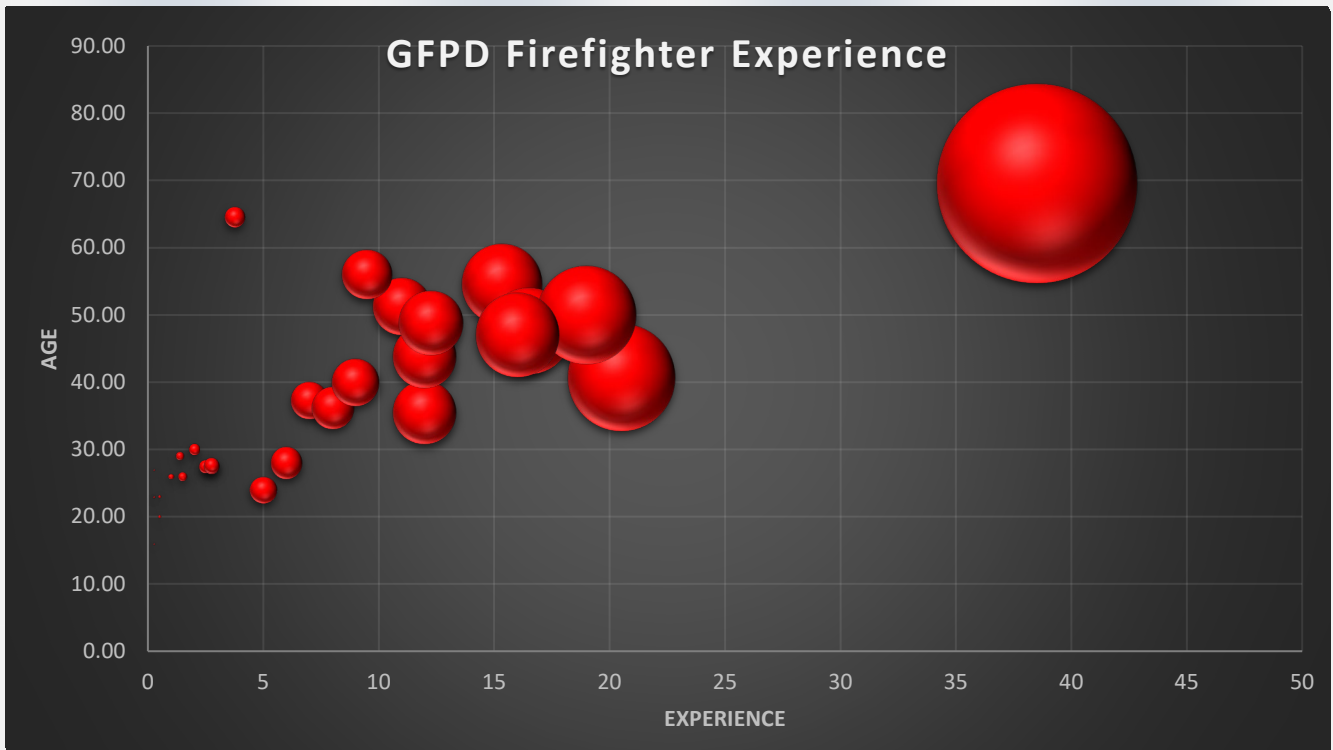


Figure 19 The bubbles on this chart represent our firefighters and their age and relative experience. While it appears there is healthy backfill for experienced firefighters that might leave, today's attrition rate is much higher than that in previous decades. Roughly one in five firefighters makes it to their fifth year.

Response data:

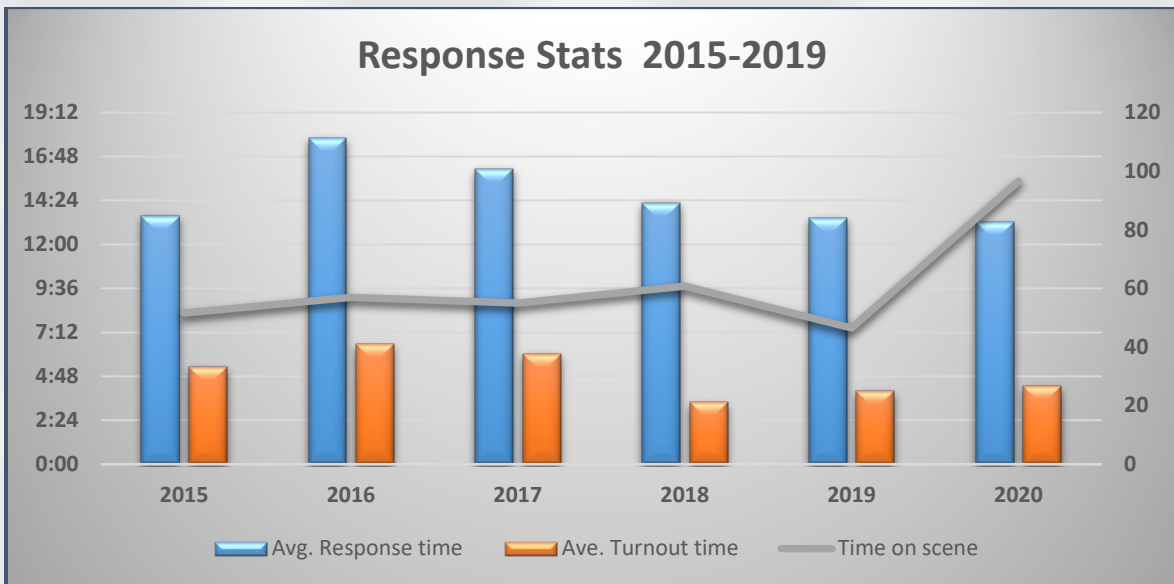


Figure 20. Turn out time is the time from the 911 call received at dispatch, to the time the engine reports that it is enroute. Response time is the time from the 911 call to the time the engine arrives on scene. The district has as roughly 30 road miles from one end of the District to the other, so response times vary significantly depending on location of the incident. The District has worked hard to decrease "time out the door" but are at the limits of what is achievable with a volunteer firefighter base.

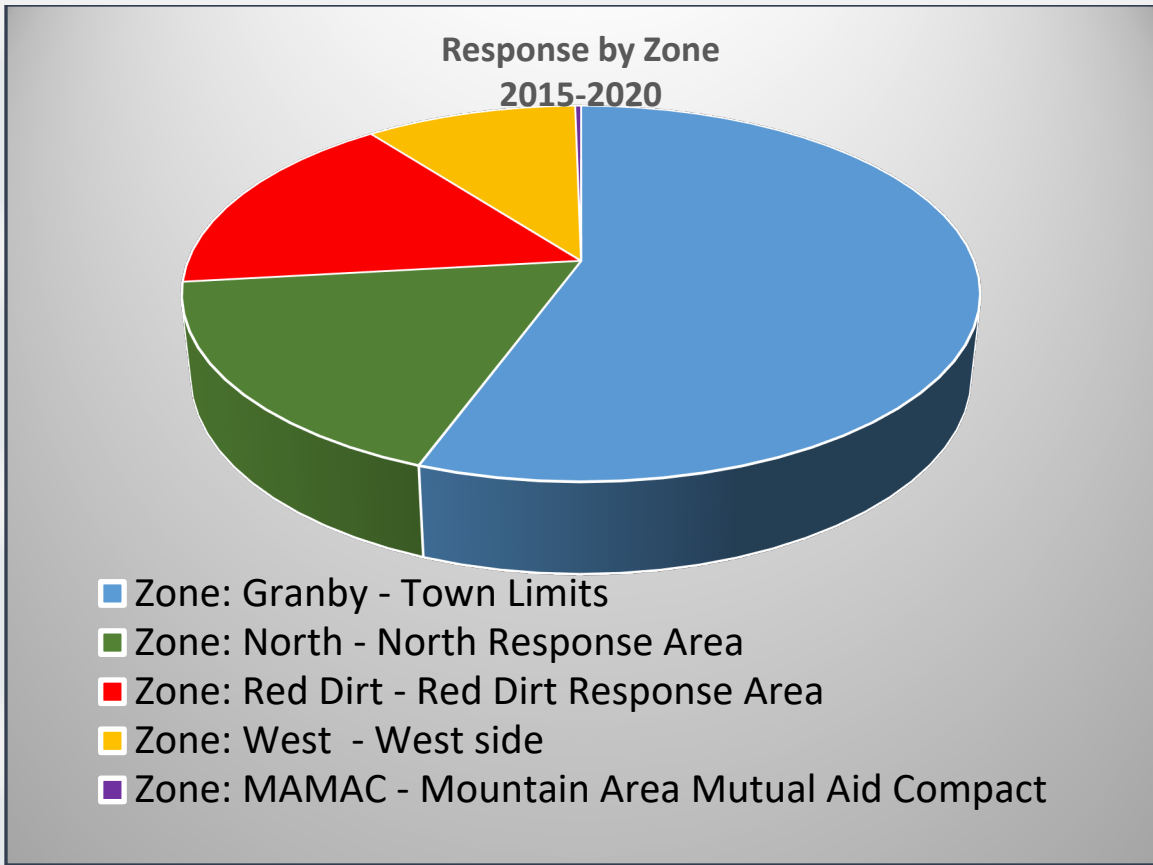


Figure 21. A little more than 60% of all calls originate in the greater Granby area, while the north side of the district receives 17% of requests and the south side about 15%. The west side of the District received about 6.5%. Mountain Area Mutual Aid calls represent calls that assist a fire department in a neighboring county, typically a growing wildland fire that threatens structures. Grand County has been the benefactor of several MAMA requests, including the Golf Course Fire of 2018, and the East Troublesome Fire of 2020.

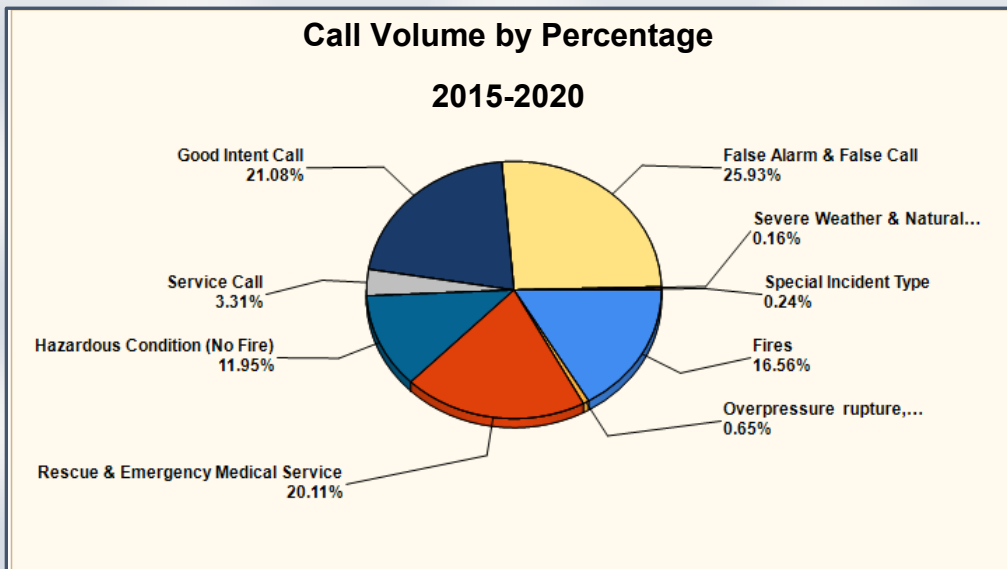


Figure 22. High hazard calls make up approximately 50% of the District's emergency responses (Fires, overpressure, Rescue, and Hazardous Conditions), False alarms (typically a cooking incident or accidental activation) make up 26%, and Good intent calls (agency or citizen assist and smoke reports) make up about 21%.

Organizational Charts

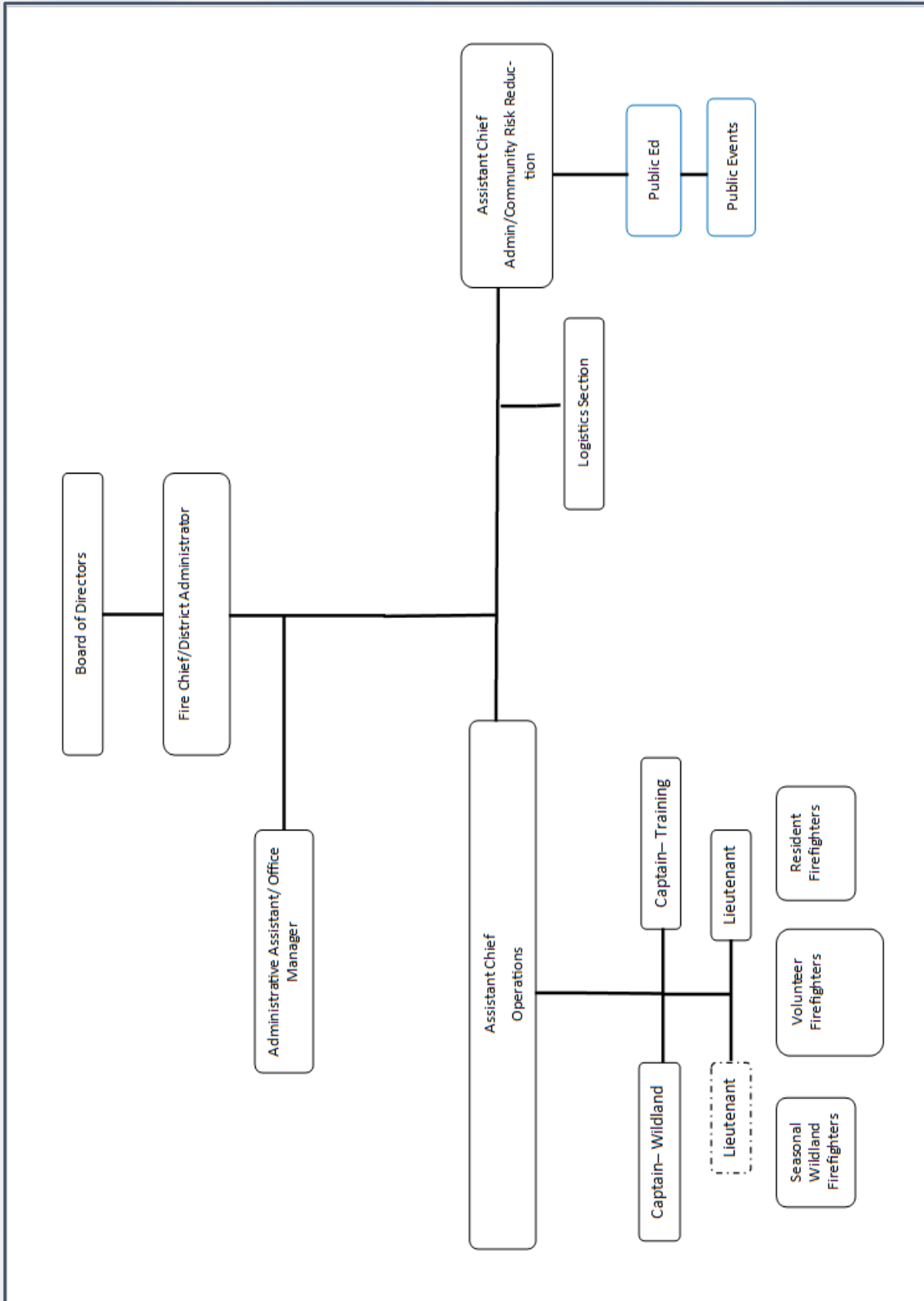


Figure 23. Current Organizational Chart for the Agency.

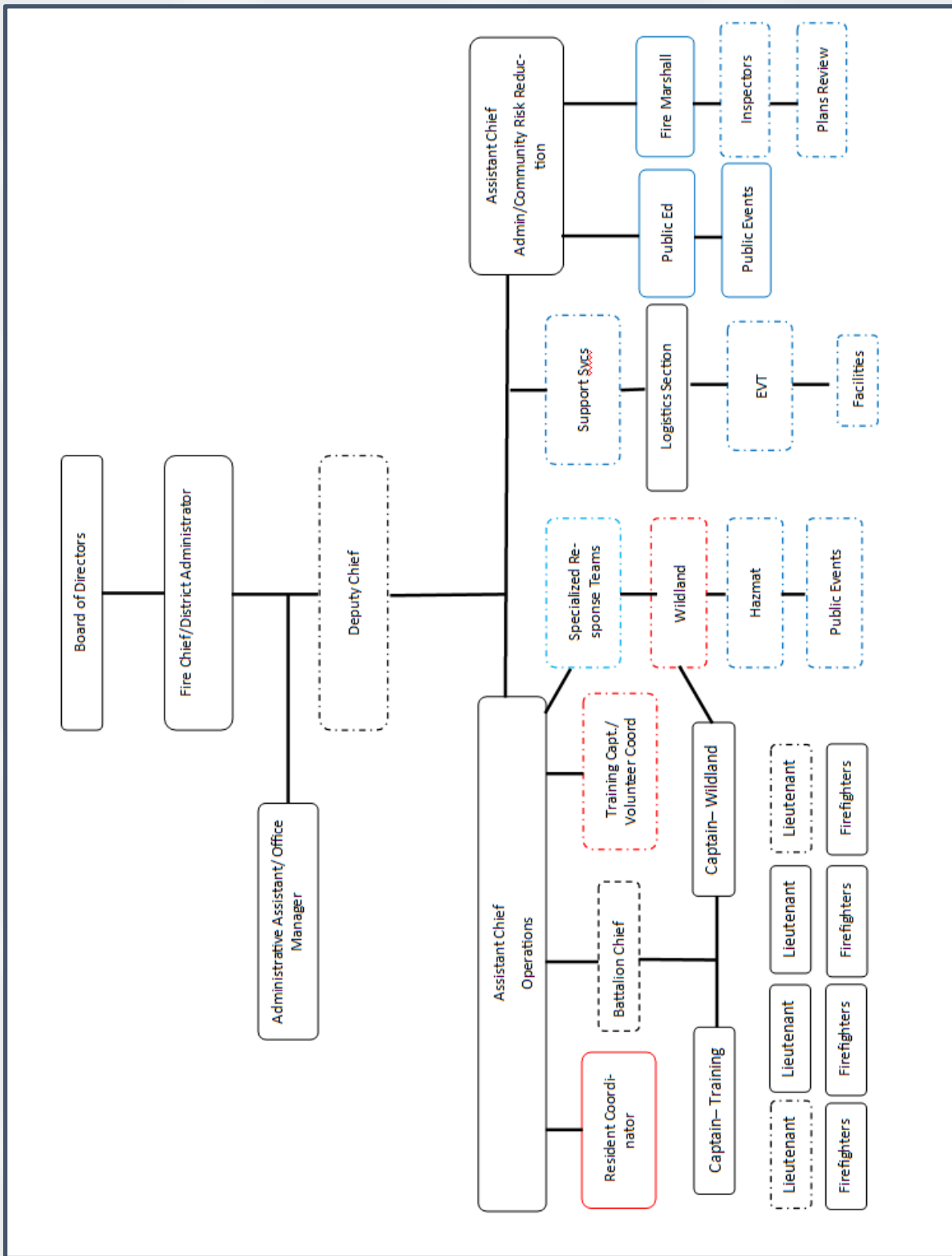


Figure 24. Organizational Chart representing future build out. Positions that could be potentially filled out as the District sees additional call volume and growth.

Appendix B

S.W.O.C. Analysis

Using input collected from meetings and questionnaires from stakeholders, firefighters, fire officers, and the GFPD Board of Directors, a Strengths, Weakness, Opportunities, and Challenges (S.W.O.C.) analysis was performed. The purpose of the S.W.O.C. analysis is to determine areas where the department excels and should continue strengthening, and to identify areas where the internal / external influences can cause weakness and challenges. Internal district stakeholders discussed forecasted influences and the current state of the department. Results were consolidated and used to formulate goals to either ensure continued success, develop future success, mitigate current weaknesses and to address challenges.

Strengths			
Stable Revenue	Trained, Experienced, Professional Firefighters	Mutual Aid Partner Relationships	Community Trust
Autonomy	Dedicated Volunteers and Staff	District Infrastructure	County Government Support
Weaknesses			
Training Time	Succession Plans	Clarity of Future Outlooks	Risk Management
Volunteer Retention	Volunteer Availability	Lack of Advancement Opportunities	Staff Retention
Opportunities			
Staff Development Planning	Volunteer Family Engagement & Support	Business Engagement	Technology: Communications, Response, Training
Agency Collaboration	Code Inspection / Enforcement	Community Engagement & Education	Information Management: Risks, Lessons Learned
Challenges			
Economic Cycles	Regional Cost of Living / Housing	Large Rural Distribution of Values	Response Area Growth
Demographics: Elders & Vacation Homes	District Finances	Staff & Leadership Succession Planning	Member Recruitment & Retention

Appendix C

Intent Based Planning: *describing what is to be done (task), why it should be done (purpose), and what success looks like (end state).*

Key factors

Prepare for future demand (equipment and staffing)
Rebuild experienced firefighter cadre
Address non-conforming growth as it relates to economics
Shore up fiscal position to accommodate future needs
Advance plan review and code enforcement
Build on agency awareness to help public understand challenges

Current Effects (Disorder)

Desired Conditions (Order)

Low average firefighter experience level	Average level increased to FF (8yrs) Officer (12yrs)
Unable to staff for multiple calls	Increased number of FF available for calls
Aging apparatus	Regular replacements, diversify fleet
Private homes used for lodging decreases tax revenue while increases population	Code/policy changes to ensure landlords pay share of services
Deflated budgets	
Competitive grants	Professional grant writers

Critical Factors

(From Sun Tzu's philosophy that considers the following distinct blocks of situational intelligence)

Knowns	Unknowns
Imminent growth Increasing call volume Increasing wildfire risk Change in expectations of the public (career agency vs. volunteer)	Economic future Speed of growth Length of time of growth
Can Control	Can't Control
Training Equipment Facilities Planning Budget?	Growth Recession Disasters/Pandemic

Strengths	Weaknesses
<p>Staff/Leadership Community support Volunteers / Resident program Agency relationships Mutual aid Fiscally responsible Location Equipment / Facilities ISO rating Communications</p>	<p>Recruitment / Retention Participation Code enforcement Apparatus maintenance / age Officer training NWCG qualifications Communication Pre-incident surveys/plans Engineer training bottleneck</p>
Dangers	Opportunities
<p>Budget constraints Non-traditional developments Lagging volunteer membership Economic downturn WUI issues Rookie cycle Population / Visitor increase Traffic / congestion Recruitment / staffing Language barriers</p>	<p>Marketing / communications New / increase in population New development Partnerships / Internships Collaborative efforts Grants More volunteers Incentive program Mitigation projects Public education North station expansion IMT / national assignments</p>

PSESII Dimensions

(Factors affecting the preservation of values at risk within the following non-tactical dimensions that can be considered distractions from the mission)

Political	Policy issues: town, county, region Enforcement Resistance and reluctance to look at new codes
Security	Safe equipment for firefighters Safe facilities for the public Physically and emotionally safe Trust of staff / job security
Economic	Shrinking budgets Economic downturns Expected to do more with less Sacrificing service
Social	Change in expectations of the public Decrease in eligible volunteers with time Maintain positive image Responsiveness
Infrastructure	Maintain current assets Opportunities for “shovel-ready” projects Prioritize assets to be updated Use assets to attract members Build loyalty of members into the culture
Information	Incident communications Highlight membership types Tell our story Rural, resort area WUI

Appendix D

GFPD Apparatus Replacement Plan

This apparatus replacement plan is a tool for the leadership of the GFPD to best predict the equipment and financial needs of the district. To maintain an updated plan, it is imperative that the plan be reviewed and reevaluated annually. Failure to do so will put the district in a position where the men and women who respond to calls will not have the necessary tools to mitigate emergencies.

Apparatus replacement should be done through proper planning. There are several recommended guidelines (ref. NFPA 1911) and best practices that identify an expected replacement date for fire apparatus, however for a district the size and with the call volume of GFPD, these dates may be unrealistic. A systematic replacement plan is beneficial for the safety of our personnel and the public we serve. A sound financial plan allows stakeholders (both internal and external) to better predict the needs of the district and establishes how the leadership is working to meet those needs in the most prudent manner that is clear and can be easily understood.

Management of the fleet requires good preventative maintenance practices to get the best benefit from the apparatus for the safety of our personnel and the public we serve. Annual budget planning for the adequate maintenance of these valuable resources is necessary. It is important to note that as apparatus becomes older, the costs for maintenance often increase as well. Any trucks over 20 years old will see no value from upgrading, and after 25 years a fire apparatus should be retired.

Replacement considerations of apparatus should include several factors including not limited to:

- Wear and tear on the vehicle
- Mileage or service hours
- Call volume
- Current and future size of district
- Safety considerations of current vehicle and current safety enhancements available
- Age of vehicle








An anticipated replacement schedule for apparatus and equipment is as follows:

- Engines: 20-year replacement
- Wildland Apparatus: 15-year replacement
- Water Tenders: 20-year replacement
- Staff/Command Vehicles: 10-year replacement

The volume and types of incident calls will change as the demographics of the District change. Future apparatus and equipment needs of Grand Fire are difficult to accurately predict and therefore are an estimate.

GFPD Strategic Plan 2021 - 2025

GFPD Apparatus & Equipment I

Update	21-Jul-20	2020	calation Rate % =	3%											
ref	Apparatus		Make	Model	Pump Capacity	Task Capacity	Model Year	Age	Current Mileage	Hours	Purchase Year	Original Cost	2021	2022	
1	333	61ft ladder		Pierce	Lance Elevated	1500 gpm		2005	15			\$565,000			
2	345	heavy rescue truck		Pierce	Rescue			2006	14			\$496,000			
3	313	engine		Pierce	Engine	1500 gpm		2008	12			\$525,000			
4	330	quint tower 35 ft aerial		Pierce	Dash Aerial			2007	13	11,500		\$500,000			
5	312	engine, 4x4		Pierce	Type 2 4x4	1000 gpm		1997	23			\$200,000	\$410,000		
6	310	engine 4x4		Pierce	Lance	1250 gpm	1000 gal	1991	29			\$300,000			
7	342	Type 3 Wildland Engine		Pierce	Type 3 4x4			2007	13			\$310,000	\$350,000		
8	322	Tanker		Kenworth	Tender		2200 gal	2001	19			\$105,000			
9	323	Tanker		Kenworth	Tender		2200 gal	2002	18			\$110,000			
10	341	Type 6 Wildland		Ford	F350			1999	21			\$25,000		\$120,000	
11	309	Utility		Ford	F350			1994	26			\$125,000		\$80,000	
12	340	Type 6 Wildland		Ford	F550			2016	4			\$136,000			
13	302	Command Utility		Ford	F250	N/A	N/A	2010	10			\$60,000			
14	301	Command Utility SUV		Chevy	Tahoe	N/A	N/A	2016	4			\$60,000			
15	303	Command Utility SUV		Chevy	Tahoe	N/A	N/A	2019	1			\$70,000			
												2021	2022		
Apparatus Sub-Totals												\$410,000	\$200,000		

GFPD Strategic Plan 2021 - 2025

Inventory and Replacement												
Replacement Schedule & Cost Estimate												
2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035
			\$1,050,000									
							\$1,010,000					
											\$1,800,000	
	730,000								850,000			
						\$580,000						
		\$320,000										
		\$320,000										
												\$120,000
										\$220,000		
add (307) replace (308)								\$110,000				
			\$75,000								\$90,000	
									\$85,000			
2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035
\$70,000	\$730,000	\$640,000	\$1,125,000	\$0	\$0	\$0	\$1,010,000	\$110,000	\$935,000	\$220,000	\$1,890,000	\$120,000

Appendix E

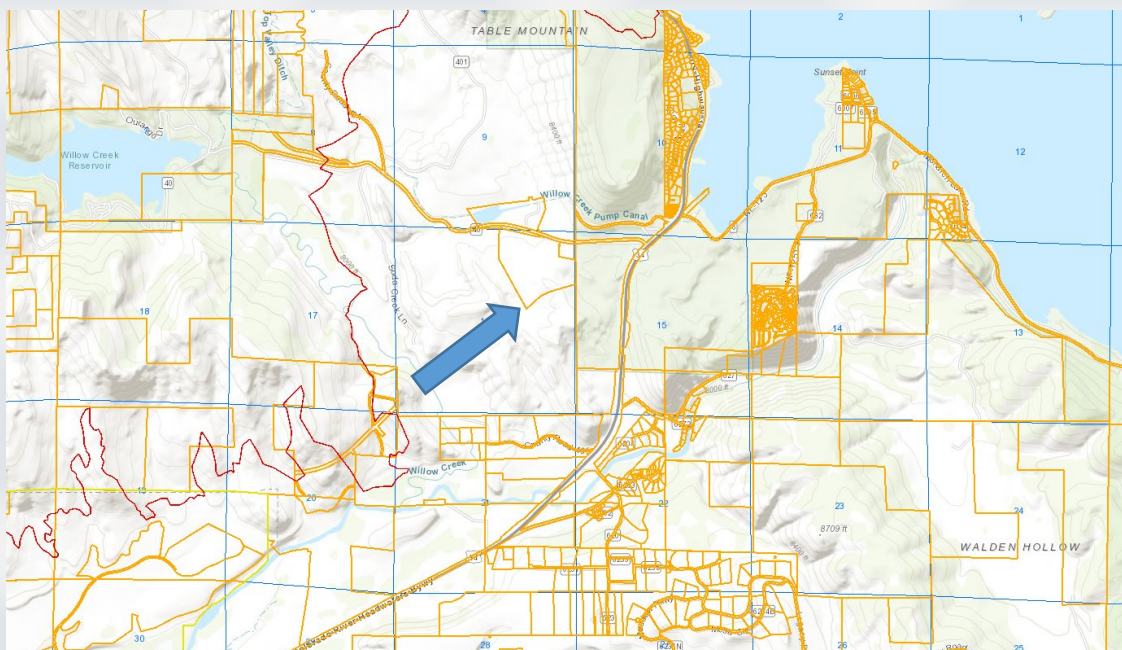
Future North Station

Master planning in the early 2000's recognized the need for the district to increase our facilities and equipment as the community grows. Plans called to update or build a new headquarter station in Granby, build an additional station at the south end of the District, and then build an additional station on the north side of the District as the community grows. In the mid 2000's the District built a new Headquarters Station, including a resident quarters and training tower, and worked with East Grand Fire Protection District to build the Red Dirt station to support the subdivisions of Winter Park Highlands, Homestead Hills, Pole Creek and the YMCA Snow Mountain Ranch and Red Dirt Hill areas.

Plans were in place to use funds from the sale of the old Granby Fire Station to build the north station, but economic conditions during the recession prevented the department from moving forward with construction. The District resumed a land search in 2014 and completed an Insurance Services Organization study on response benefits by location. In 2016 the District purchased five acres on Grand County Road 40 from Norther Water Conservancy District with a buy back provision.

The Three Lakes area has traditionally seen about 17% of our call volume, but as Rocky Mountain Estates, Trail Creek, and Lake Granby see increase in building and recreational use, we have also experienced growth and congestion through the town of Granby. The recent improvements at River Run RV Resort and interest in the downtown area have added to the response times we would normally see to the north. The District hopes to make decisions on construction in the fall and winter of 2021-2022, and hopes to have a station in place by close of 2024.

Grand Fire hopes to work with other agencies and Grand County to create a public safety facility, housing relevant emergency services together to serve the three lakes area.



Appendix F

Fire Protection Districts

In Colorado, Fire Departments can be organized in several different ways. A Fire Department can be a Special District, a Municipal Department, or a Non-Profit. A Non-Profit fire department would be set up as a 501c3 and except donations or payments from subscribers and use that money to operate the organization. A municipal department would be a department within the town or city and would report to the town or city manager and receive it's budget from the town. A Municipal Department would usually be limited to serving those properties within the town limits.

Grand Fire Protection District is a Special District organized under Title 32 of Colorado Revised Statutes. According to Colorado Department of Local Affairs-

“Special Districts in Colorado are local governments, i.e., political subdivisions of the state, which make up a third level of government in the United States. (The federal and state governments are the other two levels.) Local governments include counties, municipalities (cities and towns), school districts, and other types of government entities such as "authorities" and "special districts.”

Colorado law limits the types of services that county governments can provide to residents. Districts are created to fill the gaps that may exist in the services counties provide and the services the residents may desire. The majority of districts draw their boundaries in unincorporated county land, but residents of a municipality may be included in one or more districts.

As political subdivisions of the State of Colorado, special districts are required to submit a number of required filings to various state agencies throughout the year. These filings are primarily financial, but also include election results, lists of boards of directors, and others.”

Fire Protection Districts have been an increasingly popular model for fire departments in Colorado, particularly in on the West Slope, although many metro areas have moved to larger Districts that combine and cover many cities. Fire Districts are able to cover large areas, and in many cases cover a town as well as the rural areas around it. This has been increasingly important when it comes to wildland fire risks and resort areas where much of the amenities or lodging may not be within the town limits..

The Fire District staff report to a Board of Directors, who are elected officials that represent the citizens of the District. Directors hold four-year terms and terms are staggered and are up for election in the spring of every odd year starting in 2023. For a current list of our Board of Directors, or for additional information on the District, please visit our website at <https://grandfire.org/>.