



2025 STRATEGIC PLAN

Jackson Hole Fire/EMS
Jackson Hole, WY



Emergency Services Consulting International
Helping Change the World, One Community at a Time

STRATEGIC PLANNING

Process Overview

Change is inevitable, but growth is intentional. It begins when we set goals. Yet, having goals is not synonymous with success. An organization must craft a comprehensive plan—a roadmap replete with clear objectives, defined timelines, specific roles, and measurable milestones. This strategic planning is pivotal for any organization, public or private, aspiring to reach its full potential.

Such a plan outlines a well-defined direction, takes stock of the operational environment, and devises strategies to progress toward goals. These components position an organization to adeptly serve its community and achieve its overarching vision. In renewing its commitment to professionalism, the organization sets itself on a trajectory toward enduring success.

The strategic implementation planning process culminates in a three-to-five-year work plan, guiding the collective endeavors of the organization towards shared goals and objectives. It is an inclusive method, engaging key stakeholder representatives to ensure that the interests of the entire community are considered throughout the planning stages.

During the planning sessions, the team re-examined the agency's mission, vision, and values. These elements served as the cornerstones for identifying service improvement areas. From these discussions emerged the strategic themes that now underpin the goals of the implementation plan.

The strategic goals, once established, were then broken down into specific objectives. Through robust dialogue and brainstorming, ideas were either adopted or discarded based on group consensus. The resulting goals and objectives were designed to be flexible, allowing for adjustments as needed to align with the agency's broader aspirations.

In summary, the careful formulation of a strategic plan, which involves inclusive participation and flexible goal setting, equips an organization with the agility to adapt and the direction to thrive amidst change.

Community-Centered Strategic Planning Process

ESCI's Community Centered Strategic Planning Process (CCSPP) methodology has been adopted and utilized by the International Association of Fire Chiefs, numerous other national, regional, and state fire service agencies and associations, and hundreds of local fire departments across the United States and Canada. The CCSPP has proven remarkably effective with all types and sizes of organizations, from large metropolitan fire departments to small, rural all-volunteer Fire Rescues and everything in between. This process was utilized in the development of Jackson Hole Fire/EMS strategic planning framework and will include, but not necessarily be limited to:

- Reviewing organizational background.
- Defining services provided to the community.
- Identifying aspects of the organization the community views positively.
- Developing a vision for the future.
- Establishing the organization's guiding principles.
- Identifying performance gaps.
- Establishing the organization's strategic goals.
- Identifying the objectives that support the strategic goals.
- Determining critical implementation tasks for each objective.
- Defining service outcomes in the form of performance measures and targets.

ACKNOWLEDGMENTS

Jackson Hole Fire/EMS

Chance Able Engineer/Paramedic	Rich Ochs Emergency Manager
Shannon Burns Admin. Coordinator	Matt Redwine Battalion Chief
Brian Carr Battalion Chief	Justin Reppa FF/EMT
Bobbi Clausen Wildfire Coordinator	Austin Sessions Union President
Brian Coe Assistant Chief	Bernd Sieber Lieutenant
Ian Cranston Interim Captain	Dr. Will Smith Medical Director
Patrick Davis FF/EMT	Bill Spaulding Electrical Inspector
Alton George Lieutenant	Chris Stiehl Battalion Chief
Javier Dominguez Gutierrez FF/EMR	Dr Hill Stoecklein Physician
Cassey Harrity Foundation Director	Lily Sullivan Captain
Ray Lane Fire Marshal	Ben Thurston Captain
Brian McDaniel FF/EMT	Sam Wasserman FF/EMT
Chris Mommsen Captain	Pete Wilson Engineer
Mike Moyer Fire Chief	

Emergency Services Consulting International

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MESSAGE FROM THE CHIEF

Dear Residents, Partners, and Stakeholders,

It is with pride that I present the Jackson Hole Fire/EMS 2025 Strategic Plan. This document represents not only the vision of our leadership but also the voices of our members and the broader Jackson Hole community we are honored to serve.

Jackson Hole is unlike anywhere else. Our spectacular natural surroundings, dynamic tourism economy, seasonal population fluctuations, and geographic isolation create both extraordinary opportunities and complex challenges. Whether we're responding to a structure fire, wildland fire, or a medical emergency on the Town Square, our work demands preparedness and adaptability.

Our mission—**Prepare. Prevent. Protect.**—guides every decision we make. We prepare by training, equipping, and planning for the unexpected. We prevent harm by engaging with the community and reducing risk. And we protect life, property, and the environment with professionalism and compassion.

The 2025 Strategic Plan reflects a collaborative and inclusive process. Twenty-seven Fire/EMS members—both career and volunteer—gathered over a two-day session to develop the goals and objectives that shape this plan. Their dedication and insight helped ensure that the direction we set is informed by on-the-ground experience and a shared commitment to service.

In parallel, 94 department members, representing 83% of our organization, participated in a comprehensive internal survey. Their feedback gave us a deeper understanding of our strengths, challenges, and priorities from within.

Equally important, a group of community stakeholders was invited to help define what “good service” looks like from the public’s perspective. Their expectations, ideas, and values were instrumental in aligning this plan with the needs of the people we serve.

I also want to thank Emergency Services Consulting International (ESCI) for facilitating the strategic planning process and producing this plan. Their expertise helped guide us through a thoughtful and effective process grounded in national best practices.

Complementing this Strategic Plan is our Standards of Cover, a vital document that evaluates our current service delivery model through data analytics, performance standards, and deployment strategies. This framework ensures our decisions are evidence-based, sustainable, and focused on delivering the highest standards of emergency response and preparedness.

We are grateful to the Teton County Board of County Commissioners and the Jackson Town Council for their ongoing support—both in the development of this plan and in its future implementation. Their leadership and partnership are essential to ensuring that Jackson Hole Fire/EMS continues to meet the evolving needs of our community.

Together, the Strategic Plan and the Standards of Cover provide a clear and actionable path forward. They affirm our commitment to continuous improvement and to serving Jackson Hole with integrity, collaboration, and professionalism.

Thank you for your continued trust and partnership as we uphold our mission to **Prepare. Prevent. Protect.** —today and into the future.

Sincerely,

Mike Moyer

Fire Chief, Jackson Hole Fire/EMS

ENVIRONMENTAL SCAN

External Stakeholder Feedback

On January 20, 2025, ESCI facilitated a community stakeholder feedback session at the Emergency Operations Center at Jackson Hole Fire Station #7. Invitations were sent to several community members/businesses. The 15 representatives in attendance included:

- Jodie Pond – Teton County
- Rich Ochs – Teton County EM
- Sara Flitner – Flitner Strategies
- Shelby Read – Rotary
- Casey Harrity – JHFEMS Foundation
- Tyler Sinclair – Town of Jackson
- Suzanne Killea – Centennial HOA
- Jay Killea – Centennial HOA
- Jon Bishop – Teton Village FD
- Brian Cole – JHFEMS
- Matt Redwine – JHFEMS
- Nicole Sharp – Mountain Property Management
- Charley Sutherland – JH News and Guide
- Joe Wenger – Friends of Gros Ventre Fire Station
- Rocky Barber – Friends of Gros Ventre Fire Station

Casey Harrity – JHFEMS Foundation

Tyler Sinclair – Town of Jackson

Suzanne Killea – Centennial HOA

Jay Killea – Centennial HOA

Jon Bishop – Teton Village FD

Brian Cole – JHFEMS

Matt Redwine – JHFEMS

Nicole Sharp – Mountain Property Management

Charley Sutherland – JH News and Guide

Joe Wenger – Friends of Gros Ventre Fire Station

Rocky Barber – Friends of Gros Ventre Fire Station



As part of the discussions, ESCI asked the attendees to help define "good service" in the context of what a fire department should provide their community. The group identified the following assets provided by Jackson Hole Fire/EMS:

- Prompt & Timely Service
- Community & Fire Department Cohesion
- Community Involvement
- Well-Staffed Service Delivery
- Well Compensated
- Effective Resources – Effective End Results
- Activities that Result in Lower Insurance
- Well trained & Professional

After defining good service, the group worked together to define the community's expectations of Jackson Hole Fire/EMS from the group's perspective. These expectations included:

- Sustainable Staffing & Retention Model
- Community Fire Prevention & Fire Mitigation
- Well-Trained and Capable
- Timely Response – Effective Deployment

Internal Stakeholder Feedback

Member Survey:

Jackson Hole Fire/EMS (JHF) partnered with Emergency Services Consulting International (ESCI) to develop the 2024 Strategic Plan. ESCI, the International Association of Fire Chiefs' consulting firm, worked closely with JHF stakeholders to create and deploy a member survey to inform the development of the strategic plan.

On December 23, 2024, the Jackson Hole Fire/EMS deployed the ESCI Member Survey to its members. The survey remained open to responses until 5:00 PM on January 6, 2025. Ninety-four (94) members submitted to the study, representing about 83% of the department's personnel.

The survey participation mainly represents the perspectives of the volunteer staff, who comprise 56% of the participants. The other 44% of participants reported being full-time staff. 48% of the respondents reported they have worked with the department for 0–5 years, making the largest group of respondents. Additionally, 24% reported working with the department for 6–10 years, 27% reported 11–25 years, and only 1% reported more than 25 years.

STRATEGIC PLANNING WORK SESSIONS

The in-house planning team worked together to review and refine the mission, vision, and values:

Our Mission:

Prepare. Prevent. Protect.

Our Vision:

To be a leader in compassionate, innovative, and community-focused emergency services. We will ensure the safety, well-being, and resilience of our residents, visitors, and members.

Our Values:

Integrity: Striving to do the right thing. Always.

Service: Demonstrating selflessness in all that we do.

Collaboration: Utilizing the inherent power of teamwork.

Professionalism: Holding ourselves and each other to the highest standards.

Compassion: Navigating difficult situations with empathy.

Resilience: Embracing change and overcoming challenges.

Courage: Acting boldly in the face of adversity.

STRATEGIC WORK PLAN

Definition of Terms

The main components of a strategic plan: Goals, Objectives, and Tasks are defined as follows:

GOAL: The largest overarching element of a strategic plan is a goal. These are broad enterprises where the organization may have multiple areas of focus.

OBJECTIVE: A smaller component of and subordinate to a goal, an objective is focused on one area but is still general in nature. If all the objectives under a goal have been accomplished, the goal will have been achieved.

TASK: A smaller component of and subordinate to an objective, a task is usually defined as specific, measurable, action-oriented, realistic, and time-sensitive. If all tasks under an objective are accomplished, the objective will have been accomplished.

Jackson Hole Fire/EMS and ESCI worked to develop five goals to focus this strategic plan on obtainable results. Members collaborated to narrow down the goals and objectives to a workable list that will be assigned to a member. There was a spirit of congeniality and respect within the room, which lent itself to an environment for open and honest discussion with the goal of helping continue to move the organization forward.

Strategic goals, objectives, and tasks become essential to the organization's efforts. By following these components carefully, the organization will be guided into the future and should benefit from reduced obstacles and distractions. Each goal, objective, and task were identified in a two-day planning work session facilitated by ESCI with the JHFEMS team.

The following list defines each goal with its subordinate objectives and each goal with its subordinate tasks. The following goals are actionable items determined through feedback to create the basis of the recommended strategic plan. Details for each goal are provided below.

Goal #1 System Design

The Jackson Hole Fire/EMS system design integrates demographic trends, political collaboration, and data-driven decision-making to sustain essential services and initiatives. It prioritizes member development, enhances response models, improves operational efficiencies, and ensures long-term fiscal stability. This design supports the department's core mission of readiness, prevention, response, and recovery, while adapting to the community's evolving needs and expectations.

Objective #1.1: Analyze community demographics

Conduct a comprehensive analysis of community demographics by collecting data on age, gender, income levels, education, and cultural backgrounds from at least three reliable sources. This analysis will result in a detailed report identifying key trends and actionable insights, which will be used to inform strategic planning initiatives.

Objective #1.2: Enhance data-driven decision making for the Jackson Hole Fire and EMS Department

Enhance data-driven decision-making for the Jackson Hole Fire/EMS by implementing advanced data collection tools, establishing standardized analytics processes, and training staff in data interpretation. This initiative will improve operational efficiency, optimize resource allocation, and support strategic planning to better meet the community's emergency service needs.

Objective #1.3: Optimize administrative functions.

Optimize administrative functions within the Jackson Hole Fire/EMS Department by streamlining workflows, adopting efficient management systems, and implementing financial accountability measures. This initiative will ensure the department maintains an effective span of control, upholds unity of command, and enhances overall operational effectiveness while meeting organizational and community needs.

Objective #1.4: Conduct annual evaluations of the fleet, facilities, and equipment.

Conduct an annual evaluation of the fleet, facilities, and equipment for the Jackson Hole Fire/EMS Department to assess their condition, identify maintenance or replacement needs, and ensure alignment with operational demands. This process will support long-term planning, enhance safety, and maintain readiness to effectively serve the community.

Objective #1.5: Enhance adaptive emergency planning & response

Continuously assess, develop, and maintain adaptive planning and emergency response services for the Jackson Hole Fire/EMS Department to meet or exceed established coverage standards. This will ensure the department remains prepared to address evolving community needs, enhance operational effectiveness, and uphold the highest levels of service and safety.

Objective #1.6: Research, develop, and produce a Jackson Hole Fire/EMS annual report

By the end of each fiscal year, research, develop, and produce a comprehensive Jackson Hole Fire/EMS Annual Report that aligns with the department's strategic planning objectives. The report will highlight key achievements, analyze operational data, and provide actionable insights to support transparency, accountability, and continuous improvement.

Objective #1.7: Establish membership feedback and effective top-down communication systems

Establish a robust membership feedback system and an effective top-down communication framework for the Jackson Hole Fire/EMS Department. This system will promote open dialogue, ensure alignment with organizational goals, enhance member engagement, and improve the clarity and efficiency of internal communications.

Note: This objective directly relates to Objective #2.3: Improve organizational communications.

Objective #1.8: Develop and review benchmarks for Jackson Hole Fire/EMS

Develop and implement benchmarks for all divisions of Jackson Hole Fire/EMS by the end of 2026. Conduct annual reviews to assess progress, identify areas for improvement, and ensure continuous performance enhancement in alignment with the department's strategic objectives.

Objective #1.9: Strengthen policy maker engagement for Jackson Hole Fire/EMS department

Foster and strengthen relationships with policy decision-makers by engaging in regular communication, providing educational opportunities, and showcasing the functions and impact of the Jackson Hole Fire/EMS Department. This effort will enhance understanding, build support, and facilitate informed decision-making to advance the department's mission and initiatives.

Objective #1.10: Assess and enhance Health & Safety initiatives within the Jackson Hole Fire/EMS Department

Assess and enhance health and safety initiatives within the Jackson Hole Fire/EMS Department by conducting comprehensive evaluations, identifying areas for improvement, and implementing targeted programs and policies. These efforts will prioritize the well-being of personnel, reduce risks, and promote a culture of safety and resilience.

Goal #2 Culture, Equity, and Morale

The Jackson Hole Fire/EMS Department is dedicated to cultivating a culture built on accountability, mutual respect, and equity. We prioritize open communication, collaboration, and a positive work environment, ensuring all team members feel valued and empowered. By setting clear expectations, celebrating accomplishments, addressing challenges constructively, and fostering personal and professional development, we aim to build a unified, motivated team that delivers exceptional service to our community with pride and excellence.

Objective #2.1: Improve organizational expectations and accountability

The Jackson Hole Fire/EMS Department will implement a structured accountability framework, including monthly performance reviews, biannual feedback surveys, and a clear code of conduct, to ensure that 100% of team members consistently meet established expectations. Progress will be tracked and communicated quarterly to foster a culture of trust, transparency, and continuous improvement.

Objective #2.2: Develop a member recognition program

The Jackson Hole Fire/EMS Department will establish a Member Recognition Program to celebrate and honor the outstanding contributions, dedication, and achievements of its team members. This program aims to foster a culture of appreciation, boost morale, and enhance team cohesion by recognizing exemplary service, leadership, and commitment to the department's mission of protecting and serving the community with excellence.

Objective #2.3: Improve organizational communications

To develop a comprehensive organizational communication plan for the Jackson Hole Fire/EMS department that enhances internal and external communication, fosters collaboration among team members, ensures timely and accurate dissemination of critical information, and supports the department's mission to provide exceptional emergency services to the community. The plan will focus on improving transparency, increasing stakeholder engagement, and aligning communication strategies with organizational goals to build trust and maintain operational excellence.

Note: This directly relates to Objective #1.7: Establish membership feedback and effective top-down communication systems.

Objective #2.4: Establish behavioral and performance standards

To establish clear, measurable, and consistent behavioral and performance standards within the Jackson Hole Fire/EMS department, fostering a culture of accountability, professionalism, and excellence in service delivery while ensuring alignment with the department's mission, values, and community expectations.

Objective #2.5: Improve membership cohesion and collaboration

To enhance membership cohesion and collaboration within the Jackson Hole Fire/EMS Department by fostering a culture of teamwork, open communication, and mutual support, ensuring all members feel valued, connected, and aligned toward the department's mission of providing exceptional emergency services to the community.

Goal #3 Create and Enhance Member Training Program

To enhance the effectiveness, efficiency, and safety of Jackson Hole Fire/EMS personnel by developing and implementing a comprehensive training program that prioritizes real-world preparedness, continuous skill improvement, and collaboration. Our goal is to ensure every team member has access to state-of-the-art resources, realistic scenario-based training, and opportunities for professional growth, ultimately improving service delivery and public safety within our community.

Objective #3.1: Develop a training division staffing plan

Develop a comprehensive staffing plan for the Training Division of the Jackson Hole Fire/EMS Department that aligns with the organization's training needs, ensuring adequate personnel are available to deliver high-quality training programs. This plan will address current and future operational demands, enhance staff proficiency, support professional development, and promote departmental readiness to meet evolving emergency service requirements.

Objective #3.2: Evaluate and improve the recruit training program

To evaluate and enhance the recruit training program for the Jackson Hole Fire/EMS Department by aligning its structure, curriculum, and outcomes with departmental expectations and operational standards, ensuring recruits are fully prepared to meet the demands of service and uphold the department's commitment to excellence in emergency response.

Objective #3.3: Establish a rigorous training curriculum for incumbent members

Develop and implement a comprehensive and rigorous training curriculum for incumbent members of the Jackson Hole Fire/EMS Department, ensuring alignment

with required certification and licensure standards, while fostering continuous professional development, operational excellence, and the highest levels of service to the community.

Objective #3.4: Evaluate fitness standards, and resources, to ensure a healthy workforce

To continually assess and improve fitness standards, requirements, and available resources within the Jackson Hole Fire/EMS Department, fostering a healthy, resilient, and mission-ready workforce capable of meeting the physical demands of their roles and ensuring the safety of the community they serve.

Objective #3.5: Develop training paths, and certifications, for special operations

To design and implement structured paths for special operations certifications within the Jackson Hole Fire/EMS Department, ensuring professional development, operational excellence, and alignment with department goals. This initiative aims to provide clear progression opportunities, enhance specialized skill sets, and support personnel in achieving advanced qualifications to better serve the community.

Objective #3.6: Establish professional development programs to prepare members for promotional opportunities

Develop and implement comprehensive professional development programs within the Jackson Hole Fire/EMS Department that equip members with the skills, knowledge, and qualifications necessary to excel in their current roles and prepare for promotional opportunities, fostering career advancement and organizational growth.

Objective #3.7: Evaluate interagency training to improve service delivery outcomes

To evaluate existing interagency training programs and identify opportunities for improvement, fostering enhanced collaboration, service delivery, and community outcomes for the Jackson Hole Fire/EMS Department. This includes developing additional training initiatives that address operational gaps, promote seamless interagency coordination, and strengthen the department's ability to effectively meet the needs of the community.

Goal #4 Community Risk Reduction and Outreach

The Jackson Hole Fire/EMS Department is committed to fostering community resilience and earning trust through impactful public education, proactive risk mitigation, meaningful outreach, and strong interagency collaboration and partnerships.

Objective #4.1: Improve community communication to ensure transparency between the department and the public

Enhance community communication by implementing transparent, consistent, and accessible engagement strategies that foster trust, ensure continuity, and strengthen the relationship between the Jackson Hole Fire/EMS Department and the public.

Objective #4.2: Optimize relationships with interagency and community partners

To enhance collaboration and strengthen partnerships with interagency and community stakeholders, fostering seamless communication, mutual support, and shared resources to ensure efficient and effective emergency response, public safety, and community resilience for the Jackson Hole Fire/EMS Department.

Objective #4.3: Enhance public education to empower citizens in hazard identification and mitigation

To maximize the potential of public education by equipping the citizens of Jackson Hole with the knowledge and skills necessary to identify hazards and implement effective mitigation strategies, thereby enhancing community resilience and supporting the mission of the Jackson Hole Fire/EMS Department in safeguarding lives and property.

Objective #4.4: Ensure effective fire code enforcement and community risk mitigation

To leverage the collective expertise, resources, and capabilities of all divisions within the Jackson Hole Fire/EMS Department to ensure consistent and effective fire code enforcement while promoting comprehensive community risk mitigation, enhancing public safety, and fostering a resilient community.

Objective #4.5: Develop a community risk assessment that guides programs and services in Teton County, WY

To develop a comprehensive community risk assessment for Teton County, WY, that identifies potential hazards, vulnerabilities, and resources, guiding the creation and implementation of targeted programs and services to enhance public safety, minimize risks, and promote resilience within the community.

Objective #4.6: Research and review programs supporting community risk reduction

Research and review programs that support community risk reduction for the Jackson Hole Fire/EMS Department. This initiative will focus on identifying best practices, leveraging data and community insights, and developing strategies to mitigate risks, enhance public safety, and foster community resilience.

Goal #5 Establish Sustainable Department Staffing

To establish and maintain an effective and sustainable staffing structure within the Jackson Hole Fire/EMS Department that ensures optimal operational readiness, enhances service delivery to the community, and supports the physical and mental well-being of all personnel. This includes recruiting and retaining highly qualified professionals, fostering diversity and inclusion, aligning staffing levels with operational demands, and implementing ongoing training and development programs to support career growth and organizational excellence.

Objective #5.1: Develop and maintain a program to strengthen recruitment and retention

To design, implement, and sustain an innovative incentive program that attracts highly qualified candidates and enhances employee retention within the Jackson Hole Fire/EMS Department. This program will focus on offering competitive benefits, recognition initiatives, professional development opportunities, and other motivational strategies that align with organizational values, address workforce needs, and foster a supportive and rewarding work environment.

Objective #5.2: Develop and implement a retention strategy to maintain high-quality members

To develop and implement a targeted retention strategy designed to attract, engage, and retain high-quality members across all divisions of the Jackson Hole Fire/EMS organization, ensuring a sustainable, skilled, and motivated workforce that supports the delivery of exceptional emergency services to the community.

Recommended Timelines

#	Objective	Months
System Design		
1	Analyze community demographics	6
2	Enhance data-driven decision making	24
3	Optimize administrative functions	12
4	Conduct annual evaluations of the fleet, facilities, and equipment	36
5	Enhance adaptive emergency planning & response	48
6	Research, develop, and produce a Jackson Hole Fire/EMS annual report	18
7	Establish membership feedback and effective top-down communication systems	12
8	Develop and review benchmarks for Jackson Hole Fire/EMS	18
9	Strengthen policy maker engagement for Jackson Hole Fire/EMS department	24
10	Assess and enhance Health & Safety initiatives within the Jackson Hole Fire/EMS Department	12
Culture, Equity, and Morale		
1	Improve organizational expectations and accountability	12
2	Develop a member recognition program	12
3	Improve organizational communications	18
4	Establish behavioral and performance standards	12
5	Improve membership cohesion and collaboration	18
Create and Enhance Member Training Program		
1	Develop a training division staffing plan	12
2	Evaluate and improve the recruit training program	24
3	Establish a rigorous training curriculum for incumbent members	36
4	Evaluate fitness standards and resources	18
5	Develop training paths, and certifications, for special operations	48
6	Establish professional development programs for promotional opportunities	36
7	Evaluate interagency training to improve service delivery outcomes	24
Community Risk Reduction and Outreach		
1	Improve community communication to ensure transparency	12
2	Optimize relationships with interagency and community partners	24
3	Enhance public education to empower citizens in hazard identification and mitigation	36
4	Ensure effective fire code enforcement and community risk mitigation	48
5	Develop a community risk assessment for Teton County, WY	24
6	Research and review programs supporting community risk reduction	18
Sustainable Department Staffing		
1	Develop and maintain a program to strengthen recruitment and retention	36

#	Objective	Months
2	Develop and implement a retention strategy to maintain high-quality members	24