

Cooperative Services Study for Columbia River Fire and Rescue and Scappoose Rural Fire Protection District

COLUMBIA COUNTY, OREGON



February 18, 2020

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1 Introduction and Executive Summary

The Matrix Consulting Group was retained by Columbia River Fire and Rescue and the Scappoose Rural Fire Protection District to conduct a cooperative service study of the two Fire Districts. This document is the report of the project teams' work that includes an analysis of staffing, response capabilities, financial resources, and operational readiness.

1 | Scope of Work

The focus and purpose of this cooperative service study was to evaluate the current Intergovernmental Agreement, its continued use and possible expansion. The process included a comprehensive review that included:

- Response capabilities;
- Response time analysis;
- Administrative functions;
- Financial resources.

2 | Approaches Utilized in the Study

To understand and evaluate service level issues facing both Fire Districts, the project team undertook an assessment of the operations and management of the Districts. The principal approaches utilized by the project team in this study included, but were not limited to, the following:

- **Internal Interviews** – members of the project team individually interviewed numerous executives, management, and supervisory staff of Columbia River Fire and Rescue and Scappoose Rural Fire Protection District as part of this study.
- **Data Collection** – the project team collected a wide variety of external and internal data documenting the structure, operations and organization, including:
 - Department staffing and scheduling
 - Documentation reflecting operations management
 - Numerous output data reflecting services provided
 - Various other performance information

This data was summarized in a 'descriptive profile' of both Districts, which was reviewed by the staff of both Districts to ensure we had a factual foundation for the study. This

approach ensured that the project team had an appropriate understanding of the Districts.

Data was collected over the past several months and presented in interim deliverables. Throughout this process, the project team reviewed facts, findings, and conclusions through these interim deliverables with the Districts.

3 | Executive Summary

The Fire Districts entered into an Intergovernmental Agreement (IGA) in July 2016 to share a Fire Chief and other resources including fire prevention, training, operations, and safety.

It is recognized that both organizations work well together in the response to calls for service. Mutual aid and automatic aid functions were already in place prior to the existence of the IGA. Regardless of whether the IGA continues or not, the response to calls for service will likely continue through the automatic and mutual aid system.

At this point the Fire Districts have one of three options to take related to the Intergovernmental Agreement (IGA).

1. Terminate the IGA and return to having separate organizations and re-establishing the management functions of the Fire Districts.
2. Continue the existing IGA and expanding the terms of the IGA up to and potentially including the complete merger of the two Fire Districts.
3. Creating an operational alliance using a fire authority as a vehicle to provide operational and administrative services to each of the Fire Districts.

Terminating the current IGA will increase the cost of providing services to the Fire Districts through the duplication of management resources. This is not a recommended action as the two organizations are realizing cost savings and are able to put additional resources to other areas within the fire protection system.

Continuing the IGA makes sense in terms of cost saving to each Fire District and the reduction in duplication of services. However, for the existing IGA to promote the shared resources there will need to be administrative changes to include:

- The Board of Directors for both Districts will need to have a shared vision for the

IGA regarding what that agreement is to achieve. This will provide personnel in both Districts direction and expectations for the future.

- Consolidate Board Policies and Standard Operating Procedures so both organizations are working from the same rules and regulations.
- Create a battalion chief position to manage each shift and assign these positions to report to the Operations Division Chief.
- Move the Division Chief of EMS to the operations section.
- Combine the Training and Safety functions

Financially each Fire District is required to remain separate as both Fire Districts are still legally responsible for the tax funds they collect. However, there are areas that can be shared between the Fire Districts that include:

- Creating a single administrative division to handle the finances and human resources for both Fire Districts.
- Use a single computer software program for the financial records so that data and reports are from the same source to improve reporting consistency
- Pay scales will need to be aligned requiring negotiations with the labor unions.

Continuing the IGA and increasing its footprint is a benefit to both organizations. Sharing administrative resources will reduce costs for both Fire Districts and will streamline some of the processes as the process continues.

Merging the two Fire Districts is possible but will require several steps, including pay scale alignment, the resolution of the Full Faith and Credit General Obligation Bonds used to build the Lee Broadbent Training Center currently held by Columbia River Fire and Rescue, and ultimately voter approval of the consolidation. The voter approval will also require an adjustment to the property tax rates that may be higher for one Fire District and lower for another. Adjusting the property tax rates would likely be the largest hurdle to overcome.

Creating an operational alliance is the best choice for the two Fire Districts. It allows for each Fire District to maintain their identity and their existing tax rates while continuing to share resources. More importantly, it provides a single management system for the personnel to report to and for the administration of the fire protection system.

4 | Timeline of Improvements

The tables that follow provide recommendations for each of the two options; continuing and expanding the current IGA or creating an operational alliance using a fire authority. Some of the recommendations are duplicated as they apply to both options. They are grouped in this manner so that whichever option is ultimately selected; the recommendations for that option are packaged together.

Each recommendation is assigned a priority for implementation and planning purposes. Adjustments to the timing of implementation will likely change based on current events and processes at the time. Some priorities may get extended while others could be completed more quickly. The time frame for each priority is listed below:

- Priority 1 – Initiation and implementation in the next 12 to 18 months.
- Priority 2 – Initiation and implementation in the next 18 to 36 months.
- Priority 3 – Initiation and implementation beyond 36 months.

1. IGA Expansion

Administration

There are several issues that need to be addressed to create a more positive work environment and to improve the management of the two Fire Districts.

Recommendation	Create a joint vision approved and supported by the Board of Directors for both Fire Districts that will provide the overall direction of the Intergovernmental Agreement.
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Priority:	1	Assigned To: Board of Directors
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Recommendation	Revise Board Policies and Procedures to align with each Fire District to provide clear direction to the Fire Administration and prevent any potential conflict between the organizations.
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Priority:	1	Assigned To: Board of Directors
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Recommendation	Create position descriptions for each of the Division Chief positions to include similar attributes of the Fire Chief job description.
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Priority:	1	Assigned To: Fire Chief
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Recommendation Include a job description in any approval of future resources or positions to be shared between the two Fire Districts.

Priority:

Assigned To: Board of Directors

Recommendation	Revise the Standard Operating Procedures and Guidelines for each Fire District to align with each other to standardize the response and operation of the districts.
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Priority:

1

Assigned To: Fire Chief

Recommendation **Realign the Division Chief responsibilities for a streamlined organization and to provide the same direction to both Fire Districts.**

Priority:

1

Assigned To: Fire Chief

Operations

Meshing the Fire Districts operations closer to a single unit will create a more positive vision for the success of the IGA.

Recommendation	The Fire Districts should work with the Communications Center to continue to improve their performance on processing and dispatching emergency calls for service.
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Priority:

2

Assigned To: Fire Chief

Recommendation The Fire Districts should continue to work towards improving turnout times for the staffed stations.

Priority:

2

Assigned To: Fire Chief

Recommendation Adjust the operational hours for the peak time unit in Scappoose from 7 am to 7 pm to a new schedule of 9 am to 9 pm to improve utilization.

Priority:

2

Assigned To: Fire Chief

Recommendation Add three Battalion Chief positions to provide oversight and direction for each shift at a cost of \$566,544 in the first year.

Priority:

2

Assigned To: Board of Directors

Recommendation	Monitor the recruiting efforts for volunteer staffing and begin to position the Fire Districts for increased career staffing should the recruiting and retention efforts begin to falter.
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Priority:

3

Assigned to: Fire Chief

Fire Prevention

The Fire Prevention area is in need of assistance to complete the fire safety inspections in a timely manner.

Recommendation	Add a fire safety inspector position to the Fire Prevention Division to conduct fire safety inspections in ongoing and operational facilities as authorized by the Fire Prevention Code at a cost of \$110,636 in the first year.
Priority:	3
Assigned To:	Fire Chief

Financial Resources

Improvements and consolidating the financial management and human resource into separate functions will provide standardized reports, rules and regulations, and practices between the two Fire Districts.

Recommendation	The Board of Directors for both Fire Districts to agree on a financial reporting method to be used to consolidate the financial resources function.
Priority:	3
Assigned To:	Board of Directors

Recommendation	Create a single division to handle the financial recordkeeping and reporting and the human resources functions including hiring, recruitment, and retention of career and volunteer personnel.
Priority:	3
Assigned To:	Fire Chief

Recommendation	Evaluate the various software programs available for use by the Fire Districts and begin to transition to those programs.
Priority:	2
Assigned To:	Fire Chief

Recommendation	Establish and adopt standardized reporting and document formats for common reports between the Fire Districts.
Priority:	2
Assigned To:	Fire Chief

2. Operational Alliance

Administration

There are several issues that need to be addressed to create a fire authority and provide a workable organization.

Recommendation	Develop an Intergovernmental Agreement to operationally align the two Fire Districts through the creation of a Fire Authority.		
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Priority:	1	Assigned To:	Board of Directors
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Recommendation	Create Board Policies and Procedures to provide clear direction to the Fire Administration of the Fire Authority.		
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Priority:	1	Assigned To:	Board of Directors
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Recommendation	Create an organizational chart to align the responsibilities of each Division for the Fire Authority.		
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Priority:	1	Assigned To:	Fire Chief
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Recommendation	Create position descriptions for each position in the fire authority aligned with the adopted Fire Authority organizational chart.		
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Priority:	1	Assigned To:	Fire Chief
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Recommendation	Create a policy and procedure for the purposes of promoting existing personnel into the new Fire Authority organizational chart.		
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Priority:	2	Assigned To:	Fire Chief
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Recommendation	Create Standard Operating Procedures and Guidelines to standardize the response and operation of the Fire Authority.		
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Priority:	1	Assigned To:	Fire Chief
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Operations

The fire authority will need to continue the monitoring and improving operational aspects identified in the deployment sections of the report.

Recommendation	The fire authority should work with the Communications Center to continue to improve their performance on processing and dispatching emergency calls for service.		
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Priority:	2	Assigned To:	Fire Chief
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Recommendation	The fire authority should continue to work towards improving turnout times for the staffed stations.
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Priority:	2
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Assigned To:	Fire Chief
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Recommendation	Monitor the recruiting efforts for volunteer staffing and begin to position the Fire Authority for increased career staffing should the recruiting and retention efforts begin to falter.
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Priority:	3
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Assigned to:	Fire Chief
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Fire Prevention

The Fire Prevention area is in need of assistance to complete the fire safety inspections in a timely manner.

Recommendation	Add a fire safety inspector position to the Fire Prevention Division to conduct fire safety inspections in ongoing and operational facilities as authorized by the Fire Prevention Code.
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Priority:	3
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Assigned To:	Fire Chief
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2 Columbia River Fire and Rescue

This chapter provides a summary of the Columbia Fire and Rescue organization and operations.

1 | Overview

Columbia River Fire and Rescue District (CRFR) is located approximately 35 miles north of Portland, Oregon in Columbia County. The CRFR was established in 2002 with the consolidation of the St. Helens Rural Fire District and the Rainier Rural Fire District. Both districts have roots dating back to the late 1800's as volunteer fire departments. The current CRFR provides emergency services to St. Helens, Columbia City, the City of Rainier and the rural areas around these cities covering approximately 200 square miles. The approximately 27,000 residents receive service from seven (7) fire stations, three (3) of which are career staffed and four (4) that utilize volunteer staffing.

The following map illustrates the population densities for the CRFR District based on US Census Bureau data.



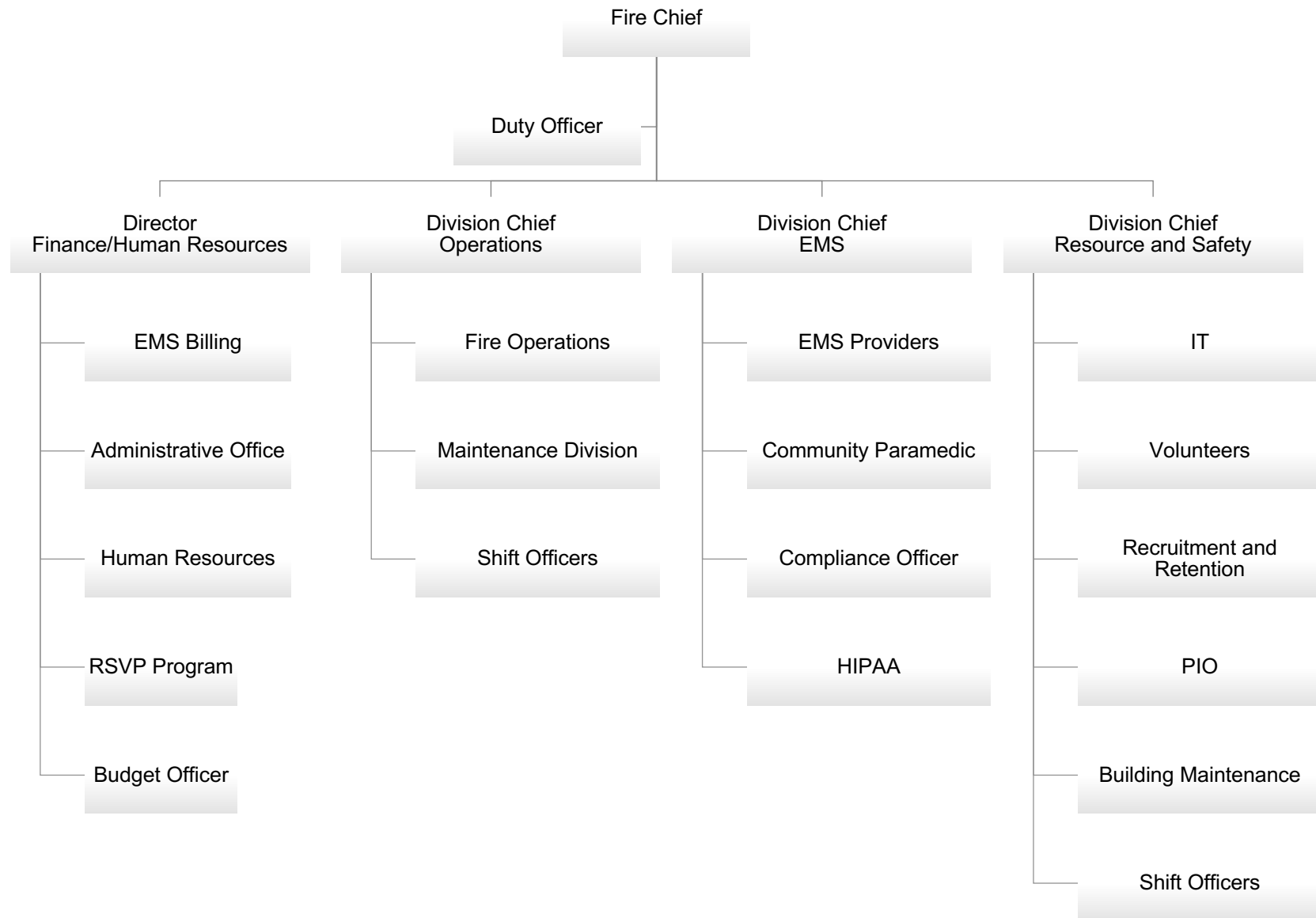
As expected, the population density is heaviest in St. Helens with pockets of heavier densities near the Fairground area and Columbia City then to the north in Rainier.

The CRFR is governed by a five (5) member Board of Directors operating as a rural fire protection district following Chapter 478 of the Oregon Revised Statutes. The Board is elected by the citizens of the District on an at large basis.

The District is authorized to employ fifty-five personnel as outlined in the table below.

CRFR Staffing	
Position	Authorized
Command Staff	
Fire Chief	1
Division Chief	3
Director of Finance/Human Resources	1
Firefighter/EMS Staffing	
Captain	3
Lieutenant	6
Firefighter	27
EMS Only	4
Community Paramedicine	1
Maintenance	
Lead Mechanic	1
Mechanic	2
Support Staff	
Compliance Officer	1
EMS Billing	2
EMS/Finance Assistant	1
RSVP Director	1
Recruitment and Retention	1

The Fire Chief and Division Chiefs are shared resources with Scappoose Rural Fire District.

Columbia River Fire and Rescue Organizational Chart

The mission of the CRFR protects and improves the quality of our citizens' lives by providing life safety and emergency services in their time of need. We dedicate ourselves to preventing harm to people and property by community involvement and education in all areas of fire prevention and emergency preparedness. We respond to all calls for service in a competent and friendly manner with the goal of minimizing losses and aiding the in the restoration of lives. We find solutions to community concerns and problems by doing the right thing, the right way, at the right time.

2 | Financial Resources

The following tables illustrate the financial resources of the Fire District for the past four fiscal years. The format for these tables follows the auditor reports.

Columbia River Fire and Rescue

General Fund Revenues	FY2017 Actual	FY2018 Actual	FY2019 Actual	FY2020 Budget
Current Taxes	\$6,382,305	\$6,680,545	\$7,007,387	\$7,071,000
Prior Taxes	\$209,229	\$227,497	\$359,865	\$260,000
Earnings on Investments	\$31,148	\$56,299	\$95,528	\$85,000
Fire-Med	\$53,600	\$54,789	\$56,570	\$53,000
Public Education Donations	\$4,585	\$4,550	\$131	\$4,500
Donations and Grants	\$4,934	\$11,558	\$2,329	\$0
Miscellaneous	\$19,297	\$7,435	(\$7,532)	\$1,000
Ambulance Service	\$1,551,348	\$1,613,765	\$1,565,017	\$1,545,000
Address Sign Sales	\$784	\$751	\$508	\$400
Lifeflight Members	\$33,720	\$40,425	\$41,530	\$40,000
Special Training	\$10,292	\$7,803	\$7,651	\$16,000
Conflagration Revenue	\$2,665	\$739,034	\$415,993	\$200,000
Third Party Contract Billing	\$31,817	\$34,296	\$32,602	\$36,600
Fines and Billable Response	\$0	\$3,220	\$0	\$0
Fire Service Agreements	\$7,278	\$6,634	\$6,911	\$6,000
Royalties and Rights	\$20,929	\$11,923	\$15,878	\$15,000
Total Revenue	\$8,363,931	\$9,500,524	\$9,600,369	\$9,333,500

CRFR is financially supported by a property tax with a permanent tax rate of 2.9731 per \$1,000 valuation. The combined estimated valuation for the tax year 2018-19 was \$2,552,432,077 with an estimated collection rate of 94.3%. Revenues have increased 14.8% over the past three years annually averaging a 7.4% increase.

Columbia River Fire and Rescue

General Fund Expenditures	FY2017 Actual	FY2018 Actual	FY2019 Actual	FY2020 Budget
Personnel Services	\$6,353,574	\$7,152,311	\$7,369,843	\$8,407,000
Materials and Services	\$589,973	\$672,036	\$756,344	\$785,000
Contractual Services	\$251,683	\$288,477	\$281,366	\$351,500
Operating Expenditures	\$7,195,230	\$8,112,824	\$8,407,553	\$9,543,500
Capital Improvements	\$51,300	\$193,500	\$422,672	\$716,500
Debt Service	\$137,243	\$171,000	\$216,612	\$228,500
Total Expenditures	\$7,383,773	\$8,477,324	\$9,046,836	\$10,488,500
Result of Operations	\$980,158	\$1,023,200	\$553,533	(\$1,155,000)

Operating expenditures for the Fire District have increased 16.8% over the past three years with an annual average increase of 8.4%. The Fire District issued Full Faith and Credit General Obligation Bonds used to build the Lee Broadbent Training Center that have a maturity date of January 1, 2037. One item that has become more prevalent in recent years is the wildland fire callout and the reimbursement for the associated costs. In previous years these callouts were in State and the reimbursement for costs were typically handled in the same fiscal year. More recently, the callouts are more frequent and in other areas such as California. As such the reimbursements may not occur in the same fiscal year as the callout. In this instance the Fire District will incur and pay the expense and not receive the reimbursement until the following fiscal year creating an expense without the benefit of the corresponding revenue. The last line of the table shows the result of operations for the fiscal year, this does not include any available funds at the beginning of the year or any transfers that may have occurred.

The table below illustrates the fund summary for the District. It shows the transfers to and from the general fund, the results of operations and other special line items such as the sale of assets.

Columbia River Fire and Rescue Fund Summary

Fund Summary	FY2017 Actual	FY2018 Actual	FY2019 Actual	FY2020 Budget
Beginning Unrestricted Funds	\$2,304,890	\$3,110,048	\$3,955,026	\$4,180,259
Revenues	\$8,363,931	\$9,500,524	\$9,600,369	\$9,333,500
Sale of Assets	\$0	\$21,778	\$21,700	\$40,000
Transfer - In	\$0	\$0	\$0	\$50,000
Total Resources	\$10,668,821	\$12,632,350	\$13,577,095	\$13,603,759
Expenditures	\$7,383,773	\$8,477,324	\$9,046,836	\$10,488,500
Transfer - Out	\$175,000	\$200,000	\$350,000	\$375,000
Total Requirements	\$7,558,773	\$8,677,324	\$9,396,836	\$10,863,500
Ending Unrestricted Funds	\$3,110,048	\$3,955,026	\$4,180,259	\$2,740,259

Unrestricted funds generally support operations from one fiscal year to another and are the result of operations. These funds increase and decrease depending on the operations for any given year.

3 | Operations

CRFR operates from seven fire stations located throughout the District. Three of the seven stations are staffed with career personnel supplemented by volunteer staffing. The other four stations are staffed using volunteer personnel. Operational career staffing includes 12 firefighter/paramedic positions per shift with a minimum staffing of 10 per shift. There is a daytime crew to staff an EMS unit from 10 am to 10 pm daily. Each shift works 24 hours on and 48 hours off schedule. The tables below illustrate the stations and staffing in the CRFR fire protection system.

Columbia River Fire and Rescue - St. Helens Station

Facility Location:
105 South Twelfth Street

Description of Use	This station is in St. Helens and is staffed with career personnel and supplemented with volunteer staffing.		
Apparatus Space	Four bays	Volunteers Assigned: None	
Assigned Apparatus	Unit ID	Type	Career Staffing
	E471	Type 1 Engine	4
	WT471	Type 1 Water Tender	
	M470	ALS Ambulance	2 (daytime only)
	M471	ALS Ambulance	
	M473	ALS Ambulance	Cross Staffed w/Engine Crew
	B471	Type 6 Engine	

Columbia River Fire and Rescue - Rainier Station**Facility Location:**

211 West Second Street

Description of Use	This station is in the City of Rainier providing service to the City and surrounding area. It is staffed with career personnel supplemented by volunteer staffing.		
Apparatus Space	Three bays	Volunteers Assigned:	4
Assigned Apparatus	Unit ID	Type	Career Staffing
	E476	Type 1 Engine	2
	B476	Type 3 Engine	
	M476	ALS Ambulance	2
	M478	ALS Ambulance	
	WT476	Type 1 Water Tender	

Columbia River Fire and Rescue - Fairgrounds Station**Facility Location:**

58798 Saulser Road

Description of Use	This station is adjacent to the Columbia County Fairgrounds. It is staffed with career personnel.		
Apparatus Space	Two bays	Volunteers Assigned:	None
Assigned Apparatus	Unit ID	Type	Career Staffing
	E472	Type 1 Engine	2
	M472	ALS Ambulance	Cross Staffed w/Engine Crew

Columbia River Fire and Rescue - Deer Island Station**Facility Location:**

33710 Canaan Road

Description of Use	This station is west of the Deer Island community and is supported by volunteer staffing.		
Apparatus Space	Two bays	Volunteers Assigned:	2
Assigned Apparatus	Unit ID	Type	Career Staffing
	E474	Type 1 Engine	
	WT474	Type 1 Water Tender	

Columbia River Fire and Rescue - Columbia City Station**Facility Location:**

405 E Street

Description of Use	This facility is owned by the Oregon Department of Forestry and has a single apparatus bay that is leased by CRFR. The station is supported by volunteer staffing.		
Apparatus Space	One bay	Volunteers Assigned: 2	
Assigned Apparatus	Unit ID	Type	Career Staffing
	B473	Type 6 Engine	0

Columbia River Fire and Rescue - Goble Station**Facility Location:**

69321 Nicolai Road

Description of Use	This is a two station with an additional two bay storage area and relies on volunteer staffing to provide service.		
Apparatus Space	Four bays	Volunteers Assigned: 4	
Assigned Apparatus	Unit ID	Type	Career Staffing
	E475	Type 2 Engine	0
	WT475	Type Water Tender	
	B475	Type 6 Engine	

Columbia River Fire and Rescue - Fern Hill Station**Facility Location:**

73153 Doan Road

Description of Use	This station is west of Rainier and is supported by volunteer staffing. However, there is currently no volunteer staffing available and no equipment housed at the station.		
Apparatus Space	Two bays	Volunteers Assigned: None	
Assigned Apparatus	Unit ID	Type	Career Staffing

Columbia River Fire and Rescue - Lee Broadbent Training Facility

Facility Location:

McNulty Way

Description of Use	This is the training facility that houses apparatus and equipment supported by volunteer staffing. Also houses the Fleet Support Services and serves as the training facility.		
Apparatus Space	Four Bays	Volunteers Assigned:	18
Assigned Apparatus	Unit ID	Type	Career Staffing
	E479	Type 1 Engine	0
	SQ479	Aerial Apparatus 65'	
	R479	Heavy Rescue	
	M479	ALS Ambulance	

In addition to the fire stations outlined above, CRFR operates an administration building located at 270 Columbia Blvd. that houses the command staff and the administrative functions of the District. The Lee Broadbent Training Center on McNulty Way contains several props including a six-story training tower, a technical rescue tower, and confined space props. It also has classroom facilities and houses the three-bay apparatus maintenance facility. The following map illustrates the locations of the stations within the Fire District.

Columbia River Fire District Stations



4 | Workload

The CRFR responds to emergency and non-emergency calls for service. Data for workload and response time was limited to a one-year period from March 2018 to February 2019 due to changes in the Computer Aided Dispatch and Records Management Systems.

The following table illustrates the activities of the District grouped by the type of call or detail.

Calls for Service by Type		
	2018-19	Pct.
Auto Accidents	320	5.8%
Medical Calls	3,685	67.3%
Medical Alarm Activation	75	1.4%
Medical Transport	158	2.9%
Medical Assist	120	2.2%
Total Medical and Auto Accidents	4,358	79.6%
Alarm Activation	135	2.5%
Structure Fire	107	2.0%
Vegetation/Debris Fire	216	3.9%
Vehicle Fire	23	0.4%
All Fire Calls	481	8.8%
Rescue - Extrication	1	0.0%
Rescue - Technical	3	0.1%
Rescue - Water	9	0.2%
All Rescue Calls	13	0.2%
Hazardous Condition	208	3.8%
Mutual Aid	11	0.2%
Mutual Aid / Move Up	77	1.4%
Hazardous Materials	26	0.5%
Service Calls	299	5.5%
Other Type of Calls	621	11.3%
Total Calls for Service	5,473	

As shown above medical calls account for almost 80% of the call volume.

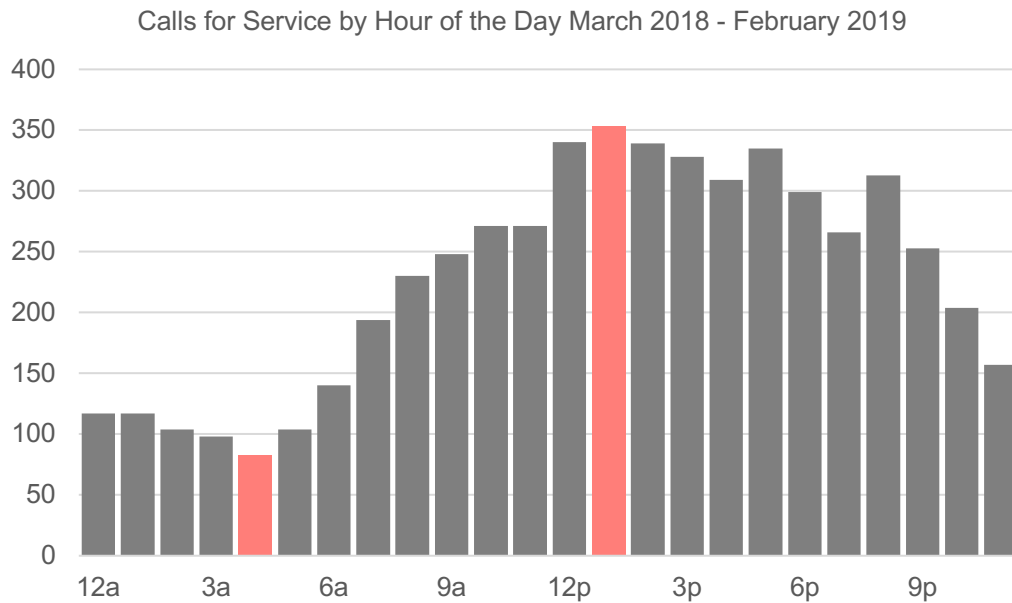
The following table displays the total number of calls for service handled by Fire District by each hour and day of the week between March 2018 and February 2019. Both emergency and non-emergency calls were included to provide an overall view of the call demand on the fire protection system.

Calls for Service by Hour and Weekday March 2018 – February 2019

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12 am	21	14	16	13	15	14	24	117
1 am	31	11	17	13	11	17	17	117
2 am	27	12	12	13	11	21	8	104
3 am	21	10	14	14	10	15	14	98
4 am	9	18	9	14	13	10	10	83
5 am	12	15	18	12	20	13	14	104
6 am	20	17	26	20	13	25	19	140
7 am	16	34	36	28	20	33	27	194
8 am	24	23	46	40	42	27	28	230
9 am	30	47	28	31	43	39	30	248
10 am	27	32	36	49	49	35	43	271
11 am	34	33	40	47	52	37	28	271
12 pm	39	66	47	42	61	44	41	340
1 pm	54	50	53	38	59	49	50	353
2 pm	45	46	55	54	45	50	44	339
3 pm	33	50	48	47	57	40	53	328
4 pm	43	43	42	47	50	47	37	309
5 pm	51	47	54	55	49	44	35	335
6 pm	45	28	41	35	46	50	54	299
7 pm	32	34	32	34	37	44	53	266
8 pm	39	36	42	36	62	38	60	313
9 pm	28	38	46	35	30	46	30	253
10 pm	17	27	30	25	27	29	49	204
11 pm	18	28	18	29	20	19	25	157
Total	716	759	806	771	842	786	793	5,473

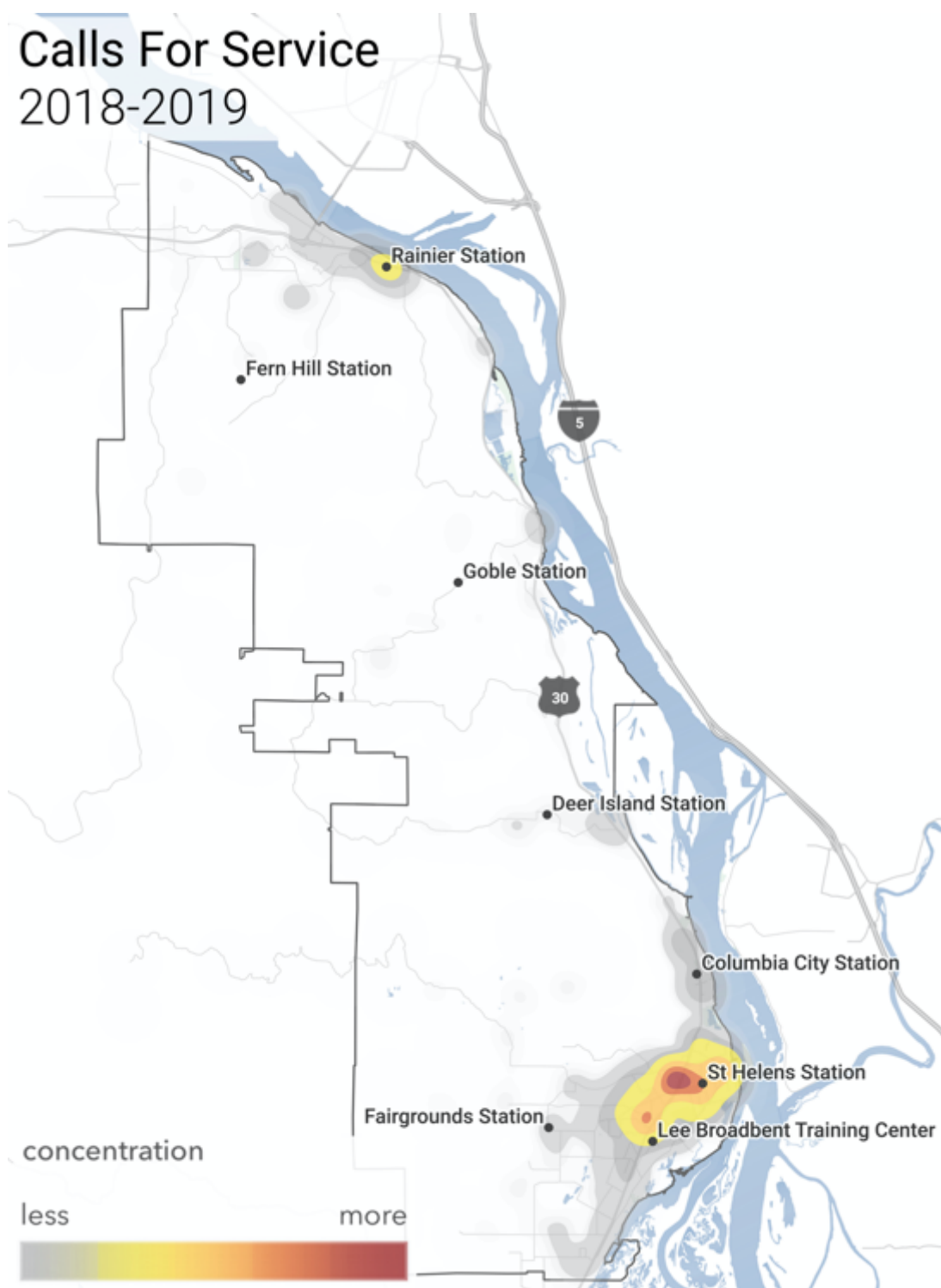
The calls for service varied by time of day and day of the week. The call volume is heaviest beginning at the noon hour and continues through the afternoon with each day of the week close to even in terms of call volume. The busiest time of the day is the 1 pm hour with the slowest hour being 4 am.

The following chart further illustrates the calls for service by hour of the day.



As illustrated above, calls increase sharply at the noon hour peaking at the 1 pm hour and remain steady throughout the day. The calls begin to decline at the 8 pm hour and sharply decline at the 10 pm hour with 4 am being the slowest hour of the day.

The following map illustrates the calls for service outlining where many of the calls are occurring.



3 Scappoose Rural Fire Protection District

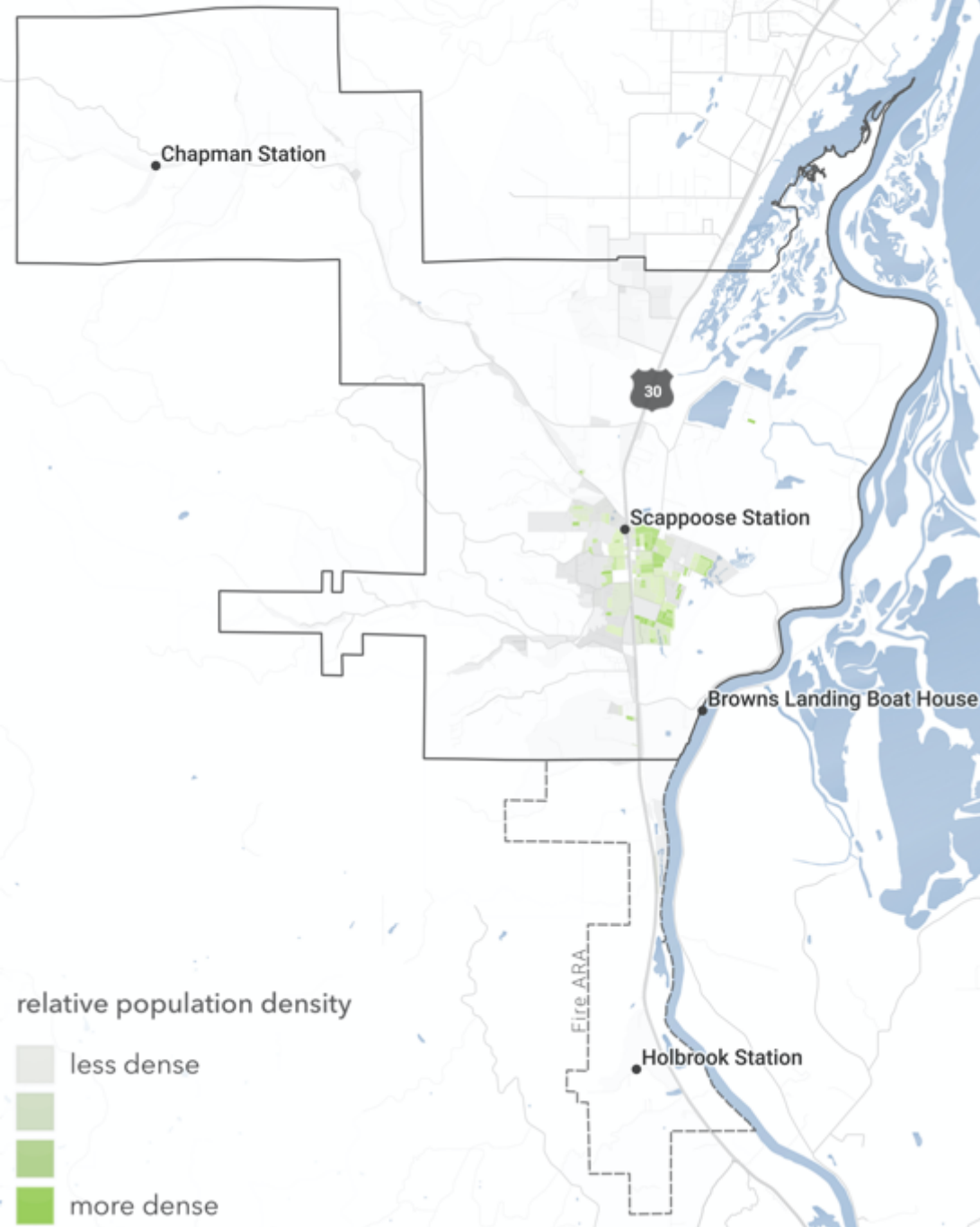
This chapter provides a summary of the Scappoose Rural Fire Protection District organization and operations.

1 | Overview

The Scappoose Rural Fire Protection District (SRFPD) is located approximately 25 miles north of Portland, OR in Columbia and Multnomah County. The SRFPD was also the result of a consolidation of two fire agencies in 1980; the City of Scappoose and the Scappoose Rural Fire Protection District.

The SRFPD provides fire protection services to a 52 square mile area and emergency medical services to a 100 square mile area that spans the two counties. Included in the service area is the City of Scappoose and the unincorporated areas of Warren, Chapman, and Holbrook that has a population of approximately 12,000 residents. The District also has a large riverfront community along the Multnomah Channel and floating homes. The District operates from three fire stations and a boathouse on the Multnomah Channel. One station in Scappoose is career staffed and the other two are staffed with volunteer personnel. The following map illustrates the population densities for the SRFPD based on US Census Bureau data.

Population Density 2010 Blocks



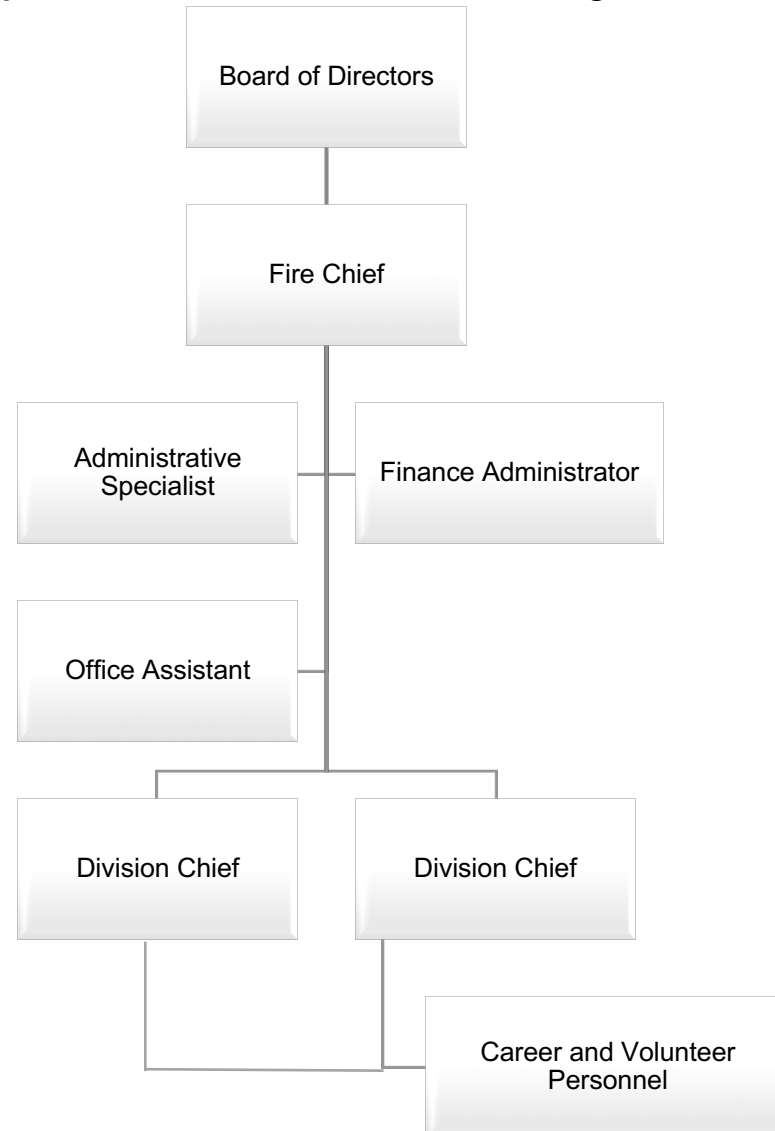
The SRFPD is governed by a five (5) member Board of Directors operating as a rural fire protection district following Chapter 478 of the Oregon Revised Statutes. The Board is elected by the citizens of the District on an at large basis.

The District is authorized for 22 full-time equivalents (FTE) as outlined in the following table.

SRFPD Staffing	
Position	Authorized
Command Staff	
Fire Chief	1
Division Chief	2
Firefighter/EMS Staffing	
Firefighter/EMS	12
EMS Only	4
Support Staff	
Office Staff	3

The Fire Chief and Division Chiefs are shared resources with Columbia River Fire and Rescue.

Scappoose Rural Fire Protection District Organizational Chart



2 | Financial Resources

The following tables illustrate the financial resources of the Fire District for the past four fiscal years.

Scappoose Rural Fire Protection District

General Fund Revenues	FY2017 Actual	FY2018 Actual	FY2019 Actual	FY2020 Budget
Current Taxes	\$2,236,690	\$2,715,265	\$2,941,777	\$3,148,989
Prior Year Taxes	\$92,320	\$96,059	\$136,086	\$125,000
EMS	\$666,932	\$733,719	\$765,429	\$700,000
Fire-Med	\$35,270	\$39,645	\$42,810	\$41,175
Intergovernmental	\$85,557	\$98,213	\$102,283	\$105,000
Grants	\$11,250	\$3,607	\$9,577	\$5,000
Interest & Gas Royalties	\$22,012	\$35,628	\$57,765	\$45,000
Miscellaneous	\$22,582	\$122,180	\$20,168	\$15,000
G.E.M.T. (Medicaid)	\$0	\$0	\$0	\$30,000
Fire Marshal	\$0	\$0	\$82,401	\$40,000
Conflagration Revenue	\$0	\$0	\$252,407	\$95,000
Total Revenue	\$3,172,613	\$3,844,316	\$4,410,703	\$4,350,164

SRFPD is financially supported by a property tax with a permanent tax rate of 1.1145 per \$1,000 valuation. Additionally, a local option tax was approved in 2016 at a rate of 1.24 per \$1,000 valuation. This local option tax is set to expire on June 30, 2022 unless the electorate approves the continuation of the levy. Both levies combined provides a tax rate of 2.3545 per \$1,000 valuation. The combined estimated valuation for the tax year 2018-19 was \$1,400,000,000 with an estimated collection rate of 94.7%. Revenues have increased 31.5% over the past three years annually averaging a 15.7% increase.

Scappoose Rural Fire Protection District

General Fund Expenditures	FY2017 Actual	FY2018 Actual	FY2019 Actual	FY2020 Budget
Personnel Services	\$2,303,204	\$2,868,534	\$3,225,445	\$3,963,708
Materials and Services	\$586,946	\$686,071	\$751,963	\$949,470
Operating Expenditures	\$2,890,150	\$3,554,605	\$3,977,408	\$4,913,178
Capital Improvements	\$41,646	\$29,397	\$82,578	\$141,500
Total Expenditures	\$2,931,796	\$3,584,002	\$4,059,986	\$5,054,678
Result of Operations	\$240,817	\$260,314	\$350,717	(\$704,514)

Operating expenditures for the Fire District have increased 37.6% over the past three years with an annual average increase of 18.8%.

One item that has become more prevalent in recent years is the wildland fire callout and the reimbursement for the associated costs. In previous years these callouts were in State and the reimbursement for costs were typically handled in the same fiscal year. More recently, the callouts are more frequent and in other areas such as California. As such the reimbursements may not occur in the same fiscal year as the callout. In this instance the Fire District will incur and pay the expense and not receive the reimbursement until the following fiscal year creating an expense without the benefit of the corresponding revenue. The last line of the table shows the result of operations for the fiscal year, this does not include any available funds at the beginning of the year or any transfers that may have occurred.

Scappoose Rural Fire Protection District Fund Summary

Fund Summary	FY2017 Actual	FY2018 Actual	FY2019 Actual	FY2020 Budget
Beginning Unrestricted Funds	\$1,407,493	\$1,501,585	\$1,677,606	\$1,951,780
Revenues	\$3,172,613	\$3,844,316	\$4,410,703	\$4,350,164
Sale of Assets	\$0	\$0	\$0	\$0
Transfer In	\$0	\$28,651	\$112,944	\$0
Total Resources	\$4,580,106	\$5,374,552	\$6,201,253	\$6,301,944
Expenditures	\$2,931,796	\$3,584,002	\$4,059,986	\$5,054,678
Transfer - Out	\$146,725	\$112,944	\$189,487	\$155,463
Total Requirements	\$3,078,521	\$3,696,946	\$4,249,473	\$5,210,141
Ending Unrestricted Funds	\$1,501,585	\$1,677,606	\$1,951,780	\$1,091,803

Unrestricted funds generally support operations from one fiscal year to another and are the result of operations. These funds increase and decrease depending on the operations for any given year.

3 | Operations

SRFPD operates from three fire stations located throughout the District. One (1) station is staffed with career personnel and supplemented with volunteer staff. The other two (2) stations utilize volunteer staffing to provide service. Operational career staffing includes 4 firefighter/paramedic positions per shift with a minimum staffing of 3 per shift. There is a daytime crew to staff an EMS unit from 7 am to 7 pm daily. Each shift works 48 hours on and 96 hours off schedule. A fourth station on the Multnomah Channel houses the fire boat and is staffed with the crews from the Scappoose Station. The tables below illustrate the stations in the SRFPD fire protection system.

SRFPD - Scappoose Station**Facility Location:**

52751 Columbia River Highway

Description of Use	This station serves as the main station and houses the administrative offices of the District. Career staffing is supplemented with volunteer staffing.		
Apparatus Space	Six bays	Volunteers Assigned:	23
Assigned Apparatus	Unit ID	Type	Career Staffing
	E431	Type 1 Engine	3
	E432	Type 1 Engine	
	WT431	Type 1 Water Tender	
	TW431	Aerial Platform	
	B431	Type 3 Engine	
	M430	ALS Ambulance	2 (daytime only)
	M431	ALS Ambulance	Cross Staffed w/Engine Crew
	M432	ALS Ambulance	
	M433	ALS Ambulance	

SRFPD - Chapman Station**Facility Location:**

27713 Chapman Road

Description of Use	This station utilizes volunteer staffing to provide services to the north west sections of the District.		
Apparatus Space	Three bays	Volunteers Assigned:	3
Assigned Apparatus	Unit ID	Type	Career Staffing
	E435	Type 1 Engine	0
	B435	Type 6 Engine	
	WT435	Type 1 Water Tender	

SRFPD - Holbrook Station**Facility Location:**

NW Cleetwood Avenue

Description of Use	Located in the southern section of the District in Multnomah County and utilizes volunteer staffing to provide service		
Apparatus Space	Two bays	Volunteers Assigned:	None
Assigned Apparatus	Unit ID	Type	Career Staffing
	E436	Type 2 Engine	0
	B436	Type 6 Engine	

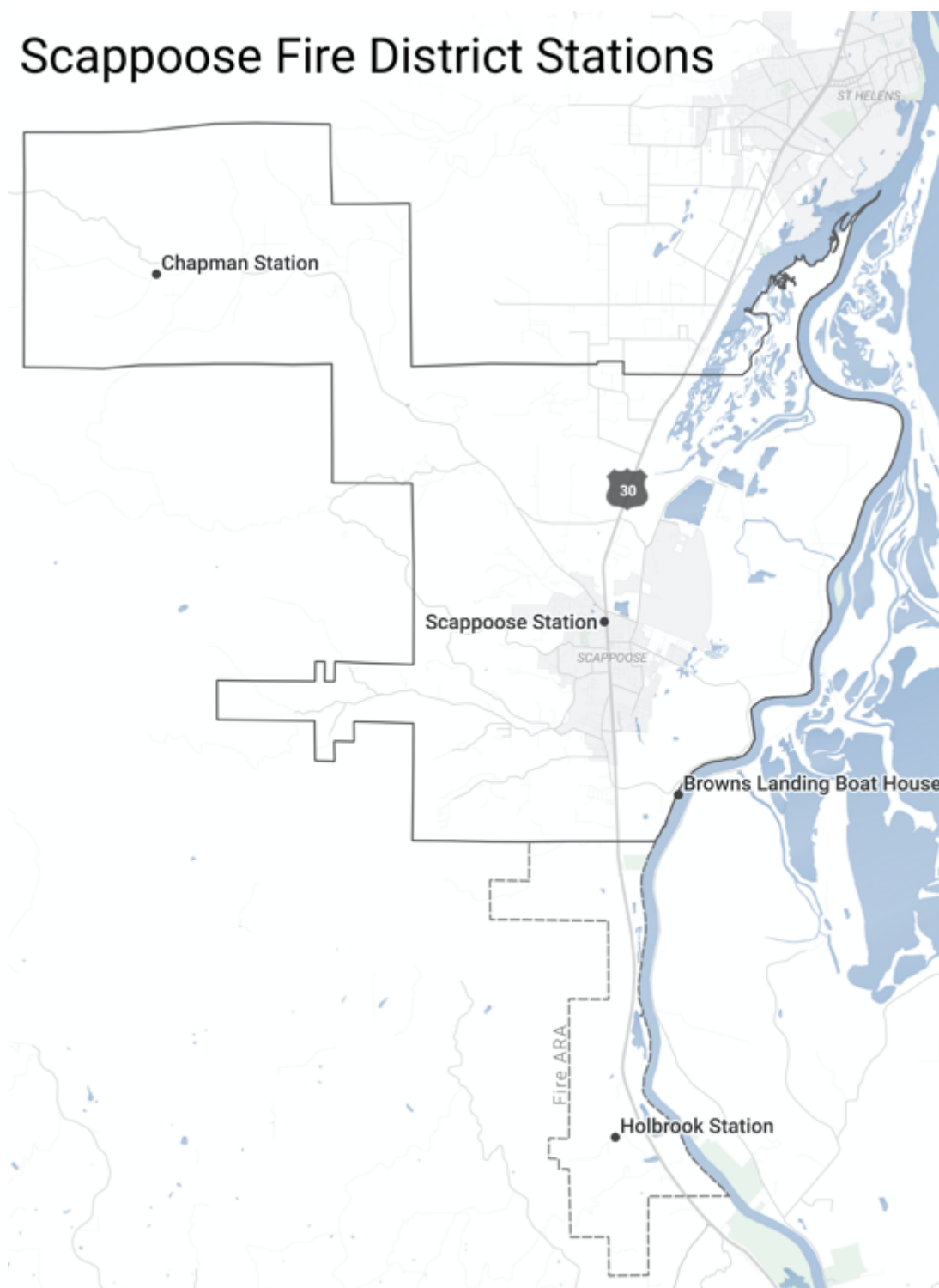
SRFPD - Boat House**Facility Location:**

Browns Landing

Description of Use	Facility houses the fire boat on the Multnomah Channel.		
Apparatus Space	Single Boat Slip	Volunteers Assigned:	None
Assigned Apparatus	Unit ID	Type	Career Staffing
	FB43	Fire Boat	Cross Staffed from Scappoose Station

Urban Area Security Initiative (UASI) and Regional Disaster Preparedness Organization (RDPO) resources are also housed and staged at the Scappoose stations. These resources are available to the Fire District, Columbia County, and are also a part of the Portland Metro Area response to multi-casualty incidents (MCI) or other large-scale events. Tower rescue services are provided through a contract with the FAA for the doppler tower located in the southwest section of the fire district. The following map illustrates the locations of the stations within the Fire District.

Scappoose Fire District Stations



4 | Workload

The Fire District responds to emergency and non-emergency calls for service. Data for workload and response time was limited to a one-year period from March 2018 to February 2019 due to changes in the Computer Aided Dispatch and Records Management Systems. The following tables illustrate the activities of the District grouped by the type of call or detail.

Calls for Service by Type March 2018 – February 2019

	2018-19	Pct.
Auto Accidents	134	5.9%
Medical Calls	1,502	66.1%
Medical Alarm Activation	43	1.9%
Medical Transport	42	1.8%
Medical Assist	81	3.6%
Total Medical and Auto Accidents	1,802	79.3%
Alarm Activation	55	2.4%
Structure Fire	77	3.4%
Vegetation/Debris Fire	123	5.4%
Vehicle Fire	9	0.4%
All Fire Calls	264	11.6%
Rescue - Extrication	1	0.0%
Rescue - Technical	1	0.0%
Rescue - Water	6	0.3%
All Rescue Calls	8	0.4%
Hazardous Condition	69	3.0%
Mutual Aid	9	0.4%
Mutual Aid / Move Up	5	0.2%
Hazardous Materials	9	0.4%
Service Calls	107	4.7%
Other Type of Calls	199	8.8%
Total Calls for Service	2,273	

As shown above medical calls account for almost 80% of the call volume.

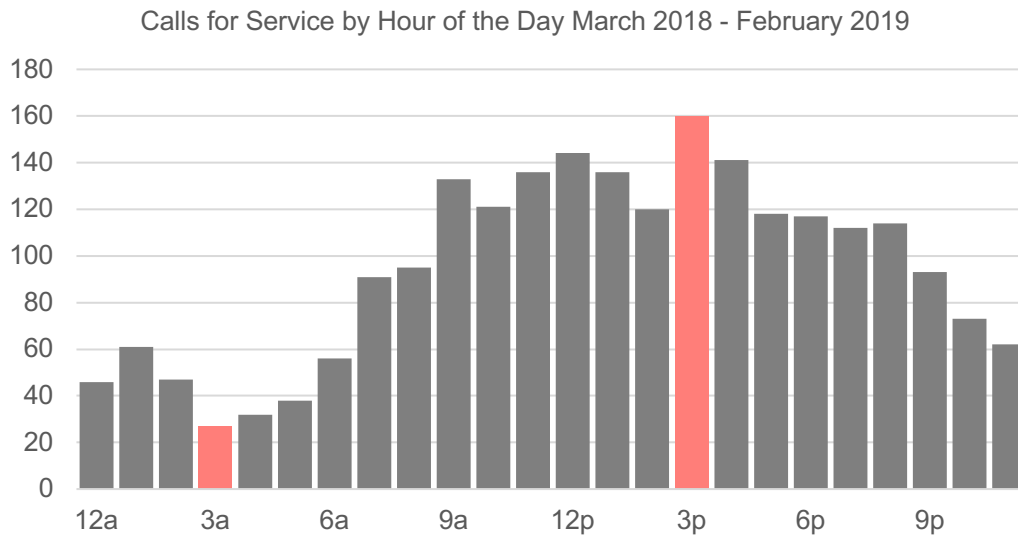
The following table displays the total number of calls for service handled by Fire District by each hour and day of the week between March 2018 and February 2019. Both emergency and non-emergency calls were included to provide an overall view of the call demand on the fire protection system.

Calls for Service by Hour and Weekday March 2018 – February 2019

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12 am	8	6	8	2	8	8	6	46
1 am	10	16	8	7	3	10	7	61
2 am	12	8	3	8	5	8	3	47
3 am	6	3	4	4	3	4	3	27
4 am	4	4	2	7	5	4	6	32
5 am	5	6	7	5	7	5	3	38
6 am	6	9	14	8	6	7	6	56
7 am	9	12	16	16	15	10	13	91
8 am	15	10	18	6	16	15	15	95
9 am	21	21	20	13	19	22	17	133
10 am	10	16	13	24	23	17	18	121
11 am	9	20	18	29	27	15	18	136
12 pm	15	29	25	16	23	13	23	144
1 pm	18	19	23	15	24	21	16	136
2 pm	13	20	18	27	18	12	12	120
3 pm	16	23	31	20	24	24	22	160
4 pm	13	19	22	18	23	25	21	141
5 pm	11	14	23	23	21	14	12	118
6 pm	16	15	18	19	17	13	19	117
7 pm	19	15	16	18	9	17	18	112
8 pm	14	14	13	14	17	18	24	114
9 pm	12	12	16	13	14	10	16	93
10 pm	9	5	5	11	9	22	12	73
11 pm	17	6	7	10	5	8	9	62
Total	288	322	348	333	341	322	319	2,273

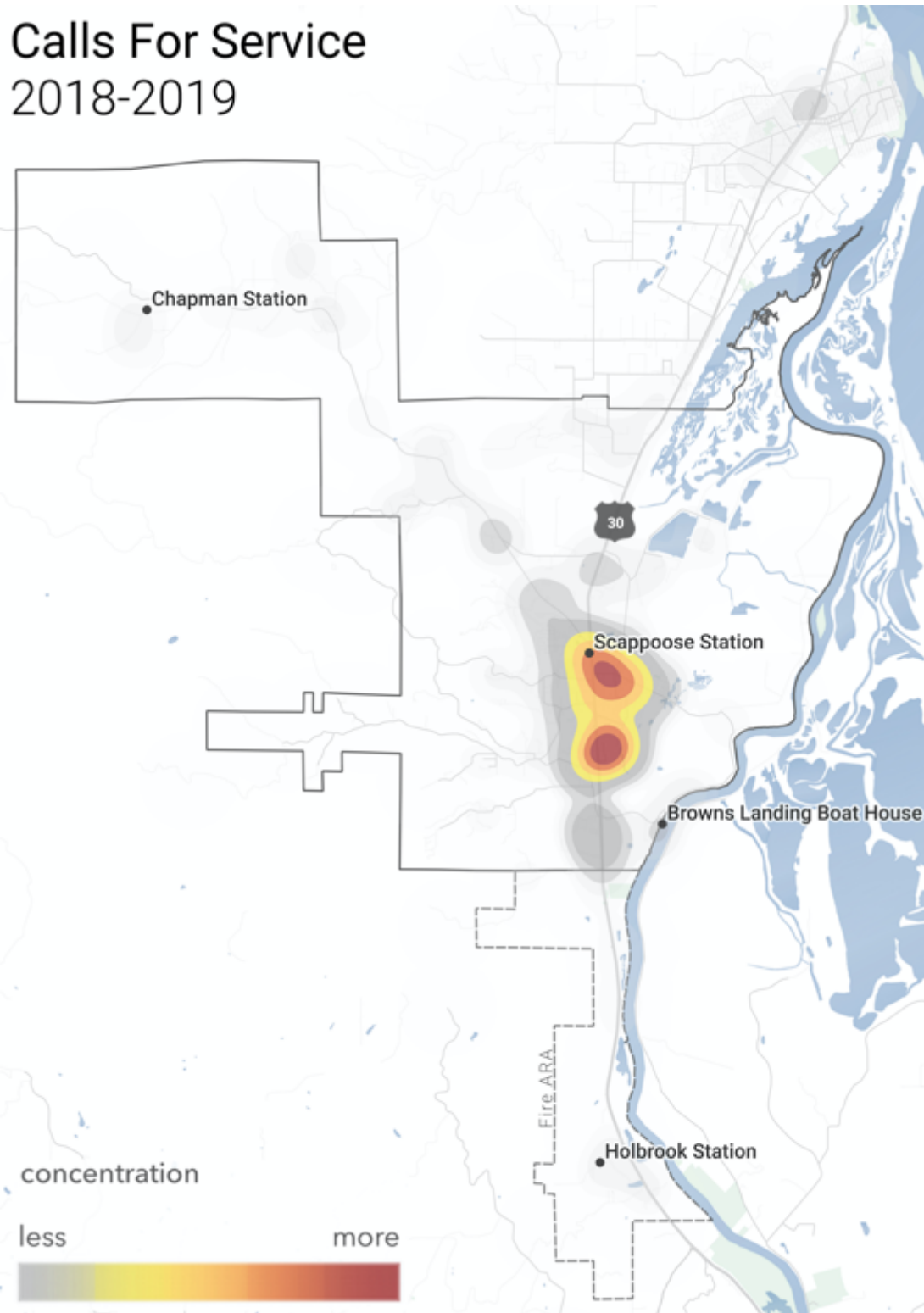
The calls for service varied by time of day and day of the week. The call volume is heaviest beginning at the noon hour and continues through the afternoon with each day of the week close to even in terms of call volume. The busiest time of the day is the 3 pm hour with the slowest hour being 3 am.

The following chart further illustrates the calls for service by hour of the day.



As illustrated above, calls increase sharply at the noon hour peaking at the 3 pm hour and remain steady throughout the day. The calls begin to decline at the 9 pm hour and sharply decline at the midnight with 3 am being the slowest hour of the day.

The following map illustrates the calls for service outlining where many of the calls are occurring.



4 Intergovernmental Agreement

Columbia River Fire and Rescue (CRFR) and the Scappoose Rural Fire Protection District (SRFPD) entered into an Intergovernmental Agreement (IGA) for the purpose of sharing resources. There are opportunities to expand the agreement and this chapter and subsequent chapters explore those potential opportunities.

1 Overview

On July 1, 2016 the CRFR and SRFPD entered into an Intergovernmental Agreement (IGA) for the purpose of sharing a Fire Chief and other shared resources that included fire prevention, training, operations, and safety. Specifically, Scappoose provided a Fire Chief and two Division Chiefs and Columbia River provided three Division Chiefs. The agreement is authorized by Oregon Revised Statutes (ORC) Chapter 190 that allows units of local government to enter into written agreements. This agreement contained an expiration date of June 30, 2018. However, it also contained an automatic renewal clause extending the agreement for one year unless otherwise terminated by either Board of Directors.

In June 2019 a new Master Intergovernmental Agreement was signed between the two Fire Districts containing an expiration date of June 30, 2022. It also contains an automatic renewal clause extending the agreement for one year unless otherwise terminated by either Board of Directors. In this agreement, the Fire Districts agreed to share the cost of the Fire Chiefs position with each paying half of the cost. To accomplish this, CRFR would pay SRFPD on a monthly basis their share of the cost as the Fire Chief remains an employee of Scappoose.

In the most recent version of the IGA the agreement contains two purposes:

- To establish the terms and conditions under which Scappoose agrees to provide Management/Fire Chief Services to CRFR and;
- To serve as a “Master IGA” which provides the essential terms and conditions for future resource and service-sharing agreements between the parties.

Future resource sharing is to be in the form of an addendum to the original IGA. Additional resource sharing eliminates the duplication of services and may provide some financial savings.

This agreement specifically referenced the employment status of each of the positions noting the Fire Chief and two Division Chiefs from SRFPD were employees of Scappoose and at no time was it intended these individuals to be employees of CRFR. All wages, insurance, retirement, and employment taxes would be the responsibility of SRFPD. Verbiage for the three Division Chiefs of CRFR mirrored the SRFPD language for employment status and financial responsibility.

1. Addendums to the Master Agreement

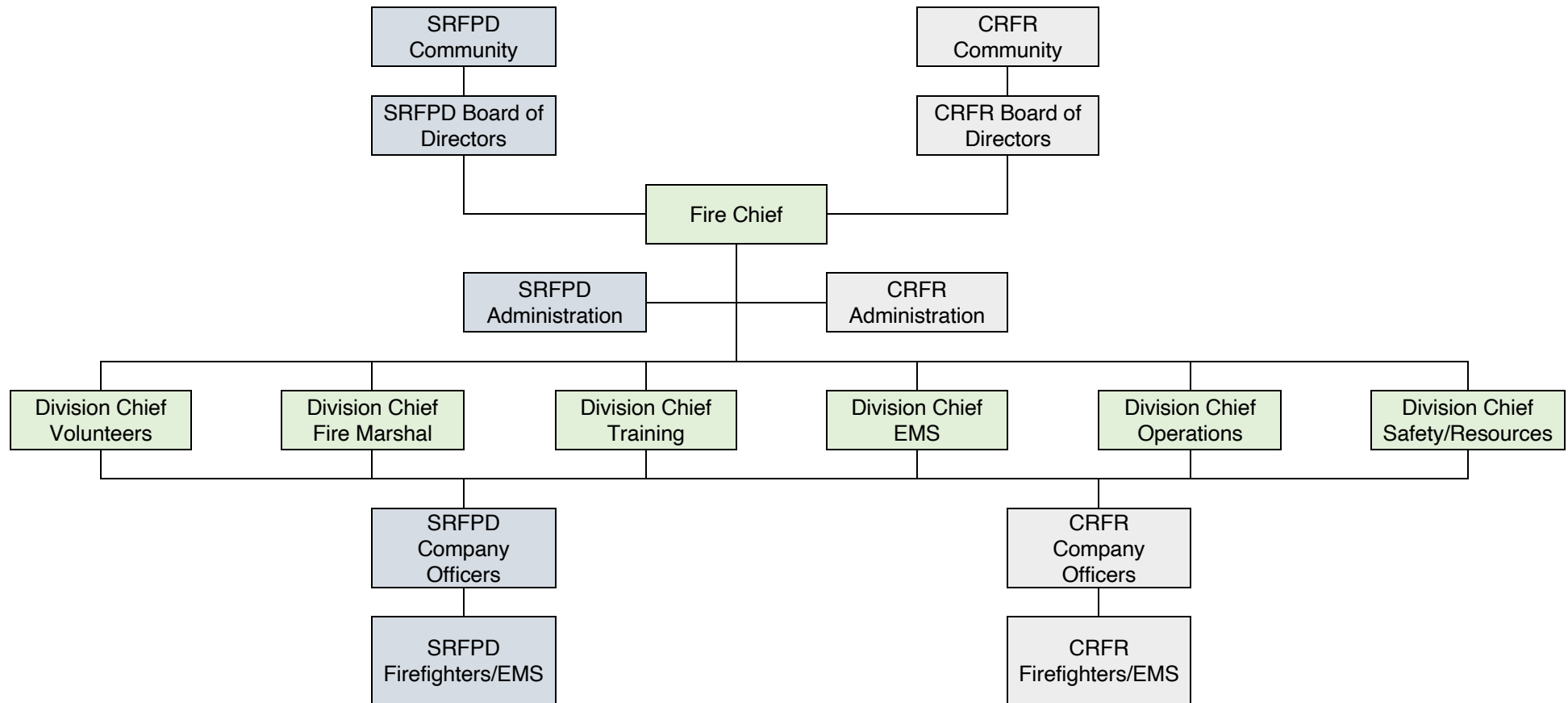
The Master Agreement contains three exhibits and five appendices outlining several administrative issues. The exhibits provide direction on the development and acceptance of an appendix to the original agreement; the job description for the Fire Chief; and guidelines for a District Litigation Representative.

Appendices are designed to address additional shared resources between the two Fire Districts, how to share costs, provisions for the evaluation of the shared resources, and other conditions that would be necessary. There are five appendices attached to the Master Agreement as noted:

- Appendix One details the hiring process for the Fire Chief.
- Appendix Two outlines the Division Chiefs, the services they are to provide, and the employment status of each position. The verbiage in this appendix is similar to the original IGA in terms of employment status, payment of wages and benefits, and the rules and regulations they are to follow.
- Appendix Three details the sharing of a Joint Duty Officer to provide a Chief Officer to be available for response to calls for service or other issues that may arise during the course of operations.
- Appendix Four provides for the Volunteer Recruitment and Retention Coordinator as an employee of the CRFR with SRFPD providing financial support for the position. In addition, this appendix outlines the duties and services the position is responsible they provide.
- Appendix Five outlines the use of the training center by SRFPD and the cost associated with the use by the SRFPD.

2. Organizational Structure

The following is an organizational chart of the Columbia River – Scappoose organization outlining the combined administrative functions based on the IGA.

Columbia River Fire and Rescue and Scappoose Rural Fire Protection District Combined Organization Chart

Scappoose Rural Fire Protection District resources are shown in blue; Columbia River Fire and Rescue resources are shown in gray, and shared resources are shown in green.

2 | Administration

1. Vision of the Board of Directors

As noted, the IGA identifies the purpose of this agreement as the sharing of a Fire Chief and to establish terms and conditions for future shared services. However, within the rank and file of each district this does not seem to be very well communicated. Conversations with the rank and file members of both organizations offered a variety of opinions of what the IGA was designed to accomplish. This resulted in a multitude of opinions from the merger would be a good move to not merging at all. The differing views are providing some amount of divisiveness within and between the various work groups and even between the districts. Adding to the confusion is the organizational reporting mechanism established in the IGA. For example, the Fire Chief is a Scappoose employee reporting to both Boards.

Furthering the differing views is a lack of communication from the Boards of Directors and the Fire Administration. Without that line of communication, the rank and file are allowed to develop their own opinions with or without all the facts. In the past two months the lines of communication have been opened up with regular meetings for the rank and file to get the facts and have their questions and concerns addressed. Both Boards of Directors are now meeting jointly which also promotes a unified organization. To underscore the unity of both Boards and to assist with the lines of communication, a joint vision statement from the Boards would provide clarity to the overall direction for the organizations.

Recommendation: Create a joint vision approved and supported by the Board of Directors for both Fire Districts that will provide the overall direction of the Intergovernmental Agreement.

2. Board Policies

The IGA establishes a cooperative effort between the Fire Districts which requires the existing Boards to remain intact to manage the organizations as they currently exist. However, the agreement does provide for an oversight committee to review the status and progress of the agreement but not to address any conflicts that may arise as that is left to each Board of Directors.

Within the existing agreement, there continues to be a separation of the administrative officers with respect to the employer. This could prove to be problematic as each Board could provide opposing views and direction to the administrative officers. For example, in Section 4 the employment requirements of the Fire Chief include to following

- Shall remain an employee solely of Scappoose,
- Shall be under the direction and control of the Scappoose Board of Directors,
- Shall follow Scappoose policies,
- Shall not be entitled to any direct or indirect payments, compensation, or benefits from CRFR

There is a potential for conflict with this verbiage. For example, the policies for SRFPD may conflict with those of CRFR. The Fire Chief by this agreement must follow the SRFPD policies creating a potential conflict between the Fire Chief and the Board of Directors.

3. Fire District Officers

Appendix Two of the IGA provides the outline for sharing Division Chiefs with two Division Chiefs being employees of Scappoose and three being employees of Columbia River. The appendix does not specifically identify which Division Chief is employed by which Fire District. Similar to the Fire Chief, they must follow the rules and regulations of the district that employs them. There are potential issues for the Division Chiefs.

- A Division Chief employed by CRFR reporting to the Fire Chief employed by SRFPD both of which could be following different rules and regulations.
- A CRFR employee following the directions of a Division Chief employed by SRFPD and likewise a SRFPD employee following the directions of a Division Chief employed by CRFR all of which are likely following different rules and regulations.

Exhibit B to the Master IGA includes a job description for the Fire Chiefs' position. This document provides direction to the employee and identifies the reporting structure. Within the job description there are provisions for the Fire Chief to provide services to both districts. For the Division Chiefs there is no job description. These positions are outlined in the IGA but are not given any direction as to their position, expectations, or qualifications.

These issues create confusion and no sense of direction for the shared resources. It also furthers the narrative within the rank and file of what the IGA is to accomplish and the direction the two organizations are moving towards. Creating job descriptions for each Division Chief provides the individual with direction. Aligning Board Policies and

Procedures allows those shared employees to follow the same rules regardless of their employer relationship.

Recommendation:

Revise Board Policies and Procedures to align with each Fire District to provide clear direction to the Fire Administration and prevent any potential conflict between the organizations.

Create position descriptions for each of the Division Chief positions to include similar attributes of the Fire Chief job description.

Include a job description in any approval of future resources or positions to be shared between the two Fire Districts.

3 | Organizational Structure

The design of an organizational structure to best meet the needs of an agency is not only predicated on the traditional command and control within the Fire District, but also to help define job duties and responsibilities, ensure efficient and effective workflow, establish a reporting hierarchy, and ultimately determine appropriate lines of authority and accountability. To accomplish this, the design of an organizational structure and placement of employees within the organization should be established on key principles that provide the organizational cohesion necessary to accomplish the primary mission of the District. These principles include:

- **Accountability and responsibility are clearly identified:** The organizational structure must be consistent with the concept that clear lines of authority and decision making are essential for any organization to achieve excellence. Areas of responsibility are clearly delineated, and points of accountability are readily identifiable.
- **Span of control or communication is optimal:** Effective organizations are structured so that lines of communication are identifiable and where there are multiple reporting relationships, responsibility for communication and control are clearly identified and understood.
- **Coordination of Work Efforts:** The organizational structure should facilitate communication and working relationships among staff and work units. Many functions need close or indirect alignment to maximize efficiency and effectiveness. The structure should also provide easy identification of job function to people outside the District, including other fire service agencies.

- **Degree of Organizational Risk:** This relates to how much risk a function incurs if an activity is not performed or is performed poorly. Risk might involve tactical, financial or political concerns. Generally, higher risk functions have closer management oversight.
- **Supervisor and Management Span of Control:** This relates to whether supervisors are fully devoted to overseeing a select few primary activities or a broader set of duties and responsibilities. Appropriate spans of control are related to both the number of staff directly supervised as well as the complexity of activities overseen.

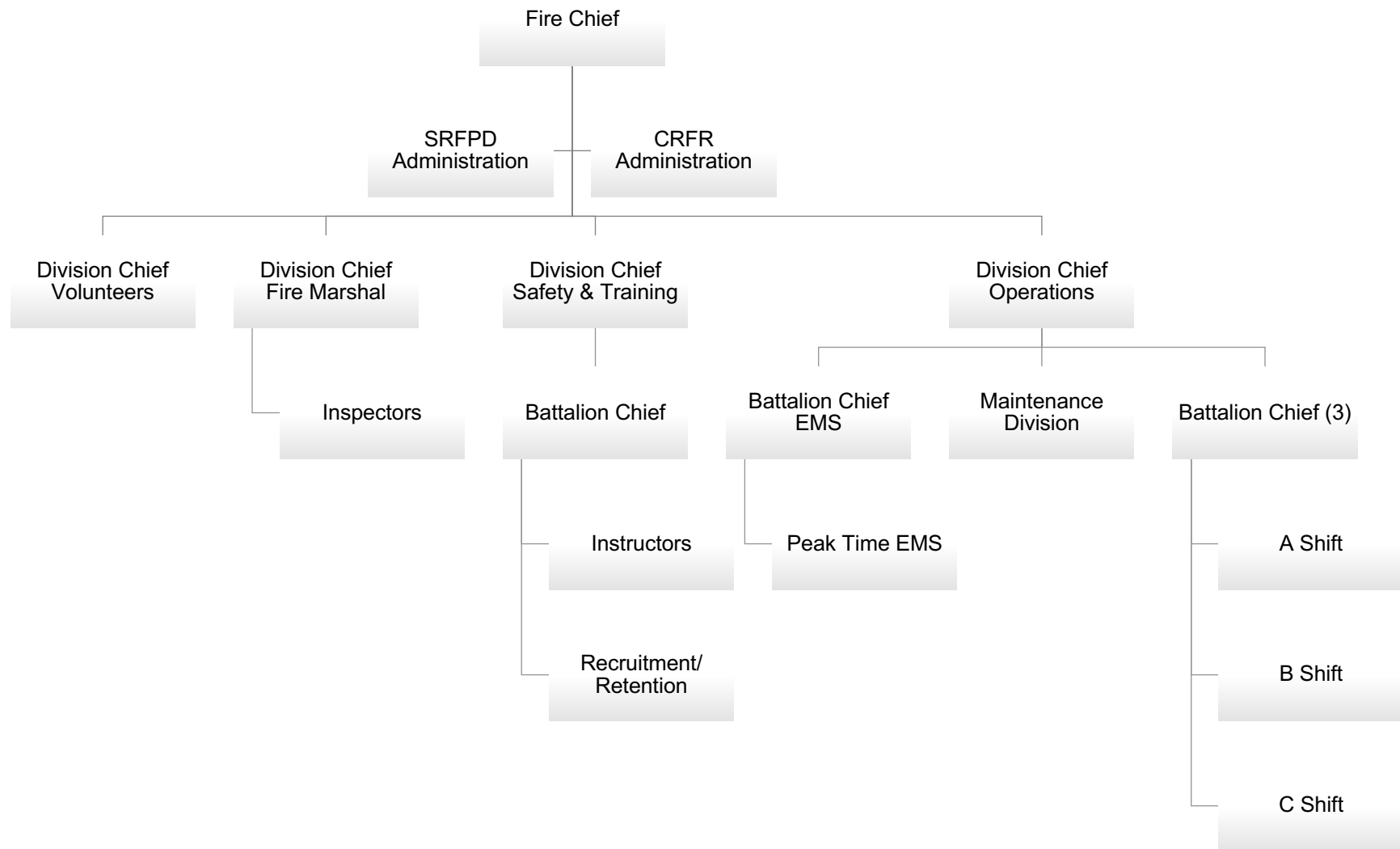
Nationally recognized best practice for span of control in highly technical and professional positions is to limit direct reports typically to five or six positions, with nine direct reports considered the maximum to mitigate organizational risk.

Each Fire District has their own organizational alignment that somewhat aligns with the overall IGA organization as it relates to the Division Chief level. However, there are differences that creates confusion among the rank and file. For example, the CRFR chart indicates the three operations shifts report to the Division Chief of Operations. In the SRFPD chart the career and volunteer staff report to two Division Chiefs. Within the combined organization chart, the company officers report to all the Division Chiefs.

Appendix Three of the IGA outlines the use of a Joint Duty Officer which, by definition, is a Chief Officer of one of the Districts. In essence, any one of the Division Chiefs become the Duty Officer for a shift. This does not provide the rank and file with any consistency in operations or provides them with an appropriate line of authority. Operationally, the Division Chiefs respond from home outside normal business hours and may not be immediately available for issues that may arise overnight or weekends.

To further add to the confusion, the IGA states the Joint Duty Officer shall generally apply the appropriate policies and practices of the district they are serving at the time. Deviation is permitted at their discretion depending on the situation. These blurred lines create issues related to authority, accountability, and the chain of command.

There exists an opportunity for improvement and a means to streamline the administrative functions of the Districts. The chart that follows is a suggested realigned organizational chart that begins at the Fire Chief level.

Columbia River / Scappoose Realigned Organization Chart

The realigned organizational chart includes a Battalion Chief position for each shift. This position would replace the Joint Duty Officer position included in Appendix Three of the IGA. It provides each shift with a Chief Officer assigned to the shift and provides a chain of command and accountability for the shift. This also places both Fire Districts' operations under a single Division Chief providing a singular direction and a unified command.

The annual salaries to add the Battalion Chief position is \$107,576.04 per position or \$322,728.12 for all three positions. The salary is calculated using the pay scales of SRFPD. The base wage of a Lieutenant is 10% above the top Firefighter/EMT. Following this logic, the Battalion Chief would be 10% above the base wage of a Lieutenant and using the 2021 wage scale the annual salary for one position is \$107,576.04. The table that follows provides a total cost to add the three positions.

Additional Personnel Cost

	Salary	Benefits	Turnout Gear / Uniforms	Total Cost	Number of Personnel	Total First Year Cost
Battalion Chief	\$107,576	\$69,272	\$12,000	\$188,848	3	\$566,544

Another move realigns the Division Chief of EMS to report to the Division Chief of Operations as a Battalion Chief. This places all the response operation aspects of both Fire Districts in one Division. Making this move supports a singular direction and unified command to the Fire Districts, the rank and file, and further allows for the integration of the shared resources.

Further realignment of the Division Chiefs and their respective duties provides a more streamlined approach to the operation and reduces the direct reports to manageable levels. Consolidating the Training and Safety functions into a single Division would provide additional support to both functions. Currently there are no direct reports for either of these two positions. This move allows for a Battalion Chief to provide more direct involvement and direction for both the training and safety functions of the two Districts.

Recommendations:

Realign the organization chart to include both districts in the overall organization to provide a chain of command and clear lines of authority.

Realign the Division Chief responsibilities for a streamlined organization and to provide equivalent oversight and direction to both Fire Districts.

Add three Battalion Chief positions to provide oversight and direction for each shift at a cost of \$566,544 in the first year.

4 | Internal Systems

1. Standard Operating Procedures

Along the same lines as the Board Policies and Procedures is the operational policies and procedures commonly referred to as Standard Operating Procedures (SOP). These documents outline how a fire or emergency medical service responds to and handles a call for service. They also outline and provide guidance for other operations and subjects such as training, fire prevention, safety policies, driving policies, and the code of conduct. These documents can become quite large, in fact the Scappoose Policy and SOP document is over 300 pages.

Each Fire District has policies and procedures in place of which some are the same or similar while others may not exist in one of the Districts. For example, each of the Districts have policies and procedures for a structure fire. These procedures are similar and may be identical in some areas. SRFPD has a policy and procedure addressing boat operations and is quite detailed as it should be given it is a part of their response capability. CRFR does not have this capability so their policy is much different.

As previously identified, the IGA states the Joint Duty Officer shall generally apply the appropriate policies and practices of the district they are serving at the time. Deviation is permitted at their discretion depending on the situation. Here again the differences in the policies and procedures create those blurred lines related to accountability, authority, operational readiness, and the chain of command. Operating with the same policies and procedures will allow the two Districts to function more fluidly and allow the Chief Officers to be familiar with one set of procedures.

Recommendation: Revise the Standard Operating Procedures and Guidelines for each Fire District to align with each other to standardize the response and operation of the districts.

2. Electronic Platforms and Programs

Within the administrative areas of the districts is the records management systems, computer systems, and other programs used to capture and analyze data. Additionally, there are other documents that should be on the same platform such as word documents,

spreadsheets, or other similar type documents. This is particularly true for some of the special software programs used such as the accounting software or other database type software.

Standardizing the various software programs and operating platforms will allow for the standardization of various reports and documents. The primary contributor to standardized reports would be in the financial documents. For example, the budgets for each District contains the same information but it is presented in differing views making it difficult to compare and contrast the data. The same holds true for the reporting of fire and EMS responses and reporting.

Recommendations:

Evaluate the various software programs available for use by the Fire Districts and begin to transition to standardize those programs.

Establish and adopt standardized reporting and document formats for common reports between the Fire Districts.

5 | Fire Prevention

Fire prevention and loss control is the first defense against unwanted fires. The goal of any fire prevention program is to prevent the fire from occurring, prevent the loss of life, reduce the severity of a fire if one does occur, and if a fire does occur to enable the fire suppression forces to perform their tasks more effectively. These goals are accomplished through building inspections, public education activities, and the planning before a building is built.

The fire prevention function is a shared resource between the two Districts. It is staffed by one Division Chief to handle the workload. The following table illustrates the inspection activity for the past year.

Fire Prevention Activity

	2018-19
Driveway Inspections	130
New Construction Inspections	211
Ongoing Inspections	52
Plan Reviews	81
Follow-up Inspections	20
Fire Investigations	17
Pre-Application Meetings	29
Administrative Reviews	213

Prevention activity for the past year is indicative of the growth occurring in the area as the largest and most time-consuming activity is related to new construction. This trend is likely to continue as the new housing starts are expected to be about 50 to 75 homes a year for the next several years. This will continue to increase the number of driveway inspections alone. In addition, there are several large commercial developments in the Scappoose area that will require additional inspection work.

The ongoing inspections or those inspections for existing businesses and structures are not getting completed. According to the business licenses issued there are 199 businesses in Scappoose and 912 in St. Helens. This does not include any facilities outside those two Cities that would require fire safety inspections. Using these numbers, about 4% of the inspectable properties received a fire safety inspection during the past year.

On average it requires about one hour to complete an inspection for an operational business. This includes the actual inspection and report generation of the inspection. Some facilities will take longer due the size or complexity of the facility while others could be completed in a relatively short amount of time. Some facilities will require follow up inspection to ensure compliance with the applicable codes and regulations. Follow-up inspections are not as time consuming as initial inspections as re-inspections are targeted to specific violations.

The annual salary to add a fire inspector position is estimated at \$60,000. The salary is based on past experience of the Fire Districts and a previous position with CRFR. This is an estimation for the cost as the position will not be added immediately and adjustments to the starting salary are likely. The table that follows provides a total cost to add the position.

	Additional Personnel Cost			Total Cost	Number of Personnel	Total First Year Cost
	Salary	Benefits	Turnout Gear / Uniforms			
Fire Inspector	\$60,000	\$38,636	\$12,000	\$110,636	1	\$110,636

Recommendation: Add a fire safety inspector position to the Fire Prevention Division to conduct fire safety inspections in ongoing and operational facilities as authorized by the Fire Prevention Code at a cost of \$110,636 in the first year.

5 Financial Resources

This chapter presents the projects team’s analysis of the financial resources of both Fire Districts.

1 | Overview

The primary source of revenue for both districts include property taxes and emergency medical services user fees. Other sources include grants, fire prevention fees and memberships to the Fire Med program. The Fire Med program covers the deductible or other unpaid portion of an ambulance bill that is not paid by health care insurance. The tables in this chapter generally follow the same outline as the audits that were supplied as part of the data request and only contain the general fund items. This was done so the financial data for each District is uniform for comparisons and analysis.

1. Property Taxes

Ballot Measure 47 was passed in 1996 in the State of Oregon that reduced property taxes to the lesser of the 1994-1995 tax or the 1995-1996 tax minus 10% and limited future increases in assessed property values to 3% per year. In 1997 Ballot Measure 50 was passed to clarify language in the Ballot Measure 47. Essentially, the assessed value of property is limited to a 3% increase per year and fixes the property tax rate of a taxing district to its 1997-1998 rate.

For the projection calculations in the following tables several factors and assumptions were considered.

- There are new residential areas and subdivisions being planned and are in various stages of construction or haven’t started.
- Within the CRFR area there are several multi-family developments being planned and constructed.
- New commercial developments in Scappoose have been awarded tax breaks that will not positively impact the revenues of the Fire District.
- Any new commercial developments in the area will likely receive the same tax breaks and not generate any new tax revenue for either Fire District.
- There is growing concern there will be a recession in the near future that will have an effect on any new construction and development.

Given the above assumptions and factors, future new growth is limited to 1% for the next two years then begins to taper off over the following three years. This is a conservative approach to account for any construction delays. The 3% allowable increase per year is used throughout the projections.

(1) Columbia River Fire and Rescue

The current permanent tax rate for the CRFR is \$2.9731 per \$1,000 of assessed value or \$297.31 for a property assessed at \$100,000. Fire Districts have constitutional and statutory limitations on the amount of taxes they can assess. Once a permanent tax rate limit is set, it cannot be changed by the District or its patrons. A District can only have one permanent rate limit. The tables that follow illustrate the past five years of property valuation based on data from Columbia County, the taxes assessed based on the permanent tax rate, and the taxes collected from the financial records of the District. The table also illustrates the projected valuation and collections for the next five years.

Columbia Fire and Rescue Property Valuation Projection

Fiscal Year	Assessed Value	Annual Increase	Taxes Imposed	Collection Rate	Taxes Collected
2015/16	\$2,215,265,241		\$6,586,205	96.9%	\$6,381,327
2016/17	\$2,312,290,525	4.4%	\$6,874,671	92.8%	\$6,382,305
2017/18	\$2,410,893,523	4.3%	\$7,167,828	93.2%	\$6,680,545
2018/19	\$2,491,596,234	3.3%	\$7,407,765	90.7%	\$6,718,500
2019/20	\$2,586,390,349	3.8%	\$7,689,597	92.0%	\$7,071,000
2020/21	\$2,689,845,963	4.0%	\$7,997,181	94.6%	\$7,565,333
2021/22	\$2,797,439,801	4.0%	\$8,317,068	94.6%	\$7,867,947
2022/23	\$2,902,343,794	3.8%	\$8,628,958	94.6%	\$8,162,995
2023/24	\$3,003,925,827	3.5%	\$8,930,972	94.6%	\$8,448,699
2024/25	\$3,101,553,416	3.3%	\$9,221,228	94.6%	\$8,723,282

The average annual increase for the five-year period is 3.9% which includes growth that has occurred. The collection rate represents the average of the past five years at 94.6%.

(2) Scappoose Rural Fire Protection District

For SRFPD the permanent tax rate is \$1.1145 per \$1,000 of assessed value or \$111.45 for a property assessed at \$100,000. Fire Districts have constitutional and statutory limitations on the amount of taxes they can assess. Once a permanent tax rate limit is set, it cannot be changed by the District or its patrons. A District can only have one permanent rate limit.

While the permanent tax rate cannot be increased, a local option tax is permitted and must be approved by the electorate. Oregon Revised Statutes Section 280.060 allows for a Fire District to assess a local option tax. This tax is limited to 5 years for operations and 10 years for capital construction purposes. The tax must be approved by the voters and may be renewed with the approval of the voters. In 2016 the voters in the SRFPD approved a local option tax of \$1.24 per \$1,000 valuation or \$124.00 for a property assessed at \$100,000. This local option tax is set to expire on June 30, 2022 unless the voters approve the continuation of the levy. The local option tax and the permanent tax combined provides a property tax rate of \$2.3545 per \$1,000 assessed valuation.

The tables that follow illustrate the past five years of property valuation based on data from Columbia and Multnomah Counties, the taxes assessed based on the permanent tax rate, the local option tax rate, and the taxes collected from the financial records of the District. The table also illustrates the projected valuation and collections for the next five years.

Scappoose Rural Fire Protection District Property Valuation Projection

Fiscal Year	Assessed Value	Annual Increase	Taxes Imposed	Collection Rate	Taxes Collected
2015/16	\$1,117,941,876		\$2,632,194	81.5%	\$2,146,120
2016/17	\$1,162,402,559	4.0%	\$2,736,877	81.7%	\$2,236,690
2017/18	\$1,227,705,765	5.6%	\$2,890,633	93.9%	\$2,715,265
2018/19	\$1,319,445,724	7.5%	\$3,106,635	94.7%	\$2,941,777
2019/20	\$1,366,159,125	3.5%	\$3,216,622	97.9%	\$3,148,989
2020/21	\$1,420,805,490	4.0%	\$3,345,287	94.8%	\$3,171,332
2021/22	\$1,477,637,710	4.0%	\$3,479,098	94.8%	\$3,298,185
2022/23	\$1,533,049,124	3.8%	\$3,609,564	94.8%	\$3,421,867
2023/24	\$1,586,705,843	3.5%	\$3,735,899	94.8%	\$3,541,632
2024/25	\$1,638,273,783	3.3%	\$3,857,316	94.8%	\$3,656,735

The average annual increase for the five-year period is 5.2% which includes some growth that has occurred. The average collection rate for the past five years has been 89.6%. However, for the past three years the average collection rate has significantly improved to 94.8% that also coincides with CRFR experience.

2. Financial Projection Methodology

During the preparation of budgets there is a tendency to understate the revenues and overstate the expenditures. This is typically done to ensure there is sufficient funding for the operations and to account for anticipated expenditures. For example, Scappoose has anticipated wildland fire callouts for the next year and has increased their personnel

expenses by \$240,000 to account for this expense that may or may not be needed. These types of revenue and expense adjustments are made based on past experience and will fluctuate from year to year.

For the purposes of projecting financial resources, these types of nuances should be removed from consideration as it will likely skew the results several years out. To adjust for this, the FY2019 actual data was compared to the FY2019 budget data to determine a percentage difference. This percentage is then used to project the line item for the FY2020 budget. For example, Scappoose budgeted \$670,000 for EMS billing receipts with an actual collection of \$765,429. Part of this increase was due the manner in billing was handled that increased the fund by approximately \$50,000. Reducing the actual collection by this one-time increase leaves an estimated actual collection of \$715,429 or approximately 6.7% over the budgeted amount. To project the FY2020 revenue line item, the budgeted amount of \$700,000 was increased by 6.7% to \$746,900. Each revenue and expense line item were evaluated using this same methodology.

The remaining fiscal year projections are based on the FY2020 projections. For the EMS revenues in Scappoose, the starting point is \$787,272 and an annual increase of 2% is added each year.

3. Revenue Projections

Using the projection methodology above the following tables illustrate the projected revenues for each of the districts.

Columbia River Fire and Rescue Revenue Projection

Pct. Change	General Fund Revenues	FY2019 Actual	FY2020 Projected	FY2021	FY2022	FY2023	FY2024	FY2025
	Current Taxes	\$7,007,387	\$7,362,510	\$7,565,333	\$7,867,947	\$8,162,995	\$8,448,699	\$8,723,282
	Prior Year Taxes	\$359,865	\$411,626	\$260,000	\$260,000	\$260,000	\$260,000	\$260,000
	Earnings on Investments	\$95,528	\$134,408	\$134,408	\$134,408	\$134,408	\$134,408	\$134,408
3.0%	Fire-Med	\$56,570	\$57,282	\$59,000	\$60,770	\$62,593	\$64,471	\$66,405
	Public Education	\$131	\$150	\$150	\$150	\$150	\$150	\$150
	Donations							
	Donations and Grants	\$2,329	\$0	\$0	\$0	\$0	\$0	\$0
	Miscellaneous	(\$7,532)	\$1,000	\$1,000	\$1,000	\$1,000	\$1,000	\$1,000
2.0%	Ambulance Service	\$1,565,017	\$1,609,185	\$1,641,369	\$1,674,197	\$1,707,681	\$1,741,834	\$1,776,671
	Address Sign Sales	\$508	\$249	\$249	\$249	\$249	\$249	\$249
	Lifelight Members	\$41,530	\$42,437	\$42,437	\$42,437	\$42,437	\$42,437	\$42,437
	Special Training	\$7,651	\$21,544	\$21,544	\$21,544	\$21,544	\$21,544	\$21,544
	Conflagration Revenue	\$415,993	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000
5.0%	Third Party Contract Billing	\$32,602	\$34,051	\$35,754	\$37,541	\$39,418	\$41,389	\$43,459
	Fines and Billable Response	\$0	\$0	\$0	\$0	\$0	\$0	\$0
	Fire Service Agreements	\$6,911	\$6,357	\$6,357	\$6,357	\$6,357	\$6,357	\$6,357
	Royalties and Rights	\$15,878	\$15,830	\$15,830	\$15,830	\$15,830	\$15,830	\$15,830
	Total Revenue	\$9,600,369	\$9,896,629	\$9,983,431	\$10,322,429	\$10,654,661	\$10,978,369	\$11,291,792

Using the projection methodology previously described, the FY2020 projection forms the basis for the subsequent projections through FY2015. The column labeled as Pct. Change represents the annual change that is anticipated for that line item using past experience as the leading factor for the increase. The current taxes are based on the property valuations in the previous section. Some line items remained neutral such donations and grants that are an unknown quantity and cannot be reasonably projected.

Scappoose Rural Fire Protection District Revenue Projection								
Pct. Change	General Fund Revenues	FY2019 Actual	FY2020 Projected	FY2021	FY2022	FY2023	FY2024	FY2025
	Current Taxes	\$2,941,777	\$3,215,425	\$3,171,332	\$3,298,185	\$3,421,867	\$3,541,632	\$3,656,735
0.0%	Prior Year Taxes	\$136,086	\$165,495	\$165,495	\$165,495	\$165,495	\$165,495	\$165,495
2.0%	EMS	\$765,429	\$746,900	\$761,838	\$777,075	\$792,616	\$808,469	\$824,638
3.0%	Fire-Med	\$42,810	\$44,551	\$45,887	\$47,264	\$48,682	\$50,142	\$51,647
0.0%	Intergovernmental	\$102,283	\$105,000	\$105,000	\$105,000	\$105,000	\$105,000	\$105,000
0.0%	Grants	\$9,577	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000
0.0%	Interest & Gas Royalties	\$57,765	\$45,000	\$45,000	\$45,000	\$45,000	\$45,000	\$45,000
0.0%	Miscellaneous	\$20,168	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000
0.0%	G.E.M.T. (Medicaid)	\$0	\$30,000	\$30,000	\$30,000	\$30,000	\$30,000	\$30,000
2.0%	Fire Marshal	\$82,401	\$40,000	\$40,800	\$41,616	\$42,448	\$43,297	\$44,163
0.0%	Conflagration Revenue	\$252,407	\$95,000	\$95,000	\$95,000	\$95,000	\$95,000	\$95,000
	Total Revenue	\$4,410,703	\$4,507,370	\$4,480,352	\$4,624,634	\$4,766,108	\$4,904,035	\$5,037,678

Using the projection methodology previously described, the FY2020 projection forms the basis for the subsequent projections through FY2015. The column labeled as Pct. Change represents the annual change that is anticipated for that line item using past experience as the leading factor for the increase. The current taxes are based on the property valuations in the previous section. The Fire Marshal line item received \$82,401 in FY2019 and is not expected to be this high in subsequent years. For the purposes of this projection, the FY2020 budget was used as a basis for the projection. Other line items remained neutral such donations and grants that are an unknown quantity and cannot be reasonably projected.

4. Expense Projections

Using the projection methodology above the following tables illustrate the projected expenditures for each of the districts.

Columbia River Fire and Rescue Expenditure Projection

Pct. Change	General Fund Expenditures	FY2019 Actual	FY2020 Projected	FY2021	FY2022	FY2023	FY2024	FY2025
5.0%	Personnel Services	\$7,369,843	\$7,893,410	\$8,288,080	\$8,702,484	\$9,137,609	\$9,594,489	\$10,074,213
2.0%	Materials and Services	\$756,344	\$729,311	\$743,898	\$758,776	\$773,951	\$789,430	\$805,219
2.0%	Contractual Services	\$281,366	\$227,656	\$232,209	\$236,853	\$241,590	\$246,422	\$251,350
	Operating Expenditures	\$8,407,553	\$8,850,377	\$9,264,187	\$9,698,113	\$10,153,150	\$10,630,341	\$11,130,782
0.0%	Capital Improvements	\$422,672	\$716,500	\$0	\$0	\$0	\$0	\$0
0.0%	Debt Service	\$216,612	\$228,500	\$228,500	\$228,500	\$228,500	\$228,500	\$228,500
	Total Expenditures	\$9,046,836	\$9,795,377	\$9,492,687	\$9,926,613	\$10,381,650	\$10,858,841	\$11,359,282
	Result of Operations	\$553,533	\$101,252	\$490,744	\$395,816	\$273,012	\$119,528	(\$67,491)

For these projections, there were assumptions used in the forecast model as listed below.

- For personnel services a 5% annual increase was used. This was based on the past experience with the retirement system adjusting the rates every two years and anticipated cost of living increases,
- The Materials and Services and Contractual Services were increased an annual average of 2% keeping in line with the consumer price index in the area and with the anticipated cost of living increases.
- Capital Improvements were not forecasted. There are other reserved funds for these types of purchases that are not included here.

The result of operations is the difference between the revenues for the fiscal year and the expenditures for the fiscal year. It does not include any cash reserves or funds carried over from the previous year. This format is in keeping with the auditors' report format.

Scappoose Rural Fire Protection District Expenditure Projection

Pct. Change	General Fund Expenditures	FY2019 Actual	FY2020 Projected	FY2021	FY2022	FY2023	FY2024	FY2025
5.0%	Personnel Services	\$3,225,445	\$3,487,862	\$3,662,255	\$3,845,368	\$4,037,636	\$4,239,518	\$4,451,494
2.0%	Materials and Services	\$751,963	\$739,218	\$754,002	\$769,082	\$784,464	\$800,153	\$816,156
	Operating Expenditures	\$3,977,408	\$4,227,080	\$4,416,257	\$4,614,450	\$4,822,100	\$5,039,671	\$5,267,650
	Capital Improvements	\$82,578	\$141,500	\$0	\$0	\$0	\$0	\$0
	Total Expenditures	\$4,059,986	\$4,368,580	\$4,416,257	\$4,614,450	\$4,822,100	\$5,039,671	\$5,267,650
	Result of Operations	\$350,717	\$207,026	\$133,695	\$81,177	\$16,421	(\$61,775)	(\$154,634)

For these projections, there were assumptions used in the forecast model as listed below.

- For personnel services a 5% annual increase was used. This was based on the past experience with the retirement system adjusting the rates every two years and anticipated cost of living increases,
- The Materials and Services and Contractual Services were increased an annual average of 2% keeping in line with the consumer price index in the area and with the anticipated cost of living increases.
- Capital Improvements were not forecasted. There are other reserved funds for these types of purchases that are not included here.

The result of operations is the difference between the revenues for the fiscal year and the expenditures for the fiscal year. It does not include any cash reserves or funds carried over from the previous year. This format is in keeping with the auditors' report format.

5. Fund Summary

The fund summary tables below provide a summary of the operations including beginning cash reserves and transfers to other funds. The beginning funds are those unrestricted funds that are available for operational uses and not those funds that are designated for a specific purpose such capital improvements.

Columbia River Fire and Rescue Fund Summary Projection

Fund Summary	FY2019 Actual	FY2020 Projected	FY2021	FY2022	FY2023	FY2024	FY2025
Beginning Unrestricted Funds	\$3,955,026	\$4,180,259	\$3,996,511	\$4,487,255	\$4,883,072	\$5,156,084	\$5,275,611
Revenues	\$9,600,369	\$9,896,629	\$9,983,431	\$10,322,429	\$10,654,661	\$10,978,369	\$11,291,792
Sale of Assets	\$21,700	\$40,000	\$0	\$0	\$0	\$0	\$0
Transfer - In	\$0	\$50,000	\$0	\$0	\$0	\$0	\$0
Total Resources	\$13,577,095	\$14,166,888	\$13,979,942	\$14,809,685	\$15,537,733	\$16,134,452	\$16,567,403
Expenditures	\$9,046,836	\$9,795,377	\$9,492,687	\$9,926,613	\$10,381,650	\$10,858,841	\$11,359,282
Transfer - Out	\$350,000	\$375,000	\$0	\$0	\$0	\$0	\$0
Total Requirements	\$9,396,836	\$10,170,377	\$9,492,687	\$9,926,613	\$10,381,650	\$10,858,841	\$11,359,282
Ending Unrestricted Funds	\$4,180,259	\$3,996,511	\$4,487,255	\$4,883,072	\$5,156,084	\$5,275,611	\$5,208,121

The fund balance begins to increase in the FY2021 and FY2022 projections. It should be noted there is no projection given for transfers to other funds and no projections were made for capital improvement projects. These items were not projected as those funds are somewhat discretionary in terms of when a capital item needs to be purchased or the transfer of funds for specific purposes such as the health insurance reserve. This projection lends itself to a positive financial condition and no immediate needs for a local tax option.

Scappoose Rural Fire Protection District Fund Summary Projection							
Fund Summary	FY2019 Actual	FY2020 Projected	FY2021	FY2022	FY2023	FY2024	FY2025
Beginning Unrestricted Funds	\$1,677,606	\$1,951,780	\$1,935,108	\$1,999,202	\$2,009,386	\$1,953,395	\$1,817,759
Revenues	\$4,410,703	\$4,507,370	\$4,480,352	\$4,624,634	\$4,766,108	\$4,904,035	\$5,037,678
Sale of Assets	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Transfer In	\$112,944	\$0	\$0	\$0	\$0	\$0	\$0
Total Resources	\$6,201,253	\$6,459,150	\$6,415,459	\$6,623,836	\$6,775,495	\$6,857,430	\$6,855,436
Expenditures	\$4,059,986	\$4,368,580	\$4,416,257	\$4,614,450	\$4,822,100	\$5,039,671	\$5,267,650
Transfer - Out	\$189,487	\$155,463	\$0	\$0	\$0	\$0	\$0
Total Requirements	\$4,249,473	\$4,524,043	\$4,416,257	\$4,614,450	\$4,822,100	\$5,039,671	\$5,267,650
Ending Unrestricted Funds	\$1,951,780	\$1,935,108	\$1,999,202	\$2,009,386	\$1,953,395	\$1,817,759	\$1,587,786

The fund balance begins to increase in the FY2021 and FY2022 projections before they begin a slight downward trend. It should be noted there is no projection given for transfers to other funds and no projections were made for capital improvement projects. These items were not projected as those funds are somewhat discretionary in terms of when a capital item needs to be purchased or the transfer of funds for specific purposes such as the personnel services fund. This projection lends itself to a positive financial condition and the local tax option will need to remain in place to maintain the current level of service.

Based on the projections in the previous tables, both Fire Districts appear to be in good financial condition. Continued monitoring of the financial health of each organization will allow the organizations to continue their respective operations. It should be noted these are planning tools used to assist in the decision-making process about future revenues and expenditures. The assumptions used are based on past experiences and are likely to change as the process moves forward.

5. Consolidation of Financial Resources Function

Each Fire District currently have separate financial and human resource functions. There is an opportunity to create a single division to handle both human resources and financial resources functions for both Fire Districts. Having a single Division Head would allow for both functions to create similar policies, processes, and reporting requirements. If the two Fire Districts merge into a single Fire District, many of the records and processes would be the same making the merger more amicable.

At the same time the Boards of each District should establish a policy of financial reporting. Currently the CRFR, based on the auditors' report, is operating on an accrual basis meaning the revenues and expenses are recorded when they occur regardless of when any cash is exchanged. The SRFPD is operating, based on the auditors' report, on a modified cash basis. This process combines parts of the accrual system and the cash system for financial reporting. There is nothing wrong with either method of reporting the financial resources of the Districts. The consolidation of the two Districts will require a single system to be used. According to the auditors for SRFPD, it is estimated there would be a one-time cost of approximately \$5,000 to implement accrual-based accounting and would increase the labor expense for SRFPD as the accrual system requires more time and technical expertise.

The IGA establishes a means to share resources in terms of personnel, processes, and procedures. It does not relinquish the fiduciary responsibilities of the Board of Directors. While the consolidation of the financial resources function is an opportunity to improve the cooperative effort, each Fire District will be required to maintain its own set of financial records separate from each other. This could present issues for the consolidation of the financial resource functions by having to maintain two separate sets of financial records.

In terms of merging the human resources function both Fire Districts would have the same rules, regulations and processes for the recruitment, hiring, and retention of career and volunteer personnel. This would create a single source for information and functionality

related to human resource issues. With the creation of this division, the recruitment and retention position would be moved to this division as well.

Recommendations:

The Board of Directors for both Fire Districts should adopt a financial reporting method to be used to consolidate the financial resources function.

Create a single division to handle the financial recordkeeping and reporting and the human resources functions including hiring, recruitment, and retention of career and volunteer personnel.

6 Operational Alliance

The existing IGA establishes the sharing of resources for the operational aspects of each Fire District. As previously outlined, there are several internal issues to be addressed to continue and expand the current IGA and the potential merger of the two Fire Districts. This chapter provides information and background on the establishment of an operational alliance between Columbia River Fire and Rescue and the Scappoose Rural Fire Protection District as an alternative to a complete merger.

1 Overview

In terms of a complete merger of the two Fire Districts there are several issues that would need to be addressed. The largest hurdle are the tax rates and the differences between the two districts. Merging two fire districts is a long arduous process that ultimately requires the approval of the voters. In fact, Umatilla County Fire District #1 took over two years to consolidate two fire districts. For Umatilla County, the first attempt failed as the voters in one district rejected the idea.

The operational alliance through the creation of a fire authority is a different approach being used in Oregon. In this scenario, the districts remain intact and through an IGA create a fire authority to be the operational organization. In 2012 the Lane Rural Fire/Rescue and Lane County Fire District No. 1 operationally aligned to create the Lane Fire Authority. This agreement is an IGA that essentially aligns everything, except the taxing authority, into a single district. Santa Clara Fire Protection District joined the Lane Fire Authority in 2018 using a similar IGA. A copy of the Lane Fire Authority IGA is included as Appendix B for reference.

With a cooperative effort already existing between the two districts, the next logical step would be to create a fire authority and an operational alliance. Advantages to the formation of a fire authority include:

- The existing fire districts would maintain their own Board of Directors, this would ensure the authority to levy taxes remained with the currently established Fire Districts.
- The Chief Executive Officer (Fire Chief) only has one Board of Directors to report to eliminating any confusion and the ability to provide clear direction.

- The continued reduction of the duplication of resources between the two Fire Districts.

2 | Governance

The formation of the fire authority between CRFR and SRFPD would be accomplished through the establishment of an Intergovernmental Agreement (IGA) similar to the existing agreement. This new agreement would create a new organization or fire authority to handle the operational aspects of the fire protection system.

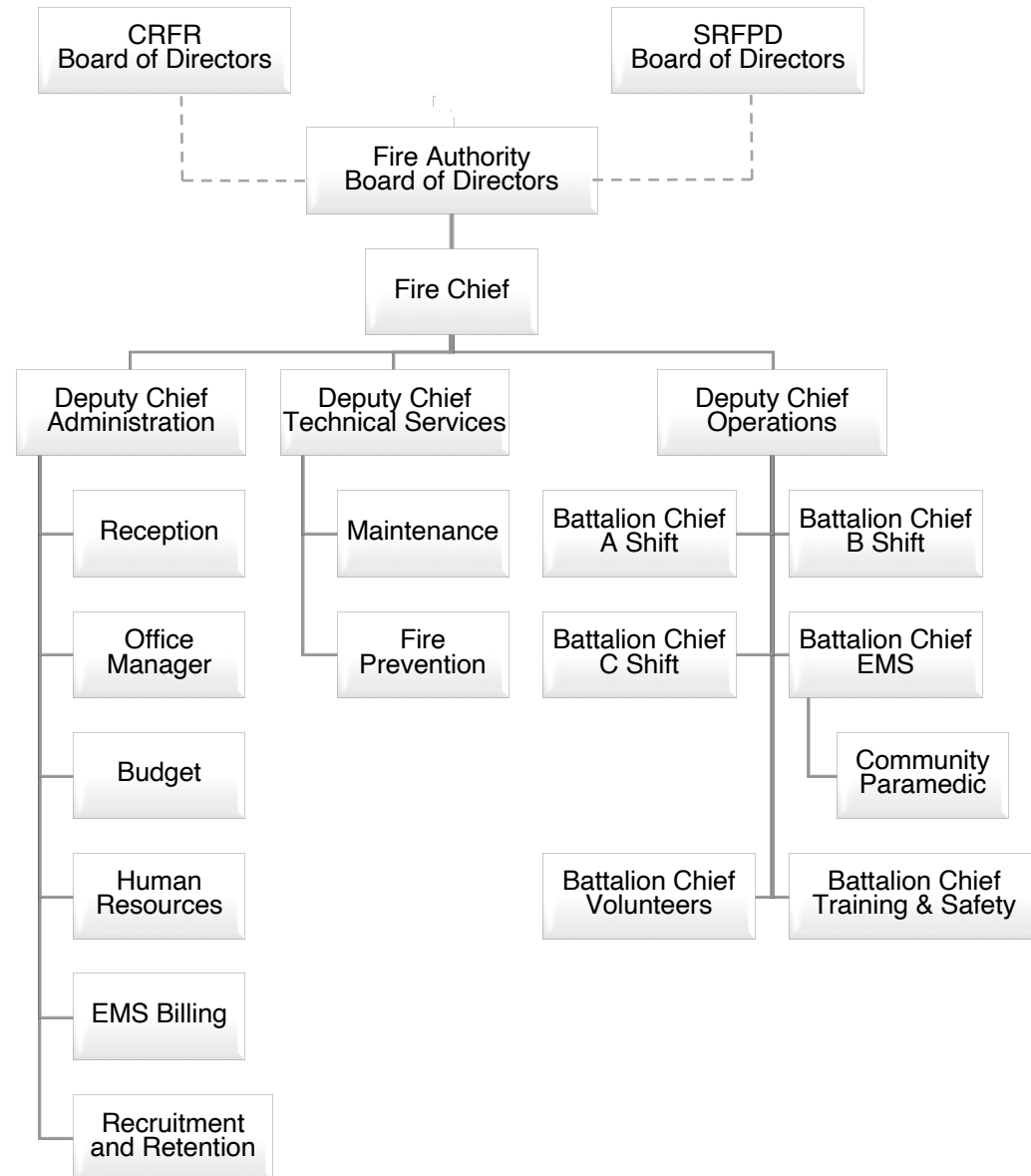
A new Board would be established to oversee and manage the fire authority. Each fire district would appoint two elected members of their respective boards to serve on the fire authority board. Each board member would have one vote on any matter that comes before the fire authority board. This new Board would also need to establish the By-Laws for the fire authority and Board policies and procedures.

In addition to establishing a new Board to oversee the fire authority, there are several other items that should be addressed in the IGA to include:

- A defined mechanism to resolve any disputes arising from the operations and the Fire Authority Board using the two existing Fire District Boards as the mediator.
- Provisions to delegate to the fire authority certain powers including, but not limited, entering into contracts, employment of personnel, acquisition of assets, and incurring debts or liabilities.
- Duties of the fire authority would include such things as collection of fees for services and charges for ambulance services and setting the terms for employment for both career and volunteer personnel.

The fire authority will have several steps to complete to be formally established including registration with the State of Oregon and obtaining the appropriate registrations for tax purposes. Employer identification numbers will also need to be obtained as the fire authority will eventually assume the payroll functions.

Organizationally the fire authority can be set up in a manner that is improved over the existing IGA. With a single Board and the personnel reporting to a single management unit, the lines of authority and reporting become much clearer. The following is a suggested organization chart.



Within the organizational chart there are several positions that are not in either of the current organizations. For example, there are no Deputy Chiefs in the current organization but there are Division Chiefs. There are no Battalion Chiefs in the current fire protection system. Moving the current personnel from the existing system to the new fire authority may require the positions to be moved in their current configuration until such time as the new organizational chart can be implemented.

In as much as each Fire District is a party to the IGA, it is essentially a contract to provide fire and emergency medical services to the respective districts using the fire authority. As with any contract or agreement, there is a provision to terminate the relationship. The services provided are an essential service to the district and terminating this relationship will require a considerable change in operations. As a result, any decision to terminate should have a one (1) year notice provision. In this manner, an appropriate service can be put in place to continue the services uninterrupted.

3 | Financial Resources

With each of the existing districts retaining their identity and authority to levy and collect taxes, they will also be required to maintain their own financial records. As well, based on the fire authority needs, will support the fire authority financially. Previously it was noted that the two fire districts operate on different accounting systems, modified cash basis versus accrual basis. This type of agreement would eliminate the need to convert the fire districts to a single type of financial system.

The new IGA does not relieve the current Fire Districts of their financial obligations. For example, the CRFR has a Full Faith and Credit General Obligation Bond that was used to construct the Lee Broadbent Training Center. This obligation will remain with the CRFR until its maturity in 2037. As a result, the fire authority cannot receive all the funds generated by the tax levies. Additionally, the tax revenues for each Fire District is different due to the different tax rates and property valuation. The issue is the contribution to the fire authority by each Fire District and the manner in which it is calculated. There are any number of ways to calculate the contributions from the Fire Districts. One solution is to create a base amount that both Fire Districts will contribute. Additional funding to be calculated in any number of ways including:

- Activity such as call volume
- Population

- Size of the Fire District
- Proportional share of assessed value

The additional funding can be a negotiable item each year or as a set calculation. The funding formula will need to address the needs of the fire authority and the needs of each Fire District in terms of their financial obligations.

Procedurally the fire authority would submit a budget to each of the Fire District Boards for their review and approval. The proposed budget would provide each Fire District with the anticipated costs to operate as well as any revenues from fees collected for service provided. Based on the proposed budget, the contribution from each Fire District would also be established for the upcoming fiscal year.

4 | Resources

1. Human Resources

Among the authorities given to the fire authority is the employment of personnel to provide services and to establish the terms of employment including qualifications. The existing personnel, career and volunteer, of each Fire District would be transferred to the fire authority as a part of this operational alliance. With the transfer, there are some items that will need to be addressed:

- Creating a classification and job description for the positions in the fire authority and match them with the existing Fire Districts' classification and job descriptions.
- Adjusting pay scales between the two Fire Districts so that each classification of employee is equal in terms of compensation.
- Benefits will need to be examined to ensure they are equal for all employees.

The items listed above may be better resolved in the consolidation of the two existing unions. Consolidating the unions into a single collective bargaining unit will require some time as one is part of a regional unit and the other is a local unit. However, transferring the personnel from the Fire Districts to the fire authority using the existing compensation and benefit packages will help to begin the process. One advantage to transferring the personnel to the fire authority is that everyone is now part of a single department and not two separate departments.

2. Physical Resources

Physical resources should remain the property of the Fire Districts at least in the short term. This will allow the fire authority to concentrate on the personnel and the operational issues of creating a new fire protection system. Additionally, the CRFR must satisfy the Full Faith and Credit General Obligation Bond used to build the Lee Broadbent Training Center before ownership can be transferred.

5 | Conclusion

It should be understood this type of partnership is not a mechanism to side-step the complete merger of the two Fire Districts. Each Fire District will continue to exist, assess its taxes, and be held accountable to the voters of their respective Districts. It does provide for an operational coalition of the two Districts and allows for other districts to be included as part of the Fire Authority, if warranted. Essentially, each Fire District is contracting with the fire authority to provide the services to the area. As with any contract or IGA, there would be a mechanism to terminate the agreement included in the IGA.

Employing the new fire authority concept allows for the physical and personnel resources to be used in the most efficient and effective manner to ensure operational effectiveness, including the interchange of personnel between stations. It also provides a clean and direct line of communication and reporting for the management positions to have direction from a single Board of Directors and not two boards that could have competing priorities and create confusion for management and employees.

Creating this type of organization will require a considerable amount of public education and presentations. Informing the public of the advantages of this type of arrangement will allow for all involved to be informed and to make reasonable decisions moving forward.

Recommendations:

Develop an Intergovernmental Agreement to operationally align the two Fire Districts through the creation of a Fire Authority.

Create Board Policies and Procedures to provide clear direction to the Fire Administration of the Fire Authority.

Create an organizational chart to align the responsibilities of each Division for the Fire Authority.

Create position descriptions for each position in the fire authority aligned with the adopted Fire Authority organizational chart.

Create a policy and procedure for the purposes of promoting existing personnel into the new Fire Authority organizational chart.

Create Standard Operating Procedures and Guidelines to standardize the response and operation of the Fire Authority.

7 Deployment Strategies and Performance

In making decisions about the emergency services, it is important for the leadership of Columbia River Fire and Rescue and Scappoose Rural Fire Protection District to understand the science behind the location of resources and the deployment strategies of those resources. For many years the Insurance Services Office (ISO) had set the standard for deployment through their Public Protection Classification system. This system was designed to provide insurers a basis for setting insurance rates and to limit their exposure to large losses and catastrophic events. While these efforts provided a good starting point, there is much more for the leadership to know while making decisions about the emergency services.

1 Service Level Definition within Emergency Services

Nationwide, a great deal of effort and research has been put into developing performance objectives for the delivery of fire and EMS services. This effort is critical for agencies making decisions about deployment and location of emergency resources. The objectives promoted for fire/rescue and EMS have their basis derived from research that has been conducted in these two critical issues:

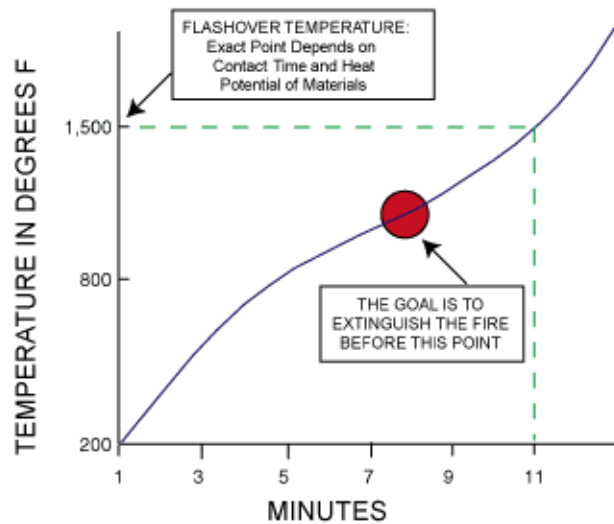
- What is the critical point in a fire’s “life” for gaining control of the blaze while minimizing the impact on the structure of origin and on those structures around it?
- What is the impact of the passage of time on survivability for victims of cardiac arrest?

The following sections describe these factors.

1. Fire Protection Services

The chart that follows, shows a typical “flashover” curve for interior structure fires. The point in time represented by the occurrence of “flashover” is critical because it defines when all the contents of a room become involved in the fire. This is also the point at which a fire typically shifts from “room and contents” to a “structure” fire – involving a wider area of the building and posing a potential risk to the structures surrounding the original location of the fire.

Generalized Flashover Curve



Note that this illustration depicts a fire from the moment of inception – not from the moment that a fire is detected or reported. This demonstrates the importance of early detection and fast reporting as well as rapid dispatch of responding units. This also shows the critical need for a rapid (and sufficiently staffed) initial response – by quickly initiating the attack on a fire, “flashover” can be averted. The points below describe the major changes that occur at a fire when “flashover” occurs:

- It is the end of time for effective search and rescue in a room involved in the fire. It means the likely death of any person trapped in the room – either civilian or firefighter.
- After this point in a fire is reached, portable extinguishers can no longer have a successful impact on controlling the blaze. Only larger handlines will have enough water supply to affect a fire after this point.
- The fire has reached the end of the “growth” phase and has entered the fully developed phase. During this phase, every combustible object is subject to the full impact of the fire.
- This also signals the changeover from “contents” to “structure” fire. This is also the beginning of collapse danger for the structure. Structural collapse begins to become a major risk at this point and reaches the highest point during the decay stage of the fire (after the fire has been extinguished).

It should be noted that not every fire will reach flashover – and that not every fire will “wait” for the 8-minute mark to reach flashover. A quickly responding fire crew can do things to

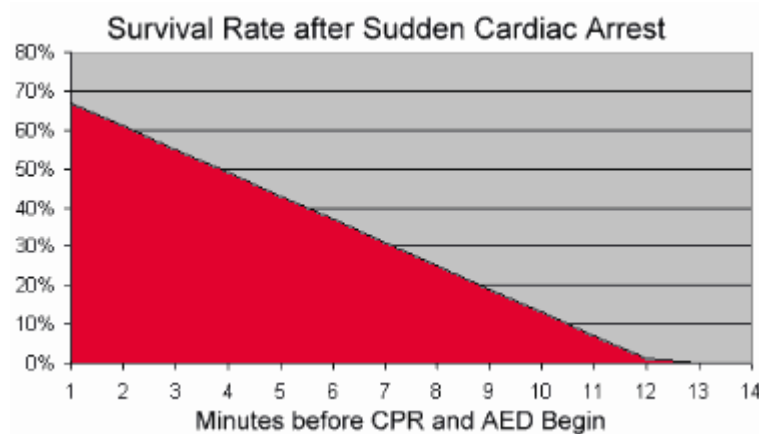
prevent or delay the occurrence of flashover. These options include:

- Application of portable extinguisher or other “fast attack” methodology.
- Venting the room to allow hot gases to escape before they can cause the ignition of other materials in the room.
- Not venting a room – under some circumstances this will stifle a fire and prevent flashover from occurring.

Each of these techniques requires the rapid response of appropriately trained fire suppression resources that can safely initiate these actions. In the absence of automatic fire suppression systems, access to interior fires can again be limited by a safety requirement related to staffing levels. OSHA and related industry standards require the presence of at least 2-firefighters on the exterior of a building before entry can be made to a structure in which the environment has been contaminated by a fire. In the absence of a threat to life demanding immediate rescue, interior fire suppression operations are limited to the extent a fire service delivery system can staff, to assuring a minimum of 4-people actively involved in firefighting operations.

2. Emergency Medical Services

Delivery of emergency medical services is another function of the emergency services system to be considered. Emergency medical calls are rising, and the types of calls are wide ranging. However, as a part of a community’s healthcare system, one of the primary factors in the design of the emergency medical response is the ability to deliver basic CPR and defibrillation to victims of cardiac arrest. The graph below, demonstrates the survivability of cardiac patients as related to time from onset:



This graph illustrates that the chances of survival of cardiac arrest diminish approximately 10% for each minute that passes before the initiation of CPR and/or defibrillation. These dynamics are the result of extensive studies of the survivability of patients suffering from cardiac arrest. While the demand for services in EMS is wide ranging, the survival rates for full arrests are often utilized as benchmarks for response time standards as they are more readily evaluated because of the ease in defining patient outcomes (a patient either survives or does not). This research results in the recommended objective of provision of basic life support within 4-minutes of notification and the provision of advanced life support within 8 minutes of notification.

Considering the response time continuum, the response time goal for emergency services is to provide BLS within 6 minutes of the onset of the incident (including detection, dispatch and travel time) and ALS within 10 minutes. This is often used as the foundation for a two-tier system where fire resources function as first responders with additional (ALS) assistance provided by responding ambulance units and personnel.

Additionally, recent research is beginning to show the impact and efficacy of rapid deployment of automatic defibrillators to cardiac arrests. This research – conducted in King County (WA), Houston (TX) and as part of the OPALS study in Ontario, Canada – shows that the AED can be the largest single contributor to the successful outcome of a cardiac arrest – particularly when accompanied by early delivery of CPR. It is also important to note that these medical research efforts have been focused on a small fraction of the emergency responses handled by typical EMS systems – non-cardiac events make up the large majority of EMS and total system responses and this research does not attempt to address the need for such rapid (and expensive) intervention on these events.

The results of these research efforts have been utilized by communities and first responders, often on their own with no single reference, to develop local response time and other performance objectives. However, there are four major sources of information to which responders and local policymakers can refer when determining the most appropriate response objectives for their community:

- The Insurance Services Office (ISO) provides basic information regarding distances between fire stations. However, this “objective” does little to recognize the unique nature of every community’s road network, population, calls for service, call density, etc.
- The National Fire Protection Association (NFPA) promulgated a document entitled: “NFPA 1720 Standard for the Organization and Deployment of Fire Suppression

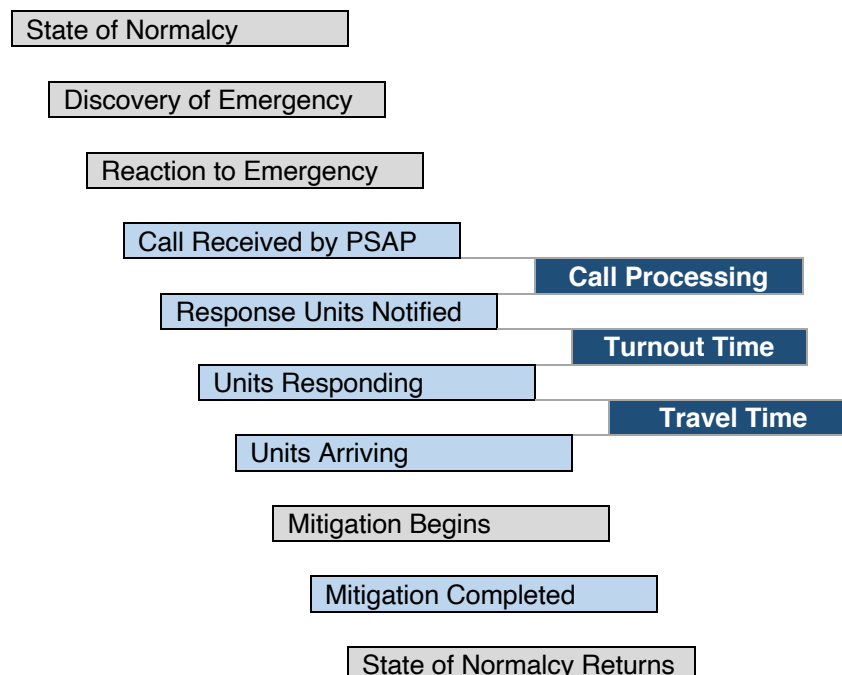
Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments.” This document (NFPA 1720) was published in 2001 and generated a great deal of dialogue and debate – which is still ongoing.

- The Commission on Fire Accreditation International (CFAI) in its “Objectives of Coverage” manual places the responsibility for identifying “appropriate” response objectives on the locality. These objectives should be developed following a comprehensive exercise in which the risks and hazards in the community are compared to the likelihood of their occurrence.
- The American Heart Association (AHA) provides information on the response to cardiac events, the preferred methods of treatment, and the timing of the delivery of the medical care and treatment.

2 | Response Time

Response time to an emergency or call for assistance has been broken down into measurable and non-measurable segments. The response time continuum begins when the state of normalcy changes to a recognizable emergency. The following chart outlines the cascade of events that occurs once an emergency starts or is recognized. Those highlighted points represent hard data or that which is quantitative versus soft data or that which is subjective and unknown.

Response Time Continuum



Each of the four organizations provide a reference point for communities and civic leaders to follow. The NFPA is only one that currently offers any specificity to benchmarks derived from the basic research previously described. These include the following (taken from the NFPA Standards as noted):

- One minute four seconds (64 seconds) for the processing of an incoming emergency phone call, including the completion of the dispatching of fire response units. (NFPA 1221 Section 7.4.2)
- “One minute (60 seconds) for turnout time for EMS calls.” This component is for staffed stations only. This is also called reflex time, reaction time, “out-the-chute” time, etc. This is the time that elapses between dispatch and when the units are actively responding. (NFPA 1720 Section 4.3.3)
- “One minute thirty seconds (90 seconds) for turnout time for fire and special operations calls.” This component is for staffed stations only. This is also called reflex time, reaction time, etc. This is the time that elapses between dispatch and when the units are actively responding. (NFPA 1720 Section 4.3.3)
- “Nine minutes (540 seconds) or less for the deployment of a full first-alarm assignment at a fire suppression incident in an urban area.” (NFPA 1720 Section 4.3.2)
- “Ten minutes (600 seconds) or less for the deployment of a full first-alarm assignment at a fire suppression incident in a suburban area.” (NFPA 1720 Section 4.3.2)
- “Fourteen minutes (840 seconds) or less for the deployment of a full first-alarm assignment at a fire suppression incident in a rural area.” (NFPA 1720 Section 4.3.2)
- Table 4.3.2, NFPA 1720 identifies the performance objective for each demographic at not less than 90 percent for urban areas and 80 percent for suburban and rural areas.
- CFAI, by contrast, identifies the performance objective at less than 90 percent regardless of the demographic.
- The AHA does not promulgate or identify performance objectives it does however provide the background information and motivation for the responses to cardiac arrest and other health related issues.

It is also critical to note that these time objectives apply to emergency calls for service –

there is nothing in the NFPA documents (nor in any other objective) that suggests that communities cannot establish a differential response to calls for service determined to be non-emergency in nature.

Previously the Center for Public Safety Excellence (CPSE) had defined benchmark response times for each of the three demographics. They have since determined they are not a standard making organization and decided to leave the establishment of response time standards to others. However, their body of work is significant and has been used by numerous communities across the country to assist with determining what benchmark services should be for a community. Given that NFPA 1720 does not provide guidance on travel time for the first due companies, using the CPSE guidance is appropriate.

The performance objectives outlined in NFPA 1720 are further defined by population densities. The following table illustrates those definitions for each of four demographics.

Demographic Risk Categories

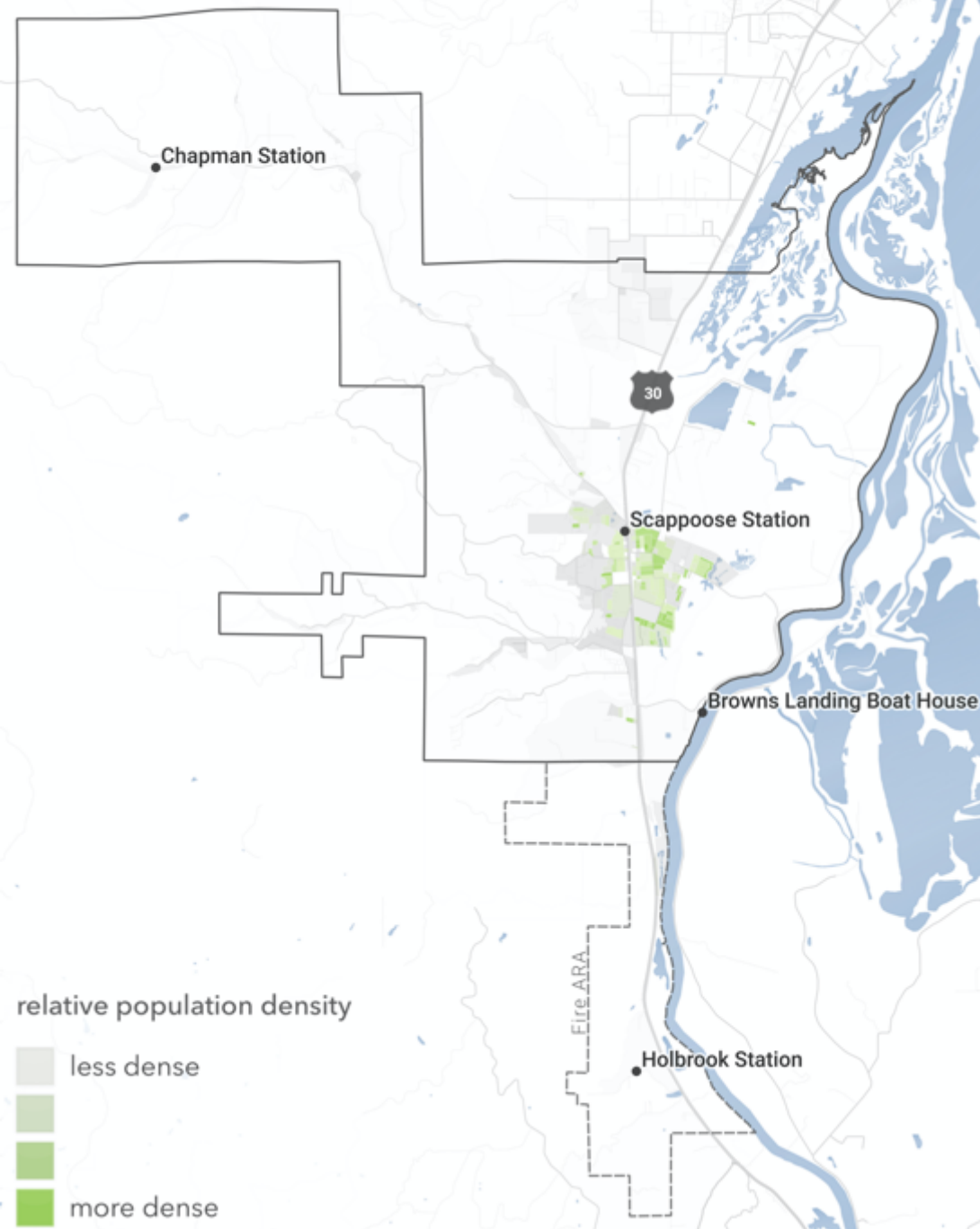
Risk Category	Definition
Urban	An area with a population density greater than 1,000 people per square mile
Suburban Area	An area with a population density of 500 - 1,000 people per square mile
Rural Area	An area with a population density of less than 500 people per square mile
Remote/Frontier Area	Travel Distance greater than 8 miles.

The following maps illustrate the population densities based on U.S. Census data for each Fire District.



As expected, the population density is heaviest in St. Helens with pockets of heavier densities near the Fairground area and Columbia City then to the north in Rainier.

Population Density 2010 Blocks



Scappoose is the heavier populated area in the SRFPD response area.

1. Response Time Data

Records Management System (RMS) data is used in the analysis of the Fire District in terms of response time for the District, stations, and apparatus. However, the data is not without issues such as coding problems, transcription errors, and equipment failures. The project team has developed the following mechanism to address these issues.

Only qualified data is used to calculate call processing, turnout time, travel time, and call duration. To be considered the data must meet the following criteria:

- The incident must have been unique
- The incident must have involved at least one fire district unit being dispatched to the call.
- Calls that are missing data are not used in the computations for call processing, total response time, or call duration.
- Any call with usually long times or times sorted incorrectly (arrived before dispatch time) were removed.
- Non-emergency responses are removed, only emergency responses are included.

After filtering the data using the methodology outlined above, the remaining incidents represent the response time for calls for service handled by the Fire Districts. The performance is illustrated for call processing, turnout time (time from dispatch to units responding) and travel time (time from unit going enroute to arrival at the scene). The following tables illustrate the average time and the 90% fractal time for each component.

2. Call Processing

The public safety answering point (PSAP) is the Columbia 911 Communications District and is governed by five directors elected from five geographic zones in the County. The center provides services to seven law enforcement agencies, five fire districts, four fire district owned ambulance services, and one private ambulance service. The District owns and maintains the dispatch center facilities and the county-wide public safety communications system.

NFPA 1221 Standard for the Installation, Maintenance and Use of Emergency Services Communications Systems establishes the call processing benchmarks as outlined in the

following table.

NFPA 1221 Time Requirements

Component	Target	Performance
Calls Answered	Within 15 seconds	95%
	Within 40 seconds	99%
Call Processing	Within 64 seconds	90%
	Within 106 seconds	95%
Call Processing for:		
* EMD	Within 90 seconds	90%
* Language Translation		
* TTY/TDD Device Services	Within 120 seconds	99%
* Hazardous Materials		
* Technical Rescue		
* Text Message		
* Unable to Determine Location		

Additionally, NFPA 1221: Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems in section 7.4.2 provides a benchmark call processing time: One minute four seconds (64 seconds) for the processing of an incoming emergency phone call, including the completion of the dispatching of fire response units.

The tables that follow illustrate the performance of the dispatch center for CRFR and SRFPD compared to the 64 second benchmark performance objective.

Columbia River Fire and Rescue

Call Processing

All Calls	2018-19	
	Performance	Variance
Benchmark	1:04	2:35
	Avg.:	1:24

Scappoose Rural Fire Protection District

Call Processing

All Calls	2018-19	
	Performance	Variance
Benchmark	1:04	2:41

Avg.: 1:28

The times are shown in two formats, the average and the 90th fractile time. The performance column represents the fractile time for the specific time component. For example, the call processing time for CRFR was 2:35 or less for 90% of the calls. The variance column represents the difference between the performance objective and the actual performance. For example, the call processing time for the calls was 1:31 over the benchmark performance objective of 1:04. The average time is an average of the call processing for the calls evaluated and represents how the Communications Center is performing 50% of the time.

Recommendation: The Fire Districts should work with the Communications Center to continue to improve their performance on processing and dispatching emergency calls for service.

3. Turnout Time

Turnout time is a measurable time segment that begins when the emergency service receives the call and ends with the apparatus responding (wheels rolling) to the call. NFPA 1720: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations and Special Operations to the Public by Volunteer Fire Departments in section 4.3.3 provides the following performance objectives for turnout time:

- “One minute thirty seconds (90 seconds) for turnout time for fire and special operations.”
- “One minute (60 seconds) for turnout time for emergency medical services.”

NFPA 1720 turnout time metrics are only applicable to staffed stations. Due to the staffing models used by the Districts, turnout time was evaluated for the staffed stations only. The following tables illustrate the turnout time for the Fire Districts using the benchmark turnout time established by NFPA 1720 for staffed stations. The first table illustrates the turnout time for medical calls and the second table for fire related calls as there are different benchmark performance objectives.

Columbia River Fire and Rescue

Turnout Time - EMS Calls

2018-19			
		Performance	Variance
Benchmark	1:00	2:56	1:56
	Avg.:	1:17	

Turnout Time - Fire Related Calls

2018-19			
		Performance	Variance
Benchmark	1:30	3:20	1:50
	Avg.:	1:30	

Scappoose Rural Fire Protection District

Turnout Time - EMS Calls

2018-19			
		Performance	Variance
Benchmark	1:00	3:46	2:46
	Avg.:	1:53	

Turnout Time - Fire Related Calls

2018-19			
		Performance	Variance
Benchmark	1:30	4:42	3:12
	Avg.:	1:44	

The times are shown in two formats, the average and the 90th fractile time. The performance column represents the fractile time for turnout time. For example, the turnout time for CRFR was 2:56 or less for 90% of the medical calls. The variance column represents the difference between the performance objective and the actual performance. For example, the turnout time for the calls was 1:56 over the benchmark performance objective of 1:00. The average time is an average of the call processing for the calls evaluated and represents how the Fire District is performing 50% of the time.

Recommendation:

The Fire Districts should continue to work towards improving turnout times for the staffed stations.

4. Resource Distribution and Travel Time

Travel time is the third measurable performance component for the emergency services to continuously analyze to ensure they are providing effective and efficient service to the

community. Travel time begins when the apparatus is responding (wheels rolling) and ends with the apparatus arriving at the scene (wheels stopped). Distribution is the measure of getting initial resources to an emergency to begin mitigation efforts. This is measured in a variety of ways including percentage of square miles, percentage of road miles and travel time. The Insurance Services Office (ISO) has used road miles for many years. With the advent of GIS technology, the use of travel time is another more accurate measure for the distribution of resources.

Both Fire Districts are considered combination fire departments. This means the staffing is a combination of volunteer and career staffing to provide services to the District. As a result, NFPA 1720: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations and Special Operations to the Public by Volunteer Fire Departments is the applicable standard to establish performance benchmarks. As noted, travel time is typically used for the analysis of resource deployment. The issue is NFPA 1720 does not provide a travel time performance objective, it only provides a response time metric to get a minimum number of staff to the scene. Given that NFPA 1720 does not provide guidance on travel time for the first due companies, using the CPSE guidance is appropriate.

Based on the U.S. Census Bureau data, the Fire Districts are mostly rural with two urban clusters. For CRFR the City of St. Helens is an urban area with an estimated population density of 2,843 people per square mile. The City of Scappoose is the other urban area in the SRFPD response area with an estimated population density of 2,397 people per square mile.

Service Area / Population Density Response Travel Time Standards

	1 st Unit	2 nd Unit	1 st Alarm Balance	Performance
Urban Area: Population density of over 1,000 per square mile				
Benchmark	4 minutes	8 minutes	8 minutes	90%
Suburban Area: Population density between 500 and 1,000 per square mile				
Benchmark	5 minutes	8 minutes	10 minutes	90%
Rural Area: Population density of less than 500 per square mile				
Benchmark	10 minutes	14 minutes	14 minutes	90%

The following tables illustrate the travel time for the Fire Districts using the benchmark travel time established by CPSE. The first table illustrates the travel time for urban calls, those calls within the City of St. Helens for the CRFR and for SRFPD those calls in the

City of Scappoose. Calls outside the two cities are labeled and measured against the rural demographic.

Columbia River Fire and Rescue

Travel Time - Urban Areas

2018-19

		Performance	Variance
Benchmark	4:00	5:38	1:38
	Avg.:	3:01	

Columbia River Fire and Rescue

Travel Time - Rural Areas

2018-19

		Performance	Variance
Benchmark	10:00	11:25	1:25
	Avg.:	4:53	

Scappoose Rural Fire Protection District

Travel Time - Urban Areas

2018-19

All Calls		Performance	Variance
Benchmark	4:00	7:06	3:06
	Avg.:	3:27	

Scappoose Rural Fire Protection District

Travel Time - Rural Areas

2018-19

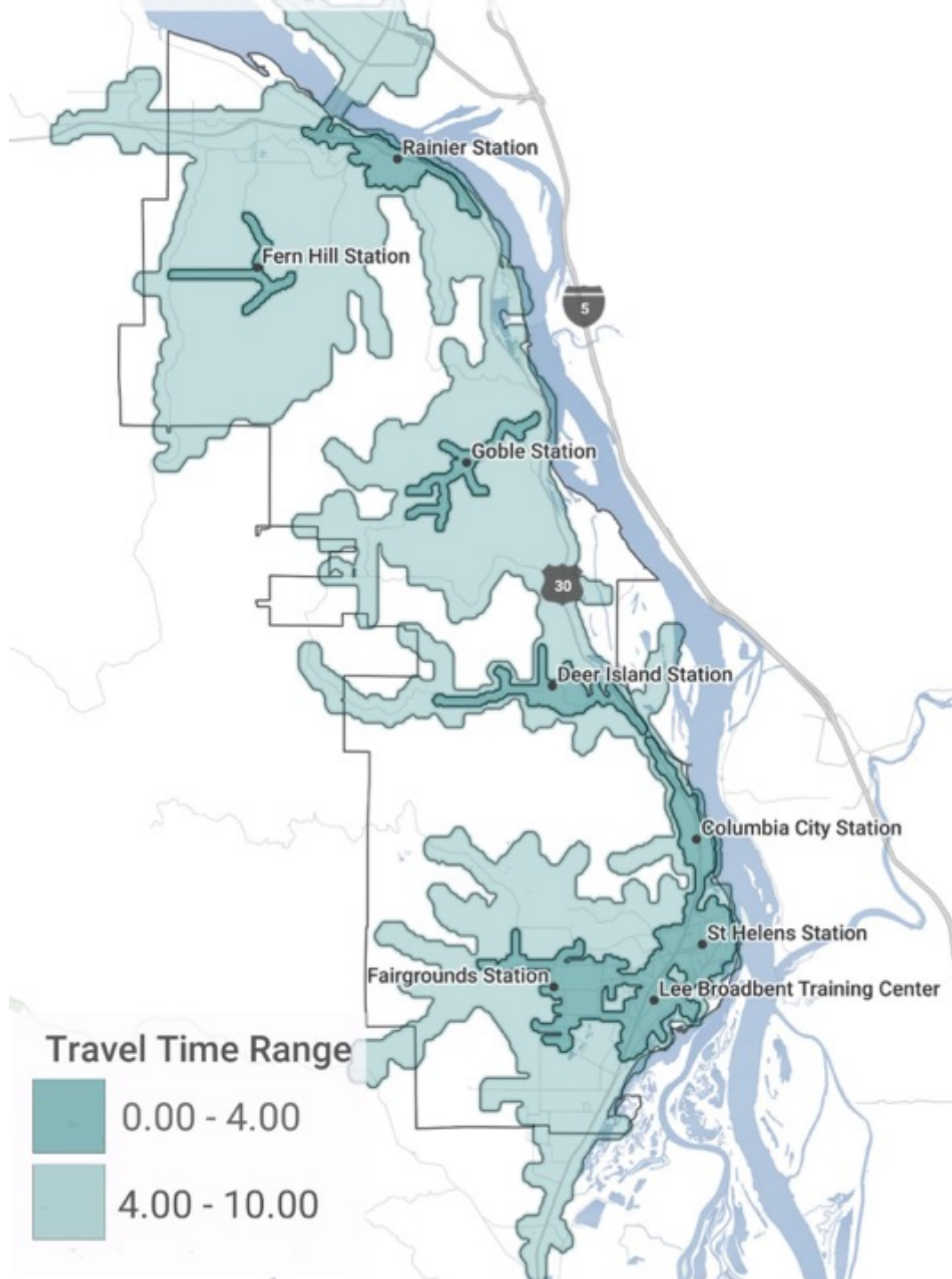
All Calls		Performance	Variance
Benchmark	10:00	9:58	- 0:02
	Avg.:	4:56	

The times are shown in two formats, the average and the 90th fractile time. The performance column represents the fractile time for the specific time component. For example, the travel time was 9:58 or less for 90% of the SRFPD rural calls. The variance column represents the difference between the performance objective and the actual performance. For example, the travel time for the SRFPD rural calls was 0:02 under the benchmark performance objective of 10:00. The average time is an average of the time

component for the calls evaluated and represents how the District is performing 50% of the time.

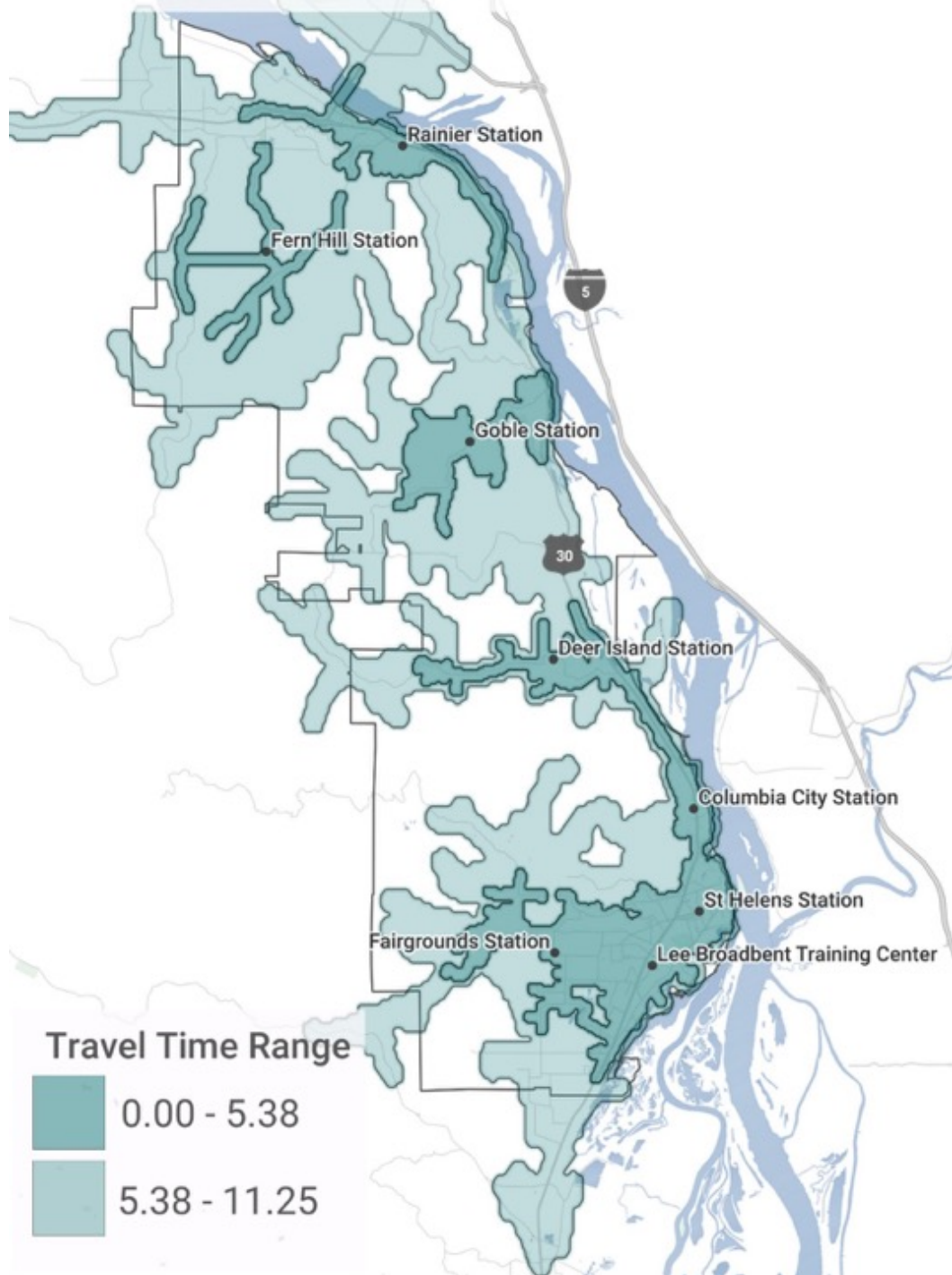
The maps that follow provide a spatial view of the travel time, both benchmark and baseline, using the CRFR fire station locations as the starting point. The drive time isochrones are generated using a digital road network with existing speed limits, traffic laws, and a general pattern of traffic flow factored into the equation.

Estimated Benchmark Travel Time



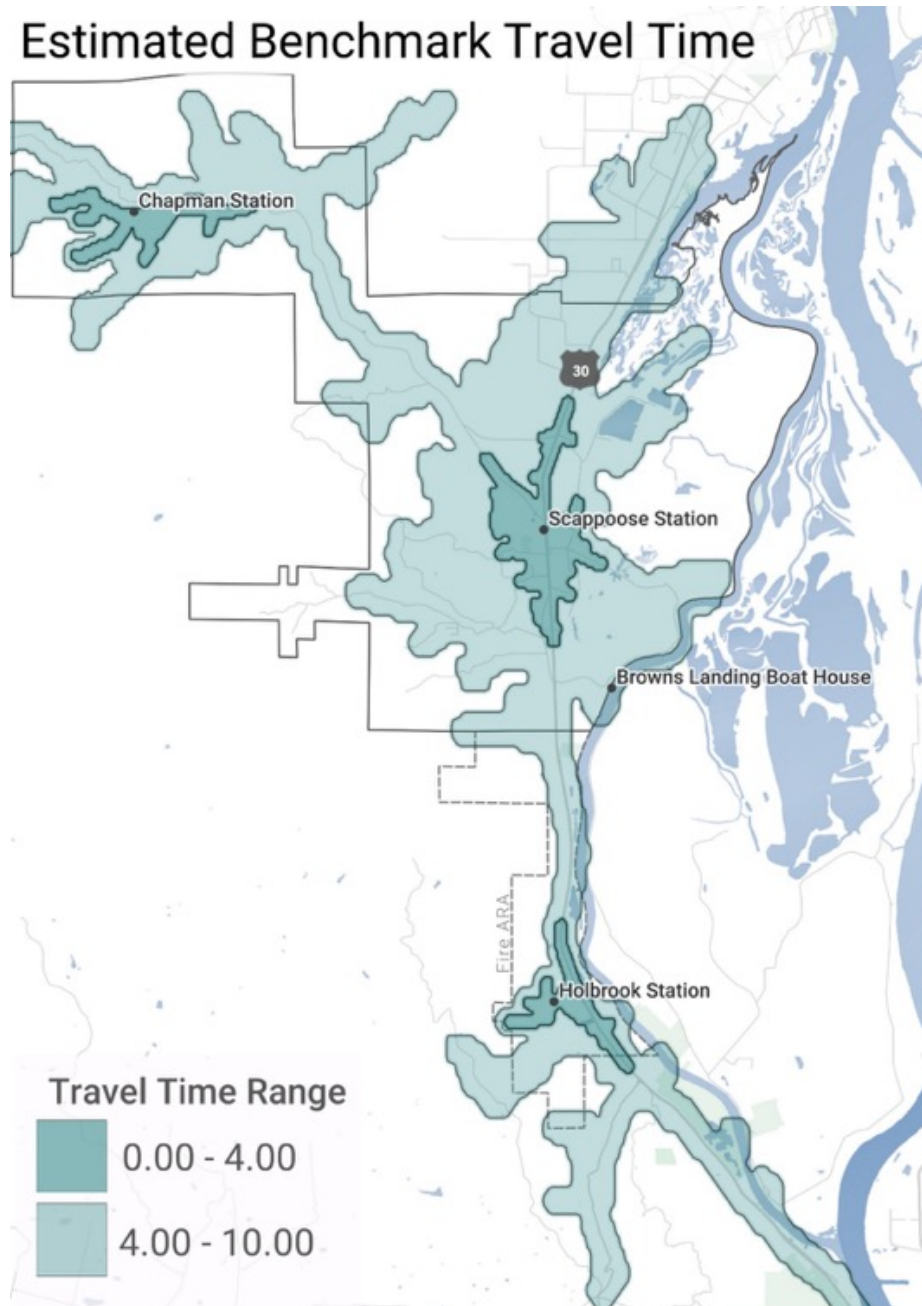
There is no expectation the rural stations should meet a 4-minute travel time. It is shown here strictly as a reference for the entire fire protection system. The three career stations routinely respond to the rural areas and that travel time is also shown for all stations.

Estimated Baseline Travel Time

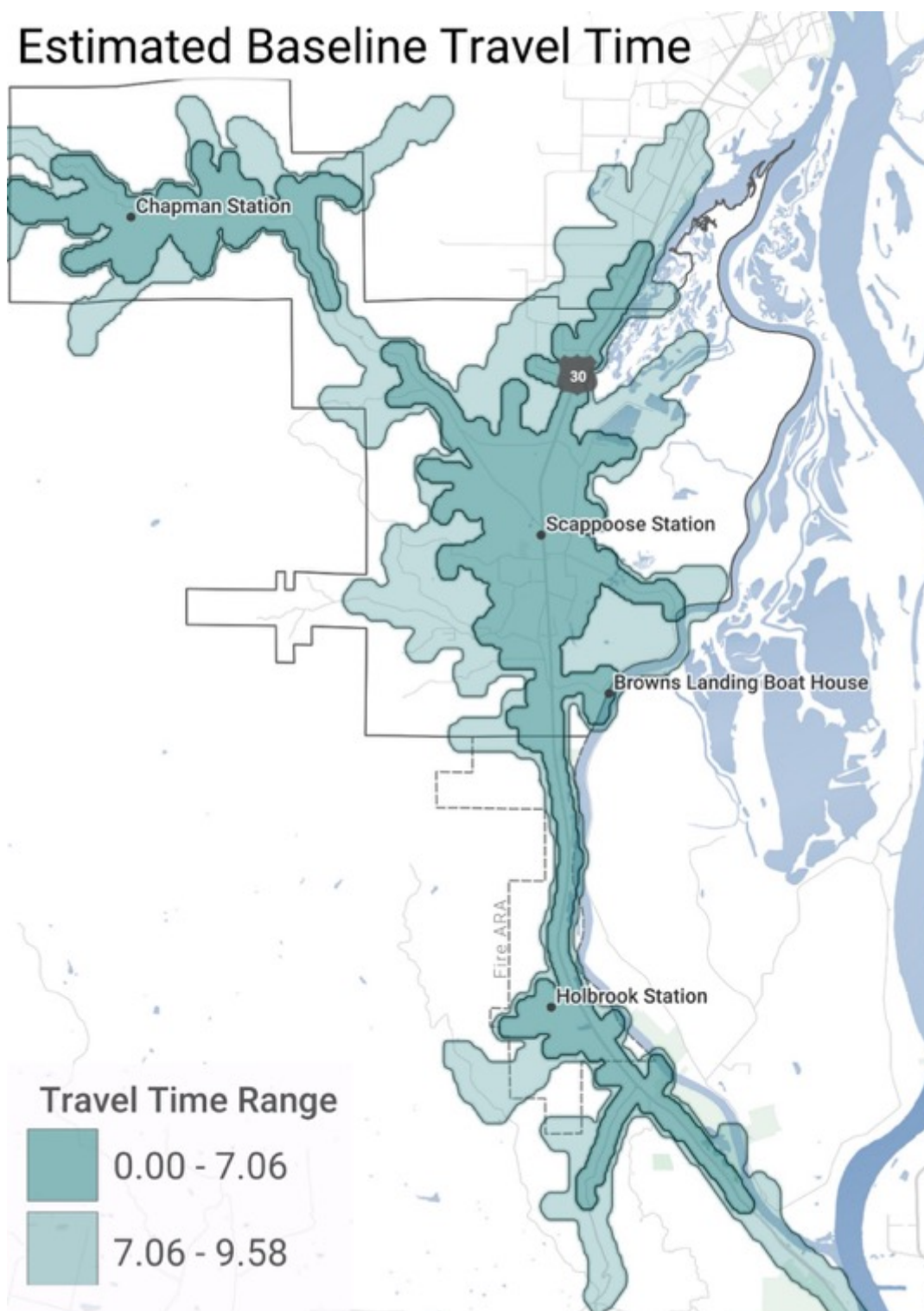


The baseline map visually illustrates the current travel time performance at the 90th percentile for each of the demographics. The darker color represents the urban performance and the lighter color represents the rural performance.

The maps that follow provide a spatial view of the travel time, both benchmark and baseline, using the SRFPD fire station locations as the starting point. The drive time isochrones are generated using a digital road network with existing speed limits, traffic laws, and a general pattern of traffic flow factored into the equation.



There is no expectation the rural stations should meet a 4-minute travel time. It is shown here strictly as a reference for the entire fire protection system. The career station routinely responds to the rural areas and that travel time is also shown for all stations.



The baseline map visually illustrates the current travel time performance at the 90th percentile for each of the demographics. The darker color represents the urban performance and the lighter color represents the rural performance.

5. Concentration of Resources

Concentration is generally described as the ability of the fire department to get the appropriate number of personnel and resources to the scene of an emergency in a prescribed time to effectively mitigate the incident. There are two parts to this concentration component which is an effective response force and the amount of time to get the resources in place.

(1) Effective Response Force

There are several tasks, which must occur simultaneously to adequately combat different types of fires. The absence of adequate personnel to perform these tasks requires each task to be prioritized and completed in chronological order. These fire ground tasks include command, scene safety, search and rescue, water supply, fire attack, pump operations, ventilation, back up, and rapid intervention.

An initial full alarm assignment for any structural fire incident should be able to provide personnel to accomplish the following tasks:

- Establish incident command outside of the hazard area. This will allow coordination and direction of the incoming emergency response personnel and apparatus. A minimum of one person should be dedicated to this task.
- Establish an uninterrupted water supply of at least 400 gallons per minute for 30 minutes. Once established the supply line can be maintained by the pump operator to ensure uninterrupted water supply. A minimum of one person is assigned to this task that can then assume support role.
- Establish an effective water flow rate of 300 gallons per minute. This will be supplied to a minimum of two hand lines each operating at a minimum flow of 100 gallons per minute. Each hand line must have two individuals assigned with one serving as the attack line and the other as a back-up line.
- Provision of one support person to handle the hydrant hookup, utility control, forcible entry, and assist in deploying fire hose lines.
- Establish a search and rescue team. Each team will consist of a minimum of two personnel.
- Establish a ventilation team. Each team will consist of a minimum of two personnel.
- Establish an initial rapid intervention team (RIT). Each RIT team shall consist of a

minimum of two properly trained and equipped personnel.

Critical tasking will vary depending on the size and nature of the incident. The Center for Public Safety Excellence (CPSE) provides a suggestive list of tasks that need to be completed at a fire situation based on the risk. A similar list is provided within the NFPA 1710 document. The CPSE analysis, from the 8th edition, is summarized in the table below showing the minimum required personnel to mitigate the initial emergency response requirements by occupancy risk:

Critical Tasks for the Effective and Efficient Control of Structural Fires

Critical Task	Maximum Risk	High Risk	Moderate Risk	Low Risk
Attack Line	4	4	4	2
Search and Rescue	4	2	2	0
Ventilation	4	2	2	0
Backup Line	2	2	2	2
Rapid Intervention	2	2	0	0
Pump Operator	1	1	1	1
Water Supply	1*	1*	1*	1*
Support (Utilities)	1*	1*	1*	1*
Command	1	1	1	1
Safety Officer	1	1	1	1
Salvage/Overhaul	2	0	0**	0
Command Aid	1	1	0	0
Operations Chief	1	1	0	0
Logistics	1	0	0	0
Planning	1	0	0	0
Staging Officer	1	1	0	0
Rehabilitation	1	1	0	0
Division Supervisors	2	1	0	0
High-rise Evacuation	10	0	0	0
Stairwell Support	10	0	0	0
Total Personnel	50-51	21-22	14-15	8-9

*Tasks can be performed by the same individual

**Task can be performed by the attack crew

For planning purposes, the fire service defines a moderate risk as a wood frame single family home. These buildings range in size from 1,250 to 2,500 square feet and represent a typical risk in most communities. It is generally cost prohibitive to plan and staff a fire department based on the maximum risk.

While the fire ground tasks are the same regardless of the location of the structure, NFPA 1720 defines minimum staffing based on the demographics of the area. This is in consideration of the typical make-up of the fire service in these areas such as all volunteer personnel and the limited availability of resources. Note the urban area minimum staffing

is 15, which matches the critical tasks previously identified.

The following table illustrates the minimum staffing for each of the population demographics.

NFPA 1720 Fire Staffing		
Zone	Demographic	Minimum Staffing
Urban Area	> 1,000 people	15
Suburban Area	500 - 1,000 people	10
Rural Area	< 500 people	6
Remote Area	Travel > 8 miles	4

A task analysis for emergency medical calls analyzes three different types of calls or patient conditions. These three types of calls usually require the most effort on the part of the response team. Other calls or patient types can generally be handled with two or three personnel. Many times, especially in trauma calls, there are multiple patients. The table below outlines the tasks for handling these critical patients and the number of responders it may require for a successful outcome.

Critical Tasks for Effective Patient Care			
Critical Task	Cardiac Arrest	Stroke	Multi-System Trauma
Patient Assessment	2 per patient	2 per patient	2 per patient
Airway Management/Intubation	2 per patient	2 per patient	2 per patient
Cardiac Defibrillation	1	N/A	N/A
CPR	1	N/A	N/A
EKG Monitoring	1	1	1
IV/Pharmacology	1	1	1
Splint/Bandage/Immobilization	N/A	N/A	1
Patient Lifting/Packaging	2 – 4	2 – 4	2 – 4
Medical Information Collection	1	1	1

It is incumbent upon a fire agency to have a response plan in place to ensure enough personnel are on scene to accomplish the stated critical tasks in a timely fashion. Structure fires are very labor-intensive incidents with any number of factors, such as weather, making the task that much more difficult.

(2) First Alarm Assignment Travel Time

The second part to the concentration model is the travel time for the remainder of the first alarm assignment. The concentration of resources is necessary to ensure the effective response force arrives in a timely manner. Much like the distribution of resources, the concentration is dependent on the population density. It is not reasonable or financially possible for a rural area to have the same concentration of resources that is in an urban setting. The following table illustrates the travel time benchmarks and baselines for the various population densities.

Service Area / Population Density Response Travel Time Standards				
	1st Unit	2nd Unit	1st Alarm Balance	Performance
Urban Area: Population density of over 1,000 per square mile				
Benchmark	4 minutes	8 minutes	8 minutes	90%
Suburban Area: Population density between 500 and 1,000 per square mile				
Benchmark	5 minutes	8 minutes	10 minutes	90%
Rural Area: Population density of less than 500 per square mile				
Benchmark	10 minutes	14 minutes	14 minutes	90%

As shown above, the utilization of performance measures based on population density will allow the Fire Districts to evaluate when standards need to change as rural areas of the District develop and move into suburban or urban categories.

Call data was examined and evaluated for the table below. To be considered for inclusion the following conditions were required to be met:

1. The incident must have building fire as the incident type.
2. All the units dispatched must have an enroute time and an arrival time recorded. It was assumed if the unit did not arrive on scene that it was cancelled.

To be considered as meeting the concentration both the travel time and a minimum of 15 personnel had to arrive on location for urban calls. For the rural calls, 6 personnel had to arrive on location within the rural travel time performance objective.

Columbia River Fire and Rescue

Urban	Distribution		Concentration	
	Time	Percent Met	Time	Percent Met
Benchmark	4:00	86.4%	8:00	2.3%
Rural	Distribution		Concentration	
	Time	Percent Met	Time	Percent Met
Benchmark	10:00	100.0%	14:00	30.0%

There were 44 structure fire calls in the urban area and 20 calls in the rural area used in the evaluation. In the urban areas the first arriving unit for a structure fire met the 4-minute travel time 86.4% of the time. For 2.3% of the urban structure fire calls the Fire District had 15 personnel on location within the 8-minute travel time.

Scappoose Rural Fire Protection District

Urban	Distribution		Concentration	
	Time	Percent Met	Time	Percent Met
Benchmark	4:00	75.0%	8:00	3.6%
Rural	Distribution		Concentration	
	Time	Percent Met	Time	Percent Met
Benchmark	10:00	100.0%	14:00	0.0%

There were 28 structure fire calls in the urban area and 2 calls in the rural area used in the evaluation. In the urban areas the first arriving unit for a structure fire met the 4-minute travel time 75.0% of the time. For 3.6% of the urban structure fire calls the Fire District had 15 personnel on location within the 8-minute travel time.

Within the context of the response to structure fires, the distribution of resources is sufficient in both Fire Districts. However, the concentration of resources is lacking. This is likely due to the availability of volunteer personnel and the limited availability of career personnel. Recruitment and retention of volunteer staffing is becoming more problematic nationwide as several areas have witnessed large drops in the volunteer ranks over the years. One of the more common aspects of housing growth is the influx of residents that are accustomed to career emergency services from the larger metro areas and may not be willing to volunteer for the fire services. The CRFR and SRFPD will need to monitor their recruiting efforts for volunteer staffing and prepare themselves for the increased need for career personnel should the volunteer recruitment begin to falter.

3 | Response Reliability Issues

The concept of distribution and concentration of resources can be influenced by other contributing factors including unit hour utilization and concurrent calls for service.

1. Unit Hour Utilization

Unit hour utilization is another mechanism to measure the workload of a fire protection system. This measures the amount of time units are responding to and handling calls for service. Unit hour utilization is calculated by taking the total hours the unit is committed to an incident divided by the total available hours. Expressed as a percentage, it identifies the amount of time the unit is committed to calls for service but more importantly the amount of time the unit is available. Within the framework of the 90th percentile performance standards the amount of available time can have an impact in meeting that standard. If utilization rates are too high the units are often unavailable for immediate response.

Columbia River Fire and Rescue Unit Hour Utilization

	2018-19		
	Hours	Pct.	Avg. Call
E471	330:23:03	3.8%	19:46
M471	2140:58:14	24.4%	58:00
WT471	30:24:55	0.3%	50:42
B471	590:45:33	6.7%	19:05
St Helen's Station	3092:31:45	35.3%	36:18
E472	96:00:39	1.1%	26:19
M472	1080:29:29	12.3%	57:19
Fairgrounds Station	1176:30:08	13.4%	52:17
E476	169:43:53	1.9%	26:03
M476	683:33:32	7.8%	44:51
B476	149:25:11	1.7%	23:36
WT476	24:38:11	0.3%	54:45
M478	112:10:13	1.3%	32:59
Rainier Station - Fire	343:47:15	3.9%	25:51
Rainier Station - EMS	800:43:45	9.1%	42:42
M470	626:00:36	14.3%	1:01:16

The units shown in the preceding table are all career staffed units. Each unit is shown separately and then as a station as the staffing model used cross-staffs the individual

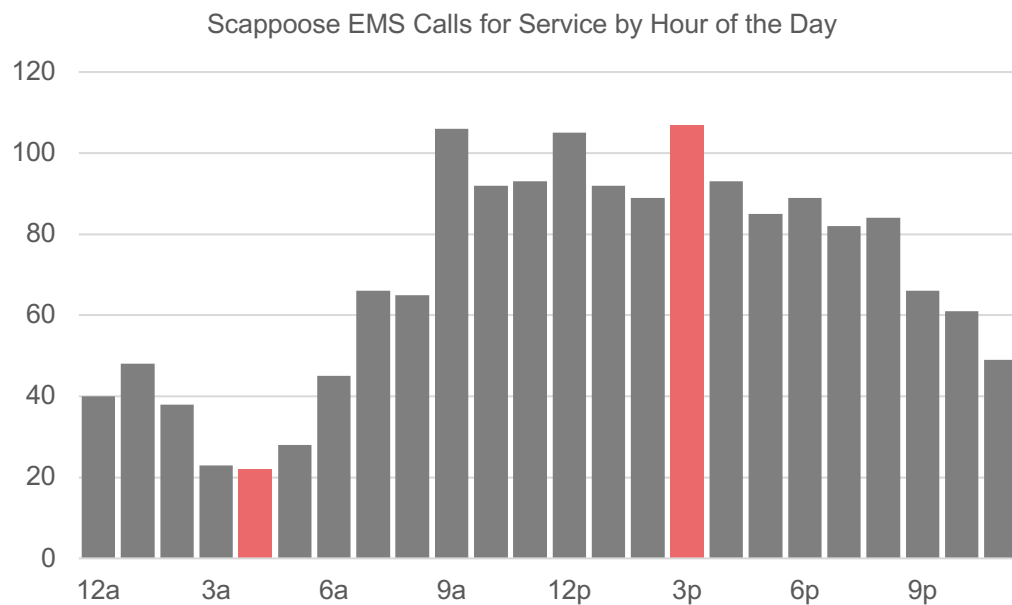
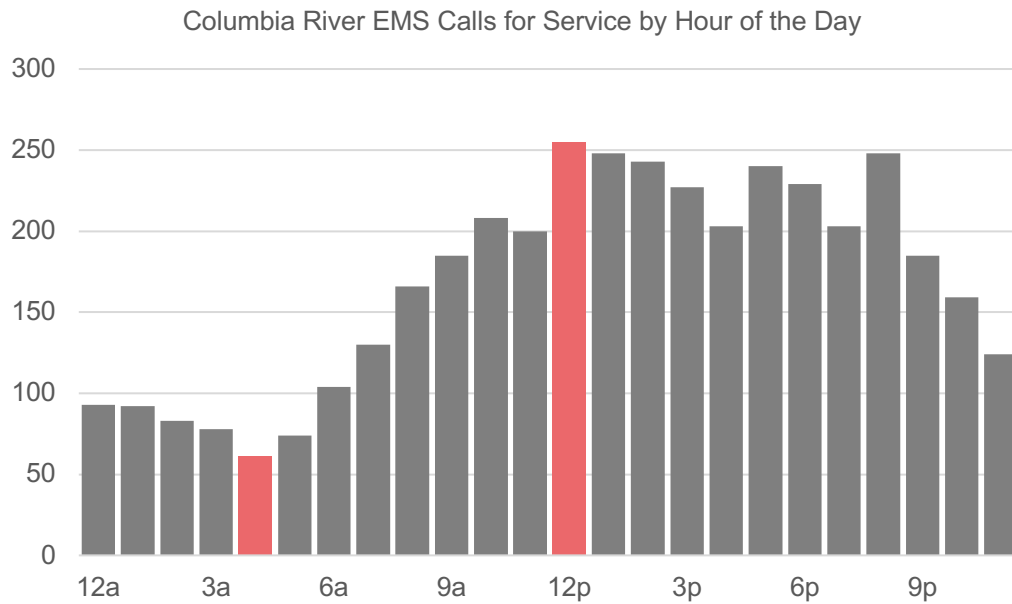
units in the station. In the data above, the crew at the St. Helens Station is utilized about 35% of the time with 24% of that time spent with the medic unit. The Rainer Station is staffed with two crews, one for fire responses and one for EMS responses so the fire and EMS units were separated. The peak hour unit is staffed 12 hours a day or 4,380 hours during the year. Its utilization is about 14% of the time however, that unit averages about one hour per call.

Scappoose Rural Fire Protection District Unit Hour Utilization

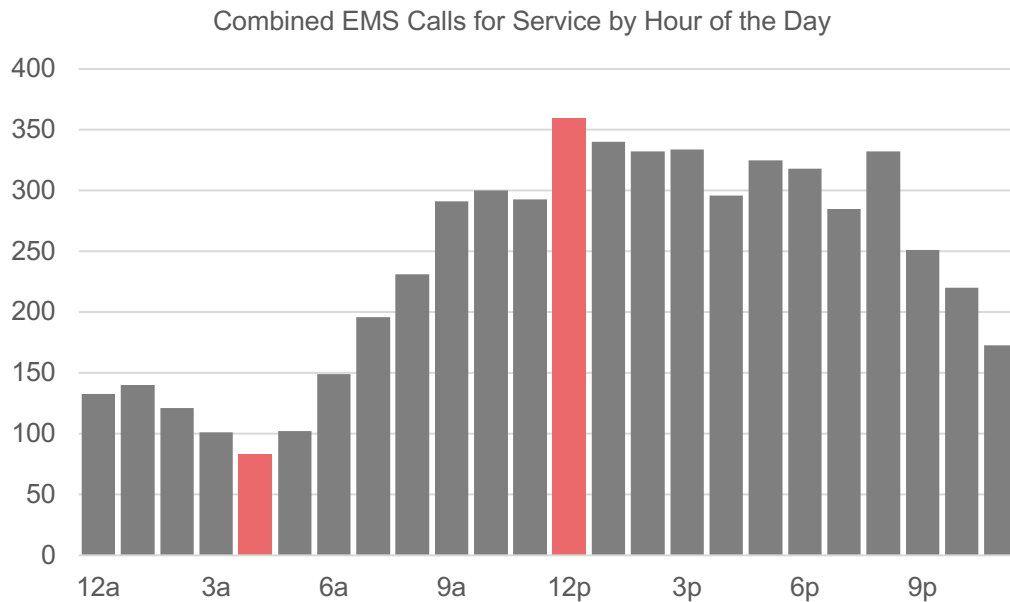
	2018-19		
	Hours	Pct.	Avg. Call
E431	142:47:32	1.6%	22:05
M431	1473:22:05	16.8%	1:00:45
Scappoose Station	1616:09:37	18.4%	52:37
M430	133:29:01	3.7%	1:03:04

The units shown in the preceding table are all career staffed units. Each unit is shown separately and then as a station as the staffing model used cross-staffs the individual units in the station. The crew at the Scappoose Station is utilized about 18% of the time with about 16% of the time spent in the medic unit. The peak hour unit is staffed 12 hours per day or 4,380 hours for the year and has a utilization rate of about 3.7%. Both medic units average just over an hour per call.

For both Districts the medical calls are consuming much of the time. For perspective the following charts illustrates the time of day the medical calls are occurring.



Scappoose medical calls rise sharply at the 9 am hour and continue through the 5 pm hour when they begin a downward trend. For Columbia River the medical calls begin the rise at the 8 am hour peaking at the noon hour. The higher volume of medical calls continues through the 8 pm hour. Medical calls for both Districts were combined to create the following chart.



As expected, the calls begin to rise at the 9 am hour peaking at the noon hour. The higher volume of calls continues through the 8 pm hour.

2. Concurrent Calls for Service

It is not uncommon for a fire protection system to have multiple requests for service occurring simultaneously. The larger the system the more frequently this will occur. With the appropriate resources this can be handled efficiently. The following tables illustrate the concurrent calls for each District.

CRFR Concurrent Calls for Service

Calls	2018-19	%
1	2,915	53.49%
2	1,639	30.07%
3	573	10.51%
4	225	4.13%
5	66	1.21%
6+	32	0.59%
Total	5,450	100%

SRFPD Concurrent Calls for Service

Calls	2018-19	%
1	1,376	60.70%

2	642	28.32%
3	205	9.04%
4	34	1.50%
5	5	0.22%
6+	5	0.22%
Total	2,267	100%

In the CRFR system about 53% of the time there is only one call occurring with at least two calls occurring 30% of the time. For SRFPD the single calls represent about 60% of the volume with about 28% of the time having at least two calls.

The utilization rate for the peak time unit in Scappoose is about 3.7% indicating the unit may not be as effective given the medical call volume during the daytime hours. Additionally, the unit is scheduled from 7 am to 7 pm. With the heavier call volume from 9 am to about the 6 pm hour, suggests the operational hours for this unit need to be adjusted. Moving the 12-hour shift to 9 am to 9 pm would maximize the utilization of the unit. This also provides additional resources into the early evening.

Recommendations:

Adjust the operational hours for the peak time unit in Scappoose from 7 am to 7 pm to a new schedule of 9 am to 9 pm to improve utilization.

Monitor the recruiting efforts for volunteer staffing and begin to position themselves for increased career staffing should the recruiting efforts begin to falter.

8 Conclusions and Timeline

The Board of Directors have three options related to the operations and cooperative efforts between the two Fire Districts.

In the first option, both districts could decide to terminate the existing IGA and return to the previous organization including all the management positions. Operationally, the two districts would likely remain as automatic aid partners for the response to calls for service. However, management systems for each would need to be reconstituted increasing the cost to each district. This is not a recommended action as the both districts are realizing cost savings allowing for additional resources to be used in other areas of the operations.

Continuing the IGA makes sense in terms of cost saving to each Fire District and the reduction in duplication of services. However, for the existing IGA to promote the shared resources there will need to be administrative changes that include:

- The Board of Directors for both Districts will need to have a shared vision for the IGA regarding what that agreement is to achieve. This will provide personnel in both Districts direction and expectations for the future.
- Consolidate Board Policies and Standard Operating Procedures so both organizations are working from the same rules and regulations.
- Create a battalion chief position to manage each shift and assign these positions to report to the Operations Division Chief.
- Move the Division Chief of EMS to the operations section.
- Combine the Training and Safety functions

Financially each Fire District is required to remain separate as both Fire Districts are still legally responsible for the tax funds they collect. However, there are areas that can be shared between the Fire Districts that include:

- Creating a single administrative division to handle the finance and human resources functions for both Fire Districts.
- Use a single computer software program for the financial records so that data and reports are from the same source to improve reporting consistency.
- Pay scales will need to be aligned requiring negotiations with the labor unions.

Continuing the IGA and increasing its footprint is a benefit to both organizations. Sharing administrative resources will reduce costs for both Fire Districts and will streamline some of the processes as the process continues.

Merging the two Fire Districts is possible but will require several steps, including pay scale alignment, the resolution of the Full Faith and Credit General Obligation Bonds used to build the Lee Broadbent Training Center currently held by Columbia River Fire and Rescue, and ultimately voter approval of the consolidation. The voter approval will also require an adjustment to the property tax rates that may be higher for one Fire District and lower for another. Adjusting the property tax rates would likely be the largest hurdle to overcome.

The operational alliance is the better option for the two districts through the creation of a fire authority. This mechanism allows for both districts to retain their identity and the ability to levy and collect taxes. Placing the fire protection system operations into a single unit allows for continuity of operations, a single management system for all career and volunteer personnel, and the continued reduction of the duplication of resources. This type of alliance easily allows other fire districts to become a part of the system providing additional resources for the entire area.

Just like the current IGA and potential merger, the operational alliance has its challenges. These challenges are more on the initial set up of the fire authority to include:

- Preparation and execution of the Intergovernmental Agreement.
- Negotiations with the collective bargaining unit.
- Establishing a funding formula for the Fire Authority.
- Preparation of the initial budget and funding for the operations.

The tables that follow provide recommendations for each of the two options; continuing and expanding the current IGA or creating an operational alliance using a fire authority. Some of the recommendations are duplicated as they apply to both options. They are grouped in this manner so whichever option is ultimately selected; the recommendations for that option are packaged together.

Each recommendation is assigned a priority for implementation and planning purposes. Adjustments to the timing of implementation will likely change based on current events and processes at the time. Some priorities may get extended while others could be completed more quickly. The time frame for each priority is listed below:

- Priority 1 – Initiation and implementation in the next 12 to 18 months.
- Priority 2 – Initiation and implementation in the next 18 to 36 months.
- Priority 3 – Initiation and implementation beyond 36 months.

1. IGA Expansion

Administration

There are several issues that need to be addressed to create a more positive work environment and to improve the management of the two Fire Districts.

Recommendation	Create a joint vision approved and supported by the Board of Directors for both Fire Districts that will provide the overall direction of the Intergovernmental Agreement.	
Priority:	1	Assigned To: Board of Directors
Recommendation	Revise Board Policies and Procedures to align with each Fire District to provide clear direction to the Fire Administration and prevent any potential conflict between the organizations.	
Priority:	1	Assigned To: Board of Directors
Recommendation	Create position descriptions for each of the Division Chief positions to include similar attributes of the Fire Chief job description.	
Priority:	1	Assigned To: Fire Chief
Recommendation	Include a job description in any approval of future resources or positions to be shared between the two Fire Districts.	
Priority:		Assigned To: Board of Directors
Recommendation	Revise the Standard Operating Procedures and Guidelines for each Fire District to align with each other to standardize the response and operation of the districts.	
Priority:	1	Assigned To: Fire Chief
Recommendation		

	Realign the Division Chief responsibilities for a streamlined organization and to provide the same direction to both Fire Districts.
Priority:	1 Assigned To: Fire Chief

Operations

Meshing the Fire Districts operations closer to a single unit will create a more positive vision for the success of the IGA.

Recommendation	The Fire Districts should work with the Communications Center to continue to improve their performance on processing and dispatching emergency calls for service.
Priority:	2 Assigned To: Fire Chief

Recommendation	The Fire Districts should continue to work towards improving turnout times for the staffed stations.
Priority:	2 Assigned To: Fire Chief

Recommendation	Adjust the operational hours for the peak time unit in Scappoose from 7 am to 7 pm to a new schedule of 9 am to 9 pm to improve utilization.
Priority:	2 Assigned To: Fire Chief

Recommendation	Add three Battalion Chief positions to provide oversight and direction for each shift at a cost of \$566,544 in the first year.
Priority:	2 Assigned To: Board of Directors

Recommendation	Monitor the recruiting efforts for volunteer staffing and begin to position the Fire Districts for increased career staffing should the recruiting and retention efforts begin to falter.
Priority:	3 Assigned to: Fire Chief

Fire Prevention

The Fire Prevention area is in need of assistance to complete the fire safety inspections in a timely manner.

Recommendation	Add a fire safety inspector position to the Fire Prevention Division to conduct fire safety inspections in ongoing and operational facilities as authorized by the Fire Prevention Code.
Priority:	3 Assigned To: Fire Chief

Financial Resources

Improvements and consolidating the financial management and human resource into separate functions will provide standardized reports, rules and regulations, and practices between the two Fire Districts.

Recommendation **The Board of Directors for both Fire Districts to agree on a financial reporting method to be used to consolidate the financial resources function.**

Priority: 3 Assigned To: Board of Directors

Recommendation **Create a single division to handle the financial recordkeeping and reporting and the human resources functions including hiring, recruitment, and retention of career and volunteer personnel.**

Priority: 3 Assigned To: Fire Chief

Recommendation **Evaluate the various software programs available for use by the Fire Districts and begin to transition to those programs.**

Priority: 2 Assigned To: Fire Chief

Recommendation **Establish and adopt standardized reporting and document formats for common reports between the Fire Districts.**

Priority: 2 Assigned To: Fire Chief

2. Operational Alliance

Administration

There are several issues that need to be addressed to create a fire authority and provide a workable organization.

Recommendation	Develop an Intergovernmental Agreement to operationally align the two Fire Districts through the creation of a Fire Authority.		
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Priority:	1	Assigned To:	Board of Directors
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Recommendation	Create Board Policies and Procedures to provide clear direction to the Fire Administration of the Fire Authority.		
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Priority:	1	Assigned To:	Board of Directors
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Recommendation	Create an organizational chart to align the responsibilities of each Division for the Fire Authority.		
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Priority:	1	Assigned To:	Fire Chief
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Recommendation	Create position descriptions for each position in the fire authority aligned with the adopted Fire Authority organizational chart.		
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Priority:	1	Assigned To:	Fire Chief
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Recommendation	Create a policy and procedure for the purposes of promoting existing personnel into the new Fire Authority organizational chart.		
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Priority:	2	Assigned To:	Fire Chief
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Recommendation	Create Standard Operating Procedures and Guidelines to standardize the response and operation of the Fire Authority.		
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Priority:	1	Assigned To:	Fire Chief
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Operations

The fire authority will need to continue the monitoring and improving operational aspects identified in the deployment sections of the report.

Recommendation	The fire authority should work with the Communications Center to continue to improve their performance on processing and dispatching emergency calls for service.		
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Priority:	2	Assigned To:	Fire Chief
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Recommendation	The fire authority should continue to work towards improving turnout times for the staffed stations.
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Priority:	2
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Assigned To:	Fire Chief
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Recommendation	Monitor the recruiting efforts for volunteer staffing and begin to position the Fire Authority for increased career staffing should the recruiting and retention efforts begin to falter.
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Priority:	3
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Assigned to:	Fire Chief
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Fire Prevention

The Fire Prevention area is in need of assistance to complete the fire safety inspections in a timely manner.

Recommendation	Add a fire safety inspector position to the Fire Prevention Division to conduct fire safety inspections in ongoing and operational facilities as authorized by the Fire Prevention Code.
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Priority:	3
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Assigned To:	Fire Chief
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Appendix A Fire District Creation

This appendix contains information on the creation of a Fire District in the State of Oregon based on information from the Oregon Fire District Directors Association. It is presented here to outline the process required to establish a Fire District and to assist with any future endeavors. The time frame for completion would take between 16 to 24 months depending on any issues that may be encountered throughout the process.

1 Overview

Oregon Revised Statutes (ORS) provide for the formation of a fire protection district through Chapter 198 – “Special Districts Generally” and Chapter 478 – “Rural Fire Protection Districts”. There are three methods a district may be formed.

1. Consent of all the property owners within the area of the proposed district. This method requires all the owners of real property in the area of the proposed district to petition the county board to form a district.
2. By order of the County Board of Commissioners. Using this method, the County Board of Commissioners initiates and pays the cost of the formation of a district that is located entirely within the county. This is done with the county board adopting an order stating its intention to initiate the formation of a district.
3. The filing of a petition with the County for formation. This method uses a group of petitioners, presumably landowners, to initiate and pay for the formation of a district.

Voters in the proposed district have a right to approve or disapprove the district if a permanent tax rate is to be set regardless of the method used to establish a district. A complete guide to the formation of a Fire District is included in Appendix A of this report.

The Project Team examined each of these alternatives and determined that the petition method, the third method illustrated above, would best meet the needs of the current Districts in the formation of a consolidated Fire District.

There are several required steps to form this District in this manner and the Districts should plan on the process lasting approximately 18 to 24 months. The timing is largely due to the Legislative mandated requirements for putting the measure on the ballot.

Once voters approve the Fire District, it becomes a separate taxing authority and will be controlled by a Board of Directors elected at large within the District.

2 | District Creation Process

1. An Ad Hoc Committee Should be Established to Petition Voters for The Fire District to Be on a Ballot

A steering or ad hoc committee should be established as a first step in the formation of the district. This group serves as the chief petitioner for the process of getting enough signatures for the initiative to be placed on a ballot. While there are no specific requirements for the makeup of this group it should contain individuals within the proposed district boundaries. This group will need some financial support from the existing Districts or County to move forward with the process.

Costs to establish the emergency services district will include but may not be limited to obtaining a bond to accompany the formation petition, possible election costs and the printing of materials. The costs for these items are refundable if the district is actually formed. If the district is not formed the existing Districts, County, or whoever provides the funds for their activities will absorb the associated costs.

This ad hoc group will develop a proposal to outline some or all the needs for the fire district and its formation. Items to be included in the proposal are:

- The probable area to be served. The current Fire Districts service area would be used with no further expansion.
- The assessed value of the property in the area
- The anticipated revenue that could be derived from a reasonable tax.

With this information a formal plan should be developed for the funding of operations and capital expenditures of the Fire District. Other questions which should be addressed will center around the delivery of services from the District.

Before any funds are expended for petitions and filing of same, the group will need to determine if there is enough public support for the idea of creating the emergency services

district. There are any number of ways to inform and educate the public about the advantages of a fire district, these include:

- Public presentations and meetings to provide an avenue to speak with those interested in the formation of the district
- Utilization of the State Fire Marshal and insurance industry representatives
- Printed brochures and materials to explain the desire and benefits of forming an Emergency Services District
- Information on websites to provide additional details to the registered voters.

These mechanisms allow for the public to ask questions and receive accurate information. It also allows the committee to determine the amount of interest in the district formation.

To initiate the district by petition ORS 198.800 outlines the information needed either in the petition or attached to the petition as follows:

- Statement that the petition is filed pursuant to ORS 198.705 to 198.755
- Statement of the names of all affected districts and all affected counties
- Statement of the nature of the proposal, whether formation of a district or change of organization and the kind of change proposed
- Statement whether the territory subject to the petition is inhabited or uninhabited
- Statement that district board members are or are not to be elected and, if so, the number of members on the board
- Proposed permanent tax rate is sufficient to support the services and functions described in the economic feasibility statement and a declaration of the rate of taxation necessary to raise an amount of revenue equal to the proposed permanent tax rate. The permanent tax rate must be expressed as a total dollar amount and the tax rate must be expressed as a rate per thousand of assessed valuation. These rates must be calculated for the latest tax year for which information is available
- Statement of the proposed terms and conditions, if any, to which a proposed formation is to be subject
- Statement or indication opposite each signature on the petition whether the signers

of the petition are landowners within the district or electors registered within the district, or both

- Request that proceedings be taken for formation of the district.

The petition to form the Fire District must be signed by a minimum of 15% of the electors or 100 electors, whichever is greater, signers must be registered voters in the area to be included in the proposed district. Another signature method is to have 15 landowners or the owners of 10% of the acreage in the proposed Fire District; whichever is greater, within the area to be included in the proposed district. An additional step required for St. Helens and Scappoose is for the governing body of the Cities to pass a Resolution approving the formation of the Fire District in the City limits as ORS 198.720(1) and 478.010(2)(a) do not permit the territory in the City to be included unless a resolution approving the inclusion is passed by the governing body of that city. The resolution does not necessarily provide approval or support to the formation of a district but does approve the City being included in the district if approved by the voters.

Prior to circulation of any petition, the petitioners must file with the County Clerk of the principal county a prospective petition. The prospective petition must include a description of the boundaries of the territory proposed to be included in the Emergency Services District. For this district, the boundaries will be the existing boundaries of the two districts.

2. An Economic Feasibility Statement is Required to be Developed as Part of the Formation of the Fire District

ORS 198.749 requires an Economic Feasibility Statement to be developed as a part of the formation. This document must contain the following:

- Description of the services and functions to be performed or provided by the proposed district
- Analysis of the relationships between those services and functions and other existing or needed government services
- Proposed first year line item operating budget and a projected third year line item operating budget for the new district that demonstrate its economic feasibility.

Once the feasibility statement is completed it must be attached to the petition when it is filed with the county and before it is circulated for signing. While the funding requirements for the emergency services district have yet to be determined, it is important to understand

the revenue sources and how it will be generated. A district once formed must establish a permanent tax rate just like any other taxing authority. Should any additional areas want to become a part of this district during this time, the Districts and those areas would need to further discuss those opportunities.

3. Additional Requirements to Form the Fire District

Once the information above has been collected, analyzed and put into the proper form, the petition will need to be filed with the County Clerk. A petition for formation of the Emergency Services District may not be accepted for filing by the County unless the petition is accompanied by a bond, a cash deposit or other security deposit as outlined below.

- A bond must be in a form and in an amount approved by the county board not to exceed \$100 for each precinct in the affected district and any territory to be included in the district, up to a maximum of \$10,000. The bond must be conditioned that, if the attempted formation is not completed, the chief petitioners will pay the costs thereof
- A cash deposit must be in an amount approved by the county board not to exceed \$100 for each precinct in the affected district and any territory to be included in the district up to a maximum of \$10,000. The cash deposit must be accompanied by a form prescribed by the Secretary of State. The form must include the names and addresses of all persons and organizations providing any part of the cash deposit and the amount provided by each, and a statement signed by the chief petitioners that if the costs of the attempted formation exceed the deposit, the chief petitioners will pay to the county the amount of the excess costs
- A security deposit other than a bond or cash deposit shall be of a kind and in an amount approved by the county board not to exceed \$100 for each precinct in the affected district and any territory to be included in the district up to a maximum of \$10,000. The security deposit must be accompanied by a form prescribed by the Secretary of State. The form must include the names and addresses of all persons and organizations providing any part of the security deposit and the amount in mind provided by each, and a statement signed by the chief petitioners that if the costs of the attempted formation exceed the security deposited, the chief petitioners shall or will pay to the county the amount of the excess cost.

The signed petition is required to be delivered to the clerk of the principal county of the proposed Fire District. The County Clerk has ten (10) days from the date the petition is received to review and determine whether it has been signed by the required number of qualified signers. If there are sufficient signatures the petition is filed. If there are

insufficient signatures the chief petitioners are notified, and the petition is returned.

The petition should provide sufficient space for each signer to sign his or her name, print his or her name, date the signature and provide a current address. No more than three persons should be designated as “chief petitioners” with their names and mailing addresses included in the petition. In addition, the petition must be filed within six months of the date the first signature is secured.

A permanent tax will be included for the emergency services district. This will require the petition to be filed a minimum of 180 days before the date of the next regular statewide primary or general election.

Once the petition has met all the requirements and has been certified by the county clerk the County Board is required to set a date for a hearing on the petition.

4. Timeline for District Formation

The chart below outlines a suggested timeline for bringing the District forward for voter approval. This timeline is for illustrative purposes; certain phases may not take as long while others may take longer than expected. The project team estimates the process will take 16 months to complete.

Phase / Month	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Formation of Ad Hoc Group																
Ad Hoc Group Proposal Development																
City Resolution																
Public Comment																
Create Formal Petition																
Create Economic Feasibility																
Circulate Petition/Signatures																
File Petition with County Clerk																
County Hearing																
Election Process																

3 | Dissolution of a District

Once the new district is formed the existing districts will need to be dissolved. Oregon Revised Statutes (ORS) provide for the dissolution of a district through Chapter 198 –

“Special Districts Generally”. According to ORS Section 198.920 there are three mechanisms to initiate the dissolution procedure:

- By petition of the electors requesting dissolution and filed with the County Board.
- By resolution of the District Board and filed with the County Board
- By resolution of the County Board if at the time of the regular district election has not elected district board members.

Oregon Revised Statutes (ORS) through Chapter 198 – “Special Districts Generally” provides for the districts that merge or consolidates must enter into an agreement to address any unfunded Public Employees Retirement System liabilities. ORS Section 198.608 further identifies Section 238.231 as applicable to the unfunded liabilities. This section also outlines the procedure to transfer employees from one district to another with unfunded liabilities.

The dissolution of the existing districts and the formation of the new district can occur simultaneously. Each District would need to file a Notice of District Election with the County Clerk as well as the filing for the new District. In Umatilla County two fire districts dissolved and created a new district. Below is The Notice of District Measure Election creating the new district:

NOTICE OF DISTRICT MEASURE ELECTION

Notice is hereby given on February 18, 2016 that a measure election will be held in Umatilla County Fire Dist. #1, located in Umatilla County, Oregon on May 17, 2016. The following is the final ballot title of the measure to be submitted to the district’s voters.

Caption: Formation and Permanent Rate of Umatilla County Fire District #1.

Question: Shall the Umatilla County Fire District #1 be formed with a permanent tax rate of \$1.75/\$1,000 beginning FY2016-17?

Summary: A "Yes" vote forms Umatilla County Fire District #1, effective July 1, 2016, and establishes a permanent tax rate of \$1.75 per \$1,000 of assessed value. The district will provide fire protection, rescue and emergency medical services to residents in Hermiston, Stanfield, and rural areas in west Umatilla County.

The Hermiston and Stanfield Fire Districts will operate until June 30, 2016, when equipment would be turned over to the new district. On July 1, 2016, the Umatilla County Fire District #1 would begin providing emergency services. Property taxes will generate approximately \$3,500,000 annually. Taxes will pay for the current

career and volunteer staff, operational expenses, and capital reserve fund. The proposed budget includes additional funds to pay for staffing the fire station on Diagonal Road and to purchase new equipment and apparatus.

This measure will take effect only if Measure # ____ and Measure # ____ are also approved by the voters.

Of note is the last sentence that stipulates the measure will only take effect if the other two measures are also passed by the voters. In this particular scenario, Measure 30-108 formed the new district and Measures 30-109 and 30-110 dissolved the other two districts. It should be noted this was the second time the district issue was put on the ballot, the first attempt failed as Stanfield Fire District approved the measures but Hermiston Fire District did not vote in favor. It took approximately two years to get the new district approved.

Appendix B Fire Authority Agreement

This appendix contains the Intergovernmental Agreement (IGA) used to create the Lane Fire Authority between Lane Rural Fire/Rescue and Lane County Fire District No. 1. It is presented here as a reference document.

**Lane Fire Authority
INTERGOVERNMENTAL
AGREEMENT FOR FIRE AND
EMERGENCY SERVICES**

Between: LANE RURAL FIRE/RESCUE an Oregon
municipal corporation authorized and
operating under ORS Chapter 478 (Lane Rural F/R)

AND LANE COUNTY FIRE DISTRICT NO. 1, an
Oregon municipal corporation authorized and
operating under ORS Chapter 478 (Lane Co. FD)

RECITALS

- A. ORS 190.003-190.130 allows local governments to enter into intergovernmental agreements to provide services through the formation of governmental units.
- B. The Parties to this Agreement acknowledge that local fire districts and local governments can greatly increase the efficiency and the effectiveness of their provision of services by providing regional solutions and thereby avoiding duplication of overhead, better utilization of equipment and more effective assignment of personnel, including the opportunity to enhance training, and provide specialized services. It is determined that this is especially true for the provision of fire and emergency response services within the western Willamette Valley region of Lane County.

Through the combination of resources, and the functional elimination of jurisdictional boundaries, and through mutual aid arrangements, substantial economies and increases in effectiveness can be achieved. The creation of a regional fire and emergency medical services authority constitutes the next

logical step toward the most efficient and effective provision of services and allows an evaluation of the results prior to the final possible step of creating a consolidated regional entity.

- C. Each of the Contracting Parties is authorized and empowered to supply fire protection and emergency response services within their respective jurisdictions by any available means, and to provide all necessary property, equipment, and personnel incident thereto; and
- D. The establishment of a regional Authority by the Contracting Parties in Lane County, Oregon will serve a public purpose, and will promote the health, safety, prosperity, security, and general welfare of the inhabitants and the taxpayers of the Contracting Parties, Lane County, and the State of Oregon; and
- E. It is the Contracting Parties' intent that after establishing the Authority the specific powers to be exercised by the Authority, while generally set forth in this agreement, shall only be exercised as they are specifically referenced in separate documents to be attached as appendices to this Agreement. The initial active powers shall be limited to those of establishing the Authority and moving toward providing administrative services, including administrative assistants, fire chief and other exempt personnel for the member entities.

AGREEMENT

In consideration of the mutual covenants, agreements, and promises set forth hereinafter, the adequacy of which is hereby acknowledged, the Contracting Parties agree as follows:

1. Establishment of the Lane Fire Authority.

There is hereby established, the Lane Fire Authority ("Authority") as a separate legal entity, political subdivision, and public corporation of the State of Oregon, existing separate and distinct from the Contracting Parties. It shall have the duties, privileges, immunities, rights, liabilities, and obligations of an Oregon municipal corporation.

2. Effective Date and Term.

This Agreement shall become effective on July 1, 2012 after execution by all Contracting Parties in accordance with ORS 190.085. The term of the Agreement shall be unlimited, subject to annual appropriation, and shall extend until terminated as provided herein.

3. Purposes of the Authority.

The purposes of the Authority are to review the operations of fire protection, emergency response, and emergency medical services ("EMS") transport in the respective fire districts and determine a regional basis for providing such services. Services to be provided by the Authority may be by individual entities or by the Authority directly, depending on the decisions of the respective parties.

4. Governance.

- a. **Governing Body.** The governing body of the intergovernmental entity shall be a Board comprised of two elected officials from each participating entity. Each entity shall designate its Board members, each of whom shall serve at the pleasure of their respective appointing authority.
- b. **Bylaws.** Consistent with this Agreement, the Board shall adopt bylaws which designate the duties and responsibilities of the Board President and such other officers as it deems necessary and which designates a business location within the boundaries of the two Districts.

- c. **Vote.** Each Board member shall have one vote on matters before the Board which shall be decided by majority vote of the Board members.
- d. **Quorum.** A quorum of the Board shall exist when there is at least one Board member from each Party present. However, three affirmative votes are required for approval of any proposal.
- e. **Dispute Resolution.** If the Board is unable to resolve an issue by majority vote of its members, the unresolved issue shall be referred to a joint meeting of the full Boards of Directors of the Contracting Parties who shall endeavor to resolve the issue, or appoint other District Board members to the Authority Board to facilitate a resolution.
- f. **Administration.** Each Party shall designate an administrative employee to be the primary contact for Authority business and communicate that designation to the other Party. Either Party may change its designee from time to time and give notice of the change to the other Party. Among the duties of these designees shall be to maintain close working relations with private and public organizations which contract with the Authority.

5. Authority Powers

The Contracting Parties hereby delegate to the Authority the power, duty, and responsibility to maintain, operate, manage, and control all fire and EMS activities, equipment, resources, and property of the Contracting Parties, including without limitation, all fire stations, land, buildings, and firefighting equipment, and to employ the necessary personnel, and to do any and all other things necessary or desirable to provide continued efficient and economical fire protection and emergency services to all persons and property within the Authority service area.

The Authority shall have, and may exercise, all powers and functions as vested in statutory rural fire protection districts, per ORS Chapter 478, except as specifically provided in this Agreement.

These powers include, but are not limited to, the following:

- a. To make and enter into contracts, including those with the Contracting Parties hereto, for goods and services and otherwise.

- b. To employ all necessary personnel.
- c. To acquire, construct, manage, maintain, or operate any buildings, works, improvements, or other facilities.
- d. To acquire, hold or dispose of real or personal property.
- e. To sue and be sued in its own name.
- f. To incur debts, liabilities, or obligations subject to appropriation and applicable law, provided that no debt, liability, or obligation shall constitute a debt, liability, or obligation of any of the Contracting Parties without express action by each member District.
- g. To apply for, accept, receive and disperse grants, loans, and other aid from any governmental entity or political subdivision thereof.
- h. To invest any unexpended funds that are not required for the immediate operation of the Authority, as the Authority determines is advisable, in accordance with the laws of the State of Oregon.
- i. To administer and enforce the Fire Code in effect within the respective territorial limits of the Contracting Parties.
- j. To carry out and enforce all provisions of this Agreement.
- k. To engage the services for legal counsel, accounting, and such other persons for the purpose of providing professional, technical, or consulting services as may be necessary for the purposes of the Authority.
- l. As outlined above, as specific services are provided, they are to be addressed by separate appendices attached to this Agreement.

6. Duties

The duties of the Authority shall include, but not be limited to, the following:

- a. Exercise a good faith effort to maintain fire protection and EMS transport services in the Authority's service area at levels not less than those

existing in each of the Contracting Parties' respective jurisdictions at the time of the execution of this Agreement.

- b. The Authority shall hire and set the terms of employment, inclusive of training and proficiency standards, for all employees, including volunteers, and shall terminate such employees and/or volunteers as it may deem necessary for the efficient performance of the Authority's functions and responsibilities. The Authority may obtain such services by intergovernmental agreement with the member Districts.
- c. The Authority shall establish and maintain an employee grievance and appeals procedure so as to afford employees and volunteers a mechanism to contest, and have reviewed, disciplinary or other adverse job actions.
- d. The Authority shall adopt (to the extent of its authority) and enforce such fire safety codes as deemed appropriate for the Authority's service area for fire protection services and implement and maintain a program of fire safety inspections to be conducted by qualified personnel. The Parties anticipate and intend that they shall each adopt, and work with other governmental entities to adopt, such resolutions as may be necessary to allow the uniform application of the fire codes(s) adopted by the Authority within the respective jurisdictions. The Parties also expect that the Authority shall adopt and abide by County, State, and Federal EMS Regulations.
- e. The Authority may set and collect fees and charges for ambulance or emergency medical services and for requested or mandated fire code inspections, including plan review, permits, related services, and out-of-district or transportation corridor responses.
- f. The Authority shall regularly investigate and pursue public and private grants and other financial aid that may be available to fund or defray the cost of the Authority's operations.
- g. The Authority, at this time, appoints Terry Ney as Fire Chief to manage the Authority. The Chief or Chief's designee shall be vested with the following duties and obligations:

- (1) To provide for the planning, design and construction of any buildings, additions, or improvements to the facilities owned by the Authority, subject to the approval of the governing Board.
- (2) To approve and execute any contract for capital costs, costs of special services, equipment, materials, supplies, maintenance or repair that involves any expenditures by the Authority subject to limitations set by the Board from time to time.
- (3) To supervise all personnel, whether directly hired or providing services through intergovernmental agreement, including volunteers, of the respective members of the Authority required for the provision of services and maintenance and operation of all facilities, subject to the personnel rules established and adopted by each of the respective Districts that make up the Authority.
- (4) To supervise all personnel required in connection with the planning, design, and construction of any buildings, additions or improvements to the facilities owned by the Authority, subject to the approval of the governing Board.
- (5) To expend funds and enter into contracts, whenever required in an emergency, for the immediate preservation of the public health, safety and welfare, provided that the amount of funds involved does not exceed any limitations set by the Board from time to time.
- (6) To dispose by sale any personal property of the Authority subject to limitations set by the Board from time to time.
- (7) To prepare and submit to the Board and each Contracting Party's Board an annual operating budget for the next fiscal year in accordance with the budget schedules of the Contracting Parties and the provisions herein.
- (8) To adopt general operating guidelines, including operating policies and inspections policies, as deemed appropriate.
- (9) Generally, to supervise the acquisition, construction, management, maintenance and operation of the Authority's facilities and personnel.
- (10) To provide for the placement, staging and assignment of equipment and personnel.
- (11) To perform such other duties as directed by the Board and report to the Board at such times and on such matters as the Board may direct.
- (12) To provide services in the capacity of Fire Chief for the Fire Authority for supervision of each of the above items for each respective

Contracting Party as set out in 1 through 11 above.

7. Meetings

Meetings of the authority shall comply with the Oregon Public Meetings Law. Minutes and notices of all meetings shall be sent to each respective District in addition to any other notice required by Oregon law.

8. Budget

Each year subsequent to the first, the Authority shall submit a budget for services on or before March 1 of each year to each Contracting Party, setting forth anticipated expenses and revenues necessary to fund the Authority for the succeeding year. The proposed budget shall specify the amount of money, along with the method of calculation and apportionment, sought from each Contracting Party to fund the Authority's operation. This preliminary budget shall comply with Oregon Local Government Budget Law. Upon adoption of the budget of each Contracting Party, the Authority shall be responsible through its designated agents to expend and receive the revenues and operate within the approved budget as allowed by Oregon State Law.

The Authority will provide cost, accounting, and payroll services. All expenditures and services to be provided by the Authority, including payments by respective Authority members shall be budgeted and expended through this fund. Monies within the fund can be used only for Authority purposes and expenditure is subject to the approval of the governing body of the Authority. Each member District agrees that services will be provided as a part of, and included within, the overall Authority budget which in turn will be funded by the parties as stated above. The services may be provided initially by intergovernmental agreement with either member District.

9. Costs of Providing Services

The Authority shall be responsible for all true and verifiable direct and indirect costs of providing services to the Contracting Parties and any other participants or contract entities, based upon consistent application of generally accepted governmental accounting principles and practices that result in equitable charges for such services. The specific services being provided by the Authority shall be modified from time to time by appendices or further action of the Contracting Parties. Initially, such services involve administration of the Authority and the employment or contracting for a Chief Executive Officer to serve as Fire Chief for Authority members, and such other administrative

positions as desired. Such costs shall include, by way of illustration and not limitation, the following:

- a. Personal costs for full time firefighters, residents, volunteers, both direct and indirect, including contributions to pension funds and other employee benefits.
- b. Fire station maintenance and supplies, including telephone, radio equipment, radio maintenance, dispatch costs, and office supplies.
- c. Vehicle fuel, tires, maintenance and repair.
- d. Training costs.
- e. Accessory firefighting and EMS tools and equipment.
- f. Dues and subscriptions.
- g. Equipment lease payments and other obligations incurred for jointly owned equipment.
- h. Debts lawfully incurred by the Authority.
- i. Protective clothing.
- j. Insurance.
- k. Legal, administrative, accounting, travel, food and conference expense.
- l. Fire station utility costs, costs to repair stations, and capital improvements to fire stations.

10. Indemnification

To the extent legally possible and within the provisions of the Oregon Tort Claims Statutes:

- a. Each Party shall indemnify and hold harmless the Authority and the other Contracting Party, its officers, agents, employees and contractors from

and against any and all claims, actions, liabilities, costs, including costs of defense (including attorney fees at trial or on appeal), arising out of or in any way related to the performance or nonperformance of this Agreement and any subsequent agreement between the Contracting Party and the Authority. In the event any such action or claim is brought against one Contracting Party which is the responsibility of the other Contracting Party, the Contracting Party responsible shall, upon tender, defend the same at its sole cost and expense, promptly satisfy any judgment adverse to the other, and reimburse the other for any loss, cost, damage, or expense (including attorney fees at trial or on appeal) suffered or incurred by the other.

- b. The Authority shall defend, indemnify and hold harmless each Contracting Party, its officers, agents, employees and contractors, from and against any and all claims, actions, liabilities, costs, including costs of defense (including attorney fees at trial or on appeal), arising out of or in any way related to the Authority's performance or nonperformance of this Agreement.

11. Miscellaneous

- a. **Inspection of Records.** Except for privileged communications, any Contracting Party may inspect the records of the Authority or of the other Contracting Party relating to the performance of this Agreement and any subsequent agreement related to the performance of this Agreement, including those not subject to disclosure under the Oregon Public Records Law, provided, however, the Contracting Party inspecting the records preserves the nondisclosure nature of the record.
- b. **Notice.** Any notice required by this Agreement shall be deemed given when personally delivered or when deposited in the United States mail, postage fully prepaid, certified and return receipt requested, addressed to all Contracting Parties as follows:

Lane Rural Fire/Rescue:	President, Board of Directors Lane Rural Fire/Rescue 29999 Hallett Street Eugene, OR 97402
Lane County Fire District N. 1:	President, Board of Directors Lane County Fire District No. 1 P.O. Box 275 88050 Territorial Hwy Veneta, OR 97487

Each Contracting Party may change its designated address by giving written notice to the other.

- c. **Audit.** The financial records of the Authority shall be audited by the auditors hired to perform the audit for the public agency which budgets the Authority's revenue and expenditures. The cost of such audits, to be conducted annually, shall be borne by the Authority.

12. Equipment and Facilities

At such time as the Contracting Parties deem appropriate, and by supplement to this Agreement, separately owned designated equipment and facilities shall be transferred to the Authority as follows:

- a. **Conveyance of Interest.** In consideration of the services to be provided by the Authority, each Contracting Party will lease or convey without cost to the Authority all right, title, and interest to any and all real and personal property utilized for fire protection or EMS purposes. Separate lease or conveyance documents may be executed and recorded as the Authority deems necessary. A schedule of the property being conveyed, stated separately by each of the Contracting Parties, and including a description of such property; the nature of the conveyance (e.g., lease, assignment of rights under lease, outright conveyance, etc.), the fair market value of the asset, a description of any indebtedness against the property (including the amount owed) and any restrictions which exist with respect to such property (e.g., right of reversion, use restriction, etc.).

- b. **Responsibility for assets.** The Authority shall be solely responsible for maintaining, repairing, and insuring all equipment and facilities provided to it hereunder. All policies of insurance shall serve as primary insurance and shall name the Contracting Parties as additional or co-insureds and loss payees. Under no circumstances will the Authority release, convey, dispose of or encumber any interest in any real estate or fixtures, including leasehold interests, without the prior written consent of the Contracting Party which contributed such property to the Authority. If property of a Contracting Party, not previously conveyed to the Authority, is sold or traded in by the Authority, the value of such equipment shall be considered an additional capital contribution by such Contracting Party.
- c. **New Equipment and Facilities.** During the term of this Agreement, the Contracting Parties acknowledge that equipment and or facilities may be modernized or replaced. Unless otherwise agreed to by all of the Contracting Parties, new equipment or facilities purchased, or obtained to replace existing equipment or facilities, shall be titled in the name of the Authority. The addition and deletion of equipment and or facilities maintained and used by the Authority shall be promptly reflected on the inventory of equipment and facilities referenced above, but shall have no affect upon the capital account of the contributing Party.
- d. **Distribution upon Termination or Withdrawal.** Upon termination of this Agreement, all equipment and facilities leased by a Contracting Party, and/or titled in the Contracting Party's name, shall be returned to the Contracting Party in a condition comparable to that at which it was originally provided to the Authority, normal wear and tear excepted, and subject to modifications which have been approved by the Authority. In addition, upon the withdrawal of a Contracting Party from this Agreement, all equipment and facilities then-leased by the withdrawing Contracting Party and/or titled in the withdrawing Contracting Party's name, shall be returned to such Contracting Party in a condition comparable to that at which it was originally provided to the Authority, normal wear and tear excepted, and subject to modifications which have been approved by the Authority.

With respect to all other assets of the Authority, in the event of a termination of this Agreement or the withdrawal from this Agreement by a

Contracting Party, the Authority and the Contracting Parties agree to cooperate in a good faith and timely manner to transfer assets so that the Contracting Parties and the Authority (if still in existence) can continue to provide adequate fire protection and emergency medical services to their constituents without a lapse or significant reduction in the provision of such services and in a manner which reflects an equitable return of the Contracting Parties' capital contributions, and distributions of property in-kind shall be valued at the fair market value of the property being distributed at the time

of the distribution. All such distributions shall be completed no later than the last day the Authority is authorized to provide services for the constituents of a Contracting Party.

In the event equipment or facilities cannot be equitably distributed to the Contracting Parties, and unless otherwise agreed, the property shall be sold with the proceeds allocated to the Contracting Parties in the same proportion referenced above. The Contracting Parties may agree to arbitration in accordance with 36.600 through 36.740.

13. Principal place of Business.

The official offices of the Authority shall be located at the Lane County Fire District fire station at 88050 Territorial Hwy, Veneta, OR 97487. The Board of Directors may change the principal place of business at any formal meeting. The Board of Directors of the Authority will appoint a registered agent for the Authority.

14. Initial Powers.

It is the agreement between the Contracting Parties that the initial employees, by contract or otherwise, will be fire chief, assistant chiefs, and administrative personnel. As Fire Chief for the Authority, the Fire Chief will have operational control over both Districts. Until expressly addressed by the respective parties, in terms of additional current duties to be assumed by the Authority, all other day-to-day operations are the responsibility and obligation of each respective District, acting through the Authority. The Authority will enter into an employment agreement or adopt personnel rules governing the Fire Chief and other administrative personnel, directly or through an intergovernmental agreement with one of the parties, including a job description.

15. Severability

In the event that any of the terms, covenants, or conditions of this Agreement or their application shall be held invalid as to any person, corporation or circumstance by any court having competent jurisdiction, the remainder of this Agreement shall not be affected thereby. If any provision of this Agreement shall be determined to be unconstitutional, invalid or unenforceable, such determination shall not affect or impair the validity or enforceability of any other provision, and the Contracting Parties agree to renegotiate the invalid or unenforceable provision so as to cure such defect, if possible, and have it reflect and serve as closely as possible the original intent and purpose of same unless to do so would render the Agreement inequitable.

16. Mediation

In the event of a dispute between any of the Contracting Parties which arises out of or relates to this Agreement, any alleged default hereof, the termination of this Agreement, the operation of the Authority, the dissolution of the Authority, the winding up of the Authority's affairs, or the rights and duties of any of the Contracting Parties, including but not limited to disputes regarding the establishment or modification of budgets and budget requests, the Contracting Parties agree to first proceed in good faith to submit the dispute to mediation. The parties will jointly appoint an acceptable mediator and the Authority will pay the reasonable costs of such mediation, including the mediator's fees. If the parties cannot agree upon a mediator, either party may request that any person then sitting as presiding judge of the Lane County Circuit Court appoint a mediator.

17. Termination

This Agreement may be terminated by a unanimous vote of each respective governing body that is a member of the Authority. Further, this agreement may be terminated upon one (1) year's notice by any member agency. Whether or not the Authority will continue after withdrawal of a member agency will be a decision of the Boards of the remaining District or Districts which make up the Authority.