Yamhill & Polk Counties
Fire Departments & Districts

McMinnville, Oregon

December 2020

Fire District & Departments
Consolidation Feasibility Study

An Evaluation of the Potential for Consolidation

Emergency Services Consulting International

Providing Expertise & Guidance that Enhances Community Safety

CONTENTS

ACKNOWLEDGMENTS

Emergency Services Consulting International (ESCI) wishes to extend its sincere appreciation to all those who contributed to this project—the appointed and elected officials, fire chiefs, officers, and representatives of the fire districts included in this study; along with many other individuals who lent their time and assistance to this project.

Our sincere appreciation is extended to each of you…

Jeff Meyers
Station Captain

Bert Hanifan
Operations Lieutenant

Rich Leipfert
Fire Chief

Amy Hanifan
Operations Chief

Debbie McDermott
Fire Marshal

Brett Putman
Fire Chief

Fred Hertel
Fire Chief

N. Terry Lucich
Fire Chief

Fred Hertel
Fire Chief

Scott Law
Training Chief

Fred Hertel
Fire Chief

N. Terry Lucich
Fire Chief

…and each of the volunteer and career firefighters and support staff who daily serve the citizens and visitors of Yamhill County and Polk County with honor and distinction!

INTRODUCTION

In late 2019, led by the City of McMinnville Fire Department, Emergency Services Consulting International (ESCI) was retained to conduct a *Cooperative Services Feasibility Study* to determine the potential of consolidating various fire districts and municipal fire departments in both Yamhill County and Polk County, Oregon, into a single organization. The following report represents the results of this study.

ESCI understands that the fire departments and districts may be referred to using different monikers. However, for purposes of clarity and consistency, the following names and acronyms will be utilized in this report:

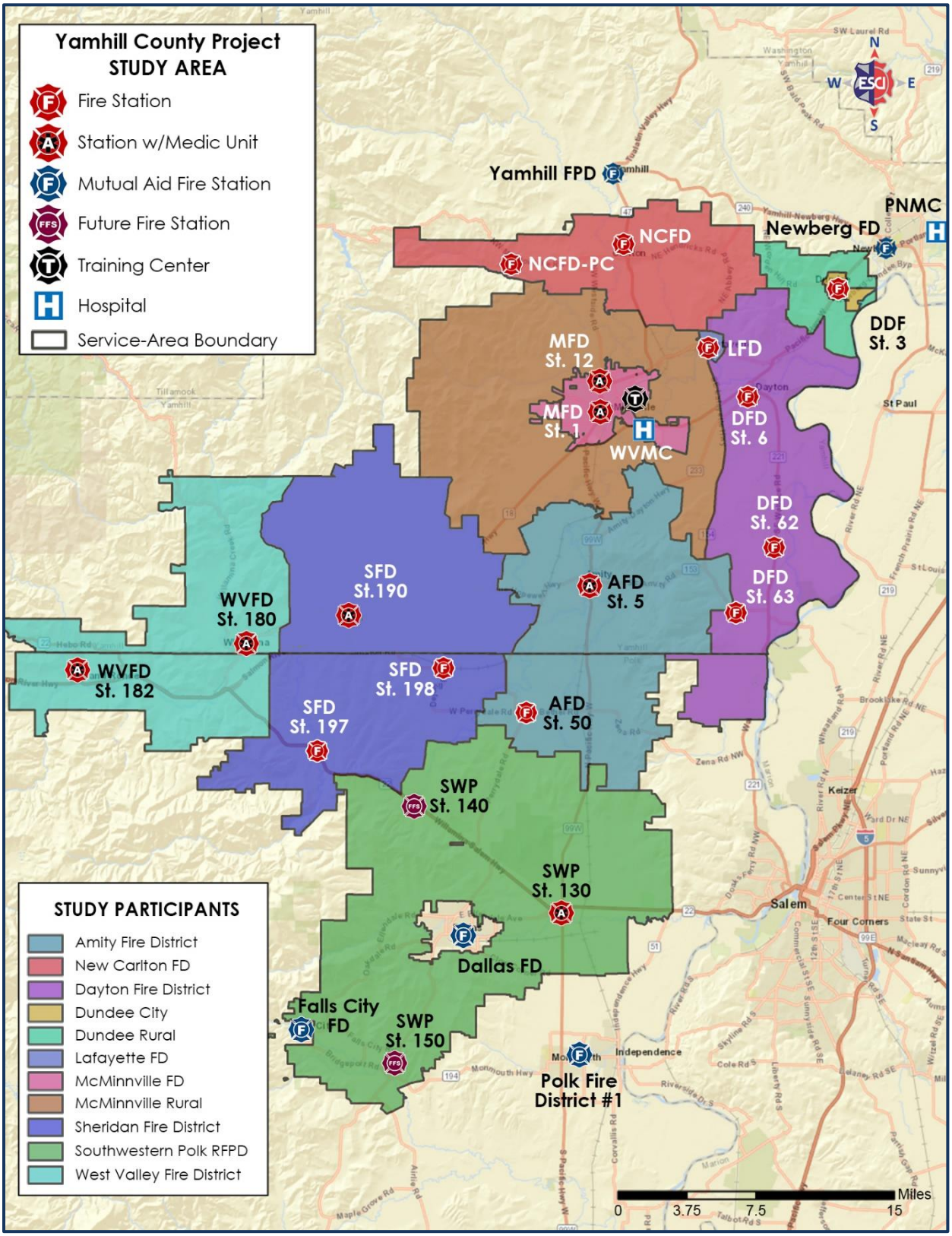
- Amity Fire District (AFD)
- Dayton Fire District (DFD)
- Dundee Fire District (DDF)
- Layfayette Fire Department (LFD)
- McMinnville Fire Department (MFD)
- New Carlton Fire District (NCFD)
- Sheridan/SW Polk/West Valley Fire Districts (SFD/SWP/WVFD or the Collective Fire Districts)

While the participants in this study include both fire districts and municipal fire departments, the term "fire department" will be used to describe either type of organization, unless otherwise specified.

Project Study Area

The following figure illustrates the overall study area for this project, each fire department's service area boundaries, and their respective fire stations. In addition, some mutual aid fire stations have been included along with hospital locations.

Figure 1: Yamhill Project Study Area Map



OVERVIEW OF THE COUNTIES

The following section represents a general demographic overview of Yamhill County and Polk County. It is not intended to provide a detailed demographic perspective of each fire district and city, but a basic viewpoint of the two counties.

Yamhill County

Yamhill County is the fifth-smallest county in Oregon by area, and is located about 15 miles southwest of the City of Portland. It is comprised of approximately 718 square miles, of which 716 square miles consist of land, and 2.5 square miles of water.[1] The Willamette River represents the County's eastern boundary. One-third of the County is covered with commercial timber.[2] The City of McMinnville serves as the county seat.

Figure 2: Yamhill & Polk Counties

Population Characteristics

The County's 2018 population estimate was 107,002 persons.[3] As of 2017, just over 12% of the County's population was 9 years of age or less, with approximately 22% aged 60 years and older, and a median age of 38.2 years. The majority of the population was comprised of white persons, followed by Hispanics at nearly 16%.[4]

Interestingly, the population was evenly split between males and females. Overall, 13.7% of the population was below the poverty level, with nearly 12% of males and 16% of females considered below the poverty level.[5]

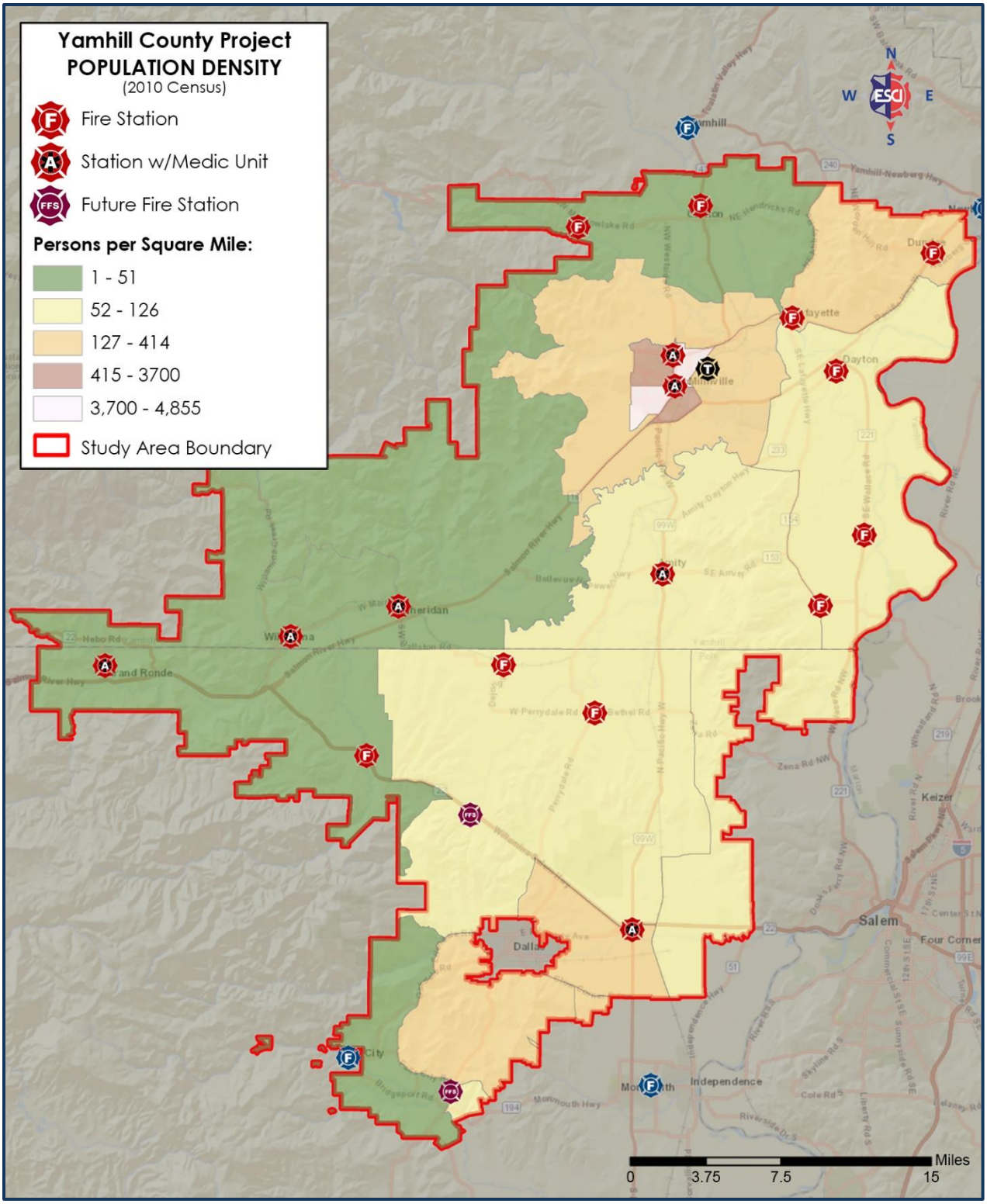
Housing

As of 2017, the U.S. Census Bureau estimated that there were 38,286 housing units in Yamhill County, of which 2,334 (6%) were vacant. About 68% are owner-occupied and 32% renter-occupied.[6] The majority (70%) of homes were built between 1970 and 2009. Just over 27% of residential units were built prior to 1969.

[1] U.S. Census Bureau.
[2] Yamhill County, Oregon website.
[3] Ibid.
[4] American Community Survey, U.S. Census Bureau.
[5] Ibid.
[6] American Community Survey, U.S. Census Bureau.

Figure 3: Study Area Population Density

Source: 2010 U.S. Census Bureau



Polk County

Polk County is contiguous with the southern boundary of Yamhill County. It is comprised of approximately 744 square miles, of which 741 square miles consist of land, and 3.1 square miles of water.[7] About two-thirds of the County, in the western portion, consists of forest. The county seat is the City of Dallas.

Population Characteristics

Polk County's 2018 population estimate was 85,234 persons. As of 2017, nearly 13% of the County's population was 9 years of age or less, with just over 23% aged 60 years and older, and a median age of 37.3 years. The majority of the population was comprised of white persons, followed by Hispanics at just over 13%.[8]

Nearly 49% of the population consisted of males, and just over 51% females. Overall, 13.7% of the population was below the poverty level, with 14.5% of males and just over 16% of females considered below the poverty level.

Estimated Population of the Fire Department Service Areas

The following figure lists the *estimated* populations of the service areas of each agency, which do not include the transient population estimates. It is important to emphasize that these figures are estimates based on the latest available data.

Figure 4: Estimated Service Area Populations of the Fire Agencies (2018)

Department/District	Population Estimate
Amity Fire District	3,000
Dayton Fire District	6,000
Dundee Fire District	5,499
Lafayette Fire Department	4,309
McMinnville Fire Department	39,896
New Carlton Fire District	2,183
Sheridan Fire District	8,345
Southwestern Polk RFPD	7,237
West Valley Fire District	5,367
Estimated Total:	**81,836**

[7] U.S. Census Bureau.
[8] American Community Survey, U.S. Census Bureau.

Housing

As of 2017, the U.S. Census Bureau estimated that there were 31,403 housing units in Polk County, of which 2,275 (7%) were vacant. About 65% are owner-occupied and 35% renter-occupied.[9] The majority (68%) of homes were built between 1970 and 2009. Nearly 29% of residential units were built prior to 1969.

[9] American Community Survey, U.S. Census Bureau.

Section I:
BASELINE AGENCY EVALUATIONS

ORGANIZATIONS OVERVIEW

The next section entails a general overview of each of the fire districts and fire departments participating in this study.

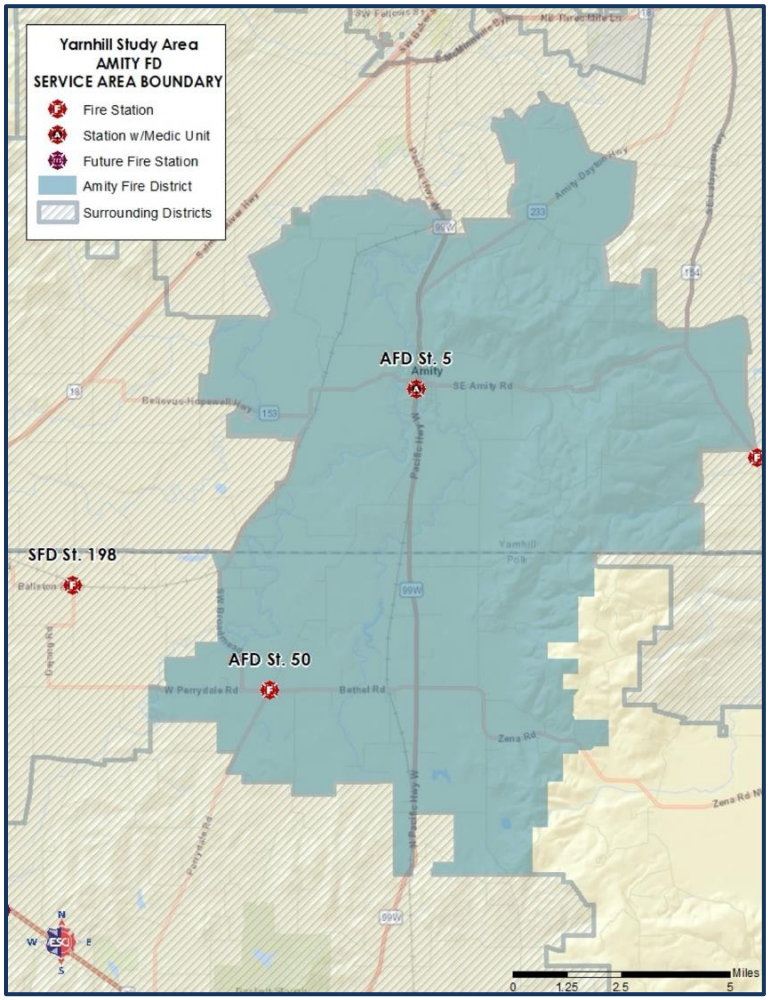
Amity Fire District

AFD is a rural fire protection district located in the Northwestern Willamette Valley with a history dating back to 1895. The District estimates that it has a predominantly rural population of approximately 3,000 permanent residents, which includes the City of Amity with a 2018 estimated population of 1,782 persons.[10]

AFD Service Area

The following figure illustrates the Amity Fire District boundaries and service area.

Figure 5: AFD Service Area Map

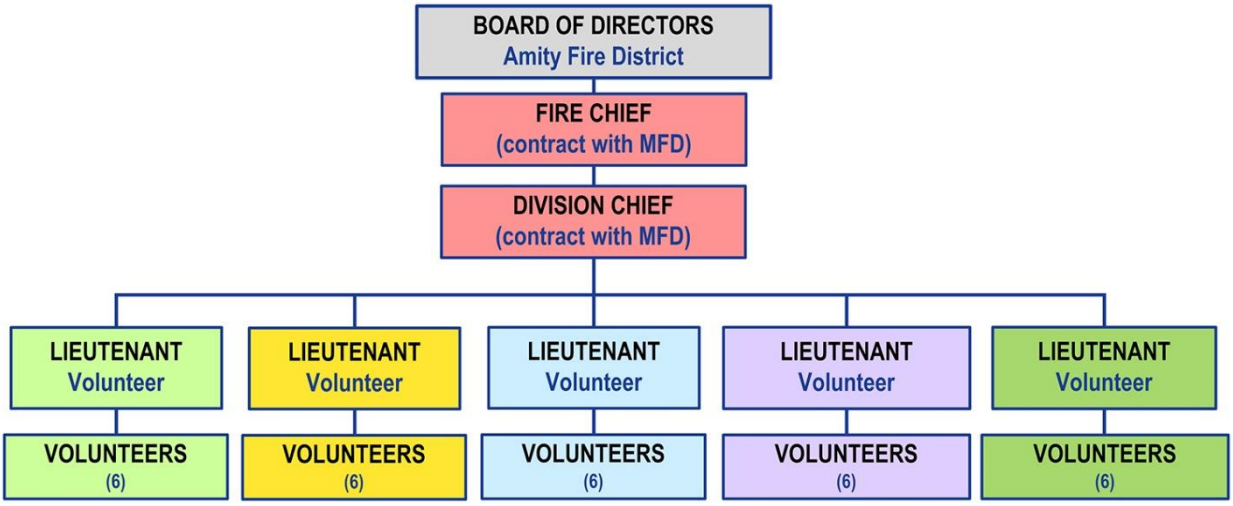


[10] American Community Survey, U.S. Census Bureau.

AFD Organizational Structure

The following figure illustrates the current organizational structure of the Amity Fire District. An elected 5-member Board of Directors oversees the District.

Figure 6: Amity Fire District Organizational Chart (2020)



Through an interlocal agreement with the District, the McMinnville Fire Department provides its Fire Chief and Division Chief to oversee, administer, and support AFD and its personnel. AFD employs one part-time District Clerk, with the remaining personnel being volunteers, five of whom have the rank of Lieutenant.

AFD Operations & Deployment Overview

The Amity Fire District provides traditional fire protection services along with medical first response (MFR) at the Basic Life Support (BLS) and Advanced Life Support (ALS) levels. The District does not provide special operations, but does train its volunteers to the Hazardous Materials Operations level. In addition, AFD provides fire inspections, plans review, fire and arson investigation, and public education and prevention programs.

Operating from two fire stations, the Amity Fire District deploys its apparatus utilizing a combination of volunteer officers and volunteer firefighters. Through an intergovernmental agreement, the McMinnville Fire District provides an ALS medic unit Monday through Friday, 40 hours weekly.

The District has an *Insurance Services Office* (ISO) *Public Protection Classification* (PPC®) score of 4/10 (4 within a 10-mile radius and 10 beyond that).

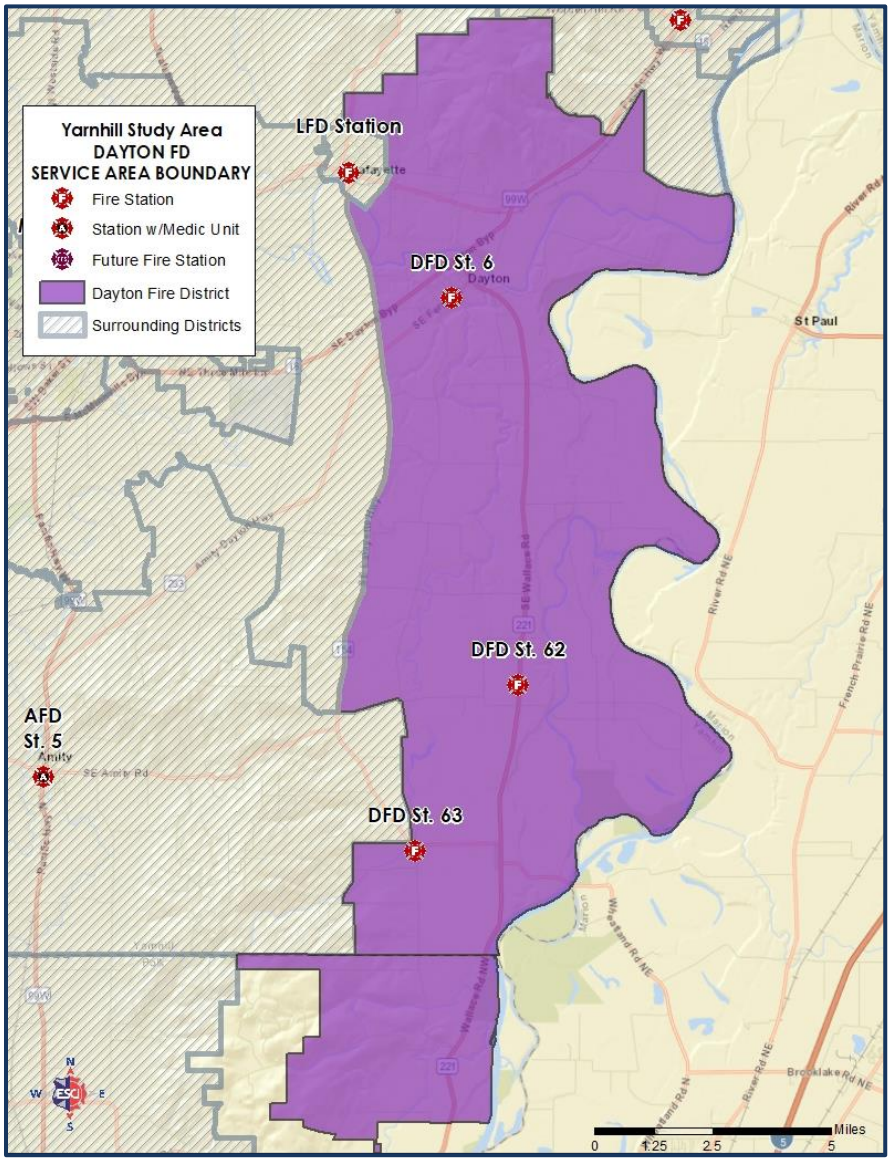
Dayton Fire District

Originally formed in 1898, DFD is a rural fire protection district based out of the City of Dayton with a service area of approximately 80 square miles. An elected Board of Directors oversees DFD. The District estimates that it provides service to a total of nearly 6,000 permanent residents. The 2018 estimated population of Dayton was 2,643 persons.[11]

DFD Service Area

The following figure illustrates the Dayton Fire District boundaries and service area.

Figure 7: DFD Service Area Map



[11] American Community Survey, U.S. Census Bureau.

DFD Operations & Deployment Overview

The Dayton Fire District is an all-volunteer agency that provides traditional fire protection services along with MFR from its main fire station and two substations. EMS is provided by approximately 31 volunteers, of which 29 are certified at the BLS level, and two are certified Paramedics. The main station is located in the center of the City of Dayton. In 2019, DFD received a PPC® score of 5 from ISO.

Dundee Fire District

For the purposes of this study, ESCI will use the title, "Dundee Fire District" in reference to Dundee Fire/Rescue or the Dundee Fire Department. Dundee is a municipal, combination fire department that was originally established in 1935. DDF is overseen by the Fire Chief, who answers to the Dundee City Administrator and an elected seven-member Dundee City Council.

The Dundee Fire District has a service area comprised of the City limits of nearly 1.4 square miles. In addition, through a contractual arrangement, DDF provides service to the Dundee Rural Fire Protection District (DRFPD), which comprises the rural areas surrounding the City. Combined, the City and DRFPD consist of approximately 14 square miles.

Dundee Rural Fire Protection District

DRFPD is overseen by a five-member elected Board of Directors, one of whom is appointed President, and two others as Secretary and Treasurer. The District does not maintain its own assets for fire protection and EMS, but instead relies on DDF. Funding for the agreement comes from property taxes.

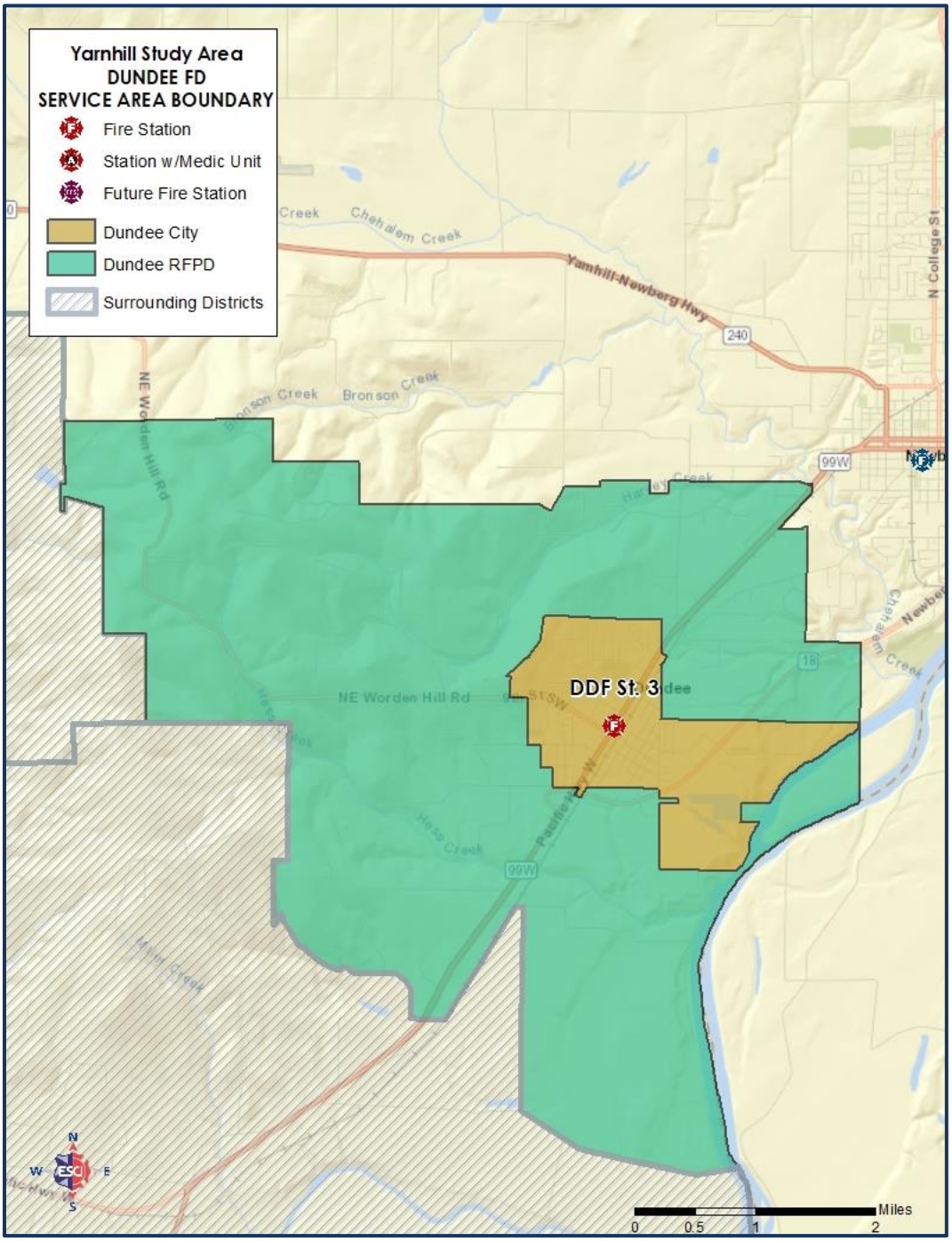
The estimated 2018 population of the City of Dundee was 3,299 permanent residents.[12] The is in contracts to the Department estimates an approximate population in DRFPD of over 2,200 persons in the last ESCI report from 2006.[13] In addition, DDF estimates that approximately 30,000 non-residents commute to and from Dundee daily.[14]

[12] American Community Survey, U.S. Census Bureau.
[13] Dundee Fire Department Evaluation, ESCI (2006).
[14] City of Dundee, Oregon; Dundee Fire Department website.

DDF Service Area

The following image shows the overall service area of DDF, which includes the boundaries of the City of Dundee and the Dundee Rural Fire Protection District.

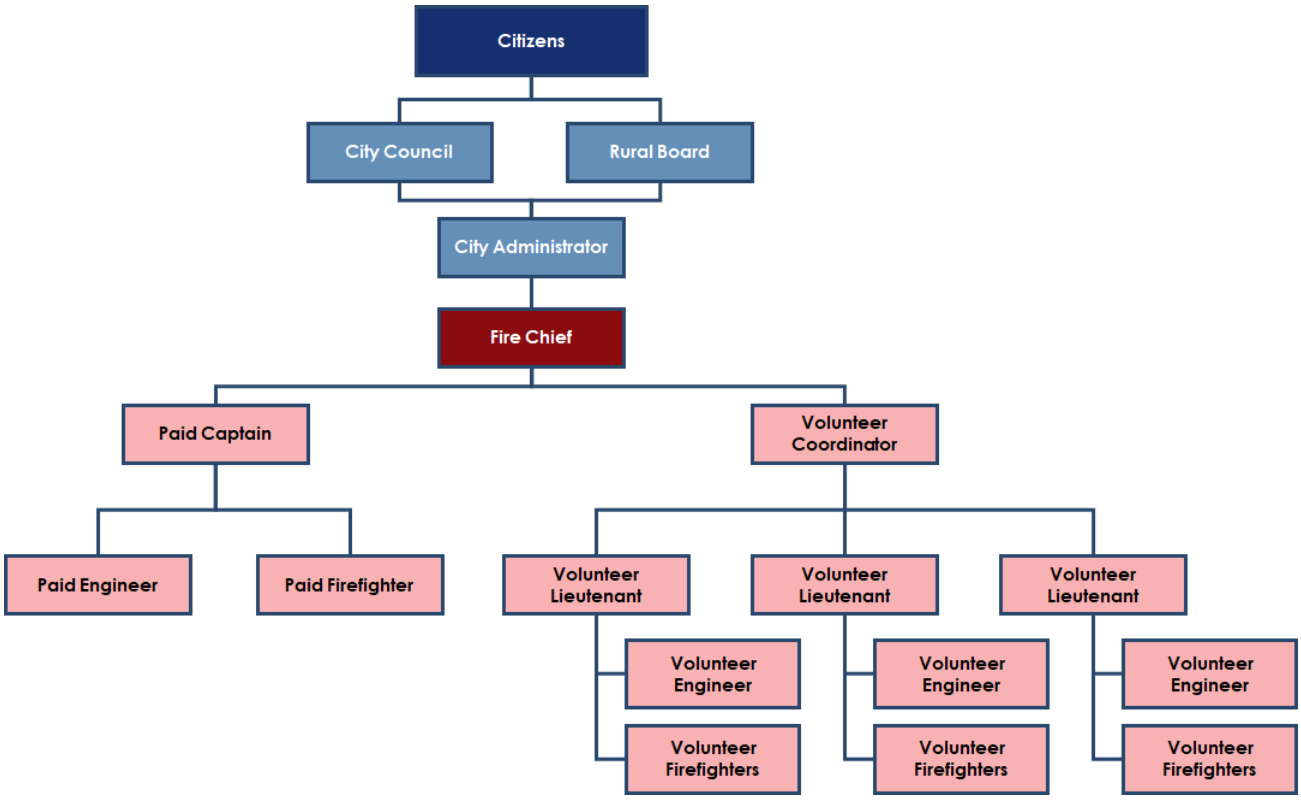
Figure 8: DDF Services Area Map



Dundee Fire District Organizational Structure

The next figure illustrates the current DDF organizational structure.

Figure 9: Dundee Fire/Rescue Organizational Chart (2020)



As shown, the Fire Chief supervises the career staff of Lieutenants, Engineers, Drivers, and firefighters, and volunteer personnel. One Lieutenant each is assigned the responsibility of Emergency Medical Services or Training. Two Lieutenant positions are currently unfilled. While the Fire Chief answers directly to the City Administrator, the DRFPD Board of Directors provides direction concerning services provided to the rural area.

The Department provides basic fire inspections, plan reviews, fire and arson investigations, and various public education and prevention activities.

DDF Operations & Deployment Overview

Dundee provides traditional fire protection services along with medical first-response at the BLS level. ALS transport is provided by Tualatin Valley Fire & Rescue (TVF&R). Apparatus and personnel are deployed from its main fire station located in the City of Dundee. The last ISO rating of DDF was in 2000, which was assigned a PPC® score of 4/4Y/9. DDF's communications center is in Newberg along with the new P25 compliant radio tower that operates on the WCCCA system along with radio infrastructure.

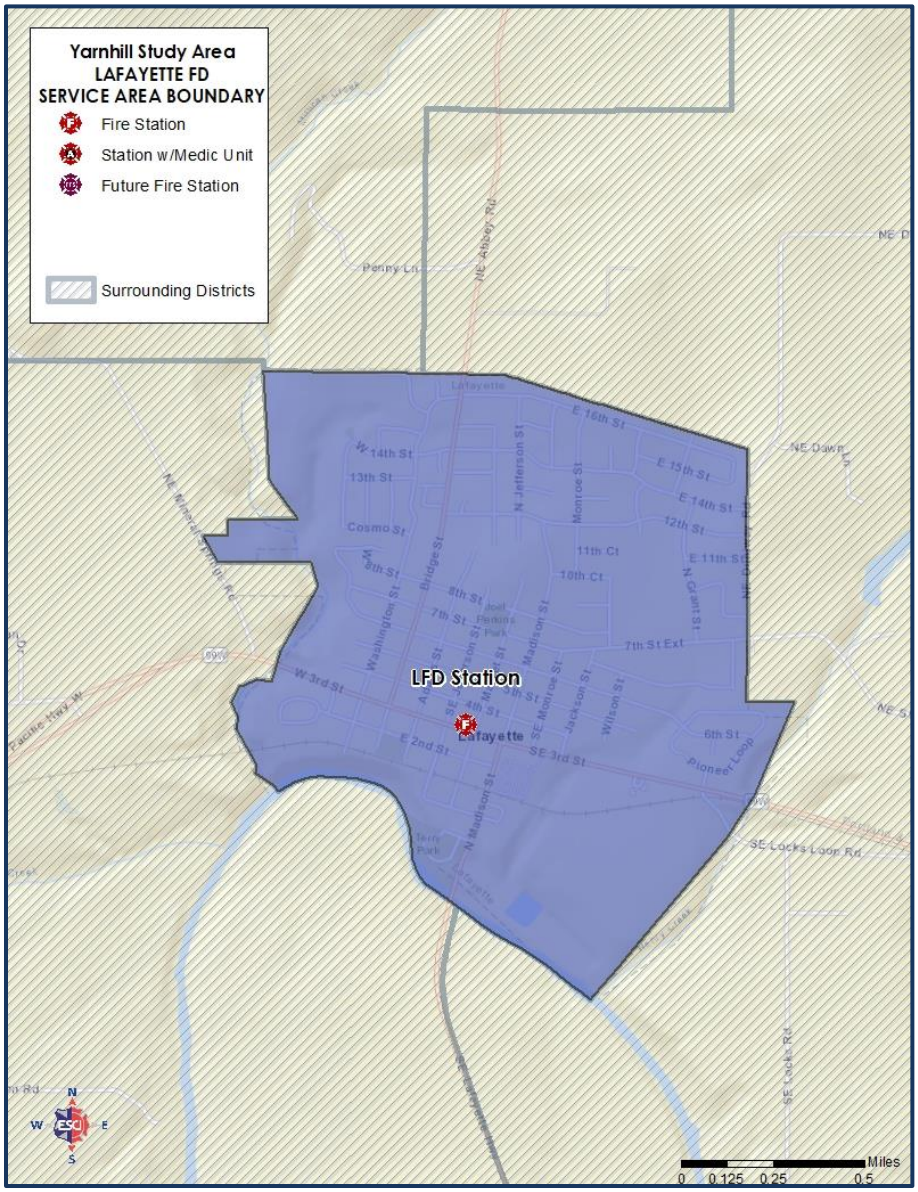
Lafayette Fire Department

The Lafayette Fire Department is a municipal organization overseen by an elected seven-member Lafayette City Council. The Fire Chief reports directly to the City Administrator. LFD's service area is comprised of approximately 0.89 square miles consisting of an estimated 2018 population of 4,309 persons.[15]

LFD Service Area

LFD's service area is predominantly urban. The following figure illustrates LFD's service area.

Figure 10: LFD Service Area Map

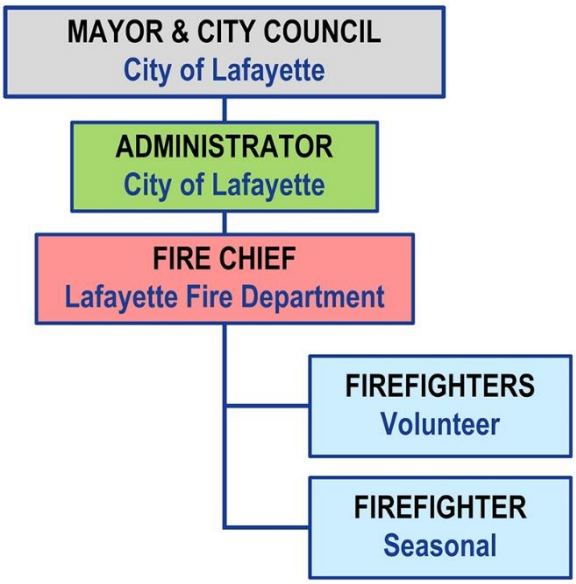


[15] American Community Survey, U.S. Census Bureau.

Lafayette Fire Department Organizational Structure

The following figure is an illustration of the current Lafayette Fire Department organizational structure as of 2020.

Figure 11: LFD Organizational Chart (2020)



Being a municipal agency, the Lafayette Fire Chief (who also serves as the New Carlton Fire Chief) reports to the Lafayette City Administrator. As shown, the Fire Chief oversees the volunteer firefighters and one seasonal firefighter.

LFD Operations & Deployment Overview

LFD deploys its apparatus and volunteer firefighters from its single station. The Department provides traditional fire protection services and medical first-response primarily at the BLS level. LFD does not provide special operations services such as technical rescue. The latest ISO rating was completed in March 2019, which resulted in a PPC® score of 3.

The Department provides limited fire inspections, fire and arson investigations, public education and prevention programs, and no plan reviews.

McMinnville Fire Department

MFD is a municipal fire department founded prior to 1900. The Department is overseen by an appointed Fire Chief who answers to the McMinnville City Manager and elected seven-member City Council.

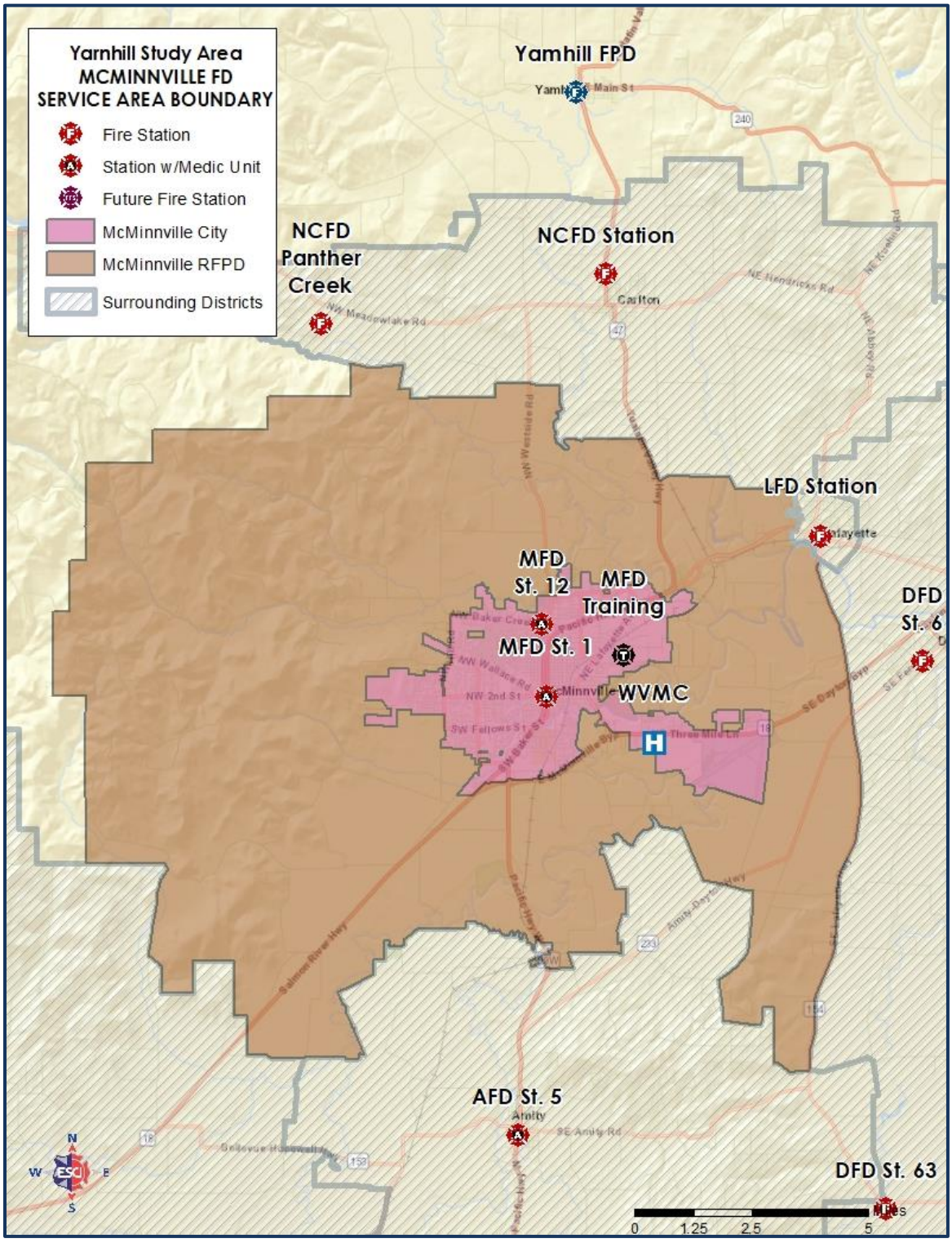
MFD's service area is comprised of approximately 7 square miles within the City limits, as well as another 97.9 square miles that comprise the McMinnville Rural Fire Protection District (MRFPD). The Department provides emergency medical transport services according to an Ambulance Service Area Plan assigned and approved by the State of Oregon.[16] The estimated 2019 City population is 34,617, while the MRFPD's population estimate was 5,279—for a total of 39,896.[17]

McMinnville Service Area

The following figure shows the service area boundaries of the McMinnville Fire Department, including the boundaries of the McMinnville Rural Fire Protection District.

[16] Ambulance Service Areas are defined as a geographic area which is served by one ambulance service provider, and may include all or a portion of a county, or all or portions of two or more contiguous counties.
[17] 2019 Population Estimates, U.S. Census Bureau.

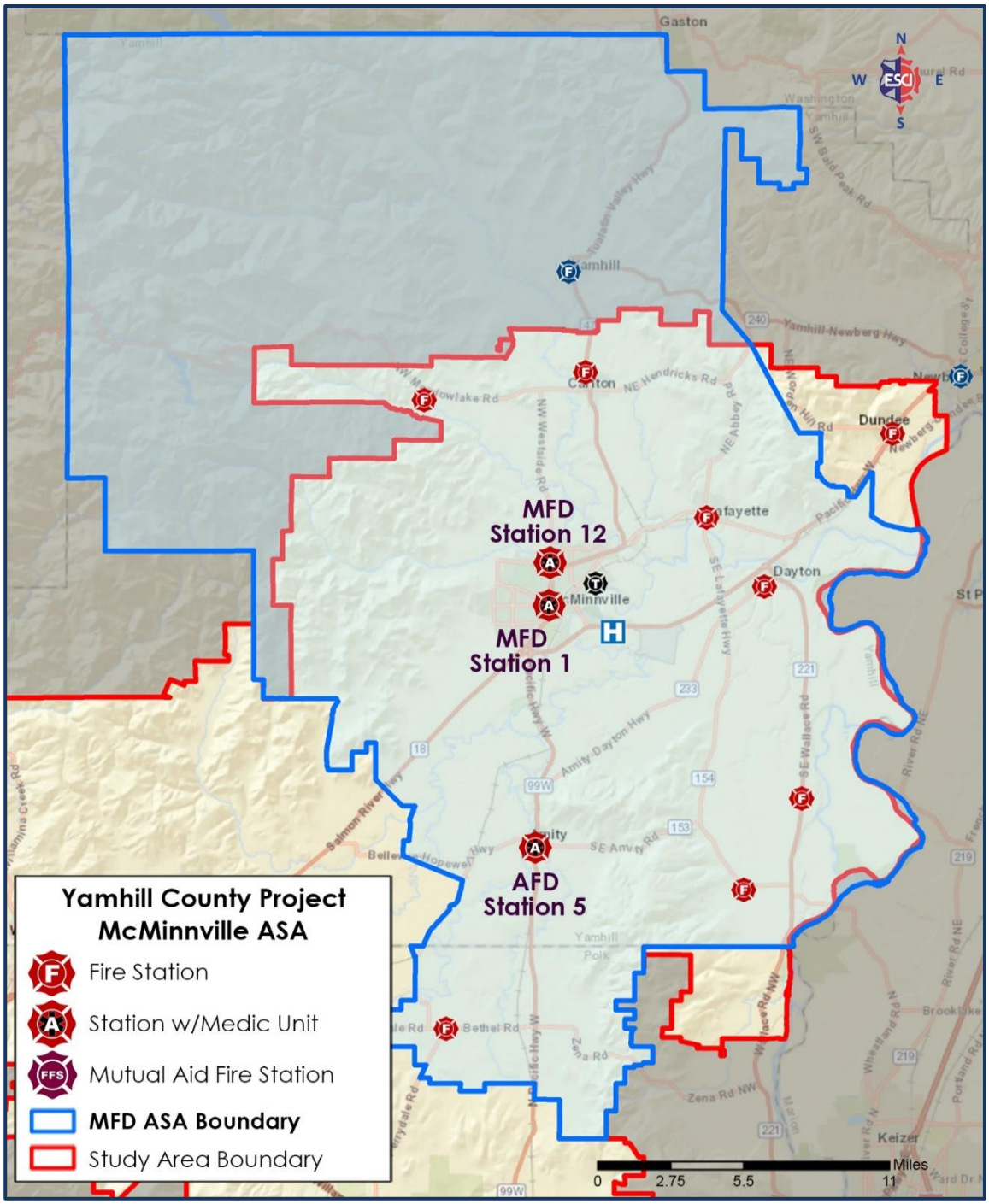
Figure 12: McMinnville Service Area Map



McMinnville Ambulance Service Area

The next figure shows the McMinnville Fire Department's designated Ambulance Service Area (ASA) boundary and the fire stations in the ASA from which ALS Medic Units are deployed.

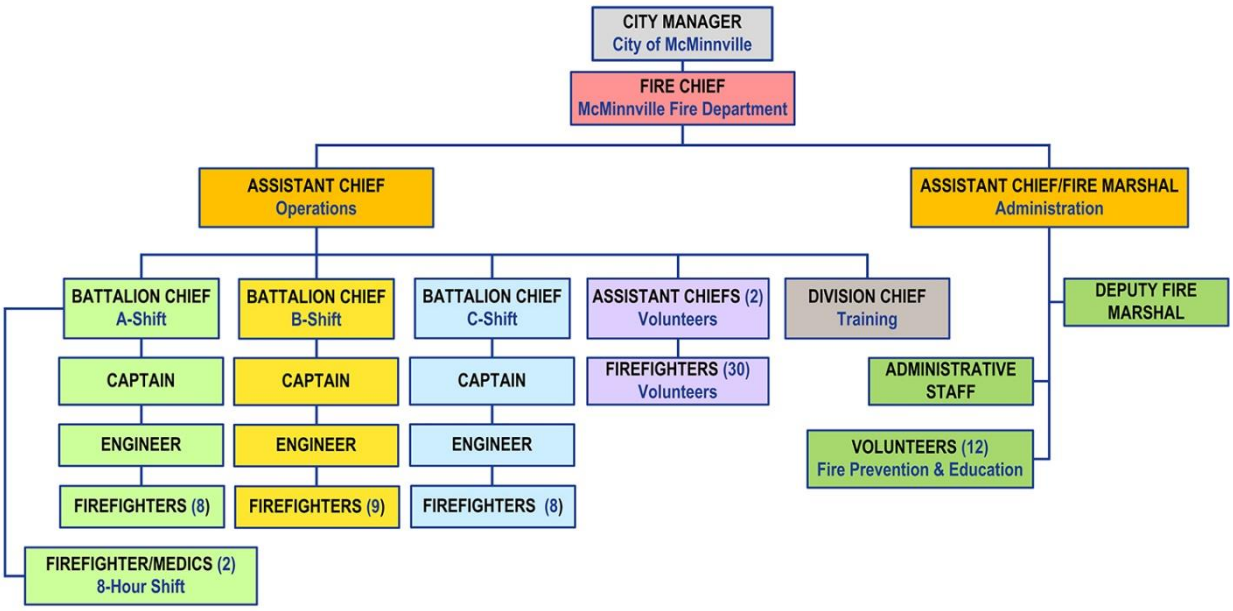
Figure 13: McMinnville Fire Department Ambulance Service Area



McMinnville Fire Department Organizational Structure

The following figure is an illustration of the current MFD organizational structure as of 2020.

Figure 14: McMinnville Fire Department Organizational Chart (2020)



As shown in the preceding figure, MFD employs two Assistant Chiefs subordinate to the Fire Chief. The Assistant Chief/Fire Marshal is responsible for Fire Prevention and Education activities and Administration. The Assistant Chief of Operations oversees a Division Chief of Training, two volunteer Assistant Chiefs, the volunteer program, and career personnel assigned to Operations.

Career personnel are assigned to a three-platoon schedule, with a Battalion Chief assigned to each shift, who oversees one Captain, one Engineer, and 8–9 firefighters assigned to each shift. In addition, two Firefighter/Paramedics work an 8-hour shift.

The Fire Marshal and Deputy Fire Marshal conduct fire inspections, code enforcement, plan reviews, and fire and arson investigations. Volunteers conduct public education and prevention programs.

MFD Operations & Deployment Overview

The McMinnville Fire Department deploys its apparatus, career staff, and volunteers primarily from a single fire station. However, it does staff an ALS Medic Unit only at a substation. MFD provides traditional fire protection services, medical first-response, and ambulance service at the ALS level. In addition, the Department provides hazmat response at the Operations level and Technical Rope Rescue. In 2010, MFD and MRFPD were given an ISO PPC score of 3/8B/10.

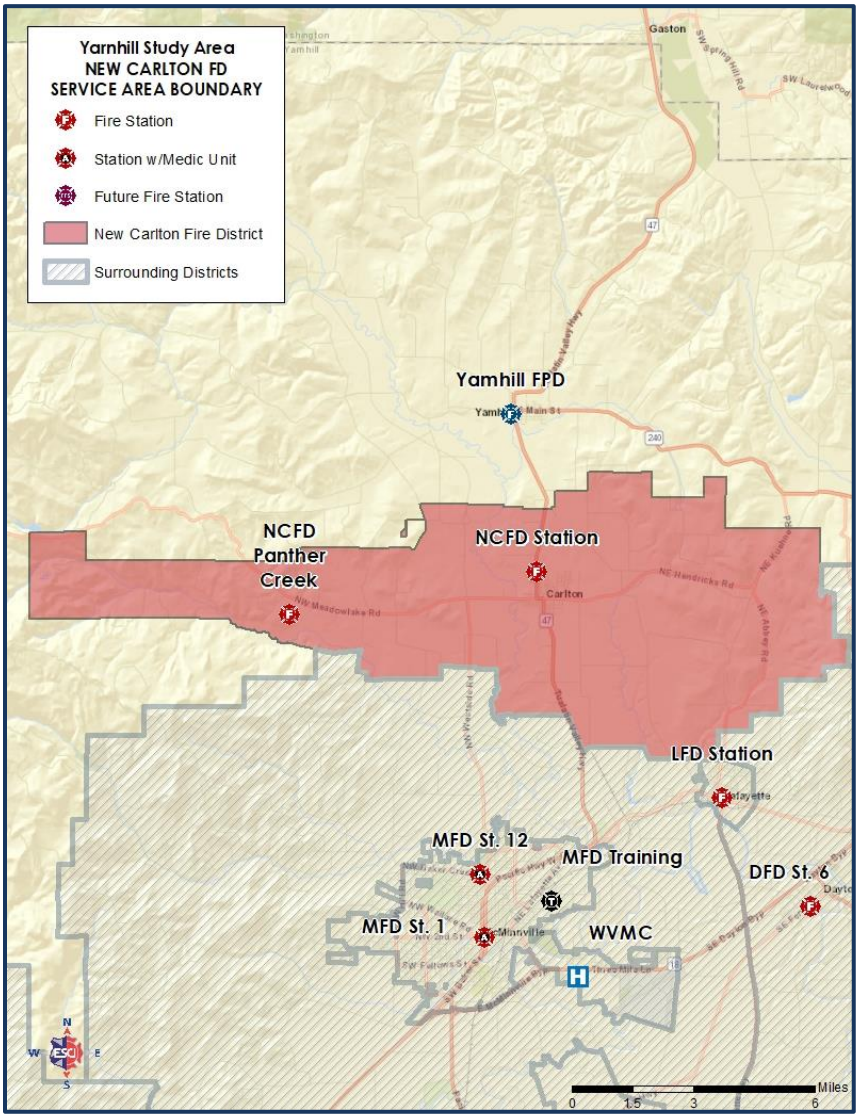
New Carlton Fire District

The New Carlton Fire District was formally organized in 2006 and is overseen by an elected five-member Board of Directors. The Fire Chief reports directly to the Board. The primary service area (about 85%) of NCFD consists of the City of Carlton, which had a 2018 estimated population of 2,183 persons.[18] The District is comprised of approximately 39 square miles.

NCFD Service Area

The following figure shows the service area boundaries of NCFD.

Figure 15: NCFD Service Area Map

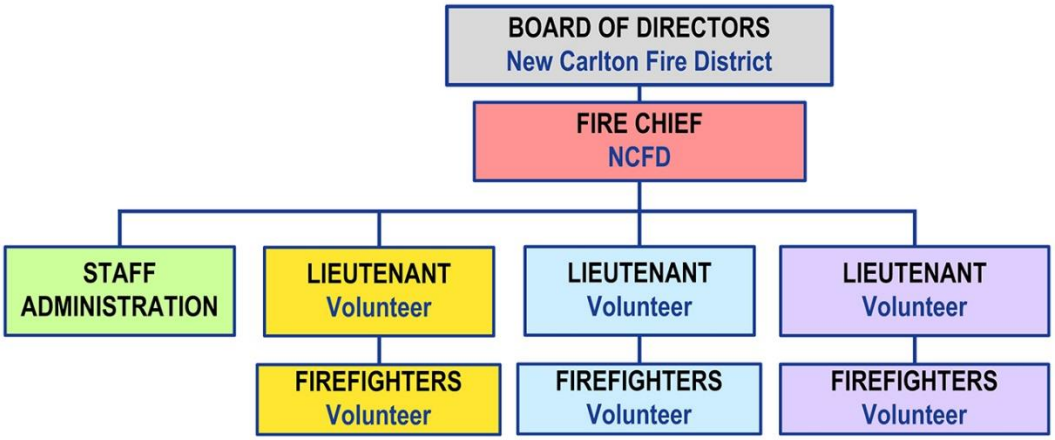


[18] American FactFinder, U.S. Census Bureau.

New Carlton Fire District Organizational Structure

The following figure is an illustration of the current New Carlton Fire District organizational structure as of 2020.

Figure 16: NCFD Organizational Chart (2020)



As shown in the preceding figure, the New Carlton Fire District and Fire Chief are overseen by an elected Board of Directors. The Chief manages one administrative support person and three volunteer Lieutenants, each supervising a group of Volunteers.

NCFD Operations & Deployment Overview

The District deploys its apparatus and volunteer firefighters from its two fire stations, and provides traditional fire protection and MFR primarily at the BLS level. NCFD does not provide special operations, although personnel are trained at the Operations level for hazardous materials response.

NCFD provides fire inspections and public education when requested, as well as fire and arson investigations. In addition, the District provides driveway inspections and address signs (for a fee).

Sheridan FD/Southwestern Polk RFPD/West Valley FD

Through intergovernmental agreements (IGA), the Sheridan Fire District, Southwestern Polk RFPD, and the West Valley Fire Districts function as a single fire department. The IGAs provide administrative support and management services, management of operations and deployment, and financial management.

The three districts function primarily as a single agency, although each remains as a single legal jurisdiction with a five-member Board of Directors. The combined Boards (15 members) meet regularly as a group to develop policies and address budgetary issues. For the purpose of this study, the three districts will be referred to as the *Collective Fire Districts*.

Sheridan Fire District

The Sheridan Fire District was originally organized in 1979. SFD is overseen by an elected five-member Board of Directors that work with the Boards of the Collective Fire Districts in setting and establishing policies and budgets. As mentioned, one Fire Chief administers the Collective Fire Districts. The heart of the District and highest population resides in the City of Sheridan.

Southwestern Polk Rural Fire Protection District

Southwestern Polk RFPD was originally formed in 1947. The District is 123 square miles, and overseen by an elected five-member Board of Directors that work with the Boards of the other two districts to set policies and budgets. As mentioned, one Fire Chief administers SWP and the other two fire districts.

West Valley Fire District

WVFD is a fire protection district that was formally organized in 2004 as a result of the consolidation of the Willamina Fire District and Willamina Ambulance Service under the direction of one Fire Chief. Both of these organizations date back to the late 1940s. The District is comprised of approximately 62 square miles, with an ASA of about 264 square miles.

The District provides service to the unincorporated area of Grande Ronde, the City of Willamina, and the Confederated Tribes of Grande Ronde. WVFD estimates that its service area has an approximate permanent population exceeding 5,300 persons, with a daily transient population of 9,500 people because of the *Spirit Mountain Casino*.

Collective Fire Districts Service Area

The following figure lists the features and demographics of the three fire districts.

Figure 17: Service Areas & Populations of the Collective Fire Districts

District	Service Area	Population	ASA
Sheridan Fire District	101 square miles	8,345	147 square miles
Southwestern Polk RFPD	123 square miles	7,237	N/A
West Valley Fire District	62 square miles	5,367	264 square miles
Totals:	**286 square miles**	**20,949**	**411 square miles**

Sources: As reported by the Districts in the ESCI Survey Tables.

As shown in the preceding figure, the combined service areas comprise a resident population of nearly 21,000 persons in 286 square miles. The assigned Ambulance Service Areas (SFD and WVFD) consist of 411 square miles. The following figures display each fire districts' service area.

Figure 18: SFD Fire Service Area Map

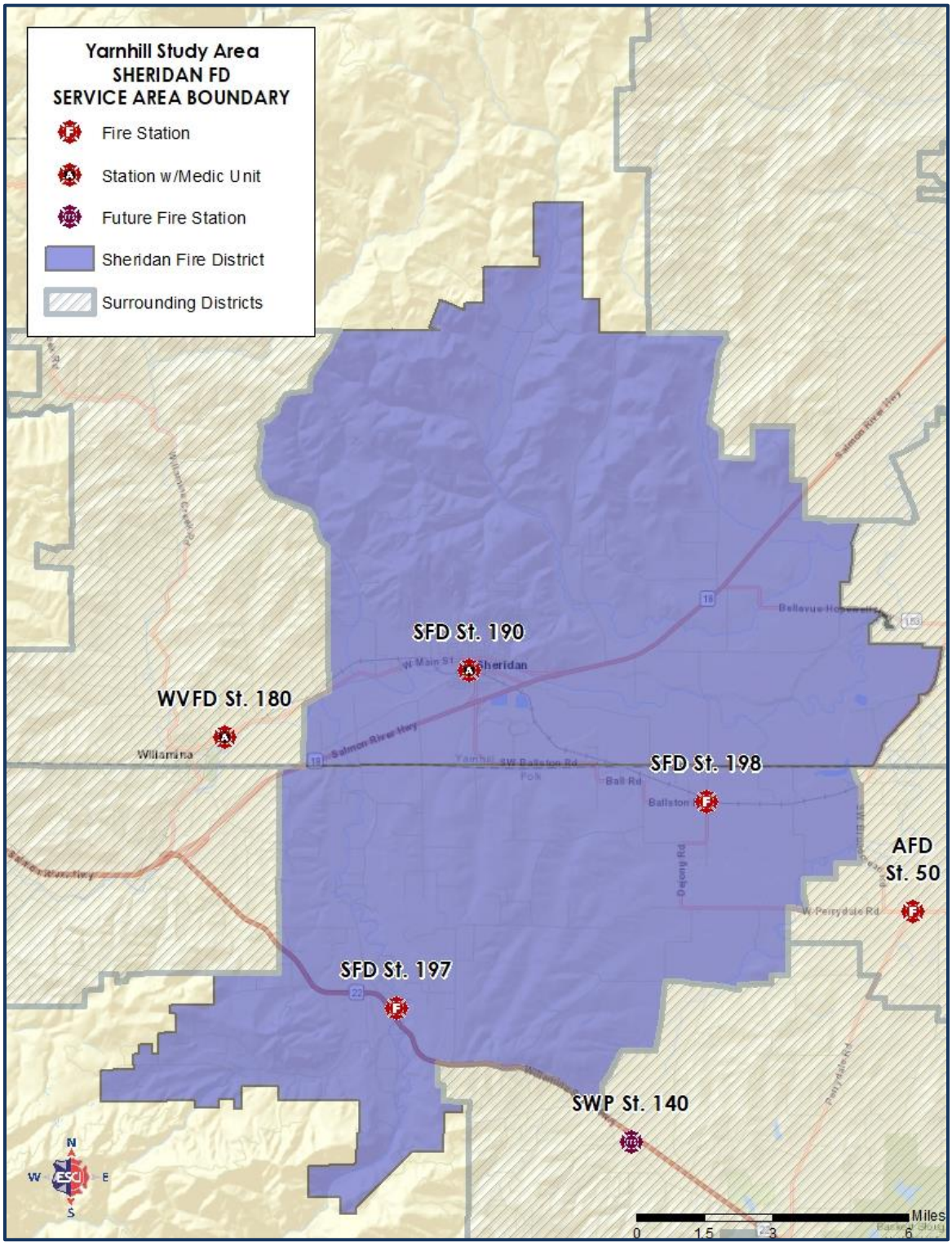


Figure 19: SWP Fire Service Area Map

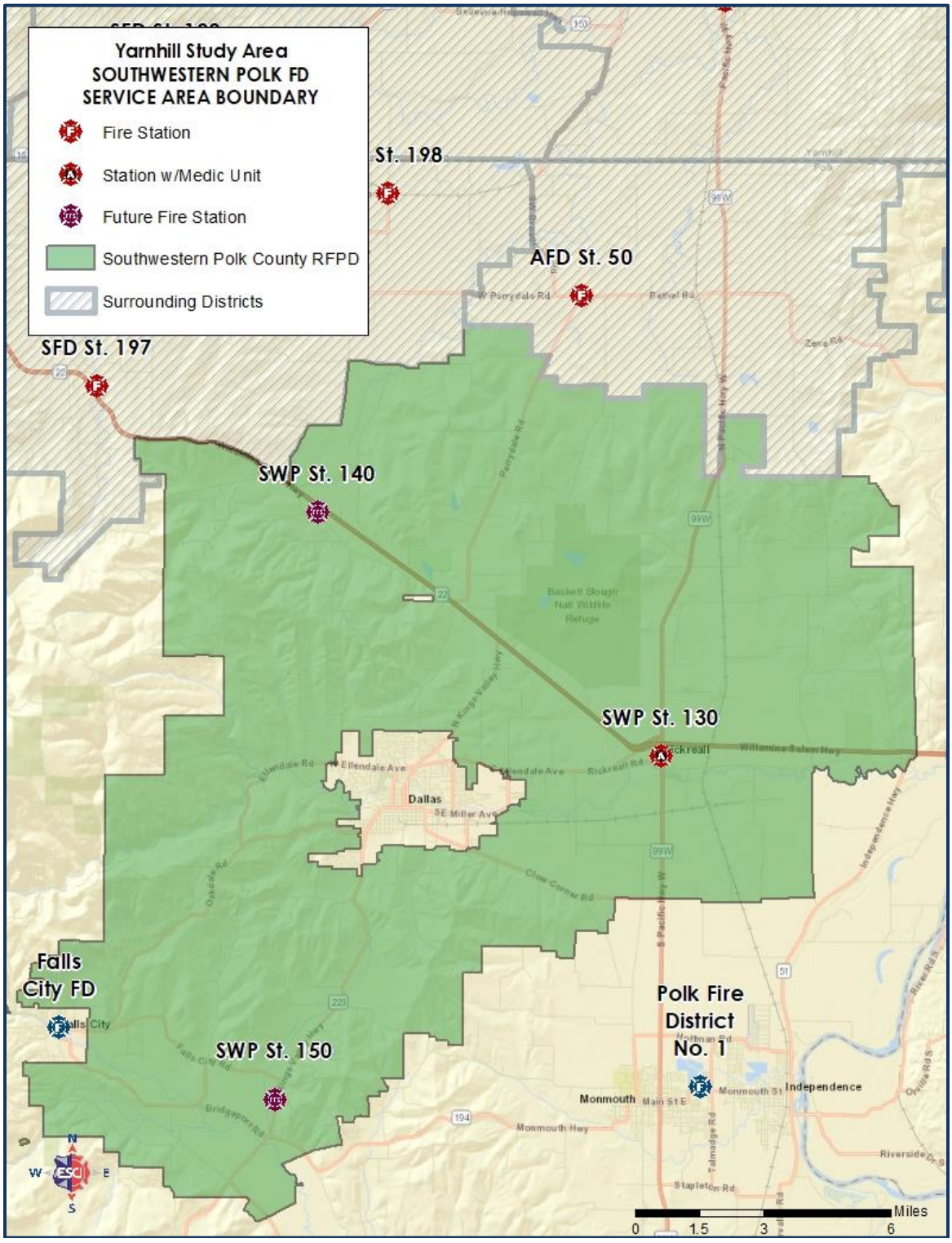
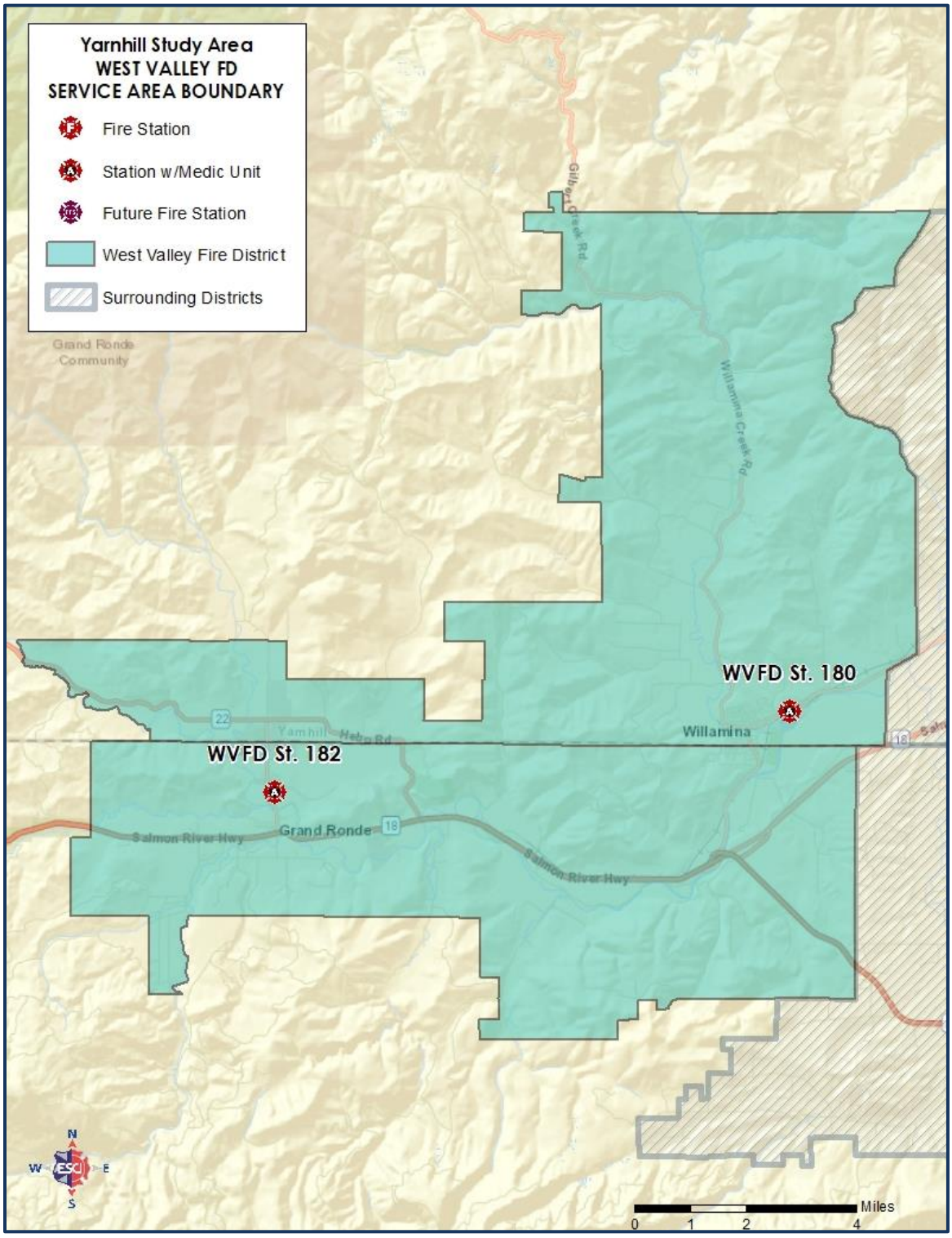


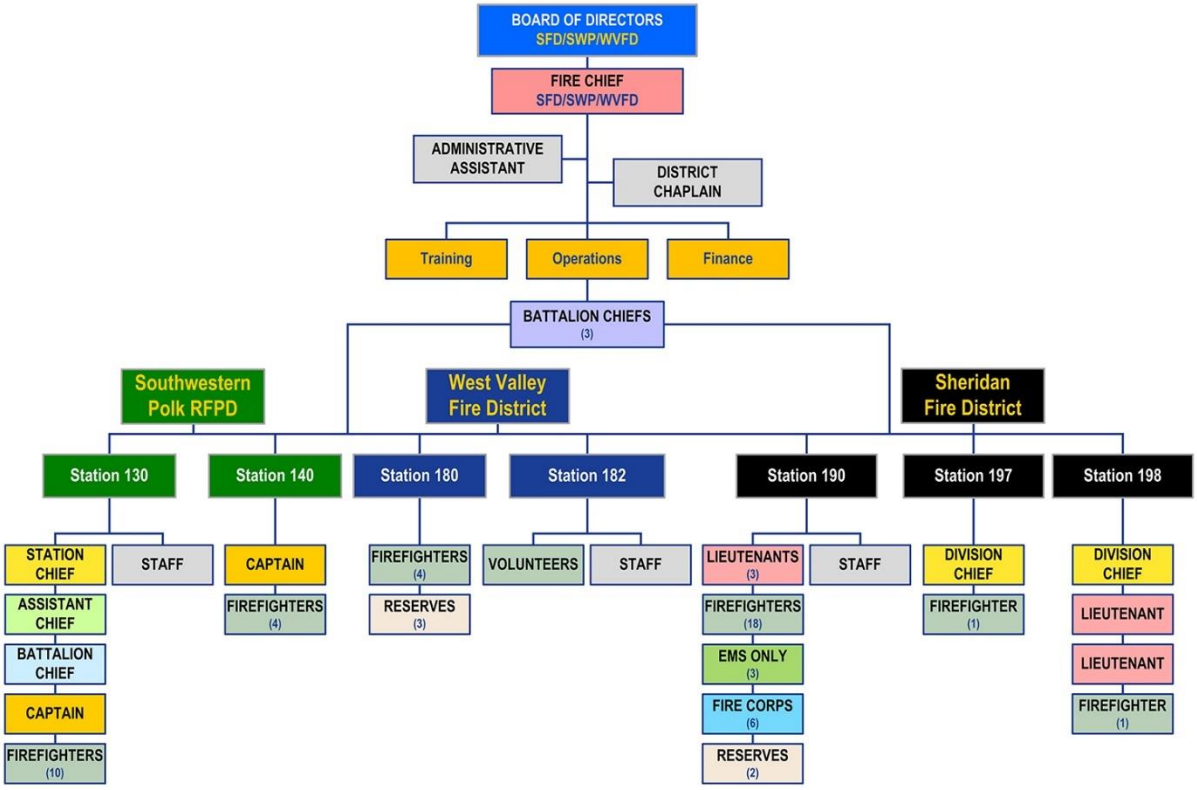
Figure 20: WVFD Ambulance Service Area Map



Collective Fire Districts Organizational Structure

The following figure represents the combined organizational structure of the three fire districts. As shown, the Fire Chief oversees the combined organization, with three shift Battalion Chiefs that manage the operations of the districts.

Figure 21: Organizational Structure of the Collective Fire Districts (2020)



The organizational chart shows two fire stations in SWP, two in WVFD, and three in SFD. Because of the bond measure passed in SWP, Fire Stations 130, 140, and 150 are new, and one additional new fire station (160) will be built in the near future.

Collective Fire Districts Operations & Deployment Overview

Currently, the Collective Fire Districts deploy apparatus and career and volunteer personnel (depending on the particular station) from seven fire stations. Collectively, the districts provide traditional fire protection and medical first-response at both the BLS and ALS levels. In addition, they provide hazardous materials response at the Operations level, some degree of special operations, and vehicle extrication.

The Districts provide a minimal amount of fire inspections and code enforcement. Plans reviews and fire and arson investigations are conducted in conjunction with the Oregon State Fire Marshal's Office (OSFM). Together, the districts provide varying types of public education and prevention programs. The following figure lists the current PPC® scores of each fire district.

Figure 22: ISO Public Protection Classification Scores of the Collective Districts

District	PPC® Score	Year
Sheridan Fire District	4/10	2017
Southwestern Polk RFPD	5/10	2015
West Valley Fire District	3/10	2019

Ambulance Transport Services

The Sheridan and West Valley fire districts provide ambulance transport services utilizing Firefighter/Paramedics at the ALS level. SFD maintains one 24-hour ALS Medic Unit (Medic 191) and one 12-hour peak-demand unit (Medic 193). WVFD maintains two 24-hour ALS Medic Units (Medic 181 out of Willamina and Medic 182 out of Grand Ronde).

Minimum Medic Unit staffing consists of one EMT-Basic and one Paramedic. In some fire-related incidents, a Medic Unit crew may transfer to a particular fire-suppression apparatus necessary to mitigate the incident.

Ambulance Service Area

The next figures show the Ambulance Service Areas of the Sheridan Fire District and West Valley Fire District.

Figure 23: Sheridan Ambulance Service Area

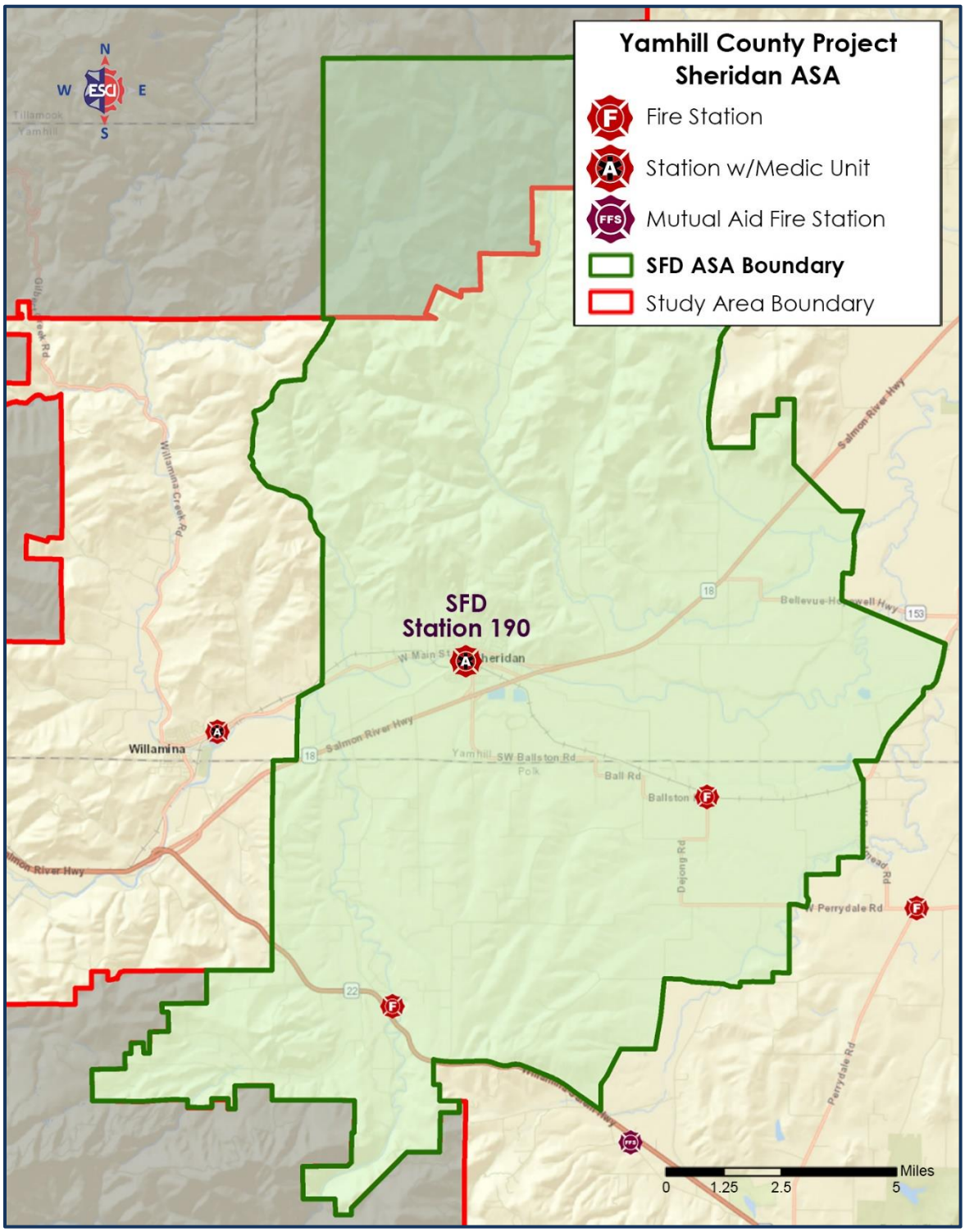
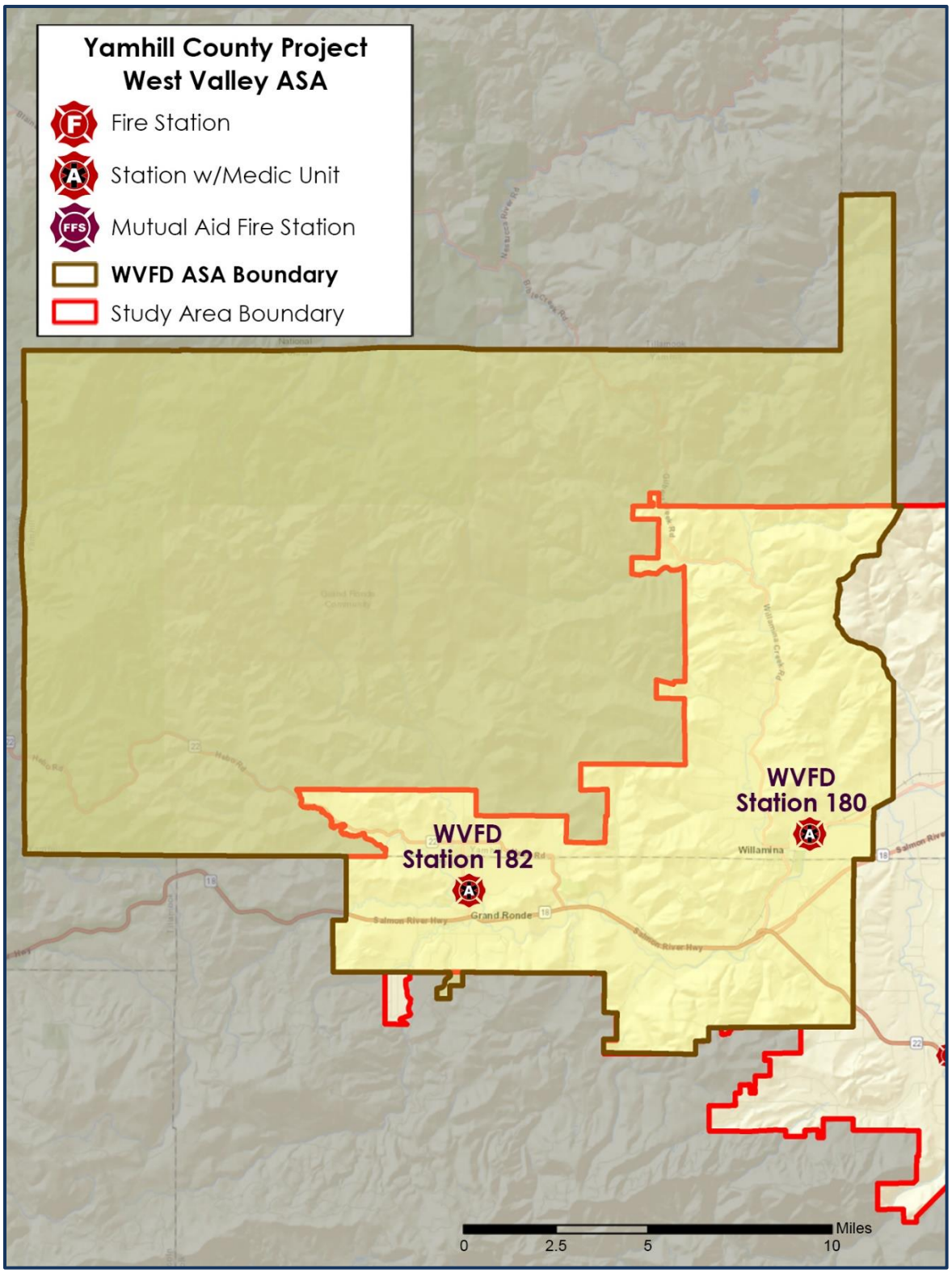


Figure 24: West Valley Ambulance Service Area



OTHER COMPONENTS OF THE EMERGENCY SERVICES SYSTEM

There are other elements of the system that are necessary to ensure functional and effective emergency services throughout the communities.

Emergency Communications

Each of the fire agencies participating in this study receives emergency communications services from one of four separate 911 communications centers.

Yamhill Communications Agency

Based in McMinnville, the *Yamhill Communications Agency* (YCOM) is the largest primary 911 Public Safety Answering Point (PSAP) in Yamhill County, and serves an area encompassing approximately 735 square miles that includes portions of Polk County.

YCOM provides both emergency and non-emergency communications to five law enforcement agencies, eight fire departments/districts, and three Ambulance Service Areas. YCOM dispatchers are trained and Oregon-certified as Telecommunicators, as well as in Emergency Medical Dispatching. Except for the DDF and SWP, all the fire agencies in this study are dispatched by YCOM.

Willamette Valley Communications Center

The *Willamette Valley Communications Center* (WVCC) is based in Salem and provides dispatch and communication services to emergency services organizations in three Oregon counties, including Southwestern Polk RFPD.

All of WVCC's call-takers and dispatchers have been trained in Emergency Medical Dispatch, and are certified as Telecommunicators by the State of Oregon. When indicated, they provide pre-arrival instructions to callers in a medical emergency.

Newberg-Dundee 911 Communications Center

The *Newberg-Dundee 911 Communications Center* operates as a primary 911 PSAP for the cities of Newberg, Dundee, and eastern Yamhill County, and functions primarily as a law enforcement dispatch center. Fire and EMS calls for the Dundee Fire District are transferred to the *Washington County Consolidated Communications Agency* (WCCCA). WCCCA's dispatchers are trained and Oregon-certified as Telecommunicators, as well as in Emergency Medical Dispatching.

Mutual Aid & Emergency Assistance Agreement

In 2012, the *Yamhill Fire Defense Board* (YFDB) developed the "Intra-County Mutual Aid & Emergency Assistance Agreement." The purpose was to combine the resources of local fire and EMS provider agencies in cases of large incidents that could exceed the capacity of any community to effectively mitigate the incident.

A total of 12 fire departments and districts signed the agreement. With the exception of the Southwestern Polk RFPD, all of the study participants are signatories to the mutual aid agreement.

In 2014, the Polk County Fire Defense Board (PFDB) developed a similar "Intra-County Mutual/Automatic Aide & Emergency Assistance Agreement." The intent of this agreement was to combine the resources of local fire and EMS provider agencies in cases of large incidents that could exceed the capacity of any community to effectively mitigate the incident, similar to the Yamhill County agreement. All fire agencies in Polk County were included in the agreement.

Polk and Yamhill County Fire Defense Board have entered an inter-county mutual/automatic aid agreement, thus connecting all agencies between the two counties. In addition to these individual county agreements, Polk, Lincoln, Tillamook, and Yamhill County Fire Defense Board Chiefs meet quarterly to develop relations and processed for collaborating during Oregon Emergency Mobilizations.

MANAGEMENT COMPONENTS

Effectively managing a fire department is a complex task, often impacted by financial constraints, political pressures, and demanding community expectations. Today's fire department must address these complexities by ensuring an efficient and flexible organizational structure, adequacy of response, maintenance of competencies, a qualified workforce, and financial sustainability.

The development of baseline management components in fire service organizations enables them to move forward in an organized and efficient manner. In the absence of foundational management elements, organizations can flounder—lost in ineffective leadership and divergent views of purpose and vision. This is especially true when organizations are attempting to more formally consolidate and/or merge.

A well-organized and efficiently administered organization has appropriate documentation, policies and procedures, and effectively addresses internal and external issues. Processes must also be established to address the flow of information and communications within each department, as well as with their respective constituents. In an effort to identify potential opportunities and barriers in consolidating departments, ESCI examined each department's current efforts in organizational planning and management.

Mission, Vision, & Values

The management of a fire department needs to be grounded in the acceptance and adoption of a strong mission statement along with an organizational vision and values. These fundamental foundation blocks are necessary to ensure everyone in the organization and community understands why the organization exists, the level of services provided, the vision for the department over the next three to five years, and the goals and objectives to get there. A successful strategic planning process enables organizational improvements related to the creation and maintenance of policies and procedures, enhancement of internal and external communications practices, improved operational deployment, recordkeeping, and sustainable financial practices.

To be most effective, mission, vision, and value statements must be part of a "living" process, consciously evolving as the department changes and grows. This is often accomplished through a strategic planning process. The following figure compares the status of strategic planning among the nine agencies.

Figure 25: Mission, Vision, & Strategic Planning Efforts of the Study Departments

Department Mission & Goals	AFD	DFD	DDF	LFD	MFD	NCFD	SFD*	SWP*	WVFD*
Mission Statement Adopted	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
The Vision Established/ Communicated	No	Yes	Yes	Yes	No	No	Yes	Yes	Yes
Values Statement Adopted	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Agency Goals and Objectives Adopted	Yes	Yes	Yes	No	Yes	No	No	No	No

* The Collective Fire Districts maintain three separate Mission, Vision, Values but are collaborating on creating a new version.

If consolidation is pursued by some or all of the departments, a visioning and strategic planning process should be considered a critical first step in building a common vision, goals, and, most importantly—momentum—in enabling significant change.

Regardless of the outcome of potential consolidation, creating or updating a strategic plan should be a high priority for each department, empowering employees to move together in a positive direction, and enabling efficient change for improving the organization and service to the community.

Critical Issues

As a part of this study, each department was asked to list the top four critical issues facing its organization. ESCI evaluated the responses, looking for commonalities, which could lead to more cohesive planning in the future. The next figure summarizes the issues facing each department.

Figure 26: Critical Issues Identified by the Fire Chiefs (Part 1)

No.	AFD	DFD	DDF	LFD
1	Funding	Station 63	After Hours Officers	Staffing
2	Facility Plan	Staffing	Maintenance Officer	Fire Inspections
3	Capital Plan	Funding	Training Officer	Funding
4	Retention	Retention	EMS Officer	Retention

Figure 27: Critical Issues Identified by the Fire Chiefs (Part 2)

No.	MFD	NCFD	SFD	SWP	WVFD
1	Performance Standards	Funding	Funding	Financial	Financial
2	High Turnover	Staffing	Retention	Retention	Retention
3	Capital Plan	N/A	Leadership	Leadership	Leadership
4	Funding	N/A	Training	Training	Training

The critical issues are mostly different, but each may be helped or resolved by the consolidation process. The majority of organizational issues focused on financial limitations, staffing retention, and increased training needs. Consolidation can be the opportunity to put personnel systems in place to increase compensation and set up a better ability to recruit and retain personnel. Consolidation is an excellent time to create a professional development/succession planning process in order to have a plan for individuals who want to prepare for their future in a way that benefits the organization and those it serves. The larger organization should be able to position itself to deal with growth and ensure sustainability for the future.

Internal & External Communications

In today's "hyper-speed" world of communication, the public expects strategic, frequent, responsive, and transparent communication from government agencies. Likewise, employees expect the same when disseminating internal messages. Without it, public and employee confidence in the organization can be severely damaged, and informal communication channels may be created to spread false and misleading information throughout the community and organization. Each department uses basic tools to communicate internally and externally. The following figure compares the various internal and external communication tools used by each department.

Figure 28: Communications Methods Used by Departments

Communication Method	AFD	DFD	DDF	LFD	MFD	NCFD	SFD	SWP	WVFD
Regularly Scheduled Staff Meetings	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Agency Intranet	No	Yes	Yes	N/A	Yes	No	No	No	No
Written Memos	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Internal Newsletters	No	No	No	No	City	No	No	No	No
All Hands Meetings	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Community Newsletter	No	No	Yes	City	No	No	Yes	Yes	Yes
Department Website	Yes	No	No	City	Yes	No	Yes	Yes	Yes
Social Media Accounts	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Community Surveys	No	No	Yes	No	EMS	No	No	No	No

Specific to internal communications, ESCI noted each department holds regular meetings with administrative and operational staff. Each department distributes meeting minutes differently. Information is disseminated to employees through Battalion Chiefs, company officers, and/or posted on bulletin boards. None of the departments publish internal or external newsletters.

Only DDF documented the solicitation of feedback through community surveys. Community newsletters, media coverage, social media, and websites are the means most commonly employed by organizations to communicate with the public. A combined organization would benefit from a single website, early in the process for the dissemination of public information. Many emergency response agencies are using interactive social media tools like Twitter®, Facebook®, Instagram®, and more. All nine departments have utilized Facebook® or Twitter® social media accounts.

A larger organization has the ability to dedicate a Community Relations/PIO person to keep the social media sites updated in order to communicate with more citizens and typically has a greater amount of material to disseminate. Several of these mediums lend themselves to effective two-way communications with the public if monitored daily. Since members of the public maintain multiple accounts and/or monitor several mediums, some departments devote their website to more business-related items that citizens may want to find (board minutes, planning, information on fire prevention, paying ambulance bills, etc.); Facebook and Instagram for interesting activities in which the district is participating; Twitter for emergency response notifications (monitored by news media as well); and Nextdoor for communicating with communities within the department.

Establishing clear expectations of how department members should conduct themselves on social media—on and off the job—is critical to ensuring the community holds the department and its members in high regard. Over the past few years, public employees and their agencies have been criticized for inappropriate social media posts. Examples include, but are not limited to the sharing of confidential patient information, derogatory racial slurs, discriminatory or slanderous statements, or crude and inappropriate jokes. In many cases, employees have received significant discipline—including termination—and the fire department's reputation needlessly damaged.

To address these issues, many departments have adopted and enforced social media policies prohibiting public statements by employees that:

- Are defamatory, obscene, discriminatory, slanderous, or unlawful; and/or
- Tends to compromise administration of agency discipline; and/or
- Damages or impugns the reputation and/or efficiency of the department or member.

An employee's *First Amendment* rights must be taken into consideration when drafting a social media policy. However, there are many available examples of policies that legally balance First Amendment rights with fire department requirements and responsibilities. Consult with the agencies' legal counsels to develop the best policy.

Life-safety messages and upcoming political or fiscal issues can be addressed in detail and distributed via newsletters and can be effective in gaining citizen support—especially if a functional consolidation effort is pursued.

Depending on the number and types of issues that invariably surface during significant organizational change, consistent community engagement and dialogue will be critical to gaining and maintaining support for this effort.

Regulatory Documents & Recordkeeping

Government agencies depend on written policies, standard operating guidelines (SOGs), and reports as components of effective management and legal compliance. Each of the departments uses these methods in different ways towards achieving its mission. The following figure summarizes the various policies and how they are used.

Figure 29: Regulatory Documents

Regulatory Documents	AFD	DFD	DDF	LFD	MFD	NCFD	SFD	SWP	WVFD
Rules available for review	No	N/A	No	Yes	Yes	No	Yes	Yes	Yes
SOGs available for review	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes
SOGs Regularly updated	No	No	No	No	Yes	No	Yes	Yes	Yes
SOGs used in training evolutions	No	No	No	No	Yes	Yes	Yes	Yes	Yes
Department policies available for review	Yes	N/A	No	Yes	Yes	Yes	Yes	Yes	Yes
Internally reviewed for consistency	No	N/A	No	No	Yes	Yes	Yes	Yes	Yes
Internally reviewed for legal mandates	No	N/A	No	No	Yes	Yes	Yes	Yes	Yes
Training on policies provided	No	N/A	No	No	Yes	Yes	Yes	Yes	Yes

All nine departments have baseline department policies and rules, standard operating guidelines related to their various administrative and operational tasks and evolutions. Five of the nine departments' policies are reviewed for legal compliance. Additionally, five of the nine have routine training on department policies. Some of these, such as those related to employment, need to have a regular, documented review. ESCI recommends that new policies and SOGs be created for the combined entity and that all of them are reviewed for legal compliance, used in training as required, and regularly reviewed for changes. It is suggested that a committee be formed for reviewing one-third of the policies annually or SOGs each year, allowing for every document to be reviewed over a three-year period.

Documentation & Compliance Testing

Proper recordkeeping and secure record archiving are essential to meet legal, regulatory, and business best practices for government agencies. Secure document archiving can also assist in addressing legal and/or other administrative actions confronting a fire department. Each department's recordkeeping is summarized in the next two figures.

Figure 30: Reports & Records (Part 1)

Reports & Records	AFD	DFD	DDF	LFD
Electronic Reports	Yes	Yes	Yes	Yes
Software used–Fire	Image Trend	N/A	Image Trend	Image Trend
Software used–EMS	N/A	N/A	Image Trend	Image Trend
Financial Reports	Yes	Yes	Yes	Yes
Management Reports	Yes	Yes	No	Yes
Operational Reports	Yes	Yes	No	Yes
Annual Report Produced	No	No	Yes	No
Incident Reports	Yes	Yes	Yes	Yes
Patient Care Reports	Yes	Yes	Yes	Yes
Exposure Records	Yes	Yes	Yes	Yes
SCBA Testing	Contracted	Contracted	Contracted	Contracted
Hose Testing	Contracted	Contracted	Contracted	Contracted
Ladder Testing	Contracted	Contracted	Contracted	Contracted
Pump Testing	Contracted	Contracted	Contracted	Contracted
Atmospheric Monitors	MFD	MES	Quantum	BAS
Vehicle Maintenance Records	Division Chief	Yes	Yes	Yes

Figure 31: Reports & Records (Part 2)

Reports & Records	MFD	NCFD	SFD	SWP	WVFD
Electronic Reports	Yes	Yes	Yes	Yes	Yes
Software used–Fire	ESO	??	ESO	ESO	ESO
Software used–EMS	ESO	??	ESO	ESO	ESO
Financial Reports	Yes	Yes	Yes	Yes	Yes
Management Reports	Yes	Yes	Yes	Yes	Yes
Operational Reports	Yes	Yes	Yes	Yes	Yes
Annual Report Produced	N/A	No	No	No	No
Incident Reports	Yes	Yes	Yes	Yes	Yes
Patient Care Reports	Yes	Yes	Yes	Yes	Yes
Exposure Records	Yes	Yes	Yes	Yes	Yes
SCBA Testing	Contracted	Contracted	Contracted	Contracted	Contracted
Hose Testing	Contracted	Contracted	Contracted	Contracted	Contracted
Ladder Testing	Contracted	Contracted	Contracted	Contracted	Contracted
Pump Testing	Contracted	Contracted	Contracted	Contracted	Contracted
Atmospheric Monitors	XZAM	MFD	Exam Labs	Exam Labs	Exam Labs
Vehicle Maintenance Records	Yes	Contracted	Yes	Yes	Yes

All nine departments contract out for equipment testing. An opportunity may exist to re-negotiate existing contracts or bring some of the testing internal. ESCI noted that several of the departments do not issue an annual report on department activities. Annual performance analysis and reporting of activities can be extremely useful in educating the public, elected officials, and employees about the department's capabilities, effectiveness, and performance.

Station and records security among the departments is primarily accomplished through a combination of door-key locks, locked file cabinets (for hard copy document storage), and password-protected computer systems. All departments have a backup for vital computer records. Storage and security of records appear to be adequate and appropriately maintained.

STAFFING AND PERSONNEL

Contemporary emergency services organizations consider employees as their most valuable asset. Managing personnel to achieve maximum efficiency, professionalism, and personal satisfaction is an art as much as a science. Consistency, fairness, safety, and opportunities for personal and professional growth are key values to a healthy management culture. These values are even more important when the organization relies on the participation and support of a "volunteer" workforce. Volunteer personnel may leave if they do not feel valued or experience personal satisfaction from their participation. The same can be applied to career personnel.

Several national organizations recommend standards to address staffing issues. The *Occupational Health & Safety Administration* (OSHA) *Respiratory Protection Standard* and *National Fire Protection Association* Standard 1710 (or 1720; whichever is applicable) are frequently cited as authoritative documents.[19,20,21] In addition, the *Center for Public Safety Excellence* (CPSE) publishes benchmarks on the number of personnel recommended on the emergency scene for various levels of risk.

Compared to operational resources and service levels, an appropriate balance of administrative and support staff is an important consideration to achieving organizational success. It is important to remember that key administrative and logistical support positions are critical in maintaining an efficient and effective fire department. Comparing these positions across the nine fire agencies in this study may reveal opportunities for sharing or combining positions to improve overall efficiencies.

ESCI evaluated the job descriptions, work schedules, compensation packages, and the use of personnel in each fire department to identify areas of excellence, areas for improved efficiency in personnel management, and opportunities to share resources. All of the fire departments are considered combination organizations as defined by the criteria listed in NFPA 1720, as compared to NFPA 1710, which applies only to career departments.

[19] Respiratory Protection Standard 29 CFR 1910.134; Occupational Health & Safety Administration.

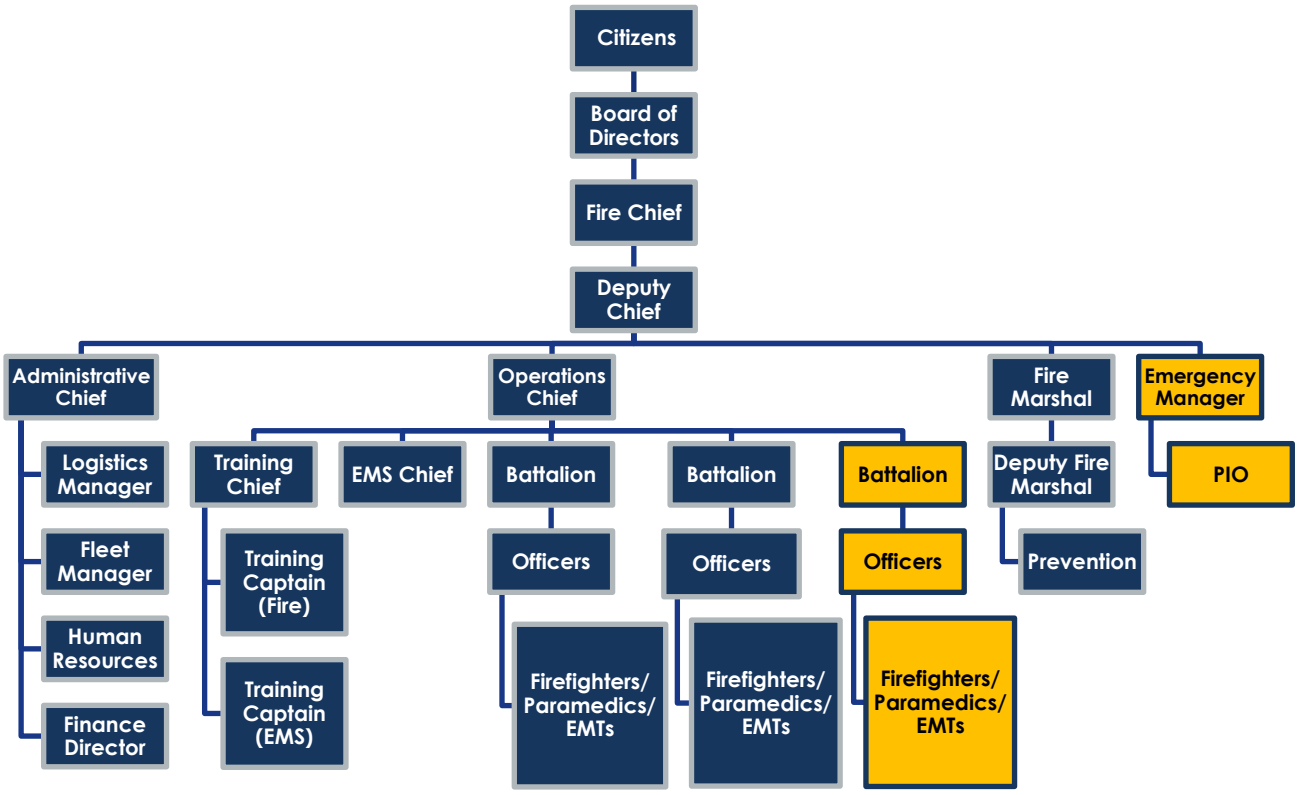
[20] NFPA 1710: *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, to the Public by Career Fire Departments*; National Fire Protection Association.

[21] 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*.

ESCI also noted that SFD, SWP, and WVFD have intergovernmental agreements created in 2019, which enabled the sharing of Sheridan administrative personnel between the three departments, and the sharing of SFD operations personnel with SWP.

A combined organizational structure would provide numerous benefits, including balanced resources, cost efficiency, and improved overall service delivery. The following figure is a sample organizational structure that can be developed during the consolidation process. The positions in blue should be considered during the initial consolidation and the positions in yellow would be for future expansion.

Figure 32: Sample Organizational Chart



During the consolidation process, the focus should be on identifying the most efficient organizational structure, then selecting the individuals who would be most effective in each position.

Personnel Policies & Processes

Each of the fire departments was surveyed to determine the administrative components used in managing its employees. SFD, SWP, and WVFD use the Lexipol® web-based policy management service to create and maintain district-specific policies. The other fire departments manage their policies internally. All of the departments provide training on these policies to new employees, and archive copies of outdated policies. All nine fire agencies maintain and securely archive personnel records, including injury and accident reports and medical/exposure records.

Ensuring the health and safety of employees should be a high priority in any business or government organization. In an attempt to prevent illness and injuries, many fire service organizations offer proactive health and wellness programs designed to promote and support healthy lifestyles. Many of these programs also support mental health, which has recently begun receiving significant attention in the fire service.

Hiring, Testing, & Safety

Recruiting, selecting, and retaining firefighters takes a considerable investment of time, effort, and money to ensure high-quality individuals are employed and retained within the organization. While becoming a firefighter is one of the most sought-after careers in the nation, selecting candidates that fit best within the department and its culture requires a deliberate and comprehensive evaluation. The following figure summarizes the hiring or onboarding components used by the fire departments participating in this study.

Figure 33: Hiring Process Components

Hiring Process Components	AFD	DFD	DDF	LFD	MFD	NCFD	SFD	SWP	WVFD
Recruitment Program	Yes	Yes	Yes	No	No	Yes	Yes	Yes	Yes
Qualifications Check	Yes	No	Yes	Yes	Yes	No	Yes	Yes	Yes
Reference Check	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Background Check	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Physical Standards Established	Yes	Yes	No	No	Yes	No	Yes	Yes	Yes
Knowledge Testing	No	No	No	No	Yes	No	Yes	Yes	Yes
Interview	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes
Medical Exam Required	No	No	No	Yes	Yes	Yes	Yes	Yes	Yes
Psychological Exam Required	No	No	No	No	Yes	No	No	No	No

Hiring Process Discussion

Over the past few years, the hiring practices in fire departments across the country have been challenged by allegations of bias and discrimination. For example, the new-hire testing practices of the New York City Fire Department and Los Angeles Fire Department were questioned, which resulted in the suspension of the hiring process and revocation of some conditional job offers. Outside experts were asked to analyze historical hiring outcomes and current hiring procedures, and make recommendations for improvement.[22] As a result, significant changes were made, at great expense, to ensure a fair and impartial hiring process.

A 10-year review (1994–2004) of firefighter line-of-duty death (LODD) statistics revealed that 45% were the result of heart disease.[23] In 2010, the *National Institute for Occupational Safety & Health* (NISOH) conducted a study of the prevalence of cancer in 30,000 firefighters.[24] The study concluded that firefighters have a 14% greater risk of contracting cancer compared to the general population. Lastly, NFPA 1582 defines the necessary components of an occupational medical program to ensure the safety and health of firefighters.[25]

Ensuring all firefighters—career, part-time, and volunteer—are physically and medically able and cleared to perform rigorous fireground tasks, along with identifying any pre-existing medical conditions which may place an employee in jeopardy, is an important screening component in the hiring process and beyond. In addition, federal law requires a medical assessment and clearance by a physician before allowing personnel to wear a respirator.[26]

---

[22] Recommendations for Improving the Recruiting and Hiring of Los Angeles Firefighters, Rand Corporation, 2015.

[23] Emergency Duties and Deaths from Heart Disease among Firefighters in the United States, New England Journal of Medicine, March 2007; 356:1207–1215.

[24] Findings from a study of cancer among U.S. Firefighters, National Institute of Occupational Safety & Health, July 2016.

[25] NFPA 1582: *Standard on Comprehensive Occupational Medical Program for Fire Departments*.

[26] Respiratory Protection Standard 29 CFR 1910.134; Occupational Health & Safety Administration.

Safety Compliance

The fire service functions in an inherently hazardous environment. The organization needs to take all reasonable precautions to limit exposure and provide a process of consistent medical monitoring. Wellness programs include education on healthy lifestyles, mental health support, illness and injury prevention, and, most recently, an emphasis on cancer prevention. Over the past 15 years, evidence supports that firefighters have a "14% increase in cancer-related deaths compared to the general public."[27] Approximately 34% of local industries that the fire districts/departments serve most likely produce environments with cancer-causing chemicals. According to information from DataUSA, employment in Yamhill County includes:[28]

- 15.6%—Manufacturing
- 6.05%—Construction
- 4.8%—Professional Scientific and Technical Services
- 3%—Transportation and Warehouse

The nine departments have varying programs relating to cancer prevention. ESCI recommends that all of the departments develop a program that includes:

- Issuing each line personnel two sets of bunker gear.
- Gross decontamination in all stations.
- Extractors for cleaning bunker gear.

One area for improvement would be developing policies and procedures specific to the utilization of the above processes, and verbiage limiting cross-contamination of equipment and uniforms in the living quarters of each station. The following figure summarizes the survey results relating to health and fitness.

[27] Firefighters and Cancer (2018), https://www.nfpa.org/News-and-Research/Resources/Emergency-Responders/Health-and-Wellness/Firefighters-and-cancer.
[28] https://datausa.io/profile/geo/yamhill-county-or#economy.

Figure 34: Health, Safety, & Counseling Services

Health Services	AFD	DFD	DDF	LFD	MFD	NCFD	SFD	SWP	WVFD
Medical Standards	No	No	No	Yes	Yes	Yes	Yes	Yes	Yes
Medical Exam Frequency	N/A	N/A	N/A	Year	Year	Year	Year	Year	Year
Safety Committee	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Critical Incident Debriefing	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Employee Assistance Program	Yes	No	No	Yes	Yes	No	Yes	Yes	Yes

Labor Agreements

Operations personnel from MFD are represented by the *International Association of Firefighters* (IAFF) Local 3099, and SFD operations personnel are represented by IAFF Local 4861. The SFD firefighters recently unionized under West Valley Professional Firefighters Local 4861 and are currently negotiating their first contract. All three bargaining units are in the Seventh District of the IAFF.

The current MFD collective bargaining agreement (CBA) expires June 30, 2021, and the SFD/WVFD bargaining agreement expired June 30, 2020. Provisions in the MFD CBA allows for automatic annual renewal of the agreement unless either party notifies the other in writing not later than January 15 of the year of expiration that it wishes to bargain.[29]

Union Agreement Discussion

The success of any form of consolidation will hinge, in large part, on Union participation, compromise, and agreement. The variation in work schedules, benefits, and other conditions currently outlined in the bargaining-unit agreements of the union affiliates will need to be carefully addressed and homogenized for an effective and efficient consolidation. This can take the form of one affiliate absorbing the membership and obligations of other affiliates, commonly called a "merger," or by legally dissolving the current IAFF affiliates, and forming an entirely new bargaining unit—commonly called an "amalgamation."

[29] Collective Bargaining Agreement-International Association of Firefighters Local 3099 and the City of McMinnville, July 2018.

A merger or amalgamation of local union affiliates is encouraged by the IAFF where it makes sense. In 2012, the IAFF Legal Department published a manual to guide union leaders in merger/amalgamation efforts. The manual reviews the applicable sections in the IAFF *Constitution & Bylaws*, and defines the reporting requirements, legal requirements, and specific duties of merged and amalgamated affiliates. In the manual, it states:

> *The Executive Board recommends that when the consolidation, unification, or merger of two or more counties, cities, or townships is anticipated, all locals involved should merge as soon as possible. If a merger of locals is not immediately possible, a joint committee should be established to work with the department administration to negotiate the benefits for all members. Every effort should be made to conclude the bargaining prior to the merger.*

Given the number of significant labor implications related to a potential new consolidated fire agency—including internal union governance issues—the involved local affiliates would likely benefit from the participation of the IAFF District 7 Vice President and other legal resources available through the IAFF national organization. Also, given the complexity and variation of wages and benefits between the affiliates, if consolidation is actively pursued, they should engage in internal planning as soon as practical to reach an agreement on how the affiliates will be organized in the new organization.

Administrative Support Staffing

Each of the departments has varying levels of administrative support positions—due primarily to their size, and because city fire departments rely on other city departments for administrative support services (e.g., information technology, human resources, finance, etc.), which are not typically available to fire districts. The following figure illustrates the various non-uniformed administrative positions. The green highlighted positions indicate paid positions.

Figure 35: Non-Uniformed Support Staff Positions

Position	AFD	DFD	DDF	LFD	MFD	NCFD	SFD	SWP	WVFD
Office Manager	0	0	0	0	1	0	0	0	0
IT Technicians	0	0	0	0	0	0	0	0	0
Exec. Assistants	0	0	0	0	0	0	0	0	0
Administrator	0	0	0	0	0	0	0	0	0
Admin. Assistants	0	0	0	0	0	1	1	→	→
Logistics	0	0	0	0	1	0	0	0	0
Fleet Manager	0	0	0	0	0	0	0	0	0
Fleet Staff	0	0	0	0	0	0	0	0	0
Health & Wellness	0	0	0	0	0	0	0	0	0
EMS Coordinator	0	0	0	0	0	0	0	0	0
Finance Director	0	0	0	0	0	0	0	0	0
Finance Staff	0	0	0	0	1	0	1	→	→
HR Director	0	0	0	0	0	0	0	0	0
HR Staff	0	0	0	0	0	0	0	0	0
Others	0	0	0	0	0	0	0	0	0
Total Positions:	**0**	**0**	**0**	**0**	**3**	**1**	**2**	→	→

Administrative Staffing Discussion

Based on the information, there does not appear to be duplication of support staff, and based on the workload for a combined department, the current support FTEs would be required.

None of the departments currently have a specific Wellness position. Based on operational staffing of over 200 career and volunteer firefighters, a defined Wellness program and Wellness Director would be an essential component of the organization. HR is another area that may require additional personnel for a combined department. A report published by the Society for Human Resource Management (SHRM) supports the necessity for 1 HR Specialist per 100 FTEs.[30] Based on a total organization of over 200, additional HR positions to cover benefits and Workers' Compensation may be necessary.

[30] *How Organizational Staff Size Influences HR Metrics,* Society for Human Resource Management, (2015).

Emergency Operations Staffing

ESCI evaluated the type and number of operations staff positions. The following figure summarizes the number of operations positions in each department. The green highlighted fields represent paid positions. Volunteer firefighters fill all other positions.

Figure 36: Operations Staff Positions

Operations Positions	AFD	DFD	DDF	LFD	MFD	NCFD	SFD	SWP	WVFD
Operations Chief	0	0	1	0	1	0	1		
Battalion Chief	0	0	0	0	3	0	1		
Captain	0	1	1	0	3	0	0	2	0
Lieutenant	5	4	2	2	0	3	4	0	0
Engineer	0	0	0	0	3	0	0	0	0
Firefighter/Paramedic	2	2	0	0	20	1	3	2	6
Firefighter/EMT	23	3	2	0	5	2	3	2	6
Firefighter	0	24	13	15	25	12	10	14	4
Firefighters—Part-Time	0	0	0	0	0	0	0	0	0
Other Ops Positions	0	0	0	0	2	0	2	3	0
Total Ops Positions:	**30**	**34**	**19**	**17**	**37**	**18**	**24**	**25**	**18**
% Operations Officers to Firefighters/Engineers:	20%	17%	27%	13%	23%	20%	33%	19%	13%

ESCI also calculated the theoretical number of employees required to meet the various average leave hours used by employees in 2020 in each department and compared the results to the current number of operations employees assigned to 24-hour staffed units. ESCI then multiplied the number of personnel needed to cover a single position 24 hours per day with the relief factor, to determine the number of employees required to meet daily minimum staffing.

Figure 37: Theoretical Relief Factor Calculation

Relief Factor	AFD	DFD	DDF	LFD	MFD	NCFD	SFD	SWP	WVFD
Total Relief Factor:	N/A	N/A	1.08	N/A	1.23	N/A	1.14	N/A	N/A

The total leave factors were multiplied by the number of personnel needed to cover one 24-hour position. The following figure compares the theoretical number of positions needed with the current number of employees assigned to the work schedules.

Figure 38: Calculated Operational Staff Shortage/Overage

Department	No. Positions Required 24/7 or 8 hour	Total No. Operations Staff	Theoretical No. of Staff Required Based on 1.14 Relief Factor	Shortage or Overage
AFD	N/A	N/A	N/A	N/A
DFD	N/A	N/A	N/A	N/A
DDF	3	3	5	-2
LFD	N/A	N/A	N/A	N/A
MFD	10	37	40	-3
NCFD	N/A	N/A	N/A	N/A
SFD/SWP/WVFD	9	25	29	-4
Total:	**22**	**65**	**74**	**-9**

Career Employee Work Schedules

MFD and SFD full-time employees assigned to operations are scheduled and deployed differently. The following figure summarizes these differences.

Figure 39: Operations Work Schedule Components

Department	FLSA Work Period	Shift Rotation	Average Workweek Hours	Average Annual Hours
DDF	10 days	8-hour shift	40	1,040
MFD	27 days	A/B/C	49.1	2,557
SFD/SWP/WVFD	28 days	A/B/C	56	2,912

Almost all MFD operations employees work a 24-hours-on, 48-hours-off rotating schedule. This schedule results in an average 56-hour workweek, or 2,912 annual average hours worked. However, the CBA identifies 2,557 annual average hours worked, or 49.1 hours per week. Employees receive 12 hours of overtime pay per 27-day work period to make up the difference. The District employs two full-time firefighter/paramedics who staff a peak-time paramedic unit 40 hours per week, Monday through Friday. Hourly pay, benefits, and benefit accruals are the same as the 24-hour shift assigned employees.

Staff working at SFD and WVFD stations work a 48-hours-on, 96-hours-off rotating schedule. This schedule results in an average 56-hour workweek, or 2,912 annual average hours worked. Staff working at SW Polk stations work 12-hour days on a modified 2/2/3 schedule, resulting in an average 45-hour workweek. Hourly pay, benefits, and benefit accruals are the same as the 24-hour shift assigned employees.

Methodology for Incident Staffing

Adequate numbers of properly trained emergency responders are required in order to put the appropriate emergency apparatus and equipment to its best use in mitigating incidents. Insufficient staffing at the incident scene decreases the effectiveness of the response and increases the risk of injury for all those involved. The industry term for adequate staffing in the fire service is *Effective Response Force* (ERF). The definition for ERF is "the minimum numbers of staffing and equipment that must reach a specific emergency zone location within a maximum prescribed travel or driving time."[31] Staffing numbers will be discussed in reference to NFPA 1720, the response objectives from the standard are displayed in the next figure. NFPA 1720 is used for departments with large areas that are not urban as the standard reflects differences in staffing and response times based on population densities. Response times will be discussed further later in the report. Staffing in urban areas is relatively the same for a moderate risk in urban areas in both 1710 and 1720 standards, but the response time for assembling the personnel is different. Every effort should be made to try to assemble the urban staffing in the rural areas even though it may take longer.

Figure 40: NFPA 1720 Response Objectives

Demand Zone[a]	Demographics	Minimum Staff to Respond[b]	Response Time[c] (minutes)	Meets Objective (%)
Urban Area	> 1,000 people/mi²	15	9	90
Suburban Area	500–1,000 people/mi²	10	10	80
Rural Area	< 500 people/mi²	6	14	80
Remote Area	Travel distance ≥ 8 mi	4	Directly dependent of travel distance	90
Special risks	Determined by AHJ	Determined by AHJ based on risk	Determined by AHJ	90

[a] A jurisdiction can have more than one demand zone.
[b] Minimum staffing includes members responding from AHJ's department and automatic aid.
[c] Response time begins upon completion of the dispatch notification and ends at the time interval shown in the table.

Federal *Occupational Safety & Health Administration* (OSHA) safety regulations (CFR 1910.120) require that personnel entering a building involved in fire must do so in groups of two.[32] Before personnel can enter a building to extinguish a fire, at least two firefighters must be on-scene and assigned to conduct search and rescue in case the fire attack crew becomes trapped. This is referred to as the "two-in, two-out" rule.

[31] *Fire & Emergency Service Self-Assessment Manual, 8th Edition*; Commission on Fire Accreditation International.
[32] OSHA CFR 1910.120, Two-In/Two-Out Regulation.

Emergency Operations Staffing Discussion

When evaluating each department individually, the ratio of shift operations officers to firefighters does not appear to be excessive. There is a cooperative agreement already in place between MFD and AFD sharing a Training Division Chief. Additionally, SFD, SWP, and WVFD have a cooperative agreement to share a Fire Chief position. An opportunity for improvement relates to the availability of a Battalion Chief (BC) throughout the study area. There are only two BC positions on duty each day for the entire district. A combined organization should consider increasing the capacity by at least one BC position to improve overall incident command.

Summary of Staffing

The following three figures break down the number of individuals/titles for Uniformed Administration, Non-uniformed Administration, and Operations Staff.

Figure 41: Total Number of Uniformed Administration

Uniform Administrative	AFD	DFD	DDF	LFD	MFD	NCFD	SFD	SWP	WVFD
Fire Chief	Shared	1	1	1	1	1	1		
Deputy Chief	0	1	0	0	0	0	1		
Division Chief	0	0	0	0	0	0	0	0	0
Administration Chief	0	0	0	0	0	0	0	0	0
Division Training	Shared	0	0	0	1	0	1		
Assistant Chief	0	0	0	0	0	0	0	0	0
Fire Marshal*	0	0	0	0	1	0	0	0	0
Asst. Fire Marshal	0	0	0	0	1	0	0	0	0
Fire Prevention	0	0	0	0	0	0	0	0	0
Plan Review	0	0	0	0	0	0	0	0	0
Fire Inspector	0	0	0	0	0	0	0	0	0
Public Educators	0	0	0	0	0	0	0	0	0
PIO Officer	0	0	0	0	0	0	0	0	0
Admin. Captain	0	0	0	0	0	0	0	0	0
Admin. Lieutenant	0	0	0	0	0	0	0	0	0
Subtotal	**1**	**2**	**1**	**1**	**4**	**1**	**3**		

Figure 42: Total Non-Uniformed Administration

Non-Uniformed Administration	AFD	DFD	DDF	LFD	MFD	NCFD	SFD	SWP	WVFD
Office Manager	0	0	0	0	1	0	0	0	0
IT Technicians	0	0	0	0	0	0	0	0	0
Asst. Admin.	0	0	0	0	0	0	1		
Executive Assistants	0	0	0	0	0	0	0	0	0
Administrator	0	0	0	0	0	0	0	0	0
Admin. Assistants	1	0	0	0	0	1	0	0	0
Billing Specialist	0	0	0	0	1	0	1		
Fleet Manager	0	0	0	0	0	0	0	0	0
Logistics	0	0	0	0	1	0	0	0	0
Health and Wellness	0	0	0	0	0	0	0	0	0
Subtotal:	**1**	**0**	**0**	**0**	**3**	**1**	**2**		

Figure 43: Total Operations Staff

Operations Staff	AFD	DFD	DDF	LFD	MFD	NCFD	SFD	SWP	WVFD
Asst. Chief Ops.	0	0	0	0	1	0	0	0	0
Battalion Chief	0	0	0	0	3	0	3		
Captain	0	0	1	0	3	0	0	2	0
Lieutenant	5	4	0	2	0	3	4	0	0
Engineer	0	0	0	0	3	0	0	0	0
FF/Paramedic	2	2	0	0	20	1	7	0	6
Firefighter/EMT	23	3	2	0	5	2	3	0	2
Firefighter	0	24	0	15	0	12	14	9	2
Volunteer FF	0	0	22	0	25	0	0	0	0
Firefighters—Other	0	0	0	0	2	0	0	0	0
Subtotal	**30**	**33**	**25**	**17**	**62**	**18**	**31**	**14**	**13**

Overall Staffing Discussion

The data supports that the primary response for a combined department will be EMS-related calls. All nine departments have demonstrated an excellent pre-hospital response program, including quality equipment, training, medical control, and documentation. Following is a breakdown of current EMS, fire, and special team staffing.

Figure 44: Overview of Station Staffing

Department	Station	EMS Staffing	Fire Staffing	Command	Min. Staffing	Special Team Staffing
AFD	5	0	4	0	Volunteer	0
	50	0	2	0	Volunteer	0
DFD	6	0	3	0	Volunteer	0
	62	0	0	0	Volunteer	0
DDF	3	0	3	0	Volunteer	0
LFD	10	0	2	0	Volunteer	0
MFD	1	4	4	1	7	0
	12	2	0	0	2	0
NCFD	Main	0	4	0	Volunteer	0
	Panther	0	0	0	Volunteer	0
SFD	190	0	2	1	3	0
	197	0	2	0	Volunteer	0
	198	0	2	0	Volunteer	0
SWP	130	0	2 (12 hrs./day)	0	Volunteer	0
	140	0	2 (Vol)	0	Volunteer	0
	150	0	2 (Vol)	0	Volunteer	0
WVFD	180	0	4	0	2	0
	182	0	4	0	2	0

Future staffing discussions should evaluate the need for an additional ambulance/crew throughout the combined district. An agreement has been made between MFD and LFD to place additional staffing at the new LFD Station. Similar agreements would be beneficial regardless of an overall consolidation of departments. Based on the requirements for an effective response force (ERF) discussed in the *Service Delivery* section, ESCI recommends that all of the positions be cross-staffed as firefighters.

Current Wages & Benefits

One of the major challenges associated with any consolidation effort is to identify the significant differences in benefit packages and wages for administrative and operational positions. ESCI analyzed the various positions in order to help ascertain the variances between departments.

For the purpose of comparison, each organization provided a base pay rate for each position. A combined organization would have to establish a compensation philosophy that identified step increases for the completion of tasks or time in grade. There is also a disparity between specific titles and associated responsibilities. For example, MFD utilizes an Assistant Chief position, whereas SFD uses the title of Deputy Chief. Both positions appear to have similar responsibilities. The following figure provides a general overview of the current wages for administrative and operations employees.

Figure 45: Uniformed/Non-Uniformed Staff Average Salary Comparisons, 2019

Positions	AFD	DFD	DDF	LFD	MFD	NCFD	SFD	SWP	WVFD
Fire Chief	N/A	N/A	$61,936	N/A	$136,152	N/A	$118,000	N/A	N/A
Exec. Assistant	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Deputy Chief	N/A	N/A	N/A	N/A	N/A	N/A	$108,150	N/A	N/A
Assistant Chief	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Division Chief	N/A	N/A	N/A	N/A	$83,324	N/A	$97,850	N/A	N/A
Admin. Chief	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Administrator	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Asst. Admin.	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Fire Marshal	N/A	N/A	N/A	N/A	$117,408	N/A	N/A	N/A	N/A
Assist. Fire Marshal	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Fire Inspector	N/A	N/A	N/A	N/A	$85,056	N/A	N/A	N/A	N/A
Ops. Chief	N/A	N/A	N/A	N/A	$101,420	N/A	N/A	N/A	N/A
Battalion Chiefs	N/A	N/A	N/A	N/A	$96,570	N/A	$80,000	N/A	N/A
Captains/EMT	N/A	N/A	N/A	N/A	$86,626	N/A	N/A	N/A	N/A
Lieutenants	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Engineer	N/A	N/A	N/A	N/A	$81,912	N/A	N/A	N/A	N/A
FF/Paramedics	N/A	N/A	N/A	N/A	$86,016	N/A	$60,000	N/A	N/A
FF/EMT III	N/A	N/A	$43,385	N/A	$70,864	N/A	$55,000	N/A	N/A
Office Manager	N/A	N/A	N/A	N/A	$61,800	N/A	N/A	N/A	N/A
IT Manager	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
HR Manager	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
HR Staff	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Finance Dir.	N/A	N/A	N/A	N/A	N/A	N/A	$56,000	N/A	N/A
Finance Acct.	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Acct. Clerk	N/A	N/A	N/A	N/A	$53,826	N/A	N/A	N/A	N/A
Admin. Assist.	$8,565	N/A	N/A	N/A	N/A	N/A	$38,000	N/A	N/A
Logistics	N/A	N/A	N/A	N/A	$50,781	N/A	N/A	N/A	N/A

None of the salaries of the operations positions listed in the preceding figure include regularly scheduled *Fair Labor Standards Act* (FLSA) overtime pay. The wage disparity is greatest at Firefighter/EMT. As previously mentioned, some of the administration titles have a significant difference in roles and responsibilities, limiting the ability to make an accurate comparison.

The next topic for analysis relates to the various benefits provided by each department. With minimal exceptions, all departments offer similar benefits and a retirement pension through the Oregon State Public Employment Retirement System (PERS) or a locally managed 401K type program. Following is a summary of the benefits provided through each organization.

Figure 46: Employee Benefits Provided by Department

Benefits Provided	AFD	DFD	DDF	LFD	MFD	NCFD	SFD	SWP	WVFD
Uniform Allowance	N/A	N/A	N/A	N/A	Yes	N/A	N/A*	N/A*	N/A*
Educational Incentives	N/A	N/A	N/A	N/A	Yes	N/A	Yes	→	→
Social Security	N/A	N/A	N/A	N/A	No	N/A	Yes	→	→
Workers' Comp.	N/A	N/A	Yes	N/A	Yes	N/A	Yes	→	→
Pension	N/A	N/A	Yes	N/A	Yes	N/A	Yes	→	→
Deferred Comp.	N/A	N/A	Yes	N/A	Yes	N/A	Yes	→	→
Medical	N/A	N/A	Yes	N/A	Yes	N/A	Yes	→	→
Dental	N/A	N/A	Yes	N/A	Yes	N/A	Yes	→	→
Short-term Disability	N/A	N/A	Yes	N/A	Yes	N/A	Yes	N/A	N/A
Vision	N/A	N/A	Yes	N/A	No	N/A	Yes	→	→
Life Insurance	N/A	N/A	Yes	N/A	Yes	N/A	Yes	→	→
Survivor Income Benefit	N/A	N/A	No	N/A	No	N/A	Yes	→	→
Add'l Life Insurance	N/A	N/A	No	N/A	No	N/A	No	N/A	N/A

*The Collective District purchases all uniforms.

The accrual of vacation and sick time is consistent between the career departments. The overall amount of vacation and sick time is about 24% higher at MFD. The combined organization will need to address the disparity in overall hours and the financial impact of a new process.

Figure 47: Vacation and Sick Time Accrual Comparison

Department	Vacation Monthly Accrual	Total Annual Vacation	Sick Time Monthly Accrual	Total Annual Sick Time
AFD	N/A	N/A	N/A	N/A
DFD	N/A	N/A	N/A	N/A
DDF	10	120	8	96
LFD	N/A	N/A	N/A	N/A
MFD	10	120	14	168
NCFD	N/A	N/A	N/A	N/A
SFD	10	120	8	96
SWP	↓	↓	↓	↓
WVFD	↓	↓	↓	↓

Staff Survey Results

At the beginning of this study, ESCI created a web-based survey to be distributed to the employees and volunteers of each of the fire agencies involved in this study, along with any appointed or elected officials and other key stakeholders affiliated with the respective organizations. The survey was designed to be confidential, and neither ESCI nor any of the agencies were aware of the respondents' names.

The survey was comprised of seven questions, with the seventh asking for comments and suggestions for improvement.

A total of 151 respondents completed the survey. The following figures represent some of the survey results (complete results will be found in Appendix B).

Question #1: *"I am currently employed or affiliated with one of the following (if you are affiliated with more than one, select the one in which you spend most of your time)."*

Figure 48: Fire Agency Affiliations of the Survey Respondents

Organization	Responses	Percent Total[1]
Amity Fire District	26	17%
Dayton Fire District	2	1%
Dundee Fire/Rescue	14	9%
McMinnville Fire Department	**44**	**29%**
New Carlton Fire District	4	3%
Lafayette Fire District	14	9%
Sheridan Fire District	24	16%
Southwestern Polk Fire District	10	7%
West Valley Fire District	11	7%
None of the Above	2	1%

[1]Rounded to the nearest integer.

As shown in the preceding figure, the majority of respondents were affiliated with the McMinnville Fire Department, Amity Fire District, and Sheridan Fire District, respectively.

Question #2: *"My current position with one of the fire districts/departments involved in this study is…"*

Figure 49: Job Positions of the Survey Respondents

Position	Responses	Percent Total[1]
Career firefighter	29	19%
Volunteer, resident, or paid on-call firefighter	**53**	**35%**
Career officer (Captain or Lieutenant)	3	2%
Volunteer or paid on-call officer (Captain or Lieutenant)	19	13%
Career officer (above the rank of Captain)	8	5%
Volunteer or paid on-call officer (above rank of Captain)	3	2%
Career or Volunteer Fire Chief	9	6%
Other non-uniformed support position (fleet, etc.)	4	3%
Non-uniformed administrative support staff	2	1%
Appointed or elected official	13	9%
Other	8	5%

[1]Rounded to the nearest integer.

Of those completing the survey, the majority were assigned to emergency operations within their respective fire agencies. Of those, the combined Volunteers (which included all below the rank of Fire Chief) represented 50% of the respondents, while all the combined career Firefighters below the rank of Fire Chief represented 27% of the total.

The next figure illustrates the results of the respondents' opinions concerning whether they were in favor of or against a potential consolidation. The answers to the question included a caveat: "…depending on how it is configured and how it impacts my position." There were 151 responses to this question.

Question #4: *"My opinion of a possible "consolidation" into a single fire district or department of two or more of the fire agencies involved in this study is…"*

Figure 50: Respondent Opinions on a Potential Consolidation

Respondent Opinion	Responses (151)	Percent Total[1]
FAVOR (depending on configuration)[2]	**118**	**78%**
AGAINST (regardless of configuration)[2]	12	8%
No opinion	9	6%
Other (comments only)	9	6%

[1] Rounded to the nearest integer.

[2] Includes individuals not directly employed or affiliated with any of the fire agencies.

As shown in the preceding figure, most of the respondents (78%) were in support of a potential consolidation, depending upon how it would be configured and affect their positions within the organization.

Question #6: *"In your opinion, what are the top three or four critical issues related to your fire district/department?"*

Question #7: *"Please list any suggestions you have on how fire protection, EMS, other emergency services, and other services can be improved throughout Yamhill and Polk Counties, as well as any other comments you think would be valid as related to this study."*

Responses to the preceding two questions tended to mirror each other. The following represents the most common issues:

- Insufficient staffing of career and volunteer personnel
- Poor response-time performance
- Inadequate operations, deployment, and station locations
- Lack of necessary funding
- Insufficient training

CAPITAL FACILITIES & APPARATUS

Collective Summary of the Fire Stations

The following figure is a collective summary of the fire stations owned and operated by the fire agencies participating in this study. It is intended to show the combined facilities' capacity of the fire departments/districts.

Figure 51: Collective Summary of Fire Stations in the Study Area

Fire District	No. of Stations	Staffing Capacity	Apparatus Bays	Total Square Footage
Amity Fire District	2	0	10	17,696
Dayton Fire District	3	0	11	17,200
Dundee Fire District	1	4	12	17,500
Lafayette Fire Department	1	1	2	1,700
McMinnville Fire Department[A]	2	15	11	26,184
New Carlton Fire District	2	7	6	9,500
Sheridan Fire District	3	8	14	18,881
Southwestern Polk	1	0	4	2,400
West Valley Fire District	2	12	11	24,825
Totals:	**17**	**47**	**81**	**135,886**

[A]Includes the residential location with a single Medic Unit.

The preceding figure shows that the combined fire agencies maintain about 17 fire stations with a total staffing capacity of approximately 47 personnel, 81 apparatus bays, and approximately 135,886 total square feet.

ESCI utilized the condition criteria as documented by the study participants on their respective fire stations. The conditions of some of the fire stations were not reported, however, the majority were rated. Combined, the fire stations were rated as follows:

- Excellent: 19%
- Good: 38%
- Fair: 25%
- Poor: 19%

As shown, 57% of the fire stations were rated as "Excellent" or "Good," while 44% were rated as "Fair" or "Poor."

Collective Summary of Apparatus Conditions

The next figure is a collective summary of the current conditions of the various frontline apparatus and medic units of the study participants. Reserve apparatus were excluded.

Figure 52: Collective Summary of Apparatus & Medic Unit Conditions (2020)

Apparatus	Engines	Aerials	Tenders	Wildland	Medics
Excellent	14%	50%	7%	10%	0%
Good	31%	50%	20%	38%	45%
Fair	48%	0%	47%	45%	55%
Poor	7%	0%	27%	7%	0%

As shown, the majority of engines, tenders, wildland units, and medic units had a condition rating of "Fair." When combined, about 45% of the engines were either in "Good" or "Excellent" condition. The two aerial apparatus were considered as either "Excellent" or "Good." The Medic Units had a relatively large (55%) percentage of "Fair" ratings.

Future Apparatus Serviceability

An important consideration when evaluating the feasibility of consolidating fire departments into a combined organization is the cost associated with the future replacement of major equipment. Apparatus service-lives can be readily predicted based on factors including vehicle type, call volume, age, and maintenance considerations.

NFPA 1901: *Standard for Automotive Fire Apparatus* recommends that fire apparatus 15 years of age or older be placed into reserve status, and apparatus 25 years or older should be replaced.[33] This is a general guideline, and the standard recommends using the following objective criteria in evaluating fire apparatus lifespan:

- Vehicle road mileage.
- Engine operating hours.
- The quality of the preventative maintenance program.
- The quality of the driver-training program.
- Whether the fire apparatus was used within its design parameters.
- Whether the fire apparatus was manufactured on a custom or commercial chassis.
- The quality of workmanship by the original manufacturer.
- The quality of the components used in the manufacturing process.
- The availability of replacement parts.

[33] NFPA 1901: *Standard for Automotive Fire Apparatus*; Section D.3.

It is important to note that age is *not* the only factor for evaluating serviceability and replacement. Vehicle mileage and pump hours on engines must also be considered. A two-year-old engine with 250,000 miles may need replaced sooner than a 10-year-old one with 2,500 miles. The following figure represents a relatively simple example that the districts can use for determining the condition of fire apparatus and vehicles.

Figure 53: Example Criteria & Method for Determining Apparatus Replacement

Evaluation Components	Points Assignment Criteria
Age:	One point for every year of chronological age, based on in-service date.
Miles/Hours:	One point for each 10,000 miles or 1,000 hours
Service:	1, 3, or 5 points are assigned based on service-type received (e.g., a pumper would be given a 5 since it is classified as severe duty service).
Condition:	This category takes into consideration body condition, rust interior condition, accident history, anticipated repairs, etc. The better the condition, the lower the assignment of points.
Reliability:	Points are assigned as 1, 3, or 5, depending on the frequency a vehicle is in for repair (e.g., a 5 would be assigned to a vehicle in the shop two or more times per month on average; while a 1 would be assigned to a vehicle in the shop an average of once every three months or less.

Point Ranges	Condition Rating	Condition Description
Under 18 points	Condition I	Excellent
18–22 points	Condition II	Good
23–27 points	Condition III	Fair (consider replacement)
28 points or higher	Condition IV	Poor (immediate replacement)

Fleet Maintenance

Fleet maintenance and repair services vary among the nine study participants. Some outsource services, others use internal fleet maintenance departments, while others utilize a combination of the two. Fleet maintenance and repair services is one area where consolidation can result in greater efficiencies and potential cost-savings.

The following lists each jurisdiction's sources for fleet maintenance:

- **Amity**: Amity Truck & Tractor Repair
- **Dayton**: Amity Truck & Tractor Repair, Benton County Public Works, in-house
- **Dundee**: Forest Glen Auto Repairs, in-house staff
- **Lafayette**: Hofrichter Repair and True North Emergency Equipment
- **McMinnville**: Benton County Public Works, Forest Glen Auto Repairs
- **New Carlton**: Carlton Truck Shop, Advance Diesel Repair
- **Sheridan**: City of Dallas Fleet Division, in-house staff, Amity Truck & Tractor Repair
- **Southwestern Polk**: City of Dallas Fleet Division, True North Emergency Equipment, Peterson Trucks
- **West Valley**: City of Dallas Fleet Division, in-house staff, various other vendors

As shown, while some agencies share the same fleet maintenance facility (e.g., City of Dallas Fleet Division, Amity Truck & Tractor Repair, Forest Glen Auto Repairs, etc.), most utilize different vendors and facilities to maintain their apparatus and vehicles. In a potential consolidation, this presents an opportunity for a single fire department to negotiate all fleet maintenance at a lower cost.

Those vendors and fire department staff responsible for managing and maintaining the fleet should be concerned about aging apparatus and vehicles and ensure that a funded replacement schedule is in place. As frontline units age, fleet costs will naturally be higher and more downtime associated with necessary repairs and routine maintenance.

FINANCIAL REVIEW

This section of the study provides a summary of the historical and current financial condition of the Amity Fire District, Dayton Fire District, Dundee Fire Department and Dundee Fire District, Lafayette Fire Department, McMinnville Fire Department and McMinnville Fire District, New Carlton Fire District, and the Sheridan FD/Southwestern Polk RFPD/West Valley FD IGA.

To provide an understanding of the variability found in fire service financial resources and costs within the overall study area, ESCI first reviewed the individual historical revenues and expenditures for each respective agency. This review includes, to the extent the data were available, a five-year historical review. Individual agency historical trend data were later used to develop key assumptions leading to financial forecasts of revenue, expense, and fund balance (if applicable) for the period FY 2020–2025, given various potential new district configurations.

This comparative snapshot summarizing historical financial results sets the stage for modeling the likely financial outcomes of fire department consolidation proposals to help judge the fiscal viability of the alternatives now and into the future. A more detailed financial analysis of each respective participating agency can be found in Appendix D. This analysis relies on extensive documentation provided by the departments, including actual and adopted budget documents and departments' comprehensive annual financial reports (CAFRs) and audits as available.

Financial analysis is an important part of determining the potential for fire department consolidation. To this end, ESCI has developed data-driven models for each respective option based upon data provided. A modeled budget is designed to represent monetary policy and practices used by each agency fairly and to neutralize differences or account for financial peculiarities. This modeling approach allows for a fair comparison to be made of the agencies, affording a realistic public cost of each agency's operations and provides a means to evaluate the financial impact of integration effectively.

Historical Revenues and Expenses

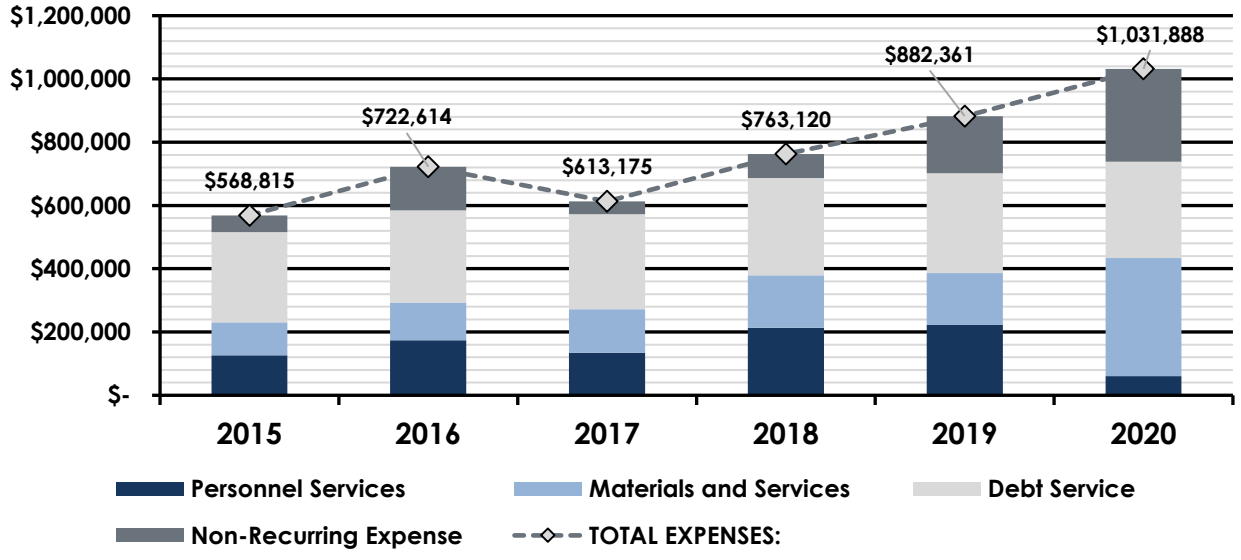
The following discussion presents historical revenue and expense for each agency. A brief summary of each agency is provided along with a comparative millage rate. Each department has different and diverse revenue streams with different categories of expenses. Therefore, descriptions and analyses in each section may differ slightly from one another. *A complete detailed financial analysis for each jurisdiction is included in the report addendum, Appendix D.*

Amity Fire District

Amity is a fire protection district authorized under the provisions of Oregon Statute Chapter 478 and is a municipal corporation governed by an elected board. It operates on a July 1 to June 30 fiscal year and uses a modified cash basis for accounting. While allowed by Oregon law, this methodology is not equivalent to the generally accepted accounting principles (GAAP) basis used by cities, counties, and many larger fire districts and focuses on available cash resources. The District maintains both a General Fund millage rate, currently a total of $1.29/$1,000 taxable value (comprised of a $0.84/$1,000 permanent rate and a $0.45/$1,000 voter-approved five-year operational levy) and a Debt Service millage rate of $0.94/$1,000 taxable value. The five-year operational levy was passed in 2016 with revenues beginning in FY 2017. The District maintains three separate funds, of which the General Fund is its primary operating fund. Other funds include the Capital Improvement and Bonded Debt Funds.

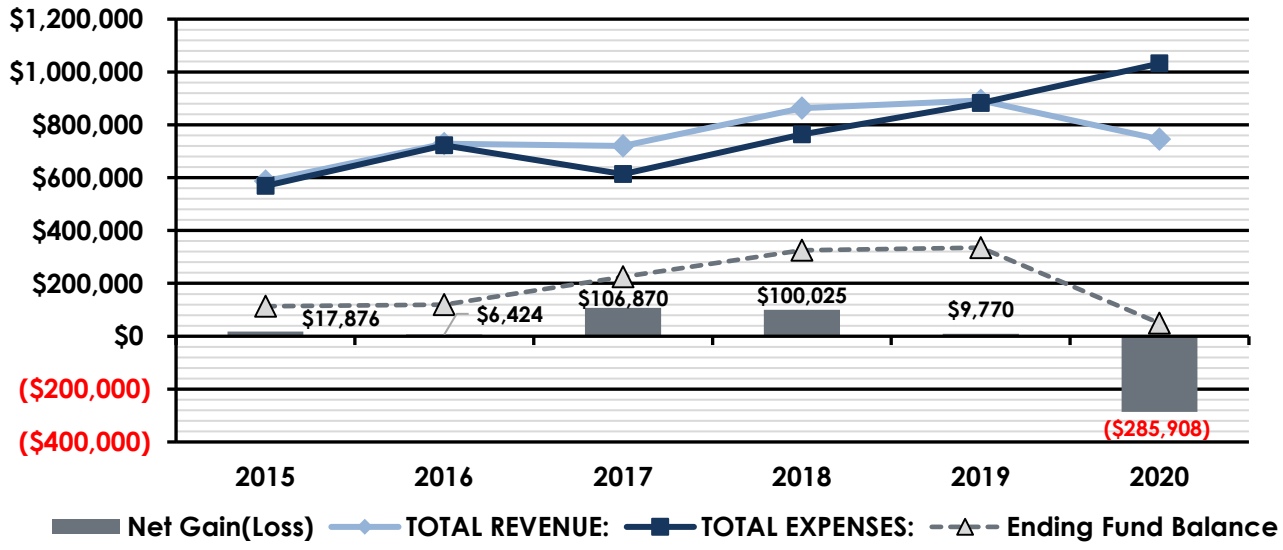
The following figure shows District expense by major category and illustrates the variable impact of capital expenditures on overall expense. Total District expense has generally increased by 11.6% per year from FY 2015 through FY 2019. This trend has been driven by an increase in recurring expense of approximately 8% per year. The ratio of Personnel Services, Materials & Services, and Debt has generally only varied slightly as recurring costs have increased from FY 2015 to FY 2019. Personnel costs, while increasing slightly, have averaged just under 30% of recurring costs. In FY 2020, they dropped significantly as the District entered into a management agreement. Materials & Services have averaged just under 23%, while debt service costs have averaged near 50% of recurring costs through FY 2019.

Figure 54: Amity Fire District Expense by Major Category, FY 2015 Actual–FY 2020 Adopted



The following figure summarizes the historical financial trajectory of the District with a comparison of total revenue, total expense, and the difference between the two, whether positive or negative and how that difference impacts the annual ending fund balance of the District. From FY 2015 through FY 2019, the District earned slightly more recurring revenue than it spent on recurring obligations. This represents sound financial practice and generally has a positive impact on ending fund balance each year. Best financial practice requires that recurring costs such as personnel, operating, and debt obligations are funded through recurring rather than one-time revenue sources such as fund balance or, even worse, incurring more debt. The impact of surplus revenue over expense in FY 2017–18 positively affects ending fund balance, while one-time capital expenses, as shown in the FY 2020 adopted budget, will require the expenditure of reserve funds that lower fund balance. The FY 2020 budget also shows an increase in recurring expenses over recurring revenue, which is a longer-term issue that must be addressed to maintain sound financial footing for the District.

Figure 55: Amity Fire District Total Expense, Revenue, Net Change, and Impact of Ending Fund Balance, FY 2015 Actual–FY 2020 Adopted

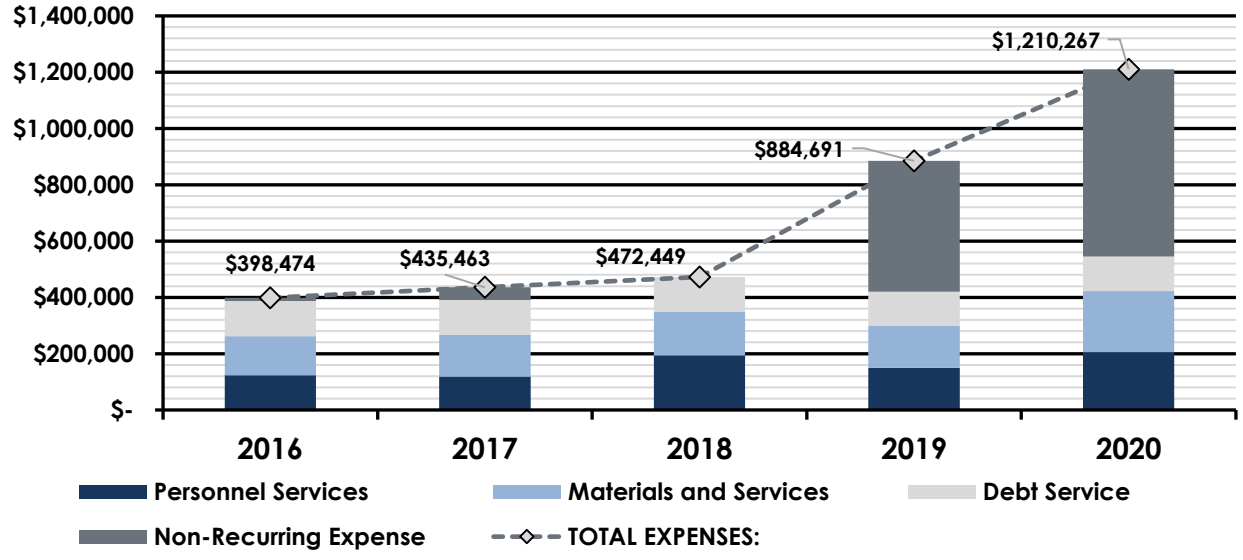


Dayton Fire District

Dayton is a fire protection district authorized under the provisions of Oregon Statute Chapter 478 and is a municipal corporation governed by an elected board. It operates on a July 1 to June 30 fiscal year and uses a modified cash basis for accounting. The District has a General Fund millage rate of $1.2303/$1,000 taxable value, which funds the general operating budget, including annual debt service through a transfer. The District maintains two separate governmental funds, of which the General Fund is its primary operating fund. The other District fund is the Debt Service Fund.

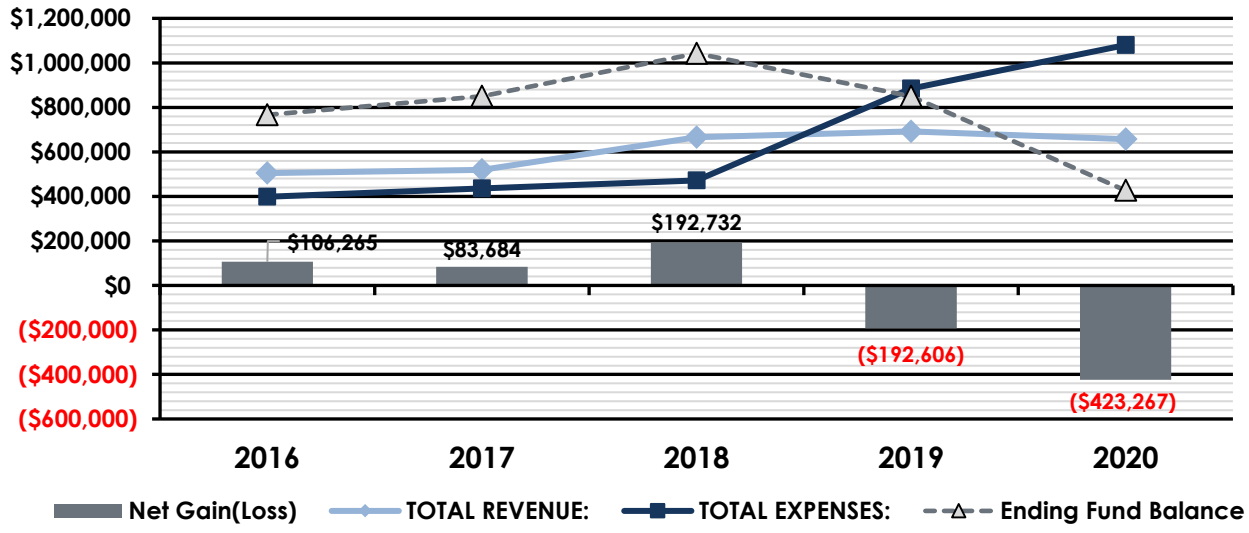
The following figure shows District expense by major category and illustrates the variable impact of capital expenditures, particularly apparatus replacement, on overall expense. Excluding the large capital apparatus purchases in FY 2019 and estimated in FY 2020, total District expense has generally increased by 9% per year from FY 2016 through FY 2019. This trend has been driven by an increase in recurring expense of approximately 9% per year. The ratio of Personnel Services, Materials & Services, and Debt has generally only varied slightly as recurring costs have increased from FY 2016 to FY 2019. As Personnel and Materials & Services costs have increased, debt service as a percentage of recurring costs has fallen from 32% in FY 2016 to an estimated 22.5% in FY 2020.

Figure 56: Dayton Fire District Expense by Major Category, FY 2016 Actual–FY 2020 Adopted



The following figure summarizes the historical financial trajectory of the District with a comparison of total revenue, total expense, and the difference between the two, whether positive or negative and how that difference impacts the annual ending fund balance of the District. From FY 2016 through FY 2018, the District earned slightly more revenue than it spent on recurring and non-recurring expenditures. This represents sound financial practice and generally has a positive impact on ending fund balance each year. The impact of surplus revenue over expense in FY 2016–18 positively affects ending fund balance while one-time capital expenses, as shown in FY 2019 and FY 2020, required expenditure of reserve funds that lowers the fund balance. This two-year trend of using fund balance to pay for capital apparatus has significantly reduced District reserves. The District has been prudent in its use of reserve funds to pay for one-time, programmed capital replacement but will need to monitor recurring revenue versus expense to ensure a healthy, future fund balance is maintained.

Figure 57: Dayton Fire District Total Expense, Revenue, Net Change, and Impact of Ending Fund Balance, FY 2016 Actual–FY 2020 Adopted



Dundee Fire Department/Dundee Rural Fire Protection District

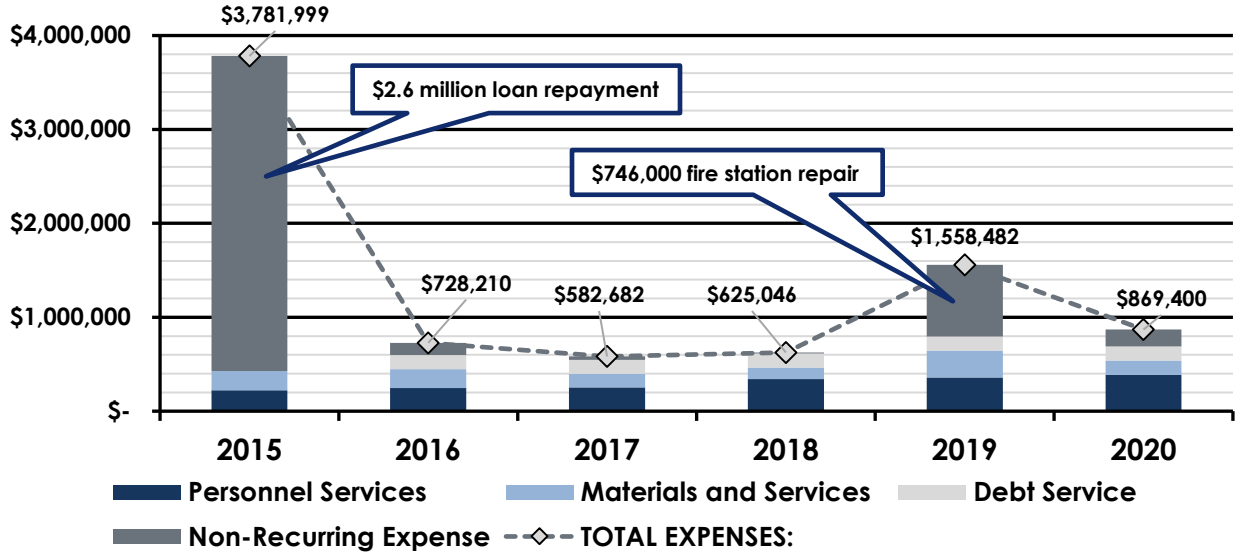
The City of Dundee Fire Department (DFD) is one of several external service departments of the City General Fund (GF). DFD also provides fire protection services to the Dundee Rural Fire Protection District (District) on a contractual basis. Under the current agreement, the District pays 85% of its permanent tax levy to the City for services. The District also funded approximately one-third of the cost of the City fire station built in 2014 and the term of the current agreement runs concurrently with the District construction bond. Financial data for the District was only available for the FY 2017 and FY 2018 actual budgets and the FY 2019 and FY 2020 adopted budgets while City Fire Department data was available from FY 2015 actual through FY 2020 forecast (by the City).

The City operates on a July 1 to June 30 fiscal year and uses a modified cash basis for its fund accounting. The DFD operating budget is found within the GF while major fire department capital expenditures are found within a separate fund; the Equipment Reserve Fund, which maintains its own fund balance and receives an annual transfer from the GF for the purpose of funding the purchase of apparatus and equipment. The City's Bonded Debt Fund accounts for the annual debt service on the voter-approved debt used to finance the construction of the fire station and whose debt is scheduled to retire in 2040.

A proportionate share, or equivalent millage, of the City GF millage, is needed to fund the fire department's Personnel Services and Materials & Services expenditures, after accounting for specific fire department revenues. The equivalent GF millage of 1.4522 mills/$1,000 taxable value does not include the debt service millage of 0.5078 mills required to fund the annual fire station bonded debt payment. The total equivalent millage necessary to fund the fire department in FY 2020 after fire department related revenues (such as the District contract fee) are subtracted is 1.96 mills.

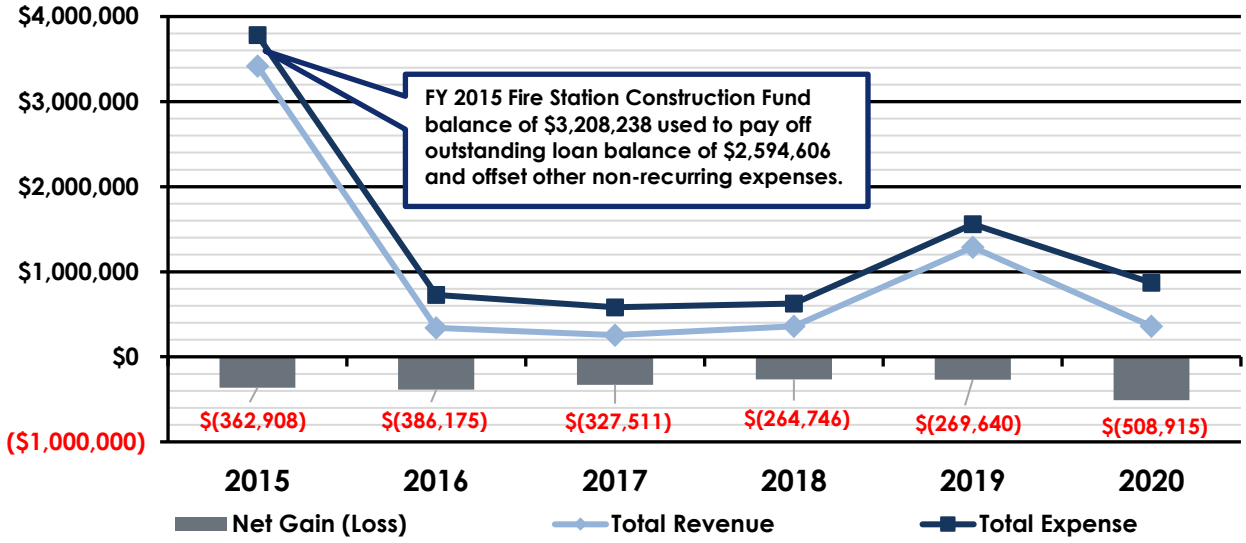
The following figure shows DFD expense by major category. Major spikes in total expenditures are caused by repayment of a construction loan ($2.6 million) and capital construction costs of $670,000 in FY 2015, and fire station repair costs of $746,000 in FY 2019. Equipment/Apparatus costs have generally fluctuated between lows of near $20,000 and a high of near $120,000. Recurring costs have increased from $428,000 in FY 2015 to $795,000 in FY 2019, an increase of 86%, or an average annual increase of 16.8%. Materials & Services costs have fluctuated significantly, decreasing from a high of just over $200,000 in FY 2015 to a low of $124,000 in FY 2018 before climbing back to $285,000 in FY 2019. Personnel Services costs have steadily risen from $223,000 in FY 2015 to $360,000 in FY 2019, an increase of 61% over the period, or an average of almost 12.7% annually. Annual debt service costs of $150,000 were added in FY 2016.

Figure 58: Dundee Fire Department Expense by Major Category, FY 2015 Actual–FY 2020 Adopted



Since the DFD budget lies within the City GF, it is instructive to examine the estimated net financial impact on the City GF of historical department-specific revenue (including dedicated fund balance for fire station construction and equipment acquisition) and expense (including pay off of fire department specific construction indebtedness). The following figure shows total department historical revenue, expense, and the difference between the two, whether positive or negative. The difference would have had a direct impact on the City General Fund. When expense exceeds department-specific revenue and dedicated fund balance, additional GF revenues are necessary to support the expenditures and maintain services.

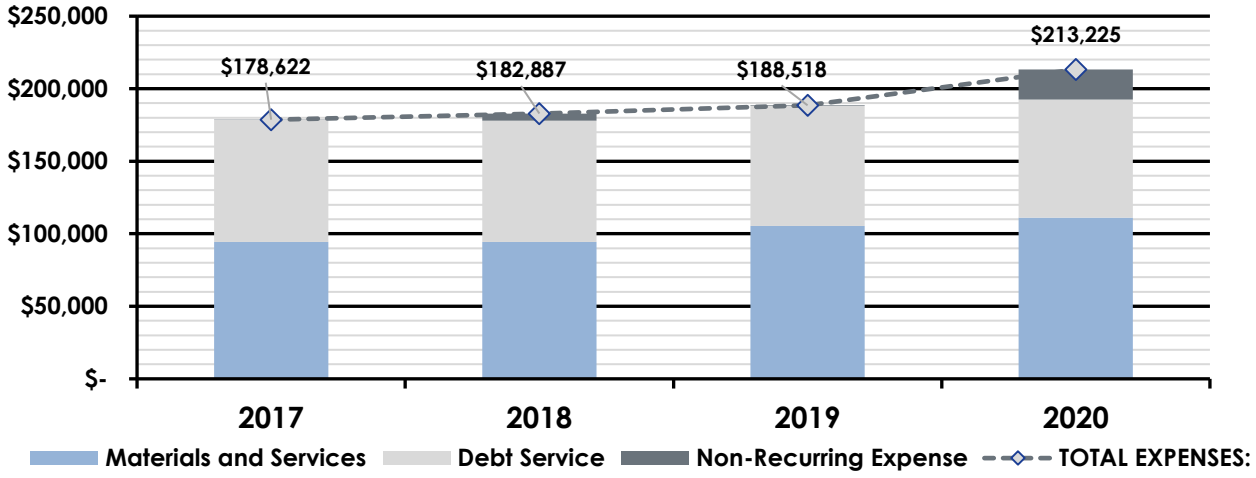
Figure 59: Dundee Fire Department Total Expense, Revenue, and Estimated Net Impact to City General Fund, FY 2015 Actual–FY 2020 Amended



Dundee RFPD is a fire protection district authorized under the provisions of Oregon Statute Chapter 478 and is a municipal corporation governed by an elected board. It operates on a July 1 to June 30 fiscal year and uses a modified cash basis for accounting. The District maintains both a General Fund millage rate, currently $0.558/$1,000 taxable value and a Debt Service millage rate of $0.3986/$1,000 taxable value. The District maintains three separate funds, of which the General Fund is its primary operating fund. Other funds include the Equipment Reserve and Debt Service Funds.

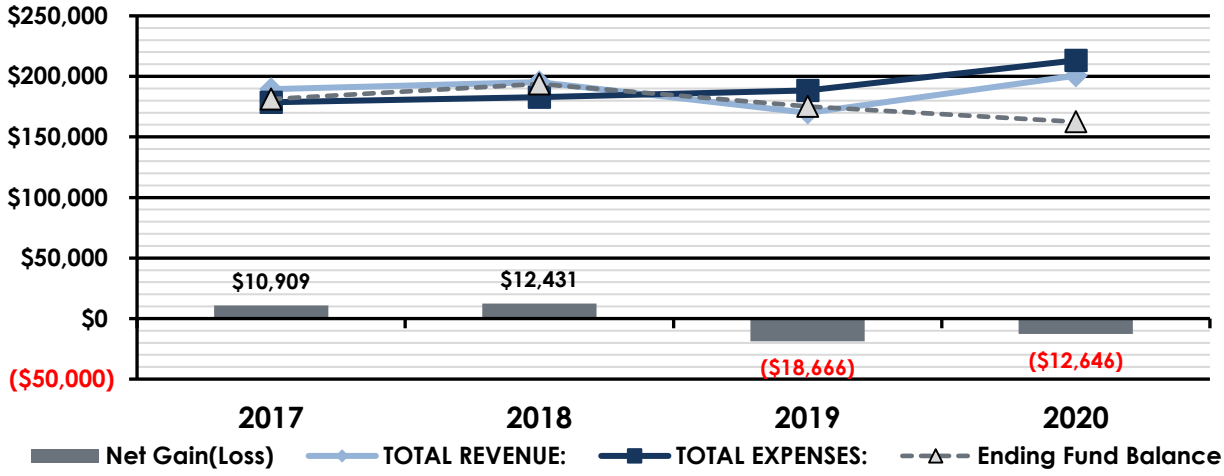
The following figure shows the Dundee Rural Fire Protection District expense by major category. Actual, total District expenses increased by 2.4% between FY 2017 and FY 2018. When compared to FY 2020 adopted, the average annual increase could be as high as 6.1%. This trend has been driven by an increase in the annual service contract, which jumped from an average of $88,000 in FY 2017–18 to an average of $97,000 in FY 2019–20 as adopted, an increase of 10.2%. The District contracts for management services and has no personnel costs. Debt service costs have been and are projected to remain relatively stable at an average of $83,000 per year.

Figure 60: Dundee Fire District Expense by Major Category, FY 2017 Actual–FY 2020 Adopted



The following figure summarizes the brief historical and proposed financial trajectory of the District with a comparison of total revenue, total expense, and the difference between the two, whether positive or negative and how that difference impacts the annual ending fund balance of the District. From FY 2017 through FY 2018, the District earned slightly more recurring revenue than it spent on recurring obligations. This represents sound financial practice and generally has a positive impact on ending fund balance each year. The adopted FY 2019–20 budgets show expense exceeding revenue, which requires the use of fund balance to cover the net annual loss. This, in turn, reduces the combined District ending fund balance from just under $200,000 in FY 2018 to approximately $160,000 in FY 2020. If this trend holds, it presents a longer-term issue that must be addressed to maintain sound financial footing for the District.

Figure 61: Dundee Fire District Total Expense, Revenue, Net Change and Impact of Ending Fund Balance FY 2017 Actual–FY 2020 Adopted



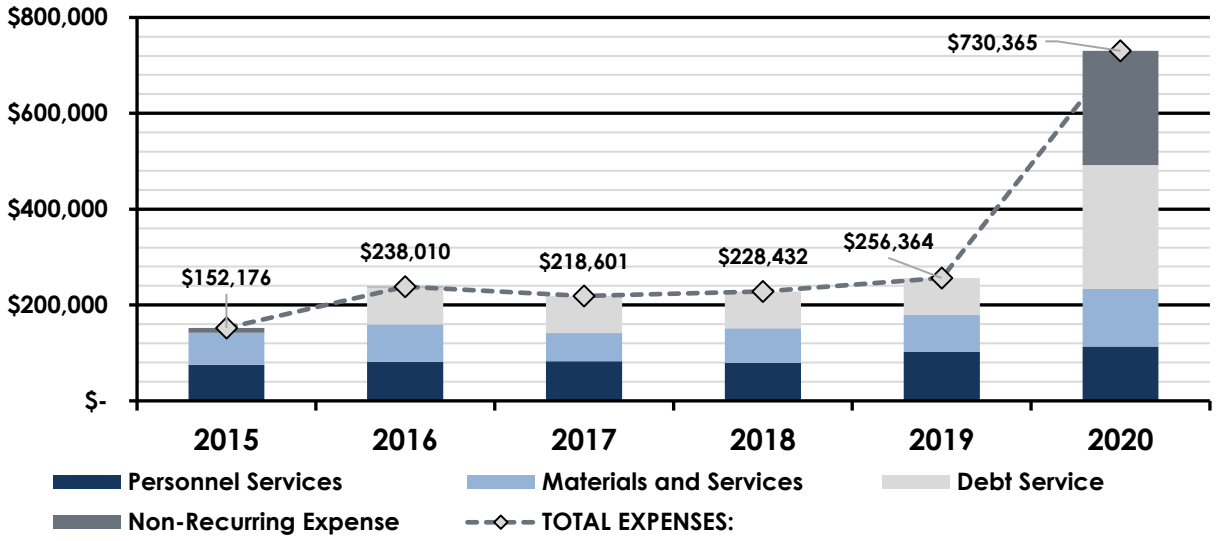
Lafayette Fire Department

The Lafayette Fire Department is one of several City of Lafayette external service departments housed within the City General Fund (GF). Its annual operating budget was approximately 12.3% of the General Fund in FY 2019. While the operating budget is found within the GF, fire department capital expenditures are found within a separate fund; the Fire Capital Equipment Fund (FCE Fund), which maintains its own fund balance and receives an annual transfer from City general revenues.

The City operates on a July 1 to June 30 fiscal year and uses a modified cash basis for accounting. The department is reliant upon general revenues and a debt service mill levy to fund all future recurring expenditures, which will continue to increase at an annual rate of approximately 15.6% when debt service is included with Personnel and Materials & Services costs. Bond proceeds are available to offset fire station construction costs, and, to the extent that Fire Equipment Capital Fund balance may not be fully expended in FY 2020, it will be available for other capital expenses until exhausted. A proportionate share, or equivalent millage, of the City GF millage, is needed to fund the fire department's Personnel Services and Materials & Services expenditures. The equivalent GF millage of 0.9983 mills/$1,000 taxable value does not include the debt service millage of 0.777 mills required to fund the annual construction bond debt service. The total equivalent millage necessary to fund the fire department in FY 2020 is 1.7753 mills.

The following figure shows department expense by major category. Actual, total department operating expenses (less debt service) increased by 26% between FY 2015 and FY 2019 for an average annual increase of approximately 6%. When compared to FY 2020 adopted, the average annual increase could be as high as 10.4%. Personnel Services costs have increased at an average annual rate of 7.8% when FY 2020 is considered. Debt service costs increased from zero in FY 2015 to $77,162 for the next four years with the purchase of a fire apparatus through a five-year lease purchase agreement. Interest on the Series 2019 bond begins in FY 2020 and is combined with the final lease purchase payment. The spike in non-recurring expenses in the FY 2020 adopted budget reflects the commitment of the Fire Equipment Capital Fund balance to equipment purchases.

Figure 62: Lafayette Fire Department Expense by Major Category, FY 2015 Actual–FY 2020 Adopted



McMinnville Fire Department

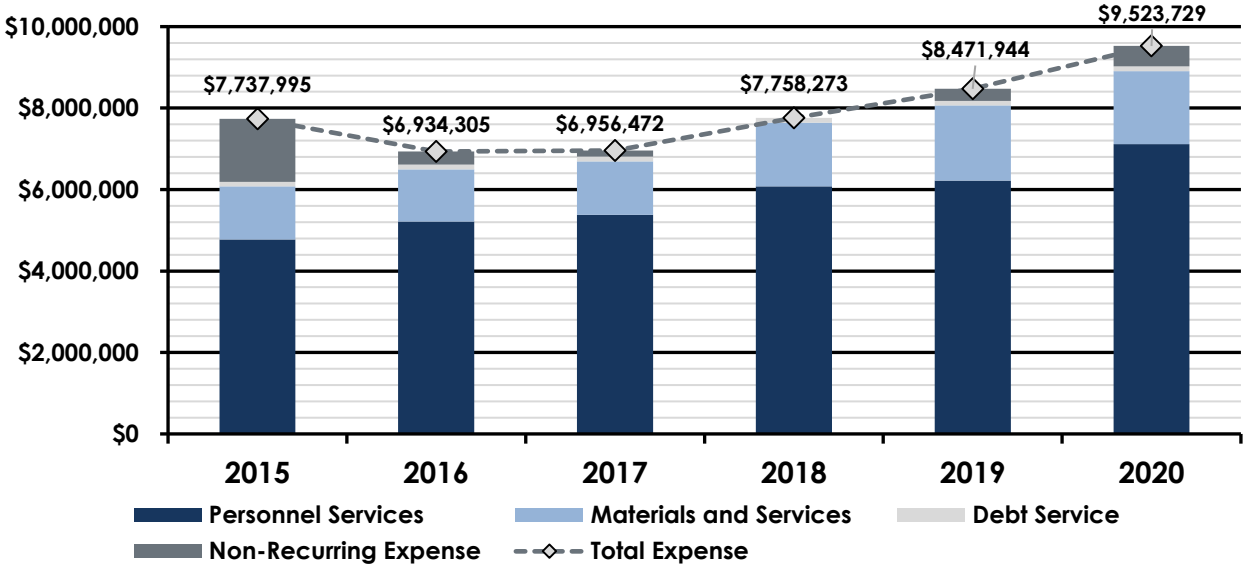
The McMinnville Fire Department is one of several City of McMinnville external service departments housed within the City General Fund or GF (Fund 01). Program-specific revenues and both operating and capital expenses associated with traditional fire, rescue, and prevention activities are budgeted within the GF (Fire Operations as 01-15-070 and Fire Prevention as 01-15-073). Fire department expenditures were approximately 15.4% of the FY 2019 GF expenditure budget. MFD also provides ambulance service to both the City and an area around the City under the terms and conditions of the Yamhill County Ambulance Service Agreement. While ambulance service is provided by the department, revenue and expense (both operating and capital) associated with this service have been budgeted in a separate, proprietary, or enterprise fund, with its own fund balance separate from the General Fund, the Ambulance Fund (Fund 79).

With the adoption of the FY 2020 budget, the EMS program was moved fully within the General Fund as an integral part of the GF Fire budget, similar to the Fire Prevention Program (and now shown as Ambulance 01-15-079 in the City budget). For the purposes of this summary, only actual ambulance revenue and expense (and neither the GF transfers nor the fund balance) in this fund are included in the analysis. It should be noted that, prior to inclusion in the GF, the ambulance fund was annually charged for services provided by various GF departments, including Administration, Budget/Finance, IT, and Communications. The annual transfer was between 7.5–8% of the other operating costs.

The City operates on a July 1 to June 30 fiscal year and uses a modified accrual basis for fund accounting with a current financial resources focus. A proportionate share, or equivalent millage, of the City GF millage is needed to fund the fire department's Personnel Services and Materials & Services expenditures, after accounting for specific fire department revenues. The equivalent GF millage of 1.5285 mills/$1,000 taxable value gives an approximation of the total impact to City taxpayers of the cost for providing fire service in FY 2020. However, it should be noted that supporting costs such as Budget/Finance, Human Resources, Legal, Risk Management, IT, and City Administration are not included at all with the absorption of ambulance service into the GF.

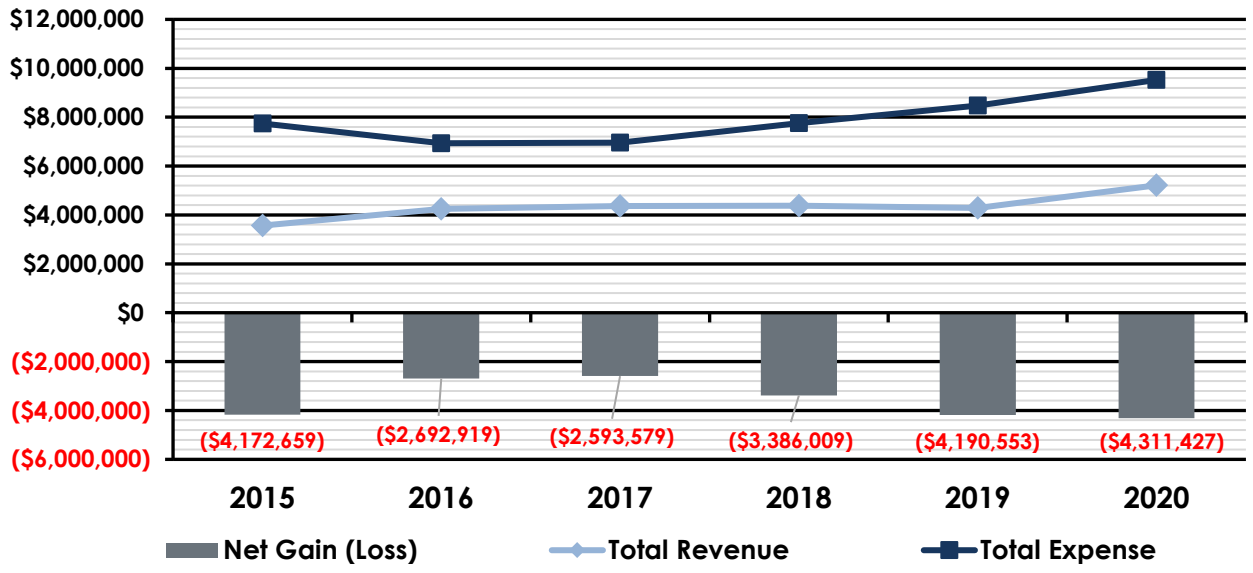
The following figure shows the combined fire department expense by major category. Actual total department operating expenses (less debt service and capital costs) have increased by 32% between FY 2015 and FY 2019 for an average annual increase of approximately 7.5%. When compared to FY 2020 amended, the average annual increase could be closer to 8%. Personnel Services costs have increased at an average annual rate of 6.8%. Debt service has remained steady at $115,292 since FY 2015. Materials & Services costs have increased at an average annual rate of 9.2% since FY 2015.

Figure 63: McMinnville Fire Department Expense by Major Category, FY 2015 Actual–FY 2020 Adopted



Although the McMinnville Fire Department now lies wholly within the City General Fund, it is instructive to examine the estimated net financial impact on the City General Fund of historical department-specific revenue (less transfers into ambulance fund) and expense (less fund transfers out of ambulance fund and use of ambulance fund balance). The following figure shows total department historical revenue, expense, and the difference between the two, whether positive or negative. The difference, absent any fund balance use in the ambulance fund, would have had a direct impact on the City General Fund. When expense exceeds department-specific revenue, additional GF revenues are necessary to support the expenditures and maintain services. The higher negative subsidy required in FY 2015 reflects the acquisition of a major capital apparatus while the net difference from FY 2016 on is more reflective of the annual trend which is increasing dependence upon additional, undesignated GF revenues. This annual subsidy has increased from $2.7 million in FY 2016 to $4.2 million by FY 2019, an increase of $1.5 million, or almost 56% over the period.

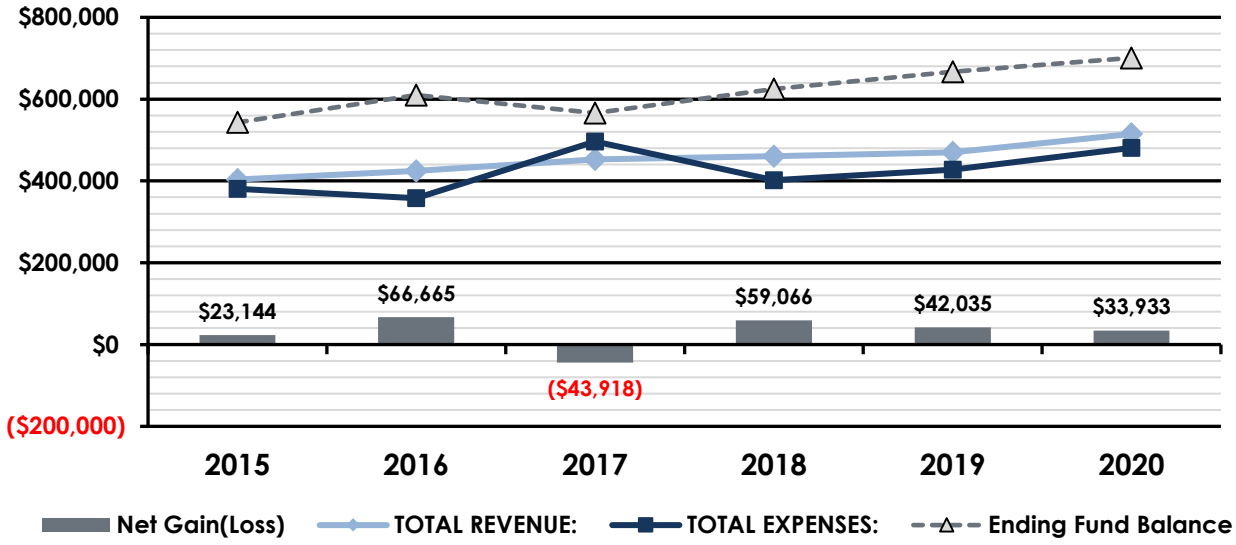
Figure 64: McMinnville Fire Department Total Expense, Revenue, and Estimated Net Impact of City General Fund, FY 2015 Actual–FY 2020 Amended



The City provides fire and rescue services to the unincorporated area around the City known as the McMinnville Rural Fire Protection District through a service contract. Although the revenue and expense resulting from this contract are included in the City of McMinnville Fire Department analysis above, it is worth reviewing some details about the District itself for the purposes of considering future cooperative services options. The FY 2020 operating budget is based upon the adopted mill rate of 0.9576 mills.

The following figure shows District total annual revenue, expense, and net gain or loss, and how that impacts the annual ending fund balance. The service agreement represents almost 95% of the District's annual recurring expenditures, while the only non-recurring expenditures are funds provided to the City for the acquisition of equipment and vehicles used to provide services to the District. Revenue generally exceeds expenditures, except in FY 2017, where the equipment funding reached $124,000 and required the use of the fund balance. Other than FY 2017, revenue has exceeded annual expense, and fund balance has continued to grow from $543,095 in FY 2015 to an estimated $700,876 in the FY 2020 adopted budget.

Figure 65: McMinnville Rural Fire Protection District Total Expense, Revenue, Net Change, and Impact of Ending Fund Balance, FY 2017 Actual–FY 2020 Adopted

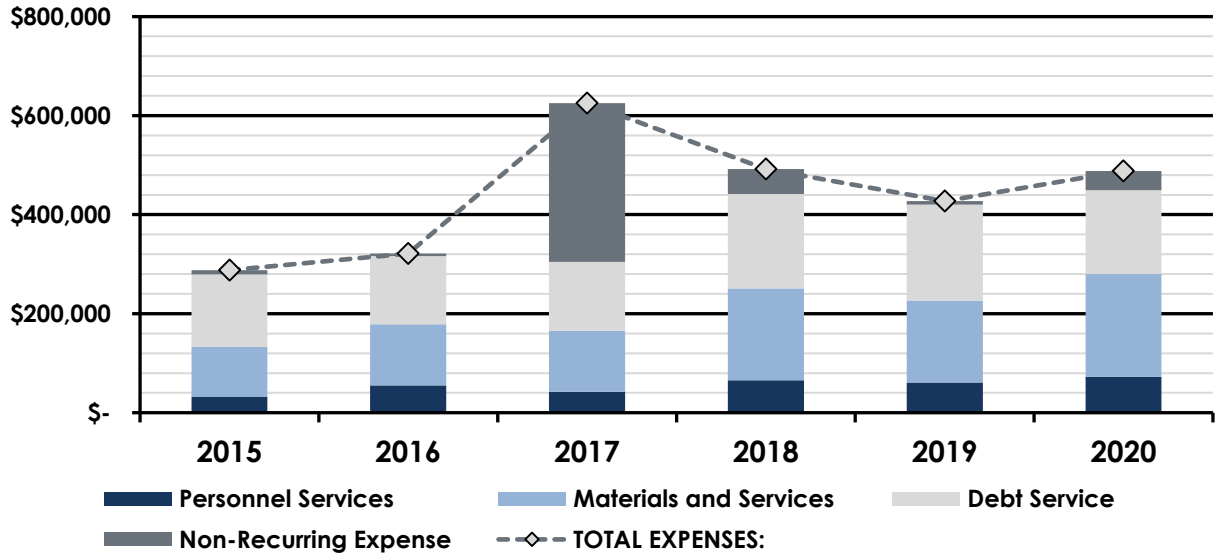


New Carlton Fire District

New Carlton is a fire protection district authorized under the provisions of Oregon Statute Chapter 478 in 2006 and is a municipal corporation governed by an elected board. It operates on a July 1 to June 30 fiscal year and uses a modified cash basis for accounting. The District maintains both a General Fund millage rate, currently $1.05/$1,000 taxable value, and a Debt Service millage rate of $0.38/$1,000 taxable value. The District maintains four separate funds, of which the General Fund is its primary operating fund. Other funds include the Debt Service, Equipment Replacement, and Building Funds.

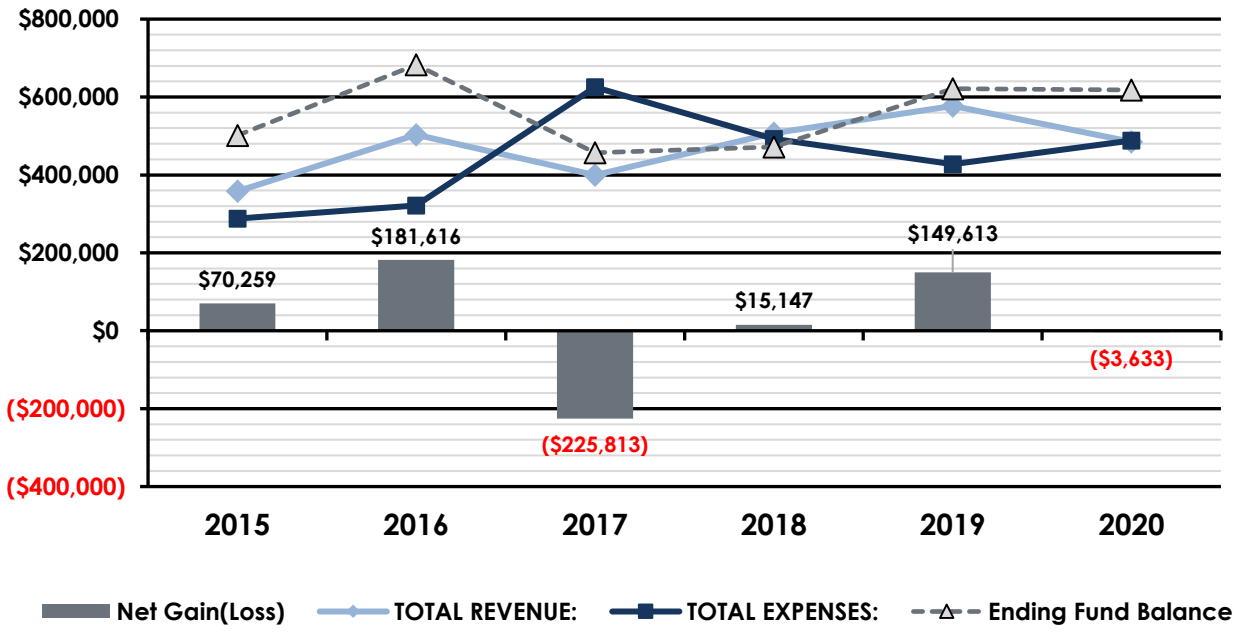
The following figure shows District expense by major category and illustrates the impact of the capital apparatus purchase in FY 2017 on overall expense. Excluding the non-recurring expenditure spike in FY 2017, total District expense has generally increased by 48.5% or 10.4% per year from FY 2015 through FY 2019. This trend has been driven by an increase in recurring expense of approximately 10.7% per year. Personnel Services costs have remained relatively low, between 12–15% of total recurring expenses. Materials & Services have varied between 36% and 42%, increasing at an average annual rate of 13.5%, while debt service costs have varied from 43–53% of recurring expenses, having increased from an average of $141,000 per year in FY 2015–17 to an average of $192,000 per year in FY 2018–19.

Figure 66: New Carlton Fire District Expense by Major Category, FY 2015 Actual–FY 2020 Adopted



The following figure summarizes the historical financial trajectory of the District with a comparison of total revenue, total expense, and the difference between the two, whether positive or negative and how that difference impacts the annual ending fund balance of the District. From FY 2015 through FY 2019, the District earned more recurring revenue than it spent on recurring obligations. This represents sound financial practice and generally has a positive impact on ending fund balance each year. The one-time purchase of capital apparatus in FY 2017 required the use of fund balance since overall expense exceeded both recurring and non-recurring revenue sources. District financial policy acknowledges the periodic need for large, one-time expenditures of this sort with reserves committed to and funded appropriately based upon a long-term plan. The figure shows the impact of this policy as ending fund balance is again built up over the next several years to just over $600,000.

Figure 67: New Carlton Fire District Total Expense, Revenue, Net Change and Impact of Ending Fund Balance, FY 2015 Actual–FY 2020 Adopted



Sheridan FD/Southwestern Polk RFPD/West Valley FD

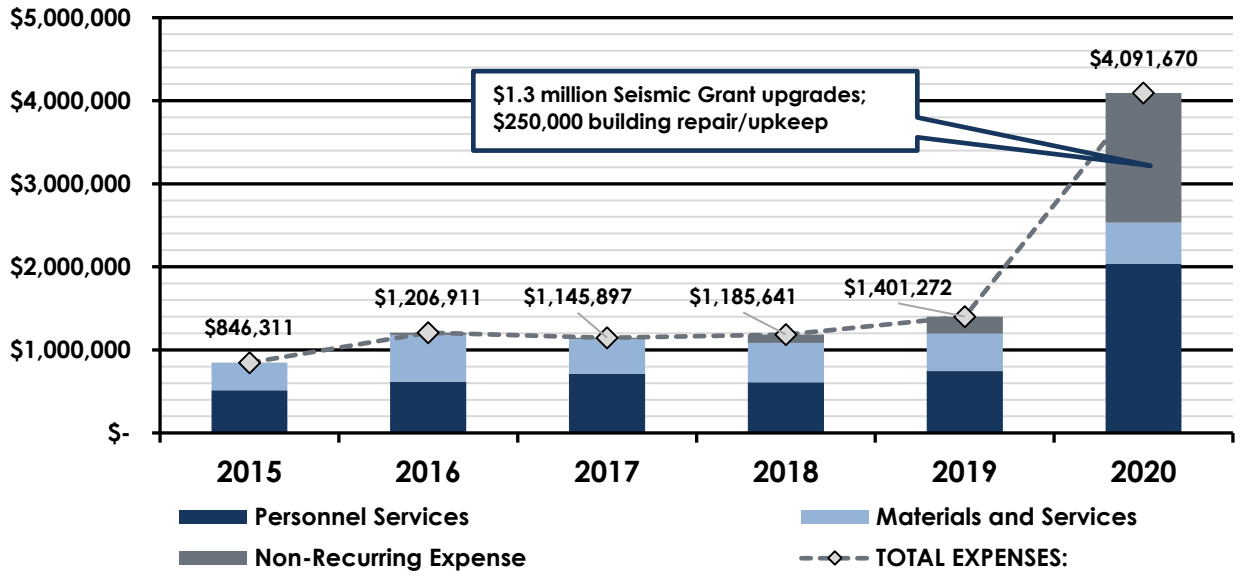
In FY 2020, the Sheridan, Southwestern Polk, and West Valley Fire Protection Districts entered into an Intergovernmental Agreement (IGA) for cooperative services in the areas of administration, operations, and finance under one Fire Chief. For the purposes of historical analysis, each district's finances are discussed separately in the following discussion.

Sheridan

Sheridan is a fire protection district providing traditional fire/rescue and ambulance services, authorized under the provisions of Oregon Statute Chapter 478 and which annexed and merged with the City of Sheridan Fire Department in 1978. It is a municipal corporation governed by an elected board and operates on a July 1 to June 30 fiscal year and uses a modified cash basis (modified accrual method used through FY 2017) for fund accounting with a current financial resources measurement focus. The District covers the City of Sheridan and an unincorporated area around the City in both Yamhill and Polk Counties. The District maintains both a General Fund permanent millage rate of $1.1188/$1,000 taxable value and a Local Option Levy millage rate of $0.35/$1,000 taxable value for a total of 1.4688 mills. The District maintains five separate governmental funds, of which the General Fund is its primary operating fund. Other funds include the Building Maintenance Fund, the Equipment Reserve Fund, the John Fancher Memorial Fund (used for donated funds and awards to members), and the Trust and Agency Fund (otherwise known as the Station 9 Spending Authority).

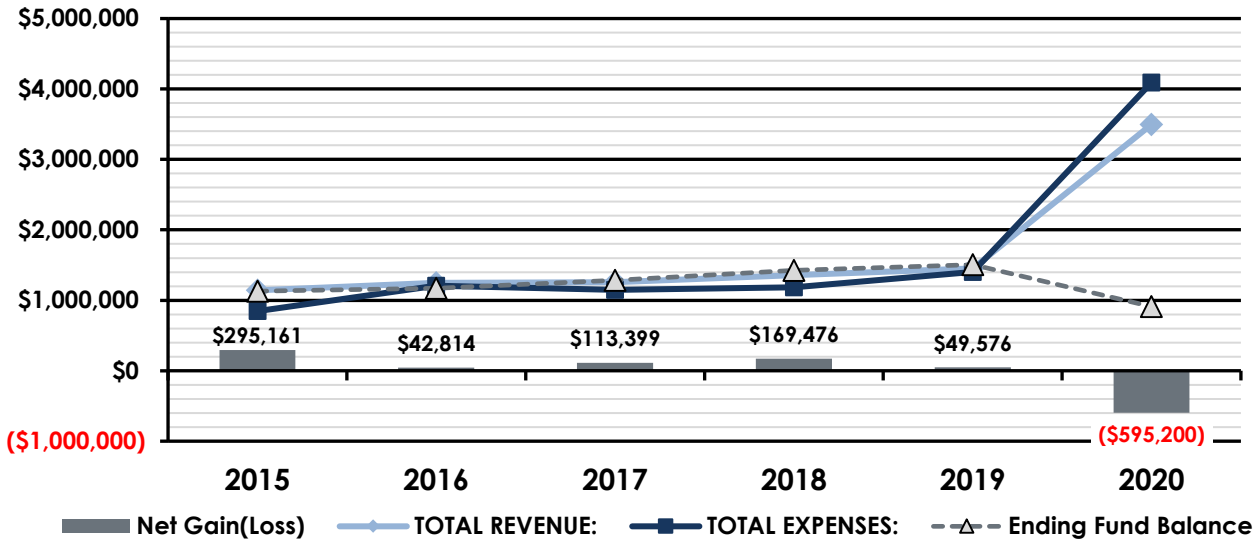
The following figure shows District expense by major category and illustrates the impact of the seismic hardening and other facility upgrades/repairs in FY 2020 on overall expense. Total District expense has generally increased by 65.6% or 13.4% per year from FY 2015 through FY 2019. This trend has been driven by an increase in recurring expenses of approximately 9.1% per year, and an increase in equipment expenses beginning in FY 2018. Materials & Services costs have remained relatively static, averaging $448,000 annually, while Personnel Services costs have risen at an average of 9.7% annually between FY 2015 and FY 2019. The District has historically had no debt service.

Figure 68: Sheridan Fire District Expense by Major Category, FY 2015 Actual–FY 2020 Adopted



The following figure summarizes the District's historical financial trajectory with a comparison of total revenue, total expense, and the difference between the two, whether positive or negative, and how that difference impacts the annual ending fund balance of the District. From FY 2015 through FY 2019, the District had total revenue higher than it expended in both recurring and non-recurring categories, which resulted in an annual increase in ending fund balance. Between FY 2015 and FY 2019, the ending fund balance grew from $1.1 million to $1.5 million, an increase of almost $377,000, or 33%. This represents an average annual increase in total fund balance of 7.5%. More importantly, District recurring revenue exceeded recurring expense by an average of $146,000 every year from FY 2015 to FY 2019. This represents sound financial practice and has resulted in a positive impact on ending fund balance each year. In the FY 2020 adopted budget, however, recurring expense exceeds recurring revenue by $411,000, which may simply be the result of adjustments in the first year of the IGA rather than a long-term trend. In any case, this will need to be closely monitored in the next budget.

Figure 69: Sheridan Fire District Total Expense, Revenue, Net Change, and Impact of Ending Fund Balance, FY 2015 Actual–FY 2020 Adopted

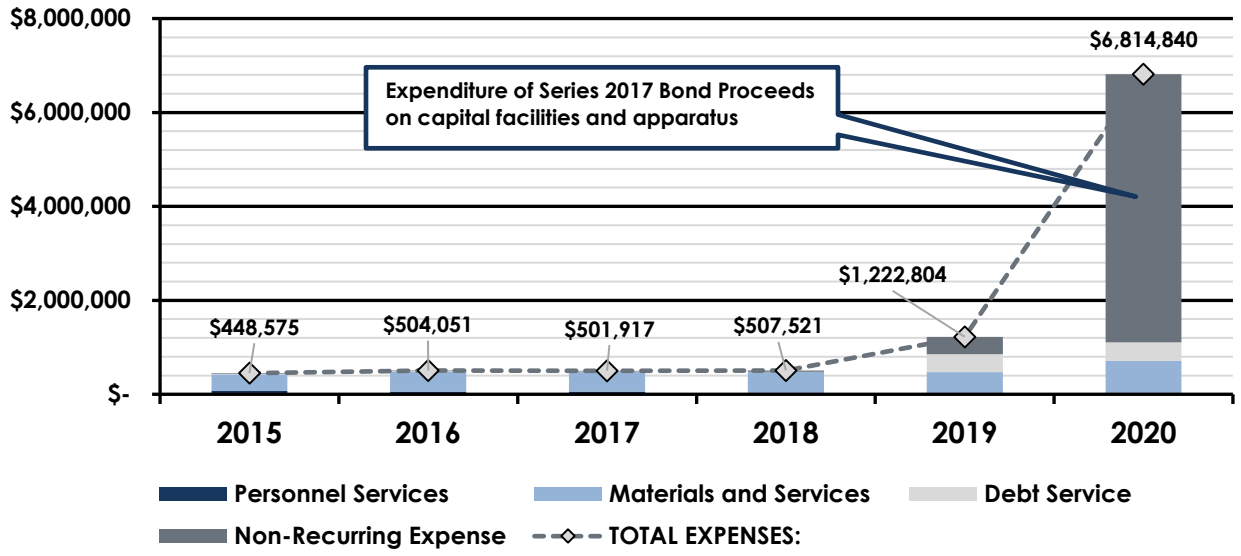


Southwestern Polk

Southwestern Polk is a rural fire protection district authorized under the provisions of Oregon Statute Chapter 478 in 1947. It is a municipal corporation governed by an elected board and operates on a July 1 to June 30 fiscal year and uses a modified cash basis for fund accounting with a current financial resources measurement focus. The District maintains a General Fund permanent millage rate of $0.8612/$1,000 taxable value and a bonded debt millage rate of approximately 0.6229 mills as of FY 2019. The Series 2017 Bond will be paid off in FY 2033. As of the FY 2020 adopted budget, the District maintains four separate funds, of which the General Fund is its primary operating fund. Other funds include the Trust and Agency Fund (otherwise known as the ST 130 Spending Authority), the Special Fund (otherwise known as the GO Bond Capital Projects Fund), and the Bonded Debt Fund.

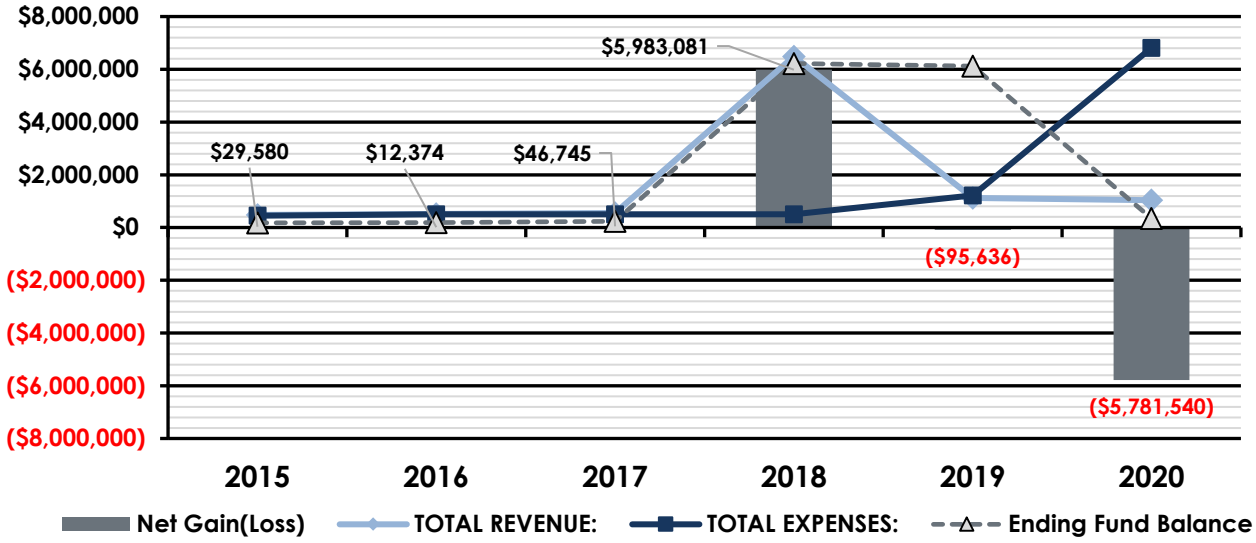
The following figure shows District expense by major category and illustrates the impact of the bond spending on apparatus and facilities beginning in FY 2019. Total District expense remained relatively flat between FY 2015 and FY 2018, averaging approximately $490,000 annually, of which the bulk was for Materials & Services. The jump in recurring expenses between FY 2018 and FY 2019 is driven by the addition of debt service on the Series 2017 Bond and an increase in Materials & Services driven by both an increase in the service agreement and expenses under the volunteer appreciation program. Service Agreement costs rose from $356,000 in FY 2018 to an FY 2020 adopted $472,000 and are proposed at $525,000 in FY 2021. Volunteer appreciation expenses increased from approximately $20,000 in FY 2018 to $57,000 in FY 2020.

Figure 70: Southwestern Polk Fire District Expense by Major Category, FY 2015 Actual–FY 2020 Adopted



The following figure summarizes the historical financial trajectory of the District with a comparison of total revenue, total expense, and the difference between the two, whether positive or negative, and how that difference impacts the annual ending fund balance of the District. From FY 2015 through FY 2017, the District earned slightly more total revenue than it expended in both recurring and non-recurring categories, which resulted in a slight increase in ending fund balance, which averaged $200,000 between all funds. Between FY 2018 and FY 2020, the major fluctuation in ending fund balance resulted from the addition of bond proceeds in FY 2018 followed by their subsequent expenditure on non-recurring capital projects in FY 2020, with the ending fund balance returning to a more normal level, albeit slightly higher than the preceding average ($342,000). From FY 2015–19, District recurring revenue has exceeded recurring expense by an average of $122,000. This represents sound financial practice and has resulted in a positive impact on ending fund balance.

Figure 71: Southwestern Polk Fire District Total Expense, Revenue, Net Change and Impact of Ending Fund Balance, FY 2015 Actual–FY 2020 Adopted

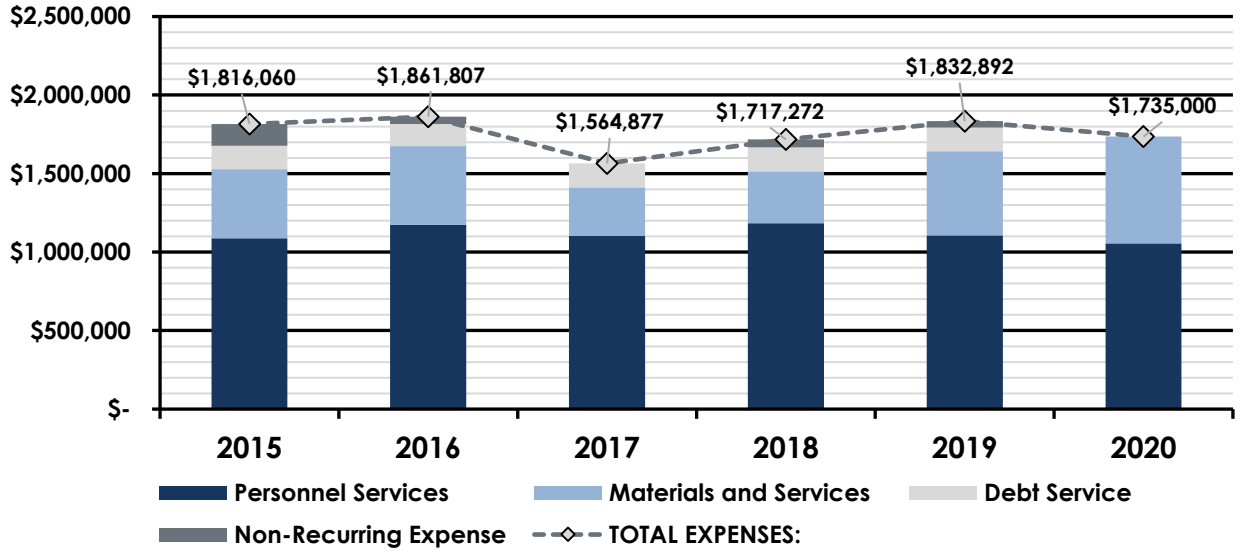


West Valley

West Valley is a rural fire protection district authorized under the provisions of Oregon Statute Chapter 478. It is a municipal corporation governed by an elected board and operates on a July 1 to June 30 fiscal year and uses a modified cash basis for fund accounting with a current financial resources measurement focus. The District maintains a General Fund permanent millage rate of $0.8936/$1,000 taxable value and, as of FY 2021, has adopted an additional local option millage rate of $1.06/$1,000 taxable value for a total
FY 2021 rate of 1.9536 mills. As of the FY 2020 adopted budget, the District closed two of three separate major funds with the retirement of its bonded debt; the Bonded Debt Service Fund (last tax revenues in FY 2019) and the Equipment Reserve Fund. The sole remaining fund is the General Fund, which is its primary operating fund.

The following figure shows District expense by major category with overall fluctuations driven by both personnel and materials and services budgetary variation. Total District expense has fluctuated between a high of $1.86 million in FY 2016 and a low of $1.56 million in FY 2017. Personnel Services costs have remained relatively stable, fluctuating narrowly between just under $1.1 million and $1.2 million. Materials & Services has shown the widest fluctuation over time, varying between a low of $310,000 in FY 2017 and highs averaging $515,000 in FY 2016 and FY 2019. The final bonded debt service payment was made in FY 2019.

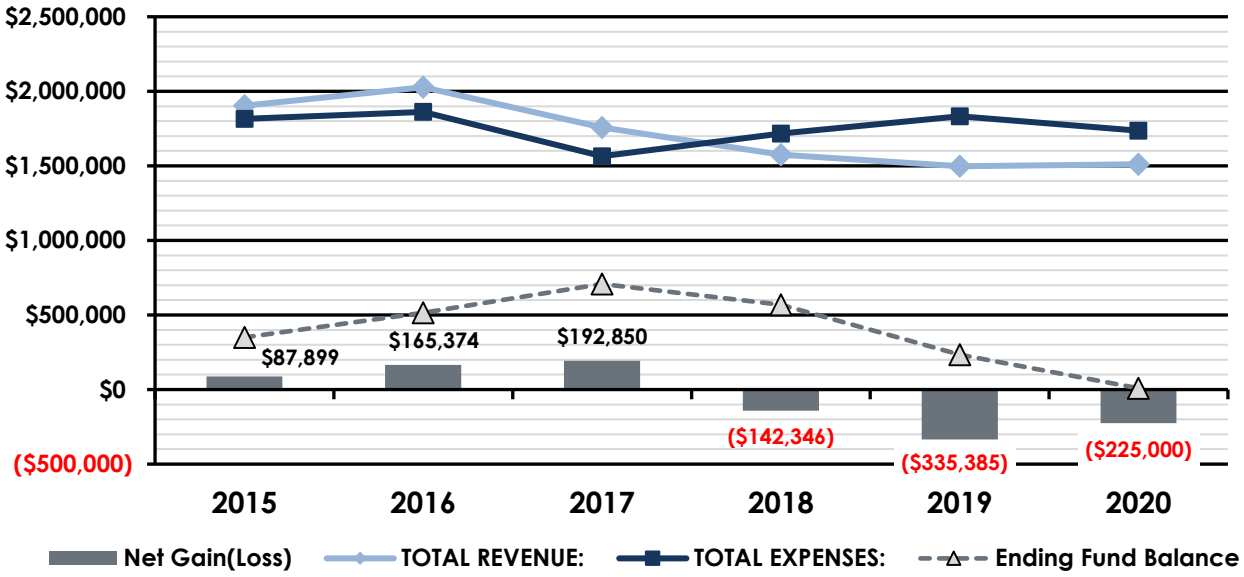
Figure 72: West Valley Fire District Expense by Major Category, FY 2015 Actual–FY 2020 Adopted



The following figure summarizes the historical financial trajectory of the District with a comparison of total revenue, total expense, and the difference between the two, whether positive or negative and how that difference impacts the annual ending fund balance of the District. From FY 2015 through FY 2017, the District earned from $90–200,000 more total revenue than it expended each year in both recurring and non-recurring categories, which increased the ending fund balance between all funds from $350,000 in FY 2015 to a high of $710,000 in FY 2017. Between FY 2018 and FY 2020, this trend reversed, and the District had to use the fund balance to meet its expenditure obligations, the bulk of which were recurring in nature. Since recurring expense exceeded recurring revenue by more than $100,000 in FY 2018 and $446,000 in FY 2019 with a continued projection of the same trend in FY 2020, this caused the projected total fund balance to be reduced to near $0 by the end of FY 2020. The District was aware of this trend and is implementing an optional tax levy beginning with FY 2021, which should help to correct this trend and rebuild fund balance.

It should be noted that there was a discrepancy in the ending and beginning fund balances from FY 2017 to FY 2018 of $3,399, as reported in the District's annual financial audit documents. However, this discrepancy is minor and does not materially affect the analysis or resulting conclusions.

Figure 73: West Valley Fire District Total Expense, Revenue, Net Change and Impact of Ending Fund Balance, FY 2015 Actual–FY 2020 Adopted



SERVICE DELIVERY & PERFORMANCE

A key aspect to consider in the potential consolidation of the various fire districts and municipal fire departments within the study area is the ability to provide services to the community when requested. Throughout the service delivery and performance analysis, historical performance for each individual jurisdiction will be illustrated and a comparison of the same data combined into a single agency that will be identified as Yamhill County. SWP is not included in this analysis as there was no data provided for that jurisdiction. Each of the following components has an impact on the agency's ability to provide service and should be a part of regular monitoring and planning. The key components of service delivery and performance are:

- Service Demand
- Resource Distribution
- Resource Concentration
- Resource Reliability
- Response Performance

Service Demand Analysis

Incident Type Analysis

The first component evaluated is service demand by incident type. While service demand can be measured simply as the number of incidents within a given time period, seeing that same demand categorized by incident type provides policymakers the ability to assess current demand and plan for future demand. The National Fire Incident Reporting System (NFIRS) has developed a classification system to categorize various types of incidents. These codes identify the various types of incidents to which the fire department responds and allows the fire department to document the full range of incidents it handles. This information can be used to analyze the frequency of different types of incidents, provide insight on fire and other incident problems, and identify training needs. The codes are three digits and are grouped into series by the first digit, as illustrated in Figure 97.

Figure 74: NFIRS Incident Types

Incident Series	Incident Heading
100-Series	Fires
200-Series	Overpressure Rupture, Explosion, Overheat (No Fire)
300-Series	Rescue and Emergency Medical Service (EMS) Incidents
400-Series	Hazardous Condition (No Fire)
500-Series	Service Call
600-Series	Canceled, Good Intent
700-Series	False Alarm, False Call
800-Series	Severe Weather, Natural Disaster
900-Series	Special Incident Type

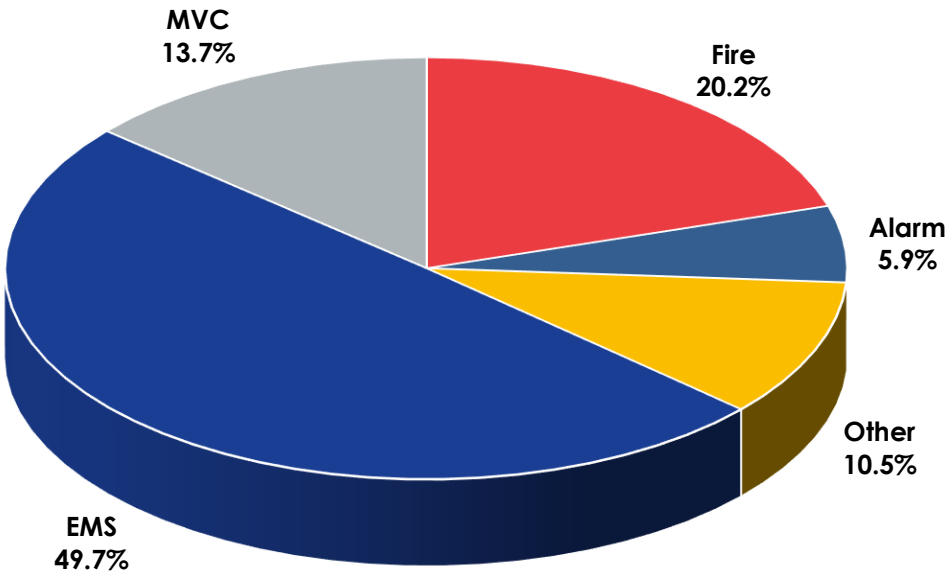
This section provides an abbreviated report and displays on individual agencies' service delivery and performance components. Detailed analyses and breakdowns are available for review in the report addendum, Appendix C.

Incidents by NFIRS Incident Type—Percentage

It is valuable to analyze response data to compare the various types of incidents to the overall total number of incidents. This comparison provides leadership with valuable data when determining the types of resources that may need to be added as service demand increases. This comparison is illustrated in the following figures.

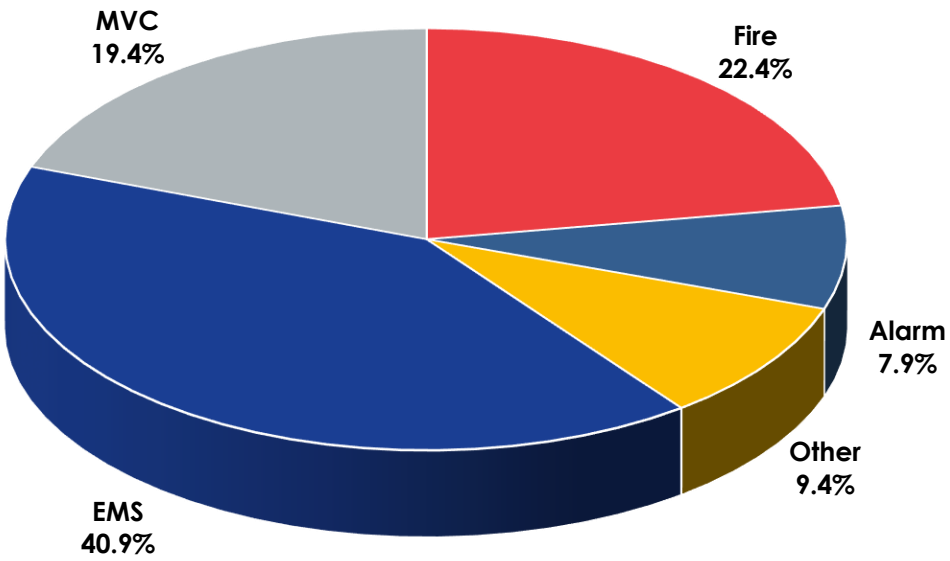
Amity Fire District

Figure 75: AFD Incidents by NFIRS Type, 2015–2018



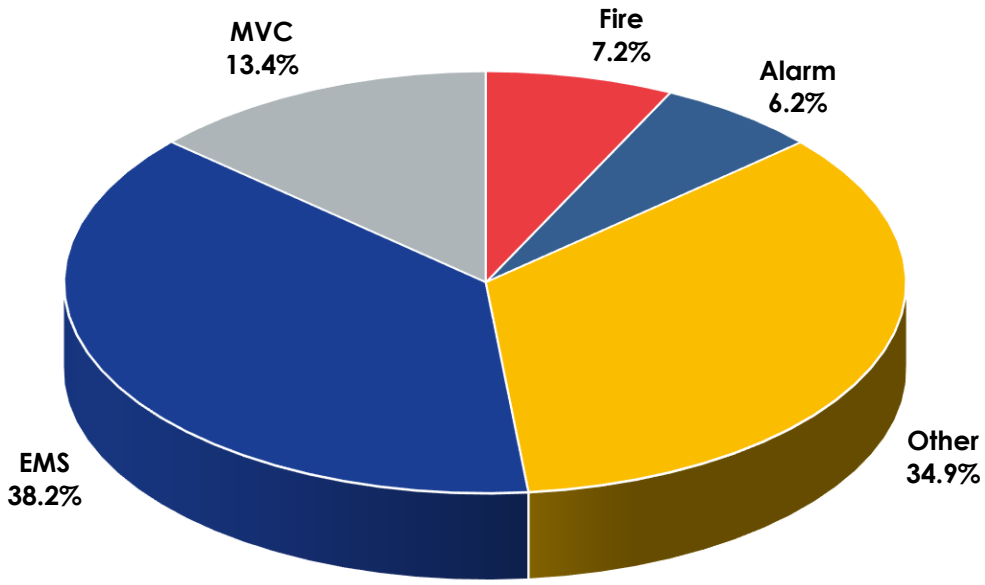
Dayton Fire District

Figure 76: DFD Incidents by NFIRS Type, 2015–2018



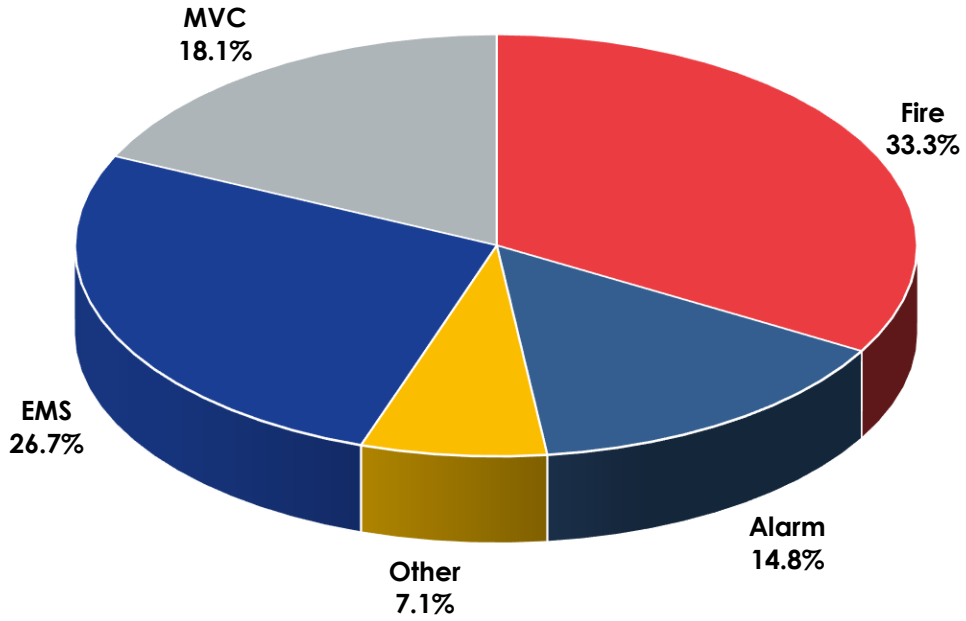
Dundee Fire District

Figure 77: DDF Incidents by NFIRS Type, 2015–2018



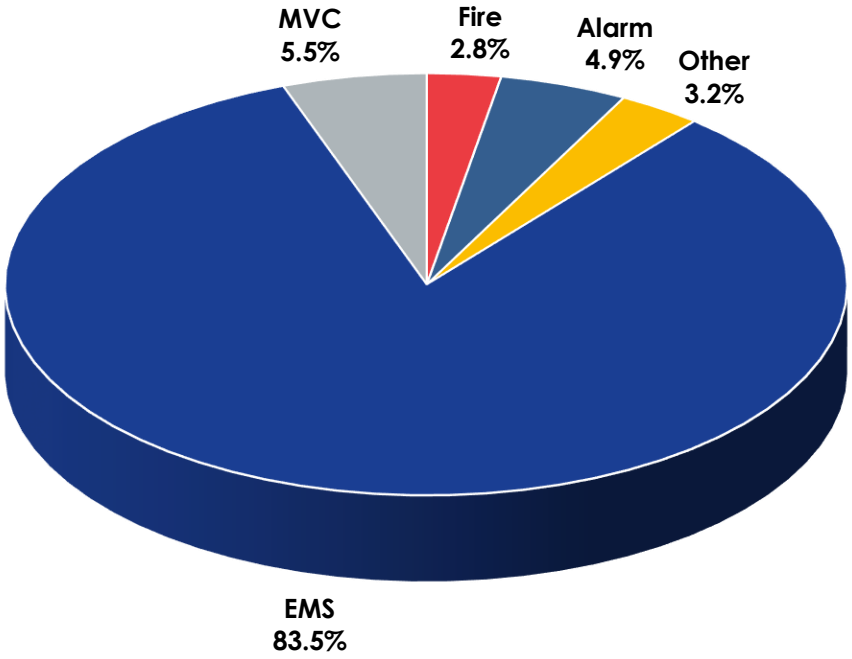
Lafayette Fire Department

Figure 78: Lafayette Incidents by NFIRS Type, 2015–2018



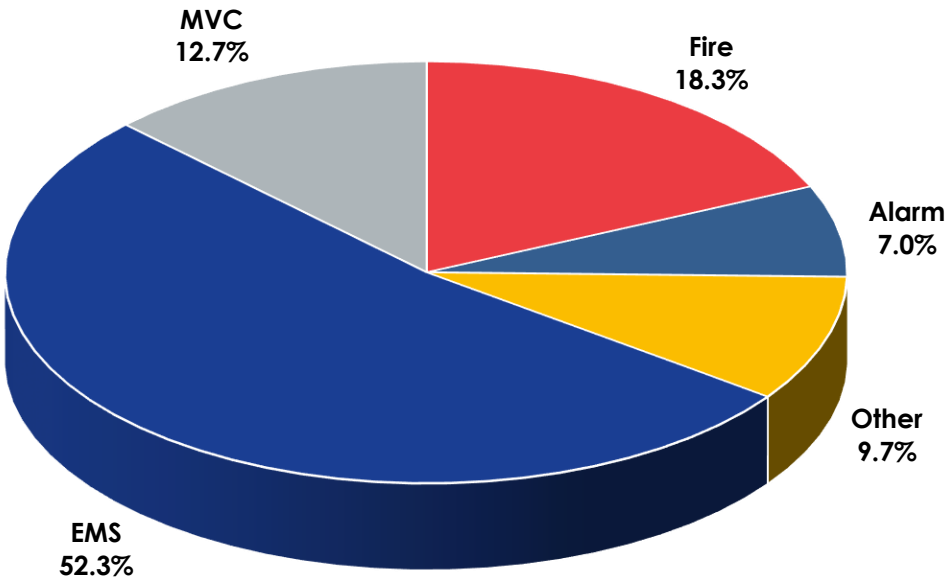
McMinnville Fire Department

Figure 79: MFD Incidents by NFIRS Type, 2015–2018



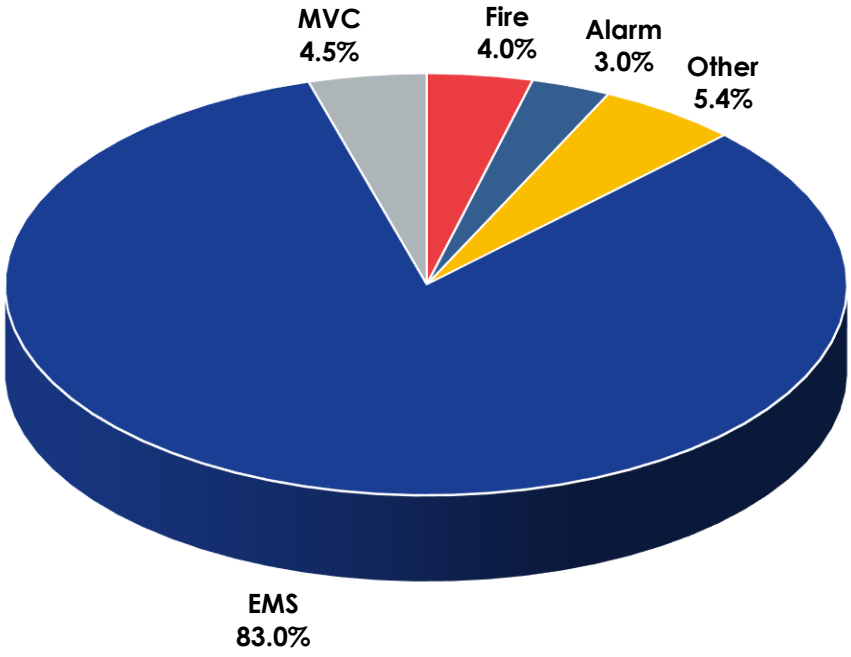
New Carlton Fire District

Figure 80: NCFD Incidents by NFIRS Type, 2015–2018



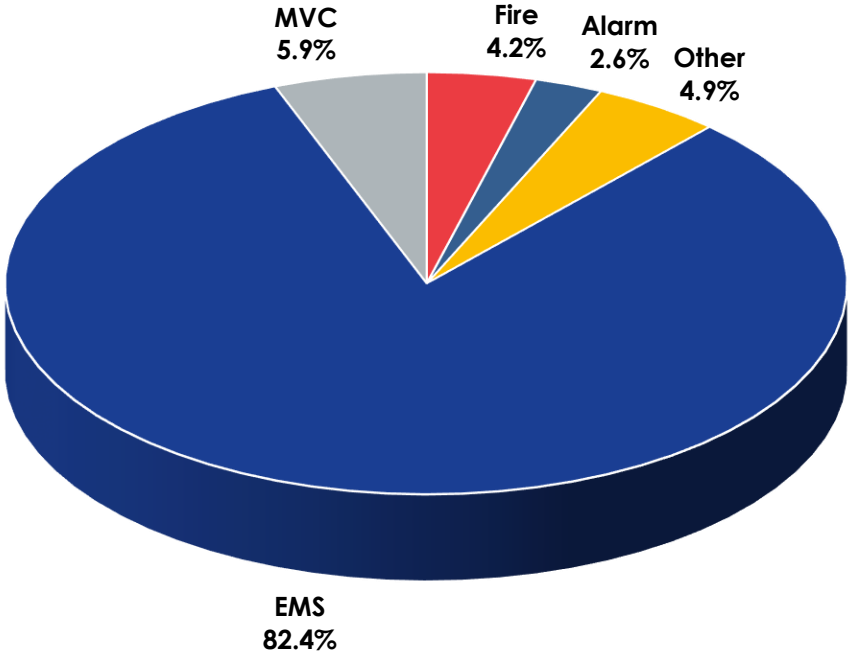
Sheridan Fire District

Figure 81: SFD Incidents by NFIRS Type, 2015–2018



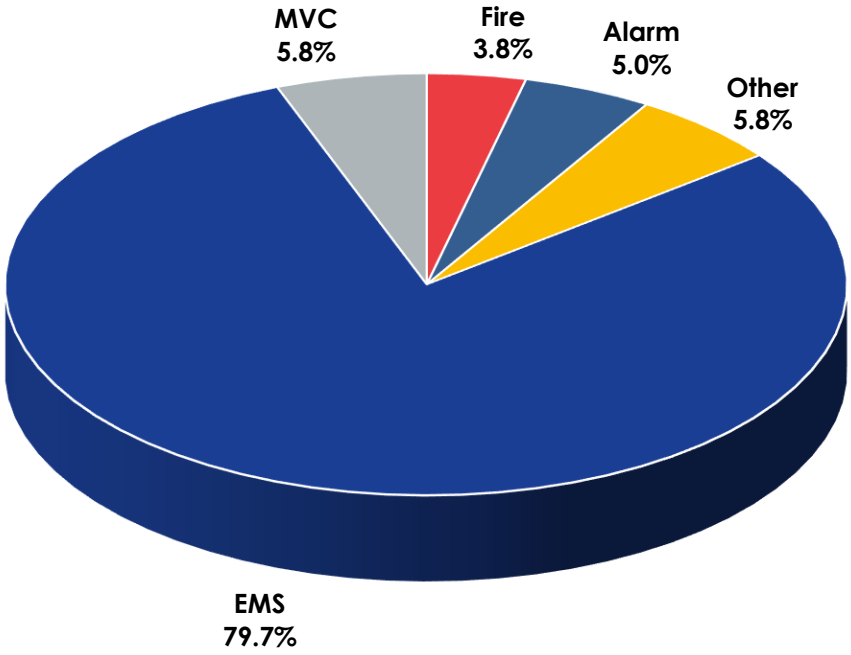
West Valley Fire District

Figure 82: WVFD Incidents by NFIRS Type, 2015–2018



Yamhill County

Figure 83: Yamhill County Incidents by NFIRS Type, 2015–2018



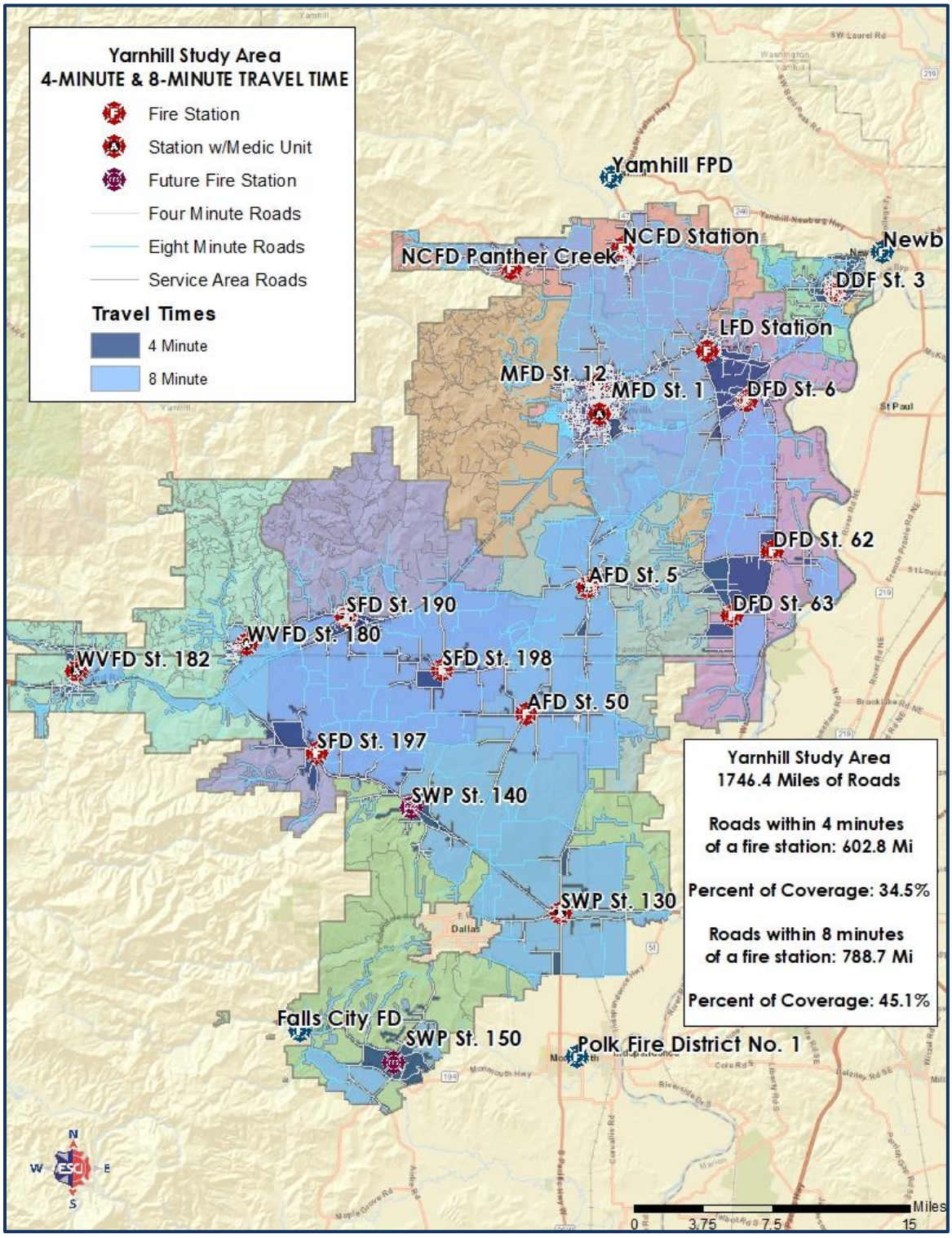
Resource Distribution Analysis

The second component of service delivery is to analyze the geographic distribution of resources related to fire service standards and actual service demand. ESCI uses geographical information systems software (GIS) to analyze resource distribution and to plot the location of incidents within the study area. The incident analysis is then illustrated as the mathematical density of incidents (incidents per square mile).

NFPA Distribution

National Fire Protection Association (NFPA) standards and the Center for Public Safety Excellence (CPSE) accreditation of fire departments both evaluate response time criteria for purposes of analyzing resource distribution. For low/medium hazard incidents, the first unit should arrive within 4 minutes, and the full assignment should arrive within 8 minutes. Travel time is calculated using the posted speed limit and adjusted for negotiating turns, intersections, and one-way streets. As illustrated in the following figure, the overall percentage of coverage as a consolidated agency is 34.5% within 4 minutes and 45.1% within 8 minutes.

Figure 84: Yamhill County 4-Minute/8-Minute Travel Time per NFPA Criteria



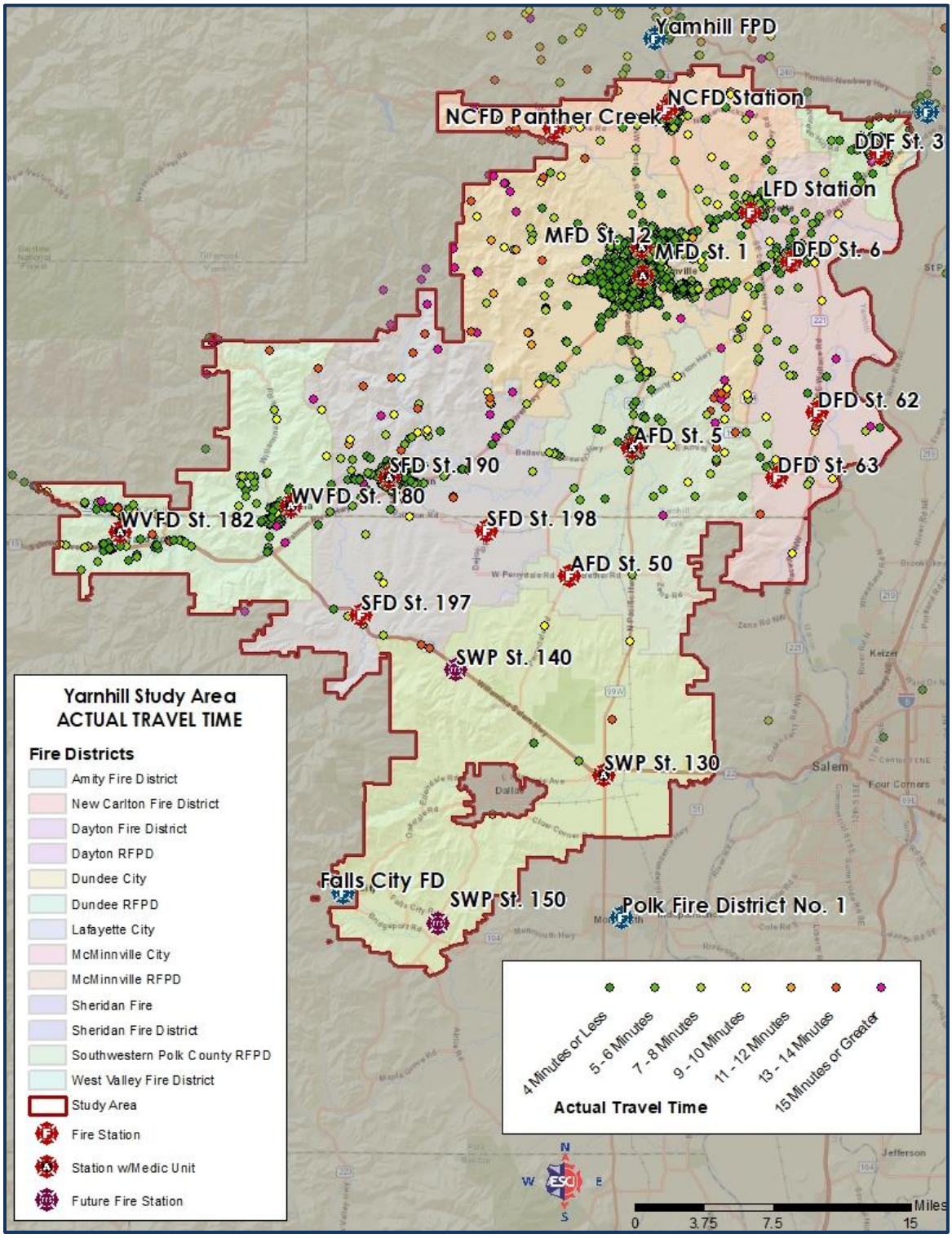
The following list illustrates the percentage of coverage within 4 minutes and 8 minutes for each agency.

Figure 85: 4-Minute/8-Minute Travel Time by Agency

Agency	4 Minutes	8 Minutes
Amity Fire District	39.6%	100%
Dayton Fire District	47.0%	98.0%
Dundee Fire District	64.0%	92.9%
Lafayette Fire Department	100%	100%
McMinnville Fire Department	33.33%	73.5%
New Carlton Fire District	33.2%	94.4%
Sheridan Fire District	27.3%	70.0%
Southwestern Polk RFPD	37.0%	91.0%
West Valley Fire District	19.1%	51.0%

While the preceding figure illustrates the theoretical travel times, this assumes that units are always responding from the station nearest to the incident. At times, the unit may be responding from elsewhere in the service area or from a station further away from the incident. Figure 87 illustrates the travel time to actual incidents in 2018. As a consolidated agency, travel time to 65.08% of incidents was 4 minutes or less, 23.65% of incidents was 4–8 minutes, 5.88% was 8–12 minutes, and 5.38% was greater than 12 minutes.

Figure 86: Yamhill Actual Travel Time, 2018



The following figure illustrates the actual travel time for each agency.

Figure 87: Actual Travel Time by Agency

Agency	Less Than 4 Minutes	4–8 Minutes	8–12 Minutes	Greater Than 12 Minutes
Amity Fire District	36.49%	33.33%	20.70%	9.47%
Dayton Fire District	25.60%	42.26%	24.40%	7.74%
Dundee Fire District	70.24%	17.99%	6.23%	5.54%
Lafayette Fire Department	35.24%	43.81%	19.05%	1.90%
McMinnville Fire Department	53.17%	34.99%	7.97%	3.87%
New Carlton Fire District	24.54%	27.78%	35.19%	12.50%
Sheridan Fire District	58.87%	26.94%	7.87%	6.32%
West Valley Fire District	39.02%	33.82%	17.75%	9.41%

Resource Concentration Analysis

The third component evaluated analyzes the ability of an agency to provide a sufficient level of personnel to effectively handle an incident within a reasonable amount of time.[34] This is to ensure that enough people and equipment arrive soon enough to safely control a fire or mitigate any emergency before there is substantial damage or injury.

The following figure provides an example of the various functions to be performed and the ideal number of personnel required to complete those functions. Volunteer agencies responding within rural communities often have personnel multi-task to complete the functions with fewer people on the scene.

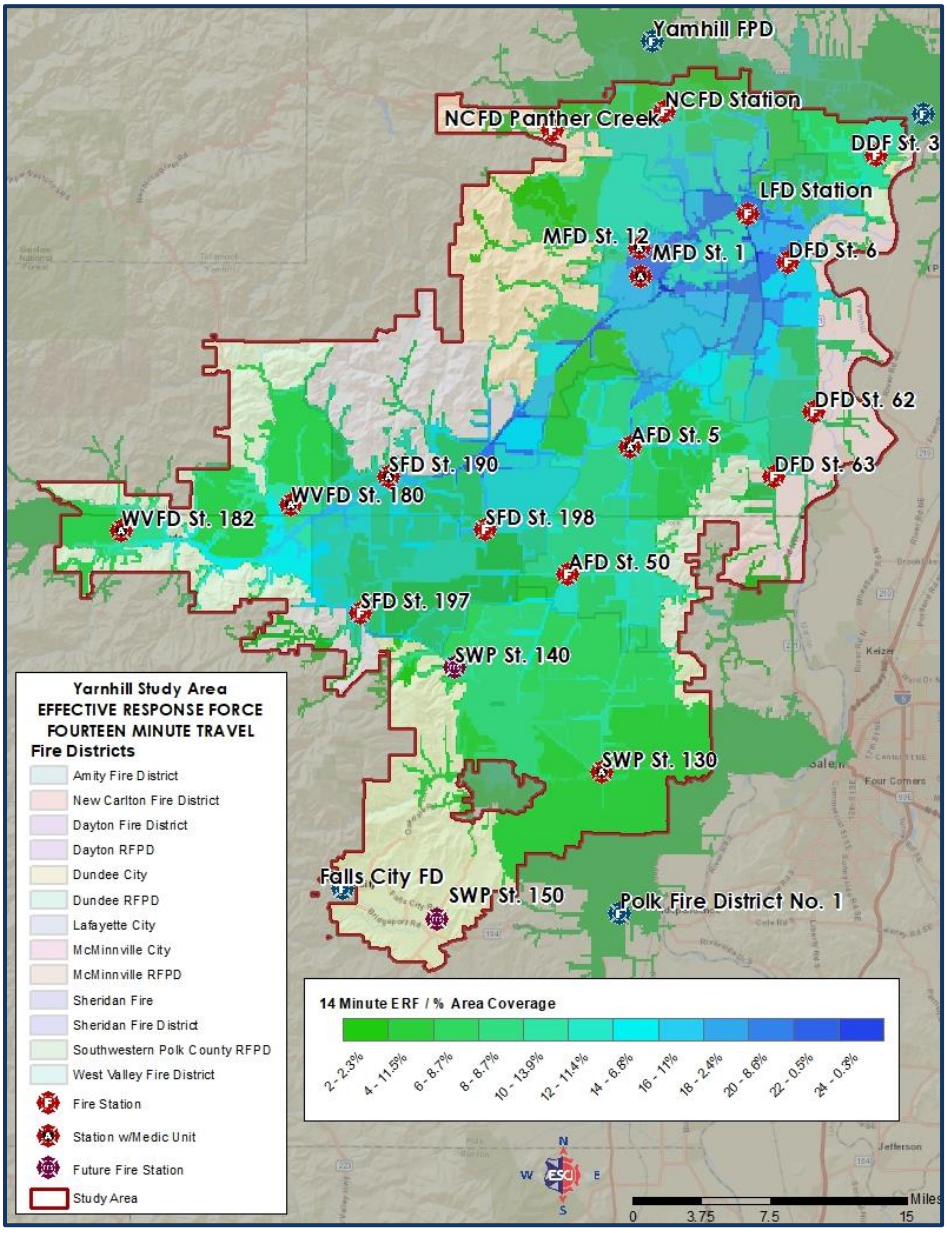
Figure 88: Initial Full Alarm Assignment
2,000 ft² Residential Structure Fire

Support	Number
Command	1
Apparatus Operator	1
Handlines (2 members each)	4
Support Members	2
Victim Search and Rescue Team	2
Ground Ladders/Ventilation	2
Aerial Device Operator (if ladder used)	(1)
Initial Rapid Intervention Team	4
Total	**16 (17)**

[34] 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*.

As most of the study area falls within the categories of a rural population and volunteer fire organization, the relevant standard provides for the arrival of 6 or greater staff within 14 minutes of dispatch. Figure 89 illustrates the effective response force as a consolidated agency. An effective response force of 2–6 firefighters can be achieved in, 22.5% of the service area, 8–12 firefighters in 34.0% of the service area, 14–18 firefighters in 20.2% of the service area, and 20–24 firefighters in 9.4% of the service area.

Figure 89: Yamhill Consolidated District Effective Response Force



The following figure illustrates the same information for each service area separate from the consolidated agency.

Figure 90: Effective Response Force by Agency

Agency	2–6 Firefighters	8–12 Firefighters	14–18 Firefighters	20–24 Firefighters
Amity Fire District	21.1%	54.5%	32.7%	1.2%
Dayton Fire District	23.4%	27.2%	29.8%	14.1%
Dundee Fire District	18.3%	75.1%	6.0%	0%
Lafayette Fire Department	0%	0%	2.4%	97.3%
McMinnville Fire Department	13.8%	19.8%	27.5%	24.6%
New Carlton Fire District	29.3%	46.5%	12.8%	4.9%
Sheridan Fire District	13.2%	41.8%	20.3%	5.1%
Southwestern Polk RFPD	34.5%	36.2%	3.75%	0%
West Valley Fire District	32.7%	24.6%	18.9%	0%

Response Performance

The final component of service delivery is response performance. In most communities, this is the forward-facing component that is most desired by the citizens and the policymakers so they are aware of how quickly they may receive aid when requesting emergency services.

In analyzing response performance, ESCI generates percentile measurements of response time performance. The use of percentile measurement using the components of response time follows the recommendations of industry best practices. The best practices are derived by the Center for Public Safety Excellence (CPSE), Standard of Cover document, and the National Fire Protection Association (NFPA) 1710 and 1720: *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career and Combination Fire Departments*.

The "average" measure is a commonly used descriptive statistic also called the mean of a data set. The most important reason for not using the average for performance standards is that it may not accurately reflect the performance for the entire data set and may be skewed by outliers, especially in small data sets. One extremely good or bad value can skew the average for the entire data set.

The "median" measure is another acceptable method of analyzing performance. This method identifies the value in the middle of a data set and thus tends not to be as strongly influenced by data outliers.

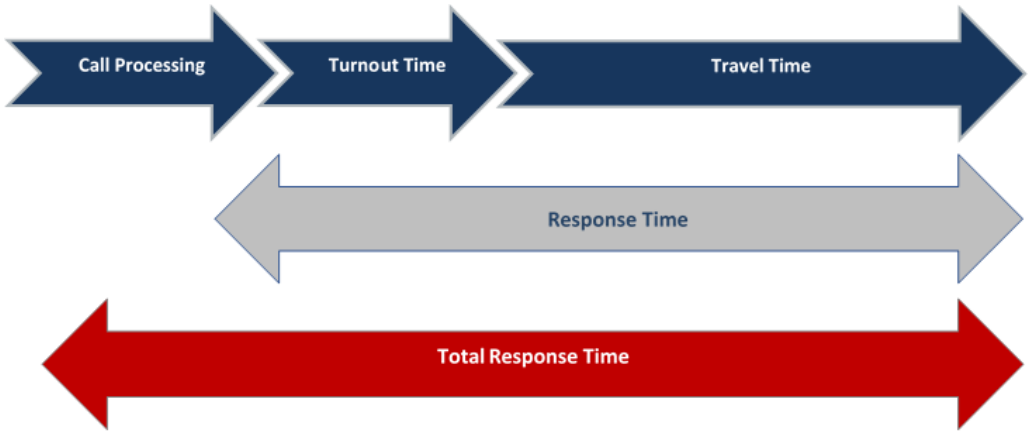
Percentile measurements are a better measure of performance because they show that most of the data set has achieved a particular level of performance. The 90th percentile means that 10% of the values are greater than the value stated, and all other data are at or below this level. This can be compared to the desired performance objective to determine the degree of success in achieving the goal.

As this report progresses through the performance analysis, it is important to keep in mind that each component of response performance is not cumulative. Each is analyzed as an individual component, and the point at which the fractile percentile is calculated exists in a set of data unto itself.

The *response time continuum*—the time between when the caller dials 911 and when assistance arrives—is comprised of several components:

- ***Call Processing Time***: The time between a dispatcher getting the call and the resources being dispatched.
- ***Turnout Time***: The time between unit notification of the incident and when they are responding.
- ***Travel Time***: The time the responding unit spends on the road to the incident.
- ***Response Time***: A combination of turnout time and travel time, the most commonly used measure of fire department response performance.
- ***Total Response Time***: The time from when the 911 call is answered until the dispatched unit arrives on the scene.

Figure 91: Response Time Continuum



Total response time is the amount of time a resident or business waits for resources to arrive at the scene of an emergency beginning when they first placed a 911 call.

Total Response Time Performance

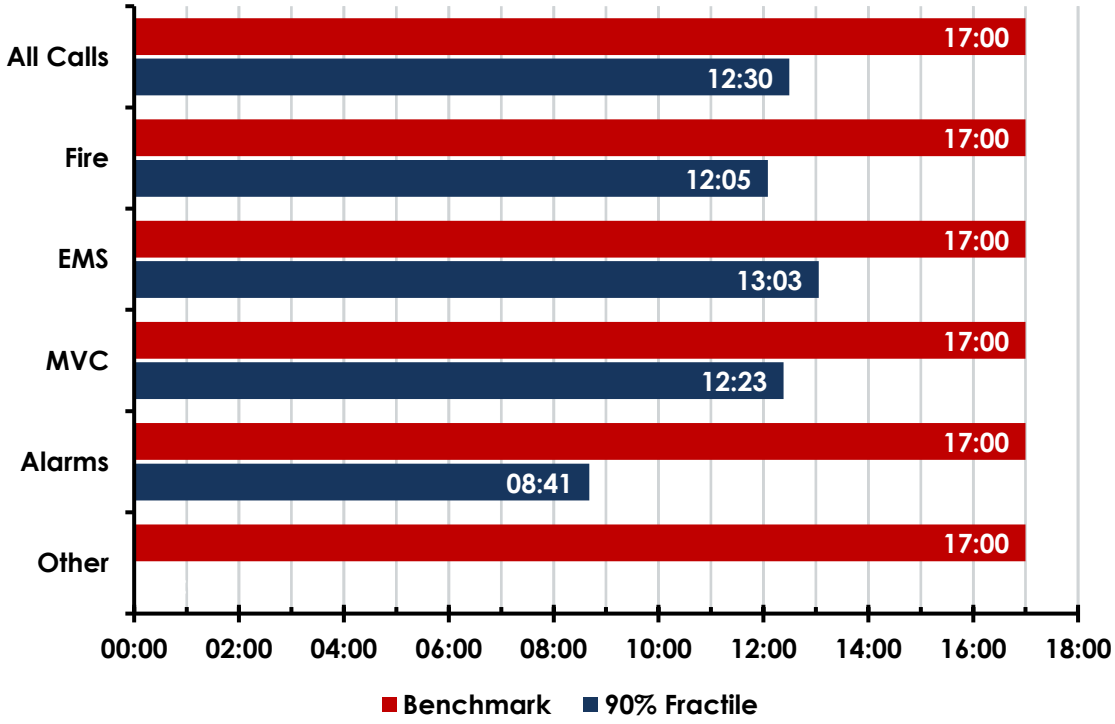
Total response time combines all the measures into a single measurement and reflects the measure of time from when the 911 calls is initiated until the first unit arrives on the scene of the incident. The data provided to ESCI did not contain the timestamp of the 911 call, and thus the following figures illustrate the measure of time from when the dispatcher received the incident until the first unit arrived.

For purposes of this study, ESCI combined the call processing target time of 1 minute, the turnout time target of 2 minutes, and the response time target of 14 minutes to set the target measure at 17 minutes at the 80th percentile. While this is not represented in a specific standard, it is a logical compilation based on the available standards and provides a fair evaluation for leadership.

Amity Fire District

As illustrated in the figure below, AFD total response time performance falls within the combined target measure at 12 minutes, 30 seconds for all incidents. Performance by incident type ranged from 0 seconds for other incidents to 13 minutes, 3 seconds for emergency medical incidents.

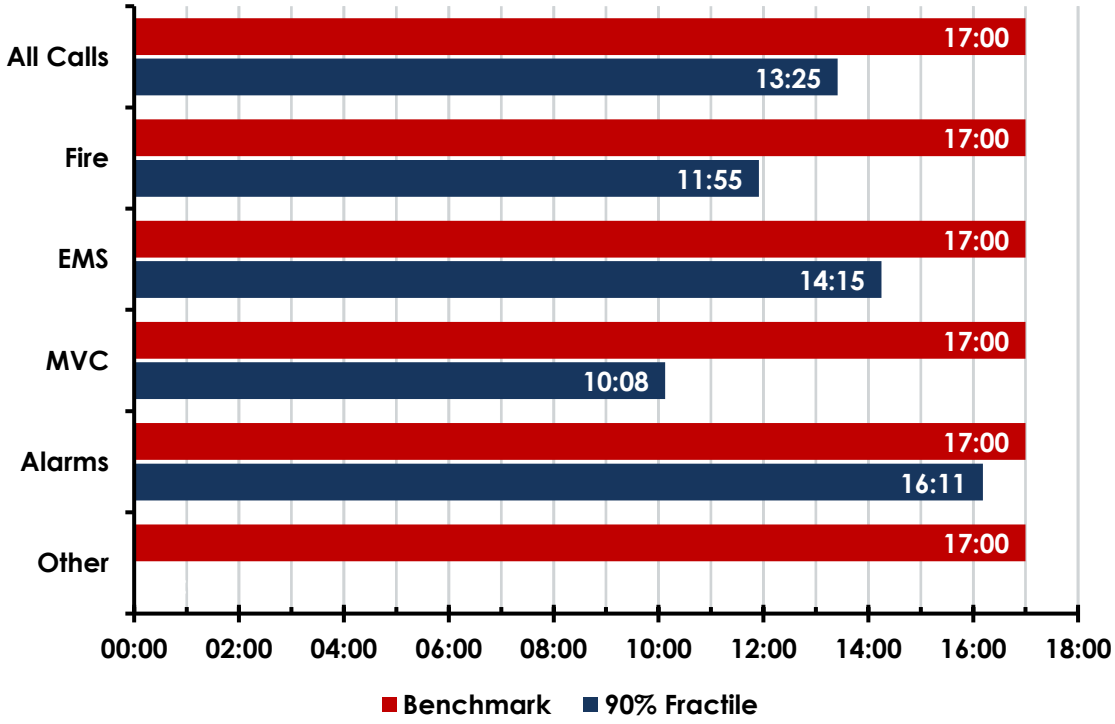
Figure 92: AFD Total Response Time Performance, 2015–2018



Dayton Fire District

As illustrated in the figure below, DFD total response time performance falls within the combined target measure at 13 minutes, 25 seconds for all incidents. Performance by incident type ranged from 0 seconds for other incidents to 16 minutes, 11 seconds for alarm incidents.

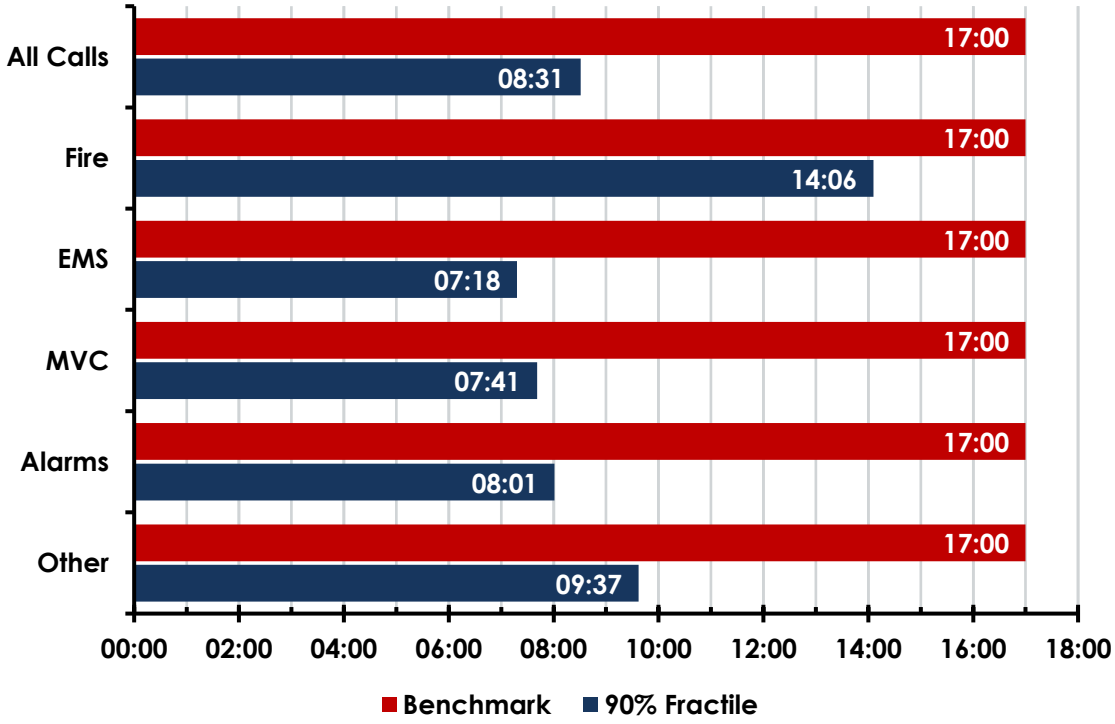
Figure 93: DFD Total Response Time Performance, 2015–2018



Dundee Fire District

As illustrated in the figure below, DDF total response time performance falls within the combined target measure at 8 minutes, 31 seconds for all incidents. Performance by incident type ranged from 7 minutes, 18 seconds for emergency medical incidents to 14 minutes, 6 seconds for fire incidents.

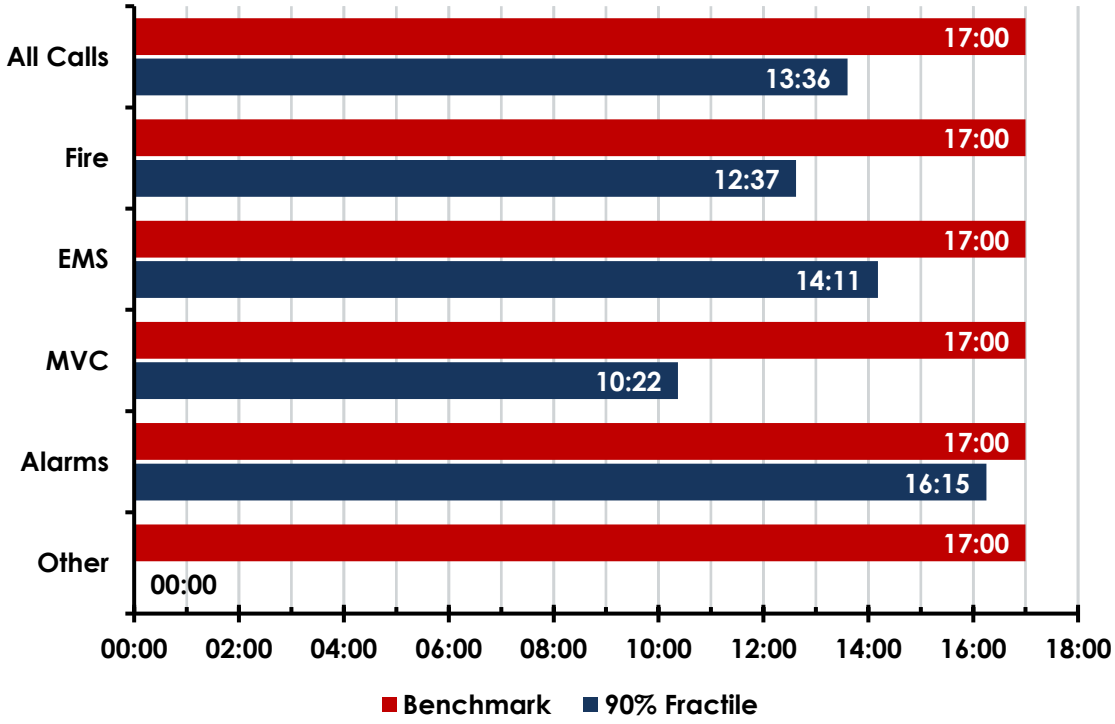
Figure 94: DDF Total Response Time Performance, 2015–2018



Lafayette Fire Department

As illustrated in the figure below, LFD total response time performance falls within the combined target measure at 13 minutes, 36 seconds for all incidents. Performance by incident type ranged from 0 seconds for other incidents to 16 minutes, 15 seconds for alarm incidents.

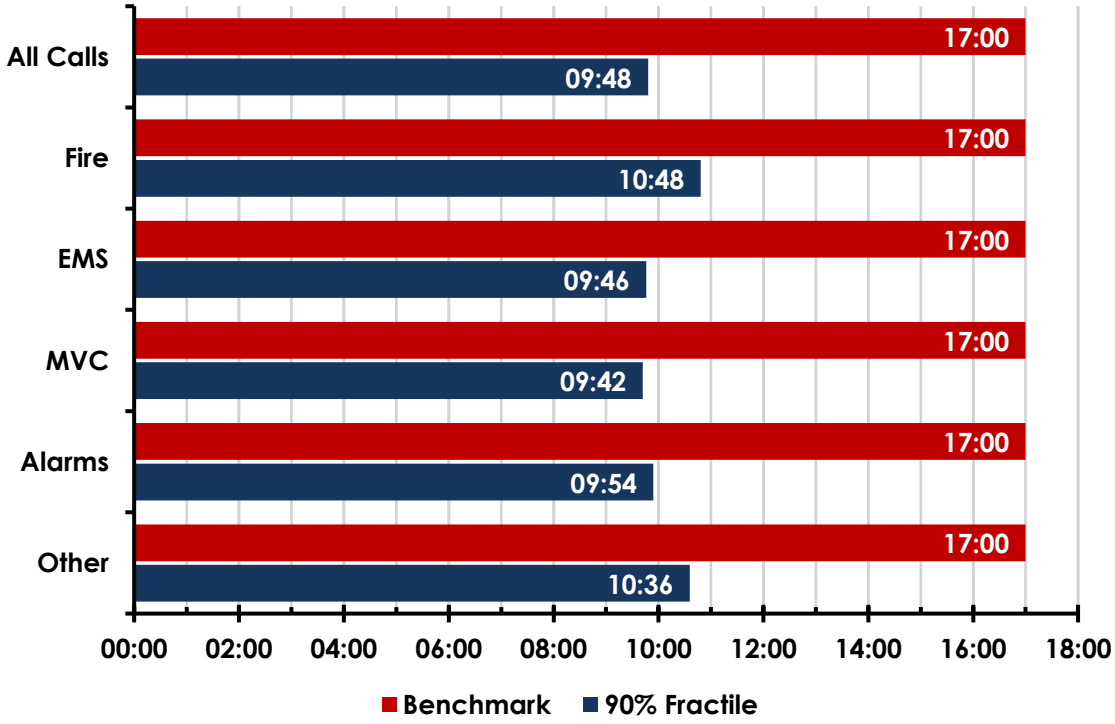
Figure 95: LFD Total Response Time Performance 2015–2018



McMinnville Fire Department

As illustrated in the figure below, MFD total response time performance falls within the combined target measure at 9 minutes, 48 seconds for all incidents. Performance by incident type ranged from 9 minutes, 42 seconds for motor vehicle collision incidents to 10 minutes, 48 seconds for fire incidents.

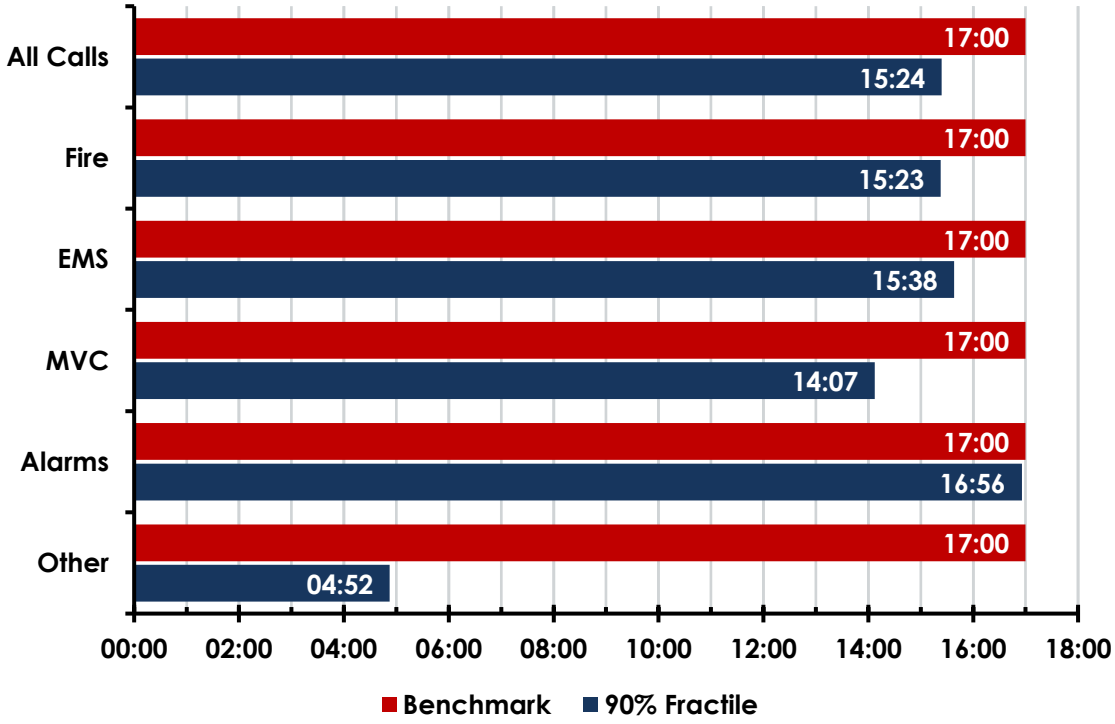
Figure 96: MFD Total Response Time Performance, 2015–2018



New Carlton Fire District

As illustrated in the figure below, NCFD total response time performance falls within the combined target measure at 15 minutes, 24 seconds for all incidents. Performance by incident type ranged from 4 minutes, 52 seconds for other incidents to 16 minutes, 56 seconds for alarm incidents.

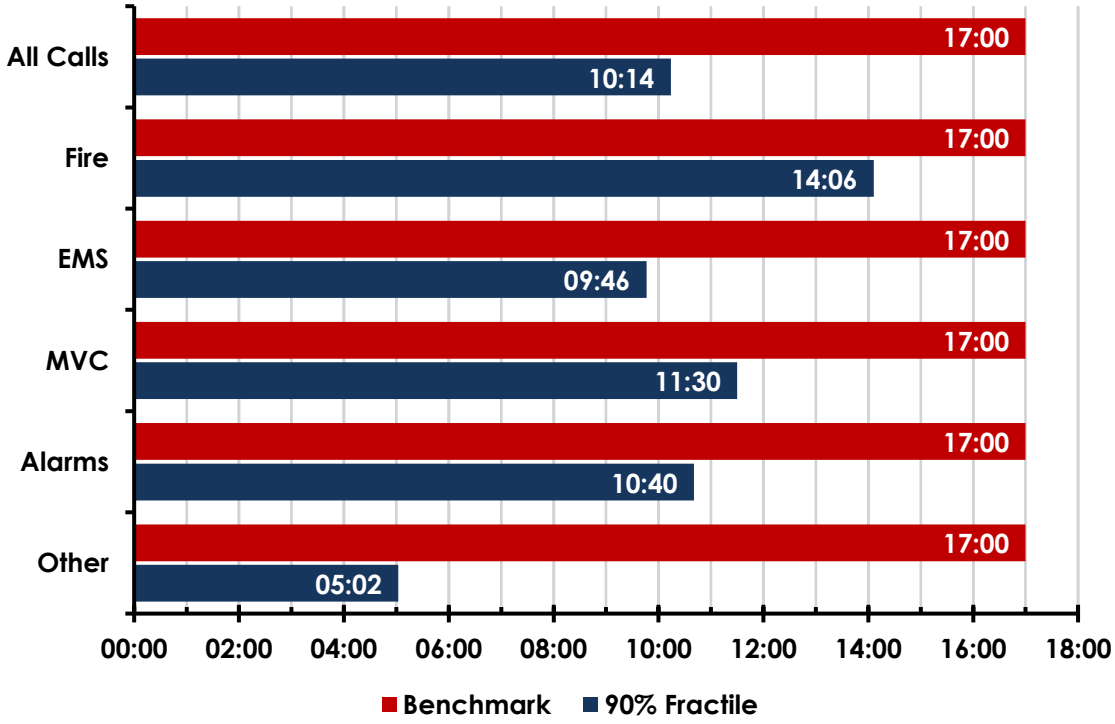
Figure 97: NCFD Total Response Time Performance, 2015–2018



Sheridan Fire District

As illustrated in the figure below, SFD total response time performance falls within the combined target measure at 10 minutes, 14 seconds for all incidents. Performance by incident type ranged from 5 minutes, 2 seconds for other incidents to 14 minutes, 6 seconds for fire incidents.

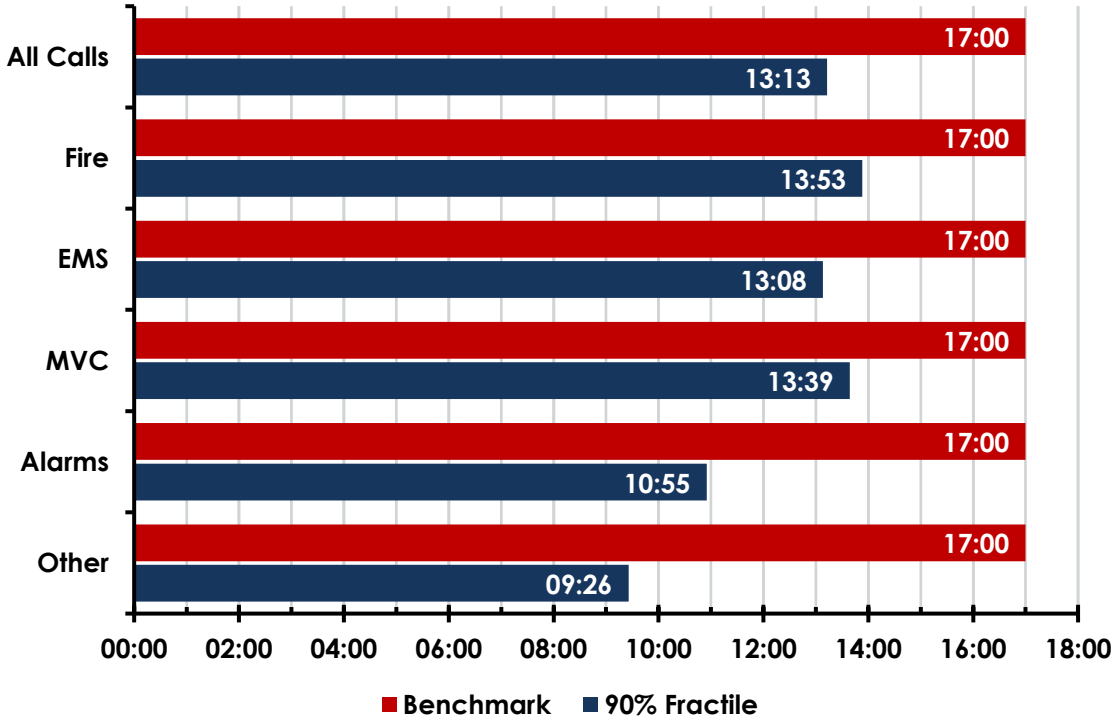
Figure 98: SFD Total Response Time Performance, 2015–2018



West Valley Fire District

As illustrated in the figure below, WVFD total response time performance falls within the combined target measure at 13 minutes, 13 seconds for all incidents. Performance by incident type ranged from 9 minutes, 26 seconds for other incidents to 13 minutes, 53 seconds for fire incidents.

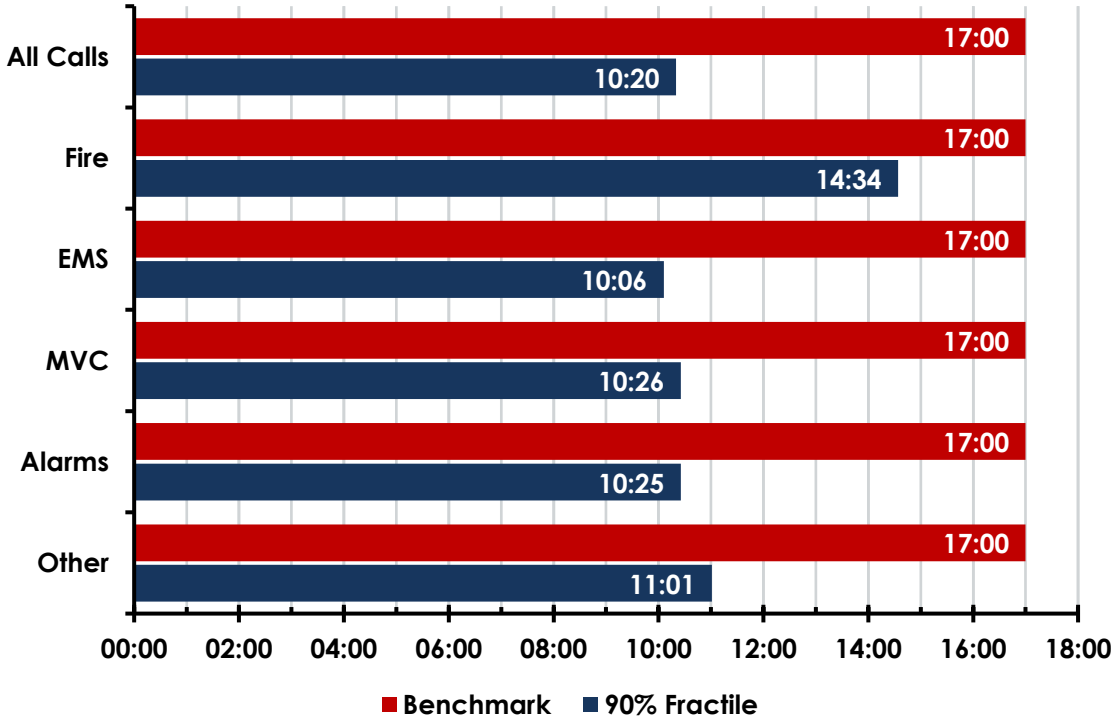
Figure 99: WVFD Total Response Time Performance, 2015–2018



Yamhill County

As illustrated in the figure below, total response time performance for Yamhill County as a consolidated agency falls within the combined target measure at 10 minutes, 20 seconds for all incidents. Performance by incident type ranged from 10 minutes, 6 seconds for emergency medical incidents to 14 minutes, 34 seconds for fire incidents.

Figure 100: Yamhill County Total Response Time Performance, 2015–2018



SUPPORT PROGRAMS

Training & Continuing Education Programs

Delivering safe and effective fire and emergency services requires a well-trained workforce. Initial, ongoing, and high-quality training and education are critical for agency effectiveness and safety of its personnel. Without them, the community may experience significant losses or injuries or death of emergency personnel.

Initial training of newly hired firefighters is essential, requiring a structured recruit training and testing process—after which regular ongoing verifiable training must be conducted to ensure skill and knowledge retention and competency. Delivering high-quality training requires dedicating significant internal training resources or contractual arrangements with outside agencies and providers for such services. Providing exceptional training also requires written specific objectives, lesson plans, and methods to verify knowledge comprehension and retention.

In the following section, ESCI reviewed each fire department's fire, EMS, and specialized training programs; resource allocation; schedules; and training documents and practices. ESCI then compared these support programs to national standards and best practices.

As previously mentioned, SFD, SWP, and WVFD administrative functions, including training support, is provided by the Sheridan Fire District. Administrative support for AFD is provided under contract by the McMinnville Fire Department's administrative staff.

Training Resources & Methodology

Delivering adequate training to fire and EMS personnel requires providing instructors with specific tools and facilities. All of the departments in this study utilize NFPA Level 1 or the *Oregon Department of Public Safety Standards & Training's* (DPSST) Level I-IV Instructors to conduct live training and drills. Adequate training space, audiovisual, computer equipment, props, and training equipment are vital to ensuring safe and effective emergency operations.

Training Facilities & Equipment

MFD has the region's largest training facility, which is used by several of the districts. The facility includes a water supply, a pre-fabricated three-story drill tower with sprinklers and standpipe, roof and attic props, and a Class A burn room. SFD has a small training tower consisting of stairs only.

Each district has adequate meeting spaces that are used for group training, and assorted dedicated EMS training equipment and mannequins.

General Training Competencies

Along with the necessary training tools, props, and facilities, standardized training is another critical component in ensuring high-quality emergency services training and learning retention throughout the organization. This training should be based on established standards, best practices, and a validated curriculum. There are a variety of national training standards for fire and EMS organizations. All of the departments reference the NFPA, IFSAC, DPSST, and *International Fire Service Training Association* (IFSTA) curriculums, and comply with applicable federal OSHA regulations and standards. They also follow the Oregon EMS & Trauma Systems Program requirements for EMS providers.

Training Schedules

It is not surprising that the methodology and scheduling of training vary among the nine departments. ESCI noted commonality in the methodology, topics, and training schedule among the nine departments, which is summarized in the following figures.

Figure 101: Training Methodologies & Frequency (Part 1)

Methods/Frequency	AFD	DFD	DDF	LFD	MFD
Web-Based Training	Yes	Yes	Yes	Yes	Yes
Skills Practice Frequency	Monthly	Monthly (3)	Weekly	Weekly	Ongoing
Skills Evaluated	Yes	Yes	Yes	Yes	Yes
Formal Lesson Plans	No	Varies	Yes	No	Varies
Multi-Company Drills	Weekly	Quarterly	Weekly	Weekly	Varies[1]
Disaster Drills	Infrequent	Infrequent	No	Yes	Infrequent
Pre-Plans Training	No	No	No	Yes	Infrequent

[1]Volunteers bi-weekly; career personnel infrequently.

Figure 102: Training Methodologies & Frequency (Part 2)

Methods/Frequency	NCFD	SFD	SWP	WVFD
Web-Based Training	Yes	Yes		
Skills Practice Frequency	Weekly	Monthly		
Skills Evaluated	Yes	Yearly		
Formal Lesson Plans	No	Yes		
Multi-Company Drills	Weekly	Weekly		
Disaster Drills	Yes	Yes		
Pre-Plans Training	Yes	Yes		

New Personnel Training

Comprehensive and robust training of new emergency services personnel is critical to ensuring their safety and effectiveness before being authorized to respond to emergency incidents. Specific knowledge and skills for basic fireground, EMS, incident command, and other emergency operations must be taught effectively and retained by new employees and volunteers.

New MFD and SFD full-time firefighter recruits must be Firefighter I certified prior to employment. A two-week fire operations orientation program is delivered before new employees are assigned to an operations assignment, after which they are required to complete monthly performance and knowledge objectives until the end of their one-year probationary period.

Volunteers in the other fire districts must either have Firefighter I certification or complete a recruit fire academy administered and delivered by a consortium of local fire districts. The consortium conducts two academies per year. Upon completion, each district conducts an internal orientation to ensure new firefighters are familiar with their apparatus, equipment, policies, and procedures.

Incumbent & Specialized Training Hours

After new firefighters complete their recruit training or probationary period, they participate in varying types of training activities—almost all of which are facilitated by company/station officers, designated training officers, or subject matter experts. The following figure is a summary of the training hours accomplished in each district during 2019.

Figure 103: Training Hours Delivered, 2019 (Part 1)

General Training Topics	AFD	DFD	DDF[2]	LFD	MFD
Fire Related	8,400	3,792	—	912	4,158
Emergency Medical Services	3,175	1,116	—	456	1,207
Other Miscellaneous Topics[1]	—	—	—	380	2,197
Total Training Hours:	**11,575**	**4,908**	**1,872**	**1,748**	**7,562**
Average Hours/Trained Employee:	**463**	**280**	**72**	**92**	**160**

[1] Topics include: Assorted technical rescue classes, hazmat, extrication, etc.

[2] Training topics not tracked separately. A rough estimate of 72 hours per member.

Figure 104: Training Hours Delivered, 2019 (Part 2)

General Training Topics	NCFD	SFD	SWP	WVFD
Fire Related	884	2,980	2,000	2,980
Emergency Medical Services	408	1,931	800	1,931
Other Miscellaneous Topics[1]	340	N/A	N/A	N/A
Total Training Hours:	**1,632**	**4,911**	**2,800**	**4,911**
Average Hours/Trained Employee:	**96**	**126**	**215**	**289**

[1] Topics include: Assorted technical rescue classes, hazmat, extrication, etc.

Training Programs & Administration

Training programs must be closely monitored, supported, and funded. Administrative program support is important, along with program guidance in the form of planning, goals, and defined objectives. The next figure reviews the training programs' administration and management practices in the fire departments participating in this study.

Figure 105: Training Program Administration & Management (Part 1)

Training Components	AFD	DFD	DDF	LFD	MFD
Goals & Objectives Identified	Yes	Yes	Yes	No	Yes
Certified Instructors Used	Yes	Yes	Occasionally	Yes	Yes
Annual Training Report	No	No	Yes	No	Yes
Management Prioritizes Training	Yes	Yes	Yes	Yes	Yes
Budget Allocated to Training	$8,000	$4,000	$2,000	$4,500	$46,000[1]
Training Facilities Condition	Fair[2]	Good[2]	Excellent	Poor[2]	Fair
Adequate Office Space/Supplies	Yes	Yes	Yes	No	Yes
Clerical Staff for Training	No	No	Yes	No	Yes

[1] Includes $25,000 for EMS Training.
[2] Uses MFD's training ground/facilities.

Figure 106: Training Program Administration & Management (Part 2)

Training Components	NCFD	SFD	SWP	WVFD
Goals & Objectives Identified	Yes	Yes	Yes	Yes
Certified Instructors Used	Yes	Yes	Yes	Yes
Annual Training Report	No	Yes	Yes	Yes
Management Prioritizes Training	Yes	Yes	Yes	Yes
Budget Allocated to Training	$5,000	$25,000	$4,000	$15,000
Training Facilities Condition	Fair[2]	Good	Good	Good
Adequate Office Space/Supplies	Yes	Yes	Yes	Yes
Clerical Staff for Training	No	No	No	No

[2] Uses MFD's training ground/facilities.

Training Program Discussion

Ensuring competent, expert, and consistent training is critical to safe and effective mitigation of dynamic emergency situations. In evaluating the impacts of various consolidation opportunities, identifying and integrating various training methodologies and delivery systems can help smooth organizational transitions and may help affect positive integration of different department cultures.

Fire Prevention & Life-Safety Services

Proactive fire prevention and life-safety education and code enforcement are key components in maintaining safety in a community, and is a much more cost-effective approach than reactively responding and mitigating structure fires and other emergencies. It is also a fire department's best opportunity to minimize human suffering and financial loss in the community.

The National Fire Protection Association recommends a multifaceted, coordinated risk-reduction process at the community level to address local risks. This requires engaging all segments of the community, identifying the highest priority risks, and then developing and implementing strategies designed to mitigate the risks.

A fire department needs to understand and embrace the role of fire prevention, public education, and fire-code enforcement in a community's planning efforts. The fundamental components of an effective fire prevention program are listed in the following figure, accompanied by the elements needed to address each component.

Figure 107: Fire Prevention Program Components

Program Components	Elements Required to Address Components
Fire Code Enforcement	• Proposed construction and plans review • New construction inspections • Existing structure/occupancy inspections • Internal protection systems design review • Storage and handling of hazardous materials
Public Education	• Public education • Specialized education • Juvenile fire setter intervention • Prevention information dissemination
Fire Cause Investigation	• Fire cause and origin determination • Fire death investigation • Arson investigation and prosecution

Fire & Life-Safety Code Enforcement

Preventing or minimizing the impact of fires by requiring specific fire protection features in buildings is much more effective than relying on the availability and capabilities of a fire department response when a fire begins. A strong fire-code enforcement program, bolstered by local adoption of current state, national, and international codes, is critical to improving fire safety in a community.

Figure 108: Fire Code Enforcement (Part 1)

Fire Codes	AFD	DFD	DDF	LFD	MFD
Fire Codes Adopted	Yes	Yes	Yes	Yes	Yes
2019 Oregon Fire Code Used	Yes	Yes	Yes	Yes	Yes
Local Codes/Ordinances; Amendments	No	No	No	Yes	No
Sprinkler Ordinance in Place	No	No	No	No	No

Figure 109: Fire Code Enforcement (Part 2)

Fire Codes	NCFD	SFD	SWP	WVFD
Fire Codes Adopted	Yes	No		
2019 Oregon Fire Code Used	Yes	Yes		
Local Codes/Ordinances; Amendments	Yes	No		
Sprinkler Ordinance in Place	No	No		

New Construction Plan Review & Inspection

Plan reviews of new construction and development are the foundation of an effective fire-code enforcement program. Once a building or development is completed, the fire department assumes responsibility for protecting them. Each department has a fundamental interest and duty to ensure all buildings and developments within their respective jurisdictions are properly constructed and protected. The following figures summarize each department's fire-code activities.

Figure 110: Code Enforcement Activities (Part 1)

Code Enforcement Activity	AFD	DFD	DDF	LFD	MFD
Consulted on New Construction	Yes	Yes	Yes	Yes	Yes
Perform Plan Reviews	Yes	Yes	No	No	Yes
Sign-Off on New Construction	No	Yes	Yes	Yes	Yes
Fees for Inspections or Reviews	Yes	No	No	No	Yes
Perform Occupancy Inspections	Few	Yes	No	Yes[1]	Yes
Special Risk Inspections	No	Yes	No	Yes[1]	Yes[1]
Storage Tank Inspections	No	No	No	No	Yes
Key-Box Entry Program	Knox	Knox	Knox	Knox	Knox
Hydrant Flow Records Maintained	No	No	Yes	Yes	No

[1]As needed or when requested.

Figure 111: Code Enforcement Activities (Part 2)

Code Enforcement Activity	NCFD	SFD	SWP	WVFD
Consulted on New Construction	Yes	Yes		
Perform Plan Reviews	No	No		
Sign-Off on New Construction	No	Yes		
Fees for Inspections or Reviews	No	Yes		
Perform Occupancy Inspections	No	No		
Special Risk Inspections	No	Yes		
Storage Tank Inspections	No	No		
Key-Box Entry Program	Knox	Knox		
Hydrant Flow Records Maintained	Yes	No		

Plan Reviews & Inspections Discussion

It appears that most of the fire departments rely on Yamhill County and the State of Oregon for development and construction reviews and occupancy inspections within their respective jurisdictions. This is most likely due to a lack of resources, expertise, and staff needed to apply the Oregon Fire Code competently. The McMinnville Fire Department is the only agency with dedicated personnel and resources to adequately address fire code issues within its jurisdiction.

Existing Occupancy Inspection Program

Existing occupancy inspections to find and eliminate potential life-hazards are essential parts of the overall fire protection services provided in a community. These efforts are most effective when completed by individuals having the proper combination of training and experience, coupled with periodic inspections based on occupancy risk and hazards.

Utilizing adequately trained fire suppression personnel to conduct basic fire inspections is an effective practice in many jurisdictions, as it has the benefit of increasing a fire department's inspection capability and frequency. Furthermore, it provides excellent opportunities for firefighters to become familiar with buildings in their service area, while at the same time conducting pre-incident planning.

Fire Prevention & Life-Safety Public Education Programs

Providing fire and life-safety education to the public to minimize the number of emergencies, while training the community to take appropriate actions when an emergency occurs, is essential to a successful program. Fire and injury prevention programs and life-safety education provide the best chance to minimize the effects of fires and sudden illnesses and injuries. The following figures summarize the fire and life-safety prevention programs provided through the fire departments participating in this study.

Figure 112: Public Education Programs (Part 1)

Education Program	AFD	DFD	DDF	LFD	MFD
Calling 9-1-1	Yes	Yes	Yes	Yes	Yes
EDITH (exit drills in the home)	Yes	Yes	Yes	Yes	Yes
Smoke alarm installations	Yes	Yes	Yes	Yes	Yes
Carbon Monoxide Alarm installations	No	No	Yes	No	Yes
Fire safety	No	No	Yes	Yes	Yes
Injury prevention	No	No	Yes	No	Yes
Fire extinguisher use	No	Yes	Yes	No	Yes
Fire brigade training	No	No	No	No	No
Elder care and safety	No	Yes	No	No	Yes
Curriculum used in schools	No	No	Yes	Yes	Yes
Babysitting safety classes	No	No	No	No	No
CPR courses, BP checks	No	BP only	BP only	No	Yes
Publications available to the public	Yes	Yes	Yes	Yes	Yes
Bilingual info available	No	Yes	Yes	Yes	Yes
Annual fire prevention report distributed	No	No	No	No	No
Juvenile fire-setter program offered	Yes	Yes	No	No	Yes
Wildland interface education offered	No	No	No	No	Yes

Figure 113: Public Education Programs (Part 2)

Education Program	NCFD	SFD	SWP	WVFD
Calling 9-1-1	Yes	No		
EDITH (exit drills in the home)	Yes	No		
Smoke alarm installations	No	No		
Carbon Monoxide Alarm installations	No	No		
Fire safety	No	No		
Injury prevention	No	No		
Fire extinguisher use	No	No		
Fire brigade training	No	No		
Elder care and safety	No	No		
Curriculum used in schools	Yes	No		
Babysitting safety classes	No	No		
CPR courses, BP checks	No	Yes		
Publications available to the public	Yes	Yes		
Bilingual info available	Yes	Yes		
Annual fire prevention report distributed	No	No		
Juvenile fire-setter program offered	No	No		
Wildland interface education offered	No	No		

Public Education Discussion

The Dundee and McMinnville fire departments are the only two agencies with personnel who have been assigned public education responsibilities. Not surprisingly, MFD appears to have the most robust public education program, offering a wide variety of public safety education topics.

Dedicating limited resources and funds to fire and life-safety education programs can be challenging when facing limited funding and staff resources, especially for volunteer agencies. However, the importance of developing, delivering, and sustaining public education programs in a community cannot be overstated. These programs make communities safer, increase the department's visibility in the community, and directly and indirectly result in increased tangible support for the department's mission—including support for its funding and staffing initiatives.

There are many examples of robust and effective public education initiatives and programs across the country being delivered by small and large volunteer fire departments, and many of these programs are funded by available federal grants or donations or other grants from private corporations.

Fire Cause & Origin Investigation

Accurately determining the cause of a fire is an essential element of a fire prevention program. When fires are set intentionally, identifying and prosecuting those responsible is critical in preventing additional fires and a potential loss of life. Further, identifying the cause and possible trends enables the fire department to provide specific public information and fire-prevention education to minimize potential future fires.

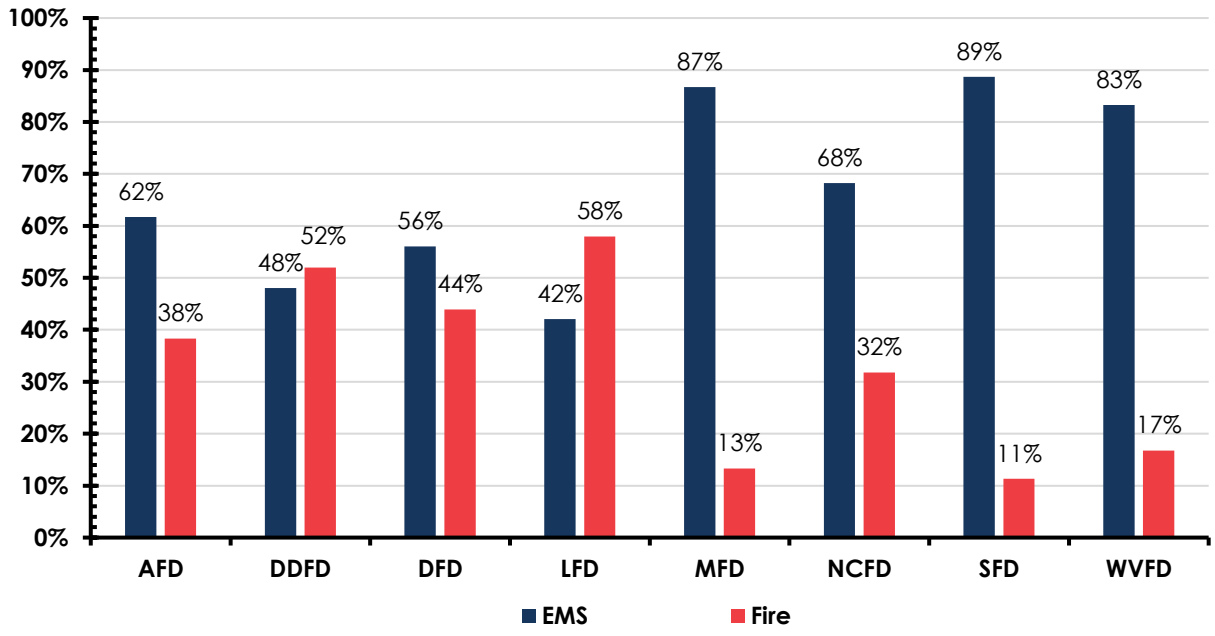
All of the fire departments in this study participate in the *Yamhill County Fire Investigation Team.* This team is comprised of specially trained personnel from ten fire districts and two law enforcement agencies. The Team conducts fire investigations where the cause and origin are not obvious, or serious injury or death has occurred as a result of a fire-related incident.

EMERGENCY MEDICAL SERVICES

The *Emergency Medical Services* section summarizes the combined District's services relating to pre-hospital medical care. ESCI used focused interviews with internal and external stakeholders combined with information from the combined district to develop a comprehensive perspective of current and future EMS needs throughout the region. The purpose of this section is to evaluate the current level of pre-hospital care and future needs based on projected call volume and available resources. ESCI will identify challenges relating to the EMS program and make recommendations with projected outcomes.

The fire service has been providing EMS for over 40 years. In fact, 90% of the 31,000 departments in the United States provide some form of pre-hospital medical care.[35] Since 1980, residential and commercial structure fires nationwide have dropped 52%. In contrast, EMS responses have continued to climb nationally.[36] Based on data from the *Service Delivery* section of this report, the following figure shows a comparison of EMS calls (NFRS 300 codes) to fire-related calls (all NFRS codes except 300 codes) for 2018.

Figure 114: Percentage of Fire and EMS Calls (2018)



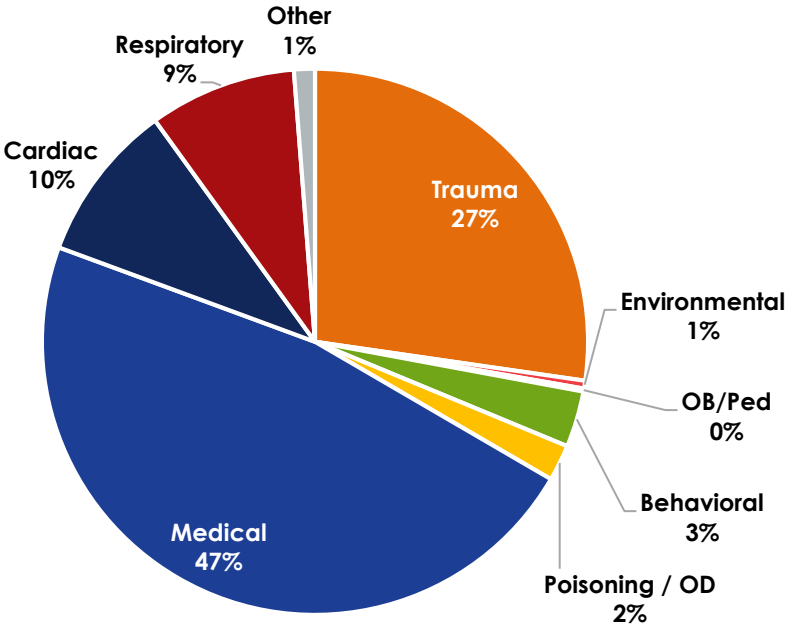
[35] Compton, D. (2006). *Fire Department-Based EMS: A Proud Tradition*.
[36] Haynes, H. J. (September 2017). National Fire Protection Agency. Retrieved from NFPA.org.

Data from the combined district is consistent with national trends where the majority of emergency responses are EMS related. The overall breakdown was 81% EMS compared to 19% fire for service demand. However, individual departments demonstrated significant differences in the requirements for service delivery in their respective response areas. A combined organization would need to balance resources to accommodate the specific needs of a jurisdiction.

EMS Service Demand

The combined total for EMS service within the study area was approximately 8,338 incidents in 2018. The following figure shows a breakdown of the medical emergency incidents based on the 2018 data.

Figure 115: Yamhill Study Area EMS Service Demand (2018)



The criticality shown in the above figure supports the development of advanced life support (ALS) response in the departments with basic life support (BLS). Currently, MFD, SFD, and SWP have ALS first response. There is an agreement between MFD and LFD to place a paramedic ambulance in the area following the completion of the new LFD station. Based on the data provided, NCFD should be considered for additional EMS capabilities as resources become available.

The following figure shows an abbreviated summary of the EMS system for each department in the study area.

Figure 116: Study Area EMS System Comparison

Department	Transport Agency	ALS/BLS	QA Program	EMS Budget	PCR Program	Public Education
Amity FD	MFD	BLS	No	Yes	None	No
Dayton FD	MFD/Falck	BLS	No	Yes	None	No
Dundee FD	TVF&R	BLS	No	No	None	No
Lafayette FD	MFD	BLS	No	No	None	No
McMinnville FD	MFD	ALS	Yes	Yes	ESO	Yes
New Carlton FD	MFD	BLS	No	No	None	No
Sheridan FD	SFD	ALS	No	No	ESO	Yes
Southwestern Polk FD	Dallas FD	BLS	No	No	None	Yes
West Valley FD	WVFD	ALS	No	No	ESO	Yes

Based on the above information, a combined organization would need to develop a comprehensive QA program. Only one of the nine departments has an established QA program with several departments stating that a process is developing. The development of a QA program is discussed later in this section. A combined organization should also consider the progression of EMS transport to be provided by agencies within the organization. This can help improve pre-hospital care consistency and the availability of improved patient care data to be applied to evidence-based medicine.

Quality Management

As previously discussed, the study area organizations respond to a high percentage of EMS service demand. Considering the potential for increased pre-hospital services, ESCI recommends placing emphasis on gathering appropriate patient care documentation. A challenge currently facing many EMS agencies is the lack of objective data to support the high-quality care provided. Evidence-based data can provide objective information regarding the level of care provided.

Additionally, the data can support program expansion and budgetary increases. The ESCI evaluation process indicated an opportunity exists for improvement regarding data collection and analysis. Six of the nine departments currently do not have a system to capture patient care reports. ESCI recommends that a combined district document all EMS calls internally, utilizing a patient care reporting (PCR) system. This system would provide complete and accurate data collection and support the Quality Improvement (QI) program. Most PCR systems will export data to an Excel format, and the data can be easily interrogated to provide various evaluations. The following figure shows a minimal data set and potential evaluation criteria that would be beneficial in making objective decisions.

Figure 117: Data Set and Quality Assurance Criteria

Time Study	Efficacy Study	Utilization Study
Data Sets •Medication usage •Procedures performed •Expiration (waste) •BLS Transport •ALS Transport •Refusal •Treat and relaease	**Data Sets** •Vital signs •Treatment success/failure •ETCO2 •ECG •Pulse Ox •Advanced airway •Outcomes	**Data Sets** •Travel •BLS On-Scene •ALS On-Scene •Ambulance On-Scene •Enroute to Hospital •Arrival Destination •Medication and Procedure Times •Average On-Scene Time
Evaluation (Quarterly) •How quickly do patients receive ALS care? •What is the time delay between arrival of BLS and arrival of ALS? •Is there a delay of transport for critical patients due to ambulance unavailability? •What is the average on-scene time for BLS, ALS, cardiac arrests, trauma? •How quickly/how often are critical medications administered?	**Evaluation (Quarterly)** •Were inadequate vitals managed in timely manner? •What is the success/failure for all procedures performed? •Were respiratory emergencies managed appropriately (ETCO2)? •Was CPR effective (ETCO2)? •Was current ACLS performed? •What was the hospital disposition?	**Evaluation (Quarterly)** •What medications/supplies are being used and what volume should be carried? •Volume of medication and procedures to determine necessary inventory? •What is BLS vs. ALS transport? •What volume/type of treat and release (indications for community paramedic programs)?

EMS Training

At the time of this evaluation, there was limited documentation regarding EMS Continuing Education (CE). An essential component of a quality EMS Program is accurate training documentation supporting the specific needs of the community and for the purpose of certification.

Figure 118: EMS Training Hours for Each Department (2018)

Department	EMS Training Hours
Amity FD	127
Dayton FD	36
Dundee FD	253.5
Lafayette FD	24
McMinnville FD	1,207
New Carlton FD	408
Sheridan FD	1,930
Southwestern Polk FD	800
West Valley FD	1,930

Medical Control and Oversight

A single EMS Medical Director serves many of the fire agencies participating in this study. Dr. Heiser is a board-certified Emergency Physician who is under contract by the EMS agencies for $15,000 annually. He meets with EMS personnel at least monthly, and does occasional ride-alongs. On-line Medical Control is provided primarily by the on-duty emergency physicians at the Willamette Valley Medical Center.

The EMS Medical Director is a member (along with EMS provider representatives) of the *Tri-County Protocol Development Committee* (PDC). The PDC is a large committee of local EMS Medical Directors and EMS providers from the Portland Metropolitan area that develop prehospital care protocols for adoption by local agencies. These protocols are utilized in Yamhill County, with some modifications made to address conditions unique to the local agencies.

Air Medical Service

When indicated, rotor-wing (helicopter) scene-response and transport by air are provided by the *Life Flight Network®* (LFN). The nearest LFN helicopter base is located in Aurora, Oregon, which is approximately 25 miles from McMinnville. At an approximate distance of 30 miles, the next closest helicopter is located in Portland at Oregon Health Science University.

Life Flight staffs its helicopters with Flight Nurses and Flight Paramedics with additional training in critical care and patient-care on an aircraft. LFN has helicopter bases throughout the Northwest and also operates fixed-wing aircraft.

Hospitals & Tertiary Care Facilities

In Yamhill County, the primary hospitals are the *Willamette Valley Medical Center* (WVMC) located in McMinnville and *Providence Newberg Medical Center* (PNMC) located in Newberg—both of whom operate 24-hour emergency departments.

Tertiary care facilities are located in Portland, and include *Oregon Health Science University* (OHSU) and *Legacy Emanuel Medical Center* (LEMC)—both of whom are designated Level I Trauma Centers and Stroke Centers. Each is equipped with state-of-the-art facilities and staff. *Providence St. Vincent Medical Center* (PSVMC) is another hospital offering advanced cardiovascular treat through its Heart Institute.

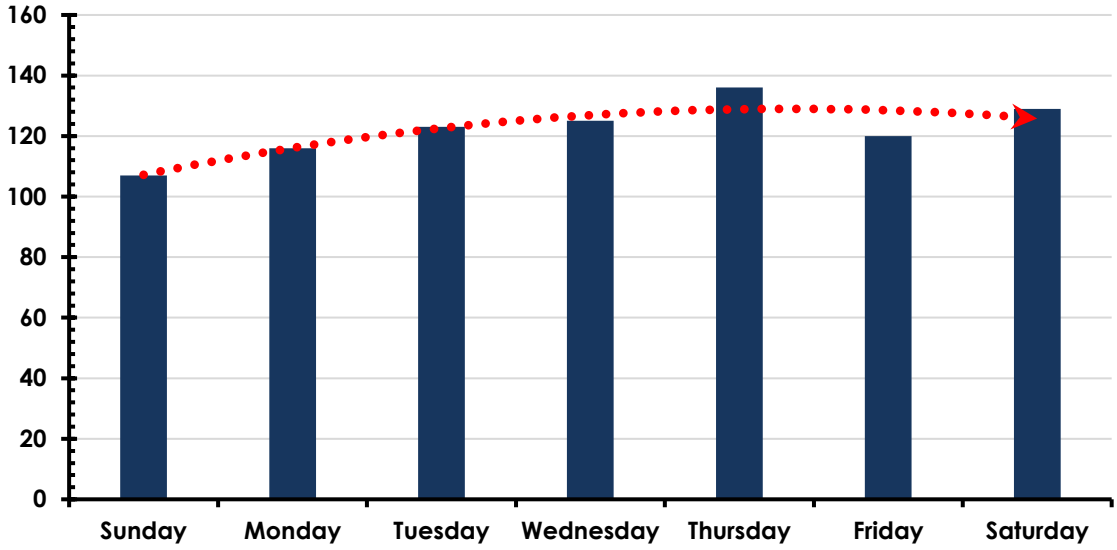
Logistical Support

As previously mentioned, a routine utilization study would help identify opportunities for improved inventory control. All organizations have a functioning system to track equipment; daily checks, repair, and partial inventory. The majority of the systems require manual data entry. Due to the size of a combined organization, ESCI recommends implementing a partially automated inventory control system. There are various systems available that have proven to be cost-effective in the long run, especially in reducing expiration waste and lost supplies. An efficient inventory control system can become cost-effective, which then can channel funding to other aspects of the program, including new staffing, training, and response. The systems can provide current inventories that assist crews in familiarizing themselves with the location of equipment and supplies. Examples of these systems include Bar Code Scanning, QR Readers, and Radio Frequency ID (RFID). Specific to EMS supplies and equipment, there are very few significant differences in EMS equipment and supplies. This analysis identified two logistical issues that will need to be addressed. The combined organization will need to select one type of cardiac monitor/defibrillator in order to minimize the overall cost of supplies. Currently, Life-Pac 15, Phillips, and Zoll cardiac monitors are in service. The cardiac monitors and advanced airway equipment need to be consistent for training purposes and to minimize medical errors.

Medical Mutual and Auto-Aid

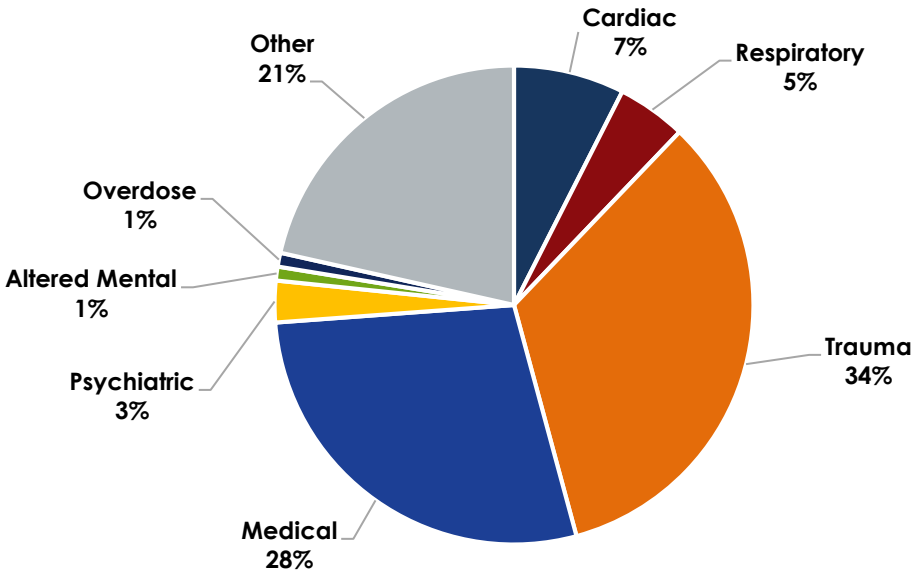
A challenge identified during the site visit related to the high number of move-ups and mutual aid required into the study area. The highest concentration comes from Tualatin Valley Fire & Rescue (TVF&R) in the north-east corner of study area. Focusing on EMS demand, the following figure shows the total number of mover-ups and mutual aid provided by TVF&R.

Figure 119: TVF&R Medical Mutual Aid and Move Up, 2017–2018



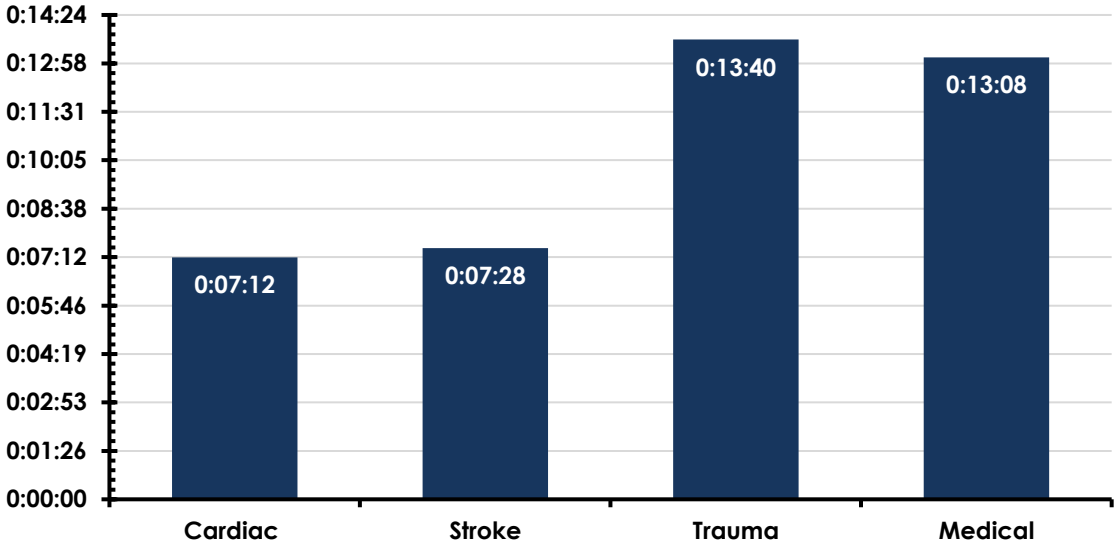
The average for the above period was 428 responses per year. The demand for service was consistent throughout the week, with a slight increase on Thursday. Of the 428 responses, an average of 242 requests for service translated to actual demand for medical assistance. The following figure shows a breakdown of the types of medical emergencies of which TVF&R was required to provide service within the study area.

Figure 120: TVF&R Medical Response Category, 2017–2018



The next figure focuses on the response time for TVF&R into the study area for specific high acuity medical events.

Figure 121: TVF&R Response Time to High Acuity EMS, 2017–2018



A combined organization should consider alternate resource distribution based on the high demand for move-up and mutual aid services from TVF&R, combined with a delay in response to high acuity medical calls. There are a number of solutions for consideration:

1. During the short term, relocate Ambulance 12 from McMinnville into Lafayette then consider the relocation of Ambulance 12 into Carlton when facilities can accommodate 24-hour staffing.
2. During the formation of a consolidated organization and based on available funding, consider increasing staffing in the Amity Station to 24-hour coverage.
3. Based on geographic limitations and proximity of TVF&R to the northern area of ASA 2, consider requesting TVF&R to increase their ASA to cover the Yamhill County Fire response area. This would improve the utilization of ambulances in ASA areas 2, 3, and 4.

Another consideration relates to the high volume of transfers required by MFD from McMinnville to hospitals in the Portland area. This directly correlates to the number of move-ups and mutual aid required by TVF&R. A temporary solution for consideration would be to allow West Valley ambulances to take a portion of the transfers. This would provide some supplemental income to West Valley Fire, decrease service demand for MFD, and promote future consolidations discussed later in this document.

Section II:
FUTURE OPPORTUNITIES FOR COOPERATIVE EFFORTS

GENERAL PARTNERING STRATEGIES

Options for Cooperative Services

The following discussion identifies and explains the multiple approaches to sharing services or partnering in the delivery of services between neighboring agencies that may be accessed in the State of Oregon. To adequately discuss the partnering continuum, terminology, and statutory provisions that are available to decision-makers must be understood. The following partnering strategies, while not necessarily described in detail by statute, differentiate between various approaches to partnering.

Relevant Oregon Law

Intergovernmental Agreement (IGA)

In Oregon, it is a contract for services between agencies as provided for by Oregon Revised Statute (ORS) Chapter 190 and is commonly referred to as a "190 Agreement."

ORS 190 is written with the intent of being liberally construed and states, in part, that:

"A unit of local government may enter into a written agreement with any other unit or units of local government for the performance of any or all functions and activities that a party to the agreement, its officers or agencies, have authority to perform."

The agreement may provide for the performance of a function or activity:

(1) By a consolidated department;

(2) By jointly providing for administrative officers;

(3) By means of facilities or equipment jointly constructed, owned, leased, or operated;

(4) By one of the parties for any other party;

(5) By an intergovernmental entity [such as a fire district] created by the agreement and governed by a board or commission appointed by, responsible to and acting on behalf of the units of local government that are parties to the agreement; or

(6) By a combination of the methods described in this section. [Amended by 1953 c.161 §2; 1963 c.189 §1; 1967 c.550 §4; 1991 c.583 §1]

Collaborative approaches under ORS 190 can include shared or contracted programmatic services, often referred to as *functional unification* or *functional consolidation*. Approaches may include shared administrative services, training programs, fire prevention outreach, and/or numerous other functional collaborative strategies.

When two or more agencies enter a collaborative relationship, typically through an ORS 190 IGA, they enter a contractional relationship for a specified time frame with no permanent organizational commitment and all decision-making power remaining with each individual organization. This form of interagency collaboration can take many forms and may include shared administrative and support functions, combined operational practices, the participation of fire agencies in activities such as local fire management associations (such as fire defense boards), mutual aid agreements, and interagency disaster planning exercises. As a rule, most modern fire agencies consistently operate in a very collaborative mode, having learned long ago the value of the practice. Many times, close collaboration between two or more organizations will subsequently lead to legal integration.

Oregon State law declares intergovernmental cooperation as a matter of statewide concern and grants cities and special districts broad power to contract with other governmental entities for any function or activity the agencies have authority to perform. Oregon grants local governments the power to contract for a broad range of purposes.[37] Specifically, ORS 190.007 declares that intergovernmental cooperation is "…in the interest of furthering economy and efficiency in local government, intergovernmental cooperation is declared a matter of *statewide concern* (emphasis added)."

Legal Integration

This means combining two or more existing organizations into a single, unified agency. Doing so includes all aspects of the organization's policies, administration, governance, financing, functions, and operations.

Legal integration in Oregon can be achieved via one of three forms: merger, consolidation, or annexation.

- **Merger**: A form of legal integration under which an agency(s) ceases to exist and is absorbed into a fire district, referred to as the "surviving" district.
- **Consolidation:** A form of legal integration where two or more agencies form an entirely new, successor agency.
- **Annexation**: A form of legal integration where an agency extends its boundaries outside of its previous limits. While the law allows one agency to expand its boundaries to annex another agency into its service area, it may only do so if the involved agencies are formed under differing statutory authority, and in the cases of a city, takes on all required statutory service provisions beyond fire protection, for the annexed area, or an agency dissolves, rendering it available for annexation.

[37] ORS Chapter 190, *Cooperation of Governmental Units*, 2011 Ed.

Study Findings

The following section describes a recommended process for moving forward with the potential implementation of a cooperative service delivery effort. The word *potential* is used here because a key part of this process requires policy decisions necessary to determine, based on the results of the study, whether or not there is sufficient desire among the political bodies of the organizations involved to continue with the process.

Implementation begins with that important initial step. Based on the analysis completed by ESCI during this process, it is apparent that the study fire departments have historically worked well together and continue to do so today. While a spirit of cooperative efforts currently exists, opportunities exist for further improvement and increased efficiency. It would make sense that these organizations continue efforts to work more closely together. Any of the methods discussed previously can accomplish this. Which method is ultimately chosen is a policy decision placed squarely in the hands of the elected officials within each community.

Using the information developed, ESCI draws certain conclusions regarding the participating municipalities and fire districts and the opportunities for collaboration. A summary of those findings follows.

All Nine Agencies are Interdependent

The fire departments depend upon each other and surrounding neighbors for mutual aid and automatic aid assistance during emergency incidents. As stand-alone agencies, each would be challenged to effectively combat a significant, multiple alarm fire, or other major incidents, without assistance.

Each Agency Values Customer Service

During the work leading to this report, each fire department consistently focused on serving those who live, work, and play in the area. Each agency is proud of its community and works hard to care for it.

Each Agency Strives to Meet the Expectations of its Customers

The departments each display considerable efforts to ensure that they provide acceptable levels of service to their communities.

Each Agency Needs Operational and Administrative Improvements

Although the need varies between the nine agencies, important gaps were identified in each organization. Those needs are identified in the *Evaluation of Current Conditions* section of the report. Many of the improvements identified in this report are easily achievable by combining effort in some manner with the other agencies.

Cultural Differences Exist

Organizational culture is one of the most important factors impacting the success or failure of a cooperative effort. Without question, it is also the most difficult aspect to evaluate, and it is challenging to predict the effect that different internal cultures will have on collaborative strategies. However, these nine organizations demonstrate more similarity than differences from a cultural standpoint. Some differences do exist, none of which prohibit collaboration, but they will need to be considered and addressed in future cooperative efforts.

Communication Among Agencies is Effective

As a result of the close collaboration on numerous operational issues, the dialogue is effective between all nine agencies. The current level of communication must be maintained and further enhanced in the future.

Multiple Functional Cooperative Efforts Phases are Feasible

ESCI has identified four phases for functional cooperation in this report. These undertakings can be accomplished while the organizations participate in the existing IGA model, from a governance standpoint, the only requirement to move forward with them is an agreement to do so. At a minimum, it is recommended that as many of the identified functional strategies be evaluated and implemented as possible.

All Agencies Share a Common Fiscal Year

All nine agencies, including other districts served through contractual arrangements, share a common fiscal year, July 1 through June 30. Budget development and adoption procedures are closely aligned, and most use identical or similar accounting procedures. This facilitates cooperative efforts.

Debt Service and Additional Voter-Approved Tax Levies

Several of the entities have varying levels of long-term debt that need to be considered in any cooperative effort. Further, some of the entities have separate voter-approved debt service or other tax levies beyond the permanent levy, which would need to be considered.

District Fund Balance Variability

While municipal departments are typically part of a city general fund whose fund balance would not be a factor in future cooperative efforts, fire districts do carry fund balances that need to be considered. Several of the districts are in a strong financial position with healthy fund balances, and with permanent and/or additional voter-approved tax levies will more than sustain current operations. On the other hand, several of the districts are less able to sustain future operations with their current tax rates and shrinking fund balances. This is an issue that will require further consideration.

Value of Capital Assets

Each entity maintains its own inventory of fixed and mobile assets, including fire stations, training and maintenance facilities, apparatus, and capital equipment. Some of these assets may be the subject of short or long-term debt. The condition, age, and the residual value of all of these assets is an issue for negotiation between the parties in any cooperative effort.

Combining All Nine Agencies is Feasible

Given the above findings, all strategies presented in this report are feasible. Each presented strategy moves across the spectrum of partnership options from maintaining the status quo at the low end of the scale, to enhanced contracted service options in the middle, to full integration via fire district merger/annexation or a full consolidation through the formation of a new fire district.

Available Options

The following describes potential options applicable and available to the Yamhill County and Polk County fire departments and fire protection districts participating in this study.

Maintain Status Quo

This option maintains the current status of all of the organizations with changes. Each of the fire districts and municipal fire departments could simply continue to do business as usual, with no change to governance, staffing, or deployment of resources.

This approach has the advantage of being the easiest to accomplish while maintaining the independence of all organizations. What it lacks is a *joint* long-term commitment to work together cooperatively. It also tends to preclude the increased efficiency, effectiveness, ability to add additional services, and *possible* cost-savings that may be realized in a long-term integrated environment.

ESCI's Recommendations

It is recognized that Phase I: Expansion of the Existing Intergovernmental Agreement (IGA) to include all nine participating agencies is achievable with reasonable modifications to current IGA agreements. It is important to appreciate that one or more of the nine entities involved in this study may not wish to participate in any one or all of the four recommended phases. However, since each was a study participant, they are all included in the various analyses that follow for discussion purposes.

This model has proven to be an effective first step in the regionalization and is under consideration by all the participating agencies at varying levels. This current model is a good "test phase" and should be developed further to identify the benefits and limitations of the model. Once it is established that there is a desire to consider an enhanced and more integrated service delivery system, Phases II, III, and IV should be evaluated to determine if they are fiscally and operationally beneficial. The four transitional phases are briefly described as follows:

Phase I: Expansion of existing intergovernmental agreements to include all nine participating jurisdictions. ***Followed by;***

Phase II: Establishment of North Willamette Valley and Mid-Willamette Valley Fire Protection Districts. ***Followed by;***

Phase III: Operational unification through the establishment of a contract for services Regional Fire Authority (RFA) between the North Willamette Valley and Mid-Willamette Valley Fire Districts. ***Followed by;***

Phase IV: Legal Integration of the North Willamette Valley and Mid-Willamette Valley Fire Districts into the Willamette Valley Regional Fire Protection District.

This phased approach for an integrated regional fire protection system should result in the greatest efficiency and service capabilities available among the study participants.

ESCI sees this phased approach as the preferred integrated service delivery model that will ultimately result in a fully integrated service delivery system inclusive of the study area districts and municipalities. This option will provide a completely autonomous and integrated service delivery model and remove all governance, service delivery, and authority for fire services from the existing fire district boards and city councils. The ultimate governing board should include a proportional and representative board membership to ensure all communities and their unique and specific needs and desires are considered.

A key focus with this model should be collective bargaining and the establishment of a consolidated pay and benefits package that aligns or integrates existing and desired benefit package elements of the existing providers who have career personnel. Another area for consideration is the long-term management of tax rates, debt, the current capital and financial assets, and service delivery elements relating to the perceived fairness of costs and assessed values within the different communities. The fire district will need to provide an accounting of the service levels and locally generated tax dollars and how those dollars or equivalent service value is returned to the community. ESCI sees this option as plausible and beneficial if the desire is for a truly integrated service delivery system with autonomy and single source tax and revenue authority.

Phase I: Establishment and Expansion of Existing Intergovernmental Agreements

As an expanded form of cooperative efforts, existing IGA concepts could be expanded. Two or more agencies in the study area could implement the same or similar approaches currently used in the other agencies. Those approaches may be limited to administrative and support functions and other functional unification strategies, or may be inclusive of most, or all, operational elements based on the needs and desires of the participating agencies.

All the agencies collaborate today, in varying ways and degrees of cooperative interaction. Additional areas of functional and operational unification could include:

- Shared rules, regulations, and operating procedures (functional unification)
- Joint/Entry-level testing (functional unification)
- Human Resources management/administrative services (functional unification)
- Collaborative Duty Officer coverage (operational unification)
- Joint Fire Prevention services (functional unification)
- Shared Emergency Management services (functional unification)
- GIS mapping; Pre-planning services; Mobile Data Computer program (functional unification)
- Commonly managed volunteer programs (functional unification)
- Support Services (functional unification)
- Dispatch and communication

Potential IGA amendments could more closely unify the agencies that are involved in this study. The factor of autonomy is often viewed positively by agencies because it retains the governmental entity's ability to retain local control and decision-making. This methodology also includes the ability to withdraw from the arrangement in the future, if a party is dissatisfied with the result. However, the disadvantage of the autonomous approach is that it lacks long-term organizational commitment and the advantages that could be gained in terms of increased efficiency that are realized in a fully integrated long-term service delivery environment.

Phase II: Forming the North Willamette Valley and Mid-Willamette Valley Fire Protection Districts

NOTE: North and Mid-Willamette Valley Fire Protection Districts are names used by ESCI and does not imply the future names of these districts.

During this phase, it is recommended that all participating jurisdictions work together to coordinate and time the events leading up to the formation of two regional districts. Again, while it is understood that one or more of the nine jurisdictions may decide not to participate, the analyses that follow are based upon all partners participating since they are all parties to this study. Removal of one or more would affect the financial analyses to greater or lesser degrees that are unknown at this time. This effort should take place in a coordinated and simultaneous manner between all the jurisdictions, to ensure consistent and maximum information flow, messaging, and minimized confusion to the communities served. ESCI recommends these efforts begin as soon as possible with a target date for voter approval of the two districts in November 2021.

ESCI recommends that the City of McMinnville Fire Department (MFD), Amity Fire District (AFD), Dundee Fire District (DDF), Dayton Fire District (DFD), Lafayette Fire District (LFD), and the New Carlton Fire District (NCFD) form the **"North Willamette Valley Fire Protection District."**

ESCI recommends that the Sheridan Fire District (SFD), Southwestern Polk RFPD (SWP), and West Valley Fire District (WVFD) form the **"Mid-Willamette Valley Fire Protection District."**

Differing from a merger, the development of a district occurs when two or more fire districts are dissolved to form an entirely new fire district. Like a merger, employees and volunteers become members of the newly formed fire district. A newly elected Board of Directors for the newly created district replaces existing elected positions from the dissolving districts. New foundational documents, such as policies, ordinances, and resolutions must be created, requiring additional administrative work.

Municipal involvement is similar between the merger and consolidation scenarios, with an important exception. In Oregon, fire protection districts can be established to include municipalities. In many cases, the district provides fire protection throughout the district service area, which includes the city(s). In other instances, the municipality operates the fire department and provides contractual services to the district, which is the case between the City of McMinnville and the McMinnville Rural Fire Protection District.

As with a merger, the development of a new fire district requires the approval of both the municipal and district electorate. The process, in a study area of this size with multiple existing jurisdictions involved, is complex and requires significant planning and coordination.

Phase III: Operational unification through the establishment of a Regional Fire Authority (RFA) service contract between the North Willamette Valley and Mid-Willamette Valley Fire Protection Districts.

The operational unification strategy in Phase III takes the next step in the continuum of increased collaboration. Functional and operational collaboration move beyond shared service delivery and the two district formation initiatives discussed previously, in that the participating agencies respond to emergencies as one under a single host agency. Dispatch protocols are modified, equipment and personnel may be deployed differently, and municipal/district boundaries are erased to achieve the fastest and most efficient incident response from the closest station, without regard to jurisdictional boundaries.

In this instance, the operational response is largely unified under a single organizational structure. The fire departments remain independent in terms of governance and funding mechanisms, but from a service delivery perspective, they operate as one. An operational unification like this one is often viewed as a segue toward complete integration.

This concept could be expanded to include all the participating agencies. However, the process of doing so should include careful assessment of operational command staff capacity to address the expanded workload and would likely necessitate the inclusion of several current agency's command staff into the deployment and response composition. It is also important to note that the level of trust required to implement operational unification is very high since independence and autonomy in core mission activities (emergency operations) have been subordinated in favor of the preferred future state of complete integration.

Phase IV: Legal Integration of the North Willamette Valley and Mid-Willamette Valley Fire Districts into the "Willamette Regional Fire Protection District."

Oregon Law provides for the complete integration of agencies as described previously. All three forms of integration (merger, consolidation or annexation) require an affirmative vote of the electorate of the affected jurisdictions. The outcome of the three approaches is essentially the same, resulting in one legal entity (in this case, a fire district) where once there were many. The law addresses the apportionment of existing debt and the makeup of the resulting governing board. Of all options for shared service, legal integration requires exacting legal processes.

The integration of fire protection services involves a change in the governance of one or more entities; the process is guided by ORS 190, ORS 198, and ORS 478. Single-purpose governmental units (such as fire districts) typically have the power to merge and consolidate with other service providers much more freely. Cities frequently may annex neighboring fire districts to take advantage of economies of scale and more effectively plan for the orderly expansion of the city within its urban growth boundary.

In the State of Oregon, complete integration of fire districts can be accommodated in one of two ways by statute: merger or consolidation.[38,39]

As mentioned above, a merger is the complete integration of two or more districts into one. One is absorbed into and becomes part of another agency. For two or more fire districts to merge, one or more ceases to exist (merging agency), and the other becomes the surviving entity (merger agency). The employees and volunteers of the merging agency are transferred to the merger agency, and the elected positions are either eliminated from the merging district or brought into the merger district through an agreement to re-configure the composition of the Board of Directors.

A merger between the study districts would require agreement about which agency will be the surviving agency and which agency will dissolve into the surviving agency. The merger is subject to the approval of the respective boards and the communities' voters.

[38] Oregon Revised Statute 198.705(14).
[39] Oregon Revised Statute 198.705(5).

Analysis of Shared Services Options

In the following section, the strategies for shared services that were identified above are further detailed, and their feasibility is evaluated.

The decision to establish a single regional agency can be a daunting task, whether attempted in one step or in a phased approach as recommended here. When the participating agencies include multiple fire districts and municipalities, the process becomes even more complex and challenging. ESCI identified two key considerations that serve as a litmus test for determining the feasibility of a given strategy.

Sustainability

The first factor to consider in evaluating the strategies is containing costs and/or reducing them. Any partnership should be evaluated by its positive or negative impact on the projected fiscal condition by avoiding future costs, improving efficiency, and/or eliminating redundancies. These criteria should be evaluated not just in the short term, where some transition costs may spike initially, but when viewed into the foreseeable future.

It must be emphasized that mergers or consolidations should not be undertaken solely with the goal of reducing costs. While this may be a benefit, reduced costs may not be immediately apparent and may only result from avoidance of future increased costs incurred were the participating entities maintained as stand-alone departments. This leads to the second and no less important factor when considering shared services in any form.

Service Delivery

The second factor which must be included in the evaluation is the service level the participating agencies currently provide compared to any service level enhancement opportunities gained through a partnership. Typically, this is viewed as the emergency response delivery system. However, other services such as training, maintenance, and specialty functions may also fall under service delivery. In fact, many entities fail to consider service delivery of "back office" or other support functions such as budget and finance, human resource management, information technology, legal and risk management.

Fire stations need to be located strategically so that equipment and personnel can respond in their jurisdiction within an acceptable time frame. Stations should also be sited in a manner that provides adequate coverage overlap while avoiding excessive redundancy. Each respective study agency's fire stations are located to provide an acceptable level of service to their existing service area. However, their current location does not account for potential response available from non-participating agencies. Along with station location, staffing configuration at the respective facilities will impact response performance and reliability.

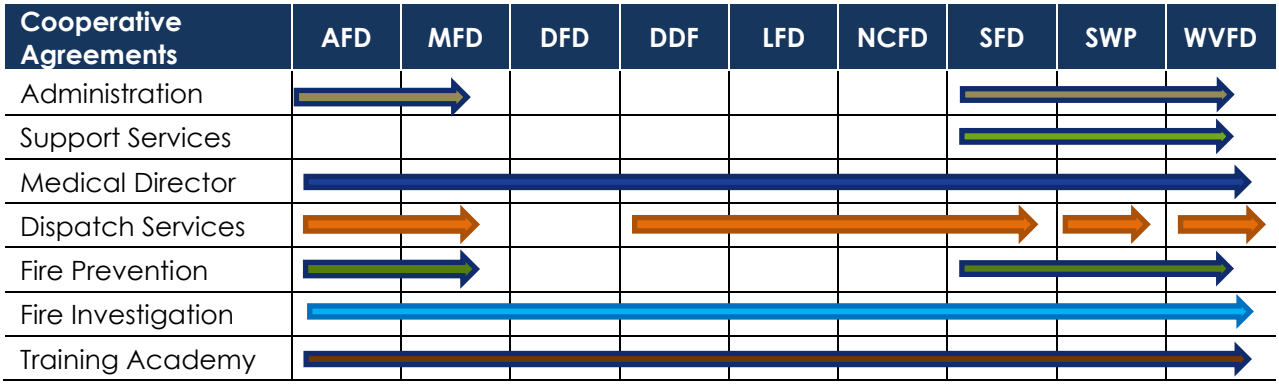
With the above in mind, the following regional strategies are analyzed for their impact on sustainability and/or service delivery while identifying opportunities for increased efficiency wherever possible. ESCI recognizes that service delivery and its future sustainability must be viewed with equal importance.

ESCI has provided a phased regional service delivery and governance implementation approach that will provide enhanced service levels within the available financial and operational resources. The following discussion provides details and a template for implementing each of the four proposed service delivery phases.

Phase I: Expansion of Existing Shared Services

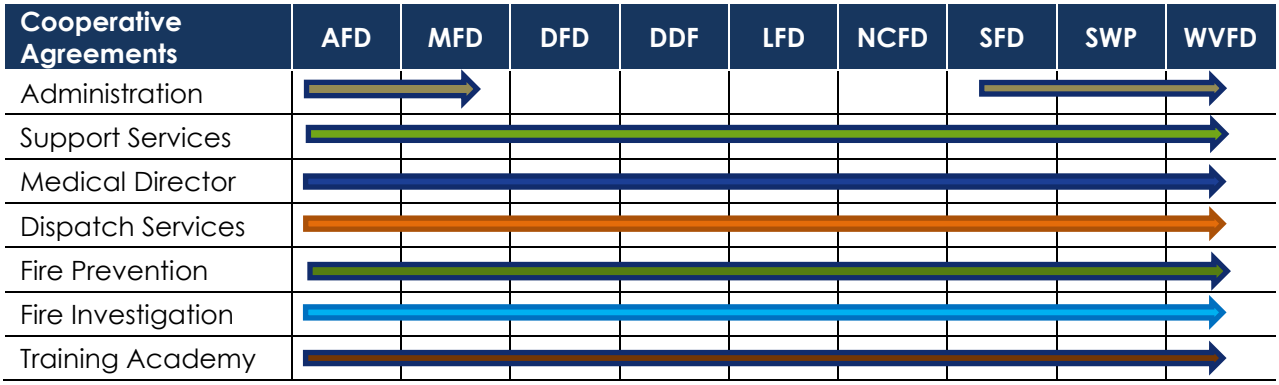
The initial phase builds upon the existing IGA agreement between the participating agencies. Figure 122 displays the current IGA functions that are currently in place. These IGAs have been previously established and deemed fair and equitable by the participating agencies.

Figure 122: Current Cooperative Agreements



Phase I would expand these existing contractual services to include Support Services, Dispatch, and Fire Prevention for all the participating agencies. Figure 123 shows the integrated services upon completion of Phase I. This model will serve as a transitional step to allow the participating agencies to refine and build upon the existing service delivery platform to work toward the Phase II, III, and IV service delivery models that result in a more integrated and fully consolidated regional fire protection model. This model would fully integrate Support Services, Medical Direction, Dispatch Services, Fire Prevention, Fire Investigation, and Training through IGAs between all the participating agencies.

Figure 123: Phase I Cooperative Agreements



Level of Cooperation

The current level of cooperation between the participating agencies is expected to continue with increased participation from all agencies in every category except administration and governance. The expanded IGA will result in enhanced, seamless response, resource availability and efficiency, as well as enhanced sharing of dispatch, training, and other support service resources. This option will serve as a good opportunity to establish the relationships, regional efficiencies, and policy initiatives needed to evaluate the feasibility and desire for a future, fully integrated consolidation option described in the Phase II Models.

Estimated Timeline for Completion

Implementation is immediate for the current agencies sharing resources. Once the decision is made to expand the regional model, a timeline for the agencies willing to participate in a unified IGA service model for the designated categories will need to be developed. Some services can be implemented immediately with some, such as dispatch and communications, taking more time. These recommended, enhanced IGA agreements can be reasonably established within 180 days, with the exception of dispatch and communications, which may take additional time to implement (up to 1-year depending on contract negotiations, system setup, policy changes, and system integration capabilities). The issues identified below for this strategy will need to be addressed and build seamlessly upon the existing regional and IGA cooperative agreements.

Affected Stakeholders

All nine agencies' members and their constituencies will have either maintained regional service delivery benefits or enhanced capabilities and efficiencies at some level. Any agency choosing not to participate in the regional IGAs will have missed efficiency and effectiveness opportunities with potential negative impacts on their long-term financial, administrative, and operational capabilities and sustainability.

Summary/Objective of Strategy

With a decision to build upon the existing IGA agreements and regional delivery system, the agencies will have proactively decided to maintain and build upon the value derived from existing shared services, which are considerable in these study agencies. There will be a service and capability enhancement as all nine participating agencies become part of a regional service delivery system that provides shared and integrated Support Services, Medical Direction, Dispatch Services, Fire Prevention, Fire Investigation, and Training services.

ESCI Guidance

Elected officials and administrative staffs should ensure that discussions and decisions related to this strategy focus on the desired outcomes and best interests of the communities served. A decision to maintain and expand the existing IGA service delivery model does not necessarily mean future collaborative efforts are off the table. On the contrary, this can serve as a beneficial transitional step in establishing an efficient and high-performance regional fire service delivery system. Increased efficiency and enhancement of service capabilities should continue to drive decision-making. These benefits and enhanced capabilities can be expanded upon further with the Phase II service delivery models.

Based on ESCI's evaluation of the current shared services by the participating jurisdictions, ESCI recommends the following agencies provide the recommended regional services:

Figure 124: Agencies to Provide Regional Services

Service	Agency
Support Services	McMinnville Fire Department
Medical Director	Dr. Heiser, Board Certified Emergency Physician
Dispatch Services	Yamhill Communications Agency (YCOM)
Fire Prevention	McMinnville Fire Department
Fire Investigation	McMinnville Fire Department
Training Academy	McMinnville Fire Department

Special Considerations

This strategy continues to afford the elected officials with a high level of control. However, as described in the previous section, key decisions must be made by each of the agencies if this strategy is adopted.

The expansion of the current agreement to include all nine agencies will require a commitment by the fire districts and the municipalities to participate in the existing regional model. A committee representing all participating entities should identify and agree on which agency will host the recommended service categories and what cost allocation methodology will be utilized.

There should also be an educational initiative undertaken and a future Phase II options committee established to discuss the desired outcomes of the Phase I regional system expansion, and what regional aspects and metrics, if any, should be evaluated for future Phase II model option consideration.

Needs and key recommendations identified in the *Current Conditions* section of this report lists areas in which the study agencies can, and should, make improvements. Those areas should be carefully evaluated as part of determining future needs under this approach.

Policy Actions

The existing system participants will need to support the expansion of the service delivery model. All nine jurisdictions will need to authorize their respective Fire Chief or authorized representative to negotiate and initiate a contract for service with the identified hosting agencies for the identified regional service delivery elements. Contracts for recommended services will need to be approved by the authorizing boards or councils and coordinated to ensure consistency in adoption and implementation.

Fiscal Considerations

Financial analysis for this phase should build upon the existing jurisdictional IGA agreements and cost-sharing methodology. The total to be paid by each participating jurisdiction under the IGA will be in accordance with existing cost allocation strategies being utilized or as amended and agreed to by all participating agencies. The agencies should evaluate the potential for cost savings and then compare to existing costs for each agency. Savings should be shared across all agencies proportionate to their share of the current total cost.

The following figure provides a template for the agencies to examine how the existing costs could be collected and then compared to Phase I costs for the same services. Support services would be defined and include all personnel (full or fractional FTE providing that service) and associated materials and services costs. The support services area could be further broken down into specific areas such as administrative support, budget & finance, IT, HR, Legal, Audit, facility and apparatus maintenance, and others as needed. The degree to which the template is expanded or contracted would be based upon the level to which the agencies agreed to share services. The percent contribution from each agency to the total cost of the service identified would be decided using one of the factors discussed later in this section or a composite of several of those factors such as population, service area, call volume, resources, etc.

Figure 125: Template for Shared Services IGA Financial Analysis

Fiscal Year 20–21	Fire District #1		Fire District #2		City #1		City #2		TOTAL	
	Cost	FTE	Cost	FTE	Cost	FTE	Cost	FTE	Cost	FTE
% CONTRIBUTION										
Support Services										
Administrative										
Budget/Finance										
IT										
HR										
Facilities										
Fleet										
Medical Director										
Dispatch Services										
Fire Prevention										
Fire Investigation										
Training										
Current Total										
Phase I Total										
Cost Savings/Increase										

Issues & Impacts

Implementation of this strategy creates no additional issues or impacts of any significance for existing participating agencies. For this phase, the districts and cities will need to establish an implementation committee to address the administrative, financial, operational, and community-specific needs. Participating in a regional service delivery model while maintaining local and cultural identity is of the utmost importance to all the participating agencies. Careful and deliberate attention needs to be paid to a smooth transition that builds upon the foundational elements of each city and district, and which may result in a net reduction of cost and/or enhanced services to the communities served.

Phase II: Creation of the North Willamette Valley and Mid-Willamette Valley Fire Protection Districts

ESCI recommends the creation of a North and Mid-Willamette Valley Fire Protection District in this phase. As described and analyzed in the following, the formation of this district with the six Northern and three Mid-Valley participating agencies is feasible and will create operational and financial opportunities that would benefit the communities and regions served. As described previously, ESCI recommends a coordinated effort with Phase II and recommends all participating agencies work together on the formation and public elections to establish the North and Mid-Willamette Valley Fire Protection Districts. The following is a sample organizational chart, followed by a detailed financial analysis and models.

Figure 126: Notional Organizational Structure for the North Willamette Valley and Mid-Willamette Valley Fire Protection Districts

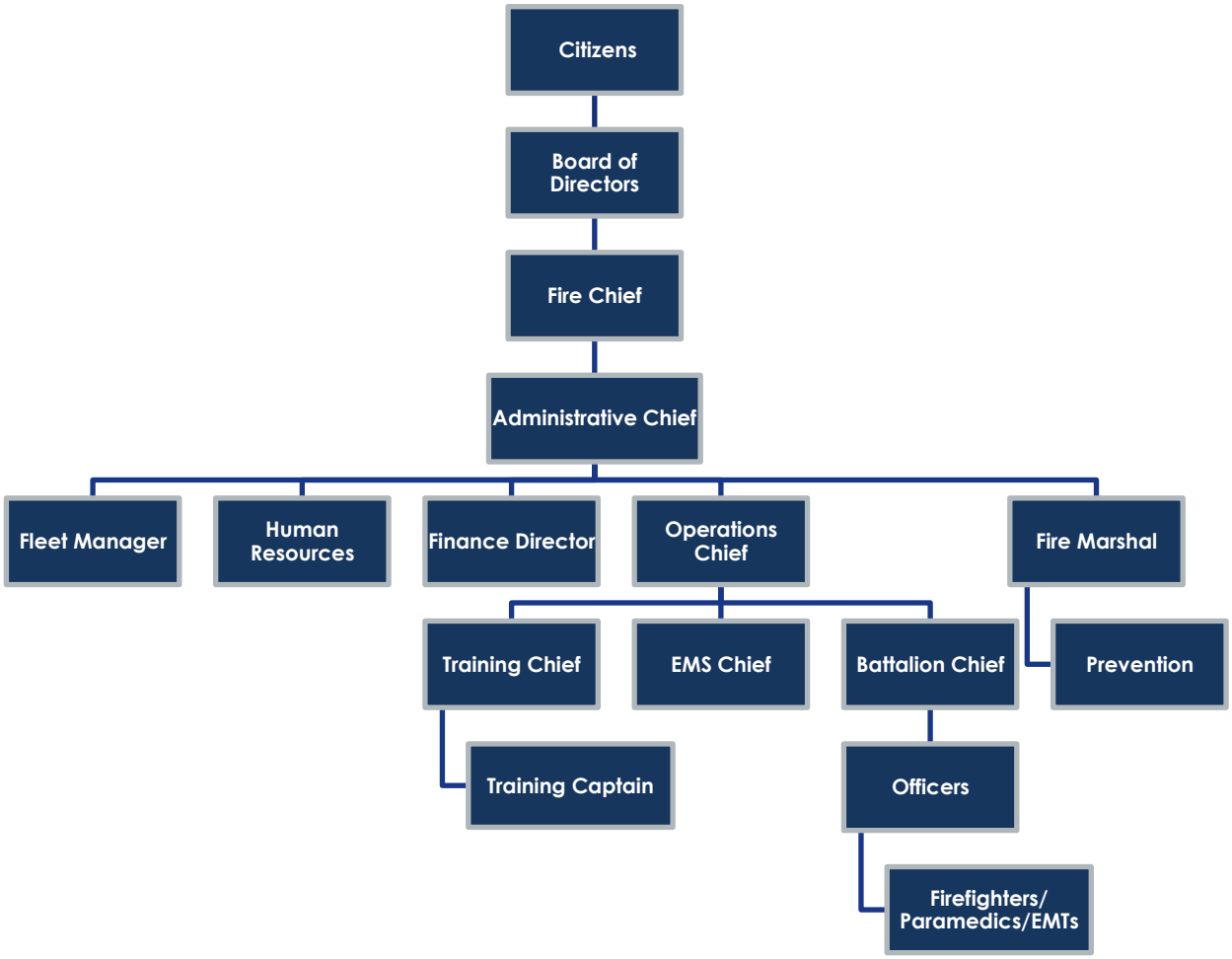


Figure 127: Notional Service Area Map for the North Willamette Valley Fire Protection District

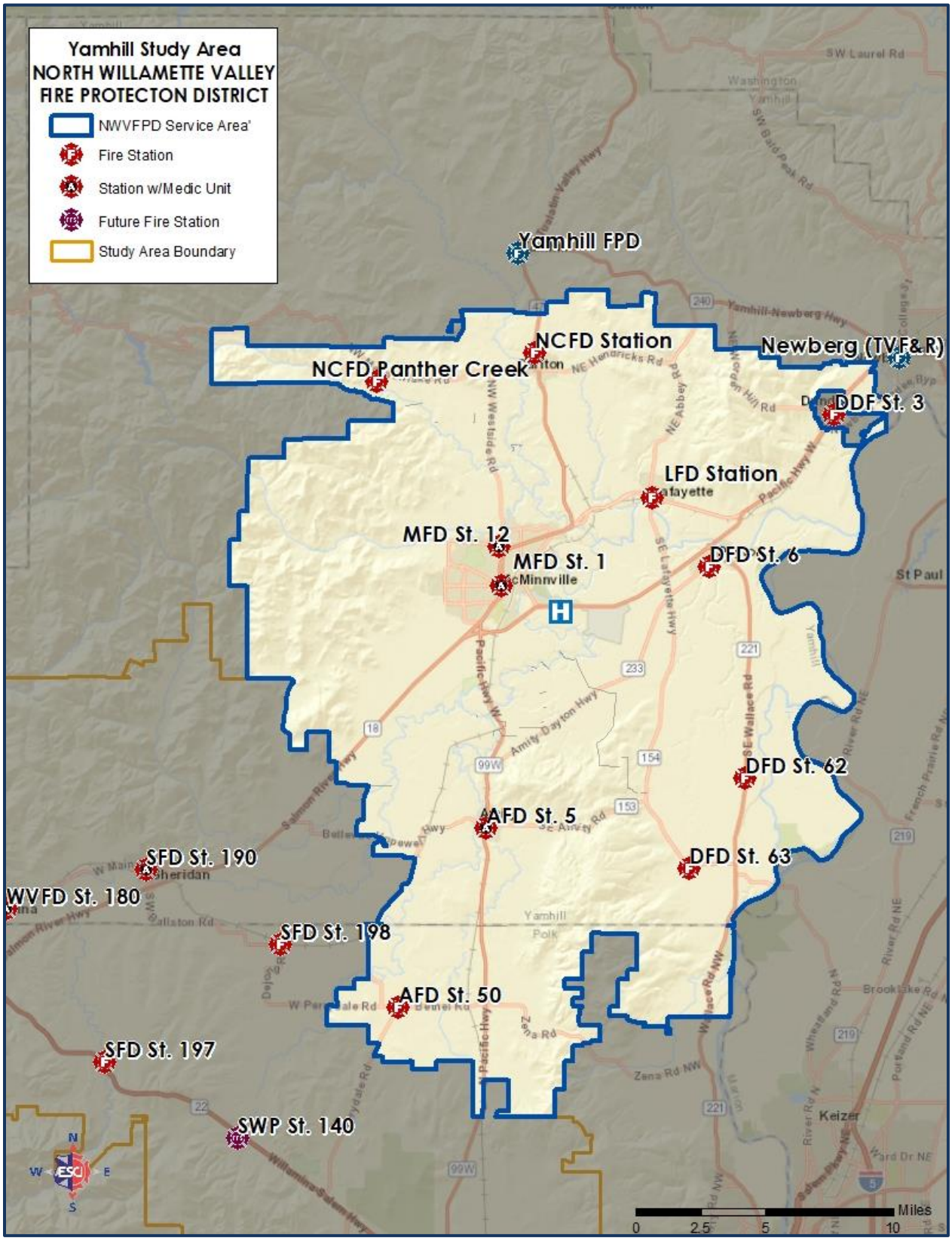
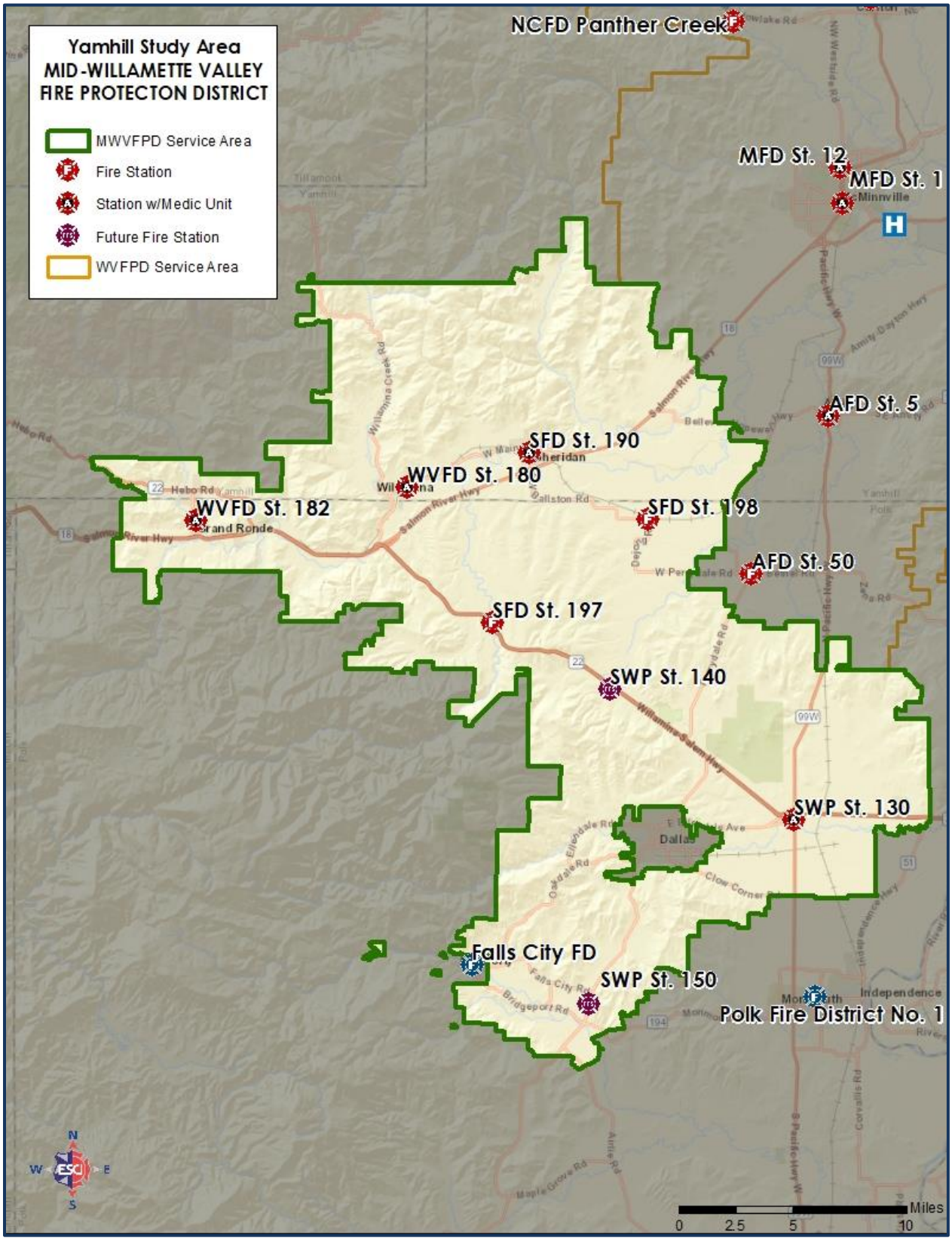


Figure 128: Notional Service Area Map for the Mid-Willamette Valley Fire Protection District



Level of Cooperation

This strategy requires the highest degree of cooperation between agencies of any of the integration options. Pursuant to ORS 198.800, a petition filed with the county board of the principal county may initiate the formation of a special district. If the proposed district includes territory within a city, a certified copy of the resolution of the city's governing body approving the petition must be filed with the petition. The State Fire Marshal's Office is required by law to assist in the formation of fire protection districts and can be an excellent resource. In addition, the insurance industry and others who have gone through this process can be of significant assistance.

It is best to start this process with the formation of a planning committee. ESCI recommends a joint planning committee to coordinate formation efforts and timing for participants in both the proposed North Willamette Valley and Mid-Willamette Valley Fire Protection Districts.

ESCI recommends that the planning committee include elected representatives from each of the participating agencies as well as qualified community members, fire department executive staff, a legal representative, and other appropriate subject matter experts. The planning committee is responsible for creating a petition that is filed with the county board of the principal county. The fire district petition serves as the basis for the charter of the newly formed entity and outlines the services, service level standards, budget, funding mechanism(s), governance, and any other specific considerations as required in ORS 198.705 to 198.755. It becomes the plan that voters are asked to approve when voting on the formation of the fire district.

Estimated Timeline for Completion

It is likely that the formation of a fire district planning committee, the development of a fire district petition, educating the constituents of the affected agencies, holding an election, and transitioning from the current governance structure to the new governance structure will take at least eighteen months to two years.

Affected Stakeholders

As in the merger/annexation scenario, the citizens of each agency are affected by this strategy, since the agency currently providing service will give way to the new fire district.

The elected officials from both cities and the existing four fire districts in the study area will be significantly impacted. Since the governing statutes do not require a specific number of governing board members to serve on a district board, the district petition can call for as many, or as few, board members and how they will be selected or elected, as the planning committee deems appropriate. While conventional wisdom calls for an uneven number of governing board members to make up the governing board to avoid tie votes, ESCI is aware of some districts with an even number of members, although it is not recommended. The existing city councils will no longer have authority or responsibility to provide fire protection, and the former fire district boards will be disbanded.

Personnel from all the study area agencies are likely impacted since the fire districts will likely be redesigned to take advantage of efficiencies, develop a more effective deployment model, and pooled resources are likely to modify the dynamics each of the nine agencies are used to operating within.

Summary/Objective of Strategy

This strategy combines all nine agencies into one of two new fire districts. From an operational standpoint, the new fire districts will serve the entire nine-agency region under study. From a governance standpoint, the governing board make-up will change with representation from each participating agency as determined by the planning committee and submitted in the approved petitions and, subsequently, the fire district charters.

ESCI Guidance

Informal discussion between the participating agencies is necessary to determine the level of interest in considering this strategy. Assuming the parties agree to pursue this strategy, it would be wise to gain perspective from other city and fire districts that have formed a consolidated fire district and review other fire district petitions that have been successfully adopted. It would also be prudent to obtain legal counsel as the planning committee meets, and the fire district petition is formulated before submitting the finished product to the required boards and, subsequently, the voters. It will also be necessary to communicate with existing constituencies, both internal and external, on the value and benefits of pursuing this option.

Transfer of personnel from existing fire districts and cities to a new fire district is outlined in statute and detailed in the approved petition. Under a new fire district configuration, personnel from the agencies joining forces in the new fire district become employees and members of the new organization, including career and volunteer personnel. Unless an agreement for different terms of transfer is reached between the collective bargaining representatives of the transferring employees and the participating fire protection jurisdictions, effort should be made for existing employees to retain the rights, benefits, and privileges they had under their pre-existing collective bargaining agreements. While silent in the same statute, this practice should also pertain to non-represented employees.

Special Considerations

It is important to establish a fire district petition and economic feasibility report for each new district, which addresses all the various services, service levels, governance, funding mechanisms, asset transfers, debt liabilities, and structure. The difficulty is adopting a petition and economic feasibility report, which makes clear the intent of the parties without tying the hands of future elected officials. If circumstances change that necessitates significant modification to the fire district petition for sustainability or effectiveness and those modifications are regarding the substance of the petition, it may require voter approval to make the changes.

Another consideration in forming a new fire district is to address employee retirement plans in existence with cities and districts and how they can be grandfathered or changed to meet the needs of the new fire district without unnecessarily negatively impacting the current employees transferring to the new fire district. Also, given the desire for local identity and influence by the participating agencies, consideration should be given on how to maintain a local identity and opportunity for community and city council input on decisions of importance and significant financial impacts to the communities. A fire advisory committee that reports to the fire chief and district board for each of the new fire districts may be an important measure to ensure the new fire district staff and board stay in touch and remain responsive to the communities they serve.

Policy Actions

ESCI's review and discussion of Oregon's State Law on this topic have been necessarily brief, only sufficient to ensure that basic provisions for the formation of a new fire district exist. As always, we emphasize that we are not qualified to give legal advice. We recommend that study agencies consult with legal counsel experienced in such matters before undertaking this strategy.

The following steps are general guidelines to follow for the formation of both new fire districts and are important initial steps to form a fire protection district. Although the law does not require the following steps, they are recommended as a good basis for creating interest and support in the merger and annexation into a merged fire district.

Form a Stakeholder Committee

Proportional representation from each participating agency, including senior fire administration and budget and finance personnel, should be prioritized. Even in this earliest stage, the committee would find the assistance of an attorney familiar with special district formation and election law invaluable.

The committee should establish the sources of financial support and responsibility for initiating the formation as early as possible. Costs will include, but may not be limited to, obtaining a bond to accompany the formation petition, possible election costs, and printing. These costs are refundable only if the district is formed. Whoever provides the money must carry the loss if the district is not formed.

Develop a Fire District Formation Petition

In developing the petition for formation, the committee should determine the following:

- The probable area to be served (rough boundaries should be established).
- The estimated assessed valuation of the area to be served.
- The estimated potential revenue that could be derived from a tax rate.
- The enhanced level of protection that will be provided by a reasonable tax.
- The possibility of a merger and or annexation to an existing district.
- A plan of how to fund the established districts (operational and capital costs).

ORS 198.749 requires that an economic feasibility study be conducted by those people designated as chief petitioners/planning committee (professional help is suggested).

Economic Feasibility Statement

In developing the economic feasibility statement, the committee should consider the following:

- A description of the services and functions to be performed or provided.
- An analysis of the relationships between those functions or services and existing or needed services.
- A proposed first-year line-item operating budget and a projected third-year line-item operating budget that demonstrates the feasibility of the proposed permanent tax rate required under ORS 198.750(1).

This statement shall form the basis for the proposed permanent tax rate limit for operating taxes. It is difficult to pass an operating tax levy as such votes are limited to biennial primary elections (at which the 50/50 requirements must be met) and general elections. Although the 50/50 requirements do not apply to general elections, the competition for approval is steep, as voters will probably also be asked to approve many other formations and local option levies at that time.

Develop Promotional Materials and Standardized Presentations

Promotional materials, such as handouts and standardized presentations, and talking points should be developed and distributed as widely as possible. Special attention should be paid to making all property owners within the proposed districts and annexed cities aware of the proposal. The material should:

- Discuss the proposal.
- Outline the proposed boundaries of the district.
- Briefly describe the benefits and announce the time and place of a public meeting held to discuss the proposal.

Conduct Community Outreach for Each Participating Community

At public meetings and local civic and community groups, the committee should gauge and evaluate community interest. It should also:

- Present its recommendations.
- Present and review the district formation proposal utilizing knowledgeable speakers, such as an attorney or a representative of the participating fire departments and/or fire districts or other subject matter experts, as needed.
- Review the estimates for initial outlay and continuing costs for the proposed level of protection.
- Present local city or district fire officials from the participating jurisdictions to voice their support and benefits of the new fire district.
- After the time has been given to answer questions from the attendees, those attending should be polled to determine if there is enough support to petition the county board on the matter of formation. With sufficient interest in the measure, the committee should begin the process of performing the next steps of district formation.

Fiscal Analysis

The financial elements of district formation and consolidation are different. The estimates and analysis presented are dependent on the outlined assumptions and subject to change depending on actual factors that influence revenue and expense. Key assumptions used in the assessment are followed by high-level estimates of revenue, expense, and the net impact on fund balance over the five-year period FY 2022 through FY 2026. This section concludes with a notional summary of financial considerations associated with the consolidation strategy. The figures shown in the summary may vary considerably given different assumptions as the process moves forward and is only intended as a rough indicator of how district formation may affect estimated millage rates for the participating parties over time. Operational millage rates in the forecast beginning with FY 2021 are calculated rates and may not reflect actual current permanent or voter-approved levy rates.

The fiscal analysis begins with a comparison of FY 2021 adopted or estimated financial resources and expenses of the six partner agencies recommended for the North Willamette Valley Fire District and the three partner agencies recommended for the Mid-Willamette Valley Fire District, assuming all study partners choose to participate. For comparison purposes, the Dundee and McMinnville Rural Fire Protection Districts are broken out even though services are provided to them via contract from the City of Dundee and the City of McMinnville, respectively.

The following figures provide summaries of recurring and non-recurring revenue sources as well as any fund balance, if applicable. Those departments that are part of a municipal general fund (Dundee, Lafayette, and McMinnville) do not show a fund balance that might be available as part of the new district's resources except where they have capital resources maintained in funds separate from the GF. Tax revenues for those city departments represent a portion of undesignated city general revenues (assumed to be taxes for purposes of this analysis) necessary to fully fund the departments beyond fire department-specific revenues and operational mill levies are calculated as if these departments were funded separately from the respective city general funds.

Charges for Services include ambulance billing, prevention activities, etc. As mentioned, the columns for Dundee and McMinnville do include the Dundee and McMinnville rural fire protection districts to which they provide services under contract, which are shown separately. The analysis here does not include either the expenditure by the district or the revenue for the municipality derived from the service contracts as these are net zero. Other recurring revenues include FireMed revenue where applicable and the Reimbursement/Conflagration line includes GEMT reimbursements, where applicable. The final column shows total revenues and fund balances for all agencies combined, as estimated for FY 2021. This column is used as a starting point to examine projected revenues and expenses for each of the potential new districts.

Figure 129: FY 2021 Adopted/Estimated Revenue and Expense for North Willamette Valley Fire District Partners

Resources	Agency								
	AFD	DFD	DDF[3]	DRFPD[3]	LFD	MFD[4]	MRFPD[4]	NCFD	Total
Taxes—Current Year[1]	695,423	595,908	543,524	187,541	517,222	4,590,175	504,939	413,145	8,047,878
Taxes—Prior Year	15,000	20,000	0	8,000	0	-	23,936	13,000	79,936
Interest/Earnings	4,000	20,000	0	500	13,500	15,200	15,000	9,300	77,500
Charges for Services[2]	0	0	0	0	0	3,668,000	0	100,000	3,768,000
Other[5]	0	0	150,000	0	0	228,000	0	0	378,000
Recurring Revenue	**714,423**	**635,908**	**693,524**	**196,041**	**530,722**	**8,501,375**	**543,875**	**535,445**	**12,351,314**
Grants	5,000	0	0		0	0	0	0	5,000
Sale of Surplus	500	0	0		0	0	0	0	500
Reimb/Conflag[6]	68,500	48,200	0	0	0	252,000	0	0	368,700
Miscellaneous	1,000	5,000	535,600	500	0	116,202	0	5,000	663,302
Non-Recurring Revenue	**75,000**	**53,200**	**535,600**	**500**	**0**	**368,202**	**0**	**5,000**	**1,037,502**
Beginning Fund Balance	**49,096**	**241,668**	**0**	**162,450**	**5,496,500**	**0**	**700,876**	**618,016**	**7,268,606**
TOTAL RESOURCES:	**838,519**	**930,776**	**1,229,124**	**358,991**	**6,027,222**	**8,869,577**	**1,244,751**	**1,158,461**	**20,657,422**

[1]For municipal departments, this includes non-specified general revenues required beyond fire service-specific revenues to meet expenses.

[2]Includes ambulance billing and collections revenue for transporting agencies.

[3]City of Dundee contract revenue and Dundee RFPD contract expense excluded since they are net zero.

[4]City of McMinnville contract revenue and McMinnville RFPD contract expense excluded since they are net zero.

[5]Includes revenue from FireMed.

[6]Includes GEMT reimbursements and Conflagration/wildfire reimbursement from state and other sources.

Expense	Agency								
	AFD[1]	DFD[1]	DDF[2]	DRFPD[2]	LFD	MFD[3]	MRFPD[3]	NCFD	Total
Personnel Services	30,780	211,059	540,200	0	179,584	7,235,621	0	117,120	8,314,364
Materials & Services	386,387	218,700	107,300	12,797	154,500	1,459,057	83,208	211,500	2,633,449
Debt Service	312,212	123,650	150,200	80,498	183,138	115,291	0	113,325	1,078,314
Recurring Expense	**729,379**	**553,409**	**797,700**	**93,295**	**517,222**	**8,809,969**	**83,208**	**441,945**	**12,026,128**
Land	0	0	0	0	0	0	0	0	0
Buildings	109,140	0	5,000	0	2,614,000	0	0	5,000	2,733,140
Equipment	0	0	22,800	1,000	626,500	413,100	42,000	165,000	1,270,400
Apparatus	0	377,367	535,600	0	0	45,000	0	0	957,967
Non-Recurring Expense	**109,140**	**377,367**	**563,400**	**1,000**	**3,240,500**	**458,100**	**42,000**	**170,000**	**4,961,507**
TOTAL EXPENSES:	**838,519**	**930,776**	**1,361,100**	**94,295**	**3,757,722**	**9,268,069**	**125,208**	**611,945**	**16,987,635**

[1]Adopted FY 2021 expenditure budget reduced to provide for a balanced budget.

[2]City of Dundee contract revenue and Dundee RFPD contract expense excluded since they are net zero.

[3]City of McMinnville contract revenue and McMinnville RFPD contract expense excluded since they are net zero.

Figure 130: FY 2021 Adopted/Estimated Revenue and Expense for Mid-Willamette Valley Fire District Partners

Resources	Agency			
	SFD[4,5]	SWP[6]	WCFD[2]	Total
Taxes—Current Year	710,000	895,000	600,000	2,205,000
Taxes—Prior Year	0	0	0	0
Interest/Earnings	0	102,000	0	102,000
Charges for Services[1,2]	650,000	0	1,150,000	1,800,000
Recurring Revenue	**1,360,000**	**997,000**	**1,750,000**	**4,107,000**
Grants	0	0	0	0
Sale of Surplus	0	0	0	0
Reimb/Conflagration	0	0	0	0
Miscellaneous[5]	2,176,000	433,000	85,000	2,694,000
Non-Recurring Revenue	**2,176,000**	**433,000**	**85,000**	**2,694,000**
Beginning Fund Balance[3,6]	**1,359,320**	**5,672,000**	**110,000**	**7,141,320**
TOTAL RESOURCES:	**4,895,320**	**7,102,000**	**1,945,000**	**13,942,320**

[1] Includes revenue from ambulance user fees, collections, GEMT reimbursements, and FireMed.

[2] Includes revenue from contractual services provided to other agencies.

[3] Fund balance force matched to adopted FY 2021.

[4] Contractual revenue from SW Polk, West Valley excluded to match exclusion from respective expenditures.

[5] Reflects $2.1 million seismic grant.

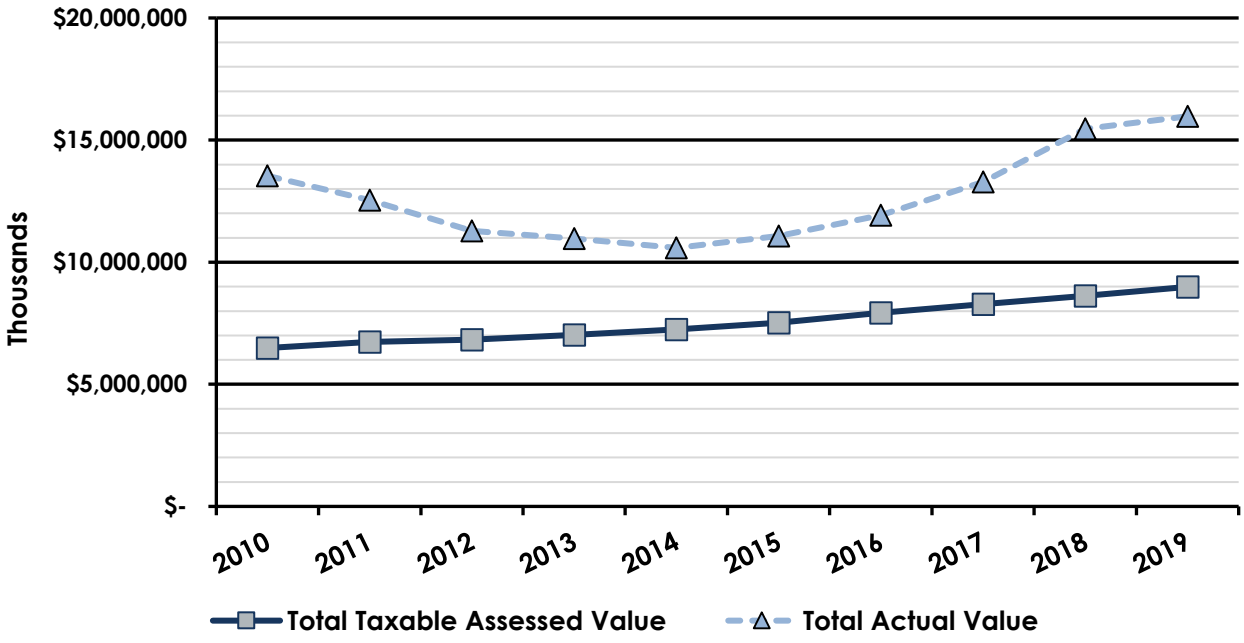
[6] Fund balance reflects remainder of $5.5 million bond revenues.

Expense	Agency			
	SFD	SWP[1]	WCFD[1]	Total
Personnel Services	2,195,000	0	1,090,000	3,285,000
Materials & Services[1]	505,393	635,000	397,000	1,537,393
Debt Service	0	412,000	0	412,000
Recurring Expense	**2,700,393**	**1,047,000**	**1,487,000**	**5,234,393**
Land	0	0	0	0
Buildings	2,365,000	3,500,000	0	5,865,000
Equipment	0	0	0	0
Apparatus	380,000	1,500,000	50,000	1,930,000
Non-Recurring Expense	**2,745,000**	**5,000,000**	**50,000**	**7,795,000**
TOTAL EXPENSES:	**5,445,393**	**6,047,000**	**1,537,000**	**13,029,393**

[1] Contractual payment to Sheridan subtracted from Materials & Services budget.

Yamhill County is the county to which the petition to form the new districts would most likely be addressed and it is useful to examine the historical trajectory of total taxable assessed value versus total actual value for property within the service area to determine an average rate of increase that might be applied to future properties within the new districts. Figure 131 shows the historical trend of increasing taxable assessed value for the county from 2010 through 2019.[40] Total taxable assessed value, less exemptions, has increased from almost $6.5 billion in 2010 to just under $9 billion in 2019, an increase of 38.6%. Although fluctuating somewhat, the average annual rate of increase in value has been 4.2%.

Figure 131: Yamhill County Total Taxable Assessed Value versus Total Actual Value, 2010–2019



[40] Yamhill County Department of Assessment and Taxation in; Yamhill County Comprehensive Annual Financial Report 2019.

Applying the average annual increase in total assessed taxable value of 4.2% to the FY 2020 total taxable assessed values for each respective partner jurisdiction yields the amounts shown on the second row of the following figure for the North Willamette Valley Fire District. Using the FY 2021 debt service amounts for each agency (plus contracted districts as applicable) yields an equivalent debt service millage rate (DS Mill Rate). Operating expense funding requirements (after subtracting any fire department-specific revenues in the case of general fund municipal departments) yields an equivalent operating millage rate (Op Mill Rate). The equivalent millage rates are calculated rates and may not match the actual rates since they are based on adopted revenue and expense budgets.

Combined totals for all partner entities are shown in the final column on the right with a calculated equivalent millage rate for both operating and debt service needs. For example, and assuming no changes for FY 2021, the North Willamette Valley Fire District totals would yield a debt service millage rate of 0.1969, which assumes the debt is spread over all district rate payers. Likewise, an equivalent district operating millage rate of 1.2724 mills would be needed to fund operating expenses spread across all taxpayers in the new district.

It is important to note that the combined millage rate shown here is only applicable to FY 2021 and is not indicative of the permanent millage rate that would need to be adopted to sustain the new district over the next five years should the parties proceed. Sustainable millage rates for each potential new district through FY 2026 and assuming district creation in FY 2022 are shown later in this section.

The rows shown as Operating Millage Change and Debt Service Millage Change indicate either a reduction or an increase over the FY 2021 estimated equivalent millage rates as calculated for the separate entities if they were to combine as the North Willamette Valley Fire District in FY 2021. For example, the Amity Fire District estimated equivalent operating and debt service millage rates for FY 2021 are 0.8767 and 0.7442 mills, respectively. In the FY 2021 single district case, the equivalent operating millage rate for taxpayers within the current Amity Fire District jurisdictional limits would increase by 0.3957 mills while the debt service millage rate would decrease by 0.5474 mills for a total net reduction of 0.1517 mills.

Figure 132: FY 2020 Taxable and FY 2021 Estimated Taxable Assessed Values for the North Willamette Valley Fire District Partners vs. Combined Values and Rates

Item	Agency								
	AFD	DFD	DDF	DRFPD	LFD	MFD	MRFPD	NCFD	Total
FY 2020 Taxable Value	419,503,634	462,000,000	302,314,048	199,429,857	233,722,857	2,820,653,990	496,980,994	322,171,380	5,256,776,760
FY 2021 Estimated TV	437,122,787	481,404,000	315,011,238	207,805,911	243,539,217	2,939,121,458	517,854,196	335,702,578	5,477,561,384
Operating Support	383,211	472,258	393,324	107,043	334,084	4,474,884	504,939	299,820	6,969,563
Operating Millage	0.8767	0.9810	1.2486	0.5151	1.3718	1.5225	0.9751	0.8931	1.2724
Oper Millage Change	0.3957	0.2914	0.0238	0.7573	(0.0994)	(0.2501)	0.2973	0.3793	-
Debt Service Support	312,212	123,650	150,200	80,498	183,138	115,291	0	113,325	1,078,314
Debt Service Millage	0.7442	0.2676	0.4968	0.4036	0.7836	0.0409	-	0.3518	0.1969
DS Millage Change	(0.5474)	(0.0708)	(0.3000)	(0.2068)	(0.5867)	0.1560	0.1969	(0.1549)	-

The following figure shows the same analysis for the proposed Mid-Willamette Valley Fire District and its three partners, the Sheridan, Southwest Polk, and West Valley Fire Protection Districts. As shown above, the equivalent millage rates are calculated rates and may not match the actual rates since they are based on FY 2021 adopted revenue and expense budgets. The estimated total taxable value is from the adopted FY 2021 budgets for each partner. The average change from the FY 2020 amounts is 4.6% and varied from a low of 2% for Southwest Polk to a high of 6.4% for West Valley. The FY 2021 values were used in this case since they were all available and vary only slightly from the application of the 10-year 4.2% average Yamhill County increase applied to all the North Willamette Valley Fire District partners above (not all of whom had available FY 2021 tax data).

Figure 133: FY 2020 Taxable and FY 2021 Estimated Taxable Assessed Values for Mid-Willamette Valley Fire District Partners vs. Combined Values and Rates

Item	Agency			
	SFD[1]	SWP[1]	WCFD[1]	Total
FY 2020 Taxable Value	473,517,609	634,082,176	303,586,183	1,411,185,968
FY 2021 Estimated TV[1]	499,628,933	646,461,348	323,049,098	1,469,139,379
Operating Support	710,000	483,000	600,000	1,793,000
Operating Mill Rate	1.4211	0.7471	1.8573	1.2204
Op Millage vs. District	(0.2006)	0.4733	(0.6369)	
Debt Service Support	0	412,000	0	412,000
Debt Service Mill Rate	-	0.6373	-	0.2804
DS Millage vs. District	0.2804	(0.3569)	0.2804	

[1]Total Assessed Taxable revenue from FY 2021 budget document estimates.

Key Assumptions—Revenue:

Key assumptions used in developing the revenue estimates under the consolidation strategy are similar for other strategies. Property taxes represent the largest and primary source of revenue for the combined operations and debt service of the potential partners. Property tax revenue assumptions specific to the merger/annexation strategy include:

- The permanent tax rate estimated for each respective consolidated district in a base case is equivalent to a rate that produces the amount of revenue necessary to provide personnel, materials and services, capital equipment and apparatus replacement, as well as average annual building capital costs based upon the expenditure assumptions that follow. Further, this rate supports a 20% beginning fund balance based upon total annual expenditures as forecast. This rate may or may not be sufficient to provide for service level increases that the potential new districts and participating agencies may need. Therefore, the final proposed permanent millage rates may be higher than those assumed for the base case.

The assumed effective, permanent levy rate in the base case for the North Willamette Valley Fire District model is 1.5 mills per 1,000 AV for the forecast period FY 2022–26. That for the Mid-Willamette Valley Fire District is 1.98 mills per 1,000 AV for the same forecast period.

- The forecast assumes that the total assessed taxable value for both districts will increase annually at the same historical rate of 4.2% observed for all of Yamhill County. Further, it is assumed that prior year taxes will increase at the same rate using the FY 2021 total amount as the base.
- The debt service tax rate is based upon the amount of revenue necessary each year to fund the combined debt service, which is assumed to be spread across all taxpayers for each newly created district for the purposes of this forecast. The mill rate is only sufficient to generate enough revenue to service each year's debt in the model. It is understood that the assumption to spread total debt across all agencies will be the subject of negotiations and may not ultimately be adopted by the parties. Deleting the debt service and the necessary debt service millage would not impact the model as these changes are net zero. The same operating millage rates would still need to be applied.
- Interest earnings are forecast to increase at 1% annually using the FY 2021 total as the base amount.
- Charges for services, the bulk of which represent ambulance billing, have historically not increased significantly, and are forecast to rise at 1% annually.
- Other revenues include FireMed and are forecast to increase at 1.2% annually based upon historical trends.

- Non-recurring revenues in each category represent a historical average for all partners and are not forecast to increase.
- Under the consolidation, a beginning balance of $7.27 million in FY 2021 is used as both a 20% operating reserve and to cover the difference between revenue and expense since there is a net operating loss in FY 2021 for the North Willamette Valley Fire District.
- Beginning fund balance in FY 2021 for the Mid-Willamette Valley Fire District is $7.14 million but is largely comprised of restricted bond fund and seismic grant reserves, which places significant pressure on the new entity to significantly raise its permanent levy to generate sufficient excess funds to build its unrestricted operating reserve to the recommended level. The remaining unrestricted fund balance, if applicable, could be utilized for expenses incurred to dissolve current districts and pay down debt as well as fund capital replacement needs.

Key Assumptions—Expenses:

Key assumptions used in developing the expenditure estimates under the consolidation model are similar to other strategies. Personnel, Materials & Services represent the largest and primary source of recurring expenditures for the potential partners. Since the non-recurring capital facilities and equipment/apparatus replacement amounts for the individual agencies have been averaged historically and combined, they can actually be considered recurring in nature, realizing that the actual amounts may be higher or lower year-to-year. Expenditure assumptions specific to the consolidation strategy include:

- The average annual increase in Personnel Services costs has historically varied significantly from agency to agency. Averages for the North Willamette Valley Fire District partners have varied from a low of 6.5% for Dayton to highs of 16–17% for Amity, McMinnville, and New Carlton. For Mid-Willamette Valley District partners, average annual rates have varied from a low near 1% for West Valley to a high of 9.8% for Sheridan. This category of expenditure has the highest impact on expenses and the required forecast permanent millage rate for district financial sustainability.

- It is anticipated that there will be some economies of scale for Personnel Services, and future rates for the North Willamette Valley Fire District will not be as high as16–17% nor as high as 10% for the Mid-Willamette Valley Fire District. The base forecast assumes an average annual increase of 6% throughout the forecast period for the North Willamette Valley District and 3% for the Mid-Willamette Valley District. This provides for an estimated 3% annual growth in total compensation for both districts and will still allow an additional 3% for some limited growth in staffing and improvements in service level for the North Willamette Valley District, while not requiring unrealistic permanent millage rates. However, this more conservative trend in Personnel Services increases still significantly impacts the permanent millage rate required for sustainment. The benefits of additional staff for North Willamette Valley will need to be weighed against the impact of raising the permanent millage rate from an estimated district-wide rate of 1.2724 mills (the composite needed to fund the FY 2021 adopted budget) to 1.5 mills. And, although there is not room for expanding staffing in the Mid-Willamette Valley model, the estimated permanent rate would still need to increase from 1.2204 mills to 1.98 mills (an increase of 0.7596 mills) in the base case.
- In order to test the impact of adding additional personnel, a need expressed by potential partners in the North Willamette Valley District, an analysis was done using 2.0 mills for the permanent rate and examining how many operations personnel might be added each year while still providing for at least 3% growth in total compensation. That analysis is presented along with the base case projection that follows.
- Based on ESCI experience with other consolidation efforts, it is reasonable to expect a reduction in Materials & Services expenses for the first year followed by reasonable materials growth starting in year two. Historical average annual increases for the North Willamette Valley Fire District partners have ranged from a low of approximately 5% for Amity and Dundee to highs of 15% for McMinnville and New Carlton. For the Mid-Willamette Valley Fire District partners, these annual cost increases have ranged from 5% for West Valley to 8.1% for Sheridan. To keep the permanent millage rates as low as possible for the projections, these two forecast models assume no growth in FY 2022, followed by a 3% per year growth rate.

- From FY 2023 onward, growth in Materials & Services is projected to track with the annual inflation rate, which is projected to increase by 3% annually based upon a three-year average for the Western Region CPI-U, prior to the onset of the COVID-19 pandemic, as reported by the U.S. Bureau of Labor Statistics.[41] It is anticipated that this rate of inflation will continue once the nation recovers from the pandemic and the economy returns to pre-pandemic conditions.
- The forecast does not envision any expenditures for land, which may change if the committee decides to relocate existing or build new stations based upon the analysis of service demand.
- Capital expenditures for buildings in the forecast are based upon the historical average for all partners in each respective new district. This assumption may be high or low depending upon the degree to which major renovation and repair may be required for existing fire stations. Further, this annual average has been increased each year of the forecast period by 4.5% based upon a study of construction industry costs. According to Zarenski (2019), non-residential construction costs are estimated to have increased at 4–5% over the past five years and are expected to continue increasing at that rate.[42] Construction costs can be as high as three times the Consumer Price Index and are heavily dependent upon labor and material costs as well as construction demand and backlog. Import tariffs on building materials such as steel and other commodities may have an increasing impact as well.
- Equipment and Apparatus replacement costs in the forecast are also based upon the composite historical average annual expenditure of the partners. An annual inflation factor of 3% is applied to equipment, and 4% is applied to apparatus. The apparatus factor is based upon ESCI experience with the fire apparatus industry.

[41] https://www.bls.gov/charts/consumer-price-index/consumer-price-index-by-category.htm.
[42] Zarenski, Ed (2019); Construction Cost Inflation-Commentary 2019, in Construction Analytics Economics Behind the Headlines; see https://edzarenski.com/2018/02/15/inflation-in-construction-2019-what-should-you-carry/.

Forecast Results

Summaries of the consolidation strategy revenue and expense projections for the North Willamette Valley Fire District and the Mid-Willamette Valley Fire District are shown in the following figures. The FY 2021 figures represent the composite of the respective partners as discussed previously with FY 2022 being the first year of each new district's financial forecast.

Beginning in FY 2022 for the North Willamette Valley Fire District, property tax revenue represents approximately 69.8% of total operating revenue, including non-recurring sources, with a net working capital/beginning fund balance of $3.58 million. Between FY 2022 and FY 2026, total operating revenue increases at an average annual rate of approximately 2.6%, reflecting a conservative growth in revenues.

Figure 134: North Willamette Valley Fire District Resource Forecast, FY 2022–26

Resources	2021 Adopted	2022 Forecast	2023 Forecast	2024 Forecast	2025 Forecast	2026 Forecast
Taxes—Current Year	8,047,878	10,781,917	11,229,560	11,676,775	12,280,583	12,239,662
Taxes—Prior Year	79,936	83,293	86,792	90,437	94,235	98,193
Interest/Earnings	77,500	78,275	79,058	79,848	80,647	81,453
Charges for Services[1]	3,677,000	3,713,770	3,750,908	3,788,417	3,826,301	3,864,564
Other[2]	378,000	382,536	387,126	391,772	396,473	401,231
Recurring Revenue	**12,260,314**	**15,039,791**	**15,533,444**	**16,027,249**	**16,678,239**	**16,685,103**
Grants	5,000	32,611	32,600	32,600	32,600	32,600
Sale of Surplus	500	12,441	12,400	12,400	12,400	12,400
Reimb/Conflagration[3]	368,700	290,189	290,000	290,000	290,000	290,000
Miscellaneous	663,302	79,484	80,000	80,000	80,000	80,000
Non-Recurring Revenue	**1,037,502**	**414,724**	**415,000**	**415,000**	**415,000**	**415,000**
Beginning Fund Balance	**7,268,606**	**3,580,536**	**4,485,526**	**4,754,046**	**4,515,016**	**3,943,739**
TOTAL RESOURCES:	**20,566,422**	**19,035,051**	**20,433,970**	**21,196,295**	**21,608,255**	**21,043,842**

[1] Includes ambulance billing and collections revenue.
[2] Includes revenue from FireMed.
[3] Includes GEMT reimbursements and Conflagration/wildfire reimbursement from state and other sources.

The following figure compares the FY 2021 composite revenue figures and millage rates for the potential district partners and the estimated equivalent levy amounts and rates needed to support the new district starting in FY 2022, given the revenue and expenditure assumptions discussed previously for the five-year forecast period.

Figure 135: North Willamette Valley Fire District Forecast Levy Amounts and Rates, FY 2022–26

Item	2021 Adopted	2022 Forecast	2023 Forecast	2024 Forecast	2025 Forecast	2026 Forecast
Estimated Taxable Value	5,477,561,384	5,707,618,962	5,947,338,958	6,197,127,195	6,457,406,537	6,728,617,611
Permanent Levy Amount	6,969,763	8,561,428	8,921,008	9,295,691	9,686,110	10,092,926
Permanent Levy Rate	1.2724	1.5000	1.5000	1.5000	1.5000	1.5000
Debt Levy Amount	1,078,114	964,812	1,000,137	1,017,716	1,173,844	666,440
Debt Levy Rate	0.1968	0.1690	0.1682	0.1642	0.1818	0.0990
Total Levy Amount	8,047,878	9,526,240	9,921,146	10,313,407	10,859,953	10,759,366
Total Millage	1.4692	1.6690	1.6682	1.6642	1.6818	1.5990

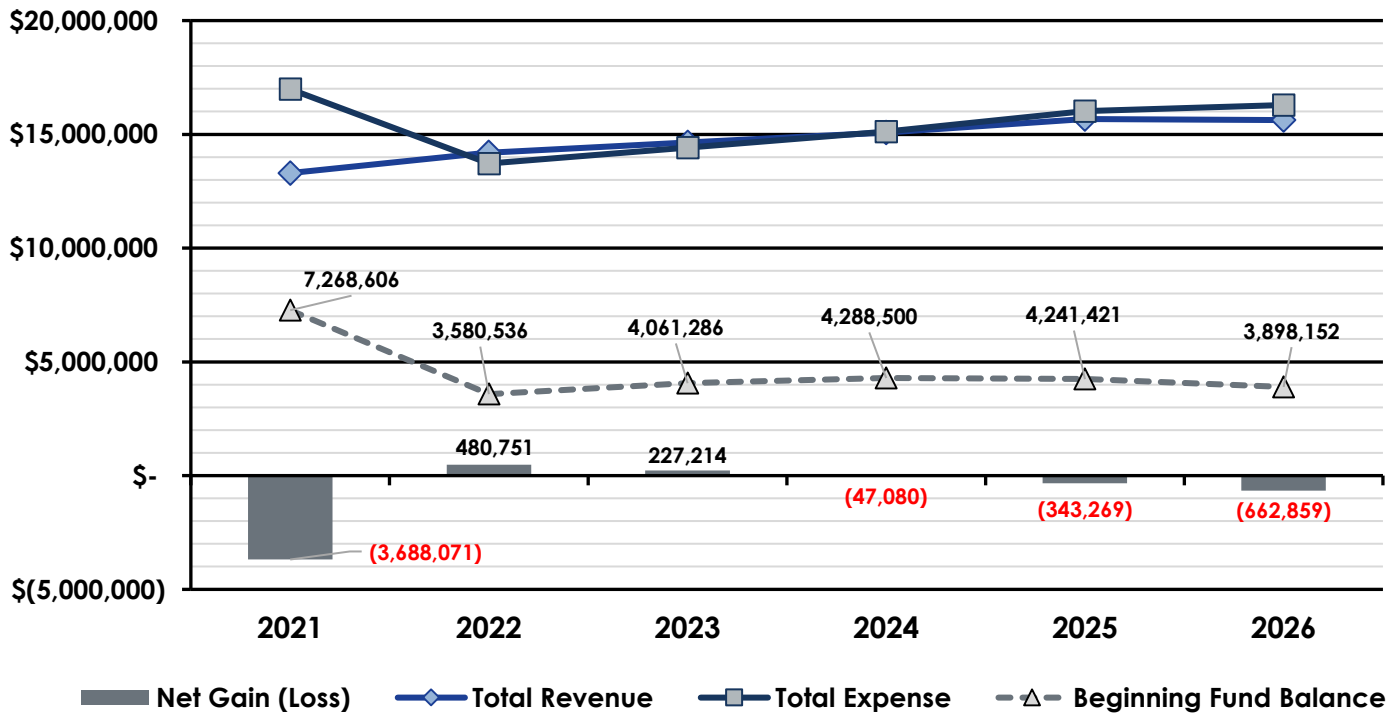
As shown in Figure 136, the annual growth rate in operating expense for the North Willamette Valley Fire District is expected to be relatively conservative due to reductions in redundancy and economies of scale. Personnel Services costs could expect to grow at 6% (a minimum of 3% for total compensation increases and 3% for some, limited additional growth) year over year, while Materials & Services grow at a rate of 3%, as discussed in the forecast assumptions. Using historical average costs for various capital line items allows the districts to better estimate the required permanent tax levy while providing the necessary funding for equipment and apparatus replacement realizing that actual expense may vary year-to-year based upon capital replacement plans.

Figure 136: North Willamette Valley Fire District Expenditure Forecast, FY 2022–26

Expense	2021 Adopted	2022 Forecast	2023 Forecast	2024 Forecast	2025 Forecast	2026 Forecast
Personnel Services	8,314,364	9,644,662	10,609,128	11,457,859	12,145,330	12,874,050
Materials & Services	2,631,901	2,631,901	2,710,858	2,792,184	2,875,949	2,962,228
Debt Service	1,078,114	964,812	1,000,137	1,017,716	1,173,844	666,440
Recurring Expense	**12,024,380**	**13,241,375**	**14,320,124**	**15,267,759**	**16,195,123**	**16,502,718**
Land	0	0	0	0	0	0
Buildings	2,733,140	303,942	317,619	331,912	346,848	362,456
Equipment	1,270,400	219,443	226,027	232,807	239,792	246,985
Apparatus	957,967	784,764	816,155	848,801	882,753	918,063
Non-Recurring Expense	**4,961,507**	**1,308,149**	**1,359,800**	**1,413,520**	**1,469,393**	**1,527,505**
TOTAL EXPENSES:	**16,985,887**	**14,549,524**	**15,679,924**	**16,681,279**	**17,664,516**	**18,030,222**

The following figure shows total district revenue, expense, and the net effect on beginning fund balance. When expense in any one year exceeds available revenue, there is a net operating loss that must be made up by the use of the fund balance, thus reducing available beginning fund balance the following year. Setting the permanent mill levy rate at 1.5 mills provides for a net gain in fund balance in FY 2022–24, after which expense begins to increasingly exceed revenues, causing a reduction in fund balance.

Figure 137: North Willamette Valley Fire District Revenue, Expense, and Fund Balance Forecast, FY 2022–26

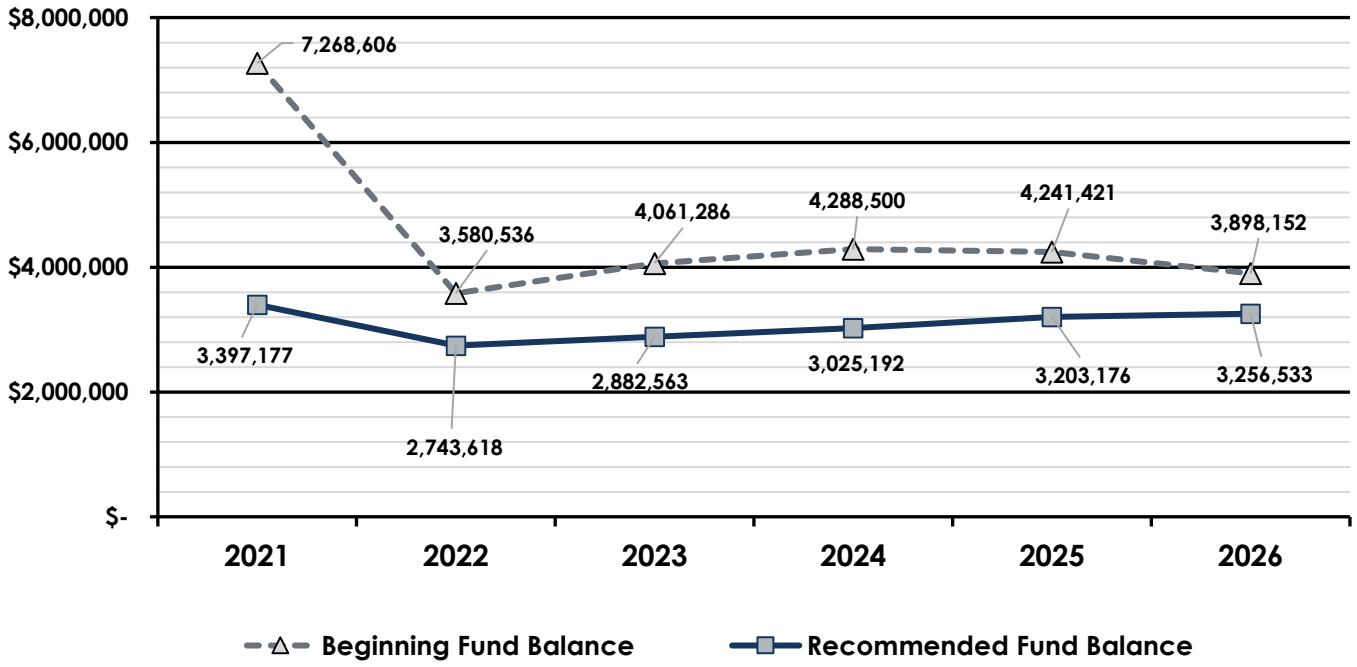


The Government Financial Officers Association (GFOA) provides guidance on how to account for fund balance and how much is recommended for various purposes.[43] Specifically, GFOA recommends that governments maintain at least two months or just under 17% of operating revenues or expenditures at a minimum depending upon fiscal year and timing of tax revenue collection and cash flow. A slightly more conservative 20% is recommended as the target for each new district. Figure 138 shows the impact of the forecast permanent millage rate on the North Willamette Valley Fire District beginning fund balance versus the 20% recommended beginning fund balance.

[43] http://www.gfoa.org/fund-balance-guidelines-general-fund.

As shown in Figure 138, the North Willamette Valley Fire District beginning fund balance is maintained above the recommended amount in each of the five years of the forecast and rises in years two and three, after which the increase in expenses begins to outpace the rise in revenue and fund balance must make up the difference. This reduces subsequent beginning fund balance, which still does not drop below the recommended amount. However, this trend suggests that either future expenses would need to be reduced or the district would need to consider an optional adopted millage presented for a vote of district taxpayers. The leadership of the new district would need to monitor the actual trajectory of all these factors to ensure that the new district remains on sound financial footing.

Figure 138: North Willamette Valley Fire District Forecast versus Recommended Beginning Fund Balance, FY 2022–26



The above analysis for the North Willamette Valley Fire District can be considered the base case for comparison purposes. In order to test the ability to add additional operations staff, a model was prepared using the base case permanent mill rate of 1.5 mills and a higher millage rate of 2.0 mills per $1,000 taxable assessed value.

ESCI has identified the need to add 5 to 7 additional positions for the recommended relief factor for the North Willamette Fire Protection District. In addition, ESCI has recommended the consideration of an additional third Battalion Chief and additional ambulance upon the consolidation of the North and Mid-Willamette Fire Protection Districts into the Willamette Valley Fire Protection District. To account for these increased resources and long-term financial sustainability for this service level, the 2.0 mills per $1,000.00 taxable income/value should be considered.

The following figure shows the estimated potential additional full-time equivalent (FTE) operational positions that could be added under the base case as outlined above (a 1.5 mill permanent levy) and shown here as Option #2 and under Option #3 which provides for a permanent levy of 2.0 mills.

To develop this table, an estimated average total compensation cost for an operational position was developed. Based on the salary and benefits data provided earlier and a review of the potential partners, an average total compensation cost for a uniformed position in FY 2021 is estimated at $128,750. This is a composite of all uniformed positions through Battalion Chief and is not necessarily reflective of a specific position. This is merely used as a sensitivity indicator. This FY 2021 cost for an FTE is escalated at 3% per year in line two of the table. Line three of the table is the total Personnel Services cost for the North Willamette District in FY 2021, while the FY 2022 amount is the first-year cost of Personnel Services for the new district if total compensation is increased by 3% only. Option #2 is the case outlined above with a 6% annual increase in Personnel Services costs (3% for total compensation increases and 3% for other growth). Line five of the table shows the difference between the 3% compensation increase (Option #1) and the 3% plus growth or base case (Option #2) increase of 6%. The difference is the amount of recurring expense that could be used to hire additional staff. Based upon the annual total compensation in line two, the next line shows the total number of staff that could, theoretically, be hired each year of the forecast at 1.5 mills. The incremental cost is the cost that year of hiring the positions while the incremental cost escalates the prior year costs by 3% and adds the new positions.

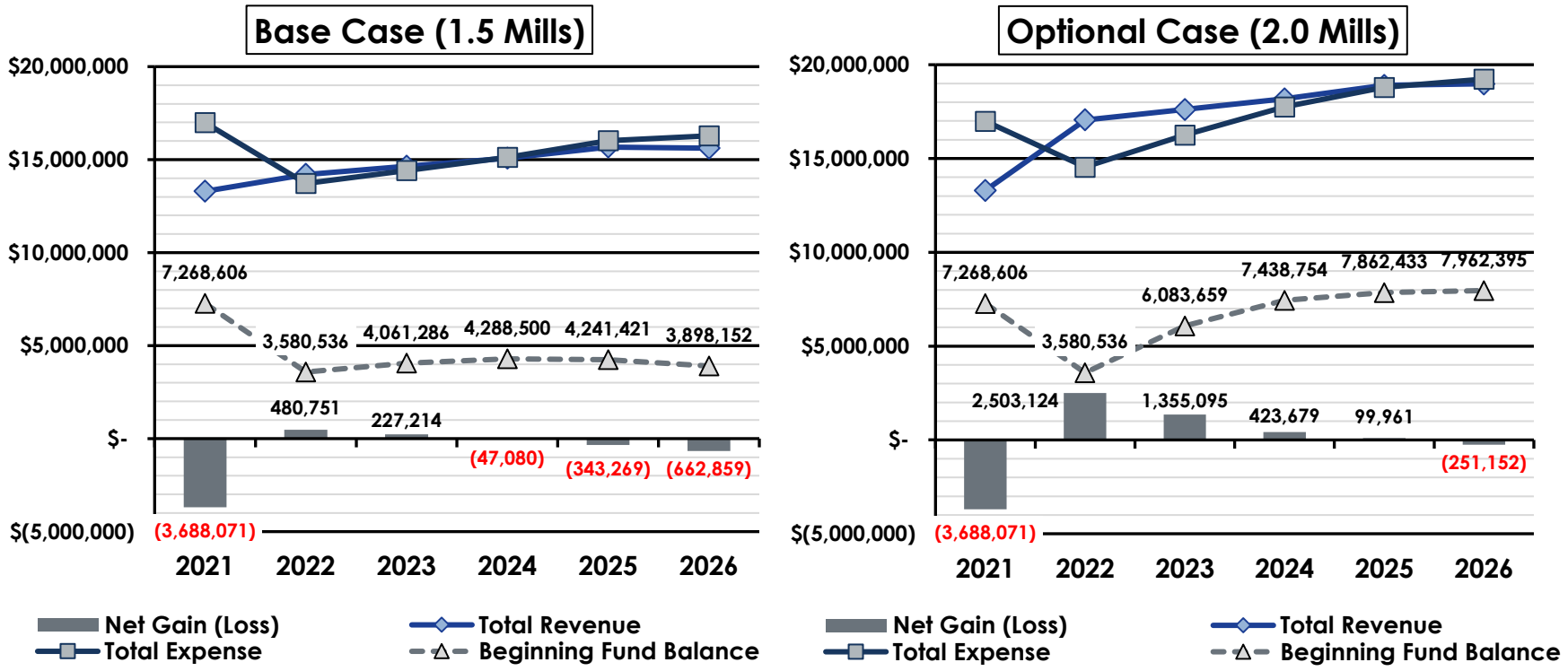
For comparison, the permanent millage rate was increased to 2.0 mills and the same analysis was performed. In the base case with a 1.5 mill permanent levy with a 6% annual growth rate in Personnel Services, the district could hire approximately 2 FTE per year through FY 2026 for a total of approximately 10 new positions over the period and still provide for an annual 3% growth in total compensation. In the 2.0 mill permanent levy case, the number of personnel that could potentially be hired increases to approximately 8 FTE per year through FY 2024, dropping to 3 FTE and then 2 FTE for the following two years, respectively. This envisions annual growth rates in Personnel Services of 16% for FY 2022–23, 12% for FY 2024, and 6% for FY 2025–26. While there are many assumptions that went into this model, it does give an indication that the district could achieve a desired goal of significantly increasing staffing while living within a 2 mill permanent levy and still provide for a 3% annual growth in total compensation.

Figure 139: North Willamette Valley Fire District Forecast Under Alternative Mill Levy and Personnel Services Growth Options, FY 2022–26

Expense	2021 Adopted	2022 Forecast	2023 Forecast	2024 Forecast	2025 Forecast	2026 Forecast
Estimated PS Total Comp Increase	1.03	1.03	1.03	1.03	1.03	1.03
Average Line Position Total Comp	128,750	132,613	136,591	140,689	144,909	149,257
PS Option #1 (3%, 1.5 mills)	**8,314,364**	**8,563,795**	**8,820,709**	**9,085,330**	**9,357,890**	**9,638,627**
PS Option #2 Base Case (6%, 1.5 mills)	**8,314,364**	**8,813,226**	**9,342,019**	**9,902,541**	**10,496,693**	**11,126,495**
Excess over Base Recurring	0	249,431	521,311	817,211	1,138,803	1,487,868
Potential Additional FTE	0	1.8	2.0	2.0	2.0	2.0
Incremental Cost	0	238,703	273,182	281,377	289,819	298,513
Cumulative Cost	0	238,703	519,045	815,994	1,130,292	1,462,714
PS Option #3 (Variable, 2.0 mills)	**8,314,364**	**9,644,662**	**11,187,808**	**12,530,345**	**13,282,166**	**14,079,096**
Excess over Base Recurring	0	1,080,867	2,367,099	3,445,015	3,924,276	4,440,469
Potential Additional FTE	0	8.0	8.0	8.0	3.0	2.0
Incremental Cost	0	1,060,900	1,092,727	1,125,509	434,728	298,513
Cumulative Cost	0	1,060,900	2,185,454	3,376,526	3,912,550	4,328,440

The following figure is a comparison of the forecast revenue, expense, and fund balance for the two options; the base case (on the left) with Personnel Services increasing at 6% each year and a permanent millage rate of 1.5 mills and an optional case (on the right) with Personnel Services increasing at 16% for FY 2022–23, 12% for FY 2024, and 6% for FY 2025–26 with a permanent millage rate of 2.0 mills. The models behave similarly except that fund balance grows at a much higher rate in the second model (2.0 mill optional case) and, at $7.96 million, is almost double the $3.9 million seen in the base model (1.5 mill case). By FY 2026, the ending fund balance is on a downward trajectory and will continue to fall at an increasing rate. However, during the forecast period, the fund balance, in either case, is well above the industry-accepted standard of 17–20% of expenditures.

Figure 140: Comparison of North Willamette Valley Fire District Revenue, Expense, and Fund Balance Forecast Under Alternative Mill Levy and Personnel Services Growth Options, FY 2022–26



The following figures represent the same analysis as shown above but refer to the Mid-Willamette Valley Fire District. Beginning in FY 2022 for the Mid-Willamette Valley Fire District, property tax revenue represents approximately 61.5% of total operating revenue, including non-recurring sources, with a net working capital/beginning fund balance of $0.9 million. Between FY 2022 and FY 2026, total operating revenue increases at an average annual rate of approximately 2.85%, reflecting a conservative growth in revenues.

Figure 141: Mid-Willamette Valley Fire District Resource Forecast, FY 2022–26

Resources	2021 Adopted	2022 Forecast	2023 Forecast	2024 Forecast	2025 Forecast	2026 Forecast
Taxes—Current Year	2,205,000	3,453,070	3,590,375	3,764,026	3,902,249	4,046,278
Taxes—Prior Year	0	0	0	0	0	0
Interest/Earnings	102,000	103,020	104,050	105,091	106,142	107,203
Charges for Services	1,800,000	1,818,000	1,836,180	1,854,542	1,873,087	1,891,818
Recurring Revenue	**4,107,000**	**5,374,090**	**5,530,605**	**5,723,659**	**5,881,478**	**6,045,299**
Grants	0	14,658	14,700	14,700	14,700	14,700
Sale of Surplus	0	0	0	0	0	0
Reimb/Conflagration	0	205,213	205,000	205,000	205,000	205,000
Miscellaneous	2,694,000	137,557	137,600	137,600	137,600	137,600
Non-Recurring Revenue	**2,694,000**	**357,428**	**357,300**	**357,300**	**357,300**	**357,300**
Beginning Fund Balance	**7,141,320**	**912,927**	**1,080,039**	**1,238,905**	**1,390,536**	**1,535,903**
TOTAL RESOURCES:	**13,942,320**	**6,644,444**	**6,967,944**	**7,319,863**	**7,629,314**	**7,938,502**

The following figure compares the FY 2021 composite revenue figures and millage rates for the potential district partners and the estimated equivalent levy amounts and rates needed to support the new district starting in FY 2022, given the revenue and expenditure assumptions discussed above for the five-year forecast period.

Figure 142: Mid-Willamette Valley Fire District Forecast Levy Amounts and Rates, FY 2022–26

Item	2021 Adopted	2022 Forecast	2023 Forecast	2024 Forecast	2025 Forecast	2026 Forecast
Estimated Taxable Value	1,469,139,379	1,530,843,233	1,595,138,649	1,662,134,472	1,731,944,120	1,804,685,773
Permanent Levy Amount	1,793,000	3,031,070	3,158,375	3,291,026	3,429,249	3,573,278
Permanent Levy Rate	1.2204	1.9800	1.9800	1.9800	1.9800	1.9800
Debt Levy Amount	412,000	422,000	432,000	473,000	473,000	473,000
Debt Levy Rate	0.2804	0.2757	0.2708	0.2846	0.2731	0.2621
Total Levy Amount	2,205,000	3,453,070	3,590,375	3,764,026	3,902,249	4,046,278
Total Millage	1.5009	2.2557	2.2508	2.2646	2.2531	2.2421

As shown below, the annual growth rate in operating expense for the Mid-Willamette Valley Fire District is expected to be relatively conservative due to reductions in redundancy and economies of scale. Personnel Services costs could expect to grow at 3% year over year, while Materials & Services grow at a rate of 3%, as discussed in the forecast assumptions. Using historical average costs for various capital line items allows the districts to better estimate the required permanent tax levy while providing the necessary funding for equipment and apparatus replacement, realizing that actual expense may vary year-to-year based upon capital replacement plans.

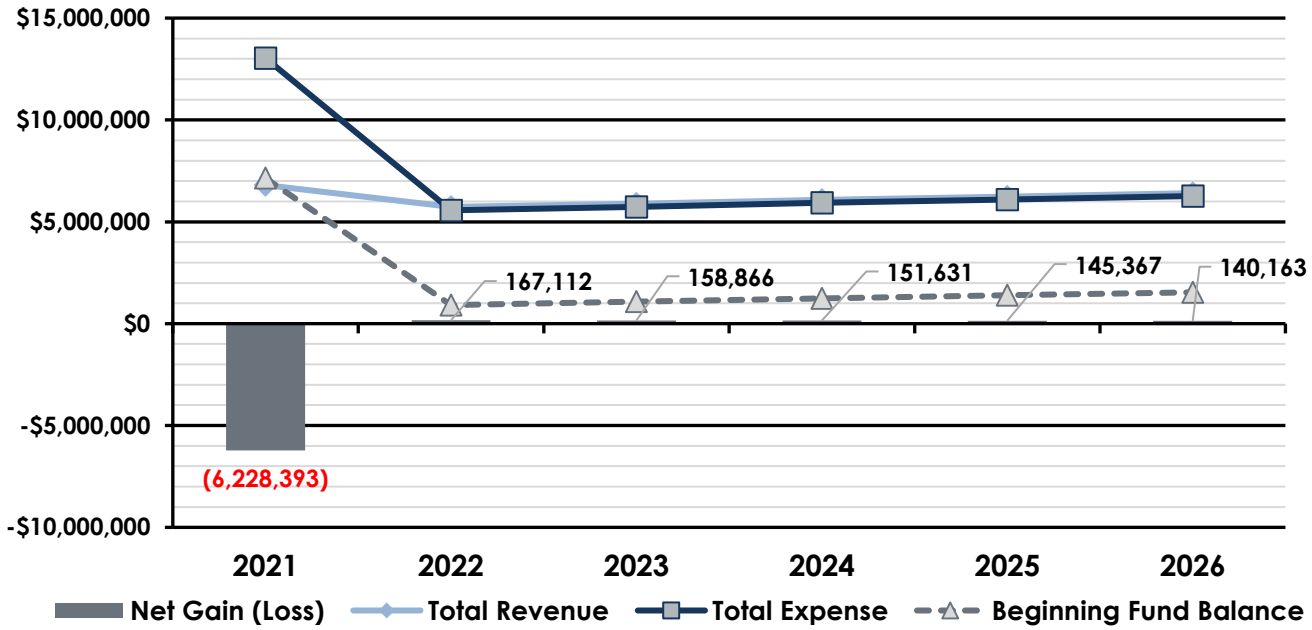
Figure 143: Mid-Willamette Valley Fire District Expenditure Forecast, FY 2022–26

Expense	2021 Adopted	2022 Forecast	2023 Forecast	2024 Forecast	2025 Forecast	2026 Forecast
Personnel Services[1]	3,285,000	3,383,550	3,485,057	3,589,608	3,697,296	3,808,215
Materials and Services[2]	1,537,393	1,537,393	1,583,515	1,631,020	1,679,951	1,730,349
Debt Service	412,000	422,000	432,000	473,000	473,000	473,000
Recurring Expense	**5,234,393**	**5,342,943**	**5,500,571**	**5,693,628**	**5,850,247**	**6,011,565**
Land	0	0	0	0	0	0
Buildings	5,865,000	24,071	25,154	26,286	27,469	28,705
Equipment	0	197,391	203,313	209,413	215,695	222,166
Apparatus	1,930,000	0	0	0	0	0
Non-Recurring Expense[3]	**7,795,000**	**221,463**	**228,468**	**235,699**	**243,164**	**250,871**
TOTAL EXPENSES:	**13,029,393**	**5,564,406**	**5,729,039**	**5,929,327**	**6,093,411**	**6,262,436**

[1]PS average annual increase has varied from a a low near 1% for West Valley to a high of 9.8% for Sheridan.
[2]M & S average annual increases have ranged from have ranged from 5% for West Valley to 8.1% for Sheridan.
[3]Buildings, Equipment, and Apparatus are each the sum of historical average expenditures of the departments; inflation at 4.5%, 3%, and 4%, respectively.

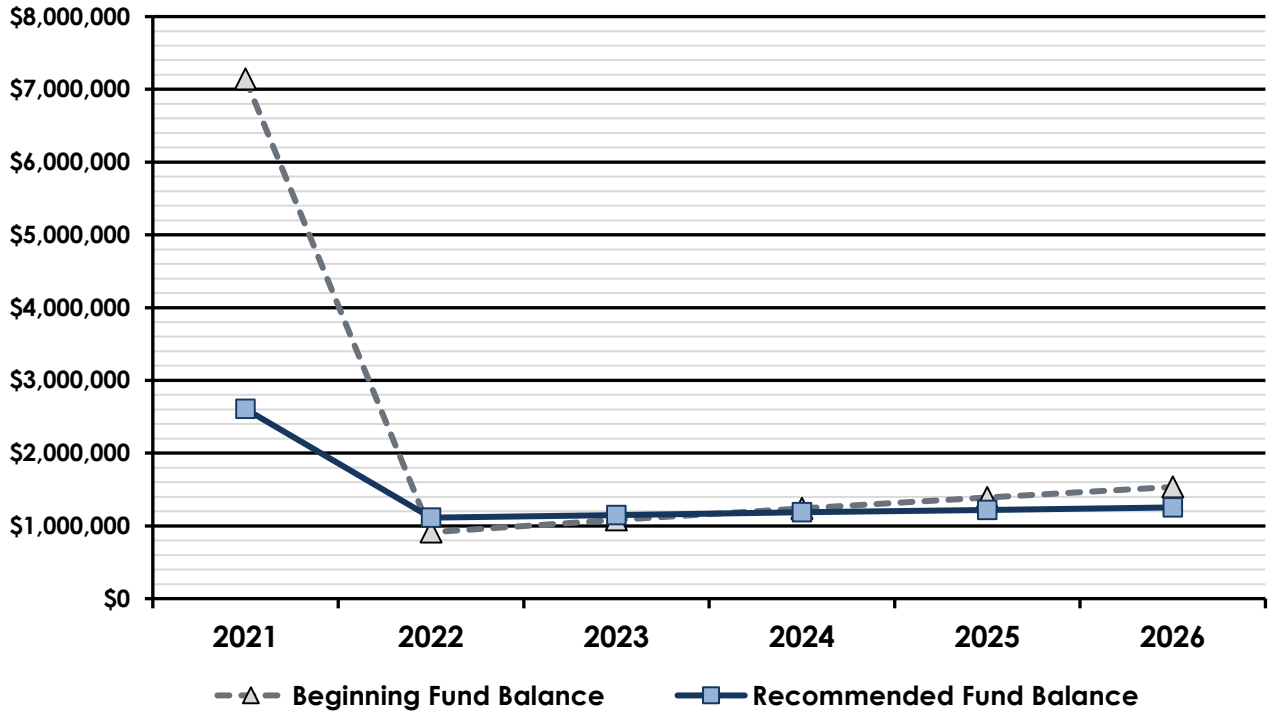
The following figure shows total district revenue, expense, and the net effect on beginning fund balance. When expense in any one year exceeds available revenue, there is a net operating loss that must be made up by the use of the fund balance, thus reducing available beginning fund balance the following year. Unlike the North Willamette Valley Fire District, the Mid-Willamette Valley Fire District starts with a minimal unrestricted fund balance that is well below prudent levels for sustainment. Reduction of the large $7.14 million fund balance shown in the composite FY 2021 budget is due in large part to non-recurring expenditures exceeding non-recurring revenues by approximately $5.1 million and recurring expenditures exceeding recurring revenues by approximately $1.1 million. This will be driven by the Southwest Polk Fire District expending the remaining restricted bond funds (approximately $4.9 million of the fund balance) on facilities, apparatus, and equipment, and the Sheridan Fire District's seismic hardening of facilities in excess of its $2.1 million seismic grant as well as purchasing replacement fire apparatus. Setting the permanent mill levy rate at 1.98 mills provides for a slight net gain in fund balance each year from FY 2022–26.

Figure 144: North Willamette Valley Fire District Revenue, Expense, and Fund Balance Forecast, FY 2022–26



As shown in Figure 145, the Mid-Willamette Valley Fire District beginning fund balance is slightly less than the recommended amount in the first two years of the forecast, after which the fund balance begins to increase slightly above the minimum recommended level. The required permanent millage rate of 1.98 mills to achieve the recommended beginning cash balance is a significant increase over the FY 2021 equivalent millage rate of 1.2204 mills even with relatively conservative forecast increases in Personnel Services, Materials & Services, and Capital replacement. The partners will need to review the financial information in significantly more detail and weigh the benefits of pursuing this option versus the financial burden it will place on taxpayers. This forecast trend suggests that either future expenses would need to be significantly reduced in order to adopt a lower permanent millage rate, or the district would need to consider adopting a lower permanent millage and a future optional adopted millage presented for a vote of district taxpayers. The leadership of the new district would need to monitor the actual trajectory of all these factors to ensure that the new district remains on sound financial footing.

Figure 145: Mid-Willamette Valley Fire District Forecast versus Recommended Beginning Fund Balance, FY 2022–26



Issues & Impacts

The territory to be included in the newly formed fire districts must meet the following requirements:

- It cannot include any territory within a city, unless the governing body of the city adopts a resolution approving the inclusion of that territory.[44]
- It cannot include the territory in another fire protection district, unless the withdrawal of that territory is simultaneous and approved by both districts.[45]
- If any territory to be included in the district is within the boundaries of a forest protection district, the Forestry Department must be consulted before determining what land should or should not be included.
- The territory included must practically be able to receive fire protection from the district.[46]
- It cannot include territory that is within a water supply district authorized to supply its own fire protection.[47]
- It cannot include land within forest protection districts and railroad right-of-ways, unless by consent of owner, or include ocean shore lands.[48]
- Legal analysis and review prior to implementation is highly advised.

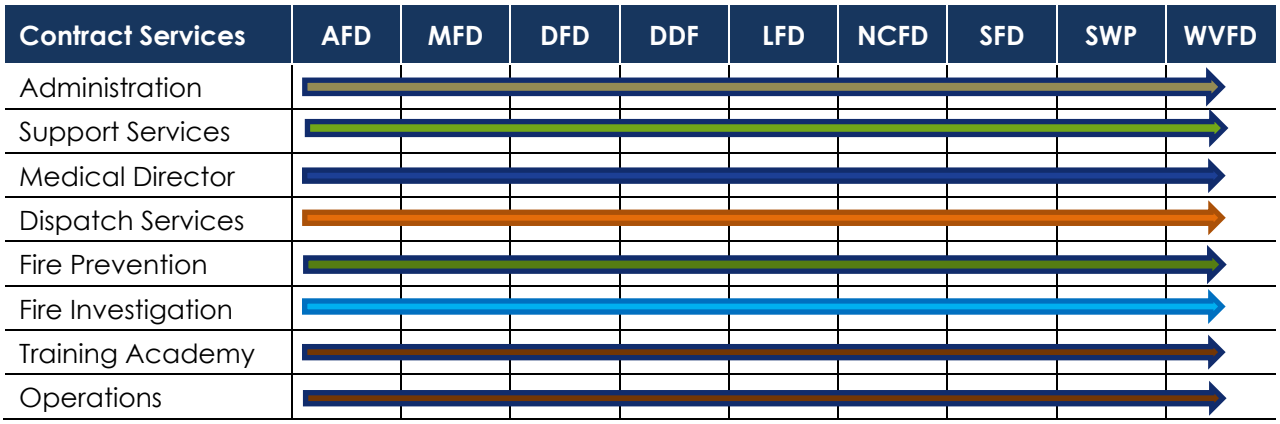
[44] ORS 198.720(1) and ORS 478.010(2)(a).
[45] ORS 198.720(2).
[46] ORS 198.720(3).
[47] ORS 478.010(2)(b).
[48] Defined by ORS 390.605(2) and ORS 478.010(2)(c d). See ORS 478.010(2) and ORS 478.120 for exceptions concerning forestlands.

Phase III: Establishment of a Contract for Service (IGA) "Willamette Valley Regional Fire Authority" Between the North Willamette Valley and Mid-Willamette Valley Fire Protection Districts.

A "Fire Authority" under a contracted services approach is most often applicable when agencies want to work more closely together but are either not ready or are unable to unify or merge entirely. In Oregon, there is no enabling statute to create a fire authority as a stand-alone governmental agency. This strategy under a contract for service with a "*single host agency*" framework may hold particular value as a progressive interim phase based on the desire for a fully integrated service delivery model with the preservation of each jurisdiction's policy board/council authority, local identity, and fiduciary and budgetary authority.

This enhanced agreement results in an Operational Consolidation (ORS 190 agreement) with a "*single host agency*" under the title of a contractually formed Regional Fire Authority. This type of organization gives each city and district the opportunity to work as essentially one organization yet retain their individual tax rates and capital assets (and liabilities) and determine their desired service levels through a contract for service. If this model is chosen, it is common for an "oversight committee or commission" with proportional representation by each respective Fire District Director to oversee the operation of the combined organization, while each respective Board maintains their ultimate authority to make decisions on behalf of their respective districts.

Figure 146: Phase III Contract for Service Fire Authority



Under this model, the single host agency will be the employer of record for all paid employees and provide and support an appropriate volunteer workforce to serve all the participating agencies. The host agency will manage, train, equip, and provide all services in accordance with the established contract provisions. See the following figure for a proposed organization chart for the Willamette Valley Regional Fire Authority.

Figure 147: Proposed Willamette Valley Regional Fire Authority Organizational Structure

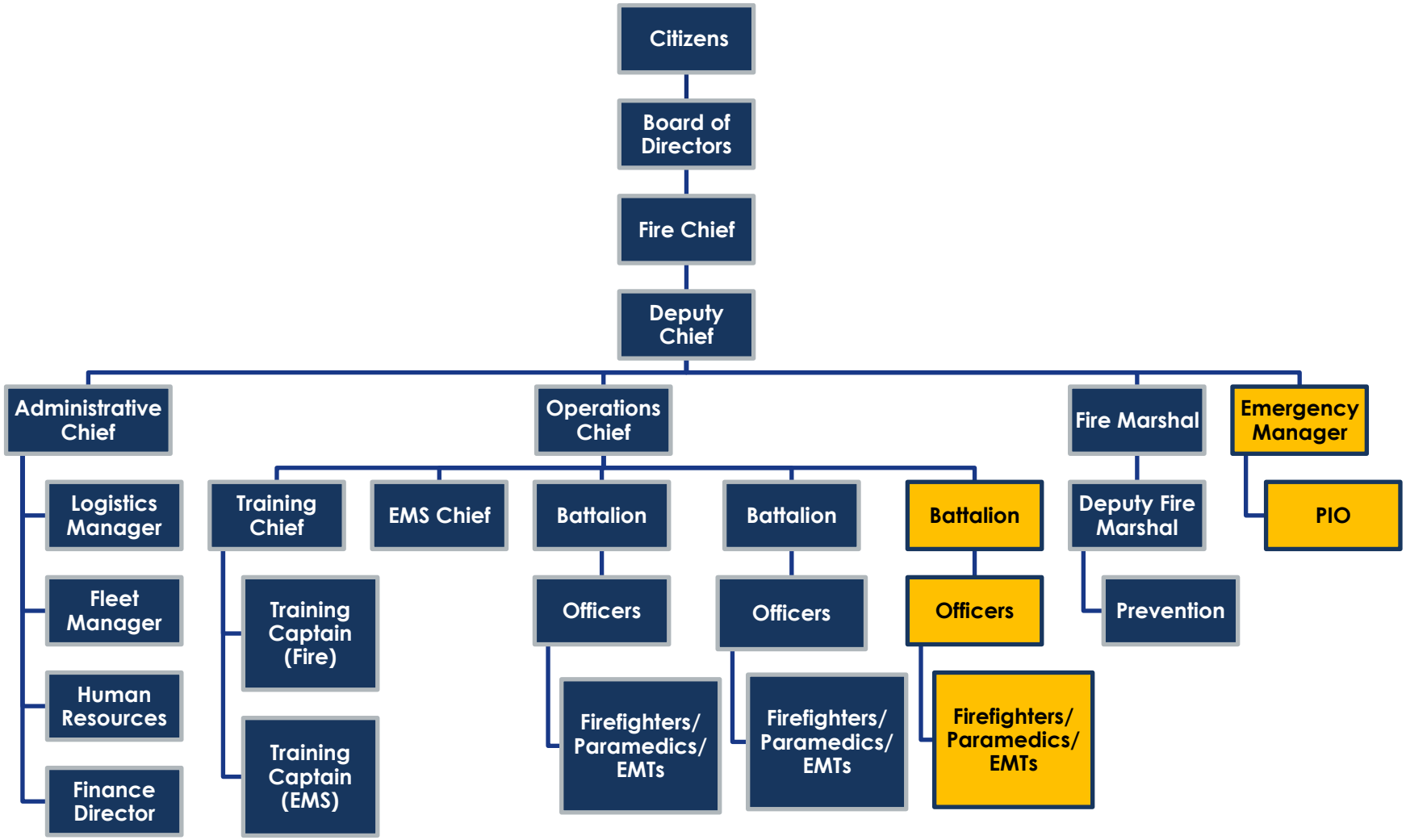
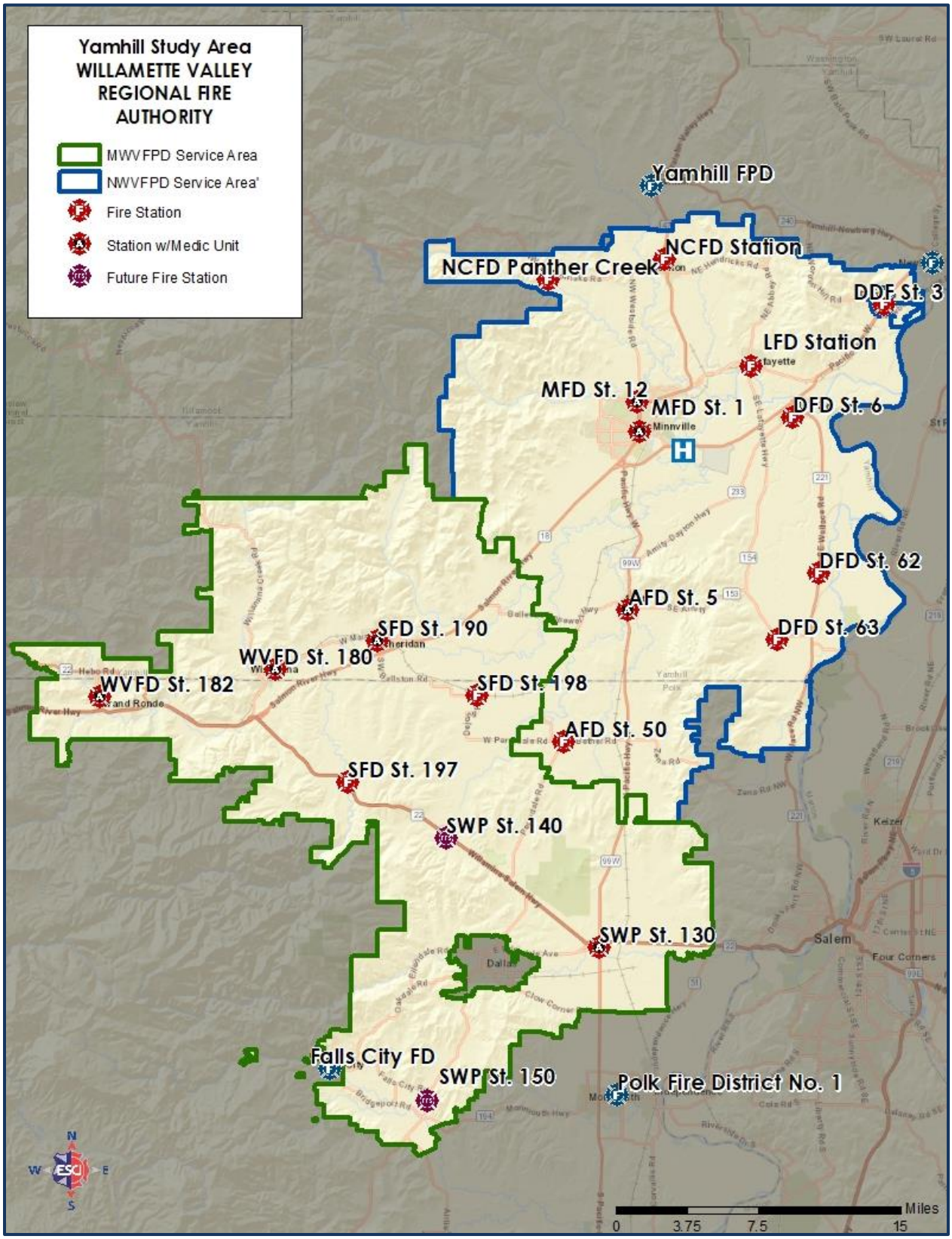


Figure 148: Proposed Willamette Valley Regional Fire Authority Service Area Map



ESCI recommends that each jurisdiction maintain ownership and responsibility for purchasing, replacing, and maintaining fire stations and capital equipment. The single host agency should maintain, operate, and manage the capital assets under the terms and conditions of the established contract for service. Under this arrangement, any agency choosing to withdraw from the fire authority would have its capital assets available to reconstitute local fire protection in a timely manner with minimal service disruption.

The success of this type of model is based on a number of factors; 1) an essential trust relationship between the partner agencies, 2) the thoroughness of the contract agreement, 3) a collaborative approach to the management of the program(s), and 4) community understanding and support. Since the agencies already have a great deal of collaboration history, the foundation has been established.

The approach requires in-depth, multi-level, and multi-functional planning, review, external and internal discussions, collaboration, and agreement among the city councils, district boards, and the administrative staff members of all nine agencies. This strategy does not require public approval at the ballot box but is negotiated between the agencies.

ESCI notes that existing governing bodies are preserved, although the level of unilateral control is decreased. Also, the Fire Chief and management team of the single host agency should report to the oversight committee and regularly update and interact with the individual board and councils on the performance of this new agreement.

Cost Apportionment for a Contract for Service (IGA) Fire Authority

Local governments provide services (such as fire protection) based on an assumption of public interest rather than the need for profitability, as in the private sector. Consequently, the limiting market forces of supply, demand, and price are not typically found at the forefront of policy decisions concerning fire protection. While elected officials may spend significant time and effort debating the overall cost of fire protection, it is very unusual that the point of service price is considered. In this light, it is not surprising that local governments find it difficult to establish a fair market price for essential services when entering into partnerships.

Usually, when a single local government provides fire protection to its residents, that community bears the entire financial burden because of the presumption that everyone benefits from the service. In the case of municipalities, the full cost of the service may not be easily determined because administrative and support expenses are frequently borne by other municipal departments and not documented in the fire department's budget. It all works because individual users of the service are not charged; therefore, the real price of that service is never an issue. On the other hand, when two or more communities share in providing fire protection, elected officials must ensure that each community assumes only its fair *pro rata* share of the cost, thereby fulfilling an obligation to act as stewards to the best interest of their respective constituencies.

However, while purely economic considerations may suggest that those who benefit from a service should pay in direct proportion to the level of benefit (the "benefits received" principle), social and political concerns may also enter into the price-setting process.

Cost Allocation Options

What follows is a listing of system variables that can be used (singly or in combination) to allocate cost between allied fire departments. Each option is summarized by the concept, its advantages and disadvantages, and other factors that should be considered. Regardless of the option(s) chosen to share the cost of fire protection, the resulting intergovernmental cost sharing agreement needs to address the issues of full cost versus marginal cost and should be clear about the inclusion of administrative or overhead cost. In addition, service contracts often must reconcile the exchange of in-kind services between the participating agencies.

Area

The cost of emergency service can be apportioned based on the geographic area served relative to the whole. For instance, the jurisdictional boundaries of the nine agencies represent about 1,492 square miles. The following figure displays the service area in square miles and the percentage for each jurisdiction.

Figure 149: Cost Allocation by Service Area, 2020

Jurisdiction	Service Area in Square Miles	Percentage of Total
NWVFPD	1,206 Sq Miles	81%
MWVFPF	286 Sq Miles	19%
Total	**1,492 Sq Miles**	**100.00%**

Apportionment founded on service area alone may work best in areas that are geographically and developmentally homogeneous.

Pro: Service area is easily calculable from a variety of sources. The size of the service area generally remains constant with few, if any, changes.

Con: Service area does not necessarily equate to greater risk or to greater workload.

Consider: Service area may be combined with other variables (such as assessed value and number of emergencies) to express a compound variable (such as assessed value per square mile and emergencies per square mile).

Assessed Value

The assessed value (AV) of agencies is established by County tax assessors under the laws of the state. Usually, higher-valued structures and complexes carry a greater risk to the community from loss by fire. Consequently, assessed value also tends to approximate the property at risk within an area. Fire departments are charged with being sufficiently prepared to prevent property loss by fire. Therefore, the cost of contracted fire protection may be apportioned relative to the assessed value of the allied jurisdictions. Typically, AV is used to apportion the cost of shared service by applying the percentage of each partner's AV to the whole. The following figure illustrates the allocation of cost by the assessed value of the nine agencies.

Figure 150: Cost Allocation by Assessed Value, FY 2021

Jurisdiction	Assessed Valuation (per $1,000 AV)	Percentage of Total
NWVFPD	5,477,561,384	79%
MWVFPD	1,469,139,379	21%
Total	**6,946,700,763**	**100%**

Pro: AV is updated regularly, helping to ensure that adjustments for changes relative to new construction, annexation, and inflation are included. Because a third party (the assessor) establishes AV in accordance with state law, it is generally viewed as an impartial and fair measurement for cost apportionment. Fire protection is typically considered a property-related service; thus, an apportionment tied directly to property value has merit.

Con: AV may not reflect the property risk associated with certain exempt properties, such as schools, universities, government facilities, churches, and institutions. AV may not always represent the life risk of certain properties, such as nursing homes or places of assembly, which might dictate more significant use of resources. In addition, some large facilities may seek economic development incentives through AV exemptions or reductions. Adjustments may need to be made to AV if such large tracts of exempt property in one jurisdiction cause an imbalance in the calculation. Last, AV typically includes the value of land, which is not usually at risk of loss by fire.

Consider: Discounted AV depending on the class of property (commercial or residential), which may skew the overall proportion of those properties compared to risk. As an additional consideration, assessors usually establish the AV in accord with the property tax cycle, which can lag somewhat behind the budget cycle.

Deployment

The cost of services is based on the cost of meeting specific deployment goals. Deployment goals may be tied to the physical location of fire stations, equipment, and personnel (strategic deployment) or by stating the desired outcome of deployment (standards of cover). A strategic goal could specify the location of two stations, two engines, and four on-duty firefighters. A standard of cover might state the desired outcome as two engine companies and four emergency workers on the scene of all structure fire emergencies within 8 minutes, 90% of the time. While both strategic and outcome goals can be used effectively to assist in allocating cost, ESCI views outcome goals to be more dynamically linked to the quality of service and, therefore, preferable to strategic goals. This alternative is highly variable due to the independent desires of each community in regard to outcome goals.

A weighted scoring system uses a critical task analysis. This type of scoring system for each agency allows the ranking of each area based on the assigned risk as well as the apparatus, required workforce, and Needed Fire Flow (NFF).

The following figure illustrates the allocation of cost by the number of resources deployed to serve each jurisdiction, including fire stations, frontline engines, and ladder trucks.

Figure 151: Cost Allocation by Resource Deployment, 2020

Jurisdiction	Facilities	Engines & Aerials	Total	Percentage of Total
NWVFPD	11	19	30	65%
MWVFPD	6	10	16	35%
Total	**17**	**29**	**46**	**100.00%**

Pro: Deployment is intuitively linked to the level of service. The outcome of deployment based on a standard of cover can be monitored continuously to ensure compliance. Such deployment can be adjusted if standards are not met. This ensures the continuous quality of emergency response throughout the life of a service contract.

Con: Strategic deployment may not equate to better service because such goals are prone to manipulation wherein resources may be sited more for political reasons and less for quality of service reasons. Outcome goals require common reporting points and the automatic time capture of dispatch and response activities to ensure accuracy. Record keeping needs to be meticulous to ensure the accurate interpretation of emergency response outcomes.

Consider: Contracts for deployment-based fire protection should address the inclusion of administrative or overhead cost, as well as capital asset cost, depreciation, rent, and liability insurance.

Service Demand

Service demand may be used as an expression of the workload of a fire department or geographical area. Cost allocation based on emergencies would consider the total emergency response of the service area and apportion system cost relative to the percentage of emergencies occurring in the jurisdictions.

Figure 152: Cost Allocation by Service Demand

Jurisdiction	2019 Service Demand	Percentage of Total
NWVFPD	9,947	76%
MWVFPD	3,176	24%
Total	**13,123**	**100.00%**

Pro: Easily expressed and understood. Changes in the workload over the long term tend to mirror the amount of human activity (such as commerce, transportation, and recreation) in the corresponding area.

Con: Emergency response fluctuates from year to year depending on environmental and other factors not directly related to risk, which can cause the dependent allocation to fluctuate as well. Further, the number of alarms may not be representative of actual workload, for example, one large emergency event requiring many emergency workers and lasting many hours or days versus another response lasting only minutes and resulting in no actual work. Last, emergency response is open to (intentional and/or unintentional) manipulation by selectively downgrading minor responses, by responding off the air, or by the use of mutual aid. Unintentional skewing of response is most often found in fire systems where dispatch and radio procedures are imprecisely followed. Further, service demand does not follow a predetermined ratio to land area. As such, the service demand per square mile ratios may produce large variations.

Consider: Using a rolling average of alarms over several years can help to suppress the normal tendency for the year-to-year fluctuation of emergencies. Combining the number of emergencies with the number of emergency units and/or personnel required may help to align alarms with the actual workload more closely. However, doing so adds to the complexity of documentation. In a similar manner (and if accurate documentation is maintained), the agencies could consider using the total time required on emergencies as an aid to establish the comparative workload represented by each jurisdictional area.

Estimated Timeline for Completion

The completion timeline for this strategy is reduced due to the familiarity each agency has with the other and the collaborative working relationships that are already in place. As the participating agencies continue to operate under the expanded Phase I IGAs, they can implement a planning process and work on integrating operations, administration, policies, procedures, and identifying local and system needs that will need to be addressed under a contract for service fire authority. However, new issues may arise from the planning process, so the planning should not be cut short due to presumed familiarity. If trust is high and conflicts minimal, this strategy could be accomplished in as little as 6 months.

Affected Functions

Administration (including HR, Legal, and Finance), Fire Prevention, Training, and Operations.

Affected Stakeholders

While all agency members are affected in some manner, the fire district board members, council members, and agency staff members within the affected sections will realize the most significant impacts.

Summary/Objective of Strategy

The objective should be a seamless integration of all administrative and operations across the nine jurisdictions by means of an Intergovernmental Cooperation Agreement, as provided for under ORS 190.

ESCI Guidance

The nine organizations face similar challenges, given the current conditions. While the listed areas for unification are duplicative in many instances, how those areas operate in each agency may vary significantly with the other agencies due to differing demographics, geography, and organizational and community culture.

In preparation for such a direction, the current Fire Chiefs must establish and conduct regular joint meetings for the purpose of establishing the parameters of the functional unification. This includes a workload analysis to ensure the greatest effectiveness while maintaining proper balance. ESCI recommends that the Fire Chiefs convene an ad hoc steering committee for the purpose of developing proposed common policies, performance standards, and functional plans.

As the existing contracted services expand into all functional and operational areas, the degree of collaboration between the chiefs is escalated substantially. Operational guidelines, dispatch procedures, and many additional factors will need to be compared and brought under a single, fully integrated operational strategy and implementation plan.

Based on ESCI's evaluation of current conditions, administrative and operational capabilities, it is recommended that the North Willamette Valley Fire Protection District serve as the host contracting agency for this IGA Fire Authority.

Policy Actions

The fire district boards and city councils will need to identify a *"single host agency" and* authorize the development of an Intergovernmental Agreement, approve the agreement, and provide the resources to implement the comprehensive fire authority cooperative agreement.

Fiscal Analysis

Financial analysis for Phase III should be modeled after the Phase I jurisdictional IGA agreement and cost-sharing methodology. The total to be paid by each participating fire district under the IGA will be in accordance with a cost allocation strategy adopted and utilizing one or more of the approaches discussed above. The methodology should be developed by a study committee and agreed upon by the boards of both districts. The districts should evaluate the potential for cost savings and then compare to existing costs for each district. Savings should be shared across the districts, proportionate to their share of the current total cost based upon the allocation methodology ultimately agreed upon.

The following figure provides a template, similar to the Phase I template, for the North Willamette Valley and Mid-Willamette Valley fire districts to use which will examine how the existing costs could be collected and then compared against Phase II costs for the same services at whatever point in the Phase II timeline the districts wish to study this option.

Support services would be defined and could include all Personnel Services (full or fractional FTE providing that service) and associated Materials & Services costs. The support services area could be further broken down into specific areas such as Administrative Support, Budget & Finance, IT, HR, Legal, Audit, Facility & Apparatus Maintenance, and others as needed. The degree to which the template is expanded or contracted would be based upon the level to which the districts agreed to share services. The % Contribution from each agency to the total cost of the service identified would be decided using one of the factors discussed previously in this section, or a composite of several of those factors such as population, service area, call volume, resources, etc.

Figure 153: Financial Analysis Template for Shared Services IGA

Fiscal Year 2020–21	North Willamette Valley Fire District		Mid-Willamette Valley Fire District		TOTAL	
	Cost	FTE	Cost	FTE	Cost	FTE
% CONTRIBUTION						
Support Services						
Administrative						
Budget/Finance						
IT						
HR						
Facilities						
Fleet						
Medical Director						
Dispatch Services						
Fire Prevention						
Fire Investigation						
Training						
Current Total						
Phase I Total						
Cost Savings/Increase						

Issues & Impacts

- No permanent organizational restructuring commitment is made since this is a contract.
- All final decision-making power relating to capital equipment, tax rates, revenue, liabilities, and service levels remains with individual fire districts.
- Requires a collaborative approach to the management of the program(s) between the two fire district policy boards.
- Does not require public approval at the ballot box.
- The two existing governing boards and their separate authority are preserved.
- Administrative leaders can be pulled in multiple directions serving multiple masters.
- No new FTEs are required, and the process may free up existing FTEs for reassignment.
- Requires blending rules, regulations, and operating procedures.
- Efficiency in administration is gained by eliminating duplication or reassigning duplicate resources.
- Efficiencies gained in fleet maintenance, fire prevention, and training.

Phase IV: Legal Integration of the North Willamette Valley and Mid-Willamette Valley Fire Districts into the Willamette Valley Regional Fire Protection District.

As stated previously in this report, under Oregon law (ORS 190, 198, and 478), a fire district may take proactive measures to merge multiple fire districts into one common existing fire district. In addition, an existing fire district, through the process of annexation, may overlay its boundaries over another district or incorporated city for the purposes of providing fire protection. This must be accomplished by first identifying a surviving district (merger agency) that will serve as the fire district of record after necessary voter approval.

Figure 154: Phase IV Merger of North Willamette Valley and Mid-Willamette Valley Fire Protection Districts into the Willamette Valley Regional Fire Protection District

Consolidated FPD	Willamette Valley Regional Fire Protection District
Administration	
Support Services	
Medical Director	
Dispatch Services	
Fire Prevention	
Fire Investigation	
Training Academy	
Operations	

.

Figure 155: Proposed Willamette Valley Regional Fire Protection District Organizational Structure

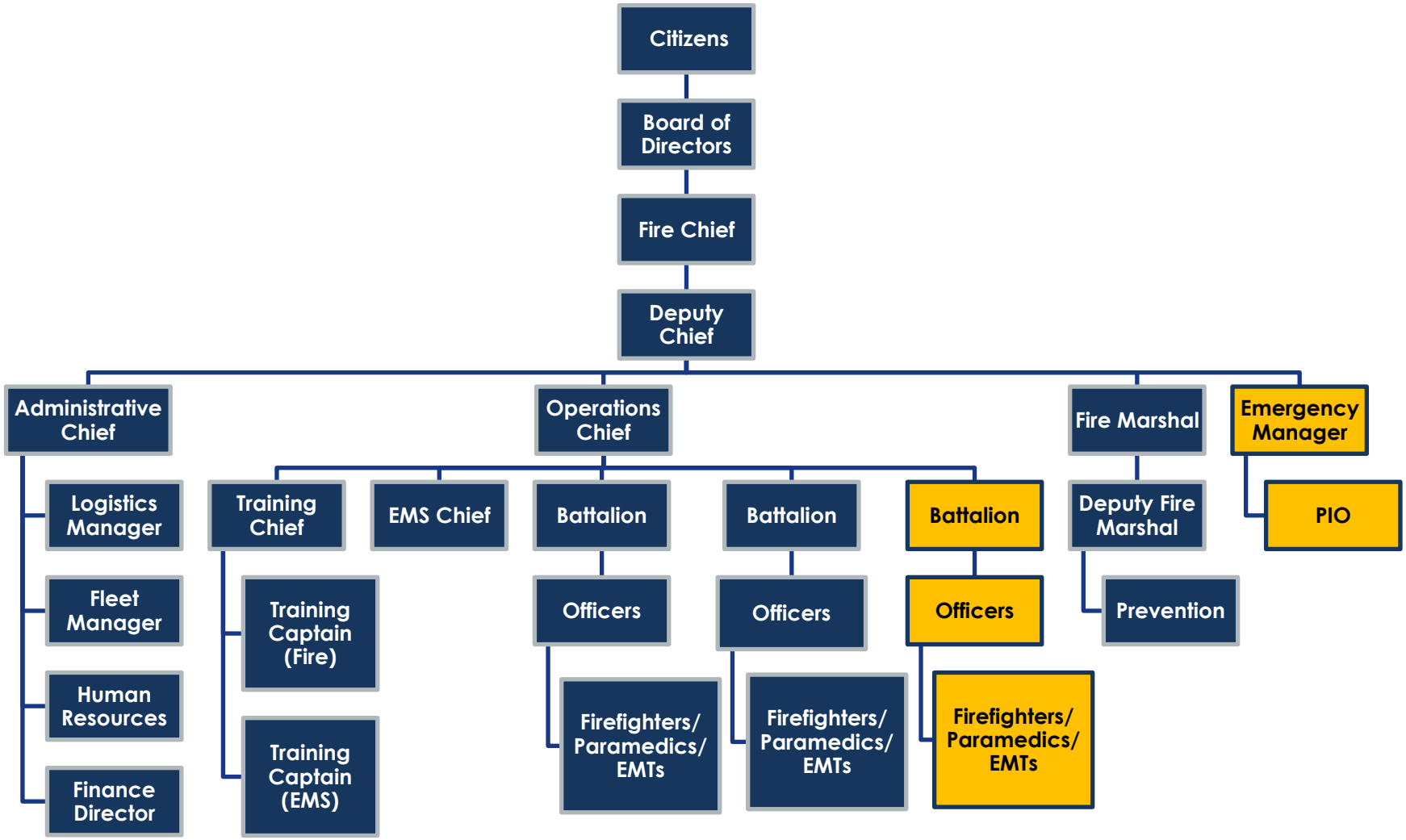
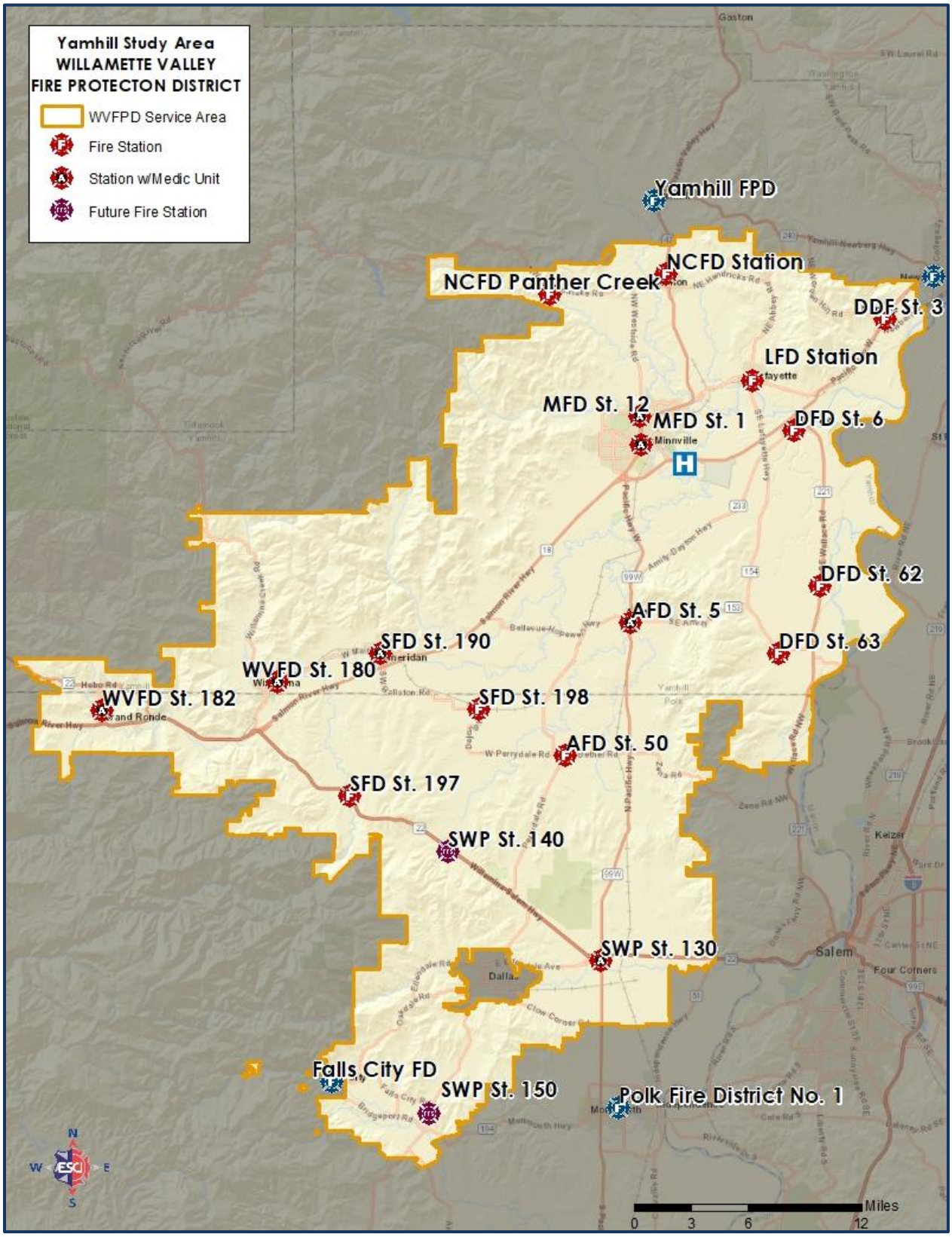


Figure 156: Proposed Willamette Valley Regional Fire Protection District Service Area Map



Level of Cooperation

Merging and annexing the North Willamette Valley and Mid-Willamette Valley Fire Protection Districts into one fire district is essentially a permanent integration between those agencies. From the time a merger/annexation is approved, the surviving fire district will have permanent responsibility for the provision of fire and EMS services to the fire district service areas served by the North Willamette Valley and Mid-Willamette Valley Fire Protection Districts. Merging/annexing the North Willamette Valley and Mid-Willamette Valley FPD's will require separate elections in each jurisdiction, that can run concurrently, to join the surviving district or newly named fire district. In the case of the existing fire districts, the vote to merge would dissolve their existing district and merge into the surviving fire district. The cities must vote to be annexed into the surviving fire district. For each action of dissolving and or joining the surviving fire district, each jurisdiction must pass the fire district merger/annexation initiative with a simple majority as required by state statute.

By contrast, contractual consolidations, while providing a great deal of flexibility, can be terminated or reversed by the joint action of the parties, by the expiration of the term of the contract, or by the unilateral action of one of the parties to the contract if the contract so provides.[49]

Mergers/annexations must be coordinated between all the participating agencies and begins with the city councils and the merging districts' boards approving of an ordinance or policy directive recognizing the petition of the agencies to merge with or annex into the surviving district. The issue then goes through the annexation process for the cities and merger proceedings for districts and then to the county elections office for inclusion in a planned or special election ballot as determined by the participating agencies.

Once the merger is approved by the voters, and upon implementation of the ballot measure, all issues related to the provision of providing fire services are the responsibility of the surviving fire district. The existing city councils and former fire district boards have no control or authority over the fiduciary management, administration, or operation of the host fire district. The district's elected board members will assume fiduciary and policy level control for the provision of fire services in the surviving fire district service area.

[49] *Fire Service Consolidations*, page 11. Snure Seminars Handbook, Brian K. Snure, author. Snure Law Office, PSC 612 S. 227th St. Des Moines, WA 98198-6836. Copyright © 2011.

Estimated Timeline for Completion

The timeline for this process varies depending upon the initiation of the process in relation to special election cycles. However, this process can be completed in two to three years.

Affected Stakeholders

The citizens of each existing fire protection district are affected by this strategy. Perhaps the least impacted are the residents within the existing boundary within the surviving fire district.

Summary/Objective of Strategy

This strategy combines the North Willamette Valley and Mid-Willamette Valley FPD's into a designated survivor fire district. The remaining fire district will dissolve (merging district) and merge with the surviving fire district (merger district). From an operational standpoint, the surviving (merger) district serves the entire jurisdiction. From a governance standpoint, the board make-up may change if the board expands its membership to provide the opportunity for the merging district to have representation on the (merger) surviving district board. The (merger) surviving fire district board will function in accordance with Oregon fire district law to provide oversight, policy development, and fiduciary functions.

ESCI Guidance

Informal discussion between the two fire districts is necessary to determine the level of willingness to consider the implementation of this strategy. Assuming the parties agree to pursue this strategy, it would be wise to obtain legal counsel to develop an annexation and district merger checklist of actions and activities needed to bring the issue of annexation and fire district merger before the voters. It will also be necessary to communicate with existing constituencies, both internal and external, on the value and benefits of pursuing this option.

Transfer of personnel from the existing district to the new district is outlined in statute. These statutory provisions should be reviewed in detail by both districts and respective labor organizations prior to the initiation of annexation proceedings to ensure that the rights of all parties will be protected. Buy-in by employees (whether compensated or volunteer) regarding the transfers, wages, benefits, and working conditions is critical to successful integration, whether statutorily required or not. This can be a key element to obtaining support from the larger communities in the case of annexation and fire district mergers.

Policy Actions

ESCI's review and discussion of Oregon's State Law on this topic have been necessarily brief, only sufficient to ensure that basic provisions for the annexation/merger to a (merged) survivor fire district exist. As always, we emphasize that we are not qualified to give legal advice. We recommend that two districts consult with legal counsel experienced in such matters before undertaking this strategy.

The following steps are general guidelines provided by the State of Oregon to follow in the initial attempt to form a fire protection district through the merger and annexation process.[50] Although the law does not require the following steps in this section, they are recommended as a good basis for creating interest and support in the merger and annexation into a merged fire district.

Formation of a Stakeholder Committee

Include proportional representation from each participating district, including senior fire administration and budget and finance personnel. Even in this earliest stage, the committee would find the assistance of an attorney familiar with special district formation and election law invaluable.

The committee should establish the sources of financial support and responsibility for initiating the formation as early as possible. Costs will include, but may not be limited to, obtaining a bond to accompany the formation petition, possible election costs, and printing. These costs are refundable only if the district is ultimately formed. Whoever provides the money must carry the loss if the district is not merged/annexed.

Develop a Fire District Formation Petition

In developing the petition for formation, the committee should determine the following:

- The probable area to be served (rough boundaries should be established).
- The estimated assessed valuation of the area to be served.
- The estimated potential revenue that could be derived from an identified tax rate.
- The enhanced level of protection that will be provided by a reasonable tax.
- The possibility of merger and or annexation to an existing district.
- A plan of how to fund the surviving (merged) district (both operational and capital costs).

[50] Oregon Department of Revenue, *Boundary Change Information*, pamphlet 150-504-405, 12/10.

Economic Feasibility Statement

ORS 198.749 requires that an economic feasibility study be conducted by those people designated as chief petitioners/planning committee (professional help is suggested). It must include:

- A description of the services and functions to be performed or provided.
- An analysis of the relationships between those functions or services and existing or needed services.
- A proposed first-year line-item operating budget and a projected third-year line-item operating budget that demonstrate the feasibility of the proposed permanent tax rate required under ORS 198.750(1).

This statement shall form the basis for the proposed permanent tax rate limit for operating taxes. It is difficult to pass an operating tax levy, as such votes are limited to biennial primary elections (at which the 50/50 requirements must be met) and general elections. Although the 50/50 requirements do not apply to general elections, the competition for approval is steep, as voters will probably also be asked to approve many other formations and local option levies at that time.

Develop Promotional Materials and Standardized Presentations

Promotional materials, such as handouts and standardized presentations and talking points, should be developed and distributed as widely as possible. Special attention should be paid to making all property owners within the proposed districts and annexed cities aware of the proposal. The material should:

- Discuss the proposal.
- Outline the proposed boundaries of the district.
- Briefly describe the benefits and announce the time and place of a public meeting held to discuss the proposal.

Conduct Community Outreach to Each Participating Community

At public meetings and local civic and community groups, the committee should gauge and evaluate community interest. It should also:

- Present its recommendations.
- Present and review the merger annexation proposal utilizing knowledgeable people, such as an attorney, or a representative of the fire districts, or another subject matter expert.
- Review the estimates for initial outlay and continuing costs for the proposed level of protection.
- Present local municipal or fire district officials from within the merging and annexing jurisdictions to voice their support and benefits of the merged fire districts.
- After the time has been given to answer questions from the attendees, those attending should be polled to determine if there is enough support to petition the county board on the matter of formation. With sufficient interest in the measure, the committee should begin the process of performing the next steps to conduct a merger and annexation into the (merged), surviving fire district.

Fiscal Analysis

The purpose of this financial analysis is to provide a very high-level assessment of the financial feasibility of strategy Phase IV: Merger of North Willamette Valley and Mid-Willamette Valley Fire Districts into One Fire District. The estimates and analysis presented are dependent on the outlined assumptions, similar to those used in Phase II, which are subject to change depending on actual factors that influence revenue and expense. Key assumptions used in the assessment are followed by high-level estimates of revenue, expense and the impact of net gain or loss on beginning fund balance over a five-year period.

It is anticipated that this phase will follow Phase II and Phase III and will thus build on the earlier financial forecasts for the North Willamette Valley and Mid-Willamette Valley Fire Districts outlined previously in Phase II. Since assumptions beyond five years are highly likely to change significantly, it is assumed for this forecast that the parties enter Phase IV in FY 2024. Therefore, the FY 2024 figures used in the two-district forecast found previously in Phase II serve as the basis for this five-year forecast for internal consistency. This forecast should be used with a great deal of caution since assumptions may change considerably over the next five years. This section concludes with a summary of the financial considerations associated with the merger/annexation strategy.

As in Phase II, the Phase IV fiscal analysis begins with a comparison of financial resources and expenses of the North Willamette Valley and Mid-Willamette Valley Fire Districts and starts with the FY 2024 forecast of the respective districts. The Phase IV model which follows uses the projected 1.5 mill permanent rate for the North Willamette Valley District. The following figure compares estimates for each district from the FY 2024 forecast in the first two columns and then shows what a combined district would look like in FY 2024 in the final column. The respective operating millage rates are the recommended five-year permanent millage rates for the two new districts as if they were enacted in FY 2022, while debt service millage rates are shown in a subsequent row of the figure. The permanent rate for North Willamette Valley is 1.5 mills, and the debt service rate is 0.1642 mills for a total millage rate of 1.6642. Rates for Mid-Willamette are 1.98 mills and 0.2846 mills, respectively, for a total millage rate of 2.2646.

If the districts were combined in FY 2024 and assuming no changes, the equivalent operating millage rate would be 1.6015 mills, while the combined debt service rate would be 0.1897 mills. The rows shown as "Millage Change" indicate either a reduction (shown in parentheses) or an increase over the FY 2024 forecast equivalent millage rates for the separate districts if they were to combine as one district in FY 2024. The forecast total millage rate for the North Willamette Valley taxpayers would increase from 1.6642 to 1.8166 or 0.1523 mills, while the Mid-Willamette Valley taxpayers would see a decrease of 0.4734 mills from 2.2646 down to 1.7912.

Figure 157: Forecast Taxable Assessed Values for North Willamette Valley and Mid-Willamette Valley Fire Districts vs. Combined Values and Rates, FY 2024

Item	District Protection District		
	North Willamette Valley	Mid-Willamette Valley	Total
FY 2024 Estimated TV	6,197,127,195	1,662,134,472	7,859,261,667
Operating Support	9,295,691	3,291,026	12,586,717
Operating Millage	1.5000	1.9800	1.6015
Oper Millage Change	0.1015	(0.3785)	-
Debt Service Support	1,017,716	473,000	1,490,716
Debt Service Millage	0.1642	0.2846	0.1897
DS Millage Change	0.0255	(0.0949)	-

Key Assumptions—Revenue

Key assumptions used in developing the revenue estimates under the single district consolidation strategy of Phase IV are the same as those for Phase II and include:

- A single district permanent tax rate that produces the amount of revenue necessary to provide personnel, materials and services, capital equipment, and apparatus replacement as well as average annual building capital costs and a 20% beginning fund balance (or as close as possible) based upon total annual expenditures.
- The forecast assumes that the district's total assessed taxable value will increase annually at the same historical rate of 4.2% observed for all of Yamhill County. Further, it is assumed that prior year taxes will increase at the same rate using the FY 2024 total amount as the base.
- The debt service tax rate is based upon the amount of revenue necessary each year to fund the combined debt service, which is assumed to be spread across all taxpayers for the newly created district. The millage rate is only sufficient to generate enough revenue to service each year's debt in the model. The known debt service amounts through FY 2026 are continued through at the same amount to FY 2029 in the model. It is understood that the assumption to spread total debt across all agencies will be the subject of negotiations and may not ultimately be adopted by the parties.
- Interest earnings are forecast to increase at 1% annually using the FY 2024 total as the base amount.
- Charges for services are forecast to rise at 1% annually.
- Other revenues are forecast to increase at 1.2% annually.
- Non-recurring revenues in each category represent a historical average for all partners in the two districts and are not forecast to increase.
- Under the consolidation, a beginning balance of $5.5 million in FY 2024 is used as both a 20% operating reserve and to cover the difference between revenue and expense. The remaining unrestricted fund balance, if applicable, could be utilized for expenses incurred to dissolve the two current districts and pay down debt as well as fund capital replacement needs.

Key Assumptions—Expenses

Key assumptions used in developing the expenditure estimates under the Phase IV consolidation model are also the same as those used for Phase II. Personnel and Materials & Services represent the largest and primary sources of recurring expenditures for the two districts. Since the non-recurring capital facilities and equipment/apparatus replacement amounts have been averaged historically and combined, they are considered recurring in nature, realizing that the actual amounts may be higher or lower year-to-year. Expenditure assumptions include:

- While it is anticipated that there will be some economies of scale for Personnel Services, the forecast assumes an average annual increase of 6% throughout the forecast period. This will allow some limited growth in staffing and improvements in service level but does still significantly impact the permanent millage rate required for sustainment. The benefits of additional staff will need to be weighed against the impact of raising the permanent millage rate.
- This forecast also assumes a reduction in Materials & Services expenses for the first year followed by a reasonable materials growth rate of 3% annually starting in year two, which is anticipated to track the Western Region CPI-U.
- The forecast does not envision any expenditures for land, which may change if the committee decides to relocate existing or build new stations based upon the analysis of service demand.
- Capital expenditures for buildings in the forecast are based upon the historical average for all partners in each respective Phase II district. This assumption may be high or low depending upon the degree to which major renovation and repair may be required for existing fire stations. Further, this annual average has been increased each year of the forecast period by 4.5% based upon a study of construction industry costs, as previously discussed.
- Equipment and Apparatus replacement costs in the forecast are also based upon the composite historical average annual expenditure of the partners in Phase II. An annual inflation factor of 3% is applied to equipment, and 4% is applied to apparatus.

Forecast Results

Summaries of the Phase IV single district revenue and expense projections are shown in the following figures. The FY 2024 figures represent the composite of the respective partners, as discussed previously, with FY 2025 being the first year of the new district's financial forecast. Beginning in FY 2025, property tax revenue represents approximately 68.8% of total operating revenue, including non-recurring sources, with a net working capital/beginning fund balance of $5.63 million. Between FY 2025 and FY 2029, total operating revenue increases at an average annual rate of approximately 2.3%, reflecting a conservative growth in revenues.

Figure 158: Willamette Valley Regional Fire Authority Resource Forecast, FY 2024–29

Resources	2024 Forecast	2025 Forecast	2026 Forecast	2027 Forecast	2028 Forecast	2029 Forecast
Taxes—Current Year[1]	14,077,433	15,978,207	16,072,721	16,699,918	17,353,459	18,034,447
Taxes—Prior Year	90,437	94,235	98,193	102,317	106,615	111,092
Interest/Earnings	184,939	186,788	188,656	190,543	192,448	194,373
Charges for Services[2]	5,642,959	5,699,388	5,756,382	5,813,946	5,872,085	5,930,806
Other[5]	391,772	396,473	401,231	406,046	410,918	415,849
Recurring Revenue	**20,387,540**	**22,355,092**	**22,517,183**	**23,212,770**	**23,935,525**	**24,686,568**
Grants	47,300	47,300	47,300	47,300	47,300	47,300
Sale of Surplus	12,400	12,400	12,400	12,400	12,400	12,400
Reimb/Conflagration[6]	495,000	495,000	495,000	495,000	495,000	495,000
Miscellaneous	217,600	217,600	217,600	217,600	217,600	217,600
Non-Recurring Revenue	**772,300**	**772,300**	**772,300**	**772,300**	**772,300**	**772,300**
Beginning Fund Balance	**5,527,205**	**5,631,757**	**6,674,867**	**7,330,856**	**7,567,769**	**7,351,415**
TOTAL RESOURCES:	**26,687,045**	**28,759,149**	**29,964,350**	**31,315,926**	**32,275,594**	**32,810,283**

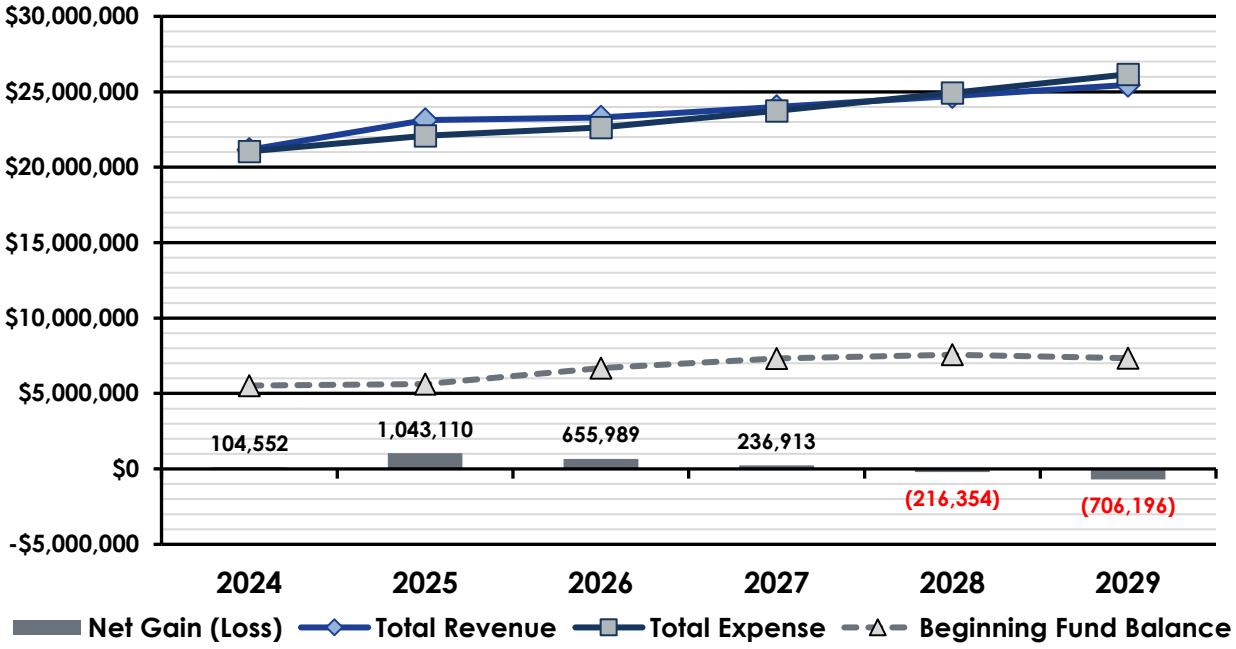
Figure 159: Willamette Valley Regional Fire Authority Expenditure Forecast, FY 2024–29

Expense	2024 Forecast	2025 Forecast	2026 Forecast	2027 Forecast	2028 Forecast	2029 Forecast
Personnel Services	13,492,149	14,301,678	15,159,778	16,069,365	17,033,527	18,055,539
Materials & Services	4,423,204	4,423,204	4,555,900	4,692,577	4,833,355	4,978,355
Debt Service	1,490,716	1,646,844	1,139,440	1,139,440	1,139,440	1,139,440
Recurring Expense	**19,406,069**	**20,371,725**	**20,855,118**	**21,901,382**	**23,006,321**	**24,173,333**
Land	0	0	0	0	0	0
Buildings	358,198	374,317	391,162	408,764	427,158	446,380
Equipment	442,220	455,487	469,151	483,226	497,723	512,654
Apparatus	848,801	882,753	918,063	954,785	992,977	1,032,696
Non-Recur. Expense	**1,649,219**	**1,712,557**	**1,778,376**	**1,846,775**	**1,917,858**	**1,991,730**
TOTAL EXPENSES:	**21,055,288**	**22,084,282**	**22,633,494**	**23,748,157**	**24,924,179**	**26,165,064**

As shown above, the annual growth rate in operating expenses for the fire authority is expected to be relatively conservative due to reductions in redundancy and economies of scale. Personnel Services costs could expect to grow at 6% year over year, while Materials & Services grow at a rate of 3%, as discussed in the forecast assumptions. Using historical average costs for various capital line items allows the districts to better estimate the required permanent tax levy while providing the necessary funding for equipment and apparatus replacement, realizing that actual expenses may vary year-to-year based upon capital replacement plans.

The following figure shows total revenue, expense, and the net effect on the new fire authority's beginning fund balance. When expense in any one year exceeds available revenue, there is a net operating loss that must be made up using the fund balance, thus reducing available beginning fund balance the following year. Setting the permanent mill levy rate at 1.75 mills provides for a net gain in fund balance through FY 2027, after which expense increasingly begins to exceed revenues causing a reduction in fund balance, which is still significantly above the recommended minimum by $6.8 million in FY 2029.

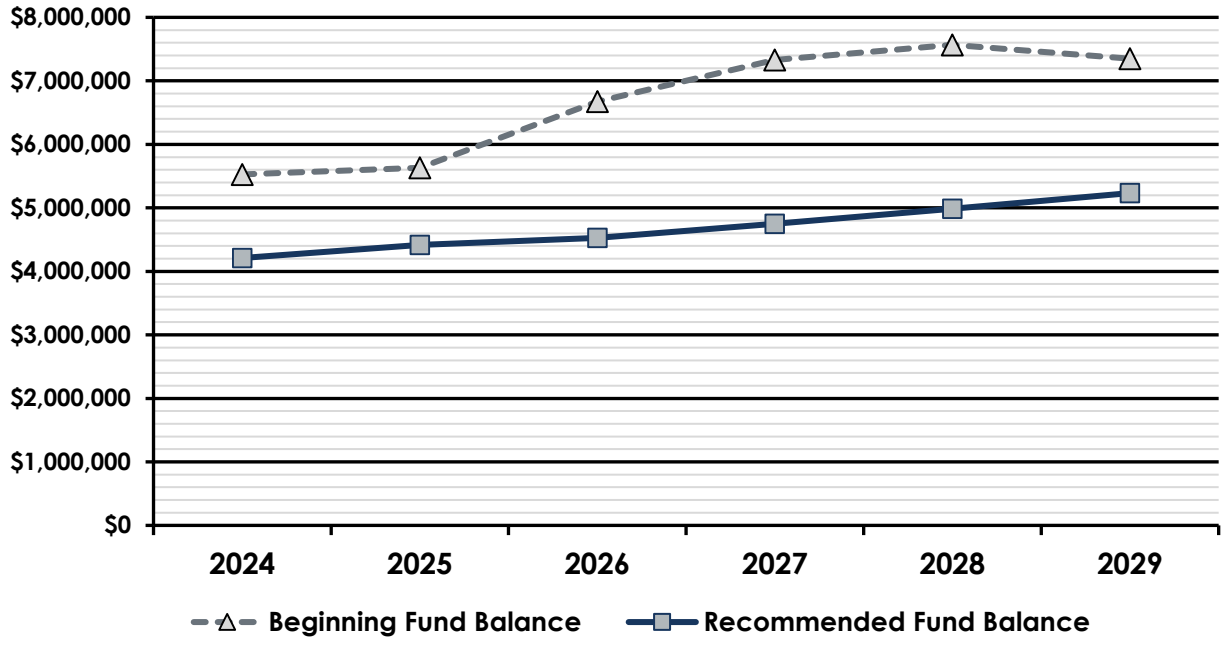
Figure 160: Willamette Valley Regional Fire Authority Revenue, Expense, and Fund Balance Forecast, FY 2024–29



As discussed in Phase II, the Government Financial Officers Association (GFOA) recommends that governments maintain at least two months or just under 17% of operating revenues or expenditures at a minimum depending upon fiscal year and timing of tax revenue collection and cash flow. A slightly more conservative 20% is recommended as the target for the fire authority. The following figure shows the impact of the forecast permanent millage rate on the Willamette Valley Regional Fire Authority beginning fund balance versus the 20% recommended beginning fund balance.

As shown in Figure 161, the Willamette Valley Regional Fire Authority beginning fund balance is maintained above the recommended amount throughout the forecast. However, fund balance begins to fall in FY 2029 as expenses outpace the rise in revenue and fund balance must make up the difference. This trend suggests that either future expenses would need to be reduced or the authority would need to consider an optional adopted millage presented for a vote of district taxpayers. The leadership of the new authority would need to monitor the actual trajectory of all these factors to ensure that the new, single district remains on sound financial footing.

Figure 161: Willamette Valley Regional Fire Authority Forecast versus Recommended Beginning Fund Balance, FY 2024–29



Issues & Impacts

The territory to be included in the merged/annexed district must meet the following requirements:

- It cannot include any territory within a city unless the governing body of the city adopts a resolution approving the inclusion of that territory.[51]
- It cannot include the territory in another fire protection district unless the withdrawal of that territory is simultaneous and approved by both districts.[52]
- If any territory to be included in the district is within the boundaries of a forest protection district, the Forestry Department must be consulted before determining what land should or should not be included.
- The territory included must practically be able to receive fire protection from the district.[53]
- It cannot include territory that is within a water supply district authorized to supply its own fire protection.[54]
- It cannot include land within forest protection districts and railroad rights-of-ways, unless by consent of owner, or include ocean shore lands.[55]

[51] ORS 198.720(1) and ORS 478.010(2)(a).
[52] ORS 198.720(2).
[53] ORS 198.720(3).
[54] ORS 478.010(2)(b).
[55] ORS 390.605(2) and ORS 478.010(2)(c d). See ORS 478.010(2) and ORS 478.120 for exceptions concerning forestlands.

IMPLEMENTATION PLANNING

Many studies and reports have been published and presented to clients over the years by ESCI. Often, clients are overwhelmed with information and options. It takes time to digest the report and then figure out what to do next. ESCI finds it useful to offer a plan to help our clients break down the process into smaller segments. Those smaller pieces allow policy-makers, fire chiefs, and communities to examine details and have discussions about what is possible. The following is offered as a framework to consider in the initial stages of evaluation. It is a strategic planning approach to partnerships.

The first decision is whether the nine organizations are to do anything at all, or continue on a status quo basis. Once a decision is made to consider an enhanced regional service delivery model, ESCI offers the following steps as a systematic and manageable process.

Conduct Vision Session(s) with Policymakers

The initial stage of implementation begins with the most elementary decision: "Do we want to move forward or not?" It is extremely important that, at this stage of the process, it is clearly recognized that this is a public policy decision on the part of the governing entities involved. A decision to consider altering the way in which a critical public safety service is provided, in some cases even permanently altering the governance of those services, is clearly in the purview of the elected bodies. While senior management input should be considered, the final decision should not rest at any level lower in the organization than those who are elected to represent the customers.

For this reason, it is recommended that the elected representatives of the cities and fire districts meet together for the initial discussion of the feasibility study and its projected operational and fiscal outcomes. Depending on the number of elected officials, the policymakers can decide whether to include all elected officials or a representative group assigned to represent each governing entity. During this policy stage, involvement by additional staff should be somewhat limited, perhaps at the senior management level, and then for the sole purpose of providing technical support. It is important to limit the ability for the process to be "hijacked" at this point by strenuous arguments for or against the idea from those operations level personnel whose opinions may be influenced by turf, power, or control issues. Stakeholder input is important, but plentiful opportunity can be provided for this once the policy bodies have determined what is in the best interest of their citizens as a matter of public policy.

It is equally important that the policy bodies recognize exactly what decision is being considered in the initial vision meetings. The purpose is to weigh the strategies, operational advantages, fiscal outcomes, and potential impediments of the feasibility to determine whether to commit local resources to move the process forward. The decision is not, at this point, a final decision to "flip the switch." The final commitment to take legal actions necessary to finalize the implementation of any given strategy will come much further into the process.

This initial vision meeting can be likened to the court process known as a probable cause hearing. The purpose of such a hearing is for a judge or grand jury to determine if sufficient evidence exists to warrant an arrest and a trial. The probable cause hearing does not determine the final verdict or sentence. That occurs after the much more thorough process and deliberation of the trial. Likewise, the vision meetings are for the policymakers to judge whether sufficient evidence exists to warrant moving forward. The final verdict on whether to take legal or contractual actions to implement will come after weeks, months, or even years of additional detailed planning work involving stakeholders, operations staff, legal counsel, finance personnel, and others. As this actual implementation planning work moves forward, there may be several points at which new information or significant obstacles arise that cause one or more communities to decide not to finalize and implement the plan.

The term "vision session" is used here because the policymakers will be determining their joint decision on a future vision toward which the additional work of implementation will be directed. In many cases, several legal, operational, or functional strategies are presented as being feasible in the study. These may involve various options for governance, finance, and organizational structure. Which one or ones should the entities pursue, if any? This will become the joint vision of the policymakers.

One of the best methods for initiating this visioning process is to begin with policymakers sharing an open discussion of critical issues. Each entity's representatives can present a short description of those critical issues, service gaps, or service redundancies that might be concerning them relative to their provision of public safety services. As each entity takes their turn presenting these issues, a picture typically emerges of those shared critical issues that two or more of the entities have in common. This assists in focusing the discussion on which of the feasible options from the study best address those critical common issues and how.

As the discussion focuses on those feasible options with the greatest opportunity to positively impact shared critical issues, the discussion can expand to the strengths and weaknesses of the strategies relative to the conditions, financial abilities, and cultural attitudes of the communities involved. There should be a concerted effort to remain at a policy level without becoming overly embroiled in operational discussions of implementation details. Those will be addressed once a common vision has been established for a future strategy that is in the best interest of all the communities involved.

This is also the time that participants may decide to opt-out of further involvement. This may occur for a number of reasons. There may be a legitimate concern that an individual community does not truly share an adequate number of common critical issues with the other communities. There may also be a legitimate concern that the feasible strategies do not do enough to benefit a given community and would leave it with too many remaining critical issues. And, of course, there is always the possibility that a given community will not feel that the projected financial outcome is within their ability or provides a cost-benefit that is better than their current situation. Any such decisions by one or more communities should not be considered a discouraging factor, for that is the very purpose of the vision sessions. In many cases, other remaining entities continue moving forward with a shared vision for cooperative service delivery even after one or more communities determine not to.

The goal of the vision session(s) is to come out with a decision by the policy bodies on whether to continue with the next steps and, if so, what direction those steps should take. The vision should be sufficiently decisive as to be actionable by senior appointed officials and staff. While there will be many, many details to work out in the implementation process, the vision should clearly articulate the intention of the agreeing policy bodies on the desired outcome from the specified cooperative service strategy or strategies. Once this occurs, the real work begins.

After setting the joint vision, this policymaker group should meet together at set intervals, or as needed, to hear the progress of the Implementation Committee and its Working Groups and refine direction when necessary. The appropriate interval will depend on the situation and the complexity and length of the process itself, but a quarterly meeting is often sufficient.

Establish a Joint Implementation Committee

The next step in the process is to establish a Joint Implementation Committee that will be given the overall responsibility with leadership and management of the planning and implementation process. This will be the "nuts and bolts" group that works through the details, overcomes the challenges, reacts to new information, and makes many of the actual decisions on the implementation plan. This group should have a much wider representation from stakeholders both inside and outside of the individual organizations involved. Membership in the Joint Implementation Committee may include senior management personnel and, where appropriate, labor representatives. The following is an example of a Joint Implementation Committee:

- City Manager or Board Chair (or equivalent) from each organization
- Fire Chief
- Finance Director from each organization
- Labor representatives from each agency
- Volunteer representatives from each volunteer organization involved

The Joint Implementation Committee should select a chair or co-chairs to function as organizers and facilitators for the committee meetings. In addition, their first order of business should be to determine the rules and procedures of this committee. This should include such items as:

- How often does this group meet (monthly is typical)?
- How are absences handled (assigned alternates are recommended)?
- How does communication (occasionally secure) within this committee take place?
- How will meetings be conducted? Are there "rules of conduct" for the meetings?
- Under what circumstances will the meetings be opened to attendance by non-members?
- How will the group pursue consensus? When voting is necessary, how will that occur?

Develop an Implementation Strategic Plan

Once the ground rules have been set, the Joint Implementation Committee should schedule a strategic planning process. The strategic planning process should be held in a neutral setting away from the daily activities and noise of the usual office environment. It need not be an expensive retreat, but it should be organized to focus energy and attention exclusively to the planning process for its duration.

The purpose of the initial strategic planning session should be as follows:

- To further articulate and refine the joint vision set by the policy bodies.
- To identify critical issues that will be met as the implementation process unfolds
- To identify potential impediments to implementation from:
  - Organizational culture
  - Availability of data and information
  - Lack of sufficient staff to carry through implementation processes
  - Outside influences and time demands
- To set the specific goals and objectives of the implementation process and the timelines for accomplishment
- To establish the necessary Implementation Working Groups

This process should result in the preparation of an implementation-planning document that can be shared with the policy body, stakeholders, and others who will be involved in or affected by the implementation process. The document should provide the joint vision, describe the cooperative service strategy or strategies being pursued, the desired outcome, the goals that must be met in order for implementation to be achieved, and the individual objectives, tasks, and timelines for accomplishment. When fully and adequately prepared, this document will serve as the master "road map" for the process and will help guide the next steps of developing working groups and assigning responsibilities.

Establish Implementation Working Groups

As part of the implementation strategic planning process, various Implementation Working Groups should be established that would be charged with responsibility for performing the necessary detailed work involved in analyzing, weighing, and deciding on specific processes. Membership for these Implementation Working Groups should be roughly identified as part of that process as well.

The number and titles of the working groups will vary, depending on the type and complexity of the strategies being pursued. However, the following list provides some typical working groups used in most consolidation processes and a description of some of their primary assigned functions and responsibilities.

Governance Working Group

This group will be assigned to examine and evaluate various governance options for the cooperative service effort. A recommendation and process steps will be provided back to the Joint Implementation Committee and the Policymaker Group. Once approved, this working group is typically assigned the task of shepherding the governance establishment through to completion. The membership of this group typically involves one or more elected officials and senior city/district and agency management.

Finance Working Group

This group will be assigned to review the financial projections contained in the feasibility study and complete any refinements or updating necessary. The group will look at all possible funding mechanisms and will work in partnership with the Governance Working Group to determine the impact on local revenue sources and options. Where revenue is to be determined by formula rather than a property tax rate, such as in a contractual cooperative venture, this group will evaluate various formula components and model the outcomes, resulting in recommendations for a final funding methodology and cost distribution formula. The membership of this group typically involves senior financial managers and staff analysts, and may also include representatives from the agencies' administrative staffs.

Legal Working Group

Working in partnership with the Governance Working Group, this group will identify all of the legal aspects of the selected strategy and will identify steps to ensure the process meets all legal obligations of process and law. Where necessary, this group will oversee the preparation and presentation of policy actions such as ordinances, joint resolutions, petitions, dissolutions, and enabling legislation. The group will also be responsible for working with other elected bodies, such as State Legislatures, the State Fire Marshal, and the insurance industry, when necessary, to accomplish the establishment of local selected governance. The membership of this group typically involves legal counsel from the various entities involved and may also include senior city/district management staff.

Operations Working Group

This group will be responsible for an extensive amount of work and may need to establish multiple sub-groups to accommodate its workload. The group will work out all of the details of the necessary operational changes required by the strategy. This involves a detailed analysis of assets, processes, procedures, service delivery methods, deployment, and operational staffing. Detailed integration plans, steps, and timelines will be developed. The group will coordinate closely with the Support Services and Logistics Working Group, if established. The membership of this group typically involves senior agency management, mid-level officers, training staff, and volunteer representatives. This list often expands with the complexity of the services being provided by the agencies.

Support Services and Logistics Working Group (Optional)

This group will be responsible for any required blending of capital assets, disposition of surplus, upgrades necessary to accommodate operational changes, and the preparation for ongoing administration and logistics of the cooperative effort. The membership of this group typically involves mid-level agency management, administrative, and support staffs. Where involved, support divisions such as Maintenance, Fire Prevention, etc., will also be represented.

Communications Working Group

Perhaps one of the most important, this group will be charged with developing an internal and external communication policy and procedure to ensure consistent, reliable, and timely distribution of information related to the cooperative effort. The group will develop public information releases to the media and will select one or more spokespersons to represent the communities in their communication with the public on this particular process. The importance of speaking with a common voice and theme, both internally and externally, cannot be overemphasized. Fear of change can be a strong force in motivating a group of people to oppose what they do not clearly understand. A well-informed workforce and public will reduce conflict. The membership of the group typically involves public information officers and senior city or agency management.

Meet, Identify, Challenge, Refine, and Overcome

Once the working groups are established, meeting, and completing their various responsibilities and assignments, it will be important to maintain organized communication up and down the chain. The working group chairs should regularly report to the Joint Implementation Committee. When new challenges, issues, impediments, or opportunities are identified by the working groups, these issues need to be communicated to the Joint Implementation Committee so the information can be coordinated with the findings and processes of the other working groups. Where necessary, the Joint Implementation Committee and a working group chairperson can meet with the Policymakers to discuss significant issues that may precipitate a refinement of the original joint vision.

The process is continuous as the objectives of the strategic plan are accomplished one by one. When sufficient objectives have been met, the Joint Implementation Committee can declare various goals as having been fully met until the point comes when the actual implementation approval or petitioning for a district formation/vote needs to be sought from the policy bodies. This formal "flipping of the switch" will mark the point at which implementation ends and integration of the agencies begins.

APPENDIX A: EXAMPLE TRANSITION PLAN

Implementing changes in the delivery of fire/EMS services is never a simple task. Much work is required to ensure the seamless transition of service from [AGENCY] to the [AGENCY] and [AGENCY]. The primary focus of this effort must be to effectively manage the transition so that there is no interruption of service to the community.

This Transition Plan describes in detail the actions that are necessary to accomplish the transfer of operational responsibility. The Plan is divided into eight functional areas:

1. Organization and Operations
2. Capital Assets and Equipment
3. Human Resources
4. Finance
5. Risk Management
6. Legal
7. Technology
8. External Relationships

Each functional area begins with a summary description of the work effort required to ensure all needs of that function have been properly addressed prior to transition. Following the summary is a comprehensive and detailed list of tasks to be completed, the outcomes intended by each task, and the person(s) or department(s) responsible for completing each task.

The transition of service will add workload to the [AGENCY] organization. Establishing clear authority and effective communications systems during the transition will be important. The use of interdisciplinary teams focused on developing collaborative solutions should produce efficient support systems for [AGENCY].

Finally, keeping an open line of communications with the public will be imperative. They will need assurance that their fire and emergency services will continue unimpaired through the transition from [AGENCY] to the [AGENCY] and beyond.

Implementation of this Plan should provide for a smooth transition of service in keeping with the core goal of providing seamless and uninterrupted delivery of fire and emergency services to the community.

Organization and Operations

The [AGENCY] has never directly provided fire and emergency services to the community, rather it has been provided by the [AGENCY]. [AGENCY] will need to develop and staff an operating organization, including administrative command and control, support and logistics, and operational emergency staff. Additionally, it will need to build the organizational systems necessary to support the delivery of services.

[AGENCY] has been the direct service provider to [AGENCY] for a number of years. As such, it has systems and procedures in place that can be adapted to the consolidated organization.

A variety of activities are necessary. Clearly defined service delivery standards of performance must be established to lay the foundation for the acquisition of resources needed to deliver that service level. Policies, procedures, and guidelines must be developed to define operational practices. Staffing plans, training systems, response assignments, and other organizational systems must be developed and implemented.

The most pressing need is the recruitment and retention of a Chief Executive Officer (Fire Chief) for the [AGENCY]. This person will lead the organization pre and post-transition and must be intimately involved in its establishment. [AGENCY] should seek a dynamic, modern-thinking leader with the energy and capability to develop the organization into a robust, efficient, and effective service delivery system.

A staffing plan will need to be developed and implemented, listing all of the human resources needed to deliver the defined level of service within budgetary limitations. Some of these staff may transition from [AGENCY/AGENCIES] to [AGENCY], but it is not certain how many, or what rank and experience levels staff may migrate. However, it is not expected that all positions will be filled in this manner. The Fire Chief will need to work closely with the [AGENCY] Human Resources Department to recruit quality staff for the [AGENCY] (specific tasks are listed in the Human Resources section of this Plan).

It is likely that individual [AGENCY] city departments can absorb and provide a variety of support functions to the [AGENCY] system (i.e., Human Resources, Finance, Facilities, and Equipment Services). It will be very important to establish clear lines of communication and accountability between the City and [AGENCY] to ensure quality interactions and to minimize new workloads.

Organization and Operations Tasks	Estimated Hours	Responsibility
1. Establish a transition team made up of key stakeholders from the [AGENCY] and [AGENCY]. Implement a regular meeting schedule and update process. **Outcome:** Transition activities are well coordinated, and all parties are invested in the result.	80	[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep
2. Clearly define the level of service expected to be provided by [AGENCY]: a. Fire suppression b. EMS c. Fire prevention d. Hazardous materials e. Technical rescue **Outcome**: Level of service is defined allowing [AGENCY] resources and systems to be developed and acquired to provide that level of service.	80	[AGENCY] Fire Services Coordinator
3. Create and regularly distribute public information about the transition. Emphasize that service continuity will be preserved. Create and distribute the message jointly with the [AGENCY] and the [AGENCY]. **Outcome:** The public is fully informed of transition activities and its impact on them.	60	[AGENCY] Fire Services Coordinator [AGENCY] Community Relations [AGENCY] Human Resources
4. Create and regularly distribute information about the transition to [AGENCY] Fire Department, [AGENCY], and regional departments. Create and distribute the message jointly with the [AGENCY] Fire Chief and [AGENCY] Fire Chief. **Outcome:** [AGENCY] staff are fully informed of transition activities and its impact on them.	90	[AGENCY] Fire Services Coordinator [AGENCY] Community Relations [AGENCY] Fire Chief [AGENCY] Human Resources
5. Establish the position of [AGENCY] Fire Chief. Develop the classification specification, reporting relationships, pay, and benefits. Recruit and retain a Fire Chief for [AGENCY]. **Outcome:** A Fire Chief is hired and ready to assist with transition implementation.	150	[AGENCY] Fire Services Coordinator Assistant City Manager [AGENCY] Community Relations [AGENCY] Human Resources
6. Prepare, refine, and finalize the staffing plan and position list for all operations and support positions. Establish all positions, including classification specifications. **Outcome:** A comprehensive staffing plan has been developed that fully supports [AGENCY]'s defined level of service.	60	[AGENCY] Fire Services Coordinator [AGENCY] Human Resources

Organization and Operations Tasks	Estimated Hours	Responsibility
7. Work with Human Resources to produce and publish notifications to hire firefighters and staff members fulfilling required staffing as indicated by staffing templates. Set deadlines well in advance of transition for receiving applications, interviews, background checks, and all testing processes. **Outcome:** All requires staff members have been appointed, and are in place prior to transition.	100	[AGENCY] Fire Services Coordinator [AGENCY] Human Resources
8. Review and evaluate available options for emergency dispatch services and select the most appropriate dispatch provider. Develop and execute agreements as needed. **Outcome:** The most appropriate provider supporting both cost efficiency and response effectiveness in place prior to transition.	40	[AGENCY] Fire Services Coordinator
9. Develop and establish clear lines of communication and accountability between the [AGENCY] Fire Chief and city support functions. **Outcome:** Expectations between the parties are clearly defined, resulting in more efficient delivery of support services.	10	[AGENCY] Fire Services Coordinator City Manager [AGENCY] Department Heads
10. Evaluate existing apparatus owned by [AGENCY] for suitability to the [AGENCY] service area. Develop apparatus specifications for appropriate [AGENCY] apparatus and develop an apparatus replacement plan. **Outcome:** The most appropriate apparatus type and configuration for [AGENCY] operations have been defined.	Detail in Capital Asset Section Task 1.	[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep [AGENCY] Fleet Services Manager
11. Identify if co-location of [AGENCY] fire prevention personnel conducting new construction activities in the Building and Safety Department is feasible. If so, arrange for space and furnishings. **Outcome:** Co-location, if practical, promotes strong interaction between [AGENCY] and the Building and Safety Department.	10	[AGENCY] Fire Services Coordinator Building and Safety Facilities Manager
12. Develop a procedure for a joint review of new development proposals for building projects. **Outcome:** Developers experience a seamless transition of services between [AGENCY] and [AGENCY].	16	[AGENCY] Fire Services Coordinator Building and Safety
13. Establish a detailed matrix for the construction code elements that are reviewed by the Building and Safety Department and those that will be reviewed by [AGENCY] fire prevention staff. **Outcome:** Division of authority and responsibility between the Building and Safety Department and [AGENCY] is clearly defined.	40	[AGENCY] Fire Services Coordinator Building and Safety

Organization and Operations Tasks	Estimated Hours	Responsibility
14. Develop [AGENCY] policies, procedures, and standard operating guidelines. Review current [AGENCY] policies, procedures, and standard operating guidelines for use as a base. **Outcome:** [AGENCY] policies, procedures, and guidelines are comprehensive and appropriate to achieved defined levels of service.	210	[AGENCY] Fire Services Coordinator Human Resources
15. Identify alternative revenue opportunities to support [AGENCY] operations. Propose revenue opportunities for implementation as appropriate. **Outcome:** [AGENCY] is capturing all appropriate revenue to support the delivery of services.	40	[AGENCY] Fire Services Coordinator Finance Manager
16. Establish workflow procedures for the plans review and site inspection process. **Outcome:** Workflow expectations between [AGENCY] and the Building and Safety Department are clearly defined.	24	[AGENCY] Fire Services Coordinator Building and Safety
17. Determine the most appropriate source of medical director services and execute agreements to provide that service. Consider using the current [AGENCY] medical director. **Outcome:** Medical director services are available on the transition date.	24	[AGENCY] Fire Services Coordinator EMS Director
18. Identify records maintained by [AGENCY] that should be transferred to [AGENCY]. Identify the most appropriate method for transferring the records to [AGENCY] and address record transfer costs. **Outcome:** All records maintained by the [AGENCY] that are needed by [AGENCY] have been identified and transferred.	20	[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep
19. Determine whether [AGENCY] can continue to use the [AGENCY] Knox Box keys or whether [AGENCY] area boxes will need to be re-keyed. **Outcome:** [AGENCY] has access to Knox Boxes installed in its service area.	10	[AGENCY] Fire Services Coordinator Building and Safety
20. Develop effective response forces, response assignments, and station order tables for the computer-aided dispatch (CAD) system. Provide assignments and station order tables to the dispatch provider for implementation. This data may be available from [AGENCY]. **Outcome:** Dispatch protocols are developed and in place by the transition date, ensuring seamless service delivery to the community.	60	[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep

Organization and Operations Tasks	Estimated Hours	Responsibility
21. Develop desk manuals containing all policies and procedures for administrative functions to be performed by [AGENCY]. **Outcome:** [AGENCY] support staff members have the tools to assist them in performing their work.	64	[AGENCY] Fire Services Coordinator
22. Determine the exact date and time for the transition of service delivery from the [AGENCY] to [AGENCY]. Develop a transfer of service process and notify all cooperating and area agencies of the details. **Outcome:** The transfer of service responsibility occurs with no impact on the delivery of fire and emergency services.	20	[AGENCY] Fire Services Coordinator
23. Acquire occupancy and inspection records for [AGENCY] businesses from [AGENCY]. **Outcome:** [AGENCY] fire prevention staff has any historic inspection information to use for their work.	16	[AGENCY] Fire Services Coordinator
24. Complete a skills, knowledge, and certification inventory for all [AGENCY] employees. **Outcome:** The current level of knowledge and capability of all [AGENCY] employees is known.	80	[AGENCY] Fire Services Coordinator Human Resources [AGENCY] Training Chief
25. Based on the skills, knowledge, and certification inventory, defined job requirements, and skills needed that are unique to each service area, develop a training plan that maintains required personnel capability and develops personnel for succession purposes. **Outcome:** A comprehensive training program is in place and ready to be delivered on the transition date.	80	[AGENCY] Fire Services Coordinator Human Resources [AGENCY] Training Chief
26. Quantify existing firefighting, EMS, etc., supplies inventory that will be transferred from [AGENCY] to [AGENCY]. Identify and acquire supplies that need to be in-stock. **Outcome:** Supplies are available on the date of transition.	45	[AGENCY] Fire Services Coordinator Fleet Services Manager Facilities Manager
27. Develop a radio communication and frequency utilization plan and procedure in conjunction with [COMM CENTER]. **Outcome:** A radio communication and frequency use Plan and procedure are in place by the transition date.	64	[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep

Organization and Operations Tasks	Estimated Hours	Responsibility
28. Determine the mapping system that will be used for [AGENCY] mapping mobile data computers and map books. Produce new map systems for all [AGENCY] apparatus. **Outcome:** Map systems using a common system are available by the date of transition.	120	[AGENCY] Fire Services Coordinator [AGENCY] GIS
29. Revise the station and apparatus numbering system for the [AGENCY]. Use the [AGENCY] regional numbering system. **Outcome:** The numbering system is established and all stations and apparatus are properly marked by the date of transition.	10	[AGENCY] Fire Services Coordinator Fleet Manager
30. Develop and deliver training for [AGENCY] personnel on geography, risks, and target hazards in the service area. **Outcome:** [AGENCY] personnel are familiar with the service area.	100	[AGENCY] Fire Services Coordinator [AGENCY] Training Chief
31. Apply and receive a state emergency medical services advanced life support (ALS) license. **Outcome:** The state license is properly in place so that ALS delivery can continue during transition.	20	[AGENCY] Fire Services Coordinator EMS Coordinator
32. Purchase new firefighting and EMS equipment to be used by [AGENCY]. a. Personal Protective Equipment-for all firefighting, EMS activities b. Uniforms, badges, etc. c. Helmets d. Footwear e. Medical Equipment **Outcome:** Equipment consistency is provided to ensure effective operations and minimize training requirements.	120	[AGENCY] Fire Services Coordinator [AGENCY] Training Chief
33. Develop a list of community fire prevention programs delivered by [AGENCY]. Determine which of these will be delivered to the [AGENCY]. **Outcome:** The type and level of fire prevention services to be delivered are determined.	20	[AGENCY] Fire Services Coordinator
34. Implement State and County EMS protocols for all levels of EMS service to be provided. Gain approval by the [AGENCY] medical director. **Outcome:** EMS protocols are developed so that appropriate levels of EMS service can be delivered.	30	[AGENCY] Fire Services Coordinator EMS Coordinator

Capital Assets and Equipment

The effective delivery of fire and emergency services requires the use of facilities, apparatus, equipment, and supplies. [AGENCY] owns many of these assets that are currently operating in the [AGENCY].

These assets will need to be converted for use by [AGENCY]. During the course of the transition, a variety of tasks will be required. Facilities, apparatus, and equipment owned by [AGENCY] will need to be inventoried, and agreements reached on the timing for the transition. The current condition of each asset will need to be identified, and any required repairs completed prior to the transition.

Systems to provide ongoing repair and maintenance for [AGENCY] facilities, apparatus, and equipment will need to be developed and resources to conduct that work acquired. Contracts for service and repair vendors will need to be negotiated and executed. Utility services must be notified of the transition so that billings are routed correctly.

The suitability of apparatus for the [AGENCY] service area should be evaluated. If apparatus type changes are needed, the acquisition process should begin early in the transition process.

A supplies inventory will need to be identified and sufficient quantities of supplies acquired. This includes office supplies, station operation and maintenance supplies, and more.

Agreements must be reached with [AGENCY] for specific timing of conversion of assets and inventory. The [AGENCY] will be the service provider until the actual date and time of transition. Developing a plan for the seamless transition of service and the hand-off of the assets necessary to conduct that service will be critical.

Capital Assets and Equipment Tasks	Estimated Hours	Responsibility
1. Develop a Fleet Master Plan. Meet with [AGENCY] to establish a mutually agreeable fleet transition plan. Evaluate assigned fleet resources for condition and serviceability. Obtain guidance from [AGENCY] Public Works Director on the process. Determine minimum standards for fleet acceptance. Evaluate the fleet to determine if surplus apparatus/vehicles exist and if sufficient numbers of apparatus by type are available. Surplus or acquire apparatus/vehicles as needed based on the evaluation. **Outcome:** A Fleet Master Plan listing [AGENCY] apparatus fleet reflecting the most appropriate quantity and type of front line and reserve equipment.	160	[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep [AGENCY] Fleet Services Manager
2. Review workload of new Facilities Management staff and determine if additional staffing and other resources are needed. **Outcome:** Adequate staffing and resources are available to conduct facilities maintenance for [AGENCY].	20	[AGENCY] Fleet Manager
3. Perform a space needs assessment study to identify and acquire building space for [AGENCY] administration based on, but not limited to, the following criteria: a. Employee count b. Functional needs c. Connectivity (telephone, computer, radio) d. Parking e. Power f. Growth Planning **Outcome:** Suitable building space is available for [AGENCY] administrative personnel.	60	[AGENCY] Fire Services Coordinator [AGENCY] Facilities Manager
4. Evaluate the fleet to determine if surplus apparatus/vehicles exist and if sufficient numbers of apparatus by type are available. Surplus or acquire apparatus/vehicles as needed based on the evaluation. **Outcome:** The [AGENCY] apparatus fleet reflects the most appropriate quantity and type of equipment.	45	[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep [AGENCY] Fleet Services Manager

Capital Assets and Equipment Tasks	Estimated Hours	Responsibility
5. Complete a current condition assessment of the [AGENCY] stations: a. Conduct inspection b. Identify maintenance and repair needs c. Determine responsibility for repairs required prior to the transfer of operations. **Outcome:** Facilities staff has a thorough understanding of the current condition of [AGENCY] stations and any repair work required prior to the transition.	20	[AGENCY] Facilities Manager
6. Review deeds of [AGENCY] fire station/land to determine appropriate measures for the transition to [AGENCY]. **Outcome:** Deeds properly reflect [AGENCY] ownership prior to transition	40	[AGENCY] Fire Services Coordinator [AGENCY] Facilities Manager [AGENCY] Transition Rep
7. Acquire maintenance and repair records for [AGENCY] apparatus. Retain an outside contractor and complete an evaluation of the condition of the [AGENCY] apparatus/vehicles. **Outcome:** Equipment Services fully understands the condition of the fleet, can anticipate ongoing maintenance costs, and all repairs required prior to transition have been completed.	80	[AGENCY] Fire Services Coordinator [AGENCY] Fleet Manager [AGENCY] Transition Rep
8. Determine the number of garage spaces available for fire apparatus. Identify available space to house apparatus for which no garage space currently exists or develop a plan to fund and construct new space. **Outcome:** Suitable indoor apparatus storage is available for those vehicles that need it.	16	[AGENCY] Fire Services Coordinator [AGENCY] Fleet Manager
9. Develop an accurate inventory of all [AGENCY] owned equipment, radios, station inventory, and other assets currently in [AGENCY]'s possession. Reach an agreement with [AGENCY] on inventory transfer to [AGENCY]. **Outcome:** [AGENCY] owned assets have been converted by the date of transition.	45	[AGENCY] Fire Services Coordinator

Capital Assets and Equipment Tasks	Estimated Hours	Responsibility
10. Identify station maintenance that will be provided by [AGENCY] and the staffing/budget needed by Facilities to support that service. Include appropriate costs in future [AGENCY] Facilities budgets: a. [#] staffed fire stations **Outcome:** The impact of the additional work is identified and resources are available to maintain facilities.	40	[AGENCY] Fire Services Coordinator [AGENCY] Fleet Manager [AGENCY] Transition Rep
11. Identify outside contracts that will be needed for station equipment and services such as communication/tech services, generator maintenance, alarm system maintenance, appliance maintenance, landscaping, etc. **Outcome:** All outside contracts are in place on the date of transition.	45	[AGENCY] Fire Services Coordinator [AGENCY] Facilities Manager
12. Decide if the fleet costs will be charged as a monthly rental or on time/materials basis with [AGENCY] responsible for replacement planning. **Outcome:** The most appropriate method for charging fleet costs has been determined.	30	[AGENCY] Fire Services Coordinator [AGENCY] Fleet Manager
13. Set up apparatus and vehicles in a fleet records management system. **Outcome:** Apparatus and vehicle maintenance and repair can be accurately tracked in a fleet records system.	25	[AGENCY] Fleet Manager
14. Establish preventative maintenance schedules for each apparatus and vehicle. **Outcome:** Schedules are in place on the date of transition.	20	[AGENCY] Fleet Manager
15. Identify any [AGENCY] owned shop equipment, parts, and supplies that are devoted to [AGENCY] operations. **Outcome:** [AGENCY] owned shop equipment, parts, and supplies devoted to [AGENCY] operations have been identified	10	[AGENCY] Fire Services Coordinator [AGENCY] Fleet Manager [AGENCY] Transition Rep
16. Identify the annual cost of fleet maintenance and repair for a future [AGENCY] budget. **Outcome:** [AGENCY] has budgeted sufficient funds for fleet repair and maintenance.	20	[AGENCY] Fire Services Coordinator [AGENCY] Fleet Manager Finance Manager
17. Identify parts that should be in stock for [AGENCY] apparatus. Purchase and/or identify a ready source for the parts. **Outcome:** Parts are readily available to ensure a minimum of apparatus down-time.	30	[AGENCY] Fleet Manager

Capital Assets and Equipment Tasks	Estimated Hours	Responsibility
18. Acquire fuel cards for apparatus that will need them. Consider the use of an independent system. **Outcome:** The source of fuel for [AGENCY] apparatus has been determined and made available.	10	[AGENCY] Fleet Manager
19. Notify utilities and garbage services of the new billing address for [AGENCY] stations. **Outcome:** Notification has been made to ensure the continuation of service.	10	[AGENCY] Facilities Manager
20. Re-key all facilities. **Outcome:** The security of fire stations has been maintained.	10	[AGENCY] Facilities Manager
21. Recruit, hire, and train new Equipment Services employees. **Outcome:** New staff is employed and ready to begin service on the date of transition.	20	[AGENCY] Fire Services Coordinator [AGENCY] Fleet Manager Human Resources
22. Transition the fleet to [AGENCY] maintenance. **Outcome:** Apparatus are transitioned to [AGENCY] maintenance.	10	[AGENCY] Fire Services Coordinator [AGENCY] Fleet Manager
23. Complete the transition of legal ownership of buildings and land of all [AGENCY] fire stations in [AGENCY]. **Outcome:** All stations and properties are under [AGENCY] legal ownership	20	[AGENCY] Fire Services Coordinator [AGENCY] Fleet Manager Finance Manager

Human Resources

The delivery of fire and emergency services is a human resources intensive function. [AGENCY] will need to hire, equip, and train over 200 personnel and have them ready to provide service by the date of transition. Much work is involved in accomplishing this.

Human resources rules will need to be established for [AGENCY]. Ideally, the existing [AGENCY] rules, with minor modifications, can be used for [AGENCY].

Some employees may be former [AGENCY] employees. A lateral entry process should be developed that would allow [AGENCY] firefighters who may be laid-off as a result of the transition an opportunity to be considered for [AGENCY] positions. Others will be recruited and hired from outside the organization.

Wages, benefits, and other considerations must be determined. Insurance plans will need to be established, the status of health plans for [AGENCY] retirees determined, and benefits coordinated between insurance plans.

Records systems need to be established and relevant information entered into these systems. Labor representation will need to be determined and any agreements developed as necessary. Outside agencies, such as PERS, will need to be notified.

A significant recruitment, testing, and hiring process will be required. This is a time-intensive activity and should begin as quickly as possible. All [AGENCY] employees will require orientation and training in advance of the date of transition. This training includes required compliance training (EEO, substance abuse, workplace, etc.) and job-specific training so that personnel are able to provide effective service on the date of transition.

The use of interdisciplinary teams for this transition activity will be important. Systems and considerations established for [AGENCY] employees will impact a variety of support departments. Coordination is important in order to develop ongoing support capability that has the least impact on workload.

Human Resources Tasks	Estimated Hours	Responsibility
1. Review potential new Human Resources workload and determine the staffing needed to effectively manage the workload. **Outcome:** Human Resources workload is quantified and resources required to support that workload have been identified for pay administration, records, employee relations, benefits administration, labor relations, legal, and training.	30	[AGENCY] Fire Services Coordinator Human Resources
2. Determine the number of former [AGENCY] employees who may elect to seek [AGENCY] employment. **Outcome:** The number and names of potential employees have been identified.	10	[AGENCY] Fire Services Coordinator Human Resources
3. Obtain personnel files from any former [AGENCY] employees to determine former class, hire date, promotion dates, certifications, etc. **Outcome:** Information has been gathered regarding former [AGENCY] employees.	20	Human Resources
4. Develop classification specifications for all [AGENCY] positions. **Outcome:** Classification specifications are available for all positions.	80	[AGENCY] Fire Services Coordinator Human Resources Labor Consultants
5. Identify wages, benefits, and other considerations for newly hired [AGENCY] employees. **Outcome:** The wage and benefit packages have been identified.	40	[AGENCY] Fire Services Coordinator Human Resources Labor Consultants

Human Resources Tasks	Estimated Hours	Responsibility
6. Recruit, select, and hire employees as needed: a. Fire Chief b. Division Chiefs c. Battalion Chiefs d. Captains e. Engineers f. Firefighters g. Paramedics h. Office Staff i. Mechanics j. Fire Marshal k. Fire Inspectors l. Others as needed **Outcome:** All positions are filled with qualified employees in time to conduct required training prior to the date of transition.	240	[AGENCY] Fire Services Coordinator Human Resources
7. Develop curriculum and deliver orientation training to all new [AGENCY] personnel. **Outcome:** All [AGENCY] employees have received quality orientation training.	80	[AGENCY] Fire Services Coordinator Human Resources
8. Identify personnel file information that will be maintained by [AGENCY] and information to be maintained by Human Resources. Establish procedures to ensure information is routed correctly. **Outcome:** Complete personnel files are maintained.	40	[AGENCY] Fire Services Coordinator Human Resources
9. Develop a plan to format labor representation for [AGENCY]: a. Line Staff b. Management c. Administrative staff **Outcome:** Labor representation concepts have been identified, described, and implemented.	80	[AGENCY] Fire Services Coordinator Human Resources Labor Consultants Legal
10. Review [AGENCY] human resources rules to determine their suitability for [AGENCY]. Add or modify rules as appropriate to accommodate [AGENCY] human resources activities. **Outcome:** Fully developed human resources rules have been established and are in place in the [AGENCY] prior to transition.	40	[AGENCY] Fire Services Coordinator Human Resources Labor Consultants

Human Resources Tasks	Estimated Hours	Responsibility
11. Add lateral entry provisions to the [AGENCY] human resources recruitment rules to support efficient appointments to open fire positions for experienced personnel. **Outcome:** Qualified and experienced personnel can be hired by [AGENCY].	32	Human Resources
12. Develop a program for [AGENCY] employees to be included in [AGENCY] insurance programs. If applicable, develop an orientation plan for the new health benefit programs. **Outcome:** [AGENCY] employee eligibility for health insurance programs has been determined.	45	Human Resources
13. Develop a website for [AGENCY] that will support recruitment activities and employee information. **Outcome:** The website is developed and is a useful source of information for potential employees.	60	[AGENCY] Fire Services Coordinator Technology Services
14. Examine legal method of obtaining full personnel files for any employees hired from [AGENCY]. **Outcome:** Personnel files have been acquired.	10	Human Resources
15. Provide notice to PERS that [AGENCY] is an active employer with both safety and non-safety personnel working. **Outcome:** Proper notice has been provided to PERS.	10	Human Resources
16. Establish clear pathways and coordination for the relationship between [AGENCY] and Human Resources functions: a. Employee complaints b. Disciplinary investigations c. Classification process **Outcome:** Responsibilities, authorities, and processes have been defined and acknowledged by all.	20	[AGENCY] Fire Services Coordinator Human Resources
17. Deliver compliance training to all [AGENCY] employees (EEO, workplace harassment, substance abuse, etc.) **Outcome:** All [AGENCY] employees have received quality compliance training prior to the transition date.	60	[AGENCY] Fire Services Coordinator Human Resources
18. Establish a process and vendor to conduct and monitor elective or mandatory annual medical exams. (Policy decision) **Outcome:** Employees are provided the required annual medical exams.	20	[AGENCY] Fire Services Coordinator Human Resources

Human Resources Tasks	Estimated Hours	Responsibility
19. Identify the source of health benefits and deferred compensation programs for [AGENCY] employees. Align these as closely as possible to plans offered to existing [AGENCY] employees. **Outcome:** Plans offered to the consolidated organization employees are in place and as consistent as possible.	30	Human Resources Labor Relations

Finance

Like any organization, the [AGENCY] will need a wide range of budget and accounting services. Establishing highly efficient systems will be a very important consideration during the transition.

Initially, a transition budget must be developed and adopted along with the necessary appropriation of funds. The transition will incur a variety of costs, including the appointment of new fire department employees in advance of the actual date of transition.

A budget for [AGENCY] must be developed and adopted. Accounting systems must be established to manage district funds. Use of the [AGENCY's] financial system will be the base of accounting efficiency, and will require programming the system to support that activity.

Purchase agreements and open purchase orders need to be established. An asset tracking system will need to be developed to ensure [AGENCY] assets are accurately recorded. A five-year capital improvement plan will need to be developed and adopted.

Accounting and purchasing procedures will need to be developed and [AGENCY] personnel trained in their use. Decisions will need to be made regarding the level of financial analysis capability that will exist within the [AGENCY] organization and qualified personnel retained to perform those functions.

This is an area where the use of interdisciplinary teams will be very important. Agreements reached by one area of the organization will impact the workload of the Finance function. Developing highly efficient systems must be a critical consideration.

Finance Tasks	Estimated Hours	Responsibility
1. Identify and appropriate funding for [AGENCY] transition costs. **Outcome:** Sufficient funds are available to complete transition activities.	80	[AGENCY] Fire Services Coordinator Assistant City Manager Finance Manager
2. Establish and implement a process to ensure active coordination between Finance, Human Resources, and Technology Services as records systems, processes, and labor agreements are being developed and implemented to ensure [AGENCY] internal systems can support changes. **Outcome:** All related financial systems support the [AGENCY] operations.	80	[AGENCY] Fire Services Coordinator Finance Manager Technology Services Human Resources
3. Identify the type and level of financial administration capability that should exist within the [AGENCY] administrative staff. Determine if that capability is best provided by contracted services or full-time staff. If full-time staff, ensure that position(s) is included in the [AGENCY] staffing plan: a. Budget development and reporting b. Annual audit preparation c. Other accounting activities d. Coordination with [AGENCY] Finance Department **Outcome:** Fiscal administration capability has been defined and the source of that capability identified.	16	[AGENCY] Fire Services Coordinator Finance Manager Technology Services Human Resources
4. Conduct analysis to determine the value of all fire/EMS/ancillary services provided by [AGENCY] to the [LOCATION]. Consider an annual contract for services to be presented to the [LOCATION] for services rendered. **Outcome:** Understand the dollar value of fire/EMS services to UC [AGENCY] Campus has been quantified and secure an appropriate contract.	40	[AGENCY] Fire Services Coordinator Finance Manager
5. Coordinate labor agreements regarding employee compensation with Finance to ensure financial systems and payroll can accommodate accounting requirements. **Outcome:** Financial systems can efficiently support employee compensation processing.	30	[AGENCY] Fire Services Coordinator Finance Manager Technology Services Human Resources

Finance Tasks	Estimated Hours	Responsibility
6. Determine if the current internal finance department staffing levels can manage the anticipated new workload associated with [AGENCY]. Identify and quantify staff and other resources that will be needed. **Outcome:** Finance Department's workload is quantified, and the resources required to support the new workload have been identified.	40	[AGENCY] Fire Services Coordinator Finance Manager Human Resources
7. Establish cost centers within the financial accounting system so that costs can be appropriately attributed to functional activities. **Outcome:** Cost centers are established that provide detailed functional area cost accounting information.	20	[AGENCY] Fire Services Coordinator Finance Manager Technology Services Human Resources
8. Develop a five-year capital improvement plan for the [AGENCY]. **Outcome:** The five-year capital improvement plan has been developed and adopted.	40	[AGENCY] Fire Services Coordinator Finance Manager Human Resources
9. Negotiate and enter into a heavy equipment vendor contract. **Outcome:** Heavy equipment is available to support [AGENCY] response by the date of transition.	30	[AGENCY] Fire Services Coordinator Finance Manager
10. Confirm that [AGENCY] assets are accurately recorded in an asset management system. Update the system as needed for missing assets. **Outcome:** A complete and accurate list of [AGENCY] assets is available.	40	[AGENCY] Fire Services Coordinator Finance Manager
11. Identify and establish open purchase orders needed to support [AGENCY] operations. **Outcome:** Open purchase orders are in place to support [AGENCY] activities.	45	[AGENCY] Fire Services Coordinator Finance Manager
12. Identify the number of purchasing cards that will be needed for [AGENCY] operations. Establish a policy and procedure for the use of purchasing cards. **Outcome:** Purchasing cards are provided to appropriate [AGENCY] employees, procedures are in place for their use, and training on the procedures has been provided.	20	[AGENCY] Fire Services Coordinator Finance Manager
13. Develop and adopt [AGENCY] one-year and five-year budgets for FY TBA at the time of transition. **Outcome:** [AGENCY] has adopted budgets by the date of transition.	80	[AGENCY] Fire Services Coordinator Assistant City Manager Finance Manager

Risk Management

Risk management services include health and safety services as well as insurance programs. A variety of activities must be completed prior to the date of transition.

All [AGENCY] fire stations will need to be evaluated for safety and compliance concerns and corrections made prior to transition.

Insurance policies will need to be updated to reflect the return of direct service delivery. Workers' compensation coverage will need to be obtained and coordinated with employee health insurance programs.

Databases and other records systems will need to be established and updated to properly track claims activity. Employee wellness/fitness programs will need to be established.

Decisions will need to be made regarding the provider of risk management services and any third party administration. Predicted new workload and the current capability of [AGENCY] resources will be key considerations in this process.

Risk Management Tasks	Estimated Hours	Responsibility
1. Work with Technology Services to develop a property and liability claims database for [AGENCY]. **Outcome:** A property and liability claims database is in place.	30	[AGENCY] Fire Services Coordinator Human Resources Technology Services Risk Management
2. Identify sources and costs for contracted EAP and wellness/fitness programs for [AGENCY] employees. Establish vendor relationships as appropriate. **Outcome:** Wellness/fitness programs are available to [AGENCY] employees.	35	[AGENCY] Fire Services Coordinator Human Resources Risk Management
3. Conduct inspections of facilities to identify any potential risk issues, such as code compliance, OSHA, etc., that may be present (in conjunction with Facilities). **Outcome:** All risk issues have been identified and resolved by the date of transition.	50	[AGENCY] Fire Services Coordinator Risk Management Facilities Manager
4. Coordinate health benefits coverage with workers' compensation coverage provided to [AGENCY] employees. **Outcome:** Health insurance and workers' compensation benefits coverage have been coordinated.	26	Risk Management Human Resources
5. Provide [AGENCY] employee count and payroll information to Risk Management for insurance application updates. **Outcome:** Information is provided that allows insurance applications to be updated.	16	[AGENCY] Fire Services Coordinator Human Resources Management Services
6. Develop workers' compensation coverage to support [AGENCY] staff members. Identify any alternative coverage for [AGENCY] as appropriate. **Outcome:** An administrator has been identified with the capacity to support [AGENCY] workers' compensation processes.	20	[AGENCY] Fire Services Coordinator Human Resources Risk Management
7. Explore methods to legally obtain and review copies of workers' compensation claim files for any [AGENCY] employees appointed to the [AGENCY]. **Outcome:** Information about active workers' compensation claims has been obtained.	20	[AGENCY] Fire Services Coordinator Human Resources Risk Management Legal

Risk Management Tasks	Estimated Hours	Responsibility
8. Set up [AGENCY] employees in a workers' compensation database. **Outcome:** All [AGENCY] employees are entered into the workers' compensation database.	20	Human Resources Risk Management
9. Determine if current staffing levels can manage the anticipated new workload associated with [AGENCY]. Identify staff and other resources that will be needed. **Outcome:** Risk Management workload is quantified and resources required to support that workload have been identified.	30	[AGENCY] Fire Services Coordinator Human Resources Risk Management
10. Work with insurance broker/carriers to update all applicable insurance applications: a. Workers' compensation, adding new full-time workers b. Property and equipment c. Motor vehicles d. General liability **Outcome:** Insurance is in effect, providing coverage when needed.	60	Human Resources Risk Management

Legal

Legal services will be required throughout the process of transition. [AGENCY] will need to review, renegotiate, and execute a long list of agreements with other agencies and entities. These include cooperative service agreements (hazardous materials response), mutual and automatic aid agreements, purchase of services agreements (heavy equipment, dispatch), and more. A legal review of these documents will be required.

As transition discussions progress, legal services will be needed to interpret these various agreements and contained provisions to ensure a smooth, legal transition.

There will likely be disagreements between various parties about how the transition should occur and details regarding assets, employees, and the like. It will be very valuable to have an effective dispute resolution process in place so these disagreements can be resolved quickly.

Legal Tasks	Estimated Hours	Responsibility
1. Identify and implement a dispute resolution process to address disagreements regarding transition issues, costs, and activities. **Outcome:** A dispute resolution process has been implemented and disagreements are resolved through this process.	40	[AGENCY] Fire Services Coordinator Human Resources Legal Counsel [AGENCY] Transition Rep
2. Finalize and execute the transfer of all fleet and facility resources from [AGENCY] to [AGENCY]. **Outcome:** All fleet resources, facilities, and land are the sole ownership of [AGENCY].	30	[AGENCY] Fire Services Coordinator Legal Counsel [AGENCY] Transition Rep Facilities Manager Fleet Manager
3. Develop and adopt an agreement to allow [AGENCY] to enforce all Federal, State, County, and City Fire Codes. **Outcome:** [AGENCY] has the authority to enforce the Fire Code.	24	[AGENCY] Fire Services Coordinator
4. Identify and modify all applicable contracts and agreements as required to reflect the transition to [AGENCY] operational service delivery: a. Dispatch b. Radio Frequency Use—[COMM CENTER] c. Medical Director d. Regional Training Centers **Outcome:** All contracts and agreements have been modified and re-executed by the date of transition.	60	[AGENCY] Fire Services Coordinator
5. Negotiate and execute automatic and mutual aid agreements: a. [AGENCY] b. [LIST MUTUAL AID PARTNERS] c. Coordinated Communications System **Outcome:** All automatic and mutual aid agreements have been modified and re-executed by the date of transition.	40	[AGENCY] Fire Services Coordinator Legal Counsel [AGENCY] Transition Rep
6. Monitor transition activities for legal concerns. Review all agreements between [AGENCY] and various agencies and entities. **Outcome:** Potential legal risk has been identified and resolved.	60	[AGENCY] Fire Services Coordinator Legal Counsel

Technology

The use of technology is essential to the delivery of services and provides an opportunity to maximize the effectiveness of those services. [AGENCY] will need to ensure that various technologies are available for its use before the transition. These include telecommunications equipment, computer software and hardware, radios, and computer networks.

A comprehensive inventory of existing [AGENCY] systems must be completed. This will provide a baseline for needed acquisitions and for the transition of systems from [AGENCY] to [AGENCY].

A thorough technology needs assessment must be prepared to ensure that technology acquisitions support the [AGENCY] mission. Service improvement opportunities through technology should be identified at this stage so that acquisitions provide maximum value to the organization.

Appropriate technology must be available to [AGENCY] prior to and especially on the date of transition. System "cut-over" agreements must be reached with the [AGENCY] to ensure uninterrupted service.

Technology Tasks	Estimated Hours	Responsibility
1. Conduct a walk-through of each station to review existing network, computer, and telecom equipment and systems. **Outcome:** A full and accurate inventory of existing IT systems has been developed.	28	[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep Facilities Manager Fleet Manager Technology Services
2. Work with [AGENCY] Technology Department personnel to identify computer hardware, software, and other system components that need to be installed in [AGENCY] facilities and apparatus. **Outcome:** A full and accurate inventory of existing system components has been developed.	80	[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep Technology Services
3. Confirm the type and make of the telephone system used in the fire stations, what phone equipment is in place, and who owns the equipment. **Outcome:** A full and accurate inventory of telecommunications equipment and its ownership has been developed.	30	[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep Technology Services
4. Evaluate existing network connectivity and performance. Identify the ideal pathway and configuration options to transition to [AGENCY] network systems. **Outcome:** The best solution for network configuration that provides high performance has been identified.	40	[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep Technology Services
5. Complete a technology assessment and plan to determine and quantify hardware and software requirements to fully support [AGENCY] operations: a. Office use systems b. Communications equipment (cell, radios, tablets, electronic patient care reporting systems—EPCR) c. Mobile systems (MCT, mobile laptops for operations, etc.) **Outcome:** Technology needs have been thoroughly assessed and a plan for implementation developed.	80	[AGENCY] Fire Services Coordinator Facilities Manager Fleet Manager Technology Services

Technology Tasks	Estimated Hours	Responsibility
6. Determine if current staffing levels can manage the anticipated new workload associated with [AGENCY]. Identify and quantify staff and other resources that will be needed. **Outcome:** Technology Services workload is quantified and resources required to support that workload have been identified.	20	[AGENCY] Fire Services Coordinator Technology Services
7. Acquire and implement a staff scheduling software system. **Outcome:** A staff scheduling software system has been acquired and installed prior to the date of transition that communicates with the accounting and payroll system.	20	[AGENCY] Fire Services Coordinator Technology Services Human Resources
8. Based on the inventories and needs assessment, purchase and install new technology equipment, network connectivity, telephone systems, etc., as needed. **Outcome:** Technology systems and equipment have been acquired and installed as of the date of transition.	40	[AGENCY] Fire Services Coordinator Technology Services
9. Evaluate available fire records management systems (RMS). Acquire, implement, and install suitable software. Develop policies and procedures for system use. **Outcome:** A fire records management system has been acquired and installed prior to the date of transition.	100	[AGENCY] Fire Services Coordinator Technology Services
10. Meet with geographic information systems (GIS) staff to determine the capacity of GIS use in [AGENCY] for administrative and field use. Determine levels of GIS use in [AGENCY], acquire and implement needed hardware and software equipment. **Outcome:** Geographic information systems software has been explored, acquired, and installed prior to the date of transition.	60	[AGENCY] Fire Services Coordinator Technology Services
11. Develop curriculum and deliver training to [AGENCY] employees on the use of computer systems, telephone systems, and other technology. **Outcome:** All [AGENCY] employees have received training on the technology systems they will use during the course of their employment.	120	[AGENCY] Fire Services Coordinator Technology Services

External Relationships

No single agency can provide effective delivery of service without the cooperation of other regional service providers. [AGENCY] will need to develop new relationships and identify new opportunities for regional cooperation.

Partnerships for the delivery of specialized services will need to be identified and agreements set in place. This includes fire/EMS service delivery, hazardous materials response, technical rescue services, and fire prevention programs.

Developing cooperative programs with [MA AGENCY], [MA AGENCY], and [MA AGENCY] could provide [AGENCY] residents significant benefit by sharing resources. In turn, [AGENCY] could also offer services outside to neighboring agencies in a reciprocal manner. Training, quality improvement, and EMS supply partnerships should be evaluated and entered, as appropriate.

Establishing effective regional partnerships now will enhance the overall quality of service provided to the community.

External Relationship Tasks	Estimated Hours	Responsibility
1. Develop or revise and execute an agreement for a regional hazardous materials response team. **Outcome:** The agreement for the three-party regional hazardous materials response team is in effect as of the date of transition.	24	[AGENCY] Fire Services Coordinator Finance Manager [AGENCY] Transition Rep Legal Counsel
2. Identify alternatives for technical rescue services. Negotiate and implement agreements as appropriate for services delivered by other regional departments or through cooperative ventures until [AGENCY] staff can be fully trained and operational: a. Confined space rescue b. High angle rescue c. Water rescue **Outcome:** The source of technical rescue services has been identified, and agreements are in place as of the date of transition.	10	[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep Legal Counsel
3. Identify regional efforts in which [AGENCY] should be a participant, such as regional arson investigation programs, and regional juvenile fire-setter education programs. Determine [AGENCY]'s appropriate participation level and the resources needed. **Outcome:** The regional initiatives [AGENCY] will participate in have been identified, and resources are assigned.	20	[AGENCY] Fire Services Coordinator
4. Create an agreement and set up procedures to accomplish EMS supply exchange between an appropriate local hospital (EXAMPLE), or vendors, and the [AGENCY] Fire Department. Explore the ability to re-supply at the EMT-Intermediate level 24X7. **Outcome:** EMS re-supply agreements and procedures are in place at the agreed-upon EMT level by the date of transition.	36	[AGENCY] Fire Services Coordinator EMS Director Legal Counsel
5. Develop automatic and mutual aid agreements between [AGENCY], [MA AGENCY], [MA AGENCY], [MA AGENCY], and other regional departments for improved service delivery to [AGENCY]. Negotiate and execute agreements as appropriate. **Outcome:** Signed agreements are in place prior to transition.	30	[AGENCY] Fire Services Coordinator [AGENCY] Legal

External Relationship Tasks	Estimated Hours	Responsibility
6. Evaluate opportunities for sharing services between [AGENCY], [AGENCY], [MA AGENCY], [MA AGENCY], and other regional departments for services such as fire prevention services and Battalion Chief coverage. **Outcome:** Service-sharing opportunities are identified and evaluated.	64	[AGENCY] Fire Services Coordinator
7. Establish a task force including [AGENCY] and staff from [AGENCY] (to assist) to develop response protocols and point of dispatch procedures for emergency medical response. Determine EMS incidents by priority level that are appropriate for [AGENCY] response. Continue to focus on the use of tiered dispatch procedures. **Outcome:** Point of dispatch and response protocols have been developed that provide the most effective level of service to the community.	90	[AGENCY] Fire Services Coordinator EMS Director
8. Identify EMS training that can be provided to [AGENCY] by regional departments along with the costs and logistics associated with that training. Integrate appropriate training opportunities into the [AGENCY] training plan. **Outcome:** EMS training to be provided by [AGENCY] has been identified and agreements are in place to implement the training.	20	[AGENCY] Fire Services Coordinator EMS Director
9. Develop an internal CQI program to measure [AGENCY] EMS effectiveness and quality. **Outcome:** The manner in which the [AGENCY] will conduct CQI programs has been identified and implemented by the date of transition.	20	[AGENCY] Fire Services Coordinator EMS Director

Implementation

This transition plan describes the work to be accomplished to effect the transition of service delivery from the [AGENCY] to the [AGENCY] Fire Department. There is a great deal to be done in a relatively short time frame. Key considerations to ensure success include:

1. Establishing clear lines of authority and accountability.
2. Ensuring constant and comprehensive communication between the various [AGENCY] staff, the new [AGENCY] staff, and other internal and external interests.
3. Detailing each task into an action plan to fully define the work effort involved.
4. Keeping the public and employees fully informed of activities and progress.

Authority and Accountability

There needs to be one person to whom responsibility clearly rests for the accomplishment of this Plan. This person needs to have the organizational placement required to ensure his or her authority regarding this transition plan is respected.

All who have the responsibility to accomplish tasks outlined in this Plan need to be held accountable. Reporting systems must be in place to identify the level of progress on the Plan at key milestones.

Communication

Many tasks outlined in this Plan involve more than one agency or interest. Developing systems to ensure constant and productive communication between the various stakeholders will be important to success.

Multi-disciplinary teams should be established to ensure the work of one department or interest does not adversely affect the work of another. These teams should also ensure that work is not duplicated.

Regular progress meetings should be conducted so that all stakeholders understand the progress and challenges of others. Further, these meetings will help coordinate efforts to avoid duplication or progress along different paths.

Documenting progress in written form will also provide value. Written progress reports provide a ready reference to all stakeholders as to the status of the transition effort, challenges being encountered, and a listing of tasks completed.

Action Plans

This Transition Plan provides a comprehensive and detailed list of tasks to be accomplished. Detailing each task into a written action plan will help to define potential roadblocks, describe special resources that may be required, identify unexpected inter-relationships, and define critical milestones.

The following page provides an example action plan form that could be used for this effort. These plans should be shared with other stakeholders, particularly those who are involved in task accomplishment.

Public Information

Providing frequent information to the public will be important to the transition's success. The public will be understandably concerned about the future of their fire and emergency services as a result of the termination of the services currently provided by the [AGENCY].

Information should be provided on a regular basis identifying progress on the Transition Plan. Details about how service will be delivered by the newly reconstituted [AGENCY] should be included. As early as possible, contact information for [AGENCY] should be provided so members of the public with concerns or special needs post-transition can begin to share those directly with [AGENCY] staff.

Transition Action Plan				
Task:				
Start Date:		**End Date:**		
Task Lead:		**Assisting:**		
Action Steps	**Start Date**	**End Date**	**Person Assigned**	**Resources Required**
Desired Outcome:				
Special Considerations:				
Results:				

APPENDIX B: TABLE OF FIGURES