

CITY COUNCIL MONTHLY MEETING CALENDAR

May-15						
Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
					S&CC 1st Friday	
					<i>Kidd out</i>	
3	4	5	6	7	8	9
	Planning Comm 7pm	CCI 5:30pm	Municipal Court Farmers Market 1st Wed Rural Fire 8pm	EDC Noon		City Shred Day 9am-2pm Parking Lot
10	11 CITY COUNCIL 5:30 PM - EXECUTIVE SESSION (Labor) 6:30 PM - WORK SESSION (L&P Load) 7:00 PM - URBAN RENEWAL AGENCY MTG 7:10 PM - REGULAR MEETING COMMUNITY AUDITORIUM	12	13	14	15	16
		Red Cross Blood Drive 1pm - 6pm - Comm Aud Library 6:30pm	WC Gales Ck Rd Bridge 5pm - Gales Ck Fire St Farmers Market MPAC 5pm	PAC 5pm		
17	18	19	20	21	22	23
Firefighters Assoc Pancake Brkft-8am Community Sundial Dedication 2pm-Thatcher Pk Planning Comm 7pm	Chamber Luncheon FGS&CC Bd Mtg 6:30pm Planning Comm 7pm	WC Recycling (25yrs) Luncheon Noon - Walters Arts Hillsboro Fernhill Wetlands 5:30pm Library Cultural Series 7pm	Municipal Court P&R 7am CFC 5:15pm WC Mayors CAO 5pm Rotary Steak Feed-5pm CWAC 5:30pm Latino Summit -6pm, 2020 Main Farmers Market	Budget Comm - 1st Mtg 7 pm - Comm Aud	CITY COUNCIL SPECIAL MTG Noon - Council Lunch 1 PM - CM CANDIDATE INTERVIEWS COMMUNITY AUDITORIUM CITY MANAGER CANDIDATES' 5:30 PM - RECEPTION COMMUNITY AUDITORIUM	
24	25 CITY OFFICES CLOSED	26 CITY COUNCIL 12 PM - EXECUTIVE SESSION (CM) 1910 MAIN ST- CONF ROOM 5:30 PM - WORK SESSION (Fire) 7:00 PM - REGULAR MEETING COMMUNITY AUDITORIUM	27	28	29	30
	Memorial Day Ceremony, 12:30pm, Flag Pole	HLB 7:15pm	PSAC MPAC 5pm Tualatin Water & Soil 7pm Farmers Market	WEA Breakfast Budget Comm - 2nd Mtg 7 pm - Comm Aud Sustainability 6pm	CEP Apps Due Chaucer Tour , 10:30am	
31						
June-15						
Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
		1	2	3	4	5
	Planning Comm 7pm	CCI 5:30pm	Municipal Court 1st Wed Water Providers CB 7pm Rural Fire 8pm	EDC Noon Employee Breakfast-7am WC&Metro Bus Tour 8:30am Budget Comm - 3rd Mtg 7 pm - Comm Aud	S&CC 1st Friday	Rose Festival Parade Oregon Mayors' Walk
7	8 CITY COUNCIL 7:00 PM - REGULAR MEETING COMMUNITY AUDITORIUM	9	10	11	12	13
Friends Historic FG Annual Spring Garden Tour-12pm		Red Cross Blood Drive 1pm - 6pm - Comm Aud Library 6:30pm	Municipal Court Farmers Market MPAC 5pm	PAC 5pm CEP Comm Presentations 6pm - Comm Aud	JWC Noon TBA WC Mayors	
14	15	16	17	18	19	20
Chamber Luncheon FGS&CC Bd Mtg 6:30pm Planning Comm 7pm		ODF Mtg Fernhill Wetlands 5:30pm	P&R 7am CFC 5:15pm CAO 5pm CWAC 5:30pm Farmers Market	FG Rehab Ribboncut 4pm Food Film 7:30pm	LOC Bd Mtg - Comm Aud	
<i>Kidd Returns</i>	CEP Comm 6pm	22 CITY COUNCIL 7:00 PM - REGULAR MEETING COMMUNITY AUDITORIUM	23	24	25	26
		Metro Shared Region Mtg 6pm - Comm Aud HLB 7:15pm	PSAC MPAC 5pm - No Mtg Farmers Market	Sustainability 6pm WEA Breakfast		Love Rocks Run
28	29	30				
	<i>Johnston Out</i>					
July-15						
Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
				1	2 CITY OFFICES CLOSED	3
				EDC Noon	S&CC 1st Friday	4
				<i>Johnston Out</i>		
5	6	7	8	9	10	11
	Planning Comm 7pm	CCI 5:30pm	Municipal Court Farmers Market 1st Wed MPAC 5pm (TBA) Rural Fire 8pm	PAC 5pm	Oregon Mayors Bocce Cup JWC Noon	
12	13 CITY COUNCIL 7:00 PM - REGULAR MEETING COMMUNITY AUDITORIUM	14	15	16	17	18
		Red Cross Blood Drive 1pm - 6pm - Comm Aud Library 6:30pm	Farmers Market	Food Film 7:30pm		
19	20	21	22	23	24	25
Chamber Luncheon FGS&CC Bd Mtg 6:30pm Planning Comm 7pm		Fernhill Wetlands 5:30pm	Municipal Court P&R 7am CFC 5:15pm CAO 5pm CWAC 5:30pm Farmers Market	WEA Breakfast Sustainability 6pm		
			<i>Johnston Out</i>	<i>FG Adult Delegation Visit - Nyuzen, Japan</i>		
26	27 NO CITY COUNCIL MEETING SCHEDULED	28	29	30	31	
<i>Delegation Returns</i>		HLB 7:15pm	Farmers Market MPAC 5pm	<i>Oregon Mayors Assoc Conference - Cottage Grove</i>		
			<i>Johnston Out</i>			

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FOREST GROVE CITY COUNCIL

Tuesday, May 26, 2015

Executive Session Agenda

12:00 PM – Executive Session (City Manager Employment)

1910 Main Street
Conference Room
Forest Grove, OR 97116

Forest Grove City Council Regular Meetings are televised live by Tualatin Valley Community Television (TVCTV) Government Access Programming, Ch 30. To obtain the programming schedule, please contact TVCTV at 503.629.8534 or visit <http://www.tvctv.org/government-programming/government-meetings/forest-grove>.

PETER B. TRUAX, MAYOR

Thomas L. Johnston, Council President
Richard G. Kidd III
Victoria J. Lowe

Ronald C. Thompson
Elena Uhing
Malynda H. Wenzl

All meetings of the City Council are open to the public and all persons are permitted to attend any meeting except as otherwise provided by ORS 192. The public may address the Council as follows:

➔ Public Hearings – Public hearings are held on each matter required by state law or City policy. Anyone wishing to testify should sign in for any Public Hearing prior to the meeting. The presiding officer will review the complete hearing instructions prior to testimony. The presiding officer will call the individual or group by the name given on the sign in form. When addressing the Council, please use the witness table (center front of the room). Each person should speak clearly into the microphone and must state his or her name and give an address for the record. All testimony is electronically recorded. In the interest of time, Public Hearing testimony is limited to three minutes unless the presiding officer grants an extension. Written or oral testimony is heard prior to any Council action.

➔ Citizen Communications – Anyone wishing to address the Council on an issue not on the agenda should sign in for Citizen Communications prior to the meeting. The presiding officer will call the individual or group by the name given on the sign in form. When addressing the Council, please use the witness table (center front of the room). Each person should speak clearly into the microphone and must state his or her name and give an address for the record. All testimony is electronically recorded. In the interest of time, Citizen Communications is limited to two minutes unless the presiding officer grants an extension.

The public may not address items on the agenda unless the item is a public hearing. Routinely, members of the public speak during Citizen Communications and Public Hearings. If you have questions about the agenda or have an issue that you would like to address to the Council, please contact the City Recorder at 503-992-3235.

City Council meetings are handicap accessible. Assistive Listening Devices (ALD) or qualified sign language interpreters are available for persons with impaired hearing or speech. For any special accommodations, please contact the City Recorder at 503-992-3235, at least 48 hours prior to the meeting.

FOREST GROVE CITY COUNCIL AGENDA
MAY 26, 2015
PAGE 2

Brenda Camilli, Human
Resources Manager
Paul Downey, Administrative
Services Director

Noon

1. The City Council will convene at Noon at 1910 Main All American Bistro, Conference Room, to hold the following executive session:

In accordance with ORS 192.660(2)(a) to consider the employment of a public officer (City Manager).

EXECUTIVE SESSIONS ARE CLOSED TO THE PUBLIC.

Representatives of the news media and designated staff may attend Executive Sessions. Representatives of the news media are specifically directed not to report (tape/video record) any of the deliberations during the Executive Session, except to state the general subject of the session as previously announced. No Executive Session may be held for the purpose of taking final action or making any final decision.



FOREST GROVE CITY COUNCIL

Tuesday, May 26, 2015

Meeting Agenda

12:00 PM – Executive Session (City Manager Employment)
5:30 PM – Work Session (Fire Cooperative Services Study)
7:00 PM – Regular Meeting

Community Auditorium
1915 Main Street
Forest Grove, OR 97116

Forest Grove City Council Meetings are televised live by Tualatin Valley Community Television (TVCTV) Government Access Programming, Ch 30. To obtain the programming schedule, please contact TVCTV at 503.629.8534 or visit <http://www.tvctv.org/government-programming/government-meetings/forest-grove>.

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Brenda Camilli, Human Resources Manager
 Paul Downey, Administrative Services Director

Noon

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In accordance with ORS 192.660(2)(a) to consider the employment of a public officer (City Manager).

EXECUTIVE SESSIONS ARE CLOSED TO THE PUBLIC. Representatives of the news media and designated staff may attend Executive Sessions. Representatives of the news media are specifically directed not to report (tape/video record) any of the deliberations during the Executive Session, except to state the general subject of the session as previously announced. No Executive Session may be held for the purpose of taking final action or making any final decision.

Michael Kinkade, Fire Chief
 Tom Gamble, City Manager Pro Tem

5:30

WORK SESSION: FIRE COOPERATIVE SERVICES STUDY:

The City Council will convene in the Community Auditorium to conduct the above work session(s). The public is invited to attend and observe the work session(s); however, no public comment will be taken. The Council will take no formal action during the work session(s).

7:00

1. **REGULAR MEETING:** Roll Call and Pledge of Allegiance
2. **CITIZEN COMMUNICATIONS:** Anyone wishing to speak to Council on an item not on the agenda may be heard at this time. Please sign-in before the meeting on the Citizen Communications form posted in the foyer. In the interest of time, please limit comments to two minutes. Thank you.
3. **CONSENT AGENDA:** See Page 4
4. **ADDITIONS/DELETIONS:**
5. **PRESENTATIONS:** None.

James Reitz, Senior Planner
 Jon Holan, Community Development Director
 Tom Gamble, City Manager Pro Tem

7:05

6. **PUBLIC HEARING AND FIRST READING OF ORDINANCE NO. 2015-05 VACATING A SEGMENT OF HEARTWOOD STREET (A. K. A. "QUANDARY LANE") IN KNOX RIDGE NO 4. LOCATION: HEARTWOOD STREET AT THE STRASBURG DRIVE INTERSECTION. APPLICANT: VENTURE PROPERTIES, INC., (KELLY RITZ). FILE NO. VAC-15-00351**

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- | | | | |
|---|------|-----|---|
| George Cress, Light and Power Director
Tom Gamble, City Manager
Pro Tem | 7:20 | 7. | <u>RESOLUTION NO. 2015-35 AUTHORIZING CITY MANAGER PRO TEM TO ENDORSE AN APPRENTICE RECIPROCAL TRAINING AGREEMENT BETWEEN FOREST GROVE LIGHT AND POWER AND MCMINNVILLE WATER AND LIGHT</u> |
| Dan Riordan, Senior Planner
Jon Holan, Community Development Director
Tom Gamble, City Manager
Pro Tem | 7:30 | 8. | <u>RESOLUTION NO. 2015-36 AUTHORIZING CITY MANAGER PRO TEM TO SUBMIT AN APPLICATION TO THE OREGON DEPARTMENT OF HOUSING AND COMMUNITY SERVICES FOR A VERTICAL HOUSING DEVELOPMENT ZONE DESIGNATION IN THE FOREST GROVE TOWN CENTER</u> |
| Tom Gamble, City Manager
Pro Tem | 7:40 | 9. | <u>CITY MANAGER'S REPORT:</u> |
| | 7:55 | 10. | <u>COUNCIL COMMUNICATIONS:</u> |
| | 8:15 | 11. | <u>ADJOURNMENT</u> |

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3. **CONSENT AGENDA:** Items under the Consent Agenda are considered routine and will be adopted with a single motion, without separate discussion. Council members who wish to remove an item from the Consent Agenda may do so prior to the motion to approve the item(s). Any item(s) removed from the Consent Agenda will be discussed and acted upon following the approval of the Consent Agenda item(s).
- A. Approve City Council Executive Session (Labor Negotiations) Meeting Minutes of May 11, 2015.
 - B. Approve City Council Work Session (Light and Power Non-Federal Load) Meeting Minutes of May 11, 2015.
 - C. Approve City Council Regular Meeting Minutes of May 11, 2015.
 - D. Accept Resignation on Public Safety Advisory Commission (Tim Dierickx, Rural Fire District, Term Expiring December 31, 2017).
 - E. **RESOLUTION NO. 2015-34 MAKING APPOINTMENT TO COMMITTEE FOR CITIZEN INVOLVEMENT (APPOINTING BETSY BROWER, TERM EXPIRING JANUARY 31, 2019).**
-

Memorandum

TO: Thomas Gamble, City Manager Pro Tem
FROM: Michael Kinkade, Fire Chief
DATE: May 26, 2015
SUBJECT: Fire Service Cooperative Services Study Presentation

ISSUE STATEMENT:

A presentation will be provided by Sheldon Gilbert of ESCI on the Fire Service Cooperative Services Study which was started in October 2014.

BACKGROUND:

The City of Forest Grove, City of Cornelius, Forest Grove Rural Fire Protection District, Cornelius Rural Fire Protection District, Banks Fire District and the Gaston Rural Fire Protection District participated in a joint cooperative services study to determine what shared services between these cities and districts are feasible, what fiscal and service level impacts for each of the options, and which options are recommended for agencies to pursue. A presentation will be provided to the Council on the findings of the 223 page report.

FISCAL IMPACT:

There is no fiscal impact to this presentation – this is for discussion and information only.

STAFF RECOMMENDATION: Staff is providing a presentation for discussion and information only.

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City of Forest Grove
City of Cornelius
Forest Grove Rural Fire District
Cornelius Rural Fire District
Gaston Fire District
Banks Fire District
Oregon

Cooperative Services Study



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Executive Summary

Emergency Services Consulting International (ESCI) was engaged by the cities of Forest Grove, Cornelius and the Forest Grove Rural Fire Protections District, Cornelius Rural Fire Protections District, Gaston Fire Protections District and Banks Fire Protection District #13 to conduct a feasibility study regarding opportunities for collaboration and enhanced cooperative service options between and among the participating fire service agencies. This report is the culmination of that evaluation.

ESCI thanks the participating citizens, department members, staff, and policy-makers of all six agencies for their outstanding cooperation in the preparation of this report. All involved were candid in their comments and provided valuable information, perspective, and data to the ESCI team.

The report provides the reader with a detailed assessment of current conditions and future options as follows:

- First, ESCI evaluates the current conditions that exist in each agency in terms of programmatic, financial, service level, and infrastructure considerations, comparing their existing processes independently, from which a baseline is established to evaluate opportunities for future collaboration.
- Next, the report identifies partnership opportunities that are available to the agencies. Options are offered that are considered to be feasible and that offer potential to increase efficiency, eliminate duplication, enhance service delivery capabilities and provide for future cost avoidance.
- Finally, the most feasible integration options are analyzed and presented in detail, recommending those with the greatest opportunity for success

The report begins with an *Evaluation of Current Conditions*. In this section the ESCI project team has completed an analysis of each agency as it operates today autonomously, comparing the organizational components in a side-by-side appraisal. In doing so, the project team considers the relativity of each agency's current practices to those of the other participants to identify duplication and opportunities for greater collaboration, up to and including full integration of agencies.

Using this comparison as a baseline, the project team identifies the options that are available in the study area in the *Future Opportunities for Cooperative Efforts* section of the report. The discussion follows a continuum, beginning with a status-quo approach that maintains full autonomy of the existing entities, as well as identification of various administrative, functional, and operational contractual consolidation initiatives. The report continues to explore the opportunities that exist for a more formal unification of the fire departments in the form of a regional fire authority intergovernmental agreement, fire district merger, and annexation into an existing fire district and the formation and consolidation into a new fire district that serves all six participating agencies.

ESCI has observed that the combining of fire departments and emergency medical systems has become a popular and effective option in many instances, as elected officials strive to ensure that efficiencies are being captured, operations are optimized, and as cost effective as possible, and innovation and technologies are being utilized successfully. In most situations, the motivation to consider cooperative efforts with neighboring jurisdictions is undertaken for reasons including the desire to maintain or enhance current services or service levels, reduce or eliminate future costs, or to avoid duplication.

Having been involved in many consolidation processes in their various forms, ESCI has seen multiple successes. However, we also caution clients that consolidation for the sole purpose of saving money has risk. It is critical that, aside from financial considerations, organizations fit well together, have similar service delivery needs, and share a common vision for how services are to be provided to the citizenry.

In most cases, long-term costs savings through regional cooperation are realized, but not all consolidations ultimately result in saving money. Careful analysis is needed to determine what cost reductions can be gained and whether doing so will maintain or enhance services to the public.

Summary of Key Findings

It is apparent that all six-fire agencies work very effectively together. Commendably, each has demonstrated the ability to collaborate with its neighbors on various initiatives, notably including a great deal of sharing of fire chief services and administrative efforts. The willingness to work together is not found in all fire departments and presents opportunities to undertake and build additional future cooperative efforts.

All six agencies are committed to the service they provide to their customers and citizens. In brief, ESCI finds:

- All six agencies are interdependent, depending upon each other and other neighbors for mutual aid and automatic aid assistance during emergency incidents.
- Five of the six participating agencies are already participating in regional IGA's for fire chief and administrative services.
- Each agency values customer service and is proud of its community, working hard to care for it.
- Each agency strives to meet the expectations of its customers to assure that they provide acceptable levels of service to their communities.
- Each agency would benefit from additional regional cooperative measures. Combining efforts in some manner with the other agencies can enhance many of the identified improvements in this report.
- Cultural differences exist; however, these organizations demonstrate more similarity than differences from a cultural standpoint.
- Communication among agencies is effective, largely as a result of the close collaboration on numerous administrative and operational initiatives.

- Multiple cooperative service options are feasible. These undertakings can be accomplished while the organizations remain separate from a governance standpoint and even greater opportunities may be realized through additional and more formal initiatives.
- Combining all six agencies in a number of ways is feasible
- Policymakers should adopt a plan, similar to the one outlined in this report, to evaluate each of the recommendations contained herein, aligning the processes, services, and operations of the agencies where possible.

Findings and Recommendations

Given the analysis in this study and the findings above, ESCI developed the following recommendations:

- Regardless of future efforts to more formally combine the organizations, it is recommended that the six agencies, at a minimum, evaluate and implement as many of the identified functional strategies as are found to be applicable.
- A two-phase process of integration is recommended.
 - Phase one would be an enhanced intergovernmental agreement for fire chief and administrative services among all six agencies. Note: As of May 1, 2015 five of the six participating agencies are contracting for fire chief services under an established IGA.
 - Phase two would be a more formal cooperative service model through a fully integrated Fire Authority IGA, a fire district merger or consolidation into a new fire district.
- Discussions should be held with the agencies participating in the IGA and Banks Fire District # 13 about the potential of their participation in additional cooperative service efforts and which cooperative service options create the greatest opportunity for inclusion of all six participating agencies.

Implementation and Next Steps

ESCI suggests the following next steps to continue the collaboration and consolidation work:

- Conduct a visioning session with policymakers to determine whether the organizations want to move forward and, if so, in what manner.
- Invite external stakeholders into the process to advise the policymakers from a community perspective.
- Establish a Joint Implementation Committee (JIC) that will be given the overall responsibility with leadership and management of the planning and implementation process.
- Develop an implementation strategic plan to align expectations and develop actionable goals and objectives that will move the cooperative service project forward.
- Establish specific implementation planning work groups by function (e.g. Support Services and Logistics, Operations etc.). Once the working groups are established, they will set their meeting

schedules and begin their various responsibilities and assignments. Recommended groups are detailed in the report.

- Establish a regularly scheduled briefing process from the chairs of each working group to the Joint Implementation Committee and from the JIC to the policymakers.
- Establish a communication strategy to keep internal members informed, or act as a clearinghouse for rumors. Establish a communication strategy to keep the communities and media informed when key milestones have been achieved or a change in direction has occurred. Communication should be positive, transparent, timely, and coordinated.
- Celebrate successes publicly and build momentum.

Section I – Evaluation of Current Conditions

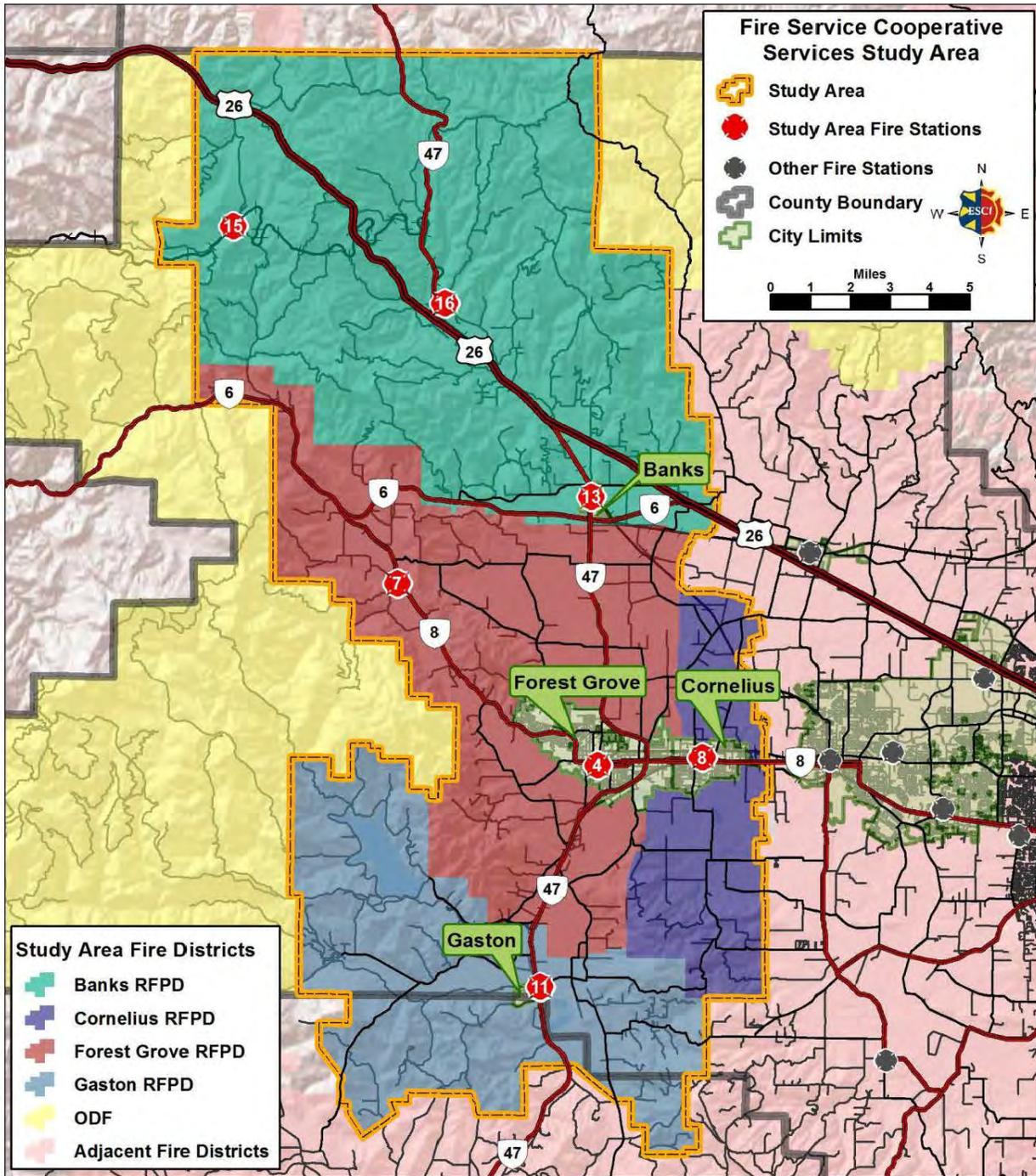
Emergency Services Consulting International (ESCI) was engaged by the city of Forest Grove, City of Cornelius, Forest Grove Rural Fire Protection District, Cornelius Rural Fire Protection District, Gaston Rural Fire Protection District and Banks Fire Protection District to conduct a Cooperative Services Study involving the six agencies. This report is the culmination of that project and begins with a general overview of each organization, highlighting individual recommendations for improved efficiency and/or effectiveness where appropriate.

In order to fully appreciate the intricacies of how the participating agencies currently provide emergency services to their communities, ESCI initiates the project with an analysis of the current conditions existing in each agency. A review of all of the organizational elements is conducted for two reasons: first, to verify that ESCI's information collection is complete and accurate; second, to provide the reader that is not directly involved in fire and EMS service delivery with an understanding of how the agencies operate.

ORGANIZATIONAL OVERVIEW

Fire departments and other emergency services providers are actively involved in a number of varying activities primarily depending on the needs within their respective communities. The study area for this project is no different. This section provides a general description of each study agency's history, area served, population, infrastructure, and financial element. The following figure is a map of the study area including all the participating agencies' current service area.

Figure 1: Study Area Map



Forest Grove Fire and Rescue (FGFD)

The Forest Grove Fire and Rescue is organized as a municipal subdivision of the City of Forest Grove. FGFD protects an estimated population of 22,419 in a total land area of approximately six square miles. The department provides fire suppression, rescue, first response emergency medical services, operations level hazardous materials response, fire prevention, and life-safety services from two fire stations, staffed with a combination of career and volunteer responders.

Forest Grove Fire Protection District (FGFPD)

The Forest Grove Fire District is organized as a Rural Fire Protection District under the provisions of Oregon Statutes¹. Revenues to support the fire district are obtained from ad-valorem taxes levied by the district or from other sources such as bonds, contracts, or grants. FGFPD currently protects 75 square miles and an approximate population of 4,450.

The district owns capital resources, including fire stations and equipment, but does not provide services directly, but rather by contract with the City of Forest Grove Fire and Rescue.

Cornelius Fire Department

Like Forest Grove, the Cornelius Fire Department (CFD) is not a fire district, but rather a department of the City of Cornelius, subject to the governance and oversight of the city council.

Fire protection in the City of Cornelius is managed differently than more common models. In Cornelius, the city provides a fire station, equipment and personnel, much like a traditional fire protection approach. However, the city has elected to obtain administrative and management services from the city of Forest Grove, rather than retain its own fire chief, administration, and management staffing. The approach is codified via an Intergovernmental Agreement, consistent with Oregon statutes.²

CFD protects two square miles and an approximate population of 12,161.

Cornelius Rural Fire Protection District (CRFPD)

CRFPD is also a Rural Fire Protection District, serving the area surrounding the City of Cornelius, but not inclusive of the city boundaries.

Similarly to FGFPD, CRFPD district owns capital resources but does not provide services directly. Instead, the district receives direct service delivery from the City of Cornelius Fire Department by contract, and also subject to the agreement for provision of administrative services that is in place with the city of Forest Grove Fire and Rescue.

CRFPD is responsible for providing services to 24 square miles and an approximate population of 2,725.

Gaston Rural Fire Protection District (GRFPD)

Gaston Rural Fire Protection District is a stand-alone entity providing fire and EMS services to an area inclusive of the city of Gaston and a large geographic area beyond the city. Organized as a district under

¹ Oregon Revised Statutes Chapter 478

² Oregon Revised Statutes Chapter 190

state statute, the district is governed by a five member Board of Directors and serves a population of 6,100 in an area of 55 square miles from a single fire station.

Banks Rural Fire Protection District (BRFPD)

The Banks Rural Fire Protection District serves the city of Banks and a large area outside of the city. BRFPD is also organized as a stand-alone taxing district and provides services from three fire stations, located in Banks, Buxton and Timber. In total, the district serves 136 square miles of area, inclusive of an estimated 6,000 citizens.

The study area demographics are summarized in the following table.

Figure 2: Study Area Demographics

Study Area Demographics		
Agency	Square Miles ³	Service Area Population
Forest Grove Fire and Rescue	6	22,419
Forest Grove Rural Fire Protection District	75	4,450
Cornelius Fire Department	2	12,161
Cornelius Rural Fire Protection District	24	2,725
Gaston Rural Fire Protection District	55	6,100
Banks Rural Fire Protection District	136	6,000
Combined Study Area	298	53,855

Organizational Governance Configuration

The figure below summarizes the general descriptions of the study agencies as well as governance and lines of authority elements.

³ Calculated based on GIS data. Square mileage may vary from client estimates

Figure 3: Survey Table – Governance

Survey Components	City of Forest Grove FD	City of Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Governance and Lines of Authority						
Governing body	City Council	City Council	Board of Directors	Board of Directors	Board of Directors (Banks Fire District # 13)	Board of Directors (Gaston Rural Fire District)
Head of governing body	Mayor/City Manager	Mayor/City Manager	Board Chair	Board Chair	Board Chair	Board Chair
Key employee of governing body	Fire Chief	Fire Chief	Fire Chief	Fire Chief	Fire Chief	Fire Chief
Elected official authority defined	City Charter	City Charter	State statutes – ORS 478	State statutes – ORS 478	State statutes – ORS 478	State statutes – ORS 478
Fire chief position						
Hired by contract	Letter of employment	By virtue of intergovernmental agreement	By virtue of intergovernmental agreement	By virtue of intergovernmental agreement	Yes	By Virtue of intergovernmental agreement effective May 1, 2015
Term of contract	N/A				Five year	Annual
Periodic performance evaluation	Annual	N/A	N/A	N/A	Annual	Annual
Fire chief/authority defined	By state statute and job description	N/A	N/A	N/A	Job description and board policy	Detailed in the job description
Policy and administrative roles defined	City policy and job description	N/A	N/A	N/A	Via board policy	Via board policy

Foundational Elements

Foundational policy documents are those books, handbooks, and manuals that allow the organization to exist and govern its operations, both from an administrative and operational perspective. Many sets of these documents can exist within a single agency and the comprehensiveness of the documents can be highly varied. ESCI reviewed the policy documents for each agency as outlined in the following figure.

Figure 4: Survey Table – Summary of Foundational Elements

Survey Components	City of Forest Grove FD	City of Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Attributes of Successful Organizations						
Policy, rules, guiding documents	Joint Standard Operating Guidelines, City employee handbook	Joint SOG, City employee handbook	Joint SOG, Board policy manual currently being revised	Joint SOG, Board policy manual currently being revised	Board policy manual. Administrative Policies Standard Operating Guidelines	Board Policy Manual Personnel Policy Manual Standard Operating Guidelines
process for revision provided	Ongoing SOG review process	Ongoing SOG review process	Ongoing SOG review process	Ongoing SOG review process	Typically a 2 year review but not consistent	Reviewed annually
Legal counsel						
consultation available	Contracted Attorney	Contracted Attorney	Contract attorney via Special Districts Association	Contract attorney via Special Districts Association	Contract attorney via Special Districts Association	Contract attorney via Special Districts Association
labor counsel	Local Government Personnel Institute	Local Government Personnel Institute	n/a	n/a	Contract attorney	Contract attorney via Special Districts Association
Financial controls						
financial control systems in place	Yes	Yes	Yes	Yes	Yes	Yes
financial review	Third party audit performed	Third party audit performed	Third party audit performed	Third party audit performed	Third party audit performed	Third party audit performed
frequency of review	Annual	Annual	Annual	Annual	Annual	Annual
Governing body minutes maintained	Yes	Yes	Yes	Yes	Yes	Yes
availability of minutes	Posted on Website, Broadcasted	Posted on Website, Broadcasted	Upon request	Upon request	Upon request	Upon request

Discussion

While each of the participating agencies operates under its respective policy documents, all have the appropriate baseline policy and operational documents in place that are needed to operate a successful organization. In the four Forest Grove and Cornelius agencies, shared policy and operational manuals are in place and are currently under review. Moving forward, it will be essential that the two fire departments and two districts continue to assure that these foundational documents continue to be adequately and effectively integrated, given the crossover that exists.

The Gaston and Banks districts have also established the appropriate foundational elements. Both organizations have board policy manuals, administrative policy documents, and standard operating guidelines are in place.

All of the participating agencies indicate that their foundational documents are periodically reviewed for consistency. Some are visited on an ongoing basis and Gaston's policies and procedures are reviewed annually. Banks indicated that they conduct a review every two years, but that doing so is not consistently adhered to. All are encouraged to assure that a structured, scheduled evaluation of foundational documents is in practice.

Should the participants elect to formally combine their operations in the future, the departments should work closely together to establish a common set of operational policies and procedures to increase the consistency of service delivery across the region.

Organizational Design

Most fire departments and emergency services agencies are structured in a "top down" hierarchy where the fire chief reports to a board of commissioners, city administrator/manager, or city council and the remainder of the fire department is under his/her direction, usually consisting of several assistant or deputy chiefs, line officers, and operational firefighters. Often span of control becomes an issue as departments grow and the ability of supervisory personnel, either career or volunteer, becomes overextended. In historical military literature, the origin of modern span of control theory, an individual in a stressful situation should have no more than six to eight personnel under his/her command. ESCI reviewed the organizational structure of each study agency as illustrated in the following figure.

Figure 5: Survey Table – Organizational Design

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Organizational Structure						
Structure type	Traditional top-down hierarchy	Traditional top-down hierarchy	Traditional top-down hierarchy	Traditional top-down hierarchy	Traditional top-down hierarchy	Traditional top-down hierarchy
Descriptions of all jobs maintained	Yes, including volunteer	Yes, including volunteer	N/A	N/A	Yes, for all positions	Yes, including volunteer
Job descriptions updated	As needed only	As needed only	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	As needed only	As needed only?
Employment agreements	IAFF contract for represented employees, American Federation of State County and municipal employees for admin support staff	IAFF contract for represented employees, American Federation of State County and municipal employees for admin support staff	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	Fire chief contract only	Fire chief has contract. Firefighters have an agreement, non-represented
Chain of Command						
Defined Chain of command	Yes	Yes	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	Defined via organizational chart	Via organization chart
Span of control	4 to 1	4 to 1	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	2 to 1	3 to 1
Hiring/Firing authority	Fire Chief	Fire Chief	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	Fire Chief	Fire Chief

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Formation and History						
Organization formed	1894	1912	1940		1954	Early 1950s
History maintained	Yes	Yes			Some history is maintained	Not formally. Volunteer associations maintain some history.
Individual or group responsible	David Nemeyer	David Nemeyer			Administrative assistant	Volunteer association

Discussion

Each organization is structured in a traditional top-down hierarchy and retains a span of control that falls within acceptable thresholds. If additional regionalization efforts are taken, as recommended in the report, an evaluation of current vs. future overhead needs should be conducted. The reduction of redundant overhead can lead to increased efficiency and additional financial and personnel resources for other organization and community needs.

Service Area and Infrastructure

The study agency's description and summary of infrastructure and response resources is detailed in the next table.

Figure 6: Survey Table – Service Area and Infrastructure

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
General Description of Agency						
Agency type	Municipal subdivision	Municipal subdivision	Rural Fire Protection District	Rural Fire Protection District	Rural Fire Protection District	Rural Fire Protection District
Area, square miles	6 (Calculated from GIS data)	2 (Calculated from GIS data)	75 (Calculated from GIS data)	24 (Calculated from GIS data)	136 (Provided by client)	55 (Provided by client)
Headquarters	Station 4	Station 8	Station 4	Station 8	Station 13	Station 11
Fire stations	1 station 4	1	1 (FGFD Station 7)	(CFD Station 8)	3	1
Other facilities	None	None	None	None	None	None
Population served	22,419 (July 2013 Census estimate)	12,161 (July 2013 Census estimate)	4,450 (ESCI estimate using 2010 Census data)	2,725 (ESCI estimate using 2010 Census data)	6,000 (Provided by client)	6,100 (Provided by client)
Service Delivery Infrastructure						
Emergency vehicles						
Engines	3	2	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	4	2
Engine, reserve	1	1	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	0	1
Ladder truck	1	0	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	0	0
Ambulance	1	0	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	0	1

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Ambulance, reserve	0	0	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	0	0
Water tender	2	1	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	2	1
Brush	4	3	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	2	2
Rescue	1 (technical rescue trailer)	1	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	1	0
ISO rating	4/10	4/10	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	5/8	5/10
Date of most recent rating	2005	2006	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement		Approximately 2003
Total fire department personnel, uniformed and civilian	85	60	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	83	26
Administrative and support personnel, full-time	6	.5	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	3	3
Administrative and support personnel, volunteer	18	6	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	1	None

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Operational personnel, full-time	15	4	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	7	
Operational personnel, volunteer	37 Volunteers 9 Interns 46 Total	37 Volunteers 12 Interns 49 Total	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	40 Volunteers 30 Tour of Duty Volunteers 2 interns 72 Total	23

Discussion

The next figure summarizes the capital resources within each study agency, compared to NFPA (National Fire Protection Association) benchmarks for departments serving similar populations within the region. It should be understood that these benchmarks do not consider land area and are population based only. Numbers, distribution and deployment of response resources is discussed later in this report.

Figure 7: Comparison of Physical Resources to National Benchmarks – Forest Grove FD and Forest Grove RFPD

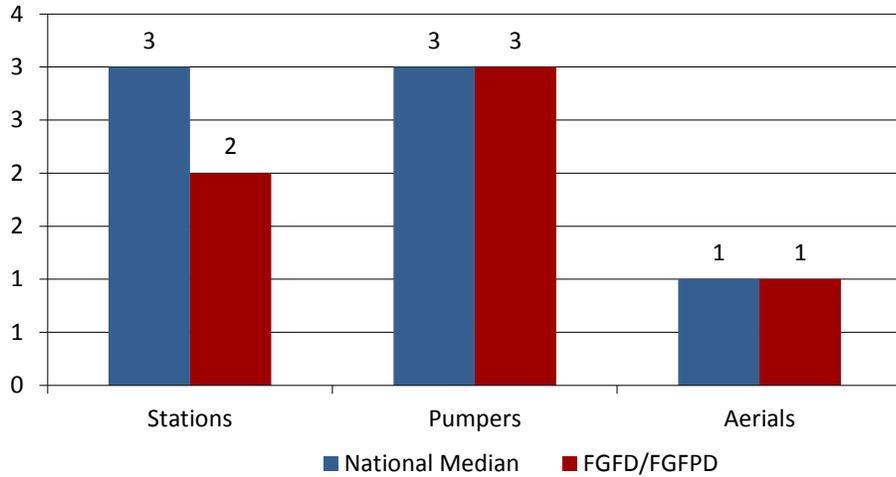


Figure 8: Comparison of Physical Resources to National Benchmarks – Cornelius FD and Cornelius RFPD

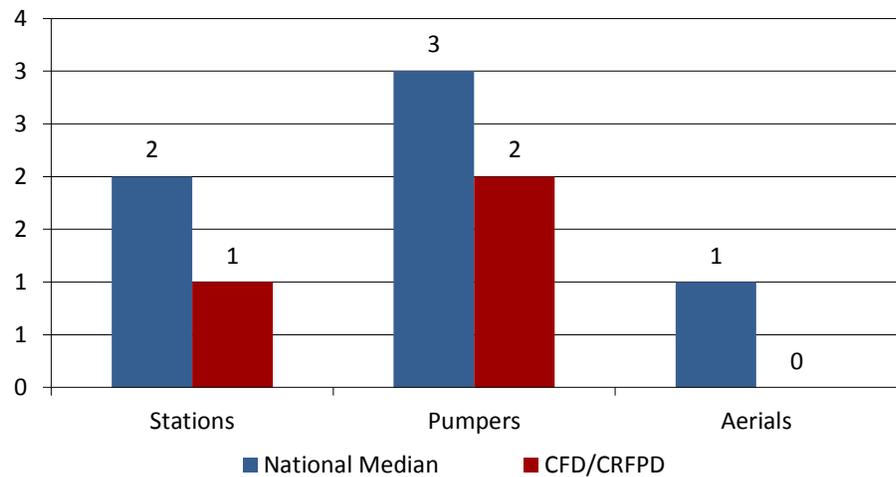


Figure 9: Comparison of Physical Resources to National Benchmarks – Gaston RFPD

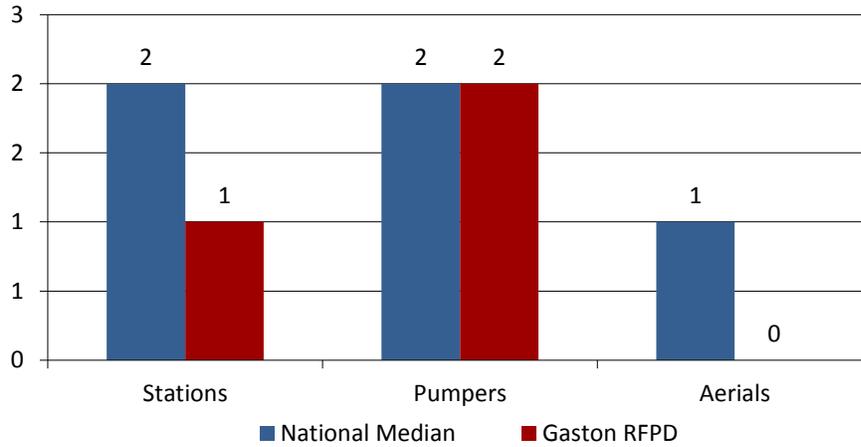
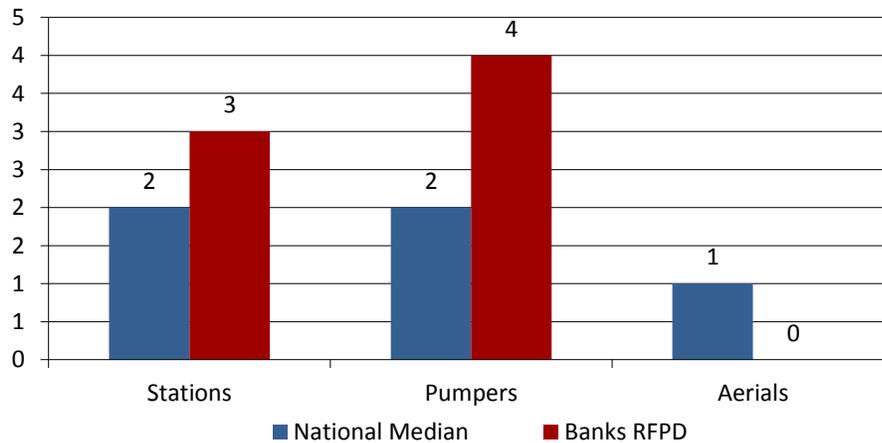


Figure 10: Comparison of Physical Resources to National Benchmarks – Banks RFPD



When compared to national medians, the study agencies operate a similar range of fire stations and response apparatus. Banks RFPD carries a somewhat greater inventory of capital assets, which is to be expected given its larger geographic coverage area.

Benchmark data available through National Fire Protection Association (NFPA) is based primarily on population and does not consider geographical size or population density of the particular area. In regards to costs per capita, the data from which these comparable figures are extracted does not delineate between volunteer or career departments nor does it segregate those departments heavily involved in the provision of emergency medical services, particularly transport service, which can increase departmental costs dramatically.

The following table displays emergency response numbers and frequency for the study agencies.

Figure 11: Survey Table – Emergency Response Type and Frequency

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Incidents						
Fire	112	72	Included in FGFD numbers	Included in CFD numbers	49	30
value of property exposed to fire, 2013	\$4,723,390	Data not available			Data not available	Data not available
value of property lost to fire, 2013	\$820,310	Data not available			Data not available	Data not available
Rupture or explosion	3	0			0	0
EMS/rescue	2,300	743			284	241
Number of EMS transports						
Hazardous condition	56	17			16	7
Service call	280	116			31	44
Good intent call	441	247			23	29
False call	117	58			23	4
Severe weather	0	0			0	0
Other	6	1			85	71
Total	3,315	1,254			511	426

Discussion:

Based on the above data, ESCI compares the total number of emergency incidents to which the agencies responded in the 2013-reporting year to a series of national and regional benchmark data.

Figure 12: Comparison of Incidents per 1,000 – Forest Grove FD and Forest Grove RFPD

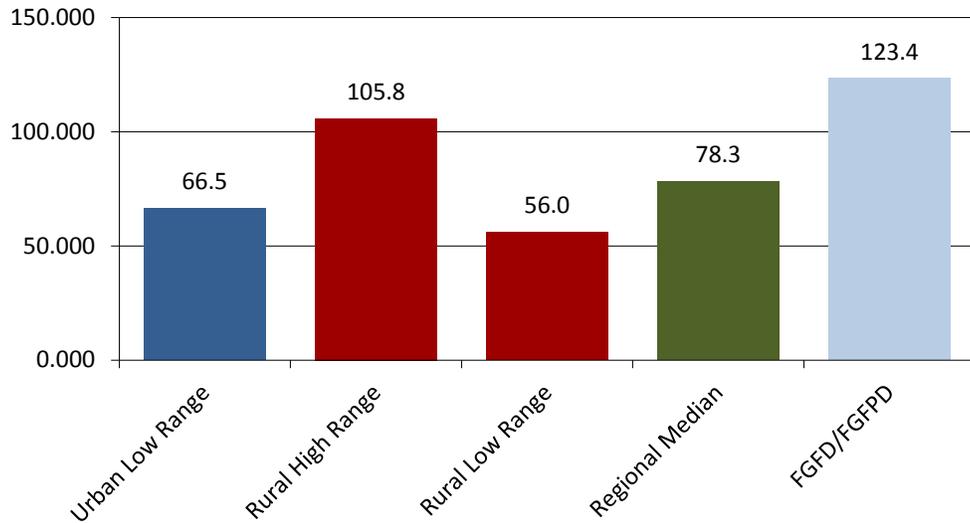


Figure 13: Comparison of Incidents per 1,000 – Cornelius FD and Cornelius RFPD

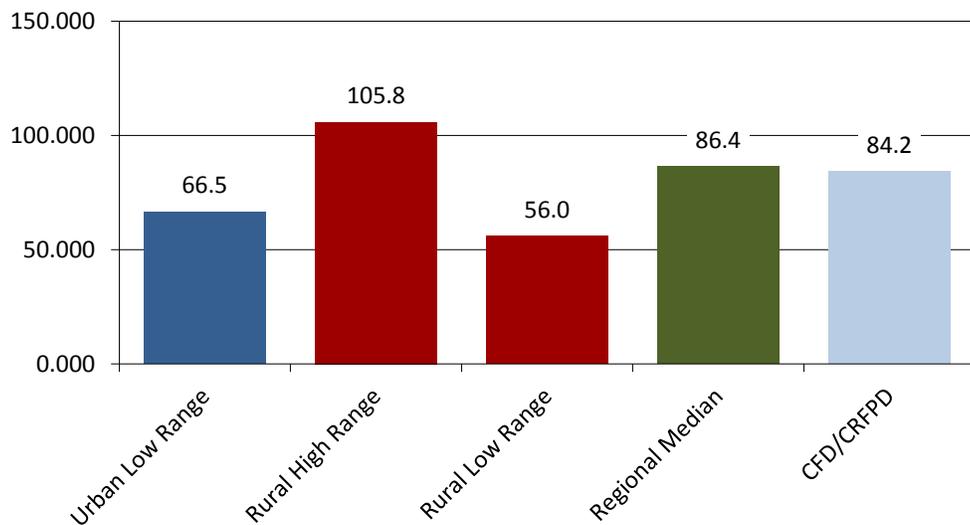


Figure 14: Comparison of Incidents per 1,000 Population – Gaston RFPD

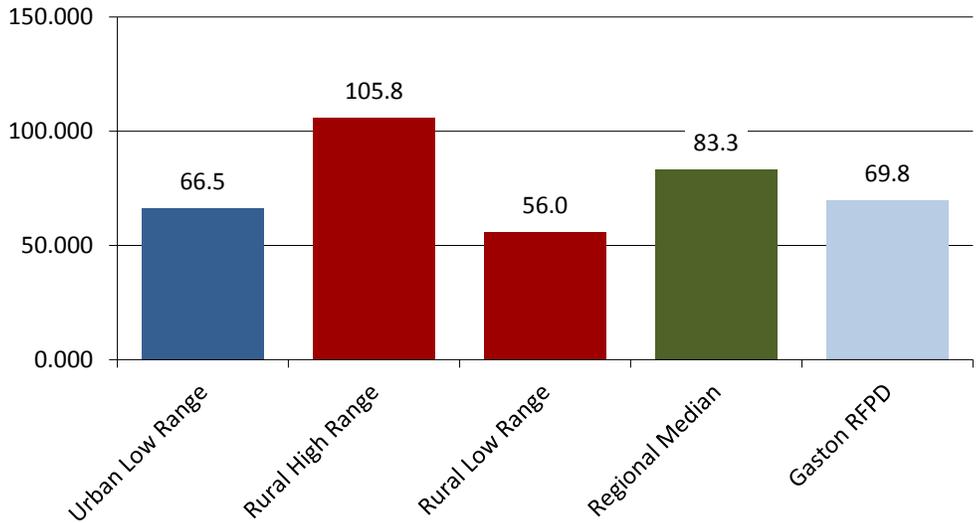
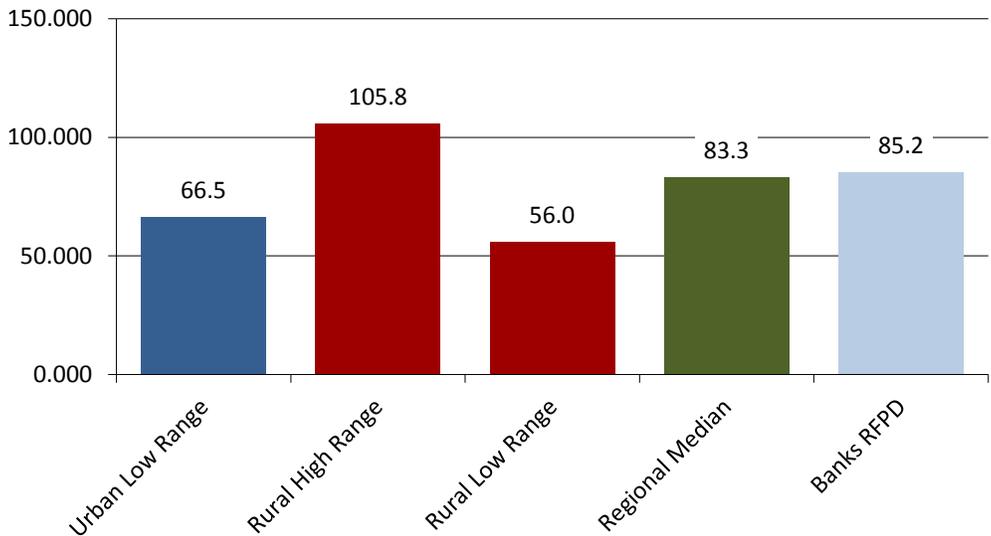


Figure 15: Comparison of Incidents per 1,000 – Banks RFPD



Discussion:

The study agencies compare in a similar manner to the listed national and regional medians. An exception is seen with the Forest Grove Fire and Rescue and Forest Grove Rural Fire Protection District, which reflects a higher number of incidents on a per 1,000 population basis than the other comparators. The reason for the difference is unknown, but may be impacted by a significant number of senior care facilities and housing complexes. Another contributing factor is likely attributed to differing reporting practices

Economic, Financial and Forecast Analysis

This section of the Cooperative Services Study provides information on the economics and financials of Banks Fire District #13, City of Cornelius Fire Department, Cornelius Rural Fire Protection District, City of Forest Grove Fire and Rescue, Forest Grove Rural Fire Protection District, and the Gaston Rural Fire District.

To set the economic setting in the study area, ESCI begins with an overview of the current operating conditions followed by an analysis of population trends, employment/unemployment rates, inflation behaviors, and real estate transactions. Following this, ESCI provides an analysis and discussion around the financial structure of each agency to include a five-year review of revenues and expenses. And finally, ESCI presents a financial forecast of revenues and expenses through FY 2019-20 utilizing trend data and key assumptions.

ESCI utilizes documentation provided by the client to include financial reports and community level data. Additional data from the United States Census Bureau, US Bureau of Labor Statistics, Zillow Real Estate Research Center, Washington County, Oregon Tax Assessor's Office, and the Oregon Employment Department are supporting information sources. Key assumptions used in the forecasting were facilitated and developed by ESCI and customized based on interviews with each agency.

Figure 16: Financial Overview

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Finance Overview						
Designated fiscal year	July – June	July – June	July – June	July – June	July – June	July – June
Assessed property value, FY 2014-2015	\$1,366,044,365	\$597,357,812	\$395,166,183	\$152,482,446	\$465,427,122	\$307,863,146
Revised current year general operating fund budget, fire department	\$4.4 M	\$1 M	\$2.8 M	\$796 K	\$2.2 M	\$1.2 M
General fund property tax, city levy – current budget year	Fund Dept. through general fund, revenue, prop tax, fees, charges, and overhead.	Fund Dept. through general fund, revenue, prop tax, fees, charges, and overhead.	Fund Dept. through general fund, revenue, prop tax, fees, charges, and overhead.	Fund Dept. through general fund, revenue, prop tax, fees, charges, and overhead.	None	None
General fund property tax, city/protection district levy, FY 2014-15 (Tax roll)	\$8,112,118	\$2,379,635	\$504,469	\$191,487	\$1,000,622	\$542,486
Levy rate (2010-2014 Average)	\$5.80/thousand \$2.00/thousand equivalent for FD funding	\$3.98/thousand \$1.20/thousand equivalent for FD funding	\$1.37/thousand	\$1.31/thousand	\$2.05/thousand	\$1.76/thousand
General fund levy collection rate – prior year FY 2013-14	\$5.96/thousand	\$3.98/thousand	\$1.37/thousand	\$1.28/thousand	\$2.01/thousand	\$1.76/thousand
Bonds, fire department	None	None	None	None	\$207,953	None
Levy rate FY 2014-15	\$5.94/thousand	\$3.98/thousand	\$1.28/thousand	\$1.26/thousand	\$2.15/thousand	\$1.76/thousand
Other tax levy, public safety	Charge \$3/mo. For utility bills – 90% goes to police/fire for vehicles.	None	None	None	None	None

Economic Setting

Community level data for the study area suggest the local economy is yet to *fully* recover from the 2008 recession. Despite the economic challenges as a result of the recent national recession, current data presents a more optimistic outlook on the local economy with increased population growth, rising employment levels, increased real estate transactions and values, and low inflation trends.

Population Trends

The figure below (*Population Trends*) explores population trends in the study area (Yamhill and Washington Counties combined) from 2003 through 2013. As shown, the estimated total population of the combined counties in 2013 was 655,721. Washington County made up about 85 percent (554,996) and Yamhill County approximately 15 percent (100,725) of the total (655,721). From 2004-2013, Washington County increased its population by 16 percent, while Yamhill County increased by 13 percent. The State of Oregon, as a whole, increased by 15 percent, which suggests that Washington County is slightly above the State of Oregon average for population growth, while Yamhill County was slightly below. On an annual average basis for the 10-year period, the study area populations increased by 1.43 percent while the state of Oregon increased by 1.00 percent. An increase in population is a strong measurement of positive economic growth.

Figure 17: Population Trends

Year	Washington County	Yamhill County	Study Area Population	Oregon	Study Area % Change	Oregon % Change
2003	479,496	89,384	568,880	3,559,596	-	-
2004	480,207	89,447	569,654	3,569,463	0.14%	0.28%
2005	490,773	90,847	581,620	3,613,202	2.10%	1.23%
2006	502,226	93,198	595,424	3,670,883	2.37%	1.60%
2007	508,842	95,875	604,717	3,722,417	1.56%	1.40%
2008	515,815	97,537	613,352	3,768,748	1.43%	1.24%
2009	524,699	98,647	623,346	3,808,600	1.63%	1.06%
2010	531,335	99,304	630,639	3,837,208	1.17%	0.75%
2011	539,469	99,692	639,161	3,867,937	1.35%	0.80%
2012	547,543	100,644	648,187	3,899,801	1.41%	0.82%
2013	554,996	100,725	655,721	3,930,065	1.16%	0.78%
10 Year Avg.	515,946	95,936	611,882	3,749,811	1.43%	1.00%

Source: US Census Bureau

Employment Trends

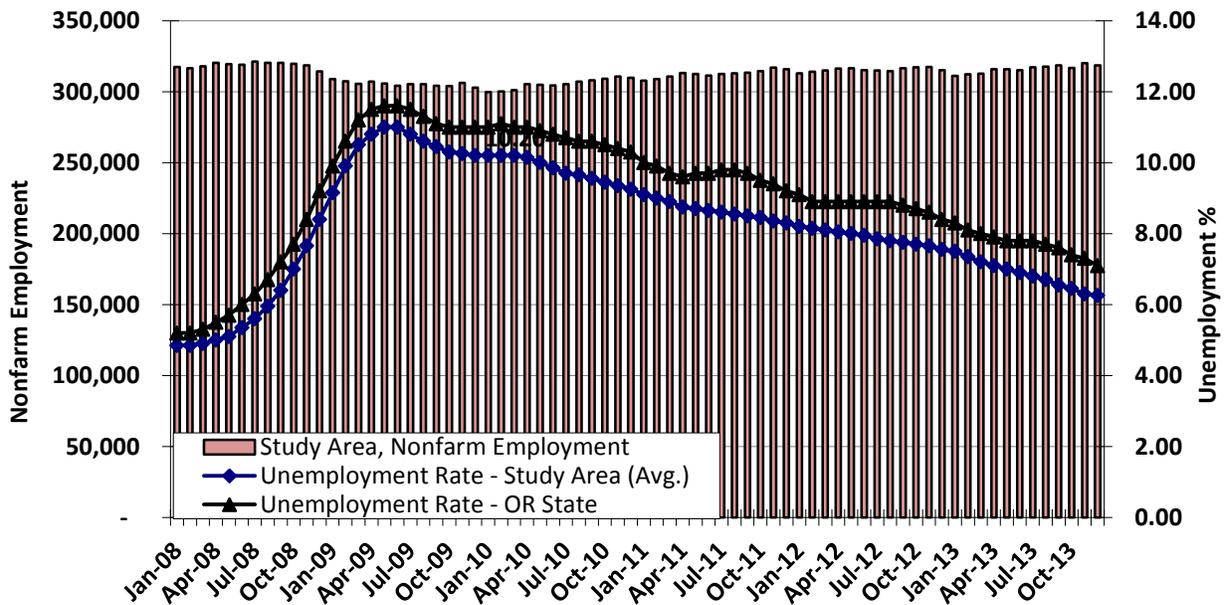
The following figure (*Non-Farm Employment and Unemployment Rate Trends*) analyzes trends in total non-farm employment alongside the unemployment rate from January 2008 through December 2013. As shown, non-farm employment peaked at 321,193 jobs in July 2008. In January 2010 non-farm

employment dropped to 299,596 jobs or 21,597 fewer jobs (-7 percent). Non-farm employment in December 2013 increased to 318,611 jobs (+6 percent).

Historically speaking, the unemployment rate for the study area has trended similarly with Oregon’s unemployment rate. Since 2008, the unemployment rate for Oregon has trended (on average) 0.85 percent year-over-year higher than the study area.

As the employment levels begin to rise, unemployment will continue to decrease (as one would expect). Again, an increase in employment and a decrease in unemployment is a strong measurement of positive economic growth.

Figure 18: Non-Farm Employment and Unemployment Rate



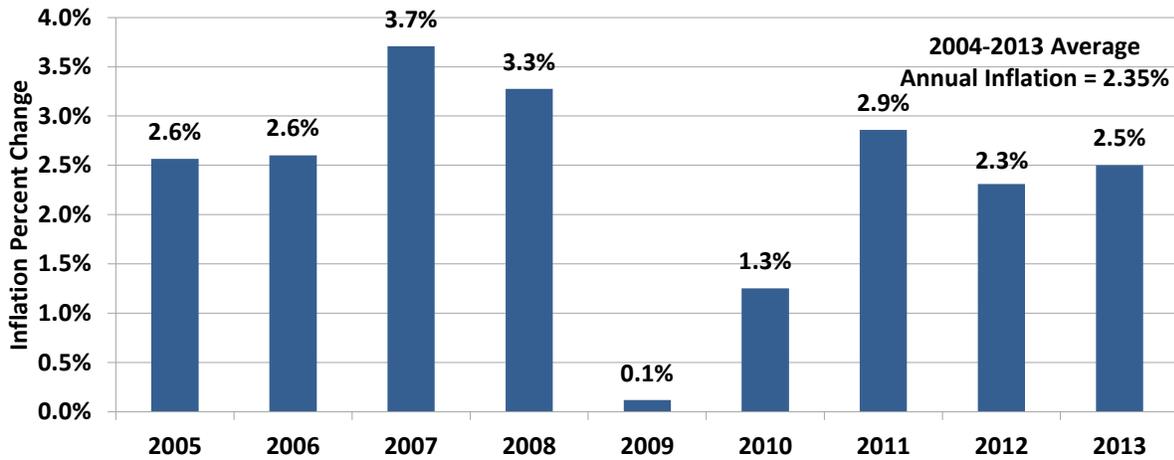
Source: Oregon Employment Dept.

Consumer Price Index (CPI) is a strong measure of the average change in goods and services prices over a period of time. However, an inflation measurement particular to Western Washington County, Oregon was not available. The Metro Service Area’s (MSA) covered in this data is comprised of Clackamas, Columbia, Marion, Multnomah, Polk, Washington, and Yamhill Counties in the State of Oregon and Clark County in the State of Washington.

CPI-U Trends

The following figure (*Inflation Trends: Metro Service Area (MSA) CPI-U*) analyzes trends in the Metro Service Area for All Urban Consumers (CPI-U). As shown, the annual inflation index declined 3.3 percent in 2008 to 0.1 percent in 2009. In 2010, inflation increased to 1.3 percent. Since 2010, CPI-U percentages have begun to circle back to pre-recession percentages. Overall, the average annual inflation rate from 2005 through 2013 was 2.35 percent. Inflation in 2013 was above this average at 2.5 percent, which is a sign of strength. An increase in CPI-U percentages is a strong indicator of positive economic growth.

Figure 19: Inflation Trends: Metro Service Area (MSA) CPI-U



Source: U.S. Bureau of Labor Statistics

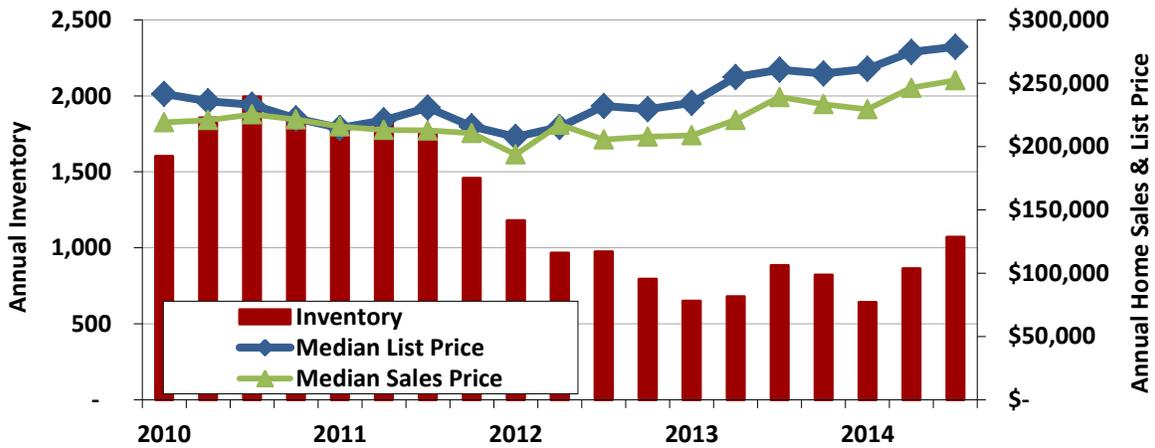
Housing Trends

The following figure (*Median Home List/Sales and Inventory*) analyzes median sales/list price and annual inventory of housing units from 2010 into 2014. In 2013, there was an average of 759 units available per quarter with an average list price of \$251,886 and an average sales price of \$225,580. This means, on average, homes were selling for -\$26,306 less than the list price. While this signifies a weakness for the market, home sales in general are strengths for the local economy.

The first six-quarters of 2014 were strong. The median list price was \$271,549 (\$19,664 increase from 2013) and the median sale price was \$242,724 (\$17,145 increase from 2013). While the home prices have seen a modest increase, the seller is still trailing -\$28,825 per sale (on average). The average units available per quarter have also increased since 2013 (859 units per quarter), which is a strength as it relates to potential for more homes to be sold.

The data seems to point to a real estate market that is slowly gaining momentum. While the seller is receiving less return per sale, the sale prices have increased enough to meet the supply and demand of the market. An increase in traction for the real estate market is a strong indicator of positive economic growth.

Figure 20: Median Home List/Sales and Inventory



Source: Zillow Research

Total Assessed Value (TAV) Trends

The *Total Assessed Value (TAV)* figure below displays total assessed value for all agencies. Total assessed value of property has generally increased for the study agencies over the past nine years. Gaston Rural Fire District indicated a 27 percent increase since 2006 and a 12 percent increase since 2009. Forest Grove Rural indicated a 19 percent increase since 2006 and 11 percent since 2009. Cornelius Rural Fire protection District experienced a 15 percent increase since 2006 and a 12 percent increase since 2009. Banks Fire District #13 with a strong increase of 30 percent since 2006 and a 17 percent increase since 2009. The City of Cornelius indicated an increase of 35 percent since 2006 and 17 percent since 2009. The City of Forest Grove indicated a 38 percent increase since 2005 and an 18 percent since 2009.

Figure 21: Total Assessed Value (TAV)

NAME	Gaston RFD	FGRFD	CRFPD	BANKS	CORNELIUS CITY	FG CITY
CODE	340041100	340041000	340040900	340041300	341410000	341690000
COUNTY	Yamhill	Washington	Washington	Washington	Washington	Washington
2006	\$242,888,941	\$331,636,361	\$132,850,387	\$357,213,244	\$443,575,945	\$989,663,061
2007	\$263,249,683	\$332,415,647	\$134,680,243	\$372,537,618	\$464,200,448	\$1,050,957,097
2008	\$267,462,922	\$344,297,376	\$139,831,769	\$389,051,020	\$489,139,947	\$1,111,526,156
2009	\$275,624,216	\$354,621,536	\$136,615,428	\$398,134,794	\$511,721,253	\$1,155,933,904
2010	\$276,921,953	\$363,249,886	\$135,589,401	\$408,494,575	\$526,129,362	\$1,182,840,654
2011	\$284,114,170	\$373,488,581	\$140,628,088	\$421,902,914	\$551,128,075	\$1,211,221,219
2012	\$284,679,869	\$384,336,110	\$143,214,692	\$434,039,105	\$563,122,015	\$1,238,989,816
2013	\$296,022,256	\$381,146,452	\$147,405,409	\$447,281,177	\$578,082,948	\$1,288,496,372
2014	\$307,863,146	\$395,166,183	\$152,482,446	\$465,427,122	\$597,357,812	\$1,366,044,365
2006-14 Avg	\$277,647,462	\$362,262,015	\$140,366,429	\$410,453,508	\$524,939,756	\$1,177,296,960

Source: Washington & Yamhill County Tax Roll

Financial Context

An analysis of revenue and expense trends identifies relevant and key financial trends, strengths/weaknesses and provides a basis for constructing our financial forecasts. The financial trends help draw a connection between how the professional fire services are funded and where that funding is distributed. ESCI begins our financial analysis with a brief discussion around tax rate trends.

Tax Rate Trends

The following figure, *Tax Rate Trends (per 1000 AV)*, analyzes the tax rates for each agency. Gaston Rural Fire District tax rate (per 1000 TAV) increased +.25 percent from 2006-2014 (1.51 to 1.76). Forest Grove Rural tax rate (per 1000 TAV) decreased -.14 percent from 2006-2014 (1.42 to 1.28). Cornelius Rural Fire protection District tax rate (per 1000 TAV) decreased -.27 percent from 2006-2014 (1.53 to 1.26). Banks Fire District #13 tax rate (per 1000 TAV) increased +.14 percent from 2006-2014 (2.01 to 2.15). City of Cornelius tax rate (per 1000 TAV) decreased -.28 percent from 2006-2014 (4.26 to 3.98). City of Forest Grove tax rate (per 1000 TAV) increased +.48 percent from 2006-2014 (5.45 to 5.94).

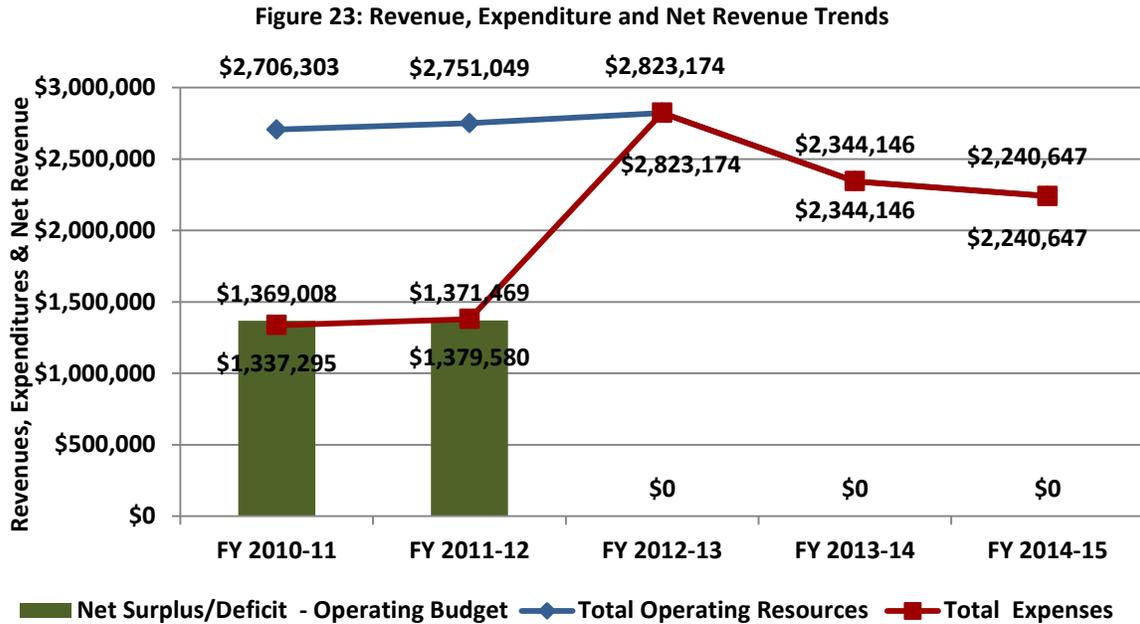
Figure 22: Tax Rate Trends (per 1000 AV)

NAME	Gaston RFD	FGRFD	CRFPD	BANKS	CORNELIUS CITY	FG CITY
CODE	340041100	340041000	340040900	340041300	341410000	341690000
COUNTY	Yamhill	Washington	Washington	Washington	Washington	Washington
2006	1.51	1.44	1.48	2.02	4.17	5.45
2007	1.51	1.44	1.47	2.03	3.98	5.40
2008	1.51	1.44	1.44	2.17	3.87	5.75
2009	1.51	1.43	1.33	2.13	3.98	5.73
2010	1.76	1.43	1.34	2.10	3.98	5.72
2011	1.76	1.28	1.31	2.05	3.98	5.67
2012	1.76	1.40	1.30	2.03	3.98	5.72
2013	1.76	1.37	1.28	2.01	3.98	5.96
2014	1.76	1.28	1.26	2.15	3.98	5.94

Source: Washington & Yamhill County Tax Roll

The following charts display the individual and combined revenue and expenditure trends for each study agency. The charts also display the corresponding revenue vs expenditure performance for the five year study evaluation period.

Banks Fire District #13



Revenues

- Total fire revenue for FY 2014-15 is \$2,240,647.
- From FY 2010-11 through 2014-15, total fire revenue decreased by -17 percent.
- 42 percent of the resource total for FY 2014-15 is allocated to local taxes, while the other 58 percent came from other revenue sources.
- The tax rate for the agency during FY 2014-15 is 2.15, while the assessed value totals \$465,427,122.

Expenditures

- Total fire expenses for FY 2014-15 are \$2,240,647.
- From FY 2010-11 through 2014-15, total fire expenses increased by 68 percent.
- 42 percent of expenses are personnel and materials and services, while the 58 percent is comprised of capital and debt.

Net Income/deficit

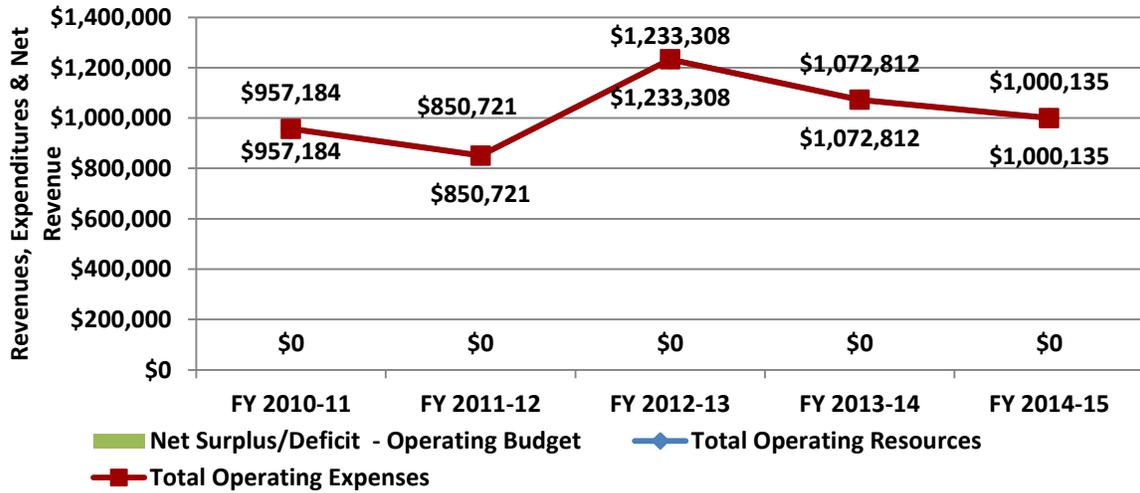
- The agency operated with a balanced budget the last six fiscal years, while 2010-11 and 2011-12 experienced positive cash flow due to increases in net working capital.

Figure 24: Revenue, Expenditure, and Net Revenue Trends

Revenue Type	FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14	FY 2014-15
Beginning Fund Balance	\$1,448,472	\$1,645,852	\$1,737,656	\$1,028,000	\$947,000
Fees, Permits, Licenses	\$2,103	\$2,124	\$0	\$0	\$0
Grants	\$95,325	\$43,050	\$0	\$58,928	\$29,428
Revenue from Bond	\$0	\$0	\$45,191	\$300,000	\$152,985
Interfund Transfers	\$0	\$0	\$0	\$0	\$65,000
All Other Resources	\$332,141	\$227,505	\$191,312	\$104,400	\$102,800
Local Taxes	\$828,262	\$832,518	\$849,015	\$852,818	\$943,434
Total Revenue	\$2,706,303	\$2,751,049	\$2,823,174	\$2,344,146	\$2,240,647
Expenditure Type	FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14	FY 2014-15
Personal Services	\$312,673	\$381,687	\$392,590	\$529,826	\$575,427
Materials and Service	\$319,300	\$287,098	\$271,838	\$358,800	\$368,000
Subtotal Operating Expenses	\$631,973	\$668,785	\$664,428	\$888,626	\$943,427
Capital	\$277,908	\$146,993	\$80,176	\$94,000	\$102,000
Debt Service	\$150,569	\$153,000	\$160,600	\$164,520	\$211,250
Interfund Transfers	\$0	\$0	\$250,000	\$300,000	\$152,985
Contingencies	\$276,845	\$366,188	\$228,674	\$300,000	\$192,000
Special Payments	\$0	\$44,614	\$44,614	\$597,000	\$238,985
Unappropriated Ending Balance	\$0	\$0	\$1,394,682	\$0	\$400,000
Subtotal Other Expenses	\$705,322	\$710,795	\$2,158,746	\$1,455,520	\$1,297,220
Total Expenses	\$1,337,295	\$1,379,580	\$2,823,174	\$2,344,146	\$2,240,647
Net Surplus/Deficit - Operating Budget	\$1,369,008	\$1,371,469	\$0	\$0	\$0

City of Cornelius

Figure 25: Revenue, Expenditure and Net Revenue Trends



Revenues

- Total fire revenue for FY 2014-15 is \$1,000,135.
- From FY 2010-11 through 2014-15, total fire revenue increased by four percent.
- 59 percent of the revenue is property tax generated, while the other 41 percent comes from district share and grants.
- The fiscal FY 1012-13 spike in operating costs was due to equipment purchases utilizing federal grant awards
- The tax rate for the City during FY 2014-15 is 3.98, while the assessed value totals \$597,357,812.
- ***The total fire department cost is approximately 30 percent of the collected property tax and represents a tax levy rate equivalent of 1.20 per 1000 AV. This is significant given the identified cost projections and assumed tax levy rates necessary to support a regional fire service delivery model.***

Expenditures

- Total fire expenses for FY 2014-15 total \$1,000,135.
- From FY 2010-11 through 2014-15, total fire revenue increased by four percent.
- 97 percent of the resource total for FY 2014-15 is allocated to personnel and materials and services, while the other three percent is allocated to capital equipment.
- The fire department is purchasing a new apparatus over the next 15 years. The annual cost for this capital purchase is approximately \$27,000 per year.

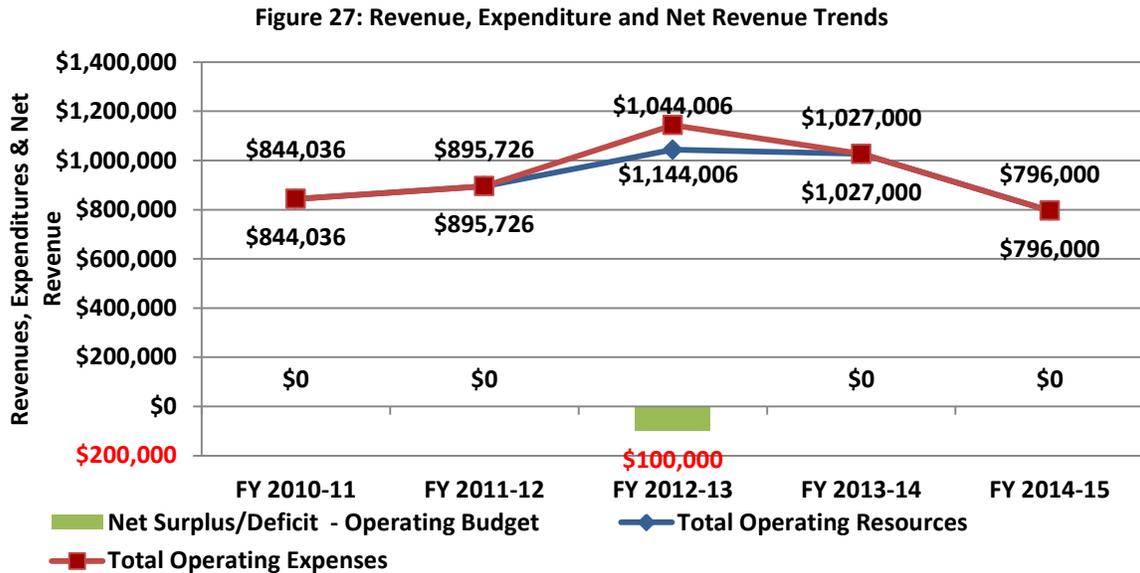
Net Income/Deficit

- The agency operates without a deficit for all fiscal years.

Figure 26: Revenue, Expenditure and Net Revenue Trends

Revenue Type	FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14	FY 2014-15
Grants	\$244,767	\$251,884	\$216,986	\$200,036	\$325,546
District Revenue	\$105,022	\$79,449	\$77,562	\$102,000	\$89,000
General Fund/Local Taxes	\$607,395	\$519,388	\$938,760	\$770,776	\$585,589
Total Revenue	\$957,184	\$850,721	\$1,233,308	\$1,072,812	\$1,000,135
Expenditure Type	FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14	FY 2014-15
Personnel Services	\$546,021	\$494,422	\$579,013	\$690,035	\$668,348
Materials and Services	\$225,714	\$351,299	\$284,935	\$293,777	\$304,787
Subtotal Operating Expenses	\$771,735	\$845,721	\$863,948	\$983,812	\$973,135
Capital	\$154,241	\$5,000	\$369,360	\$89,000	\$27,000
Special Payments	\$31,208	\$0	\$0	\$0	\$0
Subtotal Other Operating Expenses	\$185,449	\$5,000	\$369,360	\$89,000	\$27,000
Total Expenses	\$957,184	\$850,721	\$1,233,308	\$1,072,812	\$1,000,135
Net Surplus/Deficit - Operating Budget	\$0	\$0	\$0	\$0	\$0

Cornelius Rural Fire Protection District



Revenues

- Total fire revenue for FY 2014-15 totals \$796,000.
- From FY 2010-11 through 2014-15, total fire revenue has decreased over the past five fiscal years.
- 22 percent of the revenue total for FY 2014-15 is allocated to local taxes, while all other revenue sources (fees, bonds, working capital, etc.) represent the other 78 percent.
- The tax levy rate for FY 2014-15 is 1.26, while the assessed value totals \$152,482,446.

Expenditures

- Total fire expenses for FY 2014-15 total \$796,000.
- From FY 2010-11 through 2014-15, total fire expenses have decreased due to the one-time costs experienced in FY 2012-13 and 2014-15. However, the costs of materials and services have risen considerably since FY 2010-11.
- Equivalent of 98 percent (\$174,000) of the CRFPD FY 2014-15 annual tax collection was utilized for materials and services with an additional \$143,000 in capital contributions.

Net Income/Deficit

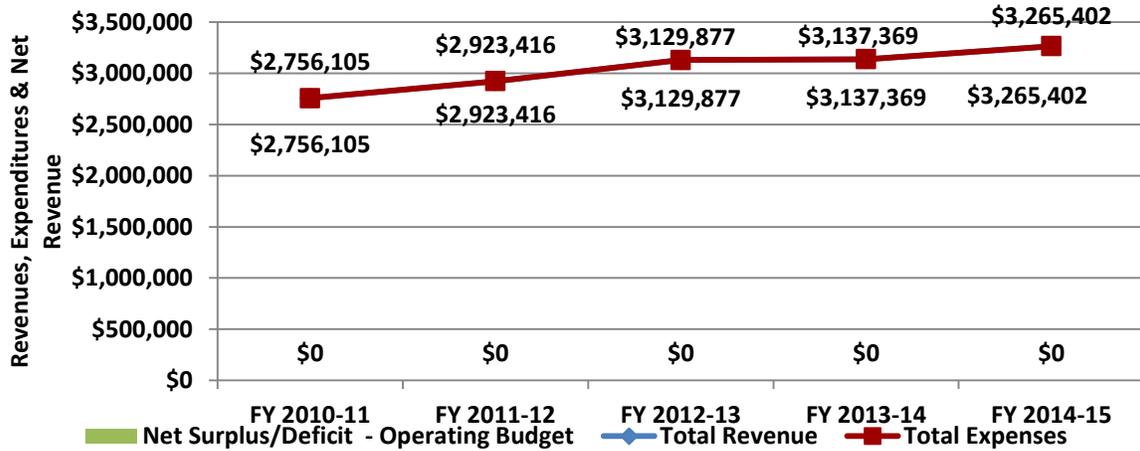
- The agency operates without a deficit for all years except FY 2012-13 (-\$100,000 due to capital equipment purchase).

Figure 28: Revenue, Expenditure, and Net Revenue Trends

Revenue Type	FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14	FY 2014-15
Beginning Fund Balance	\$564,135	\$633,996	\$714,186	\$740,000	\$533,000
Interfund Transfers	\$0	\$75,000	\$50,000	\$100,000	\$50,000
All Other Resources	\$102,464	\$22,153	\$101,173	\$12,000	\$35,000
Local Taxes	\$177,437	\$164,577	\$178,647	\$175,000	\$178,000
Total Revenue	\$844,036	\$895,726	\$1,044,006	\$1,027,000	\$796,000
Expenditure Type	FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14	FY 2014-15
Materials and Services	\$135,040	\$106,539	\$104,918	\$147,000	\$174,000
Subtotal Operating Expenses	\$135,040	\$106,539	\$104,918	\$147,000	\$174,000
Capital	\$0	\$0	\$79,325	\$582,000	\$143,000
Interfund Transfers	\$75,000	\$75,000	\$50,000	\$100,000	\$50,000
Contingencies	\$0	\$0	\$0	\$79,000	\$86,000
Unappropriated Ending Balance	\$633,996	\$714,187	\$909,763	\$119,000	\$343,000
Subtotal Other Operating Expenses	\$708,996	\$789,187	\$1,039,088	\$880,000	\$622,000
Total Expenses	\$844,036	\$895,726	\$1,144,006	\$1,027,000	\$796,000
Net Surplus/Deficit - Operating Budget	\$0	\$0	\$100,000	\$0	\$0

City of Forest Grove

Figure 29: Revenue, Expenditure, and Net Revenue Trends



Revenues

- Total fire revenue for FY 2014-15 is \$3,265,402.
- From FY 2010-11 through 2014-15, total fire revenue increased by 18 percent.
- 83 percent is comprised of local taxes/general fund dollars, while all other revenue sources (fees, bonds, working capital, etc.) represent the other 17 percent.
- The tax rate for the FY 2014-15 is 5.94, while the assessed value totals \$1,366,044,365.
- ***The total fire department cost is approximately 36 percent of the property tax (\$7,654,833). This does not include revenue generated from cigarette tax or the rural district contribution. The tax levy rate equivalent is 2.00 per 1000 AV. This equivalent tax rate is important relating to the cost and recommended tax rates to sustain a regional fire service delivery system.***

Expenditures

- Total fire expenses for FY 2014-15 are \$3,265,402.
- From FY 2010-11 through 2014-15, total fire operations revenue increased by 18 percent.
- 100 percent of the resource total for FY 2014-15 is allocated to personnel and materials and services.

Net Income/Deficit

- The fire department operates without a deficit for all fiscal years.

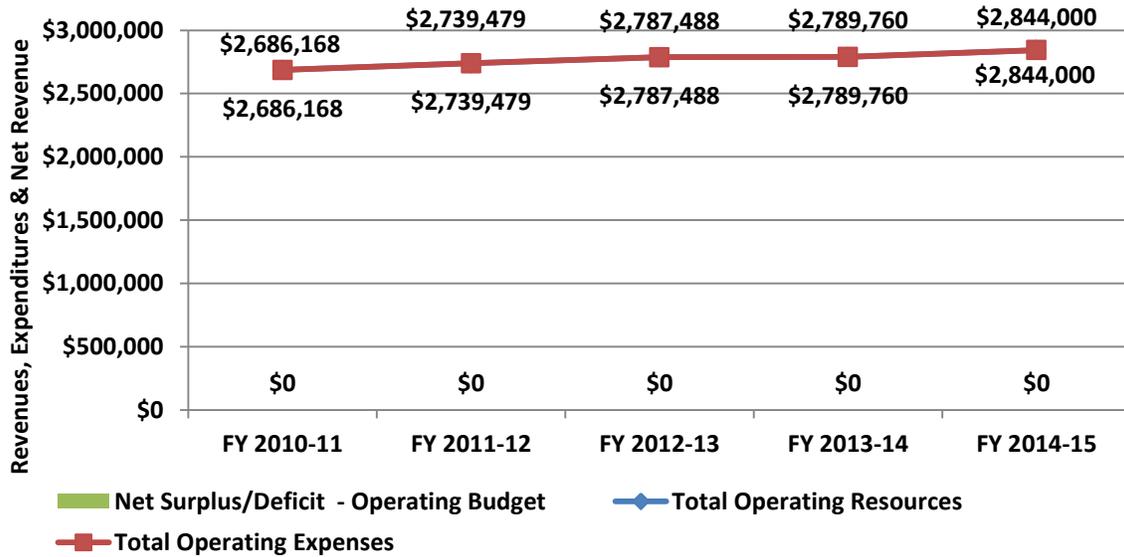
Figure 30: City of Forest Grove Revenue, Expenditure, and Net Revenue Trends

Revenue Type	FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14	FY 2014-15
Misc. Revenue	\$718	\$290	\$1,497	\$0	\$0
Charge for Service (Copy Service)	\$102	\$125	\$139	\$130	\$130
License, Permits, Fees	\$0	\$10	\$0	\$0	\$0
Transfers/Reimbursements (Chief + Fire Department)	\$52,222	\$47,887	\$60,322	\$56,005	\$54,511
District Revenue	\$424,543	\$437,693	\$556,411	\$479,777	\$484,698
Cigarette	\$32,185	\$31,275	\$30,404	\$28,380	\$27,925
State Fire Conflagration Reimbursement	\$0	\$0	\$0	\$56,056	\$0
Homeland Security Grant	\$0	\$28,278	\$107,463	\$0	\$0
General Fund/Local Taxes	\$2,246,335	\$2,377,858	\$2,373,641	\$2,517,021	\$2,698,138
Subtotal Revenue	\$2,756,105	\$2,923,416	\$3,129,877	\$3,137,369	\$3,265,402
Rural Share (Equip Fund)	\$27,951	\$122,950	\$68,436	\$172,500	\$195,500
Grants (Equip Fund)	\$47,832	\$373,800	\$17,245	\$0	\$0
Sales of Materials/Interest (Equip Fund)	\$4,539	\$11,651	\$12,448	\$1,800	\$42,000
Transfer from CIP (Equip Fund)	\$97,850	\$102,100	\$97,850	\$97,850	\$167,000
Fund Balance (Equip Fund)	\$389,133	\$417,050	\$320,933	\$474,832	\$443,180
Homeland Security Grant (Safer Fund)	\$0	\$0	\$0	\$255,984	\$284,503
Subtotal Equip/Safer Operating Resources	\$567,305	\$1,027,551	\$516,912	\$1,002,966	\$1,132,183
Total Operating Resources + Equip/Safer	\$3,323,410	\$3,950,967	\$3,646,789	\$4,140,335	\$4,397,585
Total Revenue	\$2,756,105	\$2,923,416	\$3,129,877	\$3,137,369	\$3,265,402
Expenditure Type	FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14	FY 2014-15
Personnel Services	\$2,302,126	\$2,385,865	\$2,557,337	\$2,533,853	\$2,663,708
Materials and Services	\$453,979	\$509,273	\$531,820	\$586,016	\$601,694
Capital (Homeland Security)	\$0	\$28,278	\$40,720	\$17,500	\$0
Subtotal Operating Expenses	\$2,756,105	\$2,923,416	\$3,129,877	\$3,137,369	\$3,265,402
Capital (Equip Fund)	\$159,254	\$706,618	\$41,767	\$345,000	\$397,250
Contingency (Equip Fund)	\$0	\$0	\$0	\$50,000	\$70,275
Unappr Fund Balance (Equip Fund)	\$0	\$0	\$0	\$351,982	\$380,155
Personnel Services (Safer Fund)	\$0	\$0	\$0	\$251,984	\$280,503
Materials and Services (Safer Fund)	\$0	\$0	\$0	\$4,000	\$4,000
Subtotal Equip/Safer Operating Expenses	\$159,254	\$706,618	\$41,767	\$1,002,966	\$1,132,183
Expenditure Type	FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14	FY 2014-15

Total Operating Expenses + Equip/Safer	\$2,915,359	\$3,630,034	\$3,171,644	\$4,140,335	\$4,397,585
Total Expenses	\$2,756,105	\$2,923,416	\$3,129,877	\$3,137,369	\$3,265,402
Net Surplus/Deficit - Operating Budget + Equip/Safer Funds	\$408,051	\$320,933	\$475,145	\$0	\$0
Net Surplus/Deficit - Operating Budget	\$0	\$0	\$0	\$0	\$0

Forest Grove Rural Fire Protection District

Figure 31: Revenue, Expenditure, and Net Revenue Trends



Revenues

- Total fire revenue for FY 2014-15 is \$2,844,000.
- From FY 2010-11 through 2014-15, total fire revenue increased by six percent.
- 16 percent of the revenue total for FY 2014-15 is allocated to local taxes, while all other revenue sources (fees, bonds, working capital, etc.) represent the other 84 percent.
- The tax levy rate for FY 2014-15 is 1.28, while the assessed value totals \$395,166,183.

Expenditures

- Total fire expenses for FY 2014-15 are \$2,844,000.
- From FY 2010-11 through 2014-15, total fire operations revenue increased by six percent.
- 19 percent of the resource total for FY 2014-15 is allocated to materials and services.
- All other expenditures (debts, transfer, contingencies, etc.) represent the other 81 percent.

Net Income/Deficit

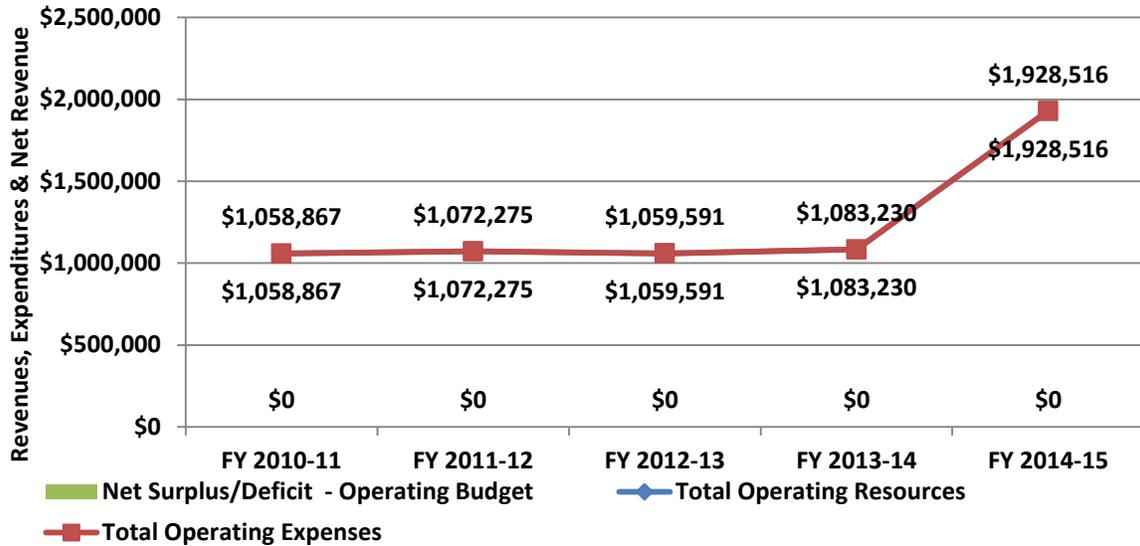
- The agency operates without a deficit for all fiscal years.

Figure 32: Revenue, Expenditure, and Net Revenue Trends

Revenue Type	FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14	FY 2014-15
Beginning Fund Balance	\$1,827,912	\$1,977,527	\$1,965,542	\$2,032,700	\$2,115,000
Interfund Transfers	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000
All Other Resources	\$202,667	\$182,554	\$149,312	\$122,700	\$119,000
Local Taxes	\$505,589	\$429,398	\$522,634	\$484,360	\$460,000
Total Revenue	\$2,686,168	\$2,739,479	\$2,787,488	\$2,789,760	\$2,844,000
Expenditure Type	FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14	FY 2014-15
Materials and Services	\$411,200	\$421,699	\$426,570	\$542,400	\$535,500
Subtotal Operating Expenses	\$411,200	\$421,699	\$426,570	\$542,400	\$535,500
Capital	\$103,796	\$155,938	\$101,031	\$265,800	\$305,000
Debt Service	\$43,645	\$46,300	\$43,780	\$41,260	\$0
Interfund Transfers	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000
Contingencies	\$0	\$0	\$0	\$125,000	\$125,000
Unappropriated Ending Balance	\$1,977,527	\$1,965,542	\$2,066,107	\$1,665,300	\$1,728,500
Subtotal Other Operating Expenses	\$2,274,968	\$2,317,780	\$2,360,918	\$2,247,360	\$2,308,500
Total Expenses	\$2,686,168	\$2,739,479	\$2,787,488	\$2,789,760	\$2,844,000
Net Surplus/Deficit - Operating Budget	\$0	\$0	\$0	\$0	\$0

Gaston Rural Fire Protection District

Figure 33: Revenue, Expenditure, and Net Revenue Trends



Revenues

- Total fire revenue for FY 2014-15 is \$1,928,516.
- From FY 2010-11 through 2014-15, total fire revenue increased by 82 percent.
- 25 percent of the resource total for FY 2014-15 is allocated to local taxes, while all other revenue sources (fees, bonds, working capital, etc.) represent the other 75 percent.
- Revenue from bonds in the amount of \$400,000 were allocated as a result of building modifications during FY 2014-15, which also increased Interfund transfers from \$133,730 in FY 2013-14 to \$478,666.
- The tax rate for FY 2014-15 is 1.76, while the assessed value totals \$307,863,146.

Expenditures

- Total fire expenses for FY 2014-15 are \$1,928,516.
- From FY 2010-11 through 2014-15, total fire revenue increased by 82 percent.
- 30 percent of the resource total for FY 2014-15 is allocated to personnel and materials services.
- All other expenditures (debts, transfer, contingencies, etc.) represent the other 70 percent.

Net Income/Deficit

- The agency operates without a deficit for all fiscal years.

Figure 34: Revenue, Expenditure and Net Revenue Trends

Revenue Type	FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14	FY 2014-15
Beginning Fund Balance	\$371,669	\$380,898	\$411,468	\$460,000	\$502,000
Fees, Permits, Licenses	\$10,000	\$10,000	\$10,000	\$12,500	\$15,000
Grants	\$44,669	\$48,260	\$12,373	\$3,000	\$24,850
Revenue from Bond	\$0	\$0	\$0	\$0	\$400,000
Interfund Transfers	\$135,380	\$133,730	\$133,730	\$133,730	\$478,666
All Other Resources	\$22,041	\$12,929	\$7,533	\$19,000	\$23,000
Local Taxes	\$475,108	\$486,458	\$484,487	\$455,000	\$485,000
Total Revenue	\$1,058,867	\$1,072,275	\$1,059,591	\$1,083,230	\$1,928,516
Expenditure Type	FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14	FY 2014-15
Personnel Services	\$204,211	\$208,150	\$212,413	\$261,380	\$269,550
Materials and Services	\$148,567	\$165,492	\$155,487	\$225,950	\$299,714
Subtotal Operating Expenses	\$352,778	\$373,642	\$367,900	\$487,330	\$569,264
Capital Outlay	\$97,871	\$59,442	\$7,000	\$8,000	\$412,000
Debt Service	\$91,940	\$93,993	\$95,648	\$92,000	\$7,800
Interfund Transfers	\$135,380	\$133,730	\$133,730	\$133,730	\$478,666
Contingencies	\$0	\$0	\$0	\$15,000	\$15,000
Unappropriated Ending Balance	\$380,898	\$411,468	\$455,313	\$347,170	\$445,786
Subtotal Other Operating Expenses	\$706,089	\$698,633	\$691,691	\$595,900	\$1,359,252
Total Expenses	\$1,058,867	\$1,072,275	\$1,059,591	\$1,083,230	\$1,928,516
Net Surplus/Deficit - Operating Budget	\$0	\$0	\$0	\$0	\$0

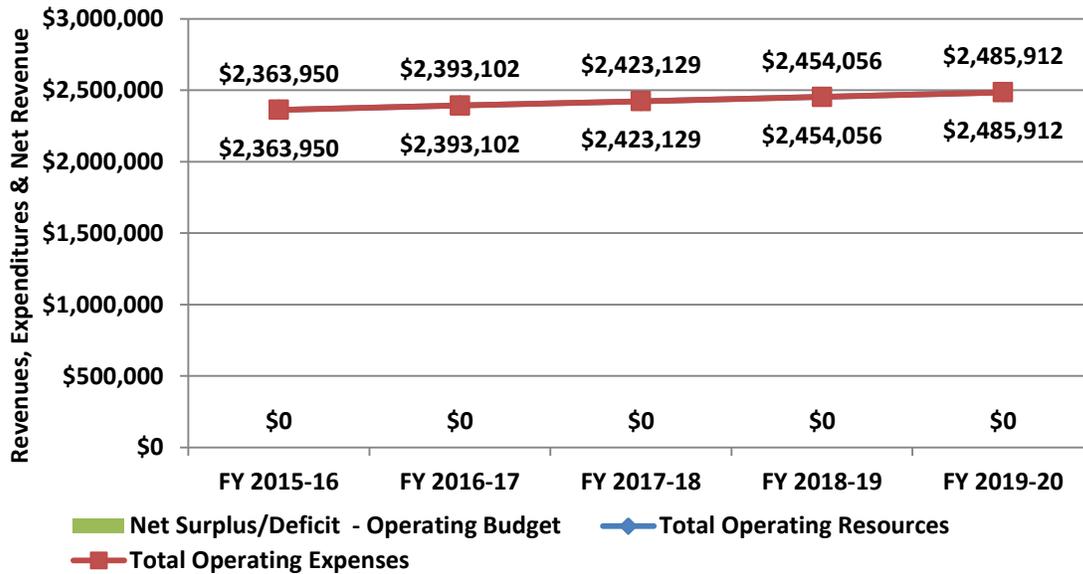
Financial Forecasts

A financial forecast is an estimated future financial outcome. Using historical trend data from the emergency service agencies, in addition to market indicators, a financial forecast is a “best guess” of what may happen to the agencies financials over a given period of time (in this case five fiscal years). Arguably, the most challenging aspect to a financial forecast is predicting revenue. Future costs such as materials and services, debt, etc. are usually control variables, in most cases. A financial forecast is a way for fire executives to estimate and plan for “what if” scenarios based on what they know, have control over and foresee based on data.

The following sets of projections are forecasts based on trend data, market data, and extensive interviews with the agencies. Each section is comprised of the assumptions utilized in the forecast model and a discussion on revenues, expenses, and net income/deficits.

Banks Fire District #13

Figure 35: Revenue, Expenditure, and Net Revenue Forecast



Assumptions

- *Revenues*
 - 3% year-over-year increase in AV/local tax collection.
 - Timber tax collection fixed at \$95,000.
 - All other revenue fixed at 2014-15 dollar amounts.
- *Expenses*
 - 5% increase in personnel services.
 - 3% increase in materials and services.
 - All other expenditures fixed at 2014-15 dollar amounts.

Revenues

- Total fire revenue for FY 2015-16 is \$2, 363,950.
- From FY 2015-16 through 2019-20, total fire revenue increased by 5 percent.
- 48 percent of the resource total for FY 2019-20 is allocated to local taxes, while the other revenue represented the remaining 52 percent.
- The tax rate for FY 2015-20 is fixed at 1.70, while the assessed value totals \$547,903,492.

Expenditures

- Total fire expenditures for FY 2015-16 totals \$2,363,950.
- From FY 2015-16 through 2019-20, total fire operations revenue increased by 5 percent.
- 47 percent of the resource total for FY 2019-20 is allocated to personnel and materials.
- All other expenditures as a percentage equal 53 for FY 2019-20.

Net Income/Deficit

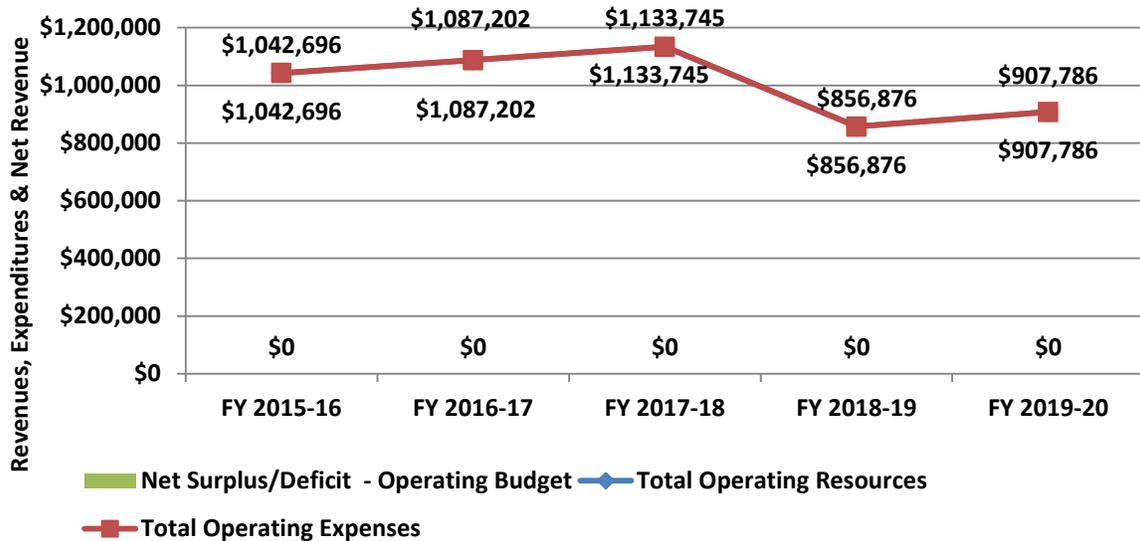
- Banks could experience a net revenue increase for all years given the current assumptions. There are expectations of growth in the Banks Rural community, which are likely to increase over the next few fiscal years. This could potentially increase revenues to support inherit financial risks such as assets (people and equipment).

Figure 36: Revenue, Expenditure, and Net Revenue Forecast

Revenue Type	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20
Beginning Fund Balance	\$947,000	\$947,000	\$947,000	\$947,000	\$947,000
Fees, Permits, Licenses	\$0	\$0	\$0	\$0	\$0
Grants	\$29,428	\$29,428	\$29,428	\$29,428	\$29,428
Revenue from Bond	\$152,985	\$152,985	\$152,985	\$152,985	\$152,985
Interfund Transfers	\$65,000	\$65,000	\$65,000	\$65,000	\$65,000
All Other Resources	\$102,800	\$102,800	\$102,800	\$102,800	\$102,800
Local Taxes	\$1,066,737	\$1,095,889	\$1,125,916	\$1,156,843	\$1,188,699
Total Revenue	\$2,363,950	\$2,393,102	\$2,423,129	\$2,454,056	\$2,485,912
Expenditure Type	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20
Personnel Services	\$604,198	\$634,408	\$666,129	\$699,435	\$734,407
Materials and Services	\$379,040	\$390,411	\$402,124	\$414,187	\$426,613
Subtotal Operating Expenses	\$983,238	\$1,024,819	\$1,068,252	\$1,113,622	\$1,161,020
Capital	\$102,000	\$102,000	\$102,000	\$102,000	\$102,000
Debt Service	\$211,250	\$211,250	\$211,250	\$211,250	\$211,250
Interfund Transfers	\$152,985	\$152,985	\$152,985	\$152,985	\$152,985
Contingencies	\$192,000	\$192,000	\$192,000	\$192,000	\$192,000
Special Payments	\$238,985	\$238,985	\$238,985	\$238,985	\$238,985
Unappropriated Ending Balance	\$483,492	\$471,063	\$457,657	\$443,214	\$427,672
Subtotal Other Expenses	\$1,380,712	\$1,368,283	\$1,354,877	\$1,340,434	\$1,324,892
Total Expenses	\$2,363,950	\$2,393,102	\$2,423,129	\$2,454,056	\$2,485,912
Net Surplus/Deficit - Operating Budget	\$0	\$0	\$0	\$0	\$0

City of Cornelius

Figure 37: Revenue, Expenditure, and Net Revenue Forecast



Assumptions

- Revenues
 - 3% year-over-year increase in AV/local tax collection.
 - Loss of personnel grants in FY 2018-19 and FY 2019-20
- Expenses
 - 5% increase in personnel services.
 - 3% increase in materials and services.
 - Capital outlay with a fixed annual dollar amount of \$27,000.

Revenues

- Total fire revenue for FY 2015-16 totals \$1,042,696.
- From FY 2015-16 through 2019-20, total fire operations revenue decreases significantly due to a potential loss of a fire grant.
- 90 percent of the revenue total for FY 2019-20 is generated from local taxes.
- The tax rate for FY 2019-20 projected to be fixed at 3.98 while the assessed value totals \$700,257,227.
- Twenty five percent of personnel costs are currently received as part of a SAFER staffing grant that is scheduled to expire in fiscal FY 2018-19. If additional grants are not secured, staffing costs will need to be absorbed by the city or a corresponding reduction in staffing and service costs will need to be made.

Expenditures

- Total fire expenditures for FY 2015-16 is \$1,042,696.

- From FY 2015-16 through 2019-20, total fire expenses decrease to match the potential loss of the grant.
- 97 percent of the resource total for FY 2019-20 is allocated to personnel and materials services.
- Capital outlay represents the other three percent.
- The fire department is still paying off apparatus at an annual cost of \$27,000 per year.

Net Income/Deficit.

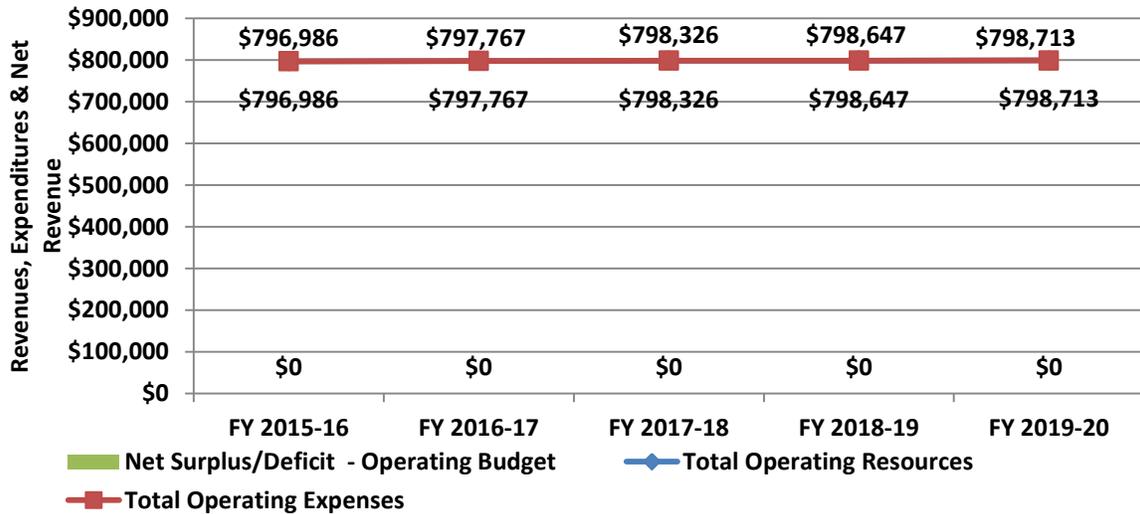
- The fire department could likely experience a budget deficit for all fiscal years, if they were to retain the grant paid personnel. However, the general fund will have to absorb the deficit. The deficit is likely a result from the loan for capital and the rising costs of personnel services.

Figure 38: Revenue, Expenditure, and Net Revenue Forecast

Revenue Type	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20
Grants	\$325,546	\$325,546	\$325,546	\$0	\$0
District Revenue	\$89,000	\$89,000	\$89,000	\$89,000	\$89,000
General Fund/Local Taxes	\$628,150	\$672,656	\$719,199	\$767,876	\$818,786
Total Revenue	\$1,042,696	\$1,087,202	\$1,133,745	\$856,876	\$907,786
Expenditure Type	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20
Personnel Services	\$701,765	\$736,854	\$773,696	\$486,835	\$527,454
Materials and Services	\$313,931	\$323,349	\$333,049	\$343,040	\$353,332
Subtotal Operating Expenses	\$1,015,696	\$1,060,202	\$1,106,745	\$829,876	\$880,786
Capital	\$27,000	\$27,000	\$27,000	\$27,000	\$27,000
Special Payments	\$0	\$0	\$0	\$0	\$0
Subtotal Other Operating Expenses	\$27,000	\$27,000	\$27,000	\$27,000	\$27,000
Total Expenses	\$1,042,696	\$1,087,202	\$1,133,745	\$856,876	\$907,786
Net Surplus/Deficit - Operating Budget	\$0	\$0	\$0	\$0	\$0

Cornelius Rural Fire Protection District

Figure 39: Revenue, Expenditure, and Net Revenue Forecast



Assumptions

- *Revenues*
 - 3% increase in AV/Tax.
 - All other revenues are fixed at the FY 2014-15 dollar amounts.
- *Expenses*
 - All expenses are fixed at the FY 2014-15 dollar amounts.

Revenues

- Total fire revenue for FY 2015-16 is \$796,986.
- From FY 2015-16 through 2019-20, total fire revenue increases minimally.
- 25 percent of the resource total for FY 2014-15 is allocated to local taxes, while all other revenue sources (fees, bonds, working capital, etc.) represent the other 75 percent.
- The tax rate for FY 2019-20 is fixed at 1.26, while the assessed value projections total \$176,610,050.

Expenditures

- Total fire expenses for FY 2015-16 are \$796,986.
- From FY 2015-16 through 2019-20, total fire operations expenses increase slightly due to the rising cost of material services.
- 25 percent of the resource total for FY 2019-20 is allocated to materials and services.
- All other expenditures (debts, transfer, contingencies, etc.) represent the other 75 percent.

Net Income/Deficit

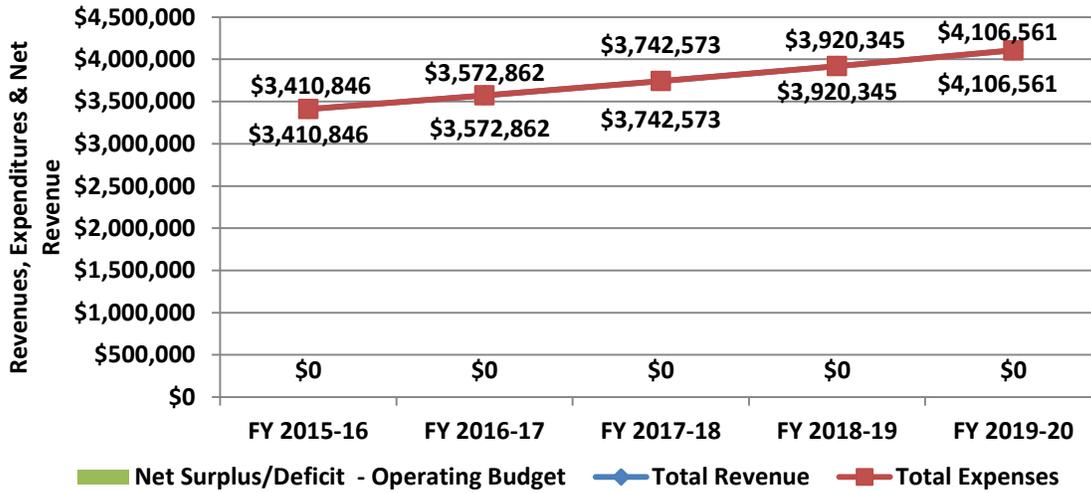
- Cornelius Rural could likely experience a breakeven cash flow for all projected fiscal years if they were to maintain the current level of expenditures and experience a modest AV/tax growth.

Figure 40: Revenue, Expenditure, and Net Revenue Forecast

Revenue Type	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20
Beginning Fund Balance	\$530,426	\$527,575	\$524,431	\$520,974	\$517,187
Interfund Transfers	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000
All Other Resources	\$35,000	\$35,000	\$35,000	\$35,000	\$35,000
Local Taxes	\$181,560	\$185,191	\$188,895	\$192,673	\$196,526
Total Revenue	\$796,986	\$797,767	\$798,326	\$798,647	\$798,713
Expenditure Type	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20
Materials and Services	\$179,220	\$184,597	\$190,134	\$195,839	\$201,714
Subtotal Operating Expenses	\$179,220	\$184,597	\$190,134	\$195,839	\$201,714
Capital	\$143,000	\$143,000	\$143,000	\$143,000	\$143,000
Interfund Transfers	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000
Contingencies	\$86,000	\$86,000	\$86,000	\$86,000	\$86,000
Unappropriated Ending Balance	\$338,766	\$334,170	\$329,191	\$323,808	\$317,999
Subtotal Other Operating Expenses	\$617,766	\$613,170	\$608,191	\$602,808	\$596,999
Total Expenses	\$796,986	\$797,767	\$798,326	\$798,647	\$798,713
Net Surplus/Deficit - Operating Budget	\$0	\$0	\$0	\$0	\$0

City of Forest Grove

Figure 41: Revenue, Expenditure, and Net Revenue Forecast



Assumptions

- *Revenues*
 - 3% average increase in AV/local Tax year over year.
 - All other revenue fixed at FY 2014-15 dollar amounts.
- *Expenses*
 - 5% increase in personnel costs year over year.
 - 5% increase in materials and services year over year.

Revenues

- Total fire revenue for FY 2015-16 totals 3,410,846.
- From FY 2015-16 through 2019-20, total fire revenue increased by 20 percent.
- 85 percent of the resource total for FY 2014-15 is allocated to local taxes, while all other revenue sources (fees, bonds, working capital, etc.) represent the other 15 percent.
- The tax rate for FY 2019-20 is set at 5.94, while the assessed value totals \$1,636,316,681.

Expenditures

- Total fire expenses for FY 2015-16 total \$3,410,846.
- From FY 2015-16 through 2019-20, total fire expenses increased by 20 percent.
- 100 percent of the resource total for FY 2019-20 is allocated to personnel and materials services.

Net Income/Deficit

- Because the City works off a balanced budget, the general fund could likely absorb a deficit for each projected fiscal year.
- The deficit is likely caused by increases in personnel services and overhead costs.
- The tax revenue generated is unlikely to keep up with the increases in overhead over the next five fiscal years.

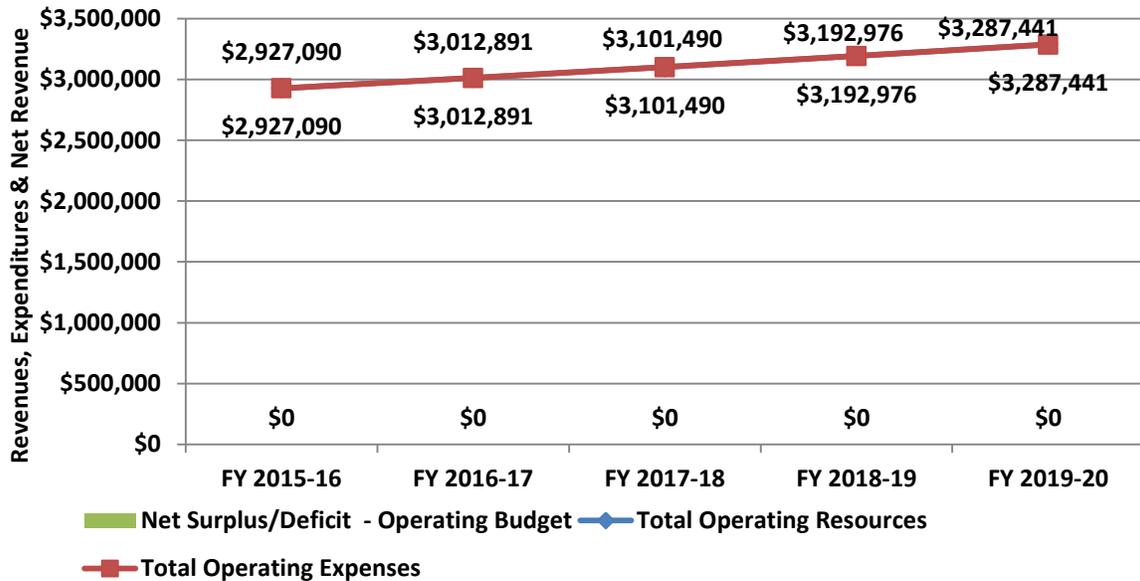
Figure 42: Revenue, Expenditure, and Net Revenue Forecast

Revenue Type	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20
Misc Revenue	\$0	\$0	\$0	\$0	\$0
Charge for Service (Copy Service)	\$130	\$130	\$130	\$130	\$130
License, Permits, Fees	\$0	\$0	\$0	\$0	\$0
Transfers/Reimbursements (Chief + Fire Department)	\$54,511	\$54,511	\$54,511	\$54,511	\$54,511
District Revenue	\$494,392	\$504,280	\$514,365	\$524,653	\$535,146
Cigarette	\$27,925	\$27,925	\$27,925	\$27,925	\$27,925
State Fire Conflagration Reimbursement	\$0	\$0	\$0	\$0	\$0
Homeland Security Grant	\$0	\$0	\$0	\$0	\$0
General Fund/Local Taxes	\$2,833,888	\$2,986,016	\$3,145,641	\$3,313,126	\$3,488,849
Subtotal Revenue	\$3,410,846	\$3,572,862	\$3,742,573	\$3,920,345	\$4,106,561
Rural Share (Equip Fund)	\$195,500	\$195,500	\$195,500	\$195,500	\$195,500
Grants (Equip Fund)	\$0	\$0	\$0	\$0	\$0
Sales of Materials/Interest (Equip Fund)	\$42,000	\$42,000	\$42,000	\$42,000	\$42,000
Transfer from CIP (Equip Fund)	\$167,000	\$167,000	\$167,000	\$167,000	\$167,000
Fund Balance (Equip Fund)	\$443,180	\$443,180	\$443,180	\$443,180	\$443,180
Homeland Security Grant (Safer Fund)	\$284,503	\$284,503	\$284,503	\$0	\$0
Subtotal Equip/Safer Operating Resources	\$1,132,183	\$1,132,183	\$1,132,183	\$847,680	\$847,680
Total Operating Resources + Equip/Safer	\$4,543,029	\$4,705,045	\$4,874,756	\$4,768,025	\$4,954,241
Total Revenue	\$3,410,846	\$3,572,862	\$3,742,573	\$3,920,345	\$4,106,561
Expenditure Type	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20
Personnel Services	\$2,796,894	\$2,929,747	\$3,068,910	\$3,214,683	\$3,367,380
Materials and Services	\$613,952	\$643,115	\$673,663	\$705,662	\$739,181
Capital (Homeland Security)	\$0	\$0	\$0	\$0	\$0
Subtotal Expenses	\$3,410,846	\$3,572,862	\$3,742,573	\$3,920,345	\$4,106,561
Capital (Equip Fund)	\$397,250	\$397,250	\$397,250	\$397,250	\$397,250
Contingency (Equip Fund)	\$70,275	\$70,275	\$70,275	\$70,275	\$70,275
Unappr Fund Balance (Equip Fund)	\$380,155	\$380,155	\$380,155	\$380,155	\$380,155
Personnel Services (Safer Fund)	\$280,503	\$280,503	\$280,503	\$0	\$0
Materials and Services (Safer Fund)	\$4,000	\$4,000	\$4,000	\$0	\$0
Subtotal Equip/Safer Operating Expenses	\$1,132,183	\$1,132,183	\$1,132,183	\$847,680	\$847,680

Expenditure Type	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20
<i>Total Operating Expenses + Equip/Safer</i>	<i>\$4,543,029</i>	<i>\$4,705,045</i>	<i>\$4,874,756</i>	<i>\$4,768,025</i>	<i>\$4,954,241</i>
<i>Total Expenses</i>	<i>\$3,410,846</i>	<i>\$3,572,862</i>	<i>\$3,742,573</i>	<i>\$3,920,345</i>	<i>\$4,106,561</i>
<i>Net Surplus/Deficit - Operating Budget + Equip/Safer Funds</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>
<i>Net Surplus/Deficit - Operating Budget</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>

Forest Grove Rural Fire Protection District

Figure 43: Revenue, Expenditure and Net Revenue Forecast



Assumptions

- *Revenues*
 - 2% average increases in AV/tax year over year.
 - Timber revenue fixed at \$100,000 year over year.
 - All other revenue fixed at FY 2014-15 dollar amounts.
- *Expenses*
 - 3% increase year-over-year for materials and services.
 - All other expenditures fixed at FY 2014-15 dollar amounts.

Revenues

- Total fire revenue for FY 2015-16 total \$2,927,090.
- From FY 2015-16 through FY 2019-20, total fire revenue modestly increases due to a strong cash position.
- 15 percent of the resource total for FY 2019-20 is allocated to local taxes, while all other revenue sources (fees, bonds, working capital, etc.) represent the other 85 percent.
- The tax rate for FY 2019-20 is 1.28, while the assessed value totals \$439,359,152.

Expenditures

- Total fire expenses for FY 2015-16 totals \$2,927,090.
- From FY 2015-16 through FY 2019-20, total fire expenses increase modestly.
- 19 percent of the resource total for FY 2019-20 is allocated to materials and services.
- All other expenditures (debts, transfer, contingencies, etc.) represent the other 81 percent.

Net Income/Deficit

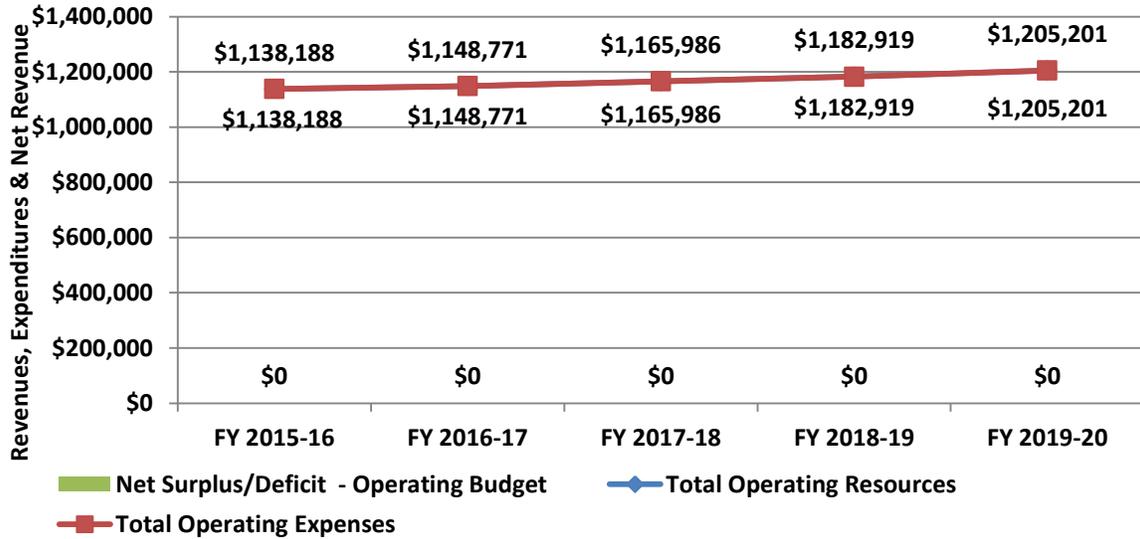
- Positive cash flow is likely to occur each fiscal year due to low overhead, zero debt, and a steady increase in tax revenue generated. A strong cash position helps the department maintain future service levels.

Figure 44: Revenue, Expenditure and Net Revenue Forecast

Revenue Type	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20
Beginning Fund Balance	\$2,188,890	\$2,265,307	\$2,344,334	\$2,426,057	\$2,510,563
Interfund Transfers	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000
All Other Resources	\$119,000	\$119,000	\$119,000	\$119,000	\$119,000
Local Taxes	\$469,200	\$478,584	\$488,156	\$497,919	\$507,877
Total Revenue	\$2,927,090	\$3,012,891	\$3,101,490	\$3,192,976	\$3,287,441
Expenditure Type	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20
Materials and Services	\$551,565	\$568,112	\$585,155	\$602,710	\$620,791
Subtotal Operating Expenses	\$551,565	\$568,112	\$585,155	\$602,710	\$620,791
Capital	\$305,000	\$305,000	\$305,000	\$305,000	\$305,000
Debt Service	\$0	\$0	\$0	\$0	\$0
Interfund Transfers	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000
Contingencies	\$125,000	\$125,000	\$125,000	\$125,000	\$125,000
Unappropriated Ending Balance	\$1,795,525	\$1,864,779	\$1,936,335	\$2,010,266	\$2,086,649
Subtotal Other Operating Expenses	\$2,375,525	\$2,444,779	\$2,516,335	\$2,590,266	\$2,666,649
Total Expenses	\$2,927,090	\$3,012,891	\$3,101,490	\$3,192,976	\$3,287,441
Net Surplus/Deficit - Operating Budget	\$0	\$0	\$0	\$0	\$0

Gaston Rural Fire Protection District

Figure 45: Revenue, Expenditure and Net Revenue Forecast



Assumptions

- *Revenues*
 - Net working capital decreases at an average of -8 percent year-over-year.
 - Fees, fines, etc increase from \$15,000 and level off at \$20,000 from FY 2017-18 through the forecast period.
 - Grants, allocations, etc remain fixed at \$10,000.
 - Interfund transfers remain fixed at \$133,730.
 - All other resources remain fixed at \$10,000.
- *Expenses*
 - Personnel, materials and services increase by 3% after year FY 2015-16.
 - Capital outlay fixed at \$10,000.
 - Interfund transfers fixed at \$130,730.
 - Contingencies fixed at \$15,000.

Revenues

- Total fire revenue for FY 2015-16 totals \$1,138,188.
- From FY 2015-16 through 2019-20, total fire operations revenue increased by six percent.
- 49 percent of the resource total for FY 2019-20 is allocated to local taxes, while all other revenue sources (fees, bonds, working capital, etc.) represent the other 51 percent.
- The tax rate for FY 2019-20 is fixed at 1.76, while the assessed value projection totals \$351,647,240.

Expenditures

- Total fire expenses for FY 2015-16 totals \$1,138,188.
- From FY 2015-16 through 2019-20, total fire Expenditures increase by approximately five and a half (5.5) percent.
- 42 percent of expenses are allocated to personnel and materials in FY 2019-20.
- All other expenditures (debts, transfer, contingencies, etc.) represent the other 58 percent during FY 2019-20.

Net Income/Deficit

- The agency continues a balanced budget without a deficit for the forecast period.

Figure 46: Revenue, Expenditure, and Net Revenue Forecast

Revenue Type	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20
Beginning Fund Balance	\$445,786	\$438,159	\$436,693	\$436,959	\$442,074
Fees, Permits, Licenses	\$15,000	\$17,500	\$20,000	\$20,000	\$20,000
Grants	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000
Revenue from Bond	\$-	\$-	\$-	\$-	\$-
Interfund Transfers	\$133,730	\$133,730	\$133,730	\$133,730	\$133,730
All Other Resources	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000
Local Taxes	\$523,672	\$539,382	\$555,563	\$572,230	\$589,397
Total Revenue	\$1,138,188	\$1,148,771	\$1,165,986	\$1,182,919	\$1,205,201
Expenditure Type	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20
Personnel Services	\$277,637	\$285,966	\$294,545	\$303,381	\$312,482
Materials and Services	\$175,000	\$180,000	\$185,000	\$190,000	\$195,000
Subtotal Operating Expenses	\$452,637	\$465,966	\$479,545	\$493,381	\$507,482
Capital Outlay	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000
Debt Service	\$88,663	\$87,383	\$90,753	\$88,734	\$91,373
Interfund Transfers	\$133,730	\$133,730	\$133,730	\$133,730	\$133,730
Contingencies	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000
Unappropriated Ending Balance	\$438,159	\$436,693	\$436,959	\$442,074	\$447,616
Subtotal Other Operating Expenses	\$685,552	\$682,806	\$686,442	\$689,538	\$697,719
Total Expenses	\$1,138,188	\$1,148,771	\$1,165,986	\$1,182,919	\$1,205,201
Net Surplus/Deficit - Operating Budget	\$0	\$0	\$0	\$0	\$0

Management Components

Fire districts and municipal fire departments have always faced challenges to organizational growth and management. The challenges have perhaps been the most significant during the “great recession” that the country is currently recovering from. In addition to the operational challenges of emergency response, the management of the business of a fire agency presents unique issues involving the administration of financial resources, the setting of goals and objectives, internal and external communications, information management, and security. This section examines the efforts made by the participating agencies in this area and preparation for the future health of the organizations.

Foundational Management Components

The development of baseline management components in an organization enables it to move forward in an organized and effective manner. In the absence of foundational management elements, the organization will tend to operate in a random and generally ineffective manner.

Similarly, an organization should establish appropriate documentation, policies, procedures, and identification of internal and external issues that affect the agency. Processes must also be established to address the flow of information and communication within the agency, as well as with its constituents.

The following table reviews the agencies’ foundational management components.

Figure 47: Foundational Management Components

Survey Components	Management Components-Observations					
	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Mission, Vision, Strategic Planning, Goals and Objectives						
Mission statement adopted	Yes	Yes	Yes	Yes	Yes	Yes
Displayed	Yes	Yes	Yes	Yes	No	Yes
Periodic review	Ongoing, Annually	Ongoing, Annually	Ongoing, Annually	Ongoing, Annually	Not regularly	Not routinely
Vision established and communicated	Yes	Yes	Yes	Yes	Yes	No
Values of staff established	Yes	Yes	Yes	Yes	No	No
Strategic or master plan	Strategic plan completed in 2011	No	No			
Adopted by elected officials	Yes	Yes	Yes	Yes	No	N/A
Published and available	On the website, posted in the station	Not current	N/A			
Periodic review	Ongoing	Ongoing	Ongoing	Ongoing	No	N/A
Agency goals and objectives established	Yes	Yes	Yes	Yes	No	Not formally. Addressed in annual budget process.
Date developed	2011	2011	2011	2011	N/A	As a part of the annual budget process.
Periodic review					N/A	Annual

Survey Components	Management Components-Observations					
	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Objectives linked to programs	Yes	Yes	Yes	Yes	N/A	Yes
Performance objectives established	Yes	Yes	Yes	Yes	N/A	Included in SOG's
Code of ethics established	Included in agency core values	Included in agency core values	Included in agency core values	Included in agency core values	Included in SOG's	In personnel policies

Figure 48: Survey Table: Foundational Documents and Processes

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Availability of SOG's, Rules and Regulations, Policies						
Copies of rules and provided	Provided electronically to all personnel	SOG's provided to all personnel and sign off is required	Provide to all personnel and sign off is required			
Last date reviewed	2013	2013	2013	2013	SOG's last year. Board policies every two years.	Annual
Copies of SOG's or guidelines available	Provided electronically to all personnel	Provide to all personnel and sign off is required	In radio room and provided to all personnel electronically			
Regular update	Ongoing	Ongoing	Ongoing	Ongoing	Annually	Annually
Process for development of new SOG's	No defined process	No defined process	No defined process	No defined process	Submitted to chief and reviewed by staff	Submitted to chief and processed via officers' group
SOG's used in training evolutions	Yes	Yes	Yes	Yes	Yes	Yes
Policy manual available	Yes, in the form of SOG's	Administrative Policy Manual applies primarily to paid staff	Available to all personnel			
Reviewed for consistency	Yes	Yes	Yes	Yes	As needed	Yes
Reviewed for legal mandates	Yes, when needed	Yes, when needed	Yes, when needed	Yes, when needed	As needed	Yes
Training on policies provided	Ongoing	Ongoing	Ongoing	Ongoing	Upon hire only	Yes

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Critical Issues						
Critical issues identified						
First critical issue	Staffing, not enough staffing to meet mission	Staffing and inadequate numbers of volunteers	Staffing – lack of adequate numbers of volunteers			
Second critical issue	Response times in currently developing areas in the response area	Response times in currently developing areas in the response area	Response times in currently developing areas in the response area	Response times in currently developing areas in the response area	Limited financial resources to meet service needs. No ability to increase funding beyond 3 percent.	Facility improvements. Addition of crew quarters.
Third critical issue	Need to continually improve training		Finance. Currently sustainable but only at current service levels. Need financial room to meet future needs.			
Fourth critical issue	Retirement Plan if District is formed	Retirement Plan if District is formed	No Retirement Plan if District is formed	No Retirement Plan If District is formed		Regionalization generally
Internal evaluation of critical issues process defined	Internal meeting as needed		Ongoing			
Challenges of the Future						
Challenges are identified						

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
First challenge	Educating elected officials to evaluate changes in governance models	Educating elected officials to evaluate changes in governance models	Educating elected officials to evaluate changes in governance models	Educating elected officials to evaluate changes in governance models	Will need to reorganize the district due to dwindling resources which could force closure of substations	Compression may become a problem in the future
Second challenge	Ongoing need to educate the elected officials on evolving department needs	Ongoing need to educate the elected officials on evolving department needs	Ongoing need to educate the elected officials on evolving department needs	Ongoing need to educate the elected officials on evolving department needs		
Third challenge	Disparities between the resources and investments each community makes for fire protection	Disparities between the resources and investments each community makes for fire protection	Disparities between the resources and investments each community makes for fire protection	Disparities between the resources and investments each community makes for fire protection		
Internal and External Communications						
Internal communications						
Regularly scheduled staff meetings (fire department)	Division chiefs weekly, captains quarterly	Division chiefs weekly, captains quarterly	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	Officers meeting monthly.	Monthly staff meeting with volunteers and career staff
Written staff meeting minutes	Included in Bi-weekly fire chief report	No	Yes			

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Memos	Electronic	Electronic	Electronic	Electronic	Primarily communicate at briefing at Monday evening drill	Via email and mailboxes
Member newsletter	Bi-weekly fire chief report	No	No			
Member forums	Quarterly process for feedback to the chief	No	Monthly meeting			
Open door policy	Only following chain of command	Yes	Yes			
Bulletin board	Yes	Yes	Yes	Yes	Yes	Multiple
Vertical communication path clearly identified	Yes	Yes	Yes	Yes	Via organizational chart	Via organizational chart
E-mail	Yes	Yes	Yes	Yes	Yes	Yes
Employee mail boxes	Yes	Yes	Yes	Yes	All electronic	Yes
Voice mail	No	No	No	No	Yes	Yes
Issues taskforce	Multiple "teams" assigned in specific issue areas	No	Processed via chain of command			
External communications						

Community newsletter	Bi-weekly fire chief report distributed widely	Bi-weekly fire chief report distributed widely	Bi-weekly fire chief report distributed widely	Bi-weekly fire chief report distributed widely	Annually	Periodically
Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Website	Extensive website and social media outreach	Extensive website and social media outreach	Extensive website and social media outreach	Extensive website and social media outreach	Yes	Yes
Advisory committee(s)	Public safety advisory committee (citizens)	None	None	None	None	None
Complaint process	No	No	No	No	None	Not formally defined, but accessible via web page or by office contact
Social media (Facebook/twitter)	Yes	Yes	Yes	Yes	No	Facebook used actively
Community survey	Citizens survey done by the city, 10% of calls randomly chosen for survey card	Every call gets survey card	N/A	N/A	None	Completed about 5 years ago
Focus Groups	N/A	N/A	N/A	N/A	When issues arise	None

Discussion

Each of the participating agencies have the necessary foundational documents, Forest Grove, Cornelius and the Forest Grove and Cornelius Rural Fire Districts have integrated and standardized their foundational documents as part of their cooperative service model. With the addition of Gaston and or Banks to a regional service delivery model, not all foundational documents and elements will be integrated and cohesive. Development of a joint strategic plan with all the participating agencies would strengthen each agency's foundational structure and create cohesiveness between the agencies. Goals and objectives would flow from a strategic plan, which could include partnership and/or integration between the agencies.

Critical issues and corresponding operational plans to address the issues facing the agencies are not formally developed for all the participating agencies. Incorporating these into a strategic planning process can focus the agencies toward addressing the critical issues in a coordinated and efficient manner.

The six organizations have a written mission for their organizations, they do not all have a vision statement or core organizational values in writing and some of the six agencies have goals and objectives spelled out. These are all cornerstones to an effective strategic plan. Ultimately, the agencies could establish a specific strategic plan for working toward combining the agencies into a single, cohesive agency.

The agencies each have a current code of conduct and a contemporary set of rules and regulations, policies and procedures, and standard operating guidelines. Many of these important documents appear to have been recently enacted. The Forest Grove and Cornelius City Fire Departments and the Forest Grove and Cornelius Rural Fire Protection Districts have a standardized policy review and updating practice. However there are varying degrees of policy review and development procedures between the Forest Grove allied agencies and the Gaston and Banks Fire Protection Districts with no standardized policy development, review and update methodology that is utilized by all six agencies. Developing a standardized methodology for the development, adoption, and updating of policies would benefit all the participating agencies and assist with consistent policies that contribute to enhanced field coordination and fire ground operations.

The critical issues the agencies have in common are staffing needs and funding. These two critical needs compel the agencies to work with each other for support to achieve what would be difficult as independently operating, isolated agencies. Regardless of the outcome of this study, the agencies must continue to work collaboratively and expand their collaboration for the services they provide to their constituents.

Quality communications is an always sought after but seldom fully achieved goal for most organizations. Organizations with wise leadership are never satisfied with the level of communication their organization achieves, recognizing the importance of thorough communication up and down the organization internally and outward by the organization to its customers or constituents. To their credit,

each agency has developed various communication processes internally and to some degree externally with their constituents. External communication processes with the communities served could be improved for all six agencies.

Each fire chief described a management philosophy which, at its core, is empowerment based. The chiefs are described as being approachable by their membership and comfortable with the distinction between an open door policy and breaches in the chain of command. This lends itself well to integration between the agencies, likely avoiding any philosophical clashes of style or approach.

Security of buildings, records, and assets is fundamentally sound, but room for improvement exists. Records archival and computer systems are areas where progress could be gained, and receiving training on local government/fire based records management, standardization and training would be beneficial.

The management of each participating agency is competently administered, although those not contracting for fire chief services have a different approach to managing their organizations. All six agencies communicate well with their personnel, although it is difficult to over-communicate. A more regular, intentional staff meeting schedule would enhance communication of the leader's intent throughout the organization.

The fire chiefs of all six agencies are accessible by the personnel they lead. All six agencies could benefit from a written complaint process for citizens to follow. While access to the elected officials by the public is legally provided for in statute, a written process to guide employees and the public when a complaint is brought forward would eliminate any confusion and create an atmosphere of openness and responsiveness to the needs of the community and fire department staff.

Record Keeping and Documentation

It is also essential that organizations maintain appropriate records and documentation of their practices, as summarized in the following survey component.

Figure 49: Survey Table - Record Keeping and Documentation

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Document Control						
Process for public access established	City policy	City policy	City policy	City policy	Yes	Yes
Hard copy files protected	No hard copies	No hard copies	No hard copies	No hard copies	File cabinets locked	In locked file cabinets
Computer files backed up	Cloud based	Cloud based	Cloud based	Cloud based	Backed up off site	On site only
Security						
Building security	Combination locks, no intuition alarms	Combination locks, intuition alarms, video camera surveillance	Combination locks, no intuition alarms	Combination locks, no intuition alarms	Video surveillance and combination locks	Alarm system, combination locks
Office security	No	No	No	No	Locked	Alarm system and limited fob access
Computer security	Yes	Yes	Yes	Yes	Password protection is in place	Password protected
Capital inventory maintained	Yes	Yes	Yes	Yes	No	Yes
Asset security system used	Yes	Yes	Yes	Yes	No	Tag system used
Inventory interval	Annually	Annually	Annually	Annually	N/A	Annual
Monetary controls						
Cash access controls	Yes, kept in city hall	Yes, kept in city hall	N/A	N/A	Less than \$100 kept on hand. Sign out system is in place.	Small amount kept in office

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Credit card controls	Limited number of cards and expenditure limits	Limited number of cards and expenditure limits	None	None	Cross-checked monthly. No written policy.	Limited number of cards and expenditure limits
Purchasing controls	Purchase order system in place, limits established	Purchase order system in place, limits established	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	No purchase order system is in place. Receipts reconciled.	Purchase order system in place. Limits established.
Reporting and Records						
Periodic report to elected officials						
Financial report	Finance director provides reports to the city	Finance director provides reports to the city	Fire department admin assistant provides monthly reports to the board	Reports generated internally by appointed board treasure	Monthly report of expenditures to the Board of Directors	Written financial report to board monthly
Management report	Bi-weekly chiefs report distributed widely	Bi-weekly chiefs report distributed widely	Bi-weekly chiefs report distributed widely	Bi-weekly chiefs report distributed widely	Monthly to the Board	Fire chief report provided to the board monthly
Operational report	Bi-weekly chiefs report distributed widely	Bi-weekly chiefs report distributed widely	Bi-weekly chiefs report distributed widely	Bi-weekly chiefs report distributed widely	Monthly to the Board	Included in fire chiefs report
Annual report produced	Distributed widely	Distributed widely	Distributed widely	Distributed widely	No	No
Incident reports	In emergency reporting software "ERS"	In emergency reporting software "ERS"	In emergency reporting software "ERS"	In emergency reporting software "ERS"	Yes	Recorded in state Fire Bridge system
Patient care reports	In ERS	In ERS	In ERS	In ERS	Recorded in state Fire Bridge system	Recorded in state Fire Bridge system
Exposure records	In individual medical files at City Hall	In individual medical files at City Hall	N/A	N/A	In personnel files	Process in place
SCBA testing	Annually	Annually	Annually	Annually	Annually	Annually

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Hose	Annually	Annually	Annually	Annually	Annually	Annually
Ladder	Annually	Annually	Annually	Annually	Annually	Annually
Pump	Annually	Annually	Annually	Annually	Annually	Annually
Breathing air	Quarterly	Quarterly	N/A	N/A	Quarterly	Quarterly
Information Technology						
Computer platform	Windows	Windows			Windows-based	Windows-based
Maintenance/IT Support	Internal IT department	Contracted out	N/A	N/A	Third party contract	Volunteers do most IT work

Discussion

All agencies are providing critical equipment testing in accordance with best practices and mandates. In some cases, established industry standards and requirements are being exceeded. Future consideration should be given to the standardized and integrated mandated equipment testing for improved quality and economies of scale.

The Banks and Gaston fire protection districts and the Cornelius Fire Department do not have a capital facilities or equipment inventory and replacement plan in place, or funding dedicated for replacement. All six-study agencies should develop and utilize a standardized capitol replacement standard, schedule and funding methodology to ensure consistency of replacement and reliability of apparatus and capital equipment.

Financial records, management records, and operational records and reports are adequately maintained by all six agencies. A standardized and possibly combined annual report of these activities, with analysis, would bolster communication and information about their respective organizations to the employees, volunteers, elected officials, and citizens served.

The six-study agencies' computer systems are on a Windows PC based platform. A uniformed software platform and integrated computer backbone with regional IT support would result in better data collection, benchmarking and enhanced technology capabilities.

Staffing and Personnel Management

An analysis of staffing is a review of personnel levels and distribution of those levels among primary, support, and administrative functions. Such an analysis also includes a review of staff allocation, scheduling, standards of cover, and career and volunteer firefighter/EMS distribution. By the term personnel management, we mean those systems by which the human resource functions is implemented and managed throughout an organization. A review of personnel management will consider polices and handbooks, job descriptions, reports, and record-keeping, compensation systems, disciplinary processes, counseling services, new hire recruitment and processing, testing and promotion processes, and member retention efforts and programs (this last being most applicable to volunteer programs). This section will discuss the "human resources" side of the agencies.

Administrative and Support Staffing

One of the primary responsibilities of a fire organization's administration and support staff is to ensure that the operational entities of the organization have the ability and means to accomplish their responsibilities on an emergency incident. Efficient and effective administration and support are critical to the success of a fire agency.

In addition, many public safety members of the administrative team have emergency scene command and control responsibilities. One of the key factors to an organization's overall strength and success is to identify and place administrative and operationally competent and experienced personnel into these positions. It is not enough to be operationally sound or administratively gifted, public safety fire

administration services must be both. It is imperative appropriate training, education and hands on experience is provided to public safety members of the fire administration and overhead team.

Like any other part of a fire department, administration and support require appropriate resources to function properly. Analyzing the administrative and support positions of a fire department facilitates an understanding of the relative number of resources committed to this important function. The appropriate balance of the administration and support components to the operational component is critical to the success of the department's mission and responsibilities.

In the next figure, ESCI reviews the participating agencies' administrative and support staffing configurations.

Figure 50: Survey Table – Administrative and Support Staffing
Staffing Analysis

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Administration and Other Support Staff						
Fire Chief	1	Provided by City of Forest Grove via IGA	Provided by City of Forest Grove via IGA	Provided by City of Forest Grove via IGA	1	1 (part time)
Division Chief/ Fire Marshal	1	N/A	Provided by City of Forest Grove via IGA	N/A		
Division Chief/Training and Ops	1	N/A	Provided by City of Forest Grove via IGA	N/A	1 (Captain)	
Battalion Chief		2 volunteer	Same as City of Forest Grove	Same as City of Cornelius		
Shift Captain	3	3	Same as City of Forest Grove	Same as City of Cornelius		
Career Lieutenant	3	1	Same as City of Forest Grove	Same as City of Cornelius		
Volunteer Lieutenant	4	5	Same as City of Forest Grove	Same as City of Cornelius		
Lieutenant/Training Officer			Same as City of Forest Grove	Same as City of Cornelius		1
HR Director	City assigned HR and IT staff		Same as City of Forest Grove	Same as City of Cornelius		
IS/IT			Same as City of Forest Grove	Same as City of Cornelius		
Admin. Captain	1 Captain Volunteer Recruitment/Retention		Same as City of Forest Grove	Same as City of Cornelius		
Finance	Provided by City		Same as City of Forest Grove	Same as City of Cornelius		
Training	Division Chief Referenced above		Same as City of Forest Grove	Same as City of Cornelius		
EMS Coordinator	1 Lieutenant (On Shift)		Same as City of Forest Grove	Same as City of Cornelius		
Fire Prevention	1 (Captain)	.4 FTE Fire Prevention	Same as City of	Same as City of		

Survey Components	Staffing Analysis					Gaston FD
	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	
		Technician	Forest Grove	Cornelius		
Administrative Assistant	1		Same as City of Forest Grove	Same as City of Cornelius	1	1 Part time
Support Specialist		.5 FTE	Same as City of Forest Grove	Same as City of Cornelius	2 (1 FTE total)	
Mechanic			Same as City of Forest Grove	Same as City of Cornelius		
(Add positions as needed)			Same as City of Forest Grove	Same as City of Cornelius		
Firefighters	9		Same as City of Forest Grove	Same as City of Cornelius		1
Logistics Tech	Part time		Same as City of Forest Grove	Same as City of Cornelius		
Volunteer Firefighters	37	37	Same as City of Forest Grove	Same as City of Cornelius		
Interns	9	9	Same as City of Forest Grove	Same as City of Cornelius		
Support Volunteers	18	6	Same as City of Forest Grove	Same as City of Cornelius		
Fire Maintenance Tech			Same as City of Forest Grove	Same as City of Cornelius		
Total Administrative & Support Staff	6 18 non-combat volunteers	6 Volunteers .9 FTE	Same as City of Forest Grove	Same as City of Cornelius	4	4
Percent Administrative & Support to Total	8	.17 (Not including FG support staff provided via IGA)	Same as City of Forest Grove	Same as City of Cornelius		11

Discussion

The administrative structure of each of the six agencies differs significantly. The cities of Forest Grove and Cornelius have career administrators and career/intern staff augmented by volunteers. Career personnel are available for callback after hours. The Banks and Gaston fire district also have career administrative staff (working days), augmented by volunteers during the day with minimal career personnel available for response at night that are augmented with volunteers making up the majority of responders at night.

Administrative support for the City of Forest Grove Fire and Rescue is at 10 percent of the total operational personnel. The City of Cornelius and the Banks and Gaston fire districts all have slightly higher percentages ranging from 13 to 14 percent administrative personnel (volunteer and career) of the total operational staffing. Forest Grove Fire Rescue also utilizes an effective program of 18 support volunteers who assist with non-combat functions such as logistics, communication, and support. This is an efficient and beneficial model to address non-combat functions and should be continued and expanded where appropriate with additional regional partners. With a more integrated regionalization of services in the study area total administrative support will be at approximately 11 percent of the total staffing. It is ESCI's experience that typically effective administrative staffing for a combination career/volunteer fire department ranges from 10 to 15 percent of the agencies total operational personnel.

All participating agencies provide training and certification to personnel who respond to emergencies and provide field operation oversight, command, and control functions. Training and certification requirements for incident commanders and overhead responders vary between the participating agencies. All agencies should implement consistent and standardized experience, training, certification, and task book qualifications to ensure operational and demonstrated competency to meet the local risk, administrative, and support needs of the agencies in their respective service area.

Emergency Response Staffing

It takes an adequate and properly trained staff of emergency responders to put the appropriate emergency apparatus and equipment to its best use in mitigating incidents. Insufficient staffing at an operational scene decreases the effectiveness of the response and increases the risk of injury to all individuals involved.

Tasks that must be performed at a fire can be broken down into two key components – life safety and fire flow. Life safety tasks are based on the number of building occupants, their location, status, and ability to take self-preservation action. Life safety related tasks involve search, rescue, and evacuation of victims. The fire flow component involves delivering sufficient water to extinguish the fire and create an environment within the building that allows entry by firefighters.

The number and types of tasks needing simultaneous action will dictate the minimum number of firefighters required to combat different types of fires. In the absence of adequate personnel to perform concurrent action, the command officer must prioritize the tasks and complete some in chronological order, rather than concurrently. These tasks include:

- Command
- Scene safety
- Search and rescue
- Fire attack
- Water supply
- Pump operation
- Ventilation
- Back-up/rapid intervention

The first 15 minutes is the most crucial period in the suppression of a fire. How effectively and efficiently firefighters perform during this period has a significant impact on the overall outcome of the event. This general concept is applicable to fire, rescue, and medical situations. Critical tasks must be conducted in a timely manner in order to control a fire or to treat a patient. All participating agencies are responsible for assuring that responding companies are capable of performing all of the described tasks in a prompt, efficient, and safe manner. The following table lists the participating agencies emergency response staffing configuration.

Figure 51: Survey Table - Emergency Response Staffing

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Emergency Service Staff						
Shift Battalion Chief			Same as City of Forest Grove	Same as City of Cornelius		1 AC
Shift Captain	3	3	Same as City of Forest Grove	Same as City of Cornelius	1	
Shift Lieutenants	3	1	Same as City of Forest Grove	Same as City of Cornelius	4	4 (Volunteers)
Shift Firefighters	9		Same as City of Forest Grove	Same as City of Cornelius	2 (Engineer Medics)	
Volunteer Firefighter	37	37	Same as City of Forest Grove	Same as City of Cornelius	??	18
Firefighter Interns	9	9	Same as City of Forest Grove	Same as City of Cornelius		
Total Operational Staff	61	50	Same as City of Forest Grove	Same as City of Cornelius		23
Fire Department Total	67	57	Same as City of Forest Grove	Same as City of Cornelius		26

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Percent of Operational Officers to Firefighters	11	8	Same as City of Forest Grove	Same as City of Cornelius		22
Use of Career and Volunteer Personnel						
Career scheduling methodology						
Length of normal duty period	24/48 work schedule	Same as City of Forest Grove	Same as City of Forest Grove	Same as City of Cornelius		48 hour work week
FLSA period	27 day period	Same as City of Forest Grove	Same as City of Forest Grove	Same as City of Cornelius		N/A
Residency Requirements	Chief officers only	Same as City of Forest Grove	Same as City of Forest Grove	Same as City of Cornelius		No
Operational Career Services						
Fire Suppression	Yes	Same as City of Forest Grove	Same as City of Forest Grove	Same as City of Cornelius		Yes
EMS/Rescue, First Response	Yes	Same as City of Forest Grove	Same as City of Forest Grove	Same as City of Cornelius		Yes
EMS, Advanced Life Support	Yes	Same as City of Forest Grove	Same as City of Forest Grove	Same as City of Cornelius		Yes

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Specialized Rescue	Confined space, rope, water/boat and structural collapse	Same as City of Forest Grove				Water and rope rescue
Fire Prevention inspections	Yes	Same as City of Forest Grove	Same as City of Forest Grove	Same as City of Cornelius		Yes, but limited
Emergency Management	Yes	Same as City of Forest Grove	Same as City of Forest Grove	Same as City of Cornelius		No
Public Education	Yes	Same as City of Forest Grove	Same as City of Forest Grove	Same as City of Cornelius		On request and school programs
Hazardous Materials Response (level)	Operations level	Same as City of Forest Grove	Same as City of Forest Grove	Same as City of Cornelius		Operations level
Volunteer Services						
Chaplain	2	Same as City of Forest Grove	Same as City of Forest Grove	Same as City of Cornelius	2	1
Civilian Administrative Volunteer	18	Same as City of Forest Grove	Same as City of Forest Grove	Same as City of Cornelius	18	None
Responsibilities and Activity Levels of Personnel						
Assignment of routine duties:						

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
By position	Yes	Same as City of Forest Grove	Same as City of Forest Grove	Same as City of Cornelius		Yes
By areas of personal interest	Yes	Same as City of Forest Grove	Same as City of Forest Grove	Same as City of Cornelius	Primarily	Yes
Special duties assigned by:						By skill level
Duty assignment						
Work Groups/Committees						
EMS Quality Management	Internal and external quality improvement process	Same as City of Forest Grove	Same as City of Forest Grove	Same as City of Cornelius	Case reviews quarterly	Participate in county wide system
Training	Training Team	Same as City of Forest Grove	Same as City of Forest Grove	Same as City of Cornelius	None	The officers serve as the training committee
Safety	Yes	Same as City of Forest Grove	Same as City of Forest Grove	Same as City of Cornelius	Safety committee is in place	Safety committee consisting of combination of administrative and line personnel
Building Development	No	Same as City of Forest Grove	Same as City of Forest Grove	Same as City of Cornelius	No	Fire chief

Discussion

Considerable ongoing local, regional, and national discussion and debate draws a strong focus and attention to the matter of firefighter staffing. Frequently, this discussion is set in the context of firefighter safety. While there are published national standards regarding firefighter staffing, they generally speak in terms of the number of firefighters assigned to a particular response apparatus, often characterized as a “minimum of personnel per Engine Company.” ESCI notes that the more critical issue is the number of firefighters that are assembled at the scene of an incident in conjunction with the scope and magnitude of the job tasks expected of them, regardless of the type or number of vehicles upon which they arrive.

It is important to understand that the assembly of firefighters on an incident, also called an “Effective Firefighting Force” or “Effective Response Force,” is a determination that is made at the community level based on risk, capability, and citizen expectations. There is not a mandated requirement, though there are standards that are discussed in detail in this report. In the Service Delivery section, resource concentration is evaluated in detail, finding that the participating agencies individually may have difficulty at times assembling an effective firefighting force. ESCI notes that with the current regional service delivery model and the potential for expansion of the service delivery system, the participating agencies are capable of establishing an effective response in a timely manner in many areas of the response area, but also challenged to do so in other areas based on access, travel time and volunteer availability to respond from the closest fire stations. The participating agencies are encouraged to work on joint recruitment retention and response standardization for volunteer personnel to maximize response capacities at all times throughout the study service area.

Personnel Management

By the term personnel management, we mean those systems by which the human resource functions is implemented and managed throughout an organization. A review of personnel management will consider policies and handbooks, job descriptions, reports, and record-keeping, compensation systems, disciplinary processes, counseling services, new hire recruitment and processing, testing, and promotion processes, and member retention efforts and programs (this last being most applicable to volunteer programs). This section will discuss the “human resources” side of the agencies.

Figure 52: Survey Table – Personnel Management, Personnel Systems and Processes

Survey Components	Personnel Management					
	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Disciplinary Process						
Disciplinary policy established	Yes, a part of employee handbook, and part of the collective bargaining agreement.	Yes, a part of employee handbook, and part of the collective bargaining agreement	N/A	N/A	Defined in SOG's	Defined in personnel polices
Disciplinary process communicated	Yes, communicated. Not civil service	Yes, communicated. Not civil service	N/A	N/A	SOG manual provided with required sign off	Personnel policy manual provided with required sign off
Appeal process provided	Yes, grievance	Yes, grievance	N/A	N/A	Defined in SOG's	Defined in personnel polices
Pending litigation	None	None	N/A	N/A	None	None
Counseling Services						
Critical incident stress debriefing	Yes, CISD program, chaplains	Yes, CISD program, chaplains	N/A	N/A	None	Yes
Employee assistance program	Yes	Yes	N/A	N/A	None	None
Intervention program	Yes, will refer appropriate resource	Yes, will refer appropriate resource	N/A	N/A	None	Not formally
Application Process						
Recruitment program	Yes, HR is responsible. Volunteer coordinator identified.	Has own HR and SAFER funded Volunteer Coordinator	N/A	N/A	Website advertisement	Generally through high school. Web site posting.
Application process	Yes, online.	Yes, online.	N/A	N/A		
Qualification check	Yes, career and volunteer.	Yes, career and volunteer.	N/A	N/A	Yes	Yes

Survey Components	Personnel Management					
	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Reference check	Yes – Career	Yes – Career	N/A	N/A	No	Career only
Background check	Criminal background check on career and volunteer. DMV records monitored	Criminal background check on career and volunteer. DMV records monitored	N/A	N/A	Yes	Yes
Physical standards established	Annual physical 1582, in collective bargaining agreement. Physical standards for both career and volunteer PAT physical test. Climb ladder, 10 min. circuit.	Annual physical 1582, in collective bargaining agreement. Physical standards for both career and volunteer PAT physical test. Climb ladder, 10 min. circuit.	N/A	N/A	Physical aptitude test completed	Yes
Knowledge testing	Written test for career not for volunteer.	Written test for career not for volunteer	No written test for career or volunteer.	No written test for career or volunteer.	Career staff only	For career only
Interview	Yes, career and volunteer.	Yes, career and volunteer.	Yes, career and volunteer.	Yes, career and volunteer.	No	Interview panel
Medical exam required	Yes, for career and volunteer.	Yes, for career and volunteer.	N/A	N/A	NFPA 1582 compliant medical examination completed	NFPA 1582 compliant physical based on age
Psychological exam required	No	No	No	No	No	No
Testing, Measuring and Promotion Process						
Periodic physical competence testing	Annual testing	Annual testing	Annual testing	Annual testing	Annual physical competency test completed	Annually for all firefighters
Periodic performance review	Annual testing – 6 months, If on probation	Annual testing – 6 months, If on probation	Annual testing – 6 months, If on probation	Annual testing – 6 months, If on probation	Annual task performance process as a company	Annual for career staff only

Survey Components	Personnel Management					
	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Promotional testing	Yes, for career and volunteer. MQs. Acting program in place.	Yes, for career and volunteer. MQs. Acting program in place.	N/A	N/A	Testing and interview process	Testing process used when needed
Health and Safety						
Medical standards established	NFPA 1582 standard examination	NFPA 1582 standard examination	NFPA 1582 standard examination	NFPA 1582 standard examination		Yes
Periodic medical exam	NFPA 1582 standard examination	NFPA 1582 standard examination	NFPA 1582 standard examination	NFPA 1582 standard examination		NFPA 1582 standard examination
Safety committee established	Yes	Yes	Yes	Yes	Yes	Yes
Membership	Every collective bargaining unit, Ad hoc member – HR, meet monthly and talk about issues, identify problems, evacuation drills, and annual safety inspection. Inspection/investigation when someone brings up an issue, or if there is an incident.	Every bargaining unit, ad hoc member – HR, meet monthly and talk about issues, identify problems, evacuation drills, and annual safety inspection. Inspection/investigation when someone brings up an issue, or if there is an incident.	N/A	N/A	Representative from career staff, interns, volunteers and administration	Combination of administrative and line personnel
Meetings	Monthly	Monthly	Monthly	Monthly	Monthly	Monthly
Meeting minutes	Yes – from HR	Yes – from HR	Yes – from HR	Yes – from HR	Yes	Yes

Personnel Policies, Systems, and Processes						
Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Policies, Rules & Regulations, SOP s						
Human resource manager	Fire Chief, supported by city HR	Fire Chief, supported by city HR	N/A	N/A	Fire Chief	Administrative Assistant
Personnel policy manual maintained	Yes, at the city level. Fire included in city manual.	Yes, at the city level. Fire included in city manual.	N/A	N/A	For career and administrative staff only	Yes
Manual provided at initial hiring	Yes, get a copy, and orientation	Yes, get a copy, and orientation	N/A	N/A	Yes	Yes
Training provided	Yes	Yes	Yes	Yes	Yes	Yes
Periodic review & update	Review every 3-4 years or as needed/changes	Review every 3-4 years or as needed/changes	N/A	N/A	Bi-annually or as needed	Updated on an as needed basis
Employee/Volunteer retention program established	Yes	Yes	N/A	N/A	No formal program	No formal program
Compensation, Point System, and Benefits						
Uniformed employee compensation, FT annual	Yes, six steps	Yes, six steps	N/A	N/A	Yes	Yes
Fire chief	Pay and benefits determined by city	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	Same by virtue of intergovernmental agreement	Contract and pay determined by board	Contract and pay determined by board
Division Chief	Un-represented/Exempt	N/A	N/A	N/A	N/A	N/A
Deputy/asst. chief, Support	N/A	N/A	N/A	N/A	N/A	N/A
Fire marshal	Division chief	Division chief	N/A	N/A	N/A	N/A
Training captain, nonexempt	N/A	N/A	N/A	N/A	N/A	N/A

Personnel Policies, Systems, and Processes						
Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Field training officer,	Yes	Yes	N/A	N/A	N/A	N/A
EMS coordinator, nonexempt	Yes, lieutenant	Yes, lieutenant	N/A	N/A	N/A	N/A
Captain	Collective bargaining	Collective bargaining	N/A	N/A	Benefits manual	Benefits manual
Fire lieutenant/Fire investigator	Collective bargaining	Collective bargaining	N/A	N/A	N/A	N/A
Lieutenant	Collective bargaining	Collective bargaining	N/A	N/A	N/A	N/A
Firefighter II	Collective bargaining	Collective bargaining	N/A	N/A	N/A	N/A
Additional compensation			N/A	N/A	N/A	N/A
Clothing allowance	Yes	Yes	N/A	N/A	N/A	N/A
Longevity pay	N/A	N/A	N/A	N/A	N/A	N/A
Other specialty pay	Yes	Yes	N/A	N/A	N/A	N/A
Non-uniformed employee compensation	Yes	Yes	Yes	Yes	N/A	N/A
Administrative assistant	Represented by a different union	Represented by a different union	N/A	N/A	N/A	N/A
Career employee benefits						
Social security	Yes	Yes	N/A	N/A		Yes
Worker's compensation	Yes	Yes	N/A	N/A	Yes	Yes
Pension	Yes	Yes	N/A	N/A	Yes	Yes
Deferred compensation	Provide two voluntary options no match/funding	Provide two voluntary options no match/funding	N/A	N/A		
Medical insurance	Yes	Yes	N/A	N/A	Yes	Yes

Personnel Policies, Systems, and Processes						
Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Dental insurance	Yes	Yes	N/A	N/A	Yes	Yes
Short and long term disability insurance	Long-term is paid by city, short-term through Aflac through city	Long-term is paid by city, short-term through Aflac through city	N/A	N/A	Yes	Yes
Life insurance	Through the city	Through the city	N/A	N/A	Yes	Yes
Vision insurance	Yes	Yes	N/A	N/A	Yes	Yes
Survivor income benefit	Yes	Yes	N/A	N/A	Yes	Yes
Additional life insurance	Purchase, if desired	Purchase, if desired	N/A	N/A	Yes	Yes
Volunteer compensation	\$10/call, \$9/training event on Mondays	\$10/call, \$9/training event on Mondays	N/A	N/A	Yes	Yes
Other benefits/incentives	Provide statutory life insurance, EAP for volunteers VEBA Account Pay 1% for fire department employees	Provide statutory life insurance, EAP for volunteers VEBA Account Pay 1% for fire department employees	N/A	N/A	Yes	Yes
Reports and Records						
Personnel records maintained	Yes	Yes	N/A	N/A	Yes	Yes
Application retained	Yes	Yes	Yes	Yes	Yes	Yes
Historical records archived	Yes	Yes	Yes	Yes	Archived in personnel file	Archived in personnel file
Performance evaluations retained	Yes	Yes	Yes	Yes	Retained in personnel file	Retained in personnel file
Injury and accident records retained	Yes	Yes	Yes	Yes	Retained in personnel file	Retained in separate file

Personnel Policies, Systems, and Processes						
Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Health and exposure records maintained	Yes	Yes	Maintained via contract with Tualatin Valley Fire and Rescue	Maintained via contract with Tualatin Valley Fire and Rescue	Maintained via contract with Tualatin Valley Fire and Rescue	Maintained via contract with Tualatin Valley Fire and Rescue

Discussion

Safety Committees are in place in all the study agencies with varying membership, responsibilities and practices. ESCI strongly encourages the organizations to work together to standardize safety committee membership, functions and reporting requirements to assist with consistency and meaningful benchmarking practices.

Historical records should be archived for all six agencies according to Oregon State archival and records retention recommended practices

Four of the six agencies are utilizing NFPA 1582 physical standards to ensure fitness for duty. Uniformity of medical standards could be achieved if the agencies collaborated to establish them.

Testing of prospective career, intern and volunteer personnel is similar between the six agencies. None of the six agencies performs psychological testing as part of the entry process. Once a candidate becomes an incumbent, annual competency testing is conducted as a collaborative process through the training division/program.

When incumbents are being considered for promotion, the promotional testing process is similar between the participating agencies where they use assessment centers to simulate actual job circumstances to evaluate the candidate in a situation he or she might encounter. All six agencies perform a more traditional interview, knowledge test, and scenario based evaluation as part of their promotional processes. ESCI recommends that participating agencies work to standardize and validate incumbent promotional testing elements and minimum qualifications. Standardization of practices will help ensure consistency in incumbent processes as well as standardize expectations and competency measures as the agencies work together on a daily basis.

Human resource functions and benefit administration and documentation vary significantly between the agencies and employee classifications. While this is to be expected, there is a significant opportunity to standardize administration and documentation of human resource and benefit materials. This will result in aligned expectations among organized and unrepresented work groups and allow for an easier transition to an integrated regional service delivery model in the future. ESCI recommends participating jurisdictions establish a human resource work group to work on the standardization and consistent administration of human resources and benefits as much as possible.

Training

Although the delivery of fire suppression and emergency medical services lies at the core of each department's mission, it is necessary for every emergency services agency to be supported by other activities. These activities provide the basis for employee training and education, career development, public safety education, fire prevention, and code enforcement.

Training is the acquisition of knowledge, skills, and competencies as a result of teaching new information or practicing existing abilities that come together to form a useful proficiency. One of the most cost effective, critical investments a fire agency can make is in the training and development of its

personnel. The three physical resources that a fire department brings to bear in responding to an emergency are properly located facilities, the right kind of equipment in proper working order, and skilled firefighters to perform the tasks required. In order to ensure that the firefighters are skilled, a comprehensive training program must be in place. These newly acquired skills or enhanced competencies provide firefighters with the ability to adaptively problem solve during a compressed time frame under significant pressure. This section evaluates the training program for the participating agencies.

General Training Competencies

For training to be fully effective, it should be based on established standards. There are a variety of sources for training standards. The following table displays that the study agencies use the National Fire Protection Association (NFPA) and International Fire Service Training Association (IFSTA) and Oregon State established standards as the basis for its fire suppression training practices. All participating agencies utilize state and national Emergency Medical Services standards as the baseline for medical training coursework.

Figure 53: Survey Table – General Training Competencies

Survey Components	Training Program-Observations					
	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
General Training Competency						
Incident command system	NIMS compliant	NIMS compliant	N/A	N/A	NIMS compliant	NIMS compliant
Accountability procedures	Passport System	Passport System	N/A	N/A	Passport System	Passport System
Policy and procedures	Yes	Yes	N/A	N/A	Yes	Yes
Safety procedures	Yes	Yes	N/A	N/A	Yes	Yes
Recruit training	Yes, training academy 2.5 months. Different academy for Vol. and Career. Volunteers are Primarily online for traditional course work. Come in on weekends for hands on training. Career 2-6 weeks classroom and training one-on-one. Report as firefighter on shift and start with six months of skills, six mo. EMS training, and six mo. driving etc. Career personnel preferred to be a firefighter 1, but not required	Yes, training academy 2.5 months. Different academy for Vol. and Career. Volunteers are Primarily online for traditional course work. Come in on weekends for hands on training. Career 2-6 weeks classroom and training one-on-one. Report as firefighter on shift and start with six months of skills, six mo. EMS training, and six mo. driving etc. Career personnel preferred to be a firefighter 1, but not required	N/A	N/A	Sent to county-wide recruit academy, available twice annually	Initial training in county-wide recruit training program if available, otherwise provided internally
Special rescue (high angle, confined space, etc.)	Some technical rescue training in the academy. Some certification classes offered. Confined space classes offered.	Some technical rescue training in the academy. Some certification classes offered. Confined space classes offered.	N/A	N/A	Rope rescue at technician level. Water rescue at technical level. (Approximately 20 members)	No. Limited low angle training
Hazardous materials	First Responder Operations level	First Responder Operations level	N/A	N/A	First Responder Operations level	First Responder Operations level

Survey Components	Training Program-Observations					
	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Wildland firefighting	Yes, academy is offered during summer. Company officers are engine boss certified. Track type 1, 2, 3 certification levels.	Yes, academy is offered during summer. Company officers are engine boss certified. Track type 1, 2, 3 certification levels.	N/A	N/A	DPSST certified	Yes, via annual county-wide academy
Vehicle extrication	Yes, academy twice a year	Yes, academy twice a year	N/A	N/A	Yes	Yes
Defensive driving	In-house Emergency driver academy	In-house Emergency driver academy	N/A	N/A	NFPA Driver/Operator curriculum	NFPA Driver/Operator curriculum
Use and care of small tools	Yes, part of firefighter academy	Yes, part of firefighter academy	N/A	N/A	Yes	Yes
Radio communications & dispatch protocol?	Yes, part of the academy	Yes, part of the academy	N/A	N/A	Yes	Yes
EMS skills and protocol	Continuing Education every Monday night	Continuing Education every Monday night	N/A	N/A	At all levels from EMT Basic to Paramedic; consistent with state continuing education standards	At all levels from EMT Basic to Paramedic; consistent with state continuing education standards

Discussion

Four of the six study agencies closely collaborate on training programs, a commendable initiative. Standardization of certification and training competencies has been identified as a primary goal and appears to be achieved, however, formally defined goals and objectives for the training program for all six participating agencies are not uniformly established. As the study agencies continue to work more closely together, further unification of the training programs is recommended.

Four of the six agencies have made a concerted effort to establish a complementary training program with shared instructor pools, shared standards, a shared calendar of activities, and a coordinated drill schedule. The personnel from any of the four agencies can attend the same training session at any of the drill times offered and the topic is the same and taught to the same standard. This standardization and regional approach should be extended to include all six agencies within the study area.

Four agencies also collaborate on recruit schools when new candidates are added to any of the agencies. The training meets Washington County and the state of Oregon standards for the fire service. The goal is to establish a single training calendar and training manual with “hand-off” curricula to any instructor from any of the four agencies and the training experience will be the same for all personnel. This collaborative training model should also be fully integrated and available to all six study participant agencies.

Training Program Administration and Management

To be able to deliver effective training to fire and EMS personnel, tools and resources are needed, and effective methodologies must be employed if delivery is to sufficiently meet needs. Planning and scheduling is necessary to assure that training delivery is effective.

Figure 54: Survey Table – Training Program Administration and Management

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Training Administration						
Director of training program	Division Chief NFPA Instructor III , Captain NFPA Instructor II, Certified firefighter I and II instructor. Emergency Driver and Aerial Operations Instructor.	Captain NFPA Instructor II, Certified firefighter I and II instructor. Emergency Driver and Aerial Operations Instructor	N/A	N/A	Training Captain	Lieutenant assigned to training
Education or background	Instructor III BS Fire Administration pending	Instructor III BS Fire Administration	N/A	N/A	Instructor II, Bachelor Degree in Fire Administration, currently enrolled in EFO program.	AA degree and EMT certification
Program goals and objectives identified	Create program goals and objectives annually. Meet frequently with training advisory group.	Create program goals and objectives annually. Meet frequently with training advisory group.	N/A	N/A	Not defined	Not written, but based on need to meet annual continuing education requirements.
Annual training plan	Six-month training plan instead of annually. Reduced confusion and increased compliance.	Six-month training plan instead of annually. Reduced confusion and increased compliance.	N/A	N/A	Generally developed to meet minimum training needs and identified focus areas	No formal annual plan, but annual schedule; coordinate with the fire chief.
Governing body support and concurrence	Yes, program receiving the highest level of support.	Yes, program receiving the highest level of support.	N/A	N/A	Supportive	Supportive
Record-keeping						
Individual training files maintained	Yes, keep electronic records with some hard copies. Majority of records are kept electronically.	Yes, keep electronic records with some hard copies. Majority of records are kept electronically.	N/A	N/A	Yes	Yes
Records and files computerized	Yes, mostly electronic and web portal.	Yes, mostly electronic and web portal.	N/A	N/A	Yes, and some in hard files.	Yes

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Daily training records	Yes, available	Yes, available	N/A	N/A	N/A	Yes
Company training records	Yes, company and shift	Yes, company and shift	N/A	N/A	N/A	No
Lesson plans used	Yes, basic IFSTA changed to Jones and Bartlett. Lesson plans available to instructors.	Yes, basic IFSTA changed to Jones and Bartlett. Lesson plans available to instructors.	N/A	N/A	IFSTA lesson plans	Yes
Pre-fire planning included in training	Pre-fire planning a part of Firefighter 2 training. Pre-plan high-risk facilities are completed and can be seen on IPads or MDTs. Hard copies are available.	Pre-fire planning a part of Firefighter 2 training. Pre-plan high-risk facilities are completed and can be seen on IPads or MDTs. Hard copies are available.	N/A	N/A	Limited	Yes
Administrative Priority						
Budget allocated to training	Yes	Yes	N/A	N/A	Yes, amount not provided.	Generally adequate
Using certified instructors	Yes, certified instructors are utilized if required.	Yes, certified instructors are utilized if required.	N/A	N/A	Yes	Yes
Annual training report produced	Yes	Yes	N/A	N/A	Yes	Included in annual report
Adequate training space/facilities and equipment	Yes, within the last few years working to get more property and equipment. Have agreements with locations within in the city to use property for training.	Yes, within the last few years working to get more property and equipment. Have agreements with locations within in the city to use property for training.	N/A	N/A	Excellent classroom facility in Banks station.	Adequate classroom space. No training tower/ground.
Maintenance of training facilities	Good. Monthly check (safety check) and an annual PM, which is more in-depth.	Good. Monthly check (safety check) and an annual PM, which is more in-depth.	N/A	N/A	N/A	N/A
Training Program Clerical Support						
Support Staff support	Yes, good support. Have career and volunteer staff to assist.	Yes, good support. Have career and volunteer staff to assist.	N/A	N/A	No dedicated staff support	Only administrative assistant

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Records computerized, software used	Yes	Yes	N/A	N/A	Some electronic and some hard copies	Yes
Adequate office space, equipment, and supplies	Yes	Yes	N/A	N/A	Yes	Yes
Support Staff support	Yes	Yes	N/A	N/A	Yes	Yes
Records computerized, software used	Yes	Yes	N/A	N/A	Yes	Yes

Figure 55: Survey Table – Training Resources, Scheduling and Methodology

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Training Facilities and Resources						
Training facilities (tower, props, pits)	Yes	Yes	N/A	N/A	None	None. Use Tualatin Valley Fire and Rescue facility
Live fire prop	Yes	Yes	N/A	N/A	None	
Fire and driving grounds	Yes	Yes	N/A	N/A	At local lumber mill	Area streets and parking lots
Classroom facilities	Yes	Yes	N/A	N/A	Excellent classroom at the Banks station	Good classroom at Station 11
DVD, projectors, computer simulations	Yes	Yes	N/A	N/A	Adequately supplied	Well equipped
Books, magazines, instructional materials	Yes	Yes	N/A	N/A	Adequately supplied	Well supplied
Training Procedures Manual						
Manual developed and used	Yes, separate training and instructional manuals.	Yes, separate training and instructional manuals.	N/A	N/A	No separate department manual, use IFSTA lesson plans.	No separate department manual, use IFSTA lesson plans.
IFSTA manuals used	Yes, majority of fire training.	Yes, majority of fire training.	N/A	N/A	Yes	Yes
Training Scheduling						
Career training schedule	Yes, career personnel have a weekly schedule. Volunteers utilize a monthly schedule.	Yes, career personnel have a weekly schedule. Volunteers utilize a monthly schedule.	N/A	N/A	Weekly Monday night volunteer drills, career personnel attend.	Incorporated into volunteer training.
Minimum training hours, competencies	Yes, as per SOG volunteers and career, use NFPA 1410.	Yes, volunteers and career, use NFPA 1410.	N/A	N/A	75% attendance requirement. Enforced.	Some drills are mandatory. Goal of 50% attendance to drills.

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Methodology Used for Training						
Manipulative	Yes	Yes	N/A	N/A	Yes	Yes
Task performances	Yes	Yes	N/A	N/A	Yes	Yes
Use of lesson plans	Yes	Yes	N/A	N/A	Yes	Yes
Night drills	Yes, weekly	Yes, weekly	N/A	N/A	Yes	Yes
Multi-agency drills	Yes	Yes	N/A	N/A	Occasionally only	Yes
Inter-station drills	Yes	Yes	N/A	N/A	All	N/A
Physical standards or requirements	Yes, use own testing tools.	Yes, use own testing tools.	N/A	N/A	In place	In place
Annual performance evaluation conducted	Yes, on all employees and volunteers.	Yes, on all employees and volunteers.	N/A	N/A	Annual physical ability practice and testing.	Annual physical ability practice and testing.
Employee Development program	Yes.	Yes	N/A	N/A	No structured program	Use NFPA Fire Officer Development standards
Operations and Performance						
Disaster drills conducted	Yes	Yes	N/A	N/A	No	Not routinely
Attention to safety	Yes, have injury and safety management flow chart.	Yes, Have injury and safety management flow chart.	N/A	N/A		
After Action Review	Yes, PIE conducted on selected and significant events. After incident "Hot Wash" debrief conducted on scene.	Yes, PIE conducted on selected and significant events. After incident "Hot Wash" debrief conducted on scene.	N/A	N/A	On larger incidents	On larger incidents
Priority by management toward training	Yes, priority has been increased.	Yes, priority has been increased.	N/A	N/A	High	High

Discussion

Four of the six agencies have closely collaborated on the training program Forest Grove has a state of the art burn trailer that is available for use by all participating agencies. All six agencies utilize the Tualatin Valley Fire Rescue Fire Department's training center. This training center is a state of the art facility with a temperature controlled drill ground for inclement weather training evolutions. However, the distance to the training center makes it impractical for all but major, multi-company training evolutions. A smaller, local resource that facilitates more routine training activities would have great benefit to all the participating agencies. With collaboration, the opportunity to develop a local alternative may be possible

Training task books and/or computer tracking systems are in place to track individual training and the training is coordinated by a joint training committee made up of the agencies' training officers. The curriculum and approach used appropriately meets Firefighter-I and Firefighter-II standards. Further, the training schedule is repeated at each agency, providing personnel multiple opportunities to attend scheduled training by topic. This coordinated and repetitive training system should be expanded to include all six participating agencies.

For the four agencies that have integrated training, function has improved over the former individual agency approach according to the training officers and the personnel to with whom training is geared. There is greater accountability for receiving and keeping up with the training schedule and training topics. Documentation is being maintained, and the training committee has helped improve training overall. There is a training plan and guidelines to follow for each agency, and the training meets industry standards and best practices. An integrated training program that pools available instructors for all six agencies is the most effective way to begin the process of integrating and standardizing fire ground and emergency scene operations.

Fire and Life Safety Code Enforcement

An aggressive risk management program, through active fire and life safety education and prevention services, is a fire department’s best opportunity to minimize the losses and human trauma associated with fires and other community risks.

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. The fundamental components of an effective fire prevention program are listed in the following table, accompanied by the elements needed to address each component.

Figure 56: Fire Prevention Program Components

Fire Prevention Program Components	Elements Needed to Address Program Components
Fire Code Enforcement	<ul style="list-style-type: none"> Proposed construction and plans review. New construction inspections. Existing structure/occupancy inspections. Internal protection systems design review. Storage and handling of hazardous materials.
Public Fire and Life Safety Education	<ul style="list-style-type: none"> Public education. Specialized education. Juvenile fire setter intervention. Prevention information dissemination.
Fire Cause Investigation	<ul style="list-style-type: none"> Fire cause and origin determination. Fire death investigation. Arson investigation and prosecution.

Fire Code Administration and Enforcement

The participating agencies demonstrate an understanding and appreciation for the importance of fire prevention and public education. They understand that, through effective code enforcement, a fire department should actively promote the use of fire resistive construction, built-in warning and fire suppression systems, and maintenance of fire safe buildings to minimize risk to fire and health challenges. Doing so not only protects an individual property owner’s interests, but those of community safety and economic viability overall.

In the following tables, the program components listed in the chart above are compared to the initiatives under way in each of the participating agencies.

New Construction Plan Review and Inspection

An essential component of a fire prevention program is new construction plan reviews. When a new building is proposed within a jurisdiction’s boundary, the agency will have the responsibility to protect

the structure for the life of the building. As a result, every fire department has a fundamental interest and duty to ensure all buildings within its jurisdiction are properly constructed.

The participating agencies new construction code enforcement activities are summarized in the following figure.

Figure 57: Fire Code Adoption and New Construction Plan Reviewing

Fire Prevention and Public Education Programs-Observations						
Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Code Enforcement						
Fire codes adopted						
Code used – year/version	2014 edition of the Uniform Fire Code ⁴ .	2014 edition of the Uniform Fire Code	N/A	N/A	Only via state adoption of Oregon Fire Code	Only via state adoption of Oregon Fire Code
Local codes or ordinances adopted, amendments	Some hydrant standards, hazmat in commercial zoning	None	N/A	N/A	None	None
Sprinkler ordinance in place	No	No	N/A	N/A	No	No
New Construction Inspections and Involvement						
Consulted in proposed new construction	Yes, but limited.	Yes, but limited.	N/A	N/A	Yes, but limited.	Consulted but no sign-off
Perform fire and life safety plan review	Access and water supply only. City building department completes fire and life safety plan reviews.	Access and water supply only. City building department completes fire and life safety plan reviews, contracted back to city of Forest Grove.	N/A	N/A	Access and water supply only.	No
Sign-off on new construction	Yes	Yes	N/A	N/A	No	No
Charges for inspections or reviews	No	No	N/A	N/A	N//A	None

Discussion

The Oregon Fire Code is adopted by Oregon Administrative Rule 837, Division 40. The Oregon Fire Code is a statewide minimum fire code. Local jurisdictions may adopt and amend the Oregon Fire Code with some limitations. By default, all fire protection agencies in Oregon are subject to the fire and life safety rules promulgated by the Oregon State Fire Marshal and the State Fire Marshal has authority over and responsibility for the enforcement of the fire code statewide. However, ORS 476.030 provides that governmental subdivisions may be exempted from the code enforcement statutes, as long as they demonstrate the ability to provide the oversight of regulations generally conforming to the applicable state and national standards.

The city of Forest Grove is one of only nine exempt jurisdictions in the state of Oregon, meaning that the city has taken on responsibility for the enforcement of the adopted fire code. All of the other participating agencies are non-exempt.

The subject communities have adopted the differing editions of national and state model fire codes. The fire code forms the foundation from which the agencies code enforcement activities are conducted. Should some or all of the participants formally combine their organizations, the adoption of a single, common, code will be necessary. Further, by virtue of the fact that the city of Forest Grove is exempt while the other jurisdictions are not, fire prevention efforts will need to be adjusted to some extent to address the differing approach. Should any of the agencies choose to seek exempt status in the future as a part of a collaborative effort, the fire prevention division workload will increase substantially, likely necessitating additional staffing support.

Approaches for fire and life safety code enforcement vary between the organizations, as is expected given their differing size and configuration. The Gaston and Banks district are not afforded the luxury of a dedicated fire code enforcement/prevention position and, instead, rely to a large degree on the State Fire Marshal and county building official to address new construction processes. Both are consulted in regard to proposed new construction, largely limited to water supply and access considerations, but do not sign for approval of building permits.

FGFD has a dedicated fire marshal's position and one inspector on their staff. The fire marshal reviews new construction plans for access and water supply concerns and is consulting in building permit submissions, but does not complete a fire and life safety plan review. Instead, the review is completed by the city building department. However, the fire marshal's signature is required for permit issuance.

The same practice is in place in Cornelius. While the City of Cornelius has accepted responsibility for completing the fire and life safety plan review as a part of a new construction building permit process, they contract that service from the city of Forest Grove Building Department. Cornelius FD has supplemented their fire prevention efforts by the appointment of a half time "fire maintenance officer" as well as assignment of fire prevention duties to one shift captain as an additional assigned duty.

The Forest Grove and Cornelius fire prevention bureaus are combined in many regards, by virtue of their shared administration and management agreement. However, they are not fully integrated into a single,

seamless, prevention and public education entity. Regardless of future decisions regarding combining the study agencies, greater, more complete, integration of the Forest Grove and Cornelius programs is necessary.

Existing Occupancy Inspection Program

Existing property inspections, to find and eliminate potential life hazards, are an essential part of the overall fire protection system. These efforts are most effective when completed by individuals having the proper combination of training and experience, and when completed with appropriate frequency.

Figure 58: Existing Occupancy Inspection Program

Survey Components	Forest Grove FD	Cornelius FD			Banks FD	Gaston FD
General Inspection Program						
Perform existing occupancy inspections	Completed based on risk category.	Completed based on risk category.	N/A	N/A	Deferred to the State Fire Marshal on institutional and high hazard occupancies.	Deferred to the State Fire Marshal on institutional and high hazard occupancies.
Special risk inspections	As needed	As needed	N/A	N/A	No	No
Storage tank inspections	When needed (exempt jurisdiction)	Performed by State Fire Marshal	N/A	N/A	No	No
Key-box entry program in place	Knox Box system in place.	Knox Box system in place.	N/A	N/A	Encouraged but not mandates	Yes
Hydrant flow records maintained	City public works department tests hydrants. Flow data is calculated via hydraulic modeling.	City public works department tests hydrants. Flow data is calculated via hydraulic modeling.	N/A	N/A	City public works for the city, water district outside of city.	Maintained by water purveyors.
Self-inspection program in place	No	No	N/A	N/A	No	No
Frequency of inspections	Higher risk occupancies annually. Business/mercantile approximately every six years.	Higher risk occupancies annually. Business/mercantile approximately every six years.	N/A	N/A	Performed by State Fire Marshal only on certain risk levels.	Performed by State Fire Marshal only on certain risk levels.
Citation process in place and formally documented/adopted	Process and fee structure is in place.	None. Processed via State Fire Marshal's Office when needed.	N/A	N/A	No	No
Court-cited to	Municipal	N/A	N/A	N/A	N/A	N/A
Inspections computerized	Yes, using ERS software	Yes, using ERS software.	N/A	N/A	N/A	N/A
Community feedback system in place	Included in city annual community outreach	No structured process.	N/A	N/A	N/A	N/A
Number of personnel devoted to program	2 FTE (1 Fire Marshal, 1 Inspector)	.5 FTE plus one on-shift prevention person (working on duty)	N/A	N/A	None	Additional assigned duty to chief and training lieutenant, as needed.
Fees for specialty inspections	None	None	N/A	N/A	N/A	N/A

Discussion

Existing occupancy inspection practices also differs between the agencies. The Forest Grove Fire Marshal actively conducts inspections to assure that existing buildings are maintained in a fire safe manner, with appropriate inspection frequency targets. The inspection program is inclusive of both Forest Grove and Cornelius, as well as both districts. In the Gaston and Banks districts, fire department staff do not perform existing occupancy inspections due to staffing limitations. Instead, the responsibility is that of the Oregon State Fire Marshal.

Forest Grove is making commendable efforts to address fire code enforcement and inspection needs. The other agencies commit the time they can, but are limited in their ability to adequately address the need. Code enforcement is time consuming and demanding. The State Fire Marshal's Office is effective in the work that they do, however, they are unable to fully address code enforcement in occupancies other than institutional, educational and other high-risk occupancy types. Based on our observations, ESCI recognizes multiple future opportunities to improve services by sharing code enforcement programs, personnel, and practices.

Fire and Life Safety Public Education Program

One of the most effective ways to prevent the occurrence of fires is by effectively educating the public so they can minimize their exposure to fire and health issues and so they can respond effectively when faced with an emergency.

All of the participating agencies put forth effort to provide community outreach in public education areas, as summarized in the next table.

Figure 59: Fire Safety and Public Education

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Fire Safety and Public Education						
Public education/information officer in place	Additional assigned duty to prevention staff	Additional assigned duty to prevention staff	N/A	N/A	No dedicated position. Complete school programs during Fire Prevention Week	No dedicated position. Chief and training lieutenant.
Feedback instrument used	No	No	N/A	N/A	No	No
Public education in the following areas:			N/A	N/A		
Calling 9-1-1	Yes	Yes	N/A	N/A	Yes	Yes
EDITH (exit drills in the home)	Yes	Yes	N/A	N/A		Yes
Smoke alarm program	Yes	Yes	N/A	N/A	Have done grant funded programs. Carry alarms on apparatus.	Not currently. Replace batteries on request.
Fire safety (heating equipment, chimney, electrical equipment, kitchen/cooking, etc.)	Yes	Yes	N/A	N/A	Yes	Yes
Injury prevention (falls, burns/scalding, bike helmets, drowning, etc.)	Yes	Yes	N/A	N/A	No	Yes
Fire extinguisher use	Yes	Yes	N/A	N/A	On request	On request
Fire brigade training	No	No	N/A	N/A	No	No
Senior care and safety	Yes	No	N/A	N/A	No	No
Curriculum used in schools	Oregon State Fire Marshal's office curriculum	Oregon State Fire Marshal's office curriculum	N/A	N/A	Oregon State Fire Marshal's office curriculum	Oregon State Fire Marshal's office curriculum
Baby-sitting classes offered	No ⁵	No	N/A	N/A	Yes	Yes
CPR courses, blood pressure checks offered	Yes	Yes	N/A	N/A	Yes	Yes

⁵ Offered by other city departments

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Publications available to public	Yes	Yes	N/A	N/A	Yes	Yes
Bilingual information available	Yes	Yes	N/A	N/A	No	Limited
Annual report distributed to community	Yes	Yes	N/A	N/A	No	No
Juvenile fire setter program offered	Yes	Yes	N/A	N/A	Training officer is certified for intervention	Accesses Hillsboro, Forest Grove and Tualatin Valley intervention programs
Wildland interface education offered	Yes	Yes	N/A	N/A	Yes	Publications made available plus website and social media

Discussion

All of the study agencies work to provide adequate public education outreach. Active programs are in place, however, none of the organizations have a dedicated public information officer position. Instead, the duties are tasked to personnel as additional assigned duties.

Multiple programs are in place and the agencies clearly understand the value and importance of public education. Given the identified needs, and the challenges involved in addressing them, this is an area that offers future opportunities for collaborative approaches.

Fire Cause and Origin Investigation

A sometimes under-appreciated component of fire prevention programs overall is that of assuring that the cause of a fire is effectively identified so that public education and code enforcement efforts can be targeted toward identified causes. Fire cause determination is not limited to intentionally caused incidents, but includes all forms of accidental fires, as well.

The results of fire investigations, if used accordingly, directly reflect public education focus areas, the need for code changes, and modification of fire department deployment and training emphasis. Definition of the community's fire problem can be achieved via effective fire cause determination.

The following is a review of fire investigation efforts in the study agencies.

Figure 60: Fire Investigation

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Fire Investigation						
Fire origin and cause determination	Company officer initially, referred to investigator	Company officer initially, referred to investigator or State Fire Marshal	N/A	N/A	Company officer initially, referred to chief and if more involved to state fire marshal	Company officer initially, referred to chief and if more involved to state fire marshal
Arson investigation and prosecution						
Arson investigation training provided	Yes, active in annual training with IAAI and other groups	Attend IAAI and other classes as available	N/A	N/A	Basic cause and origin training only	No
Person responsible for investigations	Division chief/fire marshal	Fire maintenance technician handles initially. Refers to State Fire Marshal if needed.	N/A	N/A	Fire chief	Fire chief
Local FIT membership (fire investigation team)	None	None	N/A	N/A	None	None
Process for handling juvenile suspects	Program is in place	Program is in place	N/A	N/A	Referred to county sheriff's office	Referred to county sheriff's office
Liaison with law enforcement	Not defined	Not defined	N/A	N/A	Fire chief	Fire chief
Scene control practices in place	Yes	Yes	N/A	N/A	Yes	Yes
Adequate and appropriate equipment issued/supplied	Yes	Yes	N/A	N/A	Yes	Yes
Evidence collection process in place	Yes, usually referred to law enforcement	Yes, usually referred to law enforcement	N/A	N/A	Yes	Processed by state fire marshal or law enforcement

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Reports and records of all incidents made	Yes	Yes	N/A	N/A	Yes	Yes
File, record, and evidence security	Locked files and password protected electronic files	Locked files and password protected electronic files	N/A	N/A	Locked files	Locked files
Pre Incident Planning						
Pre-plans completed	Yes	Yes	N/A	N/A	Completed on all commercial occupancies	On all target hazards
Frequency of review	All are currently under review	All are currently under review	N/A	N/A	18 months to 2 years	Annually for the mill, others as needed
Accessibility of plans	Accessible on iPad and on computers in apparatus	Accessible on iPad and on computers in apparatus	N/A	N/A	Accessible on computers in apparatus	Provided to neighboring agencies and available electronically
Statistical Collection and Analysis						
Records kept by computer	Yes	Yes	N/A	N/A		Yes
Type of operating platform	Windows based	Windows based	N/A	N/A	Windows based	Windows based
Software used	ERS software	ERS software	N/A	N/A	State Fire Bridge system	State Fire Bridge system
Information collected in the following areas:						
Fire incidents	Yes	Yes	N/A	N/A	Yes	Yes
Time of day and day of week	Yes	Yes	N/A	N/A	Yes	Yes
Method of alarm (how received)	Yes	Yes	N/A	N/A	Yes	Yes
Dispatch times	Yes	Yes	N/A	N/A	Yes	Yes

Survey Components	Forest Grove FD	Cornelius FD	Forest Grove Rural FD	Cornelius Rural FD	Banks FD	Gaston FD
Response times	Yes	Yes	N/A	N/A	Yes	Yes
Information analyzed & used for planning	Yes	Yes	N/A	N/A	Yes	Yes
Reports made & distributed	Yes	Yes	N/A	N/A	Yes	Yes

Discussion:

The study agencies have established sound practices for the determination of fire cause and origin and investigation of suspicious fires. Initial evaluation of a fire is performed by the responding company officer. Should a fire appear to be suspicious in nature, or of an undetermined or questionable origin, further analysis is referred to either a fire investigator or the State Fire Marshal's Office.

A regional Fire Investigation Team (FIT) is not in place in the study area, which warrants consideration. A FIT is an invaluable asset, particularly to smaller agencies that do not have the opportunity to gain experience from frequent fire incidents. Consideration to developing a team is recommended.

Data collection and processing with regard to fire cause determination consists of obtaining and documenting data. More detailed analysis of available data regarding how fires are occurring for use in the development of community educational outreach is conducted in each of the agencies but could be enhanced to more effectively prevent the occurrence of fires by tying public education efforts to identified fire cause experience.

Capital Assets and Assessment of Current Infrastructure –

Six basic resources are required to successfully carry out the mission of a fire department — trained personnel, firefighting equipment, and fire stations. No matter how competent or numerous the firefighters, if appropriate capital equipment is not available for use by responders, it is impossible for a fire department to deliver services effectively. The capital assets that are most essential to the provision of emergency response are facilities and apparatus (response vehicles). The following description and figure describes the types and number of fire stations, engines, and aerial ladder trucks operated by the agencies participating in the study.

Facilities

Fire stations play an integral role in the delivery of emergency services for a number of reasons. A station's location will dictate, to a large degree, response times to emergencies. Fire stations also need to be designed to adequately house equipment and apparatus, as well as meet the needs of the organization, its workers, and/or its members.

Consideration should be given to a fire station's ability to support the district's mission as it exists today and into the future. The activities that take place within the fire station should be closely examined to ensure the structure is adequate in both size and function. Examples of these functions may include:

- The housing and cleaning of apparatus and equipment
- Residential living space for on-duty crew members (male and female)
- Administrative or management offices
- Training, classroom, and library areas
- Firefighter fitness area
- Public meeting space

ESCI toured each of the stations operated by the fire departments involved in the feasibility study, resulting in the observations listed in the following tables. The facilities evaluated were scored based on guidance from the following scale.

Figure 61: Fire Station Condition Definitions

Excellent	<p>Like new condition. No visible structural defects. The facility is clean and well maintained. Interior layout is conducive to function with no unnecessary impediments to the apparatus bays or offices. No significant defect history. Building design and construction matches building purpose. Age is typically less than 10 years.</p>
Good	<p>The exterior has a good appearance with minor or no defects. Clean lines, good work flow design, and only minor wear of the building interior. Roof and apparatus apron are in good working order, absent any significant full thickness cracks or crumbling of apron surface or visible roof patches or leaks. Building design and construction matches building purpose. Age is typically less than 20 years.</p>
Fair	<p>The building appears to be structurally sound with weathered appearance and minor to moderate non-structural defects. Interior condition shows normal wear and tear, but flows effectively to the apparatus bay or offices. Mechanical systems are in working order. Building design and construction may not match building purpose well. Showing increasing age-related maintenance, but with no critical defects. Age is typically 30 years or more.</p>
Poor	<p>The building appears to be cosmetically weathered and worn with potentially structural defects, although not imminently dangerous or unsafe. Large, multiple full-thickness cracks and crumbling of concrete on apron may exist. Roof has evidence of leaking and/or multiple repairs. The interior is poorly maintained or showing signs of advanced deterioration with moderate to significant non-structural defects. Problematic age-related maintenance and/or major defects are evident. May not be well suited to its intended purpose. Age is typically greater than 40 years.</p>

Figure 62: Forest Grove Main Station – Station 4



Built in 1995, this station serves as Forest Grove’s main fire station and included their administrative offices. The facility consists of five apparatus bays of a drive-through configuration, housing three engines, two water tenders, one ladder truck, one medic unit, two brush vehicles, technical rescue trailer, EOC trailer, boat and 2 staff vehicles.

Station 4 includes the fire department’s administrative offices, consisting of six individual offices and one shared office with four work areas. The facility is modern, well designed, and will serve the fire department adequately for the foreseeable future.

Structure	
Construction type	Wood frame and masonry
Date Built	1995
Seismic protection/energy audits	Completed in 2011
Auxiliary power	Automatic start generator is in place
Condition	Good, well maintained
Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Station is ADA compliant, storage is reaching capacity
Square Footage	18,000
Facilities Available	
Exercise/workout	Located on the mezzanine, plus local fitness club memberships are provided
Kitchen/dormitory	A large kitchen and day room area is present. Sleeping is provided in dorm rooms with 4 beds for career personnel, 5 for volunteers plus 3 single bedrooms.
Lockers/showers	Dual gender facilities are provided
Training/meetings	A large training room is present as well as a conference room and Emergency Operations Center
Washer/dryer	Present
Protection Systems	
Sprinkler system	Building is fully protected by a fire sprinkler system
Smoke detection	Building is fully protected by a smoke detection system
Security	Electronic key pad

Figure 63: Forest Grove Gales Creek Station – Station 7



The Gales Creek Station is a six-bay sub-station, housing one engine and two brush vehicles. The facility is configured for volunteer use only and does not include residential quarters. However, a small kitchen is present along with a bed in an office area in the front of the station.

While accommodations are limited at this location, and there is little room for expansion, the fire district owns the adjoining property, potentially providing for future additions or placement of a residential building on the site.

Structure	
Construction type	Steel clad, steel frame
Date Built	1982
Seismic protection/energy audits	None other than when originally designed
Auxiliary power	Automatic start generator is in place
Condition	Fair, well maintained
Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Station is ADA compliant, storage space is marginal
Square Footage	1,800
Facilities Available	
Exercise/workout	None
Kitchen/dormitory	A small residential style kitchen is present. No sleeping accommodations are provided other than a bed in the front
Lockers/showers	A single bathroom and another bathroom with shower
Training/meetings	None
Washer/dryer	None
Protection Systems	
Sprinkler system	Building is not protected by a fire sprinkler system
Smoke detection	Smoke and heat detection system is in place and monitored off-site
Security	Electronic key pad, monitored alarm, video surveillance.

Figure 64: Cornelius Main Station – Station 8



Station 8 serves the City of Cornelius and is the only station in the city. It is within a larger building that includes the city hall and police department. Built in 1996, this facility appears to have been well maintained. The station consists of four apparatus bays of a drive-through configuration, and six single depth back-in bays. In the station are 3 fire engines, 1 water tender, a rescue and two brush vehicles and cascade trailer.

Station 8 includes crew quarters and office spaces, along with a training room and conference room.

Structure	
Construction type	Masonry block construction and wood frame roof
Date Built	1996
Seismic protection/energy audits	When originally designed
Auxiliary power	Automatic start generator is in place
Condition	Good, well maintained
Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Station is ADA compliant, storage space is maximized
Square Footage	11,090(estimate - fire portion only)
Facilities Available	
Exercise/workout	A small, but well equipped exercise area is present
Kitchen/dormitory	A kitchen area is present. Sleeping is provided in two rooms with 8 beds in a men’s dorm and a 3 bed women’s dorm room.
Lockers/showers	Dual gender facilities are provided
Training/meetings	A large training room is present, capable of seating approximately 50 students. It is well equipped with audio/visual aids.
Washer/dryer	Present
Protection Systems	
Sprinkler system	Building is fully protected by a fire sprinkler system
Smoke detection	Building is fully protected by a smoke detection system
Security	Electronic key pad and video surveillance
Apparatus exhaust system	Provided on all apparatus

Figure 65: Gaston Fire District Main Station – Station 11



The Gaston Rural Fire District is served by a single fire station, Station 11. The facility was constructed in 1987 and, while older, is clearly well maintained and fully serviceable. The station consists of four, back-in, apparatus bays, housing 3 fire engines, 1 water tender, an ambulance and two brush vehicles.

Station 11 includes 4 administrative offices, however there are no crew quarters present. A plan is in place to add 1,820 square feet of space, including quarters, next spring.

Structure	
Construction type	Masonry block construction and wood frame roof
Date Built	1987
Seismic protection/energy audits	When originally designed
Auxiliary power	Automatic start generator is in place
Condition	Good, well maintained
Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Station is ADA compliant, storage space is adequate. Facility is marginally dual gender appropriate.
Square Footage	4,400(plus 1,200 sq. ft. outbuilding)
Facilities Available	
A. Exercise/workout	A small are is in the outbuilding behind the station
Kitchen/dormitory	A small kitchen area is in the meeting room area. No sleeping quarters are available, but are being added in a planned expansion.
Lockers/showers	Shower/bathroom area is not configured for dual gender use
Training/meetings	A large training room is present, capable of seating approximately 50 students.
Washer/dryer	Present
Protection Systems	
Sprinkler system	Building is fully protected by a fire sprinkler system
Smoke detection	Building is fully protected by a smoke detection system which is monitored off-site
Security	Electronic key pad
Apparatus exhaust system	None. Fan system only

Figure 66: Banks Fire District Main Station – Station 13



The Banks Fire District utilizes six stations. Station 13 is their main station, and includes administrative offices. The facility was constructed in 1999 and is in very good condition overall. There are five, double depth apparatus bays, all of drive through configuration, housing 2 fire engines, 2 water tenders, a heavy rescue vehicle and two brush vehicles.

Also found in the station are 4 administrative offices, a large meeting/training room and quarters for crew members.

Structure	
Construction type	Wood frame construction and steel roof
Date Built	1999
Seismic protection/energy audits	When originally designed
Auxiliary power	Automatic start generator is in place
Condition	Good, well maintained
Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Station is ADA compliant, storage space is adequate. Facility is dual gender appropriate.
Square Footage	10,300
Facilities Available	
Exercise/workout	A good sized, well equipped exercise area is in the station
Kitchen/dormitory	A residential type kitchen is in the crew area. Sleeping quarters consist of 4 bunk rooms, equipped with 2 beds in each.
Lockers/showers	Shower/bathroom facilities are dual gender appropriate
Training/meetings	A large, well equipped training room is capable of seating approximately 60 students
Washer/dryer	Present
Protection Systems	
Sprinkler system	Building is fully protected by a fire sprinkler system
Smoke detection	Building is fully protected by a smoke detection system
Security	Electronic key pad
Apparatus exhaust system	Manual fan system only

Figure 67: Banks Fire District Buxton Station – Station 16



The Banks Fire District’s Buxton sub-station is a small, two bay facility. There are two, back-in, apparatus bays in the station, housing a single fire engine.

This station is configured for volunteer response only and there are no crew accommodations, other than a small office in a trailer behind the station.

Structure	
Construction type	Concrete block and wood frame roof
Date Built	Late 1960’s (estimated by client)
Seismic protection/energy audits	None
Auxiliary power	None
Condition	Fair, aging
Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Station is not ADA compliant, storage space is very limited.
Square Footage	1,400
Facilities Available	
Exercise/workout	None
Kitchen/dormitory	None
Lockers/showers	None
Training/meetings	None
Washer/dryer	None
Protection Systems	
Sprinkler system	Building is not protected by a fire sprinkler system
Smoke detection	Building is not protected by a smoke detection system
Security	Electronic key pad
Apparatus exhaust system	None

Figure 68: Banks Fire District Timber Station – Station 15



The Timber Fire Station is Banks Fire District’s second sub-station. It is comprised of four, back-in apparatus bays which currently hold a single fire engine.

This station is configured for volunteer response only and there are no crew accommodations. There is a small kitchen, meeting room and office in the station.

Structure	
Construction type	Steel frame, steel clad building
Date Built	1985
Seismic protection/energy audits	None
Auxiliary power	An automatically starting generator is in place
Condition	Fair, aging
Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Station is not ADA compliant, storage space is very adequate.
Square Footage	4,500
Facilities Available	
Exercise/workout	Exercise equipment is in the apparatus bays
Kitchen/dormitory	Small kitchen, no dormitory facilities
Lockers/showers	None
Training/meetings	A small meeting room is present
Washer/dryer	None
Protection Systems	
Sprinkler system	Building is not protected by a fire sprinkler system
Smoke detection	Smoke detectors are present, not monitored off-site
Security	Electronic key pad
Apparatus exhaust system	None

Discussion:

The fire stations found in the study area vary broadly from some that are relatively new and in excellent condition to others that are aging and will soon be due for replacement. Some of the stations observed are nearing or have already reached their maximum capacity in terms of room for future expansion as workload and service demand increases.

In consideration of opportunities for future shared service delivery initiatives, fire stations and their long-term viability need to be carefully considered. When agencies combine, one with comparatively new and adequate fixed facilities may find that it inherits a financial liability that comes with another fire department that has aging facilities or unrecognized future financial liabilities as a result of deferred maintenance, abandoned fuel storage tanks and a host of other possibilities. Due to their considerable expense, the potential financial liability that may be realized in regard to some facilities must not be discounted.

Apparatus

Other than the emergency responders, response vehicles are the next most important resource of the emergency response system. If emergency personnel cannot arrive quickly due to unreliable transportation, or if the equipment does not function properly, then the delivery of emergency service is likely compromised.

Fire apparatus are unique and specialized pieces of equipment, customized to operate efficiently for a narrowly defined mission. For this reason, they are very expensive and offer little flexibility in use and reassignment. As a result, communities always seek to achieve the longest life span possible for these vehicles.

A summary of the participating agency’s emergency response vehicle fleet is provided in the following tables. The apparatus evaluated were scored based on guidance from the following scale.

Figure 69: Apparatus Condition Definitions

Excellent	Like new condition. No body or paint defects. Clean compartments. Interior cab complete and in full working order with no modifications. No significant defect history. Age is typically less than 25 percent of life expectancy
Good	Body and cab have good appearance with no rust and only minor cosmetic defects or dents. Clean compartments with no visible rust or corrosion. Interior cab is in full working order and good appearance. Normal maintenance history with no significant defects or high downtime. Age is typically less than 75 percent of life expectancy
Fair	Body and cab have weathered appearance with minor surface rust and some cosmetic defects or dents. Unimpeded compartments with only surface rust or corrosion. Interior cab is in reasonable working order and appearance. Only repairable tank or plumbing leakage. Showing increasing age-related maintenance, but with no major defects or unreasonable downtime. Age is typically less than 100 percent of life expectancy
Poor	Body and cab have weathered appearance with surface corrosion, cosmetic defects or dents, and visible rust-through of non-structural metals (body panels). Significant rust or corrosion is present in structural or support members. Use of compartments is impeded with significant corrosion and rust-through. Interior cab is in rough condition with defects impeding safe and proper use. Non-repairable tank or plumbing leakage. Problematic age-related maintenance, major defects or unreasonable downtime are evident. Service parts difficult or impossible to obtain. Age is typically greater than 100 percent of life expectancy.

The participating agency’s major apparatus is inventoried in the following tables.

Forest Grove

Forest Grove Fire and Rescue operates a fleet of four fire engines, an aerial ladder truck, two water tenders, a medic unit and four brush fire engines. All appear to be well maintained and fully serviceable, as detailed in the following figure.

Figure 70: Forest Grove Major Apparatus Inventory

Forest Grove Station 4							
Apparatus Designation	Type	Year	Make/Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
E421	Engine (Type 1)	2008	Spartan/BME	Excellent	5	1,500gpm	750 Gal
E422	Engine (Type 1)	2008	Spartan/BME	Excellent	5	1,500gpm	750 Gal
E423	Engine (Type 1) (reserve)	2001	HME/Central States	Good	6	1,500gpm	1,000 Gal
T4	Aerial	2001	HME/Central States	Good	6	2,000gpm	300 Gal
WT4 ⁶	Tender	1988	Int./Western States	Fair	2	1,000gpm	3,000 Gal
WT7	Tender	1991	Int./Western States	Good	2	1,000gpm	3,000 Gal
MED4	Medic	2004	Int./Horton	Good	3	N/A	N/A
HB4 ⁷	Brush (Type 3)	1993	Int./BME	Good	4	500gpm	500 Gal
BR418	Brush (Type 6)	2011	Dodge/Local	Excellent	4	123gpm	400 Gal
TR4	Tech. Rescue	2010	Millennium Trailer	Excellent	N/A	N/A	N/A

Forest Grove Station 7							
Apparatus Designation	Type	Year	Make/Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
E 427	Engine	2005	HME/BME	Good	4	1,250 gpm	875 gal
HB 7 ⁸	Brush (Type 3)	1993	Fair	International	4	500 gpm	500 gal
BR 417	Brush (Type 6)	2011	Dodge	Excellent	3	123 gpm	400 gal

⁶ WT4 was recently sold, and replaced in 2015 with a new Spartan water tender

⁷ Scheduled to be replaced with new Heavy Brush in May 2015, identical to Cornelius Heavy Brush

⁸ Vehicle was sold to Gaston Fire District after field data collection was completed

FGFD’s major apparatus range in age from six to 26 years, with an average age of 13.4 years. The primary units are newer and in good condition. However, one water tender, of 1988 vintage, will soon be due for replacement.

Cornelius Fire Department

Listed below is the CFD major apparatus. There are six engines, one of which is in reserve, one water tender, a rescue and six brush/interface units.

Figure 71: Cornelius Major Apparatus Inventory

Cornelius Station 8							
Apparatus Designation	Type	Year	Make/Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
E813	Engine (Type 1)	2001	HME/Western States	Excellent	6	1,500gpm	1,000 Gal
E814	Engine (Type 1)	1991	Spartan/Western States	Good	4	1,500gpm	1,000 Gal
E815 ⁹	Engine (Type 1) (reserve)	1991	Spartan/Western States	Good	4	1,250gpm	1,000 Gal
WT8 ¹⁰	Water Tender	1988	Volvo/Western States	Fair	2	500gpm	3,000 Gal
R8	Rescue	2003	HME/BME	Excellent	5	N/A	
HB8	Brush (Type 3)	2012	Int./HME	Excellent	4	500gpm	500 Gal
BR816	Brush (Type 6)	2013	Dodge/Local	Excellent	4	123gpm	400 Gal
BR812	Brush (Type 6)	1990	Ford/Unknown	Fair	2	100gpm	300 Gal

CFD’s major apparatus range in age from one to 23 years with an average age of 15.4 years. The primary structural response engines, along with the rescue and two of the brush engines, are newer and in good to excellent condition. The 1988 water tender is reaching or exceeding its acceptable service life.

Gaston Fire District

GRFPD employs a fleet of six fire engines, a water tender, two brush fire units, and an ambulance. All appear to be well maintained and fully serviceable, as detailed below.

⁹ Scheduled to be replaced in June 2015

¹⁰ Scheduled to be replaced in May, 2015

Figure 72: Gaston Major Apparatus Inventory

Gaston Fire District							
Apparatus Designation	Type	Year	Make/Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
1171	Engine (Type 1)	2010	Pierce Contender	Excellent	5	1500 GPM	750 Gal
1172 ¹¹	Engine (Type 1)	2009	Pierce Contender	Excellent	5	1500 GPM	750 Gal
1173	Engine (Type 1)	1993	Spartan	Fair	4	1250 GPM	1000 Gal
WT-11	Water Tender	1989	Ford L9000	Good	2	650 GPM	3000 Gal
Medic 11	Ambulance	1997	FL60	Good	5	N/A	N/A
BR-11	Brush (Type 5)	2009	Dodge 5500	Excellent	4	300 GPM	400 Gal
BR-1122	Brush (Type 6)	1983	Ford F-350	Fair	2	150 GPM	300 Gal
HB 7 ¹²	Brush (Type 3)	1993	Fair	International	4	500 gpm	500 gal

Gaston’s major apparatus are is clearly well cared for and in fair to excellent condition generally. Some of the apparatus are is aging, approaching or exceeding what is considered to be an acceptable service life. The units range in age from four to 25 years with an average of 15.4 years. While the vehicles appear to be fully serviceable, some present a future replacement financial liability that should be considered carefully.

Banks Fire District

In its six fire stations, Banks operates a fleet of four fire engines, two water tenders, a rescue unit and two brush fire engines. All appear to be well maintained and fully serviceable, as detailed in the following figure.

¹¹ Recently sold and replaced by HB7 – updated unit number not provided

¹² Vehicle was sold to Gaston Fire District after field data collection was completed

Figure 73: Banks Major Apparatus Inventory

Banks Station 13							
Apparatus Designation	Type	Year	Make/Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
Engine 13	Engine	2014	Pierce	Excellent	6	1500	750
Engine 14	Engine	2004	Pierce	Excellent	6	1250	750
Tender 13	Water Tender	2006	Pierce	Excellent	2	1000	3000
Tender 14	Water Tender	1991	Freightliner	Fair	2	1000	3000
Brush 13	Brush (Type 5)	2009	Ford F550	Excellent	5	125	400
Brush 14	Brush (Type 6)	1999	Ford F550	Good	2	125	300
Rescue 13	Rescue	2011	Pierce	Excellent	6	N/A	N/A

Banks Station 16							
Apparatus Designation	Type	Year	Make/Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
Engine 16	Engine (Type 1)	2003	Pierce	Excellent	6	1250	750

Banks Station 15							
Apparatus Designation	Type	Year	Make/Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
Engine 15	Engine (Type1)	1993	Western States - Freightliner	Good	5	1250	1000

The Banks apparatus averages 10.7 years of age. One engine is 21 years of age, but is in reserve status. The 1991 water tender has seen 23 years of service and will be due for replacement in the near future. All of the district’s equipment is in good to excellent condition.

Future Apparatus Serviceability

A key consideration in evaluating the feasibility of combining agencies into one or more consolidated entities is the cost that can be expected to be incurred for future replacement of major equipment. Apparatus service lives can be readily predicted based on factors including vehicle type, call volume, age, and maintenance considerations. In the following table, ESCI calculated the average age of fire engines and aerial ladder trucks in the subject agencies, to offer a point of reference when considering future vehicle replacement costs that may be incurred.

Figure 74: Apparatus Replacement Planning Summary

Agency	Number of Engines	Average Age of Engines	Number of Aerials	Average Age of Aerials
Forest Grove	3	8.3	1	13
Cornelius	3	19.6	0	N/A
Gaston	3	10.0	0	N/A
Banks	3	10.3	0	N/A

Calculation of acceptable service lives for fire apparatus varies widely between fire departments due to differing uses, road conditions, maintenance practices, and other variables. In larger, busy, fire departments, a front-line service life of 10 to 15 years is commonly combined with a five year reserve status. In smaller agencies, 15 to 25 years is more commonly found, a portion of which may be in reserve.

Considering fire apparatus replacement from a regional perspective offers opportunities that warrant consideration. Typically, most agencies maintain extra fire engines, often to hold one in reserve for use when the primary engine is out of service for maintenance. Sharing of reserve apparatus can result in reduced numbers of engines overall and resultant financial savings in replacement, maintenance, and insurance costs.

Capital Improvement Planning

When considering joining multiple agencies into a single entity, it is important to evaluate the future costs that can be anticipated for the replacement of major capital assets. The most expensive capital items that make up a fire department are facilities (fire stations) and major apparatus, including fire engines and aerial ladder trucks.

ESCI reviewed capital replacement planning methods in the participating agencies. A variety of approaches are employed, ranging from well planned and appropriately funded replacement schedules to simply meeting capital needs on and as-needed basis. The findings are summarized in the following table.

Figure 75: Capital Replacement Planning Summary

Agency	Apparatus Replacement Plan	Facility Replacement Plan	Funding Method
Forest Grove	In Place	None	Fully funded through 2026 for apparatus, SCBA, compressors radios and support equipment
Cornelius	In place but not funded	None	Apparatus replacement schedule is not funded. Purchases are made via grants and alternative funding
Gaston	None	None	Replacements are made via grants or as available funding allows
Banks	None	None	Replacements are made via grants or as available funding allows

Of the participating agencies, only FGD maintains a funded apparatus replacement schedule. The schedule is funded through 2026 and includes apparatus and equipment. Facilities are not included. The remaining agencies do not have funded replacement schedules in place.

It is noted that in Forest Grove, all apparatus costs are shared with the Forest Grove Rural Fire Protection District on an equal, 50%/50% basis. In Cornelius, a similar arrangement is in place with their district, however, the cost sharing is divided at 78% for the city and 22% to the district.

A replacement plan is important. Fully funding a plan is extremely difficult, especially if funding has not been set aside in the past to prepare for future needs. It is best if, on the day that a new fire engine arrives, the agency starts setting aside dollars for its replacement. In reality, however, it is rarely achievable.

Looking forward, should a change in governance of the fire departments be undertaken as a shared service delivery initiative, apparatus and facility replacement planning will be critical. All six organization are advised to establish a structured replacement plan with calculated future costs and identified funding strategies, viewed in light of any shared service initiatives that may be undertaken moving forward.

Capital Equipment Replacement

Unfortunately, no piece of mechanical equipment can be expected to last forever. As a vehicle ages, repairs tend to become more frequent, parts are more difficult to obtain, and downtime for repair increases. Given the emergency mission that is so critical to the community, downtime is one of the most frequently identified reasons for apparatus replacement.

Because of the expense of fire apparatus, most communities develop replacement plans. To enable such planning, communities often turn to the accepted practice of establishing a life cycle for the apparatus that results in an anticipated replacement date for each vehicle. The communities then set aside incremental funds during the life of the vehicle, so cash is available when needed. This decision is influenced by many factors:

- Actual hours of use of any specific piece of equipment can vary significantly in comparison to other similar apparatus, even within the same fire department. Attempts to shuffle like-apparatus among busy and slower fire stations to distribute hours of use more evenly have proven difficult. Frequent changes in apparatus create familiarity and training challenges. In addition, certain response areas may have equipment and tool requirements that are not common to others.
- Actual hours of use, even if evenly distributed, do not necessarily equate to intensity of use. For example, a pumper making mostly emergency medical responses will not age as rapidly as a pumper with a high volume of working fire incidents that require intense use of the pump or hydraulics. However, for every hour you idle an engine it is equivalent to driving 33 to 35 miles of wear and tear. Likewise, road mileage can also be a poor indicator of deterioration and wear.
- Technology, which is increasingly a factor in fire equipment design, becomes outdated even if the apparatus wear is not as significant. In some departments, crews at different fire stations deal with widely different technology on pumpers simply because of the age of the equipment. These differences can be significant, affecting everything from safety and lighting systems to automated digital pump pressure controls and injection foam generation.

National Fire Protection Association (NFPA) 1901: Standard for Automotive Fire Apparatus is a nationally recognized standard for the design, maintenance, and operation of fire suppression apparatus.¹³ The issue of replacement cycles for various types of apparatus has been discussed in the committee that develops the standard for many years. In developing its latest edition, the NFPA Fire Department Apparatus Committee called for a life cycle of 15 years for front-line service and 5 years in reserve status for engines, 20 years in front-line service and 5 years in reserve status for ladder trucks.

Does this mean that a fire engine cannot be effective as a front-line pumper beyond 15 years? A visit to many departments in the United States might prove otherwise. Small, volunteer fire departments with only a hundred or so calls per year often get up to 25 years from a pumper, though the technology is admittedly not up-to-date. Likewise, busy downtown fire stations in some urban communities move their engines out of front-line status in as little as 8 years. In addition, rural off road utilization of heavy fire apparatus can cause significant wear and tear on apparatus and significantly shorten the life expectancy of the apparatus well below nationally recommended standards.

The reality is that it may be best to establish a life cycle for use in the development of replacement funding for various types of apparatus; yet, apply a different method (such as a maintenance and performance review) for actually determining the replacement date in real life, thereby achieving greater cost efficiency when possible.

In order to accurately provide financial modeling that addresses capital replacement for future regional fire protection models in this report, a standardized capital replacement planning and funding methodology is referenced. Upon adoption of the referenced model or another standardized capital replacement program, planning should be based on an annual evaluation system, assigning points

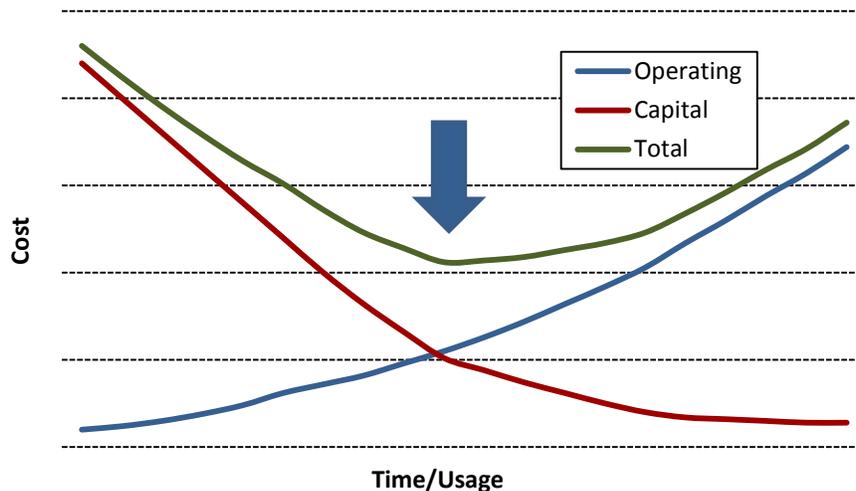
¹³ *NFPA 1901: Standard for Automotive Fire Apparatus*, 2009 edition.

relative to observations that are revisited annually as a part of the budget process. The criterions evaluated are:

- Reliability
- Maintenance Cost
- Condition

The conceptual model that has been utilized in this report is based on the *Economic Theory of Vehicle Replacement*. The theory states that, as a vehicle ages, the cost of capital diminishes and its operating cost increases. The combination of these two costs produces a total cost curve. The model suggests the optimal time to replace any piece of apparatus is when the operating cost begins to exceed the capital costs. This optimal time may not be a fixed point, but rather a range of time. The flat spot at the bottom of the total curve in the following figure represents the replacement window.

Figure 76: Economic Theory of Vehicle Replacement



Shortening the replacement cycle to this window allows an apparatus to be replaced at optimal savings to the department. If an agency does not routinely replace equipment in a timely manner, the overall reduction in replacement spending can result in a quick increase of maintenance and repair expenditures. Officials who assume that deferring replacement purchases is a good tactic for balancing the budget need to understand two possible outcomes that may happen because of that decision:

- 1) Costs are transferred from the capital budget to the operating budget.
- 2) Such deferral may increase overall fleet costs.

Regardless of its net effect on current apparatus costs, the deferral of replacement purchases unquestionably increases future replacement spending need and may impact operational capabilities and safe and efficient use of the apparatus.

As stated earlier, participating agencies have varying levels and types of apparatus replacement schedules and funding sources for their emergency fleet. In some cases the participating agencies have not formally identified what it considers to be acceptable vehicle service lives.

While a regional provider may elect to use differing values, the following table lists an example of vehicle service lives that are typically used:

Figure 77: Sample Vehicle Life Expectancy and Replacement Cost

Vehicle Type	Life Expectancy	Replacement Cost
Ambulance	10	155,000
Light Rescue Truck	10	140,000
Med Rescue Truck	15	350,000
Commercial Pumper	15	320,000
Custom Pumper	15	550,000
Water Tender	15	340,000
Ladder	20	900,000
Wildland	15	140,000

The following “SAMPLE” replacement schedule is based on the aforementioned vehicle economic replacement theory; ESCI replacement cost projections and NFPA vehicle life span standards. This vehicle replacement schedule combines all capital vehicles that are included in the current condition analysis. This model accounts for emergency response apparatus (no staff vehicles) from all participating agencies and is intended to provide annual capital replacement funding requirements for the regional model options and future financial forecasts in this report. The current funding amount required in the schedule is not included in future budget forecasts and can be addressed by the participating agencies through grants, reserves or deferred replacements. The *annual capital funding* requirements are included in the financial modeling and future cost projections.

Figure 78: Sample Vehicle Life Replacement and Funding Schedule

Unit	Year	Current Age	Life Expectancy	Replacement Year	Replacement Cost	Current Cash Requirements	Annual Fund Contributions
E421	2008	5	15	2023	\$550,000	\$183,333	\$36,667
E422	2008	5	15	2023	\$550,000	\$183,333	\$36,667
E423	2001	12	15	2016	\$550,000	\$440,000	\$36,667
T4	2001	12	20	2021	\$900,000	\$540,000	\$45,000
WT4 ¹⁴	1988	25	15	OVERDUE	\$340,000	\$340,000	NA
WT7	1991	22	15	OVERDUE	\$340,000	\$340,000	NA
MED4	2004	9	10	2014	\$155,000	\$139,500	\$15,500
HB4 ¹⁵	1993	20	15	OVERDUE	\$140,000	\$140,000	NA

¹⁴ WT4 was sold during the report writing
¹⁵ Scheduled for replacement in May, 2015

Unit	Year	Current Age	Life Expectancy	Replacement Year	Replacement Cost	Current Cash Requirements	Annual Fund Contributions
BR418	2011	2	15	2026	\$140,000	\$18,667	\$9,333
E 427	2005	8	15	2020	\$550,000	\$293,333	\$36,667
HB 7 ¹⁶	1993	20	15	OVERDUE	\$140,000	\$140,000	NA
BR 417	2011	2	15	2026	\$140,000	\$18,667	\$9,333
E813	2001	12	15	2016	\$550,000	\$440,000	\$36,667
E814	1991	22	15	OVERDUE	\$550,000	\$550,000	NA
E815 ¹⁷	1991	22	15	OVERDUE	\$550,000	\$550,000	NA
WT8 ¹⁸	1988	25	15	OVERDUE	\$340,000	\$340,000	NA
R8	2003	10	15	2018	\$350,000	\$233,333	\$23,333
HB8	2012	1	15	2027	\$140,000	\$9,333	\$9,333
BR816	2013	0	15	2028	\$140,000	\$0	\$9,333
BR812	1990	23	15	OVERDUE	\$140,000	\$140,000	NA
1171	2010	3	15	2025	\$550,000	\$110,000	\$36,667
1172	2009	4	15	2024	\$550,000	\$146,667	\$36,667
1173	1993	20	15	OVERDUE	\$550,000	\$550,000	NA
WT-11	1989	24	15	OVERDUE	\$340,000	\$340,000	NA
Medic 11	1997	16	10	OVERDUE	\$155,000	\$155,000	NA
BR-11	2009	4	15	2024	\$140,000	\$37,333	\$9,333
BR-1122	1983	30	15	OVERDUE	\$140,000	\$140,000	NA
Engine 13	2014	-1	15	2029	\$550,000	-\$36,667	\$36,667
Engine 14	2004	9	15	2019	\$550,000	\$330,000	\$36,667
Tender 13	2006	7	15	2021	\$340,000	\$158,667	\$22,667
Tender 14	1991	22	15	OVERDUE	\$340,000	\$340,000	NA
Brush 13	2009	4	15	2024	\$140,000	\$37,333	\$9,333
Brush 14	1999	14	15	2014	\$140,000	\$130,667	\$9,333
Rescue 13	2011	2	15	2026	\$140,000	\$18,667	\$9,333
Engine 16	2003	10	15	2018	\$550,000	\$366,667	\$36,667
Engine 15	1993	20	15	OVERDUE	\$550,000	\$550,000	NA
Total						\$8,413,833	\$578,833

¹⁶ Sold to Gaston in 2015

¹⁷ Scheduled for replacement, May, 2015

¹⁸ Scheduled for replacement, May, 2015

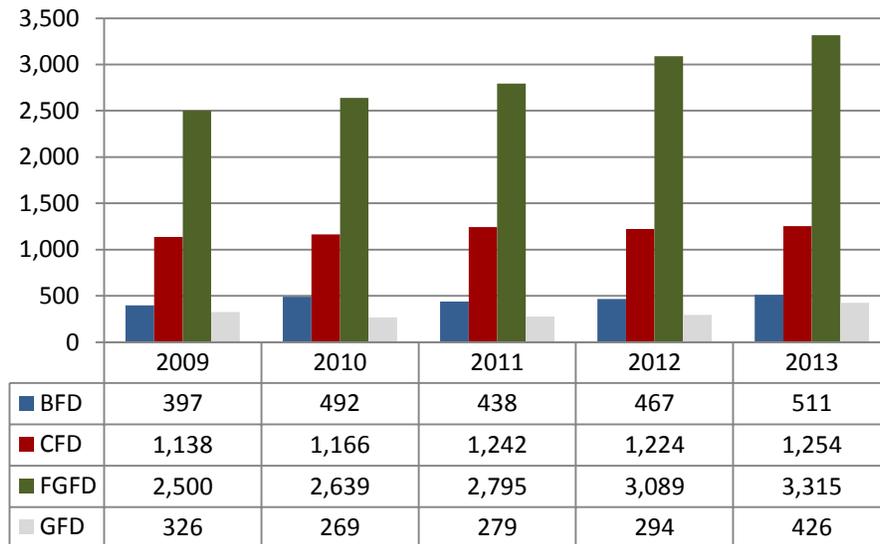
Service Delivery and Performance

In this section of the Cooperative Efforts Feasibility Study, ESCI reviews current service delivery and performance within the study area. Observations will be made concerning service delivery for the study area as a whole and for the individual agencies where appropriate and depending on the available data.

Service Demand

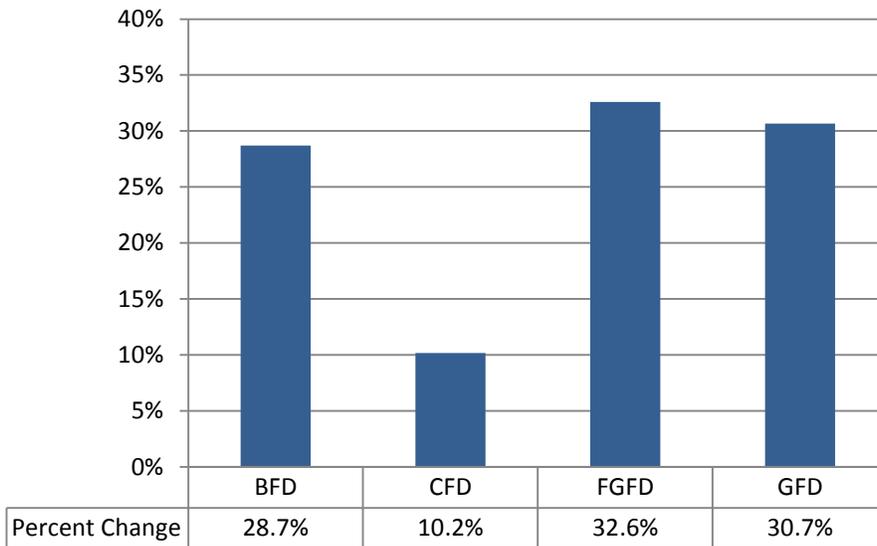
In the demand study, ESCI reviews current and historical service demand by incident type and temporal variation for the study area and the participating jurisdictions. GIS software is used to provide a geographic display of demand within the overall study area. The data used in this analysis is derived from National Fire Incident Reporting System (NFIRS) data provided by the individual agencies. Additional data from the Washington County Consolidated Communications Agency (WCCCA) is utilized in the temporal and geographic demand analysis. The figure below depicts historical service demand from 2009 through 2013.

Figure 79: Study Area Historical Service Demand, 2009 through 2013



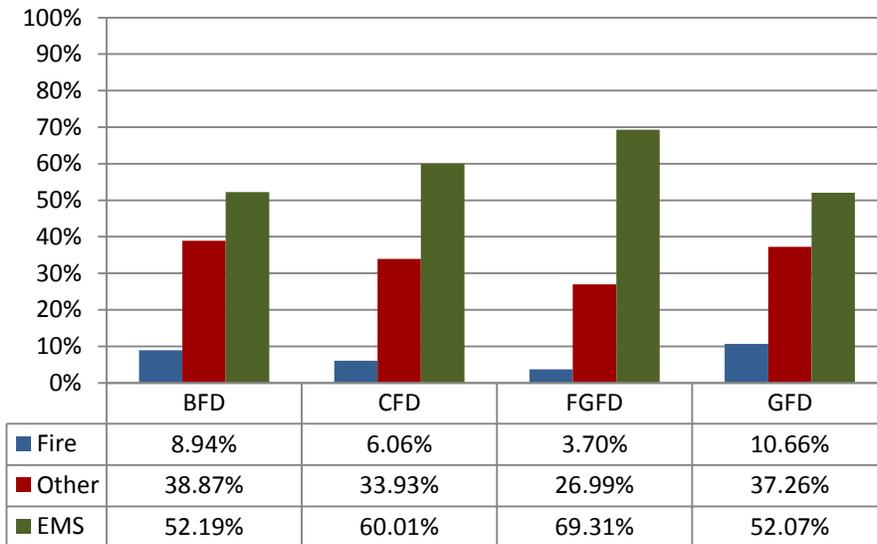
Demand for fire department services varies throughout the study area. Forest Grove Fire and Rescue experienced the greatest demand and Gaston Fire Department experienced the least demand during the time period displayed. The following figure displays the change in service demand over the last five years, summarized by agency.

Figure 80: Agency Percent Change in Service Demand, 2009 through 2013



The previous figure demonstrates that all of the participating agencies experienced an increase in service demand from 2009 to 2013. Overall, service demand increased by 26.3 percent within the study area. BFD, FGFD, and GFD experienced the greatest change; while CFD experienced the least growth in service demand. Figure 44 summarizes demand by incident type for each agency.

Figure 81: Agency Service Demand by Incident Type, 2009 through 2013

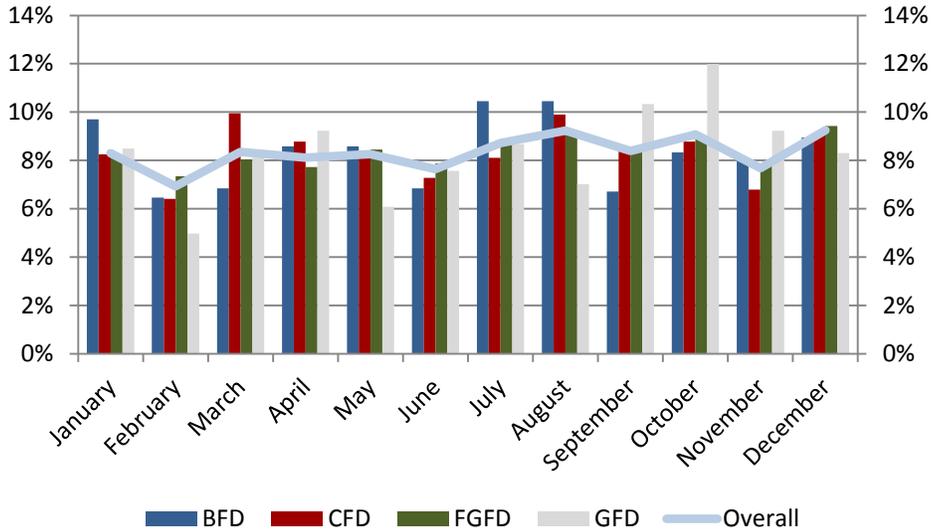


The percentages vary throughout the study area. However, EMS incidents constitute the greatest workload for all of the participating agencies and fires represent the lowest workload. *Fire* refers to all types of fires (structure, wild-land, vehicle, etc.). The *EMS* category includes all calls for medical service including Motor Vehicle Accidents and rescue incidents. The *Other* category refers to incidents such as hazmat, false alarms and cancelled calls, service calls, or weather related incidents. The percentages displayed above are comparable to similar fire jurisdictions in the region and nationally.

Temporal Variation

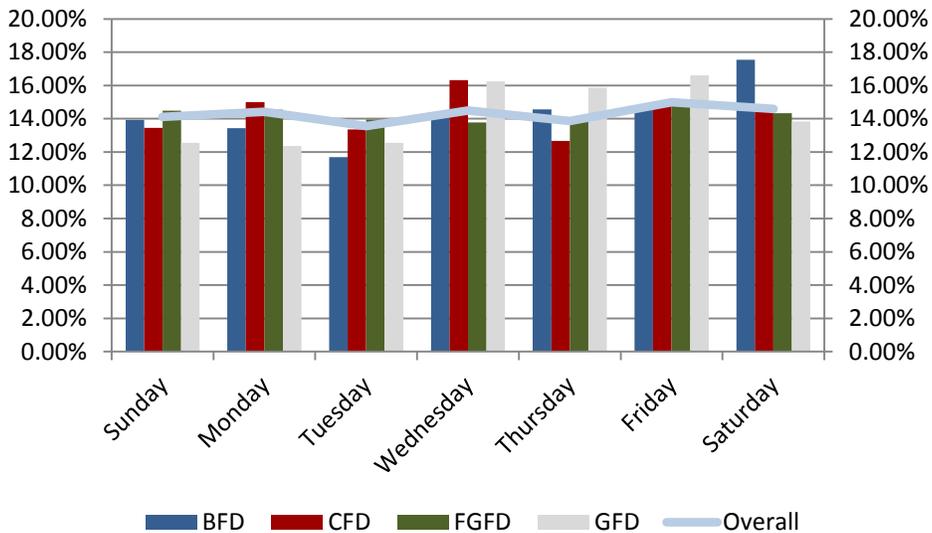
A temporal analysis of incidents reveals when the greatest response demand is occurring. The following charts show how activity and demand changes for the study area and individual fire agencies based on various time measurements. The data used is 2012 and 2013 WCCCA data for each participating agency.

Figure 82: Study Area Service Demand by Month, 2012 and 2013



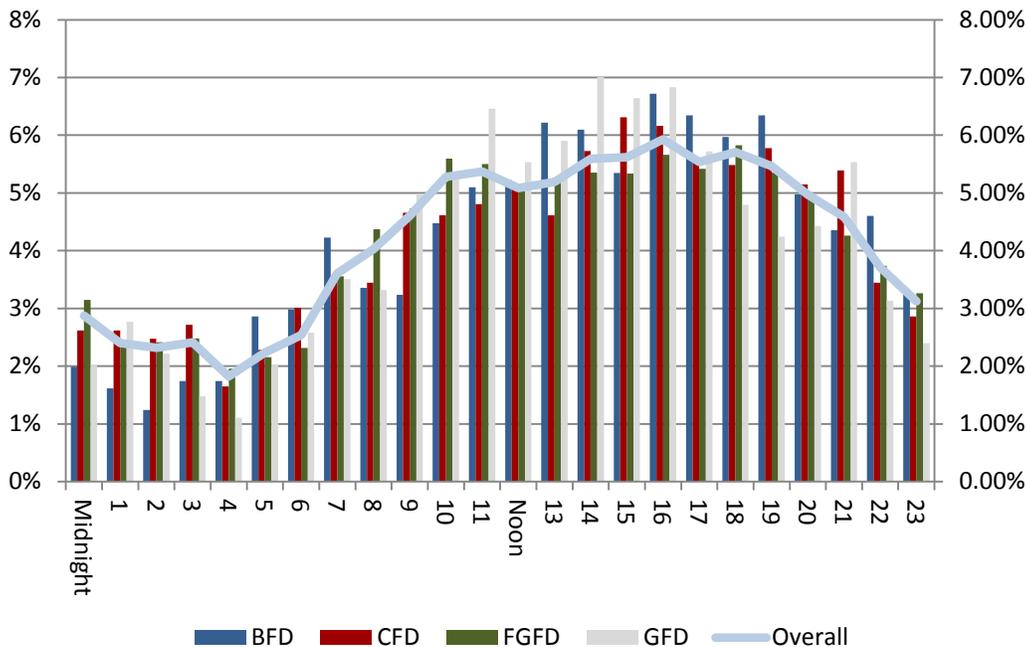
Service demand across the departments is highly variable. Overall service demand varies from a low of nearly 7 percent in February to a high of 9.24 percent in August. The following figure looks at service demand by day of the week.

Figure 83: Study Area Service Demand by Day of the Week, 2012 and 2013



Again, service demand by day of the week varies for each jurisdiction. Overall, service demand varies within a range of approximately 1.5 percent between the lowest demand (Tuesdays) and the highest demand on Fridays. The last temporal analysis of service demand examines demand summarized by hour of the day.

Figure 84: Study Area Service Demand by Hour of the Day, 2012 and 2013

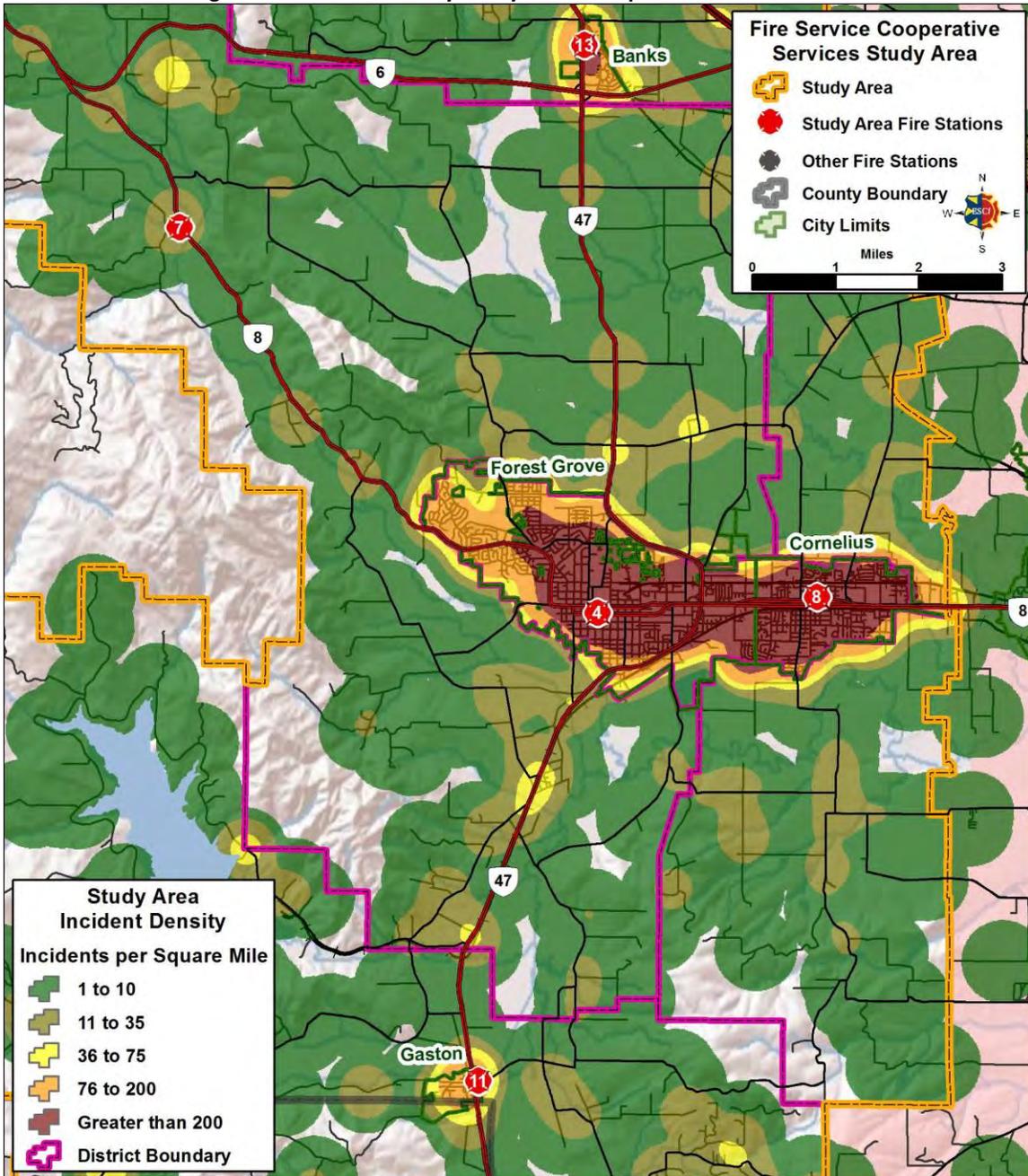


The following figure demonstrates a distinct curve that closely follows typical population activity patterns. Incident activity begins to increase in the morning and continues to increase throughout the workday. Demand gradually decreases throughout the evening and early morning hours. Over 63 percent of service demand in the study area occurred between 08:00 AM and 8:00 PM.

Geographic Service Demand

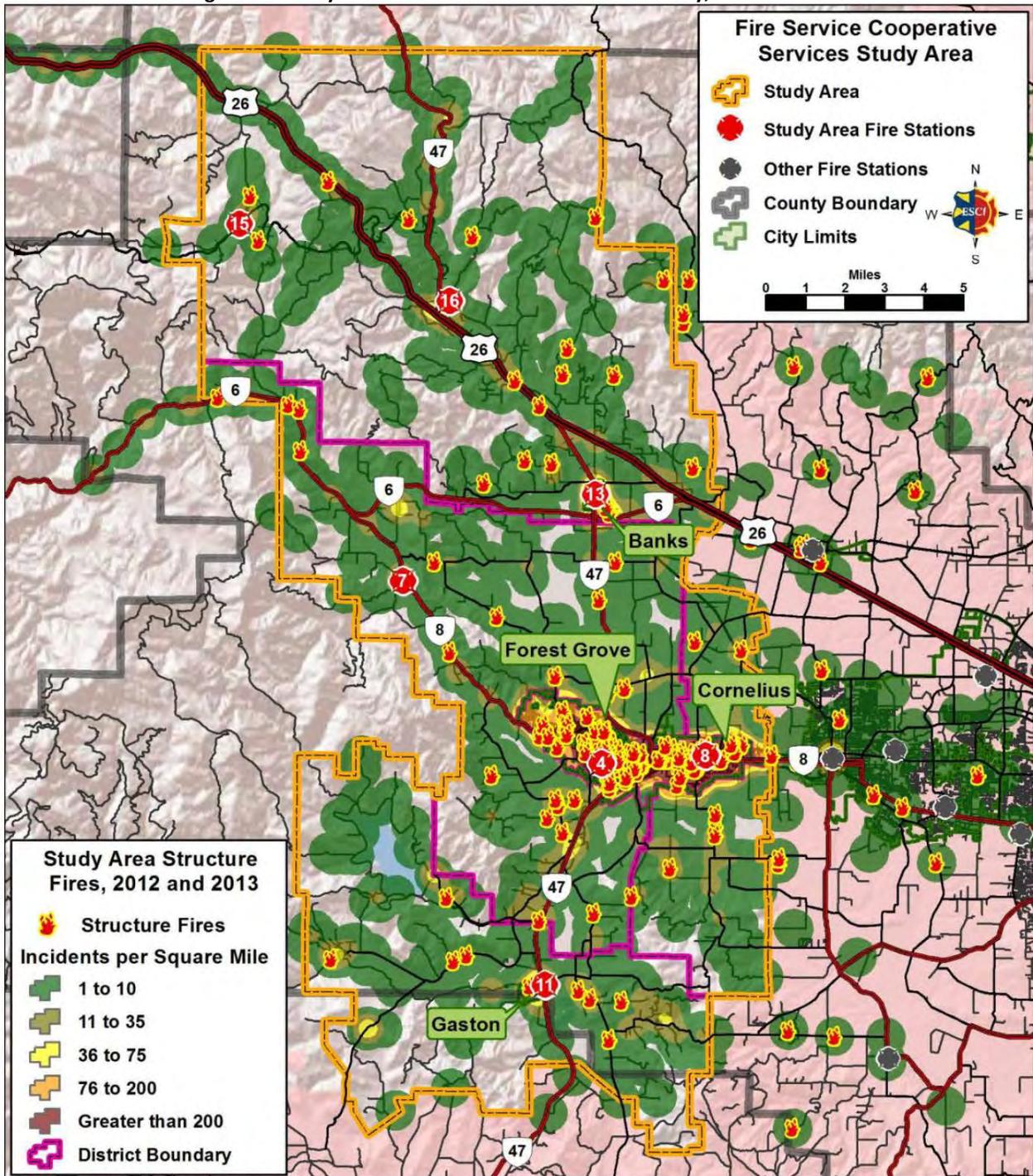
In addition to the temporal analysis of service demand, it is useful to examine the geographic distribution of service demand. Utilizing the WCCCA data, ESCI calculates the mathematical density of incidents in 2012 and 2013 throughout the study area.

Figure 86: Incident Density-Study Area Incorporated Communities



The following figure more clearly demonstrates the higher incident density in Forest Grove and Cornelius and also in Banks and Gaston. The previous two figures demonstrate incident density for all incident types. EMS incidents constitute the majority of these incidents. In the following figure, Fire incidents are displayed over the overall incident density data.

Figure 87: Study Area Fire Incidents and Incident Density, 2012 and 2013

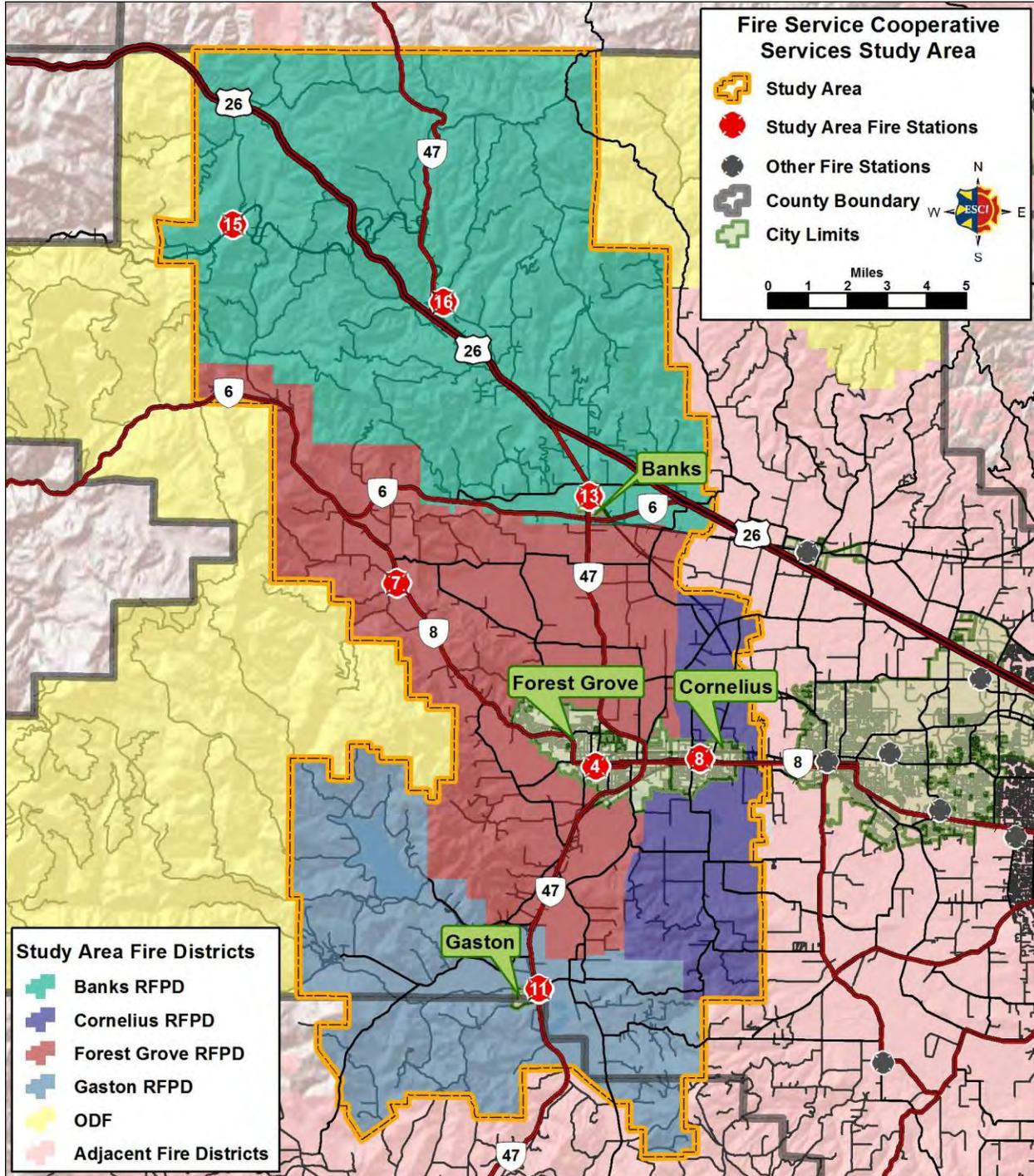


Fire incidents are the least frequent incident type in the data set. However, fires are distributed throughout the study area in a pattern that is similar to the overall incident density data.

Resource Distribution

In the distribution analysis, ESCI presents an overview of the current distribution of fire agency resources in the study area. The figure below displays the Cooperative Services Study area and the participating fire jurisdiction.

Figure 88: Fire Service Cooperative Services Study Area



The study area encompasses approximately 283 square miles in western Washington County and a portion of Yamhill County. The participating agencies serve the area from seven fire stations distributed throughout their respective service areas. Forest Grove Fire and Rescue and Cornelius Fire Department provide service to the rural protection districts around the cities by intergovernmental agreement. The cities of Banks and Gaston are included in the rural fire protection districts. The following two figures depict the distribution of population throughout the study area.

Figure 89: Study Area Population Density, 2010 Census Blocks

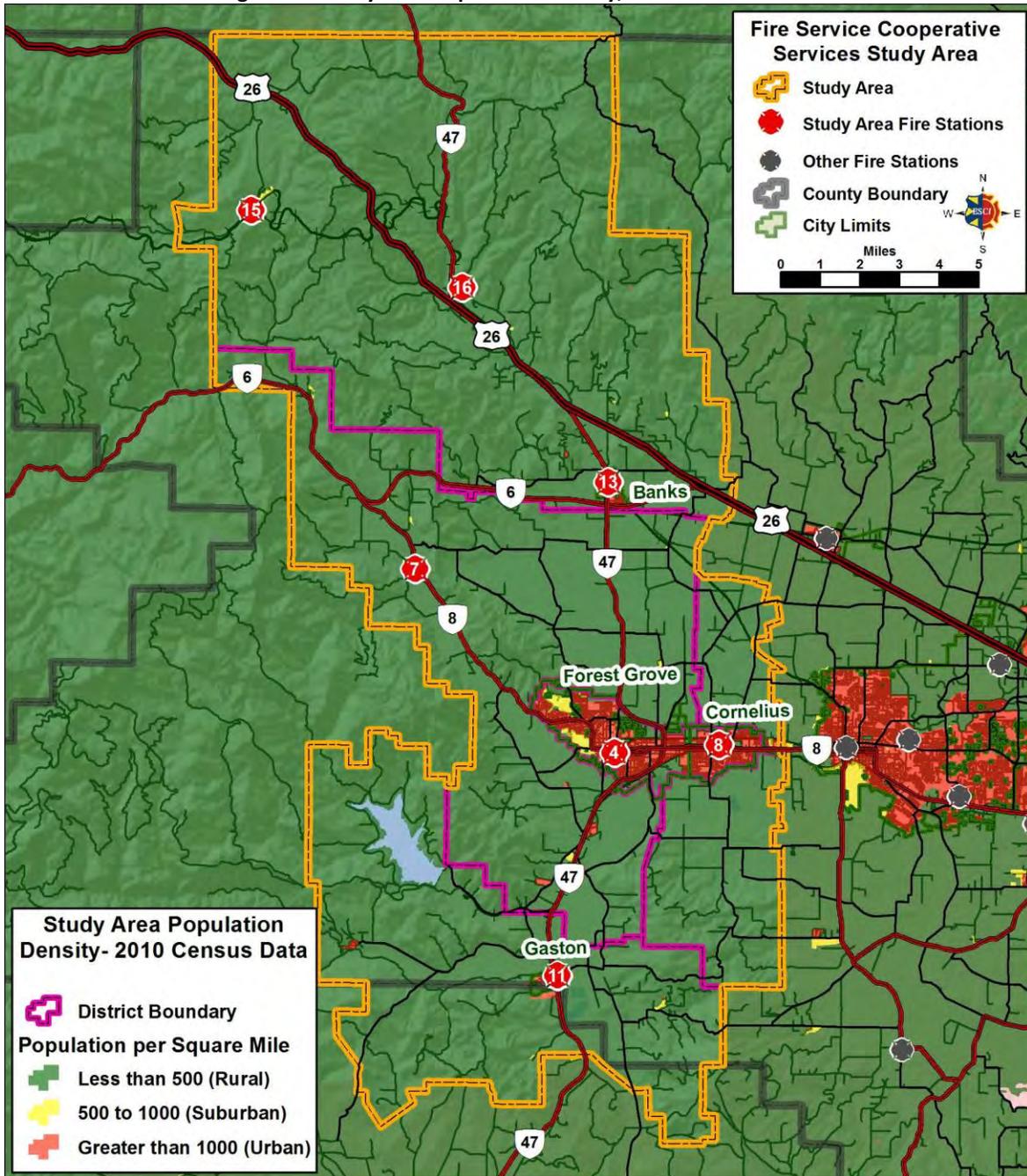
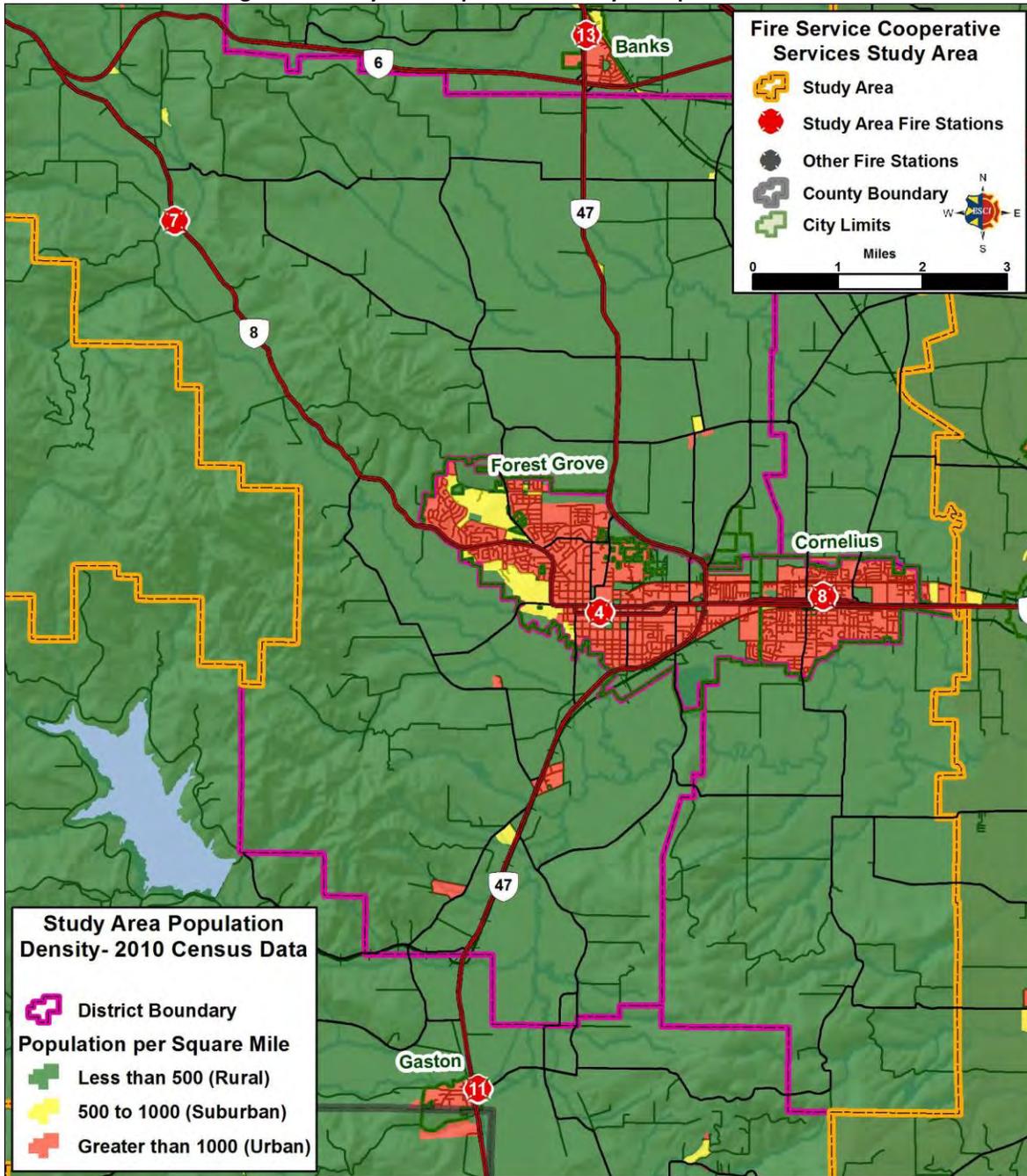


Figure 90: Study Area Population Density-Incorporated Cities

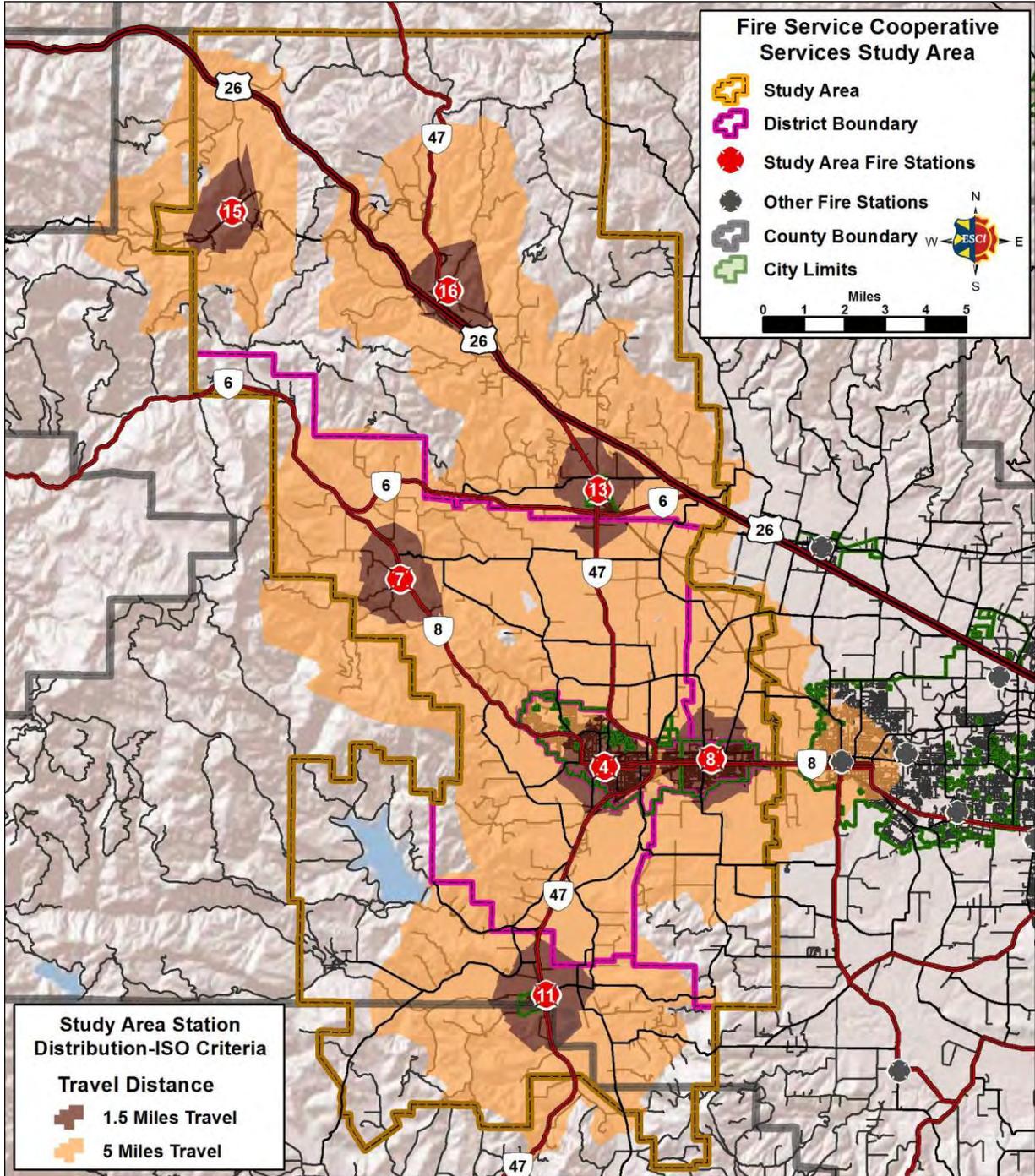


The study area is largely rural with the majority of the population concentrated in Forest Grove and Cornelius. Over 65 percent of the estimated 50,000 to 55,000 residents within the study area reside in these two communities. Note that the areas with the highest population density correspond with the areas of highest incident density displayed in the demand analysis.

The Insurance Services Organization (ISO) is a national insurance industry organization that evaluates fire protection for communities across the country. A jurisdiction's ISO rating is an important factor when considering fire station and apparatus distribution, as it can affect the cost of fire insurance for

fire district individuals and businesses. To receive maximum credit for station and apparatus distribution, ISO recommends that all “built upon” areas in a community be within 1.5 road miles of an engine company. Additionally, a structure should be within five miles of a fire station to receive any fire protection rating for insurance purposes. In the figure below, ESCI examines fire facility distribution by distance over the existing road network.

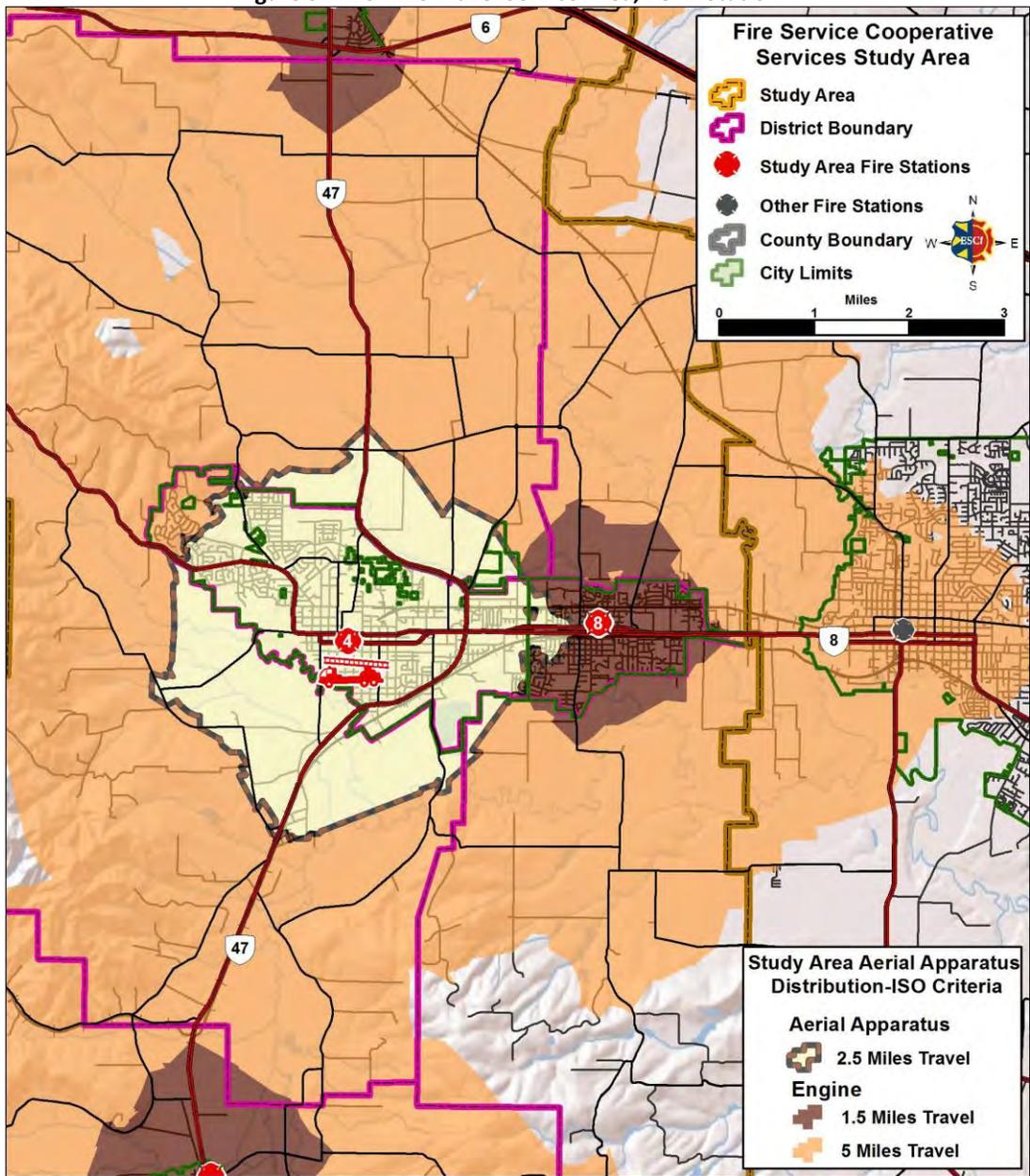
Figure 91: Study Area Station Distribution, ISO Criteria



Based on the ISO rating criteria, fire stations are appropriately located throughout the study area. Approximately 80 percent of the road network in the study area is within five miles travel of a fire station. Generally, the ISO 1.5 miles travel distance applies to municipal areas such as Forest Grove, Cornelius, Banks, and Gaston. The fire stations in these communities provide adequate coverage. The current fire station locations are deemed appropriate under current service demand and service delivery standards. As additional anticipated construction occurs in the northern area of Forest Grove, an additional station will need to be considered to meet current response time and effective firefighting force standards.

Similar to the 1.5 mile engine company criteria, ISO recommends that truck companies (aerial apparatus) be placed at 2.5 mile intervals in areas with buildings over six stories in height. Forest Grove Fire and Rescue staffs an aerial apparatus at Station 4 in Forest Grove. The next figure demonstrates the 2.5 mile service area for this aerial apparatus.

Figure 92: 2.5 Mile Travel Service Area, FGFD Station 4

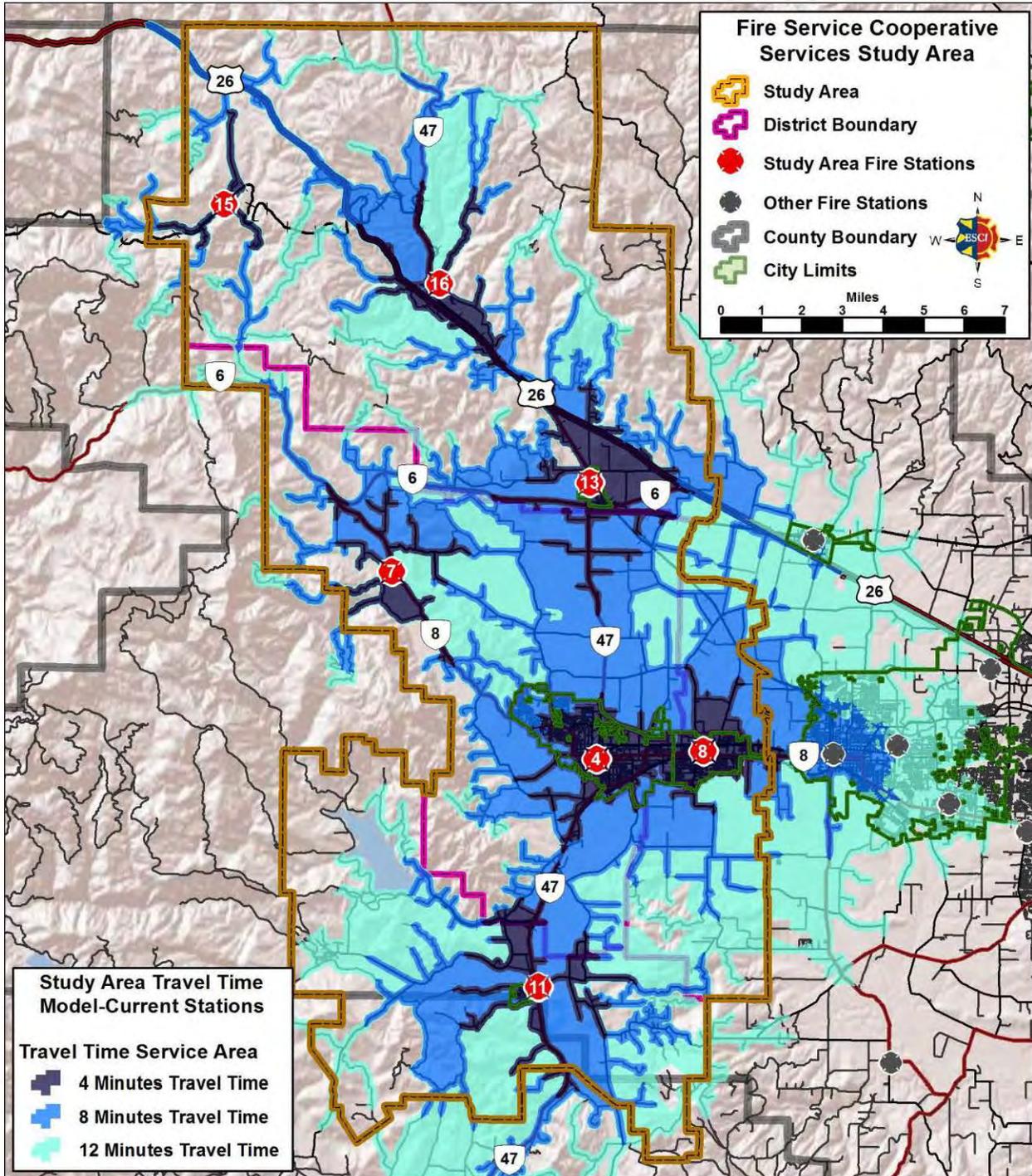


The aerial apparatus at Station 4 provides adequate coverage within the City of Forest Grove. This apparatus also responds into the City of Cornelius service area as part of automatic aid responses requiring an aerial apparatus.

ISO criteria are only one of many factors to consider when deploying fire department resources. The ISO criteria are primarily concerned with the geographic coverage of a service area and only address fire suppression. Equally as important, especially to all hazard fire agencies, is the time required to respond to a call for service and whether resources are located to serve the greatest amount of service demand within a jurisdiction's service area.

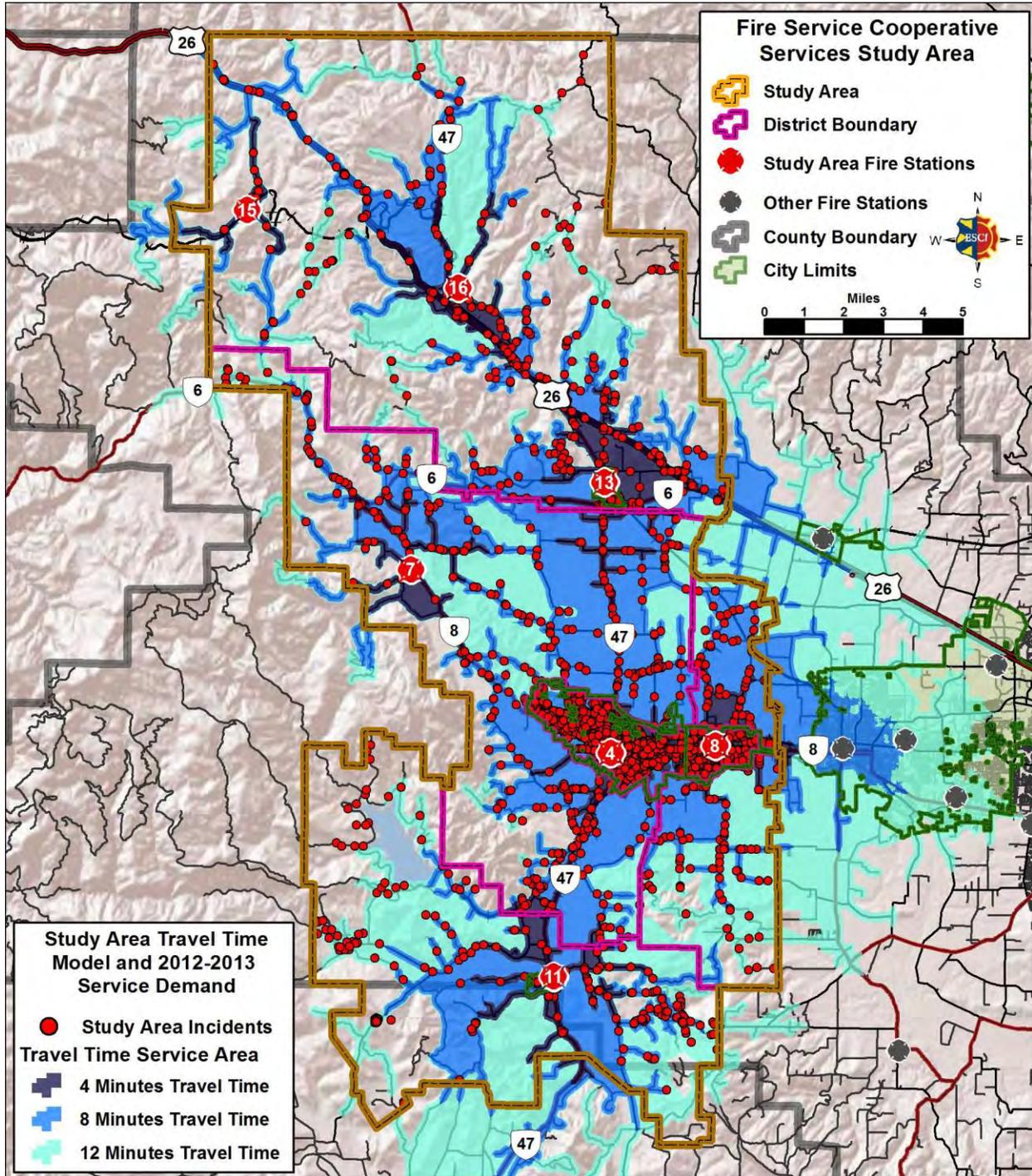
The following analysis demonstrates travel time over the existing road network. Travel time is calculated using the posted speed limit and adjusted for negotiating intersections and turns.

Figure 93: Study Area Travel Time Model



The geography and nature of the road network presents challenges to the fire jurisdictions within the study area. However, it is apparent in the figure above that the majority of the study area is within 8 to 12 minutes of a fire station. The next figure displays the 2012 and 2013 service demand over the travel time model.

Figure 94: Study Area Travel Time Model and 2012-2013 Service Demand



Based on the travel time model, study area apparatus are capable of reaching nearly all (97 percent) of historical service demand in eight minutes travel time. Approximately 87 percent of the 2012 and 2013 service demand is within 4 minutes travel of a fire station within the study area.

Figure 95: Service Demand Coverage by Agency, 2012 and 2013

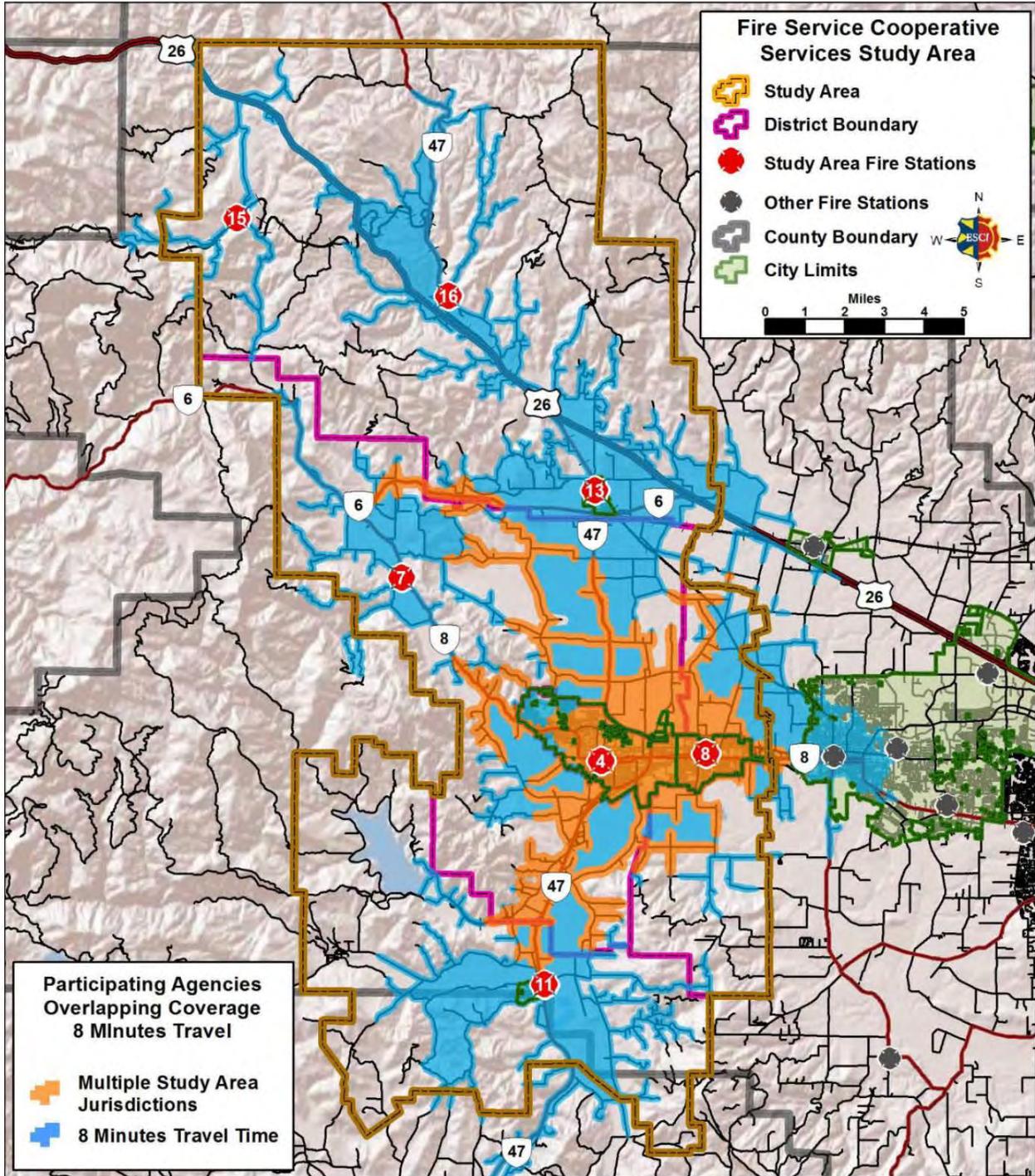
	4 Minutes	8 Minutes	12 Minutes
BFD	67%	93%	100%
CFD	91%	98%	100%
FGFD	86%	98%	100%
GFD	42%	74%	95%
Overall	87%	97%	99%

This figure summarizes the percentage of each agency’s service demand within four, eight, or twelve minutes travel of their respective fire stations. With a service area of 56 square miles and a single fire station, Gaston Fire Department displays the lowest percentage of coverage. Cornelius Fire Department demonstrates the highest percentage of coverage at the various time intervals displayed above. This can be attributed to the majority of CFD service demand occurring within the Cornelius city limits, which is within 4 minutes travel of the CFD fire station.

Resource Concentration

Standard firefighting procedures call for the arrival of the entire initial assignment (sufficient apparatus and personnel to effectively deal with an emergency based on its level of risk, referred to as Effective Response Force) within a specified amount of time. 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. In this analysis, ESCI examines the participating agencies’ ability to assemble multiple resources across the study area. The following figure uses the eight-minute travel time model to illustrate the portions of the study area within 8 minutes travel of 2 or more of the study area fire jurisdictions.

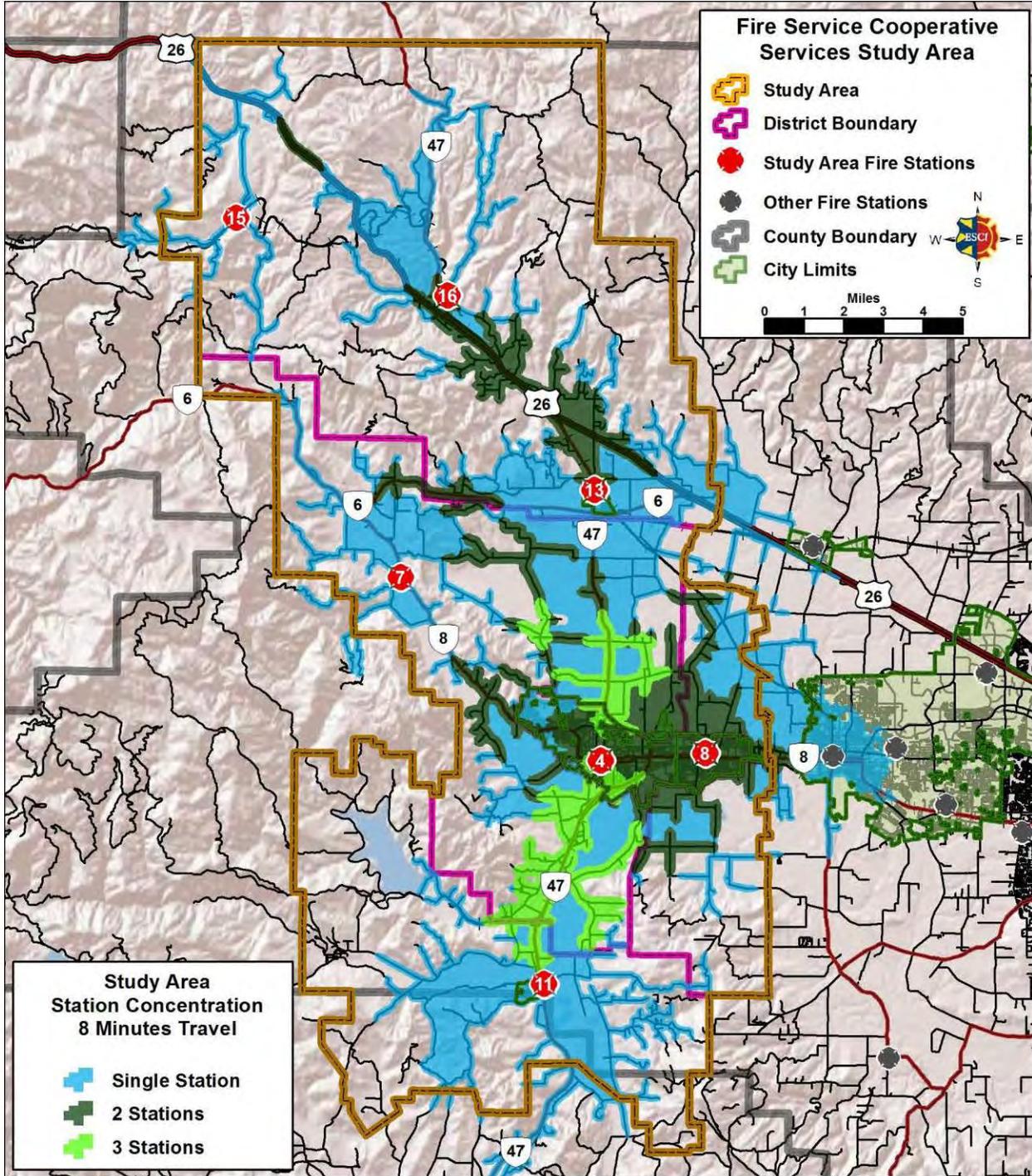
Figure 96: Study Area Multi-Jurisdictional Coverage, 8 Minutes Travel



The majority of the study area is within eight minutes travel of a fire station. The figure above demonstrates areas within the eight-minute travel of two or more jurisdictions. The area within eight minutes travel of multiple jurisdictions extends primarily along Highway 47 from south of BFD Station 13 to GFD Station 11 and east to west along Highways 6 and 8. The cities of Forest Grove and Cornelius are

entirely within 8 minutes travel of two or more jurisdictions. The next figure depicts the count of stations within 8 minutes travel time in the study area.

Figure 97: Study Area Station Concentration



As previously discussed, most of the study area is within 8 minutes travel of a single station. The figure above illustrates that the cities of Cornelius and Forest Grove, most of the Highway 47 corridor from

Gaston to Banks, and the area along Highway 26 from BFD Station 13 to BFD Station 16 is within 8 minutes travel of 2 or more study area facilities. The geography, rural nature, and travel distance between stations can negatively affect the time required to assemble an effective response force for incidents beyond the capabilities of a single engine company. Note that mutual aid resources are not included in this analysis. Available mutual aid resources and their travel time capabilities are discussed later in this report.

Response reliability

The workload of emergency response units can be a factor in response time performance. Concurrent incidents or the amount of time individual units are committed to an incident can affect a jurisdiction’s ability to muster sufficient resources to respond to additional emergencies.

In the figure below, ESCI examines 2012 and 2013 incidents for each agency and the overall study area; to find the frequency that the jurisdictions are handling multiple calls in their service areas. This is important because the more calls occurring at one time; the more stretched available resources become leading to extended response times from more distant responding available apparatus.

Figure 98: Study Area Concurrent Incidents, 2012 and 2013

	Single Incident	2 Incidents	3 Incidents	4 Incidents
BFD	94.8%	5.1%	0.1%	0.0%
CFD	96.8%	3.1%	0.1%	0.0%
FGFD	88.7%	10.8%	0.4%	0.0%
GFD	97.4%	2.6%	0.0%	0.0%
Overall	80.3%	17.3%	2.2%	0.2%

In the study area, over 80 percent of service demand occurred as a single incident. Nearly 20 percent of the time, 2 or more incidents were in progress. With the greatest service demand FGFD displays the highest percentage of concurrent incidents. GFD demonstrates the lowest percentage of simultaneous incidents. The percentage of concurrent incidents experienced in both the overall study area and the individual agencies does not appear to be excessive; and is similar to that of comparable areas with a like amount of service demand.

Unit hour utilization (UHU) describes the amount of time that a unit is not available for response because it is already committed to another incident. The larger the number, the greater its utilization and the less available it is for assignment to subsequent calls for service. UHU rates are expressed as a percentage of the total hours in a year. The following figures display the amount of time primary response apparatus were committed to an incident in 2013.

Figure 99: BFD Unit Hour Utilization, 2013

BFD Unit Hour Utilization		
Apparatus	Time Committed	UHU
BR13	33:36:39	0.38%
E13	117:00:18	1.34%
E14	53:59:29	0.62%
E15	24:10:24	0.28%
E16	22:51:25	0.26%
R13	190:10:51	2.17%

Figure 100: CFD Unit Hour Utilization, 2013

CFD Unit Hour Utilization		
Apparatus	Time Committed	UHU
E813	132:04:04	1.51%
E814	121:23:59	1.39%
E815	89:29:37	1.02%
R8	92:15:13	1.05%

Figure 101: FGD Unit Hour Utilization, 2013

FGD Unit Hour Utilization		
Apparatus	Time Committed	UHU
E421	722:41:15	8.25%
E422	245:35:59	2.80%
E423	58:01:03	0.66%
E427	17:17:25	0.20%
MED4	117:02:07	1.34%
T4	32:51:02	0.38%
WT4	160:36:32	1.83%
WT7	32:11:48	0.37%

Figure 102: GFD Unit Hour Utilization, 2013

GFD Unit Hour Utilization		
Apparatus	Time Committed	UHU
E1171	56:25:07	0.64%
E1172	40:30:05	0.46%
R11	77:11:43	0.88%

Unit hour utilization varies by apparatus and agency throughout the study area. The first out engine at FGFD Station 4 displays the highest utilization rate for any apparatus. Note that staff vehicles, utility vehicles, and specialty apparatus (tender, boat, Hazmat, etc.) with a utilization rate of less than 0.15 percent (approximately 13 hours annually) are not displayed in the figures above.

The CPSE Standards of Cover document and other studies indicate that UHU rates in the range of 25 to 30 percent for fire and EMS apparatus can lead to personnel burnout issues and can negatively affect response performance. While Current UHU rates in the study area are not approaching the levels mentioned, it is notable that engine 421 and 422 alternate as first responding units due to a significant workload and service demand. Concurrent incidents and unit hour utilization do not appear to be factors affecting service delivery in the study area at this time.

Response Performance

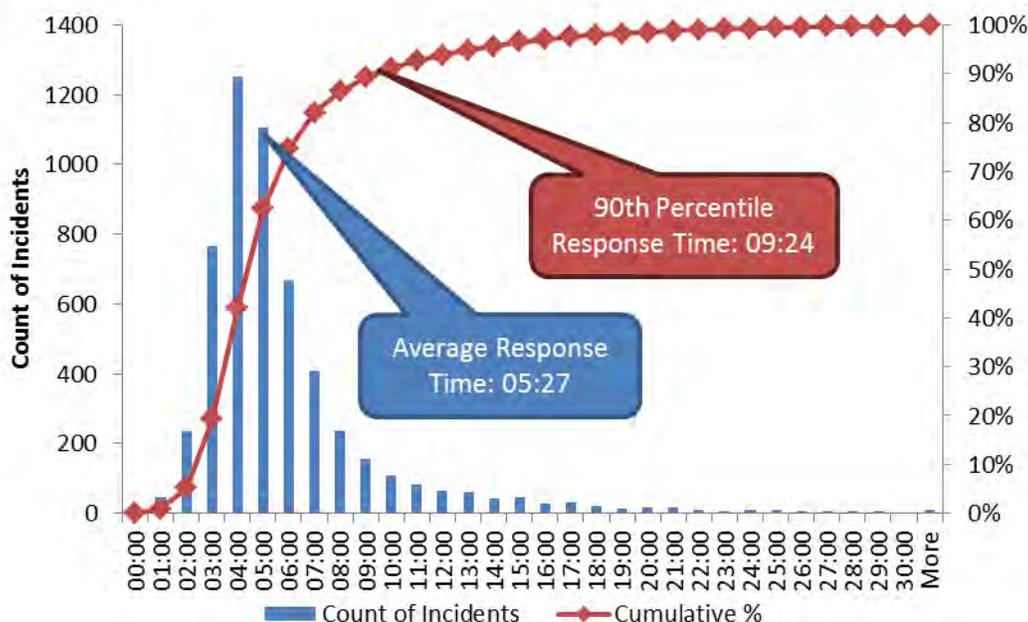
In the performance summary, ESCI examines emergency incident response time performance for the study area as a whole and for the individual agencies. The data for this analysis is the 2012-2013 WCCCA data provided by the participating agencies. Non-emergency incidents, mutual aid incidents outside the study area, data outliers, and invalid data are removed from the data set whenever possible. Response performance is measured from when fire apparatus are dispatched to when the first apparatus arrives on scene.

In analyzing response performance, ESCI generates average and percentile measurements of response time performance. The use of percentile measurement of the components of response time follows the recommendations of industry best practices such as the Center for Public Safety Excellence (CPSE) Standard of Cover document and the National Fire Protection Association (NFPA) 1710 and 1720 standards.

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 data outliers, especially in small data sets. One extremely good or bad value can skew the 'average' for the entire data set. Percentile measurements are a better measure of performance since they show that the large majority of the data set has achieved a particular level of performance. The 90th percentile means that 10 percent of the values are greater than the value stated and all other data is at or below this level. This can be compared to the desired performance objective to determine the degree of success in achieving the goal.

The following figure provides a graphic representation of percentile measurement of response performance. The blue bars show the count of emergency incidents that occurred in one minute time increments. The red line demonstrates the cumulative percentage of emergency incidents that occurred in the given time increment or less.

Figure 103: Study Area Emergency Response Frequency, 2012-2013



The most frequently recorded response time for emergency calls is within the fourth minute (four to five minutes). The average is 5 minutes 27 seconds. 90 percent of emergency incidents were answered in 9 minutes 24 seconds or less during 2012 and 2013.

The response time continuum, the time between when the caller dials 9-1-1 and when assistance arrives, is comprised of several components:

- Processing Time – The amount of time between when a dispatcher answers the 9-1-1 call and resources are dispatched.
- Turnout Time – The amount of time between when units are notified of the incident and when they are en route.
- Travel Time – The amount of time the responding unit actually spends on the road to the incident.
- Response Time – A combination of turnout time and travel time and the most commonly used measure of fire department response performance.

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 call 9-1-1. This process begins for the fire department once the appropriate unit is dispatched by the communications center. NFPA 1221, the standard for fire service emergency dispatch centers, recommends that a call processing objective of one minute when measured at the 95th percentile. In short, 95 percent of all emergency incidents should be answered and dispatched within one minute of call receipt.

In the study area, emergency call taking and dispatch is handled by the Washington County Consolidated Communications Agency (WCCCA). Gaston Fire District is also dispatched by Yamhill County Communications (YCOM).

Turnout time is the period that begins when emergency personnel are notified to respond and ends when an apparatus begins to respond. Turnout time is an important piece of total response performance and can be influenced by factors such as staffed versus unstaffed fire stations, station design, or minimum staffing requirements before apparatus are allowed to respond. The following figure looks at turnout time performance for each agency in the study area.

Figure 104: Study Area Agency Emergency Turnout Time Performance, 2012-2013

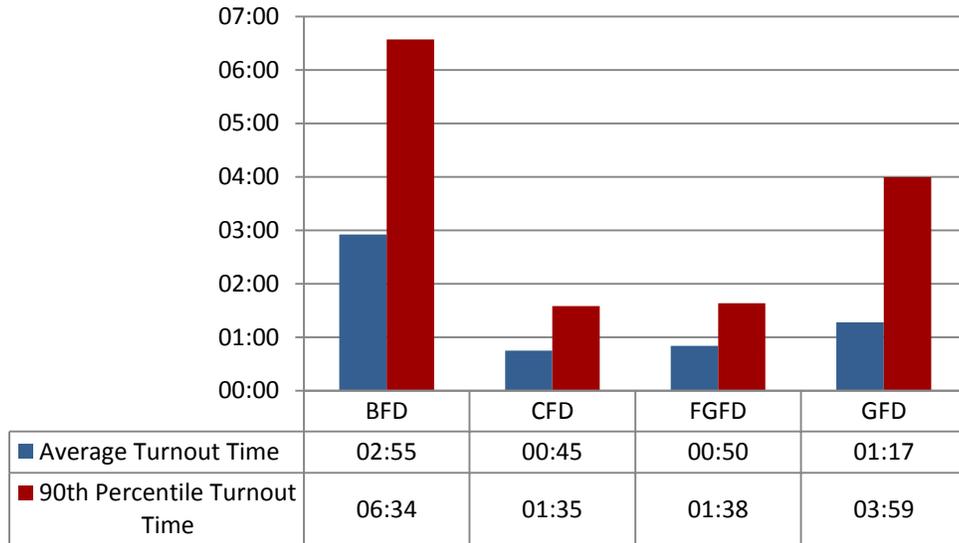
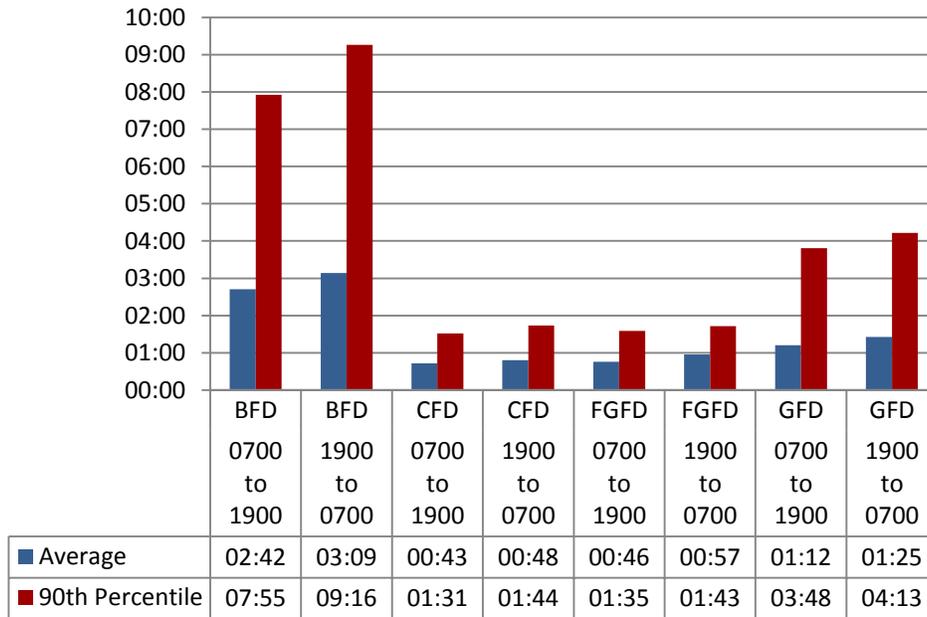


Figure 105: Study Area Agency Emergency Turnout Time Performance 0700-1900 and 1900-0700, 2012-2013

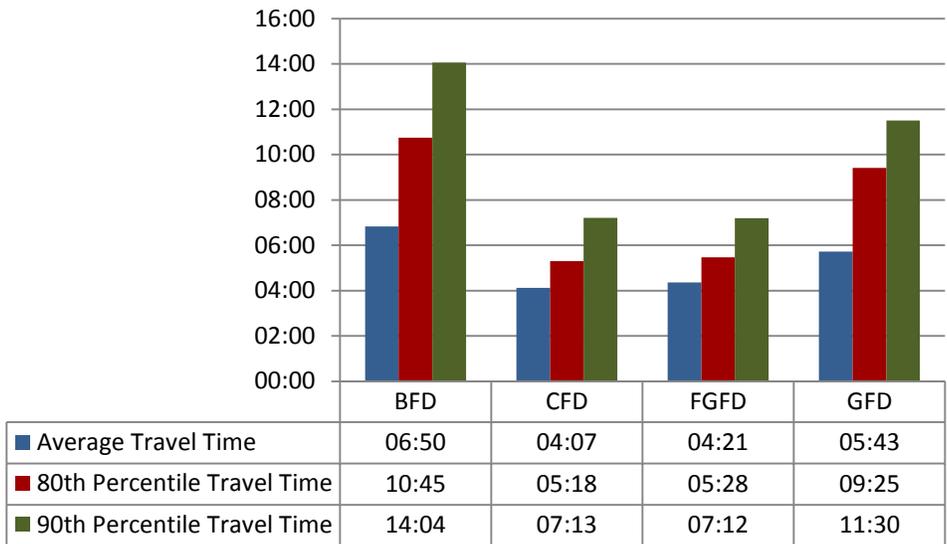


As seen in this figure, turnout time performance varies throughout the study area. Cornelius Fire and Forest Grove Fire demonstrate the best turnout time performance. This reflects the 24 hour staffing available at CFD Station 8 and FGFD Station 4, to staff a first out apparatus. BFD and GFD have extended turnout times, which can be attributed to minimal day time staffing and the time required for volunteer personnel to respond from home to staff fire apparatus.

In the second chart of the previous figure, turn out times for Forest Grove and Cornelius increase by approximately 10 seconds in the 90th percentile during night time hours accounting for sleeping and increased turn out time. This is a reasonable time increase given the existing staffing models. Banks and Gaston saw a 90 percentile increase between 20 and 30 seconds, given the nature of volunteer response from home during sleeping hours, this appears to be a reasonable increase, but may have an impact on incidents requiring a rapid response for emergency medical and or fire suppression responses.

Travel Time is the time from when an apparatus leaves the station to when the apparatus reaches the scene of the emergency. The existing road network, traffic congestion, geographic barriers, and the size of the service area all affect travel time performance. The following figure examines travel time performance throughout the study area.

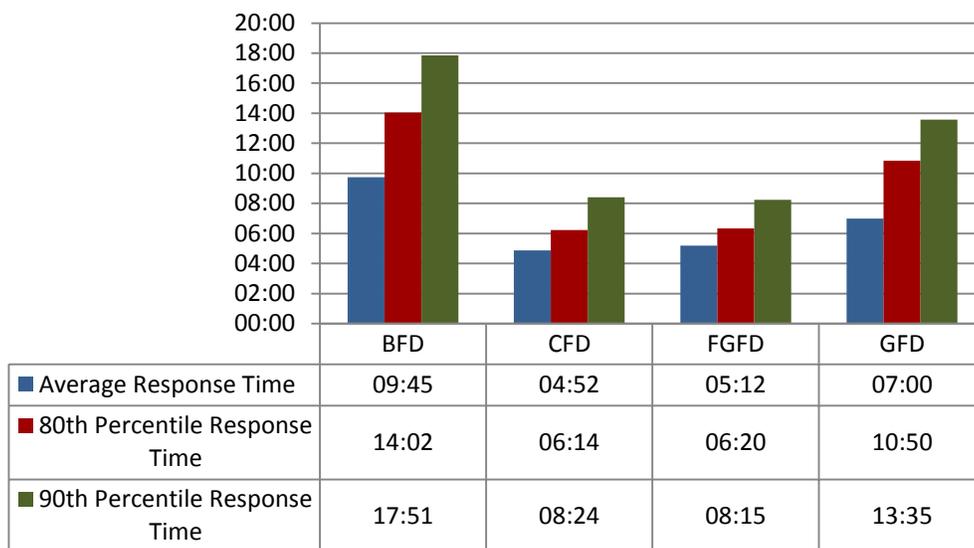
Figure 106: Study Area Agency Emergency Travel Time Performance, 2012-2013



As discussed in the Demand analysis, the majority of CFD and FGFD service demand occurs within the city limits of Cornelius and Forest Grove. These portions of the service area are within 4 minutes travel of Stations 8 and 4. Therefore it is not surprising that CFD and FGFD apparatus require the least amount of time to serve the majority of their respective emergency service demand. The geography and rural nature of the BFD and GFD service areas can necessitate prolonged travel times for BFD or GFD apparatus to reach the scene of an emergency.

The most commonly used measure of fire department response performance is a combination of turnout time and travel time. That is, the time from when fire personnel are notified of an emergency to when the first apparatus arrives on scene. The following figure illustrates emergency response performance for the study area jurisdictions during 2012 and 2013.

Figure 107: Study Area Agency Emergency Response Time Performance, 2012-2013



The response time performance for each of the study area jurisdictions demonstrates the effects of the differing turnout time and travel time performance previously discussed. None of the study area jurisdictions have formally adopted response performance goals. Fire service best practices documents such as the CPSE *Standards of Cover* document and NFPA 1720 *Standard for Volunteer or Combination Fire Departments* call for tiered response performance goals based on population density and service demand.

Monitoring and reporting performance for each of the components of the response continuum allows fire department leaders to identify and correct deficiencies. Note that both CFD and FGFD report response performance in their annual reports. ESCI encourages all of the study area agencies to develop a methodology for reporting response performance. The goal of collecting response data should be to develop response goals that match the needs of the constituents and the capabilities of the emergency jurisdictions.

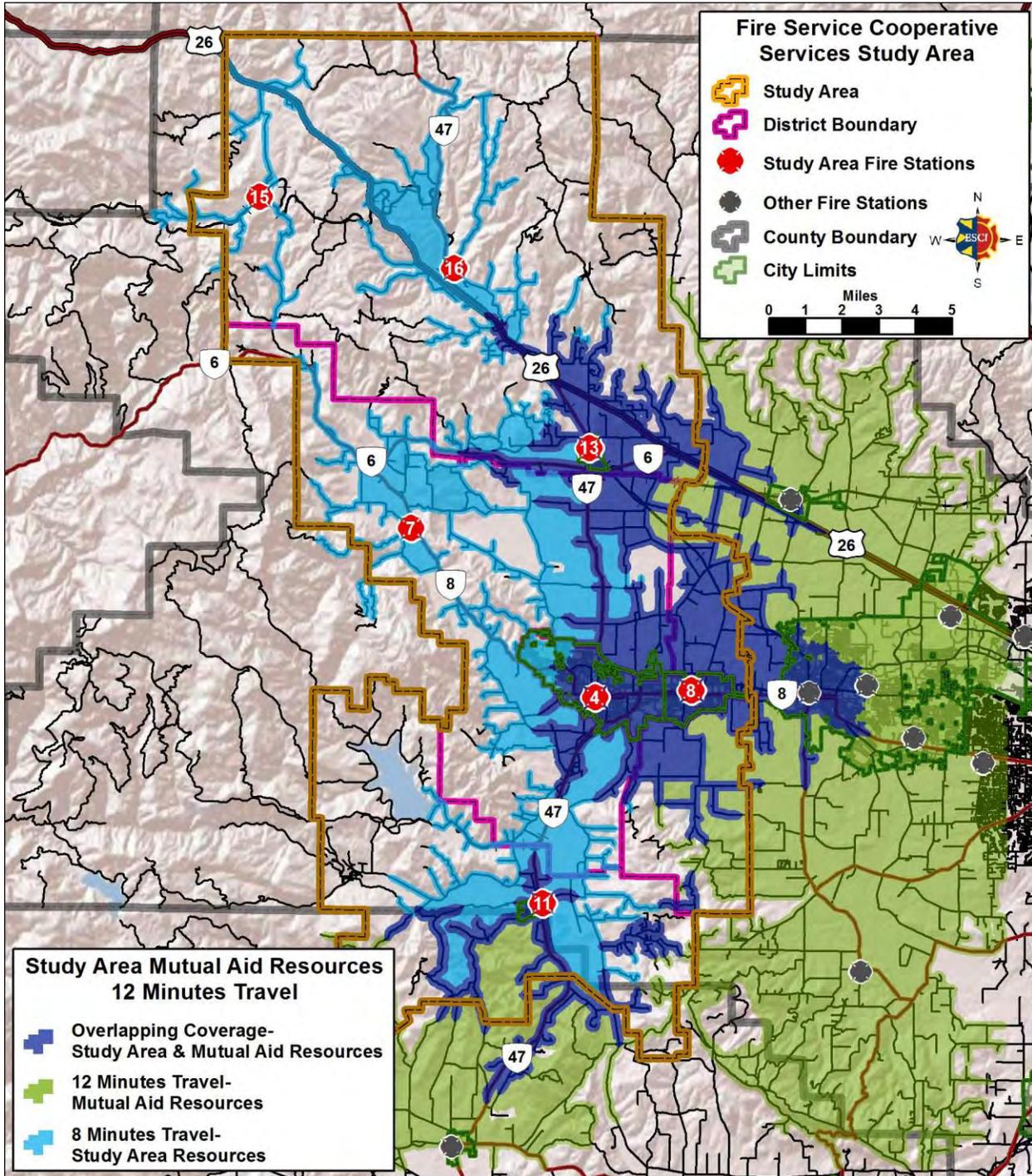
Mutual and Automatic Aid Systems

There are numerous mutual and automatic aid agreements in place between fire, police, and emergency medical agencies in Washington County and the study area. All four of the fire agencies participate in the Washington County Fire Defense Board Intra County Mutual Aid Agreement and also the Clatsop and Washington County Inter County Mutual Aid Agreement. BFD, CFD, FGFD, and GFD interact frequently with each other and other Washington, Clatsop, and Yamhill county fire jurisdictions. Much of the land inside the study area and the area surrounding the study area is undeveloped forest land that is protected by the Oregon Department of Forestry (ODF). Study area fire jurisdictions work with ODF wild-land fire suppression resources during the wild-land fire season.

Mutual aid is typically employed on an as needed basis where units are called for and specified through an Incident Commander. Automatic aid differs from mutual aid in that under certain mutually agreed upon criteria, resources from the assisting agency are automatically dispatched as part of the initial

response. These agreements facilitate closest unit dispatch to emergencies in boundary areas and allow for the dispatch of additional apparatus and personnel to specific predefined emergencies. Automatic aid response resources are defined in the dispatch run cards for all of the participating agencies. The following figure demonstrates the portions of the study area within 12 minutes travel of the study area.

Figure 108: Study Area Mutual Aid Resources-12 Minutes Travel



The primary providers of mutual aid or automatic aid resources to study area jurisdictions are Washington County Rural Fire District #2, Hillsboro Fire Department, Tualatin Valley Fire & Rescue, and Yamhill County Fire Protection District. Also, portions of Highway 47 north of the BFD Buxton Station 16 are within 12 minutes travel of the Vernonia RFPD station. ESCI was unable to model travel time from this station due to a lack of data. ODF station in Forest Grove is not included in the analysis above, since ODF apparatus and personnel are not equipped or trained for interior fire attack.

Mutual and automatic aid operations are an integral part of emergency operations within the study area. The study area jurisdictions effectively incorporate mutual or automatic aid between each other and with the surrounding fire jurisdiction. This increases the concentration of resources available to mitigate incidents throughout the study area.

Incident control and Management

BFD, CFD, FGFD, and BFD all use the Incident Command System (ICS) for tactical incident management and the National Incident Management System (NIMS) as their standard management protocol. These methodologies for managing emergency incidents are widely accepted industry standards and are incorporated appropriately into the operations of the study area agencies.

For a unified incident management approach to be effective, two components are necessary. The first is a process of cross training personnel from each agency collaboratively with their neighboring responders. Second, incident management techniques need to be employed as a matter of routine, even during small emergencies, to establish the system as a matter of course.

All four agencies use ICS for emergency scene management when operating singly or with other fire or EMS agencies during joint operations. ICS training is included in the annual training programs of each agency. The study area jurisdictions all have standard operating guidelines or procedures (SOG or SOP) addressing the use of the incident command system on emergency scenes. The agencies use the same system to monitor emergency scene safety and accountability (Passport). BFD, CFD, FGFD, and GFD appropriately utilize ICS and NIMS for emergency and non-emergency scene management.

Section II - Future Opportunities for Cooperative Efforts

Having completed the evaluation of current conditions process above, ESCI is now armed with the information necessary to effectively evaluate the opportunities that exist in the region for shared service delivery opportunities between the participating agencies. There are many ways that fire departments can work together, ranging from very fundamental sharing of resources and programs, up to and including legal assimilation of multiple agencies into one in the form of a merger or consolidation, where The balance of this report examines the multiple options that are available to the study agencies and provides insight and guidance where appropriate.

General Partnering Strategies

The following discussion identifies and explains the multiple approaches that may be accessed in the state of Oregon in regard to sharing services or partnering in the delivery of services with neighboring agencies. Available approaches are multiple and fall in a range from limited levels of partnering, many of which are already in place in the western Washington County area, up to complete integration of participating agencies into a single entity. To adequately discuss the partnering continuum, the terminology and statutory provisions that are available to decision makers must be understood. The following partner strategies, while not necessarily described by statute, differentiate between various approaches to partnering.

Intergovernmental Agreement (IGA) – In the state of Oregon, a contract for services between agencies as provided for by Oregon Revised Statute (ORS) Chapter 190, commonly referred to as “190 Agreements”.

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 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 service, training programs, fire prevention outreach or numerous other functional collaborative strategies.

This approach is already in place between Forest Grove Fire and Rescue and Forest Grove Fire Protection District. Under an intergovernmental agreement, FGFD provides essentially all of the fire district's services as well as those provided to the city of Forest Grove. A similar relationship has been in place for some time between the City of Cornelius Fire Department and the Cornelius Fire Protection District, in which the city fire department is the service delivery provider for both the city and the district. Recently, the concept has been taken to a higher level, by way of an IGA under which FGFD provides administrative and associated services not only to the Forest Grove Fire District, but also to both the City of Cornelius Fire Department, the Cornelius Rural Fire Protection District and the Gaston Fire Protection District as of May 1, 2015.

When two or more agencies enter a collaborative relationship, typically through an ORS 190 IGA, no permanent organizational commitment is made, and all decision-making power remains with each individual organization. Interagency collaboration can take many forms and may include shared administrative and support functions, combined operational practices, 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.¹⁹ 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 – The concept of legal integration 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.

¹⁹ ORS Chapter 190, *Cooperation of Governmental Units*, 2011 Ed.

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, or an agency dissolves, rendering it available for annexation.²⁰

These general partnership strategies and how they relate to the Forest Grove, Cornelius, Gaston, and Banks cities and districts are discussed in greater detail in the following section, beginning with a status quo approach and progressing incrementally to complete legal integration of the agencies. The following alternatives are discussed:

- Status Quo (continuation and expansion of existing IGAs)
- Operational unification through a contract for service Fire Authority (contract for full operational services with one host agency)
- Legal Integration (change of governance)
 - Merger
 - Consolidation
 - Annexation

Status Quo (continuation of current practices and Intergovernmental Agreements)

This option continues the current status of the Forest Grove and Cornelius organizations without change. FGFD and CFD continue to do business as they are today, including service provision to the two respective fire districts, as they do currently. There is no change to governance, staffing, or deployment of resources beyond the level of cooperation that is already in place. The current collaborative practices, through ORS 190 IGAs would remain in effect.

Gaston and Banks Fire Districts can continue to operate independently under this initiative, as they do at this writing. Each retains its own governance structure, under the direction of its existing board of directors and administration of each agency continues to be operated individually. While existing cooperative efforts between all of the participating agencies continue, the advantages that can be gained through increased levels of collaboration will not be realized.

²⁰ Oregon Department of Revenue, *Boundary Change Information*, pamphlet 150-504-405, 12/10, page 5.

Modification or Expansion of Existing IGAs

The existing IGAs in Forest Grove and Cornelius are effective and beneficial to both cities and both fire districts in multiple regards. As a result, the two city fire departments and two fire districts, essentially, function as one, a partnership that is proving to be successful.

As an expanded form of cooperative efforts, the existing IGA concept that exists in Forest Grove and Cornelius could be expanded. Both Gaston and Banks Fire Districts could implement the same, or similar, approaches to those used in the other agencies currently. 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 fire districts.

All of 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)
- Joint logistics supply services (functional unification)

²¹These potential IGA amendments more closely unify the two districts with the agencies that are involved in the IGA that is in place in Forest Grove and Cornelius cities and districts, while still maintaining the independence of the organizations. The factor of autonomy is often viewed positively by agencies because it retains the ability of the governmental entity to retain local control and decision-making. The 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 as well as the advantages that could be gained in terms of increased efficiency that are realized in a fully integrated long-term service delivery environment.

²¹ Oregon Department of Revenue, *Boundary Change Information*, pamphlet 150-504-405, 12/10, page 5.

Operational Unification through the establishment of a contract for service Fire Authority

The operational unification strategy takes the next step in the continuum of increased collaboration. Functional and operational collaboration move beyond the shared service delivery initiatives discussed above 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 city/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, 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 segue toward complete integration.

The concept could be expanded to include the Gaston and Banks districts, again via Intergovernmental Agreement. The process of doing so, however, should include careful assessment of operational command staff capacity to address the expanded workload and would likely necessitate the inclusion of current Gaston and Banks 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 a complete integration.

Legal Integration

Oregon Law provides for the complete integration of agencies as described at the beginning of this section in the form of merger, consolidation, or annexation. All three forms of integration require an affirmative vote of the electorate of the affected jurisdictions. The outcome of the three strategies is essentially the same, resulting in a single legal entity (a fire district) where once there were four fire districts and two cities. The law addresses the apportionment of existing debt and the makeup of the resulting fire board. Of all options for shared service, these integrations require the most exacting legal process.

The integration of fire protection services involves a change in 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 may annex into neighboring fire districts to take advantage of economies of scale, and to more effectively plan for an orderly expansion of the city within its urban growth boundary.

Merger

In the State of Oregon, complete integration of fire districts can be accommodated in one of two ways by statute: merger²² or consolidation.²³

A merger is a complete integration of two or more districts into one. One is absorbed into, and becomes part of, the other 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 of the districts involved in this study would require a decision as to which agency will be the surviving agency and which agency will dissolve into the surviving agency. The merger is subject to approval of the respective boards and the communities' voters.

In this study area, the merger approach is complicated by the fact that neither the city of Forest Grove or Cornelius falls within either of the fire districts, being stand-alone cities. As a result, if the districts were to merge, the cities would not be included. Were the approach to be utilized, the districts would need to coordinate with the cities to annex the cities into the surviving fire district, an approach that is very complex and likely to be problematic.

Consolidation

Differing from merger, a consolidation occurs when two or more fire districts cease to exist and an entirely new fire district is formed. Like a merger, employees and volunteers become members of the newly formed fire district. A newly elected Board of Directors replaces existing elected official positions of both the merging district and the merger district. New foundational documents, such as policies, ordinances, and resolutions must be created, requiring additional administrative work.

The issues of city involvement are similar as in the merger scenario, with an important exception. In Oregon, fire protection district can be established to include cities. In many cases the district provides fire protection throughout the district, which simply includes the city(s). In other instances in the state, the city operates the fire department and contracts services to the district, like is done in Forest Grove and Cornelius. The difference under the consolidation scenario is if an entirely new district is to be formed, it could be done so to be inclusive of the cities so that a single, stand-alone, fire protection would result to serve the entire area.

As with a merger, a consolidation requires approval of the district's electorate. The process, in a study area of this size with multiple existing jurisdictions involved is a highly complex one.

²² Oregon Revised Statute 198.705(14).

²³ Oregon Revised Statute 198.705(5).

Annexation

Oregon Statutes state: “Annexation includes the attachment or addition of territory to, or inclusion of territory in, an existing district.”²⁴ Annexations are more typical in the city/fire district relationship, where a city will ask voters to approve the annexation of the city into the fire district, and levy an agreed upon tax rate to be collected and turned over to the fire district. The fire district assumes all responsibility for fire protection within both the fire district’s and the city’s boundaries.

In the case of the study area fire districts, an annexation between the districts can occur only if one district(s) takes the step of dissolving, immediately followed by being annexed into the other fire district.²⁵ The cities (Forest Grove and Cornelius) could conceivably annex into their respective fire districts, however it is unlikely that appreciable gains would result from the process.

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. When those agencies include four fire districts and two cities the process becomes even more complex and challenging to accomplish. ESCI identified two key considerations that must be a litmus test for a strategy to be feasible.

Sustainability

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

Service Delivery

The second factor, which must be included in the evaluation, is the service level the participating agencies currently provide as 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.

Fire stations need to be located strategically so equipment and personnel can respond in their jurisdiction within an acceptable time frame. Stations should also be sited in a manner that provides adequate overlaps in coverage while avoiding excessive redundancy. The fire stations for each agency are located to provide an acceptable level of service to their existing service areas. However, they do not take into account potential response available from non-participating agencies. Along with station locations, the staffing configuration at the facilities will impact response performance and reliability.

²⁴ Oregon Revised Statute 198.705 [3]

²⁵ Oregon Department of Revenue, *Boundary Change Information*, pamphlet 150-504-405, 12/10, page 5.

With the above in mind, the following regional strategies presented 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 proposed service delivery models are based on a two-phase premise:

Phase 1

The initial phase builds upon the existing IGA agreement between the City of Forest Grove, the City of Cornelius, the Forest Grove Rural fire protection district and the subsequent City of Cornelius and the Cornelius Rural fire protections district agreement. This IGA has been established and deemed fair and equitable from the participating agencies. This phase would expand the existing contractual Fire Chief and administrative agreements to include the Gaston and Banks fire protection districts. This model will serve as a transitional step to give the participating agencies the opportunity to refine and build upon the existing service delivery platform to work toward one of the phase II service delivery models that results in a more integrated and fully consolidated regional fire protection model.

Phase II

This phase provides three integrated and consolidated service delivery models. Each model as described below presents participating agencies with unique benefits and challenges. The options provide the participating agencies the opportunity to “collectively” choose the consolidated fire protection model that best meets their operational, administrative and community based needs and values.

Phase I, Model A: Expansion of the Shared Fire Chief's Intergovernmental Agreement (IGA) to Include the Gaston and Banks Fire Districts

As described earlier, this is essentially expanding on the existing contractual regional model option. If, ultimately, the agencies decide to implement this approach, there will be future decisions that will have to be made to position the agencies to move forward effectively now and into Phase II in the future.

Given the amount of interaction and inter-agency collaboration that is already in place with the participating organizations, expansion of the existing IGA would most likely be configured in a manner that would continue that level of cooperation with existing participating agencies and expand collaboration with the Gaston and Banks fire districts. However, members of the existing or potential new partnering agencies could decide not to participate or withdraw from current shared services. Doing so is viewed as a step backwards, a missed opportunity and would waste the valuable efforts that have been undertaken in recent years between the agencies.

All six-study agencies will need to take a careful look at their future and where their organizations are headed if they continue operations as they are currently. Many aspects of their operations are sustainable in the near future, however, the organizations are encouraged to closely scrutinize and evaluate current conditions in the context of future, long term, sustainability. Particular focus on financial projections, referencing the fiscal analysis in this report along with other sources, is specifically recommended.

Level of cooperation

The current level of cooperation is expected to continue for the current participating agencies. With the expansion of participation from the Gaston and/or Banks fire districts, the expanded IGA will result in enhanced seamless response, resource availability and efficiency, as well as enhanced sharing of training and other support service resources. This option will serve as a good opportunity to establish the relationships, regional efficiencies and policy initiatives 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 currently participating agencies. Once the decision is made to expand the regional model, a timeline for the Gaston and Banks fire districts should be established and initiated as soon as practical. If a desire exists to expand participation with the Gaston and Banks fire districts, these IGA agreements can be reasonably established within 90 days. The issues identified in the introduction of this strategy will need to be addressed, but should not hinder maintenance of the status quo with the currently participating agencies.

Affected stakeholders

All six agencies' members and their constituencies will have either maintained regional service delivery benefits or enhanced capabilities and efficiencies with the addition of the Gaston and or the Banks fire district. Any agency choosing not to participate in the regional IGA will have missed efficiency and effectiveness opportunities with potential negative impacts to 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 made a decision 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 with the addition of the Gaston and Banks fire districts to the existing regional service delivery system.

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. To 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.

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.

Expansion of the current agreement to include the Gaston and Banks fire districts will require a commitment by both fire districts to participate in the existing regional model. There should also be an educational initiative undertaken and a future phase II options committee established to discuss the desired outcomes of the existing 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 list areas in which the study agencies can, and should, make improvements. Those areas should be carefully evaluated as a part of the process of determining future needs under this approach.

Policy actions

The Existing system participants will need to support the expansion of the service delivery model. The City of Forest Grove City Council will need to authorize the Fire Chief to negotiate and initiate a contract for service with the Gaston and Banks fire districts. The Banks and Gaston fire districts will need to authorize the Chief or designee to negotiate and establish a contract for service with the City of Forest Grove for Board consideration and adoption.

Fiscal analysis

This financial analysis builds upon the existing City of Cornelius Fire Chief and administrative services contract cost sharing methodology. The total to be paid by each participating jurisdiction under the IGA will be the equivalent of 25% of the salary and benefits of the Fire Chief for each quarter, and \$200 per month for operational costs. This compensation will include any professional development, travel, or incidental expenses of Forest Grove personnel necessary for implementation of the IGA.

The following exhibit (next page) shows the current cost of fire protection under the existing IGA and standalone configuration for the Banks and Gaston fire districts compared with the estimated costs for each participating agency with the inclusion of the Banks and Gaston fire districts.

Figure 109: Shared Fire Chief Services IGA

Year	City of Forest Grove/Forest Grove Rural	City of Cornelius/Rural	Banks #13	Gaston Rural	TOTAL/RESERVE
% CONTRIBUTION	25.0%	25.0%	25.0%	25.0%	100%
Operational Cost	\$2,400	\$2,400	\$2,400	\$2,400	\$9,600
Chiefs Salary + Benefits	\$45,611	\$45,611	\$45,611	\$45,611	\$182,445
TOTAL IGA COST	\$48,011	\$48,011	\$48,011	\$48,011	\$192,045
STAND ALONE COST	182,445	\$48,011	\$85,328	\$50,125	\$365,909
COST SAVINGS	\$134,434	\$0	\$37,317	\$2,114	\$173,864

Issues & Impacts

The implementation of this strategy creates no additional issues or impacts of any significance for existing participating agencies. For the Banks and Gaston fire districts, there will need to be an implementation committee established to address, administrative, operational and community specific needs. Participating in a regional service delivery model while maintaining local identity and cultural identity are of the utmost importance to Banks and Gaston fire districts. Careful and deliberate attention needs to be paid to a smooth transition that builds upon the foundational elements of each district and result in a net reduction of cost and enhanced services to the communities served.

Phase II: Cost Apportionment for a Fully Integrated Fire Authority “Contract for Service”

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 assure 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. For example, ESCI completed an evaluation of the fire protection system comprised of the study cities and fire protection districts. The contracting fire districts and cities provide no emergency service of their own, contracting instead with the host agency (TBD) for all operations within the district/city territory. The fire district/city compensates the host agency for a percentage of the fire department budget based on adopted cost allocation measures.

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 service 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 seven agencies represent about 298 square miles. The following figure displays the services area in square miles and the percentage for each jurisdiction.

Figure 110: Cost Allocation by Service Area, 2013

Jurisdiction	Service Area in Square Miles	Percentage of Total
Banks	136	45.64%
City of Cornelius	2	0.67%
City of Forest Grove	6	2.01%
Gaston Fire	55	18.46%
Cornelius Rural	24	8.05%
Forest Grove Rural	75	25.17%
Total	298	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. Size of 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 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 cost of shared service by applying the percentage of

each partner’s AV to the whole. The following table illustrates the allocation of cost by the assessed value of the six agencies.

Figure 111: Cost Allocation by Assessed Value, FY 2014

Jurisdiction	Assessed Valuation (per 1000 AV)	Percentage of Total
Banks	\$465,427	14.17%
City of Cornelius	\$597,358	18.19%
City of Forest Grove	\$1,366,044	41.59%
Gaston Fire	\$307,863	9.37%
Cornelius Rural	\$152,482	4.64%
Forest Grove Rural	\$395,166	12.03%
Total	\$3,284,341	100.00%

Pro: AV is updated regularly, helping to assure 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, apportionment tied directly to property value has merit.

Con: AV may not reflect the property risk associated with certain exempt property, 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. Depending on the local circumstance, however, this may not be a significant factor if the relative

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 for service 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 eight minutes 90 percent 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, manpower, and Needed Fire Flow (NFF).

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

Figure 112: Cost Allocation by Resource Deployment, 2014

Jurisdiction	Facilities	Engines and Aerials	Total	Percentage of Total
Banks	3	4	7	22.58%
City of Cornelius	1	3	4	12.90%
City of Forest Grove	2	4	6	19.35%
Gaston Fire	1	3	4	12.90%
Cornelius Rural	1	3	4	12.90%
Forest Grove Rural	2	4	6	19.35%
Total	10	21	31	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 assure compliance. Such deployment can be adjusted if standards are not met. This assures 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 assure accuracy. Record keeping needs to be meticulous to assure 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 113: Cost Allocation by Service Demand, 2013 Annual Report

Jurisdiction	2013 Service Demand	Percentage of Total
Banks	511	9.52%
City of Cornelius	1,026	19.12%
City of Forest Grove	2,794	52.07%
Gaston Fire	426	7.94%
Cornelius Rural	201	3.75%
Forest Grove Rural	408	7.60%
Total	5,366	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 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 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.

Fixed Rate

The use of fixed fees or rates (such as a percentage) to calculate allocation of shared cost is more common between municipalities and independent fire districts. Occasionally, fixed-rate contracts involve the exchange of in-kind services.

Pro: The concept is simple and straightforward. A menu of service options and the fees corresponding to those alternatives can be developed by the contractor agency. The contracting agencies can tailor a desired level of service based on risk and community expectation by choosing from the various menu items.

Con: Partnering communities may change (i.e., population, jobs, commerce, structures, and risk) at divergent rates, causing disconnection between the rationales used to establish the fee and the benefit received. A fixed-rate contract may be difficult to coherently link to the services provided and/or received, which can lead to a lack of support by officials and the community.

Consider: Partnering agencies need to assure that provision for rate adjustment is included in the agreement, including inflation. The agreement should address the issue of full cost versus marginal cost. The inclusion or non-inclusion of administrative and/or overhead cost also requires statement, as does the reconciliation of in-kind service exchange. The ownership and/or depreciation of capital assets should be addressed, as should rent, utilities, and liability insurance. In the case of a fixed fee, the agreement should establish how the participation of other public agencies in the partnership would affect cost.

Population

Payment for service can be based on the proportion of residential population to a given service area. The following figure lists the population by jurisdiction and the percentage of the total number of individuals living in each service area.

Figure 114: Cost Allocation by Population, 2014

Jurisdiction	Population	Percentage of Total
Banks	6,000	11.14%
City of Cornelius	12,161	22.58%
City of Forest Grove	22,419	41.63%
Gaston Fire	6,100	11.33%
Cornelius Rural	2,725	5.06%
Forest Grove Rural	4,450	8.26%
Total	53,855	100.00%

Pro: Residential population is frequently used by governmental agencies to measure and evaluate programs. The U.S. Census Bureau maintains an easily accessible database of the population and demographics of cities, counties, and states. Estimates of population are updated regularly.

Con: While census tracts for cities frequently follow municipal boundaries, this is not the case with fire district boundaries, forcing extrapolated estimates, which can fail to take into account pockets of concentrated population inside or outside of the fire district boundaries. Residential population does not include the daily and seasonal movement of a transient population caused by commerce, industry, transport, and recreation. Depending on the local situation, the transients coming in (or going out) of an area can be very significant, which can tend to skew community risk. Residential population does not statistically link with emergency workload; rather, human activities tend to be the linchpin that connects people to requests for emergency assistance.

For example, if residential population actually determined emergency workload, emergencies would peak when population was highest within a geographic area. However, in many communities where the residential population is highest from about midnight to about 6:00 a.m. (bedroom communities), that time is exactly when the demand for emergency response is lowest. It turns out that emergency demand is highest when people are involved in the activities of daily life—traveling, working, shopping, and recreating. Often, the persons involved in such activities do not reside in the same area. Additionally, simply relying on population will not account for the effects that socio-economic conditions have on emergency service response activity.

Consider: The residential population of unincorporated areas can sometimes be estimated by using the GIS mapping capability now maintained by most counties and municipalities. By counting the residential households within the area in question, then applying demographic estimates of persons per household, it may be possible to reach a relatively accurate estimate of population within the area in question. Alternately, residential population can be estimated by using information obtainable from some public utility districts by tallying residential electrical meters within a geographic area and then multiplying by the persons per household.

All of the agencies experience a daily or seasonal influx of people who are not counted as residential population. This transient population can be estimated by referring to traffic counts, jobs data, hotel/motel occupancy rates, and, in some cases, park visitor statistics. Residential population plus transient population is referred to as functional population. Where functional population is significantly different from residential population, service agreements based on population should be adjusted to account for it.

Allocation Summary

The information provided previously serves as a detail of cost allocation factors. Given the lengthy discussion provided with each option, ESCI has compiled the information into a summary table illustrating the distribution of factors among the six agencies. These examples are for illustrative purposes and may be used as part of a check for fairness of assigning the cost for service.

Figure 115: Summary of Cost Allocation Factors by Percentage

Jurisdiction	Area	2014-15 Assessed Value	Resources	Service Demand	Population
Banks	45.6%	7.86%	22.58%	9.52%	11.14%
City of Cornelius	0.67%	18.69%	12.90%	19.12%	22.58%
City of Forest Grove	2.01%	63.72%	19.35%	52.07%	41.63%
Gaston Fire	18.46%	4.26%	12.90%	7.94%	11.33%
Cornelius Rural	8.05%	1.50%	12.90%	3.75%	5.06%
Forest Grove Rural	25.17%	3.96%	19.35%	7.60%	8.26%
Total	100.00%	100.00%	100.00%	100.00%	100.00%

Phase II Model A: Establishment of Contract for Service “Fire Authority”

Level of cooperation

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 the state of Oregon, there is no enabling statute to create a fire authority as a stand-alone agency. This strategy under a contract for service with a “single host agency “ framework may hold particular value in this instance because of the desire for a fully integrated service delivery model with the preservation of each jurisdictions policy board/council authority, local identity and fiduciary and budgetary authority.

This scenario is an expansion that builds upon the already successful administrative service contractual relationship between the cities of Forest Grove, Cornelius and the Forest Grove and Cornelius Rural Fire Districts. 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. The single host agency 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 City Council and or Fire District Directors 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.

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. It is recommended that each jurisdiction maintain

ownership and responsibility for the purchase, replacement and maintenance of 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 their capital assets available to reconstitute local fire protection in a timely manner with minimal service disruption.

Success of an administrative, functional, or operational unification strategy is built upon 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 to build from has been created.

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 six 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.

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 existing Fire Chief and administrative services IGA, 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 short cut due to presumed familiarity. If trust is high and conflicts minimal, this strategy could be accomplished in as little as 6 months.

Affected sections

Administration (including HR, Legal and Finance), Fire Prevention, Training, 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 seamless integration of all administrative and operations across the six jurisdictions by means of an Intergovernmental Cooperation Agreement, as provided for under ORS 190.

ESCI guidance

The six organizations face similar challenges given current conditions. While the listed areas for unification are found to be duplicative in many instances, how those areas operate in each agency may vary significantly with the other agencies due to differing demographics, geography, 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 workload analysis to ensure 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.

Special considerations

Fire district board members and council members should understand that functional and operational unification is complex, labor-intensive, and challenging; as such, it is often a precursor for a more formal fire district unification or merger. A trust and common expectation must be in place to contract with a single host agency.

The single host agency will be required by contract to give specified advisory and decision making authority to a governing oversight committee/commission with proportional representation from all participating agencies as defined in the fire authority contract for service. In order for this to successfully occur, there must be contractual language that provides clear and specific direction and definition of advisory and decision making authority as well as financial thresholds and protections for the single host agency and participating agencies. The contractual agreement must be written in a manner that ensures, the oversight committee operates in accordance with established city and fire district, charters, and regulatory and statutory requirements. The fire authority agreement must result in fair and equitable cost allocation and fire authority sustainability into the future.

Operational and functional unification can encounter an inherent administrative rigidity resulting from political complexities of the arrangement. Given accountability to six political

bodies, administrative leaders can be pulled in multiple directions; they may also be limited by contractual requirements in their ability to adjust to environmental changes. Consequently, conflicting policy directives may sometimes be troublesome in a contractually unified agency. These challenges underscore the importance of the founding political relationship, the specificity and clarity of the contractual agreement and the skills of management to ensure success.

Management, Board and Council personnel in the affected organizations will likely require some time to adjust to new processes and reporting relationships. The community may notice changes in who they deal with and different processes likely employed from this strategy.

Policy actions

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

Fiscal analysis

Depending on the selected approaches, the initiatives described above may result in actual cost reduction (going from three fire chiefs to one, for example) or cost avoidance at the very least (eliminating the need to hire one or more chiefs in the future), allowing those funds to be redirected toward other agency needs. The same may apply if the needed number of fire marshals, training officers, or other individuals decreases.

The costs for the combined services and functions should be equitably allocated across all six agencies. To the extent there are weighted distribution of costs (and benefits) due to disproportionate cost or benefit, such distribution should be based on weight factors directly tied to the function shared and should follow guidance provided in the cost allocation of this report. The first table, below, reduces standalone headcount from 36.95 positions down to 33.45. Note, these assumptions are reduced overhead and economies of scale based upon ESCI’s experience of similar cooperative service models. These assumptions can be adjusted as appropriate to increase and decrease based on service levels needs of the community

Figure 116: Reallocation of Resources, FY 2015-16

Positions	Standalone Resource Count	Resource Reduction	IGA Resource Count
Chief	2.50	-1.50	1.00
Division Chief	3.00	0.00	3.00
Captain	9.00	0.00	9.00
Lt	5.00	0.00	5.00
Firefighter/Engineer/Medic	13.00	0.00	13.00
Admin/Support/Secretary	3.00	-2.00	1.00

Positions	Standalone Resource Count	Resource Reduction	IGA Resource Count
Inspector	0.50	0.00	0.50
Technician	0.50	0.00	0.50
Fire Maintenance	0.45	0.00	0.45
TOTAL RESOURCES	36.95	-3.50	33.45

The second table, below, credits back a dollar amount for the reductions in head count to essentially reduce the overhead costs by -\$335,079.

Figure 117: Reallocation of Costs, FY 2015-16

Positions	Standalone Costs	Avg. Cost per Resource	Resource Reduction (\$)	Total Costs
Chief	\$317,898	\$127,159	\$190,739	\$127,159
Division Chief	\$309,241	\$154,621	\$0	\$309,241
Captain	\$961,098	\$120,137	\$0	\$961,098
Lt	\$446,776	\$111,694	\$0	\$446,776
Firefighter/Engineer/Medic	\$1,295,535	\$107,961	\$0	\$1,295,535
Admin/Support/Secretary	\$216,511	\$72,170	\$144,340	\$72,170
Inspector	\$136,946	\$136,946	\$0	\$136,946
Technician	\$57,663	\$57,663	\$0	\$57,663
Fire Maintenance	\$15,424	\$15,424	\$0	\$15,424
All other Personnel Costs (Overtime, volunteer comp, etc)	\$419,942	\$0	\$0	\$419,942
Total/Averages	\$4,177,033	\$903,775	-\$335,079	\$3,841,954

As shown above, the total cost for 33.45 professionals (based on the assumptions presented in the table) is estimated to be \$3,841,954. This data also includes other 2014-15 adopted personnel costs (volunteer pay, overtime, etc) in the amount of \$419,942.

ESCI extrapolated the cost of emergency services using the FY 2014-15 operational budget amounts to create a contract for service “fire authority” Fire and EMS delivery system using multiple variables. Available fund balances, reserves and capital expenses are not included as these local policy decisions would not necessarily carry over to a new regional service provider and will skew operational cost assumptions. Cost Allocation models assume each jurisdiction will maintain ownership of equipment and facilities and will independently fund capital replacement and debt within their existing jurisdiction. The dollar amounts used in the calculations are from the FY 2014-15 adopted operational expenditures, \$5,897,279 (as shown in the tables below).

Figure 118: Operating Expenses (FY 2014-15 Adopted)

Operating Expenses	FY 2014-15 (Adopted)
Personnel Services (includes reduced personnel)	\$3,841,954
Materials and Services (includes 10% cost savings)	\$2,055,326
Total Expenses	\$5,897,279

Utilizing the data from the allocation models presented above, three cost allocation options are included to serve as examples that can be modified or changed to meet the needs of the participating agencies. These examples are presented (next page) for policy makers to review and assist with development of a preferred cost allocation methodology. Each option has unique costs and benefits. Regardless of the model chosen, assumptions can be adjusted to achieve the desired service levels and/or cost savings. Keep in mind; these assumptions are sensitive to many variables and may fluctuate depending on policy decisions chosen:

- Personnel costs allocated in the table below are based on the reallocation/reduction in personnel as displayed in the previous figure at a total cost of \$3,841,954. The total cost is distributed among each entity.
- The total cost of Materials and Services is based on combined FY 2015-16 adopted dollar amounts for all six entities less a onetime cost savings of ten percent for anticipated economies of scale and cost savings. The total cost of materials and services (\$2,055,326) are distributed based on the allocated percentage share for each organization. The combined personnel and materials and supplies cost equals \$5,897,279.
- The cost allocation options are intended to be examples of how costs are impacted by varying assumptions in AV, Resources (Aerials/Engines) and Service demands.
- The total fire cost for personnel, materials and services and other operational costs during FY 2014-15 totals \$6,460,728, while our cost allocation models' total FY 2014-15 operational costs equals \$5,897,279. The variance is due to the overhead reduction (-\$335,079) and the onetime 10 percent cost savings to materials and services (-\$228,370).

Figure 119: 10% AV /80% Service Demand /10% Population Allocation Option, FY 2015-16

Jurisdiction	Allocation	Allocation Costs	Standalone Costs	Cost Savings
Banks	10%	\$598,547	\$943,427	\$344,880
City of Cornelius/Cornelius Rural	23%	\$1,376,432	\$1,147,135	\$229,297
City of Forest Grove/Forest Grove Rural	58%	\$3,425,682	\$3,800,902	\$375,220
Gaston Fire	8%	\$496,618	\$569,264	\$72,646
Total	100%	\$5,897,279	\$6,460,728	\$563,449

** Includes a 10% materials savings and a headcount reduction*

Figure 120: 50% AV /50% Service Demand Allocation Option, FY 2015-16

Jurisdiction	Allocation	Allocation Costs	Standalone Costs	Cost Savings
Banks	12%	\$698,651	\$943,427	\$244,776
City of Cornelius/Cornelius Rural	23%	\$1,347,439	\$1,147,135	\$200,304
City of Forest Grove/Forest Grove Rural	57%	\$3,340,705	\$3,800,902	\$460,197
Gaston Fire	9%	\$510,484	\$569,264	\$58,780
Total	100%	\$5,897,279	\$6,460,728	\$563,449

** Includes a 10% materials savings and a headcount reduction*

Figure 121: 10% Area (Sq Mi)/90% Service Demand Allocation Option, FY 2015-16

Jurisdiction	Allocation	Allocation Costs	Standalone Costs	Cost Savings
Banks	13%	\$774,572	\$943,427	\$168,855
City of Cornelius/Cornelius Rural	21%	\$1,265,088	\$1,147,135	\$117,953
City of Forest Grove/Forest Grove Rural	56%	\$3,327,418	\$3,800,902	\$473,484
Gaston Fire	9%	\$530,202	\$569,264	\$39,062
Total	100%	\$5,897,279	\$6,460,728	\$563,449

** Includes a 10% materials savings and a headcount reduction*

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 organizations.
- Requires a collaborative approach to the management of the program(s) between the six policy boards/councils.
- Does not require public approval at the ballot box.
- Existing governing boards and councils are preserved.
- Administrative leaders can be pulled in multiple directions serving multiple masters.
- No new FTEs required. May free up existing FTEs for reassignment.
- Requires blending rules, regulations, and operating procedures.
- Efficiency in administration by eliminating duplication or reassigning duplicate resources.
- Efficiencies gained in fleet maintenance, fire prevention, and training.

Phase II Model B: Merger of Fire Districts and Annexation of Cities Into the Surviving Fire District

As stated earlier 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 an 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.

Level of cooperation

Merging and annexing all the participating study agencies 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 cities of Forest Grove, Cornelius and the fire district service areas currently served by the Forest Grove Rural, Cornelius Rural the Gaston and Banks fire districts. Merging/annexing all the study agencies into an existing fire district will require separate elections in each jurisdiction, that can run concurrent, to join the surviving 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.²⁶

Mergers/annexations must be coordinated between all the participating agencies and requires and begins with city council 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 preceding's 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 haven no control or authority over the fiduciary management, administration or operation of the host fire district. The elected board members of the district will assume fiduciary and policy level control for the provision of fire services in the surviving fire district service area.

²⁶ *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 agency are affected by this strategy. Perhaps least impacted are the residents within the existing boundary within the surviving fire district. Providing fire protection under a merged fire district will undoubtedly require some adjusting of deployment to provide balanced coverage and service to the expanded constituents.

The Cities of Forest Grove and Cornelius will no longer have a legal or practical obligation to provide fire protection to their cities as that authority and responsibility will transition to the surviving fire district. Additionally, the merging fire districts will no longer exist under Oregon state law. Arrangements for the transfer of assets to the host district should be addressed during the transition of service delivery to the merged host fire district.

Under this arrangement, employees of the existing cities and districts will be transitioned to the merged surviving fire district as part of the transition of service delivery.

Summary/Objective of strategy

This strategy combines all six agencies using two methods; annexation of the City of Forest Grove and the City of Cornelius into a designated survivor fire district. The remaining fire districts will dissolve (merging districts) 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 opportunity for merging districts and the annexed cities 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 six agencies is necessary to determine the level of willingness to consider 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 a city to an annexing district is outlined in statute. These statutory provisions should be reviewed in detail by the district prior to the initiation of annexation proceedings to insure that the rights of all parties will be protected. Buy-off by employees (whether compensated or volunteer) regarding the transfers, wages, benefits, and working conditions are critical to a successful integration, whether statutorily required or not. This can

be a key element to obtaining support by 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 has 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 study agencies consult with legal counsel experienced in such matters before undertaking this strategy.

²⁷The 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. 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: Proportional representation from each participating agency including senior fire administration, 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 actually formed. Whoever provides the money must carry the loss if the district is not merged/annexed.

Develop 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 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).

²⁷ 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 formation 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 resourced people, such as an attorney, or a representative of the represented fire departments districts or other subject matter expert
- Review the estimates for initial outlay and continuing costs for the proposed level of protection
- Present local city or district fire officials from the merging and annexing jurisdictions to voice their support and benefits of the merged fire district
- After 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 fiscal analysis is to provide a high level assessment of the financial feasibility of strategy B: Merger of Fire Districts and Annexation of Cities Into an Existing Fire District. 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 revenues, expenses and net revenues over five years. This section concludes with a summary of financial considerations associated with the merger/annexation strategy.

Key Assumptions – Revenue:

Key assumptions used in developing the revenue estimates under the merger/annexation are the similar as the assumptions used in the Fiscal Analysis section presented earlier in the report. Property taxes represent the largest and primary source of revenue for the combined operations of the six agencies. Property tax revenue assumptions specific to the merger/annexation strategy include:

- The permanent tax rate of the (merged) survivor agency is equivalent to a rate that produces the similar amount of revenue as needed to meet the personnel, materials and service, a 20% available fund balance/contingency and capital costs for the combined participating agencies. The assumed effective levy rate in this option is 1.75 per 1000 AV.
- Another key revenue assumption under the annexation strategy is the timber revenue paid to the Banks and Forest Grove rural fire districts. In addition, known grants have been included in the revenue assumptions.
- An average AV growth set at 3 percent year over year.
- Under the merger, a beginning balance of \$761,456 (20% of the first years operating expenses minus the 2014-15 contingency amount of \$418,00).
- It is assumed current remaining fund balances would be utilized to dissolve current districts, pay debt, and address capital replacements needs.

Key Assumptions –Expenses:

Key assumptions used in developing the expenditure estimates under the merger/annexation are the similar as the assumptions used in the Fiscal Analysis section presented earlier in the report. Personnel, materials and services represent the largest and primary source of expenditure generation for the combined operations of the six agencies. Expenditure assumptions specific to the merger/annexation strategy include:

- The total personnel costs presented in the allocation model were utilized as the total personnel cost plus a five percent increase in growth year over year.
- Based on our experience, we would expect with the merger, a onetime 10 percent reduction in materials and service for the first year and three percent growth starting in year two.

Forecast Results:

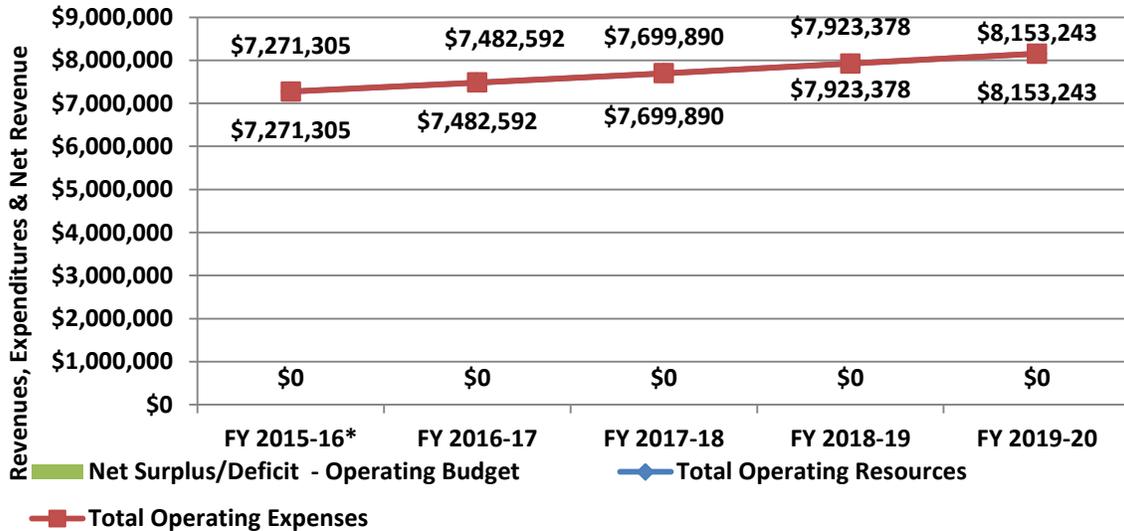
A summary of the merger/annexation strategy revenue projections is shown below. Beginning in 2015-16, property tax revenue represents approximately 81% of total operating revenue with a net working capital/beginning fund balance of \$761,456.00 proportionately contributed by participating agencies. Between 2016 and 2020, the annual growth rate of total operating revenue increases 12 percent reflecting modest growth in revenues.

Figure 122: Annexation Strategy Revenue/Expense Forecast – by Revenue Source

Revenue Type	FY 2014-15	FY 2015-16*	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20
Beginning Balance	\$4,097,000	\$761,456	\$795,142	\$829,511	\$864,583	\$900,379
License, Permits, Fees	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000
All other resources	\$2,232,715	\$195,000	\$195,000	\$195,000	\$195,000	\$195,000
Grants	\$379,824	\$379,824	\$379,824	\$379,824	\$379,824	\$379,824
General Fund/Local Taxes	\$5,350,161	\$5,920,025	\$6,097,626	\$6,280,554	\$6,468,971	\$6,663,040
Total Operating Resources	\$12,074,700	\$7,271,305	\$7,482,592	\$7,699,890	\$7,923,378	\$8,153,243
Expenditure Type	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20
Personnel Services	\$4,177,033	\$3,841,954	\$3,957,212	\$4,075,929	\$4,198,207	\$4,324,153
Materials and Services	\$2,283,695	\$2,055,326	\$2,116,985	\$2,180,495	\$2,245,910	\$2,313,287
Subtotal Operating Expenses	\$6,460,728	\$5,897,279	\$6,074,198	\$6,256,424	\$6,444,116	\$6,637,440
Capital	\$989,000	\$578,883	\$578,883	\$578,883	\$578,883	\$578,883
Contingencies **	\$418,000	\$235,891	\$242,968	\$250,257	\$257,765	\$265,498
All other operating (debt, special payments, etc)	\$1,289,686	\$0	\$0	\$0	\$0	\$0
Unappropriated Ending Balance **	\$2,917,286	\$559,251	\$586,543	\$614,326	\$642,614	\$671,422
Subtotal Other Operating Expenses	\$5,613,972	\$1,374,025	\$1,408,394	\$1,443,466	\$1,479,262	\$1,515,803
Total Operating Expenses	\$12,074,700	\$7,271,305	\$7,482,592	\$7,699,890	\$7,923,378	\$8,153,243
Net Surplus/Deficit - Operating Budget	\$0	\$0	\$0	\$0	\$0	\$0
KEY ASSUMPTIONS:						
Effective Levy Rate		1.75	1.75	1.75	1.75	1.75
Tax Growth Rate		-	3%	3%	3%	3%
Transition Year *						
Beginning fund balance assumes carry-over of previous year unappropriated ending balance contingency **						

As shown above, the annual growth rate in operating expense is marginal due to reductions in redundancy and economies of scale. Personnel costs could expect to grow at five percent year over year, while materials and services grow at a rate of three percent. Notably, personnel and materials and services represent roughly 81 percent of the total operating expenses for FY 2015-16. This is significant when it comes to the bottom line. Net Revenue under this strategy assumes a positive cash flow through 2019-20 carrying over into a beginning fund balance.

Figure 123: Annexation Strategy Net Revenue Forecast



Summary of Financial Considerations:

Implementation of the merger/annexation strategy will have financial implications that the agencies will need to consider and potentially address. Those implications are summarized below.

- City of Forest Grove Tax Levy Rate.** Upon Annexation, the City of Forest Grove will no longer be responsible for directly funding fire and EMS services. Using 2014-15 budgeted amounts, the city allocated approximately \$2.7 M in City Property Tax revenue to pay for these services. The other \$1.7 M comes from other revenue sources. These funds – less the potential reduction in the city’s property tax revenue capacity – could be available for other city purposes. The City’s plan for any surplus – reduction in taxes, expansion of other services, investment in capital projects, etc. – is likely to be an important consideration when the city’s voters assess the merits of the ballot measure to approve the formation of a new district. Assuming the current 5.55 levy rate and a 36 percent general fund allocation to fire, this is equal to \$2.00 per 1000 AV. However, based on the above forecast modeling, the fire department would only require a 1.75 per 1000 AV to fund fire services. This additional .25 percent could be utilized at the city’s discretion.
- City of Cornelius.** Upon annexation, the City of Cornelius will no longer be responsible for directly funding fire and EMS services. Using 2014-15 budgeted amounts, the city allocated

approximately \$1 M in City Property Tax revenue to pay for these services. The only fund source for the City is through General Fund Property tax. These funds – less the potential reduction in the city’s property tax revenue capacity – could be available for other city purposes. The City’s plan for any surplus – reduction in taxes, expansion of other services, investment in capital projects, etc. – is likely to be an important consideration when the city’s voters assess the merits of the ballot measure to approve the annexation. Assuming a 3.98 levy rate and a 30 percent general fund allocation to fire; this is equal to \$1.20 per 1000 AV. However, based on the above forecast modeling, the fire department would require a 1.75 per 1000 AV to fund fire services. The agency would need an additional .55 per 1000 AV to fund operational needs.

- **Forest Grove Rural Fire Protection District.** Upon annexation, the district will need to assess its levies for a total property tax levy increase to \$1.75 per \$1,000 of assessed value from its 1.28 per 1000 AV. This is equivalent to a .47 increase per 1000 AV.
- **Cornelius Rural Fire Protection District.** Upon annexation, Cornelius Rural will need to assess its levies for a total property tax levy increase to \$1.75 per \$1,000 of assessed value from its 1.26 per 1000 AV. This is equivalent to a .49 increase per 1000 AV.
- **Banks Fire Protection District.** Upon annexation, the Banks Fire Protection District would not meet the minimum 1.75 effective levy rate required for a merger. The Banks Fire Protection District is presently at 1.70 per 1000/AV. This is equivalent to a .05 increase per 1000 AV.
- **Gaston Fire Protection District.** Upon Annexation, the Gaston Fire Protection District would meet the minimum 1.75 effective levy rate required for a merger. The Gaston Fire Protection District is presently at 1.76 per 1000/AV.

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. ORS 198.720(1) and ORS 478.010(2)(a)
- It cannot include the territory in another fire protection district, unless withdrawal of that territory is simultaneous and approved by both districts. ORS 198.720(2)
- 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. ORS 198.720(3)
- It cannot include territory that is within a water supply district authorized to supply its own fire protection. ORS 478.010(2)(b)
- It cannot include land within forest protection districts and railroad right-of-ways, unless by consent of owner, or include ocean shore lands 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 II Model C: Create a New Consolidated Fire Protection District

Differing from merger, a consolidation occurs when two or more fire districts and participating city fire departments cease to exist and an entirely new fire district is formed. Like a merger, employees and volunteers become members of the newly formed fire district. A newly elected Board of Directors replaces existing elected official positions of both the existing districts and the participating city councils (for the purpose of fire protection). New foundational documents, such as policies, ordinances, and resolutions must be created, requiring additional administrative work.

The fiscal process is the same as in a merger, in that the permanent tax rate of the integrated agency is equivalent to a rate that produces the same amount of revenue as would have otherwise been provided had the merger not occurred. Participating agencies can choose to pursue a different tax rate as part of their petition process to meet the service delivery needs of the service area.

The issues of city involvement are similar as in the merger scenario, with an important exception. In Oregon, fire protection district can be established to include cities. In many cases the district provides fire protection throughout the district, which simply includes the city(s). In other instances in the state, the city operates the fire department and contracts services to the district, like is done in Forest Grove and Cornelius. The difference under the consolidation scenario is, if an entirely new district is to be formed, it could be done so to be inclusive of the cities so that a single, stand-alone, fire protection district is established.

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 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 office is required by law to assist in the formation of fire protection districts and can be a very good resource. In addition, the insurance industry and others who have gone through this process can be of significant assistance in this process.

It is best to start this process with the formation of a planning committee. The planning committee is recommended to have elected representatives from each participating agencies as well as, qualified community members and fire executive staff, legal counsel and appropriate subject matter experts. The planning committee is responsible to create a petition that is filed with the county board of the principle 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 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 formation 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 a district, 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 six study area agencies are likely impacted since the fire agency will likely be redesigned to take advantage of efficiencies, develop a more effective deployment model, and the pooled resources are likely to modify the dynamics each of the six agencies are used to operating within.

Summary/Objective of strategy

This strategy combines all six agencies using the formation of a new fire district. From an operational standpoint, the new fire district will serve the entire six-agency jurisdiction. 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 petition and subsequently the fire district charter.

ESCI guidance

Informal discussion between the six 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 county board 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 the 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 which addresses all of the various services, services 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 necessitate 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 the formation of 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 advisor commission that reports to the fire chief and district board may be an important measure to ensure the new fire district staff and board stay in touch and responsive to the communities they serve.

Policy actions

ESCI's review and discussion of Oregon's State Law on this topic has 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.

²⁸The following steps are general guidelines to follow in the initial attempt to form a fire protection district. 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.

²⁸ Oregon Department of Revenue, *Boundary Change Information*, pamphlet 150-504-405, 12/10

Form a stakeholder Committee: Proportional representation from each participating agency including senior fire administration, 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 actually formed. Whoever provides the money must carry the loss if the district is not formed.

Develop 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 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).

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:

Economic Feasibility Statement: In developing the economic feasibility statement to 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 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 formation 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 resourced people, such as an attorney, or a representative of the represented fire departments districts or other subject matter expert
- Review the estimates for initial outlay and continuing costs for the proposed level of protection
- Present local city or district fire officials from the merging and annexing jurisdictions to voice their support and benefits of the merged fire district
- After 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.

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

Fiscal analysis

The fiscal analysis of strategy C: Creation of a new consolidated Fire District is similar to that of Strategy B. While the financial analysis and funding model is the same, the 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 revenues, expenses and net revenues over five years. This section concludes with a summary of financial considerations associated with the consolidation strategy.

Key Assumptions – Revenue:

Key assumptions used in developing the revenue estimates under the consolidation strategy are similar as the assumptions used in the Fiscal Analysis section presented earlier in the report. Property taxes represent the largest and primary source of revenue for the combined operations of the six agencies. Property tax revenue assumptions specific to the merger/annexation strategy include:

- The permanent tax rate of the consolidated agency is equivalent to a rate that produces the amount of revenue necessary to provide personnel, service and materials, a 20% fund balance/contingency and capital replacement costs. The assumed effective levy rate for this model is 1.75 per 1000 AV.
- Another key revenue assumption under the consolidation strategy is the timber revenue paid to the Banks and Forest Grove rural fire districts. In addition, known grants have been included in the revenue assumptions.
- An average AV growth set at 3 percent year over year.
- Under the consolidation, a beginning balance of \$761,456 (20% of the first years operating expenses minus the 2014-15 contingency amount of \$418,00).
- Remaining Fund balances would be utilized to dissolve current districts, pay debt, and fund capital replacement needs.

Key Assumptions –Expenses:

Key assumptions used in developing the expenditure estimates under the consolidation model are similar to the assumptions used in the Fiscal Analysis section presented earlier in the report. Personnel, materials and services represent the largest and primary source of expenditure generation for the combined operations of the six agencies. Expenditure assumptions specific to the consolidation strategy include:

- The total personnel costs presented in the allocation model were utilized as the total personnel cost plus a reasonable increase in growth year over year.
- Based on our experience, we would expect with a consolidation, a 10 percent reduction in materials and service for the first year and reasonable materials growth starting in year two.

Forecast Results:

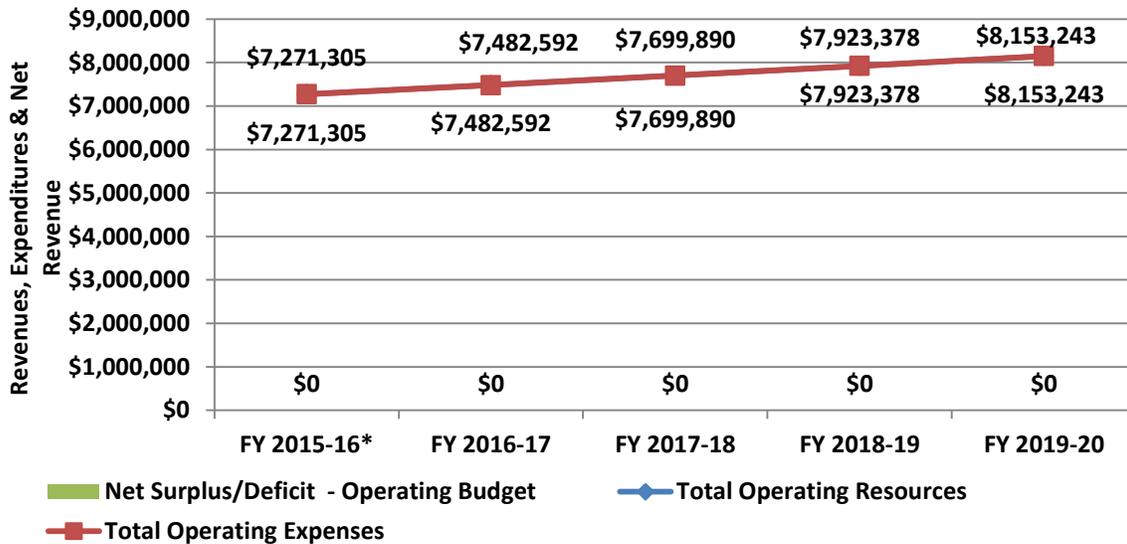
A summary of the consolidation strategy revenue projections is shown below. Beginning in 2015-16, property tax revenue represents approximately 81% of total operating revenue with a net working capital/beginning fund balance of \$761,654. Between 2016 and 2020, the annual growth rate of total operating revenue increases 12 percent reflecting modest growth in revenues.

Figure 124: Formation of a New District Strategy Revenue Forecast – by Revenue Source

Revenue Type	FY 2014-15	FY 2015-16*	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20
Beginning Balance	\$4,097,000	\$761,456	\$795,142	\$829,511	\$864,583	\$900,379
License, Permits, Fees	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000
All other resources	\$2,232,715	\$195,000	\$195,000	\$195,000	\$195,000	\$195,000
Grants	\$379,824	\$379,824	\$379,824	\$379,824	\$379,824	\$379,824
General Fund/Local Taxes	\$5,350,161	\$5,920,025	\$6,097,626	\$6,280,554	\$6,468,971	\$6,663,040
Total Operating Resources	\$12,074,700	\$7,271,305	\$7,482,592	\$7,699,890	\$7,923,378	\$8,153,243
Expenditure Type	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20
Personnel Services	\$4,177,033	\$3,841,954	\$3,957,212	\$4,075,929	\$4,198,207	\$4,324,153
Materials and Services	\$2,283,695	\$2,055,326	\$2,116,985	\$2,180,495	\$2,245,910	\$2,313,287
Subtotal Operating Expenses	\$6,460,728	\$5,897,279	\$6,074,198	\$6,256,424	\$6,444,116	\$6,637,440
Capital	\$989,000	\$578,883	\$578,883	\$578,883	\$578,883	\$578,883
Contingencies	\$418,000	\$235,891	\$242,968	\$250,257	\$257,765	\$265,498
All other operating (debt, special payments, etc)	\$1,289,686	\$0	\$0	\$0	\$0	\$0
Unappropriated Ending Balance	\$2,917,286	\$559,251	\$586,543	\$614,326	\$642,614	\$671,422
Subtotal Other Operating Expenses	\$5,613,972	\$1,374,025	\$1,408,394	\$1,443,466	\$1,479,262	\$1,515,803
Total Operating Expenses	\$12,074,700	\$7,271,305	\$7,482,592	\$7,699,890	\$7,923,378	\$8,153,243
Net Surplus/Deficit - Operating Budget	\$0	\$0	\$0	\$0	\$0	\$0
KEY ASSUMPTIONS:						
Effective Levy Rate		1.75	1.75	1.75	1.75	1.75
Tax Growth Rate			3%	3%	3%	3%
Transition Year *						

As shown above, the annual growth rate in operating expense is marginal due to reductions in redundancy and economies of scale. Personnel costs could expect to grow at a reasonably conservative five percent year over year, while materials and services grow at a rate of three percent. Notably, personnel and materials and services represent roughly 81 percent of the total operating expenses for FY 2015-16. This is significant when it comes to the bottom line. Net Revenue under this strategy assumes a positive cash flow through 2019-20 carrying over into a beginning fund balance.

Figure 125: Formation of a New District Strategy Net Revenue Forecast



Summary of Financial Considerations:

Implementation of the formation of a new district strategy will have financial implications that the agencies will need to consider and potentially address. Those implications are summarized below.

- City of Forest Grove Tax Levy Rate.** Upon Annexation, the City of Forest Grove will no longer be responsible for directly funding fire and EMS services. Using 2014-15 budgeted amounts, the city allocated approximately \$2.7 M in City Property Tax revenue to pay for these services. The other \$1.7 M comes from other revenue sources. These funds – less the potential reduction in the city’s property tax revenue capacity – could be available for other city purposes. The City’s plan for any surplus – reduction in taxes, expansion of other services, investment in capital projects, etc. – is likely to be an important consideration when the city’s voters assess the merits of the ballot measure to approve the formation of a new district. Assuming the current 5.55 levy rate and a 36 percent general fund allocation to fire, this is equal to \$2.00 per 1000 AV. However, based on the above forecast modeling, the fire department would only require a 1.75 per 1000 AV to fund fire services. This additional .25 percent could be utilized at the cities discretion.
- City of Cornelius.** Upon annexation, the City of Cornelius will no longer be responsible for directly funding fire and EMS services. Using 2014-15 budgeted amounts, the city allocated

approximately \$1 M in City Property Tax revenue to pay for these services. The only fund source for the City is through General Fund Property tax. These funds – less the potential reduction in the city’s property tax revenue capacity – could be available for other city purposes. The City’s plan for any surplus – reduction in taxes, expansion of other services, investment in capital projects, etc. – is likely to be an important consideration when the city’s voters assess the merits of the ballot measure to approve the annexation. Assuming a 3.98 levy rate and a 30 percent general fund allocation to fire; this is equal to \$1.20 per 1000 AV. However, based on the above forecast modeling, the fire department would require a 1.75 per 1000 AV to fund fire services. The agency would need an additional .55 per 1000 AV to fund operational needs.

- **Forest Grove Rural Fire Protection District.** Upon annexation, the district will need to assess its levies for a total property tax levy increase to \$1.75 per \$1,000 of assessed value from its 1.28 per 1000 AV. This is equivalent to a .47 increase per 1000 AV.
- **Cornelius Rural Fire Protection District.** Upon annexation, Cornelius Rural will need to assess its levies for a total property tax levy increase to \$1.75 per \$1,000 of assessed value from its 1.26 per 1000 AV. This is equivalent to a .49 increase per 1000 AV.
- **Banks Fire Protection District.** Upon annexation, the Banks Fire Protection District would not meet the minimum 1.75 effective levy rate required for a merger. The Banks Fire Protection District is presently at 1.70 per 1000/AV. This is equivalent to a .05 increase per 1000 AV.
- **Gaston Fire Protection District.** Upon Annexation, the Gaston Fire Protection District would meet the minimum 1.75 effective levy rate required for a merger. The Gaston Fire Protection District is presently at 1.76 per 1000/AV.

Issues & Impacts

The territory to be included in the newly formed fire 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. ORS 198.720(1) and ORS 478.010(2)(a).
- It cannot include the territory in another fire protection district, unless withdrawal of that territory is simultaneous and approved by both districts. ORS 198.720(2)
- 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. ORS 198.720(3)
- It cannot include territory that is within a water supply district authorized to supply its own fire protection. ORS 478.010(2)(b)
- It cannot include land within forest protection districts and railroad right-of-ways, unless by consent of owner, or include ocean shore lands 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.
- Legal analysis and review prior to implementation is highly advised.

Findings, Recommendation and Plan of Implementation

This section of the report 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 part of this process includes the policy decisions necessary to determine, based on the results of the study, whether there is sufficient desire among the political bodies of the organization to continue with the process or not. Implementation begins with that step.

Findings

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 effort is in effect currently, opportunities exist for further improvement and increased efficiency. It would make sense that these six organizations continue efforts to work more closely together. This can be accomplished by any of the methods discussed previously. 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 cities of Forest Grove, Cornelius and the Forest Grove Rural, Cornelius Rural, Banks and Gaston fire districts, and the opportunities for collaboration. A summary of those findings follows:

All six Agencies are Interdependent – The fire departments depend upon each other and other 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 incident without assistance.

Each Agency Values Customer Service – During the work leading to this report, each fire department consistently demonstrated a focus toward 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 assure that they provide acceptable levels of service to their communities.

Each Agency Needs Operational and Administrative Improvements – Although the need varies between the three 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. It is also, without question, the most difficult aspect to evaluate and it is challenging to predict the effect that differing internal cultures will have on the collaborative strategies. However, these six 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 light of future cooperative efforts.

Communication Among Agencies is Effective – As a result of the close collaboration on numerous operational issues, dialogue is effective between all six agencies. It is essential that the current level of communication be maintained and further enhanced in the future.

Multiple Functional Cooperative Efforts are Feasible - ESCI has identified multiple opportunities 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.

Combining All Six Agencies is Feasible – All of the strategies presented in this report are feasible. Each presented strategy moves across the spectrum of partnership options from maintaining 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 a new fire district formation.

Recommendations

It is recognized that Phase I, Model “A” Expansion of the Existing Intergovernmental Agreement (IGA) to include the Gaston and Banks Fire Districts is already occurring with the Gaston fire district. This model has proven to be an effective first step in the regionalization and is under consideration by the Gaston and Banks Fire Protection Districts. This current model is a good “test phase” and should be developed further to identify the benefits and limitation of the model. Once it is established that there is a desire to consider an enhanced and more integrated service delivery system, Phase II options should be evaluated with the following recommendations considered:

Phase II, Model “A”: Establishment of Contract for Service “Fire Authority” or Phase II, Model “C”: Create a New Consolidated Fire Protection District are both fiscally and operationally beneficial:

The establishment of a contract for service fire authority offers the benefit of a single provider while preserving local governance and decision-making. This model allows a host agency to tier retirement benefits for existing and future employees to avoid widespread and costly retirement system changes and collective bargaining challenges. An area for focus with this model will be centered on the creation and maintenance of a contract that allows for a truly integrated service delivery system and an oversight committee/commission that will provide adequate input from the stakeholders without affecting the hosting agencies ability to effectively manage the department. This balance can be achieved and is currently functioning in other regions of the state of Oregon. ESCI sees this option as the preferred integrated service delivery model if the participating agencies desire to maintain local governance and decision-making authority.

The second fully integrated service delivery option would be the creation of a new consolidated fire district inclusive of the study area including the cities. 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 governing board should include a proportional and representative board make-up to ensure all communities and their unique and specific needs and desires. An area for focus with this model should be centered on the collective bargaining and establishment of a new pay and benefit package and aligning or integrating of existing and desired benefit package elements in existence with existing providers. Another area for consideration is the long-term management of tax rates and service delivery elements relating to the perceived fairness of costs and assessed values of 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 being 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.

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 helpful to offer a process whereby the clients can break the process down 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 six 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 means 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 of Forest Grove, Cornelius and the Forest Grove Rural, Cornelius Rural, Gaston and Banks 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 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 vision process is to begin with policymakers sharing an open discussion of critical issues. Each entity 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 weakness 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 make the decision to opt out of further involvement. This may occur for a number of reasons. There may be 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 often a quarterly meeting is 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 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 in a way 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 begin 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 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 study 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, State Fire Marshall and the insurance industry when necessary to accomplish 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 work and may need to establish multiple sub-groups to accommodate its workload. The group will work out all of the details of necessary operational changes required by the strategy. This involves 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 important 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 that which 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 report regularly 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 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 continual 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.

Conclusion

The study departments currently share multiple services and work together well, more closely than most, in many regards. However, they have not yet achieved what could be considered a fully collaborative and seamless manner. Developing and expanding the existing cooperation to gain more efficiency is a logical next step. While this report and the subsequent tasks can seem overwhelming, it is important to remember this can and has been accomplished one task at a time. In the end, a fully integrated fire services system will provide enhanced service delivery for a reduced cost and better-cost control into the future.

As with many things, establishing a high performance regionalized fire protection system is not always the easy thing, but it is frequently the right thing. ESCI appreciates the opportunity to work with your agencies on this important and complex study; we are available to assist you in any way we can to help you provide the highest level of service and protection to your communities.

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3A

**FOREST GROVE CITY COUNCIL EXECUTIVE SESSION
ORS 192.660(2)(D) LABOR
MAY 11, 2015 – 5:30 P.M.
COMMUNITY AUDITORIUM – CONFERENCE ROOM
PAGE 1**

Minutes are unofficial until approved by Council.

1. ROLL CALL:

Mayor Peter Truax called the Executive Session to order at 5:37 p.m. **ROLL CALL: COUNCIL PRESENT:** Thomas Johnston, Council President; Richard Kidd; Victoria Lowe; Ronald Thompson; Malynda Wenzl; and Mayor Peter Truax. **COUNCIL ABSENT:** Elena Uhing, excused. **STAFF PRESENT:** Thomas Gamble, City Manager Pro Tem; Paul Downey, Administrative Services Director; Brenda Camilli, Human Resources Manager; and Anna Ruggles, City Recorder.

2. EXECUTIVE SESSION:

The City Council met in Executive Session in accordance with:

ORS 192.660(2)(D) to conduct deliberations with person designated by the governing body to carry on labor negotiations.

3. ADJOURNMENT

Mayor Truax adjourned the Executive Session at 6:36 p.m.

Respectfully submitted,

Anna D. Ruggles, CMC, City Recorder

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**FOREST GROVE CITY COUNCIL WORK SESSION
(LIGHT AND POWER PURCHASE NO-FEDERAL LOAD)
MAY 11, 2015 – 6:30 P.M.
COMMUNITY AUDITORIUM – CONFERENCE ROOM
PAGE 1**

Minutes are unofficial until approved by Council.

1. ROLL CALL:

Mayor Peter Truax called the Work Session to order at 6:38 p.m. **ROLL CALL:**
COUNCIL PRESENT: Thomas Johnston, Council President; Richard Kidd; Victoria Lowe; Ronald Thompson; Malynda Wenzl; and Mayor Peter Truax.
COUNCIL ABSENT: Elena Uhing, excused. **STAFF PRESENT:** Thomas Gamble, City Manager Pro Tem; Paul Downey, Administrative Services Director; George Cress, Light and Power Director; and Anna Ruggles, City Recorder.

2. WORK SESSION: LIGHT AND POWER PURCHASE NON-FEDERAL LOAD

Cress and Gamble facilitated the work session, noting the purpose of the work session was to review and discuss the proposed Resource Agreement between the City and Northwest Intergovernmental Energy Services (NIES) as outlined in Exhibit A. Cress reported the purpose of the agreement is to allow the City, if needed, to purchase Tier II Power in Fiscal Year 2018 and 2019 (October 1, 2017 – September 30, 2019) in the amount of 1aMW per year to fulfill the City's obligation under Bonneville Power Administration (BPA) contract. Cress reported the City has the opportunity to purchase non-federal power along with other NIES public utilities at or below BPA FY 2018 projected Tier I rates, noting the indicative pricing for the 2018 and 2019 rate period are priced at \$32.92 and \$34.73/MWh, respectively, which is lower than BP-18 proposed Tier I Rate. In conclusion of the above-noted staff report, Cress presented a PowerPoint presentation, noting the agreement contains an annual NIES membership fee of \$10,878 and an additional power purchase administrative fee not-to-exceed \$500, which is approved in the Light and Power Department budget for Fiscal Year 2015-16.

Council Discussion:

Mayor Truax opened the floor and roundtable discussion ensued pertaining to the City's need to acquire non-federal power to serve its end-use customers Above the Rate Period High Water Mark (A-RHWML) or above BPA Tier I and potential benefits and risks of purchasing now or waiting until Tier II rates are fixed. Cress advised the fiscal impact of the power purchase will not be fully known until the power purchase transaction is completed, noting the agreement allows NIES to investigate and acquire the market purchase as outlined in the agreement. In addition, Cress addressed various Council concerns, inquiries, and scenarios posed by Council pertaining to excess storage, high water mark,

**FOREST GROVE CITY COUNCIL WORK SESSION
(LIGHT AND POWER PURCHASE NO-FEDERAL LOAD)
MAY 11, 2015 – 6:30 P.M.
COMMUNITY AUDITORIUM – CONFERENCE ROOM
PAGE 2**

Tier I and Tier II rates, and load growth from new housing and industrial businesses, noting the agreement is the same as the 2012 and is projecting the City's load commitment of 1aMW per year in FY 2018 and 2019.

Council took no formal action nor made any formal decisions during the work session.

3. ADJOURNMENT

Mayor Truax adjourned the work session at 6:55 p.m.

Respectfully submitted,

Anna D. Ruggles, CMC, City Recorder

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**FOREST GROVE CITY COUNCIL REGULAR MEETING
MAY 11, 2015 – 7:10 P.M.
COMMUNITY AUDITORIUM
PAGE 1**

Minutes are unofficial until approved by Council.

1. ROLL CALL:

Mayor Peter Truax called the regular City Council meeting to order at 7:10 p.m. and led the Pledge of Allegiance. **ROLL CALL: COUNCIL PRESENT:** Thomas Johnston, Council President; Richard Kidd; Victoria Lowe; Ronald Thompson; Malynda Wenzl; and Mayor Peter Truax. **COUNCIL ABSENT:** Elena Uhing, excused. **STAFF PRESENT:** Thomas Gamble, City Manager Pro Tem; Paul Downey, Administrative Services Director; George Cress, Light and Power Director; Rob Foster, Public Works Director; Jon Holan, Community Development Director; J. F. Schutz, Police Chief; Colleen Winters, Library Director; Derrek Robbins, Project Engineer; James Reitz, Senior Planner; and Anna Ruggles, City Recorder.

1. A. SWEARING-IN CEREMONY:

Police Chief Schutz administered the Oath of Office, by reading of a Proclamation, to Matthew Smith and Scott King who were promoted to Police Sergeant. Police Chief Schutz presented Smith and King with their official Police Sergeant badge.

1. B. PROCLAMATIONS:

National EMS Week, May 17 – 23, 2015

Council President Johnston publicly proclaimed May 17 – May 23, 2015, as "Emergency Medical Services Week". Metro West Ambulance received the proclamation.

National Police Week, May 11 – 17, 2015

Thompson publicly proclaimed May 11 – May 17, 2015, as "National Police Week". Police Chief Schutz received the proclamation on behalf of the Police Department.

National Public Works Week, May 17 – 23, 2015

Mayor Truax publicly proclaimed May 17 – May 23, 2015, as "National Public Week". Foster received the proclamation on behalf of the Public Works Department.

National Historic Preservation Month, May 2015

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Thompson publicly proclaimed the month of May, as "*National Historic Preservation Month*". Kaylene Toews, Historic Landmarks Board (HLB) Vice-Chair, received the proclamation on behalf of the HLB.

1. C. 2015 ERIC. G. STEWART AWARD:

Reitz, on behalf of the Historic Landmarks Board (HLB), presented the "*2015 Eric G. Stewart Award*" to Neil Poulsen, former HLB Chair, in recognition of outstanding service and commitment to historical preservation. Reitz commended Poulsen for his outstanding commitment, passion, presence and collaboration, noting Poulsen guided HLB during his five years on board through many projects, most notable, Poulsen guided HLB through the process of establishing Historic Landmarks Design Guidelines and Standards to protect and preserve the City's historic neighborhoods.

2. CITIZEN COMMUNICATIONS: None.

3. CONSENT AGENDA: Items under the Consent Agenda are considered routine and will be adopted with a single motion, without separate discussion. Council members who wish to remove an item from the Consent Agenda may do so prior to the motion to approve the item(s). Any item(s) removed from the Consent Agenda will be discussed and acted upon following the approval of the Consent Agenda item(s).

- A. Approve City Council Work Session (B&C Interviews) Meeting Minutes of April 27, 2015.
- B. Approve City Council Work Session (Water Rates and Water System Development Charges) Meeting Minutes of April 27, 2015.
- C. Approve City Council Executive Session (Real Property) Meeting Minutes of April 27, 2015.
- D. Approve City Council Regular Meeting Minutes of April 27, 2015.
- E. Accept Historic Landmarks Board Meeting Minutes of March 24, 2015.
- F. Community Development Department Monthly Building Activity Informational Report for April 2015.

MOTION: Councilor Kidd moved, seconded by Councilor Wenzl, to approve the Consent Agenda as presented. ABSENT: Councilor Uhing. MOTION CARRIED 6-0 by voice vote.

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4. **ADDITIONS/DELETIONS:** None.
5. **PRESENTATIONS:** None.
6. **CONTINUE PUBLIC HEARING FROM APRIL 27, 2015: SECOND READING OF ORDINANCE NO. 2015-04 ADOPTION OF AMENDMENTS TO DEVELOPMENT CODE, ARTICLES 2, 5, 8 AND 12, TO ADOPT HISTORIC DISTRICT AND HISTORIC LANDMARKS DESIGN GUIDELINES AND STANDARDS. APPLICANT: CITY OF FOREST GROVE. FILE NO. ZNC-15-00084**
The first reading of Ordinance No. 2015-04 by title occurred at the Council meeting of April 27, 2015.

Staff Report:

Reitz and Holan presented the above-proposed ordinance for second reading, noting the Historic Landmarks Board (HLB) has submitted a letter addressing inquiries posed at the Council meeting of April 27, 2015. In addition, Reitz reported the State's e-permit system, which Community Development has implemented for building permits, will allow the City to enter a code identifying historic landmarks by address and to include a link to the City's webpage to access via online the Historic Landmarks Design Standards and Guidelines.

Conflict of Interest Disclosure:

Council President Johnston disclosed owning property within historic districts. Johnston declared no influence on his decision-making.

Challenges from Parties:

None declared.

Public Hearing Continued:

Mayor Truax continued the Public Hearing from the meeting of April 27, 2015, and explained hearing procedures.

Written Testimony Received:

Reitz referenced a letter submitted by the Historic Landmarks Board, dated May 11, 2015, as referenced above.

No other written testimony was received prior to the deadline of May 11,

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2015, 7:00 p.m.

Proponents:

Carol Drew, representing Friends of Historic Forest Grove (FHFG), read a statement expressing the Board's unanimous support of the Historic Landmarks Design Guidelines and Standards, noting the Board was unable to attend this evening, because the Board meets this evening as well.

No one else testified and no written comments were received.

Opponents:

No one testified and no written comments were received.

Others:

No one testified and no written comments were received.

Public Hearing Closed:

Mayor Truax closed the Public Hearing

Council Discussion:

In response to Council President Johnston's inquiry pertaining to manufactured homes, i.e., government-assisted housing, in a historic district area, Holan distributed copies of the Oregon's Statewide Goals and Guidelines, Goal 10: Housing. In response to Johnston's inquiry pertaining to appeals, Holan explained if a building permit application does not comply with design standards, the application is forwarded to HLB for review subject to Type III procedures and appeals are assigned to Council.

Gamble read Ordinance No. 2015-04 by title for second reading.

Mayor Truax asked for a roll call vote on the motion made at the meeting of April 27, 2015.

ROLL CALL VOTE: AYES: Councilors Johnston, Kidd, Lowe, Thompson, Wenzl, and Mayor Truax. NOES: None. ABSENT: Councilor Uhing. MOTION CARRIED 6-0.

6. RESOLUTION NO. 2015-32 AUTHORIZING THE MAYOR AND CITY

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**MANAGER PRO TEM TO ENDORSE THE LOCAL AGENCY
AGREEMENT BETWEEN THE CITY OF FOREST GROVE AND
OREGON DEPARTMENT OF TRANSPORTATION FOR OR 8/OR 47
INTERSECTION IMPROVEMENTS; CONTRACT NO. 30523**

Staff Report:

Robbins and Foster presented the above-proposed resolution authorizing the Mayor and City Manager Pro Tem to endorse an Intergovernmental Agreement between the City of Forest Grove and Oregon Department of Transportation (ODOT) for disbursement of funds for the next phase of Highway 8/Highway 47 (Pacific Avenue and Quince Street) intersection improvements as outlined in Exhibit A, Contract No. 30523. Foster and Robbins advised in 2012, the City was awarded Regional Flexible Grant Funds (Resolution No. 2012-65, IGA 28768) for the intersection improvements, noting this phase of the project is to design and acquire right-of-way and perform utility relocation work. Robbins reported the estimated total project cost is \$1,287,165, of which \$1,154,973 will come from Federal-Aid STP (Surface Transportation Program) local program funds, and match-funding requirement for the entire project includes \$200,000 allocated in the Street Fund. In addition, \$318,000 from Washington County Major Streets Transportation Improvement Program (MSTIP3) will be used for match funding. In conclusion of the above-noted staff report, Foster and Robbins advised the City and Washington County would establish a separate IGA to transfer the MSTIP3 match funds to ODOT.

Before proceeding with Council discussion, Mayor Truax asked for a motion to adopt Resolution No. 2015-32.

Gamble read Resolution No. 2015-32 by title.

MOTION: Council President Johnston moved, seconded by Councilor Kidd, to adopt Resolution No. 2015-32 Authorizing the Mayor and City Manager Pro Tem to Endorse the Local Agency Agreement between the City of Forest Grove and Oregon Department of Transportation for OR 8/OR 47 Intersection Improvements; Contract No. 30523.

Council Discussion:

In response to Wenzl's concern pertaining to the bus stop just west of the intersection in front of McMenamins, Robbins referenced the design plan,

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noting the bus pull-in/pullout is not affected and is located a safe distance from the intersection.

In response to Council President Johnston's concern pertaining to crosswalk design, Robbins referenced the design plan, noting the crosswalk design has a pedestrian safety island with signalization.

In response to Lowe's concern pertaining to the historic trees along Quince Street, Robbins explained new street trees that are established would be planted prior to removing mature streets along Quince Street to minimize the effect. Lowe reminded staff of needing a tree removal permit.

Hearing no further discussion from the Council, Mayor Truax asked for a roll call vote on the above motion.

VOICE VOTE: AYES: Councilors Johnston, Kidd, Lowe, Thompson, Wenzl, and Mayor Truax. NOES: None. ABSENT: Councilor Uhing. MOTION CARRIED 6-0.

8. RESOLUTION NO. 2015-33 AUTHORIZING CITY MANAGER PRO TEM TO ENDORSE THE RESOURCE AGREEMENT BETWEEN THE CITY OF FOREST GROVE AND NORTHWEST INTERGOVERNMENTAL ENERGY SERVICES (NIES) FOR A MARKET PURCHASE FOR THE PERIOD 2018-2019

Staff Report:

Cress and Downey presented the above-proposed resolution authorizing the City Manager Pro Tem to endorse a Resource Agreement between the City and Northwest Intergovernmental Energy Services (NIES) as outlined in Exhibit A. Cress reported staff met with Council in Work Session earlier to discuss the terms and conditions of the agreement, noting the purpose of the agreement is to allow the City, if needed, to purchase Tier II Power in 2018 and 2019 (October 1, 2017 – September 30, 2019) in the amount of 1aMW per year to fulfill the City's obligation under Bonneville Power Administration contract. In conclusion of the above-noted staff report, Cress advised the agreement contains an annual NIES membership fee of \$10,878 and an additional power purchase administrative fee not-to-exceed \$500, which is approved in the Light and Power Department budget for Fiscal Year 2015-16, noting the fiscal impact of the power purchase will not be fully known until the power

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purchase transaction is completed.

Before proceeding with Council discussion, Mayor Truax asked for a motion to adopt Resolution No. 2015-33.

Gamble read Resolution No. 2015-33 by title.

MOTION: Council Kidd moved, seconded by Council President Johnston, to adopt Resolution No. 2015-33 Authorizing City Manager Pro Tem to Endorse the Resource Agreement between the City of Forest Grove and Northwest Intergovernmental Energy Services (NIES) for a Market Purchase for the Period 2018-2019.

Council Discussion:

Hearing no discussion from the Council, Mayor Truax asked for a roll call vote on the above motion.

ROLL CALL VOTE: AYES: Councilors Johnston, Kidd, Lowe, Thompson, Wenzl, and Mayor Truax. NOES: None. ABSENT: Councilor Uhing. MOTION CARRIED 6-0.

9. DEPARTMENT WORK PLANS FOR FY 2015-16:

Library Department:

Winters presented a PowerPoint presentation outlining the Library Department's Work Plan for 2015-16 as noted in her staff report. Winters's report focused on library-related work plan and 2013-14 usage statistics; library strategic planning process; developing and implementing a COOP plan; participation in development of the Washington County Cooperative Library Services 2015 levy; unfinished business projects; maintaining the quality of the department's staff and working environment; and completion of library art project. In addition, Winters reported on other various department-related projects and addressed various Council inquiries.

Police Department:

Chief Schutz presented a PowerPoint presentation outlining the Police Department's Work Plan for 2015-16 as noted in her staff report. Schutz's report focused on police-related work plan and foundational activities and programs; community outreach programs; administration; police-related training; collaboration with various county-wide agencies;

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and other various administrative-related projects and goals. In addition, Schutz reported on other various department-related action plans and addressed various Council inquiries.

Engineering/Public Works Department:

Foster presented a PowerPoint presentation outlining the Engineering, Public Works, and Water Treatment Plant (WTP) Department's Work Plans for 2015-16 as noted in his staff report. Foster's report focused on Engineering, Public Works and WTP-related work plans and various transportation-related projects; sidewalk-related improvements; and sewer and storm drainage-related projects. In addition, Foster reported on other various department-related action plans and addressed various Council inquiries.

Administrative Services Department:

Downey presented a PowerPoint presentation outlining the Administrative Services Department's Work Plan for 2015-16 as noted in his staff report. Downey's report focused on Administrative Services-related work plan; finance and budget-related major tasks; management-related tasks; Human Resources major tasks; and IT major tasks. In addition, Downey reported on other various department-related projects and addressed various Council inquiries.

Legislative and Executive Department:

Gamble presented a PowerPoint presentation outlining the Legislative and Executive Department's Work Plan for 2015-16 as noted in his staff report. Gamble's report on focused Legislative and Executive-related work plan and succession planning; youth representation; Council visibility; full-service city definition; updating local operating levy based on full-service definition data; quality of life and working with regional partnerships and local interests on sustainability practice initiatives; and participation in local, state, regional, national legislative agenda and priorities. In addition, Gamble reported on other various department-related projects and addressed various Council inquiries.

10. CITY MANAGER PRO TEM'S REPORT:

Gamble reported on upcoming events as noted in the Council calendar and reported on other various upcoming local meetings and community-wide events as noted in the City Manager Pro Tem's Report. Gamble reported the Fiscal Year 2015-16 proposed budget is being finalized, noting the first Budget Committee meeting is scheduled on May 21, 2015.

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Gamble advised this year's budget process also includes the Forest Grove Urban Renewal Agency budget. Gamble announced the Community Enhancement Program (CEP) application packets are due back to the City by May 29th and CEP presentations will be made to the Solid Waste Community Enhancement Program Advisory Committee on June 11, 2015. Gamble gave an update on the Times Litho property, noting staff is working on bid specifications for demolition, quotes from geotechnical firms to evaluate soil conditions, and received an initial cost estimate of \$15,900 for asbestos abatement. Gamble reported Banks Rock Products was awarded this year's timber harvest bid and is scheduled to start the timber harvest August 1, 2015. In addition, Gamble distributed a copy of his written report, which outlined various meetings he attended and provided updates on various City department-related activities, projects, and upcoming city-wide events.

11. COUNCIL COMMUNICATIONS:

Council President Johnston reported administering, on behalf of Mayor Truax, the ceremonial ribbon-cutting event for Chaucer Foods. Johnston reported on Forest Grove Rural Fire Protection District-related meeting, noting the Board adopted its budget. In addition, Johnston reported on other matters of interest and upcoming meetings he was planning to attend.

Kidd commended the Historic Landmark Board (HLB) for the excellent work HLB underwent in establishing the Historic Landmarks Design Guidelines and Standards to protect and preserve the City's historic neighborhoods, noting the review began 13 years ago. In addition, Kidd reported on other matters of interest and upcoming meetings he was planning to attend.

Lowe reported on matters of interest and upcoming meetings she was planning to attend.

Wenzl reported on Committee for Citizen Involvement (CCI)-related meeting, noting CCI is looking at ways to improve public communication, i.e., creating a newsletter, and CCI has been working behind the scenes with the Community Forestry Commission on its Urban Forest Management Plan. Wenzl invited Council to attend the Sustainability Commission's subcommittee Latino Community Summit on May 20, 2015, noting the purpose of the summit is to assess the need and interest in bilingual-related services in the Forest Grove community. In addition,

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Wenzl reported on other matters of interest and upcoming meetings she was planning to attend.

Thompson reported on Community Forestry Commission (CFC)-related activities, noting CFC is reviewing over 250 survey responses received on the Urban Forest Management Plan and is working on drafting the final plan for Council consideration. Thompson reported on Forest Grove Senior and Community Center-related activities and Ride Connection-related activities. In addition, Thompson reported on other matters of interest and upcoming meetings he was planning to attend.

Uhing was absent.

Mayor Truax announced dates of various upcoming activities and meetings as noted in the Council Calendar. Mayor Truax reported he was unable to attend the ceremonial ribbon-cutting event for Chaucer Foods due to he was in Washington, DC, with the Washington County Joint Policy Advisory Committee on Transportation. In addition, Mayor Truax reported on other various local, regional, Metro, and Washington County meetings he attended and community-related events and upcoming meetings he was planning to attend.

12. ADJOURNMENT:

Mayor Truax adjourned the regular meeting at 9:35 p.m.

Respectfully submitted,

Anna D. Ruggles, CMC, City Recorder

Memorandum

To: Mayor Truax and City Councilors
From: Anna D. Ruggles, City Recorder
Subject: Accept Resignation on Public Safety Advisory Commission
Date: May 26, 2015

Tim Dierickx, Public Safety Advisory Commission (PSAC), Rural Fire District, Term Expiring December 31, 2017, has informed staff of his desire to resign from the PSAC as per the attached resignation notification.

STAFF RECOMMENDATION:

Staff recommends Council accept the above-noted resignation and deem the seat vacant.

Anna Ruggles

From: Michael W. Kinkade
Sent: Monday, May 18, 2015 3:06 PM
To: Anna Ruggles
Subject: Resignation from PSAC

Anna,

Tim Dierickx informed me that he is resigning from PSAC. Is this email sufficient notification for you? He is not the type to create a formal letter, but he did communicate directly to me his intentions, which were immediate.

Michael

Memorandum

To: Mayor Truax and City Councilors

From: Anna D. Ruggles, CMC, City Recorder

Subject: Make Appointment to Committee for Citizen Involvement

Date: May 26, 2015

BACKGROUND:

City Council interviewed Boards, Committees and Commissions applicant noted below in Work Session on April 27, 2015. Staff has notified the following applicant who has expressed interest in serving on the Committee for Citizen Involvement (CCI) as noted below:

- Betsy Brower, Term expiring January 31, 2019

STAFF RECOMMENDATION:

Staff is recommending the City Council consider approving the attached resolution making the above-noted appointment. If Council desires not to make this appointment, Council may reject placing this item on the Consent Agenda and/or discuss separately.

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RESOLUTION NO. 2015-34

RESOLUTION MAKING APPOINTMENT
TO THE CITY OF FOREST GROVE
COMMITTEE FOR CITIZEN INVOLVEMENT

WHEREAS, Resolution No. 1991-57 has provided for a Committee for Citizen Involvement; and

WHEREAS, Resolution Number 2006-10 provides that vacancies on City Advisory Boards, Committees, and Commissions brought about by resignation or removal shall be filled by appointment to fill the term of that seat by the City Council; and

WHEREAS, there currently exist vacancies on the Committee for Citizen Involvement; and

WHEREAS, the City Council has received applications from citizens desiring to serve on the Committee for Citizen Involvement, and subsequently interviewed citizens making application for service on this Committee.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY OF FOREST GROVE AS FOLLOWS:

Section 1. That the following person is hereby appointed to the City of Forest Grove Committee for Citizen Involvement for the following term (new appointment noted in **BOLD**):

<u>Last Name</u>	<u>First Name</u>	<u>Term Expires</u>
BROWER	BETSY	JANUARY 31, 2019

Section 2. This resolution is effective immediately upon its enactment by the City Council.

PRESENTED AND PASSED this 26th day of May, 2015.

Anna D. Ruggles, City Recorder

APPROVED by the Mayor this 26th day of May, 2015.

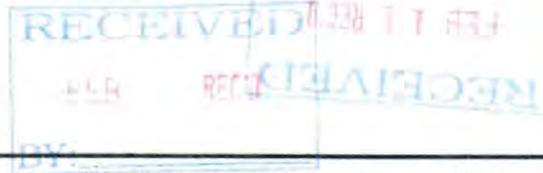
Peter B. Truax, Mayor



CITIZEN ADVISORY BOARDS, COMMITTEES, & COMMISSIONS

(Please complete, sign a

Interview April 27, 2015 5:40pm



Fax • 503.992.3207 Office • 503.992.3235 arunnies@forestgrove-or.gov

Please check the Advisory Board on which you would like to be considered for appointment. If interested in serving on multiple Boards, please list the order of preference (1-10). Terms vary. (Please note: The meeting dates/times are subject to change with advance notice).

Table with 4 columns: Board Name, Meeting Frequency, Board Name, Meeting Frequency. Includes Budget Committee, Committee for Citizen Involvement, Community Forestry Commission, Economic Development Commission, Historic Landmarks Board, Library Commission, Parks & Recreation Commission, Planning Commission, Public Arts Commission, Public Safety Advisory Commission, Sustainability Commission.

NAME: Betsy Brower
RESIDENCE ADDRESS:
MAILING ADDRESS: same
EMPLOYER: My Place Tavern

HOME PHONE:
BUSINESS PHONE:
E-MAIL:
OCCUPATION/PROFESSION: Bartender/Cook

Years living in Forest Grove? 8 Live in City limits? Y How did you hear of this opportunity? Stephanie Rose

How would you currently rate City's performance? Excellent Good Fair Poor

What ideas do you have for improving "Fair" or "Poor" performance? Just getting more people involved would be beneficial to the committee as well as the community.

Why are you interested in serving on the Advisory Board/Committee/Commission? I would love to help out where I can.

What contributions do you feel you can/will make to the Board/Committee/Commission? As a recent graduate from PSU with an advertising degree, I'm hoping that my education can help the committee reach more people and get more people involved.

What qualifications, skills, or experiences would you bring to the Board/Committee/Commission? I have several years of office experience as well as several years of customer service. These skills along with my degree should help the commission as well as the community.

Previous/current appointed or elected offices: N/A

Previous/current community affiliations or activities: Volunteer/Manager at several SOLVE events.

If not appointed at this time, may we keep your name on file? [X] Yes [] No

Signature: Betsy Brower Date: 1-28-14 I have sufficient time to devote to this responsibility and will attend the required meetings if appointed.

(App 11/13)

Date: May 26, 2015

**REPORT REQUESTING TO VACATE
THE HEARTWOOD STREET RIGHT-OF-WAY
FILE NO. VAC-15-00351**

PROJECT TEAM: James Reitz, Senior Planner
Jon Holan, Community Development Director
Thomas E. Gamble, City Manager Pro Tem

ISSUE STATEMENT: The Heartwood Street right-of-way (a.k.a. "Quandary Lane") is proposed to be vacated. A new alignment of Heartwood Street would be dedicated with the Pacific Crossing 3 final plat.

BACKGROUND: This street segment was deeded to the public in 1999 as part of the Knox Ridge 4 plat. The purpose of the street stub was to provide for an extension into Pacific Crossing. While it is signposted as "Quandary Lane", no street name for this segment was denoted on the Knox Ridge 4 final plat.

The original tentative plat for Pacific Crossing 3 aligned Heartwood Street with this existing street stub. The applicant examined the preliminary grading plan for Pacific Crossing Phases 2 and 3, and concluded that the approved street layout would result in excessive (and expensive) earthwork. The applicant's civil engineer developed an alternative that would result in much less earthwork. This alternative would require shifting two proposed streets (including Heartwood Street) to the southeast of their originally-proposed locations. The Planning Commission reviewed and approved this revision on September 15, 2014, with the condition that "The applicant shall initiate a right-of-way vacation request for the Heartwood Street stub located at Strasburg Drive. The applicant shall be responsible for the removal of any public utilities in this street stub." (An excerpt of the Planning Commission's minutes is attached).

All relevant utility companies were notified. Comcast and Northwest Natural Gas (NWNNG) both responded. Comcast does not have facilities in the area proposed to be vacated, but NWNNG does. No other utility companies have responded. As a condition of approval, staff is proposing a condition to require that the applicant remove all utilities in the right-of-way, at the applicant's expense. A temporary easement would be retained for those utilities until they could be removed.

Oregon Revised Statute (ORS) Chapter 271.120 allows the city governing body (the City Council) to hear a vacation request. The proceedings can be initiated upon receipt of a petition from 100% of the adjoining property owners, and of the owners of 2/3 in area of the "affected property" (defined by statute as an area 200 feet on either side of the proposed vacation area, for a distance of 400 feet from either end). These petitions were filed with the Community Development Department, and the application was deemed complete on April 27, 2015.

The vacation procedure is as follows:

- (A) A hearing date must be set. *The hearing date was set for May 26, 2015.*
- (B) Notice of the hearing must be published in the local paper at least once a week for two consecutive weeks prior to the hearing; and notice must be posted at or near each end of the proposed vacation.

Notice was published in the Forest Grove News Times on May 13 and 20, 2015. Notice was posted at or near the proposed vacation site on May 4, 2015. Notice was mailed to property owners and residents within 300 feet of the site and within the affected area defined above, on May 4, 2015.

Notice was also provided to utility providers Verizon, Northwest Natural Gas, MACC, and AT&T, and no objections to the proposed vacation have been received.

- (C) At the hearing, the Council must determine if a majority of the owners of the area affected have objected in writing to the vacation. Affected property is defined as that land lying on either side of the street for a distance of 200 feet, and the land beyond each terminus for a distance of 400 feet, of the part of the street proposed for vacation. The calculation of affected property does not include public right-of-way. The petition to request a vacation must be signed by 100% of the abutting property owners and 2/3 of the property owners within the affected area as defined above.

Petitions in support of the vacation have been received from 100% of the abutting property owners and 100% of the owners of real property within the affected area defined by statute, in excess of the 2/3 requirement. As of the writing of this report, no objections (written or verbal) have been received.

- (C) Rights-of-way may not be vacated without the consent of the owners of the abutting property if the vacation will substantially affect the market value of such property, unless the city governing body provides for paying damages.

The abutting property owners are requesting the vacation to allow the further development of their property. As a result, it is found that the City has received consent from the abutting property owners and that the proposed vacation would not have an adverse impact on the market value of the property.

- (D) If matters are determined in favor of the vacation, the City shall by ordinance make such determination a matter of record and vacate the right-of-way. *An ordinance to vacate the right-of-way is attached. The ordinance would take effect 30 days following its adoption.*
- (E) The City may, upon hearing, make such reservations (conditions) as appear to be for the public interest. *A temporary easement over the vacated area will be necessary until those utilities remaining in the vacated right-of-way have been removed.*

FISCAL IMPACT: The right-of-way was dedicated to the public and there is no fee ownership of land by the City. As a result, there is no consideration of any payment to the City for the vacation of the right-of-way. The applicant has paid the required review and processing fee to the City.

STAFF RECOMMENDATION: The Planning Commission, through its approval of the Pacific Crossing street revision in September 2014, has already approved the proposed street relocation that would render this street stub redundant. The Planning Commission approved the plan to relocate Heartwood Street contingent on the vacation of the existing Heartwood Street right-of-way. Completing this vacation would fulfill the Planning Commission's condition.

Staff recommends the City Council approve the attached ordinance vacating the existing street right-of-way.

- ATTACHMENT A:** Area Map and Excerpt of September 15, 2014, Planning Commission Minutes
- ATTACHMENT B:** Proposed Ordinance



**NOTICE OF PUBLIC HEARING
PROPOSED ORDINANCE OF THE CITY OF FOREST GROVE
STREET VACATION**

NOTICE IS HEREBY GIVEN that the Forest Grove City Council will hold a Public Hearing on **Tuesday, May 26, 2015, at 7:00 p.m.** or thereafter, in the Community Auditorium, 1915 Main Street, Forest Grove, to consider adopting an ordinance for the following proposal:

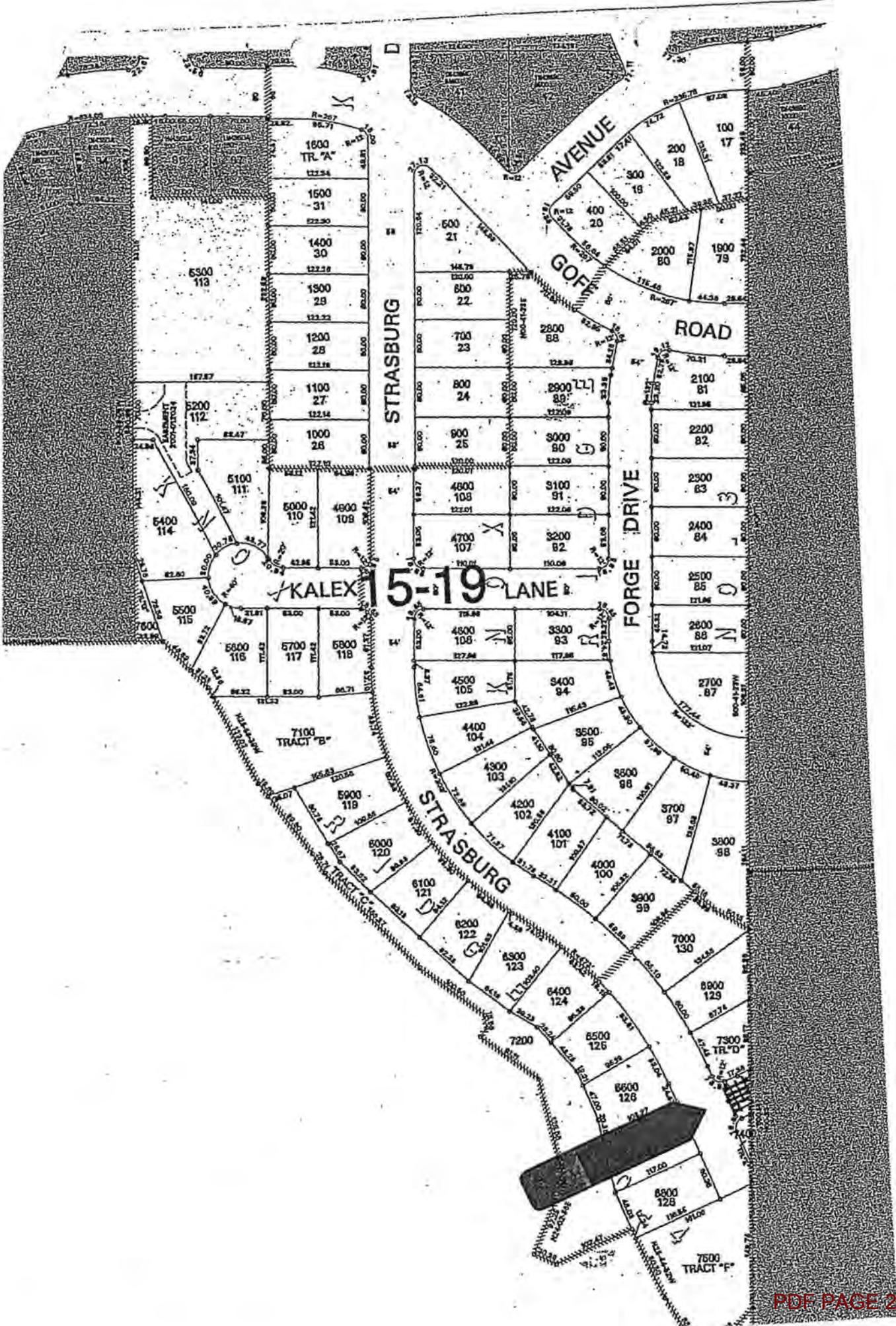
PROPOSAL: Vacation of a segment of the Heartwood Street (a.k.a. "Quandary Lane") public right-of-way
Location: Heartwood Street at the Strasburg Drive intersection
Applicant: Venture Properties, Inc. (Kelly Ritz)
File Number: VAC-15-00351

CRITERIA: Applicable criteria for review and approval of this request are contained in Oregon Revised Statutes Chapter 271.005 through 271.170.

The proposed ordinance, if enacted by the Forest Grove City Council, would take effect on the thirtieth day (30th) after enactment unless the City Council declares an emergency. At this time and place, all persons will be given reasonable opportunity to give testimony about this proposal. If an issue is not raised in the hearing (in person or by letter) or if the issue is not explained in sufficient detail to allow the City Council to respond to that issue, then that issue cannot be used as the basis for an appeal to the Land Use Board of Appeals. If additional documents or evidence is provided in support of the application, any party shall be entitled to a continuance of the hearing. Unless there is a continuance, if a participant so requests before the conclusion of the initial evidentiary hearing, the record shall remain open for at least seven (7) days after the hearing. A copy of the report and proposed ordinance are available for inspection before the hearing at the City Recorder's Office or by visiting the City's website at www.forestgrove-or.gov. Written comments or testimony may be submitted at the hearing or e-mailed to City Recorder's Office, aruggles@forestgrove-or.gov, or sent to P. O. Box 326, 1924 Council Street, Forest Grove, OR 97116, prior to the hearing. For further information pertaining to this proposal, please contact Senior Planner James Reitz, Community Development Department, 1924 Council Street, 503.992.3224, 9am-5pm, jreitz@forestgrove-or.gov.

Anna D. Ruggles, CMC, City Recorder

To be published: Wednesday, May 13 and 20, 2015



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1. **CALL TO ORDER:**

Chairman Beck called the meeting to order at 7:00 p.m.

Planning Commission Present: Tom Beck, Carolyn Hymes, Sebastian B. Lawler, Lisa Nakajima, Dale Smith, Phil Ruder and Hugo Rojas.

Staff Present: Jon Holan, Community Development Director; James Reitz, Senior Planner; Marcia Phillips, Assistant Recorder.

2. **PUBLIC MEETING:**

2.1 **PUBLIC COMMENT PERIOD FOR NON-AGENDA ITEMS:** None.

2.2 **ACTION ITEM:**

Review of re-location of two unplatted and undeveloped streets in Pacific Crossing PRD.

Chairman Beck called for the staff report.

Mr. Reitz showed a map of the original street layout of Pacific Crossing and explained that Pacific Crossing was approved as a planned development in 2005 consisting of 305 lots, and was to be constructed in four phases. He said Phase 1 and Phase 4 were constructed and all the lots north of Goff Rd. have been built-out or are committed. He explained that the original developer lost the property during the recession. Reitz stated that Venture Properties is interested in picking up Pacific Crossing's original Phase 2, and proposes to split this phase into two phases: Phase 2A would have 46 lots, and Phase 2B would have 39 lots. He explained that the applicant examined the preliminary grading plan for all of Phase 2 and concluded that the approved street layout would result in excessive (and expensive) earthwork. Reitz said the applicant has teamed up with the original Pacific Crossing civil engineer and has developed an alternative that would result in much less earthwork, but this alternative would require shifting two proposed streets to the southeast of their originally-proposed locations. Reitz explained that while the proposed relocations would affect only a small number of lots and would not significantly modify the street network, the change is significant enough to warrant Planning Commission review. He stated that the agent representing the properties adjacent to the Heartwood/Strasburg Drive intersection has submitted an email in support of this application. Reitz said 15% street grade is allowable in the Development Code, and the Fire Marshal is comfortable with the street grade.

In response to the staff report, Chairman Beck said the proposal improves the street alignment and looks good.

**PLANNING COMMISSION MEETING MINUTES
FOREST GROVE COMMUNITY AUDITORIUM**

September 15, 2014–7:00 P.M.

PAGE 2 of 4

APPLICANT:

Mimi Doukas, Venture Properties, 4230 Galewood St., Lake Oswego, OR 97035. Ms. Doukas explained that the original developer planned a lot of cut and fill but, as the new developer, Venture Properties wanted to find a solution to this grading problem. She explained that by shifting Heartwood St. 100-feet south it will save 18-feet of cut, which is significant, and Terrawood St. is part of that equation. Doukas stated that moving Terrawood east gives better alignment of the street to the undeveloped property to the south. She explained that Venture Properties has tried for two weeks to contact the property owner to the south, who is in the process of selling and is in support of this proposal. Doukas stated that this proposal helps resolve some of his access issues.

Chairman Beck said he liked the proposal, and asked Ms. Doukas for the block length.

Ms. Doukas scaled it off and stated the block is 500-feet long.

Commissioner Ruder said the condition that the developer initiate the vacation of the existing Heartwood St. stub seems reasonable.

Ms. Doukas said Venture Properties is willing to try, but needs the property owners to be willing participants.

Commissioner Nakajima said it appears there will still be some retaining walls.

Ms. Doukas explained that this proposal reduces the number of retaining walls and “calms” the area.

Commissioner Ruder made a motion to approve the re-location of two unplatted and undeveloped streets in Pacific Crossing PRD. Commissioner Lawler seconded. Motion passed 7-0.

2.3 PUBLIC HEARING:

Public Hearing: Silverstone PRD-14-00141 - A Planned Residential Development consisting of 204 single-family detached residential lots, several open space / recreational tracts, and several water quality tracts (located at 2465 NW Highway 47).

Chairman Beck stated that it has come to the Planning Commission’s attention that the applicant wants to continue the public hearing to October 20th.



ORDINANCE NO. 2015-05

**ORDINANCE VACATING A SEGMENT OF HEARTWOOD STREET
(A.K.A. "QUANDARY LANE") IN KNOX RIDGE NO. 4
FILE NO. VAC-15-00351**

WHEREAS, a petition has been filed with the City of Forest Grove to initiate the vacation of a segment of the Heartwood Street (a.k.a. "Quandary Lane") right-of-way; and

WHEREAS, notice of the proposed vacation was published in the *Forest Grove News-Times* on May 13 and 20, 2015, as required by ORS 271.110(1); and

WHEREAS, notice of the proposed vacation was posted near the site proposed for vacation on May 4, 2015, as required by ORS 271.110(2); and

WHEREAS, notice of this proposal was mailed on May 4, 2015, to property owners and residents within 300 feet of the site, as required by Development Code Sections 10.1.715 and 10.1.720; and

WHEREAS, a new street right-of-way alignment will be dedicated concurrent with the Pacific Crossing 3 final plat, rendering this segment unnecessary for public access and utilities; and

WHEREAS, vacation of this street segment is required in order to complete the final plat for Pacific Crossing 3; and

WHEREAS, the City Council held a duly-noticed Public Hearing on the proposed ordinance on May 26, 2015, and continued the hearing on June 8, 2015.

NOW, THEREFORE, THE CITY OF FOREST GROVE ORDAINS AS FOLLOWS:

Section 1. The City Council has made a determination that the application complies with the provisions of ORS Chapter 271.

Section 2. On the basis of the above findings, the street segment described in Exhibit "A" (Legal Description) and Exhibit "B" (Map) is hereby vacated, subject to the following conditions:

- A. The City hereby reserves a non-exclusive temporary easement over the vacated area. The easement shall terminate at such time as all existing utility lines are removed from their present locations in the easement. Upon removal of the utilities, the City covenants that it will execute, acknowledge, and record in the real property records of Washington County a memorandum or other document that evidences termination of the easement and is sufficient to remove the easement as an encumbrance of record on the property.

- B. The applicant shall be responsible for removal of any and all utilities from within the right-of-way to be vacated. Removal of the utilities shall be at the applicant's expense.

Section 3. This ordinance shall be effective 30 days following its enactment by the City Council.

PRESENTED AND PASSED the first reading this 26th day of May, 2015.

PASSED the second reading this 8th day of June, 2015.

Anna D. Ruggles, City Recorder

APPROVED by the Mayor this 8th day of June, 2015.

Peter B. Truax, Mayor

EXHIBIT A
Legal Description
Right-of-Way Vacation

A tract of land located in the Southwest One-Quarter of Section 36, Township 1 North, Range 4 West, Willamette Meridian, City of Forest Grove, Washington County, Oregon and being more particularly described as follows:

Beginning at the southeasterly corner of Tract 'D' of "Knox Ridge No. 4", thence along the easterly line of said plat South $00^{\circ}41'23''$ West 55.71 feet to a point on the northerly line of Tract 'E' of said plat; thence along said northerly line South $66^{\circ}20'44''$ West 13.93 feet to a point; thence along a curve to the left with a Radius of 12.00 feet, Delta of $90^{\circ}00'00''$, Length of 18.85 feet, and a Chord of South $21^{\circ}20'44''$ West 16.97 feet to a point on the northeasterly right-of-way line of Strasburg Drive (27 feet from centerline); thence along said northeasterly right-of-way North $23^{\circ}39'28''$ West 74.01 feet to a point on the southerly line of said Tract 'D'; thence along said southerly line along a non-tangential curve to the left with a Radius of 12.00 feet, Delta of $90^{\circ}00'00''$, Length of 18.85 feet, and a Chord of South $68^{\circ}39'16''$ East 16.97 feet to a point; thence North $66^{\circ}20'44''$ East 17.36 feet to a point; thence along a curve to the left with a Radius of 251.00 feet, Delta of $04^{\circ}27'51''$, Length of 19.56 feet, and a Chord of North $64^{\circ}06'48''$ East 19.55 feet to the Point of Beginning.

The above described tract of land contains 1,929 square feet, more or less. The Basis of Bearings is per the plat of "Knox Ridge No. 4", Washington County Plat records.

02/06/2015

REGISTERED
PROFESSIONAL
LAND SURVEYOROREGON
JANUARY 9, 2007
NICK WHITE
70652LS

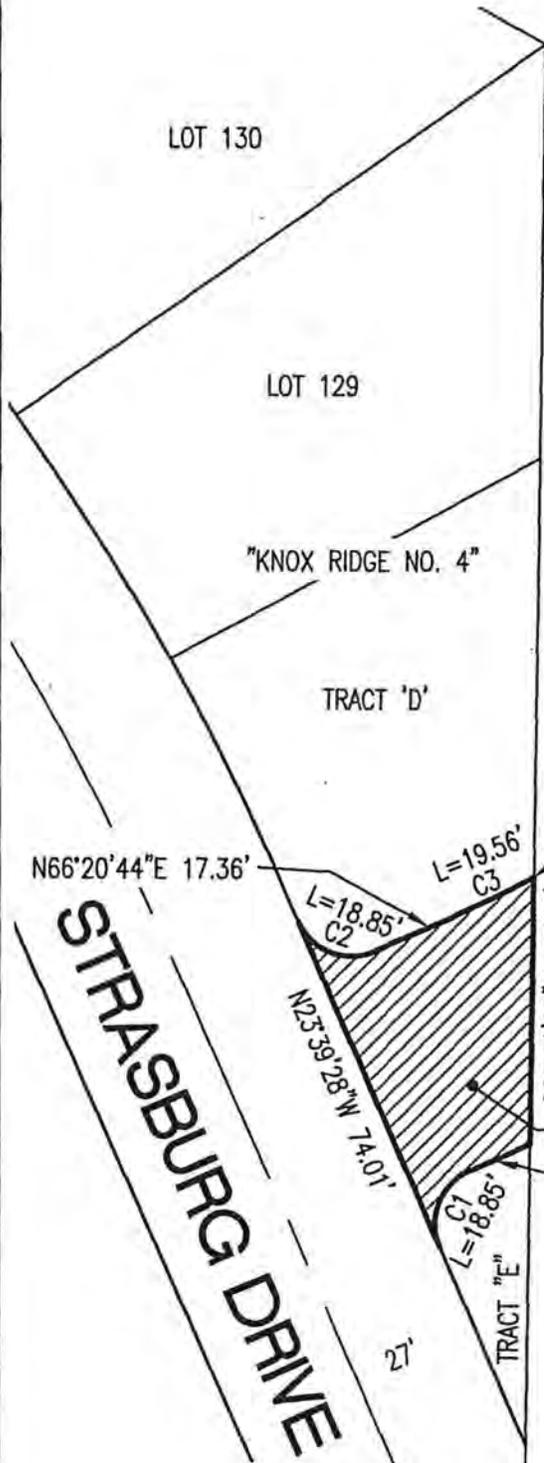
RENEWS: 6/30/16

EXHIBIT B

RIGHT-OF-WAY VACATION

A TRACT OF LAND LOCATED IN THE SOUTHWEST 1/4 OF SECTION 36,
TOWNSHIP 1 NORTH, RANGE 4 WEST, WILLAMETTE MERIDIAN, CITY OF FOREST GROVE,
WASHINGTON COUNTY, OREGON

CURVE TABLE				
CURVE	RADIUS	DELTA	LENGTH	CHORD
C1	12.00	90°00'00"	18.85'	S21°20'44"W 16.97'
C2	12.00'	90°00'00"	18.85'	S68°39'16"E 16.97'
C3	251.00'	4°27'51"	19.56'	N64°06'48"E 19.55'



DOC. NO. 2003074765

POINT OF BEGINNING

N66°20'44"E 17.36'

L=18.85'
C2

L=19.56'
C3

N23°39'28"W 74.01'

S00°41'23"W 55.71'

AREA: 1,929 SF±

S66°20'44"W 13.93'

PREPARED FOR

VENTURE PROPERTIES
4230 GALEWOOD STREET
LAKE OSWEGO, OR 97035

02-06-2015

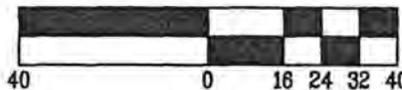
REGISTERED
PROFESSIONAL
LAND SURVEYOR

Nick White

OREGON
JANUARY 9, 2007
NICK WHITE
70652LS

RENEWS: 6/30/16

SCALE 1" = 40 FEET



THE BASIS OF BEARINGS IS PER THE PLAT OF
"KNOX RIDGE NO. 4", WASHINGTON COUNTY PLAT
RECORDS.

VENTURE: MISC. PROJECT MANAGEMENT

EXHIBIT
B

AKS ENGINEERING & FORESTRY, LLC
12965 SW HERMAN RD SUITE 100
TUALATIN, OR 97062 www.aks-eng.com
PHONE: 503.563.6151 FAX: 503.563.6152

AKS

DRWN: BRH
CHKD: NSW
AKS JOB:
4282

PDF PAGE 266

Date: May 26, 2015

**REPORT AND RESOLUTION AUTHORIZING THE CITY MANAGER PRO TEM
TO ENDORSE AN APPRENTICE RECIPROCAL TRAINING AGREEMENT
BETWEEN FOREST GROVE LIGHT AND POWER
AND MCMINNVILLE WATER & LIGHT**

PROJECT TEAM: George Cress, Director Light & Power
Paul Downey, Administrative Services Director
Thomas E. Gamble, City Manager Pro Tem

ISSUE STATEMENT: The reciprocal training agreement with McMinnville Water & Light will allow the City's line apprentice to receive on the job training involving transmission work. McMinnville has scheduled projects this summer involving their own transmission lines. The City of Forest Grove Light & Power owns a short tap transmission line feeding Thatcher substation and it requires minimal maintenance work.

BACKGROUND: The lineman's apprenticeship training program requires the apprentice to acquire at least 200 hours of training involving transmission work. The City's short transmission tap line seldom requires maintenance work. In the past, Light & Power has entered into a similar training agreement with BPA; however, BPA has no transmission work scheduled near the Forest Grove area.

Forest Grove's line apprentice is starting his 4th step of a 7 step apprenticeship process. McMinnville Water & Light has offered Light & Power an opportunity for Forest Grove's apprentice to work with their crews in 2015 and 2016.

The purpose of this program is to produce safer, more versatile and experienced employees for both McMinnville and Forest Grove. Participating apprentices from each city will be exposed, during assignment at the training entity, to aspects of line work not readily available at the apprentice's employer.

The training program will not require a concurrent exchange of apprentices. Forest Grove's Light & Power Department has no immediate need to supplement crews with an apprentice from McMinnville Water & Light.

FISCAL IMPACT: The reciprocal agreement requires each utility to pay their own apprentice's wages and expenses. Forest Grove's apprentice wages and expenses are estimated to be approximately \$5,500 for 200 hours of transmission work. The apprentice is a Light & Power employee and his wages and benefits have been accounted for in the Light & Power budget. The City's apprentice will furnish his own tools and climbing gear.

STAFF RECOMMENDATION: Staff recommends the City Council authorize the City Manager Pro Tem to endorse on behalf of the Forest Grove Light and Power an Apprentice Reciprocal Training Agreement with McMinnville Water & Light.

RESOLUTION NO. 2015-35



**RESOLUTION AUTHORIZING THE CITY MANAGER PRO TEM
TO ENDORSE AN APPRENTICE RECIPROCAL TRAINING AGREEMENT
BETWEEN CITY OF FOREST GROVE LIGHT AND POWER
AND MCMINNVILLE WATER & LIGHT**

WHEREAS, the City of Forest Grove Light & Power Department (FGL&P) and the City of McMinnville's Water & Light Commission (MW & L) have determined that it would be in the mutual best interests of FGL&P, to implement and maintain a program whereby each would provide reciprocal training to lineworker apprentices employed by the other; and

WHEREAS, both parties desire this Intergovernmental Agreement (IGA) pursuant to ORS Chapter 190 to establish the Reciprocal Training Program to enable the participating apprentices from each entity to be exposed, during assignment at the training entity, to aspects of line work not readily available at the apprentice's employer; and

WHEREAS, the purpose of the Apprentice Program is to produce safer, more versatile and experienced employees for both MW&L and FGL&P; and

WHEREAS, the training program will not require a concurrent exchange of apprentices

WHEREAS, the MW&L has offered FGL&P an opportunity for Forest Grove's Light and Power apprentice to work with MW&L crews in 2015 and 2016; and

WHEREAS, the City of Forest Grove City Council wishes to authorize its City Manager Pro Tem to complete and execute the Apprentice Reciprocal Training Agreement.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY OF FOREST GROVE AS FOLLOWS:

Section 1. The City Council of the City of Forest Grove hereby approves the Apprentice Reciprocal Training Agreement between the City of Forest Grove Light and Power and McMinnville Water & Light Commission (attached as Exhibit A).

Section 2. The City Manager Pro Tem is hereby authorized to endorse the Apprentice Reciprocal Training Agreement (attached as Exhibit A) on behalf of the City of Forest Grove.

Section 3. This resolution is effective immediately upon enactment by the City Council.

PRESENTED AND PASSED this 26th day of May, 2015.

Anna D. Ruggles, City Recorder

APPROVED by the Mayor this 26th day of May, 2015.

Peter B. Truax, Mayor

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L:\DCH\WL\Intergovernmental Agreements 65.00920\Documents\Apprentice
Reciprocal Training Agreement Forest Grove SRJ -2.doc
APPRENTICE RECIPROCAL TRAINING AGREEMENT
(an Intergovernmental Agreement under ORS Chapter 190)
between

MCMINNVILLE WATER & LIGHT

And

THE CITY OF FOREST GROVE
LIGHT & POWER

The City of McMinnville, a municipal corporation of the State of Oregon acting by and through its Water & Light Commission ("MW&L"), and the City of Forest Grove Light & Power (FGL&P) have determined that it would be in the mutual best interests of MW&L, FGL&P and such participating apprentices to implement and maintain a program whereby MW&L and the District would each provide reciprocal training to lineworker apprentices employed by the other.

MW&L and FGL&P are hereinafter referred to as the "**Training Entity**" in their capacity as training provider to participating apprentices, and as the "**Employer**" in their capacity as employer of participating apprentices.

MW&L and FGL&P enter this intergovernmental agreement ("Agreement") pursuant to ORS Chapter 190 to establish the reciprocal training program ("Program") to enable the Participating Apprentices from each entity to be exposed, during assignment at the training entity, to aspects of line work not readily available at the apprentice's employer. The purpose of such Program is to produce safer, more versatile and experienced employees for both MW&L and FGL&P.

The training Program will not require a concurrent exchange of apprentices. Each participating apprentice will report to the Training Entity at a time agreed upon by such apprentice's line supervisor from both MW&L and FGL&P.

During the term of the Program and agreement the Participating Apprentice remains the employee of their current employer for all purposes and not an employee of the Training Entity.

The following procedures will be used to implement and administer the Program:

1. **Term.** The initial term of this Agreement shall be from _____, 2015 through ____, 2016. Thereafter, this Agreement will automatically renew for successive one-year terms unless terminated under the terms of this Agreement. Selected and approved apprentices will report to and work at the Training Entity for a specified period each year during such

apprentices' apprenticeship. Either party may terminate this Agreement with 30 days' written notice at the addresses indicated on the signature page.

2. While assigned to a Training Entity, the Participating Apprentice will be in a training status and will not be used to replace any of the training entity's crew members.

3. The participating apprentice will be available for travel and emergency response with the training entity for training purposes. The participating apprentice will not be subject to regular call-out by his or her employer during his or her training assignment.

4. The training entity will provide training appropriate for the particular step attained by the Participating Apprentice. The apprentice's supervisor from both the employer and training entity will agree on the training to be received by the apprentice during such apprentice's training assignment and will provide to the apprentice and to the training entity a written outline of the agreed-upon training to be provided during the training assignment.

5. The participating apprentice will furnish his or her own tools and climbing gear.

6. The Participating Apprentice will not during the training assignment operate motorized equipment or motor vehicles that are the property of the training entity.

7. The Participating Apprentice will attend all appropriate safety meetings held at the training entity during the training assignment.

8. The Participating Apprentice's supervisor from the training entity will provide written progress reports to the apprentice's employer as soon as practicable after both expiration of the first two weeks of the training period and the end of the annual training period. The progress report provided after the end of the training period will contain a performance evaluation of the participating apprentice.

9. Employer will give the Participating Apprentice at least two weeks' notice prior to his or her assignment to the Training Entity. Prior to the assignment, the Training Entity will give the prospective Participating Apprentice an orientation and tour of the Training Entity.

10. The apprentice will be examined on the material covered during the training assignment as part of the next regular six-month examination following the apprentice's training assignment.

11. The apprentice's employer shall pay all expenses, including salary, overtime, premium pay, benefits, insurance and per diem travel expenses, which are incurred by the apprentice during the training period in accordance with state and federal law and with the applicable policies of the employer.

12. Timekeeping reports will be sent by the Training Entity to the apprentice's employer according to the employer's needs, requirements and policies.

13. The Participating Apprentice will at all times during the training assignment remain covered by his or her employer's collective bargaining agreement in effect during the period of the training assignment.

14. The Participating Apprentice will not schedule any vacation time (annual leave) for the period of the training assignment. In the event of the apprentice's absence on account of emergency or illness, the apprentice is expected to provide notice of such absence as soon as possible to the apprentice's supervisor at both the training utility and the apprentice's employer.

15. In the event the apprentice incurs an on-the-job injury during the training assignment, the apprentice shall provide notice of such injury as soon as possible to the apprentice's employer. The apprentice shall be responsible for completing any and all reports required by the employer with respect to any such injury.

16. In the event that the training assignment occurs during a period for which related and supplemental instruction is scheduled, the apprentice is expected to attend all such instruction as scheduled.

17. While the Participating Apprentice is on training assignment, he or she shall be under the direct supervision and control of the Training Entity, but is not the employee of the Training Entity.

18. The apprentice's supervisor from both the apprentice's employer and the training entity shall be available at all times to resolve any problems that may develop in connection with the training program.

19. The apprentice's supervisor from both the apprentice's employer and the Training Entity reserve the right to modify and enhance the training program as the need for such modifications and enhancements becomes apparent. Any significant modifications and enhancements to the program will be in writing and constitute an addendum to the original agreement.

20. The Participating Apprentice's training assignment may, upon advance notice, be canceled at any time and for any reason by the apprentice's supervisor from either the apprentice's employer or the training entity.

21. **Release.** MW&L and FGL&P agree that as a condition of participation in this program the Participating Apprentice shall execute a document substantially in the form attached as **Schedule 1**, fully and forever releasing and discharging the Training Entity from any losses, claims, damages, costs, demands, fines, judgments, penalties, obligations, payments and liabilities resulting from, relating to or arising out of any injury or loss which occurs during the apprentices training assignment and which would have

been covered by any workers' compensation, industrial insurance or specific entity injury compensation program in place at the apprentice's employer if the participating apprentice had at the time of such injury or loss been working directly for such employer and not assigned to apprentice training with the training entity. All parties agree that any such injury or loss shall be subject to compensation only by the apprentice's employer as provided for herein.

22. Reciprocal Indemnification. Subject to the conditions and limitations of the Oregon Constitution and the Oregon Tort Claims Act, ORS 30.260 through 30.300, MW&L shall indemnify, defend and hold harmless FGL&P from and against all liability, loss, and costs arising out of or resulting from the acts of the MW&L, its officers, employees, and agents in the performance of this Agreement. Subject to the conditions and limitations of the Oregon Constitution and the Oregon Tort Claims Act, ORS 30.260 through 30.300, FGL&P shall indemnify, defend, and hold harmless MW&L from and against all liability, loss, and costs arising out of or resulting from the acts of FGL&P, its officers, employees, and agents in the performance of this Agreement.

23. Apprentice Approval. MW&L and FGL&P agree that as a condition in this Program and Agreement supervisors from both participating entities shall certify and approve the participation of each Participating Apprentice by execution of a document substantially the form attached hereto as **Schedule 2**.

MCMINNVILLE WATER & LIGHT

By: _____ Date: _____
Mayor, ex-officio member of the Water & Light Commission [Address]

Attest:

Mary Ann Nolan
Clerk of the Commission

The City of Forest Grove Light & Power
[Address]

By: _____ Date: _____

Schedule 1.

ACKNOWLEDGMENT AND RELEASE OF PARTICIPATING APPRENTICE

I, the participating apprentice, acknowledge receipt and review of a copy of the Apprentice Reciprocal Training Agreement between MW&L and FGL&P and agree to adhere to the requirements of this Agreement as a condition of participation in this Program.

The Participating Apprentice hereby fully and forever releases and discharges the Training Entity from any losses, claims, damages, costs, demands, fines, judgments, penalties, obligations, payments and liabilities resulting from, relating to or arising out of any injury or loss which occurs during the apprentices training assignment and which would have been covered by any workers' compensation, industrial insurance or specific entity injury compensation program in place at the apprentice's employer if the participating apprentice had at the time of such injury or loss been working directly for such employer and not assigned to apprentice training with the training entity. Any such injury or loss shall be subject to compensation only by the apprentice's employer.

PARTICIPATING APPRENTICE

Print Name: _____

Signature: _____ Date: _____

Schedule 2.

ACKNOWLEDGMENT OF SUPERVISORS

WE, the undersigned supervisors, acknowledge receipt of a copy of the Apprentice Reciprocal Training Agreement between MW&L and FGL&P and understand the Agreement's terms as a condition of participation of the Participating Apprentice. We also certify that the above-named Participating Apprentice has been approved for the Program and has been fully informed of the terms and condition contained in the Apprentice Reciprocal Training Agreement.

By: _____

By: _____

Date: _____

Date: _____

Scott Rosenbalm
MW&L Electric Distribution
Superintendent

Keith Hormann
FGL-P Operations Superintendent

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Date: May 26, 2015

RESOLUTION AUTHORIZING THE CITY MANAGER PRO TEM TO SUBMIT AN APPLICATION TO THE OREGON HOUSING AND COMMUNITY SERVICES DEPARTMENT FOR A VERTICAL HOUSING DEVELOPMENT ZONE DESIGNATION FOR THE "TIMES-LITHO" SITE

PROJECT TEAM:

Daniel Riordan, Senior Planner
Jeff King, Economic Development Manager
Paul Downey, Administrative Services Director
Jon Holan, Community Development Director
Thomas E. Gamble, City Manager Pro Tem

ISSUE STATEMENT: This report describes the State of Oregon Vertical Housing Development Zone (VHDZ) program and request for authorization to submit an application to the Oregon Department of Housing and Community Services for VHDZ designation of the "Times-Litho" site.

BACKGROUND: The State of Oregon created the Vertical Housing Development program to stimulate mixed-use (residential and commercial) development in downtowns and other mixed-use areas near transit services. The purpose of the program is to encourage investment in and rehabilitation of properties in targeted areas of a city or community. The program encourages mixed-use development with both residential and non-residential uses including common areas and retail space.

The residential portion may be for market rate or lower income households. Eligible projects receive a partial property tax exemption of up to 80% for a ten-year period.

Approval of a VHDZ designation by the Oregon Department of Housing and Community Services is required. The designation provides an opportunity to promote desired development through a partial property tax exemption lasting ten years for a qualified improvement. The Oregon Housing and Community Services Department must approve projects receiving the tax exemption. The tax exemption applies to the taxable value of improvements only and last for ten years. The tax exemption does not apply to land except where all of the residential housing is for low income persons at 80% of median income or below.

Approval of the partial property tax exemption requires two steps. The first step is designating land eligible for the VHDZ. The second step is project approval demonstrating eligibility. Both steps required OHCS approval.

The City must provide all taxing districts notice of the City's intent to apply for VHDZ designation of particular property. Only special taxing districts listed under ORS 198.010 or 198.180 may opt out. Such districts include park and recreation districts, a metropolitan service district (i.e Metro), mass transit district, and port authority. These special taxing districts have 45-days to respond to the notice to opt out.

The attached resolution provides authority to the City Manager pro-tem, or designee, to seek VHDZ designation for the Times-Litho property. VHDZ designation provides another tool to stimulate desired redevelopment of the site. It should be noted that the property has no taxable since it is owned by the City. Therefore, any foregone tax revenue on taxable improvements would be at the expense of urban renewal tax increment collections and the local option levy.

FISCAL IMPACT: Fiscal impact resulting from the VHDZ is based on foregone revenue from the value of future taxable improvements approved for the partial tax exemption. This would impact the Urban Renewal Agency for the permanent rate and the City for the local option levy. It is estimated that tax increment collections for the permanent rate could be reduced from \$1,576,525 to \$1,037,604.96 over the ten-year exemption period for a prototypical \$16 million mixed-use project at the Times-Litho site. Reduced tax increment revenue amounts to an estimated \$538,921 during ten years. The prototypical project assumes a variety of uses including residential, retail, and non-retail commercial. The non-retail commercial is not eligible for the tax exemption.

For the local option levy, tax revenues are estimated to decrease from \$212,810 to \$140,198 over the ten-year exemption period. This is a reduction of \$72,612 during ten years. This estimate is also based on a prototypical \$16 million project.

Although property tax revenues could be negatively impacted during the ten-year exemption period, a VHDZ could help spur significant housing redevelopment consistent with City Council goals for downtown Forest Grove. The possible reduction in property tax revenue during the ten year exemption period should be considered in the context that the Times-Litho site is currently generating no property tax revenue since it is publicly owned.

STAFF RECOMMENDATION: Staff recommends the City Council approve the attached resolution authorizing the City Manager Pro Tem to seek VHDZ designation for the Times-Litho site from the Oregon Department of Housing and Community Services.

ATTACHMENT:

A: Times-Litho Site Map



RESOLUTION NO. 2015-36

RESOLUTION AUTHORIZING THE CITY MANAGER PRO TEM TO SUBMIT AN APPLICATION TO THE OREGON DEPARTMENT OF HOUSING AND COMMUNITY SERVICES FOR A VERTICAL HOUSING DEVELOPMENT ZONE DESIGNATION IN THE FOREST GROVE TOWN CENTER

WHEREAS, the City of Forest Grove supports both the public- and private-sector roles in the redevelopment of property advancing the City's economic development objectives; and

WHEREAS, the State of Oregon established the Vertical Housing Development Zone (ORS 307.841 to 307.867) to encourage mixed-use development of property in town centers, areas near transit service, and in other defined mixed-use areas by partially exempting certain property taxes for a period of ten-years on qualified development projects within the Vertical Housing Development Zone; and

WHEREAS, a Vertical Housing Development Zone designation supports local efforts that encourage town center revitalization, job creation, and increased demand for local retail and professional services; and

WHEREAS, the property generally located between A Street, B Street, Pacific Avenue and 21st Avenue, owned by the City of Forest Grove and shown on Attachment A, is a key redevelopment site in the City's Town Center; and

WHEREAS, the City-owned property, generally located between A Street, B Street, Pacific Avenue and 21st Avenue, is eligible for designation as a Vertical Housing Development Zone, based on the State's criteria for targeted districts including being within an urban center, proximity to transit service and location in a mixed-use area.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY OF FOREST GROVE AS FOLLOWS:

Section 1. The City Council hereby authorizes the City Manager Pro Tem to submit application to the Oregon Housing and Community Services for Vertical Housing Development Zone designation of the property shown on Attachment A.

Section 2. The City Manager Pro Tem, or designee, shall notify all taxing districts of the City's desire to apply for Vertical Housing Development Zone designation of certain property located between A Street, B Street, Pacific Avenue and 21st Avenue as required by State law.

Section 3. The notice referenced above, shall detail the process whereby a local taxing district listed under ORS 198.010 or 198.180 may elect to not participate in the designated zone and continue to impose taxes on otherwise exempt property.

Section 4. This resolution is effective immediately upon its enactment by the City Council.

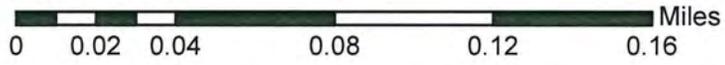
PRESENTED AND PASSED this 26th day of May, 2015.

Anna D. Ruggles, City Recorder

APPROVED by the Mayor this 26th day of May, 2015.

Peter B. Truax, Mayor

Attachment A Times-Litho Site



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