

In an effort to meet this objective, the Western Washington County Task Force was created in 2018 and Mayor Truax and Councilor Rippe were appointed as the City's representatives. The goal of the Task Force was to evaluate potential governance models and provide recommendations to the five governing boards. The potential governance models considered by the Task Force were:

1. Status Quo: continue with current system of four individual IGAs
2. Fire Authority: establish a comprehensive IGA that forms a fire authority
3. Fire District: establish a Fire District that covers the five participating agencies

With the assistance of former Assistant Washington County Administrator Don Bohn, the group developed a set of Foundational Principles to assist in evaluating the governance models. The Foundational Principles were reviewed at a work session with the City Council on April 8, 2019. On April 22, 2019, the Forest Grove City Council unanimously adopted Resolution 2019-19, which "supports and endorses the Western Washington County Fire Task Force document Foundational Principles" and applauded the "Task Force's work thus far and encouraged an objective and impartial review of the governance options listed".

The Foundational Principles were used to evaluate the three governance models. A third-party consultant, Rob Massar, former Deputy Administrator for Washington County, was hired to construct an objective and informed process and assist the Task Force in considering the three governance options. From April 2019-June 2019 the task force developed a rating matrix using the adopted Foundational Principles to evaluate, compare and contrast how well the three governance models addressed the Foundational Principles.

From July 2019 until September 2019 the three governance models were evaluated and scored using the matrix. In October 2019 Rob Massar provided a spreadsheet of the scoring done by each agency. The consensus of the Western Washington County Task Force was the fire district model was the preferred organizational structure.

The same PowerPoint Presentation is being provided to all five governing agencies. The presentation was provided in December 2019 to the Cornelius Rural Fire Protection District, the Gaston Rural Fire Protection District, and the Forest Grove Rural Fire Protection District. On January 6, 2020, the presentation was provided to the Cornelius City Council at a work session. All four of these agencies supported the findings of the Fire Task Force.

FISCAL IMPACT:

There is no fiscal impact.

STAFF RECOMMENDATION:

This Work Session is for information only.

ATTACHMENT(s):

- Foundational Principles
- Western Washington County Fire Task Force PowerPoint



Western Washington County Fire Task Force

FOUNDATIONAL PRINCIPLES APPROVED BY FIRE TASK FORCE FEBRUARY 19, 2019

Service to the Community

- The fire and rescue system is designed, organized, governed and funded to provide effective, efficient and reliable services to the community.
- The fire and rescue system recognizes an interdependent service area that spans the City of Forest Grove, City of Cornelius, Forest Grove Rural Fire, Cornelius Rural Fire and Gaston Rural Fire.

Governance and Identity

- The fire and rescue system is unified and locally governed and managed.
- The fire and rescue system delivers services and service levels as determined by community and stakeholder needs and interests.
- The fire and rescue system reflects the values and spirit of the community served.

Operationally Effective and Responsive

- The fire and rescue system provides coordinated and comprehensive response throughout the unified service area.
- The fire and rescue system is managed to optimize resource deployment and ensure consistent and appropriate response capabilities.
- In coordination with other emergency management agencies, the fire and rescue system will be prepared and equipped to respond during disaster related events.

Professional

- The fire and rescue system attracts and retains a qualified and professional workforce.
- The fire and rescue system provides standardized and regular training and development opportunities.
- The fire and rescue system actively recruits, engages and trains volunteers and provides opportunities for advancement.

Fiscally Responsible

- The fire and rescue system will exemplify operational excellence in a fiscally responsible manner.
- The fire and rescue system will procure and maintain the resources necessary for unified deployment and response.
- The fire and rescue system will be funded by an equitable finance strategy that can accommodate current and future service demands.
- The fire and rescue system will be supported by viable, sustainable and stable funding.

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Western Washington County Fire Task Force

- **Task Force established October, 2018, with the goal of looking at potential governance models and provide a consensus proposal to the five governing boards.**
 - Tim Rippe – Forest Grove
 - Jef Dalin – Cornelius
 - Cleo Howell – Forest Grove Rural Fire Protection District
 - Wes VanDyke – Cornelius Rural Fire Protection District
 - Michael Pedemonte – Gaston Rural Fire Protection District
- **The potential governance models identified by the group are:**
 - Continue with current system of individual IGA's (Status Quo)
 - Establish a comprehensive IGA that forms a fire authority (Fire Authority)
 - Form A Western Washington County Fire District (Fire District)

Western Washington County Fire Task Force

November 2018 – March 2019

- Task force developed a set of foundational principles as the basis and criteria by which the Task Force will evaluate potential governance models
- Foundational principles:
 - Service to the Community
 - Governance and Identity
 - Operationally Effective and Responsive
 - Professional
 - Fiscally Responsible



Western Washington County Fire Task Force

FOUNDATIONAL PRINCIPLES

APPROVED BY FIRE TASK FORCE FEBRUARY 19, 2019

Service to the Community

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- The fire and rescue system will exemplify operational excellence in a fiscally responsible manner.
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- The fire and rescue system will be funded by an equitable finance strategy that can accommodate current and future service demands.
- The fire and rescue system will be supported by viable, sustainable and stable funding.

- Foundational principles adopted by all five agencies' governing boards in April 2019

Western Washington County Fire Task Force

April 2019 – June 2019

- Task force developed an rating matrix using the adopted foundational principles
- Rating matrix developed to evaluate, compare and contrast how well the 3 governance models address the adopted foundational principles
- Rating Matrix will serve as summary support and documentation of the Task Force organizational structure evaluation and recommendation

WESTERN WASHINGTON COUNTY FIRE TASK FORCE

ORGANIZATION STRUCTURE RATING MATRIX

Foundational Principle/Criteria	Governance Model		
	Status Quo	Fire Authority	Fire District
GOVERNANCE AND IDENTITY			
Locally governed and managed			
Services/Service levels set by community/stakeholders served			
Reflects Community Values and Spirit			
OPERATIONALLY EFFECTIVE AND RESPONSIVE			
Provides system-wide coordinated and comprehensive response			
Optimize resource deployment			
Ensure consistent and appropriate response capabilities			
Prepared and equipped to respond during disaster related events			
Administrative efficiency (i.e.. Budgeting, insurance, records mgmt., HR)			
PROFESSIONAL			
System attracts and retains a qualified and professional workforce			
System provides standardized and regular training and development			
System actively recruits, engages, trains volunteers and provides opportunities for advancement			
FISCALLY RESPONSIBLE			
System is funded equitably			
Funding is stable			
Funding is sustainable			
Funding is able to procure and maintain resources necessary for unified deployment and response			
Funding is able to accommodate current and future growth in service demands			
Total Organizational Structure Rating			
Rating			
1- Organizational Structure is not able to address criteria			
2- Organizational Structure can only minimally address criteria			
3 - Organizational Structure can somewhat address criteria			
4- Organizational Structure can mostly address criteria			
5- Organizational Structure can fully address criteria			

Western Washington County Fire Task Force

July 2019 – September 2019

- Task force studied the three governance models to understand their structures and evaluate each models fit for Western Washington County using the adopted Foundational Principles.
 - Status Quo
 - Fire Authority
 - Fire District
- A summary analysis and potential financial impact per household is provided in the following slides.

GOVERNANCE MODEL: STATUS QUO

G GOVERNANCE EXAMPLE

Consists of 27 elected officials: 2 City Councils and 3 Rural Boards.

Chief reports to 2 City Managers and 3 Rural Boards.

Consists of 6 separate IGAs.

O OPERATIONAL EXAMPLE

Single command structure.

Cannot transfer staff between stations to meet need.

Employees employed by individual agencies.

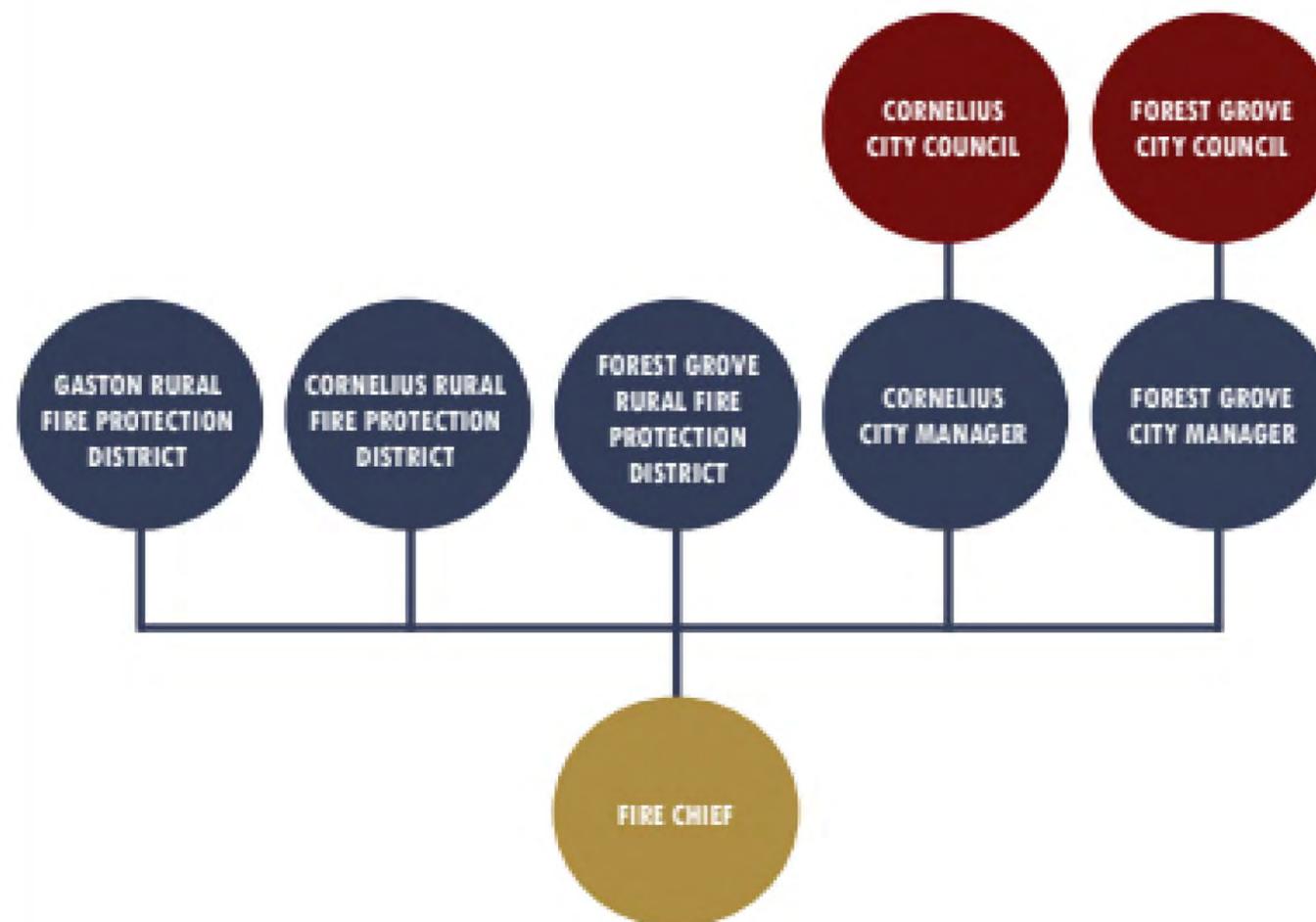
Volunteers employed by individual agencies.

P PROFESSIONAL EXAMPLE

Three separate union contracts.

Rules and terms of each contract different.

Cannot assign staff to stations.



F FINANCIAL EXAMPLE*

Five separate budgets approved by 5 entities.

Funded by five separate property tax rates.

Funded by four separate levies; each on different cycle.

Capital equipment funded by complex shared agreements.

*SEE APPENDIX A

GOVERNANCE MODEL: FIRE AUTHORITY

G GOVERNANCE EXAMPLE

Authority is a legal, separate, unified entity.

Authority consists of member agencies.

Authority does not have taxing or bonding authority.

Governed by a Board of Directors.

Directors are appointed by the member agencies.

Each member agency would have an IGA with the Authority.

The IGA would be the same for all member agencies.

Fire Chief reports directly to the Board.

O OPERATIONAL EXAMPLE

All personnel employed by Authority.

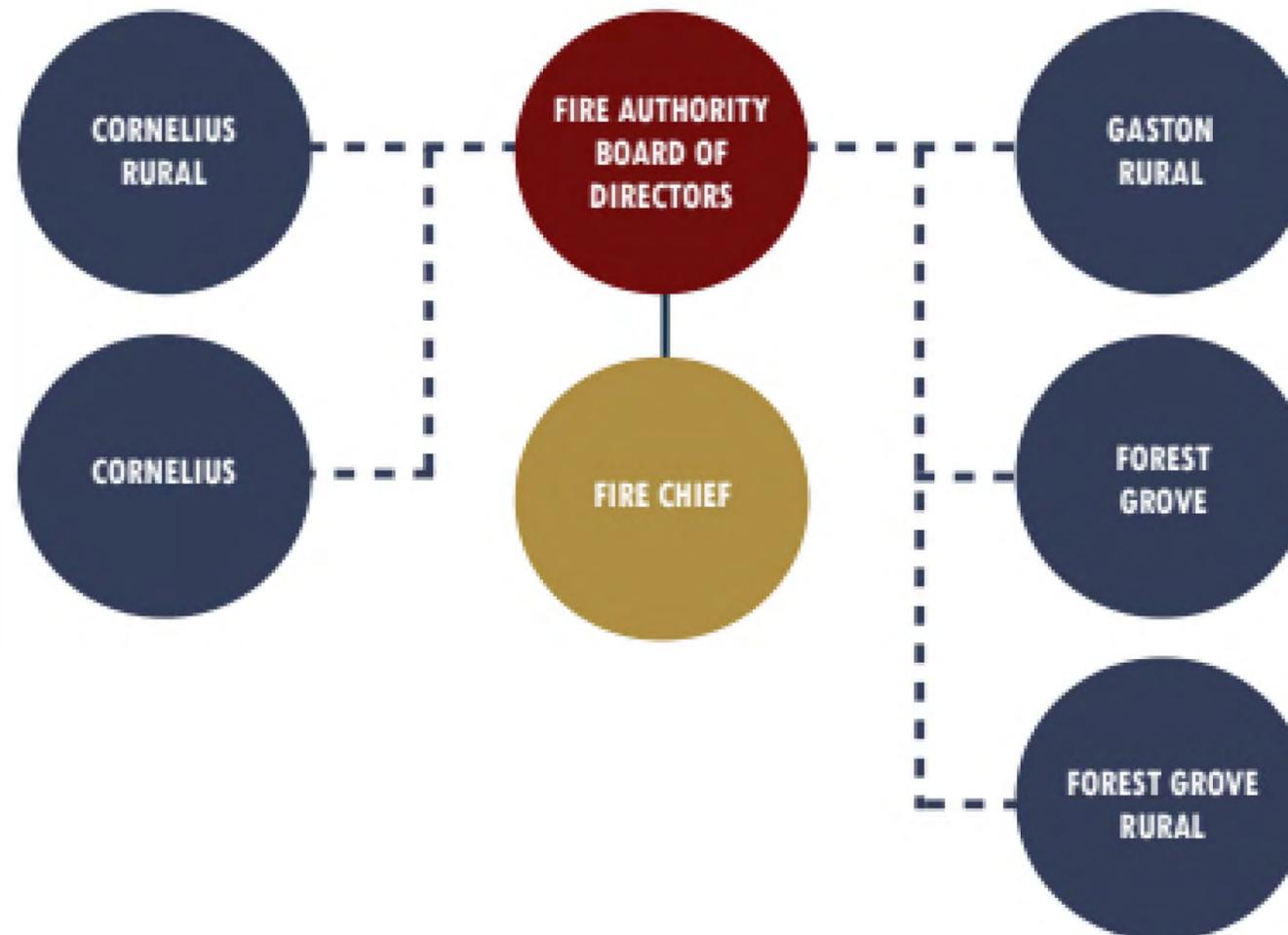
Personnel transferred between stations based on need.

Single, unified command structure.

P PROFESSIONAL EXAMPLE

One union contract with Authority.

All staff maintained.



F FINANCIAL EXAMPLE*

Authority does not have taxing authority.

Authority funded by member agencies.

Authority has a funding formula determined by Board of Directors.

Funding formula determines annual amount owed to Authority by member agencies.

Annual amount sent to member agencies and included in their budgets.

Annual amount paid by member agency general fund or operating levy.

Authority could not levy for operations or bond for capital projects.

Capital equipment included in funding formula.

*SEE APPENDIX A

GOVERNANCE MODEL: FIRE DISTRICT

G GOVERNANCE EXAMPLE

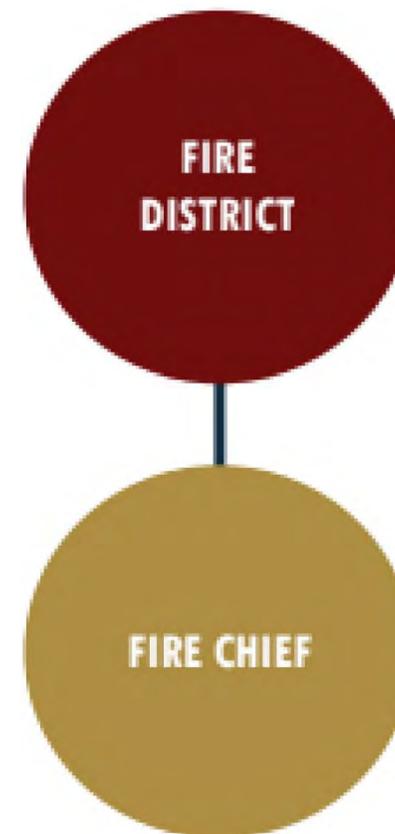
- District is a legal, separate, unified entity.
- District created by vote of the people.
- District has taxing and bonding authority.
- District apportioned into 5 areas.
- District has a 5 member Board of Directors.
- 1 Director elected from each area.

O OPERATIONAL EXAMPLE

- All personnel employed by District.
- Personnel transferred between stations based on need.
- Single, unified command structure.

P PROFESSIONAL EXAMPLE

- One union contract with District.
- All staff maintained.



F FINANCIAL EXAMPLE*

- District has taxing authority.
- District funded directly by one property tax.
- Tax would be approximately \$2/\$1,000 assessed value.
- Capital equipment funded by property tax.
- Future capital projects could be funded by one bond.

*SEE APPENDIX A

GOVERNANCE MODEL FINANCIAL IMPACT

Estimated cost of Fire Service for an average value home in 2018-19 under the three governance models

Agency	Current Model	Fire Authority (A)	Fire District (B)
City of Forest Grove	\$610	\$530	\$530
City of Cornelius	\$550	\$530	\$530
Cornelius Rural FPD (B)	\$305	\$530	\$530
Forest Grove Rural FPD	\$345	\$530	\$530
Gaston Rural FPD	\$475	\$530	\$530

(A) - Assumes an equitable allocation of Fire Service cost using Assessed Value as the basis for cost allocation
(B) – Assumes full taxing authority was levied in 2018-19

Western Washington County Fire Task Force

October 2019

- Task Force unanimously recommends a Fire District governance model be pursued to the next phase.

WESTERN WASHINGTON COUNTY FIRE TASK FORCE			
ORGANIZATION STRUCTURE RATING MATRIX			
Principle/Criteria	Goverance Model		
	Status Quo	Fire Authority	Fire District
GOVERNANCE AND IDENTITY			
Locally governed and managed	23	18	18
Services/Service levels set by community/stakeholders served	14	14	17
Reflects Community Values and Spirit	20	19	20
Total	57	51	55
OPERATIONALLY EFFECTIVE AND RESPONSIVE			
Provides system-wide coordinated and comprehensive response	14	17	24
Optimize resource deployment	11	18	25
Ensure consistent and appropriate response capabilities	13	19	24
Prepared and equipped to respond during disaster related events	15	17	21
Administrative efficiency (i.e.. Budgeting, insurance, records mgmt., HR)	12	16	25
Total	65	87	119
PROFESSIONAL			
System attracts and retains a qualified and professional workforce	16	19	24
System provides standardized and regular training and development	19	21	24
System actively recruits, engages, trains volunteers and provides opportunities for advancement	17	21	24
Total	52	61	72
FISCALLY RESPONSIBLE			
System is funded equitably	17	18	25
Funding is stable	14	13	24
Funding is sustainable	13	13	23
Funding is able to procure and maintain resources necessary for unified deployment and response	11	15	24
Funding is able to accommodate current and future growth in serv ice demands	11	13	23
Total	66	72	119
	Status Quo	Fire Authority	Fire District
Total Organizational Structure Rating	240	271	365

Western Washington County Fire Task Force

Next Steps

- **Pending agency governing boards acceptance of the Task Force recommendation:**
 - The Task Force will refine the legal and financial framework for a proposed Fire District
 - Form additional working groups as deemed necessary
 - Develop a public outreach plan including a town hall
 - Identify any significant barriers to implementation
 - Loop back to all agency governing boards with update and proposed action