



**PUBLIC SAFETY SERVICES
DELIVERY WORKING
GROUP**

March 4th , 2024

Regular Meeting | 6:30 p.m.

Troutdale Police Community Center – Kellogg Room
234 SW Kendall Ct, Troutdale, OR 97060

Agenda

1. Call to Order & Roll Call
2. Public comment
3. Consent Agenda:
 - 3.1 Minutes: February 5th, 2024, Regular Meeting.
4. Review History of Fire Service in Troutdale
5. Review and discussion of relevant resource material regarding fire service
6. Set Next Meeting
7. Adjournment

Participation

The public may attend the meeting in person or via Zoom. Please email info@troutdaleoregon.gov to request Zoom meeting access credentials.

This meeting location is accessible to persons with disabilities. A request for an interpreter for the hearing impaired or for other accommodations for persons with disabilities should be made at least 48 hours prior to the meeting to: info@troutdaleoregon.gov or 503-674-7258.

DRAFT

MINUTES
Public Safety Services Delivery Working Group
Troutdale Police Community Center – Kellogg Room
234 SW Kendall Court
Troutdale, OR 97060

Monday, February 5, 2024 – 6:30PM

1. Call to Order & Roll Call

Chair Jordan Wittren called the meeting to order at 6:32pm.

PRESENT: Chair Jordan Wittren – City Council, Vice Chair Carol Allen – Public Safety and Equity Advisory Committee, Victoria Rizzo – Public Safety and Equity Advisory Committee, Twilla Harrington – Public Safety and Equity Advisory Committee, Tanney Staffenson – Budget Committee, and Rich Allen – Budget Committee, and Geoffrey Wunn – City Council (7:06pm to 7:33pm and 7:58pm to 8:46pm).

ABSENT: None.

STAFF: Ray Young, City Manager and Captain Doug Asboe, Chief of Police.

GUESTS: Paul Wilcox, Troutdale Resident.

Ray Young noted that Mayor Lauer appointed Councilor Wunn to take his place in the Group and he will be late this evening.

2. Public Comment

None.

3. Consent Agenda:

3.1 Minutes: November 13, 2023 Regular Meeting.

MOTION: Carol Allen moved to accept the minutes from November 13, 2023. Seconded by Victoria Rizzo. Motion passed unanimously.

4. Introduction of Captain Asboe and Carey Sullivan

Ray Young, City Manager, introduced Captain Asboe as our designated Chief of Police for the City of Troutdale and Carey Sullivan with Jensen Strategies who will be engaging with the City to determine a cost to create a Troutdale Police Department including startup and ongoing costs.

5. Review New Mission and Direction from Council

Ray Young stated that the Council thanked the Public Safety Services Delivery Working Group (PSWG) for their recommendations and would like them to begin gathering the information that will be needed and provide them with a recommendation.

6. Review Budget and Staffing for Hypothetical Troutdale Police Department

Ray Young reviewed the 2014-2015 budget and FTE information from the Troutdale Police Department which was included in the meeting packet. They also discussed the spreadsheet that was included in the packet which compared information from similar sized police departments and listed their General Fund revenues, property tax revenues, operating budget, the total number of all FTEs in their police department and the number of FTEs that are sworn officers.

Concerns that were mentioned regarding doing a hypothetical Troutdale Police Department:

- Getting enough quality candidates
- Losing access to specialty services such as Detectives, the HOPE Team, etc.
- Not much time until the contract runs out
- Difficult to get equipment with long waiting lists

Based on the 2014-2015 budget for the Troutdale Police Department, the PSWG was interested in the following changes to FTE's:

- Ask Jensen Strategies, our subject matter expert, to recommend the number of FTEs based on geography, population, and current regulations using the 2014-2015 budget as a median of where to start.
- A minimum of 2 officers on patrol and looking into one of those to be a senior position.
- Retaining a School Resource Officer (SRO) and Beach Patrol at Glenn Otto Park during peak season.
- Ensure there is enough staff for discretionary patrol time for neighborhood policing and community engagement.
- Consider the following unique factors for the City of Troutdale: nearness to a major metropolitan area and those crime rates, closeness to I-84, and the substantial number of visitors to the area during peak tourist season.

7. Review Service Level and FTE Number for MCSO IGA with Troutdale

Captain Asboe stated that there are 49 Deputies assigned to the patrol unit which consists of 42 Patrol Deputies, 2 SROs, 3 Community Resource Deputies (CRD), and 2 HOPE Team Deputies. In addition to that you have 8 Patrol Sergeants and 1 Sergeant that manages the HOPE Team, the CRDs and the SROs. You have myself as a Captain and 2 Lieutenants. Our shifts consist of:

- Day shift (6:00am to 4:00pm) - 1 Sergeant, 7 Patrol Deputies, At least 4 days a week there are 3 CRDs, during the school week there are 2 SROs, 1 HOPE Team Sergeant, and 2 HOPE Deputies. There are 3 individuals specifically assigned to Troutdale.
- Afternoon shift (2:00pm to 12:00am) - 1 Sergeant, 8 Patrol Deputies, and 1 Lieutenant with 2 Deputies assigned to Troutdale.

- Night shift (10:00pm to 8:00am) - 1 Sergeant and 7 Patrol Deputies with 2 Deputies being assigned to Troutdale.
- Mid-afternoon shift (4:00pm until 2:00am) – 1 Sergeant so during peak call hours there are 2 Sergeants working on patrol.

Captain Asboe stated those numbers are just for the patrol unit. There are also 9 Detectives, 1 Detectives Sergeant, 1 Detective Lieutenant, and 1 Detective Captain. We have a 5 member Special Investigations Unit. There is the River Patrol unit. On the average 24-hour period, there are 34 sworn members working and coming to Troutdale and working out of the Troutdale building. He also mentioned you can't have a discussion about discretionary time without looking at the call load. Discretionary time is the time left outside of responding to calls and writing the reports created from those service calls. The dispatched calls for service in Troutdale over the last 5 years has substantially decreased. The largest decrease was in property offenses which are crimes that truly impact livability in a community. The average time spent on calls over the last 5 years has increased substantially which tells me that Deputies are spending more time with a person on those calls for service. They are giving a better quality of service to each individual. Also the complexity of calls requires more time.

The PSWG wanted to look at making the following changes to the current MCSO IGA:

- Add another full time Community Resource Deputy
- Increasing the Chief to a full-time position
- Consider a penalty or consequence for when we are not getting the amount of FTE hours that we are paying for
- Are there any services in the contract that we have been paying for and not receiving

Ray Young will use the same information to get a bid from the City of Gresham.

8. Set Next Meeting

The next meeting will be on Monday, March 4, 2024 at 6:30pm.

9. Adjournment

MOTION: Rich Allen moved to adjourn. Seconded by Tanney Staffenson. Motion passed unanimously.

Meeting adjourned at 8:46pm.

Jordan Wittren, Chair

Dated:

ATTEST:

Sarah Skroch, City Recorder

DRAFT



STAFF REPORT

SUBJECT: Fire Service- Public Safety Service Delivery Working Group (PSWG)

MEETING DATE: March 4, 2024

PRESENTER: Ray Young

**DEPARTMENT /
AFFILIATION:** Executive

**ACTION
REQUIRED:** Information / Discussion

**PUBLIC
HEARING:** No

**COMMITTEE / COMMISSION
RECOMMENDATION:** N/A

STAFF RECOMMENDATION: N/A

Exhibits:

- A. Champion Article March/April 2024 Edition first page
- B. January 5th, 2024, Three Cities Letter to Gresham Re: Fire
- C. Three Cities Fire Service Discussions Fact Sheet December 14, 2023
- D. Excerpts from Three Cities Fire and Emergency Services Project 2014
- E. Excerpts from Wood Village Fire Report from USC April 2023
- F. Wood Village Council Retreat Fire Discussion Memo February 10th, 2024

Subject Relates to:

Preparation for the fire service in Troutdale beyond July 1st, 2025

Background:

The City is currently being provided fire protection services under an Intergovernmental Agreement (IGA) with the City of Gresham. The fire IGA was a “joint” contract which included services to Wood Village and Fairview also. Each city paid an amount based upon our proportional populations. Our agreement is for 10-years and ends June 30th, 2025.

The providing of fire and emergency services is one of the most fundamental services that any government can provide its residents. It is also one of the most expensive services that the citizens pay for. In the first year of the contract, budget year 2015-16, we paid \$1,856,715 for fire services. In this budget year, 2023-24, we budgeted to pay \$2,726,394 for fire. Gresham has

publicly, twice, at their Council meeting, stated that they will be looking for a substantial increase in the future.

The City should carefully evaluate these, and other options, to provide these critical services in the future. The PSWG previously discussed next steps in evaluating our Law Enforcement future beyond July 1st, 2024, and this meeting is to evaluate our options for fire and emergency services. The three cities (Troutdale, Fairview, and Wood Village) have been working together, among staff and mayors, to help move the discussion, and cooperation, of the cities toward a continued partnership. Part of that process is for the PSWG to make recommendations to the Council for what is the best, and affordable, way to provide fire and emergency services. Attached are a number of documents that are relevant to this discussion.

Reviewed and Approved by the City Manager: _____



THE TROUTDALE CHAMPION

MARCH / APRIL 2024

The Status of Troutdale's Police and Fire Protection

by Ray Young, Troutdale City Manager

Two of the most important services that local government provides its citizens are police and fire protection. The City contracts with the Multnomah County Sheriff's Office for police services, and with the City of Gresham for fire and emergency services. Both contracts were for 10 years, and both will be expiring on June 30th, 2025. Your City Council, and citizen groups, have been hard at work investigating what is best for our safety beyond that date. The cost of both is over 7 million dollars annually. It is paid from our "General Fund". That cost represents more than all of the property taxes you pay into the General Fund.

In this article, I will cover our situation with fire and emergency services. While Gresham Fire and Emergency Services does a good job, we have absolutely no control over the quality of the service,

level of service, budget, and who the fire chief is. Additionally, another political entity, Fire District 10, owns the one fire station in Troutdale. We also have no say in their operations.

This is different from our police situation since Troutdale citizens get a direct vote on who our Sheriff is (Nicole Morrissey O'Donnell) and who our Multnomah County Commissioner is (Lori Stegmann). But with our fire protection, we have no say in how it is provided. And it will likely cost a lot more in the future. In public meetings, the Gresham City Council has been threatening to substantially increase our cost for fire and emergency services, by millions of dollars.

In addition to continuing with Gresham Fire, the City Council is exploring other options for fire services. The most common one, the one most cities in the metro

area have decided to do, is to join a fire district.

Most of you have heard of the Tualatin Valley Fire District. They provide fire protection and emergency medical services to the cities of Beaverton, Durham, King City, Newberg, North Plains, Rivergrove, Sherwood, Tigard, Tualatin, West Linn, and Wilsonville. Joining, or creating a new fire district, will cost us more,

but it will ensure that we get a vote, and some control, over how our fire service is provided. This is no small matter as Troutdale citizens call for help from Gresham Fire on average over 120 times every month.

Over the next 18 months your City Council is going to be working hard to come up with the best way to ensure that we are protected, and also have a say in how that service is provided. Please reach out to City staff, or your City Council, if you have any questions or concerns.



Gresham Fire Station #75, at 600 SW Cherry Park Road

If last month's severe weather taught us anything, it's that information moves quickly and staying up to date with everything happening in your community can have a big impact on your well-being.



STAY IN THE KNOW!

The City of Troutdale strives to keep its citizens aware of everything happening through both physical and digital methods. An easy way to stay on top of things is to be sure you are following us on Facebook, Twitter, Instagram, and Nextdoor. These pages are all regularly updated with news, event information, traffic updates, and much more.

You can also keep up with everything happening behind the scenes on our official YouTube channel! All our public meetings are recorded via Zoom and posted to YouTube—usually within 24 hours. Agendas and any available meeting materials are available along with each video so you follow along with the discussion. You can also find a transcript of each meeting by clicking on the "Show Transcript" button in the video description.



The Troutdale City Council is looking for dedicated citizens and business owners that would like to volunteer their time, enthusiasm, and knowledge to serve on one of our Committees. Our volunteers will be working to help shape the City's policies, projects, programs, and services for current and future generations. We are currently accepting applications for:

- Budget Committee
- Historic Landmarks Commission
- Planning Commission
- Town Center Advisory Board
- Citizens Advisory Committee
- Parks Advisory Committee
- Public Safety and Equity Advisory Committee

Application Deadline is 5pm, Friday, April 26, 2024

Application packets are available at:
City Hall – 219 E. Historic Columbia River Highway
Online – www.troutdaleoregon.gov/joinacommittee
Call 503-674-7237 to request that one be mailed to you

See Page 3 for details about our

TROUTDALE SPRING CLEANUP EVENTS

City Council Considers Permitting Leashed Dogs in Neighborhood Parks

If you'd like to comment on this matter, come to the Council meeting, or email comments to info@troutdaleoregon.gov

City Council Meeting
April 9, 7 p.m.
Kellogg Room
Troutdale Police
Community Center
234 SW Kendall Court

For many years, Troutdale Municipal Code 13.20.160, Domestic Animals, has generally prohibited dogs and other domestic animals from City parks. Nonetheless, dog walking has been a common occurrence in most City parks. Citizen responses to a survey conducted for the 2023 Parks Master Plan indicated that formally allowing more dog access in City parks was a top-ranked priority among the community. To that end, the City constructed an off-leash dog park at Columbia Park that

opened last October, and during the second half of 2023 the Troutdale Parks Advisory Committee (PAC) and City Council began discussing changes to the Troutdale Municipal Code to enable more parks to be opened to dogs. On December 12th, 2023, City Council adopted changes to the ordinance, laying the groundwork for the Council to designate certain parks to allow leashed dogs. Concurrently, the Council formally designated Sunrise Park and the Beaver Creek Greenway as permitting dogs on-leash, as well as a limited allowance at Columbia Park only to the extent necessary to access the new off-leash dog park. Dogs are still strictly prohibited from entering the sports fields at Columbia Park, as well as the playground at Imagination

Station, and at present dogs are prohibited by code at all other City parks pending additional designations by the City Council. Following on that initial step, the PAC is recommending to the Council that the parks (see box at left) also be formally designated to permit dogs on-leash.

The City Council held an initial discussion about this recommendation at the January 23rd Council Meeting. The Council will consider a formal resolution to designate these parks as allowing dogs on-leash at the April 9th Council meeting and the public is invited and encouraged to provide input either prior to or at the meeting. The City Council would be glad to hear how you feel about having on-leash dog access to Troutdale's neighborhood parks to best inform their final decision.

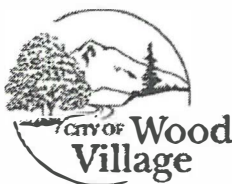
Should leashed dogs be allowed in:

- Woodale Park
- Weedin Park
- Kiku Park
- Lewellyn Park
- Sandee Palisades Park
- Helen Althaus Park
- Cannery Park
- Sweetbriar Park
- CP Park

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City of Troutdale
219 E. Historic Columbia
River Hwy.
Troutdale, OR 97060

POSTAL PATRON



January 5th, 2024

Gresham Fire and Emergency Response Cooperation

Honorable Mayor Stovall and the Gresham City Council,

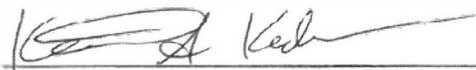
Since the early 1990's, our collective cities have been working together to provide high-quality and cost-effective fire and medical emergency response services. This was formalized in 1995 when the cities of Fairview, Troutdale, and Wood Village voted to leave Fire District 10 and entrust Gresham Fire with the protection of our communities. For nearly 30 years we have all been working cooperatively to provide this critical service to our communities. The intergovernmental agreement renewal in 2015 highlighted several challenges and areas where we needed to work more closely together to find longer term solutions that better meet the needs of our communities.

In the fall of 2020, under the direction of former Chief Mitch Snyder, the Sustainable, Affordable, Funding, for Emergency Services (SAFER) Council was formed. This group, which consisted of elected and staff members from the four cities and Fire District 10 met to discuss the current state of fire and emergency services, and to develop alternatives for the cities to consider. In the spring of 2021, the group agreed that looking into a fire district was the preferred approach to best serve our collective communities.

We were confused and disappointed when unceremoniously we were informed by Gresham officials that SAFER, and its work were essentially canceled. We collectively hoped that something new would take its place. We're sure you can imagine our frustration when at our four-city Fire User Board meetings we're told that we need to work together to solve this problem. Yet, when the City Manager's gather, we're told by Gresham Management that a workgroup will not be formed or moving forward. We were further confused by statements made at your November 23rd Council meeting that continuing to partner with Gresham Fire would cost an additional four-million dollars more a year; an 87% increase from what we are paying today.

We understand that things need to change, and we need to build a more effective and efficient system. The three cities would prefer to build this new system with Gresham. We respectfully request that we work to bring the SAFER Council back together so we can all move forward on this mutual issue. In the meantime, we're also aware and sensitive to all our financial needs and constraints to properly fund fire and other essential services. We hope to work with you to find a mutually beneficial solution while we all work on the larger fire issue and matching services to the needs of our shared region.

Our collective hope is that we continue to work together. There is no need to go at it alone, and together we're stronger. We partner on many things that benefit our communities and region, let's make sure fire continues to be one of them. We look forward to hearing from you about setting up a meeting to discuss how we finance our fire service and to set a schedule to bring back the SAER Council. Thank you for your consideration.



Keith Kudrna: Mayor
City of Fairview



Allan Berry: City Manager
City of Fairview



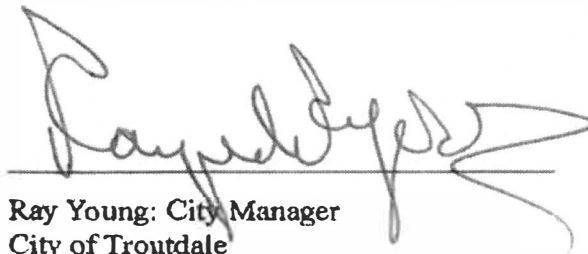
John C. Miner: Mayor
City of Wood Village



Greg Dirks: City Manager
City of Wood Village



Randy Lauer: Mayor
City of Troutdale



Ray Young: City Manager
City of Troutdale



December 14, 2023

Three Cities Fire Service Discussions Fact Sheet December 14, 2023

Over the last several years elected officials, and staff, in Gresham have claimed that the 3 cities are not paying their “fair share” for fire services. Specifically, on November 21st, 2023, Mayor Stovall claimed that the ECONorthwest report said the 3 cities, collectively, pay \$4 million dollars less than what Gresham residents pay, adjusted for the varying size of each city.

The only ECONorthwest report, May 2022, made available to the 3 cities, does not say that, nor does it quantify the total “underpayment”. It simply states that, based upon an unstated metric, the 3 cities pay less than Gresham for the fire service. We have asked the City of Gresham to provide the source material for the \$4 million dollar claim, and it has **not** been provided.

Previously the City of Gresham has utilized a metric of comparing total assessed value (AV) of land within each city and dividing it by the fire departments budget to get a “per thousand of assessed value” rate that each city “should” pay for fire, IF the desired result was that each of the 4 cities pay the “same” for fire service.

Using that metric, the best we can calculate is that under this claimed standard of “equal” payment, the 3 cities collectively pay, arguable, \$3.1 million dollars less than they “should” in 2023. The total AV for the 4 cities was divided by the GFES budget to get a per thousand AV rate of 2.36, which was then multiplied by the AV of the 3 cities. From that number was deducted what we actually pay under our Fire Contract in 2023 to get the \$3.1 million dollar difference.

The obvious problem with Gresham’s claim, that the 3 cities should be paying the “same” as Gresham residents pay for fire service, is that the 3 cities DO NOT GET THE SAME FIRE SERVICE. Two facts make this clear:

- 1. The 3 Cities historically, and consistently, do not get as fast response times as Gresham residents. As an example, the last 15 months:**

Response Times Gresham Residents v. Troutdale Residents

Third Quarter 2022

All Incidents

Gresham 44% response time within 5 minutes

Troutdale 10% response time within 5 minutes

(Reporting Format Changed)

Fourth Quarter 2022

All Incidents

Gresham **4.74** (minutes)

Troutdale **5.62**

First Quarter 2023

All Incidents Gresham **5.08** Troutdale **5.81**

Second Quarter 2023

All Incidents Gresham **5.08** Troutdale **5.64**

Third Quarter 2023

All Incidents Gresham **4.91** Troutdale **5.57**

2. The 3 Cities have literally no control over the fire service they receive. For example:

1. We do not get to manage the fire department.
2. We do not get a voice or vote to hire, or fire, the fire chief.
3. We do not get a voice or vote on the budget for the Fire Department.
4. We do not get a voice or vote on the union contract, which can substantially impact cost.
5. We do not get a voice or vote on the level of fire service provided.

Considering that the 3 cities DO NOT get the same fire service as the residents of Gresham, there is no reasonable argument that we should pay the “same”. The bargained for the current “discount” is based in reality and should continue if another contract is negotiated.

Three Cities Fire and Emergency Services Project

Prepared by:

The Center for Public Service
Mark O. Hatfield School of Government
Portland State University

Kent S. Robinson, Project Manager
Robert Winthrop, Senior Fellow
Phil Keisling, Center Director

February 6, 2014

Table of Contents

I. Project Overview & Executive Summary with Key Findings.....	3
Project Background and Overview.....	3
Executive Summary with Key Findings.....	5
II. Introduction and Methodology	11
A. Background: Fire and EMS Products	11
B. Background: Unique Characteristics of Fire and EMS	14
C. Challenges Before the Three Cities Decision Makers.....	15
III. Gresham FES Overview	18
IV. Three Cities Service Risk Profile and Current Service Response.....	27
V. Fire and EM Services Rates and Revenues	42
A. Service Rates Under the Current IGA	42
B. Property Tax Rates and Limitations	46
C. RFPD10 Legacy and a Potential Actor	47
VI. Recommendations	48
A. General Recommendations:.....	48
B. Technical Recommendations:.....	51
VII. Alternative Arrangements for Service Delivery.....	54
VIII. Reference List.....	98
IX. Appendix A: Methodology Details.....	100
X. Appendix B: Gresham—Three Cities IGA	103
XI. Appendix C: Multnomah County Mutual Aid IGA.....	109

I. Project Overview & Executive Summary with Key Findings

Project Background and Overview

Fairview, Troutdale and Wood Village, and all other Oregon cities, are responsible for providing their citizens with fire and emergency medical (EM) services. Rather than establish internal city fire departments, the Three Cities entered into an intergovernmental agreement (IGA) to purchase services from the City of Gresham in March 2006. These services include fire suppression, fire prevention, emergency medical services, and hazardous materials response (2005 Fire Service IGA). Under this IGA, the Three Cities collectively reimbursed Gresham \$2.705 million for FEMS in 2012-2013. The current IGA will expire June 30, 2015, and the Three Cities are preparing to review their arrangements for fire and EM services.

In March 2013, the Portland State University (PSU), Center for Public Service (CPS) entered into a consulting agreement with the City of Troutdale, acting for itself and on behalf of the cities of Wood Village and Fairview, in a project to analyze the services provided under the Gresham Fire and Emergency Services IGA. The Portland State CPS team and the Three Cities agreed to treat the Three Cities as a combined, single entity for project analysis purposes.

The consulting agreement between CPS and the Three Cities defined the following analysis areas and work task deliverables:

- An analysis of current fire and EM services **system charges and tax revenue structures** (Task I),
- A **"Call for Service" profile** analysis, showing the types and frequency of both routine calls and major events – e.g. a detailed break-out of medical calls vs. fire-focused service calls (Tasks II & III),
- An **administrative cost and program capital cost analysis**, showing what Three Cities' citizens are paying to support service delivery,
- A **station-centered cost analysis** based on Gresham Fire and Emergency Services operation of Stations 74 and 75. (Task V),
- The development and comparison of various **service delivery alternatives**, including (but not limited to) re-negotiating the existing contract and service arrangements with Gresham; establishing new service offerings, either within the existing Gresham contract or through the creation of a new entity; and/or shared services arrangements with other entities. (Task VIII).

The study team was led by Dr. Kent Robinson, an adjunct professor associated with PSU's Center for Public Service (CPS), a division of the Mark O. Hatfield School of Government. Other members of the team were Bob Winthrop, a senior CPS Fellow; and Geoff Wullschlager and Lisa Durden, both graduate students in PSU's Master of Public Administration (MPA) program.

The consulting agreement task order called on the team to assess and understand the full Gresham Fire and Emergency Services (GFES) system from a service and financial perspective. Building on the full-system assessment, the team next focused on the Three Cities as a unique, combined service area. This led to development of an incident risk analysis for the Three Cities, an assessment of current services responding to those risks, and a brief financial review of current and potential tax revenues available to the Three Cities. Lastly, CPS developed a menu of service delivery options that could help Three Cities elected officials, executive administrators and citizens understand possible alternative service delivery arrangements. The team developed the menu of alternatives based on information from the GFES and from other comparable fire districts.

The project team gathered and analyzed three types of data -- quantitative, financial and qualitative information to accomplish our study tasks. The quantitative dataset comes from the City of Portland's Bureau of Emergency Communications (BoEC), which is responsible throughout Multnomah County for fire and emergency medical incident location, dispatch, and the recording of response times, incident type, municipality and responding units. The BoEC dataset for the Three Cities covered an 806 day period from April 17, 2011 to June 30, 2013. This start date reflected completion of BoEC's major reconfiguration and upgrade of its call for service database system. The CPS Project Team used Microsoft Excel to analyze the BoEC dataset for both the full Gresham FES system and for the Three Cities as a unified, hypothetical jurisdiction. BoEC data was also cleaned and used to plot call occurrence, call intensity and system response times with a geographic information system (GIS).

In addition, the project team gathered financial and taxation data from a number of published sources including: annual budgets and Comprehensive Annual Financial Reports (CAFR) from the City of Gresham and other cities; taxation data from the Multnomah County Tax Supervising and Conservation Commission (TSCC); and county assessor webpages. To gather qualitative data on the GFES system, on the service situation faced by the Three Cities, and on possible service delivery options, we conducted a series of interviews. Fire chiefs in several districts generously provided time, information and counsel. Mr. Frank Ray, analyst with the City of Gresham FES was consistently helpful in providing information and in validation of our estimates.

Executive Summary with Key Findings

Key Finding #1: Contrary to popular perception, emergency medical services (EMS) are the primary product purchased by the Three Cities and their residents. Gresham FES responds to about 5 “medical” calls for service per day and fewer than 2 calls per day initially labeled as “fire” calls. Within the “fire category,” an actual “structural fire” is far less common, occurring about once every 25 days.

According to BoEC records, the Three Cities service area generated about 2,540 service calls annually, or an average of about 7 calls per day. BoEC 911 operators initially assigned about 74 percent of these calls to the broad category of “medical” and the remaining 26 percent to the broad category of “fire.” Based on these percentages, Gresham FES responds to an average of almost 5 medical calls per day, and a little fewer than 2 fire calls per day.

Of the medical calls, approximately 2 each day involve a potentially life-threatening, time sensitive “Priority 1” medical emergency. Another view reinforces the importance of medical services. A medical call on average takes about 1 hour of service time, while a fire call takes on average about 30 minutes. Over a full year, Gresham FES personnel spend about 88 percent of their field service time responding to medical calls, and only 12 percent of their time dealing with “fire” responses.

It is also worth noting that the vast majority of calls within the category officially labeled as “fire services” do not involve active structural fires. The single largest sub-category within this category is Alarms. Other significant “fire services” sub-categories include traffic accidents, hazardous materials incidents, water rescues, vehicle rescues, public assistance service calls, and a category labeled “Other” calls.

Within the category of actual fires, structure fires do occur, but rarely. During our 806-day analysis period of April 2011 to June 2013, the Three Cities recorded only 38 residential, commercial, chimney, or apartment/multiple dwelling structural fires. There were 19 equipment and appliance fires, 1 railroad fire, and 3 dumpster/ trash can fires. More common, however, were calls for illegal (outdoor) burning; grass, bark dust, tree fires; and smoke investigations (inside and outside). Within the Three Cities’ service area, an actual structural fire – be it of a residential, apartment or commercial building – occurs about once every 25 days. Meanwhile, on a daily basis, there are many more medical calls that take more service time, than fire service calls.

Key Finding #2: The current fire and EMS provider system meets high professional standards; however, the Gresham Fire and Emergency Services (FES) system, like many systems, is designed and weighted to be more responsive to potential structural fires, than to actual medical emergencies.

There is broad agreement that Gresham FES delivers professional, high quality services, and that its firefighters and other personnel effectively integrate and support local police, ambulance personnel and other emergency responders. However, we found that the Gresham FES is primarily configured to respond to structural fires, rather than to the more numerous calls for emergency medical services. We believe that the system could be more effectively configured to respond to the more numerous emergency and non-emergency medical calls. Though a “reconfigured” system does not imply a complete redesign of the existing system it would clearly involve the greater use of 2-person, rapid response vehicles rather than relying solely on large fire engines.

Regardless of whether BoEC initially classifies a 911 or other emergency-related call as a medical or fire emergency, Gresham FES routinely dispatches a fire engine, with a 3-person crew outfitted in fire protection gear. This standard unit simplifies dispatching, but it may slow response times for medical calls as the firefighters don their gear before leaving the station. On medical calls, BoEC simultaneously notifies American Medical Response (AMR), a private provider, which sends an ambulance to the scene to provide medical assistance and (if needed) medical transport. This typically results in five responders at a medical incident, which may result in an excessive use of resources. This specific “one engine-one ambulance” configuration of responders occurs in about two-thirds of all calls to which GFES responds. This amounted to just under 3,500 calls in the Three Cities service area from April 2011 to June 2013, and about 8,200 calls over the entire Gresham system in 2012.

The Gresham FES system’s configuration towards fire response also has implications for resource availability and system reliability. The Gresham FES fully operates six stations (Stations 71, 72 73, 74, 75, 76), and jointly funds and operates (at about a 1/3 level) another with the City of Portland (Station 31). System-wide, 65 percent of all calls last sufficiently long enough to overlap with one or more subsequent calls. In many instances, the overlapping calls occur on opposite sides of the system, with no stress on system response reliability. However, where the overlapping calls occur within the same sector (“fire management response area”), “system reliability” often becomes compromised. With one engine and crew already out on a call, another, more distant crew must travel an added distance to respond to the second call.

The Gresham configuration of stations and crews compounds the system reliability issue. National fire suppression standards require the presence of at least 4 firefighters on site to enter a burning building. Many fire systems operate with a significantly more expensive configuration of 4-person crews in order to meet this national standard with a single vehicle. Gresham FES has made a major cost saving move and operates a 3-person engine. This has saved the system and taxpayers millions of dollars in personnel wages and benefits over the years. However, to meet the national standard for firefighter safety, the system must dispatch two engines, with a total of 6 crew members, on any call with potential for a structural fire or enclosed rescue. The two engine requirement empties two stations and places stress on the larger system, which increases response times for subsequent overlapping calls.

Key Finding #3: Among comparable medium-large, professionally staffed, suburban fire/EMS systems and districts, Gresham FES is a low-cost provider. Both in terms of cost per resident, and of cost per \$1,000 property value, GFES has lower costs than the Salem, Medford, Hillsboro and Tualatin Valley Fire & Rescue (eastern and central Washington County).

Compared to its peer systems, the Gresham FES is a lower cost provider. On a cost per resident basis, Gresham provided fire and EM services in 2012-13 at \$121.77 per resident. This compared with \$147.65 in Medford, \$156.97 for the Tualatin Valley Fire & Rescue Service in Washington County, and \$163.27 in Salem. On the basis of per \$1,000 assessed property value, Gresham provides services at \$1.88/\$1,000 value. This contrasts with a low of \$1.64 under Tualatin Valley Fire & Rescue, and \$2.02 in Hillsboro. While the top salary step for Gresham firefighters is second only to Medford’s among this group (\$76,400 vs. Medford’s \$79,000 annual), its PERS contribution rates are not excessive. As described above, Gresham’s use of three-person crews that largely accounts for significantly lower personnel and operating costs, though these savings come at a cost in system reliability, system flexibility, and increased response times.

Importantly, the City of Gresham property tax revenues barely cover the costs of the City's public safety functions (police, and fire and EMS). This limited tax revenue has forced the GFES to learn to operate efficiently. A lack of resources may have also constrained GFES from creatively restructuring its services to place a primary emphasis on immediate and prompt response medical services.

Key Finding #4: Under the current IGA, Three Cities residents are receiving fire and EMS services for about 20 to 30 percent less than Gresham and RFD#10 residents.

On a "cost per resident" basis, Three Cities' citizens are currently obtaining fire and EMS for about 30 percent less than their City of Gresham counterparts (\$94/year vs. \$129/year). Moreover, as discussed above, Gresham FES system is a relatively low cost provider. This means that Three Cities' residents under the current contract are receiving FEMS services at about one-half to two-thirds the cost per resident than their counterparts in many other Oregon jurisdictions.

Even with the relatively smaller per share contribution, the Gresham FES benefits by having the Three Cities as part of the full system. The Three Cities residents contribute about 20 percent of the clients and taxpayers of the Gresham FES. Including the Three Cities residents in the system allows Gresham FES management to spread the fixed costs of equipment, facilities, and a trained organization over a larger number of beneficiaries. Having a larger system also provides additional capacity to the system and greater flexibility in assigning equipment. The size of the Gresham FES allows it, to some degree, to compensate for using three person engines and the resulting system reliability issues as we described above.

Key Finding #5: While the Three Cities residents are paying less for fire and EM services, their overall demands on the system relative to their Gresham counterparts are marginally less (about 88 Three Cities calls per 1,000 residents vs. 93 Gresham calls per 1,000 residents).

By two indicators, Three Cities residents' overall demand and impact on the Gresham FES system are less than their City of Gresham counterparts. Three Cities residents as a group on average demand fewer services. During the study period, Gresham residents accounted for 93 service calls per 1,000 population, a rate about 6 percent higher than the Three Cities average of 88. Troutdale residents are "light users" of the system with 75 runs per 1,000 residents. In contrast, in Wood Village with a much smaller total population, but with commercial areas and group care facilities, the rate is 120 runs per 1,000 residents. Fairview residents use the system at a rate of 97 runs per 1,000 vs. the Gresham FES system average of 98 runs.

Based on a second indicator, 26.5 percent of Three Cities' medical calls are "Priority I" emergencies. The comparable figure is 29 percent for the rest of the system.

Key Finding #6: Based on call response times, Three Cities residents receive lower service levels than most other users of the Gresham system. For Priority 1 medical call response times, more calls take 6 minutes or longer, and fewer calls are responded to in 4 minutes or less.

There are noteworthy differences in call response times, largely to the disadvantage of Three Cities residents. Fewer service responses meet the 4 minute standard in the Three Cities than for other parts of the Gresham FES. In the Three Cities service area, 24% of

calls are responded to within 4 minutes, while in Gresham and RFD10, 29% of the calls are responded to within the 4 minute standard. Perhaps more important are delayed response times of over 6 minutes. According to BoEC records, for 32 percent of all service calls within the Three Cities, the response time is more than 6 minutes or greater. This compares to 22 percent of calls with a 6 minutes or greater response time for the rest of the system. The delay in receiving services can be especially critical in life-threatening medical emergency, such as a sudden cardiac arrest, stroke, serious trauma, or serious breathing problems. Many of the longer call responses reflect extended travel times from station 74 in northwest Gresham to northern Fairview, Blue Lake Park, and east to Wood Village.

National standards set a goal of having at least 90 percent of such calls responded to within 6 minutes. Yet for the two stations that primarily serve the Three Cities – Stations 74 and 75 – the documented response times for Priority I medical calls meet this standard just 73 percent and 74 percent of the time, respectively. Of Gresham FES' urban and suburban stations, excluding the largely rural and least-used Station 76, these two stations have the worst response time performance in the system.

Key Finding #7: The location of the Gresham FES stations and “overlapping” calls stretch system reliability and response times.

We explained above that the Gresham FES fully operates six stations (Stations 71, 72 73, 74, 75, 76), and jointly funds and operates another with the City of Portland (Station 31). System-wide, 65 percent of all calls last sufficiently long enough to overlap with one or more subsequent calls. In many instances, the overlapping calls occur on opposite sides of the system, with no stress on system response reliability. However, where the overlapping calls occur within the same or adjacent sectors (fire management response areas), “system reliability” often becomes compromised because with one engine and crew already out, another more distant crew must travel an added distance to respond to the second call. Increased travel times result in increased response times and poorer response performance. Reliability issues and response times are especially relevant to the Three Cities service area because the stations that primarily serve the Three Cities--Stations 74 and 75--rarely backstop each other. To provide reliable coverage during overlaps, engines from downtown Gresham more often must drive north to respond to calls in the Three Cities service area.

The three-person engine crew configuration used by the Gresham FES exacerbates system reliability problems. Any combustion fire or major event empties at least two stations to meet the national standard of four firefighters on scene to enter a burning building. Ensuring sufficient staffing on a major event opens reliability issues throughout the rest of the Gresham system.

Key Finding #8. The current IGA between the Three Cities and Gresham does not include a requirement for reporting service quality, performance, productivity and accomplishment metrics. In reaching an agreement with any provider, best practices suggest that the Three Cities should include contract provisions to require the preparation of a standards of cover document, maintenance of a performance analysis and reporting system, and the routine delivery of performance reports.

The current IGA between the Three Cities and Gresham was negotiated before provider performance, productivity improvements, and accomplishment measurements were widely understood to be procurement best practices. These provisions are now standard features of all large service contracts or intergovernmental service agreements. The information generated on performance, productivity and objective accomplishments provide the data

that will allow the Gresham FES leadership to reconfigure the system to provide higher quality service at less taxpayer cost. Reports of productivity and performance improvement also provide a means to compare the Gresham FES performance with that of other major fire and EMS providers. This is critical information for building taxpayer trust in the Gresham FES.

The Gresham FES has never prepared a standards of cover document. Again, this type of analysis has become a widespread best practice since the current IGA was adopted in 2006. Such a standards of cover analysis would include: a comprehensive demographic analysis of the service community; a community risk analysis of the different types, severities and locations of emergency medical and fire incidents; and protocols and criteria defining the response times, equipment and the number of personnel (professional and volunteer) that will be deployed to each type of incident. A standards of cover analysis would also specifically address both fire and medical service incidents and responses.

The standards of cover document explains to elected officials, administrators and the public the service levels they can expect to receive for each type and intensity of emergency incident. This information is critical for public decision makers trying to make trade-off decisions between incident needs and desired service levels with available and potential financial resources. While this report provides much of the information that Three Cities decision makers might find in a standards of cover document, it's important to note that our analysis is limited to the Three Cities service area.

Key Finding #9: In addition to re-negotiating a new contract with Gresham FES, there are several service delivery options that the Three Cities could pursue for the future provision of fire and EM services. Several of these options could result in equivalent or even better service levels, though at potentially higher costs.

The Three Cities could pursue a number of service delivery alternatives for future fire and EM services. The Cities could renegotiate with the City of Gresham to continue serving their citizens through the current configuration, or one that was modified by mutual consent. Negotiations with Gresham could also lead to system reconfigurations and redeployments that could lower both unit costs and annual contributions.

If the Three Cities were to elect not to renew their IGA with Gresham, and move to create their own, independent arrangements to provide fire and EMS services, several service scenarios are possible. However, any new fire and EM services arrangement would need to meet basic criteria of coverage, response times, and equipment and personnel capacity for major events.

We developed a number of station and equipment configurations in the alternatives section in this report. The menu of options is detailed in chapter VII below. The alternatives include: refinements and changes to procurement procedures; several different configurations of fire and EM service through a new "Three Cities" entity; and several different arrangements via new or existing special districts.

Most of the alternatives examined involve increased costs over the current Gresham IGA. However, there may be selected opportunities to reconfigure Gresham services in a manner that would reduce costs below the current level. Because the Three Cities would compare firefighter salaries against smaller lower paying districts, the Three Cities could arguably lower contract labor costs for its core, full-time professionals.

Key Finding #10: Most options, especially those involving the Three Cities only, require new capital costs and present significant operational challenges.

The Gresham FES relies on two fire stations, Stations 74 and 75, to cover fully the Three Cities service area. Even with this two-station arrangement, Priority 1 response times are consistently slower than in the other urban and suburban parts of the system. Any independent Three Cities service delivery arrangement would need some combination of multiple stations. This combination could include a single large, centrally located main station and a smaller satellite station, or two full service stations located on opposite sides of the Three Cities service area. All of the independent options require an up-front capital cost of about \$4.5 million for a new fire station, and for new fire engines and capital equipment.

Station 75 is owned by Rural Fire Protection District 10 (RFPD10), which currently shares capital maintenance and reconstruction costs with Gresham. In the menu of service delivery options, we examine several two-station configurations for an independent Three Cities fire department or district. Station 75 could continue as one of the two stations, for these alternatives. After negotiations with RFPD10, Station 75 would likely be available to an independent, Three Cities provider, possibly on the same basis as currently enjoyed by Gresham.

Station 74, however, is owned by the City of Gresham. Gresham needs 74 to maintain full and timely service to its residents who live in the northwest portion of the city. Under a two-station, Three Cities option, Station 74 would likely not be available to the Three Cities. The Three Cities fire department or special district would thus need to construct a new fire station, or lease an existing building that could be repurposed to service the west and northern portions of its service area.

Under an alternative, "single-station" option, Station 75 would likely close because it is too small and is mis-located too far to the west to effectively service the majority of Three Cities residents. In this scenario, the Three Cities would need to construct a large, main station in a central location that could reach all parts of the service area with acceptable response times.

Three of the alternatives in the menu of options include full-time, all professional staffing, while several others rely on a mix of career staffing and volunteer service. Boring, Sandy, Hoodland, Canby, and McMinnville fire districts all use mixed professional-volunteer staffing. However, reliance on volunteers would require a substantial investment in volunteer recruitment, retention, training, outfitting, and reimbursement. Experts in this field also note that maintaining a volunteer force is becoming increasingly difficult as regulations tighten, and as competition for volunteers from other public service organizations increases. A decision to move to volunteers may also bring impacts on performance, and increased homeowner and business insurance rates.

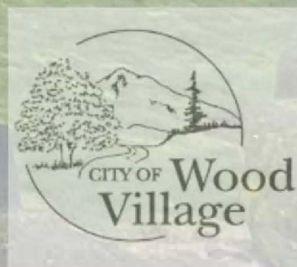


**Reimagining Fire and Emergency Medical Services (EMS) to
Better Serve Residents
respectfully submitted to
Mr. Greg Dirks, City Manager, City of Wood Village
April 2023**

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Table of Contents

ACKNOWLEDGMENTS	2
TABLE OF CONTENTS	3
TABLE OF FIGURES.....	6
TABLE OF APPENDICES	8
ACRONYMS/TERMS	9
EXECUTIVE SUMMARY	10
PROBLEM STATEMENT	11
Figure 1.0: Wood Village: Calls for Service (Monthly Averages) for Fiscal Year 2021-2022, the most recent year for which data is available.	11
ISSUE STATEMENT	12
<i>Misaligned services</i>	<i>12</i>
Figure 2.0: Wood Village: Fire/EMS Calls for Service 2021-2022 Fiscal Year.....	12
Figure 3.0: Nationwide Fire Department Calls for Service (2021).....	13
Figure 4.0: Wood Village: Calls for Service (Quarterly Average 2021-2022)	14
Figure 5.0: Wood Village: Calls for Service “Hotspots” (2021-2022)	15
<i>Financial implications.....</i>	<i>15</i>
.....	16
<i>Lack of local control</i>	<i>16</i>
<i>Implications of renewing the IGA</i>	<i>17</i>
PURPOSE AND METHOD	18
Figure 7.0: Researchable Questions.....	18
METHODOLOGY.....	18
<i>Research Design Matrix:</i>	<i>19</i>
Figure 8.1: Research Matrix - Question 1: What Are the Current Fire/ EMS Needs of the City?	19
Figure 8.2: Research Matrix - Question 2: What Are Constraining Factors that May Limit the City’s Current and Future Fire/EMS Service Delivery?	20
Figure 8.3 Research Matrix - Question 3: What Alternatives and Options Exist that Will Best Meet the City’s Fire/EMS Needs?	21
RESEARCH APPROACH.....	22
Open-source research	22
Method Overview	22
Evaluative Criteria	22
Limitations.....	22
Semi-structured interviews	23
Method Overview	23
Evaluative Criteria	24
Limitations.....	24
ANALYTIC STRATEGY	24
Needs Assessment.....	24
Method Overview	24
Evaluative Criteria	25
Limitations.....	25
Trend Analysis.....	25
Method Overview	25
Evaluative Criteria	25
Limitations.....	26
Interview Response Assessment	26
Method Overview	26

Evaluative Criteria	26
Limitations.....	27
Cost Analysis.....	27
Method Overview	27
Evaluative Criteria	27
Limitations.....	27
Options Analysis	28
Methods Overview.....	28
Evaluation Criteria	28
Limitations.....	28
Criteria-Alternative Matrix (CAM) Analysis	28
Methods Overview.....	28
Evaluation Criteria	29
Limitations.....	29
Content Analysis	29
Methods Overview.....	29
Evaluation Criteria	30
Limitations.....	30
ETHICAL CONSIDERATIONS.....	31
FINDINGS AND ANALYSIS	32
WOOD VILLAGE FIRE/EMS NEEDS.....	33
Figure 9.0: Wood Village: Calls for Service Types (2021-2022)	33
<i>Factors that Constrain Wood Village's Choice of Fire/EMS Service Model.....</i>	<i>33</i>
Financial Constraints	33
Figure 10.0: Oregon Cities: Property Tax Rate Comparison	34
Organizational Constraints	35
Regulatory Constraints	36
ALTERNATIVE MODELS FOR FIRE/EMS SERVICES	37
Tiered Response Mechanism	37
Cross-training.....	37
Fire Prevention & Code Enforcement.....	38
Volunteer or Mostly Volunteer Departments	38
Private Fire Protection and EMS.....	39
Technology and Telehealth.....	39
Additional Sources of Funding	39
<i>R&R Activity</i>	<i>40</i>
<i>Hiring Activity.....</i>	<i>40</i>
<i>Cost Sharing with Three Cities or Another Agency.....</i>	<i>40</i>
Figure 11.0: Current IGA Cost and Potential Costs based on Three Alternative Cost Models.....	41
Figure 12.0: Projected Costs for Three Models for Cost Sharing	42
Figure 14.0: Comparison of National Fire Department Types.....	45
Figure 15.0: Common Types of Fire Department Apparatus Deployment for Cities per Every 1,000	
People.....	46
Eliminating the Fire Department.....	46
Figure 16.0: Oregon Fire Mutual Aid System	47
ANALYSIS OF ALTERNATIVES.....	48
Figure 17.0: Criteria Alternative Matrix Analysis of Fire/EMS Options	48
Figure 18.0: Ranking of Alternative Fire/EMS Options.....	49
Summary for confronting tradeoffs between the varying Fire/EMS options for Wood Village	49
RECOMMENDATIONS	51
<i>Options for Consideration</i>	<i>51</i>
Figure 19.0 Comparison of the Recommended Options.....	52
Option 1: One Station with On-call Volunteer Firefighters and Contracted EMS Services	53
Figure 20.0: Example of a Kelly Schedule.....	53
Figure 21.1: Option 1 Deployment Model	54

Option 2: One Station with a Combination of on-call Volunteer Firefighters and full-time EMS Providers	55
Figure 21.2 Option 2 Deployment Model	56
Option 3: One Station with a Career (Full-time) Paid Fire Department and Contracted EMS Services	57
Figure 21.3: Option 3 Deployment Model	57
Option 4: No Fire Department or Fire Services in Wood Village. EMS provided by Third-party Contractor ...	58
Figure 21.4: Option 4 Deployment Model	59
Option 5: Renew IGA/Maintain Status Quo.....	60
Option 6: Renew IGA with Amendments	61
CONCLUSION	62
REFERENCES.....	63
APPENDICES.....	73
<i>Appendix A: Analysis of Fiscal Year 2021-2022 Wood Village Fire/EMS Calls</i>	<i>74</i>
<i>Appendix B: Research Matrix</i>	<i>75</i>
<i>Appendix C: Interview Notes</i>	<i>78</i>
Semi-structured interview notes with Mammoth Lakes Fire Chief Ales Tomaier	78
Semi-Structured interview notes with City of Glendale Fire Personnel, Fire Marshal Foster McLean	79
Semi-Structured interview notes with City of Glendale Fire Personnel, Artin Yaghoubian.....	80
Semi-Structured interview notes with city managers, Mike O'Kelly, City Manager - City of Bell Gardens, Ernie Hernandez, City Manager, City of Lynwood, on the subject of local control on February 27, 2023.	80
<i>Appendix D: Timeline of fire department calls by type from 1980 to 2020 at the national level ...</i>	<i>Error!</i>
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Executive Summary

The City Wood Village provides essential fire and emergency medical services (EMS) to its community members through an intergovernmental agreement (IGA) with the City of Gresham. Two neighboring cities, Fairview and Troutdale, are also parties to the IGA and collectively these three municipalities are often referred to as the “Three Cities.” However, there are several areas of concern with respect to the fire and EMS services provided through the IGA that Wood Village must confront. These issues include inconsistency in service focus, cost inefficiencies, delayed response times, substandard data reporting, and a clear absence of local control.

Specifically, Wood Village requires its fire/EMS services to be more tailored to protecting lives through emergency medical services (Robinson, et al., 2014). However, the current services provided to Wood Village by Gresham are oriented more toward saving lives and property from the threat of fires (Robinson, et al., 2014). Consequently, the residents of Wood Village are exposed to harm as the emergency medical services they do receive are less efficient and come at higher costs and with longer response times (Robinson, et al., 2014) that persist to the present day (City of Gresham, n.d.a). Under the conditions of the IGA, the current Fire and EMS service delivery model is not sustainable nor practical for the future of Wood Village, as it is the city’s goal to provide a cost-effective, reliable, and responsive Fire and EMS to its community members and taxpayers.

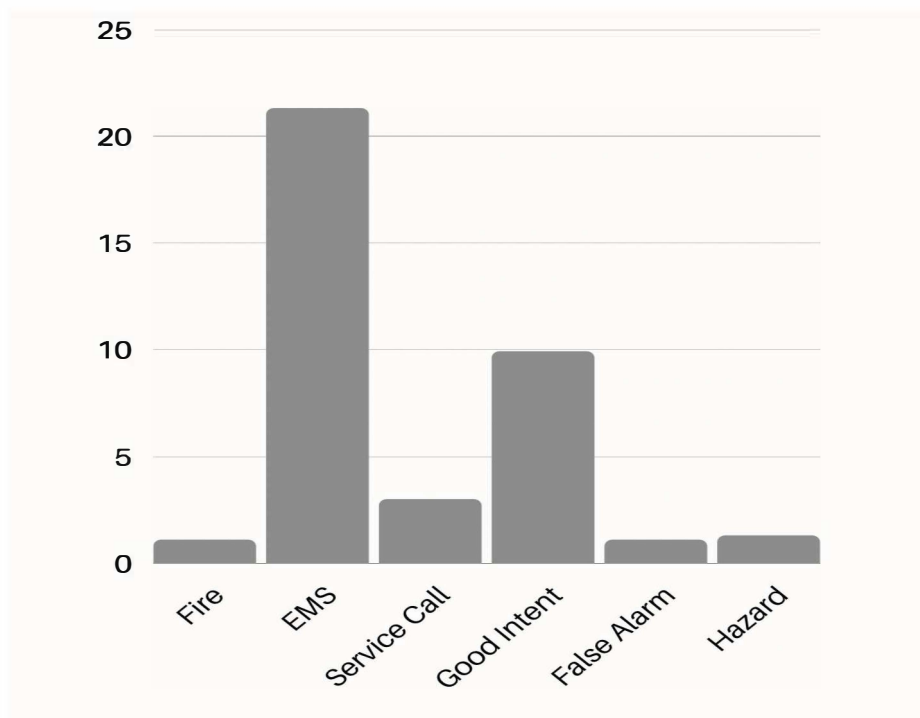
It is imperative that Wood Village consider alternative service models to ensure that it can appropriately address its citizens' needs. These required alternatives are ever more important to address due to the financial constraints confronting Wood Village and Gresham (G. Dirks, personal communication, January 20, 2023). The current IGA is set to expire and it is anticipated that Gresham may attempt to raise its contracted fire and EMS service rates (G. Dirks, personal communication, January 20, 2023). In order to propose adequate alternatives which will best suit Wood Village, the research team has organized certain methods to help aid in the collection of specific research and data. These particular collection methods enabled the performance of calculated analyses. The methods and analyses used include, but were not limited to, a trend analysis, interview response assessment, cost analysis, options analysis, and a needs assessment.

The research was guided by the specific parameters of solely addressing Wood Village’s current fire/EMS needs and exploring alternatives to fire/EMS services when compared to traditional fire/EMS service delivery types. The costs associated with varying types of fire/EMS services were compared and analyzed, with particular attention paid to a cost model for a traditional fire department that would serve the Three Cities. No matter which model or arrangement Wood Village opts to move forward with, leveraging new monies to pay for these services is imperative.

Problem Statement

Wood Village’s current contracted fire/emergency medical services (EMS) model is not fiscally sustainable, nor does it match the city’s service needs. The City of Gresham, which provides fire/EMS services to Wood Village through an IGA, focuses on staffing its department primarily for fire emergencies rather than emergency medical calls, for which Wood Village has a much greater need (Robinson et al., 2014). As the current fire/EMS is geared more towards preserving lives or property from the threat of fire rather than the emergency medical services that Wood Village uses with much higher frequency, as illustrated in Figure 1.0, residents are harmed in that they are paying a higher cost per thousand for longer wait times and a less-efficient service that does not comport with their primary needs. Consequently, continuing the current arrangement could put the city’s residents at risk for loss of life and property and further strain the city’s limited budget.

Figure 1.0: Wood Village: Calls for Service (Monthly Averages) for Fiscal Year 2021-2022, the most recent year for which data is available.



(Source: City of Gresham, n.d.a)

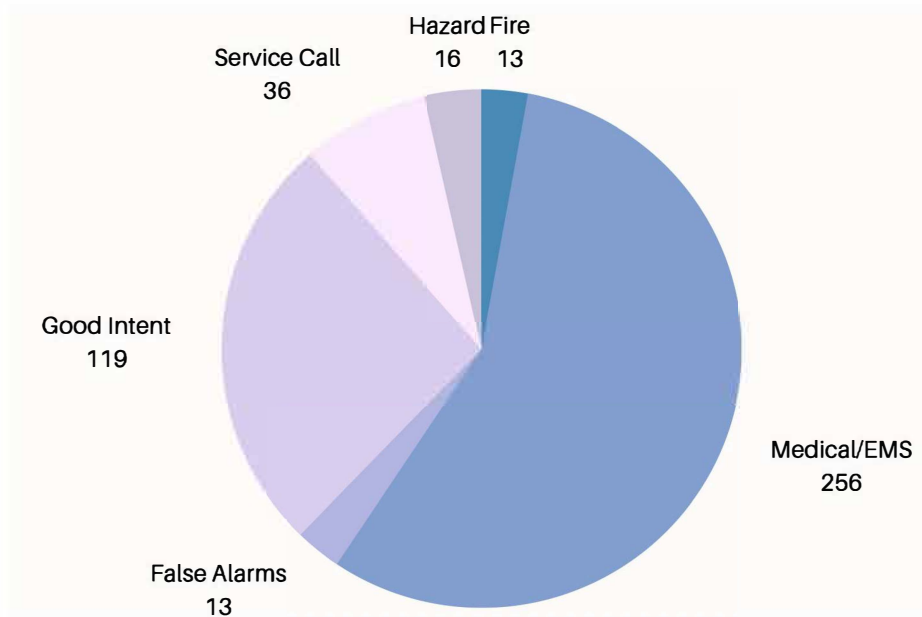
Issue Statement

The City of Wood Village currently contracts for its fire and emergency medical services (EMS) through an intergovernmental agreement (IGA) with the City of Gresham. Historically and at this particular moment, the services currently provided through the IGA are not an accurate representation of Wood Village's citizens' fire and EMS needs.

Misaligned services

One critical issue is that there is a mismatch between needs or service demand and services provided. As in most cities, EMS is now the primary service utilized by residents of Wood Village. A study in 2014 found that Gresham responded to approximately five medical calls per day versus two fire calls per day in Wood Village (Robinson et al., 2014, p. 5). This disparity between fire and EMS calls has grown, and as of fiscal year 2021-2022, the most recent period for which data were available, Gresham was responding to one fire call for every 20 medical calls (City of Gresham, n.d.a). Figure 2.0 below illustrates the current breakdown of Wood Village's calls for service.

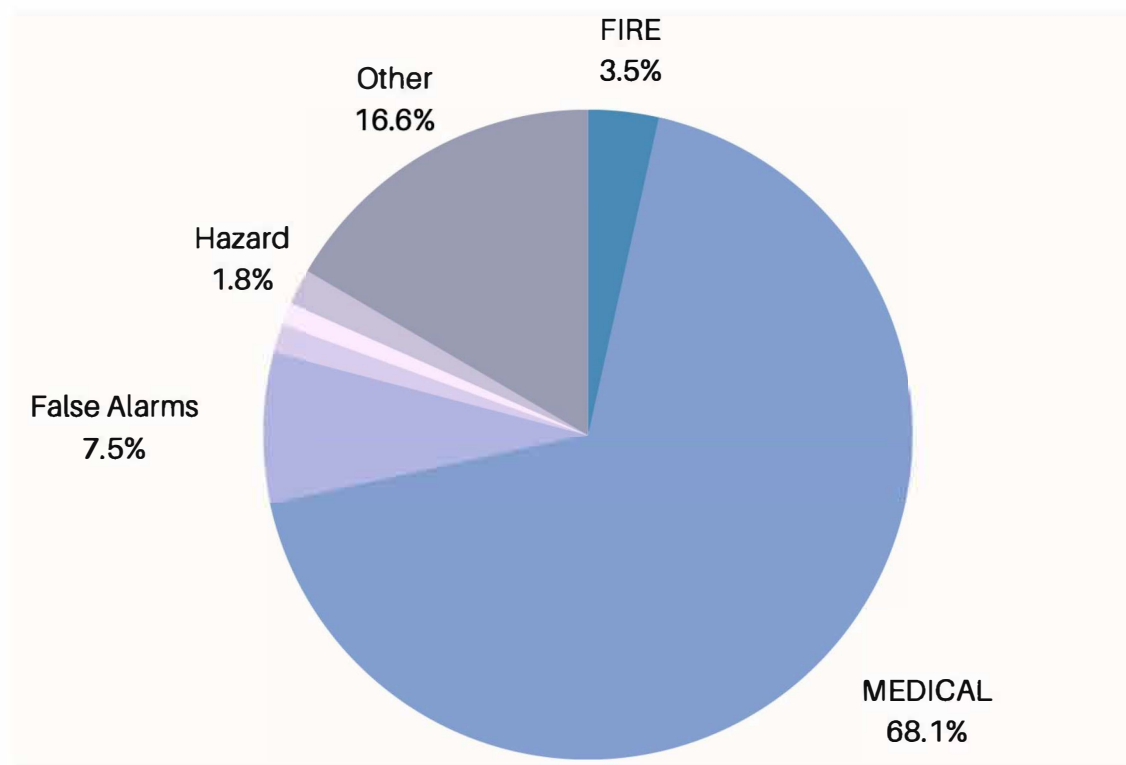
Figure 2.0: Wood Village: Fire/EMS Calls for Service 2021-2022 Fiscal Year



(Source: City of Gresham, n.d.a)

Based on national trends and data, Wood Village’s experience does not appear to be an anomaly as nationwide the demands on fire departments are skewing more toward emergency medical needs instead of fires (Eng, 2017 & Fahy et al., 2022). Experts believe that there are several reasons for this including enhanced modern building codes which serve to better insulate buildings from serious fire threats (Orange County Grand Jury, 2022). The national data clearly align with the same trend as Wood Village, although it is worth noting that Wood Village actually exceeds the national trends in terms of demand for medical calls. Appendix 4 shows a timeline of fire department calls by type from 1980 to 2020 at the national level. Figure 3.0 demonstrates calls for service at the national level for the most recent year where data is available.

Figure 3.0: Nationwide Fire Department Calls for Service (2021)

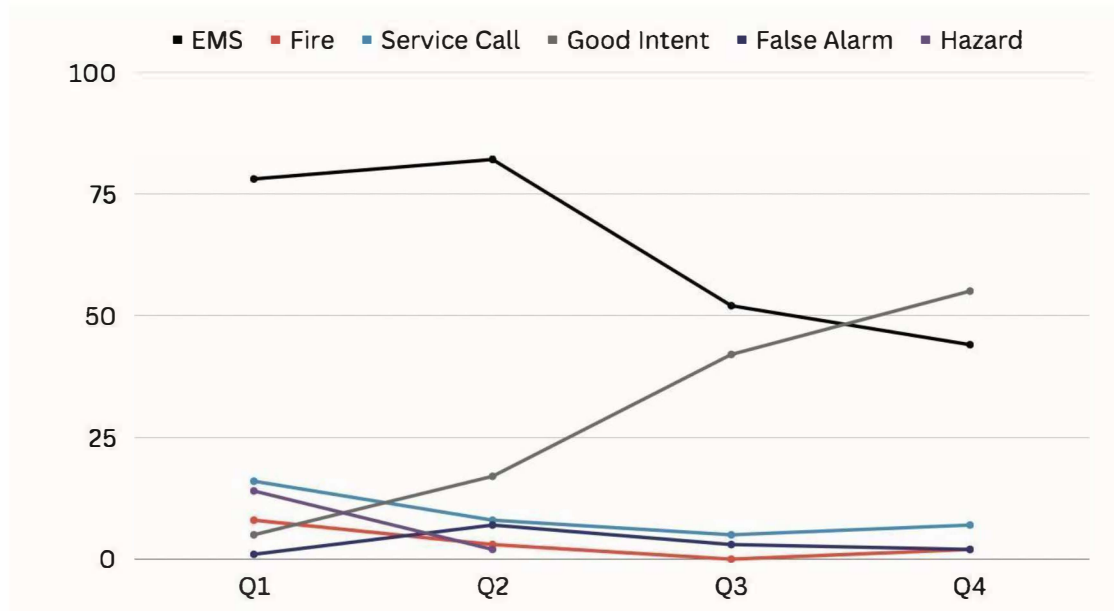


(Source: National Fire Protection Association)

Despite these convincing statistics, Gresham still gears its staffing significantly more toward fires versus medical emergencies (Robinson et al., 2014). Consequently, for each medical call, Gresham will dispatch a fire engine with a “three-person crew outfitted in fire protection gear” (Robinson et al., 2014, p. 6). This results in longer wait times and cost inefficiencies for the citizens of Wood Village. These inefficiencies lead to excessive wear and tear on City streets (Orange County Grand Jury, 2022) and could also lead to loss of life when precious moments

matter (Eng, 2017). Figure 4.0 provides some context on the calls for service demand on a quarterly basis for the last full year for which data is available.

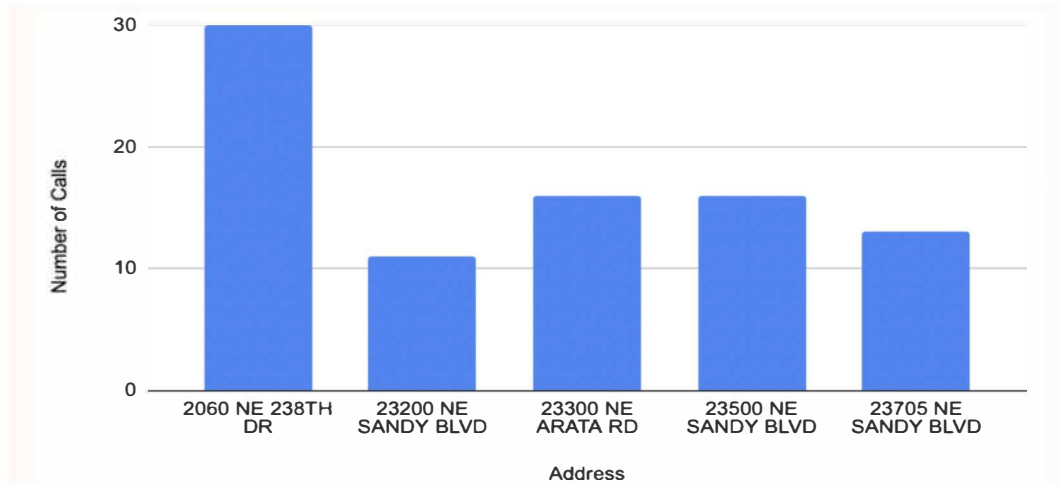
Figure 4.0: Wood Village: Calls for Service (Quarterly Average 2021-2022)



(Source: Gresham, n.d.a)

Wood Village currently has a high level of calls per thousand compared to the surrounding cities as there are "hotspots" (see Figure 5.0) of "commercial areas and group care facilities" (Robinson et al., 2014, p. 10). The research team was unable to uncover any tangible strategy on the part of Gresham to address these "hotspots" and potential "super-utilizers" at these sites. The Center for Medicare and Medicaid terms as "super-utilizers" those who use EMS four or more times per year (Quinn, 2016). Through the IGA, Gresham also administers fire inspection services, for which fees are constantly increased (City of Wood Village, 2022). However, Gresham's staffing focus, as noted earlier, has resulted in a decrease in preventive fire inspections, which puts Wood Village at risk of a serious fire incident (Robinson et al., 2014). This is of particular concern for Wood Village which typically requires a higher level of inspections for its business and healthcare industries (Robinson et al., 2014).

Figure 5.0: Wood Village: Calls for Service “Hotspots” (2021-2022)



(Source: Gresham, n.d.a)

Financial implications

Wood Village spends more than 50% of its general fund budget on contracted public safety, which includes fire and EMS (Wood Village, n.d.a), while more than 50% of the city’s property tax collection revenues go to fire/EMS services (City of Wood Village, n.d.b; G. Dirks, personal communication, March 16, 2023). Under the current IGA, the citizens of Wood Village pay \$1.29 per every \$1,000 in property tax value to Gresham for these services. Gresham’s citizens pay 60 cents more but have access to more fire stations and better response times (Robinson et al., 2014). Wood Village and the two other cities are concerned about the financial implications associated with the potential renewal of the IGA in 2025, as there are indications that the costs will rise. As it stands, Gresham already contributes 30 percent of its general fund to its fire department (Keizur, 2022). There is concern within the City of Gresham that it will not be able to maintain its own department, as it will be underfunded once ARPA funds, which are one-time monies that it was awarded, are expended (Keizur, 2022). The budget situation in Gresham also could threaten Wood Village with severe financial impacts along with a compromised ability to provide fire and EMS services in the future. Figure 6.0 shows the three cities’ payments to Gresham and other public safety services.

Figure 6.0: Comparison of Troutdale, Wood Village, and Fairview (Executive Summary of Gresham Revenue Options Analysis, May 2022).

Public Safety IGAs

As Budgeted in FY '22-'23

Fairview	Troutdale	Wood Village
General Fund Current Revenues FY '22-'23 excluding ARPA		
\$5,685,835	\$13,962,976	\$2,466,161
Law Enforcement – Multnomah County		
\$2,898,651	\$3,674,396	\$ 491,000
51% of GF revenue	26% of GF revenue	20% of GF revenue
IGA Expires: 08/01/2027	IGA Expires: 06/30/2025	IGA is perpetual
Fire & EMS – City of Gresham		
\$1,296,738	\$2,608,989	\$528,000
23% of GF revenue	19% of GF revenue	21% of GF revenue
IGA Expires: 06/30/2025	IGA Expires: 06/30/2025	IGA Expires: 06/30/2025
Emergency Communications E-911 – City of Portland		
\$ 256,867	\$ 656,461	\$ 125,000
4.5% of GF revenue	5% of GF revenue	5% of GF revenue
IGA is perpetual	IGA is perpetual	IGA is perpetual

Credit/Note: The graph above was prepared for Troutdale, Fairview and Wood Village, October 2022, in the Executive Summary of Gresham Revenue Options Analysis, May 2022.

Lack of local control

Wood Village also lacks local control over the fire and emergency response services provided (Keizur, 2022), which is a serious issue for any public manager or elected governing body (M. O'Kelly, personal communication, February 27, 2023 & E. Hernandez, personal communication, February 27, 2023). Representatives from Wood Village, Troutdale, and Fairview have only quarterly opportunities to meet with Gresham to receive reports about the services provided and other information pertaining to the fire department (City of Gresham, n.d.). However, these meetings are informational only, which does not provide Wood Village the ability to actually effect changes to any of the services provided (Keizur, 2022; Robinson et al., 2014). That these meetings only occur quarterly further exacerbates the communication gap that

exists between the cities and underscores Wood Village's lack of control (City of Gresham, n.d.). More recently, this lack of control was magnified by Gresham's refusal or inability to provide data related to calls for service to its client Wood Village for the last 6 months (G. Dirks, personal communication, March 7, 2023).

Implications of renewing the IGA

Based on the service call and financial data discussed above, it is apparent that the services currently provided through the IGA with the City of Gresham do not meet the fire/EMS needs of the citizens of Wood Village. The financial demands on Wood Village will likely only increase if it enters into a new IGA with Gresham in 2025, seemingly without a corresponding improvement in services. Consequently, Wood Village needs to explore potential alternatives to renewing the IGA or ensure the inclusion of performance standards, benchmarks, and expectations it has as a client in order to avoid the current budget issues and misaligned services.

Recommendations

Whichever service model and funding mechanism Wood Village opts for, it is clear that it is a preferred alternative to the status quo. Currently, the city is paying too much for services that are not geared to its needs. It also has slim prospects of enhancing funding in the near term, so for the immediate future the city should consider adopting a service mode that is similar to its current structure. However, any decision must be geared towards the needs of Wood Village and must have service benchmarks to ensure the accountability that is lacking in the current arrangement.

Options for Consideration

1. Restructured fire departments/fire districts
 - a. Provide fire-only services
 - b. Mixed-Career/Volunteer-Fire Department
 - c. Privatize EMS services
 - Things to take into consideration: Due to private partnerships, there is a chance that Wood Village may lose money through reimbursements. EMS calls may be billed to insurance carriers, through soft billing where money can be recovered through reimbursements versus private companies receiving that money (Benton, 2016). Typically, most EMS Fire Districts tend to receive reimbursements (Benton, 2016).
 - d. Outsource inspections and focus on the buildings themselves only.

2. Do not provide fire service: Preliminary research suggests that not providing fire service means that a neighboring fire district could grow to encompass Wood Village and levy a tax to cover the cost of services (Robinson et al., 2014)). In the absence of any type of fire department covering Wood Village, it does not appear that the Oregon Fire Mutual Aid System (OFMAS) would be able to kick in as the Authority Having Jurisdiction (AHJ) response is required first as illustrated in the following graphic, Figure 12.0. Absent an AHJ, it is unclear whether local mutual, expanded, or statewide, or interstate mutual aid as illustrated in the following graphic would take effect in the event of a major catastrophic event in Wood Village.

3. Maintain Status Quo: The status quo would entail a renewed IGA with Gresham under the same or similar terms as the existing agreement. Given the issues with the current arrangements as described herein, this does not appear to be the most optimal arrangement. There are currently issues with misaligned services, at a higher cost and no inclusion of productivity benchmarks for the entity providing the service. Further, the continuance of the status quo does not help soften the financial burdens Wood Village faces regarding providing fire/EMS services.

Figure 19.0 provides the matrix displaying a comparison of the recommended options below.

Conclusion

There are some critical issues that Wood Village should keep in mind moving forward. First, there needs to be a consideration that, regardless of the option, the city moves forward with the capital that needs to be raised for the city through property taxes or some other mechanism in order to continue to afford fire and EMS for its residents. Raising and saving funds would enable the city to have the resources to consider more options for meeting its Fire/EMS needs, such as funding its own fire department. Second, Wood Village should continue to work on legislative solutions at the state level that will enable the city to become more self-sufficient and sustainable in providing public services. Third, the Three Cities should continue to collaborate with one another on their fire and EMS service delivery model as this will allow for an easier and more cost-effective option. If the Three Cities opt to continue to work with Gresham for their Fire/EMS, they must include clear deliverables and benchmarks for the IGA and include a mechanism to effect change to ensure that services continue to meet the community's needs.



FIRE DISCUSSION

COUNCIL STRATEGIC RETREAT

FEBRUARY 10TH, 2024

Prepared by:

Greg Dirks, City Manager

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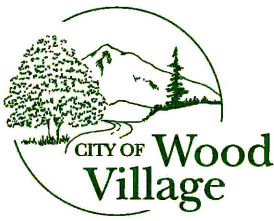
CITY OF WOOD VILLAGE

**COUNCIL RETREAT FIRE DISCUSSION
CITY OF WOOD VILLAGE, OREGON**

February 10th, 2024

TABLE OF CONTENTS

	<u>Page</u>
Staff Report	1
Cost Summary:	5
Fire Options Graph:	6
Fire Option Descriptions:	7
Comparator Summary:	8
Lake Oswego Data Sheet	9
Grants Pass Data Sheet	10
Keizer Fire District Data Sheet	11
Redmond Fire District Data Sheet	12
McMinnville Data Sheet	13
Forest Grove Data Sheet	14
Woodburn Fire District Data Sheet	15
Timelines:	
Historic Timeline:	16
May 2026 Election:	17
November 2026 Election:	18
May 2027 Election:	19



City Council Retreat Item Staff Report

Meeting Date: February 10, 2024

TO: Mayor and Councilors
FROM: Greg Dirks: City Manager
DATE: January 30, 2024
SUBJECT: Discussion: Fire Service

Background

The background section is intended as a brief summary of actions taken. For a full report, please see the City Council reports of 2023 and the USC Fire Service Study.

The current fire IGA with Gresham expires June 30, 2025. The City Council has been working on fire options since the fall of 2020 with what was called the SAFER Council. As noted in previous staff reports and presentations, the goal of the SAFER Council was to develop options and alternatives for fire and medical response services for the four cities. There was a recommendation from SAFER that a fire district seemed to make the most sense for the four cities. However, changing leadership at Gresham halted, and then cancelled any further development from the SAFER Council.

In 2023, the City partnered with the University of Southern California to update the fire and medical services needs report that was conducted for the 2015 fire contract renewal. The three cities have also been gathering since the fall to discuss options moving forward in both negotiating an agreement with Gresham, and a long-term solution. The City Council at its October meeting gave preference to developing a new fire district as opposed to joining an existing district, which would be Fire District 10. The main reason was that there would be more control to develop the service level and response type with a new district as opposed to joining an existing district or service. The cities of Fairview and Troutdale are on board with a district approach and prefer District 10 as there are less barriers to annexing into an existing district than creating a new district. Staff have reviewed service level options, and there are alternative solutions to join an existing district and have a more balanced service level and response.

While the City of Gresham has not formally presented the cities with renewal terms, the Gresham Mayor and its Council discussed increasing the costs of fire service for the three cities by \$4 million more a year. That is about an 87% increase from the current costs. The three cities sent Gresham a letter asking to negotiate for different terms, as well as to rejoin the SAFER effort. As of this date, the cities have not had a response from Gresham. With an 87% increase, there is not a lot of difference between Gresham costs, existing fire districts, or creating a new district for fire and medical services.

For the City Council Retreat, staff have developed more comprehensive options for the Council's consideration. This includes rough cost and timeframe estimates, pros and cons, as well as general feasibility. It is assumed that nearly all the options will have some similar components and steps such as community outreach/education, public relations campaign, feasibility studies, multi-agency coordination/cooperation, and ultimately a public vote. A discussion on these items follows the summary of options/providers.

Provider Summary Options:

Continue with Gresham

This option continues the contractual partnership with the City of Gresham for Fire and emergency medical services. The current contract expires June 30, 2025, and a renewal cost and parameters have not been discussed or set with the City of Gresham. Based on some conversations, the rate could nearly double from the current amount, which is \$550,000 for the City. It is likely that issues around service levels, response times, facilities, and programming would remain, and the City would not have much if any say or impact on changes. It is also likely that continued cost increases would result in the need for additional revenue sources. This is the shortest timeline of all options, and at some point, a public vote for an operating levy may be needed.

Join District 10

Prior to 1995, the City belonged to Fire District 10. Due to increasing tax rates and perceived lack of increased services, the cities with a public vote elected to leave District 10 and contract with Gresham Fire for services. Since that time, District 10 has gone from one of the largest districts in the state to contracting with Gresham for services within its boundaries. If the voters vote to annex back into District 10, the cost estimate based on current assessed values and tax rates would be about \$1 million a year. For the average assessed single family home, that would increase property taxes by about \$600 a year. A complication in rejoining District 10 is that it does not run its own operations. It would have to either continue to contract with Gresham, which would result in Wood Village community members paying more for the same service, or contract with another provider. The other provider that is contiguous to District 10 is Clackamas District 1. In either case, the City would not have a direct say or influence on service levels or operations, but Wood Village community members would be eligible to serve and vote on board members. The earliest this could go to a vote is May of 2026, and would not be effective until July 1, 2027.

- **Join District 10 with a Contract with Clackamas 1.** Instead of continuing to contract with Gresham for services, District 10 could contract with Clackamas District 1. District 1 is the second largest fire district in the state, and borders District 10. While the same limits of control would remain, District 1 has a service model that better matches the City's needs. This includes separate medical response units, a subcontract with AMR for transport, and a volunteer program.

Form a new Three-City District

This option resonated the most with the Council at the last conversation in October. Creating a new district enables the City to have more control of the service level and service response since it would be creating the service. Creating a new district generally takes more time and is more complicated than joining an existing district. To create a new district, the organizers must develop a feasibility study and plan, as well as put together two years' worth of budgets. Those

budgets then form the basis of the potential tax revenues. The cities would have to find a method to continue fire and emergency services while developing the plans as well as when building up the new department. There is also the potential for greater capital need in forming a new district compared to rejoining District 10, which owns some facilities but are in need of repairs. Based on budgets from similarly sized jurisdictions, a three-city district's operating costs would be similar to District 10 or 1 at about \$9 million a year. This would not include necessary capital costs. It is unlikely that a new district vote could be ready by May of 2026, and would most likely be in 2027 with implementation in 2028 at the earliest.

- **With Volunteer Capacity:** An aspect of creating a new district would be to create volunteer opportunities. This could be used for lower acuity medical calls, and there is a potential to use existing staff from the cities to help fill this need, especially during working hours which tend to have the highest demand.
- **With EMS Service Area:** With the three cities creating a district, there is more of an opportunity to work with the County and others to create an emergency medical response area. Multnomah County is unique around the state in that it continues to control the ambulance service contract but does not directly operate any ambulance or medical response services. Other existing counties have worked with fire districts or local fire departments for medical services including transportation. This not only helps control the service level but can also act as a revenue source to help backfill the costs.

Four Cities Join District 10: This is the same as above but would also involve the City of Gresham. Since the three cities do not have a current service, joining District 10 is more simplistic than it would be for Gresham. With Gresham, there are considerations about how employees would move over to a new employer, capital considerations, and current liabilities. It is possible that the three cities could move into District 10 first, followed by Gresham. Again, the three cities could have this on the May 2026 ballot, and Gresham would most likely be 2027 or 2028.

County Fire, 911, and EMS Service Area: Related to the EMS service area, this would create a county-wide fire, EMS and 911 system. Not only would this effort need the support of the four cities, but of Multnomah County and the City of Portland as well. The advantage of a complete system is the ability to develop and control a comprehensive response system. This would enable resource development and deployment that best fits the needs of the region. This effort would take many years of a concerted effort to raise awareness of the potential, let alone the studies and actions needed to take it to a vote. However, it may be worth pursuing once the City's fire service has been settled. This would be a longer-term option and is most likely at least five years out.

Timelines

All the options with a district approach would need to go to a vote of the people. This includes a minimum of the cities that would be joining or forming a district and may also need to include those within an existing district. A vote of the people is not required to contract services with a district. Due to the relatively high cost of elections, it is recommended that any election take place during a primary or general election. In those cases, there are no direct costs for putting items on the ballot. A special election can be held throughout the year, but tends to suffer from lower turn out, turnout minimums for an affirmative vote, and the cost is shared by those who have items on the ballot. This could be a significant cost without any advantage. In a vote to establish/annex into a district, action is needed by the County to certify the area and set up the collection method. This must be done by April 1st for a July 1st effective date. If it is not done

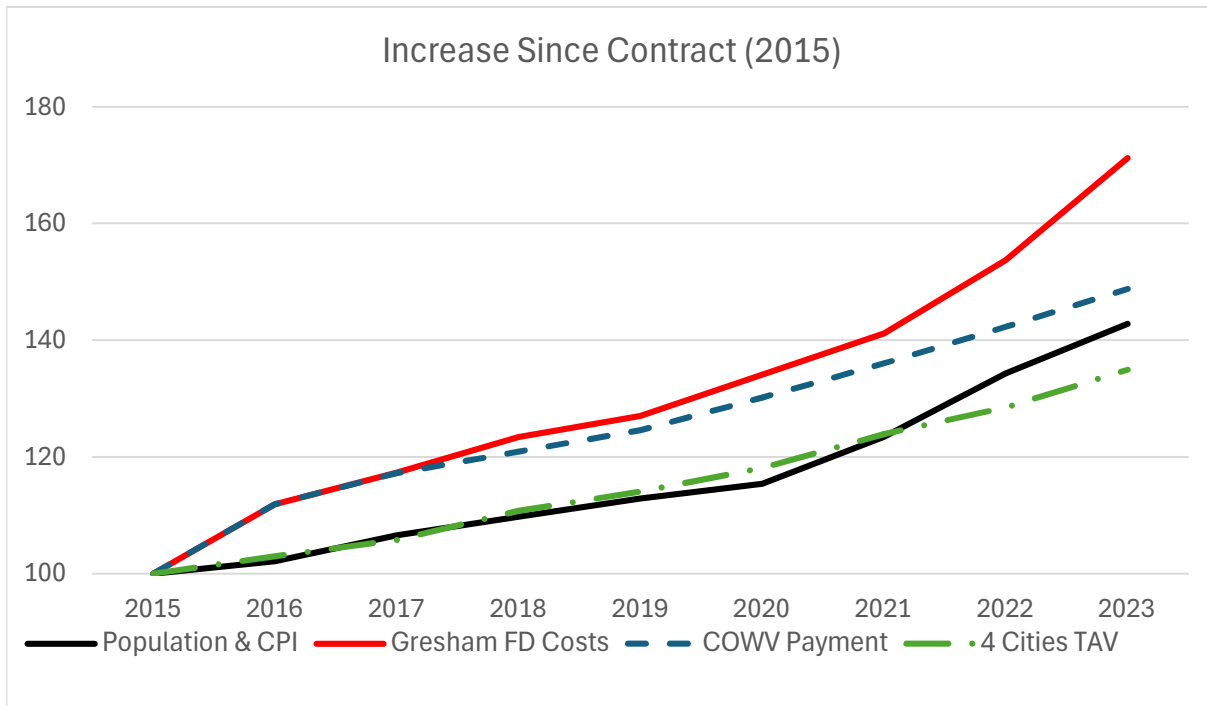
by April 1st, there will not be any property tax revenue collections until the following year. For example, if there is a vote in November of 2026, all the approvals, appeals process, and verifications have to be completed by April 1, 2027 in order for the District to collect revenues and be established by July 1, 2027. If the April deadline is missed, the District can still be formed/annex, but there will not be any property tax collections until 2028. More on this including a visual of options will be presented at the retreat.

Next Steps

All the options except remaining with Gresham have similar next steps. In general, the next steps include:

- Hire a PR Firm: The three cities have discussed the need to bring on a PR firm early into the process to help outline the communication plan. This plan would include specific topics to cover, an order in which to talk about topics, and recommendations on how to deliver the messages. This is related to but separate from a polling firm to help poll voters, craft ballot language, and develop the campaigning strategy. A polling firm will also be needed.
- Affirmative Response from District 10: If annexing into District 10 is seen as the solution, the three cities and the district need to start to enter into agreements to work towards the formal annexation. This would also include subcontracting needs with District 10.
- Develop a Feasibility Study: When the three cities and partner agencies (fire district(s)) have a general agreement on service, a feasibility study will be needed to outline how the service will be delivered. This would also be the case if the cities decided to create a new district. Not only is this item critical in establishing or annexing the district, but it is also a useful tool in communicating with the community. It is also a requirement in establishing a new district. There are only a few firms that do this work, and it is likely that the three cities will have to pay to cover District 10 costs.
- Community outreach, education, and voter engagement: Starting as soon as possible, the three cities need to develop a communications strategy. This needs to include shared talking points, as well as community specific communications. For example, all three cities share similar reasons for leaving Gresham. What the cities do with the General Fund dollars no longer being spent on fire will be up to each city. Each city will also face some kind of financial scrutiny and will need to develop its own talking points to counter those arguments. Lastly, once a measure has been referred to the voters, there are limits on what the City can do in terms of outreach. That is where the Council and other partners can come into play. Those partnerships and relationships will need to be developed and cultivated now and through this process. Potential partners include established community groups and HOA's, as well as the IAFF. More on outreach and engagement including Council's role will be presented at the Retreat.

Wood Village - Fire Costs, Revenue, Census



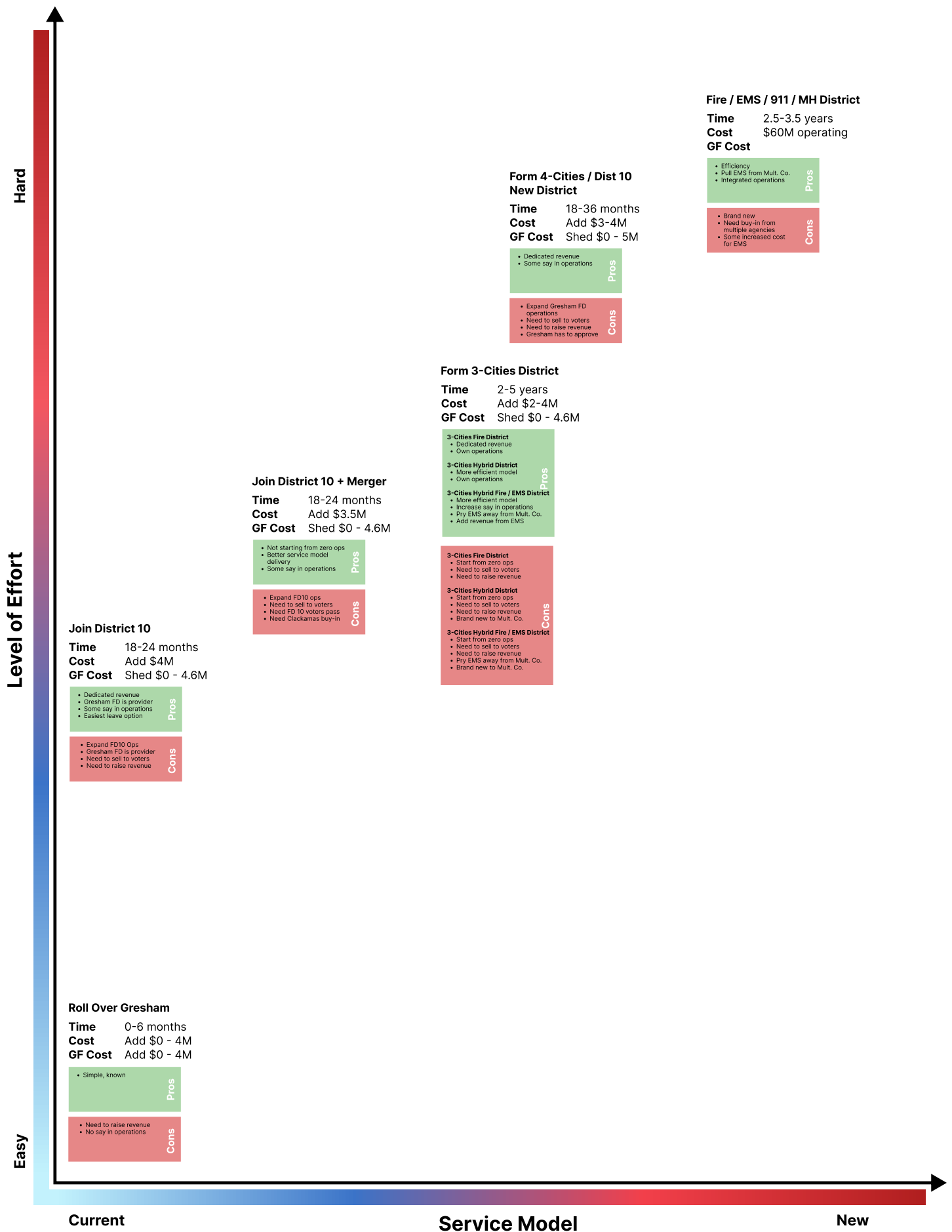
Data:

	Fire Costs 2023	Taxable Assess Value 2023	Population 2023	Sq. Miles 2023
Wood Village	\$552,000	\$349,883,550	5,038	1
Fairview	\$1,355,091	\$859,787,687	10,671	3.54
Troutdale	\$2,726,394	\$1,809,406,870	17,005	6
Total	\$4,633,485	\$3,019,078,107	32,714	10.54

FINANCIALS:

	Fire Costs 2023	Revenue @ D10 rate \$1.60 / 1,000 2023	Revenue @ D10 rate \$2.85 / 1,000 2023	Gresham Council Prop. Costs 2023
Wood Village	\$ 552,000	\$ 559,814	\$ 997,168	\$ 1,028,531
Fairview	\$ 1,355,091	\$ 1,375,660	\$ 2,450,395	\$ 2,524,915
Troutdale	\$ 2,726,394	\$ 2,895,051	\$ 5,156,810	\$ 5,080,038
Total	\$ 4,633,485	\$ 4,830,525	\$ 8,604,373	\$ 8,633,485

\$ 584.80 Annual additional property tax paid for average Wood Village
Single Family home (\$205,000 of taxable assessed value)



Fire Service Options

Roll over Gresham		Join District 10		Join District 10 + merge w/ Clackamas	
Time: 0-6 months		Time: 18-36 months		Time: 24-48 months	
Cost - Add \$0 - 4M	GF Costs - Add \$0 - 4M	Cost - Add \$4 M	GF Costs - Shed \$0 - 4.6M	Cost - Add \$3.5 M	GF Costs - Shed \$0 - 4.6M
Pros:	Cons:	Pros:	Cons:	Pros:	Cons:
Simple, known	Need to raise revenue	Dedicated revenue	Expand FD10 Ops	Not starting from zero ops	Expand FD10 Ops
	No say in operations	Greshm FD is provider	Greshm FD is provider	Better service delivery model	Need to sell to voters
		Some say in operations	Need to sell to voters	Some say in operations	Need FD 10 voters pass
		Easiest leave option	Need to raise revenue		Need Clackamas buy-in

Form 3 cities Fire district		Form 3 cities Hybrid (Part Volunteer) district		Form 3 cities Hybrid Fire / EMS district	
Time: 24-36 months		Time: 2.5 -5 years		Time: 2.5 -5 years	
Cost - Add \$3 -4 M	GF Costs - Shed \$0 - 4.6M	Cost - Add \$2 - 3 M	GF Costs - Shed \$0 - 4.6M	Cost - Add \$0M -\$2M	GF Costs - Shed \$0 - 4.6M
Pros:	Cons:	Pros:	Cons:	Pros:	Cons:
Dedicated revenue	Start from Zero ops	More efficient model	Start from Zero ops	More efficient model	Brand new
Own operations	Need to sell to voters	Own operations	Need to sell to voters	Increase say in operations	Need to sell to voters
	Need to raise revenue		Need to raise revenue	Pry EMS away from MuCo	Pry EMS away from MuCo
			Brand new to Mu Co	Add revenue from EMS	Need to raise revenue
					Brand new to Mu Co

4 cities/ Dist 10 form new		Fire / EMS / 911 / MH District	
Time: 18-36 months		Time: 3-5 years	
Cost - Add \$3 -4 M	GF Costs - Shed \$0 -5 M	Costs: \$60M operating	
Pros:	Cons:	Pros:	Cons:
Dedicated revenue	Expand GFD operations	Efficiency	Brand new
			Need buy-in from multiple agencies
Some say in operations	Need to sell to voters	Pull EMS from MuCo	
	Need to raise revenue		
	Gresham has to approved	Integrated operations	Some increased cost for EMS

Comparator Agencies

Three Cities	2023 Population	Square Miles
Troutdale	17,005	6
Fairview	10,671	3.54
Wood Village	5,038	1
Total	32,714	11

City	Pop.	Service model
Lake Oswego	41,396	City Fire
Grants Pass	40,102	City Fire
Keizer	39,169	Keizer Fire District
Oregon City	38,049	Clackamas Fire District
Redmond	38,208	Redmond Fire District
McMinnville	34,612	Just passed Fire District May 2023
3 cities	32,714	TBD
Tualatin	27,910	TVFR
Wilsonville	27,634	TVFR
West Linn	27,360	TVFR
Forest Grove	27,551	City Fire
Woodburn	27,044	Woodburn Fire District
Newberg	26,728	annexed to TVFR

OPERATING EXPENSES	2022 Actuals	2024 FTE	Cost per FTE	Per Capita Cost
Lake Oswego	12,853,075	52	247,175	\$ 257.1
Grants Pass	7,153,189	33	216,763	\$ 178.4
Keizer Fire District*	8,639,747	42	205,708	\$ 192.0
Keizer Fire	5,562,781	N/A		
Redmond Fire District*	10,715,619	68	157,583	\$ 214.3
Redmond Fire	9,065,335	N/A		
McMinnville*	9,340,191	50	186,134	\$ 269.9
McMinnville Fire	4,365,673	20	218,284	\$ 156.4
Forest Grove	5,375,762	25	215,030	\$ 195.1
Woodburn	4,746,571	20	243,414	\$ 118.7
* Includes Fire and EMS services			214,851	\$ 187.4

Lake Oswego

50,000 residents
 4 stations
 Provides services to 3 districts
 2019-20 Stats: fire response 124; EMS 2,689
 2023 Stats: 5,043 responses



Financials	Actual	Adopted	
	2018-19	2023-25	
		Binennial	1/2
Personnel	10,915,271	25,257,000	12,628,500
Materials and Services	1,165,793	1,936,000	968,000
Indirect	726,000	1,943,000	971,500
Capital	46,011	60,000	30,000
	12,853,075	29,196,000	14,598,000

Salary Schedule	2018-19	2021-2023	2024	
	FTE	FTE	Salary Low	Salary High
Fire Chief		1	130,983	159,293
Asst Fire Chief		1	114,155	138,762
Fire Marshal		1	114,155	138,762
Battalion Chief		4	106,022	130,171
EMS coordinator		1	92,314	117,816
Fire Lieutenant		13	87,979	113,694
Deputy Fire Marshal		1	93,640	107,062
Fire Engineer		13	73,478	105,661
Firefighter		15	67,763	97,844
Office Manager		1	59,677	73,489
Admin Supp Spec		1	48,112	61,446
	0	52		

Grants Pass

11.68 sq miles

3 stations

2020 stats 4,373 calls: Fire 283, Medial 2,357



Financials

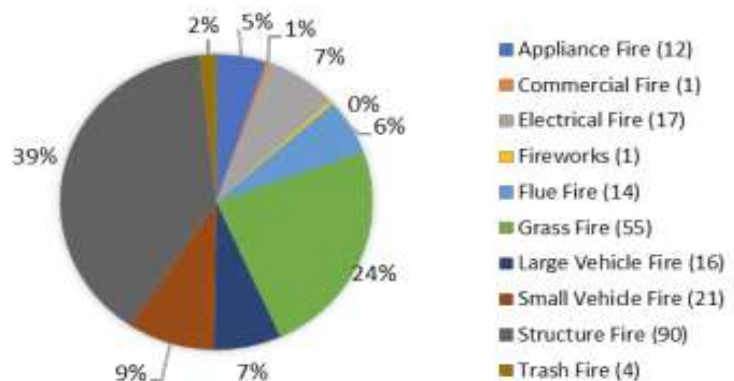
	Actual 2022	Adopted 2024
Personnel	5,304,999	6,258,372
Materials and Services	161,949	322,666
Contractual / Prof Svcs	1,055,437	1,299,282
Direct	9,200	11,272
Capital	24,655	19,000
Indirect	576,949	691,520
Transfers Out	20,000	-
TOTALS	7,153,189	8,602,112

Salary Schedule

	FTE Actual 2022	FTE Adopted 2024	2024 Salary Low	2024 Salary High
Director/Fire Chief	-	1	113,868	157,488
Deputy Chief	1	1	99,492	137,604
Fire Marshal	1	1	78,528	108,600
Fire Inspector	1	1	68,880	87,912
Battalion Chief	3	3	78,528	108,600
Fire Lieutenant	9	9	87,504	96,480
Fire Engineer	9	9	79,464	87,624
Firefighter	6	6	65,340	79,404
Firefighter*	-	0		
Prevention Program Office As s t.	1	1	40,308	51,444
Firewise Coordinator*	1	1		
Subtotal	32	33		

Fire Response by Type

CALL TYPE	2020
ALARM	313
CRASH	408
FIRE	283
HAZARDOUS CONDITIONS	229
MEDICAL	2,357
PUBLIC SERVICE	355
OTHER	428
TOTAL	4,373



Keizer fire district

serve 45,000 citizens
\$2.6M in ambulance revenues
\$700K in GEMT revenue

1 fire station
10.5 sq miles
Joint Fire / EMS



Financials	Actual 2022	Adopted 2024	
Administrative			
Personnel	1,201,399	1,330,597	
Materials and Services	783,219	897,390	includes 911 dispatch
Fire			
Personnel	3,884,311	4,716,542	
Materials and Services	197,865	273,670	
Capital	-	10,000	
EMS			
Personnel	1,793,661	1,813,860	
Materials and Services	464,331	497,505	
Capital	-	10,000	
Training			
Personnel	273,257	440,473	
Materials and Services	41,704	79,615	
	8,639,747	10,069,652	

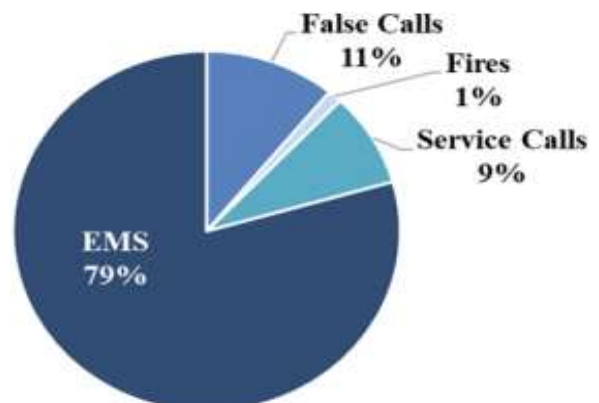
Salary Schedule

	2023
Fire Chief	127,182
Division Chief	110,304
Deputy Chief	115,674
Deputy Fire Marshal	89,798
Captains	121,018
Fire Lieutenant	94,892
Firefighter / Paramedic	108,828
Office Admin	82,305
39 career FTE (2022)	

20 volunteer FTE

6,459 calls for service in 2022

Calls for Service



Redmond Fire District

Service Area 123 sq. miles
 50,000 population
 \$1.7542 per \$1,000 Permanent
 Joint Fire / EMS

4 stations
 Contract w/ Airport
 \$0.75 per \$1,000 TAV Levy



Financials	Actual 2022	Adopted 2024
<u>Revenues:</u>		
Property Taxes	9,271,341	10,164,500
Ambulance Billings	2,788,033	3,046,000
<u>Expenditures:</u>		
Operations - EMS & Training	1,475,240	Personnel 11,672,154
Operations - Fire and Rescue	7,460,471	Wages 7,021,268
Operations - F&R Training	325,863	Medical 1,227,469
Administrative	1,136,594	PERS 2,172,146
Fire and Life Safety	317,451	Other 1,251,271
Facilities, Vehicles and Equip.	718,563	Materials & Services 2,417,292
Debt	433,460	OPERATIONS 14,089,446
<u>TOTAL</u>	<u>11,867,642</u>	Capital 672,170
		Debt 643,300
		Transfers 200,000
		Contingency 5,209,427
		Reserves 920,000
		<u>TOTAL</u> 21,734,343

Salary Schedule

	2024	
	Salary Low	Salary High
Captains	93,569	111,874
Fire Engineer / Paramedic	87,843	105,028
Fire Engineer	80,709	96,498
Deputy Fire Marshal	93,569	111,874
Firefighter / Paramedic	73,548	87,936
Firefighter	66,414	79,406
TOTAL FTE	68	

Mcminnville

Revenues of \$822,393 intergovernmental, \$3.5M transport fees
2022 Actuals: EMS calls: 7,781 - EMS patients transported 4,811
 - Fire responses 1,458



Financials	Actual 2022	Adopted 2024	
Fire Administrative			
Personnel	2,812,937	3,137,788	
Materials and Services	776,114	787,472	
Capital	19,459	577,552	
Debt	115,291	115,000	
Fire Prevention and life safety			
Personnel	356,071	409,364	
Materials and Services	10,801	17,600	
Ambulance			
Personnel	4,182,598	4,839,314	
Materials and Services	783,808	859,961	
Capital	8,112	337,302	
911			
Materials and Services	275,000	275,000	Fire s/b \$275K
TOTAL	9,340,191	11,356,353	

Salary Schedule

	2024	
	Salary Low	Salary High
Director/Fire Chief	114,629	171,933
Battalion Chief	92,232	117,696
Captains	81,240	103,632
Fire Engineer	72,288	92,184
Deputy Fire Marshal	75,000	95,688
Firefighter	68,808	87,816
Paramedic - Single role	55,344	70,632
Support Svcs Tech	49,128	68,760
TOTAL FTE	50.18	

When last reported separately, Fire / EMS split was 40% fire, 60% EMS

Estimate 20 FTE in 2022 were Fire based on prior information

Part volunteer (48 total) \$850K Benefit payment annually

Salary Modifiers:

AA / AS Degree * (1%); BA / BS Degree (2%); Bilingual (2%); Field Training Officer (3%)

Advanced Certificate (3%); Intermediate Certificate (5%); Acting In Capacity (7%)

Field Training Officer Coordinator (6%); Paramedic (10%)

Forest Grove

6 sq miles

2 fire stations

Looking at consolidating with existing fire districts



Financials	Actual	Adopted
	2022	2024
Personnel	4,304,800	4,891,814
Materials and Services	855,539	1,174,614
Contractual / Prof Svcs		
Direct		
Capital		
Indirect	215,423	250,000
Transfers Out		
	5,375,762	6,316,428

Salary Schedule	Actual	Adopted	2024	
	2022	2024	Salary Low	Salary High
Director/Fire Chief			124,944	159,456
Fire Divison Chief			104,544	133,428
Fire Inspector			90,987	112,858
Fire Lieutenant			81,293	100,857
Fire Captain			88,972	110,318
Firefighter			77,409	96,039
Subtotal	24	25		

Woodburn fire district

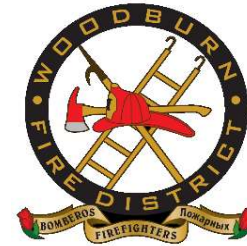
40,000 residents

75+ sq miles

5 stations

PT Levy: \$1.6009 per \$1,000 TAV

PT Levy of \$0.35 per \$1,000



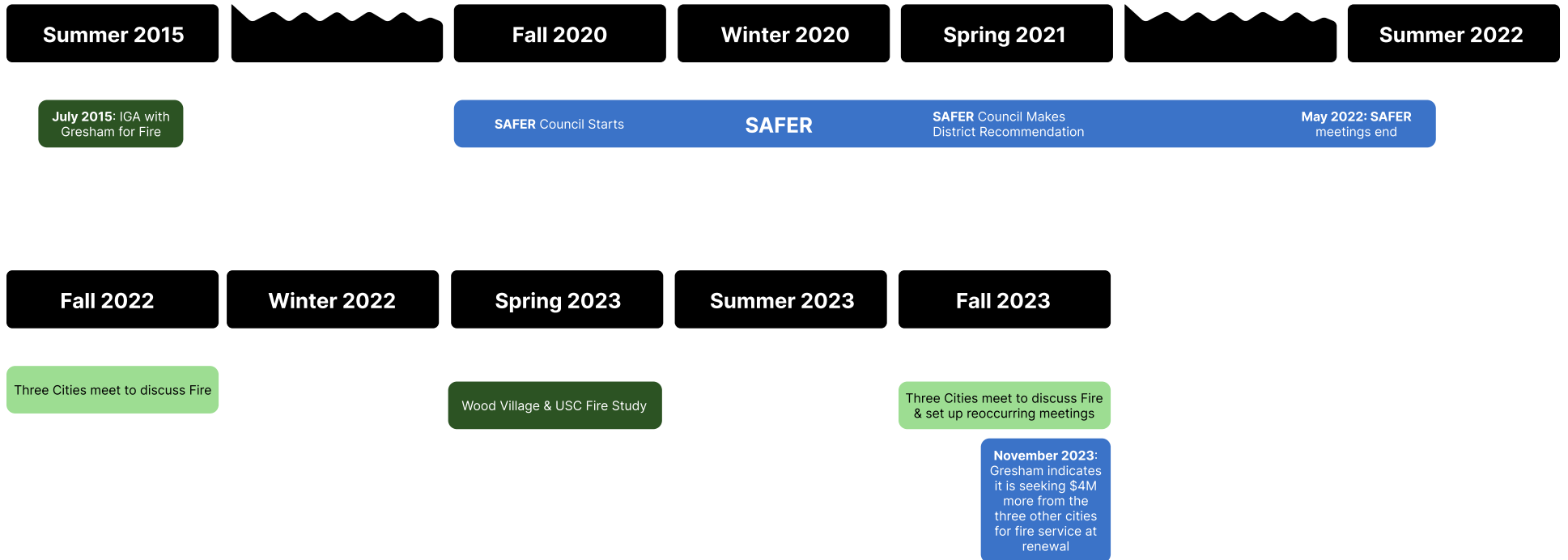
Financials

	Actual 2021	Adopted 2023
Personnel	3,614,377	4,777,640
Materials and Services	983,904	1,224,771
Capital	148,290	-
Total	4,746,571	6,002,411

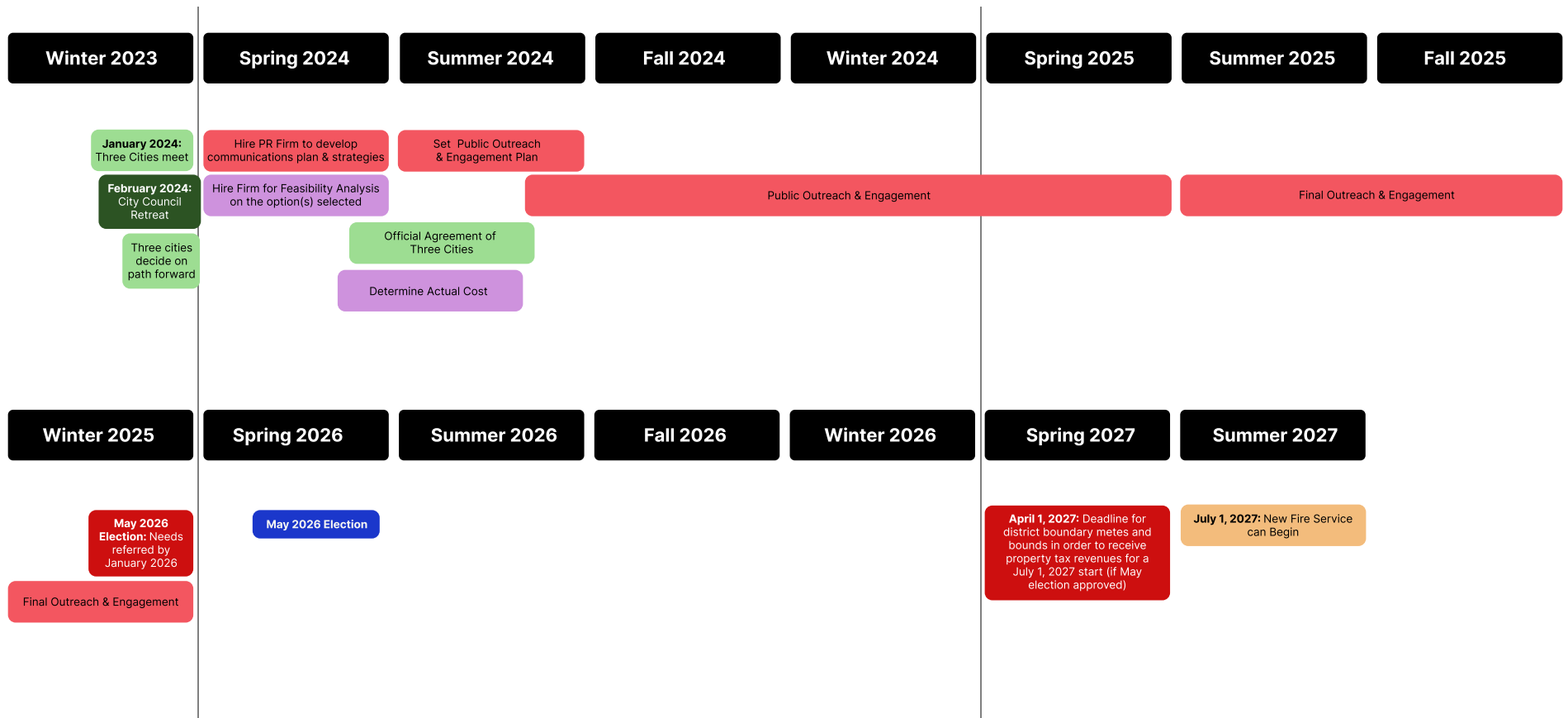
Salary Schedule

	FTE Actual 2022	FTE Adopted 2024	2024 Salary Low Salary High	
Fire Chief	1	1		
Division Chief	1	1		
Fire Marshal	0.5	0.5		
Fire Inspector	0	0.5		
Office Admin	1	1		
Captains	0	2	113,748	115,854
Fire Lieutenant	4	3	103,408	105,322
Firefighter / EMT	8	7	75,718	97,663
Firefighter / Paramedic	4	5	80,261	103,522
Recruitment Retention	0	0.2		
	19.5	21.2		

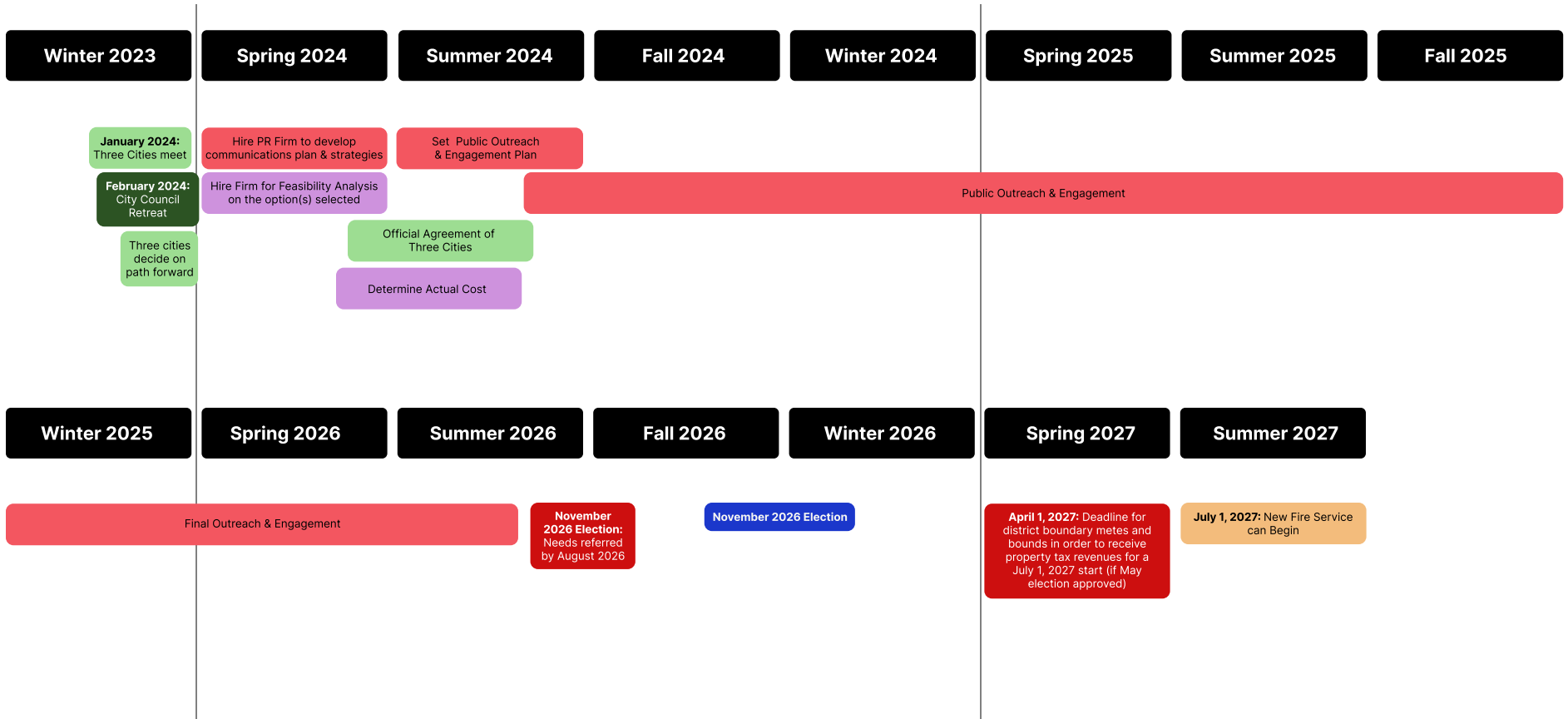
Fire Service Timeline 2015-2023



Fire Service Timeline - May 2026 Election Goal



Fire Service Timeline - November 2026 Election Goal



Fire Service Timeline - May 2027 Election Goal

