Fairview, Troutdale and Wood Village Fire/EMS Services Project
Study Findings and Recommendations: DRAFT

Center for Public Service
Portland State University

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Lisa Durden, MPA Program
David Percy, Geology Dept. GIS Specialist

Fairview Council Chambers
Jan 13, 2014, 7:00pm
Final Corrections: March 4, 2014
Meeting Goals

• **Purpose of Presentation**
  • Present an overview of the draft project findings and draft recommendations, and gather feedback from council members prior to submission of a final report.

• **Purpose of PSU Consulting Project**
  • Understand the operational, financial and revenue realities that structure fire/EMS service for the Three Cities.
  • Propose alternatives and options for service delivery to the Three Cities. “Menu of options”
  • Help the Three Cities diligently prepare for future service delivery arrangements for fire/EMS services.
Key Findings

1. Three Cities residents (Fairview, Troutdale, Wood Village combined service area) are far more likely to receive emergency medical services (EMS) than to receive fire services.
   - 74% of all service calls are for EMS; 88% of field service time is for EMS.
   - Residents of the Three Cities call for EMS 5 times a day, but only 2 times a day for fires and other services.
   - A structural fire in the Three Cities occurs about once every 25 days.

2. The current system meets high professional standards and is well-integrated between fire, ambulance and police responders. However, the Gresham system is configured and operated on the basis of “fire” responses, not medical needs.

3. Among comparable medium-large systems, Gresham FES is a low-cost provider.

4. Under the current IGA, Three Cities residents are receiving services for about 20-30% less than Gresham and RFD10 residents.

5. Three Cities residents use roughly comparable levels of fire/EMS services relative to their Gresham counterparts.
Key Findings

6. For key response time indicators, 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.

7. The location of the stations, and “overlapping” calls stretch system reliability and increase response times.

8. If the Three Cities negotiate a new agreement with Gresham, best practices in comparable jurisdictions indicate that the new IGA should require basic coverage standards documents, a performance improvement plan, performance measurement and reporting.

9. There are several viable service delivery options the Three Cities could pursue that could result in equivalent or even better service levels, though at potentially higher costs.

10. Most options, especially those involving the Three Cities only, require new capital costs and present significant operational challenges.
Background: Gresham FES Service Area and Station Location Map
Background: Gresham FES System Overview

**Stations:**
- 31 (jointly operated with City of Portland)
- 71 (engine, ladder truck, heavy rescue)
- 72 (engine and Hazmat truck [state funded])
- 73 (engine, breathing apparatus support)
- 74 (engine)
- 75 (engine, water/river rescue)
- 76 (engine, wildland brush truck)
- 3-person engine initial unit response (4-person standard)
- For fires, 3-person engine second unit response

**Certifications:**
- Each station staff trained and certified for technical specialty
- All firefighters EMT certified
- 60% paramedic certified
Three Cities Fire and EMS Service
Context and Key Challenges

• The Three Cities receive integrated service from multiple providers
  • **Gresham** FES delivers:
    • “first response” medical and fire services
    • fire and incident response surge capacity
    • fire marshal and fire prevention services
  • **AMR Ambulance**, through a county-wide contract, provides back-up medical response and patient transport services
  • **City of Portland** Bureau of Emergency Communications (BoEC) provides 911 dispatch services
    • Mutual aid agreements with Portland, Boring, Hoodland, Clackamas, RFD 14 Corbett
  • Three Cities have limited control over the system components, performance and outputs

• **Key constraints limit Three Cities’ options**
  • Property tax limits and competing demands on limited revenues
  • Historic reliance on other providers for basic services
  • A small service population and dispersed geography
Three Cities Basics: EMS is the Primary Service
Data: BoEC fire & EMS Incidents Apr 2011 to June 2013

Incident by Type

Field Service Time (%) by Type
Dispatch to clear elapsed service time.

- Fire, 1,430, 26%
- Medical, 3,979, 74%

- Fire, 11%
- Medical, 89%
Three Cities Group Service Area
Data: BoEC fire & EMS Incidents Apr 2011 to June 2013

Three Cities Group Population = 28,815
Cost Comparison: Gresham FES is a lower cost provider than other districts

<table>
<thead>
<tr>
<th>City or District</th>
<th>Operating Expenditure $ 2012-2013 Adopted Budget</th>
<th>Population</th>
<th>Cost $ per Resident</th>
<th>Taxable Assessed Value FY2012</th>
<th>Cost per $1,000 AV</th>
<th>Number of Annual Runs</th>
<th>Cost per Run</th>
<th>Runs per 1,000 Pop.</th>
</tr>
</thead>
<tbody>
<tr>
<td>GFES</td>
<td>$17,240,319</td>
<td>141,582</td>
<td>$121.77</td>
<td>$9,166,403,750</td>
<td>$1.88</td>
<td>13,872</td>
<td>$1,243</td>
<td>97.98</td>
</tr>
<tr>
<td>Salem</td>
<td>$25,544,450</td>
<td>156,455</td>
<td>$163.27</td>
<td>$10,289,605,000</td>
<td>$2.48</td>
<td>17,236</td>
<td>$1,482</td>
<td>110.17</td>
</tr>
<tr>
<td>Hillsboro</td>
<td>$18,339,773</td>
<td>92,550</td>
<td>$198.16</td>
<td>$9,088,706,884</td>
<td>$2.02</td>
<td>7,735</td>
<td>$2,371</td>
<td>83.58</td>
</tr>
<tr>
<td>Medford</td>
<td>$12,730,460</td>
<td>86,223</td>
<td>$147.65</td>
<td>$5,729,004,715</td>
<td>$2.22</td>
<td>9,058</td>
<td>$1,405</td>
<td>105.05</td>
</tr>
<tr>
<td>TVF&amp;R</td>
<td>$69,067,070</td>
<td>440,000</td>
<td>$156.97</td>
<td>$42,177,938,690</td>
<td>$1.64</td>
<td>32,826</td>
<td>$2,104</td>
<td>74.60</td>
</tr>
</tbody>
</table>
### Gresham FES: Comparative Unit Costs

<table>
<thead>
<tr>
<th>City</th>
<th>Expenditure 2012-2013 Adopted Budget ($)</th>
<th>Population Estimated July 1, 2012</th>
<th>Cost $ Per Resident</th>
<th>Total Taxable Assessed Value 2012-2013</th>
<th>Cost or Cost Equivalent per $1,000 AV</th>
<th>BoEC Number of Runs Calendar 2012</th>
<th>Number of Runs per 1,000 Residents</th>
<th>Cost per Run</th>
</tr>
</thead>
<tbody>
<tr>
<td>Troutdale</td>
<td>$1,561,441</td>
<td>16,005</td>
<td>97.56</td>
<td>$1,115,008,909</td>
<td>1.40</td>
<td>1,208</td>
<td>75.5</td>
<td>$1,293</td>
</tr>
<tr>
<td>Fairview</td>
<td>$774,485</td>
<td>8,920</td>
<td>86.83</td>
<td>$600,120,349</td>
<td>1.29</td>
<td>865</td>
<td>97.0</td>
<td>$895</td>
</tr>
<tr>
<td>Wood Village</td>
<td>$369,158</td>
<td>3,890</td>
<td>94.90</td>
<td>$245,546,149</td>
<td>1.50</td>
<td>467</td>
<td>120.1</td>
<td>$790</td>
</tr>
<tr>
<td>Tri-Cities Total</td>
<td>$2,705,084</td>
<td>28,815</td>
<td>93.88</td>
<td>$1,960,675,407</td>
<td>1.38</td>
<td>2,540</td>
<td>88.1</td>
<td>$1,065</td>
</tr>
<tr>
<td>Gresham</td>
<td>$13,650,876</td>
<td>105,970</td>
<td>128.82</td>
<td>$6,740,276,005</td>
<td>2.03</td>
<td>9,845</td>
<td>92.9</td>
<td>$1,387</td>
</tr>
<tr>
<td>RFD#10</td>
<td>$884,359</td>
<td>6,797</td>
<td>130.11</td>
<td>$465,452,338</td>
<td>1.90</td>
<td>444</td>
<td>65.3</td>
<td>$1,992</td>
</tr>
<tr>
<td>Mutual Aid/Other</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>System Total/ Ave</td>
<td>$17,240,319</td>
<td>141,582</td>
<td>121.77</td>
<td>$9,166,403,750</td>
<td>1.88</td>
<td>13,872</td>
<td>98.0</td>
<td>$1,243</td>
</tr>
<tr>
<td>Non-Gresham share</td>
<td>$3,589,443</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Three Cities population of 28,815 is 20.3% of the full Gresham system population.
### Three Cities Group Service Response
GFES Response Times are Slower
Data: BoEC fire & EMS Incidents Apr 2011 to June 2013

<table>
<thead>
<tr>
<th>Response time in Minutes</th>
<th>3 Cities Group</th>
<th>Gresham &amp; RFD10</th>
<th>Grand Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;4</td>
<td>24%</td>
<td>29%</td>
<td>28%</td>
</tr>
<tr>
<td>4 to 6</td>
<td>36%</td>
<td>43%</td>
<td>41%</td>
</tr>
<tr>
<td>6 to 8</td>
<td>22%</td>
<td>15%</td>
<td>16%</td>
</tr>
<tr>
<td>greater than 8</td>
<td>10%</td>
<td>7%</td>
<td>7%</td>
</tr>
<tr>
<td>Time not listed</td>
<td>7%</td>
<td>7%</td>
<td>7%</td>
</tr>
<tr>
<td>Grand Total</td>
<td><strong>100%</strong></td>
<td><strong>100%</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

### EMS Priority 1 Calls

<table>
<thead>
<tr>
<th>Response time in Minutes</th>
<th>31</th>
<th>71</th>
<th>72</th>
<th>73</th>
<th>74</th>
<th>75</th>
<th>76</th>
<th>Other</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;4</td>
<td>33%</td>
<td>36%</td>
<td>47%</td>
<td>32%</td>
<td><strong>24%</strong></td>
<td><strong>37%</strong></td>
<td>12%</td>
<td>29%</td>
<td>34%</td>
</tr>
<tr>
<td>4 to 6</td>
<td>50%</td>
<td>43%</td>
<td>39%</td>
<td>50%</td>
<td><strong>49%</strong></td>
<td><strong>37%</strong></td>
<td>41%</td>
<td>38%</td>
<td>44%</td>
</tr>
<tr>
<td>6 to 8</td>
<td>10%</td>
<td>13%</td>
<td>8%</td>
<td>13%</td>
<td><strong>17%</strong></td>
<td><strong>18%</strong></td>
<td>31%</td>
<td>20%</td>
<td>14%</td>
</tr>
<tr>
<td>greater than 8</td>
<td>3%</td>
<td>4%</td>
<td>3%</td>
<td>3%</td>
<td>4%</td>
<td>4%</td>
<td>12%</td>
<td>6%</td>
<td>4%</td>
</tr>
<tr>
<td>Time not listed</td>
<td>4%</td>
<td>5%</td>
<td>3%</td>
<td>2%</td>
<td>5%</td>
<td>4%</td>
<td>5%</td>
<td>7%</td>
<td>4%</td>
</tr>
<tr>
<td>Grand Total</td>
<td><strong>100%</strong></td>
<td><strong>100%</strong></td>
<td><strong>100%</strong></td>
<td><strong>100%</strong></td>
<td><strong>100%</strong></td>
<td><strong>100%</strong></td>
<td><strong>100%</strong></td>
<td><strong>100%</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>
Service Delivery Alternatives
Minimum Performance Criteria

- **Population:** serve 28,815
- **Ave. Annual Calls / 1,000 residents:** 88.1
- **Fire/ EMS ratio:** 24/76 percent
- **Product:** Fire service calls for immediate initial response/ attack
- **Product:** EMS Priority 1 immediate response, prompt Priorities 3 and 9
- **Product:** Fire service reserve surge capacity for major event secondary support
- **Daily Rates:** 2 fire calls and 5 EMS calls per day
- **Service Area Coverage:** SE Troutdale below Beaver Creek, to SW Salish Ponds/ Reynolds Middle School, to N Chinook Landing, East to the Sandy River
- **Coverage:** Cover high intensity hotspots
- **Response Times:** Meet response times of 4 to 6 minutes
- **Reliable system** during simultaneous, multiple calls, flexibility and capacity
- **Mutual Aid** contribution
- **Goal:** Deliver service for less than $1.88 GFES system average.
- **Goal:** Improve on-time service response
- **Goal:** Maintain or enhance insurance ISO rating.
## Comparison of Selected Alternatives

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Current Arrangement Gresham FES</th>
<th>Alternative 0 Procurement Reforms &amp; Competition</th>
<th>Alternative 1B Two Stations 3 Person Engine</th>
<th>Alternative 1C Two Stations 3-Person Engines w/ 12hr peak crew</th>
<th>Alternative 2 1.5 Stations Mixed career &amp; volunteers</th>
<th>Alternative 3 Special District w/ Levy</th>
<th>Alternative 4 AMR EMS &amp; Purchase Fire Services from Gresham</th>
<th>Alternative 5 Re-energize RFD10 with Alternative 1B level service</th>
<th>Alternative 6 East Multnomah County Fire &amp; EMS Large District</th>
</tr>
</thead>
<tbody>
<tr>
<td>Financial</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Operating Cost per $1,000 AV</td>
<td>$1.88</td>
<td>$1.85 baseline</td>
<td>$2.03</td>
<td>$2.30</td>
<td>$1.73--$2.00</td>
<td>$1.85</td>
<td>$0.29</td>
<td>up to $2.75</td>
<td>$1.77 benchmark</td>
</tr>
<tr>
<td>Capital Cost Buyout &amp; Startup Costs</td>
<td>$0</td>
<td>May need to build stations</td>
<td>$4.57 million</td>
<td>$4.57 million</td>
<td>$4.550 million</td>
<td>variable depending on options</td>
<td>$0</td>
<td>$4.57 million</td>
<td>Undetermined</td>
</tr>
<tr>
<td>New Revenue Increment Needed</td>
<td>Current fees: $1.29, $1.40, $1.50</td>
<td>$0.35–$0.56/ $1,000 AV minimum</td>
<td>$0.50–$0.71/ $1,000 AV</td>
<td>$0.80–$1.01/ $1,000 AV</td>
<td>$0.23–$0.71/ $1,000 AV</td>
<td>$0.35–$0.56/ $1,000 AV</td>
<td>Undetermined</td>
<td>$1.25–$1.46/ $1,000 AV</td>
<td>$0.27–$0.48/ $1,000 AV</td>
</tr>
<tr>
<td>Estimated Operational/Performance</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Response Time: Rapid Response Fire &amp; EMS (Priority 1)</td>
<td>Medium</td>
<td>Medium</td>
<td>High</td>
<td>High</td>
<td>High</td>
<td>High</td>
<td>AMR=High, Fire=Low, close Sta 75?</td>
<td>High</td>
<td>Medium</td>
</tr>
<tr>
<td>Total System Capacity (Reserve, reliability, mutual aid)</td>
<td>Med-High</td>
<td>Undetermined</td>
<td>Medium</td>
<td>High</td>
<td>Med-High</td>
<td>Medium</td>
<td>Low</td>
<td>Medium</td>
<td>High</td>
</tr>
<tr>
<td>Prevention Fire Marshal</td>
<td>GFES</td>
<td>NA</td>
<td>In-house</td>
<td>In-house</td>
<td>In-house or GFES</td>
<td>Undetermined</td>
<td>RFD10</td>
<td>District</td>
<td></td>
</tr>
<tr>
<td>Governance: Partner Responsiveness</td>
<td>Medium</td>
<td>Undetermined</td>
<td>High</td>
<td>High</td>
<td>High</td>
<td>Medium</td>
<td>Low</td>
<td>Politically Independent</td>
<td>Politically Independent</td>
</tr>
</tbody>
</table>

Note: AV = Average Value
Thanks to Our Sources

• Our thanks to the following:
  • Chief Ken Johnson, City of Fairview, Police Department
  • Lt. Wendland, City of Troutdale, Police Department
  • Mr. Scott Lazenby, City Manager, City of Lake Oswego
  • Chief Ted Kunze, Canby Fire District 62
  • Chief Rich Leipfert, City of McMinnville Fire Department
  • Chief Michael Duyck, Tualatin Valley Fire & Rescue
  • Mr. Frank Ray, Budget Analyst, City of Gresham Fire Department
  • Chief Scott Lewis, City of Gresham Fire Department
  • Ms. Sue Martin, Clerk, Multnomah RFPD#10
  • Mr. Patrick Jones, City of Portland, BoEC
Supplemental Material:
Fire/EMS Basic Concepts
Basics: “Fire” Service is a Category

- **Realize that “fire” is a category of many services (25% of calls, 12% of field service time, average about 30mins each)**
  - Structural fires, apartment/multiple, residential, commercial, industrial
  - Container and other fires
  - Wildland fires and illegal burning
  - Alarm calls
  - Hazardous materials calls of several levels
  - Rescue and extrication
  - Water and river rescue
  - Vehicle and traffic
  - False alarms and recalls
  - Mutual aid to other departments
  - Police support
  - Investigations
  - Service calls: cat in tree
Basics: EMS Category Call Priorities

- **Emergency Medical Services (EMS) Category**
  - Priority 1 immediate response
  - Priority 3 prompt response
  - Priority 9 service response
  - Fire departments and fire districts are the “first response” under the Multnomah County ambulance contract
  - 75% of calls; 88% of field service time, average about 1 hr. each

- **Fire and EMS Calls are Ambiguous and Dynamic**
  - Ambiguous—911 operator trying to define the situation and needs; categorize into call type and priority
  - May need multiple units (one per patient)
  - Call situation is dynamic, evolves—fires, medical, hazmat, water rescue, other rescues
Basics: Fire and EMS Service Products

• **Six Different Service Products**: Integrated/related products, meet minimum requirements of each, and get the best balance of each to meet needs.

  • On-time rapid response (1-2)
  • Prompt response (3-4)

<table>
<thead>
<tr>
<th>1. Immediate Response Fire: initial attack/ response to prevent flashovers to large fire, prevent death and injury (4–6 mins. firefighters)</th>
<th>2. Immediate Response EM: cardiac, stroke, breathing emergencies (4-6 mins.) Advanced training to paramedic certificate (Priority 1).</th>
</tr>
</thead>
</table>

• **5. High capacity/ high duration service situations**
  • Major events/ situations requiring fire system “surge” capacity
  • Extra firefighters for an extended period—apartment complex fire
  • Expertise—complex Hazmat or rescue
  • Specialized Equipment—ladder truck, boat
  • Fixed cost best shared broadly

• **6. Declared incident under emergency management plan**
Basics: System Reliability

• **Fire/EMS System “Reliability”**
  • How does the configuration of stations, person-power, equipment, skill and reserve capacity perform under stress?

• **Coincident, “overlapping” calls for service**
  • Often 2 coincident calls—in the full Gresham FES system up to 65% of the time
  • Three Cities service area—much smaller, about 20% of the time
  • Cause: 2/3 of all calls last an hour or more
  • Coincident calls may, or may not impact reliability
  • Not uncommon to have 3 or more at a time

• **To be reliable:**
  • Either draw from multiple stations (Gresham)
  • Or, use smaller crews dispatch to multiple sites
  • System must have sufficient reserve resources
Basics: Mutual Aid

When system capacity and reliability is overwhelmed
- “Large-scale emergencies or simultaneous emergencies”
- System capacity depleted in one section, neighbor can provide efficient service
- Request mutual aid from a neighbor system

- Voluntary county-level agreement (ORS 190.010) among the fire service agencies
- Multnomah County Fire Defense District Mutual Aid Agreement
- Gresham provided 1,043 times in 2012 (Portland 966, other 77) 7.5% of all runs

- Provider maintains “a reasonable level of protection” within home jurisdiction
- No reimbursement between members: personnel and equipment are “roughly equivalent”
- Roughly “station for station”
- Not a substitute for a lack of investment in crews and apparatus
Supplemental Material:

What are the Three Cities service needs?

Three Cities Fire/EMS Demand
Three Cities Group Service Demand  
Daily Service Demand  
Data time frame: 4/17/11 to 6/30/13 = 806 days, uniform distribution of equal probability

<table>
<thead>
<tr>
<th>Incident Category</th>
<th>Count</th>
<th>Percent Share</th>
<th>Calls/Day</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Calls for Service</td>
<td>5,409</td>
<td>100%</td>
<td>6.71</td>
</tr>
<tr>
<td>Fire Service Responses</td>
<td>1,430</td>
<td>26%</td>
<td>1.77</td>
</tr>
<tr>
<td>EMS (First Responder)</td>
<td>3,979</td>
<td>74%</td>
<td>4.94</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Fire Service Calls</th>
<th>Count</th>
<th>Percent Share</th>
<th>Calls/Day</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alarm</td>
<td>355</td>
<td>25%</td>
<td>0.44</td>
</tr>
<tr>
<td>Fires</td>
<td>330</td>
<td>23%</td>
<td>0.41</td>
</tr>
<tr>
<td>Other</td>
<td>214</td>
<td>15%</td>
<td>0.27</td>
</tr>
<tr>
<td>Service</td>
<td>192</td>
<td>13%</td>
<td>0.24</td>
</tr>
<tr>
<td>Traffic</td>
<td>115</td>
<td>8%</td>
<td>0.14</td>
</tr>
<tr>
<td>Hazmat</td>
<td>65</td>
<td>5%</td>
<td>0.08</td>
</tr>
<tr>
<td>Info only</td>
<td>46</td>
<td>3%</td>
<td>0.06</td>
</tr>
<tr>
<td>Water</td>
<td>42</td>
<td>3%</td>
<td>0.05</td>
</tr>
<tr>
<td>Vehicle</td>
<td>36</td>
<td>3%</td>
<td>0.04</td>
</tr>
<tr>
<td>Mutual Aid/Police</td>
<td>23</td>
<td>2%</td>
<td>0.03</td>
</tr>
<tr>
<td>Hazard</td>
<td>12</td>
<td>1%</td>
<td>0.01</td>
</tr>
<tr>
<td>Fire Service Calls Total</td>
<td>1,430</td>
<td>100%</td>
<td>1.77</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>EMS Breakout</th>
<th>Count</th>
<th>Percent Share</th>
<th>Calls/Day</th>
</tr>
</thead>
<tbody>
<tr>
<td>EMS Priority Level 1</td>
<td>1,397</td>
<td>35%</td>
<td>1.73</td>
</tr>
<tr>
<td>EMS Priority Level 3</td>
<td>2,582</td>
<td>65%</td>
<td>3.20</td>
</tr>
<tr>
<td>Total EMS</td>
<td>3,979</td>
<td>100%</td>
<td>4.94</td>
</tr>
</tbody>
</table>

Call Duration Averages:  
Fire Call: 28 minutes  
EMS Call: 61 minutes

“Other” category in this context includes the following: Unknown code, Priority 9 Medical (Sick, Animal bite, Breathing, Bleeding, etc.), Assault, Investigation, Rescue, Suicide, Trauma
### Structural Fire Rates:

- An apartment/multi-dwelling fire every 161 days (5.4 months)
- A commercial structure fire every 161 days (5.4 months)
- A residential structure fire about every 37 days
- An appliance/ equipment fire call every 42 days

### Daily Service Demand: Fire Category

Data time frame: 4/17/11 to 6/30/13 = 806 days, uniform distribution of equal probability

<table>
<thead>
<tr>
<th>Fire Description</th>
<th>Count</th>
<th>Percent Share</th>
<th>Calls/Day</th>
</tr>
</thead>
<tbody>
<tr>
<td>AFIRES - APARTMENT OR MULTI DWELLING STRUCTURE FIRE</td>
<td>1.00</td>
<td>0%</td>
<td>0.0012</td>
</tr>
<tr>
<td>AFIRES *H</td>
<td>4.00</td>
<td>1%</td>
<td>0.0050</td>
</tr>
<tr>
<td>APPLI - APPLIANCE OR EQUIPMENT FIRE</td>
<td>19.00</td>
<td>6%</td>
<td>0.0236</td>
</tr>
<tr>
<td>BUS</td>
<td>1.00</td>
<td>0%</td>
<td>0.0012</td>
</tr>
<tr>
<td>CFIRE - COMMERCIAL STRUCTURE FIRE</td>
<td>5.00</td>
<td>2%</td>
<td>0.0062</td>
</tr>
<tr>
<td>CHIM - CHIMNEY, FIREPLACE OR WOODSTOVE FIRE</td>
<td>6.00</td>
<td>2%</td>
<td>0.0074</td>
</tr>
<tr>
<td>COLD - COLD FIRE</td>
<td>15.00</td>
<td>5%</td>
<td>0.0186</td>
</tr>
<tr>
<td>DUMP - DUMPSTER, GARBAGE CAN OR TRASH FIRE</td>
<td>3.00</td>
<td>1%</td>
<td>0.0037</td>
</tr>
<tr>
<td>ELEC - ELECTRICAL PROBLEM IN A STRUCTURE</td>
<td>12.00</td>
<td>4%</td>
<td>0.0149</td>
</tr>
<tr>
<td>ELEV - ELEVATOR RESCUE</td>
<td>4.00</td>
<td>1%</td>
<td>0.0050</td>
</tr>
<tr>
<td>GRASS - GRASS, BARKDUST OR TREE FIRE</td>
<td>58.00</td>
<td>18%</td>
<td>0.0720</td>
</tr>
<tr>
<td>ILBURN - ILLEGAL BURNING</td>
<td>65.00</td>
<td>20%</td>
<td>0.0806</td>
</tr>
<tr>
<td>MISCF - UNKNOWN TYPE OF FIRE PROBLEM</td>
<td>21.00</td>
<td>6%</td>
<td>0.0261</td>
</tr>
<tr>
<td>ODOR - SMELL ONLY WITH NO SMOKE VISIBLE</td>
<td>15.00</td>
<td>5%</td>
<td>0.0186</td>
</tr>
<tr>
<td>RAIL - RAILROAD DERAILMENT OR FIRE *H</td>
<td>1.00</td>
<td>0%</td>
<td>0.0012</td>
</tr>
<tr>
<td>RFIRE - RESIDENTIAL STRUCTURE FIRE</td>
<td>15.00</td>
<td>5%</td>
<td>0.0186</td>
</tr>
<tr>
<td>RFIRE *H</td>
<td>7.00</td>
<td>2%</td>
<td>0.0087</td>
</tr>
<tr>
<td>SMOKEA - SMOKE INVESTIGATION OUTSIDE A STRUCTURE</td>
<td>48.00</td>
<td>15%</td>
<td>0.0596</td>
</tr>
<tr>
<td>SMOKES - SMOKE INVESTIGATION INSIDE A STRUCTURE</td>
<td>17.00</td>
<td>5%</td>
<td>0.0211</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>330.00</strong></td>
<td><strong>100%</strong></td>
<td><strong>0.4094</strong></td>
</tr>
</tbody>
</table>
Three Cities Group Service Demand
Simultaneous Overlapping Calls for Service Occurrences
Data: BoEC fire & EMS Incidents Apr 2011 to June 2013

<table>
<thead>
<tr>
<th>Call Duration</th>
<th>Incidents</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>April 2011 to June 2013</td>
<td></td>
<td></td>
</tr>
<tr>
<td>0&lt;30 Min</td>
<td>1,251</td>
<td>23%</td>
</tr>
<tr>
<td>30&lt;60 Min</td>
<td>575</td>
<td>11%</td>
</tr>
<tr>
<td>60 Min &lt; 2 Hours</td>
<td>2,666</td>
<td>49%</td>
</tr>
<tr>
<td>2 Hours &lt; All day</td>
<td>910</td>
<td>17%</td>
</tr>
<tr>
<td>&gt; 1 day or time not listed</td>
<td>7</td>
<td>0%</td>
</tr>
<tr>
<td>Total</td>
<td>5,409</td>
<td>100%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Three Cities Service Area</th>
<th>Overlapping Calls to June 2013</th>
<th>April 2011</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Count of Incident Number</td>
<td>Percent</td>
</tr>
<tr>
<td>----------------------------</td>
<td>--------------------------------</td>
<td>------------</td>
</tr>
<tr>
<td>Overlapping</td>
<td>1,137</td>
<td>21%</td>
</tr>
<tr>
<td>Single, Non-overlap</td>
<td>4,272</td>
<td>79%</td>
</tr>
<tr>
<td>Grand Total</td>
<td>5,409</td>
<td>100%</td>
</tr>
</tbody>
</table>
Three Cities Group Service Demand Incidents by Day of the Week

3 Cities Group Incidents

Daily Ave. = 773
Three Cities Group Service Demand Incidents by Time of Day

**Monday Incidents**

**Friday Incidents**
Three Cities Group Service Demand
Service Hot Spot/ High Demand Top 5 Locations
Data Source: April 2011 to June 2013, fire and ambulance calls included

<table>
<thead>
<tr>
<th>City</th>
<th>Location</th>
<th>F</th>
<th>M</th>
<th>Fire&amp;Med</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fairview</td>
<td>21100 NE SANDY BLVD</td>
<td>24</td>
<td>116</td>
<td>140</td>
</tr>
<tr>
<td></td>
<td>3201 NE 223RD AVE</td>
<td>15</td>
<td>68</td>
<td>83</td>
</tr>
<tr>
<td></td>
<td>305 7TH ST</td>
<td>19</td>
<td>60</td>
<td>79</td>
</tr>
<tr>
<td></td>
<td>20660 NE SANDVIEW DR</td>
<td>1</td>
<td>78</td>
<td>79</td>
</tr>
<tr>
<td></td>
<td>21401 NE SANDY BLVD</td>
<td>8</td>
<td>41</td>
<td>49</td>
</tr>
<tr>
<td>Troutdale</td>
<td>1323 SW CHERRY PARK RD</td>
<td>81</td>
<td>130</td>
<td>211</td>
</tr>
<tr>
<td></td>
<td>1201 SW CHERRY PARK RD</td>
<td>13</td>
<td>135</td>
<td>148</td>
</tr>
<tr>
<td></td>
<td>1610 NW FRONTAGE RD</td>
<td>5</td>
<td>66</td>
<td>71</td>
</tr>
<tr>
<td></td>
<td>790 NW FRONTAGE RD</td>
<td>11</td>
<td>57</td>
<td>68</td>
</tr>
<tr>
<td></td>
<td>2126 SW HALSEY ST</td>
<td>16</td>
<td>43</td>
<td>59</td>
</tr>
<tr>
<td>Wood Village</td>
<td>23500 NE HALSEY ST</td>
<td>5</td>
<td>163</td>
<td>168</td>
</tr>
<tr>
<td></td>
<td>2060 NE 238TH DR</td>
<td>8</td>
<td>116</td>
<td>124</td>
</tr>
<tr>
<td></td>
<td>23500 NE SANDY BLVD</td>
<td>20</td>
<td>61</td>
<td>81</td>
</tr>
<tr>
<td></td>
<td>1440 NE 223RD AVE</td>
<td>30</td>
<td>49</td>
<td>79</td>
</tr>
<tr>
<td></td>
<td>23300 NE ARATA RD</td>
<td>9</td>
<td>45</td>
<td>54</td>
</tr>
</tbody>
</table>
By how GFES uses its units, this table demonstrates two different service products:

> Rapid response EMS 74%
> Large event surge capacity fire at least 3%
Three Cities Group Service Response
Current Response GFES: Station 74 calls by destination (2011 to 2013) dataset

Total Runs: 5366
Three Cities Group Service Response
Current Response GFES: Station 75 calls by destination
Dataset: 2011 to 2013

Total Runs: 3134

- Gresham: 293 (9%)
- Fairview: 16 (1%)
- Wood Village: 601 (19%)
- Multnomah County: 21 (1%)
- Troutdale: 2201 (70%)
- Other: 2 (0%)
Supplemental Materials:
What resources to pay for services?
Three Cities Taxation and Revenue
### Gresham FES: Comparative Unit Costs

<table>
<thead>
<tr>
<th>City</th>
<th>Expenditure 2012-2013 Adopted Budget ($)</th>
<th>Population Estimated July 1, 2012</th>
<th>Cost $ Per Resident</th>
<th>Total Taxable Assessed Value 2012-2013</th>
<th>Cost or Cost Equivalent per $1,000 AV</th>
<th>BoEC Number of Runs Calendar 2012</th>
<th>Number of Runs per 1,000 Residents</th>
<th>Cost per Run</th>
</tr>
</thead>
<tbody>
<tr>
<td>Troutdale</td>
<td>$1,561,441</td>
<td>16,005</td>
<td>97.56</td>
<td>$1,115,008,909</td>
<td>1.40</td>
<td>1,208</td>
<td>75.5</td>
<td>$1,293</td>
</tr>
<tr>
<td>Fairview</td>
<td>$774,485</td>
<td>8,920</td>
<td>86.83</td>
<td>$600,120,349</td>
<td>1.29</td>
<td>865</td>
<td>97.0</td>
<td>$895</td>
</tr>
<tr>
<td>Wood Village</td>
<td>$369,158</td>
<td>3,890</td>
<td>94.90</td>
<td>$245,546,149</td>
<td>1.50</td>
<td>467</td>
<td>120.1</td>
<td>$790</td>
</tr>
<tr>
<td>Tri-Cities Total</td>
<td>$2,705,084</td>
<td>28,815</td>
<td>93.88</td>
<td>$1,960,675,407</td>
<td>1.38</td>
<td>2,540</td>
<td>88.1</td>
<td>$1,065</td>
</tr>
<tr>
<td>Gresham</td>
<td>$13,650,876</td>
<td>105,970</td>
<td>128.82</td>
<td>$6,740,276,005</td>
<td>2.03</td>
<td>9,845</td>
<td>92.9</td>
<td>$1,387</td>
</tr>
<tr>
<td>RFD#10</td>
<td>$884,359</td>
<td>6,797</td>
<td>130.11</td>
<td>$465,452,338</td>
<td>1.90</td>
<td>444</td>
<td>65.3</td>
<td>$1,992</td>
</tr>
<tr>
<td>Mutual Aid/Other</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>System Total/ Ave</td>
<td>$17,240,319</td>
<td>141,582</td>
<td>121.77</td>
<td>$9,166,403,750</td>
<td>1.88</td>
<td>13,872</td>
<td>98.0</td>
<td>$1,243</td>
</tr>
<tr>
<td>Non-Gresham share</td>
<td>$3,589,443</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Three Cities population of 28,815 is 20.3% of full Gresham system population.
Three Cities Finances: Current Payment Rates

Source: Current IGA, slide 9 above

- **Payments by the Three Cities to Gresham for fire/EMS**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Troutdale</td>
<td>$1,561,441</td>
<td>$1,623,899</td>
<td>$1,688,855</td>
</tr>
<tr>
<td>Fairview</td>
<td>$774,485</td>
<td>$805,464</td>
<td>$837,683</td>
</tr>
<tr>
<td>Wood Village</td>
<td>$369,158</td>
<td>$383,924</td>
<td>$399,281</td>
</tr>
</tbody>
</table>

- **Relative contribution rates:**
  - Troutdale contribution = $1.40 / $1,000 AV
  - Fairview contribution = $1.29 / $1,000 AV
  - Wood Village contribution = $1.50/ $1,000 AV

- **Relative use impact and contributions:**
  - Three Cities residents are medium to light users and very light contributors
  - RFD#10 very light users and heavy contributors
  - Gresham residents are heavy users and heaviest contributors
## Peer Districts Tax Rate Comparisons

**Sources:** Clackamas and Multnomah County Assessors 2012-2013

<table>
<thead>
<tr>
<th>Rural Fire District</th>
<th>Measure 50 Permanent Rate/ $1,000 AV Operating</th>
<th>Maximum Supplemental Rate/ $1,000 AV Operating</th>
<th>Total Rate / $1,000 AV Operating</th>
<th>Notes</th>
<th>Total Assessed Value 2012–2013</th>
</tr>
</thead>
<tbody>
<tr>
<td>Three Cities Group</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>$ 1,960,675,407</td>
</tr>
<tr>
<td>Gresham FES</td>
<td></td>
<td>1.9000</td>
<td></td>
<td></td>
<td>$ 9,166,403,750</td>
</tr>
<tr>
<td>Clackamas 1</td>
<td>2.4012</td>
<td>2.4012</td>
<td></td>
<td></td>
<td>$ 15,841,226,791</td>
</tr>
<tr>
<td>Lake Grove 57</td>
<td>1.9092</td>
<td>0.5500</td>
<td>2.4592</td>
<td></td>
<td>$ 395,600,906</td>
</tr>
<tr>
<td>Boring 59</td>
<td>2.3771</td>
<td>2.3771</td>
<td></td>
<td>21 career &amp; admin + volunteers</td>
<td>$ 1,614,056,810</td>
</tr>
<tr>
<td>Riverdale 60/11J (LO)</td>
<td>1.2361</td>
<td>0.4300</td>
<td>1.6661</td>
<td>Currently requesting 0.5000 supplement for total 1.7361.</td>
<td>$ 617,168,380</td>
</tr>
<tr>
<td>Canby 62</td>
<td>1.5456</td>
<td>0.3400</td>
<td>1.8856</td>
<td>Less $138,000 to urban renewal w/ ambulance service</td>
<td>$ 1,765,015,954</td>
</tr>
<tr>
<td>Aurora 63</td>
<td>0.8443</td>
<td>0.4900</td>
<td>1.3343</td>
<td></td>
<td>$ 214,297,701</td>
</tr>
<tr>
<td>Tualatin Valley 64</td>
<td>1.5252</td>
<td>0.2500</td>
<td>1.7752</td>
<td></td>
<td>$ 43,492,389,466</td>
</tr>
<tr>
<td>Estacada 69</td>
<td>2.4029</td>
<td>2.4029</td>
<td></td>
<td>10 career + 40 volunteers</td>
<td>$ 854,929,549</td>
</tr>
<tr>
<td>Colton 70</td>
<td>1.5601</td>
<td>1.5601</td>
<td></td>
<td></td>
<td>$ 194,572,236</td>
</tr>
<tr>
<td>Sandy 72</td>
<td>2.1775</td>
<td>2.1775</td>
<td></td>
<td>16 career + 35 volunteers</td>
<td>$ 1,385,680,157</td>
</tr>
<tr>
<td>Mollala 73</td>
<td>0.7833</td>
<td>0.7833</td>
<td></td>
<td></td>
<td>$ 1,193,030,571</td>
</tr>
<tr>
<td>Hoodland 74 Welches</td>
<td>2.6385</td>
<td>2.6385</td>
<td></td>
<td>10 career +30-40 volunteers</td>
<td>$ 812,001,568</td>
</tr>
<tr>
<td>Multnomah RFPD10</td>
<td>2.8527</td>
<td>2.8527</td>
<td></td>
<td>Currently levies 2.7500</td>
<td>$ 530,935,725</td>
</tr>
<tr>
<td>Multnomah RFPD14</td>
<td>1.2624</td>
<td>1.2624</td>
<td></td>
<td></td>
<td>$ 335,130,665</td>
</tr>
</tbody>
</table>
Three City Finances: Levy Rates by Tax Code Areas

Source: Multnomah Co. Assessor Summary 2013-2014 (New Library District included)

<table>
<thead>
<tr>
<th>City/ Tax Levy Code Areas</th>
<th>City or District M50 Permanent Rate Levy</th>
<th>Adj. Total General Government Rate $10/$1,000AV 2013-2014</th>
<th>Total All Rates 2013-2014</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fairview 240</td>
<td>3.4902</td>
<td>9.4263</td>
<td>16.7868</td>
</tr>
<tr>
<td>Fairview 404</td>
<td>3.4902</td>
<td>9.4263</td>
<td>16.7868</td>
</tr>
<tr>
<td>Troutdale 242, 931</td>
<td>3.7652</td>
<td>9.7619</td>
<td>18.3555</td>
</tr>
<tr>
<td>Troutdale 248</td>
<td>3.7652</td>
<td>9.7165</td>
<td>17.8947</td>
</tr>
<tr>
<td>Troutdale 374 (also includes CRFPD14 $1.2624/ 1,000)</td>
<td>3.7652</td>
<td>11.0243</td>
<td>19.6179</td>
</tr>
<tr>
<td>Gresham</td>
<td>3.6129</td>
<td>9.5827—10.2121</td>
<td></td>
</tr>
<tr>
<td>RFD#10</td>
<td>2.8527/ 2.7500</td>
<td>8.4935—8.9284</td>
<td></td>
</tr>
</tbody>
</table>
Three City Finances:
Total RMV Compared to Total AV

Source: Multnomah County Assessor Tax Rates for Levy Code Areas 2012-2013
Values in Millions of Dollars (Multco Tax Supervising & Cons. Comm. 2012-2013)
Supplemental Materials:

What options do we have?

Service Delivery Alternatives
Alt 0: Procurement Refinements and Reforms

• **Alternative 0: Refine and Reform the Procurement Procedures for Fire/EMS Services**
  - A procedural alternative rather than a program design alternative.
  - Open Fire and Emergency Medical services to Public Agency Competition
  - Conduct a competitive public competition for fire and EMS. RFP carefully defines staff certification, performance criteria, request a performance improvement system, and costs.
  - Should a non-Gresham party win the competition, the cities would need to build one or two fire stations. Capital levy cost = $3 million.
  - A competition could define and frame proposals for two different service levels:
    - **Alternative 0A:** Partner would provide all apparatus, equipment and personnel to operate the stations to deliver services.
    - **Alternative 0B:** Partner would provide personnel to operate the stations and deliver services. One of the three cities would own the apparatus and equipment.
  - Cities could possibly establish a city fire department which could provide fire marshal services, or the providing party could provide fire and EMS services.
  - Set a per assessed value benchmark rate.
  - **Variation** on this alternative is to conduct a public/private competition which would consider proposals from nonprofit and commercial for-profit firms.
Alt 1: Two Station City Fire Department

- **Alternative 1A:** Would establish and operate a fire/EMS service as a city department within one of the city governments. Other cities would purchase service at rates to cover costs.
  - Two-stations, 4 career staff per station
  - Examples: Portland Fire, Lake Oswego, Hillsboro
  - Local city government control
  - Limited system
  - High skill
  - High response flexibility and reliability
  - High cost option

- **Variation (1B):** Two-station, 3 career staff per station
  - Example: Gresham
  - High skill but less response flexibility
  - Less cost
Alt 1: Two Station City Fire Department

- **Alternatives 1A & B: Career crews 24/7 details**
  - Two fire stations owned and operated by the cities
  - Apparatus Station 1: 1 engine, 1 response truck
  - Apparatus Station 2: 2 engines (one new, one used reserve), 1 response truck
  - Staff: 8 career firefighter/paramedics, 3 shifts, 3 substitutes=27FTEs
  - Staff 2 stations with 4 firefighters each
  - 50% of firefighters certified as paramedics; 2 person EMS response team
  - Executive/admin: chief, deputy chief operations, deputy chief/fire marshal, administrative/business manager (total FTEs= 31)
  - All firefighters 24/48hr Kelly day schedule, admins on 8hr day
  - No volunteers or student interns

- Secondary capacity from the off-duty shifts at overtime rates, purchase specialized equipment from Gresham at above state reimbursement rates
- Continue to staff Station 75 and use as Station 1
- Site and construct a new station in the vicinity of NE 238th and I-84
- **Alternative 1A:** 4-person career staffing (31 FTE) levy rate of $2.45/$1,000
- **Alternative 1B:** 3-person career staffing (24.5 FTE) levy rate of $2.03/$1,000
- **Financing:** Capital bond levy of $4.57 million
Alt 1: Two Station City Fire Department

**Alternatives 1C: Career w/ peak rapid response details**

- Two fire stations owned and operated by the cities
- Apparatus Station 1: 1 engine, 1 response truck
- Apparatus Station 2: 2 engines (one new, one used reserve), 1 response truck
- Staff: 6 career firefighter/paramedics, 3 shifts, 2+ substitutes=20.2FTEs AND 2 positions firefighter/paramedics 12hr day(peak) shift= 4.3FTEs
- Staff station 75 with 3 firefighters; staff the Fairview station with 3 Kelly and the 2-person peak crew
- 66% of firefighters certified as paramedics; 2 person EMS response team on peak shift
- Executive/ admin: chief, deputy chief operations, deputy chief/fire marshal, administrative/business manager (total FTEs= 28)
- No volunteers or student interns

- Secondary capacity from the off-duty shifts at overtime rates, purchase specialized equipment from Gresham at above state reimbursement rates
- Continue to staff Station 75 and use as Station 1
- Site and construct a new station in the vicinity of NE 238th and I-84

**Alternative 1C:** levy rate of $2.30/$1,000

**Financing:** Capital bond levy of $4.57 million
Alt 2: 1.5 Station City Dept. Mixed Staffing

- **Alternative 2:** Would establish Fire/EMS services as a city department within one city government, with mixed career and strong volunteer staffing. Other cities would buy services at rates to cover costs.

  - Fire/EMS service provided as a city department
  - Use one centrally located main station and one day-only EMS satellite station
  - Examples: Canby, McMinnville, Boring, Estacada, Hoodland
  - Local city government control
  - Highly dependent on volunteers and interns
  - Volunteers add backup resource, but limited system capacity
  - Low cost option with staff coverage to match daily call intensity
  - Increased ISO rating likely, increased property insurance rates likely
Alt 2: 1.5 Station City Dept. Mixed Staffing

- **Alternative 2: Details**
  - One main fire station, and one satellite day-only station for EMS
  - Apparatus: Station Main: 3 engines, 1 rapid response truck
  - Apparatus: Station Satellite: 1 rapid response truck
  - Staff Main station with 3 Kelly day career, 1 career 12hr day shift, 1 night intern or volunteer, 2 volunteers home on call
  - Staff Satellite with 2 career 12hr day
  - Staff: Total of 3 career firefighter/paramedic/apparatus operators for 3 Kelly shifts, with 1 substitute = 10.1 FTEs
  - Staff: Total of 3 career firefighter/paramedic/apparatus operator positions on Kelly 12hr shifts for 5.1 FTE
  - Executive and admin: chief, operations captain, business mgr., fire marshal, and training and volunteer captain FTEs = 5 Total Dept. FTEs=20.2
  - 3 student interns for 12hr night shift and 20-25 volunteers ($150,000)
  - Single main station that responds to fire calls—must have position depth for multiple calls
  - Relies on mutual aid for specialized apparatus (ladder truck) and crews (heavy rescue, Hazmat) Boring has a heavy rescue crew. Could do water/river rescue.
  - Response time: EMS very good during the day, fire response medium to poor because of centrally located main station, night response medium to poor.
  - Close station 75 (too small capacity), and build a new larger capacity main fire station in the vicinity of Cherry Park Rd and NE 242nd Ave
  - Rent or purchase and remodel a 3-bedroom house Fairview Ave & I-84 for a satellite station
  - **Financing:** Provide service for levy rate of $1.73-$2.00/ $1,000
  - **Financing:** Capital bond levy of $4.55 million.
Alt 3: Three-Cities Special District

• **Alternative 3:** Would create a Three-Cities Fire/EMS Service District. Current city payments for fire/EMS would go to the new district. Refer a supplemental levy to the voters to make up the difference to fund the district at a minimum rate of $1.85/ $1,000 AV.

  • Raise additional revenue in an incremental approach
  • Refer a district 5yr. supplemental levy to the voters
    • Would be affected by Measure 5 compression and urban renewal
    • Higher contribution increases financial presence with service providers

  • The district could continue with Gresham, contract with other service providers, or provide services itself.
  • Include provisions for desired services in a procurement contract.
    • Improve response times.

• **Variation:** Each city independently generates additional funds by fee/charge or a supplemental tax levy for $0.35 (Wood Village), $0.40 (Troutdale), $0.56 (Fairview).
Alt 3: Three-Cities Special District

- **Alternative 3: Details**
- A uniform $1.85 cents/$1,000 rate would provide sufficient revenues for efficient fire/EMS services..
  - Example: a uniform $0.40 levy by city:
    - Fairview: $1.29 + 0.40 = $1.69; Troutdale: $1.40 + 0.40 = $1.80; Wood Village: $1.50 + 0.40 = $1.90
  - These revenue levels are comparable to other districts that purchase services.
- Measure 5 $10 general government cap exceeded by Troutdale only.
- Urban renewal assessments in Troutdale and Wood Village will reduce the yield from the levy.
- Currently real market value (RMV) is sufficiently higher than assessed value to allow potential growth in future revenues.
- The Three Cities would ideally continue to keep their M50 permanent tax rates.
- A special district with a 5-member board which would include the 3 City mayors and two rotating council members.
- Or, a special service district with the council and mayor of one city as the governing board.

- The new special district could:
  - contract with Gresham for services, or
  - Conduct an open competitive procurement (Alternative 0)
    - With higher revenues, operate fire/EMS itself (Alternatives 1 or 2)
- If the district should select Gresham as a service provider, the district and the cities should establish provisions in the new contract for a sub-station in Wood Village or north Fairview of a 2-person EMS response truck.
Alt 4: Separate Contracts for EMS & Fire Services

- **Alternative 4:** Parse fire/EMS into component services and procure separate contracts for each service. Fire service provided on a per event basis. One city, or a combined special district would run a competitive procurement and negotiate contracts with providers.

  - Reimburse AMR or Gresham on a hourly rate per service time in the field basis. This would be the marginal rate added to an existing system.
  - The hourly rate per service basis costs are the service delivery only costs. They do not include recruitment, training, outfitting, maintenance, administrative, etc.
  - Contract with AMR to provide paramedic services for both first response and ambulance. Assumes the consent of AMR to enter into a contract.
  - Contract with Gresham FES for fire services only. Gresham takes no medical calls.
  - Total cost of service time: AMR for first responder and Gresham fire for fire services = $277,696.
  - Large, administrative, political and equity drawbacks, including possible closure of Station 75 with a coverage gap.
  - Variation: might augment the AMR response with Three Cities volunteers in rapid response trucks

- **Pilot Idea:** Purchase an increment of AMR first responder services (3rd crew member paramedic) for peak hours to lower response times to north Fairview and Wood Village. Reduce Gresham payment according to a predetermined number of replaced runs (300 or 500) @ per run cost of $1,065.
Alt 4: AMR EMS & Purchase Fire Services
Source: Office of State Fire Marshal, Fire Service Mobilization Plan 2013, Appx C&D.

- **Alternative 4: Details**
  - AMR contracted to provide paramedic services for both first response and ambulance.
  - Third paramedic rides with existing AMR: $50/hour
  - Medical call average service time 1 hr.
  - Purchase fire services at OR State Fire Marshal reimbursement rates on an hourly reimbursement rate basis
    - Apparatus Costs (pumper $100-$80/hr; ladder truck $150-$100/hr; rescue truck $150-$100 / hr
    - Personnel cost $50/hr
  - Fire call average service time 30 mins.
  - If handled on an incident-by-incident basis, may be substantial administrative processing costs.
Alt 5: RFD10 District Option

- **Alternative 5:** This alternative would re-energize Rural Fire District 10 (RFD10) and begin a phased process of rejoining that district. RFD10 would provide services as in Alternative 1 or 2.
  - RFD10 establishes a 5-year agreement with the Three Cities to provide fire/EMS
  - Could open a phased process toward rejoining RFD10
  - Closest examples: TVF&R with Oregon City, West Linn
  - Cities would transfer current payments to RFD10
  - Cities would refer a supplemental levy to voters to raise up to $2.75/$1,000 AV.
  - **Assumes** that RFD10 would want to provide service to a small, isolated service population.
Alt 5: RFD10 District Option

**Alternative 5 Details**

- The Cities would transfer an amount equivalent to the current payment to RFD10.
- The Three Cities would propose and encourage voter adoption of a 5-year supplemental tax levies of $1.25--$1.46/ $1,000 AV.
- Total levy of $2.75/ $1,000.
- RFD10 basically would follow the staffing and capital program established under Alternative 1, but could agree to less costly alternatives.
- Capital Cost: $4.57 million to build a new station and purchase apparatus.
- Might RFD10 gain some economy by providing service to unincorporated Multnomah County in Orient and Powell Valley (Sta 76). Three station system?

- If the trial arrangement was deemed successful, RFD10 could seek to annex the Three Cities service area into its district.
  - RFD10 would retain its permanent rate of $2.8527, but would levy a uniform $2.75/ $1,000 rate sufficient only to cover operations and administrative costs. This follows RFD10 current practice of charging under their levy cap.
  - Any capital costs would be covered under separate capital levies placed before the voters.
Alt 6: Large Coverage District

- **Alternative 6: Establish an East Multnomah Fire/EMS Special District.**
  - Cover the full service area of the City of Gresham, the Three Cities of Fairview, Troutdale and Wood Village, and the unincorporated areas of east Multnomah County currently served by RFD10.
  - **Example:** TVF&R, Clackamas FD1
  - **Assumes** that Gresham would agree to establish an independent district and transfer its facilities, apparatus and staff. And, that all other cities and boards agreed to participate. Interest may depend on outcome of Gresham levy vote in May 2014.
  - Voters must adopt a uniform levies to cover operating and capital costs.
  - Improves equity--uniform levy
  - Improves equity--uniform cost sharing
  - Increased efficiency of size and resources--$1.77 benchmark
  - Politically independent district
Alt 6: Large Coverage District

- **Alternative 6: Details**
- The district could establish itself under the existing authority and generous permanent tax rate of RFD10.
  - RFD10 could annex areas within city boundaries to set the boundaries of a new special district.
  - The new special district would float a bond levy to purchase facilities and equipment currently owned by cities in the district.
  - The large-area district would increase equity among property taxpayers across the district by applying a uniform property tax assessment and levy.
  - The large-area district would resolve issues of inequitable cost sharing currently experienced by district residents and service users.
  - A large-area district provides substantial mutual resources to the City of Portland and to other surrounding districts.
  - The large-area district would provide an independent source of fire marshal permitting, inspection and prevention services.
  - Strive for the benchmark rate of $1.77/ $1,000.
Supplemental Material: Gresham Fire & Emergency Services System (GFES)
Gresham FES Call Intensity “Heat Map”
Data: BoEC Less ambulance only calls (no Priority 4 or 8)
Implication: Three Cities are medium to light system users.
Gresham FES Responses by Station
Other calls= command cars, info officers, ambulance only

All Fire Incidents in 2012
3,263 incidents
Average Station calls 2012 = 455