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Fairview, Troutdale and Wood Village Fire/EMS Services Project

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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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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.

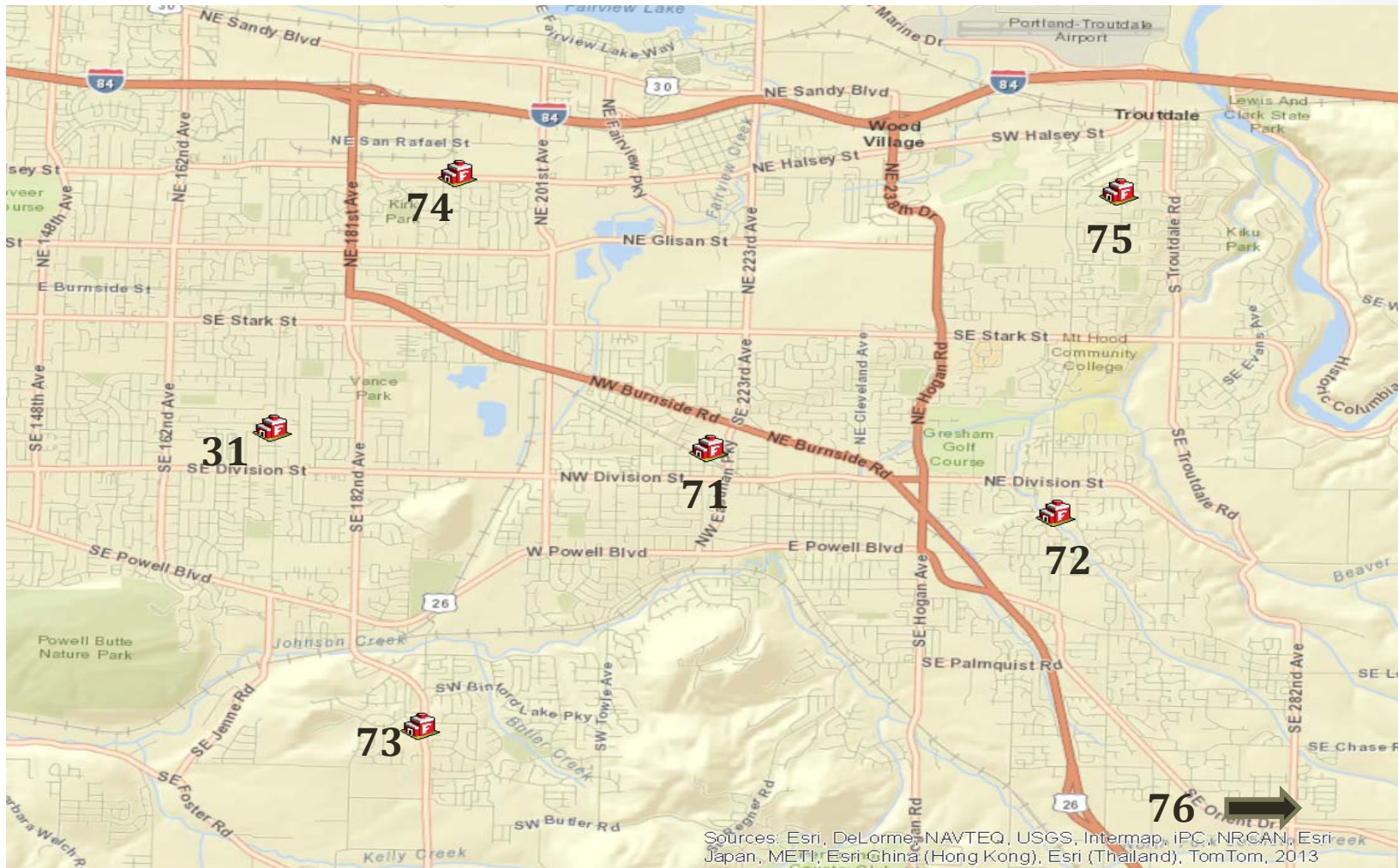
Key Findings

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

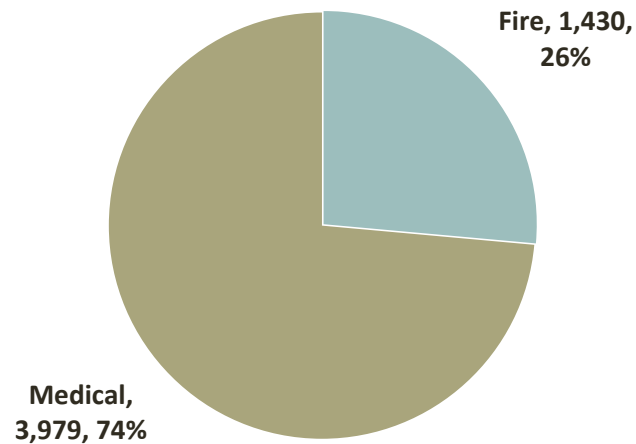
Three Cities Fire and EMS Service Context and Key Challenges

- **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

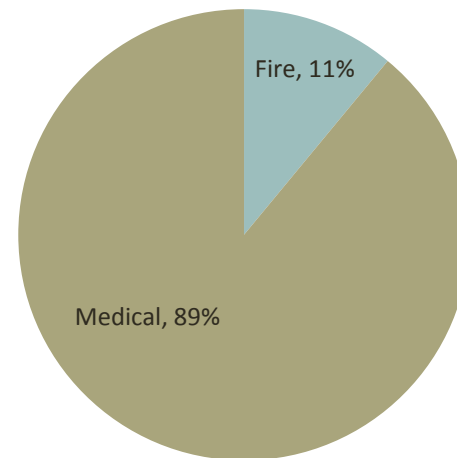
Data: BoEC fire & EMS Incidents Apr 2011 to June 2013

Incident by Type



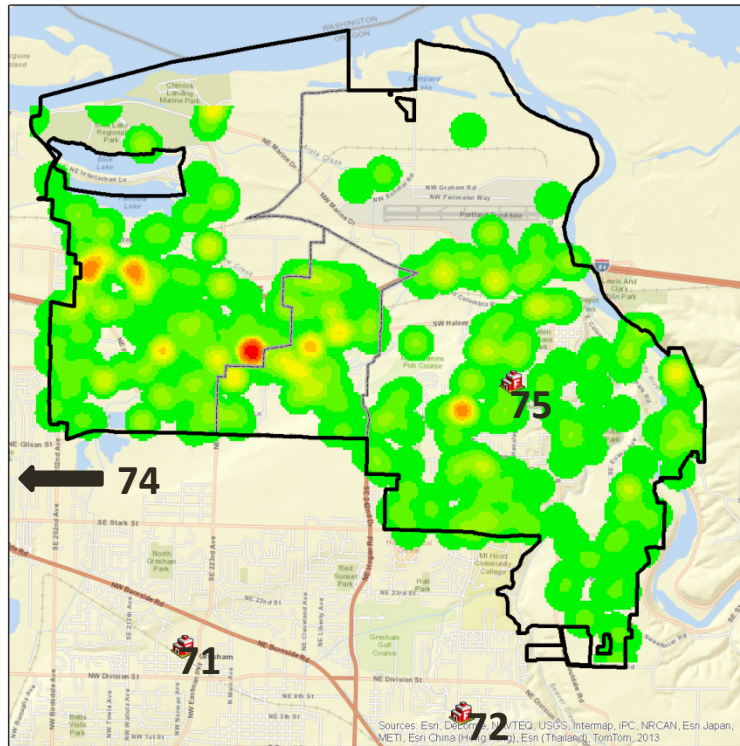
Field Service Time (%) by Type

Dispatch to clear elapsed service time.



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

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

Gresham FES: Comparative Unit Costs

City	Expenditure 2012-2013 Adopted Budget (\$)	Population Estimated July 1, 2012	Cost \$ Per Resident	Total Taxable Assessed Value 2012-2013	Cost or Cost Equivalent per \$1,000 AV	BoEC Number of Runs Calendar 2012	Number of Runs per 1,000 Residents	Cost per Run
Troutdale	\$ 1,561,441	16,005	97.56	\$ 1,115,008,909	1.40	1,208	75.5	\$ 1,293
Fairview	\$ 774,485	8,920	86.83	\$ 600,120,349	1.29	865	97.0	\$ 895
Wood Village	\$ 369,158	3,890	94.90	\$ 245,546,149	1.50	467	120.1	\$ 790
Tri-Cities Total	\$ 2,705,084	28,815	93.88	\$ 1,960,675,407	1.38	2,540	88.1	\$ 1,065
Gresham	\$ 13,650,876	105,970	128.82	\$ 6,740,276,005	2.03	9,845	92.9	\$ 1,387
RFD#10	\$ 884,359	6,797	130.11	\$ 465,452,338	1.90	444	65.3	\$ 1,992
Mutual Aid/Other						1,043		
System Total/ Ave	\$ 17,240,319	141,582	121.77	\$ 9,166,403,750	1.88	13,872	98.0	\$ 1,243
Non-Gresham share	\$ 3,589,443							

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

Response time in Minutes	3 Cities Group	Gresham & RFD10	Grand Total
<4	24%	29%	28%
4 to 6	36%	43%	41%
6 to 8	22%	15%	16%
greater than 8	10%	7%	7%
Time not listed	7%	7%	7%
Grand Total	100%	100%	100%

EMS Priority 1 Calls									
Response time in Minutes	31	71	72	73	74	75	76	Other	Total
<4	33%	36%	47%	32%	24%	37%	12%	29%	34%
4 to 6	50%	43%	39%	50%	49%	37%	41%	38%	44%
6 to 8	10%	13%	8%	13%	17%	18%	31%	20%	14%
greater than 8	3%	4%	3%	3%	4%	4%	12%	6%	4%
Time not listed	4%	5%	3%	2%	5%	4%	5%	7%	4%
Grand Total	100%	100%	100%	100%	100%	100%	100%	100%	100%

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

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

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)**

<p>1. Immediate Response Fire: initial attack/ response to prevent flashovers to large fire, prevent death and injury (4--6 mins. firefighters)</p>	<p>2. Immediate Response EM: cardiac, stroke, breathing emergencies (4-6 mins.) Advanced training to paramedic certificate (Priority 1).</p>
<p>3. Prompt Response Fire: Non-life threatening, service, mutual aid</p>	<p>4. Prompt Response EM: injury but not life threatening (Priorities 3, 9s)</p>

- **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

Incident Category	Count	Percent Share	Calls/Day
Total Calls for Service	5,409	100%	6.71
Fire Service Responses	1,430	26%	1.77
EMS (First Responder)	3,979	74%	4.94
Fire Service Calls			
Incident Category	Count	Percent Share	Calls/Day
Alarm	355	25%	0.44
Fires	330	23%	0.41
Other	214	15%	0.27
Service	192	13%	0.24
Traffic	115	8%	0.14
Hazmat	65	5%	0.08
Info only	46	3%	0.06
Water	42	3%	0.05
Vehicle	36	3%	0.04
Mutual Aid/Police	23	2%	0.03
Hazard	12	1%	0.01
Fire Service Calls Total	1,430	100%	1.77
EMS Breakout			
Incident Category	Count	Percent Share	Calls/Day
EMS Priority Level 1	1,397	35%	1.73
EMS Priority Level 3	2,582	65%	3.20
Total EMS	3,979	100%	4.94

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

Three Cities Group Service Demand

Daily Service Demand: Fire Category

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

Fire	Count	Percent Share	Calls/Day
AFIRE - APARTMENT OR MULTI DWELLING STRUCTURE FIRE	1.00	0%	0.0012
AFIRE *H	4.00	1%	0.0050
APPLI - APPLIANCE OR EQUIPMENT FIRE	19.00	6%	0.0236
BU8	1.00	0%	0.0012
CFIRE - COMMERCIAL STRUCTURE FIRE	5.00	2%	0.0062
CHIM - CHIMNEY, FIREPLACE OR WOODSTOVE FIRE	6.00	2%	0.0074
COLD - COLD FIRE	15.00	5%	0.0186
DUMP - DUMPSTER, GARBAGE CAN OR TRASH FIRE	3.00	1%	0.0037
ELEC - ELECTRICAL PROBLEM IN A STRUCTURE	12.00	4%	0.0149
ELEV - ELEVATOR RESCUE	4.00	1%	0.0050
GRASS - GRASS, BARKDUST OR TREE FIRE	58.00	18%	0.0720
ILBURN - ILLEGAL BURNING	65.00	20%	0.0806
MISCF - UNKNOWN TYPE OF FIRE PROBLEM	21.00	6%	0.0261
ODOR - SMELL ONLY WITH NO SMOKE VISIBLE	15.00	5%	0.0186
RAIL - RAILROAD DERAILMENT OR FIRE *H	1.00	0%	0.0012
RFIRE - RESIDENTIAL STRUCTURE FIRE	15.00	5%	0.0186
RFIRE *H	7.00	2%	0.0087
SMOKEA - SMOKE INVESTIGATION OUTSIDE A STRUCTURE	48.00	15%	0.0596
SMOKES - SMOKE INVESTIGATION INSIDE A STRUCTURE	17.00	5%	0.0211
	330.00	100%	0.4094

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

Three Cities Group Service Demand

Simultaneous Overlapping Calls for Service Occurrences

Data: BoEC fire & EMS Incidents Apr 2011 to June 2013

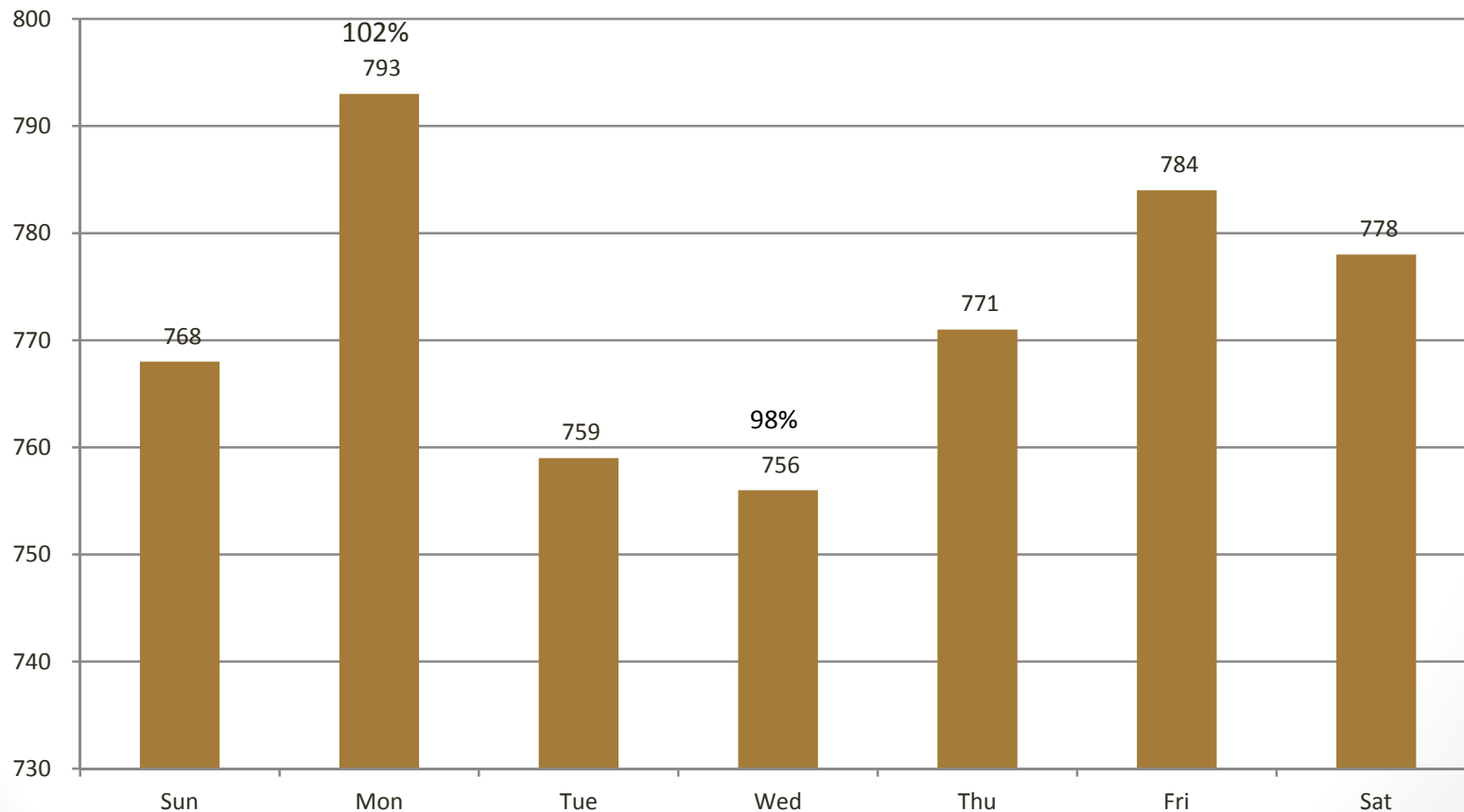
Call Duration April 2011 to June 2013		
	Incidents	Percent
0<30 Min	1,251	23%
30<60 Min	575	11%
60 Min < 2 Hours	2,666	49%
2 Hours < All day	910	17%
> 1 day or time not listed	7	0%
Total	5,409	100%

Three Cities Service Area Overlapping Calls to June 2013		April 2011
	Count of Incident Number	Percent
Overlapping	1,137	21%
Single, Non-overlap	4,272	79%
Grand Total	5,409	100%

Three Cities Group Service Demand Incidents by Day of the Week

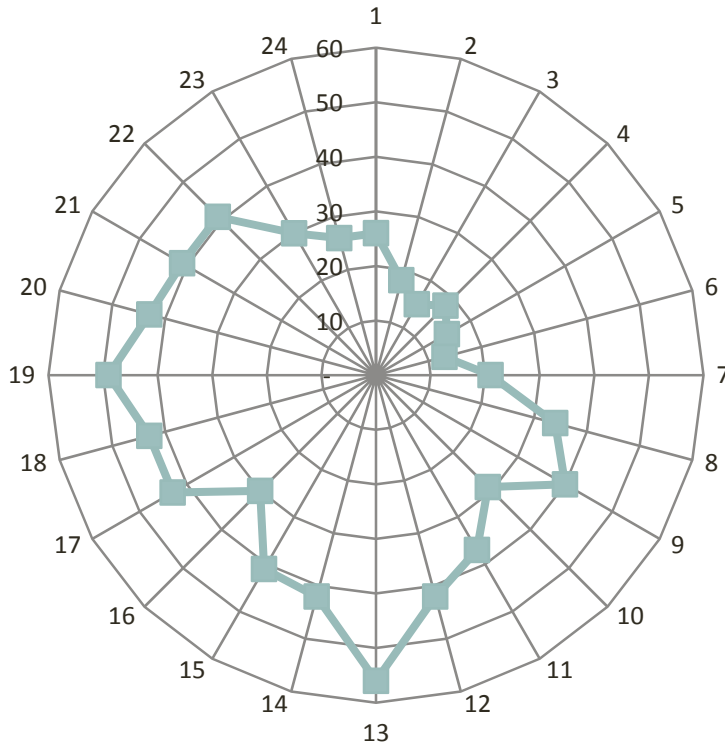
3 Cities Group Incidents
4/17/2011 Through 6/30/2013

Daily Ave. = 773

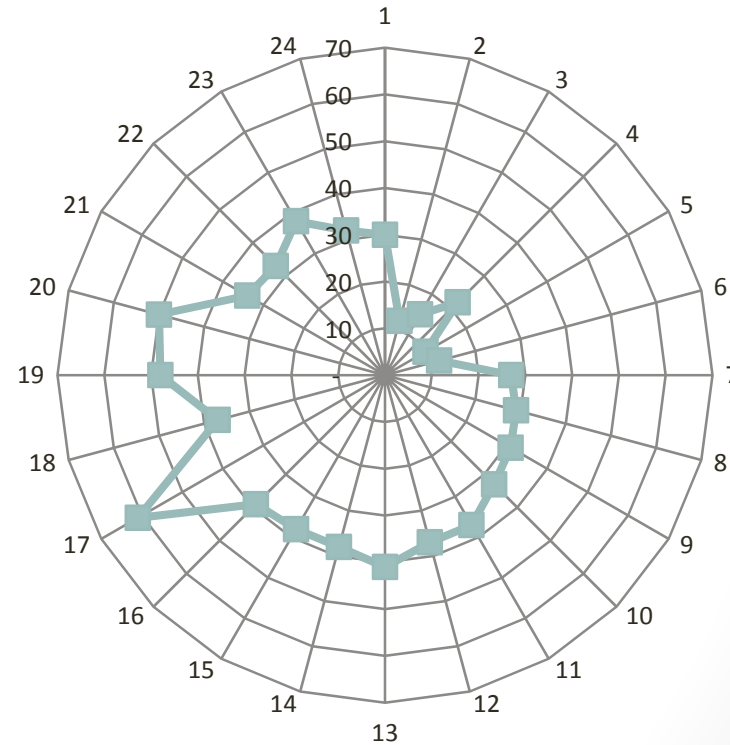


Three Cities Group Service Demand Incidents by Time of Day

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

City	Location	F	M	Fire&Med
Fairview	21100 NE SANDY BLVD	24	116	140
	3201 NE 223RD AVE	15	68	83
	305 7TH ST	19	60	79
	20660 NE SANDVIEW DR	1	78	79
	21401 NE SANDY BLVD	8	41	49
Troutdale	1323 SW CHERRY PARK RD	81	130	211
	1201 SW CHERRY PARK RD	13	135	148
	1610 NW FRONTAGE RD	5	66	71
	790 NW FRONTAGE RD	11	57	68
	2126 SW HALSEY ST	16	43	59
Wood Village	23500 NE HALSEY ST	5	163	168
	2060 NE 238TH DR	8	116	124
	23500 NE SANDY BLVD	20	61	81
	1440 NE 223RD AVE	30	49	79
	23300 NE ARATA RD	9	45	54

Three Cities Group GFES Service Response

Data: BoEC fire & EMS Incidents Apr 2011 to June 2013

Response Composition	Total Incidents	%
Fire Truck & Ambulance	3,484	64%
Fire Truck	977	18%
2 Fire Trucks & Ambulance	330	6%
2 Fire Trucks	145	3%
Fire Truck & 2 Ambulance	101	2%
2 Fire Trucks & Command	84	2%
Public Info	67	1%
Ambulance	55	1%
3 Fire Trucks	46	1%
Other	38	1%
Fire Truck, Ambulance & Command	37	1%
2 Command & Fire Truck	21	0%
3 Command	13	0%
Fire Truck, Ambulance & Other	7	0%
Fire Truck & Command	4	0%
Grand Total	5,409	100%

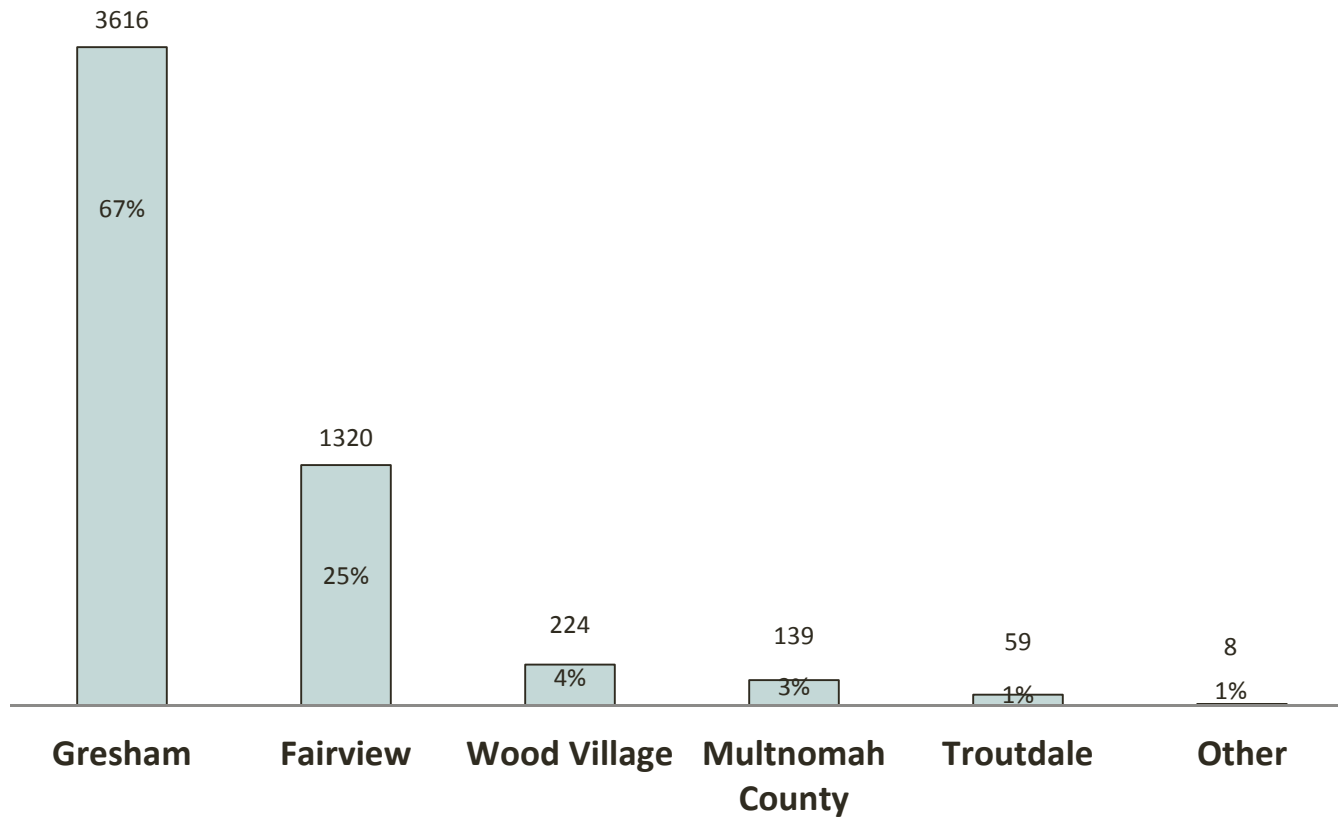
By how GFES uses its units, this table demonstrates two different service products:

>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

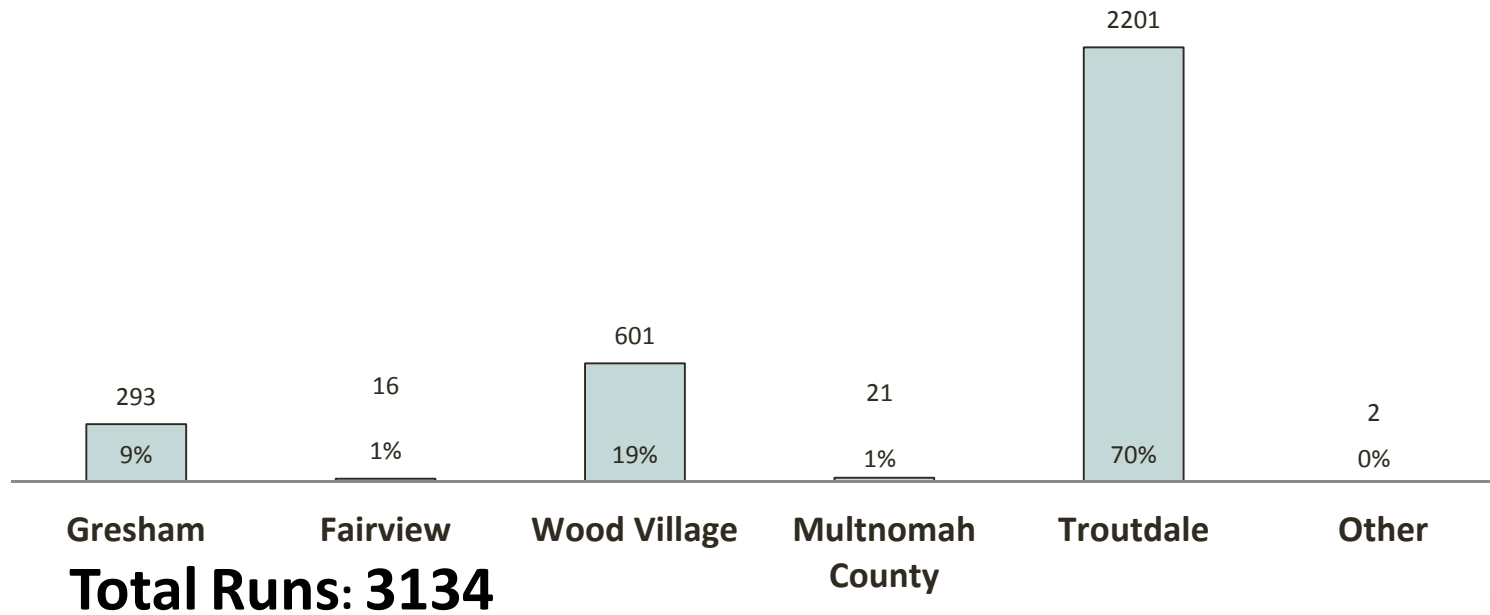


Total Runs: 5366

Three Cities Group Service Response

Current Response GFES: Station 75 calls by destination

Dataset: 2011 to 2013



Supplemental Materials:

What resources to pay for services?

Three Cities Taxation and Revenue

Gresham FES: Comparative Unit Costs

City	Expenditure 2012-2013 Adopted Budget (\$)	Population Estimated July 1, 2012	Cost \$ Per Resident	Total Taxable Assessed Value 2012-2013	Cost or Cost Equivalent per \$1,000 AV	BoEC Number of Runs Calendar 2012	Number of Runs per 1,000 Residents	Cost per Run
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Non-Gresham share	\$ 3,589,443							

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**

	2012-2013	2013-2014	2014-2015
Troutdale	\$1,561,441	\$1,623,899	\$1,688,855
Fairview	\$ 774,485	\$ 805,464	\$ 837,683
Wood Village	\$ 369,158	\$ 383,924	\$ 399,281

- **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

Rural Fire District	Measure 50 Permanent Rate/ \$1,000 AV Operating	Maximum Supplemental Rate/ \$1,000 AV Operating	Total Rate / \$1,000 AV Operating	Notes	Total Assessed Value 2012--2013
Three Cities Group					\$ 1,960,675,407
Gresham FES			1.9000		\$ 9,166,403,750
Clackamas 1	2.4012		2.4012		\$ 15,841,226,791
Lake Grove 57	1.9092	0.5500	2.4592		\$ 395,600,906
Boring 59	2.3771		2.3771	21 career & admin + volunteers	\$ 1,614,056,810
Riverdale 60/11J (LO)	1.2361	0.4300	1.6661	Currently requesting 0.5000 supplement for total 1.7361.	\$ 617,168,380
Canby 62	1.5456	0.3400	1.8856	Less \$138,000 to urban renewal w/ ambulance service	\$ 1,765,015,954
Aurora 63	0.8443	0.4900	1.3343		\$ 214,297,701
Tualatin Valley 64	1.5252	0.2500	1.7752		\$ 43,492,389,466
Estacada 69	2.4029		2.4029	10 career + 40 volunteers	\$ 854,929,549
Colton 70	1.5601		1.5601		\$ 194,572,236
Sandy 72	2.1775		2.1775	16 career + 35 volunteers	\$ 1,385,680,157
Mollala 73	0.7833		0.7833		\$ 1,193,030,571
Hoodland 74 Welches	2.6385		2.6385	10 career +30-40 volunteers	\$ 812,001,563
Multnomah RFPD10	2.8527		2.8527	Currently levies 2.7500	\$ 530,935,725
Multnomah RFPD14	1.2624		1.2624		\$ 335,130,665

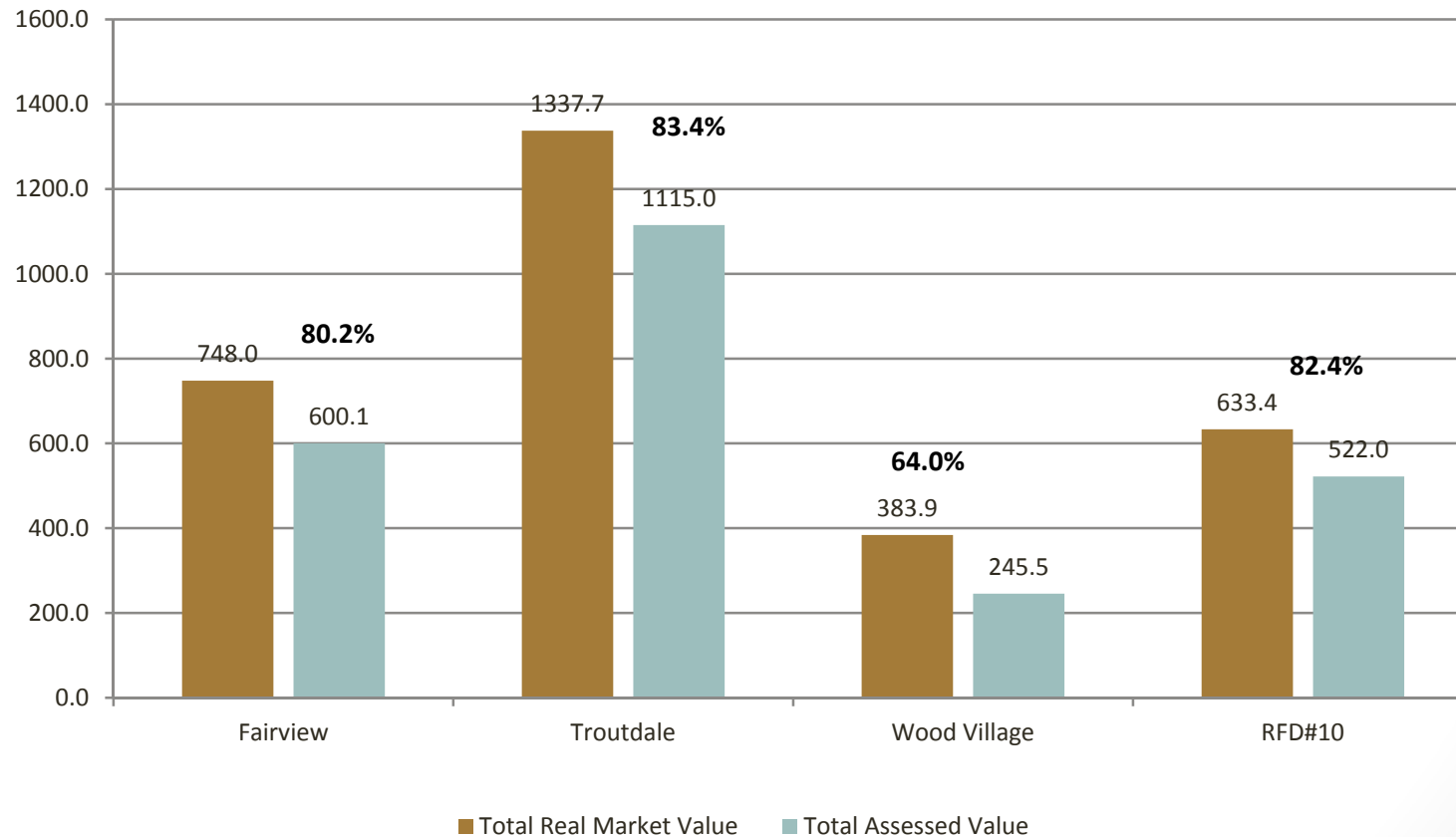
Three City Finances: Levy Rates by Tax Code Areas

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

City/ Tax Levy Code Areas	City or District M50 Permanent Rate Levy	Adj. Total General Government Rate \$10/\$1,000AV 2013-2014	Total All Rates 2013-2014
Fairview 240	3.4902	9.4263	16.7868
Fairview 404	3.4902	9.4263	16.7868
Troutdale 242, 931	3.7652	9.7619	18.3555
Troutdale 248	3.7652	9.7165	17.8947
Troutdale 374 (also includes CRFPD14 \$1.2624/ 1,000)	3.7652	11.0243	19.6179
Wood Village 241, 932	3.1262	9.1406	16.4228
Gresham	3.6129	9.5827—10.2121	
RFD#10	2.8527/ 2.7500	8.4935—8.9284	

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

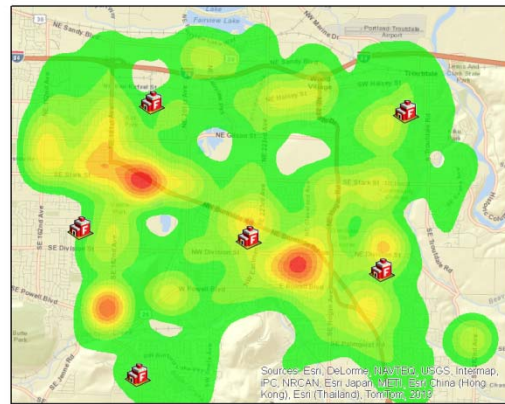
- **Alternative 6: Details**
- The district could establish itself under the existing authority and generous permanent tax rate of RFD10.
 - RFD10 could annex areas within city boundaries to set the boundaries of a new special district.
 - The new special district would float a bond levy to purchase 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

