

ESCI Emergency Services
Consulting International

Providing Expertise and Guidance that Enhances Community Safety



**Yamhill & Polk Counties
Fire Departments & Districts
McMinnville, Oregon**

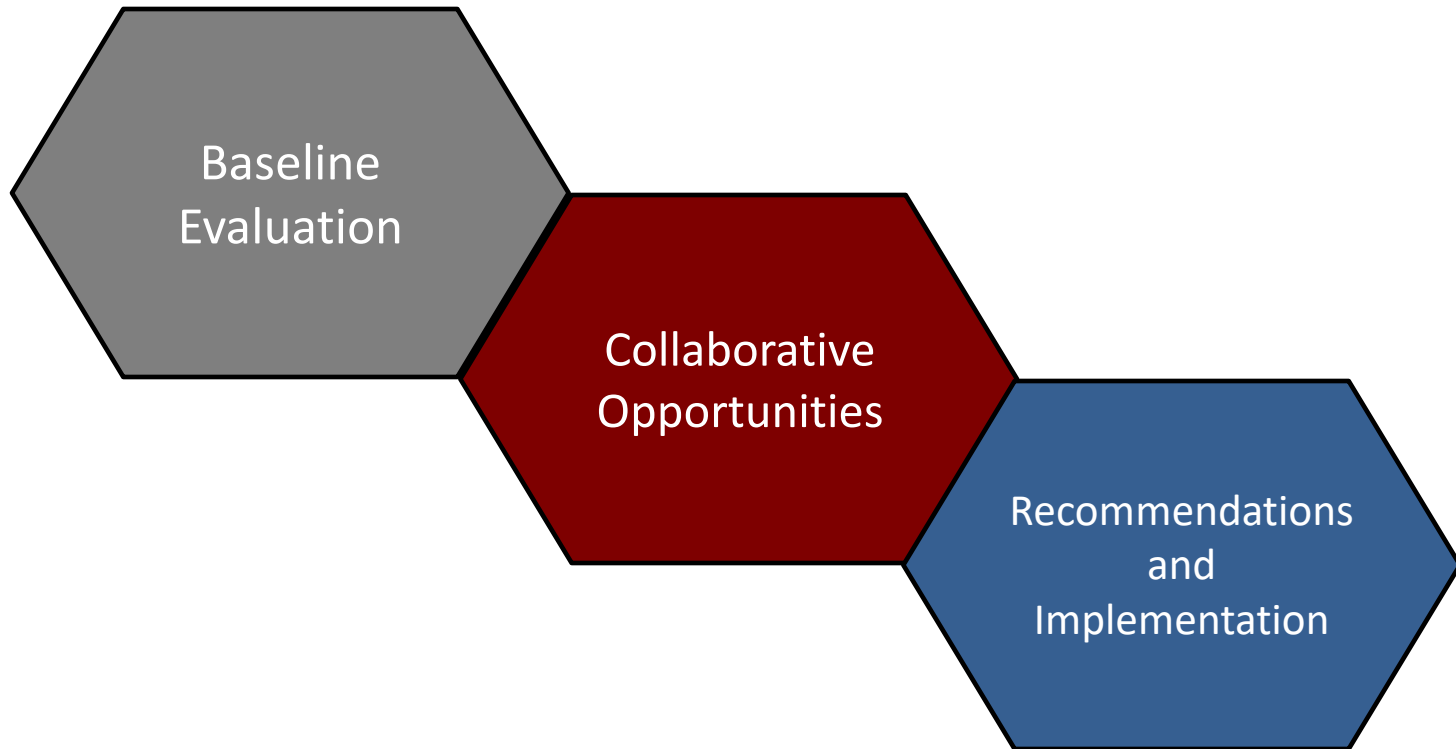
**Fire District & Departments
Consolidation Feasibility Study**

Sheldon D. Gilbert, ESCI Chief Executive Officer

The Process



The Process



Study Purpose

- Assess current fiscal, service level and infrastructure conditions of each agency; provide a side-by-side comparison of existing services and processes; forecast each agency's fiscal future for the next five years
- Identify organizational collaboration options as well as partnership alternatives available
- Analyze the most feasible of these options and alternatives, recommending those with the greatest opportunity for success

Cooperative Service Provision

The Million Dollar Question:

What is in the best interest
of the community we serve?

Why Consider Cooperative Services?

- It would provide a comprehensive look at what you have:
 - Programs
 - Services
 - Strengths and deficiencies
 - Opportunities and threats
- Looking at “options” is good government
- Creates basis for future planning
- Provides basis for sound decision making

Why Cooperative Services?

- Potential reduction in costs
- Economies of scale
- Increased services/levels
- Forced program examination
- Reduces risk or liability
- Enhances bench strength (people)
- Elimination of duplication's

Why Cooperative Services? (cont.)

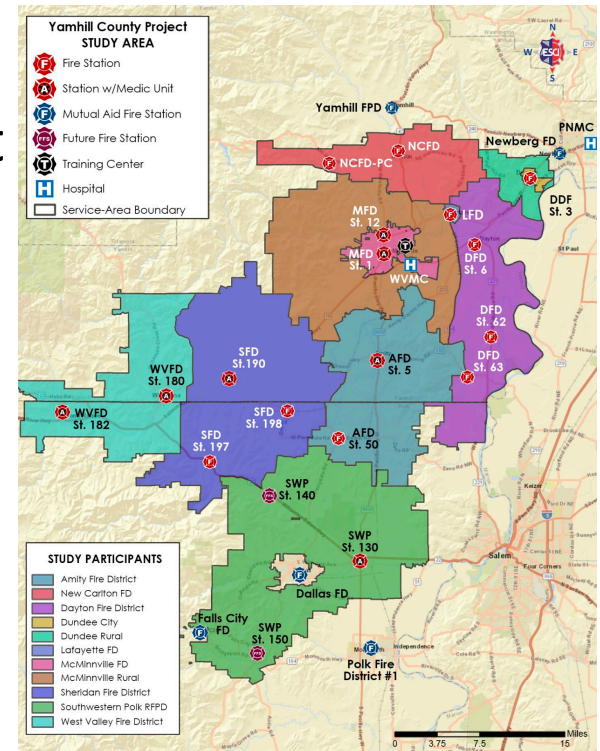
- Cost savings/avoidance
 - Rule of thumb... savings?
 - Rule of thumb... timelines?
 - Rule of thumb... organization
 - Operations... about same size
 - Support... will get bigger
 - Administration... should get smaller
- Assists in maximizing resources

Report Sections

- Baseline Agency Evaluations for each agency (including financial analyses)
- Future opportunities for cooperative efforts
- Findings
- Recommendations
- Implementation

Section I: Evaluation of Current Conditions

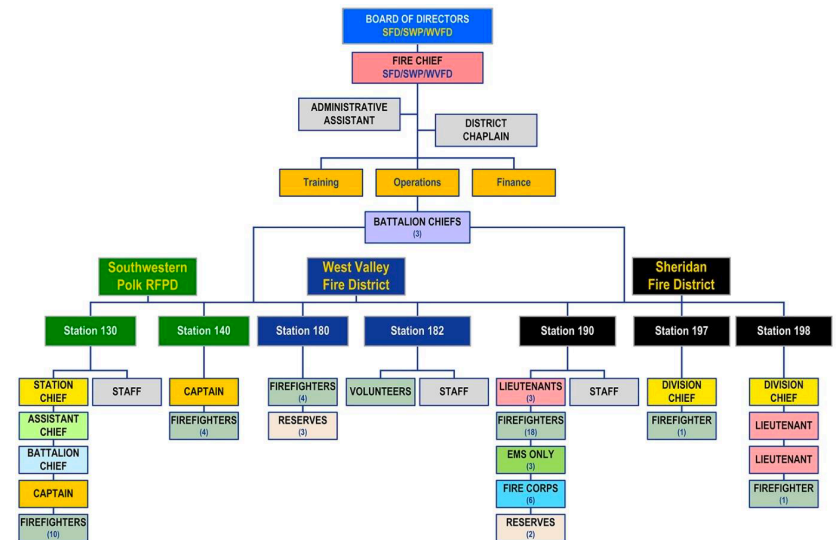
- Organization Overview
- Economic, Financial, and Forecast Analysis
- Management Components
- Staffing and Personnel Management
- Training
- Fire and Life Safety Enforcement
- Capital Assets
- Service Delivery and Performance
- Dispatch and Communications



Evaluation of Current Conditions

Organization Overview

- Governance and Lines of Authority
- Foundational Policy Documents
- Organizational Design
- Budget and Finance



Evaluation of Current Conditions

Management Components

- Foundational Management Components
- Record Keeping and Documentation

Department Mission & Goals	AFD	DFD	DDF	LFD	MFD	NCFD	SFD*	SWP*	WVFD*
Mission Statement Adopted	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
The Vision Established/ Communicated	No	Yes	Yes	Yes	No	No	Yes	Yes	Yes
Values Statement Adopted	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Agency Goals and Objectives Adopted	Yes	Yes	Yes	No	Yes	No	No	No	No

* The Collective Fire Districts maintain three separate Mission, Vision, Values but are collaborating on creating a new version.

Evaluation of Current Conditions

Staffing and Personnel Management

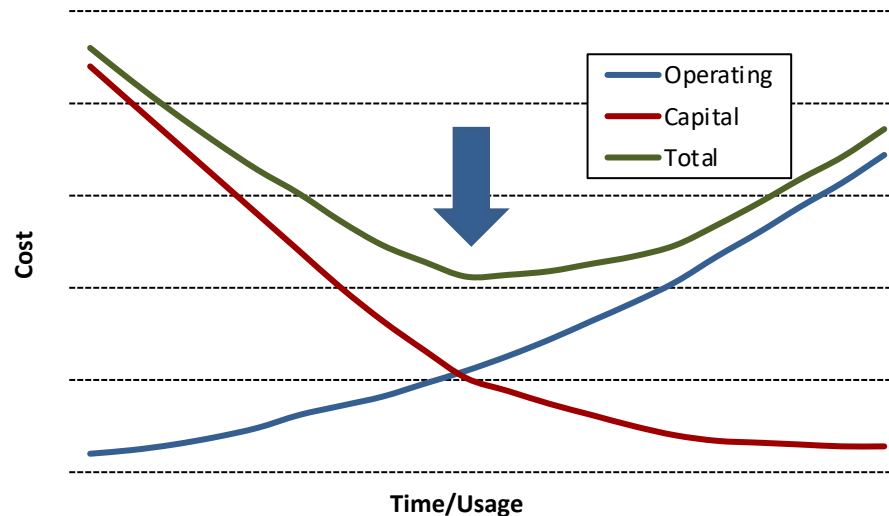
- Administrative and Support Staffing
 - Emergency Response Staffing
 - Personnel Management
-
- Command
 - Scene Safety
 - Search and Rescue
 - Fire Attack
 - Water Supply
 - Pump Operation
 - Ventilation
 - Back-up/Rapid Intervention

Evaluation of Current Conditions

Capital Assets and Infrastructure

- Facilities
- Apparatus
- Capital Planning
- Equipment Replacement

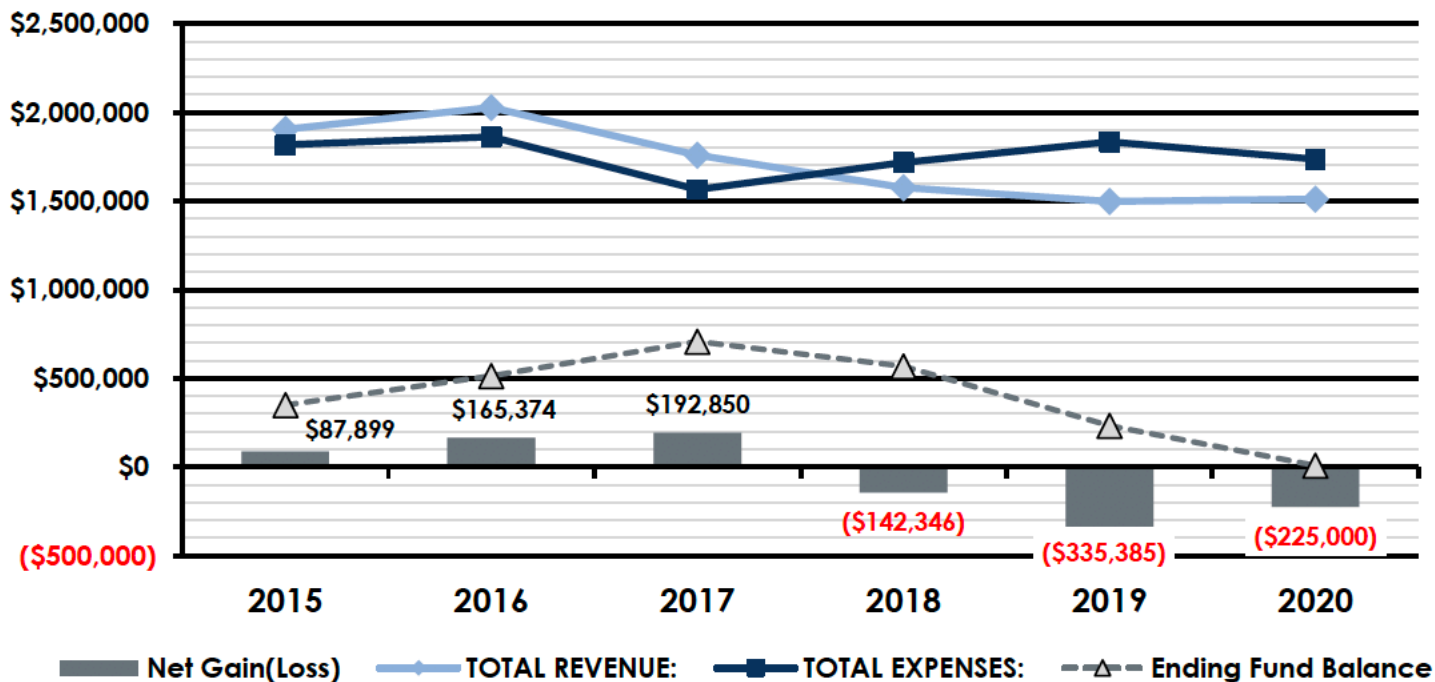
Figure 76: Economic Theory of Vehicle Replacement



Evaluation of Current Conditions

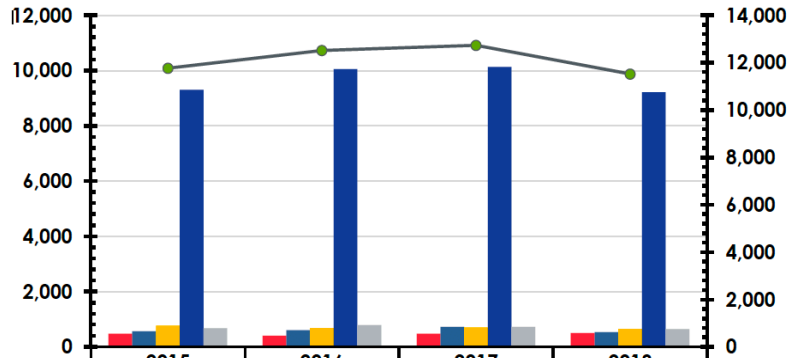
Economic, Financial, and Forecast Analysis

- Economic Settings
- Financial Forecasts

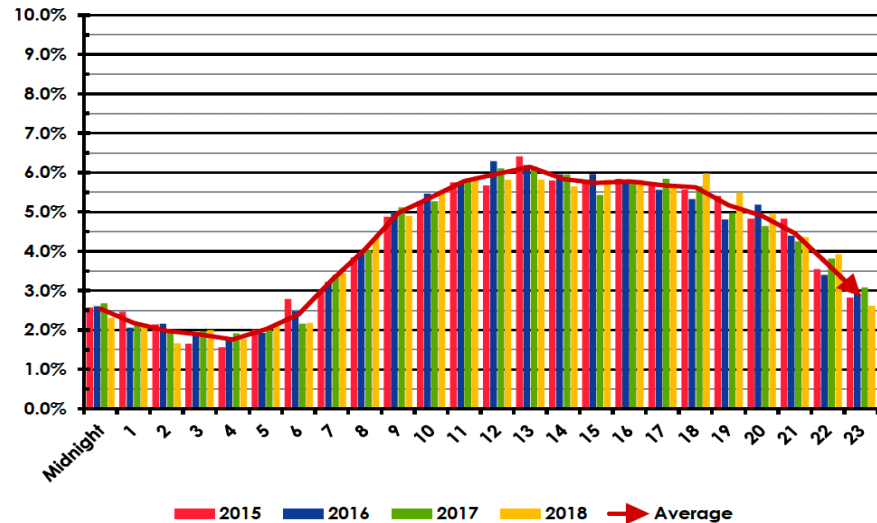
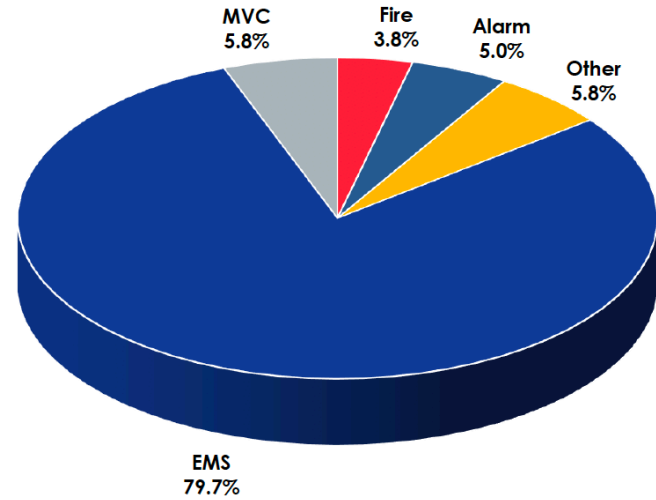


Evaluation of Current Conditions

Service Demand

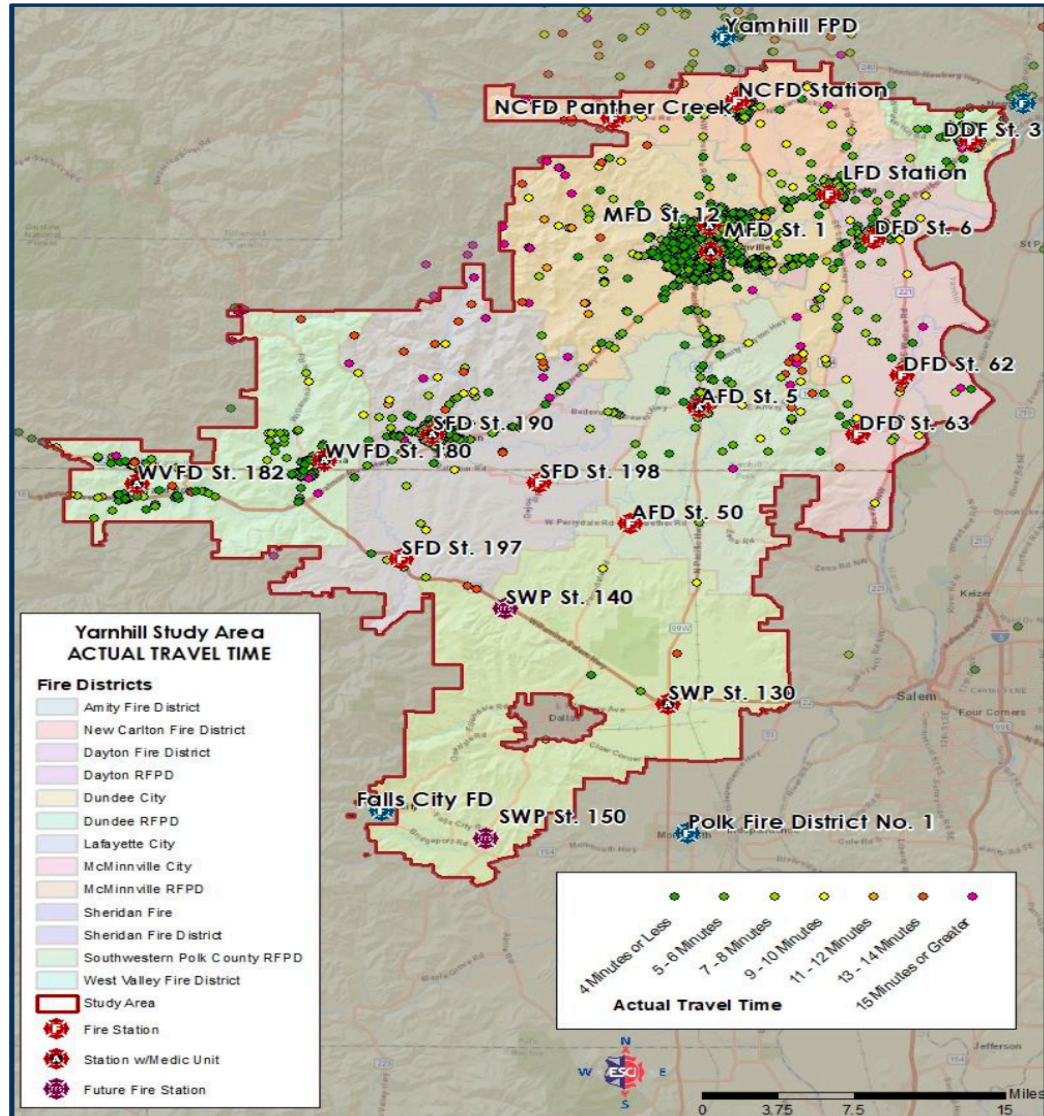


	2015	2016	2017	2018
Fire	473	397	471	496
Alarm	556	606	712	529
Other	771	684	711	646
EMS	9,297	10,050	10,128	9,215
MVC	670	783	712	638
Total	11,767	12,520	12,734	11,524



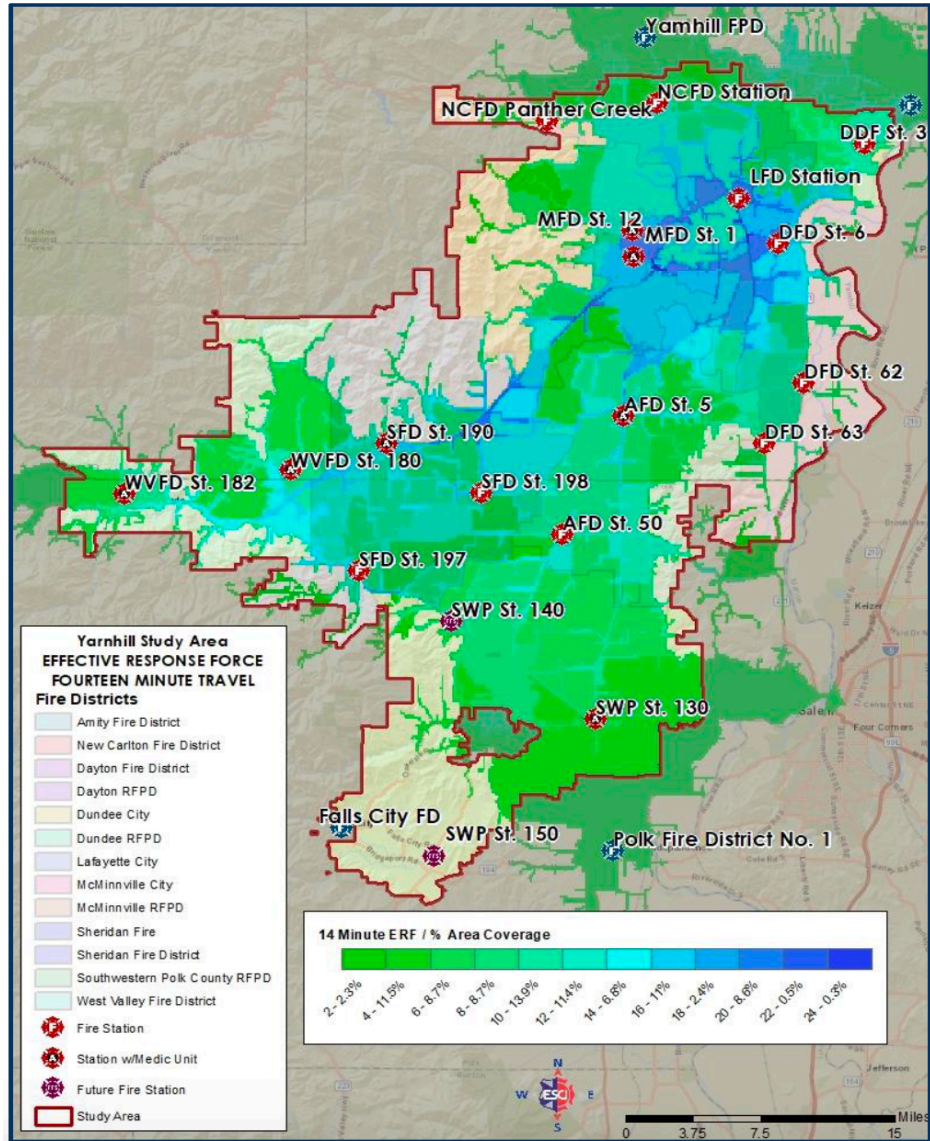
Evaluation of Current Conditions

Resource Distribution



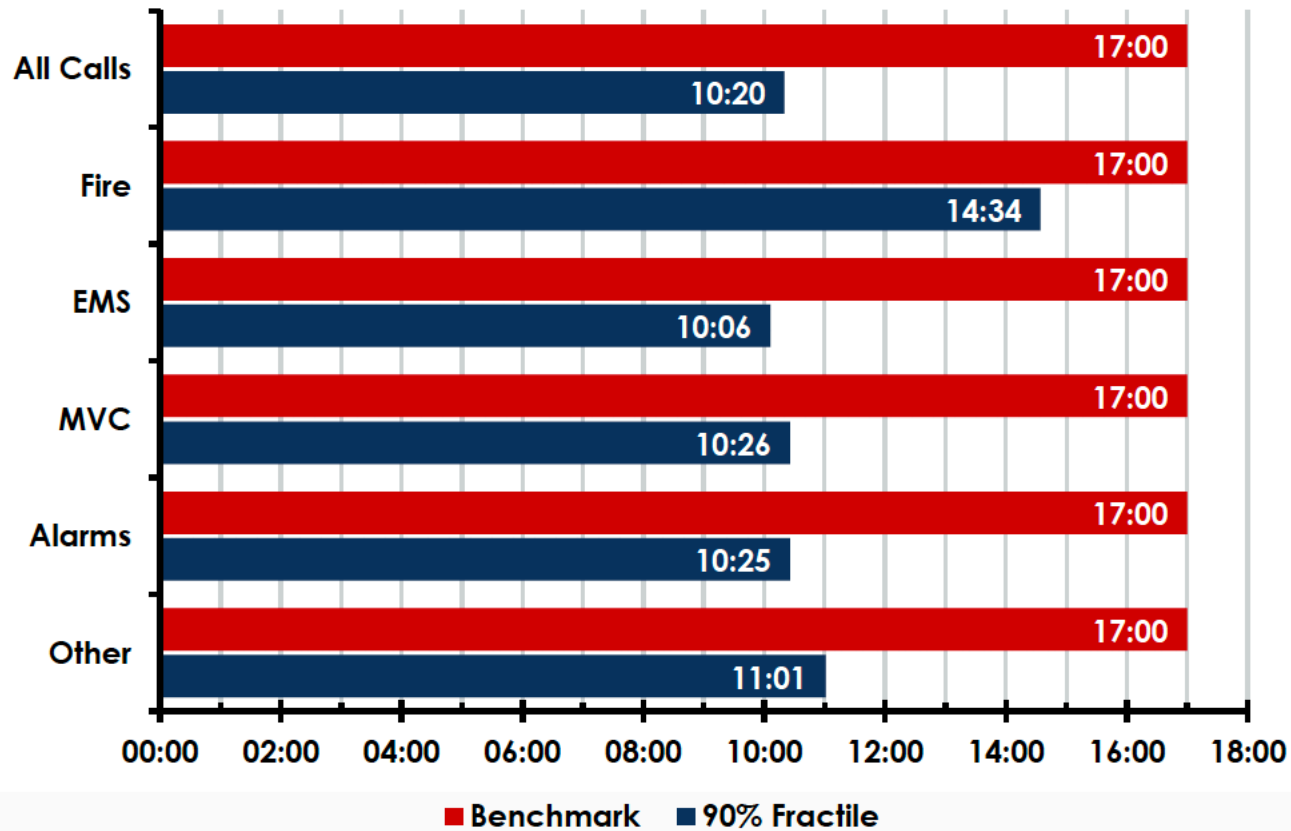
Evaluation of Current Conditions

Resource Concentration



Evaluation of Current Conditions

Response Performance



Evaluation of Current Conditions

Training

- General Training Competencies
- Training Program Administration and Management

General Training Topics	AFD	DFD	DDF ²	LFD	MFD
Fire Related	8,400	3,792	—	912	4,158
Emergency Medical Services	3,175	1,116	—	456	1,207
Other Miscellaneous Topics ¹	—	—	—	380	2,197
Total Training Hours:	11,575	4,908	1,872	1,748	7,562
Average Hours/Trained Employee:	463	280	72	92	160

¹ Topics include: Assorted technical rescue classes, hazmat, extrication, etc.

² Training topics not tracked separately. A rough estimate of 72 hours per member.

Figure 104: Training Hours Delivered, 2019 (Part 2)

General Training Topics	NCFD	SFD	SWP	WVFD
Fire Related	884	2,980	2,000	2,980
Emergency Medical Services	408	1,931	800	1,931
Other Miscellaneous Topics ¹	340	N/A	N/A	N/A
Total Training Hours:	1,632	4,911	2,800	4,911
Average Hours/Trained Employee:	96	126	215	289

¹ Topics include: Assorted technical rescue classes, hazmat, extrication, etc.

Evaluation of Current Conditions

Fire and Life Safety Code Enforcement

- Fire Code Enforcement
- Plan Review
- Inspection Program
- Public Education
- Fire Investigation

Figure 56: Fire Prevention Program Components

Fire Prevention Program Components	Elements Needed to Address Program Components
Fire Code Enforcement	Proposed construction and plans review. New construction inspections. Existing structure/occupancy inspections. Internal protection systems design review. Storage and handling of hazardous materials.
Public Fire and Life Safety Education	Public education. Specialized education. Juvenile fire setter intervention. Prevention information dissemination.
Fire Cause Investigation	Fire cause and origin determination. Fire death investigation. Arson investigation and prosecution.

Evaluation of Current Conditions

Emergency Medical Services

- Service Demand
- Logistics and Medical Mutual Aid
- Quality Management and Medical Oversight

Time Study	Efficacy Study	Utilization Study
Data Sets <ul style="list-style-type: none">•Medication usage•Procedures performed•Expiration (waste)•BLS Transport•ALS Transport•Refusal•Treat and release	Data Sets <ul style="list-style-type: none">•Vital signs•Treatment success/failure•ETCO2•ECG•Pulse Ox•Advanced airway•Outcomes	Data Sets <ul style="list-style-type: none">•Travel•BLS On-Scene•ALS On-Scene•Ambulance On-Scene•Enroute to Hospital•Arrival Destination•Medication and Procedure Times•Average On-Scene Time
Evaluation (Quarterly) <ul style="list-style-type: none">•How quickly do patients receive ALS care?•What is the time delay between arrival of BLS and arrival of ALS?•Is there a delay of transport for critical patients due to ambulance unavailability?•What is the average on-scene time for BLS, ALS, cardiac arrests, trauma?•How quickly/how often are critical medications administered?	Evaluation (Quarterly) <ul style="list-style-type: none">•Were inadequate vitals managed in timely manner?•What is the success/failure for all procedures performed?•Were respiratory emergencies managed appropriately (ETCO2)?•Was CPR effective (ETCO2)?•Was current ACLS performed?•What was the hospital disposition?	Evaluation (Quarterly) <ul style="list-style-type: none">•What medications/supplies are being used and what volume should be carried?•Volume of medication and procedures to determine necessary inventory?•What is BLS vs. ALS transport?•What volume/type of treat and release (indications for community paramedic programs)?

Section II: Opportunities for Cooperative Efforts

- General Partnering Strategies
- Feasible Options for Shared Service Delivery
- Analysis of Shared Services Options
- Additional Strategy Considerations and Service Delivery Impacts
- Finding, Recommendations and Implementation Planning

Section II: Opportunities for Cooperative Efforts

General Observations

- All Nine Agencies are Interdependent
- Each Agency Values Customer Service
- Each Agency Strives to Meet the Expectations of its Customers
- Each Agency Benefits from Operational and Administrative Improvements
- Cultural Differences Exist
- Communication Among Agencies is Effective
- Multiple Functional Cooperative Efforts Phases are Feasible
- All Agencies Share a Common Fiscal Year
- Varying Levels of Debt Service and Additional Voter-Approved Tax Levies
- District Fund Balance Variability
- Varying Value of Capital Assets
- Combining All Nine Agencies is Feasible

Feasible Options for Shared Service Delivery

- Status Quo
- Expansion of Existing IGA's
- Merger/Annexation of Participating Agencies into two new Fire Districts
- Creation of a Regional Fire Authority IGA with All Participating Agencies
- Consolidation of Participating Agencies into a Newly Formed Fire District

General Partnering Strategies

- **Phase I:** Expansion of existing intergovernmental agreements to include all nine participating jurisdictions.
- **Phase II:** Establishment of North Willamette Valley and Mid-Willamette Valley Fire Protection Districts.
- **Phase III:** Operational unification through the establishment of a contract for services Regional Fire Authority (RFA) between the North Willamette Valley and Mid-Willamette Valley Fire Districts.
- **Phase IV:** Legal Integration of the North Willamette Valley and Mid-Willamette Valley Fire Districts into the Willamette Valley Regional Fire Protection District.

Analysis of Shared Service Options

Status Quo

- Feasible, but Does Not Take Advantage of Multiple Cooperative Opportunities

Phase I

- Expansion of Existing Shared Services

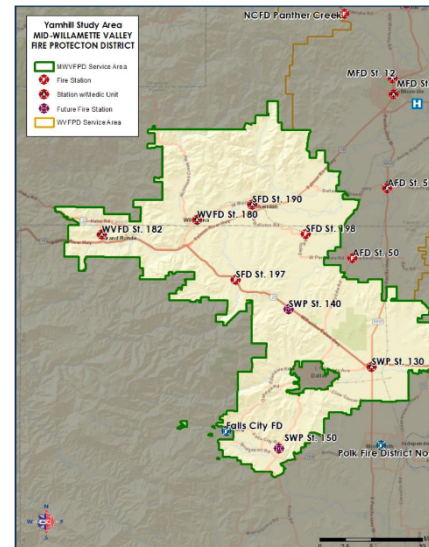
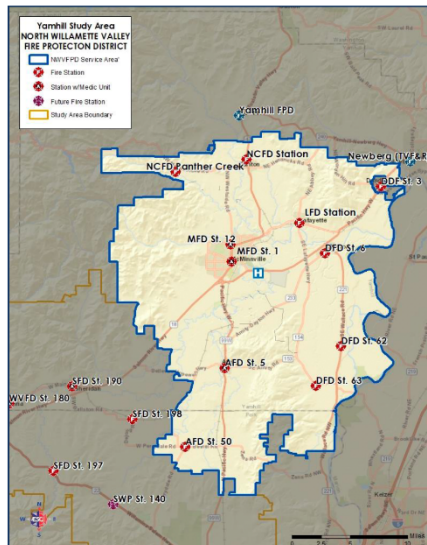
Figure 123: Phase I Cooperative Agreements

Cooperative Agreements	AFD	MFD	DFD	DDF	LFD	NCFD	SFD	SWP	WVFD
Administration	→						→		
Support Services	→								
Medical Director	→								
Dispatch Services	→								
Fire Prevention	→								
Fire Investigation	→								
Training Academy	→								

Analysis of Shared Service Options

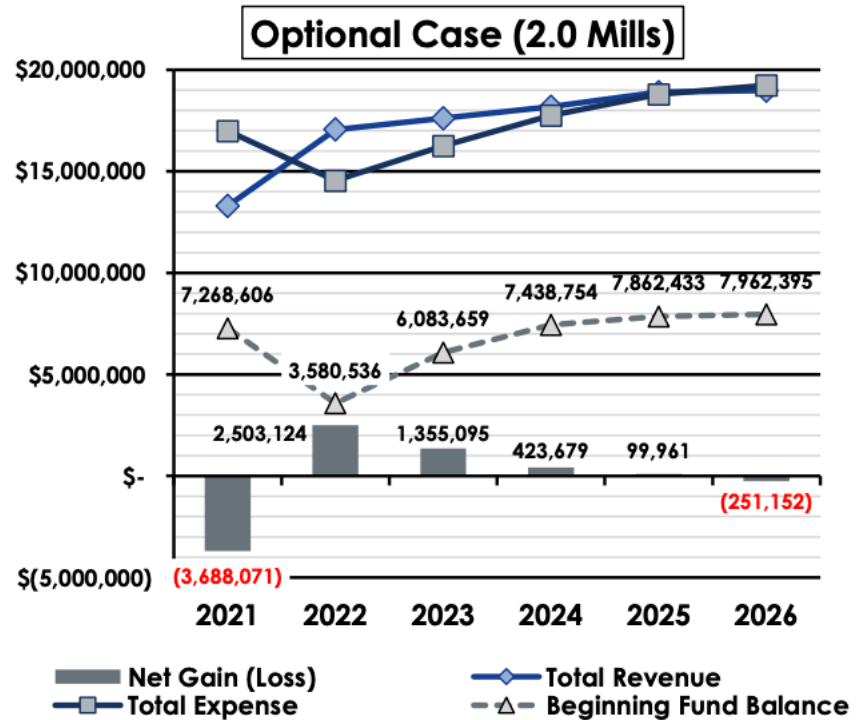
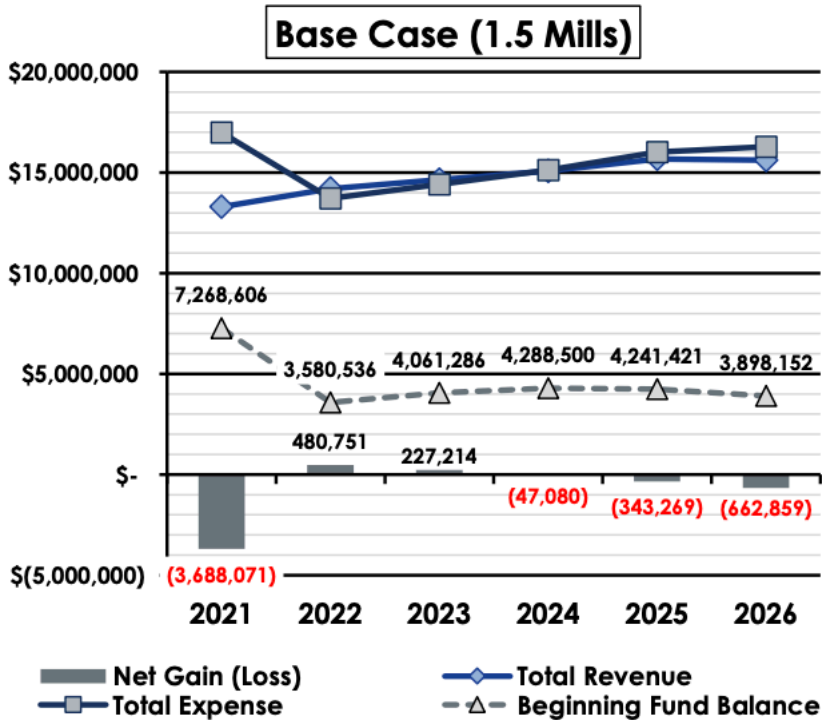
Phase II : Creation of the North Willamette Valley and Mid Willamette Valley Fire Protection District

- A permanent integration into two new Fire Districts through merging of Fire Districts and annexation of cities into the new Districts
- Requires a majority vote by all participating jurisdictions



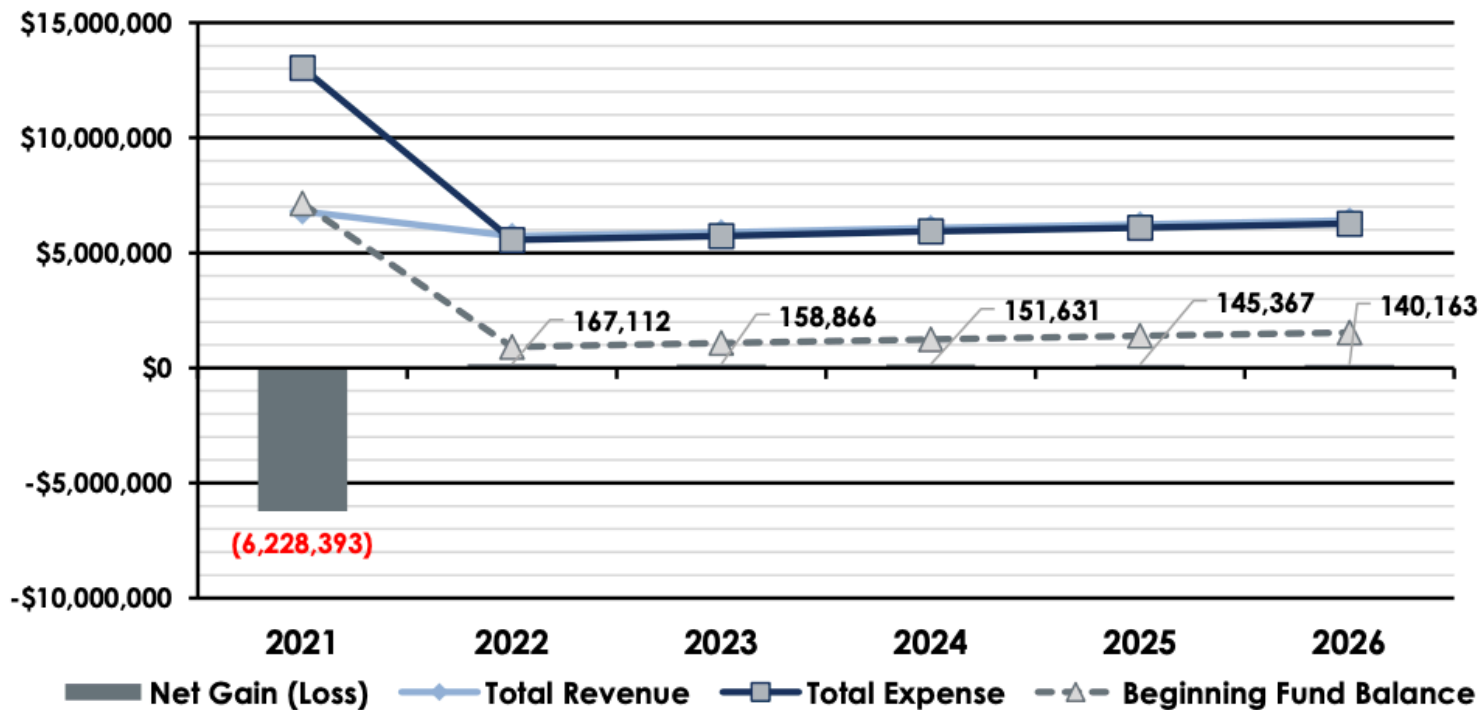
Analysis of Shared Service Options

The assumed effective, permanent levy rate in the base case for the North Willamette Valley Fire District model is 1.5 mills and 2.0 Mills per 1,000 AV for the forecast period FY 2022–26



Analysis of Shared Service Options

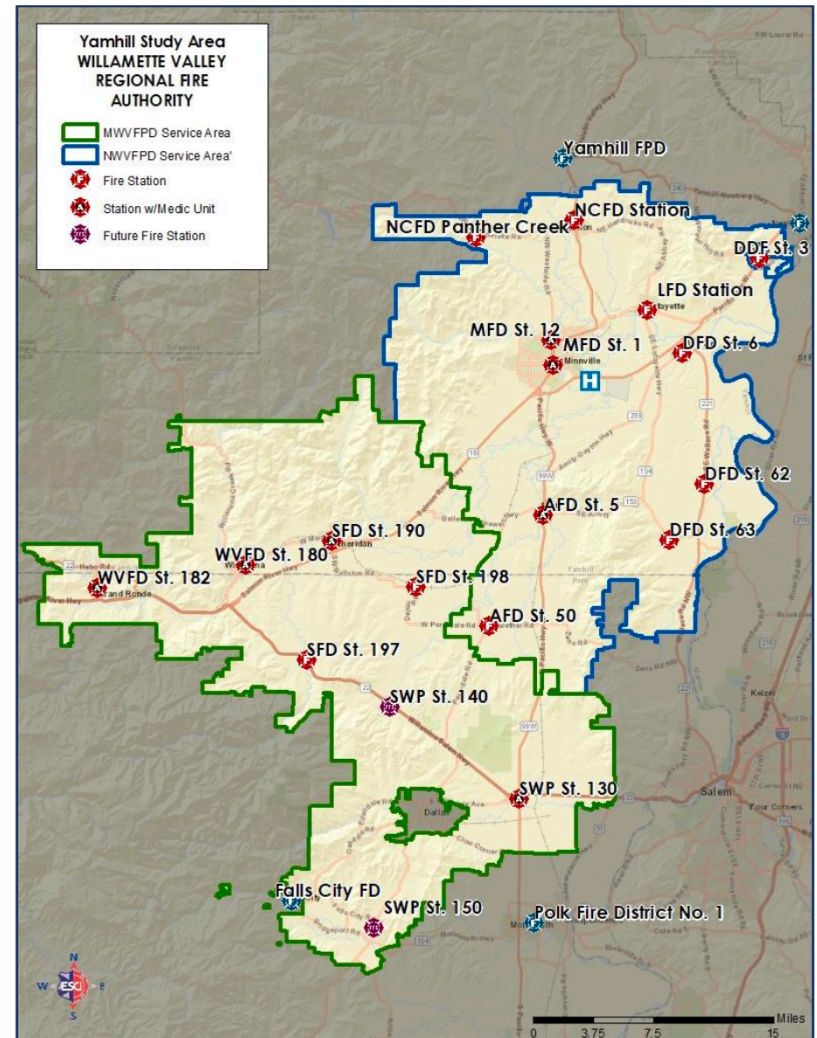
For the Mid-Willamette Valley Fire District is 1.98 mills per 1,000 AV for the same forecast period.



Analysis of Shared Service Options

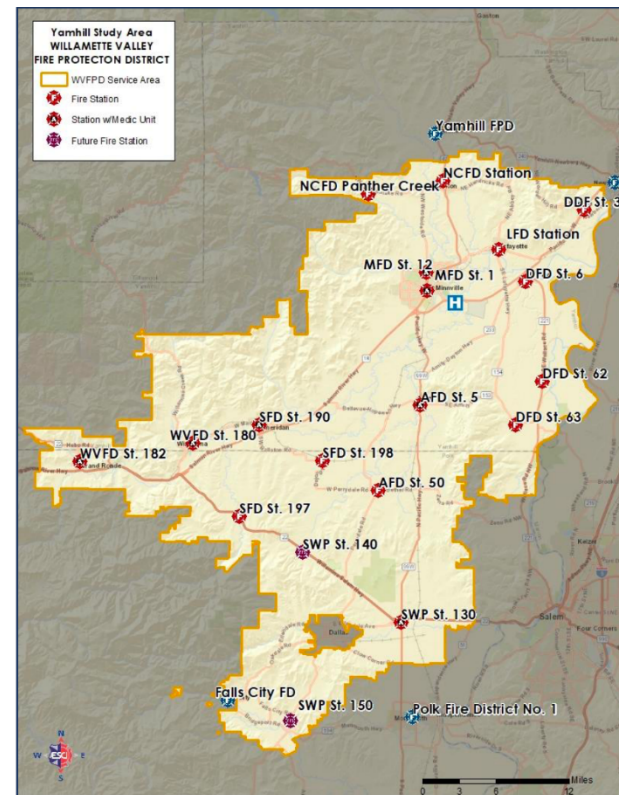
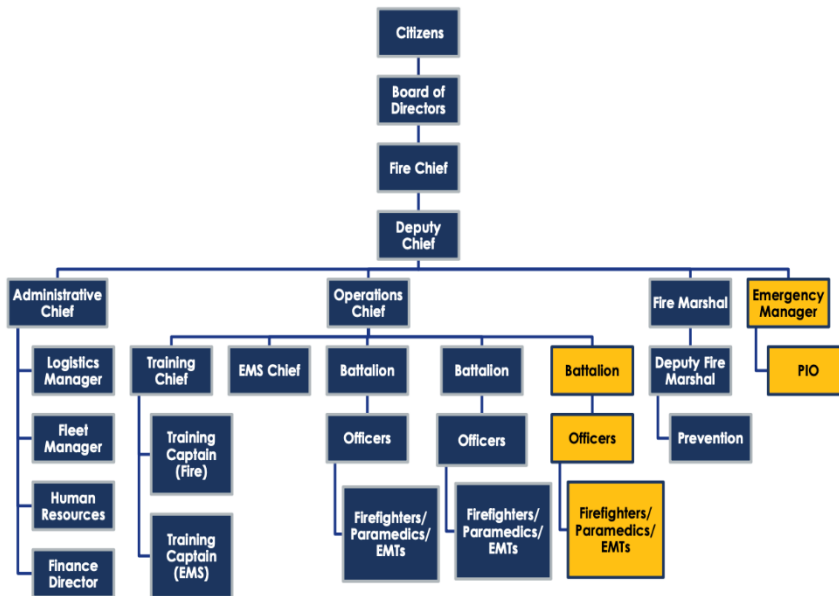
Phase III: Forming the Willamette Valley Fire Authority

- Operational unification of the North and Mid Willamette FPD
- May be Applied to Any Functional Area I.E. Administration, Fire Prevention, Training, Maintenance, and Others



Analysis of Shared Service Options

Phase IV: Legal Integration of the North Willamette Valley and Mid-Willamette Valley Fire Districts into the Willamette **Requires a Majority Vote by both fire districts**



Summary of Findings

Combining all Nine Agencies is Feasible

Multiple Functional Cooperative Efforts are Feasible

- Enhanced Regional Mutual and Automatic Aid
- Develop Uniform Pre-Incident Planning
- Implement Enhanced Regional Incident Command Practices
- Additional Shared Administrative and Support Services
- Collaborative Capital Replacement Planning
- Joint Apparatus and Equipment Purchasing
- Regionalize Training Opportunities
- Collaborative Fire Prevention and Public Education
- Enhanced Unified Standard Operating Guidelines

Recommendations

- **Phase I:** Expansion of existing intergovernmental agreements to include all nine participating jurisdictions. *Followed by;*
- **Phase II:** Establishment of North Willamette Valley and Mid-Willamette Valley Fire Protection Districts. *Followed by;*
- **Phase III:** Operational unification through the establishment of a contract for services Regional Fire Authority (RFA) between the North Willamette Valley and Mid-Willamette Valley Fire Districts. *Followed by;*
- **Phase IV:** Legal Integration of the North Willamette Valley and Mid-Willamette Valley Fire Districts into the Willamette Valley Regional Fire Protection District.

Implementation Process (Now What?)

- Visioning Session
- Establish Joint Implementation Committee
- Develop Implementation Strategic Plan
- Establish Implementation Working Groups
- Meet, Identify, Challenge, Refine, and Overcome

Discussion