City of Eugene

City of Springfield

Cooperative Services Feasibility Study

July 2009

Emergency Services Consulting

City of Eugene
City of Springfield

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Objective I-1 Project Initiation

The project was initiated on March 17 and 18, 2009. ESCI's (Emergency Services Consulting International) project manager met with the Eugene/Springfield project managers to develop and approve an action plan for the Cooperative Services – Feasibility Study. Based on the details found in the scope of work, the study action plan identifies:

- Primary tasks to be performed
- Person(s) responsible for each task
- Timetable for each phase, objective, and task
- Resources required
- Possible obstacles or problem areas associated with the accomplishment of each objective

Further, the action plan ensures that all participants have a comprehensive understanding of the project's background, goals, and expectations.

Objective I-2 Agency Administrative/Operational Information/Data Acquisition

This objective enables ESCI to acquire the baseline data needed for analysis, benchmarking, modeling, and developing recommendations. EFD (Eugene Fire & EMS Department) and SFLS (Springfield Fire & Life Safety Department) provided the ESCI project team with documentation concerning all organizational elements including:

- Past and current fire department studies
- Community growth management plans
- Current and proposed land use plans
- Comprehensive planning documents
- Local and regional census data
- Organization information and documents
- Strategic planning documents and Standards of Cover
- Policies, procedures, SOGs and financial data
- Emergency incident data
- Service delivery practices

- Current service delivery objectives and targets
- Other relevant information

Objective I-3 Stakeholder Interviews

The purpose of this objective is to solicit input, insight, perspective, and cultural viewpoint of the internal and external stakeholders regarding their expectations of the current service delivery system. Through these interviews, ESCI is able to identify critical organizational and cultural issues, and potential barriers to future system changes. During a two-day period, ESCI team members met with and interviewed various stakeholder groups. Interviews included city officials, executive fire officer staff, administrative human resource, finance personnel, and representatives of the various labor groups.

The scope of the information gathering purposely focused on the individual strengths, weaknesses, opportunities, and threats of cooperative services to the two emergency service organizations. It is important to note that the biggest share of the information solicited and provided during this process was provided in the form of "people inputs," some of which are perceptions as reported by stakeholders. All information was accepted at face value without an in-depth investigation of its origination or reliability. The project team reviewed the information for consistency and frequency of comment to identify specific patterns and/or trends.

ESCI's observations are compiled into four groupings, vital issues, challenges and concerns, opportunities and current successes, and benefits. Vital issues are those essential to one or both cities; any one which might be a deal breaker of future cooperative efforts. Challenges and concerns would not necessarily thwart efforts, but could present an impediment or roadblock to mutual programming and collaboration. While these groupings harbinger warnings to halt or slow organizational changes, there were as many inputs ascribing potential benefits and successful enterprises already established.

The three battalion concept was frequently mentioned first when discussing current successes. It is evident from the comments ESCI received, individuals are seeing benefits and anticipating further collaboration between the fire departments.

Vital Issues (Deal Breakers)

- If cooperative efforts costs are more than current expenditures for either city
- Fear that "the level" service to the City would go down

- If one or both cities lack a level of control and input
- If formed, a new district would be viewed as empire building
- Transparency of the organization would need to continue if the fire department is separated from the City
- Need for support from union membership
- Budget crisis "current economy;" $8 million deficit has escalated into $12.5 million
- If financially there is no benefit
- If collaboration creates another layer of government
- Governance model would need to have all employees with a single reporting point
- Concern for FireMed program moving to Eugene

Challenges and Concerns

- Have reservations of starting projects and programs when not one organization
- Governance model
- Which individuals are in key leadership roles of combined agency
- Cost allocation of services across all departments in the cities
- Fees for sustainability, HR, finance, wellness, diversity, reducing the carbon foot print
- Perception expressed by individuals (outside of fire department personnel) of the two fire organizations as "us and them" and differing standards to which personnel are accountable
- Handling of diversity in the two cultures (fire department)
- Total compensation comparables of the bargaining groups
- Current service is good and it would be difficult to accept a lower level of service
- That any "new agency" would have revenue generation ability and that the patrons of each city (Eugene and Springfield) would have some control
- Debt (City of Eugene) on the training center and the 13th Street station, Springfield lease/purchase agreements
- Contracted BLS transport services in the City of Eugene
- Some difference between certification levels of personnel; Eugene FD's are based on DPSST (Department of Public Safety Standards and Training) and Springfield FLS on NFPA (National Fire Protection Association)
- Training divisions that are operating at the maximum point and the need to combine the two organizations
- A concern of over promising and under delivering
- Start up costs (hard and soft)

- Alignment: SCBAs (self contained breathing apparatus), uniforms, apparatus color, PLL (prescribed load list), and identity; name, arm patch, apparatus, facilities and other items
- Possible layoffs
- Perception of difference in attitudes on customer service
- Cultural differences
- The two cities would have to come up with a costing model that is consistent

Opportunities and Current Successes

- Three battalion program
- Monthly meetings between Metro (operations) Command staff of EFD and SFLS
- Positive feelings towards the leadership abilities of both city managers (expressed by various stakeholders at multiple levels of both cities)
- Upbeat relationship between the two cities, particularly good with counterparts
- Renumbering of fire stations and apparatus
- Developed and underdevelopment of Metro SOPs versus individual fire department policies (Program includes other agencies besides EFD and SFLS)
- Monthly meetings between the two fire chiefs to discuss operational, administrative, prevention, training issues, and cooperative efforts
- Fire and life safety codes are comparable and could be easily aligned
- Success of the joint ambulance summit seen as a harbinger of relations, with the two city councils, mayors, county commissioners, and other officials in attendance. Six guest speakers, the two hospital CEOs, the two fire unions, and joint official task force
- Political shift of the cities; not just economies
- Possibility to pattern the model used by the Metropolitan Wastewater Management Commission (MWMC)
- A positive change of direction with training between the departments, seen as an outreach
- Different strengths of the fire departments would have a synergistic effect on a combined organization
- Fire-Med program
- Cities have the ability and capacity to provide a level of support
- Existing programs in place that include: officer development, hiring, hose loads, guidelines, policies and procedures, and recruit training

Potential Benefits

- Even without any direct savings, there is wisdom in the prospect of joining the two organizations. Efficiencies, effectiveness, and cost avoidance in operations, functionality, and administration.
- Fire and life safety codes are comparable and could be easily aligned
- Eugene's training center with classrooms, driving grounds, burn building, and props in a single location (cost avoidance from developing another facility independently)

Phase II: Analysis and Benchmarks

Objective II-1 Evaluation, Review, and Benchmarking of the Current Organizations

The objective of this task is to conduct a thorough analysis of Eugene and Springfield fire protection services. The organizational analysis is based on the elements included in the following tasks:

- Task 1: Review of City/County Comprehensive Plans; ISO (Insurance Services Office) rating evaluation; past studies and recommendations; and a thorough review the following documents:
    - Most current ISO rating schedule and evaluation
    - City/County Comprehensive Plans
    - Internal and external organizational audits
    - Internal and external operational audits
    - Current level of service definitions and goals
    - Past studies and evaluations of the organizations
    - Review current community risk analysis
- Task 2: Organization Overview – A broad-spectrum overview of the organization evaluating:
    - Governance models
    - Responsibilities and line of authority
    - Compliance with attributes of successful organizations
    - History and general description of the fire departments today
    - Administrative/management models
    - Administrative and HR services
    - Chain of command
    - Organizational structures
    - Review all divisions and programs
    - Operating budgets, funding sources, fees, taxation, and financial resources
    - EMS budget resources
    - Support services
- Task 3: Staffing – Review the staffing levels of the fire departments. Areas considered include:

  - Review and evaluate administration, fire marshal's office, and support staffing levels
  - Review and evaluate operational staffing levels
  - Review staff allocation to various functions, divisions, and facilities
  - Review labor agreements
  - Review Standards of Coverage
  - Analyze current staffing performance for incidents
  - Review firefighter / EMS staff distribution and reliance on firefighter/paramedics assigned to EMS units (ALS/BLS)

- Task 4: Financial Profile – Review the past, present, and future financial picture of each fire department. Areas to be considered include:
  - Revenue and AV growth trends
  - Review taxation and tax rates
  - Review and evaluate current and future operational costs
  - Review and cost staff allocation to various functions, divisions, and facilities
  - Review capital assets and facilities
  - Review EMS and other revenue (subsidization)
  - Analyze current debt service of each organization
  - Billing services
- Task 5: Capital Assets and Capital Improvement Programs – Review status of current major capital assets (facilities and apparatus) and methods of financing capital needs.
  - Facilities – Inventory of fire stations, administration, support services, and training facilities
  - Apparatus / Vehicles – Inventory of primary emergency response apparatus

Community Fire Protection Insurance Rating (ISO)

ISO reviews the fire protection resources in communities and provides a Public Protection Classification™ (PPC). The PPC is the rating system from which many insurance companies base fire insurance rates. The rating system evaluates three primary areas: the emergency communication and dispatch system, the fire department, and the community's pressurized hydrant or tanker-based water supply. The overall rating is then expressed as a number between 1 and 10, with 1 being the highest level of protection and 10 being unprotected or nearly so. It is also important to note that, according to the ISO website information on the

PPC™ minimum criteria, "…(T)he ISO generally assigns Class 10 to properties beyond five road miles…" from a fire station.[1]

The ISO reviews fire protection in three major categories. The categories are:

- Communication (10 percent)
- Water Supply (40 percent)
- Fire Department (50 percent)
    - Credit for Ladder Service
    - Credit for Distribution
    - Credit for Company Personnel – 15.00 plus points[2]
    - Credit for Training

Sometimes, ISO penalizes municipalities that demonstrate a relative difference between the capabilities of the fire and water components by assessing divergence points. Such penalties represent a reduction of score to reflect a deviation between the relative ISO Class of the fire department compared to water supply. For example, if a water supply system scores at a relative Class 3 and the fire department surveys at a relative Class 6, the overall rating is very likely to include a significant penalty in the form of divergence points.

The Insurance Services Office last surveyed the EFD in January 2008 and SFLS in April 2005; ISO assigned the Eugene FD a Class 3 rating and Springfield FLS a Class 3. A rating breakdown of the most recent ISO surveys is shown in the table below in Figure 1.

Figure 1: Summary of ISO Credit by Classification

ISO Classification	EFD	SFLS	Maximum
Communication – Receiving and Handling Alarms	6.35	6.50	10.00
Water Supply	37.18	34.21	40.00
Fire Department Creditable Points	35.91	37.59	50.00
Divergence Reduction[3]	(4.23)	(5.11)	N/A
Total Creditable Points	**75.21%**	**73.19%**	**100.00%**

[1] Information obtained from the Insurance Services Office website, www.isomitigation.com.
[2] Fire departments that meet the ISO standard for emergency personnel on duty receive the maximum credit. Departments that exceed requirements are awarded credit above the maximum.
[3] Divergence is a reduction in credit to reflect a difference in the relative credits for fire department and water supply.

EFD received 75.21 percent and SFLS 73.19 percent credit of out of a possible 100 percent. To improve on the ISO rating would require increases of approximately five and seven points respectively.[4]

There are four areas included in the ISO survey. Of the four the fire department section of the FSRS (Fire Suppression Rating Schedule) is a review of engine and ladder-service companies, equipment carried, response to fires, training, and the number of available firefighters. The following figure (Figure 2) provides a detail of the classification credits assigned to the fire departments in the 2008 ISO surveys.

Figure 2: ISO Credit – Fire Department

Fire Department Classification	EFD	SFLS	Maximum
Credit for:			
Engine Companies	9.80	9.16	10.00
Reserve Pumpers	0.98	0.99	1.00
Pump Capacity	5.00	5.00	5.00
Ladder Service Companies	2.65	2.40	5.00
Reserve Ladder Service Companies	0.53	0.30	1.00
Distribution	2.15	3.22	4.00
Company Personnel	6.61	6.84	15.00
Training	8.19	6.30	9.00
Total	**35.91%**	**34.21%**	**50.00%**

In the fire department classification, two areas that would have the greatest positive impact on the ISO rating of the fire departments is an increase in the number of personnel and ladder service companies. Credit for company personnel is the "…(A)verage number of equivalent firefighters and company officers on duty with existing companies."[5] For ladder services companies, "…(T)he number of ladder and service companies and the equipment carried."[6]

A community's PPC™ can affect the decisions that insurers make about the availability and price of property insurance. Many insurance companies make at least some use of the classification to price fire policies, determine which types of coverage to offer, or to determine deductibles for individual homes and businesses. Notwithstanding the community's classification, individual insurance companies establish their premiums, not the Insurance

[4] EFD's ISO rating is a retrograde from an ISO Class 2.
[5] ISO (Insurance Services Office, Inc., classification details.
[6] Ibid.

Services Office. The particular system that any given company uses when calculating premiums for property insurance may be affected by that company's fire-loss experience, underwriting guidelines, and marketing strategy. This makes it extremely difficult to generalize how any improvement or decline in the PPC™ will affect specific insurance policies or premiums.

The figure below illustrates how insurance premiums may vary for two typical structures under a couple of insurance companies' current rating schedules. While representing reasonable examples of the affect of the PPC™ on insurance premiums, the value of the premium credits for the different PPC™ ratings vary between insurance companies. Information for this example is taken from a report published by the League of Minnesota Cities entitled *The ISO Fire Protection Rating System*.[7]

Figure 3: Representative Insurance Premiums by Fire Protection Class

Fire Class	$150,000 Residence	$1,000,000 Office Building
1	$670	$2,950
2	$670	$2,980
3	$670	$3,020
4	$670	$3,040
5	$670	$3,060
6	$670	$3,120
7	$670	$3,230
8	$777	$3,330
9	$972	$3,440
10	$1,072	$3,710

According to the report, there are some points to note regarding the insurance premium chart above:

- "In this schedule, no additional credit is given on residential property for a fire class better than 7. The reason has largely to do with the role that water supply plays in the ratings. Having a better water supply helps in fighting fires in larger commercial structures, and therefore is reflected in a better rating. But for most residential fires a lesser water supply is actually needed, and having more than that available really doesn't help the fire district fight that particular residential fire any better. There's some variation among insurance companies (e.g., some might allow additional credit for class 6, others might lump classes 7 and 8 together for rating purposes, etc.) but this general pattern is fairly typical for residential premium structures."

[7] Pete Tritz, October 2004.

- "Not all insurance companies use the ISO classifications. This is especially true for residential coverage. Some companies have their own rating systems based on their own historical loss data for the area rather than on an evaluation of the fire protection in the area. Other insurance companies use their own systems for rating the fire protection for a particular property; a company might classify properties based on the individual property's distance from a fire station and water supply, for example."

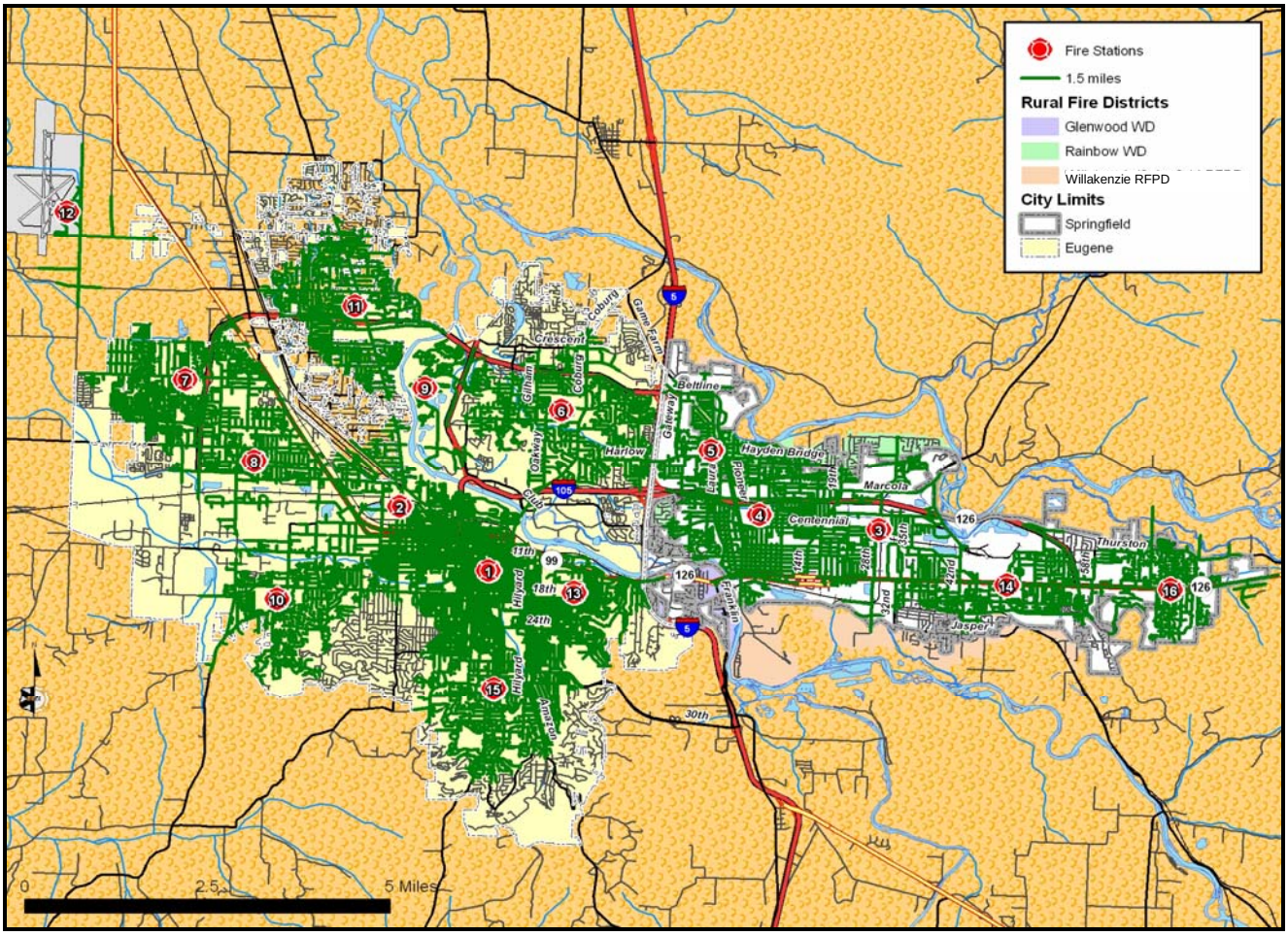
The location of fire stations affects ISO ratings through engine and ladder company distribution credit in Section 561 of the PPC™ schedule. This section accounts for just a four point maximum out of 50 possible points for fire department. Because of the relatively few points awarded for distribution, it rarely is the most effective way to pursue PPC™ improvement. For example, the number of personnel available (Section 570) is worth 15 of the possible 50 points, and firefighter training (Section 580) is worth nine points. In a typical fire department, significant improvements in the quality, quantity, and documentation of training can result in greater credit improvements at much less cost than the addition or movement of fire stations to improve credit under the distribution section.

While distribution credits in the PPC™ may not be the most important factor in the decision to add facilities, this issue affects the community's rating classification and should be given consideration.

An examination of travel coverage based upon the PPC credentialing criteria by the Insurance Services Office reveals that to receive maximum credit for coverage, all "built-upon" portions of a community need to be within 1.5 road miles of an engine company and 2.5 road miles of a ladder or service company. In order to determine the distribution of engine companies across built-upon areas, ISO reviews the response area of each existing engine and identifies the number of fire hydrants within that area. ISO analyzes whether there are geographic areas of a city/district outside of the existing engine company response zone where at least 50 percent of the number of hydrants served by the largest existing response area that could be served by a new engine.

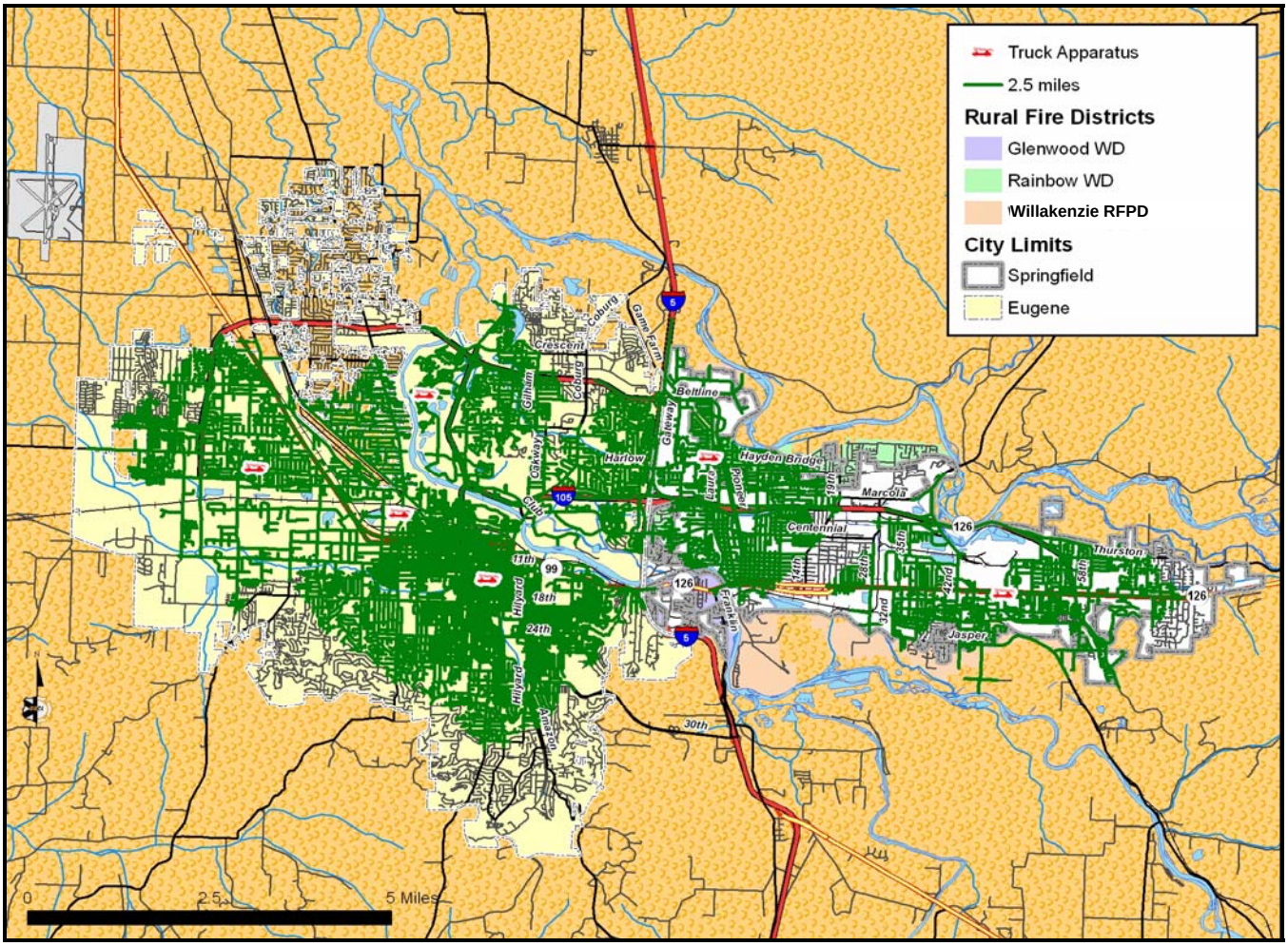
For ISO purposes, the response area is measured at 1.5 miles of travel distance from each engine company over existing roadways. In order for a structure to be in a protected rating for insurance purposes, it should be within five miles of a fire station. There are a few areas of the contract service areas that would be affected by a five-mile distance.

Figure 4: ISO Engine Distance Coverage



Similarly, to achieve optimum credit for the number of truck companies[8], ISO reviews the response area of each existing ladder company and identifies the number of fire hydrants within those zones. ISO analyzes whether there are additional geographic areas of the City outside of existing ladder response areas where at least 50 percent of the number of hydrants served by the largest existing response area could be served by a new truck. For ISO purposes, the response area is measured at 2.5 miles of travel distance from each ladder company over existing roadways.

Figure 5: ISO Truck Distance Coverage



[8] The term ladder truck is synonymous with ladder, aerial device, elevating platform, and aerial platform. The terms have to do more with the equipment carried on the apparatus and the tasks they are used for on the fire ground.

Positive Attribute 1: The ISO engine distance as well as the truck company coverage maps clearly indicates seamless and exceptional coverage to the service area.

Internal and External Organizational and Operational Audits

Organizational audits involve instances where an organization consents or is compelled to allow an individual, group, or company to conduct an assessment. An audit may be limited to a single aspect or program (finance for example), or so broad as to cover all activities. Audits often evaluate the quality, effectiveness, and efficiencies of programs as well as compliance with laws and regulations.

EFD and SFLS have each conducted organizational audits within the last two years. Eugene FD produced their 7th annual edition Standards of Response Cover in January 2008 and Springfield published a Standards of Cover and Deployment Study in April 2007. The City of Springfield also performed an employee survey in February 2009 that included all municipal departments of the city.

Eugene Fire and EMS Department has received accredited agency status by the CFAI (Commission on Fire Accreditation International). The CFAI program is a comprehensive self-assessment and evaluation model for fire and emergency service organizations. The program offers fire and EMS agencies a process of continuous improvement and involves an initial site visit, annual updates, and re-accreditation every five years. The process seeks to improve a fire departments level of professionalism, while enhancing service delivery. It helps in determining risks and fire safety needs, evaluating performance, and provides a method for continuous improvement.[9]

In January 2002, the City of Springfield completed an in-depth feasibility study. That study examined the probable financial outcome of shifting responsibility for fire protection and EMS from a municipally-based fire department to a fire protection district. The preferred option of feasibility was the annexation of SFLS to an existing fire district, with Willakenzie Fire District being identified as the most feasible and practical partner. Springfield City Council approved this option as a reasonable, stable, long-term solution to funding fire and emergency services. However, the Lane County Boundary Commission denied the City's request for annexation.

[9] Program description, CPSE (Center for Public Safety Excellence), CFAI (Commission on Fire Accreditation International).

Current Level of Service Definitions and Goals

Springfield Fire & Life Safety

Springfield FLS has adopted standards of cover. The agency measures day-to-day performance using data provided by the dispatch center. Turnout time, distribution, and concentration performance measures provide a means to asses and manage the ongoing deployment capabilities of SFLS.

SFLS compiles monthly reports of each of the following criteria:

- Turnout time performance by unit for emergency events
- Turnout time performance by unit for non-emergency events
- Travel time performance by unit for emergency events
- Travel time performance by unit for non-emergency events
- Overall travel time performance of first alarm assignment

These reports are reviewed by the battalion chiefs for identification of any response time anomalies.

Quarterly reports are prepared on:

- The overall travel time performance by shift
- Travel time performance by first-due units for both emergency and non-emergency events
- Overall performance

The review of performance levels by the operations chief identifies any response time abnormalities.

Annual performance review and evaluation includes:

- Overall response by type of call
- Overall response by month of the year
- Overall response by day of week
- Overall performance of alarm processing times
- Overall performance of turnout times

- Turnout time performance by each unit
- Travel time performance by each unit
- Travel time performance by first alarm assignment
- A pin map showing the location of all responses. The map is color coded showing responses within the goal as green, responses within 60-seconds of the goal as yellow, and those beyond 60-seconds as red. The purpose of the map is to show if call distribution beyond the response time goal exhibits any discernable pattern.
- Number of EMS calls per unit
- EMS calls by main complaint
- Utilization ratio of each individual company
- Call workload by hour of day (for use in determining potential of peak activity units)

Performance expectations are communicated throughout the Springfield organization. In some instances, the very awareness of certain information motivates improved performance. Areas in which this result has been experienced include data collection, reporting accuracy, and turnout times.

Eugene Fire & EMS Department – Level of Service

Eugene Fire & EMS Department has developed response standards and goals.[10] Response areas are classified by risk. Risk Area A includes all territory within the Eugene city limits or the River Road Water District (entirely within the Eugene UGB). This area, while varying somewhat in density and land use, includes a relatively high number of industrial, commercial, and residential structures.

Territory classified as Risk Area B includes the primarily rural property located in the four fire protection districts served by EFD. Each of the districts lies mostly outside the UGB. These areas contain agricultural or forest land and associated structures, with some rural residential development. For the most part, these areas are not served by municipal water systems, nor are they equipped with a fire hydrant network. Travel time for the two zones is:

- (Zone A) travel time for all units needed for effective initial response to arrive on scene: 10 minutes or less for 80 percent of calls
- (Zone B) travel time for 15th person on scene (when this level of response is required): 11 minutes or less for 80 percent of calls

[10] Information is excerpted from the City of Eugene Fire & Emergency Medical Services Department, Standards of Response Coverage, January 2008.

Figure 6 shows the boundaries of these two risk areas (Risk Area A and B) in relationship to the department's overall response area.

Figure 6: Eugene FD – Risk Map

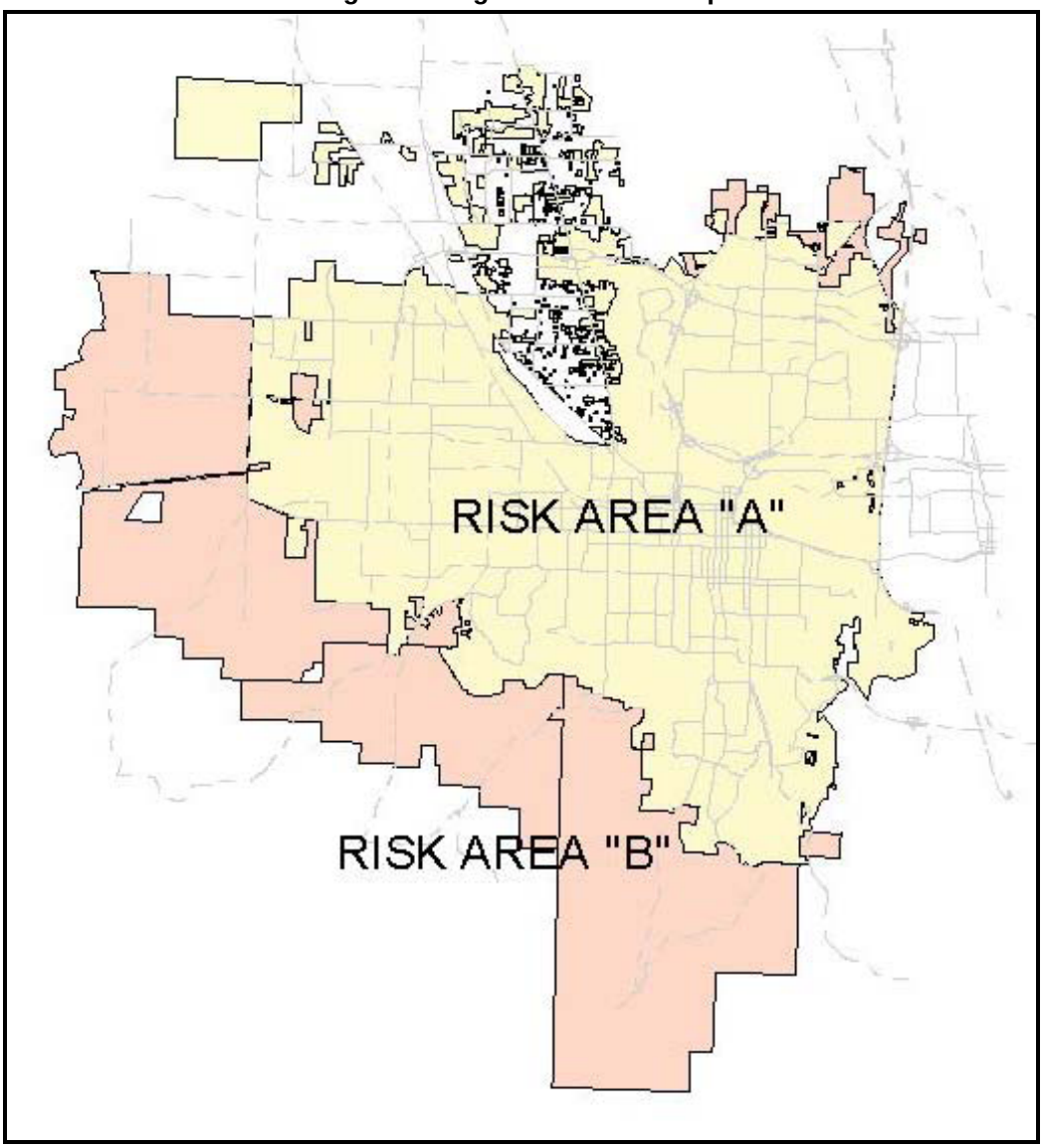


Figure 7 compares the performance measures adopted by the two departments.

Figure 7: Performance Measures

Performance Measure	Eugene FD	Springfield FLS
Call Processing	2 minutes or less for 80% of all calls	2 minutes and 28 seconds for 90% of all calls
Turnout Time	2 minutes or less for 80% of all calls	90th percentile, 2 minutes and 30 seconds for all emergencies
Distribution	• Risk Area A: 5 minutes or less for 80% of all calls • Risk Area B: 9 minutes or less for 80% of all calls	90th percentile, first SFLS unit on scene within 6 minutes and 30 seconds
ASA plan response time standards (turnout time + travel time) are as follows:	• Urban/Urbanizable (zone 1) Less than 10 minutes 85% of all calls • Suburban (zone 2) Less than 20 minutes 85% of all calls • Rural (zone 3) Less than 45 minutes 85% of all calls	• Urban/Urbanizable (zone 1) Less than 10 minutes 85% of all calls • Suburban (zone 2) Less than 20 minutes 85% of all calls • Rural (zone 3) Less than 45 minutes 85% of all calls • Frontier (zone 4) More than 45 minutes 85% of all calls
Low rise residential or commercial property fires	3 engine companies, 1 truck company, 2 chief officers, 1 medic unit	3 engines, 1 truck, 1 chief officer and 1 ambulance (15 personnel) within 9 minutes and 15 seconds of dispatch 90 percent of the time
Medium rise residential or commercial property fires	4 engine companies, 2 truck companies, 2 chief officers, 1 medic unit	3 engines, 2 trucks, 1 ambulance and 2 chief officers (18 personnel) within 10 minutes and 30 seconds of dispatch 90 percent of the time
High rise	5 engine companies, 2 truck companies, 2 chief officers, 2 medic units	3 engines, 2 trucks, 1 ambulance and 2 chief officers (18 personnel) within 10 minutes and 30 seconds of dispatch 90 percent of the time
Vehicle and brush type fires	1 engine company – increases seasonally to 2 – 3 engines/brush engines/water tenders	1 engine (grass or brush) and 1 chief officer (4 personnel) will arrive within 8 minutes and 15 seconds of dispatch 90 percent of the time
Emergency medical situations and motor vehicle crashes	1 engine company or 1 truck company, 1 medic unit	1 engine and 1 ambulance (5 personnel) will arrive within 8 minutes and 30 seconds of dispatch 90 percent of the time
Confirmed flammable liquid hazardous material situations	Not expressed	3 engines, 1 truck, 1 ambulance, and 1 chief officer (15 personnel) will respond within 10 minutes and 30 seconds of dispatch 90 percent of the time
Water rescue situations	On-duty Water Rescue Team, 2 engine companies, 1 medic unit, 1 chief officer	1 engine, 1 rescue boat, 1 ambulance and 1 chief officer (9 personnel) will arrive as soon as reasonably possible considering accessibility

In addition to the more common performance measures in Figure 7 above, EFD has two measures not shared with Springfield. They apply to airport operations:

- Airport response – small aircraft, 1 ARFF (Aircraft Rescue Fire Fighting) unit, 1 engine company, 1 chief officer, 1 medic unit
- Airport response – large aircraft, 1 ARFF unit, 1 truck company, 1 engine company, 2 water tenders, 1 chief officer, 1 medic unit

Positive Attribute 2: The performance measures of EFD and SFLS are well-suited for measurable benchmarks.

Engines and Ladder Trucks

Effective fire ground operations depend on a defined command system capable of separating firefighters into coordinated units consisting of the necessary personnel, equipment, and expertise to accomplish assigned tasks. The typical command system will use two specific task-level groups to provide this separation. These two groups are called engine companies and ladder/truck companies. EFD and SFLS both use engines and ladder trucks in delivering fire suppression services.

The most efficient use of personnel and equipment exists in operations where engine and ladder/truck companies have different responsibilities clearly spelled out by the department. Such an approach leads to an aggressive, well-balanced fire attack, with ladder companies opening up ahead of advancing engine companies.

Engine companies are trained and equipped to:

- Provide water: Sometimes this begins with the use of tank water, quickly followed by an uninterrupted supply of water from hydrants, drafting sources, or tankers.
- Select and stretch hose lines: Choosing the correct hose lines depends on the severity and intensity of the fire. The initial fire attack should begin with a combined flow of 200 gpm backed up within reasonable time by an additional line with a flow of at least 200 gpm.
- Operate nozzles: Proper operation will provide protection for firefighters and fire victims, limit fire spread, or bring the fire under control. The proper choice depends on:
    - Fire extent
    - Distance to the fire
    - Fire flow requirements
- Remove endangered occupants: Firefighters must search the interior for victims and remove them to a safe location. Note: this is usually the function of a ladder or rescue company, but engine companies must be able to complete this task as well.

Ladder companies are trained and equipped to:

- Locate and remove endangered occupants: This usually means first determining the location and extent of the fire, the number of persons endangered, and their physical and emotional state.
- Treat the injured: In the absence of specific emergency care units, or when those units are overwhelmed, ladder companies may have to provide emergency care.
- Provide forcible entry and gain access: This is necessary to get attack teams into the building and endangered occupants out. Gaining access is the process of removing barriers to allow engine companies to put water directly on the fire, e.g., opening concealed spaces and pulling ceilings.
- Ventilate: Ventilation is the systematic removal of products of combustion from the structure to protect occupants and provide a tenable atmosphere for fire fighters.
- Check for fire extension: The complete check of all areas in and around the fire to ensure that the fire is extinguished, beginning in the area in which there are potential victims or savable property.
- Raise ladders: Placement of ground ladders and/or aerial apparatus to the fire building and exposure building for rescue or to provide firefighter access and egress.
- Control utilities: Initiate and maintain control of electricity, water, gas, HVAC systems, etc.
- Provide adequate fire ground lighting: For interior operations along with electricity for power tools.
- Operate elevated master streams: Provide personnel and equipment for correct use of ladder pipes, platform pipes, etc.
- Perform salvage: Cover building contents to protect from water damage, remove both water and the products of combustion from the building, and cover building openings to protect the contents from the elements.
- Perform overhaul: Ensure the complete extinguishment of the fire, place the structure in a safe condition, and (if possible) return it to use.

Organization Overview

The purpose of this objective is to provide a broad-spectrum overview of the Eugene Fire & EMS Department and Springfield Fire & Life Safety. For each task a description is made of department processes independently, a comparison of methods used, and an evaluation compared to best practices. The central focus of each assessment is to determine commonality, identify opportunities for cooperation, and describe any barricades to integration.

Eugene – Overview

The City of Eugene is the second-largest city in Oregon, with a population of approximately 154,620 and an incorporated area of 43.4 square miles.[11] Located in western Oregon's southern Willamette Valley, the community was first officially recognized with the establishment of a post office in 1850. It was formally incorporated in 1862 as Eugene City, after early settler Eugene Skinner, and then renamed two years later as the City of Eugene.

Eugene Fire & EMS Department provides fire, rescue, emergency medical, code enforcement, hazardous materials response, and fire/injury prevention education services to the citizens of Eugene and to five neighboring special districts through long-standing contractual agreements. Eugene FD provides fire protection in an area of 43.4 square miles in the City and to a total 72.8 of the 4,554 square miles in Lane County. The department also is the ALS (Advanced Life Support) and ambulance transport agency to 438 square miles (ASA #4), under the Lane County ASA Plan.[12]

Of the 345,878 Lane County residents, EFD protects 53.49 percent; over half of the total population. Eugene Fire & EMS' primary service area for fire and first response medical calls is limited to city limits of Eugene. The area consists of a relatively traditional community distribution pattern, a major university featuring a densely developed downtown business core with well-established residential neighborhoods surrounding it. There are areas of industrial and commercial development outside the downtown core as well. This arrangement lends itself reasonably well to a traditional fire station location network based on emergency incident response pattern experience.

A noteworthy exception to this is the urban transition area, which includes the largely unincorporated tracts of River Road, Santa Clara, and the Highway 99 Industrial Corridor. The majority of the urban transition area lies within Eugene's Urban Growth Boundary (UGB). It is anticipated that all property within the urban transition area will eventually be annexed to the City of Eugene, although a definitive timeline has not been established for this transition. As a result, the area contains a growing number of parcels that have been annexed into the city interspersed among many unincorporated properties. Eugene Fire & EMS is charged with

[11] Information is excerpted from the City of Eugene Fire & Emergency Medical Services Department, Standards of Response Coverage, January 2008.
[12] Ibid.

providing fire protection and EMS first response to only the annexed properties, while the rural fire districts continue to service the unincorporated tracts.

In addition to the areas within city limits, Eugene Fire & EMS is the provides fire protection and EMS first response to four rural fire protection districts – Bailey-Spencer RFPD, Eugene RFPD #1, Willakenzie (west) RFPD, and Zumwalt RFPD, as well as the River Road Water District. This coverage is provided and maintained through long-standing intergovernmental contracts with each district. With the exception of the River Road Water District, the districts serve neighboring rural areas lying mostly outside of Eugene's established UGB.

Springfield Overview

The City of Springfield is located in Lane County, Oregon, separated from Eugene, primarily by Interstate 5. Springfield was named after a natural spring located in a field or prairie within the current city boundaries. In 2008 the city reported a population of 58,005.[13] Springfield Fire & Life Safety protects an estimated 7,900 additional citizens through service contracts. Incorporated as a city in 1885, Springfield is one of the larger cites in Oregon (9th in population), just behind Medford and ahead of Corvallis.

Springfield Fire & Life Safety provides fire protection in an area of 18.798 square miles within the 4,554 square miles of Lane County. The department also is the ALS (advanced life support) ambulance transport agency for the east/central ambulance service area under the Lane County ASA (Ambulance Service Area) Plan.[14] The ASA (ASA #5) consists of about 2,000 square miles with a population of approximately 90,000. The current UGB (Urban Growth Boundary) would allow the municipal service area of the city to eventually increase to 22.809 square miles.

Of the 345,878 Lane County residents, SFLS protects about 19.06 percent of the population. In addition to the areas within the city limits, the department provides service to portions of Willakenzie Rural Fire Protection District, Rainbow Water District, and the Glenwood Water District.

The service area of SFLS is mostly a mix of urban and suburban residential and commercial development with some perimeter rural and hillside forest land interface. The services provided

[13] Population Estimates for Oregon and Its Counties and Incorporated Cities: April 1, 1990 - July 1, 2008, Prepared by Population Research Center, PSU, March 2009.
[14] Lane Code Chapter 18, Lane County Ambulance Service Area Plan.

in each of these areas vary significantly. The differences are based on infrastructure, resource availability, and the frequency and types of emergencies.

Figure 8 provides a summary of the population and size of the service areas of the two departments.

Figure 8: Service Area Statistics

Jurisdiction	Population	Area (sq mi)
City of Eugene	154,620	43.4
Bailey-Spencer RFPD	572	5.0
Eugene Fire District #1	1,048	9.8
Willakenzie RFPD	1,020	1.2
Zumwalt RFPD	1,404	11.6
River Road Water District	8,520	1.8
Sub-total	**167,184**	**72.80**
City of Springfield	58,005	18.80
Glenwood FPD	1,241	1.00
Willakenzie RFPD	1,804	2.00
Rainbow Water District	4,869	2.00
Sub-total	**65,919**	**22.80**
Total	**233,103**	**105.60**

Over two-thirds (approximately 67.40 percent) of the population in Lane County is served by the two departments.

Governance Models

City of Eugene – Governance

The current Eugene City Charter was adopted in 1976 and has been amended numerous times since then. The city operates under a council/manager form of government. The city council develops and adopts policies to direct the city organization, and employs a professional administrator (city manager) to oversee all city employees. The city is organized into six departments:

- Central Services
- Fire and EMS
- Library, Recreation, and Cultural Services
- Planning and Development
- Police
- Public Works

The City Council has eight members. Councilors are elected by geographic ward on a nonpartisan ballot for staggered four-year terms. The mayor serves as the city's ceremonial head, political leader, and chair of the city council. The mayor is elected by the city at large on a nonpartisan ballot for a four-year term.

City of Springfield Governance

Springfield incorporated in 1885, operating today under a city charter recently amended by the Springfield General Grant of Powers. The mayor and the city council make up the legislative branch of Springfield's city government. Each of the six members of the City Council is elected by citywide vote and represents an area of town called a ward. The mayor is also runs for office in a citywide election. The mayor and council appoint a number of the city staff, including the city manager.

The individual departments of the City of Springfield include

- City Manager's Office
- Development Services
- Finance and Courts
- Fire and Life Safety
- Human Resources
- Information Technology
- Library
- Police
- Public Works

Responsibilities and Line of Authority

The Cities of Eugene and Springfield are governmental entities formed under the laws of the State of Oregon and are located in Lane County. Both operate municipal fire departments that provide fire protection and other emergency and non-emergent services.

Eugene and Springfield have formalized organizational structures that have delegated the responsibility, authority and accountability to individuals and departments. In Springfield responsibility for fire prevention, fire suppression, and EMS (emergency medical services) are

assigned to the Department of Fire & Life Safety. As manager of the department, the fire chief reports to the assistant city manager.

The city of Eugene has tasked these emergency service activities to the Eugene Fire & EMS Department. Management of the department is under the authority of a fire chief who reports to the city manager of the City.

In each city a formal reporting relationship, includes lines of authority and responsibility for decision making that follow typical municipal hierarchy and span of control. Systems are in place to ensure effective coordination of employee activities of both departments, internal and external to the cities.

Persons who are responsible for the administration of fire and emergency medical services are faced with a complex task made even more difficult by the realities of modern society. Today's emergency managers must consider and evaluate many elements that may dictate the amount and method of emergency service delivery to respective communities. The level of risk inherent within a community, the capabilities of the existing emergency system, the community's political climate, an organization's internal culture, local economic constraints, and external resources all influence the establishment of goals and objectives aimed at improving fire and emergency medical services.

Administrative/Management Models

A well-designed organizational structure should reflect the lines of responsibility and authority within the agency, provide for the equitable distribution of the workload, and clearly define the official path of internal communication. The lines of an organizational chart visually clarify accountability, coordination, and supervision. Detailed job descriptions should provide the particulars of each job within the organization, helping to ensure that each individual's specific role is clear and focused on the overall organization mission.

Span of control, also known as span of management, is a human resources management term that refers to the number of subordinates a supervisor can effectively manage. Developed in the United Kingdom in 1922 by Sir Ian Hamilton, the concept of span of control evolved from the assumption that managers have finite amounts of time, energy, and attention to devote to their jobs. In his research of British military leaders, Hamilton found that leaders could not effectively oversee more than three to six people directly.

This generally accepted rule of thumb is still considered relevant today and applies not only to the military, but also correspondingly to the fire service. It is important to note that all managers experience a decrease in effectiveness as their span of control exceeds the optimal level. In other words, the limitations implied by span of control are not shortcomings of individual managers, but rather of managers in general. In addition, it is important to understand that span of control refers only to direct reports rather than to an entire corporate hierarchy (all personnel in the fire department).

> *Extending span of control beyond the recommended limits engenders poor morale, hinders effective decision making, and may cause loss of the agility and flexibility that give many entrepreneurial firms their edge.*[15]

Organizational charts in the next section show the current organizational structures for each of the fire departments. A discussion on recommended organizational structures follows.

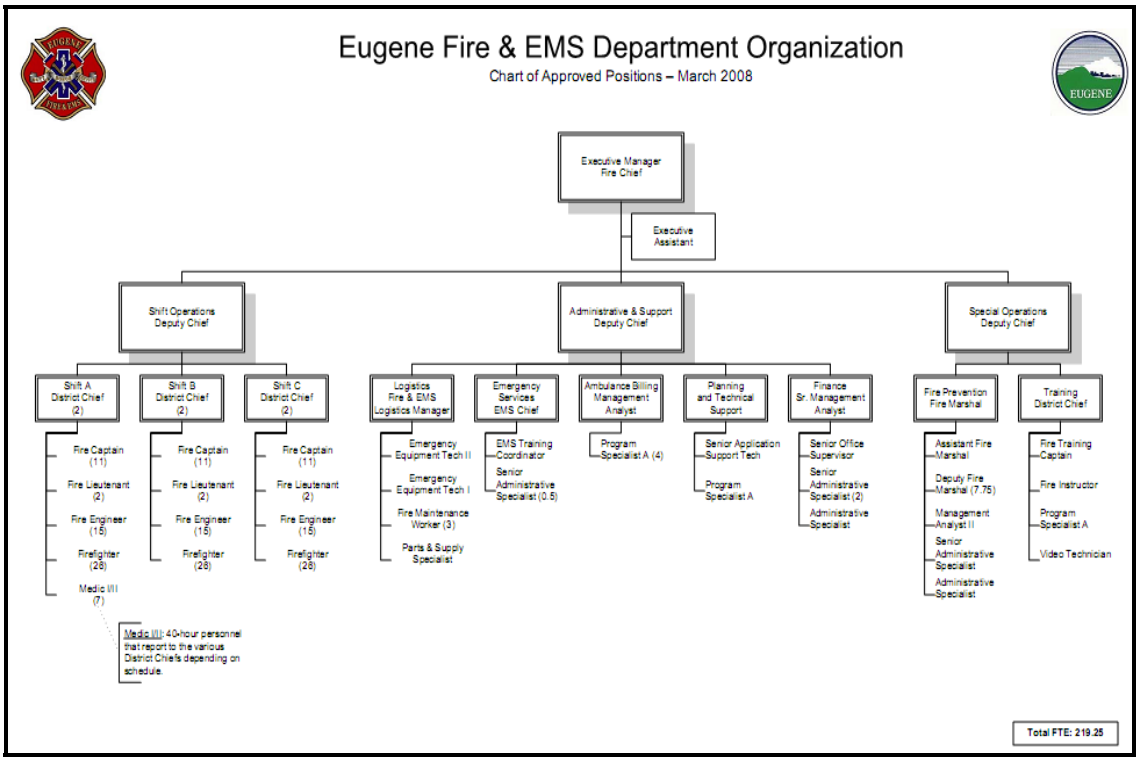
Eugene Fire & EMS Department – Lines of Authority and Chain of Command

Fire protection in Eugene was first organized on April 3, 1872, as the Eugene Hook and Ladder Company Number 1. The department has been in continuous operation since that time and is now known as the Eugene Fire & EMS Department (EFD). EFD began providing ambulance transport services in 1981 and continues to provide this service to a large part of central Lane County. EFD is one of only approximately one hundred thirty agencies worldwide to be officially accredited by the Commission on Fire Accreditation International, Inc.

The Eugene City Manager appoints the fire chief, who is responsible for organizing and administering the fire department. The department is organized into three functional divisions: shift operations; special operations, training, and prevention; and administrative and support services. EFD is arranged as a traditional top-down hierarchy with three main branches under the oversight of the fire chief: shift operations, administration and support, and special operations (Figure 9).[16]

[15] Hendricks, Mark, *Span Control*, Entrepreneur, January 2001.
[16] Position of lieutenant was eliminated during the most recent labor negotiations.

Figure 9: Eugene FD – Organizational Chart



Three deputy chiefs and an executive assistant report directly to the fire chief. The deputy chiefs, manage the activities of seven district chiefs, a fire marshal, an EMS chief, a logistics manager, two management analysts, and the technical support section. The deputy chief of shift operations has six direct reports. While supervising six subordinates is on the high end of span-of-control, district chiefs of operations generally manage daily department operations independent of supervision.

EFD has 26 occupation classifications for a total of 44.25 FTEs in administration and support positions. In contrast, there are seven classifications for the 175 FTEs on the operational side of the fire department. These are in keeping with the City of Eugene's classification structure.

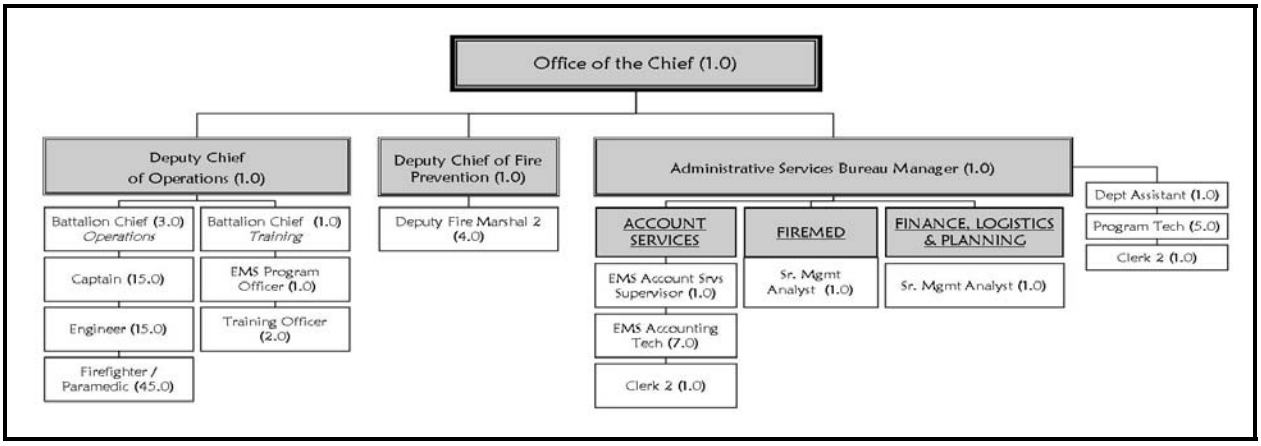
Job positions should include a title that makes the most sense to the organization and to customers. Titles need to be consistent and well managed but, sometimes a special title is adopted more as a means of employee recognition than position function. Consistency in applying job titles throughout the department is important both internally and externally. We recommend that EFD should review the 26 administrative and support classifications with the goal of reducing the number and complexity of job titles.

Springfield Fire & Life Safety – Line of Authority and Chain of Command

Fire suppression was first organized on January 4, 1886 as Springfield Fire Company. The department has been in continuous operation since that time and is now known as Springfield Fire & Life Safety (SFLS). Springfield began providing ambulance transport services in 1981 and continues to provide this service to a large part of central/east Lane County.

The city manager appoints the fire chief who works as an at-will employee without written agreement or term. The fire chief is responsible for the organization and administration of the fire department. SFLS is organized in top-down hierarchy that includes administration, management, and operational levels as depicted below (Figure 10).

Figure 10: Springfield FLS Organizational Chart



The fire chief is responsible for the direct supervision of three individuals, a number that we consider to be an appropriate span of control.

We make no recommendations for improvement specific to the governance of SFLS.

Positive Attribute 3: The administrative/management models, lines of authority and chain of command, and organizational structures of the Eugene and Springfield are similar.

Attributes of Successful Organizations

Foundational Policy

Efficient and effective governmental organizations are guided by clear policies and rules that lay the foundation for effective organizational culture. Policies and rules should set the boundaries for expected and acceptable behavior while not discouraging creativity and self-motivation.

A comprehensive set of departmental operating rules and guidelines should contain at least two primary sections.

1. Administrative Rules – This section would contain all of the rules that personnel in the organization are required to comply with at all times. Administrative rules, by definition, require certain actions or behaviors in all situations. Specifically, administrative rules should contain sections which address:

   - Public records access and retention
   - Contracting and purchasing authority
   - Safety and loss prevention
   - Respiratory protection program
   - Hazard communication program
   - Harassment and discrimination
   - Personnel appointment and promotion
   - Disciplinary and grievance procedures
   - Uniforms and personal appearance
   - Other personnel management issues

2. Standard Operating Policies (SOPs) – This section should contain "street-level" operational standards of practice for personnel of the department. SOPs are different from administrative rules in that variation is allowed in unique or unusual circumstances where strict application of the SOP would be less effective. The document should provide for a program of regular, systematic updating to assure it remains current, practical, and relevant. SOPs should be developed, approved, and enforced under the direction of the fire chief.

Eugene Fire & EMS – Rule and Standard Operating Policies (SOPs)

Eugene maintains a city personnel manual, and the fire & EMS department has administrative rules, and department SOPs. The city provides separate policy manuals including financial administration and human resource information. The department itself has policies covering fire department administration, apparatus, communications, emergency incidents, equipment, facilities, operations, prevention, and training. Copies of all documents are available via the city intranet.

Policies in the Eugene Fire & EMS Operations Manual include a purpose, scope, and responsibility statement, a section titled what the law allows, and the policy or procedure. The basis for responsibility is related to a person's position in the department with higher rank having

progressively more responsibility. Dates on the each policy detail the inception, effective, revision, and date for review. Some policies include the revision number.

Springfield Fire & Life Safety – Rule and Standard Operating Policies (SOPs)

Springfield maintains a city personnel manual and the fire & life safety department, administrative rules, and department SOPs. The city provides separate policy manuals including financial administration and human resource information. The department itself provides policies covering fire department administration, apparatus, communications, emergency incidents, equipment, facilities, operations, prevention, and training. Copies of all documents are available via the city intranet.

Each department's policies were given a general review for quality and content. The documents are well organized and include the appropriate policies either required by law or focused on reducing the risk of civil liability including a sexual harassment policy and family medical leave policies. Other policies cover routine procedures such as shift change, personal protective equipment, and uniform use. Policies or guidelines to be followed in actual emergency incident response or support are also provided.

EFD, SFLS, and a number of neighboring fire departments are moving toward a unified set of SOPs. Known as the Metro-Lane County Operations Manual, participating departments have first developed emergency operations policies.

Positive Attribute 4: Fire service providers are developing a single set of SOPs. Operating with common SOPs increases efficiencies at emergency incidents, offers cost avoidance in development, and most importantly contributes to firefighter safety.

Administrative and HR Services

Human resource management (HRM) is based on the assumption that workers and members of organizations are individuals with varying goals, desires, needs, and wants. As such, the workforce should never be thought of as an inanimate business resource. Because people represent the very foundation of any successful organization, HRM should take a positive view of workers, assuming that all wish to contribute productively; and that the main obstacles to any endeavor result from a lack of knowledge, insufficient training, or process failure.

Careful attention must be paid to managing the workforce to achieve maximum productivity for the organization and high satisfaction for the individual. A safe working environment, fair treatment, and recognition for a job well done are key components to job satisfaction.

It is important that the organization's members know to whom they should go when they have a problem, question, or issue related to their relationship to the department or city. In large companies, a human resource department typically handles this function. Staff within such a department addresses questions, issues, and tasks related to appointment, benefits, performance, discipline, promotion, or termination of employees.

HRM functions in all but the smallest businesses are a combined effort of the human resource department, legal counsel, supervisors, chiefs, managers, and company officers. The table below (Figure 11) catalogs HR management in both cities for creation and maintenance of job descriptions, rules, and employment agreements.

Figure 11: Human Resource Functions

	Eugene FD	Springfield FLS
Human Resource Management	City of Eugene HR Division Alana Holmes, Director	City of Springfield HR Department Bill Spiry, Department Director
Job Descriptions Maintained	All positions through HR division	All positions through HR department
Rules and Policies Maintained	City personnel manual, administrative rules, and department SOPs.	City personnel manual, administrative rules, and department SOPs. Available on intranet.
Employment Agreements	IAFF (International Association of Fire Fighters) Local 851 AFSCME Local 1724	IAFF Local 1395 SEIU Local 503

A comparison of wages, benefits, and other property rights in the IAFF agreements is made in the following objective.

Organizational Structures

BusinessDictionary.com says: organizational structure is the formal and informal framework of policies and rules, within which an organization, how it arranges its lines of authority and communications, and allocates rights and duties. Expressing organizational structure as an allocation of responsibilities to functions and processes is common. EFD and SFLS's organizational structures are in many ways comparable, but with differing styles. A variation in styles results from department priorities on objectives.

Springfield uses a greater percentage of personnel on FireMed than Eugene because SFLS administers the FireMed function of other EMS providers. The result is that a significant amount of non-tax revenue is available to fund the SFLS FireMed operation and other functions. If this revenue were not captured, either another source of funding would need to be found or programs would have to be reduced or eliminated.

Administration and Support Staff

In simplest terms, the primary job of administrative and support staff is to make sure that the firefighting and emergency medical personnel have the ability and means to do their job on the emergency scene. Support and administrative services are vital to the success of the fire department. With insufficient oversight, planning, documentation, training, and maintenance, the operational sections of the department will fail any emergency test. However, like other parts of the fire department, that part of the organization requires resources to function properly.

The ratio of administrative and support jobs is commonly compared to total positions of the fire department to gain a sense of the relative amount of resources committed to this important function. A suitable balance of the two components is essential to the success of the emergency mission of every fire department. A number of emergency workers adequate to be realistically able to fight fire, carry out rescue, and provide other emergency services at the expected level is fundamental to the delivery of fire protection. This age of increased regulation however, also makes it important that the documentation and oversight of administrative and support personnel take place.

EFD is managed and supported by 44.25 and SFLS 30.00 FTE personnel. A side by side comparison of position, title, and number of FTEs for each fire department is detailed in Figure 12 below.

Figure 12: Administration and Support Services Staffing

Position – Title	Eugene FD		Springfield FLS	
Administration and Support Staff	**FTEs**		**FTEs**	
Fire Chief	1.00	Executive Director, Fire/EMS Services	1.00	Fire Chief
Deputy Chief	3.00	Fire/EMS Deputy Chief	2.00	Deputy Chief Operations Deputy Chief Prevention/Haz Mat (Fire Marshal)
District Chief	3.00	EMS Chief District Chief Fire Marshal	0.00	
Assistant Fire Marshal	1.00	Assistant Fire Marshal	0.00	
Deputy Fire Marshal	7.75	Deputy Fire Marshal 1 Deputy Fire Marshal 2	4.00	Deputy Fire Marshal 2
Battalion Chief (Administrative)	0.00		1.00	Battalion Chief, Training
Training Officer	3.00	Fire Training Captain Fire Instructor EMS Program Officer	3.00	Training Officer EMS Program Officer
Management Analyst	1.00	Mgmt Analyst, Senior	2.00	Management Analyst Senior
Analyst	2.00	Management Analyst 1 Management Analyst 2	0.00	
Officer Supervisor	2.00	Office Supervisor, Senior Application Support Technician, Senior	1.00	EMS Account Services Supervisor
Program Technician	6.00	Program Specialist	12.00	Program Technician EMS Accounting Technician
Executive Assistant	1.00	Executive Assistant	1.00	Departmental Assistant
Administrative Specialist	5.50	Administrative Specialist Admin Specialist, Senior	2.00	Clerk 2
Emergency Equipment Technician	2.00	Emergency Equipment Technician I Emergency Equipment Technician II	0.00	
Fire Maintenance Worker	3.00	Fire Maintenance Worker	0.00	
Fire/EMS Logistics Manager	1.00	Fire/EMS Logistics Manager	1.00	Service Bureau Manager
Parts and Supply Specialist	1.00	Parts and Supply Specialist	0.00	
Video Technician	1.00	Video Technician	0.00	
Total FTEs	**44.25**		**30.00**	

A total of 74.25 FTEs are dedicated to the administrative and support services of EFD and SFLS. Statistically, the departments are maintaining a 20.18 percent (EFD) and a 27.78 percent (SFLS) ratio of administrative and support staff to total personnel (SFLS is 22.00 percent excluding FireMed staff). Each agency should determine the proper ratio of administrative/support and emergency positions dependent on local need. Other fire departments similar in size and character generally tend to maintain between 15 to 20 percent administrative and support jobs in the system.

The higher ratio observed at SFLS is attributable to the inclusion of FireMed and EMS accounting technicians who provide service to 23 governmental agencies under terms of intergovernmental agreements. As with SFLS, EFD has five FTEs committed to EMS billing and for that reason has a slightly higher ratio of administrative and support personnel. Secondly, both departments provide ALS and EMS transport services. Given the type and level of services provided the observed ratio is considered appropriate.

Emergency Services Staff

It takes an adequate and well-trained staff of emergency service responders to put the apparatus and equipment to its best use in mitigating an emergency incident. Too few workers at an emergency scene lessens the effectiveness of the response and increases the risk of injury to those at the scene.

Direct customer services in field operations are provided with 253 (FTE) personnel: 175 in Eugene FD and 78 in Springfield FLS (Figure 13).

Figure 13: Operations/Field Personnel

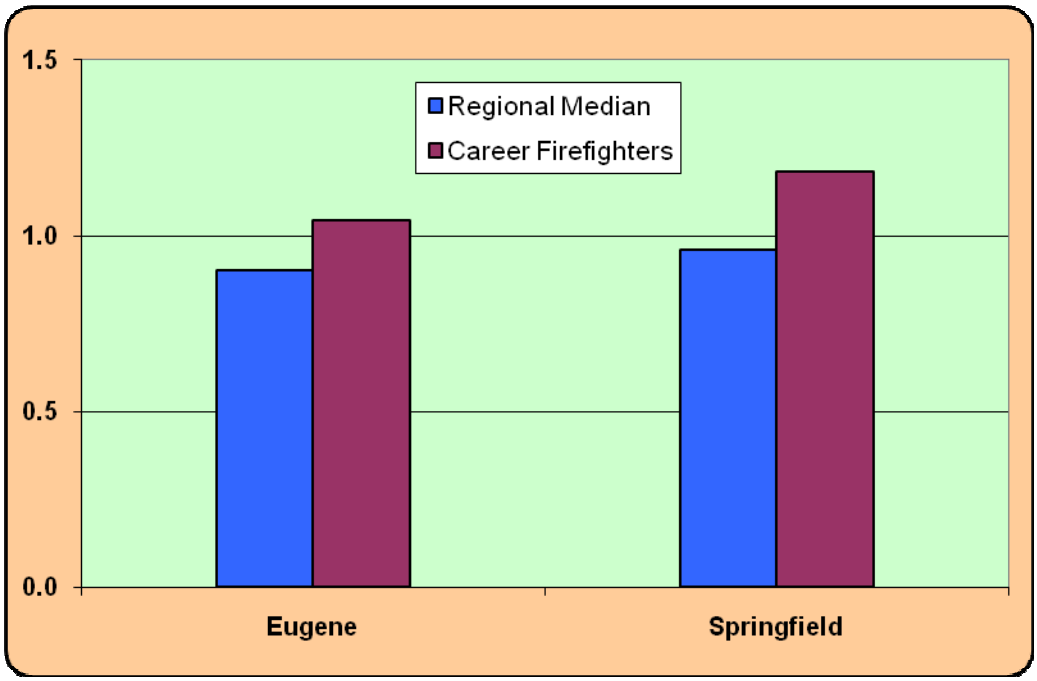
Position – Title	Eugene FD	Springfield FLS
Operations/Field Personnel	**FTEs**	**FTEs**
District/Battalion Chief	6.00	3.00
Fire Captain	39.00	15.00
Fire Engineer	45.00	15.00
Firefighter/Paramedic	0.00	45.00
Medic I	3.00	0.00
Medic II	4.00	0.00
Firefighter	78.00	0.00
Total FTEs	**175.00**	**78.00**

A minor difference in the title of the supervisor of daily operations between the two departments is considered to be insignificant (district versus battalion chief). Both departments have

personnel cross-trained to provide ALS (advanced life support). EFD has seven personnel that are exclusively assigned EMS (emergency medical services) duties.

Examination of emergency service staffing begins with available emergency service personnel compared to other communities of similar size and nature. The following chart, using benchmark data from the National Fire Protection Association's Fire Department Profiles 2007, provides an overview of the staffing level of the departments on the basis of firefighters per 1,000 population.[17] In all instances, calculation includes the population of the contractual areas served by the departments.

Figure 14: Individual Agency Firefighters per 1,000 Population

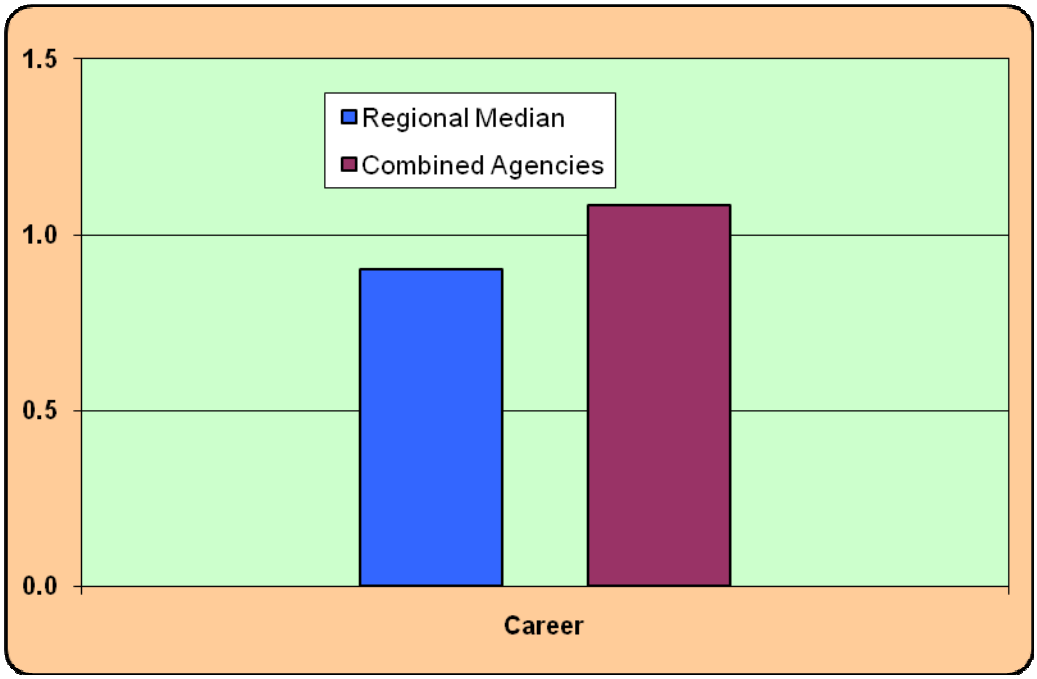


The chart (Figure 14) illustrates that each agency has a slightly higher than median level of career firefighters when compared to other western cities of similar size and character. Variations in the comparators for the two departments are related to the categorization of agency population being served. The higher than median benchmark in both cities is because the agencies provide ALS and EMS transport, wherein many western fire departments of a similar size and character do not.

[17] NFPA, "NFPA report: U.S. Fire Department Profile Through 2007, November 2008, by M.J. Karter, Jr. and Gary P. Stein.

Combining the populations served by EFD and SFLS and again presenting a comparison of firefighter per 1,000 population is shown (Figure 15).

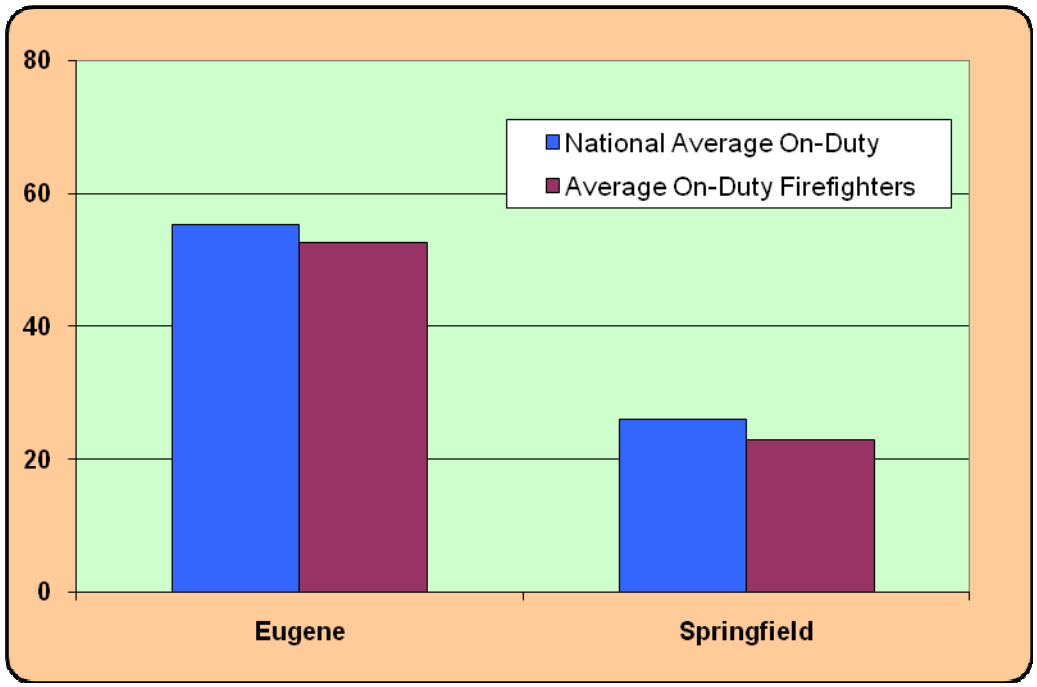
Figure 15: Combined Comparison of Firefighters per 1,000 Population



The combined personnel of EFD and SFLS of 1.08 firefighters per 1,000 population is slightly higher than median of the comparables. As with the comparison in Figure 14: Individual Agency Firefighters per 1,000 Population, the higher than median benchmark in both cities is because many larger departments do not provide ALS and EMS transport.

While the number of career firefighters maintained by each department is important, a measurement of response-ready personnel provides some indication of the ability of the agency to react quickly to emergencies. The chart below (Figure 16) compares the average number of on-duty firefighters with the national average of on-duty firefighters in similar communities.

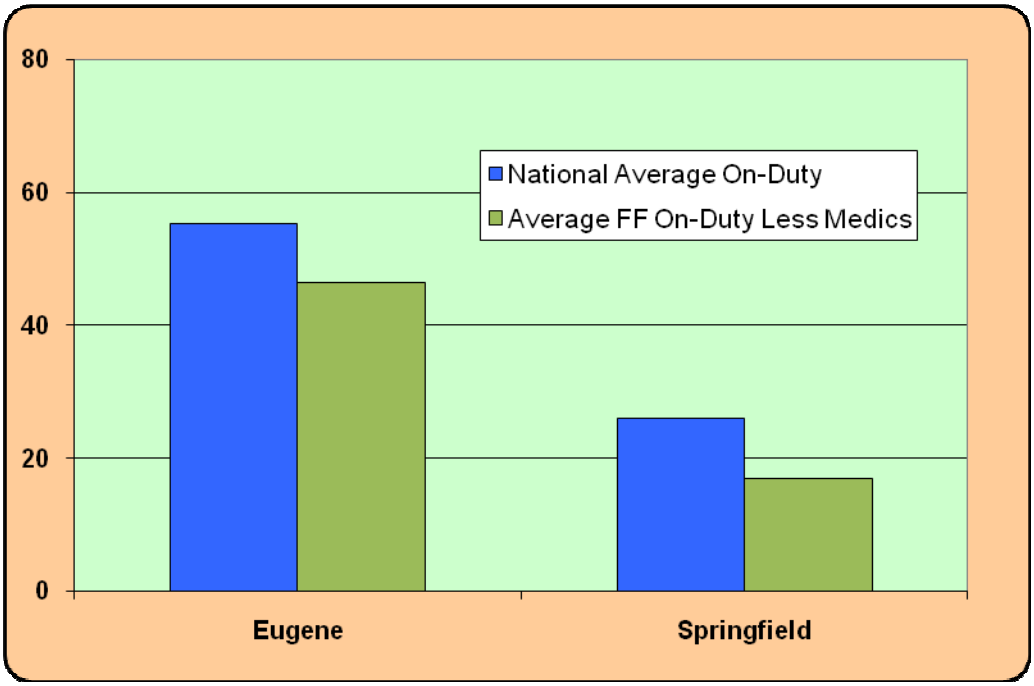
Figure 16: Average On-Duty Firefighters per 1,000 Population



The on-duty staffing of EFD compares to about the 95th percentile and SFLS the 88th percentile of the national average of similarly sized (population) cities.

EFD and SFLS each staff three medic units that provide ALS and transport services. At any given time a number of cross-trained firefighter/paramedics may be caring for patients or involved in transport activities and unavailable for fire response. The following figure compares the national average of on-duty firefighters without the medic unit staffing.

Figure 17: Average On-Duty Firefighters, Less Medics per 1,000 Population



Excluding medic unit staff, EFD is about the 84th percentile and SFLS is at the 65th percentile of the national average of on-duty staffing for similarly sized (population) cities. To maintain a similar level of staffing without cross-trained firefighter/paramedics would likely decrease service and certainly increase cost. Additionally, EFD routinely moves the fire suppression crew from Ladder 8 to a reserve ambulance to cover medical calls. This strategy further reduces, fire, rescue, and EMS first response capabilities for the Danebo area.

Divisions and Programs

EFD and SFLS have an internal framework to the organizations defining the division of tasks, resource deployment, and how activities are coordinated. Divisions have authority, responsibility, and accountability for programs. Figure 18 lists the divisions and programs for the two fire departments.

Figure 18: Divisions and Programs

Eugene FD	Springfield FLS
Divisions and Programs	
Office of the Chief	Office of the Chief Administrative Services Bureau
Administration and Support Emergency Services Ambulance Billing Planning and Technical Support Finance	Emergency Medical Services EMS Account Services FireMed
Special Operations Fire Prevention Training Special Teams: Hazardous Materials, USAR, Water Rescue, ARFF Services and special details	Fire Marshal Fire Prevention Hazardous-Materials
Shift Operations	Fire Operations
	Fire and Life Safety Training

While it appears there are differences in how activities and programs are organized, it is really a matter of department size. EFD being larger has a level of executive management to maintain an effective span of control.

Operating Budgets, Funding Sources, Fees, Taxation, and Financial Resources

Governmental Fund Types

The City of Eugene has one GF (General Fund) that accounts for central business services, public safety services (including fire department), cultural/leisure services, and some public development services. Likewise, Springfield uses a GF account that serves as the primary reporting vehicle for current government operations. It accounts for the general operations of the City including the library, police and fire department, public works, municipal court, planning, and general administration.

Special Revenue Funds

Eugene has ten funds to account for restricted resources designated for specific uses including HUD (Housing and Urban Development) block grant resources and the 9-1-1 excise tax.

Springfield uses nine funds to account for the proceeds of specific revenue sources including the Fire Local Option Levy Fund and the Police Local Option Levy Fund. On November 7, 2006 voters in the City of Springfield authorized renewal of the fire/life safety local option levy. Voters approved renewing the levy for four additional years by a 58.28 percent to 41.72 percent margin.

Capital Projects Funds

Eugene has four funds to account for the accumulation of resources for the acquisition, construction, and maintenance of capital facilities. The City funds these through special assessment, bonding, or transfer from the GF. By contrast, Springfield has sixteen funds to account for financial resources used for the acquisition or construction of major capital facilities (other than those finances by proprietary funds).

Proprietary Funds

The cities have proprietary funds for activities that are similar to the character to the private sector. Eugene has ten in all and Springfield has nine. Some of the funds are designated as enterprise funds. These account for the goods and services financed through user charges. Eugene has five funds of which the fire department is a benefactor of three, the municipal airport fund, the ambulance transport fund, and the permit and information center (plans review). Springfield has six enterprise funds including the ambulance fund.

Internal Service Funds

Municipalities use internal service funds to account for financing goods and services provided by one department to another city department on a cost-reimbursement basis. Eugene has five internal funds to account for theses goods and services including a fleet services and risk and benefits fund. Springfield has three internal funds, insurance, vehicle and equipment and for administration of SDC (service development charge) funds.

A complete listing of funding sources for the fire departments is found in Appendix I: Financial Profile.

Financial Profile

This objective focuses on the financial position of the fire departments including historical, current, and future revenue and cost. We calculate the likely financial outcomes of cooperative service proposals to help judge the fiscal viability of alternatives now and in the future. To conduct this analysis, ESCI uses the financial documentation provided by the two cities

including the current budget documents and the cities' CAFRs (Comprehensive Annual Financial Report). In addition, sources such as the Lane County Assessor are consulted. Before exploring possible options, the methodology employed for the analysis is described.

Introduction

Financial analysis is an important part of the evaluation of cooperative efforts. To this end, we develop a computer-driven model budget for each of the fire departments. A modeled budget is designed to fairly represent the monetary policies of each agency equally, to neutralize the normal differences usually found in unilateral fiscal practices, and to account for any financial peculiarities (such as budgetary back loading). The modeling technique assures that an "apples to apples" comparison is made of the agencies, which allows an estimation of the public cost of each department's operation, and provides a means for financial evaluation of the outcome of integration. The modeled budget yields a baseline estimate of the public cost of service; but in addition, the methodology also provides the ability to project the outcome of the consolidation into the future. In this case, we establish a financial baseline for 2009.

Creating a Financial Baseline

The process to convert the financial records of each agency to a model budget requires certain conventions and assumptions. First, the annual budgets of two fire departments are reformatted. We categorize the line item accounts of each into three major classifications: personal services, materials and services, and capital outlay. The classifications are further sub-divided to permit the tracking of program cost (such as fringe benefits, maintenance, and capital purchases). All jobs are identified and indexed to compensation paid during the baseline year (2009). Each position is extrapolated to the model budget based on the costs associated with the job (salary and benefits) for a full year and expressed in FTEs.

We identify all non-tax revenues and subtract them from agency expenditures to produce the estimated general operating tax requirements of each jurisdiction. We consider that the resultant sum fairly estimates the amount of public tax support that each agency requires to sustain the current level of fire and emergency medical services, regardless of the source of the jurisdiction's tax revenues. A corresponding modeled property tax rate is generated for the fire departments by applying the calculated general operating requirements of the organization against the assessed (taxable) value of the current year.

Note that the model tax rate is calculated to permit the *comparison* of the effects of the proposed action only. The model tax rate may not match the actual tax rate of the agency for a number of reasons. For example, any back-loaded program or position will increase the model budget and resultant tax rate because each is calculated on a full year of services. On the other hand, the accumulation of fund balances tends to drive down the modeled tax rate in comparison to the actual rate. We do not intend that the ESCI model budget exactly mimic the agency's current or future budget. Instead, the modeling process provides a stable base by which to measure and compare the effects of a proposed change.

Generally, we use a set of standard conventions when combining the modeled budgets of the individual agencies for analysis. Depending on local situations, we may apply other special protocols to our calculation of the financial impact of restructuring. Regular and special conventions observed in this study are:

- Jobs: To facilitate the analysis, we assume that in combining the agencies an agreement is reached in which all full-time positions are preserved but not necessarily converted to exactly the same jobs in the new organization.
- Job Classifications: Differences exist between the job classifications and structure of the two fire departments. Although we combine the two departments and carryout financial analysis of a consolidation based on the existing organizations, we note that in the long term the departments may need to restructure their administrative and support sections to better suit the new character of any consolidated department.
- Staffing: The model assumes that the existing staffing of all stations continues, with an equivalent number of FTEs positions.
- Compensation: Some job classifications within a department may have more than one level of compensation assigned. If we are not able to identify the actual salary that is paid in such cases, we usually weight our compensation estimate to about 80 percent of the high-end of the salary scale to allow for a tendency (over time) for a group of workers to reach maximum wage. In this case, we were able to use the payroll report to identify existing salaries; consequently, the model makes compensation assumptions that are very close to the actual amounts paid. When merging organizations, we assume that the highest salary paid to similar classifications prevails.[18]
- Created Positions: In most circumstances, the salary costs for the jobs of a unified agency are calculated on the highest compensation level of current (or similar) positions. We may assign an assumed compensation to new positions created for the purposes of analysis. Occasionally, some employees or groups are compensated at a rate much higher than comparable positions in the other agencies. In these cases, we usually assume that pay for the higher position is "red circled"; essentially holding the current employee at that level until normal increases in other classifications close the gap.

[18] Specifically, if each agency has the same job classification (i.e. captain) but those positions are paid different salaries, we assume that the compensation of that job in the merged department will be paid at the highest former rate.

When compensation levels appear to be very much higher than comparable positions, we may assign (what we consider to be) a normally expected rate of compensation to avoid adversely weighting the model.

- Governing board expense: Expenses for governance of municipal fire departments is normally absorbed or prorated to the various city departments. Districts usually maintain line item accounts associated with governance expenses (mileage, per diem, reimbursement, elections, insurance, and meetings). When departments are combined in an integration[19], such duplicated expenses are eliminated creating direct savings. Governing body expenses are not factored out of modeled budgets when an alliance[20] is considered.

- Capital equipment and facilities: Financial analysis assumes the existing facilities and apparatus are maintained after consolidation.

- Revenue: When a partnering strategy involves unification of the departments through a merger, consolidation, or a new organization (such as forming a fire protection district), the non-tax revenues of the departments is combined. In some instances however, agreed upon terms (IGA, contract) dictate how revenue is collected and distributed.

Calculated Service Cost

A primary reason for this report is to explore the feasibility of cooperative efforts and the feasibility of various options for delivering fire and EMS services to Eugene and Springfield. A key issue in determining the feasibility of any of alternative efforts revolves around the cost of service. This section of the report provides the baseline information on the cost of service as well as other factors that may ultimately influence conclusions and decisions.

We emphasize one point. This analysis provides a "snapshot" estimate of the public tax cost for the current budgetary year, fiscal year 2009. Many forces may act to change the level of tax support in the future including changes in law, revenue, politics, or contracts. Our process uses current revenue and appropriation to generate an estimate of the amount of tax support relative to existing levels of fire and medical services. The analysis allows comparison with the predicted cost of cooperative efforts between EFD and SFLS; it does not predict actual tax rate, current or future.

[19] Integration: Includes organizational changes at the corporate or governance levels and may consist of the creation and/or dissolution of one or more organizations.
[20] Alliance: Intergovernmental cooperation via contract for any function or activity the agencies have authority to perform.

The table below (Figure 19) lists the estimated equivalent tax support for Eugene FD and Springfield FLS.

Figure 19: Estimated Equivalent Tax Support

FY 2009 Operating Budget		
Component	**EFD**	**SFLS**
1. Assessed Value	10,994,414,109	3,471,820,002
2. Total Requirements	30,638,605	16,357,523
3. Total Revenue (except tax)	10,022,628	6,533,383
4. Tax Necessary to Balance (#2 - #3)	20,615,977	9,824,140
5. Equivalent General Tax Rate (#4 / #1)	**$1.875**	**$2.830**
6. Bonded Debt Service Levy (extrapolated)	872,329	0
7. Equivalent Bond Tax Rate (#6 / #1)	**$0.079**	**$0.0**
8. Total Equivalent Tax Rate (#5 + #7)	**$1.954**	**$2.830**

These calculations indicate an equivalent tax rate of $1.954 per $1,000 of AV (assessed value) for EFD and $2.830 per $1,000 of AV.

Revenue and Assessed Valuation Trends

Fire districts derive operating revenue from a limited number of sources, with advalorem taxation being the most common. In the municipal environment, a fire department typically is allocated a portion of the city's general fund, which generally is funded from a variety of sources. While EFD and SFLS directly compete for revenue like any municipal fire department, the departments have a better position financially with the revenue received from EMS transport. For this reason and to the greatest degree possible, we recommend that any new iteration of the agencies should maintain a broad revenue base for greater financial stability.

EFD Revenue

The foundation of Eugene FD's revenue is obtained from four sources — City General Fund, construction permits, EMS, and contractual services (Willakenzie, Zumwalt, Bailey/Spencer, and Eugene Rural #1 Fire Protection Districts and the River Road Water District). The 2009 budgeted amount of non-tax revenue from EMS is 72.71 percent with 15.56 percent for contracted service. Other sources of non-tax revenue included a SAFER grant, licensing and permit fees, hazardous materials, and other miscellaneous income. The fire department receives funding from the Airport Enterprise Fund for ARFF services ($729,071 for fiscal year 2009).

Figure 20 lists the source and amount of non-tax revenue budgeted for EFD in fiscal year 2009.[21]

Figure 20: EFD – Source of Non-Tax Revenue, 2009

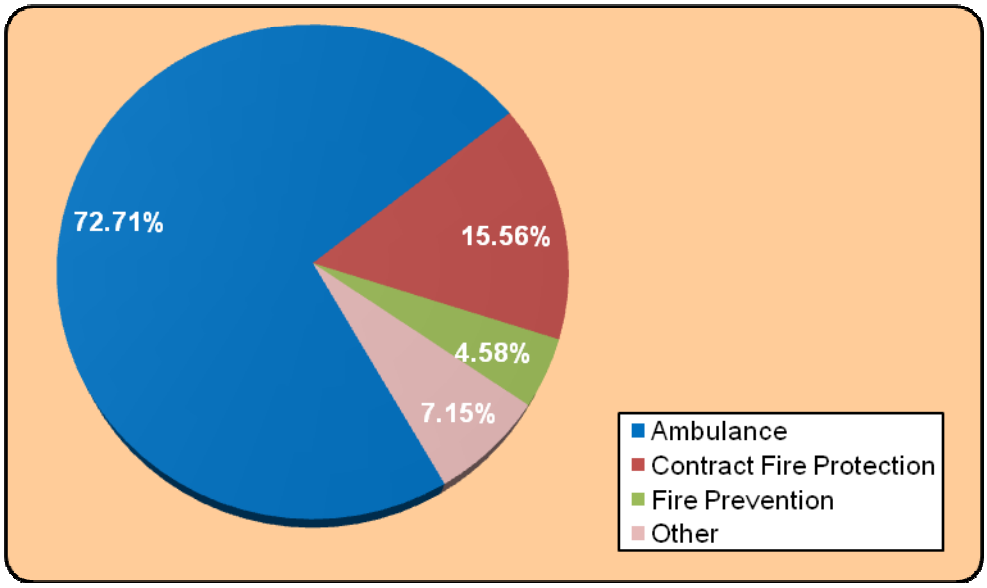
Source	Amount	Source	Amount
SAFER Grant	240,000	Charges For Service-Other	32,943
Fire Charges-River Road	878,191	Recovery-Prior Yr Exp-Other	30,300
Fire Charges-Willakenzie	132,214	Hazardous Materials Spills	5,000
Fire Charges-Zumwalt	226,348	Hazardous Materials State Reimbursable	32,000
Fire Charges-Bailey/Spencer	89,648	License & Permits-Other	46,350
Fire Charges-Eugene Rural #1	233,579	Hazardous Materials Management Project	129,780
Fire Charges-Other	1,000	Fire Charges-Other	1,803
Fire Reimbursable Overtime	10,000	Records Research	2,678
Recovery-Wage Continuation	51,100	Civil Penalty-Misc	3,090
DHS-HSGP/SHSP 2007 Grant	32,500	Fire Plan Check/Inspection Fee	227,000
EMS U of O Standby	96,651	Fire Permit	76,000
EMS Bethel Standby	1,160	Tanks (2/3=Fire, 1/3=BPS)	4,000
Ambulance Charges-Gross	15,156,302	Predevelopment Conference Fee	5,000
FireMed Membership Payments	910,447	Toxics Right To Know	107,206
EMS Write downs	-7,520,813	Fire Charges-Other	40,000
EMS Bad Debt	-1,258,849	**Total**	**10,022,628**

The Eugene FD is successfully using a wide variety of sources to capture non-tax revenue. ESCI notes that the EFD training center has capacity to provide a variety of services to outside emergency service providers. We recommend that this source of revenue be expanded. Providing a consistent, high-level of training to other fire departments could have the ancillary benefit of raising the skill level of all regional service providers. This is consistent with objectives outlined in EFD's long range strategic plan.

[21] Source: Annual Budget, City of Eugene, fiscal year 2009.

Figure 21 is EFD's budgeted non-tax revenue for fiscal year 2009 by percentage.

Figure 21: EFD – Non-tax Revenue Percentage by Source



The 2009 budgeted amount of non-tax revenue from EMS is 72.71 percent, 15.56 percent for contracted service, 4.58 percent from fire prevention, and 7.15 percent for other services.

EFD Fees for Service

The following figures summarize the fees charged by the EFD. Figure 22 lists the rates charged for a variety of inspections.

Figure 22: EFD – Inspection Fee Schedule[22]

Inspection Fee Schedule	
Amusement Building, includes haunted house	$175.00
Carnivals, Fairs, and Exhibitions	$225.00
Explosives and Blasting Agents	$100.00
Fireworks, Public Retail Display	$225.00
Liquid or Gas-Fueled Vehicles or Equipment in Assembly Buildings	$125.00
Mall, Covered	$125.00
Places of Assembly	$175.00
Places of Adult or Child Care, Treatment, and Education	$175.00
Pyrotechnical Special Effects Display	$225.00
Special Request Inspections	$175.00
Tents, Canopies, and Temporary Membrane Structures	$175.00

[22] Charges were effective 01/01/2007.

According to the City of Eugene administrative order, fees include a permit application review, document handling, and a one hour inspection with one inspector. Additional staff and time for inspections and re-inspections are charged per the authorized service rate. For overtime inspections, a two hour minimum shall be charged per person unless the person must be drafted and the charge will be a four hour minimum.

For the next tables, construction and development fees were effective January 1, 2009.

In Figure 23 the hourly rate for an assortment activities performed by EFD. It includes the fee schedule for responding to fire alarms.

Figure 23: EFD – Hourly Rate Schedule

Service	Rate
Fee for fire and life safety inspection, training, and consultation services, regular rate per deputy fire marshal and training staff	$95.00 per hour, one hour minimum
Fee for fire life safety inspection, training, and consultation services, overtime hourly rate per deputy fire marshal and training staff	$110.00 per hour, one hour minimum
Record searches and record handling services by support staff including, compiling and assembling requested information into report	$47.50 per hour
(One hour minimum charge for record searches)	
Site review for a Planning and Development Department site application	$100.00
Fire Investigation incident report	See Information Request Form for fee schedule
Fire Investigation supplemental report	See Information Request Form for fee schedule
Emergency equipment technical services (testing, servicing, repair of ladders, PPE's, hose, other fire equipment, self-contained breathing apparatus, and fire hydrants)	$85.00 per hour, one hour minimum
False Alarm Response Fees	
Response fee	$300.00
Penalty	5% of total due*
Appeal from imposition of costs	$200.00

**Penalty waived if total amount due is paid within 30 days of notice imposing costs.*

Figure 24 is the fee schedule for permitting and reviewing fire alarm systems in new structures, additions, and tenant improvement projects.

Figure 24: EFD – Fire Alarm System Fee Schedule

Fire Alarm System Fees	
Plan review for new construction up to three floors	$200.00 + $50.00 per floor above level 3
Plan review for additions to existing structures	$175.00
Plan review for tenant improvement projects	$125.00
Fire alarm system permit fee - devices include FACU, power modules, monitoring or supervisory devices, indicating and initiating devices, relays, etc.	$1.00 per device, maximum $250.00
(Fee does not include inspections)	

Figure 25 is the fee schedule for permitting and reviewing fire sprinkler systems in new structures, additions, and tenant improvement projects. It includes both commercial and residential properties.

Figure 25: EFD – Fire Sprinkler Fee Schedule

Fire Sprinkler Fees	
Plan review for new construction up to three floors	$200.00 + $50.00 per floor above level 3
Plan review for additions to existing structures	$175.00
Plan review for tenant improvement projects	$150.00
Commercial fire sprinklers, 13 and 13R systems	$1.00 per sprinkler, max $500.00
(Fee does not include inspections)	
Residential Fire Suppression Systems (based on area of residential structure). (Base fee includes plan review and inspections):	
• 0 to 2,000 square feet	$310.00
• 2,001 to 3,600 square feet	$334.00
• 3,601 to 7,200 square feet	$370.00
• Over 7,200 square feet	$420.00

Other fee charges are listed as specialty system fees. Fees for specialty systems are (below) in Figure 26. EFD will implement a new ambulance rate and user fee schedule that takes effect on July 31, 2009.

Figure 26: EFD – Specialty System Fee Schedule

Specialty System Fees	
Commercial plan check fee	35% of bldg permit fees when fire code plan review is performed
Residential plan check fee	15% of bldg permit fees when residential plan review is performed
Site development review	$98.00
High-piled storage (one inspection)	$150.00
Medical gas system review (one inspection)	$150.00
Refrigeration system review, includes leak detection system review (one inspection)	$150.00
HazMat Chemical evaluation/review (HMIS)	$230.00
Emergency/evacuation plan review and evaluation	$80.00
Commercial review for water and access	$100.00
One- and two-family dwelling review for water and access	$60.00
Alternate fire protection systems - CO2, foam, clean agent, industrial dry or wet chemical, dust explosion, water mist (one inspection)	$250.00
Commercial kitchen hood suppression systems (one inspection)	$250.00
Detection systems; liquid and gas leak systems; and fire and explosion detection systems (one inspection)	$250.00
Emergency generators (one inspection)	$250.00
Hazardous materials, highly toxic and toxic chemical supply and drainage systems, HPM tools and systems, and cryogenic systems (one inspection)	$351.00
Paint booths - includes reviews for any spray coating, dry or liquid, and application process, like powder coating. Does not include fire protection system review (one inspection)	$250.00/ea
Propane tanks exceeding 125 water gallons (one inspection)	$62.00
Private water mains and hydrant systems (two inspections)	$317.00
Fire pump (one inspection)	$225.00
Standpipe, with or without combination system	$225.00
(fee includes plan review and inspections)	
Water storage tanks (one inspection)	$300.00
Tank installation, above- and under- ground fuel tanks	$273.00
Tanks abandoned in place, fuel tanks	$125.00
Underground fuel tank removal	$125.00
Each additional tank on same premises	$50.00

EFD fee schedule for EMS and ambulance service was last updated in May 2008. Figure 27 shows the various rates.

Figure 27: EFD – Ambulance and EMS User Fee Schedule

Emergency and Non-Emergency Transport Rates	Amount
Transport Rate	$1,600.00 one way[23]
Mileage, Emergency and Pre-scheduled	$20.00 per mile[24]
Two Patient Transport Rate	$862.50 each, one way
Three or More Patient Transport Rate	$690.00 each, one way
Aid Call	$575.00
Waiting Time	$90.00 per ½ hour after the first ½ hour
Each Extra Attendant	$150.00
Pre-scheduled Non-emergency Transport Rates	$575.00 one way
Ambulance Stand-by	$120.00 per hour
Stand-by On-Scene Coordinator	$60.00 per hour

Other charges are applied for copies of medic reports, late payments, returned checks, and interest for late payments.

SFLS Revenue

SFLS revenue is obtained from four sources — City General Fund, construction permits, EMS and contractual services (Rainbow, Glenwood, and Willakenzie Fire Protection Districts). Figure 28 lists the source and amount of non-tax revenue budgeted for SFLS for fiscal year 2009.

Figure 28: SFLS – Source of Non-Tax Revenue, 2009

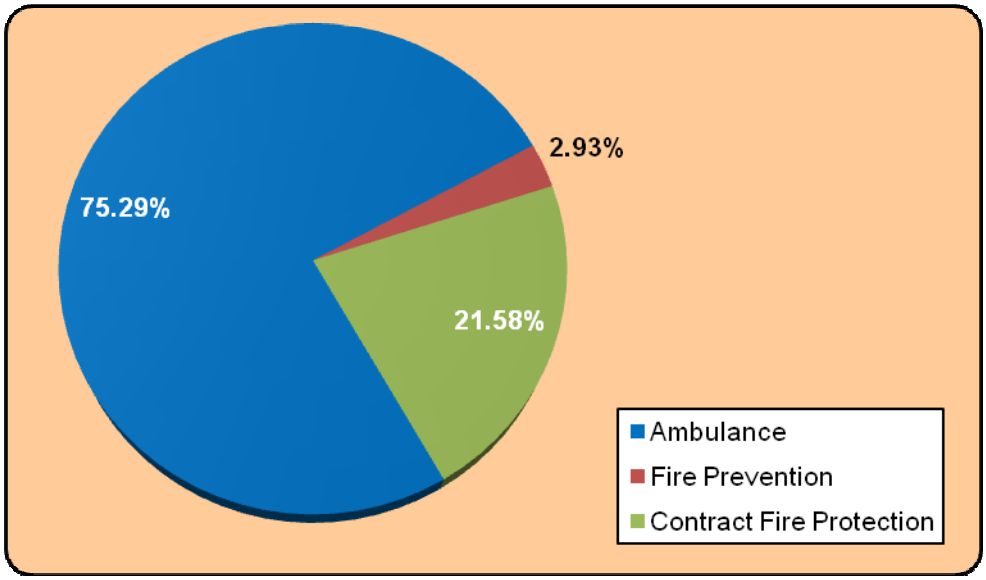
Source	Amount
Ambulance	
Charges for Service	4,918,724
Use of Money & Property	5,000
Miscellaneous Receipts	7,923
Fire Prevention	
Fire Code Permits	102,000
FLS Safety Systems Plan Review	34,000
Re-inspection Fee	250
Referral	500
FLS New Construction Sq Ft Fee	55,000
Contract Fire	
Rainbow FPD	960,788
Glenwood FPD	156,618
Willakenzie FPD	292,580
Total	**$6,533,383**

[23] Ambulance and EMS transport fee schedule effective July 31, 2009.
[24] Mileage schedule effective July 31, 2009.

Non-tax revenue accounts for approximately 40 percent of funding necessary to balance SFLS's 2009 budget.

In Figure 29, Springfield's budgeted non-tax revenue for fiscal year 2009 is shown by percentage.

Figure 29: SFLS – Non-tax Revenue Percentage by Source



The 2009 budgeted amount of non-tax revenue from EMS is 75.48 percent, 21.58 percent for contracted service, and the remaining 2.93 percent from fire prevention services.

SFLS Fees for Service

SFLS has a number of fees it charges for services and permits. The following figures summarize those fees. Figure 30 lists the rates charged for inspections and FireMed membership.

Figure 30: SFLS – Fees for Service

Type of Fee	Amount
CPR Training	$10.00 FireMed Members $25.00 Non-FireMed Members
FireMed Membership	$52.00 per year per household for regular membership $47.00 per year per household for Job Care membership
Annual Fire Inspection	$0.00
1st Re-inspection	$0.00
2nd Re-inspection	$25.00
Inspection Referral to Fire Marshal's Office	$60.00 (Inspections exceeding 1 hour, an additional $15.00 for every 15 minutes or portion thereof)
Annual Fee for Inspection – Hazardous Materials and other Annual Permits	$325.00 per permit

SFLS has an established fire and life safety permit fee schedule. The fee is 3 percent of the total valuation of the work for systems with a contract value up to $50,000. Above $50,000 there is an additional $3 per $1,000 or portion thereof. There is a minimum charge of $120 and additional staff time charge of $15 for every 15 minutes. The fee schedule is applied to a variety of other permits. Those permits include:

- Automatic fire extinguishing systems and appurtenances
- Fire suppression sprinkler systems
- Commercial kitchen hood suppression systems
- Battery systems
- Compressed gases
- Detection systems, liquid and gas leak systems
- Fire alarm and detection systems and related equipment
- Fire pumps and related equipment
- Flammable and combustible equipment
- Hazardous materials
- Private water mains and hydrant systems

- Private fire hydrants
- Spraying and dipping
- Standpipe systems

An additional fee is collected by the Building Safety Division at issuance of building permits through the Tidemark program. The fee for each residential building is $0.05 per square foot and $0.10 per square foot for commercial buildings.

The fee structure for ambulance and EMS user services was adopted by council resolution on April 6, 2009. Figure 31 contains the fee schedule.

Figure 31: SFLS – Ambulance and EMS User Fee Schedule

Emergency and Non-Emergency Transport Rates	Amount
Base Rate	$1,600.00
Base Rate – non-Lane resident not within SFLS's first-in response area	$1,700.00
Mileage	$20.00 per mile – (pro-rated for multiple patients in the same medic unit)
Sit-up Patients	$800.00 (50% of the base rate)
Sit-up Patients – Non-Lane resident not within SFLS's first-in response	$850.00 (50% of non-Lane resident base rate)
Aid Call	$800.00 (50% of the base rate)
Aid Call – Non-Lane resident not within SFLS's first-in response	$850.00 (50% of non-Lane resident base rate)
Waiting Time	$60.00 per ½ hour after the first ½ hour
Extra Attendant	$75.00
Ambulance Stand-by	$120.00 per hour
Stand-by On-Scene Coordinator	$60.00 per hour

While it is expected that both fire departments will continue to have revenue from sources other than the general fund. As an exercise, the estimated costs to operate EFD and SFLS were created. Figure 32 shows the estimated tax support to sustain the current level of operation of the fire departments without non-tax revenue.

Figure 32: Estimated Equivalent Tax Support, Less Non-tax Revenue

FY 2009 Operating Budget		
Component	**EFD**	**SFLS**
1. Assessed Value	10,994,414,109	3,471,820,002
2. Total Requirements	30,638,605	16,357,523
3. Total Revenue (except tax)	0	0
4. Tax Necessary to Balance (#2 - #3)	30,638,605	16,357,523
5. Equivalent General Tax Rate (#4 / #1)	**$2.787**	**$4.712**
6. Bonded Debt Service Levy (extrapolated)	872,329	0
7. Equivalent Bond Tax Rate (#6 / #1)	**$0.079**	**$0.0**
8. Total Equivalent Tax Rate (#5 + #7)	**$2.866**	**$4.712**

Excluding non-tax revenue from the fiscal year 2009 budget increases the estimated equivalent tax rate approximately 48 percent in Eugene and approximately 67 percent in Springfield.

Figure 33: Rate Variance With – Without Non-tax Revenue

FY 2009 Operating Budget		
Component	**EFD**	**SFLS**
Equivalent General Tax Rate without Non-tax Revenue	$2.866	$4.712
Equivalent General Tax Rate with Non-tax Revenue	$1.954	$2.830
Variance	**$0.91**	**$1.88**

The difference in the general tax rate is equivalent to the combined total non-tax revenue of EFD and SFLS of $16,556,011.

Taxation and Tax Rates

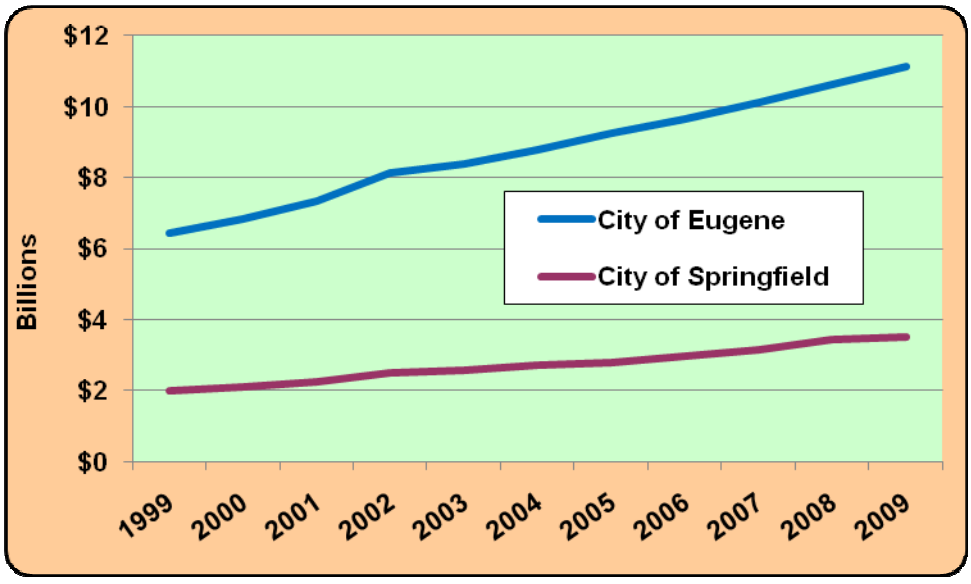
Property taxes in Oregon are collected by the counties and distributed to individual taxing entities (schools, cities, county agencies, fire districts, road districts, public utilities, and other districts). The amount of property tax paid basis is (1) the assessed value of a property and (2) tax rates and bonded debt service of the taxing district.

Generally, an increase in assessed value is limited to three percent unless changes have been made to a property. The county assessor compares the real market value (how much the property is worth, as determined by the assessor, as of January 1 each year) to the maximum assessed value (the 1995 value reduced by ten percent, plus any changes that were made to a property, increased by three percent each year after 1997). The lower of the two values is called the AV (assessed value).

Taxes may increase by more than three percent with a voter-approved ballot measure. Taxes can also increase or decrease due to other changes, such as the amount a taxing district needs to pay for voter-approved bonded debt or property annexations. There are a number of factors that influence governmental revenues, not the least of which are the tax limitation measures known as Measures 5, 47, and 50. These initiatives have had the net effect of limiting government spending by restricting property tax resources. The tax limitation measures have been problematic for nearly all local governments and especially for special districts. Special districts generally have fewer sources of revenue.[25]

ESCI first examined the AV (assessed valuation) of the two cities from 1999 through 2009 (Figure 34).

Figure 34: Historical Assessed Valuation, 1999 – 2009



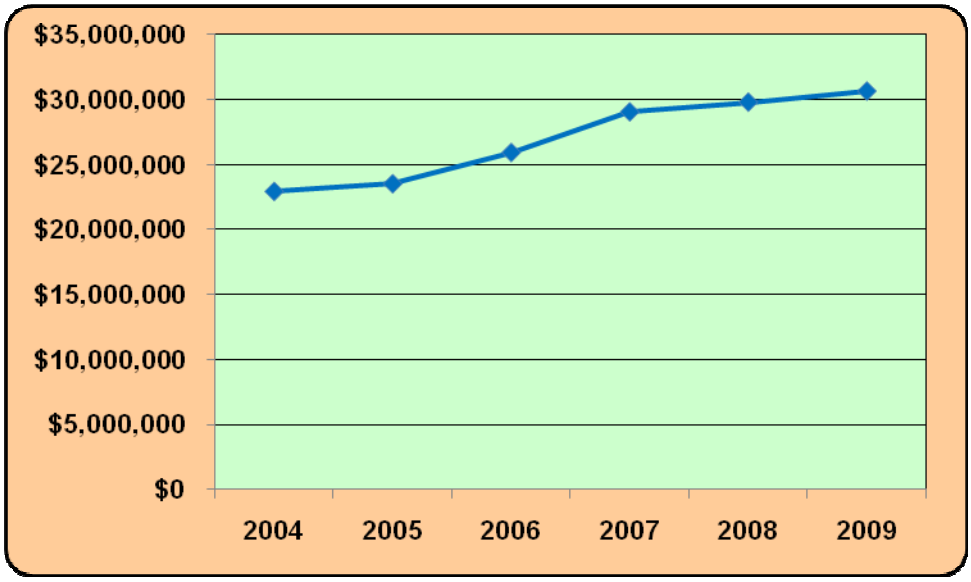
[25] This is relevant to special districts in general including those that contract with Eugene and Springfield for emergency services.

Between 1999 and 2009 the City of Eugene's AV has increased 73.15 percent and Springfield's 75.76 percent. After a number of years of strong economic growth, many public entities in Oregon are experiencing a flattening or a downturn in revenue. Figures for the most recent year available (fiscal year 2010) indicate that the AV of Eugene will decrease 1.21 percent and Springfield to increase 2.35 percent; significantly below the ten-year average annual increase of over 6 percent experienced by both cities. The combined AV for Eugene and Springfield in fiscal year 2010 is budgeted to be approximately $14.5 billion.

EFD Current and Future Operational Costs

Figure 35 shows the historical annual expenditures of the EFD from 2004 through 2009. The amount for fiscal year 2009 is based on the adopted budget. Annual expenditures are inclusive of personal services, materials and services, and capital outlay.

Figure 35: EFD – Annual Expenditures, 2004 – 2009

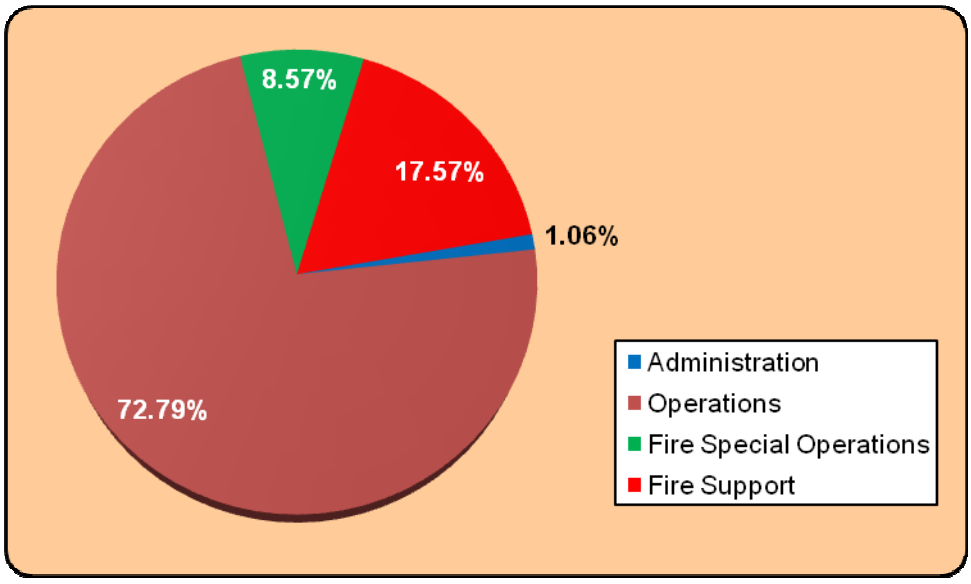


Between fiscal years 2004 and 2009, expenditures have increased at an annual average of 6.69 percent.[26] The method used to purchase capital items can affect how the acquisition is recorded. With a lease/purchase the capital expense is often spread over a number of years, while a purchase is fully recorded in the year acquired. Excluding capital outlay, expenditures increased at an average annual rate of 6.78 percent.

[26] 2006 spike in expenditures is consistent with the opening of a new fire station.

The next chart (Figure 36) shows operating expense allocation by division for EFD's outlay portion of the 2008 budget. The four department divisions' expenditures are shown by percentage of the total.

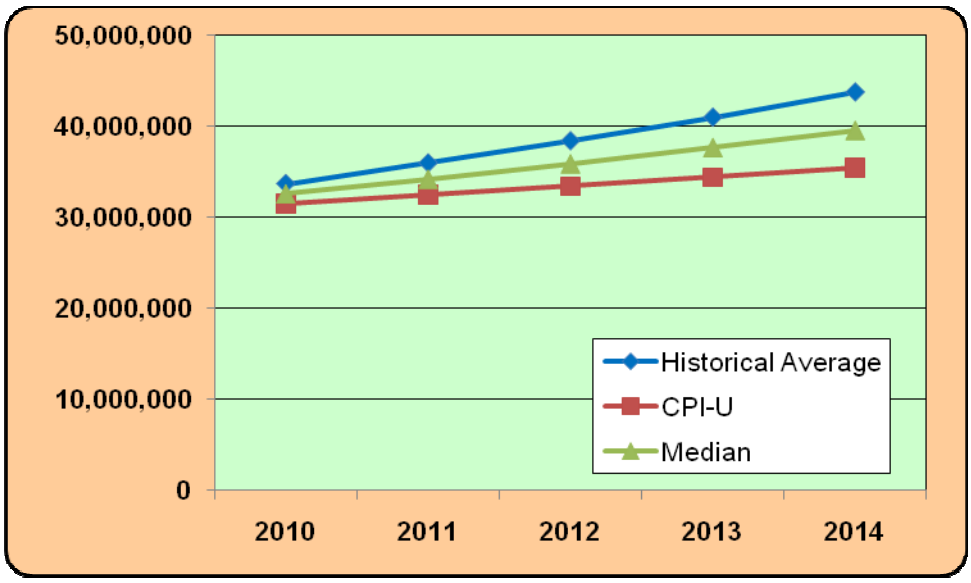
Figure 36: EFD – Expense Budget Allocation, 2009



Fire operations were $21,685,136 (72.79 percent of expenditures) in fiscal year 2008.

To gauge future costs, the ten-year historical annual average and the ten-year average CPI-U was applied to the adopted budget expenditures for fiscal year 2009. In Figure 37 expenses, less capital outlay, are forecast forward five years.

Figure 37: EFD – Forecast Expenditures, 2010 – 2014

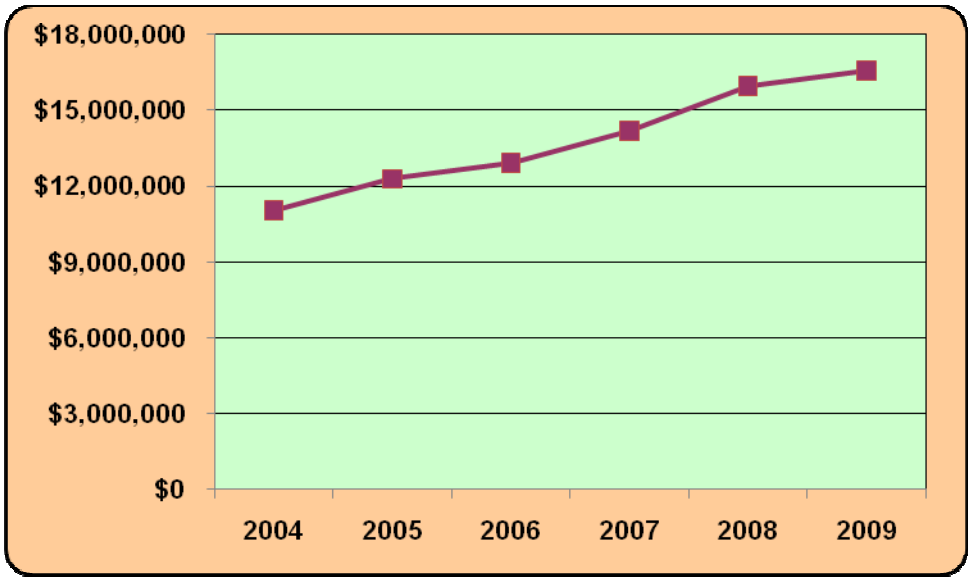


In fiscal year 2014, based on historical and the CPI-U, EFD expenditures are forecast to be $43,783,261 and $35,415,218, respectively. The forecasted median in 2014 is $39,599,240.

SFLS Current and Future Operational Costs

Figure 38 shows the historical annual expenditures of SFLS from 2004 through 2009. The amount for fiscal year 2009 is based on the adopted budget. Annual expenditures are inclusive of personal services, materials and services, and capital outlay.

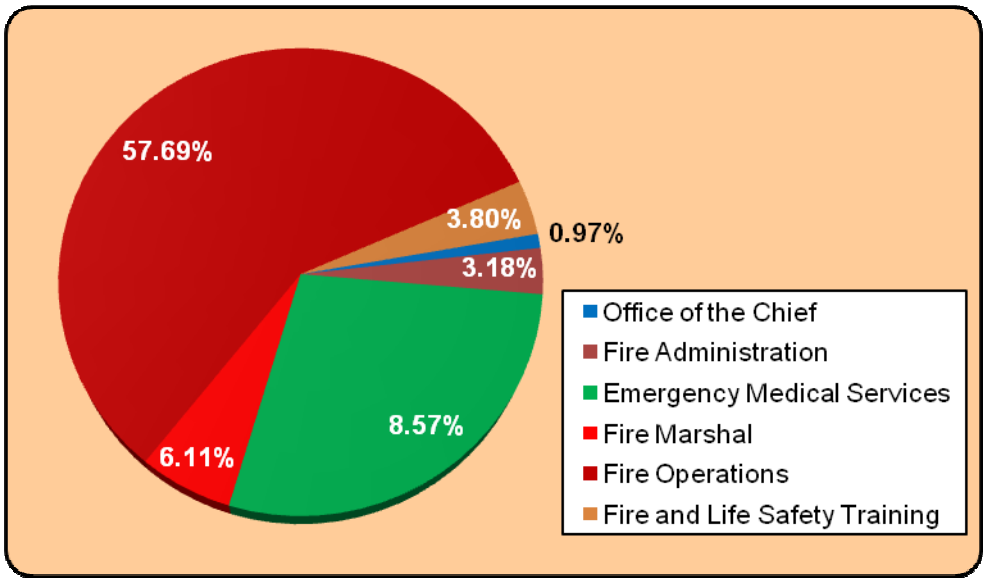
Figure 38: SFLS – Annual Expenditures, 2004 – 2009



Between fiscal years 2004 and 2009, expenditures have increased at an annual average of 10.01 percent. Excluding capital outlay, expenditures increased at an average annual rate of 8.71 percent. While at first glance expenses may seem higher than expected, when weighted against operating costs of FireMed and billing services, revenue benefits exceed outlay.

The next chart (Figure 39) shows how operating expense is allocated for SFLS's outlay portion of the 2009 budget. Six major divisions of the department's budgeted expenditures are shown by percentage. EMS (emergency medical services) includes EMS account services and the FireMed program. Fire prevention and hazardous materials programs are reported with the fire marshal division.

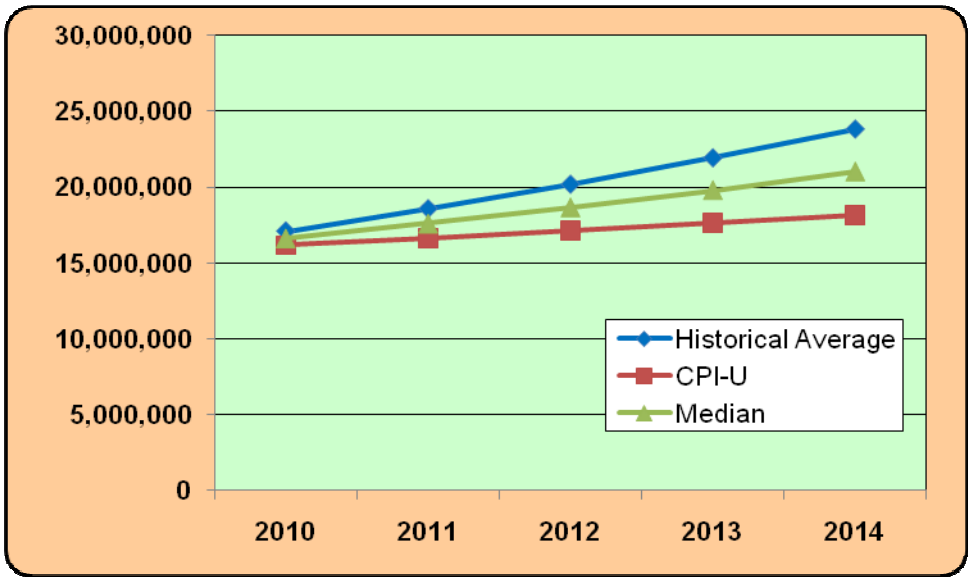
Figure 39: SFLS – Expense Budget Allocation, 2009



Fire operations were $9,198,334 or 57.69 percent of expenditures in fiscal year 2008. Including the EMS division, the percentage totals 85.95 of expenditures.

To gauge future costs, the ten-year historical annual average and the ten-year average CPI-U was applied to the adopted budget expenditures for fiscal year 2009. In Figure 40 expenses, less capital outlay, are forecast forward five years.

Figure 40: SFLS – Projected Expenditures 2010 – 2014



In fiscal year 2014 (based on historical and the CPI-U) SFLS expenditures are forecast to be $23,845,489 and $18,154,303 respectively. The forecasted median in 2014 is $20,999,896.

Debt Service

Debt is the amount owed for funds borrowed or encumbrances for liabilities. In the case of EFD and SFLS it can be in the form of bonded debt, loans, leases, or an unfunded liability. Debt can be represented by a mortgage, loan note, lease, bond, or other agreement with repayment terms. Each form implies the intent to pay back the amount owed by a specific date. Many municipal corporations use debt as a method for making planned as well as unanticipated capital purchases that they are unable to acquire with current resources.

Eugene FD has a general obligation debt issued October 1, 2002. This voter authorized debt is exempt from the Oregon property tax limit. The fire project bonds, series 2002, have interest rates of 3.00 to 4.65 percent with a maturity date of June 1, 2022.

Figure 41: EFD – General Obligation Bonds Debt Schedule

Fiscal Year	Principal	Interest
Fiscal Year 2008	340,000	278,382
Fiscal Year 2009	350,000	268,184
Fiscal Year 2010	365,000	257,244
Fiscal Year 2011	375,000	245,200
Fiscal Year 2012	390,000	228,324
Fiscal Year 2013	410,000	214,675
Fiscal Year 2014	425,000	199,710
Fiscal Year 2015	445,000	183,347
Fiscal Year 2016	465,000	165,548
Fiscal Year 2017	485,000	146,482
Fiscal Year 2018	510,000	126,113
Fiscal Year 2019	535,000	104,183
Fiscal Year 2020	560,000	80,643
Fiscal Year 2021	590,000	55,443
Fiscal Year 2022	615,000	28,598
Total Obligation	**$6,860,000**	**$2,582,076**

A second bond debt is non-exempt was issued for construction of the Santa Clara Fire Station. The series 2003 bond is a self-supporting general fund secured debt with interest rates of 2.5 to 4.0 percent.

Figure 42: EFD – Non-exempt Bonds Debt Schedule

Fiscal Year	Principal	Interest
Fiscal Year 2008	210,000	49,395
Fiscal Year 2009	210,000	44,145
Fiscal Year 2010	210,000	38,370
Fiscal Year 2011	210,000	31,755
Fiscal Year 2012	215,000	24,510
Fiscal Year 2013	215,000	16,663
Fiscal Year 2014	215,000	8,600
Total Obligation	**$1,485,000**	**$213,438**

Final payment of the non-exempt bonds is in 2014.

A new SFLS (Thurston) Fire Station No. 16 opened in June 2009. The 9,650-square foot building cost approximately $3 million. Financing of the $2 million loan is backed by the City of Springfield. Annual payments are approximately $235,000 for the ten-year life of the loan.

The City of Springfield has one lease connected to the fire department. SFLS Engine 3, a Pierce Contender, was acquired on a seven-year lease purchase agreement. Annual payments are $36,422. Springfield's current strategy is to lease versus buying apparatus in the future due

to a limited availability of capital. No capital leases connected to the fire department were reported for Eugene.

Unfunded liabilities for fire departments are commonly connected to pension funds and workers' compensation claims. Workers' compensation claims may be subject to immediate payment, claims, or established reserves. Reserves funds are set aside to pay long-term job-related injuries and illnesses, or for unresolved claims. The two departments reported a total of 11 open claims; four for EFD and seven for SFLS.

EFD's four open liability claims charged to the fire department have reserves totaling $51,200. Two of the liability claims involved pending lawsuits, one of which has been settled and the other dismissed. The worker compensation claim summary for February 2009 lists $161,122 paid, $214,199 in reserves, and total incurred of $375,321.

The seven open claims charged to SFLS have an outstanding reserve totaling $5,049. The worker compensation claim summary for February 2009 lists $10,341 in claims loss, $5,290 paid, and $5,049 in outstanding reserves.

Neither fire department reported any unfunded pension liabilities.

Billing Services

Ambulance transport services require specialized support services in order to operate and ensure compliance with Federal, State, and local laws. Support services for EMS, and EMS transport has some similar aspects to fire operations but some that are specialized. Included are training, logistics, administration, and patient billing. Patient billing is under administrative and support services for EFD. SFLS Account Services provides EMS billing services for SFLS and 19 other government agencies in Oregon.

Cost Allocation

Cost allocation is the identification of costs with cost objectives, also called cost apportionment, cost assignment, cost distribution, and cost reapportionment. There are basically three aspects of cost allocation: (1) choosing the object of costing. Examples are products, processes, jobs, or divisions; (2) choosing and accumulating the costs that relate to the object of costing. Examples are manufacturing expenses, selling and administrative expenses, joint costs, common costs, division costs, responses, and fixed costs; and (3) choosing a method of

identifying (2) with (1). For example, a cost allocation base for allocating firefighting costs would typically be labor-hours, unit-hours, or responses.

To determine the cost of services provided to users, a series of allocations were used to show the costs. Only direct costs were used in the allocations. Direct costs, or discrete costs, are costs that are related to a single type of service and are related to one type of output or user such as, in this case, the two fire departments. Indirect costs not attributed to the fire department budgets are not factored in. Indirect costs, or shared costs, are related to more than one type of service, such as, police and fire department, public works, and parks.

Cost allocations were compared to Eugene and Springfield's fiscal year 2009 adopted budgets to identify the cost per response unit, cost per response, cost per fire station, and cost and revenue per employee.

Cost Per Unit

The number of ready response units has an impact on a fire department's ability to respond to emergencies. In Figure 43 the total costs of only staffed units were included. Figure 44 lists the number and total of each type of apparatus.

Figure 43: Cost Allocation per Response Unit Type

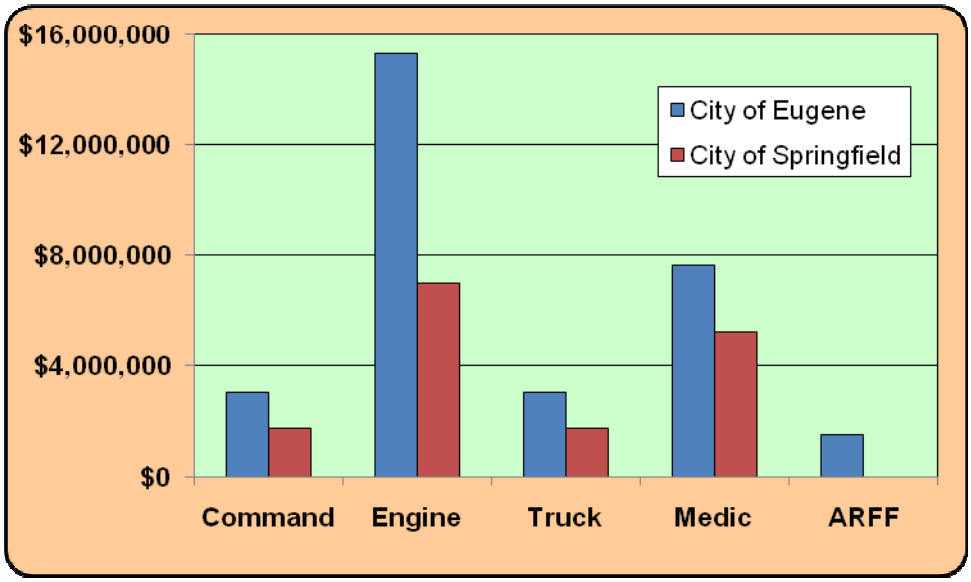


Figure 44: Type and Number of Staffed Units

	EFD	SFLS
Command	2	1
Engine	10	4
Truck	2	1
Medic	5	3
ARFF	1	0
Total Units	**20**	**9**

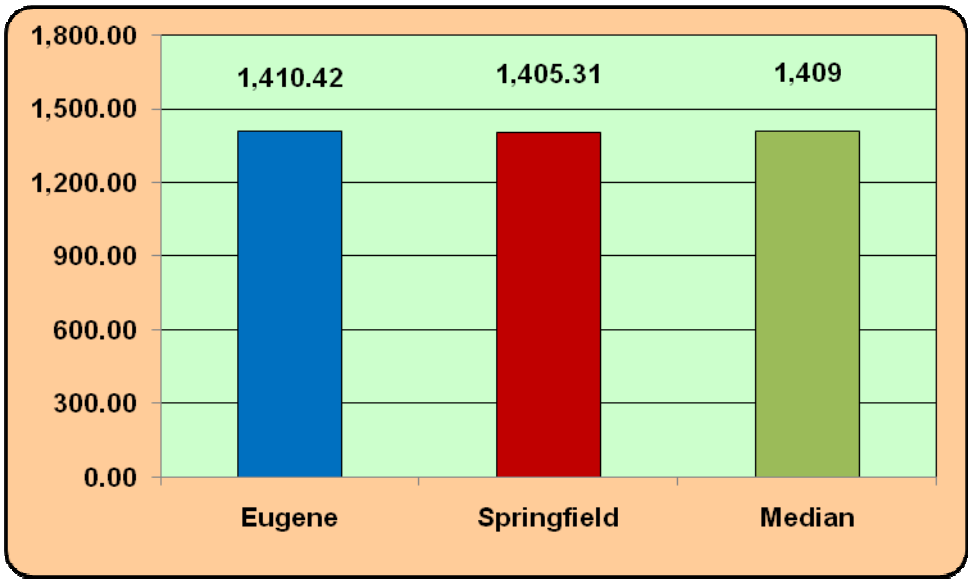
The cost per unit for EFD is $1,531,931 (20 units), and for SFLS $1,745,084 per unit (9 units).

Cost Per Response

Comparing the cost per response like any of the other allocation criteria by itself provides an interesting statistic. However, we caution that none of the data should be viewed as a whole answer.

The following figure (Figure 45) illustrates the cost per response based on the adopted fiscal year 2009 adopted budgets and response totals for 2008 of each department.

Figure 45: Cost Allocation per Response



The variation in the cost per response is insignificant. With nearly 33,000 total responses in 2008, per response cost is ever so slightly greater for EFD; approximately $5.00.

Cost Per Fire Station

The cost to operate fire stations will fluctuate widely. Variables affecting cost allocation include, the size, age, construction type, maintenance, and the number of units and personnel assigned to the station. Figure 46 shows the cost per fire station for EFD and SFLS.

Figure 46: Cost Allocation per Fire Station

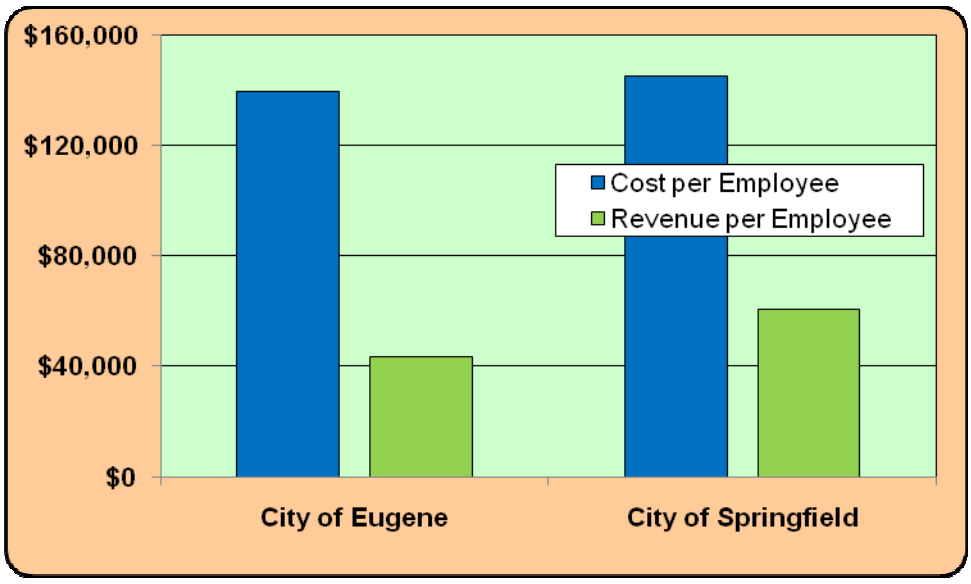
Number of Fire Stations and Facilities		
	City of Eugene	City of Springfield
Fire Stations	11	5
Other Facilities	1	0
Total	12	5
Cost per Facility	**2,553,218**	**3,141,151**

The cost per facility differ as expected. One reason is ascribed to the method of accounting. The City of Springfield uses internal charges to account for cost associated with such things as insurance, computer equipment, vehicles, enterprise and building preservation.

Cost and Non-tax Revenue Per Employee

Fire department staffing can vary widely with the number and types of services provided. In the case of EFD and SFLS, both departments provide fire protection, ALS EMS transport, and a variety of other services. A complete listing of services is found in Appendix E: Apparatus Replacement Cost Analysis beginning on page 143. Figure 47 compares the number of FTEs in each fire department and shows the cost and non-tax revenue per employee.

Figure 47: Cost Allocation and Non-tax Revenue per Employee



While the cost per employee is in a range that would be expected when compared to other municipal fire departments in Oregon, the non-tax revenue is abnormal. In ESCI's experience, $43,669 per employee for EFD and $60,494 per employee for SFLS, non-tax revenue per employee is above other fire departments.

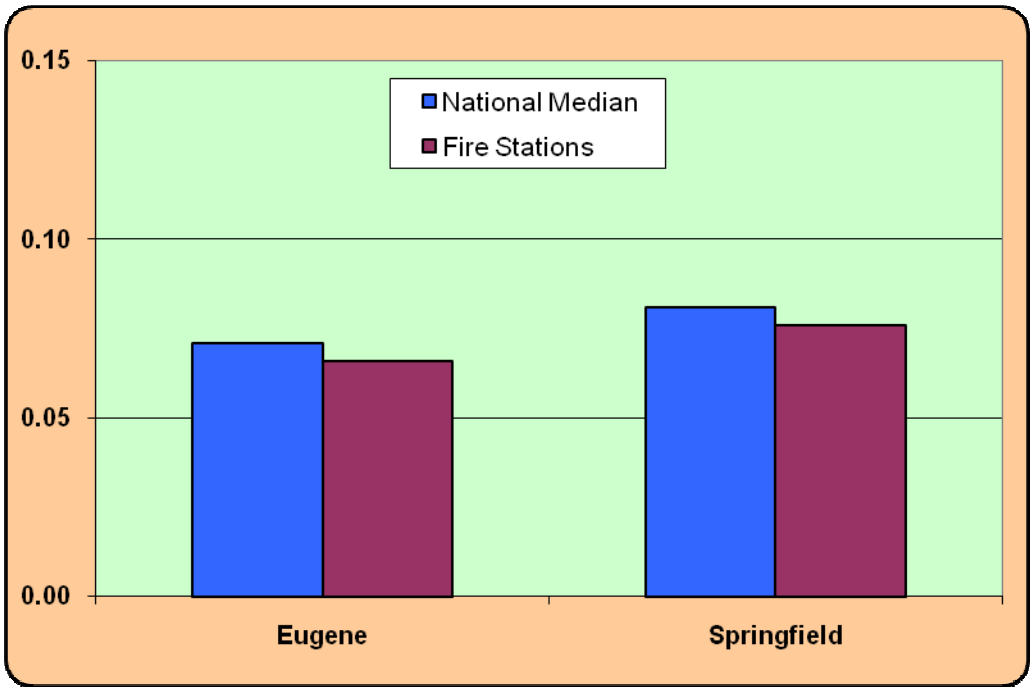
Positive Attribute 5: Eugene FD and Springfield FLS have non-tax revenue sources that are comparably large. Non-tax revenue is an important part of the operating budget of both fire departments.

Capital Assets and Facilities

Fire departments need a balance of three basic resources to successfully carry out their emergency mission: people, equipment, and facilities. Because firefighting is an extremely physical pursuit, the adequacy of personnel resources is a primary concern. But no matter how competent or numerous the firefighters, the department will fail to execute its mission if it lacks sufficient fire apparatus distributed in an efficient manner.

Comparisons of resources against those of similar size communities or service population are made for fire stations, engines, and aerials per 1,000 population served. Figure 48 compares the number of fire stations per 1,000 population of EFD and SFLS with like communities.

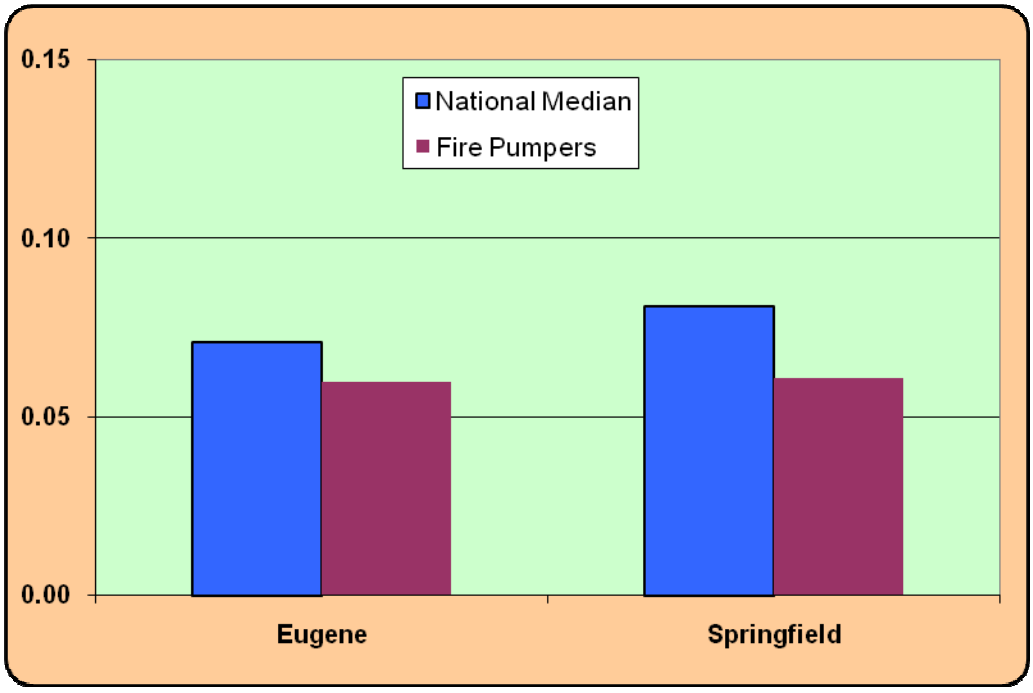
Figure 48: Resource Comparison, Fire Stations per 1,000 Population



Both Eugene FD and Springfield FLS have slightly fewer fire stations per 1,000 than their comparables. SFLS serves a total population of 65,919 and is compared with agencies between 50,000 to 99,999. With a population served of 167,417, EFD is comparable to agencies in the 100,000 to 249,999 bracket. The same groupings are used in each of the remaining comparisons.

Figure 49 compares the number of fire engines (pumpers) per 1,000 population of EFD and SFLS with the national median.

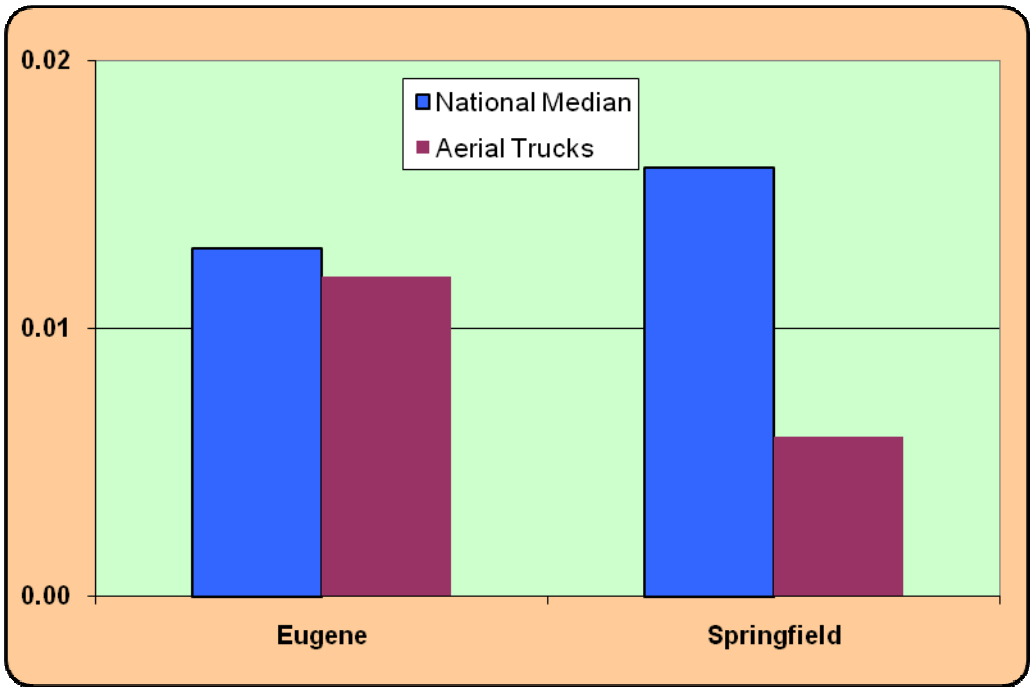
Figure 49: Resource Comparison, Engines per 1,000 Population



EFD and Springfield have fewer fire pumpers per 1,000 population served than the median of comparable cities.

In Figure 50, a comparison of the number of ladder trucks (aerials) per 1,000 population served by EFD and SFLS and the national median is shown.

Figure 50: Resource Comparison, Aerials per 1,000 Population



Springfield has significantly fewer aerials and EFD is slightly below the national median per 1,000 population of comparable cities.

Fire Stations

Fire stations play an integral role in the delivery of emergency services for a number of reasons. A station's location will dictate, to a large degree, response times to emergencies. A poorly located fire station can mean the difference between stopping a fire in a single room or losing a complete structure; possibly even saving a life or losing a life. The design of stations needs to be adequate to house equipment and apparatus, as well as meet the needs of the organization members. It is essential to research needs based on call volume, response time, types of emergencies, and projected growth prior to making a station placement commitment. Eugene and Springfield have made locating fire stations a matter of the greater community (region) need. The next section of this report (EFD and SFLS Fire Station Distribution), discusses fire station distribution.

EFD delivers emergency services out of eleven and SFLS from five strategically located fire stations within the city limits.[27] Administrative offices for Springfield are housed in City Hall – in addition to the offices of the City Manager, the Finance Department, the Planning Department, the Building Department, the Library, and the Mayor and Council Chambers. City Hall is located at 225 Fifth Street in Springfield. Eugene FD's administration and support services are at 1705 W. 2nd Avenue, Eugene (2nd & Chambers). The facilities house the 9-1-1 center, fire department, police, and 9-1-1 training, and Fire Station No. 2.

The location and a picture of each fire station are in Appendix K: Eugene Fire and EMS Stations and Emergency Apparatus and Appendix L: Springfield Fire & Life Safety Stations and Emergency Apparatus.

Fire Apparatus

Fire service apparatus is expensive albeit vital to an effective and reliable emergency service delivery system. A table (Appendix E: Apparatus Replacement Cost Analysis) provides an estimation of the total and annual contributions and current requirement to fully fund apparatus replacement for both fire departments. Calculations are based on emergency frontline and reserve apparatus and exclude ARFF, state owned, and staff vehicles. The value of all apparatus is estimated at $22,615,000. Annual contributions to a reserve account to fund replacement are $1,743,726, with an estimated liability as of January 1, 2009, of $10,459,071.

[27] Fire Station No. 12 (Airport) is dedicated to providing ARFF and the crew is not available for response outside of the airport perimeter.

Phase III: Future Service Demand and Financial Impact Analysis

Objective III-1 GIS/NFIRS Analysis

ESCI uses the geographic information system (GIS) software ArcView™ to conduct a response performance criteria analysis (RPCA) of each of the fire departments. Later in the report, RPCA is also used to model emergency response outcomes of interagency options. Combining response data with GIS software produces a geographic depiction of fire department emergency workload and performance. RPCA includes:

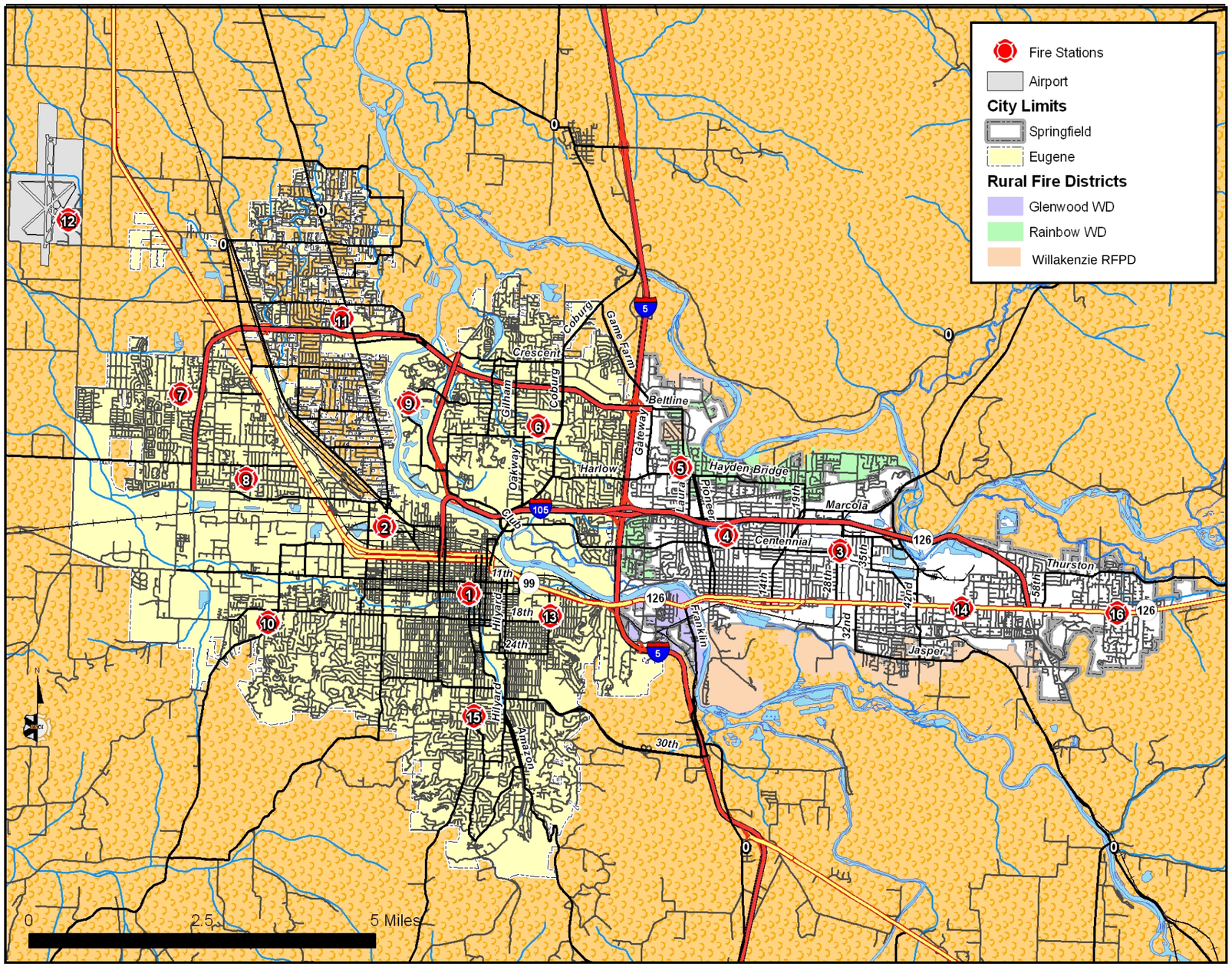
- Fire station distribution
- Response area coverage
- Response time history and performance
- Cooperative service models

Standards of cover and deployment documents were reviewed for both departments in the course of the analysis.[28]

EFD and SFLS Fire Station Distribution

The combined service area of the two departments covers approximately 93 square miles and serves an estimated population of 233,000.[29] Strategically positioned apparatus and personnel provide fire suppression, emergency medical care, and rescue services to residents and visitors alike, responding from 16 fire stations. The figure on the right depicts both fire department service areas and the locations of the respective fire stations.

Figure 51: EFD/SFLS – Fire Station Deployment



[28] EFD Standards of Response Coverage 01-2008. SFLS Standards of Cover and Deployment Study, 04-2007.
[29] 2007 estimates from the US Census Bureau.

Figure 52: EFD – Response Area Coverage

EFD Response Area Coverage

Emergency response from EFD fire stations is shown by the figure on the right. The depiction of five-minute travel from each of the stations is based on a one-minute turnout and a four-minute response. To a very large extent, the four-minute travel distance is dependent on geography, the street network, and the speed capability of the emergency apparatus. Consideration is given for negotiating turns and intersections with multi-ton vehicles

The map shows that a majority of the City of Eugene is within a five-minute emergency response from existing fire stations. Notable gaps in coverage exist on the south, east, and west sides of the city (shown as white areas on the map).

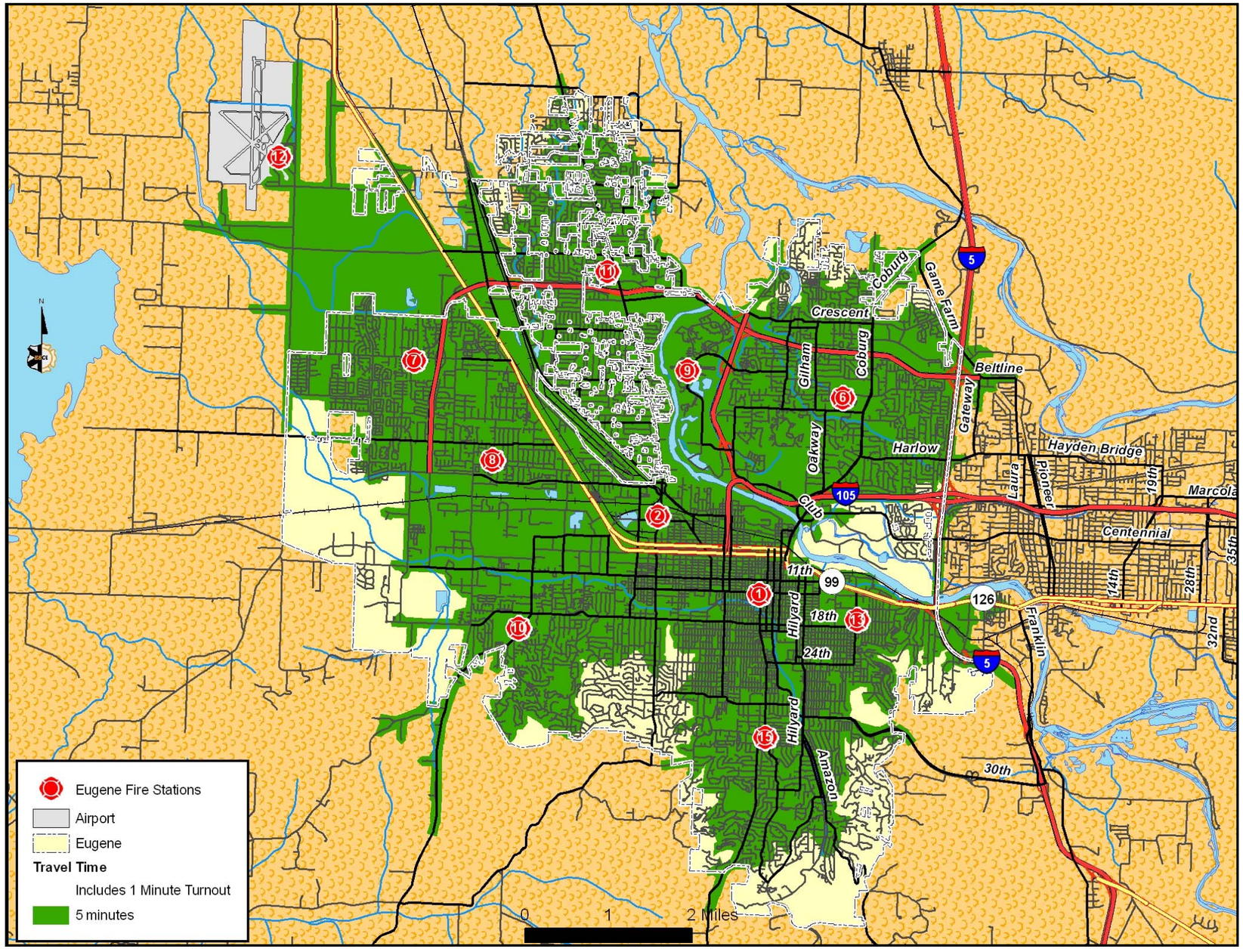


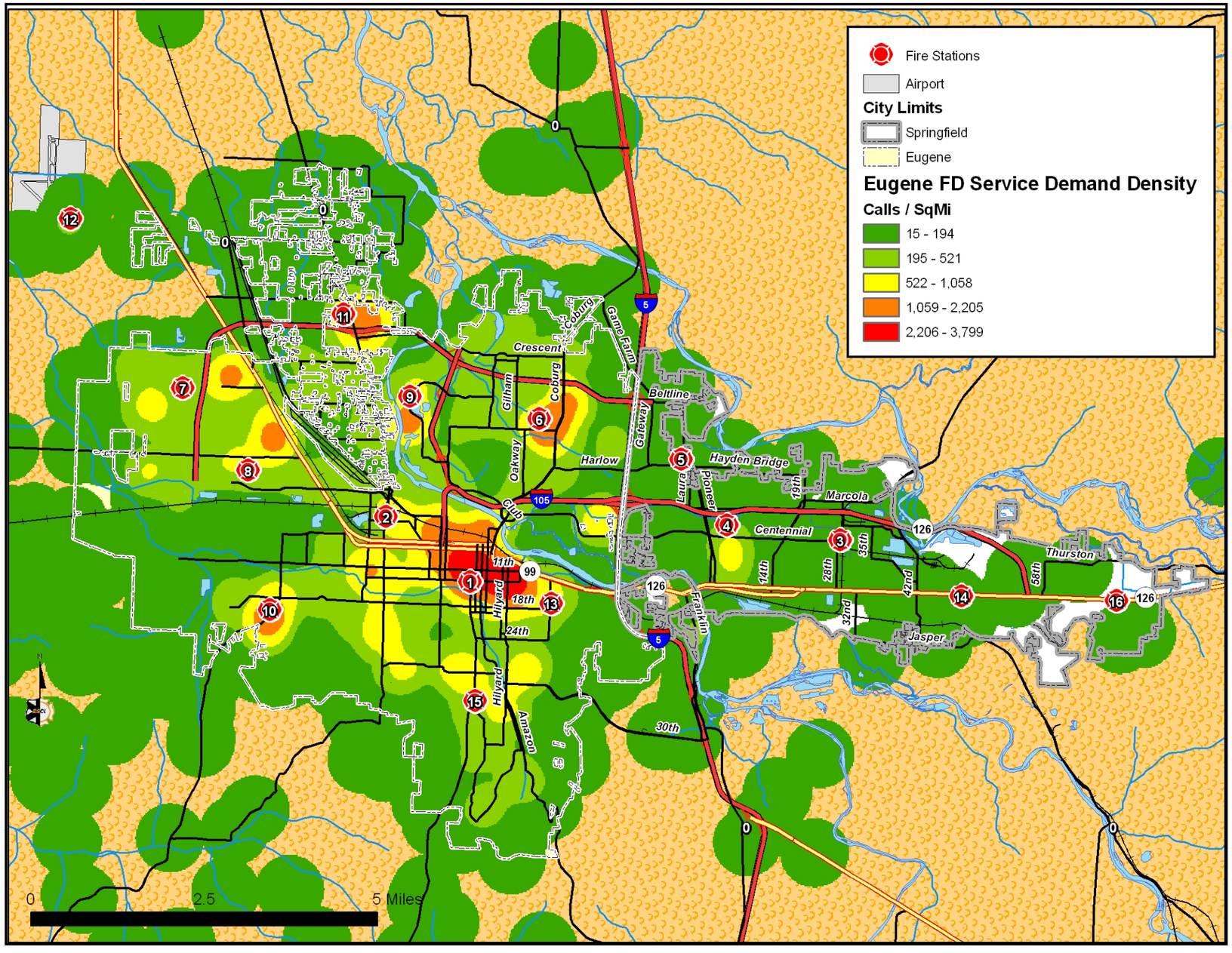
Figure 53: EFD – Service Demand Concentration

EFD Service Demand Concentration

While the ability to respond to all parts of a city within a certain time is important, it is more important to consider where demand for service most frequently occurs, and how the strategic placement of fire stations can assure the efficient provision of emergency service to those areas. The figure to the right illustrates the concentration of service demand within Eugene for the year 2008. Areas of least service demand (15 to 194 alarms per square mile per year) are colored green. Areas of more concentrated demand grade from light green (195 to 521 alarms) to yellow (522 to 1,058 alarms) to orange (1,059 to 2,205 alarms), and areas of greatest demand are colored red (2,206 to 3,799 alarms). The map also shows service demand outside of the city resulting from automatic and mutual aid agreements.

The area of highest service demand is experienced within the downtown response area of Station No. 1, which (importantly) is backed up by Station Nos. 2 and 13. Other areas of comparatively high demand within the EFD response zones are located near Station Nos. 6, 7, 8, 9, 10, and 11. One zone of moderately high EFD demand occurs in the City of Springfield near SFLS Station No. 4.

Examining the travel time model (Figure 52) in the context of service demand (Figure 53), we note that EFD can reach 95 percent of all requests for emergency service from a nearby fire station within five minutes of dispatch, provided that the corresponding apparatus and personnel are available.[30]



[30] Including response outside of the jurisdictional boundaries of the City of Eugene.

Figure 54: SFLS – Response Area Coverage

SFLS Response Area Coverage

Emergency response from SFLS fire stations is detailed in the figure to the right. Five-minute response from each of the stations is measured from the time of dispatch and is based on a one-minute turnout and a four-minute travel time. As was previously mentioned, the distance traveled by emergency equipment during a four-minute response is dependent on geography, the street network, and the speed capability of the apparatus. Consideration is given for negotiating turns and intersections with multi-ton vehicles

The map shows that virtually all of the City of Springfield lies within five minutes of existing fire stations. Minor gaps in coverage exist along the southern border of the city and near Beltline on the north (shown as white areas on the map). The five-minute response area of SFLS Fire Station No. 5 extends into the City of Eugene to the west, well past the boundary line along Interstate Highway 5.

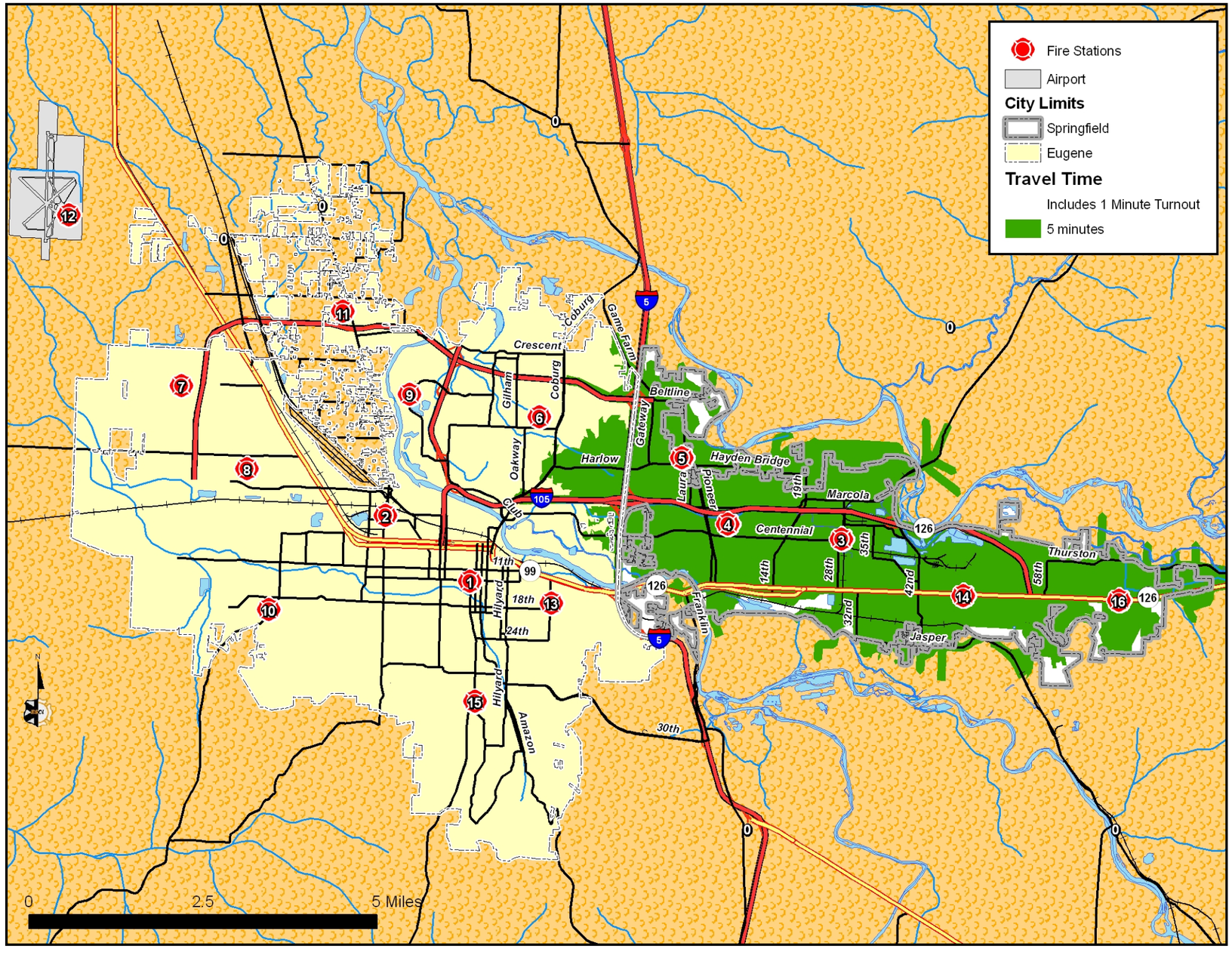


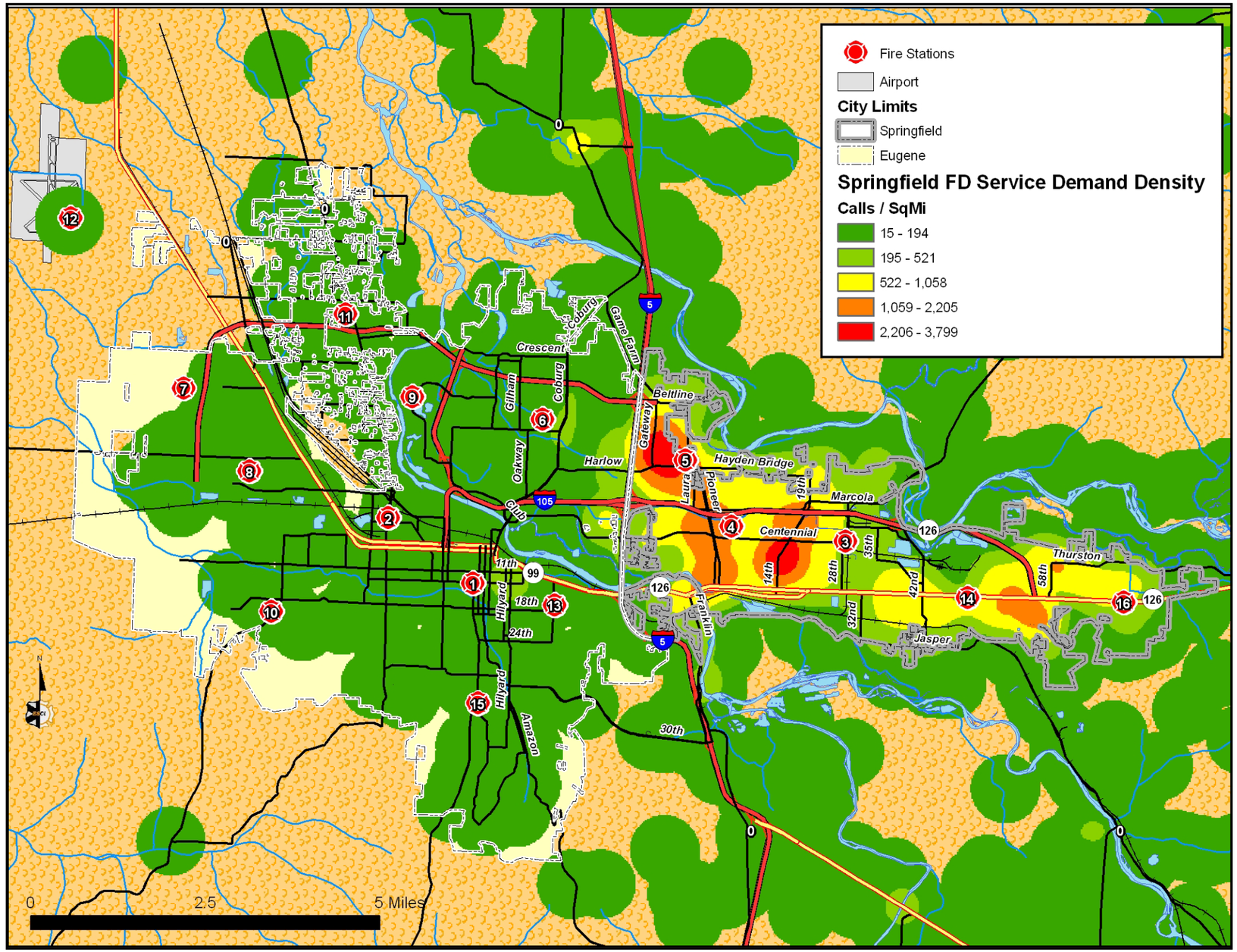
Figure 55: SFLS – Service Demand Concentration

SFLS Service Demand Concentration

As with EFD, it is important to consider where demand for service most frequently occurs, and how the strategic placement of fire stations can assure the efficient provision of emergency service to those areas. The figure to the right depicts the last full year of requests for emergency service by SFLS. Areas of demand grade from low (green) to high (red). The map shows all areas of service demand, including response outside of the City of Springfield resulting from the various service agreements maintained by SFLS.

The areas of highest service demand for SFLS occurs in areas served by Stations 3, 4, and 5; while an area of moderately-high demand shows up in an area served by Stations 14 and 16. Some moderate demand is evident within the City of Eugene just west of the Interstate 5 highway.

Analyzing the travel time model (Figure 54) in the context of service demand (Figure 55), we note that SFLS can reach 91.4 percent of all requests for emergency service from a nearby fire station within five minutes of dispatch, provided that the corresponding apparatus and personnel are available. [31]



[31] Including response outside of the jurisdictional boundaries of the City of Springfield.

Response Time History and Performance

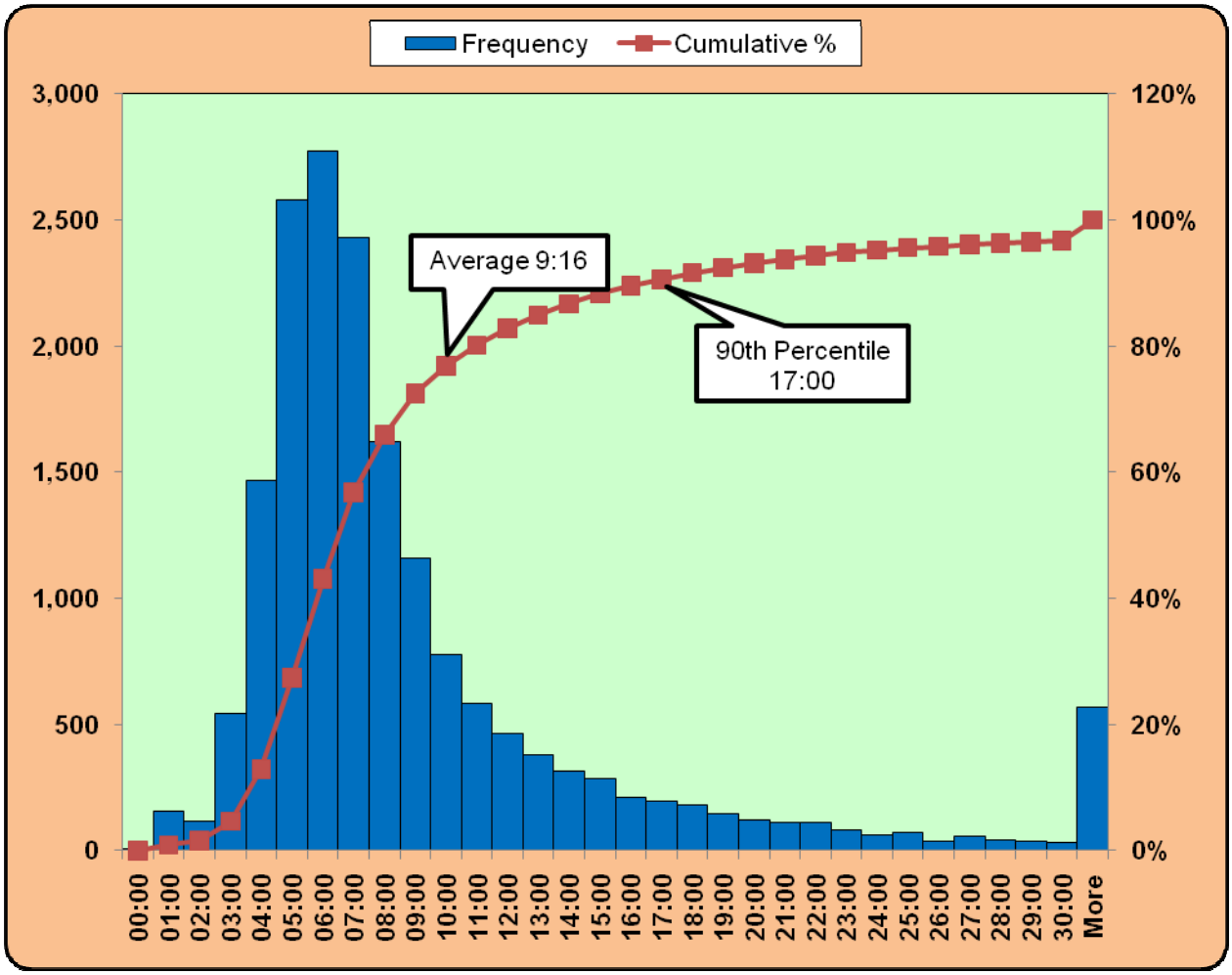
Total Response time is the interval between the initiation of a request for emergency assistance (most often through a phone call to 9-1-1) and the arrival of emergency equipment at the scene. Multiple elements string together to make total response time, beginning with the time required for a call taker at the 9-1-1 center to gather information and to subsequently dispatch the appropriate emergency unit(s). An accepted standard for modern communication centers is to initiate emergency dispatch within 60 seconds of the 9-1-1 call. The time required for call taking and dispatch is generally outside of the control of firefighters; although the time required by emergency personnel to react to the dispatch, don appropriate protective gear, mount emergency apparatus, and begin travel (turnout time) is within their control.[32] Once travel to the emergency scene has begun, the time required for response is dependent almost entirely on roadways, traffic, and geography.

[32] For this reason, dispatch time is not included as part of this analysis.

EFD Response Time

The dataset provided by EFD internal records management systems for year 2008 provides details from the time of dispatch (when the fire department was notified) until arrival at the scene. Using data from year 2008, the following chart (Figure 56) illustrates the overall response time frequency of EFD from the time of dispatch until arrival at the scene. Mutual aid calls and non-emergent calls were removed from this response time analysis. Response times in excess of 60 minutes were considered anomalous and also removed from the analysis.

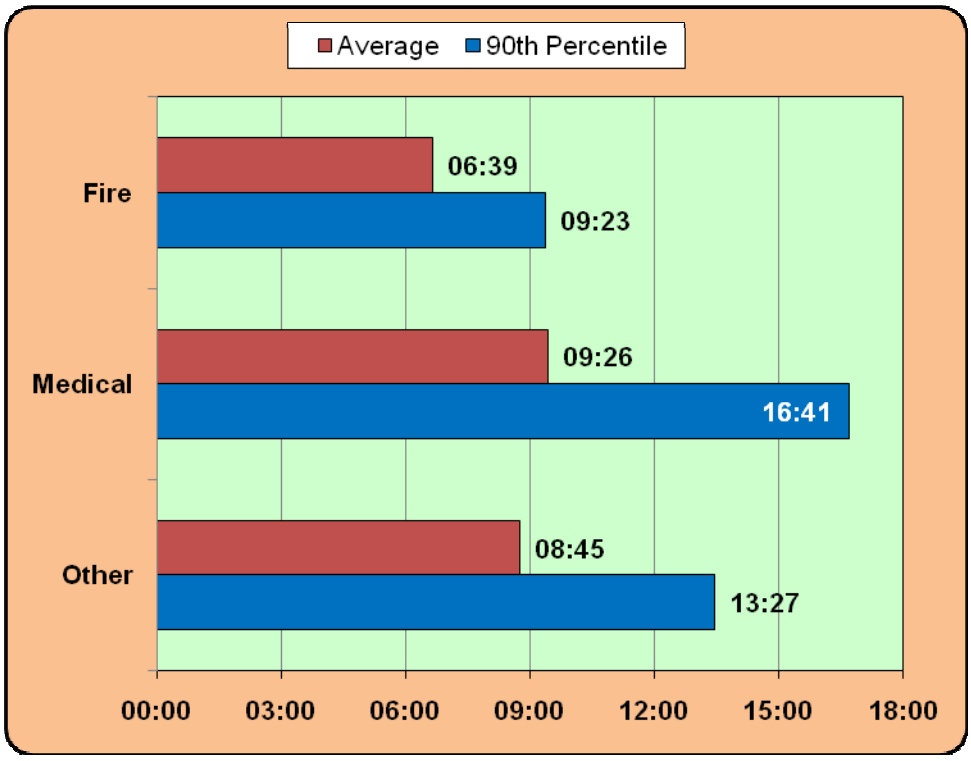
Figure 56: EFD – Response Time Frequency



The most frequently recorded response time in 2008 was within the six-minute range, while the average response time of all calls was 9 minutes 16 seconds. Ninety percent of all requests for emergency assistance in the City of Eugene were answered within a 17-minute response time.

Response time may vary depending on the type of call reported and on the dispatch protocols, as the following chart (Figure 57) illustrates. For example, not every EFD station houses an ambulance. If the type of emergency dictates that only an ambulance is dispatched, response time may be longer depending on the location of the emergency and the relative position of the ambulance In Figure 57 below, "other" refers to calls that are neither an actual fire nor a medical/rescue (for example, a fire alarm sounding).

Figure 57: EFD – Response Time by Call Type

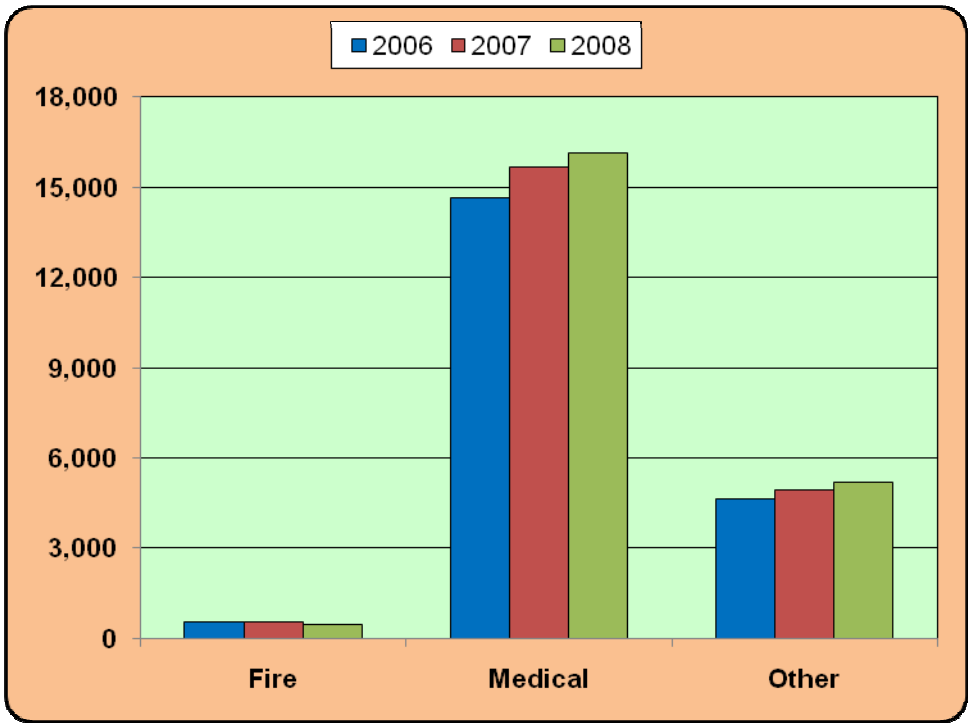


The figure above lists the average and the 90th percentile response times for each of the three call types. Of the 90th percentile times, response to fires is the fastest at 9 minutes 23 seconds; followed by other alarms (13 minutes 27 seconds); and, finally, with medical calls being the longest at 16 minutes 41 seconds.

In addition to the previously mentioned reason for the longer response times experienced for medical emergencies, the fact that medical calls account for most of the requests for assistance in Eugene also affects response times. Higher medical call volumes tend to increase the frequency of simultaneous emergencies, especially at certain times of the day. Such events deplete available resources, which equates to increased response times overall.

The following chart (Figure 58) details the workload history of EFD by call type for the last three calendar years.

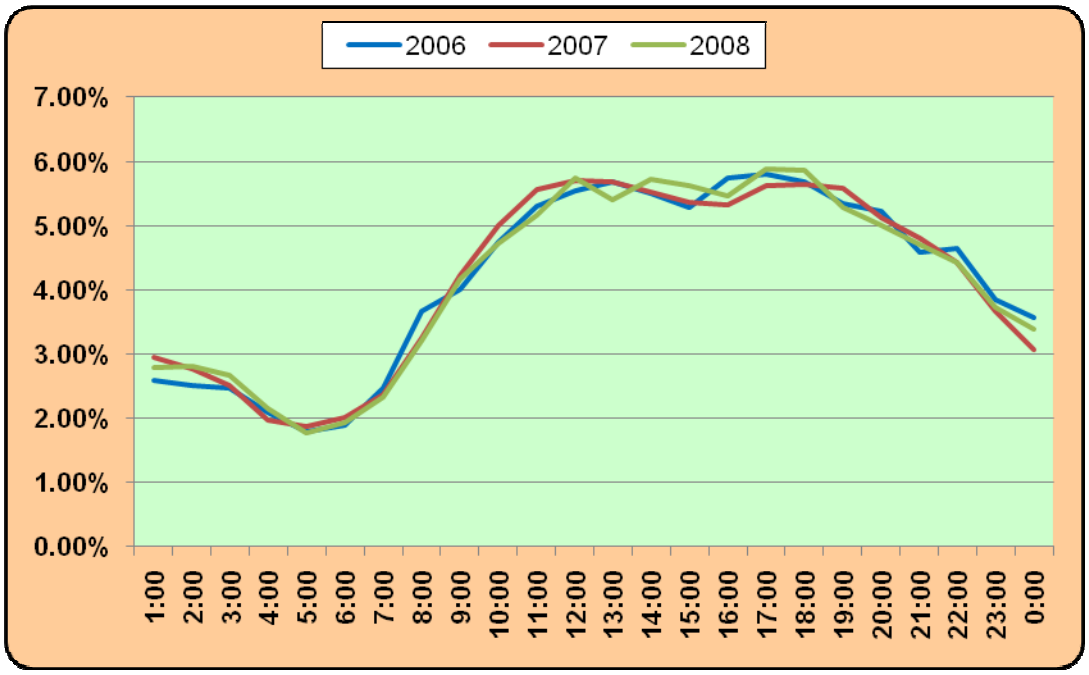
Figure 58: EFD – Workload History by Call Type



The workload trend of EFD fire response has remained nearly the same for calendar years 2006 through 2008, while response to medical emergencies and other emergencies have shown a steady increase.

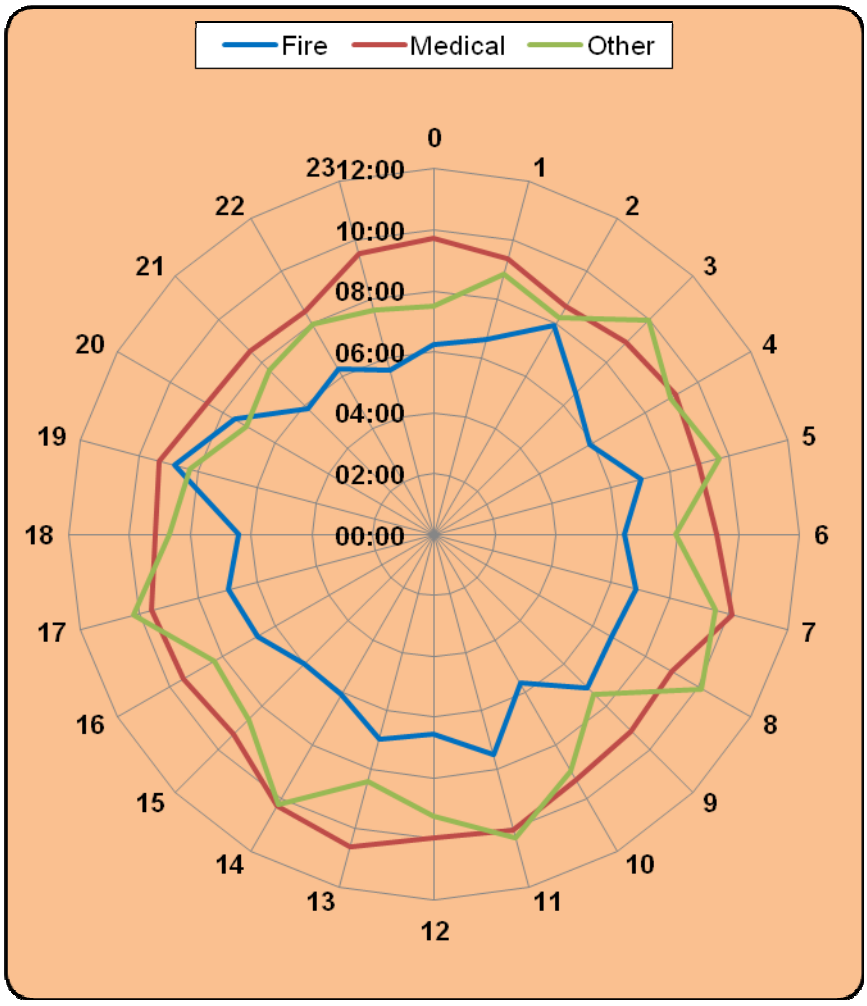
Response times can also vary by time of day in reaction to workload and traffic conditions. The chart below (Figure 59) details EFD workload by time of day for the last three calendar years. Eugene, similar to other departments nationwide, experiences an increase in service demand at about 6:00 a.m., peaking by late morning. The service demand levels sustain themselves during the day but begin to abate by the early evening hours.

Figure 59: EFD – Workload by Hour of Day, 2006 – 2008



The average hourly response time for EFD emergency incidents during 2008 varied by call type as well but remained unexpectedly consistent around the clock as illustrated in the following chart (Figure 60). Slight increases in response time are noted during the busier times of the day.

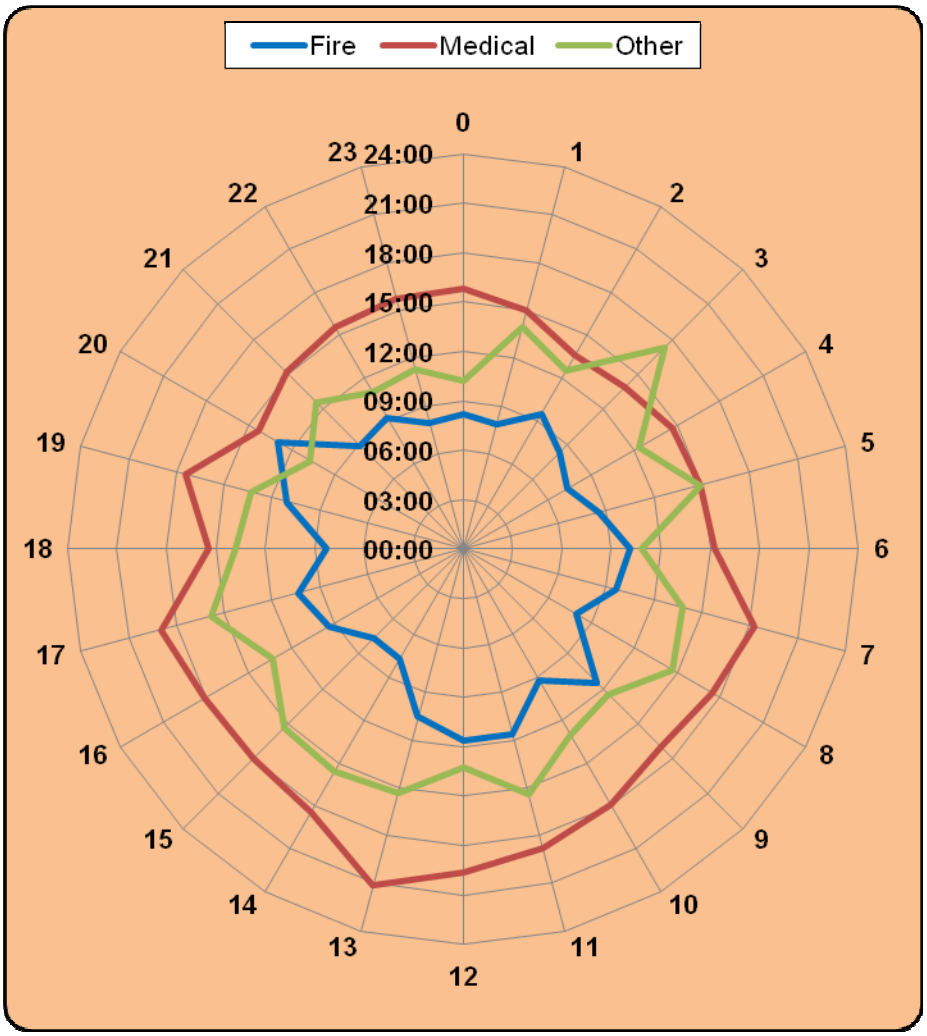
Figure 60: EFD – Average Response Time by Hour of Day



Average response time is one useful measure to determine the effectiveness of the geographic-based coverage, although it would be more significant to determine how well the majority of emergency service demand is being serviced. One useful way to determine how well demand-based coverage is achieved is by examining response time to a larger percentage of the incidents, in this case 90 percent of all call types.

The 90th percentile response time for emergency incidents occurring within the City of Eugene were longer during the busier times of the day, especially for medical/rescue calls as shown in Figure 61 below.

Figure 61: EFD – 90th Percentile Response Time by Hour of Day



SFLS Response Time

A SFLS response time analysis was conducted for the City of Springfield as an element of a Standards of Cover and Deployment Study in 2007 by ESCI.[33] Because of the freshness of the data and a desire to keep costs of this process as reasonable as possible, that information is used in this section of the report.

[33] Standards of Cover and Deployment Study, City of Springfield, Oregon, Department of Fire and Life Safety, April 2007.

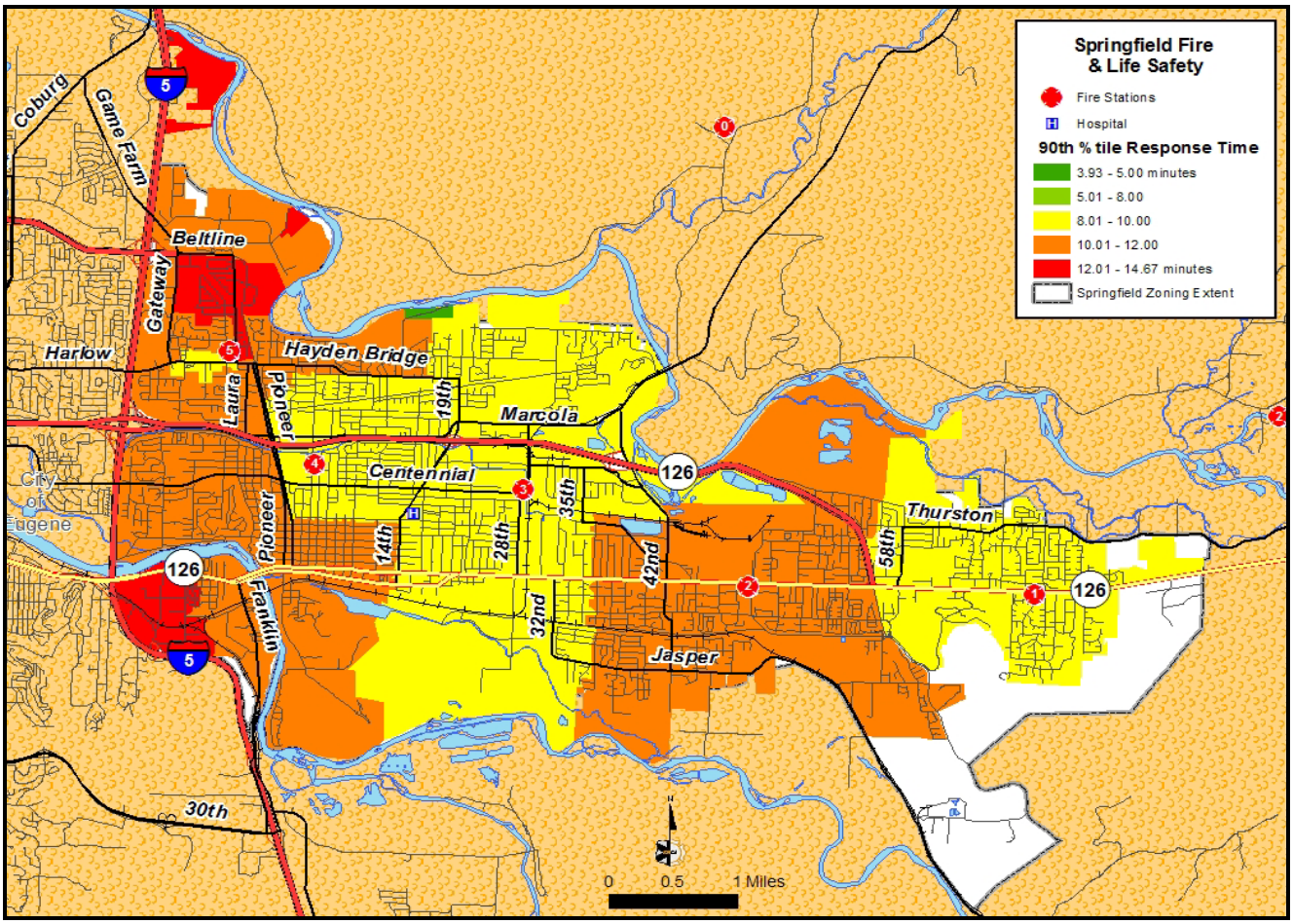
As shown in Figure 62, SFLS covers 80 percent of its calls in 5 minutes 19 seconds and 90 percent of its calls in 6 minutes 25 seconds. In 2006, the response time of 74.8 percent of the calls was under five minutes.

Figure 62: SFLS – Station Response Time Performance

2006 – Priority 1 Calls Only inside the City				
	Calls	**90th Percentile**	**80th Percentile**	**Average**
Fire Station No. 1	591	06:08	05:16	04:18
Fire Station No. 2	1,014	06:19	05:10	04:00
Fire Station No. 3	925	06:00	05:05	03:56
Fire Station No. 4	1,313	07:11	05:37	04:22
Fire Station No. 5	955	06:07	05:06	04:08
Overall	**4,798**	**06:25**	**05:19**	**04:09**

Figure 63 combines the 90th percentile turnout times with the 90th percentile travel times to illustrate the 90th percentile response time performance of SFLS by geographic response area. The area in red shown between the I-5 and Hwy 126 markers is a district with first due automatic response by the EFD. This map reflects only the performance from SFLS units, and does not take into account the possible quicker response from EFD Fire Station No. 3.

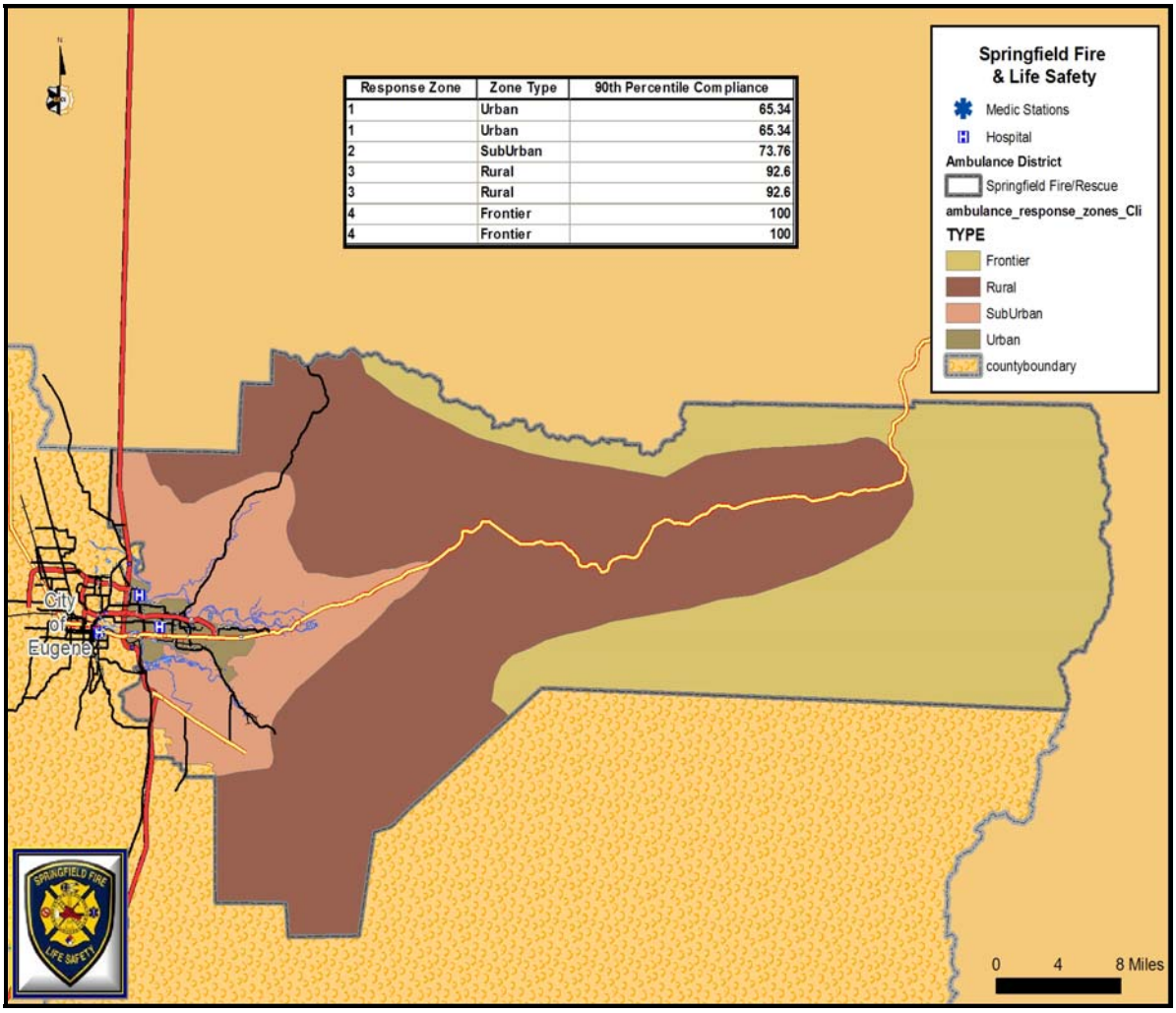
Figure 63: SFLS – 90th Percentile Response Time by Beat



The following map (Figure 64), illustrates the urban, suburban, rural, and frontier zones in the ambulance service area along with the 90th percentile response time performance rating for emergency medical incidents. Based on this analysis, the 90th percentile response time target of 10 minutes was obtained 90.8 percent of the time in urban zones, the 20-minute target in suburban zones 91.8 percent of the time, the 45-minute rural zone target 92.6 percent, and the

frontier zone target 100.0 percent of the time.[34] The Ambulance Service Area response time standards were met in all four zones.

Figure 64: SFLS – ASA Response Time Performance by Zone

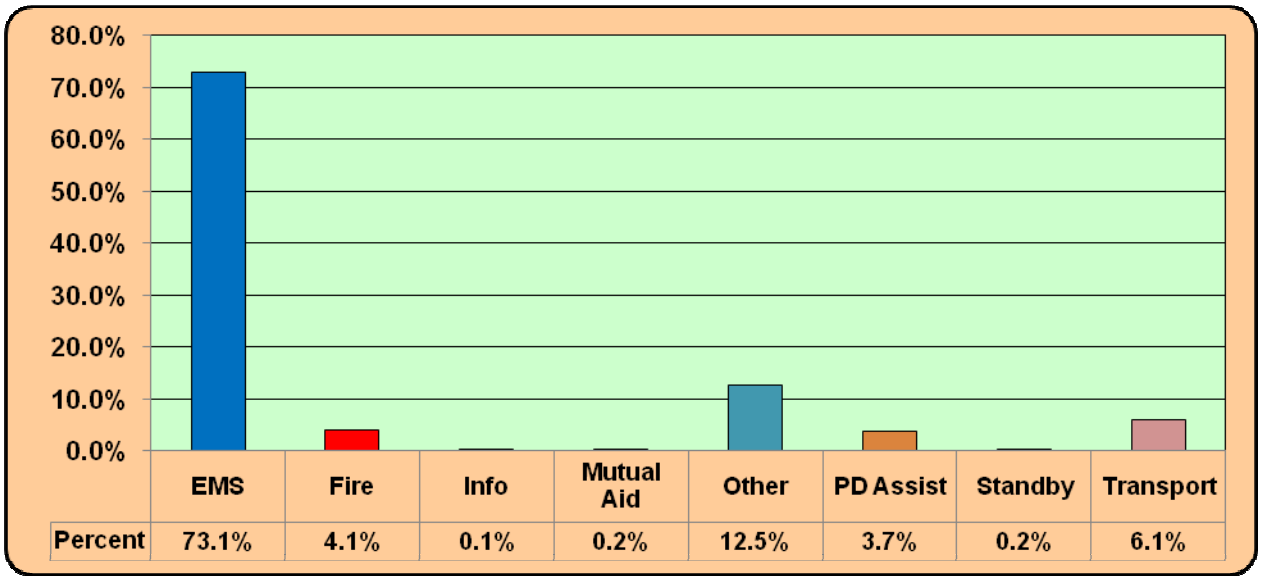


Based on the data for 2005 and 2006, SFLS experienced a stable volume of requests for service over the two years reviewed. Fire incidents, emergency medical calls and all other types of alarms have been individually consistent as well. This may change based on commercial and residential development and as demographic factors such as aging of the population occurs.

[34] Routine scheduled transport calls are excluded from this calculation.

As illustrated in Figure 65, the bulk of the workload for Springfield Fire & Life Safety is handling requests for emergency medical aid. This is not unusual for departments that provide first responder and/or ambulance transport.

Figure 65: SFLS – Workload History by Call Type, 2005 – 2006

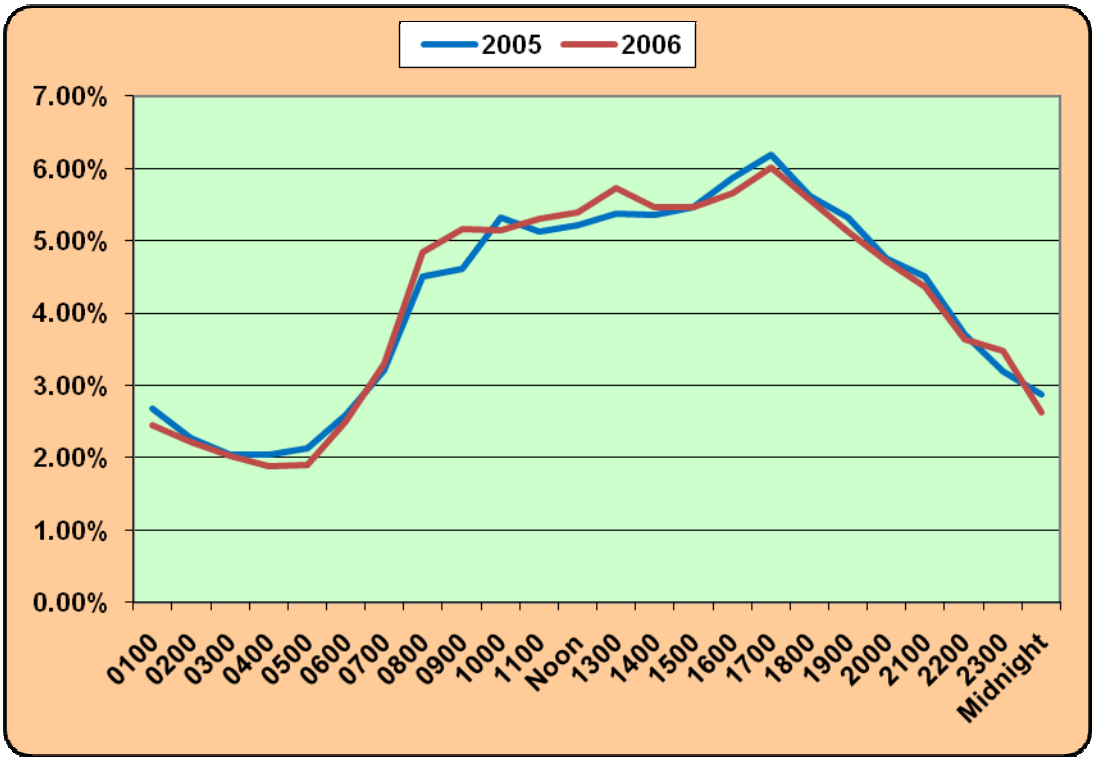


	EMS	Fire	Info	Mutual Aid	Other	PD Assist	Standby	Transport
Percent	73.1%	4.1%	0.1%	0.2%	12.5%	3.7%	0.2%	6.1%

The hours of peak activity can strain an under-equipped or under-staffed department. Understanding when peak activity occurs begins the process of developing deployment strategies and needs assessment.

Figure 66 depicts the distribution of calls by the hour of day.

Figure 66: SFLS – Workload by Hour of Day, 2005 – 2006



Call activity for begins to climb about 6:00 a.m., peaking at 11:00 a.m. It decreases slightly during the afternoon, only to increase during the rush hours of 4:00 and 5:00 p.m. By 6:00 p.m., calls begin to decline throughout the late night and early morning hours. This pattern follows the typical active hours of most people's daily activities.

RPCA Outcome of Interagency Options

Previously, the existing resources of the fire departments are considered individually to determine how effective each is in meeting the local demand for emergency service. In the preceding analysis (beginning with Figure 51 on page 71), GIS modeling is used to examine emergency service coverage, demand, and response. Here, the same methodology is used to describe the outcome of fully integrating the emergency service resources and operations of EFD and SFLS.

Combined Service Demand

Figure 51 on page 71 shows service areas of both fire departments and the location of the 16 EFD and SFLS fire stations. The map here (Figure 67) overlays the combined emergency service demand of both departments to the resource map. As before, service demand on the map grades from low (green) to high (red). The resulting service demand map shows that demand levels are generally higher in the central region, with zones of highest demand notably in Eugene's downtown area and in Springfield's west side.

Positive Attribute 6: With a combined service area of over 93 square miles serviced demand coverage is in excess of 90 percent.

Figure 67: EFD/SFLS Combined Service Demand Concentration

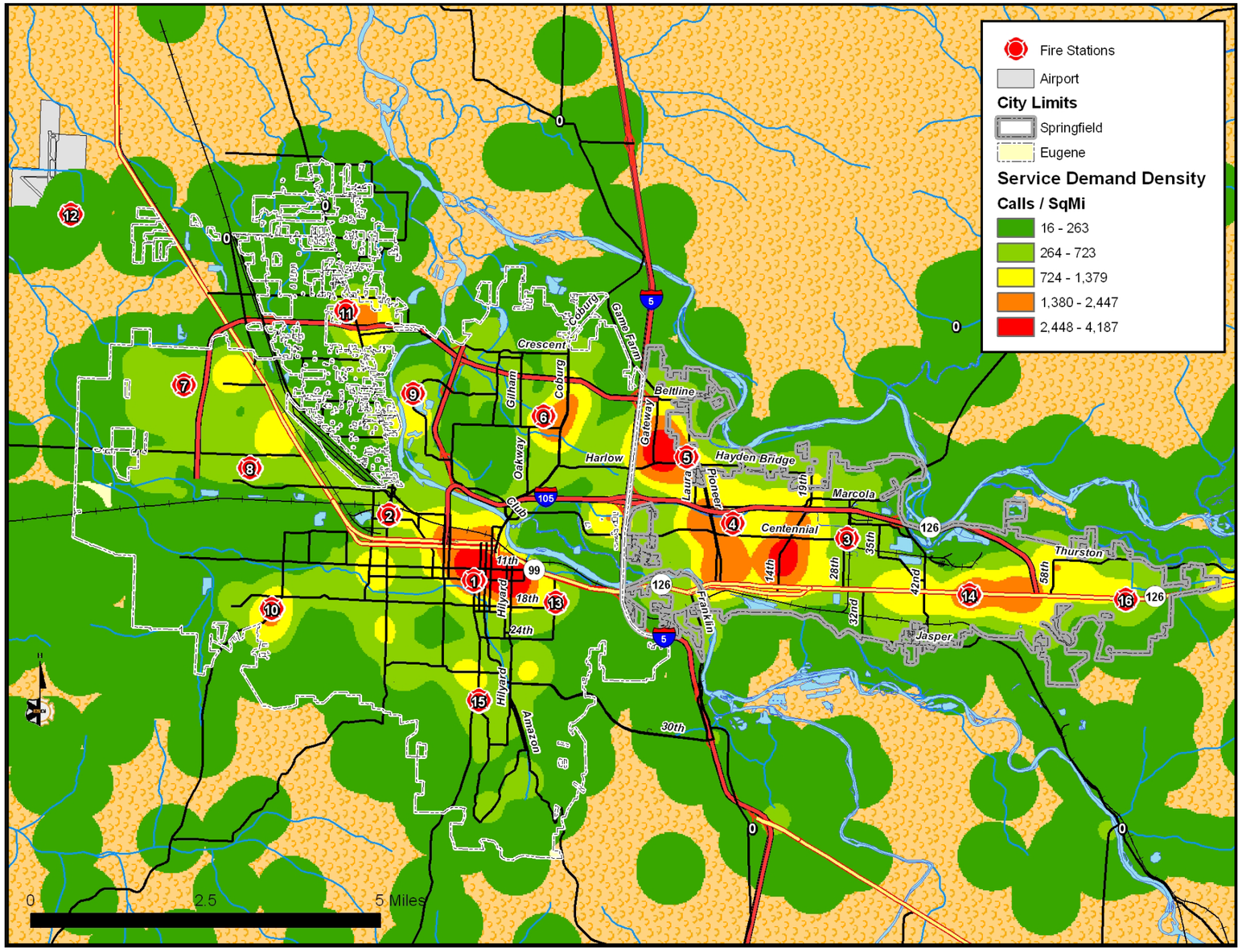
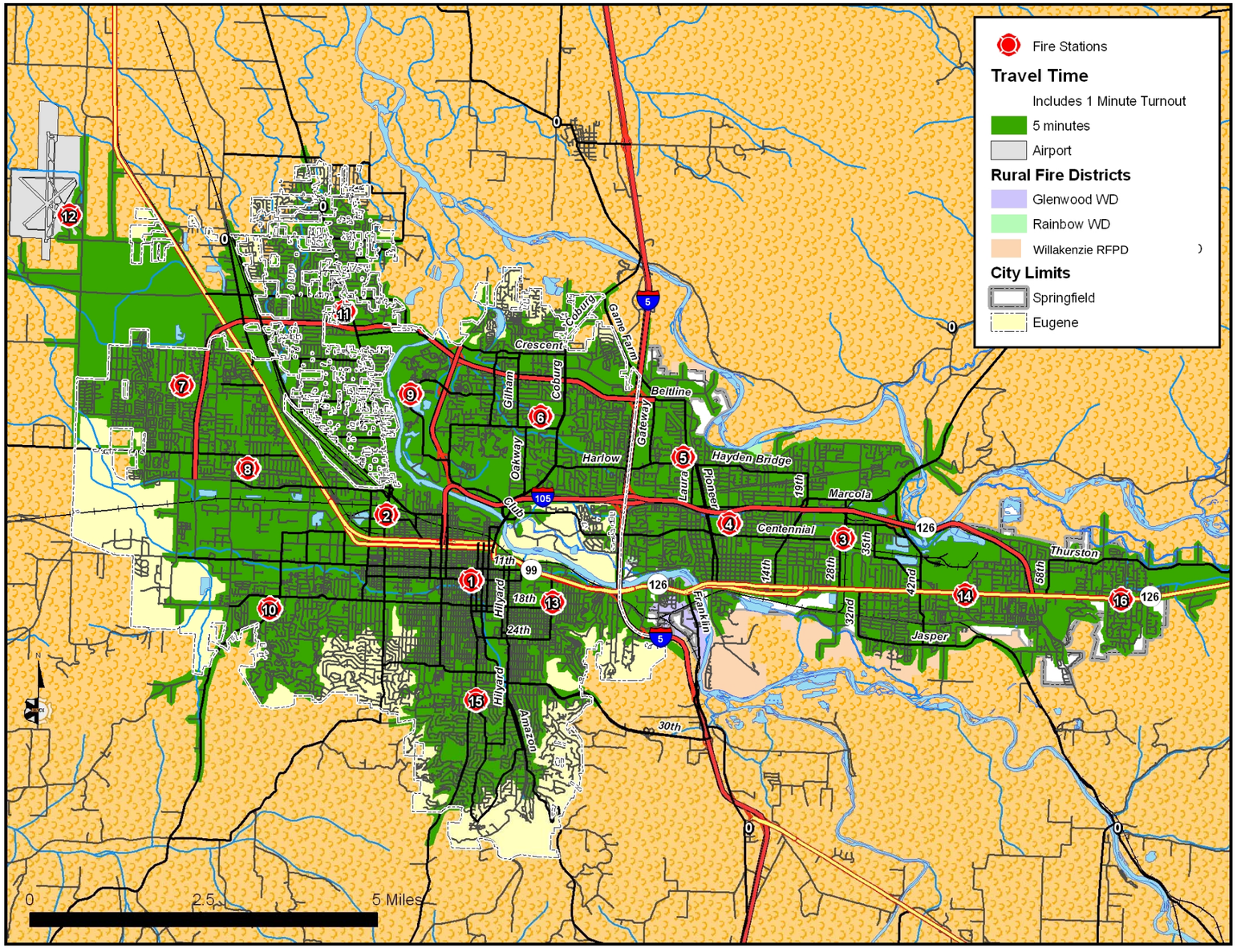


Figure 68: EFD/SFLS Combined Response Area Coverage

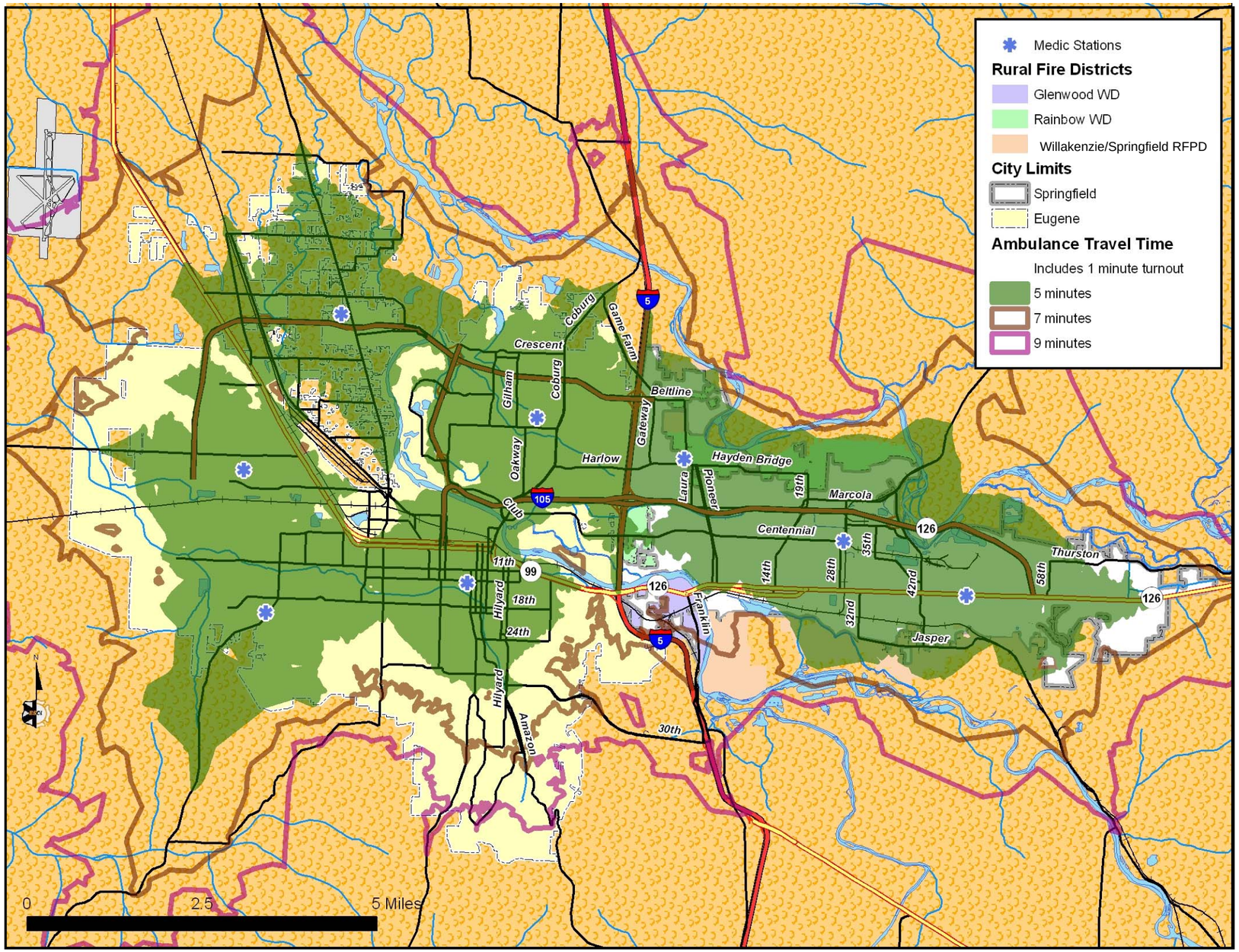


Combined Coverage

Figure 68 combines the two departments' travel time models, showing the area included within a five-minute response (one-minute turnout and four-minute travel) from the 16 fire stations. The figure demonstrates that areas along southern borders of the cities (including the rural fire districts) and in the east central zone of Eugene may require more travel time (greater than four minutes) to reach. The combined coverage of the 16 fire stations is adequate to reach well over 90 percent of all demand for emergency service (including that outside of the jurisdictions), as shown by the previous map (Figure 67), provided that the corresponding apparatus and personnel are available.

Positive Attribute 7: Existing fire station placement provides excellent service demand coverage for both fire departments.

Figure 69: EFD/SFLS Ambulance Response Area Capability



Combined Ambulance Coverage

Since not all fire stations are equipped with ambulances, and because the response time objective for an ambulance is different than that of a first arrival fire engine, Figure 69 details the assigned base of the area's eight ambulances and the associated travel time capability. In the map, a five minute response (including a one-minute turnout) polygon is highlighted with green. Response times zones of seven and nine minutes are also shown, bordered in brown and pink respectively.

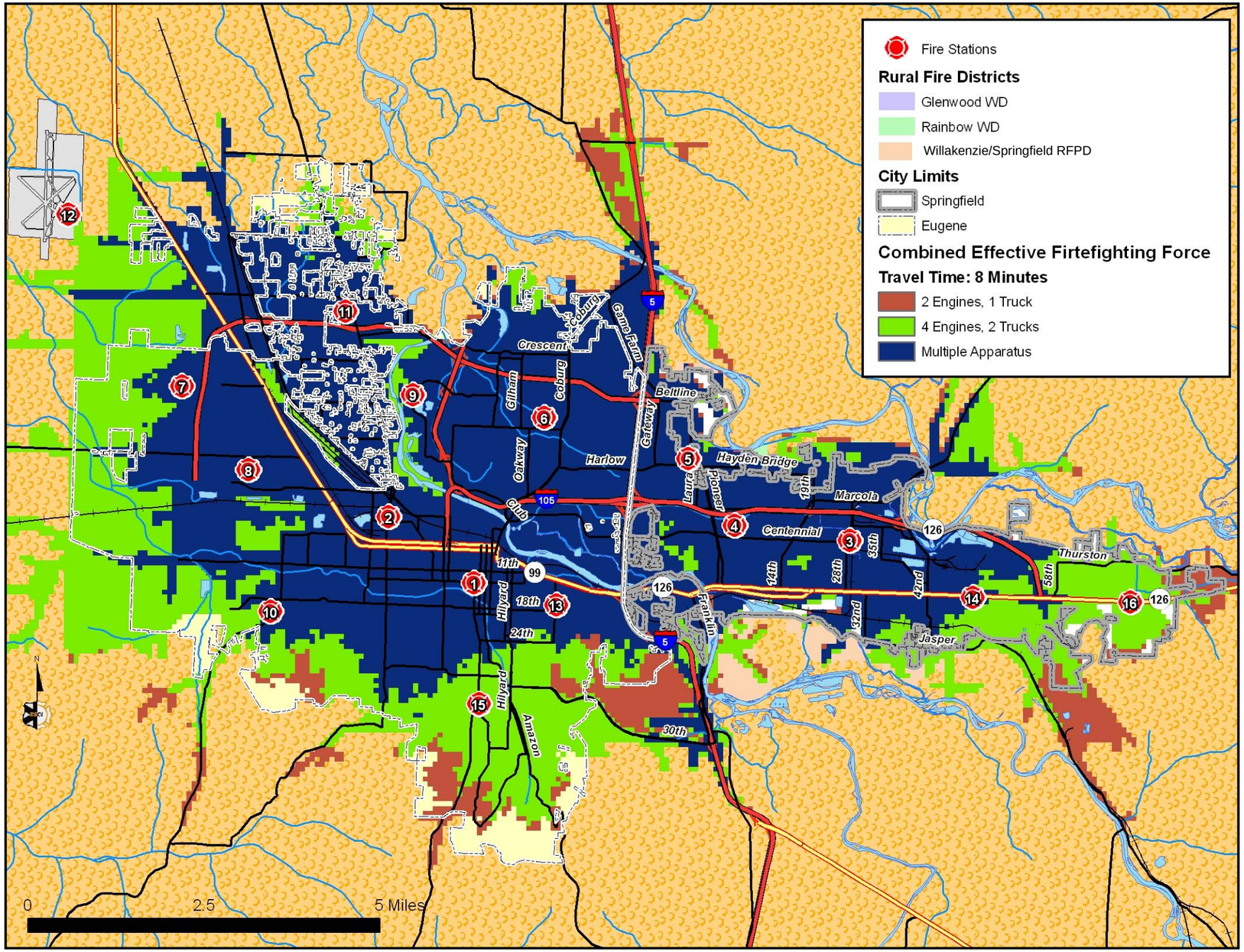
While ESCI used the location where ambulances are stationed, the characteristics of EMS transport activities means that units are often out of position, on calls, or at hospitals.

Figure 70: Combined Effective Firefighting Force Area

Combined Effective Firefighting Force

Eugene and Springfield have each adopted emergency response standards that are independent of NFPA Standard 1710.[35] Doing so is an accepted good management practice. In this case, however, the NFPA Standard does provide a useful means by which to measure the force potential of a fire protection system. Among other requirements, NFPA 1710 calls for the arrival of the entire first assignment (enough apparatus and personnel to effectively combat a fire based on the level of risk of the property) within nine minutes of dispatch 90 percent of the time. This is to ensure that enough people and equipment arrive soon enough to be effective in controlling a fire before substantial damage occurs.

In the map on the right (Figure 70) the combined fire force of EFD and SFLS are used to depict the outer response limits (colored brown) of an effective firefighting force consisting of two engine companies, one ladder truck company, and an incident commander.[36] In addition, the force limits for four engines and two ladder trucks are shown as green, while blue depicts coverage considered appropriate for high risk occupancies.



[35] National Fire Protection Association, *NFPA 1710, Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*, 2004.
[36] This is considered as an effective firefighting force for a residential occupancy. Other occupancies may require more personnel and equipment dependent on risk.

Phase IV: Opportunities and Options

Objective IV-1 Concepts of Strategic Restructuring and Cooperative Efforts

The ESCI Project Team explored the concept of Cooperative Organizational Relationships, Strategic Re-Structuring, and Cooperative Operational Efforts. In this phase and objective of the project ESCI offers information on the options and opportunities available to the cities, including:

- General partnering strategies
- Motivating factors
- Critical issues
- Fiscal factors
- Success factors
- Restructuring pitfalls
- Cooperative alternatives
- Opportunities for success

General Partnering Strategies

Many public agencies are experiencing a period of transformation. Previous rapid economic development in areas surrounding the major population centers of the nation drove a demand for more sophisticated fire and emergency medical protection. More recently, a poor economy is motivating business and municipal corporations to freeze hiring, reduce or eliminate programs, and search for other cost saving measures. Many community fire departments have existed virtually independent of each other for decades, with only the narrowest scope of shared services. Perhaps abruptly, but not surprising, these fire departments find themselves challenged to anticipate and provide urban-style emergency service with reduced resources.

As communities grow to the extent that previously isolated neighborhoods blend, economies and emergency service demands become interdependent. A city relies on suburban residents to support the city's economy, while suburban residents depend on the city for jobs and commerce. The loss of a business to fire or disaster in one community now directly affects the quality of life in another.

A long-standing premise of public policy holds that cities are the logical service providers in urban settings – logical, though, may not be the most efficient. As it turns out, the emergency service need of rapidly developing cities and the surrounding unincorporated area is most effectively met by larger, regionally-based fire protection agencies. This is because the successful outcome of emergency service is highly dependent on the rapid mobilization of significant numbers of personnel and equipment. Regional fire protection agencies inherently have the ability to field greater numbers of emergency workers and equipment while capitalizing on efficiencies of scale in management and oversight.

Today, fire departments are sophisticated and indispensable channels for all forms of emergency service, including natural and man-caused disaster management, fire and accident prevention, and pre-hospital care. In the process, the role of many fire agencies has transformed to regional emergency service providers. At the same time, numerous service providers, having already experienced a public service funding crisis, are in a dire predicament. Financial change originally brought on by tax limitation laws or other policy shifts squeezed the ability of communities to unilaterally finance and manage needed change. Now those communities are faced with the added burden of an economic recession. However, even before communities began experiencing the current funding crisis, pressure was being applied by residents and others to lower cost and increase service.

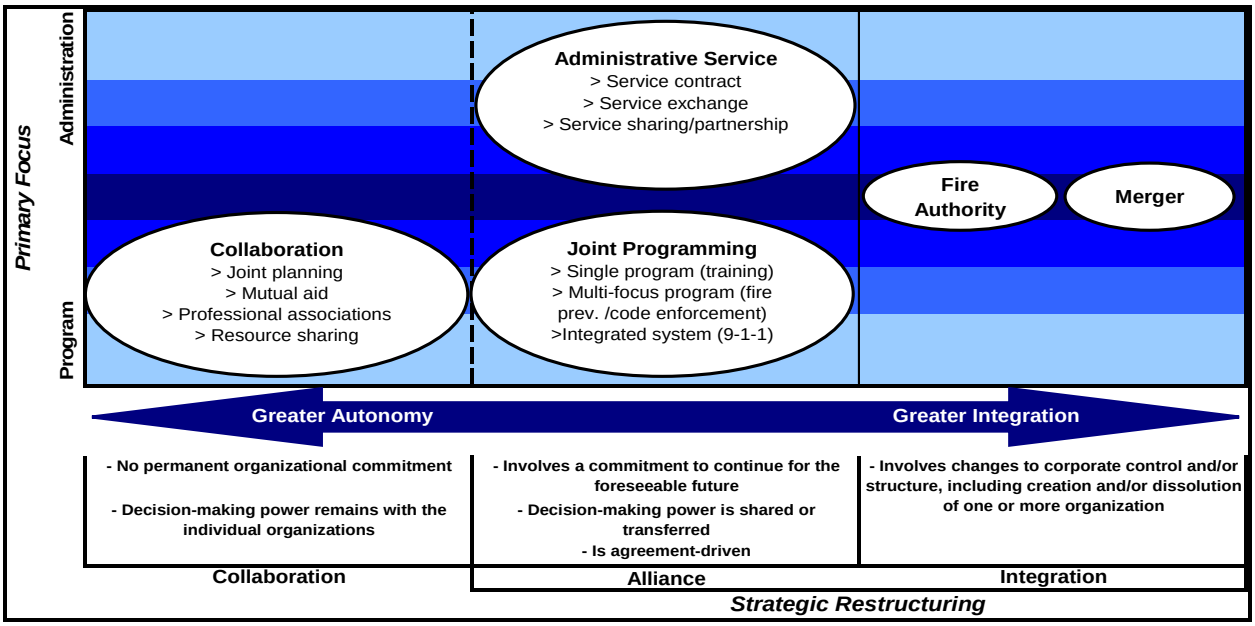
The movement toward more intergovernmental cooperation in the delivery of emergency service goes by many names, including unification, regionalization, consolidation, and merger. Formerly, literature and studies concerning such matters in local government have been nearly non-existent and common terminology has not materialized. A contemporary work, however, concerning the integration of nonprofit agencies (including public protection, public safety, and disaster preparedness) offers some standard terminology and yields insight to driving forces and pitfalls.[37]

Kohm, Piana, and Gowdy term the establishment of an ongoing relationship between two or more independent organizations as *strategic restructuring*. The relationship is generally created to increase the administrative efficiency and/or further the programmatic mission of one or more of the participating agencies through shared, transferred, or combined services, resources, or

[37] Amelia Kohm, David La Piana, and Heather Gowdy, "*Strategic Restructuring, Findings from a Study of Integrations and Alliances Among Nonprofit Social Service and Cultural Organizations in the United States,*" Chapin Hall, June 2000.

programs. Strategic restructuring may be thought of as a continuum that ranges from jointly managed programs (such as mutual aid agreements) to complete organizational mergers. The typology includes two primary modes of strategic restructuring (Alliance and Integration), each with two general subtypes. The authors of the study provide a visual representation of the continuum as a Partnership Matrix, which we adapt here for application to fire and emergency medical service.[38]

Figure 71: The Partnership Matrix



Collaboration

Although it is included as an element of the matrix, collaboration is not considered a form of strategic restructuring. When two or more agencies enter a collaborative relationship, no permanent organizational commitment is made and all decision-making power remains with individual organizations. Interagency collaboration may include participation of fire departments in activities such as local fire management associations, mutual aid agreements, and interagency disaster planning exercises. As a rule, most modern fire agencies consistently operate in a very collaborative mode, having learned long ago the value of the practice, this is true of Eugene and Springfield. Many times, close collaboration between two or more organizations eventually leads to alliance and integration.

[38] La Piana Associates Inc, *The Partnership Matrix*, Strategic Solutions for Nonprofit Organizations, 1999.

Positive Attribute 8: Eugene FD and Springfield FLS are involved in mutual and automatic aid and contracting of service at the regional level.

Alliance

Typically, state law declares intergovernmental cooperation as a matter of statewide concern and grants cities and special districts broad power to contract with other governmental entities for any function or activity the agencies have authority to perform. A review of ORS (Oregon Revised Statutes) confirms that the State of Oregon grants fire districts the power to contract for a broad range of purposes relating to the control or prevention of fire.[39] Frequently, such contracts are referred to as intergovernmental agreements (IGAs). IGAs permit an individual government unit to provide services to another, share resources, improve service and to save money at the program level (Text of ORS Chapter 190.003 through 190.030 is found in Appendix B: ORS Chapter 190 Excerpt).

An alliance involves organizational restructuring that includes a formal commitment to continue shared or transferred decision-making power under the terms of some type of formal agreement or contract. However, it does not involve any change to the corporate or governing structure of the participating organizations. The alliance category includes two general subtypes applicable to fire protection – joint programming and administrative service agreements.

Joint Programming

In many cases, joint programming is enough to achieve the cooperative goals of the agencies without considering administrative service agreements or organizational integration. The keys to the success of a joint programming strategy lie in a trusting relationship between partner agencies, the completeness of the agreement that sets up the program, and a cooperative approach to the management of the program.

Most commonly, fire departments enter partnering agreements for programs such as dispatching, firefighter training, fire prevention, public education, closest force response, administrative/support services, purchasing, apparatus maintenance, and command standby. Such programs usually carry the advantage of being low-cost and low-risk improvement

[39] ORS 190.010, Chapter 190 — Cooperation of Governmental Units; State Census; Arbitration, 2007 Edition, Government Cooperation; Census; Arbitration, Miscellaneous Matters, Intergovernmental Cooperation.

strategies. Often, these programs serve as a foundation on which agencies build the experience and trust necessary to implement other programs or strategies.

Administrative Service Alliance

An administrative service alliance includes the sharing, exchanging, or contracting of administrative service to increase the managerial efficiency of one or more of the organizations.[40] This strategy joins two or more fire departments through the execution of an IGA. The resulting fire department may feature a single operational structure and chain of command, or (depending on the IGA) it may result in one administrative structure charged with the management and oversight of more than one fire department. Depending on the form of the agreement(s) establishing the organization, employees may remain with the original employer, transfer to one of the other employers, or transfer to an entirely new entity.

The unique feature of an administrative service alliance is that existing governing bodies are preserved. The management team of the allied fire department reports to each political body, usually through a joint oversight board established expressly for the purpose. The political entities prepare and adopt separate budgets, and retain responsibility for overall policy and taxation. The unified fire department is funded by IGA, usually through the melding of individual budgets or by the apportionment of cost in accordance with a predetermined formula.

Alliances are sometimes but not always, considered as an intermediate step leading to integration. The key advantage of the strategy offers governing boards the ability to negotiate and monitor desirable outcomes for the management of a particular service. This certainty gives some a higher level of comfort in making the decision to unify fire service across a geographical region. The Metropolitan Wastewater Management Commission (MWMC) is an alliance between the Cities of Eugene and Springfield. Each city separately maintains their own local sanitary sewer systems in addition to coordinating with each other on the regional treatment system.

A disadvantage of an administrative service alliance is inherent management inflexibility due to the political complexity of the arrangement. An administrative team who must answer to two or more political bodies might become whipsawn by crucial issues, and limited in an ability to respond to change due to contractual requirements. Consequently, conflicting policy directives

[40] Amelia Kohm, David La Piana, and Heather Gowdy, "*Strategic Restructuring, Findings from a Study of Integrations and Alliances Among Nonprofit Social Service and Cultural Organizations in the United States,*" Chapin Hall, June 2000, page 11.

may sometimes be troublesome in an allied agency. Much depends on the founding political relationship, the contractual agreement, and the skills of management to assure the success of a long-term alliance. Even so, many IGAs are in effect throughout the nation, successfully centralizing the administrative services of fire departments. This is the case with the MWMC, for over 25 years effectively operating and maintaining the regional wastewater treatment facilities for the Cities of Eugene and Springfield.

Integration

Integration includes organizational changes at the corporate or governance levels. The strategy may consist of the creation and/or dissolution of one or more organizations.

Under certain circumstances in law, multiple fire departments can join to form a single entity. This approach merges not only programs and organizations but also the units of government. State laws addressing political subdivisions usually detail a process for integration; however, an important distinction is probably relevant here. Fire departments that exist as independent governmental entities (such as fire districts) usually may merge, consolidate, or annex other independent units (fire districts) in accordance with process set forth by law. In our experience though, local laws do not usually include a process for the integration of the individual service elements of city governments (such as municipal fire departments) without consolidating the municipalities themselves.

Because the integration of fire protection service involves a change in governance of one or more entities, the process is usually guided by statute. Single purpose governmental units (such as fire districts) typically have the power to merge and consolidate with other service providers much more freely. Cities may annex to neighboring fire districts to take advantage of economies of scale and to more effectively plan for an orderly expansion of the city within its urban growth boundary. Typically, the only integration option generally available to cities that have no joint boundary with an existing fire district is to form a new fire protection entity (fire district) that encompasses all of the desired territory. Two processes for integration of fire and emergency medical service are generally provided in law – creation of a fire authority and the merger of two or more entities.

Fire Authority

Some states provide a process for the creation of regional fire protection units called fire authorities.[41] The process allows existing governmental jurisdictions (cities, counties, fire districts) to create and govern a new entity (the fire authority). Generally, the participating governmental units continue to fund fire protection through traditional means (such as property tax, sales tax, and fees); although, in some cases the creation of a fire authority includes the power of taxation. In most cases though, each of the jurisdictions essentially contracts for fire protection and emergency medical service from the fire authority and each provides representative officials to serve as the authority's governing board.

For example, the laws of California and Colorado include the formation of fire authorities. The Orange County Fire Authority (California) supplies fire suppression/prevention and emergency services to 22 cities plus unincorporated Orange County. The agency serves an area of more than 551 square miles, including a residential population of 1,380,000. The Poudre Fire Authority (Colorado) was created by the integration of the City of Fort Collins and the Poudre Valley Fire Protection District. The agency serves 235 square miles and a population of 156,608 residents.[42] Closer to home, Washington lawmakers passed legislation in 2006 authorizing Regional Fire Authorities.

In these cases, officials of the member-governments oversee the management of the fire authority. The cities and representatives of the unincorporated county provide Orange County Fire Authority governance. There are 24 members of the governance board. The 22 cities each appoint a representative (either the mayor or a member of council), and two Orange County supervisors. There is also a TAC (technical advisory committee) composed of nine city managers. The Fort Collins mayor, the city manager, and one city council member serve on the Poudre Fire Authority Board of Directors, in addition to two representatives of the Poudre Valley Fire Protection District.

Consolidation

Many states differentiate between the words "consolidation," and "merger," giving special legal meaning and process to each. We tend to use the terms interchangeably in referring to a type

[41] Our limited review of State Law finds no reference to the creation of a fire authority in Oregon. We include a description of the strategy here to assist in understanding of other alternatives.
[42] Additional information on the Orange County Fire Authority and the Poudre Fire Authority is available at http://www.ofa.org and http://www.poudre-fire.org.

of integration defined by law that joins existing units of government, or that dissolves existing units of governments and creates a new regional service provider in their place.

In most cases, states give contiguous fire districts the power to merge. Oregon statutes include such a process, referring to it as "merger; consolidation." We include that part of Oregon Law pertaining to the consolidation of fire districts as found in ORS 198.885, beginning on page 139 of this report. The statute applies only to fire districts, although other provisions of the law do address contracting between cities and fire districts.[43] For the purpose of this report, however, a service contract between a city and a district is considered as an alliance and not as integration.

Motivating Factors

When organizations are asked to list reasons for undertaking strategic restructuring, respondents most often cite internal decisions to increase the effectiveness and/or efficiency of their organization.[44] Notwithstanding the tax limitation issues and economic reality facing many communities, most perceive that they undertake strategic restructuring to improve the quality and/or range of service. This implies that most organizations approach the decision to carry out an alliance or integration because of forecasting and planning.

Least mentioned reasons for restructuring are funding issues; but not surprisingly, when funding is judged as a motivator, those involved in the development of an intergovernmental alliance are less likely to mention it than those organizations undertaking complete integration.[45] An alliance is less threatening to an organization's autonomy than integration. The recognition of imminent financial problems can cause some to take greater organizational risk.

Organizations tend to consider the options of alliance and integration when the agencies experience certain events. Often, a sudden interruption of the status quo may occur (such as the loss of a CEO, a financial crisis, or a rapid change of the community or service demand) that compels significant change. Other times, forward-thinking individuals of the policy body or administration may champion the idea through opposition. Frequently, these same leaders work against their own self-interest, especially in promoting integration. Last, the political or operational climate in which the agency operates may change in a way that forces the agency to change the way it does business.

[43] (Merger; Consolidation) ORS 198.885, Merger of districts.
[44] Amelia Kohm, David La Piana, and Heather Gowdy, "*Strategic Restructuring, Findings from a Study of Integrations and Alliances Among Nonprofit Social Service and Cultural Organizations in the United States,*" Chapin Hall, June 2000, page 15.
[45] Ibid.

Success Factors

The success of a strategic restructuring depends on many things. In our experience with dozens of alliances and integrations however, leadership is the single factor that most frequently determines success. Nearly always, a key staff or council or board member champions the concept garnering the support of the various affected groups (political, labor, member, and community). In addition, good leadership fosters an organizational culture receptive to planning, calculated risk taking, and flexibility. The manner in which leaders promote a trusting relationship between all groups and aid two-way communication between them is essential. From these issues, the research by Kohm, Piana, and Gowdy identifies five factors that most often seem to contribute to the successful implementation of an alliance or integration.[46] The five are:

- Leadership that believes strongly in the partnership and demonstrates this belief, often by acting selflessly to maintain it.
- Multiple forms of communication to keep all persons (board, staff, members, and community) up to date about plans, problems, and benefits concerning the partnership.
- Face-to-face communications with partner organizations in the form of meetings, training, and other forums to build trust and understanding among staff.
- Flexibility through an expectation that even in the best-planned partnership unforeseen issues will arise, mistakes will be made, and alternative paths will be identified.
- Early evidence of benefit to assure everyone that they are on the right track, such as better or less expensive employee benefits or improved facilities.

Restructuring Pitfalls

Organizational alliances and integrations fail for many reasons. Sometimes law prohibits the idea at the outset. Other times the proposal may be doomed by the unfavorable outcome of a public election, or the reality of finance. These issues aside however, four major pitfalls can cause even the most feasible alliance or integration to go wrong. We think of these pitfalls as the "Four Horsemen" of failed partnerships. Specifically, the four are command, communication, control, and culture.

Command

Undertaking any partnership absolutely requires that effective leadership be demonstrated consistently at all levels. Policymakers and administrators must guide their respective agencies, yet (at the same time) they must cooperate with partner organizations. Differing leadership

[46] Ibid, page 22.

styles may tend to cause repressed friction at best and open conflict at worst. Problems with sharing control and making decisions sends the wrong message to the members of the organization, which can lead to an unraveling of even the best proposal.

Communication

Silence or limited information from leaders about potential or upcoming partnerships breeds fear, mistrust, and misinformation among affected persons. The leaders of collaborating organizations must agree to communicate actively with all affected groups. Everyone must be provided the same information at the same time. Most importantly, leaders must demonstrate two-way communication skills by carefully listening to (and acting on) the concerns of all constituents.

Control

Frequently, the strategic restructuring process is compared to a marriage. As the saying goes, "Marriage is when two people become as one; the trouble starts when they try to decide which one."[47] As in marriage, strategic restructuring often fails because of organizational or personal ego issues.

The tenets of leadership require that someone be in charge; but in the interest of greater good, some of those in leadership positions must agree to yield power. Some who are used to operating in a position of control may have trouble adjusting to new roles that require more collaboration. Personal sacrifice in the interest of community good may not always win out.

Culture

Two schools of thought exist regarding organizational culture. The first camp views culture as implicit in social life, naturally emerging as individuals transform themselves into social groups (tribes, organizations, communities, and nations). The second camp offers that culture is comprised of distinct observable forms (language, use of symbols, customs, methods of problem solving, and design of work settings) that people create and use to confront the broader social environment. This second view is most widely used in the evaluation and management of organizational culture, but the first is no less important when considering bringing two discrete organizations into a closer relationship.

[47] Source unknown.

The general characteristics of a fire department encourage the creation of a culture unique to that organization. The paramilitary structure, the reliance on teamwork, and the hazards of the work build strong bonds between the members who tend to share group behaviors, assumptions, beliefs, and values. Bringing two such groups together with cultures formed through different experiences always results in a change to both organizational cultures. If the partnership is successful, no one culture will overcome the other; instead, a new culture will evolve from the two. Occasionally, organizational cultures are just incompatible. In those cases, a form of cultural warfare may ensue which will eventually cause the partnership to fail.

Leaders must be aware of organizational culture and its role in the wellness of the agency's soul. Early recognition by leadership of the importance of culture to the success of a partnership can help to overcome differences and build on strengths.

Objective IV-2 Available Organizational Options and Potential Outcomes

Oregon State Law provides for a number of cooperative opportunities, organizational relationships, and processes to maximize fire and emergency services. ESCI provides a detailed profile of each partnering model that is available to the cities. A discussion of the joint programming, strategic restructuring, alliances, and joint operation models include:

- Cooperation
- Collaboration
- Consolidation
- Contract for services
- Full integration
- Future inclusion of other agencies

The discussion of potential cooperative efforts between Eugene and Springfield and other possible partners includes:

- Governance model
- Identified strength in regional partnerships
- Analysis of support services including:
    - Human resources
    - Information technology

ESCI elaborates on the possible outcomes on operations, staffing levels, standards of cover, deployment, and relationships with outside agencies as the result of cooperative service models

Organizational Options For Eugene FD and Springfield FLS

Based on the foregoing discussion, Eugene and Springfield may choose to restructure either through alliance or through integration. Specifically, the agencies can form an alliance by uniting one or more organizational programs (joint programming), or the agencies can enter into an administrative service alliance. If complete integration is chosen, the agencies may execute a complete consolidation in accordance with the provisions of ORS, with or as a fire protection district.

In all cases, one should remember that while the scope of this report is limited to the two fire departments, other regional players do exist. Geography, the transportation system, jobs, and other demographics unavoidably connect Eugene and Springfield to the other fire and EMS agencies of the region. The options presented by this report are intended to assist policymakers in making a decision; however, no decision should necessarily be limited to any one of the concepts or options presented here. Many of the ideas discussed by this report could now (or at a later time) be expanded to include other emergency service providers if greater efficiency or economics are a likely result.

Joint Programming Alliance

While the cities want this report to focus on the feasibility of an administrative alliance or a complete integration, we include a list of joint programming options here to assure completeness. Such options available to EFD and SFLS include the unified development and delivery of many of the existing administrative, support, and operational programs of the fire departments (not unlike the three-battalion system shared by the two departments). We list some of the most common types of collaborative programs Figure 72, with a short explanation of each.

Existing Alliances

Currently, the Eugene FD and Springfield FLS have entered into an interagency response agreement, three-battalion system, automatic aid, and other partnerships in order to enhance service and capitalize on efficiencies. Through the years, the two fire departments have made varying levels of effort to train together as they operate in a geographically contiguous area. Consequently, in those areas of similar operational interest, EFD and SFLS have jointly trained

to ensure greater interoperability, including hazardous materials, EMS, USAR, water rescue and high-rise operations.

Potential Alliances

In Figure 72 below we list some of most common types of programs with a short explanation of each. The table summarizes each concept with the strategy, objective, timeline, affected organizational section, and priority for implementation. The listing order has no bearing on weight or relative importance of the potential alliance.

Figure 72: Summary Table of Joint Programming Concepts

Strategy	Objective	Timeline Short, Mid, Long	Section	Priority High, Medium, Low
A – Develop standard operating guidelines	Provide guidelines for operation during emergencies, emergent and non-emergent incidents.	Short-term	Emerg Opn	High
B – Share specialty teams	Share specialty teams by allocating and distributing resources to achieve minimum cost and maximum operational benefit.	Midterm	Emerg Opn	High
C – Develop a joint support and logistics services division	Develop a joint Support Services Division that promotes improved operational readiness and that achieves procurement efficiencies by eliminating duplication in the acquisition and distribution of supplies. Create a uniform set of standards for apparatus, small equipment, PPE (personal protective equipment), emergency supplies, and IS/IT services. Develop a joint preventative maintenance and repair program for physical assets, apparatus, small equipment, and IS/IT systems.	Long-term	Support Services	Low
D – Establish a fire investigation team	Provide fire cause determination through cooperative effort by sharing investigative resources and personnel.	Short to Midterm	Fire Prevention	Medium

Strategy	Objective	Timeline Short, Mid, Long	Section	Priority High, Medium, Low
E – Develop a public fire safety education coalition	Provide for the cost effective, regional dissemination of public fire safety education.	Midterm	Fire Prevention	Medium
F – Develop a juvenile fire setter intervention network	Provide an effective means for intervention in juvenile set/caused fires.	Short-term	Fire Prevention	Medium
G – Create a unified occupational medicine program	Provide a fire service-related occupational and health program.	Midterm	Admin	Low
H – Create a unified wellness and fitness program	Provide a wellness and fitness program that promotes the improved health and well-being of personnel in all divisions, at all ranks. Increase fitness levels and decrease injuries. Reduce frequency and number of sick/sick injury incidents. Reduce the number of days used for sick/sick injury leave.	Midterm	Admin	Low
I – Adopt and implement a regional computerized training records management system	Provide a fully integrated comprehensive training records management system (RMS).	Midterm	Training	High
J – Develop and adopt common training standards	Adopt uniform training guidelines. Adopt uniform certification standards.	Short-term	Training	High
K – Complete the development of a training manual	Provide consistent, standardized training procedures.	Short-term	Training	High
L – Implementation and cooperative use of a video conferencing system	Provide standardized, consistent, and high-quality classroom training. Reduce training staff hours required for curriculum development and delivery. Increase in-service time of emergency response apparatus.	Short-term	Training	High

Strategy	Objective	Timeline Short, Mid, Long	Section	Priority High, Medium, Low
M – Develop an annual training plan	Provide standardized and consistent training. Provide a well-trained emergency workforce. Provide long-term vision and direction for training delivery.	Short-term	Training	High
N – Consolidate training into a single training division	Eliminate duplicated efforts in training emergency responders. Create a single training division.	Short-term	Training	High
O – Consolidate fire and EMS training facilities	Provide training facilities readily available to both fire districts. Train and maintain the skills of emergency services personnel.	Midterm	Training	Medium
P – Develop mutual training strategies	Provide purpose and direction for training program management and delivery. Combine strengths and resources to: 1) Overcome current training obstacles and deficiencies, 2) Provide a comprehensive, and regionally integrated training structure, 3) Develop a mutually beneficial training program, and 4) Train and certify a cadre of knowledgeable and skilled emergency responders.	Short to Midterm	Training	Medium
Q – Develop uniform fees for service	Provide both fire departments with a uniform schedule of fees for service.	Midterm	Admin	Low
R – Adopt a single fire code	Provide for a Uniform Fire Code with a single set of local amendments. Provide local amendments to apply for new construction, remodels, and tenant improvements.	Midterm	Fire Prevention	Medium

Strategy	Objective	Timeline Short, Mid, Long	Section	Priority High, Medium, Low
S – Develop uniform EMS recertification training and EMS supervision	Provide a single point for recertification of all EMS personnel.	Short-term	EMS	Medium
T – Provide for joint staffing of stations and apparatus	Provide for distribution of facilities and deployment of personnel consistent with a standard of cover. Provide consistent fire and emergency services in all areas efficiently before and during, and after development.	Midterm	Emerg Opn	Low
U – Acquire AVL, and MDC or MDT capabilities	Provide AVL (Automatic Vehicle Locator) information transmitted to dispatch for use during emergency and non-emergency incidents. Provide standardized MDC/MDT (Mobile Data Computer or Mobile Data Terminal) in emergency apparatus.	Midterm	Emerg Opn	Medium
V – Develop uniform pre-incident plans	Provide a system of shared uniform operational plans for use during emergencies and non-emergent incidents.	Short-term	Emerg Opn	Medium
W – Develop uniform incident reporting guidelines	Develop uniform incident reporting standards for emergency operations. Evaluate performance against standards.	Short-term	Emerg Opn	Medium
X – Provide system-wide guidelines for fire response	Define response times including maximum response times and response time definitions so that adequate system planning can take place. Establish parameters for maximum response times on a per-call basis. Develop a system-wide reporting structure to standardize the collection and reporting of response times.	Short to Midterm	Emerg Opn	Medium

Strategy	Objective	Timeline Short, Mid, Long	Section	Priority High, Medium, Low
Y – Implement the use of peak activity units (PAUs)	Provide units in areas of high incident activity, coverage for units attending training sessions, and staffing for special events.	Midterm	Emerg Opn	Low
Z – Provide system-wide guidelines for EMS response	Define response times so that adequate system planning can take place. Establish parameters for maximum response times including response time definitions on a per-call basis. Develop system-wide reporting structure to standardize collection and reporting of response times.	Short to Midterm	EMS	High
AA – Provide joint EMS supply purchasing and logistics services	Standardize supply purchases through group purchasing and standardize supply distribution.	Short-term	EMS	High
AB – Undertake the purchase and implementation of an electronic staffing program	Provide a uniform electronic system that combines telephone callback, personnel scheduling, and includes payroll and administrative features.	Short-term	Admin	Medium
AC – Develop deployment standards	Develop deployment standards that establish the distribution and concentration of emergency resources, both fixed and mobile.	Short-term	Emerg Opn	Low
AD – Consolidate fleet services-maintenance and repair	Provide a cost effective consolidation of fleet services for both agencies.	Long-term	Support Services	Medium
AE – Develop single emergency preparedness program	Provide a seamless emergency preparedness program	Midterm	Admin	Medium

Each of the listed program concepts represents a viable management option for the two departments. We generally view the concepts as being relatively simple to develop and

execute. The cost associated with implementation of any would generally not exceed the combined budgetary allocation for the corresponding programs of the districts.

Alliance, Contracting for Services – IGA (intergovernmental agreement)

Typically, state law declares intergovernmental cooperation as a matter of statewide concern and grants cities and special districts broad power to contract with other governmental entities for any function or activity the agencies have authority to perform. A brief review of Oregon Revised Statutes (ORS) confirms that the State of Oregon grants local governments the power to contract for a broad range of purposes.[48] Specifically, ORS 190.007 declares intergovernmental cooperation as a matter of "statewide concern." ORS 190.010 bestows local government with the authority to enter agreements that provide a function or activity:

- "By a consolidated department."
- "By jointly providing for administrative officers."
- "By means of facilities or equipment jointly constructed, owned, leased or operated."
- "By one of the parties for any other party."
- "By an intergovernmental entity created by the agreement and governed by a board or commission appointed by, responsible to and acting on behalf of the units of local government that are parties to the agreement."
- "By a combination of the methods described."

Clearly, Oregon Chapter 190 grants very broad authority to local governments wishing to enter a formal partnership leading to an alliance. Frequently, such contracts are referred to as intergovernmental agreements (IGAs). Oregon IGAs permit individual organizations to share resources, improve service, and to save money at the program or organizational level. Operation of the regional wastewater program is organized under terms of an IGA.

An alliance involves organizational restructuring that includes a formal commitment to continue shared or transferred decision-making power under the terms of some type of formal agreement or contract. However, it does not involve any change to the corporate or governing structure of the participating organizations. The alliance category includes two general subtypes applicable to fire protection: joint programming and administrative service agreements.

The two cities may choose to enact an administrative service alliance through the execution of an IGA. Depending on the form of the agreement, the resulting fire department could feature a

[48] ORS Chapter 190, *Cooperation of Governmental Units*, 2007 edition.

single organizational structure or, alternatively, one administrative structure but two separate operational divisions (EFD and SFLS). In both cases, existing city council governance is unchanged, although a joint oversight board may be formed for the purposes of alliance management. In our experience, administrative service alliances that foster a single structure are generally more successful.

The statutes that enable administrative service contracts (ORS 190) do not grant the resulting organization taxation authority. Consequently, the overall funding of a service alliance must remain wholly with the original governing agencies. Usually, an allied fire department is funded based on the adoption of an annual budget by all participating jurisdictions and the subsequent cost sharing. Funding formulas usually weigh the relationship of one or more variables such as population, emergency response, and assessed value to appropriate cost within the participating agencies. Of the three, we view assessed value as most closely representative of actual fire risk. Specifically:

- Population – Very difficult to establish reliably in areas outside of municipalities. People who reside in one area may work, play, and conduct commerce in another causing the actual number of persons to fluctuate widely throughout a region each day. Residential population does not link directly to risk or workload as evidenced by the fact that lowest alarm load typically occurs during early morning hours when functional population is closest to certified population.
- Emergency response – Open to wide fluctuation depending on environmental and other factors. The number of alarms may not be representative of real workload; for example, one large emergency event lasting many hours or days versus another response lasting only minutes and resulting in no actual work. Emergency response is open to manipulation by selectively downgrading minor responses, by responding off the air, or through mutual aid.
- Assessed value – Is established every year for each governmental entity by a third party under the legal guidelines established by the state. Usually, higher valued structures carry greater risk to the community from loss by fire. Fire departments are charged with being sufficiently prepared to prevent that very loss to the community.

Integration through Consolidation, Merger, and Annexation

Oregon Law also allows cities to consolidate or merge with other nearby or contiguous cities.[49] The process is somewhat rare in Oregon, but the best-known example of consolidating city government probably occurred in the mid-1960s when the cities of Delake, Oceanlake, and Taft joined with the unincorporated communities of Cutler City and Nelscott to create Lincoln City. A similar consolidation of Eugene and Springfield governance goes well beyond the scope of this

[49] ORS Chapter 222, *City Boundary Changes; Mergers; Consolidations; Withdrawal*, 2007 edition.

work, not to mention that the idea to consolidate city governance just to bring the fire departments together is most likely a political non-starter. Accordingly, we reject city consolidation as an option.

As mentioned, Oregon Law includes a means for cities to annex to adjoining fire districts.[50] Under this statute, if one or both of the cities annexed to a district, responsibility for fire protection (including governance and funding) in the annexed area transfers to the district. Passage of an annexation requires the approval of the voters of both the district and the affected city. After annexation, property owners of the annexed territory are subject to the district's tax levy within Oregon constitutional limits. If the ballot question includes a proposal to enact a new permanent tax rate for fire protection, passage requires approval by a majority of voters when at least 50 percent of eligible voters cast a ballot or that it passes in a general election held in an even-numbered year.[51]

Last, and similar in process and outcome to the annexation strategy, the partner agencies could opt to undertake the creation of a new fire district encompassing the jurisdictional territories of all three. ORS Chapter 198 details a process for district formation. In this case, the resulting ballot question would include both the simultaneous dissolution of a fire district and the establishment of a new permanent tax rate for fire protection.

We judge both annexation and district formation to be viable strategies that could lead to the integration of the partner agencies.

Rural Fire Protection Districts

State Law governs the formation and authority of Oregon fire districts. Oregon Revised Statutes (ORS) Chapter 478, *Rural Fire Protection Districts*, serves as the principal act of each fire district; but, as special units of local government, all fire districts are also subject to other statutes, foremost of which includes ORS Chapter 198, *Special Districts Generally*. There are over 300 rural fire protection districts providing a wide range of emergency services to communities throughout the state.

Oregon first authorized rural fire protection districts to assure unincorporated communities with a means to protect lives and property from fire. The system has worked wondrously for many years, undoubtedly saving countless persons and preserving billions of dollars of property in the

[50] ORS 198.866, *Annexation of city to district,* 2007 edition.
[51] ORS 198.815 (5), 2007 edition.

process. During the time that the law has been in effect, however, the State and the nature of fire protection have changed a great deal. Cities and rural communities have grown to the extent that previously isolated villages and neighborhoods now blend, becoming regional centers with interdependent economies and service demands. At the same time modern fire protection has evolved to encompass much more than just extinguishing fires. Today, fire departments are sophisticated and indispensable channels for all forms of emergency service, including natural and man-caused disaster management, fire and accident prevention, and pre-hospital care. In the process, the role of many fire districts has transformed from that of a *rural* to *regional* emergency service provider.

The transition to regional fire protection is occurring in many parts of Oregon. Specifically, the urbanized area surrounding the City of Portland includes two regional fire protection districts: Tualatin Valley Fire and Rescue and Clackamas County Fire District No. 1. The two departments serve a combined population of over 600,000 in 400 square miles, including 14 cities. Other areas of the State have chosen to convert municipal fire protection systems to regional fire protection districts, including Klamath Falls (Klamath County Fire District No. 1) and Central Point (Jackson County Fire District No. 3). However, the phenomenon of regional emergency services is not unique to Oregon. For example, regional fire and EMS agencies protect large population centers in the areas around Los Angeles, Denver, and Seattle.

The principal act (ORS Chapter 478) also addresses the governance of Oregon fire districts. An elected board made up of five electors who are either landowners or residents administers each fire district.[52] A district may by ordinance prevent firefighters and other employees of the district from serving as directors.[53] The directors may propose to the voters that the district be divided into sub-districts for electing board members from specific communities within the district.[54] Using sub-districts could assure that representation from specific areas (cities and unincorporated areas) would occur. The board hires or appoints a fire chief to manage the affairs of the district.

Oregon fire districts are funded primarily through property tax levies. The levies fall under the $10 per $1,000 of assessed value cap for local government. Many fire districts also provide funding through fees for service such as ambulance transport, fire prevention inspection fees,

[52] ORS 478.050, *Qualifications for directors,* 2007 edition.
[53] Ibid.
[54] ORS Chapter 478.225, *Election subdistricts; petition for formation; election*, to 478.234, *Subdistricts for nomination or election of directors*, 2007 edition.

and response on transportation routes. Since the implementation of tax limit measures 47 and 50 in the 1990s, all fire districts of the state operate under a "permanent" tax rate. Current non-tax revenue generating activities of EFD and SFLS could continue under a fire district.

Available Options for Assimilating EFD and SFLS

There are a limited number of options available for EFD and SFLS to assimilate EMS and fire services beyond joint programming and an alliance. The options involve the conversion of a fire department to an RFPD (rural fire protection district). Oregon Law includes four strategic routes: formation, annexation, merger, and consolidation. We outline the basic issues of each tactic below. None of the options are overly complex to implement; however, because each represents a legal process, execution of any of the alternative strategies requires a certain attention to detail. Guidance by legal counsel experienced in such matters is necessary throughout the process.

Fire District Formation

The process to form a fire district is detailed in the principal act, ORS 478 *Rural Fire Protection Districts*, and in ORS 198 *Special Districts Generally*. Because the cities of Eugene and Springfield lie within the jurisdiction of Lane County, any proposal to form a new district must gain the approval of the County Commission.

Annexation of City to a Fire District

Eugene and Springfield may choose to annex to an existing fire district by adopting a resolution proposing the annexation.[55] When a city annexes to a district, responsibility for that service in the city transfers to the district. Additional territory brought into the city in the future automatically accrues to the district.[56] Importantly, after annexation the fire district's permanent tax rate limit applies to the whole of the city for the purpose of fire protection services. City taxpayers are taxed by the fire district for fire protection and by the city for other governmental services. The combined total of the tax rates of the city, the fire district, and other general purpose taxing entities must fall within limits set by principal acts and under the constitutional limit of $10 per $1,000 of assessed value.

The elected board of the district remains in place after annexation; however, State Law does include a provision allowing subdivision of the resulting territory for the purpose of

[55] ORS 198.866, *Annexation of city to district; approval of annexation proposal; election*, 2007 edition.
[56] ORS 198.867 (3) (a), *Approval of annexation to district by electors of city and district; certification; effect of annexation*, 2007 edition.

representation.[57] Consequently, successful action by a city in annexing to an existing fire district could result in a change on the governing board of the fire district if the action includes a proposal for subdivision. Subdivision can be limiting in the long-term; therefore, we recommend that the governing bodies solve representation issues through pre-annexation negotiation.

Clackamas County Fire District No. 1 has recently annexed two cities into the district. The City of Milwaukie city council agreed to reduce the amount of property tax revenue they collected by an amount equal to the cost taxpayers would pay to the fire district for a period of three years. Voters overwhelming approved annexation. At the same election, the City of Oregon City sought approval for annexation without offering any reduction in the amount they would collect and the ballot measure failed. A subsequent election where the city council of Oregon City agreed to reduce collections to an amount equal to the tax levied by the fire district passed.

Objective IV-3 Fiscal Analysis and Benchmarking of Partnering Options

ESCI uses a computer-driven model budget for EFD and SFLS to compare the actual public costs for each agency and as a tool for analyzing the financial consequences of the proposed partnering options. Each model of cooperative restructuring catalogs the subsequent financial outcome including cost, cost saving, and cost avoidance. Budget modeling and trending are employed as a part of this study to forecast a financial result by:

- Measuring the effects of proposed organizational changes
- Review current vacancies and long-term attrition opportunities
- Predicting cost, saving, or cost avoidance
- Analysis for long-term financial stability

Funding mechanisms are identified and comprehensive outcomes are provided for each of the proposed cooperative efforts.

Effects of Proposed Organizational Changes

The primary reason for this study was to investigate cooperative efforts and to determine feasible options for providing fire and EMS services to the cities of Eugene and Springfield. A key to determining the feasibility of any of the alternatives revolves around the effects of proposed organizational changes. This section of the report provides information on staffing, current and future vacancies, the cost of service, and long-term finances of proposed changes.

[57] ORS 198.866 (2), *Annexation of city to district; approval of annexation proposal; election*, 2007 edition.

The existing alignment of fire stations and deployment of apparatus and personnel is considered excellent for responding to emergencies in Eugene and Springfield. In the section titled, Phase III: Future Service Demand and Financial Impact Analysis, the discussion focuses on the coverage of service demand. The outcome of combining EFD's and SFLS's 16 fire stations results in coverage of well over 90 percent of all demand for emergency service (includes the service area of contracted districts).

Proposed changes in the organizational structure for a consolidated fire and EMS agency, through and alliance or consolidation, is directed at maintaining or improving on the current level of service to Eugene and Springfield. It is possible to maintain service level objectives and achieve cost avoidance, with efficiencies from realigning and restructuring the combining organization.

A concept for staffing of administration and support services of a combined fire and EMS department (Figure 73) lists position/title and the number of FTEs.

Figure 73: Concept of Administration and Support Services Staffing

Position – Title	
Administration and Support Staff	**FTEs**
Fire Chief	1.00
Deputy Chief - Division Manager Administration Operations Special Operations	3.00
EMS Chief	1.00
FM/Deputy Chief	1.00
Assistant Fire Marshal	1.00
Deputy Fire Marshal 1	4.75
Deputy Fire Marshal 2	7.00
District/Battalion Chief – Training	1.00
Training Officer	2.00
Fire Training Captain	1.00
Fire Instructor	1.00
EMS Training Coordinator	1.00
Executive Assistant/Departmental Assistant	2.00
Management Analyst	3.00
Program Technician	5.00
Service Bureau Manager	1.00
Admin Specialist/Clerk 2	3.00
Admin Specialist, Senior	1.00
Clerk/Assistant	2.00
IT Position	1.00
Emergency Equip Tech I	1.00
Emergency Equip Tech II	1.00
Fire Maintenance Worker	3.00
Fire/EMS Logistics Manager	1.00
Parts and Supply Specialist	1.00
EMS Account Services Super/ Management Analyst 1	1.00
Officer Supervisor, Senior	1.00
EMS Accounting Tech/Program Specialist (10 FTE billing)	13.00
Video Technician	1.00
Total FTEs	**65.75**

Short term it is feasible to exploit real vacancies (those that currently exist) and anticipated attrition in administrative and support positions. The conceptual staffing results in a decrease of 10.5 FTEs (74.25 to 63.75).

Figure 74 shows is a concept of the number of FTES for staffing operations of a consolidated EFD and SFLS.

Figure 74: Concept of Operational Staffing

Position – Title	
Operations/Field Personnel	**FTEs**
District/Battalion Chief	9.00
Fire Captain	54.00
Fire Engineer	60.00
Firefighter/Paramedic	45.00
Medic I	3.00
Medic II	4.00
Firefighter	78.00
Total FTEs	**253.00**

The number of FTEs assigned to emergency operations is equal to the combined authorized staffing of EFD and SFLS in fiscal year 2009.

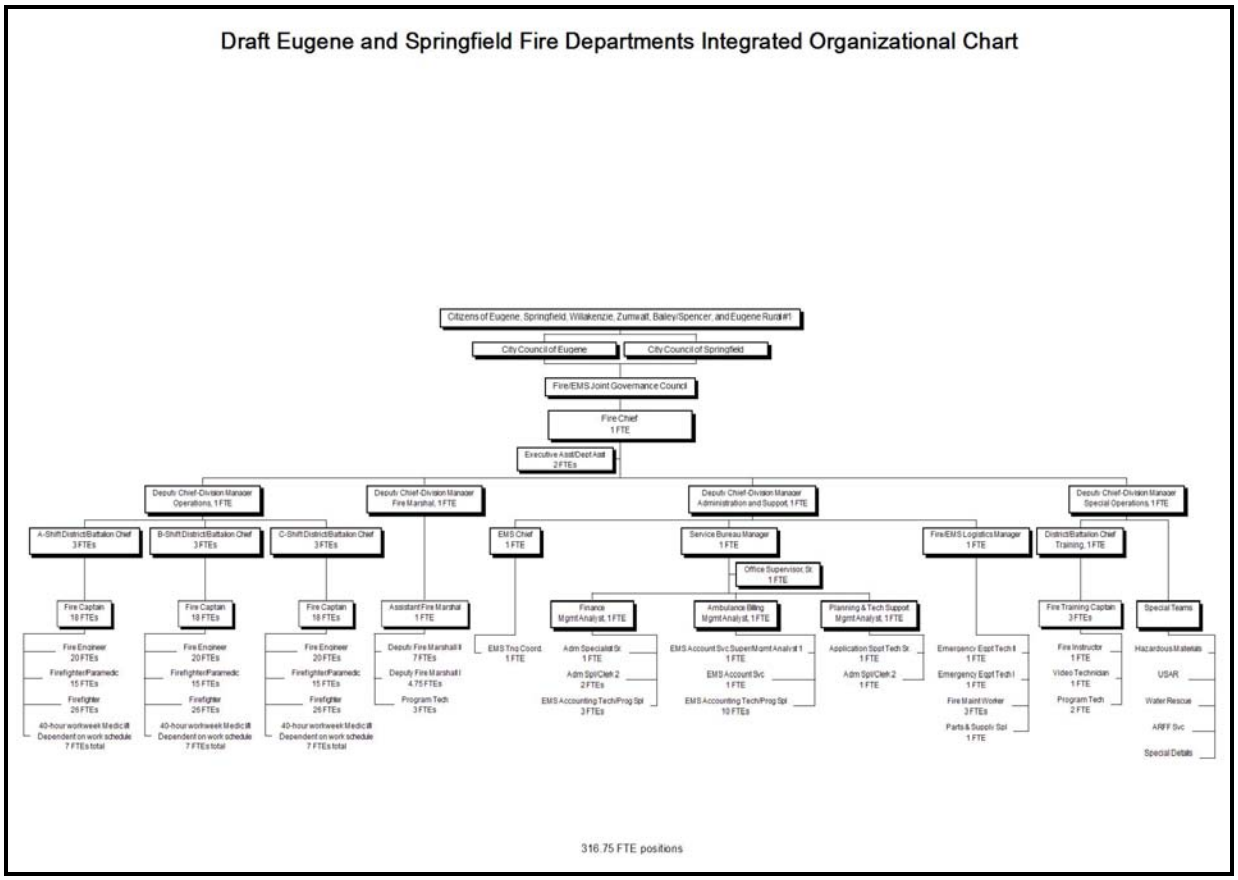
Figure 75 shows the total FTEs of a consolidated EFD and SFLS and the change from the number of FTEs in fiscal year 2009.

Figure 75: Total FTEs of Consolidated EFD and SFLS

Positions	FTEs	Change From Baseline
Administrative & Support	63.75	-10.50
Operational	253.00	0.00
Total FTEs	**316.75**	**-10.50**

The following figure (Figure 76) combines the restructured administrative and support with the operations and presents a concept for an integrated organizational structure.[58]

Figure 76: Concept Organizational Chart



The organizational structure is shown as one concept. Detailed discussions should follow any decision to proceed with integrating the two fire departments. To assist in discussion a transitional organizational structure is found in **Appendix N: Concept Integrated Organizational Chart**.

Financial Result of EFD – SFLS Integration, Baseline

The same service at reduced cost is always desirable. Increased cost accompanied by better or more service is frequently acceptable, but sometimes increased cost becomes a political lightning rod if accompanying benefits are perceived as few. Whether that happens or not in this case depends greatly on how the citizens of the area see the change, and how politics

[58] A larger copy of the organizational chart is found in Appendix M: Concept Transitional Organizational Chart.

drives the issue. Certainly, a frequently mentioned "killer" issue conveyed during the stakeholder interviews for this work was increased cost.

Figure 77 shows the baseline cost of an integrated EFD and SFLS. The modeling uses the staffing model with 316.75 FTE. The bonded debt is not included in the calculation. If the two fire departments do pursue a consolidation under the fire district model, the liability could be transferred to the new organization. For this example the assumption is that the bonded debt remains where it was incurred.

Figure 77: Baseline Cost of EFD – SFLS Integration, Fiscal 2009

Baseline Cost		
Component	**Consolidated**	**Difference**
1. Assessed Value	14,466,234,111	0
2. Total Requirements	46,143,803	- 851,275
3. Total Revenue (except tax)	16,556,011	0
4. Tax Necessary to Balance (#2 - #3)	29,587,792	- 851,275
5. Modeled Tax Rate (#4 / #1)	**$2.045**	**EFD $0.170** **SFLS -$0.784**

Based on fiscal year 2009 costs modeling shows that an integrated fire department would result in a lower total cost to operate. This could be achieved over several years of attrition. The total cost avoidance would be $851,275. However, the modeled tax rate would increase in Eugene and decrease significantly for Springfield. The costing can be addressed by creating an IGA and budget that extrapolates the net savings of a jointly operated fire department. Figure 78 takes the cost savings and apportions them by the percentage of assessed valuation of Eugene and Springfield.

Figure 78: Apportionment of Cost Savings

	Assessed Valuation	Percentage	Cost Avoidance	Tax Rate	Rate with Apportioned Savings	Difference
Eugene	10,994,414,109	76.00%	646,973	$1.954	$1.816	- $0.14
Springfield	3,471,820,002	24.00%	204,301	$2.830	$2.771	- $0.06
Total	**14,466,234,111**	**100.00%**	**851,275**		**$2.045**	

Based on our modeling, the City of Eugene would realize a net cost avoidance of $646,973 and Springfield $204,301.

The consolidation of the two fire departments does accrue benefits to the communities. Although operational benefits are one outcome of a consolidation, financial consequence predicted for integration looks promising. A financial projection of the operational cost model suggests that integration requires less budgetary resources than if the agencies do nothing. Considering remarks made by city officials concerning the importance of demonstrable cost reduction, we conclude that full integration of EFD and SFLS is feasible at this time.

Phase V: Findings, Preferred Option and Action Steps

Objective V-1 Timeline and Action Steps

Any options/opportunity analysis and strategic plan presents organizational leaders with a series of challenges. Successful timing and implementation of the options requires that significant issues be addressed, regardless of which option and opportunities are chosen.

ESCI has provided Eugene FD and Springfield FLS direction, instruction, and a timeline for potential alternative organizational relationships that include:

- Findings – Feasibility of each opportunity of shared service
- Preferred Option – The preferred option or options as developed by ESCI senior staff
- Policy Action – Necessary policy action to be taken by the elected bodies
- Process Issues – Strategic planning, legal considerations, management, governance, and funding
- Timeline – Recommendations in this study provide general completion timelines offered to guide the agencies in developing a more detailed listing during any formal planning process

Findings

During the process, ESCI determined that the EFD and SFLS had many characteristics that are found in progressive emergency service agencies. A listing of a few characteristics includes the three-battalion program, development of the Metro SOPs, a merged response system, and joint training. Much of the responsibility is directly related to the positive efforts and working relationship fostered by the current leadership. Fire Chief Dennis Murphy and Fire Chief Randy Groves have created an atmosphere that is benefiting the public, employees, and organizations.

It was reported that positive feelings towards the leadership abilities of both city managers (expressed by various stakeholders at multiple levels of both cities) and an upbeat relationship exists between the two cities, particularly good with counterparts. Success of the joint ambulance summit was pointed to as a harbinger of future relations. It was described as a political shift of the cities; not just economies.

Common to both EFD and SFLS is the similar variety of service and programs. No other metro area in the state enjoys the benefit of a single fire and ALS EMS transport system. The system has proven to be effective at maintaining a high level quality service. The FireMed program,

long embraced by both departments, has been copied in other areas of the country with like success.

Summary of Feasibility

This examination presents a continuum of cooperative options, from alliance to integration, available to Eugene and Springfield (see: General Partnering Strategies on page 93). Choosing alliance, the jurisdictions could share in the development and delivery of one or more of many existing programs, such as operating standards, training, and joint fire stations (see: Figure 72: Summary Table of Joint Programming Concepts beginning on page 105); or the agencies could elect to implement a more complete alliance through the enactment of an administrative service agreement. Alternatively, the cities may opt for complete integration by implementing an annexation to an existing fire district or the fire district formation process.

Webster's New World Dictionary defines the word "feasibility" as: "Capable of being done." The scope of work for this project states ESCI will present the feasibility of each opportunity for shared services. From that perspective, all of the strategies allowed by Oregon Law are feasible; however, issues of finance and taxation often determine the practicality of many cooperative ventures of the sort discussed here. That may prove to be the case in the communities served EFD and SFLS.

Collaboration

The continuum of options begins with those that have the greatest level of autonomy – collaboration. Collaboration involves joint planning, mutual and automatic aid, resource sharing, and professional association. With collaboration, there is no permanent relationship and decision-making remains with the individual organizations.

Eugene and Springfield fire departments currently exercise collaborative efforts with other agencies in Lane County and at the state and national levels. Locally, it involves joint planning for emergency response, automatic aid, and SOPs.

Joint Programming (Alliance)

Moving toward greater integration, fire departments will often have joint programs. Joint programming involves a commitment to continue for the foreseeable future, a sharing or transfer of decision-making power, and an agreement. Joint programming may involve a single program (training), a multi-focused program (fire prevention/code enforcement), or an integrated system (9-1-1 dispatch).

Joint programming concept strategies are listed below (see: Figure 72: Summary Table of Joint Programming Concepts on page 105). The strategies include:

- A – Develop standard operating guidelines
- B – Share specialty teams
- C – Develop a joint support and logistics services division
- D – Establish a fire investigation team
- E – Develop a public fire safety education coalition
- F – Develop a juvenile fire setter intervention network
- G – Create a unified occupational medicine program
- H – Create a unified wellness and fitness program
- I – Adopt and implement a regional computerized training records management system
- J – Develop and adopt common training standards
- K – Complete the development of a training manual
- L – Implementation and cooperative use of a video conferencing system
- M – Develop an annual training plan
- N – Consolidate training into a single training division
- O – Consolidate fire and EMS training facilities
- P – Develop mutual training strategies
- Q – Develop uniform fees for service
- R – Adopt a single fire code
- S – Develop uniform EMS recertification training and EMS supervision
- T – Provide for joint staffing of stations and apparatus
- U – Acquire AVL, and MDC or MDT capabilities
- V – Develop uniform pre-incident plans
- W – Develop uniform incident reporting guidelines
- X – Provide system-wide guidelines for fire response
- Y – Implement the use of peak activity units (PAUs)
- Z – Provide system-wide guidelines for EMS response
- AA – Provide joint EMS supply purchasing and logistics services

- AB – Undertake the purchase and implementation of an electronic staffing program
- AC – Develop deployment standards
- AD – Consolidate fleet services-maintenance and repair
- AE – Develop single emergency preparedness program

To the credit of Eugene and Springfield, many of the listed programs have already been or are in the process of being developed. We applaud and encourage the continuation of these efforts.

IGA (Alliance)

Intergovernmental cooperation (see: Alliance, Contracting for Services – IGA (intergovernmental agreement) on page 110) grants cities and special districts broad power to contract with other governmental entities for any function or activity the agencies have authority to perform. Public agencies may enter into service agreements, service exchanges, and sharing/partnerships. Eugene and Springfield Fire Departments have a number of IGAs currently in place, including:

- Three-battalion agreement between Eugene and Springfield
- IGA, Bailey-Spencer RFPD
- IGA, Eugene RFPD No. 1
- IGA, River Road Water District
- IGA, Willakenzie RFPD
- IGA, Zumwalt RFD
- IGA for Regional HazMat through Oregon SFM
- ORS 190 agreement for Regional USAR through Oregon SFM

IGAs are often seen as an intermediary step. An IGA can be compared to dating and courtship; a time to see if a long-term relationship is beneficial, prior to a total commitment.

Fire Authority

The most formal and greatest level of integration involves changes in corporate control. Some states provide a process for the creation of regional fire protection units called fire authorities.[59]

[59] Our limited review of State Law finds no reference to the creation of a fire authority in Oregon. We include a description of the strategy here to assist in understanding of other alternatives.

The process allows existing governmental jurisdictions (cities, counties, fire districts) to create and govern a new entity (the fire authority). Generally, the participating governmental units continue to fund fire protection through traditional means (such as property tax, sales tax, and fees) although, in some cases the creation of a fire authority includes the power of taxation. In most cases though, each of the jurisdictions essentially contracts for fire protection and emergency medical service from the fire authority and each provides representative officials to serve as the authority's governing board.

While the option of a fire authority is not available to the two cities, the legislative process provides a long-term option. As an example, the State of Washington in 2004 passed legislation authorizing regional fire authorities.[60] The same could be proposed in Oregon during the next legislative biennium.

Merger

In most cases, states give contiguous fire districts the power to merge. Oregon statutes include such a process, referring to it as "merger; consolidation." That part of Oregon Law pertaining to the consolidation of fire districts is found in ORS 198.885, and provided beginning on page 139 of this report. The statute applies only to fire districts, although other provisions of the law do address contracting between cities and fire districts.[61]

Fire Districts

Forming a fire district to encompass the two cities represents a higher form of integration. Such a strategy would involve a change in corporate control and structure, including the creation of a new organization, and/or the dissolution of one or more organization.

State Law governs the formation and authority of Oregon fire districts. Oregon Revised Statutes (ORS) Chapter 478, *Rural Fire Protection Districts*, serves as the principal act of each fire district but, as special units of local government, all fire districts are also subject to other statutes, foremost of which includes ORS Chapter 198, *Special Districts Generally*. There are over 300 rural fire protection districts providing a wide range of emergency services to communities throughout the state.

[60] Regional fire protection service authorities, RCW 52.26.
[61] (Merger; Consolidation) ORS 198.885, Merger of districts.

Preferred Option

Of all of the feasible options discussed above, our preferred choice is an IGA between EFD and SFLS. This is seen as an intermediary step for a vision of a single fire agency via annexation to a fire district. While a number of fire districts are available for the cities to annex to, those with a current relationship to EFD and SFLS are clearly preferred. This strategy clearly represents the least complex alternative to execute.

Other Considerations

We offer comment on a few additional issues pertaining to the preferred option. The listing is in no particular order or priority.

Partnership

The decision to consider execution of the preferred option represents a partnership between the cities. Well before the governing bodies ever adopt a joint resolution proposing annexation, the two must develop a high degree of trust. Each must understand that the other will act in the best interest of constituencies, and that the business between the councils will be open and honest. As with many human endeavors, communication is the key and reasonable negotiation is the vehicle. In the time before adopting a resolution, the cities will need to come to agreement on a number of important details. Those matters should be committed to an implementation plan.

Governance

Governance in an annexation falls to the existing board of directors of the fire district. All of the fire districts are smaller with fewer citizens than either of the cities. In a republic, governance should be representative of constituency. Therefore, it is reasonable for the cities and the district to consider a plan to phase the governance of a district toward a mix considered more representative of the new protection area.

Timelines

Choosing annexation over other strategies of disassociation frees the issue from the simple majority or general election requirements. In the case of annexation, the date of March 31 is very important. An annexation order must be filed in final approved form with the Oregon Department of Revenue by March 31 in order for the change to be effective for the fiscal year beginning on July 1. If the deadline is missed, the district's tax levy cannot be imposed on the

territory subject to the boundary change, and the district will receive no revenue until the subsequent tax year.

Employees

The City of Eugene has contracts with the American Federation of State, County, and Municipal Employees, Local 1724 and the IAFF (International Association of Firefighters), Local 851. The City of Springfield has collective bargaining agreements with IAFF Local 1395 and SEIU Local 503 Oregon Public Employees Union, Springfield City Employees Local 995. Oregon statutes also speak to the matter; consequently, though the issue will need to be addressed by the parties, the transfer of employees to a fire district should not be a "deal breaker". ORS 242.702 requires a civil service system for fire district firefighters; therefore, creation of a civil service commission will need to accompany disassociation.

Negotiation of Assets, Reserves, and Transfer of Property

The successful execution of a plan to annex will ultimately involve the transfer of certain assets and liabilities. The parties need to come to agreement on those details so that the new district can begin to plan the financial aspects associated with long-term service. There is no statutory requirement for transfer, but because we assume the matter is cooperative between the parties, it is reasonable to assume that mutual agreement can be reached. The transfer should include not only the capital equipment and facilities associated with EFD and SFLS but also contracts and reserves necessary for the proper operation of the department.

District Founding Documents

A number of documents will need to be ready for implementation when annexation is ordered. These include rules and regulations, personnel policies, board policies, and adoption of a fire code just to name a few.

Strategic Plan

Systematic planning is critical throughout and after the annexation process. A strategic plan assures that all parts of the organization and community have a place at the table and that goals and objectives result from clearly defined outcomes and benchmarks. Strategic planning should begin with an annexation implementation plan and lead to a long-range plan for the district.

ASAs

The ambulance service areas served by EFD and SFLS are important parts of the financial underpinning of the departments. The departments should make certain early in the process that the contracts with Lane County are transferable to a district.

Recommended Action

First steps are important. If the city councils of the Cities of Eugene and Springfield support the conclusions of this report, policy action by officials needs to focus the efforts of many persons toward the goal of annexation. Without clear direction from policymakers, indecisive or counter-productive work is likely to result. It is also important that the region's other fire departments share in the planning and action steps that follow the adoption of the goal, even if they are not directly affected by it. If all stakeholder groups actively participate in the process, the need for work plan revisions are more easily identified and made to reach the goal.

Therefore, we recommend that the city councils of Eugene and Springfield jointly adopt (through either resolution or ordinance) the outcome of consolidation as the Vision for Regional Fire and EMS delivery. The jurisdictions should resolve to work cooperatively toward carrying out the goal within a specific time. We suggest that the goal be targeted far enough in the future to allow for systematic planning and implementation but not so far as to lose project momentum. From experience in such matters, we believe 18 months to two years is usually considered the minimum amount of time required for planning and implementing these sorts of system changes. We suggest that the agencies focus on reaching the goal by July 1, 2011; but first, careful consideration should be given to election, budgeting, and taxation cycles to assure the proper timing of organizational startup. As an intermediary step we recommend the establishment of a single fire department through the use of a IGA beginning July 1, 2010.

Once a Vision for Regional Fire and EMS delivery is adopted, the cities should appoint a steering committee that includes representation from all stakeholder groups to plan, communicate, oversee, and direct progress toward consolidation. The committee should be charged to meet regularly to discuss issues of mutual concern regarding the Regional Vision. The group should work to provide cohesive policy direction to the fire chiefs and others regarding the details of reaching the Regional Vision. Activities of the committee might include consultation with staff, other policy makers, or professional experts. In addition, the committee should consider proposals and choose a unified course of action.

Framework for Action

ORS 198.866 provides a process for a city to annex to a special district. A section of the statute is included for reference as Appendix C: ORS Chapter 198 Excerpt, Special Districts Generally, Annexation, on page 137. As always, we emphasize that we are not qualified to give legal advice so any discussion concerning statutory issues must be viewed in that light. We offer our grasp on the cited statutes below and some of the matters surrounding them, but we make no representation that we have consulted all relevant law or that our interpretation of the law is necessarily correct. The partner agencies should consult with legal professionals experienced in public law before embarking on any consolidation strategy. Several Oregon groups (the Oregon Special Districts Association, the Oregon City and County Managers Association, Oregon Fire District Directors Association, and the Oregon Fire Chiefs Association) may provide valuable assistance in this.

Landmarks for Reaching a Regional Fire Protection Vision

- **Consult with service partners**. The Eugene and Springfield governing officials begin a dialog with all of the service partners (and legal counsel) regarding the proposed Regional Fire Protection Vision and the work plan. Establish which district is likely to participate in reaching the goal.
- **Joint adoption of a Regional Fire Protection Vision**. The governing officials formally adopt a Regional Fire Protection Vision. Such action includes the appointment, charge, and timeline goal of a Regional Fire Protection Vision Steering Committee.
- **Organize the Steering Committee**. The governing officials instruct the committee to formulate and report on all elements of a work plan. Establish leadership roles of the chair and other committee members. Create meeting guidelines and elect leadership. Set meeting dates and times. Review and adopt the work plan. Meetings are ongoing, as is the review and revision of the work plan. Committee performs as a clearinghouse for all information concerning the effort so that service partners speak with a unified voice.
- **Obtain definitive legal advice**. The Steering Committee obtains legal opinion concerning the statutory requirements for annexation of Eugene and Springfield to a fire district. At a minimum, the agencies should determine the following: 1) if an adjustment to the fire district's permanent rate is necessary; and 2) how the timing of the election may influence the finance and taxation systems of the district.
- **Establish the name of the proposed integrated district**. Obtain consensus on the name, logo, mission, vision, values, and organizational structure of the proposed consolidated district. The name should accommodate eventual active participation by other emergency service providers.
- **Determine which directors will serve after election**. Come to an agreement on the need for a succession plan for district governance after the successful annexation.
- **Cities: Adopt the annexation proposal**. The Eugene and Springfield City Councils adopt the annexation proposal and certified copies go to the district board.

- **District: Approve the proposal.** Call for an election. Notify the cities and county.
- **Prepare for the election**. A public education and information campaign needs to be prepared and ready for delivery promptly after the election date is set.
- **Deliver the public education/information campaign**. During the time before the election, voters must be provided with information regarding the annexation and its benefit to the emergency service system. All entities should actively participate in the process to the extent allowed by law.
- **Election is held**. Get out the vote.
- **Annexation is approved**. After an affirmative vote is certified, the county board declares the cities to be annexed to the district.
- **Prepare the founding documents of the district**. During the time leading up to the annexation (if any), prepare supporting documents such as budget, risk management, errors and omissions insurance, bylaws, policies, rules, and procedures.
- **Implement any sidebar agreements concerning governing officials**. At the first meeting of the integrated district, accept any pre-arranged resignations from the board and appoint corresponding city representatives. Swear in new board members. Assign position numbers to each.
- **Inventory and transfer assets**. Capital assets and employees of the former city fire departments are transferred to the integrated district.
- **Disband the Steering Committee**. Once the fire district is integrated and operational, the Regional Vision has been accomplished and the Steering Committee is no longer required.
- **Implement a strategic planning process**. The district board of directors oversees the development of a facility site plan, and equipment replacement plan, and a staffing plan. Investigate and include in the plans collaborative opportunities for joint facilities, equipment, staffing, or operations with other fire protection agencies.

Appendices

Appendix A: Table of Figures

Appendix B: ORS Chapter 190 Excerpt, Cooperation of Governmental Units

Chapter 190.003 to 190.030 — Cooperation of Governmental Units;
State Census; Arbitration

2007 EDITION

GOVERNMENT COOPERATION; CENSUS; ARBITRATION

MISCELLANEOUS MATTERS

INTERGOVERNMENTAL COOPERATION

(Generally)

INTERGOVERNMENTAL COOPERATION

(Generally)

190.003 Definitions for ORS 190.003 to 190.130. As used in ORS 190.003 to 190.130, "unit of local government" includes a county, city, district or other public corporation, commission, authority or entity organized and existing under statute or city or county charter. [1967 c.550 §2]

190.007 Policy; construction. In the interest of furthering economy and efficiency in local government, intergovernmental cooperation is declared a matter of statewide concern. The provisions of ORS 190.003 to 190.130 shall be liberally construed. [1967 c.550 §3]

190.010 Authority of local governments to make intergovernmental agreement. A unit of local government may enter into a written agreement with any other unit or units of local government for the performance of any or all functions and activities that a party to the agreement, its officers or agencies, have authority to perform. The agreement may provide for the performance of a function or activity:

(1) By a consolidated department;

(2) By jointly providing for administrative officers;

(3) By means of facilities or equipment jointly constructed, owned, leased or operated;

(4) By one of the parties for any other party;

(5) By an intergovernmental entity created by the agreement and governed by a board or commission appointed by, responsible to and acting on behalf of the units of local government that are parties to the agreement; or

(6) By a combination of the methods described in this section. [Amended by 1953 c.161 §2; 1963

c.189 §1; 1967 c.550 §4; 1991 c.583 §1]

190.020 Contents of agreement. (1) An agreement under ORS 190.010 shall specify the functions or activities to be performed and by what means they shall be performed. Where applicable, the agreement shall provide for:

(a) The apportionment among the parties to the agreement of the responsibility for providing funds to pay for expenses incurred in the performance of the functions or activities.

(b) The apportionment of fees or other revenue derived from the functions or activities and the manner in which such revenue shall be accounted for.

(c) The transfer of personnel and the preservation of their employment benefits.

(d) The transfer of possession of or title to real or personal property.

(e) The term or duration of the agreement, which may be perpetual.

(f) The rights of the parties to terminate the agreement.

(2) When the parties to an agreement are unable, upon termination of the agreement, to agree on the transfer of personnel or the division of assets and liabilities between the parties, the circuit court has jurisdiction to determine that transfer or division. [Amended by 1967 c.550 §5]

190.030 Effect of agreement. (1) When an agreement under ORS 190.010 has been entered into, the unit of local government, consolidated department, intergovernmental entity or administrative officer designated therein to perform specified functions or activities is vested with all powers, rights and duties relating to those functions and activities that are vested by law in each separate party to the agreement, its officers and agencies.

(2) An officer designated in an agreement to perform specified duties, functions or activities of two or more public officers shall be considered to be holding only one office.

(3) An elective office may not be terminated by an agreement under ORS 190.010. [Amended by 1967 c.550 §6; 1991 c.583 §2]

Appendix C: ORS Chapter 198 Excerpt, Special Districts Generally, Annexation

Chapter 198.866 through 198.867 — Special Districts Generally

2007 EDITION

(Annexation; Annexation Approval)

198.866 Annexation of city to district; approval of annexation proposal; election. (1) The governing body of a city may adopt a resolution or motion to propose annexation to a district for the purpose of receiving service from the district. Upon adoption of an annexation proposal, the governing body of the city shall certify to the district board a copy of the proposal.

(2) The district board shall approve or disapprove the city's annexation proposal. If the district board approves the proposal, the district board shall adopt an order or resolution to call an election in the district unless otherwise provided in subsection (3) of this section.

(3) The district board is not required to call an election if:

(a) The population of the city is less than 20 percent of the population of the district; or

(b) The entire boundary of the city is encompassed within the boundary of the district.

(4) Notwithstanding subsection (3) of this section, if 10 percent of the electors or 100 electors of the district, whichever is less, sign and present to the county board a petition requesting an election, the board shall call an election in the district. The petition shall be in conformity, to the greatest extent practicable, with ORS 198.750, 198.760, 198.765 and 198.770.

(5) The order or resolution of the district board shall include the applicable matters specified in ORS 198.745. In addition the order or resolution may contain a plan for zoning or subdistricting the district as enlarged by the annexation if the principal Act for the district provides for election or representation by zone or subdistrict.

(6) The district board shall certify a copy of the resolution or order to the governing body of the city.

(7) Upon receipt of the resolution or order of the district board, the governing body of the city shall call an election in the city on the date specified in the order or resolution of the district board.

(8) An election under this section shall be held on a date specified in ORS 255.345 that is not sooner than the 90th day after the date of the district order or resolution calling the election. [1983 c.142 §2 (enacted in lieu of 198.865); 1993 c.417 §1; 2003 c.219 §1]

198.867 Approval of annexation to district by electors of city and district; certification; effect of annexation. (1) If the electors of the city approve the annexation, the city governing body shall:

(a) Certify to the county board of the principal county for the district the fact of the approval by the city electors of the proposal; and

(b) Present the certificate to the district board.

(2) If the electors of the district approve the annexation, the district board shall:

(a) Certify the results of the election; and

(b) Attach the certificate to the certificate of the city and present both certificates to the county board.

(3) Upon receipt of the certificate of the city governing body and the district board, the

county board shall enter an order annexing the territory included in the city to the district. When the county board enters the order, the city territory, together with any territory thereafter annexed to the city:

(a) Shall be included in the boundaries of the district; and

(b) Shall be subject to all liabilities of the district in the same manner and to the same extent as other territory included in the district. [1983 c.142 §3 (enacted in lieu of 198.865)]

Appendix D: ORS Chapter 198 Excerpt, Merger; Consolidation

Chapter 198.885 through 198.915 — Special Districts Generally

2007 EDITION

(Merger; Consolidation)

198.885 Merger of districts; effect. (1) One district or more may merge with another district if the merger is approved by the electors as provided by ORS 198.895 to 198.915 or if it is approved by a local government boundary commission as provided by ORS 199.480 (1)(c). The districts included in the merger shall be considered annexed by and absorbed into the surviving district.

(2) If the merger is approved, the district boards and officers of the merging districts shall turn over to the board of the surviving district all funds, property, contracts and records of the merging districts. Upon the effective date of the merger, the surviving district shall:

(a) Succeed to all the property, contracts, rights and powers of the merging districts, and shall constitute and be a regularly organized district as if originally organized in the manner provided by the principal Act and ORS 198.705 to 198.955;

(b) Uncollected taxes, assessments or charges levied by the merging districts shall become the property of the surviving district and upon collection shall be credited to the account of the surviving district; and

(c) Subject to any debt distribution plan adopted under ORS 198.900, the surviving district shall become liable for all the obligations, legal or contractual, of the merging districts.

(3) Districts providing potable water for domestic consumption, sanitary sewer or surface water quality and quantity purposes under separate principal Acts may merge as provided in this section. The district designated as the surviving district shall have all powers held by the other district under the principal Act of the other district.

(4) A county service district may merge with another district providing different or similar services as provided in subsection (3) of this section. When the county service district is not the surviving district, the merging entities shall enter into an agreement concerning elected representation on the board of the surviving district. The agreement shall provide that no fewer than two members of the board of the surviving district shall be appointed by the board of county commissioners, acting as the governing body of the county service district, to serve until replaced by individuals elected to the office at the next regular district election.

(5) Subsections (3) and (4) of this section do not apply to water authorities or sanitary authorities seeking to provide a different water-related service if the entities that seek to merge with the existing water authorities or sanitary authorities are within the urban growth boundary of a city and the city provides water supply, wastewater treatment or surface water management and treatment. When such entities are within the urban growth boundary of a city, the merging entities must:

(a) Obtain consent for the merger from the city prior to calling an election; or

(b) Comply with the formation process set forth in ORS 450.600. [1971 c.727 §42; 1983 c.336 §22; 1997 c.590 §1]

198.890 Consolidation of districts; effect. (1) Two or more districts may consolidate and form a new district if the consolidation is approved by the electors as provided by ORS 198.895 to 198.915 or if it is approved by a local government boundary commission as provided by ORS 199.480 (1)(c). The districts included in the consolidation shall be considered joined into a single new district.

(2) If the consolidation is approved, the district boards and officers of the consolidating districts shall turn over to the board of the successor district all funds, property, contracts and records of the

consolidating districts. Upon the effective date of the consolidation, the successor district shall:

(a) Succeed to all the property, contracts, rights and powers of the consolidating districts, and shall constitute and be a regularly organized district as if originally organized in the manner provided by the principal Act and ORS 198.705 to 198.955;

(b) Uncollected taxes, assessments or charges levied by the consolidating districts shall become the property of the successor district and upon collection shall be credited to the account of the successor district; and

(c) Subject to any debt distribution plan adopted under ORS 198.900, the successor district shall become liable for all the obligations, legal or contractual, of the consolidating districts.

(3) Districts providing potable water for domestic consumption, sanitary sewer or surface water quality and quantity purposes under separate principal Acts may consolidate as provided in this section. Upon the effective date of the consolidation, the district designated as the successor district shall have all powers held by the consolidating districts under the principal Acts of all of the districts.

(4) A county service district may consolidate with another district providing different or similar services as provided in subsection (3) of this section. The consolidating entities shall enter into an agreement that shall be binding on the successor district concerning elected representation on the board of the successor district. The agreement shall provide that no fewer than two members of the board of the successor district shall be appointed by the board of county commissioners, acting as the governing body of the county service district, to serve until replaced by individuals elected to the office at the next regular district election.

(5) Subsections (3) and (4) of this section do not apply to water authorities or sanitary authorities seeking to provide a different water-related service if the entities that seek to consolidate with the existing water authorities or sanitary authorities are within the urban growth boundary of a city and the city provides water supply, wastewater treatment or surface water management and treatment. When such entities are within the urban growth boundary of a city, the consolidating entities must:

(a) Obtain consent for the consolidation from the city prior to calling an election; or

(b) Comply with the formation procedures set forth in ORS 450.600. [1971 c.727 §43; 1983 c.336 §23; 1997 c.590 §2]

198.895 Initiation of merger and consolidation; procedure when city included in merger or consolidation. (1) The electors of two or more districts may initiate proceedings to merge or consolidate districts by filing duplicate petitions with the boards of the districts to be merged or consolidated. The petitions shall state the names of the affected districts, and the name of the surviving or successor district and whether the merger or consolidation must be approved by each district. If the proposal may be approved by fewer than all affected districts and may be effective only as to the approving districts, the petition shall so specify.

(2) When proceedings have been initiated as provided in subsection (1), (3), (4) or (5) of this section, and the districts or district and city are subject to the jurisdiction of a local government boundary commission, the initiating documents shall be filed with the boundary commission as provided by ORS 199.476.

(3) If a proposed merger or consolidation initiated under subsection (1) of this section includes a proposal to join a city to the surviving or successor district, the electors of the districts and the city also shall file a duplicate petition with the governing body of the city. The signature requirements under ORS 198.755 applicable to a district proposed to merge or consolidate are applicable to the city. A petition under this subsection shall contain all the matters required to be stated in the petition under subsection (1) of this section, except that the petition also shall state:

(a) The name of the city proposed to join the surviving or successor district; and

(b) Whether the merger or consolidation must be approved by each district or city in order to be effective.

(4) The electors of one district and a city may initiate proceedings to join the city to the district by filing duplicate petitions with the board of the district and the governing body of the city. The signature

requirements under ORS 198.755 (4) applicable to a district are applicable to the city. A petition under this subsection shall contain the name of the district, the name of the city and shall state that the proposal must be approved by the district and the city in order to be effective.

(5) Merger or consolidation also may be initiated by resolution adopted or approved by two or more district boards. If the merger or consolidation under this subsection includes a proposal to join a city to the surviving or successor district, the governing body of the city also must adopt or approve a resolution. A resolution adopted or approved under this subsection shall contain all the matters required to be stated in a petition to merge or to consolidate. [1971 c.727 §44; 1983 c.142 §6; 1983 c.336 §24; 1985 c.263 §1]

198.900 Content of petition for merger or consolidation. (1) A petition for merger or consolidation may include a debt distribution plan to be voted upon as a part of the proposal. The plan may provide for any distribution of indebtedness and may require that merging or consolidating districts and any city to be joined to the surviving or successor district remain solely liable for all or any portion of any indebtedness outstanding at the time of the merger or consolidation.

(2) If the merger or consolidation is approved, the district board of the successor or surviving district shall, in accordance with the plan, levy taxes and assessments for the liquidation of any prior existing indebtedness. Such a levy shall be subject to the principal Act of the consolidated or merged district. [1971 c.727 §45; 1983 c.142 §7]

198.902 Application of district petition requirements to cities. The procedures and requirements regarding the preparation, circulation and filing of a petition in a district under ORS 198.705 to 198.955 apply to the preparation, circulation and filing of a petition in a city, except that the duties of the secretary of the district board as described in ORS 198.765 and 198.770 shall be performed by the elections officer of the city. The governing body of a city shall perform the duties of the district board in ORS 198.705 to 198.955 in regard to a petition filed with the city. [1983 c.142 §9]

198.903 Joint assembly of governing bodies of affected districts or cities; order for election; contents. (1) When the governing body of each affected district or city has received a petition under ORS 198.895 containing the required number of signatures or has adopted or approved a resolution, the governing body of the affected entity having the largest population according to the most recent federal decennial census shall call a joint assembly of the governing bodies of the affected entities. The governing body calling the joint assembly shall specify the time and place of the assembly. The secretary of the governing body shall give notice of the assembly to each member of the governing body of each affected entity. The notice shall be given by certified mail.

(2) At the joint assembly, a majority of the members of each governing body constitute a quorum for the transaction of business.

(3) The assembly, by a majority of all members present, shall adopt an order calling an election in each affected entity. The order shall include the matters specified in ORS 198.745.

(4) The order adopted by the assembly may include a plan for zoning or subdistricting the surviving or successor district for the purpose of nominating or electing members of its board if the principal Act for the district provides for election or representation by zone or subdistrict. The plan must describe the proposed boundaries of the zones or subdistricts. If required by the principal Act, the plan also must include a map of the proposed zone or subdistrict boundaries.

(5) If the merger or consolidation is initiated by petition and the petition includes a debt distribution plan, the order adopted under this section shall include that plan. [1983 c.142 §10; 1983 c.350 §7b]

198.905 Certification of election results. The governing body of each affected entity shall meet separately not later than the fifth day after receiving from the county clerk the abstract of the votes cast in the entity in an election on consolidation or merger. At the meeting, the governing body of the entity shall determine the result of the election and certify the result to the governing body of each of the affected entities. [1971 c.727 §46; 1983 c.142 §11]

198.910 Joint meeting of governing bodies of merged or consolidated districts and cities; election of board members for surviving or successor district; terms. (1) If the proposal for merger or consolidation is approved by a majority of the votes cast in each affected entity required for approval of the proposal, the governing body of the affected entity with the largest population according to the most recent federal decennial census shall call a joint meeting of the governing bodies of the affected entities. The meeting shall be held at a time and place designated by the governing body calling the meeting, not later than 10 days after the canvass of the vote in the entity last canvassed. The secretary of the entity calling the meeting shall give notice of the time and place of the meeting to each member of the governing body of each affected entity.

(2) At the joint meeting, a majority of the members of the governing body of each affected entity constitute a quorum for the transaction of business. The members so assembled shall from among the members elect a number of persons consistent with the principal Act to serve as board members of the surviving or successor district. The board so elected shall immediately meet and organize as provided by the principal Act and shall by resolution declare the districts merged or consolidated and each affected city joined, as the case may be. From the date of adoption of the resolution the merger or consolidation is complete, and the city territory, together with any territory thereafter annexed to the city, is included in the boundaries of the surviving or successor district and shall be subject to all the liabilities of the district in the same manner and to the same extent as other territory included in the district.

(3) Of the persons elected under subsection (2) of this section to serve as board members of the surviving or successor district, three shall serve until June 30 following the next regular district election as defined in ORS 255.005 and the remaining members shall serve until June 30 next following the second regular district election. However, if the principal Act provides for a board of directors of three members for the surviving or successor district, then two members shall serve until June 30 following the next regular district election as defined in ORS 255.005 and the remaining member shall serve until June 30 next following the second regular district election. The terms of office of the members shall be determined by lot. [1971 c.727 §47; 1983 c.142 §12; 1989 c.503 §1; 1993 c.424 §4]

198.912 Apportionment of board members for certain surviving or successor districts. Notwithstanding ORS 198.910, when, at an election on consolidation or merger, a majority of the votes cast in each affected district is in favor of merger or consolidation or when merger or consolidation of districts is approved by a final order of a local government boundary commission, if two or more of the affected districts each have 20 percent or more of the electors or owners of land within the successor or surviving district, then each such affected district shall be represented on the board elected under ORS 198.910 as follows:

(1) By one member when the percentage of electors or owners of land in the affected district is at least 20 percent but less than 40 percent of the electors or owners of land within the successor or surviving district.

(2) By two members when the percentage of electors or owners of land in the affected district is at least 40 percent but less than 60 percent of the electors or owners of land within the successor or surviving district.

(3) By the number of board members remaining after apportionment of board members under subsections (1) and (2) of this section when, among all of the affected districts, the percentage of electors or owners of land in the affected district is the highest percentage of electors or owners of land within the successor or surviving district. [1997 c.590 §5]

198.915 Election of board members at regular district election. At the first regular election held in the surviving or successor district, two or three district board members shall be elected as provided by ORS 198.910 (3). [1971 c.727 §48; 1993 c.424 §5]

Appendix E: Apparatus Replacement Cost Analysis

Vehicle No.	Year	Make	Useful Life	Remaining Life	Replacement	Reserved Requirement on 1/1//09	Annual Reserve Contribution
Brush 10	1999	IH/E1Interface	15	5	285,000	190,000	19,000
Brush 13	2008	IH/Pierce	15	14	285,000	19,000	19,000
Brush 15	1999	IH/E1 Interface	15	5	285,000	190,000	19,000
C1	2007	Suburban	10	8	85,000	17,000	8,500
C2	2006	Suburban	10	7	85,000	25,500	8,500
Engine 1	2007	Pierce/Velocity	15	13	535,000	71,333	35,667
Engine 10	2007	Pierce/Velocity	15	13	535,000	71,333	35,667
Engine 11	2007	Pierce/Velocity	15	13	535,000	71,333	35,667
Engine 13	2007	Pierce/Velocity	15	13	535,000	71,333	35,667
Engine 14	1997	Pierce Saber	15	3	535,000	428,000	35,667
Engine 15	2008	Pierce/Velocity	15	14	535,000	35,667	35,667
Engine 16	1999	Pierce Saber	15	5	535,000	356,667	35,667
Engine 2	1997	Pierce	15	3	535,000	428,000	35,667
Engine 24	1989	Pierce Arrow	15	0	535,000	535,000	35,667
Engine 26 (reserve)	1994	Pierce Arrow	15	0	535,000	535,000	35,667
Engine 3	2004	Pierce Contender	15	10	535,000	178,333	35,667
Engine 31(reserve)	1995	Pierce Arrow	15	1	535,000	499,333	35,667
Engine 35 (reserve)	1997	Pierce Arrow	15	3	535,000	428,000	35,667
Engine 4	2004	Pierce Contender	15	10	535,000	178,333	35,667
Engine 5	1995	Pierce Saber	15	1	535,000	499,333	35,667
Engine 6	2007	Pierce/Velocity	15	13	535,000	71,333	35,667
Engine 7	2001	Pierce Dash	15	7	535,000	285,333	35,667
Ladder 14	2001	E-One 75’	20	11	965,000	434,250	48,250
Ladder 8	2006	Pierce	20	17	965,000	144,750	48,250
Ladder 9	2006	Pierce	20	17	965,000	144,750	48,250
Medic 10	2006	IH/Lifeline	7	4	255,000	109,286	36,429
Medic 11	2006	IH/Lifeline	7	4	255,000	109,286	36,429
Medic 15 (reserve)	1995	Frontline	7	0	255,000	255,000	36,429

Vehicle No.	Year	Make	Useful Life	Remaining Life	Replacement	Reserved Requirement on 1/1//09	Annual Reserve Contribution
Medic 16	2008	Lifeline Medic	7	6	255,000	36,429	36,429
Medic 21 (reserve)	2001	Ford/450	7	0	255,000	255,000	36,429
Medic 23	2001	Freightliner	7	0	255,000	255,000	36,429
Medic 24	1996	Freightliner	7	0	255,000	255,000	36,429
Medic 25	2005	Freightliner	7	3	255,000	145,714	36,429
Medic 28 (reserve)	2001	Ford/Braun	7	0	255,000	255,000	36,429
Medic 3	2008	International	7	6	255,000	36,429	36,429
Medic 31 (reserve)	2004	Ford/E450	7	2	525,000	375,000	75,000
Medic 36	2001	Freightliner	7	0	40,000	40,000	5,714
Medic 5	2006	Freightliner	7	4	255,000	109,286	36,429
Medic 6	2006	IH/Lifeline	7	4	255,000	109,286	36,429
Medic 8 (swing)	2008	IH/Lifeline	7	6	255,000	36,429	36,429
Medic 91	2006	IH/Lifeline	7	4	255,000	109,286	36,429
Medic 92	2004	E450/Lifeline	7	2	255,000	182,143	36,429
Rescue 5	1997	Pierce Saber	10	0	255,000	255,000	25,500
Tender 14	1998	Freightliner	15	4	365,000	267,667	24,333
Tower 2	2007	Pierce	20	18	965,000	96,500	48,250
Tower 22 (reserve)	2000	Pierce	20	11	965,000	434,250	48,250
Tower 5	2002	Pierce Aerial	20	13	965,000	337,750	48,250
Truck 1	2006	Pierce	20	17	965,000	144,750	48,250
Water Tender 2	2002	Pierce	15	8	365,000	170,333	24,333
Water Tender 8	2002	Pierce	15	8	365,000	170,333	24,333
Total Annual Funding Requirement					**$22,615,000**	**$10,459,071**	**$1,743,726**

Appendix F: Organizational Systems

Survey Components	Eugene Fire & EMS	Springfield Fire & Life Safety
1. Background Documentation		
A. Comprehensive plan(s)		
i) strategic plan	City of Eugene Fire and EMS Department Strategic Plan, July 2007 – June 2011	City of Springfield Fire & Life Safety Strategic Plan, Revised April 5, 2006
ii) CIP	Capital Improvement Program 2010-15, City of Eugene, Oregon, Draft	City of Springfield, Oregon Capital Improvement Program, A Community Reinvestment Plan, 2009 - 2013
B. ISO classification and survey	Public Protection Summary Report, Eugene Oregon, January 18, 2008	Public Protection Classification Results, Springfield, Lane County OR, April 25, 2008 Public Protection Classification Improvement Statements for Springfield, Lane County, Oregon
C. Organizational audits		
i) internal audits	City of Eugene Fire and EMS Department Standards of Response Coverage, January 2008	City of Springfield Department of Fire & Life Safety Standards of Cover and Deployment Study, April 2007
ii) external audits	Not applicable	Springfield Fire & Life Safety Fire District Feasibility, January 2002
D. Other organizational studies or evaluations	None submitted	City of Springfield, Oregon, Employee Survey Results, February 2009. Springfield Employee Survey, 2008-09, Not Fire.
E. Standards of cover and deployment	City of Eugene Fire and EMS Department Standards of Response Coverage, January 2008	City of Springfield Department of Fire & Life Safety Standards of Cover and Deployment Study, April 2007
i) community risk analysis	Section 3 – Risk Assessment	Chapter 4: Community Risk Analysis
ii) service definitions	Page 53, Call Types and Effective Response Force	Page 87, Critical Task Analysis
iii) service goals	Section 5 – Service Level Goals	Chapter 7: Performance Measures
F. Financial documentation		
i) annual budget	FY09 Annual Budget FY09 Proposed Budget Summary	City of Springfield Financial Detail, (Database FY2010): Budget
ii) comprehensive annual financial report	Comprehensive Annual Financial Report, Fiscal Year Ended June 30, 2008	City of Springfield Oregon Comprehensive Annual Financial Report, Fiscal Year Ending June 30, 2008

Survey Components	Eugene Fire & EMS	Springfield Fire & Life Safety
iii) salary classifications & schedule	City of Eugene Salary Schedule, 07/01/08	Appendix A, IAFF Local 1395, page 36 Appendix A and B, SEIU Local 503, City Employees Local 995 Appendix A and B City of Springfield Performance Pay Plan By Bargaining Unit, Effective January 1, 2009 to June 30, 2009
iv) authorized staffing	Reference Tab 18 for FY09 Annual Budget, Page E.20, FTE Summary and worksheets.	Reference Tab 14 Payroll Report. Reference Tab 18 summary reports and worksheets.
v) employee benefit schedule	Contract Between City of Eugene and American Federation of State, County, and Municipal Employees, Local 1724, Effective through June 30, 2012. Contract Between City of Eugene and International Association of Firefighters, Local 851, Effective July 1, 2007 through June 30, 2009.	Collective Bargaining Agreement Between the City of Springfield & IAFF Local #1395, July 2, 2007 – June 30, 2010. Collective Bargaining Agreement, SEIU Local 503 Oregon Public Employees Union, Springfield City Employees Local 995, and City of Springfield, Expires June 30, 2009.
vi) financial audits	Comprehensive Annual Financial Report, Fiscal Year Ended June 30, 2008	City of Springfield Oregon Comprehensive Annual Financial Report, Fiscal Year Ending June 30, 2008
2. Organizational Documents		
A. Annual report	City of Eugene fire and EMS Department Annual Report, Fiscal Year 2008	None submitted
i) divisional reports	City of Eugene fire and EMS Department Annual Report, Fiscal Year 2008	Annual Report of Fire Prevention Programs for the City of Springfield Fire Marshal's Office for Calendar Year 2006 (Reference Tab 23) 2008 Department Training Report (Reference Tab 24)
B. Organizational chart	Eugene Fire and EMS Organization, Chart of Approved Positions, March 2008 Eugene Fire and EMS Functional Organizational Chart (undated)	Reference Tab 1 Organizational Chart with FTEs
C. Organizational plans		
i) strategic plan	City of Eugene Fire and EMS Department Strategic Plan, July 2007 – June 2011	City of Springfield Fire & Life Safety Strategic Plan (Revised April 5, 2006)
ii) work plan	City of Eugene Fire and EMS Department Work Plan, July 2007 – June 2011, Last Revised 2/11/09	None submitted
iii) affirmative action plan	City of Eugene Affirmative Action Plan Questionnaire	None submitted

Survey Components	Eugene Fire & EMS	Springfield Fire & Life Safety
iv) CIP	Capital Improvement Program 2010-15, City of Eugene, Oregon, Draft	City of Springfield, Oregon Capital Improvement Program, A Community Reinvestment Plan, 2009 - 2013
D. Service agreements		
i) ASA	ASA 4	ASA 5
ii) mutual aid	Lane County Fire Defense Board Oregon USAR Task Force	Lane County Fire Defense Board Ambulance Mutual Aid Agreement
iii) automatic aid	Eugene F&EMS with Santa Clara RFPD Eugene F&EMS with Lane Rural Fire/Rescue Eugene F&EMS with Lane Co FD No.1	Springfield F&LS with McKenzie F&R
iv) interagency agreements	3-Battalion Agreement between Eugene and Springfield IGA, Bailey-Spencer RFPD IGA, Eugene RFPD No. 1 IGA, River Road Water District IGA, Willakenzie RFD IGA, Zumwalt RFD IGA for Regional HazMat through Oregon SFM ORS 190 agreement for Regional USAR through Oregon SFM	3-Battalion Agreement between Eugene and Springfield IGA, City of Eugene Dispatch Contract (ref Tab 4) ORS 190 agreement for Regional USAR through Oregon SFM
E. Labor agreements		
i) sworn employees, non exempt	Contract Between City of Eugene and International Association of Firefighters, Local 851, Effective July 1, 2007 through June 30, 2009.	Collective Bargaining Agreement Between the City of Springfield & IAFF Local #1395, July 2, 2007 – June 30, 2010.
ii) non-sworn employees, non exempt	Contract Between City of Eugene and American Federation of State, County, and Municipal Employees, Local 1724, Effective through June 30, 2012.	Collective Bargaining Agreement, SEIU Local 503 Oregon Public Employees Union, Springfield City Employees Local 995, and City of Springfield, Expires June 30, 2009.

Appendix G: Organizational Overview

Survey Components	Eugene Fire & EMS	Springfield Fire & Life Safety
1. Governance and Line of Authority		
A. Governing body	City of Eugene Mayor and City Council Council: eight members elected to 4-year terms from eight city wards. Mayor: elected at large to 4-year term.	City of Springfield Mayor and City Council Council: six members elected to 4-year terms at large each representing a ward. Mayor: elected at large to 4-year term.
i) head of governing body	Mayor	Mayor
ii) key employee of governing body	City Manager, Jon Ruiz	City Manager, Gino Grimaldi
iii) meetings	Second and Fourth Monday each month, work sessions are held second and fourth Monday preceding the Council meeting, and on the second, third, fourth and fifth Wednesdays at noon.	First and third Monday each month
iv) designated fiscal year	July through June	July through June
B. Elected official authority defined	City Charter	City Charter
C. Fire chief position	Fire Chief Randall B. Groves	Fire Chief Dennis Murphy
i) hired by contract	No written contract	At will employee, no written contract
ii) term of contract	None	None
iii) periodic performance evaluation	Annual	Annual by assistant city manager, based on goals and organizational performance
iv) fire chief's supervisor	City Manager Jon Ruiz	Assistant City Manager Jeff Towery
D. Fire chief/authority defined	By city manager in job description	By city manager in job description
E. Policy and administrative roles defined	City charter	City charter
2. Organizational Management		
A. Mission statement adopted	Serve our community by protecting and preserving life, property, and the environment through prevention, education, medical, rescue, and fire suppression services.	"Protect life, property, and environment."
i) displayed	City website, fire department home page, fire department E-Log home page, SOP	http://www.springfieldfire.org/profile.htm
ii) periodic review	Work plan establishes review schedule	Undetermined
B. Vision established and communicated	Enhance the quality of life for everyone in our service area by embracing their interests, needs, and concerns for a safe and healthy community.	Mission, commitment, vision, and values

Survey Components	Eugene Fire & EMS	Springfield Fire & Life Safety
C. Values of staff established	Established as part of mission, commitment, vision and values	Established as part of mission, commitment, vision and values
i) organizational focal points	Community service	EMS
D. Strategic or master plan	City of Eugene Fire and EMS Department Strategic Plan, July 2007 – June 2011	City of Springfield Fire & Life Safety Strategic Plan, Revised April 5, 2006
i) adopted by elected officials	Approved by department command team. Plan submitted to the city council.	Revision conducted by ESCi. Undetermined if adopted by governing board.
ii) published and available	Available in EFEMS headquarters and on department website	Available in SFLS headquarters
iii) periodic review	Undetermined	Periodic revision
E. Standards of cover	City of Eugene Fire and EMS Department Standards of Response Coverage, January 2008	City of Springfield Department of Fire & Life Safety Standards of Cover and Deployment Study, April 2007 (Conducted by ESCi)
i) adopted by elected officials	Initially yes. Updates are made available.	Undetermined
ii) published and available	Available in EFEMS headquarters and on department website and intranet	Available in SFLS headquarters
iii) periodic review	Annually since 2003	Periodic revision
F. Human resource management	City of Eugene HR Division, Alana Holmes, Director	City of Springfield HR Department, Bill Spiry
i) job descriptions maintained	All positions through HR division	All positions through HR department
ii) rules and policies maintained	City personnel manual, administrative rules, and department SOPs. Available electronically on Fire Server.	City personnel manual, administrative rules, and department SOPs. Available on intranet.
iii) employment agreements	IAFF Local 851 AFSCME Local 1724	IAFF Local 1395 SEIU Local 503
3. Financial Management		
C. Financial controls	City of Eugene Finance, Julie L. Lindsey Finance Manager	City Finance Department
i) financial control system	Finance guidelines	Finance Department guidelines
ii) financial review	Monthly actual review, Budget mgr over-sight	Supervisors sign for purchases
iii) audit	Required by State Law	Required by State Law
iv) frequency of review	Annual	Annual
4. Organizational Structure		
A. Structure type	Traditional top-down hierarchy with three main branches under the fire chief: Shift Operations, Adm & Support, and Special Operations. A second (functional) org chart is also used. See attached organizational chart.	Traditional top-down hierarchy with three main branches under the fire chief: Operations, Fire Prevention, and Services Bureau. See attached organizational chart.

Survey Components	Eugene Fire & EMS	Springfield Fire & Life Safety
B. Unity of command issues	None noted	None noted
C. Span of control issues	Two district chiefs; each oversee 5 to 6 stations	None noted
D. Organizational levels defined	No formally defined organizational levels	No formally defined organizational levels
5. General Description of Agency		
A. Agency type	Municipal fire department	Municipal fire department
B. Service area, square miles	Total service area, 72.8 square miles	Total service area, 20 square miles
i) city service area	Eugene, 43.4 square miles	Springfield, 16 square miles
ii) contract service area	Bailey-Spencer RFPD, 5 square miles	Rainbow Water District, 2 square miles
iii) contract service area	Eugene Fire District #1, 9.8 square miles	Willakenzie Fire District, 2 square miles
iv) contract service area	River Road Water District, 1.8 square miles	Glenwood Fire District, 1 square mile
v) contract service area	Willakenzie-Eugene RFPD, 1.2 square miles	
vi) contract service area	Zumwalt RFPD, 11.6 square miles	
C. Headquarters	1705 W. 2nd Ave, Eugene, OR 97402	City Hall, 225 Fifth Street, Springfield, OR 97477
D. Fire stations	Eleven stations	Five stations
E. Other facilities	Administration, logistics building, and training building/campus	Training division housed at Station 3
F. Emergency vehicles		
i) engine	10 (including 3 reserve)	6 (including one interface engine)
ii) tender	2	1
iii) ladder truck	1-truck, 2 platforms (including 1 reserve), 2 quints	1 quint, 1 ladder
iv) ambulance	10 medic (including 4 reserve)	6 medic
v) command	2 district chiefs	Battalion chief
vi) boat	2 boats, 2 wave runners	
vii) rescue	2 USAR	1 heavy rescue
viii) hazardous materials	2 tractor/trailer (state), 1 decontamination	
ix) specialty units	5 including 2 ARFF engines (including 1 reserve)	
G. ISO classification	Public protection class 3, retrogressed from class 2	Public protection class 3
i) date of most recent rating survey	January 2008	December 2004
ii) fire department creditable points	35.91 of 50 possible	34.21 of 50 possible
iii) relative classification	3	4
iv) divergent reduction	-4.23	-5.11
v) total creditable points	75.21 of 100 possible	73.19 of 100 possible
H. Total fire department personnel, uniformed and civilian	219.25 FTEs	108 FTEs
i) administrative and support personnel, full-time	44.25 FTEs	30 FTEs

Survey Components	Eugene Fire & EMS	Springfield Fire & Life Safety
ii) administrative and support personnel, volunteer	None	None
iii) operational personnel, full-time	175 FTEs	78 FTEs
iv) operational personnel, volunteer	None	None
6. Communications Provider		
A. Emergency Dispatch Agency	Central Lane 9-1-1 through IGA	Central Lane 9-1-1 through IGA
i) population served	Approximately 250,000	Approximately 250,000
ii) 9-1-1 PSAP – (public safety answering point)	Central Lane 9-1-1	Central Lane 9-1-1
iii) surrounding bordering PSAPs	South Lane 9-1-1, Eastern Lane 9-1-1, and Western Lane 9-1-1	South Lane 9-1-1, Eastern Lane 9-1-1, and Western Lane 9-1-1
iv) surrounding and mutual aid fire departments	All of Lane County	All of Lane County
7. Demographics		
A. Population, entire service area	167,412	65,919
i) city population	City of Eugene: 156,634	City of Springfield: 58,005
ii) contract service population	Bailey-Spencer RFPD: 457	Rainbow Water District: 4,869
iii) contract service population	Eugene Fire District #1: 862	Willakenzie Fire District: 1,804
iv) contract service population	River Road Water District: 7,287	Glenwood Fire District: 1,241
v) contract service population	Willakenzie-Eugene RFPD: 1,014	
vi) contract service population	Zumwalt RFPD; 1,158	

Appendix H: Organizational Staffing

Survey Components	Eugene Fire & EMS		Springfield Fire & Life Safety	
1. Administration and Other Support Staff	**FTEs**		**FTEs**	
A. Fire Chief	1.00	Executive director, fire/EMS services	1.00	Fire chief
B. Deputy chief	3.00	Fire/EMS deputy chief	2.00	Deputy chief operations Deputy chief prev/hazmat
C. District chief	3.00	EMS chief District chief Fire marshal	0.00	
D. Assistant fire marshal	1.00	Assistant fire marshal	0.00	
E. Deputy fire marshal	7.75	Deputy fire marshal 1 Deputy fire marshal 2	4.00	Deputy fire marshal 2
F. Battalion chief (administrative)	0.00		1.00	Battalion chief, training
G. Training officer	3.00	Fire training captain Fire instructor EMS program officer	3.00	Training officer EMS program officer
H. Management analyst	1.00	Mgmt analyst, senior	2.00	Management analyst senior
I. Analyst	2.00	Management analyst 1 Management analyst 2	0.00	
J. Officer supervisor	2.00	Office supervisor, senior Application support tech, senior	1.00	EMS account services supervisor
K. Program technician	6.00	Program specialist	12.00	Program technician EMS accounting tech
L. Executive assistant	1.00	Executive assistant	1.00	Departmental assistant
M. Admin specialist	5.50	Admin specialist Admin specialist, senior	2.00	Clerk 2
N. Emergency equip tech	2.00	Emergency equip tech I Emergency equip tech II	0.00	
O. Fire maintenance worker	3.00	Fire maintenance worker	0.00	
P. Fire/EMS logistics manager	1.00	Fire/EMS logistics manager	1.00	Service bureau manager
Q. Parts and supply specialist	1.00	Parts and supply specialist	0.00	
R. Video technician	1.00	Video technician	0.00	

Survey Components	Eugene Fire & EMS		Springfield Fire & Life Safety	
S. Total admin/support FTEs	**44.25**		**30.00**	
T. Percent of administration and support to total personnel		20.18%		27.78% 22.00% without FireMed staff
2. Emergency Service Staff	**FTEs**		**FTEs**	
A. District/battalion chief	6.00	District chief	3.00	Battalion chief
B. Fire captain	39.00	Fire captain	15.00	Fire captain
C. Fire lieutenant	0.00	Fire lieutenant	0.00	
D. Engineer	45.00	Fire engineer	15.00	Fire engineer
E. Firefighter, paramedic	0.00		45.00	Firefighter, paramedic
F. Medic	7.00	Medic I Medic II	0.00	
G. Firefighter	78.00	Firefighter	0.00	
I. Total operational staff	**175.00**		**78.00**	
J. Fire department total	**219.25**		**108.00**	
K. Percent of operational officers to firefighters		34.62%		30.00%
3. Organizational Program Allocation	**FTEs**		**FTEs**	
A. Executive (administration)				
i) chief executive	1.00	Fire chief	1.00	Executive director, fire/EMS services
ii) executive staff	4.00	Fire/EMS deputy chief District chief	2.00	Deputy chief operations Deputy chief fire prevention/hazardous materials
iii) executive assistant (non-uniformed)	1.00	Executive assistant	1.00	Departmental assistant
iv) clerical	15.50	Management analyst 1 Management analyst 2 Office supervisor, senior Application support tech, senior Program specialist Admin specialist Admin specialist, senior	6.00	Mgmt analyst, senior Program technician
B. Financial management	1.00	Mgmt analyst, senior	1.00	Mgmt analyst, senior

Survey Components	Eugene Fire & EMS		Springfield Fire & Life Safety	
C. Program management				
i) fire prevention	9.75	Fire marshal Assistant fire marshal Deputy fire marshal 1 Deputy fire marshal 2	4.00	Deputy fire marshal 2
ii) public education	0.00		0.00	
iii) EMS	1.00	EMS chief	9.00	EMS account services supervisor EMS accounting tech
iv) training	3.00	Fire training captain Fire instructor EMS program officer	4.00	Battalion chief, training Training officer EMS program officer
v) Human resources	0.00		0.00	
vi) Information technology	0.00		0.00	
vii) support services	8.00	Emergency equip tech I Emergency equip tech II Fire maintenance worker Fire/EMS logistics manager Parts and supply specialist Video technician	1.00	Service bureau manager
D. Service delivery				
i) operational management	6.00	District Chief	3.00	Battalion chief
ii) station management	39.00	Fire captain	15.00	Fire captain
iii) first-line supervision	0.00	Fire lieutenant	0.00	
iv) firefighters/medics	0.00		45.00	Firefighter, paramedic
v) firefighters	123.00	Fire engineer/Firefighter	15.00	Fire engineer
vi) medics	7.00	Medic I/Medic II	0.00	
4. Unit Staff (Fund) Allocation				
A.	3.55	Construction permit fund	0.00	
B.	39.39	Ambulance transport fund	35.05	Ambulance enterprise fund
C.	171.05	General fund	63.95	General Fund
D.	5.26	Municipal airport fund	9.00	Fire local option levy
E. Total FTEs	219.25		108.00	

Survey Components	Eugene Fire & EMS	Springfield Fire & Life Safety
5. Employee Contracts		
A. Bargaining unit(s)		
i) IAFF	International Association of Fire Fighters, Local 851 (IAFF), effective July 1, 2007 through June 30, 2009	International Association of Fire Fighters, Local 1395 (IAFF), effective July 1, 2007 – June 30, 2010
ii) AFSCME	American Federation of State, County, and Municipal Employees (AFSCME), Local 1724, effective through June 30, 2012	None
iii) SEIU (OPEU	None	SEIU Local 503 Oregon Public Employees Union, Springfield City Employees, Local 995
B. Employment benefits		
i) social security	Yes	Yes
ii) worker's compensation	The workers' compensation program is self-insured up to $500,000 per claim. Workers' compensation claims are administered by a third party administrator (TPA)	On March 31, 1999, the City terminated the Workers' Compensation Self-Insurance Plan, which had been implemented in 1991. From that date on, worker's compensation claims have been covered by a third-party carrier, SAIF.
iii) pension	Oregon Public Employees Retirement System (PERS) and the Oregon Public Service Retirement Plan (OPSRP) City of Eugene pays the employee contribution (6% of salary) to these retirement programs, which is deposited into the Individual Account Program (IAP) for both PERS and OPSRP members. Employees hired on or after 8/29/2003 become part of OPSRP (after working for the City for a 6 month waiting period in a position requiring 600 hours in a calendar year), unless membership was previously established in PERS.	Oregon Public Employees Retirement System (PERS) and the Oregon Public Service Retirement Plan (OPSRP) City of Springfield pays the employee contribution (6% of salary) to these retirement programs, which is deposited into the Individual Account Program (IAP) for both PERS and OPSRP members. Employees hired on or after 8/29/2003 become part of OPSRP (after working for the City for a 6 month waiting period in a position requiring 600 hours in a calendar year), unless membership was previously established in PERS.
iv) deferred compensation	All regular full-time and part-time employees can participate in the City's Deferred Compensation Plan	All members of the Association may participate in one or more of the City's offered deferred compensation plans, subject to applicable contribution requirements. Effective October 1, 2007 biweekly 2% of Top Step Firefighter base biweekly salary to the plan of the employee's choice of the offered plans.

Survey Components	Eugene Fire & EMS	Springfield Fire & Life Safety
v) medical insurance	Employees choose between two self-insured medical plans • City Health Plan is a Preferred Provider Organization (PPO) plan and uses the ODS PPO network. • City Managed Care Plan is Point of Service (POS) plan. Must choose a Primary Care Provider (PCP)	Employees are provided comprehensive medical and hospital insurance coverage including a Health Incentive Plan (HIP) option which provides a benefit level that conforms to the insuring agreement in effect between the City and Pacific Source in plan year 2004 or a substantially comparable plan. The City may at its sole discretion, offer additional health insurance plan(s). As of July 1, 2007, the City will continue to fund premium payments for the selected medical plan and the dental plan of 95% of the premium of the HIP plan plus 95% of the premium of the City dental plan, or the premium of the HIP plan plus the premium of the dental plan less $40, whichever is less.
vi) dental insurance	Coverage is provided through the City Health Plan (PPO) for all employees covered under either medical plan • Annual Benefit Maximum: First calendar year of coverage: $300 • Each succeeding calendar year: $1,300	The City provides a comprehensive dental insurance plan with a benefit level that conforms to the insuring agreement in effect between the City and ODS dental plan in Plan year 2001/2002. The plan includes crown coverage that was previously self-insured by the City or a substantially comparable plan. The coverage for new employees will begin the first of the month following a full month of employment.
vii) short and long term disability insurance	Coverage is provided through Standard Insurance Company. There is no cost to the employee; City of Eugene pays the entire premium LTD is provided for IAFF-represented represented employees who are regularly scheduled to work at least 20 hours per week. If qualified for long term disability benefits, employee receives 60% of basic monthly earnings to a monthly maximum of $3,000 per month. The Maximum Benefit Period depends on your age at disability	PERS. provides primary Long Term Disability (LTD) insurance coverage. In the event Article 10, Fitness & Physicals, section 10.2, is nullified as provided in Article 10.1, beginning July 1, 2008, the City will provide a supplemental LTD plan with the same waiting period as PERS, a benefit of sixty percent (60%) of monthly pre-disability pay, up to a maximum of $7,500 per month and offset by benefits from sick leave, Social Security, Worker's Compensation, PERS and unemployment insurance for all full-time employees.
viii) life insurance	Coverage is provided through Standard Insurance Company. There is no cost to the employee; City of Eugene pays the entire premium. Life Insurance: 1 x Annual Scheduled Salary, rounded to the nearest $1,000, up to a maximum of $80,000. AD&D: 1 x Annual Scheduled Salary, rounded to the nearest $1,000, up to a maximum of $80,000	The City provides life insurance and accidental death and dismemberment insurance to all full time employees and probationary employees beginning the first of the month following the date of employment. Life insurance is provided in the amount equal to the employee's annual base salary plus EMT certification pay up to a maximum of $100,000.

Survey Components	Eugene Fire & EMS	Springfield Fire & Life Safety
ix) vision insurance	Coverage is provided through the City Health Plan (PPO) for all employees covered under either medical plan	Optical or vision coverage to full-time and eligible part-time members of the bargaining unit as part of comprehensive health insurance coverage
x) survivor income benefit	Eligible survivors receive benefits as specified by PERS	Eligible survivors receive benefits as specified by PERS
xi) additional life insurance	Optional supplemental Portable Term Life Insurance may be purchased by the employee or their spouse/domestic partner through ReliaStar Life Insurance Company	N/A
xii) sick leave	Bargaining unit members will be credited with sick leave as follows: a. Regular part-time employees working at least 20 hours per week, but less than 40 hours, will receive sick leave credit on a pro-rata basis. b. Upon hire, employees will be credited with their first 6 months of sick leave accruals. No further sick leave will accrue until after 6 months of employment. If an employee leaves city employment during their first 6 months, the value of any sick leave taken beyond that which they would have accrued by their last date of employment will be deducted from their final paycheck.	Employees in the Association will accrue sick leave according to the schedule below for each full bi-weekly pay period.

Sick leave

Length of Continuous Service	Annual Sick Leave Hours Accrual		Accrual Limit	
	Eugene	Springfield	Eugene	Springfield
56 – hour employees	144	156	1,890	3,000 hours
40 – hour employees	96	104	1,350	1,600 hours

Eugene, 56 – hour employee vacation leave

Length of Continuous Service	Vacation Hours Accrued Monthly	Vacation Hours Accrued per Year	Holiday Hours Accrued per Year	Maximum Total Accrual per Year (2x Vacation + Holiday)
Less than 2 years	10	120	156	396
2 but less than 6 years	12	144	156	444
6 but less than 10 years	14	168	156	492
10 but less than 14 years	16	192	156	540
14 but less than 18 years	18	216	156	588
18 but less than 22 years	20	240	156	636
22 years and over	24	288	156	732

Springfield, 56 – hour employee vacation leave

Length of Continuous Service	Days Accrued
Less than 5 years	5
5 but less than 10 years	6
10 but less than 15 years	7½
15 years and over	½ additional day for each year of service beyond 15 of continuous service

Eugene, 40 – hour employee vacation leave

Length of Continuous Service	Hours Accrued Per Pay Period	Hours Accrued per Year	Maximum Total Accrual per Year (2x Vacation + Holiday)
Less than 2 years	3.892	101.2	202.4
2 but less than 6 years	4.538	118.0	236.0
6 but less than 10 years	5.231	136.0	272.0
10 but less than 14 years	5.877	152.8	305.6
14 but less than 18 years	6.523	169.6	339.2
18 but less than 22 years	7.169	186.4	372.8
22 years and over	8.508	221.2	442.4

Springfield, 40 – hour employee leave

Length of Continuous Service	Days Accrued
Less than 5 years	10
5 but less than 10 years	12
10 but less than 15 years	15
15 years and over	1 additional day for each year of service beyond 15 of continuous service

Appendix I: Financial Profile

Survey Components	Eugene Fire & EMS	Springfield Fire & Life Safety
1. City Budget and Process		
A. Designated fiscal year	July 1st to June 30th	July 1st to June 30th
i) budget cycle	Annual	Annual
B. Financial control officer	Julie L Lindsey, Finance Manager, Administrative Division	Robert J. Duey, Finance Department Director
i) financial report	Comprehensive Annual Financial Report	Comprehensive Annual Financial Report
ii) financial review	Independent Auditor's Report, Isler CPA, Eugene OR	Independent Auditor's Report, Grove, Mueller & Swank P.C., Salem OR
C. Accounting	In accord with Oregon Budget Law and GAAP, generally on a modified accrual basis.	In accord with Oregon Budget Law using the modified accrual basis method of accounting.
D, Governmental fund types	Finance most governmental functions, 28 in all.	Finance most governmental functions, 29 in all.
i) general fund	One General Fund accounts for central business services, public safety services (including fire department), cultural/leisure services, and some public development services.	One General Fund serves as the primary reporting vehicle for current government operations. Accounts for the general operations of the City including library, police, fire, public works, municipal court, planning, and general administration.
ii) special revenue funds	Ten funds account for restricted resources designated for specific uses including HUD block grant resources and 9-1-1 excise tax.	Nine funds account for the proceeds of specific revenue sources including the Fire Local Option Levy Fund and the Police Local Option Levy Fund.
iii) debt service funds	Three funds account for the accumulation of resources for the payment of debt principal and interest.	Three funds account for the accumulation of resources for the payment of general long-term debt principal and interest.
iv) capital project funds	Four funds account for the accumulation of resources for the acquisition, construction, and maintenance of capital facilities. May be through special assessment, bonds, or transfer from the General Fund.	Sixteen funds account for financial resources to be used for the acquisition or construction of major capital facilities (other than those finances by proprietary funds).
E, Proprietary fund types	City activities similar to private sector, ten in all	City activities similar to private sector, nine in all.
i) enterprise funds	Five funds account for goods and services financed through user charges including the Municipal Airport Fund and the Ambulance Transport Fund.	Six funds account for operations that are financed and operated in a manner similar to private business enterprises including the Ambulance Fund.
ii) internal service funds	Five funds account for goods and services furnished internally including Fleet Services Fund and the Risk and Benefits Fund.	Three funds account for the financing of goods and services provided by one City department to another City department on a cost-reimbursement basis including Insurance Fund, Vehicle and Equipment Fund, and the SDC Administration Fund.

Survey Components	Eugene Fire & EMS		Springfield Fire & Life Safety	
F. General fund revenue sources				
i) taxes	Property taxes and contribution-in-lieu of taxes by Eugene Water and Electric Board		Property taxes from City levy, local option levies for police and fire, and general obligation levies. Also, contribution-in-lieu of taxes by SUB, EWEB, Electric Co-Ops, and McKenzie Village.	
ii) licenses and permits	Business licenses and franchises		Business licenses and franchises	
iii) intergovernmental revenues	Grants from federal, state, and local governments as well as state revenue sharing.		Grants from federal, state, and local governments as well as state revenue sharing.	
iv) rental revenue	Rental of city owned property.			
v) charges for services	Charges and fees to public or other agencies including contract fire protection, ambulance services, and fire prevention (plans reviews)		Charges and fees to public or other agencies including contract fire protection.	
vi) fines and forfeits	Include traffic citations, library fines, and city code violations.		Include traffic citations, library fines, and city code violations.	
vii) miscellaneous revenue	Generally interest on investments.		Generally interest on investments.	
viii) interfund transfers	Mostly revenues from other funds to finance central business services.		Mostly revenues from other funds to finance central business services.	
ix) beginning working capital	Unexpended resources from previous years.		Unexpended resources from previous years.	
2. City Revenue Trends				
A. Property tax	**Total Assessed Value**	**Total Direct Tax Rate**	**Total Assessed Value**	**Total Direct Tax Rate**
i) fy 1999	$6,427,464,176	$7.5452	$1,992,678,307	$5.5496
ii) fy 2000	$6,846,858,372	$7.8862	$2,124,958,597	$5.5063
iii) fy 2001	$7,350,530,511	$8.1918	$2,254,884,249	$5.1838
iv) fy 2002	$8,111,366,836	$8.1841	$2,496,155,203	$5.1701
v) fy 2003	$8,387,523,842	$8.4130	$2,559,245,219	$5.1514
vi) fy 2004	$8,773,097,715	$9.2200	$2,736,470,045	$6.1743
vii) fy 2005	$9,240,064,529	$9.2800	$2,805,856,167	$6.1500
viii) fy 2006	$9,650,294,916	$9.1700	$2,983,283,348	$6.1000
ix) fy 2007	$10,105,025,458	$9.0500	$3,149,357,159	$6.1402
x) fy 2008	$10,616,633,066	$8.1500	$3,436,084,339	$6.2048
xi) fy 2009	$11,129,059,000	$7.7300[62]	$3,502,295,304	$7.1876
xii) fy 2010 (forecast)	$10,994,414,109	$8.3500[63]	$3,584,544,859	$7.2116

[62] Source: City of Eugene Budget fiscal year 2009
[63] Proposed

Survey Components	Eugene Fire & EMS		Springfield Fire & Life Safety			
B. Property tax makeup	Operating Rate[64]	Debt Service	Basic Rate	Police Levy	Fire Levy	Debt Service
i) fy 1999	$7.23	$0.32	$4.75	-	-	$0.80
ii) fy 2000	$7.54	$0.32	$4.74	-	-	$0.77
iii) fy 2001	$7.50	$0.69	$4.74	-	-	$0.44
iv) fy 2002	$7.69	$0.49	$4.74	-	-	$0.43
v) fy 2003	$7.92	$0.49	$4.74	-	-	$0.41
vi) fy 2004	$8.80	$0.42	$4.74	$0.66	$0.36	$0.41
vii) fy 2005	$8.81	$0.47	$4.74	$0.66	$0.36	$0.39
viii) fy 2006	$8.72	$0.45	$4.73	$0.66	$0.36	$0.35
ix) fy 2007	$8.68	$0.36	$4.72	$0.66	$0.36	$0.38
x) fy 2008	$7.60	$0.55	$4.71	-	$0.40[65]	$1.02
3. Fire & EMS Expenditure	**FY 2004**	**FY 2005**	**FY 2004**		**FY 2005**	
A. Personal services	$19,795,800	$20,451,681	$9,019,763		$10,120,438	
B. Materials & services	$3,086,600	$2,983,383	$1,920,304		$2,146,474	
C. Capital outlay	$77,276	$110,305	$96,430		$19,088	
D. Total expenditure	$22,959,676	$23,545,369	$11,036,497		$12,286,000	
	FY 2006	**FY 2007**	**FY 2006**		**FY 2007**	
E. Personal services	$22,181,076	$23,782,804	$10,332,537		$11,314,109	
F. Materials & services	$3,720,249	$4,086,696	$2,256,112		$2,793,388	
G. Capital outlay	$34,910	$1,175,760	$318,770		$82,068	
H. Total expenditure	$25,936,235	$29,045,259	$12,907,419		$14,189,565	
	FY 2008	**Adopted 2009**	**FY 2008**		**Adopted 2009**	
I. Personal services	$24,724,740	$26,105,380	$11,926,032		$12,402,341	
J. Materials & services	$4,648,553	$4,533,233	$2,909,191		$3,303,412	
K. Capital outlay	$416,282	-	$1,108,680		$854,350	
L. Total expenditure	$29,789,576	$30,638,613	$15,943,903		$16,560,103	
4. Fire & EMS Revenue	**FY 2004**	**FY 2005**	**FY 2004**		**FY 2005**	
A.	Gen Fund $1,893,973	Gen Fund $1,834,025	Gen Fund	$919.655	Gen Fund	$1,679,977
B.	Permits $183,120	Permits $199,107	Ambulance	$5.584,236	Ambulance	$5,169,325
C.	Airport $564,980	Airport $608,997	Fire Levy	$935,880	Fire Levy	$1,293,578
D,	Ambulance $5,738,688	Ambulance $5,867,990				
E.	Total $8,380,761	Total $8,510,119	Total	$7,439,771	Total	$8,142,880
	FY 2006	**FY 2007**	**FY 2006**		**FY 2007**	

[64] Includes the City's base rate plus a library levy and the affect of two urban renewal districts.
[65] The fire levy was renewed for four years effective in FY08.

Survey Components	Eugene Fire & EMS				Springfield Fire & Life Safety			
F.	Gen Fund	$1,986,437	Gen Fund	$2,476,560	Gen Fund	$1,420,260	Gen Fund	$1,584,476
G.	Permits	$206,840	Permits	$375,023	Ambulance	$4,516,158	Ambulance	$4,437,127
H.	Airport	$641,568	Airport	$690,538	Fire Levy	$1,379,145	Fire Levy	$1,536,032
I,	Ambulance	$6,175,585	Ambulance	$6,227,107				
J.	Total	$9,010,430	Total	$9,769,228	Total	$7,315,563	Total	$7,557,635
	FY 2008		**Adopted FY 2009**		**Amended FY 2008**		**Adopted FY 2009**	
K.	Gen Fund	$3,141,111	Gen Fund	$2,463,768	Gen Fund	$1,601,736	Gen Fund	$1,671,175
L.	Permits	$414,356	Permits	$439,054	Ambulance	$4,470,026	Ambulance	$4,894,880
M.	Airport	$673,984	Airport	$706,237	Fire Levy	$1,578,768	Fire Levy	$1,802,523
N,	Ambulance	$6,198,183	Ambulance	$6,493,032				
O.	Total	$10,427,634	Total	$10,102,091	Total	$6,299,530	Total	$8,368,578
5. Fire & EMS Grants								
A. Recent Grants	State Homeland Security – 2007 $60,088 State Homeland Security – 2008 $86,799 2005 Federal SAFER Grant – Remaining $90,000 (SAFER – year 4 of 5 year commitment to keep total fire suppression FTE).				The Department was awarded a Fire Act Grant for a total of $137,520. Federal funds in this award equal $110,016. Equipment being purchased include new thermal imaging devices, apparatus bay exhaust systems, and new hose and nozzles.			
6. Debt, Fire & EMS								
A. General obligation debt, exempt from property tax limit	Fire project bonds, series 2002. Interest 3.0% to 4.65%. Issue date 10/1/02, maturity 6/1/22.				No fire department-specific debt noted			
	Principal		**Interest**					
i) fy 2008	$340,000		$278,382					
ii) fy 2009	$350,000		$268,184					
iii) fy 2010	$365,000		$257,244					
iv) fy 2011	$375,000		$245,200					
v) fy 2012	$390,000		$228,324					
vi) fy 2013	$410,000		$214,675					
vii) fy 2014	$425,000		$199,710					
viii) fy 2015	$445,000		$183,347					
ix) fy 2016	$465,000		$165,548					
x) fy 2017	$485,000		$146,482					
xi) fy 2018	$510,000		$126,113					
xii) fy 2019	$535,000		$104,183					
xiii) fy 2020	$560,000		$80,643					
xiv) fy 2021	$590,000		$55,443					
xv) fy 2022	$615,000		$28,598					
xvi) total obligation	$6,860,000		$2,582,076					

Survey Components	Eugene Fire & EMS					Springfield Fire & Life Safety				
B. Non-exempt debt	Santa Clara Fire Station, series 2003. Interest 2.5% to 4.0%. Self-supporting General Fund secured debt.									
	Principal		**Interest**							
i) fy 2008	$210,000		$49,395							
ii) fy 2009	$210,000		$44,145							
iii) fy 2010	$210,000		$38,370							
iv) fy 2011	$210,000		$31,755							
v) fy 2012	$215,000		$24,510							
vi) fy 2013	$215,000		$16,663							
vii) fy 2014	$215,000		$8,600							
viii) total obligation	$1,485,000		$213,438							
B. Capital lease	None					E3 Engine, Pierce Contender, leased on 7-yr lease for $36,422/yr. Current strategy is to lease vs. buy apparatus in future due to limited capital available.				
C. Unfunded liability	None noted					None noted				
i) pension fund	None noted					None noted				
ii) workers' compensation	Four open liability claims charged to the fire department with reserves totaling $51,200. Two of the liability claims involve pending lawsuits. Worker comp claim summary for 2/09 shows $161,122 paid, $214,199 reserves, and total incurred $375,321.					Seven open claims charged to the fire department with outstanding reserves totaling $5,049. Worker comp claim summary for 2/09 shows $10,341 claim loss, $5,290 paid, and $5,049 outstanding reserves.				
7. Assets & Demand	FTEs	Stations	Inspect.	Emerg.	Fires	FTEs	Stations	Inspect.	Emerg.	Fires
i) fy 1999	197.50	10	Unavail	17,987	2,313	93.25	5	2,773	10,472	270
ii) fy 2000	200.50	10	Unavail	17,876	2,344	97.25	5	2,861	10,948	276
iii) fy 2001	206.25	10	1,116	18,620	2,324	98.25	5	2,754	11,171	271
iv) fy 2002	206.25	10	1,514	18,958	2,057	97.55	5	2,951	11,450	276
v) fy 2003	206.25	10	3,453	17,669	1,955	97.55	5	2,642	11,497	276
vi) fy 2004	209.25	10	2,502	18,054	1,876	107.55	5	3,024	12,177	302
vii) fy 2005	208.00	11	2,208	18,728	1,546	103.05	5	3,016	14,097	240
viii) fy 2006	218.50	11	1,800	19,441	1,844	101.55	5	3,540	16,129	283
ix) fy 2007	219.25	11	812	20,509	2,018	105.05	5	3,719	16,345	257
x) fy 2008	219.25	11	973	21,723	2,019	110.25	5	3,374	18,190	216

Appendix J: Capital Assets and Capital Improvement Programs

Survey Components	Eugene Fire & EMS	Springfield Fire & Life Safety
1. Fire Stations/Structures		
A. Plan maintained	Capital Improvement Program 2010-15, City of Eugene, Oregon, Draft	Capital Improvement Program 2009-13, City of Springfield, Oregon, A Community Reinvestment Plan
i) period of plan (from – to)	2010 through 2015	2009 through 2013
ii) funding mechanism	Varies by project	Varies by project
B. Construction or improvement plans		
i) 2010	Construction of a replacement Aircraft Rescue and Fire Fighting (ARFF) facility (Federal Aviation Administration discretionary funds have been requested in FY10 for this project, $4,600,000) Land Purchase – New West Side Station ($500,000 funding not identified) Fire Training Props Development ($250,000 funding not identified) Command Training Center, battalion chief prop, company officer prop, control station, simulation center software, EOC prop, model city, fire driving simulator and fire & EMS simulations ($2,500,000 funding not identified, five year project)	No projects listed for the Fire & Life Safety Department
ii) 2011	Fire Training Props Development ($250,000 funding not identified)	No projects listed for the Fire & Life Safety Department
iii) 2012	N/A	No projects listed for the Fire & Life Safety Department
iv) 2013	N/A	No projects listed for the Fire & Life Safety Department
v) 2014	N/A	N/A
vi) 2015	N/A	N/A

Survey Components	Eugene Fire & EMS	Springfield Fire & Life Safety
2. Apparatus		
A. Plan maintained		
i) period of plan (from – to)	Account for goods or services furnished internally from one department to another. The Fleet Services Fund provides for acquisition and maintenance of the City's vehicles and radio equipment	Fire apparatus replacement fund contributions are below desired levels. Contributions to the replacement fund have lagged in the past several years due to budget limitations. FY09 and FY10 contributions of $300,000 made to reverse this trend. At least 3 apparatus scheduled for replacement via lease in FY10.
ii) funding mechanism	Internal charges	Apparatus replacement fund
iii) non-apparatus purchases	Fire & EMS scheduled to replace self-contained breathing apparatus (SCBA) total $1 million in 2011, mobile data terminals (MDTs) total $260,000 in 2010, personal protection equipment (PPE) total $600,000 in 2015, water rescue boat, and fitness room equipment.	Apparatus and equipment is funded in the annual budget: 2006 – $174,250, 2007 – $34,011, 2008 –$505,000, 2009 – $730,498, 2010 – $320,200
3. Methods of Financing		
A. General revenue	Project by project	Project by project
B. Reserve fund(s)	Citywide	Citywide
D. General obligation bond	Headquarters fire station, May 2002, voters approved an $8.68 million bond issue for construction of a new Downtown Fire Station and a Live Fire Training Building	None attached to the Fire & Life Safety Department
E. Lease-Purchase	None for fire and EMS	E3 Engine, Pierce Contender, leased on 7-yr lease for $36,422/yr. Current strategy is to lease vs. buy apparatus in future due to limited capital available.
F. Grants or gifting	Yes, see financial baseline	Yes, see financial baseline
G. Special fees	Yes, see financial baseline	Yes, see financial baseline

Appendix K: Eugene Fire and EMS Stations and Emergency Apparatus

Fire Station No. 1 (Downtown) 1320 Willamette

Apparatus Designation	Type	Year	Make/Model	Condition	Minimum Staffing	Pump Capacity	Tank Capacity
C1	Chief	2007	Suburban	Excellent	1		
Engine 1	Engine	2007	Pierce/Velocity	Excellent	3	2,000	500
Truck 1	Truck 100'	2006	Pierce/	Excellent	3		
Medic 91	Ambulance	2006	IH/Lifeline	Excellent	2		
Medic 92	Ambulance	2004	E450/Lifeline	Good	2		
WR1	Boats x 2	1994	Airboat	Fair			
WR6	Waverunners x 2	2001 & 2006	Kawasaki	Fair/Good			
F1	Fire Invest.	1993	Ford	Fair			

Fire Station No. 2 (Whiteaker) 1725 W. 2nd Avenue

Apparatus Designation	Type	Year	Make/Model	Condition	Minimum Staffing	Pump Capacity	Tank Capacity
C2	Chief	2006	Suburban	Excellent	1		
Engine 2	Engine	1997	Pierce	Good	3	1,500	500
Tower 2	100' Plat.	2007	Pierce	Excellent	3		
Tower 22 (reserve)	100' Plat.	2000	Pierce	Good			
Water Tender 2	Tender	2002	Pierce	Excellent		750	3,000
Rescue 2 (USAR)	Tractor	2004	IH	Excellent			
"	5th Wheel			Excellent			
Lumber Trailer	USAR			Excellent			

Rescue 22 (USAR)	USAR	1987	Chevy/Crew Cab	Excellent			
	**Fire Station No. 6 (Sheldon) 2435 Willakenzie**						
Apparatus Designation	**Type**	**Year**	**Make/Model**	**Condition**	**Minimum Staffing**	**Pump Capacity**	**Tank Capacity**
Engine 6	Engine	2007	Pierce/Velocity	Excellent	3	2,000	500
Medic 6	Ambulance	2006	IH/Lifeline	Excellent	2		
Medic 21 (reserve)	Ambulance	2001	Ford/450	Fair			
Engine 26 (reserve)	Engine	1994	Pierce Arrow	Good		1,500	500
	**Fire Station No. 7 (Bethel) 4664 Barger Drive**						
Apparatus Designation	**Type**	**Year**	**Make Model**	**Condition**	**Minimum Staffing**	**Pump Capacity**	**Tank Capacity**
Engine 7	Engine	2001	Pierce Dash	Good	3	1,500	500
	**Fire Station No. 8 (Danebo) 500 Berntzen Road**						
Apparatus Designation	**Type**	**Year**	**Make/Model**	**Condition**	**Minimum Staffing**	**Pump Capacity**	**Tank Capacity**
Ladder 8	Quint 75'	2006	Pierce	Excellent	3	2,000	500
Water Tender 8	Tender	2002	Pierce	Excellent		750	3,000
Medic 8 (swing)	Ambulance	2008	IH/Lifeline	Excellent			

Fire Station No. 9 (Valley River) 697 Goodpasture Island Road

Apparatus Designation	Type	Year	Make/Model	Condition	Minimum Staffing	Pump Capacity	Tank Capacity
Ladder 9	Quint 75'	2006	Pierce	Excellent	3	2,000	500
Haz.Mat. 2 (State)	Tractor	1999		Excellent			
"	5th Wheel			Excellent			
Haz.Mat. 22 (State)	Command	1999	Chevy/Sub.	Excellent			
"	Trailer (small)			Excellent			
Haz.Mat. Decon.	Tow Vehicle	1990	Ford	Fair			
"	Trailer			Excellent			

Fire Station No. 10 (Bailey Hill) 2002 Bailey Hill Road

Apparatus Designation	Type	Year	Make/Model	Condition	Minimum Staffing	Pump Capacity	Tank Capacity
Engine 10	Engine	2007	Pierce/Velocity	Excellent	3	2,000	500
Brush 10	Brush	1999	IH/E1Interface	Excellent		500	500
Medic 10	Ambulance	2006	IH/Lifeline	Excellent	2		

Fire Station No. 11 (Santa Clara) 111 Santa Clara Avenue

Apparatus Designation	Type	Year	Make/Model	Condition	Minimum Staffing	Pump Capacity	Tank Capacity
Engine 11	Engine	2007	Pierce/Velocity	Excellent	3	2,000	500
Medic 11	Ambulance	2006	IH/Lifeline	Excellent	2		
Medic 31 (reserve)	Ambulance	2004	Ford/E450	Good			
Engine 31(reserve)	Engine	1995	Pierce Arrow	Good		1,500	500

Fire Station No. 12 (Airport) 28827 Douglas Drive

Apparatus Designation	Type	Year	Make/Model	Condition	Minimum Staffing	Pump Capacity	Tank Capacity
Airport 1	ARFF	2004	Oshkosh/Stryk	Excellent	2	1,500	1,500
*Airport 2 (reserve)	ARFF	1991/2009	Oshkosh	Excellent	Factory Rebuilt	1,500	1,500
Disaster Trailer	Trailer						

Fire Station No. 13 (University) 1695 Agate Street

Apparatus Designation	Type	Year	Make/Model	Condition	Minimum Staffing	Pump Capacity	Tank Capacity

Engine 13	Engine	2007	Pierce/Velocity	Excellent	3	2,000	500
Brush 13	Brush	2008	IH/Pierce	Excellent		1,000	500
	**Fire Station No. 15 (South Hills) 80 E. 33rd Avenue**						
Apparatus Designation	**Type**	**Year**	**Make/Model**	**Condition**	**Minimum Staffing**	**Pump Capacity**	**Tank Capacity**
Engine 15	Engine	2008	Pierce/Velocity	Excellent	3	2,000	500
Brush 15	Brush	1999	IH/E1 Interface	Excellent		500	500
Medic 15 (reserve)	Ambulance	1995	Frontline	Fair			
Engine 35 (reserve)	Engine	1997	Pierce Arrow	Good		1,500	500
(no photo available)	**Logistics**						
Apparatus Designation	**Type**	**Year**	**Make/Model**	**Condition**	**Minimum Staffing**	**Pump Capacity**	**Tank Capacity**
Medic 28 (reserve)	Ambulance	2001	Ford/Braun	Poor			

Appendix L: Springfield Fire & Life Safety Stations and Emergency Apparatus

Fire Station No. 3 (28th Street) 1225 North 28th Street

Apparatus Designation	Type	Year	Make/Model	Condition	Minimum Staffing	Pump Capacity	Tank Capacity
Engine 3	Engine	2004	Pierce Contender	Excellent	3	1,250	850
Medic 3	Ambulance	2008	International	Excellent	2		
Medic 23	Ambulance	2001	Freightliner	Good			

Fire Station No. 4 (5th Street) 1475 5th Street

Apparatus Designation	Type	Year	Make/Model	Condition	Minimum Staffing	Pump Capacity	Tank Capacity
Engine 4	Engine	2004	Pierce Contender	Excellent	3	1,250	850
Engine 24	Engine	1989	Pierce Arrow	Fair		1,500	750
Water 4	Boat	2000	Bowlton Jet	Excellent			
Water 24	Boat	1988	Rotocraft	Excellent			

Fire Station No. 5 (Gateway) 2705 Pheasant Street

Apparatus Designation	Type	Year	Make/Model	Condition	Minimum Staffing	Pump Capacity	Tank Capacity
Engine 5	Engine	1995	Pierce Saber	Good		1,250	750
Tower 5	Truck	2002	Pierce Aerial	Excellent	3	1,500	150
Medic 5	Ambulance	2006	Freightliner	Excellent	2		
Medic 25	Ambulance	2005	Freightliner	Good			
Rescue 5	HD Rescue	1997	Pierce Saber	Good			

Fire Station No. 14 (48th Street) 4765 Main Street

Apparatus Designation	Type	Year	Make/Model	Condition	Minimum Staffing	Pump Capacity	Tank Capacity
Engine 14	Engine	1997	Pierce Saber	Good		1,250	750
Ladder 14	Aerial	2001	E-One 75'	Good	3	2,000	500
Tender 14	Tender	1998	Freightliner	Good		1,000	2,500
812	Utility	1981	International 4x4	Fair			

Fire Station No. 16 (Thurston) 6853 Main Street

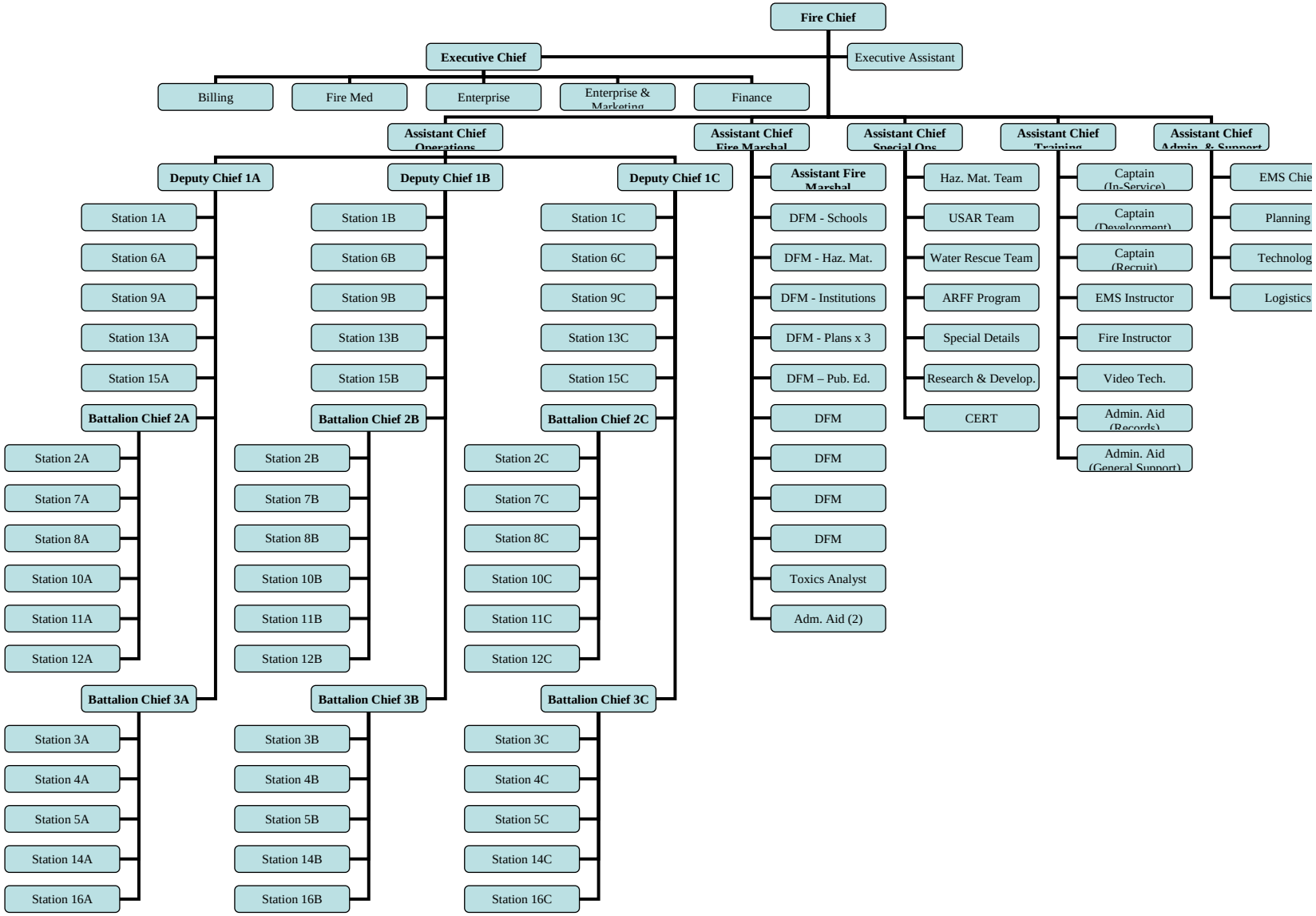
Apparatus Designation	Type	Year	Make/Model	Condition	Minimum Staffing	Pump Capacity	Tank Capacity
Engine 16	Engine	1999	Pierce Saber	Good	3	1,250	750
Medic 16	Ambulance	2008	Lifeline Medic	Excellent	2		
Medic 36	Ambulance	2001	Freightliner	Excellent			

(no photo available)

Storage

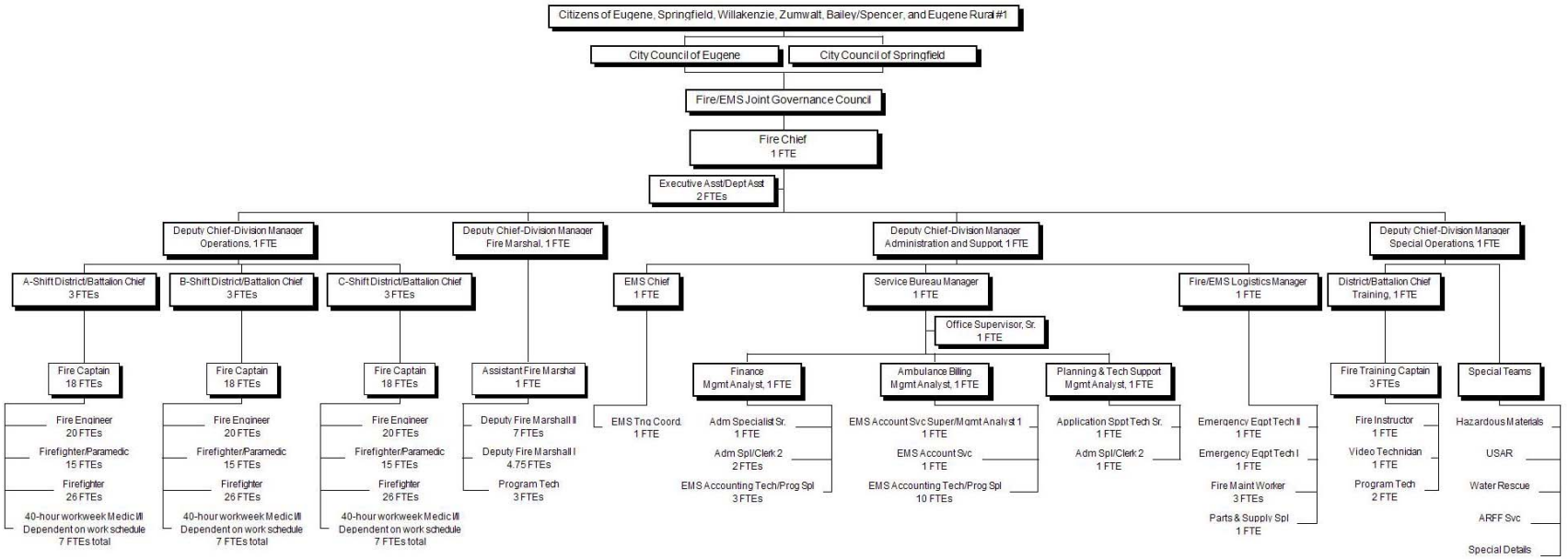
Apparatus Designation	Type	Year	Make/Model	Condition	Minimum Staffing	Pump Capacity	Tank Capacity
Medic 24	Ambulance	1996	Freightliner	Fair			

Appendix M: Concept Transitional Organizational Chart



Appendix N: Concept Integrated Organizational Chart

Draft Eugene and Springfield Fire Departments Integrated Organizational Chart



316.75 FTE positions