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EUGENE CITY COUNCIL AGENDA - AMENDED

December 10, 2025

12:00 p.m. CITY COUNCIL WORK SESSION

City Council Wednesday work sessions are held using virtual meeting technology. Information about online or other options for access and participation will be available at https://www.eugene-or.gov/3360/Webcasts-and-Meeting-Materials

Attachment D was added to Item 1

Meeting of December 10, 2025;
Her Honor Mayor Kaarin Knudson Presiding

Councilors

Greg Evans, President	Lyndsie Leech, Vice President
Eliza Kashinsky	Matt Keating
Jennifer Yeh	Alan Zelenka
Mike Clark	Randy Groves

12:00 p.m. CITY COUNCIL WORK SESSION

1. **WORK SESSION AND ACTION: Fire Governance Recommendation**

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El consejo de la Ciudad de Eugene agradece su interés en estos asuntos de la agenda. El lugar de la reunión tiene acceso para sillas de ruedas. Se puede proveer a un intérprete para las personas con discapacidad auditiva si avisa con 48 horas de anticipación. También se puede proveer interpretación para español si avisa con 48 horas de anticipación. Para reservar estos servicios llame al 541-682-5010. Las reuniones del consejo de la ciudad se transmiten en vivo por Metro Television, Canal 21 de Comcast y son retransmitidas durante la semana.

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EUGENE CITY COUNCIL
AGENDA ITEM SUMMARY

Work Session and Action: Fire Governance Recommendation

Meeting Date: December 10, 2025
Department: Central Services
www.eugene-or.gov

Agenda Item Number: 1
Staff Contact: Sarah Medary
Phone: 541-682-5010

ISSUE STATEMENT

At this work session, the City Manager will present a recommendation for the future governance structure of Eugene Springfield Fire (ESF), building on several years of work, including the feasibility study and subsequent analysis of both the Intergovernmental Entity and Fire District models. The recommendation is to move forward with an Intergovernmental Entity (IGE) as the long-term governance structure. The work session will outline the reasons for recommending the IGE model, the key elements that must be jointly negotiated with Springfield, a timeline for reaching agreement, and potential next steps if agreement cannot be reached.

BACKGROUND

In 2009, the Eugene Fire and Emergency Medical Services (EMS) Department and the Springfield Fire and Life Safety Department commissioned a Cooperative Services Feasibility Study with Emergency Services Consulting International (ESCI). The study determined that a merger was both feasible and advisable for the two cities. In 2010, the cities entered into a functional consolidation through an Intergovernmental Agreement (IGA), sharing key management and administrative positions. Since then, Eugene and Springfield have operated as a functionally consolidated department while retaining separate city governance and support systems.

Over more than a decade, this dual structure has created growing strain on both organizations. While the department operates as a single, unified service system in the field, it continues to depend on two separate administrative, financial, and policy structures. Staff navigate two budget processes, two councils, two labor and personnel systems, and two sets of city policies. These structural complexities have made coordination and decision-making increasingly difficult, constrained the department's ability to plan proactively for growth, and created operational and organizational pressures for employees and leadership in both cities.

In 2022, the two cities formed the joint Governance Review Panel (GRP), consisting of two elected officials and the City Manager from each city, to study long-term governance options and provide guidance and feedback on structures that could be the most efficient and sustainable method of delivering Fire and EMS services. For additional information related to the GRP process please refer to the Governance Review Panel website which includes meeting summaries and related materials.

In 2023, the cities engaged AP Triton to conduct a comprehensive Feasibility Study assessing the department's operations, finances, and governance framework. The consultant's findings reflected many of the challenges already experienced by both cities. Stakeholders described unclear authority, inconsistent administrative policies, differing budget processes, and the difficulty of making shared decisions across two governing bodies. The report (Attachment A) noted that while

service delivery remains strong, “ESF reporting to two administrations and governing bodies is not working well,” and that the lack of a unified governance framework contributes to inefficiency, fatigue, and uncertainty for employees and leadership alike.

Building on those findings, AP Triton analyzed five potential governance models for the future of ESF:

1. Continue as currently organized with modifications to the existing IGA
2. One city providing service to the other (Contract)
3. Establishing an Intergovernmental Entity (IGE) through an IGA
4. Establishing a Fire District
5. Dissolving the functional merger

The study concluded that the Intergovernmental Entity was the most feasible model for consideration. Council discussion in July 2024 focused on understanding the advantages and potential unintended consequences of each option and directed staff to continue evaluating the alternatives before returning with a recommendation.

Since that time, Eugene has continued working to identify the governance path that best achieves the desired outcomes identified in the AP Triton report—stability, efficiency, and scalability. While the consultant identified the Intergovernmental Entity as the most feasible model, there has been elevated community and stakeholder interest in the Fire District concept, prompting additional analysis of its financial, operational, and organizational impacts. As part of the follow up work, both cities met with AP Triton in September to provide additional information and request additional analysis on the feasibility study. AP Triton provided a summary of that meeting and additional information by memo (Attachment B). Eugene and Springfield continue to work together as each considers its next steps, and Springfield is expected to discuss this topic in early January or after its winter break.

Through this ongoing work, Eugene has developed a clearer understanding of the opportunities and trade-offs associated with each model. This body of work provides the foundation for the City Manager’s recommendation to move forward with negotiating the terms to form the basis of an intergovernmental entity. For reference, the draft set of implementation steps for an IGE provided by AP Triton as part of their 2024 study is included as Attachment C.

As work progresses toward defining those terms and establishing a timeline, several early decision points will be critical for both cities to resolve. The City Manager’s thoughts and recommended path for these issues will be discussed in the work session and are shared in a memo as Attachment D.

Those include, but are not limited to:

- Governance and representation, including how the new entity’s board is structured, how voting authority is balanced, and how accountability to each city is maintained.
- Financial participation and cost sharing, including how ongoing operating and capital costs are allocated and how future service and growth needs are funded.
- Employment and administrative alignment, including how employees, labor agreements, and support functions would transition under a single entity.

Agreement on these foundational elements will guide the negotiation process and shape the framework for a sustainable intergovernmental entity.

If the cities are unable to reach initial agreement on the core terms within the next six months, Eugene will need to consider its options under the existing Intergovernmental Agreement. The current IGA requires either party to provide two years' notice prior to dissolution. While dissolution is not a preferred outcome, the partnership has reached a point where continued uncertainty is creating operational and organizational strain. Establishing a clear path, whether through formation of a new entity or by beginning the notice period required under the existing agreement, will provide both cities with the clarity needed to plan for the future of fire and emergency medical services.

RELATED CITY POLICIES

This work session relates to two 2023 - 2026 City of Eugene Strategic Plan focus areas.

- Urgent Community Needs: and strategic goal to achieve a greater sense of safety.
- Organizational Wellbeing: and strategic goal to improve organizational processes to increase efficiency, balance workload, and meet strategic priorities.

PREVIOUS COUNCIL DIRECTION

January 24, 2024 Work Session

Brief update on the status of the Governance Review Panel process and Feasibility Study work in progress.

February 26, 2024 Work Session

Presentation from AP Triton on preliminary findings and potential governance models.

July 8, 2024 Work Session

AP Triton representatives provided a detailed overview of their final report and five options studied for ESF governance.

September 24, 2025 Work Session

Update on progress following the Feasibility Study, including continued evaluation of governance options and next steps for fall 2025.

October 22, 2025 Work Session

Presentation by the City Manager providing detailed analysis of the Fire District option and additional information on the Intergovernmental Entity model.

COUNCIL OPTIONS

1. Direct the City Manager to move forward with the next steps in negotiating the terms of an agreement to form an Intergovernmental Entity (IGE), consistent with Attachment D, with a progress update to Council in three months.
2. Request additional analysis or information before providing direction on whether to proceed with negotiations toward an Intergovernmental Entity.
3. Provide alternative direction on Eugene's preferred governance approach for Eugene Springfield Fire.

CITY MANAGER'S RECOMMENDATION

The City Manager recommends Option 1 — to direct staff to move forward with negotiating the terms of an agreement to form an Intergovernmental Entity consistent with the recommendations in Attachment D and return in three months with a progress update.

SUGGESTED MOTION

Move to direct the City Manager to negotiate the core terms of an agreement with Springfield, consistent with the recommendations in Attachment D, as a preliminary step toward forming an Intergovernmental Entity for Eugene Springfield Fire, and to return to Council in three months with a progress update.

ATTACHMENTS

A. ESF Feasibility Study – Final Report
B. 2025 Memo from AP Triton
C. Draft Implementation Steps for IGE
D. Memo From City Manager (to be sent under separate cover)

FOR MORE INFORMATION

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Attachment A

Eugene Springfield Fire

July 25, 2024

FEASIBILITY STUDY

Administrative Staffing & Governance Structure

FINAL REPORT

AP TRITON
VISION · INNOVATION · SOLUTIONS

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ACKNOWLEDGMENTS

AP Triton (Triton) would like to extend its appreciation to the cities of Eugene and Springfield along with the members of Eugene Springfield Fire (ESF), the Fire Districts served by both cities, and IAFF Local 851. Triton would specifically like to thank those individuals who engaged directly with the project team during the stakeholder meetings.

City of Springfield

- Sean Van Gordon, Mayor
- Kori Rodley, Councilperson
- Beth Blackwell, Councilperson
- Steve Moe, Councilperson
- Michelle Webber, Councilperson
- Joe Pishioneri, Councilperson
- Nancy Newton, City Manager
- Niel Laudati, Assistant City Manager
- Nathan Bell, Finance/IT Director
- Chaim Hertz, HR Director
- Mike Espinoza, Facilities Manager

City of Eugene

- Lucy Vinis, Mayor
- Mike Clark, Councilperson
- Randy Groves, Councilperson
- Emily Semple, Councilperson
- Jennifer Yeh, Councilperson
- Sarah Medary, City Manager
- Kristie Hammitt, Assistant City Manager
- Matt Rodrigues, Assistant City Manager
- Mia Cariaga, Central Services Director
- Twylla Miller, Chief Financial Officer
- Robin Mayall, Information Services Director
- Patricia Scarci, Assistant Information Services Director
- Jen Lleras Van Der Haeghen, Co-Employee Resource Center Director
- Keri Beraldo, Co-Employee Resource Center Director
- Jason Dedrick, Program Manager, CMO
- Jeff Perry, Facilities Manager

Fire Districts receiving service from ESF

- Jerry Strand, Bailey-Spencer RFPD
- Steve Cornacchia, Willakenzie RFPD
- Jamie Porter, Rainbow Water District
- Doug Keeler, Rainbow Water District
- Mike Gerot, River Road Water District
- Dennis McGrath, River Road Water District
- Tom Moffett, Eugene Rural FPD

Eugene Springfield Fire

- Mike Caven, Fire Chief
- John Follett, Administrative Services Manager
- Scott Bishop, Deputy Chief of Operations
- Chris Heppel, Deputy Chief of Strategic Services
- Travis Worthington, Deputy Chief Fire Marshal
- JoAnna Kamppi, EMS Battalion Chief
- Riley Martinka, Logistics Battalion Chief
- Derrick Frost, Training Battalion Chief
- Brandy Henning, Technology Services Manager
- Tyler Baird, Data Analyst
- Rod Cullen, Battalion Chief
- Rodney Stewart, Captain
- Joe Spriggs, Captain

IAFF Local 851

- Kris Siewert, President
- Zak Harney, Vice President
- Tim Rodgers, Vice President
- Cory Tuntland, Secretary/Treasurer

AP Triton Project Team

- Dan Petersen, Project Manager
- Don Jarvis, Senior Associate
- David Honey, Senior Associate
- Stacy Maxwell, Associate
- Melissa Vazquez Swank, Director of Project Operations

EXECUTIVE SUMMARY

The Cities of Eugene and Springfield retained AP Triton (Triton) to conduct a study to review the feasibility of five governance options for Eugene Springfield Fire (ESF): continuing the existing operational merger between the cities of Eugene and Springfield with a few modifications, establishing an IGA that allows one city to provide service to the other, establishing an IGA to form an intergovernmental entity, establishing a fire district, and dissolving the functional merger and returning to individual city departments.

This study focused on the governance structure, administrative staffing, and functional considerations for ESF. The evaluation of current operational performance was not included in the scope of work for this study.

Triton spent considerable time interviewing stakeholders, assessing the current conditions, and evaluating the options available. ESF Staff, Eugene and Springfield City Administrations, and Lane Council of Governments worked with the Triton Team to ensure the options explored in the report were fully assessed and evaluated on the following desired outcomes that were expressed by the stakeholders:

- Single governance and administration are achieved.
- Operational advantages of functional consolidation are retained.
- Oversight by the Cities on service levels, policy, and financial issues is ensured.
- Financial impacts are manageable.
- ESF staff's experience is positive.
- Impact on City Administration and Support Services is reduced.
- Financial, administrative, and service delivery sustainability is achievable.
- Long-term planning for Fire/EMS is achievable.
- Recommendation is implemented within a reasonable timeframe.

Options Evaluated

Each of the five options are detailed in the full report, however, a summary of each option and how it meets the desired outcomes, including challenges, risks, and additional evaluation required are described in this executive summary.

Through functional consolidation, the capacity of ESF to manage both routine and significant emergencies have significantly improved. This collaboration allows for a more consistent response to emergencies and more effective preparation for the next event compared to operating as individual cities.

Functional consolidation has allowed the cities to collectively eliminate 11.25 administrative positions, resulting in an annual cost reduction of an estimated $2.5 million in 2023 wages and benefits. The City of Eugene's portion of the cost reduction is $1.2 million, and the City of Springfield's is $1.3 million.

Continue as Currently Organized with Some Modifications to the IGA

The key challenges of functional consolidation involve the administrative management and coordination with two separate city councils, and city managers, with differing delegated authority. ESF staff also serve as employees of either Springfield or Eugene with different policies, benefit systems and liability insurance. This structure of governance creates complexity and inefficiency for ESF staff and both cities. The impacts are mostly related to administrative processes, including budgeting, purchasing, payroll, human resources, labor negotiations, disciplinary actions, health benefits, and hiring processes. The different operational processes and policies create complexities often resulting in duplication of effort and additional time. These challenges occur almost daily and create inefficiencies.

In the administrative and support areas, both cities and ESF have made progress in managing the complexities, but persistent issues remain, some large and some small, that cannot seem to be solved.

The following table identifies the findings for this option related to the desired outcomes identified from stakeholder interviews.

Desired Outcomes	Continuing as Currently Organized with Some Modifications
Single Governance and Administration	The current model does not provide single governance or administration, however, modifying the IGA to include a shared governance/City Manager role to oversee ESF could streamline oversight, including the budget process for ESF.
Operational Advantages of Consolidation	Both cities retain the operational advantages gained from functional consolidation.
Oversight by City	Both cities retain oversight of their city's financial obligations.
Financial Impacts	• Five additional administrative positions are recommended as part of managing the administrative complexities of ESF at an estimated cost of $900,000. • Potential increased costs for city departments to manage the existing complexity of the system.
ESF Staff Experience	• Employees work well together as a team; however, they work for different employers and experience frustrating administrative challenges daily. • Administratively, the duplication of work with both cities is not sustainable.
Impact on City Administration and Support Services	The workload for the City Administration will continue to be inefficient and complex compared to other city departments. ESF staff employed by either Eugene or Springfield is a significant cause of this inefficiency.
Sustainability	The workload involved in managing the challenges and inefficiencies is not sustainable.
Long-Term Planning for Fire/EMS	• Each city can plan for its needs in the long term. • ESF is unable to plan long-term due to the ability to terminate the agreement; however, enhancing the involvement of both City Managers in working with ESF Staff could allow for longer-term planning.
Time to Implement	This model is currently in place and would only require time to implement any enhancements or modifications.

One City Providing Service to Another Through an IGA

This option would transition the day-to-day operation and employment of staff for ESF to be administered and supported by one of the cities; however, the two City Managers could agree to collaborate in addressing issues such as budgeting, strategic planning, standards of cover, and other items that can have a future financial and service level impact on both cities fire and EMS service.

The following table identifies the findings for this option related to desired outcomes identified from stakeholder interviews.

Desired Outcomes	One City Providing Service to the Other
Single Governance and Administration	Provides single governance and administration from the city chosen to oversee and support ESF
Operational Advantages of Consolidation	Both cities retain the operational advantages gained from functional consolidation.
Oversight by City	The city providing the service would have more decision-making authority and influence over ESF, however, this could be minimized with language in the IGA providing collaboration between the two cities.
Financial Impacts	• Five additional administrative positions are recommended as part of managing the administrative complexities of ESF at an estimated cost of $900,000. • Increased costs for the city selected to provide service and a potential challenge in "right sizing" the support costs for the city no longer supporting the fire department. • If Springfield provides the service, the cost of health benefits and PERS costs would be reduced by an estimated $3.2 million for ESF, however, a new actuarial evaluation of Springfield's PERS rate may impact all Springfield employees.

Desired Outcomes	One City Providing Service to the Other
	• If Eugene provides the service, the cost of health benefits and PERS retirement would be increased by an estimated $1.2 million for ESF. • Either City not providing health benefits may be challenged in sustaining their city's health plan.
ESF Staff Experience	This option would streamline administrative services for ESF Staff while maintaining the operational benefits of the functional consolidation.
Impact on City Administration and Support Services	• The city taking on the responsibility will need to determine if they can manage a larger workforce and additional facilities for the Fire Department and at what cost. • The city not assuming the responsibility would need to "Right Size" their support services, leading to sharing the infrastructure costs among a smaller number of city departments. Both cities have indicated they may not be able to reduce these support service costs.
Sustainability	This option would be sustainable if the city selected determines it has the capacity to provide the service.
Long-Term Planning for Fire/EMS	This option would improve the long-term planning for ESF, however, the city not providing the oversight may not have as much influence in its fire service delivery.
Time to Implement	Both cities' administrations would require time to assess the capacity and cost of the transition and then determine the time it would take to develop capacity for the city selected to provide service.

Establishing an Intergovernmental Entity through an IGA

An intergovernmental entity (IGE) is a public body and a municipal corporation with governmental powers and responsibilities provided to the entity by the cities through an IGA (an IGE does not have the ability to levy taxes).

An IGE is created when two or more governments enter into a written agreement, approved by a vote of the founding governments' governing bodies (for example a city council). This agreement delegates certain governmental tasks and responsibilities to a newly created Board with representatives from the governments creating the IGE. Intergovernmental entities typically provide a single government service.

AP Triton has proposed a member fee structure to provide accurate and transparent cost sharing and allow each city to add unique services that do not impact the other city.

The following table identifies the findings for this option related to the desired outcomes identified from stakeholder interviews.

Desired Outcomes	Establishing an Intergovernmental Entity
Single Governance and Administration	Forming an IGE Board with representatives from both Councils along with the City Managers will provide a single governance and administration for ESF.
Operational Advantages of Consolidation	Both cities retain the operational advantages gained from functional consolidation.
Oversight by City	Both cities maintain policy and financial oversight through representation on the IGE Board and each council retains the authority to approve the proposed ESF budget.
Financial Impacts	• Five additional administrative positions are recommended as part of managing the administrative complexities of ESF at an estimated cost of $900,000. • Forming a new entity provides the option to use either independent or pooled rates (SLGRP) from PERS. **The independent rate** could offer an estimated $4 million per year in savings on PERS costs for the first two years. However, the PERS actuaries will reassess the liabilities

Desired Outcomes	Establishing an Intergovernmental Entity
	approximately two years after forming the IGE, which could result in an increase in rates. **The SLGRP Pool Rate** will increase PERS costs for ESF by an estimated $630,000 each year. This rate could also change after the actuaries assess ESF, however, employers in the pool are more insulated from certain impacts to their rate through the "pooling" of the risk, leading to potentially more stable rates over the long term. ***Note: If ESF chooses to be rated as an Independent, they can move to the SLGRP in the future. Once an entity joins the SLGRP, that decision is irrevocable.*** • Health Insurance costs will need to be evaluated further. If all employees are transferred to the Springfield plan, ESF could experience an estimated savings of $1.3 million each year. If all employees are transferred to Eugene's health plan, ESF would see an estimated increase of $580,000. • Either City not providing health benefits may be challenged to maintain sustainability of their health plan.
ESF Staff Experience	This option would streamline the experience and provide additional control of some administrative services for ESF Staff while maintaining the operational benefits of the functional merger.
Impact on City Administration and Support Services	• The new IGE would have the opportunity to determine where they will receive support services for finance, HR, and IT. This process will require each city to consider if it can support ESF and what the cost would be. ESF would consider the services they would retain, and which would be contracted to one of the cities. • Facilities and apparatus maintenance and replacement are proposed to remain the responsibility of each city.
Sustainability	ESF should be sustainable once the cities reach consensus on the development of the IGA and see value after the review of the costs.
Long-Term Planning for Fire/EMS	This option provides reasonable long-term planning if a ten-year agreement is established, however, the ability for either city to terminate the agreement will hamper true long-term planning and infrastructure development for ESF.
Time to Implement	Implementing this option is anticipated to take 12–18 months to work through all the specifics of the agreement and finalize cost estimates. Implementation may take another 3-6 months.

Establishing a Fire District

Special districts are a form of local government that provide specific services within a defined local service area. A special district is an independent entity with its own elected Board and the ability to levy taxes, separate from the governance and funding from a city or county.

The following table identifies the findings for this option related to the desired outcomes identified from stakeholder interviews.

Desired Outcomes	Establishing a Fire District
Single Governance and Administration	The new Fire District Board provides single governance and administration.
Operational Advantages of Consolidation	Both cities retain the operational advantages gained from functional consolidation.
Oversight by City	Neither city will have oversight of the Fire District; the Board of Directors would be elected by the citizens.
Financial Impacts	• The initial estimate of a tax rate for ESF would be at least $2.52 per $1,000. Both cities should reduce their property tax collection by an equal amount. • Springfield could eliminate their fire levy and reduce the overall city tax rate equivalent to $2.52. • Springfield is currently experiencing compression for its two local option levies. With the elimination of the fire levy, the $155,000 current tax compression loss in the Fire Levy may have an impact across the other levies. However, that impact could be reduced if Springfield reduces their overall tax collection by greater than $2.52. • Forming a new fire district provides the option to use either independent or pooled rates (SLGRP) from PERS. **The independent rate** could offer an estimated $4 million per year in savings on PERS costs for the first two years. However, the PERS actuaries will reassess the liabilities approximately two years after forming the district, which could result in an increase or decrease in rates. **The SLGRP Rate** will increase PERS costs for ESF by an estimated $630,000 each year for the first two years. This rate could change after the actuaries assess ESF, however, employers in the pool are more insulated from certain impacts to their rate through the "pooling" of the risk, potentially leading to more stable rates over the long term.

Desired Outcomes	Establishing a Fire District
	Note: If ESF chooses to be rated as an Independent, they could move to the SLGRP in the future. Once an entity joins the SLGRP, that decision is irrevocable.
ESF Staff Experience	This option would streamline and provide additional control of administrative services for ESF Staff while maintaining the operational benefits of the functional merger.
Impact on City Administration and Support Services	Both cities will be required to "right size" their support service functions without their former Fire Department sharing in the costs, both cities have indicated they may not be able to reduce these support service costs.
Sustainability	This option is sustainable and will provide a level of service consistent with the existing growth and limitations of the Oregon Property Tax system.
Long-Term Planning for Fire/EMS	This option provides long-term planning for Fire and EMS in the total response area for ESF.
Time to Implement	Forming a Fire District will require several steps, including a vote of the people to accept the new taxing district and election of the Board of Directors.

Dissolving the Functional Merger

Dissolving the functional merger and returning ESF to individual city fire departments may be necessary if none of the other options are palatable for both cities. The following table identifies the findings for this option related to the desired outcomes identified from stakeholder interviews.

Desired Outcomes	Dissolving the Functional Merger
Single Governance and Administration	The cities would be providing governance and administration services for their Fire Department.
Operational Advantages of Consolidation	The cities would not retain the benefit of the shared operational services, however, retaining the same operational protocols would assist in interoperability between the two agencies for major emergencies.
Oversight by City	Each city will provide full oversight for its Fire Department.
Financial Impacts	• Triton recommends Eugene add a minimum of five positions at an estimated cost of $1.1 million. • Triton recommends Springfield add a minimum of three positions at an estimated cost of $800,000. • Springfield support services have allowed the City of Eugene to take responsibility for several support functions; Springfield would need to enhance their support for fire department support service requirements.
ESF Staff Experience	The ESF staff would be separated and operate only in their city; very few of the staff desire a separation.
Impact on City Administration and Support Services	Each city would support its individual city fire department, reducing the complexity of its support services.
Sustainability	Returning to individual city fire agencies is sustainable, however, the depth of service experienced with ESF would not be achievable for either city.
Long-Term Planning for Fire/EMS	Both cities would be able to plan long-term for their city's needs.
Time to Implement	Triton estimates it would take approximately 12 months to work through the action items identified for separation, however, the existing IGA allows for two fiscal years to terminate the agreement.

Recommendation

The creation of a new intergovernmental entity (IGE) with shared governance provided by both cities best meets most of the desired outcomes we heard from stakeholders.

Creating a new IGE to operate the fire department would provide a feasible solution to many of the challenges faced while maintaining accountability to both governing bodies. This new entity can be structured in a way that ensures appropriate representation and decision-making power from both cities. The Cities will have to determine if the governance is equally distributed or weighted in some manner to the larger city.

Both entities stand to benefit from ongoing annual cost reductions from the shared administration. Triton is recommending the addition of five additional administrative positions as part of operating ESF at an estimated cost of $900,000.

ESF may see an initial decrease in PERS costs amounting to an estimated $4 million per year in the first two years by establishing a new entity the independent rate or see an initial increase of $630,000 per year for the first two years using the SLGRP "Pool" rate. Both rates are subject to adjustment once the PERS actuaries evaluate the new entity. The SLGRP rate shares the cost of certain rate impacts with a pool of employers where the individual rate is directly impacted by their experience. The cities will have to determine which plan they want ESF to participate in. If the independent rate is initially chosen, ESF can move to the SLGRP rate in the future. Once the SLGRP rate is chosen the decision is irrevocable.

The suggested member fee model, tailored to reflect the demand for services, ensures that the shared expenses of ESF are precisely defined and transparently accounted for in a fair proportional manner.

Triton is recommending that all ESF staff transition to employment with the new entity and the bulk of city-level support services be provided by one city or the other or by ESF itself. Eugene and Springfield would retain ownership and responsibility of their fire stations and apparatus.

Implementation

Triton has developed action plans to advance toward the development and implementation of an IGE. Triton advocates taking incremental steps, focusing on a few action items at a time. This approach allows both cities to ensure their needs are addressed and that the chosen solutions for each issue are mutually acceptable.

CRITICAL ISSUE

The Cities will need to agree on Governance as the first step in establishing an IGE.

While there are a multitude of issues that need to be evaluated by both cities as they work through the action items, the most critical issue to address is defining governance and the voting weight for each city for the new entity.

Closing

Through functional consolidation, the capacity of ESF to manage both routine and significant emergencies has significantly improved for both cities. The cities also benefit from some cost reductions through shared administration, however, the value of ESF is more in the depth of service to the community than the cost savings.

Triton considers the IGE is the best option for continuing to provide this higher level of service in a sustainable manner for both communities. The remaining three options (continuing with functional consolidation; one city contracting with the other; or forming a fire district) did not meet enough of the desired outcomes to be a consideration.

If the cities are unable to reach a consensus as they work through the action items or find insufficient value in this endeavor, Triton advocates for dissolution of the functional consolidation agreement and a return to individual fire departments. As part of this study, Triton has developed detailed action plans for dissolution, ensuring a smooth transition if such a decision is reached.

Section I:
INTRODUCTION AND OVERVIEW

INTRODUCTION

The Cities of Eugene and Springfield retained AP Triton (Triton) to conduct a study to review the feasibility of five governance options for Eugene Springfield Fire (ESF): continuing the existing operational merger between the cities of Eugene and Springfield with a few modifications, establishing an IGA that allows one city to provide service to the other, establishing an IGA to form an intergovernmental entity, establishing a fire district, and dissolving the functional merger and returning to individual city departments.

This study focused on the governance structure, administrative staffing, and functional considerations for ESF. The evaluation of current operational performance was not included in the scope of work for this study.

Triton spent considerable time interviewing stakeholders, assessing the current conditions, and evaluating the options available. ESF Staff, Eugene and Springfield City Administrations, and Lane Council of Governments worked with the Triton Team to ensure the options explored in the report were fully assessed and evaluated on the following desired outcomes that were expressed by the stakeholders:

- Single governance and administration are achieved.
- Operational advantages of functional consolidation are retained.
- Oversight by the Cities on service levels, policy, and financial issues is ensured.
- Financial impacts are manageable.
- ESF staff's experience is positive.
- Impact on City Administration and Support Services is reduced.
- Financial, administrative, and service delivery sustainability is achievable.
- Long-term planning for Fire/EMS is achievable.
- Recommendation is implemented within a reasonable timeframe.

BACKGROUND

In 2007, the fire department response resources of Eugene and Springfield evolved from automatic aid to a unified operation known as the Three-Battalion System, comprising two battalions in Eugene and one in Springfield.

In 2009, recognizing future operational and potential financial benefits, the two departments jointly commissioned a study to explore further cooperation opportunities. The study recommended merging the departments and subsequently incorporating them as a separate fire service district. After extensive discussions and with the approval of both City Councils, the departments agreed on a functional consolidation, effective July 1, 2010. Following this agreement, Springfield Fire Chief Dennis Murphy retired, and Eugene Fire Chief Randy Groves assumed the role of Springfield Fire Chief in addition to his duties in Eugene.

The newly merged entity was renamed Eugene Springfield Fire (ESF), with all apparatus, stations, uniforms, and branding eventually reflecting the new name and logo. Despite the functional consolidation, Eugene and Springfield remain independent entities. Under the Intergovernmental Agreement, ESF is not recognized as a local government entity, and employees working within ESF are designated as either Eugene or Springfield employees, not ESF employees.

Eugene Springfield Fire has operated in this functionally consolidated form under the governance of both the City of Eugene and the City of Springfield for the last fourteen years. Operationally, ESF provides seamless emergency response services, including EMS transport, as a single fire agency.

For administration and funding, ESF is accountable to two separate governing bodies and city administrations. Both cities provide full-time equivalents (FTEs) to support work that meets the individual city's independent employee/employer requirements that include budgeting, purchasing, payroll, finance, information technology (IT), human resources (HR), logistics, and the Fire Marshal's office. Each city pays for Fire and EMS services utilizing city general funds, public safety fees, levy funds, and enterprise funds as part of their full-service government and both cities fund the employees that are designated as their employees, with a few that are Eugene employees billed back to Springfield. Employees in Operations are co-mingled throughout all the fire stations, regardless of the actual employer.

OVERVIEW

Eugene and Springfield Overview

Eugene

Eugene is the second most populous city in Oregon after Portland and the seat of Lane County. It is located at the southern end of the Willamette Valley, near the confluence of the McKenzie and Willamette rivers, about 50 miles (80 km) west of the Oregon Coast. As of the 2020 United States Census, Eugene had a population of 176,654 and covers an area of 44.21 sq mi.

The City of Eugene operates under a Council/Manager form of government as established by the Eugene Charter of 1976, which is a general grant of powers charter. The City Council, composed of the Mayor and eight council members, forms the legislative branch of the city government, while the City Manager acts as the administrative head.

The Eugene Fire Department was formed on April 3, 1872, as the Eugene Hook and Ladder Company No. 1. In 1981, the department began providing emergency medical transport services after the private ambulance provider discontinued their service.

Springfield

Springfield is the ninth most populous city in Oregon. Located in the Southern Willamette Valley, it is part of the Eugene-Springfield Metropolitan Statistical Area. Springfield is situated to the east of Eugene, mainly separated by Interstate 5, and is the second-most populous city in the metropolitan area after Eugene. As of the 2020 Census, the city had a total population of 61,851 and covers an area of 15.87 sq mi.

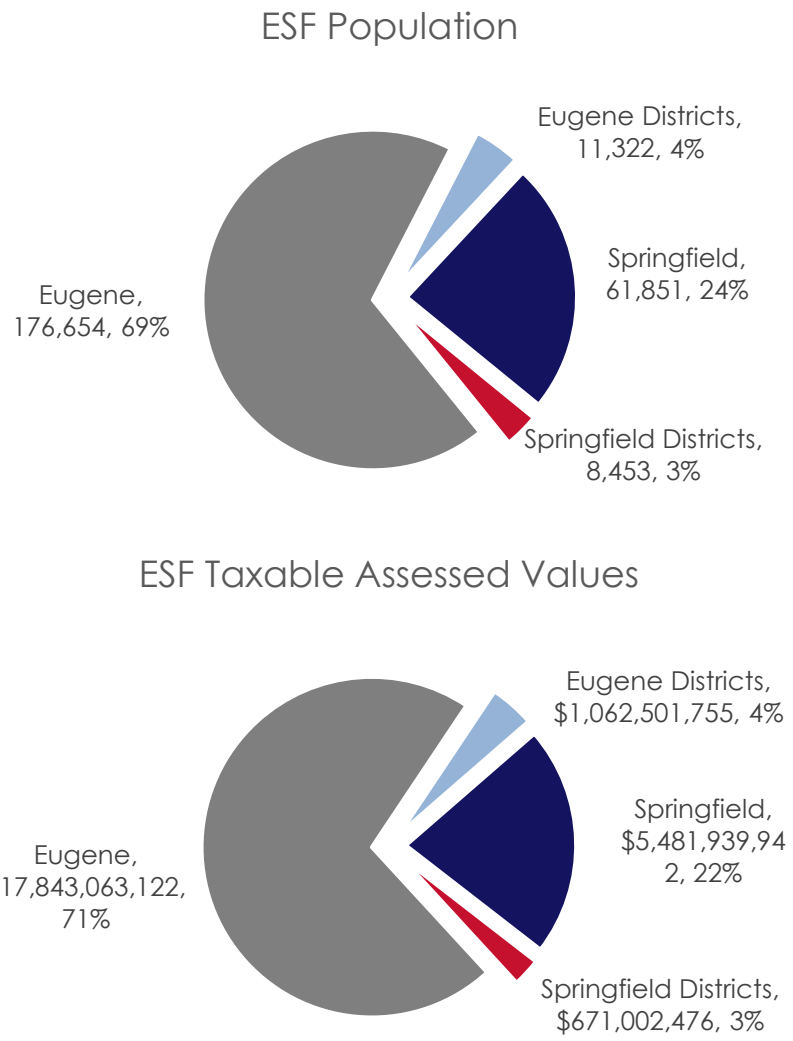
The City of Springfield operates under a Council/Manager form of government. The City Council, serving as the legislative branch, consists of the Mayor and six council members. This Council develops and adopts legislation and policies to guide the City and appoints a professional City Manager as an administrator.

The Springfield Fire Department was organized on July 25, 1886. In 1981, the department began providing emergency medical transport services after the private ambulance provider discontinued service.

Eugene Springfield Fire

Eugene Springfield Fire (ESF) serves a combined population of 258,280 citizens with a taxable assessed value of just over $25 billion. This coverage includes the City of Eugene, the City of Springfield, and portions of unincorporated Lane County. The service to the unincorporated areas is facilitated through agreements with seven fire districts: four are with Eugene, two with Springfield, and one with both cities.

Figure 1: City and District Population and Taxable Assessed Values[1]



[1] City Population from 2020 Census, District population from 2020 Standards of Cover for ESF, Taxable Assessed Values from Lane County Department of Assessment Taxation Value Comparisons 2022-2023.

Strategic Plan and Standards of Cover

The most recent strategic plan adopted by Eugene Springfield Fire (ESF) covered the performance period from July 2014 through June 2018. Its primary goals were to create and maintain an organization receptive to change, continually seeking to improve the protection delivered to customers within authorized resources. In 2020, ESF adopted an updated Standards of Cover.

- **MISSION:** To serve our communities by protecting life, preserving property and the environment through prevention, education, rescue, fire suppression, and emergency medical services.
- **VISION:** To deliver efficient and effective services by working together to maintain a progressive, caring, professional organization that remains flexible within a changing environment. We strive to be recognized for our leadership within the region and the state by fostering cooperative working relationships. We work to be innovative, fiscally responsible, financially stable and secure.
- **VALUES:** We value respect, integrity, accountability, teamwork, service, and adaptability. We measure our success by the satisfaction of the communities we serve, our personnel and our strategic partners.
- **MOTTO:** Courage, Honor, Service

Governance & Lines of Authority for ESF

Since May 2010, ESF has operated as a functionally consolidated fire department, governed by both the City of Eugene and the City of Springfield. ESF is accountable to two separate governing bodies and city administrations. The Fire Chief serves as a member of the executive leadership team in both cities, reporting to an Assistant City Manager in Eugene and directly to the City Manager in Springfield.

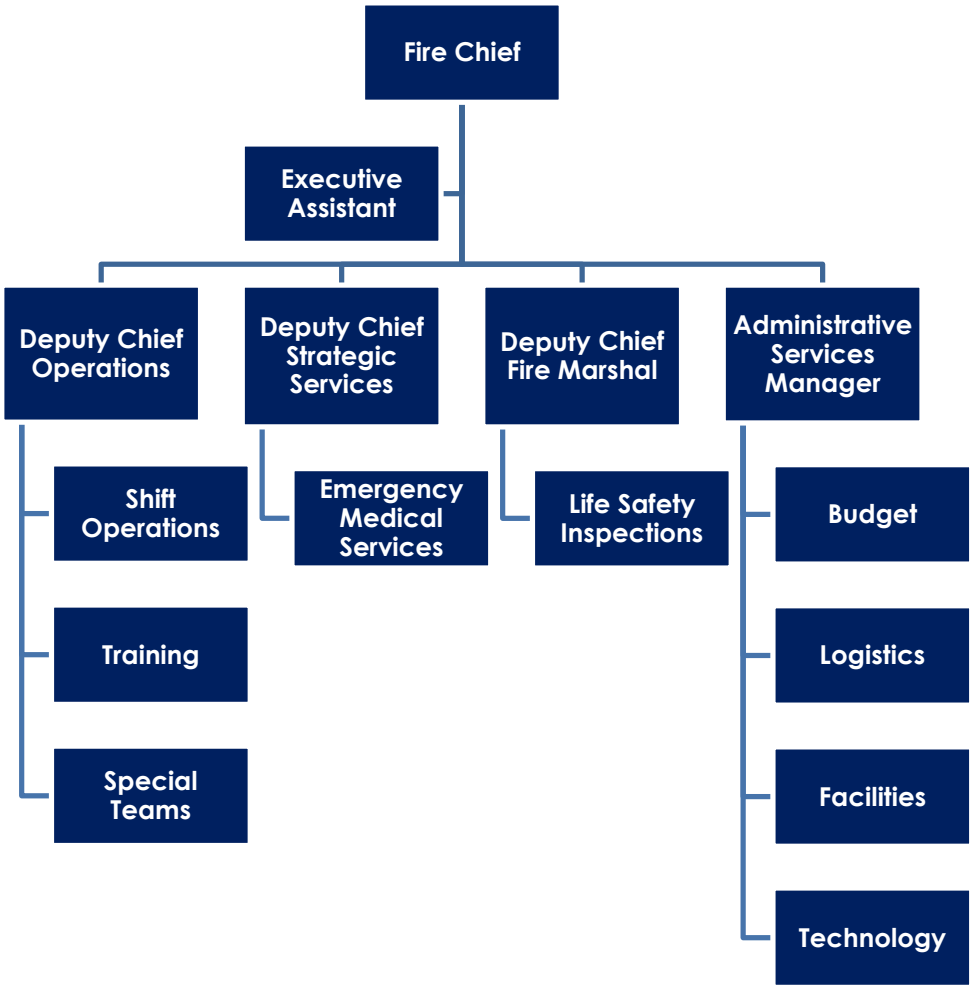
Allocated Positions and Organizational Chart

ESF has a total of 303 allocated positions.

- 53 are administrative and support positions with Eugene funding 39 (74%) and Springfield 14 (26%).
- 250 are operational positions (assigned to emergency response) with Eugene funding 171 (68%) and Springfield 79 (32%).

The following figure shows the current organizational chart for ESF.

Figure 2: Eugene Springfield Fire Organizational Chart 2023



Operational Staffing, Call Volume, and Stations

ESF provides fire suppression, emergency medical services, rescue, public education, fire inspection, and code enforcement through 16 fire stations. Of these, five stations are owned by the City of Springfield, while the remaining 11 are owned by the City of Eugene.

Figure 3: ESF Daily Operational Staffing in 2023

City of Springfield	City of Eugene
• 79 Total Staff / 24 per day (2 BLS) • One Battalion Chief • Four engine companies (3 person) • One truck company (3 person) • Three ALS ambulances (2 person) • One 12-hour/peak demand BLS Ambulance (2 person)	• 171 Total Staff / 52 per day (4 BLS) • Two Battalion Chiefs • Eight engine companies (3 person) • Two engine/ladder companies (3 person) • Two truck companies (3 person) • Four ALS ambulances (2 person) • Two BLS ambulance (2 person) • One ARFF company (2 person)

Operational staffing has increased by three in Eugene and remained the same in Springfield since 2014 for an increase of 1.2% for ESF, however, call volume has increased by 41.4% over that same period. Springfield has been funding one additional Battalion Chief since 2015, however, that position is assigned to the Training Division. The Airport began funding three additional Eugene positions in 2023 for use at the Airport.

Figure 4: Call Volume and Operational Staffing: 2014–2023

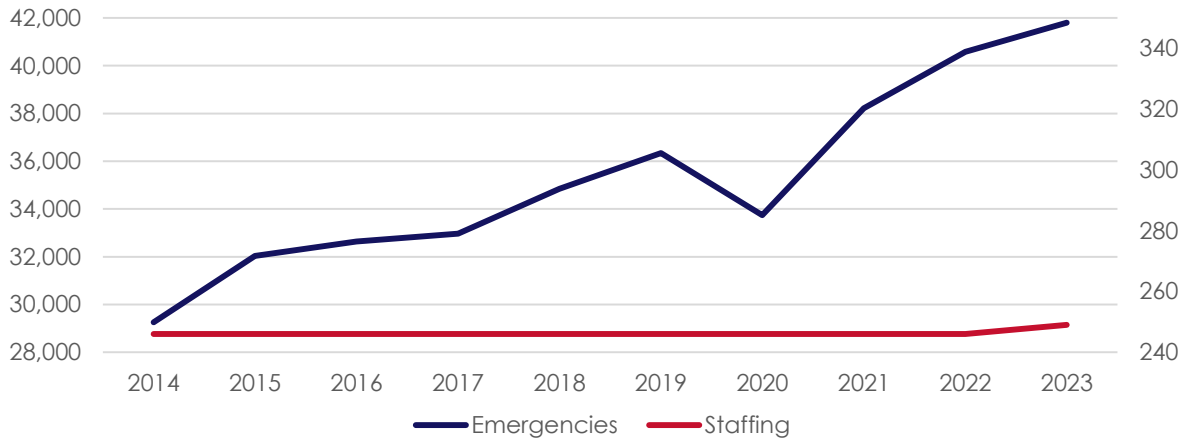
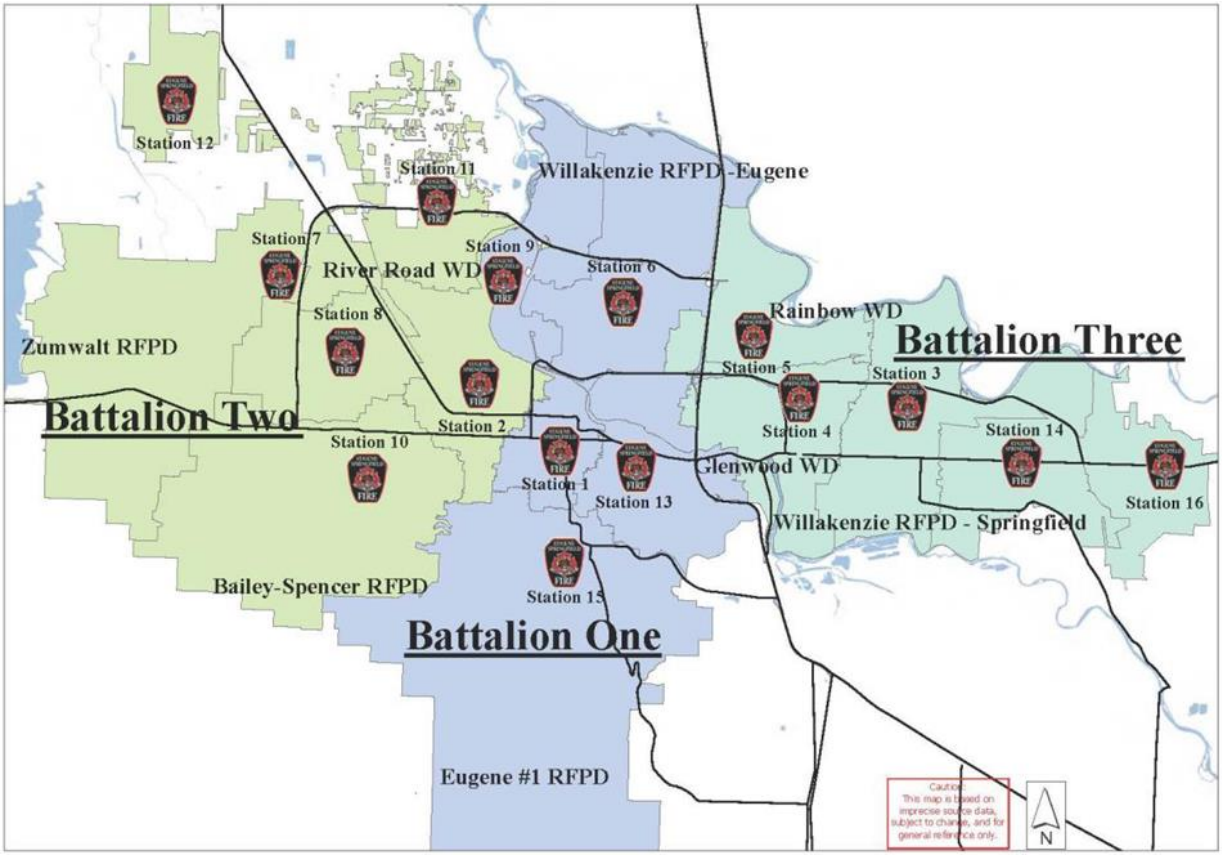


Figure 5: ESF Stations and Battalions



Revenue and Expenditures

ESF is funded separately by the cities of Eugene and Springfield. The total expenditures for Eugene Springfield Fire in FY 2023 were $84,441,450 (72% Eugene and 28% Springfield). The charts identify the revenue collected by the fire department and the balance of funding provided by the city; for Eugene, that includes the payroll tax and for Springfield, it includes the fire levy.

The following figures represent the 2023 actual revenue and expenditures for both cities.

Figure 6: Eugene Fire Revenue and Expenditures (2023)

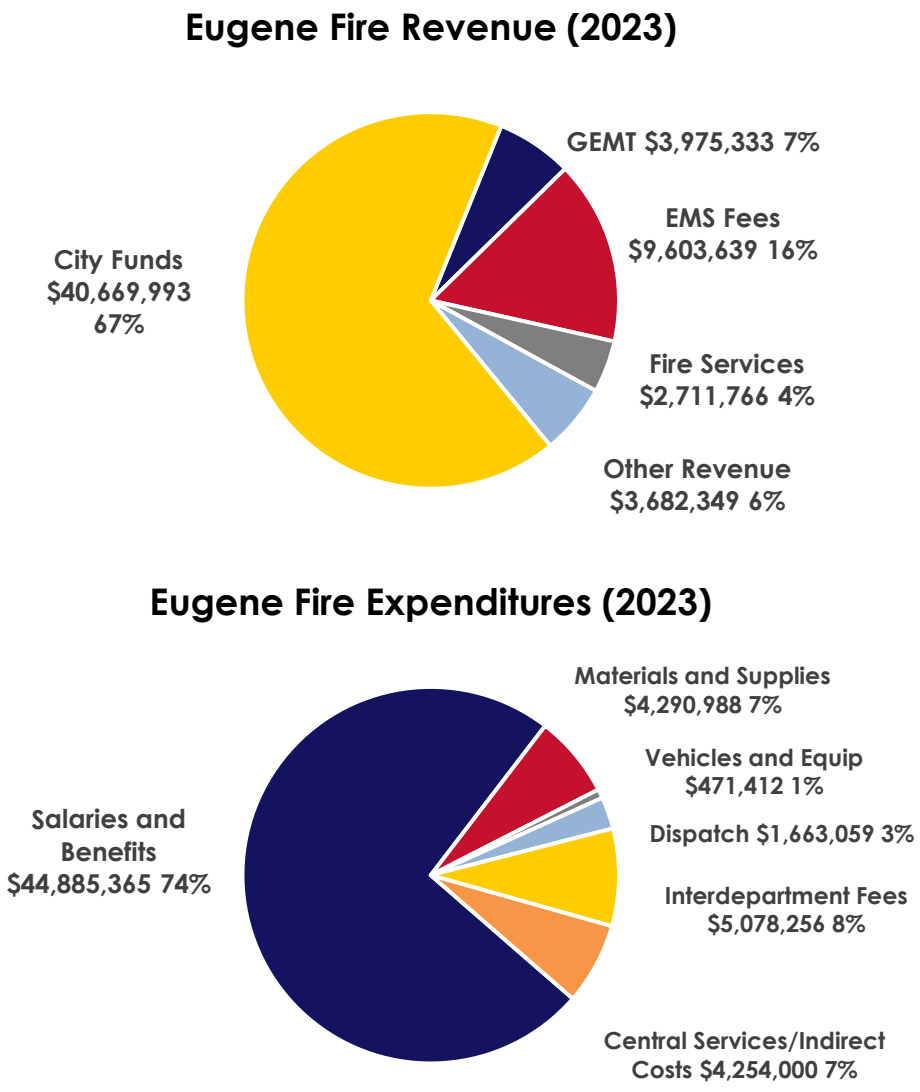
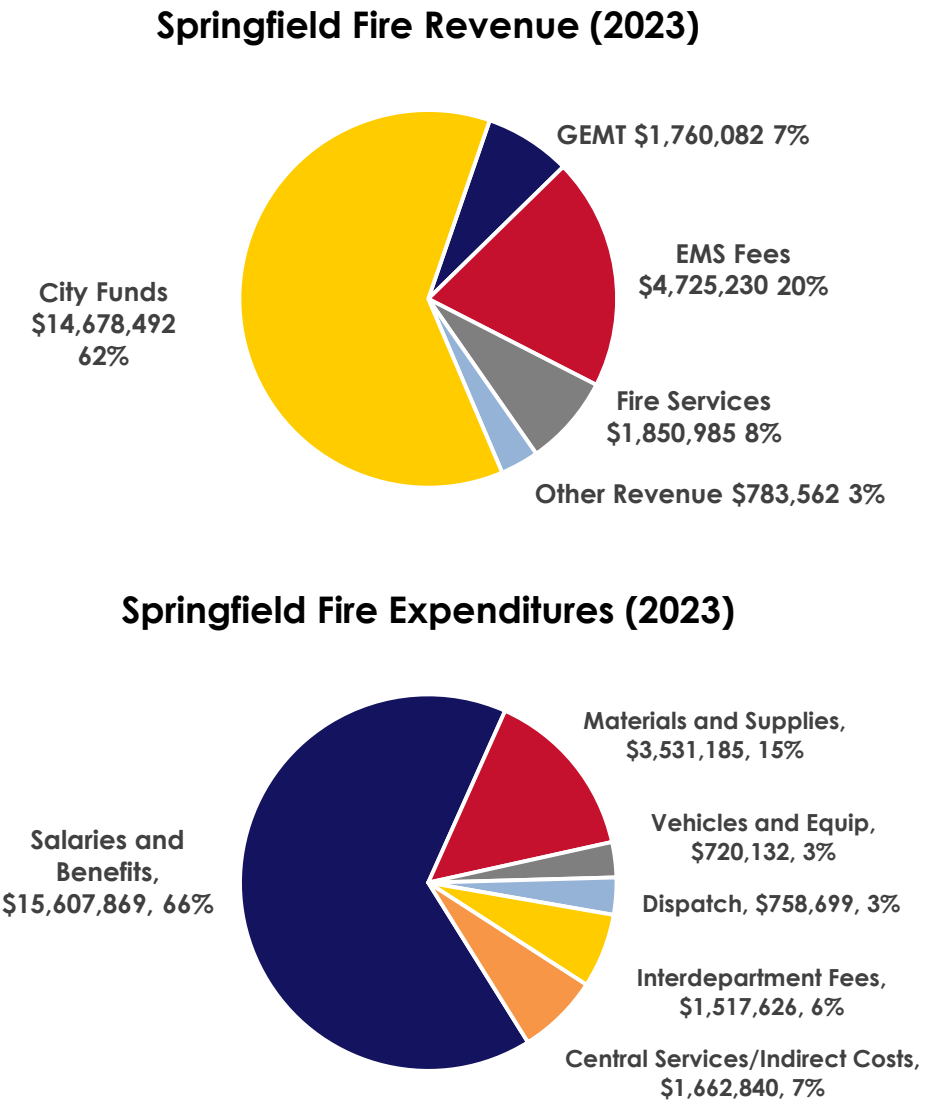


Figure 7: Springfield Fire Revenue and Expenditures (2023)



STAKEHOLDER INTERVIEWS

Governance Review Panel

Triton met with the Governance Review Panel virtually on August 29, 2023, to introduce the Triton team, review the project understanding, and identify the scope of work. Part of this meeting was also designed to give members of the panel a chance to share their individual viewpoints and/or desired outcomes for the project.

Summary of Input from the Governance Review Panel

- Need something that will build for the future; what will we look like?
- The numbers need to make sense for the cities. What are the funding strategies and how will we find a balance?
- Governance is a top priority. Need a system that makes sense with a single administration and governance for ESF.
- Need to meet the public expectations and provide a system that supports the fire department. Not sure how this will come together yet—hopeful.
- If we form new governance, what will the decision process look like? Will decisions be made by the council, the public, or what?
- "Not a fan of the District model, that stopped our discussions before." "I believe that governance is the role of city councils."
- Need to let go of preconceived issues and be open to what makes the best sense for the community.
- Hard to recruit today without the governance and future of ESF clear. Solving this may provide a better opportunity to address the recruitment and retention problems that ESF is experiencing like never before.
- Concern about Firefighter morale and employee retention. Employees have been on a roller-coaster, panel discussions were productive then hit a brick wall. Employee morale dropped.
- We are open to change and need the courage to see it through.
- We need to close the loops—questions asked and answered through this study.

On-Site Stakeholder Meetings

During the week of October 30, 2023, Triton engaged with more than 50 stakeholders, either in person or through subsequent virtual meetings in the following weeks. The stakeholders encompassed elected officials, city administration and support services, fire districts serviced by ESF, ESF staff, and members of IAFF Local 851.

The primary objective of these interactions was to gather input, perspectives, and viewpoints from stakeholders. This was particularly crucial given that the functional merger had been in effect for 14 years, with extensive discussions and efforts to address governance challenges over the past few years without a clear resolution. While the interviews were not recorded, most sessions involved two Triton staff members who took notes and validated statements at various points during the discussions.

Stakeholders consistently communicated their appreciation for the high-quality service provided by ESF to the community. They expressed the belief that operating as a unified operational agency significantly enhances service delivery capacity, reduces duplication in fire department administration, and creates career opportunities for employees.

Notwithstanding the positive feedback, lingering concerns surround the existing model. A comprehensive overview of the interviews can be found in the appendix. Those interviewed expressed a keen interest in uncovering an accurate depiction of the current conditions and learning about the options available to Eugene and Springfield through this study.

Issues with the Current Model

- Eugene, Springfield, and ESF administration have diligently collaborated to streamline finance, budgeting, purchasing, accounts payable, human resources, information technology, and station/apparatus maintenance. Despite these efforts, the inherent complexity of the model persists, posing challenges attributable to separate city administrations and governance structures.
- The downsizing of ESF administrative staff, coupled with heightened complexities, might be constraining their capacity to fulfill essential tasks.
- Lack of clarity regarding the tangible savings stemming from the shared administration, as well as uncertainty about whether these savings are equitably realized by both cities.

- Some from Springfield express a sentiment of having lost their fire department; while they acknowledge the service quality, there's a perception that ESF is more aligned with Eugene Fire than Springfield Fire.

- A few concerns linger that the functional merger may have caused an increase in firefighter wages that would not have been experienced if Springfield Fire was operating its own fire department.
- ESF firefighters, as either Springfield or Eugene employees, undergo distinct payroll procedures and health benefit structures, contributing to differences in their employment experience.

Opportunities Related to the Options Being Evaluated

- Potential to streamline the administrative functions of ESF through a single governance and administration.
- Moving to a single governance and administration may be the best way to sustain the benefits experienced with the functional merger.

Issues Related to the Options Being Evaluated

- Concerns include the potential need for additional funding, especially if an option involves replicating a city support service.
- Apprehensions about a potential loss of oversight or input in service delivery and costs to the community for either city.
- Uncertainties about Springfield's ability to maintain its current health plan without the presence of Springfield Firefighter employees.
- The establishment of a new Fire District raises apprehensions about creating a greater separation between city councils and what is perceived as their responsibility in serving the community. There are concerns that this move might surpass tax limitations or, at the very least, render the community more susceptible to compression.

Attachment A

Section II:
ANALYSIS OF OPTIONS

INTRODUCTION TO THE ANALYSIS OF OPTIONS

This section considers the information received through stakeholder interviews and analyzes the existing conditions in the organization to consider the following options:

- Continue serving the community as currently organized with some modifications
- Establishing an IGA that allows one city to provide service to the other
- Establishing an IGA to create an Intergovernmental Entity (IGE)
- Establishing a Fire District
- Dissolving the current agreement and returning to individual departments

Each option has a comprehensive analysis, each capable of standing alone, albeit with some overlapping or related information found in other options. The analysis entails a detailed description of the respective option, outlines organizational and financial considerations, furnishes examples where applicable, defines the requisite administration and support framework, and discerns both advantages and disadvantages/challenges. At the conclusion of each option analysis, Triton shares its findings related to the expectations and desired outcomes and offers an assessment of its feasibility.

Each option is evaluated on the desired outcomes identified during stakeholder meetings:

- Single governance and administration are achieved.
- Operational advantages of functional consolidation are retained.
- Oversight by the Cities on service levels, policy, and financial issues is ensured.
- Financial impacts are manageable.
- ESF staff's experience is positive.
- Impact on City Administration and Support Services is reduced.
- Financial, administrative, and service delivery sustainability is achievable.
- Long-term planning for Fire/EMS is achievable.
- Recommendation is implemented within a reasonable timeframe.

CONTINUING AS CURRENTLY ORGANIZED

Eugene and Springfield have operated as a functional consolidated fire department since May 2010. Over the last 14 years, ESF has effectively addressed most operational issues, allowing the department to operate almost seamlessly in the field. Section four of this report offers a detailed analysis of the existing conditions, this section provides an overview.

The key challenges of functional consolidation involve the administrative management and coordination with two separate city councils, and city managers, with differing delegated authority. ESF staff also serve as employees of either Springfield or Eugene with different policies and benefit systems. This structure of governance creates complexity and inefficiency for ESF staff and both cities. The impacts are mostly related to administrative processes, including budgeting, purchasing, payroll, human resources, labor negotiations, disciplinary actions, health benefits, and hiring processes. The different operational processes and policies create complexities often resulting in duplication of effort and additional time. These challenges occur almost daily and create inefficiencies.

In the administrative and support areas, both cities and ESF have made progress in managing the complexities, but persistent issues remain, some large and some small, that cannot seem to be solved.

A significant finding in the current conditions was the disparate savings in administration and support staffing since the 2010 merger. The cities collectively have reduced 11.25 positions with a total cost reduction of $2,532,946 each year, however, Springfield has saved a significantly larger percentage of administrative and support costs than Eugene.

- Springfield has eliminated 6 positions since the merger with an estimated annual cost reduction of $1,334,776 in wages and benefits or 5.61% of the FY23/24 Springfield Fire Budget.
- Eugene has eliminated 5.25 positions since the merger with an estimated annual cost reduction of $1,198,170 in wages and benefits or 1.98% of the FY23/24 Eugene Fire Budget.

Administrative Staffing and Functional Requirements

The following administrative and functional requirements are considered necessary to continue operating as ESF is organized today.

Fire Chief's Office

- **Deputy Chief**: The addition of one Deputy Chief in the Fire Chief's Office to participate in Springfield's city leadership teams and city council meetings and assist the Fire Chief with the administration of the department would provide the capacity to this office for administration and effectively keeping Springfield engaged with their Fire Department.
- **Public Information Officer**: The addition of a Public Information Officer would provide the ability for ESF to communicate more effectively with the communities in both Cities. This position is included in the proposed budget for ESF and Triton considers this position will provide value for both cities.

Finance (Budgeting, Payroll, Purchasing, and Billing)

- The addition of a fifth Program Specialist in the Administration Division to perform ambulance billing functions would increase the capacity of this group to handle billing for the more than 15,000 annual transports. This addition would improve the timeliness and accuracy of billing and therefore improve revenue recovery.
- The addition of a Program Coordinator to focus on Purchasing functions would improve compliance with purchasing regulations and help to ensure that contracts are renewed in a timely manner. This addition would also help to ensure a proper division of duties between Accounts Payable and Purchasing staff.

Human Resources Functions

- No additional staff are recommended for human resources functions.

Information Technology

- Addition of one analyst to assist in the demands for data analytics to meet the needs of the organization.

Logistical (Including Facilities and Fleet)

- The Facilities in Springfield are in significant need of capital maintenance and some station replacement, including seismic retrofitting. Routine maintenance is not funded as robustly as Eugene.

This course of action does not improve or change emergency medical services, training, fire prevention, or operations. These divisions can continue performing their roles with the challenges outlined below, however, there is not an immediate need for additional staff due to administrative needs.

Advantages

- Requires no change from the existing agreement that appears to have strong support from the community, however, the public may believe they are fully integrated or unified at all levels, not just in operations.
- Effective and efficient operational deployment as a single agency. Emergency response and surge capacity has been greater since the functional merger.
- Reduced duplication of administration positions provides significant economies of scale. Both cities are experiencing significant savings in administration and support functions each year.
- Broader scope and resource availability provides greater service than could be accomplished by either city on their own.

Disadvantages/Challenges

- **Governance and Administration**: Managing accountability to two different City Managers and City Councils and participating in leadership teams across both cities requires delicate balance and coordination to meet expectations of city leadership and support services. The increased time commitment necessary for engaging with both cities essentially doubles the workload in this area compared to a traditional single-governance fire administration. The disparity in purchasing authority with city staff results in slower decision making in Springfield. This can cause Eugene to get ahead of Springfield on issues related to ESF.
- **Springfield Feeling FD is Outsourced**: Some Springfield officials feel they have "outsourced" their fire department to Eugene. "ESF does not spend enough time in front of our council." "Resources are pulled out of Springfield and placed in Eugene." "We (Springfield) don't have representation."
- **Allocations and Cost:** While the cities collectively are saving over $2.5 million each year in personnel expenditures for administration and support staffing compared to 2010, Springfield's cost reduction is a significantly larger percentage of the Springfield fire department budget.

- **Budget Process**: ESF must develop two separate budgets within different processes and under two city governments. The City Finance Directors have generally left coordination of the budget with the other city to the ESF Budget Manager. There has not been a shared planning process to develop the budget for ESF.
- **Accounts Payable/Accounts Receivable**: The existing system is difficult to work within; with invoices first going to central finance, retrieved by the department, then sent back to central finance, there appear to be unnecessary steps and more hands than necessary involved in the process.
- **Purchasing**: Staffing has been reduced in central finance, the responsibilities have been shifted to ESF staff. Due to the increased workload at the department, ESF purchasing staff is not always able to stay on top of contract renewals, and several contracts have expired prior to renewal.
- **Eugene Ambulance Billing**: The staffing level in relation to the high volume of transports, was described as "almost overwhelming." The current staff is responsible for managing the billing process for many transports, which can be a daunting task given the limited resources.
- **Payroll**: Eugene pays its employees a consistent amount each pay period using a "smoothing" method to meet FLSA requirements. Springfield pays based on actual hours worked during that pay period, resulting in a fluctuation of actual pay delivered to Springfield employees.
- **Eugene Payroll Tax**: Personnel assigned to Eugene Fire Stations are subject to the city's payroll tax, whereas personnel assigned to Springfield stations are not. This is based on where they are working, not if they are an employee of one city or the other. This adds complexity to payroll processing.
- **Human Relations**: Working through different HR policies and practices between two cities as ESF manages an evolving environment and workforce is difficult.
- **Health Benefits:** The two cities offer different health plans. Eugene provides a low deductible plan, while Springfield offers a high deductible plan with access to a free city clinic for employees. Though somewhat equivalent, these plans are not equal. Both cites have expressed concerns that removing firefighters from their plan could impact its sustainability.

- **Labor Negotiations:** Springfield led negotiations for the last IAFF contract renewal; however, all labor relations work since that agreement, including new IAFF classifications and MOUs, has been led by Eugene, including support from Eugene City Attorney's office. While labor negotiations are coordinated between the two cities, the Eugene City Manager can enter into tentative agreements independently, whereas the Springfield City Council retains that authority. This difference can cause delays in the negotiation process, depending on Springfield Council's availability.
- **Hiring Process:** This process is fully managed and funded by Eugene. The process of selecting employees includes a coin toss to determine which city will hire first. Springfield HR is often not involved in this process and may lack access to candidate information, only becoming aware of new Springfield employees shortly before onboarding.
- **Network Configuration:** The different network configurations across Eugene and Springfield create challenges for ESF employees accessing resources of the city they are not employed by. While all users can log onto their respective city network, not all resources are equally accessible to every ESF employee.
- **Employee Resource Inequities:** There are disparities in resources available to employees in each city. For example, ESF often faces difficulties in granting Springfield users access to Eugene's resources and vice versa. This creates management challenges, especially when employees belong to a different city than their manager. Not all ESF employees have equal access to HR and ERC resources.
- **Cross-City Equipment and Resource Access:** Issues arise when employees employed by one city use equipment owned or managed by the other city, including granting access to resources held by a different city.
- **Data and Collaboration:** As independent entities, Eugene and Springfield maintain separate datasets, systems, and procedures, making data integration a complex task. Collaboration on GIS data, for instance, involves reconciling differences in systems, data-sharing policies, resources, coding, and data quality between the two cities. This often leads to reliance primarily on county and LCOG data, which comes with its own set of limitations, or on the City of Eugene systems due to their larger resources.

- **Fueling Apparatus**: Fueling apparatus from one city is not authorized at the other city's facilities. Eugene apparatus and vehicles must use Eugene fueling facilities, and Springfield apparatus and vehicles must use Springfield fueling facilities. This policy is necessary because of the different standards for Biodiesel in the cities—Eugene requiring 20% Biodiesel and Springfield requiring 5%—causes fuel problems for the apparatus when they mix these fuels.
- **Capital Replacement Planning**: A funded capital replacement plan provides apparatus replacement in Eugene, and Springfield is funded based on the normal annual budget process. In the last few years, both cities have adopted the same standard specifications for apparatus and equipment.
- **Springfield Station Maintenance:** The lack of an effective, defined process and the lack of resources (both staff and financial) puts Springfield in a reaction mode, with no comprehensive maintenance schedule to prevent breakdowns and maximize the service life of major operating systems. Every maintenance or repair issue is handled on a case-by-case basis, without a streamlined or automated method of processing work orders.
- **Ambulance System:** ESF runs two separate ambulance systems with separate licensing through the Oregon Emergency Medical Services. This causes duplication of effort for the EMS Division at ESF. Ambulance billing is not integrated.
- **Fire Prevention Inspections:** The two cities have different viewpoints on inspections. Eugene's efforts to work with the customers can lead to inconsistencies in code application where Springfield is usually ready to address compliance issues consistently. The Fire Marshal recognizes that this may not change with a single governance model; he understands that it is just an issue his office must manage based on the differences in business practice of the two cities.
- **City Support Services:** ESF is an anomaly for both cities' support services. It requires additional coordination and effort to accomplish their responsibilities when compared to other city departments. As personnel changes occur, the best practice of coordination with the other city can be lost the first few times newer staff work through an issue with ESF.

Findings Related to Desired Outcomes

The following table identifies the findings for this option related to the desired outcomes identified from stakeholder interviews.

Figure 8: Desired Outcomes with Continuing as Currently Organized

Desired Outcomes	Continuing as Currently Organized with Some Modifications
Single Governance and Administration	The current model does not provide single governance or administration, however, modifying the IGA to include a shared governance/City Manager role to oversee ESF could streamline oversight, including the budget process for ESF.
Operational Advantages of Consolidation	Both cities retain the operational advantages gained from functional consolidation.
Oversight by City	Both cities retain oversight of their city's financial obligations.
Financial Impacts	• Five additional administrative positions are recommended as part of managing the administrative complexities of ESF at an estimated cost of $900,000. • Potential increased costs for city departments to manage the existing complexity of the system.
ESF Staff Experience	• Employees work well together as a team; however, they work for different employers and experience frustrating administrative challenges daily. • Administratively, the duplication of work with both cities is not sustainable.
Impact on City Administration and Support Services	The workload for the City Administration will continue to be inefficient and complex compared to other city departments. ESF staff employed by either Eugene or Springfield is a significant cause of this inefficiency.
Sustainability	The workload involved in managing the challenges and inefficiencies is not sustainable.
Long-Term Planning for Fire/EMS	• Each city can plan for its needs in the long term. • ESF is unable to plan long-term due to the ability to terminate the agreement; however, enhancing the involvement of both City Managers in working with ESF Staff could allow for longer-term planning.
Time to Implement	This model is currently in place and would only require time to implement any enhancements or modifications.

Feasibility

*While the current model is feasible, Triton **does not** consider it efficient, effective, or sustainable to have both cities providing duplicate administration and support services and ESF staff employed by both Eugene and Springfield.*

ONE CITY PROVIDING SERVICE TO THE OTHER

In Oregon, the process for one city to provide service to another typically involves an intergovernmental agreement outlining the terms and conditions of the arrangement.

With this option, all employees and city support services would be provided by either the City of Eugene or the City of Springfield. This would significantly reduce the complexities of the current model.

Most agreements like this involve one city providing the service, administration, and governance while the other city simply receives a bill for service; however, the agreement should be customized to allow for more engagement by both cities.

Each city should maintain the responsibility for ownership, maintenance, and replacement of its facilities and apparatus. The apparatus and equipment purchase, and maintenance are very similar between the cities. ESF is purchasing from a shared apparatus specification through both cities. Maintenance of Eugene apparatus is accomplished in-house, and Springfield outsources maintenance to Hughes Fire Equipment. This is working and may not need to be modified quickly; however, ESF could address this issue in the future and find value in all apparatus replacement and maintenance being in one place.

The facilities in Springfield are in significant need of capital maintenance and, in some cases, replacement. Maintenance in Springfield is not funded as robustly as in Eugene. It would be difficult to bring Springfield facility maintenance into Eugene without first providing the necessary upgrades to a similar level as the Eugene facilities.

Fire Department Oversight and Administration

The day-to-day operation of ESF would be administered and supported by one of the cities; however, the two City Managers should collaborate to address issues such as budgeting, strategic planning, standards of cover, and other items that can have a future financial and service level impact on both cities from their fire service.

This, together with requiring a presence from the Fire Chief's Office at both cities' Leadership Meetings and appropriate City Council meetings and study sessions, would help maintain a feeling of ownership of their fire department while taking full advantage of the cost savings and scale of services available.

ESF Personnel

All personnel should be transferred to one city or the other. The cost of staffing in operations (response units) should be based on the actual cost of staffing the operational stations, including the overtime necessary to maintain 24/7 coverage. Employees of ESF are currently either Eugene or Springfield, with all employees becoming one city's employee or the other. Consider continuing to designate new employees as either Springfield or Eugene to allow both cities the option to reestablish their fire agency with pre-designated employees.

Public Employees Retirement System

Both cities are participants in Oregon PERS. Eugene is an independent-rated employer and Springfield is part of the State Local Government Rate Pool (SLGRP). Eugene's rates are higher than Springfield's, as identified in the following figure.

Figure 9: PERS Rate Comparison between Eugene and Springfield

	Tier 1/Tier 2		OPSRP	
	General Service	Police & Fire	General Service	Police & Fire
City of Eugene *(Independent)*	29.64%	29.64%	22.90%	27.69%
City of Springfield *(SLGRP)*	23.11%	23.11%	16.28%	21.01%

If Eugene ESF employees became Springfield employees, Eugene could initially see an estimated reduction of $1,933,230 in its PERS expenses. Springfield's PERS rates would remain the same; however, if Eugene's unfunded actuarial liability (UAL) for this portion of its total payroll is transferred to Springfield, its PERS rates may increase in the next rate setting actuarial valuation (2027–29).

Figure 10: Applying Springfield PERS Rates to Eugene Payroll

City of Eugene		CURRENT RATE		Applying Springfield Rates		
Plan	Gross Payroll	Rate	Cost	Rate	Cost	Difference
Police Fire (Tier 1-2)	$9,825,364	29.64%	$2,912,238	23.11%	$2,270,642	**($641,596)**
General Service (Tier 1-2)	$690,601	29.64%	$204,694	23.11%	$159,598	**($45,096)**
Police Fire (OPSRP)	$13,970,391	27.69%	$3,868,401	21.07%	$2,943,561	**($924,840)**
General Service (OPSRP)	$4,859,476	22.90%	$1,112,820	16.28%	$791,123	**($321,697)**
Total	**$29,345,832**		**$8,098,153**		**$6,164,924**	**($1,933,230)**

If Springfield ESF employees became Eugene employees, Springfield could initially see an estimated increase of $688,842 in their PERS costs through the IGA, with Eugene's costs remaining the same.

Figure 11: Applying Eugene PERS Rates to Springfield Payroll

City of Springfield		CURRENT RATE		Applying Eugene Rates		
Plan	Gross Payroll	Rate	Cost	Rate	Cost	Difference
Police Fire (Tier 1-2)	$4,916,428	23.11%	$1,136,187	29.64%	$1,457,229	**$321,043**
General Service (Tier 1-2)	$0	23.11%	$0	29.64%	$0	**$0**
Police Fire (OPSRP)	$5,069,345	21.07%	$1,068,111	27.69%	$1,403,702	**$335,591**
General Service (OPSRP)	$486,542	16.28%	$79,209	22.90%	$111,418	**$32,209**
Total	**$10,472,315**		**$2,283,507**		**$2,972,349**	**$688,842**

Health Insurance

When personnel are transferred to either city, employees generally use the health insurance provided by their new employer. However, both cities have expressed concerns about the sustainability of their health insurance plans without the inclusion of ESF personnel. To address this, the IGA could include allowing existing employees to maintain their current health benefits. Consequently, the report highlights the possibility of utilizing the other city's health insurance to enhance feasibility for this option.

Springfield Health Plan: Springfield's benefits consultant at USI Insurance Services indicated that it was possible to transfer non-Springfield employees to the Springfield health benefits plan: Springfield would be required to revise their health benefits plan to be identified as a "Multiple Employer Welfare Association" plan.[2] This would allow non-Springfield employees, whether Eugene employees or employees of a new, independent entity, to participate.

City of Springfield reports that the City has "enjoyed an exceptionally stable benefit plan with rates that have stayed flat for more than 11 consecutive years." Just over 20% (306 of the benefit plan's approximately 1,500 employees and family members covered by the plan) are associated with ESF, and these 306 members have traditionally been low utilizers of the plan. Therefore, if Springfield ESF employees are removed from the Springfield Health Plan, it could result in rate increases for the remaining employees.

[2] Chaim Hertz, City of Springfield Human Resources Director, discussed the ability for external employees to be a part of the city's health plan with USI Insurance Services.

Eugene Health Plan: Based on information provided by the Eugene HR Director, determining the ability for non-Eugene employees to be a part of the Eugene Health Plan would require a significant amount of research and analysis to determine legality and feasibility, and is unknown at this time. Health Insurance from Eugene would need to be explored if this option were chosen. Eugene has indicated that the loss of Eugene Firefighters on the Health Plan may impact the cost of its health plan for the remaining Eugene employees.

Current Health Insurance Costs: The following figures provide the current costs for Springfield and Eugene employees, with separate figures for non-Fire and Fire employees for each City.

Springfield offers one Medical and Vision Plan, which is managed by Pacific Source Health. For dental benefits, employees may choose between Delta Dental and Delta Dental Plus. (The latter dental plan includes orthodontia benefits.) Costs in the following figures factor the average of the two dental plans into the total costs. Total health insurance costs are the same for Fire and non-Fire employees. Additionally, Springfield operates a Wellness Center at which eligible employees and their dependents can receive a variety of services at no cost, including diagnosis and treatment of acute illnesses and non-occupational injuries; diagnosis and management of chronic health conditions; and health maintenance and prevention, including vaccines. Total monthly costs for Springfield health insurance range from $666.95 to $1,973.11. Non-Fire employees are responsible for paying for 10% of the monthly premiums and Fire employees are responsible for 5% of the monthly premiums.

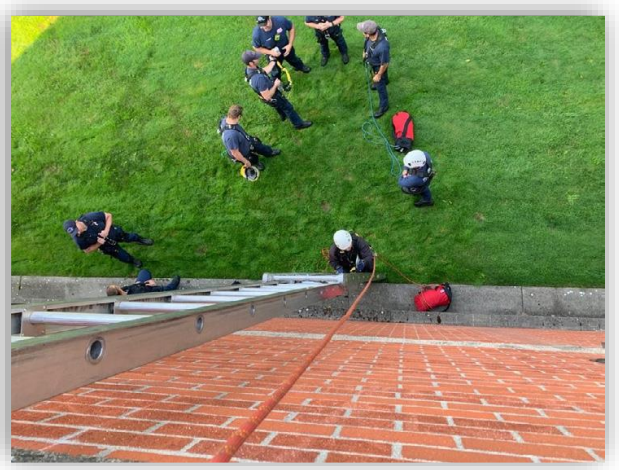
Figure 12: Monthly Health Insurance Costs—Springfield (Management and non-Fire)

Coverage	Total Cost	Employee Cost	City Cost
Employee Only	$666.95	$66.70	$600.26
Employee + Spouse/Domestic Partner	$1,423.54	$142.36	$1,281.18
Employee + Family	$1,973.11	$197.28	$1,775.83

Figure 13: Monthly Health Insurance Costs—Springfield Fire

Coverage	Total Cost	Employee Cost	City Cost
Employee Only	$666.95	$33.35	$633.60
Employee + Spouse/Domestic Partner	$1,423.54	$71.18	$1,352.37
Employee + Family	$1,973.11	$98.66	$1,874.45

Eugene offers three self-insured Preferred Provider Organization (PPO) health plans through Pacific Source Health at varying costs: City Health Plan, City Managed Care Plan, and City Hybrid Plan. (The City Hybrid Plan, however, is not offered to Fire employees.) There are significant differences between the plan design structures, including co-pays and benefits offered. For illustrative purposes, the following figures display the average monthly costs of the various plans.



Total monthly costs for Eugene health insurance range from $922.22 to $2,754.65. Additionally, there are different monthly charges for Eugene Battalion Chiefs, which vary only slightly from all other Fire employees. Both Fire and non-Fire employees are responsible for paying approximately 5% of monthly premiums.

Figure 14: Monthly Health Insurance Costs—Eugene (Management and non-Fire)

Coverage	Total Cost	Employee Cost	City Cost
Employee Only	$922.22	$50.30	$871.92
Employee + Spouse/Domestic Partner	$1,795.99	$97.25	$1,698.75
Employee + Family	$2,552.41	$137.51	$2,414.91

Figure 15: Monthly Health Insurance Costs—Eugene (Fire)

Coverage	Total Cost	Employee Cost	City Cost
Employee Only	$987.03	$49.36	$937.67
Employee + Spouse/Domestic Partner	$1,933.47	$96.68	$1,836.79
Employee + Family	$2,754.65	$137.74	$2,616.91

Comparison of Eugene and Springfield Health Plans

The following figures compare the total monthly health insurance premium costs of Springfield with those of Eugene, with the last column in each figure showing how much less Springfield costs are. While there are multiple factors to consider, such as co-pays, annual out-of-pocket maximum amounts, and percentage paid for each type of service received, there could be significant financial benefits to moving all ESF employees to the Springfield plan.

Figure 16: Monthly Health Insurance Costs—Springfield and Eugene (Management and non-Fire)

Coverage	Springfield Total Cost	Eugene Total Cost	Difference
Employee Only	$666.95	$922.22	$255.27
Employee + Spouse/Domestic Partner	$1,423.54	$1,795.99	$372.45
Employee + Family	$1,973.11	$2,552.41	$579.30

Figure 17: Monthly Health Insurance Costs—Springfield and Eugene (Fire)

Coverage	Springfield Total Cost	Eugene Total Cost	Difference
Employee Only	$666.95	$987.03	$320.08
Employee + Spouse/Domestic Partner	$1,423.54	$1,933.47	$509.93
Employee + Family	$1,973.11	$2,754.65	$781.54

- If Eugene employees transferred to the Springfield health plan, the estimated reduction in cost would be $1.3 million annually.
- If Springfield employees transferred to the Eugene health plan, the estimated increase in cost would be $586,000 annually.

Depending on the outcome of a review allowing non-Eugene employees to utilize Eugene's health plan, ESF could allow all employees to select between the Eugene Plan or the Springfield plan. This would alleviate the issues in the stations with employees forced to be on one plan or the other, but this would cause fluctuation in cost for both cities based on the significant differences in cost between the two plans. Springfield employees choosing the Eugene plan would increase costs between $255 and $781 per person per month, depending on the position and coverage.

ESF could continue to require those designated as Eugene to use Eugene health care and Springfield to utilize Springfield, resulting in no cost differences; however, this would not resolve any of the issues of disparity among ESF employees.

Interdepartmental Charges

The dollar amounts in the following figure represent charges allocated to ESF by both Eugene and Springfield for city administrative support. Some costs represent equipment and property, while others are allocations of centralized costs, such as Information Technology staff and systems. Some of these costs and other centralized costs could be allocated to the other city in an agreement; however, some costs may be part of infrastructure and would have to be reallocated to the remaining city departments.

The following figure shows all interdepartmental charges assessed to the fire departments by the City of Springfield and Eugene.

Figure 18: Springfield and Eugene Interdepartmental Charges for FY23

Springfield and Eugene Interdepartmental Charges Based on FY 23 Actual Expenditures			
	Springfield	**Eugene**	**Totals**
Facility Costs (including insurance)	152,679	1,381,622	1,534,301
Fleet Costs	756,058	2,826,907	3,582,965
Liability Insurance	181,953	115,920	297,873
Information Technology	191,088	728,039	919,127
Other	540	25,769	26,309
Indirect Cost Allocation	1,662,840	4,254,000	5,916,840
Totals	**$2,945,158**	**$9,332,257**	**$12,277,415**

For an Intergovernmental Agreement/Contract between Eugene and Springfield, it is assumed that each city would continue to maintain ownership and responsibility of their property and fleet and maintain those assessments, $908,737 for Springfield and $4,208,529 for Eugene, to provide for facilities and fleet.

If one City would provide the full administrative services for the other, the city chosen to provide the service will need to estimate the cost to support all ESF and the other city will need to determine how much of the interdepartmental fees currently assessed to their fire department costs could be reduced ($2,036,422 for Springfield and $5,123,728 for Eugene).

Example: Livermore-Pleasanton Fire Department Joint Powers Authority

The cities of Livermore and Pleasanton in California have entered into a joint exercise of powers agreement to create the Livermore-Pleasanton Fire Department Joint Powers Authority (JPA).[3] The origin of this agreement was in 1996, and the most recent amended and restated agreement was adopted in 2018. While this agreement creates a new entity (a JPA by California law), the entity is not independent, nor does it employ any personnel. The existing agreement is more like an intergovernmental agreement for fire service than an independent intergovernmental entity.

The agreement establishes a Board of Directors for the Authority; however, the Board is only required to hold two annual meetings to review the budget, cost sharing plan, real property schedule, and vehicle and equipment schedule. The Board has no authority to approve these items, they are referred to Livermore and Pleasanton City Councils for consideration and approval.

The Joint Executive Directors for the Authority are the City Managers for Livermore and Pleasanton, who serve as the administrative head of the Authority. The Fire Chief is an at-will employee appointed by the Joint Executive Directors and serves as the operational head of the Authority.

All fire department personnel are employed by the City of Pleasanton and the administrative functions are performed by one city or the other city, not by both. Pleasanton provides HR, Legal, Information Technology, and Clerk services and Livermore provides the Finance and Payroll functions. The Fire Chief has indicated that the cities are considering assigning all administrative services to the City of Pleasanton to reduce the existing complexities between finance, legal, and purchasing.

[3] Livermore-Pleasanton Fire Department Joint Powers Authority amended and restated agreement. February 12, 2018.

Administrative Staffing and Functional Requirements

The following administrative and functional requirements are considered necessary to operate in an IGA where one city is serving the other.

Fire Chief's Office

- **Deputy Chief:** The addition of one Deputy Chief to assist the Fire Chief in participation in both cities' leadership team and city council meetings. This position will also assist the Fire Chief with the administration of the department and would provide the capacity to this office for administration.
- **Public Information Officer**: The addition of a Public Information Officer would provide the ability for ESF to communicate more effectively with the communities in both Cities. This position is included in the proposed budget for ESF and Triton considers this position will provide value for both cities.

Finance (Budgeting, Payroll, Purchasing, and Billing)

- **Program Specialist**: The addition of a fifth Program Specialist in the Administration Division to perform ambulance billing functions would increase the capacity of this group to handle billing for the more than 15,000 annual transports. This addition would improve the timeliness and accuracy of billing and, therefore, improve revenue recovery.
- **Program Coordinator**: The addition of a Program Coordinator to focus on purchasing functions would improve compliance with purchasing regulations and help to ensure that contracts are renewed in a timely manner. This addition would also help to ensure a proper division of duties between Accounts Payable and Purchasing staff.

Human Resources Functions

- No additional staff are recommended for human resources functions.

Information Technology

- Addition of one analyst to assist in the demands for data analytics to meet the needs of the organization.
- All IT should be provided by the city selected to provide the service to address the existing problems.
- As identified in the intergovernmental fees section, the city providing IT services for ESF will need to provide a cost estimate to support all of ESF.

Logistical (Including Facilities and Fleet)

- No additional personnel are required.
- The facilities in Springfield are in significant need of capital maintenance and some station replacement, including seismic retrofitting. Routine maintenance is not funded as robustly as Eugene, Springfield should develop a comprehensive facilities plan and increase the funding for replacement, improvements, and routine maintenance.

Emergency Medical Services

- No change in service delivery.

Training, Fire Prevention, and Operations

- No change.

Fee Structure

The fee structure for this option could be identical to the method proposed in the formation of an IGE, if this option is considered, reference the IGE section of the report for a fee structure option.

Advantages

- With a singular city administration and support services, this option significantly reduces the duplication of effort that exists today. Almost all the challenges in the current organization are minimized, if not eliminated.
- Both cities continue to experience the financial savings and expanded operational capacity that exists today.
- With the organization remaining part of one city and not independent, there is no need to provide new systems for Finance, HR, Information Technology, Facilities Maintenance, or Fleet Maintenance.
- If Springfield is selected to provide the service, Eugene's PERS and Health Insurance Costs will significantly reduce (If employees were transferred to the Springfield plan).

Disadvantages/Challenges

- If Eugene was providing the service, the impact of Eugene's PERS rate would cause a significant cost increase for the City of Springfield.
- If Springfield was providing the service, transferring Eugene's employees to Springfield along with the UAL from Eugene may also impact Springfield's PERS rates for all Springfield employees in a future actuarial review.

- If Springfield ESF employees are removed from the Springfield Health Plan it could result in rate increases for remaining employees.
- Eugene has indicated the loss of employees for their health plan may affect the sustainability of their health plan.
- While each city would be able to plan long-term for their city's fire service, ESF would be challenged to conduct long-term planning across their entire service area due to both cities having the ability to terminate the agreement and reestablish their own fire agency.

Findings Related to Desired Outcomes

The following table identifies the findings for this option related to the desired outcomes identified from stakeholder interviews.

Figure 19: Desired Outcomes with One City Providing Service to the Other

Desired Outcomes	One City Providing Service to the Other
Single Governance and Administration	Provides single governance and administration from the city chosen to oversee and support ESF
Operational Advantages of Consolidation	Both cities retain the operational advantages gained from functional consolidation.
Oversight by City	The city providing the service would have more decision-making authority and influence over ESF, however, this could be minimized with language in the IGA providing collaboration between the two cities.
Financial Impacts	• Five additional administrative positions are recommended as part of managing the administrative complexities of ESF at an estimated cost of $900,000. • Increased costs for the city selected to provide service and a potential challenge in "right sizing" the support costs for the city no longer supporting the fire department. • If Springfield provides the service, the cost of health benefits and PERS costs would be reduced by an estimated $3.2 million for ESF, however, a new actuarial evaluation of Springfield's PERS rate may impact all Springfield employees. • If Eugene provides the service, the cost of health benefits and PERS retirement would be increased by an estimated $1.2 million for ESF. • Either City not providing health benefits may be challenged in sustaining their city's health plan.

Desired Outcomes	One City Providing Service to the Other
ESF Staff Experience	This option would streamline administrative services for ESF Staff while maintaining the operational benefits of the functional consolidation.
Impact on City Administration and Support Services	• The city taking on the responsibility will need to determine if they can manage a larger workforce and additional facilities for the Fire Department and at what cost. • The city not assuming the responsibility would need to "Right Size" their support services, leading to sharing the infrastructure costs among a smaller number of city departments. Both cities have indicated they may not be able to reduce these support service costs.
Sustainability	This option would be sustainable if the city selected determines it has the capacity to provide the service.
Long-Term Planning for Fire/EMS	This option would improve the long-term planning for ESF, however, the city not providing the oversight may not have as much influence in its fire service delivery.
Time to Implement	Both cities' administrations would require time to assess the capacity and cost of the transition and then determine the time it would take to develop capacity for the city selected to provide service.

Feasibility - Eugene providing service for Springfield

Triton ***does not*** consider Eugene providing service to Springfield feasible due to the significant increase in cost for PERS and Health Insurance for the Springfield employees transferred to Eugene.

Feasibility - Springfield providing service for Eugene

Triton ***does*** consider Springfield providing service to Eugene feasible, however:

- The transfer of the PERS unfunded actuarial liability from Eugene to Springfield may impact the cost for all Springfield employees.
- Springfields support services may be challenged to support an additional 210 employees and IT needs in all of Eugene facilities.

ESTABLISHING AN INTERGOVERNEMENTAL ENTITY

An intergovernmental entity (IGE) is a public body and a municipal corporation with governmental powers and responsibilities provided to the entity by the cities through an intergovernmental agreement (IGA).

An IGE is created when two or more governments enter into a written agreement, approved by a vote of the founding governments' governing bodies (for example a city council). This agreement delegates certain governmental tasks and responsibilities to a newly created Board with representatives from the governments creating the IGE. Intergovernmental entities typically provide a single government service.

The IGE is considered a local government and must follow most state laws related to local governments in Oregon. An IGE is created pursuant to Oregon Revised Statutes Chapter 190 through an IGA between the parties. Generally, government entities consider forming an IGE only after deciding it is the best governance structure to address a particular problem or issue. An IGE may not impose new taxes; however, it may allow for the creation of new services or increase efficiency and coordination of services, and it may result in some cost savings.

An intergovernmental entity's governing body is not usually elected by the people through a regular election process, the IGE is most often governed by the people who are appointed to their seats by the governing body that created the IGE. The appointed members of the governing body for an IGE are most often referred to as a "board" or "commission."

Oregon law provides significant flexibility to organize and define the governance for an IGE. The parties forming an IGE can work through the issues and identify specific requirements to ensure the needs of the founding governments are met as best as possible.

ORS 190.080 specifies that an IGE may not levy taxes or issue general obligation bonds, except as provided in ORS 190.083 relating to transportation facilities, however, an IGE does have the following specific powers available to them through ORS 190.080:

- Issue revenue bonds under ORS chapter 287A or enter into financing agreements authorized under ORS 271.390 to accomplish the public purposes of the parties to the agreement.

- Enter into agreements with vendors, trustees, or escrow agents for the installment, purchase or lease, with option to purchase, of real or personal property if the period of time allowed for payment under an agreement does not exceed twenty years.
- Adopt all rules necessary to carry out its powers and duties under the intergovernmental agreement.

Governance and Executive Leadership

Consider a governance structure that establishes a board responsible for overseeing the IGE's operations. Both Cities could appoint two elected officials and one City Manager (or Assistant City Manager) to serve as the Board of Directors for the new governing body.

The governing body for the new entity should be structured in a way that ensures appropriate representation and decision-making power from both cities. The Cities will have to determine if the governance is equally distributed or weighted in some manner to the larger city.

The IGE is considered a form of local government and the Board of Directors, serving as the governing body, must follow all requirements for public meeting laws.

The Fire Chief should serve as the Executive Director of the IGE and be directly supervised and appointed by the Board of Directors through a written employment agreement. The City Managers would retain their authority as Chief Executive Officers of their cities and serve on the Board of Directors for the IGE.

The Board should establish a Board Policy manual that governs the operation of the Board and its responsibilities. This policy manual should provide supervision of, guidance to, and direction for the administration of the IGE.

The Board Policy manual would provide authorization for the Fire Chief to interpret and apply Board policies to create administrative and operational policies and procedures that meet the intent of Board policies.

Budget Development and Administration

The Fire Chief should prepare a single budget for ESF, including the funding required by each city, for presentation to the IGE Board of Directors. During this process, The City Managers would ensure the budget meets the needs for service and fiscal sustainability for their City.

If one city has a program that they wish ESF to manage but the other city is not interested, the Fire Chief will isolate the costs of the program in the budget in a manner that provides clarity and transparency that the funding for the program is fully covered by the interested city. The service Eugene provides for the Airport is an example of a program that should be fully funded by the City of Eugene.

The Board of Directors reviews the draft budget and authorizes a budget that will be recommended to both cities for their consideration during their normal budget process. Triton recommends the IGE budget process be completed by early March to allow for both cities to integrate the cost for fire service into their budget process.

Once adopted, the Fire Chief administers the budget for the IGE. If either city is faced with a need to make budget reductions after adoption of the budget, the Board of Directors would address the issue and direct the Fire Chief to make the appropriate adjustments to the budget.

If the Fire Chief identifies a need for increased funding after the adoption of the budget, the Board of Directors would consider the request first and, if approved at some level, the request would be presented to the City Councils for consideration.

ESF Personnel Transfer

Consider transferring all ESF employees (Eugene and Springfield) to become IGE employees. Triton recommends staff continue designating employees as either Eugene or Springfield at least during the first few years of the agreement.

Asset Transfer

Consider leaving all fleet and facility assets and maintenance with each city for the initial periods of the agreement with a plan to revisit this in the future. Eventually, the IGE may be able to streamline the work of replacement and maintenance of apparatus and equipment under the full direction of the IGE.

Revenue generated by ESF

Consider the revenue generated by ESF, most importantly ambulance transport revenue, to be captured in the ESF budget and used to offset the funds required from each city to fund ESF. The Fire Chief would propose to the Board of Directors how to utilize these funds and the Board of Directors would make the recommendation to both City Councils for their consideration.

Any excess or shortage from the projected revenue would be addressed through the normal budget process as described above. It could be used to offset the member fee or be reinvested to manage the service level needs of ESF.

Public Employee Retirement System

An IGE falls under the classification of a public employer with the option to enroll its employees in the Public Employees Retirement System (PERS). The initial PERS rates for the newly established entity would align with either the system-average rates applicable to Independent employers or those within the SLGRP (State Local Government Rate Pool), contingent upon the preference chosen by ESF upon enrollment. The system-average rates for the 2023–2024 biennium are outlined below:

Figure 20: PERS System Average Rates for Independent Employers—2023–2025

Independent Employers	Tier 1/Tier 2		OPSRP	
	General Service	Police & Fire	General Service	Police & Fire
Normal Cost Rate	17.94%	17.94%	9.89%	14.68%
Tier 1/Tier 2 UAL Rate	0.15%	0.15%	0.15%	0.15%
OPSRP UAL Rate	1.69%	1.69%	1.69%	1.69%
Member Redirect offset	-2.40%	-2.40%	-0.65%	-0.65%
Net employer pension contribution rate	**17.38%**	**17.38%**	**11.08%**	**15.87%**

Figure 21: PERS System Average Rates for SLGRP Employers—2-23-2025

SLGRP Employers	Tier 1/Tier 2		OPSRP	
	General Service	Police & Fire	General Service	Police & Fire
Normal Cost Rate	16.35%	16.35%	9.89%	14.68%
Tier 1/Tier 2 UAL Rate	12.61%	12.61%	12.61%	12.61%
OPSRP UAL Rate	1.69%	1.69%	1.69%	1.69%
Side Account rate relief				
Member Redirect offset	-2.40%	-2.40%	-0.65%	-0.65%
Net employer pension contribution rate	**28.25%**	**28.25%**	**23.54%**	**28.33%**

These system-average rates would remain effective until the 2025–2027 biennium (assuming the IGE is established in 2024), at which point the updated system-average rates for 2025–2027 would come into effect (notably, these rates will not be adopted by the PERS Board until September 2024). ESF would subsequently undergo its own actuarial valuation and rate-setting process by PERS for the 2027–2029 biennium.

Similarly, the cities of Eugene's and Springfield's rates would not change until the new valuation for ESF. For this new current biennium, the City of Eugene's and City of Springfield's rates are reflected in the following figure:

Figure 22: Eugene and Springfield PERS Rates for 2023–2025 Biennium Compared to New Entity—Independent Employer

	Tier 1/Tier 2		OPSRP	
	General Service	Police & Fire	General Service	Police & Fire
City of Eugene *(Independent)*	29.64%	29.64%	22.90%	27.69%
City of Springfield *(SLGRP)*	23.11%	23.11%	16.28%	21.01%
New Entity – Independent Employer	**17.38%**	**17.38%**	**11.08%**	**15.87%**
New Entity – Group Employer	**28.25%**	**28.25%**	**23.54%**	**28.33%**

By opting for the New Entity—Independent Employer PERS rate, ESF stands to achieve substantial savings, amounting to a total of an estimated $4 million a year until the actuaries evaluate the new entity and determine the rate. This estimation is based on the current gross payroll and the newly introduced entity rates for the 2023–2025 biennium. The breakdown in the following figure illustrates the costs associated with the existing gross payroll in each plan for both cities. It's important to note that the new rates for the 2025–2027 biennium are anticipated to be published by PERS in September of 2024. The following figures show the breakdown for both cities.

Figure 23: Eugene Current PERS Rate Compared to New Entity—Independent Rate

City of Eugene		CURRENT RATE		NEW ENTITY—INDEPENDENT		
Plan	Gross Payroll	Rate	Cost	Rate	Cost	Difference
Police Fire (Tier 1-2)	$9,825,364	29.64%	$2,912,238	17.38%	$1,707,648	**($1,204,590)**
General Service (Tier 1-2)	$690,601	29.64%	$204,694	17.18%	$118,645	**($86,049)**
Police Fire (OPSRP)	$13,970,391	27.69%	$3,868,401	15.87%	$2,217,101	**($1,651,300)**
General Service (OPSRP)	$4,859,476	22.90%	$1,112,820	11.08%	$538,430	**($574,390)**
Total	**$29,345,832**		**$8,098,153**		**$4,581,825**	**($3,516,329)**

Figure 24: Springfield Current PERS Rate Compared to New Entity—Independent Rate

City of Springfield		CURRENT RATE		NEW ENTITY—INDEPENDENT		
Plan	Gross Payroll	Rate	Cost	Rate	Cost	Difference
Police Fire (Tier 1-2)	$4,916,428	23.11%	$1,136,187	17.38%	$854,475	($281,711)
General Service (Tier 1-2)	$0	23.11%	$0	17.18%	$0	$0
Police Fire (OPSRP)	$5,069,345	21.07%	$1,068,111	15.87%	$804,505	($263,606)
General Service (OPSRP)	$486,542	16.28%	$79,209	11.08%	$53,909	($25,300)
Total	**$10,472,315**		**$2,283,507**		**$1,712,889**	**($570,617)**

The SLGRP Rate will increase PERS costs for ESF by an estimated $630,000 each year for approximately the first two years. This rate could change after the actuaries assess the new IGE, however, employers in the pool are more insulated from certain impacts to their rate through the "pooling" of the risk, potentially leading to more stable rates over the long term. If the district chooses to be rated as an Independent, they could move to the SLGRP in the future. Once an entity joins the SLGRP, that decision is irrevocable. The following figures show the breakdown for both cities.

Figure 25: Eugene Current PERS Rate Compared to New Entity - SLGRP Rate

City of Eugene		CURRENT RATE		NEW ENTITY - GROUP		
Plan	Gross Payroll	Rate	Cost	Rate	Cost	Difference
Police Fire (Tier 1-2)	$9,825,364	29.64%	$2,912,238	28.25%	$2,775,665	($136,573)
General Service (Tier 1-2)	$690,601	29.64%	$204,694	28.25%	$195,095	($9,599)
Police Fire (OPSRP)	$13,970,391	27.69%	$3,868,401	28.33%	$3,957,812	$89,411
General Service (OPSRP)	$4,859,476	22.90%	$1,112,820	23.54%	$1,143,921	$31,101
Total	**$29,345,832**		**$8,098,153**		**$8,072,493**	**($25,661)**

Figure 26: Springfield Current PERS Rate Compared to New Entity - SLGRP Rate

City of Springfield		CURRENT RATE		NEW ENTITY - GROUP		
Plan	Gross Payroll	Rate	Cost	Rate	Cost	Difference
Police Fire (Tier 1-2)	$4,916,428	23.11%	$1,136,187	28.25%	$1,388,891	$252,704
General Service (Tier 1-2)	$0	23.11%	$0	28.25%	$0	$0
Police Fire (OPSRP)	$5,069,345	21.07%	$1,068,111	28.33%	$1,436,145	$368,034
General Service (OPSRP)	$486,542	16.28%	$79,209	23.54%	$114,532	$35,323
Total	**$10,472,315**		**$2,283,507**		**$2,939,568**	**$656,062**

Triton recommends adopting the independent rate to secure the $4 million in savings for approximately the first two years. If the volatility of this option becomes a concern, the entity can switch to the SLDRP rate.

Health Insurance

Springfield Health Plan: Springfield's benefits consultant at USI Insurance Services indicated that it was possible to transfer non-Springfield employees to the Springfield health benefits plan: Springfield would be required to revise their health benefits plan to be identified as a "Multiple Employer Welfare Association" plan.[4] This would allow non-Springfield employees, whether Eugene employees or employees of a new, independent entity to participate.

City of Springfield Human Resources Director Chaim Hertz reports that the city has "enjoyed an exceptionally stable benefit plan with rates that have stayed flat for more than 11 consecutive years." Just over 20% (306 of the benefit plan's approximately 1,500 employee and family members covered by the plan) are associated with ESF, and these 306 members have traditionally been low utilizers of the plan. Therefore, if Springfield ESF employees are removed from the Springfield Health Plan it could result in rate increases for remaining employees.

Eugene Health Plan: Based on information provided by the Eugene HR Director, determining the ability for non-Eugene employees to be a part of the Eugene Health Plan would require a significant amount of research and analysis to determine legality and feasibility, and is unknown at this time. Health Insurance from Eugene would need to be explored if this option were chosen. Eugene has indicated that the loss of Eugene Firefighters on the Health Plan may impact the cost of their health plan for the remaining Eugene employees.

[4] Chaim Hertz, City of Springfield Human Resources Director, discussed the ability for external employees to be a part of the city's health plan with USI Insurance Services.

Current Health Insurance Costs: The following figures provide the current costs for Springfield and Eugene employees, with separate figures for non-Fire and Fire employees for each city.

Springfield offers one Medical and Vision Plan, which is managed by Pacific Source Health. For dental benefits, employees may choose between Delta Dental and Delta Dental Plus. (The latter dental plan includes orthodontia benefits.) Costs in the following figures factor the average of the two dental plans into the total costs.

Total health insurance costs are the same for Fire and non-Fire employees. Additionally, Springfield operates a Wellness Center at which eligible employees and their dependents can receive a variety of services at no cost, including diagnosis and treatment of acute illnesses and non-occupational injuries; diagnosis and management of chronic health conditions; and health maintenance and prevention, including vaccines.

Total monthly costs for Springfield health insurance range from $666.95 to $1,973.11. Non-Fire employees are responsible for paying for 10% of the monthly premiums and Fire employees are responsible for 5% of the monthly premiums.

Figure 27: Monthly Health Insurance Costs—Springfield (Management and non-Fire)

Coverage	Total Cost	Employee Cost	City Cost
Employee Only	$666.95	$66.70	$600.26
Employee + Spouse/Domestic Partner	$1,423.54	$142.36	$1,281.18
Employee + Family	$1,973.11	$197.28	$1,775.83

Figure 28: Monthly Health Insurance Costs—Springfield (Fire)

Coverage	Total Cost	Employee Cost	City Cost
Employee Only	$666.95	$33.35	$633.60
Employee + Spouse/Domestic Partner	$1,423.54	$71.18	$1,352.37
Employee + Family	$1,973.11	$98.66	$1,874.45

Eugene offers three self-insured Preferred Provider Organization (PPO) health plans through Pacific Source Health at varying costs: City Health Plan, City Managed Care Plan, and City Hybrid Plan. (The City Hybrid Plan, however, is not offered to Fire employees.) There are significant differences between the plan design structures, including co-pays and benefits offered. For illustrative purposes, the following figures display the average monthly costs of the various plans. Total monthly costs for Eugene health insurance range from $922.22 to $2,754.65. Additionally, there are different monthly charges for Eugene Battalion Chiefs, which vary only slightly from all other Fire employees. Both Fire and non-Fire employees are responsible for paying approximately 5% of monthly premiums.

Figure 29: Monthly Health Insurance Costs—Eugene (Management and non-Fire)

Coverage	Total Cost	Employee Cost	City Cost
Employee Only	$922.22	$50.30	$871.92
Employee + Spouse/Domestic Partner	$1,795.99	$97.25	$1,698.75
Employee + Family	$2,552.41	$137.51	$2,414.91

Figure 30: Monthly Health Insurance Costs—Eugene (Fire)

Coverage	Total Cost	Employee Cost	City Cost
Employee Only	$987.03	$49.36	$937.67
Employee + Spouse/Domestic Partner	$1,933.47	$96.68	$1,836.79
Employee + Family	$2,754.65	$137.74	$2,616.91

Comparison of Eugene and Springfield Health Plans

The Eugene health plan is between $255 and $579 higher in cost for management and non-fire employees ($402 average), and between $320 and $781 higher in cost for Fire employees ($537 average) than the Springfield health plan.

- If Eugene employees transferred to the Springfield health plan, the estimated reduction in cost would be $1.3 million annually.
- If Springfield employees transferred to the Eugene health plan, the estimated increase in cost would be $586,000 annually.

Other Health Plan Options

As an IGE, ESF would also have the option of accessing employee health benefits through other affiliates, such as the Special Districts Insurance Services (SDIS) and Citycounty Insurances Services (CIS). Through its partnerships with insurance carriers and

administrators, SDIS and CIS for example can offer coverage for medical, vision, dental, and other employee insurance benefits. Plan varieties and costs vary depending on the type of plan selected and the number of enrolled members.

As an IGE, ESF could shop on the open market for employer health insurance plans using an agent. This option would provide the opportunity for customization of plan benefits. ESF would be rated as a large employer due to employee size and coupled with a younger demographic average age for fire, may result in affordable and competitive coverage rates.

Interdepartmental Charges

If an Intergovernmental Entity (IGE) is created, each city needs to determine how this will impact their interdepartmental charges.

The dollar amounts in the following figure represent charges allocated to ESF by both Eugene and Springfield for city administrative support. Some costs represent equipment and property, while others are allocations of centralized costs, such as Information Technology staff and systems. Some of these costs and other centralized costs could be allocated to the other city in an agreement, however, some costs may be part of infrastructure and would have to be reallocated to the remaining city departments.

The following figure shows all interdepartmental charges assessed to the fire departments by the City of Springfield and the City of Eugene.

Figure 31: Springfield and Eugene Interdepartmental Charges for FY23

Springfield and Eugene Interdepartmental Charges Based on FY 23 Actual Expenditures			
	Springfield	**Eugene**	**Totals**
Facility Costs (including insurance)	152,679	1,381,622	1,534,301
Fleet Costs	756,058	2,826,907	3,582,965
Liability Insurance	181,953	115,920	297,873
Information Technology	191,088	728,039	919,127
Other	540	25,769	26,309
Indirect Cost Allocation	1,662,840	4,254,000	5,916,840
Totals	**$2,945,158**	**$9,332,257**	**$12,277,415**

For an Intergovernmental Agreement between Eugene and Springfield, it is assumed that each city would continue to maintain ownership and responsibility of their property and fleet and maintain those assessments, $908,737 for Springfield and $4,208,529 for Eugene.

With one city providing the full administrative services for the other, the city chosen to provide the service will need to estimate the cost to support all ESF and the other city would need to determine how much of the interdepartmental charges currently assessed to their fire department could be reduced ($2,036,422 for Springfield and $5,123,728 for Eugene). If ESF provides its own administrative services, both cities would need to determine how much of their interdepartmental fees could be reduced.

Example: Lane Fire Authority (LFA)

LFA provides fire, life safety and emergency medical services to 45,000 residents in Lane County, adjacent to Eugene, with 80 career and volunteer personnel.

Lane County Fire District No. 1 and Lane Rural Fire/Rescue functionally consolidated in 2011 and formed Lane Fire Authority (LFA) as an intergovernmental entity as authorized by ORS 190.003-190.130 on July 1, 2012.[5] In 2016, by vote of the residents, the two districts merged to form a Fire District, retaining the name of Lane Fire Authority, with a new permanent tax rate of $2.03 per $1,000 of assessed value. In 2019, Santa Clara Fire District contracted for services from Lane Fire Authority through an intergovernmental agreement.

As an intergovernmental entity, LFA was established as a separate legal entity, political subdivision, and public corporation of the State of Oregon, existing separate and distinct from the two fire districts. The governing body was comprised of two elected officials from each district with each Board Member holding one vote. The Fire Chief served as the Chief Executive Officer.

LFA submitted a budget for services on or before March 1 of each year to both fire districts for approval and adoption. Once adopted, LFA was authorized and responsible to expend and receive the revenues and operate within the budget. When the parties deemed appropriate, and by supplement agreement, separately owned equipment and facilities would be transferred, at no cost, to LFA.

[5] Intergovernmental Agreement for Fire and Emergency Services between Lane Rural Fire/Rescue and Lane County Fire District No 1. Signed by all board members of both fire districts between February 15 and March 20, 2012.

Termination of the agreement required one year's notice by either party. This agreement was terminated in 2016 from the formation of a fire district with all personnel and assets transferring to the new Fire District.

Unified Fire Authority is another example from outside of Oregon, information about this organization is available in the Appendix

Comparison of Similar Fire Districts and Authorities

Triton has evaluated four other fire districts that are of similar size to ESF. Each of these districts provide all their administrative support and provides a snapshot of total staffing for each of the entities compared to ESF. It is important to note that ESF and SCFA are the only entities providing ambulance transport for their communities.

- CCFD: Clackamas County Fire District, Oregon[6]
- SCCFD: Santa Clara County Fire District, California[7]
- CPFR: Central Pierce Fire and Rescue, Washington[8]
- SCFA: South County Fire Authority, Washington[9]

Figure 32: ESF Compared to Like Fire Districts and Authorities

	ESF	CCFD	SCCFD	CPFR	SCFA	AVERAGE
Population	258,280	220,000	258,000	212,068	300,000	**249,670**
Stations	16	22	15	12	15	**16**
EMS Transport	Yes	No	No	No	Yes	**—**
Total Staff	303	342	328	314	373	**332**
Operations Staff	250	275	246	262	307	**268**
Admin Staff	53	67	82	52	66	**64**
Admin to Total Staff Ratio	**21.2%**	**24.4%**	**33.3%**	**19.8%**	**26.0%**	**24.9%**

These Fire Districts manage their own Finance, IT, and HR functions. For ESF, not including fleet and facilities, ESF is assessed approximately $7 million for these services plus some

[6] Clackamas Fire District website and adopted budget for FY 23/24.
[7] Santa Clara LAFCO Countywide Fire Service Review, October 4, 2023. Administrative staff assigned to emergency management, communications, and volunteers were removed to allow for a more accurate comparison to ESF.
[8] Central Pierce Fire and Rescue website and adopted budget for FY2022. Staff assigned to fleet maintenance were removed to allow for a more accurate comparison to ESF.
[9] South County Fire Authority website and adopted budget for FY23/24.

administrative positions in ESF assigned to the same functions. The comparable entities' costs for the same administrative services range from $3.3 to $4.1 million. (Triton was not able to break out these costs in the SCCFD budget).

Administrative Staffing and Functional Requirements

The IGE could take responsibility for all existing administrative support services or contract with one of the cities to provide those services to the new entity. Contracting with one of the cities for this service would reduce the need to create new support services in infrastructure for finance and information technology. Human Resources, with limited infrastructure needs, could be assumed by the new entity with less infrastructure needs. Contracting for information technology and finance may be the preferred option initially, however, considering the comparable agencies it may be more cost effective for the IGE to assume all administrative functions at some point in the future, including fleet. Triton proposes that each city retain responsibility for facilities, however, routine maintenance could be assigned to the IGE.

Assessment of Administrative and Support Positions for ESF

Triton has evaluated the expectations for each major area of administration and support provided by ESF, the level of support currently provided by the cities, and an initial identification of needs if ESF was independently delivering its administrative and support services.

Triton has included the current budgets for Finance, HR, and IT for Clackamas Fire District #1, OR (CCFD), Central Pierce Fire Rescue, WA (CPFR), and South County Fire Authority, WA (SCFR). A breakdown of costs for Finance, HR, and IT was not available in the budget documents for Santa Clara County Fire District (SCCFD).

Triton recommends the following for each major function in ESF:

Fire Chiefs Office

- **Deputy Chief**: The addition of one Deputy Chief to assist the Fire Chief in participation in both Cities leadership teams and city council meetings. This position will assist the Fire Chief with the administration of the IGE and provide the capacity to this office for administration and effectively keeping both cities engaged with their Fire Department.

- **Public Information Officer**: The addition of a Public Information Officer would provide the ability for ESF to communicate more effectively with the communities in both Cities. This position is included in the proposed budget for ESF and Triton considers this position will provide value for both cities.

Finance (Budgeting, Payroll, Purchasing, and Billing)

Two positions are recommended for finance in the current model of delivery or with the transition to an IGE.

- **Program Specialist—Billing**: The addition of a Program Specialist in the Administration Division to perform ambulance billing functions would increase the capacity of this group to handle billing for the more than 15,000 annual transports. This addition would improve the timeliness and accuracy of billing and therefore improve revenue recovery.
- **Program Coordinator—Purchasing**: The addition of a Program Coordinator to focus on Purchasing functions would improve compliance with purchasing regulations and help to ensure that contracts are renewed in a timely manner. This addition would also help to ensure a proper division of duties between Accounts Payable and Purchasing staff.

If ESF were to become an independent entity and establish their own finance department, there would be new positions required, start-up cost for finance software, and ongoing costs for materials and services. One position would be initially recommended with more analysis required if the entity were to become independent.

- **Chief Finance Officer**: In addition to the current role of the Administrative Manager, ESF would require a Chief Finance Officer to coordinate all financial activities, including budget, financial reporting, ambulance billing, payroll, accounts payable/receivable, and purchasing.
- **Finance and HR Software**: ESF would require a robust management system with modules for, at a minimum, general ledger, accounts payable/receivable, purchasing, fixed assets, and human resources management. Such systems are offered by Springbrook, Tyler, Caselle, Oracle, and others.
  - Purchase price and implementation could range between $100,000 and $250,000, depending on the product and modules selected, and the level of customization and training required.

- ESF should also expect a significant time commitment from administrative staff to migrate to a new system and to train ESF staff in its use.

Comparable Fire Districts expenditures for the Finance Function:

- **Clackamas County Fire District 1 (CCFD)** has budgeted expenditures of $839,150 for Finance in FY23/24.
- **Central Pierce Fire Rescue (CPFR)** has budgeted expenditures of $752,008 for Finance in FY23/24.
- **South County Fire Authority (SCFR)** has budgeted expenditures of $897,418 for Finance in FY23/24.

Human Resources Functions

If ESF were to assume the responsibility for Human Resources, Triton recommends two new positions and some ongoing costs for materials and services. Both cities may be able to reduce their interdepartmental charges for the HR function to offset this cost.

- **Human Resources Manager**: The addition of a Human Resources Manager is recommended. As an independent entity, ESF would be responsible for all aspects of human resources management, including recruitment, selection, on-boarding, payroll, employee benefits management, and disciplinary actions. The Personnel Officer would be a "working manager" who provides direction and oversight of the above functions and provides some direct services, such as benefits and discipline.
- **Senior Management Analyst**: The addition of a Senior Management Analyst would provide ESF with the necessary capacity to take on the additional human resources functions required of an independent entity. The Senior Management Analyst could focus on the performance of recruitment, selection, and on-boarding duties.

Comparable Fire District expenditures for the Human Resources function:

- **Clackamas County Fire District 1 (CCFD)** has budgeted expenditures of $595,510 for Human Resources in FY23/24.
- **Central Pierce Fire Rescue (CPFR)** has budgeted expenditures of $706,802 for Human Resources in FY23/24. Removed $871,274 that was allocated to the HR Budget for retiree health care to provide a more accurate comparison.
- **South County Fire Authority (SCFA)** has budgeted expenditures of $1,048,060 for Human Resources in FY23/24.

Information Technology

One position is recommended for Information Technology in the current model of delivery or with the transition to an IGE.

- **Senior Management Analyst—Data Analysis:** Addition of a Senior Management Analyst to assist in the demands for data analytics to meet the needs of the organization.

If ESF were to become an independent entity and provide their own information technology department, there would be new positions, start-up costs and ongoing materials and services costs. One position would be initially recommended with more analysis required for additional positions.

- **Information Technology Manager**: Addition of the manager for this independent function to oversee all Information Technology functions for the Fire District.

Comparable Fire Districts expenditures for the Information Technology function.

- **Clackamas County Fire District 1 (CCFD)** has budgeted expenditures of $1,896,730 for Information Technology in FY23/24.
- **Central Pierce Fire Rescue (CPFR)** has budgeted expenditures of $2,147,639 for Information Technology in FY23/24.
- **South County Fire Authority (SCFR)** has budgeted expenditures of $2,174,502 for Information Technology and GIS in FY23/24.

Logistical (Including Facilities and Fleet)

- **Apparatus and Equipment**: Each city retains responsibility for the purchase and maintenance of apparatus and equipment.
- **Facilities**: Each city maintains ownership and continues providing maintenance for their facilities.

Emergency Medical Services

- No change in service delivery.

Training, Fire Prevention, and Operations

- No Change

Recommended Administration and Support Staffing

Triton recommends five new positions for ESF with administrative support provided by one of the cities either in the current model of service delivery or with the transition to an IGE where one city is providing administrative services for ESF. The background for these positions is in the narrative of this section and based on actual needs identified during the Triton review. The estimated expense is based on the current fiscal year salary and benefits in 2023 with a total cost estimated at just over $900,000.

Figure 33: Additional Positions Proposed for an IGE with One City Providing Administrative Support

Additional Positions Proposed for an IGE	
Deputy Chief	337,769
Public Information Officer	120,000
Program Specialist—Billing	119,206
Program Coordinator—Purchasing	131,325
Senior Management Analyst—Data Analysis	219,223
Total	**$927,523**

Fee Structure

Each city should be assessed for the proportional cost to operate ESF while allowing ESF to operate under a single budget and as a fully unified agency providing services to both cities. Three options were considered:

- **Negotiation**: Refining the cost allocation through yearly negotiations, coupled with selectively implementing formulas for specific expenditures, could enhance oversight for both cities. Nonetheless, the clarity of expenses and the risk of cost spillage between cities may lead to uneven funding for the new entity in the long term and limit the ability for ESF to operate as a unified agency. Consequently, Triton advises against employing this approach to finance ESF.
- **Assessed Value**: Dividing costs solely based on assessed value would simply distribute financial burden according to taxable property value. While this mirrors the purpose of the property tax system in accruing funds for public services, it does not necessarily represent the actual burden of services a municipality aims to deliver, particularly across two very different cities with different tax value growth. Consequently, Triton advises against using assessed value to allocate costs between Eugene and Springfield.
- **Service Demand**: The method recommended by Triton is already successfully employed by the Unified Fire Authority, facilitating shared services among 15 cities and Salt Lake County. This approach entails dividing costs based on the number of three-person engine and truck companies on duty each day. Not only does it enable cities to isolate costs aligned with their preferences, but it also establishes a clear framework for cost-sharing when a company's first due area from one city overlaps into another.

Shared Costs

Expenditures that are shared proportionally between the cities are all those costs that are provided to both cities and not isolated to one city or the other. Triton is recommending that administration and support, on duty Battalion Chiefs, and on duty ambulances be shared by this model. While the revenue for ambulance transport can be credited to the city where the transport occurred, the staffing of ambulances should be provided based on the actual demand for service and shared based on the overall percentage for each city.

This model will allow ESF to assign resources based on the adopted standard of cover to mee the community risk for the full ESF response area.

Non facility or fleet Interdepartmental Charges: The existing intergovernmental charges not directly attributed to facility or fleet remain in the overall ESF budget to allow for comparison of the member fee formula. Triton anticipates these funds combined from both cities will be required if either city chooses to provide overall support services for the new entity.

Isolating Costs for one City or the Other

For Eugene and Springfield, there are costs that will remain specific to the city and not be shared with the other city and others that may be combined.

- **Facilities and Fleet**: Each city will provide the funding specific for their city for their facility and fleet. These costs have been removed from the analysis.
- **Airport Enterprise Fund**: Eugene operates the Airport Fire Department that is a Eugene specific cost. The cost for this service would not be shared by Springfield.

Member Fee Formula—Service Demand

The method recommended in this section is utilized at Unified Fire Authority to share the costs accurately and transparently for service delivery among the 15 cities and Salt Lake County. The Member Fee Formula describes this method as it would be applied to ESF.

The total cost of operating ESF, less the isolated costs, would be divided by the number of engine and truck companies staffed each day. The cost of service is assessed for each city based on the number of engine and truck companies staffed in their city while both cities benefit from the cost sharing of a regional model. Demand for service drives the cost as opposed to the taxable value of the area.

When a first due area overlaps between the two cities, the percentage of emergency incidents within each city's portion of the first due area, over a three-year period, would determine the members use of the engine/truck companies assigned to that station. This method allows ESF to establish boundaries for fire stations that are based on the closest resource to the 911 emergency while providing an accurate and transparent assessment of use along the borders to establish cost sharing.

- **First Due Area:** The geographical area that the station serves where they are closer than any other station. The engine or truck companies assigned to that station are normally "*first due*" on incidents in this geographical area.

For Eugene and Springfield, there are four stations that have a first due area that overlaps with the other city (Stations 4, 5, 6, and 13). Their percentage of response for each city inside their first due area over between 2020 and 2022 is identified in the following figure:

Figure 34: Percentage of Response in Each City for Stations 4, 5, 6, and 13

Fire Zones that Cross City Borders	2020-2022 Total Incident Count	Total in Eugene	% in Eugene	Total in Springfield	% in Springfield
Station 4 Zone	10,992	1,802	16.4%	9,190	83.6%
Station 5 Zone	8,126	796	9.8%	7,330	90.2%
Station 6 Zone	9,773	9,754	99.8%	19	0.2%
Station 13 Zone	4,136	3,645	88.1%	491	11.9%

ESF Costs shared using the Member Fee Formula

For FY23 actual expenditures for Eugene and Springfield combined are $84,441,429. Subtracting facilities and fleet interdepartmental charges for both cities and the Eugene Airport Fund leaves $77,907,482 to be shared using the Member Fee Formula.

Figure 35: FY23 ESF Actual Costs less Isolated Costs to Determine Shared Costs

Item	Eugene	Springfield	ESF
FY 23 Actual Expenditures	**$60,643,079**	**$23,798,350**	**$84,441,429**
Less Fleet Charges	$2,826,907	$756,058	$3,582,965
Less Facilities Charges	$1,381,622	$152,679	$1,534,301
Less Airport Enterprise Fund	$1,416,681		$1,416,681
Total ESF Costs to be Shared	**$55,017,869**	**$22,889,613**	**$77,907,482**

PERS Savings with an IGE

Adopting the PERS new-entity independent rate, PERS costs could be reduced by an estimated $4 million per year due to the significant reduction in the rate, at least for the first two years. The Eugene Airport costs for PERS contribution will be reduced by approximately $100,000, leaving a shared savings of $3.9 million for ESF in PERS contribution. While this will reduce costs initially for ESF, the member fee formula does not reflect these savings to allow for an accurate comparison of costs with this formula for FY 23 actual revenue and expenditures.

Member Fee Formula

The following figure displays the sharing of costs based on dividing the allocation by each engine and truck company on duty each day and further shares the costs for the four stations that serve along the border between the cities. Using this model, the split of the shared cost to operate ESF would be 71.42% Eugene and 28.58% Springfield.

Figure 36: Shared Cost for Each City Divided by the Number of Engine and Truck Companies for FY23

Shared Cost:	$77,907,482	EUGENE		SPRINGFIELD	
CREW	ALLOCATION BY CREW	%	AMOUNT	%	AMOUNT
E1	$4,582,793	100.0%	$4,582,793		$0
T1	$4,582,793	100.0%	$4,582,793		$0
E2	$4,582,793	100.0%	$4,582,793		$0
T2	$4,582,793	100.0%	$4,582,793		$0
EL3	$4,582,793		$0	100.0%	$4,582,793
E4	$4,582,793	16.4%	$751,578	83.6%	$3,831,215
E5	$4,582,793	9.8%	$449,114	90.2%	$4,133,679
EL6	$4,582,793	99.8%	$4,573,627	0.2%	$9,166
E7	$4,582,793	100.0%	$4,582,793		$0
E8	$4,582,793	100.0%	$4,582,793		$0
E9	$4,582,793	100.0%	$4,582,793		$0
E10	$4,582,793	100.0%	$4,582,793		$0
L11	$4,582,793	100.0%	$4,582,793		$0
E13	$4,582,793	88.1%	$4,037,441	11.9%	$545,352
E14	$4,582,793		$0	100.0%	$4,582,793
E15	$4,582,793	100.0%	$4,582,793		$0
E16	$4,582,793		$0	100.0%	$4,582,793
Total Member Fee		**$55,639,691**		**$22,267,791**	
Percent of Total Member Fee		***71.42%***		***28.58%***	
2023 Actual Expenditures		**$55,017,869**		**$22,889,613**	
Increase/Decrease compared to actual expenses		**$621,822**		**($621,822)**	
Percent Increase/Decrease		**1.12%**		**-2.79%**	

Stations with an overlapping border would be analyzed each year to determine the rolling three-year balance of emergency incidents, thereby maintaining an annual adjustment of the demand for services in each city. For the current three-year balance of responses, Springfield crews first due areas are responding into Eugene more than the Eugene crews first due areas respond into Springfield.

- Cost to Springfield for Eugene's response into Springfield: $554,518
- Cost to Eugene for Springfields response into Eugene: $1,200,692

All responses outside of a first due area are considered captured in the total member fee. Triton does not recommend tracking responses requiring multiple resources or responses into a neighboring station first due area, this movement of resources throughout the shift is part of the cost of a regional system and is captured in the base member fee.

The following figure shows the shared expenditures for ESF with the fleet and facility interdepartmental charges added back in for each city, along with the Airport Enterprise Fund for Eugene. In addition, the five new recommended positions have been added to the bottom of the figure to display the total shared cost with those positions.

Figure 37: Projected Expenditures Compared to FY23 Actuals

Projected expenditures with the formation of the IGE			
Item	**Eugene**	**Springfield**	**ESF Total**
Shared Expenditures from Member Fee	**$55,639,691**	**$22,267,791**	**$77,907,482**
	71.42%	*28.58%*	
Interdepartmental Charges Fleet	$2,826,907	$756,058	$3,582,965
Interdepartmental Charges Facilities	$1,381,622	$152,679	$1,534,301
Airport Enterprise Fund	$1,416,681	$0	$1,416,681
Total Expenditures for both cities	**$61,264,901**	**$23,176,528**	**$84,441,429**
	72.55%	*27.45%*	
FY23 Actual Expenditures	$60,643,079	$23,798,350	$84,441,429
Difference from FY23 Actuals	$621,822	($621,822)	($0)
Addition of positions (71.42% / 28.58%)	$642,780	$257,220	$900,000
Expenditures with new positions	**$61,907,681**	**$23,433,748**	**$85,341,429**
	72.54%	*27.46%*	
Difference from FY23 Actuals	$1,264,602	($364,602)	$900,000

Administrative Support Service Costs

ESF would need to request proposals from each city to provide desired administrative support for the IGE (Legal, Finance, Human Resources, Information Technology, and other appropriate indirect cost allocations for ESF). Once determined, that cost would be shared between the two cities using the member fee formula defined above (71.42% Eugene and 28.58% Springfield).

The city not selected to provide administrative services for the IGE should identify how much of their existing charges to the Fire Department can be "Right Sized" without the burden of providing service to the Fire Department. This reduction is realized by that city.

Revenue Generated by ESF

The revenue received by ESF would offset the member fee for service. If the revenue is generated by ESF, it would reduce the total member fee, however, if the revenue was specific to the city, it would offset that city's member fee.

Currently, there is no revenue generated by ESF, only by each of the cities. The following figure identifies the existing revenue for Eugene and Springfield.

Figure 38: Revenue Generated by ESF

Actual Revenue Received for FY23		
Item	**Eugene**	**Springfield**
Grant Revenues	$513,727	$217,832
GEMT Revenues	$3,975,333	$1,760,082
Fire Services	$2,711,766	$1,850,985
EMS Fees	$9,603,639	$4,735,230
Recoveries	$2,255,626	—
Haz Mat Fees and Permits	$178,757	—
Plan Review Fees	$220,369	$230,664
All Other Revenues	$514,053	—
Interfund Transfers	—	$325,066
Total Revenue	**$19,973,270**	**$9,119,859**

Triton recommends that ambulance staffing be considered a shared regional expenditure to allow the deployment based on the best service to ESF as a whole. This shift may allow ESF to begin operating a single EMS system for transport and would require the collection of ambulance revenue to be based on the location of the transport as opposed to the unit providing the transport.

Managing Costs and Service Delivery

Additional desired expenditures for one city can be defined and isolated to that city. If Eugene desired to convert its truck companies to four person crews, ESF would add the actual cost to staff the additional position 24/7 to the per unit cost for those units.

If Springfield desired an additional engine company to convert one of their stations to dual company, the actual costs would be identified for staffing would be added to the full shared service cost then the total formula would be divided by one additional company, thereby reducing the per unit slightly with the full cost of the additional company, complete with the proportional impact of administrative support services, borne by Springfield.

For regional and administrative services increases, the new cost would be based on the member fee formula. Operational resources such as Battalion Chiefs and ambulances are considered a regional resource in this member fee model.

If one city desired to reduce its costs, the budget process will allow a reduction in service proportional to their portion of the member fee.

The most direct method to reduce a city's cost would be to reduce any four person crews to three or close a fire station. Closing a Fire Station would eliminate the total cost of staffing and operating that station and redistribute the administrative support costs among one less company, eliminating 100% of the cost for the station. Closing a fire station must not impact the ISO rating for ESF; if it does then the city's decision will impact the other city.

Advantages

- With an independent administration and support services or the support provided by one of the cities, the IGE option eliminates the duplication of effort that exists today. Almost all the challenges in the current organization are minimized if not eliminated.
- The new PERS rate offers significant savings for at least the first two years.
- Both cities continue to experience financial savings and expanded operational capacity with the cost shared directly related to the demand if the proposed Member Fee model is adopted.
- Some of the existing interdepartmental fees assessed ESF today may help fund the necessary staffing to meet the requirements.
- ESF employees could be added to the Springfield Health Plan with a slight adjustment to the existing plan. This would mitigate concerns about the sustainability of the Springfield health plan.

Disadvantages/Challenges

- This option requires the formation of an independent entity.
- The Eugene Health Plan needs additional review during the implementation process to determine if the plan would be available to IGE employees.
- The PERS rate may be increased once the actuaries determine a specific rate for ESF in the next biennium.
- The city not chosen to provide administrative services may not be able to reduce their interdepartmental charges as much as the new assessment for administrative services.
- The IGE will be required to either establish support services or enter into an agreement for assistance with one of the cities for administrative support.
- While each city would be able to plan for their fire service, ESF would be limited in its ability to conduct long term planning across their entire service area due to both cities having the ability to terminate the agreement and reestablish their own fire agency.

Findings Related Desired Outcomes

The following table identifies the findings for this option related to the desired outcomes identified from stakeholder interviews.

Figure 39: Desired Outcomes with Establishing an Intergovernmental Entity

Desired Outcomes	Establishing an Intergovernmental Entity
Single Governance and Administration	Forming an IGE Board with representatives from both Councils along with the City Managers will provide a single governance and administration for ESF.
Operational Advantages of Consolidation	Both cities retain the operational advantages gained from functional consolidation.
Oversight by City	Both city councils maintain policy and financial oversight through representation on the IGE Board and each council retains the authority to approve the proposed ESF budget.
Financial Impacts	• Five additional administrative positions are recommended as part of managing the administrative complexities of ESF at an estimated cost of $900,000. • Forming a new entity provides the option to use either independent or pooled rates (SLGRP) from PERS. **The independent rate** could offer an estimated $4 million per year in savings on PERS costs for the first two years. However, the PERS actuaries will reassess the liabilities approximately two years after forming the IGE, which could result in an increase in rates. **The SLGRP Pool Rate** will increase PERS costs for ESF by an estimated $630,000 each year. This rate could also change after the actuaries assess ESF, however, employers in the pool are more insulated from certain impacts to their rate through the "pooling" of the risk, leading to potentially more stable rates over the long term. ***Note: If ESF chooses to be rated as an Independent, they can move to the SLGRP in the future. Once an entity joins the SLGRP, that decision is irrevocable.*** • Health Insurance costs will need to be evaluated further. If all employees are transferred to the Springfield plan, ESF could experience an estimated savings of $1.3 million each year. If all employees are transferred to Eugene's health plan, ESF would see an estimated increase of $580,000. • Either City not providing health benefits may be challenged to maintain sustainability of their health plan.

Desired Outcomes	Establishing an Intergovernmental Entity
ESF Staff Experience	This option would streamline the experience and provide additional control of some administrative services for ESF Staff while maintaining the operational benefits of the functional merger.
Impact on City Administration and Support Services	• The new IGE would have the opportunity to determine where they will receive support services for finance, HR, and IT. This process will require each city to consider if it can support ESF and what the cost would be. ESF would consider the services they would retain, and which would be contracted to one of the cities. • Facilities and apparatus maintenance and replacement are proposed to remain the responsibility of each city.
Sustainability	ESF should be sustainable once the cities reach consensus on the development of the IGA and see value after the review of the costs.
Long-Term Planning for Fire/EMS	This option provides reasonable long-term planning if a ten-year agreement is established, however, the ability for either city to terminate the agreement will hamper true long-term planning and infrastructure development for ESF.
Time to Implement	Implementing this option is anticipated to take 12–18 months to work through all the specifics of the agreement and finalize cost estimates. Implementation may take another 3-6 months.

Feasibility

*Triton **does** consider the formation of an IGE feasible and sustainable, offering significant savings to both cities and resolving most of the complexities of today's model.*

However, if the PERS rate for the IGE increases beyond a sustainable amount in the next biennium and/or the benefits of operating an IGE are not experienced the cities would have the option of terminating the agreement with a two fiscal year notice.

FORMING AN INDEPENDENT FIRE DISTRICT

Special districts are a form of local government that provide specific services within a defined local service area. A special district is an independent entity with separate governance and funding from a city or county.

ORS Chapter 198 addresses special districts generally and ORS Chapter 478 addresses rural fire district formation requirements, powers and duties, benefits for district employees, benefits for district volunteers, revenues and finances, and other specific provisions that provide the statutory authority for a fire district to function as an independent entity. The formation of a fire district will require approval from both cities, the County Commissioners, a review if not an amendment to the Eugene-Springfield Metropolitan Area General Plan (Metro Plan), and a vote of the residents in both cities.

Fire districts are typically governed by a five-member Board of Directors or District Board. A Director shall be an elector or an owner within the district. Directors can be at large or represent subdistricts that are nearly equal in population. Directors are elected by electors in the district either at large, subdistricts, or combination of both.

Districts are authorized to levy taxes, borrow money, sell bonds, and create fees. Oregon fire districts are typically funded through property tax assessments. Tax assessments are subject to limits outlined in Measure 5 and 50.[10] Measure 50, approved by Oregonians in May 1997, converted Oregon's property tax from a tax levy system to a largely tax rate system. Under Measure 50, each taxing district has its own permanent tax rate which cannot be increased. Each property has an assessed value, which cannot increase more than 3% unless new activity occurs on the property.

Measure 5, which became effective in 1991–92, limits the total amount of educational and general governmental taxes imposed on a property. For each property, general government operating taxes must not exceed $10 per $1,000 of real market value. This limit is applied only to operating taxes and levies, not bonds.

[10] State of Oregon Legislative Revenue Office Research Report #6-99, The new Direction of the Oregon Property Tax System under Measure 50.

Local option levies for additional operating expenses are included under the Measure 5 limits and are the first to get compressed. To determine if compression is applicable, County Assessors calculate two values on each taxing property: The real market value (RMV) and the assessed value (AV). A comparison is made and if that property's RMV is lower than its AV then all the tax rates that property is subject to are "compressed" down or reduced proportionately until the $10 cap is attained.

A Fire District is eligible for regular membership with Special Districts Association of Oregon (SDAO).[11] This provides access to all SDAO's services including education and training, research and technical assistance, scholarship and grant fund opportunities, advisory and consulting services, discounts for grant writing assistance, website hosting, and pre-loss legal. Membership also provides access to Special Districts Insurance Services (SDIS), which allows for liability, property casualty, cyber, and health insurances coverages. Membership fees are based on the organization's budget size.

Washington State Regional Fire Authority

Oregon does not have statutory language to form an Authority, however, Washington State adopted legislation in 2004 to allow fire districts, municipalities, and tribal nations the ability to formally join in the provision of fire and emergency services as a Regional Fire Authority (RFA)[12]. Implementing an RFA requires a planning committee to establish the vision, operational aspects, and funding methodology prior to taking it to the ballot for citizens to determine with the RFA is right for them. The RFA Planning Committee includes three members from each participating agency, thus giving local government significant say and involvement in the formation of the Authority.

An RFA can combine entire fire departments; or it can be used to establish operational guidelines and a funding mechanism for subsets of fire departments such as "Hazardous Materials RFA" or "Paramedic/ALS Service RFA". While the RFA is still considered a new tool in the Washington State fire service tool kit, its advantages will be seen over the years as different methodologies and uses of the RFA come to pass. The funding options for RFA include property tax funded fir levies, EMS levies, bonds, and excess levies.

[11] Special Districts of Oregon Membership Guide.
[12] Washington State Fire Chiefs *Regional Fire Authority Implementation Guide*.

Attachment A

Property Taxes

Property tax would be the primary funding mechanism for a new Fire District. The existing tax rates for the City of Eugene and Springfield are as follows:

- The City of Eugene's total tax levies for all 28 code areas is between $10.0421 and $25.1925, with an average tax rate between the code areas of $19.8915.
- The City of Springfield's total tax levies for all 10 code areas is between $18.2578 and $24.7748, with an average tax rate between the code areas of $20.2345.
- The combined average tax rate of the 38 taxing code areas is $19.9818.

In evaluating compression for both cities, Eugene has relatively no compression affecting them for any of the taxing code areas whereas Springfield has compression affecting them in code areas 478 and 1900. The Springfield Fire Levy portion of loss in property tax revenue was $155,000.

As explained on the previous page, compression keeps property taxes lower than they might be if the total tax rates could be fully applied to the assessed value. Because the constitutional limits are based on a property's worth on the open market, not its assessed value, the taxing district can apply higher rates to the assessed value and still stay under the rate limit that is based on the real market value. The closer a property's assessed value is to its market value, the more likely the constitutional limits will "compress" the amounts. This is often found within pockets of older communities or ones that are blighted, if property market values increase less than 3% per year, compression will continue to grow as the gap between Assessed Value and Real Market Value narrows.

- Springfield is experiencing "tax rate compression" with an existing tax rate that averages $20.2345.
- Eugene is not currently experiencing "tax rate compression" with an existing tax rate that averages $19.8915.

Public Employee Retirement System

A Fire District falls under the classification of a public employer with the option to enroll its employees in the Public Employees Retirement System (PERS). The initial PERS rates for the newly established Fire District would align with either the system-average rates applicable to Independent employers or those within the SLGRP (State Local Government Rate Pool), contingent upon the preference chosen by ESF upon enrollment. The system-average rates for the 2023–2024 biennium are outlined below:

Figure 40: PERS System Average Rates for Independent Employers—2023–2025

Independent Employers	Tier 1/Tier 2		OPSRP	
	General Service	Police & Fire	General Service	Police & Fire
Normal Cost Rate	17.94%	17.94%	9.89%	14.68%
Tier 1/Tier 2 UAL Rate	0.15%	0.15%	0.15%	0.15%
OPSRP UAL Rate	1.69%	1.69%	1.69%	1.69%
Member Redirect offset	-2.40%	-2.40%	-0.65%	-0.65%
Net employer pension contribution rate	**17.38%**	**17.38%**	**11.08%**	**15.87%**

Figure 41: PERS System Average Rates for SLGRP Employers—2-23-2025

SLGRP Employers	Tier 1/Tier 2		OPSRP	
	General Service	Police & Fire	General Service	Police & Fire
Normal Cost Rate	16.35%	16.35%	9.89%	14.68%
Tier 1/Tier 2 UAL Rate	12.61%	12.61%	12.61%	12.61%
OPSRP UAL Rate	1.69%	1.69%	1.69%	1.69%
Side Account rate relief				
Member Redirect offset	-2.40%	-2.40%	-0.65%	-0.65%
Net employer pension contribution rate	**28.25%**	**28.25%**	**23.54%**	**28.33%**

These system-average rates would remain effective until the 2025–2027 biennium (assuming the district is established in 2024), at which point the updated system-average rates for 2025–2027 would come into effect (notably, these rates will not be adopted by the PERS Board until September 2024). ESF would subsequently undergo its own actuarial valuation and rate-setting process by PERS for the 2027–2029 biennium.

Similarly, the cities of Eugene's and Springfield's rates would not change until the new valuation for ESF. For this new current biennium, the City of Eugene's and City of Springfield's rates are reflected in the following figure:

Figure 42: Eugene and Springfield PERS Rates for 2023–2025 Biennium Compared to New Entity—Independent Employer

	Tier 1/Tier 2		OPSRP	
	General Service	Police & Fire	General Service	Police & Fire
City of Eugene *(Independent)*	29.64%	29.64%	22.90%	27.69%
City of Springfield *(SLGRP)*	23.11%	23.11%	16.28%	21.01%
New Entity – Independent Employer	**17.38%**	**17.38%**	**11.08%**	**15.87%**
New Entity – Group Employer	**28.25%**	**28.25%**	**23.54%**	**28.33%**

By opting for the New Entity—Independent Employer PERS rate, ESF stands to achieve substantial savings, amounting to a total of an estimated $4 million a year until the actuaries evaluate the new district and determine the rate. This estimation is based on the current gross payroll and the newly introduced entity rates for the 2023–2025 biennium. The breakdown in the following figure illustrates the costs associated with the existing gross payroll in each plan for both cities. It's important to note that the new rates for the 2025–2027 biennium are anticipated to be published by PERS in September of 2024. The following figures show the breakdown for both cities.

Figure 43: Eugene Current PERS Rate Compared to New Entity—Independent Rate

City of Eugene		CURRENT RATE		NEW ENTITY—INDEPENDENT		
Plan	Gross Payroll	Rate	Cost	Rate	Cost	Difference
Police Fire (Tier 1-2)	$9,825,364	29.64%	$2,912,238	17.38%	$1,707,648	**($1,204,590)**
General Service (Tier 1-2)	$690,601	29.64%	$204,694	17.18%	$118,645	**($86,049)**
Police Fire (OPSRP)	$13,970,391	27.69%	$3,868,401	15.87%	$2,217,101	**($1,651,300)**
General Service (OPSRP)	$4,859,476	22.90%	$1,112,820	11.08%	$538,430	**($574,390)**
Total	**$29,345,832**		**$8,098,153**		**$4,581,825**	**($3,516,329)**

Figure 44: Springfield Current PERS Rate Compared to New Entity—Independent Rate

City of Springfield		CURRENT RATE		NEW ENTITY—INDEPENDENT		
Plan	Gross Payroll	Rate	Cost	Rate	Cost	Difference
Police Fire (Tier 1-2)	$4,916,428	23.11%	$1,136,187	17.38%	$854,475	**($281,711)**
General Service (Tier 1-2)	$0	23.11%	$0	17.18%	$0	**$0**
Police Fire (OPSRP)	$5,069,345	21.07%	$1,068,111	15.87%	$804,505	**($263,606)**
General Service (OPSRP)	$486,542	16.28%	$79,209	11.08%	$53,909	**($25,300)**
Total	**$10,472,315**		**$2,283,507**		**$1,712,889**	**($570,617)**

The SLGRP Rate will increase PERS costs for ESF by an estimated $630,000 each year for approximately the first two years. This rate could change after the actuaries assess the new district, however, employers in the pool are more insulated from certain impacts to their rate through the "pooling" of the risk, potentially leading to more stable rates over the long term. If the district chooses to be rated as an Independent, they could move to the SLGRP in the future. Once an entity joins the SLGRP, that decision is irrevocable. The following figures show the breakdown for both cities.

Figure 45: Eugene Current PERS Rate Compared to New Entity - SLGRP Rate

City of Eugene		CURRENT RATE		NEW ENTITY - GROUP		
Plan	Gross Payroll	Rate	Cost	Rate	Cost	Difference
Police Fire (Tier 1-2)	$9,825,364	29.64%	$2,912,238	28.25%	$2,775,665	($136,573)
General Service (Tier 1-2)	$690,601	29.64%	$204,694	28.25%	$195,095	($9,599)
Police Fire (OPSRP)	$13,970,391	27.69%	$3,868,401	28.33%	$3,957,812	$89,411
General Service (OPSRP)	$4,859,476	22.90%	$1,112,820	23.54%	$1,143,921	$31,101
Total	**$29,345,832**		**$8,098,153**		**$8,072,493**	($25,661)

Figure 46: Springfield Current PERS Rate Compared to New Entity - SLGRP Rate

City of Springfield		CURRENT RATE		NEW ENTITY - GROUP		
Plan	Gross Payroll	Rate	Cost	Rate	Cost	Difference
Police Fire (Tier 1-2)	$4,916,428	23.11%	$1,136,187	28.25%	$1,388,891	$252,704
General Service (Tier 1-2)	$0	23.11%	$0	28.25%	$0	$0
Police Fire (OPSRP)	$5,069,345	21.07%	$1,068,111	28.33%	$1,436,145	$368,034
General Service (OPSRP)	$486,542	16.28%	$79,209	23.54%	$114,532	$35,323
Total	**$10,472,315**		**$2,283,507**		**$2,939,568**	$656,062

Triton recommends adopting the independent rate to secure the $4 million in savings for approximately the first two years. If the volatility of this option becomes a concern, the district can switch to the SLDRP rate.

Health Insurance

Triton reviewed the option to utilize either city's health plan or to establish one separate from either city.

Springfield Health Plan: Springfield's benefits consultant at USI Insurance Services indicated that it was possible to transfer non-Springfield employees to the Springfield health benefits plan: Springfield would be required to revise their health benefits plan to be identified as a "Multiple Employer Welfare Association" plan.[13] This would allow non-Springfield employees, whether Eugene employees or employees of a new, independent entity to participate.

City of Springfield Human Resources Director Chaim Hertz reports that the city has "enjoyed an exceptionally stable benefit plan with rates that have stayed flat for more than 11 consecutive years." Just over 20% (306 of the benefit plan's approximately 1,500 employee and family members covered by the plan) are associated with ESF, and these 306 members have traditionally been low utilizers of the plan. Therefore, if Springfield ESF employees are removed from the Springfield Health Plan it could result in rate increases for remaining employees.

Eugene Health Plan: Based on information provided by the Eugene HR Director, determining the ability for non-Eugene Employees to be a part of the Eugene Health Plan would require a significant amount of research and analysis to determine legality and feasibility, and is unknown at this time. Health Insurance from Eugene would need to be explored if this option were chosen. Eugene has indicated that the loss of Eugene Firefighters on the Health Plan may impact the cost of their health plan for the remaining Eugene employees.

Current Health Insurance Costs: The following figures provide the current costs for Springfield and Eugene employees, with separate figures for non-Fire and Fire employees for each city.

[13] Chaim Hertz, City of Springfield Human Resources Director, discussed the ability for external employees to be a part of the city's health plan with USI Insurance Services.

Springfield offers one Medical and Vision Plan, which is managed by Pacific Source Health. For dental benefits, employees may choose between Delta Dental and Delta Dental Plus. (The latter dental plan includes orthodontia benefits.) Costs in the following figures factor the average of the two dental plans into the total costs.

Total health insurance costs are the same for Fire and non-Fire employees. Additionally, Springfield operates a Wellness Center at which eligible employees and their dependents can receive a variety of services at no cost, including diagnosis and treatment of acute illnesses and non-occupational injuries; diagnosis and management of chronic health conditions; and health maintenance and prevention, including vaccines.

Total monthly costs for Springfield health insurance range from $666.95 to $1,973.11. Non-Fire employees are responsible for paying for 10% of the monthly premiums and Fire employees are responsible for 5% of the monthly premiums.

Figure 47: Monthly Health Insurance Costs—Springfield (Management and non-Fire)

Coverage	Total Cost	Employee Cost	City Cost
Employee Only	$666.95	$66.70	$600.26
Employee + Spouse/Domestic Partner	$1,423.54	$142.36	$1,281.18
Employee + Family	$1,973.11	$197.28	$1,775.83

Figure 48: Monthly Health Insurance Costs—Springfield (Fire)

Coverage	Total Cost	Employee Cost	City Cost
Employee Only	$666.95	$33.35	$633.60
Employee + Spouse/Domestic Partner	$1,423.54	$71.18	$1,352.37
Employee + Family	$1,973.11	$98.66	$1,874.45

Eugene offers three self-insured Preferred Provider Organization (PPO) health plans through Pacific Source Health at varying costs: City Health Plan, City Managed Care Plan, and City Hybrid Plan. (The City Hybrid Plan, however, is not offered to Fire employees.) There are significant differences between the plan design structures, including co-pays and benefits offered. For illustrative purposes, the following figures display the average monthly costs of the various plans. Total monthly costs for Eugene health insurance range from $922.22 to $2,754.65. Additionally, there are different monthly charges for Eugene Battalion Chiefs, which vary only slightly from all other Fire employees. Both Fire and non-Fire employees are responsible for paying approximately 5% of monthly premiums.

Figure 49: Monthly Health Insurance Costs—Eugene (Management and non-Fire)

Coverage	Total Cost	Employee Cost	City Cost
Employee Only	$922.22	$50.30	$871.92
Employee + Spouse/Domestic Partner	$1,795.99	$97.25	$1,698.75
Employee + Family	$2,552.41	$137.51	$2,414.91

Figure 50: Monthly Health Insurance Costs—Eugene (Fire)

Coverage	Total Cost	Employee Cost	City Cost
Employee Only	$987.03	$49.36	$937.67
Employee + Spouse/Domestic Partner	$1,933.47	$96.68	$1,836.79
Employee + Family	$2,754.65	$137.74	$2,616.91

Comparison of Eugene and Springfield Health Plans

The Eugene health plan is between $255 and $579 higher in cost for management and non-fire employees ($402 average), and between $320 and $781 higher in cost for Fire employees ($537 average) than the Springfield health plan.

- If Eugene employees transferred to the Springfield health plan, the estimated reduction in cost would be $1.3 million annually.
- If Springfield employees transferred to the Eugene health plan, the estimated increase in cost would be $586,000 annually.

Other Health Plan Options

As a Fire District, ESF would also have the option of accessing employee health benefits through the Special Districts Insurance Services (SDIS) Employee Benefits Program. Through its partnerships with insurance carriers and administrators, SDIS can offer coverage for medical, vision, dental, and other employee insurance benefits.

SDIS is a self-insured plan in which medical and vision benefits are administered by Regence BlueCross BlueShield of Oregon. SDIS offers a variety of plans with varying premiums and co-pays through Regence. Similarly, there are multiple options for dental plans. For comparison purposes, this report will factor in the average costs of the various dental plans, as well as the costs for the PPO III "Blue" plan, which has a $25 copay for office visits and annual deductibles of $500 per individual and $1,500 for families. The listed SDIS rates would apply to all employees, whether or not they are fire employees.

The following figures compare the total monthly health insurance premium costs for Springfield, Eugene, and the SDIS PPO III "Blue" Plan. While there are multiple factors to consider, such as co-pays, annual out-of-pocket maximum amounts, and percentage paid for each type of service received, there could be significant financial benefits to moving all ESF employees to the Springfield plan.

Figure 51: Monthly Health Insurance Costs—Springfield, Eugene, and SDIS (Management and non-Fire)

Coverage	Springfield Total Cost	Eugene Total Cost	SDIS PPO III "Blue" Plan
Employee Only	$666.95	$922.22	$929.06
Employee + Spouse/Domestic Partner	$1,423.54	$1,795.99	$1,852.43
Employee + Family	$1,973.11	$2,552.41	$2,650.45

Figure 52: Monthly Health Insurance Costs—Springfield, Eugene, and SDIS (Fire)

Coverage	Springfield Total Cost	Eugene Total Cost	SDIS PPO III "Blue" Plan
Employee Only	$666.95	$987.03	$929.06
Employee + Spouse/Domestic Partner	$1,423.54	$1,933.47	$1,852.43
Employee + Family	$1,973.11	$2,754.65	$2,650.45

Additionally, as a Fire District, ESF would have the option of shopping for employer health insurance plans on the open market utilizing an agent. This option would provide the opportunity for customization of plan benefits. ESF would be rated as a large employer due to employee size and coupled with a younger demographic average age for fire, may result in affordable and competitive coverage rates.

Comparison of Similar Fire Districts and Authorities

Triton has evaluated four other fire districts that are of similar size to ESF. Each of these districts provide all their administrative support and provides a snapshot of total staffing for each of the entities compared to ESF. It is important to note that ESF and SCFA are the only entities providing ambulance transport for their communities.

- CCFD: Clackamas County Fire District, Oregon[14]
- SCCFD: Santa Clara County Fire District, California[15]
- CPFR: Central Pierce Fire and Rescue, Washington[16]
- SCFA: South County Fire Authority, Washington[17]

Figure 53: ESF Compared to Like Fire Districts and Authorities

ESF Compared to like Fire Districts and Authorities						
	ESF	**CCFD**	**SCCFD**	**CPFR**	**SCFA**	**AVERAGE**
Population	258,280	220,000	258,000	212,068	300,000	**249,670**
Stations	16	22	15	12	15	**16**
EMS Transport	Yes	No	No	No	Yes	**-**
Total Staff	303	342	328	314	373	**332**
Operations Staff	250	275	246	262	307	**268**
Admin Staff	53	67	82	52	66	**64**
Admin to Total Staff Ratio	**21.2%**	**24.4%**	**33.3%**	**19.8%**	**26.0%**	**24.9%**

ESF has a lower admin to total staff ratio than most of the comparable agencies, however, there are a few differences:

- The four comparable agencies are all independent agencies and are required to provide their own finance, HR, and IT.
- Only one of the comparable agencies provides 911 EMS Transport, which adds complexity and additional need for both administrative and operational staffing.

[14] Clackamas Fire District website and adopted budget for FY 23/24.
[15] Santa Clara LAFCO Countywide Fire Service Review, October 4, 2023. Administrative staff assigned to emergency management, communications, and volunteers were removed to allow for a more accurate comparison to ESF.
[16] Central Pierce Fire and Rescue website and adopted budget for FY2022. Staff assigned to fleet maintenance were removed to allow for a more accurate comparison to ESF.
[17] South County Fire Authority website and adopted budget for FY23/24.

Each of the following sections identifies a general estimate of positions and cost, along with the costs of Finance, HR, and IT for Clackamas Fire District #1, OR (CCFD), Central Pierce Fire Rescue, WA (CPFR), and South County Fire Authority, WA (SCFR). A breakdown of costs for Finance, HR, and IT was not available in the budget documents for Santa Clara County Fire District (SCCFD).

The comparable independent fire agencies identified above spend between $3.3 million and $4.1 million for their finance, HR, and IT functions combined. Currently, ESF is assessed approximately 7 million from the two cities for these services and fund several positions as part of ESF that overlap into these functions.

Administrative Staffing and Functional Requirements

Triton has evaluated the expectations for each major area of administration and support provided by ESF, the level of support currently provided by the cities, and an initial identification of needs if ESF was independently delivering its administrative and support services.

Triton recommends the following for each major function in ESF:

Fire Chief's Office

- **Deputy Chief**: The addition of one Deputy Chief to assist the Fire Chief in participation in both cities' leadership teams and City Council meetings. This position will assist the Fire Chief with the administration of the IGE and provide the capacity to this office for administration and effectively keeping both cities engaged with their Fire Department.
- **Public Information Officer**: The addition of a Public Information Officer would provide the ability for ESF to communicate more effectively with the communities in both Cities. This position is included in the proposed budget for ESF and Triton considers this position will provide value for both cities.

Finance (Budgeting, Payroll, Purchasing, and Billing)

Two positions are recommended for finance in the current model of delivery or with the transition to a Fire District.

- **Program Specialist—Billing**: The addition of a Program Specialist in the Administration Division to perform ambulance billing functions would increase the capacity of this group to handle billing for the more than 15,000 annual transports. This addition would improve the timeliness and accuracy of billing and therefore improve revenue recovery.
- **Program Coordinator—Purchasing**: The addition of a Program Coordinator to focus on Purchasing functions would improve compliance with purchasing regulations and help to ensure that contracts are renewed in a timely manner. This addition would also help to ensure a proper division of duties between Accounts Payable and Purchasing staff.

As an Independent District, there would be new positions required, start-up costs for finance software, and ongoing costs for materials and services. One position and specific finance/HR software would be initially recommended.

- **Chief Finance Officer**: In addition to the current role of the Administrative Manager, ESF would require a Chief Finance Officer to coordinate all financial activities, including budget, financial reporting, ambulance billing, payroll, accounts payable/receivable, and purchasing.
- **Finance and HR Software**: ESF would require a robust management system with modules for, at a minimum, general ledger, accounts payable/receivable, purchasing, fixed assets, and human resources management. Such systems are offered by Springbrook, Tyler, Caselle, Oracle, and others.

  Purchase price and implementation could range between $100,000 and $250,000, depending on the product and modules selected, and the level of customization and training required. ESF should also expect a significant time commitment from administrative staff to migrate to a new system and to train ESF staff in its use.

Comparable Fire Districts/Authorities expenditures for the Finance Function:

- **Clackamas County Fire District 1 (CCFD)** has budgeted expenditures of $839,150 for Finance in FY23/24.
- **Central Pierce Fire Rescue (CPFR)** has budgeted expenditures of $752,008 for Finance in FY23/24.
- **South County Fire Authority (SCFR)** has budgeted expenditures of $897,418 for Finance in FY23/24.

Human Resources Functions

If ESF were to become an independent fire district, there would be new positions and ongoing costs for materials and services. Two positions would be initially recommended with more analysis required.

- **Human Resources Manager**: The addition of a Human Resources Manager is recommended. As an independent entity, ESF would be responsible for all aspects of human resources management, including recruitment, selection, on-boarding, payroll, employee benefits management, and disciplinary actions. The Personnel Officer would be a "working manager" who provides direction and oversight of the above functions and also provides some direct services, such as benefits and discipline.
- **Senior Management Analyst**: The addition of a Senior Management Analyst would provide ESF with the necessary capacity to take on the additional human resources functions required of an independent entity. The Senior Management Analyst could focus on the performance of recruitment, selection, and on-boarding duties.

Comparable Fire Districts/Authorities expenditures for the Human Resources function:

- **Clackamas County Fire District 1 (CCFD)** has budgeted expenditures of $595,510 for Human Resources in FY23/24.
- **Central Pierce Fire Rescue (CPFR)** has budgeted expenditures of $706,802 for Human Resources in FY23/24. Removed $871,274 that was allocated to the HR Budget for retiree health care to provide a more accurate comparison.
- **South County Fire Authority (SCFR)** has budgeted expenditures of $1,048,060 for Human Resources in FY23/24.

Information Technology

One position is recommended for Information Technology in the current model of delivery or with the transition to a Fire District.

- **Senior Management Analyst—Data Analysis:** Addition of a Senior Management Analyst to assist in the demands for data analytics to meet the needs of the organization.

If ESF were to become an independent fire district, there would be new positions and significant start-up costs and ongoing materials and services. One position would be initially recommended with more analysis required.

- **Information Technology Manager**: Addition of the manager for this independent function to oversee all Information Technology functions for the Fire District.
- **Additional Positions are anticipated, however, the District would have to conduct a more extensive review of the requirements**

Comparable Fire Districts/Authorities expenditures for the Information Technology function:

- **Clackamas County Fire District 1 (CCFD)** has budgeted expenditures of $1,896,730 for Information Technology in FY23/24.
- **Central Pierce Fire Rescue (CPFR)** has budgeted expenditures of $2,147,639 for Information Technology in FY23/24.
- **South County Fire Authority (SCFR)** has budgeted expenditures of $2,174,502 for Information Technology and GIS in FY23/24.

Logistical (Including Facilities and Fleet)

- **Apparatus and Equipment**: The cities would transfer apparatus purchase and maintenance to the Fire District. Initially, Triton would recommend the cost would be similar to the intergovernmental charges assessed to the fire department today.
- **Facilities**: The cities would transfer facilities to the Fire District. Initially, Triton would recommend the cost would be similar to the intergovernmental charges assessed to the fire department today.
  - Both cities' facilities would require a comprehensive evaluation of the fire stations, including the condition of major building systems and seismic stability before the Fire District would accept responsibility for these facilities.

Emergency Medical Services

- No change in service delivery.

Training, Fire Prevention, and Operations

- No Change

Recommended Administration and Support Staffing

Triton recommends five new positions for ESF with administrative support. The background for these positions is in the narrative of this section and based on actual needs identified during the Triton review. The estimated expense is based on the current fiscal year salary and benefits in 2023 with a total cost estimated at just over $900,000.

Figure 54: Additional Positions Proposed for the Fire District Model

Additional Positions Proposed for an IGE	
Deputy Chief	337,769
Public Information Officer	120,000
Program Specialist—Billing	119,206
Program Coordinator—Purchasing	131,325
Senior Management Analyst—Data Analysis	219,223
Total	**$927,523**

To evaluate the costs for ESF to assume full responsibility for all support services as a fire district, Triton reviewed the expenditures from comparable entities. The three entities identified in this study budget between $3.3 million and $4.1 million for finance, HR, and IT. ESF is currently assessed $7 million for city support services excluding fleet and facilities. A new fire district may not require the full amount that is currently assessed for support services by the cities if they were providing that service independently.

Determining a Tax Rate for ESF

Utilizing Eugene and Springfield's FY 23 Actual Expenditures with the addition of the five new positions recommended at an estimated cost of $900,000 (split between the cities at the existing 71.8% Eugene and 28.2% Springfield), the total expenditures for ESF are just over $85 million for FY 23. This cost incorporates all the existing interdepartmental charges. However, it does not include potential capital improvement needs or the financial reserves that would be required to be an independent fire agency. The adequacy of operational service levels provided today by ESF was outside of the scope of this study.

ESF generated slightly more than $29 million in revenue in FY 23, primarily from EMS transport fees and contracts with other fire districts, leaving a net cost of $56,248,300. The allocation percentages based on this net cost to operate ESF is 73.5% Eugene and 26.5% Springfield.

Figure 55: Net Cost to Operate ESF

	Eugene	Springfield	Total
FY 23 Actual Expenditures	$60,643,079	$23,798,350	$84,441,429
5 new positions split 71.8% / 28.2%	$646,200	$253,800	$900,000
Total	**$61,289,279**	**$24,052,150**	**$85,341,429**
FY 23 Actual Revenue	$19,973,270	$9,119,859	$29,093,129
Net Cost	**$41,316,009**	**$14,932,291**	**$56,248,300**

The taxable assessed value depicted for FY 23 includes the reduction from urban renewal excess and the addition of non-profit housing value. Also, the current collection rates for each city are incorporated into the estimated tax rate calculation.

- **Eugene:** The net deduction from urban renewal and addition from non-profit housing is just over $400m with an overall collection rate of 95.7%
- **Springfield:** The net deduction from urban renewal and addition from non-profit housing is just over $212m with an overall collection rate estimated at 95%.

With the combined taxable assessed value of Eugene and Springfield, a property tax rate of $2.52 per $1,000 would be required to generate $56,248,300 in revenue when incorporating the collection rates for each city. Eugene represents 76.5% of the taxable assessed value and Springfield 23.5%.

Figure 56: Estimated Tax Rate for ESF

	FY 23 Taxable Assessed Value	Expenditures less Revenue	Tax Rate
City of Eugene	$17,843,063,122	$41,316,009	**2.4196**
City of Springfield	$5,481,939,942	$14,932,291	**2.8673**
Total for Eugene and Springfield	**$23,325,003,064**	**$56,248,300**	**2.5242**

If a fire district were to form at this tax rate it would add to the general government taxation category and would potentially add further compression to those taxing entities already experiencing. Springfield could see further compression affect them and Eugene may soon become compressed, especially if the cities decided to continue levying their full permanent tax rate. However, both cities could decide to reduce their tax rate by an identical amount to neutralize the impact, although a future city council could decide to increase that rate back up to the full amount previously levied.

Springfield could choose to fold in their fire and police levies into their permanent tax rate and collect less overall than the new fire district taxes, to help reduce the impact of tax compression.

If real market values remain flat, decline, and/or are adjusted by the County Assessor, a property's Assessed Value to Real Market Value gap may narrow. With the Assessed Value continuing to increase at 3% per year and Real Market Value remaining flat, further compression issues are likely.

Advantages

- The formation of a Fire District eliminates the duplication of effort that exists today, almost all the challenges in the current organization are minimized if not eliminated.
- Both cities will be able to separate themselves from the burden of funding a fire department.
- ESF employees could be added to the Springfield Health Plan with a slight adjustment to the existing plan. This would mitigate concerns about the sustainability of the Springfield health plan.
- Special Districts Association of Oregon can provide health care for the Fire District.

Disadvantages/Challenges

- This option requires the formation of a Fire District with a tax base that may cause additional compression for the City of Springfield and has the potential to cause compression for the City of Eugene.
- City Officials have expressed concerns about not being engaged in administering a Fire Department as part of their core city services.
- The Eugene Health Plan needs additional review during the implementation process to determine if the plan would be available to IGE employees.

Findings Related to Desired Outcomes

The following table identifies the findings for this option related to the desired outcomes identified from stakeholder interviews.

Figure 57: Desired Outcomes with Establishing a Fire District

Desired Outcomes	Establishing a Fire District
Single Governance and Administration	The new Fire District Board provides single governance and administration.
Operational Advantages of Consolidation	Both cities retain the operational advantages gained from functional consolidation.
Oversight by City	Neither city will have oversight of the Fire District; the Board of Directors would be elected by the citizens.
Financial Impacts	• The initial estimate of a tax rate for ESF would be at least $2.52 per $1,000. Both cities should reduce their property tax collection by an equal amount. • Springfield could eliminate their fire levy and reduce the city tax rate equivalent to $2.52 between the two. The City is currently experiencing compression for its two local option levies. With the elimination of the fire levy, the $155,000 current tax compression loss in the Fire Levy may have an impact across the other levies unless Springfield reduces their overall tax collection greater than $2.52. • Forming a new fire district provides the option to use either independent or pooled rates (SLGRP) from PERS. **The independent rate** could offer an estimated $4 million per year in savings on PERS costs for the first two years. However, the PERS actuaries will reassess the liabilities approximately two years after forming the district, which could result in an increase or decrease in rates. **The SLGRP Rate** will increase PERS costs for ESF by an estimated $630,000 each year for the first two years. This rate could change after the actuaries assess ESF, however, employers in the pool are more insulated from certain impacts to their rate through the "pooling" of the risk, potentially leading to more stable rates over the long term. ***Note: If ESF chooses to be rated as an Independent, they could move to the SLGRP in the future. Once an entity joins the SLGRP, that decision is irrevocable.***
ESF Staff Experience	This option would streamline and provide additional control of administrative services for ESF Staff while maintaining the operational benefits of the functional merger.

Desired Outcomes	Establishing a Fire District
Impact on City Administration and Support Services	Both cities will be required to "right size" their support service functions without their former Fire Department sharing in the costs, both cities have indicated they may not be able to reduce these support service costs.
Sustainability	This option is sustainable and will provide a level of service consistent with the existing growth and limitations of the Oregon Property Tax system.
Long-Term Planning for Fire/EMS	This option provides long-term planning for Fire and EMS in the total response area for ESF.
Time to Implement	Forming a Fire District will require several steps, including a vote of the people to accept the new taxing district and election of the Board of Directors.

Feasibility

AP Triton ***does*** consider *the formation of a Fire District feasible as long as both cities reduce their tax collection an equivalent amount collected by the new fire district.*

- *However, there is existing tax compression in the City of Springfield and the potential for tax compression in the City of Eugene.*
- *In addition, this option has several elected officials from both cities concerned about removing the City Councils from governance over their Fire Department.*

DISSOLVING THE EXISTING AGREEMENT—SEPARATION

Dissolving the functional merger and returning ESF to individual fire departments may be necessary if none of the options are palatable for both cities.

There have been several significant improvements in operational capacity that could partially remain if the functional merger is dissolved. If the two agencies retained the same operational protocols, then emergency response capacity will continue to outperform what either city could provide in a stand-alone system, however, not at the same quality level as a single fire department.

This section identifies the staffing for comparable city fire departments, the administrative staffing needs specific for Eugene and Springfield, and additional considerations that would need to be addressed for each city to return to independent fire departments.

City of Eugene Comparable Agencies

Eugene has four comparable cities that provide stand-alone fire protection, Salem (OR),[18] Bellevue (WA),[19] Glendale (CA),[20] and Ontario (CA);[21] however, two do not provide ambulance transport which will typically add operational personnel and some complexity to the administrative support.

Figure 58: Eugene Fire (as part of ESF) Compared to Like Cities

Eugene Fire (as part of ESF) compared to like cities						
	Eugene	**Salem**	**Bellevue**	**Glendale**	**Ontario**	**AVERAGE**
Population	187,976	175,754	170,166	194,512	185,000	**182,682**
Stations	11	11	9	9	11	**10**
EMS Transport	Yes	No	Yes	Yes	No	**—**
Total Staff	210	184	268	239.95	244	**229**
Operations Staff	171	167	209	199.57	203	**190**
Admin Staff	39	17	59	40.38	41	**39**
Admin to Total Staff Ratio	**18.6%**	**9.2%**	**22.0%**	**16.8%**	**16.8%**	**16.7%**

[18] City of Salem website, adopted budget for fiscal year 24 and follow up with Chief Mike Niblock.
[19] City of Bellevue Fire Department 2022 annual report.
[20] City of Glendale website and adopted budget for FY23/24. Total staff was reduced by 19 personnel that are assigned to the Communications Center.
[21] City of Ontario website and adopted budget for FY23/24. Total Staff was reduced by 21 personnel that are assigned to the Communications Center.

Eugene has a higher-than-average ratio of administrative to total staff compared to most comparable agencies, with only one exception. However, it is unclear how much each of the comparable city's administrative services—such as finance, HR, and Information Technology—demand from the Fire Department staff. The City of Eugene places significant administrative and support responsibilities on its Fire Department.

City of Springfield Comparable Agencies

Springfield has four comparable cities that provide stand-alone fire protection. City of Albany,[22] City of Bend,[23] City of Corvalis,[24] City of Hillsboro,[25] and the City of Medford.[26] Each of these cities operate a similar number of fire stations, however, two do not provide ambulance transport which will typically add operational personnel and some complexity to the administrative support.

Figure 59: Springfield Fire (as part of ESF) Compared to Like Cities in Oregon

Springfield Fire (as part of ESF) compared to like cities						
	Springfield	**Albany**	**Corvalis**	**Hillsboro**	**Medford**	**AVERAGE**
Population	70,304	56,348	60,050	110,874	85,539	**76,623**
Stations	5	5	4	5	5	**4.8**
EMS Transport	Yes	Yes	Yes	No	No	**—**
Total Staff	93	92	86	136	88	**99.0**
Operations Staff	79	76	70	106	72	**80.6**
Admin Staff	14	16	16	30	16	**18.4**
Admin to Total Staff Ratio	**15.1%**	**17.4%**	**18.6%**	**22.1%**	**18.2%**	**18.3%**

Springfield's admin to total staff ration is lower than all four of the comparable agencies, however, it is unclear how much each of the comparable city's administrative services—such as finance, HR, and Information Technology—demand from the Fire Department staff.

[22] City of Albany website and adopted budget for the 2023–2025 biennium.
[23] City of Bend website, adopted budget for the 2023–2025 biennium, and follow up with Chief Todd Riley.
[24] City of Corvalis website and adopted budget for fiscal year 23/24.
[25] City of Hillsboro website, adopted budget for the 2023–2025 biennium, and follow up with Chief David Downey.
[26] Cityof Medford website and adopted budget for the 2023–2025 biennium.

Springfield Comparable Wages

Based on Triton meetings with Springfield staff and elected officials, some expressed the belief that ESF as a larger agency with a service area of 258,280 have caused wages to increase beyond what Springfield Fire as a stand-alone city fire agency with a service area of 70,304 would be paying for wages today. To evaluate this opinion, Triton conducted a wage survey of historically comparable city agencies to Springfield to determine the validity of that opinion.

With a service area population of 70,304, Springfield is considered a medium sized city in Oregon. The closest comparable cities in Oregon include the Cities of Albany (56,348), Corvallis (60,050), Medford (85,539), and Hillsboro (110,874).

There are many variables to comparing compensation; wages, differential pay, health benefits, vacation allocations, etc., all together make up total compensation. For this comparison, Triton focused on FY23/24 wages and Paramedic incentive pay for the Firefighter, Engineer, and Officer position as defined in each agency's current adopted labor agreement. The following figure depicts the findings from this analysis.

Figure 60: Springfield Comparable Agencies Wages for 2023/2024

AGENCY	POSITION			Including Paramedic Incentive		
	Captain/ Lieutenant	*Engineer*	*Firefighter*	*Captain/ Lieutenant*	*Engineer*	*Firefighter*
Albany	$8,925	$7,964	$7,369	$9,662	$8,701	$8,106
Corvallis	$9,355	$8,494	$7,744	$10,207	$9,346	$8,596
Hillsboro	$8,342	$7,716	$7,329	$9,229	$8,537	$8,109
Medford	$9,993	$9,165	$8,335	$10,942	$10,036	$9,127
AVERAGE	**$9,154**	**$8,335**	**$7,694**	**$10,010**	**$9,155**	**$8,484**
ESF	**$8,989**	**$7,718**	**$7,275**	**$9,717**	**$8,446**	**$8,002**
Related to Average	**-1.80%**	**-7.40%**	**-5.45%**	**-2.93%**	**-7.75%**	**-5.68%**

In comparing wages with this comparison grouping, Springfield Firefighters, as part of ESF, are below market between 1.8% and 7.75%. Therefore, based on this analysis, Springfield would not see any reduction in wages if the city separated from ESF to operate a standalone fire department.

Administrative Staffing and Functional Requirements

Returning to individual fire departments will require additional administrative positions. However, exactly how many will be up to each city to determine. Triton has identified the difference in administrative staffing levels from 2010 compared to 2023 and identified comparable Oregon city fire departments and their administrative staffing levels to assist in this evaluation.

Eugene and Springfield Fire 2010 Compared to 2023

Eugene

There are 5.25 positions that were funded in 2010 that were not funded in 2023 and three new positions that were not funded in 2010 for a net reduction of 2.25 positions. Positions not funded today compared to 2010:

- Deputy Chief
- Finance Manager (Filled by Eugene, funded by Springfield)
- Battalion Chief Training
- Battalion Chief Fire Marshal
- 0.75 Deputy Fire Marshal/Fire Inspector
- 0.5 Program Support positions (net change)

- Positions funded today that were not funded in 2010:
  - EMS CQI
  - One (1) EMS/Fire Instructor
  - Applications Systems Analyst

Springfield

There are 6.0 positions that were funded in 2010 that were not funded in 2023 and two new positions that were not funded in 2010 for a net reduction of 4.0 positions.

- Positions not funded today compared to 2010:
  - Fire Chief
  - Deputy Chief
  - Two (2) Deputy Fire Marshal/Fire Inspectors
  - Executive Assistant
  - Program Support position

- Positions funded today that were not funded in 2010:
  - Fire Maintenance Worker
  - Application Support Technician

- Notes:
  - One Deputy Chief position is funded today and serving as the Fire Marshal.
  - A Senior Management Analyst was managing the finance function for Springfield in 2010, this position has been upgraded to Finance Manager.
  - A Fire Training Captain position was staffed in 2010, Springfield funds an EMS Instructor position today instead of a Captain.
  - An EMS Officer was staffed in 2010, Springfield funds an EMS/Fire Instructor instead of an EMS Officer.
  - 12 positions that were funded for ambulance billing in 2010 are not included in this analysis as part of the position eliminations.

Eugene Fire & EMS Administration and Support Staffing

Triton recommends Eugene fund a minimum of five additional positions to allow the department to operate as a standalone city department. Each position identified includes the current total wages and benefits.

- Deputy Chief ($337,513)
- Finance Manager—Filled by Eugene, funded by Springfield ($188,965)
- Battalion Chief Training ($230,384)
- Battalion Chief Fire Marshal ($230,384)
- Program Specialist—Ambulance Billing ($119,206)

The total cost for returning these recommended positions to Eugene Fire & EMS is $1,106,452 in 2023 total wages and benefits. The Deputy Chief – Fire Marshal position is funded by Springfield and was a Springfield employee prior to transferring to Eugene. Triton recommends this employee be transferred back to Springfield, with Eugene returning to a Fire Marshal at a Battalion Chief level.

Eugene would need to recruit and conduct a selection process for a Deputy Chief, Battalion Chief Training, Battalion Chief Fire Marshal, and Program Specialist. The Finance Manager position is filled with a Eugene employee but funded by Springfield.

With these positions, the total number of Administration and Support positions for Eugene Fire and EMS would be 44, however, if ambulance billing were contracted out to a private vendor, Eugene would be able to eliminate two existing Program Specialist positions and not fill the additional Program Specialist position recommended, leaving the total Administration and Support positions at 41.

Additional positions that should be considered based on the value to the City of Eugene include a Public Information Officer and Senior Management Analyst—Data Analysis.

Springfield Fire & Life Safety Staffing

Triton recommends Springfield fund a minimum of three additional positions to allow the department to operate as a standalone city fire department. Each position identified includes the current total wages and benefits.

- Fire Chief ($339,769)
- Deputy Chief ($337,513)
- Executive Assistant ($134,768)

The total cost for returning these recommended positions to Springfield Fire & Life Safety is $812,050 in 2023 total wages and benefits. This total cost may be slightly less for Springfield based on its PERS rate and health insurance cost compared to the average cost identified for ESF employees.

Springfield would need to recruit and conduct a selection process for four positions, the three positions identified above and the Finance Manager position that is funded by Springfield but filled with a Eugene employee.

The Deputy Chief – Fire Marshal position for ESF is currently funded by Springfield and was a Springfield employee prior to transferring to Eugene. Triton recommends this employee be transferred back to Springfield as the Deputy Chief – Fire Marshal.

With these positions, the total number of Administration and Support positions for Springfield Fire and Life Safety would be 17. Additional positions that should be considered based on the value to the City of Springfield include an additional Deputy Fire Marshal and a Program Specialist.

Additional Considerations for Separation

There are several areas that are identified in this section with recommendations and some issues that need a deeper evaluation during the implementation process of returning the two cities to standalone fire departments.

Allocated Position Assignments

Both cities will need to review the authorized FTEs at each operational rank in comparison to existing FTEs for their city. It is anticipated that there will be a small imbalance that will need to be corrected through promotions, demotions, or some other option explored between the City and Labor to right size each rank in each city.

Ambulance Deployment and Collections

Both cities will need to deploy ambulances to cover their city effectively. This may cause an adjustment in collections for ambulance transport, particularly for Springfield who has one ambulance responding and collecting for a significant number of ambulance transports in Eugene.

Springfield Office Space

Springfield will need to re-establish office space for the Administration and Support positions. The Training Facilities has office space for the Training Staff, however, there are no existing facilities for the remainder of Springfield Administration staff.

Springfield Logistics Storage

Springfield will need to re-establish a logistics storage area for maintaining an inventory of supplies, including uniforms.

Supplies and Equipment

A comprehensive review of the supplies and equipment currently utilized at all ESF stations and on apparatus is advisable. It is generally understood that there has been fair distribution between the cities, ensuring that the funding for station and apparatus supplies and equipment have been appropriately allocated.

Specialty programs necessitate a more thorough examination. It is imperative to conduct an inventory of the supplies and equipment utilized for Water Rescue, Trench Rescue, and Training. This inventory will determine the ownership of the necessary supplies and equipment, subsequently identifying any gaps for either city.

City Emblems and Uniforms

Both cities will need to re-establish their department uniform and apparatus identification. An assessment and estimate of cost should be completed during the implementation phase if dissolution of the agreement is chosen.

The current inventory of uniform supplies is fully funded by the City of Eugene. The City of Springfield is billed for uniforms only when they are distributed to Springfield employees. Springfield will need to establish an inventory of uniforms and establish a system to manage the inventory disbursement.

Advantages

- The administrative functions will be simplified, and each city will administer its own fire department.

Disadvantages/Challenges

- Re-Establishing some of the administrative and support staffing for both cities to operate as standalone city fire departments would entail a corresponding increase in wages and benefits as outlined below:
  - Eugene—$1,106,452
  - Springfield—$812,050
- Both cities will need to evaluate the potential impact of ambulance staffing and revenue when the ambulances are returned to primarily serving their city with only mutual aid calls for the neighboring city.
- Both cities need to evaluate the allocation of operational positions compared to authorized FTEs at each position to identify any need for promotions or demotions.
- Potential costs related to supplies and equipment once these inventories are identified by the city that purchased them.
- Springfield will need to re-establish office and logistics warehouse space.
- Loss of ability to operate as a single fire agency and a decreased capacity for both staffing and emergency response.
- Both cities may experience an increase in emergency call back of off duty personnel during major incidents.
- Springfield may be challenged to manage one single family dwelling fire without mutual aid to assist at the incident or covering the city.

Reduction of opportunities for ESF Firefighters for employee development, variety of experience, and promotions.

Dissolving the functional merger and returning ESF to individual fire departments may be necessary if none of the options are palatable for both cities.

Findings Related to Desired Outcomes

The following table identifies the findings for this option related to the expectations and desired outcomes identified from stakeholder interviews.

Figure 61: Desired Outcomes with Dissolving the Functional Merger

Desired Outcomes	Dissolving the Functional Merger
Single Governance and Administration	The cities would be providing governance and administration services for their Fire Department.
Operational Advantages of Consolidation	The cities would not retain the benefit of the shared operational services, however, retaining the same operational protocols would assist in interoperability between the two agencies for major emergencies.
Oversight by City	Each city will provide full oversight for its Fire Department.
Financial Impacts	• Triton recommends Eugene add a minimum of five positions at an estimated cost of $1.1 million. • Triton recommends Springfield add a minimum of three positions at an estimated cost of $800,000. • Springfield support services have allowed the City of Eugene to take responsibility for several support functions; Springfield would need to enhance their support for fire department support service requirements.
ESF Staff Experience	The ESF staff would be separated and operate only in their city; very few of the staff desire a separation.
Impact on City Administration and Support Services	Each city would support its individual city fire department, reducing the complexity of its support services.
Sustainability	Returning to individual city fire agencies is sustainable, however, the depth of service experienced with ESF would not be achievable for either city.
Long-Term Planning for Fire/EMS	Both cities would be able to plan long-term for their city's needs.
Time to Implement	Triton estimates it would take approximately 12 months to work through the action items identified for separation, however, the existing IGA allows for two fiscal years to terminate the agreement.

Section III: RECOMMENDATION & IMPLEMENTATION

RECOMMENDATION

The creation of a new intergovernmental entity (IGE) with shared governance provided by both cities best meets most of the desired outcomes we heard from stakeholders.

Creating a new IGE to operate the fire department would provide a feasible solution to many of the challenges faced while maintaining accountability to both governing bodies. This new entity can be structured in a way that ensures appropriate representation and decision-making power from both cities. The Cities will have to determine if the governance is equally distributed or weighted in some manner to the larger city.

Both entities stand to benefit from ongoing annual cost reductions from the shared administration. Triton is recommending the addition of five additional administrative positions as part of operating ESF at an estimated cost of $900,000.

ESF may see an initial decrease in PERS costs amounting to an estimated $4 million per year in the first two years by establishing a new entity the independent rate or see an initial increase of $630,000 per year for the first two years using the SLGRP "Pool" rate. Both rates are subject to adjustment once the PERS actuaries evaluate the new entity. The SLGRP rate shares the cost of certain rate impacts with a pool of employers where the individual rate is directly impacted by their experience. The cities will have to determine which plan they want ESF to participate in. If the independent rate is initially chosen, ESF can move to the SLGRP rate in the future. Once the SLGRP rate is chosen the decision is irrevocable.

The suggested member fee model, tailored to reflect the demand for services, ensures that the shared expenses of ESF are precisely defined and transparently accounted for in a fair proportional manner.

Triton is recommending that all ESF staff transition to employment with the new entity and the bulk of city-level support services be provided by one city or the other or by ESF itself. Eugene and Springfield would retain ownership and responsibility of their fire stations and apparatus.

Implementation

Triton has developed action plans to advance toward the development and implementation of an IGE. Triton advocates taking incremental steps, focusing on a few action items at a time. This approach allows both cities to ensure their needs are addressed and that the chosen solutions for each issue are mutually acceptable.

CRITICAL ISSUE

The Cities will need to agree on Governance as the first step in establishing an IGE.

While there are a multitude of issues that need to be evaluated by both cities as they work through the action items, the most critical issue to address is defining governance and the voting weight for each city for the new entity.

Closing

Through functional consolidation, the capacity of ESF to manage both routine and significant emergencies have significantly improved for both cities. The cities also benefit from some cost reductions through shared administration, however, the value of ESF is more in the depth of service to the community than the cost savings.

The IGE is the best option for continuing to provide this higher level of service in a sustainable manner for both communities. None of the remaining three options (continuing with functional consolidation; one city contracting with the other; or forming a fire district) met enough of the desired outcomes to be a consideration.

If the cities are unable to reach a consensus as they work through the action items or find insufficient value in this endeavor, Triton advocates for dissolution of the functional consolidation agreement and a return to individual fire departments. As part of this study, Triton has developed detailed action plans for dissolution, ensuring a smooth transition if such a decision is reached.

PLANNING & IMPLEMENTATION

Engaging legal experts from both cities is crucial in drafting and reviewing an agreement that establishes ESF as an Intergovernmental Entity. Legal experts can ensure that the agreement complies with all relevant laws, regulations, and contractual obligations, and that it effectively addresses the specific needs and concerns of both parties involved.

Triton has identified three separate plans to advance toward implementation of the recommendation.

- **Step 1:** Establishing a draft IGA to create an IGE
- **Step 2:** Review costs based on the draft IGA
- **Step 3:** Implementing the Intergovernmental Agreement

Step 1: Establish an Intergovernmental Agreement

Consider evolving the assignment for the Governance Review Panel to be responsible for reviewing issues and preparing recommendations for the City Councils. Each city should confirm or change the appointments to this body with its evolved responsibility. Review the name of this panel to ensure it reflects the new assignment. Generally, the Governance Review Panel would prepare a proposal for each city to consider.

Consider working through the issues a few at a time until a full agreement can be considered by both Cities and integrated into a developing intergovernmental agreement drafted by the City Attorneys to ensure that the agreement complies with all relevant laws, regulations, and contractual obligations. Consider appointing a single attorney from each city to collaborate on the drafting of the agreement.

A timeline has not been included in this action plan. The list is generally sorted in the order Triton recommends proceeding; however, the cities should take the time necessary to work through the issue effectively as opposed to efficiently. The Governance Review Panel may be able to identify a general timeline for each action item after they have reviewed the report and considered the action plan.

The action items are focused on what needs to be accomplished based on the recommendation from Triton, additional background is available in the Strategic Analysis of the Intergovernmental Entity options in this report. There will most assuredly be additional action items that will surface as the process moves forward, these can be added to the action plan.

This section of the report can be exported to a spreadsheet to allow tracking and reporting on of the discussions and action taken on each item. Consider assigning the City Managers (or Assistant City Managers) from both cities to facilitate this step.

Figure 62: Step 1—Action Plan for Establishing a Draft IGA to Create an IGE

STEP 1 ACTION PLAN: ESTABLISHING A DRAFT IGA TO CREATE AN IGE		
#	**Action Item**	**Responsibility**
1-1	**Name of Entity**: Should the IGE utilize the existing name of "Eugene-Springfield Fire", or would the cities like to consider a new name for the entity?	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-2	**Service Area:** Clearly define the geographical boundaries, including the Fire Districts that receive service from each of the cities.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-3	**Governance**: Identify the Governance for the IGE defined further in this document as the Board of Directors. Consider the following: • Determine the number of elected officials from each city who will serve on the Board. • Consider appointing the City Managers to serve on the IGE Board as well. • Appointment of Chair and Vice Chair to be elected from the appointed Directors. • Encourage each party to appoint Board Members for at least two years to provide consistency of governance, however, allow Board Members to serve at the pleasure of the appointing entity with any changes accompanied by a letter or resolution of appointment from the parties governing body.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel

STEP 1 ACTION PLAN: ESTABLISHING A DRAFT IGA TO CREATE AN IGE		
#	**Action Item**	**Responsibility**
1-4	**Board of Directors:** Determine the authority and responsibility of the Board of Directors. Consider the following: • The Board establishes the policy that governs the operation of the Board and provides broad policy level guidance to the Fire Chief for administration of the entity. • The Board of Directors has the authority to establish a draft budget for ESF, however, final approval requires action from both city councils unless they specifically delegate this authority to the Board of Directors for the IGE.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-5	**Fire Chief**: Define the appointment and supervision of the Fire Chief position. Consider the following: • The Fire Chief should be an at-will employee selected and supervised by the Board of Directors as a whole and not any one individual on the Board. • All employees, other than legal representation, should be supervised by the Fire Chief.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-6	**Baseline Service Delivery**: Define the scope and type of services for baseline service delivery, allowing the specifics to be determined through the regular adoption and maintenance of a strategic plan and the budget process. Consider the following: Service Delivery • Fire Suppression • Advanced and Basic Life Support Response and transport • Fire Prevention, including code review and enforcement • Fire Investigation (cause and origin) • Public Information and Community Events • Special Operations: Hazardous Materials, Confined Space, and Water Rescue Support Services • Support services such as administration, finance, legal, human resources, information technology, EMS, training, logistics, routine station maintenance, and apparatus maintenance necessary for the delivery of the baseline services.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel

STEP 1 ACTION PLAN: ESTABLISHING A DRAFT IGA TO CREATE AN IGE		
#	**Action Item**	**Responsibility**
1-7	**Enhanced Services:** Provide language that allows an individual party to enhance the level of services provided by the IGE at an additional cost without impact on the other parties to the agreement. Consider requiring approval by the Board of Directors before enhancing or adding services to allow an opportunity for the other parties to verify there will be no impact to the other party. • Airport Fire Protection is a current example of enhanced service for Eugene.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-8	**Member Fees:** Consider identifying that funding for ESF will be transparently disclosed and stated during the annual budget process with the final method to be determined in the implementation of the agreement.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-9	**Employees**: Identify that all ESF employees currently working in either Eugene or Springfield would be transferred to the new IGE. • Continue designating all employees as either Eugene or Springfield at least during the first few years through a separate spreadsheet in the event of a termination of the agreement.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-10	**Facilities**: Consider both cities retaining ownership and maintenance of their facilities, allowing ESF to utilize the fire station at no additional charge.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-11	**New ESF Facilities:** If the IGE wishes to construct additional facilities, besides fire stations, the Board should consider utilizing the Member Fee system adopted to divide the cost.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-12	**Fire Stations**: Consider that each party to the agreement fire stations should facilitate an approximate four-minute travel time with the expectation that the IGE will maintain a service level that provides an Insurance Services Office (ISO) rating of 2 or better (the current ISO rating for both Eugene and Springfield).	City of Eugene City of Springfield Draft Recommendation Governance Review Panel

STEP 1 ACTION PLAN: ESTABLISHING A DRAFT IGA TO CREATE AN IGE		
#	**Action Item**	**Responsibility**
1-13	**Apparatus and Equipment**: Consider both cities retaining responsibility for apparatus and equipment replacement and maintenance, allowing ESF to utilize the apparatus and equipment at no charge. • Revisit the ownership of apparatus and equipment in the future.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-14	**Term of Agreement**: Define the term of the agreement. Consider the following: • Adopt a ten-year agreement with automatic renewals to provide more stability and allow for longer term planning of fire and EMS service for ESF.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-15	**Termination:** Consider allowing termination with at least two full fiscal years' notice or a shorter period if mutually agreed upon. • Fire Stations and Apparatus returned to each city. • ESF Personnel are designated as either Eugene or Springfield and returned to each city. • Both parties should agree on a separation plan that will minimize the challenges and preserve relationships between the cities, including a mutual/automatic aid agreement that capitalizes on maintaining as much of the ability to operate together on emergency scenes as is possible.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-16	**Debt Service**: Provide language that requires any debt assumed by ESF would need to be assumed by the parties or satisfied in the event of a dissolution of the agreement.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-17	**Admission of New Parties**: Consider establishing language that would allow new parties to join the intergovernmental agreement after the initial 2-year agreement is complete.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-18	**Remittance**: Establish the frequency of funding the intergovernmental agreement, consider monthly or quarterly payments.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel

STEP 1 ACTION PLAN: ESTABLISHING A DRAFT IGA TO CREATE AN IGE		
#	**Action Item**	**Responsibility**
1-19	**Amendments:** Define the process to amend the Intergovernmental agreement.	City of Eugene City of Springfield <u>Draft Recommendation</u> Governance Review Panel
1-20	**Prepare the agreement:** Prepare the draft agreement based on the decisions made through this process. Ensure the agreement complies with all relevant laws, regulations, and contractual obligations for both parties.	Designated City Attorneys

Step 2: Review the Costs Associated with the Draft Agreement.

The Fire Chief, in collaboration with the Board of Directors, should facilitate determining the costs and processes identified in the draft IGA before an agreement can be considered.

Figure 63: Step 2—Action Plan to Review Costs Based on the Draft IGA

STEP 2 ACTION PLAN: REVIEW COSTS BASED ON DRAFT IGA		
#	**Action Item**	**Responsibility**
2-1	**Administrative Support Service:** Review the options and cost to provide administrative services for ESF • Secure proposals from each city to provide desired administrative support for the IGE for Finance, HR, and Information Technology. • Determine the cost of ESF providing all or part of the administrative support functions.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
2-2	**ESF New Administrative Personnel**: Validate the cost of the additional five administrative personnel recommended in the report as a shared cost in the new Member Fee. Estimated at $900,000	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
2-3	**Intergovernmental Charges:** The city not selected to provide administrative services for the IGE should identify how much of their existing charges to the Fire Department can be "Right Sized" without the burden of providing service to the Fire Department. This reduction is realized by that city.	The City not chosen to deliver Administrative Services
2-4	**Legal Representation**: Determine legal representation for the IGE. • Consider utilizing the legal services of the city that provides administrative support or secure legal representation for the entity separate from either city.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
2-5	**Health Insurance:** Determine the best method to deliver health insurance for the employees of the IGE. • Determine if ESF employees can secure Health Insurance from Springfield and Eugene. • Review options for health insurance from the open market plans.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel

STEP 2 ACTION PLAN: REVIEW COSTS BASED ON DRAFT IGA		
#	**Action Item**	**Responsibility**
2-6	**PERS Cost Validation**: Coordinate with Oregon Public Employees Retirement to validate the PERS rate for a new entity as an independent. (New rate should be available in September 2024) • Determine if both cities will transfer their UAL to the IGE. • Confirm the process PERS will follow to determine a rate for the IGE for the next biennium.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
2-7	**Member Fee:** Determine the Member Fee method and actual funding required for each city utilizing this method. • Consider the Triton Recommendation in the Strategic Analysis of options, IGE section on the Member Fee. • Develop a Draft Board Policy that defines the Member Fee System for consideration in Step 3. • Build the Member Fee chart to identify the actual funding required from each city for the current fiscal year to provide a comparison of costs.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
2-8	**Revenue**: Consider the revenue generated by ESF, most importantly ambulance transport revenue and fire district contracts, will be captured in the ESF budget to offset the funds required by each city. • Consider isolating the revenue generated inside of each City to allow for the funds to be applied to the offset for that city as identified in the Triton report.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
2-9	**Ambulance Revenue and Expenditures:** Consider the staffing of ambulances to be a shared expense based on the Member Fee with ambulance revenue allocated to each city based on the location of the transport.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
2-10	**Agreement to Move Forward**: Determine the value of implementing the agreement based on the draft IGA, the verified costs to provide service, and the level of service provided to both cities.	City of Eugene City of Springfield

Step 3: Implementing the Agreement

The Fire Chief, in collaboration with the Board of Directors, should facilitate the implementation of the agreement utilizing the attached action plan.

Figure 64: Step 3—Action Plan for Implementing the Agreement to Form an IGE

STEP 3 ACTION PLAN: IMPLEMENTING THE AGREEMENT		
#	**Action Item**	**Responsibility**
3-1	**Adopt Agreement**: Adopt the intergovernmental agreement that creates the IGE and determine a target starting date for the entity to begin operating.	City of Eugene City of Springfield
3-2	**Appointment of Governing Body:** Each City appoints their representation to the Board of Directors.	City of Eugene City of Springfield
3-3	**Appoint the Fire Chief:** • Review the job description and expectations for the position of Fire Chief. • Consider appointment of the existing Fire Chief for ESF to the position. • Negotiate an employment agreement.	Board of Directors
3-4	**Communication with Employees:** Provide detailed information and orientations on the impact to all employees with the adoption of the agreement, including timelines for each major step in the process.	Board of Directors Fire Chief
3-5	**Administrative Support:** Establish the Administrative support services based on the review completed in Step 2.	Board of Directors
3-6	**Board Policy Manual**: Begin developing the Board Policy Manual to provide policy level guidance for the Fire Chief to administer the IGE.	Board of Directors Draft Recommendation Fire Chief City Managers
3-7	**Member Fee:** Adopt the draft Board Policy developed in Step 2.	Board of Directors
3-8	**Health Insurance:** Establish Health Insurance for the employees as determined in Step 2.	Board of Directors Draft Recommendation Fire Chief City Managers

STEP 3 ACTION PLAN: IMPLEMENTING THE AGREEMENT		
#	**Action Item**	**Responsibility**
3-9	**PERS**: File with Oregon Public Employees Retirement and secure the formal rate for a new entity as part of the independent.	Board of Directors <u>Draft Recommendation</u> Fire Chief City Managers
3-10	**Transfer Employees**: Transfer Eugene and Springfield employees to the ESF.	City of Eugene City of Springfield
3-11	**New Administrative Personnel**: Consider the additional five administrative personnel recommended in the report as a shared cost in the new Member Fee.	City of Eugene City of Springfield <u>Recommendation</u> Board of Directors
3-12	**City Ownership/Pride Initiatives:** Consider the initiatives identified in the Triton report to ensure both cities feel ownership of their fire service. • Liaisons identified for each city. • Fire station identification with city emblem. • Apparatus branding with city emblem. • Uniforms with ESF and City emblem. • Assigned Fire and Life Safety staff for each city.	Board of Directors <u>Recommendation</u> Fire Chief

REESTABLISHING STANDALONE FIRE DEPARTMENTS

If the decision is made to dissolve the functional merger and reinstate standalone city departments, the following action items are recommended for each city. While some action items may overlap between cities, transitioning back to standalone agencies requires each city to designate a responsible party capable of effectively representing the city's interests throughout the process.

The next two figures identify the action plan for dissolution of the functional merger agreement. While this list is comprehensive, additional items may be identified as the process is initiated.

City of Eugene Action Plan

Figure 65: City of Eugene Action Plan for Reestablishing Eugene Fire & EMS

City of Eugene Action Plan for Reestablishing Eugene Fire & EMS	
#	**Action Item**
E-1	**Responsible Party**: Consider assigning the Fire Chief to manage these action items.
E-2	**Review Action Items:** Engage members of the city, fire department and the IAFF to review the action items and establish additional items as necessary.
E-3	**Positions**: Consider the recommendation of re-establishing the recommended positions: • Deputy Chief • Finance Manager (funding only) • Battalion Chief – Training • Battalion Chief Fire Marshal • Program Specialist - Billing
E-4	**DC Fire Marshal**: Consider transferring the Deputy Chief – Fire Marshal, currently employed by Eugene but funded by Springfield, back to Springfield.
E-5	**Recruitment and Selection**: Conduct a recruitment and selection process for the following positions: • Deputy Chief • Battalion Chief – Fire Marshal • Battalion Chief - Training • Program Specialist—Billing
E-6	**Additional positions**: Consider the value of adding two positions: • Public Information Officer • Senior Management Analyst—Data Analysis

City of Eugene Action Plan for Reestablishing Eugene Fire & EMS	
#	**Action Item**
E-7	**Allocated Positions**: Review Allocated positions compared to existing FTEs in the Operations Division and correct imbalances for Eugene.
E-8	**Ambulance Expenditures and Revenue**: Evaluate the impact of ambulance deployment that is restricted to the City, specifically on ambulance collection and needs for any additional staffing in Eugene.
E-9	**Supplies and Equipment**: Validate that the supplies and equipment assigned to fire stations and apparatus have been appropriately allocated and funded by each city.
E-10	**Specialty Programs and Training**: Evaluate the supplies and equipment for Water Rescue, Trench Rescue, and Training to determine ownership, identification of gaps in needs, funding the needed supplies and equipment for Eugene.
E-11	**Uniforms**: Re-Establish a Eugene Uniform and fund the new uniforms for existing employees and for inventory.
E-12	**Apparatus Identification**: Re-Establish a Eugene Apparatus identification and fund the appropriate modifications.
E-13	**Mutual Aid Agreement**: Re-Establish a Mutual Aid agreement between Eugene and Springfield that includes maintenance of shared operational protocols.

City of Springfield Action Plan

Figure 66: City of Springfield Action Plan for Reestablishing Springfield Fire & Life Safety

City of Springfield Action Plan for Reestablishing Springfield Fire & Life Safety	
#	**Action Item**
S-1	**Responsible Party**: Assign a primary responsible person in Springfield Fire & Life Safety to manage these action items until a Fire Chief is selected and assigned these tasks.
S-2	**Review Action Items:** Engage members of the city, fire department and the IAFF to review the action items and establish additional items as necessary.
S-3	**Recommended Positions**: Consider re-establishing the following positions: • Fire Chief • Deputy Chief • Executive Assistant • Finance Manager (Position only, already funded)
S-4	**DC Fire Marshal**: Consider accepting the transfer of the Eugene Deputy Chief – Fire Marshal, currently employed by Eugene but funded by Springfield, back to Springfield.
S-5	**Recruitment and Selection**: Conduct a recruitment and selection process for the following positions: • Fire Chief • Deputy Chief • Executive Assistant • Finance Manager (Position already funded)
S-6	**Allocated Positions**: Review Allocated positions compared to existing FTEs in the Operations Division and correct imbalances.
S-7	**Ambulance Expenditures and Revenue**: Evaluate the impact of ambulance deployment that is restricted to the City, specifically on ambulance collection and needs for any additional staffing for Springfield.
S-8	**Office Space**: Re-Establish Office Space for Springfield Fire Administration and Support.
S-9	**Supplies and Equipment**: Validate that the supplies and equipment assigned to fire stations and apparatus have been appropriately allocated and funded by each city.
S-10	**Specialty Programs and Training**: Evaluate the supplies and equipment for Water Rescue, Trench Rescue, and Training to determine ownership, identification of gaps in needs, funding the needed supplies and equipment for Springfield.

City of Springfield Action Plan for Reestablishing Springfield Fire & Life Safety	
#	**Action Item**
S-11	**Uniforms**: Re-Establish a Springfield Uniform and fund the new uniforms for existing employees and for inventory.
S-12	**Apparatus Identification**: Re-Establish a Springfield Apparatus identification and fund the appropriate modifications.
S-13	**Logistics Storage**: Re-Establish Logistics storage area to store inventory for supplies and uniforms along with a system to manage the inventory and disbursement.
S-14	**Mutual Aid**: Re-Establish a Mutual Aid agreement between Springfield and Eugene that includes maintenance of existing operational protocols.

Section IV:
DETAILED EXAMINATION OF EXISTING CONDITIONS

FINANCIAL SUMMARY

The following section provides extensive details on the finances, position/cost allocations, and administrative support functions.

ESF operates without a coordinated budget process between the two cities, leading to two separate fire department budgets that are integrated into the respective city budgets. The following figures display each city's Fire and EMS actual revenues and expenditures by fund or subfund for the five most recently completed fiscal years (FY 2019–2023). Figures for each of the citywide Fire and EMS budgets and an overall ESF budget are also included.

City of Eugene

Eugene's Fire and EMS budget is accounted for in six separate funds or subfunds: Main Subfund of the General Fund, Equipment Replacement Subfund of the General Fund, Community Safety Payroll Tax, Construction Permits Fund, Airport Fund, and Ambulance Transport Fund.

The Main Subfund of the General Fund supports approximately two-thirds of Eugene's Fire and EMS services, in addition to police, library, and other general government operations. Approximately 76% of Main Subfund expenditures are for personnel. Major revenue sources in this subfund include grant revenues, recoveries, and reimbursement for fire services. The Equipment Replacement Subfund of the General Fund accounts for resources associated with future replacement of General Funded equipment other than vehicles.

Figure 67: Eugene—Main Subfund of General Fund (011)

	2019 Actuals	2020 Actuals	2021 Actuals	2022 Actuals	2023 Actuals
Grant Revenues	$ 21,261	$ 249,971	$ 236,995	$ 29,773	$ 473,264
GEMT Revenues	$ -	$ 517,205	$ 169,765	$ -	$ -
Fire Services	$ 2,946,330	$ 2,015,731	$ 3,483,559	$ 2,796,497	$ 2,647,832
EMS Fees	$ 5,802	$ -	$ -	$ -	$ 34,853
Recoveries	$ 323,529	$ 596,539	$ 1,169,856	$ 907,409	$ 761,432
Haz Mat Fees and Permits	$ 287,315	$ 265,952	$ 163,596	$ 266,766	$ 178,575
Plan Review Fees	$ -	$ -	$ -	$ 24,325	$ (2,086)
All Other Revenues	$ 94,391	$ 108,672	$ 443,197	$ 59,161	$ 168,738
Total Revenues	**$ 3,678,627**	**$ 3,754,068**	**$ 5,666,969**	**$ 4,083,932**	**$ 4,262,608**
Salaries	$ 15,465,684	$ 16,127,776	$ 16,374,789	$ 15,760,217	$ 16,059,725
Overtime	$ 2,313,600	$ 2,076,538	$ 3,416,611	$ 3,955,545	$ 3,974,206
Benefits	$ 9,573,304	$ 10,396,663	$ 11,319,782	$ 11,567,421	$ 11,210,166
Materials, Supplies, and Contractu	$ 1,370,788	$ 2,083,666	$ 1,880,651	$ 1,329,822	$ 1,707,824
Interdepartmental Fleet	$ 1,227,473	$ 1,332,434	$ 1,451,878	$ 1,423,100	$ 1,571,442
Interdepartmental Technology	$ 321,225	$ 329,076	$ 341,253	$ 503,376	$ 597,122
Interdepartmental Risk Rates	$ 162,069	$ 163,631	$ 314,281	$ 200,309	$ 232,864
Interdepartmental Facility Rates	$ 857,943	$ 815,855	$ 859,865	$ 875,427	$ 945,331
Other Interdepartmental	$ 35,285	$ 27,031	$ 20,396	$ 18,901	$ 20,201
Vehicles and Equipment	$ 37,477	$ 49,775	$ 1,306,050	$ -	$ 429,272
Dispatch Costs	$ 1,147,447	$ 1,251,497	$ 1,310,105	$ 1,144,180	$ 1,224,826
Central Services Allocation	$ 2,585,000	$ 2,692,000	$ 3,391,000	$ 3,505,000	$ 3,131,000
Total Expenditures	**$ 35,097,295**	**$ 37,345,943**	**$ 41,986,661**	**$ 40,283,296**	**$ 41,103,980**

Figure 68: Eugene—Equipment Replacement Subfund of General Fund (041)

	2019 Actuals	2020 Actuals	2021 Actuals	2022 Actuals	2023 Actuals
Total Revenues	**$ -**	**$ -**	**$ -**	**$ -**	**$ -**
Materials, Supplies, and Contractual	$ 25,000	$ 25,000	$ 25,000	$ 49,428	$ 25,000
Vehicles and Equipment	$ -	$ -	$ 325,000	$ -	$ -
Total Expenditures	**$ 25,000**	**$ 25,000**	**$ 350,000**	**$ 49,428**	**$ 25,000**

The Community Safety Payroll Tax, classified as a Special Revenue Fund, is specifically designated for accounting Payroll Tax revenues allocated to community safety system efforts. This fund supports eligible Fire and EMS activities, including the creation of a 9-1-1-triage program and a field triage/community response unit. The fund also finances other City safety-related programs to enhance overall community safety services. The Payroll Tax began funding services in Fiscal Year 2022 (FY 22), with expenditures for Fire and EMS activities in Fiscal Year 2023 (FY 23) exceeding $1.6 million.

Figure 69: Eugene—Community Safety Payroll Tax Fund (136)

	2019 Actuals	2020 Actuals	2021 Actuals	2022 Actuals	2023 Actuals
Total Revenues	**$ -**	**$ -**	**$ -**	**$ -**	**$ -**
Salaries	$ -	$ -	$ -	$ 48,965	$ 960,187
Overtime	$ -	$ -	$ -	$ 835	$ 83,407
Benefits	$ -	$ -	$ -	$ 31,231	$ 514,991
Materials, Supplies, and Contractua	$ -	$ -	$ -	$ 1,934	$ 9,096
Interdepartmental Fleet	$ -	$ -	$ -	$ -	$ 1,121
Interdepartmental Technology	$ -	$ -	$ -	$ 97	$ 345
Vehicles and Equipment	$ -	$ -	$ -	$ -	$ 42,140
Total Expenditures	**$ -**	**$ -**	**$ -**	**$ 83,063**	**$ 1,611,286**

The Construction Permits Fund supports Fire and Life Safety activities and is funded by Plan Review Fees and related fees. Expenditures are primarily for personnel.

Figure 70: Eugene—Construction Permits Fund (151)

	2019 Actuals	2020 Actuals	2021 Actuals	2022 Actuals	2023 Actuals
Plan Review Fees	$ 334,125	$ 121,889	$ 186,407	$ 191,072	$ 222,455
All Other Revenues	$ 263,260	$ 132,213	$ 240,149	$ 117,320	$ 265,321
Total Revenues	**$ 597,385**	**$ 254,102**	**$ 426,556**	**$ 308,393**	**$ 487,776**
Salaries	$ 203,176	$ 210,813	$ 214,216	$ 219,948	$ 227,390
Overtime	$ 4,734	$ 2,540	$ 2,103	$ 1,828	$ 11,961
Benefits	$ 135,013	$ 119,613	$ 125,733	$ 133,061	$ 137,151
Materials, Supplies, and Contractual	$ 1,581	$ 1,040	$ 1,852	$ 1,608	$ 1,062
Interdepartmental Fleet	$ 10,140	$ 18,621	$ 21,130	$ 22,013	$ 12,901
Interdepartmental Technology	$ -	$ -	$ -	$ 2,884	$ 3,362
Interdepartmental Risk Rates	$ 2,469	$ 1,962	$ 2,756	$ 1,210	$ 1,125
Other Interdepartmental	$ 1,260	$ 1,440	$ 1,440	$ 1,440	$ 1,440
Total Expenditures	**$ 358,372**	**$ 356,028**	**$ 369,230**	**$ 383,991**	**$ 396,393**

The Airport Fund is an Enterprise Fund. Fire and EMS expenditures in this fund support personnel costs related to providing Aircraft Rescue and Firefighting (ARFF) services at the Eugene Regional Airport.

Figure 71: Eugene—Airport Fund (511)

	2019 Actuals	2020 Actuals	2021 Actuals	2022 Actuals	2023 Actuals
Recoveries	$ -	$ 794	$ 9,888	$ 18,765	$ 2,113
Total Revenues	**$ -**	**$ 794**	**$ 9,888**	**$ 18,765**	**$ 2,113**
Salaries	$ 698,735	$ 684,515	$ 760,528	$ 745,380	$ 758,767
Overtime	$ 85,809	$ 49,785	$ 91,923	$ 123,696	$ 152,898
Benefits	$ 406,292	$ 424,024	$ 475,097	$ 503,404	$ 490,752
Materials, Supplies, and Contractual	$ 1,324	$ 930	$ 778	$ 2,471	$ 1,849
Interdepartmental Technology	$ -	$ -	$ -	$ 383	$ 8,476
Interdepartmental Risk Rates	$ 3,071	$ 6,862	$ 9,643	$ 4,233	$ 3,939
Total Expenditures	**$ 1,195,230**	**$ 1,166,117**	**$ 1,337,968**	**$ 1,379,567**	**$ 1,416,681**

The Ambulance Transport Fund accounts for the operations of ambulance transportation services and associated pre-hospital life support care. These services are funded by ambulance transportation fees, subscription program membership fees, and Ground Emergency Medical Transportation (GEMT) Program revenues. Revenues in the Ambulance Transport Fund have increased by over $3.8 million since 2019, while expenditures have increased by over $3.4 million over the same period.

Figure 72: Eugene—Ambulance Transport Fund (592)

	2019 Actuals	2020 Actuals	2021 Actuals	2022 Actuals	2023 Actuals
Grant Revenues	$ 1,315,708	$ 317,334	$ 689,911	$ 142,048	$ 40,463
GEMT Revenues	$ -	$ -	$ -	$ 3,350,893	$ 3,975,333
Fire Services	$ -	$ -	$ -	$ 65,408	$ 63,934
EMS Fees	$ 9,131,281	$ 8,588,195	$ 8,085,615	$ 9,036,594	$ 9,568,786
Recoveries	$ 762,412	$ 514,985	$ 742,564	$ 922,749	$ 1,492,081
All Other Revenues	$ 202,360	$ 324,793	$ 211,904	$ 121,024	$ 79,994
Total Revenues	**$ 11,411,762**	**$ 9,745,308**	**$ 9,729,993**	**$ 13,638,715**	**$ 15,220,589**
Salaries	$ 3,748,332	$ 4,174,723	$ 4,054,832	$ 5,169,278	$ 5,440,123
Overtime	$ 1,362,883	$ 723,374	$ 1,038,963	$ 1,183,128	$ 1,148,607
Benefits	$ 2,811,171	$ 2,937,296	$ 3,011,814	$ 3,791,138	$ 3,715,032
Materials, Supplies, and Contrac	$ 1,612,152	$ 973,106	$ 1,070,603	$ 1,737,968	$ 2,546,157
Interdepartmental Fleet	$ 583,149	$ 428,519	$ 457,433	$ 1,050,013	$ 1,241,443
Interdepartmental Technology	$ 40,093	$ 41,782	$ 43,044	$ 85,449	$ 118,733
Interdepartmental Risk Rates	$ 20,197	$ 29,494	$ 44,938	$ 22,314	$ 22,693
Interdepartmental Facility Rates	$ 262,341	$ 257,612	$ 267,334	$ 276,026	$ 291,589
Other Interdepartmental	$ 4,150	$ 6,169	$ 35,999	$ 4,981	$ 4,128
Vehicles and Equipment	$ 979,392	$ -	$ 60,577	$ -	$ -
Dispatch Costs	$ 403,673	$ 411,746	$ 419,980	$ 429,640	$ 438,233
Central Services Allocation	$ 786,000	$ 910,000	$ 964,000	$ 1,043,000	$ 1,123,000
Total Expenditures	**$ 12,613,533**	**$ 10,893,821**	**$ 11,469,516**	**$ 14,792,935**	**$ 16,089,739**

Over the past five fiscal years (from FY 19 through FY 23), Eugene Fire and EMS revenues have increased from $15.7 million to $20 million. Significant increases in grant revenues and GEMT revenues have contributed to this overall revenue increase. Additionally, revenue from EMS fees has increased from $9.1 million to $9.6 million. During this same period, expenditures have increased by 23%, from $49.3 million to $60.6 million. Significant areas of increase include personnel costs (which account for approximately 74% of Eugene's overall Fire and EMS expenditures) and Materials, Supplies, and Contractual costs. The difference between FY 2023 expenditures and revenues results in City of Eugene support to Fire and EMS activities in the amount of $40.6 million.

Figure 73: Eugene—All Funds

	2019 Actuals	2020 Actuals	2021 Actuals	2022 Actuals	2023 Actuals
Grant Revenues	$ 1,336,969	$ 567,305	$ 926,906	$ 171,821	$ 513,727
GEMT Revenues	$ -	$ 517,205	$ 169,765	$ 3,350,893	$ 3,975,333
Fire Services	$ 2,946,330	$ 2,015,731	$ 3,483,559	$ 2,861,904	$ 2,711,766
EMS Fees	$ 9,137,083	$ 8,588,195	$ 8,085,615	$ 9,036,594	$ 9,603,639
Recoveries	$ 1,085,941	$ 1,112,317	$ 1,922,308	$ 1,848,922	$ 2,255,626
Haz Mat Fees and Permits	$ 287,315	$ 265,952	$ 163,596	$ 266,766	$ 178,575
Plan Review Fees	$ 334,125	$ 121,889	$ 186,407	$ 215,398	$ 220,369
All Other Revenues	$ 560,011	$ 565,678	$ 895,250	$ 297,505	$ 514,053
Total Revenues	**$ 15,687,774**	**$ 13,754,272**	**$ 15,833,407**	**$ 18,049,805**	**$ 19,973,087**
Salaries	$ 20,115,926	$ 21,197,827	$ 21,404,364	$ 21,943,789	$ 23,446,192
Overtime	$ 3,767,025	$ 2,852,237	$ 4,549,599	$ 5,265,032	$ 5,371,081
Benefits	$ 12,925,780	$ 13,877,597	$ 14,932,425	$ 16,026,254	$ 16,068,092
Materials, Supplies, and Contractual	$ 3,010,844	$ 3,083,743	$ 2,978,884	$ 3,123,232	$ 4,290,988
Interdepartmental Fleet	$ 1,820,761	$ 1,779,574	$ 1,930,441	$ 2,495,125	$ 2,826,907
Interdepartmental Technology	$ 361,318	$ 370,857	$ 384,296	$ 592,188	$ 728,039
Interdepartmental Risk Rates	$ 187,806	$ 201,949	$ 371,618	$ 228,066	$ 260,621
Interdepartmental Facility Rates	$ 1,120,284	$ 1,073,467	$ 1,127,199	$ 1,151,453	$ 1,236,920
Other Interdepartmental	$ 40,695	$ 34,640	$ 57,835	$ 25,322	$ 25,769
Vehicles and Equipment	$ 1,016,869	$ 49,775	$ 1,691,627	$ -	$ 471,412
Dispatch Costs	$ 1,551,120	$ 1,663,243	$ 1,730,085	$ 1,573,820	$ 1,663,059
Central Services Allocation	$ 3,371,000	$ 3,602,000	$ 4,355,000	$ 4,548,000	$ 4,254,000
Total Expenditures	**$ 49,289,430**	**$ 49,786,909**	**$ 55,513,375**	**$ 56,972,282**	**$ 60,643,079**

City of Springfield

Springfield's Fire and EMS budget is accounted for in five separate City funds: General Fund, Special Revenue Fund, Building Permits Fund, Levy Fund, and Ambulance Fund.

Springfield's General Fund supports general municipal services, including administrative services, Fire and Life Safety, Police, and Development and Public Works. Approximately 73% of General Fund expenditures are for personnel.

Figure 74: Springfield—General Fund (100)

	2019 Actuals	2020 Actuals	2021 Actuals	2022 Actuals	2023 Actuals
Fire Services	$ 1,556,656	$ 2,145,279	$ 2,134,237	$ 1,865,549	$ 1,802,710
Plan Review Fees	$ 52,991	$ 152,100	$ 201,225	$ 198,644	$ 230,664
Total Revenues	**$ 1,609,647**	**$ 2,297,379**	**$ 2,335,462**	**$ 2,064,194**	**$ 2,033,374**
Salaries	$ 5,717,123	$ 5,918,748	$ 5,698,639	$ 5,548,198	$ 5,154,951
Overtime	$ 1,123,616	$ 849,933	$ 1,254,983	$ 1,568,773	$ 1,708,336
Benefits	$ 2,852,216	$ 3,160,629	$ 3,219,502	$ 3,162,389	$ 3,161,369
Materials, Supplies, and Contractual	$ 707,146	$ 573,362	$ 1,350,869	$ 1,169,667	$ 1,156,988
Interdepartmental Fleet	$ 207,972	$ 314,976	$ 315,000	$ 442,628	$ 522,730
Interdepartmental Technology	$ 51,672	$ 45,000	$ 99,660	$ 100,528	$ 105,972
Interdepartmental Risk Rates	$ 131,736	$ 112,812	$ 113,783	$ 149,412	$ 253,272
Interdepartmental Facility Rates	$ 166,440	$ 165,072	$ 165,720	$ 37,440	$ 37,440
Other Interdepartmental	$ 88,704	$ 66,456	$ 59,856	$ 127,812	$ 47,364
Dispatch Costs	$ 496,406	$ 489,254	$ 408,119	$ 372,102	$ 389,004
Indirect Costs *	$ 1,076,885	$ 1,375,708	$ 1,205,867	$ 1,249,533	$ 1,190,808
Total Expenditures	**$ 12,619,916**	**$ 13,071,949**	**$ 13,891,998**	**$ 13,928,482**	**$ 13,728,234**

* Indirect Costs are not directly charged to the General Fund. Costs are estimated based on a cost per FTE derived from actual Indirect Costs charged to the Ambulance Fund.

Special revenue funds account for the proceeds of specific revenue sources that are legally restricted to expenditures for specific purposes. Springfield's Special Revenue Fund accounts for the receipt of money that must be used for a specific project or service. In FY 2023, over $600,000 was spent on equipment.

Figure 75: Springfield—Special Revenue Fund (204)

	2019 Actuals	2020 Actuals	2021 Actuals	2022 Actuals	2023 Actuals
Total Revenues	**$ -**	**$ -**	**$ -**	**$ -**	**$ -**
Salaries	$ -	$ -	$ -	$ -	$ 171,371
Overtime	$ -	$ -	$ -	$ -	$ 9,299
Benefits	$ -	$ -	$ -	$ -	$ 58,383
Materials, Supplies, and Contractual	$ -	$ -	$ -	$ -	$ 1,977
Vehicles and Equipment	$ -	$ -	$ -	$ -	$ 626,791
Total Expenditures	**$ -**	**$ -**	**$ -**	**$ -**	**$ 867,822**

The Building Code Fund accounts for the cost of building permits and inspection services, through the dedicated revenues generated by providing these services. As a result of Senate Bill 587, revenues from building permit fees are required to be used only for the administration and enforcement of the State Building Code. This fund supports 0.40 FTE Fire staff in Fire and Life Safety activities.

Figure 76: Springfield—Building Permits Fund (224)

	2019 Actuals	2020 Actuals	2021 Actuals	2022 Actuals	2023 Actuals
Total Revenues	**$ -**	**$ -**	**$ -**	**$ -**	**$ -**
Salaries	$ 39,795	$ 41,483	$ 42,521	$ 43,772	$ 45,103
Overtime	$ 113	$ 148	$ -	$ 493	$ 1,095
Benefits	$ 18,007	$ 20,625	$ 21,008	$ 21,576	$ 22,300
Materials, Supplies, and Contractual	$ -	$ 4	$ -	$ -	$ -
Interdepartmental Technology	$ -	$ -	$ 408	$ 420	$ 396
Interdepartmental Risk Rates	$ -	$ -	$ 780	$ 1,032	$ 1,764
Interdepartmental Facility Rates	$ -	$ -	$ 3,924	$ 4,008	$ 5,724
Other Interdepartmental	$ -	$ -	$ 408	$ 888	$ 324
Indirect Costs			$ 7,200	$ 7,452	$ 7,152
Total Expenditures	**$ 57,915**	**$ 62,260**	**$ 76,248**	**$ 79,641**	**$ 83,858**

The Fire Local Option Levy Fund accounts for the receipt of the local option levy passed in 2002, 2006, 2010, 2015, and 2020 to provide funding for enhanced fire services as well as accounting for the expenditures made for the increased services. FY 2023 revenue in this fund was just over $2.0 million. However, tax revenue and interest and income revenue, which comprise nearly all of this amount, are not included in the following figure, since these revenues are not generated by Fire and EMS activities. The City of Springfield is in tax compression and the tax rate on the levy has been compressed, thereby reducing the funds collection by $155,000 for FY 23/24.

Figure 77: Springfield—Levy Fund (235)

	2019 Actuals	2020 Actuals	2021 Actuals	2022 Actuals	2023 Actuals
Fire Services	$ 50,983	$ 38,610	$ 34,621	$ 41,636	$ 30,970
Total Revenues	$ 50,983	$ 38,610	$ 34,621	$ 41,636	$ 30,970
Salaries	$ 674,066	$ 688,066	$ 739,292	$ 802,095	$ 836,535
Overtime	$ 242,129	$ 64,693	$ 159,265	$ 139,525	$ 115,605
Benefits	$ 310,357	$ 354,037	$ 385,249	$ 410,361	$ 425,428
Materials, Supplies, and Contractual	$ 102,096	$ 81,938	$ 73,880	$ 89,816	$ 112,168
Interdepartmental Technology	$ -	$ -	$ 7,128	$ 7,356	$ 6,960
Interdepartmental Risk Rates	$ 15,624	$ 13,656	$ 13,596	$ 18,156	$ 30,780
Interdepartmental Facility Rates	$ 5,616	$ 5,604	$ 5,604	$ 5,772	$ 5,772
Other Interdepartmental	$ 10,548	$ 8,016	$ 7,128	$ 15,516	$ 5,736
Dispatch Costs	$ 152,740	$ 150,553	$ 159,205	$ 145,155	$ 151,748
Total Expenditures	**$ 1,513,175**	**$ 1,366,563**	**$ 1,550,348**	**$ 1,633,752**	**$ 1,690,732**

Springfield's Ambulance Fund is an Enterprise Fund that accounts for the City's ambulance operations, which includes ambulance transportation services and associated pre-hospital life support care, ambulance billing services, and the Fire Med Program. Ambulance Fund revenue increased over 13% from 2019 to 2023, primarily due to significant increases in GEMT revenue, which increased from $515,066 in FY 2020 to $1,760,082 in FY 2023.

Figure 78: Springfield—Ambulance Fund (615)

F17A10A3:F25A3:F18A3:F19A3:F25	2019 Actuals	2020 Actuals	2021 Actuals	2022 Actuals	2023 Actuals
Grant Revenues	$ -	$ 125	$ 149	$ 22,172	$ 217,832
GEMT Revenues	$ -	$ 515,066	$ 764,950	$ 1,324,687	$ 1,760,082
Fire Services	$ 27,880	$ 48,490	$ 30,140	$ 5,283	$ 17,305
EMS Fees	$ 6,175,198	$ 5,668,102	$ 4,096,295	$ 5,939,894	$ 4,735,230
Eugene IGA Reimbursement	$ 16,288	$ 901	$ -	$ -	$ -
Interfund Transfers	$ -	$ -	$ -	$ 701,556	$ 325,066
Beginning Cash Balance *	$ -	$ -	$ -	$ (708,295)	$ -
Total Revenues	**$ 6,219,366**	**$ 6,232,684**	**$ 4,891,534**	**$ 7,285,297**	**$ 7,055,515**
Salaries	$ 2,467,571	$ 2,450,209	$ 2,336,488	$ 2,319,675	$ 2,142,092
Overtime	$ 627,665	$ 310,118	$ 454,425	$ 561,189	$ 476,551
Benefits	$ 1,411,574	$ 1,449,943	$ 1,272,942	$ 1,454,073	$ 1,279,450
Materials, Supplies, and Contractual	$ 994,857	$ 1,166,980	$ 1,334,758	$ 1,747,086	$ 2,260,052
Interdepartmental Fleet	$ 233,220	$ 233,184	$ 233,232	$ 232,992	$ 233,328
Interdepartmental Technology	$ -	$ 50,016	$ 90,204	$ 82,268	$ 77,760
Interdepartmental Risk Rates	$ 66,420	$ 71,472	$ 64,759	$ 70,032	$ 114,324
Interdepartmental Facility Rates	$ 69,432	$ 101,688	$ 51,168	$ 46,296	$ 46,284
Other Interdepartmental	$ 44,832	$ 41,976	$ 37,368	$ 60,300	$ 21,696
Vehicles and Equipment	$ -	$ -	$ -	$ -	$ 93,341
Dispatch Costs	$ 114,455	$ 112,914	$ 228,657	$ 208,478	$ 217,497
Indirect Costs	$ 512,604	$ 623,892	$ 504,000	$ 502,908	$ 464,880
Total Expenditures	**$ 6,542,631**	**$ 6,612,393**	**$ 6,608,001**	**$ 7,285,297**	**$ 7,427,255**

* Negative FY 22 Ambulance Fund Beginning Cash Balance resulted in corresponding negative revenue.

Since 2019, Springfield Fire and EMS revenues have increased by 16%, from $7.9 million to $9.1 million. As noted in the section above, GEMT revenue increases account for much of this difference. During the same period, expenditures increased by 15%. Materials, Supplies, and Contractual costs increased by $1.7 million, or 95%. Most of this increase can be attributed to increased payments from Springfield to Eugene for fire and EMS services. FY 2023 expenditures were $23.8 million, compared with $20.7 million in FY 2019. The difference between FY 2023 expenditures and revenues results in City of Springfield support to Fire and EMS activities in the amount of $14.7 million.

Figure 79: Springfield—All Funds

	2019 Actuals	2020 Actuals	2021 Actuals	2022 Actuals	2023 Actuals
Grant Revenues	$ -	$ 125	$ 149	$ 22,172	$ 217,832
GEMT Revenues	$ -	$ 515,066	$ 764,950	$ 1,324,687	$ 1,760,082
Fire Services	$ 1,635,519	$ 2,232,379	$ 2,198,998	$ 1,912,468	$ 1,850,985
EMS Fees	$ 6,175,198	$ 5,668,102	$ 4,096,295	$ 5,939,894	$ 4,735,230
Plan Review Fees	$ 52,991	$ 152,100	$ 201,225	$ 198,644	$ 230,664
Eugene IGA Reimbursement	$ 16,288	$ 901	$ -	$ -	$ -
Interfund Transfers	$ -	$ -	$ -	$ 701,556	$ 325,066
Beginning Cash Balance	$ -	$ -	$ -	$ (708,295)	$ -
Total Revenues	**$ 7,879,996**	**$ 8,568,673**	**$ 7,261,617**	**$ 9,391,126**	**$ 9,119,859**
Salaries	$ 8,898,555	$ 9,098,506	$ 8,816,940	$ 8,713,740	$ 8,350,053
Overtime	$ 1,993,522	$ 1,224,892	$ 1,868,673	$ 2,269,980	$ 2,310,886
Benefits	$ 4,592,154	$ 4,985,234	$ 4,898,701	$ 5,048,400	$ 4,946,930
Materials, Supplies, and Contractual	$ 1,804,099	$ 1,822,285	$ 2,759,508	$ 3,006,569	$ 3,531,185
Interdepartmental Fleet	$ 441,192	$ 548,160	$ 548,232	$ 675,620	$ 756,058
Interdepartmental Technology	$ 51,672	$ 95,016	$ 197,400	$ 190,572	$ 191,088
Interdepartmental Risk Rates	$ 213,780	$ 197,940	$ 192,918	$ 238,632	$ 400,140
Interdepartmental Facility Rates	$ 241,488	$ 272,364	$ 226,416	$ 93,516	$ 95,220
Other Interdepartmental	$ 144,084	$ 116,448	$ 104,760	$ 204,516	$ 75,120
Dispatch Costs	$ 763,701	$ 752,721	$ 795,982	$ 725,736	$ 758,699
Indirect Costs	$ 1,589,489	$ 1,999,600	$ 1,717,067	$ 1,759,893	$ 1,662,840
Vehicles and Equipment	$ -	$ -	$ -	$ -	$ 720,132
Total Expenditures	**$ 20,733,737**	**$ 21,113,166**	**$ 22,126,597**	**$ 22,927,173**	**$ 23,798,350**

Eugene and Springfield Combined

The following figure combines Eugene's and Springfield's separate Fire and EMS revenues and expenditures from FY 2019 through FY 2023. This provides a five-year overview of revenues and expenditures for ESF as a whole. The final two columns display the percentage of revenues and expenditures attributed to each city for the most recently completed Fiscal Year, FY 2023.

Total ESF revenues increased from $23.6 million in FY 2019 to $29.1 million in FY 2023, an increase of 23%. Eugene generated 69% of total FY 2023 revenue, while Springfield generated 31%. Significant revenue sources include: EMS fees (67% Eugene and 33% Springfield); GEMT Revenues (69% Eugene and 31% Springfield); reimbursement for fire services, which includes mutual aid and services provided to other districts within the respective city limits (59% Eugene and 41% Springfield); and grant revenues (70% Eugene and 30% Springfield).

Total expenditures increased from $70 million in FY 2019 to $84.4 million in FY 2023, an increase of 21%. Significant increases were seen in personnel costs and materials and supplies. Eugene incurred 72% of all expenditures in FY 2023, with Springfield incurring 28% of overall expenditures. Major areas of expenditures are: Personnel (74% Eugene and 26% Springfield); Materials, Supplies, and Contractual costs (55% Eugene and 45% Springfield); Interdepartmental Fleet costs (79% Eugene and 21% Springfield); and Vehicles and Equipment (40% Eugene and 60% Springfield). The difference between total ESF FY 2023 expenditures and revenues results in a combined $55.3 million in support to Fire and EMS activities from the cities of Eugene ($40.6 million) and Springfield ($14.7 million).

Figure 80: Combined Eugene and Springfield—All Funds

	2019 Actuals	2020 Actuals	2021 Actuals	2022 Actuals	2023 Actuals	2023 Percentage	
						Eugene	Springfield
Grant Revenues	$ 1,336,969	$ 567,430	$ 927,055	$ 193,993	$ 731,559	70%	30%
GEMT Revenues	$ -	$ 1,032,271	$ 934,715	$ 4,675,580	$ 5,735,415	69%	31%
Fire Services	$ 4,581,849	$ 4,248,110	$ 5,682,557	$ 4,774,373	$ 4,562,751	59%	41%
EMS Fees	$ 15,312,281	$ 14,256,297	$ 12,181,910	$ 14,976,488	$ 14,338,869	67%	33%
Recoveries	$ 1,085,941	$ 1,112,317	$ 1,922,308	$ 1,848,922	$ 2,255,626	100%	0%
Haz Mat Fees and Permits	$ 287,315	$ 265,952	$ 163,596	$ 266,766	$ 178,575	100%	0%
Plan Review Fees	$ 387,116	$ 273,989	$ 387,633	$ 414,042	$ 451,033	49%	51%
Eugene IGA Reimbursement	$ 16,288	$ 901	$ -	$ -	$ -	0%	0%
Interfund Transfers	$ -	$ -	$ -	$ 701,556	$ 325,066	0%	100%
Beginning Cash Balance	$ -	$ -	$ -	$ (708,295)	$ -	0%	0%
All Other Revenues	$ 560,011	$ 565,678	$ 895,250	$ 297,505	$ 514,053	100%	0%
Total Revenues	**$ 23,567,769**	**$ 22,322,945**	**$ 23,095,024**	**$ 27,440,931**	**$ 29,092,946**	**69%**	**31%**
Salaries	$ 29,014,482	$ 30,296,333	$ 30,221,304	$ 30,657,529	$ 31,796,244	74%	26%
Overtime	$ 5,760,548	$ 4,077,129	$ 6,418,273	$ 7,535,012	$ 7,681,967	70%	30%
Benefits	$ 17,517,935	$ 18,862,831	$ 19,831,126	$ 21,074,654	$ 21,015,021	76%	24%
Materials, Supplies, and Contractual	$ 4,814,943	$ 4,906,028	$ 5,738,392	$ 6,129,801	$ 7,822,173	55%	45%
Interdepartmental Fleet	$ 2,261,953	$ 2,327,734	$ 2,478,673	$ 3,170,745	$ 3,582,965	79%	21%
Interdepartmental Technology	$ 412,990	$ 465,873	$ 581,696	$ 782,760	$ 919,127	79%	21%
Interdepartmental Risk Rates	$ 401,586	$ 399,889	$ 564,536	$ 466,698	$ 660,761	39%	61%
Interdepartmental Facility Rates	$ 1,361,772	$ 1,345,831	$ 1,353,615	$ 1,244,969	$ 1,332,140	93%	7%
Other Interdepartmental	$ 184,779	$ 151,088	$ 162,595	$ 229,838	$ 100,889	26%	74%
Dispatch Costs	$ 2,314,821	$ 2,415,964	$ 2,526,067	$ 2,299,556	$ 2,421,758	69%	31%
Indirect Costs/Central Services Alloc.	$ 4,960,489	$ 5,601,600	$ 6,072,067	$ 6,307,893	$ 5,916,840	72%	28%
Vehicles and Equipment	$ 1,016,869	$ 49,775	$ 1,691,627	$ -	$ 1,191,544	40%	60%
Total Expenditures	**$ 70,023,167**	**$ 70,900,075**	**$ 77,639,971**	**$ 79,899,455**	**$ 84,441,430**	**72%**	**28%**

POSITION AND COST ALLOCATIONS

The fourth amended and restated fire services functional consolidation Intergovernmental Agreement was adopted in 2017. The agreement reinforced the intent of operating as a single consolidated department, while still allowing each city to retain full budget authority over its expenditures and retaining the option to re-establish its own Fire Department if desired. For Operations, the IGA expressly stated a desire to continue operating with the three-battalion system as first defined by an IGA in 2009.

The functionally consolidated administration and support system consists of shared positions outlined in Exhibit A of the current IGA. Positions occupied by Eugene employees are funded entirely by Eugene, while those filled by Springfield employees are funded by Springfield. As other administrative or support positions become vacant, additional positions can be added to this list based on the recommendation of the Fire Chief and the approval of both City Managers.

Figure 81: Functionally Consolidated Administration—Shared Personnel Positions[27]

ESF Shared Personnel Positions
Fire Chief
Deputy Chief, Fire Marshal
Deputy Chief, Operations
Deputy Chief, Special Operations
Administrative Services Manager
All Battalion Chiefs
Assistant Fire Marshal
EMS Chief
Training Staff
Ambulance Billing Supervisor
EMS Instructor
Fire Instructor

[27] Exhibit A, Fourth Amended and Restated Fire Services Functional Consolidation Intergovernmental Agreement, 2017.

Operational employees remain with the city that hired them prior to the functional merger, and new operational hires are assigned to a city at the time of hire, in accordance with each city's approved Full-Time Equivalent (FTE) positions. These costs are fully borne by the respective city through their budgeting processes. Since 2014, operational staff, whether Springfield or Eugene employees, have been integrated across all fire stations, irrespective of their official employer.

In 2012, Eugene and Springfield aligned the language between the two labor agreements and negotiated the first combined agreement in 2015. However, some sections are equivalent but not equal based on the member's employer.

The 2017 IGA does not identify a defined percentage of funding from each city for ESF. Instead, it emphasizes maintaining each city's service level while benefiting from shared administrative positions. As vacancies arise, the Fire Chief and both City Managers jointly decide which city will employ the replacement.

In the absence of a specific funding formula, Triton has opted to use the percentage of employees from each department in 2010 compared to the total workforce to establish a baseline percentage in line with the IGA's intent. This defined percentage, distinct for Administration/Support and Operations, serves as a benchmark to assess the evolution of positions since the 2010 IGA. This defined percentage, one for Administration/Support and another for Operations, was used to evaluate the evolution of positions since the 2010 IGA that first established the Functional Merger.

In the strategic analysis of options section of this report, Triton provides recommendations for sharing in this cost that may be more directly related to the demand for administration and support services as opposed to an arbitrary point in time to identify a percentage for shared costs.

Administration and Support Allocations and Cost

Reconstructing the staffing levels for 2010 has been accomplished as accurately as possible. The data was derived from a review of budget documents, organizational charts captured in the 2009 ESCi study on functional consolidation, and reviewed with the current ESF Fire Chief, ESF Finance/Administration Manager, Springfield Finance Director, and retired ESF Fire Chief Randall Groves.

In 2010, the total number of Administration and Support employees in both cities was 59.25. Today, that number has reduced to 53. While some reductions are attributable to the functional merger, others are the result of independent cost-reduction measures.

In 2010, Eugene employed 41.25 or 68.01% of the combined departments' cost of Administration and Support positions, while Springfield employed 18 or 31.99%. Today, Eugene employs 39 or 74.23% of ESF Admin and Support position costs, and Springfield employs 14 or 25.77%.

Eugene

There are 5.25 positions that were funded in 2010 that are not funded today and three new positions that were not funded in 2010 for a net reduction of 2.25 positions. Positions not funded today compared to 2010:

- Deputy Chief
- Finance Manager (Filled by Eugene, funded by Springfield)
- Battalion Chief Training
- Battalion Chief Fire Marshal
- 0.75 Deputy Fire Marshal/Fire Inspector
- 0.5 Program Support positions (net change)

- Positions funded today that were not funded in 2010:
  - EMS CQI
  - One (1) EMS/Fire Instructor
  - Applications Systems Analyst

Springfield

There are 6 positions that were funded in 2010 that are not funded today and two new positions that were not funded in 2010 for a net reduction of 4 positions.

- Positions not funded today compared to 2010:
  - Fire Chief
  - Deputy Chief
  - Two (2) Deputy Fire Marshal/Fire Inspectors
  - Executive Assistant
  - Program Support position

- Positions funded today that were not funded in 2010:
  - Fire Maintenance Worker
  - Application Support Technician
- Notes:
  - One Deputy Chief position is funded today and serving as the Fire Marshal.
  - A Senior Management Analyst was managing the finance function for Springfield in 2010, this position has been upgraded to Finance Manager.
  - A Fire Training Captain position was staffed in 2010, Springfield funds an EMS Instructor position today instead of a Captain.
  - An EMS Officer was staffed in 2010, Springfield funds an EMS/Fire Instructor instead of an EMS Officer.
  - 12 positions that were funded for ambulance billing in 2010 are not included in this analysis as part of the position eliminations.

Twelve positions in Springfield's Billing Office that were eliminated in recent years due to reduced external ambulance billing clients are not included in this analysis. As of 2023, there are four remaining billing/EMS specialist positions: three in Eugene and one in Springfield. For consistency, all four positions are factored into the 2010 allocation chart. Given that Eugene contracted with Springfield for billing services in 2010, counting these positions as if they were Eugene's seems most appropriate for a comparative analysis between the two periods.

Cost Reductions from Admin and Support positions eliminated since functional merger

There are a total of 11.25 positions in the combined ESF organization eliminated since 2010 with a cost reduction of $2,532,946 each year.

- The cost reduction Eugene is experiencing by not funding these 5.25 positions in Administration and Support is $1,198,170 in wages and benefits each year.
- The cost reduction Springfield is experiencing by not funding these 6 positions in Administration and Support is $1,334,776 in wages and benefits each year.

Net Cost Reduction when adding in new Admin and Support positions since functional merger

There are a total of 11.25 positions in the combined ESF organization eliminated since 2010 and five new positions for a net change of 6.25 positions for a total net cost reduction of $1,657,084 each year.

- The City of Eugene has 5.25 positions that were funded in 2010 that are not funded today and three new positions that were not funded in 2010 for a net change of 2.25 fewer positions for a net cost reduction of $527,297 in wages and benefits each year.
- The City of Springfield has 6 positions that were funded in 2010 that are not funded today and two new positions that were not funded in 2010 for a net change of 4 fewer positions for a net cost reduction of $1,129,787 in wages and benefits each year.

Balance of Admin and Support compared to the 2010 baseline percentage

In 2010, Eugene's percentage of the cost for employees in Admin and Support in 2010 compared to the total workforce was 68.01% compared to Springfields 31.99%. The percentage of the cost for employees in Admin and Support in 2023 is 74.23% compared to Springfields 25.77%

- Eugene's personnel expenditures for admin and support positions would be $599,719 less in FY 2023 if the 2010 baseline percentage were applied.
- Springfield's personnel expenditures would be $599,719 more in FY 2023 if the 2010 baseline percentage were applied.

As stated previously, Triton provides recommendations for sharing in this cost in the Strategic Analysis of Options section of the report that may be more directly related to the demand for administration and support services as opposed to an arbitrary point in time to identify a percentage for shared costs.

Figure 82: 2010 vs. 2023 Administration and Support Positions

Eugene-Springfield Positions	Combined Allocations 2010	ESF Allocations 2023	Difference	Eugene 2010	Eugene 2023	Eugene Difference	Springfield 2010	Springfield 2023	Springfield Difference
Uniformed Personnel									
Fire Chief	2.00	1.00	(1.00)	1.00	1.00	0.00	1.00	0.00	(1.00)
Deputy Chief	5.00	3.00	(2.00)	3.00	2.00	(1.00)	2.00	1.00	(1.00)
Battalion Chief (EMS)	1.00	1.00	0.00	1.00	1.00	0.00	0.00	0.00	0.00
EMS Officer	1.00	0.00	(1.00)	0.00	0.00	0.00	1.00	0.00	(1.00)
EMS Training Coordinator	1.00	1.00	0.00	1.00	1.00	0.00	0.00	0.00	0.00
EMS QCI	0.00	1.00	1.00	0.00	1.00	1.00	0.00	0.00	0.00
Battalion Chief (Fire Marshal)	1.00	0.00	(1.00)	1.00	0.00	(1.00)	0.00	0.00	0.00
Assistant Fire Marshal	1.00	1.00	0.00	1.00	1.00	0.00	0.00	0.00	0.00
Deputy Fire Marshal	11.75	7.00	(4.75)	7.75	6.00	(1.75)	4.00	1.00	(3.00)
Fire Inspector	0.00	2.00	2.00	0.00	1.00	1.00	0.00	1.00	1.00
Battalion Chief (Training)	2.00	1.00	(1.00)	1.00	0.00	(1.00)	1.00	1.00	0.00
Captain (Training Officer)	3.00	2.00	(1.00)	1.00	1.00	0.00	2.00	1.00	(1.00)
EMS/Fire Instructor	1.00	4.00	3.00	1.00	2.00	1.00	0.00	2.00	2.00
Subtotal	**29.75**	**24.00**	**(5.75)**	**18.75**	**17.00**	**(1.75)**	**11.00**	**7.00**	**(4.00)**

Eugene-Springfield Positions	Combined Allocations 2010	ESF Allocations 2023	Difference	Eugene 2010	Eugene 2023	Eugene Difference	Springfield 2010	Springfield 2023	Springfield Difference
Non-Uniformed Personnel									
Finance/Admin Division Mgr.	2.00	1.00	(1.00)	1.00	0.00	(1.00)	1.00	1.00	0.00
Executive Assistant	2.00	1.00	(1.00)	1.00	1.00	0.00	1.00	0.00	(1.00)
Sr. Management Analyst	1.00	2.00	1.00	0.00	2.00	2.00	1.00	0.00	(1.00)
Management Analyst	3.00	2.00	(1.00)	3.00	1.00	(2.00)	0.00	1.00	1.00
Program Coordinator	0.00	3.00	3.00	0.00	3.00	3.00	0.00	0.00	0.00
Billing/EMS Program Spec.	4.00	4.00	0.00	3.00	3.00	0.00	1.00	1.00	0.00
Program Specialist	4.00	3.00	(1.00)	4.00	2.00	(2.00)	0.00	1.00	1.00
Admin Specialist	2.50	2.00	(0.50)	2.50	1.00	(1.50)	0.00	1.00	1.00
Program Tech	2.00	0.00	(2.00)	0.00	0.00	0.00	2.00	0.00	(2.00)
Clerk	1.00	0.00	(1.00)	0.00	0.00	0.00	1.00	0.00	(1.00)
Logistics Manager	1.00	1.00	0.00	1.00	1.00	0.00	0.00	0.00	0.00
Emergency Equip. Tech.	2.00	3.00	1.00	2.00	3.00	1.00	0.00	0.00	0.00
Fire Maintenance Worker	3.00	3.00	0.00	3.00	2.00	(1.00)	0.00	1.00	1.00
Parts & Supply Specialist	1.00	1.00	0.00	1.00	1.00	0.00	0.00	0.00	0.00
Application Systems Analyst	0.00	1.00	1.00	0.00	1.00	1.00	0.00	0.00	0.00
Application Support Tech	0.00	1.00	1.00	0.00	0.00	0.00	0.00	1.00	1.00
Media Services Specialist	1.00	1.00	0.00	1.00	1.00	0.00	0.00	0.00	0.00
Subtotal	**29.50**	**29.00**	**(0.50)**	**22.50**	**22.00**	**(0.50)**	**7.00**	**7.00**	**0.00**
TOTAL	**59.25**	**53.00**	**(6.25)**	**41.25**	**39.00**	**(2.25)**	**18.00**	**14.00**	**(4.00)**
Percentage Change			**-10.5%**			**-5.5%**			**-22.2%**

Figure 83: 2010 Administrative and Support Allocation and Cost of Positions

2010	Salary and Benefits (2023)	COMBINED		Eugene		Springfield	
		Allocations	Cost	Allocations	Cost	Allocations	Cost
Uniformed Admin and Support							
Fire Chief	$339,769	2.00	$679,537	1.00	$339,769	1.00	$339,769
Deputy Chief	$337,513	5.00	$1,687,565	3.00	$1,012,539	2.00	$675,026
Battalion Chief (EMS)	$230,384	1.00	$230,384	1.00	$230,384	0.00	$0
EMS Officer	$180,925	1.00	$180,925	0.00	$0	1.00	$180,925
EMS Training Coordinator	$203,037	1.00	$203,037	1.00	$203,037	0.00	$0
EMS QCI	$173,898	0.00	$0	0.00	$0	0.00	$0
Battalion Chief (Fire Marshal)	$230,384	1.00	$230,384	1.00	$230,384	0.00	$0
Assistant Fire Marshal	$230,384	1.00	$230,384	1.00	$230,384	0.00	$0
Deputy Fire Marshal	$201,761	11.75	$2,370,686	7.75	$1,563,644	4.00	$807,042
Fire Inspector	$145,189	0.00	$0	0.00	$0	0.00	$0
Battalion Chief (Training)	$230,384	2.00	$460,769	1.00	$230,384	1.00	$230,384
Captain (Training Officer)	$180,925	3.00	$542,775	1.00	$180,925	2.00	$361,850
EMS/Fire Instructor	$182,124	1.00	$182,124	1.00	$182,124	0.00	$0
Subtotal		**29.75**	**$6,998,571**	**18.75**	**$4,403,575**	**11.00**	**$2,594,996**
Percent of subtotal				**63.03%**	**62.92%**	**36.97%**	**37.08%**

2010	Salary and Benefits (2023)	COMBINED		Eugene		Springfield	
		Allocations	Cost	Allocations	Cost	Allocations	Cost
Non-Uniformed Admin and Support							
Finance/Admin Manager	$188,965	2.00	$377,930	1.00	$188,965	1.00	$188,965
Executive Assistant	$134,768	2.00	$269,536	1.00	$134,768	1.00	$134,768
Senior Management Analyst	$219,223	1.00	$219,223	0.00	$0	1.00	$219,223
Management Analyst	$166,673	3.00	$500,019	3.00	$500,019	0.00	$0
Program Coordinator	$131,325	0.00	$0	0.00	$0	0.00	$0
Billing/EMS Program Specialist	$123,656	4.00	$494,623	3.00	$370,967	1.00	$123,656
Program Specialist	$119,206	4.00	$476,823	4.00	$476,823	0.00	$0
Admin Specialist	$113,011	2.50	$282,528	2.50	$282,528	0.00	$0
Program Tech	$119,206	2.00	$238,412	0.00	$0	2.00	$238,412
Clerk	$113,011	1.00	$113,011	0.00	$0	1.00	$113,011
Logistics Manager	$219,223	1.00	$219,223	1.00	$219,223	0.00	$0
Emergency Equipment Tech	$173,767	2.00	$347,534	2.00	$347,534	0.00	$0
Fire Maintenance Worker	$166,399	3.00	$499,197	3.00	$499,197	0.00	$0
Parts & Supply Specialist	$113,011	1.00	$113,011	1.00	$113,011	0.00	$0
Application Systems Analyst	$213,306	0.00	$0	0.00	$0	0.00	$0
Application Support Tech	$145,315	0.00	$0	0.00	$0	0.00	$0
Media Services Specialist	$145,315	1.00	$145,315	1.00	$145,315	0.00	$0
Subtotal		**29.50**	**$4,296,384**	**22.50**	**$3,278,349**	**7.00**	**$1,018,035**
Percent of subtotal				**76.27%**	**76.30%**	**23.73%**	**23.70%**
Total		**59.25**	**$11,294,955**	**41.25**	**$7,681,924**	**18**	**$3,613,031**
Percent of total				**69.62%**	**68.01%**	**30.38%**	**31.99%**

Figure 84: 2023 Administrative and Support Allocations and Cost of Positions

2023	Salary and Benefits (2023)	ESF		Eugene		Springfield	
		Allocations	Cost	Allocations	Cost	Allocations	Cost
Uniformed Admin and Support							
Fire Chief	$339,769	1.00	$339,769	1.00	$339,769	0.00	$0
Deputy Chief	$337,513	3.00	$1,012,539	2.00	$675,026	1.00	$337,513
Battalion Chief (EMS)	$230,384	1.00	$230,384	1.00	$230,384	0.00	$0
EMS Officer	$180,925	0.00	$0	0.00	$0	0.00	$0
EMS Training Coordinator	$203,037	1.00	$203,037	1.00	$203,037	0.00	$0
EMS QCI	$173,898	1.00	$173,898	1.00	$173,898	0.00	$0
Battalion Chief (Fire Marshal)	$230,384	0.00	$0	0.00	$0	0.00	$0
Assistant Fire Marshal	$230,384	1.00	$230,384	1.00	$230,384	0.00	$0
Deputy Fire Marshal	$201,761	7.00	$1,412,324	6.00	$1,210,563	1.00	$201,761
Fire Inspector	$145,189	2.00	$290,378	1.00	$145,189	1.00	$145,189
Battalion Chief (Training)	$230,384	1.00	$230,384	0.00	$0	1.00	$230,384
Captain (Training Officer)	$180,925	2.00	$361,850	1.00	$180,925	1.00	$180,925
EMS/Fire Instructor	$182,124	4.00	$728,494	2.00	$364,247	2.00	$364,247
Subtotal		**24.00**	**$5,213,442**	**17.00**	**$3,753,423**	**7.00**	**$1,460,019**
Percent of subtotal				**70.83%**	**72.00%**	**29.17%**	**28.00%**
Non-Uniformed Admin and Support							
Finance/Admin Manager	$188,965	1.00	$188,965	0.00	$0	1.00	$188,965
Executive Assistant	$134,768	1.00	$134,768	1.00	$134,768	0.00	$0
Senior Management Analyst	$219,223	2.00	$438,447	2.00	$438,447	0.00	$0
Management Analyst	$166,673	2.00	$333,346	1.00	$166,673	1.00	$166,673
Program Coordinator	$131,325	3.00	$393,974	3.00	$393,974	0.00	$0
Billing/EMS Program Specialist	$123,656	4.00	$494,623	3.00	$370,967	1.00	$123,656
Program Specialist	$119,206	3.00	$357,617	2.00	$238,412	1.00	$119,206
Admin Specialist	$113,011	2.00	$226,022	1.00	$113,011	1.00	$113,011

2023	Salary and Benefits (2023)	ESF		Eugene		Springfield	
		Allocations	Cost	Allocations	Cost	Allocations	Cost
Program Tech	$119,206	0.00	$0	0.00	$0	0.00	$0
Clerk	$113,011	0.00	$0	0.00	$0	0.00	$0
Logistics Manager	$219,223	1.00	$219,223	1.00	$219,223	0.00	$0
Emergency Equipment Tech	$173,767	3.00	$521,301	3.00	$521,301	0.00	$0
Fire Maintenance Worker	$166,399	3.00	$499,197	2.00	$332,798	1.00	$166,399
Parts & Supply Specialist	$113,011	1.00	$113,011	1.00	$113,011	0.00	$0
Application Systems Analyst	$213,306	1.00	$213,306	1.00	$213,306	0.00	$0
Application Support Tech	$145,315	1.00	$145,315	0.00	$0	1.00	$145,315
Media Services Specialist	$145,315	1.00	$145,315	1.00	$145,315	0.00	$0
Subtotal		**29.00**	**$4,424,429**	**22.00**	**$3,401,205**	**7.00**	**$1,023,224**
Percent of subtotal				**75.86%**	**76.87%**	**24.14%**	**23.13%**
Total Admin and Support		**53.00**	**$9,637,871**	**39.00**	**$7,154,627**	**14.00**	**$2,483,243**
Percent of total				**73.58%**	**74.23%**	**26.42%**	**25.77%**
2023 Difference from 2010		**(6.25)**	**($1,657,084)**	**(2.25)**	**($527,296)**	**(4)**	**(1,129,787)**
Percent of total difference				**36.00%**	**31.82%**	**64.00%**	**68.18%**

	EUGENE	SPRINGFIELD
2010 Baseline Percentage of Personnel Cost	**68.01%**	**31.99%**
Total Personnel Cost with Baseline 2010 Percentage applied	**6,554,908**	**3,082,963**
2023 Difference from 2010 Costs if baseline 2010 Percentage was applied	**(1,127,016)**	**(530,068)**
Overfunding (black) or Underfunding (red) based on 2010 Baseline Percentage	**599,719**	**(599,719)**

Operations Allocations and Cost

In 2010, the total number of Operational employees in both cities was 246. Today, that number has increased to 250.

In 2010, Eugene employed 168 personnel or 68.39% of the combined department's cost of Operations positions, and Springfield employed 78 or 31.61%. Today, Eugene employs 171 or 68.51% of the cost of ESF Operations employees, and Springfield employs 79 or 31.49%. Based on the total wages and benefits for each position in 2023:

- Eugene's personnel expenditures would be $51,215 less for operations positions in FY 2023 if the 2010 baseline percentage was applied.
- Springfield's personnel expenditures would be $51,215 more for operations positions in FY 2023 if the 2010 baseline percentage was applied.

The following figures display the information for 2010 and 2023 Operational Allocations and Cost.

Figure 85: 2010 Operations Allocations and Cost

2010	2023 Salary and Benefits	COMBINED Allocations	COMBINED Cost	Eugene Allocations	Eugene Cost	Springfield Allocations	Springfield Cost
Battalion Chief	$216,773	9	$1,950,961	6	$1,300,641	3	$650,320
Captain	$188,512	54	$10,179,649	39	$7,351,969	15	$2,827,680
Engineer	$169,481	60	$10,168,838	45	$7,626,629	15	$2,542,210
Firefighter/Paramedic	$168,026	123	$20,667,241	78	$13,106,056	45	$7,561,186
Total		**246**	**$42,966,690**	**168**	**$29,385,294**	**78**	**$13,581,396**
Percent of Total				**68.29%**	**68.39%**	**31.71%**	**31.61%**

Figure 86: 2023 Operations Allocations and Cost

2023	2023 Salary and Benefits	ESF Allocations	ESF Cost	Eugene Allocations	Eugene Cost	Springfield Allocations	Springfield Cost
Battalion Chief	$216,773	9	$1,950,961	6	$1,300,641	3	$650,320
Captain	$188,512	58	$10,933,697	42	$7,917,505	16	$3,016,192
Engineer	$169,481	63	$10,677,280	48	$8,135,071	15	$2,542,210
Firefighter/Paramedic	$168,026	120	$20,163,162	75	$12,601,976	45	$7,561,186
Total		**250**	**$43,725,101**	**171**	**$29,955,193**	**79**	**$13,769,908**
Percent of total				**68.40%**	**68.51%**	**31.60%**	**31.49%**
2023 Difference from 2010		**4**	**$758,411**	**3**	**$569,899**	**1**	**$188,512**
Percent of total difference				**75.00%**	**75.14%**	**25.00%**	**24.86%**
					EUGENE		**SPRINGFIELD**
2010 Baseline Percentage of Personnel Cost					**68.39%**		**31.61%**
Total Personnel Cost with Baseline 2010 Percentage applied					**$29,903,978**		**$13,821,123**
2023 Difference from 2010 Costs if baseline 2010 Percentage was applied					**$518,684**		**$239,727**
Overfunding (black) or Underfunding (red) based on 2010 Baseline Percentage					**$51,215**		**($51,215)**

Summary of Allocations and Cost

Administrative and Support positions have been reduced by 6.25 positions since the 2010 functional consolidation. Eugene has reduced 2.25 positions, while Springfield has reduced 4 positions in Administration and Support. This reduction resulted in a net decrease of $1,657,084 or 14.7% in personnel expenditure for ESF for FY 2023 compared to 2010 (2023 position costs).

- **Eugene's Administration and Support Personnel net costs have decreased by $527,296 or 6.9% for FY 2023 compared to 2010 (2023 position costs).**
- **Springfield's Administration and Support Personnel net costs have decreased by $1,129,787 or 31.3% for FY 2023 compared to 2010 (2023 position costs).**

Operations positions have increased by 4 or 1.63% since the 2010 functional consolidation. Eugene increased their allocation by 3 and Springfield has increased their allocation by 1. The additional positions resulted in a net increase of $758,411 in personnel expenditures for ESF for FY 2023 compared to 2010 (2023 position costs).

- **Eugene's Operational personnel costs have increased by $569,899 or 1.94% for FY 2023 compared to 2010 (2023 position costs).**
- **Springfield's Operational personnel costs have increased by $188,512 or 1.39% for FY 2023 compared to 2010 (2023 position costs).**

Based on the total wages and benefits for each position in 2023 in both Admin/Support and Operations:

- **Eugene's personnel expenditures would be $650,934 less in 2023 if the 2010 baseline percentage was applied.**
- **Springfield's personnel expenditures would be $650,934 more in 2023 if the 2010 baseline percentage was applied.**

Fire departments use a combination of overtime and additional unassigned FTEs (Rovers) to fill daily operational vacancies caused by sick leave, vacation, etc., to meet minimum staffing policies. Triton was unable to effectively evaluate and compare the balance of overtime vs. additional unassigned FTEs for staffing between 2010 and 2023 due to the lack of specific detail related to the primary purposes of overtime. For 2023, Eugene's expenditure for Overtime was 70% of the total ESF overtime expenditure and Springfield's was 30%.

The following figure displays the summary of allocations and costs for both Administration/Support and Operations positions.

Figure 87: 2010 and 2023 Summary of Position Allocations and Cost

Summary of Allocations and Cost	Administration and Support			Operations		
	Combined	Eugene	Springfield	Combined	Eugene	Springfield
2010 Allocated Positions	59.25	41.25	18	246	168	78
2023 Allocated Positions	53	39	14	250	171	79
Difference from 2010	(6.25)	(2.25)	(4.00)	4.00	3.00	1.00
Percent change in positions	-10.5%	-5.5%	-22.2%	1.63%	1.79%	1.28%
2010 Personnel Cost (2023 Dollars)	$11,294,955	$7,681,924	$3,613,031	$42,966,690	$29,385,294	$13,581,396
2023 Personnel Cost	$9,637,871	$7,154,627	$2,483,243	$43,725,101	$29,955,193	$13,769,908
Difference from 2010	($1,657,084)	($527,296)	($1,129,787)	$758,411	$569,899	$188,512
Percent change in cost	-14.7%	-6.9%	-31.3%	1.77%	1.94%	1.39%
2010 Baseline Percentage of Total		68.01%	31.99%		68.39%	31.61%
2023 Actual Percentage of Total		74.23%	25.77%		68.51%	31.49%
Overfunding (black) or Underfunding (red) based on 2010 Baseline Percentage		$599,719	($599,719)		$51,215	($51,215)
Net Overfunding (black) / Underfunding (red) based on 2010 Baseline Percentage (Admin/Support and Operations combined)					Eugene	$650,934
					Springfield	($650,934)

ADMINISTRATIVE AND SUPPORT FUNCTIONS

The Fire Chief, as the department head of ESF, simultaneously serves as the Fire Chief for both Eugene and Springfield. The Chief's leadership and administrative team are tasked with typical city-level department administrative functions. However, they face the unique challenge of liaising with two different cities' support services and administrations.

Each city provides typical support services independently, such as Finance, HR, IT, Fleet Maintenance, and Facility Maintenance. ESF has designated staff members to assist with coordination across these services. Despite these efforts, there are considerable process differences unique to each city, depending on the employee, apparatus, facility, or specific issue requiring city support function involvement.

The Fire Marshal's office operates under a single Fire Marshal, with staff assigned to work with either Eugene or Springfield. Notably, three positions within the office are dedicated to city building departments and funded through permit fees: two in Eugene and one in Springfield.

Both cities have endeavored to improve the workflow for administrative functions; however, complications in all support areas persist due to the distinct governance and administrative structures at the city level. The following sections will detail the management components and employee allocation, breaking down administrative functions in ESF into several areas:

- ESF staff responsibilities in each administrative or support function.
- Expectations and performance of each administrative or support function within ESF.
- Administrative or Support responsibilities and authorities retained by each city's administrative and support services.
- Specific challenges identified in each administrative or support function, particularly related to ESF's operations under two separate city administrations and support services.

Fire Chief's Office

The Fire Chief's Office serves as the administrative top leadership for the Fire Department. While this office only includes the Fire Chief and an Executive Assistant, the Senior Staff supporting the Fire Chief includes three Deputy Chiefs, an Admin Manager, an EMS Chief, and a Training Chief, each playing a vital role in the department's overall functioning.

ESF Staffing for this Function

- Fire Chief (1)
- Executive Assistant (1)

ESF Expectations

- The Fire Chief, as the department head for both Eugene and Springfield, provides overarching leadership for ESF, guiding strategic decisions and departmental direction.
- As part of both cities' Leadership Teams, the Chief participates in City Executive Team meetings, Eugene Policy Team meetings, and engages actively in community events.

Responsibilities and Authorities Retained by each City.

- Both cities maintain authority over their respective administrative and support services, such as Finance, Human Resources, IT, Building Maintenance, and Fleet Maintenance.
- Differences in authority levels exist between the two cities. For example, the Eugene City Manager has significant authority over purchasing and contracts, while in Springfield, the City Manager's authority is more limited, often requiring formal City Council action for contract approvals.

Existing Challenges

- Managing accountability to two different City Managers and City Councils.
- Participating in leadership teams across both cities requires delicate balance and coordination to meet expectations of city leadership and support services.
- Navigating two distinct budget preparation processes, each with its own set of policies and timelines.
- The disparity in purchasing authority with city staff results in slower decision making in Springfield. This can cause Eugene to get ahead of Springfield on issues related to ESF.
- Managing different HR policies and practices between the two cities adds complexity to leading an evolving environment and workforce.
- The increased time commitment necessary for engaging with both cities essentially doubles the workload compared to a traditional single-governance Fire Chief.

Finance

ESF's financial functions include budgeting, accounts payable, accounts receivable, purchasing, and ambulance billing. Except for those involved in ambulance billing, staff members participate in multiple financial activities. Below is the staffing for all financial functions in ESF:

ESF Staffing for Finance Functions:

- Administrative Services Manager (1)
- Senior Management Analyst (1)
- Management Analyst (1)
- Administrative Specialist (1)
- Program Specialist (4)

ESF Budget Process

The City of Eugene has a two-year (biennial) budget process, with the current budget in effect from July 1, 2023, through June 30, 2025. In October or November preceding the beginning of each budget period, the City's Budget Office distributes a draft calendar for the upcoming budget process. The Budget Office determines and communicates to each department a baseline budget amount for the General Fund. The baseline budget includes Internal Service Fund rates and cost of living adjustments approved by the City's Executive Team. Non-General Funds are required to be in balance (revenue to expenditures).

ESF's Administrative Services Manager collaborates with section managers to identify needs and submit budget requests to the Fire Chief for approval for the upcoming budget period. Service level increases and any requests for additional funding are reviewed by the Administrative Services Manager and submitted to the Fire Chief for approval. ESF budget staff prepare a decision package with all approved requests and enter this information into the Planning and Budgeting Cloud Solution (PBCS), along with all other budget data entry, in January. Central Finance then reviews departments' data entry and decision packages.

In public meetings beginning in April, the City Manager presents the biennial proposed budget to the City's Budget Committee, which is comprised of all eight City Council members and eight citizen members appointed by the City Council. The Budget Committee approves the budget and refers it to the City Council for consideration and final adoption in June.

In contrast, Springfield has an annual budget process with each budget year commencing on July 1 and concluding on June 30. The City's Budget Office sends out the budget calendar to all departments each October or November, outlining important dates for the upcoming budget process. City budget staff loads all personnel and internal service costs into the budget system and the departments allocate the costs to their respective programs by the beginning of February.

For the General Fund, the Budget Office provides departments with the amount allocated for the upcoming budget. For non-general funds, the Budget Office determines a percent increase over the previous year for the materials and supplies budget and the departments are responsible for balancing these budgets. In December and January, departments prepare Issue Papers, which are used to request and justify additional funding associated with proposed increased service levels. These are reviewed by the ESF Administrative Services Director and approved by the Fire Chief. After departmental approval, the Issue Papers are submitted to the City's Budget Office. City Budget staff reviews the department's budget and conducts Budget Team meetings with each department in March. After these meetings, adjustments are entered into the budget system. Finance presents the budget to the Budget Committee, comprised of the City's six Councilmembers and six community members, in a series of public meetings in late April and early May. The City's budget is then presented to the City Council for approval and adoption in June.

ESF Expectations

The Administration Division Manager oversees and coordinates the ESF budget process, working closely with both cities' budget offices. The Senior Management Analyst and Management Analyst also have significant roles in the budget process. As noted above, they are responsible for inputting budget information into the respective cities' systems, forecasting expenditures and revenues for the upcoming budget period, and outlining and quantifying proposed service level increases and potential budget reductions.

Responsibilities and Authorities Retained by each City

As noted above, the respective cities coordinate the budget process with input from the departments.

Existing Challenges

- ESF must develop two separate budgets within different processes and under two city governments.
- The City Finance Directors have generally left coordination of the budget with the other city to the ESF Budget Manager. There has not been a shared planning process to develop the budget for ESF. ESF budget staff are required to work with Springfield budget staff to build the Springfield budget and Eugene staff to build the Eugene budget. This requires the development of two budgets for ESF.
- The Fire Chief is required to participate in two separate budget processes with different requirements. Since there is not a joint planning process, the Fire Chief must present the ESF budget message twice. This requires the presentation of the budget and justification of decision packages (Eugene) and issue papers (Springfield) to two finance departments, city managers, budget committees, and city councils. As noted above, this is further complicated by the need to build and present budgets for two different periods (Eugene's biennial process and Springfield's annual process).
- ESF staff is required to work within two different budget systems that do not communicate with each other. Specifically, the two cities' charts of accounts are different, so it is not possible to "roll up" information at the detail level. Therefore, workarounds are required to present a combined budget. Working within two systems also makes budget monitoring difficult throughout the fiscal year.
- The wage for employees is identical in all positions; however, the cities have different perspectives on how to meet FLSA requirements. Eugene pays its employees a consistent amount each pay period using a "smoothing" method to meet FLSA requirements. Springfield pays based on actual hours worked during that pay period, resulting in a fluctuation of actual pay delivered to Springfield employees.
- Personnel assigned to Eugene Fire Stations are subject to the city's payroll tax, whereas personnel assigned to Springfield stations are not. This is based on where they are working, not if they are an employee of one city or the other. In addition, an employee assigned to Springfield who attends training (or any other activity) in the city of Eugene is subject to the payroll tax for the actual time they are at the City of Eugene activity.
  - In the meeting with station personnel and the labor union, it was pointed out that this tax is applied to a retiring individual for the vacation and sick leave payouts at

separation, regardless of which city they are employees of, strictly based on what city they are working in on their day of retirement.

Accounts Payable/Accounts Receivable

The Accounts Payable/Accounts Receivable functions are performed by an Administrative Specialist, who is also responsible for receptionist duties, as well as a Parts and Supply Specialist in the Logistics Group. Additionally, a Management Analyst has multiple duties in this area.

ESF Expectations

For Accounts Payable, the ESF team retrieves invoices from the PeopleSoft financial system, matches them against purchase orders, validates the amounts, and submits them for approval. In Eugene, the Administrative Manager approves these invoices, while in Springfield, the Senior Management Analyst is responsible for approval.

The same staff manages Accounts Receivable tasks, which include validating check amounts, determining the appropriate revenue posting, and sending checks to central finance for deposit.

Responsibilities and Authorities Retained by each City

The accounts payable process in both cities is centralized. Vendors send invoices to central finance, where they are stored in PeopleSoft. ESF staff regularly query this system to locate relevant invoices. Approved invoices are then forwarded back to central finance for payment. Similarly, central finance handles the deposit of accounts receivable checks.

Existing Challenges

Staffing for these functions were described as “adequate,” and “enough to get it done,” yet the system in place is “diffused,” leading to inefficiencies. The current process, where invoices are first sent to central finance, then retrieved by ESF, and sent back for payment, involves redundant steps and excessive handling. Direct submission of invoices to ESF could streamline this process. Additionally, there are challenges in matching invoices with purchase orders and tracking which invoices have been paid. The reliance on multiple systems and extensive paperwork often results in overlooked steps.

Purchasing

The staff responsible for Accounts Payable and Accounts Receivable also manage Purchasing functions. Their duties include drafting specifications for materials and equipment, preparing Requests for Proposals, and initiating purchasing documents, such as contract and purchase order renewals.

Responsibilities and Authorities Retained by each City

In Springfield, there has been a recent reduction in purchasing staff, leading to a shift of most purchasing tasks to departmental staff. While resources remain available to make purchases, the burden of purchasing has largely been transferred to individual departments. In contrast, Eugene has more central purchasing staff who offer guidance in specification development, although the departments still handle most purchasing-related functions.

Existing Challenges

Staffing within the purchasing function was described as "at a tipping point," where things are starting to "slip through the cracks." Specifically, as staffing has been cut in central finance, the responsibilities have been shifted to departmental staff. Due to the increased workload at the department, ESF purchasing staff is not always able to stay on top of contract renewals, and a number of contracts have expired prior to renewal.

Ambulance Billing

Ambulance billing is handled by four Program Specialists: three from the City of Eugene and one from Springfield. Springfield outsources its ambulance billing to Systems Design West (SDW), with the Springfield Program Specialist acting as the liaison. This Specialist manages the flow of information for Springfield ambulance billing, including missing chart data and payment tracking. The three Eugene Program Specialists handle billing for over 15,000 annual transports. Collections for both cities are outsourced to collection agencies.

Responsibilities and Authorities Retained by each City

Ambulance billing activities are managed solely by ESF and their contractor, SDW.

Existing Challenges

The primary challenge in ambulance billing is the staffing level in relation to the high volume of transports, described as "almost overwhelming." The current staff is responsible for managing the billing process for a large number of transports, which can be a daunting task given the limited resources.

Human Resources

Most HR functions for ESF are managed by either Eugene's Employee Resource Center (ERC) or Springfield's Human Resources Department, with ESF's primary responsibilities being recruitment and timekeeping.

ESF Staffing for this Function

- Program Coordinator (1)
- Program Specialist (1)

ESF Expectations

Dedicated ESF staff responsibilities in the area of human resources are limited to timekeeping functions, which are performed by the Program Coordinator and Program Specialist. In addition to these functions, ESF staff and management throughout the Department are involved in the application screening, candidate evaluation, and interview process.

Responsibilities and Authorities Retained by each City

The majority of HR functions, such as safety and risk management, classification and compensation, labor relations, employee benefits, leave administration, workers' compensation, and recruitment and retention, are retained by the respective cities.

Existing Challenges

Existing challenges identified for each administrative or support function specifically related to ESF operating with two separate city administrations and support services.

- **Health Benefits:** The two cities offer different health plans. Eugene provides a low deductible plan, while Springfield offers a high deductible plan with access to a free city clinic for employees. Though somewhat equivalent, these plans are not equal. Both Eugene and Springfield have expressed concerns that removing firefighters from their plan could impact its sustainability due to the total number of city employees.

- **Labor Negotiations:** Springfield led negotiations for the last IAFF contract renewal, however, all labor relations work since that agreement, including new IAFF classifications and MOUs has been led by Eugene, including support from Eugene City Attorney's office. While labor negotiations are coordinated between the two cities, the Eugene City Manager can enter into tentative agreements independently, whereas the Springfield City Council retains that authority. This difference can cause delays in the negotiation process, depending on Springfield council's availability.
- **Hiring Process:** This process is fully managed and funded by Eugene. The process of selecting employees includes a coin toss to determine which city will first. Springfield HR is often not involved in this process and may lack access to candidate information, only becoming aware of new Springfield employees shortly before onboarding.

Information Technology

ESF Technology Services provides internal technical support and reporting services to Eugene Springfield Fire and works with cities' central IT departments and hosted application vendors to provide technology support and reporting services to Eugene Springfield Fire.

ESF Staffing for this Function

- Technology Services Manager (1)
- Program Specialist – Technology Support Unit (1)
- Application Support Technician – Technology Support Unit (1)
- Data Specialist – Data Reporting Unit (1)
- Data Analyst – Data Reporting Unit (1)

ESF Expectations

ESF responsibilities for IT include the following:

- Project management and systems integration with Eugene ISD and Springfield IT.
- Resolving technology issues and providing support for all ESF devices and applications including application support.
- Field support for all ESF devices, including mobile computers, desktop computers, laptops, iPads, and iPhones. Also, connectivity support for Knox Key Secure devices and Zoll cardiac monitors.

- Collaboration with both cities' central IT departments.
- Provide data analytics for department strategic planning, mandatory reporting, performance metrics, contributing factors to incidents, resource deployment, and community risk reduction.
- Provide continuity of care information for our patients (EMS).
- Track progress for various certifications (Training).

Staff can generally meet expectations with current staff, except for the Data Analyst. This position has critical analyst assignments for the Administration and no additional help to meet the desired timeframe for assignments nor does the individual have another person available to review and validate the work for the critical areas of analysis.

Responsibilities and Authorities Retained by each City

City of Eugene IT Team

The City of Eugene identified the following areas their IT team supports ESF:

- The Computer Aided Dispatch (CAD) system used by ESF is managed and supported by the Public Safety & Justice (PSJ) team. The CAD system is used by 911 to dispatch ESF units within Eugene and Springfield. Technical support from the PSJ team is 24/7/365.
- Oversees IT projects and serves as a liaison between IT and Fire team and partners. Project request tickets are submitted via an online system and tracked
- Vendor Management including the CAD system, Central Square: Fire users ONE Solution MCT and CAD. Other support from LCOG for GIS maps, etc.
- Oversees management of day-to-day work assignments, maintenance, and project work inside ISD
- Manages PSJ Development staff working on ESF applications and systems
- Participates in governance and steering committees for PSJ and Fire
- Assists with review of ESF contracts/SOW from a technical perspective

Supports ESF infrastructure, device hardware and vendor access:

- Server support – VM & physical
- Purchase, image and deliver laptops and mobile device computers (MDC) to ESF. ESF deploys the devices to fire and EMS apparatus.

- In-house development of applications, i.e., CrewSense Interface, eLog, Toxics, Hazmat (full list below)
- Development of interfaces between vendor applications or vendor applications and in-house applications ex: Elog/CrewSense/TCD Interface/PeopleSoft, Toxic/HazMat Billing/PeopleSoft
- Help desk support for users on Eugene side, ESF Administration technical support
- Monitor vendor access to Fire or PSJ servers for maintenance, upgrade, installations, or project work
- Centralized Mobile Application support or data feed management, ESF installs the software onto the mobile application (Client level work).

Oversee cyber security standards:

- Manage Microsoft Defender and Rapid 7 MSOC for all ESF windows devices
- Security Analyst and network team members receive and act on CISA, Oregon Titan Fusion Center and MS-ISAC Advisory alerts, and remediates ESF windows devices within City of Eugene buildings
- The security team works to ensure the confidentiality, integrity, and availability of ESF data and communication systems and assets while maintaining compliance with HIPAA, PCI & CJIS standards.

Support and Maintain (in addition to CAD) the following Applications/Interfaces/Software:

- PulsePoint (Vendor)
- One Solution MCT
- Firework Alert App (In-house developed)
- Fire Only (IHD = in-house developed)
  - Image Trend RMS Feed
  - CrewSense Integrator (IHD)
  - Public Incident Reporting API (part of Firework Mobile App) (IHD)
  - Toxics Right to know Reporting and Web (IHD)
  - PulsePoint data feed from CAD
  - RABBIT (IHD)
  - Elog product (IHD) Bliss, Overtime, Roster, and Travel (ESF Phasing out)
  - Elog product (IHD) Crew

- Elog product (IHD) EMS
- Elog product (IHD) FD Reports
- Elog product (IHD) Fleet
- Elog product (IHD) Hazmat
- Elog product (IHD) Hydrants
- Elog product (IHD) Images
- Elog product (IHD) Logistics
- Elog product (IHD) Payroll

City of Springfield IT Team

The City of Springfield team has no formal documentation for IT support for ESF outside of what may have been called out in the original IGA. Springfield's team focuses on the following services for ESF:

- Support for Springfield assets (workstations, mobile devices) located within Springfield facilities and installed in Springfield apparatus. (Including the purchase of workstations and mobile devices)
- Software license management for Springfield ESF employees.
- Management of network accounts for Springfield ESF employees.
- Management of network infrastructure within Springfield facilities.

Existing Challenges

- **Network Configuration:** The different network configurations across Eugene and Springfield create challenges for ESF employees accessing resources of the city they are not employed by. While all users can log onto their respective city network, not all resources are equally accessible to every ESF employee.
- **Resource Inequities:** There are disparities in resources available to employees in each city. For example, ESF often faces difficulties in granting Springfield users access to Eugene's resources and vice versa. This creates management challenges, especially when employees belong to a different city than their manager. Not all ESF employees have equal access to HR and ERC resources.
- **Mobile Data Computers (MDCs):** Although the MDCs in response vehicles have the same equipment and software, they are configured differently between Eugene and Springfield. This poses challenges for users who operate across different stations.

- **Cross-City Equipment and Resource Access:** Issues arise when employees employed by one city use equipment owned or managed by the other city, including granting access to resources held by a different city.
- **Data and Collaboration:** As independent entities, Eugene and Springfield maintain separate datasets, systems, and procedures, making data integration a complex task. Collaboration on GIS data, for instance, involves reconciling differences in systems, data-sharing policies, resources, coding, and data quality between the two cities. This often leads to reliance primarily on county and LCOG data, which comes with its own set of limitations, or on the City of Eugene systems due to their larger resources.
- **Duplication of Effort:** Accountability to two city councils and administrations results in duplicated reporting efforts. In some cases, reports for one city can be adapted for the other, but often, divergent reporting requirements and conflicting deadlines necessitate creating city-specific reports.

Logistics (including Facilities and Fleet)

Logistical Support and Service includes the facilities, vehicle fleet, and the logistics function. ESF operates 16 fire stations in addition to the Emergency Services Training Center campus. The department makes use of a large and complex fleet of vehicles and specialized equipment to perform its core functions. ESF operates a Logistics facility that is well-designed, well-stocked, and appropriately staffed. The Logistics building is located on the grounds of the Emergency Services Training Center and is equipped to manage services and supplies for the organization. Among the services provided are filling SCBA cylinders, cleaning PPE, and providing supplies to the stations.

ESF Staffing for this Function

Logistics

The following ESF staff are assigned to Logistics:

- Logistics Manager (1)
- Emergency Equipment Technicians (3)
- Fire Maintenance Workers (3)
- Parts and Supplies Specialist (1)

Facilities Maintenance

The following ESF staff are assigned to Facilities:

- Facilities Manager (1)
- Timekeeping Specialist (1)
- Administrative Specialist (1)
- Program Specialist (1)

The Logistics Manager and Facilities Manager positions were both vacant at the time of our analysis. A Battalion Chief was temporarily fulfilling the roles of Logistics Manager and Facilities Manager until a recruitment and selection process for both positions can be completed.

Fleet Maintenance

ESF does not have any full-time personnel assigned solely for Fleet Maintenance. The Deputy Chief of Operations is responsible for oversight of the ESF fleet. A Shift Battalion Chief assists in coordination at the field level.

ESF Expectations

Logistics

The ESF Logistics section is responsible for a wide variety of equipment and assets, such as SCBA, PPE, radios, rescue tools, training equipment, Special Teams equipment, and a host of other types of tools and equipment, all of which are inventoried separately by the two cities. The Logistics section is appropriately equipped and staffed to meet the needs of the department.

Facilities

The ESF Facilities Manager serves a coordinating role, arranging repairs and upgrades to the facilities as needed. The Facilities Manager is the liaison between fire station personnel and the Facility Managers in both cities. A description of facilities along with their condition is available in the appendix, Eugene facilities in Appendix B and Springfield in Appendix C.

ESF utilizes fire stations owned by both Eugene and Springfield, along with the Emergency Services Training Center campus. NFPA 1500 Standard on Fire Department Occupational Safety, Health, and Wellness Program specifies the minimum requirements for an occupational safety and health program for fire departments. NFPA 1500 contains provisions directly applicable to fire stations and other fire department facilities. While ESF has not formally adopted NFPA 1500, the provisions in the standard can serve as a useful tool in evaluating the stations operated by ESF. The checklist available in Appendix F helps illustrate the focus of the standard on the health and safety of fire personnel occupying the facilities. In addition, it is reasonable to expect that stations have been evaluated for seismic stability and retrofit as appropriate; that major building systems are in good repair; that interior and exterior finishes are functional and well maintained; and that maintenance of landscaping doesn't become an excessive burden for on-duty firefighting crews.

Figure 88: Station Configuration and Condition—Eugene

Station	Apparatus Bays	Staffing Capacity	General Condition	Seismic Protection	Station Age
Station 1	6	12	Good	Yes	20 years
Station 2	5	14	Good	Yes	26 years
Station 6	3	6	Good	Yes	26 years
Station 7	1	4	Fair	Yes	44 years
Station 8	2	7	Fair	Yes	56 years
Station 9	3	7	Good	Yes	48 years
Station 10	1	8	Fair	Yes	42 years
Station 11	3	7	Good	Yes	19 years
Station 12	4	4	Excellent	Yes	12 years
Station 13	2	6	Fair	Yes	30 years
Station 15	2	6	Fair	Yes	49 years
Totals/Average	**32**	**81**			**Average: 34 years**

Figure 89: Station Configuration and Condition—Springfield

Station	Apparatus Bays	Staffing Capacity	General Condition	Seismic Protection	Station Age
Station 3	2	7	Fair	Unknown	49 years
Station 4	2	5	Poor	Unknown	49 years
Station 5	3	6	Fair	Unknown	27 years
Station 14	2	3	Fair	Unknown	61 years
Station 16	3	6	Good	Yes	14 years
Totals/Average	**12**	**27**			**Average: 40 years**

Fleet

The Deputy Chief of Operations works with representatives of the two cities in a 'Fleet Board' to ensure the Department has the apparatus it needs to perform its core functions. An Apparatus Committee consisting of ESF members helps develop specifications for new apparatus purchases.

The cities of Eugene and Springfield maintain separate vehicle fleets, which include fire apparatus, support vehicles including sedans, vans, and pickups; along with Special Teams equipment such as rescue boats, trailers, and Aircraft Rescue and Firefighting vehicles. Maintenance and replacement schedules are in place and are being adhered to. According to ESF Staff, each of the two cities is diligent about providing the necessary apparatus and other vehicles to meet the mission, and the maintenance programs, while different, meet the needs of the department.

An inventory and description of apparatus is available in the Appendix, Eugene apparatus in Appendix D and Springfield in Appendix E.

Responsibilities and Authorities Retained by Each City

Logistics

The cities are responsible for the purchase, maintenance, repair, and replacement of the assets owned by the respective city.

Facilities Maintenance

Each city retains ownership of their facilities, and is responsible for maintenance, repair, and upgrades to the buildings and the building systems. Triton met with the Facility Managers for both Eugene and Springfield, along with the ESF Battalion Chief temporarily filling the Facility Manager role. The inventory sheets in Appendix B and C detail the features of the facilities owned by each of the cities.

Fleet Maintenance

The cities retain responsibility for the purchase, maintenance, repair, and eventual replacement of their respective vehicles. The inventory sheets in Appendix D and E provide details on the vehicles owned by each of the cities.

Existing Challenge

Logistics

Supply and maintenance of equipment appear to be functioning well. The Logistics Building at the Emergency Services Training Center has the space necessary to facilitate receiving, inventory control, testing and maintenance, and distribution of items throughout the department. Several vehicles are assigned to Logistics to meet their needs.

Facilities Maintenance

The two cities have very different approaches to fulfilling their responsibilities relative to maintaining their facilities. Eugene has a large and capable facility management team, a preventative maintenance plan, and a robust system for processing work orders from initiation through to completion. This system is reliant on access to the City's IT network. Based on interviews with the Eugene and ESF Facility Managers and tours of the stations, the system is working well and there is a high level of confidence that any issues will be appropriately prioritized and addressed. Some of the Eugene stations are approaching or beyond the 50-year mark, which is a reasonable benchmark for evaluating the need for replacement. With proper maintenance and upgrades, some stations can remain serviceable well beyond 50 years, but many older stations simply were not designed in such a way that they can continue to meet the needs of the modern fire service. One comment heard several times was that the current stations do not have enough room to house all the apparatus and equipment the Department is operating.

Maintenance and repair issues with the five Springfield stations are handled directly between the ESF and Springfield Facility Managers. The process begins with an email between the two Managers and often results in an on-site meeting between the two to work out a plan of action, with follow-up phone calls and text messages. The Springfield Facility team is challenged in keeping up with maintenance and repair needs, due to both the small size of the team and a constrained budget. It was recently determined that the Fire Detection system at Station 16 will need $41,000 in repairs to bring it into compliance with applicable codes.

According to the Facility Managers, the lack of an effective, defined process and the lack of resources (both staff and financial) puts Springfield in a reaction mode, with no comprehensive maintenance schedule to prevent breakdowns and maximize the service life of major operating systems. Every maintenance or repair issue is handled on a case-by-case basis, with much 'old school' communications. An example is that the facilities manager has to export workorders from the ESF RMS and email the exported files directly to COS Facilities. The ESF and Springfield facility managers work cooperatively to find effective, timely solutions to issues as they arise, with the foremost goal being safe, functional facilities.

Triton toured all five of the Springfield fire stations along with a similar number of the older Eugene stations. There were observable differences in the general appearance between the two city's facilities. Triton noted that, except for the relatively newer Station 16, ESF staff's evaluation of the Springfield stations listed them in fair to poor condition. Five of the 11 Eugene stations were rated 'Fair', with the remaining six rated 'Good' or 'Excellent'. While it was apparent that the four older COS stations had received upgrades for gender separation in the past, none of the older Springfield stations appear to have had seismic evaluation or bracing work done. Station 14 is over 60 years old, and Station 8 is over 55 years old; both should be evaluated for replacement.

Eugene funds facility construction and maintenance in a proactive manner, while Springfield's senior staff considers their approach to facilities to be "pragmatic and frugal, fixing things as they need to be fixed".

Triton recommends that a comprehensive evaluation of all facilities, including the condition of major building systems and seismic stability, be completed before either city considers transferring responsibility for any facilities to another entity.

Fleet Maintenance

- Fueling of apparatus from one city is not authorized at the other city's facilities. Eugene apparatus and vehicles must use Eugene fueling facilities, and Springfield apparatus and vehicles must use Springfield fueling facilities.
  - The primary reason provided for this restriction is the City of Eugene requires 20% Biodiesel (D20) for its refilling facilities and the City of Springfield only requires 5% Biodiesel (D5) for its refilling facilities. ESF Staff has determined that mixing the two fuels causes problems for the apparatus. Eugene apparatus operates with D20, and Springfield operates with D5.

- Apparatus maintenance for Eugene apparatus is provided by Eugene Central Services and maintenance of Springfield apparatus is provided by Hughes Fire Equipment through a contract.
  - Staff has reported that both services are of good quality, however, Hughes is more considerate with the amount of time an emergency response unit is out of service. If a part is lacking, Hughes will place the unit back in service if it does not compromise its ability to be dependable, but Eugene Fleet Services will leave the apparatus out of service while they wait for the needed part.
- A funded capital replacement plan provides apparatus replacement in Eugene, and Springfield is funded based on the normal annual budget process. In the last few years, both cities have adopted the same standard specifications for apparatus and equipment.
  - Both cities appear to have an effective replacement process and the frontline apparatus are within their life spans.

Emergency Medical Services (EMS)

The EMS division oversees the administration, quality control, and training for the EMS program at ESF, including first response and transport services.

ESF Staffing for this Function

ESF staff with responsibilities in each administrative or support function

- Deputy Chief of Strategic Services (EMS) (1)
- Battalion Chief of EMS (1)
- EMS Program Coordinator (1)
- EMS CQI Coordinator (1)
- EMS Training Coordinator (1)
- EMS Instructors (2)
- Program Coordinator (0.5 Split with the Deputy Chief Operations)
- EMS 1 – EMS Shift Captains (3 – one per shift)

ESF Expectations

- **Battalion Chief**
  - Meet with hospital leadership regarding operational issues, STEMI, Stroke, Trauma Program.
  - Attending State and County Meetings regarding ambulance service needs.

- Ensure compliance with Federal, State, County, and City ordinances and laws.
- Write Administrative and Operational Policy for the ambulance service.
- Supervise three coordinator positions.
- Work with logistics on disposable and durable supply ordering.
- Oversee large equipment purchases. Medic Units, Cardiac Monitors, Video Laryngoscopes, etc.

- **EMS Program Coordinator**
  - Recruitment
  - BLS Payroll
  - Hiring Liaison with the ERC on BLS and Single Role hiring and onboarding prior to an academy
  - Plans of Care for high-risk patients
  - Work with training as an adjunct instructor
- **EMS CQI Coordinator**
  - Med Bank Coordinator
  - Pharmacy Buyer
  - Control Medication Coordinator/Auditor
  - ePCR Administrator
  - Chart review of the Big 6—pediatrics, cardiac arrest, STEMI, stroke, trauma, and sepsis
  - Ride Along with the Supervising Physician every other week
  - Dispatch run file audit
- **EMS Training Coordinator**
  - Curriculum development for Single Role and BLSS EMS Academies
  - Curriculum development for CE
  - Field Training and Evaluation Program for new recruits
  - Organizational planning for Training Programs
  - Regionalization of NAEMT Classes
  - National Representation for EMS Advocacy
  - Supervise two EMS Instructors
  - Project management and research

- **EMS 1 – EMS Captains on Shift**
  - Scheduling the Single-Role Personnel
  - Scheduling and payroll for the BLS System Personnel
  - Oversee line EMS Operations issues with care facilities, hospitals, etc.
  - Respond to high level calls—multi-patient scenes, cardiac arrest, etc.
  - Oversee new EMS Employee evaluation and workplans

Responsibilities and Authorities Retained by each City

Neither Eugene nor Springfield City Administration have any daily responsibility for the EMS system operations. The cities provide the same services to the EMS division as all other ESF divisions (Finance, HR, Legal, Fleet, Facilities, etc.).

Existing Challenges

- **Ambulance System:** ESF runs two separate ambulance systems with separate licensing through the Oregon Emergency Medical Services. This causes duplication of effort for the EMS Division at ESF.
  - This causes a problem for hiring and onboarding because there are two different cities to onboard for.
  - The BLSS is all administered through the City of Eugene, however, hiring single-role employees has now been split between the two cities.
  - Any large purchase has to run a process and award through each city, usually one RFP and two contracts.
  - This is also problematic for fleet administration, maintenance, and replacement. Each city has a different process for funding medic units, it is difficult to keep track of when purchases should be made, and when there are complications or the need to move quickly, it is difficult to get the right people lined up to make the purchase.
- **Ambulance Deployment:** The ambulances do not have hard boundaries for emergency response; however, the two systems do not share a budget; each city collects the revenue for transport.
  - There is a constant need to balance the workload so that one city does not negatively impact the other.
- **Budget Development:** Two separate systems for budget development. Creates duplication of work for the EMS Division.

- Eugene generally budgets sufficiently for the necessary work with very little need to move to a supplemental budget.
- Springfield's budgeting can be insufficient at times to allow for completion of projects which can require staff to utilize the supplemental budget process more often.

Fire Training

The Training Staff is housed on the Headquarters Campus located at 2nd and Chambers in Eugene.

ESF Staffing for this Function

- Battalion Chief of Training (1)
- Fire Training Captains (2)
- Fire Training Engineer (1)
- Videographer (1)
- Program Coordinator (0.5)

The Training Chief indicated that the videographer is in the Training Budget, but only sees him 1–2 times per month.

ESF Expectations

The Training Division is responsible for the maintenance and improvement of ESF employees' knowledge, skills, and ability to function safely while responding to a wide variety of situations. The model is based on specific task-level training with one or two crews at a time, Quarterly training with four crews at a time, and Battalion Drills with five to seven crews at a time.

Training conducts promotional testing through the development program for Engineer, Officer, and Battalion Chief positions and Fire Recruit Training, at times running multiple 400-hour academies each year. The Training Division develops and administers the hiring and promotional processes with oversight from both cities' HR departments.

Currently, the Training Chief believes he has not been able to provide his staff with the time for personal development or fitness. In addition, he feels they are not provided with sufficient time to complete routine office tasks required of the position.

Administratively, the Training Staff maintains all employee certifications and manages record retention for all employees.

Additional training goals that are currently unmet include:

- **Recruitment:** Fire Council
- **Regional Delivery:** Fire Council, Automatic Aid partners, county, state
- **Research and Development:** job readiness, best practice
- **Department-wide Delivery:** driving (civilian, EMS, fire), required training, job tracking
- **Enrichment/Mastery:** advancement of skills Entry, Incumbent, Subject Matter Expert (Master Firefighter, Truck Firefighter)
- Relief coverage for Training Staff
- Apprenticeship program

Responsibilities and Authorities Retained by each City

- **Hiring and Promotions:** Both cities' HR review the material developed by the Training Division and provide oversight of the processes, but generally support what Training is doing.
- **Orientation:** Eugene and Springfield City staff provide new employee orientation training specific to their policies and benefits during the entry-level Fire Academy.
- **Supervisory Training:** The City of Eugene provides the supervisory training for BC candidates and training on BOLI-related topics such as Respectful Work Environment, Sexual Harassment, etc. Springfield accepts Eugene's program to allow ESF to coordinate one program for all ESF employees.
- **Mandatory Training**: The City of Eugene provides mandatory inclusion training in the form of Belonging training, which is presented in two 8-hr. day courses for all Eugene employees and up to two additional days of advanced training which is optional for Eugene employees.
- **OSHA Training**: The City of Eugene delivers the required OSHA training on working in various climates. Springfield accepts Eugene's program to allow ESF to coordinate one delivery for all ESF employees.

Existing Challenges

The Training Chief did not indicate he experiences many challenges with the functional model. The Deputy Chief of Operations prepares the Training Budget and the Training and does not feel the current model presents any specific issues for Training.

Fire Prevention

The Fire Prevention Division is led by a Deputy Chief and works closely with both cities and the ESF administration to accomplish its responsibilities.

ESF Staffing

- Deputy Chief Fire Marshal (1)
- Administrative Specialist (1)
- Assistant Fire Marshal (1)
- Deputy Fire Marshal (7)
- Fire Inspectors (2)

Three Deputy Fire Marshals are assigned to the Building Departments (two for Eugene and one for Springfield).

ESF Expectations

The ESF Fire Prevention Division performs the following functions:

- **Plan Review and Permitting:** Evaluate building and development plans to ensure compliance with fire codes and issue permits when necessary.
- **Fire Inspections:** Regular inspections of commercial and residential properties to identify fire hazards and enforce compliance with fire codes, building codes, and standards.
- **Fire Investigations:** Thorough investigations to determine the origin and cause of fires, support legal actions, and prevent future incidents. Deputy Fire Marshals are responsible for this function.
- **Public Education and Outreach:** Educate the community on fire safety through programs, seminars, and materials.
- **Code Enforcement:** Enforcing fire and building codes to maintain safety standards within our jurisdiction.
- **Emergency Response Planning:** Collaborates with emergency response agencies to develop comprehensive emergency response plans.
- **Fire Prevention Cost Recovery:** The Fire Marshal's Office (FMO) charges for permits, plans review, and Hazardous Materials for both cities. The FMO bills for Hazardous Materials in both cities, and the cities collect the fees for Permits and Plan Review.

Responsibilities and Authorities Retained by each City

- **Springfield Development and Public Works:** Springfield Building Inspections and Safety collects the permits and plans review fees ($53,319 in FY22) to fund one Deputy Fire Marshal from ESF to work full-time in the city department.
- **Eugene Building and Permit Services Division:** ESF coordinates services between the Eugene Building and Permit Services Division (BPS) and the ESF Fire Marshal Office (FMO) through a cooperation agreement. BPS collects the permits and plans review fees ($250,378.81 in FY22) and funds two Deputy Fire Marshals from ESF to work full-time in the City department.

Existing Challenges

- **Budgetary Process:** The Fire Marshal is required to complete two budgets with completely different systems. Part of the complications include billing back one city for positions or services that are not clearly outlined. This is a big challenge and burning out the administration inside the Fire Marshal's office. The Fire Marshal feels if they had one way of doing admin and support, he could be much more efficient and effective.
- **Inspections:** The two cities have different viewpoints on inspections. Eugene will not want to force compliance and wants to work with the customers and may not actually address the problem issues where Springfield is usually ready to address compliance issues head on. The Fire Marshal recognizes that this may not change with a single governance model; he understands that it is just an issue his office must manage based on the culture differences of the two cities.

Operations

The Operations Division oversees the day-to-day delivery of emergency services.

ESF Staffing for this function:

The Deputy Chief of Operations and a half-time Program Coordinator are the only full-time ESF staff assigned to administrative or support functions.

Total personnel assigned for both Administration and Emergency Response:

- Deputy Chief of Operations (1)
- Program Coordinator (0.5 Split with Deputy Chief of Strategic Services)
- Battalion Chiefs (9)
- Captains (58)
- Engineers (60)
- Firefighter/Paramedics (120 Funded – 35 FTE are remaining vacant to fund the following positions, leaving 85 filled Firefighter/Paramedic positions)
  - EMS Shift Supervisor (EMS Captain) (3)
  - Single Role Paramedics (24)
  - Single Role EMTs (8)
  - BLS Part Time (30 – Fluctuates)

ESF Expectations

The Deputy Chief and Battalion Chiefs deliver the primary administration services for Operations. Most of the Operations budget is staffing and ESF Admin develops much of the budget document for Operations to review.

Administrative assignments given to shift Battalion Chiefs:

- BC Grand: ARFF team management
- BC Barnebey: Duty Roster program management
- BC Morris: Confined Space team and Wild Land certification
- BC Cullen: Radio (mobile and portable) programming and record-keeping
- BC Lay: Apparatus, emergency equipment, and radio infrastructure
- BC Paskett: Law Enforcement relations liaison, high-rise fire operations
- BC Meyer: New BC, no special assignments currently
- BC Powell: Water rescue team and Executive board member for IAFF BC group
- BC Scwhartz: Radio infrastructure and Wild Land backup

Responsibilities and Authorities Retained by each City

There are no operational responsibilities and authorities retained by the cities specific to the Operations Division.

Existing Challenges

The disparity between the cities regarding employees and facilities causes the most issues for the Operations Division; however, the Deputy Chief feels these disparities are frustrating for the crews, but not significantly impactful to the administration of the Operations Division.

- The different HR approaches, payroll systems, and other support service issues create issues for the crews often.
- Facility maintenance in Eugene is more robust than in Springfield. Without the funds to make the repairs at Springfield stations, needed work at the facilities often remains uncompleted.

Section V:
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APPENDIX B: EUGENE FACILITIES

Station Name/Number:	Fire Station No. 1 (Downtown)
Address/Physical Location:	1320 Willamette Street, Eugene OR 97401

General Description:
Fire Station 1 is in downtown Eugene. This building houses the Battalion 1 Chief's quarters and the Fire Marshal's Office. The station houses a Truck, an Engine, an Advanced Life Support ambulance, and a Basic Life Support ambulance.

Structure							
Date of Original Construction	2003						
General Condition	Good						
Seismic Protection	Yes						
Auxiliary Power	Yes						
ADA Compliant	Yes						
Number of Apparatus Bays	Drive-Throughs	6	Back-Ins		Total Bays:	6	
Total Square Footage	27,120						
Facilities Available							
Sleeping Quarters	Bedrooms	12	Beds	12	Dorm Beds	12	
Maximum Staffing Capability		(Total number of staff that can be housed at station)					
Bathroom/Shower Facilities							
Gender Segregation (Yes)	Bathrooms	5	Showers	7	Bedrooms	12	
Exercise/Workout Facilities	Yes – Good						
Kitchen Facilities	Yes – Good						
Individual Lockers Assigned	Yes						
Training/Meeting Rooms	Yes						
Washer/Dryer	Yes						
Safety & Security							
Station Sprinklered	Yes						
Smoke & CO Detection	Yes						
Decon & Biological Disposal	No						
Security System	No						
Apparatus Exhaust System	Yes						

Apparatus/Vehicles	Minimum Unit Staffing*	Comments
Battalion Chief 1	1	2019 Chevy Tahoe
Engine 1	3	2015 Pierce Velocity Pumper
Truck 1	3	2018 Pierce Velocity TDA
Medic 1	2	2020 Ford F-450 XLT 4x4 Lifeline Medic
Medic 71	2	2017 Ford F-450 Braun
Total Daily Staffing:	11	

Station Name/Number:	Fire Station No. 2 (Whiteaker)
Address/Physical Location:	1725 W. 2nd Ave, Eugene, OR 97402

General Description:
Station 2 is the department's largest and houses the Battalion 2 Chief, a Truck, and Engine, an Advanced Life Support ambulance, and a reserve Water Tender. Station 2 is home to the Confined Space Rescue Team.

Structure							
Date of Original Construction	1997						
General Condition	Good						
Seismic Protection	Unknown						
Auxiliary Power	No						
ADA Compliant	Yes						
Number of Apparatus Bays	Drive-Throughs	5	Back-Ins		Total Bays:	5	
Total Square Footage	22,000						
Facilities Available							
Sleeping Quarters	Bedrooms	14	Beds	14	Dorm Beds	0	
Maximum Staffing Capability		(Total number of staff that can be housed at station)					
Bathroom/Shower Facilities	10						
Gender Segregation (Yes)	Bathrooms		Showers	11	Bedrooms	14	
Exercise/Workout Facilities	Yes – Good						
Kitchen Facilities	Yes – Good						
Individual Lockers Assigned	Yes						
Training/Meeting Rooms	Yes						
Washer/Dryer	Yes						
Safety & Security							
Station Sprinklered	Yes						
Smoke & CO Detection	Yes						
Decon & Biological Disposal	No						
Security System	No						
Apparatus Exhaust System	Yes						

Apparatus/Vehicles	Minimum Unit Staffing*	Comments
Battalion Chief 2	1	2019 Chevy Tahoe
Engine 2	3	2011 Pierce Velocity
Tower 2	3	2007 Pierce Aerial 100' Platform
Tender 2		2002 Pierce Water Tender
Medic 72	2	2017 Ford F-450 Braun
Total Daily Staffing:	9	

Station Name/Number:	Fire Station No. 6 (Sheldon)
Address/Physical Location:	2435 Willakenzie Rd, Eugene, OR 97401

General Description:
Station 6 houses an Engine/Ladder company and an Advanced Life Support Ambulance. A rescue boat with tow vehicle are stationed here; they are components of the department's Water Rescue Team. The city's Emergency Operations Center (EOC) is also located here.

Structure						
Date of Original Construction	1997					
General Condition	Good					
Seismic Protection	Yes					
Auxiliary Power	Yes					
ADA Compliant	Yes					
Number of Apparatus Bays	Drive-Throughs	2	Back-Ins	1	Total Bays:	3
Total Square Footage	11,170					
Facilities Available						
Sleeping Quarters	Bedrooms	6	Beds		Dorm Beds	
Maximum Staffing Capability		(Total number of staff that can be housed at station)				
Bathroom/Shower Facilities						
Gender Segregation (Y/N)	Bathrooms	3	Showers	4	Bedrooms	6
Exercise/Workout Facilities	Yes – Good					
Kitchen Facilities	Yes – Good					
Individual Lockers Assigned	Yes					
Training/Meeting Rooms	Yes					
Washer/Dryer	Yes					
Safety & Security						
Station Sprinklered	Yes					
Smoke & CO Detection	Yes					
Decon & Biological Disposal						
Security System	No					
Apparatus Exhaust System	No					

Apparatus/Vehicles	Minimum Unit Staffing*	Comments
Engine Ladder 6	3	
Medic 6	2	2020 Ford F-450 XLT 4x4 Lifeline Medic
Boat 6		2017 Riddle RMX 17'
Water Rescue Truck 6		2017 Ford Pickup
Total Daily Staffing:	5	

Station Name/Number:	Fire Station No. 7 (Bethel)
Address/Physical Location:	4664 Barger Drive, Eugene, OR 97402

General Description:
Station 7 is a very small station housing only a single Engine. It was originally built to house a Rapid Response Vehicle but was remodeled in 1999 to house an Engine Company. The station is minimally adequate to serve the department's needs.

Structure							
Date of Original Construction	1979						
General Condition	Fair – Siding & Roof						
Seismic Protection	Yes						
Auxiliary Power	No						
ADA Compliant	Yes						
Number of Apparatus Bays	Drive-Throughs	1	Back-Ins	0	Total Bays:	1	
Total Square Footage	2,635						
Facilities Available							
Sleeping Quarters	Bedrooms	4	Beds		Dorm Beds		
Maximum Staffing Capability		(Total number of staff that can be housed at station)					
Bathroom/Shower Facilities							
Gender Segregation (Y/N)	Bathrooms	2	Showers	2	Bedrooms	4	
Exercise/Workout Facilities	No – Using a bedroom						
Kitchen Facilities	Yes – Fair						
Individual Lockers Assigned	Yes						
Training/Meeting Rooms	No						
Washer/Dryer/~~Extractor~~	Yes						
Safety & Security							
Station Sprinklered	No						
Smoke & CO Detection	Yes						
Decon & Biological Disposal							
Security System	No						
Apparatus Exhaust System	Yes						

Apparatus/Vehicles	Minimum Unit Staffing*	Comments
Engine 7	3	2012 Pierce Velocity
Total Daily Staffing:	3	

Station Name/Number:	Fire Station No. 8 (Danebo)
Address/Physical Location:	500 Berntzen Rd, Eugene, OR 97402

General Description:
Station 8 houses an Engine, a Water Tender, and an Advanced Life Support Ambulance. The station is listed in "Fair" condition and based on a site visit, is in need of some updates, particularly in the apparatus bays.

Structure						
Date of Original Construction	1967					
General Condition	Fair					
Seismic Protection	Yes					
Auxiliary Power	No					
ADA Compliant	Yes					
Number of Apparatus Bays	Drive-Throughs	2	Back-Ins	0	Total Bays:	2
Total Square Footage	6,309					
Facilities Available						
Sleeping Quarters	Bedrooms	7	Beds		Dorm Beds	
Maximum Staffing Capability		(Total number of staff that can be housed at station)				
Bathroom/Shower Facilities						
Gender Segregation (Y/N)	Bathrooms	3	Showers	4	Bedrooms	7
Exercise/Workout Facilities	Yes – Poor					
Kitchen Facilities	Yes – Fair					
Individual Lockers Assigned	No					
Training/Meeting Rooms	No					
Washer/Dryer/~~Extractor~~	Yes					
Safety & Security						
Station Sprinklered	No					
Smoke & CO Detection	Yes					
Decon & Biological Disposal	No					
Security System	No					
Apparatus Exhaust System	Yes – Poor					

Apparatus/Vehicles	Minimum Unit Staffing*	Comments
Engine 8	3	2018 Pierce Velocity Pumper
Tender 8		2002 Pierce Water Tender
Medic 8	2	2020 Ford F-450 XLT 4x4 Lifeline Medic
Medic 28	2	RESERVE 2013 Ford 450 Braun Ambulance
Total Daily Staffing:	7	

Station Name/Number:	Fire Station No. 9 (Valley River)
Address/Physical Location:	697 Goodpasture Island Rd, Eugene, OR 97401

General Description:
Station 9 is home to an Engine Company and the department's Hazardous Materials Response Team apparatus. The condition of the facility is rated "Good." but updates are needed to the living quarters, particularly the kitchen and workout areas.

Structure						
Date of Original Construction	1975					
General Condition	Good					
Seismic Protection	Yes					
Auxiliary Power	Yes					
ADA Compliant	Yes					
Number of Apparatus Bays	Drive-Throughs	3	Back-Ins	0	Total Bays:	3
Total Square Footage	7,820					
Facilities Available						
Sleeping Quarters	Bedrooms	7	Beds		Dorm Beds	
Maximum Staffing Capability		(Total number of staff that can be housed at station)				
Bathroom/Shower Facilities						
Gender Segregation (Yes)	Bathrooms	3	Showers	5	Bedrooms	7
Exercise/Workout Facilities	Yes – Fair					
Kitchen Facilities	Yes – Poor					
Individual Lockers Assigned	No					
Training/Meeting Rooms	No					
Washer/Dryer/~~Extractor~~	Yes					
Safety & Security						
Station Sprinklered	No					
Smoke & CO Detection	Yes					
Decon & Biological Disposal						
Security System	No					
Apparatus Exhaust System						

Apparatus/Vehicles	Minimum Unit Staffing*	Comments
Engine 9	3	2007 Pierce Velocity
HazMat 2		2016 Pierce Enforcer HazMat
HazMat 22		2016 Dodge 5500 Initial Response
Total Daily Staffing:	3	

Station Name/Number:	Fire Station No. 10 (Bailey Hill)
Address/Physical Location:	2002 Bailey Hill Rd, Eugene, OR 97405

General Description:
Station 10 serves a wildland interface zone on Eugene's southwest side. It houses an Engine and a Reserve interface Engine. The station lacks any type of security features, and the interior badly needs a paint job.

Structure						
Date of Original Construction	1981					
General Condition	Fair					
Seismic Protection	Yes					
Auxiliary Power	Yes					
ADA Compliant	Yes					
Number of Apparatus Bays	Drive-Throughs	2	Back-Ins	0	Total Bays:	1
Total Square Footage	5,438					
Facilities Available						
Sleeping Quarters	Bedrooms		Beds		Dorm Beds	
Maximum Staffing Capability		(Total number of staff that can be housed at station)				
Bathroom/Shower Facilities						
Gender Segregation (Yes)	Bathrooms	2	Showers	4	Bedrooms	8
Exercise/Workout Facilities	Yes – Good					
Kitchen Facilities	Yes – Fair					
Individual Lockers Assigned	No					
Training/Meeting Rooms	No					
Washer/Dryer/~~Extractor~~	Yes					
Safety & Security						
Station Sprinklered	No					
Smoke & CO Detection	Yes					
Decon & Biological Disposal	No					
Security System	No					
Apparatus Exhaust System	Yes					

Apparatus/Vehicles	Minimum Unit Staffing*	Comments
Engine 10	3	2007 Pierce Velocity
Brush 10		1999 E-One Interface
Total Daily Staffing:	3	

Station Name/Number:	Fire Station No. 11 (Santa Clara)
Address/Physical Location:	111 Santa Clara Ave, Eugene, OR 97404

General Description:
Station 11 houses an Engine/Ladder Company and an Advanced Life Support Ambulance. The Technical Rescue Team equipment is also housed here. Station 11 is rated in "Good" condition.

Structure							
Date of Original Construction	2004						
General Condition	Good						
Seismic Protection	Yes						
Auxiliary Power	Yes						
ADA Compliant	Yes						
Number of Apparatus Bays	Drive-Throughs	3	Back-Ins	0	Total Bays:	3	
Total Square Footage	15,742						
Facilities Available							
Sleeping Quarters	Bedrooms	7	Beds		Dorm Beds		
Maximum Staffing Capability		(Total number of staff that can be housed at station)					
Bathroom/Shower Facilities							
Gender Segregation (Yes)	Bathrooms	5	Showers	6	Bedrooms	7	
Exercise/Workout Facilities	Yes – Good						
Kitchen Facilities	Yes – Good						
Individual Lockers Assigned	Yes						
Training/Meeting Rooms	Yes						
Washer/Dryer/~~Extractor~~	Yes						
Safety & Security							
Station Sprinklered	Yes						
Smoke & CO Detection	Yes						
Decon & Biological Disposal	No						
Security System	No						
Apparatus Exhaust System	Yes						

Apparatus/Vehicles	Minimum Unit Staffing*	Comments
Ladder 11	3	2022 Quint 107' Ladder
Medic 11	2	2017 Ford Braun Ambulance
Technical Rescue Trailer 5		2006 Continental TRT Tool Trailer
Total Daily Staffing:	5	

Station Name/Number:	Fire Station No. 12 (Airport)
Address/Physical Location:	28827 Douglas Drive, Eugene, OR 97402

General Description:
Station 12 is located on the grounds of Eugene Airport and houses specialized Aircraft Rescue and Fire Fighting (ARFF) apparatus staffed by a crew of 3. The facility is rated in "Excellent" condition.

Structure							
Date of Original Construction	2011						
General Condition	Excellent						
Seismic Protection	Yes						
Auxiliary Power	No						
ADA Compliant	Yes						
Number of Apparatus Bays	Drive-Throughs	4	Back-Ins		Total Bays:	4	
Total Square Footage	11,671						
Facilities Available							
Sleeping Quarters	Bedrooms	4	Beds		Dorm Beds		
Maximum Staffing Capability		(Total number of staff that can be housed at station)					
Bathroom/Shower Facilities							
Gender Segregation (No)	Bathrooms	4	Showers	2	Bedrooms	4	
Exercise/Workout Facilities	Yes – Good						
Kitchen Facilities	Yes – Good						
Individual Lockers Assigned	Yes						
Training/Meeting Rooms	Yes						
Washer/Dryer	Yes						
Safety & Security							
Station Sprinklered	Yes						
Smoke & CO Detection	Yes						
Decon & Biological Disposal							
Security System	No						
Apparatus Exhaust System							

Apparatus/Vehicles	Minimum Unit Staffing*	Comments
ARFF 1	3	2018 Oshkosh Striker Global 1500
ARFF 2		2004 Oshkosh Striker 1500
Trailer 12		Airport Disaster Trailer
Total Daily Staffing:	3	

Station Name/Number:	Fire Station No. 13 (University)
Address/Physical Location:	1695 Agate Street, Eugene, OR 97403

General Description:
Station 13 is located on the campus of the University of Oregon. It houses an Engine Company and one reserve Interface Engine. The station is rated in "Fair" condition.

Structure						
Date of Original Construction	1946					
General Condition	Fair					
Seismic Protection	Yes					
Auxiliary Power	No					
ADA Compliant	Yes					
Number of Apparatus Bays	Drive-Throughs	0	Back-Ins	2	Total Bays:	2
Total Square Footage	4,252					
Facilities Available						
Sleeping Quarters	Bedrooms	6	Beds		Dorm Beds	
Maximum Staffing Capability		(Total number of staff that can be housed at station)				
Bathroom/Shower Facilities						
Gender Segregation (Yes)	Bathrooms	2	Showers	3	Bedrooms	6
Exercise/Workout Facilities	Yes – Fair					
Kitchen Facilities	Yes – Fair					
Individual Lockers Assigned	No					
Training/Meeting Rooms	No					
Washer/Dryer	Yes					
Safety & Security						
Station Sprinklered	No					
Smoke & CO Detection	Yes					
Decon & Biological Disposal	No					
Security System	No					
Apparatus Exhaust System	Yes					

Apparatus/Vehicles	Minimum Unit Staffing*	Comments
Engine 13	3	2007 Pierce Velocity
Brush 13		IH 7400 SFA 4x4
Total Daily Staffing:	3	

Station Name/Number:	Fire Station No. 15 (South Hills)
Address/Physical Location:	80 E 33rd Ave, Eugene, OR 97405

General Description:
Station 15 is located in the south hills wildland interface zone. The facility houses an Engine Company, a reserve Interface Engine, and a reserve ambulance. The station has had a series of updates and though older, remains serviceable.

Structure							
Date of Original Construction	1974						
General Condition	Fair						
Seismic Protection	Yes						
Auxiliary Power	Yes						
ADA Compliant	Yes						
Number of Apparatus Bays	Drive-Throughs		Back-Ins	3	Total Bays:	2	
Total Square Footage	5,387						
Facilities Available							
Sleeping Quarters	Bedrooms	6	Beds		Dorm Beds		
Maximum Staffing Capability		(Total number of staff that can be housed at station)					
Bathroom/Shower Facilities							
Gender Segregation (Yes)	Bathrooms	2	Showers	4	Bedrooms	6	
Exercise/Workout Facilities	Yes – Fair						
Kitchen Facilities	Yes – Good						
Individual Lockers Assigned	No						
Training/Meeting Rooms	No						
Washer/Dryer	Yes						
Safety & Security							
Station Sprinklered	No						
Smoke & CO Detection	Yes						
Decon & Biological Disposal	No						
Security System	No						
Apparatus Exhaust System	Yes						

Apparatus/Vehicles	Minimum Unit Staffing*	Comments
Engine 15	3	2008 Pierce Velocity Pumper
Brush 15		1999 E-One Interface
Total Daily Staffing:	3	

Station Name/Number:	Emergency Services Training Center
Address/Physical Location:	1705 W 2nd Ave, Eugene, OR 97402

General Description:
This campus is used for fire Administrative Services, Logistics, and Training. Eugene Police Department uses four offices in the administrative building. The facility is also utilized by regional partners. The campus has a burn building, rescue building, drill tower, vehicles, and railcars for training purposes.

Structure						
Date of Original Construction	1999					
General Condition	Good					
Seismic Protection						
Auxiliary Power	No					
ADA Compliant	Yes					
Number of Apparatus Bays	Drive-Throughs	0	Back-Ins	0	Total Bays:	0
Total Square Footage						
Facilities Available						
Sleeping Quarters None	Bedrooms	0	Beds	0	Dorm Beds	0
Maximum Staffing Capability		(Total number of staff that can be housed at station)				
Bathroom/Shower Facilities	Yes					
Gender Segregation (Y/N)	Bathrooms	4	Showers	6	Bedrooms	NA
Exercise/Workout Facilities	Yes – at Station 2					
Kitchen Facilities	Yes, in two buildings					
Individual Lockers Assigned	No					
Training/Meeting Rooms	Yes, 6 classrooms and 3 conference rooms on campus					
Washer/Dryer/Extractor	Yes, industrial W/D in Logistics building					
Safety & Security						
Station Sprinklered	Yes					
Smoke & CO Detection	Yes					
Decon & Biological Disposal	Yes, in Logistics building					
Security System	Yes					
Apparatus Exhaust System	N/A					

APPENDIX C: SPRINGFIELD FACILITIES

Station Name/Number:	Fire Station No. 3 (28th Street)
Address/Physical Location:	1225 N. 28th Street, Springfield, OR 97477

General Description:
Station 3 is a large facility on a large lot. It was formerly the Springfield training site, and the training facilities are still utilized by the department. The station is in "Fair" condition and lacks general maintenance and upkeep.

Structure						
Date of Original Construction	1974					
General Condition	Fair					
Seismic Protection	Unknown					
Auxiliary Power	Stand Alone Generator					
ADA Compliant	Yes					
Number of Apparatus Bays	Drive-Throughs	2	Back-Ins	0	Total Bays:	2
Total Square Footage	5,700					
Facilities Available						
Sleeping Quarters	Bedrooms	7	Beds		Dorm Beds	
Maximum Staffing Capability		(Total number of staff that can be housed at station)				
Bathroom/Shower Facilities	Yes					
Gender Segregation (No)	Bathrooms	4	Showers	4	Bedrooms	
Exercise/Workout Facilities	Yes					
Kitchen Facilities	Yes – Fair					
Individual Lockers Assigned	Yes					
Training/Meeting Rooms	Yes – Good					
Washer/Dryer	Yes					
Safety & Security						
Station Sprinklered	Yes Smoke & CO Detection- Yes					
Decon & Biological Disposal	No					
Security System	Secured lot, gates and entry doors					
Apparatus Exhaust System	Yes – Poor					

Apparatus/Vehicles	Minimum Unit Staffing*	Comments
Battalion Chief 3	1	2015 Ford F-250
Engine Ladder 3		2006 Quint 75' Ladder
Rescue 3		1997 Pierce Saber Heavy Rescue
Tower 3	3	2012 Pierce Aerial 100' Platform
Battalion Chief 23		RESERVE 2006 Ford Expedition 4WD
Total Daily Staffing:	4	

Station Name/Number:	Fire Station No. 4 (5th Street)
Address/Physical Location:	1475 5th Street, Springfield, OR 97477

General Description:
Station 4 houses an Engine and two ambulances. The station is rated in "Poor" condition, with evidence of failure of the apparatus floor, with an associated sewer leak. The station is crowded and does not appear to have been seismically retrofit.

Structure							
Date of Original Construction	1974						
General Condition	Poor – Sewer leak under bay						
Seismic Protection	Unknown						
Auxiliary Power	Stand Alone Generator						
ADA Compliant	Yes						
Number of Apparatus Bays	Drive-Throughs	2	Back-Ins	0	Total Bays:	2	
Total Square Footage	6,000						
Facilities Available							
Sleeping Quarters	Bedrooms	5	Beds		Dorm Beds		
Maximum Staffing Capability		(Total number of staff that can be housed at station)					
Bathroom/Shower Facilities	Yes						
Gender Segregation (Yes)	Bathrooms	2	Showers	2	Bedrooms	5	
Exercise/Workout Facilities	Yes – Poor 1 bedroom is an office						
Kitchen Facilities	Yes – Poor						
Individual Lockers Assigned	No						
Training/Meeting Rooms	No						
Washer/Dryer/~~Extractor~~	Yes						
Safety & Security							
Station Sprinklered	Yes						
Smoke & CO Detection	Yes						
Decon & Biological Disposal	No						
Security System	Secured lot, gate and secured entry doors						
Apparatus Exhaust System	No – Poor						

Apparatus/Vehicles	Minimum Unit Staffing*	Comments
Engine 4	3	2017 Pierce Velocity
Medic 4	2	2017 Ford Braun Ambulance
Medic 24		RESERVE 2017 Ford Braun Ambulance
Total Daily Staffing:	5	

Station Name/Number:	Fire Station No. 5 (Gateway)
Address/Physical Location:	2705 Pheasant Blvd, Springfield, OR 97477

General Description:
Station 5 is a large facility on a 3-acre lot. The station houses many pieces of apparatus and equipment as it is home to the department's Water Rescue Team. The station lacks space to efficiently store all necessary equipment.

Structure							
Date of Original Construction	1996						
General Condition	Fair – Needs Roof						
Seismic Protection	Unknown						
Auxiliary Power	Stand-alone Generator						
ADA Compliant	Yes						
Number of Apparatus Bays	Drive-Throughs	3	Back-Ins	0	Total Bays:	3	
Total Square Footage	10,500						
Facilities Available							
Sleeping Quarters	Bedrooms	6	Beds		Dorm Beds		
Maximum Staffing Capability		(Total number of staff that can be housed at station)					
Bathroom/Shower Facilities	Yes						
Gender Segregation (Y/N)	Bathrooms	2	Showers	3	Bedrooms	6	
Exercise/Workout Facilities	Yes – Good						
Kitchen Facilities	Yes – Good						
Individual Lockers Assigned	No Training/Meeting Rooms – No						
Washer/Dryer/~~Extractor~~	Yes						
Safety & Security							
Station Sprinklered	Yes Smoke & CO Detection – Yes						
Decon & Biological Disposal	No						
Security System	Secured facility						
Apparatus Exhaust System	Yes – Poor						

Apparatus/Vehicles	Minimum Unit Staffing*	Comments
Engine 5	3	2010 Pierce Velocity
Medic 5	2	2017 Ford Braun Ambulance
Medic 75	2	2013 Ford Braun North Star
Medic 36		RESERVE 2013 Ford Braun North Star
Boat 5		2009 Riddle RMX 16'
Water Rescue Tow 5		2017 Ford F250 Pick-up
Boat #		2000 Boulton 21' Jetboat
Boat #		2013 Riddle RMX 19' (Located at Maxim Marine)
Total Daily Staffing:	7	

Station Name/Number:	Fire Station No. 14 (48th Street)
Address/Physical Location:	4765 Main Street, Springfield, OR 97478

General Description:
Station 14 houses an Engine Company and a reserve Water Tender. The station is over 60 years old, and although some upgrades were evident, it should be evaluated for replacement. There was no evidence of seismic retrofit work.

Structure						
Date of Original Construction	1962					
General Condition	Fair					
Seismic Protection	Unknown					
Auxiliary Power	Standalone Generator					
ADA Compliant	Yes					
Number of Apparatus Bays	Drive-Throughs	2	Back-Ins	0	Total Bays:	2
Total Square Footage	4,650					
Facilities Available						
Sleeping Quarters	Bedrooms	3	Beds		Dorm Beds	
Maximum Staffing Capability		(Total number of staff that can be housed at station)				
Bathroom/Shower Facilities	Yes					
Gender Segregation (Y/N)	Bathrooms	2	Showers	2	Bedrooms	3
Exercise/Workout Facilities	Yes – Poor					
Kitchen Facilities	Yes – Poor					
Individual Lockers Assigned	No					
Training/Meeting Rooms	No					
Washer/Dryer	Yes					
Safety & Security						
Station Sprinklered	Yes					
Smoke & CO Detection	Yes					
Decon & Biological Disposal	No					
Security System	Secured parking lot, gate and entry doors					
Apparatus Exhaust System	Yes – Poor					

Apparatus/Vehicles	Minimum Unit Staffing*	Comments
Engine 14	3	2022 Pierce Velocity Pumper
Tender 14		1997 Freightliner FL 112 Tender
Total Daily Staffing:	3	

Station Name/Number:	Fire Station No. 16 (Thurston)

Address/Physical Location:	6853 Main Street, Springfield, OR 97478

General Description:
Station 16 houses an Engine, an Advanced Life Support Ambulance, and an Interface Engine. The station is rated in "Good" condition. There was some evidence that the building is settling.

Structure							
Date of Original Construction	2009						
General Condition	Good—Some evidence of damage from settling						
Seismic Protection	Unknown						
Auxiliary Power	Stand-alone Generator						
ADA Compliant	Yes						
Number of Apparatus Bays	Drive-Throughs	3	Back-Ins		Total Bays:	3	
Total Square Footage	9,636						
Facilities Available							
Sleeping Quarters	Bedrooms	6	Beds		Dorm Beds		
Maximum Staffing Capability		(Total number of staff that can be housed at station)					
Bathroom/Shower Facilities	Yes						
Gender Segregation	Bathrooms	4	Showers	3	Bedrooms		
Exercise/Workout Facilities	Yes – Good						
Kitchen Facilities	Yes – Good						
Individual Lockers Assigned	Yes						
Training/Meeting Rooms	Yes						
Washer/Dryer	Yes						
Safety & Security							
Station Sprinklered	Yes						
Smoke & CO Detection	Yes						
Decon & Biological Disposal	No						
Security System	Secured parking lot, entry doors.						
Apparatus Exhaust System	Yes – Poor						

Apparatus/Vehicles	Minimum Unit Staffing*	Comments
Engine 16	3	2010 Pierce Velocity Pumper
Medic 16	2	2020 Ford F-450 XLT 4x4 Lifeline Medic
Brush 16		2011 Pierce Interface Brush
Total Daily Staffing:	5	

APPENDIX D: NFPA 1500 STATION INSPECTION LIST

NFPA 1500
Standard on Fire Department Occupational Safety, Health, and Wellness Program/2021

Facility: _____ Date: _____

I. BUILDING EXTERIOR AND GROUNDS

_____ The exterior of the building shall be in good condition. There shall be no missing finishes or temporary repairs. Roof shingles shall not be missing, and all windows shall function.

_____ There shall be no accumulation of debris or trash next to the building or on the station grounds.

_____ All walkway surfaces, parking lots, and ramps shall be free of hazards and in good condition.

_____ All exterior lighting shall work as designed.

_____ All detached storage buildings shall be kept in good condition and present no obvious hazards.

_____ Emergency instructions and telephone numbers shall be available for the general public, in the event of emergency and fire personnel are out of quarters.

Comments: _____

_____

II. APPARATUS BAY FLOOR AND MAINTENANCE AREAS

_____ All projecting tools and objects shall be clearly marked to warn against “head bump” accidents.

_____ Apparatus overhead doors shall be maintained in a safe, operating condition.

_____ Apparatus doors shall have adequate space for proper clearance for vehicles.

_____ Maintenance pits shall be adequately covered, sufficiently lighted, and ventilated.

_____ Pit boundaries shall be clearly marked.

_____ The pit floor shall be kept as clean and dry as possible.

_____ Work rests on grinders shall be adjusted to within 1/8 in. to the grinding wheel.

_____ Grinders and grinding wheels shall be adequately guarded. The safety guard shall cover the spindle end, the nut, and the flange protection.

_____ All power tools shall be provided with proper guarding for electrical, cutting and moving parts.

_____ Maintenance hand tools shall be safely stored when not being used. They shall be inspected periodically and maintained to ensure their safe condition.

_____ Pulleys and belts shall be properly guarded.

_____ Chain drives and sprockets shall be guarded.

_____ Air cleaning nozzles shall not emit more than 30 psi dead end pressure.

_____ A spotter shall be used when vehicles are backed up. A spotter shall be used when a vehicle is driven forward or backward over a pit.

_____ Monthly station generator check-off completed.

_____ Stations housing an on-site SCBA air compressor shall have in place and utilize a logbook that meets 29 CFR 1910.134, which include the log-in of the following information: date bottle was filled, hydrostatic test date, identification number, and the person filing the bottle.

_____ Compressor and cascade records shall be clear and up to date. Air quality checks shall be posted to the compressor room.

_____ Fill station containment device shall be in good working order.

_____ Inspection by certified agency conducted for compressors rated at 60 gal and above.

_____ Inspection by certified agency conducted for hot water heaters with 120 gal and above.

Comments: _____

_____

III. HAZARDOUS MATERIALS

_____ Cylinders of compressed gas shall be stored away from combustible materials, in an upright position, and property secured to prevent cylinders from failing over.

_____ Flammable and combustible materials shall be stored in tanks or closed containers per NFPA 30 and building code requirements. Flammable and combustible liquids of more than 30 gallons must be stored in an approved storage locker. The containers must be made of metal, or the containers must be stored in a storage cabinet approved for flammable materials.

_____ Safety containers shall have self-closing lids and shall be used for the storage of flammable liquids and soiled, oily rags.

Comments: _____

_____

IV. ELECTRICAL WIRING, FIXTURES, AND CONTROLS

_____ Electrical cords shall be strung so they do not hang on pipes, nails, hooks, etc.

_____ Conduit shall be attached to all supports and tightly connected to junction and outlet boxes.

_____ All electrical cords shall be checked for fraying.

_____ All equipment shall be securely mounted to the surface on which it sits.

_____ Flexible cords and cables shall not be used as a substitute for fixed wiring.

_____ All extension cords shall be properly grounded and approved.

_____ all electrical tools, whether department owned or personal property, shall be properly protected from damaged power cords, plugs, worn switches, defective ground circuits, or other faults that might render them unsafe for use.

_____ Electrical panel boxes and circuit breakers shall be marked to show their purpose.

_____ Electrical switches, outlets, panel boxes, and junction boxes shall be properly covered.

Comments: _____

_____

V. LAUNDRY, CLEANING, AND DISINFECTING AREAS

_____ The station designated cleaning and disinfecting area for the care of linen, work uniforms. EMS equipment, and other portable equipment shall be clean and orderly.

_____ the designated cleaning and disinfecting area shall be physically separate from the areas used for food preparation, cleaning of food or cooking utensils, personal hygiene, and sleeping or living areas.

_____ Cleaning and disinfecting facilities shall be equipped with rack shelving of nonporous material located above the sink for drip drying of cleaned equipment.

_____ The utility sink used in the cleaning and disinfecting area shall be kept clean and free of obstruction, and objects shall not be left in the sink.

_____ The washer and dryer shall be kept clean and in good working condition to assure decontamination of work uniforms and linen

_____ A five-gallon biohazard waste container shall be maintained at each station. The container shall be emptied at least weekly.

Comments: _____

_____

VI. DECONTAMINATION ROOMS

_____ The decontamination room shall be clean and orderly and free of storage not related to decontamination.

_____ The decontamination room shall have instructions clearly posted as to how to proceed through decontamination.

_____ There shall be an inventory on hand in the decontamination room, and the inventory shall be complete with the supplies on hand.

_____ The decontamination washer and dryer shall be clean and in working condition.

_____ There shall be instructions posted as to the use of the washer and dryer.

Comments: _____

_____

VII. HOUSEKEEPING GENERAL

_____ All rooms, offices, hallways, storage rooms, and the apparatus floor shall be kept clean and orderly and in a sanitary condition.

_____ All hallways and/or passageways shall be free from any type of hazards.

_____ All waste containers shall be emptied regularly.

_____ Waste containers shall be provided in the kitchen and/or eating areas. These containers shall be maintained in a clean and sanitary condition. Waste container liners are required in all waste containers kept in kitchen and/or eating areas.

_____ All areas of the station shall be adequately illuminated.

_____ Stairways shall be in good condition with standard railings provided for every flight having four or more risers.

_____ Portable ladders shall be adequate for their purpose, in good condition, and have secure footing.

_____ Fixed ladders shall be equipped with side rails, cages, or special climbing devices.

_____ Containers of all cleaning agents shall be carefully labeled per OSHA standards.

_____First aid supplies shall be available and clearly identified as to location.

_____ Shower curtains shall provide adequate protection to prevent floors from becoming excessively wet and slippery.

_____ Cooking appliances, including gas and charcoal grills, and eating utensils shall be kept clean and in good working order.

_____ The required OSHA workplace poster shall be displayed in the station, as required, where all employees are likely to see it.

_____ Check all physical fitness equipment for safety issues. Inspect all cables, pulleys, seats, hinges, handles, grips, and connectors.

_____ Check the physical fitness equipment inventory to be sure all equipment is available for use.

_____ Check for the appropriate amount of space within the physical fitness area to safely utilize the equipment.

_____ Portable heaters used in stations shall be placed out of travel routes, placed away from combustibles, and if turned over, shall turn themselves off.

Comments: _____

_____

VIII. EXITS

_____ All exits shall be visible and unobstructed.

_____ All exits shall be marked with a readily visible sign that is illuminated if required by the building code.

_____ Doors that might be mistaken for exits shall be marked “Not an Exit” if required by building code.

_____ Exits and exit signs shall be free of decoration, draperies, and/or furnishings.

_____ Primary exit routes shall be obvious, marked, and free of obstruction.

_____ Exits shall be wide enough for easy access.

Comments: _____

_____

_____

IX. WALKING AND WORKING SURFACES

_____ Floors shall be kept as clean and dry as possible.

_____ Firefighter's routes to slide poles or to apparatus shall be completely free of projections, tripping hazards, loose objects, or other impediments.

_____ All slide pole floor openings shall be provided with safety enclosures.

_____ A safety mat shall be provided at the bottom of the slide pole.

_____ The slide pole shall be regularly inspected and maintained.

Comments: _____

_____

X. FIRE PREVENTION AND PROTECTION

_____ Portable fire extinguishers shall be maintained in a fully operable condition and kept in designated places when not in use. They shall be inspected on a monthly basis.

_____ Fire extinguishers shall be of the proper size/type for the expected hazard.

_____ The fire extinguisher shall have a durable tag securely attached to show the maintenance or recharge date. Also, the initials or signature of the person who performed the inspection shall be on the tag.

_____ If the station is equipped with a fire alarm system, the system shall be maintained and tested by a qualified person to the requirements of NFPA 72.

_____ If the station is equipped with a sprinkler system, the system shall be maintained and tested by a qualified person to the requirements of NFPA 25.

_____ The minimum clearance of 18 in. shall be maintained below the sprinkler heads.

_____ Smoke detectors shall be inspected and tested quarterly.

_____ Carbon monoxide detectors shall be inspected and tested quarterly.

APPENDIX E: EUGENE APPARATUS

Radio Call Sign[1]	Apparatus Type (engine, truck, etc.)	Chassis & Apparatus Manufacturers	Year	Status (Frontline, reserve)	Original Cost	Assigned Station	Pump/Tank/ Other[2]
M15	Ambulance	Ford F450 Northstar	2013	Reserve	$178,487.75		BLS
M8	Ambulance	Ford F450 Northstar	2013	Frontline	$178,487.75	Station 8	BLS
M74	Ambulance	Ford F450 Northstar	2013	Reserve	$180,362.75		BLS
M9	Ambulance	Ford F450 Northstar	2013	Reserve	$178,487.75		BLS
M21	Ambulance	Ford F450 Braun	2017	Frontline	$231,101.60	Station 2	
M31	Ambulance	Ford F450 Braun	2017	Frontline	$235,704.56	Station 11	
M71	Ambulance	Ford F450 Braun	2017	Frontline	$231,101.60	Station 1	
M22	Ambulance	Ford F450 Braun	2017	Frontline	$238,384.46	Station 2	
M76	Ambulance	Ford F450 Braun	2017	Frontline	$238,110.50		
M11	Ambulance	Ford F450	2020	Frontline	$304,025.33	Station 11	
M1	Ambulance	Ford F450	2020	Frontline	$306,755.61	Station 1	
M2	Ambulance	Ford F450	2020	Frontline	$305,035.08	Station 2	
M10	Ambulance	Ford F450	2020	Frontline	$304,576.07		
E91	Engine	Pierce	2001	Reserve	$348,978.71		
E21	Engine	Pierce Velocity	2007	Reserve	$509,100.51		2000 gpm/500 tank
E9	Engine	Pierce Velocity	2007	Frontline	$507,770.00	Station 9	2000 gpm/500 tank
E10	Engine	Pierce Velocity	2007	Frontline	$507,770.00	Station 10	2000 gpm/500 tank
E22	Engine	Pierce Velocity	2007	Reserve	$507,770.00		2000 gpm/500 tank
E13	Engine	Pierce Velocity	2007	Frontline	$508,734.32	Station 13	2000 gpm/500 tank
E15	Engine	Pierce Velocity	2008	Frontline	$499,445.13	Station 15	2000 gpm/500 tank
E2	Engine	Pierce Velocity	2012	Frontline	$555,973.22	Station 2	2000 gpm/500 tank
E7	Engine	Pierce Velocity	2013	Frontline	$564,617.83	Station 7	2000 gpm/500 tank
E35	Engine	Pierce	1997	Reserve	$301,572.00		
E1	Engine	Pierce Velocity	2015	Frontline	$568,858.30	Station 1	2000 gpm/500 tank
E8	Engine	Pierce Velocity	2018	Frontline	$654,399.60	Station 8	2000 gpm/500 tank
TN2	Water Tender	Pierce	2002	Frontline	$257,206.15	Station 2	
TN8	Water Tender	Pierce	2002	Frontline	$255,967.30	Station 8	
T22	Truck	Pierce Dash	2006	Reserve	$1,005,355.00	Station 2	TDA
T02	Truck	Pierce Velocity	2007	Frontline	$916,341.00	Station 2	100' Platform
T1	Truck	Pierce Velocity	2018	Frontline	$1,235,232.53	Station 1	TDA
BR10	Brush Engine	International 4800 4x4 E-One	1999	Frontline	$164,933.00	Station 10	Interface engine
BR15	Brush Engine	International 4800 4x4 E-One	1999	Frontline	$165,815.90	Station 15	Interface engine
B13	Brush Engine	International 7400 SFA 4x4	2007	Frontline	$330,156.00	Station 13	Interface engine
ARFF2	Airport Rescue	Oshkosh Striker 1500	2004	Frontline	$614,153.00	Station 12	Airport buys and pays rates
ARFF22	Airport Rescue	Oshkosh T1500	1991	Reserve	$438,065.00	Station 12	Airport buys and pays rates

Radio Call Sign[1]	Apparatus Type (engine, truck, etc.)	Chassis & Apparatus Manufacturers	Year	Status (Frontline, reserve)	Original Cost	Assigned Station	Pump/Tank/ Other[2]
ARFF1	Airport Rescue	Oshkosh Striker 1500 Global	2018	Frontline	$673,701.40	Station 12	Airport buys and pays rates
TRT	Tow vehicle	International 4400	2005	Reserve	$82,664.56	Station 11	Time & materials
EL6	Quint	Pierce Velocity	2022	Frontline	$1,154,451.86	Station 6	107' Aerial
EL11	Quint	Pierce Velocity	2022	Frontline	$1,154,451.86	Station 11	107' Aerial
HAZMAT 2	Haz Mat Unit	Pierce Enforcer	2015	Frontline	-	Station 9	OSFM
HAZMAT 22	Haz Mat Unit	Dodge 5500	2015	Frontline	-	Station 9	OSFM
Boat 5	Rescue Boat	Riddle RMX16 16' boat	2009	Frontline	$46,200.00	Station 5	Not in GF replacement
Boat 6	Rescue Boat	Riddle Jet Boat 17'	2018	Frontline	$70,000.00	Station 6	Not in GF replacement
Trailer 12	Airport Trailer	SMT Gen 2 Trailer	2023	Frontline	-	Station 12	SPIRE Grant
WR6T	TRT Tow vehicle	Ford F250	2017	Frontline	$31,095.76	Station 6	

Radio Call Sign[1]	Assigned To (Position/Rank)	Chassis & Vehicle Manufacturers	Original Cost	Year	Assigned Location	Notes/Comments
	IT	Toyota Prius	$19,854.51	2004		Replacement ordered
	Logistics	Chevy Express Van	$21,832.48	2008		Replacement ordered
	Logistics SCBA	Nissan Van	$32,765.35	2020		
	CAHOOTS	Sprinter Van	-	2014		
	CAHOOTS	Transit Van Hybrid	-	2017		
	FMO Mark Dahl	Ford Maverick	$34,813.32	2023		
	FMO	Ford Maverick	$34,310.11	2023		
	Logistics-Hydrant	Chevy/Stahl	$22,238.00	1999		
	Training	Ford F350	$29,536.00	1997		Time & materials
C22		Ford F250	$44,858.83	2016	Station 2	
	FMO Keith Haggis	Ford F150	$32,877.50	2016		
	FMO Merril Harrison	Ford F150	$57,548.90	2019		
C8		Chevrolet Suburban	$35,958.73	2003		Time & materials
C9		Chevrolet Suburban	$34,497.00	2006		
		Ford Explorer		2013		
	Chief Caven	Ford Explorer	$28,244.25	2014		
	Travis Worthington	Chevy Tahoe	$48,900.87	2019		
BC1	On Duty BC	Chevy Tahoe	$72,660.57	2019	Station 1	
BC2	On Duty BC	Chevy Tahoe	$70,178.22	2019	Station 2	
	Heppel	Chevy Tahoe	$56,416.94	2020		
	Bishop	Chevy Tahoe	$53,300.68	2020		
	FMO Mark Dahl	Ford Escape	$27,455.00	2006		Replacement ordered
	FMO Sandra Johnston	Ford Escape	$23,977.55	2007		Replacement ordered
	EMS/Training Josh	Ford Escape	$23,338.00	2008		

Radio Call Sign[1]	Assigned To (Position/Rank)	Chassis & Vehicle Manufacturers	Original Cost	Year	Assigned Location	Notes/Comments
	Training FMO	Ford Escape	$23,338.00	2008		Replacement ordered
	Logistics Route van	Hino 195H	$83,615.78	2016		
	Training	International 7100	$6,950.00	1991		Time & materials
	Logistics	Navistar 4400	$201,170.00	1999		Time & materials
	Logistics	Freightliner	-	2022		Replacement ordered

APPENDIX F: SPRINGFIELD APPARATUS

Radio Call Sign[1]	Apparatus Type (engine, truck, etc.)	Chassis & Apparatus Manufacturers	Year	Status (Frontline, reserve)	Original Cost	Assigned Station	Pump/Tank/Other[2]
R3	Heavy Rescue	Pierce Saber	1997	Frontline	-	Station 3	
TN14	Water Tender	Freightliner FL112	1997	Reserve	$266,448	Station 14	
EL3	Quint	Pierce Dash	2006	Frontline	$25,000	Station 3	175' Quint
E5	Engine	Pierce Velocity	2010	Frontline	$458,955	Station 5	2000 gpm/500 tank
E34	Engine	Pierce Velocity	2010	Frontline	$458,955	Station 14	2000 gpm/500 tank
E16	Engine	Pierce Velocity	2010	Frontline	$458,955	Station 16	2000 gpm/500 tank
BR16	Brush Engine	Pierce Interface	2011	Frontline	$330,582	Station 16	
E4	Engine	Pierce Velocity	2016	Frontline	$593,108	Station 4	2000 gpm/500 tank
E14	Engine	Pierce Velocity	2022	Frontline	$682,527.69	Station 14	2000 gpm/500 tank
TO3	Truck	Pierce	2013	Frontline	$$977,780	Station 3	100' Platform
	Ambulance	Lifeline	2009	Reserve	-	Training	
M36	Ambulance	Ford F450 Northstar	2013	Reserve	$176,308	Station 16	
M75/M25	Ambulance	Ford F450 Northstar	2013	Frontline	$176,308	Station 5	
M4	Ambulance	Ford F450 Braun	2017	Frontline	$235,116	Station 4	
M5/M16	Ambulance	Ford F450 Braun	2017	Frontline	$231,099		
M24/M5	Ambulance	Ford F450 Braun	2017	Frontline	$229,099		
M16	Ambulance	Ford F450	2020	Frontline	$302,842	Station 16	
TRT5	TRT	Continental Cargo Trailer	2006	Frontline	$12,511	Station 5	
WR5	TRT	CC Rescue Jet Boat	2013	Frontline	$54,060	Station 5	
	TRT	CC Rescue Jet Trailer	2013	Frontline	$4,450	Station 5	
WR25	TRT	Bowlton 21' Jet Boat	2000	Frontline	$28,045	Station 5	
WR25	TRT	Baker Trailer	2000	Frontline	-	Station 5	
WR5T	TRT	Ford F250 4WD Crew	2017	Frontline	$40,551	Station 5	

Radio Call Sign[1]	Assigned To (Position/Rank)	Chassis & Vehicle Manufacturers	Original Cost	Year	Assigned Location	Notes/Comments
	Training	Ford Fusion	$16,691	2011	Station 3	
	FMO Austin Brushett	Ford F150 4WD w/canopy	$33,972	2017	FMO	
C-3	BC 3	Ford F250 4WD Crew	$44,237	2015	Station 3	
808	EMS Training	Ford Explorer 4WD	$21,600	2014	Training	
C-23		Ford Expedition 4WD	$26,929	2006	Station 3	
FM-24	FMO Eric Philips	Chevy Colorado PU	$12,609	2008	FMO	
	FMO Gordon	Ford F150 4WD w/canopy	$33,686	2018	FMO	
	Training	Ford E350 van	$21,224	2011	Training	
	Training	Ford F350 4WD	$30,641	2011	Training	
	Training	Ford Escape	$26,929	2007		
C-3	BC 3	Ford F150	$47,348.54	2023	Station 3	
	FLS Inspector	Ford Maverick	$28,755	2023		

APPENDIX G: UNIFIED FIRE AUTHORITY (UFA) EXAMPLE

UFA is Utah's largest fire agency with 692 employees serving an estimated 458,000 residents in 15 municipalities in both Salt Lake County and Utah County and the unincorporated area of Salt Lake County. The UFA provides fire and rescue emergency response, EMS first response and 911 transport, Fire and Life Safety, County Emergency Management, Arson Investigation, Bomb Squad response, FEMA Urban Search and Rescue, and a Wildland/IMT Division available for local, state, and national response.

UFA operates as an independent entity under the direction of a 17-member Board of Directors.[28] Each of the municipalities appoints one elected official and Salt Lake County appoints two elected officials to serve on the UFA Board of Directors. A weighted vote can be applied for budget adoptions or amendments based on 50% population and 50% funding.

The Interlocal Cooperation Agreement (similar to an IGA in Oregon) provides the framework for UFA to operate as a separate independent political subdivision pursuant to the Interlocal Cooperation Act in Utah. The original agreement was adopted in 2004 with a revised and restated agreement adopted in 2019. The agreement defines the entity, scope of services provided, governance, weighted voting, withdraw provisions, admission of new parties, and the process to introduce amendments to the agreement.

The effort to revise and restate the agreement took 18 months of discussion led by the Fire Chief/CEO and Chief Legal Officer. Several items were identified as potentially difficult to find a solution that would bring consensus. These concepts were brought to the Board of Directors one at a time over the 18 months. Eventually, all 17 elected officials on the Board of Directors agreed to the revised and restated agreement. Then, the governing bodies of the 15 municipalities and the County were required to approve the agreement, this was accomplished in 2019.

The Unified Fire Authority has incorporated several initiatives to ensure local municipalities feel ownership of their fire service while enjoying both the efficiency and effectiveness of a larger service delivery model.

[28] Revised and Restated Interlocal Cooperation Agreement between public entities to create and govern the Unified Fire Authority, 2019.

- **GOVERNANCE**: Each municipality has a seat on the UFA governing body that is appointed by their municipalities governing body. Currently, there are 17 mayors/councilpersons on the UFA Board of Directors that represent the interests of approximately 80 elected officials in the communities served by the UFA.
- **LIAISONS**: Each municipality has an assigned liaison to participate in the municipality's leadership and council meetings. The municipality is involved in selecting the person assigned and the UFA employee selected covers the responsibilities outside of their normal duties, typically using overtime or reassignment from their normal duties as necessary.
- **FIRE AND LIFE SAFETY**: Each municipality has an assigned Deputy Fire Marshal. Smaller municipalities may share a DFM with other communities, larger municipalities may have one or more assigned to their community.
- **COMMUNITY EVENTS**: Each municipality has a Community Services Specialist assigned (serving multiple municipalities) to ensure the UFA is engaged in the community events and activities planned by the municipality.
- **FIRE STATIONS**: Fire Stations inside the municipality boundary are named by the city and display the municipalities emblem. The stations may be owned by the municipality or by the taxing authority, either way their outward facing signage shows it as the municipalities fire station.
- **APPARATUS**: Fire engines and trucks stationed at the municipalities fire stations display the Unified Fire Authority name and emblem along with the municipality's name and emblem (see the following figure).
- **FIREFIGHTER ASSIGNMENTS**: Firefighters bid to work at specific stations, most are interested in working in specific municipalities for their regular assignment. The communities know the people in their stations want to work in their community.
- **UNIFORMS**: Personnel working in the municipalities fire stations wear the Unified Fire Authority patch on one shoulder and the cities patch on the other shoulder. All operational personnel can change out their municipality patch based on their assignment for the day (see the following figure).

APPENDIX H: STAKEHOLDER INTERVIEWS

During the week of October 30, 2023, Triton engaged with more than 50 stakeholders, either in person or through subsequent virtual meetings in the following weeks. The stakeholders encompassed elected officials, city administration and support services, fire districts serviced by ESF, ESF staff, and members of IAFF Local 851.

The primary objective of these interactions was to gather input, perspectives, and viewpoints from stakeholders. This was particularly crucial given that the functional merger had been in effect for 14 years, with extensive discussions and efforts to address governance challenges over the past few years without a clear resolution. While the interviews were not recorded, most sessions involved two Triton staff members who took notes and validated statements at various points during the discussions.

Stakeholders effectively communicated their appreciation for the high-quality service provided by ESF to the community. They expressed the belief that operating as a unified operational agency significantly enhances service delivery capacity, reduces duplication in fire department administration, and creates career opportunities for employees.

The summaries of discussions are captured, and direct quotes are included from individuals. The individual quotes are in quotations. The summary of these meetings is divided into two different categories: (1) Interviews of the Elected Officials and City Managers and (2) Interviews of ESF staff, city support staff, and the IAFF local.

It is crucial to emphasize that these perspectives are the personal opinions of individuals, some of whom may not have been deeply engaged in the process over the past several years. The presented details aim to offer the cities insights into the thoughts of stakeholders, recognizing that while they may not be entirely accurate, they still represent the subjective opinions of those involved. Those interviewed expressed a keen interest in uncovering the actual truth through this study.

Elected Officials and City Managers

Triton interviewed 23 elected officials and City Managers from both cities and the fire districts about the benefits of the existing model and what ESF does particularly well, the problems or challenges with the existing model, and their initial thoughts about one city contracting with another, the formation of a fire district, and the formation of an Intergovernmental Entity (IGE) through an Intergovernmental Agreement (IGA). Triton walked through an example of what issues are important to consider in the formation of an IGE prior to answering this question.

Describe the benefits of the existing model—What does ESF do well?

- Emergency Response, surge capacity is greater, and they respond well to the community needs. "When the tones go off, they kick @SS."
- Customer service, competent, trusted, creative with solutions, tackles problems, and finds a way to solve the issue. "The Fire Chief understands the system and does well in working with both cities."
- Broader scope and provides more agility with the larger metro design than could be managed by the individual cities. "We are getting better service than we could afford on our own."
- Improved efficiency and effectiveness—reduced duplication of administration with economies of scale. "The dollar goes farther with this model."
- "The community wants quality service, they don't care about who provides it, functional consolidation achieves that." "The community supports the concept," "The movement between work and home will continue to be blended between the cities, blending the FD makes sense."
- Many people in the community believe they are already unified and are unaware of any issues.
- The labor agreement has been knitted together and provided identical experiences in many areas for the employees, but equivalent in others.
- Some could not be sure about the benefits to the cities economically. "We saved some administrative positions, but it seems we may need to add many of them back." "I really don't know the benefits of this model; I can't articulate it at this moment."
- Wish ESF was a little more patient about solving issues; some of these problems are not easy to find a solution. Maybe pause and verify before launching.

Describe the problems or challenges with the existing model.

- Lack of clarity, the future is not defined. "Trust of the cities is a little eroded inside of ESF, they can't understand why they are stalled in the governance discussion."
- The FFs may feel their culture is a little weakened—They are ESF but still employed by one city or the other. "They obviously work well together and love the community, but I'm concerned that they may lack a central feeling."
- Experiencing a disconnect between the two cities in decision-making. "The current structure doesn't lend itself well to shared decision making."
- There were very different expectations at the onset of the functional merger; "Some thought this was the end game, the Firefighters were told (or assumed) this would lead to a Fire District with autonomy and higher pay."
- The nuances of impacts during budgeting and planning are difficult to fully capture the impact to the other city. Changing civilian pay was a recent example—caused disparity with civilian employees inside ESF "If one city gets ahead of another in major budget discussions it causes issues for ESF and contributes to relationship issues for the cities."
- There is a fundamental difference in authority for the two city managers. The Springfield City Council retains significant budget authority, while the Eugene City Council has delegated budget authority to its City Manager. This creates challenges on issues like labor negotiations and other time sensitive budgetary issues.
- The governance model and budget process are challenging for the ESF staff. Hard to be successful and the burden is on the Fire Chief and Administrative Services Manager. "This is a burnout job for the Fire Chief."
- ESF reporting to two administrations and governing bodies is not working well. "The Fire Chief almost needs a point person for each city for each of the major support services in order to work effectively in this model; however, keeping the same structure may only help fix the edges of the problems."
- Several support system issues due to different administrations and processes—Employees of one city are not able to log onto the other city's computers and different health benefit packages are just two of many challenges for support services. Most of these will not be solved without a single administration and governance. "Having the Firefighters employed by Eugene or Springfield is messy."

- Springfield may have lost some pride for their Fire Department; "We in Eugene may be a little overwhelming and we feel a few trust issues from Springfield toward Eugene." "There isn't a lot of information being pushed to the (Springfield) council. There is no way of knowing if we're paying the right amount."
- Some Springfield officials feel they have "outsourced" their fire department to Eugene. "The Fire Chief is an employee of Eugene; we don't have a Springfield FD anymore—there is an empty space in city hall where the FD used to be and ESF does not spend enough time in front of our council." "Resources are pulled out of Springfield and placed in Eugene." "We (Springfield) don't have representation. We don't get credit for our contribution."
- A few elected officials felt the progress with the Governance Panel ended after the focus seemed to be a fire district model as the primary solution. One stated, "Governance Panel discussions stalled due to the testiness between the two cities."
- Springfield Officials felt the new wage comparisons with a larger agency have caused wages to increase way beyond what Springfield Fire alone would be paying today.
- "Can't imagine re-implementing two separate departments, I would rather stay just like we are."
- "I have a strong North Star: I want a good Fire Department with high morale doing good things every day. I don't have an opinion of where this goes, and I am open to any configuration (if it meets the goal)."

Initial thoughts about one city contracting with another:

- A non-starter discussion for most members of Springfield.
- Most feel this issue is not a plausible option.
- "I don't know for sure, seems economical, but I think it would be negatively received but that is more of an ego issue then what might be best for the community."

Initial thoughts about forming a fire district:

- A few want the fire district as an option if it makes sense, but most elected officials do not want a fire district.
- Concern about losing the oversight of their fire department. Some felt that forming a fire district was the community giving up their fire department.
- Concern about the tax compression already, doubt there is room for another district.

- Concern about this model costing more due to the need to create all new administrative and support functions.
- "Somehow the Fire Department feels they were promised a Fire District, not sure where they got that. We need to leave this (study) with clarity on this issue."
- "If there was a fire district, the elected officials would need to be chosen by wards to provide both Eugene and Springfield with representation."

Initial thoughts about forming an Intergovernmental Entity through an IGA:

- Several did not understand that this was an option available with current Oregon Statutes. They understood that an "Authority" would require legislation but did not see an Intergovernmental Entity as anything similar.
- Many were familiar with the IGE model through the Metropolitan Wastewater Management Commission and felt it worked well for this function but did not understand how it might work for a Fire Service.
- Most were open to learning more about an IGE and understanding how the councils would oversee the new governing board through their selection of elected members to the new body.
- Most saw that moving employees and apparatus to the new entity would solve many of the problems that they are hearing, however, most did not want to see new costs through duplication of services. "This may be the best way to find solid ground for ESF." "Maybe the cities can split up the support services even if they are an IGE?"
- Some felt this could provide a model for moving forward with a larger metro service area, although at least one Springfield Elected official felt that any discussions past Eugene and Springfield is out of scope "this is not what we want."
- If a weighted vote was included as part of governance, many Springfield officials would not want to enter into an agreement. A few elected officials in Springfield are skeptical of Eugene and feel their priorities are not at all in sync with Springfield.
- "The IGE could form an executive committee supervising the Fire Chief with both Councils meeting twice a year."
- One Springfield Elected Official had strong feelings about this model: "I feel the Fire Chief should not be the CEO, that is the role of City Managers. The Fire Chief can work for the two City managers as part of a potential IGE." "I am not a fan of a billing or charge back model for an IGE, the funding should be decided by the councils in their normal budget process."

ESF Staff, City Support Staff, and IAFF Local 851

During the five days on-site and follow-up virtual interviews, Triton interviewed 28 people from ESF and both cities about the benefits of the existing model and what ESF does particularly well, the problems or challenges with the existing model, and their initial thoughts about one city contracting with another, the formation of a fire district, and the formation of an Intergovernmental Entity (IGE) through and Intergovernmental Agreement (IGA).

Describe the benefits of the existing model—What does ESF do well?

- ESF is one team on the operations side with the crews all intermingled. Relationships and trust are high between the firefighters. "You really don't know who a Springfield or Eugene Firefighter is, we are one team—rowing together."
  - One shared that, generally, that is true, but "there is still some Springfield vs. Eugene between the employees.
- There is more mutual aid in the region, which is adding capacity overall. "We have knocked down barriers to relationships with our neighbors."
- ESF Admin is getting the work done, regardless of the workload. The people are committed and want to serve "People care."
- The city finance department recognizes that the ESF Admin Manager John Follett is doing the financial coordination between the cities. "John navigates these issues effectively, but it must be really hard."
- "ESF is saving money for both cities each year, it would be much more expensive if we went back to individual departments."
- Apparatus specification is now the same, ordering identical units from one bid.
- The firefighters like the functional merger due to the improved service for the community, career opportunities and variety of assignments available. "Probably 1–2% of the members might feel like it's OK to separate."

Describe the problems or challenges with the existing model:

- There are two processes for almost every administrative function. It's hard to prioritize what is important for ESF to budget for or work on due to the two administrations and governance models. "The differences between the two cities create massive complications in admin." "We feel like we are in constant triage mode." "We are deconstructing the organization all the time based on the budget shortfalls in each city."

- The lack of a single governance model may be part of the difficulty in recruitment and retention of Firefighters, but the firefighters believe people are leaving due to the almost impossible emergency response load and low pay. "We are losing some people to other Departments, even smaller ones, because they will go on fewer calls and make more money." "The people that stay are there for each other, like a Band of Brothers." "The stalled merger is setting us up for failure."
- ESF is one of six departments served by Eugene Central Services. Central Services isn't getting full cost recovery from ESF. "Fire gets a lot for their money."
- ESF is a very different department for the city support services, it often requires coordination between the cities. Sometimes, things are missed with newer support employees or with the inability to provide IT access to employees from the other city. "Central Services experiences all the same challenges that ESF does. It's inefficient/difficult to work within the current system." "During recruitment, we may not receive access to the employee's application even though they have been designated a Springfield employee."
- Eugene Information Technology Department was not consulted in the development of the original IGA and feels there remain problems for the city department. "We have no power to require the same training or documentation for Springfield employees and can't give Springfield employees access to the Eugene network."
- ESF has over 20 unique applications for City IT to support and labor agreements often make it difficult to implement in the payroll system, "We have never fully captured (or billed for) the impact of supporting ESF in its current form."
- OSHA issues bleed over to both cities. While a specific issue may be focused on one city facility or employee, the Risk Managers from both cities typically have to be involved.
- The Eugene facilities are designed well and in good shape; Springfield facilities are generally not designed well and in disrepair. When you request repairs from Eugene, it gets done. When you request repairs from Springfield, the limited funding provided to their facilities department may not allow the item to get fixed.
- Springfield doesn't have a formal process to manage facility work requests from ESF. "Communications are 'old school'; the systems just aren't in place."
- The two cities share facilities with ESF. "Good process makes good business. There should be a Eugene/Springfield/ESF working group with a goal of maintaining all ESF facilities by sharing resources and personnel."

- The funding of purchasing apparatus is very different between the cities. ESF pays over $2M per year in fleet rates to Eugene that supports an apparatus maintenance and replacement program. Springfield has a fund (Fund 713) that has a balance directly attributable to fire. "We are placing a $5M order for three apparatus for Springfield this year—pre-paying for one to get the discount, one is being financed, and the third will be paid on completion."
- EMS is not merged—ESF needs two licenses and is considered two separate ambulance services.
- "The merger created a diversion of progress that was happening in Eugene." "Springfield was behind, and it's taken years to catch up." "Springfield is getting a screaming deal."
- "As a Springfield resident, I want the merger to stay, but as an employee, I would rather go back to working for one or the other city."
- With Eugene and Springfield employees co-mingled throughout the stations, the difference in being an employee of one city or the other is magnified. "The noise in the station about working for two cities' is present almost every day." Some of the key issues that create this noise are highlighted below:
  - Discipline issues are handled very differently between the cities which causes issues for ESF supervisors and managers.
  - Payroll is different in the two cities. Eugene "smooths" pay so the employee's paycheck is the same each month. Springfield pays by hours worked. This causes Springfield employees to manage the peaks and valleys of pay each check while other Eugene employees working at your station do not.
  - If you work in Eugene, you are subject to city payroll tax, but not if you work in Springfield. "If you are working in Springfield and spend four hours in Eugene on the drill ground, you are going to pay payroll tax for those four hours." "You could work in Springfield your entire career; if you work your last day in a Eugene station, all your retirement payouts will be subject to the payroll tax."
  - Health Benefits are different for employees based on the city employing them. Springfield is a high-deductible plan with a free medical clinic, Eugene is a low-deductible plan that also provides massages.
  - Both cities have a different approach to labor negotiations; however, the HR departments seem to have worked through most of the issues. A key difference is the delegation of authority to the CMs. Issues in Springfield must be presented to

the Council for approval; this can significantly slow down and complicate the negotiation process.

- "I am a Springfield employee and rarely work in Eugene, today I am on call back to work in Eugene, and I am not able to access the computer, the MDC, or even the rolling cart for MS Teams. I don't remember the workaround, so I had my Firefighters log in for me today." "I'm becoming numb to these problems."
- "We can't even fuel a Springfield unit in Eugene or a Eugene unit in Springfield."
- "Ambulances are assigned based on the revenue collected instead of what is best for the ESF community as a whole."
- "Fleet maintenance quality is pretty much the same in both cities, but if we send the unit to Eugene, it might take a month to get the unit back, Springfield (through Hughes Fire Equipment) will get it back to us quickly."

Initial thoughts about one city contracting with another:

- ESF and City Staff felt this could be a good solution but recognized that they did not believe the political climate would allow it.

Initial thoughts about forming a fire district:

- Most of ESF feel this was the plan after the 2009 study recommended the functional merger first followed by the formation of a fire district.
- Springfield studied this as part of the work last year. The split of AV is 78% Eugene and 22% Springfield. It would be financially beneficial for Springfield to form a Fire District.

Initial thoughts about forming an Intergovernmental Entity through an IGA:

- If we can be governed as one entity, we might be able to share the story and allow the elected officials to fully grasp the needs for the community and ESF.
- Some of the City Support Services feel they could provide support for a new entity, but they would have to fully assess the real cost of supporting ESF. Generally, most of the cities' support services do not feel they receive enough funding to support city departments, especially ESF, today.
- "I think a number of Firefighters will retire if we move to an IGE, even if it's a good thing."
- "If we lost the Firefighters on our health plan in Springfield, our plan may not remain sustainable."

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City Manager Sarah Medary, City of Eugene
City Manager Nancy Newton, City of Springfield

December 2, 2025

Re: Follow up to July 2024 Report on Administrative Staffing and Governance Structure for Eugene Springfield Fire (ESF)

City Managers Newton and Medary,

In July 2024, AP Triton presented its final report on administrative staffing and governance structure to both City Councils, with the primary recommendation to consider forming an Intergovernmental Entity based on the desired outcomes identified by each city.

- **Maintaining the status quo** was determined not to be feasible, as the current model could not be appreciably improved to enhance efficiency, effectiveness, or long-term sustainability.
- **Contracting for service** was found to be financially challenging for Springfield to contract with Eugene, while cost effective for Eugene to contract with Springfield. However, Springfield's support services would be significantly challenged to manage the additional workload associated with 210 more employees.
- **Formation of a Fire District** was identified as a possible structural option; however, many elected officials from both cities expressed concern about the sustainability of a new District and the removal of their City Councils from governance. Additionally, unless each jurisdiction adjusted their general government taxes levied, creation of a new taxing district would increase the number of properties in Springfield experiencing tax compression and would place some properties in Eugene into tax compression.
    - ***Note**:* Due to strong concerns voiced from several elected officials, and tax compression challenges identified early in the study, the project team did not conduct an in-depth financial analysis of a Fire District's long-term sustainability.

Over the past 15 months, both cities have independently explored the options presented in the report. On September 26, 2025, AP Triton was asked to meet in person with the City Managers, Assistant City Managers, Chief Financial Officers, and the Fire Chief to help integrate their individual efforts as they work toward identifying the best path forward. At the start of the meeting, both cities were asked to share their desired outcomes and expectations at this point in time.

Springfield

- Values the level of service provided under the functional merger but continues to feel that ESF operates more as "Eugene Fire" than "Springfield Fire." The City wants to explore how this perception can be improved under the available options.
- Expressed concern about potential burnout for the Fire Chief within the current governance model.
- Desires a solution that is appreciably better for both the Fire Department and the City as a whole.
- Generally not supportive of forming a Fire District but open to further discussion.
- Feels hopeful about the potential of the Intergovernmental Entity (IGE) option and wants to explore it in more depth.
- Interested in narrowing the discussion to options that are mutually desirable for both cities.

Eugene

- Believes that maintaining the status quo, even with incremental improvements, will not result in an appreciable benefit to the Fire Department or the City.
- Notes that while several elected officials remain concerned about the Fire District option, the IAFF local views it as the only viable long-term solution.
- Finds the IGE option appealing, however, the City does not see much benefit for Eugene without additional dedicated funding to support growth and stabilize the system that would be served by an IGE.
- Emphasized that both the District and IGE options must be fully explored and demonstrated as unworkable before considering separation. However, if either city chooses not to proceed, separation will be the likely outcome.
- Agrees that while the discussion should focus on the most desirable options, other alternatives should not be fully dismissed or ignored.

Fire Chief

- Cautioned that "perfection will be the enemy of progress" and emphasized the need for a reasonable, actionable path forward rather than continued debate over ideal solutions.
- Stated that maintaining the status quo is not a manageable or sustainable option.
- Noted that an IGE with a dedicated revenue source could help manage workload and resource pressures.
- Expressed support for the concept of a Fire District with an appropriate starting tax rate but questioned its long-term financial sustainability.

Shared Assumptions

- Both cities wish to further explore the Fire District and Intergovernmental Entity (IGE) options.
- Both cities acknowledge that if a mutual agreement cannot be reached, it will be in the best interest of each to deliver fire and EMS services independently with a strong mutual aid agreement.
- Both cities recognize that an IGE with a fee-based funding structure could create an appreciable difference in sustainability and efficiency for both the organization and the cities.

Updated Observations and Findings

Fire District Option

- Support for the Fire District option among elected officials in both cities remains mixed with strong concerns related to sustainability of a new taxing district and the removal of governance responsibilities from the city councils.
- In the original report, AP Triton recommended that both cities consider reducing their current tax collection by an amount equivalent to the revenue collected by the new Fire District. While the report identified the challenges associated with an additional tax rate, any final adjustments to existing city tax rates should be determined by each City Council.
- The original study did not analyze the long-term sustainability of funding. While a new district could establish an initial tax rate to meet current service levels, questions remain about whether future growth in taxable value would sustain those services over time.
- The figure below compares the average annual increase in ESF expenditures since FY10/11 with the average annual increase in taxable value over the same period. The data shows that both cities have funded ESF at levels exceeding what growth in taxable value alone would have supported. The resulting "service funding shortfall" reflects the average gap each year, as well as the cumulative gap across the entire period.

Figure 1: Average Annual Comparisons from FY10/11 to FY24/25

	Eugene	Springfield	Combined
Average Taxable Value Increases each year	3.67%	3.36%	3.59%
Average Expenditure Increases each year for the Fire Department	6.08%	3.69%	5.27%
Average Surplus/(Shortfall) each year	(1,049,944)	(74,466)	(1,109,810)
Total Surplus/(Shortfall) for the full period	(14,699,216)	(1,042,526)	(15,537,342)

- If ESF had been operating as a Fire District beginning FY10/11, its ability to generate additional revenue to maintain existing service levels would have been far more constrained. Fire Districts have limited mechanisms for increasing revenue, whereas cities have broader fiscal tools that can be used to support public safety services when taxable value growth does not keep pace with cost increases.
- EMS Revenue represents the second largest funding for both Eugene and Springfield fire. The following figure shows the average annual transport revenue increases from FY10/11 to FY23/24. GEMT Revenue provided additional revenue beginning in FY20/21 for Springfield and FY21/22 for Eugene. The second row shows the annual increases each year without GEMT.

Figure 2 Average Annual EMS Revenue Increases from FY10/11 to FY24/25

	Eugene	Springfield	Combined
Average increases each year (With GEMT)	7.93%	4.29%	5.96%
Average increases each year (Without GEMT)	4.40%	2.84%	3.64%

- EMS transport revenue (excluding GEMT) has increased at a rate that is, on average, 1.63% less than the growth in ESF expenditures since FY10/11, indicating that EMS revenue has not kept pace with the rising cost of service.
    - While GEMT has provided significant additional revenue for both cities, it will take time to determine the long-term growth and sustainability of GEMT-related funding.

Intergovernmental Entity (IGE) Option

- The IGE continues to emerge as the most promising option for retaining the benefits of the long-standing functional merger.
- Elected officials appreciate the opportunity to maintain some governance involvement under an IGE model, though there are concerns about the complexity of its structure and administration.
- Budget development and differing city priorities were identified as potential challenges, particularly if the IGE is funded solely through each city's general fund. In such a case, the IGE may not achieve an appreciable improvement in sustainability.
    - Discussions highlighted the potential of a utility-type fee structure that could be adjusted with minimal impact on either city's general fund. This approach could reduce complexity and enhance long-term sustainability, especially if the IGE can determine rates for the utility fee across the full-service area.
- The Action Plan for implementing the IGE option originally identified the determination of funding mechanisms and member fees as part of Phase Two of implementation. This sequencing assumed that the IGE would initially be funded through each city's existing general fund. However, based on recent discussions regarding the potential for a separate revenue source, it may be essential to address the funding model, including start-up costs, before moving forward with the action items. Resolving this issue early could increase support from both cities and labor and provide a stronger foundation for a collaborative process in developing the Intergovernmental Agreement (IGA).
- How would an IGE option provide clear and tangible benefits for both cities?
    - During the original study, stakeholder interviews made it clear that many in Springfield felt they had "lost their fire department," and that Eugene–Springfield Fire (ESF) functioned more as a Eugene-centric organization under the current model.
    - The formation of an Intergovernmental Entity (IGE) would help address this perception by establishing a governing body with formal representation from both cities. Oversight of ESF—

including budget development, policy direction, and administrative decision-making—would occur collaboratively, ensuring that decisions are no longer made independently by either city.

- The Implementation Section of the original report (Action Item 3-12, Page 105) recommended a series of initiatives to strengthen each city's sense of ownership in their shared fire service. These initiatives could provide clear, tangible benefits for Springfield and enhance local identity under the IGE model.
    - **City Liaisons:** Designate a Deputy Chief as the representative for the City of Springfield. This executive presence for key meetings would ensure Springfield's voice is consistently represented in ESF leadership team discussions. The Fire Chief would continue to be available to both cities as he is today.
    - **Visible City Identity:** Consider a rebranding initiative by the new IGE to be sure the communities can connect with "their fire department". That may include city emblems along with ESF or other means that are important to the community.
    - **Dedicated Staff Assignments:** Continue assigning specific Fire and Life Safety personnel to serve each city, allowing for strong relationships with the local community.
- Together, these initiatives would provide Springfield with a clear advocate within the organization, reinforce its identity as a partner, and help reduce the perception that Springfield's interests are secondary within ESF.

Summary

As identified in the original study, the capacity of ESF to manage both routine and significant emergencies is significantly better for both cities with functional consolidation. The cities also benefit from some cost reductions through shared administration, however, the most tangible benefit of ESF is in the operational depth of service to the community as opposed to just cost savings.

AP Triton reinforces that the IGE is the best option for continuing to provide this higher level of service in a sustainable manner for both communities. The concept of dedicated funding, separate from the general fund, may make this option even more attractive, functional, and long-term sustainable.

In addition to the lack of support and compression concerns outlined in the original report, the Fire District option may not offer long-term sustainability if the pattern of a limited increase in taxable value observed over the past fifteen years persists in future years.

If the cities are unable to reach a consensus as they work through the action items or find insufficient value in this endeavor, AP Triton advocates for dissolution of the functional consolidation agreement and a return to individual fire departments with an agreement to partner in operational cooperation that includes shared operational protocols and proficiency. As part of the original study, AP Triton has developed detailed action plans for dissolution, ensuring a smooth transition if such a decision is reached.

PLANNING & IMPLEMENTATION

Engaging legal experts from both cities is crucial in drafting and reviewing an agreement that establishes ESF as an Intergovernmental Entity. Legal experts can ensure that the agreement complies with all relevant laws, regulations, and contractual obligations, and that it effectively addresses the specific needs and concerns of both parties involved.

Triton has identified three separate plans to advance toward implementation of the recommendation.

Step 1: Establishing a draft IGA to create an IGE

Step 2: Review costs based on the draft IGA

Step 3: Implementing the Intergovernmental Agreement

Step 1: Establish an Intergovernmental Agreement

Consider evolving the assignment for the Governance Review Panel to be responsible for reviewing issues and preparing recommendations for the City Councils. Each city should confirm or change the appointments to this body with its evolved responsibility. Review the name of this panel to ensure it reflects the new assignment. Generally, the Governance Review Panel would prepare a proposal for each city to consider.

Consider working through the issues a few at a time until a full agreement can be considered by both Cities and integrated into a developing intergovernmental agreement drafted by the City Attorneys to ensure that the agreement complies with all relevant laws, regulations, and contractual obligations. Consider appointing a single attorney from each city to collaborate on the drafting of the agreement.

A timeline has not been included in this action plan. The list is generally sorted in the order Triton recommends proceeding; however, the cities should take the time necessary to work through the issue effectively as opposed to efficiently. The Governance Review Panel may be able to identify a general timeline for each action item after they have reviewed the report and considered the action plan.

The action items are focused on what needs to be accomplished based on the recommendation from Triton, additional background is available in the Strategic Analysis of the Intergovernmental Entity options in this report. There will most assuredly be additional action items that will surface as the process moves forward, these can be added to the action plan.

This section of the report can be exported to a spreadsheet to allow tracking and reporting on of the discussions and action taken on each item. Consider assigning the City Managers (or Assistant City Managers) from both cities to facilitate this step.

Figure 1: Step 1—Action Plan for Establishing a Draft IGA to Create an IGE

STEP 1 ACTION PLAN: ESTABLISHING A DRAFT IGA TO CREATE AN IGE		
#	**Action Item**	**Responsibility**
1-1	**Name of Entity**: Should the IGE utilize the existing name of "Eugene-Springfield Fire", or would the cities like to consider a new name for the entity?	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-2	**Service Area:** Clearly define the geographical boundaries, including the Fire Districts that receive service from each of the cities.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-3	**Governance**: Identify the Governance for the IGE defined further in this document as the Board of Directors. Consider the following: Determine the number of elected officials from each city who will serve on the Board. Consider appointing the City Managers to serve on the IGE Board as well. Appointment of Chair and Vice Chair to be elected from the appointed Directors. Encourage each party to appoint Board Members for at least two years to provide consistency of governance, however, allow Board Members to serve at the pleasure of the appointing entity with any changes accompanied by a letter or resolution of appointment from the parties governing body.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel

STEP 1 ACTION PLAN: ESTABLISHING A DRAFT IGA TO CREATE AN IGE		
#	**Action Item**	**Responsibility**
1-4	**Board of Directors:** Determine the authority and responsibility of the Board of Directors. Consider the following: The Board establishes the policy that governs the operation of the Board and provides broad policy level guidance to the Fire Chief for administration of the entity. The Board of Directors has the authority to establish a draft budget for ESF, however, final approval requires action from both city councils unless they specifically delegate this authority to the Board of Directors for the IGE.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-5	**Fire Chief**: Define the appointment and supervision of the Fire Chief position. Consider the following: The Fire Chief should be an at-will employee selected and supervised by the Board of Directors as a whole and not any one individual on the Board. All employees, other than legal representation, should be supervised by the Fire Chief.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-6	**Baseline Service Delivery**: Define the scope and type of services for baseline service delivery, allowing the specifics to be determined through the regular adoption and maintenance of a strategic plan and the budget process. Consider the following: Service Delivery Fire Suppression Advanced and Basic Life Support Response and transport Fire Prevention, including code review and enforcement Fire Investigation (cause and origin) Public Information and Community Events Special Operations: Hazardous Materials, Confined Space, and Water Rescue Support Services Support services such as administration, finance, legal, human resources, information technology, EMS, training, logistics, routine station maintenance, and apparatus maintenance necessary for the delivery of the baseline services.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel

STEP 1 ACTION PLAN: ESTABLISHING A DRAFT IGA TO CREATE AN IGE		
#	**Action Item**	**Responsibility**
1-7	**Enhanced Services:** Provide language that allows an individual party to enhance the level of services provided by the IGE at an additional cost without impact on the other parties to the agreement. Consider requiring approval by the Board of Directors before enhancing or adding services to allow an opportunity for the other parties to verify there will be no impact to the other party. • Airport Fire Protection is a current example of enhanced service for Eugene.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-8	**Member Fees:** Consider identifying that funding for ESF will be transparently disclosed and stated during the annual budget process with the final method to be determined in the implementation of the agreement.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-9	**Employees**: Identify that all ESF employees currently working in either Eugene or Springfield would be transferred to the new IGE. Continue designating all employees as either Eugene or Springfield at least during the first few years through a separate spreadsheet in the event of a termination of the agreement.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-10	**Facilities**: Consider both cities retaining ownership and maintenance of their facilities, allowing ESF to utilize the fire station at no additional charge.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-11	**New ESF Facilities:** If the IGE wishes to construct additional facilities, besides fire stations, the Board should consider utilizing the Member Fee system adopted to divide the cost.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-12	**Fire Stations**: Consider that each party to the agreement fire stations should facilitate an approximate four-minute travel time with the expectation that the IGE will maintain a service level that provides an Insurance Services Office (ISO) rating of 2 or better (the current ISO rating for both Eugene and Springfield).	City of Eugene City of Springfield Draft Recommendation Governance Review Panel

STEP 1 ACTION PLAN: ESTABLISHING A DRAFT IGA TO CREATE AN IGE		
#	**Action Item**	**Responsibility**
1-13	**Apparatus and Equipment**: Consider both cities retaining responsibility for apparatus and equipment replacement and maintenance, allowing ESF to utilize the apparatus and equipment at no charge. Revisit the ownership of apparatus and equipment in the future.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-14	**Term of Agreement**: Define the term of the agreement. Consider the following: Adopt a ten-year agreement with automatic renewals to provide more stability and allow for longer term planning of fire and EMS service for ESF.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-15	**Termination:** Consider allowing termination with at least two full fiscal years' notice or a shorter period if mutually agreed upon. Fire Stations and Apparatus returned to each city. ESF Personnel are designated as either Eugene or Springfield and returned to each city. Both parties should agree on a separation plan that will minimize the challenges and preserve relationships between the cities, including a mutual/automatic aid agreement that capitalizes on maintaining as much of the ability to operate together on emergency scenes as is possible.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-16	**Debt Service**: Provide language that requires any debt assumed by ESF would need to be assumed by the parties or satisfied in the event of a dissolution of the agreement.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-17	**Admission of New Parties**: Consider establishing language that would allow new parties to join the intergovernmental agreement after the initial 2-year agreement is complete.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-18	**Remittance**: Establish the frequency of funding the intergovernmental agreement, consider monthly or quarterly payments.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel

STEP 1 ACTION PLAN: ESTABLISHING A DRAFT IGA TO CREATE AN IGE		
#	**Action Item**	**Responsibility**
1-19	**Amendments:** Define the process to amend the Intergovernmental agreement.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
1-20	**Prepare the agreement:** Prepare the draft agreement based on the decisions made through this process. Ensure the agreement complies with all relevant laws, regulations, and contractual obligations for both parties.	Designated City Attorneys

Step 2: Review the Costs Associated with the Draft Agreement.

The Fire Chief, in collaboration with the Board of Directors, should facilitate determining the costs and processes identified in the draft IGA before an agreement can be considered.

Figure 2: Step 2—Action Plan to Review Costs Based on the Draft IGA

STEP 2 ACTION PLAN: REVIEW COSTS BASED ON DRAFT IGA		
#	**Action Item**	**Responsibility**
2-1	**Administrative Support Service:** Review the options and cost to provide administrative services for ESF Secure proposals from each city to provide desired administrative support for the IGE for Finance, HR, and Information Technology. Determine the cost of ESF providing all or part of the administrative support functions.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
2-2	**ESF New Administrative Personnel**: Validate the cost of the additional five administrative personnel recommended in the report as a shared cost in the new Member Fee. Estimated at $900,000	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
2-3	**Intergovernmental Charges:** The city not selected to provide administrative services for the IGE should identify how much of their existing charges to the Fire Department can be "Right Sized" without the burden of providing service to the Fire Department. This reduction is realized by that city.	The City not chosen to deliver Administrative Services
2-4	**Legal Representation**: Determine legal representation for the IGE. Consider utilizing the legal services of the city that provides administrative support or secure legal representation for the entity separate from either city.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel
2-5	**Health Insurance:** Determine the best method to deliver health insurance for the employees of the IGE. Determine if ESF employees can secure Health Insurance from Springfield and Eugene. Review options for health insurance from the open market plans.	City of Eugene City of Springfield Draft Recommendation Governance Review Panel

STEP 2 ACTION PLAN: REVIEW COSTS BASED ON DRAFT IGA		
#	**Action Item**	**Responsibility**
2-6	**PERS Cost Validation**: Coordinate with Oregon Public Employees Retirement to validate the PERS rate for a new entity as an independent. (New rate should be available in September 2024) Determine if both cities will transfer their UAL to the IGE. Confirm the process PERS will follow to determine a rate for the IGE for the next biennium.	City of Eugene City of Springfield <u>Draft Recommendation</u> Governance Review Panel
2-7	**Member Fee:** Determine the Member Fee method and actual funding required for each city utilizing this method. Consider the Triton Recommendation in the Strategic Analysis of options, IGE section on the Member Fee. Develop a Draft Board Policy that defines the Member Fee System for consideration in Step 3. Build the Member Fee chart to identify the actual funding required from each city for the current fiscal year to provide a comparison of costs.	City of Eugene City of Springfield <u>Draft Recommendation</u> Governance Review Panel
2-8	**Revenue**: Consider the revenue generated by ESF, most importantly ambulance transport revenue and fire district contracts, will be captured in the ESF budget to offset the funds required by each city. Consider isolating the revenue generated inside of each City to allow for the funds to be applied to the offset for that city as identified in the Triton report.	City of Eugene City of Springfield <u>Draft Recommendation</u> Governance Review Panel
2-9	**Ambulance Revenue and Expenditures:** Consider the staffing of ambulances to be a shared expense based on the Member Fee with ambulance revenue allocated to each city based on the location of the transport.	City of Eugene City of Springfield <u>Draft Recommendation</u> Governance Review Panel
2-10	**Agreement to Move Forward**: Determine the value of implementing the agreement based on the draft IGA, the verified costs to provide service, and the level of service provided to both cities.	City of Eugene City of Springfield

Step 3: Implementing the Agreement

The Fire Chief, in collaboration with the Board of Directors, should facilitate the implementation of the agreement utilizing the attached action plan.

Figure 3: Step 3—Action Plan for Implementing the Agreement to Form an IGE

STEP 3 ACTION PLAN: IMPLEMENTING THE AGREEMENT		
#	**Action Item**	**Responsibility**
3-1	**Adopt Agreement**: Adopt the intergovernmental agreement that creates the IGE and determine a target starting date for the entity to begin operating.	City of Eugene City of Springfield
3-2	**Appointment of Governing Body:** Each City appoints their representation to the Board of Directors.	City of Eugene City of Springfield
3-3	**Appoint the Fire Chief:** Review the job description and expectations for the position of Fire Chief. Consider appointment of the existing Fire Chief for ESF to the position. Negotiate an employment agreement.	Board of Directors
3-4	**Communication with Employees:** Provide detailed information and orientations on the impact to all employees with the adoption of the agreement, including timelines for each major step in the process.	Board of Directors Fire Chief
3-5	**Administrative Support:** Establish the Administrative support services based on the review completed in Step 2.	Board of Directors
3-6	**Board Policy Manual**: Begin developing the Board Policy Manual to provide policy level guidance for the Fire Chief to administer the IGE.	Board of Directors <u>Draft Recommendation</u> Fire Chief City Managers
3-7	**Member Fee:** Adopt the draft Board Policy developed in Step 2.	Board of Directors
3-8	**Health Insurance:** Establish Health Insurance for the employees as determined in Step 2.	Board of Directors <u>Draft Recommendation</u> Fire Chief City Managers

STEP 3 ACTION PLAN: IMPLEMENTING THE AGREEMENT		
#	**Action Item**	**Responsibility**
3-9	**PERS**: File with Oregon Public Employees Retirement and secure the formal rate for a new entity as part of the independent.	Board of Directors <u>Draft Recommendation</u> Fire Chief City Managers
3-10	**Transfer Employees**: Transfer Eugene and Springfield employees to the ESF.	City of Eugene City of Springfield
3-11	**New Administrative Personnel**: Consider the additional five administrative personnel recommended in the report as a shared cost in the new Member Fee.	City of Eugene City of Springfield <u>Recommendation</u> Board of Directors
3-12	**City Ownership/Pride Initiatives:** Consider the initiatives identified in the Triton report to ensure both cities feel ownership of their fire service. Liaisons identified for each city. Fire station identification with city emblem. Apparatus branding with city emblem. Uniforms with ESF and City emblem. Assigned Fire and Life Safety staff for each city.	Board of Directors <u>Recommendation</u> Fire Chief

Eugene City Manager's Office

Memorandum

Date: December 9, 2025

To: Mayor and City Council

From: Sarah Medary

Subject: Eugene Springfield Fire Governance Recommendation and Next Steps

This recommendation marks a significant milestone in the history of the Eugene Springfield Fire Department and a deeply personal moment for me as I conclude my final week as City Manager. I was part of the original team that helped bring the Eugene and Springfield departments together under a shared leadership model more than fifteen years ago. I remember the passion and excitement that accompanied this regional innovation. From those early days, and through every stage of consolidation, I have witnessed firsthand the dedication, creativity, and resilience of the people who have kept this system working, even in the midst of the structural challenges that come with operating in two growing cities under two governments. I have also witnessed the stresses on the people and systems and offer this more detailed set of recommendations to set us on a new and better path. Making it better will take openness, courage, and a commitment to change.

The functional merger between Eugene and Springfield Fire created one of Oregon's most successful examples of interjurisdictional collaboration. Together we built a department recognized for its professionalism, innovation, and regional service delivery. However, maintaining two sets of policies, budgets, and governance systems for one operational department has placed growing strain on our organization.

Over the years, we have seen how dual systems can create uncertainty, slow decisions, stifle growth, and place additional stress on leadership and staff who already manage a demanding, high-stakes service. While our teams have performed exceptionally well under those conditions, the current intergovernmental model is at an inflection point. To stay together as a regional service, the department needs to transition from a functional partnership to a true shared governance model that matches the scale, complexity, and expectations of a modern regional fire and EMS system.

The feasibility study conducted by AP Triton in 2023-2024 confirmed what many of us have experienced for years: the absence of a unified governance framework limits our ability to plan, invest, and lead effectively. Their analysis, along with additional local work, points to the creation of an Intergovernmental Entity (IGE) as the most feasible and sustainable next step. I agree with this assessment and path, but with conditions. I describe those in more detail below. To move forward, both cities must reach agreement on a set of

foundational terms that will define how the IGE is structured and governed. The table attached to your AIS as Attachment B outlines an initial draft by AP Triton for a full implementation pathway. Below are the key first decision points that will shape our success:

1. Governance Structure and Representation
While shared leadership remains central to the partnership, representation should reflect the scale of population served and the level of financial participation. A structure that balances proportional representation with safeguards for both cities' interests will best ensure equitable decision making. It is my recommendation that the City follow the model established by the IGA of the Metropolitan Wastewater Management Commission (MWMC). This model includes one seat for an elected representative from each participating government and provides additional citizen member seats to balance proportional representation. The MWMC agreement includes representational safeguards requiring that a quorum include at least one member from each represented jurisdiction. The IGA also includes a reconsideration and mediation process that allows any jurisdiction to request reconsideration of issues and provides a path forward if there is continued disagreement. If it is ultimately determined that only elected officials should be on the board, I still strongly recommend the same proportional representation.

2. Financial Participation and Cost Sharing
Member fees and cost allocations should be transparent and predictable, grounded in population, call volume, and service delivery data. For an IGE to be successful, it must have the authority to explore and implement fee-based or utility-style funding mechanisms that provide long-term stability and reduce reliance on the growth of each city's General Fund. An IGE without additional resources will not be sustainable. Both cities should retain final approval on budgets that impact their individual city finances, in a manner similar to MWMC.

3. Employee and Administrative Alignment
A new entity must be just that, an entity fully responsible for all aspects of the current department and its services. It is my recommendation that the fire chief report directly to the new IGE governance board and that all matters of the department fall within the chief's authority. If we continue the current practice of having one or both cities provide administrative services, we will perpetuate overlapping, complicated, and expensive systems.

These decisions, once agreed upon, will form the backbone of the new governance model and allow us to begin drafting a formal Intergovernmental Agreement.

I recommend that both cities set a defined timeline for negotiating and approving these terms. The proposed approach recommends a six month window for reaching initial agreement on core terms with a three month progress check in with City Council.

The most recent memo from AP Triton, included in your Agenda Item Summary (AIS) as Attachment C, communicates their continued belief that an IGE is the most feasible path to meet our collective goals but also acknowledges that "if a mutual agreement cannot be reached, it will be in the best interest of each to deliver fire and EMS services independently with a strong mutual aid agreement." For this reason, my recommendation includes a near term timeline for progress on key decisions. Importantly, our current intergovernmental agreement includes a two year notification requirement for dissolution. I believe the City should move forward with that notice if an agreement, or significant progress, on the previous decision points cannot be made within the next six months.

While dissolution of the existing agreement is not the desired outcome, continued uncertainty would further strain the organization and our employees. Establishing a clear path, whether toward formation of a new entity or another resolution, will provide both cities with the clarity needed to plan for the future of fire and EMS services.

This is my final Council meeting as your City Manager. I can think of no better way to close this chapter than by helping set a course for a partnership that has defined so much of my professional life. Eugene Springfield Fire has shown what's possible when two communities share a common purpose to serve and protect their residents with courage, compassion, and excellence. My hope is that this next step honors that legacy and positions the department for the stability and success it deserves.

Thank you for the trust you have placed in me to help lead this work, and for your continued commitment to the people who make it all possible.