PHILOMATH FIRE & RESCUE

Master Plan
2019

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Part I - Background Information
Section 1 Overview

1.0 Overview
Systematic master planning by Philomath Fire & Rescue (the District) is the process for considering options, building visibility and credibility, and targeting projects for a sustainable future. Planning provides a framework for determining the necessary intermediate steps to obtain stated goals and objectives in a specified time frame, and addresses assumptions and information used for planning.

The previous master plan was adopted in 2015, and most of the goals and objectives were met, leading to a new planning cycle. This new master-planning process focuses on outcomes that will give the greatest benefit to the public, along with consideration of public needs; availability of funding, staffing, and other resources; and willingness of residents of the District's service area to provide help. The goals identified in this plan will be pursued by the District over the next three to five years.

The need to develop and implement a cost-effective fire protection master plan is obvious. Fire Districts, like other public agencies, can be examined by constituents for potential reductions in program areas, usually for cost-cutting outcomes. Moreover, alternative approaches to traditional fire service delivery are regularly implemented in other regions and may reveal new options for cost reductions, service efficiency, staffing, training, equipment, apparatus configuration, and other factors while maintaining or increasing levels of service in the District.

The District relies on three main documents to describe where the District has been, is now, and is going in the future. These documents are the Standard of Coverage, the Deployment Standard, and the Master Plan. The Standard of Coverage provides historical information about how well the District has provided service. It can be used as a standard to measure progress and provide a realistic view of what the public can expect. The Deployment Standard describes how the District functions politically, administratively, and operationally. Both the Standard of Coverage and the Deployment Standard are reviewed and updated periodically.

1.1 Types of Plans
For emergency services organizations, planning is carried out on three levels:
- Master Planning
- Operational Planning
- Tactical Planning

The District is concerned with the first level of planning only in this Master Plan.

1.2 Research Team
A research team reviewed the preceding master plan, incorporated current statistical information, identified trends, recommended potential goals, and provided the necessary documentation to form a draft master plan that served as an informational document for the advisory committee and the District's Board of Directors on immediate, five-year, and long-term issues. Members of the research team were:

Tom Miller, Fire Chief
Rick Brand, Board Member
Ruth Jacobs, Board Member
Tom Plant, Civil Service
Van Hunsaker, Civil Service
Ken Corbin, Volunteer
Andy Louden, Volunteer
Rich Saalsaa, Fire & Life Safety Captain
Victor Haney, Lieutenant

1.3 Philomath Fire & Rescue Board of Directors

The District's Board of Directors reviewed the findings and proposals of the research team, addressed recommendations made by the Fire Chief based on his involvement with the Research Team, and incorporated any changes the Board deemed necessary in the plan. Members of the Board of Directors were:

Joe Brier
Robyn Jones
Daphne Phillips
Rick Brand
Ruth Jacobs

1.4 Mission Statement of Philomath Fire & Rescue

The men and women of this District are dedicated to the preservation of property through the prevention and suppression of fire; the protection and care of human life through education, rescue, and treatment; and the development of character through commitment and teamwork.

1.5 Philomath Fire & Rescue Goals

Community-Oriented

1. To provide high-quality emergency response.
2. To reduce injury, loss of life, and damage to property when emergencies occur.
3. To provide service in a sustainable and cost-effective manner.
4. To support and improve the community's ability to avoid, prevent, and appropriately respond to individual and community emergencies.
5. To reduce the incidence of injury and fire through public education and code enforcement.
6. To provide a resilient response to a community-wide emergency incident.

Internally-Oriented

1. To be active in community affairs related to public safety.
2. To recruit and maintain a well-trained community volunteer emergency-response organization.
3. To invest in the development of career staff to ensure a robust framework of leadership and skill in fire and medical services.

1.6 Philomath Fire & Rescue Assumptions

1. The District will continue to provide high-quality and cost-effective emergency services as a public entity.
2. The District will provide emergency medical services (EMS) as a Quick Response Team (QRT) for Corvallis Fire Department.
3. Benton County will continue to work to ensure that all citizens of the county have fire protection.

4. The District will maintain a response relationship with neighboring districts and departments. Should this lead to considerations of consolidation, the District will review such requests from the standpoint of:
    - Maintaining the present level of service within District boundaries.
    - Not increasing the tax burden to District patrons due to any consolidation.
    - The ability to provide a comparable level of service within any District requesting consolidation.
    - The condition of the facilities, apparatus, and equipment of the District requesting consolidation, and the number of personnel, both volunteer and career.

2 Aid Agreements

2.0 Overview

Aid agreements are formal written agreements entered by emergency services agencies for the protection of their respective communities. These agreements can be mutual or automatic. Automatic aid agreements define specific parameters when resources from adjoining Districts are automatically sent by dispatch. Mutual aid agreements are written agreements between jurisdictions that define what types of aid Districts are willing and able to provide to one another. Mutual and automatic aid are reciprocal in nature, meaning they are based on the principle that aid agreements work to benefit all parties concerned.

The District has established a minimum staffing guideline to ensure adequate resources and personnel for response within the District. In the event minimum staffing is not available to honor a mutual or automatic aid agreement, the District will request mutual aid from another agency to cover District needs. If the District lacks the resources necessary to both provide aid and cover District needs, the District will not respond to the requesting agency.

2.1 Mutual Aid Agreements

Mutual aid agreements provide for the ability to call for assistance when the magnitude of the incident exceeds the personnel and equipment available under normal circumstances. Current mutual aid agreements include:

- Mutual aid for fire protection with all fire-protection agencies in Benton, Linn, and Polk counties.
- Mutual aid with the regional hazardous materials team in unprotected areas of Benton County (within five road miles of the District's boundaries).
- Mutual aid to unprotected areas of Benton and Lincoln counties.
- Mutual aid with Oregon Department of Forestry for wildland fires in unprotected areas of Benton County.

2.2 Automatic Aid Agreements

Automatic aid agreements recognize in advance of specific types of incident that additional resources will be required for adequate response. These agreements provide for notification of all agencies joined by the various agreements simultaneously. Current automatic aid agreements include:

- First-alarm structure fires in the Corvallis Rural Fire Protection District.
- First-alarm structure fires in the City of Corvallis.

- First-alarm structure fires in the Monroe Rural Fire Protection District.
- First-alarm fires and vehicle extrications in the Blodgett - Summit Rural Fire Protection District.
- First-alarm fires and vehicle extrications in the Hoskins - Kings Valley Rural Fire Protection District.
- Extrication of victims entrapped in motor vehicles with Corvallis Fire Department Ambulance Service in unprotected areas of Benton County within five road miles of Philomath Fire & Rescue's District boundaries and on Marys Peak Road.
- QRT for all medical emergencies in unprotected areas of Benton County within five road miles of the District's boundaries and on Marys Peak Road.

3 Demographics and Growth Trends

3.0 Overview

There are many factors that influence the District's future ability to provide service. This section covers some factors that have a direct or indirect influence on District operations. There are multiple factors that can influence, or seem to influence, District operations. The three major influences on the District's ability to perform its core mission are the District's ability to staff, call volume and type, and revenues. There are several lesser factors that are addressed in this section.

3.1 Fire District Area

The District area consists of 3 square miles of the incorporated City of Philomath, and 55 square miles of unincorporated areas of rural Benton County, for a combined area of 58 square miles.

3.2 Population

Population has an indirect influence on District operations. While an increase in population may result in an increase in call volume, the actual make-up of the population can cause District call volume to increase or decrease. An example of this might be an increase in the number or size of senior care facilities in the District.

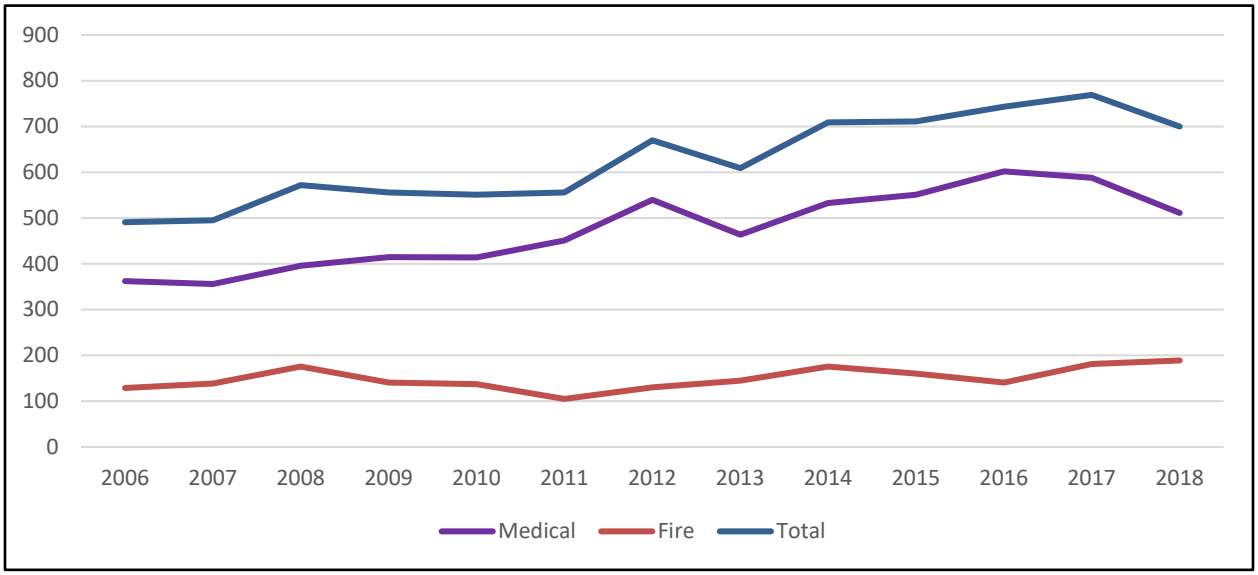
For the ten-year period from 2009 to 2018, the City of Philomath's population increased by 6% (4584 to 4839 residents), while District call volume increased by 28% (556 to 769 calls).

A projected population change from 2018 – 2027 was calculated with the previous 5- and 10-year average growth for the City of Philomath. The five-year projected growth average for Philomath (2018-2022) is 12% and the ten-year average (2018-2027) is 22%. Population projections do not take into consideration potential annexations into the City of Philomath or potential rural subdivisions. Statistics quoted in this plan were taken from information supplied by Portland State University, the U.S. Census Bureau, and the City of Philomath.

- Estimated current population of the District (2018) is 9,500.
- Projected population of the District in five years (2022) is 10,640.
- Projected population of the District in ten years (2027) is 11,590.

3.3 Emergency Response Call Volume

The District has experienced a steady increase in call volume, which is attributed to demographics and traffic flow within the District. Below is a graph of District response totals for 2006 (491) to 2018 (700). The highest year to date was 2017 with 769 calls.



3.5 Land Use

The City of Philomath can annex areas of the Urban Growth Boundary outside of its present city limits by vote of the electorate. This situation limits the ability to forecast future development outside of the city limits. There are several large parcels of land adjacent to the City of Philomath that are suitable for residential development. The City's industrial park has yet to attract substantial commercial development. All areas around the City of Philomath that are subject to annexation are in the District.

There are currently less than 50 buildable lots in subdivisions outside of the Philomath City limits and roughly 50 lots available inside the City. If all these lots were developed, the District's property tax revenue would increase by an estimated $45,000-50,000 per year. The District does not anticipate a significant increase in property tax revenue during the ten-year time frame of this master plan.

It is the intent of the District to periodically review changes to the community, both residential and commercial, and consider their impact on the District's mission.

3.6 Safety Code(s)

The District works with the building divisions of the City of Philomath and Benton County as an advisory agency in the permit process for building. The District relies on an ongoing positive working relationship with both agencies to ensure that the Oregon Fire Code is considered and followed on projects within the District. In addition, the District is engaged with the Planning Division of the City of Philomath and Benton County in an ongoing effort to raise awareness of the importance of access and water supply for projects in the District.

Enforcement of the Building Code, Electrical Code, and Mechanical Code is done contractually between the City of Philomath and Benton County for construction inside the City of Philomath.

Enforcement of the Building Code, Electrical Code, and Mechanical Code in all other areas of the District is conducted by Benton County. Benton County relies on the staff of the District to provide pertinent information regarding applicable fire codes for projects.

4 Insurance Services Office (ISO) and Water Supply

4.1 ISO

The ISO is the principle provider of insurance underwriting, rating, and statistical information to the property and casualty insurance industry in the United States. The ISO collects information about a community's public fire protection and analyzes the data using its Fire Suppression Rating Schedule, which quantifies a community's fire-suppression resources. Fire departments are evaluated on communications, water supply, personnel, training, and equipment. The ISO then assigns a public protection classification (PPC) based on those resources, from Class 1 to Class 10. Class 1 represents the best public protection.

The District was graded by the ISO in 2019, and at that time, the rating for the District was adjusted. The District was rated PPC 4 within 5 miles of all fire stations (201, 202, and 203) if the property is located within 1000 feet of the water source. The following protection classifications only apply to properties with a needed fire flow of 3,500 GPM or less. The classifications for properties with larger needs for fire flows are individually evaluated and may vary from other protection classifications in that area.

- Class (4) residential properties within 1,000 feet of a fire hydrant and within 5 miles of ALL District stations.
- Class (10) residential properties that are over 5 miles from any District stations.

The formulas homeowner insurance companies use to determine insurance rates are complex and constantly changing. All other things being equal, a lower PPC score for the District could translate to a lower homeowner insurance premium for constituents. Home insurance companies may offer lower rates in areas with better ISO ratings because a well-prepared fire department should be able to put out a structural fire more quickly than one with a poorer rating.

However, how ratings affect homeowner insurance premiums vary by insurer. Ratings are often only one of many fire-safety factors considered. For example, some companies will ask about the home's proximity to a fire station or fire hydrant, as well as whether fire alarm or sprinkler systems have been installed. Some insurers do not use the ISO's score to set homeowner premiums at all, but instead, use their own metrics.

The relationship between ISO PPC and insurance rates is complex. Based on experience and evaluation, the cost benefit of improving the District’s ISO PPC rating is in the best interest of the District and its patrons. The District is currently (Summer 2019) under evaluation by ISO and is awaiting results. Those results will be made public as soon as they are released.

4.2 Water Supply

The District protects properties in two distinctly different areas. The City of Philomath has a municipal water system with fire hydrants, whereas rural areas of the District must be supplied by water transported to the scene by fire apparatus.

The City of Philomath water system is owned, operated, and maintained by the City of Philomath. These facilities treat, pump, and store water for domestic, commercial, industrial, and firefighting purposes, both inside and outside the city limits. The goal of the City of Philomath is to have its water system in compliance with state and federal regulations, while providing adequate quantity and pressure for fire-suppression activities.

The water for the system is supplied by water from Marys River, but as an alternative, can be supplied from a well on North 11th Street, or via a connection to the City of Corvallis' Rock Creek reservoir line. The design capacity of the treatment plant for treating water from Marys River is 1 million gallons per day. Water from the well is available at a sustained flow of 4,320 gallons per day. The water from the Rock Creek reservoir is not available at enough pressure to fill the city reservoir or to provide water at higher elevations within the city. An updated contractual agreement was reached between the City of Philomath and the City of Corvallis for use of water from Rock Creek reservoir in 2006.

The City of Philomath has a 1.25-million-gallon reservoir located at the top of Neabeack Hill. Average demand for water between 2013 and 2015 was 106 gallons per capita per day, with peak demand of 1.47 million gallons per day. The City of Philomath reports a maximum capacity of 2.18 million gallons per day.

The distribution system contains 289 fire hydrants situated in strategic locations throughout the city. The water distribution system is supplied through a series of water mains that form a looped grid system. The water mains are primarily ductile cast iron with an insignificant portion being polyvinyl chloride (PVC). The age of the water mains varies according to the year of installation, with the overall system rated as excellent by the Philomath Public Works Department. The District works closely with Philomath Public Works in determining placement of hydrants as the system is upgraded. New residential construction in the city is required to have water mains a minimum of 8 inches in diameter, with fire hydrants spaced 200 feet apart.

Construction for commercial uses requires that water mains be sized, and hydrants spaced or located in accordance with fire-flow requirements of the structure and any special hazards as required by the International Fire Code. All new construction must meet fire-flow requirements stipulated in the most current adopted edition of the International Fire Code (IFC) by the State of Oregon, and any requirements of the Insurance Services Office (ISO). All fire hydrants within the District's boundaries are tested annually by cooperative efforts between the District and the City of Philomath Public Works.

For rural areas of the District, water is transported to the scene by fire engines and water tenders. The District has two water tenders, each capable of carrying 3,000 gallons of water, one 1,000-gallon fire engine, one 800-gallon fire engine, one 500-gallon fire engine and a 500-gallon Quint, for a combined total of 2,800 gallons of water. The ability of these vehicles to respond as quickly as possible is critical to fire suppression. To respond as quickly as possible, the District has developed five rural water-supply sites. Three have stationary powered pumps installed onsite. The hydrant at Highway 34 and Joseph Lane is gravity-fed by the Corvallis Rock Creek Reservoir. The two hydrants in Wren Hill Estates are gravity-fed from a surface pond located in the subdivision that maintains a 300,000-gallon capacity. The six rural reliable water supply sites are:

- Hwy 223 and Priest Road on the Marys River
- Bellfountain Road and Greenberry Road on Beaver Creek
- Daisy Drive in Marys River Estates
- Hydrant at Highway 34 and Joseph Lane
- Hydrants on Hawk Hill Road (Wren Hill Estates)
- Wharf hydrant at Philomath Fire Station 203, 25700 Llewellyn Rd

In addition, there are seven drafting sites that can be used in the case of emergency with the Turbo Draft devices or hard suction on the tenders:

- 29755 BEAVER CR RD (SAXTON DR): Saxton Dr at Beaver Creek Bridge
- 29552 BEAVER CR RD: Bridge at Duffy Creek
- 29470 BEAVER CR RD: Bridge at Beaver Creek
- 30862 PETERSON RD: End of residents drive at blackberries
- 24699 LLEWELLYN RD: Pond off drive to the right
- 23769 WOODS CREEK RD: Entrance to Tree Farm, bridge over Woods Creek

22913 HARRIS RD: Driveway to address, off right at Marys River

Part II – Operational Planning

5 Facilities

5.0 OVERVIEW

The District has three fire stations, one in the City of Philomath, one in the community of Wren, and one on Llewellyn Road (the Inavale Substation). These stations are equipped for response 24-hours-a-day, 365-days-a-year either with volunteers or a combination of volunteers and paid personnel. The Main Station (201), at 1035 Main Street, was completed in 1976 and remodeled and seismically retrofitted in 2017. The Wren Substation (202) was built in 1980, and the Inavale Substation was completed in 1992 and remodeled in 2007.

Planning for facilities, buildings, and lands occurs in two main areas. The first is maintenance of existing facilities. The second area is improvements to existing facilities. The District is looking to make some minor modifications to Station 203 to accommodate two Resident Volunteers for quicker response in that area. The District also plans to install a modular home at Station 202 to house Resident Volunteers (RV). This structure will provide sleeping quarters and living space for RVs to quickly respond to the Wren area, as well as the Blodgett and Kings Valley areas, with which the District has an Automatic Aid Agreement.

Facilities maintenance includes the ongoing maintenance and replacement of District buildings. While maintenance can be planned for and included in the general fund budget, the replacement of major systems (roof; system for heating, ventilation, and air conditioning; paving) is best done using the District's Building Reserve Fund.

Key Findings

- 201 was remodeled in 2017 to accommodate current staffing and future growth; the structure was also hardened for seismic activity.
- 202 is in a strategic location for response to the west side of the District and Benton County, as well as mutual aid with Blodgett, Kings Valley, and Lincoln County**.**

- 203 was constructed and geographically positioned well for future population growth but requires some changes to house two Resident Volunteers and function as a manned station.

Goals

- Improve existing facilities to meet the changing needs of the District.

<u>202 – Establish Living Quarters</u>

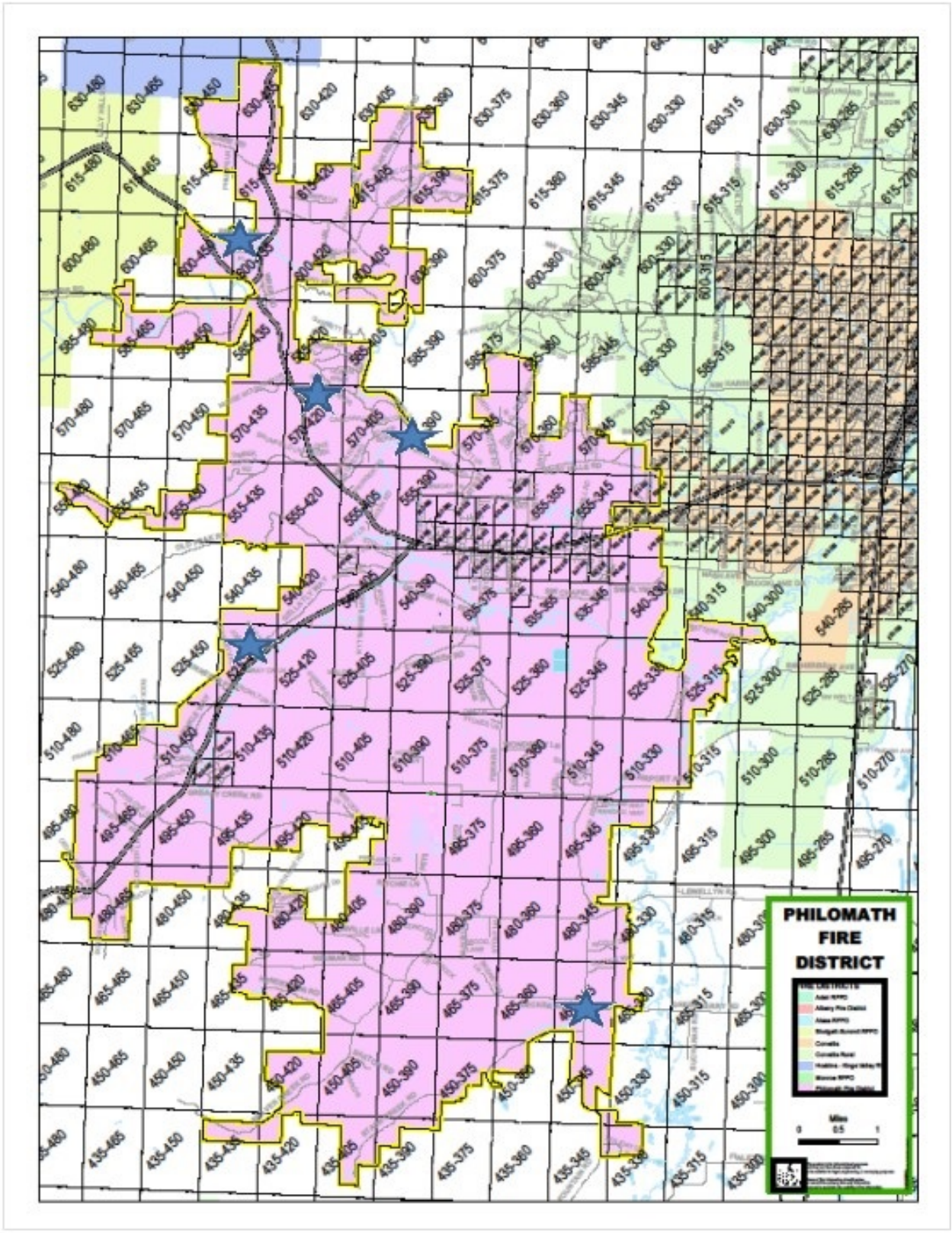
1. 3 Years - Purchase temporary living quarters at Station 202, establish within the structure or adjacent to.
2. 5 Years - Implement plan to construct new apparatus bay to accommodate future vehicles.
3. 10 Years - Rebuild station to accommodate water tender and permanent residence.

<u>203 – Improve Livability</u>

1. 3 Years -
    a. Improve air-handling system.
    b. Redesign exhaust system in bay to better accommodate a tender.
    c. Update living-room and bedroom furniture.
2. 5 Years - Add laundry facilities and upgrade appliances.
3. 10 Years - Consistently house two Resident Volunteers.

Due to changes in state certification standards for firefighters, the addition of a fire-training building -where actual fires can be simulated - would greatly increase the District's ability to initially train and certify personnel, as well as provide high-fidelity ongoing training. The District would continue to look at designs around the state to see what others have done to provide a robust training platform without unsustainable increases in maintenance costs. While the District has a specific solution in mind, it will continue to evaluate options.

The District has proactively added remote water sites in strategic locations around the District. The District procured two Turbo-Draft appliances, which will aid in expanding the use of draft sites around the District. Seven sites have been identified for remote water sites: Saxton Drive at Beaver Creek bridge, Beaver Creek Road bridge at Duffy Creek, Beaver Creek Road bridge at Beaver Creek, a private pond at Peterson Road near Ervin Road, a pond off a driveway to the property at Peterson and Llewellyn Road, entrance to Tree Farm on Woods Creek Road, the bridge over Woods Creek on Woods Creek Road, and the Marys River near the Harris Bridge.



Map of Philomath Fire & Rescue District Boundary- Blue stars indicate current permanent water sites.

6 Personnel - Volunteer and Paid Staff

6.0 Overview

One of the greatest challenges the District faces is the changing nature of volunteerism in the United States. The two main issues faced are the availability of personnel during the standard workweek and the development of a robust leadership cadre.

The District currently has a variety of groups that provide staffing. It relies on career staff to provide the bulk of response coverage during weekdays and to complete maintenance and administrative duties necessary to keep the District operating. Presumably because of changes in the nature of the private workplace and where people work, the District has fewer volunteers that respond to calls on weekdays. In 2008, the District increased the number of career staff to mitigate this situation, and in 2015 the District moved the paid firefighters to 24-hour shifts in an effort to improve around-the-clock coverage.

Since 1984, the number of volunteer firefighters in the United States has decreased by 13% according to the National Volunteer Fire Council. District numbers have fluctuated from a low of 30 volunteers in 2006 to the current level of 40 volunteers. Over the same time period, the percentage of volunteer firefighters over the age of 50 in communities the size served by the District has increased from 12.7% to 20.9%. 39% of District volunteers are currently over the age of 50. Additionally, while the national percentage for firefighters under the age of 30 in communities the size served by the District is 31.6%, the District has 21% that are under 30. These changes in District volunteer personnel have led to a decrease in the number of volunteers able to invest the time for training and experience to become leaders in the organization. Volunteers continue to be a vital part of the District force, but changes in their capabilities affect District operations.

Key Findings

- Good leadership is a strength of the District.
- An investment in training is required for new personnel and for recertification of veteran personnel. These costs are substantial and ongoing. The District needs to strive to retain all personnel in order to provide the best service to the community.
- There is a degree of competition for volunteers within the City of Philomath and with other fire and rescue districts and departments.

Goals

Personnel Retention:

3 Years -

1. All Officer Trainees will achieve Lieutenant status through training and experience.
2. Perform annual evaluations on all Officer Trainees. Work with personnel to develop career goals through education and promotional advancement.
3. Continue to provide opportunities for leadership training.
4. Incentivize volunteer advancement.
5. Increase volunteer leadership staffing and their qualifications to strengthen after-hours response.
6. Increase qualified after-hours response from Resident Volunteers. Develop more responsive training programs to accommodate new personnel, improving transition from Senior Resident Volunteers to new recruits.

7. Add one full-time firefighting position to cover vacations and absences of Shift Lieutenants and staff absences due to off-site training, and to increase daytime response at Station 201.

5 Years -

1. Perform annual evaluations for all personnel.
2. Increase qualified after-hours response from volunteers. Work with volunteers toward leadership and instructor roles as their ambitions and abilities change.
3. Increase qualified after-hours response from paid personnel.

6.1 Paid Staff

Overview: In 1976, when Station 201 was completed, the Philomath Fire Department had one career employee (Fire Chief) and was a department of the City of Philomath. In 1978, a second employee was added, with that position initially funded with help from a federal program. After formation as a Fire District in 1984, the District added a part-time Administrative Assistant. The District currently has seven full-time employees.

Key Findings:

- Volunteer leadership has decreased for a variety of reasons, which has increased reliance on career staff to fulfill this role.
- 24-hour shifts create challenges with daytime coverage when staff are on vacation or absent for other reasons.
- Changes to the District's current staffing model need to be negotiated with the Union that represents some District staff.

Goals:

1. Increase number of District career Lieutenant Firefighters from three to four.
2. Move three Lieutenant Firefighters to duty cycles consisting of 24 hours working followed by 48 hours off duty.
3. Provide additional paid personnel for emergency response during the day.

At the time this plan is adopted, the District has a staff of seven full-time personnel. These employees consist of the Fire Chief, Deputy Chief, Administrative Assistant, Fire and Life Safety Officer and three Lieutenant Firefighters. The Lieutenants work a 24-hour rotating schedule that includes coverage on weekdays, weekends, and after-hours calls. The rest of the staff is on-duty weekdays so that the bulk of District staff coverage is during the normal work week.

The District has seen a decrease in the ability of volunteers to provide the company-level leadership necessary to operate safely and efficiently. The table below illustrates the increasing dependence on career staff for leadership at scenes of emergency response. Volunteers are encouraged to gain the training and experience needed to become officers to augment the leadership model. The addition of one more Lieutenant Firefighter to provide vacation relief for shift personnel and bolster weekday coverage is needed to augment the 24-hour staffing model. This additional Lieutenant would be scheduled Monday through Friday from 0800-1700 unless needed for coverage of a shift Lieutenant.

Officer Profile Through the Years

November 2001	11 Officers	3 Staff	8 Volunteers
April 2003	9 Officers	3 Staff	6 Volunteers

January 2005	9 Officers	3 Staff	6 Volunteers
March 2008*	7 Officers	3 Staff	4 Volunteers
April 2010	8 Officers	4 Staff	4 Volunteers
March 2012	9 Officers	6 Staff	3 Volunteers
September 2014	8 Officers	6 Staff	2 Volunteers
January 2019	9 Officers	6 Staff	3 Volunteers

*Hiring of three staff firefighters

6.2 Resident Volunteer Firefighter Program

Overview: Station 201 was designed with the intent to use Resident Volunteers to meet some of the District's staffing needs. The District originally housed six Resident Volunteers in three dorms. For a brief period, a front office was converted to dorm space, and the number of Resident Volunteers was increased to eight. In 1985 the number of Resident Volunteers was reduced to three. Since the station's remodel in 2017, the number of Resident Volunteers is again six. The new facilities and accommodations are more than adequate to sustain this number for years to come at Station 201. The current focus is to house Resident Volunteers in Station 202 and 203 to provide better service in rural areas.

Key Findings:

- For the District, a small workforce of Resident Volunteers provides the most cost-effective means for rapid response after normal staffing hours.
- With the current budget, providing Resident Volunteers with college tuition reimbursement is a good way to attract students to serve in this program.

Goals:

1. Maintain Resident Volunteer workforce at six positions on duty at Station 201.
2. Implement facility changes to house Resident Volunteers at Stations 202 and 203.

The District has positions for six Resident Volunteers at the main station in Philomath (201) and a position for one Resident Volunteer at the substation on Llewellyn Road (203). The Resident Volunteers serve a rotating 24-hour shift (ABC). The Resident Volunteer Program provides on-duty personnel after normal working hours Monday through Friday and on weekends. In exchange for their room and utilities, the Resident Volunteers provide station security, stand-by, station and equipment maintenance, and apparatus maintenance and inspections on weekends. One of the challenges of the current program is to maintain current staffing levels and levels of experience.

In order to attract career-oriented Resident Volunteers and to retain them for a two-year period, the District will develop a program that will provide the training necessary for Resident Volunteers to attain their Firefighter 2, Instructor 1, Hazardous Materials Operations, and Pumper Operator. Chemeketa Community College allows students in certified programs to use the training and certifications gained and to purchase the credits necessary to complete an associate degree in Fire Science. The tuition reimbursement also helps the District attract and retain Resident Volunteers.

6.3 Volunteer Firefighters

Overview: The Philomath Volunteer Fire Department (PVFD) was organized in 1930. The District and the PVFD are a partnership. The District provides the training and support needed

to safely and effectively carry out the District's mission of community safety, while the Volunteer Association provides the manpower and acts as the benevolent arm of the District. The District will not use volunteers that are not members of the Volunteer Association, and the Volunteer Association will not accept members who have not been certified by the District. The community continues to rely on the efforts of the Volunteer Association to keep emergency-response services affordable and effective. Volunteers provide the vast majority of medical standby at community events and assist with public education, in addition to their commitment to emergency response.

The Volunteer Association operates as an autonomous organization but receives some funding from the District to support activities that are considered beneficial to volunteer retention and morale. The Association has its own secondary funding stream through donations, which it uses to provide scholarships and other forms of community support.

While the PVFD has experienced turnover rates comparable to national averages, the District has been unable to develop personnel into the historic leadership roles necessary for operational readiness. The volunteers have taken an active role in attempting to figure out what motivates their membership. The Volunteer Association held a series of meetings to discuss the issue of retention, motivation, and incentives. In a report dated September 24, 2014, they identified challenges and recommended solutions to the joint issues of staffing and incentives. For the purposes of planning for identified organizational needs related to the areas of staffing, motivation, and incentives, the report identified a monetary incentive tied to participation, mileage reimbursement for emergency response, and tuition or scholarships for qualified individuals. Additionally, the report suggested incentives for 'rapid achievement of mission-critical qualifications' and the possibility of tax incentives for members in good standing. As these ideas are researched and a method of implementation is determined, the costs will be evaluated. Moving forward, the District needs to find ways to provide the Volunteer members with meaningful avenues of service, along with a robust program for career development.

In the Volunteer Report, the PVFD identified incentivizing participation in the Home Responder program and a formal program of overnight shift coverage at Station 201 to increase motivation to volunteer. The logistical elements of increased participation as Home Responders and overnight shifts at Station 201 are addressed in the Facilities and Apparatus sections of this document. The incentives suggested by the PVFD included a pay-per-call program, mileage reimbursements for response to stations for emergency calls, and tax incentives for members in good standing. These suggestions have merit but some may not be feasible due to constraints beyond the District's control.

Key Findings:

- The average length of service for volunteer firefighters in the United States is three to five years.
- Between 2000 and 2013, District turnover of volunteers was consistent with national trends. Over 100 volunteers left the District during this time period.
- Since 2004, the number of volunteers at Station 201 varied from 25-40.
- A wide variety of factors influence volunteer recruitment and retention nationally and at the District level.

Goals:

1. Continue to recruit volunteers to serve as firefighting and emergency medical responders.
2. Fund the District's Length-of-Service Award Program (LOSAP) and Volunteer $100,000 Accidental Death and Dismemberment plan with District revenue from property taxes.
3. Encourage volunteers to become officers.

Also see goals related to Personnel – Volunteers and Paid Staff.

The recruitment and retention of volunteers is a major concern to emergency services agencies nationwide, including Oregon. Districts have had to restructure and close fire stations because of insufficient numbers of volunteers. This problem can be attributed to many factors including, two-family incomes, outside interests, and demographics, but most notable are increasing requirements of regulatory agencies, which translate into mandatory time requirements for training. The national average for the length of service for a volunteer firefighter is three to five years. The District has several volunteers with a length of service well beyond that amount. The District currently has a Length-of-Service Award Program (LOSAP) and makes an annual contribution for each Volunteer Firefighter based on participation. The Fire Board has elected to fund the program with an annual contribution of $11,000, budgeted annually.

The District has a program of continuous recruitment to increase its volunteer numbers at the substations. Recruitment is done using articles in local papers, community newsletters, social media, and online resources. Funding to update and maintain the program is budgeted annually.

7 Apparatus

7.0 Overview

The District's fleet consists of 15 apparatus. This includes three structural engines, two tenders, three brush rigs, two rescues, one aerial (truck) and four staff vehicles. The District uses the National Fire Protection Association recommendations as a guide for determining the effective life span of operational apparatus. The District also relies on the history of maintenance costs and issues to 'fine tune' a replacement schedule. Historically, the District has put aside money in an Apparatus Reserve Fund for the purchase of apparatus. Due to the rising costs of day-to-day operations, the District has not been able to fund the Apparatus Reserve Fund adequately for future purchases.

The District currently has four staff vehicles. One is dedicated to the Fire Chief, and the other two are shared by staff during the day and by duty officers, Home Responders, and personnel attending classes.

Key Findings:

- The District's Apparatus Reserve Fund does not have enough funding for future replacement purchases and the outlook for the growth of this fund using revenue from property taxes to meet needs for replacement purchases is not promising.
- The projected working life of District apparatus exceeds recommendations of the National Fire Protection Agency.

- Voters approved in 2016 a general obligation bond in the amount of $3.5 million. This was used to purchase new and replacement apparatus and equipment.
- The District prioritizes maintenance and preventive services of apparatus in order to maximize lifespan.

Goals:

3 Years -

1. Develop replacement plan for apparatus and evaluate funding requirements.
2. Replace 265 and 291.

5 Years -

1. Replace 293 and 263.

10 Years -

1. Replace 233, 231 and 224 (if patient transport program established).
2. Purchase new 242 Tender for Station 202.
3. Purchase new 233 for Station 203.

Apparatus is one of the most expensive and dynamic areas to manage. Many departments and districts grapple with the increasingly difficult task of setting aside enough money in a reserve fund to make purchases necessary to maintain a fleet. This plan does not address any changes to the current strategy for fleet complement. Any changes in what the District chooses to maintain would have a direct bearing on how much it will cost to replace the necessary apparatus. The District will continue to review what makes the most sense for apparatus based on past use and anticipated needs.

The District should begin to develop a replacement plan that is based on five-year intervals. Using current values, and projecting replacement costs, the District could pass a modest bond measure every five years for the express purpose of replacing apparatus and equipment. This would provide the community a chance to publicly review District needs on a regular basis. This ensures that an internal review is done periodically to justify District projected requirements.

8 Equipment

8.0 Overview

Equipment covers the large capital items that the District needs to carry out its mission. Equipment has a broad variation in cost and life cycle and some of the expected life spans on equipment can change as the result of changes in technology. The District balances the increase in efficiency and safety with the cost that comes along with technological improvements. Some equipment purchases can be planned for in the general fund budget or through the Equipment Reserve Fund.

The District has been fortunate in securing grants for some major purchases of equipment and facilities improvements. The District also has been diligent in using state and federal surplus equipment programs to secure equipment that meets District needs but is more economical than buying new.

Key Findings:

- Between 2014 and 2024, the District projects that maintenance and replacement costs for existing equipment will be $730,000.

- The District's Equipment Reserve Fund will not meet the projected needs for equipment replacement.
- Replacement of existing equipment is important to personnel safety and to maintain adequate service.
- The District strives to keep up with updated and improved technologies, as well as maintaining existing equipment to keep it in good working order.
- The cost of replacing turnouts, the vital protective gear firefighters put on before responding to an incident, is $20,000 to $25,000 per year.

Goals:

- Continue to evaluate upgrades and replacements to equipment based on need, use, and changing industry standards. Continue to seek grants for equipment needs.

  3 Years -

  1. Purchase new extrication tools for 232.
  2. Upgrade sets of self-contained breathing apparatus.
  3. Continuously upgrade turnouts and other personal protective equipment as needed.

  5 Years -

  1. Establish a program using drone technology, including purchase of one drone and certification for personnel to operate it legally.
  2. Purchase new extrication tools for 233.

Several factors affect District projected equipment costs. The National Fire Protection Agency makes recommendations for the useful life span of various items. In some cases, these recommendations become mandates that affect the life cycle of a piece of equipment. In other cases, the recommendation can be treated as a guide.

Additionally, the District has been able to make changes to equipment by upgrading or replacing equipment with grant funds. Grants are beneficial because they allow the District to make purchases sooner than might be dictated by other factors, but any equipment acquired must be maintained and replaced at later dates, usually in the absence of associated grant funds. Adhering to rules for spending some grant awards also can be challenging.

Equipment the District uses, both for operations and for maintenance, are necessary and need to be maintained.

9 Programs

9.0 Overview

The District is involved in several programs that support the mission of prevention through education. It currently provides First Aid and Cardio-Pulmonary Resuscitation (CPR) training to community members. The District uses fire extinguisher trainer to reach businesses and organizations in the community. The District is active with several homeowner associations in rural subdivisions and in partnership with the Oregon Department of Forestry and Benton County to promote Firewise practices. The District has a budget line for community involvement, which provides support for activities that raise the District's profile in the community it serves. The District uses its involvement to both support the community and as a recruitment tool.

Additionally, the District is active in several training activities that reach beyond the boundaries of the District. Staff members regularly teach emergency medical service (EMS) and fire-related classes in Linn and Benton counties. The District hosts quarterly EMS drills for all non-career agencies in Benton County, and staff members serve on several local, regional, and state planning groups.

Code enforcement is an effective way to remind businesses and organizations of the safety rules that apply to their organizations. The District's primary means of code enforcement is regular inspections of schools, churches, and businesses by the District's Fire and Life Safety Officer and Lieutenants.

Key Findings:

- District programs, (such as standby at community events, CPR/First Aid training, public education), have a positive effect on the safety of the community served by the District.
- The Volunteer Association is very active in the community and finds it difficult to take on additional commitments.
- Public education programs are effective tools for increasing community safety.
- The District's training program is one the most effective ways to maintain and improve the District's level of service and to keep District personnel safe.

Goals:

<u>3 Years -</u>

1. Maintain and grow training with online and hybrid programs that are flexible for needs of personnel.
2. Recruit outside instructors to teach courses in-house and to keep personnel in the District for availability for response to emergency calls.

<u>5 Years -</u>

1. Develop a District disaster plan.
2. Develop an inspection program for bridges by designating leadership for such a program and by training volunteers and paid staff to assist with program implementation.

<u>10 Years -</u>

1. Secure a grant to strengthen the program of bridge inspection by committing personnel to this project as an essential function of their job description.

The District is able to provide support to the smaller fire districts in Benton County. Critical incident debriefing can provide a vital element for the resiliency of any district after a high-stress event. By supporting staff time and training, the District can be prepared to serve both its needs and the needs of neighboring districts in Benton County. A Critical Incident Team is also available to assist other entities in the community.

Leadership development, both operational and administrative, requires ongoing training and education. The District will encourage personnel, both career and volunteer, to seek opportunities for outside education to develop or expand their leadership skills. The District will support those activities and continue to look for ways to identify new leaders.

The District believes that the community has several groups that could benefit from a public education program focused on how to respond in an emergency or disaster situation. An

outreach program that is targeted at schools, caregivers, and businesses would increase the community's safety and wellbeing. The District will develop a series of focused programs and establish a training schedule for such.

Disaster preparedness, as an ongoing outreach program, will require development of a plan and message. The plan will need to be integrated into planning at the city and county level, as well as being regularly reviewed.

10 Operational Funding

10.0 Overview

Funding for the District and the relatively recent history of property tax measures in the State of Oregon are related. In 1990, Oregon voters approved Ballot Measure 5, which limits the amount of property taxes that can be imposed for schools and general government. Under Measure 5, the amount that an individual taxpayer can be assessed for general government is $10 per $1,000 of assessed value (AV) or real market value (RMV), whichever is greater. This limitation applies to both permanent tax rates and any locally adopted tax levies, i.e.- serial operating levies. If an individuals' tax burden is greater than $10 per $1,000 for general government, they are said to be under compression.

In 1997, voters approved Ballot Measure 50. The measure had three components. It created permanent rates for taxing Districts, reduced assessed values, and limited the rate of growth for assessed values. Prior to Measure 50, if a taxing District wanted to increase its revenue, it could ask the voters to increase the tax rate. As a result of Measure 50, the State of Oregon sets the permanent tax rate for all taxing Districts. Measure 50 also set the assessed values for property in the 1997-98 tax year at 90% of the 95-96 values and limited the annual growth in assessed value to 3% per year.

Since passage of these two measures, real market values of property grew at a much faster rate than actual values. It was not uncommon for the actual value to be 50% of the real market value. As a result of the 2008 housing market collapse, the gap between actual and real market values has closed dramatically. Since tax compression depends on the greater of actual and real market values, more properties have experienced compression in the past several years. While compression has not been a significant factor in the District's service area, it will affect any future serial operating levies or special levies.

The tax reduction aspects of Measure 50 limited the annual tax revenue growth to 3% of existing construction plus the value of any new construction. Prior to 2008, the annual tax revenues of the District increased by around 4% annually. Since 2008, the District's annual revenue increase has been around 2.9%. As the District's annual operating costs have risen, the ability to increase revenues has been limited.

The District relies mostly on funding from a permanent tax rate to provide emergency services. This is supplemented with external funding to acquire equipment, property, and supplies whenever such awards or donations are received. The District will continue to pursue grants and other sources of external funding for personnel and equipment.

10.1 Internal Funding

The District's budget for expenditures from property tax dollars is based on estimated property tax assessment values, which are received from the Benton County Assessor's Office, and multiplied by the District's permanent tax rate of $0.001508 ($1.5080 per $1,000 of assessed value). These figures provide an estimated budget for each ensuing fiscal year. The bulk of District tax revenues become available in November. The District's fiscal year begins in July and runs through June of the following year.

Under current Oregon statutes, local government entities cannot make changes to their permanent tax rate. Options for increasing voter-approved funds are restricted to serial operating levies, special levies, and general obligation bonds. Levies are subject to tax compression; bonds are not.

The District's budget has several reserve funds established for large purchases and, in addition, has an unappropriated ending fund balance reserve to provide cash flow to continue District services from the beginning of the fiscal year (July 1) until tax dollars are provided through the Assessors' Office in November.

10.2 External Funding

In 2016 the voters approved a General Obligation Bond in the amount of $3.5 million to fund replacement apparatus and equipment. Repayment of this bond will be completed in Fiscal Year 2026 – 2027. While this bond was integral in the replacement of aging apparatus and equipment, funds were not eligible for use towards Operational Expenses, such as personnel expenses or training. With annual tax rates limited to an increase of 3%, the District may need to consider the proposal of Operational Levies to offset future operational expenses.

The District has also benefited from the award of grant funds, requested to offset the expense of a particular project. However, grant funds are becoming increasingly difficult to secure and the pool of applicants increasingly competitive. Several sources for grants that the District has used in the past are no longer available or have become prohibitively competitive.

Private donations of equipment have assisted the District in acquiring needed equipment in the past. These sources, although limited, will continue to be an asset to the District, as they are available.

The purchase of surplus property, available through state and federal sources, has declined in the last few years. In the past the District has saved a considerable amount of tax dollars using these programs.

The District may consider fees charged for services to non-residents as an alternative revenue source and expects to see an increase in the frequency of these services to non-residents due to traffic flow patterns and development in areas outside the District.

Key findings:

- The District is recognized for good fiscal management and is evaluated annually by third party auditors and the Board.
- The District population is projected to increase in the coming years.

- Increased call volume trend has resulted in multiple back-to-back calls throughout the year.

Goals:

3 Years -

1. Evaluate transport as revenue stream.
2. Consider bonds, levies, and grants for funding operations and capital outlay.
3. Consider implementation of fire-prevention fees, and if implemented, develop a fee schedule.
4. Develop growth and funding trends and compare them with similar districts.
5. Participate in master planning by the City of Philomath.
6. Consider funding a program for bridge inspection that includes a cost-share with property owners.
7. Establish a funding strategy to pay for construction projects and additional personnel.

The District is also at the effective end of continuing to support needed levels of service with the existing permanent tax rate and assessed value. Financial planning for the District will need to consider two major areas: capital investment and daily operations.

The District will seek voter approval for bond measures on a five-year cycle to address District capital needs. This allows the District to plan and implement on a regular interval. As stated, the District will attempt to complete some major building projects and develop a systematic 5-year cycle for apparatus replacement. The District will look at shortening some replacement periods for apparatus, as well as lengthening others, to develop a long-term approach that will even out financial requirements. The District will continue to use bond measures to fund apparatus replacement.

In addition to bond measures for purchases, the District will seek voter approval for serial operating levies to make up shortfalls in operating expenses to maintain adequate levels of service.

The availability of grants will have the most effect on the District's bond cycle. Bond measures are not subject to compression, whereas operating levies are. The District's bond measures and operating levies will be staggered. Every two or three years, the District would need to be prepared to have a measure or a levy on the November ballot. Passage of a tax measure in November would allow the District to use the anticipated funds for budget planning.

11 Customer Service

11.0 Overview

The District serves the community of Philomath and surrounding areas by meeting the needs and expectations of the community members. Every interaction with members of the public can either help build or erode relationships with the District. That awareness is why the District has a focus on customer service. The District also recognizes that relations with neighboring districts can strengthen the District's response and reputation not only in the Philomath community but in surrounding areas.

Key Findings

- The District meets expectations of the community by maintaining ongoing National Fire Protection Association Standards for response.
- The District provides appropriate leadership onsite for after-hours response.
- The District provides auto-aid to neighboring departments strengthening the county-wide response.

Goals:

- Continue to find balance between paid and volunteer personnel for District coverage in all stations
- Work with the Blodgett-Summit and Hoskins-Kings Valley Volunteer Fire departments to improve coverage
- Improve station staffing:

  201

  3 Years - Continue robust retention programs for Volunteers and Resident Volunteers. As revenue increases, start nighttime part-time firefighter program.

  5 Years - Hire full-time daytime firefighter.

  10 Years - Provide two personnel (Lieutenant, Firefighter) 24 hours per day.

  202

  3 Years - Actively recruit Volunteers in the Wren area and recruit a Resident Volunteer for quicker response.

  5 Years - Increase Resident Volunteer staff to two personnel.

  10 Years - Provide one 24-hour Firefighter and two Resident Volunteers for evening and weekend shifts.

  203

  3 Years - Establish a Resident Volunteers on-site.

  10 Years - Consistently house two Resident Volunteers.