



**Regional Fire Authority (RFA) Committee Meeting**  
**Wednesday, April 10, 2024, 4:00 PM**  
**Camas Council Chambers, 616 NE 4th AVE**



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*NOTE: The City welcomes public meeting citizen participation. TTY Relay Service: 711. In compliance with the ADA, if you need special assistance to participate in a meeting, contact the City Clerk's office at (360) 834-6864, 72 hours prior to the meeting so reasonable accommodations can be made (28 CFR 35.102-35.104 ADA Title 1)*

**To observe the meeting** (no public comment ability)

- go to [www.cityofcamas.us/meetings](http://www.cityofcamas.us/meetings) and click "Watch Livestream" (left on page)

**To participate in the meeting** (able to public comment)

- go to <https://us06web.zoom.us/j/87202457255>

(public comments may be submitted to [publiccomments@cityofcamas.us](mailto:publiccomments@cityofcamas.us))

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**CALL TO ORDER**

**ROLL CALL**

**MEETING TOPICS**

1. March 20, 2024 Regional Fire Authority (RFA) Planning Committee Meeting Minutes
2. Professional Services for Technical Advisor
3. Internal Steering Committee Purpose
4. Citizen Advisory Committee Purpose
5. [Subcommittee Assignments: Finance, Organization, Governance](#)
6. [Timeline Discussion: Subcommittee Deadlines](#)

**COMMENTS AND REPORTS**

**PUBLIC COMMENTS**

This is the public's opportunity to provide comments to the Committee.

**CLOSE OF MEETING**



**Regional Fire Authority (RFA) Committee  
Meeting Minutes\_Draft  
Wednesday, March 20, 2024, 4:00 PM  
Council Chambers, 616 NE 4th AVE**




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*NOTE: Please see the published Agenda Packet for all item attachments*

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## **CALL TO ORDER**

Chair Bonnie Carter called the meeting to order at 4:00 p.m.

## **ROLL CALL**

Present: Council Members Michelle Wagner, John Nohr, and Marilyn Boerke

Remote: Council Members Julie Russell and Molly Coston

## **MEETING ITEMS**

1. March 6, 2024 Regional Fire Authority (RFA) Planning Committee Meeting Minutes

**It was moved by Boerke and seconded to approve the March 6, 2024 Regional Fire Authority (RFA) Planning Committee meeting minutes as presented. The motion carried unanimously.**

2. Selection of Meeting Chair

**Nohr moved to nominate Bonnie Carter as the committee Chair. There were no other nominations. The committee unanimously elected Bonnie Carter as Chair.**

3. Use of a Facilitator

**This item was moved to the last item on the agenda.**

4. Use of a Technical Advisor/City Staff Support

**At the April 10, 2024, committee meeting, Chief Free will present the Request For Proposal (RFP) applicants to the committee for further discussion.**

5. Use of Alternates

**After discussing RCW 52.26, the Committee decided alternates would not be used.**

6. Assignment to Subcommittees

**Carter surveyed the group about using subcommittees. Discussion ensued.**

**Before the April 10, 2024, meeting, Chief Free will define each subcommittee, and Carter will survey individual committee members for their first, second, and third choices.**

7. April 3<sup>rd</sup> Meeting Decision

**The Wednesday, April 3, 2024, meeting was moved to Wednesday, April 10, 2024.**

8. {Originally Agenda Item 3} Use of a Facilitator

**Chief Free will consult individual Request For Proposal (RFP) applicants to inquire if they also offer facilitation services and the associated costs and will update the committee at the April 10, 2024 meeting.**

**MISCELLANEOUS UPDATES**

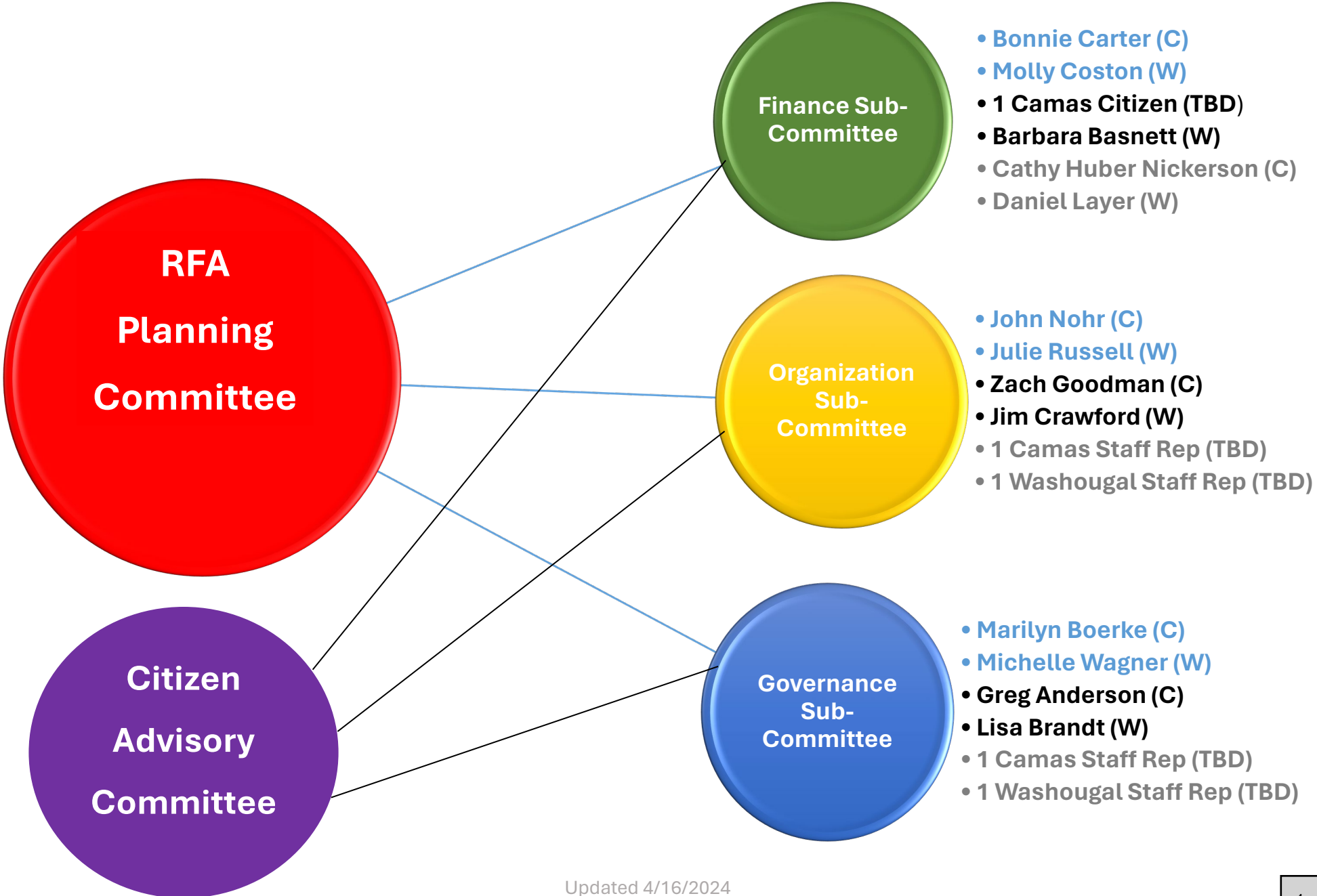
There were no other updates.

**PUBLIC COMMENTS**

No one from the public wished to comment.

**CLOSE OF MEETING**

Closed at 5:02 pm



## Sub-Committee Responsibilities:

The following is a general summary of Sub-Committee responsibilities. It is not exhaustive, rather, it is intended to give a general idea of the scope of work involved in each discipline. Its purpose is to guide Council members and citizens in the selection of their sub-committee preferences.

### GOVERNANCE:

The Sub-Committee on Governance is responsible for establishing the composition of the new Governing Body of the RFA. This includes the number of members; the length of term for each member; and the eligibility requirements for each position (i.e. a mix of City Council members, Fire District Commissioners, or citizens elected at large).

### ORGANIZATION/Operations:

The Sub-Committee of Organization is responsible for determining the staffing model of the RFA. This includes an organizational chart and the composition of the administrative team, fire/EMS operations, and the FMO. This includes: establishing a structure of administrative positions capable of managing the existing work of a municipal fire/EMS department in addition to the added administrative responsibilities of a RFA (very similar to a Fire District); establishing the number of response personnel adequate to (at minimum) provide the existing level of service; determine the number of personnel to (at minimum) carry out the existing functions of the FMO. Provide visioning for department growth and enhancement of services over time.

### FINANCE:

The Sub-Committee of Finance will be tasked with establishing the fundamentals of finance as it pertains to the inception and operation of an RFA. Key components are:

- Funding mechanisms: (taxation, levy, charges for service, permitting fees, etc.).
- Determination of initial RFA funding level respective to existing stakeholders.
- Defining assets, equipment and contracts necessary for transfer.
- Stipulating real property transfers necessary to operation of an RFA.
- Defining outstanding liabilities and the parameters for their assumption (ex. Post Retirement Medical, existing service contracts, employment contracts).
- Establishing practices for loss risk mitigation (securing insurance, reserve fund development etc.).
- Defining legislative purchasing authority to include state contracts bidding and potential tax exemptions.
- Establish initial operating budget.
- Establish levy rates to support budget.

# Camas-Washougal Fire Department Partnership Analysis Summary

June 2022





Item 6.

**PROCESS: HOW WE GOT HERE**

**DEFINING SUCCESS**

**EXISTING PARTNERSHIP GAPS**

**POTENTIAL ALTERNATIVES**

**ALTERNATIVES ANALYSIS**

**NEXT STEPS**

7

# PROCESS



# ROADMAP

Item 6.

Information Gathering

- + Listen to understand the wants, needs, and concerns of the Camas and Washougal Councils and staff, CWFD, IAFF, and ECF&R



Define Success Criteria

- + Develop list of specific criteria for “sustainability” and “equity” based on what we heard
- + Validated the success criteria with each of the Councils, City staff, CWFD Leadership, and IAFF through an online survey



Evaluate Current Partnership

- + Provide qualitative and quantitative analysis to evaluate current partnership model against the success criteria
- + Build consensus among both Cities and CWFD in determination of “gaps” in current partnership model



Evaluate Alternatives

- + Provide qualitative and quantitative analysis to evaluate potential partnership models to assess if and how current “gaps” will be addressed



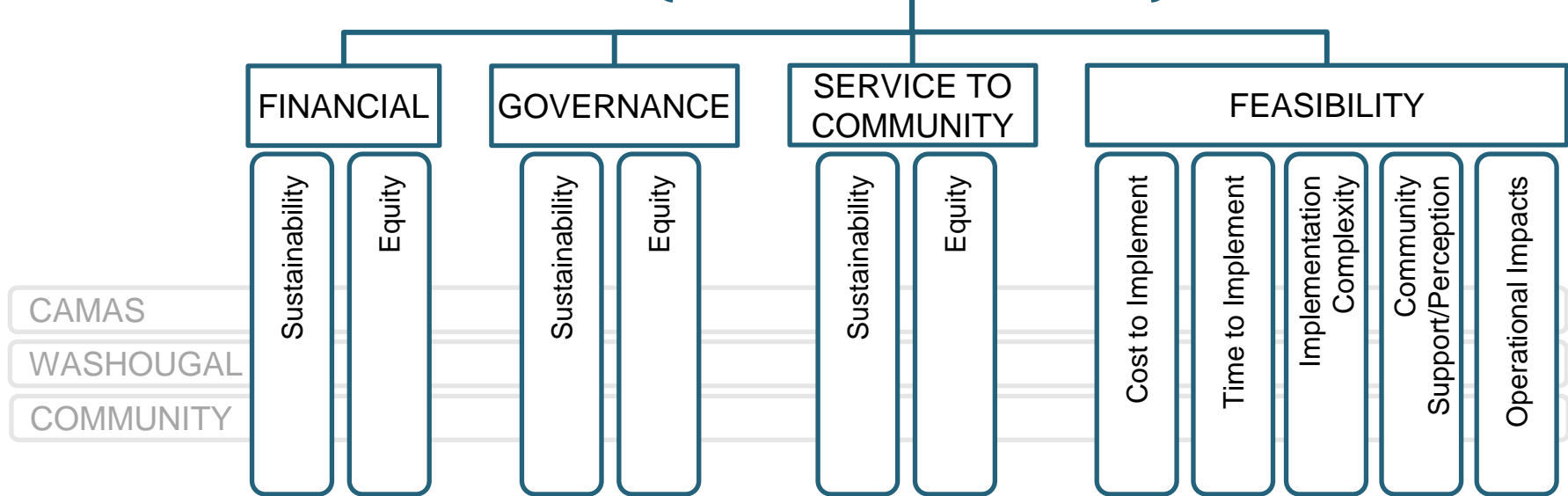
Provide Recommendation

- + Build consensus among both Cities and CWFD in determination of optimal solution moving forward

# DEFINING SUCCESS

# SUCCESS CRITERIA



*Sustainable & Equitable  
Approach to Delivering  
Fire and EMS*



# EXISTING PARTNERSHIP ANALYSIS RESULTS

# EXISTING PARTNERSHIP GAP ANALYSIS

Item 6.

		Governance		Financial		Service to Community	
		Sustainability	Equity	Sustainability	Equity	Sustainability	Equity
	<p><b>Unified, long-term vision</b></p> <p>Decision-making model</p> <p>Continuity of governance – mitigate impacts of high turnover</p> <p>Process for development and accountability over budget</p>	<p>Equity of representation in governance</p> <p>Alignment of governance expectations and responsibilities/authority</p> <p>Visibility to and understanding of complex operational issues/data to inform decision-making</p>	<p>Planning for capital and operational expenditures</p> <p>Ability to minimize reliance on general fund revenues while funding Department’s capital/operational needs</p>	<p>Methodology for distributing equipment replacement and repair costs</p> <p>Equitable distribution of cost burden among community members</p>	<p>Plan to address operational needs to keep up with increasing demand while maintaining current service levels</p> <p>Plan for forecasted capital facilities expenditures</p> <p>Enhanced communication</p> <p>Alignment of long-term vision and operational strategies</p>	<p>Clarified communication channel to address community voice</p>	
				<p>Economies of scale</p> <p>Operational efficiencies</p>	<p><b>Allocation of operational costs (Demand vs. Availability)</b></p>	<p>Maintain high-levels of service</p>	<p>Continue to provide the same services and level of service to all community members</p>

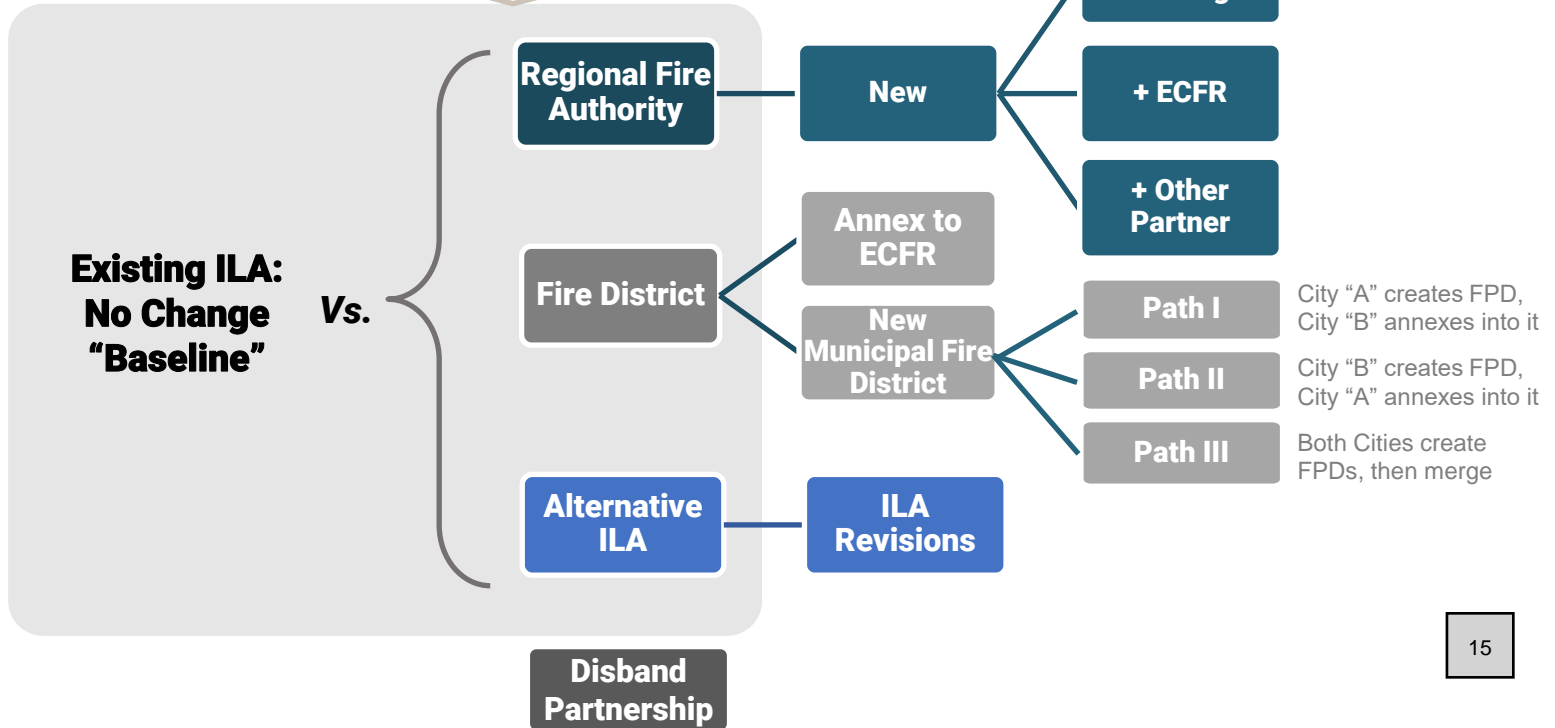
# ALTERNATIVES CONSIDERED

# ALTERNATIVES

Item 6.

**Alternatives Analysis – Feasibility Screening**  
Which model(s) best meet the success criteria

**Sub-Alternatives –**  
What are the specific financial/service impacts of sub-options within the preferred model(s)?



# ALTERNATIVES ANALYSIS

## *Governance*



# GOVERNANCE

RFA	District	Revised ILA
<p>One dedicated governing body:</p> <ul style="list-style-type: none"> <li>• Opportunity for streamlined decision-making</li> <li>• Direct accountability over budget/operations</li> <li>• Continuity</li> <li>• Clear roles and responsibilities</li> <li>• Opportunity to provide equitable representation</li> </ul> <p>RFA Planning Process establishes:</p> <ul style="list-style-type: none"> <li>• Unified vision</li> <li>• Plan for funding</li> <li>• Organizational design</li> </ul>	<p>One, dedicated governing body:</p> <ul style="list-style-type: none"> <li>• Opportunity for unified vision, streamlined decision-making (<b>depends on new district vs. annexation</b>)</li> <li>• Direct accountability over budget/operations</li> <li>• Continuity</li> <li>• Clear roles and responsibilities</li> <li>• Opportunity to provide equitable representation</li> </ul> <p>Implementation paths require annexations or mergers into existing Districts which may have pre-established vision.</p>	<p>Some opportunities exist to update the ILA to accommodate the gaps identified in existing partnership analysis:</p> <ul style="list-style-type: none"> <li>• Create unified, long-term vision</li> <li>• Establish a decision making model</li> <li>• Implement requirements for improved communications and availability of data</li> <li>• Provide active representation in governance to Washougal</li> </ul>

 Existing Gap

GOVERNANCE SUSTAINABILITY		RFA	District	Alternative ILA	Existing "Baseline"
GS1	Establishes a unified and long-term vision for Fire and EMS.	✓	⚠	⚠	✗
GS2	Provides for efficient decision-making regarding Fire and EMS operations.	✓	✓	⚠	✗
GS3	Provides for effective and informed decision-making regarding Fire and EMS operations.	✓	✓	⚠	⚠
GS4	Establishes accountability over Fire and EMS budget.	✓	✓	⚠	✗
GS5	Establishes continuity in governance of Fire and EMS services.	✓	✓	⚠	✗

 Existing Gap

GOVERNANCE EQUITY		RFA	District	Alternative ILA	Existing "Baseline"
GE1	Provides representation in governance for all community members.	✓	⚠	⚠	✗
GE2	Establishes clear governance roles and responsibilities.	✓	✓	⚠	⚠
GE3	Distributes governance responsibilities between partners according to objective metrics e.g. population, service volume, other.	✓	✓	⚠	✗
GE4	Ensures consensus over Fire and EMS policy-making and strategies.	✓	⚠	⚠	✗
GE5	Establishes transparency in policy and operational decision-making.	✓	⚠	⚠	⚠

# ALTERNATIVES ANALYSIS


## *Financial*

# FINANCIAL SUSTAINABILITY

RFA	District	Revised ILA
<p><b>Revenue Sources</b></p> <ul style="list-style-type: none"> <li>• Fire Levy – Max \$1.50</li> <li>• EMS Levy – Max \$0.50</li> <li>• Excess Levy or M&amp;O Levy</li> <li>• Utility Fees</li> <li>• Fire Benefit Charge</li> <li>• Capital Bonds</li> <li>• May not recommend or impose Fire Impact Fees</li> </ul> <p>Participating cities may retain current levy rates unless required to reduce per RFA Plan (subject to Property Tax Limits)</p>	<p><b>Revenue Sources</b></p> <ul style="list-style-type: none"> <li>• Fire Levy – Max \$1.50</li> <li>• EMS Levy – Max \$0.50</li> <li>• Excess Levy or M&amp;O Levy</li> <li>• Utility Fees</li> <li>• Fire Benefit Charge</li> <li>• Capital Bonds</li> <li>• May not recommend or impose Fire Impact Fees</li> </ul> <p><b>Formation of New District:</b></p> <p><b>Requires city to reduce GF levy by FPD levy</b></p> <p><b>Annexation:</b></p> <p><b>Requires annexed entities to adopt current district levy rates</b></p> <p><b>Annexed city may retain current levy rates (subject to Property Tax Limits)</b></p>	<p><b>Revenue Sources</b></p> <p>Remain consistent with current revenue streams.</p> <p><b>Potential:</b></p> <p>Pending legislation allowing cities to take advantage of fire benefit charge.</p>

 Existing Gap

FINANCIAL SUSTAINABILITY		RFA	District	Alternative ILA	Existing "Baseline"
FS1	Ensures financial stewardship and responsibility of the Fire Department.	✓	✓	⚠	⚠
FS2	Establishes a predictable cost sharing mechanism.	✓	✓	⚠	⚠
FS3	Provides long-term, dedicated revenue sources.	✓	✓	✗	✗
FS4	Creates opportunities for new revenue sources.	✓	✓	✗	✗
FS5	Minimizes reliance on general purpose revenues to fund Fire and EMS.	✓	✓	✗	✗
FS6	Minimizes the financial impact to other City services not related to Fire and EMS.	⚠	⚠	✗	✗

 Existing Gap

FINANCIAL EQUITY		RFA	District	Alternative ILA	Existing "Baseline"
FE1	Transparently allocates costs based on objective data and metrics.				
FE2	Demonstrates a correlation between the cost of service and the services provided.				
FE3	Addresses all costs associated with delivery of Fire and EMS services e.g. direct service, stand-by, and indirect costs.				
FE4	Equally distributes cost burden among community members.				

# ALTERNATIVES ANALYSIS


## *Service*



# SERVICE











- + Continued partnership is essential to maintaining current levels of service
- + Regardless of partnership model, transparency and communication must be improved among all levels of the organization

RFA	District	Revised ILA
<ul style="list-style-type: none"><li>• Long-term vision enhances sustainability of combined service</li><li>• Provides central communication channel and representation for community members</li></ul>		<ul style="list-style-type: none"><li>• The current partnership or any changes to the ILA can not address needs for increased service due to community growth</li></ul>

 Existing Gap









SERVICE SUSTAINABILITY		RFA	District	Alternative ILA	Existing "Baseline"
SS1	Provides a long-term operating structure for consistent and reliable service.	✓	✓	✓	✓
SS2	Builds long-term capacity to meet increased service demands in line with community needs and priorities.	✓	✓	✗	✗
SS3	Provides transparency and communication at all levels of the Department.	⚠	⚠	⚠	⚠
SS4	Provides transparency and communication between partners.	✓	✓	⚠	⚠
SS5	Provides clear linkage of governance vision and direction to Department operations and service delivery.	✓	⚠	⚠	✗

 Existing Gap

SERVICE EQUITY		RFA	District	Alternative ILA	Existing "Baseline"
SE1	Provides the same lines of service (i.e. Fire and EMS) to all community members.				
SE2	Provides the same level of service to all community members.				
SE3	Provides a central communication channel to effectively address community concerns.				

# ALTERNATIVES ANALYSIS

## *Implementation*

IMPLEMENTATION / FEASIBILITY		RFA	District (Annex – Option A)	District (New – Option B)	Alternative II Δ
F1	Cost to Implement	 <p><b>Costs associated with developing RFA Plan</b></p> <ul style="list-style-type: none"> <li>Costs for messaging/ election</li> <li>Cost for establishing support services</li> </ul>	<ul style="list-style-type: none"> <li>Cost for messaging/election</li> </ul>	<ul style="list-style-type: none"> <li>Costs associated with multiple elections</li> <li>Cost for establishing support services</li> </ul>	<ul style="list-style-type: none"> <li>Fees for revising ILA</li> </ul>
F2	Time to Implement	 <p><b>Time-intensive planning process</b></p>	<ul style="list-style-type: none"> <li>Requires one election, involving all entities</li> </ul>	 <p><b>Requires multiple elections</b></p> <ul style="list-style-type: none"> <li>Financing plan required</li> </ul>	<ul style="list-style-type: none"> <li>Time required to establish vision for revised ILA</li> </ul>
F3	Complexity of Legal and Statutory Procedures & Requirements	<ul style="list-style-type: none"> <li>Planning process has requirements for Council adoption, financing plans, etc.</li> <li>One election</li> </ul>	<ul style="list-style-type: none"> <li>Annexation process is well established</li> </ul>	 <p><b>New statute and no prior examples</b></p> <ul style="list-style-type: none"> <li>Requires multiple elections</li> </ul>	<ul style="list-style-type: none"> <li>Ranges from simple to complex depending on revisions</li> </ul>
F4	Community Support/Perception	<ul style="list-style-type: none"> <li>Requires majority vote for combined service area</li> </ul>	 <p><b>Requires support of annexing entity and entity being annexed</b></p>	 <p><b>Requires support of annexing entity and entity being annexed</b></p>	<ul style="list-style-type: none"> <li>No formal requirement for public input</li> </ul>
F5	Operational Impacts	 <ul style="list-style-type: none"> <li><b>Requires establishment of new org structure with support services</b></li> <li>Transfer of employees and assets</li> </ul>	<ul style="list-style-type: none"> <li>May require additional support services</li> </ul>	 <ul style="list-style-type: none"> <li><b>Requires establishment of new org structure with support services</b></li> <li>Transfer of employees and assets</li> </ul>	<ul style="list-style-type: none"> <li>Minimal</li> </ul>

# SUMMARY

CRITERIA - GAPS			RFA	District	Alternative ILA	Existing "Baseline"	Item 6.
Governance	Sustainability	GS1	✓	⚠	⚠	✗	
		GS2	✓	✓	⚠	✗	
		GS3	✓	✓	⚠	⚠	
		GS4	✓	✓	⚠	✗	
		GS5	✓	✓	⚠	✗	
	Equity	GE1	✓	⚠	⚠	✗	
		GE2	✓	✓	⚠	⚠	
		GE3	✓	✓	⚠	✗	
		GE4	✓	⚠	⚠	✗	
		GE5	✓	⚠	⚠	⚠	
Finance	Sustainability	FS3	✓	✓	✗	✗	
		FS4	✓	✓	✗	✗	
		FS5	✓	✓	✗	✗	
		FS6	⚠	⚠	✗	✗	
	Equity	FE3	✓	✓	⚠	✗	
		FE4	✓	✓	⚠	✗	
Service	Sustainability	SS2	✓	✓	✗	✗	
		SS3	⚠	⚠	⚠	⚠	
		SS4	✓	✓	⚠	⚠	
		SS5	✓	⚠	⚠	✗	
	Equity	SE4	✓	✓	⚠	⚠	