



**CITY OF WASHOUGAL
CITY COUNCIL WORKSHOP AGENDA
Monday, January 9, 2023
5:00 PM**

MEETING INFORMATION

Please click the link below to join the webinar:
<https://us02web.zoom.us/j/87131213762>

I. CALL TO ORDER

II. ROLL CALL

III. PUBLIC COMMENTS

IV. NEW BUSINESS

A. City Manager's Office - Sister City Partnership Update

B. City Manager's Office - Fire Partnership Update

V. PUBLIC COMMENTS

VI. REPORTS AND COMMUNICATIONS

A. CITY MANAGER

B. MAYOR

C. CITY COUNCIL

VII. ADJOURNMENT

UPCOMING MEETINGS: Monday, January 23, 2023 - Workshop at 5:00 pm and Council at 7:00 pm

BUSINESS OF THE CITY COUNCIL
City of Washougal, Washington

FOR AGENDA OF:

1/9/2022

SUBJECT:

MEETING INFORMATION

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DEPT. OF ORIGIN:

Administration

REVIEWED AT:

TO BE RETURNED TO COUNCIL:

No

EXPENDITURE REQUIRED:

BUDGETED:

APPROPRIATION REQUIRED:

SUMMARY STATEMENT

RECOMMENDED ACTION

Workshop Coversheet
BUSINESS OF THE CITY COUNCIL
City of Washougal, Washington

FOR AGENDA OF:

1/9/2023

SUBJECT:

Sister City Partnership Update

DEPT. OF ORIGIN:

Finance

REVIEWED AT:

TO BE RETURNED TO COUNCIL:

Yes

EXPENDITURE REQUIRED:

BUDGETED:

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SUMMARY STATEMENT

RECOMMENDED ACTION

Workshop Coversheet
BUSINESS OF THE CITY COUNCIL
City of Washougal, Washington

FOR AGENDA OF:

1/9/2023

SUBJECT:

Fire Partnership Update

DEPT. OF ORIGIN:

Finance

REVIEWED AT:

TO BE RETURNED TO COUNCIL:

Yes

ATTACHMENTS:

▢ **Fire Partnership Update**

EXPENDITURE REQUIRED:

BUDGETED:

APPROPRIATION REQUIRED:

SUMMARY STATEMENT

RECOMMENDED ACTION



Camas Washougal Fire Department

Fire Partnership Update January 9, 2023



What We'll Discuss

☐ Context

- ✓ Historical summary
- ✓ Summary: 2022 Merina Study recommendation
- ✓ Summary: 2022 Capital Facilities Plan
- ✓ Expiration of EMS levies

☐ Recommended Approach: Move forward as “one entity”

- ✓ Capital Facilities Funding
- ✓ Renewal of EMS levies
- ✓ Regional Fire Authority (RFA)

☐ ILA amendment to “bridge” until RFA

☐ Recommended Next Steps and Timing

☐ Discussion/Questions



Historical summary

Date	Event
1979/1980	- East County EMS System Created (Camas, Washougal, FD9, FD11; now Camas, Washougal and ECFR) - EMS levies of varying amounts for each entity over the years
July 2006	- ILA C-W re: ambulance services - Washougal passes first \$0.10 levy lid lift for Fire and EMS
Dec 2008	- Updated ILA C-W re: ambulance services - Ambulance to be stationed and staffed full-time in Washougal
May 2010	- C-W initiate discussion re: exploration of consolidating fire departments - Ad-hoc Committee convenes, financial analysis performed
June 2011	ILA C-W for 6-month trial “functional consolidation” (staff at Captain and below interchangeable, incorporation of Washougal FFs into ambulances)
Feb 2012	- ILA C-W to extend trial “functional consolidation” - C-W Councils pass resolutions forming RFA Planning Committee (statutory requirement for formation of RFA)



Historical summary

Date	Event
April 2012	ILA C-W to expand “functional consolidation” to merge command staff
Dec 2013	- ILA C-W to form CWFD, current model (10-year term) - Requires development of Capital Facilities Plan
June 2017	- ESCI presents results of CWFD and ECFR Ambulance Services Study - Multiple options evaluated: status quo = in-house medic and transport, in-house medic with contracted transport, contracted medic and transport, combined in-house and contracted transport - Status quo chosen
Dec 2017	Paul Lewis presents analysis re: functional consolidation with ECFR
2019	Camas adds additional FTEs beyond ILA portfolio, Washougal agrees to temporarily fund portion of new FTEs, agreement to mutually explore service delivery options and address funding challenges



Historical summary

Date	Event
Oct 2019	• ESCI presents Master Plan for CWFD w/ recommendations ✓ Develop station replacement/refurbishment plan (immediately seismically retrofit 41 and 43) ✓ Develop apparatus replacement plan ✓ Purchase ladder truck ✓ Eliminate cross-staffing at Station 42 (Grass Valley) ✓ Increase staffing to 3-person engine companies ✓ Presentation of service delivery options and implications (modified ILA, RFA, FD)
2021	• Camas adds further additional FTEs beyond ILA portfolio, Washougal agrees to temporarily fund
Jan 2022	• Merina presents results of Fire Partnership Analysis • Strong recommendation that RFA is the preferred model to resolve current issues • C-W Councils direct JPAC to explore RFA
Nov/Dec 2022	• C-W Adopt Capital Facilities Plans • Camas adds further additional FTEs beyond ILA portfolio, Washougal cannot support new additional FTE financially



Summary: 2022 Merina Study recommendation

CRITERIA - GAPS			RFA	District	Alternative ILA	Existing "Baseline"
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	✓	✓	⚠	⚠

Summary: 2022 Capital Facilities Plan

- ❑ Fire CFP (and updated Impact Fees) adopted by C-W Councils in late 2022
- ❑ Capital program new stations:
 - ✓ Replace HQ station 41 in 2-3 years
 - ✓ Replace Washougal station 43 in 2-3 years
 - ✓ Future new Camas satellite station in NW Camas in 5-9 years
 - ✓ Future Washougal satellite station and 2nd new Camas satellite station in 2030s or beyond

Summary: 2022 Capital Facilities Plan

□ Why replace stations 41 and 43 now?

➤ Stations do not meet the operational requirements of the CWFD

- ✓ Approaching 50 years of life and showing expected wear/obsolescence
- ✓ Do not meet the current standard structural building requirements, including the seismic performance required of an essential facility
- ✓ Apparatus bays are not sized appropriately to accommodate new apparatus
- ✓ Do not meet ADA and energy code requirements
- ✓ Do not meet requirements for minimum sleeping area per NFPA 1581
- ✓ Deteriorated sewer pipe issue at Station 43 risks station being put out of service

Summary: 2022 Capital Facilities Plan

□ Capital program new apparatus

- ✓ (4) Engines (w/ ~ 3-year lead time) – one already ordered
- ✓ (1) Ladder Truck (included in plan, timing not finalized)
- ✓ (4) Rescue Tools
- ✓ (2) Brush Rigs

□ Why replace apparatus now?

- ✓ All five apparatus assessed in 2022 and four out of five rated as needing replacement/relegation to backup status immediately

Summary: 2022 Capital Facilities Plan

- ❑ Capital program costs: (10/2021 \$\$ from Impact Fee Study, likely higher)
 - ✓ (4) Engines ~\$3.1M (plus outfitting)
 - ✓ (1) Ladder Truck ~\$1.1M (included in plan but not finalized)
 - ✓ (4) Rescue Tools ~\$168K
 - ✓ (2) Brush Rigs ~\$315K
 - ✓ Station 41 ~ \$12.9M
 - ✓ Station 43 ~ \$8.2M
- ❑ Total cost ~ \$25.783M (needs to be updated)

Expiration of EMS levies

- ❑ Washougal EMS levy expires 2023, last approved rate = \$0.50
- ❑ Camas EMS levy expires 2024, last approved rate = \$0.46
- ❑ Strong community support for EMS levy in both communities for many years

Recommended Approach:

Move forward as “one entity”

- ✓ Simultaneously pursue voted bonds for Capital Facilities funding at same bond rate (capital facilities needs exist notwithstanding future operational and governance model) – charge JPAC with developing
- ✓ “Synch” renewal of EMS levies (to sustain operations, EMS levies must be renewed notwithstanding future operational and governance model)
- ✓ Pursue Regional Fire Authority by forming RFA Planning Committee
- ✓ Retain expert consulting support for financial measures and statutorily required RFA planning process



Capital Bonds – Preliminary scope

- ❑ Camas & Washougal each place a 20-year UTGO (Unlimited Tax General Obligation) bond on August 2023 ballot – completely separate bonds and tax-payer obligation in each City
 - ✓ Camas: ~ \$12.9M for Camas HQ station 41, \$1.55M for 2 engines, and \$290K for 60% of brush rigs and rescue tools ~ \$14.74M
 - ✓ Washougal: ~ \$8.2M for Washougal Satellite station 43, \$775K for 1 engine, and \$193K for 60% of brush rigs and rescue tools ~ 9.17M
 - ✓ Estimated rate of \$0.22 in each City ****VERY PRELIMINARY****
 - Based on capital cost estimates from 2021 and rate estimate based on prior AVs using \$30M total, need to refine estimated capital costs and estimated rate – JPAC will refine prior to final proposal for bonds coming to respective Councils
 - ✓ 60% approval required with a voter turnout equal to at least 40% of those who voted in the most recent general election
 - ✓ When the voters are being asked to approve the issuance of these bonds, they are simultaneously asked to approve an excess levy which raises their property taxes to cover the debt service payments (at the estimated rate)
 - ✓ If RFA formed, tax-payers in each community continue to pay excess levy for duration of bond, cities continue to pay debt service (debt not transferred to RFA)



Capital Bonds

- ❑ What happens if one or both measures fail?
 - ✓ City with failed bond likely to go out again
 - ✓ Partnership re-evaluates capital timing and what is included in bond election and addresses implications



Renewal of EMS levies

- ❑ Camas and Washougal place \$0.50 EMS levy renewals on November 2023 ballot
 - ✓ Each Council must formulate respective levy renewals
 - ✓ “On cycle” renewal for Washougal (every 6-years)
 - ✓ One year “early” for the Camas 6-year cycle, with \$0.04 increase (\$0.46 to \$0.50)
 - Camas Council must discuss rate change
 - ✓ EMS levies do not automatically transfer to RFA and are not automatically “extinguished” if an RFA is formed
 - ✓ The RFA Plan before voters can include language that would impose an EMS levy within the RFA and for such levy to replace the existing EMS levies of the cities (South Snohomish County RFA as one example)

Regional Fire Authority

REGIONAL FIRE AUTHORITY (RFA)

Washington legislature ([RCW 52.26](#)) authorizes two or more fire protection jurisdictions to form a regional fire protection service authority in response to [legislature recognition](#) of the efficiencies to be gained by regionalization of fire service delivery and opportunity for enhanced funding options.

RFA PLANNING

Statute requires the governing bodies from each participating jurisdiction to appoint three elected officials to form the joint RFA Planning Committee. The RFA Planning Committee is responsible for developing the RFA Plan that addresses at a minimum:

- Governance
- Design
- Financing
- Fire Protection and Emergency Services

Once adopted, the RFA Plan will go to the governing bodies of the participating jurisdictions for voter approval.

GOVERNANCE

The governance structure of the RFA is established by RFA Plan. The board of commissioners may consist of one or more current elected officials from the participating jurisdictions, commissioners elected by RFA voters, or a mix of both. The terms of office for the RFA commissioners are established by RFA Plan and are not to exceed 6 years.

FINANCE

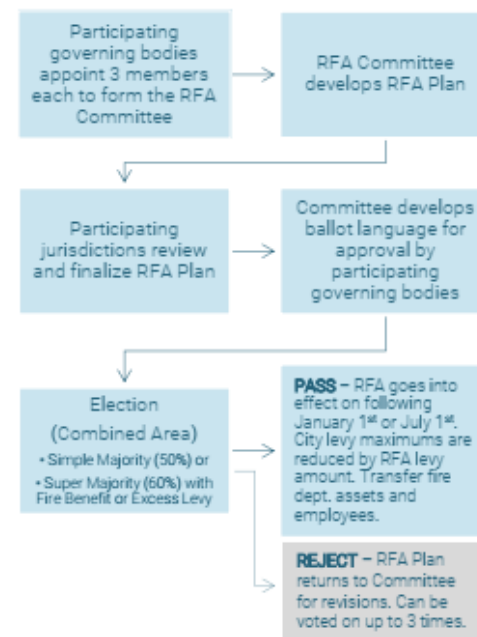
RFA's may recommend and impose the following revenue sources with voter approval:

- Fire Levy – Max \$1.50
- EMS Levy – Max \$0.50
- Excess Levy
- Fire Benefit Charge
- Capital Bonds
- RFA's are not authorized to recommend and impose Fire Impact Fees

The maximum regular levy for the participating cities will be reduced by the adopted RFA levy rate.

Participating cities may retain current general fund levy rates (subject to statutory limitations) except as established by the RFA Plan.

IMPLEMENTATION



EXAMPLES IN WASHINGTON

- [Marysville RFA](#) (2020)
- [South Snohomish County RFA](#) (2017)
- [South Beach RFA](#) (2017)
- [Renton RFA](#) (2016)
- [Southeast Thurston RFA](#) (2016)
- [West Benton Fire & Rescue](#) (2014)
- [North Mason RFA](#) (2014)
- [Puget Sound RFA](#) (2010)
- [West Thurston RFA](#) (2010)
- [South Whatcom RFA](#) (2009)
- [North County Fire & EMS](#) (2008)
- [Riverside RFA](#) (2008)
- [Valley RFA](#) (2007)



City of Washougal

Regional Fire Authority

- ❑ Parameters of RFA cannot be determined or finalized prior to forming RFA Planning Committee
- ❑ RCW requires the Planning Committee to create a plan that addresses:
 - ✓ Governance
 - ✓ Design
 - ✓ Financing
 - ✓ Fire Protection and Emergency Services
- ❑ Result is Plan that defines all facets of the RFA, including governance and staffing levels/operational parameters (which inform levy rate)
- ❑ Before going to voters, Plan must be approved by each Council
- ❑ April 2024 – target for RFA Plan on ballot



ILA Amendment

- ❑ Existing ILA expires end of 2023
- ❑ Most recent addendum covers through 2022 for Washougal's temporary funding commitment for portion of new FTEs added
- ❑ Several topics need to be addressed in an addendum to “bridge” until RFA
 - ✓ Administrative
 - ✓ Financial
 - ✓ Capital
 - ✓ RFA
- ❑ JPAC is working on addendum
- ❑ Consideration of revised cost-sharing model (equalized levy rate)

Next Steps and Timing

Date	Event
1/17/2023	Camas Council authorizes PSA with public affairs consultant
TBD	Camas Council authorizes PSA with RFA consultant
1/26/2023	- JPAC meeting ✓ Considers adopting recommendation to Councils to form RFA Planning Committee ✓ Continues work on ILA addendum
2/6/2023 2/13/2023	- Councils review resolution re: RFA Planning Committee in respective worksessions - Possible joint worksession
2/21/2023 2/27/2023	Councils consider adopting resolution re: RFA Planning Committee in respective meetings
2/28/2023	- JPAC meeting ✓ Finalizes proposed ILA addendum ✓ Begins review of bond parameters
March 2023 to Feb 2024	RFA Planning Committee develops RFA Plan and engages with Councils



Next Steps and Timing

Date	Event
3/6/2023 3/13/2023	• Councils review proposed ILA addendum in respective worksessions • Possible joint worksession
3/20/2023 3/27/2023	• Councils consider adopting proposed ILA addendum in respective meetings (retro to 1/1/2023)
3/21/2023	• JPAC finalizes proposed bond parameters
April 2023	• Councils review proposed bond parameters in respective worksessions • Possible joint worksession
5/1/2023 5/8/2023	• Last regular Council meeting dates to pass resolutions for Capital Bonds for 8/1/2023 primary ballot (deadline 5/12/2023)
7/17/2023 7/24/2023	• Last regular Council meeting dates to pass resolutions for EMS levies for 11/7/2023 general election ballot (deadline 8/1/2023)



Next Steps and Timing

Date	Event
8/1/2023	Capital bonds on primary ballot
11/7/2023	EMS levy renewals on general election ballot
Nov 2023 – Feb 2024	- Councils review and consider RFA Plan (gives Planning Committee 8-months, March 2023 – October 2023)
2/12/2024 2/20/2024	Last regular Council meeting dates to pass resolutions for RFA Plan for 4/23/2024 special election ballot (estimated) (deadline 2/23/2024, estimated)
2/23/2024	RFA Plan on special election ballot (estimated)
1/1/2025	RFA effective



Discussion/Questions?

