

Regional Fire Protection Service Authority Plan

Wenatchee Valley Fire Department



Douglas County Fire District 2

Chelan County Fire District 1

April 2022

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SECTION 1	DEFINITIONS
<i>Adopted</i>	
<i>Revision</i>	The Definitions section of the WVFD Plan is subject to amendment by a vote of the WVFD Governance Board.
<i>Revised</i>	

A. DEFINITIONS

1. The definitions in this section apply throughout this **WVFD Plan**, unless the context clearly requires otherwise.
 - 1.1. "**Board**", "**Governance Board**" or "**Governing Board**" means the Governance body of a regional fire protection service authority.
 - 1.2. "**Douglas 2**" means Douglas County Fire Protection District No. 2
 - 1.3. "**Chelan 1**" means Chelan County Fire Protection District No. 1
 - 1.4. "**Effective Date**" means **September 30, 2022**, pending approval of the WVFD Plan by voters of the Participating Jurisdictions.
 - 1.5. "**Participating Jurisdictions**" means Douglas County Fire Protection District No. 2 and Chelan County Fire Protection District No. 1.
 - 1.6. "**RCW**" means Revised Code of Washington.
 - 1.7. "**Regional Fire Protection Service Authority**," "**Regional Fire Authority**," "**RFA**" or "**WVFD**" means a regional fire protection service authority formed pursuant to chapter 52.26 RCW. A Regional Fire Protection Service Authority is a municipal corporation, an independent taxing authority within the meaning of Article VII, Section 1 of the state Constitution, and a taxing district within the meaning of Article VII, Section 2 of the state Constitution.
 - 1.8. "**Regional Fire Authority Planning Committee**" or "**Planning Committee**" means the committee created under RCW 52.26.030 to create and propose to Douglas County Fire Protection District No. 2 and Chelan County Fire Protection District No. 1 the Regional Fire Authority Plan.
 - 1.9. "**Regional Fire Authority Plan**" or "**WVFD Plan**" means this Regional Fire Protection Service Authority Plan, drafted, and approved in accordance with chapter

52.26 RCW for the development, financing and operation of the Wenatchee Valley Fire Department.

1.10. ***“Super Majority”*** when used in reference to votes taken by the Board, means (4) votes.

1.11. ***“Wenatchee Valley Fire Department”*** or ***“WVFD”*** means the Regional Fire Protection Service Authority defined in this plan whose boundaries are coextensive with Douglas 2 and Chelan 1.

WVFD SECTION 1 PLAN REVISIONS:

The Definitions section of the WVFD Plan is subject to amendment or revision only by a majority vote of the WVFD Governance Board, except for the definition of Super Majority which requires a Super Majority vote to amend.

	SECTION 2	BACKGROUND & NEEDS STATEMENT
	<i>Adopted</i>	
	<i>Revision</i>	The Backgrounds & Needs section of the WVFD Plan is subject to amendment by a majority vote of the WVFD Governance Board.
	<i>Revised</i>	

1. The ability to respond to emergency situations by fire protection jurisdictions has been stressed with the communities needs and service demands.
2. Providing fire protection and emergency service systems requires a shared partnership and responsibility among local and regional governments, as well as the private sector.
3. There are efficiencies to be gained by regional fire protection service delivery while retaining local control.
4. Timely development of significant projects can best be achieved through enhanced funding options for regional fire protection agencies, using already existing taxing authorities to address fire and emergency service needs and new authority to address critical fire protection projects and emergency service needs.
5. On March 24, 2022, the Boards of Commissioners of each District formed a Planning Committee to explore the feasibility of forming a regional fire authority and to draft a regional fire authority plan.
6. On approval of this Plan by both District's Boards of Commissioners, the District will then ask its citizens to consider combining all functions and services currently provided by the two jurisdictions into a single entity, called a Regional Fire Authority.

WVFD PLAN SECTION 2 REVISIONS:

1. The Background & Needs Statement section of this WVFD Plan is subject to amendment by a majority vote of the WVFD Governance Board.

	SECTION 3	FORMATION AUTHORITY
	<i>Adopted</i>	
	<i>Revision</i>	The Formation Authority section of the WVFD Plan is subject to amendment or revision only by submission of a revised WVFD Plan to the WVFD Governing Board for approval.
	<i>Revised</i>	

A. REGIONAL FIRE PROTECTION SERVICE AUTHORITY.

1. Chapter 52.26 RCW provides statutory authority for the formation of a Regional Fire Authority by Douglas 2 and Chelan 1.

B. PLANNING COMMITTEE AUTHORITY.

1. RCW 52.26.030 and RCW 52.26.040 provides statutory authority to form and operate a Planning Committee.
2. The Participating Jurisdictions formed a Planning Committee consisting of three (3) members of the Douglas 2 Board of Commissioners and the three (3) Commissioners of Chelan 1 Board of Commissioners.
3. The Planning Committee developed and presented to the elected officials of each Participating Jurisdiction the WVFD Plan.

C. WVFD PLAN APPROVAL AUTHORITY.

1. The legislative body of each Participating Jurisdiction reviewed and approved the WVFD Plan by Joint Resolution and called for an election to approve the WVFD Plan.
2. The WVFD Plan is being submitted to the voters of each District as a single ballot measure that must be approved by a simple majority vote.
3. The Planning Committee has authority to take all necessary actions on behalf of the Participating Jurisdictions, perform all necessary duties as required to place the WVFD Plan before the voters.
4. Should the WVFD Plan be approved by a simple majority of the voters of the Participating Jurisdictions, the Wenatchee Valley Fire Department shall be formed on, the Effective Date in accordance with RCW 52.26.070.

5. Upon voter approval of the WVFD Plan, the Districts shall continue to exist as Washington State Municipal Corporations. The purpose of the continued existence of the Districts shall be to levy and collect taxes and/or other fire protection district revenue to be transferred to the WVFD until such time as the WVFD collects its own revenues and to provide representation to the WVFD Governance Board.
6. In the absence of legislation to the contrary, the WVFD shall have the authority to call and fund an election to dissolve the Participating Jurisdictions when appropriate.
7. If the WVFD Plan is not approved by the voters, then operations relating to the services set forth herein shall remain unchanged.
8. If any section, subsection, paragraph, sentence, clause or phrase of the WVFD Plan is declared unconstitutional or invalid for any reason, such decision shall not affect the validity of the remaining portions of the WVFD Plan.

WVFD SECTION 3 PLAN REVISIONS:

The Formation Authority section of the WVFD Plan is subject to amendment or revision only by submission of a revised WVFD Plan to the WVFD Governing Board for approval.

	SECTION 4	JURISDICTIONAL BOUNDARIES
	<i>Adopted</i>	
	<i>Revision</i>	The Jurisdictional Boundaries section of the WVFD Plan is subject to amendment or revision only by a majority vote of the WVFD Governance Board.
	<i>Revised</i>	

A. JURISDICTIONAL BOUNDARIES ON DATE OF FORMATION.

1. On the Effective Date, the jurisdictional boundaries of the WVFD shall be the legal boundaries of the Participating Jurisdictions whose boundaries are currently contiguous and are depicted on the map attached hereto and marked as Appendix “A” of this WVFD Plan.

B. CHANGES IN JURISDICTIONAL BOUNDARIES AFTER FORMATION OF WVFD.

1. Boundary Changes that do not require a WVFD Plan amendment.
 - 1.1. **Annexation of a portion of a District by a City outside the Jurisdictional Boundaries of the WVFD.** On the effective date of such annexation, the territory annexed shall automatically be removed from the boundaries of the WVFD . In this situation the WVFD shall not be obligated to transfer employees or assets of the WVFD, and the annexing city shall be restricted solely to assets and employees of the District, if any.
 - 1.2. **Annexation of a portion of a District by a City within the Jurisdictional Boundaries of the WVFD.** On the effective date of such annexation, the territory annexed shall automatically be included in the boundaries of the WVFD .
 - 1.3. **WVFD Annexations.** Pursuant to RCW 52.26.090(g), the WVFD shall have the authority to conduct annexations of unincorporated territory adjacent to the WVFD pursuant to the statutory authority and procedures set forth in Chapter 52.04.001 through RCW 52.04.051.
 - 1.4. **WVFD Partial Mergers.** Pursuant to RCW 52.26.090(g), the WVFD shall have the authority to participate in the partial merger process under the authority and pursuant to the procedures set forth in RCW 52.06.090 and .100.

2. Boundary Changes that require a WVFD Plan Amendment.

2.1. Annexations of Adjacent Fire Protection Jurisdictions. The boundaries of the WVFD may be expanded to include adjacent fire protection jurisdictions through the Plan Amendment and annexation procedures set forth at RCW 52.26.300.

2.2. Withdrawal of Participating Jurisdiction. In the event a Participating Jurisdiction exercises its authority to withdraw from the WVFD pursuant to RCW 52.26.110 the Plan shall be amended, and the withdrawing Participating Jurisdiction shall receive a pro rata share of assets and liabilities that is based on the respective assessed valuations of the Participating Jurisdictions at the time of withdrawal. The allocation of assets and liabilities shall be determined in a manner negotiated by the Participating Jurisdictions that has the least impact on the continuation of both services in both Participating Jurisdictions. Neither Participating Jurisdiction may initiate a withdrawal within the first three calendar years following the Effective Date.

WVFD SECTION 4 PLAN REVISIONS:

The Jurisdictional Boundaries section of the WVFD Plan is subject to amendment or revision only by a majority vote of the WVFD Governance Board.

	SECTION 5	GOVERNANCE
	<i>Adopted</i>	
	<i>Revision</i>	The Governance section of the WVFD Plan is subject to amendment or revision by a Super Majority vote of the WVFD Governing Board.
	<i>Revised</i>	

A. GOVERNING BOARD STRUCTURE AND OPERATION.

1. **Governing Board.** As provided by RCW 52.26.080, the WVFD Governing Board shall be established consistent with the terms of this Section and shall have authority as of the Effective Date.
2. **Composition of Governing Board.** The Governing Board shall consist of the three elected or appointed commissioners of Chelan County Fire Protection District No. 1 and the three elected or appointed commissioners of Douglas County Fire Protection District No. 2.
3. **Vacancies.** The Board of each Participating Jurisdiction shall fill its own vacancies in the manner specified by law.
4. **Governing Rules.** The WVFD Governing Board shall develop and adopt governance policies and rules for the WVFD Governing Board to conduct business in accordance with RCW 52.26.080.
5. **Authority.** The WVFD Governing Board shall have all the power and authority granted governing boards under Washington State law and shall include the power and authority to make any decisions appropriate for the WVFD and for matters related to Title 52 RCW.
6. **Compensation of Governing Board.** Commissioners of the Governing Board will receive compensation in the same manner and under the same conditions as provided by law for commissioners of a fire protection district organized under Title 52 RCW.

WVFD SECTION 5 PLAN REVISIONS:

The Governance section of the WVFD Plan may be amended by a Super Majority vote of the WVFD Governance Board.

	SECTION 6	FUNDING and FINANCE
	<i>Adopted</i>	
	<i>Revision</i>	The FUNDING and FINANCE section of the WVFD Plan is subject to amendment or revision by the Governing Board except when voter approval is required by statute.
	<i>Revised</i>	

A. INTERIM WVFD FINANCES

1. Until such time as the WVFD collects its own revenues, the operation and administration of the WVFD shall be funded by the revenues of the Participating Jurisdictions and the Participating Jurisdictions shall, after the Effective Date, transfer all revenue, taxes, and proceeds collected by their respective jurisdictions for fire levies to WVFD.
2. A Projected 2023-2031 budget for the WVFD is attached as **Appendix “E.”**

B. WVFD REVENUES:

1. **Tax Levies.** The WVFD shall be authorized to levy and collect taxes in accordance with RCW 52.26.050 (1) (b) at the initial tax levy rate of \$1.50 per thousand of assessed valuation.
2. **Service Contracts.** To the extent permitted by law, the WVFD Governance Board shall have the authority to pursue and contract with agencies and entities exempt from property taxes in accordance with RCW 52.30.020 and related statutes.
3. **Impact and Mitigation Fees.** The WVFD shall have the authority to impose impact and mitigation fees in the manner authorized by law.
4. **Additional Revenue Options.** The WVFD Governing Board shall have the authority to pursue, subject to any applicable statutory voter approval requirements and WVFD Plan Amendment, if required, all additional revenue sources authorized by law, including but not limited to, revenue sources specifically identified in Title 52 RCW and Title 84 RCW that are not otherwise addressed in chapter 52.26 RCW.

C. TRANSFER OF ASSETS.

1. **Douglas 2 and Chelan 1 Assets.** On the Effective Date, the Districts shall immediately transfer any remaining and future assets to the WVFD. Such assets shall include all real property and personal property, including but not limited to, furniture, office equipment,

motor vehicles, reports, documents, surveys, books, records, files, papers, or written material owned by or in the possession of the District. A summary of Assets and Liabilities is attached as **Appendix “C.”**

2. On the date of the formation of the WVFD , Douglas 2 and Chelan 1 shall transfer to the WVFD all funds held with Douglas and Chelan Counties together with all future property tax and contractual payments received at the time of receipt.

D. LIABILITIES.

1. **District Debt.** The WVFD shall assume outstanding debt of the Participating Jurisdictions and shall redeem all debt payments on their current schedules.
2. **Future District Obligations.** All future commitments, obligations and expenses incurred by either District after the Effective Date shall be the responsibility of the WVFD.

WVFD SECTION 6 PLAN REVISIONS:

The Funding and Finance section of the WVFD Plan is subject to amendment or revision by the Governing Board except when voter approval is required by statute.

	SECTION 7	ORGANIZATIONAL STRUCTURE, PERSONNEL AND ADMINISTRATION
	<i>Adopted</i>	
	<i>Revision</i>	The Organizational Structure, Personnel and Administration section of the WVFD Plan is subject to amendment by a majority vote of the WVFD Governance Board.
	<i>Revised</i>	

A. ORGANIZATIONAL STRUCTURE.

1. **Organizational Chart.** On the Effective Date, the WVFD shall be organized and managed, with leadership provided, as shown in **Appendix “B”** attached hereto.
2. **Administration, Operations, Prevention and Support Divisions.**
The Administration, Operations, Prevention, and Support Divisions of the WVFD shall be organized and a chain of command be established in accordance with the organizational structure provided in **Appendix “B”** attached hereto.

B. PERSONNEL.

1. **Fire Chief.** On the Effective Date, the Fire Chief of Chelan 1 shall serve as the Fire Chief of the WVFD.
2. **Administrative Positions.** Currently appointed FIRE DISTRICT ADMINISTRATIVE COORDINATOR and EXECUTIVE ASSISTANT positions shall be immediately transferred to the WVFD.
3. **Personnel.** All current personnel of the Participating Jurisdictions shall be transferred over to the WVFD on the Effective Date at their current rank, grade, and seniority to fulfill the duties of those positions outlined in the organizational structure in **Appendix “B”** unless otherwise noted in this WVFD Plan or labor agreement.
4. **Agreements.** All current employees/member agreements, collective bargaining agreements, personal service contracts, and/or other contracts or agreements pertaining to work, duties, services, or employment with the Participating Jurisdictions shall be transferred and assigned to the WVFD with all personnel on the Effective Date.

C. ADMINISTRATION.

1. **Administration.** All current administrative and business functions, agreements, documents, operations, and policies and procedures from the Participating Jurisdictions shall transfer over to the WVFD unless otherwise noted in this WVFD Plan.
2. **Seamless Transition.** Unless otherwise noted in the WVFD Plan, the transfer of all authority and the administrative, management and personnel functions from the Participating Jurisdictions to the WVFD shall be seamless and shall initially model the current administrative, management and personnel functions of Chelan County Fire District 1.

WVFD SECTION 7 PLAN REVISIONS:

The Organizational Structure, Personnel and Administration section of the WVFD Plan is subject to amendment by a majority vote of the WVFD Governance Board.

	SECTION 8	OPERATIONS AND SERVICES
	<i>Adopted</i>	
	<i>Revision</i>	The Operations and Services section of the WVFD Plan is subject to amendment by a majority vote of the WVFD Governance Board.
	<i>Revised</i>	

A. FIRE PROTECTION AND EMERGENCY MEDICAL SERVICES.

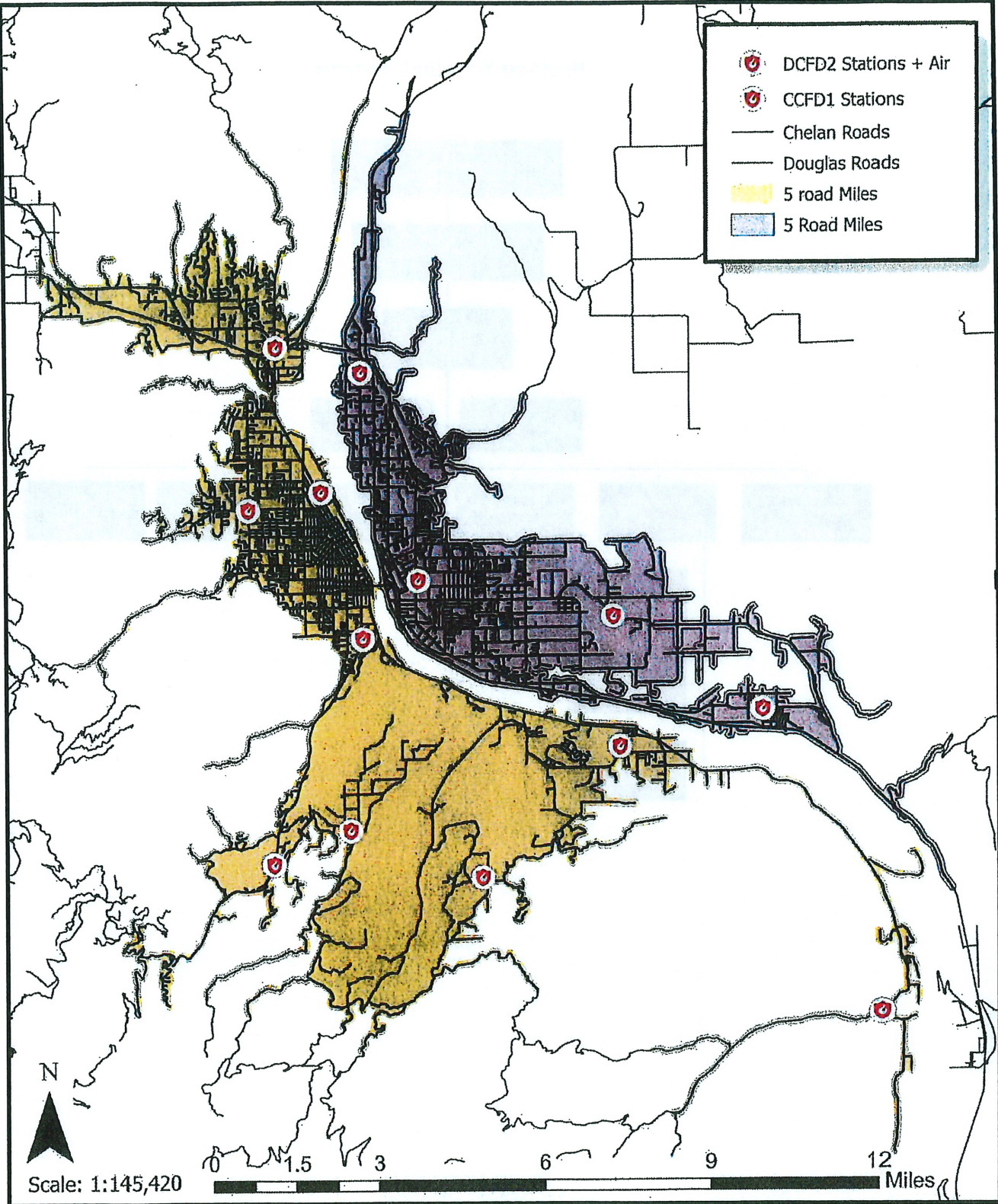
1. On the Effective Date, the WVFD shall become the primary service provider for fire protection, fire suppression, and the protection of life and property within the areas currently served by Douglas 2 and Chelan 1. The WVFD shall participate with, and provide support to, other emergency medical service partner agencies within the areas currently served by Douglas 2 and Chelan 1. All internal, external, operational, and other services provided by the Participating Jurisdictions shall be transferred to and become the responsibility of the WVFD on the Effective Date.
2. The WVFD Governing Board shall determine staffing models, standards of coverage, deployment standards, field operations, command staffing, and operational policies and procedures for the WVFD and shall, within budgetary limitations work to maintain or improve service levels.
3. All current automatic aid and mutual aid agreements, and any other contractual services agreements, documents, or memorandums currently in place with Douglas 2 and Chelan 1 shall be transferred over on to WVFD on the Effective Date to provide continuous, seamless readiness and emergency services coverage.
4. The WVFD shall complete a Customer Centered Strategic/Business Plan within (180) days of the Effective Date. The WVFD Strategic/Business Plan shall:
 - 4.1. Establish and adopt WVFD mission, vision, and organizational core values statement.
 - 4.2. Identify all services that the WVFD will provide to its external and internal customers.
 - 4.3. Identify, adopt, and establish measurable Levels of Service Standards, Response Performance Objectives, and an Emergency Services Deployment Plan for WVFD services. A copy of the Draft Standards of Coverage is attached hereto as **Appendix "D."**
 - 4.4. Identify and establish the WVFD organizational model.
 - 4.5. Identify and establish the WVFD chain of command and chain of communications.
 - 4.6. Identify and establish the WVFD leadership model.

- 4.7. Identify and establish the organizational divisions of the WVFD and their mission and duties.
 - 4.8. Identify adopt and establish an Internal Support Services Plan to maintain a state of readiness and ensure a full scope of services and support to the responders, staff, and internal customers of WVFD.
 - 4.9. Identify and prioritize the current and future critical issues and challenges of the WVFD.
 - 4.10. Research, develop, and adopt a 25-year WVFD Financial Plan. Said Plan to be reviewed and updated at a minimum of every three years.
 - 4.11. Inventory, evaluate, and adopt a WVFD Apparatus/Equipment Replacement Program and Replacement Fund.
 - 4.12. Establish WVFD Strategic Initiatives, Goals and Objectives, inclusive of all items above.
5. The current Participating Jurisdictions Volunteer Firefighter Associations have the option of maintain their current identity and autonomy as it relates to their association functions identified in their respective bylaws.

WVFD SECTION 8 PLAN REVISIONS:

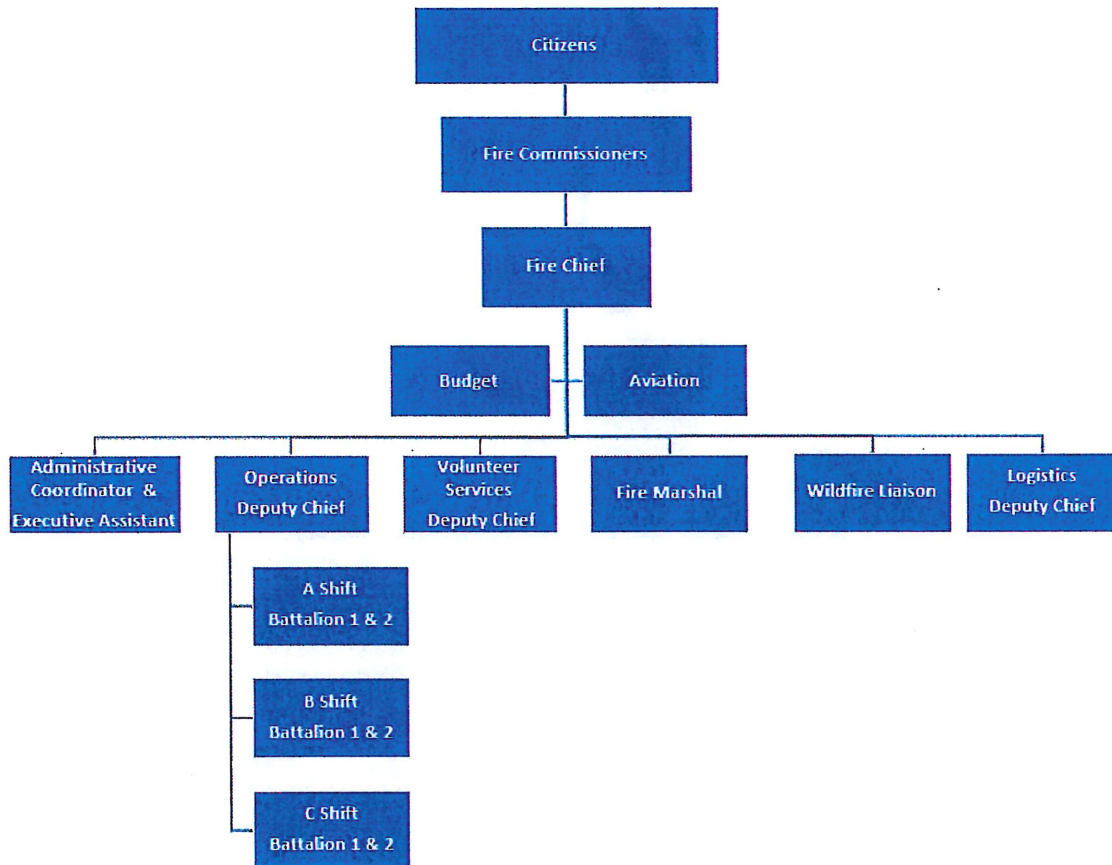
The Operations and Services section of The WVFD Plan is subject to amendment by a majority vote of the WVFD Governance Board.

Appendix A - Participating Jurisdiction Maps



Appendix B – WVFD Organization Chart

Wenatchee Valley Fire Department



Appendix C – Assets & Liabilities

Douglas County Fire District 2 Projected Statement of Net Position December 31, 2022

<u>ASSETS</u>	
CURRENT ASSETS	
Cash	\$ 6,075,479
PROPERTY AND EQUIPMENT	
Land	374,500
Facilities	14,084,541
Fleet	6,509,563
Equipment	1,100,000
Total cost	<u>22,068,604</u>
Less accumulated depreciation	<u>(5,800,225)</u>
Total property and equipment	<u>16,268,379</u>
TOTAL ASSETS	<u>\$ 22,343,858</u>
LIABILITIES AND FUND BALANCE	
CURRENT LIABILITIES	
Long-term debt payable within one year	\$ 330,000
Accounts payable	550,122
Accrued interest	146,175
Total current liabilities	<u>1,026,297</u>
LONG TERM DEBT PAYABLE AFTER ONE YEAR	7,855,000
FUND BALANCE - UNRESTRICTED	<u>13,462,561</u>
TOTAL LIABILITIES AND FUND BALANCE	<u>\$ 22,343,858</u>

Chelan County Fire District 1 Projected Statement of Net Position December 31, 2022

<u>ASSETS</u>	
CURRENT ASSETS	
Cash	\$ 4,871,048
PROPERTY AND EQUIPMENT	
Land	1,619,208
Facilities	15,822,050
Fleet	8,714,500
Equipment	2,152,500
Total cost	<u>28,308,258</u>
Less accumulated depreciation	<u>(11,986,556)</u>
Total property and equipment	<u>16,321,702</u>
TOTAL ASSETS	<u>\$ 21,192,750</u>
LIABILITIES AND FUND BALANCE	
CURRENT LIABILITIES	
Long-term debt payable within one year	\$ 311,205
Accounts payable	674,672
Accrued interest	227,650
Total current liabilities	<u>1,213,527</u>
LONG TERM DEBT PAYABLE AFTER ONE YEAR	5,891,122
FUND BALANCE - UNRESTRICTED	<u>14,088,101</u>
TOTAL LIABILITIES AND FUND BALANCE	<u>\$ 21,192,750</u>

Appendix D – Standards of Coverage (Draft)

2023 Response Time Standards and Objectives

Douglas County Fire District 2 and Chelan County Fire District 1 have established response time standards for the zones within their jurisdictions. The zones represent the area in proximity to fire stations. The response time standards are:

- 5 minutes or less for 90% of the incidents in Zone 210, 212.
- 6 minutes or less for 90% of the incidents in Zones 10, 11, 13, 12, 15, 16, 18, 19, 21, 23, 25.
- 7 minutes or less for 90% of the incidents in Zones 14, 26, 28.
- 8 minutes or less for 90% of the incidents in Zones 24, 110, 118, 119.
- 10 minutes or less for 90% of the incidents in Zone 29, 111, 112.
- 11 minutes or less for 90% of all other areas of the District (Zone 27).

A full first-alarm assignment (3 Engines, 1 Ladder, and 1 Battalion Chief) for fire suppression is 10 minutes for 90% of the incidents.

Appendix E – Budget

Wenatchee Valley Fire Department Budget

	2023	2024	2025	2026	2027	2028	2029	2030	2031
Revenue									
Beginning Balance \$	10,536,148	4,589,379	4,879,629	5,153,013	5,538,579	5,832,382	6,192,943	6,394,990	6,603,749
Taxes									
Property	19,088,127	20,232,415	21,447,419	22,734,265	24,098,320	25,544,220	27,076,873	27,347,642	27,621,118
Total Revenue	30,555,005	28,896,507	27,184,801	28,757,665	30,970,550	32,274,100	34,182,074	34,731,381	35,190,893
Expenses									
Salaries & wages	9,860,700	10,451,742	11,078,246	11,742,941	12,446,281	13,192,458	13,984,005	14,403,526	14,835,632
Personnel benefits	4,583,563	4,874,377	5,153,437	5,462,043	5,789,165	6,135,915	6,503,470	6,763,609	7,094,153
Supplies	1,031,103	1,092,969	1,158,547	1,228,060	1,301,744	1,379,848	1,462,639	1,506,518	1,551,714
Services	1,849,075	1,938,427	2,128,287	2,179,610	2,617,126	2,620,988	2,821,657	2,906,306	2,993,495
Total Expenses	17,324,441	18,357,514	19,518,516	20,612,053	22,154,316	23,329,210	24,771,772	25,579,959	26,414,994
Capital									
Reserve Funds									
Capital Expense & Reserve Funds	4,843,917	5,600,650	2,460,967	2,565,555	2,969,908	2,720,572	3,001,037	2,503,933	1,926,915
Total Revenue	30,555,005	28,896,507	27,184,801	28,757,665	30,970,550	32,274,100	34,182,074	34,731,381	35,190,893
Total Expenses	22,138,358	23,958,164	21,979,483	23,177,608	25,124,224	26,049,782	27,772,808	28,083,892	28,341,909
Ending Balance	8,416,647	4,938,343	5,205,318	5,580,057	5,846,325	6,224,318	6,409,266	6,647,489	6,848,983
CY Revenues - CY Operating Expenses	1,093,745	1,618,943	1,742,594	1,631,927	1,456,984	1,756,917	1,936,689	1,425,761	891,479
	2023	2024	2025	2026	2027	2028	2029	2030	2031

